CITY OF SHELBY

GROWTH POLICY

October 2019

Commented [TP1]: ADOPTED 9/18/2006 COUNCIL MINUTES

Table of Contents

CHAPTER I *INTRODUCTION*

The Shelby Growth Policy Plan will provide a framework to better understand the current challenges for Shelby, as well as a guide for local government to implement solutions. Through the use of regulatory controls and prudent utilization of assistance programs, the ultimate purpose of this plan is to render to the citizens of Shelby, a better place to live, work and play in their community.

HISTORY

1890 The routing of the railroad connecting Lethbridge, Alberta with Great Falls, resulted in the establishment of the Town of Shelby. The Town became a distribution center for sheep and cattle ranchers within a 150 square mile area.

1896 The townsite was laid out and a large water reservoir was built, which eliminated the long trek to the Marias River for the daily water supply. Rapid growth resulted from the solution of Shelby's water problems.

1910 Shelby was incorporated.

1914 Toole County was established with Shelby as the county seat.

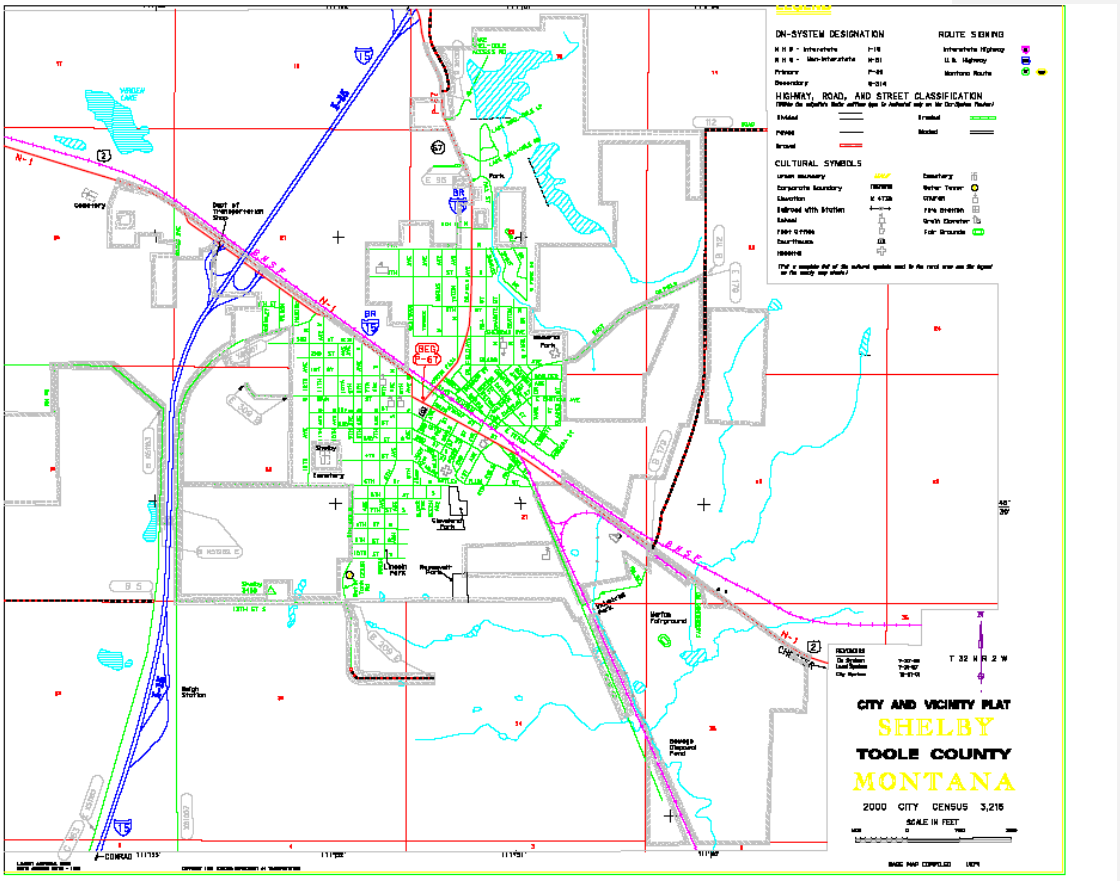
1943 Shelby becomes the "Gateway to Alaska" with the completion of the Alaskan Highway. This firmly establishes Shelby as an important transportation hub.

REGIONAL SETTING

Toole County, with an area of 1.3 million acres, is located in the north-central part of Montana. To the north is the Canadian/United States border and the Canadian Province of Alberta; to the east is Liberty County; Pondera County is to the south and Glacier County is to the west. Shelby, the county seat, is located in the southwestern portion of the county and is the largest city.

Shelby lies at the junction of Interstate 15 and U.S. Highway 2. Interstate 15 extends from Southern California to the Canadian border and is a heavily traveled route serving the Intermountain States of Utah and Idaho as well as Montana and Canada. Highway 2 extends from Michigan to Everett, Washington, paralleling the mainline of the Burlington Northern Santa Fe Railroad's "Hi-Line" route and providing direct access to Glacier Park. This combination of highway junction and railroad line makes Shelby a major transportation center for the region.

The major industries in Toole County revolve around farming, ranching, transportation and oil production.



Shelby, Montana

GOALS & OBJECTIVES

1. Provide for orderly development of the planning area.
   Objectives
   - Update the city zoning ordinance
   - Guide future development to areas of greatest community benefit and least environmental impact.
   - Coordinate with Toole County to update subdivision regulations and provide for review of subdivision proposals

2. Promote new business opportunities and support improvements to existing business establishments.
   Objectives
   - Work to improve the economy by encouraging growth in agricultural support services and Port of Shelby related activities
   - Encourage expansion of recreation and cultural activities
   - Work to identify new industrial and commercial development

3. Maintain the rural values and lifestyle
   Objectives
   - Establish subdivision review procedures to prevent or mitigate the effects of incompatible land uses.
   - Promote improvements to community services and provide opportunities for increased public involvement and increase public awareness.

GOALS & POLICIES - LAND USE

ISSUE: Development in environmentally incompatible areas is costly to existing residents.

GOAL: Encourage development in areas with few environmental hazards in order to minimize social and infrastructure costs

Policy: New development should be encouraged in areas that are relatively free of environmental problems.

Policy: Prime farmland should be protected from urbanization and sprawl.

ISSUE: Much of the existing subdivided land in and around Shelby is currently vacant.

GOAL: Coordinate planning and service provision efforts with Toole County to direct development to existing developing areas.

Policy: Encourage landowners to develop or sell platted lots and blocks.

Policy: Provide incentives for landowners to develop the existing subdivided lands.

GOALS & POLICIES - PUBLIC SAFETY

The City of Shelby recognizes the need to provide safe living and working surroundings for its citizens. Ensuring the provision of adequate safety services is directly linked to that end. In order to accommodate Shelby's safety service needs, the city must work to ensure that adequate fire, law enforcement and emergency management services are provided.

ISSUE: Local citizens desire adequate fire fighting, law enforcement and emergency response apparatus training and facilities.

GOAL: Ensure that emergency services are provided with adequate fire fighting and emergency response equipment.

- Policy: Provide appreciation, support and assistance to ensure there are adequate volunteer personnel providing essential emergency services to the area.

ISSUE: Emergency medical services are critical to residents of Shelby and must be maintained at an adequate level for the area.

GOAL: Ensure that emergency medical services are available to the citizens of Shelby and the surrounding area.

- Policy: Promote increased funding for equipment and training opportunities for personnel.
- Policy: Assist local agencies in preparing emergency management plans.
- Policy: Review all proposed developments for effects on emergency services.

GOALS & POLICIES - INFRASTRUCTURE

Water supply, sewage and solid waste disposal are essential for the operation of any city or town. While these services are usually taken for granted, without coordinated, conscientious planning for future growth these services may become inefficient and inadequate.

ISSUE: The city's infrastructure must adequately serve the needs of the changing population. Improvements to the service systems must meet the State of Montana and Federal standards and must be provided in a cost effective and affordable manner.

Water System

GOAL: Continue water line replacement projects and replacing aging water mains.

- Policy: Insure the City of Shelby water supply remains safe and of sufficient volume to serve the City and it’s anticipated growth.

Sewer System

GOAL: Create an effective land use pattern that permits the logical and efficient extension of city services.

- Policy: Continue to maintain the system with preventative maintenance and a regular cleaning schedule.
- Policy: Encourage cluster type development patterns that can make use of existing water and sewer services
- Policy: Encourage the design and development of residential subdivisions adjacent to and within the existing city limits on municipal services.
- Policy: Require that any development outside the existing city limits be connected to the public water and sewer systems.

GOALS & POLICIES - TRANSPORTATION

In order to accommodate increasing traffic levels Shelby must continue to work to establish a cost effective, efficient road system that supports the desired land development patterns.

GOAL: Maintain and continue to improve the condition and service level of the existing street system.

- Policy: Maintenance of the existing street system should remain a high priority. Items should be identified in the Shelby Capital Improvements Plan and evaluated and updated on a regular basis.
- Policy: Coordinate with the Montana Department of Transportation to encourage solving the problem intersections in Shelby.
- Policy: Any development should pay a proportional share of the cost of improvements to the existing street system necessitated to address the impacts of such developments.
- Policy: Consider provisions for non-motorized and pedestrian features in the design of roadway and bridge projects.

GOAL: Identify and protect future road corridors to serve future developments and city streets.

- Policy: Require and acquire when possible, rights-of-way in the planning and platting process.
- Policy: Ensure that streets in new developments efficiently connect to the existing street network.

GOAL: Coordinate with the emergency service providers in order to provide adequate access for emergency vehicles.

- Policy: Review proposed developments for accommodation of emergency vehicles with regards to such items as cul-de-sac lengths and maximum road grades.

GOALS & POLICIES - HOUSING

The mayor, city council and planning board recognize that providing for adequate housing is essential for all Shelby residents. There is a continuing need for diversity in the price, type, density and location of housing.

The housing stock in both Shelby and Toole County are typically older construction over 30 years old. Older homes are more likely to have deferred maintenance and require modernization to upgrade to new appliances, energy efficiency features, and accommodations for an aging population.

ISSUE: Not all residents are able to afford market rate housing in Shelby.

GOAL: Work toward ensuring all residents of Shelby have an opportunity to obtain safe, sanitary, and affordable housing.

- Policy: Work to maintain an adequate land supply for diversity of all housing opportunities.
- Policy: Consider the location needs of various types of housing with regard to proximity of employment and access to transportation and services.
- Policy: Promote dispersal of affordable housing throughout the city.
- Policy: Initiate periodic analysis to determine immediate and long-range affordable housing needs.

Policy: Study and consider innovative housing programs to reduce dependency on subsidized housing.

Policy: Encourage preservation, rehabilitation, and redevelopment of existing housing, with special attention to historic structures and historic areas.

Policy: Encourage compatible mixed-use development.

Policy: Secure Community Development Block Grant funds for housing rehabilitation.

Policy: Secure HOME funds for housing development.

Policy: Develop on-going housing program including clearance, demolition and infrastructure for housing.

GOALS & POLICIES - ECONOMIC DEVELOPMENT

A healthy economy is essential to the vitality and quality of life in any city and provides jobs for local residents and the tax base for the community.

GOAL: Sustain and strengthen the economic well-being of Shelby's citizens.

Policy: Stimulate the retention and expansion of existing businesses, new businesses, value-added businesses, wholesale and retail businesses, and industries including agriculture, mining, manufacturing/processing and forest products.

Policy: Stabilize and diversify the county's tax base by encouraging the sustainable use of its natural resources.

Policy: Identify and pursue primary business development that compliments existing businesses that are compatible with communities and utilize available assets.

Policy: Identify and pursue targeted business development opportunities to include, but not limited to, manufacturing/heavy industry, telecommunications, and youth/social services.

Policy: Promote the development of cultural resources and tourism, such as the Dempsey/Gibbons heavyweight fight, in order to broaden Shelby's economic base.

Policy: Foster and stimulate well-planned entrepreneurship among the city's citizenry.

Policy: Promote a strong local business environment. Support and strengthen business support mechanisms such as chambers of commerce, development organizations and business roundtable organizations.

Policy: Improve local trade capture for Shelby businesses. Promote local shopping as well as well-planned businesses and new businesses.

Policy: Network with and support other economic development efforts in the region and statewide, in recognition of Shelby's interdependence with other communities and to leverage available local resources.

GOALS & POLICIES - BUSINESS DISTRICT DEVELOPMENT

ISSUE: Commonly known as the Central Business District or CBD, this area of any community is where, in the past, that the community's primary business transpired. It continues, commonly to be where the majority of the professional offices are located and where much the traditional commerce takes place. However as the economy of rural Montana changes, CBDs have become much less viable. Often controlled by out of sate absentee landowners who care little about the city's economy it has become increasingly difficult for communities to revitalize their CBD's

GOAL: Create 20 new jobs in Shelby's business districts.

- Policy: Continue to encourage the utilization of the empty structures in the central and highway business districts.
- Policy: Continue to encourage the expansion of local business.
- Policy: Continue to address the infrastructure needs of the business districts.
- Policy: Develop a revolving loan fund for utilization by existing businesses seeking to expand and for new businesses seeking to locate in the community.

REGULATORY MEASURES

Provide a current zoning ordinance and zoning plan to accomplish the objectives of the Growth Policy.

Provide a subdivision regulation, which will insure adequate streets, compatible land uses, and adequate provisions for community facilities.

Adopt policies and procedures to provide both airspace protection and land use compatibility with Shelby Airport operations.

CHAPTER II *NATURAL RESOURCES*

A major element in Shelby's future is directly related to the area's abundant natural resources.

LAND

Land is the basic foundation for the economy in Shelby and Toole County. The 1,200,000 acres of rolling prairies surrounding Shelby are used for livestock grazing and for growing wheat, barley and mustard. Approximately 10,000 acres are irrigated.

Unlike many other counties in Montana, Toole County is primarily privately owned. Of the nearly 1.3 million acres in the County, over 1,000,000 acres are privately owned. Public ownership consists of slightly over 92,000 acres of State land, slightly over 82,000 acres are federally owned with approximately 1100 acres owned by cities and the County. Roughly 90% of the land in Toole County is devoted to agriculture.

Toole County varies in elevation from 2,850 feet above sea level at Tiber Reservoir in the south to over 7,000 feet at West Butte in the Sweet Grass Hills in the north.

VEGETATION

The types of natural or native ground cover provide important input when considering the types of plants for beautification or park development.

Most of the native vegetation is range plants. Predominate grasses include blue gama, needle and thread, western wheat grass, green needle grass and Sandberg blue grass. Shrubs include Gardner Saltbrush, silver sage and greasewood, all of which grow well in saline soils.

There are no native tree species, although Cottonwood trees can be found on the moist soils in the region.

MINERALS

Petroleum and natural gas are the two natural resources found in Toole County. The Toole-Glacier border field is one of the largest natural gas fields in Montana. The Kevin-Sunburst fields measures 500 square miles.

The number of producing wells has been declining for the past several years. However, horizontal drilling techniques, used successfully in other parts of the country, are currently being considered as a method of reactivating the older, unproductive oil fields.

CLIMATE

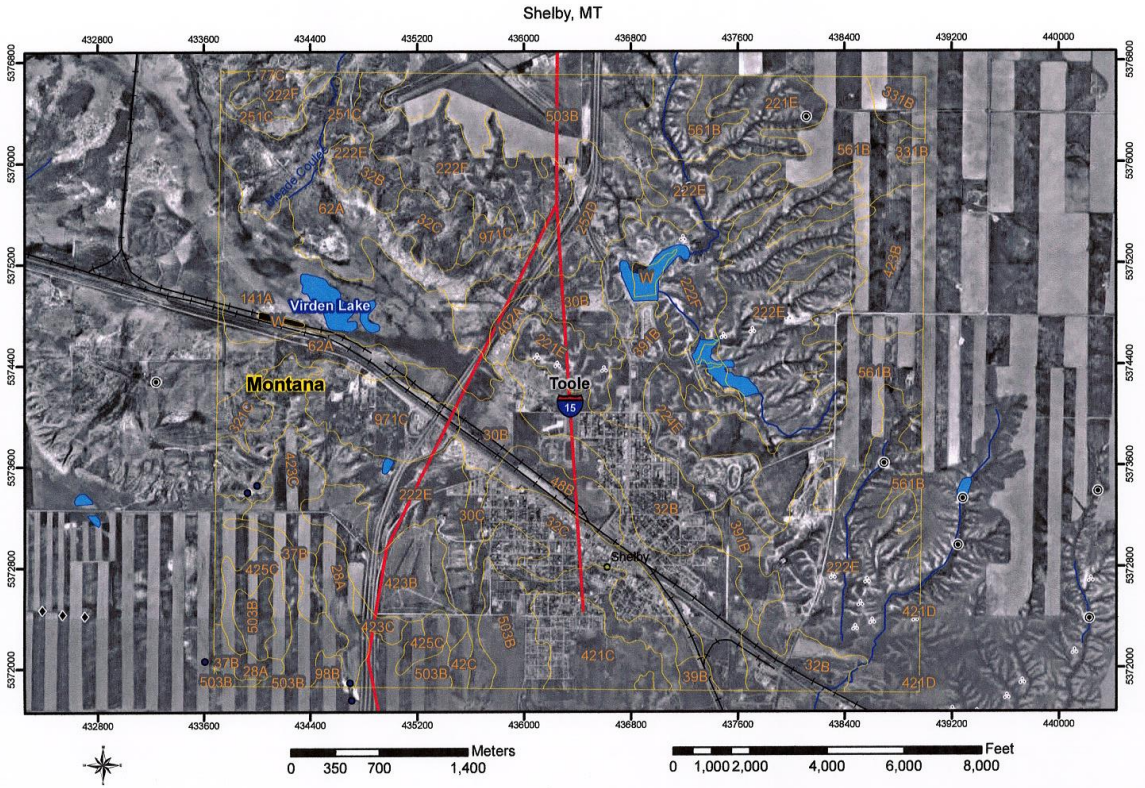
Shelby has a steppe or semi-arid climate with an average annual precipitation of only 10.86 inches, due mainly to the rain shadow effects from the mountains to the west. The area is fortunate in the fact that 75 percent of this moisture falls during spring and summer growing season. Temperatures can range from below -40F to 100F. However, the temperature extremes occur infrequently. Severe cold seldom lasts for more than two or three days because of warm winds from the southwest, called "Chinooks". Temperatures in the 90's may occur 10 to 15 days a year, while 100-degree temperatures are reached on less than one day in five years. The average January temperature is 16.9F, while July temperatures average 67.6F. Low humidity tempers the effects of these variations. Sunshine is abundant, with clear, blue skies predominating throughout the year.

SOILS

There are four major soil types that can be found within the City's jurisdictional area. The following maps illustrate the limitations of these soils for building sites, septic tank absorption fields, street construction, drainage, and landscaping potential. A map of the jurisdictional area has been prepared showing the areas covered by the various soil types.

Construction in all soils in the Shelby Jurisdictional Area must consider two basic conditions- physical characteristics and chemical properties. Physical characteristics include frost heaving and freeze potential, shrinking and swelling of the soil when exposed to water, compaction of soil and building settling and drainage. Chemical properties consist mostly of electrolytic corrosion of ferrous metals and rapid deterioration of certain types of concrete. Problems can be compounded when high ground water is present, especially when a certain depth must be provided to overcome potential frost problems. Problems also exist in some areas for the construction of large structures, where compaction and settling of the solid is required for several years before actual construction may begin. This is evident at the Shelby High School for example. Generally, the areas requiring soil compaction are areas of high water tables.

Soils in this area are generally fertile, but the best farmlands are located farther from the city of Shelby. Water is an additional limiting factor in all agricultural endeavors in Toole County. Wind erosion has been widespread as well, with substantial amounts of topsoil being lost. This area is witness to good fertility and crop yields, but wise use and good soil conservation measures must be practiced.


Shelby, MT
Virden Lake
Montana
Toole
Shelby
Meters
0 350 700 1,400
Feet
0 1,000 2,000 4,000 6,000 8,000
USDA Natural Resources Conservation Service
Web Soil Survey 1.1
National Cooperative Soil Survey
5/18/2006
Page 1 of 4

Shelby, MT

MAP LEGEND

- Soil Map Units
- Cities
- Detailed Counties
- Detailed States
- Interstate Highways
- Rails
- Water
- Hydrography
- Oceans
- Escarpment, bedrock
- Escarpment, non-bedrock
- Gulley
- Levee
- Slope
- Blowout
- Borrow Pit
- Clay Spot
- Depression, closed
- Eroded Spot
- Gravel Pit
- Gravelly Spot
- Gulley
- Lava Flow
- Landfill
- Marsh or Swamp
- Miscellaneous Water
- Rock Outcrop
- Saline Spot
- Sandy Spot
- Slide or Slip
- Sinkhole
- Sodic Spot
- Spoil Area
- Stony Spot
- Very Stony Spot
- Perennial Water
- Wet Spot

MAP INFORMATION

Source of Map: Natural Resources Conservation Service
Web Soil Survey URL: http://websoilsurvey.nrcs.usda.gov

Coordinate System: UTM Zone 12

Soil Survey Area: Toole County, Montana
Spatial Version of Data: 1
Soil Map Compilation Scale: 1:24000

Map comprised of aerial images photographed on these dates:
7/20/1991

The orthophoto or other base map on which the soil lines were compiled and digitized probably differs from the background imagery displayed on these maps. As a result, some minor shifting of map unit boundaries may be evident.

Map Unit Legend Summary

Toole County, Montana

Map Unit Symbol	Map Unit Name	Acres in AOI	Percent of AOI
28A	NISHON CLAY LOAM, 0 TO 1 PERCENT SLOPES	75.0	1.1
30B	MARVAN SILTY CLAY, 0 TO 4 PERCENT SLOPES	410.5	6.1
30C	MARVAN SILTY CLAY, 4 TO 8 PERCENT SLOPES	26.3	0.4
32B	KOBASE SILTY CLAY LOAM, 0 TO 4 PERCENT SLOPES	331.5	4.9
32C	KOBASE SILTY CLAY LOAM, 4 TO 8 PERCENT SLOPES	232.5	3.5
37B	EVANSTON CLAY LOAM, 0 TO 4 PERCENT SLOPES	50.8	0.8
39B	FERD LOAM, 0 TO 4 PERCENT SLOPES	15.8	0.2
42C	JOPLIN CLAY LOAM, 4 TO 8 PERCENT SLOPES	15.0	0.2
48B	VANDA SILTY CLAY, 0 TO 4 PERCENT SLOPES	76.7	1.1
62A	VAEDA SILTY CLAY LOAM, 0 TO 2 PERCENT SLOPES	405.9	6.0
77C	TINSLEY GRAVELLY SANDY LOAM, 2 TO 8 PERCENT SLOPES	0.4	0.0
98B	KREMLIN LOAM, 0 TO 4 PERCENT SLOPES	11.9	0.2
141A	MCKENZIE CLAY, SALINE, 0 TO 2 PERCENT SLOPES	376.0	5.6
221E	HILLON-KEVIN CLAY LOAMS, 15 TO 25 PERCENT SLOPES	257.5	3.8
222E	HILLON-NELDORE COMPLEX, 8 TO 25 PERCENT SLOPES	1,392.5	20.7
222F	HILLON-NELDORE COMPLEX, 25 TO 70 PERCENT SLOPES	483.3	7.2
224E	HILLON-JOPLIN LOAMS, 8 TO 25 PERCENT SLOPES	129.0	1.9
251C	BASCOVY CLAY LOAM, 2 TO 8 PERCENT SLOPES	71.4	1.1
252D	BASCOVY-NELDORE CLAYS, 8 TO 15 PERCENT SLOPES	116.5	1.7

Toole County, Montana

Map Unit Symbol	Map Unit Name	Acres in AOI	Percent of AOI
321C	KOBASE SILTY CLAY LOAM, CALCAREOUS, 4 TO 8 PERCENT SLOPES	36.6	0.5
331B	PHILLIPS-ELLOAM CLAY LOAMS, 0 TO 4 PERCENT SLOPES	47.4	0.7
391B	FERD-CREED-GERDRUM COMPLEX, 0 TO 4 PERCENT SLOPES	154.5	2.3
402A	GERDRUM-ABSHER COMPLEX, 0 TO 2 PERCENT SLOPES	29.9	0.4
421C	JOPLIN-HILLON CLAY LOAMS, 2 TO 8 PERCENT SLOPES	129.2	1.9
421D	JOPLIN-HILLON CLAY LOAMS, 8 TO 15 PERCENT SLOPES	0.2	0.0
423B	JOPLIN-HILLON CLAY LOAMS, 0 TO 3 PERCENT SLOPES	325.5	4.9
423C	HILLON-JOPLIN CLAY LOAMS, 3 TO 8 PERCENT SLOPES	105.5	1.6
425C	JOPLIN-TELSTAD CLAY LOAMS, 2 TO 8 PERCENT SLOPES	84.8	1.3
503B	TELSTAD-JOPLIN CLAY LOAMS, 0 TO 4 PERCENT SLOPES	581.3	8.7
561B	SCOBEY-KEVIN CLAY LOAMS, 0 TO 4 PERCENT SLOPES	523.7	7.8
971C	NELDORE-BASCOVY CLAYS, 2 TO 8 PERCENT SLOPES	195.9	2.9
W	WATER	18.7	0.3

Dwellings and Small Commercial Buildings

Toole County, Montana

[The information in this table indicates the dominant soil condition but does not eliminate the need for onsite investigation. The numbers in the value columns range from 0.01 to 1.00. The larger the value, the greater the potential limitation. The table shows only the top five limitations for any given soil. The soil may have additional limitations]

Map symbol and soil name	Pct. of map unit	Dwellings without basements		Dwellings with basements		Small commercial buildings	
		Rating class and limiting features	Value	Rating class and limiting features	Value	Rating class and limiting features	Value
28A:							
NISHON	95	Very limited		Very limited		Very limited	
		Ponding	1	Ponding	1	Ponding	1
		Depth to saturated zone	1	Depth to saturated zone	1	Depth to saturated zone	1
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
30B:							
MARVAN	85	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
30C:							
MARVAN	85	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
						Slope	0.5
32B:							
KOBASE	85	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
32C:							
KOBASE	85	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
						Slope	0.5
37B:							
EVANSTON	85	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
39B:							
FERD	85	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
42C:							
JOPLIN	85	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Slope	0.5
						Shrink-swell	0.5
48B:							
VANDA	85	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1

Dwellings and Small Commercial Buildings

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Dwellings without basements		Dwellings with basements		Small commercial buildings	
		Rating class and limiting features	Value	Rating class and limiting features	Value	Rating class and limiting features	Value
62A:							
VAEDA	90	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
77C:							
TINSLEY	85	Not limited		Not limited		Somewhat limited	
						Slope	0.13
98B:							
KREMLIN	85	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
141A:							
MCKENZIE	85	Very limited		Very limited		Very limited	
		Ponding	1	Ponding	1	Ponding	1
		Depth to saturated zone	1	Depth to saturated zone	1	Depth to saturated zone	1
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
221E:							
HILLON	55	Very limited		Very limited		Very limited	
		Slope	1	Slope	1	Slope	1
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
KEVIN	30	Very limited		Very limited		Very limited	
		Slope	1	Slope	1	Slope	1
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
222E:							
HILLON	50	Somewhat limited		Somewhat limited		Very limited	
		Slope	0.63	Slope	0.63	Slope	1
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
NELDORE	35	Very limited		Very limited		Very limited	
		Slope	1	Slope	1	Slope	1
		Depth to soft bedrock	1	Shrink-swell	1	Depth to soft bedrock	1
		Shrink-swell	1	Depth to soft bedrock	1	Shrink-swell	1
222F:							
HILLON	45	Very limited		Very limited		Very limited	
		Slope	1	Slope	1	Slope	1
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
NELDORE	40	Very limited		Very limited		Very limited	
		Slope	1	Slope	1	Slope	1
		Depth to soft bedrock	1	Shrink-swell	1	Depth to soft bedrock	1
		Shrink-swell	1	Depth to soft bedrock	1	Shrink-swell	1

Dwellings and Small Commercial Buildings

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Dwellings without basements		Dwellings with basements		Small commercial buildings	
		Rating class and limiting features	Value	Rating class and limiting features	Value	Rating class and limiting features	Value
224E:							
HILLON	50	Very limited		Very limited		Very limited	
		Slope	1	Slope	1	Slope	1
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
JOPLIN	35	Somewhat limited		Somewhat limited		Very limited	
		Slope	0.63	Slope	0.63	Slope	1
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
251C:							
BASCOVY	85	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
				Depth to soft bedrock	0.46	Slope	0.13
252D:							
BASCOVY	50	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Slope	1
		Slope	0.63	Slope	0.63	Shrink-swell	1
				Depth to soft bedrock	0.46		
NELDORE	35	Very limited		Very limited		Very limited	
		Depth to soft bedrock	1	Shrink-swell	1	Slope	1
		Shrink-swell	1	Depth to soft bedrock	1	Depth to soft bedrock	1
		Slope	0.63	Slope	0.63	Shrink-swell	1
321C:							
KOBASE	85	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
						Slope	0.5
331B:							
PHILLIPS	50	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
ELLOAM	35	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
391B:							
FERD	40	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
CREED	35	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
GERDRUM	20	Not limited		Not limited		Not limited	

Dwellings and Small Commercial Buildings

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Dwellings without basements		Dwellings with basements		Small commercial buildings	
		Rating class and limiting features	Value	Rating class and limiting features	Value	Rating class and limiting features	Value
402A:							
GERDRUM	55	Not limited		Not limited		Not limited	
ABSHER	30	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
421C:							
JOPLIN	55	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
						Slope	0.13
HILLON	40	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
						Slope	0.13
421D:							
JOPLIN	45	Somewhat limited		Somewhat limited		Very limited	
		Slope	0.63	Slope	0.63	Slope	1
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
HILLON	40	Somewhat limited		Somewhat limited		Very limited	
		Slope	0.63	Slope	0.63	Slope	1
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
423B:							
JOPLIN, CALCAREOUS	50	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
HILLON	35	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
423C:							
HILLON	50	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Slope	0.5
						Shrink-swell	0.5
JOPLIN, CALCAREOUS	35	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Slope	0.5
						Shrink-swell	0.5
425C:							
JOPLIN, CALCAREOUS	50	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
						Slope	0.13

Dwellings and Small Commercial Buildings

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Dwellings without basements		Dwellings with basements		Small commercial buildings	
		Rating class and limiting features	Value	Rating class and limiting features	Value	Rating class and limiting features	Value
425C:							
TELSTAD	35	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
						Slope	0.13
503B:							
TELSTAD	50	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
JOPLIN	40	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
561B:							
SCOBEY	50	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
KEVIN	40	Somewhat limited		Somewhat limited		Somewhat limited	
		Shrink-swell	0.5	Shrink-swell	0.5	Shrink-swell	0.5
971C:							
NELDORE	45	Very limited		Very limited		Very limited	
		Depth to soft bedrock	1	Shrink-swell	1	Depth to soft bedrock	1
		Shrink-swell	1	Depth to soft bedrock	1	Shrink-swell	1
						Slope	0.13
BASCOVY	40	Very limited		Very limited		Very limited	
		Shrink-swell	1	Shrink-swell	1	Shrink-swell	1
				Depth to soft bedrock	0.46	Slope	0.13
W:							
WATER	100	Not rated		Not rated		Not rated	

Dwellings and Small Commercial Buildings

Soil properties influence the development of building sites, including the selection of the site, the design of the structure, construction, performance after construction, and maintenance. This table shows the degree and kind of soil limitations that affect dwellings and small commercial buildings.

The ratings in the table are both verbal and numerical. Rating class terms indicate the extent to which the soils are limited by all of the soil features that affect building site development. "Not limited" indicates that the soil has features that are very favorable for the specified use. Good performance and very low maintenance can be expected. "Somewhat limited" indicates that the soil has features that are moderately favorable for the specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected. "Very limited" indicates that the soil has one or more features that are unfavorable for the specified use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.

Numerical ratings in the table indicate the severity of individual limitations. The ratings are shown as decimal fractions ranging from 0.01 to 1.00. They indicate gradations between the point at which a soil feature has the greatest negative impact on the use (1.00) and the point at which the soil feature is not a limitation (0.00).

"Dwellings" are single-family houses of three stories or less. For dwellings without basements, the foundation is assumed to consist of spread footings of reinforced concrete built on undisturbed soil at a depth of 2 feet or at the depth of maximum frost penetration, whichever is deeper. For dwellings with basements, the foundation is assumed to consist of spread footings of reinforced concrete built on undisturbed soil at a depth of about 7 feet. The ratings for dwellings are based on the soil properties that affect the capacity of the soil to support a load without movement and on the properties that affect excavation and construction costs. The properties that affect the load-supporting capacity include depth to a water table, ponding, flooding, subsidence, linear extensibility (shrink-swell potential), and compressibility. Compressibility is inferred from the Unified classification. The properties that affect the ease and amount of excavation include depth to a water table, ponding, flooding, slope, depth to bedrock or a cemented pan, hardness of bedrock or a cemented pan, and the amount and size of rock fragments.

"Small commercial buildings" are structures that are less than three stories high and do not have basements. The foundation is assumed to consist of spread footings of reinforced concrete built on undisturbed soil at a depth of 2 feet or at the depth of maximum frost penetration, whichever is deeper. The ratings are based on the soil properties that affect the capacity of the soil to support a load without movement and on the properties that affect excavation and construction costs. The properties that affect the load-supporting capacity include depth to a water table, ponding, flooding, subsidence, linear extensibility (shrink-swell potential), and compressibility (which is inferred from the Unified classification). The properties that affect the ease and amount of excavation include flooding, depth to a water table, ponding, slope, depth to bedrock or a cemented pan, hardness of bedrock or a cemented pan, and the amount and size of rock fragments.

Information in this table is intended for land use planning, for evaluating land use alternatives, and for planning site investigations prior to design and construction. The information, however, has limitations. For example, estimates and other data generally apply only to that part of the soil between the surface and a depth of 5 to 7 feet. Because of the map scale, small areas of different soils may be included within the mapped areas of a specific soil.

The information is not site specific and does not eliminate the need for onsite investigation of the soils or for testing and analysis by personnel experienced in the design and construction of engineering works.

Government ordinances and regulations that restrict certain land uses or impose specific design criteria were not considered in preparing the information in this table. Local ordinances and regulations should be considered in planning, in site selection, and in design.

Sewage Disposal

Toole County, Montana

[The information in this table indicates the dominant soil condition but does not eliminate the need for onsite investigation. The numbers in the value columns range from 0.01 to 1.00. The larger the value, the greater the potential limitation. The table shows only the top five limitations for any given soil. The soil may have additional limitations]

Map symbol and soil name	Pct. of map unit	Septic tank absorption fields		Sewage lagoons	
		Rating class and limiting features	Value	Rating class and limiting features	Value
28A:					
NISHON	95	Very limited		Very limited	
		Restricted permeability	1	Ponding	1
		Ponding	1	Depth to saturated zone	1
		Depth to saturated zone	1		
30B:					
MARVAN	85	Very limited		Not limited	
		Restricted permeability	1		
30C:					
MARVAN	85	Very limited		Somewhat limited	
		Restricted permeability	1	Slope	0.92
32B:					
KOBASE	85	Very limited		Not limited	
		Restricted permeability	1		
32C:					
KOBASE	85	Very limited		Somewhat limited	
		Restricted permeability	1	Slope	0.92
37B:					
EVANSTON	85	Somewhat limited		Somewhat limited	
		Restricted permeability	0.5	Seepage	0.5
39B:					
FERD	85	Very limited		Not limited	
		Restricted permeability	1		
42C:					
JOPLIN	85	Very limited		Somewhat limited	
		Restricted permeability	1	Slope	0.92
				Seepage	0.5

Sewage Disposal

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Septic tank absorption fields		Sewage lagoons	
		Rating class and limiting features	Value	Rating class and limiting features	Value
48B:					
VANDA	85	Very limited		Not limited	
		Restricted permeability	1		
62A:					
VAEDA	90	Very limited		Not limited	
		Restricted permeability	1		
77C:					
TINSLEY	85	Very limited		Very limited	
		Filtering capacity	1	Seepage	1
				Slope	0.68
				Content of large stones	0.01
98B:					
KREMLIN	85	Somewhat limited		Somewhat limited	
		Restricted permeability	0.5	Seepage	0.5
141A:					
MCKENZIE	85	Very limited		Very limited	
		Restricted permeability	1	Ponding	1
		Ponding	1	Depth to saturated zone	1
		Depth to saturated zone	1		
221E:					
HILLON	55	Very limited		Very limited	
		Restricted permeability	1	Slope	1
		Slope	1		
KEVIN	30	Very limited		Very limited	
		Restricted permeability	1	Slope	1
		Slope	1		
222E:					
HILLON	50	Very limited		Very limited	
		Restricted permeability	1	Slope	1
		Slope	0.63		

Sewage Disposal

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Septic tank absorption fields		Sewage lagoons	
		Rating class and limiting features	Value	Rating class and limiting features	Value
222E:					
NELDORE	35	Very limited		Very limited	
		Depth to bedrock	1	Depth to soft bedrock	1
		Slope	1	Slope	1
222F:					
HILLON	45	Very limited		Very limited	
		Restricted permeability	1	Slope	1
		Slope	1		
NELDORE	40	Very limited		Very limited	
		Depth to bedrock	1	Depth to soft bedrock	1
		Slope	1	Slope	1
224E:					
HILLON	50	Very limited		Very limited	
		Restricted permeability	1	Slope	1
		Slope	1		
JOPLIN	35	Very limited		Very limited	
		Restricted permeability	1	Slope	1
		Slope	0.63	Seepage	0.5
251C:					
BASCOVY	85	Very limited		Very limited	
		Restricted permeability	1	Depth to soft bedrock	1
		Depth to bedrock	1	Slope	0.68
252D:					
BASCOVY	50	Very limited		Very limited	
		Restricted permeability	1	Depth to soft bedrock	1
		Depth to bedrock	1	Slope	1
		Slope	0.63		
NELDORE	35	Very limited		Very limited	
		Depth to bedrock	1	Depth to soft bedrock	1
		Slope	0.63	Slope	1
321C:					
KOBASE	85	Very limited		Somewhat limited	
		Restricted permeability	1	Slope	0.92

Sewage Disposal

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Septic tank absorption fields		Sewage lagoons	
		Rating class and limiting features	Value	Rating class and limiting features	Value
331B:					
PHILLIPS	50	Very limited Restricted permeability	 1	Not limited	
ELLOAM	35	Very limited Restricted permeability	 1	Not limited	
391B:					
FERD	40	Very limited Restricted permeability	 1	Not limited	
CREED	35	Very limited Restricted permeability	 1	Not limited	
GERDRUM	20	Somewhat limited Restricted permeability	 0.5	Somewhat limited Seepage	 0.5
402A:					
GERDRUM	55	Very limited Restricted permeability	 1	Not limited	
ABSHER	30	Very limited Restricted permeability	 1	Not limited	
421C:					
JOPLIN	55	Very limited Restricted permeability	 1	Somewhat limited Slope Seepage	 0.68 0.5
HILLON	40	Very limited Restricted permeability	 1	Somewhat limited Slope	 0.68
421D:					
JOPLIN	45	Very limited Restricted permeability Slope	 1 0.63	Very limited Slope Seepage	 1 0.5

Sewage Disposal

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Septic tank absorption fields		Sewage lagoons	
		Rating class and limiting features	Value	Rating class and limiting features	Value
421D:					
HILLON	40	Very limited		Very limited	
		Restricted permeability	1	Slope	1
		Slope	0.63		
423B:					
JOPLIN, CALCAREOUS	50	Very limited		Somewhat limited	
		Restricted permeability	1	Seepage	0.5
HILLON	35	Very limited		Not limited	
		Restricted permeability	1		
423C:					
HILLON	50	Very limited		Somewhat limited	
		Restricted permeability	1	Slope	0.92
JOPLIN, CALCAREOUS	35	Very limited		Somewhat limited	
		Restricted permeability	1	Slope	0.92
				Seepage	0.5
425C:					
JOPLIN, CALCAREOUS	50	Very limited		Somewhat limited	
		Restricted permeability	1	Slope	0.68
				Seepage	0.5
TELSTAD	35	Very limited		Somewhat limited	
		Restricted permeability	1	Slope	0.68
503B:					
TELSTAD	50	Very limited		Not limited	
		Restricted permeability	1		
JOPLIN	40	Very limited		Somewhat limited	
		Restricted permeability	1	Seepage	0.5
561B:					
SCOBEY	50	Very limited		Not limited	
		Restricted permeability	1		

Sewage Disposal

Toole County, Montana

Map symbol and soil name	Pct. of map unit	Septic tank absorption fields		Sewage lagoons	
		Rating class and limiting features	Value	Rating class and limiting features	Value
561B:					
KEVIN	40	Very limited		Not limited	
		Restricted permeability	1		
971C:					
NELDORE	45	Very limited		Very limited	
		Depth to bedrock	1	Depth to soft bedrock	1
				Slope	0.68
BASCOVY	40	Very limited		Very limited	
		Restricted permeability	1	Depth to soft bedrock	1
		Depth to bedrock	1	Slope	0.68
W:					
WATER	100	Not rated		Not rated	

Sewage Disposal

This table shows the degree and kind of soil limitations that affect septic tank absorption fields and sewage lagoons. The ratings are both verbal and numerical. Rating class terms indicate the extent to which the soils are limited by all of the soil features that affect these uses. "Not limited" indicates that the soil has features that are very favorable for the specified use. Good performance and very low maintenance can be expected. "Somewhat limited" indicates that the soil has features that are moderately favorable for the specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected. "Very limited" indicates that the soil has one or more features that are unfavorable for the specified use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.

Numerical ratings in the table indicate the severity of individual limitations. The ratings are shown as decimal fractions ranging from 0.01 to 1.00. They indicate gradations between the point at which a soil feature has the greatest negative impact on the use (1.00) and the point at which the soil feature is not a limitation (0.00).

"Septic tank absorption fields" are areas in which effluent from a septic tank is distributed into the soil through subsurface tiles or perforated pipe. Only that part of the soil between depths of 24 and 72 inches or between a depth of 24 inches and a restrictive layer is evaluated. The ratings are based on the soil properties that affect absorption of the effluent, construction and maintenance of the system, and public health. Saturated hydraulic conductivity (Ksat), depth to a water table, ponding, depth to bedrock or a cemented pan, and flooding affect absorption of the effluent. Stones and boulders, ice, and bedrock or a cemented pan interfere with installation. Subsidence interferes with installation and maintenance. Excessive slope may cause lateral seepage and surfacing of the effluent in downslope areas.

Some soils are underlain by loose sand and gravel or fractured bedrock at a depth of less than 4 feet below the distribution lines. In these soils the absorption field may not adequately filter the effluent, particularly when the system is new. As a result, the ground water may become contaminated.

"Sewage lagoons" are shallow ponds constructed to hold sewage while aerobic bacteria decompose the solid and liquid wastes. Lagoons should have a nearly level floor surrounded by cut slopes or embankments of compacted soil. Nearly impervious soil material for the lagoon floor and sides is required to minimize seepage and contamination of ground water. Considered in the ratings are slope, saturated hydraulic conductivity (Ksat), depth to a water table, ponding, depth to bedrock or a cemented pan, flooding, large stones, and content of organic matter.

Saturated hydraulic conductivity (Ksat) is a critical property affecting the suitability for sewage lagoons. Most porous soils eventually become sealed when they are used as sites for sewage lagoons. Until sealing occurs, however, the hazard of pollution is severe. Soils that have a Ksat rate of more than 14 micrometers per second are too porous for the proper functioning of sewage lagoons. In these soils, seepage of the effluent can result in contamination of the ground water. Ground-water contamination is also a hazard if fractured bedrock is within a depth of 40 inches, if the water table is high enough to raise the level of sewage in the lagoon, or if floodwater overtops the lagoon.

A high content of organic matter is detrimental to proper functioning of the lagoon because it inhibits aerobic activity. Slope, bedrock, and cemented pans can cause construction problems, and large stones can hinder compaction of the lagoon floor. If the lagoon is to be uniformly deep throughout, the slope must be gentle enough and the soil material must be thick enough over bedrock or a cemented pan to make land smoothing practical.

Information in this table is intended for land use planning, for evaluating land use alternatives, and for planning site investigations prior to design and construction. The information, however, has limitations. For example, estimates and other data generally apply only to that part of the soil between the surface and a depth of 5 to 7 feet. Because of the map scale, small areas of different soils may be included within the mapped areas of a specific soil.

The information is not site specific and does not eliminate the need for onsite investigation of the soils or for testing and analysis by personnel experienced in the design and construction of engineering works.

Government ordinances and regulations that restrict certain land uses or impose specific design criteria were not considered in preparing the information in this table. Local ordinances and regulations should be considered in planning, in site selection, and in design.

CHAPTER III *POPULATION*

The most convenient measure of an area's economic strength and growth is through an analysis of its population trends. A population study is the basis upon which all future developments should be based. Forecasts and estimates of future population provide the necessary dimensions which permit the planning process to allocate areas and facilities in proper proportion and size.

Planning for the needs of future utilities, housing areas, highways and major streets, and number and types of schools is based upon population forecasts.

While it is widely recognized that analysis of past population trends don't necessarily predict the future, they are a convenient measure of an area's economic strength. Forecasts and population estimates are the basis for future developments and provide the necessary parameters to determine the proper proportion of areas, services and facilities.

A significant factor in the growth of Shelby and the surrounding area, is the construction of the Correctional Corporation of America, a Tennessee based company, construction of a 552-bed prison in Shelby. At present the anticipated impact would be the creation of approximately 170 primary jobs.

SUMMARY

The most pertinent facts relating to the planning area population are summarized below:

1. The city had lost population from 4,017 in 1960 to 2,763 in 1990. The population in 2000 rebounded to 3,216 people.
2. As a percentage of Toole County's population the city of Shelby continues to increase from 30 percent in 1960, growing to 56.5 percent in 1980, and increasing to 61.0 percent in 2000.
3. Toole County's birth rate continues to decline. Since 1960 the under 5 age bracket has gone from 1,089 to 367 in 1990, dropping again in 2000 to 153.
4. The number of school age children (5-14) is greater than in 1960 - and has been on the rise since 1970.
5. The high school age (15-19) has continued to decline, from 538 in 1960 to 321 in 1990 to 231 in 2000.
6. The 25 to 34 age group bottomed out in 1970 at 574 people. This is the most volatile age group with this population increasing by 222 from 1970 to 1980, but declining by 119 from 1980 to 1990. This age group showed a dramatic decrease in 2000 declining from 677 to 403 people.
7. The 35 to 44 age group dipped to 540 people in 1980 and had increased to 776 in 1990. In 2000 there were 546 people in this age group.
8. The number of persons per household has continued to decline.
9. A large increase in population has come in the group of people 65 and over. This age range group has increased from 617 in 1960 to 837 in 2000. In 1990 this age group made up 15.9 percent of the population of Toole County, second only to the 35 to 44 age group (16.9 percent).

TABLE 1: PERSONS PER HOUSEHOLD

	1950	1960	1970	1980	1990	2000
MONTANA	3.22	3.25	2.82	2.70	2.53	2.45*
TOOLE COUNTY	3.27	3.50	2.70	2.60	2.64	2.47*
SHELBY	NA	3.31	2.63	2.50	2.39	2.34*

*Average household size

ANALYSIS

There are several striking trends that become apparent when analyzing the Toole County population statistics. The first and foremost is the "graying" of the area's people, a trend that mirrors much of the United States and the rest of Montana. As the "baby boomers" age this will result in an even more dramatic effect on the area's population. Factors that influence the increase in the 65 and older population growth can be attributed to many factors. "Seniors" are not only living longer, they are leading more fulfilling and rewarding lives. Many of this area's seniors have returned to the area, coming home after finishing careers in other areas of Montana or the United States. Others have retired from farming. Others have chosen to retire in this area, preferring the clean air and water to the congestion, smog and traffic. Many other people have simply lived their entire life in this area and never left.

Growth over this period has been slow but steady at an average rate of 3% per year, with the only population decline occurring for the state in the ten-year period between 1920 and 1930. Except for the 1950-1960 decade, when the rate of growth was 14 percent, population gains and resulting growth rate have been relatively small. Table 3, Population Change 1920-1990 and Table 4, Percent Population Change by Decade, 1920-1990, indicate population changes for the State, County and Shelby over the 70 year period, in terms of real numbers and percentages of increase or decrease.

Over the last 80 years, beginning in 1920, Toole County has grown by 1,573 residents. Even with Toole County's variations in population growth during this time, its share of the statewide population has remained remarkably constant, as shown in Table 4. During the 10 year period from 1980 to 1990, Toole County lost 513 people, this is in addition to a loss of 280 residents in the 1970-1990 period, but still much lower than the 2000 person decrease in population in the 1960 to 1970 time period. The county's population rebounded to 5,267 in 2000, due to the population increase in the city of Shelby.

Shelby, Toole County's major city, had a 1990 population of 2,763. This figure is 12% lower than the 1980 population of 3,142. As indicated in Table 3 the percentage change in population each decade had been considerably greater for Shelby than the changes occurring in the county as a whole. The present census figures (since 1960) show a drastic turn of events as the population change for Shelby closely parallels that of Toole County.

TABLE 2: POPULATION ESTIMATES

	TOOLE COUNTY		SHELBY	
YEAR	ESTIMATE	ACTUAL	ESTIMATE	ACTUAL
1950	NA	6,807	NA	3,058
1960	NA	7,904	NA	4,017
1970	NA	5,839	NA	3,111
1980	7,710	5,557	5,210	3,142
1990	8,230	5,046	5,920	2,763
2000	8,730	5,267	6,800	3,216
2010		5,324		3,376

POPULATION 2000

The population of the State of Montana has increased by approximately 350,000 persons (39%) over the past eighty (80) years to its present level of 902,165 persons in 2000.

TABLE 3: POPULATION CHANGE

YEAR	MONTANA	TOOLE COUNTY	SHELBY
1920	548,889	3,724	NA
1930	537,606	6,714	2,004
1940	559,456	6,769	2,538
1950	591,042	6,807	3,058
1960	647,767	7,904	4,017
1970	694,409	5,837	3,111
1980	786,690	5,559	3,142
1990	799,065	5,046	2,763
2000	902,195	5,267	3,216
2010	989,415	5,324	3,376

TABLE 4: PERCENT POPULATION CHANGE BY DECADE

YEAR	MONTANA	TOOLE COUNTY	SHELBY
1920 – 1930	- 2.1	80.3	NA
1930 – 1940	4.1	0.8	26.6
1940 – 1950	5.6	0.6	20.5
1950 – 1960	9.6	16.1	31.4
1960 – 1970	7.2	-26.1	-22.6
1970 – 1980	13.3	-4.8	1.0
1980 – 1990	1.6	-9.2	-12.1
1990 – 2000	12.9	4.4	19.6
2000 – 2010	9.7	1.1	1.6

This convergence of population growth rates between the city and the county reflect a greater concentration of county population in Shelby. As shown in Table 5, Shelby's share of the county's population has risen from 30 to 61 percent in the 60 year period since 1930. This follows both the State and national trend which indicate a greater urbanization of population. Although this trend is not quite as pronounced as in other areas of Montana where growth is occurring in counties around Montana's larger cities. Toole County's population is definitely becoming more concentrated in Shelby.

TABLE 5: SHARE OF PARENT AREA POPULATION

YEAR	TOOLE COUNTY % OF MONTANA	SHELBY % OF TOOLE COUNTY
1920	0.70	NA
1930	1.20	29.9
1940	1.20	37.5
1950	1.20	44.5
1960	1.20	50.8
1970	0.80	53.8
1980	0.70	56.5
1990	0.63	54.7
2000	0.58	62.7
2010		57.0

Shelby is the only "urban" area in Toole County according to the statistical classifications of the U.S. Census Bureau, which defines "urban" as incorporated areas with a population of 2,500 or more people. Toole County's other incorporated communities are considered "rural" by the Census. In 1950, 43.7% of Montana's total population was in the "urban" classification. By 1970 the urban population accounted for over 50% of the population of the State. The 1990 census shows Toole County's urban population at 55% of the total.

The population of the other incorporated communities in Toole County, Kevin and Sunburst, are shown in Table 6. Changes in population are also shown in this table. Both of these communities followed the same general pattern as Shelby, gaining slightly in population between 1950 and 1960, and then loosing population in the last three decades. Since 1970, the population in both Kevin and Sunburst has been below the 1950 level. Table 6 also points out the changes in relative importance of the incorporated and unincorporated population. The share of the county population living in the unincorporated areas of the county has decreased consistently since 1950. The rate of decrease between 1960 and 1970 in the unincorporated areas was slightly higher than the overall rate of decrease for Toole County and approximately the same as Shelby.

TABLE 6: POPULATION OF INCORPORATED PLACES 1950-2000

YEAR	1950	1960	1970	1980	1990	2000	Change 80 – 90	Change 1990 – 2000
Kevin	351	375	250	208	185	178	-11.1%	-3.78%
Sunburst	845	882	604	476	437	415	-8.0%	-5.03%
Shelby	3,058	4,017	3,111	3,142	2,763	3,304	-12.1%	19.6%

TABLE 7: TOTAL INCORPORATED AREA

YEAR	1950	1960	1970	1980	1990	2000	Change 80 – 90	Change 90 – 2000
Number	4,254	5,274	3,965	3,826	3,385	3,897	-11.5%	12.5%
Percent	61.9%	66.7%	67.9%	68.8%	67.0%	73.99%		

TABLE 8: TOTAL UNINCORPORATED AREA

YEAR	1950	1960	1970	1980	1990	2000	Change 1980 – 90	Change 1990 – 2000
Number	2,613	2,630	1,872	1,733	1,661	1,370	-4.2%	-17.5%
Percent	38.0%	33.2%	32.0%	31.1%	32.9%	27.6%		

TABLE 9: TOTAL COUNTY POPULATION

YEAR	1950	1960	1970	1980	1990	2000	% Change
	6,867	7,904	5,837	5,559	5,046	5,267	-23.3%

The rural, or non-urban population, is categorized as “farm” or “non-farm” by the Census Bureau. The “farm” component of rural population has been declining for a number of years throughout the U.S. as well as in Montana. This decline of farm population is a reflection of the mechanization of agriculture, the cost of labor, and the decrease in the number (but increased size) of farms.

The “non-farm” category includes people living in incorporated areas under 2,500 persons as well as those living in the country. The “non-farm” portion of rural population in Montana continues to increase. In contrast to Montana and the rest of the country as a whole, Toole County shows a decrease in its “non-farm” rural population from 2,363 in 1950 to 1,837 in 1990. The majority of this decrease can be accounted for by analyzing the decline in population in Kevin and Sunburst.

TABLE 10: COMPOSITION OF RURAL POPULATION

	TOOLE COUNTY			
YEAR	TOTAL RURAL	RURAL NON-FARM	% NON-FARM STATE	% ALL RURAL TOOLE CO
1950	3,809	2,363	59.2	62.1
1960	3,887	2,286	71.6	56.8
1970	2,728			
1980	2,417	1,329*	NA	54.9
1990	2,283	1,837	NA	80.5
2000	2,241	1,736	90.6	42.5
2010	2,287	1,354		

*1970 Definition

The previous analysis emphasizes the importance of Shelby as the primary population center for Toole County. The increasing loss of population in the rural areas of the county and the increasing importance of urban areas in Montana are displayed in Table 11. This table shows the change in population by Census Divisions of the county between 1960 and 2000. All divisions in the county registered decreases in the last 20 years. The greatest losses were registered by Kevin and Sunburst. In light of the open space and suburban nature of the Shelby area, the continued improvement of highway facilities, and the availability of utilities within the community, continued concentration of Toole County's population within Shelby can be expected.

POPULATION CHARACTERISTICS

With a few exceptions, birth rates across the country have declined since 1960. Additionally, in most agriculturally oriented areas (those similar to Toole County) there has been a general out migration of people in the child bearing, child raising age group.

TABLE 11: POPULATION OF COUNTY CENSUS DIVISIONS 1960-2000

	1960	1970 (% Change)	1980 (% Change)	1990 (% Change)	2000 (% Change)
Toole County	7,904	5,839 (-26.1)	5,559 (-4.8)	5,046 (-9.2)	5,267 (4.4)
Shelby Division	4,017	3,111 (-22.5)	3,142 (1.0)	2,763 (-12.0)	3,216 (16.4)
Shelby City	4,017	3,111 (-22.5)	3,142 (1.0)	2,763 (-12.0)	3,216 (19.6)
South Toole				3,524 (-3.6)	3,874
Sunburst Division	2,775	1,904 (-31.3)	1,627 (-14.5)	1,522 (-6.4)	1,393 (-8.5)
Kevin Town	395	250 (-3. 6)	208 (-16.8)	185 (-11.0)	178 (-3.8)
Sunburst Town	882	604 (-31.5)	476 (-21.1)	437 (-8.1)	415 (-5.0)

TABLE 12: DISTRIBUTION OF MAJOR AGE GROUPS (MONTANA)

AGE	1960	%	1970	%	1980	%	1990	%	2000	%
<5	83,102	12.3	57,054	8.2	64,455	8.1	59,257	7.4	54,869	6.1
5-9*									61,963	6.9
5-14	144,090	21.3	150,876	21.7	122,777	15.6	128,276	16.5		
10-14*									62,298	7.7
15-19	50,767	7.5	70,346	10.2	74,622	9.4	56,813	7.1	71,310	7.9
20-24	39,578	5.9	51,522	7.4	74,018	9.4	47,769	6.0	58,379	6.4
25-34	80,611	12.0	79,879	11.5	132,925	16.9	123,070	15.4	103,279	11.5
35-44	85,975	12.8	74,998	10.8	88,419	12.2	126,756	15.8	141,941	15.8
45-54	73,274	10.8	77,837	11.2	73,677	9.3	82,306	10.3	135,088	14.9
55-64	51,950	7.7	63,161	9.1	71,238	9.1	68,321	8.5	85,811	9.4
65+	65,420	9.7	68,736	9.9	84,559	10.7	106,497	13.3	120,949	13.4

The number of persons less than five years old in 1990 decreased substantially in the State as well as Toole County (Table 12). In fact, there was almost half the number of preschool children (those under five) in Toole County in 1990 than there was in 1980. Table 13, which shows the actual changes between 1960 and 1990, notes the number of preschoolers in Toole County declined by 622.

TABLE 13: DISTRIBUTION OF MAJOR AGE GROUPS (TOOLE COUNTY)

(For purposes of illustration, 1980 has been included in both halves of table)

AGE	YEAR 1960	%	% MT	YEAR 1970	%	% MT	YEAR 1980	%	% MT
<5	1,089	13.8	12.3	424	7.3	8.2	521	9.3	8.1
5-9*									
5-14	1,832	23.2	21.3	371	23.5	21.7	825	14.8	15.6
10-14*									
15-19	538	6.8	7.5	558	9.5	10.2	512	9.2	9.4
20-24	414	5.2	5.9	285	4.9	7.4	453	8.1	9.4
25-34	974	12.3	12.0	574	9.8	11.5	856	15.4	16.9
35-44	1,091	13.8	12.8	654	11.2	10.8	540	9.7	12.2
45-54	807	10.2	10.8	800	13.7	11.2	576	10.3	9.3
55-64	542	6.9	7.7	584	10.0	9.1	620	11.1	9.1
65+	617	7.8	9.7	589	10.1	9.9	656	11.8	10.7
65-74*									
75-84*									
85+*									

Age	YEAR 1980	%	% MT	YEAR 1990	%	% MT	YEAR 2000	%	% MT
<5	521	9.3	8.1	367	7.2	7.4	282	5.4	6.1
5-9*							364	6.9	6.9
5-14	825	14.8	15.6	878	17.4	16.5			
10-14*							420	8.0	7.7
15-19	512	9.2	9.4	321	6.3	7.1	397	7.5	7.9
20-24	453	8.1	9.4	191	3.8	6.0	241	4.6	6.5
25-34	856	15.4	16.9	737	14.6	15.4	593	11.3	11.4
35-44	540	9.7	12.2	754	14.9	15.8	891	16.9	15.7
45-54	576	10.3	9.3	528	10.4	10.3	774	14.7	15.0
55-64	620	11.1	9.1	451	8.9	13.3			
65+	656	11.8	10.7	819	16.2	13.3			
65-74*							411	7.8	6.9
75-84*							321	6.1	4.8
85+*							105	2.0	1.7

* Indicates age groups beginning in the 2000 census

Elementary school population (those between the ages of five and fourteen years) increased in both the State and Toole County from 1980 to 1990. Both the State of Montana and Toole County experienced a "bottoming out" of this age group in 1980 and a slight rebound in 1990. Toole County saw the population of this age group decline from 1832 in 1960 to 878 in 1990.

The population of high school age people, those 15 to 19 years of age, decreased significantly between 1980 and 1990 in both Toole County and the State of Montana. In the State as a whole, the 1980 to 1990 decline was compared to an increase in this group from 1960 to 1980. Toole County saw an increase of 20 persons in this age group from 1960 to 1970, but witnessed a significant decrease from 558 to 321 from 1970 to 1990.

In 1970, in the State, there was a substantial gain in the number of persons of college and young working age over the 1960 level. The 20 to 24 year old age group increased by 11,944 over the 1960 figures. In the same time period, Toole County lost 129 persons in this age bracket, representing a 31% decrease. In both the State and Toole County, significant decreases were noted in this age group from 1980 to 1990. The large decrease in 20-24 year olds can be accounted for by the increase in the number of persons in that age group leaving both the state and the county in search of employment opportunities.

In the 25 to 34 age category, the state as a whole showed a decrease of 9,855 persons for 1990. As shown in Table 9, this age group also declined in Toole County in the 1980 to 1990 period. These figures indicate that while employment opportunities may have declined within the state in the last ten years, employment opportunities for this age group have also decreased in Toole County.

In the 35 to 44 age group, the State as a whole showed an increase in this age group from 88,419 to 117,356, reversing an earlier trend of significant losses in population in this age category. In fact, with the exception of a slight decrease in the 55 to 64 age category, both Montana and Toole County's population showed a significant increase in the over 35 in age population. Especially in the over 65 age group from 84,559 in 1980 to 106,497 in 1990 statewide and from 656 in 1980 to 819 in 1990 in Toole County.

For the State and particularly for Toole County, there is a general outmigration of persons in the age groups from 20 to 34. This outmigration is partially explained by lack of employment opportunities. It is also explained in part by the fact that this age group represents a very mobile group of people and represents both college graduated and technically trained individuals who very often must move to pursue employment opportunities. The rather substantial increase in the over 55 age group includes a number of persons who have already retired from one career, such as military or other government service, and who find it economically feasible to live in the rural community on their retirement pensions and in many cases to establish small business enterprises which supplement their retirement checks. The increase in the 35-44 age category is partially the result of awareness to the pressures of living in more densely populated areas, big city crime and the desire of people to return to the more natural environment of smaller, less densely populated areas.

Toole County showed a significant percentage increase in the number of persons in the retirement age group (percentage of people who are under 15 years of age and 65 and over). We see that the 65 years old and older had an increase in absolute numbers as well. A comparison of dependency ratio for 1980 and 1990 shows 35.9 and 37.7, respectively. The ratio for Toole County in 1970 was 40.8. The dependency ratio is a measure of the percentage of persons capable of self-support has decreased in the last two decades.

The relative importance of the various age groups and shifts that have occurred are evident in Tables 8 and 9, which give the percentage distribution of the population as well as absolute numbers for both the State of Montana and Toole County. Graphs 1 and 2 give a graphic description of population in Toole County in 1980 and 1990 showing both age and sex distribution. The distribution for Toole County in 1980 is very similar to that of Montana. The most noticeable shift in the state and Toole County between 1980 and 1990 was because of a much smaller percentage of young adults, those 20 to 24 years of age.

Montana continues to "age" as the "boomers" reach middle age and with birth rates once again declining. In 1960 the median age 27.6, in 1970 it dropped to 27.1, but in 1980 it increased to 29 and then to 33.8 in 1990. It is to be expected that if the present decline in birth rates continues, the median age will continue to rise.

In 1970 the Toole County median age rose well above the state's median age for the first time in twenty years. This trend has continued through 2000 increasing to 39.1 years. The continued rise is due to both the large outmigration of young people from Toole County and also to the decline in preschool children.

TABLE 14: MEDIAN AGE

YEAR	1960	1970	1980	1990	2000
Montana	27.6	27.1	29.0	33.8	37.5
Toole County	25.9	30.0	29.9	35.4	39.1

In response to the decreasing birth rate and the outmigration of persons in the 20 to 34 year old age groups, the average number of persons per household in Toole County dropped from 2.69 in 1980 to 2.46 in 1990 and is much lower than the State average of 2.70.

TABLE 15: PERSONS PER HOUSEHOLD

YEAR	1950	1960	1970	1980	1990	2000
Montana	3.22	3.25	3.20	2.70	2.53	
Toole County	3.27	3.50	3.12	2.69	2.46	
Shelby	NA	3.31	2.98	2.62	2.39	2.34

The decrease in population for Toole County resulted in a lowering of the overall population density of the county. The number of persons per square mile in Toole County in 1990 was 2.6 persons, compared to 4.1 persons in 1960. Overall population density for Toole County has been lower than that for the State since 1950, with the State even showing a slight increase in 1990.

TABLE 16: POPULATION DENSITY-PERSONS PER SQUARE MILE

Year	Montana	Toole County
1950	4.1	3.5
1960	4.6	4.1
1970	4.8	3.0
1980	5.4	2.9
1990	5.5	2.6
2000	6.2	2.8

CONCLUSION

The population of Shelby and Toole County has stabilized since the 1990 census. Other factors may play an important part in though, most significant being Shelby's important location relative to the North American Free Trade Agreement (NAFTA).

CHAPTER IV *ECONOMIC ELEMENT*

Toole County is Montana's 34th most populous county and Shelby is the state's 24th largest city. The Port of Sweetgrass, 35 miles north of Shelby is the major entry on the Alaska-Canadian Highway. It's the busiest port between eastern Washington and Central North Dakota. As Homeland Security continues to be a focal point, Federal employment for monitoring the border will remain strong. Overall, government employment is one-third of the total employment countywide. Correction Corporation of America continues to operate the Crossroads Correctional Facility, a 552-bed private prison. Currently employment at the correctional facility numbers 165 people. Oil and gas extraction and other mining activities also provide strong employment with about 11% of the total private wages. A UPS business helps boost the transportation and warehousing employment to make it one of the top private industry sectors. Agriculture is also important to the area's economy. Toole County is eighth in Montana for the largest number of oilseed and grain farms. The grains, oilseeds, dry beans, and dry peas category is the number two agricultural industry in Montana in terms of sales and revenues, according to the 2002 Census of Agriculture. The median income for Toole County households in 2002 was $29,338, compared to Montana's median income of $34,105 for the same year.

PER CAPITA PERSONAL INCOME

In 2004 Toole had a per capita personal income (PCPI) of $28,100. This PCPI ranked 15th in the state and was 102 percent of the state average, $27,657, and 85 percent of the national average, $33,050. The 2004 PCPI reflected an increase of 12.3 percent from 2003. The 2003-2004 state change was 5.7 percent and the national change was 5.0 percent. In 1994 the PCPI of Toole was $18,373 and ranked 12th in the state. The 1994-2004 average annual growth rate of PCPI was 4.3 percent. The average annual growth rate for the state was 4.5 percent and for the nation was 4.1 percent.

TOTAL PERSONAL INCOME

In 2004 Toole County had a total personal (TPI) income of $144,516,000. This TPI ranked 33rd in the state and accounted for 0.6 percent of the state total. In 1994 the TPI of Toole was $97,265,000 and ranked 31st in the state. The 2004 TPI reflected an increase of 10.7 percent from 2003. The 2003-2004 state change was 6.7 percent and the national change was 6.0 percent. The 1994-2004 average annual growth rate of TPI was 4.0 percent. The average annual growth rate for the state was 5.2 percent and for the nation was 5.2 percent.

COMPONENTS OF TOTAL PERSONAL INCOME

Total personal income includes income received by the residents of Toole County. In 2004 net earnings accounted for 63.9 percent of TPI (compared with 61.7 in 1994); dividends, interest, and rent were 21.8 percent (compared with 21.5 in 1994); and personal current transfer receipts were 14.3 percent (compared with 16.7 in 1994). From 2003 to 2004 net earnings increased 14.9 percent; dividends, interest, and rent increased 3.6 percent; and personal current transfer receipts increased 4.5 percent. From 1994 to 2004 net earnings increased on average 4.4 percent each year; dividends, interest, and rent increased on average 4.1 percent; and personal current transfer receipts increased on average 2.4 percent.

EARNINGS BY PLACE OF WORK

Total Personal Income of persons employed in Toole County increased from $97,882,000 in 2003 to $111,492,000 in 2004, an increase of 13.9 percent. The 2003-2004 state change was 7.4 percent and the national change was 6.3 percent. The average annual growth rate from the 1994 estimate of $72,917,000 to the 2004 estimate was 4.3 percent. The average annual growth rate for the state was 5.3 percent and for the nation was 5.5 percent.

Table 1. Toole County Farms and Ranches

Toole County Farms and Ranches	
Total Farms and Ranches	**405**
Oilseed & Grain Farming	200
Vegetable & Melon Farming	0
Fruit & Tree Nut Farming	0
Greenhouse, Nursery & Floriculture Production	0
Sugar Beets, Hay & All Other Crops	110
Beef Cattle Ranching & Farming	56
Cattle Feedlots	3
Dairy Cattle & Milk Production	0
Hog & Pig Farming	1
Poultry & Egg Production	3
Sheep & Goat Farming	6
Animal Aquaculture & Other Animal Production	26

Source: USDA, National Agricultural Statistics Service, 2002 Census of Agriculture.

Following is a table that outlines the in and out migration of employees in Toole County.

Table .2 Place of Residence compared to Place of Work

2000 Toole County Commuters by Location			
County of Residence	*# Who Work in Toole County*	*County of Work*	*# Who Live in Toole County*
Broadwater County	2	Out of State	41
Cascade County	41	Cascade County	15
Flathead County	30	Fallon County	6
Glacier County	117	Fergus County	4
Hill County	2	Flathead County	3
Jefferson County	2	Glacier County	56
Liberty County	21	Hill County	2
Missoula County	6	Lewis & Clark County	4
Phillips County	2	Liberty County	26
Pondera County	111	Mineral County	5
Sheridan County	4	Missoula County	7
Silver Bow County	7	Phillips County	5
Sweet Grass County	3	Pondera County	35
Teton County	8	Teton County	10
Toole County	2,016	Toole County	2,016
		Yellowstone County	4

Source: 2000 U.S. Census Bureau Data.

The following table outlines the various major occupational categories by gender according to the 2000 Census.

Table 3. Major Occupational Categories

Summary of Major Occupational Categories By Gender
2000 Census-Equal Employment Opportunity Data
Employed Persons 16 Years and Older - Toole County

Occupation	Total	Male	Female
Total	2,280	1,202	1,078
Management, professional, and related occupations:	692	408	284
Management, business, and financial operations occupations:	393	292	101
Management, except farmers and farm managers	135	77	58
Farmers and farm managers	196	176	20
Business and financial operations occupations:	62	39	23
Professional and related occupations:	299	116	183
Education, training, and library occupations	145	32	113
Healthcare practitioners and technical occupations:	83	24	59
Service occupations:	554	208	346
Protective service occupations:	125	75	50
Food preparation and serving related occupations	168	61	107
Building and grounds cleaning and maintenance occupations	109	54	55
Personal care and service occupations	67	5	62
Sales and office occupations:	541	142	399
Sales and related occupations	179	90	89
Office and administrative support occupations	362	52	310
Farming, fishing, and forestry occupations	71	57	14
Construction, extraction, and maintenance occupations:	206	206	0
Construction and extraction occupations:	106	106	0
Installation, maintenance, and repair occupations	100	100	0
Production, transportation, and material moving occupations:	216	181	35
Production occupations	60	45	15
Motor vehicle operators	96	83	13
Material moving workers	45	41	4

Source: U.S. Census Bureau, Equal Employment Opportunity File, www.census.gov/eeo 2001.

The largest sector of employment in Shelby and Toole County is government employment with 657 people. Local government accounts for the largest number at 504 followed by Federal employment. Retail trade is also a significant employment sector in the local economy followed closely by transportation and warehousing and the accommodation and food services sector. Efforts are underway to increase the transportation and warehousing, wholesale trade and other value-added industries.

Table 4. Employment by Industry

Toole County Employment By Industry*
Annual Averages 2003

Industry	# of Establishments	Average Annual Employment	Annual Wages Paid
TOTAL ALL INDUSTRIES	266	2,014	$50,205,848
TOTAL PRIVATE	224	1,357	$31,913,266
MINING	25	114	$3,413,936
Oil & Gas Extraction	19	68	$1,966,377
Support Activities for Mining	6	46	$1,447,559
UTILITIES	3	31	$1,375,314
CONSTRUCTION	16	47	$1,288,559
Specialty Trade Contractors	10	25	$723,181
MANUFACTURING	6	28	$717,815
WHOLESALE TRADE	19	111	$3,113,567
RETAIL TRADE	26	204	$3,630,585
Motor Vehicle & Parts Dealers	4	18	$427,917
Building Material & Garden Supply Stores	4	26	$397,716
Food & Beverage Stores	4	45	$823,531
Gasoline Stations	4	39	$532,628
Miscellaneous Store Retailers	3	21	$241,005
TRANSPORTATION & WAREHOUSING	18	178	$5,492,804
Support Activities for Transportation	10	112	$3,045,078
INFORMATION	5	42	$981,151
FINANCE & INSURANCE	8	60	$1,739,080
Credit Intermediation & Related Activity	4	44	$1,335,555
Insurance Carriers & Related Activities	4	16	$403,525
REAL ESTATE & RENTAL & LEASING	6	9	$271,184
PROFESSIONAL & TECHNICAL SERVICES	17	39	$846,758
PRIVATE HEALTH CARE & SOCIAL ASSISTANCE	19	81	$2,055,569
Ambulatory Health Care Services	13	57	$1,649,369
ARTS, ENTERTAINMENT, & RECREATION	6	78	$1,910,368
ACCOMMODATION & FOOD SERVICES	28	163	$1,485,553
Accommodation	3	28	$249,763
Food Services & Drinking Places	25	135	$1,235,790
OTHER SERVICES	15	27	$338,007
Repair & Maintenance	5	6	$127,434
Membership Associations & Organizations	8	18	$139,322
TOTAL GOVERNMENT	42	657	$18,292,582
Local Government	17	504	$10,922,433
State Government	11	37	$1,327,066
Federal Government	14	116	$6,043,083

Source: Montana Department of Labor & Industry, Research & Analysis Bureau. (Totals may not add due to nondisclosure of confidential industry data or to rounding.) *This data is based on the Quarterly Census of Employment and Wages (QCEW) series which compiles data reported by all employers covered under Montana unemployment insurance.

CHAPTER V *LAND USE*

To determine how Shelby should expand in the future and what efforts must be made to insure desirable and adequate spatial allocations for future land use requires that a detailed determination of existing land use be made.

LAND USE SURVEY

A land use survey was conducted in the spring of 2004 by an on-site inspection of each parcel within the study area.

The results of the survey have been plotted graphically on a map showing the entire planning area and on a more detailed map of the incorporated city.

Land uses were grouped into the following categories:

Residential: Single Family
Multi Family
Mobile Homes

Commercial

Industrial

Public: Parks
Public Facilities

Institutional: Cultural
Religious
Prison

Streets

Railroad Land

2006 LAND USE

Table V – 1 is a tabulation of existing land use areas within the Shelby city limits.

LAND USE CLASSIFICATION	ACRES	%
Residential	181.00	8.34
Commercial	53.83	2.48
Industrial	39.5	1.82
Public		
Parks	373.44*	17.21
Public Facilities	1044.22	48.13
Institutional	124.30	5.73
Streets	342.91	15.81
Railroad Land	10.40	.48
TOTAL	**2169.60**	**100**

* Does not include Williamson Park

The analysis shows that Shelby differs significantly from the typical city. The most substantial variation occurs in the amount of developed land devoted to streets. This large street acreage is the result of numerous short blocks, unnecessarily wide streets, the annexation of numerous rights-of-way and many irregular intersections. The large street area increases maintenance costs and decreases the amount of taxable property.

The percentage of land used by commercial enterprises is greater than that in a typical city. This indicates that land is relatively inexpensive in Shelby and is not fully utilized. Since the commercially zoned land is not being fully utilized, required utilities and public services must be extended over a broader area. Future commercial expansion should consider more efficient use of present land before additional areas are developed.

Industrial use in Shelby is slightly less than typical. Shelby has an advantageous transportation location, which is presently being utilized in promoting new marketing activities. Land devoted to railroad use is lower than that for the typical city only because of an irregular city boundary, which reduces the amount of track within the corporate limits.

The amount of park and public land is far greater than that found in a typical city. This is especially true in regard to public and semi-private land use. Detailed analysis of public lands is conducted in the community facilities section of this report.

The percentage of land devoted to residential land use is less than that in a typical city. This higher than average density of housing is the result of small lots in the older areas of the city. If the present trend, established in the last ten to fifteen years, of larger lot sizes for new developments is continued, the amount of land in residences should begin to approach a more normal residential density.

Development has taken place in and around Shelby west and east of town along U.S. Highway 2.

Residential

From the north city limits to Gallatin St, new residential growth is taking place on large lots. No houses in this area are in need of major repairs.

The area lying south of Gallatin St and extending to the Burlington-Northern Santa Fe Railroad tracks is generally an area of older houses. There are 15 mobile homes in this area. Fifty percent of the residential structures in this area are substandard.

From 7th Avenue West to the city limits is an area of middle-aged residences. Nearly one-third of Shelby's population is housed in this area. About five percent of the housing in this area is considered substandard.

The area known as Shelby Heights, which is bounded on the east by 5th Avenue, on the north by 5th Street South, and on the south and west by the city limits, has scattered residential development on small blocks resulting in a large amount of land being devoted to streets. Twenty-two percent of the dwelling units in this area are mobile homes and over thirty percent of the dwelling units are substandard.

O'Haire Heights, in the southeast sector of the city, is an area of newer homes in good condition.

An area of moderately old homes on small lots lies to the northeast of O'Haire Heights. This area is presently serving as a buffer zone between the commercial area and O'Haire Heights.

Residential development outside the city limits consists mostly of a few scattered farmsteads, rural homes, and mobile homes

Commercial

Commercial development in Shelby is concentrated along the major traffic ways. The Central Business District extends along Main Street from 2nd Avenue to 3rd Avenue. This is the core shopping area, which serves a large area as a convenient retail shopping center.

Areas of commercial development outside the Central Business District have occurred north of the Central Business District along Oilfield Avenue, where the commercial development is primarily oriented to tourist and commercial establishments. There is also a mixture of commercial services and retail establishments oriented toward the adjacent residential area. These commercial uses are basically convenience rather than primary retail.

Another commercial area lies along Teton Avenue just north of the Burlington-Northern Santa Fe Railroad tracks. This commercial area formed around the railroad when rail service was a major form of personal transportation. The decline in these establishments has been caused by a decline in rail service. There is a high rate of vacancy and structural deterioration in this area.

Strip development of highway-oriented commercial extends west of the city along U.S. Highway 2.

Industrial

Shelby has a relatively small amount of land in industrial use. This is reflected by the economy of the city, showing a lack of manufacturing and secondary industries. Industrial uses are generally located along the Burlington-Northern Santa Fe Railroad tracks east of the city.

Parks

Parkland in the city accounts for 17.21 percent of the developed land. The high percentage includes the fair grounds, which are maintained by Toole County.

Public Lands

The amount of land within the jurisdictional area under public ownership is 48.13 percent. The large percentage of public land includes the city's sewage lagoons and the city shop and landfill.

Streets & Alleys

Shelby's basic gridiron layout of small blocks in the south residential area and the canted street layout in the Central Business District, the aggressive annexation of rights-of-way, and the area north of the tracks has resulted in a larger than normal percentage of land being used for streets and alleys.

LAND USE ANALYSIS

The following observations can be made from the Land Use Inventory:

1. Residential development is presently concentrated in the northwest areas of the city.
2. Multi-Family uses are generally located on the fringes of the Central Business District and within two blocks east and west along Oilfield Avenue
3. Mobile homes are concentrated in the east and southwest areas of the city.
4. Commercial land uses are developed in strips along Main Street, Teton Avenue, Oilfield Avenue and U.S. Highway 2 west of the city. The major concentrations are as follows:
   a. Central Business District-on Main Street between Third Avenue and Second Avenue.
   b. Service Businesses-located in linear strips along Oilfield Avenue and U.S. Highway 2 west of the city.
   c. Along Teton Avenue north of the Burlington-Northern Santa Fe Railroad tracks.

   Other commercial uses are scattered within the jurisdictional area.
5. Industrial land use generally follows the Burlington-Northern Santa Fe Railroad tracks with the major concentration located between the tracks southeast of the Central Business District.

LAND USE FORECASTS

By combining the population and economic forecasts with the existing land use inventory, future land use consumption can be estimated.

Residential

The overall residential density of Shelby is generally at a desirable density. However, the small lot sizes in the older residential areas result in some crowding of single-family dwelling units. Further residential growth will be regulated by zoning and subdivision regulations, causing a decrease in such crowded conditions.

Areas of future residential expansion potential are as follows:

1. The area along the northeastern city limits, where there is over 25-acres of vacant land with existing available utility hookups.
2. The area surrounding the high school where new growth is presently taking place.
3. The area south in the sparsely developed areas to the south and west.

These three areas encompass 135.2 acres of vacant residential land.

Industrial

A sound industrial base should be developed to stabilize the local economic and physical growth.

The area along the Burlington-Northern Santa Fe Railroad that presently contains the majority of the existing industrial use has sufficient area to continue industrial expansion.

Parks, Public & Semi-Public Land Use

These uses are covered in detail in the community facilities section of this report.

Commercial

The present downtown area is a homogeneous line of commercial establishments. Shelby should strive to contain primary commercial growth within the present Central Business District by adding depth to the commercial development along Main Street. A separate Central Business District revitalization plan should be developed addressing the potential uses of the vacant Main Street buildings.

CHAPTER VI *UTILITIES*

EXISTING WATER SYSTEM

The City of Shelby water system is supplied from twelve wells, ten of which are supplied by pumps and are located in a shallow aquifer in the Williamson Park along the northern bank of the Marias River 5.1 miles south of the City. The production capacity of these pumps range from 90 gallons per minute (gpm) to 320 gpm and vary in depth from 30 to 50 feet. The twelve wells that are in use have a total maximum flow of 1,500 gallons per minute against a total dynamic head of 450 feet. This total head is a combination of the friction loss in the supply lines and the difference in elevation between the wells, the 500,000 gallon water tank located west of the city, the 1.5 million gallon water tank in the northwest part of the city and the 50,000 gallon tank at the airport and the one million-gallon reservoir located in the southwest part of the City.

The level of the water in the reservoirs is monitored and signals are transmitted from the reservoirs into the wells. The wells are thereby operated automatically to maintain the water within the reservoir at predetermined levels. These reservoirs are connected to the distribution system by 8 and 10-inch diameter feeder mains. The reservoir maintains pressure with a low level pressure district between 30 and 70 pounds per square inch (psi).

There is a 1.5 million-gallon reservoir located northeast of town, which is connected to the distribution system with a 14-inch diameter feeder main. There is also a 100,000 gallon elevated tank located north of the City which is connected to the low level pressure district by approximately 2,600 feet of six inch diameter feeder main. These three tanks are ideally located to provide flows into the distribution system from three different directions. The overflow of all three tanks is at the same elevation and is interconnected through the distribution piping.

The area in the southern portion of the City, with an elevation above 3,400 feet, has a separate high level pressure district that is served by a booster station which has two pumps. One is a 300 gpm constant speed pump which maintains the pressure by operating continuously and the other is an 800 gpm pump. This high level district has approximately 24 blocks with an estimated population of about 575. The maximum hour consumption has been estimated to be about 2 ½ times the maximum day rate of 630 gpm for that number of homes. Therefore, the operation of the booster pump is required during limited periods in the summer months when there have been high demands placed on the system. The reliability of the water supply and fire protection in this area is solely dependent upon the booster station being in operation. To place this system on a par with the balance of the City will require the construction of an elevated storage tank. For the storage to be adequate to meet the residential fire demands and the potential consumption of this area requires storage capacity of at least 250,000. An elevated storage tank in this area would also allow the extension of water into Shelby Heights and provide a method to loop the City's water to the west of Interstate 15. The City recently extended its water main to include the area west of Interstate 15.

The existing water distribution system has cast iron, asbestos cement, and PVC pipe. In the 1970's, 1980's and 1990's a water main replacement program effectively updated the piping in most of the distribution system.

Engineering evaluations of the Shelby water system indicate that a projected maximum daily water usage for the year 2000 would be 2.73 MGD. With 2.6 million gallons of total storage available, the City's distribution system is capable of providing a flow of 2.73 MGD for 23 hours. At the current rate of growth, it is anticipated this capacity is sufficient until the year 2000.

Records kept by the City of Shelby indicate that in 1990 there were 1,134 residential and 218 commercial customers. On June 30, 1992, there were 1,063 residential and 181 commercial customers. The number of people per household according to the 1990 census was 2.44. This is in comparison to June 30, 1971 when there were 946 residential and 266 commercial customers, with a household size of 3.29 and a 1961 figure of 809 residential and 292 commercial customers with a household size of 4.9.

LAND FILL

The existing land fill site encompasses approximately 70 acres and is owned by the City of Shelby. The site is located one mile northeast of the city adjacent to the Shelby City Shop complex.

The site is open between the hours of 7:30 a.m. to 3:00 p.m. Monday through Friday. The daily operation and maintenance of the site is handled by a city employed attendant. The City of Shelby provides a Caterpillar 953 track loader for maintaining the site. The site is fenced with a locked gate at the road and employs a gate attendant who monitors dumping.

EXISTING WASTEWATER TREATMENT & COLLECTION SYSTEM ANALYSIS

The existing wastewater treatment system is a facultative waste stabilization pond consisting of three cells with surface areas of approximately 13 acres, 18 acres, and 15 acres. The system was upgraded with new piping, transfer structures, discharge structure, and erosion control measures in 1984. Raw wastewater can be discharged to either Cell 1 or 2. Treated water from Cell 1 can also be by-passed around Cell 1 directly to Cell 3 when desired.

The existing system is currently operated as a controlled discharge facility. Water is only discharged when effluent quality is satisfactory. The pond levels are typically drawn down as far as possible in November. All discharge is then stopped, and the water is stored until the effluent quality is again satisfactory - usually in April or early May. The ponds are then drawn down as far as possible. Discharge is stopped and the flow is again stored until the late summer or fall. The facility operates very well within the requirements of the discharge permit.

To extend the life of the system, lagoon cell #1 is in need of dredging.

Design Loads

Existing influent flows are not metered. Instantaneous effluent flow rates are recorded but total effluent flow is not. As such there is no way to know the actual existing daily flow being discharged to the lagoon. Influent flow measurements that were taken in 1980 as part of the Wastewater Facility Plan dated January 1983 indicated average daily flows of about 330,000 gpm. The 1983 Facility Plan estimated flow contributions of 92 gpd/capita during dry weather and 111 gpd/capita during wet weather.

The projected population in Shelby in the year 2016 is estimated at 4,567. Based on per capita flow rates in the 1983 Facility Plan, the projected year 2016 daily domestic dry weather flow from the Shelby is projected to be 420,164 gpd while the wet weather flow is projected to be 506,937 gpd.

The total projected flow in the year 2016 is projected to be 436,414 gpd during dry weather, and 523,187 gpd during wet weather.

Industrial Flow. Flows from commercial establishments such as motels and restaurants are merged with the domestic flow projections and are not considered industrial.

Total Design Flow. The total dry weather design flow in the year 2016 is projected to be 1,236,414 gpd while the wet weather flow is projected to be 1,323,187 gpd.

BOD and TSS Loads

Domestic Loads. Shelby does not currently monitor the influent BOD or TSS concentration. The 1983 Facility Plan estimated a BOD load of 0. 17 pounds per capita per day (ppcd). Current Water Quality Division standards (WQB 2) require design be based on at least 0.20 ppcd of BOD and 0.22 ppcd of TSS unless information is provided to justify a different value. These minimum values are utilized herein since alternative justification is not available.

Based on the required estimated per capita contributions, the total domestic BOD design load is 945 ppd and the TSS load is 1040 ppd.

Industrial Load. No allowance is made for industrial discharge.

Total Design Loads. In the year 2016 the total design BOD load is projected to be 945 ppd and total design TSS load is projected to be 1040 ppd.

Recommendation

A review was accomplished to serve the area between Highway 2 and Front Street and between the sewage lagoon and the railroad track tying the BNSF East-West railroad with BNSF South railroad. This review included placing an interceptor sewer from Plum Street by NETA Industrial area to the connection with the proposed new industrial site.

Only an interceptor sewer was considered for the area between Highway 2 and Front Street.

Shelby Heights - New Development Area Collection System

Analysis was based on constructing a new collection system in the alleys of the undeveloped area in Shelby Heights. The design would be based on 8 and 10 inch PVC sanitary sewer pipe with manholes and service pipe stubouts. Modification of the Lift Station at Plum Street and 1st Street Southeast would be required.

EXISTING STORM DRAIN SYSTEM

The Storm Drainage Analysis was accomplished in the first part on the extension of the storm drain system on the Northerly side of U.S. Highway 2 and the BNSF Railroad. The major purpose would be to provide drainage along Highway and the low areas on both sides of the BNSF Railroad.

The second part of the Storm Drain Analysis was accomplished on providing storm water drainage for the existing development in Shelby Heights and the planned development area. This analysis is associated with the existing street improvements and the new street construction.

The affected part of the storm drain analysis was accomplished by providing storm drainage for North Shelby including providing west of the viaduct.

The fourth part of the storm drainage system includes providing storm drainage for south Shelby, including storm surge areas south of Main Street in the Johnson Park area.

CHAPTER VII *COMMUNITY FACILITIES*

For the purpose of this section, community facilities include those public and private facilities normally provided to satisfy the needs of people in a community. These facilities can be grouped into four categories:

1) Cultural
2) Governmental
3) Recreational
4) Educational

To provide Shelby with the types of public facilities that citizens of the community and surrounding area enjoy requires a commitment from public officials and large expenditures of public funds. The community has benefited from a commitment from past city administrations that understood the necessity of providing the funding required to provide the excellent public facilities that Shelby citizens enjoy.

CULTURAL FACILITIES

Shelby Civic Center

Built in 1949, in the northeast section of the City to house a Marine Corps unit, the building had served as the local National Guard Headquarters before the Montana National Guard gave the facility to the City of Shelby. The complex is used extensively by the public providing racquetball courts, weight rooms, basketball court, and is used for numerous aerobics and other recreational activities.

Churches

The City of Shelby and the surrounding area are served by six churches of various denominations. Churches are conveniently located throughout the community.

Library

A community's public library contributes greatly to the health and public pride of a community. The library disseminates information, provides community education and encourages the development of an informed citizenry, as well as providing entertainment. In Shelby, a dedicated library staff of three, guided by a librarian and Board of Directors, provide this valuable public facility. Toole County's library includes over 18,000 physical items and this number is constantly being added to and expanded as funds become available.

Museum

The colorful origins of Shelby and Toole County are a source of pride and interest for all the area's residents and visitors. The Marias Museum of History and Art fulfill these needs and contribute to the community by properly displaying artifacts and memorabilia and attracting both students and tourists. The museum was incorporated by the Shelby History Group in 1963 and became a county museum in 1971. In 1977, the acquisition of the Fulton Home located on the corner of 12th Avenue and 1st Street North enabled the museum to move, in 1979, from the Shelby Library, thus freeing up valuable space in that facility. The museum's room displays include a parlor, schoolroom, bedroom and doctor/dentist office. Other exhibits include Native American artifacts, dinosaur bones and fossils, clothing, and railroad and oil industry related items. The museum also includes a large collection of items from the 1923 Jack Dempsey-Tom Gibbons prizefight, including a model of the 40,000-person octagon arena.

GOVERNMENTAL FACILITIES

City Hall

The Shelby City Hall, a brick building located at 112 First Street South was remodeled in 1998. This remodeling revitalized an abandoned building that previously housed the old Toole County Hospital. The building houses the City Hall Office (Finance Officer, Mayor, and staff), Council Chambers, Community Development/Planning office, Port Authority (NETA) office and some storage.

Fire Station

The Shelby Volunteer Fire Department is located between Main Street and First Street South next to the Historic City Hall on Montana Avenue. The building was constructed in 1988 and currently houses three engines and two trucks. The fire alarm system is a central siren electrically operated from the sheriff's office. The City currently has a Class 5 ISO rating. The department's inventory includes a 1990 GMC Top Kick with a pumping capacity of 1000 Gallons Per Minute (GPM) and a tank capacity of 1000 gallons. It carries 600 feet of three-inch hose, 350 feet of 1 ½-inch hose, 300 feet of 1 ¾-inch hose and 250 feet of one-inch hose. Also housed there is a 1986 Superior with a pumping capacity of 1500 GPM and a tank capacity of 1000 gallons, a 1978 Ford F700 with a pumping capacity of 750 GPM and a 750 gallon tank and two GMC K350 trucks one with a 200 gallon tank and the other with a 500 gallon tank. The Department is comprised of 28 volunteers under the direction of a chief, assistant chief and fire marshal.

Presently no aerial fire equipment is available to reach buildings exceeding two stories in height or to provide elevated stream capacity required for industrial fire protection. Therefore, a 65-foot elevating platform fire truck is recommended which will provide these capabilities.

Toole County Public Safety Facility

Toole County operates a consolidated law enforcement program with the City of Shelby. The Toole County Safety Facility was constructed in 1977. The office of the Sheriff is located in this building. All emergencies, fire, police and ambulance, are dispatched from one central location. The facility has seven jail cells and one holding cell and a classroom. The facility also has its own electrical generation in case of power failure.

RECREATIONAL

Shelby Senior Citizen Center

The Shelby Senior Citizen Center is located at 739 Benton Avenue. The Center provides many services and activities to the senior population of the City, County and surrounding area. The center serves meals Monday through Friday, has a meals on wheels program, provides transportation service five days a week, has a health maintenance program, home-maker service and energy assistance. Activities include exercise classes, cards, bingo, potlucks, and dances.

Parks

Recreation area use is affected by population, leisure time, income, and ease of travel. This factor means that more people, with more money, more time and better transportation mean greater demands for recreational use areas. By establishing objectives and inventorying and evaluating present the current Growth Policy was evolved to meet this increasing demand.

One objective of a park system is preservation or development of natural resources for the benefit of the community. Another is a to provide adequate recreational facilities for the population. These two objectives can best be obtained by formulating policies to provide the best park system for the City.

The following park descriptions establish standards for Shelby parks:

> The playground is a small park, or a part of a neighborhood park, which is specifically for preschool and elementary school age children and has play equipment for just these ages, with the associated open space for other uses. A toddler area is sometimes included with benches for parents and is usually separate from the other areas.
>
> The neighborhood park is larger and serves the neighborhood and offers physical recreation for all ages. Facilities commonly include ball diamonds, paved court areas and other multiple use areas, open play areas, with rest rooms and drinking fountains. Playfields are often combined with neighborhood parks or community parks. These provide for outdoor basketball, tennis, football and baseball and softball diamonds.

Community parks often include barbecue areas, shelters for picnics, wading and swimming pools, picnic areas, flower gardens, concessions, drinking fountains, rest rooms, band shells, and ice skating rinks.

A district park is built around a natural or man-made resource and serves the entire urban area.

Table1. Planning Design Standards for Recreational Areas

Type of Area	Acres Per 1,000 Population	Site Size Ideal	in Acres Min	Radius of Area Served
Playgrounds	1.5	4	2	.05 miles
Neighborhood Parks	2.0	10	5	0.5 miles
Playfields	1.5	15	10	1.5 miles
Community Parks	3.5	100	40	2.0 miles
District Parks	2.0	200	100	3.0 miles

The above figures reflect a much more urbanized setting and use 10.5 acres per 1,000 population as a standard. A criteria of 12 acres per 1,000 population has been deemed more applicable to a less urbanized, rural oriented community. Shelby now has six developed parks with a total of 350.79 acres. Applying 12 acres per 1,000 population to the present population of 3,216, the present need is for 38.59 acres. Thus Shelby is fortunate in having adequate parks and parkland to serve its needs far into the future.

In addition, in November of 2001, the citizens of Shelby passed a mill levy to provide the city with approximately $40,000 in recreation funds each year. This money will be used to provide needed playground equipment and other recreational facilities for the foreseeable future.

District parks in the area include the Marias Valley Fair Grounds, Williamson Park and the Lake Shel-oole Recreational Area. The Lake Shel-oole Recreational Area encompasses 330 acres of land with 50 acres developed for boating, swimming, picnic areas, ball diamonds, camping and fishing. The Marias Valley Fairgrounds acts as a district recreation area that each year draws crowds from the surrounding area and southern Canada. Williamson Park, located approximately 8 miles south of Shelby serves as an over-night camping area and a picnic area.

TABLE 2. Recommended Park Development

Name	Area Acres	Proposed Use	Existing Use
Aronow	4.59	Continue as is	Neighborhood Park & Playground
Andy Anderson	.22	Continue as is	Neighborhood Park
City Hall	.86	Continue as is	Neighborhood Park
Cleveland	5.22	Neighborhood Park & Playground	Vacant
Johnson (pool)	8.80	Continue as is	Community Park
Johnson	15.38	Continue as is	Community Park
Lincoln	1.67	Continue as is	Community Park & Playground
Roosevelt	5.78	Neighborhood Park & Playground	Vacant
Roadrunner	.92	Neighborhood Park & Playground	Vacant
Lake Shel-oole	330	Continue as is	Community Park
Williamson Park	8.20	Continue as is	Community Park

Medical

Shelby is fortunate to have the newest, most modern health care facility on the hi-line. Constructed in 1981, the hospital has 20 acute care beds and a 43-bed nursing home. Amenities include private phones, cable television, and private bathrooms in each patient room. Two beds are devoted to intensive and coronary care. The facility offers all basic hospital heath care, laboratory, X-ray, respiratory therapy, physical therapy, general and special nursing care, labor, delivery and nursery care, intensive care unit, and both in-patient and out-patient services. The hospital provides the latest in high tech equipment such as ultrasound, computerized EEG and EKG, arterial blood gas analyzer and the latest in coronary care equipment. The Marias Medical Center is also one of the area's largest employers with over 100 employees.

EDUCATIONAL FACILITIES

Schools

The basic purpose of the school inventory is to determine how much impact and enrollment growth Shelby schools can absorb before expansion becomes necessary. Communities are outgrowing their schools by both enrollment increases and curriculum changes. The addition of such items as special education and computer sciences has greatly altered the size and type of class space required, which can result in a school to be "outgrown" even though actual enrollment has not increased. The rising cost of building and finishing schools is encouraging their use for activities, such as adult education and summer recreation and other summer education programs, outside normal school hours. Interactive television and other products of the "information superhighway" will continue to place demands on school facilities for alternative uses. New sites, when selected must account for changes is social lifestyles and must be chosen and sized to allow for parking, future expansion and located to accommodate future residential growth. The following table shows school enrollment from 1985 to 2006.

Table 3. Enrollment

Year	K-5	6-8	9-12	Total
2006	254	98	186	538
2005	297	105	189	591
2004	305	93	181	579
2003	331	101	200	632
2002	302	150	197	649
2001	293	169	224	686
2000	320	168	233	721
1999	299	168	237	704
1998	319	161	233	713
1997	323	198	214	735
1996	320	206	220	746
1995	326	203	239	768
1994	335	204	241	780
1993	363	175	238	776
1992	353	167	221	741
1991	351	174	196	721
1990	342	176	191	709
1989	360	163	189	712
1988	403	156	168	727
1987	361	144	194	699
1986	325	139	190	654
1985	324	143	212	679

In November 2001 the citizens of Shelby passed a school bond issue to replace the aging elementary schools with one elementary school that is located adjacent to the existing high school.

CHAPTER VIII *HOUSING*

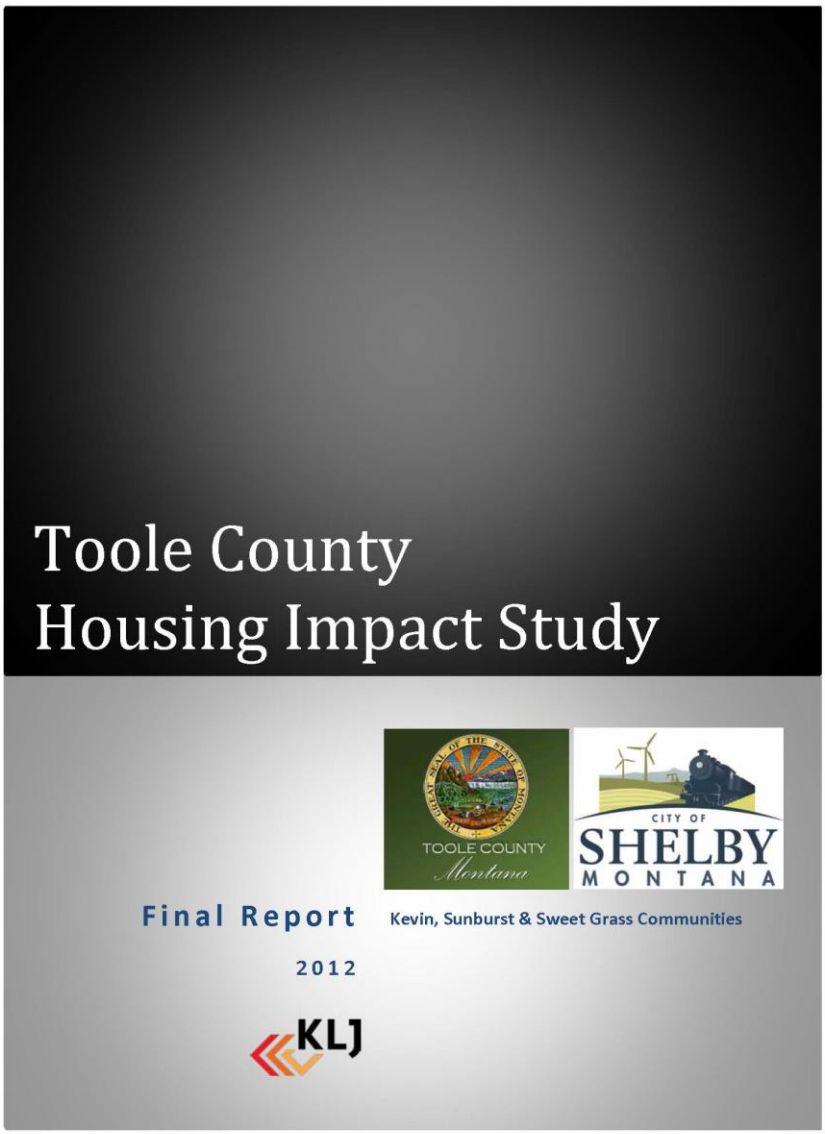


Table of Contents

Tables

Figures

Introduction

Toole County and the City of Shelby contracted with KLJ to complete a housing impact study for northern Toole County and the communities of Kevin, Shelby, Sunburst and Sweet Grass. The region is experiencing energy sector growth and is growth is expected to occur with the construction and future operation of the Port of Northern Montana transloading facility. Energy extraction businesses and related services are also moving into the area to explore and potentially begin full-time operations to extract energy resources in the Montana Thrust Belt shale play and nearby Niobrara/Colorado Group shale play, which extends into Canada.

KLJ conducted a review of housing stock, land use and infrastructure (Shelby only) to determine the existing condition of housing. KLJ collected GIS data from the State of Montana GIS database to create land use and housing maps for all four communities. A recently released housing study from the Department of Commerce was also referenced to determine the extent of future housing needs. In addition, KLJ conducted interviews with businesses, public organizations and other groups located in Toole County to determine future employment, housing needs and issues facing existing residents. A summary of the information collected from interviews is located in Appendix A.

Existing Housing Conditions

In 2010, Toole County had 2,336 housing units according to the US Census as shown in Table 1. The number does not account for new homes built after April 2010 when the census occurred. Approximately 60 percent of all housing units in the County are located within Shelby, while Sunburst has 8 percent, Kevin has 4 percent and Sweet Grass has 2 percent of total units. Nearly 72 percent of all housing units are located within these four communities.

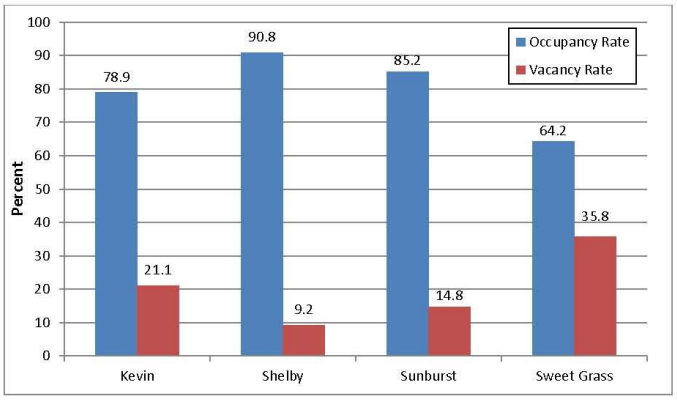
TABLE 1: HOUSING UNIT OCCUPANCY

	Toole County		Kevin		Shelby		Sunburst		Sweet Grass	
OCCUPANCY STATUS	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Units	2,336	100.0	90	100.0	1,371	100.0	176	100.0	53	100.0
Occupied Units	2,015	86.3	71	78.9	1,245	90.8	150	85.2	34	64.2
Vacant Units	321	13.7	19	21.1	126	9.2	26	14.8	19	35.8

Source: US Census, American Community Survey

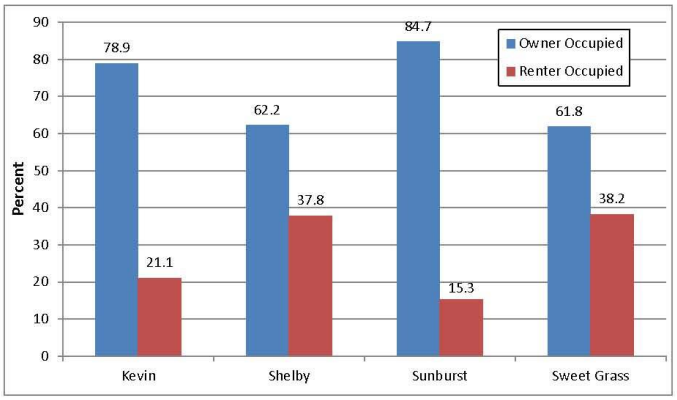
Figure 1 shows the occupancy and vacancy rates for the County and the other four communities studied. Figure 2 shows the comparison of owner and renter occupied units, while Figure 3 shows the vacancy status. Sweet Grass has the highest percentage of vacant units (36 percent). Shelby has the lowest vacancy rate (9.2 percent) and contains nearly 40 percent of all vacant units. Therefore, Shelby has the largest capacity of vacant units (in terms of units and total percentage) to accommodate potential new residents. However, Kevin, Sunburst and Sweet Grass all have the ability to attract and compete with Shelby for new residents based on life-style and housing choices.

FIGURE 1: OCCUPANCY AND VACANCY RATES, 2010



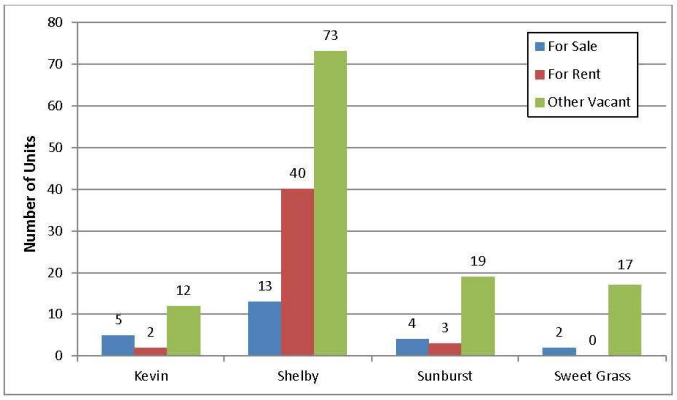
Source: US Census, American Community Survey

FIGURE 2: OCCUPIED STATUS, 2010



Source: US Census, American Community Survey

FIGURE 3: VACANCY STATUS, 2010



Source: US Census, American Community Survey

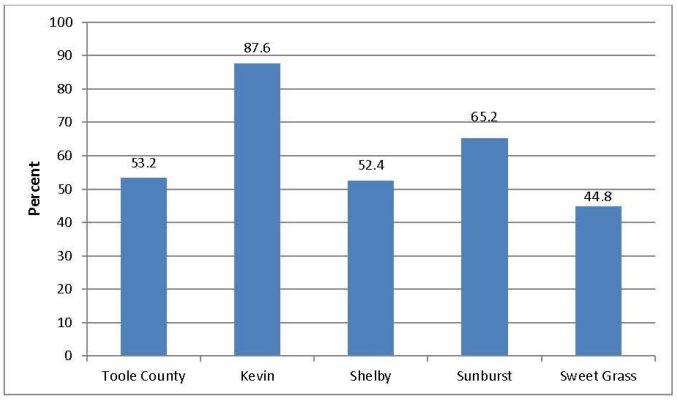
Table 2 shows the number of units built and the year built, which indicates the age, type and condition of existing housing structures. Over 98 percent all units in Toole County were built prior to year 2000 and over 50 percent was built prior to 1960 indicating that a majority of the housing units may need to be renovated to attract and/or accommodate new residents. Figure 4 shows the percentage of homes built prior to 1960 (100 years is the general time period for how long sturdy items – cabinets, pavement, cast iron pipes, etc. - tend to last before they need to be replaced, according to a 2007 National Association of Home Builders publication).

TABLE 2: STRUCTURES BUILT BY YEAR

	Toole County		Kevin		Shelby		Sunburst		Sweet Grass	
YEAR BUILT	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Units	2,276	100	89	100	1,323	100	175	100	29	100
Built 2005 or later	1	0.0	0	0.0	0	0.0	1	0.6	0	0.0
Built 2000 to 2004	39	1.7	0	0.0	16	1.2	19	10.9	0	0.0
Built 1990 to 1999	176	7.7	5	5.6	78	5.9	12	6.9	4	13.8
Built 1980 to 1989	311	13.7	0	0.0	185	14.0	4	2.3	2	6.9
Built 1970 to 1979	411	18.1	6	6.7	260	19.7	25	14.3	10	34.5
Built 1960 to 1969	127	5.6	0	0.0	91	6.9	0	0.0	0	0.0
Built 1950 to 1959	377	16.6	22	24.7	185	14.0	47	26.9	2	6.9
Built 1940 to 1949	308	13.5	21	23.6	213	16.1	29	16.6	0	0.0
Built 1939 or earlier	526	23.1	35	39.3	295	22.3	38	21.7	11	37.9

Source: US Census, American Community Survey

FIGURE 4: PERCENT OF HOUSING UNITS BUILT PRIOR TO 1960



Source: US Census, American Community Survey

Housing Affordability

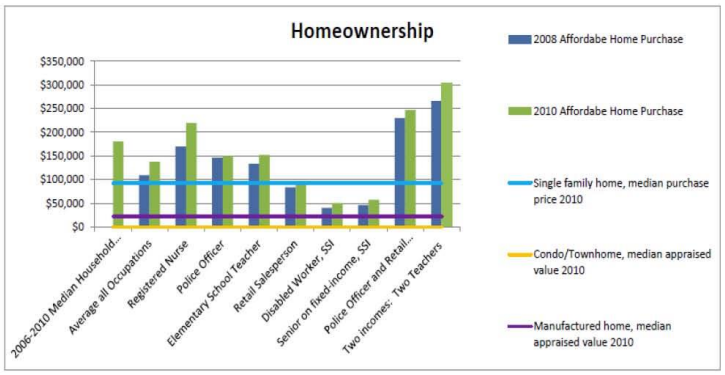
According to a 2012 housing study conducted by the Montana Department of Commerce, housing affordability was an issue for three identified employee groups: retail salesperson, disabled worker on social security income (SSI) and senior on fixed income with SSI. These three groups were not able to afford a median priced, single family home; yet they were able to afford a median priced, appraised manufactured home. Figure 5 shows the homeownership affordability gap for employee groups. The same three population groups were also unable to afford a two-bedroom rental, although a retail salesperson was able to afford a one-bedroom rental. Figure 6 shows the rental affordability.

It is important to note that these three groups (service/low-wage jobs, disabled workers and seniors) usually tend to be at the greatest risk for being able to pay for affordable housing. Affordable housing is generally considered to be a mortgage or gross rental (with essential utilities) of less than 30 percent of median household income.

Table 3 shows the number and percent of housing cost increases from 2008 to 2010. Single family median home costs jumped 45 percent over two years indicating a strong demand for single family housing. However, it also indicates that home prices may become unaffordable for more people other than retail workers, disabled and senior populations.

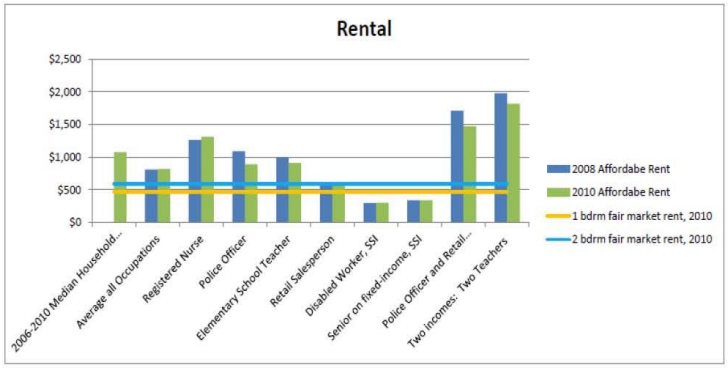
Table 4 shows the affordable income for housing types as described in Figure 5 and Figure 6.

FIGURE 5: HOMEOWNERSHIP AFFORDABILITY, TOOLE COUNTY



Source: Montana Department of Commerce

FIGURE 6: RENTAL AFFORDABILITY, TOOLE COUNTY



Source: Montana Department of Commerce

TABLE 3: MEDIAN HOUSING COSTS, TOOLE COUNTY

	2008	2010	Percent Change
Single Family Median Home Cost	$ 63,250	$ 92,000	45.5
Condos and Townhomes Median Appraised Value	$ 0	$ 0	--
Manufactured Home Median Appraised Value	$ 20,205	$ 21,920	8.5
1 Bedroom Fair Market Rent	$ 439	$ 464	5.7
2 Bedroom Fair Market Rent	$ 557	$ 588	5.6

Source: Montana Department of Commerce

TABLE 4: AFFORDABLE HOUSING PER OCCUPATION, TOOLE COUNTY

	Affordable Share of Income for Housing, Various Occupations					
	2008			2010		
Select Occupations	Annual Income	Affordable Home Cost	Affordable Monthly Rent	Annual Income	Affordable Home Cost	Affordable Monthly Rent
2006-2010 Median Household Income	Not available			$ 42,949	$ 180,215	$ 1,074
Average all Occupations	$ 32,437	$ 109,107	$ 811	$ 32,745	$ 137,399	$ 819
Registered Nurse	$ 50,379	$ 169,458	$ 1,259	$ 52,363	$ 219,716	$ 1,309
Police Officer	$ 43,538	$ 146,447	$ 1,088	$ 35,676	$ 149,697	$ 892
Elementary School Teacher	$ 39,528	$ 132,959	$ 988	$ 36,321	$ 152,404	$ 908
Retail Salesperson	$ 24,777	$ 83,341	$ 619	$ 23,152	$ 97,146	$ 579
Disabled Worker, SSI	$ 11,886	$ 39,980	$ 297	$ 12,000	$ 50,352	$ 300
Senior or fixed-income, SSI	$ 13,541	$ 45,548	$ 339	$ 13,579	$ 56,978	$ 339
Police Officer and Retail Salesperson	$ 68,315	$ 229,788	$ 1,708	$ 58,828	$ 246,844	$ 1,471
Two incomes: Two Teachers	$ 79,056	$ 265,918	$ 1,976	$ 72,642	$ 304,807	$ 1,816

Source: Montana Department of Commerce

Potential Future Employment

Businesses and organizations, identified in Table 5, within the region were selected and interviewed to determine potential future employment growth and expansion of operations. The data is aggregated to provide a comprehensive view of potential growth and to protect the business plans and confidentiality of business expansion plans. Employment growth is estimated for the next five years.

Businesses were also asked about the type of housing needs and issues their employees were facing as well as other concerns facing potential business growth and expansion. A detailed list of responses excluding business names is provided in Appendix A.

The potential future employment was used as a basis for determining future housing needs as almost every business interviewed said they would not be able to hire employees unless more housing was available in Toole County, with special emphasis placed on Shelby and Sunburst communities.

Businesses and Organizations Interviewed

- 3 Rivers Communications
- American Pulses
- AMTRAK
- Bay Materials
- Big Sky Carbon Sequestration
- Bootlegger Land & Realty
- Border Patrol
- Burlington Northern Santa Fe Railway
- CHS
- Columbia Grain*
- Comfort Inn*
- Corrections Corporation of America
- Dick Irvin Trucking
- Green Prairie International
- High Plains Realty
- Malteurop*
- Marias Medical Center
- Marias River Electric - Shelby Gas
- Montana Grow
- Mountain View Reload
- NaturEner
- Northern Seeds
- Northern Telephone Cooperative
- North-West Pork Cooperative†
- Pasta Montana
- Shelby Public Schools
- Sunburst Public Schools

Based on phone and in-person interviews, more than 315 new permanent jobs may be provided throughout the next five years depending upon energy extraction growth and the construction and operation of the Port of Northern Montana. In addition to interviews, previous employment numbers from the Northern Express Transportation Authority and Port of Northern Montana's TIGER Discretionary Grant Proposal indicate the potential for permanent job growth of 320 employees.

The employment numbers are based on input from the businesses and organizations listed above and do not account for secondary job growth factors. These usually include retail, restaurant and other service-related jobs that may develop based on the growth in primary employment (manufacturing, drilling/extraction, transportation, agricultural and other industrial-type jobs).

*Businesses that did not provide data are marked with an * ; businesses marked with a † indicate data used from a previous study.*

TABLE 5: ESTIMATED 5-YEAR PERMANENT EMPLOYMENT GROWTH, TOOLE COUNTY, 2012-2017

	Current Estimated Jobs	Future Estimated Jobs	Estimated Employment Growth	Estimated New Population Growth (Household Size = 2.26)
Business Interviews	663	979	316	714
TIGER Grant Proposal	--	--	320	723
Average	--	--	318	719

Future Employment Classification

Future employment was estimated for each community; however, businesses could not predict with certainty where new jobs might be added. KLJ did estimate new jobs for each community using previous employment-share numbers from the 2010 American Community Survey 5-Year Estimates, which are shown in Table 6. Shelby has the highest employment gain with more than 210 jobs while Sunburst has the second highest employment gain with nearly 70 permanent jobs.

TABLE 6: ESTIMATED EMPLOYMENT GROWTH BY COMMUNITY

	Toole County	Kevin	Shelby	Sunburst	Sweet Grass
2010 Eligible Workforce	4,243	106	2,846	915	30
2010 Labor Force (Participation Rate)	53%	55%	49%	53%	90%
2010 Existing Workforce	2,262	58	1,397	489	27
Workforce Share (Percent of Total County Employment)	8.2%†	2.5%	67.1%	21.6%	0.7%
Estimate Future Jobs	26	8	213	69	2

Source: 2010 American Community Survey (5-Year Estimate)

†Indicates the County-only share of jobs as all other jobs are located within Toole County

Future Housing Impacts

Future housing needs were based on the permanent employment growth from business interviews and previous studies. The estimated future housing needs range from 316 units (interviews) to 320 units (previous studies). A one-to-one ratio was used when translating jobs to housing units. However, the breakdown of where new housing units should be placed varies depending upon where the business/organization was located and plans to locate. While not all employees will live and work in the same town as the business, it is assumed that future housing units will be distributed as portion of the existing town-to-county housing percentage. The results of potential future housing unit proportions are displayed in Table 7.

TABLE 7: PROPORTION OF POTENTIAL FUTURE HOUSING UNITS

	Toole County	Kevin	Shelby	Sunburst	Sweet Grass
2010 Housing Units	2,336	90	1,371	176	53
Proportion of Units (%)	27%	4%	59%	8%	2%
Future Units (318 total)	85	13	187	25	6
Future Units (unsafe)	33	5	72	10	2
Total Future Units	118	18	259	35	8

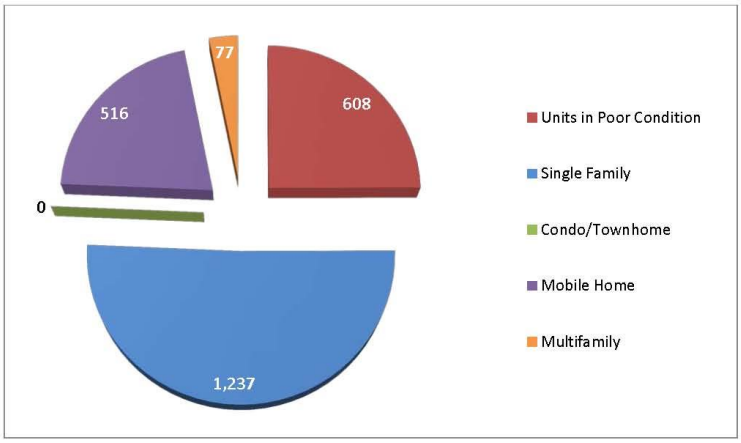
The Montana Department of Commerce also addressed housing needs for Toole County in the *2012 Housing Study*. Table 8 and Figure 7 show the units in poor condition and number of units in acceptable condition. Units in poor condition are at risk of become unsafe to live in and may require rehabilitation or demolition. Assuming a rate of 20 percent for removing unsafe structures, approximately 122 units would need to be replaced.

TABLE 8: UNIT CONDITION DATA

	Total Housing Units	Units in Poor Condition in 2010	% of Total	Units in Acceptable Condition in 2010	% of Total	20% Replacement Rate New Units Needed
Total Housing units	2,438	608	24.9%	1,830	75.1%	122*
Single Family	1,679	442	18.1%	1,237	50.7%	89*
Condos & Townhomes	--	0	0.0%	--	0.0%	--
Mobile Home	571	55	2.3%	516	21.2%	11*
Multifamily	188	111	4.6%	77	3.2%	23*

*Source: Montana Department of Revenue, Kadrmas Lee & Jackson**

FIGURE 7: HOUSING UNIT CONDITION



Source: Montana Department of Commerce

Building Permit Data

Building permit data was also used to determine past housing trends and whether new increases in housing starts are reflected by the anticipated employment growth. Based on previous permit numbers, there is potential to accommodate growth should it occur as 23 single-family homes have been constructed and 9 single family homes have been renovated in Shelby since 2008; however, in 2011 a 56-unit townhome addition received a building permit. Unlike Shelby, Toole County only had 7 new single-family units built since 2007. Table 9 and Table 10 show building permit data for the City and County.

Using an estimated build-out rate of five new homes per year, it would take Shelby more than 50 years to fully build-out the estimated 259 potential new homes needed to accommodate anticipated growth and replacement of deteriorating structures. If the 56-unit townhome addition (Shelby Townhouse Inns) is factored into the housing needs, it would take approximately 39 years to fully build out needed homes. Based on either assumption, Shelby and Toole County will need to absorb more than five housing units per year to alleviate the demand for housing.

TABLE 9: SHELBY BUILDING PERMIT DATA, 2008-2012

	2007	2008	2009	2010	2011	2012
New Home Construction/Move Home Onto Lot	2	5	4	5	6	1
Home Renovation/Addition	1	1	2	5	4*	--
Commercial Construction	4	2	2	--	1	2
Commercial Renovation/Addition	1	2	--	--	--	--

*Source: City of Shelby; * Indicates a 56 unit addition for a townhome development*

TABLE 10: TOOLE COUNTY BUILDING PERMIT DATA, 2008-2012

	2007	2008	2009	2010	2011	2012
New Home Construction/Move Home Onto Lot	4*	0*	3*	--	--	--
Home Renovation/Addition	--	--	--	--	--	--
Commercial Construction	--	--	--	--	2	1
Commercial Renovation/Addition	--	--	--	--	--	--

*Source: State of Montana and *City-Data.com*

Kevin Housing Summary

Table 11 displays existing land use categories. Table 12 shows the number of lots available for housing development based on surrounding land uses, parcel ownership and access to roads. Table 13 shows the sales figures for housing and lots. Figure 8 shows parcels identified for potential housing locations.

Kevin would need to add approximately **4** new homes per year to accommodate the potential future units needed (Table 12) through the next five years.

TABLE 11: EXISTING LAND USE INVENTORY, KEVIN

	Parcels	Acres*	Average Size (Acres)	Percent
Agricultural	3	73.4	24.5	41.7
Commercial	16	6	0.4	3.4
Exempt	9	14.5	1.6	8.2
Farmstead Rural	0	0	--	0.0
Industrial	0	0	--	0.0
Residential Rural	1	0.5	0.5	0.3
Residential Urban	98	33.9	0.3	19.3
Vacant	109	47.8	0.4	27.1
Total	236	176.1	--	100

*Excludes right of way for roads/railroads and utility easements

Source: Montana Geographic Information Clearinghouse

TABLE 12: HOUSING DEVELOPMENT POTENTIAL, KEVIN

	Number of Vacant Parcels	Single Parcels (One Lot)	Half Block Parcels (Multiple Lots)	Available Lot Yield	Total Acres (Avg. Lot Size)	Potential Future Units Needed
Developable	90	83	7	108	45.8 (18,559 sq. ft.)	18
Undevelopable	15	15	--	--	1.8 (13,738 sq. ft.)	--

TABLE 13: SALES INFORMATION FOR PREVIOUS 4 QUARTERS, KEVIN

	2011 (July - Sept)	2011 (Oct - Dec)	2012 (Jan - March)	2012 (April - June)
Number of Houses Listed for Sale/Sold	--	--	--	--
Average Listing Price (House)	--	--	--	--
Number of Lots Listed for Sale/Sold	1/1	--	--	--
Average Listing Price (Lot)	$4,000	--	--	--

Shelby Housing Summary

Table 14 displays existing land use categories. Table 15 shows the number of lots available for housing development based on surrounding land uses, parcel ownership and access to roads. Table 16 shows the sales figures for housing and lots. Figure 9 shows parcels identified for potential housing locations.

Shelby would need to add approximately **52** new homes per year to accommodate the potential future units needed (Table 15) through the next five years.

TABLE 14: EXISTING LAND USE INVENTORY, SHELBY

	Parcels	Acres*	Average Size (Acres)	Percent
Agricultural	6	106.6	17.8	6.2
Commercial	221	227.7	1.0	13.2
Exempt	117	948.9	8.1	54.8
Farmstead Rural	0	0	--	0.0
Industrial	0	0	--	0.0
Residential Rural	7	107.1	15.3	6.2
Residential Urban	1030	223.8	0.2	12.9
Vacant	258	115.9	0.4	6.7
Total	1,639	1,730		100

**Excludes right of way for roads/railroads and utility easements*

Source: Montana Geographic Information Clearinghouse

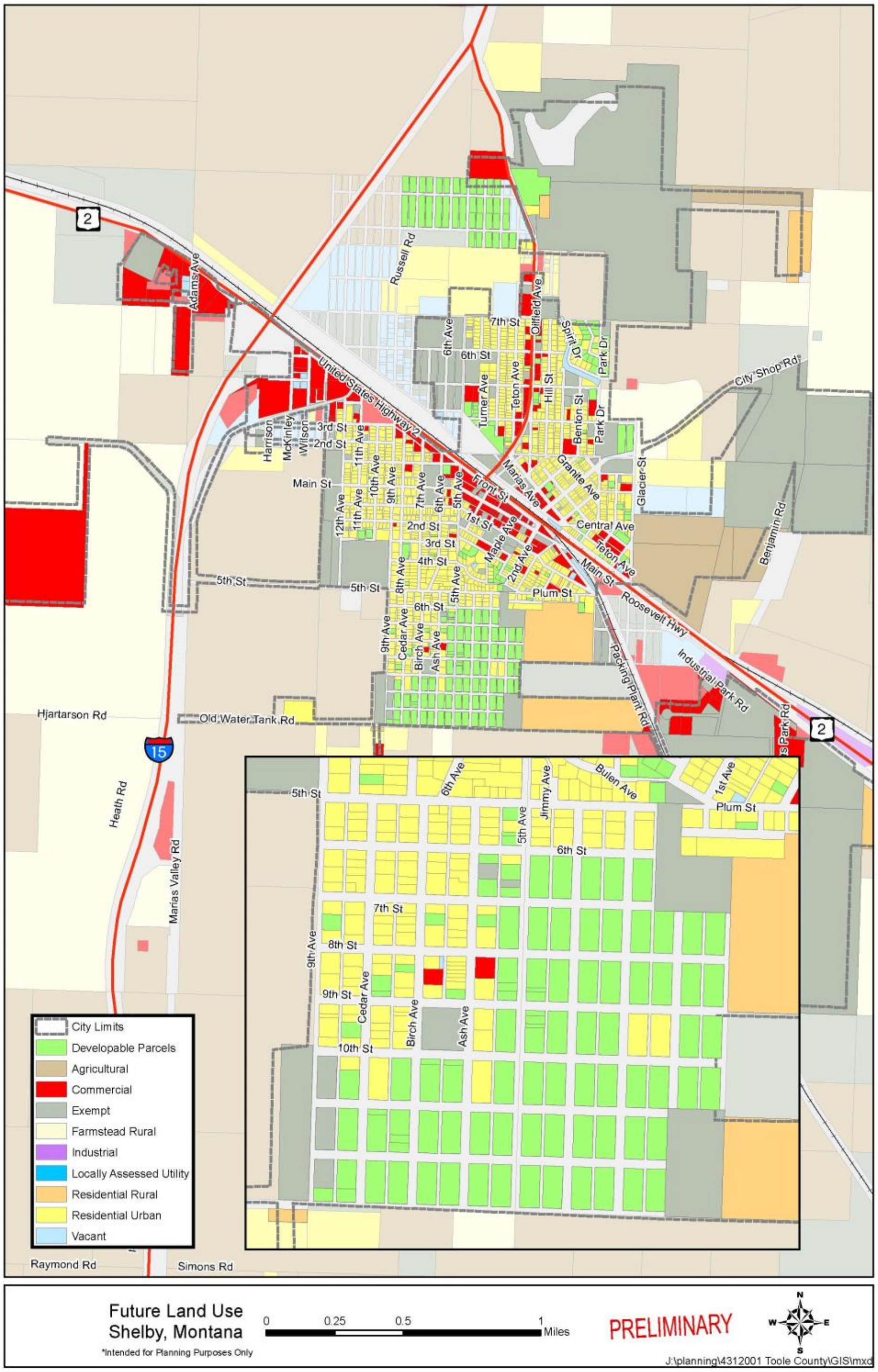
TABLE 15: HOUSING DEVELOPMENT POTENTIAL, SHELBY

	Number of Vacant Parcels	Single Parcels (One Lot)	Half Block Parcels (Multiple Lots)	Available Lot Yield	Total Acres (Avg. Lot Size)	Potential Future Units Needed
Developable	204 [85]	92 [17]	112 [68]	471 [255]	133.8 (12,374 sq. ft.) [55.7] [9,515 sq. ft.]	259
Undevelopable	39 [1]	39 [1]	--	--	12.3 (13,738 sq. ft.)	--

**Numbers in brackets indicate lots available south of 5th Street South.*

TABLE 16: SALES INFORMATION FOR PREVIOUS 4 QUARTERS, SHELBY

	2011 (July - Sept)	2011 (Oct - Dec)	2012 (Jan - March)	2012 (April - June)
Number of Houses Listed for Sale/Sold	17/2	16/5	18/5	16/4
Average Listing Price (House) [% increase]	$138,342	$142,744 [3%]	$171,361 [24%]	$161,275 [17%]
Number of Lots Listed for Sale/Sold	2/0	2/2	3/2	3/1
Average Listing Price (Lot) [% increase]	$13,750	$13,750 [0%]	$22,000 [60%]	$26,000 [89%]


City Limits
Developable Parcels
Agricultural
Commercial
Exempt
Farmstead Rural
Industrial
Locally Assessed Utility
Residential Rural
Residential Urban
Vacant
Future Land Use
Shelby, Montana
*Intended for Planning Purposes Only
0
0.25
0.5
1
Miles
PRELIMINARY
J:\planning\4312001 Toole County\GIS\mxd

Sunburst Housing Summary

Table 17 displays existing land use categories. Table 18 shows the number of lots available for housing development based on surrounding land uses, parcel ownership and access to roads. Table 19 shows the sales figures for housing and lots. Figure 10 shows parcels identified for potential housing locations.

Shelby would need to add approximately 7 new homes per year to accommodate the potential future units needed (Table 18) through the next five years.

TABLE 17: EXISTING LAND USE INVENTORY, SUNBURST

	Parcels	Acres*	Average	Percent
Agricultural	9	351.5	39.1	33.2
Commercial	28	9.1	0.3	0.9
Exempt	51	258.2	5.1	24.4
Farmstead Rural	2	209.3	104.7	19.8
Industrial	1	2.4	2.4	0.2
Residential Rural	5	77.7	15.5	7.3
Residential Urban	207	83.2	0.4	7.9
Vacant	100	67.6	0.7	6.4
Total	**403**	**1,059**		**100**

*Excludes right of way for roads/railroads and utility easements

Source: Montana Geographic Information Clearinghouse

TABLE 18: HOUSING DEVELOPMENT POTENTIAL, SUNBURST

	Number of Vacant Parcels	Single Parcels (One Lot)	Half Block Parcels (Multiple Lots)	Available Lot Yield	Total Acres (Avg. Lot Size)	Potential Future Units Needed
Developable	85	63	22	140	63.5 (19,758 sq. ft.)	35
Undevelopable	11	11	--	--	2.9 (11,484 sq. ft.)	--

TABLE 19: SALES INFORMATION FOR PREVIOUS 4 QUARTERS, SUNBURST

	2011 (July - Sept)	2011 (Oct - Dec)	2012 (Jan - March)	2012 (April - June)
Number of Houses Listed for Sale/Sold	1/0	1/1	--	3/0
Average Listing Price (House) [% increase]	$87,000	$87,000 [0%]	--	$94,967 [9%]
Number of Lots Listed for Sale/Sold	--	--	--	--
Average Listing Price (Lot)	--	--	--	--

Sweet Grass Housing Summary

Table 20 displays existing land use categories. Table 21 shows the number of lots available for housing development based on surrounding land uses, parcel ownership and access to roads. Table 22 shows the sales figures for housing and lots. Figure 11 shows parcels identified for potential housing locations.

Shelby would need to add approximately 2 new homes per year to accommodate the potential future units needed (Table 21) through the next five years.

TABLE 20: EXISTING LAND USE INVENTORY, SWEET GRASS

	Parcels	Acres*	Average	Percent
Agricultural	0	0	--	0.0
Commercial	25	14.1	0.6	15.8
Exempt	22	11.5	0.5	12.9
Farmstead Rural	0	0	--	0.0
Locally Assessed Utility	1	0.2	0.2	0.2
Industrial	0	0	--	0.0
Residential Rural	0	0	--	0.0
Residential Urban	56	22.3	0.4	25.1
Vacant	49	40.9	0.8	46.0
Total	153	89		100

*Excludes right of way for roads/railroads and utility easements

Source: Montana Geographic Information Clearinghouse

TABLE 21: HOUSING DEVELOPMENT POTENTIAL, SWEET GRASS

	Number of Vacant Parcels	Single Parcels (One Lot)	Half Block Parcels (Multiple Lots)	Available Lot Yield	Total Acres (Avg. Lot Size)	Potential Future Units Needed
Developable	30	26	4	64	29.5 (20,237 sq. ft.)	8
Undevelopable	4	4	--	--	1.5 (16,335 sq. ft.)	--

TABLE 22: SALES INFORMATION FOR PREVIOUS 4 QUARTERS, SWEET GRASS

	2011 (July - Sept)	2011 (Oct - Dec)	2012 (Jan - March)	2012 (April - June)
Number of Houses Listed for Sale/Sold	--	--	--	--
Average Listing Price (House)	--	--	--	--
Number of Lots Listed for Sale/Sold	--	--	--	--
Average Listing Price (Lot)	--	--	--	--

Housing Summary and Recommendations

Business Interviews

Many businesses and service organizations (schools, hospital, and utility companies) were waiting to add additional staff based on the expected growth in region resulting from energy extraction work. However, other businesses had expansion plans to capitalize on the Port of Northern Montana's transload facility and the ability to ship products state-, region-, and nation-wide. An estimated 316 new jobs may be added to Toole County, with Shelby receiving a large proportion of the potential jobs due to city-type amenities, the Port of Northern Montana expansion and existing/future business expansion.

While total employment numbers for each community are not generated because of changing circumstances, KLJ did use past employment numbers to estimate potential future jobs. Shelby has the opportunity to gain more than 210 jobs using previous 2010 Census employment numbers (percent of city employment to county employment). Table 6 shows potential future job gains for each community.

Existing Conditions

The vast majority of homes for each community were built prior to year 1990 (Table 2 and Figure 4) and a majority were built prior to 1960, which indicates that older homes may need additions or renovations to provide updated amenities as well as to fix deteriorating conditions. Renovating older homes will also help reduce the loss of poor structures projected by the Montana Department of Commerce's *2012 Housing Study* and it will reduce waiting times associated with new home construction.

Affordability and Availability of Housing

Housing affordability and availability for existing and new residents/employees were the top two concerns identified in the interviews. Single family median home costs in Toole County rose 46 percent from approximately $63,250 in year 2008 to $92,000 in year 2010. Fair market rent for a 1-bedroom apartment also increased from $439 to $464 (6 percent increase) during the same time period. For a 2-bedroom apartment, rent increased from $557 to $588 (6 percent increase). Table 3 and Table 4 show the increases in housing costs. Housing prices may become unaffordable for more people other than retail workers, disabled and senior populations as identified in Figure 5 and Figure 6.

Toole County's affordable home cost, which is different than the median home cost, rose from $109,107 in 2008 (average all occupations; see Table 4) to $137,399 in 2010, which is a 26 percent increase. Affordable home cost is generally defined as housing costs that do not exceed 30 percent of median household income. The Montana Department of Commerce *2012 Housing Study* based affordable home cost on a FHA 30-year mortgage (2008 = 6.5 percent rate; 2010 = 4.5 percent rate) with a 3.5 percent down payment using a 29 percent ratio and 15 percent factor for taxes and insurance.

Rents increased nearly 6 percent from 2008 to 2010 rising from $439 to $464 for a 1-bedroom apartment and from $557 to $588 for a 2-bedroom apartment. A recent phone survey conducted in October and November 2012 indicated that rental prices ranged from $375 for a studio apartment to $550 for a 1-bedroom unit and all units were occupied. The earliest available rental was in December.

In addition, local real estate data was obtained to determine housing price increases during the past year. Shelby's average listing price for homes rose from $138,342 (July-September 2011) to $161,275

(April-June 2012), which is a 17 percent increase. Prices peaked at $171,361 (24 percent increase) during the previous quarter from January-March 2012. Housing prices for Sunburst increased 9 percent from $87,000 (July-September 2011) to $94,967 (April-June 2012). Kevin and Sweet Grass did not have enough data to compare housing prices during the past year.

Housing availability was a major concern for several businesses interviewed. Comments included having a lack of quality, single-family homes to a lack of temporary housing such as apartments. The availability of homes for purchase during the past year ranged from 0 – 3 units in Kevin, Sunburst and Sweet Grass and from 16 – 18 units in Shelby. In early November, Shelby had approximately 25 homes listed for sale.

Future Needs

Housing needs varied from community to community. Shelby was identified as having the greatest need to fill housing gaps and was identified by several companies as the place where most employees prefer to live based on local amenities. However, Kevin, Sunburst and Sweet Grass all have the potential to accommodate the identified future housing needs based on developable lots within each community. The vast majority of developable lots for all communities were sized for single-family homes; however, as noted in the vast majority of interviews, temporary housing units such as apartments or for-rent condominiums were identified as a needed housing type. Based on the developable land in each of the four communities, each community should be able to accommodate the need to for future housing.

Recommendations

Recommendations are provided based on feedback from business interviews, input from County and City public officials and staff, and the general public. By implementing the following recommendations, Toole County and each community can help increase the supply of housing, which in turn lowers the cost of housing for existing and future residents.

1. Market and promote Toole County's potential for job creation and growth using the numbers provided by interviews with local, regional and national businesses.
2. Educate and support developers that build market-rate single-family homes with updated amenities and renovate existing homes to provide modern-day conveniences and layouts.
3. Increase quantity and quality of rental units to accommodate low-wage income residents and a changing workforce.
4. Create a working database of new housing starts, apartment buildings and hotel buildings for businesses, employees and future residents to reference when looking to relocate to Toole County, Kevin, Shelby, Sunburst and Sweet Grass.
5. Revise or create new zoning ordinances to allow for accessory dwelling units such as bedrooms above garages or secondary suites (mother-in-law apartments).
6. Promote and create more opportunities for family/youth activities and conveniences such as after-school programs, an interconnected trail system and grocery stores.
7. Explore community land trusts (CLT) and resident owned communities (ROC) within Shelby and Sunburst to create non-profit ownership of land to spur affordable housing unit development. More information can be obtained from the following websites:
    - Neighborworks Montana – http://www.nwmt.org/roc.html (ROC)
    - National Community Land Trust – http://www.cltnetwork.org//index.php (CLT)

Appendix A

Summary of Business and Organization Interviews

Future Expansion Plans

- None planned at this time (5 companies).
- Yes; growth depends on oil.
- Yes, but only in five years. Firm is waiting for rail terminal to be built and then operations would increase from 6 employees to 28 employees.
- Bozeman office only.
- Depends upon housing market.
- Potential to add 10% or 3-4 permanent employees in the next five years.
- Potential to add up to 10 more employees; although some may live in Liberty, Glacier or Pondera counties. Wait and see what happens with oil.
- Would plan on expanding, but operations allow firm to hire people from anywhere and work from home; they would not need to be in Shelby.
- Plan to expand rail service in Shelby if the transloading facility is built; will use the rail terminal to ship forage products across the US.
- If business increases, would add 1 sales person and 1 office assistant.
- Depends upon oil impacts to the community and population increases. The clinic may add 1 doctor, which requires 5 additional staff.
- Expansion plans weigh heavily on whether Shelby gets the rail expansion project and obtains a container port for shipping globally. Firm would like to hire people within Shelby or Toole County to avoid housing shortage gaps. If operations expand and sales are good, expect full-time employment to double to 44 full-time employees.
- Plan to expand but Shelby needs more mini-storage areas for families moving into town that have to rent.
- Shelby expansion plans in the works, especially if the rail terminal is expanded.

Housing Issues Facing Employees

- None identified (6 companies).
- Availability and price are two biggest challenges for hiring new employees and getting them to relocate to Shelby.
- Family-style housing is great if you can find it; employees want to live in Shelby because of amenities and conveniences of a city, but finding suitable housing is challenging.
- Temporary housing has been difficult to find depending upon the season; it would be great if Shelby had more hotel rooms.
- Availability of $70,000 - $80,000 priced homes is needed. People cannot find a home less than $150,000, which is too high for a majority of people. Cut Bank has some newer homes that are

attracting people, but the community is focused on oil work, whereas Shelby has a more diversified economy.

- Availability is chief concern as oil speculation has inflated prices for purchase and rentals.
- Not enough rentals, rates to high. Employees are renters, not buyers and for the most part want one to two bedroom units.
- Current employees have a hard time finding housing. It is difficult to attract new people without single-family homes. Employees want a place to call home permanently.
- Renting is a huge issue for nurses and teachers; both have a hard time helping employees find suitable housing. Choice of homes is not great, many are outdated.
- Difficult to find rental housing; increasing 2-bedroom rentals would be great for the community.
- Housing would be a financial burden for many employees if a shortage exists. Firm would like to avoid creating/expanding housing problems; therefore the company wants to hire locally.
- Housing in Conrad is a major concern, not so much in Shelby although attracting new employees from outside the region will be difficult if sufficient housing cannot be built.
- Attracting teachers is difficult because they cannot find suitable housing options that are affordable. Teachers have to compete with border patrol agents, oil workers and port/border crossing workers for the same housing choices.

Factors Affecting Operations

- None (3 companies).
- Rail expansion can reduce shipping costs.
- Regulations and DOT red-tape with shipping.
- Lack of meeting space and staging area for employees to store equipment; mini-storage lockers as completely booked and hotel rooms are not big enough.
- No expansion plans with potential federal budget costs.
- Wages are starting to impact business as employees may need more money to affordable housing. Some employees have expressed concerns about rising housing costs and not having sufficient income. Hard to competing with oil workers for certain jobs.
- Cost of housing or no housing.
- Transportation costs are a huge impact; the rail expansion will likely limit growth as businesses will tend to use rail versus trucking. Hiring people in Shelby is tough because of a lack of housing.
- Company would like a timetable or schedule of when the rail expansion would be completed.
- The availability of $70,000 - $120,000 homes is non-existent. New homeowners and existing residents want homes under $120,000. Single-family homes are needed; no one has requested mobile homes. Modular homes are a solution to build a home under $120,000. Apartments would help reduce demand from people buying single-family homes and renting them out to oil workers.
- Firm spends $9 million in trucking expense; with 5-7 total drivers. Currently, firm would have to haul product back to Missoula. Ideally, firm would fill 20-foot containers and ship via rail.

CHAPTER IX *TRANSPORTATION*

Existing Conditions Report

Shelby Master Transportation Plan

Shelby, Montana

Prepared by
KLJ
January 2014

Background

Shelby, Montana is the county seat of Toole County in north central Montana. Shelby is located on the I-15 corridor and is the center of commerce and health care for the county. Shelby is also the home of the Burlington Northern Santa Fe (BNSF) Railway Company's Intermodal Terminal, which is a regional rail hub.

Population growth and economic growth are anticipated in the coming years, partly due to the proposed Northern Montana Multimodal Hub Center near Shelby.

As Shelby and the surrounding area grows, a well-functioning transportation network is key in maintaining a high quality of life in Shelby, and is also critical for promoting economic growth as a result of the proposed Multimodal Hub Center.

This report has been prepared to document the existing transportation network conditions in Shelby. Information from this report will be incorporated into the Shelby Master Transportation Plan, which is intended to aid local and state officials in prioritizing transportation infrastructure improvements.

STUDY AREA

The study area for this plan is a 32 square mile area which includes the city of Shelby and rural areas surrounding the city. The surrounding rural areas include farmland, grasslands and shrublands. There is also some rough, barren terrain in the study area. The study area can be seen in **Figure 1.**

Existing Land Use

Land use and transportation are fundamentally connected. Land use patterns will impact transportation needs, and the transportation network will affect land use patterns. An example of land use patterns impacting transportation needs is the construction of industrial sites which may require roadway improvements to handle increased heavy vehicle traffic. An example of the transportation network impacting land use patterns is commercial land uses being attracted to more highly traveled roadways.

The existing land use in the study area can be seen in **Figure 2**.

Figure 1 – Study Area

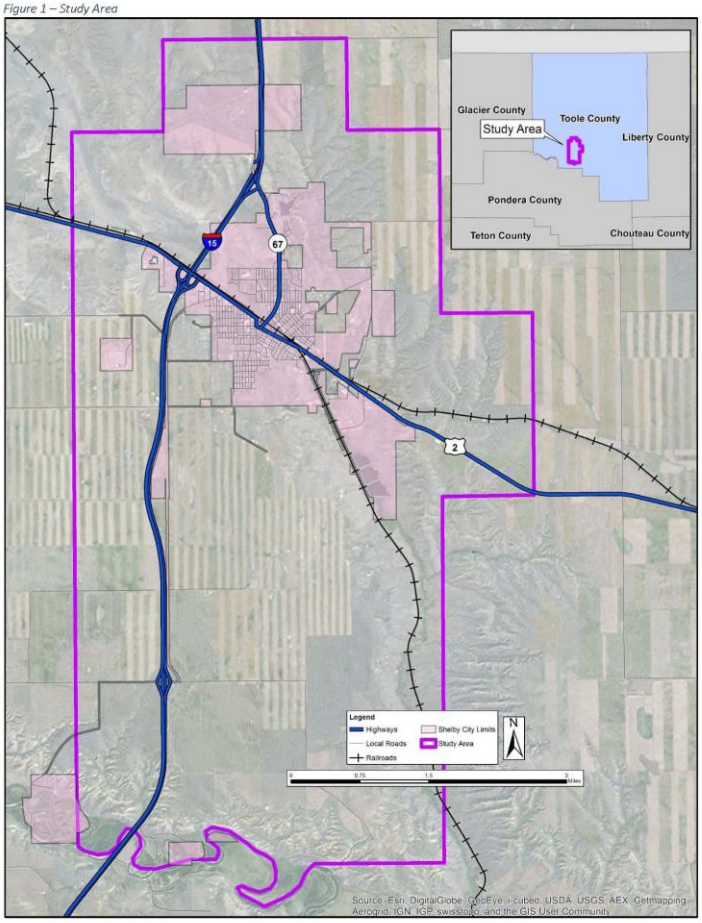
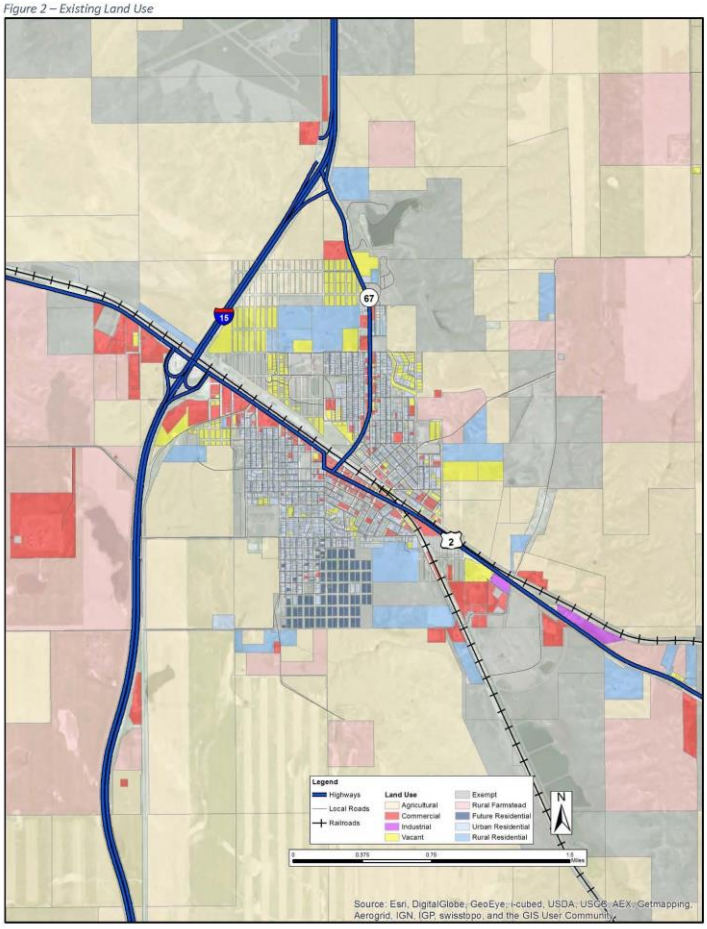


Figure 2 – Existing Land Use



CITY DEMOGRAPHICS

The city of Shelby has a population of 3,376 (2010 Census), which makes up approximately 63% of the population of Toole County. The study area population is 3,539 (2010 Census), which is an approximate 5% increase from the 2000 population of 3,372.

Historic Population Growth

Population changes over the past 40 years for both Shelby and Toole County can be seen in **Table 1.**

Table 1 – Historic Study Area Population

Year	Total Population	
	Shelby	Toole County
1970	3111	5839
1980	3142	5559
1990	2763	5046
2000	3216	5267
2010	3376	5324
Growth 2000-2010	5.0%	1.1%

The populations of both Shelby and Toole County have both fluctuated over the past 40 years, which is primarily a result of varying levels of oil and gas activity in the area. However, the trend over the past 20 years indicates that Shelby and Toole County are both growing. Shelby is growing at a faster pace than Toole County overall, which is to be expected given the services and amenities present in Shelby that are not available elsewhere in the county.

Households and Household Size

Household information was obtained from 2000 and 2010 US Census data. Both Shelby and Toole County have seen increases in the number of households, with the household growth in Toole County overall exceeding the household growth in Shelby. However, Shelby has seen a higher population increase than Toole County overall due to reduced household sizes in Toole County. Household sizes have been decreasing nationwide for decades due to societal changes. **Table 2** below shows household and household size information for 2000 and 2010 for both Shelby and Toole County.

Table 2 - Household Information

Year	Number of Households		Household Size	
	Shelby	Toole County	Shelby	Toole County
2000	1196	1962	2.69	2.68
2010	1371	2336	2.46	2.28
Change 2000-2010	14.6%	19.1%	-0.23	-0.41

The 2010 population density throughout the study area can be seen in **Figure 3.**

Employment

It is estimated that there are approximately 1,382 jobs in the study area, with nearly all jobs located in Shelby. Since Shelby is the economic center of Toole County, there is a diverse mix of employment types, with health care/social services, public administration, accommodation/food services and retail being the most prevalent job types in the area.

The 2010 employment density throughout the study area can be seen in **Figure 4.**

Figure 3 – 2010 Population Density

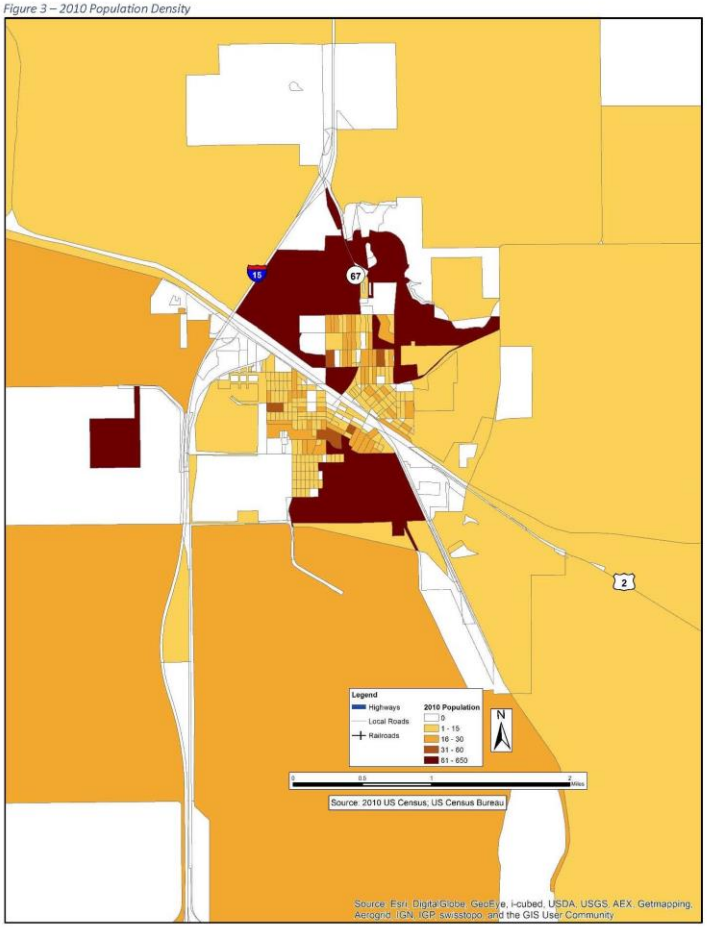


Figure 4 - 2010 Employment Density

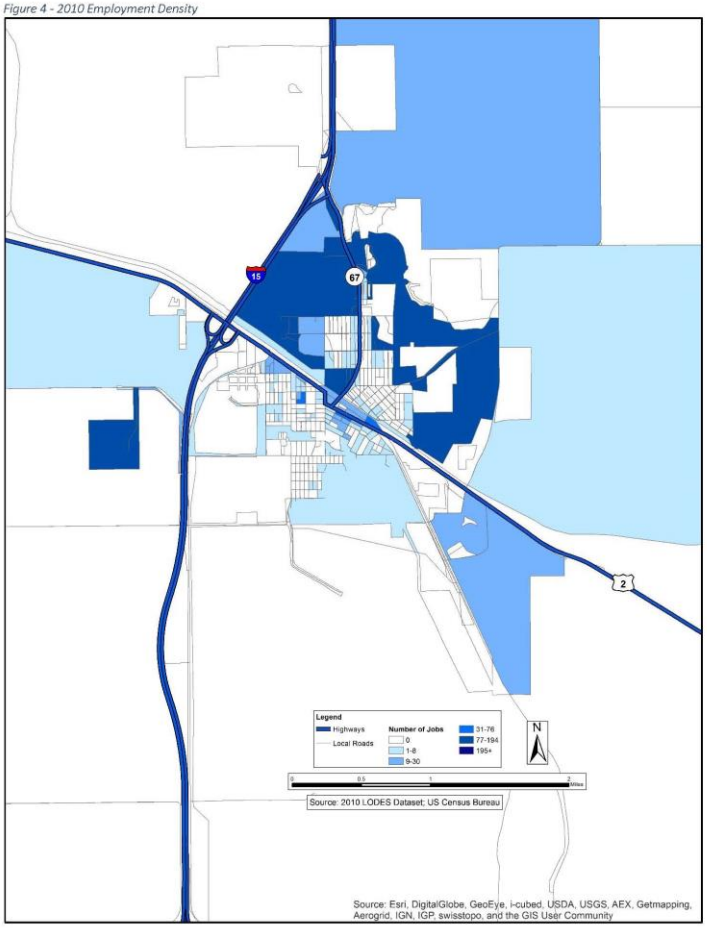
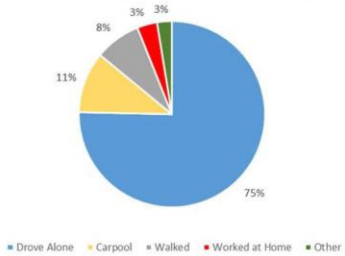


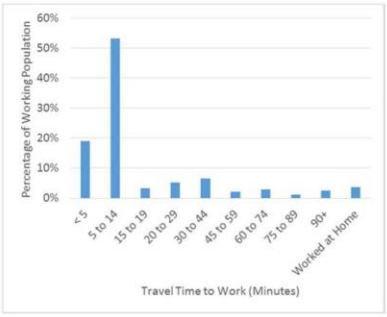
Figure 5 – Means of Transportation to Work in Shelby



Means of Transportation to Work

US Census data was obtained to determine the transportation modes that Shelby residents use to commute to work. The most common means of transportation to work is driving alone, which makes up 75% of trips to work. This is very close to the Montana state average of 74%. See **Figure 5** for a breakdown of modes used in Shelby.

Figure 6 – Travel Time to Work in Shelby



Travel Time to Work

US Census data was also obtained to determine how long it takes residents to travel to work. Approximately 72% of Shelby workers commute less than 15 minutes to work, compared to only 47% of Montana workers that commute less than 15 minutes to work. See **Figure 6** for travel time to work cohorts in Shelby.

Forecast Population and Employment Growth

Population and employment forecasts for 2040 were developed using information from the US Census Bureau and the *Toole County Housing Impact Study*. The *Toole County Housing Impact Study* estimated population and employment growth through 2017 in Toole County by examining the existing housing stock and recent building permits and also by interviewing area employers.

By 2040, it is estimated that the study area population will increase to approximately 4,592 (4,403 in Shelby) and the number of jobs will increase to approximately 2,948. Population, household and employment information for 2040 can be seen in **Table 3.**

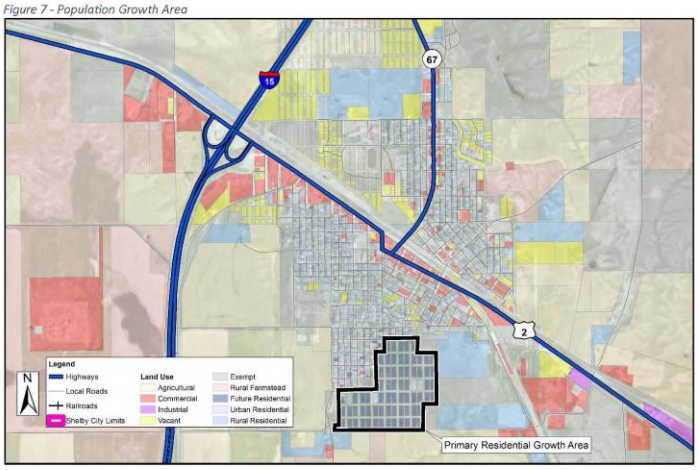
Table 3 – Projected 2040 Study Area Population and Employment

Year	Population	Households*	Employment
2010	3539	1566	2185
2040	4592	2032	2948

*Assume household size = 2.26 (2010 ACS 5-year estimate)

Most population growth is anticipated to take place in the southern part of the Shelby city limits (see **Figure 7)**, but some infill development and redevelopment within existing residential areas could be expected as well. Employment growth is expected to occur at the site of the proposed Multimodal Hub Center and in areas with commercial or industrial zoning. The anticipated locations for population and employment growth were determined using information from the *Toole County Housing Impact Study*.

Figure 7 - Population Growth Area



Population and Employment Forecasting Methodology

According to the *Toole County Housing Impact Study*, it is estimated that 213 new jobs will be added in Shelby by 2017, resulting in a population increase of 482 by 2017.

The 2040 study area population was estimated by assuming a baseline 0.5% annual growth rate between 2010 and 2040 (based on population growth between 2000 and 2010) prior to the addition of population attributed to the 213 new jobs forecast in the *Toole County Housing Impact Study*. 2040 study area employment was estimated by applying a baseline 0.75% annual growth rate in employment (based on 2003-2012 US Census Quarterly Census of Employment and Wages data) prior to adding the employment growth forecast in the *Toole County Housing Impact Study.*

Existing Transportation Network Conditions

The existing transportation network conditions for vehicular, pedestrian, bicycle and rail modes were analyzed to identify any existing deficiencies in the study area.

Roadway Functional Classification

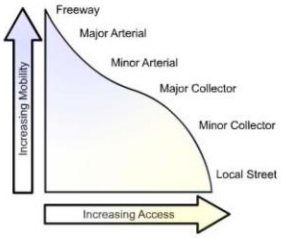


Figure 8 – Mobility and Access Characteristics by Roadway Functional Classification

A roadway's functional classification defines the roadway's role in the overall roadway network system. Arterial roadways are intended to emphasize mobility and local roadways are intended to emphasize property access. Collector roadways are intended to provide a balance of mobility and property access.

The existing roadway functional classification in the study area can be seen in **Figure 10.**

Roadway Surface Condition

Existing roadway surfaces were inspected visually during a field review to identify locations with poor pavement conditions. Pavement was considered to be in poor condition if significant cracking, rutting, potholes or aggregate loss was observed. Poor pavement conditions make roadways more susceptible to major failure and can also make driving or biking along these roadways more difficult. The existing pavement conditions can be seen in **Figure 11.**

Truck Route

Eastbound/westbound trucks on US 2 through Shelby are directed to bypass Main Street via Front Street and Montana Avenue. Trucks originating from or destined for Oilfield Avenue/I-15 Business Loop are directed to bypass Main Street and the Viaduct via Front Street and Dawson Drive. The truck routes through Shelby can be seen in **Figure 12.**

While through truck traffic is directed to bypass Main Street, many trucks and other large vehicles use Main Street anyway. Based on traffic counts performed in September 2013, approximately 650 trucks per day travel through downtown on Main Street (see **Figure 14**).

Figure 9 - Truck Prohibition Sign on Oilfield Avenue Viaduct

Figure 10 - Existing Shelby Functional Classification Network

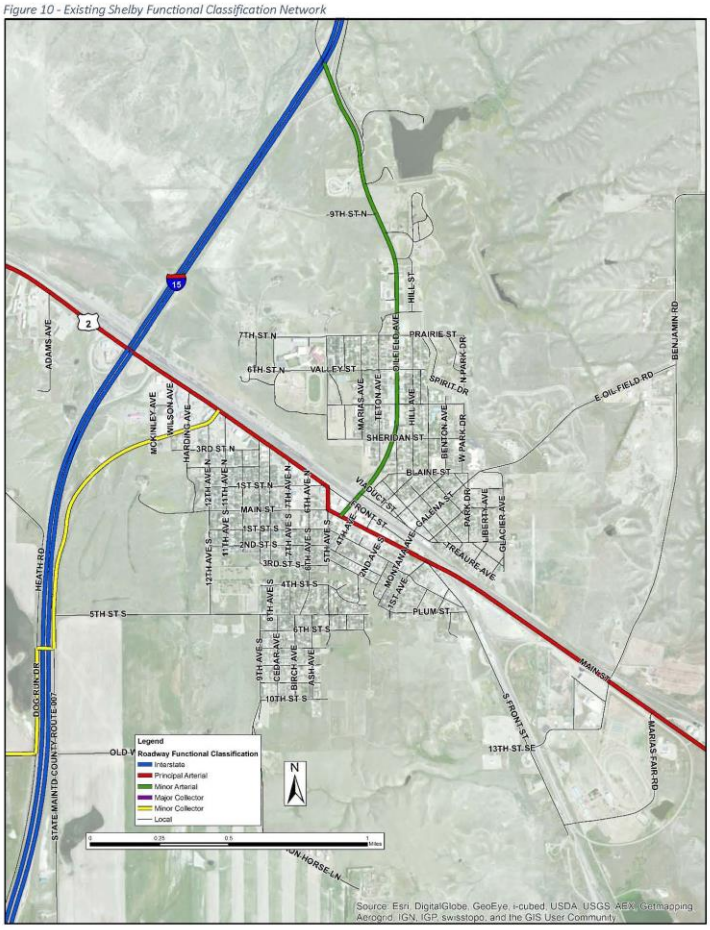


Figure 11- Existing Pavement Conditions

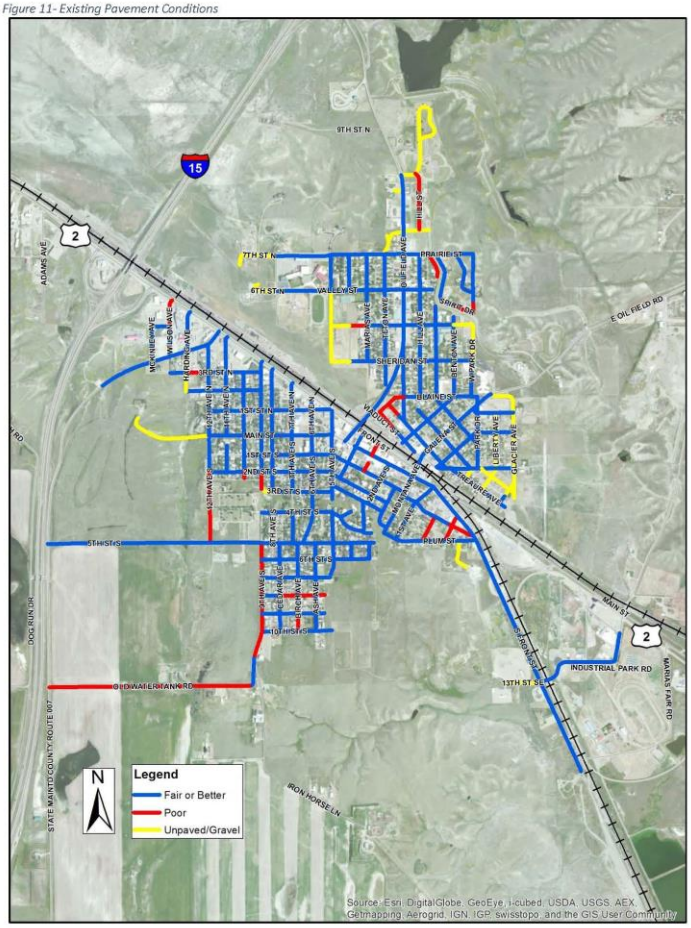
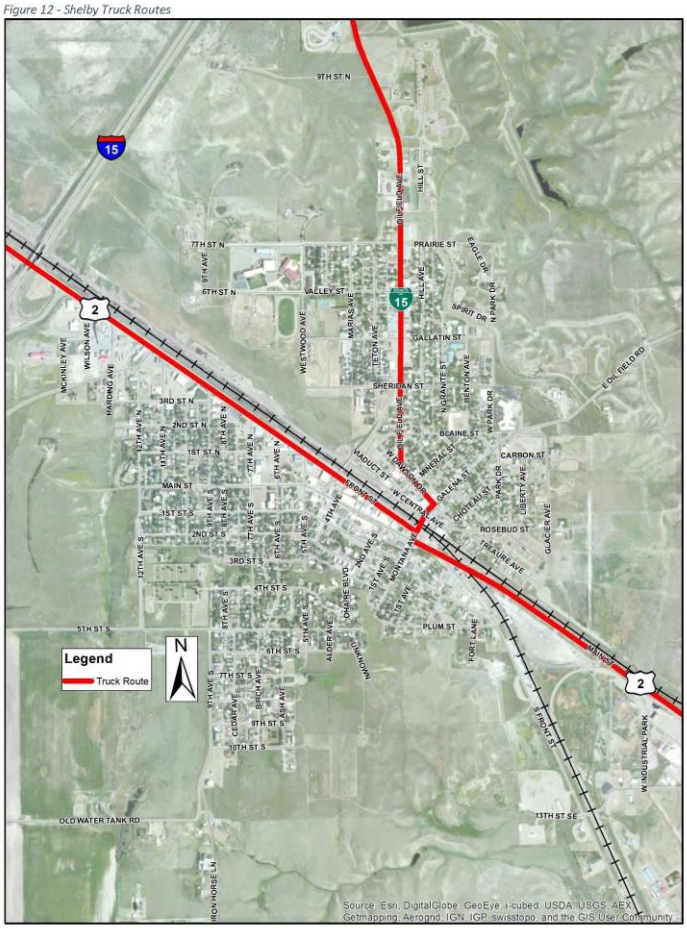


Figure 12 - Shelby Truck Routes



ROADWAY GEOMETRY ISSUES

Roadway geometric issues can increase crash potential and can also affect traffic flow. Locations with roadway geometry issues were identified through a field review and discussions with local staff. The primary roadway geometry concerns are at:

- Interstate 15 and US 2 Interchange
- Main Street and Front Street Intersections with Montana Avenue
- Oilfield Avenue "Y" Intersection

Interstate 15 and US 2 Interchange

There are concerns regarding the loop ramp geometry and the impact the geometry has on large truck movements. Vehicle swept path analysis was performed on these loop ramps using a typical semi-truck as the design vehicle, and it appears that trucks are capable of negotiating this geometry without issue. The combination of vertical and horizontal curvature on these loop ramps can impact truck speeds, however the relatively low volumes on Interstate 15 result in low truck merging speeds being acceptable. The presence of the railroad just north of the interchange could make major interchange geometry revisions infeasible.

Figure 13 - Identified Roadway Geometry Issues

Main Street and Front Street Intersections With Montana Avenue

The intersections of Main Street and Front Street with Montana Avenue are in close proximity and are near an at-grade railroad crossing. The complicated geometry in this area result in many conflict points that could potentially result in crashes. It would be desirable to reduce the number of conflicts in this area, which could be done through access revisions, roundabout construction or other solutions.

Oilfield Avenue "Y" Intersection

The Oilfield Avenue "Y" intersection is currently a six-legged intersection, which presents more conflict points than a standard four-legged intersection. Conflicts and crash potential could be reduced by the construction of a roundabout, which has already been studied and designed.

Traffic Volumes

Recent (2010-2012) average daily traffic volumes (ADT) can be seen in **Figure 14.** ADT information was obtained from the Montana Department of Transportation (MDT), and some ADT information was collected as part of this study.

Traffic Speeds

Traffic speeds in Shelby, especially on Main Street have been identified as a concern. Speed data was collected at six locations in Shelby and can be seen in **Table 4.** 85th percentile speeds, or the speed at which 85% of drivers are driving below, is the standard method for determining speeding issues. Traffic speeds on Front Street and both legs of Oilfield Avenue are above the posted speed limit. Further traffic studies could be completed to determine if modifying the posted speed limit on these roadways is appropriate.

Table 4 - Vehicle Speeds at Study Intersections (All Vehicles)

Location	Posted Speed Limit	85th Percentile Speed
US 2 - East of 7th Avenue North	40	35.7
Main Street - West of Viaduct	25	22.5
Main Street - West of Montana Avenue	25	24.8
Front Street - West of 3rd Avenue North	25	**29.9**
Oilfield Avenue (West Leg/Viaduct) - South of Sheridan Street	25	**29.9**
Oilfield Avenue (East Leg) - South of Sheridan Street	25	**28.9**

Truck speeds through Shelby have also been identified as a concern. The 85th percentile truck speeds and the percentage of trucks traveling above the speed limit at each of the six locations where speed data collected can be seen in **Table 5.**

Table 5- Truck Speeds at Study Intersections

Location	Posted Speed Limit	Truck Count	Trucks Above Speed Limit	85th Percentile Truck Speed
US 2 - East of 7th Avenue North	40	825	2%	35
Main Street - West of Viaduct	25	595	2%	21
Main Street - West of Montana Avenue	25	705	7%	25
Front Street - West of 3rd Avenue North	25	890	38%	**30**
Oilfield Avenue (West Leg/Viaduct) - South of Sheridan Street	25	435	34%	**29**
Oilfield Avenue (East Leg) - South of Sheridan Street	25	240	30%	**30**

It should be noted that the term "truck" also includes pickups towing large trails such as RVs and horse trailers.

Roadway Level of Service

Level of Service (LOS) is a measure which is used to describe the operational performance of transportation infrastructure. For vehicular travel, roadway level of service can be analyzed for roadway segments and for intersections. Levels of service are determined based on methodologies presented in the *Highway Capacity Manual*.

Level of service letter grades range from LOS "A" (best) to LOS "F" (worst), with LOS "A" representing free flow operations and LOS "F" indicating breakdown of traffic flow or conditions where volumes exceed roadway capacity. This study considers LOS "D" or worse operationally deficient, in accordance with MDT design standards. Graphic depictions of LOS "A" through LOS "F" can be seen in **Figure 15.**

Figure 14 - Recent Average Daily Traffic Volumes (2010-2013)

Corridor Level of Service

Corridor level of service refers to the quality of traffic operations along a series of roadway segments. Factors that affect corridor level of service are the presence of traffic control along the corridor, travel speeds, the number of through travel lanes, and the presence of turn lanes, among other factors.

The highest ADT in Shelby is on US 2 between I-15 and 5th Avenue South, which experiences approximately 5,400 vehicles per day. Generalized corridor level of service volume thresholds indicate that 6,500-8,000 ADT would be required to reach LOS "D", indicating that all roadways in the study area currently have sufficient number of through lanes. Corridor level of service volume thresholds can be seen in **Table 6.**

Table 6 - Corridor LOS Volume Thresholds (Daily Volumes)

# of Lanes	LOS C	LOS D	LOS E
2	6500-8000	10,000-13,000	12,000-15,000
4	20,000-29,000	27,000-37,000	32,000-42,000

Note: Thresholds shown as a range due to variability in posted speed limits, and presence of traffic control, turn lanes and other factors

Intersection Level of Service

Intersection level of service refers to the quality of traffic operations at an intersection, and is assigned based on the delay experienced by drivers. Intersection level of service is typically evaluated for the overall intersection and for each intersection approach. Level of service thresholds at intersections can be seen in **Table 7.**

Table 7 - Intersection LOS Delay Thresholds

Control Delay (sec/veh)		Volume < Capacity	Volume > Capacity
Unsignalized	Signalized		
≤ 10	≤ 10	A	F
> 10-15	> 10-20	B	F
> 15-25	> 20-35	C	F
> 25-35	> 35-55	D	F
> 35-50	> 55-80	E	F
> 50	> 80	F	F

Intersection level of service was evaluated during PM peak hour traffic conditions at four intersections. These intersections are key intersections in Shelby and were identified as hotspots through discussions with local staff. The studied intersections are:

- Main Street and Montana Ave
- Front Street and Montana Avenue
- Main Street and Oilfield Avenue
- Main Street and 5th Avenue North

Each of the intersections currently operate at LOS "B" or better, with no approaches operating worse than LOS "C", indicating acceptable traffic operations. Information regarding intersection levels of service at the studied intersections can be seen in **Table 8.**

Table 8 - PM Peak Hour Intersection LOS in Shelby

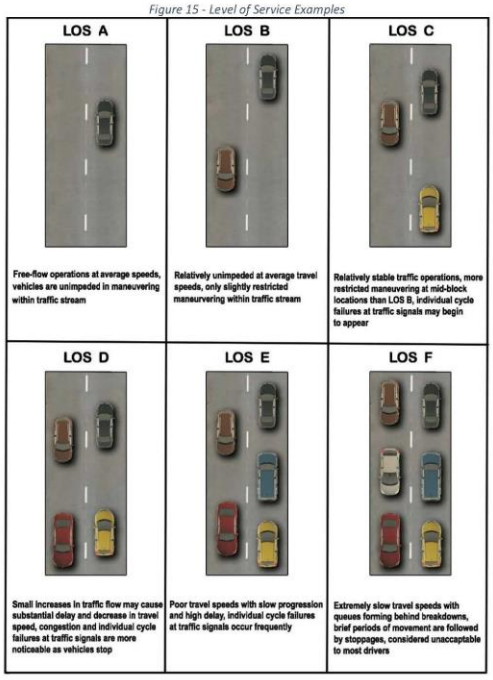
Intersection	Intersection Control	Intersection LOS	Approach LOS			
			EB	WB	NB	SB
Main Street and Montana Avenue	TWSC	A	B	B	A	A
Front Street and Montana Avenue	TWSC	A	B	B	A	A
Main Street and Oilfield Avenue	TWSC	A	A	A	-	C
Main Street and 5th Avenue North	AWSC	B	A	B	A	B

TWSC = Two-way stop control

AWSC = All-way stop control

While no existing operational deficiencies were identified at intersections in Shelby, multiple improvement options are available if such issues arise in the future. The implementation of turn lanes where they do not currently exist can reduce intersection delays as can warranted traffic control revisions (i.e. conversion to all-way stop control, traffic signal installation or roundabout construction).

Figure 15 - Level of Service Examples



ROADWAY SAFETY ANALYSIS

Roadway safety is a key component of any well-functioning transportation system. Recent crash data (1/1/2010 to 12/31/2012) was obtained from MDT to determine if there are any locations in the study area that exhibit crash patterns which indicate potential safety issues.

According to the MDT crash data, 113 crashes were reported in the study area during the analysis period. Of the reported crashes, 89 occurred within Shelby city limits. A breakdown of crashes by relation to Shelby city limits and by crash severity can be seen in **Table 9**.

Table 9 - Crash Data Summary

Location	Total Crashes	PDO Crashes*	Non-Incapacitating Injury Crashes	Incapacitating Injury Crashes**	Fatal Crashes
Shelby City Limits	89	73	13	3	0
Outside Shelby	24	14	10	0	0
Study Area	**113**	**87**	**23**	**3**	**0**

*PDO = Property damage only

**Incapacitating injury = Any injury, other than a fatal injury, which prevents the injured person from walking, driving or normally continuing the activities the person was capable of performing before the injury occurred.

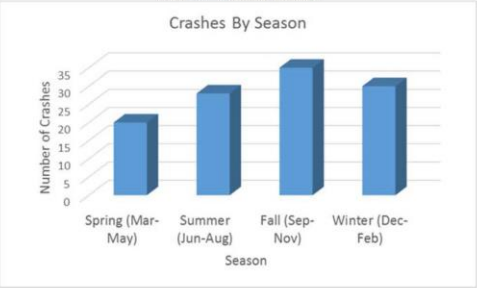
Approximately 23% of all crashes in the study area resulted in injuries, which is nearly equal to the Montana state average of 24% (from MDT). No fatal crashes were reported in the study area.

Winter-Related Crashes

Crashes were broken down by month and season (see **Figure 16** and **Figure 17**) to see if crash frequency increases during times associated with snow and ice. The month with the highest number of reported crashes is November and the season with the highest number of reported crashes is fall (September through November). More crashes were reported during the winter months than during the spring and summer months, indicating that difficult driving conditions due to snow and ice could be resulting in more crashes during these times of the year.

Figure 16 – Crashes by Month

Figure 17 – Crashes by Season



Intersection Crashes and Roadway Segment Crashes

Crashes at or related to intersections were analyzed separately from crashes occurring on roadway segments between intersections. Crash data is typically analyzed in this manner since intersection crashes and segment crashes have different causes and characteristics. A breakdown of crashes by relation to intersections can be seen in the **Table 10**.

Table 10 - Intersection Crash Summary

Location	Intersection Crashes*	Intersection Injury Crashes**	Segment Crashes	Segment Injury Crashes	Total Crashes	Total Injury Crashes
Shelby City Limits	41	11	49	5	90	16
Outside Shelby	0	0	23	10	23	10
Study Area	**41**	**11**	**72**	**15**	**113**	**26**

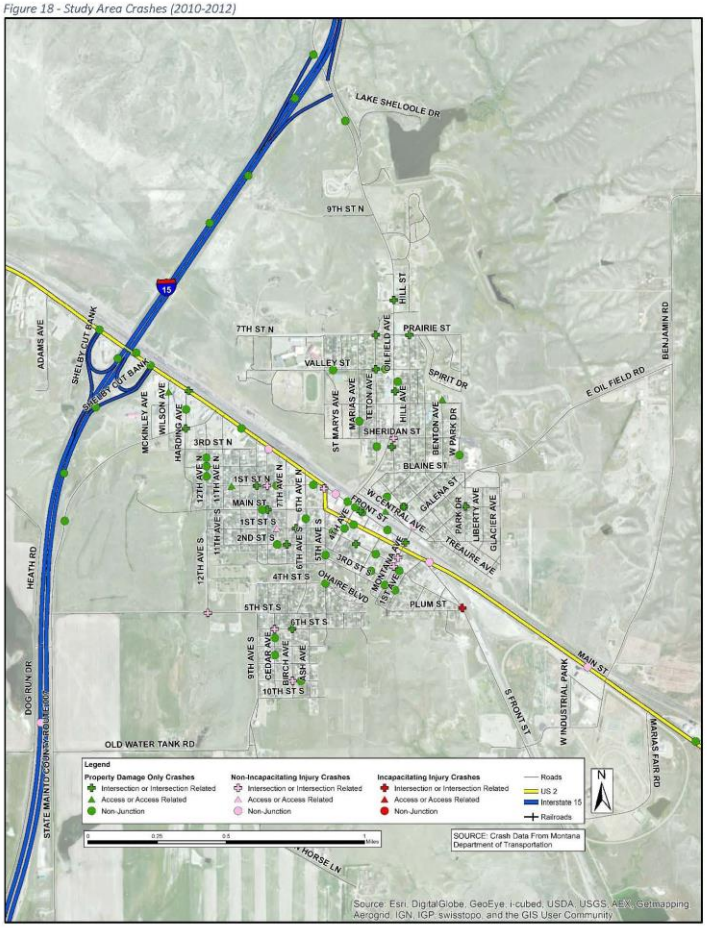
*Includes crashes at driveways

**All types of injury crashes

Intersection crashes make up 36% of total crashes in the study area. Across Montana, 34% of crashes occur at intersections (MDT). Of all injury crashes, 42% occurred at intersections. Nationwide, 51% of all injury crashes occur at intersections (NHTSA).

Crashes reported throughout the study period in Shelby can be seen in **Figure 18.**

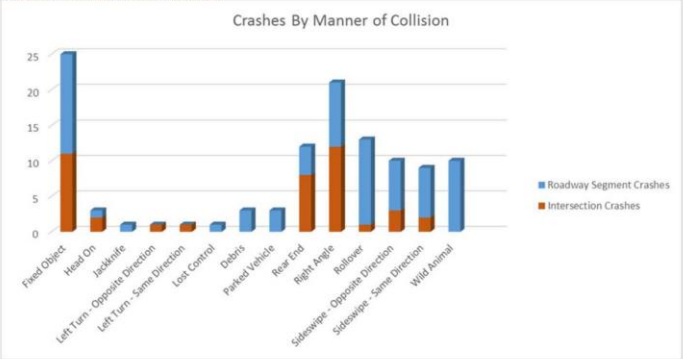
Figure 18 - Study Area Crashes (2010-2012)



Crashes by Manner of Collision

Crash data was broken down by manner of collision to determine if any crash types are disproportionately represented. **Figure 19** shows the number of crashes by each collision type for both intersection crashes and roadway segment crashes.

Figure 19- Crashes by Manner of Collision



The most prevalent crash types in the study area are fixed object crashes and right angle crashes. Fixed object crashes make up 22% of all crashes, which is above the Montana state average of 13%. Right angle crashes make up 19% of all crashes, which is slightly below the national average of 23%.

The number of fixed object crashes could potentially be reduced by ensuring that roadside object placement adheres to AASHTO clear zone guidelines. Right angle collisions at intersections could be reduced by ensuring that sight lines between vehicles are clear of obstructions by following sight distance guidelines from the AASHTO *Policy on Geometric Design of Highways and Streets* (Green Book).

Intersection Crashes

Only two intersections in the study area experienced more than one crash over the three year analysis period. These intersections are:

- Cedar Avenue and 6th Street South
  - 2 right angle crashes – 1 property damage only (PDO) crash, 1 non-incapacitating injury crash
  - 1 fixed object crash – PDO crash
- Birch Avenue and 9th Street South
  - One sideswipe – non-incapacitating injury crash
  - One fixed object – PDO crash

Roadway Segment Crashes

Roadway segment crashes were separated into two classifications, interstate crashes and non-interstate crashes.

Interstate Roadway Segment Crashes

15 roadway segment crashes were reported on Interstate 15 during the analysis period. This equates to 0.49 crashes per million vehicle miles traveled (MVMT), which is well below the Montana state average, which varied between 1.90 and 2.26 crashes per MVMT between 2000 and 2009 (from *Montana Traffic Safety Problem Identification*, FFY2011).

Non-Interstate Roadway Segment Crashes

Only one roadway segment was observed to have experienced more than one crash over the analysis period. This is the segment of Front Street between 5th Avenue and the viaduct, where two crashes were reported. Both crashes occurred on slippery roadway surfaces during the winter.

Safety Countermeasures

Based on crash data analysis, no safety deficiencies were identified at any location in the study area. However, specific safety countermeasures can be applied to reduce the number and severity of crashes if potential safety issues arise. Intersection improvements such as traffic control revisions, the provision of dedicated turn lanes and the removal or relocation of potential sight obstructions can reduce the number of intersection crashes. If rural roadway segments begin to exhibit disproportionate numbers of roadway departure crashes, the provision of adequate shoulders and rumble strips could reduce the frequency of such crashes.

While several options are available to mitigate potential safety issues, a review and analysis of crash data at any location of concern is recommended prior to the implementation of any safety countermeasures.

BICYCLE AND PEDESTRIAN FACILITIES

Well-planned and maintained bicycle and pedestrian facilities can improve the quality of life by providing transportation options and recreational opportunities for residents. Increased walking and bicycling has health and environmental benefits and also has the potential to reduce roadway congestion. Communities where pedestrian and bicycle activity is common are generally viewed as safe and inviting places that people would like to live. Communities that have emphasized bicycle and pedestrian system improvements have experienced economic growth, especially when commercial areas are well served by pedestrian and bicycle facilities.

Enhancing travelers' ability to walk or bike involves not only providing the infrastructure but also linking urban design, streetscapes and land use to encourage walking and biking. The 5 E's model should also be used when promoting increased bicycle and pedestrian activity. The 5 E's model includes Engineering, Education, Encouragement, Enforcement and Evaluation. This study primarily focuses on the Engineering aspect.

Existing Bicycle Facilities

Dedicated bicycle facilities are located on the proposed Roadrunner Recreational Trail, which can be seen in **Figure 22.** The Roadrunner trail has a combination of bicycle lanes and shared use paths. There are currently some gaps in the proposed trail, primarily on Main Street, Galena Street and on the Viaduct, which can be seen in **Figure 22.**

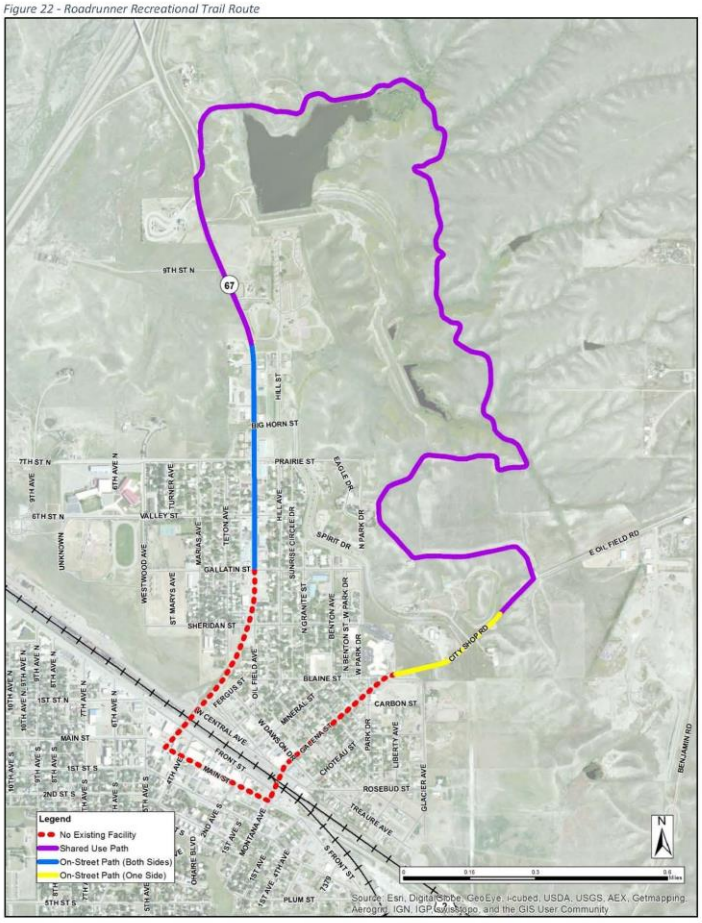
Figure 20 - Shared Use Path on Roadrunner Trail

Figure 21 - Wide Parking Lanes on Main Street

Current bicycle facility gaps on Main Street and Galena Street could be filled in by providing on street bicycle facilities (bike lanes or shared lanes) via pavement marking revisions. For example, the parking lanes on Main Street (See **Figure 21**) could be narrowed to provide bicycle lanes in each direction.

The addition of an eastbound bicycle facility could be considered on City Shop Road. Since this is only a 0.25 mile section of roadway, the addition of eastbound shared lane markings could be considered since sufficient roadway width is not available for the provision of a dedicated bicycle lane. The existing bicycle facility gap on the Viaduct cannot be filled in unless the Viaduct is reconstructed with a wider deck width.

Figure 22 - Roadrunner Recreational Trail Route



Existing Pedestrian Facilities

Sidewalks are located on one or both sides of the street in many areas of Shelby. However, there are gaps in sidewalk continuity at several locations. A sidewalk inventory indicated that sidewalks are present one or both sides of the roadway along approximately 59% of roadways in Shelby and there are no sidewalks along approximately 41% of roadways (see **Table 11**). A map showing existing sidewalks in Shelby can be seen in **Figure 26**. Sidewalk gaps can present challenges to pedestrians, especially those with disabilities. Sidewalk discontinuity can also present safety issues since pedestrians may have to walk in the street where there are no sidewalks. Consideration should be given to filling in sidewalk continuity gaps to improve network connectivity for pedestrians.

Table 11 - Sidewalk Presence along Roadways in Shelby

Sidewalk Presence	Approximate Percentage of Roadway Network
Both Sides of Roadway	21%
One Side of Roadway	38%
None	41%

Wide sidewalks are present downtown along Main Street, which is desirable since wide sidewalks create an inviting walking environment in the area of Shelby which experiences the most pedestrian traffic.

Crosswalks are located at various pedestrian crossings throughout Shelby, primarily in the downtown area and near schools. Crosswalks can improve crossing conditions by notifying both pedestrians and drivers of pedestrian crossing locations; however careful consideration must be given to the selection of locations where new crosswalks are installed. Poorly located crosswalks can actually reduce pedestrian safety by giving pedestrians a false sense of security when crossing a roadway.

Sidewalk Design Standards

The Shelby City Code stipulates that newly constructed sidewalks shall be a minimum of 8 feet wide in commercial districts and 5 feet wide in all other districts. It is also stipulated that sidewalks shall be installed within 180 days of the substantial completion of any new dwelling unit.

ADA Considerations

All pedestrian facilities should conform to ADA accessibility standards, however it is not uncommon for deficiencies to exist in most communities.

Sidewalk Widths

Sidewalks in Shelby generally meet ADA width requirements (4 feet minimum, 5 feet preferred), however there are some locations with existing widths that do not meet these standards. Sidewalks that do not currently meet ADA width standards should be widened when possible to improve network connectivity and accessibility to those with disabilities.

A critical location where sidewalk width standards are not met is the Viaduct (see **Figure 23**), however adequate sidewalk widths cannot be provided unless the Viaduct is replaced. This is a critical pedestrian facility deficiency since the Viaduct is one of two locations where vehicles and pedestrians can cross the railroad tracks. During a field review, multiple instances of pedestrians and bicyclists conflicting on the narrow sidewalks were observed, which resulted in one user being forced off the sidewalk into the street. It would currently be impossible for two wheelchair or scooter users to pass each other.

Figure 23 - Narrow Sidewalks on Viaduct

Curb Ramps

Curb ramps are provided for many pedestrian crossings in Shelby, however there are several locations where curb ramps are not present (see **Figure 24**). The absence of curb ramps can make such crossings difficult or impossible for wheelchair or scooter users to traverse and can also present difficulties to vision impaired pedestrians. Curb ramp improvements can be completed as part of larger scale improvements or can also be programmed on their own based on available funding.

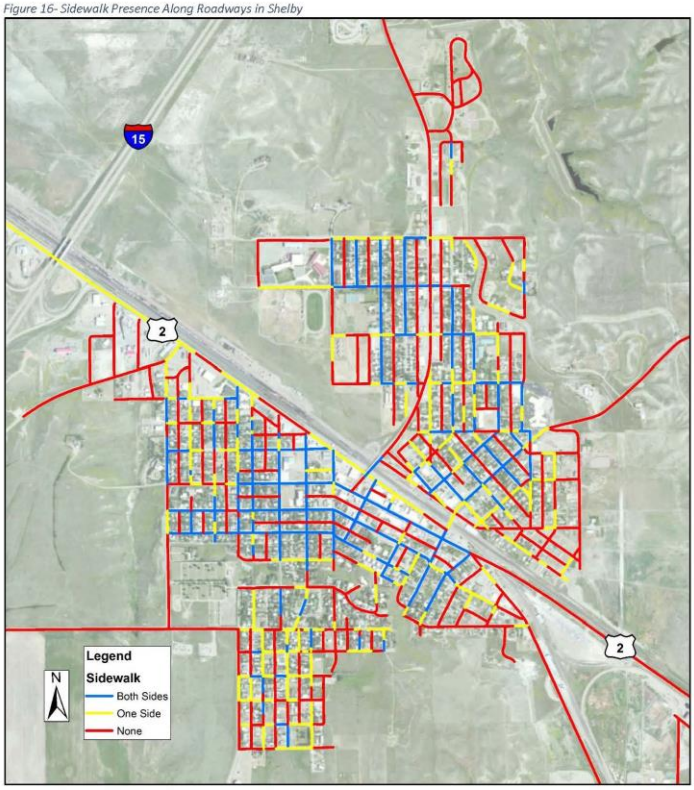
Figure 24 - Missing Curb Ramps

Figure 25 - Deteriorated Sidewalk

Deteriorated Sidewalks

Sections of deteriorated sidewalks (see **Figure 25**) were also identified. Deteriorated sidewalks can be difficult for wheelchair users and vision impaired pedestrians to traverse. Badly deteriorated sidewalks should be repaired or replaced to ensure they can be used by all pedestrians.

Figure 16- Sidewalk Presence Along Roadways in Shelby



RAIL

The railroad has always been an important part of life in Shelby. Both passenger and freight trains travel through and make stops in Shelby on a daily basis. According to Federal Rail Administration (FRA) data, approximately 40 trains travel through Shelby every day.

Ensuring that the railroad and other travel modes can operate in harmony is important for the economic vitality and quality of life in Shelby.

The existing railroad facilities in Shelby can be seen in **Figure 28.**

Figure 27- Railroad Tracks Near Downtown Shelby

Passenger Rail

An Amtrak passenger rail station is located near downtown Shelby. Shelby is served by Amtrak's Empire Builder Line which runs from Seattle to Chicago. In 2012, the Shelby station had 15,501 combined passengers getting on and off of trains, which was the second highest total in the state of Montana.

Freight Rail

BNSF's Hi Line and Great Falls Subdivisions intersect in Shelby. The BNSF Intermodal Facility is located southeast of the Interstate 15/US 2 interchange and currently processes approximately 1,000 revenue lifts per year. The Shelby Industrial Park in the southeast part of Shelby is served by a railroad loop that connects to the Great Falls subdivision tracks.

Proposed Port of Northern Montana Multimodal Hub Center

The state of Montana has been awarded a $10 million grant for the development of the Port of Northern Montana Multimodal Hub Center. The Multimodal Hub Center will be an inland port that would replace the existing BNSF Intermodal Facility. The proposed Multimodal Hub Center is located just southeast of Shelby City Limits and would be capable of effectively shipping and receiving containerized international cargo from intermodal unit trains.

The proposed Multimodal Hub Center would alleviate limitations faced by the existing Intermodal Faciliy. The current facility is not large enough to efficiently accommodate large modern unit trains. Trains must be moved and split into multiple sections to load and unload. Inefficiencies in loading and unloading cargo at the existing facility causes delays to freight trains which can result economic impacts. Passenger trains experience delays when the intermodal facility is required to have trains on the mainline while loading and unloading, with average delays of 20 minutes during such events. Delays are also experienced by automobiles, bicyclists and pedestrians when at-grade crossings are blocked by trains that have to be split up to be accommodated at the existing facility.

Figure 28 - Existing Railroad Facilities

At Grade Railroad Crossings

There are six at-grade railroad crossings in the study area. The existing warning devices at each at-grade crossing can be seen in **Table 12.**

Table 12- Existing Grade Crossing Warning Devices

Crossing Roadway	Warning Devices
Main Street	Flashing Lights
Montana Avenue	Gates and Flashing Lights
Industrial Park Road (South End)	Crossbuck Only
Industrial Park Road (North End)	None
Marias Fair Road	Crossbuck Only
Benjamin Road	Gates and Flashing Lights

A review of guidelines in the FHWA *Railroad-Highway Grade Crossing Handbook* indicates that the existing warning devices at each crossing are sufficient. Additional measures would however need to be taken if the implementation of a railroad quiet zone is desired. Trains would not be permitted to sound their horns while passing through Shelby if a quiet zone was implemented. Shelby does not currently have a railroad quiet zone.

Figure 29 - Examples of Grade Crossing Warning Devices

Crossbuck Flashing Lights Flashing Lights and Gates

The at-grade crossing on Montana Avenue north of Front Street has been identified as an issue by local staff. Multiple instances of trains being stopped at the crossing were observed, with some blockages lasting up to 20 minutes. Vehicle queues were observed to spill back across Front Street when the gates were down, which impacts traffic flow, especially for trucks. Improved freight train loading and unloading efficiency associated with the completion of the proposed Multimodal Hub Center should reduce the number of events where trains block the crossing for extended periods of time.

CHAPTER X *IMPLEMENTATION STRATEGY*
(76-1-601 (2) (f) M.C.A.

The Shelby Growth Policy is required by state statute to include an implementation strategy that includes the following:

(i) a timetable for implementing the growth policy:

Since the City of Shelby has an adopted Growth Policy, the Growth Policy will be revised by including the elements required by the growth policy statute as information becomes available.

(ii) a list of conditions that will lead to a revision of the growth policy. The following conditions will lead to a revision of the growth policy:

a) mandates dictated by changes in state laws.
b) a population of 5,000 as determined by the official census of the United States.
c) the relocation of a major employer to Shelby that has 100 or more employees.

(iii) a timetable for reviewing the growth policy at least once every 5 years and revising the policy if necessary.

The Shelby Growth Policy will be reviewed by the Shelby City-County Planning Board at their annual meeting each year. At that meeting, the Planning Director or the mayor will present any recommendations for revisions to the growth policy.

IMPLEMENTATION RESOURCES

The Shelby Growth Policy sets the goals and objectives of the community. This section provides a list of financial, statutory and program resources, which are available to local governments and community organizations, as they strive to undertake activities in support of realizing their vision for the future.

CAPITAL IMPROVEMENTS FINANCING

Local Mechanisms for Debt Financing

Municipalities can make use of various kinds of debt financing to meet their infrastructure needs. These include general obligation bonds, special improvement district bonds and revenue bonds. Debt financing enables local governments to finance major infrastructure projects using future revenue from special assessments, user fees, and other forms of revenue. The city incurs various administrative costs in conjunction with issuing bonds. These costs include the retention of legal counsel and financial consultants, the establishment of reserve funds and the preparation of the prospectus and various required documents. These bonds provide tax-free interest earnings to purchasers and are therefore subject to detailed scrutiny under both state and federal law. The citations in the Montana Code Annotated (MCA) are listed below, for each type of bond described.

General Obligation Bonds 7-7-4201, MCA allows municipalities to issue general obligation bonds (GO Bonds). GO bonds are backed by the full faith and credit of the city or town and must be approved by the voters in an election and are typically payable from ad valorem taxes (taxes based on the value of property) and are expressed in mills.

Revenue Bonds
Under 7-7-4401, MCA, a city or town may issue revenue bonds to finance any project or activity authorized. Revenue bonds are retired through the payment of earnings including user fees incurred by a public enterprise. Revenue bonds have no claim on the city's taxable resources, unless specified (through a special guarantee, for example). Bonds may be issued in the form of general obligation bonds, revenue bonds or a combination.

Special District Financing
Cities may use the creation of special districts to pay for a variety of costs.

Special Improvement Districts
Section 7-12-4102, MCA authorizes the creation of special improvement districts (SID's). The city or town council has the power to create SID's designating them by number. The property owners in the proposed district can also initiate the creation of a SID. Although not required, property owners within the proposed district will often submit a petition to the City or Town Council requesting that the district be created.

Before any formal action is taken, cost estimates are prepared and include a range of costs, which might be anticipated in association with undertaking the proposed construction or maintenance. Once the project has been defined and cost estimates prepared, the Council passes a, "Resolution of Intent" to create the district. The resolution informs the property owners of the size of the district, the nature of the improvements, the project engineer, cost estimates method of assessment and duration. The affected property owners are given due notice of the intent to create the district and opportunity to protest.

If less than 50 percent of those property owners protest, the municipality may proceed with the creation of the SID. Cities may use SID's to finance a number of improvements including:

- to protect the safety of the public from open ditches carrying water;
- to purchase or build municipal swimming pools and other recreational facilities:
- to grade, pave and undertake other street improvements;
- to acquire, construct, or reconstruct sidewalks, crosswalks, culverts, bridges, gutters, curbs, steps, parking and planting;
- to acquire, construct, or reconstruct sewers, ditches, drains, conduits and channels, for sanitary and/or drainage purposes, with outlets, cesspools, manholes, catch basins, flush tanks, septic tanks, connecting sewers, ditches, drains, conduits, channels and other appurtenances;
- to acquire, construct, or reconstruct waterworks, water mains and extensions of water mains, pipes hydrants, hose connections for irrigating purposes; and for a variety of other infrastructure improvements.

The city governing body may order and create special improvement districts covering projects abutting the city limits and include properties outside the city where the special improvement district abuts and benefits that property. Property owners within the proposed district boundaries outside the city may not be included in the SID if 40% of those property owners protest the creation of the SID.

Lighting Special Improvement Districts
Under 7-12-4301, MCA, the governing body of any city or town is authorized to create special lighting district on any street or streets or public highway for the purpose of lighting them, assess costs and collect costs by special assessment against the property.

Park Maintenance Districts
Under the provisions outlined in Section 7-12-4001, MCA a city or town, upon petition of 10% or more of the qualified electors of a proposed park maintenance district, or upon a resolution of intent adopted by the governing body, may submit to the electors of the proposed district the creation of a park maintenance district. The district may be created for the purposes of, but not limited to:

- moving,
- irrigation,
- turf repair,
- recreation facilities
- equipment maintenance,
- tree trimming,
- tree replacement,
- tree removal
- the removal of other debris.

Other Local Mechanisms

Capital Improvement Fund
Under Section 7-6-4134, MCA, a municipal government may establish a capital improvement fund in an amount not to exceed 10% allowed under Section 7-6-4452 MCA, which enables the levying of up to 65 mills for general purposes. Funds may be used for the replacement, improvement, and acquisition of property, facilities, or equipment, if a capital improvement program has been formally adopted by resolution of the city or town governing body.

Sewer and Water Depreciation Schedules
Municipal governments are authorized to incorporate replacement and depreciation into water and sewer user fees under Section 7-13-4307, MCA.

Resort Tax - In order to rectify the inequities experienced by Montana resort communities, which must provide services not only for seasonal tourists but also for residents, the 1985 Montana Legislature passed the local option resort tax. (Section 7-6-4461 through Section 7-6-4469, MCA). Communities wishing to take advantage of the Resort Tax must meet the following criteria:

- the population of the incorporated community is less than 5,500;
- the area derives the primary portion of its economic well-being related to current employment from businesses catering to the recreational and personal needs of persons traveling to or through the area for purposes not related to their income production, and demonstrated by an economic analysis of the proposed area using

specific methodology that analyzes income, property income, government transfer payments and employment data.

- the area had been designated by the Montana Department of Commerce as a resort area (The Department of Commerce does not conduct the required economic analysis. The candidate area is responsible for securing the professional analysis).

The local electorate imposes, amends or repeals the resort tax. The rate may not exceed 3% and taxes collected may be used for any local government activity, undertaking or administrative service, including the costs resulting from the imposition of the tax. Bonds may be issued; the debt to be serviced by resort tax receipts.

Contact: Montana Department of Commerce, Helena (406) 841-2770.

State and Federal Mechanisms

Treasure State Endowment Program (TSEP)

This is a state-funded program, administered by the Montana Department of Commerce (MDOC). It is designed to assist communities in financing capital improvements to public facilities including drinking water systems, wastewater treatment facilities, sanitary or storm sewer systems, solid waste disposal and separation systems and bridges and is authorized under Section 90-6-701 through 710, MCA. Funds are derived from the Montana coal severance tax and made available to local governments as matching grants, loans and grant/loan combinations. TSEP can also make deferred loans to local governments for preliminary engineering study costs. However, the local government must repay the loan whether or not they succeed in obtaining financing for the construction phase of the project. Funds may not be used for annual operation and maintenance; the purchase of non-permanent furnishings; for refinancing existing debt, except when required in conjunction with the financing of a new TSEP project; or costs incurred prior to the grant award.

Generally, grant awards cannot exceed $750,000 and the municipality must provide at least a 50 percent match, which can include other grant funds. One of the most critical issues that a municipality must address is the ability to commit other funding sources to the project. TSEP grant funds are intended to keep projects reasonably affordable. As stated above, there are a number of ways in which local governments can provide matching funds for projects. In addition to local sources, municipalities should evaluate other potential outside grant and loan sources. A thorough analysis of the feasibility of using these various funding mechanisms is a critical component in developing a proposal to TSEP and to other grant programs as well. Applications are evaluated based upon the applicant's ability to borrow funds or otherwise finance the project without the use of TSEP funds.

Eligible applicants include incorporated cities and towns, counties, consolidated governments and municipality or multi-county water, sewer, or solid waste districts.

Municipalities may form partnerships with other eligible applicants to provide the most appropriate and cost effective solution. Such partnerships would be particularly useful for bridge projects, which often involve a number of jurisdictions.

Project proposals are submitted to the MDOC every two years. Applications are due in May in the year proceeding the legislative year. MDOC staff reviews the proposals in a two step process. The first step ranks project applications based on program criteria. In the second stage of review, applications are evaluated based upon the applicant's ability to borrow funds or otherwise finance the project without the use of TSEP funds. This evaluation is based on the premise that applicants should receive grant funds only to the extent that they cannot afford to finance their projects without TSEP funds.

It is clear that the municipality should evaluate the feasibility of using all other available funding sources as a preliminary step to seeking TSEP funding. The Governor reviews the information prepared by the MDOC staff and submits recommendations to the Legislature, which makes the final decision on funding awards.

Contact: TSEP staff in Helena (406) 841-2770 or write to the Treasure State Endowment Program, Montana Department of Commerce, P.O. Box 200501, 1424 Ninth Avenue, Helena, MT 59620-0501.

Montana State Revolving Loan Fund (SRF)

The SRF provides loans for water pollution control systems, wastewater systems and non-point source control projects. Eligible applicants include counties, municipalities, other legally authorized public bodies, water/sewer districts and authorized tribal organizations. Planning funds are also available.

Funds are made available in the form of loans for 100% of project costs. There is no local matching requirement. Loans must be repaid over a period of 20 years or less.

Applications may be submitted at any time in a continuous cycle.

Contact: The Montana Department of Environmental Quality, Helena (406) 444-2544.

Renewable Resources Grant and Loan Program

This program provides loans and grants for water and wastewater projects including feasibility, construction, and rehabilitation; and for other renewable resource related projects. Eligible applicants include local governments, water and sewer districts, irrigation districts, conservation districts, school districts, state agencies and private entities.

Up to $100,000 is available for grants and up to $200,000 for grant/loan combinations. Loans are limited by the ability of the borrower to repay. No local match is required, but local-matching funds can improve a project's ranking.

Applications are due on May 15 on even numbered years.

Contact: Montana Department of Natural Resources in Helena, (406) 444-2074.

Water and Waste Water Disposal Loans and Grants

(U.S. Rural Economic and Community Development Agency)

This program provides grants and loans for the construction, repair and expansion of water and wastewater systems.

Projects may receive up to 75% of total project costs in grants and no maximum for loans. Applications may be submitted any time in a continuous cycle.

Contact: USDA-Rural Development in Great Falls, (406) 727-7580.

The Montana Intercap Program

The Montana Intercap programs are administered by the Montana Board of Investments and provide loans to local governments for a variety of public projects. The program provides loans at a variable rate plus a one percent loan origination fee on loans over one year and for a term of five or ten years depending on the borrower's legal authority. Short-term loans of less than a year are also available. Interest and principal payments are due biannually (February 15 and August 15 of each year). Loans may be pre-paid without penalty with a 30 day notice. Types of financing include installment purchase loans, general fund loans, general obligation bonds, and revenue bonds. Gas tax revenues may not be used to service debt. Intercap funds may be used in association with other grant and loan programs as well as local sources.

Intercap loans can also be used to cover preliminary engineering costs. Preliminary engineering studies are those, which are conducted by a professional consulting, engineer. Funds may not be used for studies conducted by municipality personnel. Many funding programs require preliminary engineering studies for funding applications. Intercap loan funds can offer a municipality a reasonable alternative for financing these engineering studies.

Monies are continuously available and applications are accepted at any time.

Contact: The Montana Board of Investments at (406) 444-0001 or in writing at 555 Fuller Avenue, Helena, MT 59620.

Public Facilities Community Development Block Grants - Montana Department of Commerce

Montana's Community Development Block Grant (CDBG) Program is a federally-funded competitive grant program designed to help communities of less than 50,000, and is aimed at benefiting low and moderate income persons. Grants are administered by the Montana Department of Commerce (MDOC) and awarded in three categories including economic development, housing and community revitalization, and public facilities.

CDBG grant awards for public facilities projects may not exceed $450,000 and are most often used in combination with other federal, state or local funds to make public improvements. The program requires that applicants provide at least 25 percent local match.

Eligible applicants are limited to general-purpose local governments, cities and towns with less than 50,000 people, and counties. Municipalities may apply for a project, which will include activities within the jurisdiction of an incorporated city or town if the proposed activity will benefit all municipality residents.

Each CDBG project proposal must demonstrate that at least 51 percent of the project's principal beneficiaries will be low and moderate-income persons.

Applications for public facilities funding are submitted to the MDOC in February of each year.

Information regarding applications and application deadlines is available by contacting the Department (see below). Applicants should initially review potential projects with the MDOC staff to determine their eligibility under program guidelines. Proposed projects must be selected through a community-wide needs assessment which incorporates a strong public participation component.

Contact: The Community Development office of the Montana Department of Commerce at (406) 841-2770 or write to the Community Development Block Grant Program, Montana Department of Commerce, P.O. Box 200501, 1424 Ninth Avenue, Helena, MT 59620-0501.

Public Works Program - Economic Development Administration

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

Grants are awarded up to a participation level of 80 percent but the average EDA grant covers approximately 50 percent of project costs.

Acceptable sources of match include cash, local general obligation or revenue bonds; Community Development Block Grants, TSEP grants and loans, entitlement funds, Rural Development loans; and other public and private financing, including donations.
Projects must result in private sector job and business development in order to be considered for funding. Eligible applicants under this program include any state, or political subdivision thereof, Indian tribe (and other U.S. political entities), private or public nonprofit organization or association representing any redevelopment area if the project is within and EDA-designated redevelopment area.

Redevelopment areas, other than those designated under the Public Works Impact Program must have a current EDA-approved Overall Economic Development Program (OEDP) in place.

Applications are accepted on an annual-open cycle. The program does not set specific project funding limits.

Contact: Montana Economic Development Representative at (406) 599-9795 or write to the Economic Development Administration, 1244 Speer Blvd, Suite 431, Denver CO 80204, (303) 312-6312 for more specific information.

Federal Emergency Management Agency Funds (FEMA)

In case of emergencies that affect infrastructure, the federal government provides relief through the Federal Emergency Management Agency (FEMA).

FEMA dollars are for unanticipated needs that result from disasters and emergencies and are typically not included in a municipality's financial planning process.

FEMA personnel are dispatched to the site of the disaster and are responsible for addressing all elements of repair or replacement as required. They assess the damage, hire the necessary professional consultants, prepare engineering analyses, bid projects and manage contracts.

Contact the FEMA regional office in Denver, Colorado. Telephone (303) 235-4830. Address: Federal Emergency Management Agency, Denver Federal Center, Building 710, P.O. Box 25267, Denver, CO 80225.

ECONOMIC DEVELOPMENT AND CENTRAL BUSINESS DISTRICT REDEVELOPMENT FINANCING

Local Mechanisms

Business Improvement Districts

Section 7-12-1101, MCA provides for the creation of business improvement districts (BID's). BID's may be established upon receipt of a petition signed by the owners of more than 60% of the area of property proposed in the petition to be included in a district. Once created, a Board of Trustees of no less than five and no more than seven persons, appointed by the local governing body governs a BID. The Board is responsible for setting an annual budget and work plan and developing a method of assessment which may include calculations based on area, lot taxable valuation, and/or square footage options. Costs, which may be covered by a BID, include:

- management and operating personnel.
- special police, maintenance or cleaning personnel.
- landscaping, beautification and maintenance of public areas.
- contracts with the local governing body to maintain, operate, or repair public parking facilities.
- contracts with the local governing body to maintain streets, alleys, malls, bridges, ramps, tunnels, landscaping and other public facilities.
- promotion of private business investment and expansion.
- promotion of business activity including advertising, decorating and events management.

Tax Increment Financing Districts

Under the Montana Urban Renewal Law (Section 7-15-4201, MCA), communities may establish tax increment districts for the purposes of revitalizing blighted neighborhoods, central business districts and infrastructure deficient industrial areas. Tax increment financing simply means that new property tax dollars resulting from increases in the market value of real property may be directed to the area where the real property is located. The base property tax (before any improvements to real property) continues to be distributed to the local government and school districts. However, tax dollars which accrue from increases in property values (from rehabilitation, new construction, etc.) are available for reinvestment. A tax increment program is authorized for 15 years or longer if the tax increment revenue is pledged to the payment of tax increment bonds.

*Note - A municipality must identify the specific geographic area where the program will be implemented.

Funds may be used to finance infrastructure within tax increment areas. In the case of industrial infrastructure district, funds may also be used to connect districts to other resources. Tax increment programs depend on substantial investment in property but can work in rural communities that are experiencing some growth.

The use of tax increment financing is restricted to "municipalities" or incorporated areas including consolidated city-county governments. However, as counties are responsible for all off-system bridges, including those that are located in cities and towns, tax increment financing may offer some local funding for bridge repair or reconstruction if the city or town council, or urban renewal agency, approves the use of tax increment funds for bridge improvements. In addition, if a bridge is historic or offers additional recreational opportunities (e.g. for pedestrian or cyclists), the city might provide tax increment funds for improvements as part of their community revitalization program.

*Note - Tax increment financing revenues may be used to retire tax increment revenue bonds or can be used to finance revitalization projects directly.

State and Federal Mechanisms

Community Development Block Grants for Economic Development

Montana's Community Development Block Grant (CDBG) Program is a federally-funded competitive grant program designed to help communities of less than 50,000, and is aimed at benefiting low and moderate income persons. Grants are administered by the Montana Department of Commerce (MDOC) and awarded in three categories including economic development, housing and community revitalization, and public facilities. Eligible applicants for economic development awards are local governments, which in turn lend funds to for-profit businesses that agree to create jobs for low and moderate-income persons.

The maximum funding for economic development is $450,000 per local government in a program year. Applications are accepted on a continuous basis depending on available funding. The applicant business must prepare a business plan and meet certain thresholds, including providing a 1-to-1 dollar match.

Contact: Montana Department of Commerce, Helena, (406) 841-2770.

HOUSING FINANCING

State and Federal Mechanisms

Montana Department of Commerce Programs

Community Development Block Grants CDBG

Montana's Community Development Block Grant (CDBG) Program is a federally-funded competitive grant program designed to help communities of less than 50,000, and is aimed at benefiting low and moderate income persons. Grants are administered by the Montana Department of Commerce (MDOC) and awarded in three categories:

- economic development,
- housing revitalization
- community revitalization,
- public facilities.

Eligible activities include:

- rehabilitation of substandard housing.
- supporting the construction of new permanent, long-term affordable housing for low and moderate-income families, when a local nonprofit organization sponsors the project.
- acquiring, clearing, or rehabilitating sites or structures for use or for resale for new housing.
- converting existing nonresidential structures for residential use home buyer assistance for low and moderate-income persons.
- demolition of vacant, deteriorated housing units with the intent of making the site available for new housing construction.
- providing site improvements or public facilities to publicly-owned land or land owned by a nonprofit organization to be used or sold for new housing complementary community revitalization activities such as clean up campaign, removal of dilapidated, vacant buildings, improving or constructing sidewalks, streets, street lighting, or neighborhood parks or playgrounds.

CDBG grant awards for housing projects may not exceed $500,000 and have no matching requirements. Eligible applicants are limited to general-purpose local governments - cities and towns with less than 50,000 people and counties. Local governments may apply on behalf of private businesses, private nonprofit corporations or special purpose governmental agencies.

Each CDBG project proposal must demonstrate that at least 51 percent of the project's principal beneficiaries will be low and moderate-income persons.

Program allocations are made annually.

Contact: The Montana CDBG staff, Helena, (406) 841-2840.

Montana Board of Housing (MBOH)

The MBOH administers a number of programs listed below:

Low Income Housing Tax Credit Program

This program provides a tax credit to owners of qualifying rental housing which meets certain low-income occupancy and rent limitation requirements. Eligible applicants include governmental entities, non-profit entities and for profit developers.

Multifamily Risk Sharing Program and the Multifamily General Obligation Program

These programs provide permanent mortgage financing for affordable rental housing which meets certain low-income occupancy and rent limitation requirements. Eligible applicants include governmental entities, non-profit entities and for profit developers.

Single Family Set-A-Side Program

The MBOH has loan prepayments that it can use to purchase FHA insured or VA and RD guaranteed mortgage loans for affordable homes.

Innovative techniques in planning, construction, and building design are encouraged. Eligible applicants include government entities, non-profit entities and for profit developers.

Contact: MBOH, Helena (406) 841-2840.

Montana Home Investment Partnerships Program (HOME)

The HOME program was created by the National Affordable Housing Act of 1990 to expand the supply of decent and affordable housing for low and very-low income Montanan's. Eligible activities include acquisition, new construction, reconstruction, rehabilitation; tenant based rental assistance, homebuyer assistance and transitional housing and Single Room Occupancy units. Eligible applicants include units of local governments and Community Housing Development Organizations.

Contact: Montana Department of Commerce - Home Investment Partnerships Program, Helena, (406) 444-9774.

US Department of Agriculture - Rural Development Programs

Following is a list of Rural Development Housing Programs.

Housing Preservation Grants

Housing Preservation Grants are partnered with Housing Authorities and/or public bodies for the purpose of rehabilitating single or multi-family units, which are, occupied by very low to low income rural persons.

Rural Rental Housing 515 Program

This program provides eligible low and very low-income persons with economically designed and constructed rental facilities suited to their living requirements.

Farm Labor Housing 514 & 516 Program
This program provides loans and grants to finance construction of on and off-site housing for farm laborers and their families.

Section 538 -Guaranteed Rural Rental Housing Program
This program is aimed at those rural residents with low to moderate incomes that are not being served under the 515 program. Eligible applicants include nonprofit corporations, public bodies, and for-profit organizations.

Community Facilities Loan and Grant Programs
These programs assist local governments, nonprofit corporations, and Indian Tribes finance essential facilities such as assisted living centers and group homes.

Contact: USDA Rural Development – Great Falls office, (406) 727-7580.

HERITAGE, RECREATION AND TOURISM DEVELOPMENT FINANCING

Local Mechanisms

Property Tax Abatement Program
In 1989, Montana established a property tax abatement program for the restoration, rehabilitation, and expansion of certified residential and commercial properties listed on the National Register of Historic Places or located in a National Register District. For up to five years following completion of the construction, the property may receive tax abatement up to a total of 100 percent of taxes due to the increased value of the property. The tax abatement is only for mills levied for local government and school districts. Local governments establish their own tax abatement program, MT Dept of Revenue, (406) 444-6900.

Two-mill levy for Museums
Under 7-16-2205, MCA, Montana law permits a county government to levy up to two mills for any museum, facility for the arts or collection of exhibits. Funds can be used for operations, capital improvements, and program development.
Contact: The Montana Arts Council, Helena, (406) 444-6514.

State and Federal Mechanisms

Tourism Infrastructure Investment Program
Travel Montana provides grants to tourism-related non-profit groups for construction and rehabilitation of tourism and recreation attractions and historic sites; purchasing new and/or existing tourism and recreation attractions and historic sites; or artifacts and equipment purchased for a specific tourism project operation. Applications are generally due in October of each year.
Contact: MT Office of Tourism & Business Development, Helena (406) 841-2796.

Resource Indemnity Trust
The Montana Department of Natural Resources makes grants from mining severance taxes to historic preservation projects that emphasize renewable resource management and community development.

Contact: MT Legislative Fiscal Division, (406) 444-4461.

Historic Preservation Programs

Federal Tax Credits for Historic Preservation
The Tax Reform Act of 1986 permits a building owner or long term lessee to elect a 20 percent tax credit on qualified rehabilitation expenditures incurred after January 1, 1987 in connection with a certified rehabilitation. A tax credit provides the property owner with a reduction on his or her federal income tax due. In order to be eligible for the credit, buildings must be used for income producing purposes including industrial, commercial or rental residential uses. The building must be listed individually on the National Register of Historic Places, be a part of a National Register district or be under consideration in a pending nomination.

Contact: The State Historic Preservation Office, Helena, (406) 444-7715.

Certified Local Government Program
The Certified Local Government Program is a partnership program between state and local governments, whereby the State Historic Preservation Office provides preservation and planning assistance. Assistance is in the form of matching funds for local preservation programs.

Contact: The State Historic Preservation Office, Helena, (406) 444-7715.

National Trust for Historic Preservation
The Trust provides funding for historic preservation projects through a variety of loan and grant programs.

Contact: The National Trust for Historic Preservation, Mountain/Plains Regional Office, 910 16th Street, Suite 1100, Denver, CO 80202, (30) 623-1504.

Montana Cultural Trust
A portion of the interest earned in the investment of the coal tax revenue is available for projects in the arts and historic preservation for operations, capital, special projects and endowment development. Applications are reviewed during the summer prior to each Montana Legislative session.

Contact: The Montana Arts Council in Helena at (406) 444-6514 or the Montana Historical Society (406) 444-2694.

Montana Arts Council
Administers grant funds (in conjunction with the National Endowment for the Arts - NEA) for cultural resources planning and to sponsor activities and events. The NEA also supports projects in the field of art and architecture and provides support in the activities of local art agencies.

Contact: The Montana Arts Council in Helena, (406) 444-6514.

Montana Committee for the Humanities
The Montana Committee for the Humanities provides funding for historic and prehistoric surveys, for public forums on a variety of issues, for research, and oral history. The Committee also makes funds available for special speakers and conferences. Program activities must involve a humanist, which often fosters cooperative partnerships between communities and local colleges and universities.

Contact: Humanities Montana, Missoula (406) 243-6022.

Private Foundation Grants
Private foundation grants are available to non-profit organizations and local governments (in some cases) for projects, which advance community cultural, historic and heritage resources. A variety of publications and on-line resources provide information on individual foundation programs.

PLANNING ASSISTANCE

State and Federal Mechanisms

Planning assistance for engineering costs and other consulting fees associated with capital improvements project is available through the capital facilities grants programs mentioned in above. In addition, other types of planning funds are available from a variety of sources including the following entities:

The Economic Development Administration (EDA)
The Economic Development Administration provides funds for technical assistance and planning grants for projects, which result in the creation of new employment. Planning grants usually average about $25,000 and require a small cash match.

Contact: EDA, Region 8, (303) 312-6312.

CDBG - Technical Assistance Matching Grants
Montana Department of Commerce provides planning grants of up to $20,000 for affordable housing, capital improvements planning, growth policies and economic development planning.

Contact: Montana Department of Commerce, Helena, MT (406) 841-2770.

Federal Home Loan Bank of Seattle
Community Lending Services provides planning grants of up to $10,000 for affordable housing, economic development and neighborhood revitalization.

Contact: The Federal Home Loan Bank of Seattle, 1501 Fourth Avenue, Seattle, WA 98101 (206) 340-8737.

CHAPTER XI *CAPITAL IMPROVEMENTS PROGRAM*

Under the provisions outlined in Montana's growth policy statute, 76-1-601 M.C.A. growth policies must include, "a strategy for development, maintenance, and replacement of public infrastructure, including drinking water systems, wastewater treatment facilities, sewer systems, solid waste facilities, fire protection facilities, roads, and bridges." The City of Shelby updates its capital improvements plan on a yearly basis. As a result the capital improvements plan will not be included in this document. This is done so the city will not have to follow the growth policy amendment process each time the capital improvements plan is updated. A copy of the current capital improvements plan is available from the City of Shelby Finance Officer, at the city's office located at 112 1st Street South in Shelby, Montana.

CHAPTER XII *REVIEW CRITERIA*

Under Section 76-3-608 (3) (A) M.C.A.

Under the provisions outlined in Section 76-1-601 (2) (i) MCA, growth policies must include a discussion regarding how governing bodies will define the criteria in Section 76-3-608 (3) (a). The basis upon which the local governing body makes a decision to approve, conditionally approve, or disapprove a subdivision is whether the preliminary plat, environmental assessment, hearing and planning board recommendations or additional information demonstrates that development of the subdivision meets the requirements as set forth in Section 76-3 608, MCA. The statute requires that governing bodies must issue "findings of fact" that weigh the effect on the following criteria:

- Agriculture
- Agricultural Water Facilities
- Local Services Natural Environment
- Wildlife
- Wildlife habitat
- Public Health and Safety

The City of Shelby will evaluate and make decisions regarding proposed subdivisions with respect to the criteria in Section76-3-608 (3) (a).

Subdivision review will include written findings of fact as to whether or not the proposed subdivision will have an impact the six criteria outlined by statute.

Definitions

Section 76-1-601 requires the City of Shelby to include definitions of the criteria outlined in Section 76-3-608(3)(a).

Agriculture.

All aspects of farming, including the cultivation and tillage of the soil.

Dairying

The production, cultivation, growing and harvesting of any agricultural or horticultural commodities, including commodities defined as agricultural commodities in the Federal Agricultural Marketing Act [12 U.S.C. 1141j (g).

The raising of livestock, bees, fur-bearing animals, or poultry

Any practices including forestry or lumbering operations performed by a farmer or on a farm as an incident to or in conjunction with farming operations, including preparation for market or delivery to storage, to market, or to carriers for transportation to market.

Agricultural and food product includes a horticultural, viticultural, dairy, livestock, poultry, bee, other farm or garden product, fish or fishery product and other foods.

Agricultural Water User Facilities.

Those facilities, natural or man-made which provide water for agricultural land as defined in 15-7-202, M.C.A., or which provide water for the production of agricultural products as defined in 15-1-101, M.C.A., including but not limited to canals, ditches, pipes and head gates.

Local Services
Those commonly accepted functions associated with the responsibilities of local governmental entities. Includes any and all services that local government entities are authorized to provide.

Natural Environment
The natural phenomena, land, air flora, fauna and water existing in a given area. The physical conditions which exist within a given geographical area, including land, air, water, minerals, flora, fauna, soils, and objects of historical or aesthetic significance.

Wildlife
Living things that are neither human nor domesticated.

Wildlife Habitat
A place frequented by wildlife or an area where wildlife naturally live or grow.

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

The Shelby City Council and the Board of Toole County Commissioners will exempt subdivisions from the "primary" review criteria described in Section 76-3-608 (3) (a), M.C.A. if all of the following conditions are met:

The subdivision is adjacent to the corporate limits of the City of Shelby;
The proposed subdivision will be served by municipal services from the City of Shelby;
The services will be financed by the developer or a special improvement district is created to finance those services;
The proposed subdivision will be annexed into the City of Shelby prior to filing the final subdivision plat;
The proposed subdivision will be zoned and assigned to a Ward at the time of annexation.
The Shelby City Council will exempt subdivisions from the "primary" review criteria described in Section 76-3-608 (3) (a), M.C.A. if the proposed subdivision is located within the corporate boundaries of the City of Shelby.

PUBLIC HEARINGS ON PROPOSED SUBDIVISIONS
The City of Shelby will conduct all public hearings in accordance with the provisions outlined in the Montana Subdivision and Platting Act, Title 76, Chapter 3 Montana Code Annotated

CHAPTER XIII *CITY – COUNTY COOPERATION*

The Montana Growth Policy Statute (76-1-601, MCA) requires governing bodies include in their growth policies, a statement of how governing bodies will coordinate and cooperate with other jurisdictions on growth policies. On April 2, 1990, Toole County and the City of Shelby entered into an agreement to provide for the purpose of conducting county and community planning and to create a city-county planning board. The City of Shelby will continue to work closely with the Toole County Commission to cooperate and coordinate the local planning and economic development efforts. Unlike most other cities in Montana, growth in Toole County has occurred almost exclusively within the Shelby city limits. With the cooperation of Toole County, the City of Shelby has been very aggressively annexing land and extending city services to land adjacent to the City. This has resulted in the construction of a new 500-bed prison and annexation of the county's fair grounds.

As stated in the original agreement, Toole County and the City of Shelby wish to make the most efficient use of their resources for the purpose of conducting county and community planning.

CHAPTER XIV
TIMETABLE AND REVIEW PROCESS

At least once every five years after adoption, the Shelby City - County Planning Board will review the Growth Policy to determine if revisions are necessary, as required by 76-1-601 (2)(f) MCA. The basis for such determining whether review and/or revision of the Growth Policy is needed will include an assessment of the following issues:

- Changes in the legal framework regarding the Growth Policy or its implementation;
- Significant changes in existing trends and conditions and projected trends;
- Changes in the circumstances upon which the goals and objectives are based;
- Changes in community goals;
- Plausibility and ability of the county to achieve stated goals and policies;
- Completion of implementation strategies;
- Deviation from implementation strategies;
- Public input suggesting the need to make changes; and
- Knowledge of specific and identifiable amendments that would improve the Growth Policy's usefulness, so that it better serves the public.

CHAPTER XV *GROWTH POLICY MAP*