

MADISON COUNTY GROWTH POLICY 2012

Adopted March 2013
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Web Based Version



MADISON COUNTY GROWTH POLICY 2012

Updating the Madison County Growth Policy (last adopted 2006)

Adopted March 2013, Resolution 11-2013

Drafted by the
Madison County Planning Office and Planning Board

Lane Adamson
Jan Kliver Banks
Clyde Carroll
Dorothy Davis
Kathy Looney
John Lounsbury
Don Loyd

Dave Maddison
Richard Meehan
Eileen Pearce
Laurie Schmidt

Charity Fechter, Director
Leona Stredwick, Technician

Revised and Adopted by the
Madison County Board of Commissioners

James P. Hart, Chairman
David Schulz
Dan Happel

For more information, contact the
Madison County Planning Office
P.O. Box 278
Virginia City, MT 59755

(406) 843-5250

<http://www.madison.mt.gov/departments/plan/planning.asp>

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1. Summary

Based on comments received on the questionnaire and at public meetings held throughout the County, people are generally satisfied with the vision, guiding principles, goals and objectives adopted in the 1999 Comprehensive Plan Update and 2006 Madison County Growth Policy (2006 Growth Policy) (1). As the vision, guiding principles, goals and objectives, and recommended implementation are substantially the same as in the 2006 Growth Policy, this 2012 Growth Policy is considered an updating revision.

The primary changes in the 2012 Growth Policy are:

- Document reorganized;
- Maps and base data updated and expanded;
- Existing characteristics section expanded and updated;
- Projected trends revised to reflect revised data;
- Madison County's vision clarified and shared community values added, as suggested by citizens;
- Sand and gravel resources addressed, as now required by statute; and
- Additional implementation actions included as suggested by citizens.

Figure 1-1 is general map of Madison County, including the 2011 Commissioner Districts.

1.1 Purpose

The purpose of this Growth Policy Update is threefold: (1) revise the Madison County Growth Policy to ensure that it meets the standards of a Growth Policy, as outlined in 76-1-601, MCA; (2) keep the Growth Policy current in its goals and recommended actions; and (3) provide more effective guidance on local decisions on growth, development, and conservation over the next 5-10 years.

Madison County encourages and supports development that meets the County's vision, guiding principles, goals and objectives.

1.2 Vision

In the year 2022, Madison County is still a place we're proud to call home, still:
Blessed with people who are hardworking yet fun-loving, independent yet compassionate and generous in time of need;
Devoted to supporting our youth and senior populations;
Relatively free of crime and pollution;
Rich in water, scenic beauty, wildlife, historical, and recreational resources;
Rural in character and agriculturally productive;
Rooted in the tradition of being good stewards of the land;
Focused on protecting rights of all citizens.

In the year 2022, Madison County's economy has gained strength and diversity, with agricultural households enjoying a more financially secure position. Our river corridors, hayfields, rangelands, and foothills have not become cluttered by scattered residential development and noxious weeds have lost their foothold on our landscape. Our towns have retained their small-town atmosphere, while offering a variety of goods and services to local residents and visitors, and families of modest income levels can afford to live here. Local public services have adequate funds to support our increased population, the art of being a good neighbor is widely practiced by both newcomers and old-timers, and we have become even better stewards of the land.

1.3 Guiding Principles

- **Guiding Principle #1. Locate new development close to existing services and communities**
Requires attention to both locational considerations and service system capabilities.
- **Guiding Principle #2. Protect our river corridors**
Requires attention to environmental, public health and safety, recreation, and aesthetic concerns.
- **Guiding Principle #3. Preserve our most productive agricultural lands**
Requires attention to economic, environmental, and cultural issues.
- **Guiding Principle #4. New development should pay its own way**
Requires attention to fiscal and equity issues of concern to many County taxpayers and officials.
- **Guiding Principle #5. Respect private property rights**
A reminder that Madison County officials will be cognizant of, and abide by, state and federal constitutional law as it pertains to private property rights. Consideration of this principle, however, will be balanced by consideration of the public interest, generally defined as the public health, safety, and welfare.

1.4 Goals and Objectives

Our goals and objectives for land use, the economy, the environment, recreation, and public services have not changed dramatically in the 40 years since Madison County's first comprehensive plan was completed. But as our world has grown more complex, our actions increasingly affect multiple aspects of community life. Likewise, our goals must be regarded as increasingly interconnected.

Goal 1. Land Use: Use our land base to support a mix of activities (agriculture, residential, commercial, industrial, public facilities, and recreation) in ways that accommodate growth, minimize conflict among adjacent land uses, promote efficient use of land, protect public health and safety, and reflect the five Guiding Principles.

Objectives:

- a. Develop landowner-supported, neighborhood-specific strategies for land utilization, development, and conservation.
- b. Locate development in areas that are:
 - physically suitable for development, and
 - easily accessed by public services.
- c. Keep development out of the floodplain and riparian areas.
- d. Locate and design developments to maintain the water resource and water rights (in accordance with state law).
- e. Locate and design developments to be safe from natural disasters.
- f. Locate and design developments in ways that preserve open space.
- g. Expand affordable housing opportunities. Encourage projects that are well-designed and accessible to public services. Avoid concentrations of lower-income housing.
- h. Discourage scattered rural residential development.
- i. Discourage strip commercial development along arterial highways.
- j. Discourage development in highly productive agricultural lands.

Goal 2. The Economy: Strengthen the major sectors of our local economy, and diversify the economic base. Encourage the responsible development of natural resources.

Objectives:

- a. Support growth in agriculture, forestry, mining, renewable energy, recreation and tourism, retirement and senior-related services, entrepreneurial enterprises, and construction activity.
- b. Utilize and protect the resources which support these major economic sectors.
- c. Support the economic viability of family farms and ranches.
- d. Acknowledge the economic value of the County's fisheries, wildlife, and wildlife habitat.
- e. Promote public awareness of the importance of supporting existing local businesses.
- f. Promote new business and industry which are compatible with the major economic sectors and do not put a financial strain on public services.
- g. Expand the opportunities for year-round employment.

Goal 3. The Environment: Protect the quality of our air, groundwater, surface waters, soils, vegetation, fish and wildlife habitat, scenic views, cultural and historic resources.

Objectives:

- a. Promote best management practices by all land users.
- b. Encourage new development that is compatible with the environmental goals and objectives of this Plan.

- c. Support the establishment, expansion, and upgrading of community sewer/water systems.
- d. Review new development proposals for the full spectrum of potential and cumulative environmental impacts.
- e. Where necessary, more clearly define the resources we want to protect.
- f. Promote and support noxious weed control.

Goal 4. Recreation: Support a variety of recreational opportunities for both local residents and visitors.

Objectives:

- a. Retain public access to public lands and waters.
- b. Support opportunities to create additional public access in cooperation with willing private landowners.
- c. Minimize conflicts between recreationalists and private landowners.
- d. Support opportunities for public/private land exchanges which will secure high-value recreational resources for public use.
- e. Recognize that recreationalists utilize local public services to a great extent.

Goal 5. Public Services: Provide high-quality public services to local residents and visitors in safe, fair, and cost-effective ways.

Objectives:

- a. Encourage new development to locate in areas which have ready access to public services. Discourage new development which will put a financial strain on public services and/or negatively influence the economy.
- b. Maintain and improve County roads and bridges according to priorities which are consistent with County land use policies.
- c. Devise strategies to assess service users, including recreationalists, who are not currently helping to pay for service costs.
- d. Explore other sources of funds to support the provision of public services.
- e. Support the community infrastructure improvements needed to entice new development to locate close to existing towns and services.

Goal 6. Communication, Coordination, Citizen Participation (3C's): Promote an open, inclusive, and coordinated approach to planning for the future in Madison County (Leadership in this regard will be provided by the County Commissioners).

Objectives:

- a. Consult with town officials and other local service providers on a regular basis. As much as possible, support their efforts to plan and pay for future growth and improve public services.
- b. Meet regularly with state and federal land managers to discuss respective land use plans, management strategies, and specific projects/project proposals.

- c. Maintain open communications with the public on planning and development issues. Provide ample opportunity for local citizens to participate in planning and plan implementation.

1.5 Land Development and Conservation Utilization Policies

In addition to the Guiding Principles and set of goals and objectives, additional policies will guide development in Madison County. Table 3-1 describes the policies related to new development. Policies related to land conservation/utilization activities are described in Table 3-2.

1.6 Shared Community Values

The Shared Community Values are the things that bring people to Madison County, support our economy, protect our future, and are our responsibility as good stewards. All of the shared community values identified for the Madison Valley (2) were considered “Very Important” by respondents to the questionnaire. Many of the questionnaire responses noted how interrelated these values are; to lose one affects others, and they all affect the quality of life in Madison County. Development should enhance or support these values.

- Open Space
- Wildlife
- Small Town Attributes
- Natural Beauty
- Ranching (Agriculture)
- Viewshed
- Outdoor Recreation and Public Land Access
- Healthy Economy, including good jobs and housing opportunities
- Quality low impact development

1.7 Document Organization

The 2012 Growth Policy is organized into chapters that roughly correspond to the requirements listed in Montana statute.

The Introduction describes the jurisdictional area, the statutory authority for a growth policy, the growth policy development process, a history of the 2012 growth policy, and the role of previous plans and policies.

Guiding Principles, Goals and Objectives describe Madison County’s overall vision, the principles to guide realizing that vision, goals and objectives for each of the principles, land conservation and utilization policies, and the role of previous plans and polices.

Existing Characteristics presents various aspects of Madison County as it is. Using the most current information available, texts and maps describe the County's population, ownership, income, housing, jobs, land use, natural resources, sand and gravel resources, emergency response times, fish and wildlife, the wildland-urban interface (WUI), potential hazards, agriculture and open space, and recreation.

Projected Trends begins with the existing characteristics and estimates where Madison County will be in the future in regards to: population; land and natural resources; housing; income and employment; and local services and public facilities.

Implementation Policies, Regulations and Other Plan Measures builds on the previous sections to describe the specific actions needed to reach Madison County's goals.

Public Infrastructure Strategy addresses how Madison County will identify and pay for needed infrastructure.

Intergovernmental Coordination discusses how Madison County will deal with special planning areas, coordinate with community plans, incorporate other county plans, and participate in state and federal agency plans.

Growth Policy and Subdivision Review specifically describes the subdivision review process, beginning with the statutory review criteria, followed by how subdivisions will be evaluated with respect to the criteria, the public hearing process, how overall development plans fit in the process, and exemptions allowed by statute.

Other Elements recognizes the past and ongoing planning efforts, and areas where additional effort may be needed.

Appendices and Reference Documents are the supplemental materials that provide additional detail and context. The appendices are attached as part of this document. Reference documents are stand-alone documents, including other adopted plans and supporting studies and projects.

2. Introduction

Madison County encourages and supports development that meets the County's vision, guiding principles, goals and objectives.

Madison County's first Comprehensive Plan was prepared by the Planning Board and adopted by the County Commissioners in 1973. The Plan attempted to address two problems: (1) the loss of agricultural lands to increasing recreational and second home development; and (2) the seasonal nature of the County's agricultural and recreational employment.

Thirteen years later, in response to mounting development pressures in the Madison Valley, the Planning Board began work on a revision of the 1973 Plan. The Plan Update was completed in 1988. It contained a stricter set of countywide subdivision review policies. It also included a land use plan for the Madison Valley.

The decade up to the 1999 Comprehensive Plan Update was marked by continued growth and change. Madison County's beauty and rural character attracted more residents and visitors. The interests and values of County citizens grew more diverse. Recreation and tourism, retirement-related services, entrepreneurial enterprises, and construction activity joined the traditional industries of agriculture, forestry, and mining as important economic sectors. Land became increasingly valued for its aesthetic and recreational assets, rather than its agricultural productivity. This trend, combined with other factors such as land speculation and declining agricultural incomes, led to the conversion of more rangeland and farmland to residential subdivision and recreational development. Such social, cultural, economic, and land use changes were not confined to the Madison Valley. They were evident also in the Ruby Valley, in the Jefferson Valley, and at Big Sky. Over the next ten years, transitions in other parts of the County are likely.

The Madison County Growth Policy adopted in 2006 (1) amended the 1999 Comprehensive Plan Update and brought it up to new statutory standards. The Madison Valley Growth Management Action Plan adopted in 2007 set objectives and implementation measures specific to the Madison Valley (2).

Growth and change impact a variety of County resources, including the economic base, air and water, vegetation and wildlife, open landscape, sense of community, and public service systems. Many long-time County residents perceive the negative impacts of growth and change as a serious threat to their rural lifestyle. Many newcomers fear that continued growth and change will degrade the quality of life which drew them here. These impacts and fears have been aggravated by the uncertainties created since a major national recession began in late 2007.

The Madison County Commissioners, in turn, face increasingly difficult decisions regarding land development and conservation. One of their greatest challenges is to provide essential public services at an affordable cost to an expanding population.

The Planning Board and County Commissioners recognize the need to strengthen their capacity to address the issues associated with growth and change. Hence, this update to the Madison County Growth Policy.

2.1 Jurisdictional Area

The jurisdictional area of the county planning board includes the area outside the incorporated limits of cities or towns in the county. For purposes of subdivision review, this area has been extended to include the towns of Sheridan and Twin Bridges. [76-1-501, MCA]

2.2 Purpose

Like its predecessors, the Madison County Growth Policy (2006) and Madison County Comprehensive Plan (1999), and Madison Valley Growth Management Action Plan (2007) served as guides for County elected officials, citizens, and developers engaged in making decisions about land use, economic development, and capital investment.

Growth and change will continue to play a part in Madison County's future. The primary objective of this planning document is to equip County officials and citizens with the policies and tools needed to guide future growth and change in ways that will not only accommodate new priorities and opportunities, but also preserve long-valued resources and traditions.

It should be clearly stated that, while the Growth Policy guides County decision-making on land utilization, including subdivision, the decisions themselves must be governed by local regulations and Montana state statutes. County officials will be cognizant of, and abide by, state and federal law as it pertains to private property rights.

The purpose of this Growth Policy Update is threefold: (1) revise the Madison County Growth Policy to ensure that it meets the standards of a Growth Policy, as outlined in 76-1-601, MCA; (2) keep the Growth Policy current in its goals and recommended actions; and (3) provide more effective guidance on local decisions on growth, development, and conservation over the next 5-10 years.

2.3 Authority

Montana State Statutes encourage county governments to "...improve the present health, safety, convenience, and welfare of their citizens and to plan for the future development of their communities..." [76-1-102, MCA]. State law authorizes county commissioners to establish a county planning board as an advisory board to "...

promote the orderly development of its governmental units and its environs” [76-1-101, MCA] and may request the planning board to prepare a growth policy.

The growth policy is defined as “...a comprehensive development plan, master plan, or comprehensive plan that was adopted pursuant to this chapter before October 1, 1999, or a policy that was adopted pursuant to this chapter on or after October 1, 1999. [76-1-103, MCA]. The contents required in the growth policy are described in 76-1-601, MCA, which also allows the governing body the discretion to determine the extent to which the growth policy addresses those elements, and the authority to adopt additional elements.

Once a master plan, or comprehensive plan, has been adopted (or updated), the county commissioners must be guided by the plan in making decisions on public facility abandonment or improvements, adopting subdivision regulations, and adopting zoning ordinances [76-1-605, MCA]. The county commissioners may also require by resolution that subdivision plats must conform to the plan [76-1-606, MCA]. The planning board remains involved in comprehensive plan implementation in various ways, including the review of specific development proposals and proposing appropriate policies, regulations and guidelines.

2.4 Process

This growth policy update began with Fiscal Impact Analysis and mapping projects funded by the Community Development Block Program, Sonoran Institute, Future West, and Madison County. The Fiscal Impact Analysis (FIA) provides a framework for estimating the costs to the county associated with road and fire services against the revenue received in the form of taxes (3). The mapping project used the most current information to electronically map the elements required by a growth policy. The maps were developed using available information and experts in the various topics covered. These maps represent the existing conditions in the county.

A Planning for People and Wildlife mini-grant from the National Fish and Wildlife Foundation through the Montana Department of Fish, Wildlife and Parks funded an extensive questionnaire on growth policy topics, with special emphasis on wildlife (4). Unlike a survey, which limits the individuals queried, the questionnaire was intended to give any interested individuals the opportunity to voice their opinions.

The questionnaire was distributed to 5,604 boxholders and 2,200 subscribers to The Madsonian in October 2011. It could be downloaded from the County’s website, and a web-based version was available through Constant Contact. The preliminary analysis indicates a broad range of individuals responded from throughout the county, based on income, education, age, area of the county, and occupation. The raw data results were available online and in hard copy at the libraries, Commissioners’ office, and Planning office.

A total of 368 questionnaires with responses were returned. This represents approximately 5.8% of the County population 18 years old and older (6,327). Using

a web-based sample size calculator (<http://www.surveysystem.com/sscalc.htm>), the responses are within +/- 4.97% at the 95% confidence level, and +/- 6.54% at the 99% confidence level for the 18 & over group. Using the entire county population (7,691) as the basis has very little impact on the statistical reliability of the responses. Using the full population, at the 95% confidence level the confidence interval is 4.99%, and 6.57% at the 99% confidence level.

In March 2012, a series of public forums were held in Big Sky, Ennis, Sheridan, Twin Bridges and Pony, with an additional forum held with Sheridan High School students. These forums were facilitated by Planning Board members to elicit comment to guide development of the growth policy. In addition to requesting comments on the draft maps, three open-ended questions were asked:

- What do you value most in your community?
- What do you see are the greatest threats to those values?
- What do you think should be done to maintain those values?

With the public comment indicating few major changes needed to the growth policy, the planning board began updating the 2006/1999 document. The draft Growth Policy (2012) was made available for public review and comment in October, 2012.

The public hearing held on October 29, 2012 was advertised in The Madisonian and Lone Peak Lookout on October 4 and 18, with display ads scheduled for October 11 and 25, 2012. The Madisonian inadvertently left out the display ad scheduled for October 11. The Planning Board recommended adoption of the Growth Policy by Planning Board Resolution 1-2012 at their meeting of October 29, 2012. Resolution No. 32-2012, a resolution of intention to adopt the Madison County Growth Policy 2012 Update, was approved by the County Commissioners on November 27, 2012. The County Commissioners adopted the Growth Policy by Resolution 11-2013 on March 5, 2013, as recommended by the Planning Board with some clarifying revisions. The record of public input received throughout the planning process is available in the Planning office (4).

2.5 History of the Growth Policy

2.5.1 1999 Comprehensive Plan Update

The preparation of the 1999 Comprehensive Plan Update provided multiple opportunities for public review and comment. In the spring and summer of 1998, several community workshops were held around the County. The workshops had a twofold purpose: (1) to provide information to local citizens; and (2) to gain direct citizen involvement in shaping the direction of the Plan Update. Discussion focused on five topics:

- Where Would You Put the Next 1000 People in Madison County?
- What Tools Can We Use to Guide Growth?
- Grassroots-Style Zoning
- Open Space and Development: How Can We Have Both?
- Getting New Development to Pay for Itself

Additional information-gathering activities were conducted, including a survey of 40 local service providers, a current land use inventory, the collection and mapping of resource data, consultations with municipal officials, and a Planning for the Future booth at the Madison County Fair. Four questions provided the basis for public discussion at the Fair. They were:

- Where would you put the next residential development?
- Where would you least like to see the next residential development?
- Should the County restrict development along the river corridors?
- Do we need zoning in Madison County?

A draft Plan Update was made available for public review and comment during the fall of 1998. Open houses were held around the County. Formal public hearings followed. The Plan Update was adopted in February 1999 by the County Commissioners, upon the recommendation of the Planning Board. Growth-related issues and opportunities identified in 1999 still resonate with the citizens today:

- Differences between newcomer and long-time resident expectations and lifestyles
- Loss of agricultural land to subdivision development
- Future viability of agriculture in the face of continued population growth based on the County's beauty, rural character, and recreational resources
- Growth of nontraditional industries
- Utilization of the resources on the land
- Fish and wildlife concerns
- Loss of open space and aesthetic value
- Cost of public services to support new development
- Adequacy of water supply to support new development
- State and federal requirements to improve water quality
- Need for sewer/water systems in Harrison and Alder
- Infrastructure improvement projects in Ennis, Sheridan, Twin Bridges, Virginia City, and Big Sky
- Spread of noxious weeds
- Cost of county road/bridge maintenance
- Costs of county nursing home operations
- Initiative 105 ceiling on County mill levy
- Constitution Amendment No. 75 (voter approval of all new taxes – found unconstitutional)
- Coordination between local, county, state, and federal governments
- Vacant commercial/industrial/institutional properties (e.g., Children's Center outside of Twin Bridges, greenhouse facility outside of Ennis)

2.5.2 2006 Madison County Growth Policy

Madison County citizens defined their Vision, Guiding Principles, Goals and Objectives during development of the 1999 Comprehensive Plan. During the spring and summer of 2006, public input on growth and the County's growth management

efforts was solicited in a series of Community Conversations held in Big Sky, Ennis, Harrison, Sheridan, Twin Bridges, and Virginia City. The discussions reinforced the relevance and importance of the “umbrella” guidelines, and they emphasized the need for a continuing effort to implement the goals, using a combination of growth management tools. Local citizens raised a number of issues common to the discussions that led up to the 1999 Comprehensive Plan Update. However, some new issues surfaced, and several “old” issues were discussed with a greater sense of urgency. Among the concerns expressed during those community discussions, were:

- Increased real estate values and limited housing supply have created a serious shortage of both rental and fee ownership housing opportunities for low and moderate-income residents.
- Our population is growing older, with young adults leaving and school enrollments in decline.
- Efforts to upgrade municipal services such as sewer and water are critical to future growth that makes efficient use of limited water supplies and reduces reliance on individual wells and septic systems.
- New development should be clustered. Most of the new development should occur close to existing towns.
- Planning for future growth should be better coordinated between the towns and the county.
- We have a lot of guidelines for how new development should occur, but the guidelines have no “teeth”.
- Existing development regulations must be enforced, and the rules may need to be strengthened. Along with new rules should come incentives.
- We should expect new development to pay its own way.
- Efforts to help ranchers stay in business are important.
- We should continue our educational efforts aimed at helping citizens understand the impacts of development.
- Pros and cons of conservation easements.
- Pros and cons of zoning – in town, in other higher-density areas, and/or in the rural areas.
- Respect for private property rights is important, but community rights must also be respected.
- We need to put greater emphasis on open space, river corridor, and wildlife habitat protection.

The 2006 Growth Policy was amended in 2007 with the addition of the Madison Valley Growth Management Action Plan.

2.6 Role of Previous Plans/Policies

Updating a growth policy does not invalidate all previous plans and policies. Since planning is a continual process, each revised plan or policy builds upon its predecessors.

The information contained in the 1973 Plan, 1988 Update, 1999 Comprehensive Plan Update and 2006 Growth Policy continue to serve as valuable background for planning in Madison County. The 2012 Madison County Growth Policy supplements this information base with more current data. It revises the countywide goals and objectives, policies, and proposed actions outlined in the previous County planning documents. The Madison Valley Growth Management Action Plan (2007) is incorporated in this 2012 Growth Policy.

This 2012 Madison County Growth Policy replaces the 1999 Comprehensive Plan Update and 2006 Growth Policy documents (as amended) as the official Madison County Growth Policy.

3. Guiding Principles, Goals and Objectives

3.1 Madison County in the Year 2022: Our Vision

What kind of future do we citizens of Madison County want for ourselves, our children, and our grandchildren? What guiding principles for future growth will help us achieve that future? What commonly held goals and objectives are we willing to work towards?

In this, our 2012 update, citizen input came from the results of a detailed Growth Policy questionnaire in the fall of 2011, followed by community meetings in the spring of 2012 (4) which reaffirmed the Vision (with a few minor changes), Guiding Principles, Goals and Objectives and added the adoption of the Madison Valley Shared Community Values as Madison County's Shared Community Values.

Our Vision

In the year 2022, Madison County is still a place we're proud to call home, still:
Blessed with people who are hardworking yet fun-loving, independent yet compassionate and generous in time of need;
Devoted to supporting our youth and senior populations;
Relatively free of crime and pollution;
Rich in water, scenic beauty, wildlife, historical, and recreational resources;
Rural in character and agriculturally productive;
Rooted in the tradition of being good stewards of the land.
Focused on protecting rights of all citizens.

In the year 2022, Madison County's economy has gained strength and diversity, with agricultural households enjoying a more financially secure position. Our river corridors, hayfields, rangelands, and foothills have not become cluttered by scattered residential development and noxious weeds have lost their foothold on our landscape. Our towns have retained their small-town atmosphere, while offering a variety of goods and services to local residents and visitors, and families of modest income levels can afford to live here. Local public services have adequate funds to support our increased population, the art of being a good neighbor is widely practiced by both newcomers and old-timers, and we have become even better stewards of the land.

3.2 Guiding Principles

3.2.1 Guiding Principle #1. Locate new development close to existing services and communities

Requires attention to both locational considerations and service system capabilities.

3.2.2 Guiding Principle #2. Protect our river corridors

Requires attention to environmental, public health and safety, recreation, and aesthetic concerns.

3.2.3 Guiding Principle #3. Preserve our most productive agricultural lands

Requires attention to economic, environmental, and cultural issues.

3.2.4 Guiding Principle #4. New development should pay its own way

Requires attention to fiscal and equity issues of concern to many County taxpayers and officials.

3.2.5 Guiding Principle #5. Respect private property rights

A reminder that Madison County officials will be cognizant of, and abide by, state and federal constitutional law as it pertains to private property rights. Consideration of this principle, however, will be balanced by consideration of the public interest, generally defined as the public health, safety, and welfare.

In Madison County, the public interest is more specifically defined by these five Guiding Principles and the following set of Goals and Objectives.

3.3 Goals and Objectives

Our goals and objectives for land use, the economy, the environment, recreation, and public services have not changed dramatically in the 40 years since Madison County's first comprehensive plan was completed. But as our world has grown more complex, our actions increasingly affect multiple aspects of community life. Likewise, our goals must be regarded as increasingly interconnected.

3.3.1 Goal 1. Land Use

Use our land base to support a mix of activities (agriculture, residential, commercial, industrial, public facilities, and recreation) in ways that accommodate growth, minimize conflict among adjacent land uses, promote efficient use of land, protect public health and safety, and reflect the five Guiding Principles.

Objectives:

- a. Develop landowner-supported, neighborhood-specific strategies for land utilization, development, and conservation.
- b. Locate development in areas that are:
 - physically suitable for development, and
 - easily accessed by public services.
- c. Keep development out of the floodplain and riparian areas.
- d. Locate and design developments to maintain the water resource and water rights (in accordance with state law).
- e. Locate and design developments to be safe from natural disasters.
- f. Locate and design developments in ways that preserve open space.
- g. Expand affordable housing opportunities. Encourage projects that are well-designed and accessible to public services. Avoid concentrations of lower-income housing.

- h. Discourage scattered rural residential development.
- i. Discourage strip commercial development along arterial highways.
- j. Discourage development in highly productive agricultural lands.

3.3.2 Goal 2. The Economy

Strengthen the major sectors of our local economy, and diversify the economic base. Encourage the responsible development of natural resources.

Objectives:

- a. Support growth in agriculture, forestry, mining, renewable energy, recreation and tourism, retirement and senior-related services, entrepreneurial enterprises, and construction activity.
- b. Utilize and protect the resources which support these major economic sectors.
- c. Support the economic viability of family farms and ranches.
- d. Acknowledge the economic value of the County's fisheries, wildlife, and wildlife habitat.
- e. Promote public awareness of the importance of supporting existing local businesses.
- f. Promote new business and industry which are compatible with the major economic sectors and do not put a financial strain on public services.
- g. Expand the opportunities for year-round employment.

3.3.3 Goal 3. The Environment

Protect the quality of our air, groundwater, surface waters, soils, vegetation, fish and wildlife habitat, scenic views, cultural and historic resources.

Objectives:

- a. Promote best management practices by all land users.
- b. Encourage new development that is compatible with the environmental goals and objectives of this Plan.
- c. Support the establishment, expansion, and upgrading of community sewer/water systems.
- d. Review new development proposals for the full spectrum of potential and cumulative environmental impacts.
- e. Where necessary, more clearly define the resources we want to protect.
- f. Promote and support noxious weed control.

3.3.4 Goal 4. Recreation

Support a variety of recreational opportunities for both local residents and visitors.

Objectives:

- a. Retain public access to public lands and waters.
- b. Support opportunities to create additional public access in cooperation with willing private landowners.

- c. Minimize conflicts between recreationalists and private landowners.
- d. Support opportunities for public/private land exchanges which will secure high-value recreational resources for public use.
- e. Recognize that recreationalists utilize local public services to a great extent.

3.3.5 Goal 5. Public Services

Provide high-quality public services to local residents and visitors in safe, fair, and cost-effective ways.

Objectives:

- a. Encourage new development to locate in areas which have ready access to public services. Discourage new development which will put a financial strain on public services and/or negatively influence the economy.
- b. Maintain and improve County roads and bridges according to priorities which are consistent with County land use policies.
- c. Devise strategies to assess service users, including recreationalists, who are not currently helping to pay for service costs.
- d. Explore other sources of funds to support the provision of public services.
- e. Support the community infrastructure improvements needed to entice new development to locate close to existing towns and services.

3.3.6 Goal 6. Communication, Coordination, Citizen Participation (3C's)

Growth brings changes in land use and service requirements to not only the most rural parts of Madison County, but also its well-established communities.

Development in one area often affects another. A new commercial shopping center outside of a town, for example, may affect not only rural residents and businesses, but also the townspeople and merchants of the town itself. Similarly, a new residential subdivision outside of a town may impact both adjacent private landowners and nearby federal public lands.

Counties, towns, local service districts (e.g., fire, school), and state and federal land managers can all benefit by planning for future changes in land use and public service demands. The participation of local citizens in the planning process can vastly enhance its ultimate value. Communication and coordinated efforts among all affected parties are crucial. A sixth goal is therefore stated, with accompanying objectives:

Goal 6: Promote an open, inclusive, and coordinated approach to planning for the future in Madison County (Leadership in this regard will be provided by the County Commissioners).

Objectives:

- a. Consult with town officials and other local service providers on a regular basis. As much as possible, support their efforts to plan and pay for future growth and improve public services.
- b. Meet regularly with state and federal land managers to discuss respective land use plans, management strategies, and specific projects/project proposals.
- c. Maintain open communications with the public on planning and development issues. Provide ample opportunity for local citizens to participate in planning and plan implementation.

3.4 Land Development and Conservation/Utilization Policies

In addition to the Guiding Principles and set of goals and objectives, the following policies will guide the future land use decisions of Madison County officials. Table 3-1 describes the policies related to new development. Policies related to land conservation/utilization activities are described in Table 3-2. Guiding Principles and/or Goals pertinent to each policy statement are identified.

Table 3-1 - New Development Policies

Policy #	Wherever Possible, New Development Should:	Pertinent Guiding Principles and/or Goals
#1.	Demonstrate existence of an adequate water supply within the development, to serve all proposed lots and land uses. The term applies to both domestic and fire-related water storage and supply.	Guiding Principle #4. Land Use, Economy, Environment Goals.
#2.	Demonstrate that surface water and groundwater will not be degraded, according to state standards. Developments adjoining streams or lakes should use appropriate best management practices to protect water quality and riparian habitats.	Guiding Principle #2. Land Use, Economy, Environment, Recreation Goals.
#3.	Be located within areas that are reasonably accessible to emergency services.	Guiding Principles #1 & #4. Land Use, Public Services, 3C's Goals.

Policy #	Wherever Possible, New Development Should:	Pertinent Guiding Principles and/or Goals
#4.	Be legally and physically accessible by County or other public roads that are maintained year-round and capable of handling additional traffic. If not, new development should pay for necessary road maintenance, construction and reconstruction.	Guiding Principles #1 & #4. Land Use, Public Services Goals.
#5	Be evaluated according to the fire risk rating factors developed by the State of Montana (5) and the fire management objectives listed in (6). Where new development falls into high-extreme risk categories, it should be redesigned to reduce risk to the low level category. Include Madison County Subdivision Planning Fire Protection Board and the local fire district in fire risk evaluations.	Guiding Principle #4. Land Use, Public Services Goals.
#6.	Be located, designed, and scaled to preserve productive agricultural lands or any environmentally sensitive areas (e.g., riverbank, floodplain, critical watersheds, steep slopes, erodible soils, animals/plants of special concern, important wildlife habitat). For example, a clustered development design may be required in order to accomplish this.	Guiding Principles #2 & #3. Land Use, Economy, Environment, Recreation, Public Services Goals
#7.	Be designed and scaled to respect neighboring land uses, including historic resources.	Land Use, Environment Goals.
#8.	Be located, designed, and scaled to preserve scenic views and vistas from public lands and public rights-of-way.	Guiding Principle #2. Economy, Environment Goals.
#9.	Be encouraged to retain traditional public access to public lands and waters.	Economy, Recreation Goals.
#10.	Uphold the Right-to-Farm protections afforded by Montana State Statutes.	Guiding Principle #3. Land Use, Economy Goals.

Policy #	Wherever Possible, New Development Should:	Pertinent Guiding Principles and/or Goals
#11.	In the case of large-scale residential and mixed use developments, contribute to a mix of housing opportunities and prices.	Land Use, Economy Goals.
#12.	Where agricultural land is being converted, encourage the continuation of agricultural practices on the land.	Guiding Principle #3. Land Use, Economy, Environment Goals.
#13.	Be evaluated for the cumulative impacts of development upon area resources, including local economy and public services.	Economy, Environment, Public Services Goals.
#14.	In the case of land exchanges which put public lands into private ownership, uses of a privately acquired exchange tract should reflect the prevailing land use in the area immediately surrounding the tract. The exchange of lands should not trigger more intensive land use (e.g., residential development in an area of livestock grazing). Similarly, privately held leases on public lands should not introduce residential development into an area of traditional resource-based use (e.g., agriculture, logging, mining, outdoor recreation).	Land Use Goal.
#15.	Involve consultation ¹ with municipal officials during project design and review stages, in the case of any proposed development located within two miles of an incorporated community.	Land Use, 3C's Goals.
#16.	Involve consultation ² with appropriate local service districts during project design and review stages.	Public Services, 3C's Goals.

¹ Consultation means contact for the purposes of notification and information exchange.

² See Footnote 1

Policy #	Wherever Possible, New Development Should:	Pertinent Guiding Principles and/or Goals
#17.	Involve consultation ³ with appropriate land management agencies during project design and review stages, in the case of any proposed development located within two miles of public lands. Involve consultation with appropriate resource management agencies as well.	Land Use, 3C's Goals.
#18.	Involve consultation ⁴ with potentially affected citizens, especially immediately adjacent landowners and residents, during project design and review stages.	Land Use, 3C's Goals.
#19.	Include a land stewardship plan that addresses management responsibility for such things as noxious weed control, public access (where provided), wildlife, livestock grazing, other agricultural uses, recycling, and protection of water resources.	Land Use, Environment Goals.
#20.	Provide that transportation and utility improvements will be made in a manner that maintains and supports, and does not negatively impact, the viability of agriculture.	Guiding Principle #3. Land Use, Economy, Public Services Goals.

Table 3-2 - Land Conservation Policies

Policy #	Land Conservation/Utilization Activities Should:	Pertinent Guiding Principles and/or Goals
#1.	Be targeted towards productive agricultural lands, important wildlife habitat, watershed protection including river corridors and riparian areas, historic preservation, areas of recreational opportunity, and scenic views and vistas.	Guiding Principles #2 & #3. Land Use, Environment Goals.

³ See Footnote 1

⁴ See Footnote 1

Policy #	Land Conservation/Utilization Activities Should:	Pertinent Guiding Principles and/or Goals
#2.	Involve consultation with municipal officials or land management agencies (if site is located within two miles of their jurisdictional boundary), appropriate resource management agencies, local service districts, and potentially affected citizens. Consultation means contact for the purposes of notification and information exchange.	Land Use, Public Services, 3C's Goals.
#3.	Include a land stewardship plan that addresses management responsibility for such things as noxious weed control, public access (where provided), wildlife, livestock grazing, other agricultural uses, recycling, and protection of water resources.	Land Use, Environment Goals.

3.5 Shared Community Values

The Shared Community Values are the things that bring people to Madison County, support our economy, protect our future, and are our responsibility as good stewards. All of the shared community values identified for the Madison Valley (2) were considered “Very Important” by respondents to the questionnaire. Many of the questionnaire responses noted how interrelated these values are; to lose one affects others, and they all affect the quality of life in Madison County. Development should enhance or support these values.

- **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.
- **Wildlife**
Healthy, diverse populations of wild animals living in a natural, undomesticated state.
- **Small Town Attributes**
A close-knit feeling of community and relationships (people know each other by name).
- **Natural Beauty**
Those qualities of the landscape which appeal to all our senses, but particularly the visual and experiential. In general terms 'natural beauty' is simply interpreted as what people see, experience and enjoy as they react to surroundings unaffected by man.

- **Ranching (Agriculture)**
Successful, family owned and operated, farming and the raising of livestock that promotes positive stewardship.
- **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
- **Healthy Economy, including good jobs and housing opportunities**
Economy is diversified offering many goods and services, jobs that are valued and sought after, and people can afford to live in decent, quality housing (that doesn't exceed 30% of gross household income)
- **Quality low impact development**
Development that maintains and enhances the pre-development conditions through proper site design and building techniques.

3.6 References

A complete compilation of the Growth Policy questionnaire results and input from the public meetings held in Fall 2011/ Spring 2012 are on file in the Planning office (4).

4. Existing Characteristics

A summary profile of Madison County is presented below. For more detailed information, refer to data sources.

4.1 Use of County Profile Information

In order to carry out these Land Development and Conservation/Utilization Policies, Madison County officials and landowners should make full use of County profile information, as it exists and as more data become available. Presently, this information includes: historic resources, population/housing/economic data, public/private land ownership, County subdivisions/certificates of survey, soil survey data, flood-prone areas, big game winter range and overall distribution, animal and plant species of special concern, current land uses (on private lands), conservation easements, service district boundaries (e.g., schools, hospitals), emergency service areas and response times, County road usage/conditions, highway traffic counts, sand and gravel resources, development area, wind potential, wind energy, and hazards.

Much of this data exists in mapped form. Several databases are electronically linked to facilitate production of map overlays, which layer one type of information on top of another, to assist in land evaluations. Databases are added into the County's electronic mapping system as they become available, increasing the value of the overlays as tools for future area wide planning and development suitability analysis. Although much of the data is scaled for regional-level planning rather than site-specific development planning and design, the information can readily identify areas where more extensive data-gathering is needed in order to determine a particular site's suitability for particular land uses.

Since the 1999 Plan Update (1) was prepared, the 2000 Census and 2010 Census have been completed, with more current population, housing, income, and employment data. Summary data is included in the following sections. In addition, Madison County has progressed with its Geographic Information Systems (GIS) mapping program and obtained more complete land use data. Additional land use and natural resources information is also provided in the following sections, together with a fuller description of existing local services and public facilities.

4.2 Madison County History

In the historic period Native Americans, predominately Shoshone and Bannock tribes, occupied the Madison and Ruby valleys. There remains ample evidence of lithics (arrowheads, scrapers, etc.) tepee rings, hearth sites scattered throughout the county. Some areas such as Moffet Gulch and the Cashman Ridge quarry have significant archeological importance. There were also small hunter/gatherer family groups called Sheepeaters occupying the mountain ranges. In the early half of the

nineteenth century several tribes utilized routes in Madison County to travel on annual hunting trips to hunt buffalo east of the continental divide. The Cherry Creek Indian Trail connecting the Madison Valley to the Gallatin Valley is marked and on the state historic register. Native American presence and occupation in Madison Valley diminished greatly during the early mining era of the 1860's. Many of the Indians were removed to Fort Hall and other reservations and they were essentially gone by the last decades of the nineteenth century.

The Lewis and Clark expedition passed through a corner of Madison County in 1805 and many trappers passed through and temporarily resided in the county during the fur trapping era.

When gold was discovered in Alder Gulch in 1863 the population dramatically increased. Within a year over 10,000 miners were working gold deposits in the county. The decades following gold discovery saw booms in placer mining and hard rock quartz mining involving tunneling and crushing the ore by stamp mills. Hydraulic mining flourished for a period, involving numerous ditches to convey water, and later in the late nineteenth and early twentieth century, dredges worked along Alder Creek, Washington Creek and Norwegian Creek. Mining has diminished but is still a continuing activity in the county. Madison County has a myriad of mining remains such as tailing piles, mine shafts, ditches, stamp mills, old buildings, and spoil piles from the dredges.

Stock growing and agriculture began in the 1860's to support the miners and continues to this day. The county was a major sheep and horse producer in earlier decades, but gradually has changed to mostly cattle production. The Madison National Forest was created in 1902 and in 1931 merged into the Beaverhead and now Beaverhead/Deerlodge National Forest. These public lands which comprise nearly half of the county have supported grazing, logging, mining, hunting, fishing and other recreational pastimes in the county since their beginning. The Madison Valley was an early route for tourists traveling to Yellowstone National Park in the 1880's and this pattern continues with ever increasing numbers. The county has a long history of recreational businesses such as dude ranches, hunting outfitters and fly fishing guides. Virginia City and the Lewis and Clark Caverns State Park are more recent tourist attractions.

Madison County was first established in the Territory of Idaho, in 1864. Later that year Madison County became part of Montana Territory when it was created. For a brief period Virginia City was the Territorial Capital. Madison County was the first county in the state to establish a County Planning Board.

4.3 Population

- 7,691 people called Madison County home in 2010, a 12% increase in the year-round population between 2000 and 2010 (see Table 4-1, Figure 4-1). In addition, the number of seasonal residents and annual visitors has increased.

- The County's year-round population growth slowed to 1.3% per year between 2000 and 2010 from the 1.5% growth rate experience between 1990 and 2000. Net migration accounts for the vast majority of this growth (see Table 4-2).
- Approximately two-thirds of County residents live in rural areas; one-third live in towns.
- Virginia City, the county seat, was the only incorporated town that increased in population between 2000 and 2010. Ennis is the largest town in the County, with a population of 838 in 2010.
- Between 1970 and 2010, the percentage of Madison County's younger population (under 19) declined to about 20%. In 2010, there were slightly more males than females in most age groups (see Figure 4-2).

Table 4-1 - Population by Area in Madison County, 1990-2010

Madison County	Population ⁵			2000 - 2010			1990-2000		
	2010	2000	1990	Change			Change		
				#	%	Growth Rate	#	%	Growth Rate
	7,691	6,851	5,989	840	12.3%	1.3%	862	14.4%	1.5%
Alder	103	116	N/A	(13)	-11.2%	-1.3%	N/A		
Ennis*	838	840	773	(2)	-0.2%	0.0%	67	8.7%	0.9%
Harrison	137	162	N/A	(25)	-15.4%	-1.8%	N/A		
Pony	118	N/A	N/A	N/A			N/A		
Sheridan*	642	659	652	(17)	-2.6%	-0.3%	7	1.1%	0.1%
Twin Bridges*	375	400	374	(25)	-6.3%	-0.7%	26	7.0%	0.7%
Virginia City*	190	130	142	60	46.2%	4.3%	(12)	-8.5%	-1.0%

* Indicates incorporated town N/A: Not Available
Data Source: U.S. Bureau of the Census.

Table 4-2 - Components of Residential Population Change

Madison County and Montana							
Estimates of the Components of Resident Population Change 4/1/2000 to 7/1/2009							
Geographic Area	Total Population Change	Vital Events			Net Migration		
		Natural Increase	Births	Deaths	Total	Inter-national	Domestic
Montana	72,799	31,184	108,579	77,395	42,980	3,042	39,938
Madison County	604	-200	481	681	843	-10	853

Source: U.S. Census Bureau, Population Division, March 2010

⁵ The Census count of population refers only to persons who claim Madison County as their primary residence. It does not include seasonal residents.

Figure 4-1 - Historic Population, 1890-2010

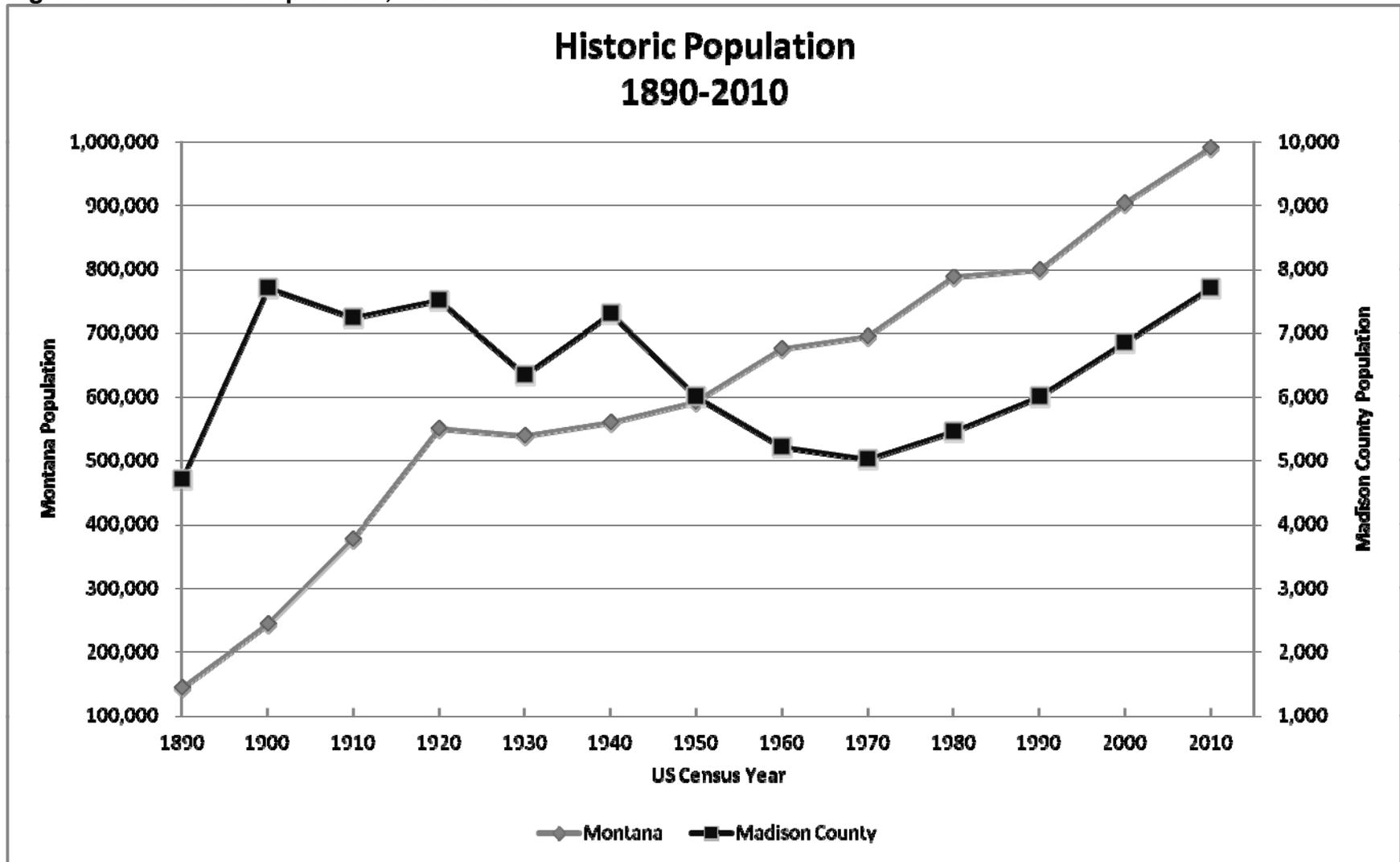
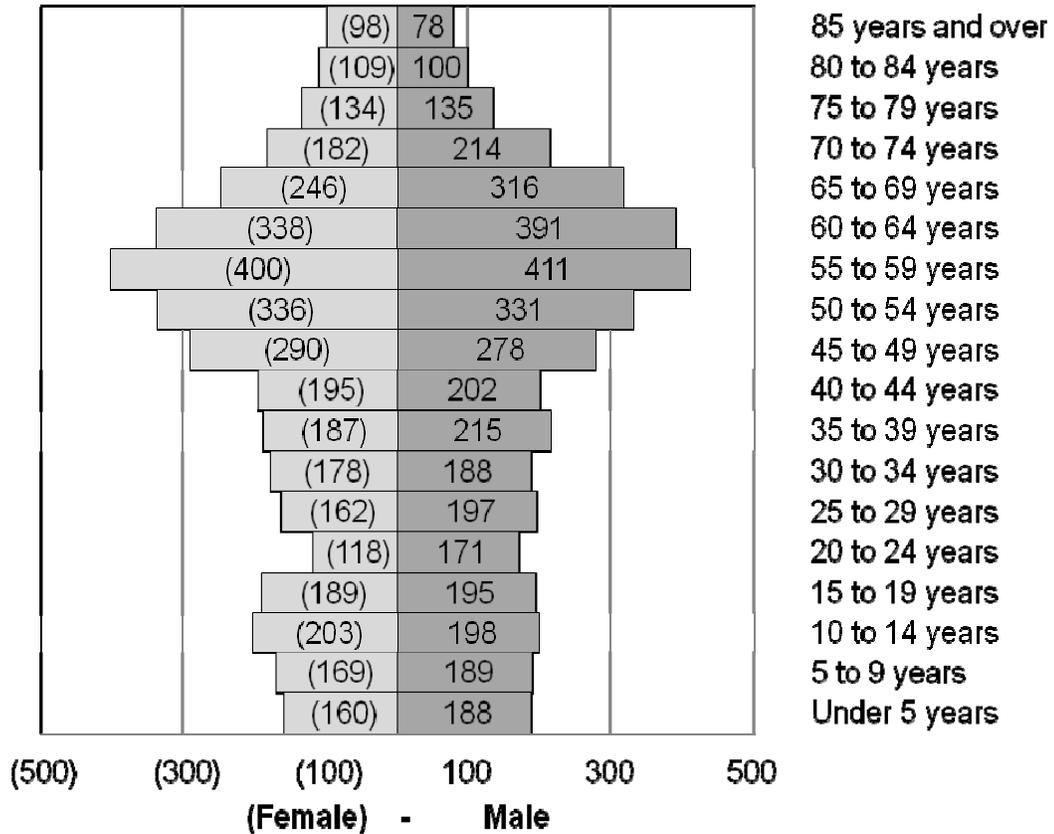


Figure 4-2 - Madison County 2010 Population by Gender and Age Group

**Madison County 2010 Population
by Gender and Age Group**
Source: 2010 Census



4.4 Land

- Madison County contains 2.3 million acres, or 3,587 square miles of land (and 16 square miles of waterbody).
- Several mountain ranges and associated “intermontane” (between-the-mountains) basins dominate the topography.
- Madison County lies within the Intermountain Seismic Belt, which is the most seismically active area within Montana.
- Several types of minerals are present, including gold, garnet, talc and chlorite. Madison County also contains extensive deposits of sand and gravel.
- Soil types vary widely and support a variety of vegetation and land uses.
- 109,000 acres of private land are classified by the Natural Resources Conservation Service as prime farmland.

4.5 Land Status and Use

- Madison County contains about 46% federal land, 6% state land, and 48% private land.
- In 2012, 96% of the private lands in Madison County were classified either agricultural or timber land for tax assessment purposes. The breakdown was 77% grazing, 9% cropland/hay ground, and 7% timber.
- In 2012, approximately 164,700 acres in Madison County were subdivided; 24,700 acres in subdivisions (7% of total private land) with another 140,000 acres divided into parcels by the certificate of survey process. Most of the recent subdivision activity has been in the Madison Valley and at Big Sky.
- Of the 3,845 total subdivision lots in Madison County outside of the incorporated towns in July, 2012, about 37% (1,423) of these lots were built on, with 63% (2,422) undeveloped.
- As of July 1, 2012, conservation easements were in effect on approximately 301,820 acres of private ground (29% of total private land).

4.6 Land Use and Natural Resources

Since 1999, Madison County has gathered and mapped additional information regarding land use, development, and development suitability in various parts of the County. A build-out study⁶ completed in the spring of 2001 provided County officials with a clearer understanding of the existing development pattern and the potential for future development (7). That study estimated that 34% of the 9,911 parcels mapped included one or more improvements.⁷ Less than 3% of the unimproved parcels were completely covered by one or more physical constraints to development.⁸

Using the County's GIS system, the January 2012 parcel data layer was searched for privately owned parcels, outside of incorporated areas, which contained Plat Book 4 or Certificate of Survey (COS) Book 7 in the legal description to create an approximation of subdivisions. The resulting coverage is shown in Figure 4-3. As shown in Table 4-3, about 15% of the private land in Madison County has been

⁶The buildout study covered only those areas of the county for which two databases existed at the time: (1) parcel data from the Montana Department of Revenue; and (2) tax roll data. Not included in the study were the Big Sky, Silver Star, North Meadow Creek, and upper South Boulder areas.

⁷Most commonly, "improvement" means a residence, but it can also mean an agricultural building or commercial establishment. The buildout study characterized a parcel as "improved" even if there was only one improvement on a 640-acre section of ground.

⁸Physical constraints examined include riparian vegetation, high water table, high probability of flooding, and >25% slope.

subdivided⁹, with approximately 63% of the parcels considered available for development.

Land divisions occur in three major ways: (1) by filing a certificate of survey to create tracts of 160 acres or greater; (2) through the local subdivision process, to create tracts less than 160 acres in size; and (3) by creating tracts less than 160 acres for the purposes of family transfer¹⁰. Recent divisions of land into tracts less than 160 acres are summarized in Table 4-4.

Table 4-3 - Parcels Created through Subdivision & Certificates of Survey

	% Private Land	# Lots/Parcels	# Acres	# Lots Available for Building
Subdivision	2%	3,845	24,725	2,422
COS	13%	2,871	141,010	1,757
TOTAL ¹¹	1,047,858 acres	6,716 lots	165,785 acres	4,179 lots

Source: Montana Cadastral Layer through June 2012

Table 4-4 - Madison County Land Division Activity Summary

Fiscal Year	Subdivision Method	# Approved	# Lots Created ¹²	Acres Divided
1999-00	Subdivision	19	338	5,088
	Family Transfer	7	7	*
2000-01	Subdivision	18	260	764
	Family Transfer	3	3	*
2001-02	Subdivision	6	21	246
	Family Transfer	13	13	*
2002-03 ¹³	Subdivision	12	218	637
	Family Transfer	7	19	267
2003-04	Subdivision	9	237	525
	Family Transfer	6	9	123
2004-05	Subdivision	6	241	1,035
	Family Transfer	19	43	1,096
2005-06	Subdivision	11	217	1,427
	Family Transfer	17	42	889
2006-07	Subdivision	20	207	1,206
	Family Transfer	34	80	1,346

⁹ Area excludes property located within incorporated towns.

¹⁰ Montana State law allows a landowner to create and deed new tracts of land to immediate family members, as long as the purpose of such land transfers is not to evade the local subdivision review process.

¹¹ Outside of incorporated towns.

¹² Includes lots, tracts, condo units, and RV spaces

¹³ Partial year data – from September 23, 2002.

Fiscal Year	Subdivision Method	# Approved	# Lots Created ¹²	Acres Divided
2007-08	Subdivision	9	591	4,516
	Family Transfer	15	34	825
2008-09	Subdivision	6	116	1,120
	Family Transfer	8	21	298
2009-10	Subdivision	7	71	357
	Family Transfer	6	21	387
2010-11	Subdivision	3	8	87
	Family Transfer	5	13	158
2011-12	Subdivision	3	38	77.9
	Family Transfer	9	19	524

* Previous years not readily available
Sources: Madison County Clerk & Recorder's Office and Madison County Planning

Conservation easements have been widely used in Madison County, especially the Madison Valley, as a tool for voluntary land conservation and preservation of natural resources, productive agricultural lands, and wildlife habitat. Approximately 200,000 acres of privately owned land in Madison County are under conservation easement. Recent conservation easement activity is summarized in Table 4-5.

Table 4-5 - Summary of Recorded Conservation Easements in Madison County, 2000-2011

Area of County	YEAR												TOTAL
	00	01	02	03	04	05	06	07	08	09	10	11	
Beaverhead Valley													0
Big Hole Valley			1										1
Big Sky	1												1
Jefferson Valley (Twin Bridges – Harrison)	1			1	1		1	1					5
Madison Valley	4	2	4	5	2	7	3	6	3	3	2	3	41
Ruby Valley	3	3	1	3	3	1	2	4		1		2	23
TOTAL	9	5	6	9	6	8	6	11	3	4	2	5	71

Sources: Madison County Clerk and Recorder's Office, Madison County Planning Office.

Roads, waterways, parcels, conservation easements, public/private land ownership, structures and wells in Madison County mapped in 2006 were revised and included in the current map series, located at the end of this chapter:

- Figure 4-3 - Subdivisions
- Figure 4-4 - Development
- Figure 4-5 - Water Resources
- Figure 4-6 - Wind Speed
- Figure 4-7 - Wind Power

- Figure 4-8 - Noxious Weeds on Public Lands
- Figure 4-9- Sand and Gravel Resources
- Figure 4-10 - Emergency Response – Ambulance
- Figure 4-11 - Emergency Response – Fire
- Figure 4-12 - Emergency Response - Law Enforcement
- Figure 4-13 - Big Game Summer Range
- Figure 4-14 - Big Game Winter Range
- Figure 4-15 - Forest Species Linkage
- Figure 4-16 - Species of Concern
- Figure 4-17 - Wildland - Urban Interface
- Figure 4-18 - Potential Hazards
- Figure 4-19 - Agricultural Land

Oversized maps of County data layers are available from the Madison County GIS Office.

4.7 Jobs

- Agriculture, retail trade, and services are the three largest employment sectors in the County. Farm and ranch employment has been declining as a percentage of total employment since 1970 while retail trade and services employment percentage of total employment has grown.
- Nonfarm sectors of the economy are the main sources of new jobs, especially construction, retail trade, and services.
- Major private employers include (listed in alphabetical order): A.M. Welles, Big Sky Resort, Madison Foods, Madison Valley Hospital, Moonlight Basin Ranch, R.L. Winston Rod Company, Ruby Valley Hospital, Yellowstone Club, Yellowstone Mine, YMC Public Safety & Privacy Inc (see Table 4-6).
- Major public employers include: local school districts, municipalities, and conservation districts, Madison County (including two nursing homes), state and federal governments, Madison Valley Hospital, Ruby Valley Hospital.
- Employment supporting tourism and recreation, especially in the Big Sky area, have become more important to Madison County’s economy.

Table 4-6 - Top 10 employers in Madison County

Business Name	EMPLOYMENT SIZE CLASS CODE	
	4 th Quarter 2009	1st Quarter 2012
A.M. Welles, Inc.	5	8
Big Sky Resort	8	7*
CP of Bozeman	5	-
First Madison Valley Bank	4	-
Madison Foods	-	5
Madison Valley Hospital	5	5

Business Name	EMPLOYMENT SIZE CLASS CODE	
	4 th Quarter 2009	1st Quarter 2012
Moonlight Basin Ranch	7	5
R L Winston	-	5
Ruby Valley Hospital	4	4
Yellowstone Club	8	7*
Yellowstone Mine	-	4
YMC Public Safety & Privacy Inc.	5	4
<p>* Top 100 private employers in State Employment Size Class Code: 9 = 1000+ employees; 8 =500-999 employees; 7 =250-499 employees; 6 =100-249 employees; 5 =50-99 employees; 4 =20-49 Source: Montana Department of Labor & Industry, Quarterly Census of Employment and Wages Program</p>		

4.8 Income

- In 2010, Madison County’s per capita income of \$34,383 was 97% of the state average and 86% of the national average. Between 2000 and 2010, dividends, interest, and rent decreased from 33% to 29% of total personal income. In that same period, the percentage of total personal income attributable to earnings increased from 49% to 51%.¹⁴
- The leading industries in Madison County between 2004-2009 were agriculture, forestry, fishing and hunting, and mining (20 percent) and educational services, health care, and social assistance (15 percent). The most common occupations were management/professional (37%); service (18%); sales/office (17%); construction, maintenance, repair (14%); production, transportation, material moving (6%). Private wage and salary workers represented 63% of those employed, followed by 20% self-employed¹⁵.
- Agriculture represents a decreasing portion of employment, with the greatest growth in the services and construction industries¹⁶.
- About of one-third of the spending by hunters and fishermen statewide is in Region 3 (Beaverhead, Broadwater, Gallatin, Jefferson, Lewis & Clark, Madison, Park, Silver Bow and part of Deer Lodge Counties)¹⁷. In 2008, Montana resident and non-resident big game hunters spent an estimated \$66.2 million in Region 3. In 2007, fishermen spent \$80.8 million in Region 3.

¹⁴ Bureau of Economic Analysis, US Department of Commerce, BEARFACTS

¹⁵ American Community Survey 2005

¹⁶ MSU Billings, Montana Economic and Demographic Databook, June 2005

¹⁷ Montana Fish, Wildlife & Parks, 2008 Hunter/Angler Use and Expenditure Fact Sheet (July 2009)

- Madison County's unemployment rate of 7.5% exceeded the Montana unemployment rate of 6.9% in 2010 (see Table 4-7).

Table 4-7 - Income and Employment

	Madison County			Montana		
	2005	2010	% Change	2005	2010	% Change
Per Capita Income	\$24,715	\$34,383	+39.1%	\$27,657	\$35,399	+28.0%
Annual Average Wage	\$21,907	\$29,024	+32.5%	\$27,721	\$34,610	+24.9%
Unemployment Rate	3.1%	7.5%	+4.4%	4.0%	6.9%	+2.9%
Total Employment	4,110	3,322	-19.2%	493,407	419,239	-15.0%

Sources: Census and Economic Information Center, MT Dept. of Commerce. Also, MT Dept. of Labor and Industry – Research and Analysis Bureau

4.9 Housing

- 6,940 total housing units were counted in Madison County during the 2010 Census. Almost half of these units were vacant, with 2,899 units (41.8%) identified as seasonal, recreational or occasional use units.
- Of the 3,560 occupied units, about 75% were owner-occupied.
- About 75% of the housing units are classified as single-family.
- Most new housing units in the County outside of Big Sky and the incorporated towns are on individual sewer and water systems.
- The median value of owner-occupied housing units on 10 acres or less (2006-2010) was \$240,100, about 30% higher than the statewide average. Concern about a lack of affordable housing is widespread.
- The most appropriate areas for affordable workforce housing are areas in close proximity to services and jobs. These areas are shown in Figure 4-4.

Table 4-8 - 2010 Housing Data

	Housing Units			Vacancy Rate		
	Total	Occupied	Vacant	Owner	Rental	Seasonal or Recreational
Madison Co.	6,940	3,560	3,380	3.2%	10.3%	41.8%
Madison Valley (Census Tract 1)	3,881	1,460	2,421	4.7%	13.7%	57.0%
Twin Bridges-Harrison (Census Tract 2)	1,688	1,144	544	2.3%	7.1%	23.2%
Sheridan-Alder (Census Tract 3)	1,371	956	415	2.1%	8.1%	21.7%

Source: U.S. Bureau of the Census

4.10 Public Finance, Public Services

- Mining operations paid \$893,439 in net proceeds tax to Madison County in 2011.
- Madison County received \$639,238 in PILT (payment-in-lieu-of-taxes for tax exempt federal land) money in 2012.
- Residential real estate is the largest direct contributor to the County tax base.
- Education receives the largest share of the County resident's property tax dollar. In recent years, voters in Harrison, Twin Bridges, and Sheridan school districts have approved special mill levies.
- Since the Initiative 105 (I-105) cap on mill levies was imposed in 1986, Madison County voters have approved special levies for the County nursing homes, County weed control program, rural fire district services, park districts and cemetery districts.
- Many emergency service providers fear they will not have sufficient resources to meet the future demands of a growing population.

Madison County residents and visitors depend upon local services provided by both public and private entities. Key service providers include:

- County Commissioners office
- County road department
- County law enforcement (includes 911, search and rescue)
- County sanitation/floodplain administration/solid waste management office
- County weed office
- County planning office
- County office of emergency management
- County GIS/IT office
- County grant writing office
- Two County nursing homes
- County public health program
- County fair board office
- County extension office
- County library (and three town libraries)
- County airport board
- County superintendent of schools and local school districts
- County clerk & recorder's office
- County treasurer's office
- County attorney, justice of peace, and clerk of court
- District court
- County juvenile probation and other social services programs
- County office of public assistance
- County appraisal/assessment office
- Local Emergency Planning Committee

- Other County personnel and citizen advisory boards
- Local fire districts and quick response units
- Two hospital districts
- Two ambulance service organizations
- Local conservation districts
- Utility companies
- Local municipalities
- Local sewer and water districts
- Local post offices
- Local chambers of commerce
- Big Sky Owners Association
- US Bureau of Land Management
- US Fish and Wildlife Service
- US Forest Service
- US Natural Resources and Conservation Service
- Montana Fish, Wildlife and Parks
- Big Sky Public Safety and Privacy (Yellowstone Club)
- Other state and federal agencies

The public service providers listed above utilize and maintain a wide spectrum of public facilities to fulfill their respective duties. Public facilities are those:

- buildings and grounds (such as the courthouse, fairgrounds, nursing homes, solid waste disposal sites),
- public works (including roads, bridges, sewer and water systems),
- vehicles and equipment (e.g., patrol cars, road maintenance vehicles, weed spraying rigs, computers) that are publicly owned and operated to serve the citizens of Madison County.

4.11 Public Facilities

4.11.1 Schools

In October 2011, 864 students were enrolled in Madison County's 5 school districts, 32 students in home schools (Table 4-9).

The school districts are governed by elected school boards who prepare their individual district budgets.

Table 4-9 - Madison County School Enrollment, October 2011

School District	Enrollment	Home School
Alder (K-6)	26	3
Sheridan (K-12)	156	15 (elementary)
Twin Bridges (K-12)	253	4
Harrison (K-12)	96	1
Ennis (k-12)	333	9
TOTAL	864	32
Source: Madison County Superintendent of Schools		

4.11.2 Transportation

- Madison County has an estimated 1200 miles of County road. School bus routes and other heavily traveled County roads generally receive highest priority for maintenance and snow removal by County road crews. Road and bridge improvements in all three road districts are needed, to varying degrees.
- Between 1999 and 2009, the traffic counts along state and federal highways showed increases on all segments except MT 287 between Ennis and Virginia City. Commercial vehicle traffic also increased on all segments, except on MT 287 between Ennis and Twin Bridges. Some of the increase in commercial traffic can be attributed to alternate routes used during reconstruction of US 191 in Gallatin County.
- Major highways, secondary roads, and bridges are regularly evaluated by the Montana Department of Transportation to identify needs for rehabilitation, reconstruction, and paving. Projects proposed for funding are shown in the five-year State Transportation Improvement Program, which is updated annually.
- Madison County owns two airports. The Madison County Airport Board is exploring the need for improvements at the Twin Bridges Airport. The Big Sky Airport southeast of Ennis recently lengthened the runway to accommodate private jet traffic; extending the taxiway the full length is being considered. Both airports are lighted. Airport plans have been completed (8).
- Madison County has limited transmission lines and pipelines.

4.12 Natural Resources

4.12.1 Water

- Water is an important resource. Madison County contains all or part of several intermontane drainage basins. Water supply varies from basin to basin, and within each basin. Factors which determine the availability of groundwater and surface water at any particular location include its hydrogeological character, climate, and land uses in the vicinity.
- Most residents rely on groundwater for drinking water and other household purposes. It is also used for livestock and irrigation purposes.
- Surface water supports irrigation practices, fish and other wildlife populations, and recreational activities.
- The Jefferson-Madison and Upper Missouri are closed basins, so no new water rights may be appropriated (with exceptions for certain uses).
- The floodplains associated with Madison County's rivers and streams serve many functions, including wildlife habitat, aquifer recharge, and the subirrigation of hayfields. An estimated 36,300 acres in the County are considered flood-prone. This includes both land area and river channels.
- The Montana Department of Environmental Quality's list of water quality-impaired stream segments includes 69 water bodies in Madison County.

Identified problem sources include: agricultural/logging/mining practices, road/bridge/dam construction, roadway maintenance and runoff, septic tanks, land development, removal of riparian vegetation, streambank modification, and natural causes. The impaired streams are mapped in Figure 4-5 - Water Resources.

4.12.2 Mineral

Gold was discovered in Alder Gulch in 1863.

The primary economic minerals in Madison County are gold, garnet, talc, sand and gravel.

Mine tailings and placer deposits have been reworked to recover additional gold. The tailings are shipped to the Golden Sunlight operation in Jefferson County.

There were 572 abandoned mine sites in 2011.¹⁸

4.12.3 Air

Madison County has no air quality non-attainment areas, though the air quality may be adversely affected by smoke from wildfires within and outside of the county.

4.12.4 Wind Energy

The wind speed and wind energy in Madison County are mapped in Figure 4-6 and Figure 4-7.

Several companies began investigating wind energy beginning in the mid-2000's through data-collection meteorological towers.

One company has received approval to construct 8 wind turbines in the Norris Hill area, though no towers have been constructed.

Madison County adopted an ordinance in 2003, revised in 2011, to establish general standards, review criteria and a process for considering towers of 100' or more in height (9).

4.12.5 Weed Management

- The spread of noxious weeds has become an increasing economic and environmental threat. An estimated 87,000 acres in Madison County are infested with spotted and/or diffused knapweed. Another 50,000 acres are infested with leafy spurge.
- Curly leaf pondweed was detected in 2010 in Ennis Lake east of Clute's Landing. The plant is being monitored to determine its movement and density for future development of a management strategy.
- Eurasian water milfoil has been found in the Jefferson River at the Cardwell Bridge. The source of the infestation is tied to a large infestation in the Jefferson Slough in Jefferson County. Management for this plant is ongoing.
- Noxious weeds on public lands are shown in Figure 4-8.
- Madison County has adopted an integrated weed management plan (10).

¹⁸ Montana Department of Environmental Quality Abandoned Mines Inventory Sites

4.12.6 Soils

The principal source for soils information is the US Natural Resource and Conservation Service. The information once found in printed books is now available electronically.

4.12.7 Sand and Gravel Resources

As shown in Figure 4-9, the highest potential for sand and gravel is found in the river valleys. Gravel pit locations have been mapped.

The sand and gravel resources are generally located in proximity to their use location.

4.13 Emergency Response Times

As shown in Figure 4-10, Figure 4-11, Figure 4-12, much of Madison County is outside of the 45-minute emergency response times for ambulance, fire and law enforcement. Seasonal road closures, weather conditions, and road conditions will increase response times beyond those mapped. The mapped emergency response times include dispatch and turnout times.

4.14 Fish and Wildlife

- The lands and waters of Madison County support abundant fish and wildlife. Agricultural lands have increasingly provided important habitat for a variety of species.
- Population levels of different species have fluctuated over the past decade. The big game winter range and summer range have been mapped in Figure 4-13 and Figure 4-14.
- The Forest Species Linkages mapped in Figure 4-15 as suitable habitat for grizzly and wolverine are expected to provide linkage habitat for species that use similar habitats, such as black bear, fisher, and lynx. Locations where species of concern may be found are shown in Figure 4-16.
- The Crucial Area Planning System (CAPS) developed by Montana Fish Wildlife and Parks has species information statewide at the one-mile-square scale. Areas are rated on their relative importance on a statewide basis.
- WildPlanner is a tool developed by the Craighead Institute in partnership with others that can be used to evaluate development scenarios, including building location, on wildlife habitat and connectivity. This tool translates information used by wildlife biologists into impacts that can be assessed by developers, landowners and planners.

4.15 Wildland Urban Interface (WUI)

Madison County adopted a Strategic Wildland Fire Plan in 2003 (6). The Community Wildfire Protection Plan, currently underway by Madison County Emergency Services, will update much of the information in the 2003 plan. Figure 4-17 shows the current wildland urban interface and fuel loads. As required by 76-

13-104(8), MCA, the Montana Department of Natural Resources and Conservation has adopted administrative rules that address development within the WUI (5).

4.16 Hazards

The manmade and natural hazards have been mapped in Figure 4-18. These hazards include faults, flooding, avalanche, steep slopes, soils with shrink-swell hazards, soils made up of landslide deposits, roads with potential traffic hazards, dams, and landfills.

4.17 Agriculture and Open Space

Water, soil and acreage are important in identifying land with agricultural potential. Figure 4-19 shows the main irrigation ditches, prime farmland, farmland of local importance, conservation easements and tracts of 600+ acres.

4.18 Recreation (districts, facilities, public lands)

- There are three recreation districts in Madison County. The Sheridan and Twin Bridges district boundaries are the same as their respective school districts. Big Sky Mountain is a companion district to the Big Sky Meadow district in Gallatin County.
- Madison County leases ground to the Madison Meadows Golf and Tennis Club.
- 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.

4.19 Maps

Roads, waterways, parcels, conservation easements, public/private land ownership, structures and wells in Madison County mapped in 2006 were revised and included in the current map series, located at the end of this chapter:

- Figure 4-3 - Subdivisions
- Figure 4-4 - Development
- Figure 4-5 - Water Resources
- Figure 4-6 - Wind Speed
- Figure 4-7 - Wind Power
- Figure 4-8 - Noxious Weeds on Public Lands
- Figure 4-9- Sand and Gravel Resources
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- Figure 4-16 - Species of Concern
- Figure 4-17 - Wildland - Urban Interface
- Figure 4-18 - Potential Hazards
- Figure 4-19 - Agricultural Land

Oversized maps of County data layers are available from the Madison County GIS Office.

4.19.1 Disclaimer

All map boundaries are approximate and cannot be used for legal purposes. The data shown on the maps is not the official record and may not be accurate or complete. The maps are composed of various data layers at various scales. The maps are for general planning purposes and are not intended to be used for individual properties. Poster-sized versions of the map at a scale of 1:150,000 with more information are available.

4.19.2 Updates

The maps shown in this document are as accurate and complete as possible. The map content may change over time as the information used to create the layers is revised, amended, or updated, and as additional map layers are created.

Figure 4-3 - Subdivisions

Please click the map below for a larger/printable map.

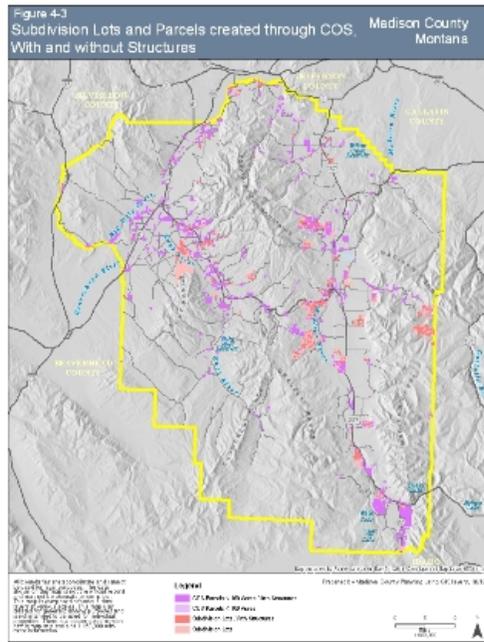


Figure 4-4 - Development

Please click the map below for a larger/printable map.

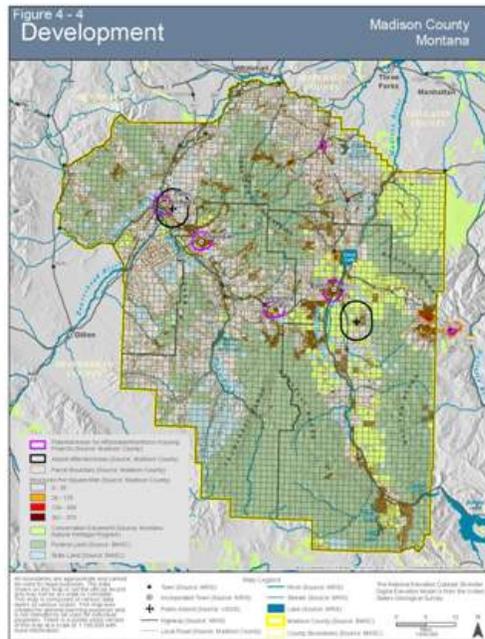


Figure 4-5 - Water Resources

Please click the map below for a larger/printable map.

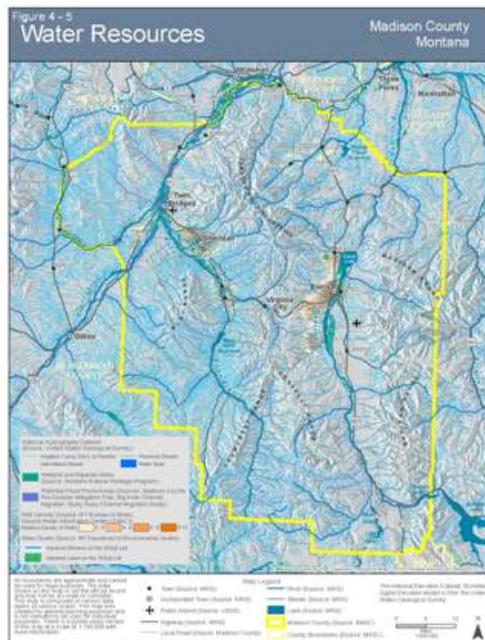


Figure 4-6 - Wind Speed

Please click the map below for a larger/printable map.

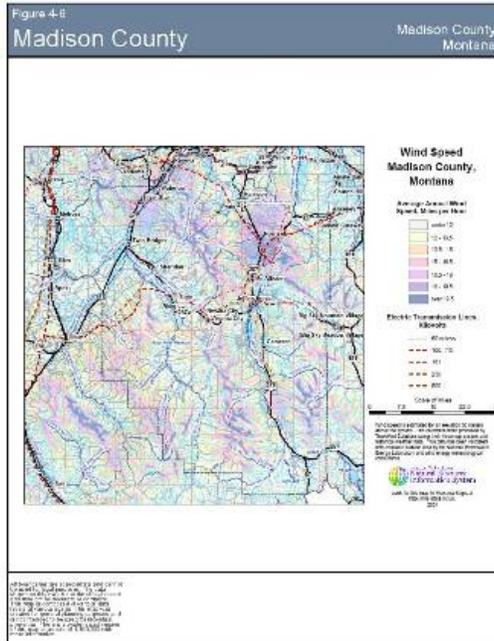


Figure 4-7 - Wind Power

Please click the map below for a larger/printable map.

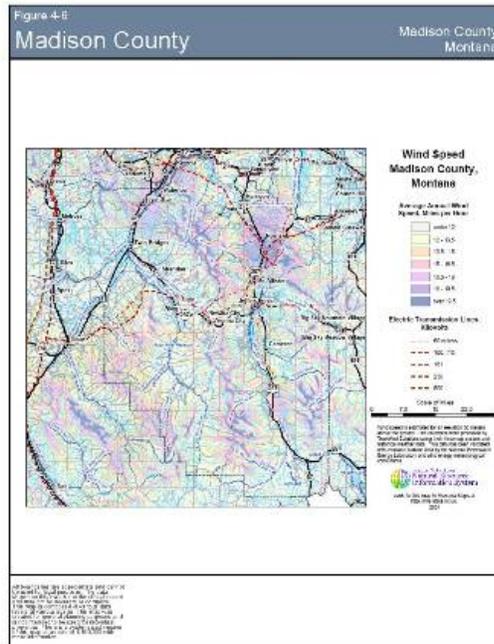


Figure 4-8 - Noxious Weeds on Public Lands

Please click the map below for a larger/printable map.

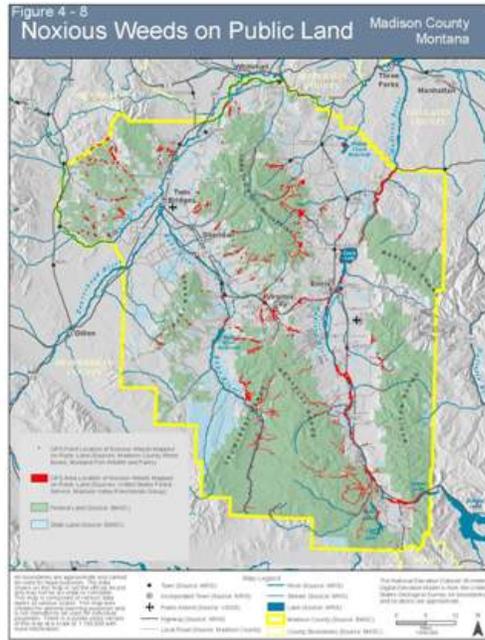


Figure 4-10 - Emergency Response – Ambulance

Please click the map below for a larger/printable map.

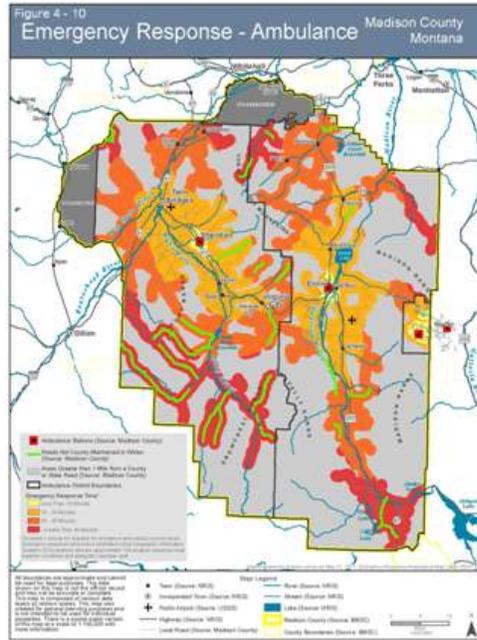


Figure 4-11 - Emergency Response – Fire

Please click the map below for a larger/printable map.

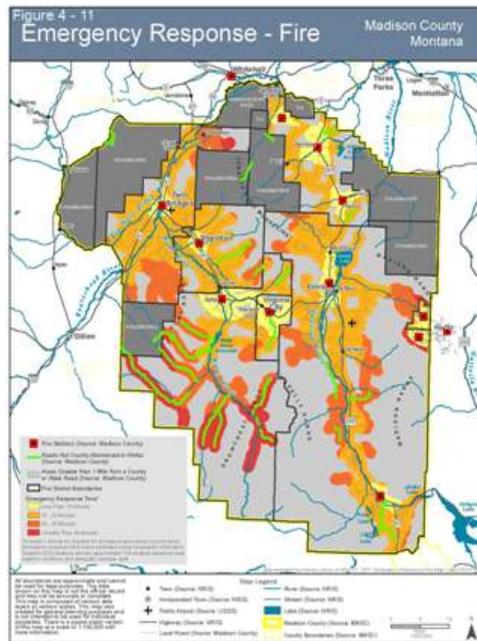


Figure 4-13 - Big Game Summer Range

Please click the map below for a larger/printable map.

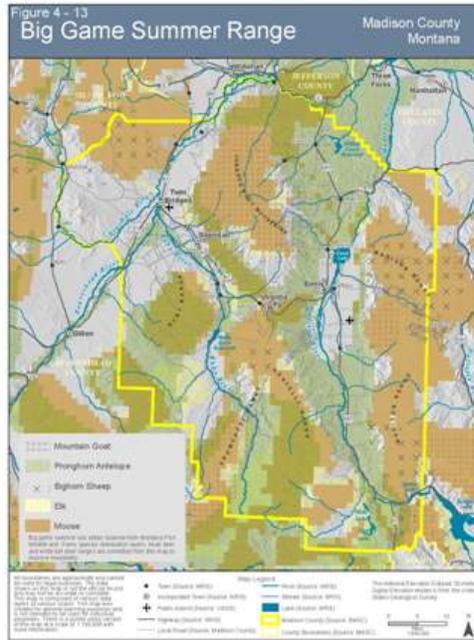


Figure 4-14 - Big Game Winter Range

Please click the map below for a larger/printable map.

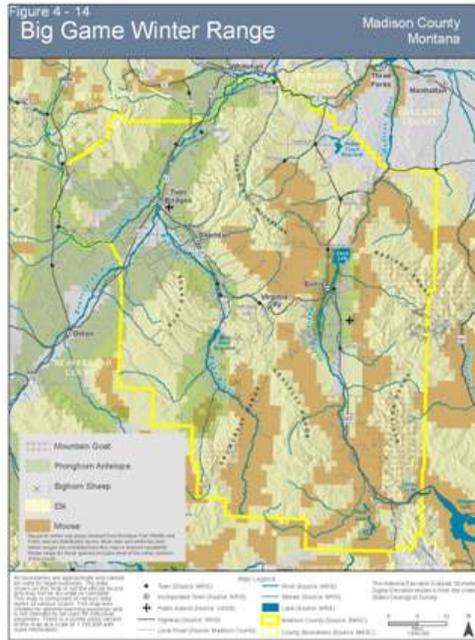


Figure 4-17 - Wildland - Urban Interface

Please click the map below for a larger/printable map.

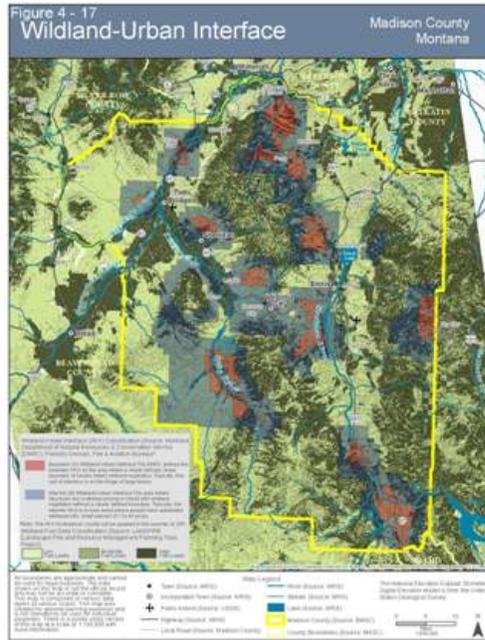


Figure 4-18 - Potential Hazards

Please click the map below for a larger/printable map.

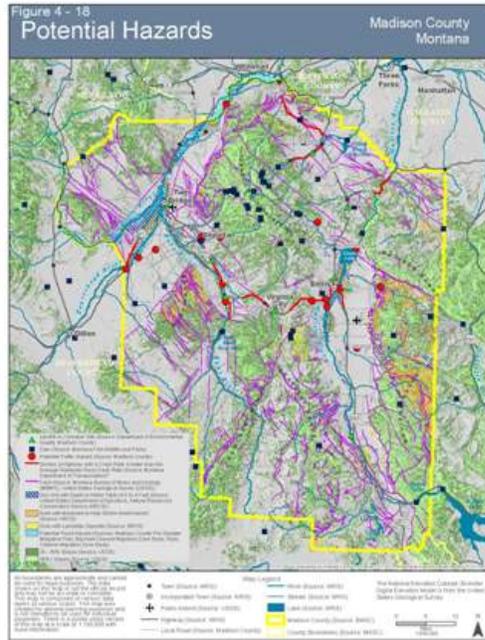
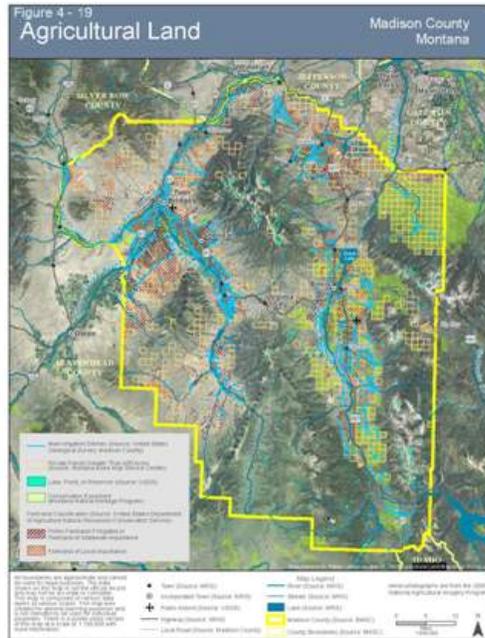


Figure 4-19 - Agricultural Land

Please click the map below for a larger/printable map.



5. Projected Trends

5.1 Population

Madison County has shown consistent population growth in every decade since 1970 (see Figure 5-1). Growth ranged from 9% during the 1970s, to 10% in the 1980s, to 14.4% in the 1990s. Projections of population growth prepared at the time of the 2000 Census anticipated that Madison County would grow at 9% per decade (1% annually) between 2000 and 2020, yet the County's actual population growth between 2000 and 2010 was 12.3%. The annual growth rates in the decades between 1970 and 2010 varied from a low of 0.9% (1970-80) to a high of 1.5% (1990-2000), averaging 1.1% per year over those 4 decades. Population projections to 2030 were prepared using 3 annual growth rate scenarios: high (1.5%); likely (1.2%); and low (1.0%). These annual growth rates give us a Madison County population between 9,018 and 9,760; with the most likely population being 9,308 (see Figure 5-2).

A variety of data sources suggest that seasonal residents will continue to play a significant role in Madison County's growth and development pattern. The 2000 Census described 67% of the vacant housing stock in Madison County as seasonal or recreational; in 2010 approximately 41.8% of the vacant housing was seasonal or recreational. As an indicator of high seasonal population, about 63% of Madison County's private properties list a permanent address outside of Madison County. Continuing development in the Big Sky resort community and the Madison Valley area remain tailored to buyers who are unlikely to make Madison County their primary residence. All such information suggests a continued influx of seasonal residents to Madison County.

Over the past decade, the local communities of Twin Bridges, Sheridan, Virginia City, Ennis, and Big Sky have stepped up their efforts to market the area for tourism and outdoor recreation opportunities. It is likely that the number of visitors to Madison County each year will also rise.

5.2 Land Use and Natural Resources

A growth projection model developed by the Sonoran Institute depicts the trend in residential development for Madison County. From 1995 to 2005, the number of homes increased by 41%. The projected growth between 2005 and 2015 is 27%. Projected growth between 2015 and 2025 is 22%¹⁹, as shown in Figure 5-3. The Sonoran model suggested a slow-down in overall development in the County,

¹⁹ Patty Gude, researcher who prepared the growth model for the Sonoran Institute, has indicated that the model offers a conservative prediction of growth for Madison County.

though the slow-down did not start until about 2008-2009. The geographical distribution of this new growth is depicted in Figure 5-4.

A forecast of residential development by Fire District area recognizes a slower growth rate in the early years of the forecast period, with a moderate increase in the rate as the economy improves (see Table 5-1).

For the past three decades, the Big Sky area has been a growth center in Madison County for both jobs and housing. Based on the County-approved master plans for four major developments (Boyer USA, Moonlight Basin Ranch, Spanish Peaks Resort, and Yellowstone Club), this resort community is clearly slated for continued growth.

Concerted efforts to both conserve and efficiently utilize natural resources will continue through this decade. Local watershed groups will fine tune and implement their drought management plans, in an effort to maintain the health of both agriculture and fisheries. Monitoring water quality and addressing problem areas will remain a focus of local conservation districts. The Montana Bureau of Mines and Geology has started a groundwater characterization study in Madison County. This study should help County officials and landowners better understand the capacity of groundwater resources in different parts of the County to support growth.

In recent years, both public agencies and private citizens have become better informed about the environmental and economic threat posed by noxious weeds. Over the next 5-10 years, Madison County will continue to be an area where aggressive, cooperative actions by government and private landowners are taken to control spread and prevent new infestations.

While options for the purchase of conservation easements remain limited, a combination of PDR (purchase of development rights) and voluntary donations is expected to continue.

A new addition to this growth policy is the inclusion of sand and gravel resources. Most of the County's sand and gravel resources are in the river valleys, which is also where the bulk of the development has been occurring. The supply of sand and gravel resource appears to be adequate for the foreseeable future.

Wind is a relatively new potential energy resource for Madison County. The County adopted Ordinance 1-2003 establishing a permitting process for wireless communication facilities and wind energy conversion systems. This ordinance, modified in 2011, addresses the potential impacts to be considered for towers of 100 feet or more in height (9). Several companies have expressed interest in developing the resource, particularly in the Norris Hill area. One 8-tower project, as yet unbuilt, has been approved. Factors affecting wind energy include wind speed, wind power, and proximity to transmission lines. The wind speed and power for Madison County are shown in Figure 4-6 and Figure 4-7.

Figure 5-1 - Madison County Population, 1890-2010

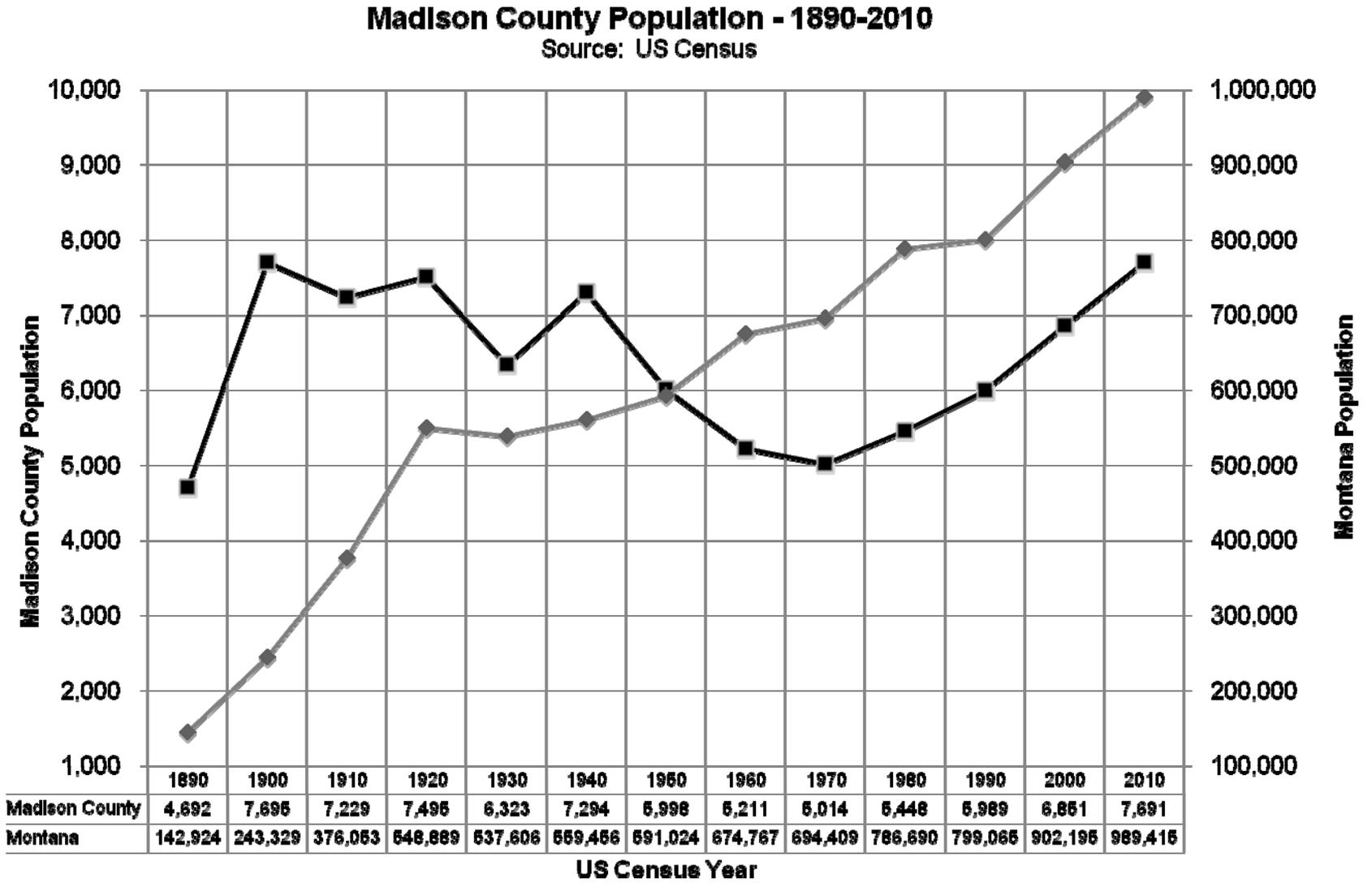


Figure 5-2 - Madison County Population Projection

Madison County Population Projection 1990-2010 Census and Projected to 2030

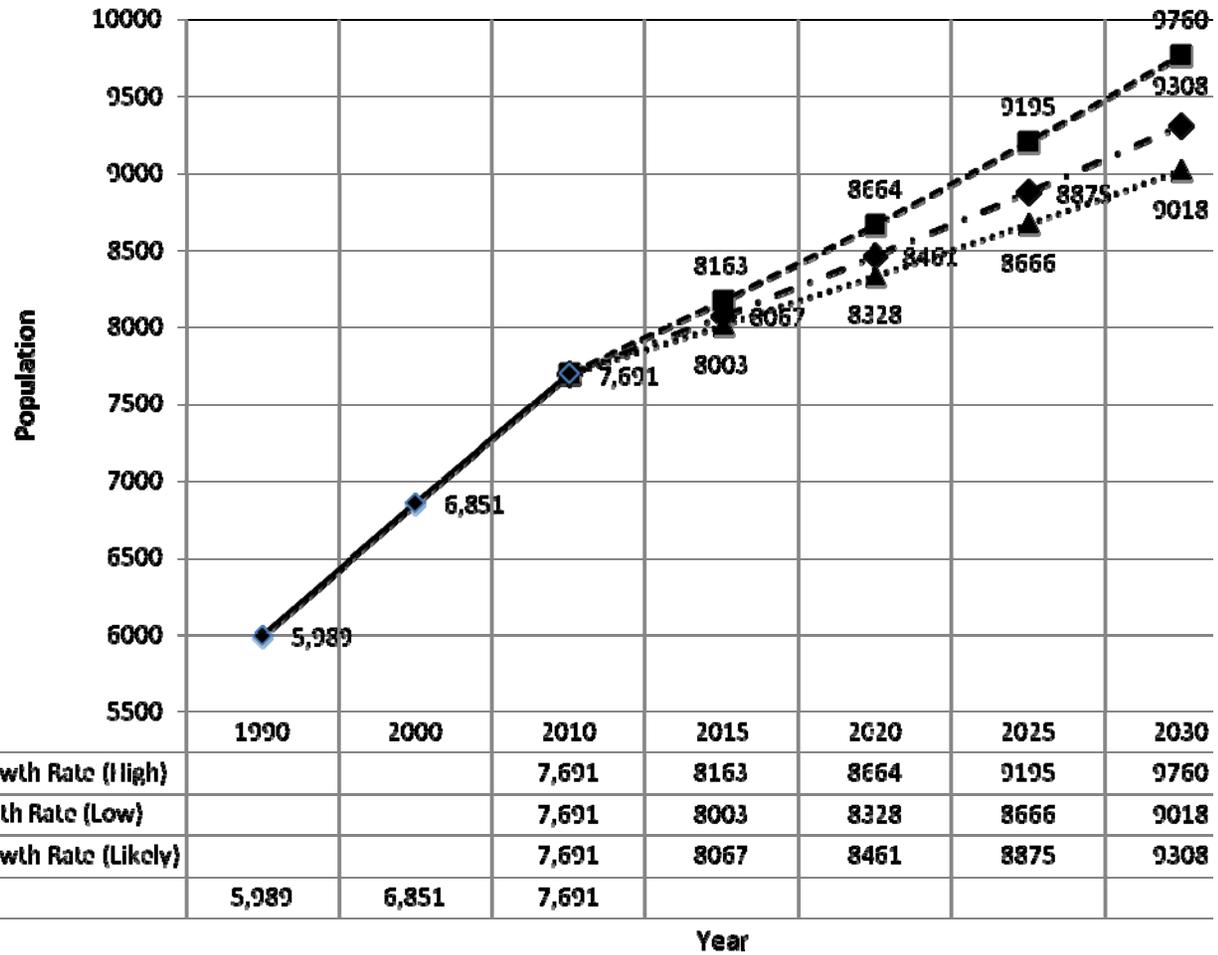


Figure 5-3 - Observed and Forecasted Development in Madison County

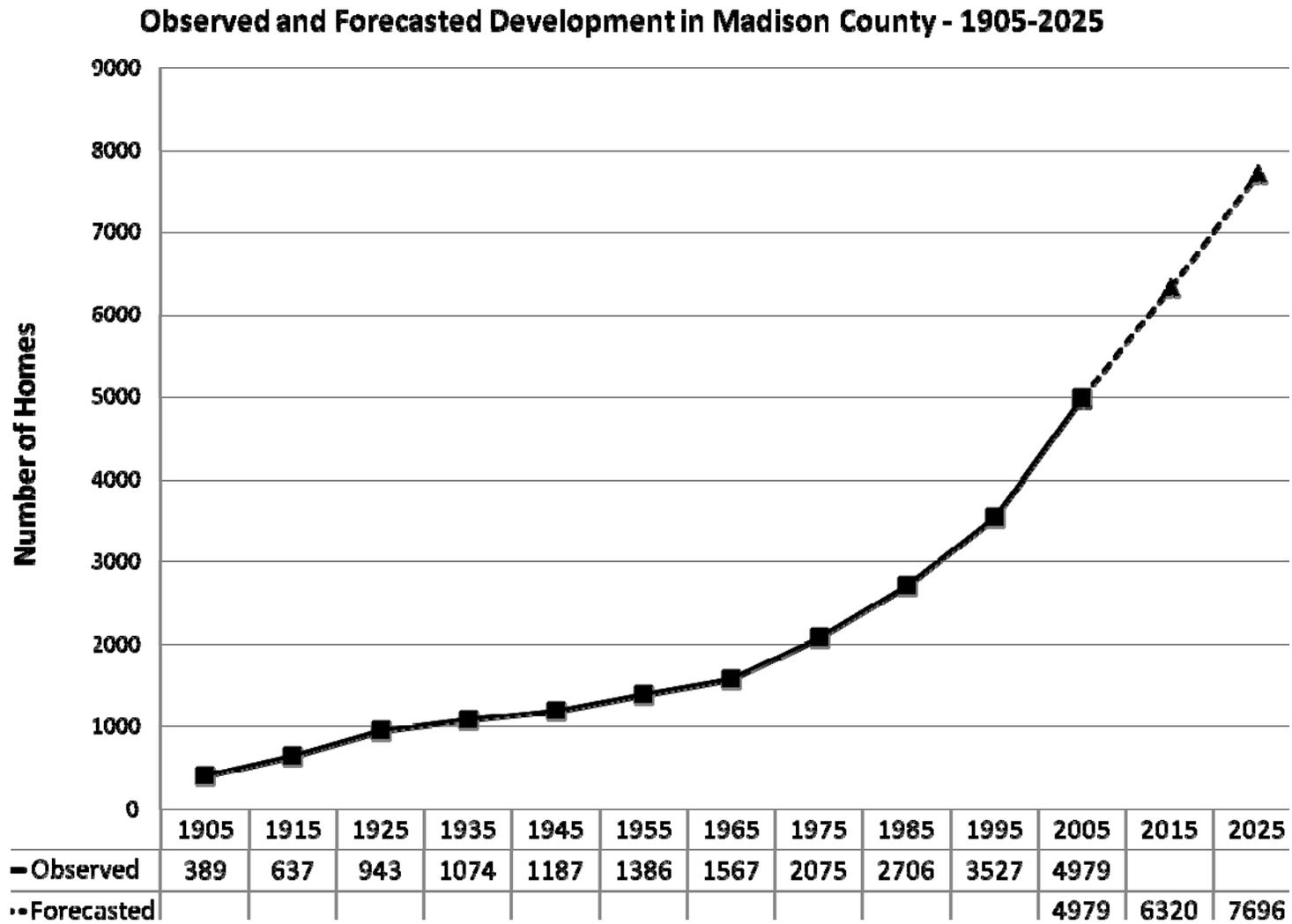


Figure 5-4 - 2025 Forecast Growth Areas

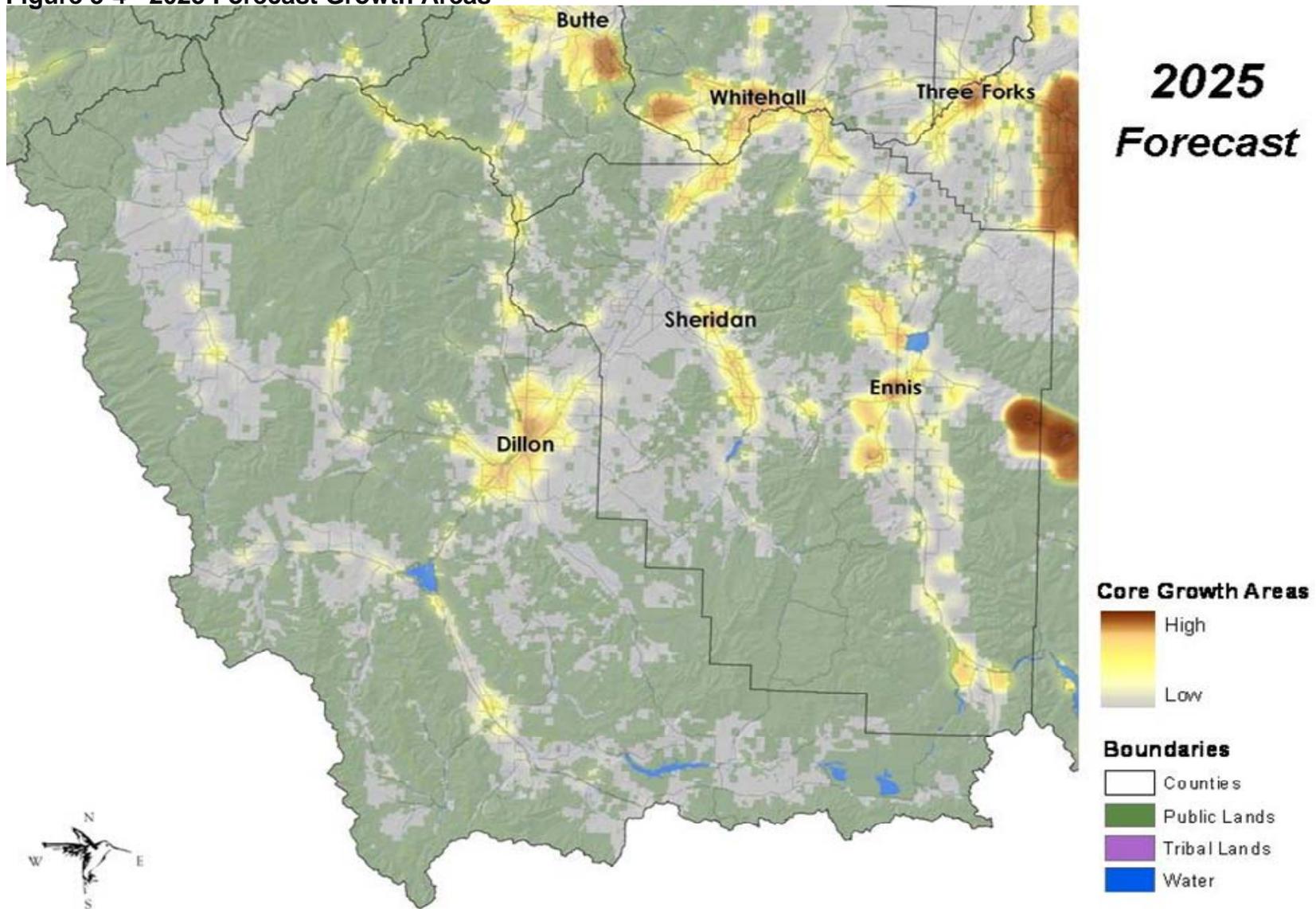


Table 5-1 - Residential Unit Growth by Fire District (September 2010 Estimate)

Fire District	Residential Lots Developed				Change 2010-2030		Buildout ²¹	% Buildout ²²	Available Lots ²⁰	
	2010	2015	2025	2030	# Lots	% Change			2010	2030
AlderFD	230	232	242	245	15	6.40%	909	27%	679	664
BigSkyFD	1960	2299	3612	4914	2954	150.70%	6568	75%	4608	1654
HarrisonFD	505	510	530	537	32	6.40%	1798	30%	1293	1261
JVVFD	107	108	112	114	7	6.40%	320	36%	213	206
MVRFD	1861	1952	2091	2118	257	13.80%	3556	60%	1695	1438
SheridanFD	492	517	537	548	56	11.40%	854	64%	362	306
TBFD	497	502	522	529	32	6.40%	1070	49%	573	541
Unassigned	81	82	85	86	5	6.40%	824	10%	743	738
VCFD	64	65	67	68	4	6.40%	185	37%	121	117
Towns	924	974	1074	1024	100	10.80%	2786	37%	1862	1762
	6721	7240	8874	10182	3461	51.50%	18870	54%	12149	10718
Annual Growth Rate		1.90%	2.10%	2.80%		1.44%				

Source: Planning Department Estimates

Assumptions:

1. Growth rate starts slow (from 1% in the first year to 1.8% in year 5). Growth rate increases to 2.3% by 2017.
2. Allocation assumptions: Growth will be greatest in closest proximity to services (Big Sky, Ennis, Sheridan, Twin Bridges), including water and sewer; Big Sky – at 75% buildout in 2030; Sheridan – proportionally more residential development in the town in 2015 as sewer/water improvements are made; Areas with already subdivided smaller lots (up to 10 acres) more attractive than larger parcels; Demographic changes/aging population; Economic concerns/available finances; Big Sky lots – based on approved ODPs/master plans

²⁰ Undeveloped residential lots – privately owned lots free of conservation easements or addressed structure; estimate 60% of undeveloped town lots are residential.

²¹ Maximum number of lots available

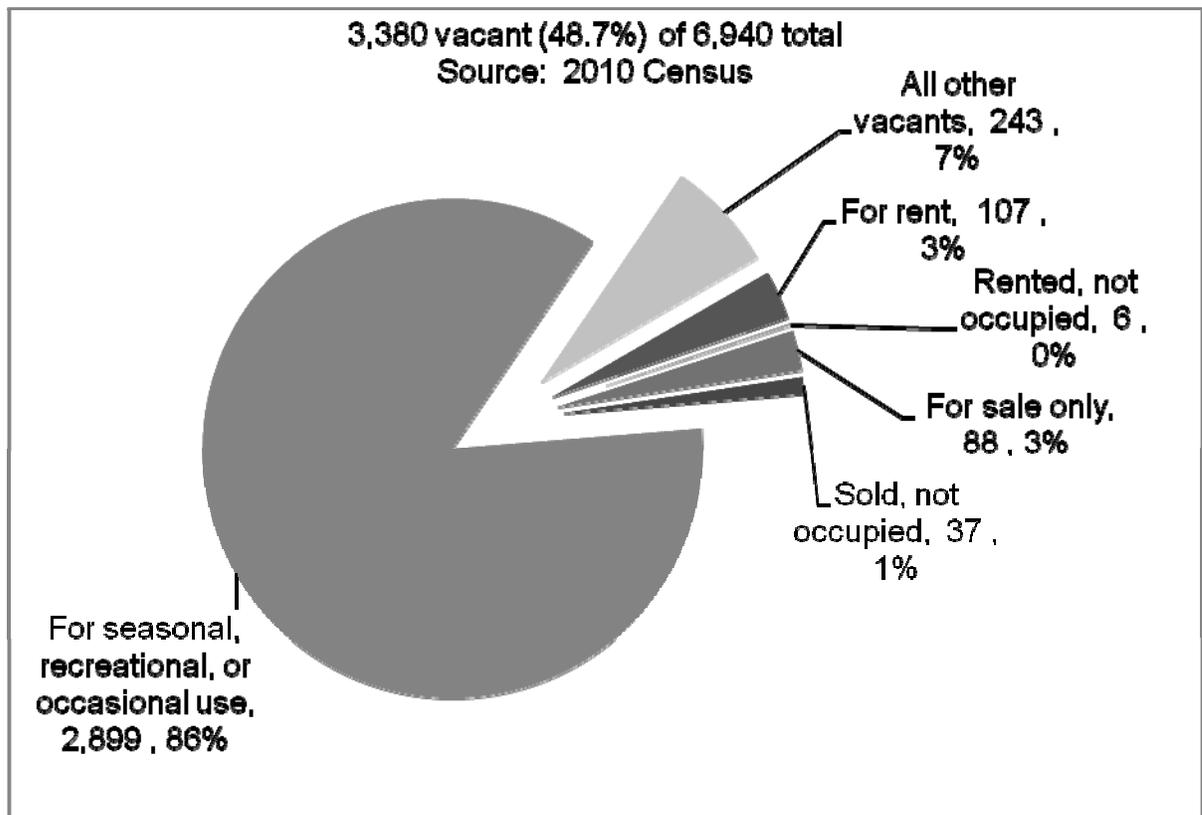
²² % of lots built on by 2030

5.3 Housing

The lack of affordable housing for Madison County’s low and moderate income households has been consistently identified as a problem in recent need assessments conducted by local municipalities (in preparing their own growth policies) and the Headwaters Resource Conservation and Development District (in preparing a regional CEDS --Community Economic Development Strategy – document (11)). Only a limited amount of rental housing has been constructed, and home ownership has become unattainable for most young singles or couples. The demand for affordable housing is expected to grow more pressing in the next five years. In response, a Madison County Housing Needs Assessment and Five-Year Plan was prepared and is hereby incorporated by reference into this growth policy (12). The Plan aims at addressing current and future needs for senior housing, rental housing, and expanded homeownership opportunities.

As shown in Figure 5-5, the census found approximately 49% of the housing units in Madison County were vacant. Of these, 86% were defined as recreational, seasonal or occasional use. This trend is expected to continue as development continues in Big Sky.

Figure 5-5 - Madison County - 2010 Vacant Housing Units



5.4 Income and Employment

Madison County's per capita personal income steadily increased from 1969 to 2010, except for a dip in 2009 (see Figure 5-6). Although historically below Montana's per capita personal income, Madison County has been above or approximately even with the state level since 2004.

Like much of the Rocky Mountain West, Madison County is experiencing a transition from traditional resource-based industries to an increasing number and variety of services, including tourism and outdoor recreation. Expansion of the ski resort and golf course sectors at Big Sky will generate significant employment growth in the regional outdoor recreation industry for the foreseeable future. The construction industry grew substantially during the high-growth years. The growth by industry from 1970 to 2030 is shown in Figure 5-7. Farm self-employment is expected to stay at about the same level through 2030 (see Figure 5-8), but it will represent a decreasing proportion of the employment in the county (see Figure 5-9) as wage and salary employment increases.

5.5 Local Services and Public Facilities

Population and residential growth generates greater demand for local services such as fire and police protection, ambulance and hospital services, utility connections, road maintenance and education. As community cost-of-services studies have shown, growth does not always translate into sufficient tax revenue or user fees to meet the public service needs of the population. In Madison County, recent surveys of local emergency service providers have consistently identified a need for newer vehicles and equipment and, in some cases, additional personnel. Yet sufficient funds are not available.

A Fiscal Impact Analysis comparing the cost of providing road and fire services and the taxes collected for the property was completed in 2010 (3). This analysis emphasized the relationship between locating development near services and the County's ability to pay for those services in the future.

The demand for most local services comes not just from full-time permanent residents, but also from seasonal residents and visitors. Given the projections of continued population growth of all types, local service providers can expect to see greater demands for service. In many cases, lack of resources to meet the demands will continue to be a problem and offers the following challenge:

A shortage of volunteers to fill out ambulance crews and firefighting teams may trigger the need for more paid emergency service personnel.

Continued capital improvements planning by the County and other local service providers will promote cost-effective capital investments. Currently, the County is investigating the feasibility of establishing a development impact fee program, to cover the incremental capital costs of new development on specific local services

(e.g., fire protection and law enforcement). A system of development impact fees could potentially assure that the required infrastructure is in place to support future growth.

Local municipalities and the Big Sky community are steadily working on upgrading and/or expanding their sewer and water systems. Their aim is threefold, to: (1) protect the environment; (2) provide adequate service to current users; and (3) be prepared to handle future growth within their service areas.

Over the past few years, the Madison County Local Emergency Planning Committee (LEPC) has served effectively to channel both financial and technical assistance to local emergency service providers. LEPC efforts in the future will concentrate on communications, emergency preparedness, and public education and outreach.

Completed plans include Pre-disaster Mitigation (13) and Emergency Operations Plan (14).

Figure 5-6 - Madison County Per Capita Personal Income

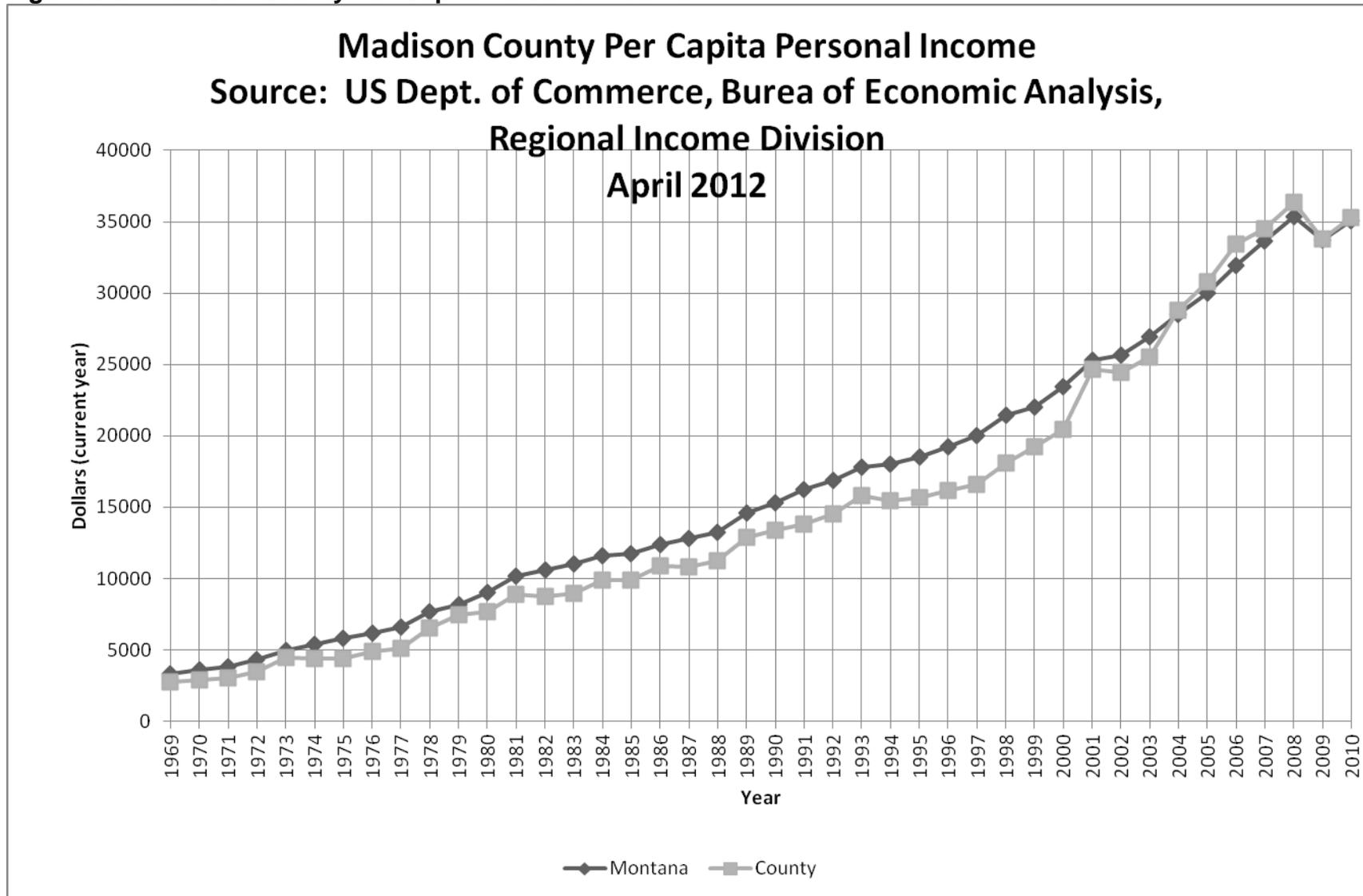


Figure 5-7 - Madison County Employment by Industry

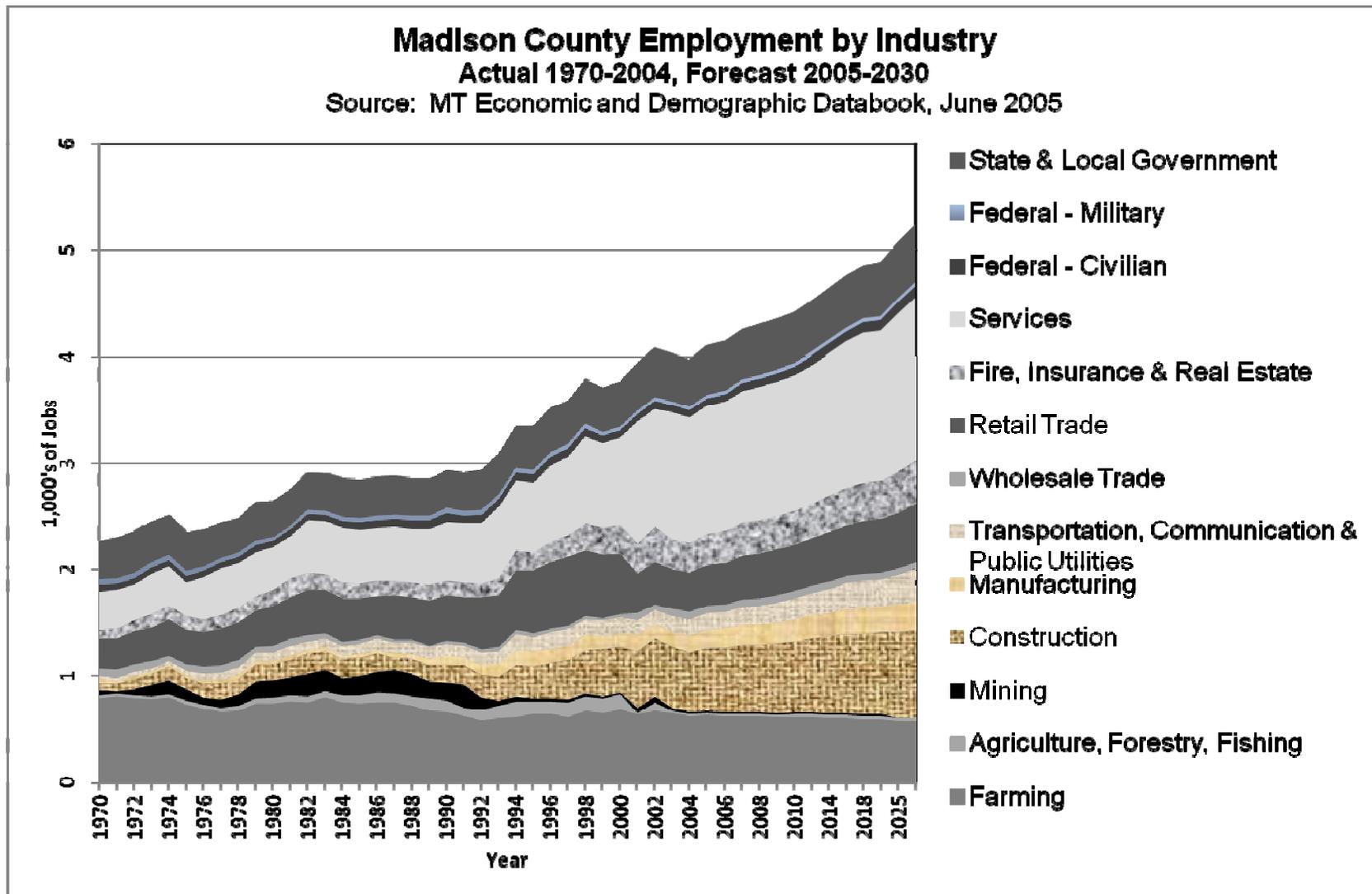


Figure 5-8 - Madison County Employment (1,000's of Jobs)

Actual- 1970-2004 **Forecast -2005-2030**
Source: MT Economic and Demographic Databook, June 2005

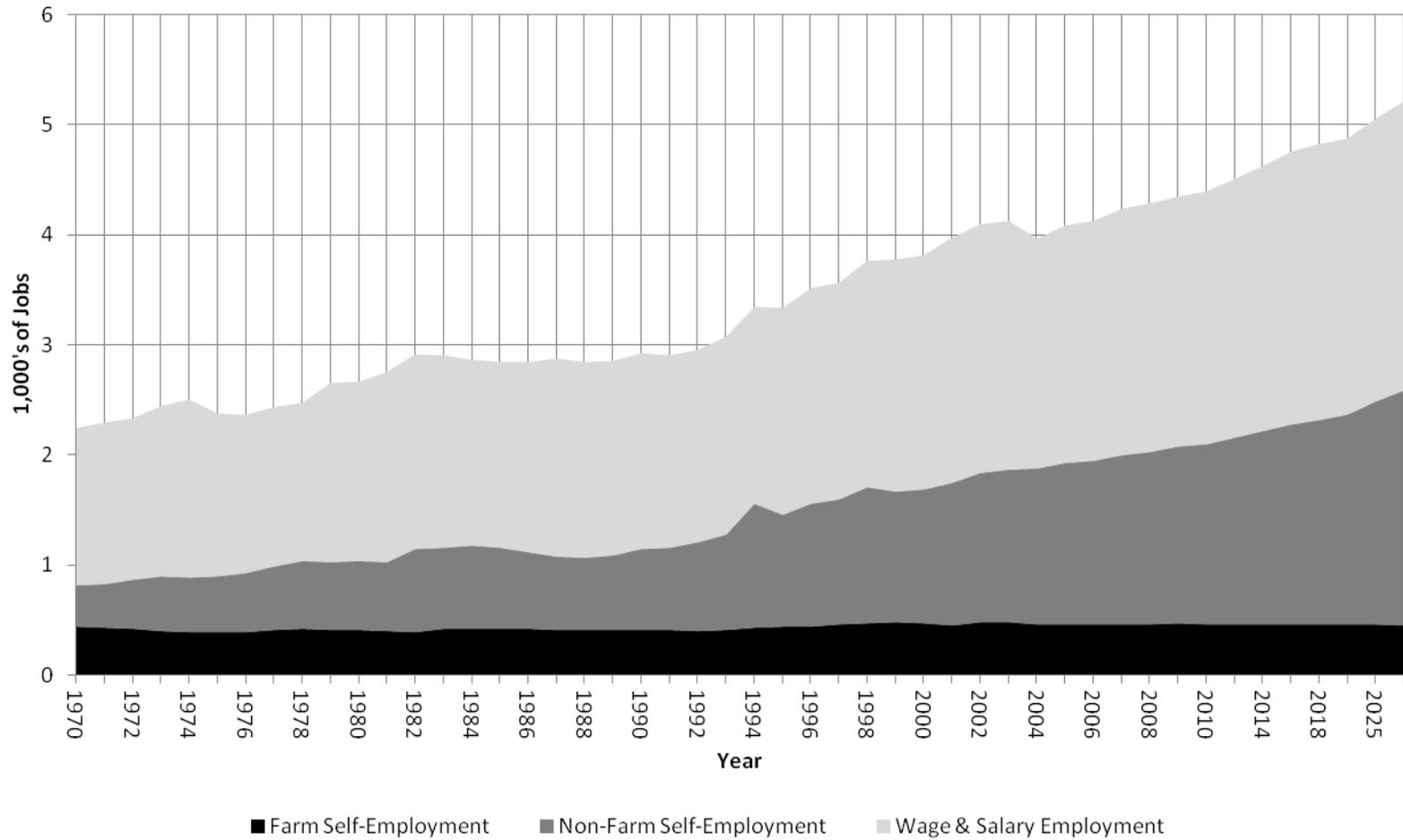
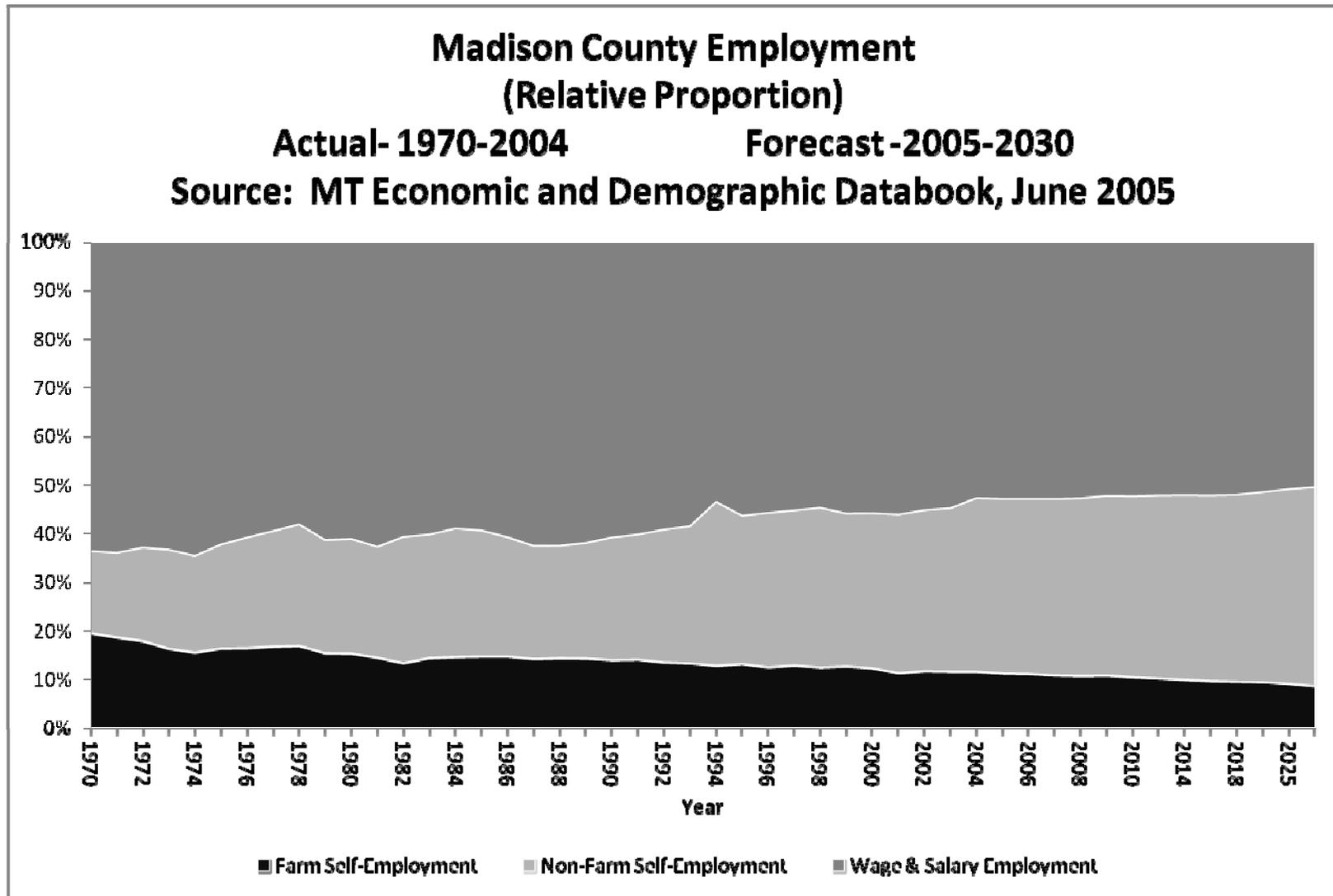


Figure 5-9 - Madison County Employment (proportion)



6. Implementation Policies, Regulations and Other Plan Measures

6.1 Plan Implementation – Recommended Actions

Plan implementation is often the weak link in a comprehensive planning effort. It is admittedly difficult to sustain a public planning process beyond the point of plan adoption. However, without an active program of plan implementation, the time, thought, and energy invested by citizens and local officials in preparing (or updating) the plan document are largely fruitless.

Madison County already uses one important tool of comprehensive plan implementation, namely, the County subdivision regulations and subdivision review process. Approvals of subdivisions in Madison County contain a finding, in each case, that the project is in substantial compliance with the Madison County Growth Policy. In particular, the Growth Policy Update should serve as a primary guide for addressing the seven public interest criteria listed in the Montana subdivision and platting act. The criteria are: effects on (1) agriculture, (2) agricultural water user facilities, (3) local services, (4) the natural environment, (5) wildlife, (6) wildlife habitat, and (7) public health and safety. Besides the ongoing review of County subdivision proposals, this Growth Policy Update outlines an implementation program of recommended actions. Table 6-1 describes the eighteen actions involving voluntary initiatives or incentives. The seven actions involving local regulation are described in Table 6-2. Pertinent Guiding Principles and/or Goals are identified in each case. A rationale for each recommended action is also given. The overall program looks to County officials and staff, civic groups, landowner groups, individual citizens, and cooperating public partners to share the responsibility for plan implementation.

Table 6-3 is the status of actions taken, started and continuing since the 1999 Comprehensive Plan was adopted. Completed actions are given in Table 6-4.

6.2 Timetable

In some cases, the recommended efforts will be ongoing. For one-time projects, the estimated timeframe for completion is 5-10 years. Conditions that will lead to further Policy revision are: (1) passage of time; (2) changes in state law; (3) significant changes in citizen values, local economy or local landscape; and/or (4) Planning Board evaluation of Policy implementation measures and progress, and determination that modifications would enhance the effectiveness of the Policy and improve the County's planning program.

The Madison County Planning Board and Planning Office will review the Growth Policy at least once every five years and revise it as necessary.

Table 6-1 – Recommended Voluntary Actions by Category (from the 1999 Comprehensive Plan)

Action #	Recommended Voluntary Actions by Category	Pertinence to Guiding Principles and/or Goals
Preservation		
1.	<p>Work with public and private organizations and landowners to encourage conservation easements, deed restrictions, land exchanges, and other forms of voluntary land conservation as a means of preserving productive agricultural lands, river corridors, and other critical resources.</p> <p>Rationale: Voluntary tools for land conservation have good potential in Madison County. Private landowners must have ready access to the information and organizations that can help them use such tools.</p>	<p>Guiding Principles #2, 3. Land Use, Economy, Environment, Recreation, 3C's Goals.</p>
2.	<p>Establish a protocol for conservation easements and development rights. Incorporate working definitions of productive agricultural lands, important wildlife habitat, and scenic views and vistas (See Actions #4 and #6 below) into the program. If feasible, create a local land trust to oversee fundraising and conservation agreements. Solicit funds from sources such as the federal Farmland Protection Program, the State of Montana, private foundations and individuals.</p> <p>Rationale: Purchase of conservation easements and development rights puts money in the pocket of the individual landowner, who in turn supports the land conservation effort. A local land trust can organize and legitimize a major fundraising effort and conservation easement/purchase of development rights program.</p>	<p>Guiding Principles #1, 2, 3. Land Use, Economy, Environment, Recreation Goals.</p>

Action #	Recommended Voluntary Actions by Category	Pertinence to Guiding Principles and/or Goals
Planning & Technical Assistance		
3.	<p>Encourage area plans and support landowner-initiated zoning, and provide information and technical assistance to accomplish both when requested. The products of such localized planning should be consistent with the Guiding Principles, goals and objectives, and policies of this Growth Policy.</p> <p>Rationale: Madison County includes many different landscapes and communities. More localized planning enables individual citizens and landowners to work as neighbors to develop their own plan for the future, and “give it teeth” through the regulatory tool of zoning.</p>	<p>All Guiding Principles. All Goals.</p>
4.	<p>Work with landowners, local conservation districts, and agency resource specialists to carry out a land evaluation process which will more clearly define “productive agricultural lands” and “important wildlife habitat” in Madison County. Institute a site assessment procedure which will incorporate these definitions into the review of future land development and conservation proposals in a fair and consistent manner.</p> <p>Rationale: In Madison County, “productive agricultural lands” and “important wildlife habitat” mean different things to different people. We need a clearer understanding of these terms, so we can factor them into our assessments of land development and conservation proposals.</p>	<p>Guiding Principle #3. Land Use, Economy, Environment, 3C’s Goals.</p>

Action #	Recommended Voluntary Actions by Category	Pertinence to Guiding Principles and/or Goals
5.	<p>Work with local conservation districts to conduct watershed assessments and address issues of water quality and water supply.</p> <p>Rationale: Clean water -- and enough of it -- are essential to the health of our economy and environment. We need better information about our surface and groundwater resources, to help safeguard these critical resources in the face of continued growth. Conservation district efforts to validate the Montana Department of Environmental Quality (DEQ) listing of water quality-impaired streams should be supported. Water quality and water supply problems should be addressed in a cooperative fashion.</p>	<p>Guiding Principle #2. All Goals.</p>
6.	<p>Carry out a public process of identifying important scenic views and vistas in the County. Also, update the existing inventory of County cultural and historic resources. Utilize special local planning area groups as much as possible.</p> <p>Rationale: If scenic resources are to be factored into the County's review of future development proposals, we need to designate those views and vistas which are important to preserve. Similarly, if we want to protect our cultural and historic resources, we need to know more about what exists, and where.</p>	<p>Guiding Principle #2. Land Use, Environment, Recreation, 3C's Goals</p>
7.	<p>Combine land use inventory information with MT Dept. of Revenue property ownership records to explore possibilities for re-aggregating lots, subdivision redesign, and agricultural uses of idle lands.</p> <p>Rationale: Opportunities exist for using subdivided but undeveloped lands in ways that will better fit County goals and objectives for land use and still serve private landowner interests.</p>	<p>Guiding Principle #3. Land Use, Economy, Environment, Public Services Goals.</p>

Action #	Recommended Voluntary Actions by Category	Pertinence to Guiding Principles and/or Goals
8.	<p>Prepare and implement a County capital improvements program which will include priorities for road maintenance, as well as an estimated timeframe, budget, and potential funding sources for project implementation.</p> <p>Rationale: County funds for capital improvements are severely limited. Priorities must be set, consistent with County goals and objectives for land use and public services, so that the most critical needs get addressed first.</p>	<p>Guiding Principle #4. Land Use, Public Services Goals.</p>
9.	<p>Work with emergency service providers and the public to identify those areas which are “reasonably accessible” to emergency services.</p> <p>Rationale: County officials are legally obligated to try to make land use decisions which safeguard public health and safety. The identification of areas with reasonable access to emergency services will provide the public with better information and County officials with clearer standards for development review.</p>	<p>Guiding Principles #1, 4. Land Use, Public Services, 3C’s Goals.</p>
10.	<p>Make comprehensive planning an ongoing, budgeted program of County government. As one part of this, continue to build GIS database and keep mapped information current.</p> <p>Rationale: Comprehensive planning does not stop with the adoption of a growth policy. In fact, that’s when the “real work” begins. An ongoing planning program is needed to coordinate implementation of the County Growth Policy. This requires updated maps and records.</p>	<p>All Guiding Principles. All Goals.</p>

Action #	Recommended Voluntary Actions by Category	Pertinence to Guiding Principles and/or Goals
Information & Communications		
11.	<p>Prepare an informational brochure for new and prospective landowners. Address topics pertinent to buying property, owning land, building a home, and living in Madison County. Work cooperatively with the Board of Realtors to assure timely distribution.</p> <p>Rationale: It helps everyone if newcomers make informed real estate decisions. They need to be aware of local laws and customs, and they should know what kinds of questions to ask (e.g., Where's the nearest fire station? Are there noxious weeds on this property? Can I take water from the ditch? Who's responsible for maintaining the fence? Who plows the road?) as they explore their real estate options. Note: This action is already underway, through citizen initiative. Keep the Code of the New West Updated.</p>	All Guiding Principles. Land Use, Economy, Environment, Recreation, Public Services Goals.
12.	<p>Prepare and distribute a user-friendly guide to the subdivision process.</p> <p>Rationale: Going through the process of subdivision could be easier on everyone if, at the earliest stage of project development, subdivision applicants are given a step-by-step account of what will be expected of them and what they can expect from County officials and staff.</p>	Land Use Goal.
13.	<p>Establish an interagency steering committee to strengthen cooperation and communications among county, state, and federal officials on land planning and management-related topics.</p> <p>Rationale: Management of public lands affects local government and private landowners in many ways. Similarly, County actions may affect public lands and their managing agencies. Regular discussions between the various public entities can help ensure information-sharing, consultation prior to decisions, and coordination of land planning and management activities.</p>	Land Use, 3C's Goals.

Action #	Recommended Voluntary Actions by Category	Pertinence to Guiding Principles and/or Goals
14.	<p>Meet annually with officials of incorporated communities to help ensure coordinated planning between the County and towns. Invite local service districts to participate in the discussions.</p> <p>Rationale: Little opportunity exists for County and municipal officials to discuss planning-related matters unless they create a special opportunity to do so. Since local service providers often serve both town residents and rural residents of Madison County, it makes sense to include them in the discussion.</p>	<p>Guiding Principal #1. Land Use, Public Services, 3C's Goals.</p>
15.	<p>Support State legislation which aids County land use planning, promotes the retention of agricultural land and the economic viability of family farms and ranches, and restructures the property tax system to ensure that new development pays for the public services it requires.</p> <p>Rationale: State government has the authority to do things that local governments cannot do. Legislation which supports County planning efforts, the agricultural community, and fair and equitable taxation can help Madison County achieve its comprehensive planning goals.</p>	<p>Guiding Principle #3. Land Use, Economy Goals.</p>
Economic Development		
16.	<p>Coordinate all County economic development-related activities with CEDAT (Community Economic Development Action Team) in Madison Valley, STAT (Sheridan/Twin Bridges Action Team) in Ruby Valley, local chambers of commerce, Montana Chamber of Commerce, Montana Department of Agriculture, and Headwaters RC&D (Resource Conservation and Development District).</p> <p>Rationale: Madison County should not act alone on matters of local economic development, when there are several community, regional, and state groups already in existence.</p>	<p>Economy, 3C's Goals.</p>

Action #	Recommended Voluntary Actions by Category	Pertinence to Guiding Principles and/or Goals
17.	<p>Conduct a professionally done Countywide economic analysis. Besides an examination of the different sectors of the local economy, the analysis should include an assessment of the economic role (benefits and costs) of public lands. The analysis should also suggest strategies for: (a) strengthening traditional industries, (b) encouraging newer, expanding industries, and (c) recruiting new business.</p> <p>Rationale: Economic changes in Madison County in recent decades have made it difficult to understand fully the present and potential future role of various sectors (e.g., agriculture, outdoor recreation and tourism, retirement-related services). We need better information about the composition of our local economy in order to design and carry out effective local economic development strategies that are consistent with Madison County's Growth Policy.</p>	Economy, 3C's Goals.
18.	<p>Investigate the pros and cons of instituting a property tax incentive program for new or expanding local industry. If benefits outweigh costs, design and adopt a tax incentive program. Investigate other incentives to support agriculture, entrepreneurship, and other sectors of the economy.</p> <p>Rationale: Montana State Statutes authorize county governments to give property tax breaks to new and expanding industries. Such a program may help Madison County achieve its economy goals and objectives, but a thorough study of program benefits and costs is in order first. Note: Some legislative changes in the program may be desirable (e.g., a shorter time period for the incentive).</p>	Economy Goal.

Table 6-2 - Recommended Regulatory Actions (from the 1999 Comprehensive Plan)

Action #	Recommended Action (Regulatory)	Pertinence to Guiding Principles and/or Goals
1.	<p>Revise County subdivision regulations as needed to reflect the policies contained in this Growth Policy. Incorporate working definitions of “adequate water supply,” “productive agricultural land,” “important wildlife habitat,” and areas that are “reasonably accessible” to emergency services into the revised regulations. Do likewise for scenic views and vistas, and historical and cultural resources, as these resources become more clearly identified.</p> <p>Rationale: Subdivision regulations are a tool for implementing the County Growth Policy. They should be consistent with the latest plan document, planning information, and statutes.</p>	<p>All Guiding Principles. Land Use, Economy, Environment, Public Services, 3C’s Goals.</p>
2.	<p>Institute an enforcement program to ensure compliance with County subdivision and/or zoning approvals.</p> <p>Rationale: County subdivision and zoning decisions are intended to protect the public health, safety, and welfare. The County should follow up with periodic field checks to make sure that subdividers have complied with the conditions under which their developments received approval. Similarly, once any zoning districts are created and applied in Madison County, an enforcement effort will be needed to ensure compliance with these new land use regulations.</p>	<p>Guiding Principle #4. Land Use, Environment, Public Services Goals.</p>

Action #	Recommended Action (Regulatory)	Pertinence to Guiding Principles and/or Goals
3.	<p>Appoint and provide technical assistance to citizen-based task forces to develop for river corridor protection proposals (Madison, Ruby, Jefferson, Big Hole/Beaverhead, South Boulder). Instruct task forces to work closely with affected landowners. Adopt river corridor protections. First Priorities (assuming citizen support): Madison River, Ruby River.</p> <p>Rationale: County subdivision regulations currently include a construction setback from our rivers. However, this requirement does not apply to dozens of pre-existing riverfront lots and parcels. The County floodplain ordinance requires new construction to be elevated above the 100-year floodplain, but it does not prevent buildings from being placed close to the riverbank. County sanitation regulations stipulate construction setbacks for private water and septic systems, but not buildings. Consistent policies of river corridor protection can be enforced through zoning. (Since each river corridor has a distinct character, zoning should reflect such differences. Since zoning affects what riverfront property owners can and cannot do with their land, they should be directly involved in the design of any river corridor zoning proposal.)</p>	<p>Guiding Principle #2. Environment, Recreation, 3C's Goals.</p>
4.	<p>Map the 100-year floodplain along Madison, Ruby, Jefferson, Big Hole, Beaverhead, and South Boulder Rivers. Then, revise floodplain ordinance to recognize officially designated floodplain. First priorities (assuming citizen support): Ruby River, Jefferson River.</p> <p>Rationale: Madison County has only a roughly drawn map of "flood-prone areas" to guide administration of its floodplain ordinance. More accurate information is needed, in order to protect the floodplain resource, safeguard public health and safety, and minimize public service costs. Floodplain mapping is a cost-shared service provided by the Natural Resources Conservation Service.</p>	<p>Guiding Principle #2. Land Use, Economy, Environment, Public Services Goals.</p>

Action #	Recommended Action (Regulatory)	Pertinence to Guiding Principles and/or Goals
5.	<p>In cooperation with state and federal public land managers and neighboring property owners, initiate zoning of public lands. First priority: BLM potential exchange tracts.</p> <p>Rationale: Transfers of public land to private ownership or recreational lease agreements have the potential to promote residential development in areas of traditional agricultural or other resource use. Now and in the future, BLM is willing to have Madison County zone its potential exchange tracts (25 parcels on nearly 4000 acres, as of 1998) to ensure that its land exchange program does not cause land use conflicts.</p>	All Goals.
6.	<p>Conduct a cost-of-services study. Based on study findings, institute a payment program to cover costs of new development.</p> <p>Rationale: National and neighboring county studies have shown that: (a) residential development costs county government more in public services than it pays in property taxes; (b) agriculture pays more in property taxes than it requires in public services; and (c) commercial and industrial activities pay a lot more in property taxes than they demand in public services. Different types and locations of residential development generate different levels of local tax revenue and service demands. Although services to the residents of some Madison County subdivisions are likely being subsidized by other local taxpayers (mainly agricultural households), we have no mechanism in place for fairly and accurately assessing those new developments for the added service costs they represent. Until we come up with a method of ensuring that new development pays its own way, the County's ability to provide adequate services to all its citizens will continue to be severely limited.</p>	Guiding Principle #4. Land Use, Public Services, 3C's Goals.

Action #	Recommended Action (Regulatory)	Pertinence to Guiding Principles and/or Goals
7.	<p>Adopt a countywide ordinance which provides a more explicit statement of Right-to-Farm protections.</p> <p>Rationale: Montana State Statutes confirm that most agricultural activities cannot be considered a “nuisance” in legal terms. But as Madison County’s population and landscape continue to change, it is increasingly important that the County issue an official statement of Right-to-Farm protections. The statement would clearly demonstrate Madison County’s support for agriculture and help farmers and ranchers in situations of potential conflict with neighboring landowners.</p>	Guiding Principle #3. Land Use, Economy Goals.

Table 6-3 - Status of Work on Implementation Actions Recommended in 2006 Growth Policy / New Actions 2012

Priority Actions <input checked="" type="checkbox"/> = Done <input checked="" type="checkbox"/> = Progress Made <input type="checkbox"/> = Not Done	What’s Been Accomplished? What Hasn’t?	Relevant Guiding Principles, Goals
<input checked="" type="checkbox"/> Provide Information and Technical Assistance to Support Area Planning and/or Landowner-initiated Zoning.	<p>County has supported development of Big Hole Land Use Plan (15), Sheridan Growth Policy (16), and Twin Bridges Growth Policy (17). All were adopted and are being implemented. County has supported citizen processes for North Meadow Creek and Bear Creek land use planning and Ruby River and Madison River Corridor (& tributaries) setbacks. None have produced a County adopted plan. County assisted in the Madison Growth Solutions planning process. The Madison Valley Growth Management Action Plan was adopted in 2007 (2). County has had initial planning discussions with Jefferson River Valley, Pony-Harrison-Norris, and Big Sky.</p>	All Guiding Principles. All Goals.

Priority Actions ✓ = Done ☒ = Progress Made ○ = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
☒ Conduct Land Evaluation Process, and Institute Site Assessment Process (emphasis on "productive" ag lands and "important" wildlife habitat).	The Craighead Institute, The Wildlife Conservation Society and partnering organizations have conducted wildlife habitat inventories of the Madison Valley (maps included in this Growth Policy update). Montana Fish, Wildlife, and Parks has provided Crucial Areas Planning System (CAPS). Craighead Institute developed "Wild Planner" software for use by landowners, developers, agencies, land managers and others interested in evaluating impacts from different scenarios. Consider requiring use of these tools in the pre-application phase. County still needs to work on evaluation and assessment for "productive" agricultural lands.	Guiding Principles 2 and 3. Land Use, Economy, Environment and Recreation Goals.
☒ Support Watershed Planning and Conservation District Efforts to address Water Quality/Water Supply Issues.	County supported the Ruby Valley Groundwater Management Study. The Montana Bureau of Mines and Geology is conducting a Groundwater Characterization Study for the Madison River. County has had initial discussions about a water quality district for Big Sky. Continue to support land use efforts in all of the watersheds, including the Big Hole, Ruby, Madison, Jefferson, Beaverhead, and South Boulder.	Guiding Principles 1, 2 and 4. Land Use, Economy, Environment, and Public Services Goals.
✓ Adopt Capital Improvements Plan.	County prepared and adopted a CIP, which is being implemented and periodically updated (18). A full-scale review/update should be done.	All Guiding Principles. All Goals.
✓ Identify Areas "Reasonably Accessible" to Emergency Services.	County identified subdivision standards and incorporated these into its subdivision regulations. Mapping of response times included in this update.	Guiding Principles 1 and 4. Land Use and Public Services Goals.

Priority Actions <input checked="" type="checkbox"/> = Done <input checked="" type="checkbox"/> = Progress Made <input type="checkbox"/> = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
<input checked="" type="checkbox"/> Establish Ongoing County Comprehensive Planning Program.	County budgets annually, now, for the County Planning Office.	All Guiding Principles. All Goals.
<input checked="" type="checkbox"/> Publish & Distribute <u>Code of the New West</u> .	County has published two editions of this publication (19). Distribution is ongoing. Need more effective means for getting this into the hands of property owners when it is most useful and effective.	All Guiding Principles. All Goals.
<input checked="" type="checkbox"/> Publish & Distribute Subdivision Application Guide.	County has published this and distributes it regularly. Materials are now posted on the County's website.	All Guiding Principles. All Goals.
<input checked="" type="checkbox"/> Establish Interagency Steering Committee.	County established this committee, which meets quarterly.	All Guiding Principles. All Goals.
<input checked="" type="checkbox"/> Meet Annually with Municipal Officials and Local Service Providers.	County has not set up annual meetings. Annual meetings with County Planning Boards (and interested town boards) started in 2008.	All Guiding Principles. All Goals.
<input checked="" type="checkbox"/> Support State Legislation for Planning & Agriculture.	County has monitored these issues at each session of the Montana Legislature, and has provided input.	All Guiding Principles. All Goals.
<input checked="" type="checkbox"/> Conduct County Economic Analysis.	The Madison County Economic Development Council collects data. Madison County participates in developing the Community Economic Development Strategy (CEDS) prepared for the region by Headwaters RC&D (11).	All Guiding Principles. All Goals.

Priority Actions <input checked="" type="checkbox"/> = Done <input checked="" type="checkbox"/> = Progress Made <input type="checkbox"/> = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
<input checked="" type="checkbox"/> Revise County Subdivision Regulations.	<p>County revamped its regulations in 2000, based on the 1999 Comprehensive Plan. A major amendment was made in 2006 to conform to the 2006 Madison County Growth Policy (1). Since then, the County has amended the regulations twice and passed a resolution allowing limiting the number subdivision applications accepted. The County needs to update to incorporate work done on important wildlife habitat (through mapping, WildPlanner and CAPS), suggestions from public (Growth Policy questionnaire), and legislative changes. Work still needs to be done on productive ag land, adequate water supply, scenic views, cultural/historical resources, and defining "close to services".</p> <p>Subdivision by rent or lease has developed into an issue.</p>	<p>All Guiding Principles. All Goals.</p>
<input checked="" type="checkbox"/> Institute Enforcement Program for Subdivision and Zoning Compliance.	<p>County has set up a subdivision compliance program, but not one for zoning.</p> <p>Subdivision by rent or lease has developed into an issue.</p>	<p>All Guiding Principles. All Goals.</p>
<input type="checkbox"/> Zone River Corridors.	<p>County has not zoned any river corridors, though in 2011 the Planning Board recommended zoning the Madison River and its tributaries (20). The County Commissioners decided to seek voluntary compliance. The County is pursuing a position of educator/collaborator to educate property owners before building to address streamside protection, weeds, wildlife recommendations and geologic considerations, and distribution of Code of the New West.</p>	<p>Guiding Principles 2, 5. Land Use, Environment, Recreation and 3C's Goals.</p>
<input type="checkbox"/> Zone Public Lands.	<p>County "interim" zoned BLM exchange tracts, but this zoning has expired. County has not zoned any other public lands.</p>	<p>All Guiding Principles. All Goals.</p>

Priority Actions <input checked="" type="checkbox"/> = Done <input checked="" type="checkbox"/> = Progress Made <input type="checkbox"/> = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
<input checked="" type="checkbox"/> Conduct Cost of Services Study, and Institute Development Payment Program.	County has established a practice of negotiating payments as a part of subdivision review. County has reservations about the validity of the cost-of-services study methodology. County waited until State law was changed to expressly allow development impact fees; since then, County continues to explore the possibility of impact fees. Policy related to the results of the Fiscal Impact Analysis is to be incorporated in the growth policy and (possibly) subdivision regulations (3).	All Guiding Principles. All Goals.
<input checked="" type="checkbox"/> Adopt Right to Farm Ordinance.	County adopted a Right to Farm Policy.	Guiding Principles 1, 3, 5. Land Use, Economy and Environment Goals
<input checked="" type="checkbox"/> Encourage Voluntary Land Conservation.	County does this regularly. Working with Big Hole watershed on potential reimbursement programs for landowners.	Guiding Principles 2, 3, and 5. Land Use, Economy, Environment, Recreation Goals.
<input type="checkbox"/> Establish a Program for Purchase of Development Rights.	County has made no progress here.	All Guiding Principles. All Goals.
<input type="checkbox"/> Inventory Scenic Views and Cultural/Historic Resources.	County has made no progress here.	Guiding Principle 1. Land Use and Economy Goals.

Priority Actions ✓ = Done ☒ = Progress Made ○ = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
○ Explore Possibilities for Re-aggregation of Lots, Subdivision Redesign, and Agricultural Uses of Idle Lands.	County has made no progress here. However, the Madison Valley Ranchlands Group has made strides in promoting agricultural uses of idle lands. The Madison Watershed Partnership is continuing dialogue with some land trusts who support the idea of finding methods for re-aggregating fragmented subdivided lands for agricultural uses.	All Guiding Principles. All Goals.
☒ Coordinate County Economic Development Activities with Existing State & Local ED Groups.	County provided start-up technical assistance to the Madison County Economic Development Council. Technical assistance is provided as needed. Participate in the Comprehensive Economic Development Strategy (CEDS) developed by Headwaters RC&D (11).	All Guiding Principles. All Goals.
○ Explore Property Tax and Other Incentives for Economic Development.	County has made no progress here.	All Guiding Principles. Land Use, Economy, Environment, Recreation, Public Services Goals.
☒ Map the 100-year Floodplain along Six Rivers.	County has worked with other counties to accomplish a floodplain study of the Big Hole River (21) and channel migration mapping of the Ruby River (22). County is supporting and participating in the Upper Missouri Headwaters Channel Migration mapping.	Guiding Principle 1.
☒ Work collaboratively to implement the Madison County Housing Needs Assessment and Five-Year Plan	Planning continues to work with others investigating ways of improving affordable housing conditions throughout the County. A County Housing Board was established but later disbanded as other implementation measures are evaluated. Potential areas for affordable workforce housing were mapped. The 2006 study needs to be updated (12).	Guiding Principles 1, 4, 5. Land Use, Economy, and Public Services Goals.

Priority Actions ✓ = Done ☒ = Progress Made ○ = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
☒ Continue to consider development impact fees, based on feasibility study recommendations.	A working group appointed by the Commissioners began looking at impact fees. Road and fire needs were completed and mapped before progress stalled. A Fiscal Impact Analysis was completed in 2010.	Guiding Principle 1, 4, 5. Land Use, Public Services Goals.
☒ Work with Big Sky landowners to explore the need for zoning and/or a development permit program. Expand County planning services to Big Sky, including maintaining a more frequent and regular presence.	The Planning Board has made a point of meeting in Big Sky at least once a year. Planning is working with the Big Sky Fire Department, Big Sky Sewer and Water District, and Big Sky Owners Association on a development permit program.	Guiding Principles 1, 4 All Goals.
☒ Explore instituting a development permit/building inspection program, whether voluntary or mandatory, in all or parts of the County.	An initial analysis of building program requirements was prepared.	All Guiding Principles. All Goals.

Priority Actions <input checked="" type="checkbox"/> = Done <input checked="" type="checkbox"/> = Progress Made <input type="checkbox"/> = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
<input type="checkbox"/> Develop a menu of potential zoning districts and development standards that could be converted into ordinance format for application in different areas of the County. Topics to address include: <input type="checkbox"/> ridgetop development; <input type="checkbox"/> dark skies preservation; <input type="checkbox"/> building setbacks along streams; <input type="checkbox"/> urban/wildland interface; <input type="checkbox"/> geotechnical issues; <input type="checkbox"/> density limitation and density bonuses; <input type="checkbox"/> transfer of development rights; <input type="checkbox"/> entryway corridors; <input type="checkbox"/> and clustered development.	<p>No work has been done on this.</p>	<p>All Guiding Principles. All Goals.</p>

Priority Actions <input checked="" type="checkbox"/> = Done <input checked="" type="checkbox"/> = Progress Made <input type="checkbox"/> = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
<input checked="" type="checkbox"/> In cooperation with the GIS/IT Office, track new construction (by number and location) and purchase visualization software (e.g. CommunityViz) to support local area planning processes. Continue to utilize the County website more fully, to expand information and planning services to the public.	<p>Planning works closely with the Sanitarian's office to identify new construction locations, which are then field-verified by the GIS/IT office. A system for tracking construction in the Big Sky area is needed.</p> <p>The County's website is being used more extensively as an information repository. Electronic survey and commenting software was used for the growth policy.</p>	<p>All Guiding Principles. All Goals.</p>
<input type="checkbox"/> Encourage local municipalities to adopt annexation policies, and coordinate with them on the establishment of adequate public facilities ordinances.	<p>No work has been done.</p>	<p>Guiding Principle 1, 4. Land Use, Economy, Environment, Recreation, Public Services Goals.</p>

Priority Actions <input checked="" type="checkbox"/> = Done <input checked="" type="checkbox"/> = Progress Made <input type="checkbox"/> = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
<input checked="" type="checkbox"/> Support efforts to compile and analyze groundwater characterization studies through the County. <input checked="" type="checkbox"/> Explore the feasibility of developing a set of science-based local standards for water supply in new subdivisions.	<p>A study was completed for the Ruby River. The Madison River study is underway.</p> <p>No progress has been made on water supply standards for new subdivision. Proposed legislation addressing exempt wells will affect how this proceeds.</p>	<p>Guiding Principles 2, 3, 4, 5.</p> <p>Land Use, Economy, Environment, Public Services Goals.</p>
<input checked="" type="checkbox"/> Work collaboratively with other counties to achieve legislative reform that would tighten up the use of the family transfer exemption and minimized the potential for landowners to evade the Montana Subdivision and Platting Act.	<p>Draft changes to be reviewed during subdivision regulation update.</p>	<p>Guiding Principles 1, 4, 5.</p> <p>Land Use, Environment, Public Services Goals.</p>
<input type="checkbox"/> Communicate about access to public lands in Madison County.	<p>New suggestion from citizens 2012.</p>	<p>Guiding Principle 5.</p> <p>Land Use, Recreation, 3C's Goals</p>

Priority Actions <input checked="" type="checkbox"/> = Done <input checked="" type="checkbox"/> = Progress Made <input type="checkbox"/> = Not Done	What's Been Accomplished? What Hasn't?	Relevant Guiding Principles, Goals
<input type="checkbox"/> Monitor visitor survey results from the Institute of Tourism & Recreation Research that pertain to views about development.	New suggestion from citizens 2012.	All Guiding Principles. Land Use, Economy, Environment, Recreation, Public Services Goals.
<input type="checkbox"/> Identify issues/needs of our aging population.	New suggestion from citizens 2012.	All Guiding Principles. Land Use, Economy, Recreation, Public Services Goals.
<input type="checkbox"/> Improve communication between Commissioners, Planning Board and citizens/communities.	New suggestion from citizens 2012.	All Guiding Principles. 3C's Goal.
<input type="checkbox"/> Review implementation actions bi-annually (Commissioners/Planning Board).	New suggestion from citizens 2012.	All Guiding Principles. All Goals.

Table 6-4 - Other Planning Board Accomplishments Since 1999

What Else Did We Do?		Relevant Guiding Principles, Goals
Buildout Study – Portions of County (7).	2001 – covers Silver Star – Cardwell; North Meadow Creek; Sheridan-Alder; VC Ranches-Shining Mountains; Big Sky and West Fork-Raynolds Pass.	All Guiding Principles. All Goals.
County Strategic Wildland Fire Plan (6).	2003 - adopted 2012 – under revision (Community Wildfire Protection Plan)	All Guiding Principles. All Goals.
County Pre-Disaster Mitigation Plan (13).	2009	All Guiding Principles. All Goals.
County Rural Addressing System (23) (24).	2010 – amended procedures Present road naming petitions, provide address information	Guiding Principle 5. Public Services Goal.
Tall Structures/Tower Ordinance (9).	2011 - amended	Guiding Principles 4, 5. Land Use, Economy, Environment and Public Services Goals.
Airport Affected Areas.	Preliminary draft prepared; need to complete	Guiding Principles 1, 4 and 5. Land Use, Economy, and Public Services Goals.
Big Hole River Conservation Development Ordinance (25).	2004 – Participating with Big Hole Watershed Committee in periodic review.	All Guiding Principles. All Goals.
Development Design Guidelines.	Incorporated into the last revision of the <u>Code of the New West</u> (19).	All Guiding Principles. All Goals.
Madison County Housing Needs Assessment and Five Year Plan (12).	2006 (needs to be updated) Planner is on Trust Montana Board, which is investigating a mechanism for accommodating housing needs in the long term.	Guiding Principles 1, 4, 5. Land Use, Economy, and Public Services Goals.

What Else Did We Do?		Relevant Guiding Principles, Goals
Growth Policy Mapping	2011 – completed 14 maps and posted on the website: Agricultural land; development; big game summer range; big game winter range; forest species linkages; species of concern; emergency response – ambulance; emergency response – fire; emergency response law; potential hazards; water resources; sand and gravel resources; noxious weeds on public lands; and wildland urban interface.	All Guiding Principles. All Goals.
Madison Valley Growth Management Action Plan (2).	2007	All Guiding Principles. All Goals.
Madison County Fiscal Impact Analysis (3).	2010	Guiding Principle 1, 4, 5. Land Use, Public Services Goals.
Madison County Community Health Needs Assessment (26).	2011 (draft)	Public Services Goal.
Comprehensive Economic Development Strategy (11).	2007; updating in 2012 (with Headwater RC&D).	All Guiding Principles. All Goals.
Madison – Missouri River Fund	(annually) Review applications for PPL and River Fund grant projects.	Guiding Principle 2. All Goals.

7. Public Infrastructure Strategy

A Capital Improvements Plan (CIP) for Madison County was completed in 2001 and has been updated twice since then (18). The Plan outlines the County's capital improvement needs, projects the County's financial capacity to address these needs, identifies potential sources of funding, and offers a set of management policies and financial strategies for meeting the County's most important needs using available resources.

An underlying premise of the CIP is that County capital investments should support the guiding principles, goals and objectives, and development policies of the Madison County Growth Policy. Accordingly, the CIP has been used extensively to support an aggressive County bridge repair and replacement program. The CIP has also served as documentation of the need for courthouse restoration and expansion.

The CIP has helped Madison County officials secure additional funding to meet pressing capital needs. The CIP is reviewed periodically and, over time, should become a more direct part of the County's budget process. The CIP should be comprehensively reviewed and updated in the near future.

A Fiscal Impact Analysis addressing the County's ability to pay for future road and fire improvements was completed in 2010 (3). This analysis illustrates the cost to the county of locating new development away from existing services and communities, and how well new development pays its own way.

Impact fees have been under discussion since 2008 as a method of having development pay its own way.

8. Intergovernmental Coordination

8.1 Special Planning Areas

Madison County encompasses a variety of landscapes and communities. While the County Growth Policy offers an overall framework for guiding future growth and change, other more specific plans treat more localized development issues and opportunities in greater detail. The Growth Policies adopted by the towns of Ennis (27), Sheridan (16), Twin Bridges (17) and Virginia City (28) are incorporated by reference. The Community Economic Development Strategy (CEDS) document for the Headwaters RC&D region (11) is also incorporated by reference, as well as the more specific area plans, policy plans, and guideline documents that have been adopted as County Comprehensive Plan Amendments and 2006 Growth Policy Amendments.

8.2 Coordination with Community Plans

Ennis, Sheridan, Twin Bridges, and Virginia City each have an adopted comprehensive plan or growth policy. These community plans offer Madison County additional guidance in making land use and development decisions on lands located close to established townsites.

The 1995 Virginia City Comprehensive Plan and 1996 Ennis Comprehensive Plan Update both cover a planning area beyond town limits, as allowed by Montana state statutes (Virginia City's plan goes one mile out; Ennis' plan goes three miles out). Land development and conservation proposals reviewed by Madison County for the outlying areas of Ennis or Virginia City should be evaluated against not only this Growth Policy, but also the town's plan. These two community plans are hereby incorporated into the County Policy, in an effort to promote coordinated planning by Madison County and its municipalities.

Following a recommendation made in the 1999 Comprehensive Plan, the County Commissioners established the Interagency Coordinating Group, composed of county officials as well as state and federal land managers. The Group meets quarterly and exchanges information about current and upcoming projects of mutual interest.

Another recommendation contained in the Plan, not yet fully implemented, is to have an annual meeting with municipal officials and local service district representatives in Madison County. This Growth Policy Update reaffirms the value of this recommended action.

Master plans and/or overall development plans have been approved for the resort developments in Big Sky, Yellowstone Club and Moonlight Basin. As the projects are built out, they should be replaced with community based plans.

8.3 Incorporation of Other County Plans

Area, facility, or program-specific plans adopted by Madison County officials should be prepared and carried out in a manner consistent with the Growth Policy. The following plans, and their amendments and revisions, are incorporated in this Growth Policy:

- Madison Valley Growth Management Action Plan, 2007 (2).
- Madison County Strategic Wildland Fire Plan, 2003 (6).
- Madison County airport master plans (8).
- Madison County Integrated Weed Management Plan, 2012 (10).
- Madison County Housing Needs Assessment and Five-Year Plan, 2006 (12).
- Madison County Emergency Operations Plan, 2011 (14).
- Madison County Pre-Disaster Mitigation Plan, 2003 (13).
- Big Hole Watershed Land Use Plan, 2003 (15).
- Madison County Capital Improvements Plan (plus amendments), 2001 (18).
- Madison County Community Health Needs Assessment, 2011 (26).
- Madison County Resource Planning Guidance, 2004 (29).
- Madison County Development Design Guidelines, 2005 (30).

Wherever possible in keeping with state law, implementation and any future revision of these specific plans should adhere to the Guiding Principles, goals and objectives, and policies of the Madison County Growth Policy.

8.4 State and Federal Agency Plans

A significant portion of property within Madison County is owned and managed by federal and state agencies. The agencies are consulted during the subdivision process. The Interagency Coordinating Group facilitates discussions among the agencies and the county to minimize conflicts and encourage cooperation. Resource Planning Guidance (29), adopted in 2004, describes how Madison County will participate in plans prepared by federal agencies.

9. Growth Policy and Subdivision Review

9.1 Review Criteria

In 2009, the Montana legislature modified 76-3-608(3)(1), MCA, by splitting the review criterion “effect on wildlife and wildlife habitat” into 2 separate criteria. This increases the subdivision review criteria from six to seven: (1) effect on agriculture; (2) effect on agricultural water user facilities; (3) effect on the natural environment; (4) effect on wildlife; (5) effect on wildlife habitat; (6) effect on local services; and (7) effect on public health and safety. Three criteria of local importance were added to the statutory requirements: effect of proposed subdivision on County resources; effect of proposed subdivision on the County’s economy; and effect of proposed subdivision on public services provided by other entities in the County. The September 2006 Madison County Subdivision Regulations contain a discussion of the original six criteria, with wildlife and wildlife habitat combined into one review criteria, and the three local criteria. The modified discussion, which will need to be incorporated in the subdivision regulations, is given in APPENDIX B. Basic terms are defined in APPENDIX A.

The discussion questions associated with each of the subdivision review criteria are designed to identify whether or not a proposed subdivision is likely to trigger significant changes, whether or not these changes are positive or negative or neutral, and whether or not any negative impacts can be mitigated. These questions, in combination with definitions provided in Appendix A of the Subdivision Regulations, serve to define the criteria. As funds become available and opportunities arise, it would be helpful to expand upon these definitions in two ways: (1) compile baseline data pertinent to each review criterion; and (2), through a public planning process, establish acceptable thresholds of change in each case.

9.2 Subdivision evaluation process with respect to criteria

At the time of pre-application, subdivision applicants are informed that their projects will be evaluated against the ten review criteria. All subdivision applications must address these criteria to some degree; those that include an environmental assessment must consider them in more detail.

As a part of their evaluation of each proposed subdivision, the Madison County Commissioners, Planning Board, and Planning staff considers these review criteria. The Planning staff’s written report on each proposed subdivision includes a discussion of each review criterion, followed by a set of recommended Findings of Fact which provide a conclusive statement about each criterion. The Planning Board’s written recommendations to the County Commissioners do likewise. The County Commissioners’ written decision on each plat outlines, criterion by criterion, both a discussion and a concluding Finding of Fact. In addition, the County Commissioners provide the subdivider with a written statutory and regulatory justification for their subdivision decision.

In cases where a proposed subdivision is deemed likely to generate negative effects, the County Commissioners' written decision on the project reflects whether or not the impacts can be mitigated and, if so, how. Methods of mitigation are expressed as preliminary plat approval conditions which must be met before final plat approval can be granted.

A subdivision application may be exempted from being evaluated against the review criteria, as outlined in state law (MCA 76-3-201 et seq.).

9.3 Public Hearing Process

Public hearings on proposed subdivisions are conducted according to the following procedures:

- Planning Board President opens the public hearing.
- Planner provides a summary of the subdivision application and staff report.
- Subdivision applicant is given an opportunity to make comments.
- Planning Board members are given an opportunity to ask clarifying questions of the subdivision applicant and Planning staff.
- Members of the public have an opportunity to make comments.²³
- Public comment is closed and Planning Board discussion takes place.
- If Planning Board members feel prepared to make a decision on the project, they vote to recommend project approval, conditional approval, or denial.
- If Planning Board members feel they need more information or time to consider the project before voting, or if the subdivision applicant wishes to modify the project and bring a revised proposal back to the Planning Board, or if the public hearing has gone on more than two hours and there are still citizens who haven't had a chance to testify, the Planning Board may opt to extend the public hearing in accordance with the review time requirements outlined in state law.
- Once all public comments have been received within the allowable timeframe, and once the Planning Board has taken its vote, the Planning Board President closes the public hearing.

9.4 Purpose/Role of Overall Development Plan

The overall development plan shows the future development potential of areas which are contained within a single tract or ownership but not included in a subdivision proposal. Overall development plans are evaluated and reviewed following the same process used for subdivisions. An overall development is useful for both the public sector and the private sector in making investment decisions.

²³Public comments may be made either verbally or in writing. Written comments must be submitted to the Planning Board by the close of the public hearing.

9.5 Exemptions

Certain subdivisions are exempt from review under the seven review criteria and/or surveying requirements. The County defines how the exemptions are reviewed to determine whether they are eligible for the proposed exemption.

10. Other Elements

10.1 Madison Valley Plan

The 1988 County Comprehensive Plan Update contained an area-specific plan for the Madison Valley (31). Since preparation of the 1988 Update, residential and recreational development has continued in many parts of the valley. During that time, the Madison County Planning Board found the Madison Valley Plan to be useful in some respects and problematic in others.

Several of the Madison Valley Plan's area-specific policies for future land development and conservation remain relevant and are hereby reaffirmed. A few were slightly modified in 1999, and are hereby reaffirmed. The updated policies are outlined below:

- Madison River Corridor. Preserve and protect the entire corridor, from Quake Lake north to the County line, from encroachment by development. Specifically, the following values should be protected: scenic, fish and wildlife, recreation, agricultural, historic and archaeological, and floodplain sites.
- County Road System. Locate new subdivisions in areas where they can be served by existing roads, and where these roads are capable of providing an adequate level of services without increasing the cost of services.
- Recreational Amenities. Locate new subdivisions in areas which will not adversely impact present or future recreational amenities, including the Madison River Corridor, Ennis Lake, national forest lands, and other public lands. Big game winter ranges, public access routes to public lands, fishing access sites, and campgrounds should be protected from improper or incompatible development in order to preserve and protect wildlife resources and promote recreation and tourism elements of the economy.
- Agriculture. Subdivisions locating adjacent to agricultural lands must fully consider the impacts of development on the agricultural operations. In addition, key agricultural lands should be protected from development or other uses which would forever remove them from agricultural production. Encourage clustered development. Incentives should be developed to implement this policy, and private property rights should be respected.
- Mining. Limit or prohibit residential development close to operating mines or important mineral deposits where surface and mineral estates are separately owned.
- Highway corridors. Development adjacent to the highways leading in and out of Madison Valley's communities should be aesthetically pleasing, in keeping with the scenic beauty of the valley.

The land use recommendations and map contained in the 1988 Madison Valley Plan had grown outdated and were dropped in 1999:

The Madison Valley Plan's density recommendations for residential land use promote an unfortunate "bull's eye" pattern of scattered rural residential development. Lots of one acre are encouraged in the suburban area immediately surrounding the Town of Ennis; lots up to 2.5 acres in size are recommended between the suburban area and a ten-mile radius from Ennis; and lots of 5-20 acres are encouraged in more remote locations. This recommended land use pattern invites conversion of agricultural land and other open space to a landscape of "ranchettes". It offers no strategy for preserving open space while accommodating new development on a limited scale or through clustering.

10.2 1983 Madison River Corridor Study

Action plan recommendations of the 1983 Madison River Corridor Study (32) were incorporated into the 1988 Madison Valley Plan. These recommendations urged an aggressive but totally voluntary approach to river corridor preservation and protection, through the tools of conservation easements, land trades, cooperative management, and sensitive subdivision design. In 1993, the Madison County Planning Board and County Commissioners amended County subdivision regulations to include a required 500' building setback from the Madison River. Construction close to the riverbank has continued to occur on pre-existing subdivision lots and certificate of survey parcels.

The totally voluntary approach recommended by the 1983 Madison River Corridor Study can no longer be endorsed. In addition to subdivision regulations governing new construction along the river on newly created lots, Madison County landowners and elected officials should consider zoning as an additional regulatory tool. A recommended approach for using this tool is discussed under Plan Implementation. At the request of the Commissioners and after extensive public review and comment, the Planning Board proposed a resolution to address pre-existing parcels in 2010 (20). The Commissioners declined further action on the resolution, and directed the Planning Board to consider means of implementing the recommendations contained within the resolution as guidelines for development throughout the County.

10.3 Madison Valley

Over time, a revised set of land use recommendations should be prepared by Madison Valley landowners themselves. They should also revisit, expand, and clarify the above-listed policies for guiding future growth and development in the Madison Valley.

Members of the Madison Valley Ranchlands Group worked on a land use plan and possible zoning district for several North Meadow Creek properties. Their "neighborhood" plan, in combination with landowner-led planning efforts in other parts of the Madison Valley, provided the basis for the Madison Valley Growth

Management Plan (2). Such area-specific plans will be incorporated into the County Growth Policy.

Other Madison Valley landowners are strongly encouraged to begin working on land use plans for their respective neighborhoods (See Plan Implementation). All such efforts should be consistent with the above-listed Madison Valley land use policies and the Guiding Principles, goals and objectives, and policies expressed in the Madison Valley Growth Management Action Plan and this Growth Policy.

10.4 Ruby Valley, Jefferson Valley, Beaverhead Valley

Land use plans for these other areas of Madison County do not exist. The landowner-led, neighborhood planning approach outlined above for the Madison Valley is encouraged here as well (See Plan Implementation). Channel migration mapping done on the Lower Ruby River (22) is a useful tool for estimating river movement.

10.5 Virginia City/Nevada City Area

Despite an ongoing and aggressive preservation effort, the historic resources and character of Virginia City and Nevada City remain threatened by the potential for inappropriate development on lands adjacent to the historic towns. Of particular concern is the use of the family transfer exemption to create lots. One parcel just outside of Virginia City was split into 13 lots through a series of family exemptions. These lots were created without consideration of any of the subdivision review criteria, especially public safety. A land use plan and land use regulations are needed to guide future growth and development in the area surrounding the incorporated limits of Virginia City (See Plan Implementation).

Such planning should consider the historic preservation, entryway corridor, watershed protection, and viewshed protection goals and objectives contained in the Virginia City Comprehensive Plan. In addition, the Guiding Principles, goals and objectives, and policies of this Growth Policy should be upheld. An effective planning process will require involvement by not only town and county officials, but also affected landowners (including the State of Montana) and other local citizens. Any joint city-county-landowner planning effort should respect private property rights as set out in law, and the jurisdictional authority of each governing body.

10.6 Big Hole Watershed

A landowner-led effort to address development on the Big Hole River resulted in the adoption of the Big Hole Conservation Standards (25) by the four counties that share the river. The local land-use committee continues to address development issues, with proposals addressing floodplain development and payments for good environmental stewardship. Channel migration mapping on the Big Hole River (21) is being supplemented to produce usable floodplain maps for the Big Hole.

11. List of Appendices and Reference Documents

11.1 Appendices

APPENDIX A. Glossary of Terms

APPENDIX B. Discussion of Subdivision Review Criteria

11.2 Reference Documents

1. *Madison County Growth Policy (adopted September 2006) and Madison County Comprehensive Plan Update (adopted 1999)*. 2006.
2. *Madison Valley Growth Management Action Plan*. 2007.
3. *Fiscal Impact Analysis for Madison County*. 2010.
4. *Summary of Growth Policy Questionnaire (Fall 2011) and Public Meetings (Spring 2012)*. 2011-2012.
5. *Montana Department of Natural Resources and Conservation: Guidelines for Development within the Wildland-Urban Interface, September 24, 2009*. 2009.
6. *Madison County Strategic Wildland Fire Plan*. 2003.
7. *Madison County Build-Out Study*. 2001.
8. *Airport Plans – Twin Bridges, Ennis Big Sky*. Various Years.
9. *Ordinances 1-2003 and 1-2011, Tall Structures/Towers* . 2003, 2011.
10. *Madison County Integrated Weed Management Plan*. 2012.
11. *Headwaters Resource Conservation and Development District: Comprehensive Economic Development Strategy*. Various Years.
12. *Madison County Housing Needs Assessment and Five-Year Plan*. 2006.
13. *Madison County Pre-Disaster Mitigation Plan*. 2003.
14. *Madison County Emergency Operations Plan*. 2011.
15. *Big Hole Watershed Land Use Plan*. 2003.
16. *Sheridan Growth Policy Update*. 2010.
17. *Twin Bridges Growth Policy*.
18. *Madison County Capital Improvement Plan*. 2001 (plus amendments).
19. *Madison County Code of the New West*. 2006.
20. *Proposed Resolution: Streamside Protection Standards and Permitting Process for Madison County Waterways Within the Madison River Watershed* . 2010.
21. *Big Hole River Channel Migration mapping (and revisions)*.
22. *Lower Ruby River Channel Migration Mapping*.
23. *Ordinance No. 3-2000, An Ordinance Establishing an Orderly System for Naming Roads, Addressing Property, Placing Road Intersection Signs, and Insuring Continuity for Future Growth in Madison County*. 2000.
24. *Resolutions 34-2004, 15-2010 – Establishing Policy for Naming and Renaming Roads in Madison County*. 2004, 2010.
25. *Ordinance 1-2004 Big Hole River Conservation Standards and Development*. 2004.
26. *Madison County Community Health Needs Assessment*. 2011.
27. *Ennis Comprehensive Plan*.
28. *Virginia City Comprehensive Plan*.
29. *Madison County Resource Planning Guidance*. 2004.
30. *Madison County Development Design Guidelines*. 2005.

31. *Madison Valley Plan*. 1988.
32. *Madison River Corridor Study*. 1983.

APPENDIX A - Glossary of terms

- **Agricultural water user facility:** Any part of an irrigation system used to produce an agricultural product on property used for agricultural purposes.
- **Agriculture:** The practice of cultivating the ground, raising crops, and/or rearing animals.
- **Big game summer range:** Habitat which supports the larger hunted animals (e.g., deer, elk, and moose) during the summer months.
- **Big game winter range:** Habitat which supports the larger hunted animals (e.g., deer, elk, and moose) during the winter months.
- **Capital investment:** Money spent to build, expand, or otherwise improve major public facilities (see definition of capital improvements program)
- **Capital improvements program (CIP):** A program outlining where, when, and how much a community or county plans to invest in major public facilities over the next 5-10 years. A CIP may address items such as roads and bridges, emergency service facilities and equipment, school and library buildings, sewer and water systems, solid waste disposal sites.
- **Certificate of survey (COS):** A drawing of a field survey prepared by a registered land surveyor for the purpose of disclosing parcel features and boundary locations. COSs are often filed as a legal document to describe land divisions which are exempt from the subdivision review process.
- **Clustered development, or clustering:** Grouping houses on part of a property while maintaining a large amount of open space on the remaining land.
- **Comprehensive plan (or master plan, as described in Chapter 76 of Montana State Statutes):** A publicly prepared plan which describes current and future conditions of a community or county, outlines goals and objectives for land use and other features of community life, and recommends implementation measures designed to help achieve the goals.
- **Conservation easement:** A voluntary restriction of land use, particularly with respect to residential development. A landowner may sell or donate a conservation easement to a public or private land trust.
- **Constitutional Amendment No. 75 (CI-75):** A successful 1998 Montana ballot measure requiring an election and voter approval of any new or increased tax imposed by state or local governments, school districts, and other taxing districts.

- **Cost-of-services study:** Research conducted to estimate the cost of local services required by different kinds of development or land use, relative to the property taxes paid.
- **Deed restriction:** A voluntary land use restriction placed by a landowner on his or her property.
- **Density:** The number of buildings or housing units on particular area of land.
- **Emergency services:** Community services such as fire protection, law enforcement, ambulance service, quick response, search and rescue, flood and disaster relief. Emergency services are generally provided by local governments or private, nonprofit organizations.
- **Entryway corridor:** The roadway corridor leading into and out of a community. Often, the corridor is an area of transitioning land uses, with more intense and urban activities located closest to the community center.
- **Floodplain:** Generally the channel of a river or stream and the area adjoining a river or stream, which would be covered by floodwater of a base flood except for designated shallow flooding areas that receive less than one foot of water per occurrence. The floodplain consists of a floodway and a floodway fringe.
- **Geographic information system (GIS):** A method of computer mapping that enables layers of land-related information (e.g., soils, roads, waterways, buildings) to be illustrated and analyzed in various combinations. GIS maps and databases may be used to predict future conditions under different hypothetical scenarios.
- **Infrastructure:** Public facilities such as sewer and water systems, roads and bridges, and buildings.
- **Initiative 105 (I-105):** A property tax freeze approved by Montana voters in 1986. I-105 capped at 1986 levels the number of mills Madison County officials can levy (see mill levy definition).
- **Intermontane:** A term used to describe the drainage basins which lie between mountain ranges.
- **Intermountain Seismic Belt:** An earthquake-active area of the Rocky Mountain West.
- **Land exchange:** Typically, the process by which a public land management agency trades or sells a parcel of public land in exchange for the acquisition of land which is deemed to hold higher resource values for public purposes.

- **Land trust:** A nonprofit organization that receives property, conservation easements, and development rights as a way of promoting goals such as open space preservation and farmland protection. A land trust may accept donations and/or make purchases.
- **Local services:** Any and all services or facilities that local government entities are authorized to provide.
- **Mill levy:** The level of property tax set by a local government. One mill equals one one-thousandth of the total taxable value of the particular jurisdiction.
- **Montana Code Annotated (MCA):** Montana statutes.
- **Municipality:** An incorporated city or town.
- **Natural environment:** The physical conditions which exist within a given area, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic considerations.
- **Open space:** Defined by Montana state statutes, as "...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."
- **Payment-in-lieu-of-taxes (PILT):** Annual payment made by the federal government to each county government where federally managed public lands are located. The payment is intended to compensate county governments, in part, for the fact that public lands are exempt from local taxation.
- **Prime farmland:** As defined by the Natural Resources Conservation Service, those lands which are best suited to producing food, feed, forage, fiber, and oilseed crops. In Madison County, prime farmland has an adequate and dependable supply of irrigation water, favorable temperature and growing season, and acceptable acidity and alkalinity.
- **Prime forestland:** As defined by the U.S. Forest Service, those timberlands which have soil capable of growing wood at the rate of 85 cubic feet or more per acre per year in natural stands and are not in urban or built-up land uses or water.
- **Public health and safety:** A condition of optimal well-being, free from danger, risk, or injury for a community at large, or for all people, not merely for the welfare of a specific individual or a small class of persons.
- **Public services:** Services and facilities provided to the general community by government or quasi-public entities. Examples include: roads and bridges,

emergency services, schools and libraries, sewer and water systems, and solid waste disposal.

- **Ranchette:** A term used to describe small acreages of rural residential development, where landowners generally have a homesite, a few horses or livestock, and a fenced perimeter.
- **Re-aggregating lots:** Voluntary action by a landowner or group of landowners to reassemble lots previously created by land division, in order to create one or more larger parcels.
- **Right-to-Farm law:** A Montana state law which excludes standard agricultural practices from being considered “nuisances.”²⁴
- **Riparian area:** Defined by the University of Montana’s Riparian and Wetland Research Program, as the “green zone” which lies between channels of flowing water and uplands and which serves several functions, including: water storage and aquifer recharge, filtering of chemical and organic wastes, sediment trapping, bank building and maintenance, flow energy dissipation, and primary biotic production.
- **Species of special concern:** Types of wildlife and vegetation which are considered by the Montana Natural History Program and U.S. Fish and Wildlife Service to be threatened, endangered, or otherwise vulnerable to decline.
- **Subdivision:** The division of a parcel of land into lots for future sale and/or development. In Montana, proposed land divisions that create one or more parcels containing less than 160 acres are generally called subdivisions, and they must be reviewed and approved by the local governing body.
- **Subdivision moratorium:** Action by a local government to stop, for a specified period of time, the subdivision review and approval process. This action is usually undertaken in order to allow time for the adoption or revision of a comprehensive plan or subdivision regulations.
- **Viewshed:** The landscape visible from a particular viewing point.
- **Watershed:** All of the land from which water flows into a particular water body.
- **Wildlife:** Living things which are neither human nor domesticated nor plant.
- **Wildlife habitat:** Place or type of site where wildlife naturally lives and grows.

²⁴ The statutory provision is found in section 27-30-101 MCA

- **Zoning:** A regulatory tool available to local governments to designate the location and character of various land uses.²⁵

²⁵ Refer to Chapter 76 of the Montana State Statutes for a more detailed description of the comprehensive plan, subdivision review process, and zoning.

APPENDIX B. Discussion of Public Interest Criteria

Note: The following questions are intended to be used as a guide for addressing the public interest criteria. The subdivider must demonstrate, through the environmental assessment, that the proposed subdivision has been designed with consideration of these criteria.

#1. Effect of proposed subdivision on agriculture

- Has the land historically been used for agriculture? How is the land currently used, and what are the proposed uses? If the land is not currently used for agriculture, does it have potential as highly productive agricultural ground?
- What percentage of this land is considered “prime or unique farmland” (according to Natural Resource Conservation Service definition), or “prime forestland” (according to U.S. Forest Service definition)?
- What percentage of this land can be described as “productive” agricultural land, taking into consideration factors such as: soil quality, topography, climate, vegetation, availability of water, existing land use patterns, technological and energy inputs required, suitability for crop-raising/livestock grazing/timber growth, and accepted agricultural practices?
- Is the proposed subdivision designed to keep a portion of the land in agricultural use? Is the proposed subdivision designed to avoid development of the most productive acreage? Is the proposed subdivision designed to avoid development of acreage that plays a vital role in an existing agricultural operation (e.g., spring pasture)?
- If the subdivision is approved, how much land will be taken out of agriculture?
- Is this proposed subdivision intended to provide an agricultural producer with funds that will help maintain or expand an existing agricultural operation in Madison County?
- Will irrigation water rights be conveyed with the proposed lots? If so, is there a plan for the distribution of water to the lots?
- Are upslope or downslope properties currently irrigated? If so, how will the proposed subdivision affect them? How will they affect the proposed subdivision?
- What are the adjacent land uses? Is the majority of adjacent land in agricultural use? Is the majority of adjacent land subdivided into lots less than 160 acres in size?

- What measures will be taken to ensure that the proposed subdivision will not conflict with nearby agricultural operations (e.g., perimeter fencing, strategies to control wildlife populations and prevent wildlife displacement or attraction, restrictive covenants pertaining to domestic pets, etc.)?

#2. *Effect of proposed subdivision on agricultural water user facilities*

- Are there irrigation ditches, canal, and other water user facilities (and associated easements) on this land? If so, have affected water users been notified of the proposed subdivision, and have they expressed any concern about its effect on their facilities? Are the easements adequate to protect water user facilities and allow for routine maintenance?
- Will water rights stay with the land proposed for subdivision? If so, how will distribution of the subdivision water be managed?

#3. *Effect of proposed subdivision on the natural environment*

- *Surface water quality.* Does the proposed subdivision contain or lie adjacent to a water body? If so, is it designed to prevent erosion or other potential surface water quality problems?
- *Groundwater quality.* Do soil characteristics indicate the land may be vulnerable to groundwater pollution from development? If so, how is the proposed subdivision designed to minimize the potential for groundwater pollution?
- *Soil erosion potential.* Are soils on the land considered erodible, according to the Madison County Soil Survey and on-site inspection? Is the proposed subdivision designed to avoid or minimize construction on the more erodible soils? If not, what measures are proposed to prevent erosion?
- *Surface water run-off.* Is the proposed subdivision designed to avoid or minimize drainage problems? Has a grading and drainage plan been prepared to prevent potential drainage problems?
- *Vegetative health.* Is the land located in an area where threatened and/or endangered plant species are known to exist? If so, what mitigation measures are proposed to protect the species? Is the proposed subdivision designed to protect natural vegetation and limit road length, so as to prevent the spread of noxious weeds? What is the noxious weed condition of the land? Has the subdivider begun the process of preparing a weed management plan for review and approval by the Madison County Weed Board?

- *Air quality.* Does this proposed subdivision have the potential to degrade neighborhood air quality? If so, what mitigation measures are proposed to protect air quality?
- *Riparian areas, wetlands, flood-prone areas.* Do soils, vegetation, and Madison County flood-prone area maps indicate that the land includes any of these types of areas? If so, is the proposed subdivision designed to avoid construction (buildings and/or roads) in these areas? If not, have the necessary permits been applied for?
- *Natural topography.* Does the contour map identify areas of steep slope (25% or greater)? If so, is the proposed subdivision designed to avoid these steep slopes? Will construction of the subdivision reasonably maintain the natural topographic features of the land?
- *Open landscape, scenic beauty.* Is the proposed subdivision designed to conserve land by clustering homesites and maintaining significant open space? Is it designed to avoid ridgetops and visual encroachment into river corridors? Is it designed to conserve any views and vistas which are identified in an adopted land use plan?

#4. *Effect of proposed subdivision on wildlife and*

#5. *Effect of proposed subdivision on wildlife habitat*

- What types of wildlife are found (or likely to be found) in the habitat where this proposed subdivision is located? Consider both game species and non-game species of animals, birds, reptiles, amphibians, and fish. Consider both permanent and seasonal wildlife populations.
- Is the proposed subdivision located in big game winter range, an area of elk calving, and/or a wildlife migration corridor?
- Is the proposed subdivision located in a wildlife breeding area?
- Is the proposed subdivision located in habitat which supports threatened and/or endangered species?
- Is the proposed subdivision located in or adjacent to an area considered by wildlife specialists to be rich in wildlife resources?
- If the proposed subdivision is located in an area considered rich in wildlife resources, is the subdivision designed to minimize negative impacts on the wildlife?

---- Development design measures could include clustering, reduced number of lots, buffer zones, access or use limitations, conservation easements, restrictive covenants, wildlife habitat enhancement projects, and wildlife habitat replacement areas.

---- Negative impacts could include wildlife harassment, displacement, endangerment, and either population loss or uncontrolled population increase.

- If the proposed subdivision is located adjacent to an area rich in wildlife resources, what measures are proposed to protect the adjacent habitat and wildlife population from being negatively impacted by the development?
- Is the proposed subdivision likely to put the immediate area close to, at, or over the limits of being able to sustain existing wildlife populations?
- Is the proposed subdivision likely to displace wildlife in a way that will create problems for adjacent landowners?

#6. *Effect of proposed subdivision on local services*

- Will the proposed subdivision connect to existing community water and sewer systems? If so, can these existing systems handle the additional demand?
- How much additional traffic will the proposed subdivision generate? Can local roads/bridges handle the additional load on a year-round basis? If not, what capital improvements will be necessary?
- Is the proposed subdivision likely to put local services close to, at, or over their limits of service capability?
- At full build-out, what will the proposed subdivision require of local law enforcement, fire district, quick response unit, ambulance service, and school district (Estimate in terms of annual cost, increased demand, or other measure)? How does this compare with the local services demanded of the current land uses?
- At full build-out, what will the proposed subdivision generate in annual property tax revenues (using current dollars)? How does this compare with the property tax revenues being paid currently?
- If the proposed subdivision appears likely to generate insufficient property taxes to cover the local services it will require, has the applicant agreed to make any payment towards bridging the gap?
- Will this proposed subdivision add to the County's affordable housing stock ("affordable", as defined by the U.S. Dept. of Housing and Urban Development)?
- Will this proposed subdivision have adequate utility service (power, telephone, solid waste disposal)?

#7. *Effect of proposed subdivision on public health and safety*

- Do well logs from nearby wells demonstrate a clean and adequate water supply in the area (Well logs should pertain to nearby lands which are comparable in elevation, soil type, and topography to the land proposed for subdivision)? If there are no nearby well logs available, what information has been provided to indicate

adequacy of the water supply? Have any test wells been drilled on-site and been found to produce water in accordance with state standards?

- Is the proposed subdivision located in an area of natural hazard (e.g., flooding, earthquake zone, steep slopes/unstable soils/slides, high water table, high fire hazard or designated wildland/urban interface area, habitat for potentially dangerous wildlife such as bears and mountain lions)? If so, is the subdivision designed to eliminate or overcome the hazard?
- Is the proposed subdivision located in an area of manmade hazard (e.g., high voltage line, high pressure gas line, shooting range or public hunting grounds, airport, heavy industrial activity, heavy traffic volume, unmaintained/seasonal public road, polluted air or water supply)? Will the proposed subdivision attract potentially dangerous wildlife such as bears and mountain lions? If so, is the subdivision designed to mitigate any such hazards?
- What is the proposed subdivision's fire risk rating? What is the fire district's Insurance Service Office rating? What fire protection measures will be taken as a part of the subdivision proposal, to maintain a low risk?
- What is the estimated response time (under good weather conditions) of various emergency services (fire protection, law enforcement, ambulance service, quick response unit) to the site? In the view of the emergency service providers, are these response times adequate to provide reasonable public health and safety protection?
- Does the proposed subdivision itself include any activity or facility which could potentially endanger the public (e.g., commercial fuel storage tank, airport activity, irrigation canal, ponds)? If so, what measures will be taken to reduce, eliminate, or overcome the hazard?

#8. Effect of proposed subdivision on other resources in the County ["Resources" are those County land and water-based assets which support a significant portion of the local economy]. *Note: Effect on agricultural resources, including timber, is covered under Public Interest Criterion #1.*

- Will the proposed subdivision impact the utilization of the County's mineral resources? Does the subdivider propose mitigating measures to reduce any potential negative impacts?
- Will the proposed subdivision impact the outdoor recreation, tourism, scenic, cultural and historic resources of the County? Does the subdivider propose mitigating measures to reduce any potential negative impacts?
- Is the proposed subdivision located on land that was previously publicly owned and then purchased or traded from a public land management agency?

- Overall, how is the proposed subdivision likely to affect the County's resource base? Is it likely to cause conflicts between resource users? What are its long-run implications, in terms of cumulative impacts?

#9. Effect of proposed subdivision on the County's economy.

- Will the proposed subdivision help to strengthen the major sectors of our local economy (e.g., agriculture, forestry, mining, recreation and tourism, retirement-related services, entrepreneurial enterprises, and construction activity)?
- Will the proposed subdivision help to diversify the economic base?
- Will the proposed subdivision utilize and protect the resources which support the major economic sectors? *Note: This question is closely tied to Public Interest Criterion #7.*
- Will the proposed subdivision support the economic viability of family farms and ranches? *Note: This question is closely tied to Public Interest Criterion #1.*
- Will the proposed subdivision promote new business and industry which are compatible with the major economic sectors and do not put a financial strain on public services?
- Will the proposed subdivision help to expand the opportunities for year-round employment?
- How will the proposed subdivision affect the land's contribution to the local economy? *Note: Answers to this question will be used to develop a database of countywide changes in the utilization and economic productivity of land in Madison County.*
- Overall, what economic impact is the proposed subdivision likely to have in the short-term? The long-term?

#10. Effect of proposed subdivision on public services provided by other entities in the County.

- Will the proposed subdivision raise the cost of services being provided by other entities (e.g., property owners association, road maintenance district)?
- Will the proposed subdivision have other impacts on the services being provided by other entities?

PUBLIC INTEREST CRITERIA -- SUMMARY EVALUATION

Note: A proposed subdivision may have both positive and negative effects on any one of these criteria.

Potential Effects of Proposed Subdivision	Positive	Neutral	Negative	Comments
Public Interest Criteria				
#1. Effect on agriculture.				
#2. Effect on agricultural water user facilities.				
#3. Effect on natural environment.				
#4. Effect on wildlife.				
#5. Effect on wildlife habitat.				
#6. Effect on local services				
#7. Effect on public health and safety.				
#8. Effect on other resources in the county.				
#9. Effect on local economy.				
#10. Effect on public services provided by other entities in the county.				