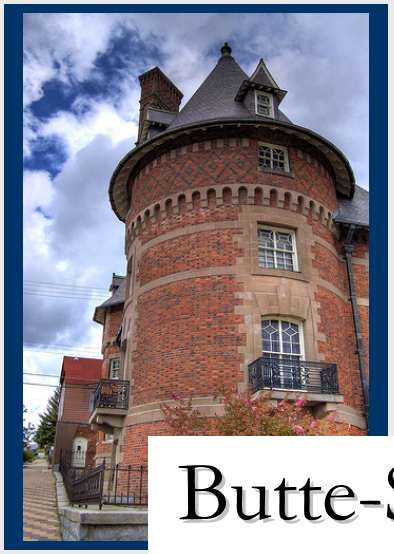
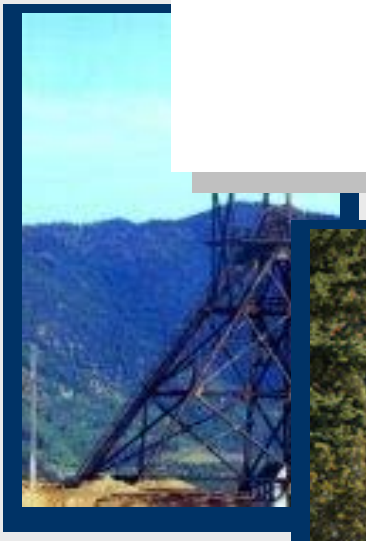


# Butte-Silver Bow County
## Growth Policy

## 2008 Update



# Butte-Silver Bow County Growth Policy

## 2008 Update

*Prepared for Butte-Silver Bow County by:*

**Community Development Services of Montana**

# Acknowledgements

The Butte-Silver Bow Growth Policy update was completed with important participation from many sectors of the community. The community vision and strategies for achieving the vision that are set forth in the document were made valid by important contributions from leaders, department heads and elected officials throughout local government. The Growth Policy was given careful consideration by the Butte-Silver Bow Planning Board and the Council of Commissioners whose thoughtful contributions helped make the Policy stronger. Special acknowledgement is given to the Butte-Silver Geographic Information Service (GIS) Department which prepared maps associated with the document. Finally, citizens of Silver Bow County who attended public meetings and hearings associated with the Growth Policy provided valuable insights without which the Growth Policy would not be authentic.

# Executive Summary

Butte-Silver Bow County has within it, a set of unique features that present both challenges and opportunities for planning and managing growth. The older town site, with its densely-situated, period architecture set amongst commercial establishments and industrial infrastructure, sits in stark contrast to the copiously-spaced modern homes that are spreading across the rural periphery. The older town site, which sits on what is commonly referred to as "the hill", reflects the life style of its era when people lived close to work before the advent of public transportation, cars and the highway system. Neighborhoods were densely populated, economically diverse and were serviced by commercial, retail and entertainment establishments nearby.

Public transportation, cars, improved roads and the highway system have allowed communities to spread out as people are no longer required to live in close proximity to work. Butte-Silver Bow's urban cluster was, and continues to be impacted by these national and global factors. The last two decades are characterized by a desire of people to live on larger lots in more rural settings. Population and housing data point to a flight of people from the urban cluster to rural settings all around the urban cluster. The result is decay in neighborhoods within the urban cluster and inadequate population to support retail and commercial establishments in the central business district. While the new phenomenon has suited individual desires of people, the negative effects to the community as a whole must be considered.

National and global factors are once again calling for a change in life styles. Depleting natural resources, global warming and demographic factors are converging in ways that call for a return to old life style concepts including a return to living close to work and amenities to avoid overuse of resources and overproduction of harmful emissions. Anticipated growth in the number of senior citizens is calling for housing concepts that allow seniors to age in place and to live in close proximity to amenities, including entertainment.

These changes present a challenge, but also an enormous opportunity for Butte-Silver Bow. The built environment within the old town site, which is in close proximity to employment centers, provides an opportunity to accommodate new growth and development through infill, housing rehabilitation and commercial development. Encouraging growth to occur in these areas will place less of a strain on public infrastructure, including water, sewer, police and fire services.

Encouraging development in the older town site does not preclude new development in areas outside the urban cluster in what have become designated as 'urban transitional areas'. In order to accommodate the continued desire of some to live outside the urban cluster, the impact on public infrastructure must be considered and development must be managed with a mind to efficient and effective use of public infrastructure and impacts on the environment. To this end, this Growth Policy provides guidance for development in urban transitional areas. There, density shall be determined by the availability of infrastructure, the feasibility of bringing infrastructure to the area, and/or the ability of the land to support septic systems. The lattermost of these will be based on soils and geological information.

In addition to the urban cluster and the less dense urban transitional areas, Butte-Silver has large open spaces that support ranching, facilitate wildlife movement, protect habitat and provide recreational opportunities. These spaces must be preserved in order to also sustain the unique and desired life style that accompanies the open space. Rural town centers are a feature of open spaces in Silver Bow County that provide for higher density in pockets of rural areas for the support of commercial and industrial development along transportation corridors. These important land uses will be accommodated under this growth policy.

Finally, Butte-Silver Bow provides and must continue to provide for continued diversification and growth in the local economy by providing adequate and appropriate space for development to occur as well as land use tools that can support the development of jobs. This should occur in a way that does not adversely affect the health, safety and quality of life of Butte-Silver Bow Residents.

This Growth Policy update provides a set of goals, objectives and implementation strategies that address these identified land uses and growth trends occurring in Silver Bow County. The goals provide for protection, preservation and conservation of natural resources that are so vital to a healthy community and for the preservation and protection of cultural resources that are fundamental to the character and identity of Butte-Silver Bow. Goals and associated strategies for housing in the County address the need and opportunity to redevelop blighted neighborhoods and ensure affordable, decent housing for all citizens while preserving the historic character of the housing stock. Economic health is addressed in this Growth Policy through a set of goals that include continued pursuit of a diversified, stable economy, a well-trained and educated work force and a thriving central business district. Services like police, fire, water, sewer, land fill, roads and other infrastructures that support all functions of communities are addressed through a set of goals that aim to ensure proper maintenance and adequate supply of services and the most efficient use of them.

Finally, the way in which we juxtapose our varied land uses like residential, commercial, industrial and open spaces, and the ultimate purpose of this comprehensive planning review, is addressed through a set of goals for managing growth on our 718.31 square miles of land area. Land use goals, objectives and strategies set forth in this plan encourage growth in areas inside the urban core, an approach that supports revitalization of older neighborhoods while using resources and infrastructure in an efficient manner, direct industrial growth to the urban periphery in order to accommodate quiet, healthy residential life styles while allowing for economic growth, preserve open spaces to support recreation, agriculture and rural living.

The goals set forth in this Growth Policy encourage management of land uses with a mind toward the regulatory environment and growth trends. Regulations associated with the National Historic Landmark District and the “glide path” used by aircraft at the municipal airport are built into the goals and objectives as are trends in growth around the healthcare industry upon which a medical campus is expanding.

# Executive Summary

This Growth Policy is intended to set forth a vision for the community and a path for achieving it. The goals and objectives are intended as a path for preserving Butte-Silver Bow County's unique character that combines urban, rural, semi-rural and industrial qualities within an extraordinarily beautiful setting. They are intended to help facilitate a continued transition to a diversified economy and shape land use patterns in a way that encourage healthy growth while preserving the community's unique character and using resources and infrastructure efficiently.

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# Introduction

## 1.0 Purpose of the Growth Policy

The purpose of a Growth Policy is to create a community vision for the future, a future that takes into account the importance of the natural setting, population, housing and economic patterns as well as the unique character and quality of life that provides a sense of place and cultural identity. The Growth Policy examines the ways in which communities use land and provides guidance on how land uses can be adapted to accommodate socioeconomic trends while promoting health, safety and efficient use of resources. This Growth Policy represents a thorough update to Butte-Silver Bow County's 1995 document. The process of developing this community plan has been done in accordance with Montana State Law (76-1-610, MCA) which provides guidance as to the content of the document. The vision set forth in this Growth Policy is intended to be achievable through the programmatic and regulatory strategies recommended within it.

## 2.0 History of Planning

Montana communities have used comprehensive planning as a tool for managing land use for fifty years. Beginning in 1957, Montana's cities and towns were authorized to adopt 'comprehensive' or 'master plans'. This authorization was extended to counties in 1971. 'Comprehensive Plans' provided a long-range view of public policy for local governments and were concerned primarily with the use of resources located within the government's jurisdiction. They also established basic objectives and policies for generalized patterns of future land uses and were an expression of a community's needs and goals for future development. Until 1999, the state statute provided general guidance as to what might be included in a comprehensive plan, but no minimum contents were identified.

Between 1975 and 1995, the state began to experience rapid changes in growth and population patterns. Twelve Montana counties, located primarily in the western third of the state, experienced a 25% increase in population density during this 20 year period. Between 1985 and 1995, the Montana Department of Environmental Quality was asked to review more than 11,000 subdivision proposals to create 34,000 residential parcels. In 1997, in light of these trends, the Montana Legislature requested that the Montana Environmental Quality Council (EQC) address issues related to growth. The EQC response to this request was presented in a January, 1999 report entitled, "Planning for Growth in Montana". It recommended passage the Montana Growth Policy Act (Senate Bill 97), which became law on October 1, 1999.

Butte-Silver Bow has also relied upon the comprehensive planning process for fifty years. A plan outlining locations for future land uses and projected development patterns was prepared in 1959. The plan entitled "Master Plan Report for Butte-Silver Bow County, Montana", addressed an area that encompassed the corporate boundaries of the City of Butte and the immediate surrounding environs. When the city of Butte and Silver Bow County consolidated in 1977, planning efforts became focused on the entire county. The Master Plan was substantially updated in 1995. The following provides a chronological list of planning efforts in Butte and Silver Bow County since 1971.

- Butte-Silver Bow, Montana Land Use Plan (1971)
- Butte-Silver Bow, Montana Community Facility Plan (1971)

- Butte-Silver Bow, Montana Population & Economic Inventory & Analysis (1971)
- Butte-Silver Bow Overall Economic Development Plan (various versions)
- Bert Mooney Airport Master Plan (1979)
- The Butte Uptown Urban Renewal Plan (1980)
- The Historic American Engineering Record Report, 1981
- Parks and Recreation Plan of the Community Facilities Element, Butte-Silver-Bow Master Plan (1981, 1989 update)
- The Regional Historic Preservation Plan (RHPP) (1993)
- The Butte-Silver Bow Comprehensive Plan Update (1995)
- Transportation Development (Transit) Plan 2003-2007 Update
- Butte-Silver Bow Environmental Health Assessment (2005)
- The Butte-Silver Bow Housing Plan 2006
- Butte-Silver Bow Business Plan (2006)
- Butte-Silver Bow Transportation Plans and Updates (various, the most recent in 2006)
- District XII Human Resources Council Biennial Needs Assessments (most recent, 2007)
- Headwaters RC&D Comprehensive Economic Development Strategy (2002, 2007)

## 3.0 Methodology

### 3.1 The Updating Process

The updating process serves two purposes. First, it provides a process for communities to regularly examine changes occurring within their boundaries and adapt their goals, objectives and implementing strategies to accommodate healthy changes. This document, which is the first thorough update to the Butte-Silver Bow Growth Policy since 1995, presents a current examination of Butte-Silver Bow County patterns with respect to:

- Land Use
- Population
- Housing
- Community Facilities and Infrastructure
- Economic and Community Development
- Natural and Cultural Resources

Based upon the most current information, analysis and projected trends for each of these, the Growth Policy identifies goals and objectives for achieving the vision set forth in it. It also contains implementing strategies, including a strategy for the development, maintenance and replacement of public infrastructure and a time table for reviews and revisions of its contents. The policy also includes a statement of how the local government will coordinate with other jurisdictions and an explanation of how the governing body will evaluate and make decisions regarding proposed subdivisions. A growth policy is *not* a regulatory document, however. Butte-Silver Bow local government must rely on implementing instruments such as subdivision and zoning ordinances and capital improvement plans to achieve goals and objectives.

The second purpose of updating the Growth Policy is to bring it into compliance with associated state laws which change at the discretion of the Montana State Legislature. Therefore, in addition to presenting a current assessment of county trends, this Growth Policy update was modified to meet requirements of the 1999 Growth Policy Act.

**3.2 Public Participation**

The Butte-Silver Bow Growth Policy reflects a three-pronged public participatory process including:

- Public hearings before local governing and policy bodies
- Public scoping meetings in various part of the county
- Presentations at civic organization meetings

In addition, elements of the growth policy were presented at several regular weekly Butte-Silver Bow department meetings and at a special meeting on February 5th, 2008, where both appointed and elected departments were represented.

**▪ Public Hearings**

These sessions began with a presentation by the planning staff and project consultants featuring hand outs, Power Point © slides and large format map displays. Following the presentation, the public and governing board members were provided with an opportunity to ask questions, address issues and offer suggestions.

- *Planning Board*. Two public hearings were held before the Butte-Silver Bow Planning Board. The first, which was not an advertised hearing but open to the public, was held on October 25, 2007 and focused on the approach to the planning process. A second hearing was held on May 22, 2008 and focused on goals, objectives and key findings, and on proposed changes to the land use map.

- *Butte-Silver Bow Council of Commissioners.* On June 18, 2008, a public hearing was held before the Commission during which the Butte-Silver Bow Planning Director presented key findings, goals and objectives in the areas of population, housing, the economy and land use. After, members of the public were asked to give official comments for the record. The public hearing was held open until the end of the following meeting of the Council of Commissioners on June 25, 2008. Comments were recorded in the minutes of the meeting which are available in the Butte-Silver Bow Courthouse.

**▪ Public Scoping Meetings**

Scoping meetings were held in five areas within Butte-Silver Bow County. As with the public hearings, attendees were given the opportunity to ask questions, voice concerns and offer suggestions. Meetings were held during March, April and May of 2008 in the following sites:

- St. James Community Healthcare (West Side)
- Town of Divide
- National Center for Appropriate Technology (Continental Drive Corridor and Hillcrest area)
- Town of Rocker
- Rodeo Grounds ( South Butte area)

**▪ Presentation to Civic Groups**

The Planning Department made a presentation to the School District No. 1 Board Trustees and administration to solicit recommendations regarding educational goals and objectives. The Planning Department also solicited ideas from the Public Housing Authority of Butte and Human Resource Council District XII regarding recommendations for goals and objectives pertaining to low income housing issues. The Planning Board also provided presentations and solicited recommendations for goals and objectives from the following community boards and commissions: Urban Revitalization Board (URA), Parking Commission, Tax Increment Finance District (TIFID), Park and Recreation Board, Airport Authority, and Historic Preservation Commission.

In addition to public meetings and hearings, a wider audience was reached via television and newspapers. More particularly a half-hour long presentation appeared on the KXLF TV *Focus* program on May 18, 2008. Various articles appeared both in the *Montana Standard* and the *Butte Weekly*.

## 4.0 The Planning Area

The planning area for the purposes of this Growth Policy is the county of Butte-Silver Bow, which functions as a consolidated city-county government. The County encompasses 718.31 square miles of land. The population is estimated to be 32,652 or 48.2 people per square mile. There are an estimated 16,248 housing units in the County. (*2007 Census Estimates*) The city of Butte is the only urbanized area in Silver Bow County and comprises 88% of the population. The remaining 12% live in rural areas outside the city of Butte. Chapters Three and Four of this Growth Policy provide a detailed description of demographic and land use trends within the planning area that impact the way growth and land uses are managed.

## 5.0 Community Vision

Butte-Silver Bow County has a unique character that combines urban, rural, semi-rural and industrial qualities within an extraordinarily beautiful setting. A century of mining copper helped to shape land use patterns, architecture, landscape, attitudes and lifestyle. As the county transitions away from a dependence on mining, Butte-Silver Bow is emerging as a more modern and economically diverse community with the potential for growth. As we move into the future, we will manage growth and land use in a way that:

- *preserves the unique character found in our history, architecture and neighborhoods,*
- *provides for a safe and clean environment through environmental clean-up, renewal of decaying neighborhoods and prudent growth management that encourages resource efficiency and low carbon emissions,*
- *strives for a strong and diversified economic base that improves lives for all our citizens,*
- *encourages decent and affordable housing for all in economically diverse neighborhoods,*
- *preserves open spaces that allow our ranch heritage to continue, facilitates our desire for outdoor recreation and maintains the beauty of our natural setting, and*
- *provides public services that make our communities safe and livable.*

# Chapter One

## Goals, Objectives & Implementation Strategies

## 1.0 INTRODUCTION

The thorough review of existing conditions and trends in Butte-Silver Bow County (Chapter 3) and the Goals and Objectives set forth in the 1995 County Growth Policy have lead to the establishment of an updated set of Goals and Objectives for Butte-Silver Bow County. The Goals and Objectives provide a set of guidelines from which the County can realize its vision to be a safe, healthy and livable community. The goals have been divided into five topic areas including:

1. Natural and Cultural Resources
2. Housing
3. Economic Development
4. Government Services and Infrastructure
5. Land Use

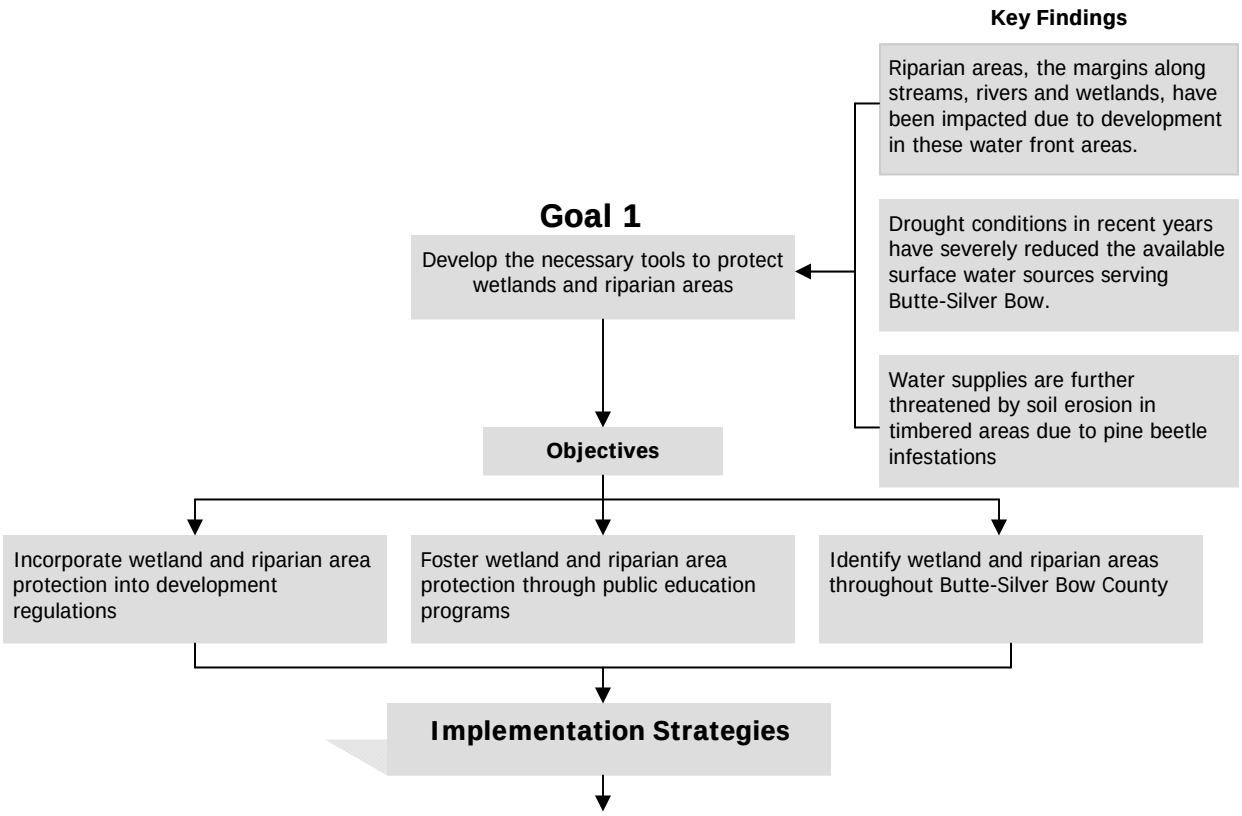
While the Goals and Objectives are divided into five categories, they there are driven by several fundamental principals considered important to the character and quality of life in Butte-Silver Bow County. The principals that shape this Growth Policy overall are:

- All citizens should have the opportunity to live in safe, decent, affordable housing in economically diverse and livable neighborhoods
- Perspectives that come through neighborhood/rural town center-based planning are important to county-wide planning
- Preservation of the nationally significant historic resources within Butte-Silver Bow County is important to the county's aesthetic character and identity
- Open space – natural and cultural areas, developed parks and recreational facilities, and trails – is important to the quality of life
- Cost effective delivery of services and associated infrastructure is important to creating and maintaining a clean and safe environment and fiscal integrity
- Sustainable economic activity within Butte-Silver Bow in association with industrial, agricultural, residential and commercial development is important to the county's economic health

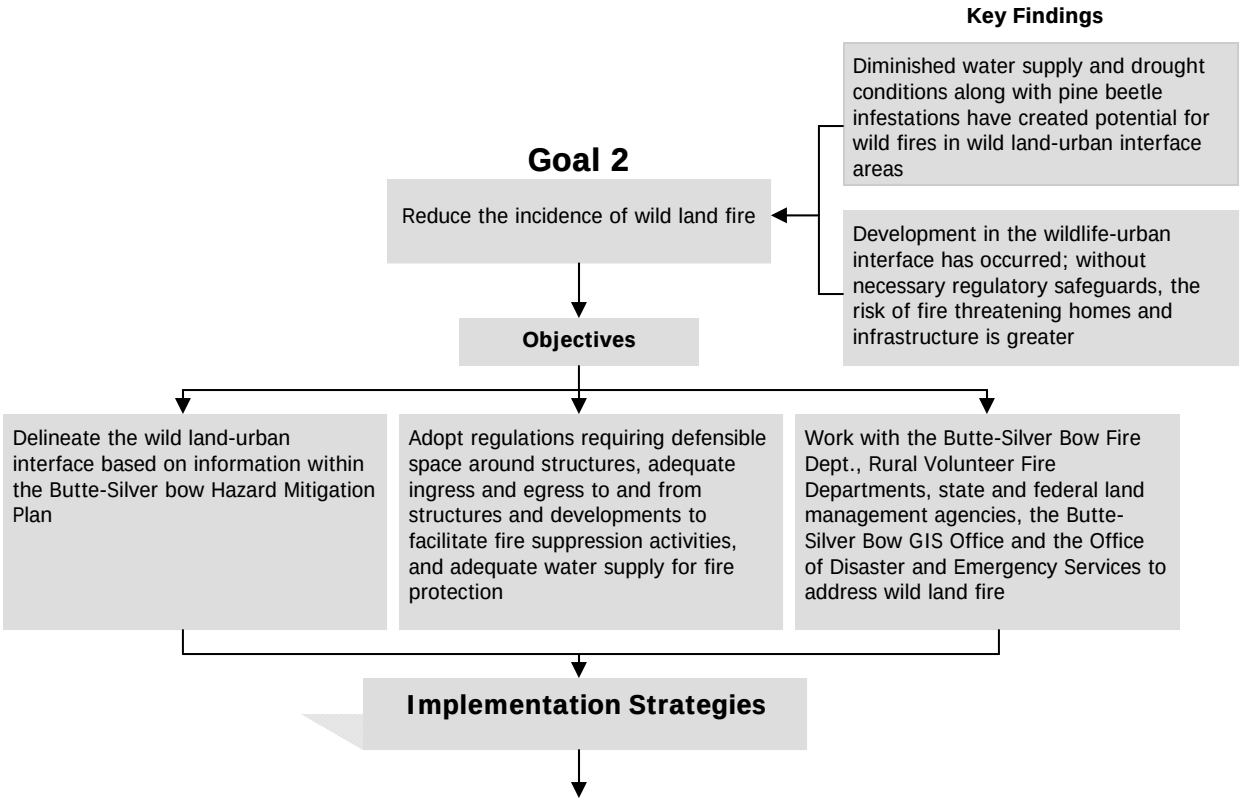
# 2.0 GOALS

## 2.1 Natural and Cultural Resources

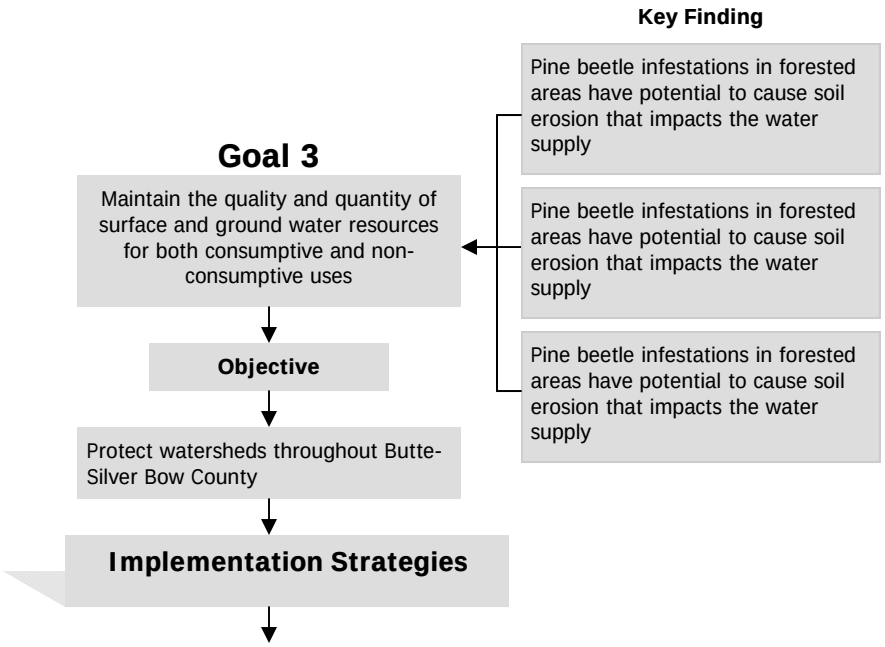
### 2.1.1 Natural Resources



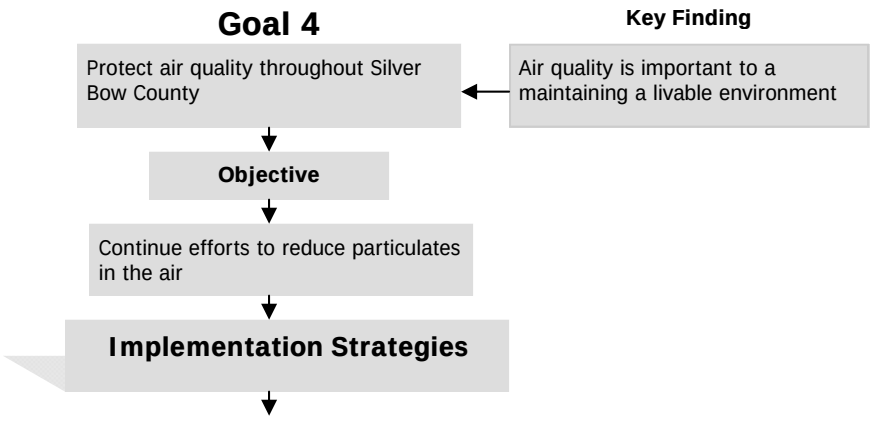

- Initiate (and/or update )an inventory of critical wetland and riparian areas
- Work with Montana Tech; The Montana Department of Fish, Wildlife and Parks, the US Forest Service and area schools to develop a public education program
- Initiate a review of the Butte-Silver Bow Subdivision Ordinance to determine if wetlands and riparian areas are adequately protected
- Update and/or amend the subdivision ordinance to include adequate protection for wetlands and riparian areas



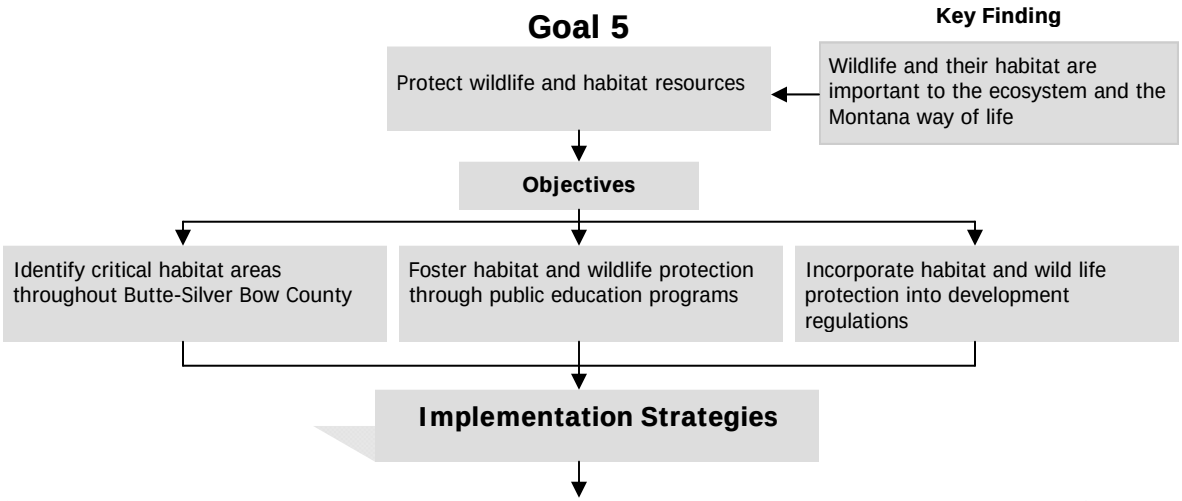

- Undertake a wild land fire assessment, cooperatively with the land records and GIS offices to identify properties in the Wild Land-Urban Interface and categorize them by risk level.
- Review and update the Butte-Silver Bow Subdivision Ordinance to address wild land fire



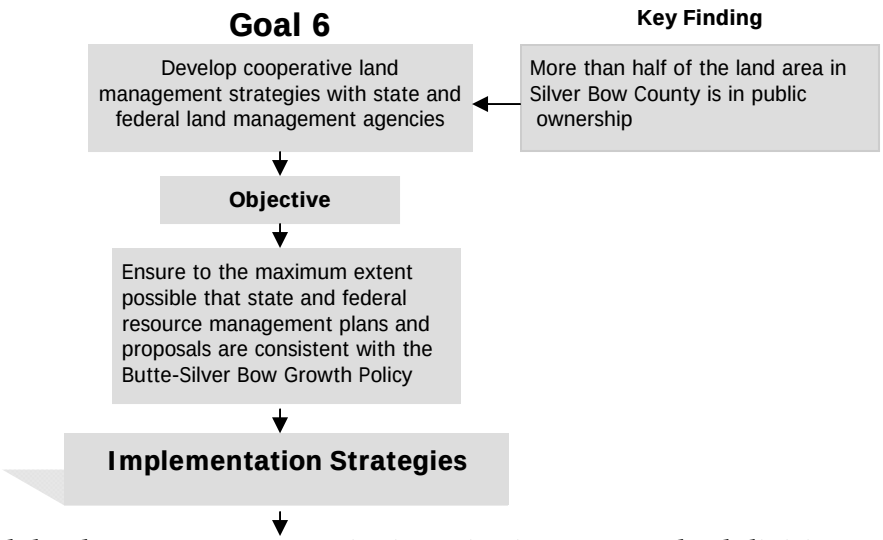

- Continue to examine the feasibility of using sub-surface sources of potable water
- Examine the feasibility of further treatment of Silver Lake water
- Reduce the erosion threat through the removal of beetle infested tress and reforestation



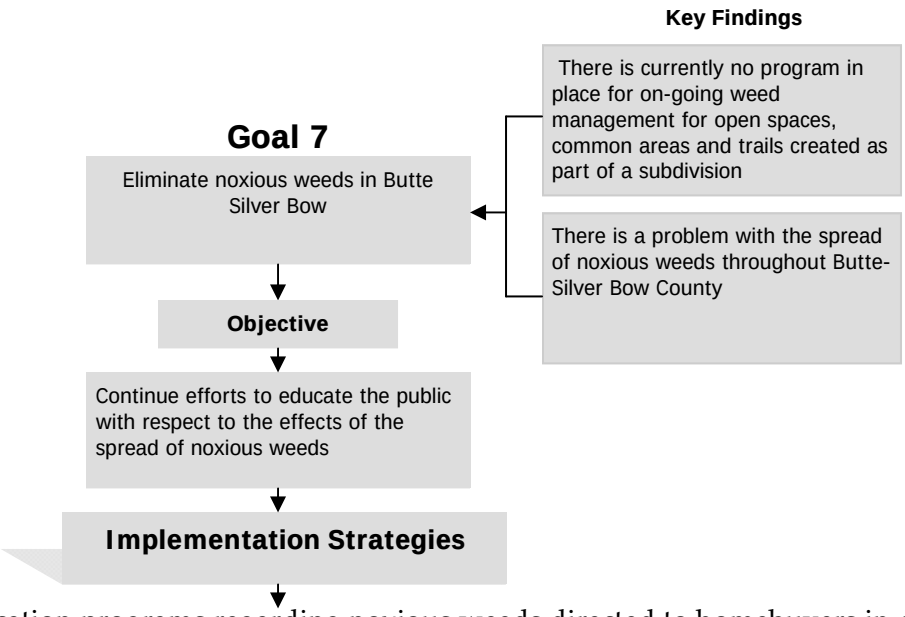

- Work with local industries to limit dust and other particulate that affect air quality
- Monitor wood burning activities and develop local regulatory programs to promote appropriate use of wood burning devices




- Work with developers and land management agencies to protect areas critical to wild life
- Encourage the creation of cluster developments to protect large areas of land for habitat within subdivisions




- Work closely with land management agencies in reviewing proposed subdivisions
- Work to link the County Growth Policy with state and federal management plans




- Develop education programs regarding noxious weeds directed to homebuyers in conjunction with real estate professionals and developers.
- Make changes within the Butte-Silver Bow Subdivision Ordinance to provide for long term weed management on open lands, trails and other public spaces within subdivisions
- Allow for cash in lieu payments for parkland and open space for subdivisions to maintain existing parks, open space and trails (including weed management).
- Use rural SID funds from newly annexed areas to fund improvements and maintenance programs directed to weeds.
- Create special management zones, which are authorized under 7-22-2142 MCA and operate like improvement districts, for weed management

### 2.1.2 Cultural Resources

**Key Findings**

Many of Butte's nationally significant historic resources are threatened due to:
- The loss of population and associated decay in the urban core
- The lack of design review for proposed renovations and infill construction within the Landmark District

Butte's historic properties are key to the redevelopment of our community

**Goal 1**

Protect the nationally significant historic resources within and outside of the National Historic Landmark District

**Objective**

Protect, preserve and interpret individual sites as appropriate, while recognizing that the significance of the historic resources in Butte-Silver Bow is defined by the entire landscape which incorporates mining, industrial, commercial and residential development

**Implementation Strategies**

- Implement the 2007 Historic Preservation Ordinance
  - Establish the Local Register of Historic Places
  - Prepare design standards
- Encourage neighborhood initiated design standards for both rehabilitation and new construction

**Key Finding**

Preservation efforts have been focused primarily on architectural resources associated with mining and community development and not on sites associated with Native America history

**Goal 2**

Protect cultural and archeological resources in Butte-Silver Bow, inside and outside the urban corridor

**Objectives**

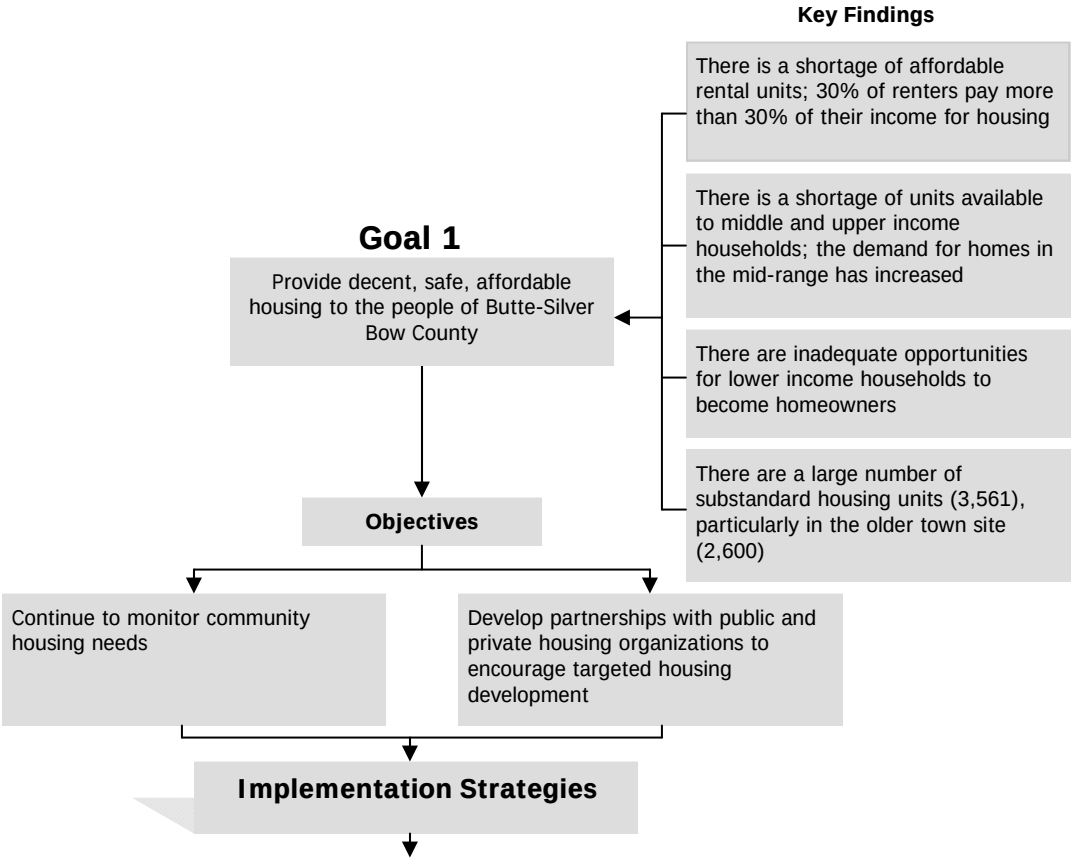
Continue the identification of cultural resources throughout Butte-Silver Bow County

Encourage the protection of cultural sites through both regulatory and educational programs

**Implementation Strategies**

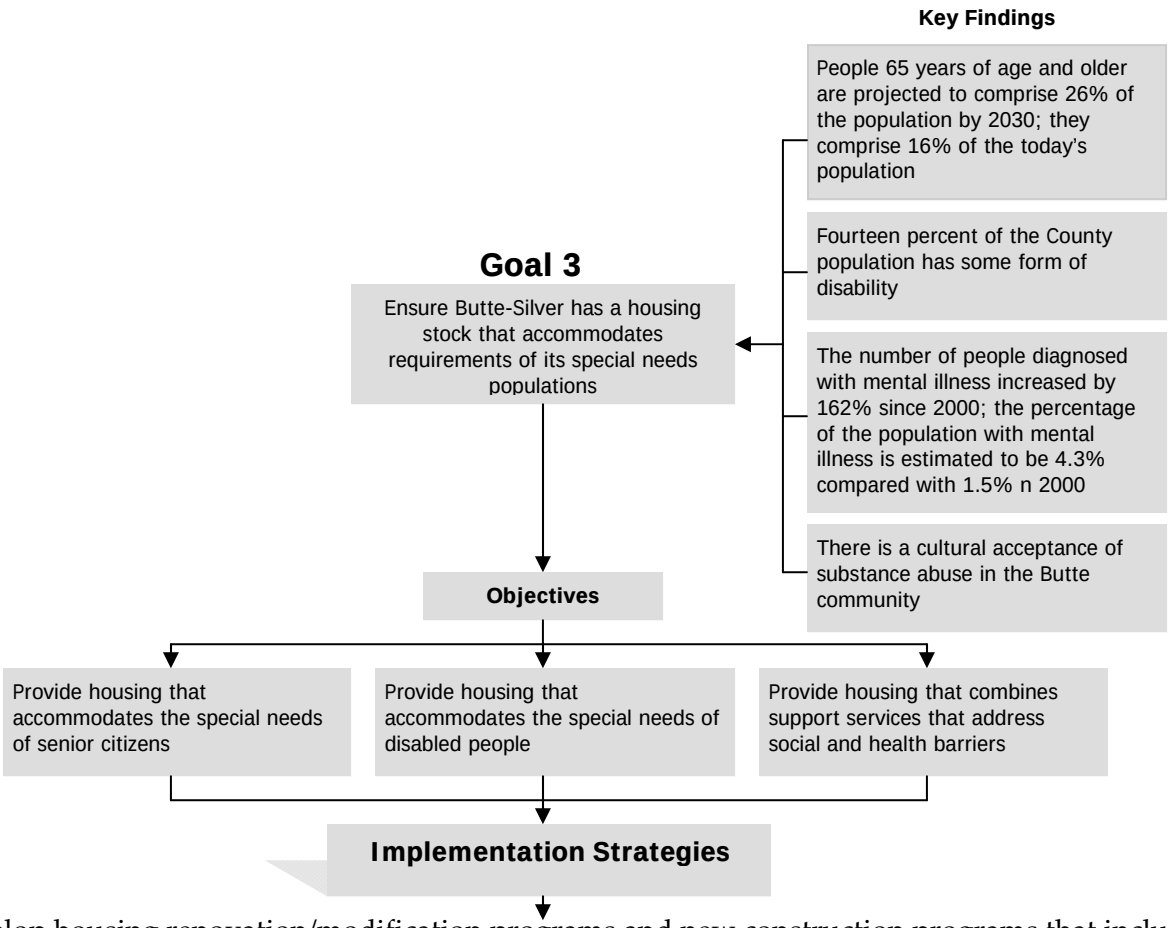
- Address the protection of cultural and archeological sites in the Butte-Silver Bow Subdivision Ordinance
- Incorporate cultural sites in efforts to promote the area to residents and visitors
- Work with various state and local tourism and cultural organizations to provide for the preservation and interpretation of the National Historic Landmark District and other cultural and archeological sites in the county.

## 2.2 Housing

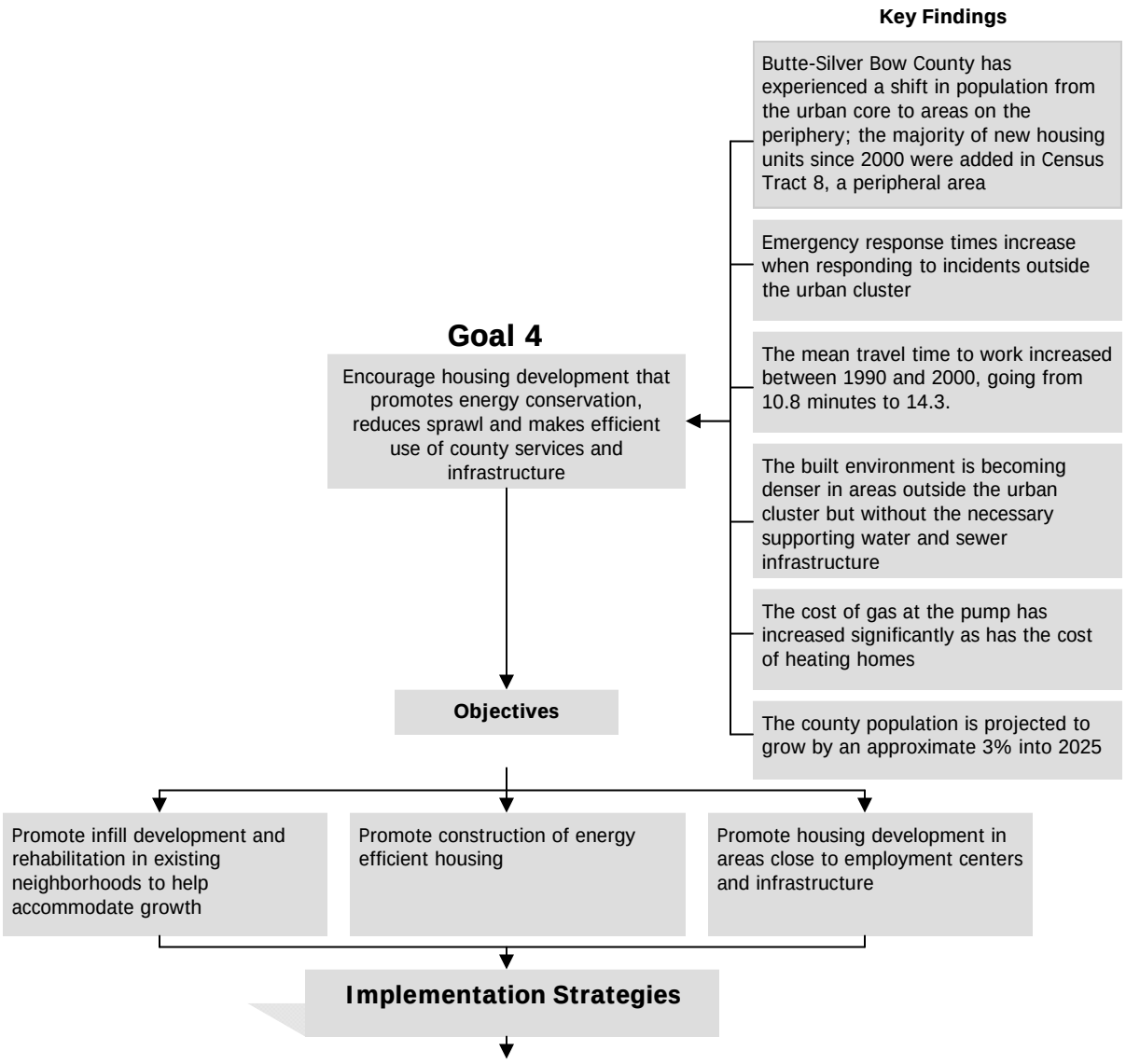



- Implement the Butte-Silver Bow Housing Plan 2015
- Create a housing revolving loan and grant program using a combination of public and private funding sources
- Continue and expand homebuyer education programs for first time homebuyers

- Develop master plans for neighborhoods that include design standards and allow for economic diversity and mixed uses
- Rehabilitate housing, both single-family and multi-family units, in blighted areas though use of renovation assistance programs and other funding sources
- Implement neighborhood stewardship programs, including long-term maintenance programs, that allow for long-term livability of neighborhoods
- Incorporate historic elements in renovation projects including respect for period craftsmanship, materials and scale of existing structures
- Design new in-fill structures that are complimentary to surrounding structures with respect to size and materials and historic set-backs.
- Create neighborhood centers in areas of high poverty in combination with housing programs.
- Work to design neighborhoods through in-fill, new construction projects and rehab projects that include mixed-income housing units.
- Provide convenient basic services to residents at the neighborhood level
- Pursue creation of HUB Zone designations for areas in the community where economic development and housing can go hand in hand.
- Review existing zoning ordinance to reveal and correct possible obstacles to mixed-use (residential/commercial) strategies.

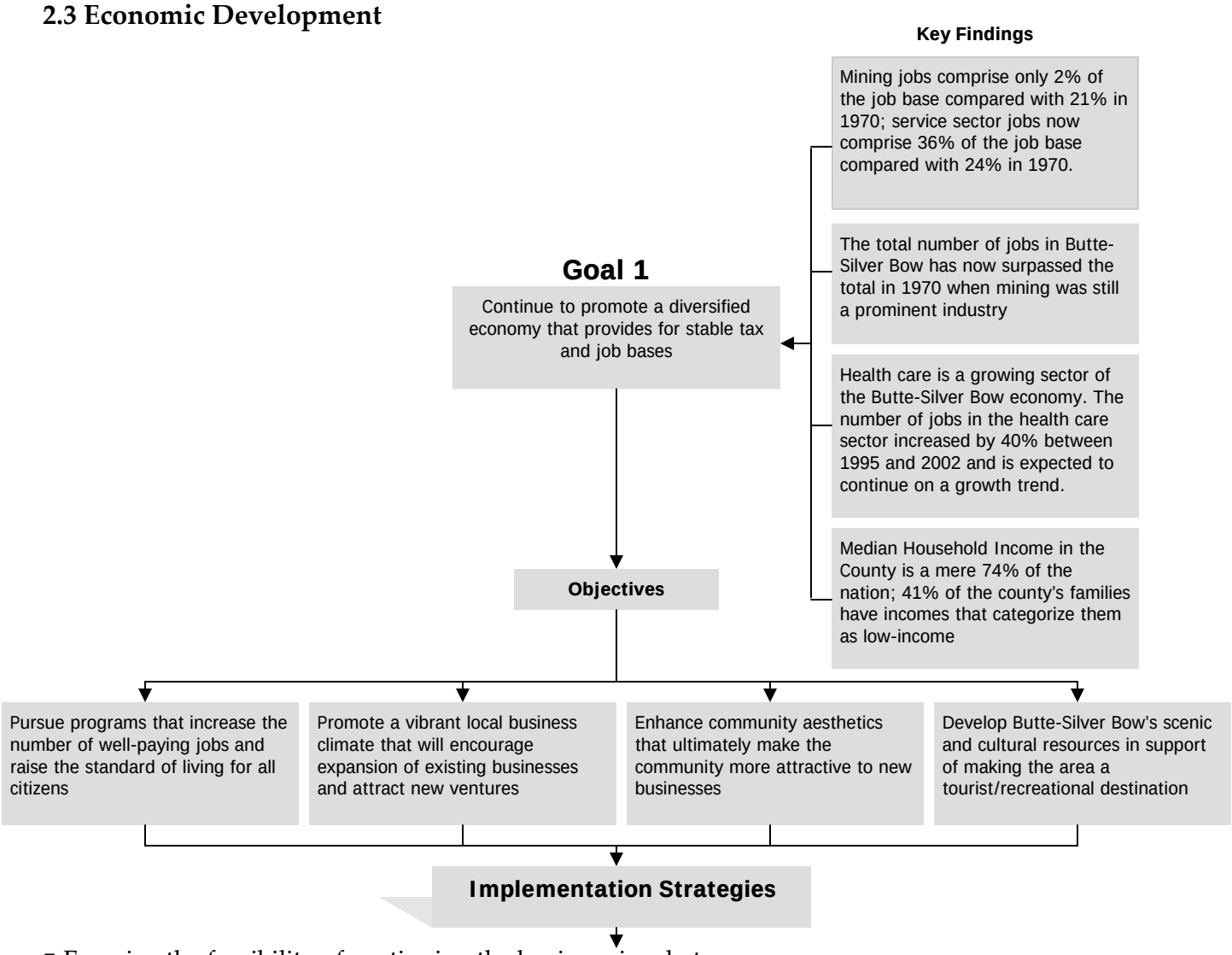



- Develop housing renovation/modification programs and new construction programs that include provisions to support "aging in place".
- Develop senior housing in areas that offer easy access to health services, public transportation, community centers and retail establishments that provide necessities (grocery stores, pharmacies, clothing stores, etc.)
- Develop more community-based housing for the mentally ill, including supervised group homes
- Develop a facility that provides temporary housing for people addicted to alcohol and other substances in combination with medical and/or social detoxification services
- Expand the number of Alzheimer's dedicated long-term care units in Butte-Silver Bow County either through additions to existing senior, long-term care facilities or construction of a new facility
- Utilize Community Development Block Grant, Home Investment Partnerships Programs and others to maintain supportive housing services for the homeless and other special needs populations

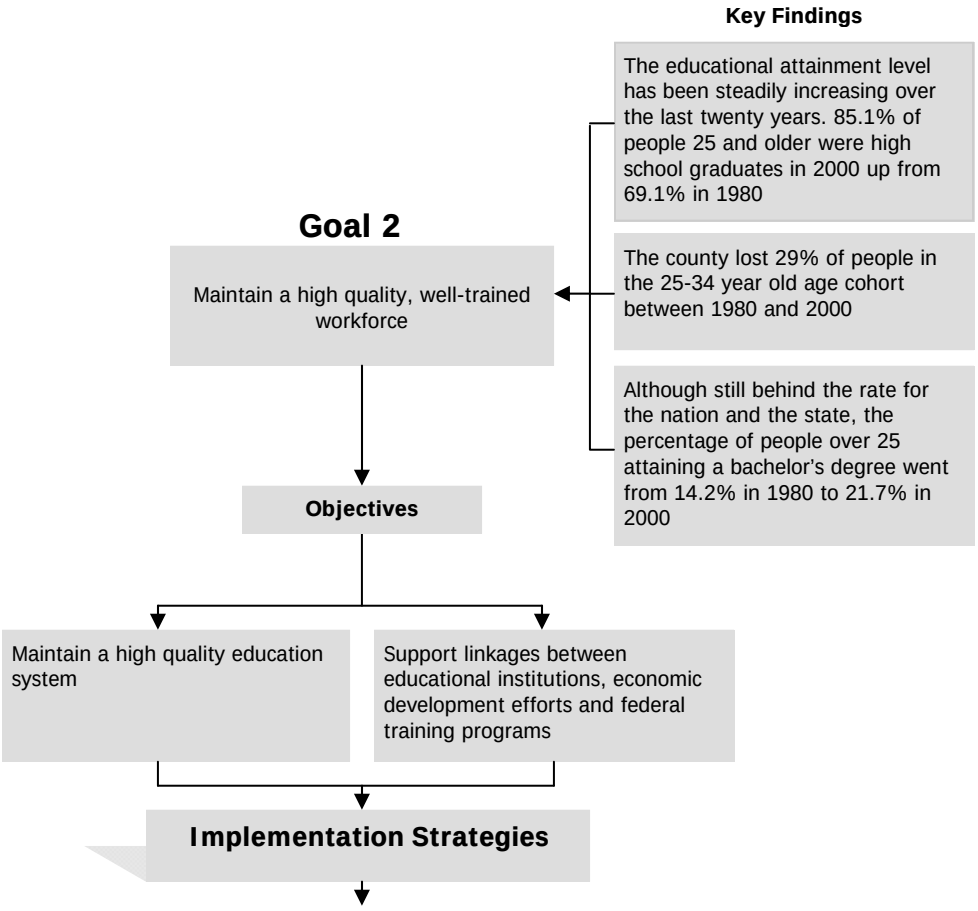



- Incorporate energy conserving elements to reduce energy expenditures for heating and cooling in both new home construction and renovation
- Review proposed housing developments with respect to the energy costs associated with providing services and infrastructure to reduce the negative impacts of sprawl.
- Implement neighborhood development in neighborhoods identified in the Butte Housing Plan 2015

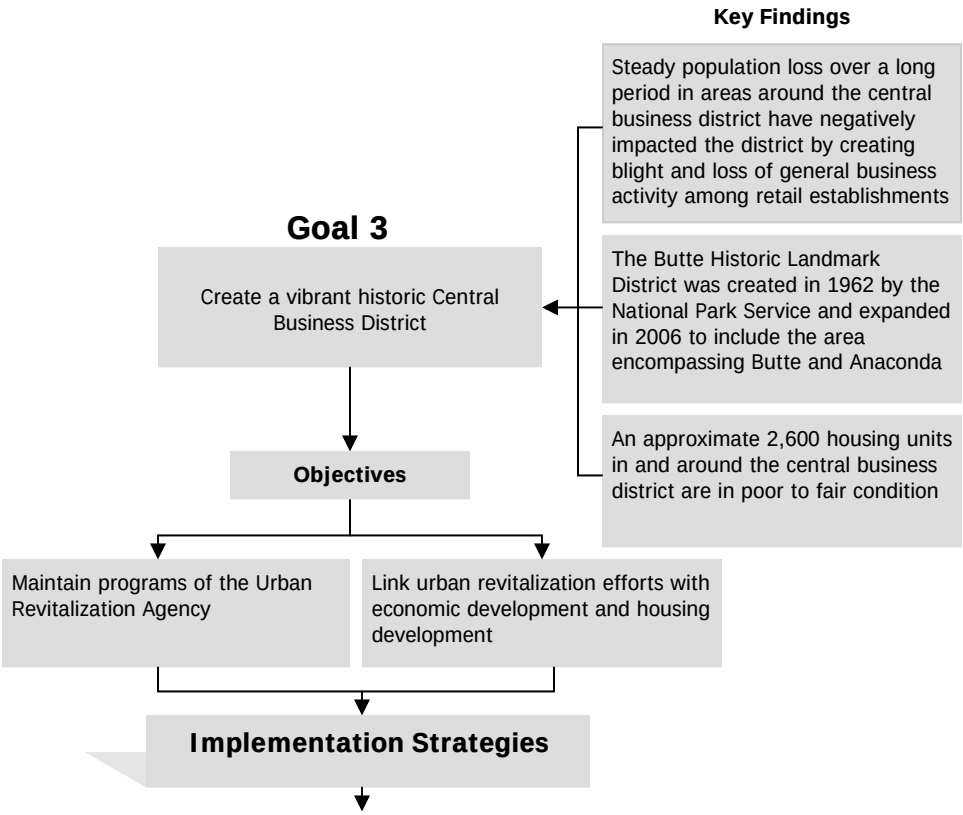
## 2.3 Economic Development




- Examine the feasibility of continuing the business incubator program
- Continue economic efforts to attract companies to the county
- Continue efforts to attract industries that support well-paying jobs
- Continue to Tax Increment Financing Industrial as an economic development tool
- Continue to enforce the Community Enrichment ordinance
- Revitalize blighted neighborhoods in and around the central business district
- Promote historic preservation as a key element in developing the tourism segment of the Butte-Silver Bow economy
- Maintain and enhance existing tourist attractions and develop new venues that encourage tourists to visit and extend their stay
- Continue to promote and support cultural events and arts programming



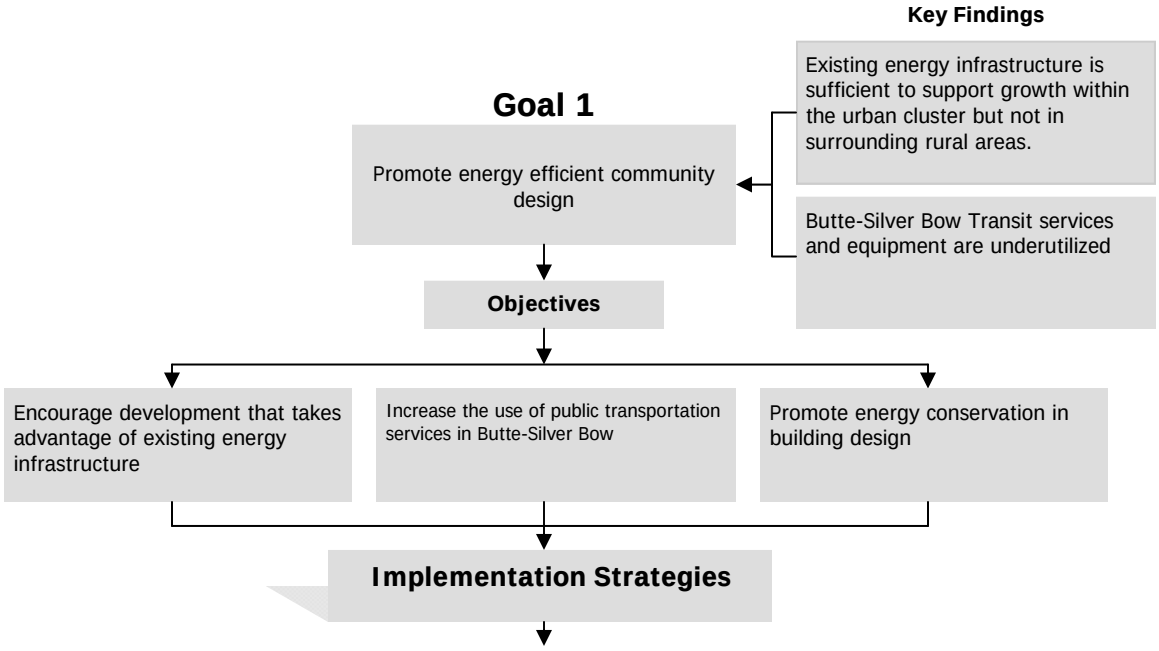

- Develop workforce training programs and delivery systems to meet the needs of the local business community
- Coordinate efforts of the local educational community, business leaders, governmental officials and economic development entities to ensure our local educational resources are focused on meeting communities employment training needs



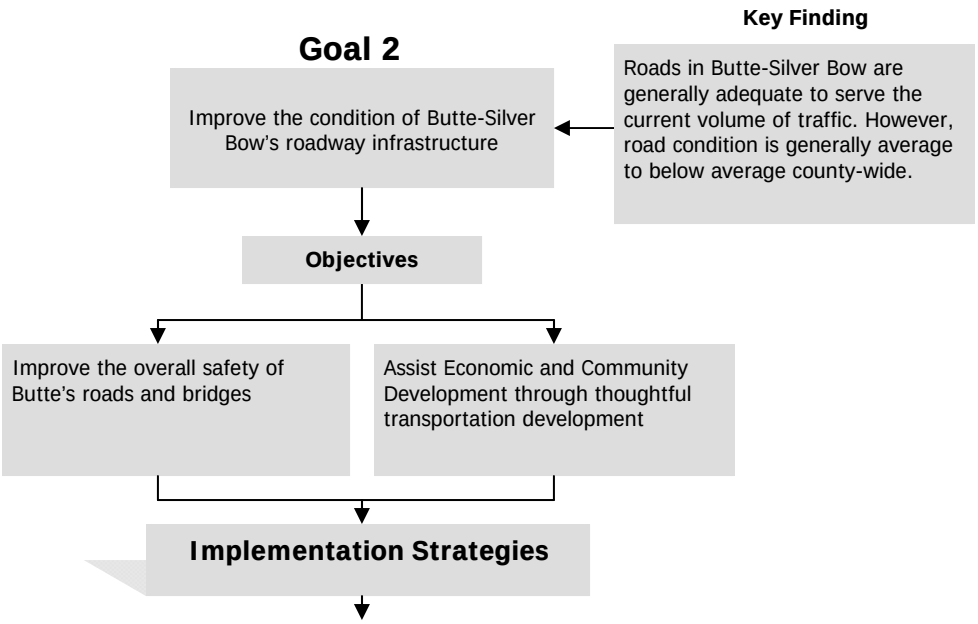

- Replace sewer lines within the urban renewal district
- Continue the sidewalk improvement program
- Construct a parking garage in support of ongoing building renovation and reuse
- Improve lighting
- Continue historic preservation activities
- Create an entry way and loop through Uptown Butte that enhances existing historic resources
- Revitalize blighted neighborhoods in and around the central business district

## 2.4 Local Services and Infrastructure

### 2.4.1 Transportation and Energy Infrastructure

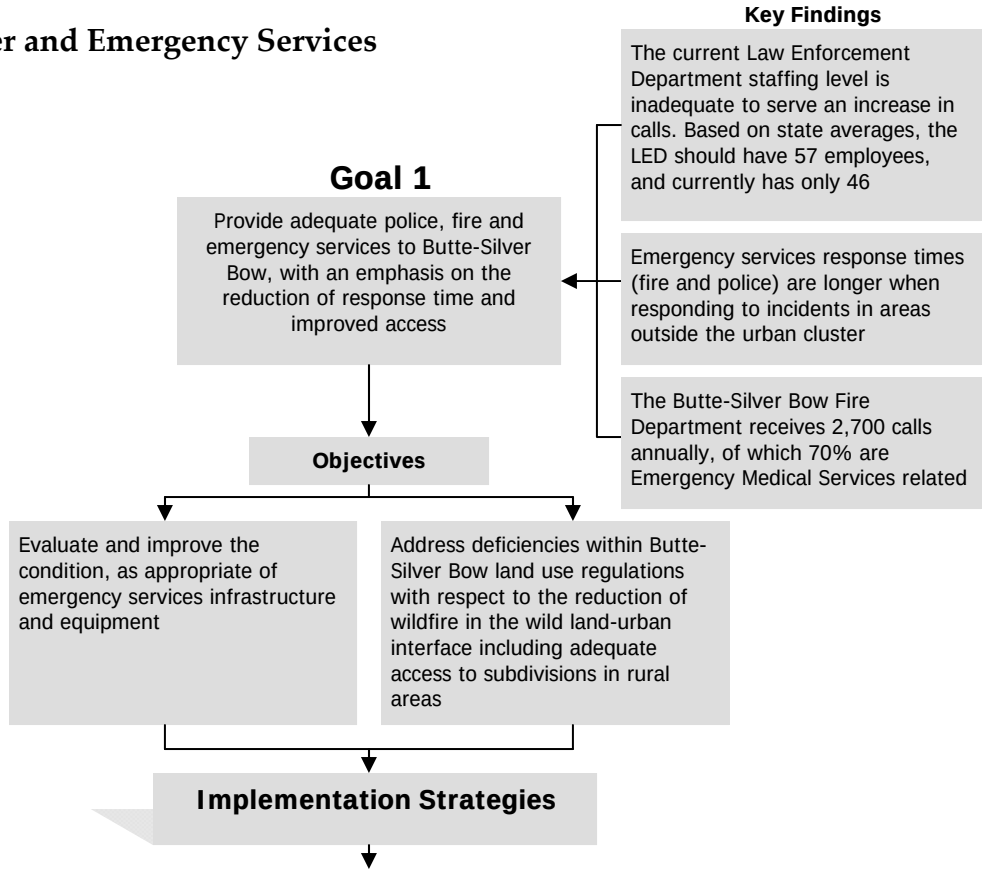



- Make changes to land use regulations as appropriate to encourage energy conservation such as
  - Increased opportunity for mixed use development
  - Incentives for developments that consume less energy
  - Developments that feature access to public transportation services, pedestrian trails, etc.
- Work with private sector energy providers in planning for redevelopment and growth.
- Support the Ongoing Efforts of the Butte-Silver Bow Transit Authority to provide efficient and user-friendly Public Transportation

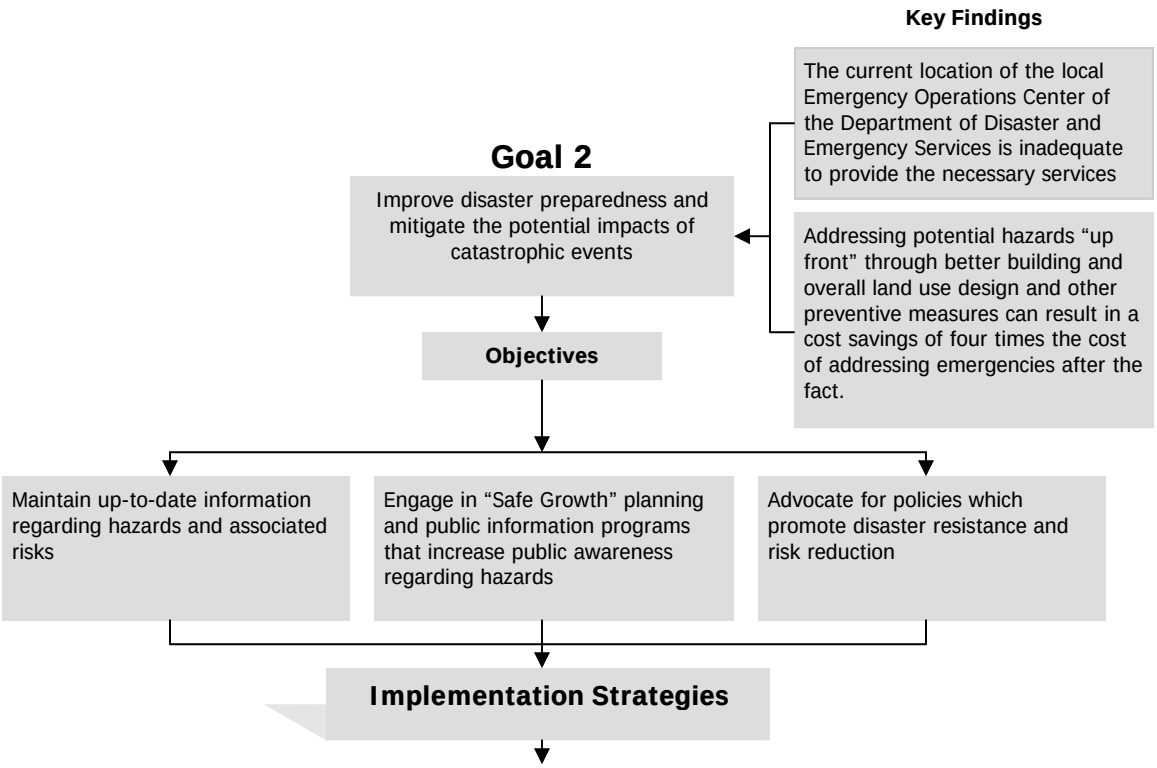



- Identify new funding sources for road and bridge maintenance and construction
- Continue to address critical roadway and bridge repairs in the short term
- Develop a long term strategy for ongoing transportation infrastructure maintenance to improve the overall quality of the system
- Employ Good Design in Planning Transportation Infrastructure, reflecting the historic significance of Butte-Silver Bow, neighborhood cohesiveness, sensitivity to persons with disabilities and the overall community appearance.

### 2.4.2 Disaster and Emergency Services

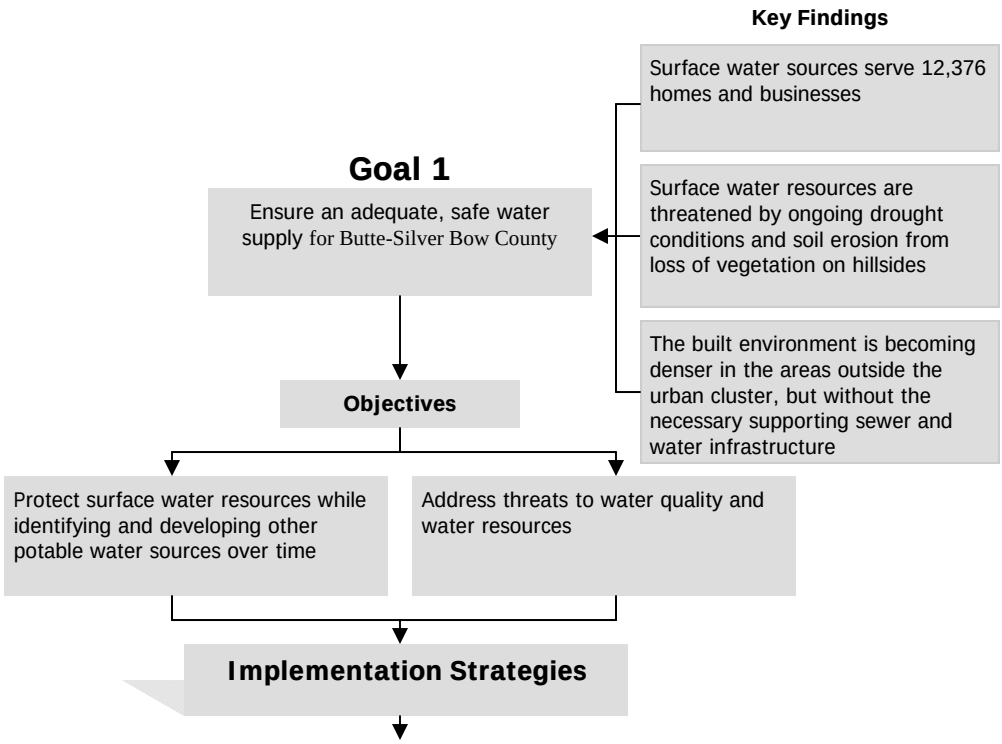



- Construct an police substation in the growth areas to the south of the urban cluster
- Construct a third paid fire station in the south quadrant of the urban area, in close proximity to the airport. This would enable the Department to better serve these areas.
- Provide or enhance transportation routes that enable quick response by emergency services providers.
- Develop and maintain an inventory of areas where wild fire risks are present
- Update the Butte-Silver Bow Subdivision Ordinance to reduce the incidence of wild land fire, addressing:
    - Defensible space
    - Access for Emergency Buildings

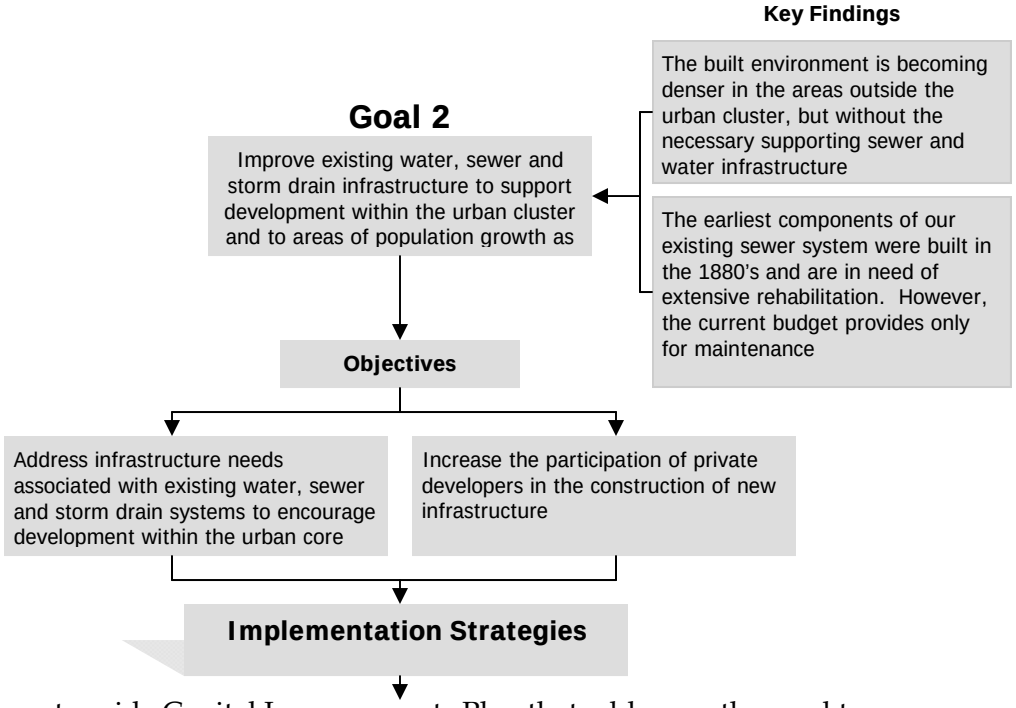



- Update the 2004 Hazard Mitigation Plan by 2009
- Assess the earthquake risk in Butte-Silver Bow (*A $280,000 grant was awarded by FEMA to Butte-Silver Bow and passed through to the Montana Bureau of Mines and Geology at Montana Tech to conduct an earthquake study)*
- Seek Hazard mitigation grants to identify local risks and vulnerabilities
- Implement "Safe Growth" principals to assist with building resilient communities

### 2.4.3 Water, Sewer and Solid Waste Infrastructure

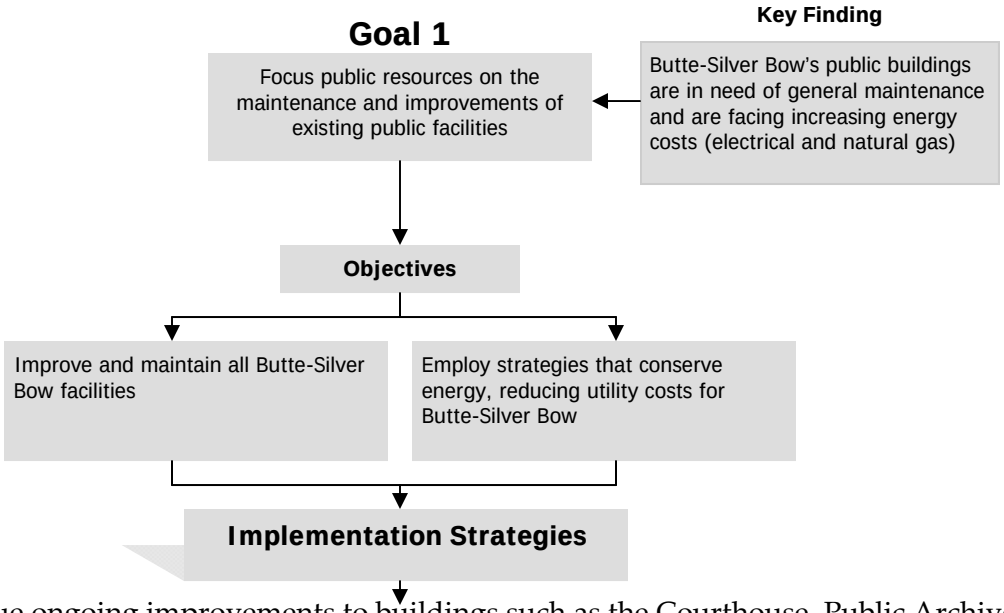



- Continue to examine the feasibility of using sub-surface sources of potable water
- Examine the feasibility of further treatment of Silver Lake water
- Reduce the erosion threat through the removal of beetle infested tress and reforestation
- Prepare a county-wide Capital Improvements Plan that addresses the need to:
    - Replace and/or repair existing sewer, water and storm drain systems
    - Build new systems where opportunities exist for cost sharing
- Identify and obtain funding sources for plan implementation

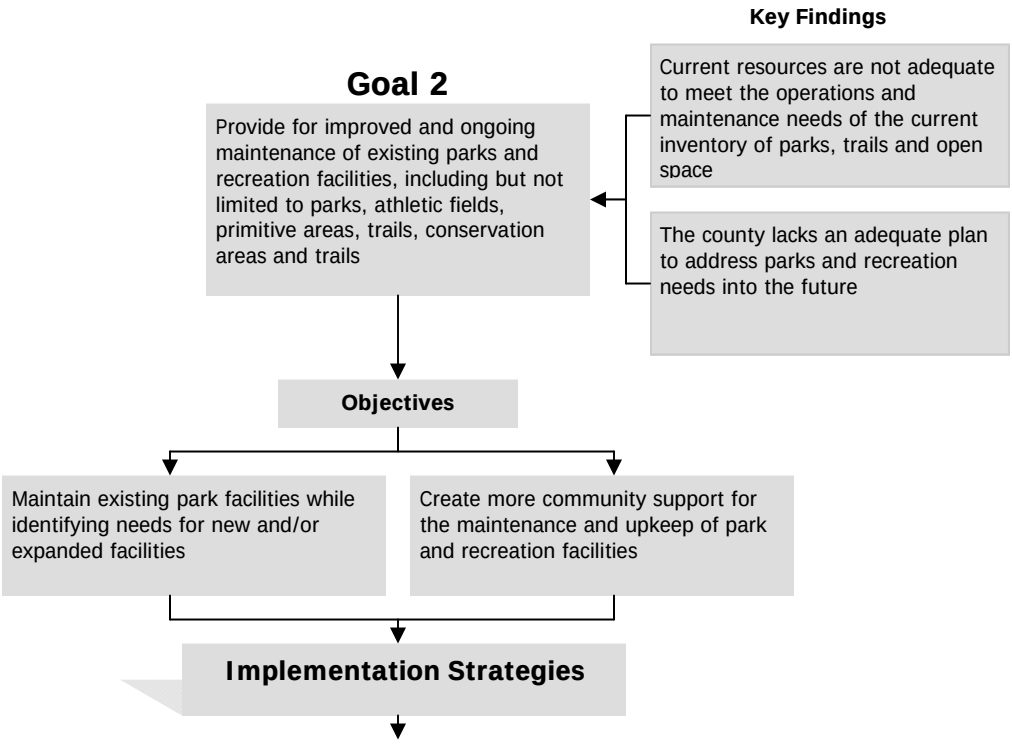



- Prepare a county-wide Capital Improvements Plan that addresses the need to:
  - Replace and/or repair existing sewer, water and storm drain systems
  - Build new systems where opportunities exist for cost sharing
  - Complete required improvements at the Metro Sewer Plant
- Identify and obtain funding sources for plan implementation

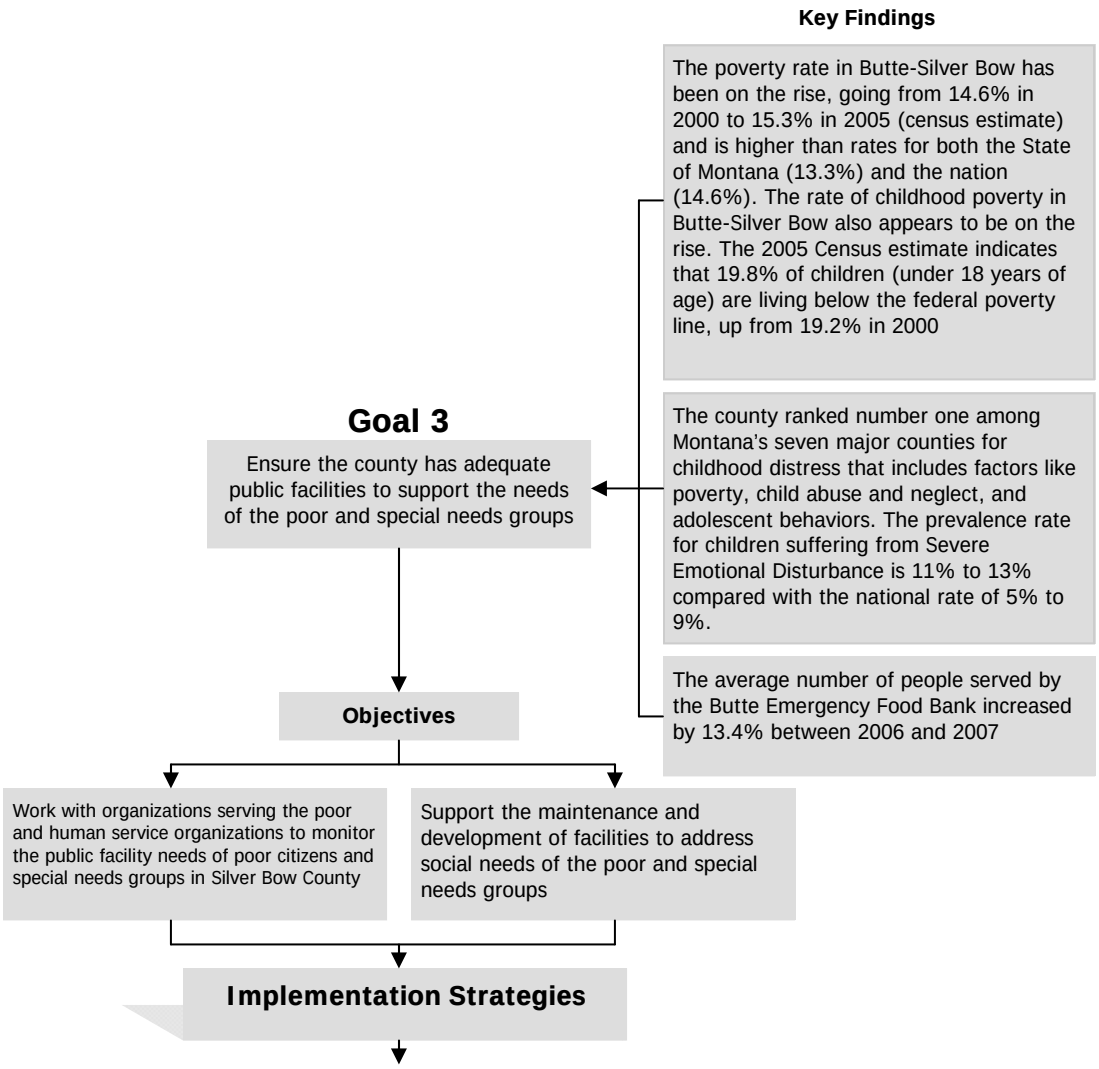
### 2.4.4 Government Buildings, Public Facilities, Parks and Recreation Facilities




- Continue ongoing improvements to buildings such as the Courthouse, Public Archives and Public Library
- Prepare a Facilities Master Plan to identify and rank needed improvements

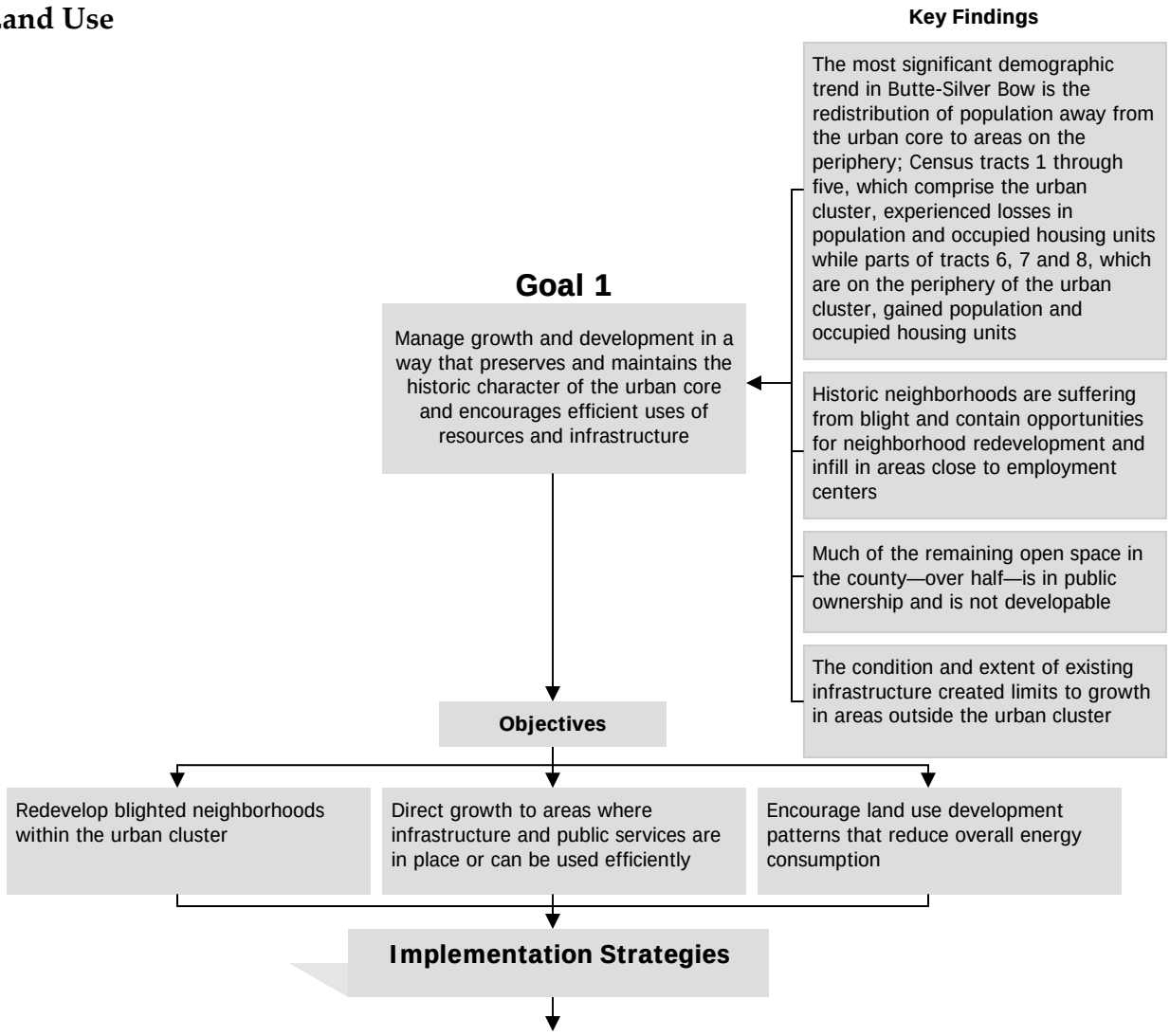



- Implement the Butte-Silver Bow Parks and Recreation Plan
- Identify resources for park maintenance and development programs as identified in the Plan
- Work with civic and volunteer organizations to develop programs to augment and enhance maintenance programs for parks, open space, trails
- Foster education programs that help reduce incidences of vandalism
- Work with other agencies including the Forest Service in managing and maintaining primitive and natural areas used for recreation in Butte-Silver Bow



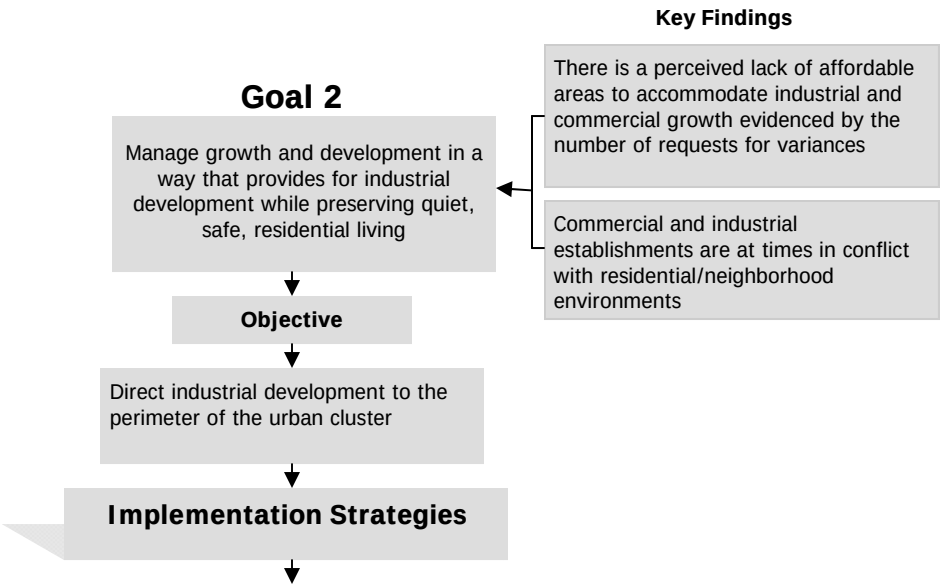

- Utilize the Community Development Block Grant program and other resources to support maintenance and development of public facilities to meet the needs of the poor and special needs groups
- Support initiatives to address child abuse and neglect and the issues surrounding children's mental health

## 2.5 Land Use

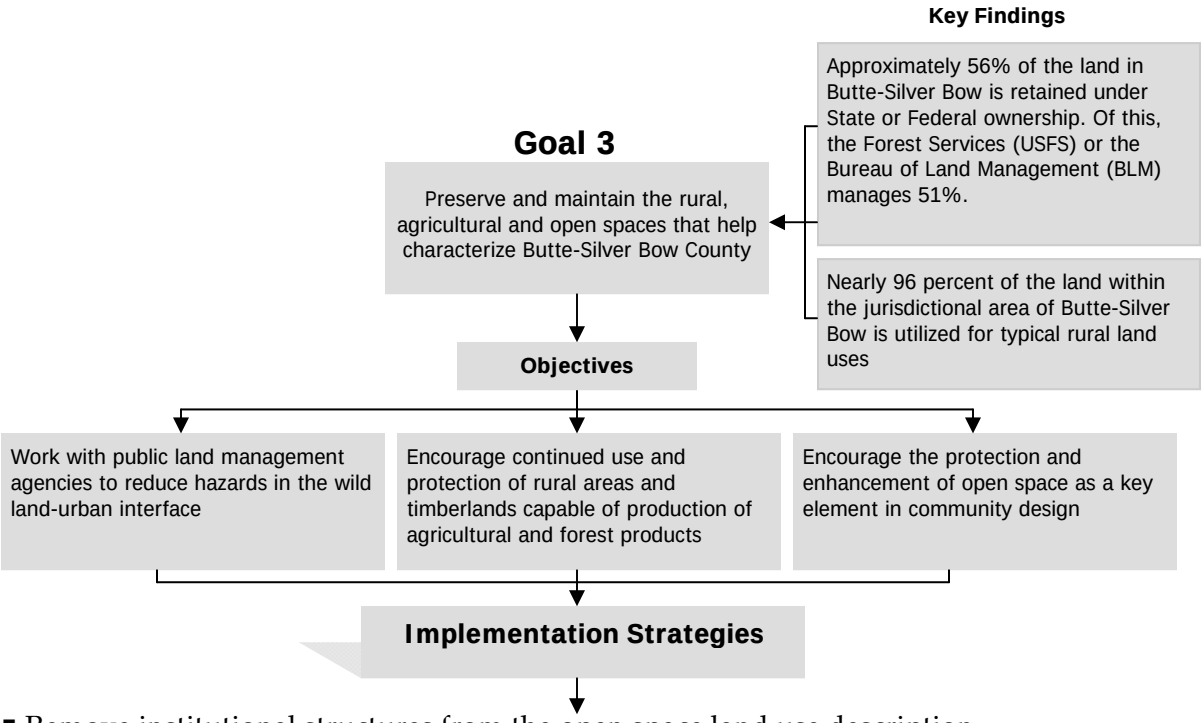



- Using neighborhoods identified in the Butte-Silver Bow Housing Plan 2015, begin master planning for neighborhoods that involve citizen and developer participation in the planning process. Plans should incorporate:
  - Infill development
  - Rehabilitation of blighted and historic units in neighborhoods
  - Neighborhood-based zoning and land use decisions
  - Development design standards
  - Historic preservation design standards
  - Landscape design
  - Infrastructure development
  - Parks, recreations and open space development
  - Social support services and neighborhood centers
  - Pedestrian systems

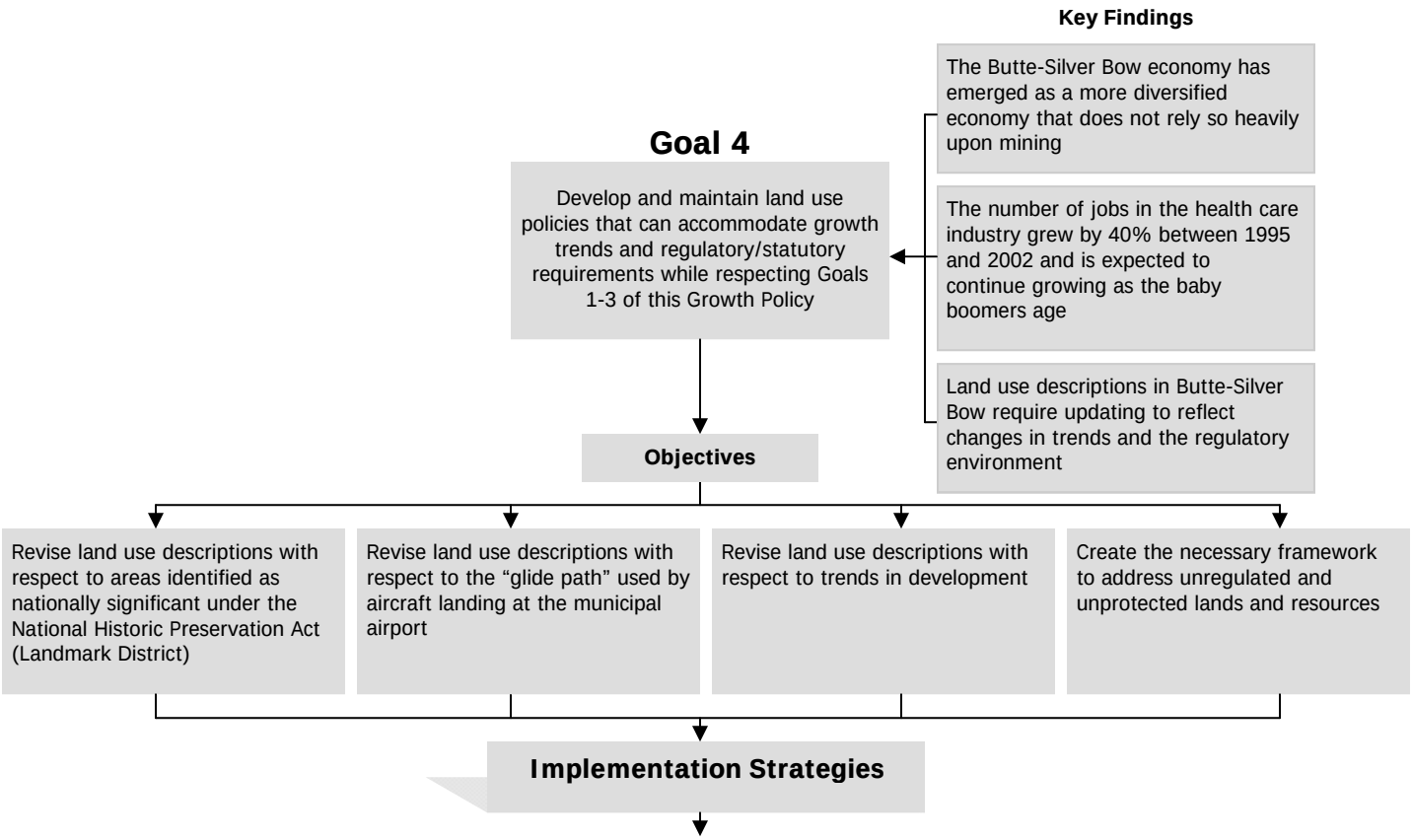
- Identify and employ regulatory incentives that encourage infill development where infrastructure in place (e.g., allowances for higher density development and reduces set back requirements that reflect the urban character of the historic urban core
- Amend zoning ordinance to allow higher density development in areas where infrastructure can be provided
- In areas where it is impractical or infeasible to install sewer and water infrastructure to support high density development (one acre parcels or less), encourage landowners to work with the local government to rezone their lands to accommodate lower density development
- Continue to encourage cluster developments that allow for the more efficient provision of infrastructure
- Identify and promote programs and technologies that conserve energy and resources in the development of both new and existing properties (five years).
  - Provide technical assistance and support for the renovation of historic properties that employ energy conserving elements
  - Develop energy efficient building design recommendations in conjunction with the Butte-Silver Bow Building Department
  - Provide educational materials that promote energy efficient design in rehabilitation and new construction
- Apply mixed-used (residential and commercial) zoning designations within planned unit developments (PUD's), clusters and neighborhoods when supported by residents (ongoing)
- Encourage development that incorporates public and pedestrian transportation alternatives and that reduces the demand on roads (three to five years)
- Expand the Butte-Silver Bow Historic Overlay to coincide with the boundaries of the National Historic Landmark District (one year) and afford the same consideration to properties outside the Landmark District that are also listed on the National Register of Historic Preservation
- Amend the zoning ordinance to accurately reflect the historic character and land use design of properties within the National Historic Landmark District, so that the number of exemptions required in order to continue traditional design with respect to land use are reduced (e.g., land coverage and setback requirements)
- Adopt historic preservation design guidelines for properties that are listed on a local register of historic sites
- Emphasize archeological resources in the subdivision review process




- Adjust the boundaries of existing land use designations
  - Move industrial land uses to areas designated as industrial in this Growth Policy
  - Review areas outside of the urban corridor for recommended changes
- Work with owners of industrial establishments in neighborhoods to find alternate locations more appropriate for industrial use
- Encourage owners of industrial lands in the urban core to work with the local government to rezone these lands as commercial, residential and/or mixed use in accordance with the Growth Policy
- Zone all of the in-active mine yards as established in the Growth Policy
- Zone all active mining areas as heavy industrial per the Growth Policy




- Remove institutional structures from the open space land use description
- Identify open spaces to include both natural and developed park areas
- Amend provisions within the Butte-Silver Bow Subdivision Ordinance in order to reduce the incidence of wildfire in the wild land urban interface
- Specifically separate institutional uses from other types of open space (park lands and natural areas) within the zoning ordinance
- Update the zoning map to accurately depict publicly held open space lands
- Proceed with zoning all publicly owned land as open space as follows:
    - Butte-Silver Bow-owned land
    - All other publicly owned land (state and federal)
- Reduce the threat of natural and physical hazards through thoughtful educational and regulatory programs




- Expand the Butte-Silver Bow Historic Overlay to coincide with the boundaries of the National Historic Landmark District (one year) and afford the same consideration to properties outside the Landmark District that are also listed on the National Register of Historic Preservation
- Amend the zoning ordinance to provide for specific regulations for land uses within the "glide path"
- Amend the zoning ordinance to include the medical overlay
- Amend the zoning ordinance to include the airport commercial overlay
- Address commercial development occurring in the areas surrounding the municipal airport
- Develop programmatic and regulatory mechanisms to protect and preserve historic and archaeological resources in Butte-Silver Bow
- Address the lack of zoning for former and active mining areas

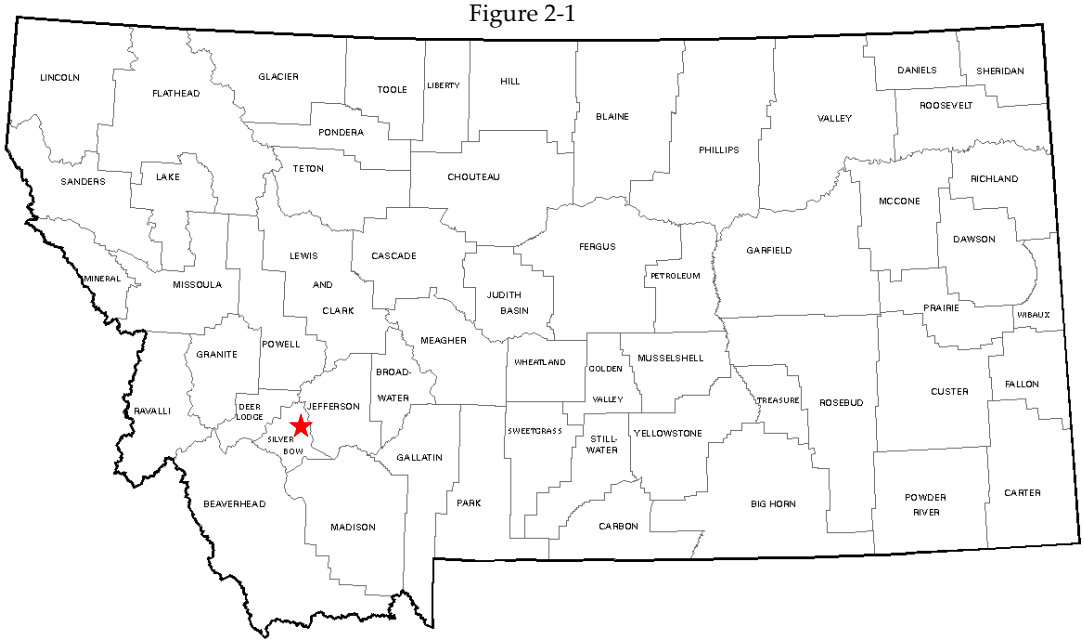
# Chapter Two

## The Setting

# 1.0 INTRODUCTION

The consolidated city-county of Butte-Silver Bow is located in the heart of Southwest Montana, which encompasses a rich mosaic of land uses. Throughout the area, cattle graze amidst the remains of quiet ghost towns and nineteenth century mining camps, abandoned rail beds and trails and sites where American Indians sought materials for tools and weapons. Ranchers still drive their herds along county and state roads, to and from grazing sites in the river valleys and high mountain meadows. In contrast, Butte, and its neighbor to the west, Anaconda, are uniquely urban and present an industrialized landscape rich in the social, environmental and cultural history associated with the development of an internationally significant copper mining industry.[1] Butte-Silver Bow is comprised of 718.31 square miles, making it the smallest county in the state, but it has the second highest population density (after Yellowstone County) at just under 46 persons per square mile.[2]

Figure 2-1




Within the urban corridor, the evidence of mining is everywhere. Urban neighborhoods featuring modest miner cabins and elegant mansions huddle around head frames, the tall towers that were once used to hoist miners and ore from thousands of feet below the surface. The urban core has two distinct geographic areas – the "hill", where most of the mining and early commercial and residential development took place and the "flats", located to the south, home to a variety of residential and commercial uses. The surrounding areas are distinctly rural and include agricultural lands, small residential subdivisions and rural town centers. More than half of the county is in public ownership. The majority of these public lands are managed by the U.S. Forest Service, Federal Bureau of Land Management and the Montana Department of Natural Resources and Conservation.

[1] Cornish, Janet, Southwest Montana Heritage and Recreation Area Resource Document, Prepared for Headwaters RC&D, March, 1995

[2] Fedstats, http://www.fedstats.gov/qf/states/30/30093.html

## 2.0 NATURAL AND HUMAN HISTORY

The landscape of Butte-Silver Bow has been shaped by powerful natural and human forces. The earliest inhabitants came to Southwest Montana nearly 12,000 years ago. Archaeological explorations in the Deer Lodge Valley, in the Highlands south of Butte and in nearby areas have recovered artifacts from various periods, including the Early Prehistoric Period (12,000 to 7,000 years ago). The Continental Divide was at first thought to be a barrier to migration. However, while the Divide probably presented a significant obstacle, Early Period artifacts suggest that similar cultural activities existed in this period on both sides of the Rockies and throughout the mountains in Southern Montana. People traveled between the Great Plains and the Rocky Mountains to hunt small game and later, large animals. As recently as the 17th Century, Shoshone Indians hunted bison near Butte.[3]

The Continental Divide, shedding water to the east and west to create the headwaters of the Missouri and Columbia Rivers, forms a significant portion of the county's eastern boundary at the north end. To the south and east, it bisects the county into two parts. The area is spectacular and rugged, yet fragile. Elevations range from 4,420 feet above sea level in the extreme eastern portion of the county along the Jefferson River to over 10,000 feet at the top of the tallest peaks. The county is characterized by a few valley areas along major drainage systems, including moderately steep to steep slopes in excess of 6,000 feet in elevation, featuring rock outcrops. These slopes are predominantly forested with Douglas fir, while a mixture of grassland and forest (both aspen/cottonwood and coniferous areas) can be found on the more moderate slopes. Plants struggle to grow through a short growing season and animals must forage for food during periods of extended drought and heavy snow fall. Fisheries are often devastated in a dry year and timbered mountain sides are subject to fires and erosion. [4]

The Rocky Mountains of Southwest Montana have undergone a series of mountain building and erosion episodes. The development of the Rockies as they are seen today occurred as a result of what is known as block faulting which caused the rocks to bend and warp upward and, to a greater extent, break along nearly vertical slipping planes. Large segments of the earth were shifted thousands of feet. Movements of 10 to 20 feet repeated a hundred or more times at intervals of approximately 100 years. The oldest crustal rocks in the region are 2.5 to 3 billion years old. In places where younger rock has eroded above them, these crustal or "basement" rocks are exposed at the surface. Examples of these ancient rocks (shists and gneisses) are well exposed along the Camp Creek Road, southeast of Divide in Silver Bow County.

Butte-Silver Bow lies within a rich mineral zone featuring diverse deposits. The region supplied chert, gold, silver, lead, copper and numerous other metals to American Indians seeking tools and weapons and later to those engaged in building an industrialized America. The area has produced precious and base metals as well as industrial minerals. Butte became a center for mining gold, silver and ultimately copper, which became the community's economic mainstay for more than 100 years. Tens of thousands

[3] Cornish, Janet, Southwest Montana Heritage and Recreation Area Resource Document, Prepared for Headwaters RC&D, March, 1995
[4] 1995 Butte-Silver Bow Growth Policy

of ounces of gold and silver and tens of millions of pounds of copper, lead, zinc and manganese were taken from the region. Copper mining in Butte-Silver Bow alone contributed 25 percent of the world's supply in the early part of the twentieth century.

The development of the mining industry in Southwest Montana followed a pattern of discovery that began with gold placer mining using both hand and more advanced hydraulic methods and then to quartz gold mining, which required the removal of gold from large mineral deposits of quartz. Silver mining followed gold, spurred by the demand for silver coins and improved technologies for mining and reducing the ore.

The modern history of mining activity in Southwest Montana began in 1852, when gold was discovered on Benetsee Creek (known as Gold Creek today), approximately 60 miles to the west of Butte. This first strike, as well as those that followed in Bannack and Alder Gulch in present day Madison County drew thousands of prospectors to the region. Early in 1864, Bud Parker, William Allison, Pete MacMahon and others found a bit of gold color along a meandering stream which they named Silver Bow because it glistened in the sun. Later that spring they located the first lode claims and by fall several cabins and huts were clustered along what was to become Dublin Gulch and ultimately Butte. Within the next three years the placer gold boom in Summit Valley (present day Silver Bow County) had attracted several thousand miners and produced about $1.5 million worth of gold. While these early booms were highly productive, they were generally transitory. They were, however, extremely significant in that they opened up the area to further exploration and increasing settlement. As the gold played out and the first wave of mining immigrants moved on, Chinese miners reworked the gravels for a number of years. For example, the present town of Rocker, to the west of Butte, became a Chinese settlement unofficially known as Foochow.

By 1883, silver mining was predominant and silver mined in Butte and other places in Southwest Montana placed Montana as the second largest producer after Colorado. However, beginning in the late 1870's, entrepreneurs began to shift their attention to the vast copper deposits in Butte. The demand for copper wire had skyrocketed with the invention of the Morse telegraph in the 1840's. The first copper strike in Butte was made in 1876 by Billy Parks at the Parrot Mine. The speculative flurries that followed brought investments from Marcus Daly, William Clark and Augustus Heinze, the "copper kings", and a host of financiers including George Hearst, father of media baron William Randolph Hearst.

The copper boom had begun even before the coming of the first railroad. The Union Pacific's narrow gauge Utah and Northern spur line did not approach Butte until 1881. By 1883, however, Butte was linked to the new Northern Pacific transcontinental main line and was on its way to becoming Montana's largest urban center. When Daly built a smelter 25 miles to the northwest in Anaconda in 1883, Butte emerged as a major copper producer. In 1887, the district produced 78,900,000 pound of copper, making it the largest provider in the U.S.

Mining in Butte attracted tremendous capital and human resources. Timber, water and food were increasingly needed as the mining infrastructure was developed. These demands also made a lasting impression on the landscape as reservoirs were developed, transportation corridors constructed and hillsides rearranged. New mountains of wastes appeared adjacent to the deep underground mines. Copper mining in Butte created a regional economic system that was based on the supply of natural resources and agricultural products to the minerals industry.

In 1889, when the Montana Territory became a state, 100,000 acres of school trust lands were set aside for the specific purpose of establishing and maintaining the Montana School of Mines. Butte was chosen as site for the new college which opened its doors in 1900 offering programs in mining and electrical engineering. (Now known as Montana Tech, the college is affiliated with the University of Montana.)

Butte's and Silver Bow County's population climbed quickly, reaching a combined all time high in 1920 at 60,313 and then declined slowly over the rest of the 20th Century. Figure 1 shows population figures for 1890 through 2006. The 2006 figure is an estimate and included here until 2010 census figures are available.

The discovery of copper in Butte was responsible for bringing an industrial giant, the Anaconda Copper Mining (ACM) Company, which operated the mines until the late 1970's, to the forefront of the state's economy. Mining also made Butte key in the development of the American labor movement. The industrialization of Butte, including the role that Butte's miners played in addressing the plight of workers and their families across the United States provided the basis for the creation of the Butte National Historic Landmark District in 1962, by the National Park Service.[5]

In 2006, the National Park Service enlarged the 1962 National Historic Landmark to include an area encompassing both Butte and the neighboring community of Anaconda and linking infrastructure. Efforts to revitalize Uptown Butte have been successful to a considerable degree. Many of the area's historically significant buildings have been restored, while others have been stabilized in anticipation of future development. The property tax base has been stabilized and the area's infrastructure has been updated. The nature of the Uptown has, however, changed substantially. Once the community commercial, service and residential center, Uptown is now home to various types of corporate, professional, governmental and technical office uses as well as specialty retail establishments. Commercial and service activities have moved to the south, primarily along Harrison Avenue, in association with the shift in residential development that occurred after 1950.

[5] Cornish, Janet, Southwest Montana Heritage and Recreation Area Resource Document, Prepared for Headwaters RC&D, March, 1995

# Chapter Three

## Existing Conditions and Trends

# 1.0 SOCIOECONOMIC TRENDS

## 1.1 Overview

Socioeconomic trends in Butte-Silver Bow have historically been linked to the mining of metals, particularly copper and molybdenum. The community was built upon the mining industry which retained a prominent role in the economy for over a century—from the mid 1880's to the mid 1980's. The mining life style was reflected in land use patterns. The adjacent configuration of houses to mines, for example, was reflective of the needs of single miners living and working in a bitter climate before the advent of public transportation and automobiles. Because of a primary dependence upon one major industry, changes in that industry had significant impacts on socioeconomic conditions. Decline in the mining industry resulted directly in population loss and high vacancy rates in the housing stock. The subsequent exodus of working age people left an older population, thereby resulting in an increasing median age for the county. Job loss was reflected in a dipping of median household income.

Some of these trends continue today. Butte-Silver Bow has continued to lose people in their child-bearing years and the median age continues to increase. The median household income, while showing gains, has not kept pace with the state or national median. While the total number of jobs has now surpassed the 1970 total, lost jobs have not yet been replenished to their peak level around 1920.

The demise of copper mining could have spelled the end of a century for Butte-Silver Bow, but the community persevered. A new economic paradigm, one characterized by a more diverse industrial mix, has emerged to help strengthen a struggling community. The 2000 decennial census count indicates Butte-Silver Bow's population grew slightly during the decade 1990-2000 for the first time since 1920. While the years since 2000 have showed renewed signs of decline, a continued course toward a more diverse mix of industries has potential to at least sustain current population and possibly generate growth into 2025.

As the community adapts to a new paradigm, changes are inevitable. This is evident in recent population and housing trends in the county. As housing in the older portions of the community ages, occupants are leaving for newer homes, either in new developments or to contract-built homes in areas on the periphery outside the urban limits—a trend linked to population redistribution. This phenomenon in Butte-Silver Bow is also partially due to the movement of aging residents from family homes in the older town site to assisted living and supportive housing environments, concentrated in Tract 7 and the eastern edge of Tract 5. Without population growth and investment in those areas of the community, the result is a loss of people to support the central business district, high concentrations of deteriorating housing units, high concentrations of rentals, lower property values and high poverty rates.

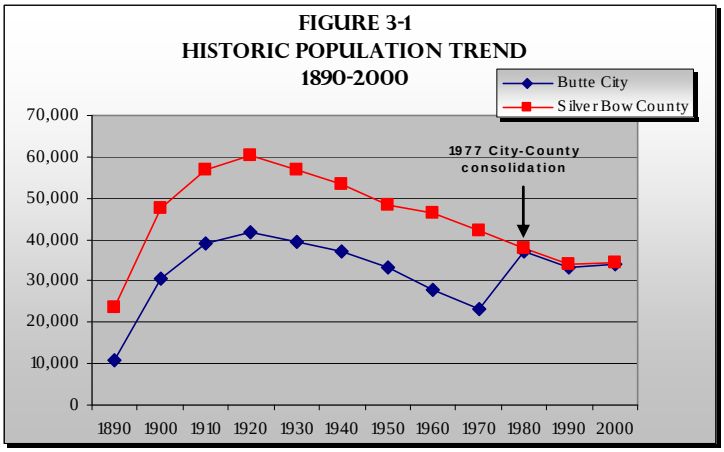
Some of the challenges facing the community over the next twenty years include how to manage infrastructure and services with an expanding urban boundary that does not include significant population growth; how to manage an aging population that will require more health care and housing

services into the future; how to address decaying neighborhoods within the urban cluster; and, how to meet the needs of a the high number of low-income and special needs populations within the county.

## 1.2 Demographic Trends and Projections

### 1.2.1 Historical Population Trends (1890-2000)

The city of Butte and Silver Bow County grew rapidly in the mid 1880's as people arrived in search of mining jobs and economic prosperity. By 1890, the population of Butte City had reached 10,723 and peaked in 1920 with almost 42,000 people, according to decennial census reports on the community. County population reached 23,744 by 1890 and also peaked in 1920 at 60,313[6]. (*Refer to Figure 1- 1.*)




Just as mining opportunities drew people to Butte, decline in the industry precipitated population decline. The years following 1920 were years of continuous decline. The county reached a low point in 1990 and then exhibited slight growth between 1990 and 2000 (1.95% or 665 people). The net population change between the county's peak in 1920 and the 2000 decennial census was a loss of 25,707 people. (*Refer to Table 1-1.)*

TABLE 3-1
POPULATION GAINS & LOSSES
1920-2000

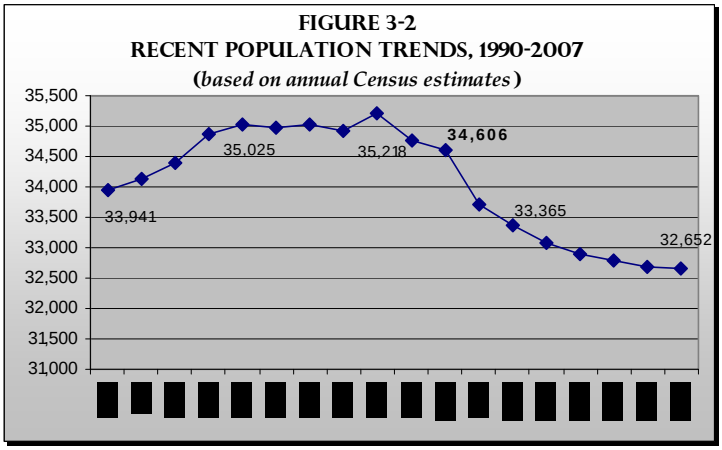
| DECENNIAL CENSUS | GAIN/LOSS |
|---|---|
| 1920-1930 | -3,344 |
| 1930-1940 | -3,762 |
| 1940-1950 | -4,785 |
| 1950-1960 | -1,968 |
| 1960-1970 | -4,473 |
| 1970-1980 | -3,889 |
| 1980-1990 | -4,151 |
| 1990-2000 | +665 |
| **Net Change** | **25,707** |

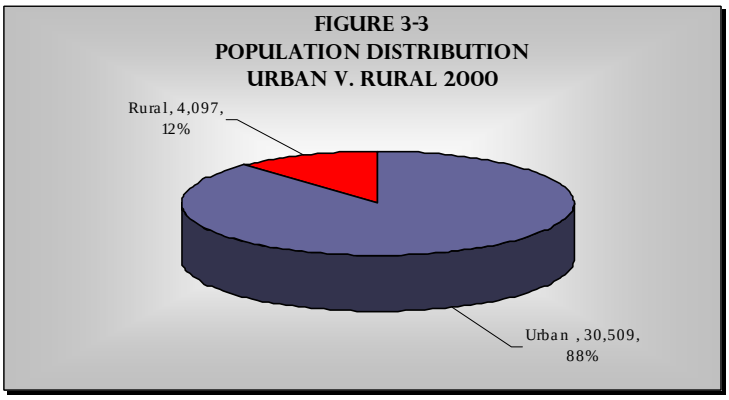
*Source: Based on U.S. Census Bureau Decennial Censuses; 1920-2000*

[6] U.S. Bureau of the Census; Decennial Censuses of Population (Title varies per Census), 1890-2000. Process by the Census and Economic Information Center, Montana Department of Commerce, March 21, 2001

### 1.2.2 Recent Population Trends (1990-2007)

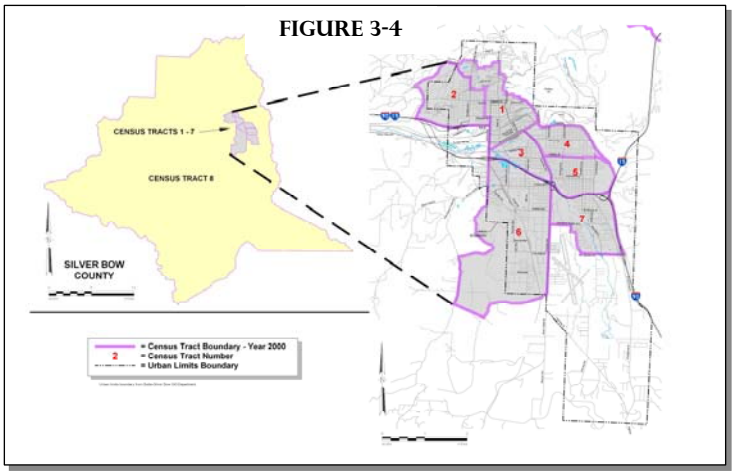
Annual population estimates provided by the Census Bureau indicate that Butte-Silver Bow experienced population growth between 1990 and 1998 at a rate of 3.8%[7]. This growth occurred during a time when the total number of jobs was also in a period of expansion.
Census population estimates since 2000, however, show Butte-Silver Bow returning to a trend of decline. (*Refer to Figure 3-2.)* The 2007 Census population estimate indicates a loss of 5.6% (1,954 people) since 2000. The decline correlates with the closure of a local telecommunications firm, workforce reductions within other major corporations and closure of two elementary schools since the 2000 census was taken.




### 1.2.3 Population Distribution and Density

Butte-Silver Bow County covers an area of 718.31 square miles and includes 48.2 people per square mile. Approximately 88% (30,509) of the county's population resides within the urban cluster[8] while approximately 12% (4,097) of the population resides in areas outside the urban area[9]. (*Refer to Figure 3-4 for illustration of the urban cluster.)*




Nearly 33% (9,990 people) of the county's urban population is concentrated in Census Tracts 1 and 2 which are north and west of Front Street. Thirty-seven percent (11,350 people) of the population within the urban limits is contained in Census Tracts 3, 4 and 5—the area south of Front Street and bordered by Continental Drive to the east and Interstate 90 to the south and west. The remaining 30% (9,169 people) are concentrated in Tracts 6, 7 and 8—the area south of Interstate 90.[10]

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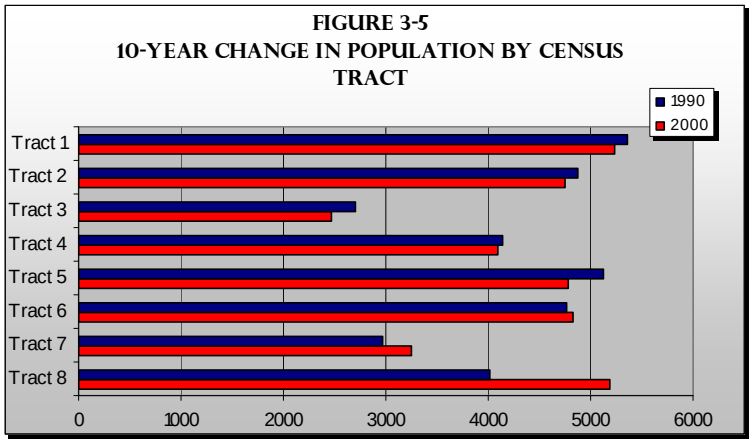
[7] The Census Bureau publishes July 1estimates for years after the last decennial census, as well as for past decades. Data series for births, deaths and domestic/international migration are used to update decennial census counts.
[8] A 2000 Census term describing a densely settled territory that has at least 2,500 people but fewer than 50,000.
[9] US Census Bureau; Census of Population and Housing, 2000
[10] Based on US Census Bureau Data by Census Block Group; Census of Population and Housing, 2000

### 1.2.4 Population Redistribution

U.S. Census Bureau figures from 1990 and 2000 indicate that Butte-Silver Bow experienced an internal redistribution of population. Redistribution is indicated by population decline of up to 8.3% in five of the county's Census Tracts simultaneous with population gains as high as 29.2% in three Census Tracts. Significant gains and losses internally occurred in the context of only 1.95% growth in county population during the same period. (*Refer to Figure 3-5, Table 3-2.*)




Census Tracts 1 through 5 showed losses ranging from 0.9% to 8.3%. The areas of loss generally occurred within the urban limits in the following specific areas:

- North side or Kennedy Elementary School area
- West Elementary School area
- Emerson Elementary School area
- Whittier Elementary School area
- Old Greeley School area

While there were pockets of growth inside the urban limits of Silver Bow County, areas of growth during the period occurred primarily on the periphery or outside the urban limits to the north, east and south and in Census Tracts 6, 7 and 8. These Tracts showed gains of between 1.4% and 29.2% between 1990 and 2000. Tract 8, the majority of which exists outside the urban limits, experienced the highest growth during period at 29.2%. Notable areas of growth within the Tracts included:

- Beef Trail/Little Basin Creek area
- Black Tail Loop area
- Bull Run area
- Hillcrest Elementary School area (Country Club-Holly Lane areas)
- East Ridge area
- Hanson Road (new YMCA, Old Stockyards area)
- Moulton Reservoir area

| TABLE 3-2<br>POPULATION GAINS AND LOSSES BY CENSUS TRACT<br>SILVER BOW COUNTY, 1990-2000 | | | |
|---|---|---|---|
| CENSUS TRACT | POPULATION 1990 | POPULATION 2000 | PERCENT CHANGE |
| Tract One | 5,356 | 5,234 | -2.3% |
| Tract Two | 4,873 | 4,756 | -2.4% |
| Tract Three | 2,696 | 2,471 | -8.3 |
| Tract Four | 4,141 | 4,100 | -.9 |
| Tract Five | 5,131 | 4,779 | -6.8 |
| Tract Six | 4,764 | 4,833 | +1.4 |
| Tract Seven | 2,964 | 3,244 | +9.4 |
| Tract Eight | 4,016 | 5,189 | +29.2 |
| *Source: U.S. Census Bureau; Census of Population and Housing, 1990, 2000* | | | |

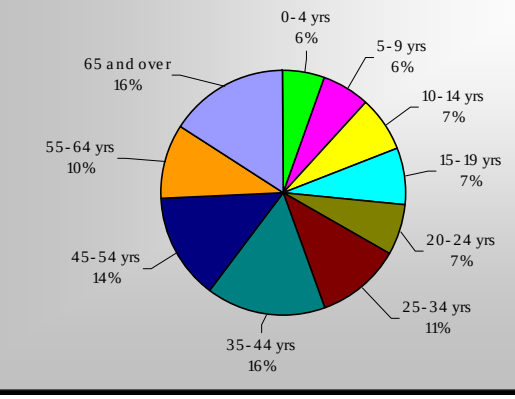
(*Butte-Silver Bow Transportation Plan Update, 2005*)

### 1.2.5 Characteristics of the Population

#### 1.2.5.1 Age

The median age of the Butte-Silver Bow population is increasing over time. At 38.9, the median age in 2000 was higher than both the state (37.5) and the nation (35.3) and has been on the rise since 1980 when it was 32.1.This can be attributed to the changing distribution of age groups in the county.

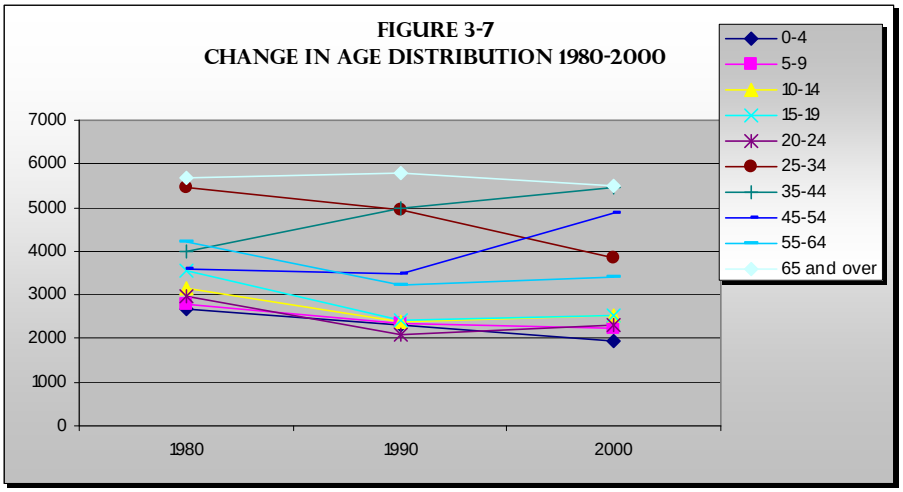
FIGURE 3-6
SILVER BOW COUNTY AGE DISTRIBUTION 2000




The age cohort '65 years of age and older' comprises the largest age group in the county, as it did during the entire study period—1980 to 2000. According to the 2000 Census, seniors comprised 16% (5,499) of the county population compared with 13% for the state and 12% for the nation. And, even though the number of seniors decreased between 1990 and 2000, the median age increased, going from 36 in 1990 to 38.9 in 2000.

A primary factor contributing to the increasing median age is significant losses in the number of people in their child-bearing years—25-34 years—and subsequent decreases in the number of children. The 25-34 age cohort experienced a 29% decline between 1980 and 2000—a loss of 1,596 people. The number of children under 15 decreased by 1,941 during the same period—a loss of 18.5%. (*Refer to Figure 3-7.*) This trend correlates with the closure of elementary schools in the county and continued declines in elementary school enrollments.

Another factor contributing to the increasing median age is the increase in people between the ages 35-54. People in Butte-Silver Bow who are 35-44 years of age make up the second largest age group at 15.7% of the population or 5,447 people. This group, along with those in the age group 45-54, experienced the highest gains between 1990 and 2000. This follows a national trend associated with increased births during the two decades after World War II (the "baby-boom"). The result of this trend nationally is expected to be an increase in the number of people 65 years of age and older by 2010 and through 2030. By the year 2030, the number of people 65 and older is expected to comprise over 26% of Butte-Silver Bow's population—an approximate 9,190 people[11]. Recent Census estimates are indicative of the projected trend. The 2006 estimated median age for the county is 41.3, up 2.4 years from 2000.

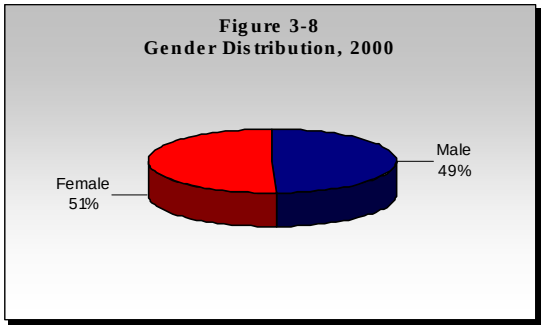



***Geographic Concentrations of Age Groups***. Census Tract 5 contains the largest number of seniors and has the highest median age in the county at '44.2'. Throughout the community, the median age ranges from '23' in Tract 2, Block Group 7 to '56' in Tract 5, Block Group 1. The low median age of '23' in a pocket of Census Tract 2 is associated with its relative location to the local college (Montana Tech) and the high density of multi-family rentals in the form of duplexes and four-plexes. This area is bordered on the north by Caledonia Street, on the south by Park Street and lies between Washington and Excelsior streets to the east and west. The pocket of Butte-Silver Bow with the highest concentration of seniors lies in Census Tract 5 between Irene Street to the north, Ottowa Street to the south and between Sheridan and Skyway Avenue (East of Continental Drive) to the west and east. Three large senior housing complexes are located in this Census Tract.

[11] NPA Data Services, Inc.: Montana Population Projections, 65 Years and Over

### 1.2.5.2 Gender

The ratio of males to females in Butte-Silver Bow has remained relatively constant over the last twenty years. Females have comprised, and continue t o comprise, slightly more than half of the general population with males comprising slightly less than half. According to the 2000 Census, females make up 50.6% of the population and men 49.4%. Butte-Silver Bow's gender distribution in 2000 was similar to the national distribution where females comprised 51% of the population and males 49%, according to 2000 Census figures.




Population estimates for 2006 provided by the Census Bureau indicate a slight increase in the percentage of females in Butte-Silver Bow—up to a full 51%; the percentage of males is down to 49% according to the estimate. By contrast, the estimate for gender distribution nationally indicates a slight drop in the percentage of females in the general population and a slight increase in the percentage of males.

### 1.2.5.3 Race and Ethnicity

The majority (98.6%) of the Butte-Silver Bow County population claimed one race during the 2000 Census. Of those, 95.4% classified themselves as "white". The largest single minority race claimed in 2000 was "American Indian/Alaska Native" which comprised 2% of the county population. Just over 1% of the population claimed two races in 2000. Twelve and one-half percent (12.5%) of the general population claimed Hispanic or Latino ethnicity in 2000.

### 1.2.5.4 Families and Households

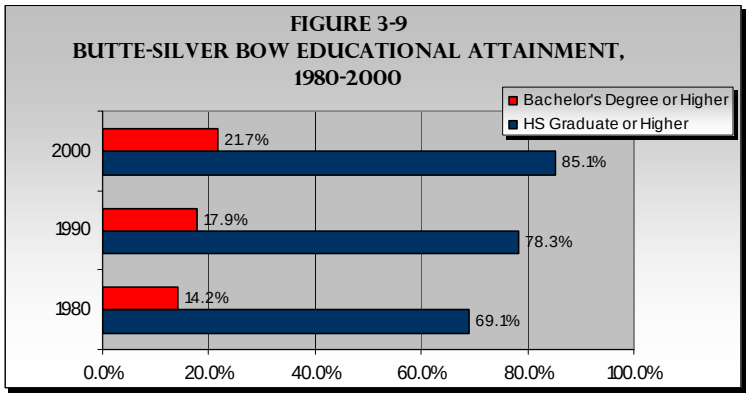
***Families***. According to the 2000 decennial census, there were 8,970 families in Butte-Silver Bow County at the time of the census count[12]. People in families comprised 77% of the population (26,495 people) and the average size of a family was 2.97. The percentage of the population in families is lower in the county than it is in Montana as a whole where people in families comprise 79% of the population. Nationally, people in families comprise 80% of the population. Butte-Silver Bow's lower family population is attributable to a lower percentage of people in the child-bearing age cohorts and a higher percentage of people over 65.

***Households***. In 2000, there were 14,465 households in the county, up from 13,825 in 1990. In addition to a smaller proportion of families in the population, the county's average household size is smaller that those of the state and the nation. While Butte-Silver Bow had an average household size of 2.32 in 2000, the state posted an average size of 2.45. In the U.S., the average household size was 2.59. As the number of senior households grows and birth rates decline, the trend nationally is toward diminished households sizes.

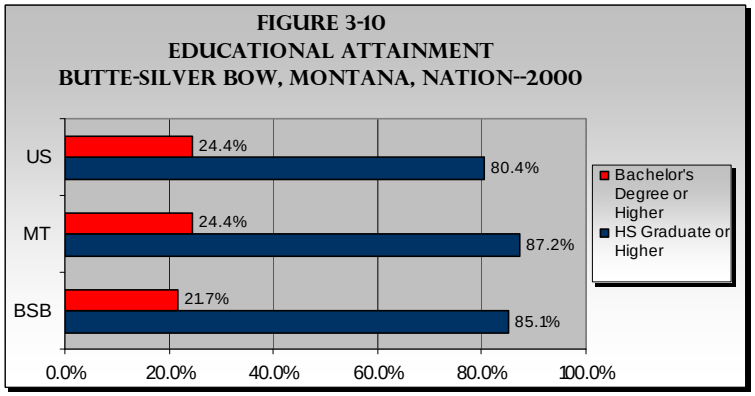
[12] U.S. Census Bureau; Census of Population and Housing; 2000

### 1.2.5.5 Educational Attainment

The educational attainment level in Butte-Silver Bow has been steadily increasing over the last twenty years. According to 2000 Census data, 85.1% of people 25 years of age or older in the county were high school graduates, up from 78.3% in 1990 and only 69.1% in 1980. Although slightly below the state rate of high school graduates in 2000 (87.2%), Butte-Silver Bow is now ahead of the nation (80.4%) in its percentage of people 25 or older who are high school graduates. (*Refer to Figures 3-9 and 3-10.*)




The percentage of adults (25 and older) in Butte-Silver Bow who attained a bachelor's degree or more has also risen steadily since 1980. Although behind the rate for both Montana and the nation which both posted a 24.4% rate of bachelor degree or more status in 2000, Butte-Silver Bow's percentage jumped from only 14.2% in 1980 to 21.7% in 2000.[13]




## 1.2.6 Population Projections into the Year 2025

Future growth in Butte-Silver Bow County is likely to be contingent upon the in-migration of new residents rather than natural (internal) growth. The number of births occurring in the county has been on the decline since 1978[14] and the greatest decrease among age groups is occurring among those most likely to bear children—those in the age group of 25-34 years old. (*The average age at which an American woman gives birth is 25.1[15] and the average age of a parent with children under 6 is 33.1[16].*)
In-migration will inevitably be linked to economic development and the creation of new job and investment opportunities. Some in-migration to Silver Bow County may be tied to general growth in the Rocky Mountain West as city dwellers seek alternatives to urban life styles. Lower property values in Silver Bow County could potentially attract investment interest as rising housing costs and property values in more rapid growth areas in Western Montana drive buyers to lower-priced markets.

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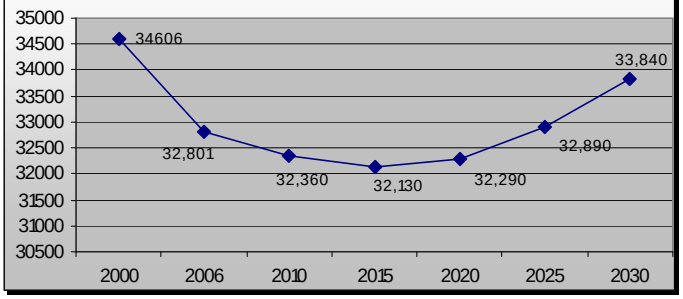
[13] U.S. Census Bureau; Census of Population and Housing; 1980, 1990, 2000
[14] Montana Department of Public Health and Human Services; Annual Frequency of Live Births by Mothers County of Residence; 1978-2003
[15] Kaiser Daily Reproductive Health Report; December 18, 2003; "Average Age of First Birth Reaches Record High of 25 CDC Report Says.
[16] Parents Action For Children Website; "Key Facts About Parents in America"; 2005

Lack of natural growth potential has created population estimates and projections indicative of decline. In addition to Census estimates showing decline, NPA Data Services, Inc. has projected continued decline for the county into the year 2015, after which a period of slight growth is projected. Using their assumptions, the county will remain short of its 2000 population by 2030. (*Refer to Figure 3-11*.)

**FIGURE 3-11**
**POPULATION PROJECTION INTO 2030**
**(NPA DATA SERVICES, INC., 2007)**




However, there may be realistic potential for growth that is linked to job creation, particularly in technology and health care related industries. The number of people employed in health care-related jobs has increased by 40% since 1995 in Silver Bow County[17] and location quotients for the health care industry indicate that new dollars are generated in the community through health services[18]. Further, it is expected that 16% of all new wage and salary jobs created nationally between 2002 and 2012 will be in the health care industry[19]. This is due in part to the increasing number of people 65 years of age and older. As the number of older people increases, so does the demand on the public health system, medical and social services[20]. This is of particular note in Butte-Silver Bow where the median age is already higher than both the state of Montana and the nation and where senior citizens are expected to make up 25% of the population by 2025—an increase of an approximate 3,000 people in the 65+ age cohort[21]. Continued success in technology-related businesses is also cause for optimism as are investments being made in vacant structures in the historic uptown district.

The following three Tables (*3-3, 3-4 and 3-5*) present three scenarios for population growth between 2005 and 2025. The 2005 population figure presented in the Tables is more optimistic than recent Census estimates which show the county population in a state of decline. The figure is representative of renewed growth in the total number of jobs in the county after 2001 and a ratio of jobs to population that is more reflective of similar historic periods of low unemployment. In the low-growth scenario, Butte-Silver Bow gains 1,046 people between 2005 and 2025 for a 3% rate of growth. The moderate growth scenario shows a gain of 2,113 people for a 6% rate of growth, and the high growth scenario presents a 12% growth rate for a gain of 4,287 people over the 20-year period.

[17] US Census Bureau; County Business Patterns for Silver Bow, Montana; 1995-2000
[18] Montana Department of Labor and Industry-Research and Analysis Bureau; Silver Bow County Location Quotients
[19] United States Department of Labor; 2004-05 Career Guide to Industries, Health Services; Bulletin 2541
[20] Centers for Disease Control; Article, "*Public Health and Aging*: *Trends in Aging- United States and Worldwide*", 2-14-03
[21]NPA Data Services, Inc.: Montana Population Projections, 65 Years and Over

**1. Low Growth Scenario: 3% growth between 2005 and 2025**

| TABLE 3-3 POPULATION PROJECTIONS 2005-2025 | | | | | | | |
|---|---|---|---|---|---|---|---|
| 2005 PROJECTED POPULATION | PERCENT CHANGE 2000-2005 | 2015 PROJECTED POPULATION | GAIN/ LOSS | PERCENT CHANGE 2005-2015 | 2025 PROJECTED POPULATION | GAIN/ LOSS | PERCENT CHANGE 2015-2025 |
| 34,688 | +0.2% | 35,207 | 519 | +1.5% | 35,734 | 527 | +1.5% |
| Total Population Gain: 1,046 | | | | | | | |

**2. Moderate Growth Scenario: 6% growth between 2005 and 2025**

| TABLE 34 POPULATION PROJECTIONS 2005-2025 | | | | | | | |
|---|---|---|---|---|---|---|---|
| 2005 PROJECTED POPULATION | PERCENT CHANGE 2000-2005 | 2015 PROJECTED POPULATION | GAIN/ LOSS | PERCENT CHANGE 2005-2015 | 2025 PROJECTED POPULATION | GAIN/ LOSS | PERCENT CHANGE 2015-2025 |
| 34,688 | +0.2% | 35,729 | 1,041 | +3% | 36,801 | 1,072 | +3% |
| Total Population Gain: 2,113 | | | | | | | |

**3. High Growth Scenario: 12% growth between 2005 and 2025**

| TABLE 3-5 POPULATION PROJECTIONS 2005-2025 | | | | | | | |
|---|---|---|---|---|---|---|---|
| 2005 PROJECTED POPULATION | PERCENT CHANGE 2000-2005 | 2015 PROJECTED POPULATION | GAIN/ LOSS | PERCENT CHANGE 2005-2015 | 2025 PROJECTED POPULATION | GAIN/ LOSS | PERCENT CHANGE 2015-2025 |
| 34,688 | +0.2% | 36,769 | 2,081 | +6% | 38,975 | 2,206 | +6% |
| Total Population Gain: 4,287 | | | | | | | |

(*Butte-Silver Bow Transportation Plan Update, 2005*)

Under the 3% growth scenario, the number of households in the county will reach approximately 15,175 by 2015 and 15,402 by 2025 for a twenty-year gain of 451 households (assumes a stagnant average household size). Assuming a continued decline in the percentage of population in families, there will be an estimated 9,085 families by the year 2025, a gain of 115 families over the 20-year period. (*Refer to Tables 3-6 and 3-7.)*

### 1. Number of Households into 2025

| TABLE 3-6 HOUSEHOLD PROJECTIONS 2005-2025 | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| 2005 PROJECTED POPULATION | AVG. HH SIZE | 2005 PROJECTED HOUSEHOLDS | 2015 PROJECTED POPULATION | AVG. HH SIZE | 2015 PROJECTED HOUSEHOLDS | 2025 PROJECTED POPULATION | AVG. HH SIZE | 2025 PROJECTED HOUSEHOLDS |
| 34,688 | 2.32 | 14,951 | 35,207 | 2.32 | 15,175 | 35,734 | 2.32 | 15,402 |
| Total Gain in Households: 451 | | | | | | | | |

### 2. Number of Families into 2025

| TABLE 3-7 NUMBER OF FAMILIES - PROJECTIONS 2005-2025 | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| 2005 PROJECTED POPULATION | % OF POP. | 2005 PROJECTED FAMILIES | 2015 PROJECTED POPULATION | % OF POP. | 2015 PROJECTED FAMILIES | 2025 PROJECTED POPULATION | % OF POP. | 2025 PROJECTED FAMILIES |
| 34,688 | 77% | 9,054 | 35,207 | 76% | 9,070 | 35,734 | 75% | 9,085 |
| Total Gain in Families: 115 | | | | | | | | |

The percentage of the population comprised of people 65 years of age and older is expected to grow significantly in Butte-Silver Bow County into 2025. This is attributable to an elevated birth rate during the two decades after World War II (the "baby boom") that is expected to result nationally in an increase in senior citizens by 2010 and through 2030.[22] Locally, seniors are projected to grow to 25% of the population by 2025 compared to the national projection of 18.39%[23]. Assuming a 3% population increase, the number of seniors would grow to 8,933 seniors by 2025, an increase of 3,175 people in the age cohort over the 20-year period. (*Refer to Table 3-8*.)

### 1. Number of People 65 Years and Older into 2025

| TABLE 3-8 NUMBER OF SENIORS - PROJECTIONS 2005-2025 | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| 2005 PROJECTED POPULATION | % OF POP. | 2005 PROJECTED SENIORS | 2015 PROJECTED POPULATION | % OF POP. | 2015 PROJECTED SENIORS | 2025 PROJECTED POPULATION | % OF POP. | 2025 PROJECTED SENIORS |
| 34,688 | 16.6 | 5,758 | 35,207 | 20.4 | 7,182 | 35,734 | 25 | 8,933 |
| Total Gain in Seniors: 3,175[24] | | | | | | | | |

[22] Centers for Disease Control; Article, "*Public Health and Aging*: *Trends in Aging- United States and Worldwide*", 2-14-03
[23] NPA Data Services, Inc.; Montana Population Projections, 65 Years And Over; November 17, 2006
[24] Percentages projected by NPA Data Services, Inc. were applied to a 3% population growth scenario taken from the Butte-Silver Bow Transportation Plan Update, 2005

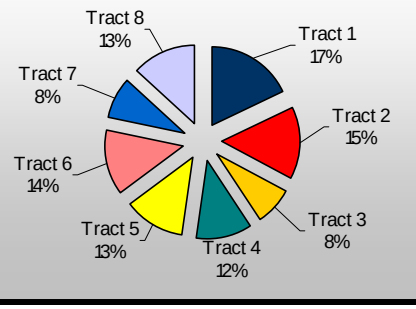
## 1.3 Housing Conditions and Trends

### 1.3.1 The Housing Stock

#### 1.3.1.1 Housing Units

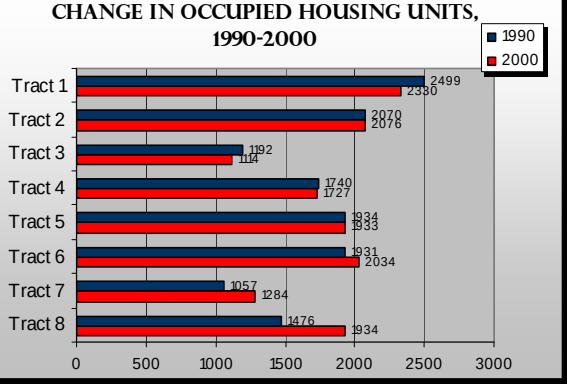
Butte-Silver Bow County had a total of 16,176 housing units in 2000, an increase of 4.5% (702 units) over 1990[25]. Building permits issued in Butte-Silver Bow County since 2000 indicate another 314 units may have been added to the housing stock since the last decennial count.[26]

FIGURE 3-12
DISTRIBUTION OF HOUSING UNITS
2000



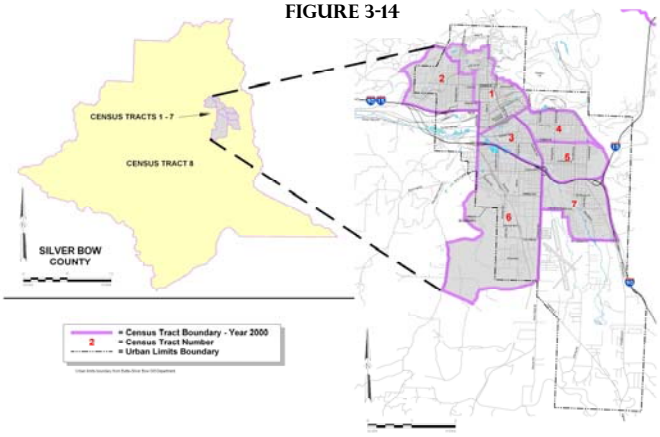

The number of 'occupied' housing units also increased during the decade 1990-2000 going from 13,889 to 14,432—an increase of 533 units. While the overall number of housing units and occupied units increased over the period, the number of vacant units also increased. One hundred sixty nine (169) additional units were classified as vacant in 2000, creating a vacancy rate of 10.8%, essentially unchanged from 1990 when the rate was 10.2%[27].

FIGURE 3-13
CHANGE IN OCCUPIED HOUSING UNITS,
1990-2000




Census Tracts 1 and 2 inside the urban boundaries and largely within the older town site, account for the largest number of units per tract. Together, they comprise 33% of the county's housing stock. While these tracts, along with Tracts 3 and 4, showed declines in the number of occupied housing units between 1990 and 2000, Census tracts 6, 7 and 8 showed gains. Tract 5 remained stagnant during the period.

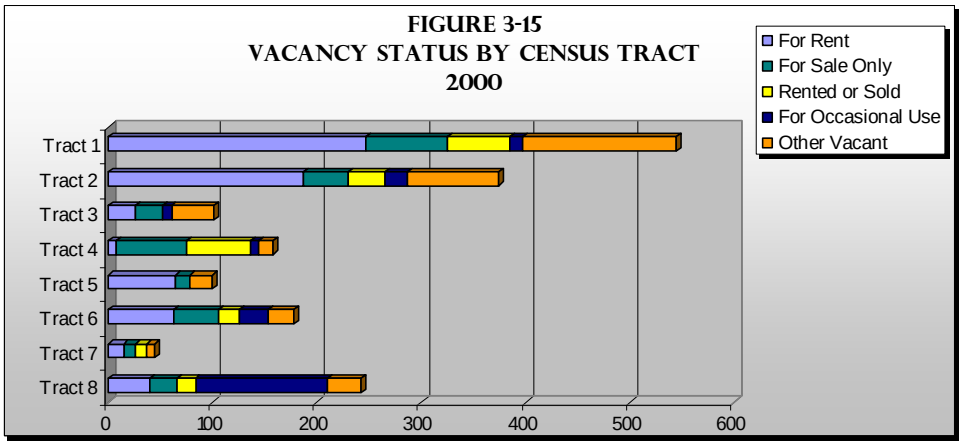
FIGURE 3-14



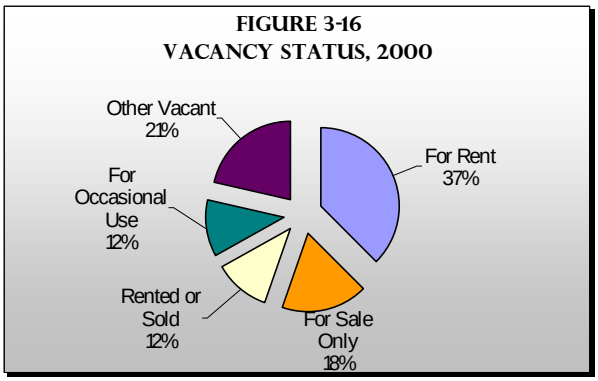

The simultaneous loss of occupied units in some areas and significant gains in others in the context of only slight overall growth, points to population shifting within the community. Population analysis over the same period supports the conclusion that over time, local people have been moving from the urban core to the periphery. The long-term migration of people from the urban core has resulted in high vacancy rates in the older town site, most notably in Tracts 1 and 2. Vacancy

[25] US Census Bureau; Census of Population and Housing, 1990, 2000
[26] U.S. Census Bureau; Monthly New Privately-owned Residential Building Permits; Butte-Silver Bow, Montana; 2000-June, 2006
[27] US Census Bureau; Census of Population and Housing, 1990, 2000

rates in these areas have been between 17% and 18% since 1990. While the large number of rentals in the boundaries can account for a portion of the vacancy rate, it must be noted that Census Tracts 1, 2 and 3 contain a large number of boarded-up structures and units for which occupants could not be located during the census count. In fact, these tracts account for 74% (275) of the boarded-up or otherwise vacant units in the county. (*Refer to Figure 3-15*.)

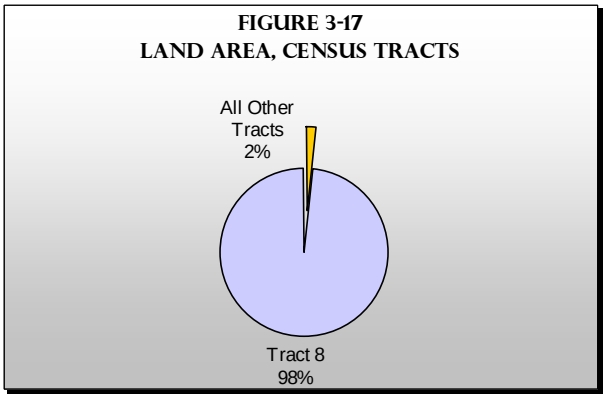



Housing units that were 'for rent' at the time the 2000 census was taken accounted for the largest number of vacant units—652 or 37% of total vacant units. Boarded up or otherwise empty units accounted for the second largest vacancy category at 21% of the total (374). Units classified as 'for occasional use' accounted for 12% (204) of vacant units as did units that were rented or sold. (*Refer to Figure 3-16*.)




### 1.3.1.2 Housing Density

Butte-Silver Bow County contains 718.31 square miles of land on which there are 48.2 people and 22.5 housing units per square mile. Census Tract 8 contains 98% of the county's land area but accounts for only 13% of housing units and 15% of the population. The rural nature and open space of much of Census Tract 8 is drawing people from the urban core as they seek alternatives to the more populated areas inside the core.



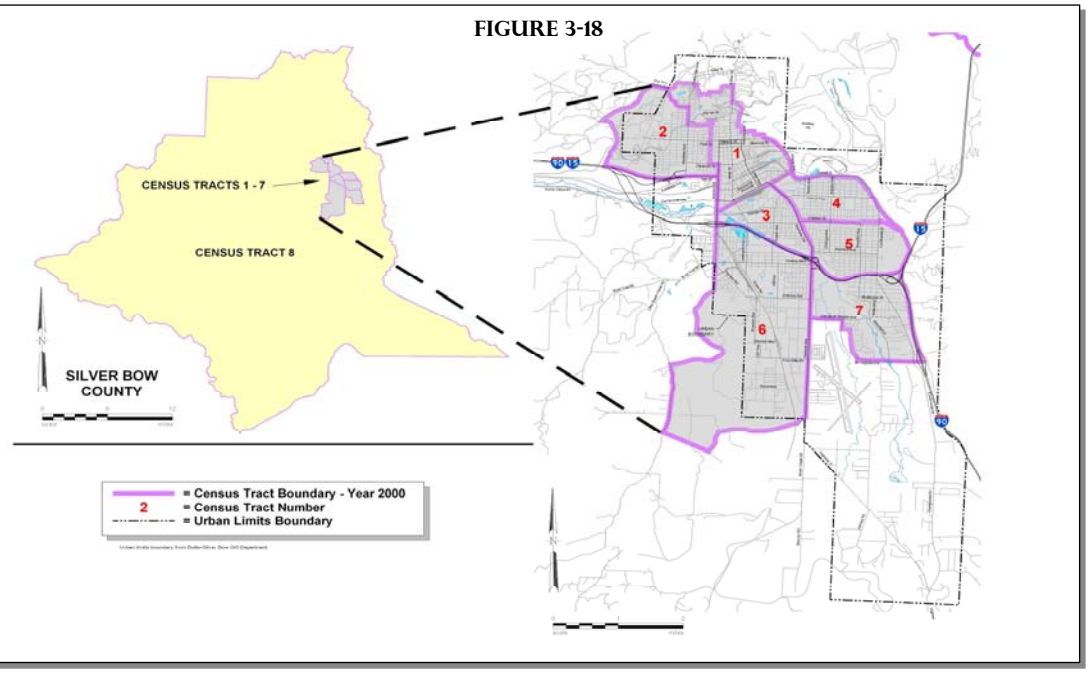
Census Tract 4 which lies between Farrell and Cobban Streets to the North and South and between Harrison Avenue and Continental Drive to the West and East has the most populated area of the county with a population density of 4,063.8 people per square mile and 1,869.3 houses per square mile. This compares to 7.4 people and 3.1 housing units per square mile in Tract 8. (*Refer to Table 3-9*.)

TABLE 3-9
POPULATION AND HOUSING DENSITY BY CENSUS TRACT

| CENSUS TRACT | LAND AREA (SQUARE MILES) | POPULATION DENSITY (PER SQUARE MILE) | HOUSING DENSITY (PER SQUARE MILE) |
|---|---|---|---|
| Silver Bow County | 718.3 | 48.2 | 22.5 |
| Tract 1 | 1.69 | 3,103.3 | 1,704.1 |
| Tract 2 | 1.83 | 2,598.9 | 1,338.8 |
| Tract 3 | 0.88 | 2,795.8 | 1,375.9 |
| Tract 4 | 1.01 | 4,063.8 | 1,869.3 |
| Tract 5 | 1.29 | 3,713.1 | 1,579.6 |
| Tract 6 | 5.77 | 836.9 | 383.0 |
| Tract 7 | 1.82 | 1,780.3 | 729.4 |
| Tract 8 | 704.01 | 7.4 | 3.1 |

*Source: U.S. Census Bureau; Population, Housing Units, Area, Density; 2000*

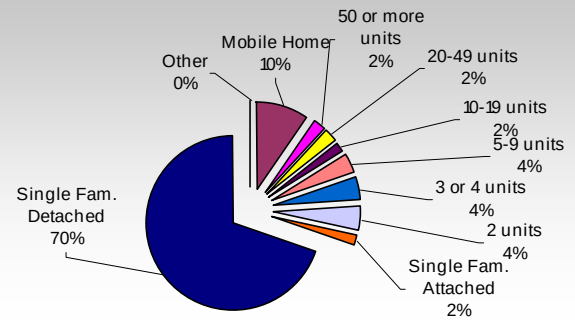
FIGURE 3-18



### 1.3.1.3 Unit Types

The housing stock in Butte-Silver Bow is characterized by a predominance of single-family detached units. Single-family homes comprise 70% of the local housing stock and are dispersed throughout the community. The number of single-family units increased by 2% (247 units) between 1990 and 2000[28]. Building permits were issued in Silver Bow County for 266 more single family units between 2000 and June, 2006, indicating a potential 2.4% increase over the period[29].

FIGURE 3-19
TYPES OF HOUSING UNITS, 2000




Single family units are the predominant type of housing throughout all Census Tracts, though concentrations vary. Census Tracts 5 and 8 contain the highest percentage of single-family detached units at 83% and 86% respectively. Even though the land area of Tract 8 is largely rural, it now contains the highest actual number of single family dwellings in the county. Tracts 1 and 6 post the lowest percentages at 57% and 52%. Lower concentration in Tract 1 is attributable to a high density of multifamily housing units. In Tract 6, lower concentration of single-family detached dwellings is due to a high concentration of mobile homes. (*Refer to Figure 3-20.*)

FIGURE 3-20
DISTRIBUTION OF SINGLE FAMILY DETACHED UNITS, 2000

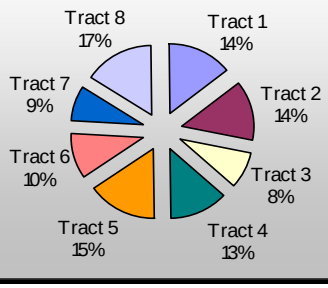
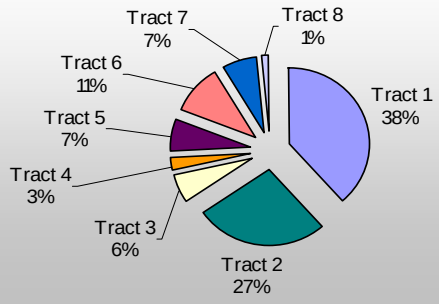



FIGURE 3-21
DISTRIBUTION OF MULTI-FAMILY UNITS, 2000




Multi-family units comprise 19% of the county's housing stock and are heavily concentrated in Tracts 1 and 2 which contain 74% of all duplexes and four-plexes. Over 200 units of public housing operated by the local Public Housing Authority are also located in Tract 1[30]. Large multi-family complexes are also located in Tracts 5 (Continental Gardens Senior Housing, Tract 7 (Waterford, Vintage Suites Senior Housing, Atherton Apartments) and Tract 6 (Legion Oasis Apartments, Silver Bow Village, Brandon-Legg Developments). The community gained 70 multifamily housing units (not buildings) between

[28] U.S. Census Bureau; Census of Population and Housing, 1990, 2000
[29] U.S. Census Bureau; Monthly New Privately-owned Residential Building Permits; Butte-Silver Bow, Montana; 2000-June, 2006
[30] U.S. Census Bureau; Census of Population and Housing, 1990, 2000

1990 and 2000 for a 2.4% gain. Building permits were issued for another 48 units in 12 buildings between 2000 and June, 2006[31].

Mobile homes comprise 10% (1,570 units) of the Butte-Silver Bow Housing Stock and are concentrated largely in three Census Tracts. Tract 6 contains 43% (668 units) of all mobile homes while Tracts 4 (331 units) and 8 (336 units) each contain 21%. The number of mobile homes increased by 8.5% between 1990 and 2000, going from 1,447 units to 1,570.

FIGURE 3-22
DISTRIBUTION OF MOBILE HOMES

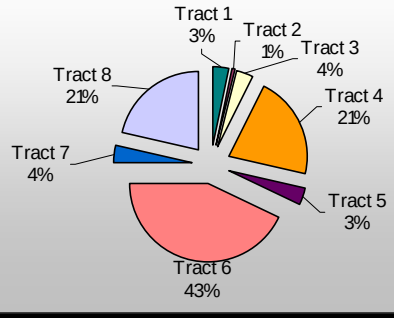
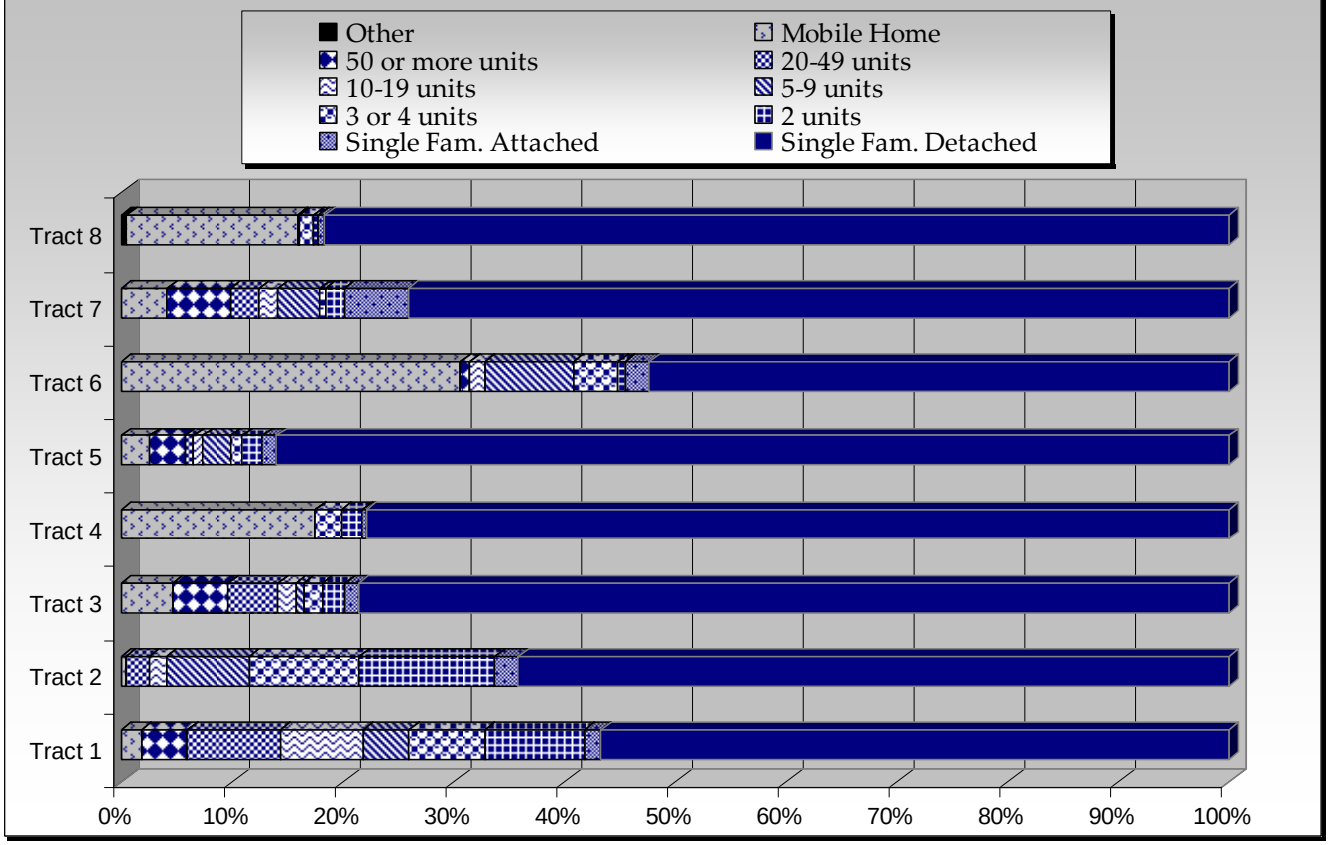


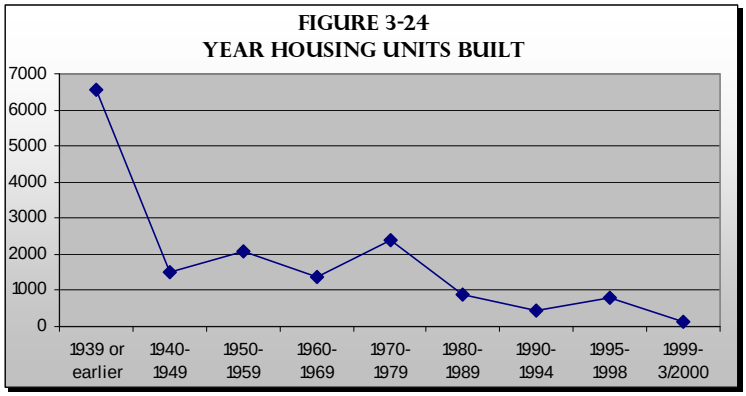

FIGURE 3-23
MIX OF UNIT TYPES BY CENSUS TRACT, 2000

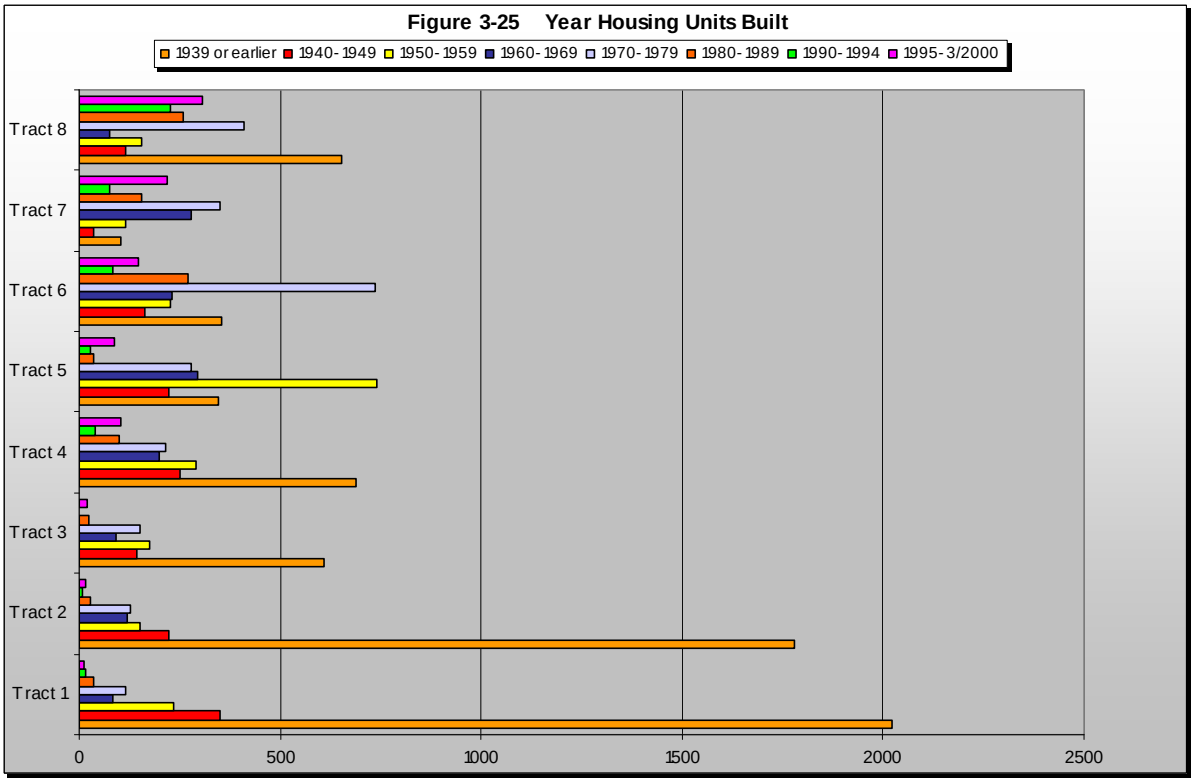



[31] U.S. Census Bureau; Monthly New Privately-owned Residential Building Permits; Butte-Silver Bow, Montana; 2000-June, 2006

### 1.3.1.4 Age and Condition

According to 2000 Census data, the largest number of housing units (41% or 6,556 units) in Butte-Silver Bow County was constructed prior to 1939. The community experienced construction surges in the 1950's and again in the 1970's, but none to the extent that occurred prior to 1939; the 1950's saw construction of 2,094 units and 2,384 units were built during the 1970's. Nearly 60% of units built prior to 1939 are contained in the old town site in Census Tracts 1 and 2.[32] (*Refer to Figures 3-24 and 3-25.)*




Butte-Silver Bow added 1,358 new units to its housing stock during the 1990's which created an increase in the county-wide median year for construction of housing units. The median went from 1943 in 1990 to 1950 in 2000[33]. The majority of new units were added in Census Tracts 8 where the median construction year for housing units went from 1964 in 1990 to 1972 in 2000 and Tract 7 where the median jumped from 1970 to 1974. Tract 6 also experienced new construction during the period sending its median construction year to 1972 from 1970. These three Census Tracts (6, 7, 8) also posted the highest growth rates with regard to both population and occupied housing units during the decade 1990-2000.

[32] U.S. Census Bureau; Census of Population and Housing, 1990, 2000
[33] U.S. Census Bureau; Census of Population and Housing, 1990, 2000

While the newer areas of the community have experienced new construction and growth, the age and condition of housing stock in the older town site present a vital planning challenge for Butte-Silver Bow. Decay of the housing stock in much of Census Tracts 1 and 2, which encompass the area north of Front Street to Walkerville and the upper and lower west sides of the urban cluster, are contributing to a significant aesthetic crisis and have created an economic development barrier for the community. Retail activity in the central business district is inherently impacted by a loss of people, by vacant and blighted structures and by high poverty in these areas. The poor aesthetic quality created by decay creates a barrier to the attraction of new businesses and people.

A continued pattern of growth on the periphery creates a number of secondary issues that include higher use of roadways and increased emissions from cars as people live further from employment centers. The mean travel time to work increased by 3.5 minutes between 1990 and 2000, going from 10.8 minutes to 14.3. The growth pattern also strains emergency services as response times grow and infrastructure as density increases in the more rural areas outside the urban cluster.

Of the 3,561 housing units in Butte-Silver Bow that are reported to be in unsound to fair condition as reported in 2005 by the Center for Applied Economic Research, an approximate 74%, or 2,635 units, are contained in Census Tracts 1 and 2. This is based upon a visual estimate of structures in the area that have clear structural and maintenance issues. According to the February, 2005 study prepared for the Montana Department of Commerce, the 3,561 units in unsound to fair condition represent 28% of Butte's overall housing stock. This is compared to 24% for Montana overall. Another 37% of Butte-Silver Bow units (approximately 4,743 units) are in only average condition.

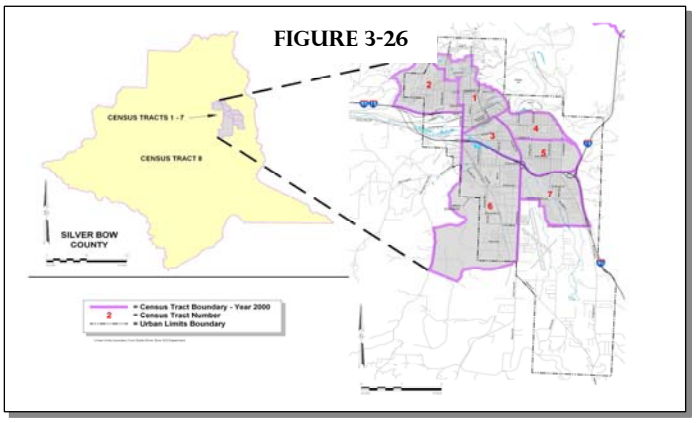


FIGURE 3-26

Blight in Census Tracts 1 and 2 is attributable to the age of the units as well as flight of middle and upper income households from the area. The median year of construction for units in all Census Block Groups contained in Tracts 1 and 2 is 1939[34]. The large majority of units are nearly 70 years old, but many were constructed over 100 years ago. A concentration of poorer households in these parts of the community has, by virtue of limited resources, translated into lack of investment in maintenance and upkeep of units. Perhaps of more importance is the resulting isolation of poor households in the most blighted and unsafe area of the urban cluster. Segregation of the poor represents a paradigm shift away from economically diverse neighborhoods that once characterized the community.

Another pressing issue with regard to the condition of housing is the high concentration of mobile homes in pockets of the county. Butte-Silver Bow's housing stock includes 1,570 mobile homes, the

[34] U.S. Census Bureau; Census of Population and Housing, 1990, 2000

majority of which are located in Census Tracts 4, 6 and 8. Sixty percent (942 units) of the county's mobile homes were constructed prior to the enactment of the National Manufactured Housing and Safety Standards that took effect in 1976. These units offer an affordable housing alternative to stick-built homes for lower income households. However, they are all too often the most substandard, unsafe and energy consumptive housing option[35].

**1.3.1.5 Tenure**

Tenure is a Census term that refers to the distinction between owner-occupied and renter-occupied housing units. An examination of tenure provides an understanding of homeownership and renter rates in the county.

TABLE 3-10
COUNTY HOMEOWNERSHIP RATE

| 1980 | 1990 | 2000 |
|---|---|---|
| 70.50% | 70.83% | 70.36% |

The percentage of units occupied by owners in Butte-Silver Bow County has hovered around 70% for twenty years. While down very slightly from 1990, the homeownership rate has remained essentially unchanged since 1980. At 70.36% in 2000, the local rate was higher than both the state (69.1%) and the nation (66.2%). (*Refer to Table 3-10.)* Homeownership rates are highest in Census Tracts 5, 7 and 8 where there are higher concentrations of single family dwellings and lowest in Tracts 1 and 2 where there are higher concentrations of multi-family dwellings and rentals. (*Refer to Table 3-11.*)

TABLE 3-11
HOMEOWNERSHIP RATES BY CENSUS TRACT, 2000

| CENSUS TRACT | HOMEOWNERSHIP RATE |
|---|---|
| Census Tract 1 | 47.12% |
| Census Tract 2 | 59.63% |
| Census Tract 3 | 69.93% |
| Census Tract 4 | 77.82% |
| Census Tract 5 | 82.82% |
| Census Tract 6 | 70.50% |
| Census Tract 7 | 78.43% |
| Census Tract 8 | 85.47% |

*Source: Census of Population and Housing, 2000*

Analysis of tenure data illustrates that people who are migrating from the urban core to rural areas surrounding the city of Butte tend to be homeowners. Owner-occupied units increased during the decade 1990-2000 in the same areas where population increased (Census Tracts 6, 7, and 8). Simultaneously, the number of homeowners in Tracts 1-5 dwindled along with population during the study period. (*Refer to Figure 3-27.)*

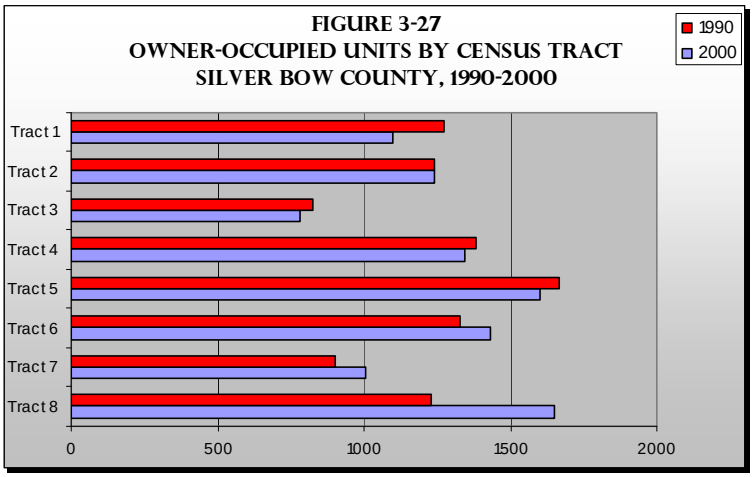


FIGURE 3-27
OWNER-OCCUPIED UNITS BY CENSUS TRACT
SILVER BOW COUNTY, 1990-2000

A consequence of the internal migration phenomenon is an even higher concentration of renters in the older town site, particularly in Census Tract 1 and portions of Tract 2. The rate of renter-occupied units in Tract 1 alone grew from 49% in 1990 to 53% in 2000 and the two tracts

[35] Mobile Home Decommissioning & Replacement and Mobile Home Park Acquisition, Strategies for Montana; Preliminary Analysis and Report; by Community Development and Management Services; Rand Kennedy and Julie Flynn Authors

together contain 48% of all renter-occupied units. These areas already had a relatively heavy concentration of rentals due to the large number of duplexes and four-plexes built prior to 1939 to accommodate single miners. In fact, seventy-four percent of the county's housing structures containing two, three and four units are located in Tracts 1 and 2, are privately owned and are largely occupied by renters. Because these Census Tracts together comprise a large part of the old town site, housing there is among the oldest in the county where large scale blight is visible. These areas are also among the very poorest in the community where 81% of renters have annual incomes of less than $25,000, where median household incomes and property values are the lowest in the county and where poverty rates are highest. This data illustrates that many of the very poorest of Butte-Silver Bow citizens are concentrated in the oldest and most heavily blighted areas of the county.

While Census Tracts 1 and 2 contained the largest number of renter-occupied units, Tracts 5 and 8 contain the highest number of owner-occupied units. In fact, Tract 8 now has the highest number of owner-occupied housing units in the county, 70% of which are outside the census designated urban cluster. (*Refer to Figures 3-28 and 3-29.*)

**FIGURE 3-28**
**RENTER-OCCUPIED UNITS BY CENSUS TRACT 2000**

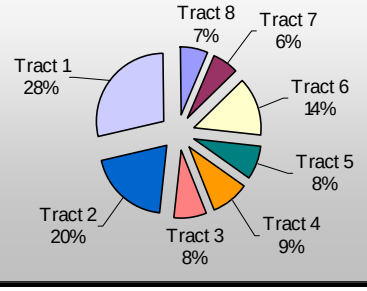
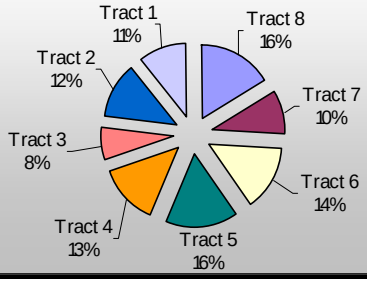



**FIGURE 3-29**
**OWNER-OCCUPIED UNITS BY CENSUS TRACT 2000**




The majority of homeowners in the county are families. According to 2000 census data, 70% of owner-occupied units are occupied by family households. By contrast, 41% of renter-occupied units are occupied by family households. The homeownership rate for families is higher than the overall rate in the county. According to tenure data from the 2000 census, 87% of family households owned the housing unit they occupied. (*Refer to Figures 3-30 and 3-31.*)

**FIGURE 3-30**
**HOMEOWNERS BY HOUSEHOLD TYPE 2000**

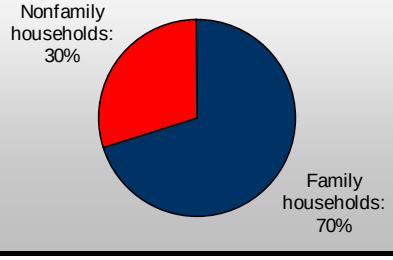
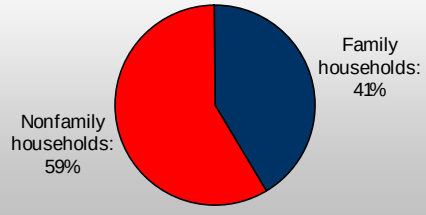
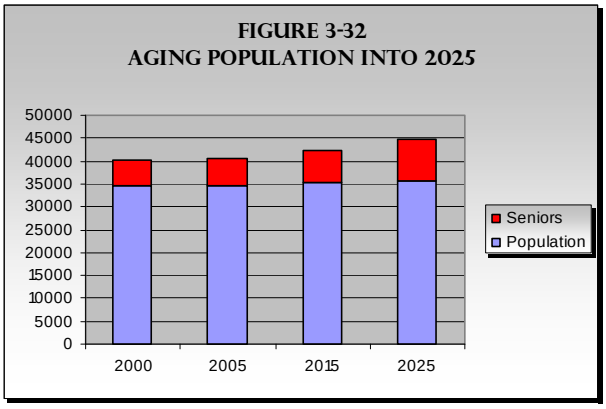


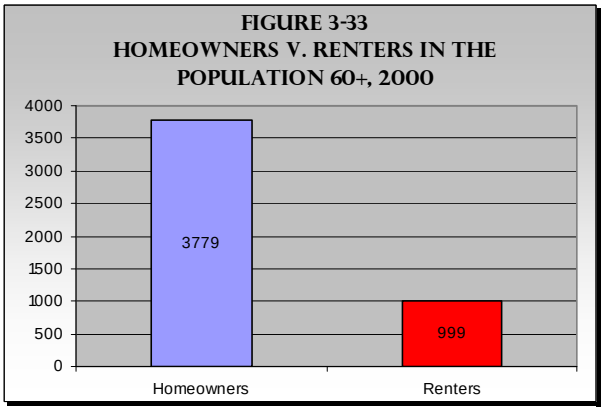

**FIGURE3-31**
**RENTERS BY HOUSEHOLD TYPE 2000**



Of particular note in the analysis of housing trends in Butte-Silver Bow is the number of homeowners who are 60 years of age and older. In addition to representing the largest age cohort in the county, senior citizens comprise the single largest group of homeowners. Thirty-seven percent of owner-occupied units are occupied by householders in this age group. Seventy-nine percent of householders in the 60+ age group are homeowners and they occupy 3,779 housing units. As this age group grows in association with the 'baby boom' into 2030 and occupies an ever-increasing percentage of the population, planning for their housing needs will become paramount to community planning efforts.[36] Planning for the needs of the county's seniors should incorporate trends for the aging population nationally. Foremost among those trends is the provision of services that allow seniors to age in place. According to Harvard University's Housing America's Seniors, only 10 percent of seniors lived in age-restricted communities in 2000. However, the Harvard study noted that the existing housing stock is not designed to meet the changing needs of seniors as they age. As a result, the market for home modifications and healthcare and other supportive services to help older Americans live safely and comfortably in their homes is large and growing. Yet, much of the current demand for modifications is unmet. Only about half of those who are over 65 with disabilities have the modifications they believe they need. (*Schafer*)

The Harvard study also pointed to the need for housing to accommodate senior couples as men begin to live longer and the need for "walkable" neighborhoods that provide amenities and entertainment within walking distances. Survey data associated with the study indicates that home buyers aged 45 and older, who prefer denser, more compact housing alternatives will account for 31% of total homeowner growth between 2000 and 2010, double the same segment's market share in the 1990s.




### 1.3.2 Affordability and the Housing Continuum

#### 1.3.2.1 Introduction

The community housing stock, like all community infrastructure, must be responsive to the demographic composition of the community. Ideally, a community has safe, decent housing available to all its citizens and affords homeownership opportunities to all who desire it. The housing stock should accommodate young adults entering the housing market for the first time as renters, first time

[36] Source for Tenure data was the U.S. Census Bureau; Census of Population and Housing, 1980, 1990, 2000

homebuyers, homeowners seeking to upgrade their homes with respect to size and value, seniors wanting to age in place or move on to retirement communities and the poor who might need safe, decent rentals or the opportunity to own a home. There should be a healthy housing continuum that allows for mobility within the housing stock.

Two factors affect the functions of the housing continuum. The first is affordability. The housing stock should offer housing that is in good condition, is safe and does not require people to pay more than 30% of their income towards monthly housing costs. The second is availability of units across the continuum. The following analysis helps to understand if the current housing stock in Butte-Silver Bow provides adequate mobility in the continuum.

**1.3.2.2 Affordability**

The cost of housing in Butte-Silver Bow rose sharply during the decade 1990-2000. The median value of homes increased by 68% during that time, going from $43,800 in 1990 to $73,600 in 2000. To underscore the increase, only 6.4% of homes were valued at $100,000 or more in 1990. By 2000, that percentage reached 27%[37].

According to the local Multiple Listing Service (MLS), the average asking price for homes in Butte in the spring of 2006 was $95,990.00[38]. The median asking price was lower than the 2000 median value at $68,250. This is attributable to a larger number of low-valued units on the market at the time the survey was completed.

In addition to rising home values, rents and mortgages have also risen since 1990. Median gross rent in Butte-Silver Bow increased by 37% going from $265 in 1990 to $362 in 2000 and the cost of owning a home, which includes a mortgage and associated costs, rose by 53% during the decade—jumping from $499 in 1990 to $761 in 2000[39].

Meanwhile, median household income has not kept pace with rising housing costs. While the cost of owning a home in Butte-Silver Bow increased by 53% between 1990 and 2000, median household income increased by only 43%. An April, 2006 survey of local realtors revealed that

**FIGURE 3-34**
**CHANGE IN MEDIAN VALUE OF HOMES, 1990-2000**

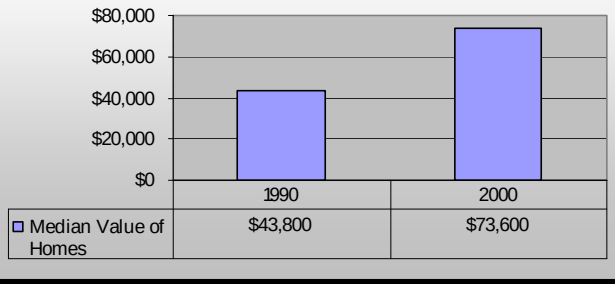



**FIGURE 3-35**
**CHANGE IN MONTHLY HOUSING COSTS 1990-2000**

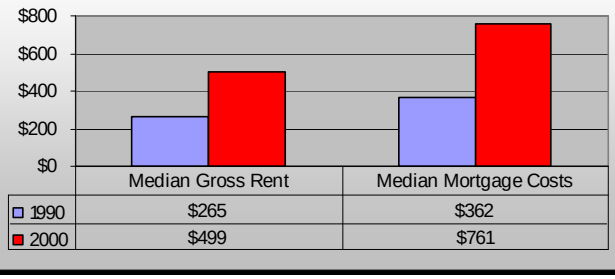
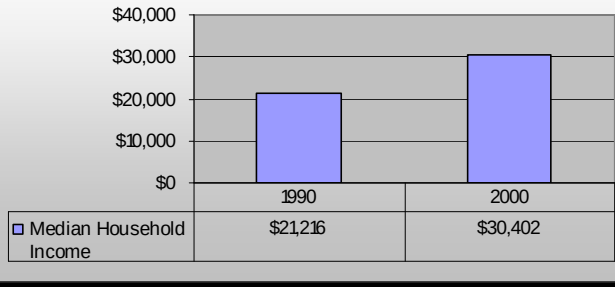



**FIGURE 3-36**
**CHANGE IN MEDIAN HOUSEHOLD INCOME, 1990-2000**




[37] US Census Bureau; Census of Population and Housing; 1990, 2000
[38] CCH, Inc, Survey of Butte Realtors, April, 2006
[39] US Census Bureau; Census of Population and Housing; 1990, 2000

asking prices for homes continue to increase—rising by 12% to 18% over the two-year period 2004-2006.

With a 37% increase between 1990 and 2000, the cost of renting did not increase as much over the ten-year period. However, it is important to note that 35% (1,481) of renters continue to pay more than 30% or more of their monthly income for housing costs[40] which is considered a financial burden by Housing and Urban Development Standards.

**1.3.2.3 Availability—Mobility within the Housing Continuum**

Analysis of market conditions in Butte-Silver Bow indicated three barriers to mobility within the local housing continuum. The first is homeownership opportunities for low-income households who are currently renting. According to 2000 Census data, one-third of householders in the age bracket 26-54 were renting in Butte-Silver Bow (2,245 householders).[41] Over one-third of these renters have annual incomes below the poverty level, placing homeownership out of reach for them. The inability of people to afford homeownership is creating a barrier to mobility within the housing continuum.

**FIGURE 3-37**
**RENTER-OCCUPIED UNITS, OCCUPANTS BY AGE, 2000**

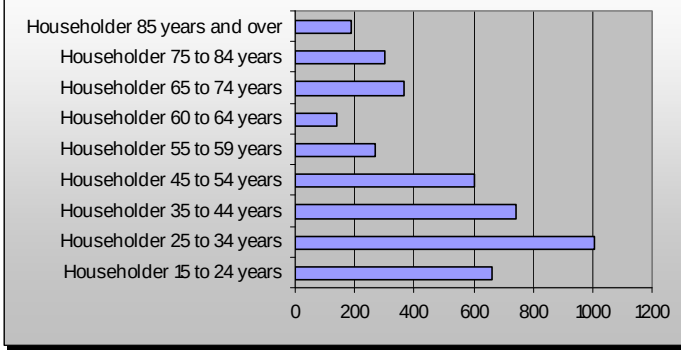
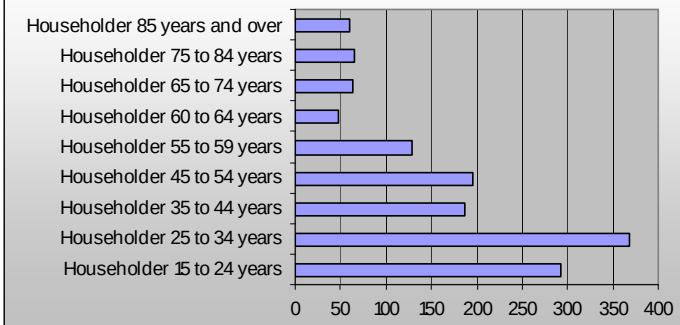



**FIGURE 3-38**
**RENTER-OCCUPIED UNITS OCCUPANTS BELOW POVERTY BY AGE, 2000**

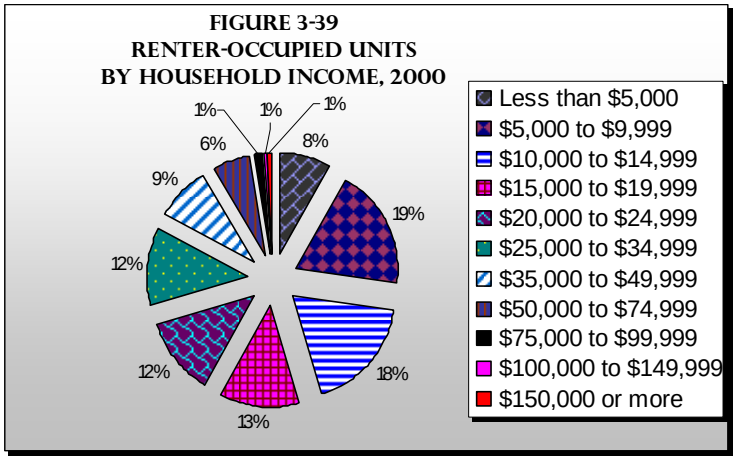



The second barrier in the housing continuum appears to be the shortage of units available to middle and upper income households desiring to move up in the continuum to larger or higher-value units. According to an April, 2006 survey of Realtors in Butte-Silver Bow, the highest demand in the housing market is for homes in the $70,000 to $150,000 range. The demand for homes priced above $150,000 also appears to be growing. This demand is likely due to some in-migration of upper-income households, but is primarily due to movement within the community. The survey of Realtors indicated that up to two-thirds of homebuyers in the current market are Butte-Silver Bow residents[42]. Sizable profit-sharing payments to employees of the Montana Resources, Inc. and rising incomes among certain groups are creating the financial ability for some local residents to move up in the housing continuum.

[40] US Census Bureau; Census of Population and Housing, 2000
[41] *26 is the average age for Generation Y first time homebuyer—younger than for Generation X and Baby Boomers;* April 20, 2006 - The CENTURY 21® Homebuyer Survey
[42] CCH, Inc, Survey of Butte Realtors, April, 2006

The third barrier is the shortage of safe, decent and affordable housing for low-income households. Where there is an economic barrier to homeownership, the continuum should provide safe and decent affordable rental opportunities to households who cannot, as least temporarily, afford to become homeowners. Butte-Silver Bow has an extraordinarily large number of low-income households. The percentage of households with annual incomes of less than $25,000 is 42% in Silver Bow County compared with 28% for the nation and 38% for Montana. Further, 41% of families are considered low-income by Department of Housing and Urban Development standards.

A great majority of renters in Butte-Silver Bow are low-income households, many of whom are living in substandard housing. Seventy percent (70%) of renters have incomes less than $25,000 and 81% of them are concentrated in Census Tracts 1 and 2 where there are an estimated 2,600 substandard units and a high concentration of duplexes and four-plexes. One-third of households occupying rental units are experiencing a cost burden by contributing more than 30% of their income to housing costs. (*Refer to Figure 3-39.)*




An alternative for many lower-income households who are experiencing rental cost burdens is to access federally-assisted housing programs. In Butte-Silver Bow, there are 916 federally assisted rental housing units and 240 Section 8 Vouchers for a total of 1,156 assisted units for lower income households. (*Refer to Table 3-12*.) However, there are not enough units to meet the demand. As of May, 2006, there were 230 households on the waiting list for units at the Public Housing Authority and 120 on the list for Section 8 vouchers and vacancy rates are low at all the local facilities[43]. For those who have not accessed federally-assisted housing, many are living in substandard units. In order to ensure the community's poorest citizens are not living in unsafe housing, expansion of affordable units is essential.

TABLE 3-12
FEDERALLY-ASSISTED HOUSING UNITS

| HOUSING PROGRAM | NUMBER OF UNITS |
|---|---|
| Atherton Apartments | 60 |
| Continental Gardens | 60 |
| Columbus Plaza/Highland View Manor | 130 |
| Legion Oasis | 160 |
| Public Housing Authority of Butte | 356 |
| Silver Bow Village | 150 |
| Section 8 Program (Vouchers) | 240 |
| Total | 1,156 |

Homeownership opportunities for lower-income households are limited. While there are new affordable single-family housing units being constructed in the area of the urban cluster referred to as

[43] CCH, Inc. Survey of Rental Properties, May, 2006

"central Butte" that provide for homeownership, the opportunities are very limited. Many lower-income households opt for the purchase of mobile homes which can be the most affordable homeownership alternative, but are often unsafe and energy consumptive. Sixty percent of mobile homes in Butte-Silver Bow were constructed prior to the enactment of national manufactured home safety standards.

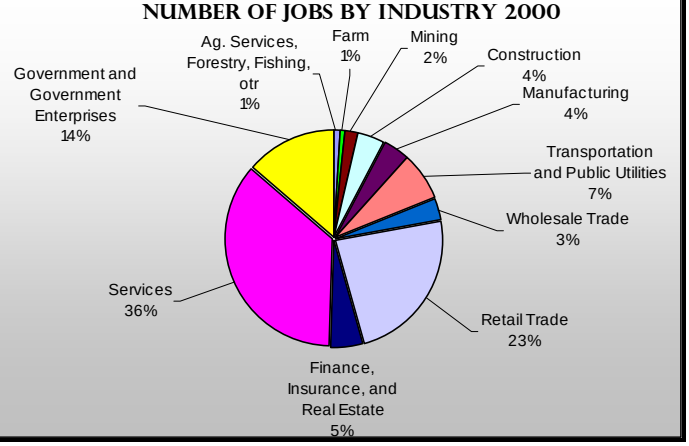
A notable consideration as the county reviews its housing continuum is the potential impact the growing senior population will have on mobility. In 2000, over 3,700, or 37%, of Butte-Silver Bow's owner-occupied homes were occupied by seniors and there are currently only 498 rental housing units in Butte-Silver Bow dedicated specifically to senior citizens. Only an approximate 857 seniors rent their housing units. In a flowing housing continuum, many seniors move from their family homes into retirement communities or federally-assisted multi-family developments, thereby making more single-family units available to potential home buyers. However, the trend among seniors nationally, and most particularly among 'baby-boomers' entering their senior years, is to 'age in place'. As seniors begin to stay longer in their homes, this may create an obstacle to home buyers, particularly first-time homebuyers just entering the single-family market.

## 1.4 Economic Conditions and Trends

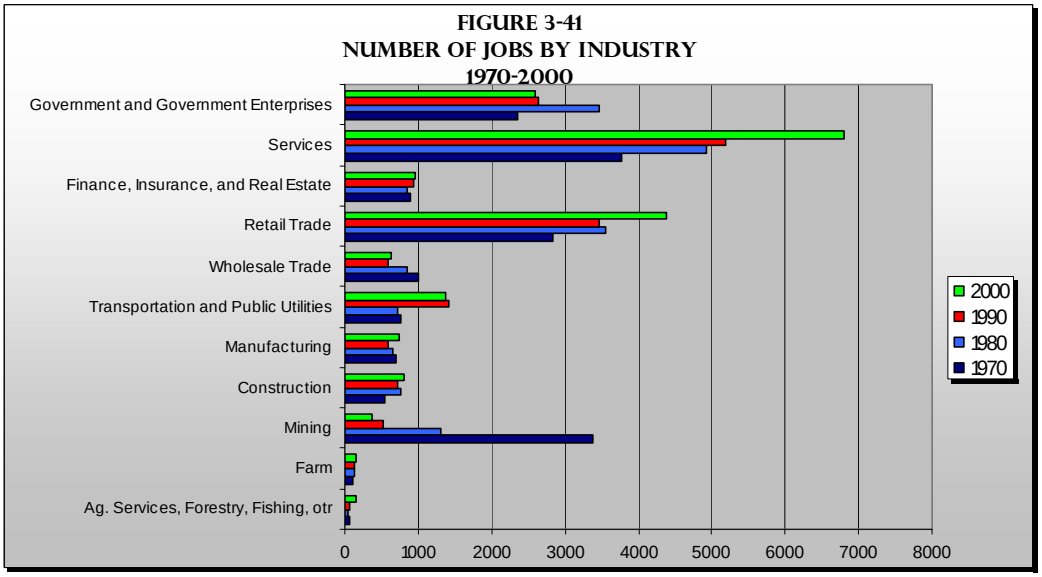
### 1.4.1 Industries

The mix of industries that comprise Butte-Silver Bow's economic base has changed dramatically over the past thirty years. Mining jobs that constituted 21% of total county jobs in 1970 now represent only 2% of the job base. Service and retail sectors have a more prominent role in the contemporary Butte-Silver Bow economy. Service sector jobs now comprise 36% of total jobs compared with 24% in 1970. Retail jobs went from 17% in 1970 to 23% in 2000[44]. (*Refer to Figures 3-40 and 3-41.*)

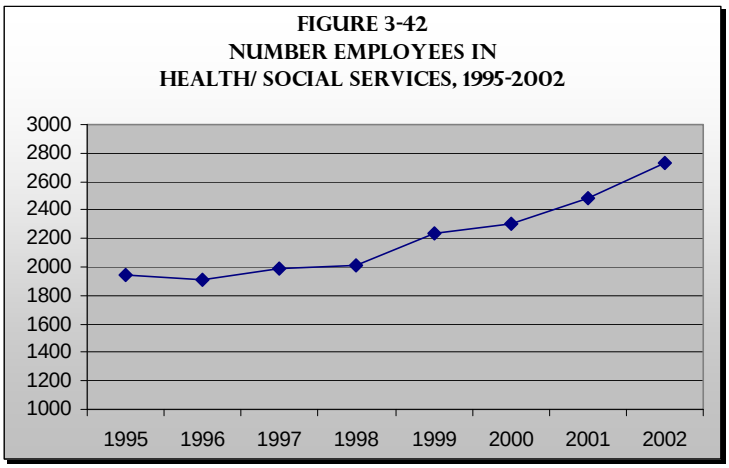
**FIGURE 3-40**
**NUMBER OF JOBS BY INDUSTRY 2000**




[44] U.S. Department of Commerce; Bureau of Economic Analysis; Regional Economic Accounts, 1970-2000




Growth in the service sector is primarily attributable to growth in the health care industry. The number of people employed locally in healthcare-related jobs increased by 40% between 1995 and 2002[45], and more growth is projected. According to a Centers for Disease Control report, 16% of all new wage and salary jobs created in the U.S. between 2002 and 2012 will be in the health care industry[46]. (*Refer to Figure 3-42*.) Growth in the service sector was also aided by added jobs in technology-related businesses.



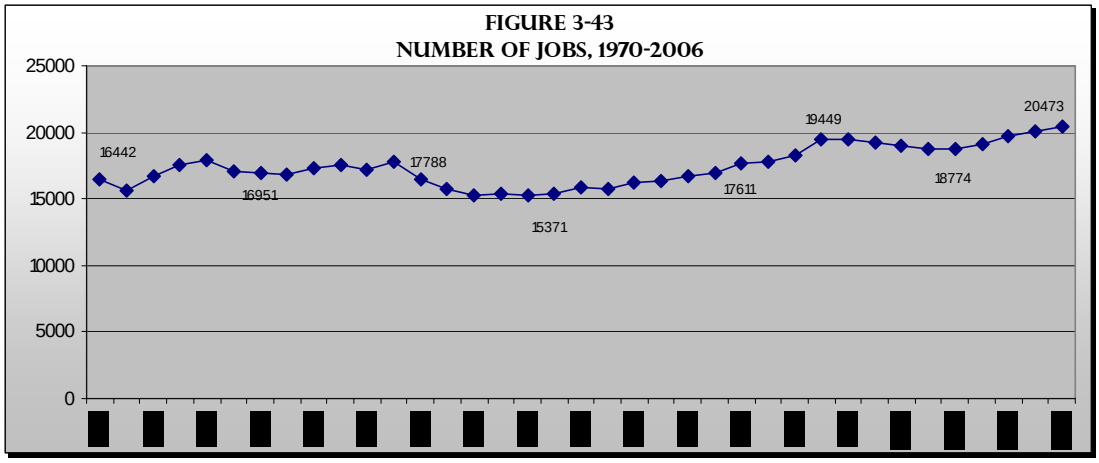

### 1.4.2 Employment and Labor Force

The transition to a new industrial mix proved difficult for the community. After cessation of mining operations, the economy went into a period of accelerated decline beginning in 1983. The county finally reached a thirty-year low in its job count in 1986 when the total number of jobs dropped to 15,211.

By 1988, mining resumed on a much smaller scale and a trend of slow, but steady growth returned to the community. Total employment[47] grew beginning in 1988 and the county achieved a thirty-year high of 19,491 jobs in 1998. Decline returned when closure of a local telecommunications firm and workforce reductions at two major corporations sent employment figures downward in the late 1990's and into

[45] U.S. Census Bureau; County Business Patterns for Silver Bow County, Montana; 1995-2002
[46] United States Department of Labor; 2004-05 Career Guide to Industries, Health Services; Bulletin 2541
[47] Employment is measured here by the number of jobs as opposed to the number of people working

2001. Employment figures have been creeping upward since and 2006 employment figures indicate the county has now regained losses experienced in the late 1990's and surpassed the 1998 job count by reaching a total of 20,473 jobs[48]. (*Refer to Figure 3-43*.)



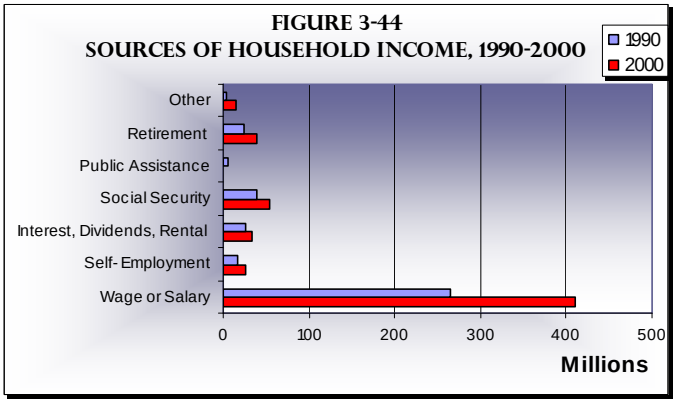

While employment has been growing in Butte-Silver Bow, population has continued to decline. Growth in employment in the midst of population decline is indicated by a growing labor participation rate. The number of employed as a percentage of the population went from 39.5% in 1990 to 45.6% in 2000.

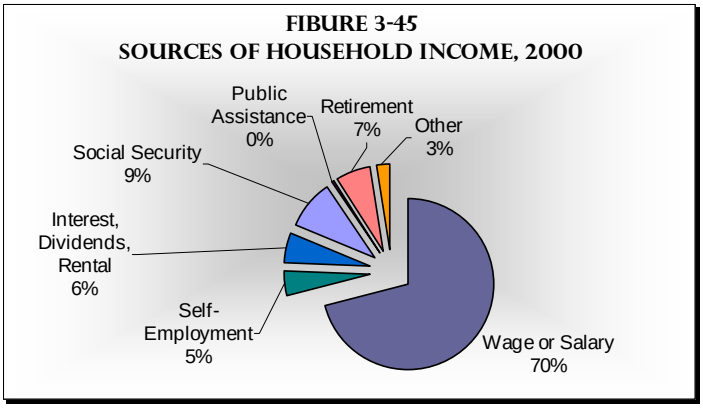
### 1.4.3 Sources of Household Income

Aggregate household income in Butte-Silver Bow grew by 51% between 1990 and 2000 going from $382,834,262.00 to $578,836,300.00[49]. All categories of household income which include wages and salaries, self-employment income, interest/dividends/rental income, social security, retirement, public assistance and "other", increased during the period with the notable exception of "public assistance". Income from public assistance decreased by 64% going from almost $5 million dollars in 1990 to under $2 million in 2000. This drop is associated with welfare reform measures that resulted in fewer households receiving income from public assistance programs as well as decreased monthly payments to households.

Wages and Salaries represent the largest source of income for Butte-Silver Bow households, comprising 70% of the aggregate. Income from Social Security comprises the next largest segment of aggregate household income at 9%.

[48] Bureau of Economic Analysis; Regional Economic Accounts; Silver Bow County, 1970-2006
[49] U.S. Census Bureau; Census of Population and Housing; 1990, 2000




### 1.4.4 The Tax Base

#### 1.4.4.1 Assessed and Taxable Valuation

The certified assessed valuation of all property within Butte-Silver Bow is $1,775,050,846 with an associated taxable value of $62,093,086 (Department of Revenue certified figures as of August, 2006). The mill value is, therefore, $62,093. However, for the purposes of budgeting for the general fund, the value of a mill is $48,415, once the tax increment portion is removed from the calculation. The largest contributor to the tax base is residential property, which constitutes 29 percent of the tax base. State-wide, residential property makes up 45 percent of the entire tax base. Tables 3-13 and 3-14 provide information regarding the assessed and taxable valuation of property within Butte-Silver Bow by property classification.

TABLE 3-13
ASSESSED VALUATION OF PROPERTY IN BUTTE-SILVER BOW[50]

| PROPERTY CLASSIFICATION | ASSESSED VALUE | PERCENT OF TOTAL |
|---|---|---|
| Gross Proceeds (Mining) | $348,478,165 | 19.63% |
| Agricultural Land | $7,827,741 | 0.44% |
| Residential | $588,283,562 | 33.14% |
| Commercial | $374,261,417 | 21.08% |
| Rural Telephone and Pollution Equipment | $14,579,285 | 0.82% |
| Machinery and Farm Implements | $312,776,485 | 17.62% |
| Utilities | $88,817,174 | 5.00% |
| Timber Land | $7,338,309 | 0.41% |
| Transportation | $12,826,837 | 0.72% |
| Electrical and Telecommunication | $19,861,871 | 1.12% |
| **Totals** | **$1,775,050,846** | **100.00%** |

[50] Biennial Report of the Montana Department of Revenue, 2006 Tax Year, http://mt.gov/revenue/formsandresources/biennialreports/2005-2006biennialreport.pdf

| TABLE 3-14<br>TAXABLE VALUATION IN BUTTE-SILVER BOW[51] | | |
|---|---|---|
| PROPERTY CLASSIFICATION NUMBER AND TYPE | TAXABLE VALUE | PERCENT OF TOTAL |
| 2 – Gross Proceeds (Mining) | $10,454,345 | 16.84% |
| 3 – Agricultural Land | $438,482 | 0.71% |
| 4 – Residential | $18,189,424 | 29.29% |
| 4 – Commercial | $11,430,965 | 18.41% |
| 5 – Rural Telephone and Pollution Equipment | $437,379 | 0.70% |
| 8 – Machinery and Farm Implements | $8,994,230 | 14.49% |
| 9 – Utilities | $10,590,693 | 17.06% |
| 10 – Timber Land | $25,679 | 0.04% |
| 12 – Railroads and Airlines | $455,353 | 0.73% |
| 13 – Electrical and Telecommunication | $1,076,536 | 1.73% |
| **Totals** | **$62,093,086** | **100.00%** |

Figures 3-46 and 3-47 show the percentage distribution of the assessed and taxable value of property in the Butte-Silver Bow tax base.

**FIGURE 3-46**
**2006 ASSESSED VALUE OF PROPERTY IN BUTTE-SILVER BOW**

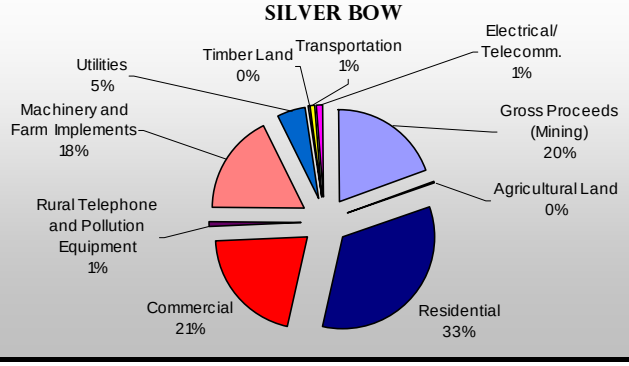
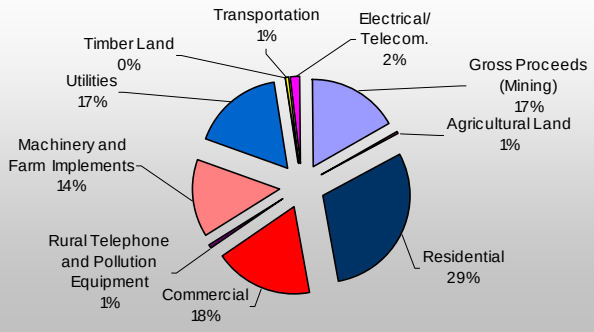



**FIGURE 3-47**
**2006 TAXABLE VALUE IN BUTTE-SILVER BOW**




### 1.4.4.2 Issuance of General Obligation Bonds

Under 7-7-197 MCA, city-county consolidated governmental units may issue general obligation bonds for any allowed purpose up to a value of 2.5% of the total assessed value of the taxable property within its jurisdiction. For Butte-Silver Bow, up to $44,376,271 in general obligation bonds (2006 -2007 tax year) may be issued based on the assessed value of property within the city-county. 7-1-108 MCA provides for additional indebtedness of 10% over this limit for sewer and water projects. Butte-Silver Bow currently has $11,935,000 in outstanding bond debt, leaving approximately $32.4 million in unused bonding capacity. The limit on general obligation bonds does not include revenue bonds, special

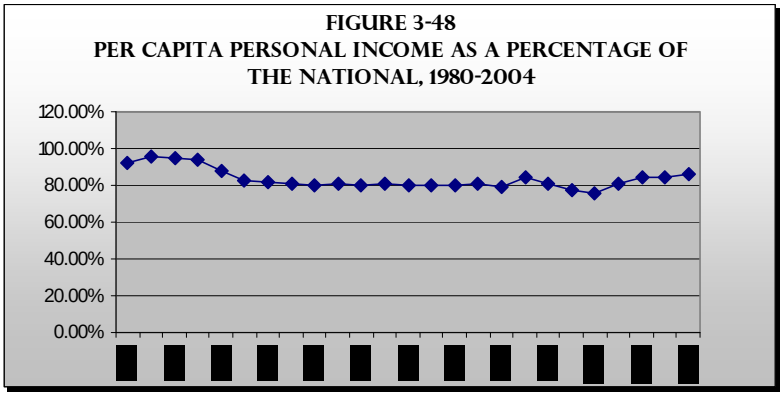
[51] Biennial Report of the Montana Department of Revenue, 2006 Tax Year, http://mt.gov/revenue/formsandresources/biennialreports/2005-2006biennialreport.pdf

improvement district bonds or tax increment bonds. In addition, Butte-Silver Bow has $1,670, 437 in Intercap Loans. These figures do not include revenue bonds (SID's TIF bonds, etc.)

### 1.4.5 Economic Indicators

#### 1.4.5.1 Per Capita Personal Income

Per capita person income (PCPI) in Butte-Silver Bow has steadily increased since 1980 with one notable but very slight decrease between 1988 and 1999. While the local PCPI has steadily increased, it has continued to lag behind the national figure. According to a 2005 estimate, per capita personal (PCPI) income in Butte-Silver Bow was $31,324—91% of the national PCPI ($34,471). Over the twenty-six year period (1980-2005) analyzed for the purposes of this report, the county never attained 100% of the national figure. In 1981, Butte-Silver Bow's PCPI reached a high point at 96% of the national. The years following the cessation of mining showed the local PCPI dipping into the 80% range and falling to 79% in 1996. After a brief period of upward movement in 1997 and 1998, local employment losses helped contribute to more decline. Butte-Silver Bow's PCPI as a percentage of the national figure reached a 20-year low of 76% in 2000. (*Refer to Figure 3-48*.)

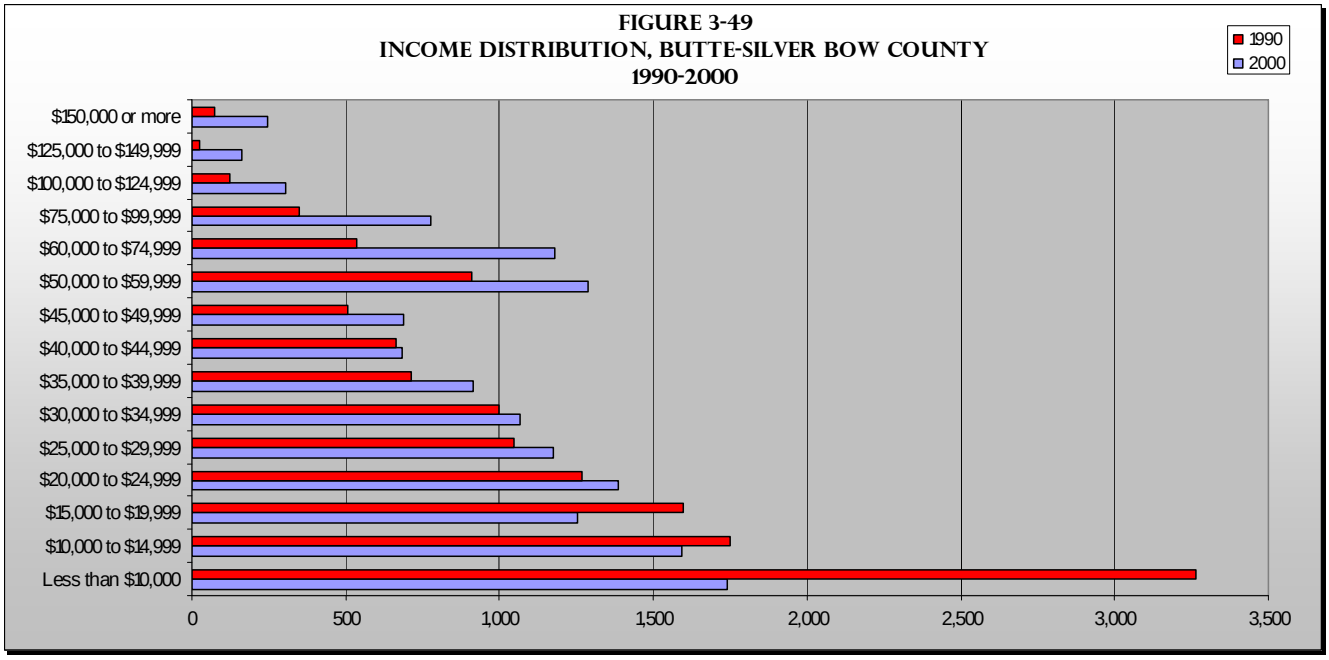


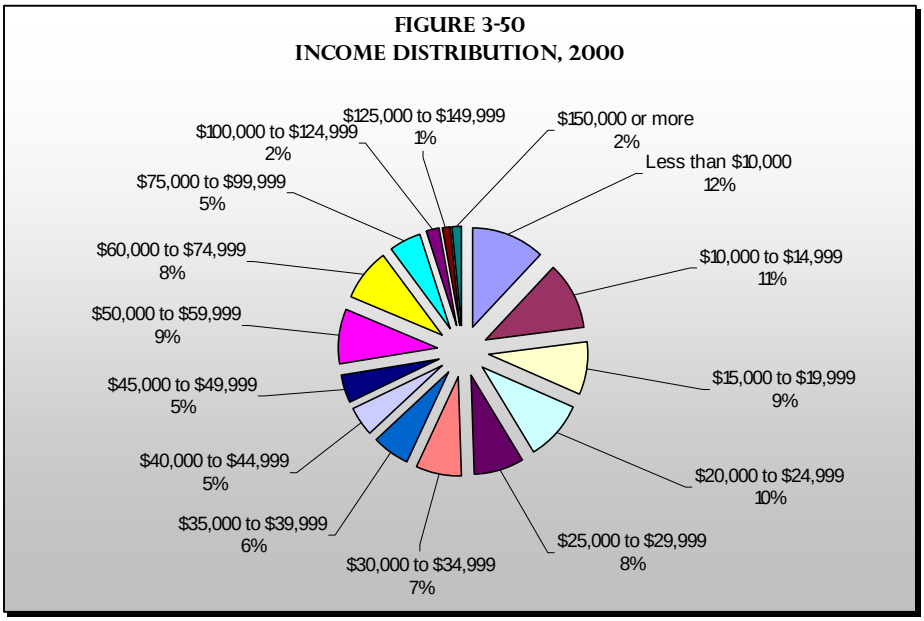

While the current estimate shows the county continuing to lag behind the national, there are signs of improvement. Beginning an upward climb after 2000, local PCPI has reached 91% of the national figure.[52] PCPI is expected to be positively impacted by high copper prices that have resulted in higher shared profits among employees of Montana Resources, Inc.

#### 1.4.5.2 Income Distribution

A positive shift occurred in Butte-Silver Bow County's income distribution between 1990 and 2000. Overall, there are now fewer households in the very lowest income brackets and more in the middle and upper brackets. In 1990, 56% of county households had annual incomes of less than $25,000.00. By 2000, the percentage dropped to 42%. Households in the $50,000-$59,999 grew from 7% to 9% of total households and those in the $60,000-$74,999 grew from 4% to 8% over the decade. (*Refer to Figures 3-49 and 3-50*.)

[52] Bureau of Economic Analysis; Regional Economic Accounts; Bearfacts 1970-2004, Silver Bow County, Montana




While Butte-Silver Bow's "middle class" grew during the period, it is still smaller than that of the state and the nation. Thirty-one percent (31%) of county households have incomes in the $40,000 to $99,000 range, compared to 40% of U.S. households and 34% of Montana households. Butte-Silver Bow continues to rank higher than both the state and the nation in the percentage of households with annual incomes of less than $25,000 (Butte-Silver Bow-42%; Nation-28%; Montana-38%). Further, while the number of Butte-Silver Bow households in lower income segments diminished, households with incomes of less than $10,000.00 still comprise the single largest income cohort—12% of all households. Households in the $10,000-$15,000 range represent the second largest cohort, comprising 11% of all households.

**1.4.5.3 Median Household Income (MHI)**

Median Household Income in Butte-Silver Bow lags far behind the median for the nation. At only 72.4% of the national median, the county's income figure was at $30,402 in 2000. Recent estimates provided by the U.S. Census Bureau indicate a gain in MHI since 2000. A 2005 estimate places Butte-Silver Bow's MHI at $33,414. However, because the local MHI grew at a slower pace than the national, local MHI remains at only 72.3% of the national figure ($46,242).[53]. If relatively high copper prices sustain, median household income will rise again due to profit-sharing among employees of the local copper mining corporation (Montana Resources, Inc.).

Of notable concern is the disparity in MHI within segments of the Butte community. In 2000, MHI ranged from $12,141.00 in Block Group 4 of Census Tract 1 to $57,000.00 in Block Group 4 of Census Tract 8. Thirty-three percent of all Census Block Groups (14 out of 43) had an MHI below 70% of the national figure. Nine of these Census Block Groups had an MHI below 55% and represent the very poorest areas in the county, all posting poverty rates well above the overall county rate. Six of the nine areas are located in Butte's older town site in Census Tracts 1 and 2. (*Refer to Table 3-15.)*

Census Tracts 7 and 8 posted the highest median household incomes in 2000; they were at or above the national figure. Block groups within those tracts that contribute to the higher incomes are Tract 7, Block group 3 which encompasses the Country Club and the general area between Mount Highland Drive and Elizabeth Warren Avenue, and Block Group 4 of Tract 8, particularly the Blacktail Loop area.

TABLE 3-15
AREAS WITH LOWEST MEDIAN HOUSEHOLD INCOMES

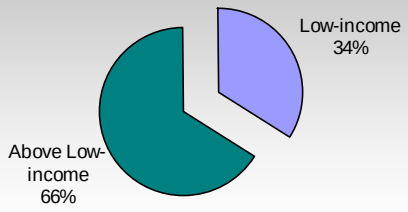
| LOCATION | MHI | PERCENT OF NATIONAL |
|---|---|---|
| Census Tract One, Block Group 4 | $12,141 | 28.91% |
| Census Tract One, Block Group 5 | $15,781 | 37.58% |
| Census Tract One, Block Group 6 | $21,977 | 52.33% |
| Census Tract One, Block Group 7 | $12,708 | 30.26% |
| Census Tract Two, Block Group 1 | $20,265 | 48.26% |
| Census Tract Two, Block Group 2 | $20,714 | 49.33% |
| Census Tract Four, Block Group 6 | $21,583 | 51.40% |
| Census Tract Six, Block Group 2 | $21,875 | 52.09% |
| Census Tract Six, Block Group 3 | $21,920 | 52.20% |

[53] U.S. Census Bureau: Small Area Income & Poverty Estimates; 2005

### 1.4.5.4 Family Income

While the county's income distribution has shifted toward the middle and upper income ranges, many families have not benefited from the shift. An approximate thirty-four percent (34%) of families (2,862) in Butte-Silver Bow are categorized as 'low-income"[54] based upon income limits established by the U.S. Department of Housing and Urban Development for purposes of determining eligibility for Section 8 rental assistance. (*Refer to Figure 3-51*.)

FIGURE 3-51
FAMILY INCOME, 2007




### 1.4.5.5 Poverty Rate

The poverty rate in Butte-Silver Bow is higher than rates for both the State of Montana and the nation. The overall poverty rate in Butte-Silver Bow was 14.9% in 2000 compared with 14.6% for Montana and 12.4% for the nation. According to the 2005 Census estimate, the local poverty rate has jumped to 15.3% while remaining at 14.6% in Montana overall and rising to 13.3% for the nation. (*Refer to Table 3-16*.) That poverty is on the rise is evidenced by an increased demand at the Butte Emergency Food Bank. The average number of clients served per month in 2008 is up 13.4% over 2007. Figures for August, 2008 show the number of clients served up 17.4% over August, 2007.[55] A total of 12,878 people received help from the Food Bank in 2007.

TABLE 3-16
POVERTY RATES

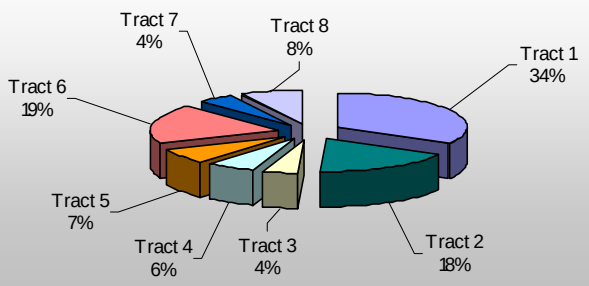
| PLACE | 2000 | 2005 ESTIMATE |
|---|---|---|
| Butte-Silver Bow | 14.9% | 15.3% |
| Montana | 14.6% | 14.6% |
| United States | 12.4% | 13.3% |

*Source: U.S. Census Bureau, Census of Population and Housing, 2000; Small Area Income & Poverty Estimates, 2005*

[54] "Low-income" is defined here as 80% of Median Income using U.S. Department of Housing and Urban Development Annual Income Limits based upon number of persons in family.
[55] Butte Emergency Food Bank Statistics, August, 2008

Within the county, there are pockets of deep poverty. Forty percent of Butte-Silver Bow's Census Block Groups (17 out of 43) had poverty rates higher than the overall county rate in 2000 that ranged from 15% to 61%. Of the 17 high-poverty Block Groups, ten (or 59%) were located in Census Tracts 1 and 2, inside the older town site. These two tracts contain 52% (2,550 people) of the county's poor while containing only 29% of the total population. *(Refer to Figure 3-53.)* Of particular note are Block Groups 4 and 5 in Tract 1 where poverty rates were 47% and 61% respectively in 2000[56].

**FIGURE 3-52**
**DISTRIBUTION OF POVERTY, CENSUS TRACTS**




The rate of childhood poverty in Butte-Silver Bow also appears to be on the rise. The 2005 Census estimate indicates that 19.8% of children (under 18 years of age) are living below the federal poverty line, up from 19.2% in 2000. Like the overall poverty rate, the rate of childhood poverty is also higher in Butte-Silver Bow than it is nation as a whole. (*Refer to Table 3-17.*)

**TABLE 3-17**
**CHILDHOOD POVERTY RATES**

| PLACE | 2000 | 2005 ESTIMATE |
|---|---|---|
| Butte-Silver Bow | 19.2% | 19.8% |
| Montana | 18.4% | 20.2% |
| United States | 16.1% | 18.5% |

*Source: U.S. Census Bureau, Census of Population and Housing, 2000; Small Area Income & Poverty Estimates, 2005*

### 1.4.6 Social Health

#### 1.4.6.1 Crime

According to 2006 data provided by the Montana Board of Crime Control, Butte-Silver Bow has the fourth highest crime rate among the seven major counties in Montana—moving from second place in 2004. The crime rate encompasses the seven index crimes per 100,000 people including homicide, rape, robbery, aggravated assault, burglary, larceny and motor vehicle theft[57]. The county has a higher rate of domestic abuse crimes than any other major county in the state. At 0.0064 crimes per capita, Butte-Silver Bow ranks higher than Cascade, Flathead, Gallatin, Lewis & Clark, Missoula and Yellowstone counties. (*Refer to Table 3-18.*)

[56] U.S. Bureau of the Census; Census of Population and Housing, 2000
[57] Montana Board of Crime Control; 2004 Crime Report; County Tables

| TABLE 3-18<br>CRIME RATE, DOMESTIC ABUSE CRIMES PER CAPITA<br>2006 | | | | |
|---|---|---|---|---|
| COUNTY | CRIME RATE | NUMBER OF DOMESTIC ABUSE CRIMES | POPULATION | DOMESTIC ABUSE CRIMES PER CAPITA |
| Cascade | 5401 | 292 | 57,040 | 0.0051 |
| Flathead | 3742 | 420 | 81,989 | 0.0051 |
| Gallatin | 3266 | 251 | 74,464 | 0.0034 |
| Lewis & Clark | 2910 | 236 | 58,523 | 0.0040 |
| Missoula | 5257 | 422 | 99,959 | 0.0042 |
| Silver Bow | 4913 | 214 | 33,407 | 0.0064 |
| Yellowstone | 5197 | 579 | 135,994 | 0.0043 |
| *Source: Montana Board of Crime Control; Crime Report, 2006; County Table* | | | | |

### 1.4.6.2 Child Well-Being

Indicators of child well-being in Butte-Silver Bow point to a rather high degree of distress among the child population. In an analysis of eight indicators of child well-being, the county ranked number one among Montana's seven major counties for childhood distress. Butte-Silver Bow received a ranking of 'one' in four of eight categories including the poverty rate for the population under 18 years of age (2000 Census), the percentage of children living in high-poverty neighborhoods (2000 Census), the average number of food stamp recipients per month (2002) and the number of substantiated child abuse cases per capita (2003). The county ranks second only to Cascade County in the number of out-of-home placements per capita made by the Department of Public Health and Human Services (2003)[58]. (*Refer to Table 3-19*.)

The apparent risk to children developing in the highly dysfunctional environment is evident in the number of children suffering from Severe Emotional Disturbance (SED). According to 2006 information provided by the local Kids Management Authority, there are an estimated 477 children in the county being treated for SED which places the prevalence rate at 11 percent. Taking into account children who have not yet been diagnosed, the rate is likely between 11 and 13 percent. The local rate is significantly higher than the national prevalence rate of 5 to 9 percent (Friedman et al., 1996).

[58] Rankings are based on figures provided by the Bureau of Business & Economic Analysis, University of Montana; 2004 Kids Count County Data and Reference Bureau, analysis of data from the U.S. Census Bureau, for The Annie E. Casey Foundation. Each county was given a ranking for each of eight indicators, the number one assigned to the highest rate among seven counties, and the number seven given to the lowest rate among seven counties. The eight rankings were summed for a total score. The lowest score indicated the highest ranking. Butte-Silver Bow had the lowest score in the final tally.

TABLE 3-19
INDICATORS OF CHILD WELL-BEING, COMPARISON OF MAJOR COUNTIES IN MONTANA

| INDICATOR | | | | | | | |
|---|---|---|---|---|---|---|---|
| **Poverty:** | SILVER BOW | CASCADE | GALLATIN | FLATHEAD | LEWIS & CLARK | MISSOULA | YELLOWSTONE |
| Poverty Rate for Population <18 | 19.5 | 19.2 | 11.2 | 17.3 | 13.5 | 15.2 | 15 |
| % of Children in High-poverty Neighborhoods | 29.6 | 11.9 | 5.8 | 9 | 14.5 | 23.4 | 13 |
| Avg. # of Families/mth on TANF-Per Capita | 0.0082 | 0.0068 | 0.0024 | 0.0057 | 0.0094 | 0.0053 | 0.0098 |
| Avg. # of Families/mth on Food Stamps-Per Capita | 0.0957 | 0.0696 | 0.0234 | 0.0596 | 0.0618 | 0.0665 | 0.0602 |
| **Child Abuse/Neglect:** | | | | | | | |
| Substantiated Child Abuse Reports Per Capita | 0.0017 | 0.0017 | 0.0005 | 0.0006 | 0.0009 | 0.0006 | 0.0007 |
| Out-of-Home Placements Per Capita (April, 2006) | 0.00365 | 0.00378 | 0.00060 | 0.00130 | 0.00230 | 0.00153 | 0.00265 |
| **Adolescent Behaviors:** | | | | | | | |
| % of Population 16-19-High School Drop-outs | 6.9% | 7.4% | 4.7% | 7.9% | 5.9% | 5.7% | 8.2% |
| % of Population 16-19 Not in School/Not Working | 7.3% | 9.9% | 3.2% | 7.8% | 4.8% | 3.9% | 5.8% |
| Number of Juvenile Offenses Per Capita | 0.0200 | 0.0369 | 0.0188 | 0.0078 | 0.0236 | 0.0203 | 0.0100 |

*Sources: Bureau of Business & Economic Analysis, University of Montana; 2004 Kids Count County Data.*
*Population Reference Bureau, analysis of data from the U.S. Census Bureau, for The Annie E. Casey Foundation.*

### 1.4.6.3 Mental Health

According to the 2000 Decennial Census, 14% (441) of disabled people in the county had a mental illness; this translates into 1.3% of the overall population. However, the number of people being served by the Western Montana Mental Health Center indicates the figure is much higher. In 1997, the Center served 542 people (1.5% of the 1997 estimated population) and that number grew to 1,421 in 2006 (4.3% of the 2006 estimated population)[59]. This would indicate a 162% increase in the number of people in the county with a diagnosed mental illness. This information combined with the extraordinarily high incidence of Severe Emotional Disturbance (11%-13%) in children indicates an increased need for community-based mental health services for both children and adults.

The prevalence of mental illness, combined with a high rate of poverty many of whom are also elderly and a cultural acceptance of substance abuse create a higher than normal risk for suicide. In Butte-Silver Bow, 65% of tenth grade students surveyed in 2005 believed their parents had favorable attitudes toward alcohol

[59] Western Montana Mental Health Center, 2006

use. Local hospital officials describe a high number of people coming to their emergency room for detoxification and an inordinately high number of babies born in the hospital with fetal alcohol syndrome.

**1.4.6.4 Homelessness**

The level of homelessness in Butte-Silver Bow is currently at an approximate 0.25% of the population; this level has persisted since 1994 when the first homeless count was conducted in June of 1994. At that time, 76 people were found to be homeless, most of whom were residing at the local emergency shelter (the Butte Rescue Mission), at Safe Space (the local domestic violence shelter), or were living in cars or other places not meant for human habitation. Since that time, the community has developed a transitional housing program (Homeward Bound) and through this vehicle, the community continues to conduct annual counts and participates in a statewide homeless prevention effort (the Montana Continuum of Care Committee).

The most recent homeless count conducted in January, 2006 revealed 37 homeless people in Butte-Silver Bow. The figure includes 3 families or 10 people and 28 individuals. Twenty-eight of the homeless people counted were staying in transitional housing, 3 were sleeping outside, 4 were in emergency shelter and 2 were staying in motels made available through a voucher. The number of homeless in 2006 is similar to 2005 when 28 individuals and 5 families were considered homeless.[60] While these numbers are down from the 1994 count, it is likely due to the timing of the homeless count. Prior to 2005, counts were conducted in spring or summer when counts tend to be higher. The number of people being served annually in the local transitional housing program provides an indication that the level of homeless remains close to the 1994 level. The average number of people served at Homeward Bound has remained between 86 and 96 over the past twelve years.

[60] Montana Continuum of Care Committee; Annual Statewide Homeless Count, 2005

# 2.0 TRENDS IN LOCAL SERVICES AND PUBLIC FACILITIES

## 2.1 Law Enforcement[61]

### 2.1.1 Services (Police and Sheriff)

The Butte-Silver Bow Law Enforcement Department (BSB LED) provides Butte-Silver Bow County with protection of lives and property, and works to provide a safe and secure environment for all citizens of the county. Its services include patrolling, apprehension, investigation, evidence collection and preservation, dispatch for fire and medical emergencies. Department staff testify at court proceedings and perform court related work including service of civil papers. BSB LED is comprised of multi-faceted programs in the following divisions:

- Operations
- Investigations
- 911 Dispatch
- Administration and Administrative Support
- Butte-Silver Bow Detention Center

### 2.1.2 Existing Conditions

The Department is headquartered at 225 Alaska Street in Butte and employs 46 sworn officers, 31 of which are the department's patrol officers. BSB LED operates 24 hours every day but provides no counter service between 5:00 p.m. and 8:00 a.m. The average number of sworn patrol officers per shift in Butte-Silver Bow, when fully staffed, is 5.17. The average number of dispatched calls per patrol officer per year is 956. BSB averages over 29,000 calls for service per year.

### 2.1.3 Capacity to Accommodate Growth and Change

The current staffing level is inadequate to serve an increase in calls. Using current staffing and local population figures, the Department falls short of the "57 sworn officers per 1000 people" averaged in the state of Montana (46 compared to 57). Thus, growth in population will undoubtedly create more demand for law enforcement services and will require expanded staffing. Further, the pattern of growth occurring on the periphery of the urban cluster and, therefore, at greater distances from services, increases response times. An analysis of 911 information regarding response times for the Law Enforcement Department indicates that times for calls requiring immediate response, both emergency and non-emergency, increases for areas outside the population centers.

[61] Information provided by Sheriff John P. Walsh, 8-20-07

## 2.2 Fire and Emergency Services[62]

### 2.2.1 Services

The mission of the Fire Department is to provide the highest level of fire protection through prevention, suppression, and education. Divisions within the Department include suppression, prevention, training, communications, and maintenance. The Fire Department provides personnel and equipment to:

- suppress and prevent fires
- conduct building inspections and fire investigations
- deliver emergency medical services

Butte-Silver Bow is served by one paid community Fire Department, nine volunteer departments, 34 full time paid personnel and over 150 volunteer fire department personnel. The Department receives 2,700 calls annually, of which 70%, or 1,890, are EMS calls. The Fire Department does not provide any transport services. All ambulance services are provided by A-1 Ambulance. Rescue and transport services are coordinated through the County's E-911 service.

### 2.2.2 Existing Conditions

Butte-Silver Bow is served by two municipal, paid stations and nine volunteer departments including:

**Paid Municipal Stations**

- Mercury Street, at Montana
- 1901 Harrison Avenue

**Volunteer Departments**

- Big Butte
- Centerville
- Boulevard
- Home-Atherton
- Floral Park
- Racetrack
- Rocker
- Terra Verde
- Little Basin Creek

The Community of Divide is served by the Boulevard and Rocker Fire Departments, while the Rocker, Butte-Silver Bow and Opportunity (Deer Lodge County) Districts serve Fairmont Hot Springs. Ramsay is served by the Rocker, Boulevard and Butte-Silver Bow stations. Melrose, the Town of Walkerville and Wise River have their own fire services departments.

[62] Information provided by Jeff Miller, Director of Fire Services

The Butte-Silver Bow Fire Department provides emergency life support services county-wide and has two dedicated rescue vehicles. In addition, all of the Department's vehicles have life support capability. The Department receives 2,700 calls annually, of which 70%, or 1,890, are EMS calls. The Fire Department does not provide any transport services. All ambulance services are provided by A-1 Ambulance. Rescue and transport services are coordinated through the County's E-911 service.

### 2.2.3 Capacity to Accommodate Growth and Change

As population has shifted to the south and west of the urban cluster, response times to fires in these areas are not acceptable. In order to decrease response times to these areas, new facilities are needed. The demand for emergency life support services is also increasing, putting additional strain on the Department's resources.

New subdivision developments in rural areas of the community require thoughtful consideration of a variety of issues related to fire. It will be increasingly important to incorporate provisions into the subdivision ordinance that address access and the reduction of hazards in the wild land-urban interface. Regulations that address defensible space around structures, adequate ingress and egress to and from structures and developments to facilitate fire suppression activities, and adequate water supply (preferably on-site) for fire protection will be critical.

Existing fire fighting resources are more than adequate to serve infill development and redevelopment within the urban corridor.

## 2.3 Enhanced 911 Services[63]

### 2.3.1 Services

Enhanced 911 or E-911 provides the communication mechanism for emergency services response in Butte-Silver Bow. Emergency services encompass police, fire and medical crises. Enhanced 911 is the term used to describe an emergency phone system that provides an automatic address locater for all wire line phones. When people call 911 using a land line the dispatcher immediately knows the location of the caller. In addition, Butte-Silver Bow also provides E-911 Phase Two communication, a system which enables calls from wireless (cell) phones to be plugged into a mapping system, providing latitudinal and longitudinal points that closely approximate the location of the caller. As of 2003, all cell phones must have GPS (Geographic Positioning Systems) functionality.

### 2.3.2 Existing Conditions

E-911 services are available to all sections of the county. As new construction is completed, addresses are assigned and incorporated into the E-911 system. Some areas of Browns Gulch are currently being assigned addresses. In August of 2007, Butte-Silver Bow added an Emergency Preparedness

[63] Information provided by Dave McPherson, Enhanced 911 Coordinator

Notification System or EPNS. The EPNS allows Butte-Silver Bow to notify people of an emergency in cases where evacuation or other mitigating measures are required.

### 2.3.3 Capacity to Accommodate Growth and Change

Over time, Butte-Silver Bow will continue to develop its emergency response communication services in light of new technologies. Beginning in 2008, Butte-Silver Bow will join the Montana Interoperability Project which will enable the county to upgrade its radio systems. Dispatch, master controller, mobile, and portable radios for police and fire services will become digital, which will in turn enable the integration of our radio systems into the state-wide network. Butte-Silver Bow also anticipates the development of the next generation of E-911 which will provide for voice over internet communication.

Other innovations that will be incorporated into the system over time include:

- the use of mobile data systems inside police cars
- silent dispatch, which will allow for greater security for police and fire responders
- the placement of computer terminals in fire trucks which will have building pre-plans including hazardous material information to provide for more efficient fire fighting

## 2.4 Disaster and Emergency Services (DES)[64]

### 2.4.1 Services

The Butte-Silver Bow Disaster and Emergency Services Department (DES) manages and operates a local office within the Butte-Silver Bow Courthouse that also serves as the local Emergency Operations Center (EOC) in the event of an emergency. The EOC is a designated area established for facilitating the overall management of an emergency or disaster incident. The EOC provides a multi-agency coordination center where elected officials and senior agency representatives gather for the following purposes:

- manage coordination, communications, data and information collection
- design and disseminate public information
- engage in strategic senior decision-making processes.
- provide the primary link to state and federal agencies

The Department also manages the Butte-Silver Bow Mobile Command Vehicle that is used to provide mobile organizational and communications functions during incidents. The DES Department provides the following services:

- plans, organizes, and manages the Butte-Silver Bow Emergency Preparedness Program
- evaluates, improves, and promotes comprehensive disaster planning efforts

[64] Information provided by Roger Ebner, Butte-Silver Bow Emergency Management Coordinator

- organizes and facilitates effective operation of multi-jurisdiction, multi-discipline work groups and task forces
- promotes interagency coordination
- develops and reviews polices, contracts, and interagency agreements

These efforts are designed to enhance the capacity of the local government to plan for, respond to, and mitigate the consequences of threats and disasters using an all-hazards framework. Overall, the Department emphasizes preparedness in addressing potential natural threats (earthquakes, wildfire, flooding).

**2.4.2 Existing Conditions**

The EOC requirements are driven by its core functions which are communications, decision making, coordination, administration and operational continuity (survival capacity). The current arrangement and location of the EOC is inadequate to provide the necessary services required during an emergency response.

**2.4.2 Capacity to Accommodate Growth and Change**

As the Butte-Silver Bow built environment expands (infrastructures, homes and businesses), the potential for disaster increases. Addressing potential hazards "up front", through better building and overall land use design and other preventative measures can result in a cost savings of four times the cost of addressing an emergency after the fact. The following principals are intended to be used as general guidelines to address the needs for mitigation, planning, response, and recovery efforts. These principles promote "Safe Growth" strategies and assist in building a "Resilient Community".

- ***Implement*** polices and programs designed to reduce or eliminate the impacts of hazards on people and property.
- ***Collect and utilize data*** needed to improve policymaking and the identification of appropriate mitigation and emergency response projects.
- ***Build and support local capacity and commitment*** to continuously lesson the impacts of hazards on people and property.
- ***Advocate for enforcement measures*** to reduce the impacts of hazards on people and property.
- ***Promote the use of natural resource protection*** measures as a means to reduce the impacts of hazards.
- ***Maximize available resources*** to reduce the impacts of hazards.
- ***Enhance training, education and outreach efforts*** that describe potential effects of hazards and ways to reduce their impact.
- ***Promote intergovernmental coordination and cooperation*** in the planning for and implementation of hazard mitigation, planning, and response activities.
- ***Establish a fully*** **operational EOC** for continuity of government and functional capabilities for emergency response coordination.

## 2.5 Weed Control Services[65] (The Weed Board)

### 2.5.1 Services

Under state law, (7-22-2201 MCA), county weed boards are charged with managing weeds on all county-owned and managed land including roadways and right of ways. In Butte-Silver Bow, this includes both the rural and urbanized areas of the community. The objective of the local Weed Board is to control, contain, and in some cases, eradicate noxious weeds and to maintain vigilance for new and potential invasions of noxious weeds into the County. This program is supported by a tax levied throughout Butte-Silver Bow.[66]

The efficient and economical management of weeds is a major factor in the production of all cultivated crops as well as rangeland. Noxious weeds are an economic and environmental problem requiring intensive, long-term management. Education and cooperation, rather than enforcement, are and will be the key to the success of the weed management program.[67]

### 2.5.2 Existing Conditions

The Weed Board has five members, appointed by the Council of Commissioners. It is an administrative board and has three permanent staff members, including the coordinator plus up to five additional people in the summer. The Board is responsible for all weed control in the county and works with all public and private entities.

There are seven weed management zones in the County and all have groups that participate in spray days and educational activities. The Weed Board works with all state highways (through the Montana Department of Transportation), the Montana Department of Fish, Wildlife and Parks, and county-owned properties, working with the Butte-Silver Bow Water Division and Metro Sewer. The Weed Board provides contract labor for weed management on Bureau of Land Management lands and the Union Pacific Railroad properties.

The Weed Board works with the Big Hole Water Shed Committee, which represents Butte-Silver Bow, Madison, Beaverhead and Anaconda-Deer Lodge Counties to coordinate weed activities. The Committee works at the grass roots level, focusing on education programs.

### 2.5.2 Capacity to Accommodate Growth and Change

As urban, residential development within Butte Silver-Bow County shifts to areas which have traditionally been classified as rural (woodlands, crop and range lands, and pasture), the control of noxious weeds will be challenging. Residents are often not aware of their responsibilities with respect to weed management on private lands. Currently, the Butte-Silver Bow subdivision ordinance requires a mandatory weed management plan. Developers must provide a two year bond to cover weed management on the property. However, beyond the initial two years, there is no program in place for

[65] Information provided by John Moodry, Butte-Silver Bow Weed Supervisor
[66] Butte-Silver Bow Website, http://www.co.silverbow.mt.us/weeds/
[67] Butte-Silver Bow Weed Management Plan, July 21, 2001

ongoing weed management for open spaces, common areas and trails created as part of the subdivision. Extensive education programs tied to ongoing weed management activities will be required to address the spread of noxious weeds in the urban-wild land interface.

## 2.6 Water and Sewer Services

### 2.6.1 Services

- **Water Utility Division**[68]

The Water Utility Division provides municipal and industrial water to Butte Silver Bow. Water sources serving Butte-Silver Bow include the following:

- The Big Hole River / South Fork Reservoir
- Moulton Reservoir
- Basin Creek Reservoir System

In 2006, these surface water sources supplied 12,376 homes and businesses with 3.04 billion gallons of potable water, with a peak day of 17.76 million gallons. Water from each source can be diverted and utilized at any location within the community. The Big Hole Water Treatment Plant began operations in December of 1994 and has the capability to treat 16 million gallons of water per day. The plant is located southwest of Butte. Water from this source primarily serves the south side of Butte and between Galena St. and Aluminum St. The Moulton Water Treatment Plant is located north of Walkerville and is a 2.5 million gallon per day water treatment facility. It began operating in March of 1995. Water from this source primarily serves the Walkerville community and the upper northwest side of Butte. The water treatment plants are operated by a well trained and state certified staff in accordance with all state and federal government regulations.

The Basin Creek Reservoir, an unfiltered water source, is located south of Butte and has a storage capacity of 364 million gallons. Water from this source primarily serves the southeast side of Butte. The Water Utility Division operates this water source under a variance that exempts this water supply from filtration. On December 31, 1991, the Montana Department of Health and Environmental Sciences made the determination that filtration of the Basin Creek Reservoir water supply was not required. The decision not to require filtration followed a review of the water quality and of the protected status of the Basin Creek watershed. The Department determined that the microbiological quality and the turbidity of the water met the standards for filtration avoidance, and that the watershed was sufficiently protected from contamination. Renovations to the Basin Creek Reservoir dam and spillway were completed in February, 2006. The Basin Creek Reservoir system was put back in service on May 19, 2006.

[68] 2007 Annual Drinking Water Quality Report, http://www.co.silverbow.mt.us/docs/07ccrfull.pdf

- **Metro Sewer**

Metro Sewer collects, treats, and disposes of wastewater in Butte-Silver Bow. There are approximately one million lineal feet or 200 miles of sewer lines in the urban area, serving 12,598 households.[69] Treatment occurs at the Metro Sewer Plant, located in the southwest corner of the urban area. The facility is currently treating 3 to 3.5 million gallons daily and has the capacity to treat 8.5 million.

### 2.6.2 Existing Conditions

- **Infrastructure**[70]

Butte-Silver Bow is currently in the seventh year of a 15-year water main infrastructure upgrade program. Funding provided by the Natural Resources Damages program is enabling the local government to improve the water delivery systems in older sections of the urban corridor. The focus of water line replacement has been to meet water quality regulations, as well as to address both capacity and transmission. A total of 16,200 ft. of water mains were reconstructed in 2006 and 326,912 ft of water mains were reconstructed between 1992 and 2006. The program is on schedule and will provide enough capacity for continued redevelopment and infill construction. A water capital improvement plan is currently being prepared for Butte-Silver Bow.

The community's sanitary system requires significant improvement. Currently, the system is being maintained through repair, but a long-term strategy for main trunk replacement is required in order to maintain capacity and provide room to grow. Upgrades to the wastewater treatment facility are ongoing, driven by community needs, as well as regulatory requirements.

A significant part of the storm sewer system is being definitively assessed in preparation of an upgrade that will occur over a ten year period with funding provided through the allocation settlement agreement with Atlantic Richfield.

Ideally, sewer, storm drain and water line redevelopment, as well as road repair and utility infrastructure replacement should occur simultaneously. However, to date, facility repair has been driven by funding availability. Replacing all the lines together makes the most sense but is costly. For example, sewer replacement costs approximately $200/foot. Further, water mains are about six feet deep, while sewers lie about 12-25 feet deep. Overall Butte-Silver Bow's priority is to serve existing customers. Given our limited resources, infrastructure associated with new development should be paid for, at least in part, by the developer.

- **Water** [71]

As noted above, Butte-Silver Bow's drinking water is currently obtained from surface water sources including Basin Creek, the Big Hole River and the Moulton Reservoir. Water from Basin Creek does not currently require treatment under the conditions of a filtration waiver, while water from the Big Hole and Moulton is minimally treated. Silver Lake provides water for industrial uses under water

[69] Information provided by Bob Farren, Public Works Department, based on 2007 Property Tax information
[70] Information provided by John VanDaveer, Public Works Director
[71] Information provided by John VanDaveer, Public Works Director

services agreement. Silver Lake water quality is considered quite good however, and could potentially be treated to create an additional source of potable water in an emergency. Additionally, upgrades to the wastewater treatment facility could enable the community to augment industrial water resources provided by Silver Lake. Water treated at the facility must meet certain prescribed standards for discharge into Silver Bow Creek, and therefore would meet requirements for industrial purposes.

Drought conditions in recent years have severely reduced the available surface water in the area. In addition, growing pine beetle infestations have made trees more susceptible to fire, endangering entire watersheds and surface water quality. Given these threats to our water supply, Butte-Silver Bow is considering supplanting surface water with subsurface resources. These resources can be used to address our drinking water needs as well as for fire suppression.

- **Sewer**[72]

The earliest components of our existing sewer system were built in the 1880's and the system as a whole is in need of extensive rehabilitation. The current budget, however, allows for maintenance only. As we work to revitalize the older sections of Butte-Silver Bow in particular, it will be necessary to address this critical part of our infrastructure. A capital improvement plan for the sewer system would cost about $40-100,000. A sewer capital improvements plan is currently being prepared for southeast Butte in response to developer interest in the area and problems with adding additional wells and septic systems to this area of the community. Analysis is also needed to address growth to the west of the urbanized area, in the vicinity of Rocker-Ramsay.

- **Storm Drain**

The storm drain system was also originally constructed in 1880s. As noted above, a portion of their replacement is being undertaken as part of the Priority Soils settlement with Atlantic Richfield under Superfund. Sixteen million dollars will be provided over a 23-year period in the areas included in Priority Soils operable unit. This represents only a small percentage of the overall storm drain sewage system. There is no money currently available for the substantial replacement of existing storm drain facilities.

- **Metro Sewer Treatment Plant**[73]

The Butte-Silver Bow sewer treatment plant has adequate capacity, but must meet Montana Department of Environmental Quality (DEQ) requirements for nutrient discharge (and others such as chlorine), by 2009. A three-phase program that would enable BSB to meet these requirements has been identified and would cost Butte-Silver Bow a total of $15.8 million, based on current technology. All phases *could* be completed within two years if funds were available. However, Butte-Silver Bow would prefer to slow this process somewhat to facilitate funding. In addition, the technology to address treatment requirements continually evolves, which could result in near-term efficiencies and cost reduction. Butte-Silver Bow is requesting a two-permit cycle timeframe from DEQ to complete actions required to meet current permit limitations. The first current permit cycle, 2007-2011, would allow the

[72] Information provided by Wally Choquette, Butte-Silver Bow Metro Sewer
[73] Information provided by Bill Daly, Metro Sewer

County to complete Phase 1. During the second, which would begin in 2011, we could address Phase 2. Phase 3 would be completed later, if required.

Overall, the intention is to upgrade the facility to meet permitting requirements and to be able to treat water to industrial grade. This would enable the County to supplement existing Silver Lake industrial water, which could potentially be treated as potable to help augment drinking water needs if a significant risk to the existing potable system were to occur.

### 2.6.3 Capacity to Accommodate Growth and Change

Growth to the south and west of the urban area will require new sanitary systems to replace septic systems and drain fields. Over time, wells will have to be replaced with municipal water delivery systems. Infill development within the existing urban corridor, on the other hand, can take advantage of water and sewer infrastructure that is already in place. The County's current waste water infrastructure is capable of supporting current activity as well as future growth within the urban core. While possible locations for a sanitary system infrastructure to serve new growth to the south and west have not yet been identified, the placement of a sewer line that loops west from south of Butte would help protect underground water resources.

As noted above, Metro Sewer's treatment plant has an 8.5 million gallon per day capacity of which only 3.5 million gallons is used. About one third of the plant's capacity will be lost when nutrient reduction is added. Even with this anticipated reduction in capacity, the plant is expected to be able to meet the need for sewage treatment in Butte-Silver Bow until 2030.

## 2.7 Electric and Gas Services (Northwestern Energy)[74]

### 2.7.1 Services

Northwestern Energy provides natural gas and electricity to approximately 13,800 residential customers and 2,300 commercial/industrial customers in Butte-Silver Bow. Northwestern offers a variety of programs, services and resources to help its Montana customers better manage energy costs. A variety of rebate and incentive programs are available for qualifying energy efficiency and renewable installations in homes and businesses.[75]

### 2.7.2 Existing Conditions

Northwestern Energy has approximately 500 employees located throughout the city, which also serves as the company's corporate headquarters, its Montana call center and its Montana systems operations control center. Currently, the services and associated infrastructure are adequate to serve the population. In an effort to reduce the need for additional power supply sources and the associated

[74] Information provided by Brandy Powers, Corporate Communications Coordinator, Northwestern Energy, November 14, 2007

[75] Northwestern Energy, Programs at a Glance

costs, however, consumers are looking for significant energy cost savings through conservation and energy efficiency.

### 2.7.3 Capacity to Accommodate Growth and Change

Northwestern Energy has significant infrastructure within Butte-Silver Bow. As population shifts to rural areas, however, additional infrastructure will be required. The company will require extended lead times to obtain the required materials for some of its transmission equipment, i.e., transformers. Also, depending on the location, it might be necessary to mitigate reliability concerns associated with trees or other natural obstacles. Given, however, that Northwestern has significant energy infrastructure in the Butte are, it is important to match, as much as possible, the growth with the existing energy infrastructure.

## 2.8 Solid Waste Management[76]

### 2.8.1 Services

Garbage collection services within the Butte-Silver Bow urban area are provided through a contract with McGree Trucking, a private company. Collection is provided to 12,118 residential and commercial units at an annual cost of $926.664. Garbage collection fees, which are used to cover the cost of this service, are included in annual property tax bills. Property owners may elect to hire an alternative garbage collection service, but remain obligated to pay the assessed fee each year.

Butte-Silver Bow operates the county Landfill, which is located one mile north of the I-90 Rocker Interchange and currently operates three 10 acre cells. The facility is open daily and provides residential and commercial waste disposal. There is no charge to residents when they dispose of waste generated on residential properties if they have paid the annual solid waste fee. This fee is also assessed annually on property tax statements. The following recyclables are also accepted: yard wastes, used motor oil, newspapers, cardboard, aluminum cans, metal (iron, aluminum, copper, brass, etc.). These items must be separated to facilitate recycling. The current land fill facility opened in 1994 and is now in its 14th year of operation and serves both Butte-Silver Bow and Anaconda-Deer Lodge through a cooperative agreement between the two local governments.

In addition to land fill services, Butte-Silver Bow participates in the nine county Headwaters recycling cooperative, which has four collection sites in Butte. Further, Western Reclamation, a private entity, currently operates a composting operation at the landfill site.

### 2.8.2 Existing Conditions

The current land fill operation has an expected life of 50 years. The composting operation processes 4,000 tons of sewage sludge and 1,000 tons of yard waste per year. Currently, the landfill handles 50,000 tons of waste annually, of which 200 tons is newspaper. Therefore, while paper recycling would

[76] Information provided by Gary Keeler, Butte-Silver Bow Public Works Department

not significantly affect the land fill operation at this time, Butte-Silver Bow intends to examine the feasibility of extending the life of its land fill through recycling.

In October of 2007, Butte-Silver Bow purchased a new compactor, paid for from funds derived from tipping and residential collection fees. Fees have been adequate, overall, to support the land fill operation on a cash basis. The newest 10-acre cell was constructed for $1.5 million, all of which was funded through available cash reserves from these fees.

### 2.8.3 Capacity to Accommodate Growth and Change

Garbage collection services are adequate to meet the current demand. As the local population changes, contracted services can be revised to meet new needs without additional capital investment in equipment.

With respect to the landfill, the community is presently using the second of three 10-acre lined cells, which together will provide service for 8 more years, until 2015. There are an additional 378 acres for future expansion including lands that have been acquired from Montana Mining Properties and Atlantic Richfield. While there has been some growth in tonnage, over all the projected capacity (50 years) has not changed.

## 2.9 Transportation Services

### 2.9.1 Services

- **Roads and Bridges**

Butte-Silver Bow is responsible for approximately 750 miles of roadway and six bridges. The county provides ongoing maintenance and repair, snow removal and street and storm drain cleaning. Roadways in Butte are classified as follows:

- **Interstate**
  - I-90/I-15
- **Principal Arterials**
  - Harrison Avenue
  - Front Street
  - Montana Street between La Salle Avenue and Granite Street
  - Part Street between Montana Street and Utah Avenue
  - Galena Street between Montana Street and Utah Avenue
  - Utah Avenue between Front Street and Granite Street
- **Minor Arterials**
  - Daly Street
  - Walkerville Drive
  - Main Street above Park Street

- Park Street between Excelsior Avenue and Montana Street
- Excelsior Avenue above the I-90/I-15 Interchange
- Park Street east of Utah Avenue
- Shields Avenue
- Farrell Street east of Texas Avenue
- Continental Drive
- Lexington Avenue
- Montana Street between La Salle Avenue and Josette Avenue
- Rowe Road
- Holmes Avenue
- Amherst Avenue
- Elizabeth Warren Avenue
- Mount Highland Drive
- Highway 2 north of the intersection with Continental Drive

The remaining streets are divided among collectors, rural collectors and local roads. Within Butte-Silver Bow, those routes that fall under the jurisdiction of the Montana Department of Transportation and/or the Federal Highway Administration are part of the "On System Roadway Network" Details about the roadway classifications and the On System Roadway Network are contained within the 2005 Butte-Silver Bow Transportation Update (LINK).[77]

- **Transit**
  - ***Butte-Silver Bow Transit***. The primary provider of public transit services is Butte-Silver Bow (BSB) Transit, an agency within the local government's Public Works Department. The Transit service, known as "The Bus," provides affordable transportation services to Butte-Silver Bow residents. BSB Transit operates seven buses on a fixed-route system within the Butte urban area, including Walkerville. In addition, during the summer months, BSB Transit operates the "Historic Uptown Butte" or HUB bus providing services between the Chamber of Commerce visitor center on George Street and the Uptown historic district.

  "The Bus" provides services to the general public and complimentary paratransit service through a transportation services contract with AWARE, Inc. (see below). General bus service is provided daily, Monday through Friday on four routes between 6:45 A.M. and 6:30 P.M. The bus routes cover a total of 50 miles throughout the service area. The primary transfer point is located adjacent to the Civic Center on Harrison Ave.

  - ***School District Number One.*** School District Number One provides transportation to high school students living within Butte-Silver Bow County, and to elementary and middle school students residing within School District No. 1. Transportation services are provided to high school students living more than three miles from the high school. Middle school students must live more than two miles from the school. Elementary school distances vary, based on individual agreements

[77] 2005 Butte-Silver Bow Transportation Plan Update, Chapter Four

with each school and geographic boundaries such as limited access highways. School District No. 1 has identified that the number of students served varies from about 1,600 to 2,200 out of a total school enrollment of 5,000.

The District's fleet includes 30 buses, three of which are wheelchair equipped, and a liner for longer trips. The District also contracts with Tucker Transportation and G and L Transport to provide transportation for field trips and athletic events outside a 100 mile radius.

- ***A.W.A.R.E., Inc.*** AWARE, Inc. is a nonprofit organization providing community-based services throughout the state of Montana to persons with special needs, ensuring that individuals achieve maximum independence, productivity and integration into communities. AWARE provides a variety of transit services to children and adults with disabilities and also the elderly. Transportation services in Butte are contracted through the Department of Public Health and Human Services, Developmental Disabilities Program, and Butte-Silver Bow.

In Butte-Silver Bow, AWARE provides a demand-response transit service for the disabled and elderly throughout the Butte community. This paratransit service meets the needs of those who cannot access Butte's fixed route system.

AWARE has 43 passenger-carrying vehicles being utilized statewide. Four specialized lift vehicles are dedicated to the Butte-Silver Bow Paratransit System.

- **BSW, Inc.** BSW, Inc. (formerly Butte Sheltered Workshop) provides private services to developmentally disabled individuals. Funding for the agency comes primarily from the Rehabilitative Services and the Developmental Disabilities Divisions of the Montana Department of Social and Rehabilitative Services. Approximately 125 one-way trips are provided each day for clients.

The BSW fleet consists of 17 vehicles, providing transportation services for the residents of group homes and for persons with disabilities.

- ***Human Resources Council, District XII.*** Human Resources Council, District XII (HRC) is the designated Community Action Agency for Southwest Montana. Currently, HRC provides demand-responsive transportation for the Head Start Program. Buses operate during the school year from 9:30 A.M. to 2:00 P.M., Monday through Thursday. Head Start has six buses for transportation of its students to and from school and for field trips.

- ***The Belmont Center.*** The Belmont Senior Center provides transportation to seniors for congregate meals and activities at the Belmont Center, for medical appointments, and for grocery shopping. Transportation for lunch and associated activities at the Belmont is provided Monday through Friday. Passengers are provided with transit between their home and the Belmont Center. Medical appointment transportation is provided Monday through Thursday for a small fee. The last appointment can be no later than 1:00 P.M. The Belmont Center also provides two shopping

excursions each week at no charge. On Tuesdays, transportation is provided from the Belmont Center to Safeway and back again. On Friday, passengers are taken to Wal-Mart and are provided with transportation to and from their homes or the Belmont Center. The bus provides more than 1,200 rides during an average month to local seniors.

The Belmont Center fleet includes a 16 passenger bus with space for two wheel chairs and a new 2005 Ford bus, acquired in May of 2005. The new 21-passenger bus is equipped with a hydraulic wheel chair lift and can accommodate up to three wheel chairs. The presence of wheel chairs reduces the capacity of each bus by approximately 2-3 seats per wheel chair.

- ***A-1 Ambulance Service.*** A-1 Ambulance Service is a 24-hour emergency service for anyone in need.

- ***A-1 Wheelchair Transport.*** A-1 Wheelchair Transport provides van service for wheelchair clients. The service is demand-responsive from the client's home to the destination required. Anyone is eligible for this service. Out of town trips are available, but travel within Butte-Silver Bow is a priority.

- ***Mining City Taxi.*** **M**ining City Taxi is currently the only taxi company operating in Butte-Silver Bow. Mining City Taxi provides demand-responsive transportation services, 24 hours per day, seven days per week. None of its vehicles are wheelchair accessible.

- ***Inter-City Transport Services.*** Four companies provide inter-city charter bus transportation services to Butte-Silver Bow. These include Rimrock Stages, Trailways in Billings, Karst Stage in Bozeman, G and L Transport in Helena, and Tucker Transportation in Butte. Greyhound Bus provides daily service between Butte and cities throughout the United States.

- ***Discovery Basin Shuttle Service.*** The Discovery Basin Ski Resort provides transportation services to skiers between Butte and the ski hill through a contract with Tucker Transportation in Butte. Buses are provided on Saturdays and Sundays throughout the ski season and every day during the winter school break. Buses leave at 8:00 A.M. from the parking lot of Express Care on South Montana and leave the ski hill at 4:00 P.M. Skiers may pay per ride or purchase a season's pass. Ridership varies depending on ski conditions, but at times, two buses are required to meet the demand.

### 2.9.2 Existing Conditions

- **Roads and Bridges**[78]

Roads in Butte-Silver bow are generally adequate to serve the current volume of traffic. The stretch of Harrison Avenue between Cornell Street and Amherst Avenue is the only segment of roadway currently experiencing volumes greater than available capacity.[79] Roads are evaluated on a condition

[78] Information provided by Jim McCarthy, Road Department and John VanDaveer, Public Works Director
[79] 2005 Butte-Silver Bow Transportation Plan Update, Chapter Four

basis and priorities for maintenance and repair are established on a multi-year basis. Butte-Silver Bow makes use of an upgraded "hot" plant as well as a milling machine, which assist in making repairs more efficiently. Bridges are evaluated by the Montana Department of Transportation (MDT) on a biennial basis and two of the six county bridges have been replaced within the past two years. The remaining bridges are in good condition.

Overall, road condition in Butte-Silver Bow is average to below average. The urban routes are maintained through programs administered by MDT. However, Butte-Silver Bow would prefer to do its own plan to address both urban and rural roads.

County road crews use the millings from state highway projects to improve rural roads. The millings make the roads more like asphalt, creating a harder surface. This reduces dust problems and increases safety, although there is an increased incidence of pot holes and the harder roads can get slippery and must be sanded. The county's own milling machines help increase the number of hard packed road surfaces.

- **Transit**

BSB Transit provides services to the public using 2000-2001 model buses, equipped with air conditioning and bicycle racks (Table 2-1).

TABLE 3-20
BUTTE-SILVER BOW TRANSIT FLEET INVENTORY

| MANUFACTURER | YEAR | WHEELCHAIR ACCESSIBLE | CAPACITY | CONDITION |
|---|---|---|---|---|
| Orion V | 2001 | Y | 35 | Excellent |
| Orion V | 2001 | Y | 35 | Excellent |
| Orion V | 2001 | Y | 35 | Excellent |
| Orion V | 2001 | Y | 35 | Excellent |
| Orion V | 2001 | Y | 35 | Excellent |
| Orion II | 2000 | Y | 23 | Excellent |
| Orion II | 2000 | Y | 23 | Excellent |

Butte Transit facilities include a bus storage building located in the maintenance center adjacent to the Butte Civic Center and the central transfer station on Harrison Avenue. The transfer station is an intermodal facility, providing connections to private carriers including Greyhound and Rimrock Stage. Table 4-1 presents ridership information for the Butte-Silver Bow Transit system from the 2001-2002 through the 2006-2007 fiscal year (July1 –June 30) and includes ridership of transit services provided by AWARE (serving 10,000 riders per year).

| TABLE 3-21<br>BUTTE-SILVER BOW TRANSIT RIDERSHIP – FY 2002 - FY 2006[80] | | |
|---|---|---|
| FISCAL YEAR | YEARLY TOTAL | AVERAGE MONTHLY RIDERSHIP |
| 2001-2002 | 88,728 | 7,394 |
| 2002-2003 | 96,040 | 8,003 |
| 2003-2004 | 99,659 | 8,305 |
| 2004-2005 | 111,867 | 9,322 |
| 2005-2006 | 135,589 | 11,299 |
| 2006-2007 | 137,349 | 11,446 |

Increases in ridership may be attributed to higher fuel costs. The addition of the new central transfer station and the reorganization of the bus routes in 2002 to create greater efficiency may have also helped increase the number of riders.

### 2.9.3 Capacity to Accommodate Growth and Change

Butte-Silver Bow initiated long-range transportation planning in 1970 with its original Transportation Plan. The 1970 Plan was subsequently updated in 1986 and 1996. Many of the short-term and long-term traffic improvements recommended in these previous Plans have now been or will soon be implemented. In 2005, Butte-Silver Bow completed an update to the community's Transportation Plan. The update is intended to provide a unified transportation vision that supports future growth in the Butte-Silver Bow area. The document provides a long range view and incorporates the following elements:

- Interpretation of current development trends.
- Prediction of future trends in order to identify the projected transportation demands of persons and goods.
- Assessment of the transportation network and services available to meet demand
- Meaningful public involvement.
- Identification and prioritization of the most reasonable solutions to address current and future transportation needs.

The 2005 Update contains analysis of existing traffic operations, roadway networks, transit systems, non-motorized transportation systems, and other transportation systems in the Butte-Silver Bow area. Additionally, the document examines current socioeconomic conditions and projected trends, identifies needed improvements to the transportation system, provides an 'alternatives analysis', and offers a set of recommendations to address the changing transportation needs of the community. Implementation of specific elements of the 2005 Transportation Plan Update will help to improve and sustain an integrated and efficient transportation system for the Butte-Silver Bow area.[81]

[80] Gary Keeler, Transit Director, 8-1-07
[81] Butte-Silver Bow 2005 Transportation Plan Update

- **Roads and Bridges**

The Butte-Silver Bow Road Department must strike a balance between urban and rural road needs. Personnel for snow removal, sanding and street cleaning has been lost through attrition and lack of funding.

Roads built in conjunction with new subdivisions should be built to standards that will allow for public use and adequate access for emergency and law enforcement services including fire trucks, ambulances and police vehicles. The maintenance of these roads, however, is difficult, given limited county resources. Agreements between land developers and the local government will be required to address road maintenance issues over time. Finally, road design should be sensitive to existing and proposed open space and open space corridors.

- **Transit**

Butte-Silver Bow Transit does not anticipate any significant changes in the next five to ten years. Buses are adequate to serve a growing level of ridership and are, in many instances, operating below capacity and could accommodate additional passengers for the foreseeable future.

## 2.10 Education

### 2.10.1 Services

- **Pre-School Programs**

Because preschool is not currently a part of the public education system in the United States, preschool programs in Butte-Silver Bow County are all privately operated schools. As there is no universal standard for preschools, they vary in size, type and methodologies. It is difficult to determine precisely how many preschool slots are available in the county because some day care centers also provide preschool activities to center participants. It is estimated there are about 511 preschool slots available to an approximate 1,176 preschool-aged children. The federally-funded Head Start Program operated by is responsible for providing 232 of those slots.

- **Elementary Schools**
  - **Butte School District Number One**

    Butte School District Number One serves approximately three thousand elementary school students. The District encompasses six elementary schools (kindergarten through 6th grade) and one middle school (7th and 8th Grade). Table 2-3 provides a breakdown of enrollment by school and grade for February, 2007.

| TABLE 3-22<br>BUTTE SCHOOL DISTRICT NUMBER ONE ELEMENTARY, ENROLLMENT FIGURES<br>FEBRUARY, 2007 | | | | | | | |
|---|---|---|---|---|---|---|---|
| | KENNEDY | EMERSON | MARGARET LEARY | HILLCREST | WHITTIER | WEST | EAST MIDDLE SCHOOL |
| Kindergarten | 38 | 40 | 38 | 40 | 56 | 69 | |
| Pre-First | 0 | 0 | 0 | 19 | 0 | 19 | |
| First Grade | 37 | 59 | 40 | 62 | 58 | 57 | |
| Second Grade | 40 | 52 | 46 | 60 | 61 | 52 | |
| Third Grade | 44 | 59 | 48 | 54 | 62 | 50 | |
| Fourth Grade | 46 | 52 | 45 | 53 | 55 | 53 | |
| Fifth Grade | 36 | 68 | 37 | 64 | 56 | 63 | |
| Sixth Grade | 47 | 55 | 57 | 55 | 53 | 57 | |
| Ungraded | 0 | 15 | 0 | 0 | 0 | 0 | |
| 7th Grade | | | | | | | 323 |
| 8th Grade | | | | | | | 396 |
| 9th Grade | | | | | | | |
| 10th Grade | | | | | | | |
| 11th Grade | | | | | | | |
| 12th Grade | | | | | | | |
| **Totals** | **288** | **400** | **311** | **407** | **401** | **420** | **719** |
| **Elementary Total** | **2946** | | | | | | **719** |

***(Refer to Appendix A for School locations within urban corridor.)***

- **Rural Elementary Schools**
  In addition to Butte School District Number One, there are three rural elementary school districts including Ramsay, Divide and Melrose. All three students serve students from kindergarten through eighth grade. Melrose has the largest enrollment at approximately 150, while Divide and Melrose average 10 to 15 students each. While enrollment varies somewhat from year to year, the schools have not experienced any large fluctuations in enrollment.[82]

- **High School (Butte High School)**
  Butte High School serves all of Butte-Silver Bow County and as of October, 2006 the school had an enrollment of 1,525 students. The school was renovated and updated in the 1980s and provides a complete college preparatory curriculum as well as vocational education programs.

- **Private and Home-Based Schools**
  Butte is also home to a small number of private schools. Butte Central School is a Catholic parochial institution and currently serves 24 kindergarten students, 290 elementary students and 132 high

[82] County Superintendent of Schools, July 23, 2007

school students. The Silver Bow Montessori School currently has an enrollment of 7 kindergarten students and 20 students in grades one through six. Numbers for these schools fluctuate somewhat from year to year. The Butte Christian School also serves Butte-Silver Bow, but enrollment data is not available. In addition there are a small number of students who are home schooled.

- **Post Secondary Schools**
  - **Montana Tech of the University of Montana**
    Butte-Silver Bow is home to Montana Tech, a unit of the University of Montana, located on a hill on the western edge of the urban corridor. The college can trace its beginnings to 1889, when the Montana Territory became a state and 100,000 acres of school trust lands were set aside for the specific purpose of establishing and maintaining the *Montana School of Mines.* In 1994, Montana Tech became an affiliate of the University of Montana and its name was officially changed to *Montana Tech of the University of Montana*. Today, the college serves a student body of over 2000 students. In addition to its traditional mining related programs, the college features a broad range of disciplines including healthcare informatics, environmental engineering, nursing, liberal studies, professional communications, computer science and industrial hygiene. Students can choose among 40 academic programs, which offer 19 bachelors' degrees, 11 masters' degrees, 9 associate and 6 certificate programs.[83]

    The Montana Bureau of Mines and Geology, the state's geologic and hydrogeologic research arm, is a department of the College. The Bureau provides public service to a variety of constituents within the private sector and federal, state and local governments. The Bureau develops, gathers, analyzes, catalogs and disseminates information concerning the location and development of the mineral, energy and water resources of the state.

  - **Montana Tech South Campus College of Technology (COT)**
    The COT is located at 25 Basin Creek Road, Butte, Montana and offers occupational-specific and related instruction to prepare students for employment. The College will continue to meet immediate and short-term training needs of industry and business within its major service area. The College participates in the process of developing collaborative relationships with other post-secondary institutions to provide better educational opportunities for Montana citizens and to ensure the most effective and responsible use of resources.

### 2.10.2 Existing Conditions

Enrollment in area elementary schools has declined significantly in recent years. Data provided by School District Number One includes enrollment numbers over a 13 year period beginning with fiscal year 1994-1995. During this period enrollment declined by 1009 students and two schools were closed, Longfellow Elementary in 2001 and Greeley Elementary in 2004. Figure 3-53 presents enrollment data by school and Figure 3-54 shows the figures for all elementary schools over 13 years.[84]

[83] Montana Tech's Web Site, http://www.mtech.edu/WHY_CHOOSE_TECH/history.htm
[84] School District Number One, July, 2007

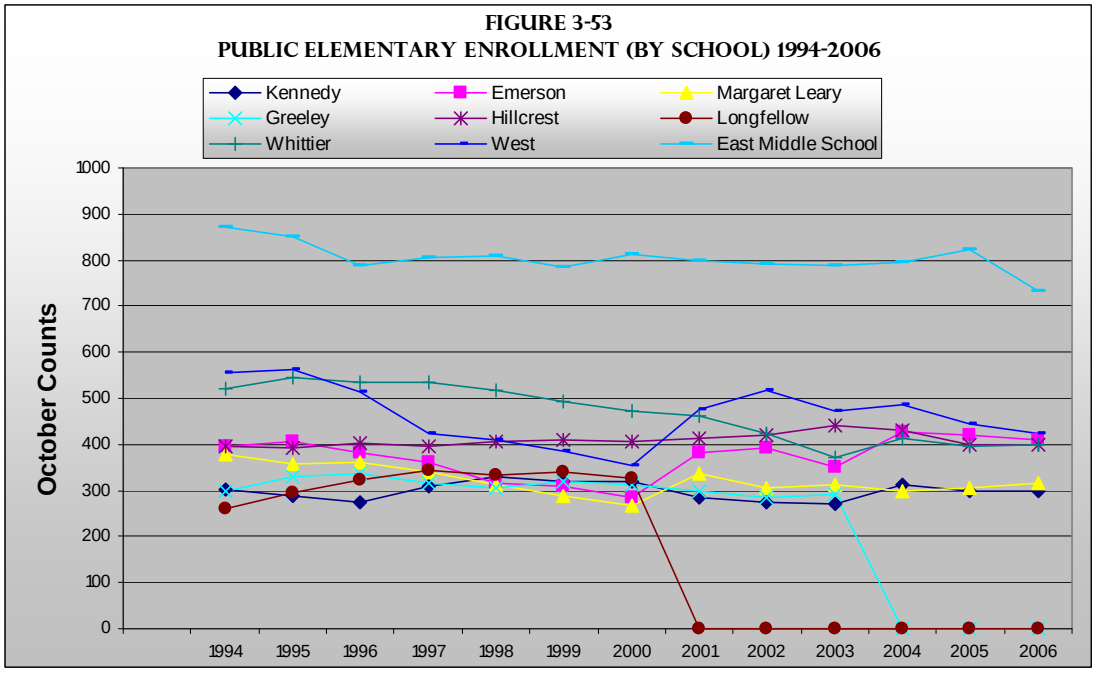


FIGURE 3-53
PUBLIC ELEMENTARY ENROLLMENT (BY SCHOOL) 1994-2006
Kennedy
Emerson
Margaret Leary
Greeley
Hillcrest
Longfellow
Whittier
West
East Middle School
October Counts
1000
900
800
700
600
500
400
300
200
100
0
1994
1995
1996
1997
1998
1999
2000
2001
2002
2003
2004
2005
2006

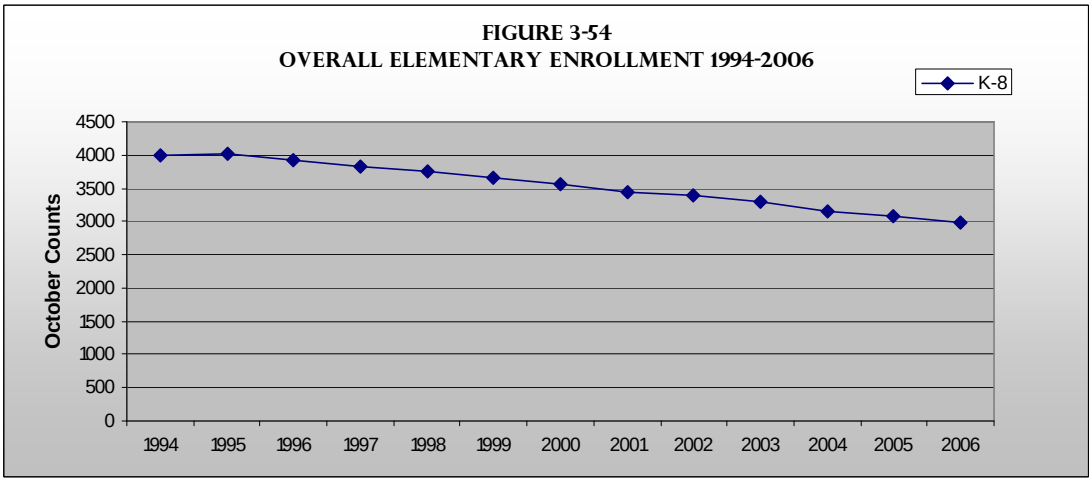
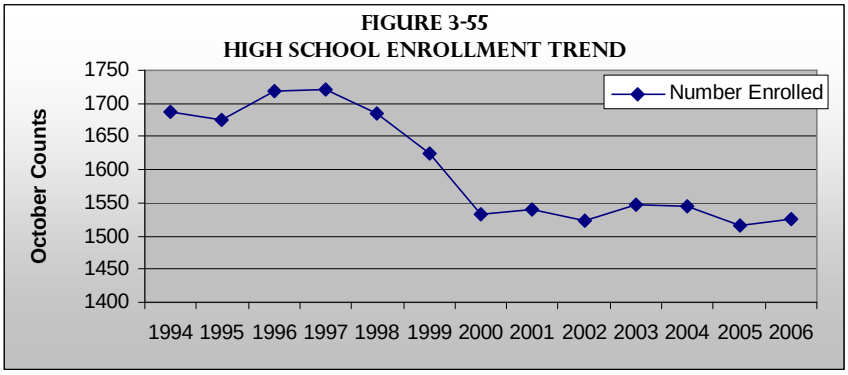


FIGURE 3-54
OVERALL ELEMENTARY ENROLLMENT 1994-2006
K-8
October Counts
4500
4000
3500
3000
2500
2000
1500
1000
500
0
1994
1995
1996
1997
1998
1999
2000
2001
2002
2003
2004
2005
2006

Butte High School has also experienced a drop in enrollment over the past 13 years with a decrease of 162 students. (*Refer to Figure 3-55.*)




Data for private schools is limited but does indicate that enrollment fluctuates somewhat from year to year, but overall has remained constant. The Silver Bow Montessori School has experienced growth in its preschool and kindergarten programs.

Enrollment at Montana Tech (including the south campus) has remained fairly constant for the past five years. Currently the college has 2100 students, of which 85 are in graduate studies. Students come from 33 states and 17 countries. There are 107 full-time and 43 part time faculty members.

### 2.10.3 Capacity to Accommodate Growth

The current educational infrastructure in Butte-Silver Bow is adequate to meet the existing need. While a number of public elementary schools have closed, those remaining are large enough to serve the population. An overall capital improvement plan for school facilities is not in place and repairs are made on an as needed basis, with respect to existing resources.

Population projections do not indicate an increasing demand for public education at the elementary and high school levels. However, as school population has declined, the amount of state funds allocated to Butte-Silver Bow has diminished, putting a greater burden on the local tax base to support public education.

Montana Tech is part of the University of Montana system and its enrollment does not necessarily reflect local population trends. Funding for new facilities comes from state wide and private foundation resources. Funding for a new engineering building that will also house the Bureau of Mines and Geology is currently being secured and construction will start in the near future.

## 2.11 Public Archives[85]

### 2.11.1 Services

The Butte-Silver Bow Public Archives was established in 1981 as the official repository of all non-current records of the Butte-Silver Bow Government as well as other archival materials that have been,

[85] Information provided by Ellen Crain, Director and Lee Whitney, Butte-Silver Bow Public Archives

or will be donated by private individuals, public agencies, businesses and organizations. More particularly, the Mission of the Archives is:

- To safeguard and preserve the non-current, historic records of Butte-Silver Bow Government and records donated by private individuals and groups
- To maintain a safe and organized environment for archived materials
- To provide public access to its collections
- To encourage the proper use of historical documents in learning environments
- To assist patrons (ranging from grade school students and family genealogists to internationally recognized historians, authors, and film makers) by providing professional service and historically accurate information.

The Archives is a Butte-Silver Bow County department governed by a seven-member board of directors. The Friends of the Butte Archives was established as a non-profit organization in 1999. "The Friends" is an educational, charitable organization whose purpose is to assist the Archives in meeting its mission.

The Archives' collection is accessible to the public for research and educational purposes. The records in the care of the Archives provide essential information on a number of subjects pertaining to the history of the American West, encompassing the topics of technology, politics, the environment, women, ethnicity and labor. The Archives' collections number in the thousands and since the beginning of 2006, 285 new collections have been added.

**2.11.2 Existing Conditions**

The staff, which includes two full time professionals, one part time professional, one part time student and a fluctuating number of volunteers, works with schools and other organizations in the community to encourage the use of historical documents in a variety of learning environments. In 2006, 4000 persons visited the archives, including more than 1,000 students. Over the past 10 years, an average of 16 nationally published and/or distributed pieces (books, articles and films) have been based, at least in part, on research conducted at the Butte-Silver Bow Archives. In addition, as interest in genealogical research activity has grown, the number of research requests received by the Archives has increased annually to an average of 30 per month while overall visitation has increased from and average of 330 to an average of over 400 each month. The increase in numbers is can , in part, be attributed to the increase in numbers of people who travel great distances to come to the Archives –from around the country and around the world. The Archives enjoys an excellent international reputation, not only because of its significant collections, but because it provides excellent service and actual hands-on access is possible and welcome.

The Archives is housed in an historic 22,000 square foot, 1900 brick masonry structure that formally served as a Butte Fire Department Station and is located within the Butte Anaconda National Historic Landmark District. Most of the original architectural and design features, including hard wood floors and fire department elements remain in tact.

### 2.11.3 Capacity to Accommodate Growth and Change

The Archives facility has been determined to be structurally sound, but requires mechanical, plumbing, electrical, accessibility and fire and safety code upgrades. Because of wildly fluctuating temperature and humidity levels and the presence of various pests, the documents housed in the archives are at extreme risk. In addition, the current structure simply is not large enough, in its current configuration, to house the increasing number and volume of is collections. Although the Archives has procedures in place to track its collections, the current overcrowded conditions make accessibility a challenge. The upgrade and expansion of the facility will allow further accumulation of historic records and ease of accessibility.

A recent condition assessment summarizes the building's inadequacies and presents a list of recommendations for the preservation, restoration and adaptive re-use of the building.

The local government has proposed that the Archives facilities be both upgraded and expanded. The $7.5 million dollar project calls for the renovation of the existing 22,000 square foot structure and the construction of a new 18,000 square foot addition. The two buildings would provide for ample storage for the future and would include an accessible elevator, a classroom, new restrooms and private research areas.

Renovation funding is coming from a combination of sources including tax increment financing, grants and a general obligation bond, which was approved by voters in November of 2007.

## 2.12 Public Library Services[86]

### 2.12.1 Services Provided

The Public Library is charged with providing access to information for the residents of Silver Bow County. The Library's collections include 226 Serial Subscriptions, 2,668 audio materials, 5 databases, 97,514 printed materials and 2,508 video materials (2005 figures) and participates in an extensive interlibrary loan program. The Library hosts a varied children's program, houses the Butte Literacy Program and provides community meeting spaces for citizen's groups, local organizations and government agencies.

### 2.12.2 Existing Conditions

The Library has a ten-member staff, including four professional librarians. In 2005, total circulation was 93,925, while there were 128,040 library visits overall. Nearly 3,000 children participated in the Library children's programs and 50,000 patrons used the Library's electronic resources. The Library hopes to expand its programs to better serve the young adult population, which is currently underserved.

[86] Information provided by Lee Phillips, Director, Butte-Silver Bow Public Library

The library is located in a former telephone company building that was renovated approximately 20 years ago. The structure is fully accessible and has 15 computers for public use, with space to add 8 additional stations.

### 2.12.3 Capacity to Accommodate Growth and Change

While the current facility is adequate for meeting the needs of the population in the Uptown area, the shift in population to the southern and lower western areas of the community may require a satellite or branch facility in the area to the south of Harrison Avenue.

The building is structurally sound, but a number of improvements are required to better safeguard the library's collections and to provide a quality setting for patrons. These improvements include the upgrade of environmental controls, the replacement of the roof, energy conservation measures, interior and exterior painting and repair and basement water damage repair. A new security gate will be needed by 2010 as well as new signage and as stated above, the Library would like to add 8 more computers for public use. The library will undertake a facility floor plan analysis to determine the best configuration for its patrons sometime within the next few years.

## 2.13 Parks and Recreation Services[87]

### 2.13.1 Services

The Butte-Silver Bow Department of Parks and Recreation is responsible for the management and maintenance of all parks, trails, designated open space areas and special recreational facilities. More particularly, the Department manages:

- 50 developed parks totaling 424 acres
- 3,800 acres of conservation/open space lands
- 22 miles of trails
- An urban forest consisting of 20,000 trees
- Multiple outdoor recreation facilities including the municipal golf course, ball fields, a wading pool and several ice rinks

In addition the Department is responsible for snow removal in Uptown Butte, for the installation of holiday decorations and for providing support for special community events. Thompson Park, which is located within the Deer Lodge- Beaverhead National Forest, is managed through a cooperative agreement with the U.S. Forest Service.

### 2.13.1 Existing Conditions

The Department currently has eight fulltime and 15 seasonal employees. Its annual budget is approximately $1 million. Recently the U.S. Forest Service received at $1 million grant for new restrooms, roads, trails and picnic areas at Thompson Park.

[87] Information provided by Bob Rowling, Parks and Recreation and Cindy Mcilveen, Planning Department

Overall, the greatest challenge for the department is addressing the operations and maintenance requirements for the growing inventory of parks, trails and open space. Current resources are not adequate to meet this need.

### 2.13.2 Capacity to Accommodate Growth and Change

Parks and associated recreational amenities will be key to improving the quality of life in Butte-Silver Bow over time. To this end, the Parks and Recreation Department is embarking on a planning effort to update its 1989 master plan with a 20-year Comprehensive Master Park Plan. The Plan, which will be linked to this Growth Policy, will identify future park sites, aquatic facilities, trails and open space. It will establish local standards and levels of service, identify needed capital improvements and recommend funding and acquisition strategies.

## 2.14 Public Health Services[88]

### 2.14.1 Services

- **Butte-Silver Bow Health Department**
  The mission of the Butte-Silver Bow Health Department is to prevent communicable diseases, promote healthy lifestyles and provide for a healthy environment. Programs associated with the two divisions include the following:

  - **Environmental Health Division**
    The Environmental Health Division Administers programs designed to enhance the quality of life in Butte-Silver Bow, including:

    - Water Quality
    - Wastewater
    - Sanitation in Subdivisions
    - Food and Consumer Safety
    - Solid Waste
    - Community Enrichment/Historic Preservation/Land Management
    - Air Quality
    - Lead Programs

  - **Health Services Division**
    The Health Services Division encompasses five areas of concern. These areas and associated programs are listed below:

[88] Information provided by Rick Larson, Director, Butte-Silver Bow Health Department and Dan Dennehy, Assistant Director, Butte-Silver Bow Director of Public Works

- ***Chemical Dependency***
  - Adult and Adolescent Treatment Programs
  - The Drug Court
  - Methamphetamine Program (Federally Funded)
- ***Health Promotion and Prevention***
  - Tobacco Prevention
  - Mental Health and Addiction Disorders Program
  - HIV Prevention
  - Teens Advocating Safe Communities
  - Safe Kids/Safe Communities
- ***Family Services***
  - Family Planning
  - Breast and Cervical Health Programs
  - Case Management
  - WIC Program (Women Infants Children)
- ***Public Health Programs***
  - Communicable Diseases Surveillance
  - Immunizations
  - Maternal Child Health
  - School Nursing
  - Daycare Assessments
  - Emergency Preparedness
- ***Home Health Nursing***

- **Hospital Services**[89]

St. James Healthcare provides hospital services to a seven county region in Southwest Montana including Butte-Silver Bow. The hospital is licensed for 70 beds and is currently staffed for 69. The primary areas of service include orthopedics, cardiology, neurosciences, women's health and oncology. In addition, the hospital provides general medicine, surgical and pulmonary care. The busiest department as St. James is the ER (injuries and illnesses treated there are not counted in the above numbers unless the patients are admitted).

- **Community-based Healthcare**

In addition to private physicians and dentists that serve Butte-Silver Bow, there are three community based non-profit healthcare centers including the Butte Community Health Center, Western Montana Mental Health Center and AWARE, Inc. The Butte Community Health Center provides medical, behavioral health, pharmacy and dental services in three locations in Southwest Montana including Butte-Silver Bow. Services are provided without respect to the income of the patients served. Western Montana Mental Health Center provides outpatient mental health services and in-patient services at Gilder House, a residential psychiatric crisis home. AWARE, Inc. provides case management,

[89] Information provided by Pat Dudley and Kevin Dennehy, St. James Healthcare

residential and training services for adults with disabilities, group homes and case management for children and adults needing treatment for emotional disturbances, family support, and traditional living and youth treatment foster homes.

**2.14.1 Existing Conditions**

The Butte-Silver Bow Health Department has approximately 45 employees and manages two divisions--Environmental Health and Health Services. Approximately 88% of the Department's $3.1 million budget is funded through categorical grants. The Department's programs are working well, particularly with the application of the case management approach which enables the Department staff to address problems in a more integrated fashion. However, while the Department's programs are successful, the overriding social issues in the community including generational poverty and substance abuse present daunting challenges. As noted above, for the past 25 years, community, state, federal and corporate resources have been largely focused on addressing mining related environmental impacts. Since 1983, various federal and State agencies have been actively involved in cleanup efforts in Butte-Silver Bow, particularly under the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA)—the Superfund Law. Efforts to clean up mine wastes are progressing, albeit slowly.

In the early 1990's a study was conducted by the University of Cincinnati that addressed blood lead and urinary arsenic levels in children. The study results showed an elevated percentage of blood lead levels in the children in Butte as compared to the State and National averages. State and national averages were 3.5 ug/deciliter) while Butte's average was 4.5 ug/deciliter. Other studies associated with Superfund or air quality have not demonstrated a thoroughly defensible link or non-link with public health. Efforts to eliminate contaminants associated with mine wastes are part of the overall area clean-up under CERCLA.

Overall, Butte's environmental health concerns continue to be reflective of Butte's unique economic, social and physical characteristics.[90]

**2.14.1 Capacity to Accommodate Growth and Change**

- **<u>Need for Services</u>**

Overall, the region could benefit from greater diversity in the types of medical services offered. Specifically, there is a physician shortage in the areas of family practice, pediatrics, general surgery, internal medicine and obstetrics/gynecology and as Butte's population ages, the specialties in the areas of cardiology, endocrinology and urology, will likely be in greater demand. There is also a shortage of dentists in Butte and throughout Southwest Montana. The shortages are expected to become more problematic as medical practitioners retire.[91]

The community does not currently have adequate capacity to address the need for mental health services. There is currently no psychiatrist in Butte-Silver Bow and the only mental health treatment

[90] Butte-Silver Bow Environmental Health Assessment, 2005
[91] Information provided by Mercury Street Medical

that is available is through the Warm Springs State Hospital or through outpatient counseling and psychology services (with the exception of Gilder House). St James Healthcare does provide medical detoxification services, but the demand for these services is not currently met.

- **Prevention and Education**

A primary focus of the Butte-Silver Bow Health Department over time will increasingly be directed to prevention services in the areas of substance addiction; family services including conception prevention; immunizations; and early detection of breast, cervical and colorectal cancer. Efforts will include educational programs provided through the school system. The Department anticipates that this effort will be very aggressive.

However, school programs alone will not be adequate to address the severity of health related problems among the non-school population. For example as many as 40% of the women who smoke while pregnant have not completed a high school education. The Health Department has, and will continue to take a "case management" approach to meeting its goals. This is a holistic methodology, which recognizes that the challenges that people face are most often multi-faceted. For example, a person seeking assistance under the WIC (Women-Infant-Children) nutrition program may also need referrals to the lead screening program, family planning or home health care support. In order for a case management approach to work, however, the first point of contact (a social worker, enforcement officer, or program manager) must be thoroughly familiar with the array of available services and assistance programs.

- **Safe Housing**

Many of Butte's rental properties are in poor condition and often are the only affordable choice for both individuals and families. Butte-Silver Bow's Community Enrichment and Historic Preservation Ordinances discuss the need for the community to address dilapidated housing and the associated decay that comes from neglect. However, the Health Department has identified the need to pass an ordinance that sets fair housing standards for rental properties, that property owners must meet.

- **Environmental Health**

The Butte-Silver Bow Health Department will, over time, shift its focus with respect to air and water quality monitoring from enforcement to education. In the areas of food and consumer safety, the Department will work to set stricter permitting requirements for restaurants in conjunction with employee training to assure a safer environment for patrons.

## 2.15 Public Buildings[92]

### 2.15.1 Services

The variety of buildings regularly used by the public and local government staff are managed by the Government Buildings Division of the Public Works Department and include the Courthouse, the Civic

[92] Information provided by Marty Alexander, Acting Government Building Supervisor for Butte-Silver Bow

Center and Health Department facilities as well as buildings used for storage and to accommodate various services and utilities. A "Building Supervisor" is responsible for inventorying building condition and allocating resources for repair, renovation and new construction, as well as ongoing maintenance.

**2.15.2 Existing Conditions**

The condition of city-county buildings within Butte-Silver Bow varies widely and there is no general maintenance program in place for general upkeep and repair. While emergency maintenance issues are addressed, there is no plan or process currently in place to address building needs in response to identified concerns. A summary of building conditions includes:

- **Butte Silver Bow Courthouse.** Both the passenger and service elevators require extensive repair and updating. The service elevator has not been operable for several years and the passenger elevator has been experiencing mechanical problems. Some consideration is being given to adapting the service elevator so that it can serve as the primary passenger elevator, because it can easily accommodate persons with disabilities. The estimated cost for elevator repair is $320,000. Approximately 700 lineal feet of asbestos must be removed from the pipes within the Courthouse. The Courthouse is also in need of new, energy efficient light fixtures and a security system. A lead abatement project in the former target range located in the basement of the Courthouse was completed recently. The area has been cleaned and is being prepared for document storage. The roof was recently replaced, but continues to require maintenance.

- **The Water Company.** The Water Company building is generally in good condition, but ongoing maintenance is needed. About 300 lineal feet of asbestos was removed recently. The Water Company also maintains a number of out buildings including:

  - Moulton Reservoir Structures
  - The Feely Plant
  - The Pumping Station at Divide
  - Twin Lake Water Division Site
  - Silver Lake Pump Station
  - Little Basin Creek – former superintendent home and bathrooms
  - Water Company Shops, which need new windows and may require a new roof

- **The Civic Center.** The Civic Center structure is in good shape. Efforts have been centered in expanding the uses of the Center and to generate additional earned income to support building maintenance and upkeep.

- **Law Enforcement Building.** Housed in the former jail, the Law Enforcement Building was recently remodeled and is in good condition. A maintenance program that specifically addresses the roof, heating system and elevator is needed to assure continued structural integrity.

- **Butte-Silver Bow Detention Center.** Recently completed, this building has experienced some problems with settlement and needs an air conditioning unit. The building's utility systems are computerized and require ongoing maintenance.
- **Fire Stations.** Both fire stations require extensive maintenance programs and associated improvements to their structures.
- **Butte-Silver Bow Public Library.** The Library is in fair shape, but is suffering from some water seepage in the law. The main floor will be painted to create a brighter space. A new roof is needed and the Council of Commissioners recently allocated funds for an air conditioning system. (*Also see the section on the Library in this Growth Policy*)
- **Butte-Silver Bow Public Archives.** (*See the section on the Archives in this Growth Policy.)*
- **City-County Corrals.** The Corrals, which house all of the major equipment for the Public Works Department as well as the public busses, are in good condition. However, the garage doors require ongoing maintenance and a scheduled program is currently being developed.
- **Bus Transfer Station.** The Transfer Station is a relatively new building and was recently remodeled.
- **Health Department.** The Department needs approximately $1 million in improvements including roof replacement, extensive interior remodeling and the installation of more energy efficient windows.
- **Business Development Center.** Butte-Silver Bow recently replaced the gutter and roof drainage systems at the Center. The basement is experiencing water seepage in some areas and as a result the floors have been buckling and must be repaired.
- **Cultural Facilities.** The Arts Chateau and the Mother Lode Theater are both county owned. The maintenance requirements for these structures are currently addressed through the non-profit organizations that manage these facilities. However, any overall maintenance program for Butte-Silver Bow would address the maintenance needs of these structures.
- **Park Bathrooms.** Butte-Silver recently constructed new bathrooms at Father Sheehan Park and is working on a bathroom remodeling project at Clark's Park. New baths are also slated for Stodden Park. If possible, the City-County may enter into a partnership with the Anaconda Job Corps to undertake bathroom construction.

### 2.15.3 Capacity to Accommodate Growth and Change

The biggest challenge facing Butte-Silver Bow with regard to public buildings, is the rising cost of energy and the need for better ongoing maintenance, given the age and condition of many of the structures. Energy audits will be required for all public buildings to identify specific cost-reducing measures. Costs associated with conservation activities will be offset by reductions in utility bills over time. The local government also requires a coordinated system to prioritize building repairs that

includes a single point for decision making to assure that responses to requests may be made in an orderly manner. Additional building maintenance staff is also required to adequately address building infrastructure needs.

## 2.16 Community and Economic Development Services[93]

### 2.16.1 Services

- **Local Government**

The Butte-Silver Bow Community Development Department administers a number of programs in the fulfillment of its mission to:

*promote, develop and maintain the well-being of the community of Butte Silver Bow through*:
- *Neighborhood residential and commercial revitalization*
- *Affordable housing development*
- *The preservation of Butte's significant historic and cultural resources*
- *The creation of a diverse and sustainable economy*

The Department works to meet its mission using a variety of strategies including:
- Public-Private Partnerships
- Innovative Programs to direct and finance development in areas of greatest need
- Neighborhood-based approaches to project planning and implementation
- Inter-Departmental and Inter-Agency Communication to make sure that community development projects appropriately reflect:
    - Infrastructure Capacity
    - Environmental Health and Public Safety Concerns
    - Zoning and Subdivision Requirements
    - Design Standards with respect to
        - Historic Preservation as Appropriate
        - Disaster Mitigation
    - Weed Management

The Community Development Department administers a number of programs as follows:

- **Urban Renewal Programs**
    - **The Urban Revitalization Agency (URA)**
      The URA is charged with the redevelopment of Uptown Butte, the city's historic central business district. The primary funding source for the URA is tax increment financing (TIF), which currently provides the URA with $2,778,875 annually (2008 fiscal year figure) for redevelopment projects. The URA is governed by a five member board of directors, appointed by the Chief Executive. TIF funds have been used to create public parking lots, improve parks

[93] Information provided by Karen Byrnes, Director, Butte-Silver Bow Department of Community Development

and install street lighting and landscaping. In 1985, the URA contributed $200,000 in TIF funds to the renovation of an Uptown structure for use as a small business incubator. TIF Bond proceeds in the amount of $1,390,000 were used to renovate the Butte Public Library in 1989. Over the 27 year life of the TIF program, the Agency has improved sidewalks, repaved streets, improved intersections, installed directional and interpretive signage and provided ongoing support for the maintenance of Butte's historically significant public buildings including the Courthouse and the Butte Public Archives. As a result of the efforts of the URA, the taxable value within the URA area has increased by over $3,000,000.

***Contributions to Schools.*** TIF Bond proceeds in the amount of $500,000 were given to the Butte School District to help pay for substantial improvements to Butte High School in 1989. In addition, the URA granted the school district $100,000 per year between 1990 and 1997 towards completion of the high school project and other school projects within the TIF district. $5,000 in TIF funds were provided to the Special Education Department to make building improvements.

***Private Investment/Job Creation.*** Since 1981, the Urban Revitalization Agency has provided funds for the stabilization and preservation of Butte's nationally significant historic buildings. The Uptown Urban Renewal District is located entirely within Butte's National Historic Landmark District and the preservation of the area's historic structures and associated cultural resources is key to the economic revitalization of the community. TIF funds have been made available for the mothballing and renovation of Uptown Butte's privately owned historic buildings with particular emphasis on façade restoration. Funds have been available through matching grants, interest "write-downs", and low interest loans. In addition, the URA, through its investment in public infrastructure has leveraged the investment of private funds, resulting in a series of new developments including the New York Life Insurance Building, the Resodyn Building and the US West (now Qwest) Building.

(***Refer to Appendix B for illustration of Urban Revitalization District.***)

- **The East Butte Renovation and Rehabilitation Agency District (RRA)**
  The East Butte RRA Tax Increment Program was created in 2005 with a focus on public-private partnerships. Its 2008 annual budget is $30,000.

***Public Improvements.*** To date the Agency has begun a sidewalk improvement program and is partnering with other entities to develop public recreation facilities.

***Private Investment/Job Creation.*** A new building, housing WET (Water and Environmental Technologies) and the Butt Local Development Corporation was completed in 2007. Two other office buildings have been proposed for the area.

(***Refer to Appendix B for illustration of Renovation and Rehabilitation District.***)

- **Industrial Development (Butte TIFID Number 2, Port of Montana Business Development District, 1994)**
  The Tax Increment Financing Industrial District (TIFID) was created in 1994 to create value-adding industrial jobs in the western part of Silver Bow County. The TIFID has two primary missions – to complete the public infrastructure in the area in support of industrial development including the wastewater and drinking water systems and area lighting, and to continue to foster public/private partnerships to create jobs and to improve the overall tax base. Its 2008 annual budget is $9,000,000.

  ***Public Improvements.*** The District has issued and has issued three bonds, the proceeds of which totaled $50,902,435 for public improvements including:

  - Utility System Installation
  - Water System Improvements
  - Waste Water Treatment Facilities
  - Parking Improvements
  - Road Improvements

  ***Contributions to Schools.*** The TIFID program allows for the allocation of un-used tax increment funds to the various affected taxing jurisdictions including the Ramsay School District.

  ***Private Investment/Job Creation.*** The Tax Increment Financing Industrial District in Butte-Silver Bow issued infrastructure development bonds in support of the construction of Advanced Silicon Materials (ASiMI) (now REC), which now provides 240 permanent jobs in the community. In conjunction with the sale of the bonds, ASiMI (now REC) will cover any shortfall in the event that there are insufficient funds to cover debt service in any year.

  The SeaCast Foundry is currently under construction. The four to five million dollar project will include a 63,000 square foot building and create a minimum of 30 new jobs.
  *(**Refer to Appendix B for Map of Tax Increment Financing Industrial District.**)*

- **Housing Programs**
  The Community Development Department's housing component is a critical to meeting its mission. Currently the Department is managing several Community Development Block Grants (CDBG), which are directed at providing affordable, decent housing for Butte's low and moderate income residents. The Department also works with private developers who are working to provide housing in Butte's historic uptown and in the neighboring areas to the east.

- **The Greenway Project**
  The Community Development Department is working on creating a non-motorized trail to connect Butte to Anaconda, both of which are part of the Butte-Anaconda National Historic Landmark District. Trail design and construction, including land acquisition are being funded

through the Natural Resources Damages Fund established as part of the ongoing cleanup of the Silver Bow Creek Superfund Area.

- **Other Economic Development Activities**
  The Community Development Department is involved with a number of economic development activities outside of the efforts associated with tax increment financing and Superfund. Since 1985, Butte-Silver Bow has owned and managed a small business incubator that provides technical assistance and administrative support to new businesses. In addition, Department Staff work with other public and private agencies including the Butte-Chamber of Commerce, the Montana Economic Revitalization and Development Institute and the Butte Local Development Corporation to foster economic activity in Butte-Silver Bow.

- **Non-governmental Services**

In addition to the economic development activities undertaken by the Butte-Silver Bow Local Government, there are a number of community-based efforts aimed at expanding and diversifying the local economy. As set forth in the Community Business Plan (a link to the Community Business Plan here) completed in October of 2006, the economic development community in Butte-Silver Bow is a diverse collection of organizations and efforts that engage in the following:

- traditional basic industry recruitment
- promotion of the area's unique cultural and natural history
- organization of events that celebrate our heritage and our place in national and international events

These organizations include:

- **The Butte Local Development Corporation**[94]
  The BLDC is a private, non-profit corporation whose mission is to help create and retain jobs through economic expansion in the city and county of Butte-Silver Bow. The BLDC is the leading point of contact for individuals and companies wishing to save, expand, start, or locate a business in the Butte-Silver Bow area. The BLDC works with the public and private sector to provide or coordinate business start-up, retention, expansion, and recruitment services including technical assistance, planning assistance, and financial assistance as required. Economic development accomplishments of the BLDC over the last 30 years, and particularly over the last 10 years, rank it among the best economic development organizations for its size in the United States. Those accomplishments in the past have garnered for the BLDC significant recognition at the local, state, and national levels. Butte has been recognized as an "All America City" for its economic development efforts and its successful economic development team. The BLDC is the coordinator, the coach, and the catalyst for that "All America City" economic development effort.

[94] Butte Local Development Corporation Web Site, http://www.buttemontana.org/mission.htm, November 12th, 2007

- **The Butte-Silver Bow Chamber of Commerce**[95]
  The Butte-Silver Bow Chamber of Commerce is an alliance of individuals, businesses, and other organizations dedicated to the growth, economic development and enhanced quality of life in the Butte area. The Chamber's Goals include:

  ***Chamber Community Involvement*** – Aspire to be an important resource to our members for advocacy, information and marketing exposure that will enhance business success.
  ***Economic Development*** – Improve the region's economy by working with local agencies to encourage investment in our community
  ***Small Business*** – Advocate the growth of local small businesses by providing opportunities for networking, referrals, counseling, education and training.

The Convention and Visitor's Bureau of the Chamber works to promote Butte as a destination, provides information to visitors, and assists in efforts to develop and interpret Butte's sites and attractions.

- **Headwaters Resource Conservation and Development (RC&D)**[96]
  Headwaters RC&D is an independent, nonprofit 501(c) (3), nonpartisan group founded in 1973. Headwaters RC&D provides technical assistance for natural resource, community development and economic development projects and programs. Its mission is to improve the economic and social well-being of the region through conservation, development, and proper use of natural and human resources in a seven county region that includes Butte-Silver Bow, as well as Anaconda-Deer Lodge, Beaverhead, Granite, Jefferson, Madison and Powell Counties.

  Headwaters RC&D encourages a community approach in solving cultural, social, and economic problems. Headwaters RC&D members represent local city and county governments, conservation districts, and other interested parties. The organization consists of an overall Board of Directors and five resource committees. Headwaters RC&D Area, Inc. offers the following services:
  - Grants Administration
  - Organizational Development Workshops
  - Consensus Building
  - Small Business Technical Assistance
  - Small Business Development Center
  - Small Business Administration Loan Packaging
  - Finance Programs
  - Revolving Loan Funds
  - Technical Assistance for Board/Committee Approved Projects
  - Homebuyer Education Classes
  - Entry Level Training for Entrepreneurs
  - Information and Education

[95] Butte-Silver Bow Chamber of Commerce Web Site, http://www.buttechamber.org/index.html, November 12th, 2007
[96] Headwaters RC&D Web Site, http://www.headwatersrcd.org/index.html, November 12th, 2007

In 1993, the Headwaters area was designated an Economic Development District (EDD) by the U.S. Department of Commerce, Economic Development Agency. The Headwaters Economic Development Committee maintains a Comprehensive Economic Development Strategy (http://www.headwatersrcd.org/_fileCabinet/CEDS_2007.pdf), and assists with the development of small business, tourism, employment, and other economic and social opportunities. It also assists communities in planning public works projects and coordinates public and private investments.

- **Mainstreet-Uptown Butte**[97]
  Mainstreet Uptown Butte, Inc. is a 501 (c) (3) not-for-profit program incorporated in June 1999 and affiliated with The National Main Street Center. The National Main Street Center emphasizes a four-point approach to revitalization: Design, Promotion, Organization, and Economic Restructuring. In 2000, the Butte Uptown Association, representing Uptown merchants since 1970, merged with Mainstreet Uptown Butte. Mainstreet Uptown Butte, in partnership with the Butte-Silver Bow Urban Revitalization Agency, the arts community, area businesses and historic preservation advocates. Its activities include a weekly farmers market during the spring and summer, a holiday stroll, and a variety of other events. Beginning in 2008, Butte will host the National Folk Festival for three consecutive years. Mainstreet Uptown Butte has been instrumental in bringing the Festival to Butte.

- **Butte-Silver Bow Arts Foundation**[98]
  The Butte Silver Bow Arts Foundation (BSBAF) was formed in 1976 by the Butte Silver Bow Bi-Centennial Commission to promote the arts for residents of Butte and Southwest Montana. The BSBAF leases the Charles Walker Clark Mansion, built in 1898, from the Butte-Silver Bow for area residents to use as a cultural center for the arts. Today, this historical building formerly known as The Art Chateau Museum (ACM) is being renovated into Butte's unique period museum from the early mining boom and is registered in the National Historic Landmark District.

  Annually, BSBAF receives support from Butte-Silver Bow, as well as other regional community and private funding sources. Its arts and humanities programs rely primarily on volunteers and local donations.

- **The Museum of Fine Arts-Butte (MoFAB)**
  MoFAB is located at 405 West Park Street, Butte, Montana 59701 in the historic building, formerly occupied by the YMCA. The BSBAF has been given the opportunity to restore, renovate, and reclaim the old "Y" for a World-Class Art Museum, accredited Art School, and Arts Incubator through an expanded art program to include theater, performance, music, and literary arts. MoFAB also houses the Butte-Silver Bow Arts Center, which was formerly in a separate location. Centrally located in Uptown Butte's National Historic Landmark District, the

[97] Main Street Uptown Butte Web Site, http://www.mainstreetbutte.org/aboutus.htm, November 12th, 2007
[98] Butte-Silver Bow Arts Foundation Web Site, http://www.bsbarts.org/ , November 12th, 2007

old "Y" was built in 1917, once housed national and international guests, and operated a community-wide YMCA.

**2.16.2 Existing Conditions**

Butte-Silver Bow is currently experiencing increased activity from private business interests in three economic sectors including light manufacturing, technology related research and development and retail trade. The number of requests from businesses regarding business opportunities in these three areas has increased markedly during the past year. The art community has initiated a number of programs that are generating activity and attracting people to events in the uptown area.

While the number of jobs has grown and there have been many successes among the community and economic development efforts in Butte-Silver Bow, there is a continued need to intervene in decay of the urban core as the community faces flight of population away from the older town site and other areas of the urban cluster, to more rural locations on the periphery. Decay of neighborhoods around the uptown business and retail district and the high school are creating barriers to development and growth. The very poorest citizens have become isolated in these decaying neighborhoods, feeding the insidious and intergenerational cycle of poverty. Revival of economic diversity in Butte neighborhoods will be key to both breaking the poverty cycle and breathing life back into the older town site.

Finally, while Butte has available infrastructure in its urban core, much of the infrastructure is in need of repair and replacement. Sewer and water lines, storm drains, streets, sidewalks and lighting are in desperate need of improvement.

**2.16.3 Capacity to Accommodate Growth and Change**

Community and Economic Development Activities in Butte-Silver Bow continue to adapt in light of changing conditions and the availability of internal and external financial and technical resources to address the following needs:

- Affordable housing for workers, seniors, families and special needs populations
- Infrastructure capable of supporting the diversification of the economic base, particularly for the development of primary industrial activity
- The retention an creation of well-paying jobs
- The ongoing reinvestment in the urban cluster
- The preservation of Butte-Silver Bow's cultural resources

To a great extent, local government's economic development programs have relied on the use of Tax Increment Financing (TIF). While TIF is an important tool, its use is time-limited under Montana's Urban Renewal statute. Success, therefore, must be measured in terms of how well the tax base is diversified and stabilized as a result of the reinvestment of property tax dollars in each TIF district. For example, the first of Butte-Silver Bow's TIF districts—the URA--is due to expire in seven years. While the program has been successful, when measured in terms of tax base enhancement, it will be necessary to identify other resources for ongoing revitalization efforts in the Uptown Butte central business district and surrounding neighborhoods.

Overall, the promotion of mixed-use development in the urbanized area, where housing, commercial, manufacturing, educational facilities and open space are developed in close proximity to one another, will be critical. A mixed-use approach can provide the opportunity to mix various types of financial tools and programs in order to achieve overall community and economic development health. For example, Federal Economic Development Administration Funds (EDA) could be used in conjunction with various housing programs to create a fully integrated housing and economic development project.
.
Mixed-use approaches can also provide for ongoing investment from the private sector. People who live and work in vital neighborhoods are more likely to reinvest in these areas. Finally, the isolation of our poorest residents in deteriorating neighborhoods results in poor community health and economic decline. Conversely, economically diverse, mixed use neighborhoods improve the quality of life for citizens, strengthen the tax base and enable the efficient delivery of public services.

## 2.17 Government Support Services

### 2.17.1 Services

- **Land Records Department**[99]

The creation of a Butte-Silver Bow Land Records Department was recommended by the 1994 Local Government Study Commission and approved by the voters in 1996. Its purpose is to serve as a single point of contact for all land related matters. The Land Records Department has a variety of duties and program responsibilities at the local level as follows:

- Provides a first point of contact for the public in resolving land related issues
- Reviews all real property transfers for Tax Law compliance
- Provides copies of ownership maps and deeds to public or government entities
- Maintains and preserves all land records including, but not limited to: deeds, mortgages, liens, plats, certificates of surveys and all city-county maps
- Maintains the GIS (Geographic Information System) property ownership layer for the county, consisting of approximately 31,900 parcels.
- Administers Special Improvement Districts (SIDs) for the entire county
- Facilitates the management of all county owned property, including acquisition, administration, sale and retention
- Supports E-911 and Rural Addressing, maintaining a street centerline database

- **GIS Department**[100]

The Butte-Silver Bow Geographic Information Systems (GIS) Department responds to requests to produce standard and custom GIS maps. Requests for map services are received from County Departments, Superfund related personnel, private industry and various Individuals. The GIS staff performs field work as needed in order to provide the most accurate geographic information.

[99] Information provided by Rob Macioroski and Pat Riordan, Butte-Silver Bow Land Records Department
[100] Information provided by Chris Jauquet, GIS Department

### 2.17.2 Existing Conditions

- **Land Records Department**

The Department is charged with digitizing all land parcel information and associated records within the city-county. These records contain assessment information including ownership, special improvement districts, parcel identifiers, land acreages or dimensions, and other data. Parcel data is maintained and updated in response to new surveys and platted subdivisions and uploaded to the State of Montana and incorporated into the State's Cadastral system and website.

- **GIS Department**

The GIS Dept works under the Planning Dept and carries two permanently assigned GIS professionals and GIS Intern as needed. Equipment includes three works stations using Dell computers and Microsoft Windows operating system. Mapping software is from ESRI, Inc. The staff also utilizes Adobe Illustrator, Photoshop, Community Viz 3D software and Google Earth.

GIS initiated projects vary in size and complexity, and can take a day to a few months to complete. Map production, responding to specific requests, data upkeep, quality control and management are all ongoing and associated tasks are completed on a day to day basis.

### 2.17.3 Capacity to Accommodate Growth and Change

- **Land Records Department**

To date, approximately the Land Records Department, in conjunction with the Planning Department and the E-911 system, has identified 2000 address points in rural areas. As new areas are developed, the Department will continue to update its information. This office will support the sharing of information across departments to address infrastructure needs and to facilitate the associated financing mechanisms to support development and redevelopment within the community.

- **GIS Department**

The GIS Dept is moving into the area of Three Dimensional representation, which will enable the display the world in a more realistic view than Two Dimensional mapping can offer. The GIS Dept is also focusing on improving its Web page and offering information and a variety of products to the public, from maps to the status of the department's ongoing projects.

## 2.18 Animal Control

### 2.18.1 Services Provided

Butte-Silver Bow enforces Butte-Silver Bow's ordinances related to animal control and welfare. Stray, abandoned and surrendered animals (on a case by case basis) are cared for by the Chelsea Bailey Butte-Silver Bow Animal Shelter, a non-profit, county supported facility, located on Centennial Avenue. The shelter facilities are primarily open for adoptions, education and Animal Control pick-ups. Education programs stress the importance of spaying and neutering, proper animal care and the responsibility of

pet ownership. All adopted animals must be spayed or neutered before they go to their new home. All animals are vaccinated immediately upon arrival.[101]

### 2.18.2 Existing Conditions

In 2006, the voters of Butte-Silver Bow approved a Butte-Silver Bow Local Government Study Commission recommendation to create a separate Animal Control Department. The Department is responsible for enforcement of the city-county laws governing animals within its jurisdiction. The Department will work with the Chelsea Bailey Animal Shelter.

### 2.18.3 Capacity to Accommodate Growth and Change

The Animal Control Department will work closely with the Chelsea Bailey Animal Shelter to promote pet spaying and neutering as well and to foster educational programs that reduce the number of loose and poorly cared for animals. Overtime, the best way to address the number of stray animals in Butte-Silver Bow is to provide stronger enforcement of Butte-Silver Bow's ordinances related to animal control and welfare in combination with the promotion of responsible pet ownership.

[101] http://montanapets.org/bas/index.html

# Chapter Four

## Land Use Trends and Changes

# 1.0 Historical Development of Land Uses

## 1.1 Overview

The historical pattern of growth and development in Butte is linked to industrial development in the United States. Development patterns here were similar to industrial cities elsewhere in the country. Gold strikes along Silver Bow Creek, beginning in 1864, drew about 5,000 people to the area. By late 1867, the 180-acre town site had been plotted and there were centers of activity along Main Street with scattered commercial and residential activity along Quartz, Copper, Park and Broadway Streets. The earliest buildings to appear in Butte were generally constructed of wood and were considered temporary. The housing stock was built to serve transient population–primarily single miners—moving from one mining camp to the next. By 1870, most of the population had departed as the surface gold resource was depleted. However, silver discoveries in 1874 revived the camp and the population began to increase. Butte experienced a surge in construction of residences and mixed-use retail buildings to accommodate the arrival of 300 new miners. Generally homes were built in close proximity to the mines, creating a high-density environment where industrial and residential uses were intermingled. This characteristic continues to define the character of the community today.

Butte, Montana was incorporated in 1879 and until 1881, was part of Deer Lodge County, a vast land area that encompassed a large portion of Southwest Montana. In that year, the state Legislature divided many of Montana's counties into smaller jurisdictions and the portion of Deer Lodge County that included Butte became Silver Bow County.

Innumerable small mining camps and railroad communities were also established in Silver Bow County. These included:

- **Rocker.** Named for the "rocker", a cradle like machine used by the early placer miners, Rocker was founded in 1865. Originally the site of placer gold mining, it later developed as the site of the Bluebird Silver Mines. Rocker provided the rail yards for the Butte, Anaconda and Pacific Railroad, which transported copper ores from Butte to the Anaconda smelter, 25 miles to the west.

- **Burlington.** This town was named after the Burlington Mine and was the center of the Independence Mining District. By 1885, it sported a population of 150, most of whom were miners working the claims of the district. Two hotels, three saloons and five lodging houses served the town's population.

- **Nissler**. Originally known as Silver Bow Junction, Nissler was the site of the first gold discovery in 1864. DuPont Powder Company built its plant at Silver Bow Junction to provide dynamite for the mines. In the mid-20th Century, an elemental phosphorous plant was constructed on the site, but was later dismantled.

- **Gregson Hot Springs**. Located 11 miles west of Butte, Gregson was the site of a popular hot springs and resort in the late 1890s and continues to be a popular resort destination known as Fairmont Hot Springs.

- **Divide.** Located 25 miles southwest of Butte on the Big Hole River, Divide is named for its close proximity to the Continental Divide. Founded in 1871, it was a Union Pacific Railroad station and served as the major distribution point and stock shipping point for the Big Hole River. Water from the Big Hole River enters the Butte water system at Divide.

- **Melrose**. This town, situated on the banks of the Big Hole River, south of Divide, was also located along the Union Pacific Railroad. It continues to serve as an agricultural center.

- **Ramsay**. In 1916, the DuPont Powder Company built this community to house workers in its dynamite plant. Ramsay was designated a National Historic District in 1988 because of its classic stock of worker housing dating from the early 20th Century.

- **Walkerville.** By 1876, Butte had become a prosperous silver camp with over 1,000 inhabitants. Marcus Daly arrived that year representing the Walker brothers, entrepreneurs from Salt Lake City. His mission was to inspect the Alice Mine for possible purchase by the brothers. Daly purchased the mine and successfully managed it for the Walkers. Walkerville, which still overlooks the city of Butte is a separately incorporated town and is not part of the consolidated city and county of Butte-Silver Bow.[102] *(Refer to Appendix C for illustration of rural town centers.)*

Dozens of other small mining camps and railroad stops were built in the late 19th and early 20th centuries near Butte. Places like Ahles, Crackerbox, Red Mountain City, Feely, Ivanell, Highview, Lion City, Mount Horeb and Trapper City have now largely been abandoned.[103]

By 1893, copper had replaced silver as the focus of mining, spawning substantial financial investment in the town. As Butte grew from mining camp to bustling community, its buildings began to reflect a greater sense of permanence. A number of two-story residential brick buildings were built between the years 1874-1879 to accommodate single miners, a number of which remain today scattered throughout Uptown Butte's Central Business District. Commercial activity and professional services grew during this period as well. Merchants, who had followed miners from one camp to the next, found a permanent home in Butte and opened shops in 'first floor' spaces of residential structures.

By 1890, Butte's affluence was well marked by construction of a second generation of buildings. New boarding houses such as the Hamilton Block, the Curtis Music Hall, and the Stephens' Block constructed during this period, were more spacious and refined than earlier housing. The establishments prospered as stability and confidence in the copper industry continued to grow.

After a period of decline (1903-1905), renewed confidence in the economy spurred construction of business blocks of a new scale and variety. Small two story brick buildings with iron storefronts were joined by more opulent and monumental structures, many of which housed the offices of physicians, attorneys and other professionals. The Metals Bank Building and the Butte-Silver Bow Courthouse are examples of structures built during this period.

[102] Ultimate Montana.com
[103] 1995 Butte-Silver Bow Growth Policy

Commercial and residential areas in and around the central business district grew rapidly during the early years of the 20th Century, as Butte's now substantial Cornish, Irish, and Chinese populations were joined by a variety of other immigrant groups from all over Europe.[104] By 1910, the population of the city and surrounding suburbs was 56,848 according to the US Census. Butte was a vibrant community of residential, commercial and industrial enterprises.

Although Uptown Butte's boarding houses and upper-story, single-room apartments offered convenient and accessible residences for the mining related workforce, they did not provide long-term housing for families. As Butte's population matured, the need for single family houses grew. Many residents chose to build their homes close to work. These "uptown" neighborhoods consisted of a diverse housing stock. Modest single-family dwellings were interspersed with larger, more expensive homes. Broadway Street, for example, boasts larger homes on the north side and more modest ones on the south side for several blocks. Other residents sought larger tracks of lands to the south on the "flats". Whether on the "hill" or the "flats", the presence of many skilled craftsmen meant that even modest homes were well constructed.

Following World War II, labor-intensive underground mining was severely diminished by the mechanized open-pit method. The Berkeley pit, created in 1955 just to the east of the central business district, eliminated many adjacent residential neighborhoods. This further accelerated the redistribution of people from the urban core to the 'flats'. Throughout the 1950s and 60s the expanding Berkeley Pit engulfed the entire neighborhoods of McQueen, Meaderville and East Butte and began moving west towards Uptown. Using an average figure of eight properties per city block, in these neighborhoods 1,162 buildings (residential, educational, religious and commercial) were lost. Within the Central Business District, 63 buildings were lost in the four square block area bounded by Quartz, Galena, Main and Montana Streets, between 1962 and 1980. Community and corporate changes gained speed in 1971, when copper mining in Chile was nationalized and Anaconda Copper lost its properties there. Buildings that remained were allowed to deteriorate as owners faced uncertainty regarding the future of the Uptown area.

In the meantime, the Berkeley Pit continued to advance toward the eastern edges of the business district. However, when an effort in the mid-1970s to move the Central Business District to a new location failed and copper mining slowed substantially, support began to grow for reinvestment in Uptown. Butte's last operating deep mines were shut down in 1974 and all of Anaconda's holdings were sold to the Atlantic Richfield Company in 1977. In 1983, all mining was suspended in Butte.[105]

The closing of the mines and loss of population, coupled with overall trends in community development spelled continuing decline for the community. In the face of seemingly insurmountable challenges, citizens began working to find a new direction for the city and county. In 1976, the City of Butte and Silver Bow County Joint Local Government Study Commission completed a two year study of local government operations, which recommended consolidation of the city and county. On

[104] Hill, Isabel, Butte, Montana, A Project Report, U.S. Department of the Interior, National Park Service, April, 1981
[105] Johnson, Carrie, Regional Historic Preservation Plan – Anaconda-Butte Heritage Corridor, 1993

November 2nd, 1976, the voters approved a charter for the unification of the city and county with an effective date of May 2nd, 1977. Butte-Silver Bow is currently one of only two consolidated governments in the state. The other is Anaconda-Deer Lodge, adjacent to Butte-Silver Bow. The consolidated form of government, in eliminating duplication, resulted in greater efficiencies and cost savings associated with providing services and infrastructure to the people of the entire county.

The end of copper mining could have ushered in the demise of Butte-Silver Bow. Instead, new socioeconomic data points to a healthier economy, one characterized by a more diverse industrial mix, increasing household income and more jobs. In 1986, the idle mining operations were re-opened by Missoula, Montana based entrepreneur, Dennis Washington. His company, Montana Resources, continues to mine copper and other metals in Butte and employs approximately 300 people. But mining now plays a significantly diminished role in the local economy. Growth in the healthcare, technology and service industries and the expansion of Montana Tech's programs have all contributed to the stabilization of Butte-Silver Bow's economy.

**1.2 Efforts to Preserve Cultural History**

Establishment of the 1962 National Historic Landmark District and the subsequent expansion of the District to include Butte and the neighboring community of Anaconda has been instrumental in restoring many of the area's historically significant buildings and stabilizing others for future development. In 2007, following the expansion of Butte's National Historic Landmark District, Butte-Silver Bow adopted a comprehensive historic preservation ordinance. The ordinance contains four primary provisions as follows:

- **The Establishment of a Butte-Silver Bow Local Register of Historic Places.** Listing of a property on the Butte-Silver Bow Local Register of Historic Places may occur in one of two ways:
  - An owner of a property in Butte-Silver Bow that is listed on the National Register of Historic Places contributes to a historic district that is listed on the National Register of Historic Places, or is eligible for listing on the National Register of Historic Places may choose to list that property on the Butte-Silver Bow Local Register of Historic Places.
  - If a property owner is the recipient of local funding including any local tax abatements for the rehabilitation of a property that is listed on the National Register of Historic Places, contributes to a historic district that is listed on the National Register of Historic Places or is eligible for listing on the National Register of Historic Places, then that property must be placed on the Butte-Silver Bow Local Register of Historic Places.

Listing on the Local Register will be recorded as part of the deed to the property. The provision that establishes the Local Register includes:

- Procedures for creating the Butte-Silver Bow Local Register for Historic Places
- Criteria for listing properties on the Local Register
- The process by which a property is listed on the Local Register
- An appeals process by which properties may be "de-listed" by subsequent owners
- A design review requirement for modifications of properties listed on the Local Register

Properties listed on the Local Register are eligible for property tax abatement for rehabilitation activities.

- **Expanded Demolition Review Authority**. Demolition permit review is extended to include all Butte-Silver Bow properties that are listed on the National Register of Historic Places, contribute to a historic district that is listed on the National Register of Historic Places, are eligible for listing on the National Register of Historic Places, and/or are listed on the Butte-Silver Bow Local Register of Historic Places.

- **Demolition by Neglect Provision**. Properties that are listed on the National Register of Historic Places, contribute to a historic district that is listed on the National Register of Historic Places, are eligible for listing on the National Register of Historic Places, and/or are listed on the Butte-Silver Bow Local Register of Historic Places are protected from "demolition by neglect". Owners of these properties are subject to penalty if their negligence results in the deterioration of an historic property.

- **Design Standards.** Properties listed on the Local Register including those properties that receive local funds for rehabilitation projects will be subject to a design review process that will make use of design standards prepared under the guidance of the Butte-Silver Historic Preservation Commission. Any owner of an historic property may voluntarily make use of the design standards. These standards will address the variety of architectural and neighborhood styles extant in Butte as well as all types of property uses – residential, commercial and industrial.

Property owners subject to the provisions of this ordinance will be provided with Certificates of Appropriateness for compliance. Specifically, Certificates of Appropriateness will be awarded for the following actions:

- Demolitions approved by the Historic Preservation Commission
- Listings of properties on the Local Register
- Modifications to historic properties that are in compliance with the Design Standards and are approved by the Historic Preservation Commission

**1.3 Community Clean-up and Reclamation Efforts**

Another major development in Butte and the surrounding area, particularly over the past two decades, has been the substantial efforts towards environmental cleanup and the reclamation of mining properties. Reversing a trend of environmental damage and adverse impacts to air, water and soil, left behind in the wake of a century of mining in the Butte-Silver Bow area, has been a main objective in terms of both community and economic development.

The challenge has been enormous. As described in a remedial investigation report by the Environmental Protection Agency (circa late 1980's), Butte had suffered considerable environmental impacts:

*"More than 100 years of mining resulted in the development of over 500 underground mines (with roughly 3,000 miles of underground workings) and 4 open pit mines including the Berkeley Pit with its ancillary tailings ponds, waste dumps, and acid leach pads. Operation of silver mills and copper and zinc concentrators/ smelter in Butte resulted in the production of a variety of mill and smelter wastes including particulates (aerial emissions) and tailings. The long period of mining in Butte left the landscape littered with un-vegetated or sparsely vegetated mine wastes, often containing hazardous concentrations of metals and arsenic. These wastes represent significant sources of environmental contamination to Silver Bow Creek and posed human health and environmental risks.*

*Ground water, surface water and soils are contaminated with arsenic and other heavy metals, including copper, zinc, cadmium and lead. Silver Bow Creek and the Clark Fork River contain metals from the cities of Butte to Milltown (near Missoula). The tailings, dispersed along the creek and river, severely limit aquatic life forms and have caused fish kills in the river. Potential health threats include direct contact with and ingestion of contaminated soil, surface water, ground water or inhaling contaminated air."*

The vast and serious nature of the environmental problems prompted the federal government (in 1983, through the U.S. EPA) to place major portions of the urban area of Butte and the Silver Bow Creek watershed on the National Priority List of cleanup sites. The listing (which was part of a "mega-site" called the Upper Clark Fork River Superfund Site) and subsequent cleanup efforts to protect human health and the environment in Butte-Silver Bow were authorized and have been implemented under the federal Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA), also known as the Superfund Program. In addition, the United States Office of Surface Mining and the Montana Abandoned Mine Bureau carried out extensive mine shaft closures and reclamation activities from the mid 1980s to 1991.[106]

When all cleanup activities are complete, almost $1 billion will ultimately be spent on the Upper Clark Fork River Mega-Superfund site, with nearly one-third of that amount expended on the Butte Hill and in the Silver Bow Creek drainage, a 26-mile corridor from Butte, past Anaconda to the Warm Springs Ponds.

Most visible is the extensive reclamation has been completed on the Butte Hill. As recently as 1995, the Hill was littered with abandoned mine tailings piles, barren landscapes and seriously eroding drainage gullies. It was said that every time it rained hard in Butte, the storm water running over the barren mine wastes and flowing down to Silver Bow Creek would turn the entire watershed toxic. Today, tremendous progress has been made, with new drainage channels and detention basins to keep metals and other contaminants from reaching the creek, and all mining sites covered with topsoil and revegetated to eliminate exposure to hazardous metals left behind from the mining activity.

A major example is the Missoula Gulch drainage, the main storm water artery coming off the Hill. It is now confined within a concrete storm channel that takes the storm water to holding ponds, which allow detention time to drop out metals and allow clean water to proceed to the creek. In addition, the

[106] Cornish, Janet, Regional Historic Preservation Plan – Anaconda-Butte Heritage Corridor, 1993

hillsides above and forming Missoula Gulch have been reclaimed. Likewise, many of the other historical drainages on the upper Butte Hill have been channelized with concrete or rock, and storm water runoff is being managed to protect the quality of Silver Bow Creek. The appearance of the upper Butte Hill has undergone a significant transformation since the Growth Policy was updated in 1995.

The Berkeley Pit is another part of the environmental management program in Butte. In 1982, when the mining operations were terminated, pumps that had been used to keep the Pit dry were turned off. Immediately the Berkeley Pit began to fill with water, creating a toxic stew now comprised of more than 35 billion gallons. An environmental nightmare, of sorts, the scientists concluded that the best solution was to use the Pit as a sink, allowing surface and ground water to flow back to natural levels, but not allow the water to exceed a certain level, at which time it would contaminate nearby alluvial aquifer and Silver Bow Creek. Site management also includes permanent diversion of surface inflow away from the Pit, the construction (and eventual operation) of a water treatment facility once the critical water level is reached, and an extensive compliance monitoring program.

Cleaning up Silver Bow Creek has also been a major challenge, and with that project nearly completed (slated for 2012), another transformation will be accomplished. Once the virtual sewer ditch for mining activities in Butte, Silver Bow Creek has essentially been completely re-built, with the overall objective to support a native fishery. More that $100 million has been spent on the reclamation effort. In 2008, small populations of trout have been identified in the creek, a positive sign that the reclamation of the creek is succeeding.

***(Refer to Appendix D for illustration of operable units.)***

## 2.0 EXISTING LAND USE TRENDS

Approximately 90 percent of the land within the jurisdictional area of Butte-Silver Bow is utilized for typical rural land uses. The majority of this land is classified as grazing, timber, wildlife management, recreation, cropland or other U. S. Forest uses. Of the 90 percent, approximately 56 percent of the land is retained under State or Federal ownership. While State and Federal lands are generally considered to be exempt from local planning, these land areas have been included in the Growth Policy due to their influence on surrounding land uses and to provide a plan that addresses the entire jurisdictional area. The remaining 10 percent of the land uses within the county are classified as residential, suburban residential, commercial and industrial.

The existing zoning boundaries incorporate nearly 98 percent of the land within the Urban Area. Table II-1 summarizes the existing zoning designations and the associated acreage within the zoned areas of Butte-Silver Bow. The table also summarizes the amount of vacant land in each zone. It is important to note that existing zoning patterns and land use patterns are not always in concert. Many existing land

uses were developed prior to the application of the current zoning ordinance under the consolidated City/County Government and reflect historic development patterns and attitudes.

As the following table indicates, the Butte Urban Area has hundreds, and in some cases, thousands of vacant acres of land. However, 8,180 acres of vacant residential land is within the "suburban residential" area, and these lands do not have public sewer and water. As such, development is currently on one acre or larger parcels to support on-site wells and septic systems. The lack of public infrastructure has precluded these lands from being developed to accommodate higher density tracks. Unless the development climate substantially improves, the financial incentives for private developers to extend public water and sewer to these areas are limited. Nonetheless, this vacant "residential" ground is a vital component in the overriding goal of the Growth Policy to promote infill development. Consequently, the extension of public water and sewer to these lands may require a cooperative effort between the local government and private developers.

**Table 4-1**
**Zoning Classification Acreage**

| Zoning Classification | Total Acreage | Total Vacant Land Acreage |
|---|---|---|
| Residential | 5,960 | 1,606 |
| Suburban Residential | 32,079 | 8,180 |
| Commercial | 2,054 | 496 |
| Industrial | 3,362 | 790 |

*Source: 2008, BSB Geographic Information System*

## 3.0 2008 GROWTH POLICY LAND USES

### 3.1 Introduction

The Butte-Silver Bow Growth Policy recognizes that substantial differences exist throughout the county in the intensity of land uses and/or development patterns. These land uses range from large tracts of National Forest lands that have very limited or restricted activities, to the built-up urban environment of the former city of Butte.

Nearly 90 percent of the county population currently resides in the Butte urban area. An adequate supply of vacant land area and the availability of public services and infrastructure contribute to goal of encouraging growth within the urban area. However, growth is not static and individual choices as to living environs cannot be accurately predicted. Therefore, the Policy has provided a land use system capable of accommodating a wide spectrum of development opportunities, while maintaining conservation of land used for agriculture, timber, wildlife habitat and other natural resources.

Most of the rural centers, and some areas within the rural districts, provide limited public services and infrastructure, i.e. public water and sanitary sewer systems and paved roads. In these instances, the Growth Policy encourages development at greater densities. The Policy recognizes that in areas where no infrastructure or public services exist or can be readily provided, less intensive development patterns are necessary.

The geographic distribution of growth, as provided in the Growth Policy, orients a greater population density in and around the urban area, Rural Centers, and certain rural areas by recognizing smaller lot sizes for residential development. The intent is to provide rural living opportunities in a pattern that minimizes inherent conflicts with agricultural, timber and other resource oriented operations, while recognizing the constraints of providing public services.

In addition to geographic distribution, the Growth Policy addresses the timing of growth, which has two aspects. The first aspect is concerned with the monitoring of growth over time to ensure that the land supply inventory keeps pace with the rate of growth. Another equally important aspect is concerned with the relationship of growth to public services and the ability to provide the necessary infrastructure. This relationship means that growth should be consistent with the provision of services and that the level of services provided will be commensurate with the long-range, as well as, short-range growth potential.

It is important to note that objective of "growth accommodation through distribution and timing" is to: (1) preserve the quality of life and (2) promote cost effective services. This is a major theme instilled throughout the Policy. Growth accommodation may appear to be growth limiting; however, this perception results from the fact that certain permitted uses may not be in accord with the expectations of property owners, juxtaposed against the belief that "the constitution guarantees every person the right to do whatever he wants with his land." The Policy does not limit, but accommodates growth by balancing private interests and the general health, safety, and welfare of all persons within the county. In identifying land use designations for this Growth Policy, an attempt was made to adhere to sound public policies that enable efficient management of growth while preserving the character and quality of life in Butte-Silver Bow. In doing so, critical criteria that should be addressed in identifying future land uses for the county have been defined. The criteria include, but are not limited to:

- the relationship of development to infrastructure placement and proximity
- the ability to provide public services in a cost effective manner
- land use design that fosters energy conservation the protection of agricultural and other open lands that define the character and culture of the rural areas of Butte-Silver Bow
- the protection of wetlands, riparian and floodplain areas
- the relationship of development to Butte-Silver Bow's unique and nationally significant cultural, environmental and economic heritage

Designated land uses set forth in this Growth Policy and identified on the Land Use Map (*Refer to Appendix E)* are based on these criteria and on land use policies (*listed below*) that, in turn, support our vision for Butte-Silver Bow's future. Many of the specific changes to land use designations established

in the 1996 Butte-Silver Bow Comprehensive Plan are minor and have been made in order to more accurately reflect how development has occurred over the past 12 years. Certainly, economic, cultural and demographic changes in the community and in the region have shaped how and where people have chosen to live, work and recreate.

A critical change to this update is the elimination of the Rural District 1 (RD 1) land use designation. The RD 1 district required a minimum of one-acre parcels for residential development. The elimination of the RD 1 district is due to the increasingly stringent ground water protection and non-degradation standards, as the increasingly stringent standards have for the most part made it impractical to locate a septic system with a private well on one-acre parcels in most parts of Silver Bow County. Consequently, the updated Policy will not a growth pattern and density based on a state regulation, but will promote growth patterns and density based on the feasible extension of public services or the ability of the individual parcel to support a septic system and well. As a consequence, the lands within the former RD 1 district may be developed under several different densities.

In addition, specific land use boundary adjustments have been made also administrative changes to the land use definitions have been made for clarifying purposes. Most notably, the "institutional/open space" land use classification has been divided into two new categories: open space and cultural (schools and attached open spaces, cemeteries, and mine yards and associated historic features).

### 3.2 New Land Use Policies (2008)

#### 3.2.1 General Land Use Delineations

Historically, lands in Butte-Silver Bow have been divided into two general categories--urban corridor and rural. More recently, however, the community's population has begun to shift to areas around the periphery of the corridor. Within this peripheral area, the built environment is becoming more dense, but without the necessary supporting sewer and water infrastructure. Growth in these areas is encouraged where the *critical criteria* noted above can be met. At the same time, it is important to preserve the county's rural landscape which is characterized by large open spaces that support ranching, facilitate wildlife movement, protect habitat and provide recreational opportunities. To this end, nine (9) major land use categories or districts have been identified for projecting future development patterns.

#### 3.2.2 Land Use Designations

The land use map identifies nine (9) land-specific 'use designations' which are generally taken from the 1996 Master Plan. As noted above, one critical change to this update is the elimination of the Rural District 1 (RD 1) classification. Previous to this update, the Growth Policy included an RD 1 land use designation that required a minimum of one acre for development. However, given the increasingly stringent ground water protection and non-degradation standards, it has become impractical to locate a septic system with a private well on one-acre parcels in most parts of Silver Bow County. Thus, the lands formerly designated as RD 1 are now designated based on their proximity to public services and/or lack there-of. Future growth density, i.e. greater density versus lower density, has been established accordingly. As noted above, the "institution/open space" designation has been divided

into two land use types—'open space' and 'institutions'. Accordingly, the nine land use designations for this Growth Policy include:

- Residential
- Commercial
- Industrial
- Institutions
- Open Space
- Rural District 3
- Rural District 10
- Rural District 40
- Rural Centers

A summary of the total area of each land use district at the countywide level is found in Table 4-2 and brief descriptions of the primary purpose of these land use categories are contained in Table 4-3 below.

**Table 4-2**
**Countywide Land Use Acreage**

| Land Use | Total Acreage | Total Acreage of Vacant Land |
|---|---|---|
| Residential | 26,838 | 4,139 |
| Commercial | 4,912 | 1,651 |
| Industrial | 10,086 | 7,570 |
| Institutions | 637 | |
| Public Open Space | 289,258 | |
| Rural District 3 | 648 | |
| Rural District 10 | 29,796 | |
| Rural District 40 | 97,186 | |
| Rural Center | 637 | 295 |
| **Total** | **459,998** | **13,655** |

*Source 2008, BSB Geographic Information System*

**Table 4-3**
**General Land Use Categories & Purposes**

| Category | Purpose |
|---|---|
| Residential | Residential use is the predominant land use shown on the Growth Policy map. It accommodates a variety of housing types and development intensities, although the dominant residential land use is anticipated to be the single-family residence. |
| Commercial | This land use designation encompasses a range in intensity of commercial land uses. Uses range from the neighborhood shopping center providing convenience goods to the immediate residential neighborhood to the Uptown Central Business District that serves as a regional market place and government center. |
| Industrial | This designation encompasses a range in intensity of industrial land uses from light industrial to heavy industrial. Industrial uses are separated primarily on the basis of the intensity of activities associated with each use, i.e. the level of objectionable features such as noise, odor, dust, vibration, degree of associated hazards and the amount of outdoor activities associated with the industrial operation. |
| Institutions | The institution designation has been utilized to identify schools, colleges and cemeteries. |
| Public Open Space | This designation encompasses land that is publicly owned including developed parks, trails, recreational facilities like Copper Peaks, or natural undeveloped open space. The expanded open space designation provides protection of areas that directly impact residents' quality of life, from providing protection of Butte-Silver Bow's water supply to promoting and protecting green space for recreational opportunities. The expanded open space designation also provides protection of lands that are not suitable for development. |
| RD 101 and U 101 Greenway Corridor Overlay | These two land use designations establish Greenway Corridors along the county's primary waterways; Silver Bow Creek and the Big Hole River. The RD 101 designation was developed to promote the protection of the County's two main waterways. For example, the Big Hole River provides 60% of the County's drinking water; protecting the water quality of the Big Hole is important for sustainable growth in the County. Silver Bow Creek has been reclaimed through Superfund and protecting the creek and its floodplain from adverse impacts is vital to maintaining the reclaimed floodplain. The U 101 designation, as an overlay, also promotes the protection of the riparian and floodplain areas of our smaller creeks and streams. All other purposes are defined by the underlying land use designation. |
| Rural District 3 (RD3) | This is a land use district offering a suburban living environment with few, if any urban services. Rural District 3 encourages residential development with a density of 1 dwelling unit per 3-acre (minimum) parcels. Commercial activities include highway related or tourist oriented commercial uses and convenience stores serving the surrounding rural areas. Light industrial and recreational uses may be permitted subject to review of site location, impacts on surrounding property and availability of services. Agriculture is recognized as an interim use until further development occurs. |
| Rural District 10 (RD10) | This is a land use district offering a semi-rural living environment with no urban services. The designation encourages residential development in a rural setting with a density of 1 dwelling unit per 10 acres (minimum) and encourages limited agricultural related uses. It encourages outdoor or seasonal recreational and related commercial uses requiring large land areas. Industrial uses having a special need to locate in this semi-rural area may be permitted subject to review of impacts on surrounding uses and properties. |
| Rural District 40 (RD40) | This is a land use district with a rural living environment that supports agricultural, mining and timber operations and related activities. It emphasizes protection of wildlife resources, open space, watersheds, grazing lands and conservation of soil and water resources. It recognizes residential development related to agricultural, mining or timber operations and permits other rural residential development on home sites at a density of 1 dwelling unit per 40 acres (minimum). It encourages outdoor recreational activities including ancillary commercial uses and on-site resource-oriented industrial uses including mining and timber operations. In order to provide flexibility and allow creativity in subdivision design, Planned Unit Developments are encouraged which are located in areas suitable for development and use cluster development concepts that protect open space, promote the protection and/or inclusion of natural features in the design of a subdivision, allow the continued use of the property for agriculture, and provides for the most economical provision of utilities and other services. |
| Rural Center | This is a land use district with a limited range of urban services in the living environment. The designation encourages a more restrictive range of urban activities including residential, commercial, and light industrial uses commensurate with the ability to provide necessary services. Institutional, recreational, and light industrial uses are permitted, subject to review for impacts on adjacent properties. Site-specific locations for different land use designations have not been identified within this district. |

**3.2.2.1 Residential Land Use**

As stated previously, residential land use designations are the predominant land use ty3pe shown on the Growth Policy Map. Although the Policy recognizes a variety of housing types and development intensities, the dominant land use is expected to be the single-family residence. The Residential land use designation is generally designed to accommodate low-density residential developments.

The development of Uptown Butte's residential neighborhoods took place in an environment of limited land and the necessity for mine workers to live close to their work. Consequently, Historic Landmark District lot sizes were smaller than what would typically be found in other Montana communities and this resulted in the development of high-density neighborhoods. While the majority of these smaller parcels have either been developed or consolidated with other parcels, there are a substantial number of vacant or underdeveloped lots scattered throughout the Uptown area.

One of the objectives of the Growth Policy is to encourage the round-out/in-fill of developed or partially developed areas. It is the intent of the Growth Policy to conserve resources by utilizing existing services and infrastructure and/or the extension of infrastructure. Consequently, it is the intent of the Growth Policy to encourage development of existing legal nonconforming lots within developed neighborhoods, especially in the Uptown area. While precautions should be considered when dealing with small, nonconforming lots to avoid overcrowding, protect surrounding land values, and the overall health, safety and general welfare of the community, the historic density of a neighborhood must be taken into consideration to preserve the historical character of individual blocks. It is not the intent of the Growth Policy to encourage the creation of new, small residential lots, unless such developments are approved through the Planned Unit Development process.

In some instances, schools, churches, nursing homes, day care facilities and similar institutional uses may desire to locate in residential areas. The Growth Policy does not encourage more intensive types of land uses within residential areas, but recognizes these related activities that are similar in character or have a direct functional relationship to the residential district.

These uses are subject to a special review process required in the Butte-Silver Bow Zoning Ordinance to ensure that adequate design and development criteria are incorporated so as to protect surrounding residential developments from undue detrimental impacts.

The Zoning Ordinance provides the process to address these institutional uses within residential areas. However, the provisions in the Zoning Ordinance are so broad as to include airports, coliseums, sewer treatment plants and other uses or activities that are not compatible with residential development.

The following policies shall be used as guidelines in determining the types, intensity and/or minimum requirements for development within the residential land use areas.

1. Primary uses intended in the residential land use category should be single-family residential developments.

2. Multi-family residential developments shall be encouraged to serve as buffers between single-family development and more intensive land use developments. Multi-family residential developments are encouraged to locate near existing public infrastructure, i.e. water and sanitary sewer, and adjacent to streets that are considered adequate to accommodate high-density development. The density of multi-family developments shall be commensurate with the specific zoning assignment.

3. Parks, schools (excluding colleges or universities), churches, nursing homes, day care facilities and similar institutional uses having a direct relationship, character or function serving the residential neighborhood may be permitted subject to special consideration and approval of the local government. Other uses will be discouraged from locating within the residential land use area.

4. In order to promote conservation and take advantage of existing public services and infrastructure, vacant and/or underdeveloped properties in residential areas shall be encouraged for residential development, including small or nonconforming parcels, providing that development does not promote overcrowding or otherwise adversely impact surrounding properties.

5. Planned Unit Developments, cluster subdivisions, townhouses, condominiums or other innovative residential development techniques providing greater flexibility in design than conventional single lot development shall be encouraged and may be permitted subject to the review and approval of the local government. Mixed land use developments containing residential and limited commercial uses are encouraged subject to findings by the local government that the development will not adversely impact surrounding development and/or property values.

6. Existing residential uses located within the Historic Landmark District shall be encouraged to be retained as residential uses. The Growth Policy promotes the use of design guidelines for new residential and commercial development in the Historic Landmark District to ensure that that new development is of similar building form and architectural features, with historical setbacks, and density patterns as the surrounding uses. The Growth Policy also recognizes the historical use of the upper stories of Historic Landmark District "Uptown Butte" commercial buildings for residential use and therefore this Growth Policy promotes the reuse of the upper stories of commercial buildings for residential use. The reuse of the upper stories will help accommodate future population growth within the community by encouraging growth in an area already served by public utilities, i.e. water, sanitary and storm sewers, and paved streets. In addition, the Uptown Butte area was historically a high-density residential area and the public infrastructure is still there to accommodate high-density residential growth in the future. Uptown Butte is also an employment center for the community and the development of the upper stories of commercial buildings would allow workers to live close to their place of employment, thus reducing their dependence on the automobile. The development of the upper stories of Uptown Butte commercial buildings will also provide workers and/or customers for Uptown Butte businesses, thus promoting a 24-hour use of the Uptown area.

7. New land divisions for residential purposes in the designated "Residential" land use areas must meet development standards, as defined by the Butte-Silver Bow Zoning Ordinance, to ensure the provision of streets, water, sewer, drainage and other urban services.

8. New land divisions for residential purposes in the designated "Residential" land use area should be designed to accommodate the extension of public service where economically and physically feasible through the design of streets and/or blocks that allow for the looping of public utilities.

9. New residential developments in the designated "Residential" land use areas, including subdivision patterns, should be designed with provisions for solar access and other energy conservation practices in mind.

10. In those areas of the County that the Zoning Ordinance currently requires one acre per dwelling unit, future density will be based on one of two factors: (1) ability to cost effectively extend public infrastructure to the land, in which higher density, i.e. less than 1 acre per parcel, will be encouraged or (2) ability of the land to accommodate on-site wells and septic systems in which case a lower density, i.e. greater than 1 acre will be necessary.

Table 4-4 contains policies, which shall be used as guidelines in determining the type, intensity and minimum requirements for residential developments.

**Table 4-4**
**Residential Land Use Classifications/Policies/Guidelines**

| Residential Land Use | *Area/Size* | Primary Function | Recommended Location |
|---|---|---|---|
| **One-Family Residence** | Minimum 6,000 square feet | Intended primarily for the use of single-family residences | Within residential neighborhoods |
| **Two-Family Residence** | Minimum 7,500 square feet | Intended primarily to accommodate two-family residences | Primarily areas with low to sparse residential development. |
| **Multi-Family Residence** | Minimum 6,000 square feet plus 1,500 square feet per unit up to 8 units. Greater than 8 units an additional 400 square feet per unit over 8. | Intended primarily to accommodate three or more residences. | Areas in which the complexes would provide a buffer between one-family residential neighborhoods and non-residential use or along arterial streets within a residential areas |
| **Mobile Home** | Minimum 6,000 square feet | An area that provides for the provision of mobile homes | Areas that allow older single-wide mobile homes and mobile home courts without changing the character of the neighborhood |
| **One-Family or Mobile Home Suburban Residence** | Size of the property will be determine by availability of services or the ability of the land to support on-site septic and well | Provide for transitional area between higher density urban areas and large sparsely settled rural areas | Generally suburban residences are found on the fringe of urban corridors or rural centers. |

**3.2.2.2 Commercial Land Use**

The commercial uses described in the Growth Policy range in intensity from the neighborhood retail business providing convenience goods to the immediate residential neighborhood to the Central Business District that serves as a regional marketplace.

While the commercial land use represents only a small percentage of total land area, it is particularly important to the planning process due to the dominant impacts such activities have on the physical design and function of the community.

In the past decade since the last Growth Policy was completed, substantial changes in commercial activities and where they locate have continued to occur. Similar to the redistribution of the population, commercial land uses have also experienced decentralization from the "Uptown" area. Commercial uses are now decentralizing from that portion of Harrison Avenue located within one mile of the interstate. The trend is for commercial land uses to locate further south and west of Harrison Avenue. In addition there has been considerable development on Farrell Street, south of the Berkeley Pit and the Concentrator, and Continental Drive west of active mining area. East Park Street has witnessed a resurgence of construction, the majority of which has been commercial. Another area that has witnessed development is the intersection of Continental Drive and Mt. Highland Drive.

These changes have been the result of a variety of factors such as:

1. Perceived lack of affordable land adjacent to Harrison Avenue
2. Continued residential development to the south and east, and
3. New emphasis on commercial activities serving the tourist industry, which requires location in closer proximity to major transportation links.

Historically, development patterns and marketing demands placed a premium on commercial activities in the "Uptown" central business district. Historically, it was necessary for commercial and residential development to be located as close to each other as possible due to the topography of Uptown Butte and the limited transportation options of the early 1900's. The result was that Uptown Butte became the hub for financial institutions, government offices, major retail services, professional business offices, and other businesses supporting commercial activities. This trend continued until the mines were shut down in the late 1970's and 1980's.

The area of Butte known as the "Flats" was also undergoing its own development of residential neighborhoods, and these neighborhoods were developed at a lower density than those found in the Historic Landmark District. The shift in the population center to the Flats resulted in the development of the Harrison Avenue commercial corridor, and as neighbors moved farther south in the Butte valley commercial development on Harrison Avenue moved south. The lower densities of new residential development and the growing dependence of residents on the automobile promoted the development of commercial businesses adjacent to major thoroughfares and within easy access of the interstate interchanges. This type of commercial development provided quick and easy access for residents to those businesses.

The Growth Policy recognizes this transition in the location of commercial land uses and the associated impacts to the physical design and function of the community. While the Growth Policy recognizes that Uptown Butte is slowly being transformed from a regional retail center to an employment center. The emergence of office building construction along E. Park Street is a reflection of the shift from Uptown Butte being a regional retail service area to an employment area, generally supported by professional business offices. Trends or changes in activities in Uptown Butte are monitored by the Urban Revitalization Agency and are included in that agency's annual report.

The Growth Policy also recognizes the historical use of the upper stories of "Uptown" commercial buildings for residential use. The Growth Policy promotes the reuse of the upper stories of commercial buildings for residential use, as the reuse of the upper stories will help accommodate future population growth by encouraging growth in an area already served by public utilities and good streets. An added benefit is that this higher density development will provide workers and/or customers for Uptown Butte businesses.

Typically, commercial land use needs to meet the shopping, office and other business requirements of an urban community range between 10 and 15 acres per 1,000 residents. However, where special circumstances exist, such as an urban area serving as a regional center for transportation, governmental or retail functions for a larger market area, the commercial land use needs may be increased.

The Growth Policy projects a total of 4,912 acres of commercial land use or approximately 49 acres per 1,000 residents based on an estimated population of 34,688. This substantial inventory of commercial land use as shown in the Growth Policy was established based on the following:

1. The Butte-Silver Bow area serves as a regional transportation center serving a major market area covering much of southwestern Montana.

2. Butte-Silver Bow serves as a center for county, state and federal governmental functions, including regional facilities for the BLM and the Forest Service.

3. The Growth Policy is designed to encourage economic development by providing land areas sufficient to accommodate new business growth opportunities to serve as the catalyst for a more stable population.

4. Mixed land uses based on historic development patterns of commercial and high density residential and the desire of the community to preserve these historic features adds to the commercial land use inventory.

5. In addition to providing sufficient land inventories to ensure convenient shopping facilities and business services to existing and future residents, the Growth Policy identifies commercial land areas to promote regional retail functions and tourist oriented services.

6. The Growth Policy recognizes and encourages development criteria such as off-street parking, building setbacks and other design features that will promote the health, safety and general welfare and, therefore, require additional land areas to accommodate these requirements.

The justifications cited above have resulted in a higher ratio of commercial land area per 1,000 residents than found in many urban communities. Table 4-5 contains policies, which shall be used as guidelines in determining the type, intensity and minimum requirements for commercial developments.

**Table 4-5**
**Commercial Land Use Classifications/Policies/Guidelines**

| Commercial Land Use | Service Area/Size | Service Function | Recommended Location | Unique Features |
|---|---|---|---|---|
| **Neighborhood Commercial** | ½ mile<br>1-3 acres | Provide convenient goods and services for the daily needs of the immediate residential neighborhood | Within residential neighborhoods, at the intersection of urban collector streets or two residential collector streets | Should include a convenience store as its' primary anchor. |
| **Community Commercial** | Region<br>20-35 acres | Provides a full range of goods and services on a regional basis. | Typically located along major thoroughfares or urban linkage or in concentrated nodes near the interchange of the interstate system and major thoroughfares. | **Four Principal Groups:**<br>▪ *Heavy Commercial* - New and used auto/truck/RV sales and service, auto parts, hardware stores and similar uses requiring limited outdoor storage or display.<br>▪ *Highway Related Commercial* – Transient oriented uses such as eating, sleeping, fuel and minor auto repair facilities.<br>▪ *Commercial Recreation* - Such uses as theaters, bowling alleys, stadiums and similar activities.<br>▪ *Office Districts* - Medical and dental offices and/or clinics, engineering, architecture, law and other professional offices. |
| Central Commercial | Region | Serves as the commercial center for government functions, financial institutions, professional services, high density residential development and other ancillary business functions | Central Business District | The CBD serves tourist-oriented retail, with an emphasis on historic preservation and historic rehabilitation of commercial structures of historic significance. Because of its central location, the CBD is encouraged to function as the cultural center of the planning area. |

**3.2.2.3 Industrial Land Use**

It is the intent of this Growth Policy to promote the reuse of land formally associated with mining to uses more compatible with surrounding land uses that include commercial and residential. It also the intent of this Growth Policy to include the areas of active mining operations within the industrial designation of this Growth Policy and to eventually zone active mining land. For example, the amount land required to support active mining in Butte has greatly decreased since underground mining was terminated. Large portions of Uptown Butte included ancillary businesses, many of them industrial, which were necessary to keep the mines operating. In comparison, open pit mining requires very few ancillary businesses. Consequently, former industrial land has slowly become available for new development. One area that has lost much of its industrial development is the area north of Front Street and south of Mercury Street, in the general vicinity of the Belmont Senior Center. Historically, this area had supported mining operations, railroads, and ancillary mining industries and was therefore designated as industrial. The loss of these industries is providing an opportunity to redevelop this area with non-industrial uses, as it has been determined that new industrial growth in this area is not compatible with adjacent land uses. This area has already witnessed new, non-industrial development, including the Maroon Activity Center and the Skate Park. In addition, the land immediately north of Mercury Street has witnessed resurgence in development, including the CCCS and WET office buildings and a new credit union. Therefore, this area has been designated as commercial in this Growth Policy. In addition, these lands may provide opportunities for mixed-use developments that include commercial and residential uses.

The designation of active mining land as industrial will allow our community to be actively involved in any future expansion of mining operations. This change reflects the community's acknowledgment that mining has had, and continues to have a profound impact, on our community's living environment. It is also an acknowledgment that mining has a limited life span and the future use of the land must be considered prior to the mine closing. Therefore, mining must be included in our community's future land use plan.

In regards to other industrial land uses, they are primarily located within the community on the basis of the intensity of the industrial use, i.e. level of objectionable features such as noise, odor, dust, vibration, degree of associated hazards and the amount of outdoor activities associated with the industrial operation. Heavy industrial uses that have objectionable features are generally located further away from residential developments. Lighter industrial uses can be located closer to residential neighborhoods; however, single-family neighborhoods are usually buffered from these industrial uses by commercial or multi-family development.

It was noted in 1995 that there was nowhere in the County where industries that required large tracts of land, easy access to the interstates and railroads, large tracts of land located away from residential development was available**.** Consequently, the Rural Industrial designation was developed for inclusion in the 1995 Growth Policy. The purpose was to encourage economic development, particularly heavy or transportation-oriented industry in area that provided large tracts of land and rail and/or interstate access. In addition, some heavy industrial activities may utilize or store hazardous materials, produce by-

products or final products that are determined to be potentially hazardous so as to jeopardize life and/or property and therefore need to be located away from other land uses, especially residential.

A review of the land uses within the County resulted in the land south and west of the interchange of I-90 and I-15 being determined to be the best location for a rural industrial designation. Subsequently, this area has witnessed several new industrial developments and continues to provide land for heavy industrial development. The major existing land use in this category is the REC plant. Other uses are the Butte-Silver Bow sewer sludge infection facility, the Union Pacific switching yard, the Butte Stockyards, Seacast and the Port of Montana. The area is served by two railroad lines, I-90 and I-15, and paved roads. However, the Rural Industrial designation established in 1995 has been eliminated and this area will be included within the Industrial land use designation for this Growth Policy.

The Growth Policy includes approximately 7,570 acres for all types of industrial development. The Industrial Land Use designation comprises a variety industrial uses that are subdivided into three categories: "mineral extraction," "rural," and "urban".

"Mineral extraction" lands are primarily those areas that State and Federal agencies have recognized and licensed for the exploration, recovery and/or preliminary processing of hydrocarbons and precious or semi-precious metals and minerals. Some mining activities are recognized as valid within other land use categories, such as Rural District 40. The location, scale, and life expectancy of these future mining activities is unknown; therefore these sites have not been designated within the Industrial Land Use designation.

Removal of sand and/or gravel for commercial purposes is not included within "Mineral extraction" due to their small scale, even though certain State permits may be required.

The other Industrial designation is for non-mining industrial uses located within the urban area. In addition, lands formerly included in "Rural Industrial" designation are now included within the Industrial designation due to the planned extension of public facilities to the area.

Because of the impacts associated with industrial activities, residential development and retail commercial activities are discouraged from locating within this category. The intensity of a particular industrial use is the determining factor in regards to where the industry is located within the Urban Area. It is the intent of the Growth Policy to locate heavy industrial uses to the periphery of the Urban Area.

The following policies shall be used as guidelines in determining the types, intensity and/or minimum requirements for development within the various industrial land use areas:

- ***Mineral Extraction Land Use Policies***
  1. Primary uses include exploration, recovery, and processing of hydrocarbons, precious and semi-precious metal and minerals, subject to the permitting process of State and Federal agencies having regulatory power over mining issues.

2. Industrial activities having special need to locate in close proximity to the mining activity, including transportation facilities necessary to move products to and from the site shall be permitted.

3. Residential and commercial activities not directly related to the mining operation shall be prohibited.

4. All new mining operations shall provide reclamation plans and where reclamation has been completed, the Growth Policy should be amended to reflect a land use, which is passed on reclamation program, and compatible with adjoining land uses, i.e. open space.

5. Facilities of historic interest should be maintained and preserved in accordance with local and State guidelines for historic places.

6. Development and maintenance of new roads or other infrastructure within the mineral Extraction industrial area shall be the responsibility of the use receiving direct benefit or access.

- ***Rural Industrial Land Use Policies***

1. Primary uses intended for this district include heavy industrial activities requiring activities requiring large tracts of land and/or rail services or highway access.

2. Light industrial uses and ancillary commercial uses directly serving an industrial activity that require smaller tracts of land shall be permitted.

3. Residential development except temporary housing for construction purposes shall not be permitted.

4. Agricultural uses shall be recognized as an interim use until such time as the property is to be developed for industrial purposes.

5. Development and maintenance of roads or streets within the rural industrial area shall be the responsibility of those uses of properties receiving direct benefit and/or maintaining the new road or streets are warranted.

- ***Policies That Apply To All Industrial Development***

1. Certain industrial operations may utilize or store hazardous materials, produce products or final products, which are determined to be potentially hazardous so as to jeopardize life and/or property. The zoning ordinance should identify these uses and encourage them to locate in the rural industrial land use district rather than the urban corridor.

2. Where industrial land use districts abut more restrictive districts, special development criteria and site design, including buffering or screening shall be required to reduce impacts from the industrial operation.

3. Industrial uses located in the urban area shall include design and operation features, which mitigate potential air or water quality impacts.

4. Industrial developments shall be encouraged to locate in close proximity to retail services and/or major transportation links within the urban area so as to reduce potential traffic impacts.

5. Commercial and residential uses are discouraged from locating within the Light Industrial and Heavy Industrial land use district.

Table 4-6 outlines policies that shall be used as guidelines in determining the type, intensity and minimum requirements for industrial developments.

**Table 4-6**
**Industrial Land Use Classifications/Policies/Guidelines**

| Industrial Land Use | Intensity | Location | Service Function | Unique Features |
|---|---|---|---|---|
| Commercial/ Light Industrial | Low | Encompasses a mixture of heavy commercial and light industrial activities. Areas near the airport may be suitable for mixed commercial uses, particularly those lands that supported mixed uses in the past. | Provide an area that will promote expansion of existing development within areas of mixed commercial and light industrial. | Encourage recycling and/or expansion of existing structures and businesses located in close proximity to the Uptown area. Promote and encourage new economic development that requires a close relationship to the airport. |
| Light Industrial | Moderate | District that includes uses and development standards which will permit location in close proximity to residential or commercial development. | Provide areas for a wide range of industrial activities. | Promote an industrial park atmosphere; noisy activities are conducted within buildings with limited outdoor activities or offensive impacts associated with dust, odor, vibration, glare, handling of hazardous materials or other nuisances would make these activities incompatible with more restrictive land use districts. |
| Heavy Industrial (including rural) | High | Currently or historically used for activities such as asphalt plants, bulk fuel storage, rail yards, or similar uses. | Provide areas for those industries, which due to their impacts on surrounding properties or uses require isolation or special treatment. | Because of existing development patterns, some of these districts are located in close proximity to more restrictive land uses. While this may not be desirable, the need to retain these districts is recognized. |
| Mineral Extraction | High | Areas that have been permitted through Federal and State agencies exploration, recovery and/or preliminary processing of hydrocarbons and precious or semi-precious metals and minerals | Provide areas for mining activities that due to their impacts on surrounding properties or uses require isolation or special treatment | In general these are districts that have been or currently are impacted mining activities. |

**3.2.2.4 Institutional Land Use**
This designation is for schools and attached open space, colleges and cemeteries. These areas are differentiated from open space in that they are characterized by limited access, have building(s) and/or are not under the management authority of the local government of Butte-Silver Bow.

**3.2.2.5 Open Space Land Use**
This designation includes both developed recreational areas such as parks, trails, golf courses, and aquatic facilities as well as undeveloped open space areas that have been set aside for outdoor recreation, i.e. hiking, biking or wildlife viewing, and for the protection of our natural and cultural resources. In addition to safeguarding our resources, these lands are important to the community in that they enhance the quality of life and help encourage economic development in Butte-Silver Bow. In identifying these lands, many of which are already publicly owned, we have an opportunity to protect them in advance of new development.

This designation also includes publicly owned lands. Publicly owned lands consist primarily of lands within the Deer Lodge/Beaverhead National Forest and State owned land, including game management areas. Also included are the trails within the urban area that have been reclaimed under the Superfund program and certain properties acquired specifically for open space use, i.e. Big Butte.

Recreation and wildlife management activities comprise the third largest land use in the planning area. The State Department of Fish, Wildlife, and Parks (FWP) manage designated and undesignated wildlife management areas, such as Fleecer Mountain Wildlife Management Area. Land managed by the FWP is vital for the reestablishment of wildlife species, such as mountain sheep, in the rural areas of the County. These state-owned lands are also important for ensuring that established wildlife, i.e. elk, mule deer, bears etc, have the open space necessary to sustain viable herds and/or wildlife numbers. Land managed by the Forest Service is also very important in providing habitat for elk and deer. On a local level the county is contributing to wildlife habitat preservation by primarily limiting the use of locally owned trails to hiking.

Outdoor recreation areas provide both the local citizens and tourists' ample opportunity to enjoy such activities as hiking, backpacking, skiing, hunting, fishing and wildlife viewing. Outdoor recreation also has a substantial impact on the economy as money is spent on recreational activities, i.e. floating trips, guided fishing and hunting trips. Outdoor recreation supports many of our smaller communities, i.e. Melrose and Divide, as these communities have many businesses that cater to residents and tourists participating in outdoor recreation activities.

Open Space land uses were developed primarily on functional criteria and whether land was:

1. under ownership by the local, state or federal government;
2. located within the designated 100-year floodplain;
3. privately owned which have either historically been used for public recreational purposes or have been considered suitable for parks and/or recreational activities; and
4. remediated under Superfund law.

**3.2.2.6 Greenway Corridor Land Use**

This land use designation establishes Greenway Corridors along the county's two primary waterways, Big Hole River and Silver Bow Creek, as well as smaller streams within the County. The Growth Policy recognizes that our two primary waterways require a different level of protection than do the smaller creeks and streams. This designation, as an overlay zone, establishes a Greenway Corridor of ¼ mile wide from centerline of the Big Hole River and Silver Bow Creek. The protection of the Big Hole River corridor will maintain our connection with our history of utilizing the Big Hole River for agriculture, fishing, hunting, and other outdoor recreation activities. The protection of the Big Hole River ensures that these connections will survive for future generations.

Within the ¼ mile Greenway Corridor on the Big Hole River, the County has adopted zoning regulations to protect the Big Hole River Corridor. In 2004 Butte-Silver Bow and the other three counties--Madison, Beaverhead and Anaconda-Deer Lodge—that border the river, adopted the Big Hole River Conservation Standards (Standards) through an Intergovernmental Agreement. The four counties recognized that "to protect the water quality and quantity, floodplain and riparian resources, and preserve an undisturbed river corridor and maintain natural resource function and conditions, and provide for the health and safety of residents and visitors of the Big Hole River Watershed, it is important to establish river conservation standards". It was also recognized by all four counties that the Big Hole River is an important economic resource. All four counties adopted river conservation standards for Big Hole River by the end 2005. Butte-Silver Bow established water conservation standards through the creation of the Water Channel Management Zone, which regulates development adjacent to the Big Hole River and Silver Bow Creek. The Water Channel Management Zone also includes minimum development standards for installation of private bridges over the Big Hole River and Silver Bow Creek. The intent of the Water Channel Management Zone regulations was based on the Big Hole River Conservation Standards adopted by all four counties. One example of how the intent of Big Hole River Conservation Standards to protect water quality and quantity was the requirement that all new structures be located a minimum of 150' from the Ordinary High Water Mark within the Water Channel Management Zone. It was recognized that a minimum separation of structures from the Ordinary High Water Mark would help ensure that the existing water quality and quantity of water would not be degraded by new development adjacent to the river by requiring an undeveloped 150-foot wide corridor.

This Growth Policy maintains the ¼ mile wide corridor from the centerline of the Big Hole River and Silver Bow Creek Riparian Corridor to allow for amendments to existing Ordinances, i.e. Zoning, Floodplain and Subdivision, that may be necessary in the future to provide further protection of the Big Hole River and Silver Bow Creek.

The Greenway Corridor for smaller streams is being established by utilizing the floodplains as designated on the FIRM maps. In areas where floodplain maps have not been created the corridor was established by identifying the approximate location of the floodplain utilizing aerial photos and the physical contours of the stream channels.

These surface water corridors of our smaller streams offer opportunities for the public to use them for both active and passive outdoor recreation activities, while at the same time protecting the natural open space.

- ***Greenway Corridor Land Use Policies***

1. Primary use intended for this district is non-residential, public use.

2. Specific land uses, especially along Silver Bow Creek, may include activities such as fishing access, wildlife viewing, designated picnic areas, and a bike, jogging, walking trail for non-motorized travel, as well as wetlands and wildlife habitat through a natural setting along the Creek.

3. Historic interpretation designations will be provided at key points along the waterways detailing the significance of various places in the history of Butte-Silver Bow.

4. Development within the designated floodplains of our smaller streams, i.e. Blacktail Creek, Basin Creek and Sand Creek, can impact the water quality of those streams. The protection of the water quality of those streams will help ensure the protection of the water quality of the recently reclaimed Silver Bow Creek by maintaining and/or increasing the water quality of the streams that flow into Silver Bow Creek. In addition, these creeks are the headwaters of the Clark Fork River, so the protection of their water quality will also provide protection for the water quality of the Clark Fork River.

**3.2.2.7 Rural Districts**

The Butte-Silver Bow Growth Policy recognizes three rural districts, as well as, public lands that have a growth policy designation of Open Space. The three rural district designations are: Rural District 3, 10, and 40. A description of Rural District Uses is contained in Table 4-7.

As stated earlier prior to this update, the Growth Policy also included a Rural District 1 (Rd 1) classification. However, given the increasingly stringent ground water protection and non-degradation standards, it has become impractical to locate a septic system with a private well on one-acre parcels in most areas of the City-County. Thus, former RD 1 areas have been reclassified based on proximity to public services and/or the lack there of with growth density.

**Table 4-7**
**Rural District Land Uses**

| Land Use | Description |
|---|---|
| Agriculture | Grazing or ranching operations, crop production, sale of agricultural products, and accessory structures for the keeping of animals, materials, or machinery used in the operation. |
| Commercial Timber | Growing and harvesting of forest resources. Related uses shall be permitted including temporary offices, housing, and structures necessary for the operation of these activities; chipping operations, planing and sawmills. Logging shall be subject to the permitting process/regulation of State and/or Federal agencies having regulatory power. |
| Wood Products Processing | Kilns, pulp processing, and other treatment or manufacturing processes shall be permitted subject to Federal or State environmental regulations. Local review shall be required to minimize negative impacts on adjacent land uses and public facilities. All economically feasible measures shall be taken to reduce the negative effects on the environment. |
| Wildlife Management | Areas managed by the state Department of Fish, Wildlife and parks primarily on State owned lands and the Forest Service on Federal lands and provide necessary habitat for elk and deer. |
| Recreation | A variety of recreational activities, both indoor and outdoor. Residential uses incidental to the operation of these activities such as ski lodges, hunting lodges, guest lodges, or similar uses shall be permitted. Commercial activities incidental to the outdoor recreational activities shall also be permitted. |
| Mining | Exploration, extraction and preliminary processing of minerals, gas, hydrocarbons, and sand or gravel. Related uses incidental to the mining operation shall be permitted, including temporary offices and housing. All mining activities shall be subject to the permitting process and regulations of State and/or Federal agencies having regulatory powers over mining issues. Local review shall be required to minimize negative effect on adjacent land uses and public facilities. |
| Smelting | Smelters, refineries, and treatment plan methods, other than preliminary processing of mined materials, shall be permitted subject to Federal or State environmental regulations. Local review shall be required to minimize negative impacts on adjacent land uses and public facilities. All economically feasible measures shall be taken to reduce the negative effects on the environment. |
| Commercial | Highway related commercial activities to serve travelers should be permitted. Uses include motels, service stations, restaurants, retail businesses specializing in items sold to tourists. Commercial activities, which serve residents of rural areas, shall be permitted, including the sale of agricultural machinery or parts, agricultural machinery or parts, agricultural supplies and retail, stores to primarily serve the immediate rural areas. |
| Industrial | Uses having a special need to locate in the rural areas provided they have no significant impacts on surrounding uses. Uses shall be subject to local review and findings that no feasible alternative site exists, and that adequate public services are available or can be provided without an unnecessary cost to the County. |
| Light Industrial | Uses, including sand and gravel operations, which have no significant impact on surrounding uses or those industrial activities where impacts can be minimized, may be permitted. |
| Agricultural Residential | Uses incidental to an agricultural operations, including family housing, ranch or farm labor housing. Agricultural residential uses may not require a subdivision of land for the purpose of locating another residence on ranch or farming land that provides a majority of the property owner's wage. |
| Semi-Rural Residential | Uses providing the opportunity to engage in the keeping and raising of animals and/or livestock for commercial or personnel use, depending on the size of the land parcel, in a rural setting that produces a sense of openness. |
| Suburban Residential | Residential lifestyle in a suburban setting that provides for lower density development but is within easy commuting distance of Butte. The size of the parcels within the Suburban Residential designation will be dependent on whether public water and/or sewer are available. Higher density development will be permitted on those lands that can be serviced by public water and/or sewer service extended to them as part of the subdivision process. |
| Planned Unit Development P.U.D. | Residential or residential/commercial recreational uses may be approved, subject to local review, after demonstrating the development will not adversely affect agriculture, timber or wildlife and public services can be provided. Overall density shall comply with the minimum lot size. P.U.Ds which provide for lot densities less than this requirement may be allowed if the overall density meets the minimum requirements. The intent of this section is to apply the minimum lot size rule to contiguous tracts under single ownership as if the contiguous tracts were a single parcel. It is also the intent that the strict application of this rule be left to the discretion of Butte-Silver Bow taking individual circumstances into consideration for each application. |

While Rural Districts share many of the same characteristics, differences in land use policies occur in each district. The differences that distinguish each rural distinct are outlined in the following discussions:

▪ ***Rural District 3 (RD 3) Land Use Policies***

Much of the land area included in Rural District 3 is either partially developed, has been subdivided into small parcels, or is adjacent to existing development.

Developed areas include residences, commercial activities and industrial uses. Undeveloped lands include agricultural operations and limited timber production. Wildlife habitat may be found on some parcels but is restricted due to the more urban-like climate found in this rural district.

Land in Rural District 3 is generally better served with roads, highways and other infrastructure than land in Rural Districts 40 and 10. This fact, along with the existing development patterns, makes lands within Rural District 3 more suitable for development and less desirable for agriculture, commercial timber, or other open space land uses.

Approximately 1.5% of the total county population currently resides within Rural District 3. New residential development on home sites ranging upward from 3 acre minimum parcels and located within a variety of living environs, are anticipated to be the predominant land use as projected in the Future Land Use Plan.

While a suburban living environment has been projected as the dominant theme in Rural District 3, clustered residential developments such as condominiums may be permitted where community water and sewer services can be provided.

The following policies shall be used as guidelines in determining the type, intensity, and minimum requirements unique to the development of areas in Rural District #3.

1. Clusters of residential housing may also be permitted in this district in order to provide greater flexibility than conventional single lot development. These developments' should be Planned Unit Developments on large tracts of land and be designed to reduce the costs of public facilities, avoid areas with naturally restricting factors, avoid unnecessary environmental degradation, and avoid negative impacts on adjacent land uses. Cluster developments should also provide for the protection of additional open space within the development to provide recreation opportunities for residents of the cluster development, to provide for and/or maintain wildlife habitat or wildlife migration. In larger cluster developments, the provision of large areas of open space may allow portions of a subdivision to be utilized for agricultural purposes.

2. Agriculture and timber operations shall be considered interim or transitional uses until such time as the property is developed for more intensive use.

3. Where access is available to the interstate or state highway system, neighborhood or convenience stores serving the immediate rural community shall be permitted.

4. Both indoor/outdoor recreational uses and ancillary activities are recognized as complying with the "Goals and Objectives."

5. Light industrial uses and sand and gravel operations may be permitted subject to local review and findings that the proposed use will not have an adverse impact on surrounding land uses.

6. Land uses developing in this Rural District should locate in areas without natural restricting factors such as flood plains, areas of excessive slope, or areas with other environmentally restricting characteristics.

7. New activities locating in Rural District #3 are encouraged to locate on existing roads. Development and maintenance of new roads within Rural District #3 shall be the primary responsibility of those uses or properties receiving direct benefit and/or access from that new road. In the cases where the new road system is designed to serve the public, development or maintenance shall be the obligation of the agency or party initiating the construction of the new roads.

8. Land divisions must meet the following standards to ensure the provision of necessary services and facilities so as to maintain and promote quality of life in Butte-Silver Bow. These standards include; the guarantee of adequate open spaces for light, air and recreation; ingress and egress; the provisions of adequate transportation, water, drainage and sanitary facilities; the avoidance or minimization of congestion; the avoidance or unnecessary environmental degradation; and the avoidance of danger or injury by reason of natural hazard or the lack of water, drainage, access, transportation or other public services

▪ ***Rural District 10 (RD 10) Land Use Policies***

Most of the land in this category can be described as native rangeland located on fans, terraces and foothills with gentle to moderate slopes (10% or less). Although development has not been intensive, poor range management, encroachment of subdivisions for residential home sites, extension of highway and road systems, public utilities and services and other activities such as mining, have substantially reduced the importance of these lands for agricultural uses and wildlife habitat as compared to areas included in Rural District 40.

Currently, less than one-tenth of 1% of the existing population resides within Rural District 10. It is anticipated, however, that there will be a continuing desire of both existing and future residents to locate on large lots in a semi-rural setting. This type of semi-rural living produces a sense of openness and provides the opportunity to engage in the keeping and raising of animals and/or livestock for personnel and commercials purposes depending on the size of the land parcel.

Commercial activities are not encouraged to locate within this district due to the scarcity of population, limited numbers of improved roads and lack of public services.

The following policies shall be used as guidelines in determining the type, intensity and minimum requirements unique to the development of areas in Rural District 10.

1. Agricultural operations should be recognized as a transitional use until properties are ready for residential development.

2. Recreational uses permitted in Rural District 10 shall be subject to local review and shall include outdoor or seasonal activities including, but not limited to golf, hunting, riding, and skiing.

3. Development and maintenance of new roads within Rural District 10 shall be the primary responsibility of those uses or properties receiving direct benefit and/or access from the new road. In cases where the new road system is designed to serve the public, development and maintenance shall be the obligation of the agency or party initiating the construction of the new roads.

4. Land divisions must meet the following standards to ensure the provision of necessary services and facilities so as to maintain and promote quality or life in Butte-Silver Bow: ingress and egress; the provisions of adequate transportation, water, drainage and sanitary facilities; the avoidance or minimization of congestion; the avoidance or unnecessary environmental degradation; and the avoidance of danger or injure, by reason of natural hazard or the lack of water, drainage, access, transportation or other public services.

▪ ***Rural District 40 (RD 40) Land Use Policies***

This district consists of private land holdings including ranching and agricultural operations, commercial timber, mining reserves, and rural residences.

Agricultural activities present the largest land use, with grazing lands the dominant land use form. These grazing lands are vital for the sustainability of the ranch operations as they provide forage for livestock production. Other agricultural uses include irrigated and wild hay and some grain crops. Because of the ranching industry's dependency on grazing lands both in terms of quality and quantity, reduction of these land resources would have direct impacts on the viability of the livestock industry. In addition, many of these grazing lands provide valuable winter habitat for wildlife. A detailed discussion of area agricultural is contained in Note 2.

While commercial timber operations continue to be a valuable segment of the economy, the commercial timber extracted from public lands has been drastically reduced in the last decade. There are more commercial timber operations taking place on private land than was the norm in the 1990's. Non-commercial timberlands play an important role in protecting the water quality of local watersheds. In addition, non-commercial watersheds provide wildlife habitat, recreational areas for hunting, fishing, camping and skiing. All of these attributes are associated with a rural lifestyle that is valued by Montana residents.

Several different strategies to protect agricultural, timber and wildlife resources were reviewed during the development of the Growth Policy. A summary of these strategies is contained in **Note 3**, Strategies to Protect Agricultural, Timber and Wildlife Resources at the end of Chapter V.

Of the alternative strategies reviewed, the low-density requirement for non-agricultural residential development was selected as the most feasible method to protect agriculture, timber and wildlife resources in the planning area. In establishing the low density requirement, the following criteria were considered:

- Basis of need for additional non-agricultural residential development in the rural areas
- Effect that non-agricultural residential development would have on agriculture
- Effect that rural development would have on local services
- Effect that rural development would have on taxation
- Effect that rural development would have on the natural environment and resources
- Effect that rural development would have on wildlife and wildlife habitat
- Effect that rural development would have on the public health and safety

Therefore, a minimum lot size of 40 acres is required for non-agricultural residential developments are recommended within Rural District 40. This low density provision would not apply to residential developments which are related to agricultural operations or non-agricultural residential developments on tracts of land less than 40 acres in size which were created and recorded prior to the adoption of the Growth Policy if the tracts are in separate ownership.

The low density requirement in the Rural District 40 is not intended to prohibit all development, but is designed to focus growth into areas that will not adversely impact agriculture, timber or wildlife resources. By decreasing the population densities in these outlying rural areas, the Future Land Use Plan has the effect of reducing conflicts between residential development and agricultural operations and wildlife, while reducing demands for services such as fire protection, law enforcement, road construction and maintenance and school bus service.

A developer has some flexibility by creating a cluster development that promotes economy in providing public services, preserves open space, includes unique natural features in the design of a subdivision, and prevents environmental degradation. Overall density of the P.U.D. shall not be less than the minimum lot size requirement for the area.

The following policies outline the type, intensity, and minimum requirements unique to the development within a Rural District 40 area:

1. Businesses operated from a residence in this rural district may include a wider range of activities and fewer restrictions than those businesses operated from residences in an urban area. Home-based businesses should have little adverse effect on adjacent land uses because of the rural location.

2. Recreational uses permitted in the Rural District 40 shall include outdoor or seasonal activities including golf, hunting, fishing, hiking, riding, and skiing. Residential and commercial uses incidental to the operation of these activities, such as ski lodges, hunting lodges, guest lodges, or similar uses shall be permitted.

3. Land uses developing in this Rural District should locate in areas without natural restricting factors such as flood plains, areas of excessive slope, or areas with other environmentally restricting characteristics.

4. The establishment of conservation easements to keep land in an agricultural or other open space is supported for all privately owned lands in the Rural District 40.

5. Development and maintenance of new roads within Rural District 40 shall be the primary responsibility of those uses or properties receiving direct benefit and/or access from the new road. In cases where the new road system is designed to serve the public, development and maintenance shall be the obligation of the agency or party initiating the construction of the new roads.

6. Land divisions within the Rural District 40 areas shall be considered as complying with the purpose and intent of the Growth Policy where one or more of the following criteria have been met:
    a. the land division is for purposes of sale or trading of land between agricultural or timber operations where all lands exchanged will remain in agricultural or timber use;
    b. the land division is a transfer of mining interests; and/or
    c. The land division is for a use permitted in the Rural District #40.

**3.2.2.8 Rural Centers**

Rural centers evolved to meet the needs of the surrounding settlement patterns or, as in the case of the hot springs at Gregson/Fairmont, were developed to provide a specific function serving a much larger market place.

Today, these communities fulfill a special niche between the urban and rural land use areas, not only in terms of lifestyles, but also for economic reasons.

Growth or decline of these rural communities has systematically followed the changes in economic conditions and social needs of the surrounding areas. While most of the rural centers have experienced little or no growth in recent years, there remains a potential that these communities provide an opportunity for future growth.

Past development patterns in the rural centers have accommodated a variety of land uses including residential, commercial, industrial and public facilities. Future development is anticipated to follow these historical trends; however, new developments will be expected to follow the policies and guidelines provided in the Land Use Plan.

The Rural Center Land Use category recognizes that in a rural setting, the strict segregation of different land use types, which is typically applied in the urban environment, is neither necessary nor practical. Rather than designate site-specific land use categories for individual parcels, the Growth Policy recognizes that a variety of land uses may be desirable in the rural centers. Further the Plan suggests that potential conflicts from the intermixing of different types of land uses be addressed through the development of

performance standards related to screening, setbacks, parking or other features related to the design and operation of the proposed use.

It is recommended, however, that individual land use assignments be established for these communities when a population threshold of 500 persons is reached or upon request of a majority of residents in the rural center. Development of a more refined plan to create individual land use assignments within the rural centers would necessitate an amendment to the Growth Policy. Such amendments, however, should reflect comprehensive issues affecting the entire rural center, rather than problems arising from single parcels of land. In this regard, it is suggested that when the population threshold is achieved or upon request of a majority of the residents, a community plan be prepared and incorporated into the Growth Policy. The community plan would serve as the primary vehicle by which residents in the rural centers would participate in the planning process. Since the functions and needs of the rural centers vary substantially, the community plan would provide an opportunity for those residents within a rural center to express their desires and aspirations at a level and detail commensurate with their goals.

Rural Centers have typically been the nucleus or catalyst for much of the surrounding rural development patterns. Since the rural center has been characterized as being more urban than rural in terms of function, greater latitude in development policies and guidelines has been provided. Factors such as small lot sizes, dedicated streets and alleys, availability of public services and the relationship of adjoining land uses have been given consideration in the design of the development criteria for rural centers.

Boundaries of the areas designated on the Land Use Plan are the same as the boundaries established for the improvement districts or homeowner associations created for water and sewer facilities serving the rural center. In cases where there are not special districts or homeowner associations, the boundaries of the rural centers were established utilizing existing subdivision plats and development patterns.

The following policies shall be used as guidelines in determining the type, intensity and minimum requirements for development of areas in Rural Centers.

1. The primary function is to encourage compact community development by permitting a variety of land use activities including residential, commercial, industrial and recreational or public facilities.

2. Residential developments may include rural residences; cluster or conventional single family residences and multiple family residences providing said development meets the standards established by Butte-Silver Bow related to minimum lot sizes, density and other related features.

3. Provided said development meets the standards established by Butte-Silver Bow related to minimum lot sizes, access, storage, screening and other related features, commercial developments may include:
   - Small scale retail uses primarily serving the residents of the rural center and immediate vicinity;
   - Professional and business offices

- Highway and/or tourist related facilities such as motels, hotels, restaurants, taverns and service stations; automotive repair facilities; and
- Sale or repair of agricultural machinery

4. Industrial developments may include a variety of light industrial uses including warehousing, distributing, storage, manufacturing, processing or treatment of products which do not detrimentally impact surrounding properties due to odor, dust, smoke, gas, noise or similar causes and providing said development meets the standards established by Butte-Silver Bow related to minimum lot sizes, access, storage, screening and other related features and further providing that all developments meet the standards prescribed by the State and Federal Statures related to water, air and soil pollution.

5. Recreational activities may include playgrounds, parks, golf and tennis facilities, community centers and other facilities serving the indoor or outdoor recreational needs of the community, providing said development meets the standards established by Butte-Silver Bow related to impacts on surrounding properties and other related features.

6. Public uses may include public or private schools; essential public service and utility buildings and facilities; and semi-public uses such as churches, hospitals and similar facilities providing said development meets the standards established by Butte-Silver Bow related to impacts on surrounding properties and other related features.

7. New land divisions shall comply with the minimum standards provided in the Butte-Silver Bow Subdivision Regulations.

8. Development and maintenance of new roads or streets shall be the primary responsibility of those uses or properties receiving direct benefit and/or access from the new street or road unless said street is developed to the standards established by Butte-Silver Bow and is offered and accepted for dedication by the Governing Body.

**3.2.3 Overlay Zones**

Overlay zones, which are imposed over existing zoning districts, provide an additional layer of development standards to address special land use needs. For example, historic preservation regulations are usually administered through overlay districts. Flood hazard or floodplain zones, another form of overlay, control development on land that is susceptible to being inundated by water.[107] This Growth Policy identifies a series of overlay zones as follows:

[107] Hoch, Charles J., ed. The Practice of Local Government Planning. Washington D.C.: International City/County Management Association, 2000.

- **Land-Use Overlays**
  - ***Medical Overlay Zone***. Within the Medical Overlay Zone, medical related businesses that serve medical professionals, visitors and patients will be encouraged. The overlay zone, located in the area surrounding St. James Healthcare, will emphasize mixed uses including housing, offices and services that cater to pedestrian traffic. Uses should be developed appropriately, recognizing the historic and cultural significance of the National Historic Landmark District. To the greatest extent possible, the adaptive re-use of existing structures should be preferred over demolition of existing buildings.

  - ***RD 101 Greenway and U 101 Greenway Corridors.*** These two land use designations establish Greenway Corridors along the county's primary waterways; Silver Bow Creek and the Big Hole River. The RD 101 designation was developed to promote the protection of the County's two main waterways. For example, the Big Hole River provides 60% of the County's drinking water. Protecting the water quality of the Big Hole is important for sustainable growth in the County. Silver Bow Creek has been reclaimed through Superfund and protecting the creek and its floodplain from adverse impacts is vital to maintaining the reclaimed floodplain. The U 101 designation, as an overlay, also promotes the protection of the riparian and floodplain areas of our smaller creeks and streams. All other purposes are defined by the underlying land use designation.

  - ***Airport Overlay Zone.*** This zone, located adjacent to the Bert Mooney airport will allow for commercial and light industrial mixed uses that are appropriate per Federal Aviation Administration guidelines.

- **Regulatory Overlays**
  - ***National Historic Landmark District.*** Portions of Butte-Silver Bow lie within the boundaries of the Butte National Historic Landmark District. The District, created initially in 1962 and expanded in 2006 to include portions of Anaconda and the Butte, Anaconda and Pacific Railroad corridor, does not specifically carry any associated land use regulations. However, projects undertaken within this area that make use public dollars must be reviewed with respect to their impact on historic and cultural resources. Further, Butte-Silver Bow, in partnership with neighborhood planning groups may choose to create building and/or community design standards and/or provide published design guidelines within the Landmark District. For example, new buildings in the historic Uptown central business district and in the surrounding neighborhoods would be subject to design standards that would assure architectural compatibility with the surrounding built environment.

  - ***Floodplain.*** Butte-Silver Bow has adopted a Floodplain Management Program based on the National Flood Insurance Program and the Flood Insurance Rate Maps (FIRM). This program consists of maps which reflect floodplain profiles (floodways and floodway fringes) along major water (drainage) courses in Silver Bow County and prescribes construction designs for

floodplain development and mitigation measures for development would impact the floodplain.[108]

- ***Glide Path.*** The Glide Path is the final path followed by an aircraft as it is landing. Within this path, the heights of structures and other hazards are limited to provide maximum safety.

- **Economic and Community Development Overlays**
  - ***HUB Zone.*** Historically Underutilized Business (HUB) zones are established under the auspices of the U.S. Small Business Administration through its HUB Zone Empowerment Contracting Program. The Program stimulates economic development and creates jobs in urban and rural communities by providing Federal contracting preferences to small businesses. These preferences go to small businesses that obtain HUB Zone certification in part by employing staff who live in a HUB Zone. The company must also maintain a "principal office" in one of these specially designated areas. The program resulted from provisions contained in the Small Business Reauthorization Act of 1997. (Small Business Administration) The HUB Zone designation can provide a significant incentive for developing housing in association with economic development activities.

  - ***Tax Increment Financing (TIF) Districts.*** Butte-Silver Bow currently has three TIF districts. Within these areas, property taxes that accrue from new development are placed in a separate fund for the purposes of community and economic revitalization. These districts include two urban renewal areas within the Urban Cluster and one industrial area adjacent to the town of Ramsay.

### 3.2.4 Development in the Urban Area

Existing land uses within the Urban Area are diverse and are reflective of the area's history and distinctive character embodied in well defined neighborhoods – Uptown, the Race Track, Central Butte, Floral Park, Big Butte and so many more. Historically, Butte neighborhoods were economically diverse, providing homes for people from various economic and occupational groups. Small homes and cottages, apartment buildings and stately mansions would typically occupy the same block. Even within Butte's Uptown central business district, many of the upper stories provided residences for miners, shopkeepers and school teachers.

Neighborhoods in Butte were often initially settled by distinctive groups defined by their country of origin, their religious beliefs and/or their places of work. Each new wave of immigrants would find housing in a particular area of town and arrange for friends and family members to join them, often subdividing existing lots to create additional housing. This somewhat haphazard development pattern is still apparent today, particularly in Butte's oldest neighborhoods.

Neighborhoods adjacent to the mine yards often included homes built for workers and managers by the Anaconda Mining Company. These homes, however, did not remain in company ownership as was

[108] 1996 Butte-Silver Bow Growth Policy (Comprehensive Plan)

typical of many "company towns" in the West. Rather, the occupants often purchased the homes, maintaining them for generations. Today, many of Butte's neighborhoods feature "catalogue" houses, popular in the first decades of the 20th Century. Plans were purchased from Sears or Montgomery Wards and local lumber yards carried specified parts.

Butte's neighborhoods hosted a variety of uses– residential, commercial and institutional. Grocery stores, pharmacies, schools, ball fields and religious buildings joined single family and multifamily homes to create a lively environment. Before the advent of super markets and shopping malls, small neighborhood retail establishments thrived, providing essential services to residents and serving as unofficial community centers. As shopping and travel patterns changed, Butte's neighborhood stores struggled to survive throughout the latter part of the 20th Century, and only a few remain today. Since 1975, half of Butte's elementary schools have closed and districts have been combined. And, while many residents continue to identify with their neighborhoods, there are fewer opportunities for interaction among neighbors.

In a large swath of the urbanized area the built environment is experiencing significant deterioration and decay. Rather than continue to isolate these neighborhoods and their residents in pockets of poverty, we should work to foster housing and commercial development that supports economic diversity in a vibrant and livable setting. Within neighborhoods, this means we should engage in historically sensitive rehabilitation of single and multi-family housing in the existing built environment. In addition, new, infill construction should be thoughtfully designed in a manner that is compatible with the existing neighborhood character.

New development should help to bolster and enhance the area's uniqueness and neighborhood quality while taking advantage of existing community services and infrastructure. This Growth Policy supports the ongoing redevelopment of the existing urbanized areas through both infill construction and the rehabilitation of existing structures. Encouraging investment in residential and commercial growth within the Urban Cluster will help achieve a number of the objectives set forth elsewhere in this Growth Policy including:

- The provision of affordable, safe and decent housing
- The preservation of Butte's nationally significant architecture
- The revitalization of the area's economy
- The efficient delivery of services

Advocates of sound urban and regional planning point to the fact that community revitalization conserves energy, gives new life to historic buildings and lowers the cost of government services. People are often choosing to live in close proximity to public transportation corridors and other support services, as did the city dwellers of more than 100 years ago. Movements such as "New Urbanism" have rallied for a new age of community development to re-create once vibrant neighborhoods while addressing the economic and social needs of a diverse populace.

- **Neighborhood-based planning.** Neighborhood planning efforts can provide a mechanism for residents to participate in making the public policy decisions that affect the areas in which they live and work. Neighborhood residents should be given the opportunity to address issues such as zoning, design standards and parks and open space. The following are ways in which neighbors can participate in land use planning and design:

  - ***Neighborhood Initiated Zoning***. Zoning decisions affect the quality of life in neighborhoods. Specific land use parameters, such as property set back requirements, landscaping and allowable uses could be formulated in partnership with the residents who live in the neighborhood, as long as these efforts can be supported by the Growth Policy. However, residents could not use zoning as an exclusionary device to restrict a neighborhood economically or culturally or for arbitrary land use decisions that reflect only a narrow local interest.

  - ***Design Standards and Guidelines.*** Butte's historically significant architecture is important to its character and to the quality of life within each of its neighborhoods. From the Queen Anne cottages that hover close to the mine yards on the Butte hill to the sprawling craftsman bungalows in Floral Park, Butte's neighborhoods are rich in examples of vernacular architectural styles. Butte-Silver Bow will work in partnership with neighborhoods to provide guidelines, incentives and standards for the rehabilitation of Butte's residential, commercial and industrial historic structures. Efforts will be neighborhood driven with technical support provided by the Butte-Silver Bow Historic Preservation Officer.

  - ***Mixed-Use Development.*** As noted above, historically, Butte-Silver Bow's neighborhoods hosted a variety of activities and often featured a mixture of residential, commercial and industrial uses. Today, mixed use development can provide for the convenient placement of retail services, which can help conserve resources. This is particularly helpful to senior residents or others who may not have access to transportation. Additionally, developing residences in close proximity to places of work can help commuting time and saves energy. Mixed use development should be encouraged in those neighborhoods that choose to support it.

## 4.0 Notes

- **NOTE 1 -- Population Holding Capacity Methodologies**

  - ***Rural Industrial/Mineral Extraction Industrial***
    In concert with the "Goals and Objectives" and the general policies for these land use districts, it was assumed that no new residential development would occur. Therefore, the population holding capacity in the projected alternative is nonexistent.

- ***Rural District 40***
  Of the approximately 97,186 acres of private land holdings, it is assumed that only fifty percent or 48,593 acres were suitable for development due to existing development patterns, slope, accessibility, etc. The remaining land area was then assumed to develop at one dwelling unit per forty acres with a population per household of 3 persons, giving a projected additional population holding capacity in Rural District 40 of approximately 3,644 persons.

- ***Rural District 10***
  Of the 29,796 acres designated in the Rural District 10 land use district, it was assumed that fifty percent or 14,898 were suitable for future development based on existing development patterns, development trends, and other constraints. Assuming that the average home site is 15 acres and the population per household is 3 persons, the projected additional holding capacity for Rural District 10 would be 2,980 persons.

- ***Rural District 3***
  Similar to the assumptions included for Rural District 40 and 10, it was assumed that fifty percent of the 648 acres designated in Rural District #3 or 324 acres were suitable for future development. Assuming 5 acre home sites at 3 persons per dwelling unit, the projected additional population holding capacity for Rural District #3 would be 194 persons.

- ***Rural Centers***
  Because Rural Centers offer a greater range both in terms of land use, (i.e., residential, commercial, industrial, etc.), and intensity (i.e. multiple family, single family and/or lot sizes), assumptions for this land use district were difficult to quantify. However, it was assumed that much of the undeveloped land area within the projected holding capacity alternative would not be served with public or community water and sewer facilities. Therefore, 1 acre minimum lot sizes per dwelling unit were used.

  Assuming that approximately fifty percent of the land area or 319 acres of the 637 acres included in the Rural Center land use district is already developed or cannot be developed and using a factor of 3 persons per dwelling unit, the projected additional holding capacity for the Rural Center District would be 957 persons.

- ***Urban Area***
  The holding capacity of the undeveloped areas of the Urban Cluster is difficult to project due to the broad range in densities provided within the urban development patterns ranging from high rise apartments to large lot single family units. For purposes of making calculations, however, it was assumed that most new development would be single-family homes on 7500 square foot lots. Based on existing land use and zoning patterns reflected in Tables 30-42, it was assumed that of the 4,139 acres of undeveloped residential zoned areas, only fifty percent could be developed due to flood plains, excessive slope or other development constraints. Further, it was assumed that only fifty percent of the remaining 2,069 acres would develop within the time frame of the Plan or 1,034

acres. Applying a typical development standard of four (4) dwelling units per acre and 3 persons per dwelling unit, the projected population holding capacity for the Urban Corridor would be 12,417 persons. These calculations do not provide for any substantial change in birthrates/death rates or in-migration and out-migration, nor was any factor included for new multiple family units. Rather, the estimated holding capacity represents a minimum amount of anticipated new growth potential.

**NOTE 2 -- Agriculture in Butte-Silver Bow**

The "Montana Agricultural Statistics, 1982" ranked Silver Bow County 52nd out of the 56 counties in the State in terms of total cash receipts generated by agricultural production. However, because Silver Bow County is the smallest county in the State, comparison with other counties in terms of total receipts is not a fair assessment of the function of agriculture as an economic contributor or of its importance as a land use, since the limited size of the county greatly reduces its total agricultural production. When examined on the basis of cash receipts per acre, agriculture contributes $12.14 per acre, ranking Silver Bow County 36th when compared with other counties in the State in terms of total dollars per gross acre.

Although production levels may vary and total cash receipts will fluctuate with market prices, the 5-51/2 million dollar annual revenues generated from agricultural production establishes agriculture as one of the more significant industries in the county. Most of the agriculture revenues for Butte-Silver Bow are generated from livestock sales rather than crop production.

**NOTE 3 - Strategies to Protect Agricultural, Timber and Wildlife Resources**

In 1981, the U.S. Congress enacted the "Farmland Protection Act" which encouraged the preservation and conservation of agricultural lands. This Policy has been further amplified by the State of Montana in recognizing agriculture as the State's primary industry and by the creation of the Montana Rural Area Development Committee to review development policies, which may affect agriculture. The Rural Area Development Committee has actively encouraged the State and local governments to recognize the importance of agriculture and to adopt policies, which support the preservation of agricultural lands.

The Butte-Silver Bow Growth Policy recognizes the following findings.

a. Agricultural soils and soils of state-wide and/or local importance are a limited resource that is being converted to other uses
b. Agriculture, as the State's primary industry, is adversely affected by the conversion to other uses
c. Agricultural land provides a scenic resource, wildlife habitat, and watershed protection for the State's resources, all of which benefit the public

Based on the above findings, the Future Land Use Plan intends to protect agriculture, timber and wildlife resources through the inclusion of policies related to the geographical distribution of population growth and land use designations for future development patterns.

Residential development in Rural District 40 constitutes less than 1% of the total countywide population, with a majority of these rural home sites associated with agricultural operations. Because of the impacts to agriculture, timber, watersheds, soil erosion and the lack of public services and infrastructure, non-agricultural residential developments are not encouraged in Rural District 40.

Butte-Silver Bow recognizes, collectively, that timber, agriculture, wildlife management and recreation represent an important economic function and are significant land uses within Rural District 40. Several strategies intended to protect agricultural, timber and wildlife resources were reviewed, as follows:

a. preferential assessment for agricultural lands;
b. transfer of development rights from agricultural to non-agricultural lands;
c. land banking (acquisition of agricultural lands);
d. Agricultural districting;
e. sliding-scale zoning (decreases density of new development as farm sizes increase);
f. fixed area allocation (density averaging);
g. LESA (Land Evaluation and Site Assessment);
h. numerical Evaluation System (point system related to parcel size, type of public services, i.e., water, sewer, access, etc., and proximity to existing development);
i. low density requirements for non-agricultural residences.

Although each of the above strategies or methods can provide measures to protect agricultural resources, several of the methods have been determined not to be feasible for the following reasons:

1. State law does not currently provide a means to implement programs such as preferential assessment (reducing taxes for agricultural lands which have entered into an agreement to retain the property exclusively for agricultural uses for a specified time frame).

2. Local and/or State funding is not available to acquire lands for land banking purposes.

3. The transferring or sale of development rights from agricultural lands to lands outside of these areas currently has too many variables, such as differentials in land values, a wide range in potential development suitability and a surplus of buildable sites in other land use districts, to be an effective tool in implementing the preservation or protection of agricultural lands.

Of the alternative strategies reviewed, the low-density requirement for non-agricultural residential development was selected as the most feasible method to protect agriculture, timber and wildlife resources in the planning area.

# Chapter Five

## Regulatory Strategies

## 1.0 INTERGOVERNMENTAL COOPERATION

Section 76-1-601, (3) (g), MCA requires that a growth policy include a statement concerning how the local government will cooperate with other jurisdictional entities in implementing the Policy. Typically, this section describes how cities and towns will work with the county in which they are located to address issues related to comprehensive land use planning and community development or how a county will work with incorporated cities or towns within its boundaries with respect to these issues. Butte-Silver Bow, as one of two city-county consolidated governments in the state is the only local jurisdictional entity within the county, with one exception. The town of Walkerville at the north end of the Butte Urban Corridor is incorporated as a separate entity, completely surrounded by Butte-Silver Bow. Butte-Silver Bow has traditionally worked cooperatively with the Town of Walkerville in addressing a variety of common planning concerns and in providing services and infrastructure to the people who live in this historic community of 691 residents (2006 Census Estimates). Butte-Silver Bow will work with the Town of Walkerville in advancing the goals of the 2007 Butte-Silver Bow Growth Policy as appropriate to improve the quality of life for all of our county residents. Activities related to the Growth Policy that will likely continue to require cooperative efforts will include:

- Transportation planning
- Emergency Services and Law Enforcement
- Sewer and Water Infrastructure

In addition, approximately 56% of the County is made up of publicly owned lands managed by state and federal agencies. It is therefore critical that Butte-Silver Bow work closely with these agencies on issues of mutual concern to help assure overall success in meeting our planning objectives. Among those activities that will likely require cooperation between Butte-Silver Bow and public land management agencies are:

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

Butte-Silver Bow will work cooperatively with the U.S. Forest Service, the Federal Bureau of Land Management, the Montana Department of Natural Resources and the Montana Department of Fish, Wildlife and Parks in addressing these and other issues related to the goals and objectives set forth in the Growth Policy.

# 2.0 SUBDIVISION REVIEW CRITERIA PER 76-3-608 (3) (a), MCA

## 2.1 Introduction

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

The Montana Subdivision and Platting Act requires all units of local government to adopt and enforce subdivision regulations, and to review and decide on development proposals. Also, in reviewing subdivision proposals, local officials must issue written findings of fact that consider the effect the development would have on a series of criteria set forth in 76-3-608, (3) (a) of the Montana Code Annotated (MCA). These include agriculture, agricultural water user facilities, the natural environment, wildlife and wildlife habitat, local services and public health and safety. Local officials must prepare written findings of fact that detail the impacts, which the proposed subdivision has on each of these elements.[109]

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

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

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

## 2.2 Review Criteria Definitions

The basis upon which the local governing body makes a decision to approve, conditionally approve, or disapprove a subdivision is whether the preliminary plat, environmental assessment, hearing and planning board recommendations demonstrate that development of the subdivision meets the requirements of the Montana statute as set forth in 76-3-608, MCA. The statute requires that subdivisions must undergo review under a set of criteria as delineated in 76-3-608 (3) (a), MCA. Local

[109] Montana' Growth Policy Resource Book, Montana Department of Commerce, Local Government Assistance Division, Community Technical Assistance Program, April, 2006

governments must define the criteria within the growth policy. Per this requirement, Butte-Silver Bow will use the following definitions for each of the criteria listed:[110]

**Agriculture**. Montana Code Annotated contains definitions for the words "agriculture" and "agricultural" as follows:

- *41-2-103, MCA. Definitions.* As used in this part, the following definitions apply: (1) "Agriculture" means: (a) all aspects of farming, including the cultivation and tillage of the soil; (b)(i) dairying; and (ii) the production, cultivation, growing, and harvesting of any agricultural or horticultural commodities, including commodities defined as agricultural commodities in the federal Agricultural Marketing Act (12 U.S.C. 1141j(g)); (c) the raising of livestock, bees, fur-bearing animals, or poultry; and (d) any practices, including forestry or lumbering operations, performed by a farmer or on a farm as an incident to or in conjunction with farming operations, including preparation for market or delivery to storage, to market, or to carriers for transportation to market.
- 81-8-701, MCA. Definitions: Unless the context requires otherwise, in this part the following definitions apply: (1) "Agricultural and food product" includes a horticultural, viticultural, dairy, livestock, poultry, bee, other farm or garden product, fish or fishery product, and other foods.

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

**Local Services**. Any and all services or facilities that local government entities are authorized to provide directly or through a contractor.

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

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

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

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

[110] Montana's Growth Policy Resource Book, Montana Department of Commerce, Local Government Assistance Division, Community Technical Assistance Program, April, 2006

### 2.3 Evaluation Methodology

Butte-Silver Bow will evaluate and make decisions regarding proposed subdivisions with respect to the criteria identified in 76-3-608 (3) (a) as follows:

- Subdivision applications will include written documentation as to whether and to what extent the proposed subdivision will impact agricultural, agriculture water user facilities, local services, natural environment, wildlife, wildlife habitat and public health and safety, as defined in this Growth Policy.

- The Planning Board will evaluate each proposed subdivision with respect to the criteria set forth in 76-3-608 (3) (a), MCA, and as defined in this Growth Policy. The evaluation will be based upon the extent of any and all expected impacts to each of the elements, and the degree to which the applicant proposes to mitigate any adverse impacts. In turn the local governing body will evaluate the proposed subdivision with respect to the findings of fact as prepared by the Butte-Silver Bow Planning Board staff, public hearings and other information as appropriate.

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

### 2.4 Public Hearings on Proposed Subdivisions

Butte-Silver Bow will conduct public hearings on proposed subdivisions in a manner that will assure that members of the public, the local government and the applicant have adequate opportunity to express their interests and concerns. Such opportunity will be afforded in a manner that complies with the time constraints set forth in the Subdivision Regulations of Butte-Silver Bow.

## 3.0 ZONING REVISIONS

Changes in the economic climate, development patterns, or the regulatory environment may require a reduction in the amount of land currently existing in certain zoning classifications, i.e. "down-zoning". Where such zoning reductions are necessary, this action should be done in a staged manner and may require additional studies and more detailed planning, such as specific or neighborhood plans for certain areas before some of the more controversial issues can be resolved. As an example, the zoning designation for the "R1-S" (One Family Suburban Residence) zone should be amended to bring it in line with the elimination of the RD-1 (one acre minimum for development) future land use designation. The RD-1 designation has been eliminated based on tightening of subdivision review criteria by the Montana Department of Environmental Quality (DEQ) in regards to getting approval subdivisions utilizing on-site septic systems. The majority of new parcels created in the last ten years have been a minimum of two acres; therefore the one-acre minimum for development does not fit the reality of the situation for the Growth Policy or the Zoning Ordinance.

In some instances, the strict application of the standards of the zoning regulations imposes a severe hardship or causes results otherwise inconsistent with the Growth Policy. In these instances, it may be

necessary to amend the Zoning Ordinance to ensure implementation of the Growth Policy. However, such modifications or changes should be utilized only with extreme caution and after thorough review to avoid instances of "special treatment" and/or otherwise usurp the overall intent and effectiveness of the zoning regulations.

While not all circumstances or changes in technology or the regulatory environment can be anticipated, the Growth Policy and zoning regulations should be flexible enough to accommodate new concepts in development, while maintaining the overall goals and objectives of the community.

## 4.0 WILD LAND FIRE PROVISIONS

The "Butte-Silver Bow 2004 Hazard Mitigation Plan" (link) notes that wildfires present a significant hazard in the county. The US Forest Service has found that the potential for damaging wildfires is most directly related to the crown fire potential and has identified areas of associated risk. These areas have been depicted on a map, which is contained in Appendix A of the Hazard Mitigation Plan.

Wildfires have the greatest potential to substantially burn national forest areas. However, private residences are threatened when the fire enters the wild land-urban interface. Homes located within or near forested areas are at a greater risk for damage from wildfires, if proper mitigation measures are not taken. An analysis of structure information and crown fire potential data shows that approximately 979 structures are located in or near a moderate crown fire potential area and an additional 2,421 structures are in or near a low crown fire potential area. Included among those structures in moderate fire potential areas are the Moulton Reservoir #2, the Red Mountain Fire Tower, the South Fork Reservoir and the XL Heights Transmission Site. Those located in areas of low crown fire potential include Basin Creek Dams 1 and 2, the Melrose Post Office and Moulton Reservoir #1.[111]

In order to reduce the potential risk to structures located within the wild land-urban interface, Butte-Silver Bow will evaluate its subdivision ordinance and, as appropriate, adopt necessary regulations to assure that future subdivisions provide for:

- 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

[111] Butte-Silver Bow City/County, Montana and Town of Walkerville, Montana Hazard Mitigation Plan, Prepared by Big Sky Hazard Management, February, 2004

## 5.0 BUTTE-SILVER BOW TRANSPORTATION PLAN

The 2005 update of the transportation plan presents **fifteen** recommended major projects, numerous site projects, and several major maintenance commitments to meet Butte-Silver Bow's transportation demands through the next twenty years. These projects are described in the text of the Butte-Silver Bow Transportation Plan – 2006 Update. The Implementation Strategy and Funding Summary are described within the Transportation Plan.

Estimated costs to complete the recommended work exceed **$43 million** over the 20-year span of the plan. The level of investment significantly outpaces expected funding from traditional sources, which are expected to provide about **$10 million** in funding these eligible projects.

The disparity requires that Butte-Silver Bow attempt to raise funds from other available resources. The most likely sources for consideration include establishing a transportation district, assessment of impact fees, for developments that affect the transportation system, and enacting a local option fuel tax. The promotion of infill development adjacent to existing transportation corridors will reduce the need to invest in streets.

Successful implementation of the plan requires that Butte-Silver Bow adopt an implementation strategy that addresses funding, cooperative agreements between landowners and other agencies and coordinated planning of transportation and land development, coordinated maintenance, and long-term commitments to developing an effective transportation system.

In order to develop and keep current transportation planning an integral part of comprehensive regional planning for the Butte-Silver Bow Area, the **Butte-Transportation Coordinating Committee** (BTCC) was established by memorandum of agreement between the Butte-Silver Bow Local Government, Planning Board, the Walkerville local government and the State of Montana. The BTCC manages the executive business of the Butte-Silver Bow Transportation Study. The committee adopts and recommends the implementation of long and short-range transportation projects, establishes priority projects and recommends implementation of individual projects by appropriate agencies.

## 6.0 FLOODPLAIN ADMINISTRATION

In 1979, Butte-Silver Bow adopted a floodplain ordinance (Ordinance 89 of the Butte-Silver Bow Municipal Code) to promote the public health, safety, and general welfare, to minimize flood losses in areas subject to flood hazards, and to promote wise use of the designated floodplain areas within Butte-Silver Bow.

At the present time, the Butte-Silver Bow Planning Department is responsible for the administration of the floodplain ordinance and works closely with the Montana Department of Natural Resources in reviewing and approving changes to the established floodplain, through the floodplain permit process. The Planning Department also is the repository for elevation certificates, Letter of Map Amendment

(LOMA), Letter of Map Revision (LOMR), Letter of Map Revision Based on Fill (LOMR), and floodplain permits for all of Butte-Silver Bow. The Planning Department is also responsible for proposing the adoption of amendments to the local floodplain ordinance based on amendments to the National and/or State floodplain ordinances.

## 7.0 REVISING AND UPDATING THE GROWTH POLICY

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

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

- Sudden changes in the population, that vary from census projections and estimates
- The release of new critical data including but not limited to the decennial census count
- The addition of a large employer to the community
- The loss of one or more major employers
- New Local, State or Federal Regulatory or Programmatic issues which must be addressed to the Growth Policy
- Change in landowner interest

This Growth Policy Update was prepared in 2007 and 2008 without the benefit of a recent census. Therefore, much of the socio-economic information was derived from 2000 census data and inter-decennial estimates. Following the completion of the 2010 census, it will be necessary to amend the Growth Policy to more accurately reflect available data. Much of the new information will be available in 2011. Major updates to the Growth Policy will be undertaken every 10 years.

# Appendices

# Appendix A

## Map of School Locations within Urban Corridor

# Butte - Silver Bow

## *School District Boundaries*

School Districts

- Divide
- Fish Cr / Feff Co
- Melrose
- Ramsay / Rocker
- Emerson
- Hillcrest
- John F. Kennedy
- Margaret A. Leary
- West
- Whitter

- School Dist Boundary
- School

1 inch equals 0.25 miles

0 0.125 0.25 0.5 0.75 1

Miles

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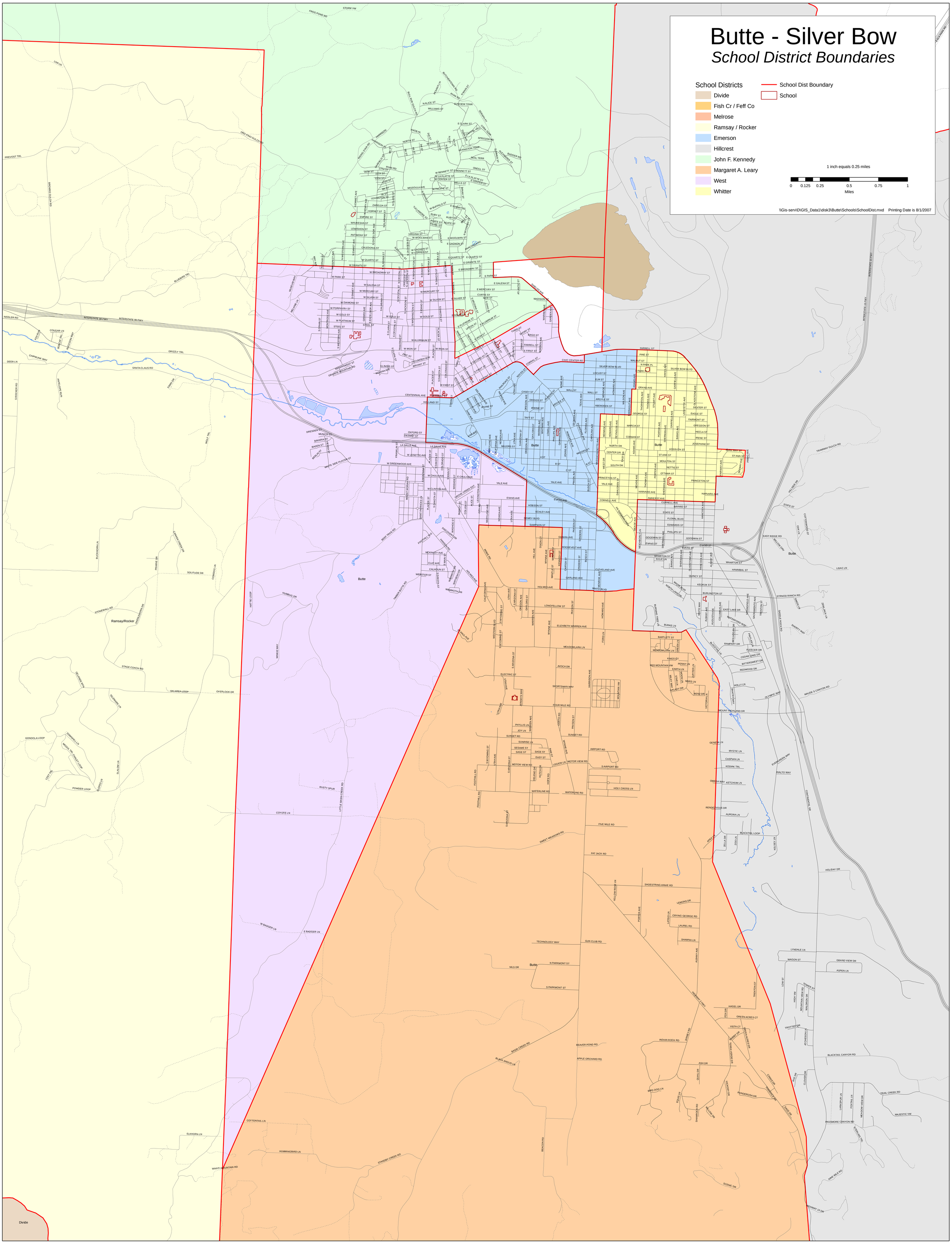
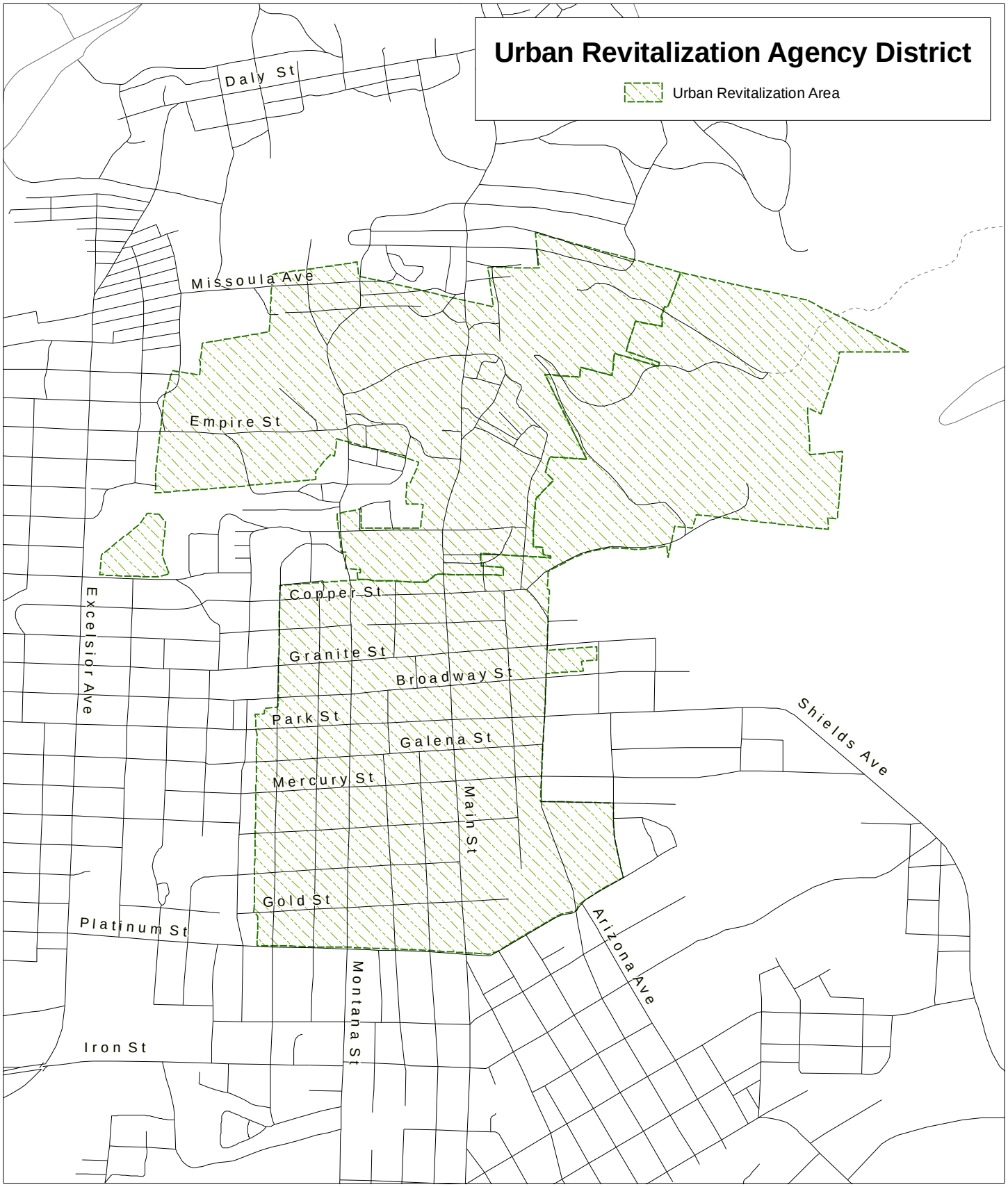

Butte
Ramsay/Rocker
Divide
INTERSTATE 90 FWY
INTERSTATE 15 FWY
HIGHWAY 2 FWY
HIGHWAY 10 DR
CIVIC CENTER RD
SILVER BOW BLVD
PARK WAY
MONTANA AVE
MAIN ST
EXCELSIOR AVE
STATE ST
EAST RIDGE RD
TRAMWAY GULCH RD
SADDLE ROCK RD
CONTINENTAL DR
MAUDE S CANYON RD
STRNOD RANCH RD
SHORTY WAY
OLYMPIC WAY
EVERGREEN WAY
RIALTO WAY
HOLIDAY DR
BLACKTAIL CANYON RD
TRAIL CREEK RD
MAJESTIC VW
PASSMORE CANYON RD
STERLING TRL
NINE MILE RD
SCENIC DR
SKIEF DR
PONDEROSA DR
SHOESTRING ANNIE RD
LEMONS DR
CRYING GEORGE RD
LAUREL RD
SHAWNA LN
TECHNOLOGY WAY
GUN CLUB RD
N PARKMONT ST
S PARKMONT ST
NILS DR
BEAVER POND RD
APPLE ORCHARD RD
BASIN CREEK RD
BLACK ANGUS LN
BIRD DOG LN
INDIAN ROCK RD
ASH DR
HAGEL DR
GREEN ACRES CT
VISTA CT
TROTTER DR
BLACKTAIL LOOP
AURORA LN
RENDEZVOUS DR
MYSTIC LN
CASPIAN LN
KODIAK TRL
KETCHUM LN
GENEVA LN
LYNDALE LN
WAGON ST
GRAND VIEW DR
ASPEN LN
COTTONTAIL LN
HUMMINGBIRD LN
STANDBY CREEK RD
WAPITI MOUNTAIN RD
ELKHORN LN
W BADGER LN
E BADGER LN
SWEET MEADOWS RD
FAT JACK RD
FIVE MILE RD
HOLY CROSS LN
MOTOR VIEW RD
WATERLINE RD
FOUR MILE RD
SUNSET RD
AIRPORT RD
S AIRPORT RD
SPORTSMAN WAY
ELECTRIC ST
AVOCA DR
MEADOWLARK LN
ELIZABETH WARREN AVE
LONGFELLOW ST
HOLMES AVE
WHITE BLVD
CLEVELAND AVE
GARLAND AVE
ROOSEVELT AVE
EVANS AVE
YALE AVE
HARVARD AVE
AMHERST AVE
CORNELL AVE
PRINCETON ST
DEWEY BLVD
SAMPSON ST
HOBSON ST
SCHLEY AVE
LA SALLE AVE
W JOSETTE AVE
W GREENWOOD AVE
W CHULA AVE
W CLINTON AVE
MCKINNEY AVE
CLAY AVE
CALHOUN ST
WEBSTER ST
HUMBUG DR
TIMBER BUTTE RD
BEEF TRAIL RD
STONEWALL RD
STAGE COACH RD
SKI AREA LOOP
OVERLOOK DR
SOLITUDE DR
PREVOST TRL
BLUEBIRD TRL
NISSLER RD
COUGAR LN
CHIPMUNK WAY
DEER LN
GRIZZLY TRL
SANTA CLAUS RD
FOX RUN
RACCOON WAY
BOBCAT TRL
FROG POND RD
STORM VW
LYNX LN
ORO FINO GULCH RD
BROWNS GULCH RD
BUTCHERTOWN RD
RYAN RD
N ALICE ST
WILLIAMS ST
SUNVIEW TERR
E CLARK ST
NORTH ST
W DALY ST
LEXINGTON TERR
BEAL TERR
ONEILL ST
W BENNETT ST
E BENNETT ST
W LA PLATTE ST
E LA PLATTE ST
W CENTER ST
E CENTER ST
WELLS ST
MISSOULA AVE
W PACIFIC ST
W BUFFALO ST
E SUMMIT ST
RUBY ST
AGATE ST
PEARL ST
VIRGINIA ST
W WOOLMAN ST
E WOOLMAN ST
E GAGNON ST
W GAGNON ST
W COPPER ST
CALEDONIA ST
W QUARTZ ST
E QUARTZ ST
W GRANITE ST
E GRANITE ST
W BROADWAY ST
E BROADWAY ST
W PARK ST
E PARK ST
W GALENA ST
E GALENA ST
W MERCURY ST
E MERCURY ST
W SILVER ST
E SILVER ST
W DIAMOND ST
W PORPHYRY ST
W GOLD ST
W PLATINUM ST
STEEL ST
W ALUMINUM ST
E ALUMINUM ST
W IRON ST
E IRON ST
W FIRST ST
E FIRST ST
E FRONT ST
CENTENNIAL AVE
HOLLAND ST
DRESDEN ST
OXFORD ST
DESMET ST
MUNICH ST
BAVARIA ST
BADEN ST
BERLIN ST
WHITE SIDE PLACER ST
FARRELL ST
PINE ST
WALNUT ST
N PARK PL
S PARK PL
GRAND AVE
LOCUST ST
ELM ST
WALL ST
ARGYLE ST
ABERDEEN ST
GEORGE ST
DEXTER ST
EAGLE ST
FAIRMONT ST
GREGSON ST
HECLA ST
IRENE ST
JOSEPHINE ST
KOSSUTH ST
ST ANN ST
MOULTON ST
NETTIE ST
OTTAWA ST
PRINCETON ST
HARVARD AVE
CORNELL AVE
BAYARD ST
STATE ST
FLORAL BLVD
EDWARDS ST
PHILLIPS ST
GOODWIN ST
EVANS ST
WHARTON ST
HANNIBAL ST
QUINCY ST
KEOKUK ST
BURLINGTON ST
EAST LAKE DR
WATERFORD WAY
RAMPART DR
FLEECER DR
CEDAR LAKE DR
BITTERSWEET DR
REDWOOD DR
HOLLY LN
MOUNT HIGHLAND DR
BURKE LN
BARTLETT ST
MEADOWLARK LN
KINGS CT
RED MOUNTAIN VW
EARTH LN
MARS LN
GALAXY DR
RENZ DR
VICTORIA LN
LOW ST
HIGH VW
TOWER ST
MOUNTAIN VIEW RD
WALDRON DR
TROTTER DR
JETCHSON LN
CLOVER DR
PYE DR
LARKSPUR LN
FOXTAIL LN
MEADOW VIEW DR
ZELLA DR
ZOO LN
KELSEY LN
ZEALACK LN
LISAC LN
OAK LN
COTTONWOOD ST
HILLSIDE DR
VALLEY DRIVE
INTERSTATE 15 FWY
MARCIA ST
COBIAN ST
NORTH DR
CENTER DR
SOUTH DR
WEST DR
EAST DR
PRINCETON ST
YALE AVE
DARTMOUTH AVE
MEADE AVE
THOMAS AVE
PORTER AVE
SHERMAN AVE
ADAMS AVE
BANKS AVE
GLADSTONE AVE
HANCOCK AVE
ALBANY AVE
WHITE WAY
AUGUSTA AVE
COLUMBUS AVE
SPRINGFIELD AVE
SACRAMENTO AVE
TRENTON ST
BEN HOGAN DR
PHILLIPS AVE
BLACKTAIL LN
NEIGHBORS LN
WHITE BLVD
NORTH LAKE DR
BURNING TREE LN
ALBANY AVE
TRENTON ST
HIGHWAY 2 FWY
FOX DR
GREEN ACRES DR
HUBBY DR
THERA VERSE DR
JACKS LN
QUAIL DR
HICCORY DR
CAMAS DR
SHAMROCK RD
MEADOW DR
FOXES LN
BEACON RD
HOPE RD
HUTCHER DR
HELENE DR
FOOTHILL RD
S WYOMING ST
S ARIZONA ST
UTAH AVE
WESTERN BLVD
WARREN AVE
WYNNE AVE
PARSON ST
COSTO RD
GARFIELD AVE
LINCOLN AVE
MONTANA AVE
MAIN ST
PLACER ST
COLORADO ST
SAGE ST
EASY ST
SESAME ST
SUNRISE LN
LEGION LN
BAIN ST
YELLOW ROSE LN
PORTER AVE
LATIGO LN
RUSTY SPUR
LITTLE BASIN CREEK RD
COYOTE LN
GONDOLA LOOP
DOWNHILL LN
MOGUL TRL
CHALET LOOP
SLALOM LN
LOST TRL
POWDER LOOP
BLOCKS LN
TELEMARK LN
BELANGER WAY
ANTELOPE RUN
S ROCKER RD
PRAIRIE DR
CANADA CREEK DR
BUCKHORN LN
COWDOG LN
SADDLE BRIDGE DR
WINKIE WAY
HATTIE LOOP
MELANIE LN
MISSISSIPPI WAY
N DIVISION ST
N MAIN ST
N WASHINGTON ST
N JACKSON ST
N CRYSTAL ST
N ALABAMA ST
N WESTERN AVE
N EMMET AVE
N MONTANA ST
N DAKOTA ST
N ARIZONA ST
N UTAH AVE
N NEVADA AVE
N MARYLAND AVE
N LEXINGTON AVE
N PLACER ST
N COLORADO ST
N SAMPSON ST
N PARSON ST
N SANDERS ST
N RUSCH ST
N MAIN ST
N MONTANA ST
N WYOMING ST
N ARIZONA ST
N UTAH AVE
N WESTERN AVE
N EMMET AVE
N EXCELSIOR

# Appendix B

## Tax Increment Districts




0 625 1,250 2,500 3,750 5,000

Feet

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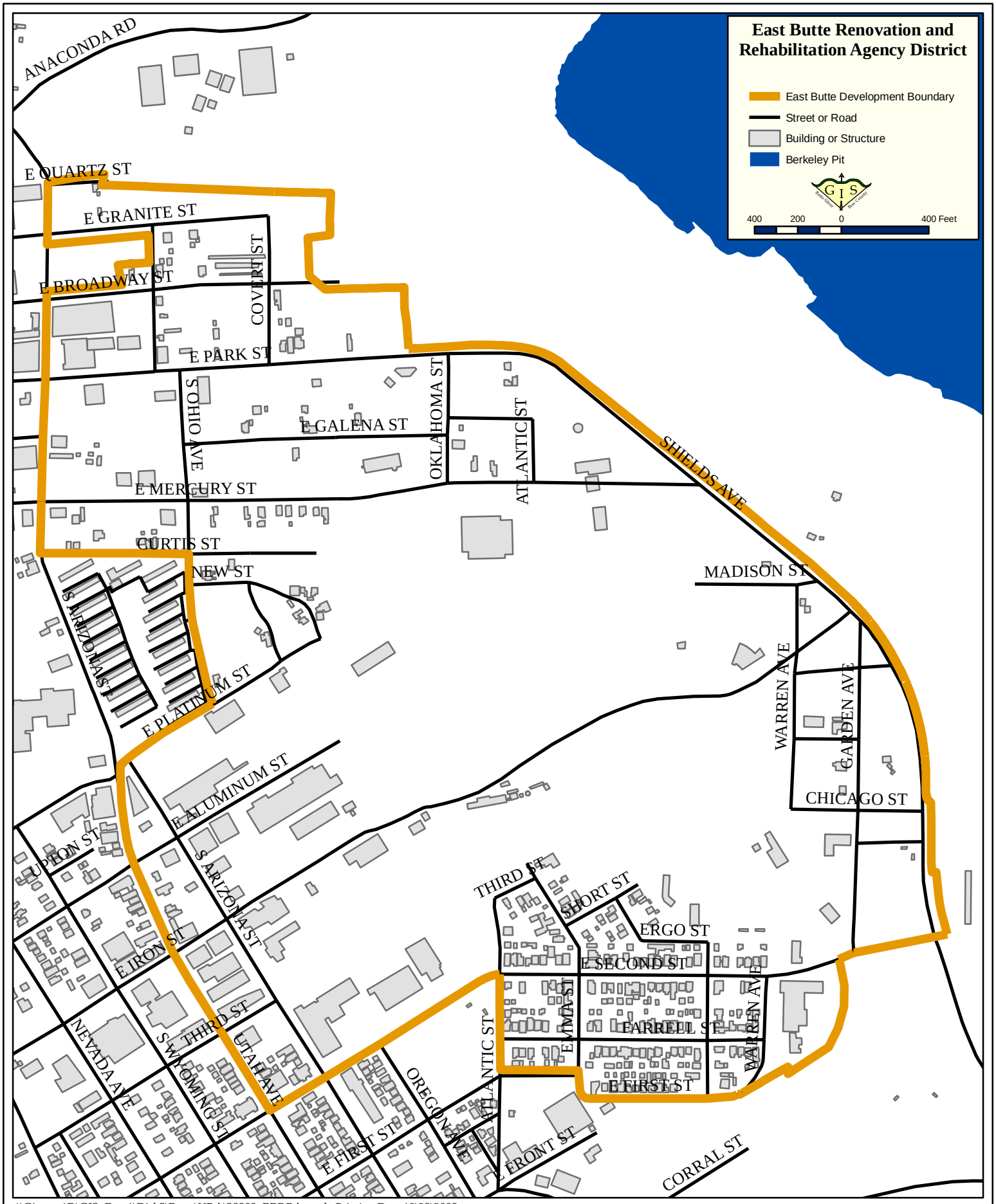
Printing date 10/3/2007

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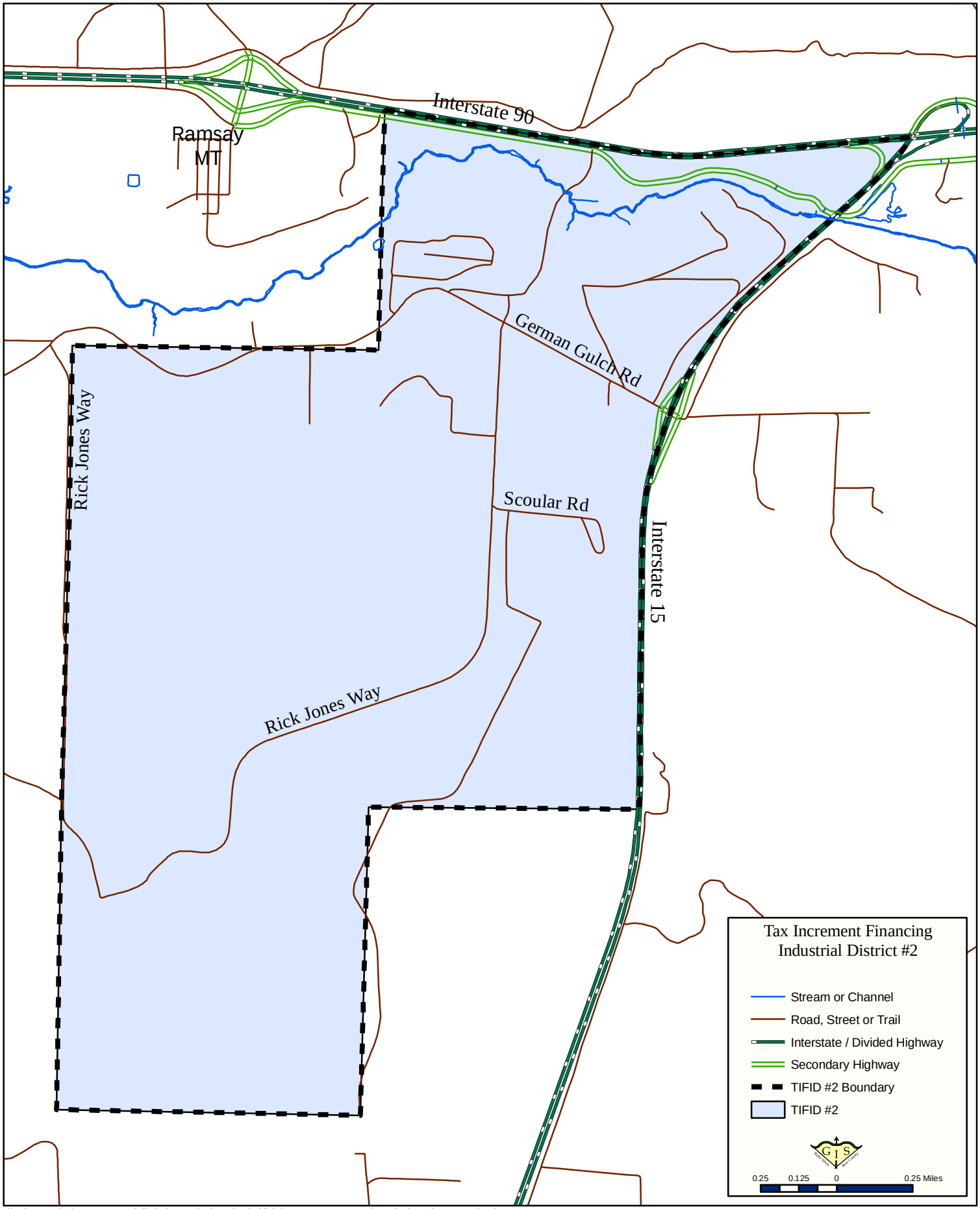


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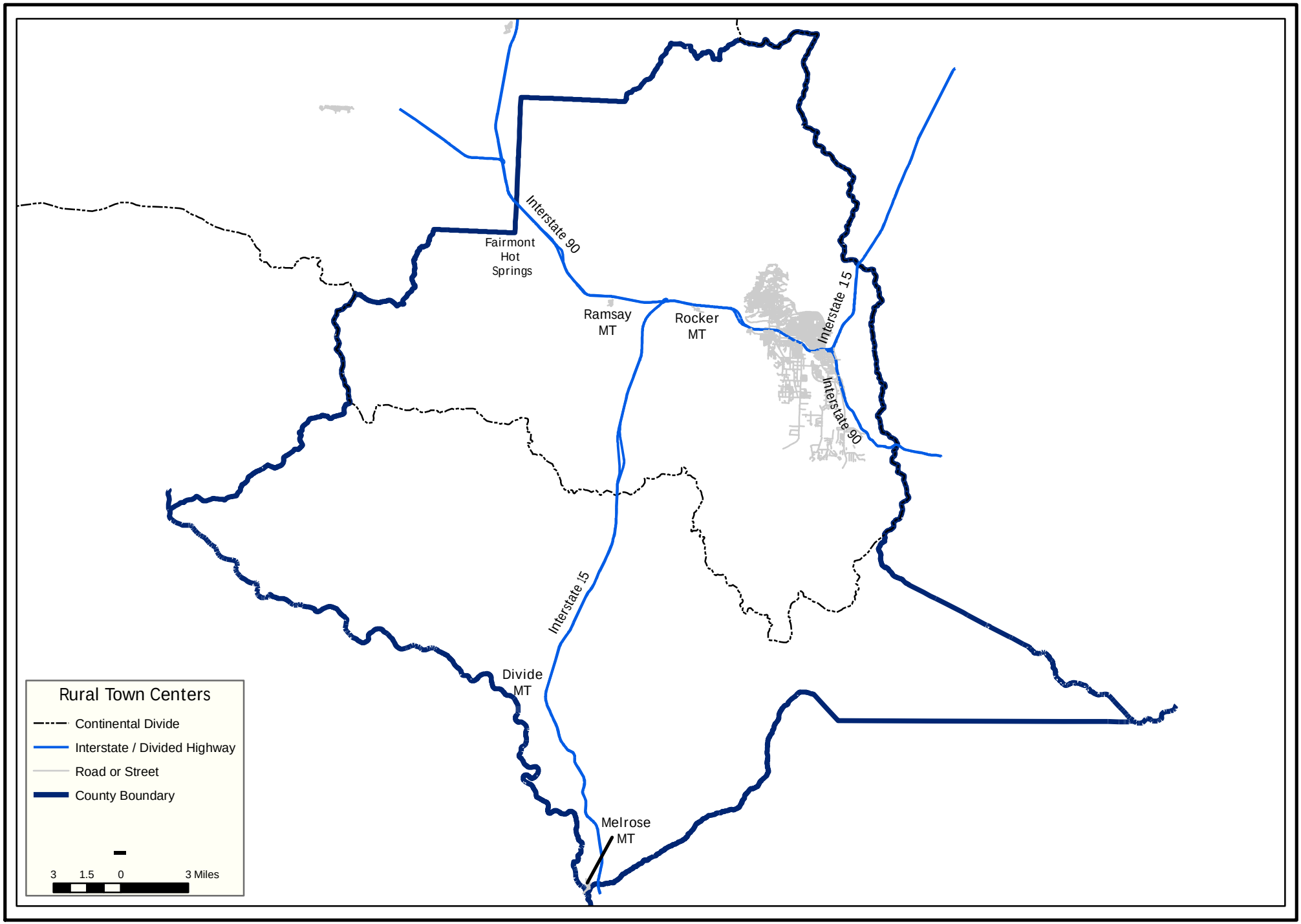
# Appendix C

## Map of Rural Town Centers

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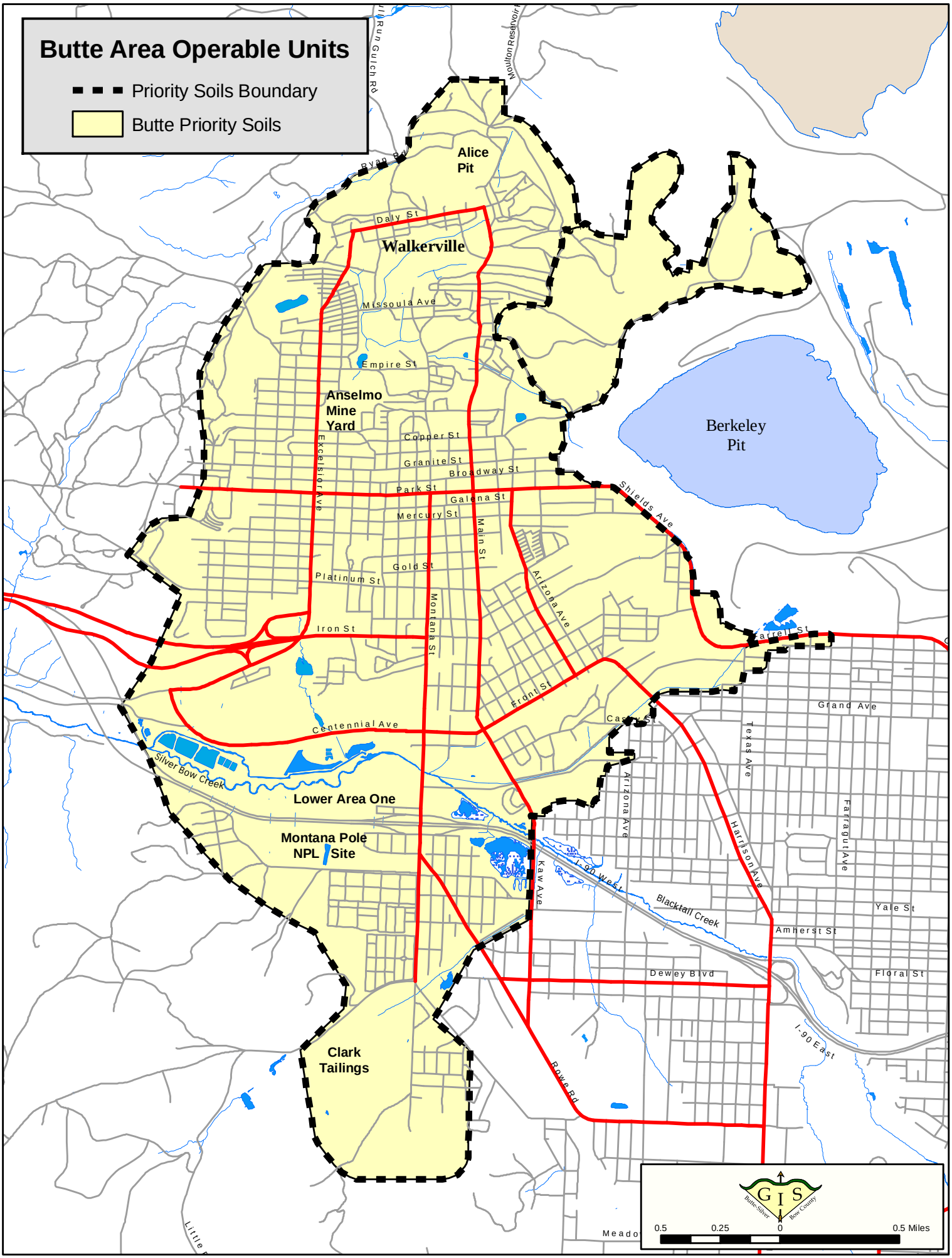
# Appendix D

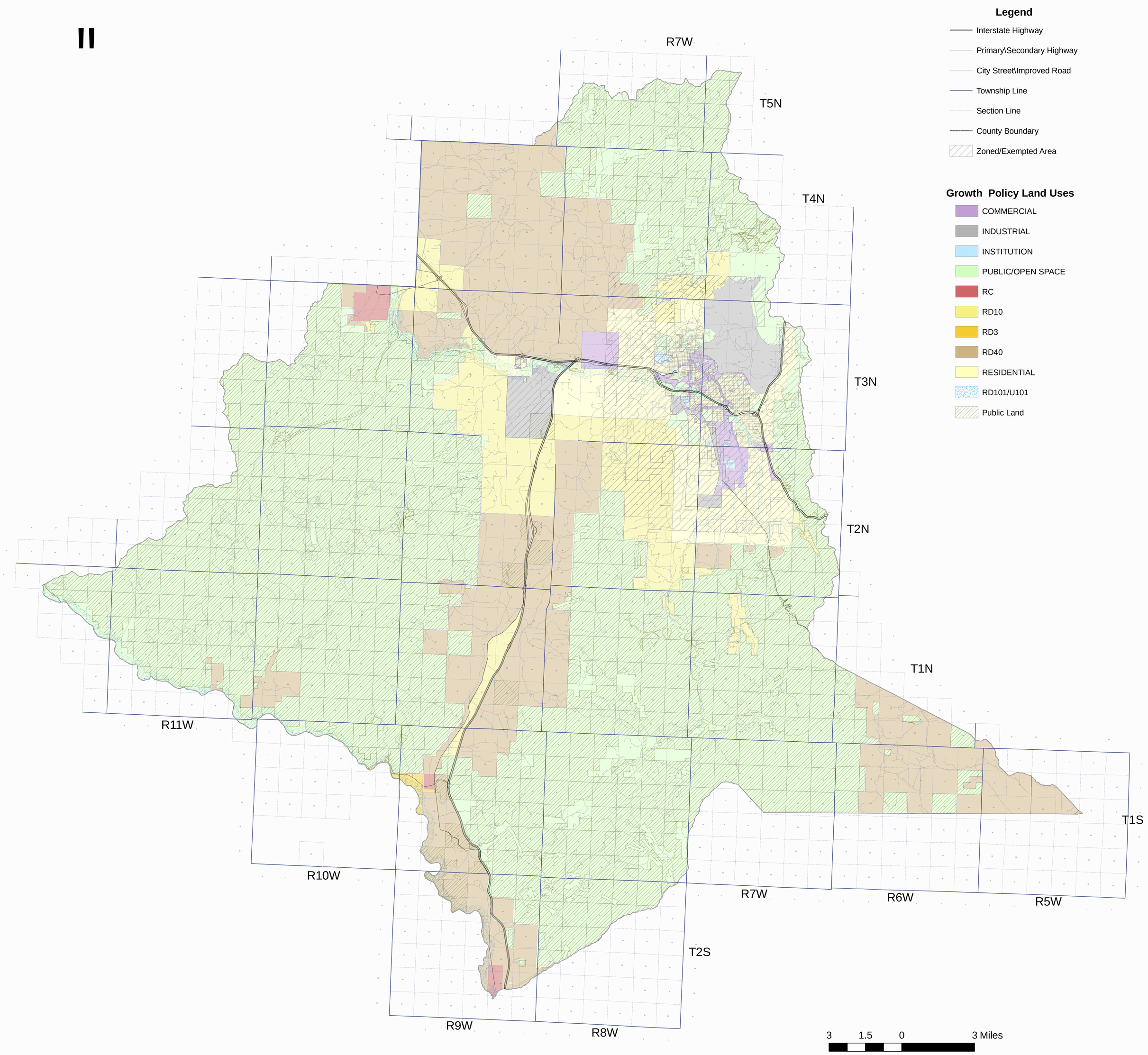
## Map of Silver Bow Creek/Butte Area Operable Units


Butte Area Operable Units
Priority Soils Boundary
Butte Priority Soils
Alice Pit
Walkerville
Anselmo Mine Yard
Berkeley Pit
Lower Area One
Montana Pole NPL Site
Clark Tailings
Daly St
Missoula Ave
Empire St
Copper St
Granite St
Broadway St
Park St
Galena St
Mercury St
Gold St
Platinum St
Iron St
Excelsior Ave
Main St
Montana St
Arizona Ave
Shields Ave
Farrell St
Front St
Centennial Ave
Silver Bow Creek
Grand Ave
Texas Ave
Harrison Ave
Farragut Ave
Kaw Ave
I-90 West
Blacktail Creek
Yale St
Amherst St
Dewey Blvd
Floral St
I-90 East
Rowe Rd
Moulton Reservoir
Ryan Rd
Meado
0.5
0.25
0
0.5 Miles
GIS
Butte-Silver Bow County

# Appendix E

## Land Use Maps

# Butte-Silver Bow Growth Policy

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# Butte-Silver Bow Growth Policy

II

**Legend**

- Township Line
- Section Line
- Interstate Highway
- Primary\Secondary Highway
- City Street\Improved Road

**Growth Policy Land Uses**

- COMMERCIAL
- INDUSTRIAL
- INSTITUTION
- PUBLIC/OPEN SPACE
- RC
- RD10
- RD3
- RD40
- RESIDENTIAL
- RD101/U101
- Public Land

0.4 0.2 0 0.4 Miles

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