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INTRODUCTION

The Town of Manhattan is located along the I-90 corridor in Gallatin County, Montana. The community developed the Manhattan Growth Policy (the Plan) over the course of several years, beginning in Fall of 2020.

The Plan will highlight the elements that Manhattan residents love most and would like to see improved. This document is a guide for future decisions on land use and development. The Town Council should make decisions to protect and enhance the community in the face of growth pressures, while also considering impacts to the environmental, economic, and technological landscape.

WHAT IS A GROWTH POLICY?

The State of Montana defines a growth policy as an official public document that guides decisions about future development. A growth policy is an official statement of public policy to address change for the orderly growth of the community.

After adoption of the growth policy, the Town of Manhattan will use the document to guide the general policy and pattern of development. The growth policy provides guidance on projects such as:

- 1. Alteration and addition of public assets;
- 2. Alteration or additions of public infrastructure, public facilities, and other utilities; and
- 3. adoption of zoning ordinances and resolutions.

Per MCA 76-1-605, a growth policy is not a regulatory document. The Town cannot deny, approve, nor approve with conditions any application based solely on compliance with the growth policy. However, applications should generally match the growth policy.

The zoning code and subdivision regulations of the Town should be in general compliance with the adopted growth policy.

Adopted growth policies fulfill several specific purposes, such as:

- 1. Meet the requirements of Montana Code Annotated 76-1-601;
- 2. Outline a community-established vision for the future of Manhattan;
- Guide decisions about the community character, goals, land use regulations, and policies of the Town; and
- 4. Help to evaluate and rank Town projects.

WHY DOES IT MATTER

TO RESIDENTS?

The Plan will identify elements of community character, locations for future community amenities, potential development, and more.

TO BUSINESS AND PROPERTY OWNERS?

The Plan will include land use recommendations related to housing, employment, recreation, and other opportunities.

TO TOWN LEADERS AND DECISION-MAKERS?

The Plan will provide direction on policies, programs, and services provided by the Town.

The Plan will also broadly provide guidance on implementation of key strategic items.

TOWN HISTORY

Manhattan had several small predecessor communities. Hamilton, the first town near the site, originated about 1865 as a rural community center, located about a mile south and east of the present Manhattan, near the Meadow View Cemetery.

In 1883, the Northern Pacific built about a mile north of Hamilton, and the little settlement promptly moved down to the track. In 1890, Manhattan's first public school opened on the north side of town.

In the fall of 1890, a group of businessmen became interested in the possibilities of the Gallatin Valley as a source of malting barley. A sample of the barley grown in the Manhattan area was far superior to the average malt of the time. The dry climate at the harvest season assisted in producing grain which was exactly right for the desired product. On May 15, 1891, the Town received the name of Manhattan from The Manhattan Malting Company.

Some of the largest homes in Manhattan served as summer homes for the officers. During its first year the company purchased 13,000 acres on the south benches, and secured close local cooperation to bring 1,300 acres under cultivation. Elaborate advertising brought settlers and purchasers of town lots.

The largest grain storage facility opened in Manhattan between St. Paul and Seattle in 1893. The malting operation itself required only about ten men, six on the twelve-hour day shift and four at night. The accompanying agricultural and freighting activities encouraged a rapid growth in the community. The malting business came to an end in 1916 with the coming of prohibition. It had established a small empire of soundly operated and well-watered farms. By coincidence, the need for grain in World War I took up the loss of the malting market and the local transition was exceptionally smooth. Potato farming in the Gallatin Valley began in the 1890's. However, it was seed potato farming, which began in the 1950's that made Manhattan and the surrounding areas famous for potatoes. Local potato farms are passed down from generation to generation.

The Town incorporated on May 22, 1911. Its first officers reflected the many businesses which had prospered. Manhattan was a busy place in the early 1900's. In 1912, the Town installed a new water system, bringing water from springs a few miles south of town.

In May, 1915, Harry Altenbrand, then a member of the Council, presented the Town with a block of land that became the second city park in Manhattan. The ground is located at the north end of Broadway, and is across the street from the schools.

In January, 1916, the Town Council completed plans for installing a new sewage system. Contractors found that irrigating in the immediate vicinity of Town caused the ground water to rise, requiring constant pumping and creating poor working conditions. More substantial growth occurred in Manhattan's business district in 1916 than during any other year in its history. In 1916, the new sewer system, Altenbrand Park, and extensive improvements to the school began operations.

Incorporated and constructed in September of 1905, the Manhattan State Bank burned down in 1916. After the fire, the bank was reconstructed at the corner of Main Street and Broadway and currently houses the Senior Citizens Center and Community Center.

In 1910, the Madison River Power Company brought electricity to the Town. The L & F Supermarket has served the community for many years as a retail outlet for groceries and dry goods. L&F Supermarket started on July 24, 1884, when William Cullen purchased the current property from the United States. The Manhattan Medical Center was the first medical building in Manhattan, completed in 1961 as a community project. The structure currently houses the Town's municipal building.

Since then, Manhattan has grown including expansions to the school system and Town boundaries, through annexation. The Town currently has a population over 2,000. While Manhattan has changed over the years, it has been able to maintain its small-town charm.

From these beginning, Manhattan has grown to be a leading example of what a Montana small town can incorporate. It is clear from the surveys conducted for this growth policy that there

is a lot of community pride associated with the Town of Manhattan. Today, Manhattan boasts a robust downtown with many local shops and one of the premier school districts in Gallatin County.



Figure 3: Manhattan State Bank: Manhattan, MT



Figure 2: Manhattan Malting Company: Manhattan, MT



Figure 4: Potato Farmer Wagon near Manhattan, MT



Figure 5: Early Settlers Harvesting Wheat near Manhattan between 1880-19152

 $^{^{\}rm 1}$ Manhattan Chamber of Commerce, Potato Farmer Wagon.

 $^{^{\}rm 2}$ "[Harvesting Wheat near Manhattan, Montana]."

EXISTING CONDITIONS

Data for this section came from the 2021 American Community Survey, Five-Year Estimates, adopted Town of Manhattan documents, survey data, and other relevant sources. The data used was the most accurate and recent data that was available at the time of writing.

EXISTING POLICIES AND REGULATIONS

The Town of Manhattan has adopted documents that focus on specific systems and concerns within the Town. These documents provide a more in-depth review of each system and provide a reference for specific questions. The following is a list of the adopted documents that can provide this information:

- Parks and Trails Plan
- Downtown Master Plan
- Traffic Master Plan
- Capital Improvements Plan
- Sewer and Water Facilities Master Plan

WUI AND WILDFIRE SUSCEPTIBILITY

The Town of Manhattan relies on the Gallatin County Community Wildfire Protection Plan for wildfire information and risk assessment. Due to Manhattan's location, it is at a decreased risk from wildfire compared to other parts of Gallatin County. While at a decreased risk, Manhattan should still evaluate its risk for wildfire at a local level and investigate the need for upgraded wildfire fighting equipment. The Manhattan Rural Fire District currently provides wildfire fighting equipment.

PEOPLE AND COMMUNITY

Manhattan has seen an increase in population. Since 2010, Manhattan has seen a steady growth to 2,128 residents today. Alongside Manhattan, Gallatin County has experienced growth, from 89,513 in 2010 to 118,960 residents in 2020, an increase of 33%. If the population

projections are correct, the population of Gallatin County will surpass 180,000 by 2060³. This growth rate projects that Manhattan's population in 2060 could be 3,263⁴. To prepare for this potential growth, the Town will need to prepare to invest in infrastructure, housing, employment opportunities, and additional community amenities.

RESIDENT AGE COMPOSITION

Manhattan is a popular community for retirees and young families. The Town's median age is 41.5 compared to Gallatin County's median of 34.2. Approximately 19% of residents are over the age of 65 and 31% are under the age of 18. This results in an age dependency ratio of 96, meaning for every 100 able residents, there are 96 residents that are dependent on others due to their age⁵. This shows that childcare and elder care is an important community asset for residents.

CHILDCARE AND ELDERCARE

Manhattan is home to many families and retirees. These groups require additional services to remain community members. The global pandemic of 2020 has highlighted the impact that accessible childcare has on community resiliency. Roughly 31% of households in Manhattan have children in the house under 18. Approximately 15% of households have children under the age of 10. Likely, many households rely or have relied on local childcare. Within the Town of Manhattan, there is one preschool and one daycare/preschool. The average child care cost in Manhattan is \$1,261 per month. In Manhattan, the median household monthly income is \$5,052, meaning that families with young children spend roughly 25% of their income on childcare.

As stated above, about 19% of Manhattan's population is over the age of 65. There is one retirement and assisted living facility in Manhattan that provides independent cottage homes,

³ "Montana Population Projection."

⁴ "Montana Population Projection."

⁵ "US Census Bureau Data."

assisted living facilities, and memory care programs. This variety is important in a community with an aging population. This allows residents to age-in-place and spend their retirement comfortably.

HOUSING ATTAINABILITY

According to the 2021 American Community Survey (ACS), the median home value in Manhattan was \$297,800, but this number does not represent the current market value⁶. The median market value for a 3-bedroom home at the time of this document was \$570,000⁷. The Town has an area median income of \$60,625. The Department of Housing and Urban Development (HUD) defines affordable housing as "housing on which the occupant is paying no more than 30 percent of gross income for housing costs including utilities." Based on this definition of affordability, there are no affordable homes in Manhattan.

Based on the area median income of \$60,625 a Manhattan resident's affordable housing value, as defined by HUD, is approximately \$200,0008. While a price for affordable housing is definable, the housing type is not. Affordable housing can be single family homes, condominiums, apartments, or any other housing type.

Approximately 27% of residents have surpassed the 30% of gross income mark spent on housing⁹. Increasing the number of housing units is a potential solution to this problem; however, there is a desire to maintain the community character of Manhattan which is primarily single-family residences. The addition of housing units does not necessarily mean increasing density. The addition of a single unit home, at the existing density, is increasing units. Solutions could allow Manhattan to provide attainable housing while maintaining its rural character. This is a difficult problem that will need collaboration and partnerships to address.

⁶ "US Census Bureau Data."

⁷ "Manhattan, Montana Housing Market Report November 2022 - RocketHomes."

⁸ "How Much House Can I Afford?"

⁹ "US Census Bureau Data."

HOUSING TYPE

Most of the housing in Manhattan is single-family units. Single unit structures make up 80% of units. Households with two or more units make up 12%, and manufactured or mobile homes make up the remaining 8% of households in Manhattan. Due to potential changes, in the market and legislature, the percent of two or more units could increase not only in Manhattan, but across the state.

Most homes in Manhattan completed construction prior to 2000 with over 80% of the housing stock completed then. Water and wastewater have restricted growth in Manhattan. Manhattan has grown relatively slowly over the years, which has helped foster the community values of a rural agricultural community. The recent growth pressures have impacted, not just Manhattan, but all of Montana. There are currently 548 lots approved for residential development in the Town. The construction of these homes is dependent upon market conditions and infrastructure capacity.

HOUSING TENURE

Many homes in Manhattan are owner occupied. Owner occupied units make up 70.5% of units in Manhattan, with the remaining 29.5% being renter occupied units. Manhattan has approximately 6% of its housing stock that is considered vacant. Approximately half of the vacant homes do not house year-round residents. These units could indicate short term rentals or second homes. Although the amount of vacant or short-term rental homes is currently low, it is an important statistic to track as travel pressures increase in the area. As investors or second homeowners purchase units, the market can tighten and become difficult for year-round residents.

HOUSING VS. TRANSPORTATION COSTS

The cost of housing is a complex value to calculate. Due to changes in the housing market, interest rates, and the increasing costs to maintain a home, the cost of housing is an ever-moving target. There is an important distinction between home value and market rate. Home value is usually the cost to replace the home, while market value is what the home would cost to purchase

today. While the market rate of homes changes more than home values, it is important to look at both numbers to evaluate the impact that housing has on residents.

Housing combined with transportation are traditionally the two largest expense categories for residents. Nationally residents should expend 45% of their gross monthly income on housing and transportation combined. People are choosing to move further from their jobs in search of housing, which causes their household transportation costs to increase. In Manhattan, the average household spends roughly 27% on housing costs and 26% on transportation, with an average transportation spending per household of \$14,447. This combined spending amounts to 53% of the average household's income. This amount is higher than the recommended 45% of a household's income.

MEDIAN SALES PRICE

The median sales price of a single-family home in Manhattan was \$570,000 as of December 2022. Manhattan has experienced a drastic increase in its housing prices. In June 2020, the median sales price of a single-family home was \$437,000.

While these increasing prices represent a shared trend across the region, it is unclear at this time whether housing prices will continue to grow or will stabilize in the future.

COMMUTING AND EMPLOYMENT

There are roughly 570 people commuting into Manhattan for work, 701 people commuting elsewhere for work, and 75 people who both live and work in Manhattan¹⁰. Comparing employment numbers with household data indicates whether a community is a net importer or exporter of employment. A ratio above 1.0 suggests that a community brings in more people for work than commute elsewhere. A ratio below 1.0 indicates that more residents commute to work outside of the area. In Manhattan, there are 645 jobs and 756 households resulting in a 0.85 jobs-to-housing ratio. Less than 6% of Manhattan residents live and work in Manhattan.

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^{10 &}quot;OnTheMap."

The largest sectors of employment available in Manhattan include educational services, construction, manufacturing, and accommodation and food services. This data shows that the Town's biggest employer is Manhattan School District.

WHY DOES THIS MATTER?

Understanding the community and people of Manhattan is necessary to evaluate what matters most to residents. Manhattan is a quiet rural community, with a rich agricultural history that has influenced the community's character. With an age dependency ratio of 96, and limited options for childcare and elder care, the Town has an opportunity to cater to its residents by increasing these amenities.

The median income in Manhattan has been steadily growing along with the rest of the county, but housing prices have risen faster putting strain on potential buyers. Many residents travel to surrounding communities for work. When commuters are traveling to other areas for work, they are likely spending money on groceries and goods before returning home to Manhattan. Manhattan has employment opportunities in agriculture, education, food and accommodation, construction industry, light industrial businesses, and manufacturing. Manhattan can attract additional workers and acquire increased revenue by identifying ways to bring jobs and amenities into Town. This would allow existing residents to work and live in Manhattan.

PUBLIC FACILITIES, INFRASTRUCTURE, & TRANSPORTATION

It is important for the Town to understand the impacts that public facilities, infrastructure, and transportation play on growth. Infrastructure is the most pressing factor that limits responsible growth. The biggest challenges to accommodate growth stem from the lack of water rights, improving the sewer system's capacity, and upgrades to the transportation system regarding stormwater and intersection capacity.

INFRASTRUCTURE STRATEGY AND PLANS

The three key elements of a community's infrastructure are water, wastewater, and the transportation network. These elements directly influence where and how growth occurs. A well-maintained system that has excess capacity is the ideal situation for a community. The adopted sewer and water plans of the Town of Manhattan provide further detail into these systems. These plans provide answers to system specific questions.

WATER

The largest inhibitor to growth is the availability of water. The Town does not have an excess of water rights or water supply and currently requires any new development to provide water rights to develop in Manhattan. Currently, water capacity has the greatest impact on the Town of Manhattan. A detailed discussion of the system is unnecessary due to the availability of the water report titled "Town of Manhattan Preliminary Engineering Report, Water System Improvements" adopted in 2012. Within the next 5 years, the Town expects to update the document. Manhattan has a well-based municipal water system that draws water from an aquifer and a spring well. The general condition of the system is decent but it needs updates and improvements.

SEWER

The Town recently began the process of updating its wastewater system. The general condition of the sewer system mirrors the water system. While the system is currently functioning adequately and provides adequate service to its residents, there is room for updates and

improvements. A detailed discussion of the system is unnecessary due to the availability of the sewer reports titled "Town of Manhattan Preliminary Engineering Report for Wastewater System Improvements," adopted in 2016 and "Manhattan Water Reclamation Facility Preliminary Engineering Report," adopted in 2020.

The Montana Department of Environmental Quality is currently reviewing the proposed upgrades to the sewer system. Residents and new growth will enjoy greater levels of service after the implementation of the improvements to the system.

As Manhattan continues to grow, it must work to ensure that water and sewer capacity exists for any potential new developments without harming rivers or irrigation users. This may involve water conservation efforts, optimizing existing infrastructure, responsible land use, or developing new water supply sources. These elements need review when considering new growth in the Town.

TRANSPORTATION

The transportation network in Manhattan is a traditional street grid. The influence of the railroad is the biggest factor impacting the Manhattan transportation network. Other points of consideration are the effects of stormwater and critical intersections within the Town. The Manhattan Transportation Master Plan, adopted in 2006, remains the key resource for transportation questions in the Town. A recommendation of the Growth Policy would be to update the plan to match previous growth patterns to project future transportation conditions in the Town. The following Figure 2 provides a map of the existing transportation in Manhattan.

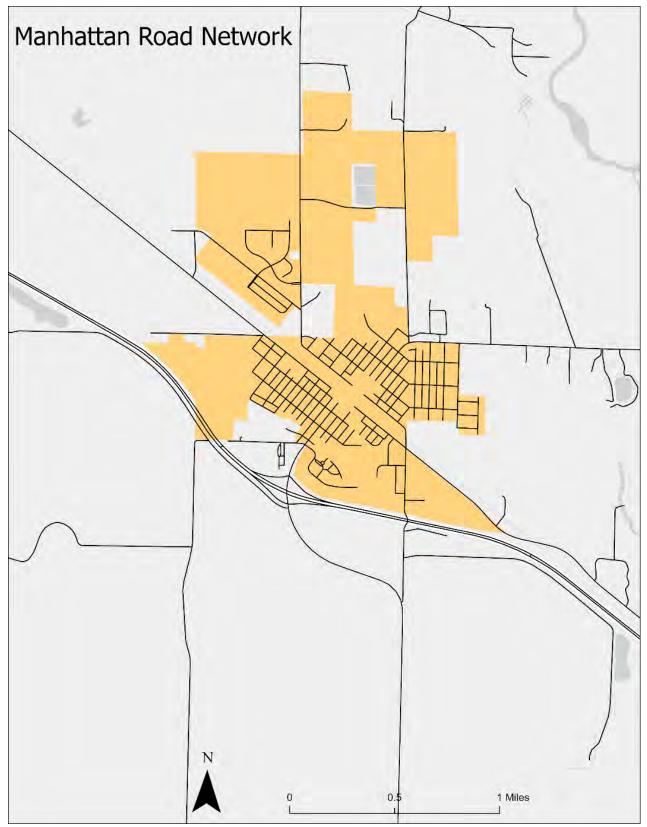


Figure 6: Manhattan Road Network

The Town Council could consider the potential to expand the need for stormwater management systems built within the transportation network. The best way to include this requirement would be through an update and expansion of the subdivision regulations. This could require new developments to address stormwater, an issue that has had an impact on the Town in the past.

ACTIVE TRANSPORTATION

Much of Manhattan has sidewalks, paved and unpaved, running parallel to the roads. In Town, cars, bikes, and pedestrians can comfortably share the roads and sidewalks. Montana's winters impact the use of active transportation year-round; however, it is still an important community asset to maintain. There is one regional multi-use trail leading from Manhattan to the Gallatin River along Dry Creek Road. Aside from this, the Town has no regional trail connections to surrounding municipalities and has no transit system. This leaves residents reliant on personal vehicles. A potential solution to this is to update the Parks and Trails Master Plan to help identify potential connects to regional trails. This would provide a benefit to residents by expanding their recreational opportunities.

WHY DOES THIS MATTER?

With the region's population on the rise, it is crucial for Manhattan to understand existing infrastructure conditions and how they impact growth. The Town's infrastructure and amenities have a direct impact on the quality of life of its residents. The Town has an opportunity to provide more services and amenities for residents. Every town's priority should be to support its residents' needs when feasible.

OUTDOOR RECREATION AND NATURAL AREAS

LOCAL PARKS

Manhattan is home to several public parks, owning: Taylor Park, Railroad Park, Kings Bark Park. There is also Altenbrand Park. These parks offer the following amenities: memorials, pavilions, picnic areas, playgrounds, trails, and sports fields. There are also opportunities for unstructured recreation for residents to enjoy. Residents have voiced a desire to see more unstructured recreation opportunities or multi-use parks. The following Figure 3 shows the public and private parks in Manhattan.

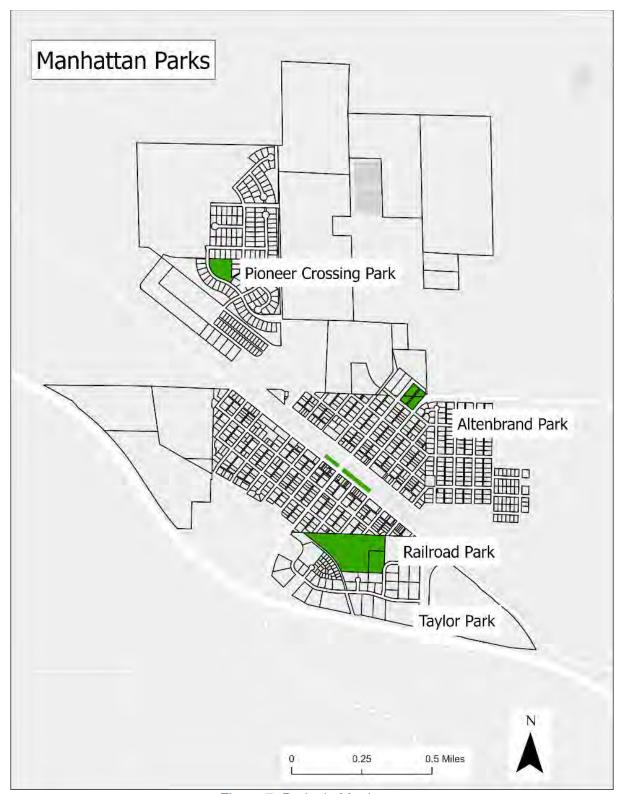


Figure 7: Parks in Manhattan

REGIONAL PARKS

Manhattan is roughly 10 miles away from Missouri Headwaters State Park, and 13 miles from Madison Buffalo Jump State Park. The following Figure 4 gives location information for the two state parks.

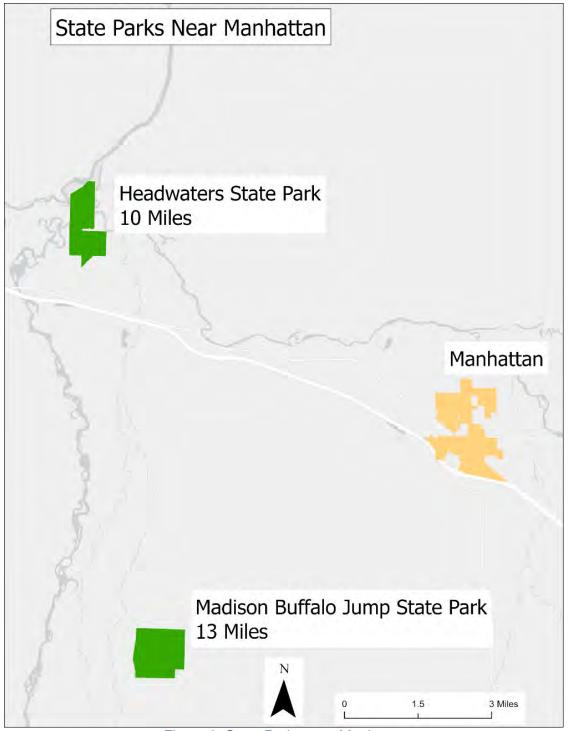


Figure 8: State Parks near Manhattan

Perhaps one of the region's most defining features is the Missouri Headwaters State Park, where the Jefferson, Madison, and Gallatin Rivers merge to form the Missouri River. The park had famous historical visitors such as Meriweather Lewis, Sacajawea, and John Colter. Today, the 532-acre park serves as a habitat for much of the region's wildlife and offers an unparalleled scenic beauty. Missouri Headwaters State Park provides 17 campsites, tipi rentals, paved trails to points of historical interest and scenic beauty, and interpretive displays of the area's rich cultural and natural history. The park offers canoeing, fishing, kayaking, photography, river floating, and wildlife viewing. Missouri Headwaters State Park saw 70,917 visitors in 2020 and 75,699 visitors in 2021.

Just 13 miles to the southwest is the Madison Buffalo Jump State Park, a historically and culturally significant landmark. This state park contains a large limestone cliff carved by the Madison River that Native Americans stampeded herds of bison off for food and clothing. The park also includes preserved historical remains that provide a unique look at the life and culture of Native American hunters. Common activities in this state park include culture, heritage, hiking, history, picnicking, photography, and wildlife viewing.

TRAILS

Trails are an important community asset that serves residents and visitors alike. The Manhattan area has existing trails that include a trail from the north of Town to the Gallatin River, a trail system running through Taylor Park, and a trail around the Pioneer Crossing Subdivision. There has been some discussion of connecting to existing regional trails such as the Headwaters Trail System. Trail connectivity is critical for the continued use of trails. Connection to existing systems would provide greater opportunities to recreate for the residents of Manhattan. Figure 5 shows the existing trail network and the proposed expansions.

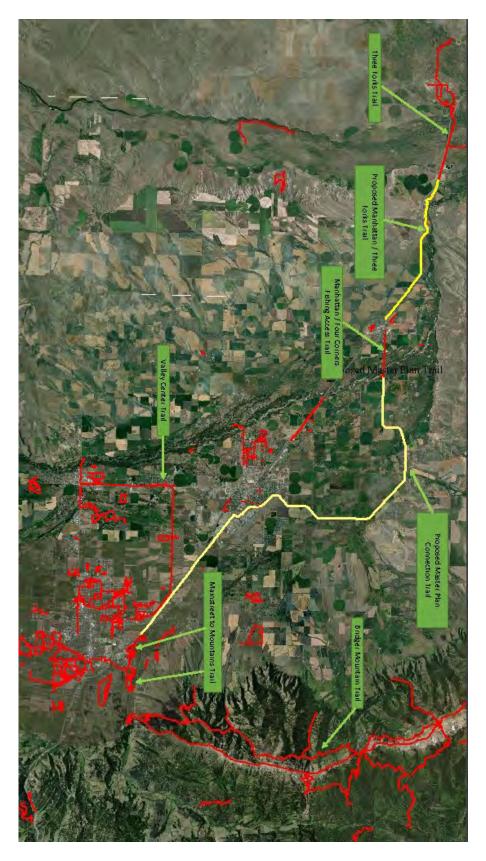


Figure 9: Future Trails Map

NATURAL RESOURCES, HAZARDS, AND WILDLIFE

The natural resources of Manhattan are abundant and directly tied to the feeling of community. These elements provide environmental capital to the community of Manhattan. Environmental capital is the natural systems that support companies and their consumers, like ecosystem services (water filtration, flood-control, soil conservation, oxygen), natural resources (clean water, soil, minerals), and biodiversity (genetic diversity, life resiliency, biomimetic resources)¹¹.

FLOODPLAIN

As illustrated on the Flood Map (Figure 6), much of the area to the northeast of Manhattan surrounding the Gallatin River is within the 100-year floodplain.

¹¹ March, "What Is Natural Capital?"

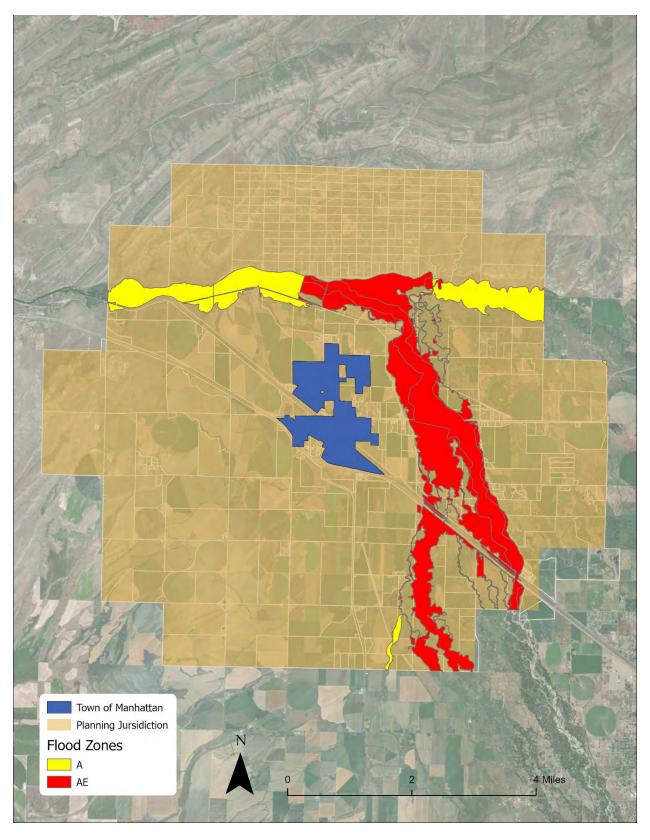


Figure 10: Floodplain Map, Planning Jurisdictional Area

AGRICULTURE

Agriculture is an important aspect of Manhattan's past and its future. The agricultural land in and around Manhattan largely produces potatoes, oats, and barley. Across Gallatin County, the top crops by acreage are hay, wheat/grain, barley, and vegetables.

Agriculture is an important part of Manhattan's history and many residents call it a defining part of the Town's character. Agriculture plays a key role in Manhattan's economy. The market for locally-grown produce is evolving and growing. This growth can bring new opportunities for agricultural preservation in and around Manhattan. As Manhattan continues to develop, the Town should continue to complement its agricultural producers in the area. The Town can help producers maintain their operation through wise placement of development, preserving open space, and respecting agricultural practices.

Water is a crucial resource to agriculture in Gallatin County. Water conservation efforts are critical to maintain and increase agricultural and recreational opportunities in and around Manhattan. When updating the subdivision regulations and the zoning codes of the Town of Manhattan water conservation, should be on the forefront of the Town's mind. Development does place a stress on these water resources. However, it is not an all or nothing relationship. There is a path forward that allows the Town to grow while being respective of agricultural water use. This challenge will need addressing through thoughtful discussion when updating pertinent Town regulations. Agriculture is a bedrock characteristic of the community's founding and should be preserved through thoughtful incorporation in land use decisions. The Town is surrounded by agriculture and agricultural water users and land use can have an impact on these producers and systems. Efforts will need to be made to ensure that any impacts from growth are positive or minimal to agricultural producers. The Town will work to communicate decisions that could have an impact on adjacent producers. The Town recognizes and supports MCA 76-2-901, more commonly known as the Right to Farm and Ranch provision of the land use statutes of Montana.

Conservation Easements are a commonly used practice to protect agricultural lands from development. Figure 7 shows the existing conservation easements in the Planning Jurisdictional Area.

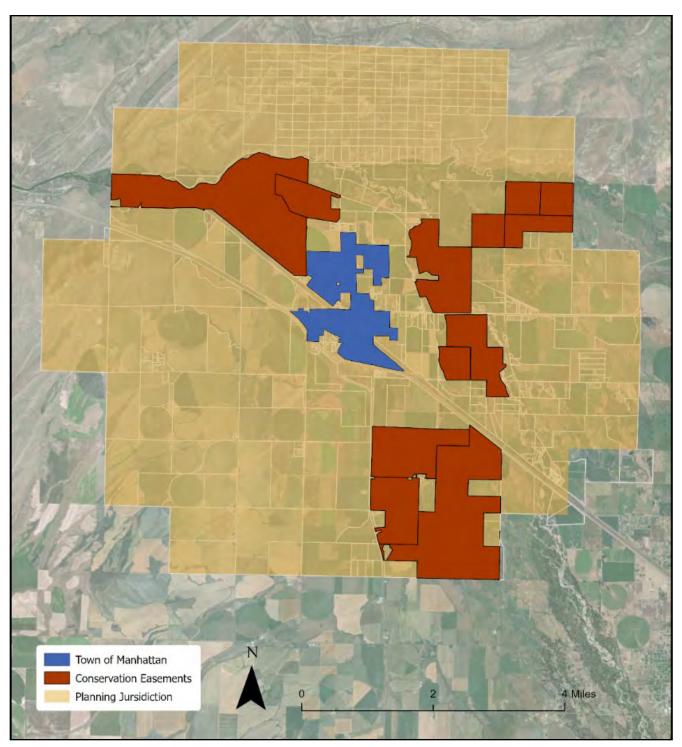


Figure 11: Conservation Easements, Planning Jurisdictional Area

GRAVEL PITS

Using the Montana Department of Environmental Quality (DEQ) Open Mining Permit Database, there are currently two active gravel pits in the Manhattan Planning Jurisdictional Area. There are many permits within Gallatin County and several active permits adjacent to the planning area. Gravel is an important resource for communities and there may be future exploration of gravel mining in the jurisdictional planning area. The following Figure 8 shows the location of the active gravel pits in the Planning Jurisdictional Area.

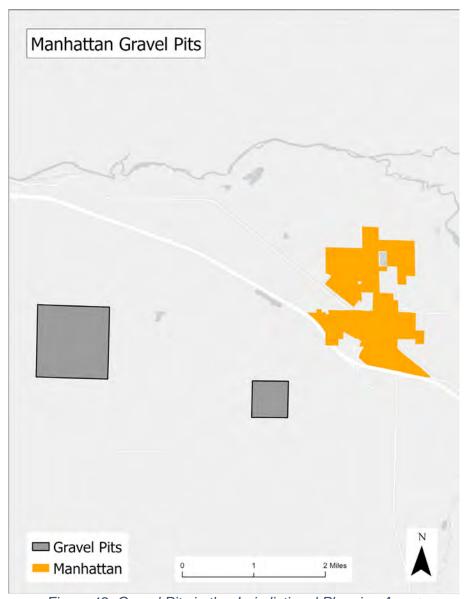


Figure 12: Gravel Pits in the Jurisdictional Planning Area¹²

¹² "Montana DEQ Opencut Mining Web Mapping Application."

LAND USE

Manhattan's existing land use reflects its commitment to its Downtown and traditional residential neighborhoods with a gridded street pattern. Unlike many communities, Manhattan has seen little residential sprawl outside its boundary.

WHY DOES THIS MATTER?

Manhattan is known for its rich cultural, agricultural, and natural heritage. Manhattan residents highly value their access to recreation and close relationship to the natural environment. As growth pressure rises in the region, the Town will need to identify natural resources they value and develop a plan to preserve them.

VISION

PLAN MANHATTAN VISION

The vision for the Town of Manhattan focuses on maintaining and improving what makes the Town so unique. Namely, its education system, the small-town feel, tree lined streets, quaint downtown, and easy access to nature. The vision and value statements within this chapter demonstrate these unique qualities and reaffirm a desire to preserve Manhattan's character. Review of new projects need to evaluate the impacts to the Town's infrastructure, community character, livability, and quality of life.

These shared values represent the ideal future and priorities of the community. The vision for Manhattan relies on community input.

As growth in neighboring areas continues, the Town will face increased pressure to accommodate growth. A community-vested vision will help guide and inform the decision-making process to shape the Town's future.

PUBLIC ENGAGEMENT PROCESS

The public engagement process for the Town of Manhattan Growth Policy involved multiple methods of public participation. Representatives held interviews with stakeholders, performed surveys, had a project website, and alerted the public to the process through newspaper notifications. The responses to these surveys show what elements and desires the residents prioritized.

The first questions asked residents of Manhattan to describe what they enjoy about their Town. There were varied responses to this question but the main responses were the character, education system, safety, walkability, and people. These factors are important pieces of consideration when reviewing the Town subdivision regulations and the Town zoning code after adoption of the Growth Policy. Maintaining local character while providing growth is a difficult challenge for small towns. Future benefits that do not lead to the decline of a community's

character is a difficult piece of data to provide. Using past development as a source of information may allow the Town to properly review any future applications.

The next survey questions focused on the future of Manhattan, asking what residents would like to see improved and where they think the Town will be in twenty years. The residents expressed desires for increasing the quality of the street and road networks, increased ability for active transportation, more parks, sport fields/amenities and a recreation center, increased shopping, entertainment, and restaurant options, and finally, increased residential options.

These factors have a direct impact on subdivision regulations and the zoning code updates that should follow the adoption of this growth policy. While currently the subdivision regulations and zoning code address many of these factors, it is always prudent to review the regulations for their impact on community wishes.

WHAT CONSITITUES A REVISION OF THE GROWTH POLICY

There are several things that may trigger a growth policy revision. The following list is not an exhaustive list and the Town Council should use their discretion when evaluating if a project needs to revise the growth policy.

- Changes to the future land use map
- Densities or proposals that are in direct contrast with the adopted growth policy but provide benefits to the Town
- Annexations of additional lands
- Major facility upgrades
- Adoption of new planning documents

TIMETABLE FOR GROWTH POLICY REVIEW AND AMENDMENTS

The Growth Policy may need reviewed at least every other year. A better practice would be annual review of the adopted growth policy. As we have seen from the start of 2020 to current, change can come quickly and have major impacts on a community. While a comprehensive

rewrite is unnecessary at times, it is important for the Town, to ensure that the Growth Policy remains accurate of community wishes. This exceeds the statutory requirements of MCA 76-1-601(3)f but provides Town the ability to keep the plan reflective of significant changes or resident desires.

COORDINATION STRATEGY FOR NEIGHBORING AREAS

The Town of Manhattan should have open communication with neighboring jurisdictions. There are many strategies for staying connected to neighbors and selecting a perfect strategy may be difficult due to the various size and function of adjacent jurisdictions. Staff should select a strategy from the list below or devise their own method to foster this communication.

- Annual Meetings with Neighboring Jurisdictions
- Forwarding Pertinent Applications to allow Neighboring Jurisdictions to keep them up to date
- Adding Neighboring Jurisdictions to a Mailing List regarding development or Town
 Projects

CREATING A VISION

The first step toward creating a vision was to listen to residents through steering committee meetings, one-on-one interviews, community events, and online questionnaires. These opportunities allowed residents, employees, and key partners the chance to provide comments. The Manhattan Community Vision represents the community's strong voice. Resident responses were the keystone of drafting the Community Vision and Values.

Manhattan's community vision is based on the respect for the Town's heritage, preserving the ecosystem, the importance of a strong school system, and a vibrant Downtown. The four community visions highlight the important values and priorities identified by the Manhattan community.

VISION IN ACTION

The Growth Policy's goals and objectives for each element align with and embody the Community Vision. Each value statement includes objectives that came from the first phase of community outreach.

COMMUNITY VISION

"Manhattan is a small, independent, Montana town rooted in agriculture and resiliency, where strong personal connections are abundant, hard work and education are valued, and a high quality of life that retains Manhattan's character is prioritized."

COMMUNITY VALUES

The Town will focus on promoting responsible growth through prioritizing infrastructure improvements, phasing well designed development, and defining edges.

- Facilitate a culture of open and effective communication with residents and neighboring communities.
- Effectively plan for expected growth and develop preservation strategies with community input.
- Ensure long-term sustainability of infrastructure and service.
- Ensure the highest quality public safety and emergency services.
- Ensure equal access to high-quality education as growth occurs.
- Continue to develop a pedestrian network focused on all user's comfort and safety.

RESILIENT ECONOMY

Manhattan attracts a diverse mix of businesses that benefits its residents. Businesses benefit from the quality education system, proximity to urban amenities, an international airport, fair taxes, sensible regulations, and reliable connections.

- Foster a dynamic and resilient economy that provides high quality, high-paying jobs and supports local businesses.
- A commitment to the community character of Manhattan.
- Promote the availability of modernized commercial space Downtown.
- Support technological infrastructure.
- Facilitate attainable, quality, and diverse housing options for Manhattan's workforce.
- Design future neighborhoods with a sense of community and identity that respects the scale and character of established neighborhoods.

VIBRANT DOWNTOWN

Manhattan's historic Downtown facilitates the community's small town feel and promotes social engagement. The Downtown encourages residents to shop local and to enjoy all their community has to offer.

- Honor the strong sense of pride in the Town's history with appropriate standards for design, preservation, and future development.
- Promote and enhance Downtown as the cornerstone of Manhattan's historic charm and small-town feel.
- Expand access between Downtown and open spaces for those that travel by foot, bike, or car.

PRESERVED OPEN SPACE AND NATURAL RESOURCES

Manhattan's proximity to the Gallatin River and the headwaters of the Missouri River necessitates responsible growth and stewardship of natural resources and open space.

- Protect Manhattan's natural beauty, open space, and scenic views through thoughtful development patterns.
- Prioritize growth close to existing services, and manage potential Town expansions to preserve natural features.
- Ensure services can accommodate responsible growth.
- Promote a mix of land uses and high-quality development that fosters accessible,
 enduring, and desirable neighborhoods that match the existing Town characteristics.
- Create environmental protection and stewardship goals to protect and increase access to the Gallatin River, trails, open space, and other natural features.
- Connect residents and visitors to amenities through a comprehensive trail network.
- Safeguard clean water, air quality, dark skies, and sustainably manage natural resources.

FUTURE CONDITIONS

The projected land use with and around Manhattan probably will match the existing zoning code and map of the Town. As annexations occur, the surrounding zones and their uses is an important factor for consideration. The area to the south, along Interstate 90, is better suited for more commercial and industrial activities as it would provide these landowners with quick access to both the railroad and interstate. Areas to the north will continue to incorporate residential uses. Areas to the east and west can lend themselves to a mix of uses with a heavier influence of residential to the west.

PROJECTED POPULATION

As mentioned previously, if the growth rate of the County occurs, the Town could expect their population to grow above 3,200 residents. With 548 lots approved for residential use, and an expected population per household number of 2.5 people, Manhattan's population could grow by 1,370 people at full build out. That is an increase of over 64% which would exceed the population projection above. The Town will need to be ready to accommodate this approved growth. There are many factors that will play into the addition of these units including: transportation, school system, water, wastewater, and others.

PROJECTED HOUSING NEEDS

With 548 residential lots approved, these future units will provide some of the housing needed in Manhattan. However, these lots are waiting on water and wastewater capacity. To combat this, while also providing additional housing, there are things that the Town could consider. These recommendations are all dependent upon available infrastructure capacity and public desire. It is important to provide additional housing while maintaining community character and form, as expressed by residents. While a complex issue, there are paths forward that could retain the community character while also providing additional housing. A comprehensive and engaged effort to update the zoning code and subdivision regulations of the Town of Manhattan is the first step to addressing both these issues.

The housing and wage price trends described in Chapter 1, paint a picture of a community that is struggling with housing affordability. Housing prices are climbing faster than incomes, leading to a situation where working households are finding it harder to live in Manhattan.

A solution to this challenge is allowing more homes and increasing densities in appropriate areas. This recommendation is not a blanket recommendation for all of Manhattan. The careful consideration of many factors dictates where to place missing middle housing, including but not limited to: infrastructure, neighborhood character, public health and safety, transportation, etc. These housing types could play an important role in providing additional housing options for Manhattan residents. Manhattan's current residential density is inconsistent across the entire Town but generally falls between 3-4 units per acre.

PROJECTED ECONOMIC CONDITIONS

There are plans to build additional commercial and industrial lots in the Town. These lots would add to the existing job pool in Manhattan. As Manhattan is currently a net exporter of jobs, the addition of more jobs would bolster the community's economy and provide residents the opportunity to live and work in Manhattan.

PROJECTED LOCAL SERVICES

Currently, the Town is going through upgrades to key infrastructure systems. As the DEQ finishes its review and projects begin, it is important to ensure that these system upgrades provide the Town with the highest level of service. This increased capacity will help get approved projects built and allow for more appropriate development to come into Town.

PROJECTED NATURAL RESOURCES

The natural resources of Manhattan are important to its residents. Manhattan is a beautiful Town surrounding by the natural features that attract people to Montana. Protection of these areas is important culturally as well as economically, as they drive tourism. Water, and its availability, is critical to Manhattan's success. There are many users of the water systems that surround

Manhattan. All projects and programs should be mindful of their impacts to the water system. The impacts to the natural resources should be a primary review criterion.

FUTURE LAND USE PLAN

The future land use plan illustrates potential growth patterns by identifying the characteristics and location of existing land use within the Town. The future land use plan should influence any zoning changes as development and redevelopment occur.

The future land use plan considers existing development, environmental constraints, and public input. The focus of the future land use plan is to project potential future growth patterns that are compatible with existing land use.

To the south of Town, there is the potential for mixed-use development, an enhanced entrance to Town, and additional employment. The north edge of the railroad adjacent to Downtown has the potential to become an arts district featuring local art and additional public amenities. The Town Council should review the addition of local street connections to handle expected traffic from development to the north.

FUTURE LAND USE MAP AND CATEGORIES

A description of the future land use categories is on the following pages. Each land use category outlines:

- general characteristics, features, and amenities
- desired primary and secondary uses
- preservation of agricultural roots and rural residential areas
- suggested unit density ranges (i.e., units per acre)
- appropriate zoning categories allowed within the future land use category

The following page contains the existing zoning of the Planning Jurisdictional Area and the Town of Manhattan respectively. These areas will change as growth continues to come to Manhattan.

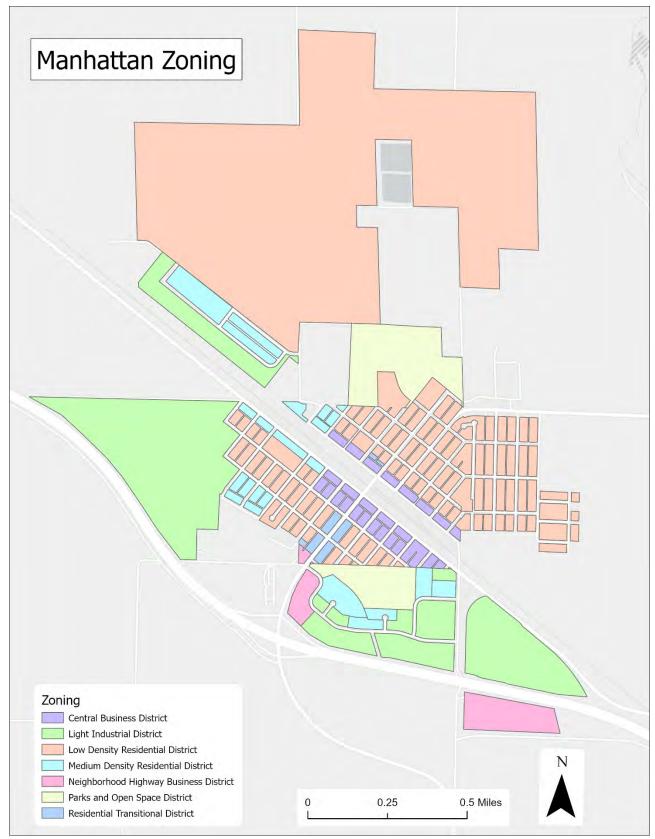


Figure 13: Town of Manhattan Zoning

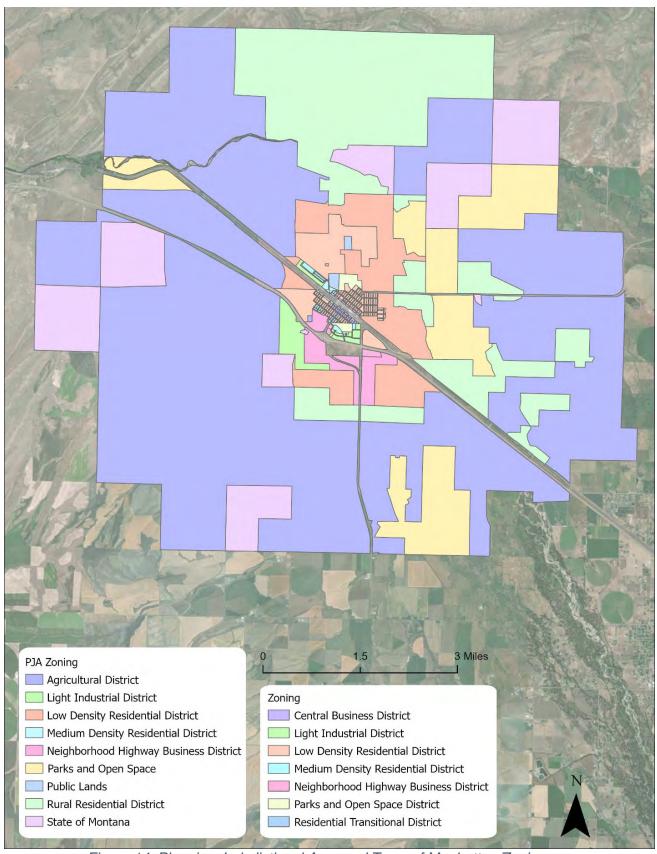


Figure 14: Planning Jurisdictional Area and Town of Manhattan Zoning

RESIDENTIAL

Residential areas in Manhattan consist primarily of single-family homes. These neighborhoods have a grid street system. There should be consideration of redevelopment in these areas to utilize existing infrastructure to its highest potential; which could increase available services in the neighborhood. This includes small-scale service establishments, small offices, home-based businesses, and neighborhood amenities. The existing density of residences in residentially zoned areas in Manhattan is 3-5 units per acre.

- Primary Uses: detached and attached single-family units; accessory dwelling units;
 duplexes, triplexes, and townhouses
- Secondary Uses: civic uses, schools, parks, small-format office, home-based business, and urban agricultural features
- Suggested Unit Density Range: three to six units per acre
- Projected Allowable Zoning: Agricultural, Rural Residential, Low-Density Residential,
 Medium-Density Residential, Residential Transitional, Parks and Open Space

DOWNTOWN, GRANARY MIXED USE, AND GATEWAYS

Downtown serves as the destination for dining, entertainment, culture, arts, and shopping. The Downtown serves as a centralized location for public gathering and events. The expansion and maintenance of sidewalks, outdoor eating areas, and alleys create an interesting public space.

Important Downtown amenities such as tree-lined streets, pedestrian walkways, and public art play a key role on the feel of a Downtown District. Railroad Avenue could be an extension of the main Downtown with similar uses and a focus on local art.

Included in this category is the Granary Mixed Use District and Gateway Area. This area surrounding Broadway Street and Wooden Shoe Lane, currently, includes a mix of uses with a focus on retail and quality design. This area also serves as the main entrance into Town. Development in these zones should include enhanced landscaping and signage. The current areas have approximately 5-6 units per acre.

- Primary Uses: restaurants, retail, office, entertainment, civic amenities, artisans, and
 multi-family residential uses in a walkable environment
- Secondary Uses: neighborhood parks, live-work units, apartment and condominium units above commercial uses, short-term and hotel lodging
- Suggested Unit Density Range: six to seven units per acre net density
- Allowed Zoning: Medium-Density Residential, Residential Transitional, Neighborhood
 Highway Business, Central Business, Light Industrial, Parks, and Open Space

EMPLOYMENT

This category includes light-industrial and commercial areas with a variety of office, retail, and light-industrial uses, that integrate with essential services. When reviewing applications, the governing body needs to consider pedestrian connectivity and green space. These areas are located along I-90 on the southwestern border of Town.

KEY NOTES

- Primary Uses: office, light-industrial, retail, and service
- Secondary Uses: parks, hotel lodging
- Allowed Zoning: Neighborhood Highway Business, Central Business, Light Industrial,
 Parks, and Open Space

INSTITUTIONAL/GOVERNMENT

These categories provide opportunity for areas of outdoor recreation and agricultural uses, while preserving and creating natural habitat areas. This category is also appropriate for civic or institutional uses, such as libraries and schools.

- Primary Uses: undeveloped natural open space; drainageways/floodplain areas;
 parks; conservation easement areas; public and civic uses; institutional uses
- Secondary Uses: agricultural uses and supporting residential
- Suggested Unit Density Range: one unit per ten acres or less, excluding agricultural and public amenities
- Allowed Zoning: Agricultural, Parks and Open Space

AGRICULTURE

Areas designated as agricultural will remain largely undeveloped. Any new development should avoid areas designated as an agricultural zone. This is not to limit development, but to protect an important community asset. The impacts on agricultural production, agricultural water users and community character are a critical review point for the Town Council.

- Primary Uses: agriculture
- Secondary Uses: undeveloped, natural open space and public lands
- Suggested Unit Density Range: one unit for every three to ten acres maximum,
 excluding agricultural units
- Any development should be designed to eliminate any impacts to adjacent land users and any agricultural water rights.
- Allowed Zoning: Agricultural, Parks and Open Space

IMPLEMENTATION

The goals and objectives in this document match the same categories found in the value statements in Chapter 2:

- Responsible Growth
- Resilient Economy
- Vibrant Downtown
- Preserved Open Space and Natural Resources

The accompanying objectives provide guidance in relation to each goal for new development. Following these goals and objectives are potential implementation strategies.

RESPONSIBLE GROWTH

The Town will focus on promoting responsible growth through prioritizing infrastructure improvements, phasing well designed development, and defining edges.

GROWTH GOAL 1 | COORDINATED GROWTH

- Growth Objective 1.1 | Coordinate with neighboring jurisdictions on new local developments and annexations.
- Growth Objective 1.2 | Coordinate with partners such as Gallatin County, Montana
 Department of Transportation, Montana Department of Fish, Wildlife, and Parks, and more on new developments.
- Growth Objective 1.3 | Coordinate annually with the Manhattan School District on the location, capacity, and type of school facilities needed to serve the Manhattan community.
- Growth Objective 1.4 | Coordinate with local agriculture producers in the surrounding area on potential developments that may impact their operations.

GROWTH GOAL 2 | ADEQUATE INFRASTRUCTURE AND SERVICES

- Growth Objective 2.1 | Obtain additional water rights.
- Growth Objective 2.2 | Evaluate police and fire departments, emergency medical services, and medical facilities needs to accommodate new developments.
- Growth Objective 2.3 | Promote access to quality services and healthcare.
- Growth Objective 2.4 | Coordinate with the railroad to mitigate hazards for those crossing streets and noise impacts for areas surrounding the railroad.

GROWTH GOAL 3 | MAINTAINED QUALITY OF LIFE

- Growth Objective 3.1 | Update the Parks Master Plan for expansion and maintenance of sports fields, playgrounds, and unstructured recreational areas.
- Growth Objective 3.2 | Develop design guidelines for new subdivisions.
- Growth Objective 3.3 | Support development that is consistent with the existing land uses and development styles.
- Growth Objective 3.4 | Foster walkable, safe, and comfortable experiences for all.

RESILIENT ECONOMY

Manhattan attracts a diverse mix of businesses that benefits its residents. Businesses benefit from the quality education system, proximity to urban amenities, an international airport, fair taxes, sensible regulations, and reliable connections to the outside.

ECONOMY GOAL 1 | DIVERSE ECONOMY

- Economy Objective 1.1 | Evaluate the programs and incentives available through the Montana Commerce Department and federal government to grow economic development.
- Economy Objective 1.2 | Support development that results in additional jobs.
- Economy Objective 1.3 | Embrace innovative and technological advances.
- Economy Objective 1.4 | Maintain existing commercial land uses.
- Economy Objective 1.5 | Encourage light industrial or manufacturing businesses.
- Economy Objective 1.6 | Support agricultural production as an important component of the diverse Manhattan economy.

ECONOMY GOAL 2 | DIVERSE HOUSING

- Economy Objective 2.1 | Facilitate attainable, diverse, and quality housing options.
- Economy Objective 2.2 | Maintain individual neighborhoods' sense of character and identity.
- Economy Objective 2.3 | Ensure development respects the scale and character of established neighborhoods.
- Economy Objective 2.4 | Ensure new housing developments include open space and promotes trail connectivity.

VIBRANT DOWNTOWN

Manhattan's historic Downtown facilitates the community's small town feel and promotes high levels of social engagement. The Downtown encourages residents to shop local and to enjoy all their community has to offer.

DOWNTOWN GOAL 1 | HISTORIC PRESERVATION

- Downtown Policy 1.1 | Support the preservation and reuse of historic and existing buildings.
- Downtown Policy 1.2 | Coordinate with the Historic Preservation Board of Gallatin
 County to increase opportunities to learn about Manhattan's history.

DOWNTOWN GOAL 2 | VIBRANT PUBLIC SPACES

- Downtown Policy 2.1 | Update Downtown Master Plan with design standards for new development, redevelopment, public spaces, and an arts district.
- Downtown Policy 2.2 | Support events and programs that encourage people to spend time Downtown.

DOWNTOWN GOAL 3 | SUCCESSFUL DOWNTOWN

- Downtown Policy 3.1 | Evaluate the need for a downtown development organization and development plan.
- Downtown Policy 3.2 | Promote the availability of modernized commercial space
 Downtown.
- Downtown Policy 3.3 | Research the validity and need for a funding source for open space acquisition.

PRESERVED OPEN SPACE AND NATURAL RESOURCES

Manhattan's proximity to the Gallatin River and the headwaters of the Missouri River necessitates responsible growth and stewardship of the natural resources and open spaces within Town limits and surrounding area.

ENVIRONMENT GOAL 1 | PRESERVE OPEN SPACE

- Environment Objective 1.1 | Coordinate with the rural and agriculture community over existing and potential conservation easements.
- Environment Objective 1.2 | Encourage development on existing vacant lots and redevelopment.
- Environment Objective 1.3 | Support the development of clustered subdivisions to preserve open space.
- Environment Objective 1.4 | Evaluate the feasibility of a transfer of development rights program.

ENVIRONMENT GOAL 2 | PROVIDE ACCESS TO RECREATION

- Environment Objective 2.1 | Evaluate the potential for increased recreational amenities
 such as a community splash pad or recreation facility.
- Environment Objective 2.2 | Support the preservation of open space on river-access properties.
- Environment Objective 2.3 | Support the development of a locally and regionally connected trail system.
- Environment Objective 2.4 | Collaborate with the railroad to preserve the rail property for recreational use and open space.

ENVIRONMENT GOAL 3 | PROTECT NATURAL RESOURCES

- Environment Objective 3.1 | Prioritize water conservation through usage reduction techniques and optimizing existing systems.
- Environment Objective 3.2 | Promote low impact development (LID) in development and the use of green infrastructure for stormwater filtration and reduction of impermeable surfaces.
- Environment Objective 3.3 | Require mitigation of unavoidable impacts to habitat.
- Environment Objective 3.4 | Protect against and mitigate for invasive and non-native species.
- Environment Objective 3.5 | Encourage private/public partnerships to incorporate best management practices for soil and water conservation.

Strategy	Timeframe	Priority
Update the Town Zoning Ordinances to comply with Growth Policy	1-3 years	High
Evaulate the impacts of the legislative cycle on the zoning and subdivision regulations of the Town	1-2 years	High
Update the Transportation Master Plan to address growth since 2006	1-3 years	High
Update the Subdivision Regulations to comply with Growth Policy	1-3 years	High
Obtain additional water rights and coordinate a Sewage Treatment Facilities Master Plan Update	1-5 years	High
Update unavoidable impacts section of subdivision and zoning regulations	1-3 years	High
Review the potential adoption of Low Impact Development Standards	1-3 years	Medium
Update Parks and Recreation Master Plan to include a potential recreation center or splash park and an open space preservation policy	3-5 years	Medium
Update Downtown Master Plan	3-5 years	Medium
Support the creation of a Downtown Committee	1-5 years	Low

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