ROSEBUD COUNTY

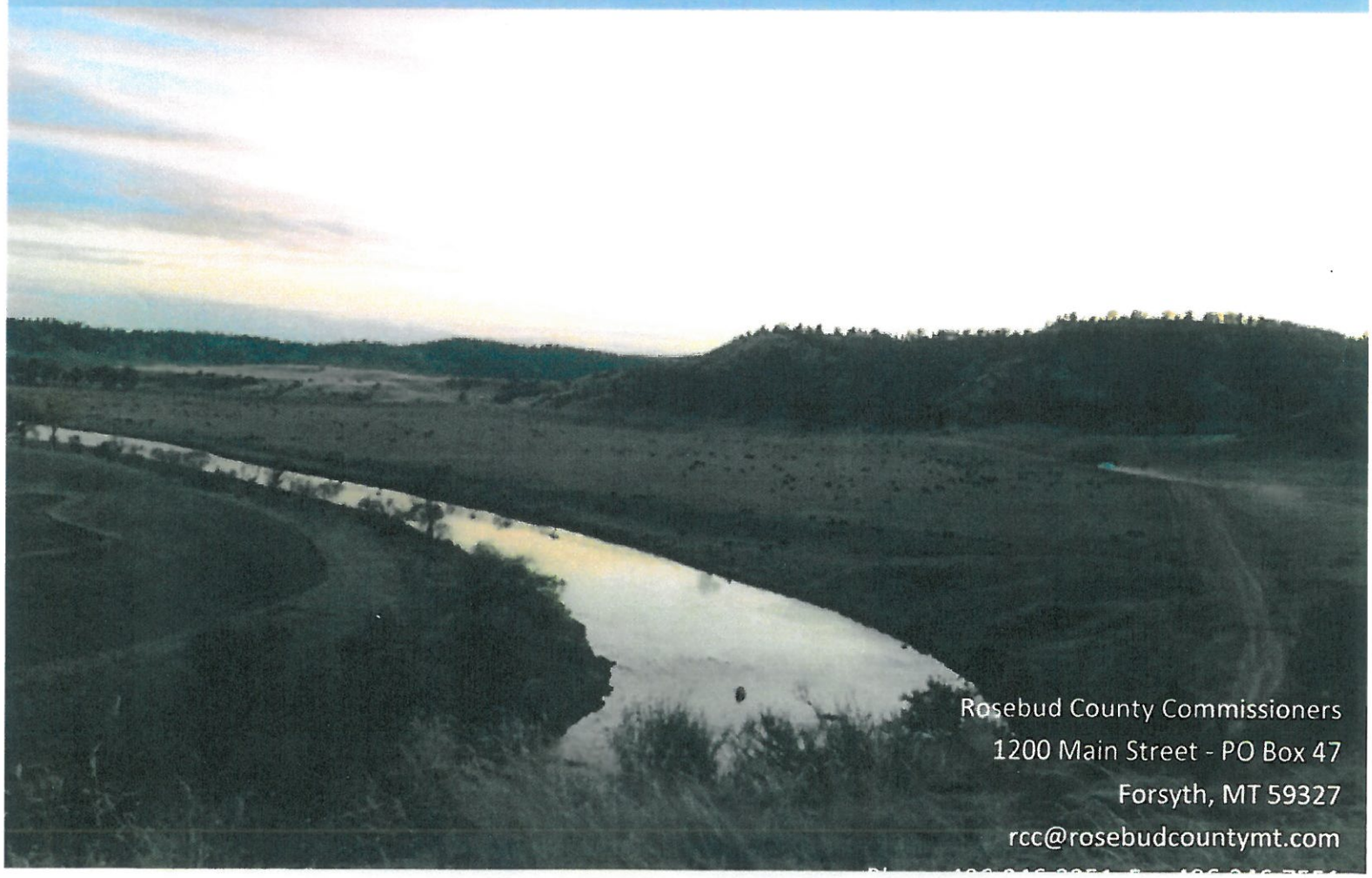
Growth Policy and Land Use Plan

2013 Update

This is an update to the Rosebud County 1979 Planning Data Book & Comprehensive Plan

This document was developed by Byron's Consulting with the assistance of Rosebud County citizens, County department heads and the support and guidance from the Rosebud County Commissioners and the County Planning Board.

Adopted 05, 30 2013



Rosebud County Commissioners
1200 Main Street - PO Box 47
Forsyth, MT 59327
rcc@rosebudcountymt.com

Rosebud County Officials 2013

County Commissioners
Ed Joiner
Robert Lee
Doug Martens

Planning Board
Art Hayes, Jr.
Amy Adler
Marvin Quinlan
Betty Jo Ellison
Donna Rogers
Ken Nelson
Gil Fennern
Jack Clifford
Dan Murnion

County Planner
John Marks

Clerk and Recorder
Geraldine Custer

P.O. BOX 47
FORSYTH, MT 59327
406-346-2251
FAX 406-346-7551

ROSEBUD COUNTY COMMISSIONERS

Robert E. Lee, Member
Douglas D. Martens, Member
Ed Joiner, Member

RESOLUTION #890

Resolution to Adopt *Rosebud County Growth Policy 2013*

WHEREAS, MCA 76-3-601, et seq., provides for the updating, elements for consideration, and adoption of a Growth Policy; and

WHEREAS, public meetings were held throughout the County to solicit comments from citizens, the necessary research was completed, and policy recommendations to manage growth are included in the document; and

WHEREAS, the proposed *Rosebud County Growth Policy 2013* has been determined to be substantially compliant with the requirements of MCA Title 76, Chapter 3, Part 6; and

WHEREAS, the proposed *Rosebud County Growth Policy 2013* has been determined to adequately reflect the current growth issues of Rosebud County, providing a basis for governmental regulations to manage growth; and

WHEREAS, the Rosebud City-County Planning Board recommended adoption and implementation in accordance with MCA Title 76, Chapter 3 Part 6;

NOW THEREFORE BE IT RESOLVED, that the Rosebud County Board of County Commissioners adopt and implement the *Rosebud County Growth Policy 2013* effective June 1, 2013.

Dated this 30th day of May, 2013.

ROSEBUD COUNTY COMMISSIONERS

THE OFFICIAL SEAL OF ROSEBUD COUNTY MONTANA

Robert E. Lee, Presiding Officer

Douglas D. Martens, Member

ATTEST:

Geraldine Custer, Clerk & Recorder

Ed Joiner, Member

RESOLUTION No. 2013-01

Rosebud City-County Planning Board

Resolution to Adopt *Rosebud County Growth Policy 2013*

WHEREAS, MCA 76-3-601, et seq., provides for the updating, elements for consideration, and adoption of a Growth Policy; and

WHEREAS, public meetings were held throughout the County to solicit comments from citizens, the necessary research was completed, and policy recommendations to manage growth are included in the document; and

WHEREAS, the proposed *Rosebud County Growth Policy 2013* has been determined to be substantially compliant with the requirements of MCA Title 76, Chapter 3, Part 6 by the City-County Planning Board; and

WHEREAS, the proposed *Rosebud County Growth Policy 2013* has been determined by the City-County Planning Board to correctly reflect the current growth issues of Rosebud County, providing a basis for governmental regulations to manage growth;

NOW THEREFORE BE IT RESOLVED, that the Rosebud City-County Planning Board recommends to the Rosebud County Commission that the Rosebud County Growth Policy 2013 be adopted and implemented.

Dated this 30th day of May, 2013.

Rosebud City-County Planning Board

Art Hayes Jr

Art Hayes, Jr., Chairman

Table of Contents

Introduction 1
SECTION 1
Rosebud County – A Brief History 3
SECTION 2
Land Uses 5
SECTION 3
Population and Demographics 17
SECTION 4
Housing 21
SECTION 5
Economy 27
SECTION 6
Local Services 33
SECTION 7
Special Government Services 37
SECTION 8
Public Facilities 45
SECTION 9
Natural Resources 49
SECTION 10
Implementation Tools 52
Goals, Objectives and Policies 52
Timeline for Updating the Plan 54
Public Infrastructure Strategy 54
Subdivision Review Criteria 55
Statement of Coordination and Cooperation 58
Statement of Public Hearing Procedures 58
References Cited 60

Attachment: Rosebud County Snapshot DVD

Introduction

The Rosebud County Growth Policy 2013 is an extension of the original Growth Policy that was adopted by the county in 1978. This Policy covers the jurisdiction of Rosebud County excluding the incorporated communities of Forsyth and Colstrip and the Northern Cheyenne Reservation. The original policy was a comprehensive inventory of County services, programs and growth issues of the time. The intent of a growth policy is to provide a platform by which county officials can make consistent and reasoned responses to the broad range of factors that influence the dynamic environment in which the county government operates. Adopted growth polices also provides necessary transparency of governmental decisions to the public, whom the government serves. The public itself provided much input into the preparation of this Growth Policy.

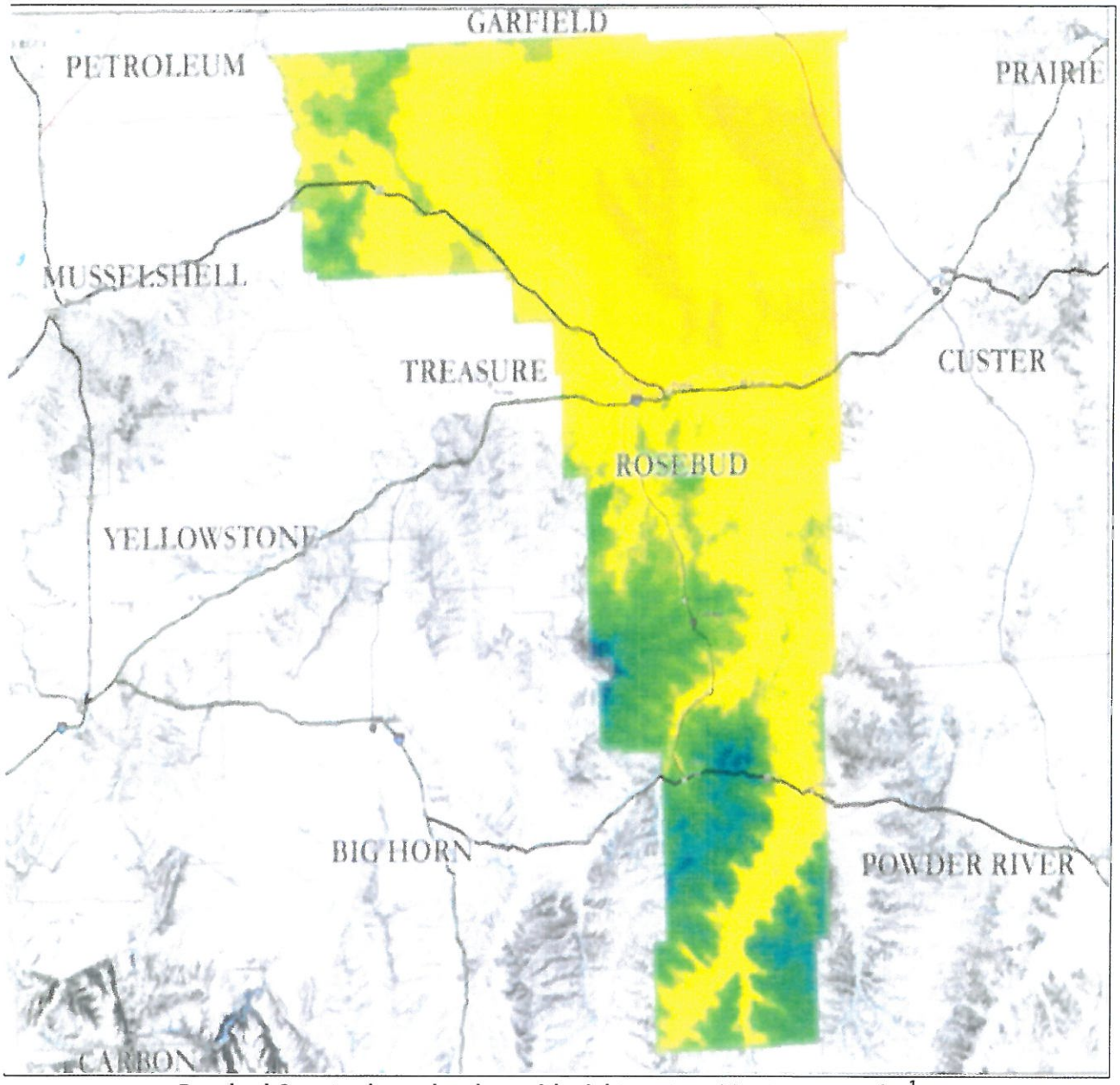
The framework for this Growth Policy is guided by the Montana Code Annotated Title 76, Chapter 1, Part 6. This section of State Code lists a number of factors that should be considered for inclusion in a policy, but the Rosebud Planning Board, County Commissioners and the public are not limited to this list. The factors and growth influences most germane to Rosebud County make up this policy.

The research for the Rosebud County Growth Policy 2013 is also comprehensive and provides the background for this policy. Other documents and sources are also referenced in the Growth Policy 2013. Topical information will be directly included or referenced as to the source to maintain a high level of utility for the Growth Policy 2013.

A Rosebud County Snapshot DVD accompanies the hard copy of the document, and includes the in-depth research on the topics covered in the Growth Plan.

The Rosebud County Growth Policy 2013 was funded, in part, by a Montana Community Development Block Grant.

ROSEBUD COUNTY



Rosebud County shares borders with eight eastern Montana counties[1]

[1] http://nris.mt.gov/gis/gisdatalib/downloads/ab9.gif, February 2013.

Section 1
Rosebud County – A Brief History[2]

The area of what is today Rosebud County was originally part of the Montana Territory. In 1865 the area was called Big Horn County out of which Custer County was formed in 1877. Rosebud gained County status March 4, 1901, 12 years after Montana received statehood. In 1919, land was taken out to form Treasure County and Rosebud County today ranks fourth[3] in size of counties in the State.

The Northern Cheyenne Indian Reservation was established by Executive Order in 1884 and expanded to its present size in 1900. Approximately 55 percent of the reservation area is in Rosebud County with the remainder in Big Horn County. Lame Deer is the agency headquarters for the Northern Cheyenne, and the U.S. Department of Interior's Bureau of Indian Affairs maintains an office there.

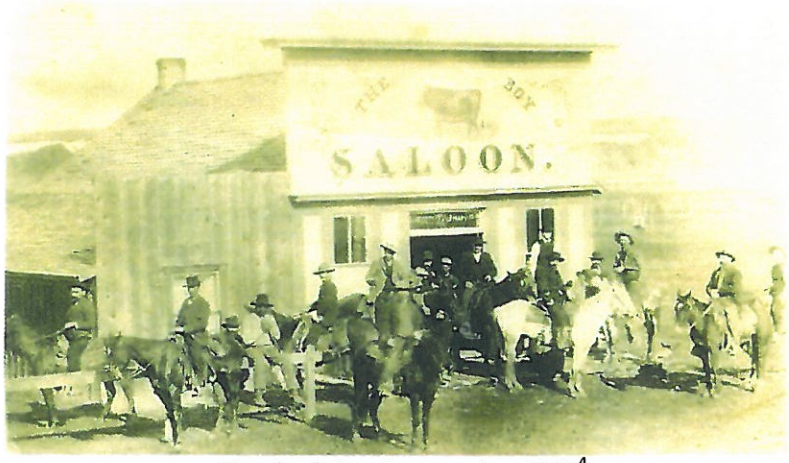
The first County Commissioners were Freeman Philbrick, W. W. McDonald, and A. H. Terrett. In that period crossing the Yellowstone River could be a problem, but ferries operated up and down the river near the principal trading center. Wells Westoby operated the ferry at Forsyth until the river bridge was constructed in 1904, the year Forsyth became incorporated. The courthouse, costing $125,000, opened January 5, 1914 and a hospital constructed for $90,000, opened in 1921. In 1972, a new hospital and nursing home annex were constructed at a cost of approximately $1,500,000.

The Town of Forsyth (City of Trees) was named after General James William Forsyth, an 1856 graduate of West Point who participated in various military campaigns during the Civil War and later commanded detachments of infantry and cavalry units throughout the western territories, including eastern Montana.

The Town of Rosebud, where General Custer turned south on his drive to the Little Big Horn, could have easily become the county seat. Thomas A. Alexander traded land with the Northern Pacific Railroad, and Forsyth became a division point for the railroad in 1882. Like other communities, transportation methods and technology were responsible for the greatest changes in the local way of life, and railroads and motor transport replaced ferries and stagecoaches.

---

[2] Planning Data Book and Comprehensive Plan, Rosebud County, Montana, 1979, p. 1-1, 1-2.
[3] Rosebud County ranks fifth in the state with a total area of 5025.4 square miles.
http://geoinfo.montanastatelibrary.org/geography/geography-facts/area-of-montana-counties/



Rosebud street scene circa 1883[4]

Through the years Rosebud County has progressed with the times. Agriculture has always been the major industry, and the farmers and rancher have experienced hardship along with the good times. The grasshoppers, Mormon crickets, beetles, hailstorms, and hard winters were eventually overcome, although the extended drought conditions during the decade of the "thirties" were especially challenging.

In the 1920's coal mines opened at Colstrip to feed the steam locomotives on the railroads. When diesel replaced steam, the mining activity subsided. Mining activity surged again in the 1970's, with the construction of four coal fired generators. The small town of Colstrip experienced a population influx from numerous employment opportunities.

Today's pending development of the Otter Creek Mine in Powder River County immediately across the southern Rosebud County border from the town of Ashland is a reminder of the impacts experienced during the Colstrip boom of the 1970's and 1980's. Locals recognize the important role of planning in mitigating those impacts. Developing this strategic plan has become a priority with community leaders whether in government or private business.

[4] Jack and Carol Bailey photo, used with permission.

SECTION 2
Land Uses

Rosebud County shares its border with eight neighbor counties: Garfield, Petroleum, Musselshell, Yellowstone, Treasure, Big Horn, Powder River and Custer. The Northern Cheyenne Reservation lies in the southern portion of the county. The grassy plains in the northern part of the county transition into steep sometimes forested slopes in the southern parts. Three major rivers cross through the landscape: the Yellowstone, the Tongue and the Musselshell. It consists of seven watersheds: Big Porcupine, Little Dry, Upper Tongue River, Lower Tongue River, Rosebud Creek, Lower Yellowstone-Sunday, and the Middle Musselshell. Information about soil, slope, precipitation and ground cover for each watershed is included on the Rosebud County Snapshot DVD.

Rosebud County can be categorized by natural features into three regions. The northern region of the county lies north of the Yellowstone River. This area tends to be relatively flat to moderate sloping terrain, short grass cover, and low ground water availability. The area is sparsely populated with livestock production being the chief use. There are areas of rolling, timbered hills near the community of Bascom. Oil and gas production adds an industrial presence in the northwest portion of the County, extending down to the Sumatra area.

The central region of the County extends from the Yellowstone River Basin to approximately an east/west line defined by the Colstrip community on the south. Irrigated farming in the Yellowstone Valley and other small drainages, confinement livestock operations, and rangeland grazing are major land uses. This area is characterized by higher human population densities. The incorporated communities of Forsyth and Colstrip lie within this area. Industrial land uses include the power generation plants at Colstrip with associated transmission corridors, coal mining operations near Colstrip, and a major railroad at Forsyth. The topography ranges from flat to rolling hills. Ground water is more available in this region.

The southern region of the County extends from the line defined by Colstrip to the southern boundary of the County. This region is characterized by mountainous terrain, higher precipitation patterns, with pine forests being a major ground cover. The valley corridors support farming operations with livestock grazing extending into the higher elevations. The southeastern corner of this region tends to be more level and less forested than the mountainous areas. A portion of the Northern Cheyenne Reservation lies in southern Rosebud County.

Rosebud County's area is 5025.4 square miles or 3,216,256 acres. The majority of Rosebud County's land - 76.7% - is privately owned. Federal land controlled by the U.S. Forest Service, the BLM comprises 10.1% of the total land ownership in the County. The State Trust Land and Montana Fish Wildlife and Parks combined own 5.5% of the County's land.

Land Ownership in Rosebud County

Land Owner[5]	% of County
Federal	10.1
State	5.5%
Indian Trust & BIA	7.5%
Private	76.7%
Water	0.1%

Agriculture

Agriculture is a major land use in Rosebud County. Commerical beef operations, feedlots, sheep, hogs and some horses account for the majority of the livestock raised and marketed. Irrigated fields produce alfalfa, hay, sugar beets, beans, and corn. Dry land fields produce a variety of grains. The county is one of the top producers of corn silage in the state.

There are 31,677.26 acres of taxed irrigated farmland[6] in Rosebud County, and another 2,745.88 acres of irrigated land that are exempt from taxation. The exempt acres lie on Federal land and on the Reservation.

Agriculture Statistics counted 412 Rosebud County farms in 2002, and 478 in 2007, a 16% change. This figure reflects small acreage units that have been divided out of larger pieces, some containing a horse or two. There were 149 Rosebud County farms that sold less than $1000 worth of production in 2007. These are the small "hobby farms" showing up in the 16% increase.

The acreage in a farm in 2002 averaged 6,167 acres, and by 2007 averaged 5,678 acres. The majority of farms in the County are over 1000 acres in size. The profile of farm acres in harvested crops, acres used for pasture, woodlands used for pasture, and woodlands not pastured is available in Ag Census data.

Public

Non-revenue generating land represents 30.6%, or roughly one-third of Rosebud County's acreage. The BLM land lies mostly in the northern part of the County and provides grazing, as does the Forest Service land in Custer National Forest. State Trust Land is leased for agricultural use. The Montana Fish Wildlife and Parks land is located in two camp sites along the Yellowstone at Forsyth, and the Far West fishing access site located west of Rosebud on the Yellowstone. Public lands act as a draw for tourists and recreationists.

---

[6] Rosebud County Assessor's Office, March 2013.

Farm Land Use

Details of Rosebud County Farm Land Use – Ag Census 2007	Number of Farms	Change from 2002	Acreage	Acres Change from 2002
Farms	478	+66	2,715,024	+173126
Average size of farm	-	-	5678	-489
Harvested	315	+39	38472	+3000
Cropland used only for pasture or grazing	74	-18	26684	-5254
Other cropland	127	-2	107,838	+2852
Cropland idle	61	+24	59854	+14147
Cropland on which all crops Failed	35	-26	6641	-7766
Total Woodland	60	+12	157,745	+46810
Woodland pastured	39	-5	155,039	+45603
Woodland not pastured	23	+19	2706	+1207
Permanent pasture & rangeland (not cropland or woodland pastured)	371	+39	2,304,256	+128296
Pastureland, all types	413	+42	2,485,979	+168645
Land enrolled in CRP	45	+1	57,045	+6566
Estimated market value of land & buildings	478	+61	$1,044,530,000	-

The average farm size decreased since 2002. This trend comes from an increase in farm numbers resulting from "hobby farm" being included in the definition by Ag Statistics.

Commercial and Industrial

Urban commercial use of land in the County accounts for .004% of the total, and rural commercial use accounts for .008%. Urban commercial uses, defined as uses located within incorporated towns include retail and grocery stores, pharmacies, banks, dentists, lawyers, eye professionals, etc. Though these are small percentages, they represent important services to the residents of both urban and rural communities. Rural commercial uses, defined as uses located outside incorporated towns, offer important services and employment opportunities to county residents. Examples include repair shops, sand and gravel companies, road construction companies, sawmills, and feedlots. Rehabilitation of rural commercial sites to accommodate future growth has potential.

Rural industrial uses of County land are reported as .0058% of the total land use. Industrial areas, manufacturing as an example, benefit from easy and quick access to transportation. The Interstate Highway, state secondary roads, and the railroad in Rosebud County serve as

important transportation modes for both commercial and industrial development. There are some urban industrial uses in the County, but those are not reflected in statistics provided by the Department of Revenue.

Residential

Residential land is classified into two different categories, rural and urban. Rural residential land is listed as .11% of the County's total land use by the Department of Revenue. It comprises all of the residential properties not included in incorporated towns.

While a significant portion of resident property is rural, e.g., homes in the country, a high number of County residents live in incorporated and unincorporated towns. Population distribution in Rosebud County based on the 2010 Census count is shown in Table 3.

Population Distribution in Rosebud County

	2010 Population	% of Total County Population
Ashland CCD "Rural"	393	4.00%
Ashland CDP "Town"	824	8.90%
Birney CDP (Northern Cheyenne Reservation)	137	1.50%
Colstrip (incorporated)	2,214	24%
Lame Deer CDP (Northern Cheyenne Reservation)	2,052	22.20%
Forsyth (incorporated)	1,777	19.20%
Rosebud CDP	111	1.20%
Rural Population	1725	18.7%
County (Total)	9233	100%

Flood Plains

Flood plains affect 4% of the land in Rosebud County.[7] FEMA flood plain maps are available for Rosebud County and can be downloaded from the FEMA website. The migrating channel[8] of the Yellowstone River is another flood-plain related development constraint.

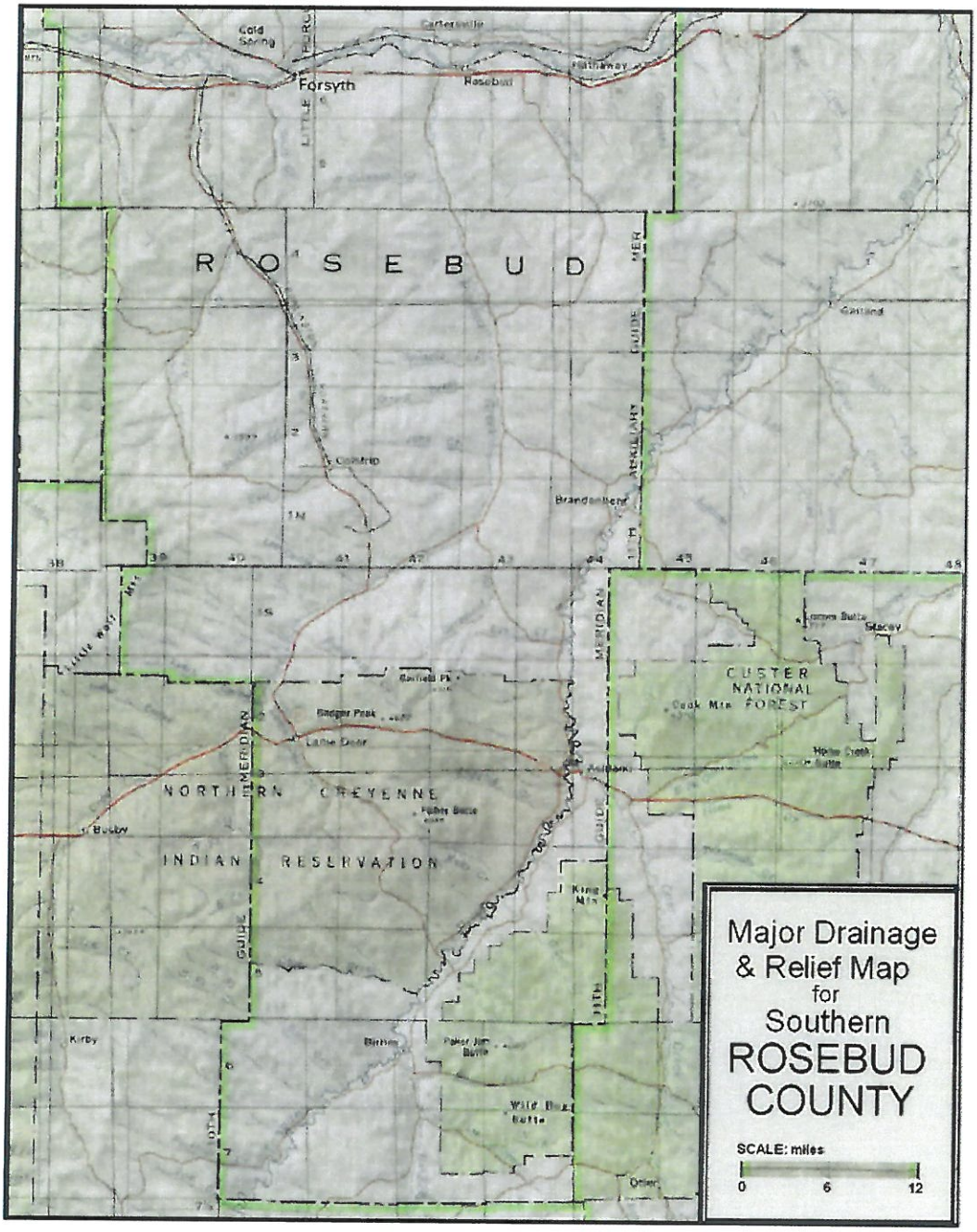
Steep Slopes

The steep slopes found in coulees and draws increases to deep ravines moving south from Forsyth to the southern border of the county. The Upper Tongue River, the Lower Tongue River Drainage and the Rosebud Drainage present the steepest slopes in the county. These slopes are generally unsuitable for housing and development because of high risk of erosion and the difficulty in providing emergency services. The slopes also funnel fire to the top, presenting a

[7] http://mtnhp.org/mapviewer/?t=1, March 2013.

[8] Detailed maps of the channel migration can be found on the Rosebud County Snapshot DVD: Natural Resources – Water.

serious to extreme fire hazard. Following wild-fires, such as in 2012, these slopes have a high potential to become unstable.

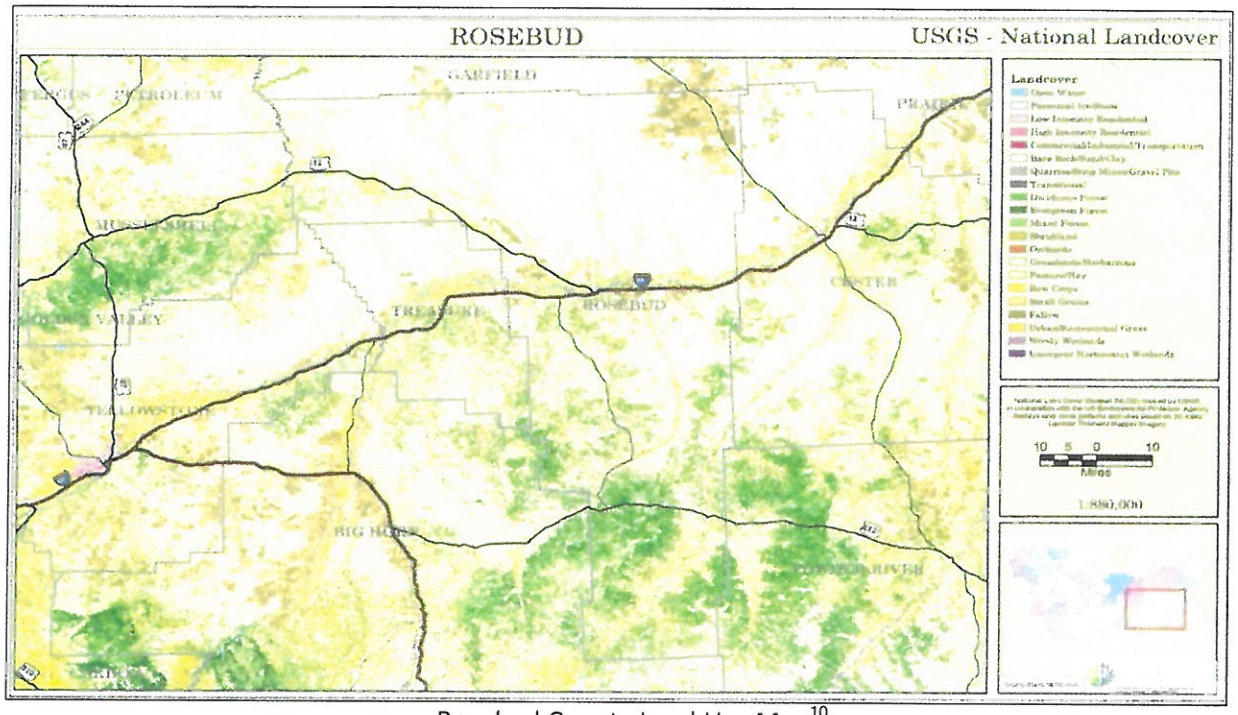


Major Drainages

Watershed maps are available on Rosebud County Snapshot DVD: Watersheds.

Land Cover

The location of concentrated forest lands in the southern part of Rosebud County is evident on USGS land use maps. Two interactive maps[9] are available online that present more detail.



Rosebud County Land Use Map[10]

Airports[11]

There are two airports in the County: Tillitt Field is located at Forsyth and Ricks Field is located at Colstrip. Both airports are protected by Airport Hazard Zoning ordinances.

Transmission Lines and Pipelines

Utility providers bring natural gas, electricity, land-line phone service, fiber optic lines, and cell phone coverage to residents of Rosebud County. This network involves transmission lines above ground, transmission lines and cables underground, and pipelines.
The 500 KV transmission lines extending from Colstrip in Rosebud County are the largest in the state.

Utilities

The expanse of Rosebud County is evident when one looks at the number of companies delivering electricity, natural gas and telephone services to the communities dotting the

---

[9] http://fwp.mt.gov/gis/maps/caps/ and http://mtnhp.org/mapviewer/?t=1, March 2013.
[10] http://nris.mt.gov/gis/gisdatalib/downloads/landcovr_Rosebud.pdf, March 2013.
[11] Information available on Rosebud County Snapshot DVD - Airports

County's map from north to south. The following table summarizes that picture. The narrative that follows outlines the specifics of each provider from the table.

Rosebud County Utility Providers

Rosebud County Utility Providers					
Community	Electricity	Landline Telephone	Natural Gas	Cell Phone	Television
Angela	McCone Electric	MidRivers Telephone Cooperative	None	MidRivers & Others	Satellite - MidRivers Broadband
Rosebud	MDU	Range Telephone Cooperative	MDU	Choice of Providers	Satellite/ Cable
Forsyth	MDU	Range Telephone Cooperative	MDU	Choice of Providers	Satellite/ Cable Montana
Colstrip	Northwestern Energy	Qwest	None	Choice of Providers	Satellite/Cable Montana
Lame Deer	Tongue River Electric Cooperative	Range Telephone Cooperative	None	No Cell Service	Satellite
Ingomar	Mid-Yellowstone Electric Cooperative	MidRivers Telephone Cooperative	None	MidRivers or Choice	Wild Blue (Satellite)
Ashland	Tongue River Electric Cooperative	Range Telephone Landlines	None	MidRivers or choice	Satellite/ Cable Montana
Birney	Tongue River Electric Cooperative	Range Telephone Cooperative	None	Choice of Providers	Satellite

Wild-land Interface[12]

Rosebud County developed a Community Fire Plan (CFP) in 2005.[13] This CFP examines a broad range of factors including wildfire history, land cover criteria, engine locations, and property value information. Fuel hazard, general risk, and fire hazard models generated maps which address the potential for wildfire concerns. The Rosebud County Rural Fire Department has

[12] Information are available on Rosebud County Snapshot DVD: Fire

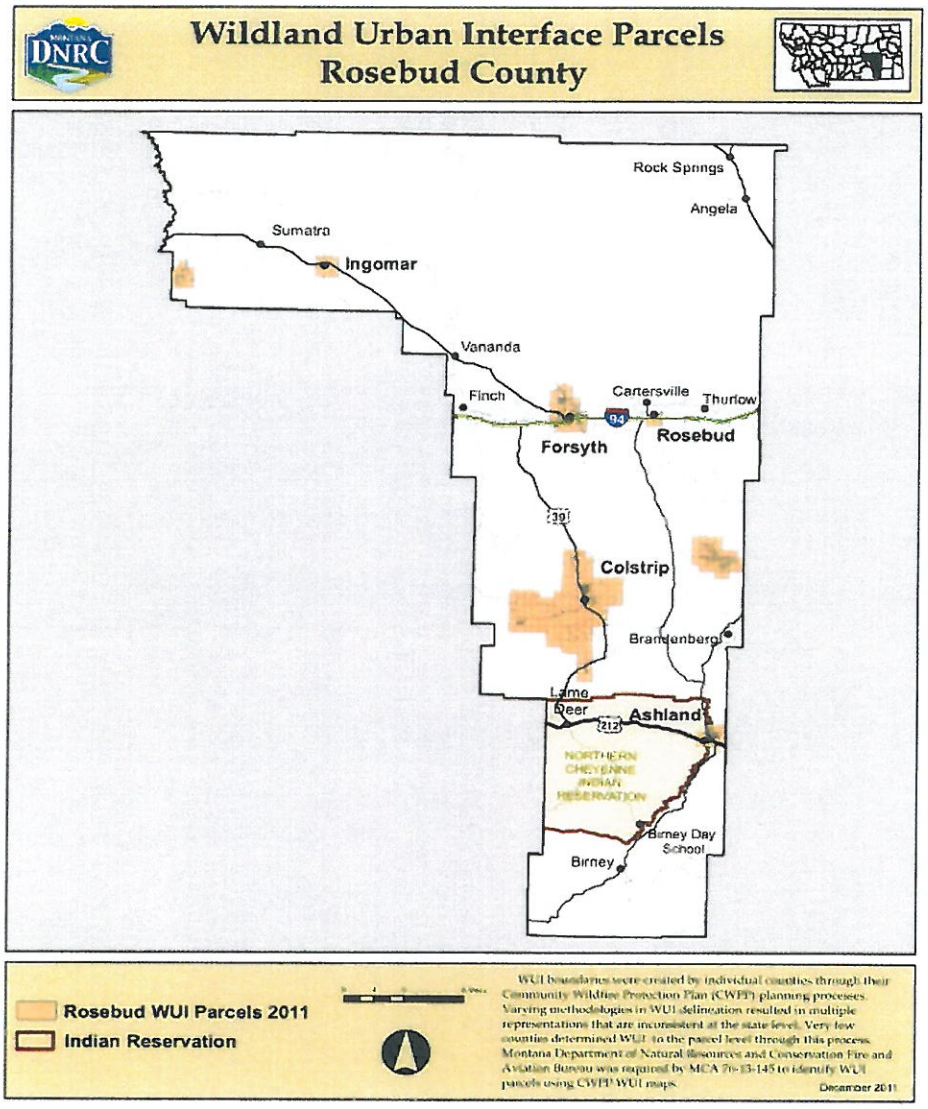
[13] Maps included on the Rosebud County Snapshot DVD: Maps

mutual aid, inter-locals and other agreements in place. BLM, State Lands, and the Bureau of Indian Affairs also respond to wild-land fires. See the *Rosebud County Community Fire Plan 2005* for further information.

Growth issues stemming from wildfire include adequate all-weather water sources; residential construction in high fire hazard areas; multiple road access for citizen escape and adequate roads for heavy equipment and manpower access to the fire area. Gates, auto-gates, bridges, turn-arounds, and culverts are factors when considering adequacy of roads. Communications between landowners and fire crews and among the fire crews themselves can be problematic in remote areas.[14] Communications in the Ashland area have benefited from an updated tower in that area.

Fire in 2012

[14] Rosebud County Community Fire Plan, 2005.



Rosebud County Wildland Urban Interface

Rosebud County has multiple Wildland-Urban Interface zones: Ashland, Forsyth, Colstrip, Rosebud, Birney-Cash and Ingomar plus the Wild Horse, Bascom, Purkett, and Hidden Valley subdivisions.

Rosebud County is a large and remote county covering 5010.4 square miles and stretching 85 air miles from the northern edge of the county to the southern edge. Rural residential development increases the complexity of fire suppression.[15]

[15] Ibid.

Landowners watch a firefighting helicopter during 2012 fires

The County has completed aggressive fuels reduction in highest risk areas.[16] Fire trucks are scattered throughout the county for quick suppression to fire starts. Information is provided to homeowners in the high-risk areas, advising them of steps to take to help mitigate some of the fire danger in their specific location by creating defensible space around personal property.

Inter-agency agreements were updated in 2012 with DNRC, BLM, Northern Cheyenne Reservation, Custer National Forest, and neighboring counties.

Coal Mines

Coal mining operations in the Colstrip area add an industrial use to the land inventory. Reclamation efforts have successfully returned the mined land surface to its original condition. For additional information see Rosebud County Snapshot DVD: Natural Resources: Coal.

Oil & Gas Wells

Oil development has a long history in northwestern Rosebud County. New technology used in drilling is currently spurring new wells and the re-working of old wells. The availability of water is a limiting factor is oil field development.

Sand and Gravel Resources

Sand and gravel are classified as minerals and are subject to the same mineral rights as the more common oil, natural gas, and coal minerals. Opening a new gravel pit requires an Open Pit Mining permit issued by the Montana Department of Environmental Quality. Such a permit includes, among other requirements, a plan for reclaiming the mined areas.

[16] Doug Martens, former Fire Marshal for the County, 2012.

The importance of sand and gravel lies in their use as construction materials for gravel roads, paved highways, structural drainage, flood control, ice sanding, fill material for private, public and corporate demands, and as ingredients of concrete. Quality, quantity and pit location typically drive the cost of these materials.

Sand and gravel resources owned by Rosebud County tend to be located in the larger drainage areas. Quality and quantity vary as to location. Pits are located in the Musselshell drainage, the northern tier of the County, the Yellowstone drainage, the Tongue River drainage, and the Rosebud Creek drainage.

Sand and gravel resources appear to be adequate to meet the current demands in Rosebud County. However, as growth increases demand for sand and gravel materials, price may increase while availability may decrease. Trucking costs are significant when the gravel pit is some distance from the delivery site.

Water[17]

Rosebud County has three major rivers: the Yellowstone, the Tongue and the Musselshell. The Water from the Yellowstone is diverted into three special district irrigation districts: the Yellowstone which lies near the Treasure County line, the Cartersville which runs on the North side of the Yellowstone from Forsyth to Thurlow (west of Miles City), and the Hammond Irrigation District located in Hammond Valley, west of Forsyth. Irrigators on the Musselshell access water through water districts that overlap from Musselshell and Petroleum Counties. Ag producers along the Tongue River have formed an association of water users that share water under a permit system.

The Yellowstone River presents the challenge of a migrating channel to land users along its banks. The Yellowstone River Conservation District Council closely monitors these shifts.[18]

Surface runoff is an important source of water of livestock production through a system of pits, dams and reservoirs.

Colstrip and Forsyth use water from the Yellowstone River for domestic[19] purposes. Ashland uses water from a combination of wells. St. Labre does the same, and is in the process of revamping its water distribution system. Rosebud has no public water system. The Rosebud community has private wells. Ingomar recently upgraded its water system, piping water 3 miles from the well to 10 subscribers. Birney-Cash has artesian wells.

Major industrial uses of water in the county include oil well drilling in the northwestern corner of the county and the power plant cooling towers at Colstrip.

---

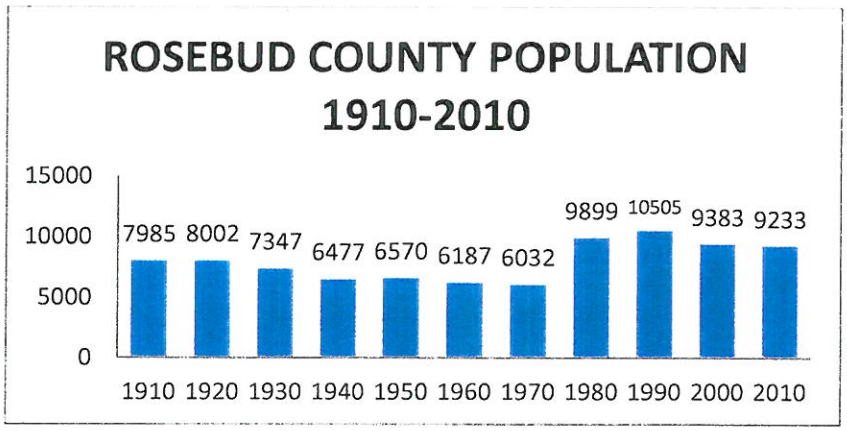
[17] Rosebud County Snapshot DVD: Natural Resources – Water.
[18] Ibid.
[19] Ibid.

Trends

Agricultural uses dominate land utilization in Rosebud County. The development of natural resources, coal, and oil & gas involve fewer acres. The coal industry shows signs of decline with the national resistance to use of fossil fuels. The oil activity in the northwestern part of the county has not had a measurable impact on the land use in that region. Residents building new homes are drifting away from municipal areas as they seek small acreage that is rural, yet close enough to a town to make an easy commute to work. This is seen by the increased number of farms with small acreage shown in agricultural statistics. A map showing projected growth of housing and projected housing density locations for the year 2020 is available at: http://fwp.mt.gov/gis/maps/caps/. Preserving traditional characteristics of rural areas facing development pressures often leads to adoption of land use controls including zoning. Rural zoning ordinances must strike a palatable balance between the demands of development and the protection of private property rights.

SECTION 3
Population and Demographics

The history of Rosebud County is reflected in a century of census counts. Homesteaders were lured to the region by railroad brochures promising great agricultural opportunity. Population declines may be traced to major droughts and economic depressions of the late 1910's and the 1930's, the World War I effort, and flu epidemics. The growth of the coal industry in the 1970's is reflected by the Census 1980 figures. The impact of the development of the coal industry has sustained the highest levels of population in the County's history.



Rosebud County Population 1910 – 2010

Rosebud County's 64% increase in population between 1970 and 1980 exceeds any change in population in the state of Montana or the nation since.[20] Between 1980 – 1990, the county population increased 6%, while Montana gained 2%. In the 1990-2000 decade, the population decreased by -11%. The outmigration slowed in 2000-2010 to a -2% loss. Rosebud County's population in the April Census 2010 was 9,233. The county's rate of growth from 2010 to 2011 ranks 14th in the Montana. Rosebud County is estimated to have gained 163 individuals since the 2010 Census.[21] The figures do not separate the Reservation from the balance of the county. Estimates show a slow growth trend for population.

The 2010 Census ethnicity profile of the county identifies Ashland "Town"[22] with the largest Hispanic population: 5.9%. Colstrip with 4.3%. Ashland CCD "Rural" was 3.3%, Forsyth was 2.4% and the town of Rosebud was 0%.

---

[20] Ibid.

[21] Ramler, Joe, Census Bureau, email Sept. 4, 2011.

[22] For maps showing the 2010 Census Blocks see Rosebud County Snapshot DVD: Appendix W.

Rosebud County Ethnic Demographics

Rosebud County Ethnic Demographics[23]

	Total Pop.	One Race	White	Black	American Indian/ Alaskan Native	Asian	NH/ OPI	O	2 or more races	Hispanic/ Latino (of any race)
Ashland CCD "Rural"	393	365	283	4	76	2	0	0	28	13
Ashland CDP "Town"	824	797	242	4	539	7	0	5	27	49
Colstrip city	2,214	2,104	1,875	5	199	14	2	9	110	96
Forsyth city	1,777	1,750	1,688	8	28	14	1	11	27	43
Rosebud CDP	111	111	110	0	1	0	0	0	0	0

Black = Black or African American O = Some other race

NH/OPI = Native Hawaiian & Other Pacific Islander

In 2010, Rosebud County had a higher percentage of residents under the age of 18 than the State of Montana. Rosebud County's 59.0% of the population 18 to 64 years old in 2010 was less than Montana's 62.6%. Rosebud County reported 11.5% of the population as 65 or older in 2010, compared to 14.8 % in Montana.

Aging Population

An ageing population tends to seeking housing accommodations that ease the transition away from independent living. These residents patronize medical facilities, assisted living and retirement housing, nursing home, pharmacies, and taking advantage of senior programs offered at county centers. As they age, their need for transportation assistance will increase.

[23] US Census Bureau 2010, http://www.ceic.mt.gov/2010%20Census%20Data/2010%20Census%20Redistricting%20Data%20Place%20Race.htm, April 26, 2012.

Note: *For more information on the 2010 Census Blocks, see Rosebud County Snapshot DVD: Census Blocks 2010.*

Rosebud County Residents Are Aging

Age of Rosebud County Residents[24] 1980-2010				
	1980	1990	2000	2010
Under 18 years of age	37.2%	36.5%	33.5%	29.6%
18 – 64 years of age	56.9%	56.5%	57.6%	59.0%
65 and over	5.9%	7.0%	8.9%	11.5%

Census 2000 projects an increase of 173.7% in the 65 years and older population between 2000 and 2030.[25] The impacts of the ageing trend are widespread across the county.

The median age of Rosebud County's population has increased 11.3 years in the last four decades, but remains lower than both the state and the nation.

Rosebud County Median Age Increasing

Rosebud County Median Age Contrasted with State and Nation				
	1980	1990	2000	2010
Rosebud County	25.2	29.4	34.5	36.5
Montana	29.9	33.8	37.5	39.8
United States	30.0	32.9	35.3	37.2

Trends

The population trend is relatively stable for Rosebud County. Oil and gas development, coal mining, renewable energy projects, timber harvesting, pipeline construction, railroad construction, and manufacturing have potential to expand the population In the County. Actual population changes will depend upon the type and degree of development. Facility construction projects typically point to temporary population increases, while facility operations point to a much smaller, yet stable population base.

BNSF Impact Potential

Burlington-Northern Santa-Fe[26] is a major industrial employer in the County. Employment levels fluctuate in concert with the markets that BNSF serves. Many retiring employees choose

[24] Ibid.

[25] Ramler, Joe, Senior Economist, CEIC, Montana Department of Commerce, March 8, 2013.

[26] Rosebud County Snapshot DVD: Railroads contains more detail and web links.

to remain in the community causing restricted availability of housing.

Otter Creek Coal Potential

The proposed Otter Creek Coal[27] mine is located in Powder River County. However, the mine site is within seven miles of Ashland. Efforts to develop this mining site have been in progress for several years.

If the Otter Creek mine is developed, it will require many temporary workers to construct the mine and a lesser number of permanent positions to work at the mine. This could potentially bring 200-300 workers for the next 40-60 years, some of which will be looking for either temporary or permanent living quarters in Rosebud County.

Tongue River Railroad Potential

In order to move coal from the Otter Creek mine, construction of the Tongue River Railroad[28] is being termed a necessity. Construction of this railroad would bring a large number of temporary workers with the associated demands on the infrastructure. Potentially, the greatest impact would be centered in the Ashland and Colstrip communities, with ripple effects radiating northward through the county. Use of work force housing may alleviate demands on housing, medical services, schools, and impact law enforcement, solid waste disposal, and other county services.

Other Potential

Several industrial companies are currently evaluating Rosebud County for opportunities to locate facilities. These companies have interests in natural resource extraction, renewable energy, manufacturing, and timber products. The pattern of development remains the same with a spike of temporary employment during construction phase and then tapering off to a smaller permanent employment base for operations.

Retail businesses will tend to locate in the area when a population base is present to support the particular type of retail market. The type of retail business is largely dependent on the total number, age, family status, wage, culture and other social factors of the employment base.

The growth of population resulting from industrial/commercial expansion increases demands on housing, affordable housing, schools, medical services, existing retail businesses and local government services. Older and low-income persons are challenged in the competition for all services.

---

[27] Rosebud County Snapshot DVD: Otter Creek.

[28] Rosebud County Snapshot DVD: Railroads contains more detailed information and web links.

Section 4
Housing

Across the County, availability of housing is a concern. Suitable and affordable housing is a challenge, especially for rural housing, as the cost of water sources, sanitation treatment, and access must be added to the cost of housing. The picture of housing across the county is varied. The statistics generally include housing located within the incorporated communities and unincorporated towns in addition to strictly rural housing.

County Housing Units, Ownership & Occupancy Contrasted with State

Profile of Housing Units, Ownership & Occupancy[29]	Rosebud County	Montana
Housing Units 2011	4,067	489,157
Homeownership rate 2007-2011	68.4%	68.9%
Housing units in multi-unit structure, percent 2007-2011	68.4%	68.9%
Median value of owner-occupied housing units 2007-2011	$104,900	$179,900
Households, 2007-2011	3,276	403,495
Persons per household, 2007-2011	2.78	2.36

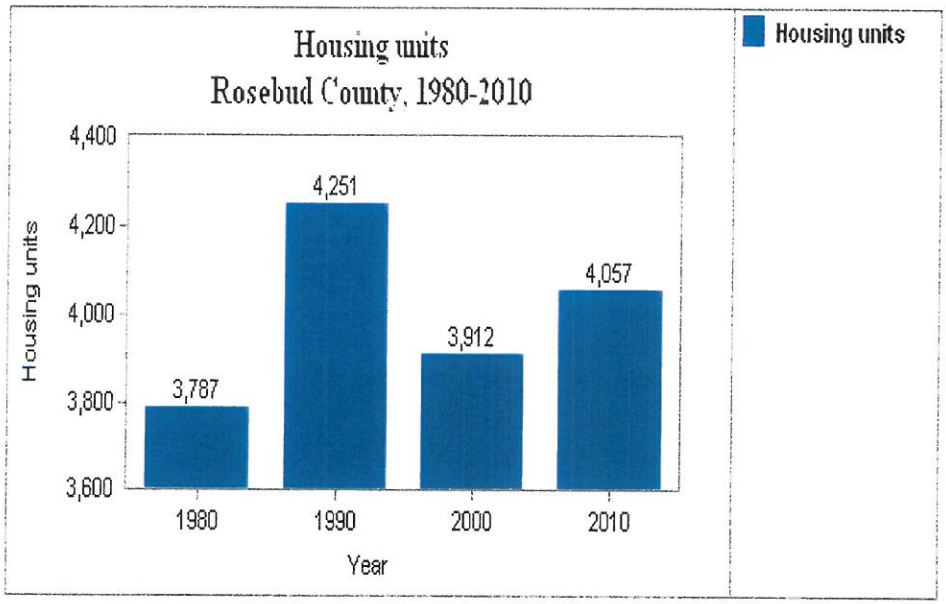
The American Community 5-Year Survey estimated that between 2007-2011 there were 784 mobile homes occupied which represented 19.4% of the total housing units. Home ownership and the median value of owner-occupied housing units lag behind State rates and value. The average number of people living in a Rosebud County household was 2.78, contrasted with the Stage average of 2.36.

Total Housing Units[30]

The Census Bureau defines a **housing unit** as a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters (or if vacant, intended as separate living quarters). Housing units are classified as being occupied or vacant. In Rosebud County, the number of housing units increased by 12.3% between 1980 and 1990, decreased by 8.0% the next decade, and then increased by 3.7% from 2000 to 2010.

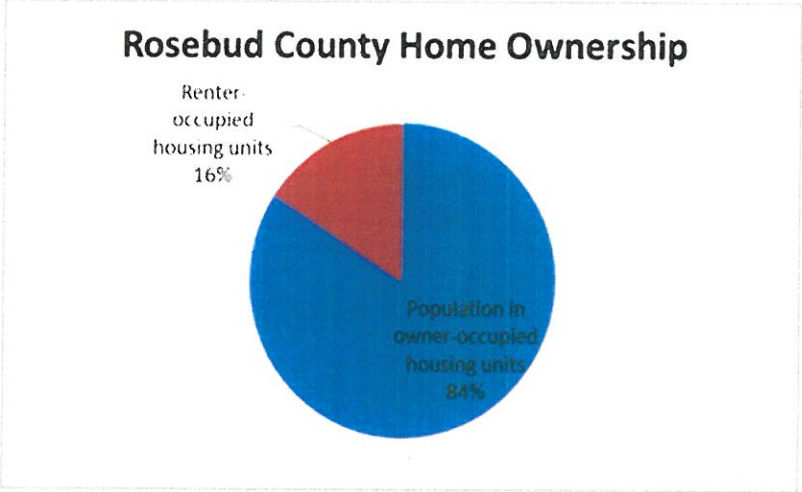
[29] http://quickfacts.census.gov/qfd/states/30/30087.html, March 2013.

[30] Data, discussion and chart taken from the Northwest Area Foundation Indicators, http://www.indicatorsnorthwest.org/DrawRegion.aspx?RegionID=30087&IndicatorID=18, April 25, 2012.



Number of Housing Units 1980 - 2010

The Ashland community reports the highest percentage of rental housing units in the County. The prevalence of rental units in Ashland "town" is influenced by the fact that the public school provides housing for teachers, St. Labre provides over 90 housing units for employees, and the Forest Service provides housing for rangers.



Rented vs. owned housing units

Homes Need Repair

The 2000 Census collected data on Rosebud County homes that lacked bedroom space to accommodate the individuals living there, lack of plumbing, lack of electricity or lack of telephone service.

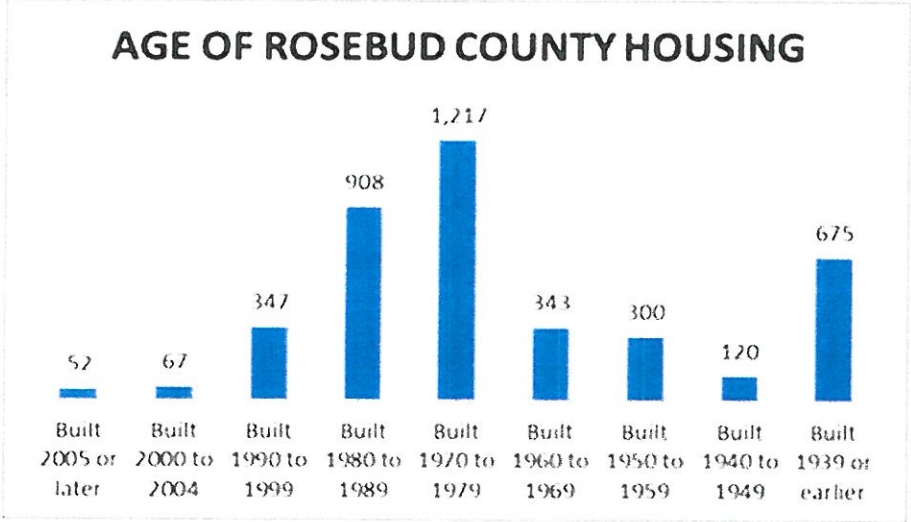
The Census reported 2,223 owner-occupied housing units had one of the deficits listed above, as contrasted with 1,084 renter occupied housing units. When counting two or more deficits, there were 749 housing units identified with one or more of the deficits listed.

Deficits in Owned and Rented Housing Units

Deficits in Owned and Rented Housing Units[31]	OWNED	RENTED
With one selected condition	2,223	1,084
With two selected conditions	446	303
With three selected conditions	8	44
With four selected conditions	2	2
No selected conditions	1,740	735
Total dwellings 2000 Census	3,307	1,084

The homes in the town of Rosebud are aging, as are the homes in Ashland and Forsyth. The following chart shows the age of homes across Rosebud County according to the 2010 Census.

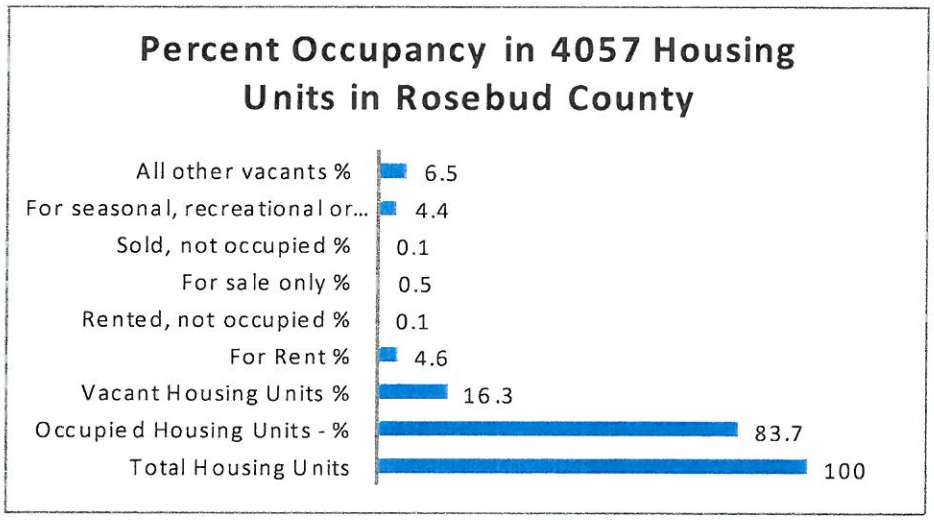
Housing Age



[31] From HCT028 Census 2000 Summary File 3 (SF3), 2000 Census, US Census Bureau.

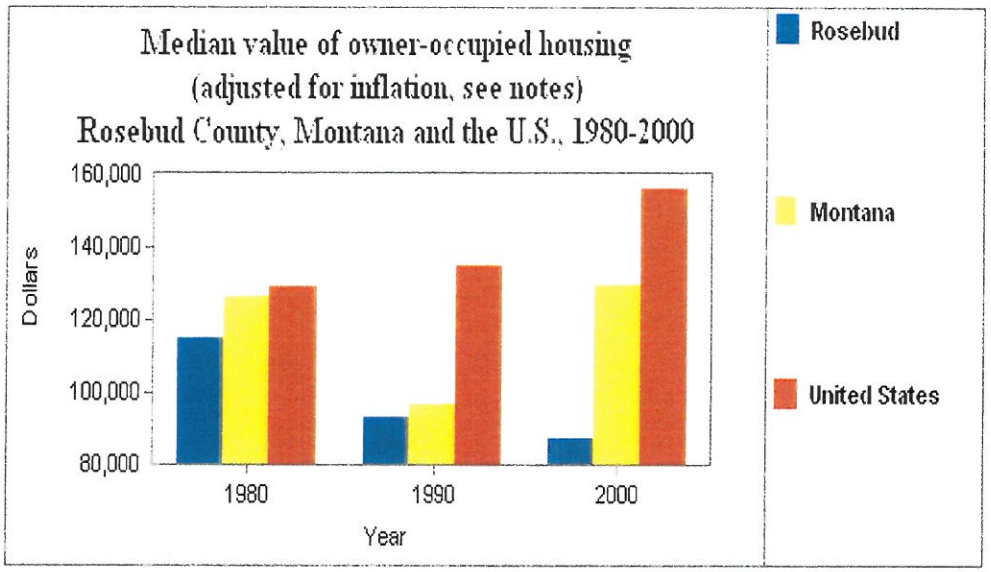
Occupied housing units[32] comprised 83.7% of the 4057 housing units available in the county, according to the Census 2010. There were 16.3% of the total housing units vacant. Rented and not occupied were few at a mere 0.1%. For sale only comprised 0.5% of the total available units. Sold and not occupied comprised 0.1%. Housing units used for seasonal, recreational or other occasional use comprised 4.4% of the total housing unit pool. All other vacant housing units comprised 6.5% of the total.

Occupancy of Rosebud County Housing Units



The value of owner occupied housing is the census respondent's estimate of how much the property would sell for if it were for sale. The median value is the level at which half the housing units have a higher value and half have a lower value. Here, we present the real median value, which means the data have been adjusted for inflation. The real median value[33] of owner occupied housing in Rosebud County was $87,133 in 2000 compared to $129,980 in Montana, decreased by 24.2 percent from 1980 to 2000.

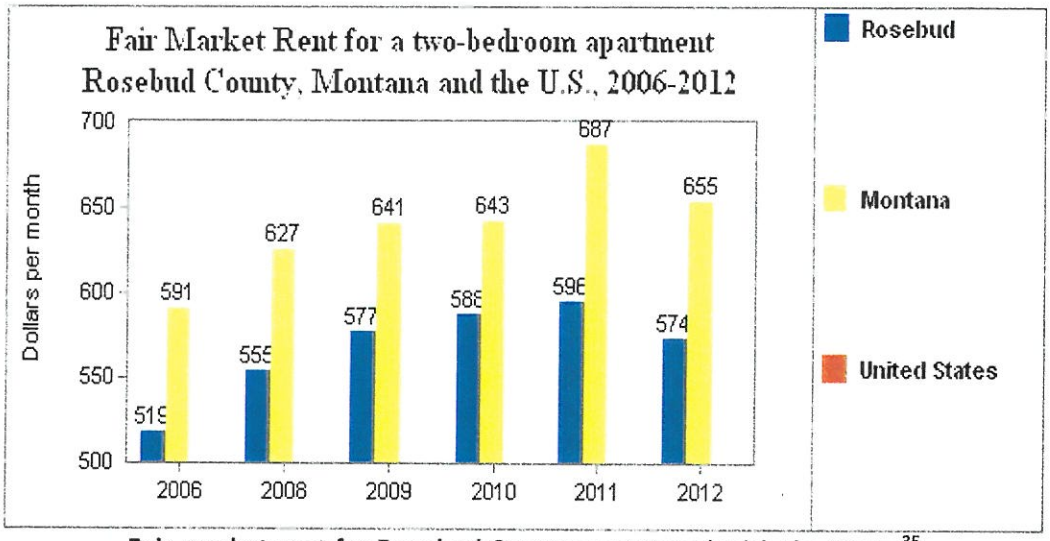
[32] A duplex would count as two housing units. A four-unit apartment complex would count as four housing units.
[33] Northwest Area Foundation Indicators, http://www.indicatorsnorthwest.org/DrawRegion.aspx?RegionID=30087&IndicatorID=19, April 25, 2012.



Median Value of Owner-Occupied Housing

Housing Affordability in Rosebud County[34]

Many rental households, which make up one-third of all households in the nation, face ever-increasing rental costs that make it more and more difficult to afford decent housing. Housing is considered affordable if a household spends no more than 30% of household income on housing costs. In Rosebud County in 2012 the Fair Market Rent for a two-bedroom rental was $574 per month. Those with a household income of at least $22,960 per year could afford a two-bedroom rental at the Fair Market Rent. The housing wage for a two-bedroom unit was $11.04 per hour, which is the same as 1.1 full-time minimum-wage jobs. An estimated 35 percent of renters are unable to afford the Fair Market Rent for a 2 bedroom rental.



Fair market rent for Rosebud County contrasted with the State.[35]

[34] All data, discussion and the table in this section are from Northwest Area Indicators, http://www.indicatorsnorthwest.org/DrawRegion.aspx?RegionID=30087&IndicatorID=100039, April 25, 2012

Rosebud County Housing Profile[36]

The following is a list of housing units in Rosebud County ranked by number of bedrooms.

43% - three bedrooms
24% - two bedrooms
15% - four bedrooms
8.3% - five or more bedrooms
8.2% - one bedroom
0.67% - no bedroom

Housing Types[37]

Housing types include single family homes, multi-family units, mobile homes and other housing types. Workforce housing is dormitory type housing. Technology is developing new structures that challenge the traditional definitions of housing. In 2000, 912 housing units of 1,003 total units were mobile homes. According to 2000 Census figures, there were 938 householders living alone in Rosebud County.

Senior Housing Availability

A retirement village in Forsyth offers 50 rental units for seniors. The low-income housing in Forsyth offers 36 apartments divided between two units: one for families and one for singles. There is an assisted living facility in Forsyth and another at Ashland. Colstrip has identified the need for one.

Trends

There will be an increasing need for housing in Rosebud County. The aging population is looking for affordable smaller rentals. Families are looking for livable homes to rent or purchase. Workforce increases that would accompany railroad repair, installation of carbon sequestration infrastructure, increased oil or coal-bed methane activity, possible construction of the Tongue River Railroad, and the ripple effect potential from development of the Otter Creek coal mine will exhaust the thin availability of housing across the county.

---

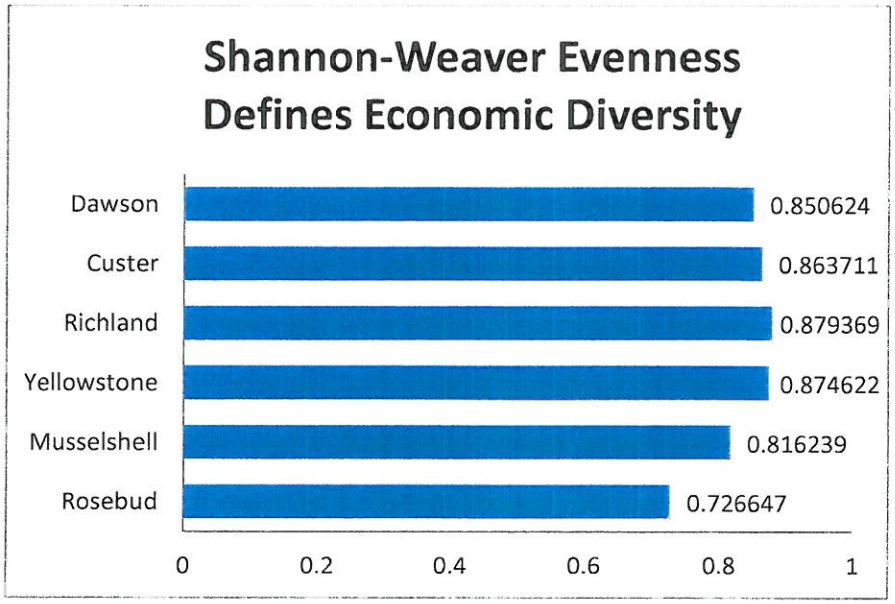
[35] http://www.indicatorsnorthwest.org/DrawRegion.aspx?RegionID=30087&IndicatorID=100039, April 24, 2012.
[36] http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk, March 2013.
[37] All data, discussion and charts are taken from Northwest Indicators, http://www.indicatorsnorthwest.org/DrawRegion.aspx?RegionID=30087&IndicatorID=100014, April 25, 2012.

SECTION 5
Economy

County Economic Diversity[38]

The Minnesota IMPLAN group calculates a measure of economic diversity known as the Shannon-Weaver Evenness. Using 2008 data, the following chart compares the diversity, and subsequent strength and stability of Rosebud County's economy with other counties in eastern Montana. If the population in Rosebud County remains stable, there is no foreseeable change in the numbers represented on this graph. Any type of growth will increase the numbers. The most diverse economy is one in which all industries exist and have an equal share of economic activity. If a region has 100 industries and each of those industry sectors had 10 employees, then the index would be the maximum of 1.0.

Shannon-Weaver Evenness



Conversely, if the region only had one industry, of the possible 100, with a total employment of 1000, then the index would be the minimum of 0.0. For the index, the economic activity is measured in terms of employment as opposed to using value added, labor income or industry output. Generally, a diverse economy is a healthy economy. However, any indicator by itself may be misleading. If a region is dominated by a single industry, it is not diverse and indeed may be subject to the caprices of that single industry.

[38] For data, charts and tables go to the Rosebud County Snapshot DVD: Economy.

When compared with surrounding counties experiencing significant impacts from coal and oil development, Rosebud County's Shannon-Weaver Evenness indicator shows a less diverse economy than those in the region.[39]

Employment Sectors[40]

Comparisons of IMPLAN top ten employment sectors identified in Rosebud County (1)ranked by number of employees, (2) ranked by labor income, and (3) ranked by output reflect the impact of the coal industry sector.

The IMPLAN top ten industries[41] is based upon number of employees. The large number of government employees (at all levels) is influenced by the presence of two incorporated cities and the Northern Cheyenne Reservation.

IMPLAN Top Ten Ranked by Number of Employees

Ranked by Number of Employees	
1. State and local government, non-education	765 employees
2. State and local government, education	651 employees
3. Mining coal	440 employees
4. Electrical power generation, transmission and distribution	350 employees
5. Federal government, non-military	273 employees
6. Private elementary and secondary schools	250 employees
7. Food services and drinking places	250 employees
8. Grain farming	238 employees
9. Cattle ranching and farming	236 employees
10. Individual and family services	161 employees

[39] McNay, Aaron, Dept. of Economics, Montana.gov, May 15, 2012.

[40] In view of Rosebud County's coal impact history, information in this section is designed to quantify those impact years. The following graphs were completed by the state research bureau using data from the Montana Regional Economic Analysis Project. It is important to note that in 2001 the classification system that is used in this data changed significantly. This means that in most cases the data from 1969 to 2000 cannot be compared to the 2001 to 2009 data. Some industries remained relatively unchanged, and those data sets were combined whenever possible. Data provided by Aaron McNay, Montana Research and Analysis Bureau, October 2011.

[41] McNay, Aaron, Dept. of Economics, Montana.gov, May 15, 2012. The actual figures used in these calculations are not revealed, however the data is respected as a reliable indicator of economic conditions.

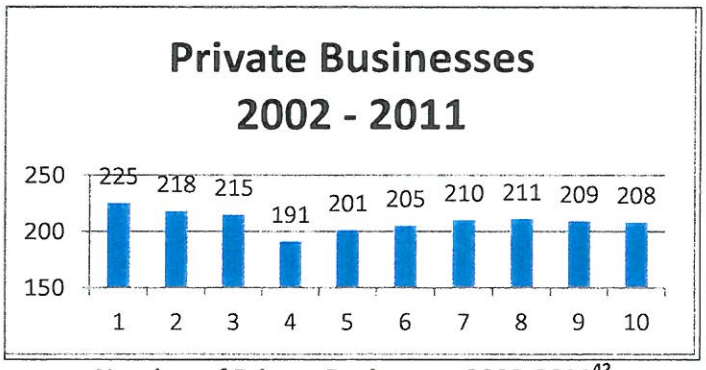
IMPLAN Top Ten Ranked by Labor Income

Ranked by Labor Income
1. Electrical power generation, transmission and distribution tops the list with $64,577,390 in labor income.
2. Mining coal ranks a distant second with $37,600,920 in labor income.
3. State and local government, non-education ranks third with $29,622,490 in labor income.
4. State and local government, with education included, ranks fourth with $25,833,050 in labor income.
5. Federal government and non-military ranks fifth with $20,706,040 in labor income.
6. Private schools, K-12, ranks sixth with $7,982,552 in labor income. Included in this sector would be St. Labre Indian School at Ashland.
7. Cattle ranching and farming ranks seventh with $3,112,795 in labor income.
8. Food services and drinking places ranks eighth with $2,891,371 in labor income.
9. Individual and family services ranks ninth with $1,175,973 in labor income.
10. Grain farming ranks tenth with $933,308 in labor income.

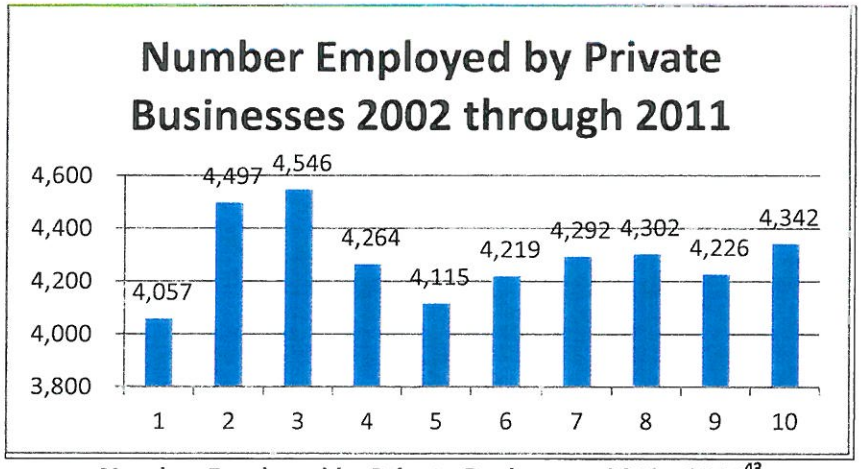
IMPLAN Top Ten Ranked by Output

Ranked by Output
1. Electrical power generation, transmission and distribution ranks first with $310,095,200 in output.
2. Mining coal ranks second with $140,582,000 in output.
3. State and local government, non education ranks third with $33,551,480 in output.
4. State and local government, with education, ranks fourth with $29,259,430 in output.
5. Cattle ranching and farming rank fifth with $25,338,890 in output.
6. Federal government, non-military ranks sixth with $23,520,580 in output.
7. Grain farming ranks seventh with $11,243,580 in output.
8. Private K-12 schools rank eighth with $10,873,670 in output.
9. Food services and drinking places rank ninth with $10,556,090 in output.
10. Individual and family services rank tenth with $3,714,928 in output.

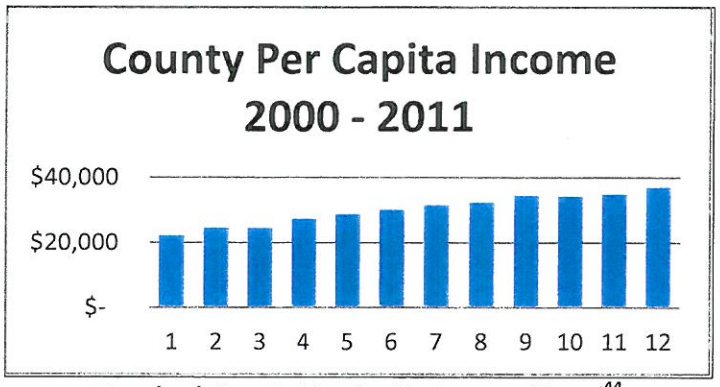
The number employed by private establishments declined markedly between 2001 and 2011. There is no distinction between full-time and part-time employees in these statistics. The per capita income is not adjusted for inflation.



Number of Private Businesses 2002-2011[42]



Number Employed by Private Businesses 2002 - 2011[43]



Rosebud County Per Capita Income Trend[44]

---

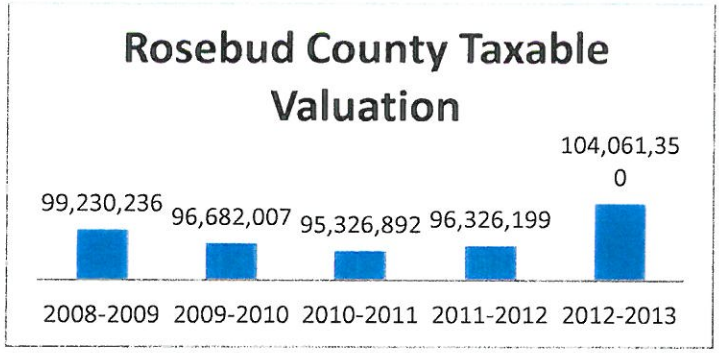
[42] Ibid.

[43] Ramler, Joe, Senior Economist, CEIC Montana Department of Commerce, March 2013.

[44] Ibid.

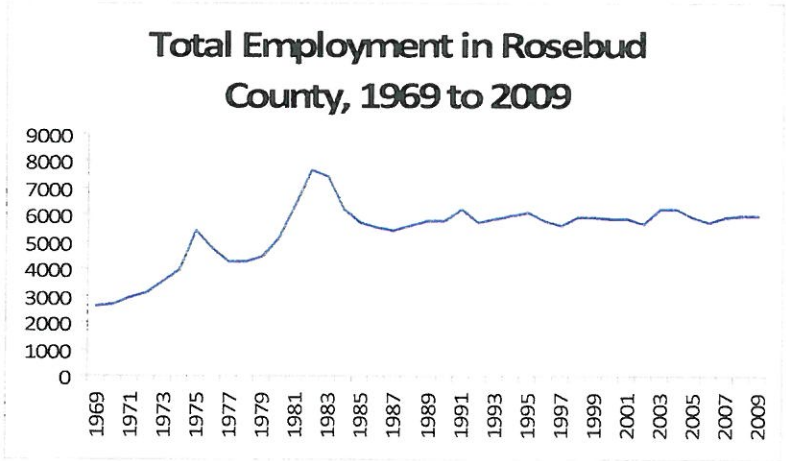
Industry wage scales tend to pay a living wage. Many industries are union shop, which influences salaries. Agriculture markets have been strong for the last four years. These factors have helped hold the County's per capita income at high levels.

Rosebud County's taxable valuation increased last year. According to the appraiser's office, the increase in valuation for 2012-13 is the result of a number of influences, including increased oil production and construction of new buildings or homes. Since building permits are not required for rural construction, the county lacks an easy indicator of construction activity.



Rosebud County's taxable valuation for the last five years

Total employment is a measure of the economy. The many variables at play with the industrial sector in Rosebud County will eventually determine the stability or vulnerability of that economic sector.



50 year employment history for Rosebud County

Poverty is a reality in many homes across Rosebud County. The numbers of children who qualify for free or reduced price school lunches is increasing. See the Rosebud County Snapshot DVD: Schools for detailed breakouts of school lunch figures.

Poverty Profile of Rosebud County

Poverty in Rosebud County[45]	
All families	12.3%
With related children under 18 years	21.2%
With related children under 5 years only	12.9%
Married couple families	5.0%
With related children under 18 years	10.3%
With related children under 5 years only	7.1%
Families with female householder, no husband present	44.2%
With related children under 18 years	52.7%
With related children under 5 years only	44.0%
All people	18.0%
Under 18 years	24.9%
Related children under 18 years	24.9%
Related children under 5 years	31.3%
Related children 5 to 17 years	22.4%
18 years and over	15.0%
18 to 64 years	14.6%
65 years and over	16.7%
People in families	16.8%
Unrelated individuals 15 years and over	26.0%

Trends

There are significant economic impacting factors poised to influence Rosebud County's economy: increased railroad employment, potential hire for potential Tongue River Railroad construction, ripple effect of potential construction and operation of the Otter Creek Coal mine. Existing coal mining and power generation appear to be relatively stable. Ag prices remain high, but so are fuel prices, driving fertilizer prices higher and profits lower. Oil resource development has had little effect on the population to date. The retail sector is stable to weak. School enrollments remain relatively stable, though greatly decreased over the last 15 years. Increasing numbers of children qualify for free and reduced lunches countywide.

[45] Source: U.S. Census Bureau, 2007-2011 American Community Survey[45]

SECTION 6
Local Services

Rosebud County provides a variety of services for its residents. The department heads responsible for these services continually monitor demand for services and are explore strategies to adjust quickly to meet increased demands. A current philosophy, applied to all departments, is to maintain serviceable equipment by regular upgrades and to maintain structures in good repair with regular maintenance. More information may be found on the Rosebud County Snapshot DVD: Local Services.

Law Enforcement

Rosebud County law enforcement offices are located in Forsyth and Ashland. The County also owns the law enforcement center at Colstrip which is being leased to that city's police department. Officers coordinate with the Colstrip City Police Department and the Bureau of Indian Affairs on the Reservation. Statistics reveal that the number of crimes in general and incidents of juvenile crime are on the decline, however violent crime is showing an upward trend. Rosebud County's 14-cell jail is housed under the same roof as the Sheriff and deputies offices, and has a holding capacity of 21. There is one outlying Sheriff's office at Ashland and staff assigned there. There are two Montana Highway Patrolmen assigned to the County. Montana Fish, Wildlife and Parks assign two game wardens to the region.

Weed Control

The County has an active noxious weed control program. The Plan of Action includes prevention, eradication, suppression and containment of noxious weeds, and supporting the rehabilitation of lands negatively impacted by noxious weed infestations. A Weed Permit is required for development activities.

Transportation

Senior citizen transportation services are available through the Senior Centers at Forsyth and Colstrip. The County Transportation Council is investigating expansion of senior services.

Airports in Forsyth and Colstrip accommodate fixed wing planes, health flights and private and corporate airplanes. Five-year capital improvement plans are in place for both airports.

Freight is moved by private carriers and the railroad. Mail is moved by contracted carriers. Transportation services will experience an increase in use if there is development. Senior transportation service needs will increase due to the aging population of the County.

Schools

Rosebud County has one college, Chief Dull Knife College in Lame Deer. The county is divided into six school districts: Colstrip, Rosebud, Birney, Lame Deer, Ashland and Ingomar. One large

private school is located on St. Labre's campus at Ashland. The educational level in the county has shown an increase over the last three decades. Free and reduced lunch rates for each school, drop-out rates and teacher-student ratios are shown on the Rosebud County Snapshot DVD: Schools. Bus transportation is provided to all schools.

Fire Protection

Rosebud County fire leadership and fire-fighting efforts face a degree of complexity with interagency coordination not experienced in other eastern Montana counties. Agencies involved in fighting Rosebud County fires include: Montana Department of Natural Resource Conservation (DNRC), Custer National Forest, Bureau of Land Management, and the Northern Cheyenne Reservation. Colstrip and Forsyth have municipal fire departments. Ashland Fire District is covered by volunteers. The West Rosebud Fire District, encompassing Sumatra and Ingomar, contracts with Melstone's Fire Department. The Rural Fire Department has nine fire-fighting vehicles north of Interstate 94, ten south of the Interstate, and 19 in Forsyth. The vehicles are positioned strategically with farmers and ranchers to expedite quick response. More detail on County Fire Protection and the maps from the Rosebud County Community Fire Plan are available on the Rosebud County Snapshot DVD: Fire.

Emergency Preparedness

Disaster and Emergency Services volunteers deliver ambulance services to county residents using its 10 ambulances. There are 32 EMTs serving the county, seven of those newly licensed in the Ashland community. Ashland has a quick response unit because there is no Emergency Room at the Ashland Community Health Center. Colstrip Medical Center pages a physician when there is an emergency. Rosebud Health Care Center at Forsyth has the only 24/7 ER. A new siren warning system was installed in Forsyth in 2011, with testing and public education ongoing in 2012. Both Rosebud Health Care Center and Colstrip Medical Clinic have attained trauma center designation.

Communication towers are used by law enforcement and the county road crew as well as the ambulance crews across the county. In 2012 the County converted to narrow band. For more details on this service go to the Rosebud County Snapshot DVD: Emergency & Disaster Services.

Telecommunications

Fiber optic is available the Ashland, Forsyth, Birney-Cash, Lame Deer, Vananda, Ingomar, Angela, Sumatra, and Rosebud. Fiber carries both phone and internet in those communities. The four medical facilities in the County: Ashland, Forsyth, Colstrip and Lame Deer can connect to distant specialists and with each other over the existing Telemed network. For more information see the Rosebud County Snapshot DVD: Utilities.

Education

Student enrollment has declined over the last two decades. The number of teachers has declined. A special education services cooperative designed to serve rural communities provides the required specialists on a contract basis to the districts. County residents can access college courses through Chief Dull Knife College at Lame Deer. Online courses through

Miles Community College and the Montana University system are increasingly popular with students of all ages.

Education Levels of Rosebud County Residents

Education Levels of Rosebud County Residents[46]				
	Estimated Montana	%	Estimated Rosebud County	%
Population 25 years and over	663,484	663,484	5,698	5,698
Less than 9th grade	17,579	2.6%	266	4.7%
9th to 12th grade, no diploma	39,426	5.9%	341	6.0%
High school graduate (includes equivalency)	204,188	30.8%	2,061	36.2%
Some college, no degree	162,730	24.5%	1,501	26.3%
Associate's degree	52,764	8.0%	558	9.8%
Bachelor's degree	128,736	19.4%	653	11.5%
Graduate or professional degree	58,061	8.8%	318	5.6%
Percent high school graduate or higher	(X)	91.4%	(X)	89.3%
Percent bachelor's degree or higher	(X)	28.2%	(X)	17.0%

For more detailed information on education and schools see the Rosebud County Snapshot DVD: Schools.

Health and Social Services

Rosebud County has three medical service facilities, located in Ashland, Colstrip and Forsyth. Ashland does not provide ER services. Colstrip pages a provider on an as-needed basis in the case of an emergency. Rosebud Health Care Center in Forsyth has 24/7 ER. RHCC is an 11-bed critical access hospital with CT scan, X-ray and a full-service lab. RHCC has a long-term care unit. The County is a member of the Eastern Montana Mental Health Association, and counselors from that entity are located in Forsyth and Colstrip, with a future site in Ashland. Two Senior Citizen Centers, one in Forsyth and one in Colstrip, provide activities and congregate meals. Ashland seniors are eligible for congregate meals. Funding assistance for senior programs comes though Action for Eastern Montana headquartered in Glendive.

The County Public Health office is staffed with 2 RNs and provides flu shot clinics, child immunization record reviews, and public information resources. The County Public Health office leads the formation and development of the Rosebud County Health Coalition. All buildings used for these services are ADA accessible.

Trend:

The demand for local services are currently relatively stable throughout the County. Incremental changes due to economics, age dynamics, regulatory compliance, and technology vary by department or service. Growth from industrial/commercial expansion will generally impact all departments. Public safety services are typically impacted first and greatest by rapid growth stemming from any quarter.

[46] http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk, March 2013.

Section 7
Special Government Services

Some typical governmental services are provided by special districts that were set up for a specific service within their designated boundaries. These districts have elected boards of directors and have limited authorities granted to them under Montana Code.

These districts include fire districts, irrigation districts, water and wastewater districts, TV districts, soil conservation districts, hospital district, and parks and recreation district. Some districts are taxing jurisdictions and some are fee-based.

Ashland Fire District

Ashland Fire District is a volunteer fire department providing structural, wild-land, and wreck extrication. Staff training in the areas of EMT First Responder and HAZMAT is a priority.[47] Ashland Fire District boundaries extend into Powder River County. The administrative office is located at the Ashland Fire Hall, and it is not manned 24/7. Emergency calls come through 911. This is a tax district.

Ashland Fire District

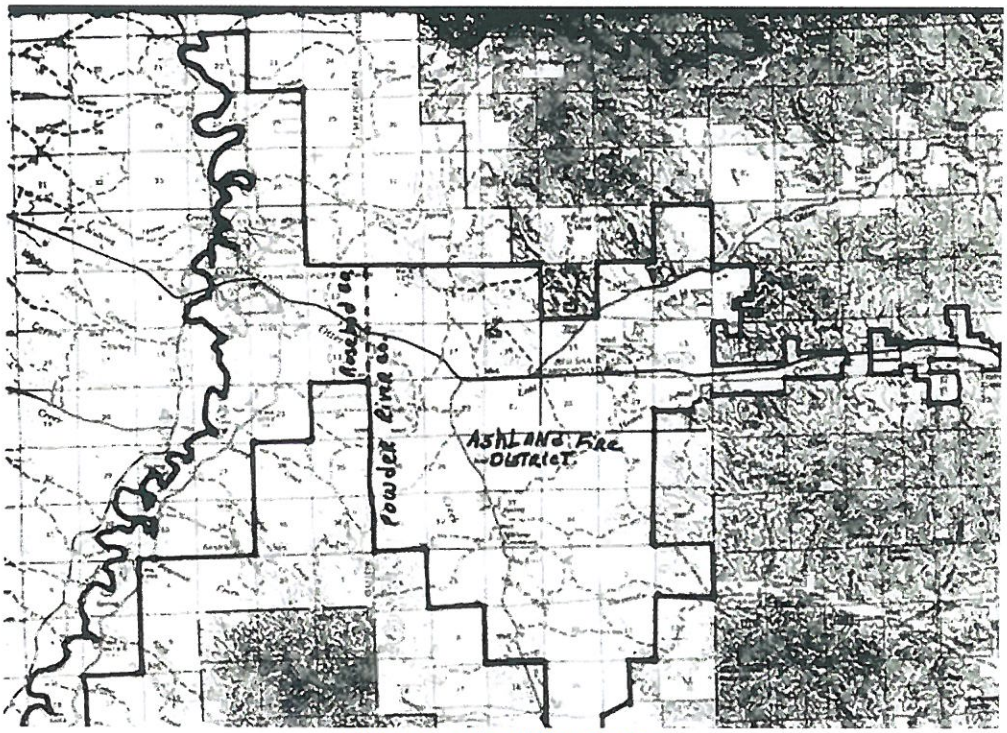


Figure 1 – Ashland Fire District

[47] Michael Knapp, Assistant Chief Safety and Training on Ashland Fire District for year 2012.

West Rosebud Fire District[48]

The West Rosebud Fire District extends from the Garfield County line south to the small section of Rosebud County boundary shared with Yellowstone County. It includes the town of Ingomar, and stretches west to the Musselshell River. Services are contracted with the Melstone Volunteer Fire Department. The District responds to structural fires, grass fires, and fires in the oil field through those contracts. This is a tax district.

State Forest Fire District[49]

A handful of properties bordering the Custer National Forest are included in this fee-based voluntary district. This fire district may overlap with other fire districts in the County.

Ashland Water and Sewer District (AWSD)

This district serves the unincorporated community of Ashland. Agreements formed the basis for a merged wastewater treatment system operated by AWSD including St. Labre Mission as a subscriber. Drinking water systems for the town of Ashland and the St. Labre campus have been historically separate. A map of the district is shown in Figure 6. The Ashland water system is a Class 4 Community Water System.[50]

In 1976, AWSD installed a system of three wells connected to a 250,000 gallon storage tank. It was projected to be adequate to provide treated water to as many as 2500 people. The system serves 100 users in Ashland. The Mission developed its own surface water treatment system in 1971, which is now in need of an upgrade.

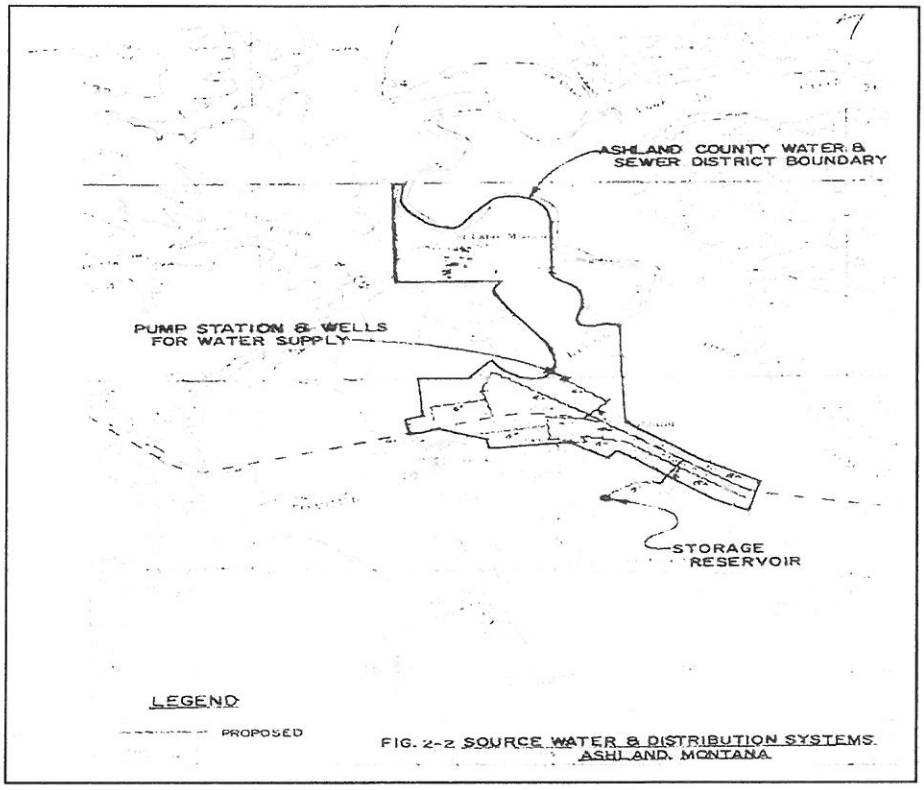
In 1976, a wastewater treatment system, aerated pond and sprinkler system, was installed to serve 2000+ users.[51] St. Labre Mission campus is connected to this wastewater system. The Mission provides about 130 acres to be used for the sprinkling site.[52] The sewer lagoons are north of town on several acres.[53] In 2001, the lagoons were upgraded to meet state and federal standards. To date, St. Labre has operated under an agreement which allowed use of the ASWD services for wastewater disposal. AWSD is a fee based service.

---

[48] Bob Thomas and Bud Hjelvik West Rosebud Fire District Chairman, March 2013.

[49] *Will Wood, DNRC FAMB.*

[50] Mary Ann McCullough, Ashland County Sewer and Water District. Received information spring 2012.
[51] Ibid.
[52] Ibid.
[53] Ibid.



Map showing AWSD boundaries

St. Labre Water System

The St. Labre campus also provides its own potable water system. The existing need has expanded beyond what the ASWD can provide. There is a current plan to upgrade St. Labre's water treatment facility. The system was designed to treat surface water and was installed 30 years ago. There are 600 – 700 individuals on the St. Labre campus on any given day, which includes 92 housing units on the system year-round. St. Labre Campus Administrative Building , 1000 Tongue River Road, Ashland, MT is the location of the Director of Organizational Advancement office.[54]

Colstrip Hospital District (13,13A,19A)

The Colstrip Hospital District provides funding for the Colstrip Medical Center. It is a tax district. Its purpose is to insure the availability of quality health care for Colstrip residents and the work force employed at the plants, in the mines, or living in the outlying community. Medical District headquarters are in the Colstrip Medical Center.[55]

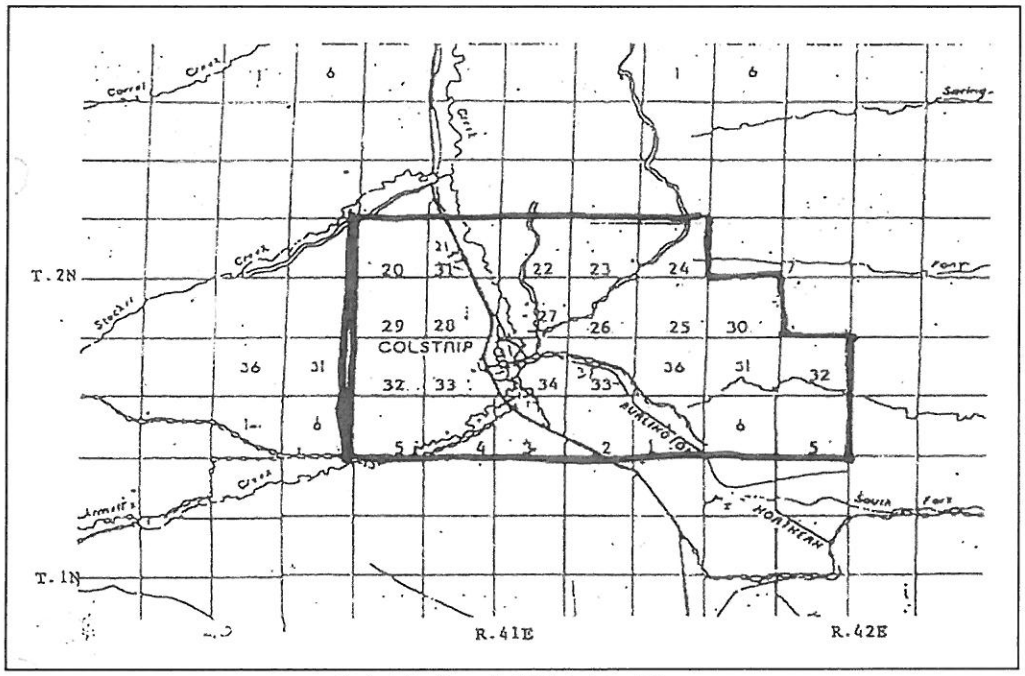
Colstrip Parks and Recreation District (13, 13A, 19A)

The Colstrip Parks and Recreation District offers recreational opportunities for all ages. A pool and fitness center, a series of parks, baseball fields and a golf course, plus organized activities

[54] Marge Rath is Director of Organizational Advancement at St. Labre.

[55] The contact person is John Poole. Administration offices are located at 6230 Main Street in Colstrip.

for children are included in their services. Castle Rock Lake offers fishing and boating access. The administrative offices[56] are located at 110 Park Street, Colstrip, MT. This is a tax district. This district shares the same boundaries as the Colstrip Hospital District and was established about the same time.



Colstrip Special Districts Map

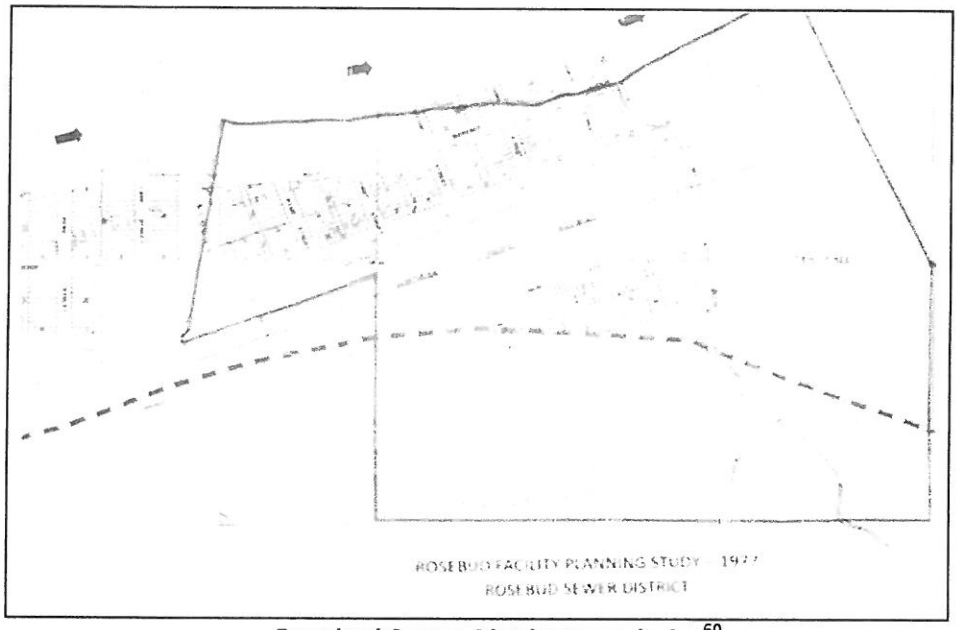
Rosebud Sewer District (RSD)

The community of Rosebud lies 10 miles east of Forsyth along the banks of the Yellowstone River. This unincorporated town has private water systems and wastewater disposal system. Rosebud citizens formed a Water and Sewer District in 1975 and RSD installed a facultative lagoon system wastewater treatment plant that began operation in 1978. The system includes two cells and two lift stations.[57]

The contact person for information is the RSD Chairperson and volunteer manager.[58] Based on the average waste of 300 gallons per residence, the Rosebud system processes 11,100 gallons per day from the residential users. The system is in need of upgrades and repair – particularly the lift stations. The cells have been in place for 33 years.[59] This is a fee based district.

---

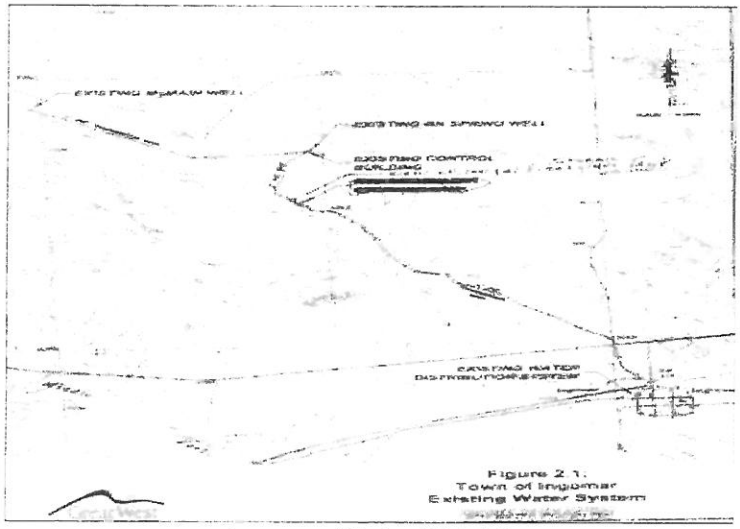
[56] Rick Harbin is Executive Director.
[57] Ibid.
[58] Eldon Rice is the RSD Chairperson.
[59] Ibid.



Rosebud Sewer District Boundaries[60]

Ingomar Water District

The Ingomar Water District provides water to ten subscribers in the unincorporated community of Ingomar. The holding tank has a capacity of 20,000 gallons and is located 1.5 miles from the well. The distance from the tank to the subscribers is another 1.5 miles. A volunteer certified water technician[61] serves the Ingomar Water Board. The Chairman of the Board[62] acts as maintenance overseer of the system. This is a fee based district.



Ingomar Water District

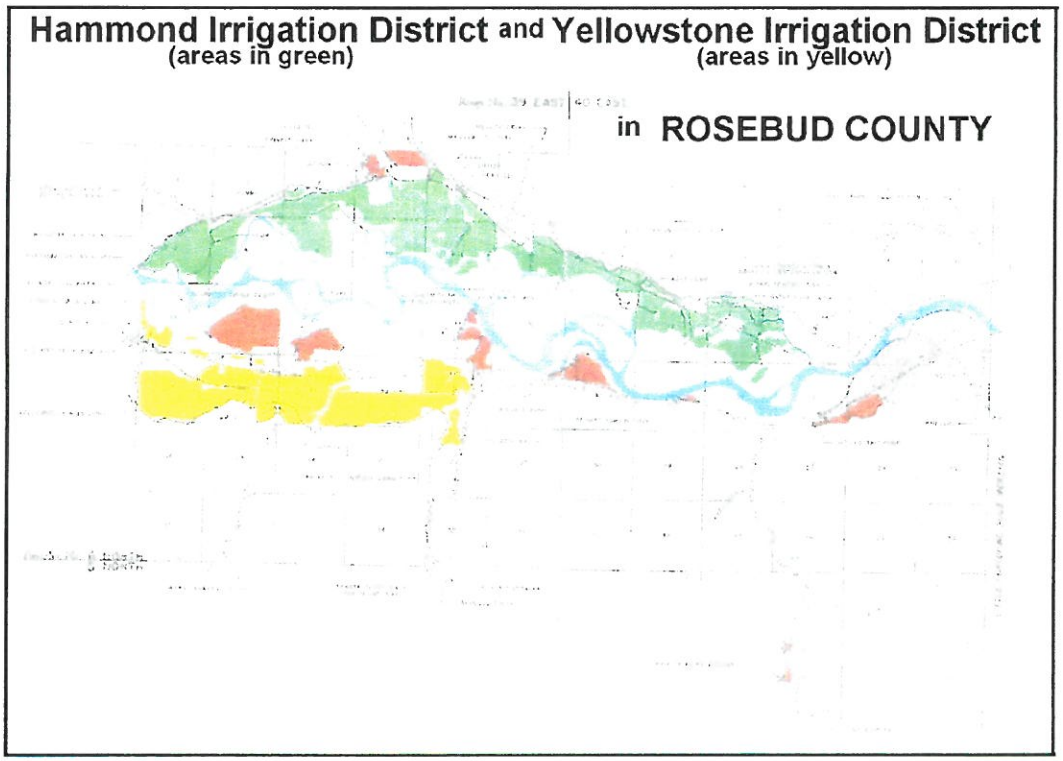
[60] Map included in Rosebud County Snapshot: Appendix
[61] Howard Newman, Ingomar community resident. He would serve as a contact person.
[62] Donald John Cameron is Board Chair and serves as a contact person.

Irrigation Districts

Other districts have been set up to administer services that are not typical governmental services such as irrigation districts. These districts are, however, impacted by subdivisions and development issues within their jurisdictional boundaries. Irrigation districts within Rosebud County include: Cartersville, Hammond, and Yellowstone. This is a fee-based district.

Hammond Irrigation District[63]

In 1909 the Hammond Irrigation Company was formed. Landowners in the community took the company over after a bankruptcy and formed what is known today as the Hammond Irrigation District. This district "is located on the north side of the Yellowstone commencing ten miles west of Forsyth and terminating just north of said town."[64] This is a fee-based district.



Hammond and Yellowstone Irrigation Districts from 1948 Water Survey[65]

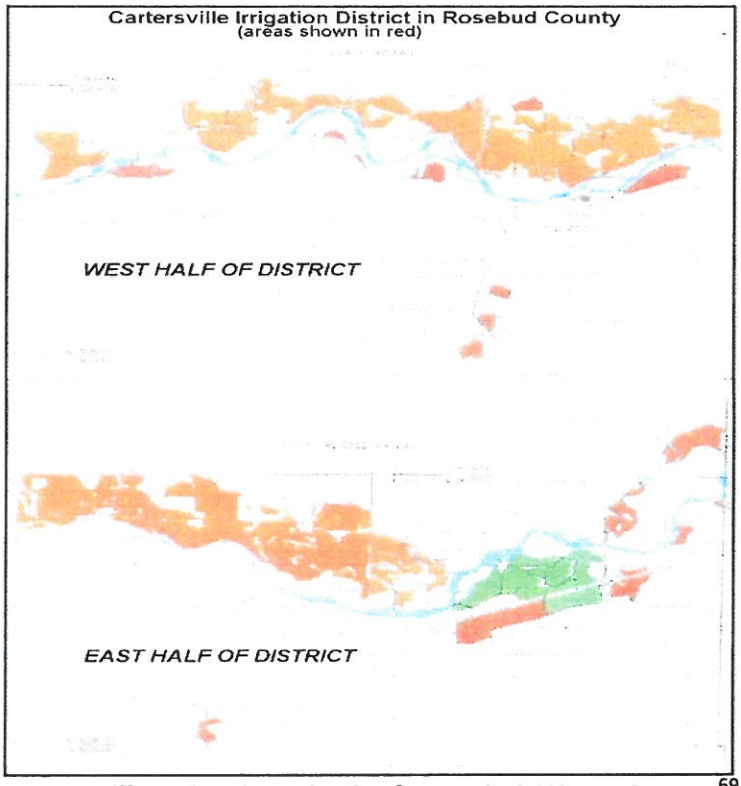
[63] More information on this district is available on the Rosebud County Snapshot DVD: Water Resources Section and Appendix V.

[64] Ibid, p. 42.

[65] Rosebud County Snapshot: Rosebud County Water Survey 1948 – Part II – Appendix V.

Cartersville Irrigation District[66]

This irrigation project began in 1904, when water was diverted from the Yellowstone at the site of town of Forsyth on the north side of the river and "extends from a point just north of Forsyth to a point about four miles east of Thurlow.[67] It comprises a narrow strip of land averaging about two miles in width lying in the Yellowstone River Valley."[68] Water is diverted from the Yellowstone by a submerged dam across the Yellowstone River. This is a fee-based district.



Cartersville Irrigation District from 1948 Water Survey[69]

Yellowstone Irrigation District[70]

In October of 1906, the Sanders-Howard Cooperative Ditch Company filed a claim on water rights to begin diverting water from the Yellowstone River to farm ground lying on the Rosebud-Treasure county line. The district remains today, using water diverted by a rock-filled submerged diversion dam constructed across the Yellowstone in 1932.[71] This is a fee-based district.

---

[66] Secretary of the Cartersville Irrigation District is Pam Ash of Forsyth. Her office is her home.
[67] Water Resources Survey of Rosebud County, 1948, p. 36
[68] Ibid, p. 37.
[69] Rosebud County Snapshot: Rosebud County Water Survey 1948 – Part II – Appendix V.
[70] Kay Smith of Hysham is the secretary for the Yellowstone Irrigation District. .
[71] 1948 Water Survey of Rosebud County - p. 45, 46 located on Rosebud County Snapshot DVD – Appendix V.

Association of Tongue River Water Users (ATRWU)[72]

The Association of Tongue River Water Users was organized in1938 to distribute water to landowners on the Tongue River. The water is allocated based on landowner-held shares. The association owns the stored water. Water shares are independent from the water rights. There are approximately 75 users in the Association. The State of Montana owns the dams that the ATRWU uses.[73]

Soil Conservation Districts

Soil Conservation #1 – The City of Forsyth is exempt from this levy. Some properties have been recently annexed into the district.

Soil Conservation #2 – This district includes a handful of properties bordering Musselshell County

County Road – A tax levied on all property owners in the County to support road and bridge construction and maintenance.

TV Districts – A user's fee is paid by residents of these districts:

Forsyth – School Districts 12, 4 and 4C

Colstrip – School Districts 13 & 13A

County Landfill

Any property with a residence pays a fee for support of the landfill operation.

Predator Control

Sheep and cattle owners across the County pay this fee.

Summary

The Special Districts in the County provide district-specific services to residents in given regions within the County. A user fee or tax assessment covers basic operations. For larger needs, funding from outside sources are pursued.

---

[72] Art Hayes is the Association Chairperson.

[73] Scattered privately owned ditches were identified along the Tongue River in the 1948 Water Survey – Part II Maps included in Rosebud County Snapshot DVD – Appendix V.

Section 8
Public Facilities

Detailed reports, pictures and maps where appropriate, related to all of the County's public facilities are included on the Rosebud County Snapshot DVD.

Solid Waste
The landfill serving residents of Rosebud County was created in 1993-1994. In 1995, a new pit was opened 5 miles north of Colstrip west of the highway. The new pit is lined. The landfill is using 1.5 acres presently, and has another 10 acres that are plotted for landfill usage. Projections are that the platted acreage should last another 55 years. The county owns 160 acres owned at the current site. Canisters for solid waste collection are located at Ashland, Birney, Colstrip, Ingomar, Angela, Reservation Creek and Rosebud.

A transfer station was constructed at Forsyth in partnership with the City of Forsyth. The City manages and maintains the upper deck. The county maintains and operates the compactor on lower level. A new compactor was installed in 1995 and is currently projected to last another 10 – 15 years. Metals and vehicles are recycled. For more information see the Rosebud County Snapshot DVD: Public Facilities - Landfill

County Stockyards
The County owns and maintains a set of corrals and a scale at its stockyards east of Forsyth near the County Road Shop. Users pay a fee. The facility is used as a point of sale for many livestock producers who contract their calves.

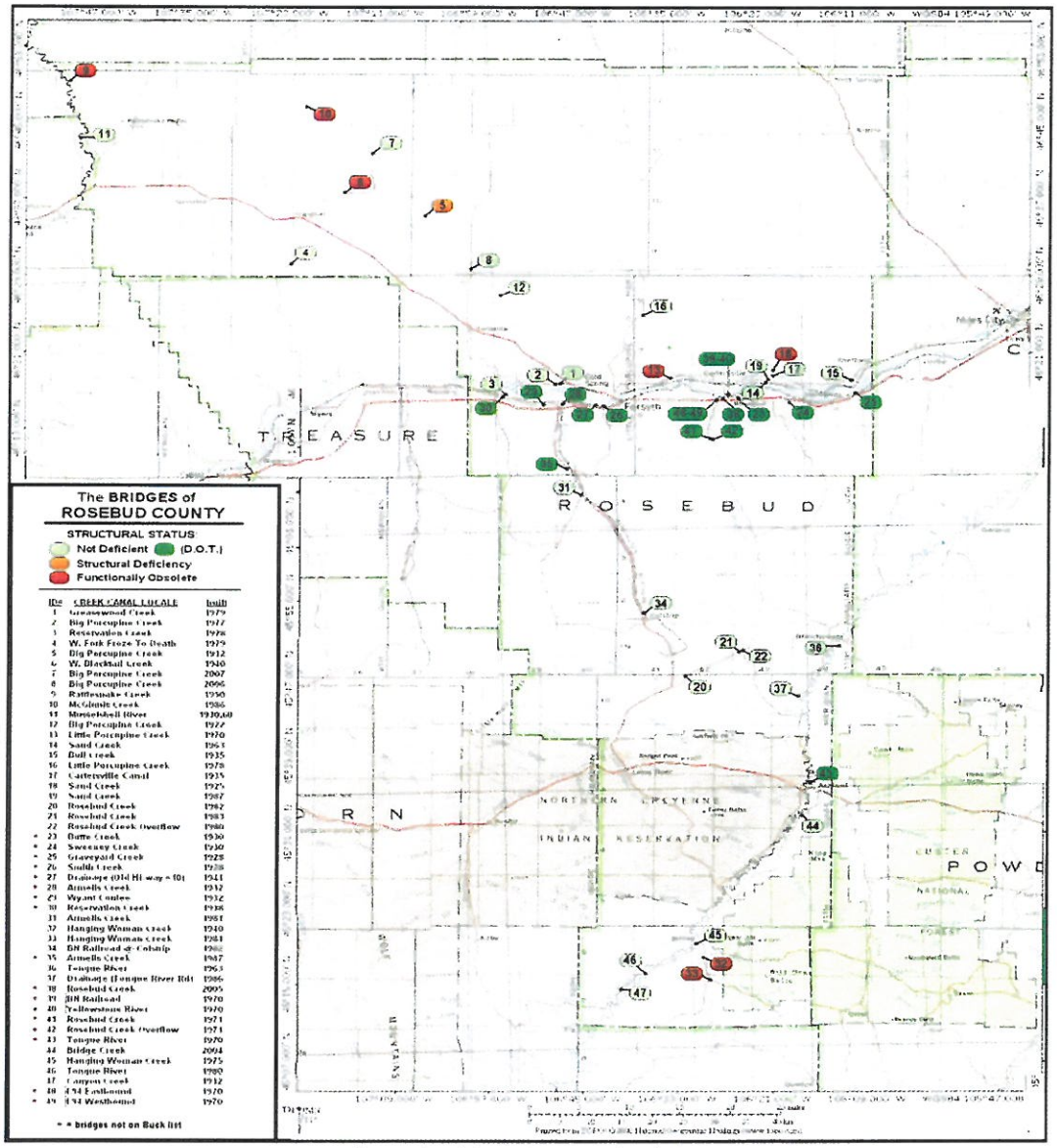
County Cemetery
Rosebud County cemetery at Forsyth is the only county-owned and operated cemetery in the county. The County pumps water from the Yellowstone to maintain the cemetery grounds. A listing of all burial sites was recently erected.

Other community cemeteries are located in the county at Lee, Colstrip, Lame Deer, Hathaway, Rosebud and Birney. Ashland has a public cemetery. St. Labre Mission has a cemetery that dates back to the 1800s.

Roads and Highways
There are 1,165 miles of county road in Rosebud County. A history of the Rosebud County Road fund reveals a significant reduction in dollars available for road maintenance following Colstrip's incorporation. In 1972, the road department had 14 employees on the payroll. By the 1990s that had increased to 24.[74] Today, that number has dropped to 13.

[74] Records in County Clerk and Recorder's Office, Forsyth Courthouse, March 2013.

As the county faces impacts on the roads impacted by oil exploration and the potential development of Otter Creek Coal, it will become more of a challenge to maintain the roads in all areas of the county. The county maintains shops at four locations in the county: Angela in the northeast; Ingomar in the northwest; Birney in the south, which includes crew housing; and Forsyth where the main crew headquarters are located.



Roads and Bridges in Rosebud County

According to the County Road Foreman, the paved road passing the Western Energy mine west of Colstrip is in need of an overlay. Heavy truck traffic connected with the oil exploration north of Ingomar-Sumatra and Vananda in the northwestern corner of the county is "hitting those

roads hard." Keeping these gravel roads in good condition under the existing pressure represents a large expense, particularly in wet years.[75]

MDT has initiated a study of the Tongue River Road Corridor. If the Otter Creek Coal mine is developed, and the oil development continues in the northern section of the county, three to four additional equipment operators will be needed on the county road crew.[76]

Public Buildings[77]

Heating system upgrades have been completed in nearly all County buildings. Insulation was added to the Colstrip Human Resource Center. The Rosebud Health Care Center heating and hot water systems were updated with the installation of three new boilers. Lighting systems were changed for energy conservation.

An aging County Courthouse received the repair and general structural maintenance it needed in the summer of 2012. Light fixtures closely resembling originals were installed at the front and on the sides. The roof was replaced in 2012. received extensive overhaul. Deteriorated front steps were replaced with new granite slabs.

A list of the buildings[78] owned and maintained by the County plus their dates of construction follows.

The County Museum located in Forsyth – constructed in 1965, addition 2005
Human Resources Building in Colstrip - 1981
Rosebud County Library in Forsyth – Late 1960s
Law Enforcement Center at Colstrip – 1978
County Fairground established in 1906 with various structures built across the decades
Rosebud Health Care Center – 1920s vintage Rural Health Clinic site in 2012; 1950s Nursing Home Wing (added onto since); 1970s – Critical Access Hospital built; Senior Citizens Center – Forsyth – 1976
Rosebud County Road Shop –Forsyth – 1977; Also shops at Angela, Birney and Ingomar
Rosebud County Courthouse - 1914
Rosebud County Law Enforcement – 1977
Rosebud County Public Health – Purchased in 1990s
Rosebud County Mental Health Services - old
Rosebud County Rural Fire
Rosebud County Weed and IT Services
Rosebud County Emergency Services

[75] Wayne Buck, County Road Foreman, in conversation September 2011.
[76] Ibid.
[77] Rosebud County Snapshot DVD: Public Buildings.
[78] Ibid.

Trends

Existing infrastructure is meeting the current needs of the County residents. Physical space for administration and operations is a critical element of public services. "Brick and mortar" facilities tend to be increased in large portions and require several years from planning to availability. Growth stemming from boom and bust type development encourages the tendency to overbuild which leads to excessive tax burdens in the wake of a development boom. Part of the solution may be the placement of temporary structures which may be removed from service as the demands decrease.

SECTION 9
Natural Resources

Natural resources are broadly categorized as land, water, minerals, flora, fauna, and air. Each of these natural features has economic and environmental components that must be considered as growth and development compete with the existing uses of the resources.

Land

Most of the land may be categorized as multiple-use. The bulk of the land in Rosebud County is used for agriculture, although wildlife inhabits much of the same lands. Residential, recreation industrial and commercial uses control smaller amounts of land. Most forested areas are also used for livestock grazing, recreation, and wildlife. Transportation uses, including roads, highways, airports and railroads use smaller percentage of the land area, but provide essential access to all other land uses. Competition for land by the various interests is measured by considering both negative and positive impacts resulting from competing uses.

Water

Water quantity and water quality are issues in Rosebud County. Surface water is a critical component for livestock and irrigated crop production. Major drainages include the Yellowstone, Musselshell, and Tongue Rivers. Lesser drainages include Armells, Porcupine, Little Porcupine, Rosebud, Sunday and North Sunday Creeks. Several smaller creeks also provide seasonal water. Surface water also serves recreation purposes. The Yellowstone River is the source of municipal water for the communities of Colstrip and Forsyth. The power plants at Colstrip also use Yellowstone River water. Ground water is tapped for residential, livestock production, and other uses.

Industrial development has to potential to impact water sources. Oil field drilling, for example, requires large amounts of water. Industrial development may have the potential to impact water quantity and quality relative to the specific nature of the development.

Minerals

The Powder River Basin coal deposits are found in central-southern Rosebud County. Since the 1920s active coal mines in the Colstrip vicinity produced tons of sub-bituminous coal from surface mines. A proposed new mine is located in the Otter Creek area a short distance east of the Rosebud County line.

Powder River Basin Coal[79]

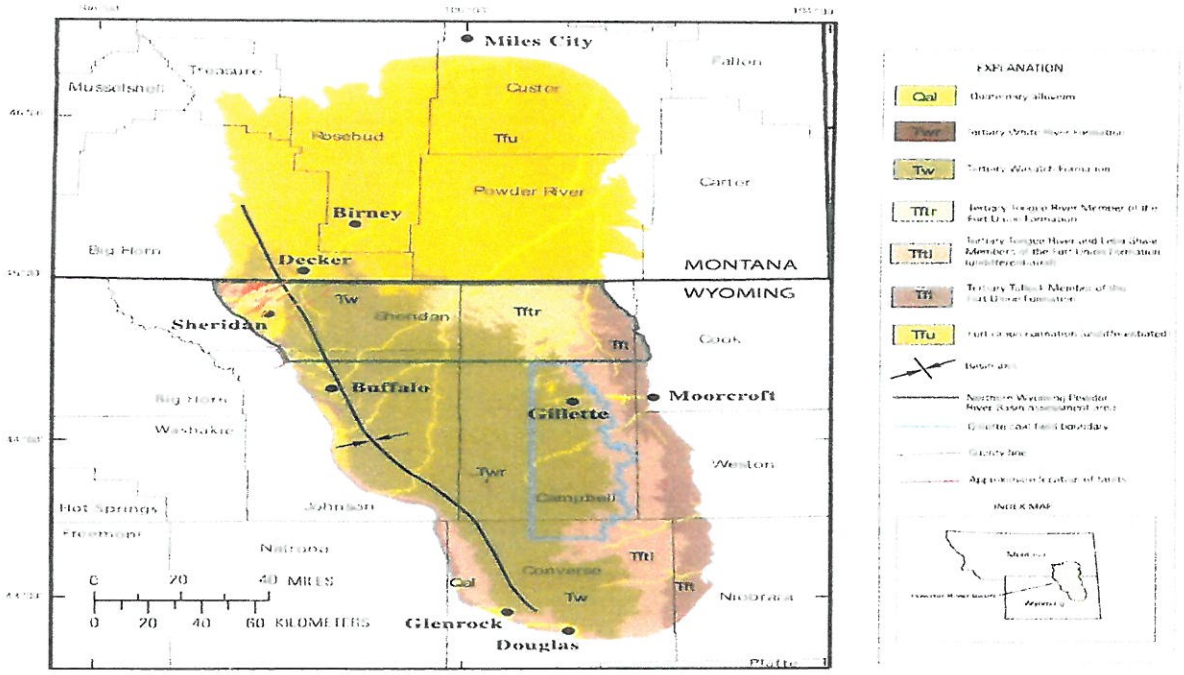


Figure 8. Generalized geology of the Powder River Basin, Wyoming and Montana (modified from Flores and others, 1999).

The northwestern corner of the county is the prevailing site of oil and gas production. These wells are scattered throughout land used for animal grazing. Fifteen permits for new wells in the County were issued in 2012.[80]

Sand and gravel are becoming important resources, but these minerals are discussed in a separate section.

Flora

The plant community is mostly native range, with timber, wetlands, and dry-land and Irrigated crops. The Custer National Forest is located in southern Rosebud County, and its Ashland Ranger District has one of the largest grazing programs in the nation. [81] Custer National Forest offers recreational opportunities for the outdoorsman: hunting, fishing, horseback riding, hiking, camping, mountain biking and cross-country skiing.

---

[79] Scott, David C., Haacke, Jon E., Osmonson, Lee M., Luppens, James A., Pierce, Paul E., and Rohrbacher, Timothy J., Assessment of Coal Geology, Resources, and Reserves in the Northern Wyoming Powder River Basin, Open-File Report 2010 – 1294, U.S. Department of the Interior, U.S. Geological Survey, 2010, p. 44. http://pubs.usgs.gov/of/2010/1294/, April 15, 2012.

[80] http://www.bogc.dnrc.mt.gov/WebApps/DataMiner/Wells/WellPermits.aspx, March 2013.

[81] United States Department of Agriculture, 2012.

Fauna

The rivers and woodlands harbor ecosystems rich with wildlife, as do the open prairies common in the northern parts of the County. Animals common in the County include: deer, bear, wolf, antelope, elk, fox, coyote, wild turkey, grouse, pheasant, Canada geese, mountain lion, bald eagles and golden eagles, Hungarian partridge, many species of fish and well over 100 bird species. Wildlife draws hunters, fishermen, and birdwatchers to the County which adds to the tourism revenues for retail and accommodations industry sectors. Wildlife can also come in direct conflict with the livestock producer when predators kill or harm animals.

Rosebud County harbors only two endangered species: the black-footed ferret on the Northern Cheyenne Reservation and the pallid sturgeon in the Yellowstone River. While there are only two species classified as endangered, there are a number of species of concern found in the county. There are multiple governmental agencies identifying species of concern, and it is not uncommon to find one agency listing a species as a high priority and other agencies ranking it lower. The website listing the endangered species and species of concern can focus on a specific Township, Range and Section is http://mtnhp.org/SpeciesOfConcern/?AorP=a
A list of species of concern as of March 2012 is included in Appendix M on the Rosebud County Snapshot DVD.

Air

Traditionally, air as a natural resource, has been thought of in context of air quality. The most wide spread source of air borne contamination comes from road dust generated by traffic on gravel roads. Wild land fire smoke, along with road dust, are typically seasonal, but are significant forms of air pollution. More localized reductions in air quality stem from agricultural activities, industrial emissions, and other human activities.

More recently, air, or the movement thereof, is being considered as a renewable energy source. Wind tower and electric transmission facilities are being considered in Rosebud County. Northern Rosebud County has the greatest potential for generation of electricity from wind turbines.

SECTION 10
Implementation Tools

Growth Policy 2013 Implementation Strategy

General implementation shall begin following adoption with reviews of existing ordinances, programs, and the monitoring of trends. New policies recommended by the Growth Policy shall be crafted, reviewed and moved through the public hearing and adoption process. Implementation of infrastructure needs will follow the planning process of priority setting, budgeting, engineering, and construction as the seasons permit.

Growth Policy 2013 will be reviewed five years following the date of adoption. Revisions, either whole or in part, shall be driven by substantive changes in state code or by significant changes in the demand for County services.

Implementation Tools
Goals, Objectives, and Policies

The goals and objectives were developed from community input, interviews with local stakeholders, and background research. They are aimed at promoting the vision and values of Rosebud County and designed to support growth that is stable and respectful of the County's culture, economy, and environment.

Land Use

Goal: Monitor growth and development in the rural areas of the County.

- **Objective:** Develop strategies to reduce conflict and competition for resources.
- **Objective:** Encourage community and developer participation in the planning process.
- **Objective:** Examine land use control regulations for application to the County.
- **Objective:** Participate in traffic studies conducted by MDT.
- **Objective:** Maintain communications with utility providers.
- **Objective:** Update inter-local agreements and leases on County lands.

Population and Demographics

Goal: Monitor population growth in the unincorporated areas of the County.

- **Objective**: Develop department staffing thresholds based upon population data and the demand for services.
- **Objective:** Develop department infrastructure and equipment thresholds based upon

demand for services.
Objective: Provide training for special districts officials.
Objective: Encourage capable leaders to participate on boards and special districts.

Housing and Development

Goal: Monitor the demand for housing needs in rural areas.
Objective: Develop thresholds for type and number of housing units.
Objective: Encourage industrial developer participation in developing housing.
Objective: Continue enforcement of the FEMA designated floodplain.
Objective: Encourage residential development near established central water and wastewater systems.
Objective: Continue to enforce sanitation requirements for all developments.
Objective: Encourage temporary housing facilities for temporary growth.

Economy

Goal: Monitor growth and development opportunities and pitfalls.
Objective: Encourage stable economic development.
Objective: Develop service demand thresholds for specific economic opportunities.
Objective: Encourage value-added prospects for agriculture and timber.
Objective: Encourage economic diversity.
Objective: Encourage tourism, historical, and heritage promotion projects.

Local Services

Goal: Monitor demands for county provided services.
Objective: Develop department staffing thresholds to ensure an adequate level of services.
Objective: Develop department equipment thresholds to ensure an adequate level of services.
Objective: Update ordinances, plans, and policies to keep pace with the demand for services.
Objective: Maintain an adequate level of age specific services.
Objective: Maintain equitable funding strategies for County Services.
Objective: Review programs and services for regulatory compliance.

Public Facilities

Goal: Monitor usage and condition of public facilities.
Objective: Develop departmental facility thresholds to ensure continuity of services.
Objective: Regularly inspect and maintain facilities to ensure serviceability.
Objective: Consider temporary facilities or lease arrangement alternatives.

Objective: Support alternative methods to improve efficient use of facilities.
Objective: Develop and enforce usage limits on County roadways and bridges.
Objective: Support transportation studies by MDT.
Objective: Review and revise projections on the solid waste facilities.
Objective: Regularly review and revise airport operations plans.
Objective: Review and update ordinances and policies regarding facility use.
Objective: Maintain equitable funding strategies for public facilities.

Natural Resources

Goal: Monitor changes in condition and development of all natural resources.
Objective: Support efficient and responsible mineral development activities.
Objective: Encourage acceptable air quality standards.
Objective: Support efficient water quality and quantity activities.
Objective: Develop public/private partnerships to guide resource development.
Objective: Protect and maintain sufficient sand and gravel resources.
Objective: Develop standards for renewable energy development.

Timeline for updating the Growth Policy and Land Use Plan

This Growth Policy will be reviewed every five years by the County Commissioners and Planning Board, and will be subject to community feedback and input. It is during this review that a community may determine if the existing goals and objectives are still appropriate or if they need to be updated. Revisions can be made sooner than five years upon request from the County Commissioners. Reasons for earlier revisions could vary from a substantial increase in development to regulatory compliance to natural disasters.

Public Infrastructure Strategy

Rosebud County monitors county infrastructure for adequacy and obsolescence. Demands for services are monitored to maintain an acceptable level of services. The setting of infrastructure priorities will include sensitivity to increasing demand for services stemming from development pressures. Capital improvement planning (CIP) is both long term and short term. Long term needs are identified by age, condition, and serviceability of equipment, structures and other infrastructure within each County department. Short term CIP is prioritized in conjunction with the annual budgeting process. Equipment and structures inventories are conducted periodically by an independent firm.

Land Development Regulations

The Rosebud County Subdivision Regulations were updated in 2012 and provide a coordinated

structure for the Planning Board to regulate development that occurs in the County. This document is available on the County web site. A study of model zoning ordinances is scheduled for the planning board.

SUBDIVISION REVIEW CRITERIA AND PROCEDURES

New divisions of land are classed in several different ways. Divisions of five lots or less are called Minor Subdivisions. Divisions with six or more lots are called Major Subdivisions. Minor subdivisions are subject to Planning Board Review for a "land review" and lots less than 20 acres are subject to "sanitation review" by the Montana Department of Environmental Quality. (DEQ). Subdivisions with parcels over 20 acres and less than 160 acres are subject to Planning Board Review and the sanitation review conducted by the County Sanitarian. The Rosebud County Commissioners have final approval authority on both minor and major subdivisions.

Some divisions of land may be exempt from land review and may or may not be exempt from a sanitation review. Such divisions are labeled as Certificate of Surveys. (COS) The County Commission has approval authority on some COS's, but not others. Rosebud County, however, reviews COS's for errors and omissions under adopted evasion criteria, compliance with state and county regulations and the Administrative Rules of Montana (ARM) 24.183.1101; 1104; and 1107. Some divisions are subject to licensing requirement under the Montana Department of Public Health & Human Services (DPHHS) such as mobile home courts and recreational vehicle parks.

The Montana Subdivision & Platting Act (MSPA) of the Montana Code Annotated (MCA), specifically 76-3-608, provides guidance for the review criteria to be applied in a subdivision review. This primary criterion includes impacts on agriculture, agricultural water user facilities, local services, the natural environment, wildlife, wildlife habitat, and public health & safety. A review procedure must also include compliance with survey requirements; compliance with local zoning ordinances; compliance with local subdivision regulation; the provision of easements for planned utilities; and the provision of legal and physical access from a Montana secondary route to each lot within the proposed subdivision by means of an officially adopted county road, a dedicated public road, or an existing private easement.

The primary review criteria are defined as follows:

Agriculture

Agricultural use is those lands used for production agriculture, including tillable lands and range or grasslands. Granaries, barns, corrals, machine sheds and other structures are not considered to be agriculture use. Livestock feed lots are typically considered to be commercial. The impacts are considered for the land being developed as well as the surrounding properties. Farming and ranching activities often generate offending sights, sounds and smells for nearby residential uses. Residential uses may negatively impact the neighboring agriculture by road dust, at-large dogs disturbing livestock.

Unrestrained use of herbicides and pesticides may harm downstream crops that are chemical sensitive. Trespass on to private lands is often an issue.

Proposed residential, commercial or industrial subdivisions on tilled or tillable land shall be discouraged. Proposed divisions must address negative impacts to agriculture by including "good neighbor" best practices through design, restrictive covenants, or other enforceable methods.

Agricultural Water User Facilities

Water for irrigation and livestock are critical elements for a farm/ranch operation. Open ditches, canals, pipelines, ponds, natural stream channels, and other water conveyances or water retention facilities must not be infringed upon by a proposed division. Easements must be granted for existing water user facilities within proposed divisions. Water rights are held by the individual owner. Water rights are not generally transferred to residents of non-agricultural lands.

Proposed residential, commercial, or industrial divisions shall mitigate negative impacts to agriculture water user facilities. Structures and septic disposal systems adjacent to stream channels shall have a minimum 100 foot setback from the stream's high water mark. Proposed divisions must grant easements for operation, repair, and maintenance of water facilities. Access roads crossing water facilities must be constructed so as to not restrict or hinder the operation of the water facility. Open water facilities may require fencing at the developer's expense to protect future residents of the proposed division.

Local Services

Rosebud County provides a wide range of services under its jurisdiction. Some services are shared under agreements with the incorporated communities of Forsyth and Colstrip. Other services are delivered by Special Improvements Districts (SIDs) in unincorporated communities including Ashland, Birney, Ingomar, Lame Deer, and Rosebud. Agreements with adjacent counties, various agencies of the State of Montana, and the federal government also affect the delivery of local services. Most county services are fairly "elastic" in their response to growth as they can expand or contract to as the demand for services changes. Small incremental changes

Impacts from growth will depend upon the nature of the growth numbers, traffic counts, and public safety.

Natural Environment

A proposed division must consider negative impacts to, or caused by the natural environment. Flood plains, wet lands, high water tables, lack of adequate water

aquifers, wild land fire, high fire fuel areas, lack of water for fire suppression, depth to bed rock, high lightning strike areas, vegetation, ground subsidence or sink holes, snow accumulation, and weather patterns are some of the elements of the natural environment found in Rosebud County. Localized areas may have such low water quality that ground water is unsuitable for domestic purposes.

Proposed subdivisions that have a negative impact to, or caused by, natural factors must be mitigated.

Wild Life

Big game, small game, game birds, and fish are found within Rosebud County. Hunting and fishing is a significant economic factor is this area. Endangered and protected species are found in localized areas of Rosebud County.

Proposed subdivisions that negatively impact wild life shall be required to mitigate those impacts.

Wild Life Habitat

Wildlife habitat is those lands that provide food, shelter, and areas for nesting, breeding and calving. Wildlife of all types have seasonal breeding areas, winter/summer grazing areas, and migratory pathways that are key to their survival. There are sensitive habitats found in Rosebud County.

Proposed subdivisions that have a negative impact on wildlife habitat shall be required to mitigate those impacts.

Public Health & Safety

Human interaction with natural and man-made features may restrict the health and well-being of the residents of a proposed division. Man-made hazards include high voltage power lines, high pressure gas & oil pipelines, open water ditches & canals, intersections with railroads, road design and construction factors, escape routes for residents during emergencies, transportation issues including traffic loads and speed control, airport activities, abandoned mines, conflict between residential and industrial operations, tower fall zones are a few of the factors. Natural factors such as wind, snow, flooding, fire hazards, lightning strike, steep slopes, vegetation that may cause drifting or shading of access routes, diseases such as rabies, West Nile Virus, and Hanta Virus may be concentrated in certain habitats, high concentrations of venomous animals such as snakes and insects must be considered.

Frequently, hazards are the result of a combination of factors listed. Remote subdivisions, by definition, are proposed at some distance of local services. This

distance from service centers in combination with natural and man-made factors increase response times and drives up costs for emergency services like law enforcement, emergency medical and fire suppression services. Remote subdivisions require increased road maintenance.

Proposed subdivisions that have potential negative impacts to public health & safety shall be required to mitigate those impacts.

Recent changes in the state code permits a new class of subdivision known as Cluster Development. Cluster development is a subdivision with lots clustered in a group of five or more lots that is designed to concentrate building sites on small lots to reduce capital and maintenance costs for infrastructure through the use of public services and utilities, while allowing for other lands to remain undeveloped. This type of subdivision layout has potential for use in Rosebud County.

STATEMENT OF COOPERATION AND COORDINATION

Within the boundaries of Rosebud County there are many other agencies that deliver public services to the residents. Ashland Water & Sewer District, Ashland Fire District, Ingomar Water District, Rosebud Sewer District, West Rosebud Fire District, the incorporated City of Colstrip, incorporated City of Forsyth, Northern Cheyenne Indian Reservation. State Highway Department, State Lands, State Fish & Game, State Highway Patrol, Forest Service are a few of the myriad of agencies that may have an interest in a particular service delivery issue.

The Rosebud County Commission and the Rosebud City-County Planning Board notify agencies that may have an interest in a particular planning issue. Planning Board meetings on developments adjacent to an incorporated city holds joint meetings and hearings with that city. Meetings and hearings that affect unincorporated communities are held jointly with those communities.

STATEMENT OF PUBLIC HEARING PROCEDURES

The Rosebud City-County Planning Board conducts their meetings open to the public following the public notice requirements as prescribed by state code. Major subdivisions and those minor subdivisions treated as major subdivisions are subject to public hearings. Minor subdivisions shall not have public hearings.

Public hearings shall follow the following format:

1. The chairman shall open the public hearing and introduce the preliminary plat.
2. The chairman shall request that board members shall recuse themselves if a conflict of interest exists.
3. The developer or the planner shall present the proposed division.

4. The staff report and supplemental information shall be reviewed.
5. The hearing shall be opened for comments by the public.
6. The developer shall be given opportunity to rebut comments from the public.
7. The chairman shall close the hearing.
8. The Board shall discuss the proposed development.
9. The Board shall vote to approve, approve with specified conditions, or to deny with specified conditions. The Board may table the decision with a mutual consent of the developer.
10. The Board shall submit its recommendation in writing to the governing body within ten working days following the public hearing. The recommendation shall contain the reasoning for the recommendation.
11. The developer shall be informed of their right to appeal the decision.

* * * * *

REFERENCES CITED

Current Rosebud County Policies

Rosebud County Community Fire Plan, 2005
Rosebud County Hazard Mitigation Plan 2005
Tillett Field Airport Hazard Zoning Ordinance, 2002 – Forsyth
Ricks Field Airport Hazard Zoning Ordinance, 2002 – Colstrip
Rosebud County Flood Plain Ordinance, 2006
Rosebud County Subdivision Regulations, 2012

Geography of Rosebud County: http://geoinfo.montanastatelibrary.org 10, 17
Montana Natural Heritage Program http://mtnhp.org/mapviewer/?t=1.....19, 24, 25
NRIS Interactive Maps: http://nris.mt.gov/gis/gisdatalib/downloads/ab9.gif, Feb 2013. 7

Montana Carbon Sequestion: www.montana.edu/cpa, April 13, 2012 31
Telephone and Internet Connectivity: Conversation with Range Telephone, Summer 2012..... 26
Information on County Schools: Joby Parker, Superintendent of Schools, Spring 2012..... 62
DOWLHKM in Billings: Maps on Reservation Water Systems 79
HCT028 Census 2000 Summary File 3 (SF3), 2000 Census, US Census Bureau 48
Map:http://dnrc.mt.gov/Forestry/Fire/WUI/Documents/CountyMarch 2013. 27
http://factfinder2.census.gov/faces/tableservices/jsf/pages..... 39, 52, 65
Montana Fish, Wildlife and Parks Maps: CAPS at http://fwp.mt.gov/gis/maps/caps/..... 23, 35
Montana Fish, Wildlife and Parks Maps: CAPS at http://fwp.mt.gov/gis, March 2013 24
Montana GIS, geoinfo.montanastatelibrary.org/geography/geography-facts/ownership/..... 14
Shannon Weaver Index research by Aaron McNay, MT Department of Economics - Research and Analysis Bureau,http://implan.com/v4/index.php?, April 15, 2012. 55
Montana Natural Heritage Map Viewer: http://mtnhp.org/mapviewer/?t=1, March 2013 19
NRIS Montana Interactive Maps: http://nris.mt.gov/gis/gisdatalib/, March2013. 33
http://nris.mt.gov/gis/gisdatalib/downloads/landcovr_Rosebud.pdf, March 2013. 24
http://quickfacts.census.gov/qfd/states/30/30087.html, March 2013.....46 & 13
http://www.aar.org/~/media/aar/Files/natl_freight_capacity_study.ashx, p. 7-29 42
USDA Ag Census - www.agcensus.usda.gov/Publications..... 15 & 90
Montana Board of Oil and Gas, www.bogc.dnrc.mt.gov/WebApps/ March 2013 93
Oil Well Permitshttp://www.bogc.dnrc.mt.gov, March 93
Census Blocks Racial Demographics: http://www.ceic.mt.gov, April 26, 2012. 39
Interviews with Rosebud County Department Heads
Northwest Indicators http://www.indicatorsnorthwest.org, April 25, 2012. 52
Northwest Indicators http://www.indicatorsnorthwest.org, April 24, 2012 52
Northwest Indicators, http://www.indicatorsnorthwest.org, April 25, 2012 51
Northwest Indicators http://www.indicatorsnorthwest.org, April 29, 2012. 63
Air Quality Data, USEPA: http://www.epa.gov/airdata/ad_viz_tile.html
Northwest Indicators http://www.indicatorsnorthwest.org, April 25, 2012..... 47
Northwest Indicators http://www.indicatorsnorthwest.org April 26, 2012. 41
Department of Revenue's Assessment system via Bob Holliday at Montana State Library 13
Bob Thomas, Sec-Treas, and Bud Hjelvik West Rosebud Fire District Chairman, March 2013.... 74

Charlie Brown, Manager of Solid Waste Landfill, March 2012 and September 2011..... 83
Marge Rath, Director of Organizational Advancement at St. Labre..... 77
Mary Ann McCullough, Ashland County Sewer and Water District. 75
McNay, Aaron, Dept. of Economics, Montana.gov, May 15, 2012. 56
McNay, Aaron, Montana Research and Analysis Bureau, October 2011..... 59
Michael Knapp, Ashland Fire District for year 2012. 74
Montana Department of Environmental Quality created this map in response to request..... 29
MSU Newsletter, April 8, 2008. http://www.montana.edu, April 13, 2012. 43
Neil Dennehy, PP&L Colstrip..... 59
Northwest Area Foundation Indicators, http://www.indicatorsnorthwest.org, April 25, 2012.. 50
Powder River Growth Policy 2012, p.18..... 44
Ramler, Joe, Census Bureau, email Sept. 4, 2011..... 39
Ramler, Joe, CEIC, Montana Department of Commerce, March 8, 2013..... 41
Records in County Clerk and Recorder's Office, Forsyth Courthouse, March 2013..... 84
Rich Mills, Montana Division South Operations BNSF, Glendive Office, Fall 2011..... 42
Scott, David C., Haacke, Jon E., Osmonson, Lee M., Luppens, James A., Pierce, Paul E., and Rohrbacher, Timothy J., Assessment of Coal Geology, Resources, and Reserves in the Northern Wyoming Powder River Basin, Open-File Report 2010 – 1294, U.S. Department of the Interior, U.S. Geological Survey, 2010, p. 44. http://pubs.usgs.gov/of/2010/1294/, April 15, 2012. 92
Montana CEIC, March 2013..... 58
Corey Hoffland, Montana Department of Revenue on April 13, 2012..... 61
Neil Dennehy, Manager of Fossil Generation Assets at PP&L Colstrip, April 12, 2012. 60
Water Resources Survey of Rosebud County, 1948, p. 36..... 80
Wayne Buck, County Road Foreman, conversation September 2011 85
Winslow Whitecrane, Northern Cheyenne Utilities, conversation on March 5, 2013..... 79