

STAFF REPORT
RLGP-15-01
2015 RED LODGE GROWTH POLICY
RED LODGE PLANNING OFFICE
April 28, 2015

BACKGROUND:

The Red Lodge City Council charged the Planning Board with the preparation of a new Growth Policy for the City of Red Lodge. In making this decision, the City Council acknowledged that the current Growth Policy (2013) would benefit from having new appendices such as the Comprehensive Parks Plan and the Capitol Improvements Plan. Additionally, the Planning Board recommends including the Urban Forestry Plan as an appendix.

In response to this, the Planning Board held public meetings and work sessions to address the known items of concern and to afford various agencies public and private to attend work sessions and voice their opinions as to the changes that the Planning Board should consider to the Growth Policy.

Having completed the work plan the Planning Board has agreed that the time for a public hearing on the draft document is at hand. A Public Hearing on the Draft Growth Policy is scheduled for April 28, 2015.

STATUTORY COMPLIANCE:

§76-1-601 MCA. 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).

(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.

C. Suggested Edits to the Draft Document (not including Scribner's errors, grammar changes or additional clarification):

Chapter 6:

Maintaining This Growth Policy:

3. Amendments in the form of **strategic planning documents, including but not limited to, plans for the following:** Neighborhood Plans, Housing Plans, **Comprehensive Parks Plan, Capital Improvements Plan**, Economic Development Strategies or other planning documents of the City should be encouraged as they provide greater detail on a specific topic than can reasonably be contemplated in this document.

Chapter 8:

The Community Entrances:

Southern Entrance

- ~~Gaming and alcohol should be conditionally permitted uses~~ **should only be 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 may not be necessary~~ **should be required;**
- ~~Maximum front yard setbacks should be required;~~
- ~~Maximum lot sizes may not be necessary;~~
- **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.

Northern Entrance

- ~~Gaming and alcohol should be conditionally permitted uses~~ **should only be 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 may not be necessary~~ **should be required;**
- ~~Maximum front yard setbacks should be required;~~
- ~~Maximum lot sizes may not be necessary;~~
- **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.

Western Entrance

- Gaming and alcohol should be conditionally permitted uses **should only be 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 may not be necessary **should be required;**
- Maximum front yard setbacks should be required;
- Maximum lot sizes may not be necessary;
- **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.

Chapter 9

Residential Neighborhoods and Housing Trends

Updates to residential housing prices:

<i>Residential</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>
Total Sales	\$31.1m	\$16.2m	\$13.8m	\$13.7m	\$8.3m	\$15m	\$19.6m	\$16.8m
Average Price	\$291k	\$294k	\$241k	\$269k	\$214k	\$242k	\$261k	\$280k
Highest Price	\$1.55m	\$612k	\$710k	\$1.05m	\$480k	\$763k	\$542k	\$399k
Lowest Price	\$58.5k	\$62k	\$80k	\$85k	\$45k	\$72.5k	\$44.9k	\$69.9k

As of **December 2015, there are 1390** dwelling units connected to the municipal water system and **1447** dwelling units connected to the municipal sanitary sewer system.

In a recent review of the Multiple Listing Service (MLS), there were **fifty nine** houses/condos for sale and fifty-five lots for sale in the Red Lodge listing area (Sandy Conlee, Broker, 2015).

Median Family Income is often used to determine eligibility for housing assistance through the Community Development Block Grant Program. The estimated Median Household Income for Carbon County in 2011 was \$46,194 (\$25,943 per capita) and was \$46,354 (\$25,478 per capita) in the City of Red Lodge (Source: MT. Dept. of Commerce 2013). Low Income is defined as less than fifty percent of Median Family Income. Moderate Income is defined as greater than fifty percent, but less than eighty percent of Median Family Income. ~~In 2000, a Housing and Urban Development (HUD) formula estimated that the percentage of Low and Moderate Income households (LMI) in Carbon County was thirty seven percent. The Median Household Income in Carbon County in 2010 was \$42,878.~~

- *Note: HUD no longer uses LMI statistics and now uses incomes statistics based on the newly added chart shown below.*

Many communities have found that a thorough local income survey indicates a percentage of LMI persons from five to ten percent higher than HUD estimates show. A major reason for this is that the HUD figures are calculated from 2000 Census data which is actually based on 1999 income information and based on a one in six survey sample. Red Lodge has experienced changes in the local economy that only a more current survey would reflect. (MT DOC CDBG Program February 2004).

Table 9.3: Red Lodge, Carbon County and Montana Wages
The “total” column represents different categories of income based off of the average poverty rate from 2009-2013. The poverty line from 2009-2013 averaged \$11,437 and was \$11,888 in 2013. The “estimate” column describes the number of people within that income bracket (ie. under .50 represents less than half of the poverty rate). Source: Montana Department of Commerce (HUD), 2015

	Montana		Carbon County		Red Lodge
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate
Total:	974,00	+/-574	10,016	+/-55	2,313
Under .50	62,312 (6.4%)	+/-2,260	493 (4.9%)	+/-154	150 (6.5%)
.50 to .99	86,216 (8.9%)	+/-3,030	618 (6.2%)	+/-184	213 (9.2%)
1.0 to 1.24	51,492 (5.3%)	+/-2,155	360 (3.6%)	+/-94	58 (2.5%)
1.25 to 1.49	49,304 (5.1%)	+/-2,064	742 (7.4%)	+/-266	187 (8.1%)
1.5 to 1.84	72,710 (7.5%)	+/-2,681	540 (5.4%)	+/-139	93 (4%)
1.85 to 1.99	28,611 (2.9%)	+/-1,631	245 (2.4%)	+/-102	27 (1.2%)
2.0 & over	623,355(64%)	+/-4,628	7,018(70%)	+/-334	1,585(68.5%)

Chapter 10
 Trails, Parks and Open Space

The City of Red Lodge has ~~eight~~ **eleven** officially dedicated public parks as of 2015 to be held and reserved for public use. These parks are Finn Park, Pride Park, Rotary Park at Rock Creek, Lions Park, Mountain Springs Villa, The Spires, Diamond C Links, **Skate Park, the City Pool, Double Ditch (Dog Park)** and Field School Park. **Other City-owned land currently used for parks should be considered for permanent dedication based upon the Comprehensive Parks Plan.**

The Parks Board shall have the tools to implement the goals and strategies in this chapter. ~~develop and recommend to the Mayor and City Council a Parks and Open Space Master Plan. This plan should include the following:~~ **The Comprehensive Parks Plan (Appendix 1) shall be reviewed and updated a minimum of every five years.**

12. A study evaluating the construction, maintenance and personnel costs of a new pool which could possibly be combined with a recreational center should be conducted.

D. The Red Lodge Trails Plan is incorporated by ~~reference~~ **index**. The City shall actively implement the Trails Plan with the Red Lodge Zoning Regulations. The Red Lodge ~~Zoning~~ **Subdivision** Regulations will encourage said connections by allowing development proposing trails consistent with the Red Lodge Trails Plan or in riparian corridor areas ~~flexibility~~ **required** in required parkland dedication.

Chapter 12:
Infrastructure and City Services

19th Street has been identified as an ideal Emergency Route and collector street in the event that Highway 78 at Brewery Hill is closed. The need to have a prioritized secondary route that connects the City to the top of the west bench is a great public health concern. (Page 35)

E. All Major Residential Subdivisions shall dedicate park space and sidewalks. Cash-in-lieu of dedications should not be accepted for park space **in major subdivisions** and shall not be accepted for sidewalks. **Cash-in-lieu of parks for subsequent minor subdivisions may be considered in areas identified within the Comprehensive Parks Plan as a low priority area for parks.** These and other Planned Unit and Large Commercial Developments furthering policies of the Red Lodge Trails Plan shall be allowed flexibility in quantity of required dedications and/or density allowances. Regulations shall allow for cash-in-lieu of sidewalk payments only within the Red Lodge Country Club Estates.

W. Park deeds shall be recorded at the Carbon County Clerk and Recorder's Office.

Chapter 13:
Public Lands

Rock Creek 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 shall be pursued through acquisition by trade, purchase, or dedication of parks and open space. **See Section 10.3 of the Comprehensive Parks Plan which identifies Rock creek as a prioritized area for future parks.**

Appendix:

Appendix 1 - Comprehensive Parks Plan

cityofredlodge.net/wp-content/uploads/2013/12/Comprehensive-Parks-Plan-2015-April-2015.pdf

Appendix 2 – Urban Forest Management Plan

<http://cityofredlodge.net/wp-content/uploads/2013/12/Urban-Forest-Management-Plan.pdf>

Appendix 3 – Capital Improvements Plan

<http://cityofredlodge.net/wp-content/uploads/2014/01/CIP-2014-Red-Lodge-Final-2-20-15.pdf>

CONCLUSION:

The Planning Board has completed their task of adding the Comprehensive Parks Plan and Capital Improvements Plan as Appendices of the Growth Policy. Additional changes and updates were made to the Growth Policy in order to ensure up to date information and better clarification.

The draft document addresses all of the items found in Montana Law to the extent that the Planning Board is willing to make a recommendation on the issue. Without question, the document addresses all of the items that are of concern to the City and Citizens of Red Lodge.

RECOMMENDATION:

The Growth Policy revisions were relatively minor and no major changes were made with exception of adding new documents as appendices. During 2013 Growth Policy edits, it was decided that gaming and alcohol regulations in the community entrances should be decided with Zoning Regulation revisions. The proposed changes in the 2015 Growth Policy regarding Community Entrances reflects the changes made to the Zoning Regulations. Unlike previous Growth Policy updates, the Planning Board held no individual votes on controversial additions, modifications or subtractions to the document.

SUGGESTED FORM OF MOTION:

- I move the adoption of Staff Report RLGP-15-01 and Resolution 3385 as findings of fact.
- I move create a 30-day comment period for the *Draft* of the 2015 Red Lodge Growth Policy and to consider final adoption on May 26, 2015.

