



CITY OF GLASGOW, MONTANA GROWTH POLICY

'a place where families grow'

OCTOBER 30, 2013



DJ&A, P.C. Engineers. Planners. Surveyors.

10 1st Avenue North / Glasgow, MT 59230

Ph: 406/228-4065

www.djanda.com

DJ&A, P.C.
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COMMUNITY VISION

The City of Glasgow is a vibrant community, located on the beautiful Montana prairie, that maintains its heritage and quality of life, including its access to outdoor recreation, while providing sustainable opportunities for economic development.

1.0 INTRODUCTION

1.1 PURPOSE OF THE GROWTH POLICY

The City of Glasgow Growth Policy is an official public document adopted by the City Council. It sets forth a vision for the community's future and serves as a guide for land use decisions as the community confronts change over time. The Policy is a measure of where the City has been and where it is going with respect to land use, economy, population, infrastructure and facilities, public services, housing and natural and cultural resources. It is not a regulatory document. However, Montana state law requires that subdivision and zoning regulations (where applicable), must be written and implemented in compliance with the adopted growth policy for the area where these regulations will be applied. The term "growth policy" replaces "comprehensive plan" and "master plan" with "growth policy", as a result of the adoption of the Growth Policy Act by the Montana Legislature in 1999 (76-1-601 MCA et. Seq.)

The goals, objectives and associated strategies included in the Growth Policy help inform decisions about the physical, social and economic development of Glasgow. The Policy enables the City to set priorities in order to allocate scarce financial and human resources efficiently. It provides a framework for land use regulations, community and economic development, and capital improvements planning. Having a growth policy in place also puts Glasgow in an advantageous position when seeking grant support for community projects. It documents public support for specific activities and provides the necessary rationale and data typically required by granting agencies in considering funding proposals.

The Growth Policy is an over-arching planning document. Additional planning efforts called for in the Policy, including a housing study, a capital improvements plan and a downtown redevelopment plan will help implement the goals and objectives set forth. Future potential planning activities, such as those focused in transportation and economic development will also be tied to the Growth Policy. This will assure a more consistent approach to addressing issues of critical concern as the City of Glasgow works to realize its vision for the future.

Consistent with the requirements of Montana’s growth policy statutes, this document includes text and maps to describe the existing characteristics and future trends with the City of Glasgow. Within each area of focus (population and demographics, housing, economic conditions, existing and future land uses, public services and facilities, and natural and cultural resources) key findings are presented. These, in turn, provide the basis for the goals and objectives and related implementation strategies. Strategies include additional planning efforts, programs and regulatory tools. The document also responds to several additional requirements set forth in the growth policy statutes including:

- cooperative efforts between the City of Glasgow, Valley County and other land management agencies
- wildfire management
- subdivision review criteria
- a time table for the review and update of the Policy

This document is a reflection of extensive public input from the people of Glasgow. Community members have identified issues of concern and crafted the community vision set forth in this Growth Policy as well as the associated goals and objective statements.

1.2 HISTORY OF GLASGOW

American Indians inhabited the region that includes Glasgow for centuries, and extensive buffalo and pronghorn antelope herds provided ample food for the nomadic tribes. The Nakoda (Assiniboine), Lakota and Dakota (Sioux) peoples alternately inhabited and claimed the region from the 16th to the late 19th centuries. In 1804 the Lewis and Clark expedition came within 15 miles of the future site of the city of Glasgow and noted the extensive herds of buffalo and various game. In 1885 the tribes engaged in the last known buffalo hunt in the region, and in 1887 a treaty was signed where the tribes surrendered 17.5 million acres, which led, in 1888, to the formation of the Fort Peck Indian Reservation and the removal of the tribes from the Glasgow area.

Glasgow was founded in 1887 as a railroad town by James J. Hill, who was responsible for creating many communities along the Hi-Line (the name given to the Great Northern Rail Line that traverses the northern tier of Montana. The town was named after Glasgow in Scotland. Glasgow grew during the 1930s when President Franklin Roosevelt authorized the construction of the Fort Peck Dam, 17 miles from Glasgow, employing 10,546 workers.



During World War II the Glasgow Army Airfield housed the 96th Bombardment Squadron and 614th Bombardment Squadron, flying B-17 Flying Fortresses, at different times during the war. Starting in December 1944 a German POW camp was established at the facility, lasting until the end of the war. After the war ended the base was closed, and part of the facility eventually became the present day Glasgow Airport. Lieutenant Colonel Ronald Speirs, famed member of Easy Company, 101st Airborne died in Glasgow.

In the 1960s the population rose to about 6,400 due to the nearby presence of the Glasgow Air Force Base, (SAC air command and housing B-52 bombers) used during the Vietnam War and the earlier part of the Cold War. A significant amount of mid-century modern and Google-style architecture was built in Glasgow at this time, much of which survives. After the de-activation and closure of the base in 1969, Glasgow's population declined until approximately 1990. Glasgow currently functions as the major regional administrative, shopping and services hub for Valley County and some of the areas beyond.

History Information Sources:

- Indian Education for All Montana Indians; Their History and Location; Indian Education, Division at the Office of Public Instruction, Helena, Montana, April 2009
- "Montana History Net": Place Names (E-G)". Montanahistory.net. Retrieved April 25, 2012.
- "Glasgow, Montana". Big Sky Fishing.Com. Retrieved April 25, 2012.

1.3 GLASGOW PLANNING AREA

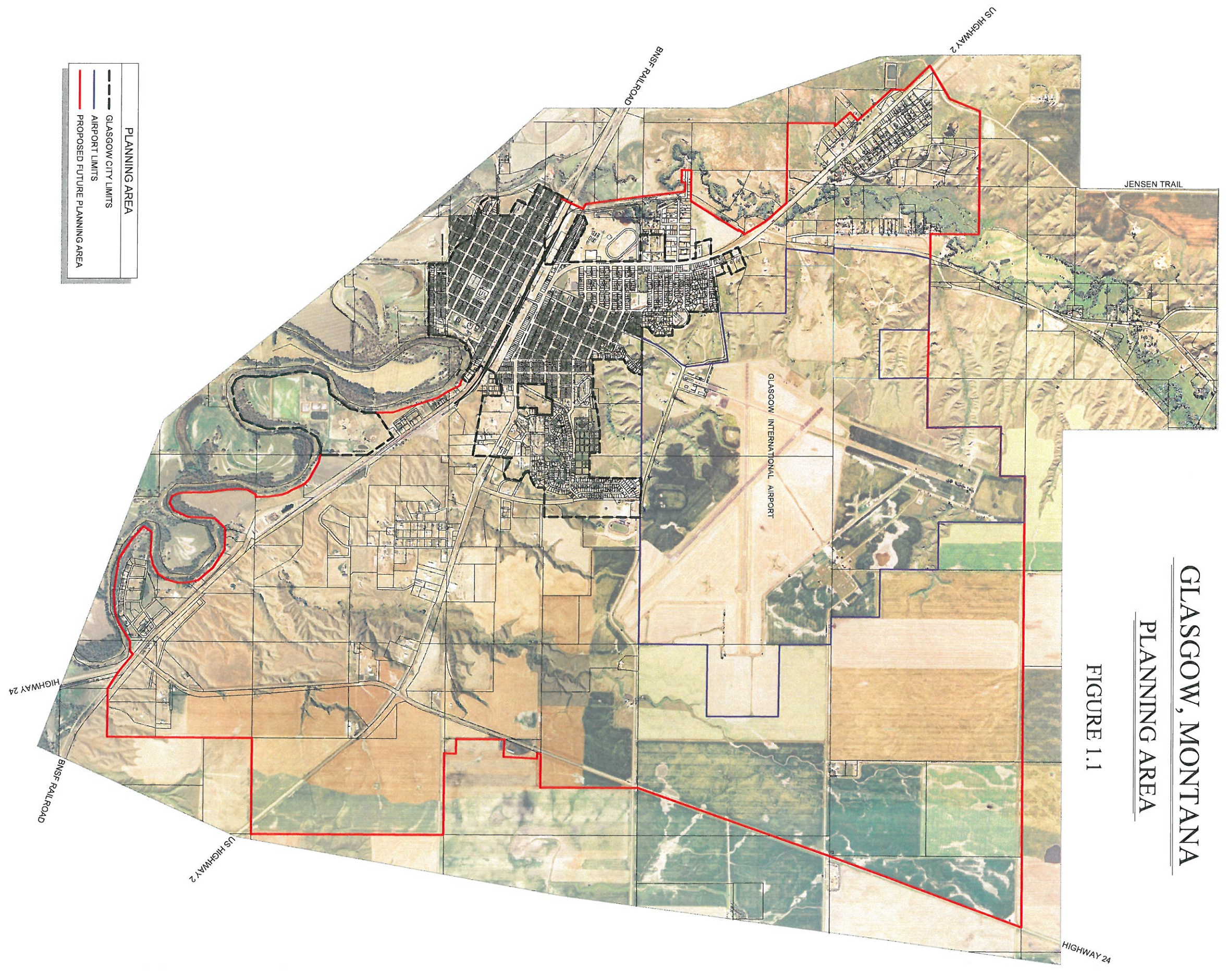
The City of Glasgow does not have regulatory control over development in areas outside of the municipal boundaries of the City. For all Preliminary Plats within a 1 mile radius of a third class City (Glasgow), the governing body (County) must submit preliminary plats to the City for review. While this review is relevant for content and form of these Plats, the authority to deny or approve development in county areas remains with the Valley County Commission. Under current municipal zoning statutes, a third class city that has adopted a growth policy for a city-county planning board jurisdictional area, in accordance with growth policy statutes, may extend the application of its zoning or subdivision regulations beyond its corporate limits in any direction up to 1 mile.

The Glasgow Planning Area limits were determined after discussion with the City Council, Director of Public Works, and Valley County Planner. The Planning Area Limits were influenced significantly by accessibility, natural limitations of floodplain and terrain breaks, and areas that are currently seeing development interest and pressure for commercial development to the east.

The north side of the airport (the old airport and base) has good road access, and has been developed in the past. The Highway 2 and Highway 24 corridors are included due to their close proximity to services, existing businesses and residential areas, and overall current level of development. This area was identified in public meetings as needing to be included in the Growth Policy and Planning Area.

To the northwest, Cherry Creek and the subdivided area north and south of US Highway 2 and east of Jensen Road were a natural boundary that would pose difficult constraints to include into the municipal sewer system, yet still feasible in the future. This is due to the need to cross Cherry Creek.

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GLASGOW, MONTANA
PLANNING AREA

FIGURE 1.1

2.0 DEMOGRAPHICS

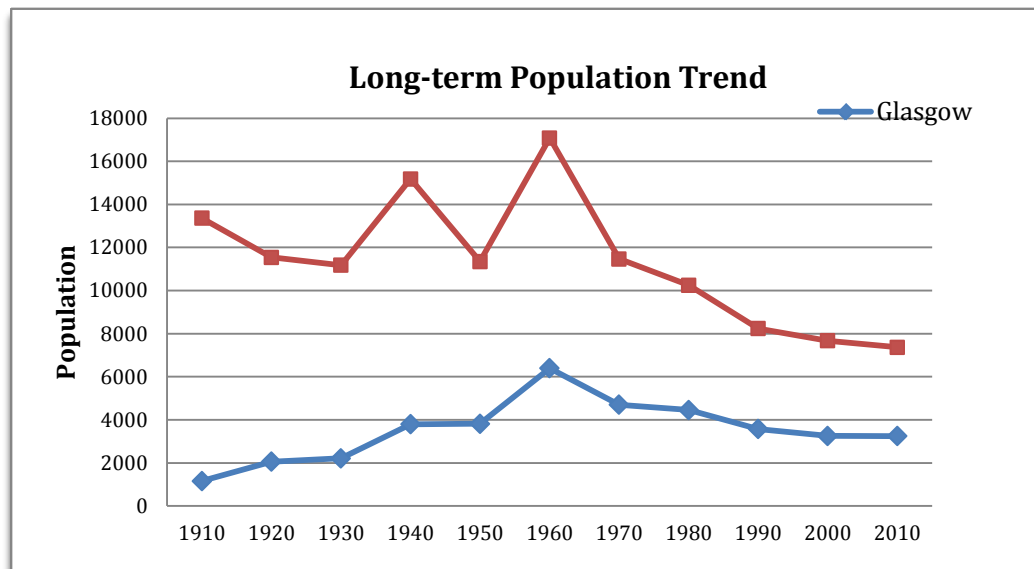
2.1 KEY FINDINGS

- Population in the City of Glasgow has declined steadily since the closer of the Glasgow Air Force Base, rising slightly to 3301 in 2011.
- Shorter term economic activity in the immediate area and in the region will result in moderate growth (15%) through 2020.
- The median age, 45.6, in Glasgow is higher than both the state of Montana as a whole and the nation.
- Persons 65 years of age and older will make up 27% of the population by 2030.
- Of those residents over the age of 25, 85% are high school graduates and 14% have a Bachelor's Degree or higher.
- Family households account for 56% of all households, of which 25% have children.

2.2 POPULATION

2.2.1 HISTORICAL TREND (1910-2010)

Glasgow has experienced a downward population trend since 1960. The population peaked in 1960, directly related to construction and staffing of the Glasgow Air Force Base. The AFB was deactivated in 1968, which had a direct negative impact on population, which has continued to decline. Valley County's population has generally followed the trend of Glasgow; the town comprises 44% of the county population shown in the following figure, *Long-term Population Trend*.



2.2.2 ANNUAL ESTIMATE TREND (2000-2010)

The intercensal annual estimates of the population showed Glasgow in a continued decline between 2000 and 2010. However, the net change over the 10-year period shows the population remaining essentially stagnant (2000-3,253; 2010-3,250).

2.2.3 RECENT TREND (2010-2012)

Census estimates place the 2011 population in Glasgow at 3,301, a 1.54% increase over the 2010 decennial count of 3,250. Growth is occurring in the region where Glasgow and Valley County are located. Among counties considered part of the Montana-Williston Basin region that are impacted by or expected to be impacted by the Bakken oil field development in eastern Montana, 10 of the 12 counties showed population growth between 2010 and 2012.

Population growth in the region ranges from 1.6% to 11%. As expected, Richland County, which is in close proximity to the oil fields, has shown the highest rate of growth at 11% over the period. Richland County is home to the town of Sidney, which is expected to experience the highest growth in association with the oil fields. Valley County grew by 1.87% during the period and 98% of the growth is attributable to in-migration.

The following figure, *Regional Population Change 2010-2012*, shows growth in the 12-County region within which Glasgow and Valley County are located.

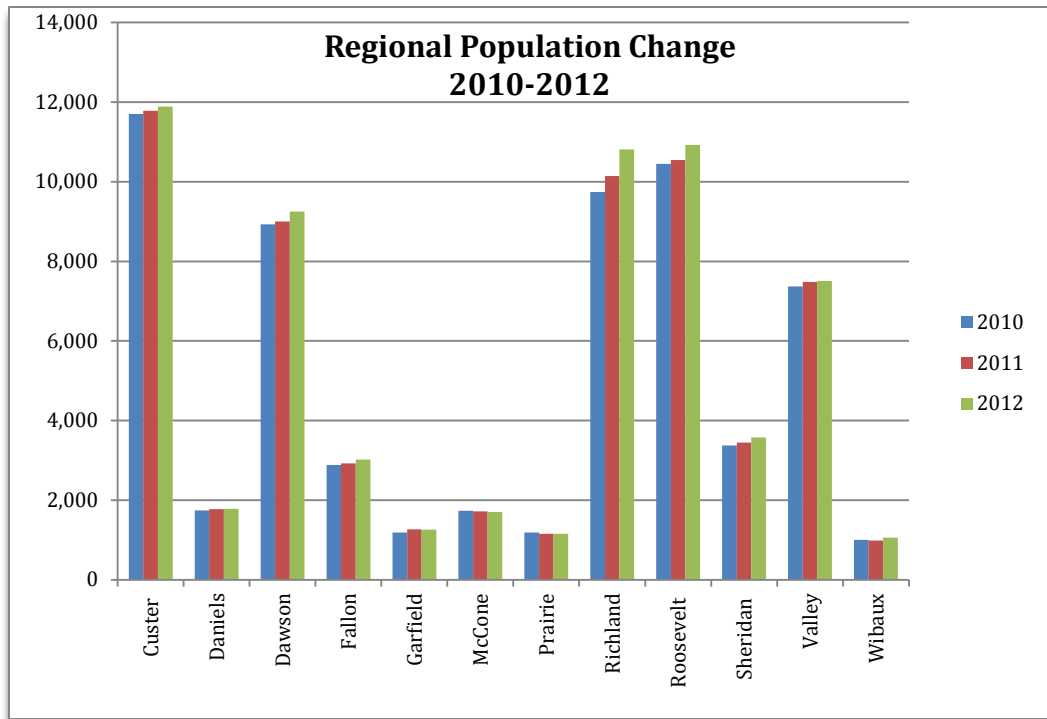
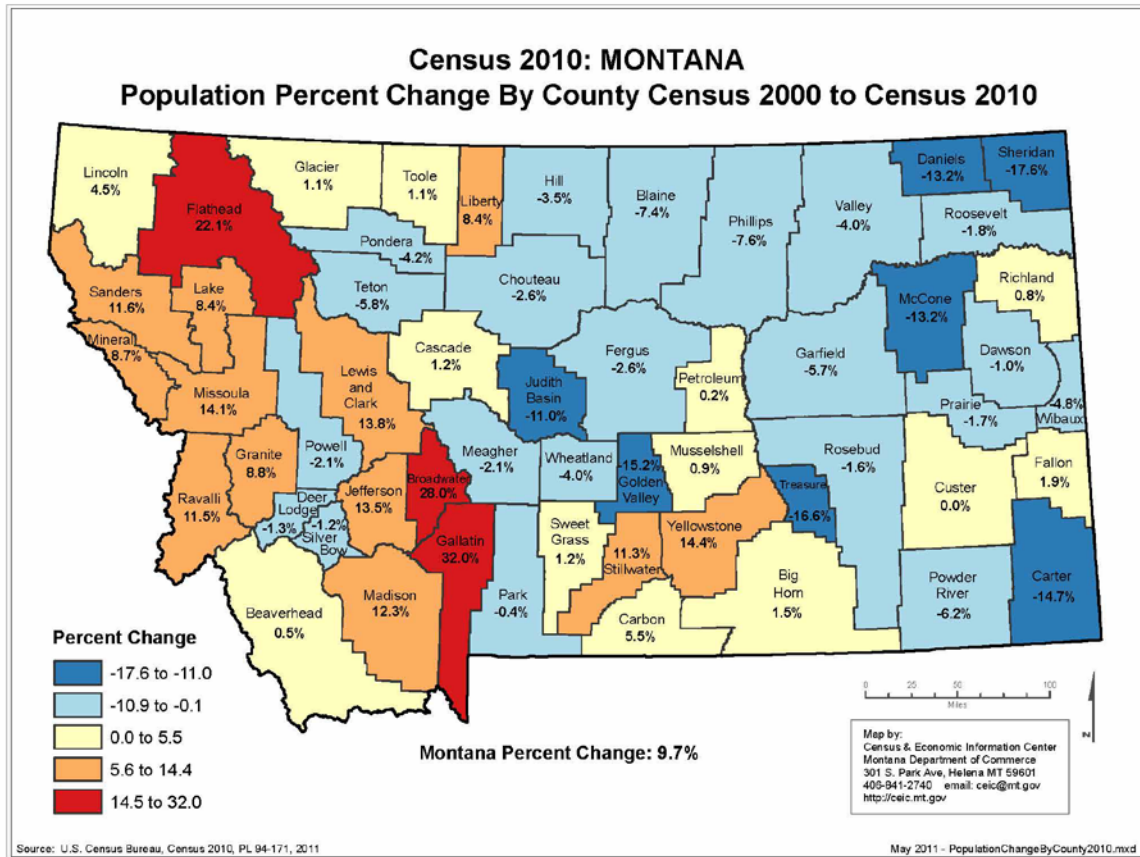


Figure 2.1: Population Percent Change By County



2.2.4 PROJECTED GROWTH

As noted above, Valley County is part of a 12-county region in Montana expected to be impacted by development of the Bakken oil fields. The primary location of impact with regard to population is expected to be Richland County, and more specifically, the town of Sidney. However, the entire region is likely to be impacted at some level.

Other economic activities that are likely to have short-term effects on the on the area's population include the Keystone XL Pipeline project and the Fort Peck Reservoir Spillway construction project. These projects are not expected to result in an in-migration of permanent residents to the city of Glasgow.

2.2.5 PROJECTED POPULATION INTO 2030

The population estimate for 2011 shows a 1.57% increase over 2010. Based on this trend and in anticipation of an impact related to shorter term economic activities, growth may continue into about 2020. At the current rate of growth, population would reach 3,797 by 2020 and likely either remain stagnant or decline slightly into 2030. The application of a decline rate similar to the trend that occurred annually between 2000 and 2009 would result in a population of an estimated 3,722 by 2030. The estimated growth rate between 2011 and 2020 is 15%. This amount decreases to 12.8% if the period is extended to 2030.

2.2.6 DENSITY

With 1.4 square miles of land, current population density in the City of Glasgow (based on 2011 Census estimate) is 2,357 people per square mile. Based on the projection for 2020, density would reach 2712 people per square mile if the land area that Glasgow occupies were to remain constant.

Figure 2.2: 2010 Census Block Population Per Square Mile - Glasgow

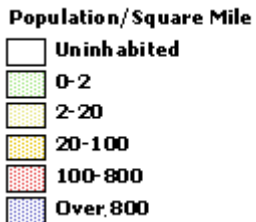
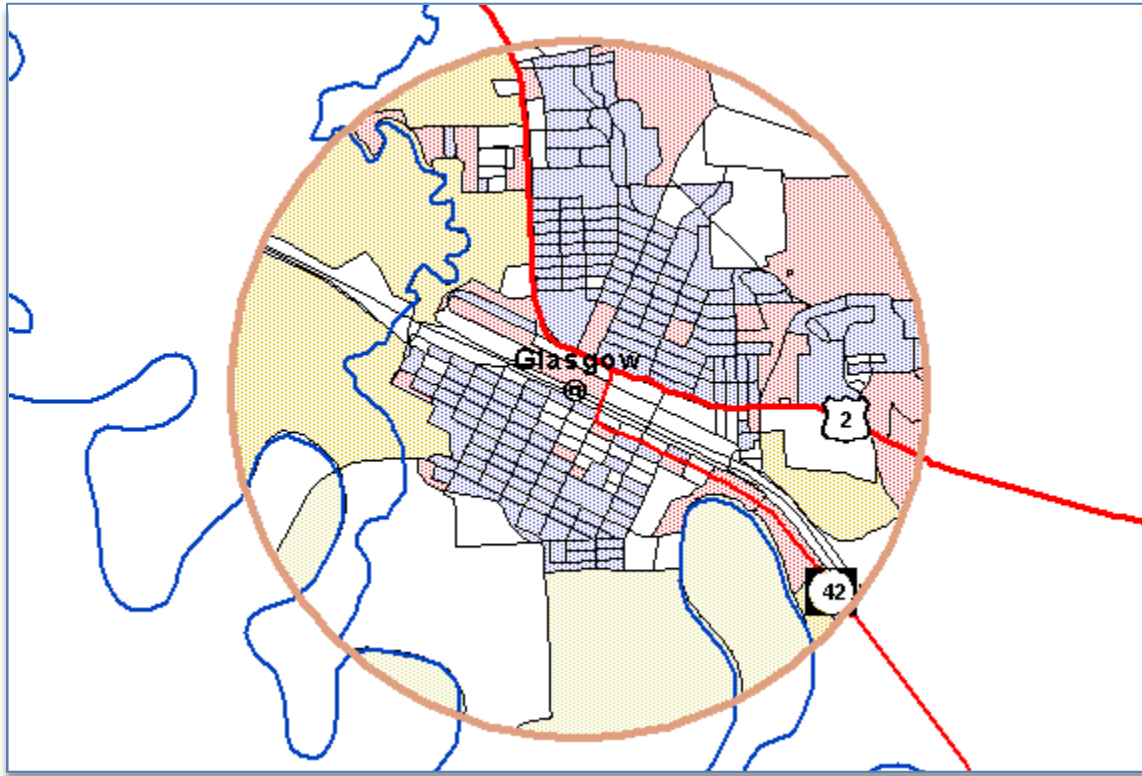
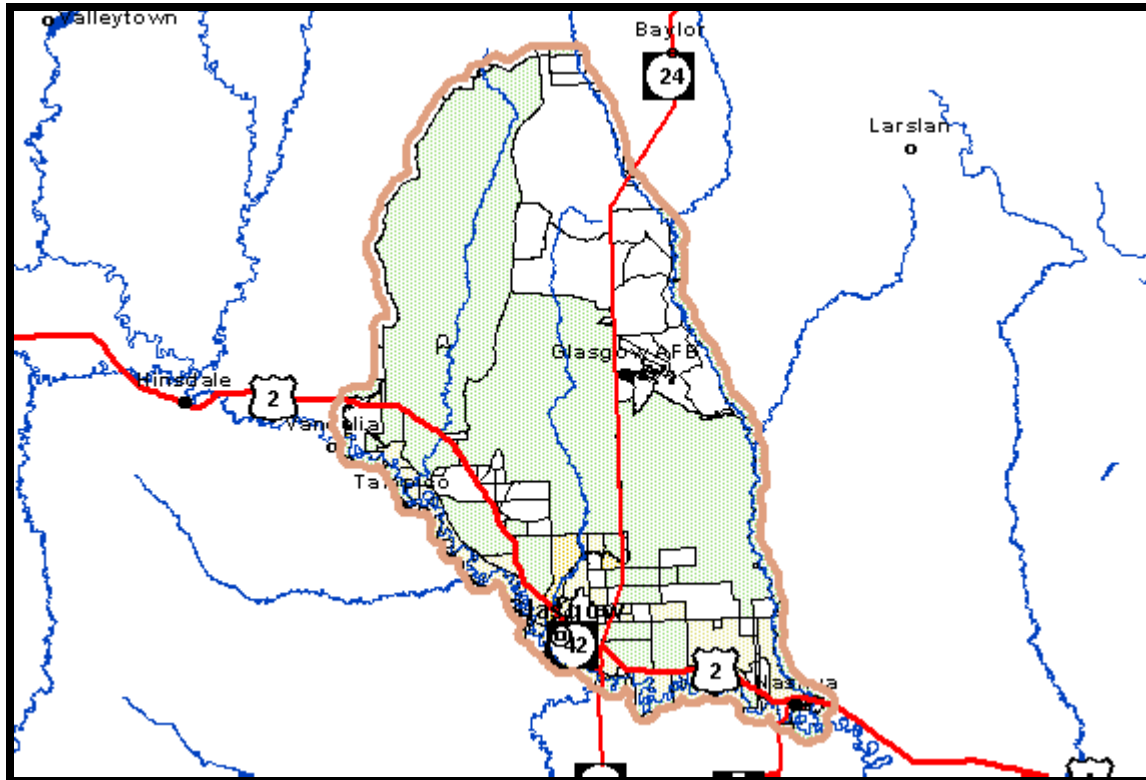


Figure 2.3: 2010 Census Block Population Per Square Mile Map

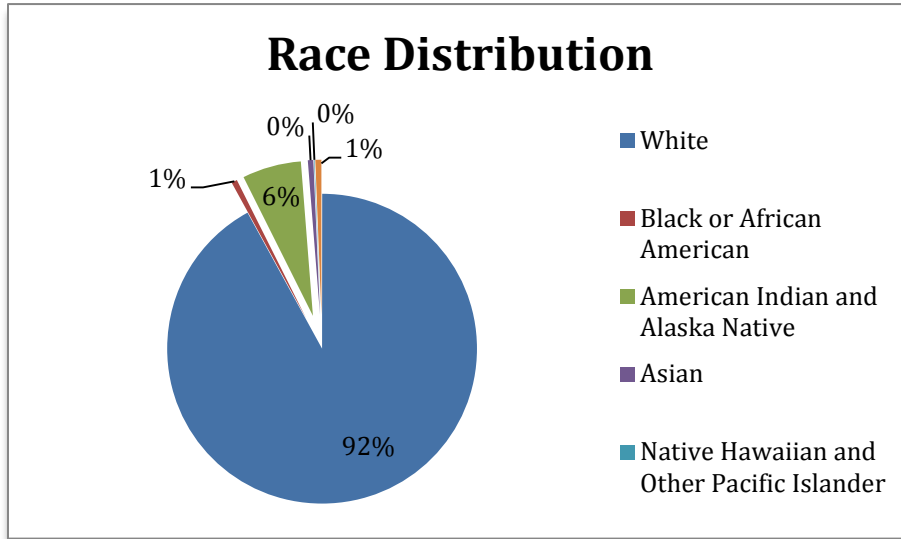


Population/Square Mile

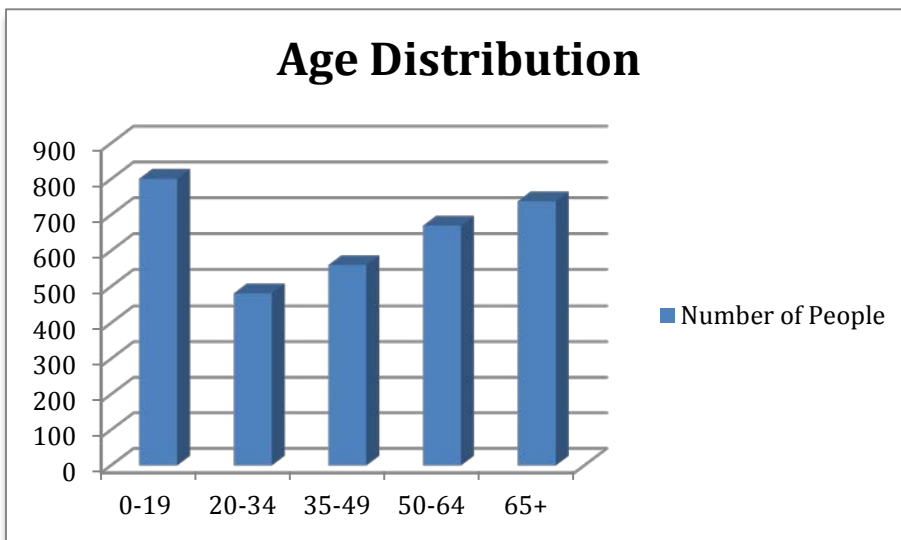
-  Uninhabited
-  0-2
-  2-20
-  20-100
-  100-800
-  Over 800

2.3 POPULATION CHARACTERISTICS

94.6% of the population Glasgow is white, while 6.3% of the population is American Indian/Alaskan Native. 2% of the population claims an Hispanic heritage.

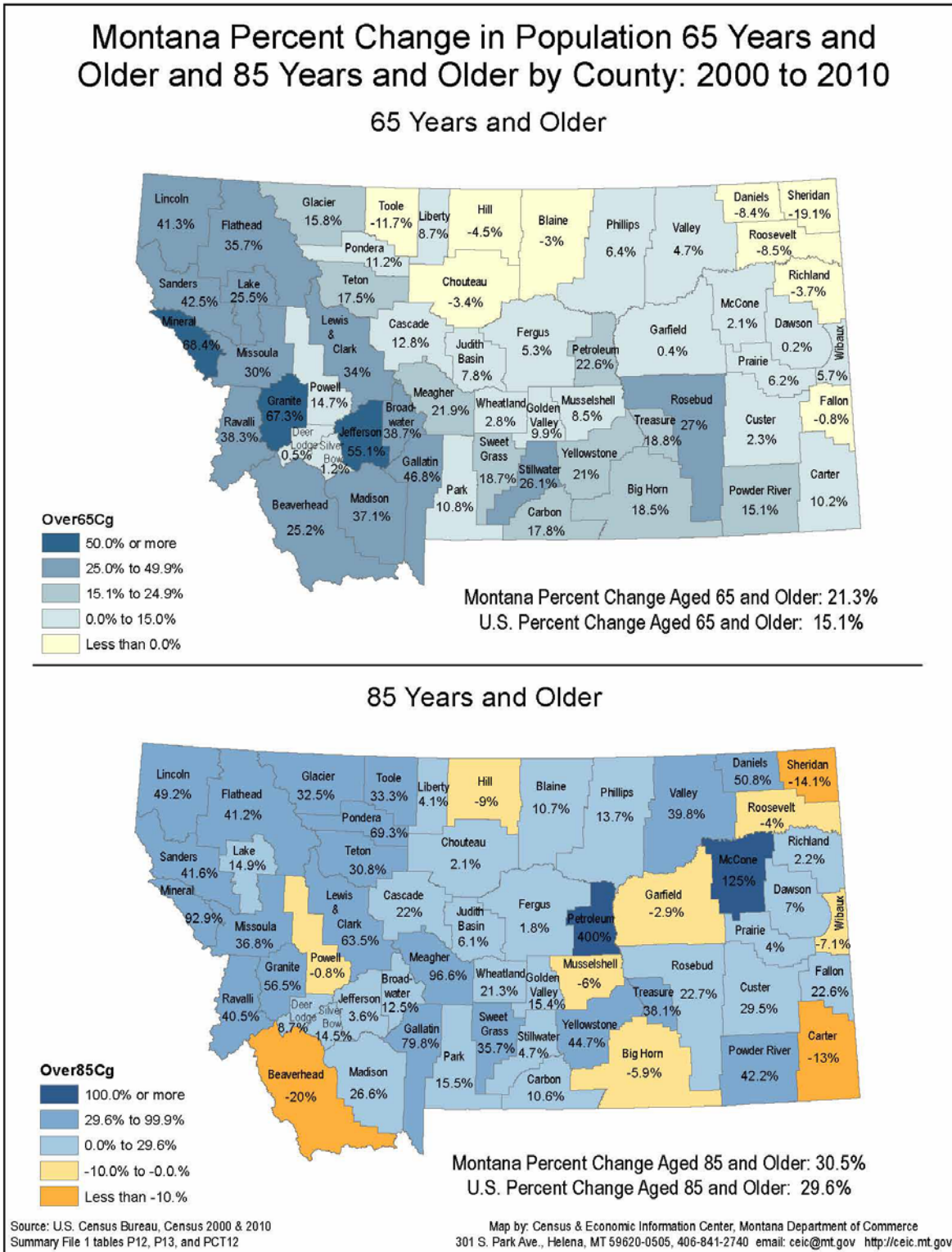


At 45.6, the median age is significantly higher in Glasgow than in Montana (39.8) overall and the nation (37.2). 22.7% of the population is 65 years of age or older. Due to the “Baby Boom” phenomenon, the age cohort 65 and older is expected to continue to grow into 2030; this group is expected to comprise 27% of Glasgow’s population by 2030.



The percentage of population 25 years and older that are high school graduates is on par with the national percentage (85%) but lower than the Montana percentage (92%). Of the adult population 25 and older, 14% in Glasgow hold a bachelor’s degree or higher compared with 28% for Montana and the nation.

Figure 2.4: Montana Percent Change in Population 65 Years and Older and 85 Years and Older by County



2.4 HOUSEHOLDS

56% of households are “family” households; of these, only 25% have children present. 34.71% of households with children are single-parent households. The average household size is 2.13 compared with 2.58 for the nation.

Population Information Sources:

U.S. Census Bureau

- 2010 Decennial Census
- American Community Survey; 2007-2011 5-year Estimates
- Population Estimates Program

3.0 HOUSING CONDITIONS AND TRENDS

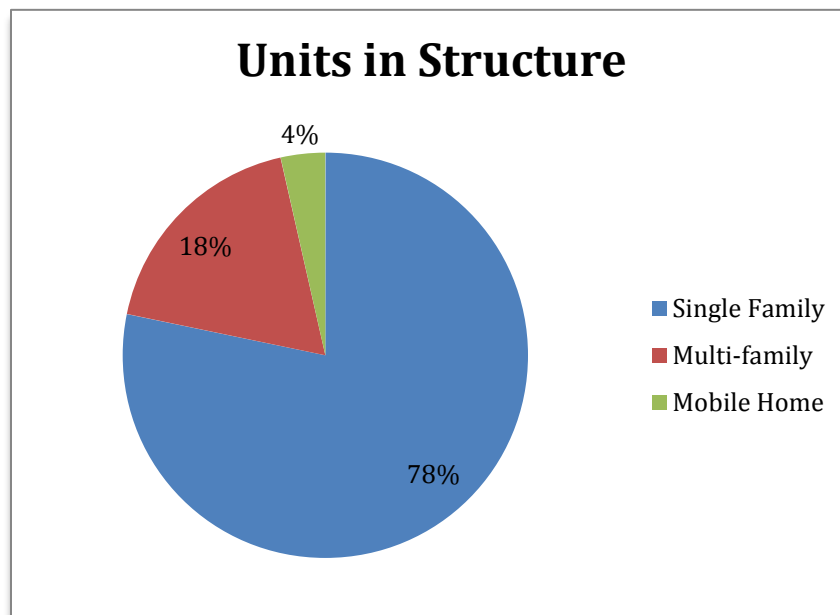
3.1 KEY FINDINGS

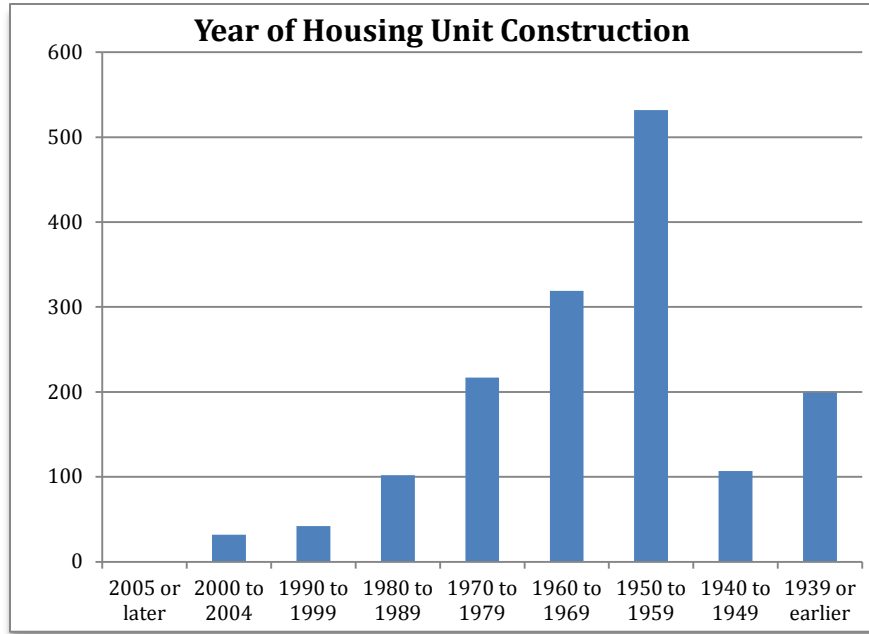
- As of 2010, there were 1,653 residential units (including both single and multi-family units) in Glasgow
- 85% of the housing stock was constructed prior to 1976.
- At 63.2% the rate of homeownership in Glasgow is lower than both the state (68%) and national (65.1%) rates.
- 19% of households in Glasgow have a housing cost burden (cost exceeds 30%) of income, compared with 29.7% in Montana and 41.52% nationally. In Valley County, only 16% of households have a cost burden.

3.2 HOUSING STOCK

The units in the Glasgow housing stock increased by and 24units, or 1.47%, between 2000 and 2010. As of 2010, there were 1,653 units. Based on building permit information, the additional units are all single family dwellings. The increase in housing units is occurring within a static population and an older housing stock. This may indicate that older homes are being left for newer homes, leaving older homes vacant and deteriorating.

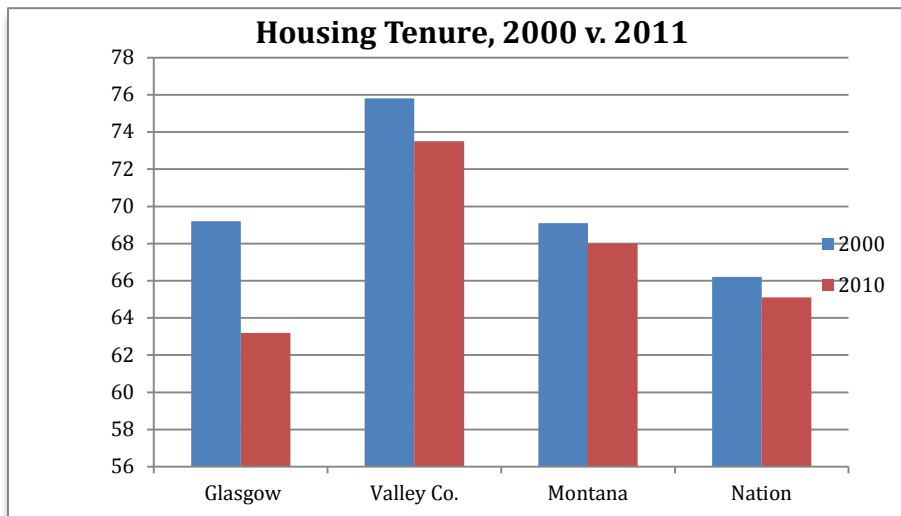
The period between 1950 and 1970 saw the greatest number of housing units constructed. This correlates with a peak in population, both of which are associated with construction and subsequent staffing of the Glasgow Air Force Base. 85% of housing units were constructed prior to 1976, before the ban on use of lead paint. The median year for construction of housing units is 1959. 78% of housing units in the housing stock are single-family dwellings, 18% are multi-family units and 4% are mobile homes. See the following figures, *Units in Structure*, and *Year of Housing Unit Construction*.





3.3 TENURE

Tenure Refers to the distinction between owner-occupied and renter-occupied housing units. The rate of homeownership in Glasgow is in a downward trend as it is nationally. At 63.2% the rate of homeownership in Glasgow is lower than both the state (68%) and national (65.1%) rates and fell 6 percentage points since 2000 as seen in the figure below, *Housing Tenure, 2000 v. 2011*. The homeownership rate in Valley County, at 73.5%, is significantly higher than Glasgow's and is higher than the state and national rates as well.

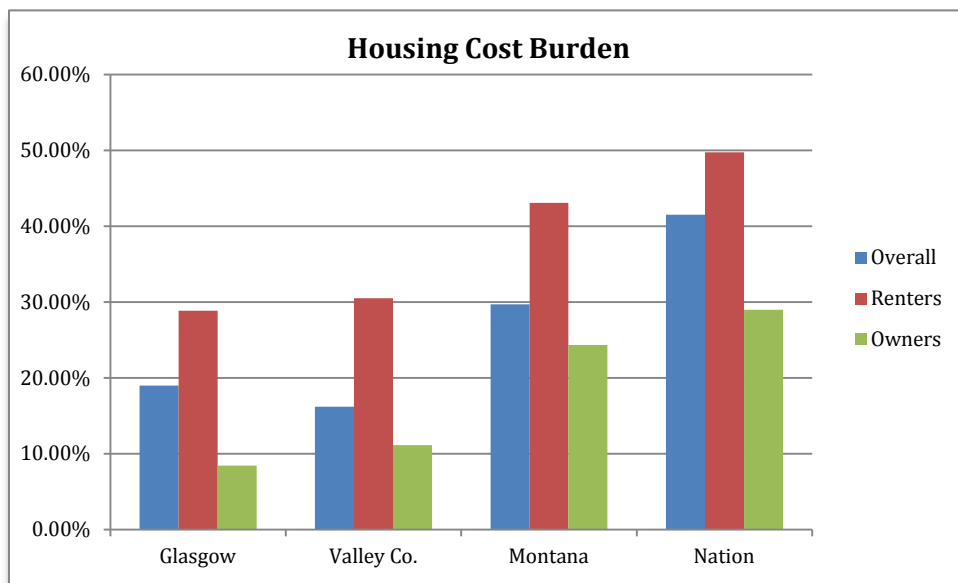


3.4 AFFORDABILITY

In Glasgow, housing costs have not outpaced income as they have nationally and in other parts of Montana. Changes in home values, gross rent, and mortgage costs have grown proportionately with income.

| Housing Values and Income 2000 v. 2010 | | | |
|--|----------|----------|----------------|
| | 2000 | 2010 | Percent Change |
| Median Value | \$63,100 | \$88,100 | 39.62% |
| Median Household Income | \$30,491 | \$41,220 | 35.19% |
| Median Gross Rent | \$369 | \$499 | 35.23% |
| Median Mortgage | \$690 | \$904 | 31.01% |

Housing cost burden—paying more than 30% of income for housing—is a lesser problem in Glasgow than it is nationally and in Montana overall; 19% of households in Glasgow have a housing cost burden compared with 29.7% in Montana and 41.52% nationally. In Valley County, only 16% of households have a cost burden.



3.5 VACANCY RATE

According to 2010 Census data, the homeowner vacancy rate, the proportion of the homeowner inventory that is vacant and for-sale is minimal (1.1%) and amounts to 11 homes. The rental vacancy rate, the proportion of the rental inventory that is vacant, for-rent, as reported in the 2010 Census is higher. At that time, there were 61 vacant units for rent for a rate of 10%. In order to accommodate potential growth that may occur in association with development of the Bakken oil field, the housing stock will need to expand.

3.6 CURRENT HOUSING MARKET

Key person interviews held in Glasgow in January, 2013 indicated a perceived housing shortage in the community. This shortage was characterized with respect to both affordability and availability. For example, Frances Mahon Deaconess Hospital has constructed a three-unit apartment building and purchased two homes in the City of Glasgow in order to accommodate the housing needs of new doctors, while they arrange for permanent housing. The Hospital cited limited availability of the type of housing that doctors and their families were seeking. Subsidized housing units are in demand by tenants who are willing to pay market rents, which in turn limits the number of available units for those who meet income requirements for assistance.

Approximately 10-12 new homes have been built in Glasgow during the past year and a 16 unit multi-family apartment complex is under construction. The number of houses and price ranges of houses for sale in Glasgow is shown in the Figure Below (February, 2013 information was taken from interviews with realty companies and from information posted on realty web sites.)

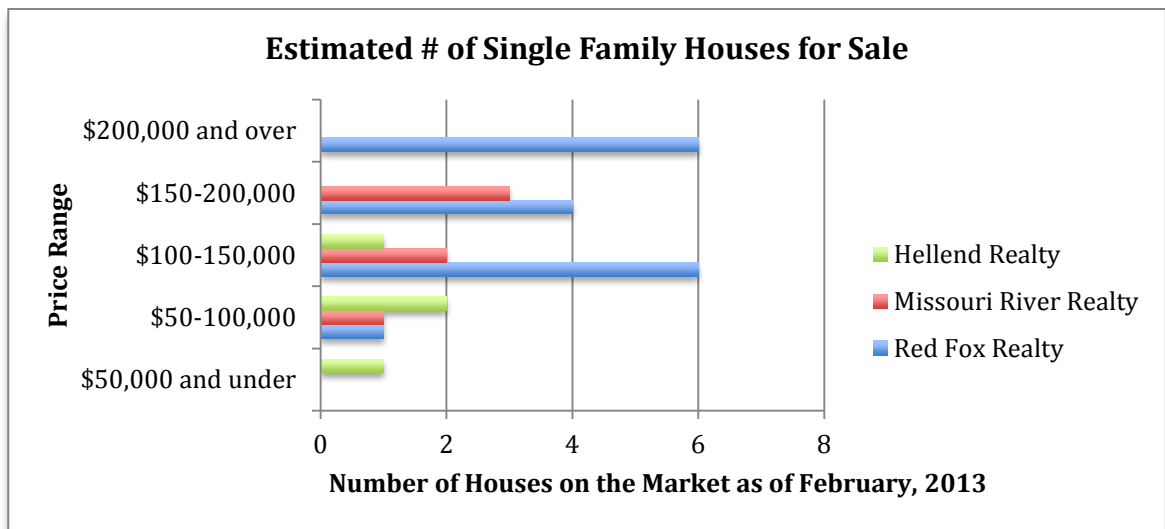


Figure 3.1: Montana Median Home Value by County

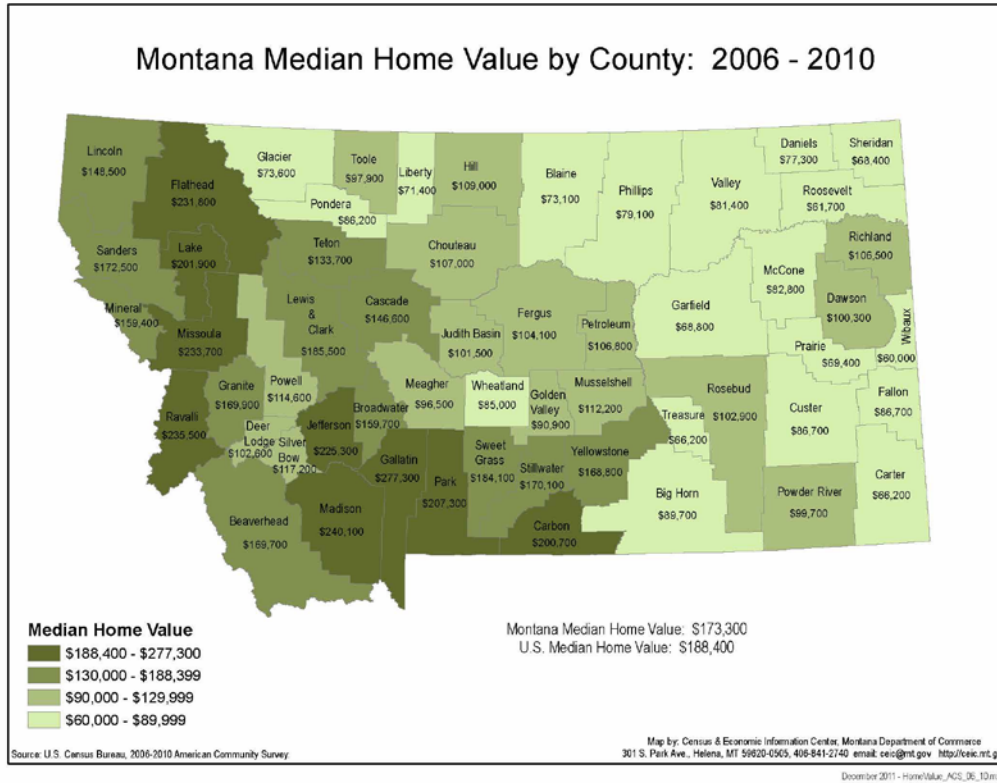
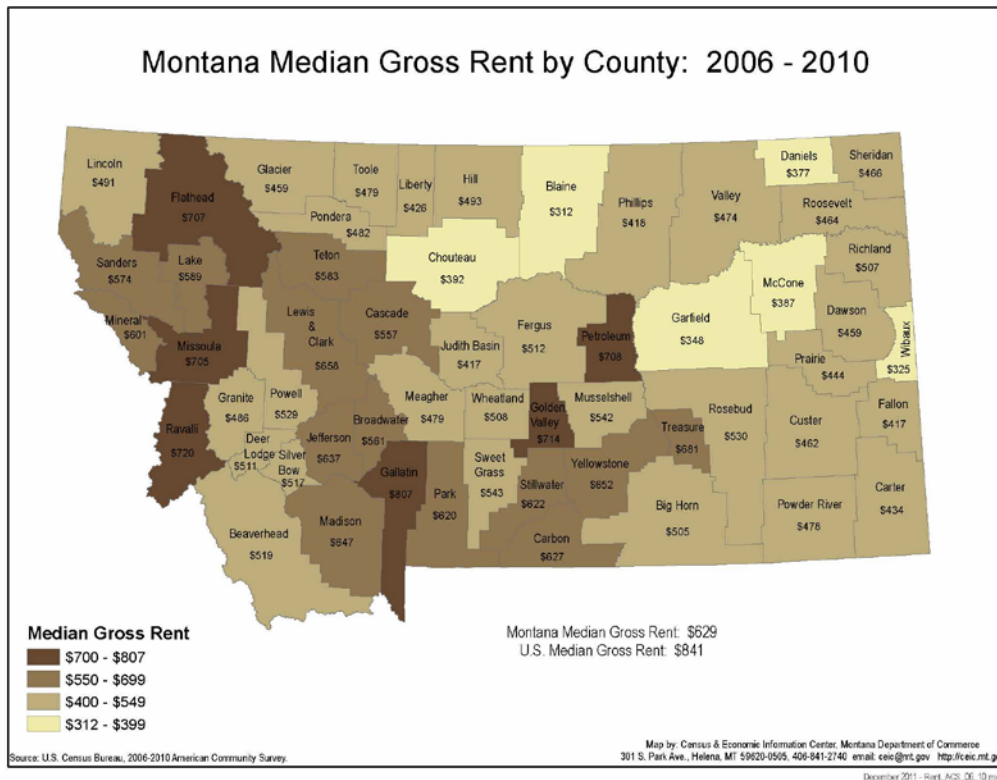


Figure 3.2: Montana Median Gross Rent by County



Housing Information Sources:

U.S. Census Bureau

- 2010 Decennial Census
- American Community Survey, 2007-2011 Estimates
- U.S. Census, Building Permits, 2000-2011

4.0 ECONOMIC CONDITIONS AND TRENDS

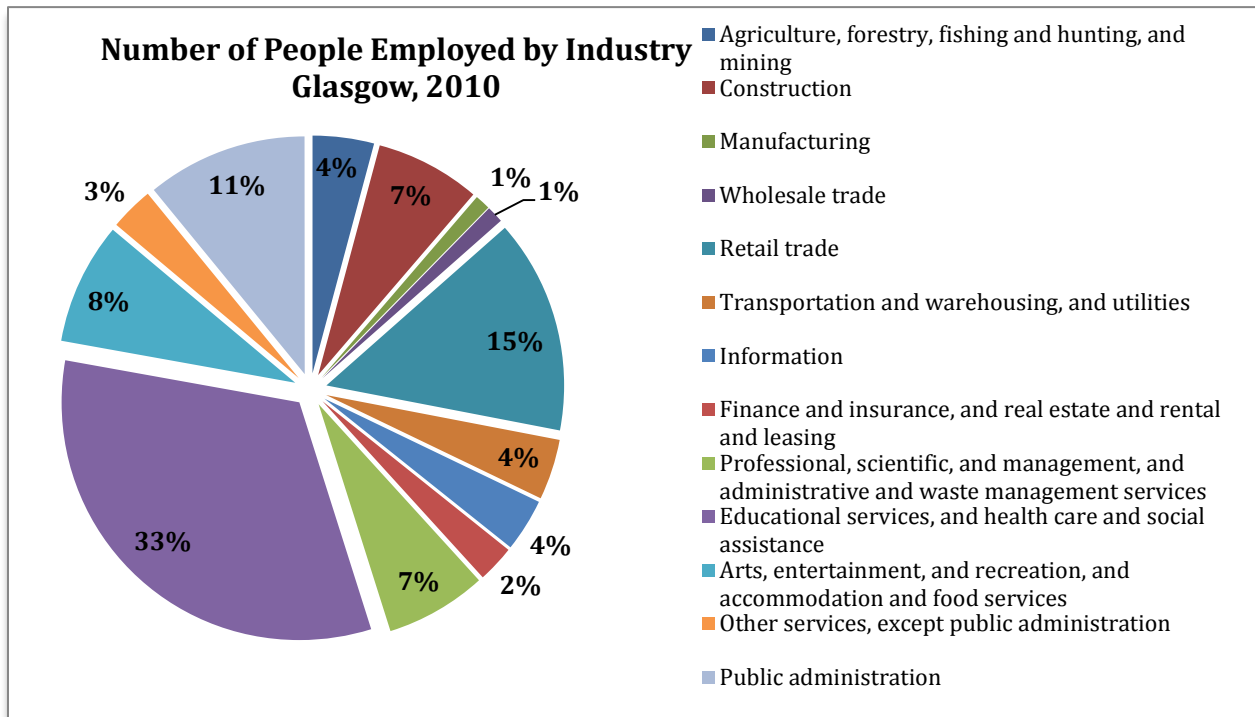
4.1 KEY FINDINGS

- 33% of the people in Glasgow are employed in the “Education, Healthcare and Social Services” industry category.
- There are 1,569 persons in the City’s workforce.
- The City of Glasgow has an unemployment rate of less than 2%.
- Median household income in Glasgow is \$41,200.
- 13.9% of the people in Glasgow live in poverty.

4.2 INDUSTRIES

“Education, Healthcare and Social Services” is the largest single industry in Glasgow as measured by the number of people employed. The number of jobs in this industry increased by 27.8% between 2000 and 2010. Growth in the number of people employed in this category is likely due to growth in the healthcare industry, following a national trend. Growth in healthcare jobs is projected to grow over 14% by 2020 in the United States (U.S. Bureau of Labor Statistics, 2012)

“Retail Trade” and “Public Administration” are the second largest industries in Glasgow as measured by the number of people employed. See the following figure, *Number of People Employed by Industry – Glasgow, 2010*.

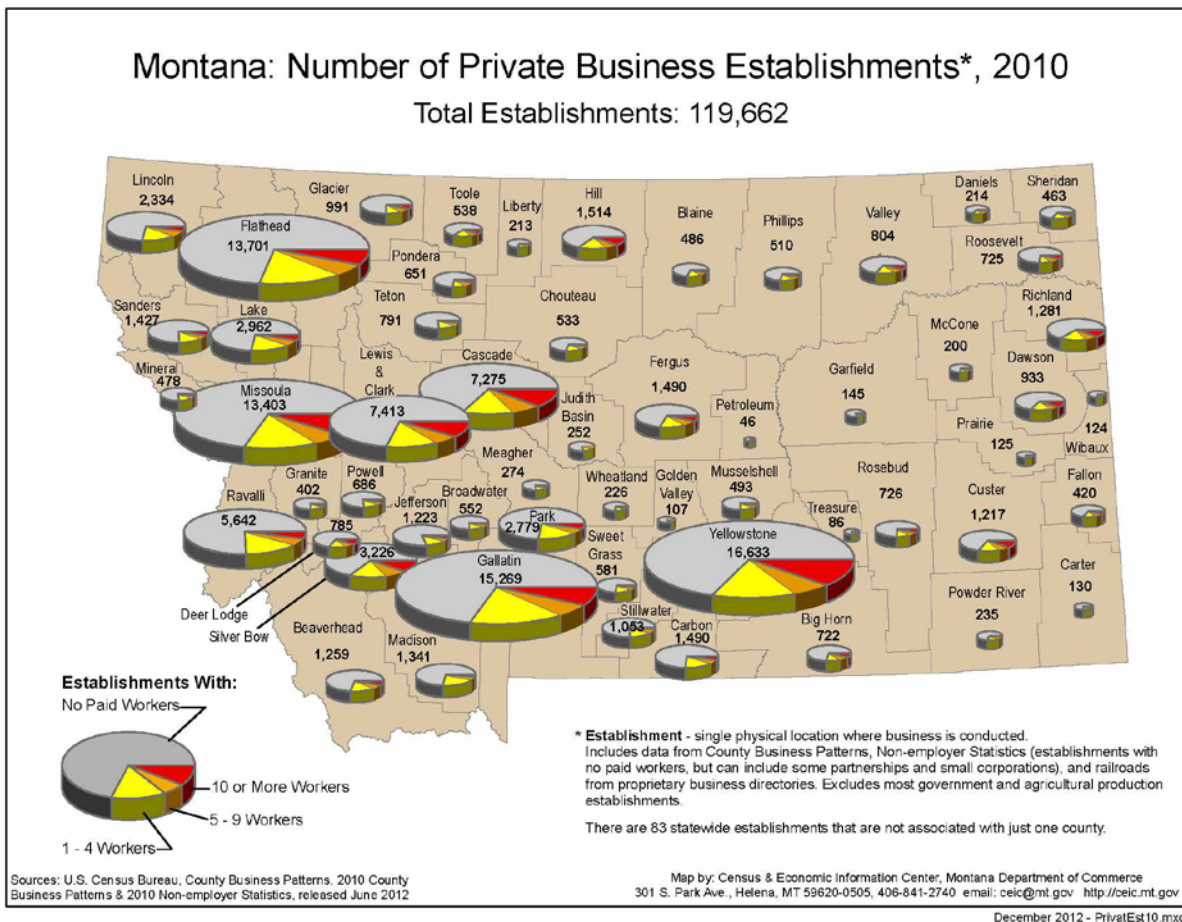


4.3 LABOR FORCE

There are 1,569 people in the Glasgow labor force, down from 1,677 in 2000. There are 911 people in the population who are not in the labor force (this would include retired people, children and the disabled). The unemployment rate in Valley appears to be significantly lower than the state and national rates. Census information indicates an unemployment rate of less than 1%; however, Valley County has a rate of 5.1% (March 2013).

The rate in Glasgow is likely closer to 2%. The state unemployment rate is 6.3%. Unemployment in some area counties considered part of the Montana-Williston Basin are among the lowest in the state—below 3%.

Figure 4.1: Montana: Number of Private Business Establishments



4.4 ECONOMIC INDICATORS

62% of households in Glasgow have income from wages. Earnings and Incomes are fairly close to the median for the state of Montana as seen in the following table.

| INCOME INFORMATION | | | | | | |
|-----------------------------|----------|------------|----------|----------|---------|---------|
| | GLASGOW | VALLEY CO. | MONTANA | U.S. | % OF US | % OF MT |
| Per capita income (dollars) | \$22,142 | \$24,128 | \$23,893 | \$26,708 | 82.90% | 92.67% |
| Median Household Income | \$41,220 | \$44,641 | \$42,222 | \$50,502 | 81.62% | 97.63% |
| Median Earnings | \$27,554 | \$29,010 | \$24,664 | \$30,259 | 91.06% | 111.72% |

The rates of poverty and low-income status are lower than state and national rates. The rate of people living in a low-income status is the percentage of people living in households with incomes that are less than 200% of the federal poverty line. See the table below.

| POVERTY | | | | |
|--------------|---------|------------|---------|--------|
| | GLASGOW | VALLEY CO. | MONTANA | U.S. |
| POVERTY RATE | 13.9% | 11.50% | 14.60% | 14.30% |
| LOW INCOME | 30.35% | 30.12% | 35% | 32.69% |

4.5 OIL AND GAS PRODUCTION

Eight oil wells were completed in Valley County from 2000 to 2006; no oil wells have been completed since 2006. Barrels of oil produced in Valley County in 2011 have decreased by about half from the peak production in 2003.

68 gas wells have been completed in Valley County since 2000. Gas production in Valley County has near doubled from 2000 to 2011.

MONTANA AVERAGE DAILY & ANNUAL OIL PRODUCTION IN BARRELS BY COUNTY 2005-2012

| COUNTY | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | Proj2012 | Projected 2005 to 2012 |
|--|------------|------------|------------|------------|------------|------------|------------|-------------------------|------------------------------|
| Custer | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Daniels | 19384 | 11759 | 10033 | 13637 | 4938 | 4411 | 3230 | 3404 | (-82%) |
| Dawson | 601609 | 618046 | 540988 | 430112 | 396533 | 441045 | 594834 | 690296 | 15% |
| Fallon | 7547096 | 7868360 | 7251298 | 6619702 | 6064627 | 5338956 | 4836878 | 6173596 | (-18%) |
| Garfield | 18159 | 17224 | 14733 | 14124 | 15484 | 11828 | 13159 | 11584 | (-36%) |
| McCone | 12832 | 13286 | 13226 | 10311 | 5978 | 5624 | 4200 | 6032 | (-53%) |
| Prairie | 123405 | 110850 | 93051 | 80043 | 73478 | 71335 | 63325 | 85756 | (-31%) |
| Richland | 18145986 | 20970082 | 20193251 | 17600734 | 15041447 | 13062877 | 11983867 | 14932000 | (-18%) |
| Roosevelt | 1401396 | 1492455 | 1399047 | 1348204 | 1250844 | 1300943 | 1788908 | 2937600 | 110% |
| Sheridan | 1466859 | 1679749 | 1733888 | 1690870 | 1403196 | 1393298 | 1248128 | 1233100 | (-16%) |
| Valley | 155570 | 119549 | 122077 | 120539 | 108552 | 108575 | 100346 | 108176 | (-30%) |
| Wibaux | 824004 | 828922 | 791879 | 739324 | 683784 | 816544 | 741512 | 906884 | 10% |
| Total MT Williston Basin region | 30,316,300 | 33,730,282 | 32,163,471 | 28,667,600 | 25,048,861 | 22,555,436 | 21,378,387 | 27,088,000 | (-11%) |
| TOTAL MONTANA DAILY BARRELS PROD | 90,000 | 99,000 | 98,000 | 87,000 | 76,000 | 69,000 | 66,000 | 83,000 | (-8%) |
| TOTAL MT ANNUAL PRODUCTION YEAR END | 32,787,135 | 36,294,047 | 34,906,917 | 31,596,064 | 27,835,275 | 25,330,556 | 24,111,769 | 30,200,000 PROJECTED | (-8%) |
| TOTAL MONTANA ACTIVE WELLS (PERMITS) | 313 | 278 | 247 | 199 | 80 | 225 | 232 | 182 | (-42%) |
| TOTAL MONTANA RIG COUNT | 23 | 21 | 18 | 11 | 3 | 9 | 9 | 19 | (-17%) |

Source: Montana Petroleum Association & Montana Board of Oil & Gas Conservation

4.6 SHORT-TERM ECONOMIC GROWTH (6 MONTH TO 3-YEAR PROJECTS)

Short-term (less than 5 year duration) construction projects anticipated are Fort Peck Reservoir Spillway, and the Keystone XL Pipeline. These projects are located outside of Glasgow and will not generate City property taxes. If constructed, the Keystone XL Pipeline will generate property tax revenues for the school district and Valley County. The school district has estimated that completion of the Keystone XL Pipeline would reduce the construction bond mill levy by at least fifty percent. Two temporary housing, man-camps, (Hinsdale and Park Grove) are proposed in the area to support these projects.

4.7 PROPERTY TAX INFORMATION

The total taxable value of the City of Glasgow is \$2,912,000. The City levies 302 mills. Each city mill is worth \$2,912 for a total of \$879,424. Taxpayers in Glasgow pay a total tax based on a mill levy of 755.440. People living just outside Glasgow (in the Glasgow Rural area) pay a total tax based on a mill levy of 484.890. St. Marie's total mill levy is 795.760. Annexation of properties just outside the City of Glasgow would result in a significant tax increase for those property owners. For example, a home with a taxable value of \$200,000 would realize a tax increase from \$970 per year to to \$1,510 per year. These calculations do not include special fees or special improvement districts. This is significantly less than the property taxes seen in larger communities in Montana.

Economic Information Sources:

U.S. Census Bureau

- 2000, 2010 Decennial Census
- American Community Survey, 2011, 5-Year Estimates
- Montana Department of Labor and Industry
- U.S. Bureau of Economic Analysis
- Valley County and City of Glasgow

5.0 EXISTING AND FUTURE LAND USE

5.1 KEY FINDINGS

Growth Management

- The City has no ability to control land uses outside of the city limits.
- Glasgow is landlocked on the south side by the Milk River, floodplain and levee.
- Glasgow is virtually landlocked on the north side by the airport.

Residential Land Uses

- Glasgow has 167 vacant or undeveloped residential lots, but only a small inventory of vacant lots are offered for sale.
- Land in residential uses within Glasgow almost doubled from 1966 to about 424 acres in 2013. Based on the 2010 census figure of 1,653 dwellings units, this is about 3.9 dwelling units per acre.
- More than 800 acres of land in residential use outside of the Glasgow city limits but within the planning area is on parcels of greater than one (1) acre.

Growth Trends

- Glasgow has been in a downward population trend since 1960; the population peak in 1960 was directly related to construction and staffing of the Glasgow Air Force Base. The AFB deactivation in 1968 had a direct negative impact on population, which has continued to decline.
- The population estimate for 2011 shows a 1.57% increase over 2010. Based on this trend and in anticipation of an impact related to economic activities, growth may continue into about 2020. At the current rate of growth, population would reach 3,797 by 2020 and likely either remain stagnant or decline slightly into 2030. A decline rate similar to the trend that occurred annually between 2000 and 2009 would result in a population of an estimated 3,722 by 2030.

5.2 HISTORIC LAND USES

Chapter 1.0 of this Growth Policy provides a brief history of the city of Glasgow. A land use pattern is the cumulative result of many private and public decisions interacting with the geography of a certain place. Glasgow's land use pattern has been a dynamic and developing work in progress since the first settler arrived. Even though development has been subject to change, certain basic organizing principles are evident.

The development of Glasgow revolved around the commercial core, located south of the railroad and the industrial core, established along the railroad. This pattern was influenced by many factors: the need for services and employment within a reasonable travel distance when foot or horse was the principal means of transportation, the need for existing natural resources, the desire of businesses to be in close proximity to the existing customer concentrations, desire for physical protection during the initial settlement period, and the street and block pattern established by the founders of Glasgow when they initially platted the land.

Existing land uses in and around Glasgow include established residential areas and commercial businesses, newer residential subdivisions and acreage home sites, agricultural lands and open spaces, and industrial facilities.

5.3 EXISTING PLANNING

The Glasgow Planning Area is comprised of the entire municipal area of the City of Glasgow and the surrounding area. Chapter 1.0 of this Growth Policy provides a more specific description of the Planning Area. The planning area outside of the City of Glasgow is included within the Valley County Growth Policy, discussed below.

5.3.1 CITY OF GLASGOW

This document represents the City of Glasgow's first comprehensive planning effort. The Glasgow Growth Policy has been developed with a focus on the City of Glasgow and surrounding areas that are typically identified with the community.

5.3.2 VALLEY COUNTY GROWTH POLICY

The Valley County Planning Project and subsequent Valley County Growth Policy, adopted in 2006, was intended to address the County's present and future land use needs and development objectives. The 2006 Valley County Growth Policy updates and consolidates the 2001 Valley County Land Use Plan and the policy elements of the 1997 Comprehensive Plan. The updated Growth Policy clarifies and reconfirms the County's land use and development objectives and identifies specific implementation strategies for pursuing County-selected priorities.

Valley County Growth Policy land use and development goals and objectives include the following:

Growth and Development

- Encourage growth and development to continue in an orderly manner and in locations that contribute to the economic and social wellbeing of County residents.
- Balance future growth and development with facility/service capacity (e.g. water, sewer, waste disposal, transportation and roads, Law enforcement and emergency services). County-imposed infrastructure/service provision requirements will be in direct proportion to the anticipated/associated demands.
- Encourage in fill development within existing communities and service areas.
- Encourage the separation of incompatible land uses.
- Implement appropriate impact mitigation measures between existing incompatible uses.
- Support the County's traditional land uses and interests.
- Encourage development patterns that create/maintain separate, distinct communities.
- Discourage unplanned development.

Residential Land Uses

- Encourage residential development within or adjacent to existing communities.
- Encourage a sufficient housing stock and a variety of residential opportunities.
- Support a variety of housing options. Temporary housing would be allowed in appropriate areas.

Industrial Land Uses

- Encourage new industrial development adjacent to existing industry.
- Encourage industrial development near available facilities, services and resources.
- As feasible, locate worker housing within existing communities where services are/can be provided.

The Valley County Growth Policy has a stated objective to “Encourage County and community partnerships in planning and economic development activities”. The implementation strategy to support this objective is to “Coordinate County/Community Planning Policies and Procedures”. Valley County will work with interested communities to identify mutual land use and development interests/objectives that may benefit from coordinating/standardizing land use policies and development application/approval procedures.

5.4 LAND USE REGULATIONS

Land use regulation or “zoning” is permitted under the Montana Code Annotated for the purpose of promoting health, safety or the general welfare of a community or area, the governmental jurisdiction is empowered to regulate and restrict items such as: the height, number of stories, and size of buildings and other structures; the percentage of lot that may be occupied; the size of yards, courts, and other open spaces; the density of population; and the location and use of buildings, structures, and land for trade, industry, residence, or other purposes.

RECOMMENDATION: The City of Glasgow should not pursue zoning beyond the city limits.

RATIONAL: The implementation of zoning is a taxpayer supported service, which can incur a significant cost in personnel and resources. With inter-jurisdictional cooperation and coordination on design standards, maintenance of a strong annexation policy regarding the extension of city services, and limited future growth, the justification for extraterritorial zoning does not exist.

municipal zoning laws are set forth in 76-2-301, MCA. Two different types of County zoning are permitted under Montana Code. Citizen-petitioned (Part 1) zoning is authorized under 76-2-101, MCA and County (Part 2) zoning is authorized in 76-2-201 MCA.

76-2-310, MCA addresses the extension of municipal zoning and subdivision regulations beyond municipal boundaries. The statute indicates that a city that has adopted a growth policy may extend the application of its zoning or subdivision regulations beyond its limits in any direction except in locations where a county has adopted zoning or subdivision regulations.

5.4.1 CITY OF GLASGOW ZONING REGULATIONS

The City of Glasgow has a zoning ordinance which was originally approved and adopted August 5, 1953 with subsequent amendments. It includes only the area within the corporate limits. The current zoning ordinance includes:

- "A" Residence District
- "B" Residence District
- "C" Commercial District
- "E" Unrestricted District
- "I" Industrial District
- “Mobile Home District”

In the 1966 Glasgow, MT Comprehensive Plan, it was recommended that the zoning jurisdiction be expanded outside of the corporate limits to include the extraterritorial planning area within 4 1/2 miles of Glasgow. The 1966 Plan also recommended that the original 1953 zoning ordinance be retained as a starting point, with a future increase to

eleven zoning districts, including two types of agricultural districts, two additional residential districts, two additional commercial districts and one industrial district. With the exception of the addition of the industrial district in 1981, these recommendations were not implemented.

Under current municipal zoning statutes, §76-2-310, MCA, a third class city that has adopted a growth policy for a city-county planning board jurisdictional area, in accordance with growth policy statutes §76-1-504, MCA, may extend the application of its zoning or subdivision regulations beyond its corporate limits in any direction up to 1 mile. In order for the City of Glasgow to take advantage of this statute, Valley County would have to agree to the establishment of a city-county planning board, and adoption of a city-county growth policy.

RECOMMENDATION: To ensure a reduction of sprawl and to minimize the cost of public infrastructure, it might be appropriate to establish as an annexation policy an average minimum density (ex: three to six units per net acre) for residential areas of annexations.

RATIONAL: Sprawl increases the cost of installation and maintenance of public infrastructure. Zoning can require, but generally does not establish, a minimum density to reduce sprawl.

The “A” Residence District permits one and two family dwellings with a minimum lot size of 3,000 square feet. The “B” Residence District permits multi-family dwellings with a minimum lot size of 500 square feet per dwelling unit, and townhouses with a maximum density of sixteen (16) living units per gross acre. Both of these residential districts allow the opportunity to reduce sprawl and the associated infrastructure.

RECOMMENDATION: Make the minimum lot size (building site) in the Mobile Home District 3,000 square feet, the same as the “A and B” Residential Districts.

RATIONAL: With a minimum building site of 4,500 square feet, the Mobile Home District requires a lower density than the “A and B” Residential Districts, which does not support “lower cost housing” or “encourage individual home ownership among medium and lower income families”.

The Glasgow zoning regulations include a “Sec. 21-5.1. Mobile home districts; minimum requirements for design, construction, occupancy and spacing of modular and mobile homes”. The purpose of this section follows:

(A) Purpose. The purpose of this section is for the promotion, protection and improvement of the public health, the safety, economy, appearance, convenience, and general welfare of the city by providing for the orderly accommodation and regulation of erection and occupancy of modular homes and mobile homes within the City of Glasgow. In furtherance of the general intent and purposes of this section, establishment of mobile home districts within the City of Glasgow is authorized for the following specific purposes:

- (1) To encourage the development of attractive, safe and economically viable home and modular home districts.*
- (2) To promote the development of additional new lower cost housing on appropriately located building sites, and to establish maximum density.*

(3) *To encourage individual home ownership among medium and lower income families in order to stimulate sound and attractive neighborhood development, promote the elimination of blighted and substandard housing areas, and to reduce dependency upon publicly owned or subsidized housing.*

The section goes on to state “*Density. The maximum density of modular and mobile homes shall be not more than one (1) unit for each four thousand five hundred (4,500) square foot building site, and each living unit shall have a minimum of three thousand (3,000) square feet of open yard within its site.*”

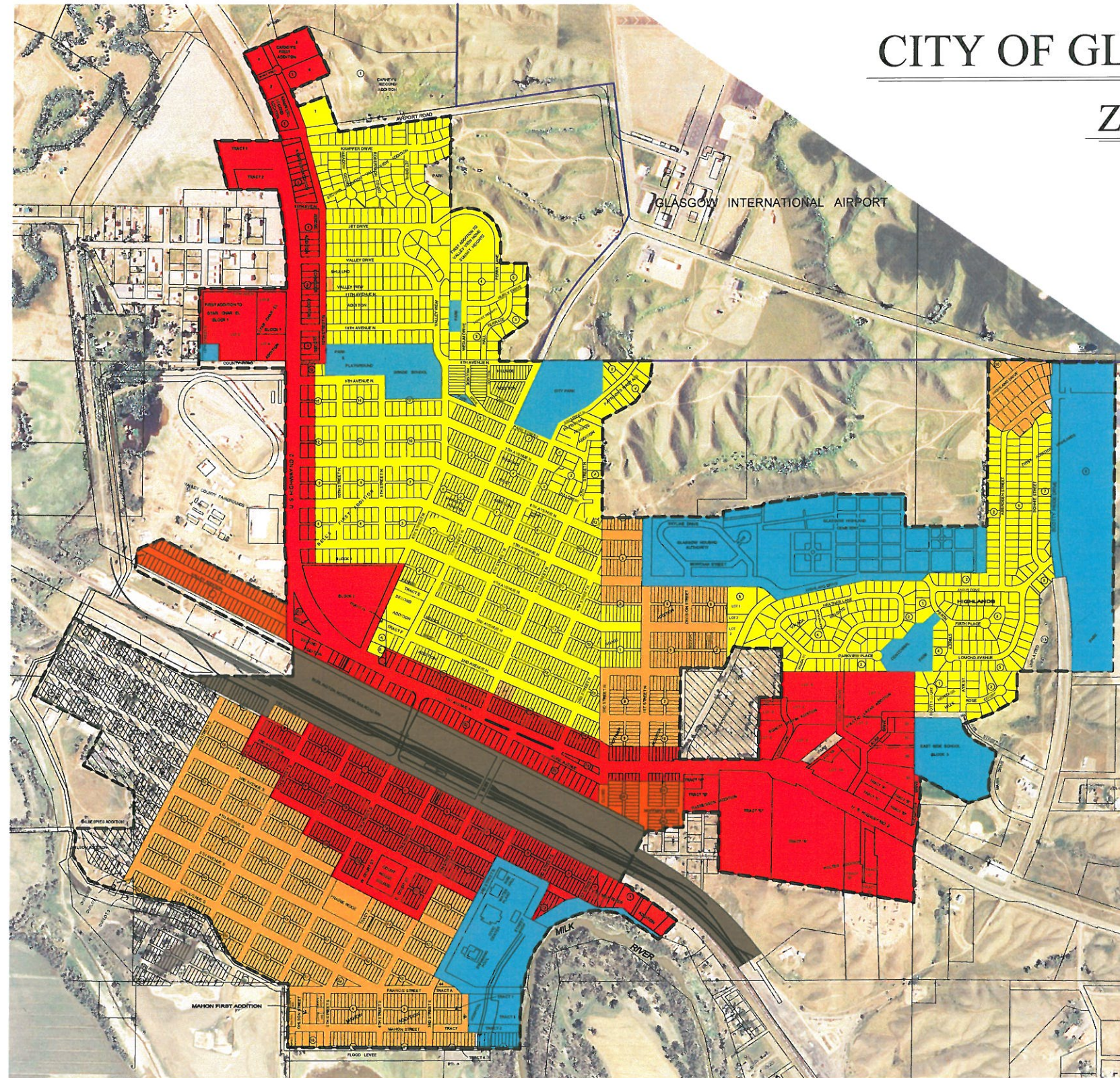
GENERAL RECOMMENDATIONS:

- Provide every district with a purpose and/or intent.
- Modular buildings are not manufactured houses, and have to meet the same building codes as local stick-built houses. They should only be addressed in the definitions, and should continue to be allowed in the B District.
- Reformat the zoning regulations into a single document and readopt it.
- Eliminate the use of the term “mobile home”, except as needed in the definitions.

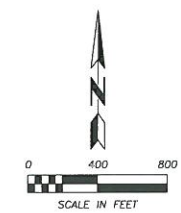
CITY OF GLASGOW, MONTANA

ZONING MAP

FIGURE 5.1



| ZONING DISTRICTS | |
|------------------|---------------------|
| | "A" ZONE |
| | "B" ZONE |
| | "C" ZONE |
| | UNRESTRICTED |
| | INDUSTRIAL |
| | MOBILE HOMES |
| | CITY/PUBLICLY OWNED |
| | GLASGOW CITY LIMITS |



5.5 EXISTING LAND USES AND MAPS

Current land uses in Glasgow and the Glasgow Planning Area include established residential areas and commercial businesses, newer residential subdivisions and acreage home sites outside the city limits, agricultural lands and open spaces, and industrial facilities.

5.5.1 EXISTING LAND USES

Residential Land Uses

- Glasgow has 167 vacant or undeveloped residential lots, but only a small inventory of vacant lots are offered for sale.
- Land in residential uses within Glasgow almost doubled from 1966 to about 424 acres in 2013. Based on the 2010 census figure of 1,653 dwellings units, this is about 3.9 dwelling units per acre.
- More than 800 acres of land in residential use outside of the Glasgow city limits but within the planning area is on parcels of greater than one (1) acre.

Commercial Land Uses

- Commercial developments are primarily located in the downtown central business district, and along US Highway 2.

Industrial Land Uses

- Industrial development is primarily located in proximity to the railroad rights-of-way.

Agricultural Land Uses

- Irrigated agricultural lands are located along the southwest, west, and eastern edge of the planning area.

Public Land Uses

- Public facilities in Glasgow and the Planning Area include: Irle School, East Side School, and Glasgow High School, Wokal Field/Glasgow International Airport (GGW), Glasgow City-County Library, Glasgow City water and wastewater treatment plants, Centennial Park, Scotty Park, Alumni Park, Bundy Park, Hoyt Park, Candy Cane Park, and Glasgow Highland Cemetery.

Table 5.1: Acres of Existing Land Uses in the City of Glasgow

| City Limits | | | |
|---------------------------|--------|--------|---------|
| | YR1966 | YR2013 | %CHANGE |
| Single Family Residential | 213 | 282 | 32% |
| Multi-Family Residential | 16 | 128 | 700% |
| Mobile Homes | 19 | 14* | (-24%)* |
| Commercial | 46 | 165 | 257% |
| Industrial | 36 | 50 | 39% |
| Public and Semi Public | 29 | 120 | 314% |
| School | 26 | 26 | 0% |
| Parks | 20 | 20 | 0% |
| Streets and Alley | 204 | NA | NA |
| Vacant | 107 | | |
| TOTAL | 717 | | |

* May not include all relevant data, discrepancies and inconsistencies found

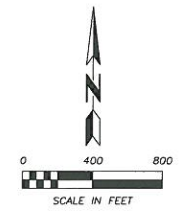
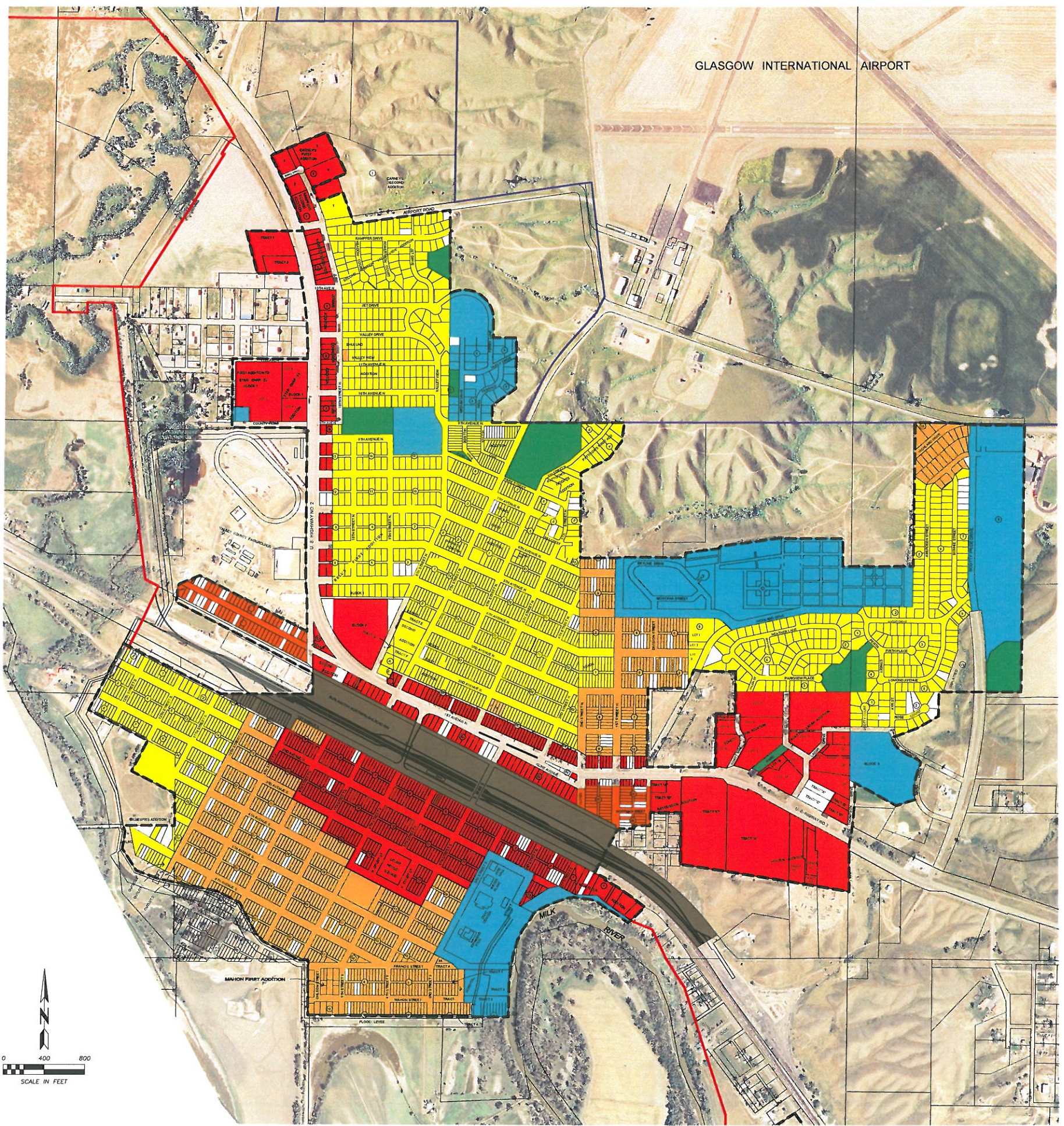
Table 5.2: Acres of Existing Land Uses in the Planning Area

| | Y1966 | Y2013 |
|---|---------|---------|
| Agriculture | Unknown | 2,066 |
| Suburban Residential (less than 1 acre) | Unknown | 142 |
| Rural Residential (mid density - less than 10 acres) | Unknown | 340 |
| Rural Residential (low density - greater than 10 acres) | Unknown | 492 |
| Single Family Residential (city) | 330 | 282 |
| Multi-Family Residential (city) | 26 | 128 |
| Mobile Homes (city) | 38 | 14 |
| Commercial | 72 | 413 |
| Industrial | 278 | 50 |
| Public (city owned) | 185 | 380 |
| Public and Semi Public (county and other) | Unknown | 1,950 |
| Public (state and federal lands) | Unknown | 778 |
| School | 26 | 26 |
| Parks | 20 | 64 |
| Streets and Alley | 414 | Unknown |
| Vacant | Unknown | Unknown |
| TOTAL | 1389 | |

GLASGOW INTERNATIONAL AIRPORT

EXISTING LAND USE IN CITY OF GLASGOW, MONTANA

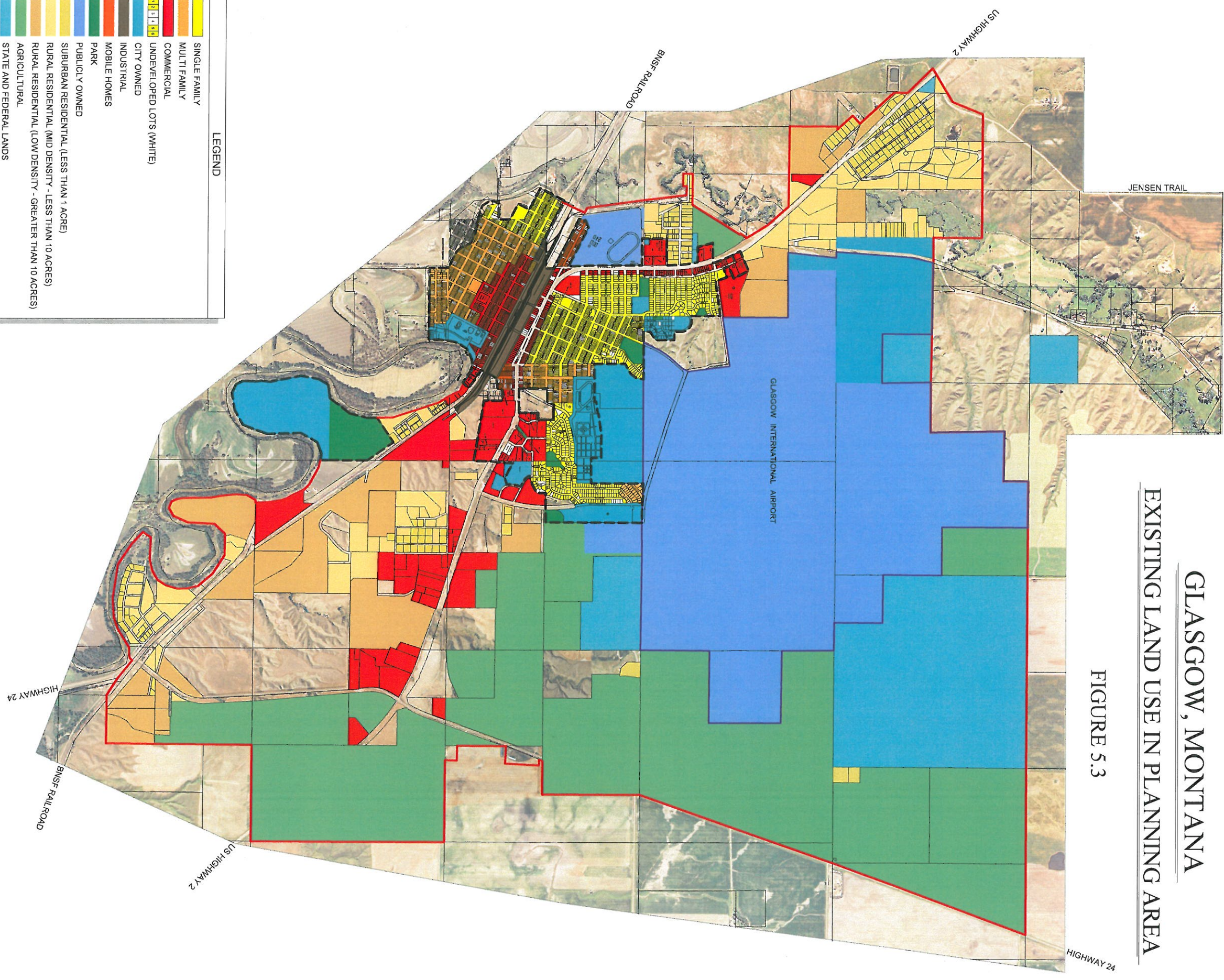
FIGURE 5.2



| LAND USE | |
|----------|---|
| | SINGLE FAMILY |
| | MULTI FAMILY |
| | COMMERCIAL |
| | UNDEVELOPED LOTS (WHITE) |
| | CITY OWNED |
| | INDUSTRIAL |
| | MOBILE HOMES |
| | PARK |
| | PUBLICLY OWNED |
| | SUBURBAN RESIDENTIAL (LESS THAN 1 ACRE) |
| | RURAL RESIDENTIAL (MID DENSITY - LESS THAN 10 ACRES) |
| | RURAL RESIDENTIAL (LOW DENSITY - GREATER THAN 10 ACRES) |
| | AGRICULTURAL |
| | STATE AND FEDERAL LANDS |
| | OPEN / RESOURCE LANDS |
| | GLASGOW CITY LIMITS |
| | AIRPORT LIMITS |
| | PROPOSED FUTURE PLANNING AREA |

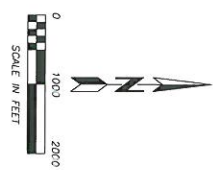
LEGEND

| | |
|--|---|
| | SINGLE FAMILY |
| | MULTI FAMILY |
| | COMMERCIAL |
| | UNDEVELOPED LOTS (WHITE) |
| | CITY OWNED |
| | INDUSTRIAL |
| | MOBILE HOMES |
| | PARK |
| | PUBLICLY OWNED |
| | SUBURBAN RESIDENTIAL (LESS THAN 1 ACRE) |
| | RURAL RESIDENTIAL (MID DENSITY - LESS THAN 10 ACRES) |
| | RURAL RESIDENTIAL (LOW DENSITY - GREATER THAN 10 ACRES) |
| | AGRICULTURAL |
| | STATE AND FEDERAL LANDS |
| | OPEN / RESOURCE LANDS |
| | GLASGOW CITY LIMITS |
| | AIRPORT LIMITS |
| | PROPOSED FUTURE PLANNING AREA |



GLASGOW, MONTANA
EXISTING LAND USE IN PLANNING AREA

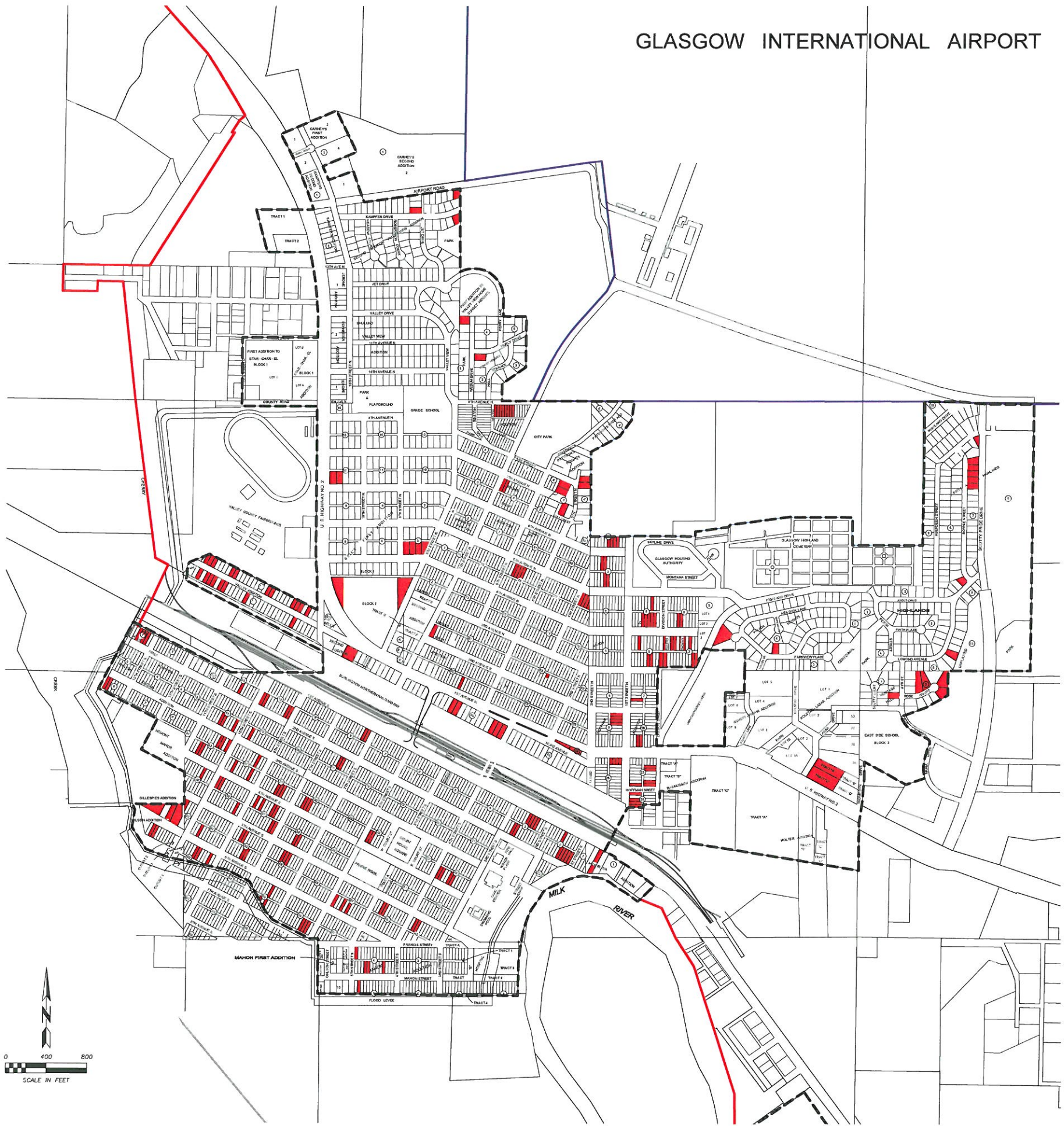
FIGURE 5.3



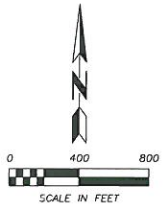
GLASGOW INTERNATIONAL AIRPORT

GLASGOW, MONTANA UNDEVELOPED LOTS WITHIN CITY LIMITS

FIGURE 5.4



| | |
|---|---------------------|
| UNDEVELOPED LOTS | |
| | UNDEVELOPED LOTS |
| | GLASGOW CITY LIMITS |
| | AIRPORT LIMITS |



5.6 FUTURE LAND USES AND MAP

To prepare a land use map for a growth policy, land use designations must be developed. Land use designations are broad and inclusive descriptions of a general type of activity deemed appropriate in a given area. These designations do not make a determination of the desirability of a specific project nor do they make a determination of when, within the scope of the growth policy, any given parcel should be developed. Those decisions are more specific, and must be made with guidance from the goals and objectives established by the growth policy.

5.6.1 LAND USES DESIGNATION DESCRIPTIONS

The Glasgow Growth Policy has three land use designations which are described below. The categories are broad designations which will be implemented by annexation and zoning. Unless specifically stated otherwise, the City desires that all development within the categories described below will proceed only after the completion of the annexation process to be legally included with the municipal boundaries of the City of Glasgow. The City of Glasgow does not have regulatory control over development in areas outside of the municipal boundaries of the City. For all Preliminary Plats within a 1 mile radius of a third class City (Glasgow), the governing body (County) must submit preliminary plats to the City for review. While this review is relevant for content and form of these Plats, the authority to deny or approve development in county areas remains with the Valley County Commission.

- Residential. This urban category designates places within the City of Glasgow where the primary activity is urban density living quarters. Other uses which complement residences are also acceptable such as parks, low intensity home based occupations, fire stations, churches, and schools. The dwelling unit density expected within this classification varies. It is expected that areas of higher density housing would be likely to be located in proximity to commercial centers to facilitate the broadest range of feasible transportation options for the greatest number of individuals and support businesses within commercial centers.
- Commercial. This urban land use category designates places within the City of Glasgow where activities provide the basic employment and services necessary for a vibrant community. A broad range of functions including retail, education, professional and personal services, offices, residences, and general service activities typify this designation. Establishments located within this category draw from the community as a whole for their employee and customer base. Intensification of existing commercial areas within the downtown core, as well as new and/or expansion of commercial areas in proximity to high traffic intersections might be desirable.
- Industrial. This urban classification designates areas within the City of Glasgow for the heavy uses which support an urban environment. Development within these areas is intensive and is connected to significant transportation corridors or location of resources. In order to protect the economic base and necessary services represented by industrial uses, uses which would be detrimentally impacted by industrial activities are discouraged in these areas. Although use in these areas is intensive, these areas are part of the larger community and should meet basic standards for site design issues and be integrated with the larger community.

5.6.2 FUTURE LAND USES

The future land use map provided as Figure 5-4 depicts a general pattern of growth and development for Glasgow and the Glasgow Planning Area. The future land use map indicates the general type of development that is projected to occur. It is not, in most cases, intended to establish precise boundaries of land use or exact locations of future uses. The timing of a particular land use is dependent upon a number of factors, such as availability of public utilities, provisions for adequate roadways, availability of public services, willing developers, and the demand for a particular land use as determined by market forces.

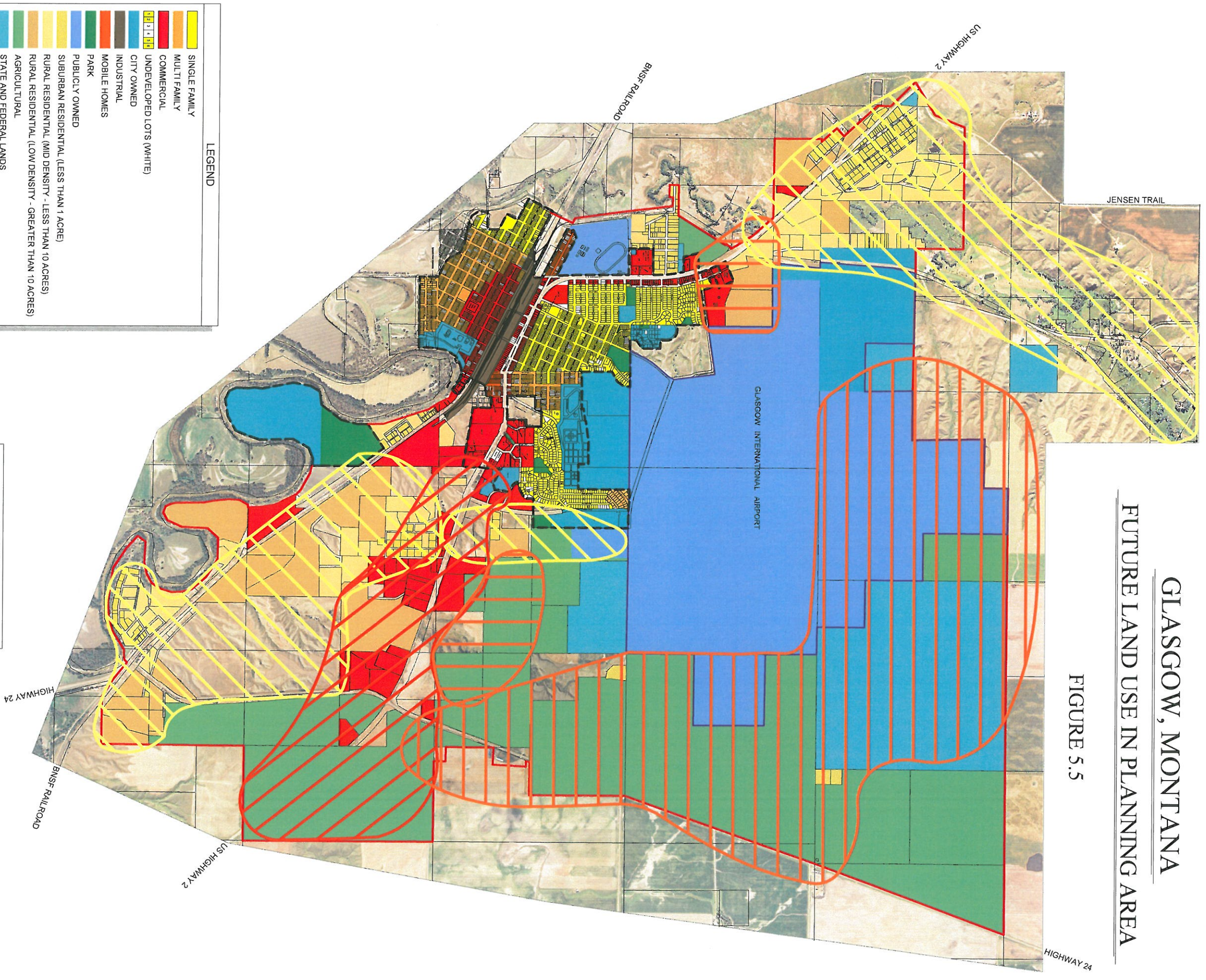
It is anticipated that in the future, existing residential properties will remain residential and that, based on historical growth patterns, new residential subdivisions will be developed on existing agricultural or undeveloped lands near the community. Some of the agricultural lands will remain as productive agricultural resources.

Again, it is important to note the future land use designations shown on the map are only applicable when a property is proposed for annexation and do not have any effect on lands under County jurisdiction with regard to zoning, density, land use, subdivision or other land use decisions.

GLASGOW, MONTANA

FUTURE LAND USE IN PLANNING AREA

FIGURE 5.5

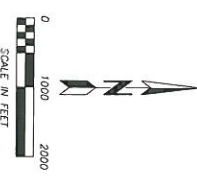


LEGEND

- SINGLE FAMILY
- MULTI FAMILY
- COMMERCIAL
- UNDEVELOPED LOTS (WHITE)
- CITY OWNED
- INDUSTRIAL
- MOBILE HOMES
- PARK
- PUBLICLY OWNED
- SUBURBAN RESIDENTIAL (LESS THAN 1 ACRE)
- RURAL RESIDENTIAL (MID DENSITY - LESS THAN 10 ACRES)
- RURAL RESIDENTIAL (LOW DENSITY - GREATER THAN 10 ACRES)
- AGRICULTURAL
- STATE AND FEDERAL LANDS
- OPEN / RESOURCE LANDS
- GLASGOW CITY LIMITS
- AIRPORT LIMITS
- PROPOSED FUTURE PLANNING AREA

LEGEND

- FUTURE SINGLE FAMILY
- FUTURE MULTI FAMILY
- FUTURE COMMERCIAL
- FUTURE INDUSTRIAL



5.7 LAND USE IMPLEMENTATION

How growth in Glasgow and the surrounding area will actually occur is difficult to predict. Growth is dependent upon the national, state and local economies; employment opportunities; and other influences, such as the desirability of Glasgow as the place to live. The need for public services and facilities will change as the economy and area demographics change.

The development of the preferred land use pattern shown above will be accomplished through both public and private investments. How private entities choose to invest will have a significant influence on the community's ability to realize its land use goals. The public sector, especially the City of Glasgow, also has a significant role to play through the development of its growth policy and corresponding implementation tools such as zoning, subdivision, and facility planning and maintenance. By identifying actions to further the goals of this plan, and then consistently carrying out those actions, the City can influence private parties and form effective partnerships to further the achievement of the identified community goals.

The City can choose from a variety of tools to implement the Glasgow Growth Policy. Several are specifically authorized and controlled by state law such as annexation, zoning, subdivision, and the provision of certain urban services such as water supply and fire protection, and parks. All of the tools require periodic review and assessment of their effectiveness.

Following the adoption of the Glasgow Growth Policy, the zoning and subdivision ordinances, which are required by law to be in compliance with the growth policy, must be reviewed and revised.

5.7.1 ZONING

Zoning is a regulatory implementation tool. Regulatory tools establish a standard with which development, new or old, must comply. Other types of regulations include those that govern subdivision, facility standards for functions such as transportation, and regulations of flood plains and wetlands. All tools of this type are intended to protect and enhance the public health, safety, and welfare by avoiding or mitigating detrimental circumstance or action and supporting positive actions.

Euclidean zoning, like that found in the City of Glasgow, is characterized by the segregation of land uses into specified geographic districts and dimensional standards stipulating limitations on development activity within each type of district. Advantages include relative effectiveness, ease of implementation, long-established legal precedent, and familiarity. However, Euclidean zoning is generally criticized for its lack of flexibility and institutionalization of now-outdated planning theory.

In the State of Montana, zoning regulations must conform to an adopted growth policy.

Zoning divides the City into areas where compatible uses are conducted and within each area it regulates building height, lot coverage, and other similar characteristics. The purposes of zoning include among other things, the provision of adequate light and air, security from fire, protection from natural hazards, and the protection of property values. Zoning addresses a fine level of detail with the establishment of standards for a variety of issues related to the use of land. Zoning regulations establish appropriate densities, identifies need for and application of mitigation, ensures adequate provision of site development components, protects property values by keeping incompatible or unsuitable uses away from your property, ensures public participation in zoning decisions, etc. Zoning regulations can cover a wide variety of issues from sustainability

to historic preservation to flood control. Care must be taken in preparing zoning regulations to avoid rigid segregation of uses or adoption of standards that are founded on the personal interests of a few rather than the well-being of the whole community.

Zoning has a strong influence on the character of buildings and land uses within a community. In addition, zoning may advance the aims of the growth policy as it relates to community character, protection of environmentally sensitive lands, sustainability, and the desired community pattern.

5.7.2 ANNEXATION

A city grows in land area through annexation, a legal process by which unincorporated lands outside of the municipal boundary become part of the City. When annexed to the City, growth policy land use and zoning designations are assigned. The main reasons for annexation include, but are not limited to, increasing the efficiency and reducing the fragmentation in the delivery of municipal services, greater control of land use and service planning within a geographically related area, more logical city boundaries, and the desire of adjacent residents to be part of the city.

The annexation process, which is governed by state law, provides the mechanism for landowners to seek to have their land included within the City, and in limited circumstances, permits the City to bring land within its jurisdiction. The legal framework for annexation is established in Parts 7-2-42 through 7-2-48 Montana Code Annotated.

Generally, annexation is requested by a property owner in order to receive the City's services, such as City water, sanitary sewer, solid waste, police, and fire services. Montana State Statutes (7-2-4210 through 7-2-4761, MCA) establish the methods and processes by which municipalities can annex surrounding properties, but also give municipalities discretionary authority whether or not to annex property, as long as statutes are followed.

Since annexation often precedes development of land and access to urban services strongly influences development densities, annexation can be a powerful tool to help support the Glasgow Growth Policy. Land use is a long range vision of the community, and does not predict when any individual parcel outside of the municipal boundaries may become part of the City of Glasgow. Case-by-case evaluations will need to be made for each proposed annexation as to whether an individual parcel should be annexed at that time. It is desired that all lands within the Planning Area should be annexed prior to development.

5.7.3 ANNEXATION CONSIDERATIONS FOR THE CITY OF GLASGOW

It would be desirable for the City of Glasgow to prepare written guidelines (a policy) for the logical direction of future growth and to guide decision making regarding future annexations. Such guidelines would also help the City plan for future expansion in conjunction with Valley County. An annexation policy should be developed after the city has considered its goals for growth in light of its ability to provide municipal services to additional areas of land. In association with the annexation policy, it would be beneficial for the city to develop an annexation plan to identify areas where growth would be the most appropriate for the community and to establish conditions for the annexation of lands.

An annexation policy for the City of Glasgow would provide guidance to decision-makers and staff about the goals and policies that annexation is intended to advance. The primary intent of the policy would be to permit the annexation of land to provide for orderly growth, adequate provision of municipal services, and equal benefits to both the annexed territory and the existing City properties.

Annexation goals would need to be supported by specific policies that identify the conditions necessary to support a decision to annex land into the City. The policies would also need to elaborate any requirements of those seeking to annex into the City.

POSSIBLE ANNEXATION GOALS FOR THE CITY OF GLASGOW

- Seek to annex areas that are totally surrounded by the City.
- Due to growth patterns and limitations of topography, the City should consider revising policy to allow extension of partial municipal services into existing subdivisions or areas not immediately adjacent to the corporate limits without annexation. Fee structures and costs for this would need to be established and firmly held to make this a success. These extensions should also require a filed waiver of protest to future annexation action by the City.
- Seek to annex properties currently contracting with the City for services such as water, sanitary sewer, and/or fire protection (any combination).
- Seek to annex other lands within the Planning Area as appropriate and as opportunities arise.

5.8 CULTURAL RESOURCES

There are a number of historic properties in the city of Glasgow that contribute to the understanding of the city's history and the contribution that it made to the State of Montana and the nation. The owners of these structures are, in some cases, eligible to receive certain financial benefits associated with the preservation and redevelopment of historic buildings. Therefore, historic properties could potentially play an important role in economic and community development efforts.

5.8.1 GLASGOW AND PLANNING AREA LISTINGS ON THE NATIONAL REGISTER OF HISTORIC PLACES

Rundle Building (208 5th Street South)

Interest in Spanish Mission architecture reached its height in 1915, after the Panama California Exposition popularized the style far beyond the Southwest. Building in the highly recognizable style allowed small town boosters to project a modern, cosmopolitan image. No wonder the premier Montana architectural firm of Link and Haire included colorful terra-cotta detailing, decorative brickwork, and high, shaped parapets—all Mission style elements—in their design for this three-story building,



headquarters of the Rundle Title and Abstract Company. The firm's principal, land locator Sidney Rundle, was one of Glasgow's biggest boosters, and his fortune was tied directly to the area's ability to attract homesteaders. His up-to-date building became the center of Glasgow commerce and recreation. Its basement housed a billiards room, bowling alley, and five-chair barber shop with a Turkish bath steam cabinet and two showers, where customers could clean themselves up for a night on the town. Occupying the first floor were ten retail establishments, boasting modern display cases "after the fashion of the big office buildings in the largest cities" and electric lights that illuminated "every nook and corner." Offices, the abstract company's fireproof vault, and club rooms for the use of the city's businessmen filled the second floor. A forty-room hotel, later converted into apartments, topped the building. The *Glasgow Courier* moved into the business block after 1920. The renowned Sam Gilluly covered Fort Peck Dam's construction and the rise of Glasgow Air Base from his office here during his thirty-year tenure as the *Courier's* legendary editor. Listed 11/29/2006

First National Bank of Glasgow (110 5th Street South)

Glasgow merchants John and Robert Lewis did not face much competition when they opened a bank in a corner of their general store in 1891. Their bank was the only one within over two hundred miles. Despite an initial lack of experience, the Lewis brothers successfully steered the enterprise through economic shoals that doomed many other Montana banks: the panics of 1893 and 1907 and the agricultural depression of the 1920s. During Glasgow's boom years, the bank thrived, moving first to a brick building in 1900 and then, amidst the homesteading boom, to this Beaux Arts business block. National banks, prohibited from



investing in real estate other than their own buildings, often constructed banks with surplus office space. First National Bank of Glasgow was no exception. Designed by prominent St. Paul architects Charles Buechner and Henry Orth, this 1914 building housed retail stores and the bank on the first floor and business offices and an apartment for Robert Lewis on the second floor. The two-story building displays the symmetrical façade and exuberant ornamentation associated with the Beaux Arts style: entry porches with roofs supported by graceful Corinthian columns, second-floor balconies, elaborated pilasters, and decorative terra-cotta detailing. Built on the community's busiest street, both for security (to deter bank robbers) and for customer convenience, the building helped mark Glasgow's coming of age. Its architecture expressed a solidity, stability, and grandeur that symbolized safety and permanence, both for the bank and for the community itself. Listed 6/27/2002

US Post Office and Courthouse - Glasgow Main (605 Second Ave South)

The U.S. Post Office and Courthouse—Glasgow Main in Glasgow, Montana was built in 1939. Also known as Glasgow Post Office and Courthouse and as Glasgow Main Post Office, it was designed by Louis A. Simon in Starved Classicism style. It served historically as a courthouse and as a post office. It was listed on the National Register of Historic Places in 3/21/1986.



Glasgow Army Airfield Norden Bombsite Storage Vault, 1/2 mile North of Glasgow

A little-known building on the grounds of Wokal Field has been listed on the National Register of Historic Places. Located on the northeast side of the Glasgow Airport (formerly the Glasgow Army Airfield), the Glasgow Army Airfield Norden Bombsight Vault was listed in the National Register on Nov. 18, 2011. The vault was built to house the top secret Norden bombsight critical to the strategic American bombing campaign. Second in secrecy only to the Manhattan Project and on the amount of money spent on its improvement, the bombsight was developed to conduct precision daylight bombing of enemy targets to cause maximum destruction to military installations, while minimizing civilian deaths. Glasgow Army Airfield was one of three satellite airfields to East Base (now Malmstrom Air Force Base) in Great Falls. The others were in Lewistown and Cut Bank. They were home to some of the approximately 1,100 vaults built for the bombsights. Glasgow is one of only three vaults remaining in the United States. Today the vault stands alone on the prairie. Its two safe doors were moved into the Civic Center in the 1950s. One is the door to the vault in the City Office, the other is on the other side of the Civic Center.

Cultural Resources Information Sources:

- Excerpt from *Vault For Bombsights: It's A Landmark* by Samar Fay, Courier Editor, published: Monday, February 20th, 2012.
- Montana State Historic Preservation Office
- National Register of Historic Places

5.8.2 Valley County Historic Listings According to the State Historic Preservation Office

| Valley County | | | | | | | |
|---|---------------------------|------------------|--------------|--------------------|---------------------|---------------|---|
| Property name | Address | City | Listing date | Smithsonian number | NR reference number | Property type | Associated Multiple Properties Document |
| Administration Building | E Kansas Ave | Fort Peck | 8/13/1986 | 24VL0590 | 86002058 | Building | Fort Peck MRA |
| Employee's Hotel and Garage | S Missouri Ave | Fort Peck | 8/13/1986 | 24VL0590 | 86002060 | Building | Fort Peck MRA |
| First National Bank of Glasgow | 110 Fifth St S | Glasgow | 6/27/2002 | 24VL1768 | 02000698 | Building | |
| Fort Peck Dam | on the Missouri River | Fort Peck | 8/13/1986 | 24VL0590 | 86002061 | Building | Fort Peck MRA |
| Fort Peck Original Houses Historic District | 1101-1112 E Kansas Ave | Fort Peck | 8/13/1986 | 24VL0590 | 86002067 | District | Fort Peck MRA |
| Fort Peck Theatre | Missouri Ave | Fort Peck | 6/27/1983 | 24VL0428 | 83001077 | Building | |
| Garage and Fire Station | Gasconade St | Fort Peck | 8/13/1986 | 24VL0590 | 86002063 | Building | Fort Peck MRA |
| Glasgow Army Airfield Norden Bombsite Storage Vault | 1/2 mile North of Glasgow | Glasgow vicinity | 11/18/2011 | 24VL0780 | 11000824 | Building | |
| Hospital | S Platte St | Fort Peck | 8/13/1986 | 24VL0590 | 86002054 | Building | Fort Peck MRA |
| Recreation Hall | Missouri Ave | Fort Peck | 8/13/1986 | 24VL0590 | 86002066 | Building | Fort Peck MRA |
| Rundle Building | 208 Fifth St. S | Glasgow | 11/29/2006 | 24VL1840 | 06001092 | Building | |
| Sargent, Charles C., House | 615 Front S | Nashua | 7/8/1982 | 24VL0429 | 82003180 | Building | |
| US Post Office and Courthouse--Glasgow Main | 605 Second Ave S | Glasgow | 3/21/1986 | 24VL0596 | 86000679 | Building | US Post Offices in Montana 1900—1941 |

6.0 COMMUNITY FACILITIES

6.1 KEY FINDINGS

- The transportation infrastructure (roads, streets, sidewalk, curb and gutter) in the City of Glasgow is in generally poor condition.
- Road condition has worsened as truck traffic has increased.
- Consistent availability of Asphalt Hot Mix has been a factor in limited paving contracts and pavement maintenance/repair.
- The City lacks consistent design standards for road construction, particularly related to sidewalks, curbs and gutters.
- There is a need for safe routes for school children and other pedestrians to navigate Glasgow.
- Identification of non-motorized corridors that would include sidewalk and trail planning (and funding) is needed.
- The lack of sidewalk, walkable trails and paths, and existing sidewalk that is poorly constructed or not maintained are all significant issues.
- Connectivity among the parks, between the elementary schools, and even to the middle/ high school campus were identified as area of focus that should be funded in the next 5 to 10 years
- Valley County Transit provides transportation for people in the area including seniors.
- The airport is one of only a few FBO service stops for private aircraft along the highline. The loss of international customs clearance hurt the airport, and they are hopeful to someday bring that back to Glasgow.

6.2 POTABLE WATER SYSTEM AND FACILITIES

The City of Glasgow obtains its municipal water supply from the Missouri River at a pumping station south east of Glasgow. The water supply for the City is delivered via a privately-held water main and pumping system (MARCO) that is controlled at a large gate valve. Prior to this delivery system, groundwater-based pumping stations provided the municipal water source. The water quality was a significant concern, and while it was potable, the poor water quality was a significant quality of life issue for the residents served by the City's system.

Water supply security is a concern that was noted in discussions with members of the City Public Works, as well as the Public. Throughout eastern Montana, potable water is of the highest importance. Often, groundwater is deep and of marginal quality, with odor, taste and color that are often not treatable. The City of Glasgow switched out their supply from groundwater wells to surface water source from the Missouri river, delivered via a pipeline in the 1980's. Now, over 30 years old, the pipeline and pump station is aging and in need of repair and maintenance. The pump station has been well maintained by joint efforts of MARCO and the City of Glasgow. Significant replacement costs and risks associated with damage or failure of the supply line is a concern. While this agreement between MARCO and the City of Glasgow is secure, loss of the use of this line, even for maintenance issues, can place the City in a very difficult position.

The City's water treatment plant has significant deferred maintenance, and is in need of an overall upgrade of several sub-systems (chemical and mechanical) in the treatment plant.

Post-treatment, water is pumped to water tower reservoirs on the north side of town for storage and gravity pressurization of the system. Glasgow's water delivery and distribution system is in need of continual upgrade and maintenance. The water mains through town are a mix of many types and materials, some of which are an ongoing maintenance and operations concern. The aging water mains are a mixture of materials and sizes. Asbestos-Cement water mains are being replaced as they present problems, and each year, the City makes some progress through municipally-funded replacement projects.

Short-term capacity for treated water distribution in the City of Glasgow is not a significant concern, assuming the supply agreement and infrastructure remains in place. The potable Water System in Glasgow can accommodate growth for the near future.

The City's water system is currently operating at 60% to 65% of capacity during peak demand. Upgrades to the water treatment plant could significantly boost the supply capacity. Significant population growth will require upgrades to the treatment plant, the extent of which should be evaluated in an update to the City's Capital Improvements Plan (CIP).

Construction of the Dry Prairie Water System is scheduled to be completed to within hundreds of feet of the existing City Limits, and will likely service the majority of the properties more than 1/4 mile from the City of Glasgow to the North, West and East. The City has negotiated an agreement with Dry Prairie Rural Water Authority (DPRWA) to sell back water to DPRWA. This agreement has the added benefit of redundancy in the event of a supply failure of Glasgow's system, as the DPRWA system would back-feed the Glasgow municipal system.

6.3 WASTEWATER COLLECTION AND TREATMENT FACILITIES DJ&A

The City of Glasgow has a system of gravity and force main sewer collection that serve the city's residential and business sewer needs. Extension of the municipal sewer system has been a requirement for annexation, and as such, the system is complete, and of varying age and condition.

Expansion to the east or west will require installation of a lift station and force main to overcome terrain constraints. ON the east end of town, the railroad and Highway will have to be bored under with a force main to accommodate sewerage of the area east of the tractor dealership. On the west/north end of Glasgow, the Cherry Creek divide and creek crossing pose a significant barrier to extension of gravity sewer. It is estimated that the area behind the fairgrounds will also require a lift station in order to be effectively sewerage.

In 2012, the City completed a \$6 million sewer treatment plant upgrade project. The current system is operating as a hybrid-mechanical system with a mechanical screen room, and UV disinfection. The treatment capacity of this plant could readily serve another 1800 people. The City's sewer collection system is in need of continual upgrade and maintenance. Most areas of expansion, including to the west and east of the current City Limits will require significant infrastructure expenditure. The update and re-write of the City's Capital Improvements Plan (CIP) is a key element necessary to help guide the efforts of the Public Works Department looking forward.

6.3.1 STORM WATER/STORM SEWER

The existing storm sewer serves portions of the middle of Glasgow along Highway 2, and the south end of town, including the downtown area. This system is generally sufficient for normal rain and runoff events, but is generally inundated with rain events on the order of 10-year storm events. Infiltration of Storm water into the Sanitary Sewer is an issue in specific areas of the mid-town area that the Public Works Department is aware of. While progress has been made to separate the storm sewer system, separation is still a concern in some parts of Glasgow.

The system has no way to adequately handle runoff during periods of high water (flooding) on the Milk River. A discussion of operational contingencies and strategies with the City's Public Works employees showed that the gate and pumping strategies could be re-evaluated to better serve the community, in addition to the needed upgrades to the mechanical gate systems and pumping locations.

6.4 ROAD AND STREET SYSTEM

City and County roads and streets are generally grouped into three functional classifications.

- Major Collector: Designed for service travel of primarily intra county importance. Serves important travel generators (i.e., county seats, schools, mining)
- Minor Collector: Designed for land use access and spaced at intervals consistent with population density
- Local: Designed for access to adjacent land – short distances.

Inside the City Limits, the Major and Minor Collectors function as the primary streets, with traffic control that includes signals and stop signs. They provide business access, generally street-side parking, and have paved surfaces. These roads are often funded through a combination of federal, state and local mechanisms.

Local streets are the neighborhood streets, generally in residential areas, and provide access to parks, homes, schools, and neighborhoods. Generally, these roads are only funded through limited pools of money, primarily local taxes and State fuel taxes.

6.4.1 CITY OF GLASGOW STREETS

The City of Glasgow is responsible for city streets in the city limits. The city has standards for streets, sidewalks, curb, gutter, and lighting which are applied to new developments within city limits or that are annexed. The city provides street sweeping and snow removal on city streets.

Robert Kompel, Glasgow Public Works Director, has prepared annual street maintenance plans with the assistance of his Street supervisor. Generally, road improvements require coordination to account for other in-street underground utility work including water mains, avoiding potential for newly rebuilt or re-paved roads to be torn up later to address underground water and sewer facilities.

The transportation infrastructure in the City of Glasgow is in generally poor condition. Maintenance activities have generally been limited to repaving the worst areas of town a block or two at a time, and as the streets are impacted by underground utility work. Chip Sealing and alley maintenance is infrequent, and the deferred maintenance of the road system is adding additional Capital improvements burden.

Traffic through town has increased with the growth in the Bakken, and additional people in town. The overall street condition has worsened as traffic has increased.

In the past, there has been no consistent commercial hot mix plant available for road repairs and repaving efforts.

Compounding the problems, the City has lacked consistent enforcement and application of minimum street improvement design standards for road construction/improvement associated with development and subdivision, particularly related to paving, sidewalks, curbs and gutters.

6.4.2 VALLEY COUNTY ROADS

The oil companies are improving miles of right-of-way that were used seasonally or as trails, having little positive effect on the Valley County Road network. The county works to ensure that they are built to county standards, but it is difficult for the Public Works Department to monitor all of the activity. Overall negative impacts to the County Road network from increased heavy vehicle traffic is significant, and a difficult issue to completely address.

The high percentage of gravel roads, increased heavy truck traffic and resulting dust is an issue for many county residents. Factors for determining if a gravel road should be upgraded to paved include the likelihood for future impacts to continue over a period of time, cost of initial upgrade, and costs of long-term maintenance. Initial costs of paving a road are rising with costs of oil. Cost of asphalt rose 127% between 2011, when it cost \$450/ton, and July 2012, at \$570/ton, based on costs of Asphalt Cement delivered to the City's batch plant. Estimated cost in July 2006 of paving a gravel surface road was \$215,000 per mile.

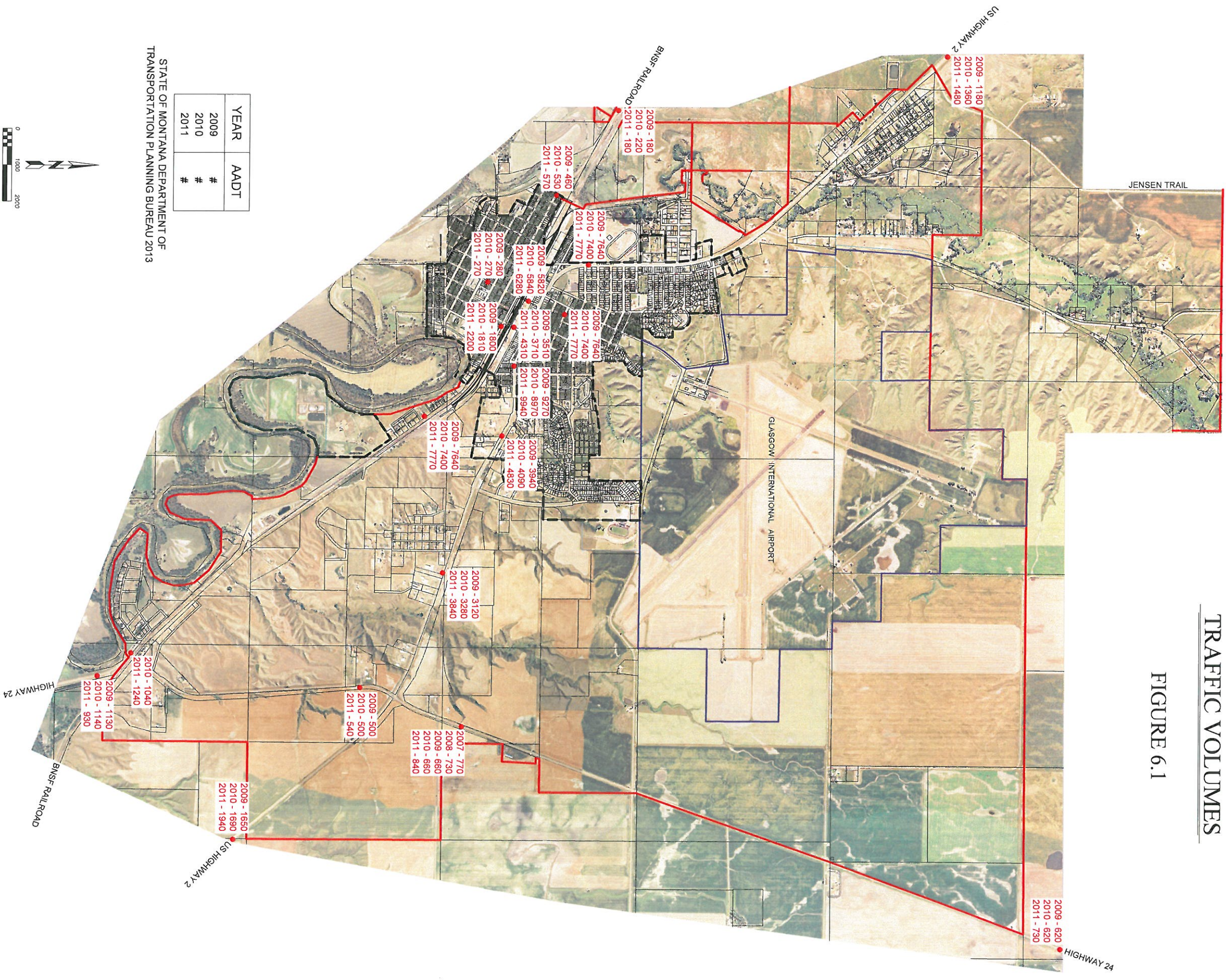
6.4.3 MONTANA DEPARTMENT OF TRANSPORTATION ROADWAYS

The City of Glasgow has seen an increase in traffic volumes over the last few years, as commercial and residential traffic has responded to the increase in residents, and increase in Bakken-related traffic on Highway 2. The Montanan Department of Transportation (MDT) owns operates and maintains 1st Avenue North (Us Highway 2) through Glasgow. Figure 6.1 shows traffic volume numbers available from MDT as of the writing of this Growth Policy.

GLASGOW, MONTANA

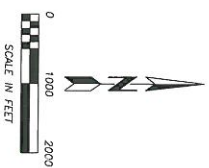
TRAFFIC VOLUMES

FIGURE 6.1



| YEAR | AADT |
|------|------|
| 2009 | # |
| 2010 | # |
| 2011 | # |

STATE OF MONTANA DEPARTMENT OF
TRANSPORTATION PLANNING BUREAU OF 2013



6.5 PARKS, RECREATION FACILITIES, AND OPEN SPACE

6.5.1 CITY OF GLASGOW PARKS

Glasgow has 21.51 Acres of City Parks inside the City Limits, and a 65 Acre Park that is completely outside the City Limits near the Sewer Treatment Plant.

Upgrading the facilities and playground infrastructure is needed at Candy Cane Park, to include fencing, mulching the play areas and removal and replacement of the dated playground infrastructure.

Hoyt Park swimming pool has outlived its service life, and needs to be replaced.

Funding for Parks projects needs to be quantified and budgeted reviewed to enable projects to move forward.

Community involvement and planning support will greatly impact the quality of parks in the City of Glasgow.

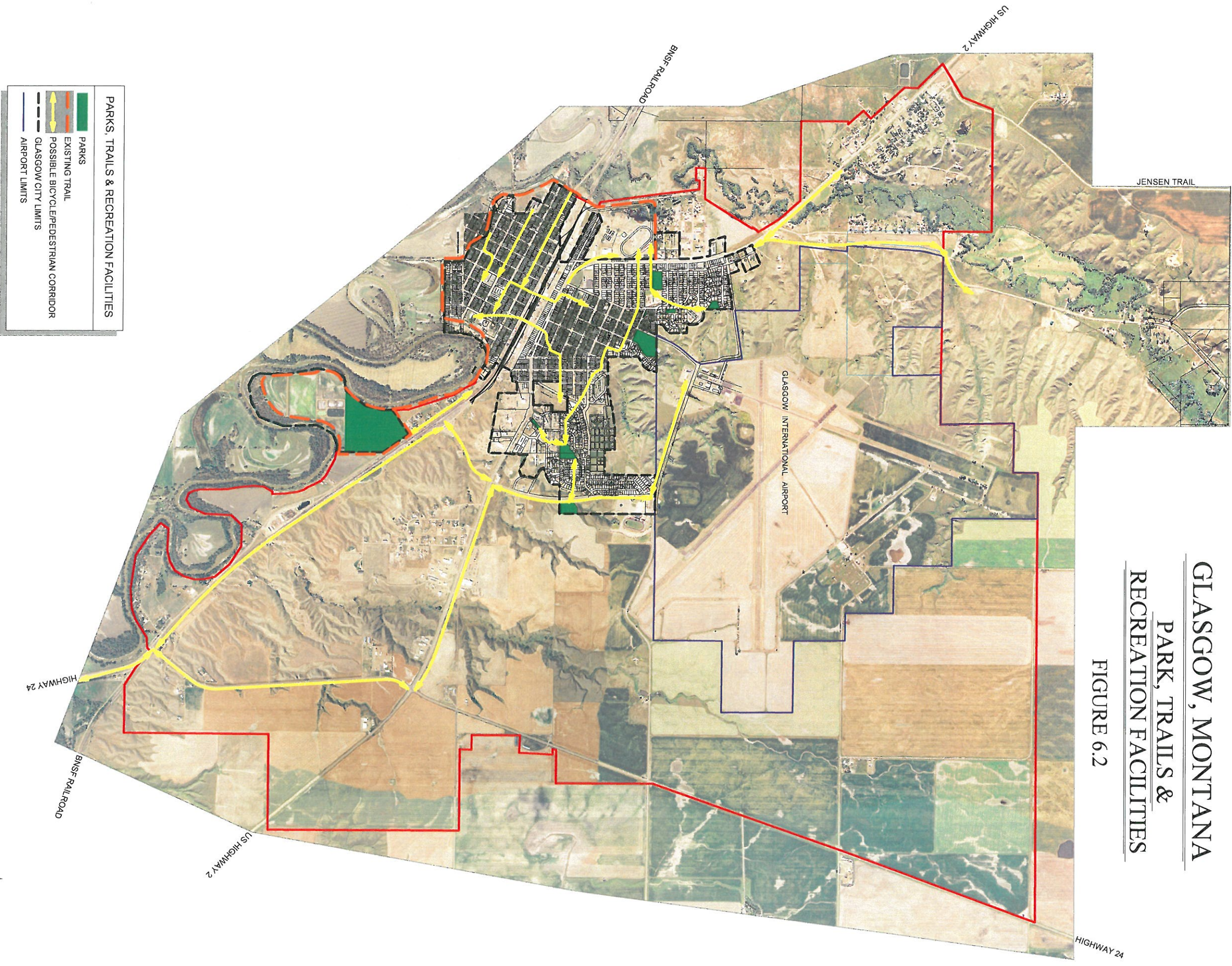
6.5.2 TRAILS, PATHS AND SIDEWALKS

The current sidewalks throughout Glasgow are inconsistent in location, type, and character. ADA accessible ramps are rarely provided, and tree-root damage is common in many of the existing sidewalks. There is a need for safe routes for school children and other pedestrians to navigate Glasgow. The lack of sidewalk, walkable trails and paths, and existing sidewalk that is poorly constructed or not maintained are all significant issues. Connectivity among the parks, between the elementary schools, and even to the middle/ high school campus were identified as area of focus that should be funded in the next 5 to 10 years.

There are some significant pedestrian safety issues associated with vehicular traffic in Glasgow. Glasgow has experienced the loss of a child due to a vehicle-pedestrian accident, as well as regular conflicts and near-misses due to difficulty in crossing US 2 through town. These are issues that are regularly discussed at public meetings, and are a stated concern of the Council. Through the center of town, there are 2 crosswalks at 2 signalized intersections on US Highway 2. On both the east and west ends of Highway 2, there is a lack of signalized crossing locations, particularly near Newton Motors and Irle School.

Better trail and sidewalk connectivity between trails, parks, schools, the library and shopping areas throughout town are needed to help ensure the safety of Glasgow residents. Continued focus on opportunities to fund and construct improved infrastructure to serve the non-motorized needs of Glasgow should be incorporated in the City's Capital planning processes.

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GLASGOW, MONTANA
PARK, TRAILS &
RECREATION FACILITIES

FIGURE 6.2

6.6 RAIL

The BNSF operates across the Highline, and Amtrak's Empire Builder with one train east bound and one train west bound per day. There are no other operating rail lines in Valley County. The line moves approximately 8,000 carloads per year (in 2010, considerably higher in 2013), primarily freight, passengers and grain. Passenger rail service is Amtrak, which generally parallels U.S. Highway 2 through Valley County.

Traveling daily between Chicago and the Pacific Northwest along major portions of the Lewis and Clark trail, the mighty Empire Builder takes you on an exciting adventure through majestic wilderness, following the footsteps of early pioneers.

From Chicago, you'll have magnificent views of the Mississippi and see the glowing night skyline of Minneapolis and St. Paul. Awake the next morning as you cross the North Dakota plains and travel over the spectacular Gassman Coulee Trestle. Skirting the Missouri, you'll cross into the Big Sky country in Montana. Visit Glacier National Park during the Centennial celebration, and enjoy educational programs, art events and special activities commemorating the 100th anniversary of the park. From Spokane, you can continue on to Seattle or head down the Columbia River Gorge toward Portland for spectacular views of Mt. Hood and Beacon Rock

The Empire Builder Rout Route includes the following stations East of The Continental Divide: East Glacier, Browning, Cut Bank, Shelby, Havre, Malta, Glasgow, Wolf Point and on to Williston, ND. The Burlington Northern-Santa Fe Railroad connects the towns of Spokane, WA to Williston ND, continuing east and west from these towns. Glasgow is one of many freight service stops with regular service. Train volume is constantly increasing with the influenced of the Bakken.

6.7 GLASGOW PUBLIC SCHOOLS

The Glasgow School District serves an area that includes the City of Glasgow and 17 miles north to St. Marie, 20 miles south to Duck Creek, 13 miles to the west to Cornwall and 4-5 miles to the east towards Nashua. There are currently 820 students enrolled in the Glasgow Schools (grade breakdown attached). Of those, 244 are eligible to ride the school buses and are served by nine buses.

According to Local School Directory.com, the high school graduation rate is 96.6% in contrast to the state's rate of 82%. Enrollment has remained stable and the district is not yet experiencing impacts associated with oil development to the east. There is some interest by companies in purchasing and redeveloping homes in St. Marie, which may result in increased enrollment.

The community passed a \$16.8 million school bond issue in March of 2013 that will enable the district to accommodate all of its current students in three buildings as follows:

- The Irlle School: Kindergarten through fifth grade.
- East Side School: sixth through eighth grade.
- Glasgow High School: ninth through twelfth grade.

The current school infrastructure is able to accommodate projected growth in the community. The district is "land rich" and the schools are designed in a manner that would enable the construction of new additions if the school population were to increase substantially.

6.8 PUBLIC LIBRARY

The public library is funded jointly by the County (80%) and the City (20%) and is governed by a five-member board, made up of three county and two city members. There are also two non-voting members, one each from the city and county.

The library serves a total of 7,369 County residents including the residents of Glasgow. Services include:

- Materials Lending
- Inter-Library Loans
- Digital publications through “Montana Library to Go”
- Digital genealogy through “Heritage Quest”
- Tax Form Provision
- Story Time and Reading Programs
- Answer Questions/Information Services
- WIFI and Public Computers

The physical plant of the library requires some updating including a new heating system and improvements to the basement to make it accessible. Current facilities are adequate to serve the existing population, but would require expansion to serve additional patrons.

6.9 AIRPORT

Wokal Field/Glasgow International Airport (KGGW), was activated in 1940. It has two 5000-foot runways on 1,552 acres. The facility is publicly owned and open to the public. The airport is one of only a few Fixed Base Operator (FBO) service stops for private aircraft along the highline. An FBO is a commercial business granted the right by an airport to operate and provide aeronautical services such as fueling, hangaring, tie-down and parking, aircraft rental, aircraft maintenance, flight instruction, etc. There is a need for additional Hangars on the airport grounds.

The airport is one of only a few FBO service stops for private aircraft along the highline. FBO Services include:

- Aviation Fuel (Avfuel)
- Full Service Jet A & 100LL and Self-serve 24/7 100LL
- Portable Fuel Trailer (Seasonal operations at Ft. Peck Reservoir)
- Aircraft Charter
- De-icing
- Hangar cleaning
- Hangar leasing / sales
- GPU / Power cart
- Passenger terminal and lounge
- Flight training
- Aircraft rental
- Aircraft maintenance
- Aircraft cleaning / washing / detailing
- Aviation accessories
- Pilot Supplies
- Courtesy transportation
- Pilots lounge / snooze room
- Public telephone
- WSI computerized weather
- Wireless Internet access
- Crew Cars

The loss of international customs clearance hurt the airport, and they are hopeful to someday bring that capacity and service back to Glasgow. Business opportunities surrounding the FBO capabilities are significant. The potential for a thru-the-fence operation such as FedEx or UPS is a short-term (10-year) goal. This could include a commercial/industrial development on the old airbase north of the airport.

A single commercial carrier provides flights daily to/from Billings (KBIL) on weekdays, one flight to/from Billings on Saturday, and two flights to/from Billings on Sunday. Other flights to Wolf

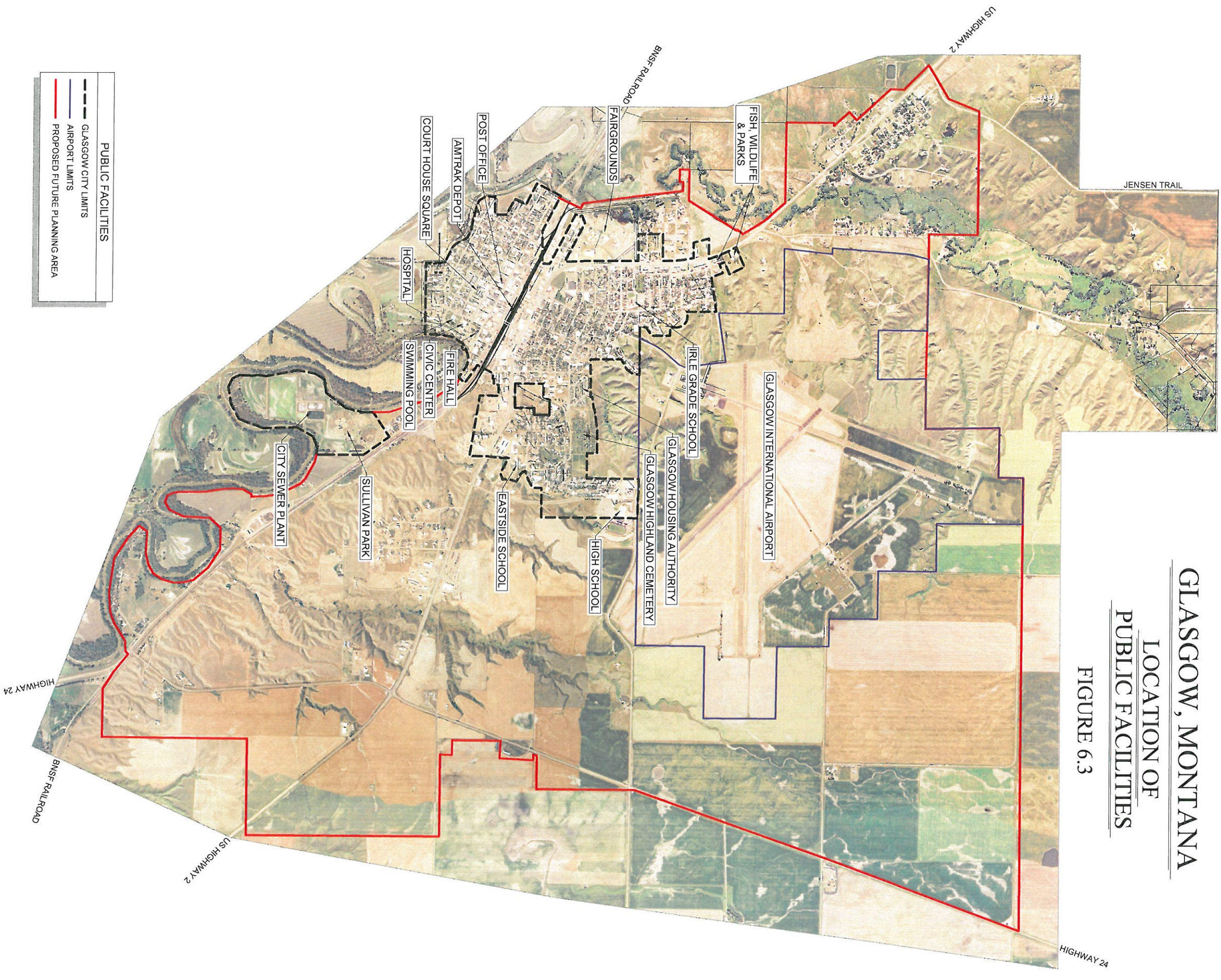
Point are also departing/arriving daily on a somewhat variable schedule. It is expected that Service to Williston would be a valuable addition to the flight schedule.

The airport is just completing the repaving/resurfacing of runways, reconstructing the ramps and taxiways. The airport is an asset to the community as witnessed by the frequent use by private aircraft. General aviation remains active at the airport and appears to have increased in the last few years.

AIRPORT RECOMMENDATIONS

- Shipping services such as Federal Express and United Parcel Service would increase the airport's ability to serve customers in Glasgow area.
- The development of a business park at the old airbase on the north side of the airport would facilitate regional commercial and industrial development.
- Continuation of the FBO Services (through a contract provider) and expansion of services to meet demand.
- The addition of international customs at the airport would assist business development in Glasgow.

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7.0 COMMUNITY SERVICES

7.1 KEY FINDINGS

- While the number of incidents of crime has remained constant, the intensity of violence has increased.
- A combined community safety center that would house both the fire and police departments would increase efficiency and lower costs.
- The fire department equipment is inadequate for fires in multi-story buildings.
- The fire department lacks documentation of its short and long term needs.
- The primary provider of medical services including emergency response is the Frances Mahon Deaconess Hospital rather than the City of Glasgow.

7.2 LAW ENFORCEMENT

The Glasgow Police Department has seven officers and three civilian employees, including one full-time investigator. Its programs include the state authorized Misdemeanor Probation Program established under 46-23-1005 MCA and the Community Oriented Policing Program (“COPS”) funded through the US Department of Justice. Staffing is adequate but additional programs would require additional employees. The police force is available 24 hours a day. The police and fire departments share dispatch with the County. Dispatch services are provided to the City at a cost of \$100,000 plus 911 fees associated with 228 prefix telephone numbers.

7.2.1 MISDEMEANOR PROBATION PROGRAM

This program, which receives \$15,000 annually from the State of Montana is victim focused and provides for offender accountability. A “victim witness” serves as an advocate for victims of crimes through the legal process. As a result the Glasgow Police Department is a model for providing service associated with crimes against persons.

7.2.2 COPS PROGRAM

The Community Oriented Policing Program (COPS) places a community solutions officer in the schools during the academic year and in the general community during the summer months, helping facilitate solutions to disputes among neighbors, organizations, etc. and to foster good relationships between the Department and the residents. At \$529,000 for two years, the Glasgow program is the second highest funded in the state.

7.2.3 TRENDS IN LAW ENFORCEMENT

Glasgow is experiencing an increase in the intensity of violence in association with domestic violence cases, but not necessarily more cases overall. The overall climate is beginning to change. The nature of the transient population has changed, which appears to be increasingly made up of persons in supporting jobs in the Bakken.

7.2.4 GROWTH

Glasgow serves, to some extent, as a “bedroom community”, but the primary population growth is 130 miles to the east. To date, the most visible sign of growth has been increased truck traffic as Glasgow is outside the “epicenter” of the oil boom associated with the Bakken. There were 505 arrests in 2012. Area growth in Culbertson, Bainville, Sidney and Wolf Point has created more overall traffic.

7.2.5 OVERALL COMMUNITY CONCERNS RELATED TO LAW ENFORCEMENT

Abandoned properties and junk vehicles present a safety hazard. At the same time, the community has a need for affordable, safe housing. Incentive programs that reward people for property maintenance should be considered.

7.2.6 DEPARTMENT NEEDS

Currently, the police and fire departments are in separate facilities. It would be beneficial to bring the police and fire departments and the jail together in one building to reduce operation, maintenance and building costs and improve coordination of activities.

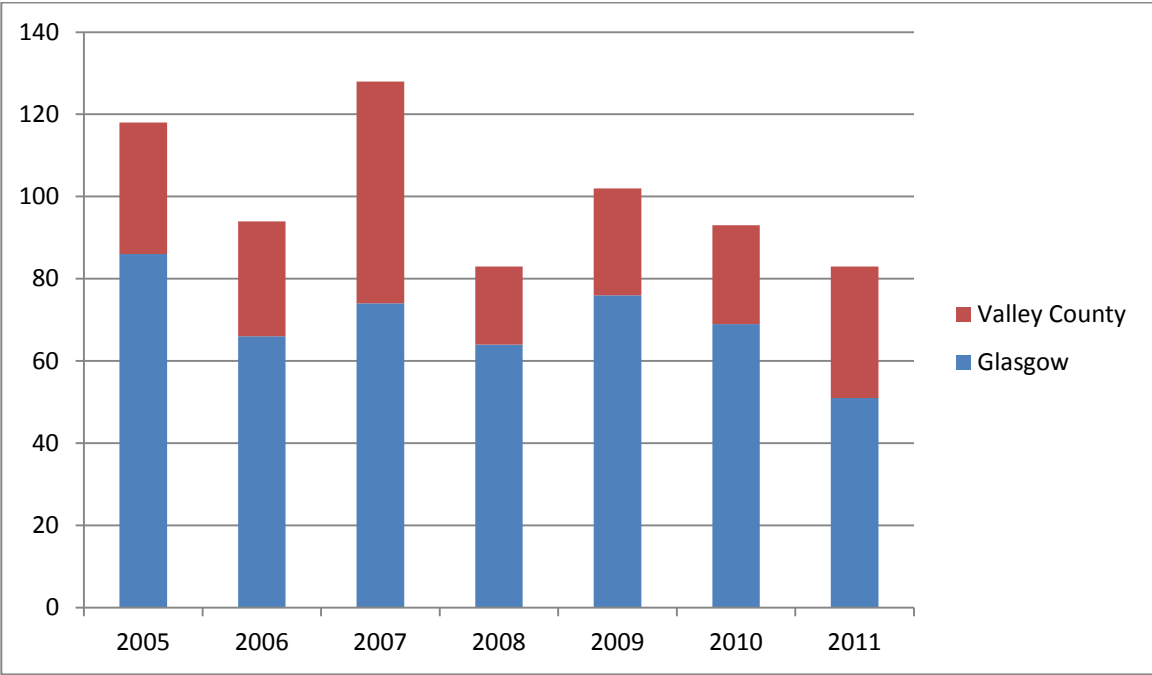
Figure 7.1: Major Offenses in Glasgow 2005-2011

| GLASGOW PO | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | Change from 2005-2011 |
|----------------------------|------|------|------|------|------|------|------|-----------------------|
| Murder | 0 | 0 | 0 | 0 | 1 | 0 | 0 | |
| Rape | 3 | 3 | 3 | 1 | 0 | 0 | 0 | -3 Offenses |
| Robbery | 0 | 0 | 0 | 0 | 0 | 1 | 0 | |
| Assault | 7 | 1 | 11 | 6 | 6 | 5 | 3 | -4 Offenses |
| Theft | 59 | 49 | 55 | 45 | 53 | 53 | 37 | -22 Offenses |
| Motor Vehicle Theft | 7 | 6 | 1 | 2 | 6 | 1 | 9 | +2 Offenses |
| Arson | 0 | 0 | 0 | 0 | 1 | 0 | 0 | |
| Burglary | 10 | 7 | 4 | 10 | 9 | 9 | 2 | -8 Offenses |
| Glasgow PO /TOTAL OFFENSES | 86 | 66 | 74 | 64 | 76 | 69 | 51 | -35 Offenses |

Figure 7.2: Major Offenses in Valley County 2005-2011

| VALLEY COUNTY | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | Percent Change from 2005-2011 |
|-------------------------|------|------|------|------|------|------|------|-------------------------------|
| Murder | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Rape | 0 | 2 | 0 | 0 | 0 | 1 | 2 | |
| Robbery | 0 | 0 | 2 | 0 | 0 | 0 | 0 | |
| Assault | 7 | 3 | 2 | 2 | 0 | 0 | 5 | |
| Theft | 17 | 18 | 39 | 15 | 17 | 15 | 19 | |
| Motor Vehicle Theft | 2 | 1 | 4 | 1 | 3 | 3 | 1 | |
| Arson | 1 | 1 | 0 | 0 | 0 | 0 | 0 | |
| Burglary | 5 | 3 | 7 | 1 | 6 | 5 | 5 | |
| Valley / TOTAL OFFENSES | 32 | 28 | 54 | 19 | 26 | 24 | 32 | 0% |

Figure 7.3: Major Offenses in Glasgow and Valley County 2005-2011



Source: Impact of Population Growth on Law Enforcement in the Williston Basin Region; Montana All Threat Intelligence Center (MATIC) and North Dakota State and Local Intelligence Center (NDSLIC)

7.3 FIRE PROTECTION AND EMERGENCY SERVICES

7.3.1 OVERVIEW

The mission of the fire department is to provide fire protection within the City of Glasgow. The department has two stations, at the north and south ends of the City. The department responds to an average of 20 calls per year (all fire) and response time varies from two to five minutes. The hospital provides emergency medical response, responding to 300 calls per year. The hospital is considered an EMT-B facility and has no paramedics who serve on ambulance crews.

7.3.2 STAFFING

Currently the fire department is served by 22 volunteers and would be fully staffed at 28. Volunteers are provided with a small retirement stipend but are otherwise unpaid. The retirement program is supported by 11 mills levied each year, providing about \$500.00 per year per retired firefighter.

7.3.3. EQUIPMENT

The north end station has a 1997 pumper and the south end station has an old truck and a new 2009 engine with compressed air foam and a 75 foot tele-squirt truck with an engine pumper. However the department does not have an adequate aerial device to serve multi-story buildings.

7.3.4 FIRE INSPECTIONS

The State Fire Marshall conducts inspections on public buildings and homes. Abandoned properties present a problem and could be a target for arsonists.

7.3.5 CITY-COUNTY COOPERATION

Calls within a three mile range outside the city are sent to both the city and county fire departments by dispatch. The airport has its own fire department.

7.3.6 OVERALL NEEDS

- The department wants to do a better job of providing services to the public and has identified the following critical needs in order to do so:
- Equipment Replacement (as noted above)
- Electronic Records Management
- Roof Repair on its Southside Station
- Improvements to the retirement fund
- Better Standard Operating Guidelines (SOGs) established through an update of the department's bylaws

7.3.7 RURAL FIRE DISTRICTS IN THE GLASGOW PLANNING AREA

The Valley County Long Run Fire Department was organized in 1985. Long Run Fire is based in Glasgow Montana. We serve and protect all of Valley County, Montana. The area served is 5,062 square miles. The population is about 7,675. Long Run Valley County responds to an average of 75 fire calls per year. Grass fires are the most common calls. The crews are trained in Structure firefighting, Vehicle extrication, HazMat, DNRC firefighting, Incident Command, Mutual Aid, Aircraft firefighting, Liquid gas fires, and Emergency Medical training.

The Glasgow station currently has 23 Volunteer firefighters. Long Run Fire also has satellite stations in Lustre, Fort Peck, Nashua, Hinsdale, St Marie, Richland, Opheim, and the Pines cabin area. There are 124 Volunteer Firefighters throughout Valley County that respond as Long Run Firefighters.

Long Run Fire Department works and trains with Montana Department of Natural Resources and Conservation (DNRC), Montana Bureau of Land Management (BLM), the Fort Peck Tribes - Assiniboine and Sioux, the U.S. Army Corps of Engineers Fort Peck Lake, the Charles M Russell National Wildlife Refuge (CMR), Montana Aviation Research Company - Boeing Aviation, and Montana Disaster and Emergency Services. Long Run Fire is active with Montana State Fire Chiefs Association, Montana Fire Service Training School, Montana State Volunteer Firefighters Association, and Montana FireWise. The members of Long Run Fire Department average 85 hours of training per year. The highest for 2009 was 285. We had 5 firefighters with over 100 hours of training for the year. The department is only as good as the training its' members receive and Long Run Fire encourages its' members to attend as much training as possible.

Figure 7.4: Valley County Long Run Fire Department Stations



7.4 MEDICAL SERVICES

7.4.1 OVERVIEW

Frances Mahon Deaconess Hospital, established in 1911, is a non-profit critical access hospital and its facilities include a primary care clinic. The hospital is currently full staffed and has excess capacity. It is licensed for 25 beds of which 13 are single occupancy but could be doubled. All beds are “swing” and could be used for long term care. They currently see six patients per day, most of which are transitional. They provide some custodial care while a patient waits for nursing home space. The hospital employs 220 FTEs, making it the largest employer in Glasgow. The hospital is one of three in the state that is an accredited critical access hospital (by the Joint Commission on Accreditation, a private entity).

There are 150 births per year in Glasgow, but that fluctuates when Wolf Point and Poplar don't have coverage. There is no obstetrician in Daniels, Sheridan or Phillips Counties. The hospital does have an orthopedic and a general surgeon.

7.4.2 AMBULANCE SERVICES

The hospital owns its own ambulance and fixed wing aircraft for flights to larger hospitals – primarily Billings. The plane is owned cooperatively through Northeast Montana Health Services, which includes Wolf Point and Poplar. The hospital provides ambulance services to neighboring Hinsdale.

7.4.3 STAFFING

The hospital employs all physicians in town. While the hospital is currently fully staffed, it does have a problem with recruitment when new staff is needed and as doctors retire.

7.4.4 GAPS IN MEDICAL SERVICES

There is no formal Hospice program in Glasgow and people requiring dialysis must travel to Poplar. In general, sub-specialties cannot be supported. The area has not been identified as a dental shortage area, but new patients must wait six months for an appointment. The hospital is currently conducting a community needs assessment.

7.4.5 GROWTH ISSUES

The hospital has prepared a contingency plan in anticipation of Bakken-related growth, but doesn't anticipate the growth will be significant, given that the oil resources are not present in the vicinity of Glasgow. The hospital has not experienced any increases in emergency room use, bad debt or the number of patients that access their primary care clinic.

7.4 SOLID WASTE MANAGEMENT AND DISPOSAL

7.4.1 SOLID WASTE MANAGEMENT IN THE PLANNING AREA

The City of Glasgow subcontracts collection to a private collection contractor. A jointly owned City-County landfill is operated and maintained by Valley County outside the city limits to the northeast of town. This landfill has more than 20 years of capacity, and is a very well managed facility that serves the needs of the City and Valley County.

7.5 PUBLIC TRANSPORTATION

Valley County Transit is a shared Ride Taxi Service operated in Glasgow Monday - Friday from 7:30 a.m. until 5:00 p.m. This service provides same day door-to-door, shared ride bus service within Glasgow and a 2 mile radius. Monthly passes allow UNLIMITED rides during regular operating hours in a calendar month.

In addition to Glasgow service, two trips are made to Nashua and Fort Peck each weekday. The bus arrives in Nashua at approximately 7:20 a.m. and again about 4:45 p.m. Riders needing a ride in the morning must call the previous day to schedule.

The Transit service continues to see increased ridership. Following are the ridership totals for each fiscal year (July 1 - June 30):

| | |
|---------|--------|
| FY 2012 | 73,536 |
| FY 2011 | 70,428 |
| FY 2010 | 63,800 |
| FY 2009 | 63,384 |

Our current fiscal year, we are averaging 6,360 rides per month which translates to ridership in excess of 76,000 rides.

Due to changes in regulations regarding charter services, they have eliminated their Charter operations. With the dramatic increases in ridership, Valley County Transit has increases the number of drivers (increased employment) and added several new buses.

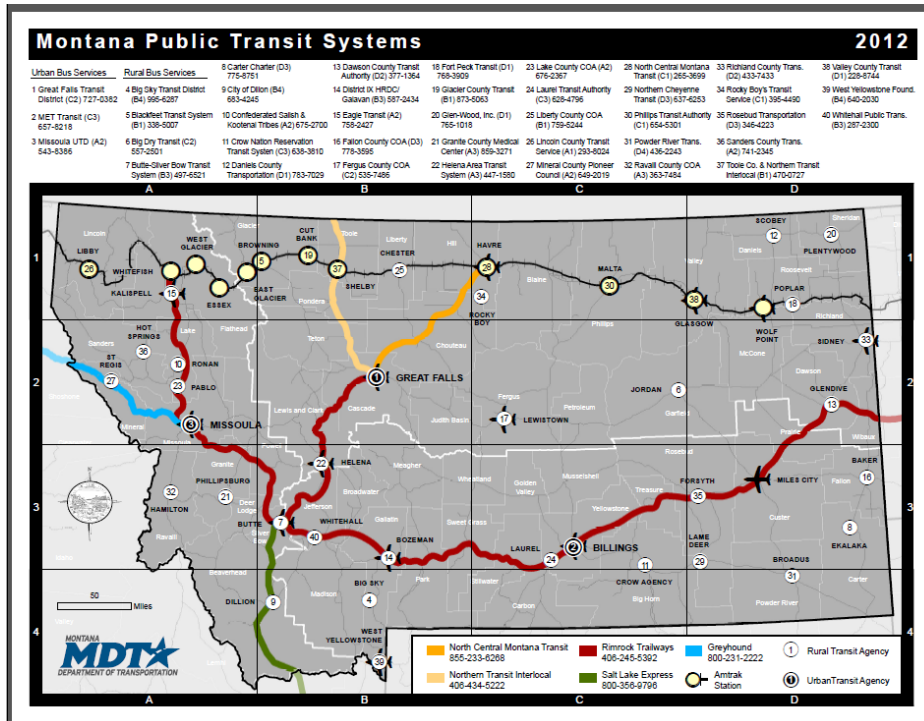
Future plans include adding 2 trips daily to St. Marie, and additional runs to Fort Peck are a possibility. With these increases, additional buses and drivers are going to be a necessity. Funding applications to assist with the purchase of dispatch software and another bus have been submitted. Challenges to growth include finding good, qualified drivers and funding for expansion.



TRANSIT RECOMMENDATION

- Transit operators should insure that they are taking advantage of available state and federal funding in providing services to the people of Glasgow.

Figure 7.5: Montana Public Transit Systems



8.0 ENVIRONMENTAL CONDITIONS IN THE PLANNING AREA

8.1 KEY FINDINGS

- The average warmest month is July.
- The average coolest month is January.
- The lowest recorded temperature was -59°F in 1936.
- The maximum average precipitation occurs in June.
- The highest recorded temperature was 113°F in 1900.

8.2 CLIMATE

Figure 8.1 Average Monthly Temperature

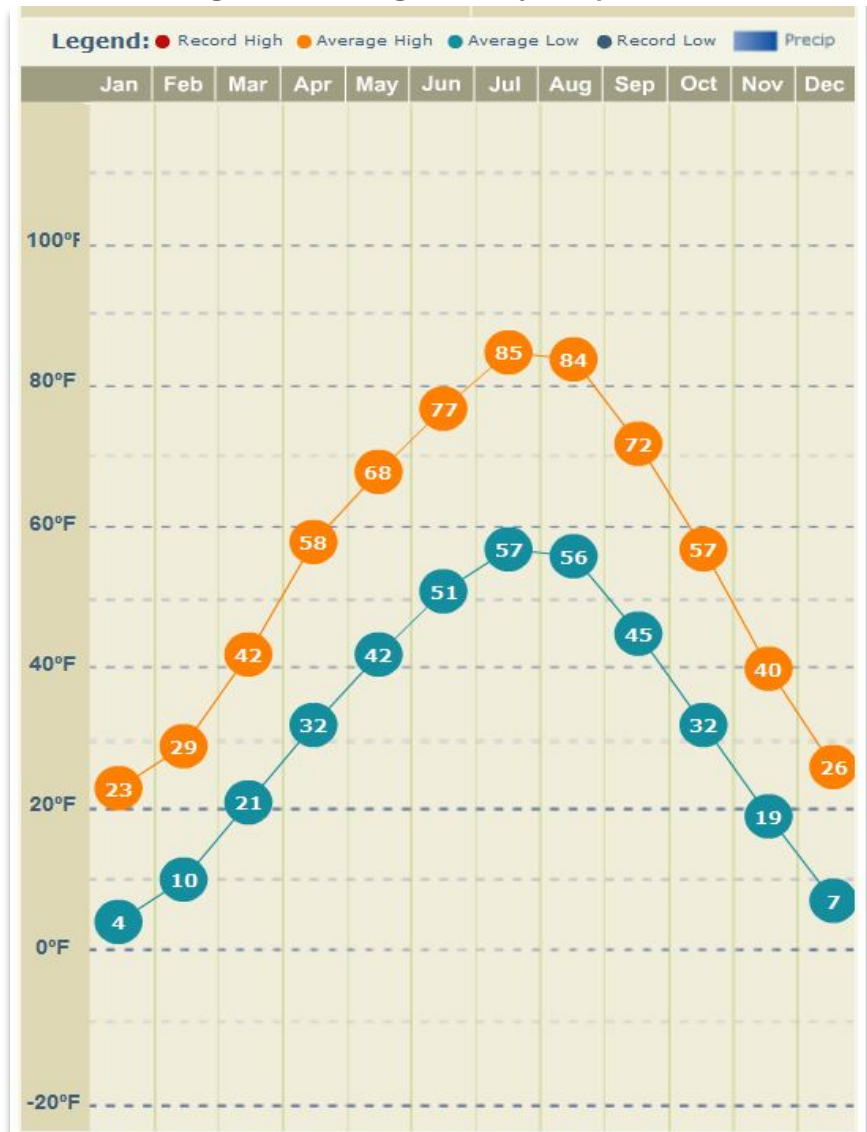


Figure 8.2 Average Monthly Precipitation



8.3 LANDFORMS, GEOLOGY AND SOILS

The area occupied by the City of Glasgow is dominated by two significant landforms. First is a layer of 1100 ft thick Upper Cretaceous era Bearpaw Shale to the north of town, Holocene era and Quaternary alluvium-Colluvium deposits of gravel, sands, and modern channels and floodplains.

8.3.1 SOILS (SOURCE: [HTTP://PUBS.USGS.GOV](http://pubs.usgs.gov))

Generally, the soils in the Glasgow area are dominated by the flood-plain and channel alluvium, and alluvium-colluvium geologic landforms with limited bedrock.

HOLOCENE AND LATE WISCONSIN: al

Flood-plain and channel alluvium - Yellowish-brown, olive-brown, grayish-brown, brown, olive, yellowish-gray, brownish-gray, olive-gray, gray, black, or mottled clay, silt, sand, and gravel.

Included in other map units in many areas. Includes some sheetwash alluvium, alluvial-fan deposits, alluvium beneath low terraces, outwash and ice-contact sand and gravel, lake deposits, and bedrock outcrops. Alluvium in some areas is dominantly reworked outwash, ice-contact deposits, and lake deposits. Thickness 1–6 m, locally >15 m

Flood-plain alluvium—Chiefly poorly-sorted to well-sorted clay, silty clay, silty clay loam, clayey silt, and silt with scattered granules and pebbles; locally, loam, sandy clay loam, sandy loam, or fine sand. Moderately to well stratified. Commonly has either obscure bedding or pronounced horizontal bedding; weakly laminated in some places. Clay, silt,

sand, or gravel lenses or small channel fills of sand and gravel are common. Dense and compact in most places. Clayey alluvium is moderately plastic, soft, and sticky where moist and hard where dry. Textures may vary abruptly, laterally and vertically.

Local thin buried soils (humic horizons). Concentrations of detrital lignite (bedrock) fragments as large as 1 cm are common in crossbedded sand. Where flood-plain alluvium directly overlies lake clay, silt, and sand or sheetwash alluvium, in some places it is difficult to distinguish the deposits.

Channel alluvium—Chiefly loose, stratified, poorly-sorted to well-sorted, pebbly, fine to medium sand and (or) coarse sand and gravel; locally very poorly sorted sandy shale-fragment gravel. Cobbles and boulders are common to abundant in some areas. Generally crossbedded or has crude horizontal bedding or lenticular bedding; local festoon bedding.

LATE WISCONSIN: tlx

Ground-moraine deposits—Integrated drainage; flat, rolling, or undulating surface topography. In some places, includes some collapsed supraglacial sediment (stagnation moraine deposits) and minor moraines (see symbol). Maximum slope angles are generally less than 4°. Local relief is generally <3 m. Thickness 0.5–2 m; maximum thickness >15 m. Overlies older till in most areas; till thicknesses of >10 m generally include thicknesses of older subsurface tills.

HOLOCENE, LATE PLEISTOCENE, AND MIDDLE PLEISTOCENE: wla

Loamy and clayey sheetwash alluvium - Pale-yellow, yellowish-brown, olive-brown, brown, olive, yellowish-gray, olive-gray, brownish-gray, gray, or mottled alluvium transported and deposited by unconfined overland flow and rill wash. Typically (1) clay, silty clay, silty clay loam, and clay loam; (2) clay loam, silt loam, and sandy loam; or (3) loamy sand and sandy loam. Generally calcareous and alkaline; saline in some places.

Clayey alluvium is soft, sticky, and plastic where moist; tough, hard, and blocky where dry. Clay minerals in most areas are dominantly montmorillonite. Granules and pebbles are chiefly local clastic sedimentary rocks of Tertiary and Cretaceous age; minor redeposited erratic quartzite, limestone, dolomite, and igneous and metamorphic rocks in glaciated areas.

Sheetwash alluvium is in fans and aprons on foot slopes, in glacial diversion channels and sluiceways, in swales and sloughs, and in depressions and other poorly drained areas. Included in other map units in many areas. Includes some inset or overlapping flood-plain and channel alluvium. Also includes some colluvium, till, and bedrock outcrops. Where sheetwash alluvium directly overlies flood-plain alluvium or lake deposits, commonly there is not a sharp contact between the deposits. Distinction between map units **wla** and **cad** is arbitrary in some areas. Thickness 1–4 m, locally >10 m

PRE-QUATERNARY: R

Bedrock - Includes areas of badland terrain.

8.3.2 GEOLOGIC HAZARDS

A geologic hazard is a natural geologic event that can endanger human lives and threaten human property. Earthquakes, geomagnetic storms, landslides, sinkholes, tsunamis, and volcanoes are all types of geologic hazards. The [U.S. Geological Survey \(USGS\)](#) provides [real-time hazard information](#) on earthquakes, landslides, geomagnetics, and volcanoes.

Seismic activity is not a significant concern in the Glasgow, MT area. The nearest fault line is the Brockton-Froid fault zone. The Brockton-Froid fault zone strikes northeast in the glaciated plains of northeastern Montana, where the dip angles in bedrock are low. Local relief between streams and uplands is generally 100 ft (30 m) or less, and the ground is covered by glacial deposits. The nature of the fault zone is uncertain and its origin is enigmatic. No dip directions are indicated for the fault zone, so it is unknown whether the dip-slip components of the faulting are normal or reverse. At several places, one or two smaller faults are also mapped.

Landslides are a minor and highly localized concern in Valley County, and are generally associated with saturated clay soils, and/or erosion along riverine systems. This is not a significant concern in the City Limits of Glasgow.

There are no volcanoes in the Glasgow area.

8.4 IMPORTANT FARMLAND

The economy of Glasgow and Valley County is driven by agriculture, as has been discussed in other areas of this growth policy. However, within the City limits of Glasgow, there is no farmland of significance or importance.

8.5 WATER RESOURCES AND QUALITY

8.5.1 SURFACE WATERS

Inside the City limits, there are no surface waters of significance.

8.5.2 GROUNDWATER

Currently, the City's groundwater wells are inactive. Poor water quality (Taste, mineral content, color) was a driving factor in the City of Glasgow revising their primary water source to the Missouri River via the MARCO water system pumping station.

8.5.3 WATER QUALITY PROTECTION DISTRICT

8.5.4 WATER QUALITY PERMITTING

Water Quality Permitting, including storm water discharge permits are administered by the State of Montana Department of Environmental Quality. Montana Pollution Discharge Elimination Systems (MPDES) permits are administered by the State DEQ. These apply to all discharges to surface water or groundwater, including those related to industrial, municipal, and other commercial discharges. In addition, several general discharge permits have been developed to streamline permitting of construction dewatering, sand and gravel operations, sewage lagoons, fish farms, animal feeding operations, disinfected water, suction dredging, and placer mining projects.

Outside the City limits, County Septic System Regulations apply to anyone proposing to construct, alter, extend, or operate a sewage treatment and disposal system. Conventional systems must be 100 feet from the 100 year floodplain and 6 feet from groundwater. Alternative designs that are 4 to 6 feet from groundwater must be approved.

8.6 FLOODPLAINS

The Floodplain of Cherry Creek and the Milk River meet on the west and south sides of the City of Glasgow. An existing Corps of Engineers dike protects the City from regular flooding, with flood gate control structures that help in the control and release of trapped flood waters. The long term health and maintenance of the dike is a concern of the City.

8.7 AIR QUALITY

The City of Glasgow enjoys excellent air quality, and regular west winds. There is not planned development in the urban area of Glasgow that will propose and immediate or acute threat to Glasgow's Air Quality.

8.8 THREATENED AND ENDANGERED SPECIES

To the knowledge of the Administrative staff with the City of Glasgow, the Public Works Department, and the Mayor, there are no Threatened and Endangered Species are currently within the City of Glasgow.

8.9 WILDLIFE AND FISHERIES

Wildlife within the City of Glasgow includes an occasional Mule Deer, White Tailed Deer, skunks, coyotes, foxes, potentially Moose.

8.10 WETLANDS

Wetlands within the City of Glasgow have not been mapped, if they are present.

8.12 WILDFIRE RISK

Information about wildfire risk is available in the Valley County, Montana, City of Glasgow, Towns of Fort Peck, Nashua, and Opheim Pre-Disaster Mitigation Plan, Community Wildfire Protection Plan, July 2008.

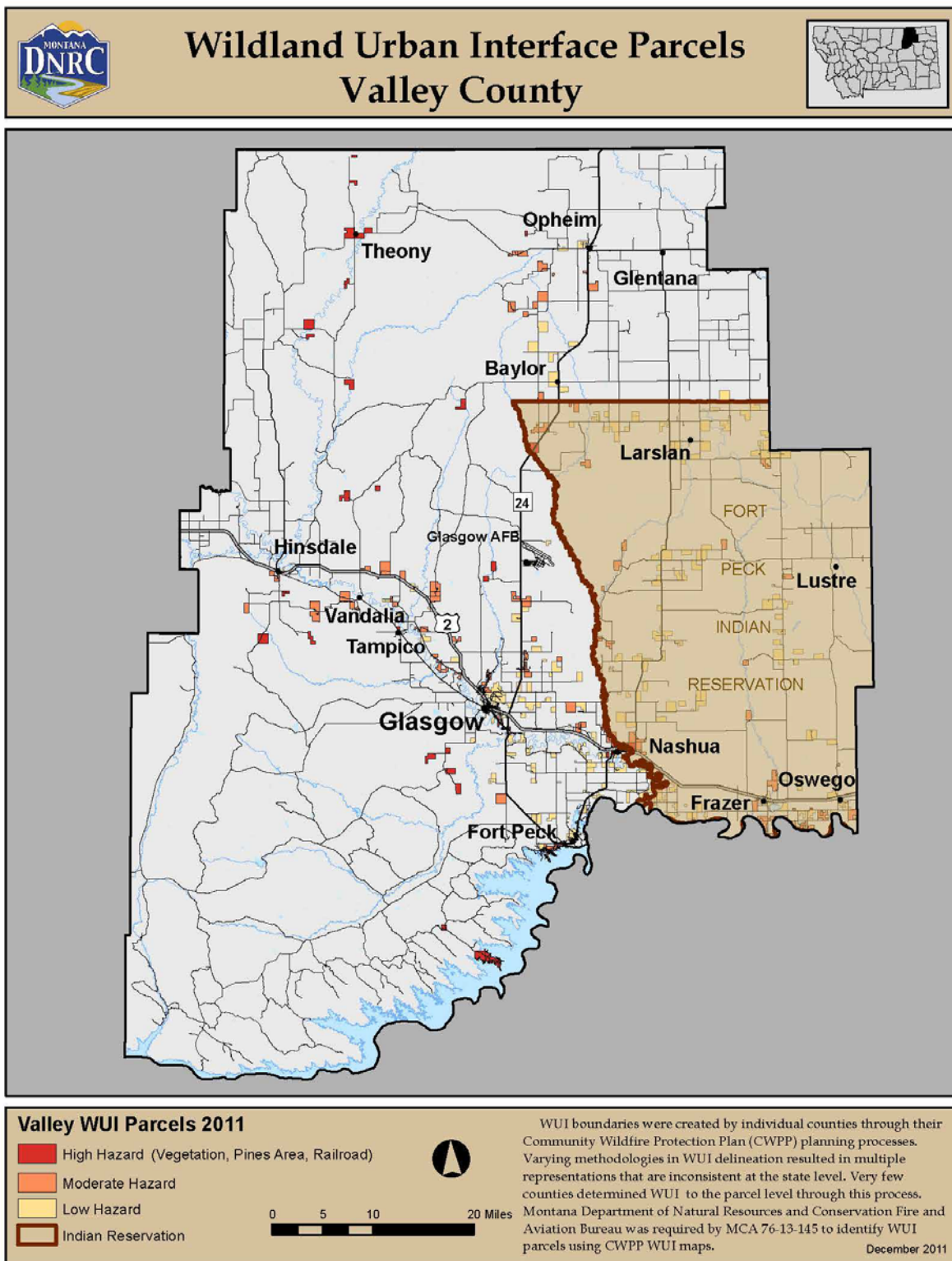
A wildfire is an uncontrolled fire in a vegetated area. Wildfires are a natural part of the ecosystem. They have a purpose in nature and following years of fire suppression, many areas have built up fuels that can lead to larger, more intense fire. In Valley County, timber, shrubs, grasses, rangelands, and croplands make up the primary fuel sources.

8.12.1 WILDLAND URBAN INTERFACE

Problems with wildfire occur when combined with the human environment. People, structure, property, rangelands, and croplands near wildfire can be threatened unless adequately protected through evacuation, mitigation, or suppression. The wildland urban interface is defined as the zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuel. Glasgow is designated as a "Community at Risk" in the Federal Register (US Bureau of Land Management, 2004).

The following map shows the location of Wildland Urban Interface parcels in Valley County (including Glasgow) in 2011 according to the Community Wildfire Protection Plan.

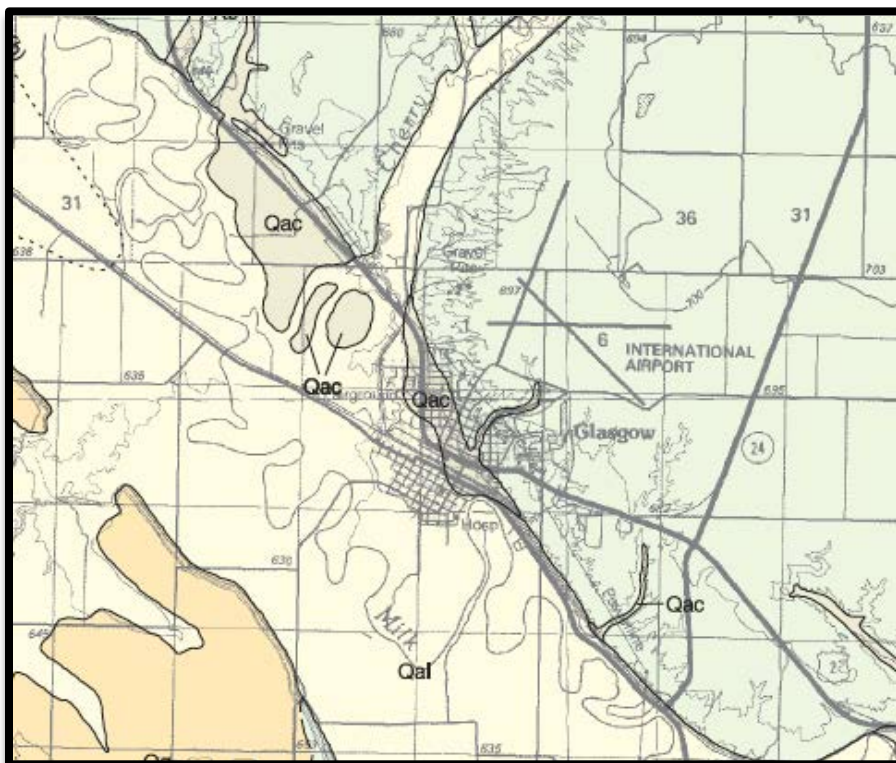
Figure 8.3: Wildland Urban Interface Parcels Valley County



8.13 SAND AND GRAVEL RESOURCES

Information about sand and gravel resources in the Glasgow planning area is limited. The following maps, provided by the Montana Bureau of Mines and Geology, indicate that there are several gravel pits north and northeast of Glasgow, between Glasgow and the city-county airport. The southwest part of Glasgow is on floodplain alluvium of the Milk River, which also has potential as a sand and gravel resource, although it is likely that the sources to the north and east are preferable.

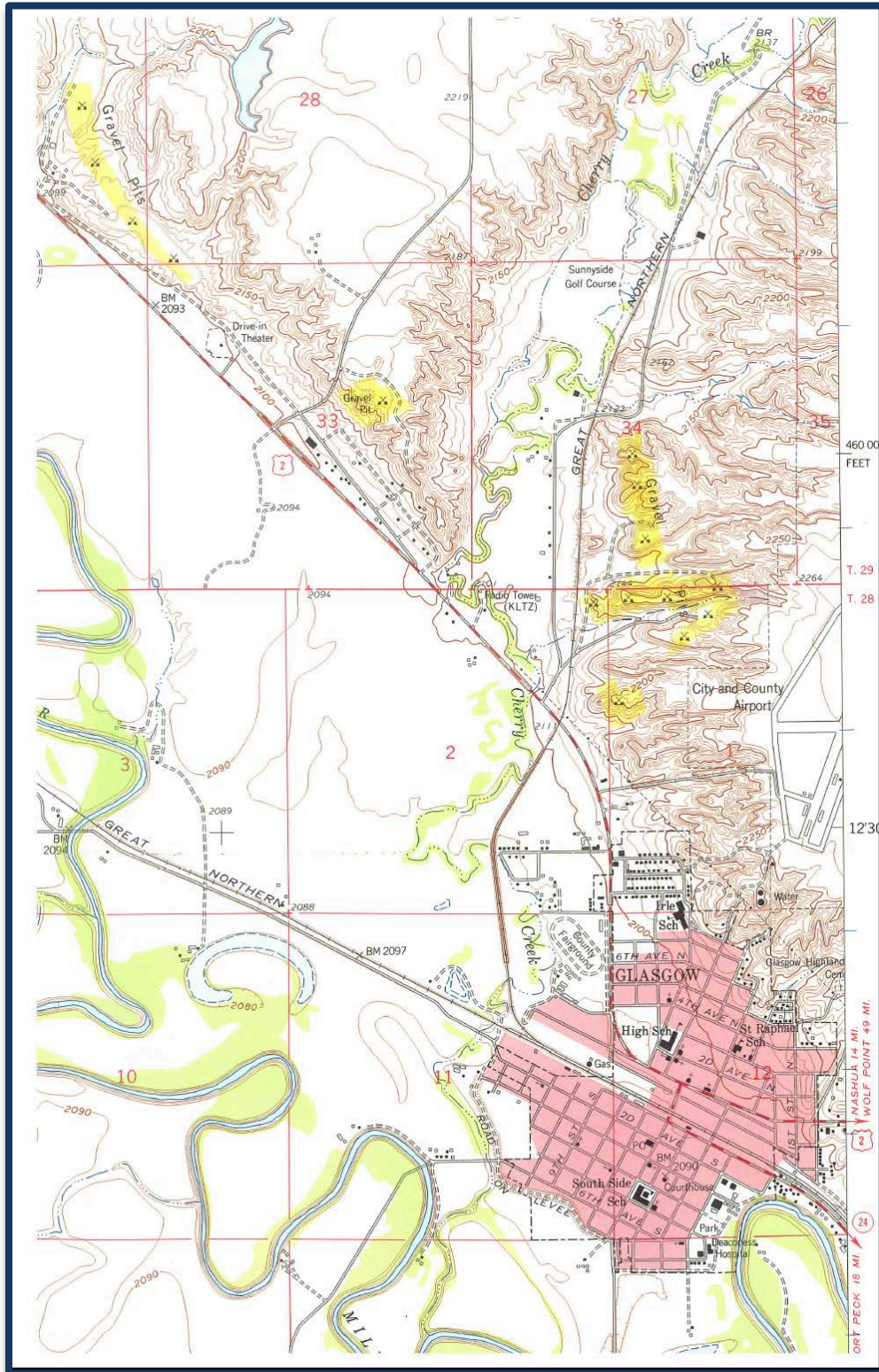
Figure 8.4: Glasgow Area Geologic Map



Wiota Gravel (Pleistocene), located between the City of Glasgow and the airport and to the north of Glasgow, is reddish-brown, coarse quartzite gravel, sand, and silt. It contains a few Canadian type erratic stones (granite, gneiss, schist, limestone, dolomite). Size distribution: 5% silt, 15% sand, 5% granules, 70% pebbles.

Alluvium (Holocene), located to the west, is light yellowish gray to medium brown clay, silt, sand, and fine gravel; vertical and horizontal variations in composition and in bedding. The upper part of these deposits is generally finer grained than lower part. The thickness of these deposits is as much as 25 meters under floodplain of Milk River.

Figure 8.5: Topography Map of Glasgow Vicinity



9.0 GOALS, OBJECTIVES, AND IMPLEMENTATION STRATEGIES

9.1 INTRODUCTION

This section of the growth policy presents the City of Glasgow's overall goals with respect to its land use, housing, economic development and a variety of other areas of focus. In addition to the goals, it will describe specific corresponding objectives (strategies) that are recommended in order to implement the goals set forth.

9.2 LAND USES AND COMMUNITY GROWTH GOALS

- Promote and enhance Glasgow's sense of place
 - Exploit proximity to recreation opportunities
- Invest in the revitalization of downtown Glasgow
 - Maintain and enhance mixed use development in downtown
 - Participate in the Montana Main Street Program.
 - Consider an urban renewal district to make use of tax increment financing for revitalization activities
- Promote growth that can be supported through existing infrastructure or where cost-effective infrastructure is planned to be provided
 - Promote infill development
 - Make residential lot size requirements consistent in all residential zones
 - Create opportunities for flexibility in land use regulations
 - Consider annexation policy as a tool to ensure cost effective land use
 - Consider establishing a minimum density requirement in the annexation policy
- Pursue expanded use and enhancement of Milk River
 - Create formal river access points for recreation use
 - Create a river front trail point
- Increase opportunities for economic development
 - Provide additional areas where industrial development can occur through appropriate land use designations.

9.3 HOUSING AND HOUSING-RELATED GOALS

- Ensure that all residents have access to safe, quality housing
 - Eliminate blighted areas, characterized by derelict structures and vacant lots that currently adversely affect investment in housing.
 - Encourage the development of affordable housing stock for lower income residents through renovation of existing housing stock and new construction.
 - Encourage the development of workforce housing through renovation of existing housing stock and new construction.
 - Establish programs and foster partnerships to provide housing for special needs populations
 - Homeless
 - Seniors
 - Disabled
 - Victims of Abuse
 - Make land available for housing development
 - Work in partnership with other organizations including the Great Northern Development Corporation to secure grants for housing

9.4 ECONOMIC DEVELOPMENT GOALS

- Maintain and Improve the Quality of Life for the people of Glasgow
 - Encourage safe and sufficient child care services for working parents
 - Support efforts to provide living wage jobs in Glasgow
- Address the shortage in the skilled labor force
 - Promote training and apprenticeship opportunities
 - Promote distance learning and other continuing education opportunities
- Encourage the expansion of existing businesses and the location of new businesses within the City of Glasgow
 - Promote the development of business and industrial parks
 - Assist in the revitalization of the central business district through tax increment financing and other funding and community development mechanisms
- Support community wide improvement activities
 - Landscaping
 - Connectivity of pedestrian facilities

9.5 COMMUNITY INFRASTRUCTURE AND SERVICES GOALS

- Ensure that the transportation system adequately addresses all modes of transportation
 - Support complete street system (motorized and non-motorized vehicular and pedestrian)
 - Ensure pedestrian connectivity through the development of sidewalks and trail systems
 - Consider innovative strategies to further pedestrian connectivity such as sanctuary/refuge locations, yield flags and high intensity activated cross walk signals
- Support effective and efficient management of facilities maintenance and improvement
 - Complete and regularly update capital improvements plans
 - Provide adequate equipment and facilities for emergency services
 - Expand accessibility and use of the library
 - Provide for the ongoing maintenance and upkeep of all city-owned facilities and infrastructure
 - Complete and regularly update a recreation plan
 - Adequate swim facility
 - Trails park open space
 - A variety of recreation programs, partnerships
- Ensure that temporary growth does not adversely impact city taxpayers
 - Evaluate and implement appropriate user fees
 - Consider available local option taxes
- Address impacts associated with a growing transient population
 - Raise awareness of the need to address social service deficiencies
 - Develop a coordinated multi-agency community profile

9.6 ENVIRONMENTAL AND NATURAL RESOURCES GOALS

- Mitigate the uncertainty associated with the Milk River
 - Participate in efforts to address the condition of the Milk River levee
 - Consider establishing a levee committee from within the elected City Council that will serve in an advisory capacity, and be tasked with keeping the Mayor and Council current on all issues associated with the levee.

9.7 REGIONAL COORDINATION AND COOPERATION GOALS AND OBJECTIVES

- Coordinate policies and actions between public entities to increase effectiveness and efficiency of implementation of the Glasgow Growth Policy.
 - Ensure that regulatory adoptions and revisions by Glasgow and Valley County give consideration for issues of common concern.
 - Assure that all parties recognize the reciprocal benefits and obligations of working together. Mutual respect will be included as a governing principle in interacting with other public entities.
 - Coordinate planning activities and standards within the planning area so that streets, parks, and other public services are adequately provided for and the long term needs of the public are met.
 - Encourage development within Glasgow so that services can efficiently be provided, agriculture and open space can be protected, and impacts of development minimized.
 - Continue coordinating hazard identification and mitigation planning. Establish or continue programs, regulations and practices to require mitigation of hazards with development such as floodplain protection and wildland-urban interface avoidance.
- Utilize inter-local agreements and similar mechanisms to establish formal coordination mechanisms so intent, scope, and functions are well defined to advance cooperation.
 - Work with Valley County to establish a practice by the county to promote annexation to the City of Glasgow within the planning area where the City considers services to be available and reasonably provided.
 - Work with Valley County to develop standards to facilitate extension of urban services including street widths, utility easements, and subdivision design.
 - Develop joint programs and practices with local, state, and federal entities to address health, safety, and environmental concerns, as well as other issues as may be identified.
 - Work with Glasgow School District to coordinate future school locations and development to integrate with the City's transportation network, location of residences, and location and use of public parks.
 - Continue coordination with the Montana Department of Transportation so that street construction and maintenance advance the purposes of this plan, support infill and extension of pedestrian and bicycle circulation, and other issues as may be identified.
 - Recognize the significant influence that state and local agencies have on City concerns such as floodplain management and recreation.

10.0 IMPLEMENTATION

10.1 IMPLEMENTATION POLICIES, REGULATIONS, AND OTHER MEASURES

10.1.1 ZONING

Land use regulation or “zoning” is permitted under the Montana Code Annotated for the purpose of promoting health, safety or the general welfare of a community or area, the governmental jurisdiction is empowered to regulate and restrict items such as: the height, number of stories, and size of buildings and other structures; the percentage of lot that may be occupied; the size of yards, courts, and other open spaces; the density of population; and the location and use of buildings, structures, and land for trade, industry, residence, or other purposes.

10.1.2 SUBDIVISION

Subdivision is a division of land creating the segregation of one or more parcels of land from a larger tract held in single or undivided ownership by transferring or contracting to transfer title to a portion of the tract. The Montana Subdivision and Platting Act (MCA 76-3) enables and requires local governments to regulate the subdivision of land for the purpose of promoting the public health, safety, and general welfare. This is the only planning statute in Montana that requires state-wide participation. As such, this is the primary tool used by local governments to self-direct their future by managing development.

10.1.3 FLOODPLAIN

Montana Code Annotated 76-5-101 finds that recurrent flooding causes loss of life, damage to property, disruption of commerce and governmental services, and unsanitary conditions; all of which are detrimental to the health, safety, welfare, and property of the occupants of flooded lands; and the public interest necessitates management and regulation of flood-prone lands and waters which will prevent and alleviate flooding threats to life and health and reduce private and public economic losses. Pursuant to statute, the local government can adopt floodplain land use management regulations, or it can defer to state control.

10.1.4 ANNEXATION POLICY

The annexation process, which is governed by state law, provides the mechanism for landowners to seek to have their land included within the City, and in limited circumstances, permits the City to bring land within its jurisdiction. Generally, annexation is requested by a property owner in order to receive the City’s services, such as City water, sanitary sewer, solid waste, police, and fire services. Montana State Statutes (7-2-42 through 7-2-48, MCA) establish the methods and processes by which municipalities can annex surrounding properties, but also give municipalities discretionary authority whether or not to annex property. A city’s annexation policy would provide guidance to decision-makers and staff about the goals and policies that annexation is intended to advance. The primary intent of the policy would be to permit the annexation of land to provide for orderly growth, adequate provision of municipal services, and equal benefits to both the annexed territory and the existing City properties.

10.2 STRATEGIES FOR THE DEVELOPMENT, MAINTENANCE, AND REPLACEMENT OF PUBLIC INFRASTRUCTURE

10.2.1 PLANNING

The City of Glasgow can use capital improvement planning to identify critical areas of concern with respect to its facilities and public infrastructure. Capital improvement plans help in setting priorities in order to direct resources efficiently and in accessing a variety of funding sources that are available for services, facilities and infrastructure.

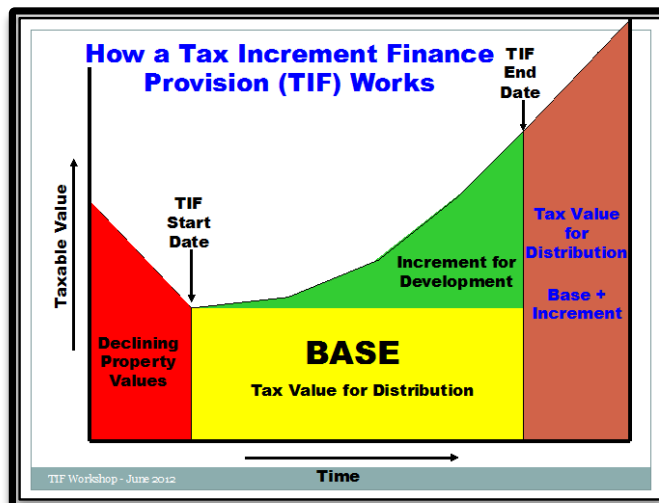
10.2.2 PARTNERSHIP DEVELOPMENT

The provision of public services will rely on cooperative efforts among the City of Glasgow, property owners, other governmental entities and non-governmental entities to achieve its goal of providing needed public services. In many cases, these cooperative partners will work jointly on market analyses, business recruitment and capital improvements planning. Also, as noted above, it will be necessary to work with other local, state and federal entities in providing additional financing and matching funds to undertake projects and programs. Potential partnerships can be forged using a variety of programs and funding mechanisms. A sampling of these is provided in the following section.

10.2.3 FINANCING SOURCES

There are a number of financial assistance programs that can be used in funding and implementing a capital improvement plan. Financing strategies for addressing community infrastructure needs often include combining various funding sources. For example, a local special improvement district might be used in combination with a Montana Board of Investment Inter-cap loan to match federal or state dollars. The following is a summary of programs available to fund capital improvements and services projects

Tax Increment Financing is a state authorized, locally driven funding mechanism that allows cities and counties to direct property tax dollars that accrue from new development, within a specifically designated *district*, to community and economic development activities. In Montana, TIF districts are authorized in parts 7-15-4201 and 4301, et. Seq. Montana Code Annotated (MCA), the State's Urban Renewal Law.



TIF districts are typically characterized by blight and/or infrastructure deficiencies that have limited or prohibited new investment. A base year is established from which "incremental" increases in property values are measured. Virtually all of the resulting new property tax dollars (with the exception of the six mill state-wide university levy) can be directed to redevelopment and economic revitalization activities within the area in which they are generated.

Taxpayers located within a TIF district pay the same amount as they would if the property were located outside the district. TIF only affects the way that taxes, once collected, are distributed. Taxes that are derived from base year taxable values continue to be distributed to the various taxing jurisdictions – local and state government entities and school districts. Taxes derived from the incremental increase in taxable value are placed in a special fund for purposes set forth in an Urban Renewal or Comprehensive Development Plan.

Transportation Infrastructure

This section describes funds and funding sources that are available to finance transportation related projects. These funding methods, such as local option taxes, improvement districts and other types of bonds, enable local citizens to participate in funding projects. In general, however, the ability to use additional property tax levies to fund projects is governed by Montana Statute under 15-10-402 MCA that limits taxes to 1996 levels.

A. Bridge and Road Mills (Property Taxes)

Montana law provides for cities (7-14-4101, MCA) to manage transportation infrastructure. Counties are specifically responsible for all the bridges in a county, including those within cities and towns, except those managed by the Montana Department of Transportation. Municipalities may establish a city road fund under 7-14-4113 MCA.

B. Transportation Improvement Authority

Established under 7-14-1001, MCA, the purpose of a transportation improvement authority is to blend the interests of local, state, and federal governments with the interests of the general public and the business community to build, modify, or improve transportation facilities and systems within its jurisdiction. A county and a municipality within a county may, by joint resolution, create a transportation improvement authority. The Authority may enter into contracts and accept local, state, federal and private funds to undertake transportation projects.

C. Community Transportation Enhancement Program

Under 23 USC 133 (d) (2) (Federal Code) 10 percent of the Surface Transportation Program monies is awarded to each state for transportation enhancements. Montana is unique in that enhancements are made available to communities under the Community Transportation Enhancement Program (CTEP) administered by the Montana Department of Transportation. The MDT distributes these funds for all counties and cities that are 1st, 2nd, and 3rd class cities, and tribal governments. Local governments are responsible for providing the required 13 percent of project costs as non-federal match for their transportation enhancement projects. In order to receive funding, transportation enhancement projects must be included in the local Transportation Improvement Program (TIP) and the Statewide Transportation Improvement Program. Eligible CTEP categories include:

- Provision of facilities for pedestrians and bicycles
- Provision of safety and educational activities for pedestrians and bicyclists
- Acquisition of scenic easements and scenic or historic sites

- Scenic or historic highways programs (including provision of tourist and welcome center facilities)
- Landscaping and other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities and canals)
- Preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails)
- Archaeological planning and research
- Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity
- Establishment of transportation museums

Projects addressing these categories and that are linked to the transportation system by proximity, function or impact, and where required, meet the "historic" criteria, may be eligible for enhancement funding. For example, where an historic bridge must be replaced because of structural deficiencies, enhancement funds might be used to preserve the original bridge as part of an interpretive trail. Jefferson County is an eligible recipient of these funds. The Town of Whitefish would be required to work through the County to access CTEP dollars.

D. State Fuel Tax

Under 15-70-101, MCA, Montana assesses a tax on gasoline and diesel fuel used for transportation purposes. Each incorporated city and town receives a portion of the total tax funds allocated to cities and towns based on:

- 1) The ratio of the population within each city and town to the total population in all cities and towns in the State;
- 2) The ratio of the street mileage within each city and town to the total street mileage in all incorporated cities and towns in the State. The street mileage is exclusive of the Interstate, National Highway, and Primary Systems.

All fuel tax funds allocated to city governments must be used for the construction, reconstruction, maintenance, and repair of rural roads or city streets and alleys. Priorities for the use of these funds are established by the cities receiving them.

Debt Financing – All Types of Projects

Cities can make use of various kinds of debt financing to fund projects. These include general obligation bonds, special improvement district bonds and revenue bonds as well as Tax Increment Financing Bonds. Debt financing enables local governments to finance major infrastructure projects using future revenue from special assessments, user fees, and other forms of revenue. Under 7-7-4101, MCA, a city or town council has power to incur indebtedness by borrowing money, issuing bonds, issuing notes, entering into leases, entering into lease-purchase agreements, or entering into installment purchase contracts for the following purposes:

- 1) acquiring land for and designing and erecting public buildings;
- 2) acquiring land for and designing and constructing sewers, sewage treatment and disposal plants, waterworks, reservoirs, reservoir sites, and lighting plants;
- 3) supplying the city or town with water by contract and the construction or purchase of canals or ditches and water rights for supplying the city or town with water;
- 4) designing and constructing bridges, docks, wharves, breakwaters, piers, jetties, and moles;
- 5) acquiring, opening, or widening any street and improving the street by constructing, reconstructing, and repairing pavement, gutters, curbs, and vehicle parking strips and to pay all or any portion of the cost relating to the project;

- 6) purchasing or leasing fire apparatus, street and other equipment, and personal property, including without limitation, vehicles, telephone systems, and photocopy and office equipment, including computer hardware and software;
- 7) building, purchasing, designing, constructing, and maintaining devices intended to protect the safety of the public from open ditches carrying irrigation or other water;
- 8) funding outstanding warrants and maturing bonds; and
- 9) repaying tax protests lost by the city, town, or other municipal corporation.

The local government incurs various administrative costs in conjunction with issuing bonds. These costs include the retention of legal counsel and financial consultants, the establishment of reserve funds and the preparation of the prospectus and various required documents. These bonds provide tax-free interest earnings to purchasers and are therefore subject to detailed scrutiny under both state and federal law. The citations in the Montana Code are listed below, for each type of bond described.

A. Special Improvement Districts

Under 7-12-4101, MCA, cities and towns can create special improvement districts for a number of activities including:

- The acquisition, construction or reconstruction of public streets and roads
- The acquisition, construction or reconstruction of sidewalks, culverts, bridges, gutters, curbs, steps and parks including the planting of trees
- The construction or reconstruction of sewers, ditches, drains, conduits, and channels for sanitary or drainage purposes, with outlets, cesspools, manholes, catch basins, flush tanks, septic tanks, connecting sewers, ditches, drains, conduits, channels, and other appurtenances
- The construction of sewer and water systems including fire hydrants
- The acquisition and improvement of land to be designated as public park or open-space land
- The conversion of overhead utilities to underground locations in accordance with 69-4-311 through 69-4-314, MCA
- The purchase, installation, maintenance, and management of alternative energy production facilities

B. General Obligation Bonds

General obligation bonds are backed by the full faith and credit of the city and must be approved by the voters in an election. General obligation bonds are generally payable from ad valorem taxes (based on the value of property) and expressed in mills. General obligation bonds are attractive to bond buyers because they have voter approval and are not as vulnerable to fluctuations in revenue. Cities are assigned a bond debt limit based on a percentage of taxable valuation. General obligation bonds must fall within this limit.

C. Revenue Bonds

Under 7-7-4401, MCA, a city or town may issue revenue bonds to finance any project or activity authorized

Railroad Crossing Related Programs

A. Federal Surface Transportation Program - Rail/Highway Crossing Protective Devices Program

The purpose of the Federal Rail/Highway Crossing – Protective Devices Program is to identify high hazard rail crossing sites and install new rail crossing signals. MDT's Rail - Highway Safety manager is responsible for surveying, identifying and prioritizing those railroad crossings that require new protective devices or upgrading of existing devices. The funds are distributed on a statewide basis determined by a priority list ranked by a hazard index. The Federal/State ratio is 90% Federal and 10% State.

B. Federal Surface Transportation Program - Rail/Highway Crossing Elimination of Hazard Program

The purpose of the Federal Rail/Highway Crossing – Elimination of Hazard Program is to identify high hazard rail crossing sites and construct new rail/highway grade crossings. The program also uses funds to rehabilitate existing grade separations.

Grade separation projects are funded with 90% Federal funds and 10% State funds. Since funding for this program is limited, funds are often used in combination with other Federal funding sources to fund costly grade separation projects.

Eligible expenditures include the separation or protection at grade crossings, reconstruction of existing crossings and relocation of highways to eliminate crossings.

Projects for this program are selected by identifying those sites where only a grade separation will eliminate an identified hazard or where an existing grade separation exists but needs rehabilitation or replacement.

Funding for Public Improvements (Sewer, Water, Roads, Community Facilities, Parks)

A. Treasure State Endowment Program ~ Montana Department of Commerce

The Montana Treasure State Endowment Program (TSEP) is a state-funded program, authorized under 90-6-701 through 710, MCA, and is administered by the Montana Department of Commerce (MDOC). It is designed to assist local governments in financing capital improvements to sewer and water facilities. Funds are derived from the Montana coal severance tax and made available to local governments as matching grants, loans and grant/loan combinations. TSEP also provides matching grants of up to \$15,000 to local governments for preliminary engineering study costs.

TSEP funds may not be used for annual operation and maintenance; the purchase of non-permanent furnishings; or for refinancing existing debt, except when required in conjunction with the financing of a new TSEP project. Grant requests cannot exceed \$500,000 and the local government must typically provide a dollar for dollar match that can include other grant funds. Matching funds can be public or private funds provided by a TSEP applicant to directly support the cost of eligible project activities. There are a number of ways in which local governments can provide matching funds for bridge projects. Eligible types of matching funds include:

- local general funds or other cash;
- proceeds from the sale of general obligation, revenue, special assessment or other bonds;
- entitlement or formula-based federal or state funds such as federal highway funds or payments in lieu of taxes;
- loan or grant funds from a state or federal program (including TSEP loans);

- funds expended for engineering studies, reports, and plans, or other reasonable expenses expended for the preparation of the application, directly related to the proposed project during the period 24 months prior to the TSEP application deadline;
- funds expended after the TSEP application deadline, but before being approved by the Legislature, for project management, final engineering design, and other reasonable expenses necessary to prepare the project as proposed in the TSEP application for the construction phase;
- the value of land or materials provided by the applicant, if appraised within a two-year period preceding the application deadline. The appraisal must be:
 - an impartially written statement that adequately describes the land or materials, and states an opinion of defined value as of a specific date;
 - supported by an analysis of relevant market information; and
 - prepared by a qualified appraiser independent from the applicant.
- the value of labor performed by the applicant's employees on the proposed project, after the TSEP project has been approved for funding and a TSEP contract has been signed, as long as the employee is paid at his or her standard hourly rate of pay and the time worked is adequately documented; and
- the value of machinery used in the process of constructing the project that is owned (or leased) and operated by the applicant. The value of the use of the machinery will be determined using the Federal Emergency Management Agency (FEMA) equipment rate schedules.

B. The Montana Intercap Program ~ Montana Board of Investments

The INTERCAP Program is a low cost, variable-rate program that lends money to Montana local governments, state agencies and the university system for the purpose of financing or refinancing the acquisition and installation of equipment or personal and real property and infrastructure improvements. The Board of Investments issues tax-exempt bonds and loans the proceeds to eligible borrowers. In addition to long-term financing, INTERCAP is an excellent source for interim financing.

Funding is always available with no specific cycle. Allocations of \$200,000 and under are considered and approved by the Board of Investments staff. Allocations in excess of \$200,000 are considered and approved by the Board. Funds are released on an on-going basis as the project is completed. The program provides loans at a variable rate plus a one percent loan origination fee on loans over one year and for a term of 5 or 10 years depending on the borrower's legal authority. Short-term loans of less than a year are also available. Interest and principal payments are due bi-annually (February 15 and August 15 of each year). Loans may be pre-paid without penalty with 30 days notice. Types of financing include installment purchase loans, general fund loans, general obligation bonds, revenue bonds and special improvement district and rural improvement district bonds. Gas tax revenues may not be used to service debt. Projects that will use rural improvement district payments to cover the annual debt are limited to a total loan of \$300,000. Intercap funds may be used in association with other grant and loan programs as well as local sources.

C. Community Development Block Grant (CDBG)

The Community Development Block Grant (CDBG) Program is a federally funded grant program that provides assistance to communities with community development needs such as housing, public facilities, economic development and planning grants. All projects must be designed to principally benefit low and moderate-income families. The program was established by the Federal Housing

and Community Development Act of 1974 (42 USC 5301) and is administered nationally by the U.S. Department of Housing and Urban Development (HUD). The Legislature authorized the Montana Department of Commerce (MDOC) to administer the program beginning in 1982. Eligible activities include planning, public facilities construction, housing and neighborhood renewal and economic development.

D. Public Works Program ~ Economic Development Administration

The Economic Development Administration (EDA) is an agency within the U.S. Department of Commerce. The purpose of the Public Works Program is to assist communities with the funding of public works and development facilities that contribute to the creation or retention of private sector jobs and to the alleviation of unemployment and underemployment. Such assistance is designed to help communities achieve lasting improvement by stabilizing and diversifying local economies, and improving local living conditions and the economic environment of the area.

Grants are awarded up to a participation level of 80 percent but the average EDA grant covers approximately 50 percent of project costs. Acceptable sources of match include cash, local general obligation or revenue bonds; Community Development Block Grants, TSEP grants and loans, entitlement funds, Rural Development loans; and other public and private financing, including donations.

Projects must result in private sector job and business development in order to be considered for funding. Eligible applicants under this program include any state, or political subdivision thereof, Indian tribe (and other U.S. political entities), private or public nonprofit organization or association representing any redevelopment area if the project is within an EDA-designated redevelopment area. Redevelopment areas, other than those designated under the Public Works Impact Program must have a current EDA-approved Overall Economic Development Program (OEDP) in place.

E. Water, Wastewater and Solid Waste Action Coordinating Team

In 1982, a group of professionals from state, federal, and non-profit organizations that finance, regulate, or provide technical assistance for community water and wastewater systems, decided to start meeting in order to coordinate and enhance their efforts. This group calls itself the "Water, Wastewater and Solid Waste Action Coordinating Team" or W2ASACT for short. W2ASACT meets several times a year to find ways to improve our state's environmental infrastructure. All of the programs represented in W2ASACT have different missions and meet unique needs. However, it has been the common elements shared by the funding programs that have been the driving force of W2 SACT. These programs provide money (grants or loans), take applications from communities to fund their projects, and administer those monies once the project is funded. While W2ASACT cannot change all of the state or federal requirements, it can identify unnecessary duplication of requirements that make compliance difficult for communities.

Voluntary Programs

In some cases, homeowner associations, business groups or other property owners may finance projects voluntary basis.

10.3 CONDITIONS LEADING TO THE REVISION OF THE GROWTH POLICY

The Glasgow Growth Policy was prepared based on information and circumstances as understood at the time. The nature of planning for the future is imprecise. As situations change it will be important that the plan be reviewed, and when necessary updated, to accommodate future events.

The Montana Growth Policy Statute, 76-1-601 MCA, requires that a community set forth a list of conditions which will lead to the revision of the growth policy. The statute further directs each local governing body to review its growth policy once every five years, revising the policy as necessary.

This periodic review, if properly done, will help to ensure that the information upon which the plan is based is accurate and timely and that the goals and objectives of the plan reflect the desires of the community.

The City of Glasgow will review its Growth Policy every five years to determine if any revisions are necessary. In addition to a regularly scheduled evaluation of the Policy, other conditions which may call for revisions include:

- Sudden changes in the population, that vary from census projections and estimates
- The release of new data from a variety of sources including, but not limited to, the Census, the American Community Survey, the Bureau of Labor Statistics and the Bureau of Economic Research
- The addition of a large employer to the community
- The loss of one or more major employers
- New Local, State or Federal regulatory or programmatic issues which must be addressed to the Growth Policy

A five-year review may find that no changes to the Growth Policy are needed.

Frequent amendment can create a problem with consistency; both within the plan itself and within its implementation tools. When frequent changes are made, people can find it difficult to keep up with the modifications. A series of small changes may result in large cumulative change to the growth policy. Multiple changes create difficulties in keeping maps and other resources up to date. It is also undesirable to place excessive limits on proposed amendments, which prevent responses to changing conditions.

Minor and/or administrative changes should occur with the regular five year review period revisions rather than as individual amendments unless an extremely compelling case can be made for significant public benefit from the amendment.

10.3.1 AMENDMENTS

A need for changes may be identified during a review process. A consistent and clear process for amending the growth policy is important. The Glasgow Growth Policy was formed on the basis of significant community outreach efforts and the input of many persons and groups. Alterations to the growth policy should also provide a significant opportunity for public participation and understanding of the proposed changes. Amendments to the growth policy must meet the same statutory standards as the original adoption, including public input and review, public hearings, review by the Planning Board and approval by the City Council, and written Findings of Fact. Therefore, prior to the adoption of any amendment to the Plan, the public process must be provided. A fundamental requirement for public participation is time for individuals to become aware of proposed amendments and to study the proposed changes. A minimum active public review period of three months is to be expected. This Plan has been prepared to balance a wide variety of interests. Changes to the Plan must continue the balance of needs and interests.

This plan has been prepared to be internally consistent. Internal consistency meets one of the fundamental purposes of community planning; coordination between government programs and policies. All amendments must be carefully evaluated to ensure that changes do not create conflicts between goals, maps, or implementation tools. If a proposed amendment would cause conflicts within the plan, additional amendments must be identified and reviewed so that any conflicts are resolved.

Any changes being proposed to either the text or the maps contained in the Glasgow Growth Policy must comply with all of the defined criteria shown in the sidebars. The burden of proof for the desirability of a proposed amendment and its compliance with the criteria lies with the applicant. Unless all criteria are successfully met by demonstrable facts, an amendment shall not be approved.

Who May Initiate Amendments

1. City Council
2. Landowner of affected property
3. Interested members of the public
4. Planning Board and City Staff may suggest amendments to the City Commission

10.3.2 AMENDMENT CRITERIA

1. The proposed amendment must cure a deficiency in the growth policy, or improve the growth policy, to better respond to the needs of the general community;
2. The proposed amendment does not create inconsistencies within the growth policy, either between the goals and the maps or between different goals and objectives.
3. The proposed amendment must be consistent with the overall intent of the growth policy;
4. The proposed amendment will not adversely affect the community as a whole or significant portion by:
 - a. Significantly altering land use patterns and principles in a manner contrary to those established by this plan,
 - b. Requiring unmitigated larger or more expensive improvements to streets, water, sewer, or other public facilities or services, thereby impacting development of other lands,

- c. Adversely impact existing uses because of unmitigated greater than anticipated impacts on facilities and services, or
- d. Negatively affect the livability of the area or the health and safety of the residents.

10.4 INTERGOVERNMENTAL COOPERATION

Section 76-1-601, (3) (g), MCA requires that a growth policy include a statement concerning how a local government will cooperate with other jurisdictional entities in implementing its growth policy. This section must describe how a city or town will work with the county in which it is located as well as other communities to address issues related to land use planning and community development. Or conversely, the statute requires that a county growth policy include a statement of how the county will work with cities and towns with respect to these issues.

Ongoing Formal Coordination and Cooperation – Glasgow and Valley County

- Joint City-County Library
- Joint City-County Health Department
- Coordinated Disaster and Emergency Services planning and operations
- Mutual aid agreements for emergency services
- Joint transportation planning for the Glasgow region
- County appointee on the City Planning Board

A failure to coordinate and cooperate with other governmental entities will limit the effectiveness of the Glasgow Growth Policy. It is Glasgow’s intent to pursue cooperation and coordination through many venues and opportunities. Some of the entities that have the ability to strongly affect the future of Glasgow are: Valley County, State of Montana, Federal land management agencies, and the Glasgow School District. Each of these entities has the ability to influence the use and development of land within or around Glasgow. For example, transportation development and maintenance in cooperation with the Montana Department of Transportation affects travel.

The management of Fort Peck Dam

and Reservoir by the US Army Corps of Engineers affects recreational opportunities which influence tourism and quality of life.

The City of Glasgow will work cooperatively with Valley County and with Federal and State land management agencies to advance the goals of the 2013 Glasgow Growth Policy. More particularly the Glasgow Planning Board will work with the Valley County Planning Board to identify land use and community development issues of common concern including, but not limited to:

- The efficient development and maintenance of infrastructure to support thoughtful growth.
- The protection of the area’s natural and cultural resources – its water, air and open space/agricultural character.
- The reduction of sprawl.
- The provision of public services that assure the health, safety and welfare of our residents.

Coordination with Montana Department of Transportation

- Long range transportation planning
- Coordinated street maintenance
- Coordinated street standards for construction
- Transit funding and development
- State pass through funding for street development, and transportation enhancement

In order to facilitate cooperation, the City of Glasgow will communicate regularly with the Valley County Planning Board and its staff, using the following methods:

- Items that come before the Glasgow Planning Board, that would affect or potentially affect Valley County will be provided to the Valley County Planning Board for review and input.
- The City of Glasgow will ask Valley County Planning to notify the Glasgow Planning Board of agenda items before the Valley County Planning Board when those items would affect or potentially affect Glasgow .
- Members of the Valley County Planning Board will be issued a standing invitation to attend the meetings of the Glasgow Planning Board.
- Members of the Glasgow Planning Board will attend meetings of the Valley County Planning Board, as feasible, when items affecting Glasgow are being considered.

In addition, the City of Glasgow will work with other entities in implementing the Growth Policy. Those activities that will likely require cooperation between the City of Glasgow and other entities such as state and federal agencies, school and conservation districts and volunteer fire departments include:

- Fire management in the wildland urban interface
- Education/Schools
- Housing
- Economic Development
- Weed Management
- The development and/or maintenance of roads that are located adjacent to publicly owned lands
- Cooperative management of recreational sites
- The role of resources management in the local economy
- The effect of growth on natural, recreational and cultural resources
- Emergency Services delivery

The City of Glasgow will work cooperatively with the various land management agencies and other entities that manage lands and resources in addressing these and other issues related to the goals and objectives set forth in the Growth Policy. These include, but are but not limited to:

- the National Fish and Wildlife Service (Charles M. Russell National Wildlife Refuge)
- the Army Corps of Engineers (Fort Peck Dam)
- the Federal Bureau of Land Management
- the Montana Department of Natural Resources
- the Montana Department of Fish, Wildlife and Parks
- the Fort Peck Indian Reservation

10.4.1 INTER-LOCAL AGREEMENT

Elected and appointed officials change membership over time. Having a formal inter-local agreement ensures continuity and consistency of policy over time. Development of agreements facilitates discussion of issues so that pitfalls can be avoided and success is more likely.

10.5 SUBDIVISION REVIEW CRITERIA PER 76-3-608 (3) (A), MCA

One of the responsibilities of local government in Montana is the review of proposed subdivisions. Section 76-3-101 *et seq.* Montana Code Annotated governs the review of subdivisions. Section 76-3-501 *et seq.* MCA requires all municipal and county governments to establish subdivision review regulations and establishes the minimum requirements for those regulations. In addition, Section 76-1-601 MCA requires that a growth policy discuss and address various elements of the subdivision review process. This chapter meets the requirement. Title 76, Chapter 3 MCA contains the requirements and restrictions upon both public and private parties for subdivision review and platting.

Creation of a subdivision often precedes or accompanies a change in the use of that land. A subdivision generally remains in perpetuity and continues to influence the location and intensity of land uses within and adjacent to the subdivision. Therefore, subdivisions are strongly connected to the comprehensive planning process and may significantly advance public goals. Because of this strong influence all subdivisions must comply with the Glasgow growth policy. The subdivision and zoning regulations adopted by the City to direct and govern the review and use of land must also conform to the Glasgow growth policy. Subdivisions which do not comply will not be approved.

State statutes and local subdivision regulations set the process of dividing land and providing public facilities and services to the newly created lots. The platting and creation of lots is not only the first phase of development, the action establishes long term patterns of land use for the community. Therefore proper public review of proposed land division is vital. In Montana, local government subdivision regulations must evaluate a proposed subdivision's impact on the natural environment, wildlife, public health and safety, local services and other factors.

The Montana Subdivision and Platting Act requires all units of local government to adopt and enforce subdivision regulations, and to review and decide on development proposals. Also, in reviewing subdivision proposals, local officials must issue written findings of fact that consider the effect the development would have on a series of criteria set forth in 76-3-608, (3) (a) of the Montana Code Annotated (MCA). These include agriculture, agricultural water user facilities, the natural environment, wildlife and wildlife habitat, local services and public health and safety. Local officials must prepare written findings of fact that detail the impacts, which the proposed subdivision has on each of these elements.

According to 76-1-601, MCA, the community's Growth Policy must include a series of statements as to how the criteria will be defined and used to evaluate proposed subdivisions within its jurisdiction. More particularly, per 76-1-601 (3) (h), MCA, a growth policy must include a statement explaining how the governing body will:

- define the criteria in 76-3-608 (3) (a); and
- evaluate and make decisions regarding proposed subdivisions with respect to the criteria in 76-3-608 (3) (a); and
- a statement explaining how public hearings regarding proposed subdivisions will be conducted.

This section of the Growth Policy addresses the requirements of this statute.

10.5.1 REVIEW CRITERIA DEFINITIONS

The basis upon which the local governing body makes a decision to approve, conditionally approve, or disapprove a subdivision is whether the preliminary plat, environmental assessment, hearing and planning board recommendations demonstrate that development of the subdivision meets the requirements of the Montana statute as set forth in 76-3-608, MCA. The statute requires that subdivisions must undergo review under a set of criteria as delineated in 76-3-608 (3) (a), MCA. Local governments must define the criteria within the growth policy. Per this requirement, the City of Glasgow will use the following definitions for each of the criteria listed:

Agriculture: Montana Code Annotated contains definitions for the words “agriculture” and “agricultural” as follows:

41-2-103, MCA. Definitions: As used in this part, the following definitions apply: (1) “Agriculture” means: (a) all aspects of farming, including the cultivation and tillage of the soil; (b)(i) dairying; and (ii) the production, cultivation, growing, and harvesting of any agricultural or horticultural commodities, including commodities defined as agricultural commodities in the federal Agricultural Marketing Act (12 U.S.C. 1141j(g)); (c) the raising of livestock, bees, fur-bearing animals, or poultry; and (d) any practices, including forestry or lumbering operations, performed by a farmer or on a farm as an incident to or in conjunction with farming operations, including preparation for market or delivery to storage, to market, or to carriers for transportation to market.

81-8-701, MCA. Definitions: Unless the context requires otherwise, in this part the following definitions apply: (1) “Agricultural and food product” includes a horticultural, viticultural, dairy, livestock, poultry, bee, other farm or garden product, fish or fishery product, and other foods.

Agriculture does not include gardening for personal use, keeping of house pets, or landscaping for aesthetic purposes.

The following presumptions apply during subdivision review.

- 1) Property annexed or seeking to be annexed will generally not be utilized for agricultural purposes over the long term.
- 2) Agriculture may be appropriate within the city in limited areas where physical constraints make an area undesirable for the construction of buildings, or in support of a commercial business such as a plant nursery or a common community garden.
- 3) Urban density development within the City of Glasgow facilitates the preservation of agriculture in Valley County. It provides a location for the development of residential and employment activities in a compact and efficient manner. This reduces pressure to convert agricultural lands to non-agricultural uses in the county.
- 4) Undeveloped lands within the City not constrained by physical features should be developed at urban densities. This enables infill development and reduces outward expansion of the City.

Agricultural Water User Facilities: Those facilities which provide water for agricultural land as defined in 15-7-202, MCA, or which provide water for the production of agricultural products as defined in 15-1-101, MCA including, but not limited to, ditches, pipes, head gates, and other water conveying facilities.

The following presumptions apply during subdivision review.

- 1) Agricultural uses are not generally urban uses. The transition of agricultural lands to urban uses will remove the need for agricultural water user facilities

within the urbanized area. Where a need for protection can be demonstrated provision for protection of the facility will be made.

- 2) The formal abandonment and removal of all agricultural water user facilities within the City shall occur in accordance with Montana law. Should the beneficial use cease in the future an easement for protection of agricultural water user facilities may be removed.
- 3) The use of agricultural water user facilities for storm water discharges does not constitute beneficial use for the purposes of presumption 2 above. Storm water facilities may require separate easements or other procedures.

Local Services: Any and all services or facilities that local government entities are authorized to provide directly or through a contractor. This includes, but is not limited to, police, fire, water, recreation, streets, parks, libraries, schools, wastewater, and solid waste collection and disposal.

Those criteria to which a specific response and evaluation of impact must be made are listed within the City subdivision regulations.

The following presumptions apply during subdivision review.

- 1) When the City has established assessments of need and means of addressing those needs, sub-dividers will not be required to duplicate that work without good cause. If the City has completed a portion of the required assessment the sub-divider may be required to submit the remaining portion of the necessary information.
- 2) Capacity and capability in local services is limited. All development shall equitably participate in providing adequate services for itself, including replacement of consumed reserve capacity. Development shall meet levels of service and facility design standards established by the City.
- 3) Response times, physical space within facilities, compliance with applicable facility plans, and general design of local service facilities within proposed subdivisions shall be addressed during the preliminary plat review and necessary mitigation provided.
- 4) Lack of adequate service capacity and capability within local services is adequate grounds for denial of subdivision approval when impacts of proposed subdivisions are not mitigated.

Natural Environment: The physical conditions which exist within a given area, including land, air, water, mineral, flora, fauna, noise, and objects of historic, prehistoric, cultural, or aesthetic significance.

The following presumptions apply during subdivision review.

- 1) The natural environment is fundamentally linked with our economic development, as an attraction to new and expanding businesses, a tourist destination, and a basic component of Glasgow's character.
- 2) The natural environment should be conserved and development should respect significant natural features and systems. These include road locations, storm water treatment and discharges, potential contamination of ground or surface water, and others that may be identified through subdivision, zoning, data inventories, and other implementation tools. Mitigation of negative development impacts is required.

Wildlife: Living things, which are neither human nor domesticated.

Wildlife Habitat: Place or type of site where wildlife naturally lives and grows.

The following presumptions apply during subdivision review.

- 1) Lands within the urban area are typically utilized for purposes which reduce their value as wildlife habitat and development will have a minor impact. Watercourse corridors and wetlands are an exception to this presumption.
- 2) The habitat needs of larger and/or predatory wildlife species such as deer, moose, bears, coyotes, or similar species will not be met within urban density development. Therefore, these types of animals are found to be undesirable within the City.
- 3) Smaller species, especially birds, are compatible within urban density development and should be preserved, including the encouragement of backyard habitats.
- 4) Wetlands, stream corridors, and similar high value habitats should be preserved as much as possible. These provide a variety of recreational, environmental sustainability, and safety values such as flood control as well as habitat.

Public Health and Safety: A condition of optimal well-being, free from danger, risk, or injury for a community at large, or for all people, not merely for the welfare of a specific individual or a small class of persons.

The following presumptions apply during subdivision review.

- 1) Health is a comprehensive subject and threats to health include chronic as well as acute hazards.
- 2) Subdivision design should encourage physical activity and a healthy community.
- 3) The creation of hazards to public health and safety are not acceptable and appropriate mitigation must be provided.
- 4) Some level of risk is present in all locations and times despite efforts to prevent harm. Individual developments are not solely responsible for the correction of risks which are common to all. They should equitably participate in common solutions to common problems. However, the presence of common risks, such as inadequate public services, may prevent approval of a development until the hazard has been removed or corrected.
- 5) The developer of a subdivision may not accept hazards to public health and safety on behalf of future residents or owners of a subdivision by declaring that necessary infrastructure improvements or other actions are unnecessary.

10.5.2 EVALUATION METHODOLOGY

The City of Glasgow will evaluate and make decisions regarding proposed subdivisions with respect to the criteria identified in 76-3-608 (3) (a) as follows:

- Subdivision applications will include written documentation as to whether and to what extent the proposed subdivision will impact agricultural, agriculture water user facilities, local services, natural environment, wildlife, wildlife habitat and public health and safety, as defined in this Growth Policy.
- The Subdivision Administrator will review the application, the Growth Policy, the City Subdivision Regulations, and submit a statement regarding the recommendation for approval or recommendation for denial to the City of Glasgow. This recommendation is independent of, but after review of the Planning Board recommendations.
- The Planning Board will evaluate proposed subdivision with respect to the criteria set forth in 76-3-608 (3) (a), MCA, and as defined in this Growth Policy. The evaluation will be based upon the extent of any and all expected impacts to each of the elements, and the degree to which the applicant proposes to mitigate any adverse impacts. In turn the local governing body will evaluate the proposed subdivision with

respect to the recommendation as forwarded by the City of Glasgow Planning Board, public hearings and other information as appropriate.

- Upon completion of its review and evaluation, the City of Glasgow will render a decision on the proposed subdivision with respect to the requirements of the Subdivision Regulations of The City of Glasgow, the outcome of the public hearing(s) and the City of Glasgow Growth Policy.

10.5.3 PUBLIC HEARINGS ON PROPOSED SUBDIVISIONS

The City of Glasgow will conduct public hearings on proposed subdivisions in a manner that will assure that members of the public, the local government and the applicant have adequate opportunity to express their interests and concerns. Such opportunity will be afforded in a manner that complies with the time constraints set forth by state law.

- 1) The public hearing will be advertised as required by state law.
- 2) The public hearing will be conducted at the time and place advertised.
- 3) The public hearing is an opportunity for persons to speak for, against, or make a comment.
- 4) The Subdivision Administrator and Planning Board will evaluate the application materials, the staff report, public testimony, compliance with the Glasgow growth policy, and the requirements of subdivision law and regulations. The Subdivision Administrator or Planning Board may inquire of staff, applicants, or the public for clarification or additional information in order to complete their evaluation.
- 5) A majority vote of a defined Planning Board quorum is adequate to render a recommendation to the City Council.
- 6) The City Council will make their decision on the record established during the public hearing.
- 7) When the City Council has rendered their decision they will cause findings of fact to be prepared which establishes the official record and decision.
- 8) An approval or denial of a subdivision may be appealed to District Court after a final decision has been rendered. Appeals are subject to the requirements of state law.

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APPENDIX A
Summary of Key Person Interviews



APPENDIX A. Summary of Key Person Interviews

Robert Kompel, Director of Public Works, City of Glasgow

Date of Interview: January 22nd, 2013 | Contact Information: 406-228-2476; rkompel@aol.com

The City has a water agreement with “MARCO” (Montana Aviation and Research Company), which is located at the community of St. Marie, approximately 17 miles north of Glasgow. St. Marie is the community that was formed following the closing of the Glasgow Air Force Base and is a Census Designated Place. MARCO is the management entity for Boeing, which uses the Base for its testing program. Water is obtained from the Missouri River with an intake structure at the dredge cuts. Historically the City had water wells, but due to the water quality, fixtures had to be replaced frequently (average – 18 months). In the 1980s, the City entered into the agreement with Boeing (MARCO) to provide water. The valve and large diameter (21”) water line to Glasgow is maintained by the City of Glasgow, and a water use agreement dictates that any increase in use must be contained within annexed boundaries of the City.

Services Provided – The Public Works Department is responsible for providing the following services:

- Water
- Sanitary Sewer
- Storm Drainage
- Solid Waste (through a private contractor)
- Street Lights
- Roads and Road Maintenance including Snow Removal
- Parks
- Cemetery
- (The Recreation Department manages the swimming pool and Sullivan Park)

The City just completed a \$6 million sewer project, but the water treatment facilities will need both improvements and maintenance.

The biggest infrastructure-related need is the condition of roads and streets. There is no commercial hot mix plant available for repair materials. In addition, there is no consistency in the way streets are constructed, particularly with respect to sidewalks, curbs and gutters.

The City would benefit from the adoption and enforcement of subdivision rules and an update to the zoning ordinance. The City did prepare subdivision regulations but they were never adopted. Currently, it is difficult to be consistent in application of subdivision standards that meet the legal requirements.

Growth – Mr. Kompel believes that there has been a small amount of growth, but the “word on the street” may differ from reality with respect to the availability and condition of housing. There is a housing shortage in both the rental and home sale markets, but it may have to do with availability with respect to affordability, housing condition and housing type. He has observed more families are living in Glasgow, while a member of the household travels to the oil fields to work. There are also people coming to Glasgow in order to “raise their children in a small town”.

There are a number of factors that may drive short and long term growth:

- Two major projects to repair the spillways at the Fort Peck Dam will be underway this year.
- A new oil rig cleaning business has located in Glasgow.
- Construction on the Keystone Excel Pipeline is likely to begin soon. The pipeline will cross the Milk and Missouri Rivers and will run along Highway 2 near Hinsdale to Glasgow and then turn south below Nashua.
- Glasgow is approximately two hours from the oil fields in Montana and North Dakota.

There has been an increase in the number of people using the recreation facilities and an increase in the number of people on the water system.

Housing – Approximately 8-10 new homes have been built (in the last year?) and there are several housing construction projects proposed or underway including a 16 unit apartment complex, made up of four buildings with four units each. Another developer is looking at building up to 90 multi-family units on land that would be annexed. However this is speculative only. “Man Camps” have been proposed outside of Glasgow to address short term housing needs, and a proposal for a large mobile home park east of town may be on the horizon.

St. Marie – St. Marie is experiencing more rapid growth with a population increase to 500 residents (up from? since?). The community, however, has no local services. Students attend school in Glasgow, which provides two buses each day for students living in St. Marie (up from 264 in 2010 according to the US Census). St. Marie was named as a community following the closure of the Glasgow Air Force Base in 1969. The community, originally built to house military personnel was promoted as a military condominium retirement community following the base closure. Subsequent developers have focused on selling units to families.

Administrative Issues – The City is governed by a six-member City Council and an elected mayor. Day to day management is the responsibility of the public works director and the city attorney. A City-County Planning Board was created (by City Council adoption) at some point, but the last time it met was in 2004.

Additional Information Needed:

- Number of water hookups over time (last 3-5 years) 25 over 3 year period
- Number of building permits (last 3-5 years) 86 over last 3 years, including renovations and construction of garages.
- Recreation User numbers (increase?) (last 3-5 years) 110 increase over 3 years, with new rec. director.
- Growth in St. Marie over time – 50%-100% increase over last 2 years.

Dan Carney, Mayor of Glasgow

(with additional information provided by Stacey Amundson, City Clerk)

Date of Interview: January 22nd, 2013 | Contact Information: 406-228-2476; cityofglasgowmt@hotmail.com

The City of Glasgow is served by the city-county landfill, which is operated by the County. A private contractor provides garbage pick-up. The landfill is located approximately 3 miles NE of Glasgow.

Airport: The City airport is located north of the community, outside the incorporated limits.

Bonding: The City has not exceeded its bonding capacity. The value of a mill is \$2,912, representing a taxable value of 2,912,000. (A city or town may not issue bonds or incur other indebtedness for any purpose in an amount that with all outstanding and unpaid indebtedness exceeds 2.5% of the total assessed value of taxable property per 7-7-4201 MCA).

Critical Issues/Needs - One of the most critical infrastructure issues facing the City of Glasgow is the levee, located to the south and west of town. The levee, which was constructed in 1934-35 serves to prevent flood waters from the Milk River from entering the town. Originally built to a height of three feet, it is now 12 feet high. Heavy rain fall in 2011(?) prevented the use of the stormwater gates at a time when the Milk River was flooding, as water from the river and water within the levee pushed against its walls; however, the levee held. Homes and vegetation have encroached on the levee right-of-way, which the Army Corps of Engineers (USACE) measures as 15 feet from the toe of the levee, rather than the center line. Adoption of a definable easement is another issue with the levee. The USACE claim measured from the bottom of the levee, and there are significant encroachment issues that may/will cause the levee to lose its certification.

Emergency preparedness associated with flooding is critical. The hospital is located in the floodplain and is vulnerable. The DES Director is Rick Seiler and can be contacted at 406-263-1479.

There are some problems associated with the storm sewers as there is some mixing with the sanitary sewer system. A significant project to separate these two was undertaken a decade ago, and other than a few areas, it has greatly relieved pressure on the sewer lift stations and treatment plant due to storm sewer impacts.

The Civic Center, which houses the city offices and a public gymnasium needs a new bathroom.

There is currently no industrial park site identified in the community.

The Economy – Glasgow’s economy has remained stable and is supported by the following:

- Agricultural Activities
- Burlington Northern Santa Fe Railroad (BNSF)
- The Bureau of Land Management (BLM)
- The Montana Department of Natural Resources and Conservation (DNRC)
- Frances Mahon Deaconess Hospital
- Bureau of Reclamation (BuREC)
- Army Corps of Engineers (USACE)
- Public School System
- *Charles M. Russell* National Wildlife Refuge (CMR)
-

The school district has 100 employees and the hospital has 220 FTEs, making these entities the two largest employers. A Bentonite plant south of town is currently shut down, but there is significant interest in its redevelopment.

Growth - The City of Glasgow will likely experience growth towards the airport and to the east of town. The location of the flood plain associated with the Milk River will present challenges to growth to the south and west. Some are predicting that the City will grow by 10,000 over the next five to eight years, but the Mayor believes the number will be closer to three to five thousand.

Housing – The community is experiencing a small amount of growth associated with the oil fields and as a result there is a shortage of houses, but there are lots that would be suitable for building. A 100 unit trailer court is planned for an area east of town that may ultimately be annexed. Sewer is the primary barrier to development to the east, as Dry Prairie Water Co. may be able to provide water to that area.

Misc. Notes – Valley County is approximately 5,000 square miles (4,921). Other incorporated communities include Fort Peck, Opheim, Nashua, Hinsdale and St. Marie. When the Glasgow Air Force Base was operating there were an additional 10,000 people in the area.

Follow up:

- Suggests meeting with Rick Seiler, DES manager at 263-1479

Supplementary Materials Provided

- City and County Mill Levies and Values
- Members of the City Council

The Glasgow School District serves an area that includes the City of Glasgow and 17 miles north to St. Marie, 20 miles south to Duck Creek and Fort Peck, 13 miles to the west to Cornwall and 4-5 miles to the east towards Nashua.

The school has a “solid” graduation rate. Virtually all of the starting freshmen graduate, unless their families move away. The number of students who enter and leave the school has stayed stable and the district is not yet experiencing impacts associated with the oil boom. There is some interest by companies in purchasing and redeveloping homes in St. Marie, which may result in increased enrollment.

Currently the community is served by three schools as follows:

The Irlle School – Kindergarten through third grade

East Side School – Fourth through sixth grade

Glasgow High School – Seventh through twelfth grade

If a bond issue is approved by the voters on March 14th, 2013, improvements to the school facilities will enable the following:

There are two school bond issues before the voters, for \$16.8 and \$2 million respectively. (See attached information for details). The cost to property owners would be reduced over time as a result of the construction of the Keystone pipeline. The likelihood of the Keystone Pipeline is increasing with each State’s approval (Nebraska approved the route 1/23/13).

There are currently 820 students enrolled in the Glasgow Schools (grade breakdown attached). Of those, 244 are eligible to ride the school buses and are served by nine buses.

Growth – The system would be able to accommodate growth well. The district is “land rich” and assuming the bond passes, the schools are designed to add “pods” if the school population were to increase. There is a possibility that the District would consider re-opening the North Star elementary school at St. Marie, which has the potential to doubling its population to 1000 over the next few years. This would require significant structural and site work to the school prior to opening.

General – Glasgow serves is a “hub” community in northeast Montana, which gives it stability over the long term.

Supplementary Materials Provided:

- School Enrollment Figures
- Bond Issue Descriptions
- Mill Levies

Brandon Brunell, Fire Department

Date of Interview: January 22, 2013 | Contact Information: 406-263-2726, glasgowfd@yahoo.com

The mission of the fire department is to provide fire protection within the City of Glasgow. The department has two stations, at the north and south ends of the City.

The department responds to an average of 20 calls per year (all fire) and response time varies from two to five minutes. The hospital provides emergency medical response, responding to 300 calls per year. The hospital is considered a EMT-B facility and has no paramedics who serve on ambulance crews.

Staffing – Currently the fire department is served by 22 volunteers and would be full at 28. Volunteers are provided with a small retirement stipend but are otherwise unpaid. The retirement program is supported by 11 mills levied each year, providing about \$500.00 per year per retired firefighter, with retirement qualification set at 20 years of service.

Equipment – The north end station has a 1997 pumper and the south end station has an old truck and a new 2009 engine with compressed air foam. A 1994 ladder truck failed inspection when its ladder twisted. It was replaced by a 75 foot Tele-squirt truck with an engine pumper, which doesn't quite meet the need. The Prairie Ridge assisted living facility is five stories tall and the ladder does not reach the top. A new aerial device would cost between \$600,000 (used) and \$1.5 million (new).

Fire Inspections – The State Fire Marshall conducts inspections with the Public Works Director on public buildings and homes. Abandoned properties present a problem and could be a target for arsonists. The City's ISO Rating is a 4 or 5, where 1 is the best rating.

City-County Cooperation – Calls within a five mile range outside the city are sent to both the city and county fire departments by dispatch automatically through their mutual aid agreement. The airport has its own fire department and dedicated apparatus that is determined and regulated by FAA requirements.

Needs – The department wants to do a better job of providing services to the public and has identified the following critical needs in order to do so:

- Equipment Replacement Planning (Long Range Planning)
- Electronic Records Management
- Roof Repair on its South station (currently in process)
- Improvements to the retirement fund
- Better Standard Operating Guidelines (SOGs) established through an update of the department's bylaws

Bruce Barstad, Chief of Police; **Kathy Granger**, Administrative Assistant/Grant Writer; **Robert Weber**, School Resource Officer/COPS program – Glasgow Police Department

Date of Interview: January 22nd, 2013 | Contact Information: 406-228-8050, bbarstad@nemont.net, kgranger@nemont.net, rweber@nemont.net

The Glasgow Police Department has seven officers and three civilian employees, including one full-time investigator. Its programs include the state authorized Misdemeanor Probation Program established under 46-23-1005 MCA and the Community Oriented Policing Program ("COPS") funded through the US Department of Justice. Staffing is adequate but additional programs would require additional employees. The police force is available 24 hours a day, though not staffed on the street on a 24-hour basis. The police and fire departments share dispatch with the County. Dispatch services are provided to the City at a cost of \$100,000 plus 911 fees associated with 228 prefix telephone numbers.

Misdemeanor Probation Program – This program is victim focused and provides for offender accountability. The state provides \$15,000 annually for this program. A “victim witness” serves as an advocate for victims of crimes through the legal process. As a result the Glasgow Police Department is a model for providing service associated with crimes against persons.

COPS Program - This program places a community solutions officer in the schools during the academic year and in the general community during the summer months, helping facilitate solutions to disputes among neighbors, organizations, etc. and to foster good relationships between the Department and the residents. At \$529,000 for two years, the Glasgow program is the second highest funded in the state.

Trends – Glasgow is experiencing an increase in the intensity of violence in association with domestic violence cases, but not necessarily more cases overall. The overall climate is beginning to change. There has been increased meth use on the Fort Peck Reservation, 14 miles away, and corresponding decrease in prescription drug use. This is often a “thermometer” for what will occur in the general community. The nature of the transient population has changed, which appears to be increasingly made up of persons in supporting jobs in the Bakken.

Growth – Glasgow serves, to some extent, as a “bedroom community”, but the primary population growth is 130 miles to the east. To date, the most visible sign of growth has been increased truck traffic as Glasgow is outside the “epicenter”. There were 505 arrests in 2012 (Kathy will provide data for other years.) Area growth in Culbertson, Bainville, Sidney and Wolf Point have created more overall traffic, which is good for business but bad for crime.

Overall Community Concerns – Abandoned properties and junk vehicles present a safety hazard. At the same time, the community has a need for affordable, safe housing. Incentive programs that reward people for property maintenance should be considered.

Department Needs – It would be beneficial to bring the police and fire departments and the jail together in one building to reduce operation, maintenance and building costs. They are currently sharing bays in the fire hall for indoor vehicle storage (garage).

Supplementary Materials Provided:

State-wide crime data

Information Needed:

Annual crime figures for Glasgow for available years (Kathy)

Samar Fay, Editor, The Glasgow Courier

Date of Interview: January 22nd, 2013 | Contact Information: 406-228-9301, editor@glasgowcourier.com

The population in Glasgow has declined slowly, but changes are looming. Young people are returning to town to work family farms, but are having difficulty finding housing.

Key Issues facing the community – The three key issues are:

- The levee – The Army Corps of Engineers has determined that the area within 15 feet of the toe of the levee must be cleared of vegetation and buildings, before the levee can be certified.
- School Bond – The results of the bond election will have a profound effect on the school system in Glasgow.
- The Keystone Pipeline – As Nebraska clears the way for construction, the pipeline will bring short term construction jobs, which will impact the housing market temporarily. However, the pipe line will provide a substantial increase in taxable value in those areas where the pipeline will be located. This is certainly true for the school district which encompasses areas within and outside Glasgow.

Housing: There is an overall shortage in housing. The hospital built a triplex and purchased two homes to provide housing for new doctors as they look for permanent housing. Teachers need housing but there is a lack of suitable homes/apartments available. In fact, all apartment units are currently full. The cause of the housing shortage could be related to price and quality. There are approximately 900 total units at St. Marie, many of which are vacant and in substantial disrepair. There are about 250 families currently living in St. Marie.

Economy: The economy is stable, but retail shopping for specialty items is limited.

There are good senior housing programs including:

- Nemont Manor – Retirement Community for low-income elderly
- Prairie Ridge – Assisted Living
- Valley View – Nursing Home

Valley County Transit (Colleen Pankratz) provides transportation for people in the area (including seniors).

Growth – It would make sense to incorporate residents to both the east and west into Glasgow.

Lisa Olk, Executive Director, Glasgow Area Chamber of Commerce and Agriculture

Date of Interview: January 22nd, 2013 | Contact Information: 406-228-2222, chamber@glasgowmt.net

The Chamber is a 501-c (3) organization with 220 members from Glasgow and the surrounding communities. Its budget is \$200,000 annually and is event and sponsor supported, rather than member supported. The Chamber holds seven events each year. The Chamber has grants for its programs from the Montana Department of Labor and the Office of Tourism. The Chamber is a member of the Missouri River Country tourism region. Glasgow has a Tourism Business Improvement District (TBID), which brings in \$75,000 of which the Chamber receives \$10,000 per year for activities that support hotel stays.

The Economy – Glasgow’s economy is solid, particularly agriculture. Approximately 50% of Glasgow’s economy is supported by agriculture. Area farms raise wheat, barley, oats and peas. Grain yields for 2012 were 60-70 bushels on dry land and 100 bushels on irrigated lands. It was a very good year for agriculture in Valley County. The hospital and school system are major employers. There are a few new niche businesses, some are home based and some have moved into storefronts downtown. A small number of college graduates are returning to Glasgow to raise their children in Glasgow. *How Business Friendly Are Montana’s 25 Largest Cities?* prepared by the Montana Policy Institute ranks Glasgow third among Montana’s Business-Friendly Cities.

The schools in Glasgow have been designated class B since 1992.

Trends – Oil workers are bringing their families to the Glasgow area, primarily to St. Marie.

Housing Needs – The community has the following needs related to housing:

- More available, affordable housing is needed. For example, Northern Heights (Public Housing Authority, low income housing) has a waiting list (see PHA interview below).
- Rustic Valley, owned privately, also has subsidized apartments, but there are not enough for the demand.
- A 200 person “man camp” is planned in conjunction with the spillway repair activities at the Fort Peck Dam.

Other Community Needs include:

- Rehabilitation of buildings and businesses downtown would help existing businesses and bring others into the community. However, renovation costs are prohibitive. For example, a building (Rundle Bldg) downtown currently has 22 apartments, and is being renovated.

- Increased truck traffic on both Highway 2 and in residential areas has doubled and streets need improvement.
- The City needs a second convention center in addition to the Cottonwood.
- Additional motels are needed; the Cottonwood is often overbooked. (note: Town House Inns is considering a 60-bed convention center on two acres.

Supplementary Information Provided:

- Chamber Member Directory
- Business Directories
- *How Business Friendly Are Montana's 25 Largest Cities?*

**Vickie Bell, RN, BSN, Director, Valley County Health Department and
Karla Thompson, RN and Ella Tweten, RN**

Date of Interview: January 23rd, 2013 | Contact Information: 406-22-8-6263, vbell@valleycountymt.net

The Valley County Health Department serves the residents of Valley County, including Glasgow. Services include:

- Breast and cervical health
- Maternal Child Health
- Limited post-partum home visiting out of base funding (no official program)
- Family Planning and Contraceptive Services
- Immunization Action Program (IAP) – providing all infant vaccines and working with providers, the schools and daycare to keep track of vaccinations over time
- Immunization Records Management for the County
- Disease Reporting
- School Nursing
- Fetal and Infant Child Mortality Review – This state supported program reviews mortality for 20 weeks through 17 years. It evaluates whether death was preventable; e.g., seatbelt use.
- Health screening and referral clinic – blood pressure testing, suture removal
- The Department did have a grant for HIV and SID testing, which are now part of the family planning program.

Valley County is a member of the Northeast Montana Regional Partners, which also includes Daniels, Sheridan, Roosevelt and Richland Counties and the Fort Peck Tribes.

Trends – There are a handful of new people who are coming to the clinic, but most of the clients are existing residents. Newer clients are living in St. Marie. There are an increasing number of people, however, who come to the health department for services who do not have insurance. There are also an increased number of welfare cases (see information from the Valley County Office of Public Assistance below.) The number of kids using chewing tobacco and alcohol has increased and there is an increase in meth use. There has been a slight increase in teen pregnancy. There are an increasing number of SID cases in surrounding counties, but not in Valley County (yet).

Growth – It appears that a limited number of younger people are coming back to Glasgow to earn better wages. The population peaked in 1960, when there were 17,000 people in Valley County. There were split shifts at the high school, but everyone was accommodated.

Needs and Issues include the following:

- The department's building has poor accessibility and a new facility would be helpful.
- The increasing layers of reporting requirements are resulting in poorer services delivery. There appears to be a disconnect between the state and local public health agencies, particularly in rural areas.

- There is a large staff turnover in protective services.
- The mental health program is overworked (contact: Becky Erickson, Eastern Montana Mental Health Case Manager and member of the Glasgow City Council, 406-228-9349 (w), 263-1540 © and 228-8116 (h).
- There is no pediatric practice in Glasgow.

Supplementary Information Provided:

Valley County Community Health Improvement Plan -2011

Randall G. Holom, CEO and Nickolas Dirkes, Director of Marketing,
Frances Mahon Deaconess Hospital

Date of Interview: January 23rd, 2013

Contact Information: 406-228-3601 randy.holom@fmdh.org

Frances Mahon Deaconess Hospital, established in 1911, is a non-profit critical access hospital and its facilities include a primary care clinic. The hospital is currently full staffed and has excess capacity. It is licensed for 25 beds of which 13 are single occupancy but could be doubled. All beds are “swing” and could be used for long term care. They currently see six patients per day, most of which are transitional. They provide some custodial care while a patient waits for nursing home space. The hospital employs 220 FTEs, making it the largest employer in Glasgow.

The hospital is one of three in the state that is an accredited critical access hospital (by the Joint Commission on Accreditation, a private entity).

There are 150 births per year in Glasgow, but that fluctuates when Wolf Point and Poplar don't have coverage. There is no obstetrician in Daniels, Sheridan or Phillips Counties. The hospital does have an orthopedic and a general surgeon.

The hospital owns its own ambulance and fixed wing aircraft for flights to larger hospitals – primarily Billings. The plane is owned cooperatively through Northeast Montana Health Services, which includes Wolf Point and Poplar. The hospital provides ambulance service to Hinsdale and Opheim has its own.

The hospital employs all physicians in town. While the hospital is currently fully staffed, it does have a problem with recruitment when new staff is needed, as doctors retire.

The hospital has prepared a contingency plan in anticipation of Bakken-related growth, but don't anticipate the growth will be significant, given that the oil resources are not present in the vicinity of Glasgow.

There is no formal Hospice program in Glasgow and people requiring dialysis must travel to Poplar. In general, sub-specialties cannot be supported. The area has not been identified as a dental shortage area, but new patients must wait six months for an appointment. The hospital is currently conducting a community needs assessment.

Trends – The hospital has not experienced any increases in emergency room use, bad debt or the number of patients that access their primary care clinic.

General Community – The City of Glasgow is stable. It has experienced some loss of population in the last ten years but is now experiencing some influx due to oil related activity. St. Marie has seen the most growth.

Economy – The city needs more professional level jobs for spouses of doctors. Shopping is limited; e.g. men's professional clothing is unavailable.

Housing – Glasgow has a shortage of quality housing. The hospital built a triplex and purchased two houses to accommodate doctors while they look for permanent housing. There are no rentals available. Entry level hospital positions are generally filled by local residents, so housing for them is not an issue. (Contact Deb Henry at Missouri River Realty for more information on rental market.)

Community Organizations/Cultural Activities: Glasgow is served by the Northeast Mt. Arts Network which features winter concerts and the Fort Peck Summer Theater. There are a variety of local artists and many civic organizations.

Capital Needs – In addition to housing the city needs better street maintenance. Many streets require resurfacing and others require full replacement. There are also areas where sewer services are not adequate.

Supplemental Information Provided: Hospital Annual Reports for 2008, 2010 and 2011

Rocky Zimdars, Executive Director, Public Housing Authority

Date of Interview: January 23rd, 2012 | Contact Information: 406-228-4942

The Public Housing Authority (PHA) has 60 units, all on one site. The units make up what is known as “Northern Heights”, but officially its name is the “Housing Authority of Glasgow”. The complex is made up of 34 buildings housing 10 one bedroom units, 11 two bedroom units, 31 three bedroom units and 8 four bedroom units. Three are currently vacant as they are being rehabilitated/remodeled in anticipation of new tenants. There are approximately 10 families on the waiting list for each bedroom type. Waiting lists are primarily comprised of local residents who have local connections and temporary housing with relatives or friends while they wait. Others are currently living independently, but would like something larger or in better condition.

There are a few people who are “homeless”, but they are living temporarily with families or friends. Availability is a critical issue. There is no homeless shelter in Glasgow.

The PHA has a budget surplus of \$900,000, but is limited in how the funds can be spent as the U.S. Department of Housing and Urban Development (HUD) has placed a moratorium on new housing construction. The PHA is proposing to spend approximately \$800,000 on street, water and sewer improvements at Northern Heights.

Housing in Glasgow – Overall the community needs more housing, but the housing industry is stagnant. The cost of construction and the limited availability of sewer and water in certain parts of town has made it difficult for contractors.

Action of Eastern Montana, out of Glendive manages the Section 8 program. Nemont Manor provides housing for low-income elderly. Rural Development has a couple of projects in Glasgow.

There are no median-income rentals, so some are renting lower-income units and paying market rents. Recently a two bedroom apartment was advertised at \$800 per month.

Karen Anderson, Acting Director, Glasgow Public Library

Date of Interview: January 23rd, 2013 | Contact Information: 406-228-2731

The Public Library is funded jointly by the County (80%) and the City (20%) and is governed by a five-member board, made up of three county and two city members. There are also two non-voting members, one each from the City and County. Karen is serving as the acting director, while the board works to fill the position permanently. There are four part time employees, two working 17-20 hours per week and two working 30 hours per week.

A grant from “Broad Band Tech” provided funds to make the front doors accessible to persons with disabilities and to purchase a handicapped accessible computer (with a magnifier and large keyboard).

Library users are increasingly using Internet services, which can be a gateway for greater interest in reading. Others use the computers as “baby sitters” as kids arrive after school and during the summer to play games on line.

Trends: The staff is starting to see some people associated with the oil boom. Some are looking for housing.

Needs:

- The basement needs to be made accessible and the library needs a new heating system.
- Additional staff training for certifications is needed. Current webinar programs do not reach some of the part time staff.

Supplementary Materials Provided:

Glasgow City-County Library 2012 Statistics Report
Patron counts 2009-2012

Lynne, Valley County Office of Public Assistance

Date of Interview (brief): January 23rd, 2013

Contact Information: 406-228-4022

The Office of Public Assistance serves Valley and Phillips County with offices at Glasgow, Opheim and Wolf Point. The office has seen an increase in the number of children accessing Medicaid and in the number of applications for the SNAP (Supplemental Nutrition Assistance Program – Food Stamps). Typically the office gets 50 to 60 applications per month for Public Assistance. That number rose to 100 in October, 2012 and has leveled off at 80 per month since that time.

The library serves 7800 county residents. Services include:

- Materials Lending
- Inter-Library Loans
- Digital publications through “Montana Library to Go”
- Digital genealogy through “Heritage Quest”
- Tax Form Provision
- Story Time and Reading Programs
- Answer Questions/Information Services
- WIFI and Public Computers

Michelle Tade, Executive Director; **Larry Mires**, former Director; and **Chris Helland**, Board Member; Two Rivers Economic Growth

Date of Interview: January 23rd, 2013

Two Rivers Economic Growth is a 501- c (3) organization, whose mission it is to grow the area's economy while preserving its way of life. Two Rivers provides a starting place for entrepreneurs and helps them identify issues so they can develop a successful business plan. Two Rivers works with the Great Northern Development Corporation in Wolf Point to make low interest loans through the Department of Commerce and local banks. They completed a community assessment in 2003.

Two Rivers also assists non-profits and acts as an umbrella for those organizations that are not yet determined to be tax exempt by the IRS.

Growth: People are buying vacant (blighted) lots in anticipation of growth in the real estate market. St. Marie is taking some pressure off the housing market. Two Rivers has explored the feasibility of extending services east to Gallagher Heights and Highway 24.

The Levee: The levee presents a significant challenge to the community. There are 58 properties adjacent to the levee on the south side. The Army Corps of Engineers has indicated that encroaching structures on these properties will have to be removed. These are all garage or detached structures. The City Council has established a levee safety committee to address levee certification related issues.

Economic Opportunities – Glasgow could serve as an unloading point for fracking sands for the oil fields. The Airport could provide services to companies who cater for oil field workers. Metal fabrication could also occur in Glasgow. Glasgow is part of the Main Street Program and there appear to be fewer vacancies downtown.

Nick Murnion, County Attorney, Valley County

Date of Interview: January 23rd, 2013

Drug Traffic is up, vehicle traffic is up.

- Increase in case load 25 cases/year 3.5 years ago to 40 cases last year.
- Child abuse 5-7 cases average 3.5 years ago, to 25 cases in 2013
- Youth cases 2 or 3 cases 3.5 years ago, to 9 or 10 now

The town of Chinook has a lower case load and a full time deputy. His office will require a full time deputy attorney in the next few years.

Development concerns regarding legality of processes, and proper Land Title procedures.

Dirk Monson, Municipal Operator – Water Treatment Plant

Date of Interview: January 23rd, 2013

Concerns:

Storm drainage spilling into the sanitary sewer system is still a concern in mostly known locations.

There needs to be a plan for upgrading the Water Treatment plant

- Clarifier needs to be rebuilt or replaced (upgrade technology)
- Piping corrosion is an ongoing concern
- Filters and backwash system
- Filter Troughs and diverters, Troughs in Clarifier – need to be replaced/rebuilt
- Gate system @ filter effluent is very crude, and needs to be replaced
- #2 high service pump needs to be replaced
- Turbidimeters are old and need to be upgraded
- The backup chlorinator may not be functional

- The backwash pump is old and needs work
- Water Mains: Cast Iron Mains with breakage issues need to be replaced.
 - Replacement should be valve-to valve in block segments
- The existing AC piping is a fracture loss hazard
- Levee gates need significant work/replacement
 - The 6th avenue gate could be fixed very inexpensively
- Concrete reservoir: Freezing is an issue within the valve vault piping
- Building Energy audits should be done on all facilities
- Building upgrades needed

Ultimately, the need was expressed for a strategy to address these needs (Capital Improvements Plan) and for planning into the future to address O&M and replacement costs.

John Peterson, Parks and Street Department Supervisor

Date of Interview: January 23rd, 2013

Street Department maintains most of the parks, (excepting the Pool and Sullivan Park) and all of the streets. Administration of the parks (excepting the Pool and Sullivan Park) are also their responsibility. Street maintenance includes patching, plowing, minor paving contract admin., sweeping 3 times a year, signing, and street repairs. Unpaved streets get graded three times per year. A street condition inventory needs to be completed.

There is a need for a Streets CIP.

- Paved streets: Many were never properly paved. Clays heave and subside, leaving major issues each spring.
- Havre has a skid steer mounted recycler paver, and a loader-based recycler is very attractive to the City. All sidewalk and curb work is contracted. The City has a very poor and fractured network of sidewalks and curbing.
- The larger garbage trucks are having a detrimental effect on the local streets that are underbuilt.
- Generally, streets have a 3" asphalt section. No rebuild occur, rather overlays.
- The new overlays need chip seals to preserve the investment.

Parks:

Playground equipment needs updating

There is a need for more baseball practice fields

On-street boat and trailer parking is an issue for street maintenance and should be addressed in code with enforcement recommendations.

(Streets inventory will be supplied.)

Sue Dalby, Sullivan Park Trails

Date of Interview: January 23rd, 2013

Sue previously worked with Montana FWP as a Parks Planner.

As a volunteer, Sue wrote 2 grants for the Sullivan Park trails

1. Loop Trail grant for \$40K
2. Connecting Trails Grant for \$20K

These have a 50% match requirement, with in-kind match being approvable.

Sue sees the opportunity to connect critical links within the City, as well as use of the old rail grade on the north/west sides of town, possibly connecting to St. Marie. She suggested identifying corridors for inclusion into the growth Policy so that when opportunities present themselves for funding or construction, there is an identified priority for pedestrians. These opportunities might include funding from Safe Routes to Schools, etc...

Sue currently works at the Job service and can provide information on employment trends.

Steve Stanley: Choice Aviation, Glasgow Airport/Wokal Field

Date of Interview: January 23rd, 2013

Choice Aviation is a contract management services and FBO services provider for Glasgow. (FBO = Fixed Base Operations. This includes fueling, cleaning, mechanical, etc)

There is an interest in increasing the type and scope of services, including a new FBO Building. The Hospital's fixed wing aircraft service/air ambulance includes 5 pilots and services Malta, Glasgow, Wolf Point and Poplar on a cooperative agreement.

All hangars are full, with a waiting list. The local traffic has declined due to costs and the economy, but transient and Canadian traffic is on the rise.

The loss of Customs after 9-11-2001 was a major loss to the airport, as it comprised 400 flights per year. A design for a terminal update was completed to accommodate the security and customs issues, but it never happened. Williston, Cut Bank, Great Falls and Butte have customs.

Silver Airways is the Essential Air Service provider. They offer a \$150 round-trip, \$75 one-way flight to Billings, which sees regular use, including travel for chemotherapy and other appointments.

Growth:

The County wants a new hangar, and Choice would like to expand.

FAA 139 requirements are burdensome and costly. Glasgow uses the 90-10 program that requires a 10% match that is obtained through the Montana Aeronautics. The county contributed \$60K for a \$7 Million runway project (Riverside and RPA Engineering)

There is a potential for a FAA "Thru the Fence" operation at the old AFB on the north end off Johnson Road.

The airport affected area is non-developable. Land transfer for original land grant cannot happen. MT Aeronautics did an Economic Impact Study in 2010-2011 that showed the airport accounted for a \$12M annual impact to the economy of the area. (Debbie Alke)

The Long Run FD provides dedicated airport fire protection.

NOTE: Need to Contact Dora Jean to discuss administration and finance issues.

Cam Shipp, County Sanitarian

Date of Interview: January 23rd, 2013

Cam is the County Sanitarian for Roosevelt, Sheridan and Valley Counties. In the last year he has seen an increase in inquiries about community, residential, industrial sewer systems as well as inquiries about work camps and RV Parks. The interest is primarily north and East of Glasgow, with maybe a dozen projects in the area.

In Scobey, Apache drilling is a big player. He is seeing the scraping of older homes for new \$250K +/- homes, as there are no new hookups allowed. He sees this trend coming to Glasgow as well.

There are some subdivisions on the edge of towns with maybe 12 or 16 total building sites available without any zoning. NEMont beverage is putting in a new facility east of town. Generally, development within 500 feet of services is required to connect. Gallagher heights is a natural extension, but they may fight annexation.

Replacement septic systems in this area (when the existing systems fail) are going to be expensive, maybe \$10K-\$15K.

RV Pumping and tank systems at work camps are a potential problem with 1 dedicated pumper per 100 person camp, and no backup in case of breakdown. The Kirkland subdivision and Idlewyde subdivision have over 100 lots available with mostly speculative buying right now.

Keystone has the Fort Peck camp planned, though they have not yet been approved. McCone County may see some activity on its eastern edge as well.

Rene Clampitt, Valley County Planner, GIS, 911 Addressing
Date of Interview: January 24th, 2013

Valley County has a growth policy completed in 2006 and has adopted subdivision regulations. There is no zoning outside of the Glasgow city limits within Valley County.

The GIS parcel layer is completed and available. GIS layers for the airport influence area, floodplain or land use are not available.

Valley County has seen some subdivision growth; Kirkland Subdivision has 95 lots.

The Fort Peck Reservation planner is Walter White Tail Feather.

BLM might have some land in the proposed "planning area".

APPENDIX B
Summary of Focus Group Meetings



APPENDIX B. Summary of Focus Group Meetings

- Housing Focus Group
- Infrastructure-Services and Facilities Focus Group
- Land Use Focus Group
- Visioning Session

**HOUSING FOCUS GROUP
GLASGOW GROWTH POLICY
WEDNESDAY, MAY 8, 2013 7-9 P.M.**

Attendees:

Rod Karst
Sue Dalby
Barron Parks
Dave Nixdorf
Robert Kempel
Brienne Vine
Kathleen Holland
Nathaniel Holland
Neal Chouinard

Critical Issues Identified:

- Derelict Buildings
- Small lot size (original city lots are 30 feet wide)
- Aging Housing Stock
- Supply of Rental Housing – What’s affordable is not desirable and what’s desirable is not affordable
- Lack of information about housing availability
- Landlord selectivity/screening
- Lack of contractors for new construction, maintenance or rehabilitation (carpenters, electricians, plumbers, etc.)
- Subdivision development costs
- Price of raw materials
- Problems regarding supply of available housing stock for all income levels
 - Desirability
 - Cost
 - Condition
- Inability to recoup investment in rental properties
- Lack of special needs housing
 - Women’s shelters
 - Homeless housing
 - Senior/Assisted Living
- Rent increases due to low vacancy rate
- Uncertainty surrounding the levee certification
- Related Issues
 - 35 families a week (month?) are served by the food bank

Draft Housing Goals:

1. Insure that all residents have access to safe, affordable, quality housing
 - a. Eliminate blighted areas, characterized by derelict structures and vacant lots that currently adversely affect investment in housing.
 - b. Encourage the development of affordable housing stock for lower income residents through renovation of existing housing stock and new construction.
 - c. Encourage the development of workforce housing through renovation of existing housing stock and new construction.

- d. Establish programs and foster partnerships to provide housing for special needs populations
 - i. Homeless
 - ii. Seniors
 - iii. Disabled
 - iv. Victims of Abuse
 - e. Make land available for housing development
 - f. Work in partnership with other organizations including the Great Northern Development Corporation to secure grants for housing
- 2. Address the shortage of skilled labor in the construction industry
 - a. Provide training and apprenticeship opportunities
 - b. Import skilled labor for targeted development projects
 - c. Promote distance learning opportunities
 - 3. Address the uncertainty associated with the Milk River levee
 - a. Study the potential impacts of levee decertification on the housing stock
 - b. Establish a levee committee that will serve in an advisory capacity to the City Council

**INFRASTRUCTURE-SERVICES AND FACILITIES FOCUS GROUP
GLASGOW GROWTH POLICY
THURSDAY MAY 9, 2013 - 9-11 A.M.**

Attendees:

Becky Erickson
Betty Stone
Sue Dalby
Barron Parks
Bob Conners
Vickey Bell
Karla Thompson
Toni Plummer-Alvernaz
Kathleen Holland
Brady Funk
Rene Clampett
Robert Kompel

Critical Issues Identified:

- Impact to first responders associated with growth
 - Burn-out factor for volunteers
 - Employers won't release them for duty
- 38-40% increase in domestic violence cases at the Women's Resource Center = 68 cases per month in Valley County, (not necessarily local residents); 85% related to Bakken
 - Increase in number of children with PTSD and Hyper-Vigilance
 - Increase in level of violence (case workers are in greater danger, reducing ability by half because they have to travel in teams) (Lonnie Isten, ministerial service could verify this)
- 35 families use the Women's Resource Center Food Bank each week (the community-wide food bank is only open once a month)
 - 3% repeat users of system; 97% new families need enough to get by (working poor)
 - Women's food bank relies solely on donations and needs a building
 - Two food banks should work in partnership
- School is seeing more special needs students
 - Transient nature of families means that students have gaps in education
 - More eligible students are riding the buses
- Mental Health Services do not have adequate resources
 - Eligibility requirements for mental health services have become more stringent
 - People seeking services go to the emergency room
 - State support through block grants is uncertain
 - Sequestration results in 9% cuts
- Lack of continuity in treatment because patients change doctors to avoid long waits for appointments (verify)
- We lack information regarding how the transient population growth is affecting services and facilities
- Key to all of this is timing: issues occurring in last year, 6 months
- School has land south of high school for possible residential development
- Shift of population from city to county, city taxes stagnant
- Certified child care shortage – some 24 hours services are needed for parents who work night shifts, e.g. CNAs
- Recreation needs

- Open space
- Bike and pedestrian trails
- Inadequate transportation system
 - Lack of safe rail road and highway crossings
 - Abnormal design of Klein Avenue and state highway
 - Street layout problems
 - Traffic control issues
 - City needs authority to put in stop sign without a resolution
- Not enough people to fill jobs
 - Greater demand for skilled and unskilled work force
 - Using government sponsored visas (J1) to fill positions
 - Living wage issue
- Characteristic of living in Glasgow
 - Isolation, location
 - not on interstate
 - remoteness needs to be countered by the amenities
 - Glasgow is cliquish, new people are not made welcome
- Need strategy for funding non-taxable burden, capital improvements funding
- Bonding to get matching funds for grants
- Bonding moved from A1 to A+
- Rehabilitate houses as a lab to teach construction skills
- Need to market distance learning, community college, dual classes during high school
- People who need training may have low self-esteem issues; lack of morale

Draft Infrastructure-Services and Facilities Goals:

1. Maintain and Improve the Quality of Life
 - a. Child care
 - b. Living wages
2. Ensure that the transportation system adequately addresses all modes of transportation
 - a. Complete street system
 - b. Pedestrian connectivity
 - c. Bike rights education
 - d. Yield flags to cross non-controlled streets
 - e. Safe routes
 - f. Sanctuary/refuge locations
3. Support effective and efficient management of facilities maintenance and improvement
 - a. Capital improvements plan
 - b. Recreation Plan
 - i. Adequate swim facility
 - ii. Trails park open space
 - iii. Providing a variety of recreation programs, partnerships
4. Ensure that temporary growth does not adversely impact city taxpayers
 - a. Evaluate and implement appropriate user fees
 - b. Consider available local option taxes
5. Address impacts associated with a growing transient population
 - a. Raise awareness of the need to address social service deficiencies
 - i. Develop a coordinated multi-agency community profile

**LAND USE FOCUS GROUP
GLASGOW GROWTH POLICY
THURSDAY, MAY 9, 2013 1-3 P.M.**

Attendees:

Betty Stone
Rene Clampett
Robert Kompel
Shawn Andersyn
Dave Nixdorf
Barron Parks

How do you want to grow?

Where is the special place(s)?
Where should new residential land uses be located?
What kind of residential land uses do you want in Glasgow?
Where should new commercial /industrial land uses be located?
What kind of commercial/industrial land uses do you want in Glasgow?
Infill versus annexation?

Critical Issues Identified:

Commercial/Industrial

Commercial and industrial use around railroad historical, now that is kind of land locked
Do we want to separate industrial from commercial? Vs. property rights
West (east of Cherry Creek) railroad spur might be available but might create conflicts
Railroad use to east might be better
Current railroad industrial area might be underutilized
Maybe want more light industrial in town and heavy industrial land annexed
Industrial development north of the Airport on airport land with redevelopment/reutilization of old air force base
Promote development of vacant commercial downtown
Mainstreet beautification grant program submittal July1 for storefront improvements
Along Highway 2 is a good area for commercial development for more vehicle oriented uses
North of Airport needs a truck bypass from the west to serve it and to alleviate pressure on Highway 2
We do not want to ring ourselves with strip commercial
Highway commercial along Highway 2 to the east (24)
Rail access by stock yards
Need a frontage road along Highway 2

Residential

Cherry Creek residential wants water and sewer, but commercial in the area does not want to annex
Residential land use east, west and south of the High School
Priority to infill residential lots
Apartments east and downtown
Support second floor and above for residential downtown
Parking would be a problem with residential downtown

Annexation and City Services Issues

Annexation policy should address wholly surrounded land
How do you convince county taxpayer to annex and pay more taxes?
Dry Prairie water system

City may have to consider permitting sewer service without water services and/or annexation

Zoning Issues

Affordable housing needs smaller lots and multifamily
Need zero lot line opportunities
Stable neighborhoods
Zoning needs to be creative
Reflect historic spatial relationships

Recreation Land Use

Partnership between health services and recreation
Centennial needs bathrooms
Existing eastern (unplatted park) needs to be developed
Need to annex Sullivan Park
Cool area is along the river, need a cooperative program to have trail system along river
Conflict between speed limit along 42 and pedestrian connection to Sullivan park /stock yard
Water access for kayaking
Launch sites need to be developed for kayaks canoes, small boats
Hospital to Sullivan park trail system
Trail etiquette
Maintenance thru adoption groups
Partnerships with extension, master gardener, green thumb, school detention, extra credit

Sense of Place

Wayfinding possibilities, beautification, community character
Defining the entry ways or wayfinding points
Branding
Aesthetics
Library is a special place that needs to be enhanced thru multi-use (coffee shop, outdoors, Wi-Fi)

Draft Land Use Goals:

1. Promote and enhance Glasgow's sense of place
2. Promote infill development
3. Create opportunities for flexibility in land use regulations
4. Consider annexation policy as a tool to manage land use outside the city limits
5. Maintain and enhance mixed use development in downtown
6. Ensure proximity to recreation opportunities
7. Pursue expanded use and enhancement of Milk River
 - a. Create formal river access points for recreation use
 - b. Create a river front trail point

**VISIONING SESSION
GLASGOW GROWTH POLICY
THURSDAY MAY 9, 2013 7-9P.M.**

Attendees:

Samar Fay
Trint Gamas
Susan Henderson
Shawn Andersyn
Dave Nixdorf
Robert Kempel
Rod Karst
Kim Kempel
Barron Parks

What does the City of Glasgow want to be?
What we like (key words)

Sunshine
Golden wheat fields
Family
Home
Prairie
Gateway to Ft Peak reservoir
Safe community
Friendly
The Scottie's
Scottish heritage, kilts bagpipes
Strong community
Trains and the sound of trains
Homestead heritage
No Walmart
Fresh air
Outdoor recreation
Sportsman's paradise secret

What we need, want, would like, wish list

Stronger economy
Industry beyond agriculture, diversification
Keep out kids here, come back after education
More community, neighborhood, space pride
More family services (mental health, crisis, domestic violence, transitional services)
Improved pavement
Snow removal from residential streets
College
Low-income housing
Indoor aquatic center
Youth activities beyond sports and recreation
After school programs
More day care centers
Welcome wagon, newcomers program
Just got to look a little deeper

More cooperation between city and county
Partnerships with other entities (like Ft. Peck reservoir)

Draft Vision Statements:

A friendly safe community dedicated to building families, recreational opportunities and livelihoods with sustainable economic development in Montana's prairie.

Recognize heritage, build the future, live well; a place for family, friends and co-workers to recreate and create memories.

A vibrant family friendly town on the Montana prairie, enjoying its agricultural heritage and outdoor opportunities.

Building on our heritage creating a vibrant future; a prairie home for family to live.

Glasgow - a proud heritage as Montana's friendliest city for family, recreation and building opportunities from our agricultural cornerstone.