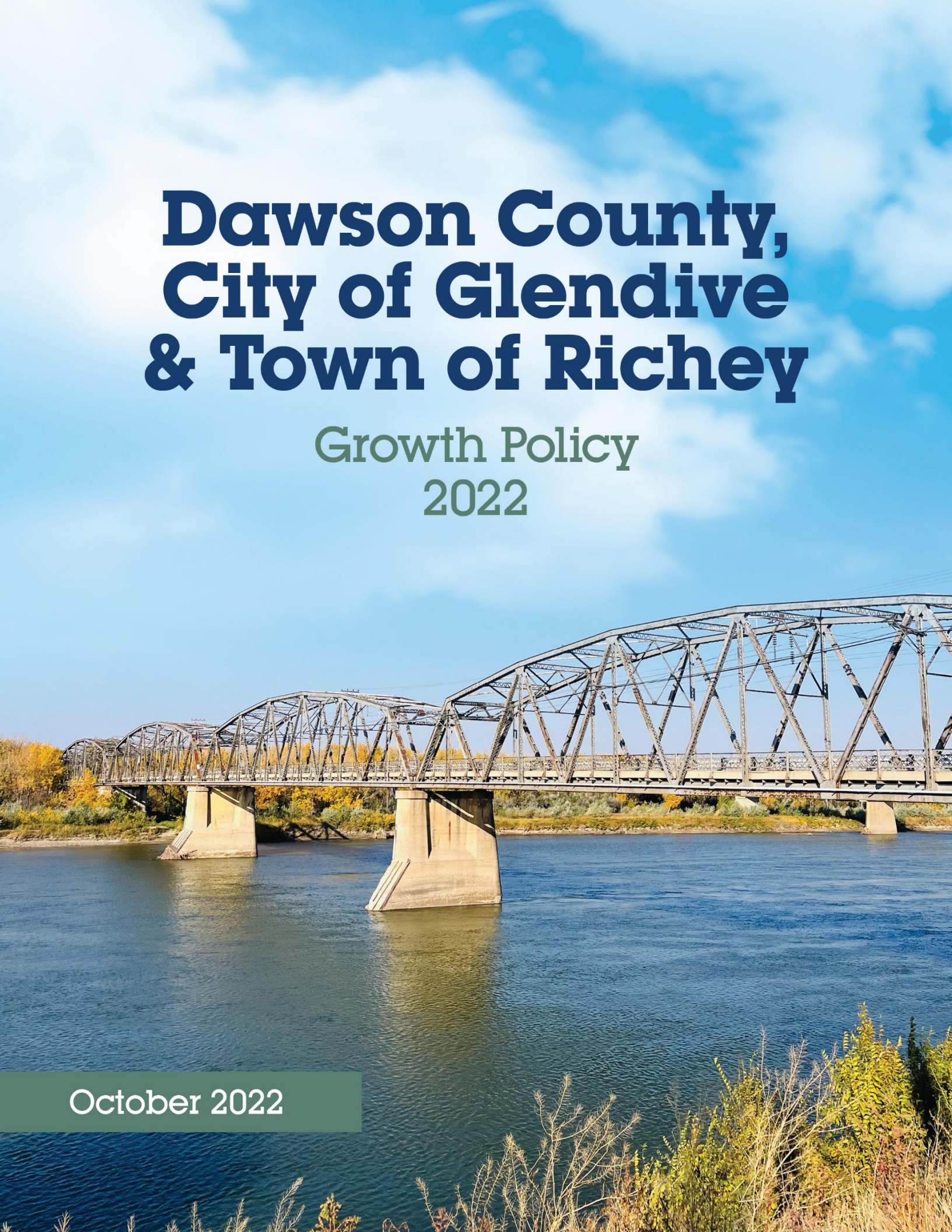


Dawson County, City of Glendive & Town of Richey

**Growth Policy
2022**

October 2022



Acknowledgements

The 2022 Dawson-Glendive-Richey Growth Policy would not be possible without previous efforts from Great West, who produced the 2016 Growth Policy document.

In addition, the 2022 Dawson-Glendive-Richey Growth Policy acknowledges the following staff, agencies, and organizations for their contributions:

Staff

Agencies

Organizations

Table of Contents

Part I: Introduction	1
A. Geographic and Historic Overview	1
B. The 2022 Glendive-Richey-Dawson County Growth Policy.....	3
1. Purpose.....	3
2. Planning Area	4
3. Planning Period	5
4. Process for Growth Policy Update	5
5. Growth Policy Outline.....	6
6. List of Existing Plans, Policies, and Regulations	6
Part II: Existing Conditions and Projected Trends	8
A. Natural and Cultural Resources.....	8
1. Geology and Soils.....	8
2. Sand and Gravel Resources	8
3. Groundwater.....	8
4. Surface Water.....	9
5. Vegetation.....	9
6. Air Quality.....	10
7. Wind	10
8. Wildlife	11
9. Agricultural Lands	12
10. Cultural Resources	12
B. Land Use.....	14
1. Existing Land Use	14
2. Future Land Use	17
C. Population	22
1. Past and Present Population.....	22
2. Future Population.....	22
3. Aging Population	23
D. Housing.....	26
1. Number and Types of Housing Units	26
2. Housing Affordability	28

3.	Housing Availability	29
E.	Economic Development.....	31
1.	Employment.....	32
2.	Income	35
F.	Public Infrastructure	38
1.	Water Systems	38
2.	Wastewater Systems	38
3.	Transportation.....	39
4.	Stormwater Drainage.....	41
5.	Solid Waste.....	41
6.	Utilities	42
7.	Phone/Internet.....	42
G.	Public Services	43
1.	Health Care.....	43
2.	Ambulance.....	43
3.	Fire Protection	43
4.	Law Enforcement	44
5.	Education.....	44
6.	Libraries.....	45
7.	Senior Services.....	46
8.	Parks and Recreation	46
9.	Other Community Organizations	47
	Part III: Goals, Objectives, and Implementation Strategy	49
A.	Wildland-Urban Interface.....	58
B.	Review and Revision of the Growth Policy.....	58
C.	Coordination between Dawson County, the City of Glendive, and Town of Richey.....	59
D.	How subdivisions will be reviewed using the public interest criteria.....	59
E.	Statement of how public hearings regarding proposed subdivisions will be conducted	61
	APPENDICES.....	62

List of Appendices

Appendix A Maps
Appendix B Glendive and Richey CIP Tables
Appendix C Public Input
Appendix D Community Organizations

List of Figures

Figure 1: Steps to Update the Growth Policy.....6
Figure 2: Vegetation Types in Dawson County 10
Figure 3: Age groups in Dawson County 24
Figure 4: Year Structures Built in Dawson County 27
Figure 5: House Heating Fuel in Dawson County..... 27
Figure 6: Year Current Household Moved in to Residence in Dawson County 28
Figure 7: Oil Production by County..... 31
Figure 8: Employment by Industry in Dawson County 33
Figure 9: Employment by Occupation in Dawson County..... 35
Figure 10: Employment by Class of Worker in Dawson County 35
Figure 11: Seven Subdivision Review Criteria..... 61
Figure 12: Public Hearing Format..... 61

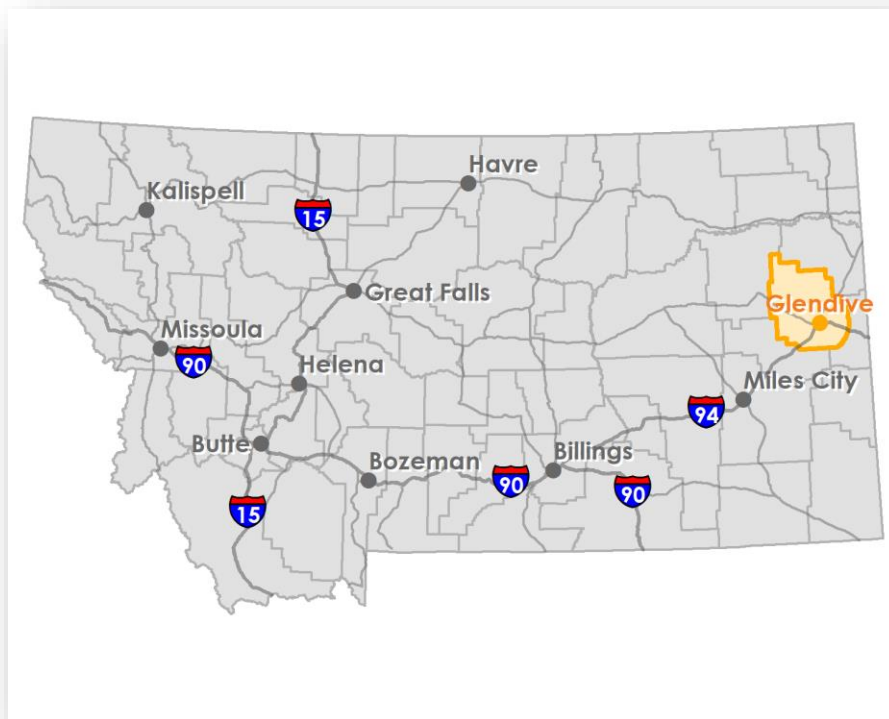
List of Tables

Table 1: Dawson County/City of Glendive Planning Board Members.....3
Table 2: Land use in Glendive, West Glendive Area, and Richey..... 15
Table 3: Dawson County Septic Permits..... 16
Table 4: Historic Population by Decade in Richey, Glendive, Dawson County, and Montana 22
Table 5: Population Estimates for Glendive 23
Table 6: Housing Characteristics in Dawson County, Glendive, and Richey 26
Table 7: Type of Housing Units in Dawson County..... 26
Table 8: Housing Affordability in Dawson County 29
Table 9: Vacant Units in Dawson County, Glendive, and Richey..... 29
Table 10: Top Employers in Dawson County 34
Table 11: Income in Dawson County and Montana..... 36
Table 12: Health Insurance Coverage in Dawson County and Montana..... 36
Table 13: Poverty in Dawson County and Montana..... 36
Table 14: Water Systems in Dawson County 38
Table 15: Wastewater Systems in Dawson County..... 39
Table 16: Public School Fall Enrollment in Dawson County..... 45
Table 17: Glendive and Richey Area Parks Inventory..... 46
Table 18: Implementation Strategy 57

Part I: Introduction

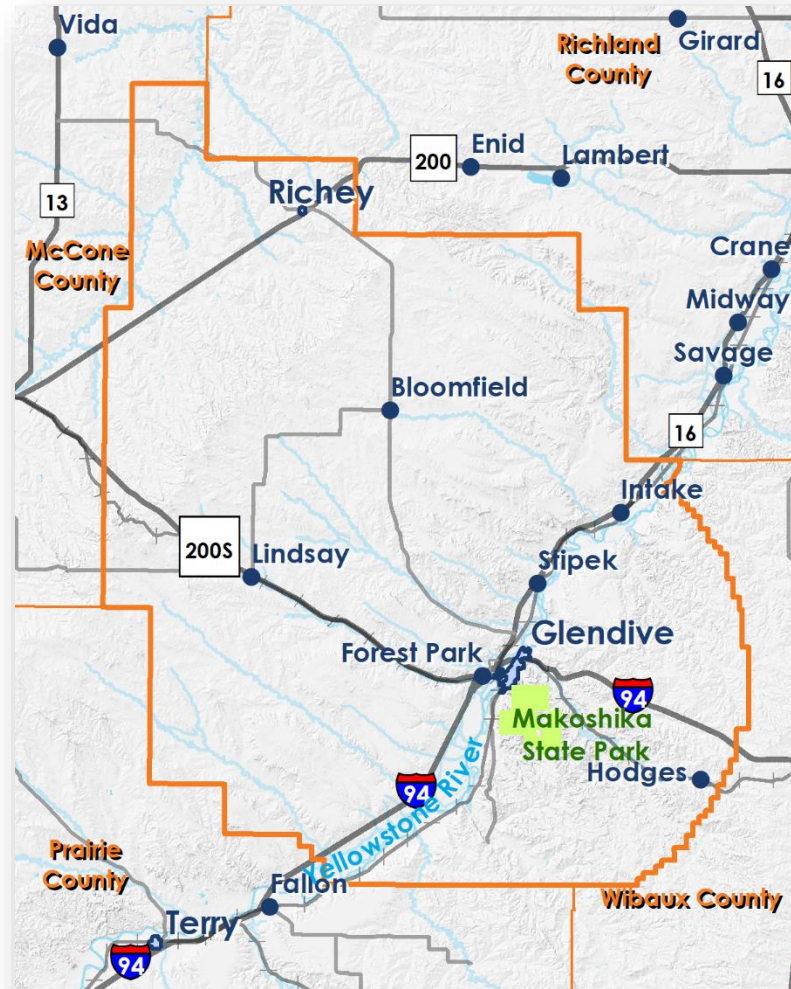
A. Geographic and Historic Overview

Dawson County is located in eastern Montana about 20 miles west of North Dakota (See Map 1). The Yellowstone River flows through the southeastern portion of the County dividing most of the City of Glendive from the unincorporated West Glendive area. Rolling hills and lush grasslands dominate the landscape. Interstate 94 and the Burlington Northern Santa Fe (BNSF) Railroad are major transportation routes traveling through Glendive. Makoshika State Park, the largest State Park in Montana, features badlands and dinosaur fossils, and is located just south of Glendive.



Map 1: Montana Map

The City of Glendive and Town of Richey are the two incorporated areas in Dawson County (See Map 2). Unincorporated communities include West Glendive (Forest Park and Highland Park Subdivisions), Lindsay, and Bloomfield. Stipek and Intake are shown on the maps as places, but have few residents.



Map 2: Dawson County

Historically, the abundant supply of native grasses attracted wild game, such as buffalo, deer, elk, and antelope. Native Americans lived and hunted in the area. In the 1800s, explorers, trappers, and hunters came to what is now Dawson County. The Northern Pacific Railroad, ranching, and farming brought even more people to the area. Dawson County was first formed in 1869 and went through several boundary changes as other Montana counties were created. The City of Glendive was platted in the 1880s, but not incorporated until 1902. The Town of Richey was founded in 1916, but not incorporated until 1949. During the twentieth century the population of Dawson County fluctuated dramatically with the boom and bust cycles of both agriculture and oil activity.

B. The 2022 Glendive-Richey-Dawson County Growth Policy

1. Purpose

The 2022 Dawson County-Glendive-Richey Growth Policy describes the current conditions and trends related to land use, natural resources, public infrastructure, transportation, housing, and economic development; needed projects in the community; and an implementation plan for how the projects can be completed. One responsibility of the Dawson County/City of Glendive Planning Board is to review the growth policy every five years to determine if updates are needed. Board members include:

Table 1: Dawson County/City of Glendive Planning Board Members

Member	Role
Doug Byron	Chair - County Appt
Greg Burbach	Member - County Appt
Dave Hrubes	Member - County Appt
Jim Kutzler	Member - County Appt
Clay Walker, Lindsay	Member - Conservation term
Mike Dryden	Member - City Appt
Gerald Reichert	Member - City Appt
Rita Stortz	Member - City Appt
Terra Burman	Member - City Appt
Troy Holzworth	Richey Member
Jon Senner	Richey member
Denise Alberts	Executive Secretary
Dennis Zander	Commissioner Liaison

The last update to the growth policy was in 2016. Given that recent oil activity in the region has slowed, the growth policy must be updated to reflect new trends. The following points describe the purpose of the 2022 Dawson County-Glendive-Richey Growth Policy:

The 2022 Dawson County-Glendive-Richey Growth Policy meets requirements of State Law. While State Law does not require that a community have a growth policy, it is a standard planning document that provides the basis for policies and regulations. According to Section 76-1-103, Montana Code Annotated (MCA), a growth policy is a “comprehensive development plan, master plan, or comprehensive plan that was adopted pursuant to this chapter before October 1, 1999, or a policy that was adopted pursuant to this chapter on or after October 1, 1999”. Section 76-1-106 authorizes a governing body to request that a planning board prepare a growth policy to “ensure the promotion of public health, safety, morals, convenience, or order or the general welfare and for the sake of efficiency and economy in the process of community development”.

A growth policy is required for zoning regulations. A growth policy is not required for subdivision regulations, but if a growth policy is in place, subdivision regulations must be based on the growth

policy. In addition to zoning and subdivision regulations, Section 76-1-605, MCA, states that the following activities must be guided by the growth policy:

- authorization, construction, alteration, or abandonment of public ways, public places, public structures, or public utilities
- authorization, acceptance, or construction of water mains, sewers, connections, facilities, or utilities

The 2022 Dawson County-Glendive-Richey Growth Policy provides a vision for the future. The purpose of the growth policy is to describe the current conditions in the community, how the conditions are changing, and what the community desires for the future. The growth policy is not a regulatory document, but is meant to guide physical changes on the landscape. This is an opportunity for community members to reflect on the best parts of living in the community and imagine the improvements that will make it an even better place to live.

The 2022 Dawson County-Glendive-Richey Growth Policy organizes important community projects in one place. Agencies, private organizations, non-profit organizations, and volunteer groups are working on ideas and projects to improve Glendive, Richey and Dawson County. The growth policy organizes all of these projects in one place.

The 2022 Dawson County-Glendive-Richey Growth Policy has several goals and objectives related to the revitalization of Downtown Glendive. The City of Glendive is an affiliate member of the Montana Main Street Program. The Montana Main Street Program is administered by the Montana Department of Commerce’s Community Development Division. Several of the goals and objectives in this growth policy address the revitalization of Downtown Glendive.

The 2022 Dawson County-Glendive-Richey Growth Policy makes the community more competitive with grant funding opportunities. Information on existing conditions in Dawson County and its towns and cities will be used to write grant applications. For example, grant applications require statistics on population, income, and natural resources that may be impacted. Having all of this information in one source will make it easier for grant writers to prepare applications.

In addition, growth policies can be used to show community support for a project that is in need of grant funding. Community projects listed in the goals and objectives are those projects that are supported by the public, proven through interviews with community leaders, surveys, and public meetings. For example, a grant application to fund a sidewalk will be much more competitive if the growth policy has a specific goal or objective to construct that sidewalk.

2. Planning Area

The *2022 Glendive-Richey-Dawson County Growth Policy* covers the two incorporated areas (City of Glendive and Town of Richey) and unincorporated areas of Dawson County.



Photograph 1: Aerial view of the City of Glendive

3. Planning Period

The 2022 *Dawson County-Glendive-Richey Growth Policy* covers the planning period from 2022 to 2031, about 10 years. Trends in topics such as population and housing are estimated to 2035. Projects for future improvements are outlined in the implementation schedule included in Part 3. The schedule covers short-term goals (within the next 1 to 2 years), middle-term goals (within the next 5 years), and long-term goals (within the next 10 years).

4. Process for Growth Policy Update

Figure 1 shows the steps to update the Growth Policy. The first step was reviewing existing plans for information on existing conditions, trends, and goals. For example, the Eastern Plains Economic Development Corporation (EPEDC) has a Comprehensive Economic Development Strategy (CEDS) for five counties, including Dawson County. The economic goals in the CEDS, that were developed using local knowledge and public input, are reflected in the 2022 *Glendive–Richey-Dawson County Growth Policy*. Many of the goals in the 2016 *Dawson County/Glendive Growth Policy* are still relevant today, but public input is important to determine if there are any changes to the community’s vision for the future of the City of Glendive, Town of Richey and Dawson County.

The first draft of the Growth Policy was reviewed by City of Glendive, Town of Richey, and Dawson County. Edits from staff were incorporated into a second draft Growth Policy, which was reviewed by the Planning Board.

The draft Growth Policy was then posted on the Dawson County website. A public hearing was scheduled and noticed in the *Ranger Review*. The public hearing was held on January 12, 2023.



Figure 1: Steps to Update the Growth Policy

5. Growth Policy Outline

Part 1 of this document provides an introduction to Dawson County and the City of Glendive and the Town of Richey; an overview of the *2022 Dawson County-Glendive-Richey Growth Policy*; and a list of the official plans and documents available for Dawson County, City of Glendive, and Town of Richey. Part 2 describes the existing conditions in Dawson County and the City of Glendive and Town of Richey, and projected trends to 2035. Part 3 outlines the goals, objectives, and implementation schedule. Part 4 includes the other information that is required by Montana State Law. Maps and sources are in the Appendices.

6. List of Existing Plans, Policies, and Regulations

Growth Policies (previously called comprehensive plans)

- Glendive City Plan, 1952
- Glendive Urban Area Comprehensive Plan, 1971
- 1980 Dawson County Comprehensive Plan (included City of Glendive and Town of Richey)
- Dawson County/Glendive Growth Policy, 2006
- Dawson County/Glendive Growth Policy, 2016

Subdivision Regulations and Land Use Policies

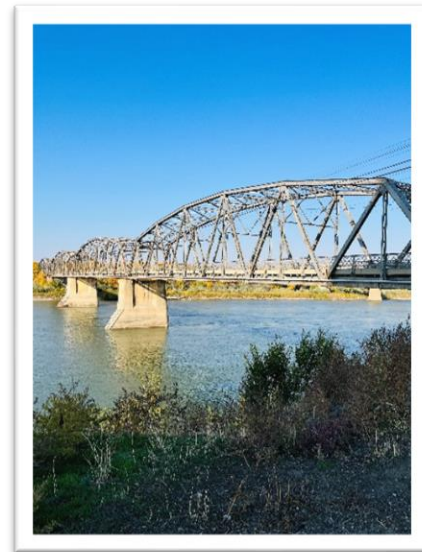
- Dawson County, City of Glendive, and Town of Richey Subdivision Regulations, 2010
- Dawson County, City of Glendive, and Town of Richey Subdivision Regulations, 2017
- City of Glendive Development Procedures, 2014
- City of Glendive Service Plan for Future Annexations, 2012
- City of Glendive Annexation Requirements and Guidelines, 2012

Floodplain Regulations

- Glendive Floodplain Regulations, 2014
- Dawson County Floodplain and Floodway Management Regulations, 1998

Zoning Regulations

- The Zoning Ordinance of the City of Glendive, 2002
- Forest Park Zoning Regulations, 1976
- Highland Park Zoning Regulations, first adopted in 1977; Replaced in 2014; Updated in 2017
- River Road Zoning Regulations, 1981



Infrastructure Plans

- City of Glendive Water Master Plan Update, 2021
- City of Glendive Wastewater Master Plan Update, 2021
- Town of Richey Preliminary Engineering Report, Water System Improvements – Phase 2, 2022
- City of Glendive Preliminary Engineering Report, Wastewater System Improvements, 2012
- Dawson County – West Glendive Preliminary Engineering Report, Wastewater System Improvements, 2012
- City of Glendive and Town of Richey Capital Improvements Plans

Economic Plans

- Comprehensive Economic Development Strategy, 2022-2027, Eastern Plains Economic Development Corporation
- Comprehensive Economic Development Strategy, 2012-2017, Eastern Plains Economic Development Corporation
- Dawson County Economic Development Council Strategic Plan, 2012

Hazard Plans

- Dawson County Community Wildfire Protection and Pre-Disaster Mitigation Plan, 2005
- Dawson County Multi-Hazard Mitigation Plan, 2014
- Dawson County Multi-Hazard Mitigation Plan, 2022

Miscellaneous Plans

- Draft Regional Impact Analysis, Eastern Montana Impact Coalition, 2013

Part II: Existing Conditions and Projected Trends

A. Natural and Cultural Resources

1. Geology and Soils

Mud and sand deposited by an inland sea that covered eastern Montana created the Pierre and Fox Hills geologic formations. After the sea receded, mud and sand deposited by streams created the Hell Creek and Fort Union formations. During the formation of the Rocky Mountains, rocks were uplifted to form the Cedar Creek Anticline, a major fault that traverses into the southern end of the County. Dawson County is within the Bakken Total Petroleum System, which encompasses oil producing geologic formations that stretch from Canada to South Dakota and from eastern Montana to North Dakota. Generally, the soils are shallow to very deep, well drained, and clayey or loamy. Soils are primarily fine and medium-textured.

2. Sand and Gravel Resources

In recent years, there has been an increase in gravel pits in Dawson County. Most of the pits are located in the northern and western portions of the County, with some development in the eastern portion. Oil and gas activity in the region increased the demand and cost for sand and gravel. Around 2010, the cost of gravel was \$0.50 per ton, now it is up to \$12.00 per ton. This price is unlikely to fall to the old price any time soon if at all. This is making it challenging for Dawson County to maintain County roads. See the Sand and Gravel Resource Map in Appendix A for locations of geologic units that may provide sand and gravel resources, as well as the locations of gravel pits permitted by the Montana Department of Environmental Quality's (DEQ) Opencut Mining Program.

3. Groundwater

The three hydrologic units described in the Montana Bureau of Mines and Geology's *Ground-Water Resources of the Lower Yellowstone River Area: Dawson, Fallon, Prairie, Richland, and Wibaux Counties, Montana* are the Shallow Hydrologic Unit (within 200 feet of land surface), Deep Hydrologic Unit (at depths greater than 200 feet in the Fort Union Formation and upper part of the Hell Creek Formation), and Fox Hills-lower Hell Creek aquifer (sandstone deposits found in the lower part of the Hell Creek Formation and in most of the Fox Hills Formation).

Most wells in Dawson County utilize the Shallow Hydrologic Unit, which is capable of providing an adequate water supply. Water quality is variable in the Shallow Hydrologic Unit with the sand and gravel layers being the most susceptible to contamination from nitrates.

Both the Deep Hydrologic Unit and Fox Hills-lower Hell Creek aquifer have an average yield of less than 15 gpm. Fewer wells are drilled to these aquifers. However, the Town of Richey's water system relies on the Fox Hills-lower Hell Creek aquifer, which is the deepest aquifer in the area. Generally,

this aquifer has good water quality and the water is soft. There is a long-term decrease in water levels in this aquifer due to unrestricted discharge from flowing wells.

The *Ground-Water Resources of the Lower Yellowstone River Area: Dawson, Fallon, Prairie, Richland, and Wibaux Counties, Montana* states: “Few wells are north of the [Yellowstone River] because the aquifer is generally more than 1,000 feet below land surface, and the potentiometric surface is lower than south of the river; thus, well installation and pumping costs are relatively high.”

4. Surface Water

The Dawson County Water Resources Map in Appendix A shows the major surface water features in Dawson County. The northwestern portion of Dawson County is part of the watershed for the Redwater River, which flows into the Missouri River. The rest of the County is part of the watershed for the Lower Yellowstone River.

The Yellowstone River provides a year-round source of water for irrigation, livestock, domestic needs, the City of Glendive’s water system, and recreation. Irrigation infrastructure and small reservoirs are important for agricultural use across the county. The ponds, reservoirs, and streams make an ideal habitat for fish and waterfowl attracting many fishermen, hunters, and campers to the area.

There are wetlands, riparian areas, and floodplains located throughout the county. Floodplain mapping has been done for the Yellowstone River, some tributaries, and Twin Forks Reservoir, but not for the entire county. See the section on floodplains for more information.

5. Vegetation

The three main vegetation types that cover Dawson County are Great Plains Mixed Grass Prairie, Cultivated Crops, and Great Plains Sand Prairie (See Figure 2). Following are descriptions of each land cover type:

- **Great Plains Mixed Grass Prairie:** Grasses cover this land cover type. Dominant species include western wheatgrass, thickspike wheatgrass, green needlegrass, blue grama, and needle and thread.
- **Cultivated Crops:** This land cover type is agricultural land.
- **Great Plains Sand Prairie:** This land cover type has coarse soils and the grasses that are adapted to the soil conditions. Dominant species include needle and thread, little bluestem, and threadleaf sedge.
- **Great Plains Badlands:** This rugged land cover has very little vegetation. There are scattered individual plants, such as dryland shrubs.



Photograph 3: Area Landscape

- **Great Plains Wooded Draw and Ravine:** This land cover type is located along streams. Dominant species include green ash and chokecherry.
- **Great Plains Riparian:** Dominant species are narrowleaf cottonwood and plains cottonwood.

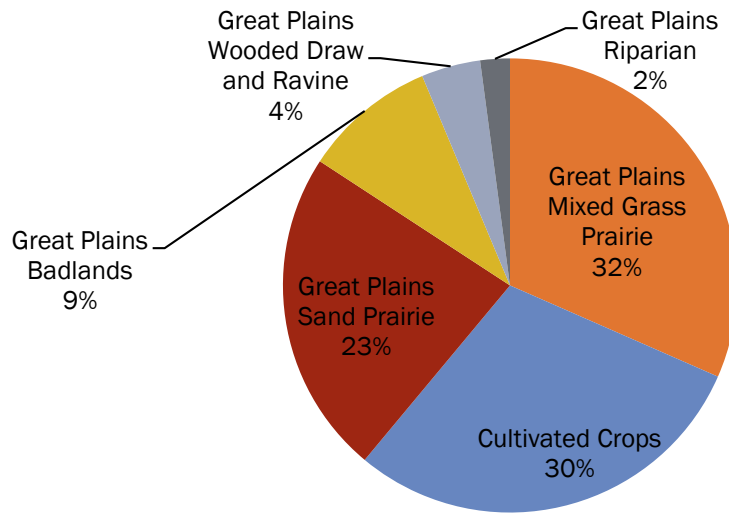


Figure 2: Vegetation Types in Dawson County
(Source: Montana Natural Heritage Program)

Montana Plant Species of Concern include the Painted Milkvetch, Bittersweet, Alderleaf Mountain Mahogany, Wyoming Thistle, Pale-spiked Lobelia, Bractless Blazingstar, Blue Toadflax, Narrowleaf Pestemon, and Red-root Flatsedge (Source: Montana Plant Species of Concern Report. Montana Natural Heritage Program. Retrieved on 11/1/2022).

The Dawson County Road Department administers a noxious weed program for the County. The Department sprays noxious weeds in county road right-of-ways on an annual basis. Locations of sprayed areas are collected by a Global Positioning System (GPS).

6. Air Quality

The closest DEQ Air Quality Program monitoring station to Dawson County is located in Sidney. No communities in Dawson County are listed as an Air Quality Nonattainment Area.

7. Wind

Eastern Montana has strong winds and there is potential for wind development. DEQ maintains data for seven wind monitoring sites near communities in Dawson County, including a site at the



Photograph 4: Antelope

Dawson Community College. In addition, wind speeds are recorded at the Dawson Airport. Average wind speeds at the airport are 10.2 mph, with prevailing winds from the northwest (Source: Iowa Environmental Mesonet, mesonet.agron.iastate.edu/).

8. Wildlife

The two main wildlife habitats in Dawson County are grasslands and riparian areas. Big game species include mule deer, white-tailed deer, and antelope. Common small mammals include coyotes, fox, badgers, raccoons, and hares. Raptors common to the area are golden eagles, bald eagles, kestrels, red-tailed hawks, Swainson's hawk, ferruginous hawks, prairie falcons, and owls. Upland birds include sharp-tailed and sage grouse, turkey, Hungarian partridge and pheasant. There are numerous ducks, geese, and songbirds that are present during certain times of the year. Fish include catfish, sturgeon, walleye, sauger, and paddlefish.

The American paddlefish is one of the largest freshwater fish in North America, is listed as a Montana Species of Concern, and can be found in the portion of the Yellowstone River that traverses Dawson County. The paddlefish can reach five feet or more in length and can weigh more than 60 pounds. Fishing regulations currently limit one paddlefish per person per year with a maximum harvest of 1,000 fish. Paddlefish are monitored closely by FWP because the species matures slowly and cannot reproduce for many years. Paddlefish spend most of the year in Lake Sakakawea in North Dakota and migrate up the Missouri River system to spawn in May. Most of the paddlefish get stuck at the Intake Dam making it a popular spot for fishing.

Overall, the paddlefish population has rebounded with increased observations since 2010. The U.S. Army Corps of Engineers (COE) completed a bypass channel in 2022 because pallid sturgeon, also listed as a Montana Species of Concern, could not travel past the Intake Dam. The project is considered to be a success, as fish have been reported to have navigated it successfully.

Following are the Montana Species of Concern listed for Dawson County (Source: Montana Animal Species of Concern Report. Montana Natural Heritage Program and Montana Fish, Wildlife and Parks. Retrieved on 11/1/2022):

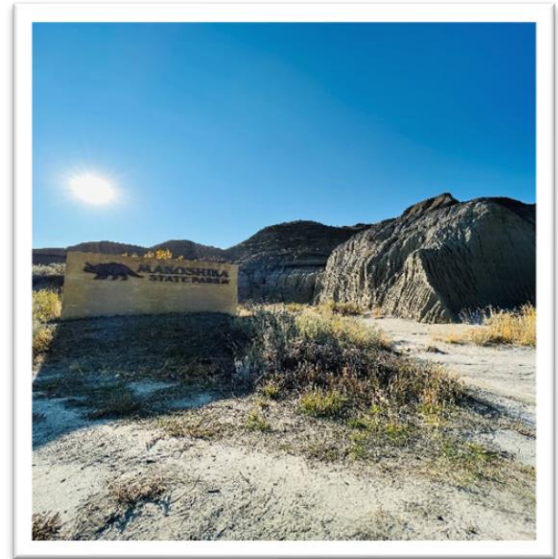
- **Mammals:** Spotted Bat, Hoary Bat, Long-eared Myotis, Little Brown Myotis, Northern Myotis, Long-legged Myotis, Dwarf Shrew, Preble's Shrew
- **Birds:** Sprague's Pipit, Golden Eagle, Great Blue Heron, Burrowing Owl, Ferruginous Hawk, Chestnut-collared Longspur, Greater Sage-Grouse, Baird's Sparrow, Piping Plover, Black-billed Cuckoo, Bobolink, Loggerhead Shrike, Red-headed Woodpecker, Long-billed Curlew, Brewer's Sparrow, Least Tern
- **Reptiles:** Spiny Softshell, Snapping Turtle, Plains Hog-nosed Snake, Western Milksnake, Greater Short-horned Lizard
- **Amphibians:** None
- **Fish:** Northern Redbelly Dace, Blue Sucker, Iowa Darter, Shortnose Gar, Sturgeon Chub, Sicklefins Chub, Paddlefish, Sauger, Pallid Sturgeon
- **Invertebrates:** A Sand-dwelling Mayfly, Gray Comma Butterfly

9. Agricultural Lands

According to the Montana Department of Revenue, over 74% of Dawson County is agricultural land (See Dawson County General Land Use Map in Appendix A). Soil map units listed as prime farmland if irrigated or farmland of statewide are scattered throughout the County, but are especially concentrated along the Yellowstone River and in the northwestern portion of the County (See Dawson County Prime Farmland Map in Appendix A). See Part II – Section E (Economic Development) for more information of the importance of agriculture in Dawson County.

10. Cultural Resources

Makoshika State Park: This is the largest state park in Montana featuring badlands and dinosaur fossils. The Park is located just south of Glendive. There is a visitor center, hiking trails, and campground. Buzzard Day is in June to commemorate the return of the turkey vultures to eastern Montana. In 2021, there were 150,484 visitors to the Park. This represents a 76.5% increase from 85,272 visitors in 2019. Nationwide, more Americans pursued outdoor activities during and immediately after COVID 19, perhaps explaining part of the sharp rise. The high number of visitations to the park may continue as COVID 19 recedes or it may return to pre-pandemic levels.



Photograph 5: Makoshika State Park

Dinosaur Museums: Eastern Montana is known for dinosaur fossils and museums. Glendive has two dinosaur museums and is listed on the Montana Dinosaur Trail, which links dinosaur museums across Montana (mtdinotrail.org).

Bell Street Bridge: The Bell Street Bridge was constructed in 1925 over the Yellowstone River in Glendive. The Bridge is listed on the National Register of Historic Places. No longer used for vehicles, it is now used by pedestrians and bicyclists.

Paddlefishing at the Intake Dam: Every May or June, the paddlefish migrate up the Yellowstone River congregating at the Intake Dam. This has become a popular fishing spot and draw for tourists. The Glendive Chamber of Commerce accepts donated eggs from paddlefish and sells them as Yellowstone Caviar to support projects in eastern Montana.

Historic Districts and National Register of Historic Places: There is a historic district in Downtown Glendive, as well as 13 Dawson County properties listed on the National Register of Historic Places.

NATURAL AND CULTURAL RESOURCE SUMMARY

- ❖ The City of Glendive, Town of Richey, and Dawson County have an abundance of natural and cultural resources.
- ❖ The natural and cultural resources attract residents and tourists.
- ❖ The natural and cultural resources support agricultural, commercial, and industrial uses, and are integral to the local economy.
- ❖ The recent and anticipated population and development growth associated with oil activity in the region has the potential to positively and/or negatively impact natural and cultural resources.
- ❖ COVID 19 and its associated impacts on everyday life may sustain high demand for outdoor attractions and recreation such as Makoshika State Park
- ❖ See Page 50 for the Goals, Objectives, and Actions that address natural and cultural resources in Glendive, Richey, and Dawson County.

B. Land Use

1. Existing Land Use

Existing Land Use - Dawson County

Agricultural, Residential/Commercial Development, and Public Lands are the three broad categories of land use in Dawson County. The Dawson County Existing Land Use Map (see map in Appendix A) shows the locations of each of the land use categories described below:

- **Agricultural:** Much of the rolling hills and benches throughout the central and northern portions of the county are developed for dry land crops. The peripheral areas in the vicinity of rugged dry-land terrain are primarily managed for grazing and livestock production. Both dry-land crops and grazing land were included in the Agricultural category. Since most of the land in Dawson County is agricultural and for the purpose of providing a general map of land use, any land that was not categorized as Residential/Commercial Development or Public Land was categorized as Agricultural. Agricultural land accounts for 88.2% of Dawson County.
- **Public Lands:** A checkerboard pattern of Montana State Trust land exists across Dawson County. There are several larger areas of contiguous public land located south of Glendive, including Makoshika State Park and a large area owned by the U.S. Bureau of Land Management. Lands owned by local, state, or federal government are categorized as Public Land. Smaller areas of public land within developed communities were lumped into the Residential/Commercial Development category. Public Land accounts for approximately 11.0% of Dawson County.
- **Residential/Commercial Development:** This category includes both residential and commercial land use that is part of an incorporated or unincorporated community. The incorporated areas of Glendive and Richey; unincorporated West Glendive Area including the Forest Park and Highland Park Subdivisions; and small pockets of unincorporated, older settlements that developed along main transportation routes, such as the communities of Lindsay and Bloomfield, are shown as Residential/Commercial Development. The Residential/Commercial Development category accounts for 0.7% of Dawson County.

Existing Land Use - City of Glendive, West Glendive Area, and Town of Richey

General land use was mapped for the City of Glendive, West Glendive, and Town of Richey using land use classifications from the Montana Department of Revenue (DOR), aerial photographs from the National Agriculture Imagery Program taken in 2021, and the *2016 Dawson County-Glendive Growth Policy*.

Glendive/West Glendive existing land use consists of single family residential lots, both in traditional American town gridded layout and increasing rural residential – large and irregular lots often located along the edge of town. The Glendive area also includes substantial industrial land use in the form of

a large railroad yard and other industrial areas as well as a traditional downtown commercial area and newer commercial development in more recently developed areas.

Existing land use in the Town of Richey consists largely of single-family residential lots but also includes commercial businesses (primarily along Main Street, Antelope Avenue East, Railroad Avenue West, and Wheat Avenue), public school property, several multifamily apartment units, and some vacant lots or lots used for a variety of miscellaneous purposes. There is also a small amount of pasture land/open grassland within the Town’s limits.

The Glendive/West Glendive Existing Land Use Map (see map in Appendix A) shows the locations of the following land use types listed in Table 2.

Table 2: Land use in Glendive, West Glendive Area, and Richey

	City of Glendive	West Glendive including Forest Park & Highland Park	Town of Richey
City Residential (lot sizes typically less than 0.5 acres)	539.5 Acres (34.7%)	490.4 Acres (19.2%)	69 Acres (59.6%)
Rural Residential (lot sizes typically greater than 0.5 acres)	49.3 Acres (3.2%)	342.8 Acres (13.5%)	0 Acres
Mixed Residential and Commercial	75.5 Acres (4.8%)	0 Acres	0 Acres
Commercial	204.5 Acres (13.1%)	292.3 Acres (11.5%)	6.6 Acres (5.7%)
Industrial	56.8 Acres (3.6%)	244.1 Acres (9.6%)	16.3 Acres (14.1%)
Facilities	444.1 Acres (28.5%)	48 Acres (1.9%)	8.7 Acres (7.5%)
Open Space	131.4 Acres (8.4%)	69.4 Acres (2.7%)	0 Acres
Agricultural	55.8 Acres (3.6%)	1055.8 Acres (41.4%)	15.2 Acres (13.1%)
Total	1,557 Acres	2,548 Acres	116 Acres

Recent Changes in Land Use

Glendive City Limits have made minor changes since the previous Growth Policy. Development in the northern portion of Glendive between the Yellowstone River and Interstate 94 has slowed in recent years after significant development around 2013.

West Glendive has added in recent years both a large truck stop/travel center and a rail loading facility as part of Thatcher Chemical west of the oil storage tanks.

Both Glendive and the West Glendive area have seen a minor boom of cannabis dispensaries since Montana residents voted on Initiative 190 in 2020. While the initiative failed among Dawson County voters in 2020, a subsequent special election changed the county from “red” to “green”. Recreational sales began in January 2022 with sales already exceeding \$1 million for that year. Cannabis dispensaries have used otherwise largely vacant storefront space in Dawson County.

There have been no changes to the Town of Richey’s limits during the past 10 years. More recently, the three major use changes have been the conversion of a larger residential lot into a repair shop, the repurposing of a vacant commercial lot into a seasonal outdoor café, and the construction of several rental cabins. In addition, several houses have been purchased by seasonal visitors, primarily for use during the fall hunting season.

Dawson County septic permit data was reviewed to determine how land use is changing in the County. Table 3 shows the number of septic permits in the last 10 years.

Table 3: Dawson County Septic Permits

Year	Number of Septic Permits
2013	22
2014	24
2015	35
2016	15
2017	22
2018	22
2019	12
2020	10
2021	9
2022	10
Total	181

Source: Dawson County Sanitarian’s Office



Photograph 6: Aerial photo of Richey



Photograph 7: Aerial photo of north Glendive

2. Future Land Use

Most of the development in the last 10 years has occurred in the City of Glendive and West Glendive. This section focuses on future land use in these areas and, when applicable, in the Town of Richey. The following are questions to consider when thinking about future land use:

- What physical constraints affect future development?
- What existing regulations affect the location of development within the City of Glendive and surrounding West Glendive Area?
- Are there existing, vacant subdivision lots without constraints that can accommodate future growth?
- Where are the locations of preferred areas for new development?

What physical constraints will affect future development?

Glendive/West Glendive

There are major constraints to the future growth of the City of Glendive and West Glendive area. The Yellowstone River and the associated floodplain limit growth along the western boundary of the City. Makoshika State Park and the rugged terrain of the badlands limit growth along the eastern and southern boundaries. The Glendive/West Glendive Development Constraints Map (see map in Appendix A) shows the locations of these physical constraints.

- **Floodplain:** The Yellowstone River and associated floodplain border the western edge of Glendive and present a significant limitation to development. The U.S. Army Corps of Engineers' *Flood Plain Management Plan, Glendive, Montana, 2002* describes the history of flooding in Glendive:

The City of Glendive is subject to flooding from ice jams on the Yellowstone River. Open water flood events have not been a problem since the construction of the West Glendive Levee. The city has experienced 30 ice jam floods since 1890 including major ice jam floods in 1899, 1936, 1969, 1986, and 1994. A total of 16 deaths have occurred from these flood events. The 1994 flood was due to the break-up of a major ice jam upstream from the community and the wave of water, debris, and ice rushing through the city. All other events were due to ice jam formation in the reach downstream from the current Interstate 94 Bridge. The 1969, 1986, and 1994 ice jam floods all came within 0.5- to 1.5-feet of overtopping the West Glendive levee.

The West Glendive Levee was constructed in 1959 to protect the West Glendive area from flooding. In 1978, the U.S. Department of Housing and Urban Development, Federal Insurance Administration, published Flood Hazard Boundary Maps for the unincorporated areas of Dawson County. In 1980, the U.S. Federal Emergency Management Service (FEMA) developed Flood Insurance Rate Maps (FIRM) for the City of Glendive. The study that accompanied the FIRMs found that the West Glendive Levee would not provide adequate protection from ice jams, and as a result, most of the City on the west side of the River was included in the 100-year floodplain. According to the *Flood Plain Management Plan, Glendive, Montana, 2002*, there were 13 structures that are not in compliance with the National Flood Insurance Program (NFIP). The City is working with FEMA to resolve the issue so that all properties can continue to be covered by the NFIP. As of December 2022, Glendive is a participant in NFIP

Dawson County and the City of Glendive each have floodplain regulations. Dawson County utilizes the 1978 Flood Hazard Boundary Maps as the official floodplain maps. The City of Glendive uses the 1980 FIRMs as the official floodplain maps. These maps can be viewed at the FEMA Map Service Center (www.msc.fema.gov). Since these maps were created, there have been multiple floodplain studies by various entities. The latest study from the U.S. Army Corps of Engineers has not yet been completed. Once the study is completed, Dawson County and the City of Glendive will work together to determine how the study will affect the regulated floodplain. The growth policy may need to be updated if the regulated floodplain is modified.

- **Steep Slopes:** Rugged terrain and steep slopes associated with badlands features border Glendive to the east. Slopes greater than 25% are shown on the Constraints map in the Appendices.
- **Public Ownership:** The major publicly-owned land in the vicinity of Glendive and West Glendive is Makoshika State Park, which is owned by the State of Montana and borders the City of Glendive to the southeast.

Town of Richey

For the Town of Richey, the primary physical constraint affecting future development is the ability to extend existing water and sewer mains to newly annexed areas that are currently outside of the Town's limits and not being serviced. The Town is currently in the process of replacing its water mains and will soon begin planning to replace its sewer mains. As with most multiyear projects of this magnitude, the Town's ability to complete these projects within a reasonable time frame will depend mainly on the availability of grant funding, and the same will apply to any future extensions of the infrastructure needed to accommodate new development. In addition, the Town has identified within its limits a number of vacant residential and commercial structures that are uninhabitable, that pose a safety hazard, and/or that represent a conspicuous eyesore. These properties represent development potential that is already serviced by the Town's utilities as well as the potential for increased tax and other revenues; these properties will be a focus for the Town in the near term.

What existing regulations affect the location of development within the City of Glendive and surrounding West Glendive Area?

- **Zoning Regulations:** The City of Glendive has zoning regulations titled the *Zoning Ordinance of the City of Glendive, 2011* and an official zoning map (2011). These zoning regulations regulate the use and density of land within the City, as well as building heights, yard setbacks, and parking.

In Dawson County, there are zoning regulations for the River Road area, the Forest Park Subdivision, and the Highland Park Subdivision. The Forest Park and Highland Park zoning regulations are citizen-initiated zoning districts, also known as County Part One Zoning. The River Road Area Zoning Regulations were initiated by the County Commissioners and are also known as County Part Two Zoning. These zoning regulations define the allowed use and density of land within the districts, as well as requirements for building heights and yard setbacks. Zoning in Richey falls under Dawson County zoning.

- **Annexation Policies:** The City of Glendive has a *Service Plan for Future Annexations*, in accordance with Section 7-2-4732, MCA, as well as the *City of Glendive Annexation Requirements and Guidelines*. Following are the annexation goals listed in the *City of Glendive Annexation Requirements and Guidelines*:

Goal #1: All issues pertaining to subdivision, planning and zoning shall be addressed in conjunction with all annexation petitions

Goal #2: All annexations shall comply with City infrastructure standards

Goal #3: All annexations shall be financially feasible for the City and its residents

The *Service Plan for Future Annexations*, states that property owners or developers are required to construct all infrastructure improvements to meet City standards. This may

include offsite improvements needed to connect the existing City infrastructure to the annexed property.

Are there existing, vacant subdivision lots without constraints that can accommodate future growth?

Although a mapping analysis would indicate a high level of vacant lots available in the greater Glendive area, this does not account for local factors. In the City of Glendive, a large number of lots are a result of plats older than 1930 that never led to development but continue to show on the assessor record. Many of these lots were plats laid over lands constrained by soil type or floodplain and were never developed with streets or utilities. Some are even now a part of the ball field complex. There are a few lots with utilities scattered elsewhere but for the most part the vacant land consists of large parcels that will require well and septic or utilities will have to be extended. It is unclear if there is enough economic incentive to cause a developer to contemplate major extensions for the purpose of housing construction.

The Town of Richey has capacity to accommodate future residential and commercial growth within its limits, and most of this capacity already has the needed utility infrastructure to support it. In addition to the derelict properties mentioned earlier, the Town has identified more than a dozen empty lots and more than two dozen vacant homes that could be used, or redeveloped, for new residents or businesses. Also, several older existing structures in downtown Richey have been targeted by private parties for adaptive re-use, including the existing library building, the old Big Sky Lumber Yard building, and a small building adjacent to the Town's museum.

Where are the locations of preferred areas for new development?

Glendive/West Glendive

Given the constraints to development, the most likely locations for future development remain along the Sidney Highway just north of Glendive and in the northern portion of Glendive.

- **Sidney Highway:** The area along the Sidney Highway is not only an area that has existing development including a trailer park, gas stations, shop buildings, a motel, etc., but is also an area shown as prime for future growth. With connection to the new wastewater treatment plant complete, future growth both in this area and within the City should be within wastewater capacity.
- **North Glendive:** There continues to be commercial development at the north end of Glendive between the Yellowstone River and Interstate 94.

Richey

Any future annexation would likely occur in two directions: (1) west of town, on the south side of Montana Secondary Highway 254, because the Town's water line already extends through this area to the Dawson County Shop and rodeo grounds and because the area includes two single-family residences that are currently outside of Town limits and do not receive Town utilities; and (2) west of town, along Royal Avenue, an area that also receives the Town's water service and is surrounded on both sides by vacant land.

LAND USE SUMMARY

- ❖ The predominant land use in Dawson County is agricultural.
- ❖ Most of the recent land use changes and development is occurring in the City of Glendive and West Glendive.
- ❖ There are major physical constraints that limit the use of land in the City of Glendive and West Glendive.
- ❖ The City of Glendive has annexation policies that require annexation proposals to meet City infrastructure standards and be financially feasible for the City and its residents.
- ❖ The town of Richey is largely constrained by the difficulty of extending water and sewer service to potential new development.
- ❖ Preferred growth in and around Glendive remain along the Sidney Highway and North Glendive areas.
- ❖ See the Future Land Use maps in the Appendix for potential growth areas.
- ❖ See Page 51 for the Goals, Objectives, and Actions that address land use in Glendive, Richey, and Dawson County.

C. Population

1. Past and Present Population

The populations of Dawson County and the two incorporated areas have fluctuated dramatically over the last 100 years, as shown in Table 4. Since the 1960s, the general trend for Dawson County was a decreasing population. In the last 10 years the population of Glendive has decreased after a temporary gain from 2000-2010. The Town of Richey’s population has been in decline since 1980.

Table 4: Historic Population by Decade in Richey, Glendive, Dawson County, and Montana

Place	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010	2020
Richey	--	--	--	--	362	--	595	480	389	417	259	189	177	164
% Change	--	--	--	--	--	--	--	-19.3%	-19.0%	7.2%	-37.9%	-27.0%	-6.3%	-7.34%
Glendive	--	--	2,428	3,816	4,629	4,524	5,254	7,058	6,305	5,978	4,802	4,729	4,935	4,873
% Change	--	--	--	57.2%	21.3%	-2.3%	16.1%	34.3%	-10.7%	-5.2%	-19.7%	-1.5%	4.4%	-1.26%
Dawson County	2,056	2,443	12,725	9,239	9,881	8,618	9,092	12,314	11,269	11,805	9,505	9,059	8,966	8,940
% Change	--	18.8%	420.9%	-27.4%	6.9%	-12.8%	5.5%	35.4%	-8.5%	4.8%	-19.5%	-4.7%	-1.0%	-0.29%
Montana	142,924	243,329	376,053	548,889	537,606	559,456	591,024	674,767	694,409	786,690	799,065	902,195	989,415	1,084,225
% Change	--	70.3%	54.5%	46.0%	-2.1%	4.1%	5.6%	14.2%	2.9%	13.3%	1.6%	12.9%	9.7%	9.58%

Sources: U.S. Bureau of the Census. Decennial Censuses of Population (title varies per census), 1890-2020.

The 2020 Decennial Census shows there was a decrease in the population of Dawson County from 2010 to 2020. While neighboring counties such as Richland County increased significantly (17.9%) in population over the same time period due to increased oil production, Dawson County has largely avoided oil-related population growth.

The census population counts for the City of Glendive did not include the population that resides in West Glendive. This is an important consideration because the residents of West Glendive utilize many of the City’s services. The 2020 Census population for the West Glendive Census Designated Place (CDP) was 1,998 people. The combined 2020 Census population for the City of Glendive and West Glendive CDP was 6,871, a slight decline from 6,883 people in 2010.

While oil activity is expected to continue in the region in the coming decades, it is unlikely to bring high population growth to Dawson County as the slight decline from 2010-2020 shows.

2. Future Population

Previous planning efforts used estimates by the Census and Economic Information Center (CEIC) at the Montana Department of Commerce. The estimates were based on projection information from two different sources and were created specifically for eastern Montana counties because of oil activity. This update uses demographic projections obtained from Woods and Poole, who create county-level demographic and economic projections for the entire US based on regional influences.

The average percentage of the Dawson County population residing in Glendive and Richey during the last two censuses are 54.6% and 1.9%, respectively. The population estimates for Glendive in Table 5 were generated by applying the average percentage of the Dawson County population residing in Glendive over the last two censuses to the Dawson County population. For example, the 2025 population estimate for Glendive was calculated by multiplying 54.6% by the 2025 population estimate for Dawson County.

Table 5: Population Estimates for Glendive

Jurisdiction	Census 2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035
Dawson County	8,940	8,904	8,893	8,881	8,869	8,857	8,846	8,835	8,822	8,811	8,800	8,788	8,777	8,766	8,753	8,742
Glendive	4,837	4,818	4,812	4,805	4,799	4,792	4,786	4,780	4,773	4,767	4,761	4,755	4,749	4,743	4,736	4,730
Richey	164	163	163	163	163	162	162	162	162	162	161	161	161	161	161	160

Source: Woods and Poole Montana County Population Projections, 2022.

Glendive and Richey estimates were generated proportionally as a percentage of Dawson County.

3. Aging Population

In recent decades, Dawson County has seen an aging population. However, in 2010, the median age was 43.5, which decreased to an estimated 41.7 in 2020 (Source: U.S. Census, ACS). This recent decrease brings Dawson County closer to the median average for Montana as a whole. For comparison, the estimated median age of Montana in 2020 was 40.1. In 2020, the two age groups with the most people were 55 to 59 years and 50 to 54 years (See Figure 3).

While the most recent trend indicates an overall younger population, longer-term trends point toward an aging population. An aging population impacts the needed services in Dawson County and Glendive. Older people typically require an increased level of services, such as assisted living facilities and vehicle transport. At a time when home and rental costs are increasing, the aging population adds to the need for affordable housing.

89.1% of the population is non-Hispanic White alone, while the remaining population is American Indian and Alaska Native (1.9%), Black or African American (0.4%), Asian (0.6%), Native Hawaiian or Other Pacific Islander (less than 0.1%), Some Other Race (0.3%), or Two or More Races (4.4%). 3.2% of the population is of Hispanic or Latino descent.

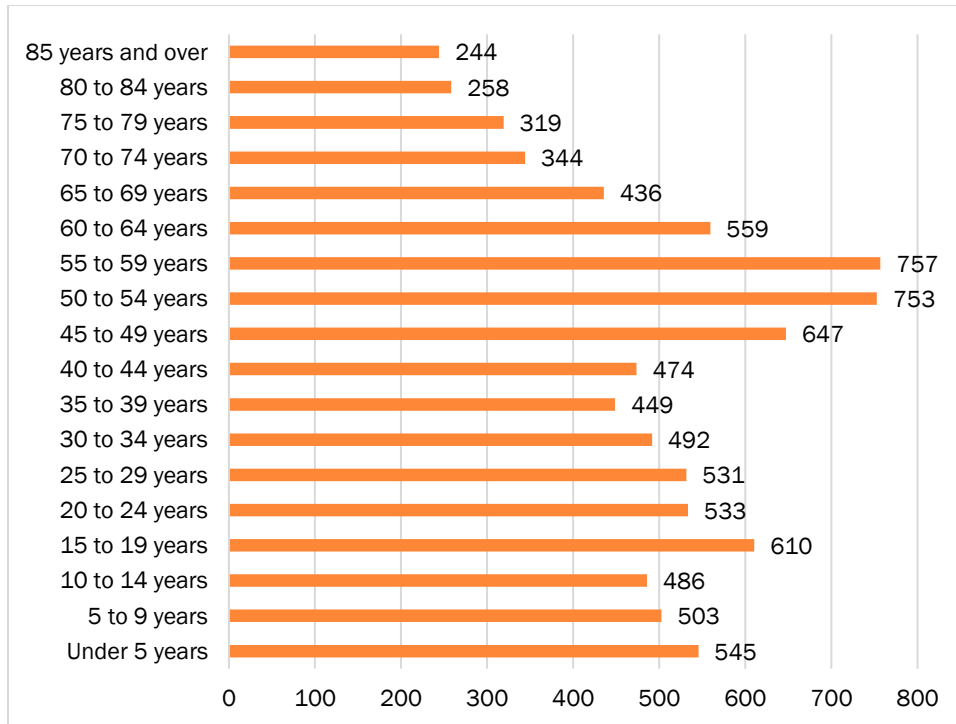


Figure 3: Age groups in Dawson County
 (Source: U.S. Census Bureau, 2020)

POPULATION SUMMARY

- ❖ The populations of Glendive, Richey, and Dawson County are decreasing.
- ❖ Oil activity continues in neighboring counties, however the spillover effect into Dawson County has produced no population growth.
- ❖ Population estimates show that Dawson County will decrease by 198 people from 2020 to 2035 for a 2035 population of 8,742, according to region-based estimates.
- ❖ Population estimates show that Glendive will decrease by 66 people from 2020 to 2035 for a 2035 population of 7,771, assuming it maintains the same proportional population of the county.
- ❖ Population estimates show that Richey will increase by 2 people from 2020 to 2035 for a 2035 population of 166, assuming it maintains the same proportional population of the county.
- ❖ The population in Glendive, Richey, and Dawson County trended younger since the last census but is likely to continue aging and will increase the demand for health services, affordable housing, and senior services.

D. Housing

1. Number and Types of Housing Units

From 2010 to 2020, the number of housing units in Dawson County, Glendive, and Richey did not drastically change. Vacancy rates increased in Dawson County and Glendive and decreased in Richey. The percentage of renters increased in Dawson County and Glendive but decreased in Richey.

Table 6: Housing Characteristics in Dawson County, Glendive, and Richey

	Dawson County 2000	Dawson County 2010	Dawson County 2020	Glendive 2000	Glendive 2010	Glendive 2020	Richey 2000	Richey 2010	Richey 2020
Total Housing Units	4168	4233	4382	2204	2267	2323	147	139	114
Occupied	3625 (87.0%)	3749 (88.6%)	3658 (83.5%)	1983 (90.0%)	2060 (90.9%)	1953 (84.1%)	92 (62.6%)	91 (65.5%)	84 (73.7%)
Vacant	543 (13.0%)	484 (11.4%)	724 (16.5%)	221 (10.0%)	207 (9.1%)	370 (15.9%)	55 (37.4%)	48 (34.5%)	30 (26.3%)
Owner Occupied	2684 (74.0%)	2658 (70.9%)	*65.80%	1307 (65.9%)	1264 (61.4%)	*61.10%	70 (76.1%)	66 (72.5%)	*81.00%
Renter Occupied	941 (26.0%)	1091 (29.1%)	*34.20%	676 (34.1%)	796 (38.6%)	*38.90%	22 (23.9%)	25 (27.5%)	*19.00%
Average Household Size	2.37	2.26	*2.15	2.22	2.15	*2.06	2.05	1.95	*1.99

Source: U.S. Census Bureau, Decennial Census, 2000, 2010, and 2020. *American Community Survey, 2016-2020.

The following data describe the type of housing units in Dawson County based on type of unit, the age of the housing unit, the house heating source, and the year the householder moved in. This information comes from the American Community Survey estimates based on survey samples taken from 2016 to 2020. Because these data rely on a small sample of the population, smaller populations, such as Glendive and Richey, have less accurate estimates for specific housing data and were not included in the following tables. However, the data for Dawson County are generally a good indicator of what is occurring in Glendive and Richey.

Table 7: Type of Housing Units in Dawson County

Type of Housing Unit	Dawson County
Total Housing Units	4,447
Single Family	3,175
Multi Family	719
Mobile Home	553

Source: U.S. Census Bureau, 2016-2020, American Community Survey

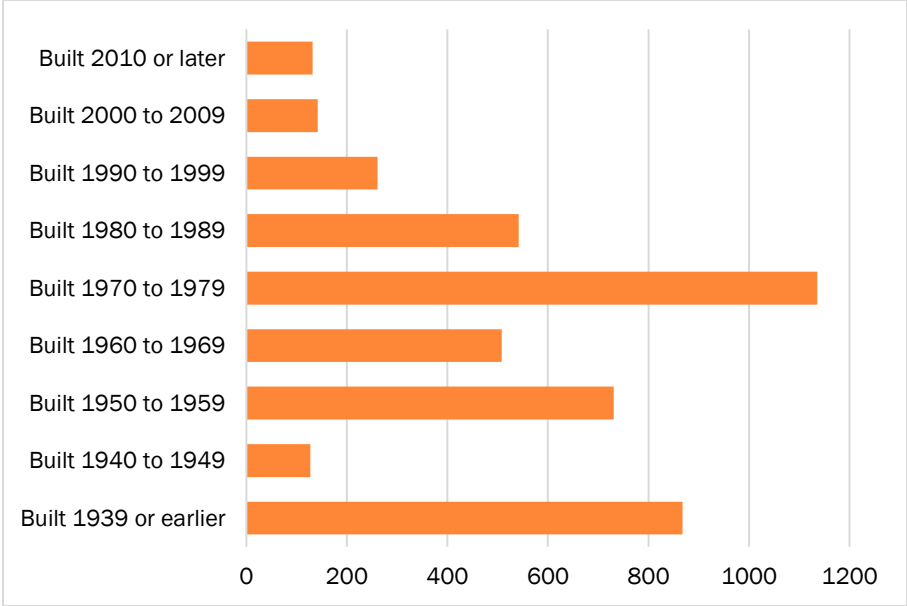


Figure 4: Year Structures Built in Dawson County
 Source: U.S. Census Bureau, 2016-2020, American Community Survey

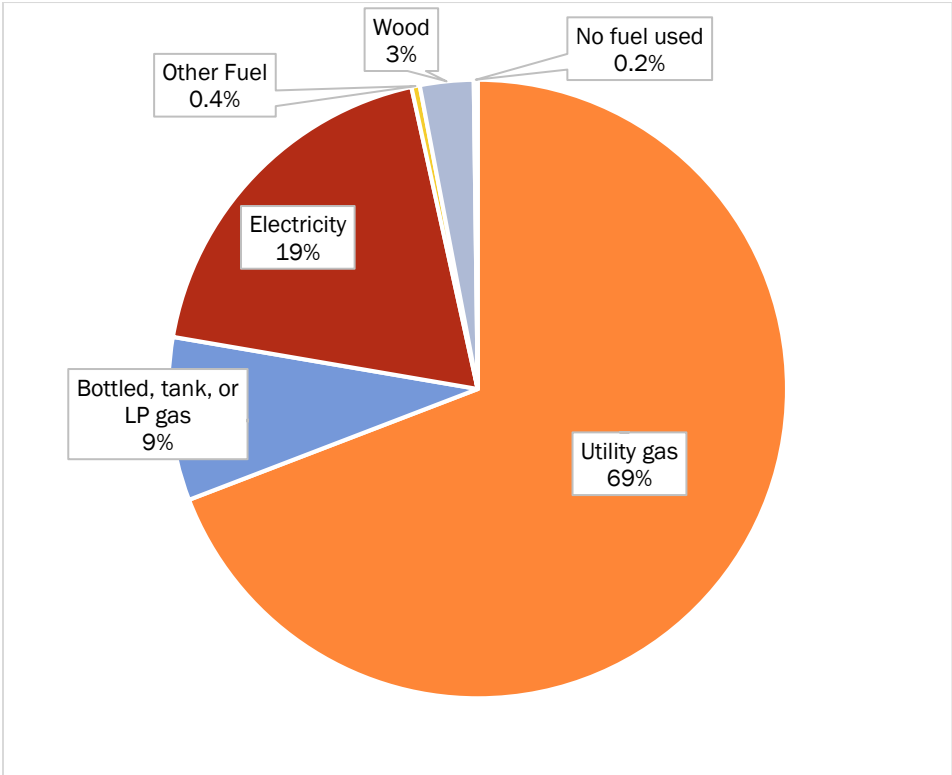


Figure 5: House Heating Fuel in Dawson County
 Source: U.S. Census Bureau, 2016-2020, American Community Survey

Figure 6 shows an estimated 1,171 or 30.1% of current households moved into their current residence sometime between 2015 and 2018. This could be the result of a combination of factors, including increased oil and gas development in the region, an increase in the types of jobs available, residents moving from apartments into new homes, or people purchasing larger homes.

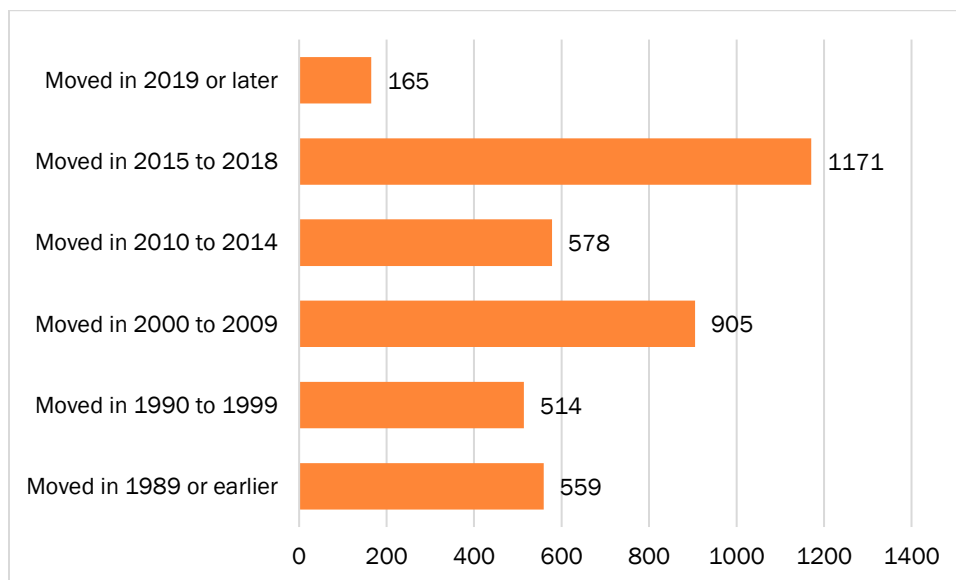


Figure 6: Year Current Household Moved in to Residence in Dawson County
 Source: U.S. Census Bureau, 2016-2020, American Community Survey

2. Housing Affordability

The U.S. Department of Housing and Urban Development (HUD) defines affordable housing as “housing for which the occupant(s) is/are paying no more than 30 percent of his or her income for gross housing costs, including utilities.” Income and housing data were used to describe housing affordability in Glendive, Richey, and Dawson County.

While the 2016-2020 American Community Survey data for income and housing costs have high margins of error for Dawson County, Glendive, and Richey, it is more recent than more accurate housing studies produced by the Montana Department of Commerce. This update uses ACS data for housing and income as it was the best available data.

ACS data from 2016-2020 lists median rent at \$751 per month in Dawson County and \$687 for Glendive. No estimate was provided for Richey due to its size. These figures represent a decrease since the previous growth policy, likely due to decreased pressure on housing with waning oil activity in the region.

In addition to ACS data, this update relies on data provided by Montana Budget & Policy Center, itself largely based on ACS data.

Table 8 shows the amount of rent needed for an average 2-bedroom rental unit in Dawson County as well as Montana. This table also shows the percentage of renters living in poverty and the relative

housing cost burden, those living below the poverty level who pay more than 30 percent of their income on rent. Housing cost burden is based on the assumption that spending 29% of income on a home or rent is affordable. These data were collected by the Montana Budget & Policy Center based on American Community Survey data for the years 2012-2016. Just over 89 percent of Dawson County households in poverty are burdened by rent, compared to only 74 percent for Montana as a whole.

Table 8 lists housing affordability measures compiled by the Montana Budget and Policy Center, 2017.

Table 8: Housing Affordability in Dawson County

Indicator	Dawson County (Margin of Error)	Montana (Margin of Error)
Renter Households <i>Percentage of households who are renters, 2012-2016</i>	32% (28.2% - 35.8%)	32.8% (32.4% - 33.2%)
Renters Living in Poverty <i>Percentage of renter households with annual incomes below \$20,000, 2012-2016</i>	27.8% (17.3% - 38.3%)	32.5% (31.6% - 33.4%)
Fair Market Rent <i>Average monthly cost of a two-bedroom rental, 2017</i>	\$681	\$775
Affordable Rent <i>Amount of rent affordable for households living below the poverty level, 2017</i>	\$503	\$469
Affordable Housing Supply <i>Percentage of total available rentals considered affordable for households living below the poverty level, 2015</i>	36%	17%
Housing Cost Burden <i>Percentage of renter households living below poverty level paying more than 30 percent of income on rent and utilities, 2012-2016</i>	89.3% (71.7% - 100.0%)	73.9% (72.9% - 74.8%)

Source: Montana Budget & Policy Center (<https://mbpc.netlify.app/>)

3. Housing Availability

Pressure on housing availability has eased since the previous growth policy. Table 9 outlines the number of vacant housing units in Dawson County, Glendive, and Richey in the most recent ACS data.

Table 9: Vacant Units in Dawson County, Glendive, and Richey

	Dawson County	Glendive	Richey
Total Vacant Units	555	255	39
For rent	51	49	0
Rented, not occupied	0	0	0
For sale only	108	52	1
Sold, not occupied	4	0	0
For seasonal, recreational, or occasional use	204	114	17
All other vacant	188	40	21

Source: U.S. Census Bureau, 2016-2020, American Community Survey

HOUSING SUMMARY

- ❖ Finding affordable rentals in Glendive and West Glendive has eased in recent years.
- ❖ The housing stock in Glendive is aging and deteriorating, which increases the cost of maintaining a home.
- ❖ The lack of affordable housing is affecting the ability of local employers to find housing for employees.
- ❖ There is a need for high quality, affordable housing.
- ❖ See Page 52 for the Vision, Goals, Objectives, and Action Items related to housing.

E. Economic Development

Dawson County Trends

- Decreases in population, especially younger people
- Not enough jobs
- Low paying jobs
- Not enough housing
- Deteriorating housing stock
- Deteriorating infrastructure, such as water and sewer systems, that needs additional capacity to meet a growing population,
- Non-diversified economy (historically, the economy has been based on mostly agriculture and without having other strong industries, the economy has been susceptible to any downturns in the agricultural industry)
- Local concern about the boom/bust nature of natural resource development has made locals hesitant to invest in local marketplace. When the last boom ended, the community was left with many vacant homes.

Other potential sources of economic change in Dawson County include the following:

- Changing housing and business needs from eastern MT as oil activity subsides
- Closure of BNSF Shop in Glendive
- Addition of Thatcher Chemical

The economy of the Eastern Plains region of Montana has traditionally been based on agriculture. Recent oil activity in surrounding counties has begun to level off. Population increases and related impacts were much more prevalent in neighboring Richland County. Dawson County's economic base is much less dependent on oil. Tourism related to fishing, hunting, and local attractions, such as dinosaur museums and Makoshika State Park, also plays an important role in the local economy.

According to the most recent EPEDC Comprehensive Economic Development Strategy (CEDS), 2022, trends in Dawson County include a continued low unemployment rate, increasing income levels, but decreasing employment opportunities attributed to oil activity. The CEDS reports that the key to a healthy economy is to diversify economic engines in the county to create an economy with long-term sustainability.

With oil activity shifting from 'boom' to 'bust', Dawson County will need to shift focus back from oil-based economic development to a more diversified economy. Oil activity in Dawson and neighboring counties since 1986 can be seen in Figure 7.

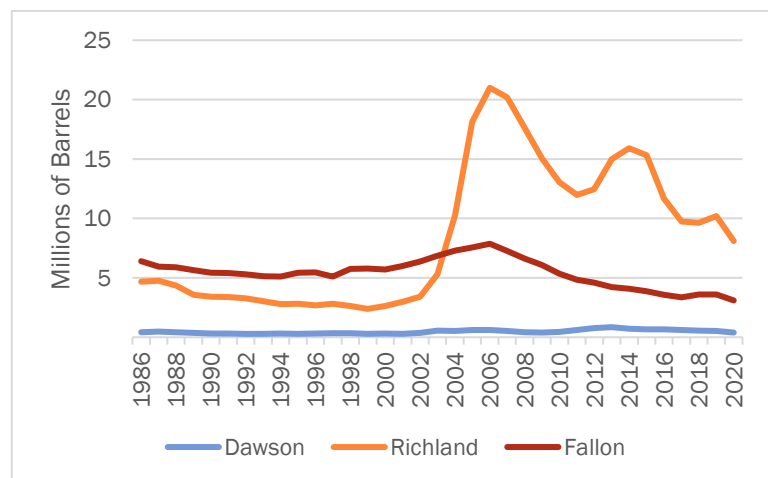


Figure 7: Oil Production by County
Source: Montana Board of Oil and Gas

Agriculture continues to be a primary driver of Dawson County's economy. According to the Montana Department of Agriculture, Dawson County, in 2021, ranked 24th in Montana in cash receipts for livestock and 28th for crops. Total gross farm income was over \$64 million. Using the recommended regional output multiplier of 1.7944 for farm products (Source: *Regional Multipliers, U.S. Dept of Commerce Regional Input-Output Modeling System (RIMS II), Table 2.4*), the economic impact of 2021 gross farm income was \$115.7 million.



Photograph 8: Agricultural land near Richey

In 2017, the main crops were spring wheat, hay, peas, lentils, winter wheat, alfalfa, chickpeas, corn, and sugarbeets. Out of Montana's 56 counties, the County ranked 7th for production of sugar beets, 7th for production of corn for grain, 12th for peas, 14th for production of lentils and chickpeas, 18th for spring wheat, and 25th for winter wheat. The County ranked 32nd in cattle inventory, 33rd for sheep and lambs, and 24th for hogs and pigs (Source: National Agricultural Statistics Service (NASS), 2017).

Given the economic impact of farming and ranching, it is understandable that the first goals in the Dawson County Economic Development Council's Strategic Plan are related to agriculture. Goals include promoting and protecting agriculture, as well as attracting value added agriculture. The EPEDC CEDS also states the importance of agriculture to Dawson County's economy.

1. Employment

According to the American Community Survey, the top three industries in Dawson County are educational and health care services; construction; and agriculture (See Figure 8).

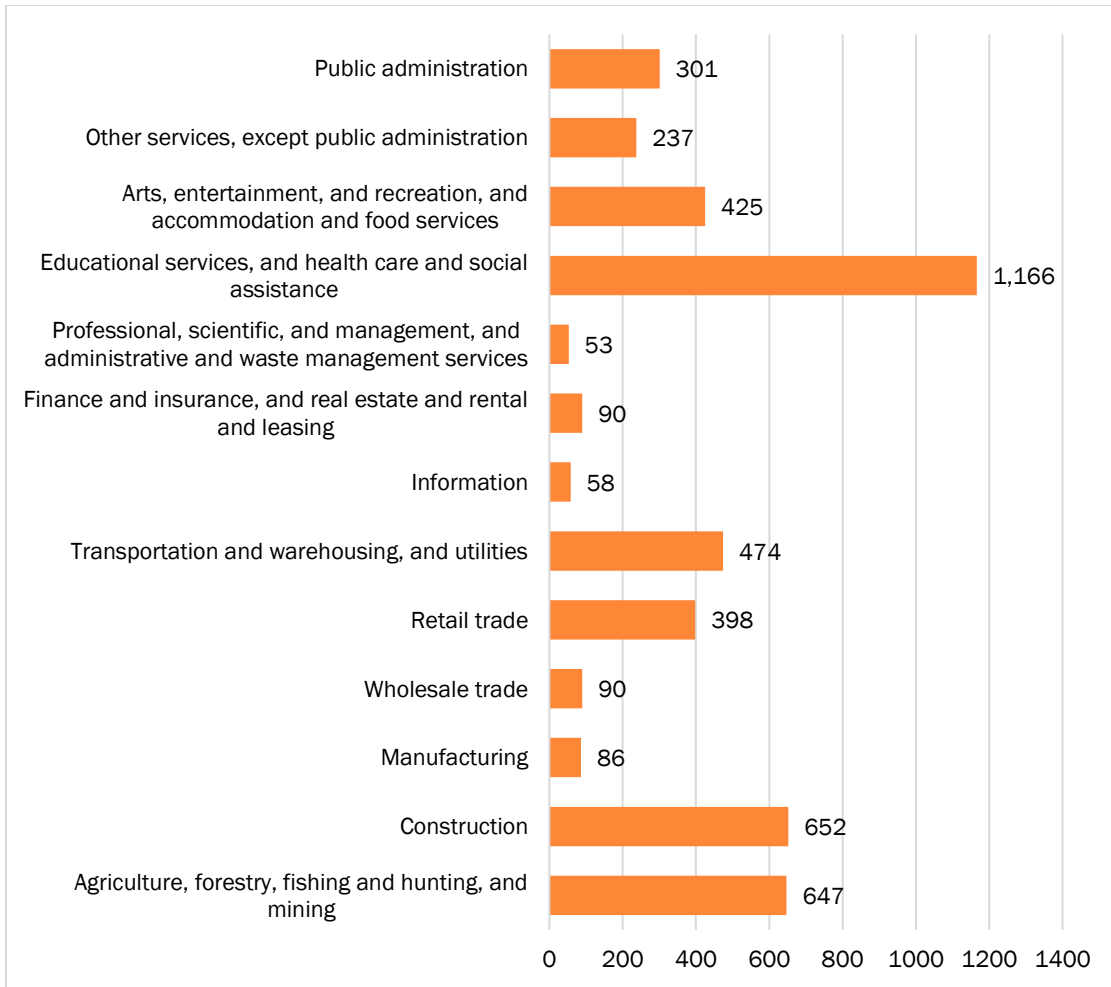


Figure 8: Employment by Industry in Dawson County
 Source: U.S. Census Bureau, 2016-2020, American Community Survey

Table 10 lists the top employers in Dawson County. Top employers in Dawson County include the Glendive Medical Center (GMC), Dawson County, and Glendive School District. GMC owns and operates a 25-bed acute care, critical access hospital and a 71-bed extended care facility. With an annual payroll of \$22.6 million, GMC employs approximately 201 people (Dun & Bradstreet, 2022). Growth of Dawson County’s health care sector is likely due to the aging and increasing population that is creating more demand for health services (See Part II, Section C on Population).

While still an important economic driver for the county, BNSF has closed its diesel shop in Glendive. The diesel shop was a major employer in the City of Glendive. With its closure, Dawson County has lost many high-paying jobs. With the oil boom in surrounding counties cooling off, this closure will likely have a large impact on the economy.

Table 10: Top Employers in Dawson County

Top 15 Employers in Dawson County	
Employer	Number of Employees
Glendive Medical Center, Inc.	201
County of Dawson	100
Glendive School Dist 1	100
CNJ Distributing Corp.	92
New Albertson's, Inc.	86
Dawson County High School District	62
Swami Corp	59
Dawson County High School District	53
Dawson Community College	49
Graco Fishing & Rental Tools, Inc.	48
Prairie View Special Ed Co-Op	46
GMC Properties, LLC	45
Richey High School District 2	43
United States Postal Service	40
Fidelity Exploration and Production Co	35

Source: Dun & Bradstreet, 2022 (dnb.com)



Photo provided by the Ranger Review

Photograph 9: Downtown Glendive

Compared to Montana’s January 2022 seasonally adjusted unemployment rate of 3.4%, Dawson County has a relatively low unemployment rate of 2.8% (Montana LMI). Figure 9 shows employment by occupation for Dawson County and Figure 10 shows the class of worker.

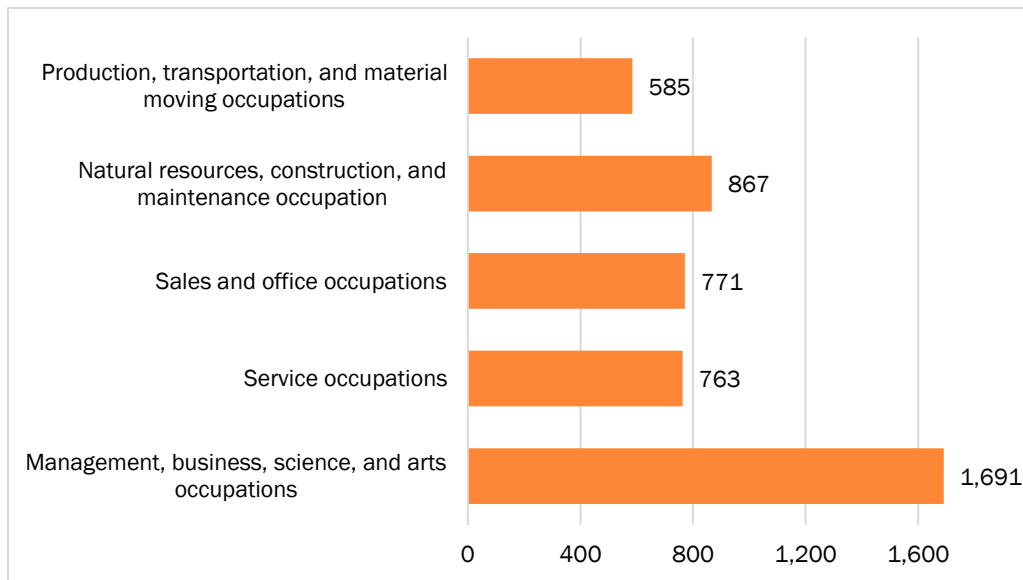


Figure 9: Employment by Occupation in Dawson County
 Source: U.S. Census Bureau, 2016-2020, American Community Survey

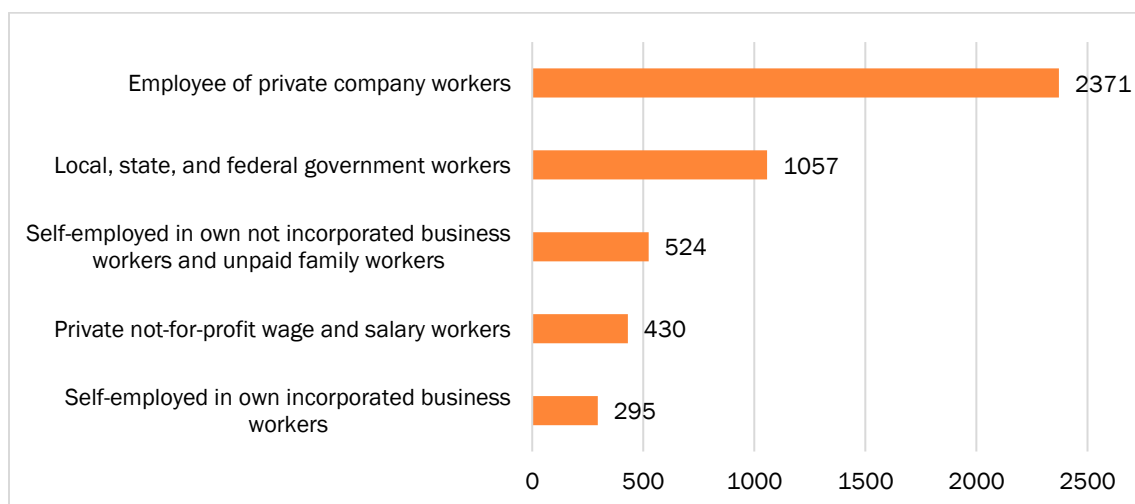


Figure 10: Employment by Class of Worker in Dawson County
 Source: U.S. Census Bureau, 2016-2020, American Community Survey

2. Income

The following tables describe income, health insurance, and poverty in Dawson County. Montana data are included for comparison. The City of Glendive and Town of Richey data were not included because of the small sample size and resulting inaccuracy of the American Community Survey estimates.

Table 11: Income in Dawson County and Montana

	Median Household Income	Per Capita Income
Dawson County	\$51,681	\$30,821
Montana	\$63,249	\$36,020

Source: U.S. Census Bureau, 2016-2020, American Community Survey

Table 12: Health Insurance Coverage in Dawson County and Montana

	Montana	Dawson County
With health insurance coverage	958,813 (92%)	8,233 (97%)
No health insurance coverage	87,857 (8%)	292 (3%)

Source: U.S. Census Bureau, 2016-2020, American Community Survey

Table 13: Poverty in Dawson County and Montana

	Montana	Dawson County
Percentage of families whose income in the past 12 months is below the poverty level	8.50%	4.90%
Percentage of people whose income in the past 12 months is below the poverty level	13.70%	9.60%

Source: U.S. Census Bureau, 2016-2020, American Community Survey

ECONOMIC DEVELOPMENT SUMMARY

- ❖ Agriculture is and will continue to be a key component of Dawson County's economy.
- ❖ Oil activity in the surrounding counties is expected to continue for the next 20 years.
- ❖ Health care and transportation can be expected to continue to create jobs and spur economic growth.
- ❖ Workforce development that supports and enhances economic growth is a key issue and will become increasingly important.
- ❖ See Page 52 for the Goals, Objectives, and Actions that address economic development in Glendive and Dawson County.

F. Public Infrastructure

1. Water Systems

There are public water systems for the City of Glendive and Town of Richey. The Highland Park and Forest Park Subdivisions in the West Glendive area each have a community water system. Except for small systems that have been constructed to serve campgrounds and trailer courts, the unincorporated communities and rural areas of the County are served by individual wells.

Table 14: Water Systems in Dawson County

	Description of Water System	Regular Maintenance	Major Planned Improvements
City of Glendive	The Yellowstone River is the source. The water system consists of a water treatment plant, 2 storage tanks, mains, and hydrants.	Water quality monitoring	See Appendix B (City of Glendive Capital Improvements Plan)
Forest Park Subdivision	Community water system	Daily checks and water testing provided by Dawson County West Glendive Public Works Department	Renovate or replace bolted steel water tank, repair welded tank
Highland Park Subdivision	Community water system	The system is owned by the Subdivision's water association. The Dawson County West Glendive Public Works Department is contracted to provide daily checks and water testing.	Replace water tank
Town of Richey	The water system consists of two wells and mains.	Water quality monitoring	Full replacement of water mains

The *City of Glendive Water Master Plan Update, 2021*, has detailed information about the City's water system and maps showing locations of the water system. The *Town of Richey Preliminary Engineering Report for Water System Improvements – Phase 2, 2022*, has detailed information about the Town's water system and maps showing locations of the water system.

2. Wastewater Systems

Wastewater treatment systems serve residents of the City of Glendive, West Glendive area, and the Town of Richey. The City of Glendive constructed a multi-million dollar wastewater treatment plant, completed in 2015, with a connection to West Glendive. In the unincorporated communities and rural areas, there are individual septic systems and drainfields.

Table 15: Wastewater Systems in Dawson County

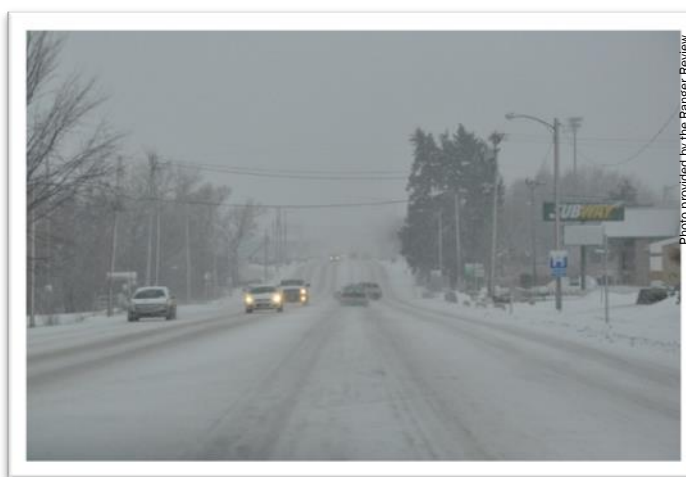
	Description of Wastewater System	Regular Maintenance	Major Planned Improvements
City of Glendive	Gravity sewer pipes, manholes, 5 lift stations, Water Resource and Recovery Facility (WRRF)	Treatment Plant: Discharge sampling, keeping records of operation and maintenance activities, filing reports with the Montana Department of Environmental Quality, maintenance of all equipment, exercising valves, and general maintenance of the grounds Collection System: cleaning the sewer mains, removing plugs, 5-year television inspection and cleaning program, inspecting lift stations, and general maintenance of the lift stations	Replace pipes as needed from Wastewater System Master Plan
West Glendive (operated and maintained by Dawson County with connection to City of Glendive)	Gravity sewer pipes, manholes, 3 lift stations, pumped to WRRF	Continue to coordinate with City of Glendive on monitoring. Collection System: cleaning the sewer mains, removing plugs, 4-year television inspection and cleaning program, monitoring the main between Lift Stations #1 and #2 during storm events to prevent backups in homes	
Town of Richey	Gravity sewer pipe, 2-cell lagoon system with discharge to hay fields via agricultural irrigation system during the summer months	Regular monitoring and maintenance of sewer lines and manholes and periodic flushing of sewer lines	The Town will begin considering the full replacement of its sewer mains and may elect to replace certain aging sewer lines before fully replacing its water mains.

The *City of Glendive Wastewater Master Plan Update, 2021* has detailed information about the wastewater systems and maps showing locations of the wastewater system infrastructure. The Town of Richey has several maps showing the locations of its wastewater system infrastructure.

3. Transportation

Roads: Interstate Highway 94, Montana Highway 200, Montana Highway 200S, Montana Highway 16, and Montana Secondary Highway 254 are maintained by the Montana Department of Transportation (MDT). The County has a network of local roads under the jurisdiction of the Dawson County Road Department. Dawson County has a road inventory that identifies County-owned right-of-ways and easements. The majority of the roads are in good repair, but the quality of the roads in the northern portion of the County suffered during peak oil activity. Where oil field work has slowed, routine maintenance is slowly catching up but the situation in the northern portion of the County is still less than ideal. The Department is updating a policy to require that commercial and industrial users causing heavy traffic and road degradation improve the roads to the original condition. While this policy has been in place since the 1970s, there has been no enforcement.

Regular maintenance on county roads includes grading, repairing culverts, and snow plowing. Every spring the County generates a list of proposed improvements. Depending on time and funding, the Department improves 3- to 4-mile sections of road at a time during construction season.



Photograph 10: Winter driving conditions can be hazardous with freezing temperatures, snow, ice, and wind

Within the City of Glendive, the Interstate 94 Business Loop, which includes Merrill Avenue and Towne Street, is maintained by MDT. The City maintains the remaining roads within the City. Generally, annual maintenance on the roads includes patching potholes and overlaying 7 to 10 blocks with hotmix overlay or chip-coat seal. There are no street maintenance districts so the City relies on gas tax money and a small amount of oil impact money. Major planned improvements are outlined in Glendive’s Capital Improvements Plan (Appendix B).

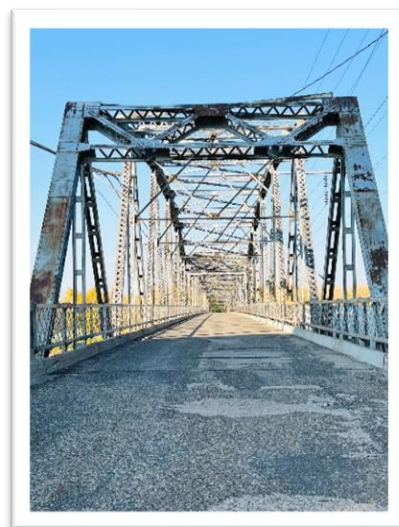
Within the Town of Richey, Montana Highway 200 and Montana Secondary Highway 254 are maintained by MDT. The Town maintains the remaining streets within the Town. Generally, annual maintenance on these streets is limited to patching potholes because of lack of funding. Given the severe budget challenges that Richey—and many other small towns like it—is currently facing and that will likely only increase in the near term, the Town will be unable to repave or fully reconstruct any of its streets without major grant funding. The annual regular and special gas tax allocations that the Town receives are not sufficient even to repave one block of Town streets.

The Dawson County Urban Transportation District provides door-to-door service with rides scheduled through a dispatcher during regular service hours. The district also provides transportation on a contract basis to various agencies within the community.

- **Railroad:** The Burlington Northern Santa Fe (BNSF) Railroad travels through Glendive and Dawson County.
- **Airports:** The Dawson Community Airport is located just northwest of Glendive and is a public-use airport with two runways with service provided by Cape Air. Enplanements have increased in recent years to 2,126 in 2021 compared to 1,561 in the previous year (Source: FAA Enplanements Data, September 2022). The Richey Airport is a small publicly-owned turf/dirt airport located just south of Richey.
- **Trails:** Existing trails in Dawson County include an extensive trail system in Glendive, including connections to Makoshika State Park and across the river via Bell Street Bridge.



Photograph 11: Trail connection to Makoshika State Park



Photograph 12: Bell Street Bridge Trail

4. Stormwater Drainage

The City of Glendive's stormwater collection system, installed in the early 1920s, was only developed in the downtown business district and immediate adjacent residential areas. The entire area east of the BNSF rail yards is not served by a collection system but relies on street drainage to flow to limited drainage facilities located adjacent to BNSF property. In 1997, the BNSF installed a storm sewer collection system along a portion of Sargent Avenue adjacent to their roundhouse facilities to prevent flooding on their property. The upper portion of Sargent Avenue received a storm sewer system to handle water generated on a street reconstruction project by MDT. In 2004, three stormwater detention ponds were constructed to reduce flooding on the eastern portion of Glendive below the hills of the badlands. These ponds reduced the heavy runoff generated by severe thunderstorms that flooded residences and the BNSF shops and yards.

The Town of Richey has just two stormwater drains, on either side of Main Street at the intersection of Montana Secondary Highway 254, that empty into large empty ditches across the highway. The Town otherwise relies on street or ditch drainage.

5. Solid Waste

- **Glendive Solid Waste Facility:** The landfill site is located approximately one half mile east of Glendive on Brennan Street. The total area of the landfill is approximately 148 acres, of which approximately 25 acres are currently used for the disposal of municipal solid waste. The City also has an additional 640 acres of land available that gives it capacity for another estimated 200 years. The landfill currently services the Cities of Glendive, Terry, Richey, Circle, and rural residents of Dawson County, and some of McCone County. The landfill is licensed by DEQ to accept Class II municipal solid waste for disposal and has been accepting waste since 1965. There are also areas at the landfill for class III and class IV waste. The site is open 8 a.m. to 6 p.m. Mondays through Saturdays and closed on Sundays. It is estimated the landfill currently accepts approximately 13,000 tons of solid waste per year. Approximately 8,000 tons of Class II and Class IV waste are placed in the main fill area. The other 5,000 tons is either diverted or placed in the Class III area.
- **Solid Waste Collection:** The Glendive Public Works Department provides solid waste collection and disposal for the residents of the City of Glendive. The City started automated collection garbage trucks in 1978. Residential containers are picked up twice per week and commercial containers are picked up according to use and up to six days per week. The City collects cardboard and glass using two main trucks/packers and a third older truck/packer. A roll-off truck was purchased in 1997 and roll-off containers are provided for some commercial sites and are also available to the public on request. Two utility workers are assigned to the collection trucks full-time and a third utility worker runs the roll-off truck as needed. All equipment is kept at the city shop and maintenance is done by the city mechanic. For regular pick-up, residents are assessed for collection and disposal. Additional fees are in place at the landfill for private haulers.
- An independent contractor provides solid waste collection and disposal for the residents of the Town of Richey, and residents are assessed a monthly fee by the Town for this service.

The Town also provides a trailer for residents to deposit cardboard for recycling, which is transported to Glendive Recycles Our Waste (GROW) in Glendive. The Town has applied for a grant to upgrade this trailer and to expand its recycling collection efforts to include certain plastics and e-waste in 2023.

- Kurtz Sanitation, a private company, provides solid waste disposal services to West Glendive and some surrounding rural areas. Residents of unincorporated communities and rural areas of Dawson County haul their garbage to collection sites.
- Oil Waste: Naturally Occurring Radioactive Material (NORM) from Bakken-area oil activities can be disposed of at Oaks Disposal landfill near the community of Lindsay, west of Glendive. Waste materials which are too radioactive for Oaks Disposal are sent on to other facilities in Colorado and other states.

6. Utilities

Montana-Dakota Utilities provides electricity and natural gas to most of Dawson County. Both McCone Electric Cooperative and Lower Yellowstone Rural Electric Association, Inc. provide electricity and natural gas and are available in the northern portion of the County. Tongue River Electric Cooperative provides electricity and is available in the southern portion of the County.

7. Phone/Internet

MidRivers Communications provides Dawson County with telephone and internet services. CenturyLink provides phone, satellite television, and internet services. National satellite and cellular companies also offer services.

G. Public Services

1. Health Care

- **Glendive Medical Center:** The Glendive Medical Center (GMC) is a full service, 25-bed acute care, critical access hospital. GMC provides 24-hour emergency care, full medical and surgical services, and an extended care facility. In addition to the hospital, GMC also operates the following services:
 - Gabert Clinic, a first-come first-serve clinic for non-emergency visits
 - The Heritage, a 13-unit assisted living facility
 - Eastern Montana Veterans Home, an 80-bed long-term care facility
 - hospice services
- **Dawson County Health Department:** The Dawson County Health Department provides the following services:
 - Basic health services to all members of the community, such as health screenings, family planning, education, and immunizations
 - Tracking communicable diseases in Dawson County, such as influenza and tuberculosis, including COVID
 - Home health services to provide medical assistance, aid in personal care, light housekeeping, and meals on wheels for those that are homebound
 - Public health emergency preparedness
 - School nurses
 - Tobacco Use Prevention Program
 - Women, Infant and Children (WIC)

Like many rural health providers throughout the country, Dawson County Health Department has been overwhelmed with the impacts of COVID-19. The health department provides COVID vaccines and information to help stem the spread of the virus.

2. Ambulance

The Glendive Ambulance department provides service to most of Dawson County. The Richey Volunteer Ambulance Association provides service to the northern portion of the County. There is no formal mutual aid agreement between the two entities, but they help each other as needed. The Glendive Ambulance Department has 17 paid per call volunteers on its roster. However, many of these 17 are not always available and there is a general shortage of EMT labor. The service responded to 800 calls in 2021. Richey has five volunteer EMTs.

3. Fire Protection

The City of Glendive has a full-time, professional fire department. The rest of Dawson County is covered by three fire rural districts including West Glendive, Richey, and rural Dawson County. Each

rural fire district has volunteer firefighters. The capacity of each department is enhanced through mutual aid agreements with other departments.

The Glendive Fire Station is located at Glendive City Hall (300 S. Merrill Ave.) and has 4 full-time firefighters with 15 paid-per-call volunteers and 12 paid-per-call volunteer EMTs. The Glendive Fire Department covers the City of Glendive. The Glendive Fire Chief has not seen a recent increase in the need for fire protection services. Like ambulance services, the fire department is also struggling to find volunteers.

The West Glendive Fire Station is located on Crisafulli Drive. The West Glendive Fire Department covers the West Glendive Fire District, as well as the southern portion of rural Dawson County. They have 19 volunteers.

The Richey Fire Station is located at 112 Antelope Ave. East. The Richey Fire Department has 25 volunteer firefighters – some of whom are also EMTs - that cover the Town of Richey, as well as the northern portion of rural Dawson County.

4. Law Enforcement

The Glendive Police Department covers the City of Glendive, and the Dawson County Sheriff's Office covers the remaining portions of Dawson County. There is a mutual aid agreement between the two entities. The Glendive Police Department has six officers. The Dawson County Sheriff's Office has 8 total officers. The Town of Richey does not have a police department and is covered by the Dawson County Sheriff's Office.

As oil activity in adjacent counties has waned, police activity (number of arrests) has returned to pre-oil boom levels. Dawson County jail is built to house 192 inmates. The Glendive City Police Department had been concerned about manpower, however with crime levelling off, current staffing may be sufficient. If additional officers are required, there will be many costs in addition to salaries. Funding will be needed to train young officers (basic academy plus continuing education), purchase supporting equipment, expand office space, hire additional dispatchers, and purchase additional emergency equipment.

5. Education

Glendive area public schools include Jefferson Elementary, Lincoln Elementary, Washington Middle School, and Dawson High School. Richey public schools include Richey Elementary and Richey High School. In addition, Bloomfield Elementary, Deer Creek Elementary, and Lindsay Elementary serve smaller, rural populations. Table 16 has fall enrollment numbers from 2007 to 2020. Valley View School is a private K-8 school in Glendive that had a 2022 fall enrollment of 16 students. During the 2020/2021 school year, there were 108 students homeschooled in Dawson County. This number dropped to 99 in the 2021/2022 school year and to 83 for the start of the 2022/2023 year. (Source: Dawson County Superintendent of Schools). This decline may be due to a decrease in perceived risk from COVID, which prompted some parents to do homeschooling. Richey is served by two schools, whose enrollment has decreased since peaking during oil boom years.

Table 16: Public School Fall Enrollment in Dawson County

	2007/ 2008	2008/ 2009	2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017	2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021
Jefferson School*	245	252	248	244	288	327	339	345	337	320	284	278	281	253
Lincoln School*	201	216	212	284	276	268	235	281	310	291	297	270	258	239
Washington Middle School*	333	343	308	231	250	303	322	305	288	246	252	298	329	304
Bloomfield School*	15	8	6	8	6	4	4	2	3	0	1	4	6	8
Lindsay School*	10	11	15	15	17	17	12	15	18	12	12	7	5	6
Richey School*	29	40	36	42	47	35	45	32	28	29	28	28	26	34
Richey 7-8*	12	12	12	13	10	11	10	11	13	13	10	10	9	12
Deer Creek School*	15	14	16	21	41	30	26	19	21	21	16	19	12	14
Dawson High School*	420	378	361	335	311	319	327	363	389	375	361	351	333	334
Richey High School*	24	27	25	30	29	22	22	32	28	29	28	28	26	34
Dawson County Community College**	446	414	441	485	418	312	377	336	304	294	332	422	440	380

*Source: Growth and Enhancement of Montana Students (GEMS).

**Source: Montana University System Headcount Dashboard

Elementary and high schools in Dawson County are aging. A third party study released in 2019 found that many of the school facilities in Glendive had significant structural or other issues. Many schools have frequent issues with heating and HVAC needs.

The Richey Elementary School building was remodeled and retrofitted approximately 5 to 10 years ago. At around this same time, new roofs were installed on all buildings and new boilers were purchased. Various other improvements have been made as well, for example, new windows in the high school and elementary buildings.

The Dawson Community College is located in the southwestern portion of Glendive and offers associate degrees, university transfer, workforce development, and certificate programs. Associate programs include agribusiness technology, business management, criminal justice, early childhood education, engineering technology, music technology, and welding technology.

6. Libraries

The Glendive Public Library is located at 200 S. Kendrick Street in Glendive.

The Richey Public Library is currently located at 223 S. Main Street in Richey but will be moving to its new location at 106 Royal Avenue East in 2023.

7. Senior Services

The Glendive Senior Citizens Center is located at 604 Grant Street in Glendive. The Center is open Monday through Friday from 8:00 a.m. to 4:00 p.m. Lunch is served daily. In addition to the Senior Center, there is also an Area I Agency on Aging, Retired Senior Volunteer Program, Senior Companion Program (through Action for Eastern Montana), nursing home (owned by Dawson County and managed by the Glendive Medical Center), Heritage on Merrill assisted living facility, Grandview senior living facility, Veteran’s Home, and Mental Health Clinic in Glendive. The Richey Senior Citizens Center is located at 301 S. Main Street in Richey. The Center is open Monday through Thursday, with lunch served on those days and with some in-home lunch delivery available. The Center also hosts services provided by the Dawson County Health Department and functions as a polling place on election days.

8. Parks and Recreation

The Glendive Recreation Department manages the City Swimming Pool, which is an outdoor pool located at Lloyd Square Park and organizes activities for both children and adults, such as team sports and crafts. Table 17 shows the parks in Glendive and Richey, which are maintained by the Glendive and Richey Public Works Departments, respectively.



Photograph 13: Swimming pool at Lloyd Square Park

Table 17: Glendive and Richey Area Parks Inventory

Park	Amenities	Needed Improvements
Lloyd Square Park	Swimming pool, tennis courts, picnic shelter, handicap accessible restroom facilities, Dawson County High School track and football field, playground equipment	Swimming pool improvements
Whipkey Park and Splash Park	Baseball field, splash park, handicap restroom facilities, playground, picnic area	
Jaycee West Park	Restroom facilities, playground, tennis courts, skate board park	upgrade restroom facilities to allow handicap accessibility
Eyer Park	Restroom facilities, playground, multi-purpose field	upgrade restroom facilities to allow handicap accessibility
Penninger Park	Benches, picnic tables, and basketball court.	
Maple Park	Picnic ara, basketball court	
Carter Park	Playground, ½ basketball park	
Greg Park	Baseball/Softball field, basketball courts, tennis courts, field	
ABC Fields	Youth baseball	
GGSA Fields/Meissner Field	Softball/Baseball Fields	
DCC Outdoor Recreation Complex	Baseball/Softball fields	
Brennan Park	Basketball Court	ADA accessible playground, resurfaced basketball court
Richey Town	Playground, covered picnic shelter	Update playground equipment
Richey Community Park	Restroom facilities, playground, covered picnic shelters	

Source: Glendive Recreation, Town of Richey



Photograph 14: Glendive Splash Park

There is currently not a parks and recreation district in Dawson County. Revive Glendive is a group of local citizens working to develop a proposal for a parks and recreation district that would be supported by the community. A recreation district would provide increased revenue for facilities and maintenance.

In addition to the parks maintained by the City of Glendive, there are the following recreational areas in Dawson County:

- ❖ Makoshika State Park
- ❖ Johnson Reservoir
- ❖ Hollecker Lake
- ❖ Dawson County Fairgrounds
- ❖ FWP Fishing Access Sites
- ❖ Cottonwood Country Club

9. Other Community Organizations

There are many community and volunteer organizations that provide services. See Appendix D for a list of community organizations and services.



Photograph 15: Richey Town Park

PUBLIC INFRASTRUCTURE SUMMARY

- ❖ The City of Glendive, Town of Richey, and Dawson County have many public facilities and services to serve residents.
- ❖ The City of Glendive, Town of Richey and Dawson County maintain infrastructure through the annual budget process, capital improvement plans, and facility plans.
- ❖ There are many volunteer citizens and organizations that contribute to the facilities and services in the community.
- ❖ Infrastructure is aging and deteriorating. While the City and County have worked hard to maintain infrastructure, there are currently many needed, costly improvements..
- ❖ See Page 54 for the Vision, Goals, Objectives, and Action Items related to infrastructure.

Part III: Goals, Objectives, and Implementation Strategy

This section describes the community’s vision for the future of the City of Glendive, Town of Richey, and Dawson County. The following six vision statements were modified slightly from the 2016 Growth Policy:

- Protect and conserve the **NATURAL AND CULTURAL RESOURCES**, clean air and water, and the environment by promoting land use patterns which balance economic benefits, promote environmental stewardship, and preserve the quality of life for residents in Dawson County, City of Glendive, and Town of Richey.
- Establish **LAND USE** patterns which accommodate growth, preserve the identity and character of existing communities, and minimize conflicts with agriculture and existing businesses and industries.
- Ensure a variety of **HOUSING** opportunities to meet the different needs of the community through the efficient use of space, orderly growth consistent with high quality of life, fiscal responsibility and consideration for the natural environment.

Tools Designed to Meet Each Vision Statement

- ❖ *Goals are broad, overarching statements that define how each vision statement will be accomplished.*
- ❖ *Objectives are specific, quantifiable, realistic targets that measure the accomplishment of goals.*
- ❖ *Actions are specific steps to implement the goals and objectives. Table 19 outlines each action with the responsible party and when it will be completed (short-term (1-2 years), mid-term (5 years), or long-term (10 years)).*
- ❖ *The Future Land Use Map shows the preferred areas for future land use types, such as residential development. The map can be used as a tool to help guide future development.*
- ❖ *Existing regulations and policies (See Section 6: List of Existing Plans, Policies, and Regulations)*

- Improve the **ECONOMY** of the City of Glendive, Town of Richey, and Dawson County by encouraging stable and diversified economic development and retention of existing businesses.
- Provide adequate and cost-effective **PUBLIC SERVICES, FACILITIES, AND INFRASTRUCTURE** to serve the citizens of Dawson County, Glendive, and Richey.
- Support **TRANSPORTATION AND MOBILITY PLANNING** that addresses needed improvements for existing facilities, designs to accommodate future development, and ensures that the public is not burdened with the cost of new development.

Natural and Cultural Resource Vision Statement: Protect and conserve the natural and cultural resources, clean air and water, and the environment by promoting land use patterns which balance economic benefits, promote environmental stewardship, and preserve the quality of life for residents in Dawson County, the City of Glendive, and Town of Richey.

Natural and Cultural Resource Goals:

- ❖ R-G1: Maintain and preserve the quality and quantity of surface and ground water for both consumptive and non-consumptive use.
- ❖ R-G2: Encourage the protection of agriculture, soil conservation, and continuation of noxious weed control.
- ❖ R-G3: Encourage the protection of wildlife and wildlife habitat, realizing the economic benefits of these valuable resources.
- ❖ R-G4: Protect the natural environment of Dawson County.
- ❖ R-G5: –Capitalize on the value and benefit of the following:
 - Makoshika State Park,
 - the Yellowstone River, and
 - the mineral resources of the area.
- ❖ R-G6: Recognize the value of the “Badlands” and the potential of fossils in the area and the opportunities this creates.
- ❖ E-05: Preserve and maintain existing open spaces and parks.

Natural and Cultural Resource Objectives:

- ❖ R-01: Limit development of lands having severe physical limitations, including slope, soils, floodplains, etc. if limitations cannot be overcome with special engineering designs. Ensure that development occurs in the preferred growth areas noted on the Future Land Use Map.
- ❖ R-02: Build new and strengthen existing partnerships between local government, businesses, non-profit organizations:
 - Continue partnership with Makoshika State Park for access, recreational, and educational opportunities.
- ❖ R-03: Work with Federal and State agencies to develop long-term plans which promote the economic and recreational benefits derived from publicly owned lands, while protecting the resources on these lands.
- ❖ R-04: Maintain and improve existing river access and continue to facilitate other recreational sites along the Yellowstone River.
- ❖ R-05: Expand pedestrian and bicycle trail facilities to promote appreciation of the natural resources of Dawson County and Glendive.

Land Use Vision Statement: Establish land use patterns which accommodate growth, preserve the identity and character of existing communities, and minimize conflicts with agriculture and existing businesses and industries.

Land Use Goals:

- ❖ L-G1: Ensure new development protects public health and safety.
- ❖ L-G2: Encourage downtown redevelopment, especially by using adaptive re-use of existing historic structures, and encourage new residential subdivisions to locate adjacent to existing communities.
- ❖ L-G3: Utilize existing capacity within Town limits to accommodate future residential and commercial growth whenever possible. (Richey)

Land Use Objectives:

- ❖ L-01: Consider adoption of design guidelines in the historic downtown core area.
- ❖ L-02: Protect land suitable for industrial use by supporting designation of an industrial park and encouraging development along the railroad corridor.
- ❖ L-03: Facilitate the expansion of existing industrial uses and development of new industries in areas suitable for development.

- ❖ L-04: Promote community improvements that will benefit all citizens of the county through administration of rules adopted in County or City zoning and subdivision regulations. Update and improve these regulations on a regular basis to reflect changing conditions or needs.
- ❖ L-05: Support the use of floodplain regulations in the West Glendive area. Continue to mitigate potential damage from future flooding in West Glendive and limit future development in flood prone areas through enforcement of floodplain regulations.
- ❖ L-06: Require land divisions to provide adequate transportation (including right-of-ways), water, sanitary, and storm water drainage facilities; so that necessary services and facilities can be provided.
- ❖ L-07: Review and update zoning regulations as needed to guide future development to areas of greatest community benefit following the intent of the growth policy.
- ❖ L-08: Develop a plan for Dawson County and Glendive Park and open space improvements.
- ❖ L-09: Assure that local governments have the ability to administer land use regulations.
- ❖ L-10: Pursue zoning in the urbanized area of the County particularly in West Glendive.
- ❖ L-11: Pursue Brownsfield funding or other remediation alternatives for, and encourage redevelopment of, residential and commercial properties that are currently uninhabitable, that pose a safety hazard, and/or that represent a conspicuous eyesore. (Richey)

Housing Vision Statement: Ensure a variety of housing opportunities to meet the different needs of the community through the efficient use of space, orderly growth consistent with high quality of life, fiscal responsibility and consideration for the natural environment.

Housing Goals:

- ❖ H-G1: Promote adequate housing for low income persons and senior citizens in the City of Glendive and Dawson County. Work to provide better opportunities for choices in housing type and location.
- ❖ H-G2: Encourage in-fill and neighborhood improvements/redevelopment and discourage blight.

Housing Objectives:

- ❖ H-O1: Support the use of housing assistance programs to improve housing for low income persons and senior citizens.

- ❖ H-02: Participate in periodic housing needs assessments and inventories to determine immediate and long-term housing needs.

Economic Development Vision Statement: Improve the economy of the City of Glendive, Town of Richey, and Dawson County by encouraging stable and diversified economic development and retention of existing businesses.

Economic Development Goals:

- ❖ E-G1: Continue planning processes and a regulatory atmosphere which are conducive to maintaining existing employment and foster opportunities for new economic development.
- ❖ E-G3: Encourage local governments to continue to assist the Dawson County Economic Development Council and Eastern Plains Economic Development Corporation.
- ❖ E-G4: Acknowledge the economic value of Dawson County's natural areas and encourage tourism development related to it.
- ❖ E-G6: Work to preserve and revitalize the downtown area of Glendive.

Economic Development Objectives:

- ❖ E-01: Support continued cooperation between the City of Glendive, Dawson County, and Glendive/Dawson County Planning Board in the consideration of land use issues relating to development opportunities.
- ❖ E-02: Assist eligible entities with funding opportunities from federal, state, and local entities.
- ❖ E-03: Support tourism development with properly planned highway commercial areas along the interstate corridor.
- ❖ E-04: Use landscaping or natural environmental features to mitigate or buffer areas of incompatible uses.
- ❖ E-06: Work to improve commercial opportunities in the existing general commercial zoned area of Downtown Glendive.
- ❖ E-07: Work with the Dawson County Economic Development Council and the Chamber of Commerce on a long-range plan to promote and develop tourism opportunities in the City of Glendive and Dawson County.

Infrastructure Vision Statement: Provide adequate and cost-effective public services, facilities, and infrastructure to serve the citizens of Dawson County, Glendive, and Richey.

Infrastructure Goals:

- ❖ I-G1: Develop and operate long-range capital improvements planning programs for new and existing public facilities and services.
- ❖ I-G2: Evaluate and continually update public facility master plans for potential growth pattern and expansions.
- ❖ I-G3: Support development of infrastructure where deficient or lacking in areas defined as future growth areas. Both subdivision regulations and annexation policies, should require the developer to pay for the costs associated with or install their portion of infrastructure improvements.
- ❖ I-G4: Ensure high quality, coordinated community services.
- ❖ I-G5: Explore the use of impact fees to help fund capacity of major development proposals.
- ❖ I-G6: Coordinate the recreational opportunities for Glendive and West Glendive residents.
- ❖ I-O5: Develop park facilities, recreation programs, and open space improvements through a park and recreation district.

Public Facilities and Services Objectives:

- ❖ I-O1: Update Capital Improvements Plans annually as part of the budgeting process.
- ❖ I-O2: As a part of the annexation process, make it clear that developers are responsible for the costs associated with new infrastructure or added capacity for facilities they impact.
- ❖ I-O3: Ensure any property owner that desires annexation to construct all infrastructure to meet City or Town standards including any offsite improvements needed to connect to the existing City or Town infrastructure.
- ❖ I-O6: Consider and encourage the use of centralized (multiple jurisdictions) dispatch services.
- ❖ I-O7: Require adequate storm water drainage facilities be designed, installed, and maintained in all new development or redevelopment that adds additional drainage.
- ❖ I-O8: Expand pedestrian and bicycle trail facilities.
- ❖ I-O9: Complete construction on Phase 1 of the multiyear water main replacement project; continue planning and securing funding for Phase 2 and beyond until project is complete. (Richey)

- ❖ I-10: Evaluate the condition of the Town’s sewer lines to determine if any areas require repair or replacement before completion of the water main replacement project. (Richey)

Transportation Vision Statement: Support transportation and mobility planning that addresses needed improvements for existing facilities, designs to accommodate future development, and ensures that the public is not burdened with the cost of new development.

Transportation Goals:

- ❖ T-G1: Utilize the capacity of the existing road system to serve future development prior to constructing new public roads.
- ❖ T-G2: Ensure the new public road construction directs development into areas best suited for such development.
- ❖ T-G3: Develop design and improvements standards for roads for both the City of Glendive and Dawson County that will meet future traffic levels.
- ❖ T-G4: Support land use planning that will result in the most efficient expenditure of public funds for road construction and maintenance consistent with public safety and adequate traffic circulation.
- ❖ T-G5: Create plan for the regular repair and maintenance of existing roads.

Transportation Objectives:

- ❖ T-O1: Provide long-range capital improvement plans for roads.
- ❖ T-O2: All new road construction shall meet minimum standards adopted by the responsible city or county jurisdiction and improvements made to existing roads shall upgrade to these standards as feasible.
- ❖ T-O3: Encourage the repair and upgrade of streets through maintenance districts.
- ❖ T-O4: The primary responsibility for development of new roads shall be the users of properties receiving direct benefit from and/or access to the new road. In cases where the new road system is designed to serve the public, development shall be the obligation of the agency or party initiating the road.
- ❖ T-O5: Roads constructed meeting proper design and standards may be offered to the local government (city or county). If accepted and dedicated by the local government, the local government will assume maintenance responsibility for the road.

- ❖ T-06: Consider developing capacity and impact fees for new development.
- ❖ T-07: Continue the existing curb/sidewalk program in the City of Glendive; develop a similar program for the Town of Richey and pursue Montana Transportation Alternatives Program funding for it.
- ❖ T-08: Continue ADA improvements in the City and County.
- ❖ T-09: The City of Glendive, Town of Richey, and Dawson County will continue to apply for federal and state grant funding for community wide projects.
- ❖ T-010: Encourage the City of Glendive to finish and continually update their Pavement Management Plan.
- ❖ T-011: Encourage Dawson County to develop a Road Management Plan.

Table 18: Implementation Strategy

Short-term (1-2 Years)	
Action Items	Responsible Party(ies):
Adjust annexation policies to provide water to Makoshika park	City Council
Produce a trails map for public	Building Active Glendive, Chamber of Commerce
Update policies to allow provision of water to Makoshika State Park	City Council
Repair Forest Park Streets with Assessment District funds	County Commissioners
Make decision on how to proceed about dike	City/County
Update County Floodplain Regulations	County Planning Office/County Commissioners
Determine course of action on downtown floodplain/dike	City/County
Mid-term (5 years)	
Action Items	Responsible Party(ies):
Develop Downtown Design Guidelines	City Planning/City Council
Develop Engineering Plans for Towne and Merrill Streets;	MDT in cooperation with City
Updates to Capital Facilities Plans	City Planning/City Council/Town Council
Provide water to Makoshika State Park	Glendive Public Works
Put ballot proposal forward to create a Parks Maintenance District	County Commissioners
Put a ballot proposal forward to fund expansion of the County Jail	County Commissioners
Develop a system to implement development impact fees	City Planning/City Council/Town Council
Zone urban areas in the Glendive area	County Commissioners
Develop a plan to upgrade/replace key school facilities	School district
Long-term (10 years)	
Action Items	Responsible Party(ies):
Fix or upgrade streets to provide bike pedestrian facilities	MDT, Glendive Public Works
Alter street configurations for Towne Street based on studies	MDT
Upgrade/replace schools	School districts
Upgrade/replace remaining water mains and all sewer lines	Richey Town Council

Part IV: Other Information (as required by Montana State Law)

A. Wildland-Urban Interface

This section addresses the WUI as required by Montana State Law. The *Dawson County Community Wildfire Protection Plan* (CWPP) was prepared as part of the *Dawson County Pre-Disaster Mitigation Plan* in 2005. The CWPP includes a wildfire risk assessment and an outline of tasks to mitigate the risks. There are two WUI maps that have been created for Dawson County. The first map is from the Montana Department of Natural Resources and Conservation. The second WUI map is located within the *Dawson County Multi-Hazard Mitigation Plan*, itself created as part of the 2018 State of Montana MHMP Update. The CWPP was not updated through development of the *Dawson County Multi-Hazard Mitigation Plan*, but wildfire is listed as a moderate risk for the County.

According to the 2005 CWPP, the main concerns related to wildfire are drought and associated low moisture fuels; Conservation Reserve Program (CRP) and agricultural lands during late summer and early fall; and the rugged terrain of Makoshika State Park. In addition, oil activity is increasing traffic and hazardous materials on both the rail and road systems, which can lead to more points of ignition.

The Dawson County, City of Glendive, and Town of Richey Subdivision Regulations, adopted in 2021, include regulations pertaining to defensible space, access, and water supply. In addition, the City of Glendive has a Fire Code.

B. Review and Revision of the Growth Policy

Growth policy review will occur at a maximum five-year interval. The next growth policy review will start in 2027. Following is a list of questions to consider when determining whether or not the growth policy should be revised:

- Is there new data available (decennial census, floodplain, etc.)?
- Has there been a significant change in demographics or the local economy?
- Have the Montana State Laws regarding growth policies changed?
- Have any goals and objectives been accomplished?
- Are there new goals and objectives?
- Have the action items in the implementation schedule been completed?
- Does additional public input suggest the need to make changes?

C. Coordination between Dawson County, the City of Glendive, and Town of Richey

There is currently coordination between the City of Glendive, Town of Richey, and Dawson County. The City and County have a joint planning board. According to Section 7-1-4111, MCA, the City of Glendive is a third class city because the decennial census population is more than 1,000 and less than 5,000. Section 76-3-601(2)(b), MCA, states that if a proposed subdivision is located within one mile of the City of Glendive, Dawson County is required to submit the subdivision application to the City of Glendive for review and comment.

Section 76-3-601(2)(c) states that if a proposed subdivision is located partly within an incorporated city or town, the application must be submitted to and approved by both the city or town and the county governing bodies. Section 76-3-601(2)(d) states that when a proposed subdivision is also proposed to be annexed to a municipality, the governing body of the municipality shall coordinate the subdivision review and annexation procedures to minimize duplication of hearings, reports, and other requirements whenever possible.

There are formal and informal mutual aid agreements between law enforcement, ambulance, and fire protection services.

D. How subdivisions will be reviewed using the public interest criteria

Impacts of a proposed subdivision on agriculture, agricultural water user facilities, local services, natural environment, wildlife, wildlife habitat, and public health and safety must be reviewed prior to a governing body making a decision on the proposal. Subdivision applications are required to include an analysis of how the proposal will impact the seven primary criteria listed in Section 76-3-608(3)(a), Montana Code Annotated. The applicable government planning staff will review the application to ensure there is sufficient information. Figure 10 outlines the information that should be included in the analysis.

Agriculture

- Historic use of land
- Historic use of adjacent land
- Prime farmland soils on the land or adjacent land
- Water rights associated with the land

Agricultural Water User Facilities

- Locations of water user facilities and easements on the land
- Location of water user facilities and easements on adjacent lands
- Documentation of ditch easements
- Documentation of water rights associated with the land
- Proposed use of water rights
- Comments from ditch companies or water user groups

Local Services

- Proposed water and sewer facilities
- Proposed transportation system (to the nearest highway)
- Proposed emergency services (fire, law enforcement, and ambulance)
- Impacts to the school system
- Proposed solid waste facilities
- Proposed utilities (electric, gas, phone, fiber optic)

Natural Environment

- Groundwater quality and supply
- Area surface water features (streams, lakes, ponds, wetlands, and riparian areas)
- Vegetation (including noxious weeds)
- Soils
- Air quality
- Topography

Wildlife

- Types of wildlife found on land and surrounding region
- Sensitive species listed for land and adjacent lands

Wildlife Habitat

- Location of proposed subdivision in relation to wildlife habitat, such as winter and summer range, breeding areas, or migration corridors

Public Health and Safety

- Natural hazards in the area (flood, earthquake, steep slopes, unstable soils, high water table, fire hazard, etc.)
- Manmade hazards in the area (dams, high voltage lines, high pressure gas line, etc.)
- Estimated emergency response times
- Proposed fire protection measures within the proposed subdivision
- Any proposed activities or facilities that would affect public health and safety

Figure 11: Seven Subdivision Review Criteria

Planning staff from the applicable government agency will make recommended findings of fact on whether or not a subdivision proposal will have impacts on each of the criterion; if there are negative impacts, whether or not those impacts can be mitigated; and whether the subdivision should be approved, approved with conditions, or denied based on the findings of fact. A subdivision proposal must also meet the regulations in the *Dawson County, City of Glendive, and Town of Richey Subdivision Regulations* and Montana State Law. The planning staff recommendation is presented to the Dawson County/City of Glendive Planning Board, which can modify the findings of fact as needed. The Planning Board’s recommendation is then submitted to the appropriate government body (Dawson County Commission, Glendive City Council, or Richey Town Council), which makes the final decision.

E. Statement of how public hearings regarding proposed subdivisions will be conducted

Public hearings on proposed subdivisions are conducted according to the procedures outlined in Figure 11.

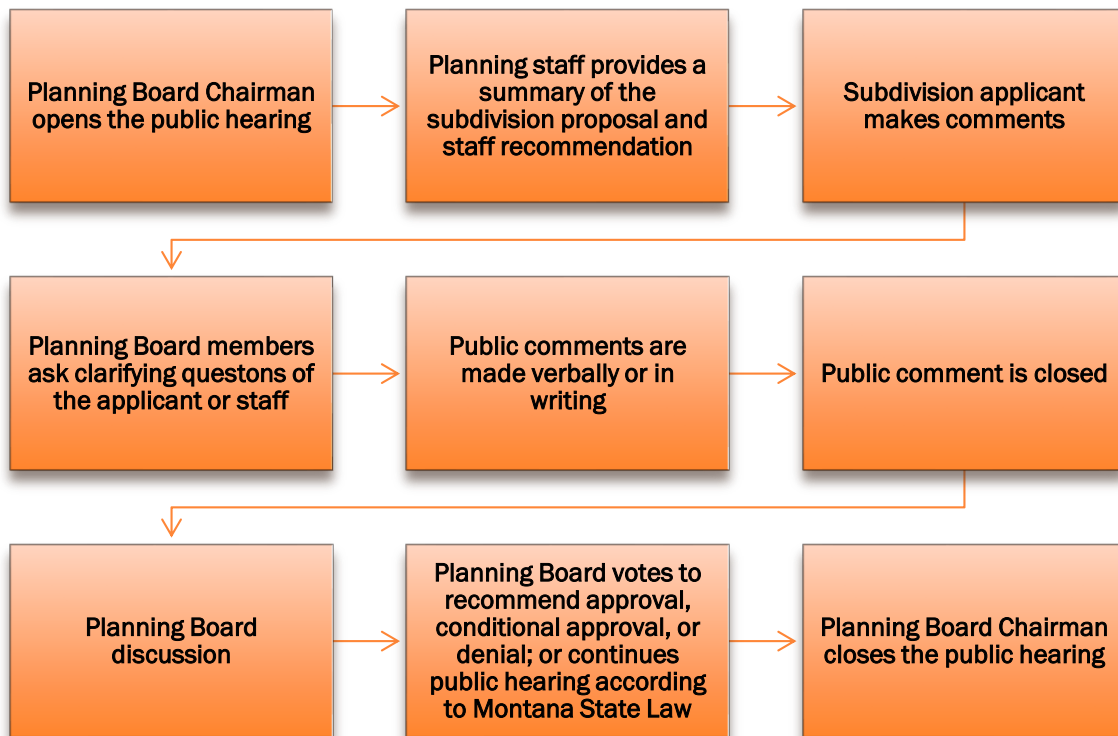


Figure 12: Public Hearing Format

APPENDICES

Appendix A: Maps

Map 3: Dawson County Base Map

Map 4: Dawson County Sand and Gravel Resource Map

Map 5: Dawson County Prime Farmland Map

Map 6: Glendive/West Glendive Existing Land Use Map

Map 7: Glendive/West Glendive Development Constraints Map

Map 8: Glendive/West Glendive Future Land Use Map

Map 9: Richey Existing Land Use Map

Map 10: Richey Future Land Use Map

Map 11: Glendive/West Glendive Trails Plan

Appendix B: City of Glendive Capital Improvements Plan, Town of Richey Capital Improvements Plan

Appendix C: Public Input (Planning Board meeting minutes, public hearing minutes)

Appendix D: List of Community Organizations