

# **2020 Red Lodge Growth Policy**

*Adopted by City Council September 8, 2020*

## **Red Lodge City Council**

*Bill Larson, Mayor; Dave Westwood, Chair of Council; Micah Hoffman,  
Thomas Lyman, Glory Mahan, Rob Weamer*

## **Red Lodge City Planning Board/Zoning Commission**

*Sandy Conlee, President; Al Bloomer, Vice-President; Jeff DiBenedetto,  
Susan Foisy, Polly Richter, Warene Wall, Dave Westwood*

**Maps by Mapmurals©**

*Tom Kohley*

*The City of Red Lodge, Montana. USA*

# **2020 Red Lodge Growth Policy Table of Contents**

<b>1 – INTRODUCTION.....</b>	<b>3</b>
<b>2 – THE PLANNING PROCESS.....</b>	<b>9</b>
<b>3 – INTRODUCING THE POLICIES .....</b>	<b>12</b>
<b>4 – THE JURISDICTION OF THIS PLAN .....</b>	<b>12</b>
<b>5 –CITIZEN PARTICIPATION IN THE PLANNING PROCESS .....</b>	<b>14</b>
<b>6 – MAINTAINING THIS GROWTH POLICY.....</b>	<b>14</b>
<b>7 - SUSTAINABLE URBAN FORM .....</b>	<b>15</b>
<b>8 - THE CENTRAL BUSINESS DISTRICT .....</b>	<b>16</b>
<b>9 – THE COMMUNITY ENTRANCES.....</b>	<b>19</b>
<b>10 – RESIDENTIAL NEIGHBORHOODS AND HOUSING TRENDS.....</b>	<b>22</b>
<b>11 – TRAILS, PARKS AND OPEN SPACE .....</b>	<b>27</b>
<b>12 – FUTURE LAND USE.....</b>	<b>30</b>
<b>13 – INFRASTRUCTURE AND CITY SERVICES.....</b>	<b>33</b>
<b>14 – PUBLIC LANDS.....</b>	<b>46</b>
<b>15 - CLIMATE, ENERGY CONSERVATION AND SUSTAINABILITY.....</b>	<b>48</b>
<b>16 – WILDLAND URBAN INTERFACE.....</b>	<b>49</b>
<b>17 – WILDLIFE CONSIDERATIONS.....</b>	<b>54</b>
<b>APPENDIX 1 - COMPREHENSIVE PARKS PLAN .....</b>	<b>58</b>
<b>APPENDIX 2 – URBAN FORESTRY MANAGEMENT PLAN.....</b>	<b>58</b>
<b>APPENDIX 3 – CAPITAL IMPROVEMENTS PLAN .....</b>	<b>58</b>
<b>APPENDIX 4 – ACTIVE TRANSPORTATION PLAN .....</b>	<b>58</b>
<b>APPENDIX 5 – ENERGY CONSERVATION PLAN .....</b>	<b>58</b>
<b>APPENDIX 6 – COMPREHENSIVE TRAILS PLAN.....</b>	<b>58</b>
<b>APPENDIX 7 – MONTANA DEPARTMENT OF TRANSPORTATION 2009 RED LODGE NORTH CORRIDOR STUDY, FINDING OF NO SIGNIFICANT IMPACT.....</b>	<b>58</b>
<b>APPENDIX 8 – MAPS AND DIAGRAMS .....</b>	<b>58</b>

# 1 – Introduction

## *Sustaining A Sense of Place: The Purpose of the Growth Policy*

Residents of Red Lodge, Montana and the surrounding area enjoy a special sense of place. The historically Western character and pedestrian scale of the City and Central Business District are complemented by stunning views of the Beartooth Mountains and the recreational opportunities available on nearby public lands. These features make Red Lodge uniquely American and a great place to live.

Great places attract great people. Growth creates impacts that need management and attention. The economic future of Red Lodge is increasingly tied to protecting these unique features as the economy in the surrounding area continues to diversify. This diversity includes agriculture, tourism, light industry, recreation, housing, the arts, professional occupations and entrepreneurs. The purpose of the *2020 Red Lodge Growth Policy* is to help the citizens of Red Lodge and the surrounding area sustain and even enhance their sense of place and spirit of community as growth occurs. Specifically, this plan provides policy guidance for the public investment in infrastructure and land use decisions that will determine the pattern and quality of future development.

## *A Preview of the Red Lodge Growth Policy*

The *2020 Red Lodge Growth Policy* is a broad body of public policy, primarily focused on growth and development issues. While it is not a regulatory document in and of itself, once adopted it forms the legal and rational basis for follow-up regulations and programs.

Chapter 2 cites the enabling authority for local planning found in Montana law, then tells how this plan was developed and adopted. Chapter 3 explains the organization of the policies, which are presented as Chapters 4-17.

## *The Growth of Red Lodge*

Red Lodge is nestled in a glacial valley near the base of the Beartooth Mountains in Carbon County, Montana. It is a place of scenic beauty, strong cultural heritage, and is an exceptionally integrated community characterized by its citizens' active participation in public life. Red Lodge is a gateway community to Yellowstone National Park and the Absaroka-Beartooth Wilderness.

The economy of Red Lodge has evolved over the past 100+ years from one based on mining to one based on agriculture to one based on tourism, outdoor recreation and services to a growing professional community, including the arts. Clean air, clean water, and low crime rates are part of Red Lodge's small-town appeal. It is a community that celebrates its agricultural, western, and independent heritage even as it becomes more diverse.

Red Lodge is a very special place that appeals to those attracted to a genuine community feel, wonderful environment, recreational opportunities, general ambiance, and is a place that retains its unique character and culture.

Table 1.1 illustrates the estimated population growth in Carbon County and Red Lodge between 2000 and 2010. Table 1.2 illustrates projected population change in Carbon County and Montana from 2010 to 2060. This data predicts that the current population growth trend will continue. Table 1.3 projects

a 94% increase in people over 65 years of age in Carbon County between 2010 and 2040 while the overall population grows 21%. Overall population growth and the increase in retirees and part-time residents will affect social dynamics and present particular opportunities and challenges for City services.

**Table 1.1: Montana Annual Estimates of the Population for State, Incorporated Places and Balance of County: 2000 to 2010**

	2017 Estimate	2010 Census	Percent Change from Census 2000 to 2010	2000 Census
<b>Montana</b>	1,029,862	989,415	9.7	902,195
<b>Bridger</b>	765	708	-5.0	745
<b>Fromberg</b>	437	438	-9.9	486
<b>Joliet</b>	488	595	3.4	575
<b>Red Lodge</b>	2,349	2,125	-2.3	2,177
<b>Balance of Carbon County</b>	6,427	6,212	13.2	5,486

Source: U.S Census Bureau  
 DP05 – Demographic and Housing Estimates  
 2013-2017 American Community Survey 5-Year Estimates

**Table 1.1A: Population Age Data, 2017**

	Red Lodge	Zip Code 59068	Carbon County	Montana	U.S.
<b>Population</b>	<b>2,349</b>	<b>3,545</b>	<b>10,466</b>	<b>1,029,862</b>	<b>321,004,407</b>
<b>Median Age</b>	<b>46.9</b>	<b>53.4</b>	<b>50.0</b>	<b>39.8</b>	<b>37.8</b>
<b>Under 20 Years</b>	<b>429 18.3%</b>	<b>16.3%</b>	<b>20.0%</b>	<b>24.6%</b>	<b>25.7%</b>
<b>20-34 Years</b>	<b>337 14.3%</b>	<b>11.8%</b>	<b>12.2%</b>	<b>19.7%</b>	<b>20.7%</b>
<b>35-54 Years</b>	<b>715 30.4%</b>	<b>26.6%</b>	<b>25.6%</b>	<b>24.0%</b>	<b>26.1%</b>
<b>55-64 Years</b>	<b>313 13.3%</b>	<b>19.5%</b>	<b>18.5%</b>	<b>14.7%</b>	<b>12.7%</b>
<b>65 Years and Over</b>	<b>555 23.6%</b>	<b>25.8%</b>	<b>23.7%</b>	<b>17.1%</b>	<b>14.9%</b>

Source: U.S Census Bureau  
 DP05 – Demographic and Housing Estimates  
 2013-2017 American Community Survey 5-Year Estimates

Red Lodge has a higher median age (46.9) than Montana (39.8) and the U.S. (37.8), though lower than Carbon County (50.0) as a whole. Red Lodge also has a higher proportion (30.4%) of the population in the middle age bracket of 35-54 than Carbon County (25.6%), Montana (24.0%), or the U.S. (26.1%).

**Table 1.2: Annual Estimates of the Population for Montana and Carbon County: 2010 to 2060**

	2010	2020	2030	2040	2050	2060
<b>Montana</b>	989,415	1,060,332	1,136,559	1,178,903	1,221,703	1,290,209
<b>Carbon County</b>	10,059	10,809	11,662	12,146	12,341	12,862

Source: Census and Economic Information, Montana Department of Commerce

**Table 1.3: Carbon County, Montana Population Projections by Age**

	2010	2020	2030	2040	2050	2060
<b>Carbon County Total Population</b>	10,059	10,809	11,662	12,146	12,341	12,862
<b>Under 15</b>	1,559 (15.5%)	1,452(13.4%)	1,732 (14.9%)	1,790 (14.7%)	1,713 (13.9%)	1,829(14.2%)
<b>15-24</b>	915 (9.1%)	918 (8.5%)	720 (6.2%)	882 (7.3%)	956 (7.7%)	878 (6.8%)
<b>25-64</b>	5,833 (57.9%)	5,671 (52.5%)	5,673 (48.6%)	6,079 (50.0%)	6,503 (52.7%)	6,714 (52.2%)
<b>65 and Over</b>	1,752 (17.4%)	2,769 (25.6%)	3,537 (30.3%)	3,395 (27.9%)	3,169 (25.7%)	3,442 (26.8%)

Source: Census and Economic Information, Montana Department of Commerce

### *Factors Affecting the Local Economy*

Red Lodge’s tourist and outdoor recreation economy is seasonal. Tens of thousands of tourists pass through town from late spring through early fall when the Beartooth All-American Highway is open and serves as a gateway to Yellowstone National Park. In the winter months Red Lodge Mountain draws skiers to town. Additionally, access to public lands associated with the Custer Gallatin National Forest, Absaroka-Beartooth Wilderness Area, public lands managed by the Bureau of Land Management, and public streams and lakes provide opportunities for a diverse mix of outdoor activities drawing visitors and those seeking an outdoor lifestyle to Red Lodge as a place to live.

Red Lodge also has an economy based on retirees, young families, “lone eagles,” artists, professional services and entrepreneurs. As a county seat, some of its economy depends on providing services to the surrounding area. And although the provision of agricultural services is not as strong as it once was, “working the land” (including a focus on local food sustainability) remains an important part of the community’s character. Each of these sectors depends on people who are drawn to the town’s special qualities that are unusual in today’s mass, one-size-fits-all consumer culture. Those qualities include historic downtown architecture, air and water quality, and mountain views from most areas of the town. Red Lodge has a resilient local economy, especially downtown where there are well over 100 entrepreneurial businesses.

Red Lodge has a modern community hospital, clinics and assisted living facilities that are tied to the larger regional hospitals in Billings. The facilities offer Red Lodge residents a wide range of local services while being closely associated with nearby larger hospital systems in Billings.

Red Lodge is committed to the health and growth of young families. It has a high school, elementary and middle school offering quality education to families with school-age children. There are also eleven developed parks for families to enjoy diverse recreational opportunities.

Red Lodge is part of the greater Billings trade market area. The relationship between Red Lodge and the Laurel/Billings area is symbiotic. Northwestern Wyoming and Yellowstone County area residents regularly visit Red Lodge because of its charm, distinctive goods, friendly people, and outdoor recreational opportunities.

**Table 1.4: Employment and Occupations of Red Lodge and Surrounding Area**

	Red Lodge		Zip Code 59068	Carbon County	Montana	U.S.
<b>Population</b>	2,349		3,545	10,466		
<b>Total, 16 Years and Over</b>	2,009		3,115	8,796		
<b>Civilian Labor Force</b>	1,284		1,919	5,338		
<b>Employed</b>	1,284	63.90%	60.60%	58.30%	60.10%	58.90%
<b>Unemployed</b>	N/A	N/A	1.00%	2.40%	3.00%	4.10%
<b>Armed Forces</b>	0%		0%	0.20%	0.40%	0.40%
<b>Not in Labor Force</b>	725	36.10%	38.40%	39.10%	36.40%	36.60%
<b>Occupation(Industry)</b>	1,284					
<b>Education Services (NAICS 61) Health Care and Social Assistance (NAICS 62)</b>	273	21.30%	21.10%	20.00%	23.40%	23.10%
<b>Arts, Entertainment, and Recreation (NAICS 71) Accommodation and Food Services (NAICS 92)</b>	258	20.10%	16.20%	10.80%	10.90%	9.70%
<b>Construction (NAICS 23)</b>	140	10.90%	11.40%	8.90%	8.20%	6.40%
<b>Professional, Scientific and Technical Services (NAICS 54) Management of Companies and Enterprises (NAICS 55) Administrative and Support Services, and Waste Management/Remediation Services (NAICS 56)</b>	123	9.60%	9.20%	6.20%	8.30%	11.30%
<b>Retail Trade (NAICS 44-45)</b>	105	8.20%	9.00%	10.80%	11.90%	11.40%
<b>Other Services, except Public Administration (NAICS 81)</b>	90	7.00%	5.40%	4.50%	4.90%	4.90%
<b>Finance and Insurance (NAICS 52) Real Estate Rental and Leasing (NAICS 53)</b>	80	6.20%	5.80%	5.30%	5.60%	6.60%
<b>Agriculture, Forestry, Fishing, and Hunting (NAICS 11) Mining, Quarrying, Oil and Gas (NAICS 21)</b>	70	5.50%	9.10%	14.40%	7.00%	1.90%
<b>Public Administration (NAICS 92)</b>	63	4.90%	3.60%	4.60%	6.10%	4.70%
<b>Manufacturing (NAICS 31-33)</b>	32	2.50%	4.00%	3.90%	4.70%	10.30%
<b>Information (NAICS 51)</b>	28	2.20%	1.50%	0.90%	1.70%	2.10%
<b>Transportation and Warehousing (NAICS 48-49 ) Utilities (NAICS 22)</b>	17	1.30%	1.80%	7.70%	5.00%	5.10%
<b>Wholesale Trade (NAICS 42)</b>	5	0.40%	2.00%	1.90%	2.40%	2.70%

Source: U.S. Census Bureau  
 DP03 - Selected Economic Characteristics  
 2013-2017 American Community Survey 5-Year Estimates  
 NAICS=North American Industry Classification System

Red Lodge employment is unique in that the arts/accommodation and food services sector (20.1%) is well above state and national averages (Table 1.4).

**Table 1.5: Land Ownership in Carbon County and the United States**

	Carbon County, MT		U.S.	
<b>Total Area (Acres)</b>	1,319,281		2,301,106,907	
<b>Private Lands</b>	701,109	53.10%	1,383,075,581	60.10%
<b>Conservation Easement</b>	27,645	2.10%	19,026,854	0.80%
<b>Federal Lands</b>	575,058	43.60%	649,455,740	28.20%
<b>Forest Service</b>	326,975	24.80%	192,507,338	8.40%
<b>BLM</b>	220,492	16.70%	242,951,818	10.60%
<b>National Park Service</b>	27,330	2.10%	78,773,678	3.40%
<b>Military</b>	0	0.00%	22,945,136	1.00%
<b>Other Federal</b>	261	0.00%	112,277,770	4.90%
<b>State Lands</b>	42,970	3.30%	194,258,469	8.40%
<b>State Trust Lands*</b>	40,534	3.10%	46,116,200	2.00%
<b>Other State</b>	2,436	0.20%	148,142,269	6.40%
<b>Tribal Lands</b>	145	0.00%	66,666,114	2.90%
<b>City, County, Other</b>	0	0.00%	7,650,993	0.30%

Source: headwaterseconomics.org

**Table 1.6: Components of Federal Land Payments to Carbon County, FY 2017 (FY 2017 \$s)**

	Carbon County, MT		U.S.	
<b>Total Federal Land Payments</b>	1,150,266		2,336,738,418	
PILT	1,094,898	95.20%	464,550,590	19.90%
Forest Service Payments	30,277	2.60%	292,595,278	12.50%
BLM Payments	24,913	2.20%	120,062,090	5.10%
USFWS Refuge Payments	178	0.00%	21,047,441	0.90%
Federal Mineral Royalties	0	0.00%	1,438,483,019	61.60%

Source: headwaterseconomics.org

**Table 1.7: Comparison of Indicators of Economic Contribution of Public Land Amenities**

Potential Indicators of Amenity Growth	Carbon County, MT	U.S.	Difference
Federal Public Land (% Total Land Area)	43.6%	28.2%	15.4%
Protected Federal Public Land (Class A % Fed. Land Area)	38.0%	40.1%	-2.1%
Population (% Change 1990-2016)	29.5%	29.4%	0.1%
Migration (% of Population Change 2000-2017)	100.0%	37.5%	62.5%
Residential Acres (% Change of Total Land Area 2000-2010)	71.4%	12.3%	59.1%
Residential Acres/Person (% Change 2000-2010)	63.0%	2.0%	61.0%
Second Homes (% of Total 2016)	21.7%	4.0%	17.7%
Services (% of Total Non-Government Jobs, Change 2001-2016)	2.1%	5.5%	-3.4%
Non-Services (% of Total Non-Government Jobs, Change 2001-2016)	-3.8%	-5.5%	1.7%
Non-Labor Income (% Change 1970-2016)	313.5%	359.1%	-45.6%
Labor Earnings (% Change 1970-2016)	136.9%	150.9%	-14.0%
Travel & Tourism (Jobs % Change 1998-2016)	30.6%	16.2%	14.4%
Non-Travel & Tourism (Jobs % Change 1998-2016)	-16.5%	-2.5%	-14.0%

Source: headwaterseconomics.org

Table 1.5 shows Carbon County has a lower proportion of private land (53.1%) than the U.S. average (60.1%). The opposite is true of federal land, where Carbon County has a higher proportion (43.6%) than the U.S. average (28.2%). A basis for the Red Lodge outdoor recreation and tourism economy is proximity and access to public lands. This contributes to the unique economic and employment profile for Carbon County (Table 1.4 and Table 1.7). Carbon County has a larger proportion of second homes, percent change in larger residential acres per person, and travel and tourism jobs compared to the United States.

Table 1.6 provides a summary of payments to Carbon County based on federally managed public lands in the County. The largest source of federal land payments in Carbon County is Payment in Lieu of Taxes (PILT), making up 95.2% of these payments (Table 1.6). This is much higher than the U.S. average of 19.9% of federal land payments coming from PILT.

Red Lodge is part of the Greater Yellowstone Region. Red Lodge strives to be a good neighbor by sustaining our ecosystem functions and offering opportunities for a meaningful quality of life. It is recognized that land use, housing, transportation, open space and other issues are larger than the City limits, and local decisions have regional impacts. Red Lodge will continue to pursue collaborative approaches to resolve our most complex socioeconomic and natural resource challenges by



participating in organizations that are dedicated to preserving a healthy environment and shaping a prosperous regional economy.

## 2 – The Planning Process

This chapter describes the *2020 Red Lodge Growth Policy* planning process. It begins by citing the authority for local planning found in Montana law, and then presents a brief chronological account of how the *2020 Red Lodge Growth Policy* was developed.

### *Legal Authority for Local Planning*

Section 76-1-106 of the Montana Code Annotated (MCA) defines the role of the Planning Board. Section 76-1-601, MCA offers guidance for the contents of a growth policy. Sections 76-1-602-604, MCA give the procedure for adoption of a growth policy. Sections 76-1-605-606, MCA explain the use of growth policies and their effect on general policy, pattern of development, zoning regulations, and subdivision regulations.

### *Excerpts from 2019 Montana Code Annotated*

#### **76-1-106. Role of planning board.**

- (1) To ensure the promotion of public health, safety, morals, convenience, or order or the general welfare and for the sake of efficiency and economy in the process of community development, if requested by the governing body, the planning board shall prepare a growth policy and shall serve in an advisory capacity to the local governing bodies establishing the planning board.
- (2) The planning board may propose policies for:
  - (a) subdivision plats;
  - (b) the development of public ways, public places, public structures, and public and private utilities;
  - (c) the issuance of improvement location permits on platted and unplatted lands; or
  - (d) the laying out and development of public ways and services to platted and unplatted lands.

#### **76-1-601. Growth policy – contents.**

- (1) A growth policy may cover all or part of the jurisdictional area.
- (2) The extent to which a growth policy addresses the elements listed in subsection (3) is at the full discretion of the governing body.
- (3) A growth policy must include:
  - (a) community goals and objectives;
  - (b) maps and text describing an inventory of the existing characteristics and features of the jurisdictional area, including:
    - (i) land uses;
    - (ii) population;
    - (iii) housing needs;
    - (iv) economic conditions;
    - (v) local services;
    - (vi) public facilities;
    - (vii) natural resources;
    - (viii) sand and gravel resources; and
    - (ix) other characteristics and features proposed by the planning board and adopted by the governing bodies;

- (c) projected trends for the life of the growth policy for each of the following elements:
    - (i) land use;
    - (ii) population;
    - (iii) housing needs;
    - (iv) economic conditions;
    - (v) local services;
    - (vi) natural resources; and
    - (vii) other elements proposed by the planning board and adopted by the governing bodies;
  - (d) a description of policies, regulations, and other measures to be implemented in order to achieve the goals and objectives established pursuant to subsection (3)(a);
  - (e) a strategy for development, maintenance, and replacement of public infrastructure, including drinking water systems, wastewater treatment facilities, sewer systems, solid waste facilities, fire protection facilities, roads, and bridges;
  - (f) an implementation strategy that includes:
    - (i) a timetable for implementing the growth policy;
    - (ii) a list of conditions that will lead to a revision of the growth policy; and
    - (iii) a timetable for reviewing the growth policy at least once every 5 years and revising the policy if necessary;
  - (g) a statement of how the governing bodies will coordinate and cooperate with other jurisdictions that explains:
    - (i) if a governing body is a city or town, how the governing body will coordinate and cooperate with the county in which the city or town is located on matters related to the growth policy;
    - (ii) if a governing body is a county, how the governing body will coordinate and cooperate with cities and towns located within the county's boundaries on matters related to the growth policy;
  - (h) a statement explaining how the governing bodies will:
    - (i) define the criteria in 76-3-608(3)(a); and
    - (ii) evaluate and make decisions regarding proposed subdivisions with respect to the criteria in 76-3-608(3)(a);
  - (i) a statement explaining how public hearings regarding proposed subdivisions will be conducted; and
  - (j) an evaluation of the potential for fire and wildland fire in the jurisdictional area, including whether or not there is a need to:
    - (i) delineate the wildland-urban interface; and
    - (ii) adopt regulations requiring:
      - (A) defensible space around structures;
      - (B) adequate ingress and egress to and from structures and developments to facilitate fire suppression activities; and
      - (C) adequate water supply for fire protection.
- (4) A growth policy may:
- (a) include one or more neighborhood plans. A neighborhood plan must be consistent with the growth policy.
  - (b) establish minimum criteria defining the jurisdictional area for a neighborhood plan;
  - (c) establish an infrastructure plan that, at a minimum, includes:
    - (i) projections, in maps and text, of the jurisdiction's growth in population and number of residential, commercial, and industrial units over the next 20 years;
    - (ii) for a city, a determination regarding if and how much of the city's growth is likely to take place outside of the city's existing jurisdictional area over the next 20 years and a plan of how

the city will coordinate infrastructure planning with the county or counties where growth is likely to take place;

(iii) for a county, a plan of how the county will coordinate infrastructure planning with each of the cities that project growth outside of city boundaries and into the county's jurisdictional area over the next 20 years;

(iv) for cities, a land use map showing where projected growth will be guided and at what densities within city boundaries;

(v) for cities and counties, a land use map that designates infrastructure planning areas adjacent to cities showing where projected growth will be guided and at what densities;

(vi) using maps and text, a description of existing and future public facilities necessary to efficiently serve projected development and densities within infrastructure planning areas, including, whenever feasible, extending interconnected municipal street networks, sidewalks, trail systems, public transit facilities, and other municipal public facilities throughout the infrastructure planning area. For the purposes of this subsection (4)(c)(vi), public facilities include but are not limited to drinking water treatment and distribution facilities, sewer systems, wastewater treatment facilities, solid waste disposal facilities, parks and open space, schools, public access areas, roads, highways, bridges, and facilities for fire protection, law enforcement, and emergency services;

(vii) a description of proposed land use management techniques and incentives that will be adopted to promote development within cities and in an infrastructure planning area, including land use management techniques and incentives that address issues of housing affordability;

(viii) a description of how and where projected development inside municipal boundaries for cities and inside designated joint infrastructure planning areas for cities and counties could adversely impact:

(A) threatened or endangered wildlife and critical wildlife habitat and corridors;

(B) water available to agricultural water users and facilities;

(C) the ability of public facilities, including schools, to safely and efficiently service current residents and future growth;

(D) a local government's ability to provide adequate local services, including but not limited to emergency, fire, and police protection;

(E) the safety of people and property due to threats to public health and safety, including but not limited to wildfire, flooding, erosion, water pollution, hazardous wildlife interactions, and traffic hazards;

(F) natural resources, including but not limited to forest lands, mineral resources, sand and gravel resources, streams, rivers, lakes, wetlands, and ground water; and

(G) agricultural lands and agricultural production; and

(ix) a description of measures, including land use management techniques and incentives, that will be adopted to avoid, significantly reduce, or mitigate the adverse impacts identified under subsection (4)(c)(viii).

(d) include any elements required by a federal land management agency in order for the governing body to establish coordination or cooperating agency status as provided in 76-1-607.

(5) The Planning Board may propose and the governing bodies may adopt additional elements of a growth policy in order to fulfill the purpose of this chapter.

### *How This Growth Policy Was Developed*

Red Lodge has a long history of planning, beginning with the Red Lodge Master Plan of 1995. In 2000 a review of the 1995 Plan was completed and incorporated into the first Growth Policy, adopted in

2001. Montana State Statute requires reviewing the growth policy every five years and revising it if necessary.

The Growth Policy was updated in 2008, 2013 and 2015. Major updates of the Growth Policy occurred in 2008 and 2013. Subsequent updates have not significantly changed the structure of the document. The latest revision began on October 23, 2018 when the Red Lodge City Council charged the Planning Board with updating and preparing a new Growth Policy for their consideration. The Planning Board has conducted 27 public work sessions to complete this update of the Growth Policy, resulting in the adoption of the *2020 Growth Policy*.

### **3 – Introducing the Policies**

The remainder of this document consists of the policy statements that will guide the Planning Board/ Zoning Commission and elected officials as they make land use and public investment decisions. The following elements are frequently used throughout this document:

1. An introduction, which includes a brief description of the public involvement in the development of the policy;
2. A description of the facts on which the policy is based, including references to state law, other documents, and new information;
3. A goal, which expresses the policy in a general way; and
4. Several strategies are presented to implement that goal. The strategies present the specific intent of this plan and, taken together, constitute an agenda for action by the Planning Board/ Zoning Commission and elected officials.

There are two types of strategies: investments and regulations. Investment strategies call for the City of Red Lodge (or, in certain cases, other agencies) to spend money, or at least time and energy. Regulatory strategies call for the adoption of a development code (or, in certain cases, amendments to existing ordinances) that will require new development to conform to the *2020 Red Lodge Growth Policy*.

The organization of the policy statements reflects the physical structure of Red Lodge and the surrounding areas. They address the central business district, new commercial and industrial development, the entrances to the City, residential neighborhoods, public lands, open space, trails and parks, and the wildland-urban interface. There are additional policy statements regarding City services, climate protection and mitigating human-wildlife conflicts. The first three policy statements, however, deal with the administration of the planning process, including the jurisdiction of the *2020 Red Lodge Growth Policy*.

### **4 – The Jurisdiction of This Plan**

Corporate limits define the jurisdiction of this plan. Montana law promotes cooperative planning in urbanizing areas by providing for the creation of city-county planning boards (see §76-1-101, MCA, et seq.). Residents of the area around Red Lodge were encouraged to be involved in developing the *2020 Red Lodge Growth Policy*. Future land use maps include lands outside corporate limits and may be used

to plan cooperatively with Carbon County and guide annexation policy. Future land use is addressed in Section 12 of this Growth Policy. The Future Land Use Map can be found in Appendix 8.

### ***Planning Background***

This *2020 Red Lodge Growth Policy* will influence development outside Red Lodge. Montana law (§76-3-601(2)(b), MCA) requires Carbon County to submit any proposal for a subdivision within one mile of the City limits for “review and comment” by the City. Also, the Carbon County Subdivision Regulations provide for subdivision review by affected agencies in III-B-4 and IV-B-4.

The citizens of Red Lodge depend on facilities outside City limits. The City’s main water source is a treatment plant on the West Fork of Rock Creek, more than a mile to the southwest. The sewage treatment plant is located northeast of City limits. The City Public Works shop is located on U.S. Highway 212 south of town. These facilities represent substantial public investments, the value of which could be adversely affected by incompatible development.

### ***Planning Jurisdiction Goals***

1. The *2020 Red Lodge Growth Policy* will guide development in the City of Red Lodge and serve as the basis for the City’s review of proposed developments in the Planning Jurisdiction Area.
2. The City will work with the Carbon County Planning Board and Carbon County Commissioners to implement the goals and objectives of the *2020 Red Lodge Growth Policy*.

### ***Strategies for Implementing the Planning Jurisdiction Goals***

#### ***Investments and Regulations***

- A. The Mayor, the Red Lodge City Council, and Red Lodge Planning Board/Zoning Commission will actively work to build a cooperative relationship with its county counterpart and the establishment of a city-county planning jurisdiction, including extra-territorial zoning.
- B. There are significant differences between the economy of the Red Lodge area and the agricultural and commuting economy of the rest of Carbon County. Those differences shall be considered in the policies of any future city-county planning board.
- C. The City of Red Lodge will provide adequate funding to support the administration of the *2020 Red Lodge Growth Policy*, including an adequate training budget for the Mayor, City Council members, Planning Board/Zoning Commission members, and the planning staff.
- D. The City will encourage the Carbon County Planning Board and Carbon County Commissioners to consult this plan when making land use decisions in the Red Lodge area. The City will work cooperatively with Carbon County to ensure that growth is consistent with the character of Red Lodge.
- E. Policies should encourage compact, cost-efficient, community-enhancing growth in the City while discouraging incompatible growth within the Red Lodge Planning Jurisdiction.
- F. The City and County will work together to ensure new developments and/or subdivisions near the City of Red Lodge within the Urban Growth and Planning Jurisdiction Boundaries are consistent with the goals of the *2020 Red Lodge Growth Policy*. All developments and subdivisions requesting the use of City services or annexation into the City shall comply with the *Red Lodge Zoning Regulations* and the *2020 Red Lodge Growth Policy*. The *Red Lodge Zoning Regulations* will include specific provisions protecting existing development and projects that are underway from the potentially adverse impacts of the adoption of, or changes in, this policy or the code.

- G. The Zoning Regulations shall incorporate the concepts of “nonconforming uses” and “legal nonconforming structures, lots, and uses.”

## **5 – Citizen Participation in the Planning Process**

The citizens of Red Lodge and the surrounding area had ample opportunity to be directly involved in developing the *2020 Red Lodge Growth Policy*. Chapter 1 describes those opportunities.

### ***Planning Background***

Citizen participation is just as important in implementing a growth policy as in developing one. Montana law requires public hearings in certain cases, but a successful local planning process demands more. The goal and strategies of this policy statement provide for an ongoing public dialogue about the community’s future.

### ***Citizen Participation Goal***

The City of Red Lodge will continue to encourage public involvement in the review of the *Growth Policy*. The Mayor, City Council, and the Planning Board/Zoning Commission should actively communicate through media goals and issues as they arise.

### ***Strategies for Implementing the Citizen Participation Goal***

#### ***Investments and Regulations***

- A. The City of Red Lodge will actively encourage public involvement with the City Planning Board.
- B. The City of Red Lodge will encourage involvement of youth in local government. This can be accomplished by working with the High School Government classes and inviting students to attend and participate in City Council meetings.
- C. The *Red Lodge Zoning Regulations* will incorporate all legal requirements for citizen participation in the planning process.
- D. The City will expand its outreach methods using the latest technology and multiple media platforms and establish policies that result in residents and businesses being better informed.
- E. The City of Red Lodge will evaluate and make decisions regarding proposed subdivisions, and other development and use permits in conformance with state and local regulations and the *2020 Red Lodge Growth Policy*. Public hearings regarding proposed subdivisions and other developments will be conducted according to state regulations and policies in the *Red Lodge Zoning Regulations*.

## **6 – Maintaining This Growth Policy**

The *2020 Red Lodge Growth Policy* captures the community’s ongoing discussion of land use and growth issues. Times change, however, and the experience gained in implementing these policies will suggest certain revisions.

### *Amending the 2020 Red Lodge Growth Policy*

Frequent growth policy changes could damage the credibility of local planning efforts by undermining one of the main advantages this plan offers – predictability about what is encouraged and permitted. Any recommendation or request for a policy change should go through analysis of the proposed policy and its consequences, followed by public discussion and hearings including opportunities for potentially affected stakeholders to be heard.

### ***Plan Maintenance Goals***

1. The *2020 Red Lodge Growth Policy* will not be amended in the first year after adoption, except for new or updated appendices.
2. Every five years the *Growth Policy* will be reviewed in greater depth with public comment and revised if necessary.
3. This document may be supplemented by other planning documents of the City or County and should be encouraged as they provide greater detail on a specific topic than can reasonably be contemplated in this document. Examples could include, but are not limited to, Neighborhood Plans, Housing Plans, Comprehensive Parks Plan, Capital Improvements Plan, Economic Development Strategies, Active Transportation Plan, Sustainability Plan and Carbon County Historic Preservation Plan.

### ***Strategies for Implementing Plan Maintenance Goals***

#### ***Investments and Regulations***

- A. The Planning Board/Zoning Commission plays a key role in maintaining the *Growth Policy*. Members of the Planning Board/Zoning Commission serve staggered two-year terms and are appointed in accordance with Montana Code Annotated 76-1-221. All Board meetings are appropriately noticed and the public is always welcome.
- B. The City of Red Lodge will provide funding to support the administration of the *2020 Red Lodge Growth Policy*, including a training budget for the Mayor, City Council members, Planning Board/Zoning Commission members and the Planning staff.
- C. The Planning Board shall meet at least quarterly as prescribed by Montana Code Annotated 76-1-301.
- D. Planning Board/Zoning Commission may create advisory committees that deal with the greatest concerns of the public as expressed in forums and public meetings.
- E. The *Red Lodge Zoning Regulations* will include specific provisions protecting existing development and projects that are underway from additional requirements from the adoption of, or changes in, this policy or the code.
- F. For consistent and fair enforcement, the Red Lodge Zoning Regulations should be reviewed and revised to implement the *2020 Red Lodge Growth Policy* and other mandatory provisions.

## **7 - Sustainable Urban Form**

All new development within Red Lodge should incorporate the elements of sustainable urban form. There are seven common elements related to sustainable urban forms:

1. Compactness: New development should be infill projects or occur adjacent to current development. Infill development reduces the long-term maintenance costs of City infrastructure and should be sought whenever possible.
2. Sustainable Transport: New development should be pedestrian friendly. Design should be of a scale appropriate to walking, cycling, and efficient public transport and have a compactness that encourages social interaction.
3. Density: Low-density development is the single greatest factor that increases transit use. Red Lodge should continue to allow multi-family housing options on relatively small lots within the City and higher densities when feasible.
4. Mixed land uses: Encourage commercially zoned properties to be used for a mixture of commercial uses and residential uses. Higher residential density housing options in commercial districts should be explored.
5. Diversity: Encourage a variety of housing types, building densities, household sizes, ages, cultures and incomes.
6. Passive solar design: Design, siting, orientation, layout, and landscaping can make the optimum use of solar gain and microclimatic conditions to minimize the need for space heating or cooling of buildings by conventional energy sources.
7. Greening: Greening seeks to embrace nature as integral to the City itself and to bring nature into the life of residents through a diversity of open landscapes.

The objective of this Growth Policy is to incorporate the elements of Sustainable Urban Form in the goals and strategies throughout this document.

## **8 - The Central Business District**

### ***Central Business District Goal***

The Red Lodge Commercial Historic District and Central Business District must continue to be the retail, service, governmental, social, and cultural heart of Red Lodge. Public investment and land use decisions must be consistent with this goal, and strive for the long-term health of the Central Business District. Historic Structures need special attention and incentives to preserve the character while addressing potential risks such as substandard infrastructure and fire risk.

### ***Description***

The Central Business District is where the people of Red Lodge and the surrounding area collect their mail, shop, dine, conduct public business and stage events. Its historic buildings and pedestrian scale are also the foundations of its appeal to visitors and the small-town character residents cherish.

Retaining the traditional character of downtown Red Lodge was among the issues most frequently listed by the people who took part in developing the original *1995 Red Lodge Master Plan* as well as previous Red Lodge Growth Policies (2001, 2008, 2013, and 2015) Red Lodge continues to maintain a healthy Central Business District.



## *Planning Background*

In the 1980's the Carbon County Historical Society led the charge to officially designate the Red Lodge Commercial Historic District, the Hi Bug Historic District, and other notable properties on the National Register of Historic Places.

Red Lodge's assets include distinctive architecture, a pedestrian-scaled environment, personal service, local ownership and a growing arts community. Commercial development shall be thoughtfully designed to complement the traditional downtown district.

The Central Business District extends along Broadway Avenue, U.S. Highway 212, from 5th Street to 14th Street. It is one-half to two blocks deep west of Broadway Avenue and one-half to one block deep to the east of Broadway Avenue. The Red Lodge Commercial Historic District, which is on the National Register of Historic Places, has smaller boundaries and is located totally within the Central Business District. Both the Central Business District and the Commercial Historic District are illustrated on the Future Land Use Map in this document.

The *1986 Red Lodge Revitalization Master Plan* is still a vital source of information which offers detailed guidelines for restoring existing buildings and design renderings for redeveloped properties. It also recommends actions including zoning regulations and site plan review standards to provide a support system for the historic downtown.

The *2006 Downtown Red Lodge Assessment and Action Plan* has been a valuable guiding document. However, some of the information is now out of date and an update would make this document more useful. Red Lodge was selected in 2006 to become a pilot community in the first year of Montana's Main Street Program and in 2016 was accepted as an affiliate member community of the Main Street Program coordinated by the Montana Department of Commerce. The activities of this partnership are coordinated by the Red Lodge Chamber of Commerce. Activities include securing funds for the development of a Wayfinding Plan and the fabrication and installation of wayfinding signs. Activities also include preparation of a quarterly Mainstreet Report on downtown Red Lodge for the Montana Department of Commerce.

## *Elements of a Healthy Central Business District*

The National Main Street Center has identified four elements in the health of small-town business districts.

- *First, there must be an organization that can represent the unique concerns of the central business district to the city government and ensure that the other three elements are present.*
- *Second, there must be promotions, including events that bring people downtown.*
- *Third, the central business district must have a sound economic base, adapting to change as necessary. Housing must be maintained in and near the business district and government offices must be kept downtown.*
- *Finally, the design of the building facades, site plans, signs, and landscape, must be functional, appealing, and in keeping with the historical character of the Central Business District.*

## ***Strategies for a Healthy Central Business District***

### ***Investments and Regulations***

- A. Parking is a concern of Central Business District merchants. The relationship between the cost of urban land and parking is a barrier to urban infill development. The City of Red Lodge has minimal off-street parking requirements (for landowners/developers) in the Central Business District; the City, in conjunction with the landowners within the Central Business District are encouraged to provide parking to support the downtown. Parking facilities help support and retain businesses and residents, encourage compatible development and renovation/redevelopment and provide convenient access to businesses and other land uses. Parking lots, bicycle racks, and garages should be strategically placed to ease traffic congestion, improve the pedestrian environment and encourage non-motorized travel. Thus, parking should be thought of as a service, and the amount and locations where parking is provided should be strategically planned. Both visitors and residents will be more inclined to park and walk along pleasant streets. Market forces drive some types of development to provide parking as part of the development (e.g. residential, hotels), but parking requirements will make infill goals difficult. The City should analyze planning and funding options to manage parking in the City center.
- B. The City should take the lead in developing strategies to serve parking in the downtown. The City should encourage travel connections throughout the region.
- C. The City has adopted a Wayfinding Plan to provide visitors with information about parking options, as well as parks, trails, and cultural facilities.
- D. The City has adopted an *Active Transportation Plan* (Appendix 4) to encourage walking, as well as other transit modes.
- E. A Design Review process should be followed to maintain the historic character of the central business district. Design review will apply to site plans, the restoration or expansion of existing buildings, and new construction in the Commercial Historic District, Central Business District and Community Entrances. The process is conducted by the Planning Board/Zoning Commission, appointed by the Mayor, City Council, and County Commissioners and guided by specific design review standards as delineated in the *Red Lodge Zoning Regulations*. The Red Lodge Design Review standards should consider: The *Red Lodge Revitalization Master Plan*, the Secretary of the Interior's Standards for Rehabilitation, the traditional central business land use pattern and other pertinent documents. The City of Red Lodge should work with the Carbon County Community Historic Preservation Officer to review standards and development applications. The City shall encourage the Historical Society, the Chamber of Commerce and other interested parties to produce interpretive information to visually define the character of downtown Red Lodge.
- F. New construction in the Central Business District should follow the same guidelines as those established for the restoration and expansion of existing buildings in that district. The downtown can only remain alive by integrating a variety of businesses, residential space, and other uses in keeping with the historical character of the Central Business District.
- G. Zoning and other regulations encourage revitalization of existing buildings and compatible development within the Central Business District.
- H. The City coordinates with the Montana Department of Transportation (MDT) to assure that the U.S. Highway 212 through Red Lodge continues to be consistent with the goals of the *2020 Growth Policy* and the *Active Transportation Plan* (Appendix 4).
- I. Conversion of existing residential structures to commercial use will be permitted in the Central Business Zoning District. A Central Business Transition Zoning District will be used to facilitate

the transition between the Central Business District and residential districts primarily through conversion of existing residential structures where such uses will not generate nuisances affecting adjoining homes, or result in the gradual deterioration of the neighborhood due to land use conflict.

## 9 – The Community Entrances

Citizens of Red Lodge and the surrounding area care about the visual appeal of the entrances to their community. This view has been consistent beginning with the 1995 Red Lodge Master Plan and subsequent Growth Policies. Residents build their sense of place around the historic character of the Central Business District, mountain views, and the entrances to their community. They recognize that attractive entrances are essential to Red Lodge’s character, sense of place, community appeal, the health of the community and local economy.

Community entrances send immediate visual messages to travelers. The entrances to Red Lodge are unique, avoiding the classic commercial strip development typical of many other communities where the entrance to the next town looks like the exit from the last. The entrances to Red Lodge are still developing. They have the potential to continue conveying a message that Red Lodge is unique, “This place is special. If you live here, welcome home. If you are traveling, stay awhile.”

### ***Community Entrances Goals***

Development at each of the four entrances should present Red Lodge as a unique and welcoming community. The entrances to Red Lodge should:

1. Grow and develop around a network of City streets and the planned system of trails, parks and open spaces. The City has adopted an *Active Transportation Plan* (Appendix 4) that emphasizes aesthetically pleasing, walkable and bicycle friendly neighborhoods and entrances.
2. New buildings should provide for rich architectural, historical, and neighborhood texture that is consistent with Red Lodge’s historic image.
3. Development in the Community Entrances should consider the environmental and visual characteristics of their unique location.
4. Development should be compatible with maintaining the Central Business District as the retail, service, governmental, social, and cultural heart of Red Lodge.

### ***Description***

The principal entrances to Red Lodge are from the North and South on U.S. Highway 212. The Eastern Entrance follows State Highway 308, while the Western Entrance follows State Highway 78. Each has its own character and should have unique zoning and development standards to maintain said character.

### ***Southern Entrance***

Land use along the South Entrance to Red Lodge is predominantly interspersed commercial and residential uses. U.S. Highway 212 borders Rock Creek for roughly 36% of the total frontage (total frontage is measured along both sides of the highway) between West Fork Road (formerly known as Ski Run Road) and 16th Street. Because most commercial buildings, parking lots, and signs are small, Rock Creek and the cottonwoods dominate the view in this area.

- Gaming should only be conditionally allowed as a tertiary use, i.e. as part of a hotel or restaurant;
- Alcohol consumption/sales as secondary use should be a conditionally permitted use;
- Reverse frontage should be required;
- Maximum front setbacks should be required, matching residential setbacks where appropriate;
- Design Review should be required to ensure the exterior materials and architecture are compatible with the core of the City;
- Planned Unit Developments should be encouraged;
- Encourage mixed uses, such as a mix of residential, office, light manufacturing, and commercial development that is compatible with the Central Business District goals.

### *Northern Entrance*

The U.S. 212 North Entrance Corridor begins at Two Mile Bridge Road extending up the valley floor to the intersection of 5th Street and Broadway Avenue. Beginning at Two Mile Bridge, the west side of U.S. Highway 212, is within City limits. The east side of U.S. 212 is under Carbon County jurisdiction to approximately east of Robinson Lane.

The North Entrance involves a sequence of varying visual impressions. Entering Red Lodge Mount Maurice provides a visual backdrop south of Red Lodge, while the east and west benches and the Rock Creek Riparian Corridor define the North Entrance valley floor. Much of the west-side frontage between Two Mile Bridge Road and State Highway 78 is a mix of developed and vacant lots. The medical complex, golf course and a nationally recognized brewery, are dominant visual features. The curve and roundabout at the intersection of Highway 78 and U.S. 212 directs travelers' attention to the Visitor Center, followed by a mix of commercial and residential uses. The entrance to the Central Business District is marked by the totem where Oakes Avenue veers west from Broadway Avenue (U.S. Highway 212).

- Gaming should only be conditionally allowed as a tertiary use, i.e. as part of a hotel or restaurant;
- Alcohol consumption/sales as secondary use should be a conditionally permitted use;
- Reverse frontage should be required;
- Maximum front setbacks should be required;
- Design Review should be required to ensure the exterior materials and architecture are compatible with the core of the City;
- Planned Unit Developments should be encouraged;
- Encourage mixed uses, such as a mix of residential, office, light manufacturing, and commercial development that is compatible with the Central Business District goals.

### *Eastern Entrance*

The descent into town from the East Bench on State Highway 308 offers mountain vistas up the Rock Creek Valley and a postcard view across Red Lodge, showing off the City's compact form and definite center. The northwest side of Highway 308 is within city limits and the southeast side is in Carbon County. The only development here is residential and occurs just before State Highway 308 intersects U.S. Highway 212, in an area where its visual impact is absorbed by trees along the Rock Creek riparian zone. The eastern entrance is planned for continuing residential development.

## *Western Entrance*

Travelers coming from the northwest on State Highway 78 pass agricultural lands, dispersed commercial and residential uses, and followed by industrial uses before entering City Limits. Entering City limits, views of the cemetery, the rodeo grounds, Red Lodge Country Club Estates, and the Beartooth Mountains are obvious before descending Brewery Hill from the West Bench. Much of the frontage between the north edge of the Red Lodge Country Club Estates and the intersection of State Highway 78 and U.S. Highway 212 is currently residential or undeveloped commercial.

- Gaming should only be conditionally allowed as a tertiary use, i.e. as part of a hotel or restaurant;
- Alcohol consumption/sales as secondary use should be a conditionally permitted use;
- Reverse frontage should be required;
- Maximum front setbacks should be required;
- Design Review should be required to ensure the exterior materials and architecture are compatible with the core of the City;
- Planned Unit Developments should be encouraged;
- Encourage mixed uses, such as a mix of residential, office, light manufacturing, and commercial development that is compatible with the Central Business District goals.

## ***Strategies for Implementing the Community Entrances Goals***

### ***Investments***

- A. The efficient functioning of the highways serving Red Lodge ensures that points of access are controlled, speed limits are appropriate, strip development and sprawl are discouraged, and multi-modal connections are provided. The City continues to explore options and opportunities to expand the gridded network.
- B. The City of Red Lodge should encourage the Montana Department of Transportation to develop an overlook on Montana 308. The east entrance to Red Lodge could be enhanced by signing and paving the gravel pull-out that many travelers already use as a place to view the City.
- C. "Welcome to Red Lodge" signs should be placed at all four entrances to the City, presenting Red Lodge as a unique community. All signs should be in accordance with Montana Department of Transportation regulations.
- D. The City and County should work cooperatively to implement land use policies that are consistent with the *2020 Red Lodge Growth Policy*. The City and County should work cooperatively to encourage infill and discourage unplanned growth around the City of Red Lodge.
- E. The City encourages safe non-motorized paths from the benches to the valley floor.
- F. Parking should be provided at Community Entrances and trailheads. These should have informational signs and maps of the trails system.
- G. Red Lodge encourages mixed use development of properties in the Community Entrances that diversify and strengthen the economy of the entire community.
- H. Major development shall be consistent with Community Entrance visual and physical characteristics and compatible with the infrastructure capacity of the City. New development should take into account the Red Lodge community, its people, the downtown and the surrounding amenities.
- I. Scale and physical form of buildings match the community's existing development and provide public space that is safe, inviting and pedestrian friendly. The scale and physical form mean new development is consistent with the height and size of typical commercial buildings in Red Lodge,

while maintaining views of the mountains and Rock Creek, including the riparian corridor and benches that define the valley.

- J. Trails should be considered for parkland dedication. Evaluate reduced parking requirements for multi-family housing developments and new businesses that provide trail easements furthering the goals of the *Active Transportation Plan* (Appendix 4).

## **Regulations**

- A. The *Red Lodge Zoning Regulations* require that new developments have safe access to public streets and roads. The *Red Lodge Zoning Regulations* shall require development along Highway 212 to adhere to Montana Department of Transportation (MDT) requirements for driveway access, which discourages strip development. The City shall require public right-of-way connections to build on the City's existing network of local streets and trails, to augment the MDT Controlled Access Management Plan.
- B. The extension of infrastructure and the gridded network shall be considered when it is deemed beneficial and will include provisions for extension of walking and bike paths.
- C. All developments will be required to provide adequate, but not excessive, off-street parking, including handicap-accessible parking. Shared access and appropriately designed parking will be required.
- D. The use of reverse frontage is required for all development in the Community Entrances. Site design standards require the placement of structures to shield parking from view of the highway and aid in keeping Red Lodge's entrances unique.
- E. The City shall review development applications with specific development and site plan review criteria for developments over two thousand square feet or containing four or more dwelling units. Designs should consider and be compatible with the unique visual character of each entrance.
- F. Applications for permits for developments may include a Comprehensive Impact Study by recognized professionals in their respective fields with recommendations for mitigating adverse impacts to the community.
- G. Zoning and other regulations shall encourage infill development and a mix of compatible uses in the Community Entrances.
- H. The *Red Lodge Zoning Regulations* allows for negotiated increased lot coverage, density and use allowances within new Planned Unit Developments in order to further the goals of the *2020 Red Lodge Growth Policy*.
- I. The general well-being of the community is enhanced by the appropriate application of Zoning Regulations.
- J. The design and location of gaming establishments as tertiary uses will be reviewed and may be conditionally approved or prohibited.

## **10 – Residential Neighborhoods and Housing Trends**

Red Lodge residential neighborhoods range from historic neighborhoods that reflect Red Lodge's ethnic diversity and mining history to more modern neighborhoods. These neighborhoods are located around a vibrant City center where the commercial, public, governmental and educational activities are located. The design and construction of new dwelling units and accessory buildings considers the historic character and building scale of the residential neighborhoods. Residential neighborhoods are scaled to

the pedestrian with multi-modal transportation corridors where conflicts between walking, biking and driving are minimized. Renovation of older homes is encouraged. Access is provided to public lands and Rock Creek.

Residential neighborhoods shall be buffered from potentially conflicting land uses. Regulations should not make it difficult to mix compatible uses and densities, such as building to complement the historic City center, renovating older homes or building affordable residential units. The City of Red Lodge must balance residential infrastructure concerns with the quality and affordability of residential areas. Residential neighborhoods want and need safe sidewalks and other non-motorized connections (*Active Transportation Plan*, Appendix 4).

As neighborhoods change, small parcels of land and old buildings become available for new uses. These parcels and buildings can be used to repair and renew pieces of the urban fabric and provide a better mix of housing types for residents. Infill redevelopment revitalizes neighborhoods, makes full use of existing infrastructure and services, increases density, and provides a sense of history and place. Using green building techniques to retrofit a building saves construction materials, preserves land, and can produce spaces which are healthy and vibrant. Infill, which can include small second units in backyards, duplexes, small rowhouses, and related housing types, offers similar advantages, but must be performed carefully, and respect the historic character and scale of the neighborhood. Zoning Regulation provisions restricting building height, lot sizes, setbacks, densities and ancillary dwelling units shall be reexamined. Incentives should encourage infill development where appropriate.

### *Housing Trends*

Red Lodge is experiencing a changing residential housing market (Table 10.1). Total sales and the price of residential units have increased and indicate an upward trend since 2014.

**Table 10.1: Real Estate Data Compiled from the Red Lodge Multiple Listing Service**

<i>Residential</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>2017</i>	<i>2018</i>
<b>Total Sales</b>	<b>\$16.8m</b>	<b>\$17.6m</b>	<b>\$25.4m</b>	<b>\$36.1m</b>	<b>\$27.4m</b>
<b>Average Price</b>	<b>\$280k</b>	<b>\$279k</b>	<b>\$291k</b>	<b>\$316k</b>	<b>\$352k</b>
<b>Median Price</b>	<b>\$230k</b>	<b>\$243k</b>	<b>\$236k</b>	<b>\$264k</b>	<b>\$276k</b>
<b>Highest Price</b>	<b>\$399k</b>	<b>\$985k</b>	<b>\$949k</b>	<b>\$2.0m</b>	<b>\$2.7m</b>
<b>Lowest Price</b>	<b>\$69.9k</b>	<b>\$50k</b>	<b>\$47k</b>	<b>\$52.5k</b>	<b>\$55k</b>

Source: Sandy Conlee 2019

### *Red Lodge Area Population Trends*

Population trends indicate continued growth. The population for Carbon County is projected to increase to 10,809 in 2020 and to 11,662 by 2030 (Table 10.2). While there are no specific population growth figures for the City of Red Lodge, it is expected the City population will also increase over this time period. Red Lodge area populations are taken from the US Census and are made available by the Montana Department of Commerce. Population numbers include only those individuals who have claimed Red Lodge as their primary residence. Red Lodge has an increasing number of seasonal

residents whose primary residence is elsewhere. Forty-three percent of current Red Lodge residents were born in Montana. (U.S. Census Bureau, 2017)

**Table 10.2: Red Lodge and Carbon County Populations**

<b>Geographic Area</b>	<b>2010 Population US Census</b>	<b>2020 Projected Population, Dept. of Commerce Estimate</b>	<b>2030 Projected Population, Dept. of Commerce Estimate</b>
<b>Red Lodge</b>	2,125	Unavailable	Unavailable
<b>Carbon County</b>	10,078	10,809	11,662

Source: Montana Department of Commerce, 2018

### *Census of Red Lodge Housing Units*

The U.S. Census Bureau collects and provides data on General Housing Characteristics. As of February 2019, there are 1449 homes in Red Lodge connected to municipal water. The appeal of downtown Red Lodge and our abundant outdoor recreational opportunities have led to a high proportion of second homeowners within the City. Currently, 25.4% of Red Lodge homes are for seasonal, recreational or occasional use compared to the Montana average of 8% and U.S. average of 3.5% (US Census 2010).

### *Renting in Red Lodge*

Red Lodge has experienced a low vacancy rate for long-term (>30 days) rental units. There are approximately 77 rental units which are professionally managed and they have a vacancy rate of an estimated 3-4%.

There are approximately 52 short-term rentals (<30 days) which are professionally managed within Red Lodge. The advent of online platforms has increased the number of short-term rentals in tourist communities. Red Lodge has also seen an increase in short-term rentals, but the increase has been primarily driven by second homeowners who have rented homes which have primarily been vacant.

Low availability of *long-term* rental units is an ongoing concern impacting businesses that require housing for their workforce.

### *Red Lodge Available Housing*

In a recent review of the Multiple Listing Service (MLS), there were fifty-one houses/condos for sale and eighty lots for sale in the Red Lodge listing area (Sandy Conlee, Broker, 2019).

Low availability of affordable housing is an ongoing concern impacting businesses that require housing for their workforce. Buying a house/condo or renting a dwelling in Red Lodge can be challenging for households where incomes are less than one hundred twenty percent (\$59,880 for a single person, \$68,400 for a couple) of the Area Median Income (2018). Some of the Red Lodge workforce now lives in Roberts, Bearcreek, Belfry, Bridger and other communities.



## Red Lodge Wages

There is a wide range of income levels in the City of Red Lodge. Census Bureau estimates indicate an average about 19% of the Red Lodge population had an income level below the poverty line for the period from 2012 to 2016. During this same period, an average about 61% of the Red Lodge population had income levels at twice the poverty rate or higher.

**Table 10.3: Red Lodge, Carbon County and Montana Wages**

Total represents different categories of income based off of the average poverty rate from 2012-2016. The poverty line for one person from 2012-2016 averaged \$11,998 and was \$12,228 in 2016. Estimate describes the number of people within that income bracket (i.e. under .50 represents less than half of the poverty rate).

	Montana		Carbon County		Red Lodge
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate
Total:	998,314	+/-595	10,259	+/-55	2,280
Under .50	63,641 (6.4%)	+/-2,521	382 (3.7%)	+/-122	158 (6.9%)
.50 to .99	85,036 (8.5%)	+/-2,931	726 (7.1%)	+/-199	283 (12.4%)
1.0 to 1.24	50,743 (5.1%)	+/-2,344	418 (4.1%)	+/-116	53 (2.3%)
1.25 to 1.49	50,204 (5.0%)	+/-2,976	457 (4.5%)	+/-183	120 (5.3%)
1.5 to 1.84	73,189 (7.3%)	+/-2,705	681 (6.6%)	+/-167	217 (9.5%)
1.85 to 1.99	29,556 (3.0%)	+/-1,655	192 (1.9%)	+/-65	57 (2.5%)
2.0 & over	645,945 (65%)	+/-4,925	7,403 (72%)	+/-319	1,392 (61.1%)

Source: U.S. Census Bureau, 2018

## Median Household Income

Median Household Income is often used to determine eligibility for housing assistance. The estimated Median Household Income for Carbon County in 2017 was \$56,988 (\$31,697 per capita) and was \$46,786 (\$29,936 per capita) in the City of Red Lodge (Source: MT Dept. of Commerce 2017).

## Opportunities for Housing

The Red Lodge community has a diversity of housing to accommodate a varied population. A mixture of densities and dwelling types will help to assure households, with a range of ages and incomes, can prosper.

## Residential Neighborhood Goals

Maintain and promote human-scale neighborhoods which are a mix of housing types clustered around the City center which supports jobs, commercial activity, and a range of amenities. Neighborhoods are scaled to the pedestrian, offering sufficient variety within a five to fifteen minute walk to sustain lively streets and gathering places. The layout of multi-modal transportation corridors minimizes conflict between walking, biking, and driving, and provides access to other neighborhoods. Specific goals include:

1. The City of Red Lodge should preserve the historic residential neighborhoods that reflect Red Lodge's ethnic diversity and mining history.
2. The City of Red Lodge should accommodate a diverse population with higher density allowances near the City center where households of various ages and incomes can prosper.

3. The City of Red Lodge should consider zones where manufactured and tiny homes and residential units are components of vibrant neighborhoods.
4. Rock Creek access points should be developed in neighborhoods adjacent to Rock Creek.
5. All neighborhoods should have safe non-motorized access to schools, parks, public buildings and to the City center year-round. This goal is especially important given that many Red Lodge workers 16 years and over commute to work by either walking or by other means including bicycling. The rate of non-motorized commuting in Red Lodge is much higher than the Montana average or the U.S. average (*Active Transportation Plan*, Appendix 4).
6. All dwellings should provide clear and safe access for emergency vehicles.
7. The City shall encourage efforts by the private and nonprofit sectors to build affordable housing for ownership and/or long-term rental.
8. Neighborhoods should consider flow-through transportation alternatives.

## ***Strategies for Implementing Residential Neighborhood Goals***

### ***Investments and Regulations***

- A. The *Red Lodge Zoning Regulations* provide zoning districts with increased allowable residential densities especially near the City center. Performance standards allow accessory dwelling units particularly near the City core. Housing options should include higher densities to reduce cost and facilitate affordable housing.
- B. Residential neighborhoods should be protected from potential nuisances like excessive and persistent noise, excessive light, safety hazards, and commercial impacts.
- C. Sidewalks or trails should be required in all new subdivisions and developments. The City shall prohibit cash-in-lieu payments for sidewalks.
- D. The City shall inventory and assess the condition of sidewalks and the need for additional sidewalks throughout the City.
- E. The City should partner with other entities to promote Wildland-Urban Interface defensible space and Firewise principles.
- F. The City should encourage a multi-modal transportation system connecting neighborhoods to one another and to the City center. The system is compatible with the City's gridded network of streets and connected trails as outlined in the *Active Transportation Plan* (Appendix 4) and *Comprehensive Trails Plan* (Appendix 6). Gated communities are not allowed.
- G. The City should protect the night sky within all neighborhoods of Red Lodge.
- H. The City should consider the use of density bonuses, reduced impact fees for high-density housing units or other market-based incentives to encourage private sector development of affordable rented and owned housing.
- I. Rehabilitation of existing structures should be encouraged.
- J. Planned Unit Developments that provide for increased density, modified setbacks/development standards, mixed uses and expanded uses should be encouraged.
- K. The City should continue to encourage affordable housing, both for long-term rentals and home purchasing.
- L. Cul-de-sacs and private roads shall not be allowed without considering efficient travel flow and connectivity objectives for a multi-modal system of trails and streets as outlined in the *Active Transportation Plan* (Appendix 4), *Comprehensive Parks Plan* (Appendix 1) and *Comprehensive Trails Plan* (Appendix 6) and the City's gridded network. Exceptions may be considered where natural barriers such as steep slopes, water bodies, or configuration of existing development preclude a through street.

# 11 – Trails, Parks and Open Space

The foundation supporting the Red Lodge outdoor recreation and tourism economy includes access to open space and a variety of public lands, including:

- City parks and trails
- State lands
- Public lands managed by the Bureau of Land Management
- Custer Gallatin National Forest

Scenic trips on the Beartooth All American Road, in the Absaroka Beartooth Wilderness, viewing wildlife, visiting Yellowstone National Park, skiing at Red Lodge Mountain Resort and Red Lodge Nordic Center are among the attractions which bring people to Red Lodge and the surrounding area. These assets contribute to the health and quality of life of the community, and have a strong influence on the local economy by attracting visitors and new residents to Red Lodge.

Rock Creek and mountain views are important elements of Red Lodge’s sense of place. Rock Creek and its associated riparian corridor is a unifying feature connecting Red Lodge and the neighborhoods through which it flows with the mountains. The east and west benches, rising above the Rock Creek Valley and the City, create the strong horizontal lines and sense of enclosure important to the visual character of the community. Abundant, accessible open space, unobstructed views, and neighborhood parks and trails are planning priorities to protect these features and maintain the quality of life for residents of Red Lodge and the surrounding area.

Improving parks, building trails, protecting riparian areas and other open space requires public investments and support. These investments can yield impressive returns economically, in the quality of life, and promote healthy communities. Reports by Headwaters Economics, Trust for Public Land, and others indicate communities with access to public lands, parks, and trails attract visitors, new residents, enjoy improved health, have higher household incomes, and higher property values.

As of 2020 the City of Red Lodge has fourteen officially dedicated public parks to be held and reserved for public use. There are nine developed parks that include amenities: Coal Miners Park, Finn Park, Pride Park, Rotary Park, Lions Park, Skate Park, the City Pool, Double Ditch (Dog Park), and Field School Park. There are five undeveloped parks which serve as open space: Creekside Park, Phillips Park, Diamond Corner Park, The Spires, and Van Dyke Park.

The Rock Creek riparian area is recognized as an important feature of the local landscape providing a wildlife travel corridor and important ecosystem services. Planning should consider the important services and contribution riparian areas make to the City’s green infrastructure. They filter surface runoff, provide fish and wildlife habitat, attenuate floods, recharge valley aquifers, add scenic value to the landscape and offer recreational opportunities.

Open space planning challenges include:

- distribution of parks
- parks budget
- possible impacts of future development on Rock Creek
- loss of wildlife habitat
- visual impact of development on the slopes above the City

- lack of safe multi-modal connections from the City center to the benches and surrounding areas
- implementing a connected system of trails linking parks and neighborhoods to Custer Gallatin National Forest trailheads

### *Planning Background*

Trails, Parks, and Open Space has received much public review and comment dating back to the *1995 Red Lodge Master Plan*. Extensive public comment was gathered in 2015 when updating the *Growth Policy* and the *Comprehensive Parks Plan*. Additional public comments were received for the 2020 update of the *Growth Policy*. Much of the public comment referenced the City's policies for managing trails, open space and parks. With support from the Parks, Trees, and Recreation Board, the revision of this chapter is a reflection of those comments.

### ***Trails, Parks and Open Space Goals***

Trails, parks and open spaces are important elements of a livable and vibrant community. They preserve the Red Lodge Community's sense of place nestled within the Rock Creek Valley at the base of the Beartooth Mountains. An emphasis on providing a network of open space and parks, multi-modal transportation, walkable public spaces and providing for wildlife habitats are expressed in the following goals:

1. Safe multi-modal routes connecting the City center and schools with west bench residential areas, community entrances, and surrounding areas should be provided as recommended in the *Active Transportation Plan* (Appendix 4).
2. The City of Red Lodge, with assistance from non-profits and civic organizations, should maintain and improve existing parks and trails.
3. Existing mature trees and vegetation should be preserved while hardy, drought resistant landscaping is encouraged.
4. The City shall preserve access to public lands and Rock Creek. Easements can be pursued to increase access to Rock Creek and other public lands.
5. All neighborhoods shall be encouraged to have public parks and open spaces. Small isolated municipal lands should be dedicated as neighborhood "pocket parks." Pocket parks serve as gathering places, open space, and centers of neighborhood pride.
6. Not all parks need constructed features (playgrounds, picnic tables, trails), or intensive maintenance. Leaving some public lands wild will preserve open space and wildlife habitat.
7. Development on public land shall be comprehensive and include parks, trails, sidewalks and open space.
8. The City shall actively promote cooperation to sustain the *Beartooth All-American Road*.
9. The City shall work with the County and other entities to ensure consistency with open space goals and implementation, and the identification of important agricultural areas, wildlife habitat, and viewsheds. The City shall partner to provide recreational opportunities through a hiking and biking trails system (See *Active Transportation Plan*, Appendix 4 and *City of Red Lodge Comprehensive Trails Plan*, Appendix 6).
10. The City should continue the maintenance of the leash-free dog park within the corporate limits.
11. The Parks Board shall have the tools to implement the goals and strategies in this chapter. The *Comprehensive Parks Plan* (Appendix 1) shall be reviewed and updated a minimum of every five years. This plan should include the following:
  - Assess municipal lands, existing parks, open space, rights-of-way, potentially abandoned or vacated rights-of-way, and dedicated lands associated with developments.

- Identify parcels of municipal lands that are not suitable for use as parks, trails, or open spaces. Recommendations for potential exchanges, lease, or sale of these lands should be developed. Such disposal of lands should occur only in a manner that benefits the City in the long-term, such as opportunities to fund specific projects or acquire lands and easements.
  - Identify potential lands or easements that could benefit the community, the management of parks, trails, open spaces or other City facilities.
  - Ensure that access to public land and easements is provided. Enforcement of City regulations should ensure that public lands and easements are not inappropriately fenced or posted with 'no trespassing' signs.
  - Develop a plan for municipal park dedications. Evaluation criteria should identify priority connections with other public lands or easements.
  - Develop a management plan for all parks and open spaces. Areas with identified needs should correlate to a Park and Open Space capital improvement program. The plan shall consider the value of wildlife habitat and viewsheds.
  - Develop a strategy to incorporate the Rock Creek riparian corridor into the Open Space and Trail System.
  - Continue to coordinate with BRTA and use the *Active Transportation Plan* (Appendix 4) as a guide for future trail construction and maintenance while trying to connect City trails to trailheads within the Beartooth Mountains
12. Through a pool study, the Parks Board has identified future pool design and needs. A future study evaluating the construction, maintenance and personnel costs of a pool should be conducted.

## ***Strategies for Implementing Trails, Parks and Open Space Goals***

### ***Investments***

- A. The City should attempt to secure funding and partnerships for parks, open space, park maintenance and improvements. The City is pursuing a long-term funding plan dedicated to park maintenance, park improvements and *Active Transportation Plan* projects. Historically, Resort Tax funds have been used for parks and trails. The City should continue to pursue the Resort Tax as a funding option for the acquisition, development and maintenance of trails, parks and open space.
- B. The City of Red Lodge will maintain its Tree City USA status and implement the *Urban Forestry Management Plan* (Appendix 2).
- C. The City shall provide the Parks Board with funds and resources to implement the *Active Transportation Plan* (Appendix 4) and ensure that dedicated parks, open space, rights-of-way, and dedicated lands are maintained and accessible to the public.
- D. The City shall coordinate with the Beartooth Recreational Trails Association (BRTA) and the County to pursue opportunities to expand trail network outside of the City boundaries extending to National Forest trailheads.
- E. The Parks Board shall investigate mechanisms and tools available to assist in the achievement of the goals of this chapter. Some of these possible mechanisms are listed in the *Comprehensive Parks Plan* (Appendix 1).
- F. The City shall implement policy to protect the remaining undeveloped riparian lands along Rock Creek and ensure public access to the riparian corridor.
- G. The City shall enforce regulations providing access to public lands and easements.

- H. Acquisition of lands and easements is needed to implement the *Active Transportation Plan* and meet open space goals. Other needs such as floodplain hazard removal and growth containment may require acquisition. The City shall address goals, mechanisms, and strategies for the acquisition of lands and easements.
- I. Parks and open space are important elements in the City’s green infrastructure. Green infrastructure is a cost-effective and resilient approach to managing surface water runoff by providing areas to capture and absorb snow and storm water, which reduces impacts to water treatment facilities.

## **Regulations**

- A. The *Red Lodge Zoning Regulations* and other City policy should provide incentives to assure objectives from the *Active Transportation Plan* (Appendix 4) and *Comprehensive Parks Plan* (Appendix 1) are achieved.
- B. The *Red Lodge Zoning Regulations* should reflect the community’s desire for creation of walkable public spaces as future development occurs in the community entrances.
- C. The *Red Lodge Zoning Regulations* shall encourage hardy and drought-resistant landscaping and provide incentives for existing mature trees and vegetation to be preserved.
- D. The City shall actively implement the *Active Transportation Plan* (Appendix 4) with the *Red Lodge Subdivision Regulations*. The *Red Lodge Subdivision Regulations* will encourage trails consistent with the *Active Transportation Plan* or in riparian corridor areas as required parkland dedication.
- E. The *Red Lodge Zoning Regulations* will require that all new developments provide sidewalks and/or non-motorized trails. Regulations shall allow for cash-in-lieu of sidewalk payments only within the Red Lodge Country Club Estates. Trails shall be encouraged where suggested in the *Active Transportation Plan* instead of parks when appropriate and shall connect with other non-motorized facilities like sidewalks.
- F. The *Red Lodge Subdivision Regulations* shall require Parks or Open Space dedications associated with developments to be useable and accessible. These areas should not just be lands unsuitable for development.
- G. There is a long history of Red Lodge residents advocating for a multi-use path in the North Corridor along U.S. 212. The City shall follow through to ensure the Montana Department of Transportation (MDT) implements the Preferred Alternative to build a ten-foot wide multi-use trail separated from the highway, and safe pedestrian crossings as documented in the *MDT 2009 Red Lodge North Corridor Study, Finding of No Significant Impact* (Appendix 7). The City shall continue to coordinate with MDT to determine whether sidewalks on new development in the North Corridor are appropriate prior to completion of the multi-modal connections.

## **12 – Future Land Use**

The City of Red Lodge must partner with Carbon County in order to responsibly manage growth. The growth of Red Lodge and the surrounding area will generate a demand for more homes and businesses, and land on which to build them. This chapter summarizes Future Land Use goals as illustrated on the maps and suggests implementation through investments and regulations. Suggested policy reflects a balance of market forces and the public’s interest.

## *Maps*

The maps accompanying this *Growth Policy* are important tools to visualize future land use goals. The following is a comprehensive list of maps, located in Appendix 8 of the *2020 Red Lodge Growth Policy*.

- Municipal Lands, 2020
- Future Land Use/Planning Jurisdiction Map (FLUM), 2013
- Red Lodge Trail Plan, 2006
- Wildland Urban Interface, City of Red Lodge And Surrounding Area Fuel Load, 2013
- West Fork Watershed Map, 2013
- Opencut Permits Map, 2020
- Map of Proposed Red Lodge Trails (Active Transportation Plan), 2016

### ***Future Land Use Map (FLUM), 2013***

Mid-to-high density residential and mixed-use development is appropriate in the City center, near community buildings and entrances. Historic and residential neighborhoods shall be buffered from potential incompatible uses. Development shall be regulated in viewsheds, riparian corridors, steep slopes and other areas subject to hazards and disasters. All development shall be evaluated using performance standards that reflect community expectations articulated in the *2020 Red Lodge Growth Policy*.

### ***Planning Jurisdiction***

The Future Land Use Map identifies the area under Red Lodge planning jurisdiction. This area is currently limited to land within Red Lodge City limits and City-owned land outside of the City. In the event that extraterritorial zoning is adopted in the future, the land outside of Red Lodge under City planning jurisdiction would be identified on this map.

### ***Land Use Designations***

The Land Use Map shows generalized designations for future land uses. The map also identifies unique constraints and possibilities for land use and public lands. Other overlay districts are not reflected on the FLUM.

The following is an explanation for the designations shown in the legend on the FLUM.

- ***Low Density Residential (LDR)***

The areas designated for Low Density Residential are predominately single-family housing with limited low impact mixed uses. The use of land is generally less intense than in other principally residential districts.

- ***Medium Density Residential (MDR)***

The Medium Density Residential designation allows for detached and attached dwelling units including duplexes and townhomes. Medium Density Residential areas buffer Low Density Residential areas.

- *High Density Residential (HDR)*

The form and scale of developments shall be residential in character and be designed as a mix of single-family or multi-family residential, small-scale office, and public and semi-public uses allowing for higher densities.

- *Public Land (PUB)*

The City shall develop policy to manage public lands as valuable assets.

- *Community Entrance*

An area for mixed uses, including healthcare, residential, office, retail, and industrial uses that are more urban in character. Site plan standards shall require reverse frontage, controlled access, landscaping and other appropriate design considerations to shape development patterns in this area. A continuation of the City street network is desired in these areas. The highway corridors should be dramatically changed from the current single purpose function of moving vehicles to multi-modal corridors. The community entrances may be broken into sub-units with different development standards and use regimens while holding to the general principles of the entrances policy.

- *Central Business Transition*

The buffer zones are intended to minimize conflicts between businesses and homes as the uses transition from residential to commercial. This is done by permitting the conversion of existing residences to low-intensity commercial uses, such as professional offices and art galleries.

- *Central Business*

The heart of the City is the Central Business District. This mixed-use area is our main street and our commercial center. Development in this area should be retail, office, commercial, industrial and residential uses, integrated vertically in buildings built of up to four stories in height. The focus of development should be on the streets with maximum setbacks and pedestrian amenities. Policy should encourage and promote the continued occupancy and investment in existing structures in the historic central business district.

## ***Red Lodge Trail Plan Map, 2006***

The City center should be connected to neighborhoods by multi-modal trails and sidewalks.

## ***Strategies for Implementing Future Land Use***

- A. The following regulatory documents should be revised to reflect current laws and goals of this and other referenced documents.
  - i. Subdivision regulations
  - ii. Zoning regulations
  - iii. Red Lodge Floodplain Regulations
  - iv. Other City Codes and policies
- B. Infill development should be encouraged as it has proven to be economically and environmentally beneficial. Infill development must be compatible with neighboring uses. Incentives for infill development will help to reduce sprawl outside of City limits. Infill and



redevelopment should increase as the City has significant capacity for infill development both on vacant parcels and under-utilized properties.

- C. City policy shall discourage sprawling fringe developments.
- D. Development site plans shall be evaluated using performance standards that reflect community expectations.
- E. The capital facilities planning process shall accommodate the anticipated growth of Red Lodge and the surrounding area.
- F. The City shall actively participate in any process to revise the *Carbon County Growth Policy*.
- G. The *Red Lodge Zoning Regulations* should address the “perpetual care and maintenance” of landscaping to ensure landscaping in new developments are replaced in the event that they do not survive.
- H. The City shall continue to evaluate what protects the night sky within all neighborhoods of Red Lodge.

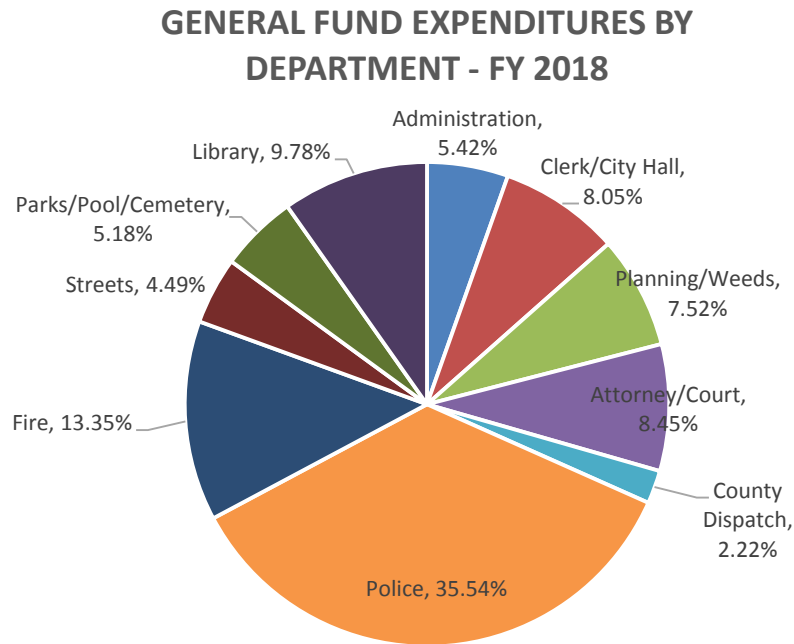
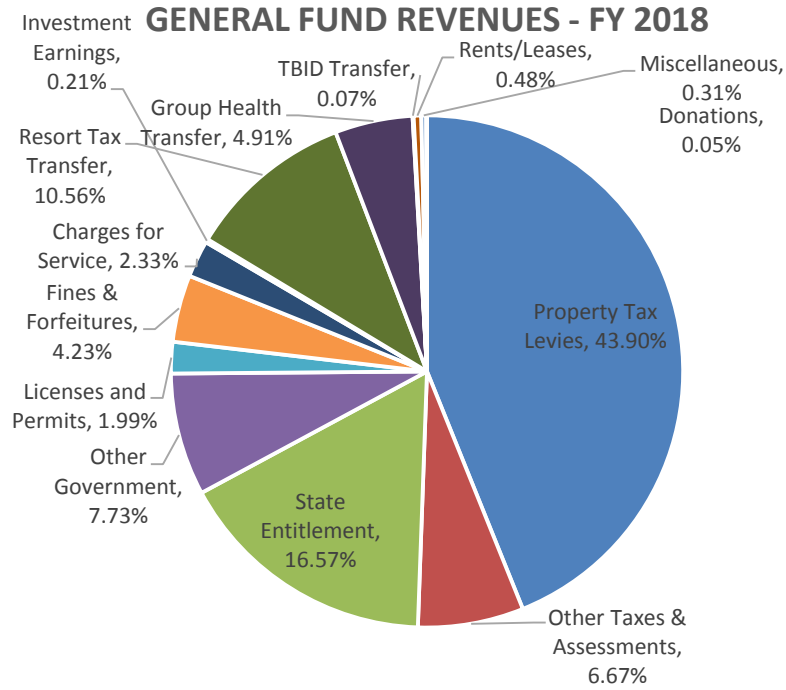
## **13 – Infrastructure and City Services**

The City provides services including administration, police, fire and emergency services, library, community development, planning, building inspection, parks, water and sewer services, storm water facilities, sidewalks, streets, avenues, trails, and alleys. State and U.S. Highways are the responsibility of the Montana Department of Transportation, Billings Regional District and the Federal Highway Commission.

Development demands and an aging infrastructure have necessitated substantial infrastructure investments for water and sewer with more on the horizon. Recognizing these infrastructure challenges, the City commissioned a water and sewer rate study (*Water and Sewer Rate Study, 2015*). As a result of this study, the City raised water and sewer impact fees and rates.

The provision of adequate public facilities and services at a reasonable cost is among the most important functions of local planning. As the City grows, there will be a continued need to assess the impact on City services and infrastructure. Impacts of growth and higher levels of services must be balanced with the associated costs to taxpayers and effects on the local economy. Many of these issues are further discussed in the *Capital Improvements Plan*.

**Figure 13.1: General Fund Revenues and Expenditures**



## ***Fire Department / Emergency Medical Services***

The City of Red Lodge provides fire prevention, suppression, planning and emergency medical services to the citizens of Red Lodge through an agreement with the Red Lodge Rural Fire District 7 (RD7), known as Red Lodge Fire Rescue (RLFR). This agreement, established in 2014, between the Red Lodge Roberts Ambulance District (RLRAD), RD7, and the City of Red Lodge provides a good value to the taxpayer by reducing insurance premiums, providing the highest possible level of service, and offering increased opportunity for community volunteers. Additionally, this consolidation of resources has simplified the budgeting process, increased employee efficiency, and provided an overall increase in the level of service offered to the community.

The City of Red Lodge currently holds an International Standards Organization (ISO) protection rating of 4. The ISO uses several factors to determine this level including Building Codes, Floodplain Management, planning, zoning, staffing, equipment and apparatus, water systems, dispatch, and training of members. Red Lodge Fire Rescue has been exploring options for the construction of a training facility in the City of Red Lodge. The completion of this training facility would benefit all agencies in Carbon County as well as benefit the City in the computation of its ISO rating. RLFR plans to complete this facility in the next two years and develop apparatus and personnel to maintain or improve the ISO rating of Red Lodge. The City's continued support of this project is a vital piece in maintaining the excellent ISO rating currently held.

Red Lodge Fire Rescue shall continue to ensure the department's fire suppression, fire prevention, and emergency medical services capability includes sufficient personnel, equipment, and other resources to efficiently, effectively, and safely deploy department resources. Through mutual agreement in pursuit of this goal, RLFR will follow these guiding principles while serving the City of Red Lodge:

1. RLFR shall exceed the expectations of the public and governing bodies.
2. RLFR will maintain an appropriate staff in order to provide for the effective administration, management, and daily operational needs of the department.
3. RLFR will continue to recruit and retain community members to serve as volunteer personnel by providing high quality training, incentives, retirement programs, and a safe work environment.
4. RLFR will make every effort to ensure that each call for emergency medical services receives the appropriate level of care and will maintain state and national standards of care for the provision of emergency medical services.
5. RLFR will pursue compliance with nationally accepted standards of fire protection such as the NFPA to ensure the delivery of safe and effective service.
6. RLFR will maintain a fire prevention program that includes inspections of commercial properties, education of the public, and assessment of hazards to the City of Red Lodge.
7. RLFR will strive to provide service that benefits the community by reducing the risk of fire and maintains reasonable insurance rates.
8. RLFR will provide community education programs to include, but are not limited to CPR classes, First Aid Classes, EMT classes, and demonstrations.

## ***Municipal Water Distribution System***

The water treatment plant is located southwest of the City. The water treatment plant has adequate capacity to treat the projected demand of 4,140 users by 2026. The water that is delivered to the City is supplied by three wells and is treated with chlorine before it is delivered to two storage reservoirs.

The City is committed to maintaining and investing in water distribution infrastructure. Several major water infrastructure projects have taken place since 2008. Areas of town that were not able to be funded in the 2008 Water Rehabilitation Project or more recent projects but are in need of rehabilitation include Adams Avenue, White Avenue, and Airport Road (See Table 13.1).

***Table 13.1 Municipal Water Projects***

<b>Project Year</b>	<b>Project Description</b>	<b>Project Cost</b>
2008	Water Rehabilitation Project: Replacement of water mains connecting water treatment plant and City and installing new storage reservoir at water treatment plant	\$6.6 million
2008	Water Line 212 North Phase 2: Extension of water main north along U.S. 212 to future site of Beartooth Hospital	\$275,000
2013	Broadway Water Rehab Project: Replacement of aging main along Broadway Ave	\$2.2 million
2019	Haggin Water Project: New water lines along Haggin Avenue between 1 <sup>st</sup> Street and 16 <sup>th</sup> Street and new lines on 13 <sup>th</sup> and 14 <sup>th</sup> St between Haggin Avenue and Platt Avenue	\$1.4 million

## ***Water Rights***

A summary of the City's water rights are in Table 13.2. Additional water rights shall be transferred to the City through agreements related to the Spires Subdivision and the Remington Ranch Subdivision.

***Table 13.2: City of Red Lodge Water Rights***

<b>Priority Date</b>	<b>Water Right #</b>	<b>Rate (gpm)</b>	<b>Volume (af/yr)</b>	<b>Source</b>	<b>Comments</b>
6/1/1886	W04337800	561	903	West Fork Rock Creek	Surface Water
6/20/1895	W04337700	1122	1,272	West Fork Rock Creek	Surface Water
6/1/1899	W04573700	718	32	West Fork Rock Creek	Surface Water
5/26/1961	W04573600	900	1,450	Ground Water	Grant Avenue Well
3/7/2002	Provisional Permit 43D-30001172	1200	968	Ground Water	Water Treatment Plant Property Wells

Source: HKM Engineering, 2006

## *Water Resources*

Acquisition of additional water rights is appropriate to ensure future municipal water demands. Red Lodge lies within the Rock Creek watershed, part of the Yellowstone River Basin. The Rock Creek watershed includes 52 stream miles upstream of the confluence of the Main Fork of Rock Creek and the West Fork of Rock Creek. This includes 20 stream miles of the Main Fork of Rock Creek which runs north generally adjacent to U.S. Highway 212. It also includes 20 stream miles of the West Fork of Rock Creek and 12 stream miles of the Lake Fork of Rock Creek. Rock Creek discharges to the Clarks Fork of the Yellowstone River northeast of Rockvale, Montana, which has a confluence with the Yellowstone River near Laurel, Montana.

The 1995 Custer National Forest Management Plan denotes public lands in the West Fork of Rock Creek watershed as Management Area R (municipal watershed), with a goal "to protect and maintain high quality water for public domestic use." The forest plan places the lands viewed from the Beartooth Highway in Management Area T, with a visual resource management goal of retention, which means management activities must not detract from the views. Any changes in these goals may threaten the City's water and viewsheds.

The City has a primary well and two backup wells that are between 67 and 74 feet deep. Wells are completed in coarse gravel beds that are part of the Pinedale age glacial outwash deposits in the West Fork and main stem valleys. The aquifer serving the two Red Lodge wells is interpreted to be unconfined, based on well logs information for the area. According to the Source Water Protection Program criteria, an unconfined aquifer is considered highly sensitive to potential sources of contamination (*Source Water Delineation and Assessment Report*, Montana DEQ, 2003). Surface water is also considered to be highly sensitive.

Further understanding of the municipal water supply source area is needed. There is a recognized connection between ground and surface water. The City should partner with other entities to create a source Water Protection Plan and Drought Preparedness Plan to ensure that development in the water supply source area does not impact municipal water quality and quantity. The timing and pattern of recharge to aquifers is discussed in the Red Lodge Source Water Delineation and Assessment Report completed by Montana DEQ in 2003.

[2003 Red Lodge Source Water Delineation and Assessment Report](#)

### Water System Additional Needs:

Deficiencies identified in the City's previous Water System Preliminary Engineering Report (PER) have been resolved. After the previous PER was completed, other deficiencies in the system were identified. Some of these include a dead-end line on Kainu Avenue that needs to be looped, a water line on Park Avenue that is older than previously thought and needs replacing, and higher than recommended water pressure in areas of the north end of the City. A new Water System PER is needed to identify any other deficiencies and develop a plan to address them.

The City water system service area should not be expanded to serve areas that are not annexed to or currently within the City Limits of Red Lodge.

## ***Municipal Sanitary Sewer System***

In a 2007 report by HKM Engineering, Red Lodge's sewer collection system was calculated to be worth \$2,617,451 (2007 Water and Sewer Systems Impact Fee Report, HKM Engineering). A Wastewater Collection and Treatment System Preliminary Engineering Report was completed in 2016 for the City of Red Lodge which provides information necessary to act on future improvements to its wastewater collection and treatment facilities that satisfy anticipated State and Federal regulations throughout the planning period.

### ***2018 Lift Station Replacement and Force Main Replacement/Extension***

The 30-year old lift station north of the City was replaced in 2018 for \$1.1 million. The 12-inch sewer main was replaced and extended as well. The new lift station and force main makes it possible to provide sewer service to new development in the area. Most of the golf course and west bench developments are serviced by this lift station.

The wastewater treatment plant was upgraded in 2001 and has a design population of 3,605. Infiltration of storm water runoff into the sanitary sewer system means that the plant is processing more than the current population's sewer. It is estimated that the current treatment plant is at 70% of capacity. The treatment plant currently discharges all treated wastewater to Rock Creek.

### **Sanitary Sewer System Additional Needs:**

The City implemented annual sewer rate increases from 2015 through 2019. The new user rates more accurately reflect the costs associated with collection, treatment, and discharge of municipal sewer. The City should continue to monitor and adjust sewer user rate fees to accurately reflect costs. The City has a Capital Improvements Plan which continually assesses the needs of the Sanitary Sewer System. The rates should also include capital reserves for unanticipated expenses as well as capital for planned upgrades to the sewer system.

The Municipal Sewer Service Area should not be expanded to serve lands that are not annexed to or currently located within the City Limits of Red Lodge.

The current discharge permit for the City of Red Lodge was approved by Montana Department of Environmental Quality (DEQ) in 2016.

## ***Stormwater Runoff***

The City has limited stormwater runoff capacity that should be expanded through infrastructure and improved land management. Managing runoff will encourage planning for entire sites rather than piecemeal division of land. The coarse soils of the Red Lodge area make infiltration a viable runoff management strategy in many cases, as long as storm or melt water is directed onto an area with appropriate vegetative cover. The presence of clay lenses or coal layers in the soil makes infiltration unpredictable in parts of the City.

The *2018 Preliminary Engineering Report on Stormwater Facilities Improvement* (Stormwater PER) identified the Haggin Avenue and 19<sup>th</sup> Street drainage basins as areas with undersized stormwater infrastructure. There are numerous areas within these drainage basins that drain to the sanitary sewer

system. These cause maintenance issues with the wastewater treatment plant and pose public health and safety concerns due to excess flow into the wastewater treatment plant to prevent flooding of the plant.

The City should consider additional revenue sources to fund needed improvements to and expansion of a stormwater management system. When stormwater improvements are made it is an ideal time to address maintenance of curb, gutter, sidewalks, streets and alleys.

### ***Sidewalks***

Many areas of the City lack sidewalks and many existing sidewalks are in disrepair. The City should investigate funding to build a comprehensive system of well-maintained sidewalks. The *Red Lodge Zoning Regulations* will protect pedestrians by requiring all new developments to provide sidewalks and/or trails and prohibiting cash-in-lieu payments. Regulations shall allow for cash-in-lieu of sidewalk payments only within the Red Lodge Country Club Estates. The installation of bicycle racks should also be encouraged.

### ***Streets, Avenues and Alleys***

The City currently maintains twenty-five miles of streets and avenues and six miles of alleys. A comprehensive plan for the rehabilitation, maintenance, upgrading and extension of streets, avenues and alleys shall be established. 19<sup>th</sup> Street to White Avenue has been identified as an ideal Emergency Route and collector street in the event that Highway 78 at Brewery Hill is closed.

### ***Snow Plowing***

Snow plowing services shall provide for the safe and convenient use of City streets, avenues and other public spaces. The City Public Works Department strives to provide clear and safe pedestrian crossings of public streets and avenues. Private snow plowing on City streets and alleys shall not be placed on neighboring properties, on a street or near intersections where clear vision hazards could be created.

### ***Solid Waste and Recycling***

The City is responsible for solid waste management. Solid waste management should include recycling, composting, E-waste recycling, and non-recyclable waste.

The City contracts for solid waste. The City has an E-Waste recycling component in its solid waste program. The City should work to include recycling and composting as components of its solid waste program.

Bears are attracted to trash in Red Lodge. In the spring, summer and fall there is a large population of bears in and around the City posing risks of human-wildlife conflicts. Red Lodge will enforce policy to reduce bear access and attraction to solid waste. A combination strategy of bear-resistant containers and enforcing nuisance and other regulations shall be enforced.

### ***Library Services***

Red Lodge Carnegie Library is governed by a Library Board of Trustees, a five-member citizen board appointed by the Red Lodge City Council, which has legal authority to provide free library services to the residents of Red Lodge. Through an interlocal service agreement with Carbon County, the library

receives a portion of a countywide library mill levy in exchange for providing services to all county residents. These county funds, in addition to funding from the state of Montana, supplement those apportioned by the City of Red Lodge. The service area population of the library is estimated to be 5,144. In addition, the library is regularly utilized by seasonal residents and visitors to the area. The Red Lodge City Library opened in the Savoy Hotel in 1914 thanks to the efforts of the Red Lodge Women's Club. The Club sought the assistance of Andrew Carnegie in securing a permanent library facility. Carnegie donations required that the City of Red Lodge provide the building site, promise to arrange for the financial assistance needed for the maintenance of the library, and offer free service for all in perpetuity. In 1914, Red Lodge was awarded a \$15,000 sum towards the construction of the library. The building was delayed by World War I and officially opened in January 1920. In 1992, a generous donation by the Koski family allowed for a substantial expansion of the original Carnegie building. In 2009 and 2010, the library invested in energy efficient lighting and HVAC systems to reduce energy costs. The Marion Edwards Adams Trust financed a more accessible entryway in 2018 and will fund further interior remodels in the coming years. An E+ grant from NorthWestern Energy funded the installation of an 11.45 kW array of solar panels in 2019. The Red Lodge Carnegie Library is located on 8<sup>th</sup> Street and Broadway and sits as the northern anchor of the Red Lodge Commercial Historical District. The Library Director and Board strive to maintain the historical integrity of the original Carnegie building while also increasing the efficiency of facility operations.

The mission of the Red Lodge Carnegie Library is to engage our community with 21<sup>st</sup> Century materials, services, and technology to enhance literacy, civic, educational, and cultural opportunities. 2020 marks the Centennial year of the Red Lodge Carnegie Library, a wonderful opportunity to celebrate the library's first 100 years of service and pave the way for the next 100 years.

The library offers the following services and programs:

- Books • DVDs • Audiobooks • Newspapers & Magazines • Public Review Site for Local and State Documents • Downloadable Audiobooks & eBooks • Public Access Computers • Wireless Internet
- Printing, Copying, Scanning • Reference & Information Services • Test Proctoring • Federal Income Tax Forms • Billings Job Service Testing Site • Interlibrary Loan • Public Meeting Space
- Community Announcement Board • Friends of the Library Book Sales • Storytime • Special Programs for Children, Youth, and Adults • Preschool Outreach • Summer Reading Program

The Red Lodge Friends of the Library provides supplemental funding for library materials and programs and provides volunteers that maintain the library gardens, assist with programs, and hold regular book sales.

Library programs and services are well-used by the community. In FY (Fiscal Year) 2018, an average of 313 patrons visited the library each week. The library offered 133 programs for children and adults, with a total attendance of 2,018. There are 19,299 physical items in the library's collection, and patrons also have access to a statewide shared collection of 17,125 downloadable audiobooks and 23,085 eBooks. In FY19, the annual circulation of physical items was 16,392 and the annual circulation of electronic materials was 5,598.

In FY18, the 10 public access computers have been used an average of 118 times per week, with an average session length of 50 minutes. An average of 36 users per week accessed the library's wireless internet during library hours, and many others use the signal when the library is closed. The



library's free internet access is highly valued by locals and by the many visitors that pass through Red Lodge each year.

### ***Drought Readiness***

In South Central Montana periodic drought is a reoccurring event. Mitigation and adaptation to drought readiness is important. The City of Red Lodge should cooperate with any effort put forth by Carbon County to address drought readiness.

### ***Noxious Weed Control***

The City of Red Lodge will strive to be a good steward of the land by promoting the prevention and management of invasive weeds. The most common noxious weed species within the City include knapweed, common tansy, houndstongue and absinthe wormwood. The City will work with the Carbon County Weed District and the Beartooth Weed Management Area to implement a weed management plan for City-owned land. The City will work in cooperation with the Carbon County Weed District and other organizations to educate the public about noxious weed identification, control and mitigation. The City will evaluate its weed prevention activities on a regular basis to determine the effectiveness of weed management programs, and will work to maintain its weed management program at an appropriate level.

### ***Floodplain Management***

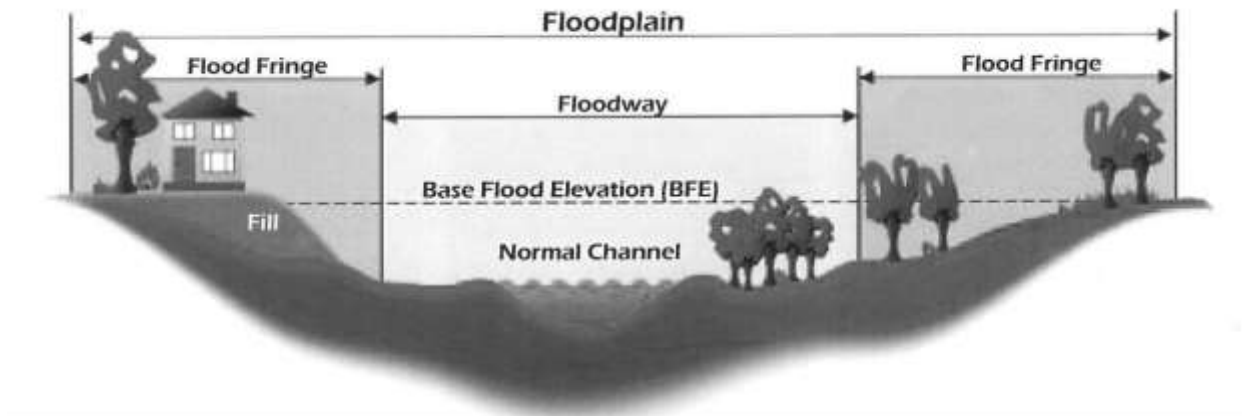
The City of Red Lodge voluntarily participates in the National Flood Insurance Program (NFIP). The City's program of corrective and preventative measures for reducing future flood damage takes a variety of forms including zoning, subdivision, building requirements and special-purpose floodplain ordinances. Floodplain management requirements are designed to minimize future flood damage and to prevent new development from increasing the flood threat.

The City's Flood Insurance Rate Map (FIRM) was issued following a flood risk assessment by the Federal Emergency Management Agency (FEMA) and has been in effect since December 4, 2012 (Community Panel Numbers 30009C0711D, 30009C0692D, 30009C0701D and 30009C0703D). NFIP maps were created from a Flood Insurance Study to show Special Flood Hazard Areas (SFHA), Base Flood Elevations (BFEs) and risk zones in addition to floodplain boundaries and a delineation of the regulatory floodway.

The floodplain is a Special Flood Hazard Area. The Special Flood Hazard Area (SFHA) on NFIP maps is the land area covered by the floodwaters of the Base Flood. The Base Flood is also known as the 100-year flood. A Base Flood Elevation is the elevation for which the base flood is expected to reach. The floodplain consists of a floodway and a flood fringe. The floodway is the area of highest velocity during a flood event; the floodway must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height. The City should ensure that fill or buildings are not placed in the flood fringe. When fill or buildings are placed in the flood fringe, flood storage areas are lost and flood heights will go up because there is less room for the floodwaters. Figure 13.2 identifies characteristics of a floodplain.

## Figure 13.2: Characteristics of a Floodplain

The Base Flood has a 1% chance of occurring in any given year. Although a 100-year flood sounds remote, over the life of an average 30-year mortgage, a home located within the 100-year flood zone has a 26% chance of being inundated by the base flood over the life of the mortgage. The same home has less than a 1% chance of fire damage during the same period ([www.fema.gov](http://www.fema.gov)).



Source: FEMA, 2007, [www.fema.gov](http://www.fema.gov)

### ***Additional Municipal Services***

Additional municipal services are affected by growth demands. Analysis of water and sewer capacity, emergency services, transportation and other municipal services to determine growth impacts are helpful in implementing additional policies. This will assure that new development contributes a proportionate share of the costs incurred, or to be incurred, by the City in accommodating extension of services to the development.

There is a need for continued expansion of the City's informational and technological capabilities. The City has partnered with the County in purchasing Geographic Information System (GIS) capabilities. A more expansive GIS database is particularly important for emergency services, the management of City infrastructure, permits, areas subject to hazards, planning, zoning, etc. Community information, public notices, City policies, GIS databases and other services such as bill pay should be offered online.

By virtue of their size and diversity, large public events have an impact on Red Lodge businesses and citizens while uniquely stressing City services, City personnel and our community fabric. These large events are part of the City's appeal, our heritage and our economy. Red Lodge will continue to be an attractive venue for large and diverse groups of people. The City should enforce policies to ensure that large events are safe and appropriately managed for residents, City personnel, local businesses, property owners and event participants.

### ***Infrastructure and Services Goals***

1. The City of Red Lodge and other local service providers should provide facilities and services adequate to serve the present population's needs and the anticipated growth. Appropriate levels of municipal services should be determined and municipal operations and budgeting should reflect these goals.
2. The City should increase its commitment to recycling in municipal operations.

3. The City should assure that development does not conflict with the operation of Municipal Facilities such as the sewage treatment system and the municipal water system. The City should partner with other entities to create a source Water Protection Plan and ensure that development in the water supply source area does not impact municipal water quality and quantity.
4. Desired levels of municipal services should be determined and funding should reflect these goals.
5. The City should assure that the maintenance and provision of facilities keep pace with growth.
6. The City of Red Lodge and other local service providers should adopt a “pay as you grow” policy that requires developers to provide on-site improvements and make fair contributions to the cost of off-site facilities impacted by their activities. Developers and the City must work cooperatively to improve City infrastructure as new developments are approved. The City and other service providers should also pursue other sources of funding.
7. The City shall ensure that development does not scar slopes overlooking the City or adversely impact the Rock Creek riparian corridor.
8. The City of Red Lodge should continue to improve information services available through electronic means for such things as paying bills and fines, access to the City budget, financial information, job postings, offer input to the City Council and contact information for elected officials.
9. The City will continue to support Custer Gallatin National Forest’s plans to manage the West Fork of Rock Creek as a municipal watershed and maintain water quality.
10. The City of Red Lodge desires a system of structured cost-sharing between local jurisdictions to care for lost, abandoned or deceased animals to ensure they do not pose a public health and safety risk.
11. The City should coordinate with organizations who seek to provide transportation services, particularly for the more aged population. The Carbon County Transit Development Plan, Final Report, was completed in 2019 by LSC Transportation Consultants coordinated by the Red Lodge Area Community Foundation for the purpose of meeting the transportation needs of all Carbon County residents.
12. As stated elsewhere in this Growth Policy, a more connected multi-modal residential road and trail system is a priority. Connected residential road and trail systems provide additional emergency services access, disperse traffic, reduce traffic volumes on collector roads, provide additional means for non-motorized travel without creating easements or inviting trespass on private property, and provide additional road frontage for building.

## ***Strategies for Providing Municipal Services and Infrastructure***

### ***Investments***

- A. New development increases the burden upon existing public facilities and services. Impact Fees should be evaluated to fund growth-related system and service improvements. Development is expected to continue and will place ever-increasing demands on the City to provide water, sewer, emergency medical (EMS), fire and police services. Impact fees for water and sewer services address the increasing costs of required future improvements to the water and sewer systems due to new development. An impact fee study prepared by HKM Engineering set forth reasonable methodologies and analysis for determining the impact fees. Impact fees collected will be used to fund growth-related system expansion. Adopted impact fees are reasonably related to and attributable to the development’s share of the cost of water and sewer expansion made necessary by the new development. Essential municipal services like EMS, Fire and Police shall be evaluated to determine if growth-related impact fees are appropriate.

- B. In 1997 Red Lodge established a 3% (three percent) Resort Tax on certain goods and services. The majority of revenue earned from the Resort Tax in Red Lodge has historically been used for property tax relief, infrastructure capital improvements and parks. Prior to 2020, the City and various organizations determined there was a need to expand the use of Resort Tax revenue for a wider range of City services. The Resort Tax was renewed in 2020 incorporating this wider range of possible services and is now scheduled to expire at the end of 2045. An additional 1% (one percent) Resort Tax was also passed in 2020. The funds of this additional one percent are dedicated to stormwater projects and stormwater related projects.
- C. Incentive zoning such as Planned Unit Developments and other methods should be considered in all zoning districts to encourage redevelopment of underutilized parcels consistent with open space and trails plan goals.
- D. The City has developed a Capital Improvements Plan (CIP). The CIP may be revised during the annual budget process and should match goals from the *Growth Policy* and other adopted plans.
- E. The City of Red Lodge should assure that adequate lighting is provided throughout the City for the general safety of the public. All lighting must be designed to mitigate light pollution affecting the night sky.
- F. The City of Red Lodge should work with the Red Lodge School District. School District facilities, including but not limited to the Civic Center, can function as “community centers”. The City should work to ensure these “community centers” provide gathering spaces near the core of the City.
- G. The City should continue to allocate funds for sufficient weed management of municipal lands. The City should have a designated individual who tracks citizen complaints regarding tall grass and noxious weeds. The City should notify individuals with tall grass that they are in violation of City ordinance. The Carbon County Weed Board enforces noxious weed complaints and should be notified by the City when it receives noxious weed complaints.
- H. The City will continue to participate in the National Flood Insurance Program (NFIP) and update regulations to mitigate potential loss of life and property due to flood hazards. The City will work to acquire and remove structures from the floodplain and acquire undeveloped riparian lands.
- I. The Rock Creek watershed, situated above Red Lodge is an important source for the City’s municipal water supply and the County’s agricultural productivity. Additionally, the watershed supports aquatic and riparian environments important to continued outdoor recreation opportunities and aesthetics associated with the Red Lodge community and economy. The City of Red Lodge is encouraged to support activities that will conserve water use and management activities that maintain the hydrologic function of the watershed.
- J. The City should work with the Department of Environmental Quality (DEQ) and the Department of Natural Resources and Conservation (DNRC) to pursue watershed protection, wellhead protection and isolation studies and zones to protect City water supplies.

The City of Red Lodge should pursue all sources of funding that can help implement these strategies. A mixture of proposed revenue sources should be contemplated in the Capital Improvements Plan.

### ***Regulations***

- A. The City of Red Lodge will implement the management recommendations of the most recent Red Lodge Source Water Delineation and Assessment Report completed by Montana DEQ in order to protect water resources.

- B. The City should support the Custer Gallatin National Forest’s watershed protection efforts on the West Fork of Rock Creek. The City shall partner with Carbon County to assure development does not impact the City’s public water supply.
- C. The City of Red Lodge will use the *Red Lodge Zoning Regulations* and work with Carbon County to ensure that proposed development will not conflict with continued operation of the sewage treatment plant.
- D. The City of Red Lodge will retain adequate staff for enforcement of its building, zoning, floodplain and subdivision codes.
- E. All new Major (6 or more lots) Residential Subdivisions shall include dedicated park space and sidewalks. Cash-in-lieu of parks should not be accepted in major subdivisions. Cash-in-lieu of parks for minor subdivisions may be considered in areas identified within the *Comprehensive Parks Plan* (Appendix 1) as a low priority area for parks. Cash-in-lieu of parks should always be considered when it is able to be utilized to further the goals of the *Comprehensive Parks Plan* (Appendix 1) and *Active Transportation Plan* (Appendix 4).
- F. The City of Red Lodge will periodically update policy and the administration of the water and sewer systems. This revision should include calculating and adopting water and sewer connection and impact fees that cover the full cost of the system capacity consumed. Water and sewer rates shall be evaluated and adjusted to meet the cost of administering and providing these services. The City should consider reduced Impact Fees for non-profit trusts and high-density development that provides affordable housing.
- G. The *Red Lodge Zoning Regulations* will require developers to install all necessary on-site facilities to City specifications. Proposed developments in the Urban Growth Boundary and the Red Lodge Planning Jurisdiction shall install all necessary on-site facilities to City specifications. The *Zoning Regulations* can offer developers the options of: a.) installing all facilities before a project is available for occupancy or b.) installing facilities in phases, as provided by a binding development or subdivision improvement agreement.
- H. Required improvements shall be warranted by the developer for both materials and workmanship for a minimum of one (1) year following their acceptance.
- I. Developers shall be required to participate in the cost of providing off-site facilities necessitated by their development activities.
- J. All power and communication utility lines and services shall be installed underground except as provided in the *Red Lodge Zoning Regulations*.
- K. Any time significant work is occurring that would facilitate relocating existing above-ground utility lines underground, relocation should be considered.
- L. All developments must be planned, designed, constructed and maintained so as to mitigate the loss of permeable surface area and minimize the surface runoff.
- M. Developments shall retain existing mature vegetation and minimize land disturbance. Methods to protect existing vegetation during construction shall be implemented.
- N. All developments must be planned, designed, constructed and maintained so as to minimize the risk of fire, and to permit the effective and efficient suppression of fires and permit access to other emergency services. Gated communities will be prohibited.
- O. Development of cul-de-sacs, dead-end streets and private roads shall not be allowed without considering efficient travel flow and connectivity objectives for a multi-modal system of trails and streets as outlined in the *Active Transportation Plan* (Appendix 4), *Comprehensive Parks Plan* (Appendix 1), and the City’s gridded network. Exceptions may be considered where natural barriers such as steep slopes, water bodies or configuration of existing development preclude a through street.

- P. The City will require noxious weed management plans and implementation of these plans for new subdivisions. Compliance with County noxious weed management plans will be enforced per State of Montana law.
- Q. All Major Subdivisions shall address their impact on the Fire Department's ability to provide fire and EMS services and will install new public facilities as needed to mitigate any impact.
- R. The Red Lodge Floodplain Regulations require that development does not destroy the visual dominance of riparian vegetation along Rock Creek.
- S. The City shall investigate density transfers that allow a developer who has a sizeable riparian area to transfer the dwelling units allocated to that area. Density transfers can provide incentives to further reduce flood hazards and maintain the riparian corridor in a more natural condition.
- T. The City of Red Lodge will continue to participate in the National Flood Insurance Program (NFIP) so existing homes can be insured and flood hazards are mitigated. The City shall update its existing floodplain management ordinances to reflect any changes in the NFIP and consolidate the permit requirements of that ordinance with those of the *Red Lodge Zoning Regulations* and the *2020 Red Lodge Growth Policy*. The City shall encourage the transfer of development rights to upland sites in order to protect the floodplain in existing lots that are subject to floods. The City of Red Lodge shall prohibit the creation of new lots that are completely within the 100-year floodplain. The City shall require the development of existing lots that are subject to floods of a hundred-year frequency to be developed on that portion of the lot subject to the least risk. All development or improvement to existing structures in the floodplain shall conform to FEMA standards and City floodplain ordinances and shall not adversely impact upstream or downstream properties. The City shall promote floodplain acquisition projects to remove structures and permanently protect the floodplain from development pressure.
- U. The *Red Lodge Zoning Regulations* should require all development that could affect water quality in Rock Creek and its tributaries to prepare and implement a runoff and erosion control plan. Development site plans shall include wetlands, springs, naturally vegetated and restored riparian buffers.
- V. Development shall not accelerate erosion or result in slope failure. The potential for slope failure will be minimized by requiring new construction to comply with Chapter 18 of the International Building Code and hillside development standards. Construction on slopes greater than 25% or on areas subject to slumping shall be prohibited.
- W. The *Red Lodge Zoning Regulations* will minimize the impact crestline development has on viewsheds.
- X. Park deeds and easements shall be recorded at the Carbon County Clerk and Recorder's Office at final plat approval.
- Y. Transfers of water rights shall be recorded with Montana DNRC upon the sale of a property.

## 14 – Public Lands

Proximity to public lands and water and access to them is a critical component to the viability and sustainability of the Red Lodge outdoor recreation and tourism economy. Public lands include those managed by the Custer Gallatin National Forest, the Bureau of Land Management, the State of Montana, Carbon County and the City of Red Lodge. Public waters are defined by the 1985 Montana Stream Access law, which grants the public the right to use streams and rivers, such as Rock Creek, for recreation purposes up to the ordinary high-water mark.

Municipal lands can be used to further the goals set forth in the *2020 Red Lodge Growth Policy, Comprehensive Parks Plan* (Appendix 1) and *Active Transportation Plan* (Appendix 4). It shall be the policy of the City to retain rights-of-way, multi-modal transportation corridors, and municipal lands that can currently or in the future be used for public benefit.

Before municipal lands and Rights-of-Way may be transferred, leased, sold or traded out of the public realm, the City shall require a survey, analysis and public input. The City shall manage public lands as valuable assets.

Rock Creek and the associated riparian area is a remarkable asset to the City and the neighborhoods through which it flows. Preservation of and access to the Rock Creek corridor is valued by the Red Lodge community and visitors. Access may be pursued through acquisition by trade, purchase, or dedication of parks and open space. Section 10.3 of the *Red Lodge Comprehensive Parks Plan* identifies the Rock Creek corridor as a prioritized area for future parks.

## ***Strategies for Implementing the Public Lands Goals***

### ***Investments and Regulations***

- A. The importance of City property and Rights-of-Way to completing a system of parks, trails and open space is articulated in the *Red Lodge Comprehensive Parks Plan* (Appendix 1) and in the *Red Lodge Active Transportation Plan* (Appendix 4). The City of Red Lodge must determine which of its parcels and Rights-of-Way are needed for municipal functions, parks, trails, and future needs as stated in this *Growth Policy*, the *Red Lodge Comprehensive Trails Plan* (Appendix 6), the *Active Transportation Plan* and in Section 10.1 of the *Red Lodge Comprehensive Parks Plan*. City property or rights-of-way will not be sold or transferred out of public ownership until it has first been assessed for its value for meeting open space, parks, or trail system goals.
- B. In order to satisfy the strategy identified in Section A, the City shall work in cooperation with the Red Lodge Parks, Trees and Recreation Board and the Beartooth Recreational Trails Association, as authorized under a Memorandum of Understanding with the City for the design, construction and maintenance of trails to (1) identify City-owned property and Rights-of-Way and (2) assess the importance of such property for completing a system of parks, trails, and open space. The goal is to identify and assess these properties and Rights-of-Ways during the lifespan of this *Growth Policy*.
- C. If a lease of more than one year (including renewal terms), should be written to allow for periodic evaluation for both compliance with terms of the lease and to ensure that the City is or will receive an appropriate economic return or social benefit from continued lessee occupancy. Leases should also include bond requirements adequate to ensure that the City is not liable for clean-up of hazardous wastes, junk, or decrepit facilities upon lease termination. Changes in lease terms should be subject to public review and comment before approval by the Red Lodge City Council.
- D. The City of Red Lodge will enforce its policy for the sale, exchange or lease of municipal lands. Said policies ensure that the City obtains full market value for the use, sale or transfer out of public ownership of municipal lands. See Ordinance 906 on sale and lease of City lands.

- E. The City of Red Lodge should lead by example and meet or exceed every provision of the *2020 Red Lodge Growth Policy* and the *Red Lodge Zoning Regulations* on City property.
- F. Signage shall identify community gathering places and trailheads.
- G. The City should collaborate with non-profits that seek to institute programs to create permanent endowments for the perpetual care, maintenance, and creation of City parks, trails and public open space.

## **15 - Climate, Energy Conservation and Sustainability**

Red Lodge citizens enjoy access to outdoor recreation opportunities on public lands in our scenic location and also demonstrate a commitment to environmental protection and sustainability. Even a first-time Red Lodge visitor can see the efforts of homeowners and businesses to lower their energy usage and live sustainably. A variety of active civic organizations, including the Red Lodge Sustainability Board, keep environmental and conservation values in public view.

The 2017 Montana Climate Assessment documented trends in recorded temperature between 1950 and 2015. Over that 65-year period the mean annual temperature for the South Central Climate Zone, which includes Red Lodge, increased by 2.8° Fahrenheit (F). Winter and spring temperatures have increased by an average of 3.0° F and 3.9° F respectively. If these trends continue, it will likely result in longer growing seasons, more days with summer temperature extremes exceeding 90° F, and more variable mountain snowpack with earlier melting. The amount of snowpack and the timing of snow melt affect late summer stream flows and surface and groundwater resources. Warmer summers can affect agricultural production as well as frequency and intensity of both drought and wildfires. The changes are likely to have an effect on social, economic, and ecological systems such as agriculture and outdoor recreation activities. Prioritizing conservation and sustainable living practices and municipal operations is necessary to adapt to and prepare for these changes. Implementation of strategies to lower energy use in City operations, as outlined in the *Red Lodge Energy Conservation Plan (ECP)*, will help to quantify progress (Appendix 5).

### ***Background***

The City of Red Lodge has made progress toward our municipal energy conservation goals. The *Red Lodge Development Code*, first passed in the mid-1990's, includes a number of provisions compatible with energy conservation. These include minimizing sprawl by encouraging and increasing housing density for annexed lands and allowing accessory dwelling units. The City, with the help of the *Beartooth Recreation Trails Association*, was very active in development and continues to be involved in the implementation of the *Active Transportation Plan* (Appendix 4) that includes trails to make walking and bicycling more convenient. Leadership in Energy and Environmental Design (LEED) practices are being encouraged in all major construction projects. Red Lodge has been working with the *Yellowstone Business Partnership* in developing LEED-like standards for sustainable development. Other measures include efforts to increase recycling, composting and promoting planting of trees through the *Tree City USA* program.

In 2008, Red Lodge joined *The U.S. Mayors Climate Protection Agreement* and has since become a member of *Local Governments for Sustainability*. The City has also joined the *Mayors for Solar Energy Agreement*, and undertaken a number of energy efficiency and renewable energy projects. Since



2015, the City has hosted an *Energy Corps* member to serve as the Sustainability Coordinator. In 2017, a baseline assessment of the City's energy and carbon footprint was performed, and a group of local citizens was convened to set reduction targets and create an action plan. The City of Red Lodge *Energy Conservation Plan* (Appendix 5) was completed and unanimously adopted by the City Council in October of 2018. In 2020, a community greenhouse gas inventory was completed to measure energy and emissions from all stationary energy, transportation, solid waste, and water within City limits.

### ***Energy Conservation Goals***

The City of Red Lodge *Energy Conservation Plan* (ECP) established a short-term goal of reducing carbon emissions for City operations to 10% below 2016 levels by the year 2021, and a long-term goal of being 50% below 2016 levels by the year 2040.

As of 2018, the ECP lays out 32 strategies that, when implemented, will allow Red Lodge to achieve emissions reduction goals. The strategies are centered on five focus areas: a) Fleet, Buildings and Streetlights; b) Internal Policies and Practices; c) Solid Waste, Recycling and Compost; d) Wastewater and Water; and e) Codes and Land Use.

Since the plan was adopted, several energy efficiency improvements such as window replacements, LED retrofits, and increased insulation have been implemented at City Hall, the Police Station and the Public Works Shop. A City-wide streetlight LED retrofit and renewable energy installation at the Carnegie Library have also occurred. These measures are estimated to result in a 6% emissions reduction in the calendar year 2020. The additional 4% needed to reach the interim goal of 10% reduction by 2021 may be reached by installing 5kW of renewable energy annually and increasing the average vehicle fuel efficiency.

The ECP also identifies a variety of funding mechanisms for each strategy, as well as potential partners and guidance on which actions should be taken first and by whom. An evaluation of implementation progress should be made each year and presented to the City Council. Beginning in 2021, every 5 years the City's greenhouse gas emissions, energy usage, and energy costs should be re-inventoried. This re-inventory will allow us to see if implemented strategies are achieving the emissions and costs reductions that were estimated, and inform the City if it is on track to meet the long-term goal of 50% emissions reduction by 2040.

## **16 – Wildland Urban Interface**

Section 76-1-601 (j) MCA requires a growth policy to include an evaluation of the potential for fire and wildland fire in the jurisdictional area. This evaluation must include an analysis of whether or not there is a need to delineate the Wildland Urban Interface and whether there is a need to adopt regulations to require defensible space around structures, adequate ingress and egress to and from structures and developments to facilitate fire suppression activities, and adequate water supply for fire protection.

### ***General Overview***

The Wildland Urban Interface (WUI) poses tremendous risks to life, property and infrastructure in associated communities and is one of the most dangerous and complicated situations faced by

firefighters. It is estimated that as many as 43% of new home construction in the western U.S. is adjacent to or intermixed with the WUI. (U.S. Fire Administration, 2018). WUI fires pose great challenges to fire fighters primarily because access to homes and availability of water are often limited in the WUI. Fire prevention programs such as fuel reduction initiatives and home assessment in WUI areas are extremely important. Homeowners must accept a measure of responsibility and be fully aware of the risks when deciding to locate in such an environment.

Six communities in Carbon County were identified as “urban wildland interface communities within the vicinity of federal lands that are at high risk from wildfire” (United States of America, 2001). The Federal Register describes three community categories:

***Interface Community:*** where structures directly abut with Wildland Fuels (3 or more structure per acre);

***Intermix Community:*** where structures are scattered throughout a wildland area (1 or more structures per 40 acres);

***Occluded Community:*** where structures abut an island of wildland fuels (often in a city, e.g. park or open space).

These communities are Belfry, Bridger, Edgar, Joliet, Red Lodge and Roberts. The City of Red Lodge meets the Interface Community definition. The WUI is a focal area for human-environment conflicts such as wildland fires, habitat fragmentation, and invasive plant species. Fires in the WUI have become much larger and burned with greater intensity due to decades of aggressive fire prevention and suppression, extended periods of drought, high seasonal temperatures, and high winds, altering the normal fire regime. Fire intensity has increased with the longer fire season, higher temperatures, and less predictable precipitation that mark the changing climate of the American west. Wildland fires are also more intense today because of the accumulation of fuels on the ground or extensive stands of trees displaying ladder fuels, a closed canopy, and a high vulnerability to fire from human activities and natural causes. Further, the secondary effects of a wildland fire can be seen long after the flames have been extinguished, such as soil erosion, the spread of noxious weeds, flash flooding, landslides and changes to wildlife habitat. Therefore, these areas may not return to pre-fire conditions for decades.

### ***Evaluation of the Potential for Wildland Fire***

In 2001, the Federal Government designated Red Lodge as a Wildland-Urban interface community. This designation highlights that Red Lodge is a community at risk from wildland fire. (Federal Register on January 4, 2001). Recent work done by the USFS Beartooth Ranger District has shown a potential for spot fires with a high probability of ignition should a fire ignite in the surrounding Custer Gallatin National Forest. This underscores the importance of recognizing that the City is vulnerable to wildfire and of taking action to mitigate the hazards where possible.

The City of Red Lodge is surrounded by wildland areas that contain heavy fuel loads and the potential for wildland fire activity. Additionally, within the City Limits of Red Lodge, there are several areas of heavy vegetation that pose significant hazard of ignition and propagation of catastrophic conflagration. Surrounding areas of concern include the Main and West Forks of Rock Creek and the Palisades Area, all south and west of town. These areas contain significant fuel loads that could easily cause ignition within City Limits by blowing fire brands. Areas in the Urban Growth Boundary and the larger Planning Jurisdiction of concern include development such as the Woodlands on Rock Creek subdivision where

heavy fuel loads are not buffered by adequate fire breaks. Within town, the southern portion of the US Highway 212 corridor to the east and the entire Rock Creek corridor present serious WUI concerns.

A number of factors increase the severity of wildland fire behavior in and around Red Lodge. Steep south, east, and west-facing slopes and canyons with light, flammable fuels down low and dense mature lodgepole pine above provide the opportunity for high intensity fire with extreme fire behavior. Red Lodge frequently experiences strong winds. Typical summer weather patterns produce extended periods of high winds, high temperatures, low humidity, and no precipitation. Average annual precipitation in the area ranges from 18 to 30 inches. Because of the pattern of the National Forest boundary, there is a long distance of forest frontage with fuels varying from grass to heavy timber; this area is ripe for a wind-driven stand-replacing fire.

As population and recreational uses increase in these areas, the number of fires and potential impact from a fire may also increase. Due to the accumulation of fuels from urban development and the wildland setting, varied topography, and areas with limited access, a fire starting in or spreading to these areas could quickly grow beyond the capabilities of area firefighting resources.

Recent local wildland fires such as the West Fork Road Fire in 2015, Rock Creek Fire in 2013, Rosebud Fire in 2012, Hole In The Wall Fire in 2011, and the Cascade Fire in 2008 demonstrate the potential for small fires to reach devastating size very quickly. Coupled with climate changes and intermittent drought, the potential for catastrophic fire in the WUI within the jurisdiction of the City of Red Lodge is high.

### ***Delineation of Wildland Urban Interface***

The City of Red lodge is vulnerable to wildfire due to increased fuel load accumulations, topography, high-winds, changes in climate and urban development in the WUI. Combined, these factors put the City of Red Lodge at risk of a wildland urban interface fire. The City of Red Lodge Fire Department, in cooperation Carbon County DES, has developed a WUI map utilizing computer Geographic Information Systems (GIS). This model examined moderate to heavy wildland fuels, potential for fire brands and proximity to existing structures. The specific steps in the process are outlined below:

Step 1 - Identify and map concentrated fuels. Research conducted by Jack Cohen and others have shown that fire is transferred to structures through two primary avenues: direct impingement (conduction) and through fire brands. When delineating the WUI for the County, these two concerns were addressed.

Direct impingement occurs when fires in heavier fuels are located close to structures. A GIS layer of Anderson fuel types (Anderson, 1982) was used to identify heavy fuels types in the County. The following four Anderson fuel types were extracted from the GIS and used when mapping wildland fuels:

- Timber (litter and understory) – Type 10
- Hardwood Litter – Type 9
- Closed Timber Litter – Type 8
- Timber (grass and understory) – Type 2

Step 2 – Compare GIS fuel type layers with aerial imagery to validate data.

Step 3 - Identify and map fire brand zones. Several sources recommend a 1.5 mile buffer from the fuel load which is an estimate of how far an average fire brand can travel through air (108th Congress of the United States of America, 2003) (California Fire Alliance, 2001) (Stewart, 2007). While fuels within the “fire brand” area may be limited, it only takes one well-placed fire brand to ignite a structure.

Heavier fuels necessitated the full 1.5-mile buffer while less dense or scattered fuels required less of a fire brand distance.

Step 4 - Identify and map human development concentrations. As defined in the Montana annotated code, the WUI is the "line, area or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels."

Given this definition, the next step in the creation of the WUI map was to identify concentrations of human development in the County. Addressed structures were previously mapped by the County (Carbon County Disaster Emergency Services (DES), 2012) and were used as the base layer for this analysis. Specifically, the GIS created a structure density map based on a 0.5 mile radius for every location in the County. The result was a map that could be classified into three categories of human development: 1-5 structures/sq. mi., 5-25 structures/sq. mi. and >25 structures/sq. mi.

Step 5 - Combine County and USFS WUI models. The final County WUI map was developed by combining the wildland fuels map (with fire brand buffers), the structure density map and the existing WUI map developed by the US Forest Service. WUI categories of High, Medium and Low portrayed on the map represent the same categories used for structure density; 1-5 structures/sq. mi. (Low), 5-25 structures/sq. mi. (Medium) and >25 structures/sq. mi. (High).

### ***Appropriate Regulations and Ordinances***

Section 76-1-601 (j) requires a jurisdiction to evaluate whether or not there is a need to adopt regulations that require:

- Defensible space around structures
- Adequate ingress and egress to and from structures and developments to facilitate fire suppression activities; and
- Adequate water supply for fire protection

### ***Defensible Space Around Structures***

The City of Red Lodge's adopted Zoning Ordinance contains the following criteria for a zoning district: yard setbacks, lot area and width, landscaping, building coverage and building height. These regulations may not be specific enough to address development criteria for the WUI. Additional zoning regulation may be required to address concerns such as building materials, and delineation of a WUI Zone with specific lot design guidelines.

### ***Adequate Ingress and Egress***

All subdivisions should be planned and designed to provide adequate ingress and egress for firefighting personnel and equipment.

### ***Adequate Water Supply***

The Public Works Department of the City of Red Lodge maintains water mains and fire hydrants. The Red Lodge Fire Department routinely checks these hydrants for adequate operation and flow. Both departments work together to ensure that adequate fire flow exists for new development within the jurisdiction. Ongoing evaluation of the available water supply for firefighting should be conducted in conjunction with the public works department.

The municipal watershed located in the West Fork of Rock Creek was burned in the Cascade Fire of 2008. The City should continue to work closely with the USFS Beartooth Ranger District to ensure that

unburned areas are protected to prevent further damage to the watershed. This may include treating areas adjacent to the watershed to reduce the potential of fire, and supporting work by the USFS to reduce erosion and rehabilitate the area's vegetation. The attached Municipal Watershed Map delineates the municipal watershed.

In conclusion, the Fire Department has determined a need to augment development through Zoning Ordinances that ensure adequate defensible space, continue improvement of the City water system and fire hydrants, and to continue to support efforts to reduce WUI fire hazards in the area through cooperation with local, state and federal cooperators.

### ***Wildland Urban Interface Goal***

Prevent the loss of life, property and increased costs to the public from a WUI fire on public and private land located in and around the City of Red Lodge.

### ***Objectives and Strategies***

This chapter shall guide community decision-makers and stakeholders to implement relevant policies and regulations for the WUI of the City of Red Lodge.

1. Mitigate the threat from a WUI fire.
  - a. Coordinate with other jurisdictions, agencies, and organizations on education of the public about the threat from a WUI fire.
  - b. Educate the public about construction and landscaping techniques that mitigate risks associated with a WUI.
  - c. Coordinate with other jurisdictions, agencies, and organizations in the mitigation of conditions that increase the threat from a WUI fire.
  - d. Mitigate conditions on City of Red Lodge-owned land that increases the threat from a WUI fire.
  - e. Seek to secure funding for educational and mitigation programs.
  - f. Maintain an ongoing effort to review and reassess wildfire threat, impacts, and mitigation efforts.
  - g. Promulgate zoning, subdivision regulations and other standards or regulations that mitigate the spread of a WUI fire.
  - h. Encourage Firewise principles for new and existing structures.
  - i. Consider adoption of components of the International Wildland-Urban Interface Code.
2. Maintain an effective emergency response system to respond to and recover from a WUI fire and other potential hazards.
  - a. Continue WUI training of emergency service personnel.
  - b. Coordinate with other jurisdictions and agencies in responding to and recovering from a WUI fire.
  - c. Maintain adequate equipment and personnel to protect the City from a WUI fire.
  - d. Reduce the potential for loss and damage in the event of a natural disaster by updating and implementing the Carbon County Pre-Disaster Mitigation and Community Wildlife Protection Plan. The plan identifies mitigation measures, guides the expenditure of funds, and raises awareness about the importance of taking action to prevent and prepare for reasonably foreseeable natural disasters.

## **Acknowledgements**

The City of Red Lodge Fire Department drafted the WUI chapter. The following organizations provided guidance throughout the development of the Wildland Urban Interface chapter: City of Helena Community Development Office, Carbon County DES, United States Forest Service Beartooth Ranger District, Federal Emergency Management Agency AFG Program, Firesafe Montana, Bureau of Land Management.

## **17 – Wildlife Considerations**

Red Lodge is located in the northeast corner of the Greater Yellowstone Ecosystem (GYE). The GYE is a rare and extraordinary place with concentration of large expanses of wild public lands. Natural and human communities flourish because people act with the understanding that their economic, cultural and spiritual well-being depends on the health and vitality of the region's natural systems. The vast beauty, abundant natural resources, and quality of life in the GYE have always been the magnets drawing and keeping those of us lucky enough to live here. Our sense of place and identity are tied to the lands, waters and wildlife that make this place so unique ([www.greateryellowstone.org](http://www.greateryellowstone.org)).

In the natural tapestry of GYE, wildlife is a spectacular element, attracting worldwide interest and awe. The ecosystem is home to the largest herds of elk in North America and is one of the few remaining areas in the lower 48 states where the magnificent grizzly bear and gray wolf still roam in significant numbers. The GYE serves as wintering ground for the rare trumpeter swan and is home to the largest free-ranging herd of bison in the Lower 48. Greater Yellowstone's relatively intact natural landscape appears to retain its full complement of vertebrate wildlife. Cougar and wolverine still roam its mountains, bighorn sheep scramble among its cliffs, moose browse its willows, and eagles grace the open sky ([www.greateryellowstone.org](http://www.greateryellowstone.org)).

### *Wildlife*

Red Lodge lies within a broad range of wildlife species and habitat. At least four species of concern have been identified including the Preble's shrew (*Sorex preblei*), the gray wolf (*Canis lupus*), the greater sage-grouse (*Centrocercus urophasianus*) and the grizzly bear (*Ursus arctos horribilis*). Grizzly bears are a concern as their habitat surrounds the Red Lodge area and the bear population and ranges are expanding. Other species of interest in Red Lodge include large mammals such as whitetail and mule deer, black bear, moose, mountain lion, and elk. Bald eagles and osprey nest along the Yellowstone River and its tributaries including Rock Creek. Other species present include small mammals such as beaver, river otter, mink, muskrat, nesting and migratory waterfowl, resident songbirds, and a raft of turkeys. Yellowstone cutthroat trout is indigenous to the Yellowstone River and its tributaries. A great source of information about wildlife is the Montana Natural Heritage Program's website <http://mtnhp.org/> and the Field Guides available at <http://fieldguide.mt.gov/>. The guides and the field guide website are part of a collaborative effort between the Montana Natural Heritage Program and Montana Fish, Wildlife and Parks. The Animal Field Guide provides information on identification, habitat, ecology, reproduction, range and distribution of Montana's animals; new features include a hierarchical approach to finding an animal of interest, thumbnail photos of the animals and additional links. The Plant Field Guide offers information on plant species of concern, including references and photographs.

### *Species of Concern*

The term "Species of Concern" includes those that are at-risk or potentially at-risk due to rarity, restricted distribution, habitat loss, and/or other factors. The term also encompasses species that have a special designation by organizations or land management agencies in Montana, including: Bureau of Land Management Special Status and Watch species; U.S. Forest Service Sensitive species and Species of Conservation Concern; U.S. Fish and Wildlife Service Threatened, Endangered and Candidate species. (Montana Natural Heritage Program, <http://nhp.nris.mt.gov/>)

### *Sources and Sinks*

A source is high quality habitat that on average allows wildlife populations to increase. A sink is very low quality habitat that, on its own, would not be able to support a varied wildlife population. As an area is modified through human disturbance, it often shifts from a source to a sink for one species, while having the reverse effect for another species. Unfortunately, human disturbance often produces sink areas for native species and source areas for non-native, or invasive species.

### *Riparian Habitat*

Riparian areas provide a connection for a number of species to pass through the City of Red Lodge. Human development in intact riparian/wetlands reduces wildlife habitat values. Removal of riparian/wetland vegetation to create views, graze domestic animals and build homes reduces the amount or quality of habitat (e.g. space for wildlife). Human pets such as cats and dogs tend to harass or consume wildlife. Wildlife-human conflicts increase with urbanization. For example, whitetail deer will browse extensively on expensive ornamentals, in gardens or in haystacks. Beaver will continue to utilize remaining riparian vegetation (trees and shrubs), which may have been already reduced due to development. Riparian corridors are areas of very high bird diversity. In time, once productive riparian wildlife habitats can become wildlife sinks.

The Montana Department of Fish Wildlife and Parks (FWP), has recommended the following policies to conserve fisheries and important riparian habitat.

- I. Designate all waters as critical fish habitat.
- II. Maintain a 100-foot setback of development and septic systems from the edge of all rivers, streams and lakes.
- III. Prohibit off-channel excavation to correct watercourses.
- IV. Maintain streamside vegetation.
- V. Riparian areas should be zoned to limit development.
- VI. All areas between river channels should be maintained as open space.

### *Native Grasslands and Shrublands*

The open grassland/shrubland and forested habitats tend to be highly vulnerable to development because of their warmer characteristics. Development within and around these sites will reduce the quality of wildlife habitats because of increased predation by pets, alterations to native vegetation, and increased human disturbances. Soil disturbance as a result of development provides opportunities for the establishment of noxious weeds. Homes or other developments attract whitetail deer to their ornamental plantings, gardens and domestic animal feeds. The presence of deer will attract mountain lions. Development within grasslands or shrublands should seek to keep as much of this habitat type intact as possible. The beautiful fleabane (*Erigeron formosissimus*) is an identified species of concern.

## *Forested Uplands*

Critical wildlife values of forested sites include thermal and winter cover for big game; spring, summer, and fall habitat for bears; winter habitat for mountain lions; and a variety of habitat for migratory and resident birds. People who seek to live at the interface of timbered/grassland areas should realize that these habitats are important for wintering to many species of wildlife. Deer and human pets often attract mountain lions. Additionally, bears can be attracted to pet or livestock food, garbage, beehives, bone yards and other human attractants.

## *Human-Wildlife Conflict*

Human-wildlife conflict increases as development occurs in areas with wildlife populations or areas that are used as travel corridors or winter range. The Montana Department of Fish, Wildlife and Parks (FWP) maintains data regarding wildlife distribution and human-wildlife contact/conflict. FWP uses habitat base maps, FWP staff's general knowledge and incident or game damage reports to develop data regarding human-wildlife conflict for a few species. Black bears regularly enter Red Lodge in search of alternative food sources like garbage. The habituation of bears to garbage and people will continue to lead to human-wildlife conflicts. Conflict can result in both injury to humans and destruction of wildlife. The high density of resident deer populations and lack of safe wildlife corridor crossings of major thoroughfares increases potential for automobile-wildlife conflict.

## ***Goals to Mitigate Human-Wildlife Conflict***

1. Red Lodge shall encourage a landscape where wildlife can thrive, roam and reproduce widely in natural corridors used for movement and avoiding the perils of human waste, development and automobiles. Elected officials will work with citizens on the basis of scientific knowledge and the long-term needs of the ecosystem, to enact public policies that protect nature and preserve biodiversity in the ecosystem. Public and private institutions shall actively protect the ecosystem and embrace the region's unique potential for people to learn about living with nature.
2. The City should continue to require proper disposal of waste by residents and commercial establishments in containers that are bear-resistant.
3. Many human-wildlife conflicts occur as a result of unleashed dogs approaching wildlife. The City will encourage the enforcement of leash laws in and near town.
4. The City of Red Lodge will implement policy to curtail habitat fragmentation and destruction which cause wildlife sinks. Implementing the *Trails, Parks and Open Space* goals and strategies outlined in Chapter 11 will help mitigate the effects of human development on habitat fragmentation particularly through the protection of the Rock Creek riparian corridor and associated habitats.
5. The City will actively work with the County to eradicate noxious weeds on property within the municipality and enforce weed ordinances on private property.
6. The City prohibits the feeding of wildlife such as deer and turkeys that causes wildlife to concentrate, creating nuisances, threats to safety, and potential for disease. Songbird feeding is allowed.
7. The City protects aquatic organisms in Rock Creek by evaluating the impacts of any proposed development that could cause barriers to in-stream movement.
8. The City protects aquatic organisms and water quality in Rock Creek by ensuring all water discharged from the wastewater treatment facility meets or exceeds all state and federal standards.
9. The City will work to address any City-caused sources of water quality impairment in Rock Creek.



10. The City actively cooperates with the Montana Department of Fish, Wildlife and Parks to train City police officers to assist FWP staff in addressing wildlife conflicts.

## **Appendix 1 - Comprehensive Parks Plan**

## **Appendix 2 – Urban Forestry Management Plan**

## **Appendix 3 – Capital Improvements Plan**

## **Appendix 4 – Active Transportation Plan**

## **Appendix 5 – Energy Conservation Plan**

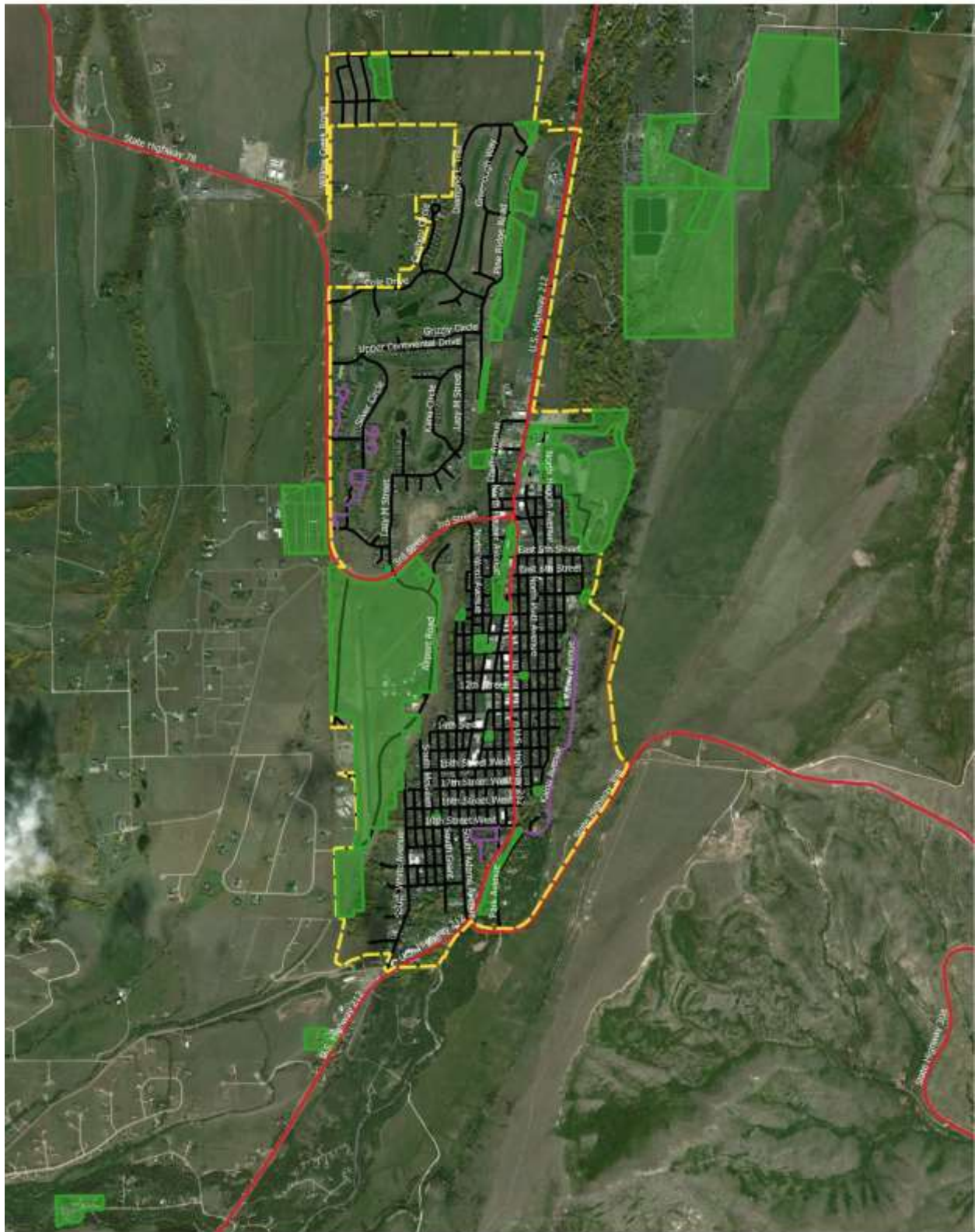
## **Appendix 6 – Comprehensive Trails Plan**

## **Appendix 7 – Montana Department of Transportation 2009 Red Lodge North Corridor Study, Finding of No Significant Impact**

## **Appendix 8 – Maps and Diagrams**


This section contains all the maps and diagrams determined to be relevant to this Growth Policy. These maps are referred to in Chapter 12 – Future Land Use.

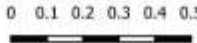
# Map of Municipal Land, 2020




**CITY OF RED LODGE**  
**City Owned Land**

- City Limits
- City Owned Land
- City Street or Alley
- Private Road
- U.S. or Montana Highway
- County Road





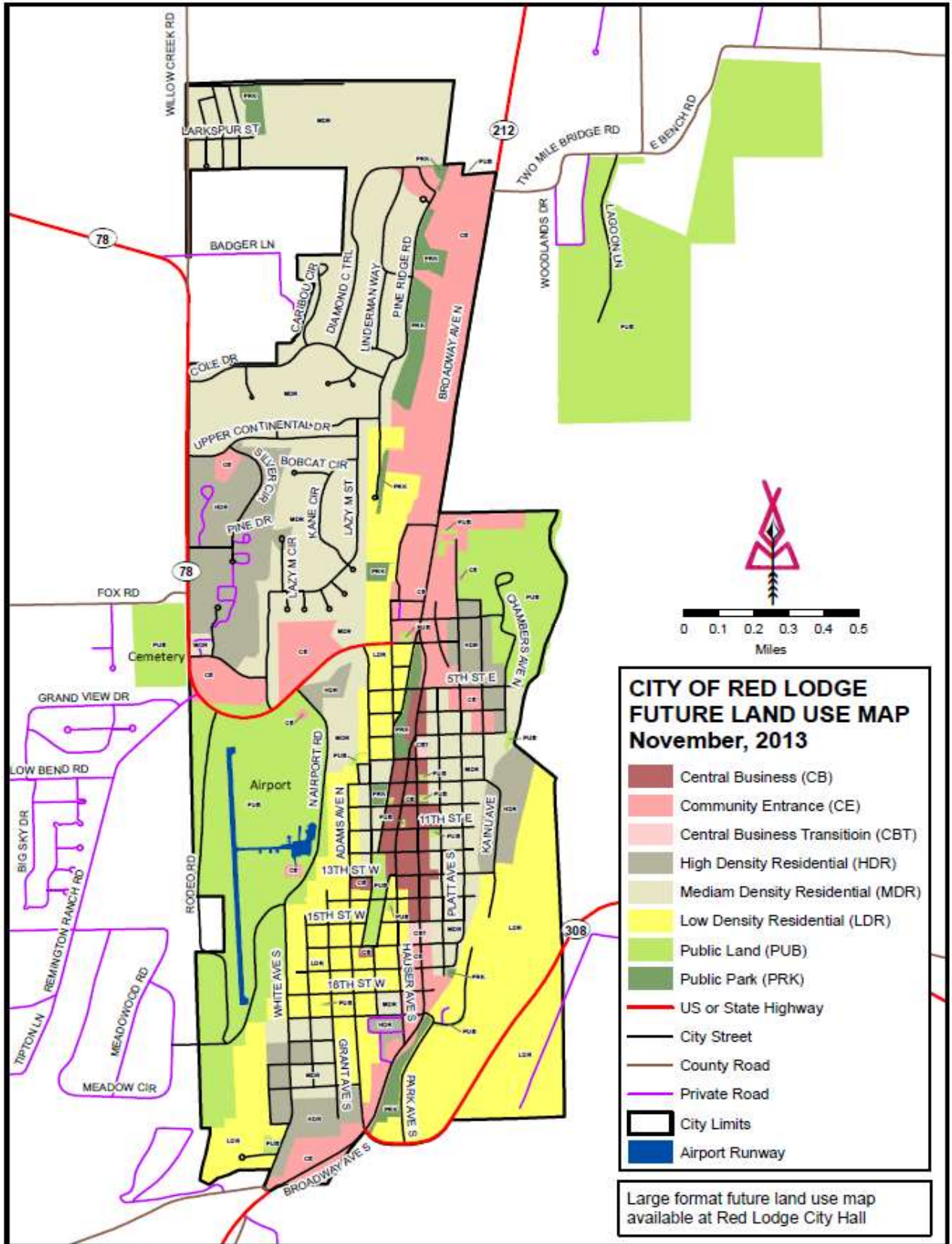
0 0.1 0.2 0.3 0.4 0.5 mi



Red Lodge  
Growth Policy  
May 2020

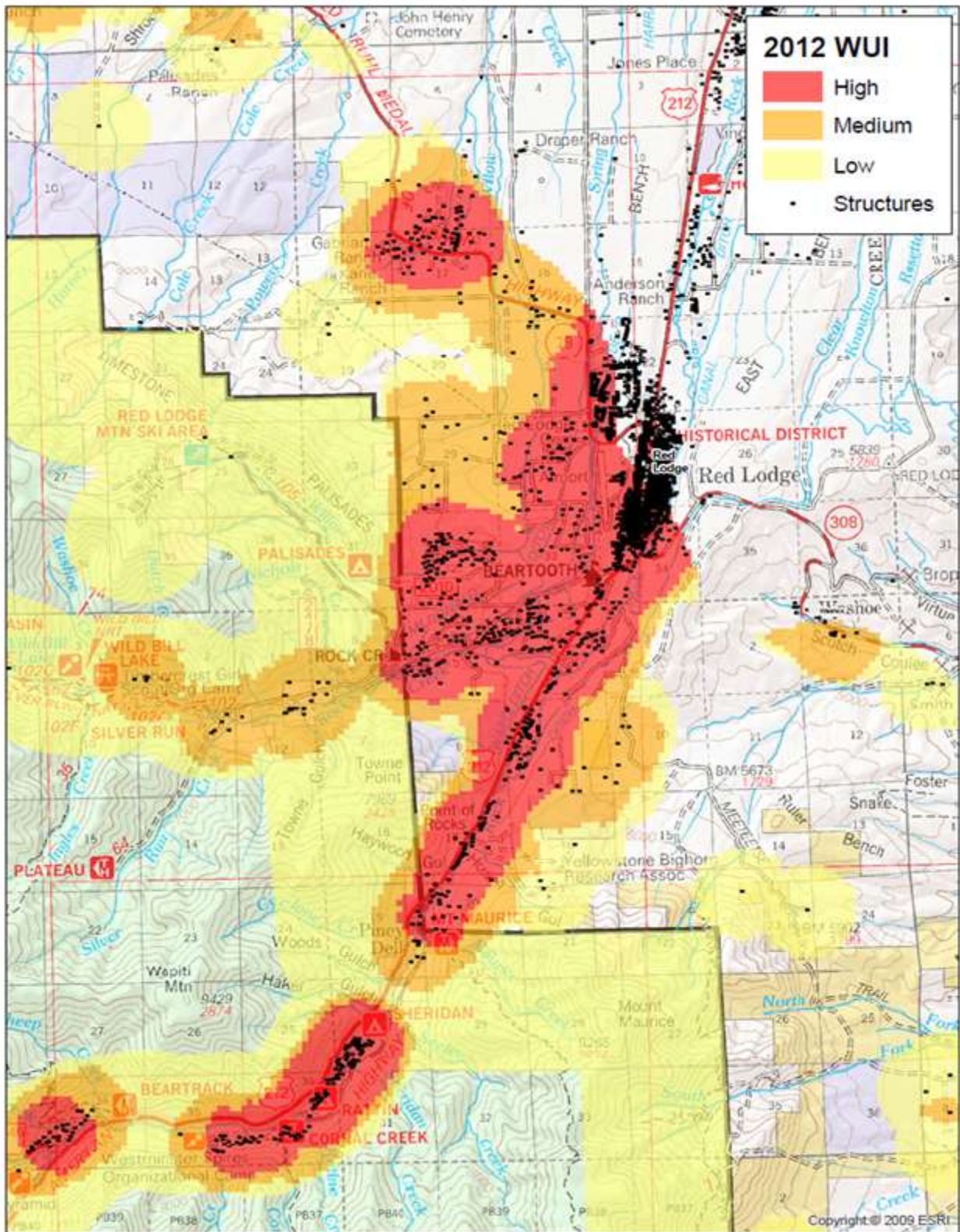
1:37000

# Future Land Use Map, 2013



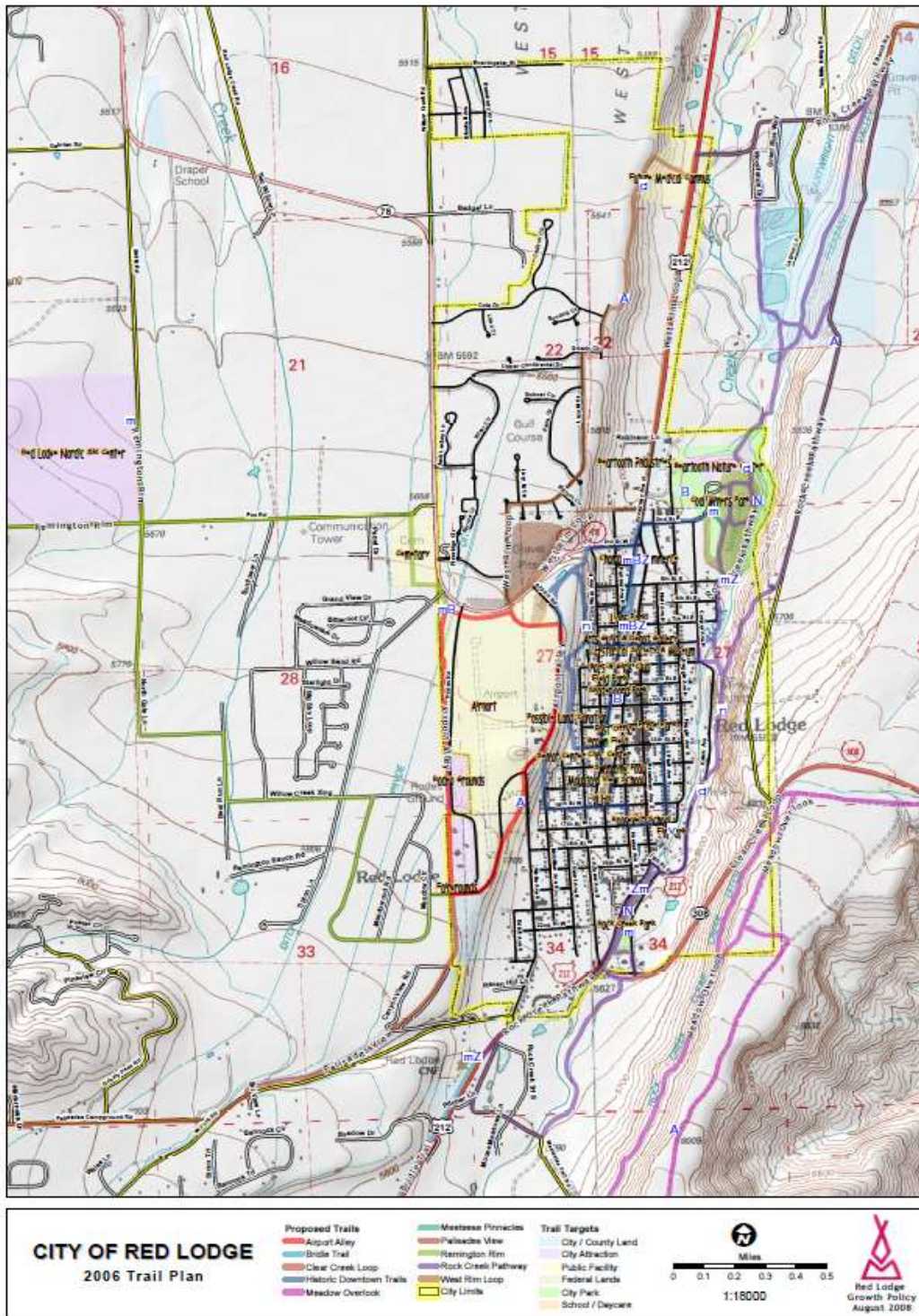


# Wildland Urban Interface, City of Red Lodge Fuel Load, 2013



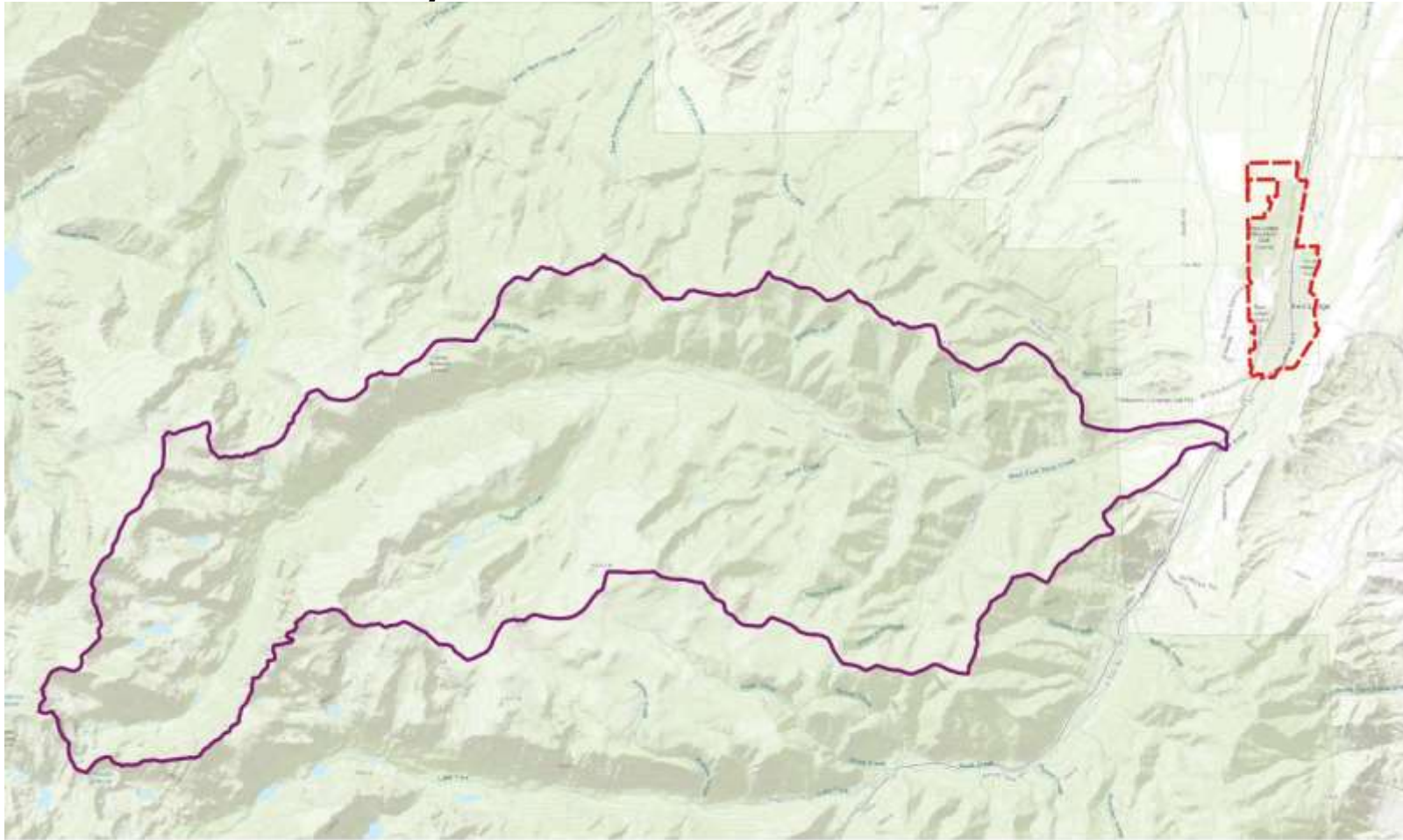


# Trails Map





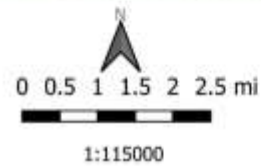
\*This map shows the 2006 Trails Plan. It shows trails planned for Red Lodge and the surrounding area. For more updated maps, plans and assessments of trail needs within the City of Red Lodge, please refer to the *Active Transportation Plan*, Appendix 4.

***West Fork Watershed Map***



**CITY OF RED LODGE**  
**Municipal Watershed**

 West Fork Watershed  
 Red Lodge City Limits

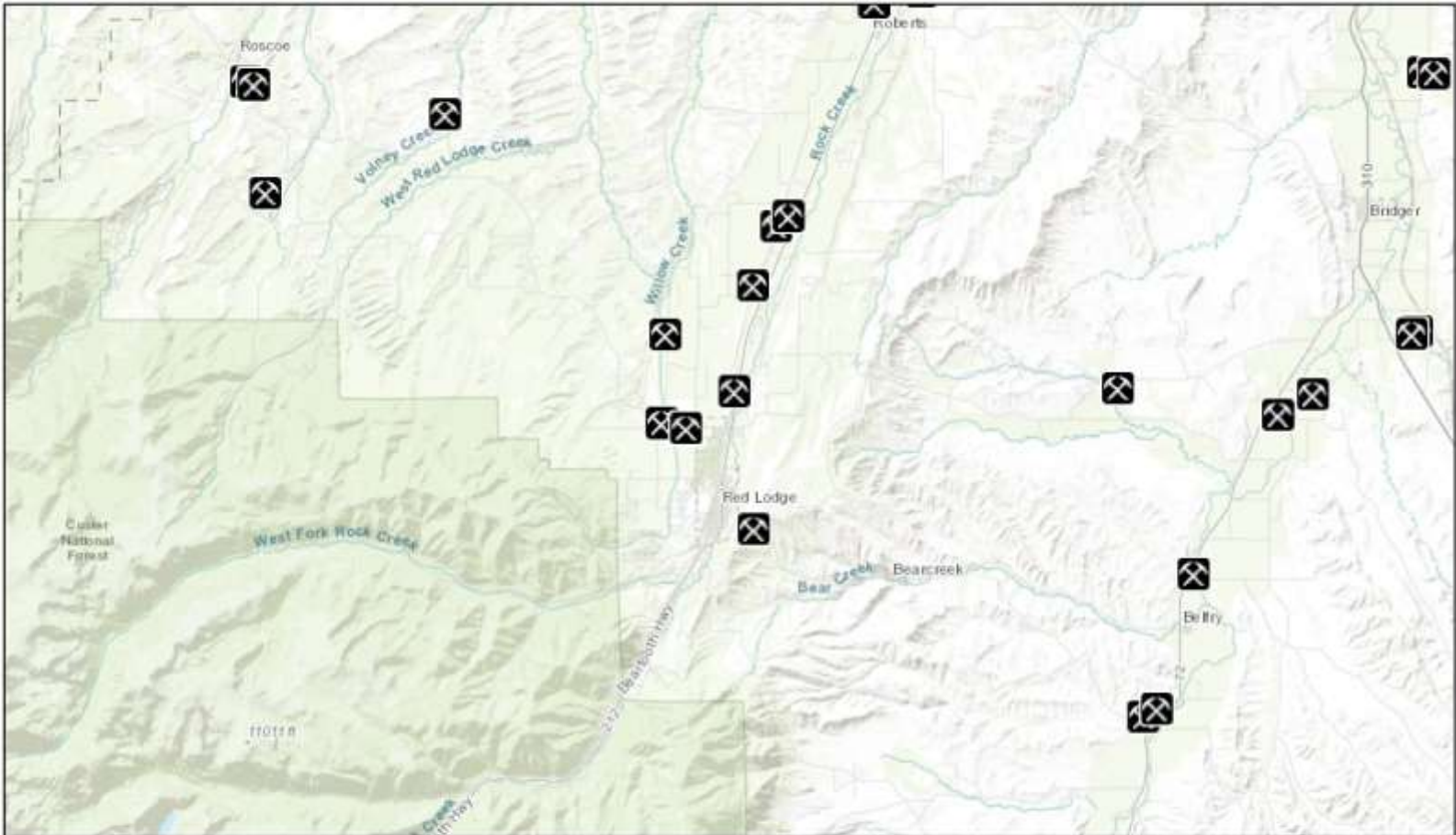


Data sources:  
U.S. Geological Survey  
Montana State Library  
ESRI




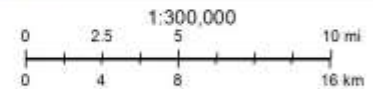
# Opencut Permits

## Opencut Permits Near Red Lodge



6/16/2020, 3:46:44 PM

 Permitted Opencut Sites



Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, MRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), (c) OpenStreetMap contributors, and the GIS User Community

Opencut Mining Program  
Montana DEQ



## Historic Central Business District Land-Use Pattern

