

BROADWATER COUNTY

GROWTH POLICY PLAN

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

July, 2003

BROADWATER COUNTY

**GROWTH POLICY PLAN &
COMPREHENSIVE ECONOMIC
DEVELOPMENT STRATEGY**

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DEFINITIONS

Broadwater County Development Corporation (BCDC): A private, non-profit organization formed for the purpose of promoting economic development and business growth in Broadwater County. The officers, board of directors, and committee members comprise county, city and school district officials, business owners and employees, health and medical care providers, representatives of banking and finance, agriculture, retail trade, industry, and travel/tourism.

Capital Improvement Plan (CIP): A plan outlining where, when and how much a community or county plans to invest in major public facilities over the next 5-6 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.

Cluster Development or Clustering: Grouped houses or lots on part of a property while maintaining a large amount of open space on the remaining land.

Commercial: A commercial use is any business, retail trade or activity selling goods or services.

Comprehensive Economic Development Strategy (CEDS): A document certified by the U.S. Economic Development Administration for eligibility for that agency's programs . The document identifies a community's strengths, opportunities, constraints and weaknesses and sets forth goals, objectives, plans and strategies for fostering economic development and business growth.

Conservation Easement: A voluntary agreement (Title 76, Chapter 6, Part 1, MCA) between a landowner and an agency or a qualified private tax-exempt organization, in which the landowner agrees to place restrictions on the type or level of development that may occur on his property.

Density: The number of buildings or housing units on a particular area of land.

Development Regulations: Regulations, limitations, or requirements adopted by a local governing body to regulate the character, quality or location of new development. Montana law prohibits land use regulations that regulates the production of agricultural and forestry products.

Dwelling Unit: Any building or portion thereof providing complete, independent and permanent living facilities for one family.

Emergency Services: Community services such as fire protection, law enforcement, ambulance services, quick response, search and rescue, flood and disaster relief. Emergency services are generally provided by local governments or private, nonprofit organizations.

Flood: The water of any watercourse or drainage which is above the bank or outside the channel and banks of such watercourses or drainage.

Flood of 100 Year Frequency: A flood magnitude expected to recur on the average of one every 100 years, or a flood magnitude which has a one percent chance of occurring in any given year.

Floodplain: The area adjoining the watercourse or drainage that would be covered by the flood water of a flood of 100 year frequency.

Goal: A goal is a broad, generalized expression of a commonly held community value regarding growth, development patterns and quality of life. Goals, as used in this policy, express the primary theme or general intent and direction of the policy.

Growth Policy: (Pursuant to Chapter 76, MCA) 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.

Industrial: Land uses and activities involving manufacturing, fabricating, or processing of goods and products.

Infrastructure: Public facilities such as sewer and water systems, roads, bridges, and buildings.

Lot: A parcel, plot or other land area with its own identity.

Municipality: An incorporated city or town.

Montana Department of Environmental Quality Minimum Standards: Minimum standards as set forth by the Division of Environmental Sciences of the Montana

Department of Environmental Quality, adopted pursuant to Title 76, Chapter 4, Part I, MCA.

Objective: An objective is a narrowly defined expression of community intent. A goal may contain one or more objectives with each objective responsive to a particular aspect of a more broadly stated goal.

Policy: A policy statement is a fairly precise statement of how a local government will exercise its discretionary powers and fiscal resources to achieve a specific goal.

Planning Board: The Broadwater County Planning Board formed pursuant to Title 76, Chapter 1, MCA.

Planning and Zoning District: A district formed pursuant to Title 76, Chapter 2, Part 1, MCA, by the county commissioners upon petition of 60% of the landowners within an area for purpose of enacting land use regulations on properties within the district.

Property Taxation: The process of assessing and collecting property tax revenues based on the value of each property.

Assessed Value: The appraised value of any private property as determined by the Montana Department of Revenue according to rules and guidelines.

Mill: A unit of property tax assessment equal to one-tenth of a cent (\$.001) that is levied against the taxable value of a property.

Taxable Value: The value of property calculated by multiplying the assessed value by a tax rate set by the Legislature.

Example:

$$\begin{array}{rcccccccc} \$50,000 & \times & 3.6\% & = & \$1,800; & \$1,800 & \times & 100 \text{ mills} & \times & \\ & & & & & & & & & \$180 \\ \text{Assessed} & \times & \text{Tax} & = & \text{Taxable}; & \text{Taxable} & \times & \text{Mill} & \times & \text{Taxes} \\ \text{Value} & & \text{Rate} & & \text{Value} & \text{Value} & & \text{Levy} & & \text{Owed} \end{array}$$

Public Facility: Any structure or facility constructed to serve the residents of a subdivision or community, such as parks, streets and roads, sidewalks, curbs and

gutters, street lighting, utilities and systems for water supply, sewage disposal and drainage.

Right-of-Way: A corridor of land dedicated or acquired to allow construction and maintenance of a private or public travel way or utility line.

Subdivision: A division of land or land so divided which creates one or more parcels containing less than 160 acres, exclusive of public roadways, in order that the title to or possession of the parcels may be sold, rented, leased or otherwise conveyed, and will include any re-subdivision; and will further include any condominium or area, regardless of its size, which provides or will provide multiple space for recreational camping vehicles, or mobile homes. A subdivision will comprise only those parcels less than 160 acres which have been segregated from the original tract, and the plat thereof will show all such parcels whether contiguous or not. Provided, however, condominiums constructed on land divided in compliance with the Montana Subdivision Platting Act are exempt from the provisions of the act.

Subdivision Regulations (Broadwater County): Regulations adopted by Broadwater County pursuant to state statute Title 76, Chapter 3, MCA, to regulate the division of land into subdivision lots, certain condominiums, mobile home parks and recreational vehicle parks (see definition of “subdivision” above).

Tract: Any separately defined property.

Wildland/Urban Interface: Borders of forest and/or woodland areas being settled by people desiring to live in rural, wooded settings.

Zoning: Regulations adopted by local governing bodies to designate appropriate locations of various land uses and regulate the character or quality of new development. Montana law prohibits land use regulations that regulate the production of agricultural or forestry products.

SECTION I

BACKGROUND

This Broadwater County Growth Policy Plan/Comprehensive Economic Development Strategy (Plan/CEDS) is an integrated document that complies with the Montana statutory requirements for a growth policy and the U.S. Economic Development Administration requirements for a comprehensive economic development strategy. This integration of traditional county planning with economic development planning into a single document is unique in Montana. The hope and expectation of integrating growth management policies with economic development strategies will avoid, or at least minimize, conflicts between fostering growth and managing growth.

Broadwater County has been facing substantial growth since the 1980's. Growth pressures from a growing Helena affect the north end of Broadwater County; growth in Three Forks/Gallatin County is impacting the south end of the county; private lands in Deep Creek, west slopes of the Big Belt Mountains, Canyon Ferry/Missouri River and the east slope of the Elkhorn Mountains have amenities that typically attract growth. Despite residential growth, Broadwater County suffers depressed agricultural prices and a general economy as does the rest of Montana. Several communities in the county need revitalizing. In 2000, Broadwater County experienced serious wildfires that burned thousands of acres. Residents in virtually all of the county are affected by either growth pressures, deteriorated communities or a stressed economy, and therefore would benefit from policies and actions recommended by a growth policy plan.

The 5th and 14th Amendments to the U.S. Constitution, and Article II, Section 29 of the Montana Constitution, with the subsequent decisions by the respective supreme courts, provide Montanans with resolute protection of private property rights. This Broadwater County Growth Policy Plan/CEDS is drafted recognizing those rights.

The Broadwater County Planning Board and the Broadwater County Development Corporation took the lead in developing drafts of this Plan/CEDS. The county conducted a county-wide citizens' opinion survey, and held many public meetings throughout the county and during the planning process. Many citizens and organizations contributed to the drafting of this Broadwater County Growth Policy Plan/Comprehensive Economic Development Strategy, adopted by the Broadwater County Commissioners.

A. HISTORY OF BROADWATER COUNTY

Prior to the Lewis and Clark expedition in 1805, the Broadwater valley was a hunting and camping ground for Crow, Blackfeet, Shoshone and other Indian tribes. The Lewis and Clark 'Corps of Discovery' expedition traveled up the Missouri River through what is now Broadwater County. Lewis and Clark and other early explorers described the valley as "a wide valley," harboring "great numbers of antelope" and being "rich in both wildlife and beauty." The valley contains productive soils and abundant water, but the surrounding mountains intrigued early settlers because of the wealth provided by minerals, especially gold, and the supply of timber.

The first gold discovery was made in the winter of 1864 (the year the Four Georgians discovered gold at Last chance Gulch in Helena) along Confederate Gulch in the Big Belt Mountains. That gold discovery created the establishment of a gold boom town, Diamond City. During the 33 years after the discovery in Confederate Gulch, gold drew many people to the Broadwater County area. In addition to Diamond City, many new towns such as Placer, Iron Age City, Canton, Beat 'em and Cheat 'Em would come and go as new gold mines were worked and depleted.

Broadwater County, named for Colonel Charles Broadwater, was made an official county by the Montana Legislature in 1897. It was formed by removing territory from four of the first counties in Montana. The largest segment was taken from Jefferson and Meagher Counties, which at the time had the Missouri River as their common boundary. Small sections were removed from Lewis and Clark County to the north and Gallatin County to the south. The current boundaries of Broadwater County are roughly defined by the Big Belt Mountains to the east and north, the Elkhorn Mountains to the west, and the Horseshoe Hills to the south.

The railroad played an important role in the history of Broadwater County. With the building of the Northern Pacific Railway in 1881, an old stage stop, Centerville, was moved to a site adjoining the railroad and was renamed Townsend. This new location, often referred to then as "Township #7," became the commercial center for the new county, and was soon established as the county seat. Townsend was named in honor of the wife a railroad official Charles B. Wright, whose maiden name was Townsend.

A land agent for the railroad platted city streets in 1882, and homesite lots were offered for \$300 each. By 1883, Townsend had a post office, stores, a hotel, restaurant, stables, saloons, churches, a flour mill, a school , a lumber mill, and even an indoor ice-skating rink. Most of the Townsend's early downtown was built during the short period of 1882 to 1884.

Two of the major structures were railroad businesses - the Townsend House Hotel and the W. E. Tierney Company store- both located on the corners of Broadway and Cedar Streets.

Townsend grew rapidly in the late 1800's and early 1900's because of its location surrounded by mining, logging, farming and ranching, and because of the transportation of products by the Northern Pacific Railway. In 1889 the Commercial Hotel was built by William Pierce, who sold the hotel to the C.D. W. Smith family in 1909. The hotel later closed, but the bar still operates at the corner of Broadway and Front Street.

Mining of new mineral discoveries, including silver, copper, and zinc greatly increased the demand for local goods and services. The rising population of people immigrating because of mining created an increasing need for agricultural products. Cattle drives were made to Broadwater County, and later livestock became a significant local industry, eventually becoming as important as the mining industry itself. As mineral deposits were depleted, the mining industry began to slow and mining became less profitable during the early 1900's. In 1982, a limestone mine was constructed in the Elkhorns west of Townsend, and a lime processing plant was built nearby. The mine and plant continue to operate today, providing jobs and basic income to Broadwater County.

As the hard rock mining industry declined in the early 1900's, many miners turned to farming and ranching, and agriculture became the principal industry in the county. The agricultural industry remained stable until approximately 1906, when various federal agencies expanded the development of natural resources in the state. The land that was most desirable was homesteaded in 160 acre parcels beginning in 1909. In 1913 Congress increased the size of homesteads to 320 acres. Most of the homesteads under cultivation occurred between 1909 and the 1950's, primarily in the southern part of the county

Winter and spring wheat, sugar beets, hay, and livestock became the principal agricultural products. More recently, potatoes have replaced sugar beets as an important crop in Broadwater County. Also, Wheat Montana, a bakery firm known throughout Montana, uses locally grown wheat and grain.

Development of irrigation systems greatly increased the yields of crop and livestock production and have proven to be vital to the agricultural industry over the years in Broadwater County. The Montana Ditch, constructed in 1900, continues to provide

irrigation water to farms and ranches in the valley. In 1939, the Broadwater-Missouri dam and canal system were built above the community of Toston to provide irrigation water to the central portion of the county.

In the 1950's the U.S. Bureau of Reclamation constructed Canyon Ferry Dam just north of Broadwater County for power generation and irrigation. The resulting reservoir, Canyon Ferry Lake, has become a major feature of Broadwater County. Canyon Ferry Lake covers 35,000 acres. Approximately 5,000 acres of productive agricultural land was inundated by the reservoir. As restitution, the Bureau of Reclamation created the Crow Creek Pump Unit, an irrigation development with a series of canals, ditches and pumps to provide irrigation water to other lands within the valley.

Hunting, fishing and recreation have a long history in Broadwater County, and the county is developing a strong recreation/travel industry. The Broadwater Rod and Gun Club was formed in 1902 to influence fish and game management in the area. The Club facilitated planting of pheasants and trout in the valley. They also planted 36 head of elk up Dry Creek in 1916, which established a successful elk population in the Big Belt Mountains.

In addition to generating electric power and providing irrigation water, Canyon Ferry Lake provides recreation opportunities of state-wide significance. Lake fishing, ice fishing, boating, camping, and picnicking are major recreation activities associated with the reservoir, and has contributed to the basic travel and tourism economy of the county. In the 1970's, the U.S. Bureau of Reclamation constructed dust-control ponds on the south end of the reservoir near Townsend. In cooperation with the Montana Department of Fish, Wildlife and Parks (FWP), the dust-control ponds are also managed to facilitate waterfowl nesting, which has resulted in excellent, productive habitat for ducks, geese and many shorebirds. The adjacent FWP Wildlife Management Area complements the waterfowl habitat and provides outstanding hunting for big game, pheasants and waterfowl, as well as opportunities for watching and photographing wildlife. Canyon Ferry Lake and the Missouri River have developed a reputation as high quality fisheries.

Canyon Ferry Lake, the Missouri River from Three Forks to Townsend, Helena National Forest, Big Belt Mountains, Elkhorn Mountains, and numerous streams and lakes, and a rich history are amenities that drive a strong recreation and tourist industry.

History of Past Development Efforts

The following is a brief outline of past development efforts by Townsend and Broadwater County:

- City swimming pool constructed - 1968
- Softball park constructed - 1970
- County planning board formed to review subdivisions - 1975
- A major street paving project - 1975
- City tennis courts constructed - 1975
- A new sewer lift station installed - 1983
- Airport improvements begin - 1980
- City fire hall constructed in 1986
- Broadwater Health Center completed - 1986
- Broadwater County Development Corporation reactivated - 1987
- A 9-hole golf course completed - 1973; grass greens added - 1988
- Broadwater County and City of Townsend become Certified Communities through the Montana Department of Commerce; recertified - 1990
- Broadwater County secures a Department of Commerce Economic Development grant to assist start-up business, Broadwater Printing
- City of Townsend receives CDBG grant to make improvements to wastewater treatment plant
- Townsend School District completes a new high school, funded by a voter-approved bond issue - 2002
- Front Street is reconstructed - 2001
- Bike paths and ponds are constructed at Indian Road campground

B. GENERAL DESCRIPTION OF THE AREA

Broadwater County is located in southwest Montana. It is bordered on the north by Lewis and Clark County, on the east by Meagher County, on the south by Gallatin County, and on the west by Jefferson County. The County includes 1,245 square miles. The county is mountainous with expansive valley areas that are used for agriculture. Elevations range from 9472' on the top of Mount Baldy to the average valley elevation of 3800'. The Big Belt Mountains run along the eastern border, and the Elkhorn Mountains form the western boundary. The Missouri River flows through the county from south to north, offering both irrigation for crops and recreational opportunities. Canyon Ferry Lake covers

approximately 35,000 acres in the northern part of the county. The lake shore is federally owned, managed by the U.S. Bureau of Reclamation.

TABLE 1. LAND USE AND LAND OWNERSHIP IN BROADWATER COUNTY

		<u>Acres</u>	
<u>Broadwater County</u>		796,00	
LAND USE			
<u>Private Lands</u>			
Dry Crop Land		77,000	
Private Timberland		35,000	
Grazing land	326,000		
Irrigated		46,000	
Other (e.g. urban, utilities)		<u>20,000</u>	
		515,000	
<u>Public Lands</u>			
State		24,500	
Federal		<u>257,500</u>	
		281,000	
LAND OWNERSHIP			
		<u>Acres</u>	<u>Percent</u>
<u>Private Lands</u>		515,000	65%
<u>Public Lands</u>			
U.S. Forest Service		185,000	23%
U.S. Bureau of Land Management		64,000	8%
U.S. Bureau of Reclamation		8,000	1%
MT State Trust Lands		24,335	3%
MT Dept Fish Wildlife and Parks		165	

Source: U.S. Bureau of Census, Census of Agriculture

The 515,000 acres of private land in Broadwater county is 65% of the total 796,800 acres.

The climate of the county is consistent with normals for the Rocky Mountain region. The winters are cold with temperatures dropping to less than 30 degrees below zero for a week at a time. The summers are warm with a number of days in excess of 95 degrees. Extreme fluctuations in temperatures, wind, and precipitation intensity are common. The annual precipitation is 12". The growing season ranges from 90-100 frost free days.

Townsend is the only incorporated city in Broadwater County. Unincorporated communities include Radersburg, Toston, and Winston.

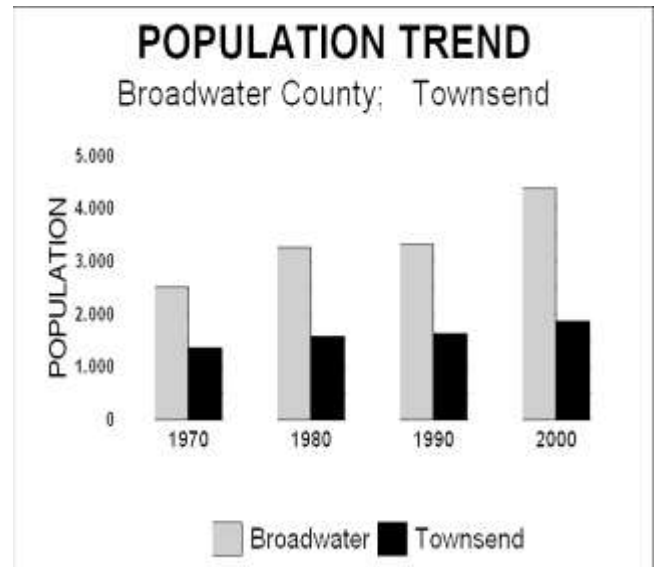
C. POPULATION

The 2000 Census shows that Broadwater County's population was 4,385. Of those persons, 1,867 live in the City of Townsend. Broadwater County's population has grown substantially since 1970, from 2,500 to nearly 4,400. The county experienced a significant increase during the 1990's of 1,067 people. That increase from 3,318 to 4,385 was 32%, third highest in Montana, behind Ravalli and Gallatin counties. Townsend has grown steadily since 1970, and grew by 14% between 1990 and 2000.

TABLE 3. POPULATION OF BROADWATER COUNTY AND TOWNSEND

	<u>Broadwater County</u>	<u>City of Townsend</u>
1970	2,526	1,371
1980	3,267	1,587
1990	3,318	1,635
2000	4,385	1,867

Source: U.S. Bureau of Census



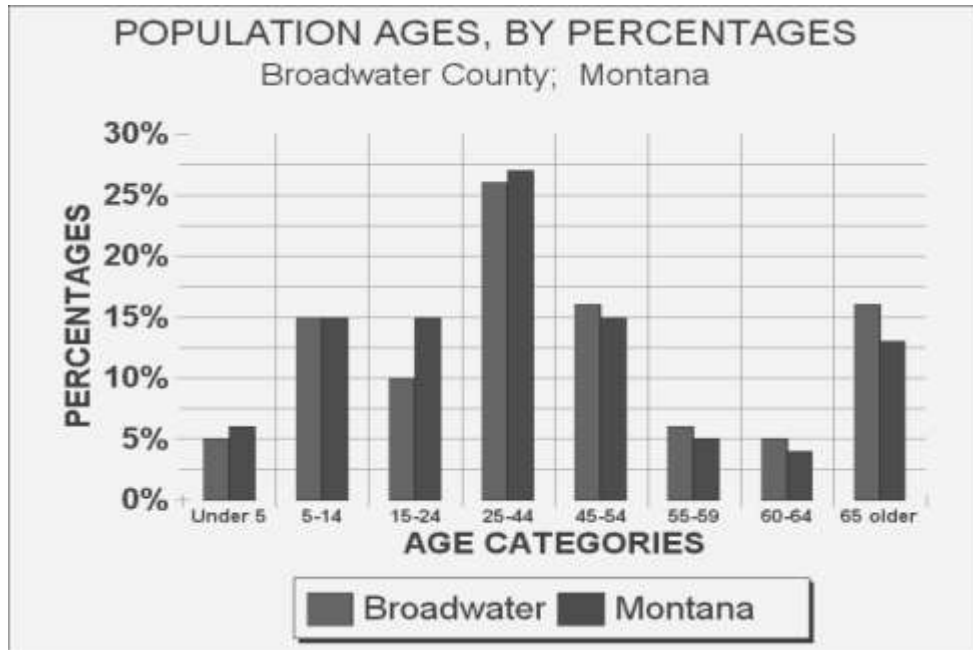
The following table shows the break down of the Broadwater County population by age groups from the 2000 census, and shows the percentages for Montana as a comparison.

TABLE 4. BROADWATER COUNTY POPULATION, PERCENTAGE BY AGE; MONTANA PERCENTAGE, 2000

	--Broadwater County--		Montana
	<u>No.</u>	<u>Percent</u>	<u>Percent</u>
Under 5 years	234	5%	6%
5 to 14 years	651	15%	15%
15 to 24 years	430	10%	15%
25 to 44 years	1,149	26%	27%
45 to 54 years	697	16%	15%
55 to 59 years	272	6%	5%
60 to 64 years	233	5%	4%
65 and older	719	16%	13%
Percent under 18		25%	25%
Percent 65 and older		16%	13%
Median Age		41 years	38 years

Source: U.S. Census; Montana Department of Commerce

Table 4 shows that in comparison to Montana, Broadwater County has an older population. Broadwater County has a higher percentage of people 65 and older (16% compared to 13% for Montana), and the median age of 41 years for Broadwater compared to 38 years for Montana.



Population and Employment Projections

The table below shows baseline projections for total population and total employment in Broadwater County. Baseline projections assume that no unusual event occurs that would cause a significant increase or decrease in population or employment.

TABLE 5. PROJECTED EMPLOYMENT (Full and Part time) AND POPULATION

	<u>2000</u>	<u>2005</u>	<u>2010</u>
Total Population	4,385	4,700	5,000
Total Employment	2105	2,300	2,500

Source: Jim E. Richard, Business Services, Inc.
Broadwater County Planning Board

D. THE ECONOMY

Broadwater County's economy, like any local economy, is a result of three factors:

- 1) Money coming into the county from the out-of-county sale of goods and services;
- 2) The extent to which those in-coming dollars are spent in Broadwater County for local goods and services;
- 3) Money leaving Broadwater County spent on goods and services outside the county.

Basic (or primary) industries are those economic sectors that bring income from outside into the county, primarily through the sales of goods or services to out-of-county purchasers. Secondary (or derivative) sectors are those that sell local goods and services purchased as a result of subsequent spending of basic income within the county. Secondary industries principally serve the local population.

Income from sale of agriculture, forestry, mining, and manufacturing products is basic income because these products are sold out-of-county (Even if a basic product is sold within the county, the income is still considered basic income because the sale replaces a purchase the buyer would otherwise have made out-of-county). The heavy construction and public utilities industries and federal and state government are considered basic sectors because the wages to pay the employees are generated out-of-county. Travel/tourism is considered a basic industry because it brings in income from out-of-county travelers. The secondary sectors include retail and wholesale trade, services, building contractors, finance, insurance, real estate and local government. These are secondary sectors because they serve the local population and are supported by the spending of basic sector income.

Out-of-county travelers, recreationists and tourists purchase goods and services provided by the retail and service sectors. Therefore that portion of the income and jobs in the retail and service sectors must be considered basic because the sales come from out-of county.

No clear method exists to estimate the amount of sales or number of jobs in retail and service jobs that are generated by travel/tourism. Motels, hotels, guides and outfitters, and guest ranches serve almost exclusively out-of-county persons, and thus clearly are basic industries. Retail stores and eating and drinking establishments receive some portion of their income from out-of-county patrons.

A county's economy is strengthened when (1) income from basic industries increases, (2) sales of local goods and services increases, and (3) less money is spent for out-of-county goods and services.

1) Earnings; Personal Income

Earnings within a county comprise:

1. Wages, salaries, and other spending on labor
2. Net income of proprietors

Personal income is a measure of all revenues received in a county. Personal income is the total income derived from:

1. Earnings (wages, salaries, other labor, and net income of proprietors)
2. Income from rents, dividends, interest
3. Government transfer payments

Transfer payments in Broadwater County totaled \$17,296, 000 in 2000. Of those payments, \$16, 427,000 were government payments to individuals. Approximately 53% (\$8,655,000) of the government payments were retirement payments to individuals in the county.

TABLE 6. PERSONAL INCOME, EARNINGS BY INDUSTRY: BROADWATER COUNTY, 2000

	<u>EARNINGS</u>	<u>PERCENT OF ALL INDUSTRIES</u>
<u>Basic Industries</u>		
Agriculture	\$5,472,000	12%
Mining	4,871,000	11%
Heavy Construction	660,000	1%
Manufacturing	9,310,000	21%
Tran,Comm,PubUtil**	1,904,000	4%
Travel/tourism	1,210,000	3%
Federal Government	2,860,000	6%
<u>State Government</u>	<u>450,000</u>	<u>1%</u>
Total Basic Industries	\$26,743,000	59%
<u>Secondary Industries</u>		
Wholesale	\$1,096,000	2%
Retail Trade	1,460,000	3%
Private Services	5,520,000	12%
Tran,Comm,PubUtil**	1,276,000	3%
General Construction	2,300,000	5%
F. I. R.E. ***	1,728,000	4%
Agricultural Services	470,000	1%
<u>Local Government</u>	<u>4,553,000</u>	<u>10%</u>
Total Secondary Industries	\$18,403,000	41%
Total Earnings:	\$45,146,000	
Transfer Payments****	\$17,296,000	
Rents, Dividends, Interest	\$18,854,000	
Total Personal Income:	\$81,296,000	

** Transportation, Communications, Public Utilities

*** Finance, Insurance, Real Estate

**** Transfer payments include non-agricultural federal and state payments to local governments, individual and non-profit organizations; payments include food stamps, AFDC, Medicare, Social Security, Veterans , unemployment insurance, retirement and disability, education and training.

Sources: Bureau of Economic Analysis, U.S. Census Bureau
Montana Department of Labor and Industry
Jim E. Richard, Business Services, Inc

(2) Employment

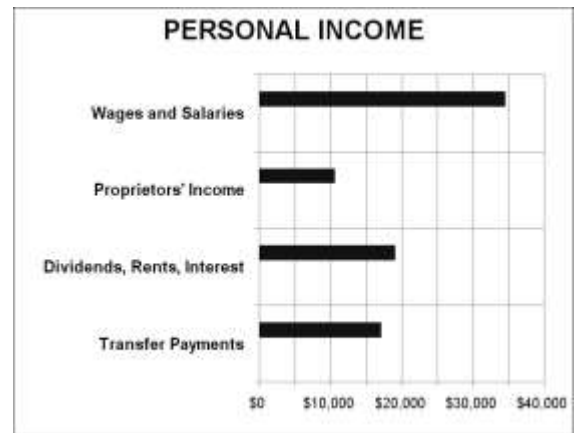


TABLE 7. ESTIMATED FULL-TIME AND PART-TIME EMPLOYMENT BY ECONOMIC SECTOR,
BROADWATER COUNTY, 2000

<u>BASIC INDUSTRIES</u>	<u>NUMBER OF JOBS</u>	<u>PERCENT OF ALL JOBS</u>
Agriculture	320	15%
Mining	90	4%
Travel, Tourism	70	3%
Manufacturing	370	18%
Transp/Pub Utilities	60	3%
Heavy Construction	20	1%
Federal Government	75	4%
<u>State Government</u>	<u>15</u>	<u>1%</u>
Total Basic Jobs	1,020	49%
 <u>SECONDARY INDUSTRIES</u>		
Transp/Pub Utilities	20	1%
Private services	340	16%
Retail Businesses	225	11%
Wholesale	60	3%
General Construction	100	5%
F.I.R.E.**	95	5%
Agricultural Services	60	3%
<u>Local Government***</u>	<u>180</u>	<u>9%</u>
Total Secondary Jobs	1,080	51%
 Total Jobs:		
Broadwater County	2,100	

** Finance, Insurance, Real Estate

*** Includes schools

Sources: Research and Analysis Bureau, U.S. Census Bureau
Montana Department of Labor and Industry
Jim Richard, Business Services, Inc.

Table 6 shows that among the basic industries in Broadwater County, manufacturing is the largest sector, generating \$9.3 million in earnings, or 21% among all economic sectors (35% of basic industries). R-Y Timber, GrayMont Western US, Inc, and Wheat Montana are the three principal

manufacturing/processing firms in the county. Agriculture is the second largest basic industry, producing \$5.4 million in earnings (12%). Mining, third largest basic industry, generates \$4.8 million, or 11% of all economic sectors. The services industry is the dominant economic sector among the secondary industries, generating \$5.5 million in earnings, or 12% of all sectors.

Table 7 above shows that Broadwater County has a total of 2,100 full-time and part-time jobs. The estimated current population of the county is 4,385 persons, which means that there is approximately 1 job for every 2 persons living in the county. Table 7 shows the number of jobs, not employees, so the table reflects the fact that a number of persons work at two or more jobs. Table 7 also shows the estimated number of employees in each economic sector and that basic industries employ 1,020 employees and the secondary industries employ 1,080. The ratio of secondary jobs to basic jobs in 1999 is **1:1.06, or nearly 1:1.**, that is, each basic job supports one secondary job.

As with earnings, manufacturing employment is largest of the economic sectors (18%) and is the largest of the basic industries - 36%. Agriculture is the second largest basic sector, 20% of basic industry earnings, and 31% of basic industry jobs. The difference between agriculture's share of basic industry earnings and basic industry jobs is due in part to the fact that agriculture jobs are lower paying and agriculture is more labor intensive than manufacturing. Mining constitutes 18% of basic industry earnings but only 9% of basic industry jobs. This difference reflects that mining is capital intensive rather than labor intensive.

Among the secondary sectors, services is the largest sector with 16% of all jobs. Retail trade generates 11% of all jobs in Broadwater County, but only 3% of the total earnings, reflecting the labor intensive nature of the sector, and that jobs are of low wage.

TABLE 8. PERCENT EMPLOYMENT AND EARNINGS BY INDUSTRY, BROADWATER COUNTY AND MONTANA, 2000

<u>Industry</u>	<u>EMPLOYMENT BY INDUSTRY</u>			<u>EARNINGS BY INDUSTRY</u>		
	<u>Broadwater County</u> <u>Number</u>	<u>Percent</u>	<u>Montana</u> <u>Percent</u>	<u>Broadwater County</u> <u>Amount</u>	<u>Percent</u>	<u>Montana</u> <u>Percent</u>
				(\$000s)		
Agriculture	320	15%	6%	\$5,472	12%	2%
Agri Services/Forestry	60	3%	2%	472	1%	1%
Mining	90	4%	1%	4,871	11%	2%
Construction	125	6%	6%	2,963	7%	7%
Manufacturing	370	18%	5%	9,310	21%	7%
Transp/Pub Utilities	80	4%	5%	3,162	7%	8%
Wholesale Trade	55	3%	4%	1,096	2%	5%
Retail Trade	245	12%	19%	2,011	4%	11%
F.I.R.E.*	95	5%	7%	1,728	4%	6%
Services	390	19%	31%	6,199	14%	28%
Federal Government	75	4%	4%	2,860	6%	8%
State Government	15	1%	4%	450	1%	6%
Local Government**	<u>180</u>	<u>9%</u>	<u>7%</u>	<u>4,553</u>	<u>10%</u>	<u>9%</u>
	2100	100%	100%	\$45,146	100%	100%

* Finance, Insurance, Real Estate

** Includes schools

Sources: MT Dept of Commerce/Research and Analysis Bureau, U.S. Census Bureau

In Table 8 above, which compares Broadwater County's earnings and employment with that of the state of Montana, several aspects stand out. Manufacturing (primarily wood products) generates 21% of Broadwater County's earnings, but accounts for only 7% of Montana's total earnings. Mining and agriculture each account for 11-12% of earnings in Broadwater County but only 2% of Montana's earnings. On the other hand, the services sector generate 28% of the earnings in Montana, but only 14% in Broadwater County. Retail trade accounts for 11% of total earnings in Montana, but only generates 4% of the earnings in Broadwater County. Broadwater County's largest industries are based on natural resources, while Montana's largest industries are the services/retail sectors.

E. LOCAL GOVERNMENT FINANCE

Each real and personal property in Montana is classified into one of a number of different property tax classifications. Each property is given an assessed value. The Montana legislature sets a tax rate for each tax classification, and that tax rate is multiplied by the assessed value of the property to obtain the property's taxable value. Units of local government (e.g., cities, counties, school districts) levy mill levies against the taxable value of the properties within their jurisdiction to generate property tax revenues.

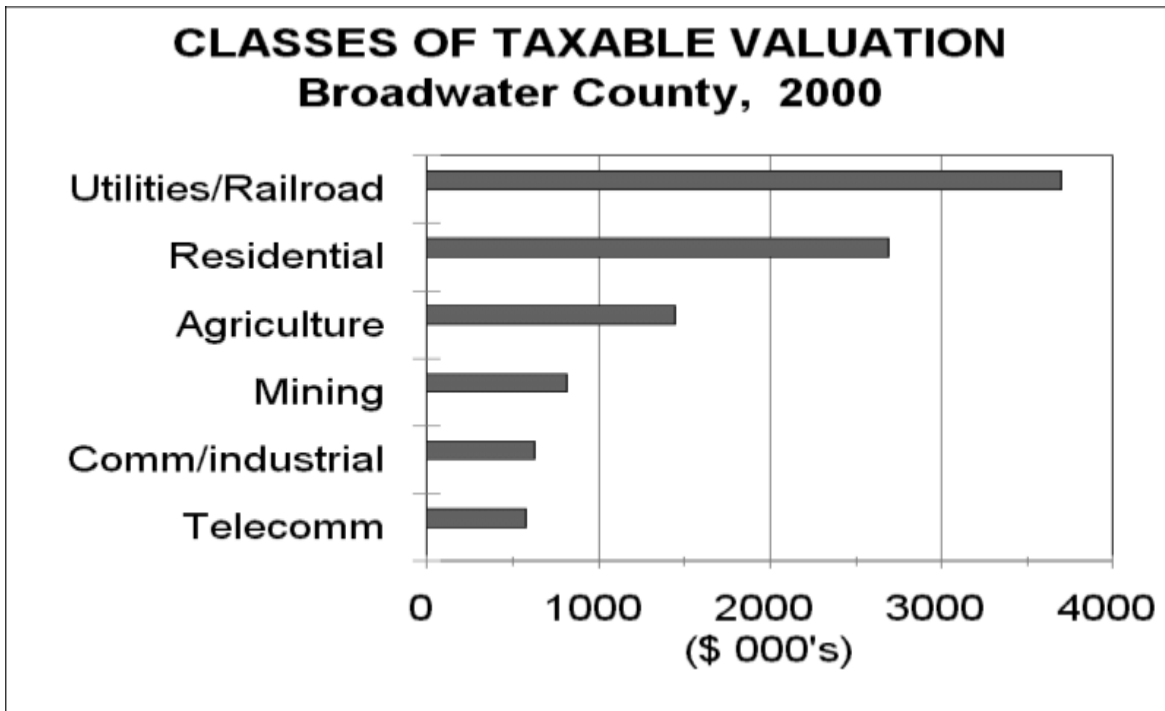
Broadwater County had a total property taxable valuation of \$10,254,000 in 2000. As can be seen from Table 9 below, utilities/railroads are the largest contributor to the county property tax base with \$3.7 million in taxable valuation. This is largely because of a privately-owned electric power transmission line that crosses Broadwater County from east to west, and the mainline of the Montana RailLink railroad located in the county. Residential property is the second largest contributor to the county property tax base; agriculture the third largest. The effect of Montana's property tax policies emerges in Table 9. The total market value of residential property in Broadwater County is \$75 million, but its taxable value is \$2.7 million. In contrast, the market value of utilities is \$28 million, but their taxable value is \$3.1 million. Under Montana law, utilities have a tax rate of 12%, while residential, commercial, industrial, and agricultural properties have a tax rate of 3.6% or less.

TABLE 9: MAJOR CLASSES OF TAXABLE VALUATION, BROADWATER COUNTY, 2000

<u>Type of Property (Tax rate)</u> <u>Value</u>	Percent of		<u>Assessed</u>
	<u>Taxable Value</u>	<u>Taxable Value</u>	
Utilities (12%)	\$3,122,000	30%	\$28,029,000
Residential (3.6%)	2,690,000	26%	75,057,000
Agriculture (3-3.6%)	1,450,000	14%	42,663,000
Mining	811,000	8%	22,455,000
Commercial/Industrial (3.6%)	626,000	6%	17,696,000
Railroad (4.27%)	614,000	6%	13,641,000
Telecommunications (6%)	579,000	6%	9,651,000
<u>Other</u>	<u>371,000</u>	<u>4%</u>	<u>38,214,000</u>
Total	\$10,254,000	100%	\$224,716,000

Source: Montana Dept of Revenue

The City of Townsend, the only incorporated municipality, had a taxable valuation of \$1,652,600 in 2000.



Broadwater County Budget and Revenue Sources

The Broadwater County budget for annual expenditures and revenues varies every year. First, the needs and costs of county offices, boards, and districts changes from year to year for reasons such as population changes, new state or federal requirements, and changing desires of county residents. Second, the Montana legislature changes tax rates and available state grants to local government, and federal programs for local government are frequently changed. Therefore the budget and mill levies in any one fiscal year will not necessarily be the same for another fiscal year. Table 10 below shows the (rounded) budgeted expenditures and mill levies for fiscal year 2001-2002, which is representative of Broadwater County's annual budgets. The budgeted expenditures include the expected costs and cash reserves for the various departments, boards and districts. Tax and other revenues often are received by the county only several times throughout the year. Cash reserves are carried by local governments to ensure that cash is available for paying bills during periods between receipt of tax and other revenues.

TABLE 10. ANNUAL BUDGET AND MILL LEVIES FOR BROADWATER COUNTY DEPARTMENTS, BOARDS, AND DISTRICTS, 2001-2002

	<u>EXPENDITURES</u>	<u>MILL LEVIES</u>
General Fund	\$1,200,000	38
Poor Fund (Welfare)	23,000	1
Road/Bridge	540,000	14
Weed Board	130,000	2
District Court	180,000	1
Extension	30,000	1.3
Fair	40,000	2.2
Public Safety	660,000	20
Rural Fire District	275,000	8
Hospital	385,000	23
Planning Board	90,000	.5
Senior Citizens	24,000	1
Museum	14,000	1
Library	42,000	2.5
Airport Board	13,000	.4
Health Insurance	125,000	12.5
Solid Waste District	415,000	
Other	<u>727,000</u>	<u>5.6</u>
	\$4,900,000	134.0

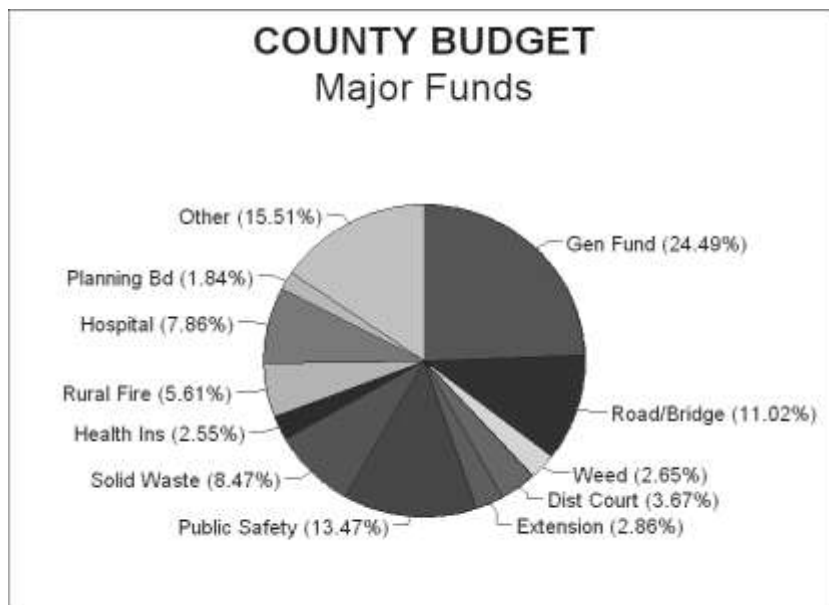
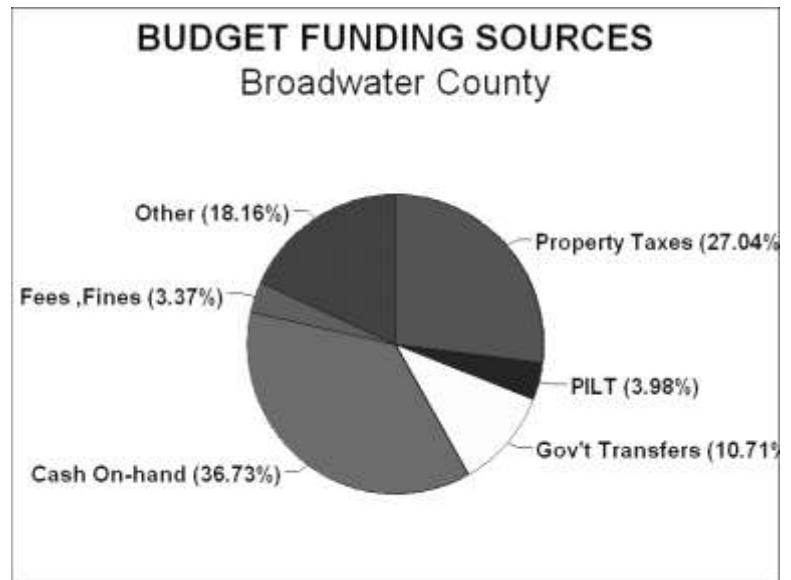


Table 11 below shows the revenue sources that fund the Broadwater County budget. Property taxes, state and federal agency payments in lieu of taxes (PILT), state and federal grants, fees, fines and charges, and cash on hand are the major sources of revenues. The “Other” category includes many different sources such as assessments and receipts from interest, rents, and licenses. Cash on hand is the unexpended, unencumbered money carried over from the previous fiscal year in the many different budget line items among the various departments. boards, and districts.

TABLE 11. REVENUE SOURCES, BROADWATER COUNTY, 2000

Property Taxes	\$1,325,000
Cash on Hand	1,800,000
Gov't Transfers	525,000
PILT	195,000
Fees, Fines	165,000
Other	<u>890,000</u>
	\$4,900,000

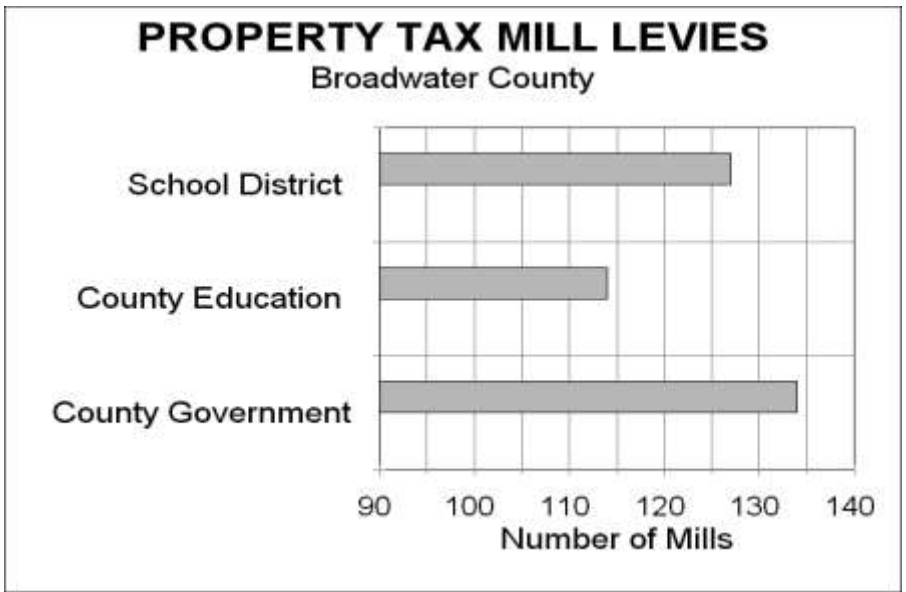


Residents of Broadwater County pay property taxes to a number of units of local government through mill levies. Table 12 below shows that property owners in the unincorporated area of Broadwater County pay 248 mills levied county-wide on all private properties, plus 127 mills levied by the Broadwater County Public School District on properties within the District, which includes most of Broadwater County (a small portion of the Three Forks School District lies in Broadwater County and property owners in that district pay different school district mill levies).

Table 12 and the bar graph show three categories of mill levies. “County Government” includes the 134 mills that Broadwater County levies to fund county departments, boards and districts. “County Education” are county-wide levies that include a 6 mill levy for the state University System and 108 mills in levies to help fund elementary and high school transportation and teachers’ retirement. “School District” is the 127 mill levy that the Broadwater County high school and elementary school district levies to help fund education costs incurred by the district for grades K-12 education.

TABLE 12. COUNTY-WIDE PROPERTY TAX MILL LEVIES, BROADWATER COUNTY, 2000

	<u>Mills</u>	<u>Percent</u>
County Government	134	36%
County: Education	114	30%
School District	<u>127</u>	<u>34%</u>
	375	100%



F. AGRICULTURE IN BROADWATER COUNTY

Table 12 below shows the number of farms/ranches, total acres and average size of farms/ranches in Broadwater County. The trend in Broadwater County is different than in most counties, where farm and ranch units tend to become larger and the number of units decreases. In Broadwater, the number of farms and ranches has increased slightly and the average size has decreased. The number of acres in farms and ranches decreased from 1987 to 1992, but increased from 1992 to 1997. Basically, the 10-year change from 1987 to 1997 shows that the number and size of farms was very stable.

TABLE 12. NUMBER OF FARMS, TOTAL ACRES, AVERAGE SIZE IN BROADWATER COUNTY

	No. of Farms/ranches	Acres in Farms/ranches	Avg size of Farms/ranches
1997	219	452,700	2,060
1992	205	449,970	2,190
1987	213	458,800	2,150

Source: Census of Agriculture

TABLE 13. BROADWATER COUNTY CROPS: ACRES AND PRODUCTION, 1990, 1995, 2000

	Hay (tons)	Wheat (bushels)	Barley (bushels)	Oats (bushels)	Potatoes (100-weight)	Total All Crops
2000						
Acres	20,000	43,600	4,600	0	1,600	70,400
Irrigated acres	18,500	14,100	2,600	0	1,600	36,800
Production	59,000	1,528,000	235,000	0	512,000	2,357,000
Irrigated production	57,500	971,000	181,000	0	512,000	1,721,500
% Irrigated Production	97%	64%	77%		100%	73%
1995						
Acres	27,500	42,700	9,200	400	650	80,450
Irrigated acres	25,000	16,000	4,300	N/A	650	45,950
Production	90,400	2,031,000	563,000	31,000	202,000	2,917,400
Irrigated production	86,000	1,035,000	325,000	N/A	202,000	1,648,000
% Irrigated Production	95%	51%	58%		100%	56%
1990						
Acres	29,000	44,100	15,200	600	500	89,400
Irrigated acres	24,500	13,900	7,600	500	500	47,000
Production	91,000	1,359,000	692,000	30,000	137,700	2,309,700
Irrigated Production	85,000	786,000	546,000	28,000	137,700	1,582,700
% Irrigated Production	93%	58%	79%	93%	100%	69%

Source: Montana Agricultural Statistics, MT Dept of Agriculture

TABLE 14. NUMBERS OF LIVESTOCK, 1990, 1995, 2000

	<u>1990</u>	<u>1995</u>	<u>2000</u>
Cattle	24,500	24,700	22,400
Sheep	7,100	6,100	4,400
Hogs	1,400	1,100	600

Source: Montana Agricultural Statistics, MT Dept of Agriculture

TABLE 15 AGRICULTURAL CASH RECEIPTS, 1990, 1995, 2000

	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>Percent of 2000</u>
Livestock; products	\$ 9,648,000	\$7,000,000	\$6,102,000	35%
Crops*	<u>6,647,000</u>	<u>10,844,000</u>	<u>11,404,000</u>	<u>65%</u>
Total Cash Receipts	16,295,000	17,844,000	17,506,000	100%
Government payments	3,515,000	1,821,000	4,756,000	
	-----	-----	-----	
Total Cash Receipts	\$19,810,000	\$19,665,000	\$22,262,000	

*includes hay

Source: Montana Agricultural Statistics, MT Dept of Agriculture

Table 14 above shows that the number of livestock in Broadwater County has declined since 1990. Table 15 shows the total agricultural gross cash receipts from livestock, crops and government payments for 1990, 1995, and 2000 in Broadwater County.

Crop production and sales accounted for 65% of the agricultural income in Broadwater County in Year 2000. Between 1990 and 2000 livestock receipts declined by \$3.5 million, or approximately one-third. Government payments were almost one-half of the 1990 payments in 1995, but exceeded 1990 payments in 2000. The total agricultural gross income has increased steadily by \$2.4 million between 1990 and 2000.

TABLE 16 ACRES, PRODUCTION, CASH RECEIPTS, TOTAL AND IRRIGATED, BY CROP, 2000

Year	Hay (tons)	Wheat (bushels)	Barley (bushels)	Potatoes (100-weight)	Total Cash Receipts	
2000						
Total Acres	20,000	43,600	4,600	1,600		
Irrigated Acres	18,500	14,100	2,600	1,600		
Total Production	59,000	1,528,000	235,000	512,000		
Irrigated Production	57,500	971,000	181,000	512,000		
Total Cash Receipts	\$5,044,500	\$4,614,560	\$559,300	\$2,944,000	\$13,162,360	
Cash Receipts, Irrigated Acres	\$4,916,250	\$2,932,420	\$430,780	\$2,944,000	\$11,223,450	85%

Source: Montana Agricultural Statistics, MT Dept of Agriculture

TABLE 17. MARKET VALUE, TAXABLE VALUE OF AGRICULTURAL PROPERTY, 2000

	Acres	Percent	Market Value	Taxable Value	Percent of Agricultural
Range land	327,000	73%	\$ 6,843,800	\$248,000	17%
Dry Cropland	76,000	17%	10,595,000	384,000	26%
Irrigated land	45,300	10%	11,088,000	402,000	28%
Livestock			6,000,000	180,000	12%
Farm Machinery			<u>7,868,000</u>	<u>236,000</u>	<u>16%</u>
			\$42,394,800	\$1,450,000	100%

Source: MT Department of Revenue

Tables 13, 16, and 17 show the importance of irrigated lands to Broadwater County. Table 13 shows, for years 1990, 1995, 2000, the acres and production of cropland by crop, and the acres and production of irrigated lands. In 2000, 52% of the county's cropland was irrigated and 73% of the crop production was on irrigated lands. Table 16 shows that 85% of the total cash receipts for harvested crops was generated by irrigated acres.

Table 17 shows the contribution of irrigated lands to the Broadwater County property tax base. The table presents the taxable value of the various components of agricultural property. Irrigated land constitutes only 10% of the total agricultural acreage, but represents 39% of the taxable valuation of all agricultural acreage. Irrigated lands generate 28% of the total taxable value of agricultural property.

During the 10-year period from 1990 to 2000, Broadwater County's population grew by 1,100 people. Most of that increase occurred in the rural areas of the county, but nearly all of the growth has been located on marginally productive agricultural land, with a minimum occurring on irrigated lands.

Agricultural Water Resources:

Broadwater County is fortunate in having abundant water resources (by Montana standards)

which makes irrigated crop land a major factor in the county's agricultural economy. Water is obtained from both surface water diversions and from groundwater development.

The Missouri River, which flows south to north through the county, is the key surface water. Toston Dam on the Missouri, located approximately four miles south of the community of Toston, provides water for the Broadwater Missouri Diversion Project. This project furnishes water to irrigate crop lands along both sides of the river through two canals. The west side canal is 15 miles in length, running northwest of Toston. The east side canal passes to the east of Townsend, and continues up the east side of Canyon Ferry Lake, ending at Duck Creek. Total length of the east side canal is 35 miles. Together the two canals irrigate approximately 22,000 acres.

Big Spring Ditch flows out of Big Spring south of Toston, running six miles and ending at Dry Creek. The canal irrigates 2,200 acres.

Another surface water diversion from the Missouri River is the Montana Ditch. Its point of diversion is on the east bank of the river about two miles south of Townsend. It carries water to the east of Townsend and flows into Canyon Ferry Lake seven miles north of Townsend.

Construction of Canyon Ferry Dam caused inundation of substantial acreage of prime agricultural land. To compensate for this loss the federal government constructed the Crow Creek Pump Unit. It lifts water from Toston Dam through a tunnel on the west bank of the canyon above the dam to irrigate lands southwest of Toston.

Many of the smaller streams entering the valley are used for irrigation, particularly in the Radersburg-Toston area, around Winston, and along the east side of Canyon Ferry Lake.

Agricultural Lands:

Most of the new water development in the county has been for sprinkler irrigation. In addition, much of previously flood-irrigated lands have come under sprinkler irrigation. Sprinkler irrigation systems are more efficient than flood irrigation, thereby making water available to irrigate additional lands. (Sprinkler irrigation can affect ground water levels and quantities, aquifer recharge, and sub-irrigation.) Approximately 46,000 acres of crop land in Broadwater County are currently irrigated. Irrigated lands have and will most likely continue to be used for hay, pasture, wheat, barley and potatoes.

Livestock production continues to be an important element in the economic base for the area. Although livestock sales income has fluctuated within the last few years, acreage devoted to raising cattle still plays an important role in the overall land use within the county. The majority of these lands are not under cultivation but are range lands, producing native vegetation for livestock grazing. Approximately two-thirds of the private land in the county is used for range.

G. WOOD PRODUCTS AND MINING INDUSTRIES IN BROADWATER COUNTY

Wood Products Industry

Table 17 below shows the earnings and employment for wood products industry, which includes timber harvesting, trucking, and processing in Broadwater County. The wood products industry in Broadwater County generates \$8 million in earnings (18 % of the county total), and 260 jobs in lumber processing, logging and trucking (12 % of the county total). R-Y Timber, Inc., is the major timber processing firm in Broadwater County. R-Y Timber imports most of its raw logs from out of Broadwater County.

TABLE 17. WOOD PRODUCTS INDUSTRY EARNINGS AND EMPLOYMENT IN BROADWATER COUNTY, 2000.

	<u>Earnings</u>	<u>Employment</u>
Wood Products Industry	\$8,000,000	260
Percent of County Total	18%	12%

Sources: MT Dept of Commerce/Research and Analysis Bureau, U.S. Census Bureau

Timber harvest in Broadwater County is shown in Table 18 below. During the 1990's, a total of 1.8 million board feet (mmbf) was harvested from the Helena National Forest in Broadwater County. One regular timber sale was harvested in 1993-94, and a fire salvage sale and house log sale were harvested in 1990-91. During the 1990's approximately 24 mmbf of private timber were harvested in the county. That is a larger volume than the 18.5 mmbf of private timber that were harvested during the 1980's. In 2000, 5 million board feet of timber from private lands were harvested.

TABLE 18. TIMBER HARVEST IN BROADWATER COUNTY

<u>Time Period</u>	<u>Level of Harvest</u>	<u>Land Ownership</u>
1980-1989	6,800,000 bf	National Forest
	18,500,000 bf	Private land
1990-1999	900,000 bf	National Forest
	24,000,000 bf	Private land
2000-2002	8,300,000 bf	National Forest*
	5,000,000 bf	Private land

* Salvage harvest of burned timber in Toston-Maudlow fire and green logs felled as part of creating fire lines during that fire.

Source: MT Department of Natural Resources and Conservation; Helena National Forest

TABLE 19. ASSESSED AND TAXABLE PROPERTY VALUATION, AND PROPERTY TAX REVENUES GENERATED BY WOOD PRODUCTS PROCESSING FIRMS, 2001.

<u>Type of Property</u>	<u>Assessed Value</u>	<u>Taxable Value</u>	<u>Tax Revenues</u>
Land/Improvements	\$ 904,000	\$32,400	\$12,500
Equipment	<u>1,223,000</u>	<u>36,100</u>	<u>13,800</u>
	\$2,127,000	\$68,500	\$26,300

Table 19 shows that the wood products industry contributes \$68,000 in taxable valuation to the county tax base, and generates \$26,300 in property tax revenues for Broadwater County, school districts and other local taxing jurisdictions.

Mining Industry

Two major mining firms operate in Broadwater County. Apollo Gold Corporation owns the Diamond Hill gold mine in the Elkhorns north of Townsend. GrayMont Western US, Inc., operates a lime mining and lime processing operation in the Elkhorn Mountains west of Townsend. Small scale mining operations occur sporadically on public and private land in the county. Table 20 below shows that mining provides 90 jobs in Broadwater County and generates \$4.9 million in industry earnings.

TABLE 20 . MINING INDUSTRY EMPLOYMENT AND EARNINGS IN BROADWATER COUNTY, 2000

	<u>Employment</u>	<u>Earnings</u>
Mining Production	90	\$4,900,000
<u>Mining Processing</u>	<u>20</u>	<u>800,000</u>
Total Mining Industry	110	\$5,700,000

Percent of Total Employment and Earnings in County	5 %	13%
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Sources: MT Dept of Commerce/Research and Analysis Bureau, U.S. Census Bureau

TABLE 21. ASSESSED AND TAXABLE VALUATION, AND PROPERTY TAX REVENUES GENERATED BY MINING INDUSTRY IN BROADWATER COUNTY, 2001

<u>Type of Property</u>	<u>Assessed Value</u>	<u>Taxable Value</u>	<u>Tax Revenues</u>
Net Proceeds	\$ 130,000	\$ 130,000	\$49,000
Gross Proceeds	7,872,000	236,000	88,000
Land/Improvements	2,015,000	67,000	25,000
<u>Equipment</u>	<u>12,438,000</u>	<u>378,000</u>	<u>140,000</u>
Total Mining Industry	\$22,455,000	\$811,000	\$302,000

Source: MT Department of Revenue

Table 21 shows that the mining industry contributes \$811,000 to the Broadwater County tax base, and generates \$302,000 in property tax revenues to Broadwater County, school districts and other local taxing jurisdictions. Net proceeds is a tax classification in which proceeds from non-metal mining production is taxed. Net proceeds is taxable value generated in this case by the lime operation of GrayMont Western US, Inc. Gross proceeds is a tax classification in which proceeds from metal mining production is taxed. Gross proceeds apply to Apollo Gold Corporation, which mines gold in Broadwater County.

H. HOUSING

Broadwater County had a total 2,000 housing units, 850 of which were in the City of Townsend. In the 2000 Census, there was a vacancy rate of 11%. Of the housing units, 80% were owner-occupied, 20% were renter-occupied. A majority of the housing units (68%) were single-family homes, 4.5% were duplexes or apartments of 3-4 units, 2% were housing units in structures with 5 or more units. Mobile homes accounted for 23% of the housing units in the county. Approximately 23% of the homes in Broadwater County were built in the 1990's; 33% were built before 1940. Nearly 16% of the homes heat with natural gas, (natural gas is not available in most of the county, only the extreme north and south ends), 45% heat with propane, kerosene or fuel oil, and 22% heat with wood stoves.

In 2000, 10% of the homes were valued at less than \$50,000, 55% were valued at \$50,000 to \$100,000, and 35% were valued at more than \$100,000. Of homeowners, 68% had mortgages; 28% of the mortgages were \$ 300 to \$700 per month; 24% of mortgages were \$700 to \$1,000 per month. For rental units, 26% rent for less than \$300 per month; 55% for \$300 to \$750 per month.

The following number of septic system permits issued since 1994 is an indicator of the number of new housing units in rural Broadwater County:

1994	43	1999	58
1995	37	2000	48
1996	57	2001	55
1997	54	2002	32
1998	59		

The total of 411 septic system permits during the period 1994 through 2001 averages 51.4 per year.

I. PUBLIC FACILITIES AND SERVICES

Law Enforcement

The Broadwater County Sheriff Department provides law enforcement to the county, and under contract, police protection to the City of Townsend. The department includes the Sheriff and five additional sworn officers. One sworn officer is a school resource officer who spends much of her time working with the Townsend Schools. The Sheriff Department provides law enforcement for

the City of Townsend under a law enforcement consolidation agreement. The department includes an old, out-of-date jail facility containing 9 beds, a facility that does not meet state and federal requirements and needs replacement. The Sheriff Department has two radio repeaters that provide adequate communications throughout the county.

Roads

The county road department maintains approximately 670 miles of county roads. The department employs a county road supervisor and three additional employees. Since the Montana Department of Transportation assumed maintenance responsibilities for secondary state highways in 1997, the road department has no paved roads to maintain. Sections of four roads in Broadwater County have been surfaced with millings from pavement removed from highways. The department plans to chip seal those sections surfaced with millings. On the heavier traveled county roads the department uses magnesium chloride to control dust and stabilize the surfacing, reducing maintenance time and costs.

The road department is funded by a levy of 13 mills assessed against properties in the unincorporated area of Broadwater County. In a 2001 county-wide survey, a majority of residents felt that the county roads were in good or very good condition.

Solid Waste

Broadwater County operates a county-wide solid waste program, with two employees. The county has established a number of 40-yard container sites throughout the county where residents may dispose of their solid waste. The county hauls the waste in the roll-off containers to a transfer site operated by the county. Solid waste is transported from the Broadwater County solid waste transfer site to a landfill in Lewis and Clark County, which charges Broadwater County a tipping fee for disposing of solid waste.

Senior Center

The county senior center is funded by Broadwater County and federal funds. The center provides weekday noon meals and meals on wheels to seniors confined to their homes. Broadwater County pays a portion of the senior center funding through county property taxes. The center has two employees.

Library

The School/Community Library is funded jointly by Broadwater County and Townsend Public Schools. The library is housed in the Townsend High School, and receives county support through a county-wide mill levy.

Hospital and Nursing Home

The Broadwater County Health Center and Home Health facility is classified as a Small Rural Hospital. The facility has 9 hospital beds and laboratory and X-ray services. The Health Center provides physical therapy and home health care. The facility includes a nursing home with 35 beds. The staff includes two physicians and a practitioner. The Health Center provides ambulance service in Broadwater County, which includes an ambulance and 15 emergency medical technicians. Broadwater County owns the physical plant, although the facility is operated by a private non-profit district board of directors. The facility employs 85 personnel, one of the largest employers in the county.

Public Schools

Public schools in Broadwater County include Townsend High School, Townsend Elementary School, and Townsend Middle School. The high school has an enrollment of 225 students, with 26 teachers. Townsend Middle School shares the physical facility with the elementary school. The school has eight classrooms, eight teachers and an enrollment of 180 students in grades 6, 7 and 8. Townsend Elementary School, K-5 grades, has 20 classrooms, 23 teachers and an enrollment of 400 students. Broadwater County voters approved a bond issue to construct a new high school. Construction was completed in 2002.

Fire Protection

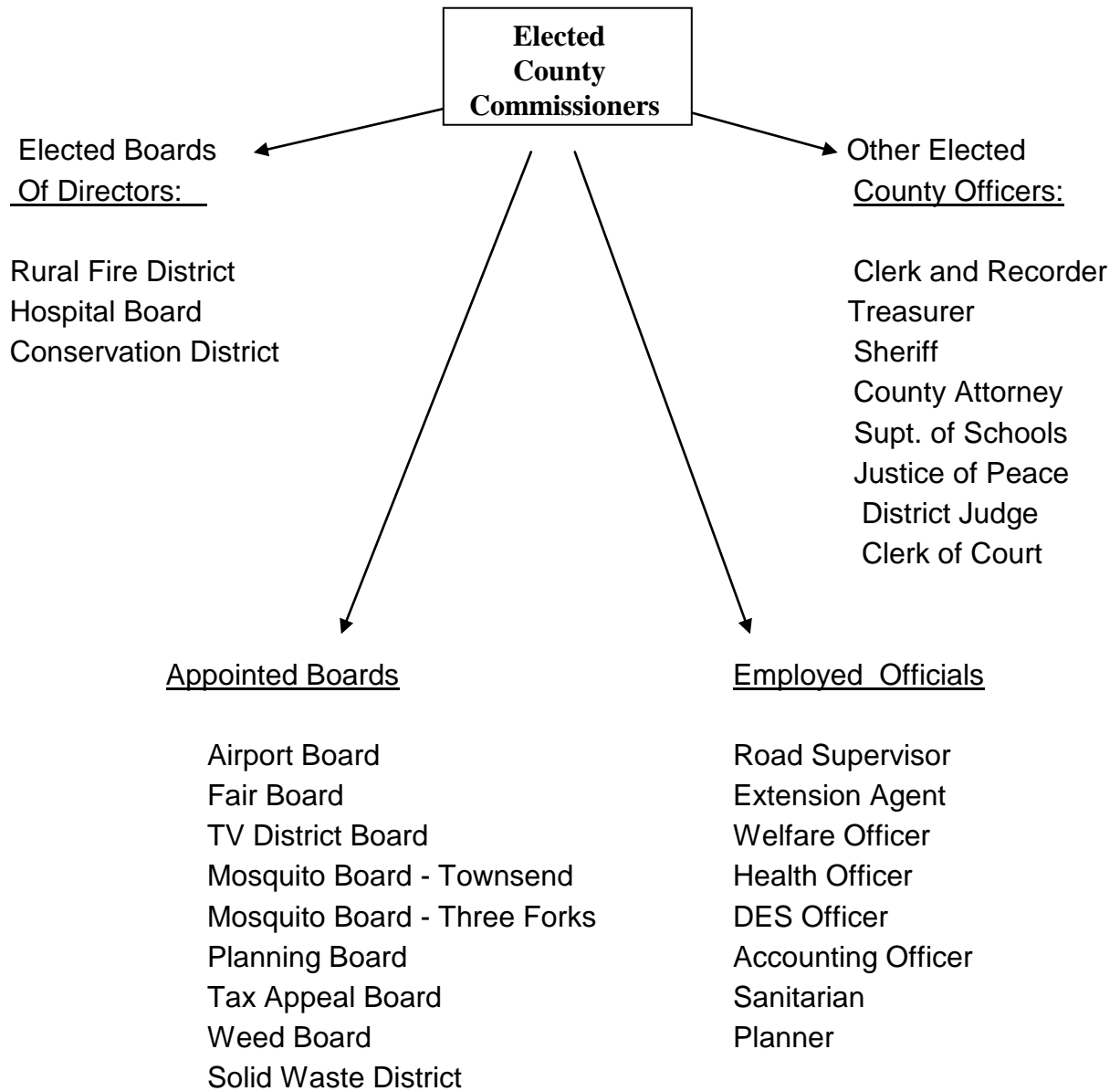
Fire Protection is provided in Townsend by the Townsend City Fire Department. The department's vehicles and equipment are housed in the fire hall behind city hall. The department has two structural fire trucks and two wildland fire trucks, and is served by volunteer fire fighters. Fire protection in the rural area of Broadwater County is provided by the Broadwater County Rural Fire District. The District houses two structural fire truck and a wildland fire vehicle at the fire hall in Townsend, which is jointly owned by the city and Broadwater County. The rural fire district has two vehicles at the fire station at Toston, three at the station at Winston, and houses a vehicle at Radersburg and one vehicle at the Duck Creek Road on the east side of Canyon Ferry. The District has entered into mutual aid agreements with the Townsend Fire Department, the Three Forks Fire Department, and with rural fire districts at Canyon Ferry and East Helena Valley in

Lewis and Clark County. The Broadwater County Rural Fire District also has mutual aid agreements with the U.S. Forest Service and the Bureau of Land Management.

Emergency Operating Policy

Broadwater County maintains an Emergency Operating Policy that sets forth procedures and policies for preventing, mitigating and responding to, emergencies such as fires, hazardous material spills, and flooding. Mitigation can take many forms - from construction to public education. Pre-disaster mitigation is an important part of maintaining a safe environment in Broadwater County. Maintaining and updating mitigation and emergency operating plans allows the county to be eligible for federal and state disaster and mitigation funding.

J. ORGANIZATION OF BROADWATER COUNTY



SECTION II

OPPORTUNITIES/STRENGTHS; CONSTRAINTS/WEAKNESSES

PLANNING AND ECONOMIC DEVELOPMENT ISSUES AND CONCERNS

This section describes the opportunities and the constraints facing Broadwater County, and the strengths and weaknesses within the county to enhance opportunities and to overcome constraints. The planning and economic development issues and concerns are described in more detail later in this section.

OPPORTUNITIES/STRENGTHS

The county has extensive acreage of irrigated crop, hay and pasture lands that contribute significantly to the county economy. Ample water is available in the county for irrigation and industrial use.

The county has extensive timber and agricultural resources, from which value-added processing can be promoted.

The Montana Railink Railroad provides important rail transportation of goods to and from Broadwater County.

The climate is moderate, making the county an appealing and attractive place for visitors, retirees and prospective entrepreneurs.

The county population has been growing steadily, which helps support local businesses and business growth. Many of the incoming new residents favor strong local economies and communities with appealing environments and life styles. Present residents want to avoid increasing the current cost of building and living in Broadwater County.

Broadwater County has a growing professional business sector - finance, insurance, accounting, and health/medical care - that attracts out-of-county customers and strengthens the economy.

The county is close to Helena and Bozeman, major cities with potential markets for Broadwater

County goods and services. Also, the county is located on the route between Bozeman and Helena, which offers potential for travel and tourist commerce.

A number of firms in Broadwater County - including Wheat Montana, R-Y Timber, Graymont Western US, Inc. - process agricultural, timber and mineral products as sell value-added products to customers outside the county. Riley Stoves Company and PFM Manufacturing, Inc., are examples of local manufacturing firms that provide basic income and jobs in the county.

State and federal agencies offer a number of effective programs that provide funding for public facilities, housing and financing to assist private businesses.

Canyon Ferry Reservoir, the Missouri River, many streams and lakes, Helena National Forest, Big Belt Mountains, Elkhorn Mountains, a rich history including the Lewis and Clark expedition, agriculture and mining, are assets that provide for a strong recreation/travel industry.

Broadwater County's lakes, rivers and streams support outstanding fisheries that attract anglers from all over the region. Canyon Ferry Lake and the Missouri River produces rainbow, brown, brook and cutthroat trout, walleye, whitefish and perch. The resident and non-resident fishing supports boat dealerships, sporting goods stores, tackle shops and outfitting.

The county has abundant wildlife that supports hunting, and bird/wildlife watching. The Big Belt and Elkhorn Mountains provide excellent mule deer and elk habitat. Whitetail deer thrive along the Missouri River and in bottomlands. Mountain goats occur in the Big Belts, and a population of antelope range between Townsend and Winston.

The Bureau of Reclamation constructed dust-control ponds and in cooperation with Montana Fish, Wildlife and Parks manages the ponds to produce excellent habitat for waterfowl and shorebirds. The Canyon Ferry Wildlife Management Area provides outstanding hunting for big game, pheasants and water fowl, as well as opportunities for watching bird and wildlife.

The Indian Creek campground and ponds have been developed into a very attractive recreation facility that is enjoyed by both local residents and travelers.

The Lewis and Clark expedition up the Missouri river in 1805 provides opportunities for Broadwater County. The expedition traveled up the Missouri River from the Gates of the Mountains to the three forks of the Missouri River, making significant journal entries, in what is

now Broadwater County. Residents of Broadwater and Gallatin Counties, with state and federal agencies, have developed historical points and features commemorating the Corps of Discovery. The Headwaters State Park, across the river from Broadwater County, has become a well-known historical place commemorating the Corps of Discover. Interpretive signs at Toston Dam explaining the Lewis and Clark expedition are important tourist information attractions. In 2002, local residents erected a plaque to mark the Crimson Bluffs, a feature southwest of Townsend cited in the Lewis and Clark journals.

A large percentage of county residents are willing to invest in public facilities and to protect property values and local amenities with reasonable policies and regulations.

A number of public facilities and services are important assets:

- County roads are maintained in good condition
- Excellent fire protection is provided by the Townsend Fire Department and the Rural Fire District
- Townsend Public Schools are important assets to the community; a new Townsend high school has the potential to host athletic, academic and arts events for students
- City parks, swimming pool, recreation facilities, and library are viewed favorably by residents

A number of private or non-profit facilities or services are important assets:

- Broadwater Health Center and Home Health
- Old Baldy Golf Course
- Broadwater County Museum

An active chamber of commerce and an active development corporation, Broadwater County Development Corporation, strive to promote economic growth.

CONSTRAINTS/WEAKNESSES

Broadwater County shares in the depressed Montana economy, which is characterized by a low per capita income, low average wage per job, low prices for agricultural and timber products.

The county is close to Helena and Bozeman, major cities that draw a substantial amount of purchasing by Broadwater County residents.

For a county its size, Broadwater County has a limited range of available goods and services (the fact that a high percentage of purchasing by county residents occurs in Helena and Bozeman is a significant contributor to this problem.

The downtown area needs renovation to make it more attractive.

Natural gas is currently not available in most of Broadwater County, which hinders recruiting industry to locate in the county.

Public land management agencies have been decreasing timber harvest and livestock grazing on public lands over the past decade.

In some areas of the county, available water is inadequate to supply new growth.

The lands immediately north and west of Townsend are located in the Missouri River floodplain, which limits the opportunities for expansion of the community.

Few legal tools or other protections are in place to protect productive agricultural lands, or lands suitable and desirable for residential, commercial or industrial uses, or to protect property values.

A number of homes are in substandard condition and need renovation.

City streets, sidewalks and street signs in Townsend need renovation, according to residents. Also many citizens feel that growth is impeded by the need for facilities such as a sewer lift station, and storm drains.

The present jail is an inadequate detention facility. Drugs and drug enforcement is viewed as a serious problem by residents.

BROADWATER COUNTY PLANNING ISSUES AND CONCERNS

The following planning issues and concerns have emerged from the results of a county-wide citizens' opinion survey, four public meetings, informal citizen comments, and the experience of local officials and department personnel. The mailed survey generated 624 responses from Broadwater County households (representing 1,394 people), a return rate of 27%. Approximately 60 people attended the four public meetings held throughout the county.

ECONOMIC DEVELOPMENT

Background

Broadwater County Development Corporation (BCDC) is a local development corporation formed to promote business and economic development in Broadwater County. Responses to the citizens' survey indicate that most people in the county are not aware of BCDC or its functions, but a substantial majority of people favor BCDC and its efforts to foster economic development. Because of the county's proximity to Helena and Bozeman, Broadwater County residents purchase a large amount of goods and services out of county. Gateway Economic Development Corporation serves Broadwater County and provides services to facilitate business expansion and startup.

Issues, Opportunities and Concerns

1. Industrial uses need water, power, labor, railroad and truck access, and adequate space to accommodate modern commercial and industrial buildings and facilities. Broadwater County (with BCDC) should identify available and suitable sites for commercial and industrial businesses. Commercial and industrial uses should be in locations with access to adequate water supplies, rail and truck freight service, and power; these uses should be located to avoid floodplains, high fire risk and incompatible conflicts with any residential uses.
2. The fact that natural gas is not available is a real barrier to attracting new business and industry. The county needs to develop a plan and funding package to obtain natural gas service.
3. The BCDC should promote value-added processing of agricultural and wood products. Broadwater County already has some successful value-added businesses: R-Y Timber, Wheat Montana, and Townsend Seeds, Inc. Additional processing of agricultural and timber products could include beef, grain, potatoes, wood chips. Suggestions for new businesses include a packing plant, feedlot, auction ring.
4. The county should try to work with the Forest Service to explore the reasonable increase of supply of timber or wood products from federal lands. The county also could meet with private timberland owners to determine if a long-term supply

of wood products might be available for prospective processing businesses

5. Broadwater County experiences substantial “leakage” of money out of the county through the purchase of goods and services out-of-county. An effort should be made to keep more money and spending in Broadwater County. BCDC should examine whether businesses could be started or expanded to provide local goods and services that are not now available or available at attractive prices.
6. Travel Montana studies show that travelers spend a majority of their travel dollars in communities where they spend the night. Broadwater County only generates \$10,000 in bed tax money (compared to \$21,000 in Meagher County, for example). The Townsend/Winston area currently has two motels and five restaurants. Is it possible to develop an attractive lodging-dining package or other incentives to entice travelers to stay overnight in Townsend?
7. Travel and recreation offers real potential for economic development in Broadwater County. Canyon Ferry, the Missouri River, Elkhorns, and Big Belts offer excellent opportunities for furthering tourism and recreation. The Lewis and Clark Bicentennial also offers opportunities. Public lands constitute approximately one-third of the land in the county, so federal and state agencies control much of the recreation opportunities in Broadwater County.
8. Broadwater County and BCDC needs to develop a plan to capitalize on the Lewis and Clark Bicentennial in 2004-2005. Examples of actions include constructing RV campgrounds, installing interpretative signs, providing boat launching ramps on Canyon Ferry and along the Missouri River.
9. Retirees offer an opportunity for Broadwater County economic development. A mild climate, natural resources, public lands for recreation, Canyon Ferry and the Missouri River area all are attractions for retirees. Retirees bring in and spend money, do not require schools and have limited impact on most other public services. Senior centers, retirement homes, assisted living and senior housing developments are examples of facilities or services that could capitalize on retirement as an economic sector. For example the county could facilitate building of a planned retirement development. Senior citizens could strengthen the market for the hospital and local private doctors, dentists and other health care providers.

A retirement industry may have some negative aspects. Certain public services

such as ambulance and welfare could be impacted by increased numbers of senior citizens. Many of the jobs that might be created by retirees are low -paying service jobs. Some of these adverse effects could be minimized with careful planning.

10. The existing businesses and jobs in Broadwater County should not be overlooked; Expanding existing businesses is usually more successful than starting up new businesses.
11. BCDC can promote the MT Department of Commerce (DOC) and U.S. EDA economic development programs; BCDC can work with Gateway to provide direct assistance to individual businesses.
12. BCDC can raise its profile and visibility within the county; BCDC can develop the capacity to help people know how to complete business plans, assemble a funding package for starting or expanding a business, or direct prospective businesses to sources of financial and technical assistance.

PUBLIC SERVICES

Issues and Concerns

13. Because of limited sources of revenues and a property tax base of only \$10 million, Broadwater County can provide only a limited level of public services. Residents, especially new residents, need to understand the constraints on the County in providing services.
14. Residents generally consider county roads to be in good condition, while citizens rate city street conditions as poor. Also, the county could explore whether federal funding might be tapped to help maintain and repair county roads. Broadwater County might explore the possibility that federal and state agencies could cost-share with county for paving or surfacing roads around Canyon Ferry;
15. In some parts of the county, residents complain of inadequate services, such as poor road conditions or poor and untimely law enforcement. Broadwater County should look at services to see where improved services might be provided. Increasing taxes may be required, either on a general basis or through an improvement district, to provide improvements and a higher level of maintenance.

16. Broadwater County will develop a capital improvements plan (CIP) as part of its growth policy planning effort. The CIP will include a 5-6 year plan for scheduling and funding the improving and upgrading county roads, fire protection facilities and equipment, law enforcement and detention facilities.

FIRE PROTECTION

Background

Broadwater County Rural Fire District has three structural fire trucks - two at Townsend, and a pumper at Winston. Volunteer fire fighters must complete a 30-hour training course to become acquainted with vehicles and fire fighting equipment; they must take 30 hours of training each year. The rural fire district uses a water shuttle system with available water sources. Insurance Services Office (ISO) ratings improve and insurance are reduce when adequate water sources are located in strategic locations and with the water supplies available year-round. Installing 30,000 gallon storage tanks with year-round available water is a desirable option for providing an effective water supply.

Issues and Concerns

17. The highest priority for fire protection is to provide additional water supplies throughout the county. Water storage tanks shorten the turnaround time of tenders traveling to refill.
18. The second highest priority is recruiting more volunteer fire fighters. Poor retirement benefits for volunteer fire fighters has been cited as one problem in recruiting and maintaining volunteers. Paying fire fighters on a per call basis, as is done with EMT's, should be explored.
19. The District should develop a fire plan that identifies the needs for equipment, water storage tanks, additional fire stations and training. The fire plan should provide cost estimates for needed equipment and facilities and propose a funding package. The fire plan also should recommend means to recruit more fire fighters.
20. In high-risk wildland fire interface areas, reducing fire risk should be a high priority. Safety of fire fighters is paramount. Proper roads and bridges, safe turnaround areas are needed in subdivisions for the safety of fire fighters and to ensure more effective fire fighting. "Defensible space" around homes in high fire risk areas can

be important for safety. Subdivision regulations can require construction of proper, safe roads, bridges, culverts and cul-de-sacs within proposed subdivisions. Should county subdivision regulations require “defensible space” on individual lots in new subdivisions in high fire-risk areas?

HOUSING

21. Affordability of housing should be a key in the growth policy plan; Broadwater County should avoid the situation in nearby counties where housing is simply not affordable. Broadwater County might facilitate developing a planned unit development of affordable housing.
22. Broadwater County might consider applying for financial assistance to help low and moderate-income families renovate their homes, or obtain affordable housing. Assistance can be provided through housing programs such as CDBG, HOME, and Federal Home Loan Bank.

GROWTH AND LAND USE

Background

Broadwater County’s population has grown steadily since 1970. The county population was 2,530 in 1970, 3,320 in 1990, and 4,390 in 2000. The growth of more than 1,000 people in the past 10 years is expected to continue during the next 10 years. Approximately 400 building lots are currently available in the county and more lots are being platted. To date, most of the subdivision development has occurred on marginal agricultural lands, thereby minimizing impacts on the irrigated and other productive agricultural lands. In the citizens’ survey, 70-85% of the 264 responding households gave support for Broadwater County to adopt policies, even regulations, to influence sound, cost-effective development in suitable locations. In the four public meetings, a significant number of citizens disapproved of the county adopting land use regulations, expressing support for protecting property rights. At the same time, a substantial number of residents favored protection of property values and preserving the Broadwater County rural way of life.

Issues and Concerns

23. Broadwater County should identify land that is available and suitable for commercial

and industrial uses. Those uses should be in locations with access to adequate water supplies, rail and truck freight service, and power; these uses should be located to avoid floodplains, high fire risk and incompatible conflicts with residential uses.

24. Broadwater County should identify land that is available and suitable for residential growth and development. Land suitable for residential development should have adequate water supply, and proper access to public roads. Preferable locations include areas that are near existing communities, areas that minimize loss of irrigated agricultural lands, areas that minimize impacts on streams and lakes, and locations that are not in floodplains or that have high fire risk.
25. To what extent should Broadwater County adopt policies or regulations to influence the location of new growth? The citizens' survey showed strong support for county action, but a number of people at the public meetings did not favor additional land use regulations, expressing concern for protecting private property rights.
26. Many citizens want the growth policy plan to help, or at least protect, agriculture and agricultural operations. What can the county do to promote, assist and protect agriculture through its growth policy?
27. A core of commercial and industrial uses has developed at the junction of U.S. Highway 287 and Interstate 90. Most of the businesses front on Highway 287, but suitable commercial and industrial land to the rear of the existing businesses could be made available if access is provided. Broadwater County should consider working with the present land owners to develop a land use plan that would provide properly platted streets and lots to accommodate future commercial and industrial uses.
28. The establishment of a sexually oriented business has created concern among many Broadwater County residents. They believe that such businesses and the associated advertising signs along highways and a school bus route have negative impact on children and other citizens. Sexually oriented businesses can reduce the property value of adjacent properties, and can increase the cost of law enforcement, emergency medical and other county services. Citizens are concerned about proliferation of sexually oriented businesses in Broadwater County.

The results of the county-wide citizens' opinion survey are presented in Appendix C. A summary of citizen comments at the public meetings are presented in Appendix D.

SECTION III

GOALS, OBJECTIVES AND POLICIES

ECONOMIC DEVELOPMENT

- GOAL 1. **Increase the number of jobs in Broadwater County, particularly in the basic economic sectors.**
- GOAL 2. **Increase the income and earnings in Broadwater County by expanding current businesses, starting up new businesses, and recruiting businesses to locate in Broadwater County.**
- GOAL 3. **Increase the amount of spending in Broadwater County by out-of-county travelers, tourists and recreationists, and by out-of-county people buying Broadwater County goods and services.**
- GOAL 4. **Increase the level of in-county buying by Broadwater County residents/ Decrease the level of out-of-county spending by Broadwater County residents.**
- GOAL 5. **Broaden the property tax base of Broadwater County.**
- OBJECTIVE 1: **Promote the start up of new local businesses or the expansion of existing local businesses in the basic economic sectors.**
- OBJECTIVE 2. **Promote recruitment of out-of-county industries and businesses interested in starting up or relocating in Broadwater County.**
- Policies: Develop a business assistance program to help prospective new businesses and expanding businesses develop business plans and marketing plans, and assemble capital and financing packages.
- Maintain the focus of the business assistance program on basic sector businesses, or on secondary sector businesses that propose to provide goods and services not currently available in Broadwater County.

Develop and maintain an updated inventory of available business and industrial sites and available business and industrial buildings.

Develop a strategy to bring natural gas service into Broadwater County.

Maintain and enhance the aesthetic qualities of Broadwater County and promote an effective infrastructure of facilities and services that will attract prospective businesses and tourists/travelers.

OBJECTIVE 3. Promote start-up businesses and expansion of existing businesses that would provide secondary goods and services that are currently purchased out of Broadwater County.

Policies: Interview existing businesses to determine those that may be in a position to expand their inventory of goods or services, with the purpose of increasing local secondary purchasing within Broadwater County.

OBJECTIVE 4: Ensure that sufficient land is available for future needed commercial and industrial uses

Policies: Determine criteria for ideal industrial/commercial sites, and identify suitable sites, based on available rail and truck transportation, suitable soils, available water and electric power, and owners willing to sell or lease land for present or future industrial/commercial uses;

Ensure that the selected sites will remain available for industrial/commercial use by entering into short term arrangements to secure the sites (e.g.: options to buy, lease-purchase options, probably by BCDC);

OBJECTIVE 5: Promote value-added processing of agricultural and wood products.

Policies: Identify potential businesses and industries that might feasibly process agricultural products and wood products.

BCDC will promote economic development programs of the Montana Department of Commerce and the U.S. Economic Development Administration; BCDC will work with Gateway Economic Development Corporation to provide direct assistance to individual businesses, and to help prepare business plans and marketing plans.

Broadwater County and BCDC will work with the U.S. Forest Service to explore reasonable and feasible means to increase the supply of timber or wood products from federal lands.

Broadwater County and BCDC will work with private timberland owners to determine if a long-term supply of wood products might be available for processing by prospective start-up or expanding businesses.

Broadwater County and BCDC will explore the availability of water in Canyon Ferry for industrial development, and will work generally to retain water rights for agriculture and industry.

OBJECTIVE 6: Promote the travel/tourism and recreation industry.

Policies: Promote Canyon Ferry Lake, Missouri River, the Elkhorns and Big Belt mountains as recreation features. Continue to work with Bureau of Reclamation to develop Broadwater Bay as a major recreation facility. Work with Montana Department of Fish, Wildlife and Parks on fisheries management, fishing access sites, and management of state parks and recreation areas. Work with the Helena National Forest on providing recreation, camping; Work with the HNF on travel planning.

Explore means to entice more travelers to spend nights in Broadwater County (travelers spend most of their tourism dollars in communities where they use overnight lodging). Try to promote an attractive lodging-dining package that could be developed to encourage travelers to use lodging in the county.

Develop a plan to capitalize on the bicentennial anniversary of the Lewis and Clark expedition.

Develop a tourism promotion plan that identifies attractions, sets forth strategies to better market those attractions, enhances the aesthetics, and improves the infrastructure of Broadwater County.

OBJECTIVE 7: Raise Broadwater County residents' awareness of BCDC and the services and assistance the organization can provide.

Policies: Print and distribute an inexpensive brochure explaining BCDC and its functions and capabilities.
Publish articles in the Townsend Star and Helena Independent Record explaining

BCDC and its activities and capabilities.

PUBLIC FACILITIES AND SERVICES

Community Facilities and Services

GOAL 1: Provide public facilities and services that are adequate and cost-effective to serve residents and businesses, and at reasonable public costs and tax expenditures.

Policies:

Achieve efficiency, where feasible, by sharing services and facilities with the City of Townsend or local schools.

Develop a 5-6 year capital improvements plan to help provide sound and cost-effective public facilities. The CIP will include scheduling and sources of funding, construction and engineering costs for providing county roads, fire protection, law enforcement and correction facilities, and recreation facilities.

Transportation

GOAL 2: Provide an efficient and functional transportation network that will adequately handle present and expected traffic.

GOAL 3: Maintain an adequate airport facility and service for private and commercial users.

Policies:

Provide and maintain county roads that meet engineering and safety standards.

Provide reasonable public transportation for senior and handicapped citizens.

Identify county roads in need of improvement and upgrade and incorporate needed road improvements in the county capital improvements plan.

Recreation

GOAL 4: **Provide adequate recreation facilities to serve all segments of the population, including youth, senior citizens and handicapped; Provide facilities and services to accommodate conventions, reunions, festivals and other special events.**

GOAL 5: **Encourage quality commercial recreation developments, but protect natural resources and rights of individuals.**

Policies:

Retain or promote public access to recreational and cultural areas such as forests, lakes, rivers, streams, and geologic, scenic and historical sites; Where possible, ensure that new development is designed to retain existing access to public land.

Encourage and coordinate efforts by state, local and federal agencies and private developers to provide recreational facilities.

Develop a park and recreation plan to help ensure that useful and effective parks and recreation facilities are constructed or purchased with cash provided under the subdivision law.

Work with state and federal land management agencies to expand camping, picnicking, boating and public access on public lands, especially near the south end of the Canyon Ferry Lake.

BCDC, Broadwater County, and the City of Townsend work together to construct or renovate a facility that could host events such as festivals, reunion, and conventions.

Explore ways to assist the Townsend High School in hosting interscholastic events.

FIRE PROTECTION

Goal 1: **Ensure the effectiveness of fire fighting in Broadwater County, minimize damage to property and risk of death and injury, and provide maximum safety for fire fighters, EMS and law enforcement personnel through sound design of new development.**

Policies: Revise the Broadwater County Subdivision Regulations to provide special requirements to ensure effective fire fighting, reduce fire damage, and safety in all new subdivisions proposed in high fire hazard areas.

Goal 2: **Minimize exposure within wildland/urban interface and other high fire hazard areas.**

Policies: Encourage development in areas of low fire hazard or areas where effective fire protection can be provided (sufficient water supplies, readily accessible for emergency vehicles, buildings with fire sprinklers);

Distribute information to prospective new homeowners in Broadwater County relating to recommended construction and maintenance of defensible space, sound electrical wiring, proper operation and maintenance of chimneys, fireplaces and other facilities.

Goal 3: **Ensure that the Broadwater County Rural Fire District has adequate fire fighting capabilities and resources to provide effective fire protection and prevention.**

Policies: Complete a Broadwater County Fire Protection Plan and complete a capital improvements plan that establishes a schedule, estimated cost and sources of funding for fire protection equipment and needs.

HOUSING

GOAL 1: **Promote the provision of a balanced variety of safe, decent housing types to meet the needs, preferences and incomes of Broadwater County residents.**

Policies: Foster increased and diversified housing choices and affordable housing opportunities for all citizens.

Ensure that elderly and low-income households have reasonable access to decent, safe, affordable and energy-efficient housing.

Inventory the housing stock in Broadwater County to determine the need for new and/or rehabilitated housing. Broadwater County will explore the possibilities for applying for state or federal assistance programs to rehabilitate or provide affordable housing for elderly and low and moderate income families. Rehabilitation will upgrade plumbing, wiring, foundations, roofs, and other core components of safe and decent housing. The County will consider using programs such as CDBG, HOME, Federal Home Loan Bank.

Identify locations within the county suitable for developing mobile home courts. Develop incentives to encourage developers to construct mobile home courts to provide affordable housing for low and moderate income families.

GROWTH AND LAND USE

GOAL 1: Encourage new land development that is well-designed, located on suitable building sites, makes efficient use of land and promotes cost-efficient provision of services and utilities.

Objectives:

Ensure that:

- Residential areas are pleasant, convenient, safe and healthy places to live.
- Commercial areas are functional, efficient, convenient places to shop and conduct business.
- Industrial areas are functional, efficient places to manufacture and process goods.

Ensure that commercial and industrial areas are properly served by roads, water and sewer, other utilities, parking, and are free from interference by incompatible uses (e.g., residential neighborhoods, schools)

Policy: The Broadwater County Planning Board will become knowledgeable about planning and land use tools available to foster sound growth and development. Should Broadwater County residents advocate adoption of appropriate tool(s), the planning board and county commission will undertake a public process to explore implementation of the tool(s).

GOAL 2: New development must be designed to minimize the public costs of providing services, and minimize or prevent public health or safety hazards.

Policies: All roads providing access to lots or to subdivisions from improved county roads must provide, legal, all-weather access, and be constructed in accordance with County road standards or those specified in the Broadwater County Subdivision Regulations. The developer, property owners or a property owners association shall be responsible for maintenance of access roads.

Approaches onto public roads should have proper separation, be of proper width, and have a reasonable grade. Approaches onto county roads shall be reviewed and approved by the County Road Supervisor prior to construction.

Grading and drainage facilities must be designed to remove storm run-off and prevent accumulation of standing water;

Easements or other legal rights-of-way must be provided for utilities: electric power, and telephone where appropriate;

All public improvements or facilities and utilities associated with the development designed and constructed by qualified personnel, as determined by Broadwater County Commission.

Driveways and lots must be designed to allow ready access by emergency vehicles;

Wells, septic tanks and structures should be set back at least 100 feet from streams, lakes. Siltation of surface waters must be prevented, or only be allowed for short periods, such as during construction;

Plantings, fences, buildings and other structures must be located in a manner that will maintain adequate line of sight at intersections.

GOAL 3: New development must be designed to prevent interfering with, or diminishing the efficiency and management of, agricultural operations

Policies: Developments adjacent to agricultural lands must be designed to prevent diminishing or contaminating livestock or irrigation water supplies, or obstructing or impairing irrigation canals, headgates, ditches, culverts or other irrigation facilities;

New developments must establish a weed management plan in coordination with the county weed board.

For developments adjacent to agricultural lands, the developer must enact means (e.g., deed restrictions, or covenants) running with the land and enforceable by Broadwater County, that shall commit present and future land owners to:

- Construct and maintain fences capable of keeping out livestock;
- Waive the right to file nuisance suits against persons conducting normal agricultural operations within the vicinity of the development;
- Control domestic animals to avoid harassing livestock.

GOAL 4: Enhance the efficiency and function of future land use and development locating immediately north of the I-90 interchange.

Policy: Working with landowners, prepare a land development plan that will be adopted and incorporated as part of any new development in the area. The development plan would include (1) a street and road layout plan with the purpose of providing access to rear lots, ensure proper street and road design, and highway frontage setbacks; and (2) a grading and drainage plan and a plan for the location and design of residential development in the vicinity of the I-90 interchange to prevent incompatible uses that might interfere with industrial and commercial uses.

Broadwater County will explore financial and technical assistance from state and federal agencies such as the U.S. Army Corps of Engineers, Montana Departments of Transportation, and Natural Resources and Conservation.

GOAL 5: Discourage new land development on key, productive agricultural lands that are critical to the vitality of Broadwater County's economy; Encourage new growth to locate near existing communities, where services can be efficiently provided, and the loss of agricultural and forest land is minimized.

Policies: 1. Broadwater County will enforce its subdivision regulations, and evasion criteria and other legal tools that may be desired by county residents as means of

encouraging and directing new growth to preferred areas and to minimize the conversion of productive agricultural and forest lands.

2. Provide incentives to encourage new development to locate near existing communities;

3. The County will encourage, support and assist voluntary efforts by landowners to promote development that is well-designed and is located in preferred areas.

- Examine each request for formation of a rural improvement district or a county water and sewer district to determine whether or not the proposed district will foster growth in locations that are near existing communities or development and that minimize loss of productive agricultural land.
- Support and assist landowners petitioning for formation of Planning and Zoning Districts intended to further these County goals and policies.
- Support, and when possible assist, farmers and ranchers who consider placing agricultural land in conservation easements.

GOAL 6. Discourage businesses that are not compatible with the social and cultural mores of Broadwater County.

Policy: Because sexually oriented businesses are not compatible with social and cultural mores of Broadwater County, erode property values of other nearby properties, increase traffic congestion, and increase the costs of such public services as law enforcement, these types of businesses should be restricted to locations within the county that minimize their impact on children, other properties and cost of services.

GOAL 7. Regulate land uses located within or near flight paths of airports to ensure airspace protection, land use compatibility, and to protect public health and safety.

Policy: Adopt airport zoning that control height of structures, natural growth and land uses near airports within Broadwater County

SECTION IV IMPLEMENTATION STRATEGY

This Implementation Strategy sets forth the measures and strategies that Broadwater County plans to enact to carry out the goals, objectives and policies specified in Section III of this Growth Policy Plan. These statements, taken together, establish a community framework for providing public facilities and services, managing land use and development, providing fire protection, and fostering economic growth.

ACTION PLAN

Economic Development

1. The Broadwater County Development Corporation (BCDC) will interview existing Broadwater County businesses to determine:

A. Those firms that might be in a position to expand their inventory of goods and services, and/or create additional jobs. BCDC would offer technical assistance to facilitate a business' expansion.

B. Those firms that may not be in a strong financial position, and that could benefit from counseling in business management and debt management. BCDC would facilitate obtaining technical assistance for such firms.

2. BCDC and Broadwater County will develop the capacity and capability to assist businesses and industries in starting up or expanding. The business assistance program will include:

- Gaining capability to apply for state or federal grant/loan programs to assist new or expanding businesses.
- Developing and maintaining a capacity to assist prospective businesses in obtaining help preparing business and marketing plans, debt analysis, and business financing.
- Developing a business assistance program and technical assistance program for business recruitment and development.
- Developing a business financing program, such as a revolving loan fund.
- Compiling, cataloging and maintaining maps and profiles of available properties

and sites for potential business and industrial use.

- Identifying and targeting probable candidate businesses for expansion.

3. Broadwater County and BCDC will encourage processing of agricultural and timber products. Potential products and resources that might be suitable for further processing include post and poles, other small diameter wood products, wood chips, and alfalfa.

- BCDC will keep informed of new research, markets, and products in order to help local businesses that might process agricultural and timber products.
- Broadwater County will explore available state and federal grant programs to help pay for market investigations and studies to determine the potentials for further processing. The U.S. Economic Development Administration and the Montana Department of Commerce are two agencies that offer grants for planning, market analyses and other necessary up-front economic development activities.

4. Broadwater County, City of Townsend and BCDC will continue to promote the travel and recreation industry.

- The BCDC would meet with the Broadwater County Chamber of Commerce and the state Travel Montana to discuss expanded and more effective travel/tourism advertising.
- Improve marketing of existing recreational and tourism facilities.
- Identify historical assets in Broadwater County and seek ways to capitalize on their potential for attracting travelers.
- Work with Travel Montana, Chamber of Commerce, Bureau of Reclamation, Bureau of Land Management, and Helena National Forest to develop a tourist promotion plan that identifies tourism/recreation assets, sets a marketing strategy.

5. BCDC will conduct a public education program regarding local economic development activities and potentials, and inform local citizens about BCDC:

- Print and distribute an inexpensive brochure explaining BCDC and its functions and capabilities.

- Publish articles in the Townsend Star and Helena Independent Record explaining BCDC and its activities and capabilities.

Land Use

1. Broadwater County adopted updated subdivision regulations in 1999. Upon adoption of this Growth Policy Plan, the county will develop and adopt revised subdivision regulations that will comply with newly enacted changes in state law.

2. Broadwater County will meet and work with landowners to develop an overall development plan for the area immediately north of the Highway 287 interchange with I-90. The development plan would be adopted and incorporated as part of this Growth Policy Plan. The development plan would guide future development and land use patterns in the area. The I-90 area development plan would include:

- Planning future roads and streets with the purpose of providing access to rear lots, ensure proper street and road design, and highway frontage setbacks.
- Developing a grading and drainage plan to ensure proper drainage and to increase the value and utility of the lots developed in the future.
- Carefully plan the location and design of residential development in the vicinity of the I-90 interchange to prevent incompatible uses that might interfere with industrial and commercial uses. The plan would address design and location of future commercial and industrial uses.
- Identify opportunities for financial and technical assistance from state and federal agencies such as the U.S. Corps of Engineers, Montana Department of Transportation and Montana Department of Natural Resources and Conservation.

3. Broadwater County will explore incentives to encourage new development to locate near existing communities, including:

- Drafting simplified approval procedures under subdivision and/or land use regulations for subdivisions proposed in suitable areas;
- Providing reduced review fees, fire protection fees and other impact fees for developments proposed in suitable areas;
- The county sharing part of cost of extending services to serve new growth

in desirable locations; applying for grant/loan programs to assist developments in suitable areas.

- The County will examine each request for formation of a rural improvement district or a county water and sewer district to determine whether or not the proposed district will foster growth in locations that are near existing communities or development and that minimize loss of productive agricultural land.

4. The Broadwater County Planning Board will institute a training and education program to help become and remain knowledgeable about planning and land use tools available to promote sound growth and development. The Planning Board will undertake a public process to explore implementing appropriate legal tools that might be advocated by county residents.

5. Broadwater County will support landowner-petitioned planning and zoning districts to restrict the locations of sexually oriented businesses and control associated advertising of such businesses.

6. Broadwater County may draft and adopt airport zoning regulations that regulate the height of structures, natural growth, and land uses within noise impact and runway protection zones.

Public Facilities and Services

Capital Improvements Plan

Broadwater County will develop and adopt a capital improvements plan (CIP) that will identify needs for improvements in county roads, law enforcement, fire protection facilities, and other services. The CIP also will set priorities among those identified needs, estimate costs for each capital need, and propose probable funding sources.

Roads

The Broadwater County Road Department will prepare a road/bridge plan and make improvements on roads that need new surfacing, including: Canton Road, Old Town Road, Wheatland Road and Jack Farm Road. The road department also will replace or repairs to bridges and culverts in need of improvements.

Law Enforcement

The County has accumulated \$2 million, enough to construct a new jail and detention facility, have approved construction and design plans prepared by an architect. Broadwater County will draft a management plan to guide the operation, maintenance, staffing and financing of annual O&M costs.

Broadwater County will develop a plan and make improvements to the search and rescue program.

Pre-Disaster Mitigation Plan

In accordance with Federal Emergency Management Agency (FEMA) requirements, Broadwater County will develop a Pre-Disaster Mitigation (PDM) Plan. The all-Hazard Mitigation Plan will assess the risks facing the county and list possible measures to minimize or alleviate those risks to the community.

Fire Protection

1. The needs for equipment and facilities identified in the the Rural Fire District fire plan will be included as part of the Broadwater County capital improvements plan.
2. Broadwater County, with advice from the Rural Fire district, will develop fire protection

provisions for subdivision in high fire hazard areas to be included in the county subdivision regulations.

3. Broadwater County and the Rural Fire District will draft criteria to determine level of fire hazard faced by each proposed subdivision. Fire protection standards will be required of each subdivision based on the level of fire hazard.

Housing

1. Conduct a survey of the housing stock in communities in Broadwater County to determine any need for affordable housing or renovation of low/moderate income households.

2. Apply for grant/loan assistance from state and federal programs to rehabilitate low and moderate income homes and construct affordable housing for county residents.

3. Explore opportunities to facilitate construction of placement of affordable housing, including affordable rental units and mobile home parks.

GROWTH POLICY PLAN REVISION; COORDINATION

Conditions for Growth Policy Plan Revision

After initial adoption, Broadwater County will conduct a formal review of the Growth Policy Plan every five years, or more frequently if unexpected circumstances occur within the county that warrant revising the Plan. The Planning Board will initiate each review by seeking comments and suggestions for changes from county officers and staff. The Planning Board will examine the Plan for possible needed revisions. After considering the county's suggested changes and its own, the Board will prepare a document describing all changes recommended by the Planning Board. The Board will inform the public of the recommended changes, make them available to the public, publish notices and hold at least one public meeting to discuss changes to the Plan.

Coordination with Other Jurisdictions

Broadwater County interacts with a number of agencies and organizations: the City of Townsend, Townsend Public Schools, Broadwater County Rural Fire District, Broadwater Health Center and Home Health, Broadwater County Development Council, Broadwater County Weed Board, Community/School Library, Broadwater County Conservation District. Broadwater

County provides police protection for the City of Townsend under a contract agreement. Broadwater County, the City of Townsend, and Townsend Public Schools face a number of mutual issues, including coordinating County/city/school activities, sharing use of facilities, and handling traffic and safety on city streets and county roads. Both the county weed board and the rural fire district coordinate with Broadwater County and provide input in the review and approval of subdivisions.

At least once per year, the Broadwater County Planning Board will arrange a coordination meeting that includes the city planning board, Broadwater county commissioners, Townsend City Council, representatives of the Townsend public schools, the Sheriff Department, and Broadwater Health Center, to discuss the provision and costs of services provided by the affected agencies and departments.

At least once per year, the Broadwater County Planning Board will arrange a meeting among the planning board, county commissioners and the Broadwater County Development Corporation to discuss issues relating to economic development.

DEFINING SUBDIVISION REVIEW CRITERIA AND PUBLIC HEARING PROCESS

Defining the 7-3-608 (3)(a) Subdivision Review Criteria

Broadwater County defines the subdivision review criteria specified in 76-3-608(3)(a), MCA, by posing the following questions that must be addressed in the required Findings of Fact for each proposed subdivision. The Findings of Fact for each subdivision will be statements providing answers to the questions below.

Effect on Agriculture

1. How many, if any, acres of land will be removed from livestock or crop production? Is any portion of the lands taken out of production irrigated?

Effect on Agricultural Water Users; Water Rights

2. Will the subdivision interfere with any irrigation system or present any interference with agricultural operations in the vicinity?

Effect on Local Services

1a. Will the subdivision connect to a central water and sewer systems? Who will pay the cost

of connecting to the central system? What, if any, increased costs for maintenance and operation be incurred, and what approximately will be those costs? Will the lot buyers pay regular water and sewer charges?

1b. If the subdivision will use on-site water supply and sewage disposal, has Broadwater County and the Department of Environmental Quality approved the sanitation facilities?

2. Which agencies will provide law enforcement, fire protection, and ambulance services? Will providing these services to the subdivision create increased costs to any of these agencies or Broadwater County? Approximately how much will the subdivision increase agency costs? Will the subdivider or subsequent lot buyers bear those increased costs, or will the taxpayers and/or rate payers bear the costs?

3. At an average of 8 vehicle trips per day per lot, how many average vehicle trips per day will the subdivision generate? Will extension of public streets or roads be needed, and if so, who will bear the costs? Will the subdivision increase the costs of road maintenance, and if so by approximately how much? Will the subdivider/lot buyers or the public bear those increased costs?

4. At an average of 1.5 school-age children per lot, how many elementary and high school students will be added to Townsend schools? What net financial effect would these additional students have for the public schools?

5. How much does the land affected by the proposed subdivision currently pay in local property taxes? After subdivision is fully developed, how much will the land and improvements be expected to pay in local property taxes, at current mill levies?

Effect on the Natural Environment

1. Will the subdivision increase storm water run-off, interfere with natural drainageways or cause or increase erosion? Has the Road Supervisor approved the size, location and planned installation of any culverts? Will the terrain create significant surface run-off problems? Will the grading and drainage plan minimize run-off and adverse impacts?

2. Is the subdivision expected to adversely affect native vegetation, soils or the water quality or quantity of surface or ground waters? Will areas disturbed by cutting and filling and grading be reseeded in the same season to minimize erosion?

3. Are weed control measures proposed to prevent the proliferation of weed growth within the

subdivision and on areas disturbed by construction?

4. Will the subdivision affect existing water rights? Will the subdivision deplete or otherwise affect ground water?

Effect on Wildlife and Wildlife Habitat

1. Will the subdivision be located in an area of significant wildlife habitat, or in any critical wildlife areas. Will the expected effects of pets and human activity generated by the subdivision significantly affect wildlife?

Effect on Public Health and Safety

1. Is the subdivision subject to potential natural hazards such as flooding, snow or rock slides, high winds, wildfire or excessive slopes, nor potential man-made hazards such as high voltage power lines, high pressure gas lines, nearby industrial or mining activity, or high traffic volumes? If so, what measures has the subdivider proposed to minimize those hazards?

Procedures for Public Hearing on a Proposed Subdivision

Under the Montana Subdivision and Platting Act, a local government must give notice and hold a public hearing on any subdivision proposal that involves six or more lots. The Broadwater County Subdivision Regulations specify that the county planning board is responsible for holding the public hearing. The following outlines the procedures the planning board will use in conducting the public hearings on proposed subdivisions.

(a) The planning board president opens the hearing and summarizes the proposal. The planning staff, (or consultant or an assigned planning board member) will present a report that provides background information and describes the key technical points of the application and the proposal's relationship to the growth policy plan, other plans, any land use regulations, and the draft Findings of Fact.

(b) The subdivider or his representative may present information and testimony relating to the proposed subdivision. Planning Board members are permitted to direct any relevant questions to staff or the applicant.

(c) Any written comments submitted prior to the hearing will be read. If the president deems that the written comments are numerous or voluminous, he may request that the written

comments be summarized.

(d) Members of the audience will be given an opportunity to comment on the application or proposal. Comments should be factual and relevant to the proposal. A reasonable time will be allowed each speaker. Each person speaking must give name, address, and nature of interest in matter.

(e) After public comment is complete, the subdivider or representative may respond briefly.

(f) Planning board members may voice other considerations, and may pose any relevant questions through the president.

(g) The president closes the hearing on the subdivision proposal.

Time Table for Implementation

Growth Policy Plan adopted in July, 2003

Capital Improvements Plan will be adopted in July, 2003

Revised Subdivision Regulations will be adopted in December, 2003.

APPENDICES

APPENDIX A

PREFERRED RESIDENTIAL AND INDUSTRIAL/COMMERCIAL SITES IN BROADWATER COUNTY

Broadwater County has established criteria for identifying desirable sites for industrial, commercial and residential development. The County has used the following factors and criteria to identify preferred sites for those uses.

Industrial and commercial. Industrial and commercial uses should be in locations with access to adequate water supplies, rail and/or truck freight service, and electric power. These uses should be located to avoid floodplains, high fire risk and incompatible conflicts with residential uses.

Residential. Land suitable for residential development should have adequate water supply, and proper access to public roads. Preferable locations include areas that are near existing communities, areas that minimize loss of productive agricultural lands, areas that minimize impacts on streams and lakes, and locations outside that are not in floodplains or that have high fire risk. New residential development should be located to avoid interference with existing industrial and commercial activity.

Broadwater County has no plans to limit the location of industrial, commercial or residential development, but has identified the following sites as preferred sites because the locations meet all or most of the above criteria.

Claisoil, Lewis and Clark County line

Transportation: BNSF Railroad and U.S. Highway 287
Ownership: Private: Iris Rigler; Stanley and Billie Hohn
Electric Power: 3-phase, provided by Northwestern Energy, Townsend office

Winston

Transportation: BNSF Railroad and U.S. Highway 287
Ownership: Private: Winston Livestock Company
Electric Power: 3-phase, provided by Northwestern Energy, Townsend office

Silos Area

Transportation: U.S. Highway 287
Ownership: Private: Galzagorry, Inc.
Electric Power: 3-phase provided by Northwestern Energy, Townsend office

Townsend Northwest

Transportation: BNSF Railroad and U.S. Highway 287
Ownership: Private:
Electric Power: 3-phase at Townsend, provided by Northwestern Energy, Townsend office

Townsend East

Transportation: U.S. Highway 12; private air freight
Ownership: Public: City-County Airport; Private:
Electric Power: 3-phase, provided by Northwestern Energy, Townsend office

Toston

Transportation: BNSF Railroad and U.S. Highway 287
Ownership: Private - Richard and Barbara DeMartin; Gordon and Shirley Sanderson; Wilbur and Alice Greaves
Electric Power: 3-phase, provided by Northwestern Energy, Townsend office

Junction I-90 and U.S. 287)

Transportation: I-90; US. Highway 287
Ownership: Public: State of Montana west ½ of Section 16;
Private: Stanley and Cornelia Kimm; Kenneth and Stacy Vandolah;
Steven and Deborah Wilkens; Sherman and Crystal Hostler;
USF Reddaway; Tim and Lori Tribble; Wheat Montana
Electric Power: 3-phase, provided by Northwestern Energy, Three Forks office

APPENDIX B

SUMMARY AND ANALYSIS OF COUNTY-WIDE CITIZENS SURVEY

In June, 2001, Broadwater County conducted a county-wide survey to obtain residents' opinions on local issues. Approximately 2300 questionnaires were mailed to households in Broadwater County, and 624 were completed and returned, for a 27% response rate. The percentage of responding households provide a statistically valid sample of the population of the county.

SUMMARY OF SURVEY RESULTS

Profile of Respondents and Households

Residents within the City of Townsend returned 287, or 48% of the completed questionnaires, while households in the rural area of Broadwater County returned 52%. The number of responses from areas around the county are:

- . 287 City of Townsend
- . 119 area surrounding Townsend
- . 64 Toston/Radersburg/Crow Creek
- . 38 East Canyon Ferry Road
- . 34 Winston area
- . 24 South end/I-90 area

The 624 responding households have 1,394 occupants, for an average of 2.2 persons per household. The households have equal numbers of males and females - 697 each, and have a total of 312 children under age 18.

Sixty-two percent (62%) of the respondents have lived in Broadwater County for 10 years or more, and of those, 42% have been residents for 20 or more years.

Of the respondents:

- . 90% own their home; 10% rent
- . 80% own single-family homes
- . 18% live in mobile homes
- . 47% of the households are 3-bedroom
- . 53 (13%) are landlords, who have a total of 132 units
- . 39% qualify as low or moderate income households

The average age of the respondents was 55 years old; 45% are 50-70 years old.. Unusual for Montana counties is the fact that 20% of the respondents are older than 70 years. The ages of respondents are:

- . 1% Younger than 20 years
- . 4% 21 - 30
- . 12% 31 - 40
- . 21% 41 - 50
- . 24% 51 - 60
- . 18% 61 - 70
- . 15% 71 - 80
- . 5% Older than 80

The following are the largest number of occupations represented by the households:

- . 235 Retired
- . 134 Small business owner
- . 108 Farmer/rancher
- . 77 Federal, state or local government or school employee
- . 57 Professional person
- . 55 Small business employee
- . 48 Home-based business

A large majority of employed Broadwater County residents (70%) work within the county. The vast majority of those holding jobs outside Broadwater County work in Helena or Lewis and Clark County. A much smaller percentage work in Gallatin County. The highest number of out-of-county jobs include:

- . 46 Helena
- . 12 Lewis and Clark County
- . 5 Gallatin County
- . 3 Three Forks
- . 3 Bozeman
- . 2 Belgrade
- . 2 East Helena
- . 2 Jefferson City

Of the households responding to the survey, 80% live in single-family homes, 18% live in mobile homes; 91% own their homes, 9% rent. Rental rates per month are:

- . 33% Less than \$250
- . 48% \$250 - \$500
- . 17% \$501 - \$700
- . 2% \$700 or more

Owners' monthly cost for mortgage, taxes and insurance are:

- . 22% Less than \$250

- . 31% \$250 - \$500
- . 27% \$501 - \$700
- . 23% \$701 - \$1,000
- . 9% \$1,001 - \$2,000
- . 1% \$2000 or more

The number of bedrooms of the respondents' homes are:

- . 6% 1 bedroom
- . 25% 2 bedrooms
- . 47% 3 bedrooms
- . 17% 4 bedrooms
- . 5% 5 or more

Of the households, 30% have a person with a physical or mental handicap; 11% have a person who needs assisted living care. Of those needing assisted care, 69% are currently receiving it.

General

A majority (50-60%) of Broadwater County residents feel that in general housing, senior services and county services are adequate. A large majority (74%) do not feel that job opportunities are adequate. Residents agree or strongly agree with the following solutions to stimulate economic and employment growth:

- . 91% Try to attract more business and industry
- . 84% Do more to help the existing businesses
- . 83% Try to diversify our economy

A vast majority of respondents mentioned nice, friendly people and good friends and neighbors as the best aspect of living in Broadwater County. An equal number respondents stated that the aspect they like best is the "small town," rural atmosphere and the low population. The most frequently cited factors include:

- . 198 Nice, friendly people/good friends and neighbors
- . 198 Small town atmosphere; low population
- . 96 Weather, climate, seasons
- . 86 Quiet, peaceful, clean
- . 74 Natural beauty; scenery; views
- . 68 Hunting and fishing

The following were mentioned most often as changes or improvements people would like to see in Broadwater County:

- . 50 Repair city streets/sidewalks
- . 50 Higher wages/better and more employment opportunities
- . 39 Better law enforcement and police protection
- . 29 More and better local retail and services; competitive pricing
- . 26 More and better health care and medical choices; more doctors
- . 22 Improved county roads

Public Facilities and Services

Survey respondents generally give the most favorable marks to the fire departments, ambulance service and the library. The following services are rated “good” or “very good” by respondents:

- . 71% Fire Protection
- . 67% Library
- . 61% Ambulance
- . 56% Community parks and recreation
- . 49% Elementary schools
- . 43% Townsend High School

City streets is the one public service that respondents view most unfavorably, receiving 74% “poor” or “very poor.” County roads were viewed more favorably, receiving 41% “average,” and 30% “poor” or “very poor.” Law enforcement received an overall rating of “average” or slightly better. These community services are rated “poor” or “very poor”:

- . 74% City Streets condition and maintenance
- . 33% Cultural activities
- . 31% Drug prevention
- . 31% Youth activities
- . 30% County roads
- . 28% Health care and medical services

Respondents were asked to select the three services that they view as the most important problems. Services receiving the most responses were:

- . 301 City streets
- . 195 Law Enforcement
- . 174 Drug prevention
- . 127 Youth activities
- . 103 Health care and medical facilities

When asked to comment on any problems with public facilities or services, the most number of responses were:

- . 73 County roads/city streets
- . 46 Law enforcement
- . 26 Doctors/health care
- . 16 Drug abuse/drug awareness

When asked if they would be willing to pay more taxes, assessments or user fees for better city or county services, households were fairly evenly divided. Many commented that their answer would depend on how, and on what, the increased money would be spent. The results:

- . 36% Yes (willing to pay more)
- . 39% No
- . 25% Don't know

By a majority of 54% to 26%, Townsend residents do not want meters installed on the city water system.

Economic Development

Broadwater County residents generally have a negative perception of the county's economy. Survey respondents characterized Broadwater County's economy:

- . 48% Poor
- . 24% Fair
- . 24% Average
- . 3% Good

Households make family purchases in Broadwater County as follows:

- . 18% Less than 10% of purchases made in Broadwater
- . 50% Between 10% and 50% of purchases made in Broadwater
- . 24% Between 51% and 75% of purchases made in Broadwater
- . 9% More than 75% of purchases made in Broadwater

Broadwater County residents tend to purchase a number of items out-of-town, most of which might be expected:

- . 93% Clothing
- . 75% Major appliances and furniture
- . 67% Medical services
- . 65% Groceries

Approximately 60% of the respondents feel that Broadwater County offers sufficient financing for business, home, automobile and RV loans.

Broadwater County citizens apparently are very supportive of the county participating in economic development and offering help to new or existing businesses. Of the respondents

(more than one answer could be checked):

- . 88% Believe economic development is critical to the future of Broadwater
- . 83% Believe that the County should be involved in economic development
- . 72% Believe the city and/or county should provide incentives to assist businesses
- . 93% Believe that the city and/or county should seek federal or state funding to assist businesses

Survey respondents felt the greatest barriers to business and industrial development were (respondents could check more than one answer):

- . 71% Competition from other cities
- . 43% Transportation and distance to markets
- . 42% Lack of resident' support for local businesses
- . 30% Taxes on business and industry
- . 25% Lack of trained workers
- . 24% Cost of utilities and services

Respondents felt the following were the best types of businesses to foster economic development in Broadwater County (respondents could check more than one answer):

- . 320 Light manufacturing
- . 251 Adding value to agricultural products
- . 225 Expanded medical services
- . 222 More tourist promotion
- . 197 Retail trade

Interestingly, a great majority of respondents (72%) indicated they were not familiar with the Broadwater County Development Corporation (BCDC), but 70% said they are supportive of the organization and its activities. When asked how BCDC could be more effective, the largest number (27) said that BCDC should make the public more aware of the organization and get more people involved its activities. The suggestions most frequently mentioned for improving BCDC effectiveness were:

- . 27 Make the public more aware of the organization and get more people involved its activities
- . 16 Be more aggressive in promoting and supporting business and industry
- . 11 Take advantage of available grants and funding

Survey respondents feel that a grocery/supermarket and a retail clothing store would be most beneficial to Broadwater County. The types of businesses cited as most beneficial include:

- . 93 Grocery/supermarket.
- . 86 Retail/clothing store
- . 77 Light manufacturing
- . 70 Tourism/recreation promotion

Attractions or features in Broadwater County that should be showcased or promoted include:

- . 95 Canyon Ferry Lake
- . 47 Recreation and recreational facilities
- . 40 Hunting, fishing, wildlife viewing

Land Use

Broadwater County residents agree with concepts regarding new growth in the county as follows:

- . 56% All new growth should occur near existing communities
- . 65% Commercial and industrial growth should occur near existing communities
- . 37% New growth should occur at low densities throughout the county
- . 86% New growth should minimize added costs to county taxpayers
- . 81% New development should not interfere with existing agricultural operations
- . 72% new growth should not occur on Broadwater County's most productive agricultural lands
- . 57% New growth should not develop adjacent to rivers, streams or lakes
- . 18% Growth should occur wherever developers choose

Broadwater County residents are very favorable toward Broadwater County adopting policies or regulations to implement the above and other concepts. Survey respondents agree that policies, regulations or other measures should be adopted to

- . 91% Ensure development is orderly, safe and well-designed
- . 87% Reduce the cost of new growth on county taxpayers
- . 76% Assure new development will not interfere with agricultural operations
- . 77% Encourage new growth in or near existing communities
- . 48% Encourage development at low densities
- . 75% Discourage growth on the most productive agricultural lands
- . 89% protect streams, rivers, and lakes
- . 18% The County should not adopt any policies or regulations affecting growth

Interestingly, responses by rural residents, who would be most affected by those policies and regulations, were virtually identical to county-wide results.

Housing/Households

Less than one-quarter of the respondents say that they would apply for low interest loans or grants to correct defects in their homes:

- 23% Yes, I would apply
- 42% No, I would not apply
- 27% Would need more information
- 7% I don't own my dwelling

Also, most respondents are not interested in down payment assistance, interest subsidy assistance or other home buyer assistance:

- 15% Yes, I would apply
- 42% No, I would not apply
- 16% Would need more information
- 26% Would not qualify for assistance

ANALYSIS OF BROADWATER COUNTY SURVEY

General

The survey seems to show that Broadwater County has an older, or perhaps an aging population. Of the various occupations listed, 33% were retired. Also, 38% of the respondents were older than 60 years, and 20 % were older than 70 years.

Residents, in naming the best aspects of living in Broadwater County, listed those features typically associated with rural counties: nice, friendly people, good friends and neighbors, a small town, rural, quiet environment, low population, good climate, natural beauty and good hunting and fishing. These area attributes that the citizens will want to retain as the local people and officials face the future.

Problems and Concerns

City streets, sidewalks, county roads, law enforcement, and drug abuse/prevention are the biggest problems relating to local government services, as perceived by Broadwater residents. In the private and non-profit sector, citizens are most concerned about low wages, lack of job opportunities, poor choices in retail goods and services, and lack of youth activities (city and county government can have a role in providing youth activities). The other major concern was obtaining better medical and health care services.

Economic Development

More than 70% of Broadwater County residents characterize the local economy as fair or poor. Most survey respondents cite competition from other cities as the greatest barrier to business and industrial development. The other mentioned factors were transportation/distance to markets and lack of local residents' support for business.

Respondents strongly favor an active economic development program (88%). Residents believe that the county should be involved in such a program, including providing incentives to assist business and seeking state or federal funding. They believe that the best businesses to foster economic growth in the county are light manufacturing, adding value to agricultural products, expanding medical services, promoting more travel/tourism, and expanding retail trade. Respondents named Canyon Ferry Lake, recreation and recreational facilities, and hunting, fishing and wildlife viewing as features that should be showcased or promoted to foster increased travel/tourism trade. A grocery/supermarket and a retail clothing store were two businesses that people feel would be particularly beneficial to Broadwater County.

More than 70% of the respondents were unfamiliar with the Broadwater County Development Corporation, but 70% said that they supported its activities. Because such a large majority of people are not familiar with BCDC, it is logical that they would cite making the public more aware of the organization and getting people more involved as the most important factor to improve BCDC's effectiveness. To improve BCDC's effectiveness, respondents also mentioned that the organization should be more aggressive in promoting business and industry, and taking advantage of grants and funding.

The survey results give some guidance to the County for economic development actions. The BCDC should undertake a public information effort to make Broadwater citizens aware of the organization and its activities. Residents mentioned Canyon Ferry Lake and recreation as the two top features that should be promoted. Thus, in the short term of the next 4-5 years, the county and BCDC could appropriately emphasize those features as part of a broader promotion of the Lewis and Clark Bicentennial. Also, the County and BCDC might further develop the skills and expertise of key people in the county for recruiting new, and expanding existing, businesses, and in understanding and utilizing state and federal economic development funding programs. Citizens also want the County (and BCDC) to find ways to broaden the range of retail goods and services available in the county. Improved medical facilities and better grocery and clothing shopping are the biggest specific concerns.

Land Use Management

Broadwater residents strongly favor sound land use planning concepts such as: encouraging new growth near existing communities, minimizing added costs of growth to taxpayers, avoiding interference with agricultural operations or developing productive agricultural land, and discouraging development along rivers, streams and lakes. A minority (37%) favor growth at low densities, and only 18% feel that growth should occur wherever developers choose.

Residents favor the county adopting policies or regulations to implement the above land use concepts almost as strongly as they support the concepts. Again, only 18% feel that the county should not adopt any policies or regulations affecting growth.

The survey results seem to give some definitive direction to Broadwater County regarding land use management. The residents want to see the County develop policy statements

relating to land use and growth, and to propose regulations that will implement those policies.

APPENDIX C

SUMMARY OF COMMENTS, QUESTIONS, OPINIONS EXPRESSED AT PUBLIC MEETINGS

South End of Broadwater County

(At Wheat Montana)

Growth and Land Use

- The County needs to identify land that is available and suitable for growth and development; land needs available water; need to prevent ground water contamination from septic systems
- If water is not available in some areas, the county should restrict development in those locations
- The land use plan must help, or at least protect agriculture
- Broadwater County should encourage new growth in existing population centers; developers should pay the cost to serve their subdivisions
- Broadwater County should examine why people are moving here; are grants available to lower the cost of development?
- New residents tend to remove fences so moving livestock along highways and roads is difficult; Fence regulations should be enforced in subdivision regulations and enforcement
- Broadwater County needs to maintain and protect private property rights; People will pay what is necessary to live where they want; regulations need to be logical and not too restrictive
- Broadwater County has approximately 2000 lots for sale
- Money will change the subdivision laws; money will bring new wealth and entrepreneurs
- Affordability of housing should be a key in the growth policy plan; Broadwater County should avoid the Bozeman syndrome where housing is simply not affordable

Public Services

- In the south end of the county, services are poor or non-existent; County roads are in poor condition, law enforcement is poor or untimely, no school bus service, all calls are long distance; Jefferson County grades some of the roads in Broadwater County
- A big need is water for fire suppression; Need to drill 1,000 feet to get water in south end
- The Sheriff Department and EMS often respond to a call with too many vehicles

Economic Development

- Broadwater County should promote itself, and market its benefits
 - Industrial uses need water, power, labor railroad and truck access
 - The fact that natural gas is not available is a real barrier to new business and industry
 - Economic development is not easy in Broadwater County; County has natural resources, Canyon Ferry, but we need to work with what we have here; Should try to create jobs from within
 - Recreational lands and opportunities are controlled by state and federal agencies
 - We should examine whether county could get a feedlot or packing plant
-

TOSTON/RADERSBURG

(At Toston Fire Hall)

Growth and Land Use

- Expressed opposition to the subdivision review process; Opposition to any additional land use restrictions
- Farmers and ranchers will sell to developers if the farm or ranch is not profitable

Fire Protection

- The two highest priorities are water supplies, and more volunteer fire fighters; The district needs water tanks of at least 30,000 gallons; ISO ratings improve with available 30,000 gallon storage tanks

- Poor retirement benefits for volunteer fire fighters is one problem in recruiting and maintaining volunteers; Benefits are only about \$150/month, and were cut by the Legislature; Paying fire fighters on a per call basis, as is done with EMT's.
- Need more fire stations; There is no fire service on east side of Canyon Ferry; (land has been donated for a fire station, but no money to build a building);
- Plan presented to locate 30,000 gallon storage tanks every 5 miles along road up east side of Canyon Ferry;
- Subdividers of new developments could pay for additional fire protection facilities, although old subdivisions would escape paying; Should a property tax be levied to fund building a fire hall? Should developers pay?
- Can arrangements be made to use irrigation water for fighting fire?
- Larger fire trucks will require special licensing of drivers

Economic Development

- Need to encourage value-added processing of agricultural products; Organic beef products is a possibility; Broadwater County has approximately 15,000-20,000 beef animals;
- We should do more to keep dollars in Broadwater County;
- Competition from foreign countries is a problem because they have fewer restrictions on processing than the U.S.;
- The county needs an auction ring.
- About one-third of land in County is public land;
- Canyon Ferry is County's biggest asset;
- South end of county has good well water and a lot of good land for industry;
- Corporations and developers are driving up agricultural land prices; can't make agriculture pay at development prices;

TOWNSEND AREA

(At Community Room, High School)

Growth and Land Use

- Historic properties, such as the Silos, stockyards, stone building in Winston, and buildings in Radersburg should be recognized and encouraged to be placed on Historic Register
- Broadwater County should study past growth in county to determine the additional cost of serving growth;
- Can the County place restrictions on types of homes, particularly mobile homes that pay less in property taxes?
- The County should encourage cluster development to make more efficient use of subdivided land;
- The City and County should slow traffic along highway within the city/county interface

Economic Development

- County survey showed strong support for economic development;
- Lack of natural gas is a barrier to industrial development
- Industries need water, power, space
- Senior citizens, retirees could be a sector for economic development: good weather, natural resources, public lands for recreation, Canyon Ferry; Retirees bring in and spend money, do not require schools and other public services;
- BCDC needs to raise its profile and visibility within the county; BCDC needs to help people know how to complete business plans, assemble a funding package for starting or expanding a business and where to go for help;
- Need a strong business community to draw people from Helena and surrounding communities; Need to promote Broadwater Bay, Canyon Ferry, Missouri River and other streams;
- Need to expand or start businesses that provide goods and services that are not available in Broadwater County;
- Should the county consider trying to obtain more state and federal government jobs;
- Subdivision development brings in tax revenues and jobs
- The county needs to promote value-added processing of livestock

- Need planning and assistance for development; A shopping center died because of regulations
- Should promote tourism: Broadwater Bay, Canyon Ferry; Forest Service is helping promote recreation; Only \$10,000 is generated in bed tax in Broadwater County (compared to \$21,000 in Meagher County); Typically, people spend most travel dollars in those communities where they stay overnight; Need to try to encourage travelers to stay in Townsend;

Fire Protection

- Could water tanks be placed every 5 miles along roads on east and west side of Canyon Ferry?
- Could the fire district have a mobile water source for fire fighting? (District currently has water tenders that travel to provide water supply);
- Can Canyon Ferry water be used for fire fighting? (Canyon Ferry water can be purchased from the Bureau of Reclamation);

Public Services

- County roads are in good condition, although city streets are terrible; Ray Creek road is not adequate, especially if any development were to occur in the future;
- County could have tapped into federal funding to help maintain and repair county roads as result of 2000 fires;
- County should press federal and state agencies to finish and cost-share with county for paving roads around Canyon Ferry;
- Building and improving county roads requires upfront engineering, and County often does not have such funding;
- Can the County tax utilities? (Billings imposed a right-of-way fee on utilities using city streets, but was struck down in court)

NORTH END

(At Silos Inn)

Fire Protection

- Top priority for fire district is water supply - 30,000 gallon tanks; Tanks shorten the turnaround time of tenders traveling to refill; A 30,000 gallon tank costs approximately \$50,000 with pump; (Jenny Schauber priced 30,000 gallon tanks from an Idaho manufacturer: \$19,000 for a fiberglass tank);
- Second priority is more volunteer fire fighters
- Fire district needs safe turnaround areas in subdivisions (subdividers can be required to construct safe cul-de-sacs on roads within proposed subdivisions); Safety of fire fighters is paramount;
- Can homes in high fire-risk areas be charged for fire protection?
- Can county subdivision regulations require Defensible Space on individual lots in new subdivisions in high fire-risk areas?

Growth and Land Use

- A great influx of out-of-county and out-of-state people coming to Broadwater County;
- Need for good commercial and industrial sites in north end; Industrial sites need water, railroad and truck service, space (lack of natural gas is a barrier)
- Should have neighborhood convenience stores to serve people in scattered subdivisions
- Floodplain restrictions limit areas that can be developed

Economic Development

- Should encourage more timber supply coming of the National Forest
- Should promote retirement sector; sell climate, natural resources, recreation opportunities
- BCDC should promote the Department of Commerce (DOC) economic development programs; Gateway Economic Development Corporation serves B/C and provides services to facilitate business expansion and startup;
- DOC has a CDBG economic development loan program; that program was used by B/C to assist Broadwater Printing;

- Need to remember to serve our existing businesses and jobs; Easier to expand existing business than to start up a new one;
- Need to promote travel and tourism; Problems getting Broadwater Bay facility are being overcome; much of funding to come from sale of cabin sites around Canyon Ferry

Public Services

- School budget has increased from \$1 million or \$3 million but there has been little or no enrollment increase;

