



LIVINGSTON GROWTH POLICY

Draft Community Profile | August 2020

PREPARED BY:

Burton Planning Services
252 Electric Avenue
Westerville, OH 43081
(614) 392-2284
burtonplanning.com



Applied Communications
151 Wedgewood Lane
Whitefish, MT 59937



PREPARED FOR:

City of Livingston
330 Bennett Street
Livingston, MT 59047



Table of Contents

1.0	Context.....	5
2.0	Population	7
2.1	Introduction.....	7
2.2	Growth Trends.....	7
2.3	Aging Trends.....	8
2.4	Disability.....	9
2.5	Educational Attainment.....	10
2.6	In-Out Migration.....	10
2.7	Family Household Characteristics.....	11
3.0	Land Use	12
3.1	Introduction.....	12
3.2	Geography.....	12
3.3	Land Use Patterns - Existing and Future.....	13
3.4	Gateways.....	15
3.5	Downtown.....	15
3.6	Open Space.....	17
3.7	Health Hazards: Brownfields.....	18
4.0	Natural Resources	23
4.1	Introduction.....	23
4.2	Air Quality	23
4.3	Water.....	23
4.4	Wildlife / Conservation Lands	26
4.5	Climate	26
4.6	Soils.....	27
4.7	Vegetation	27
5.0	Housing.....	29
5.1	Introduction.....	29
5.2	Occupancy and Use.....	29
5.3	Affordability	30
5.4	Housing Assistance	31
6.0	Economy	32
6.1	Introduction.....	32
6.2	Context.....	32
6.3	Current Trends and Data.....	32
6.4	Educational Attainment.....	33
6.5	Employment by Sector	34
6.6	Business Profile.....	34
6.7	Tourism	35
6.8	Catalytic Projects.....	35
7.0	Local Services.....	36
7.1	Introduction.....	36
7.2	Context.....	36
7.3	Law Enforcement	37
7.4	Health Providers (Medical).....	37
7.5	Fire Protection and Emergency Medical Services	38
7.6	Emergency Management and Hazard Mitigation.....	39
7.7	School Facilities and Enrollment.....	39

7.8	Library	40
7.9	Historical and Cultural Sites.....	40
8.0	Transportation	42
8.1	Introduction.....	42
8.2	Road Network.....	42
8.3	Traffic Counts	43
8.4	Vehicle Trips/Miles Traveled	43
8.5	Roadway Safety.....	43
8.6	Commuting Patterns	44
8.7	Transportation Choices	44
8.8	Transit Information & Policies	44
8.9	Active Transportation	45
8.10	Rail	45
8.11	Aviation.....	46
8.12	Transportation & Land Use Relationship	46
9.0	Public Facilities.....	50
9.1	Introduction.....	50
9.2	Public Wastewater Facilities	50
9.3	Water Supply	51
9.4	Storm Water Management.....	53
9.5	Parks – Recreation.....	53
9.6	Energy Sources & Renewable Energy	54
9.7	Solid Waste and Recycling	55
9.8	Broadband Services	55
10.0	Summary.....	57
11.0	References	58

List of Figures

Figure 1.1: City of Livingston, Montana	5
Figure 2.1: Livingston City and Park County Population	7
Figure 2.2: Age Trends in Livingston City, Park County, and State of Montana.....	9
Figure 2.3: Education Level Attained in Livingston City, Park County, and State of Montana.....	10
Figure 2.4: Housing Tenure in the City of Livingston	11
Figure 3.1: Areas of North Livingston with Development Restraints	12
Figure 3.2: Businesses in the City of Livingston	15
Figure 3.3: Open Space in Livingston	17
Figure 3.4: Teslow Grain Elevator	18
Figure 4.1: Natural Resources in Livingston, Montana	24
Figure 4.2: River in Livingston, Montana	25
Figure 4.3: Bison Statue near the City of Livingston.....	26
Figure 5.1: Housing in Livingston	31
Figure 6.1: Annual Unemployment Rate in Park County, Montana	33
Figure 6.2: City of Livingston, Montana and the Yellowstone Region.....	35
Figure 7.1: City of Livingston Governmental Organization.....	36
Figure 7.2: Livingston Fire Station	38
Figure 7.3: Livingston Depot Center	40
Figure 8.1: Reported Commute Types	44
Figure 9.1: Park Electric Cooperative	55
Figure 10.1: City of Livingston, Montana	57

List of Tables

Table 2.1: Population Projections in the City of Livingston and Park County	8
Table 2.2: Disability Types in Livingston, Montana.....	9
Table 3.1: Land Use Categories in Livingston.....	13
Table 5.1: Housing Unit by Type	29
Table 5.2: Housing Occupancy	30
Table 5.3: Median Home Values for Selected Areas – 2014 – 2018	30
Table 6.1: Economic Indicators	33
Table 6.2: Educational Attainment	34
Table 7.1: Average Annual Crime Rate by Type of Offense (per 1,000 residents), 2007-2017	37
Table 7.2: City of Livingston Schools and Enrollment.....	39
Table 8.1: Functional Classification of Livingston Roadways	42
Table 8.2: Traffic Counts 2015-2018.....	43
Table 9.1: Sanitary Sewer Capital Improvement Projects	50
Table 9.2: Water Source and Storage Improvement Projects	51
Table 9.3: Parks within the City of Livingston	54

List of Exhibits

Exhibit 1.1: Livingston Growth Policy Update Study Area	6
Exhibit 3.1: Zoning Districts Map.....	19
Exhibit 3.2: Special Districts Map	20
Exhibit 3.3: Recent Annexations Map.....	21
Exhibit 3.4: Future Growth map	22
Exhibit 4.1: Water Resources.....	28
Exhibit 7.1: Local Services.....	41
Exhibit 8.1: Road Network	47
Exhibit 8.2: Transportation Choices.....	48
Exhibit 8.3: Parks and Trails	49
Exhibit 9.1: Existing Water System	56

1.0 Context

The City of Livingston, Montana is in the process of updating the City's Comprehensive Growth Policy. This updated Growth Policy will serve as an integral land use planning guidance tool as the community, including the 2-mile extraterritorial jurisdiction, grows and develops. Ultimately, the Growth Policy will name the best locations for growth and assist the City with ensuring that development and investment occurs appropriately.

This document - the Community Profile Report - is one chapter of the City of Livingston's 2020 Growth Policy update. The Report summarizes the existing conditions of the City, along with the community's unique characteristics that impact and will be affected by future growth within and adjacent to the City. The information in the Report comes from a wide variety of sources and formats: federal, state, county, and City data sets, studies, and planning documents, as well as additional data collection from the Project Team. The Report establishes a baseline upon which the needs assessment and, ultimately, the recommendations of the 2020 Growth Policy Update will be built.

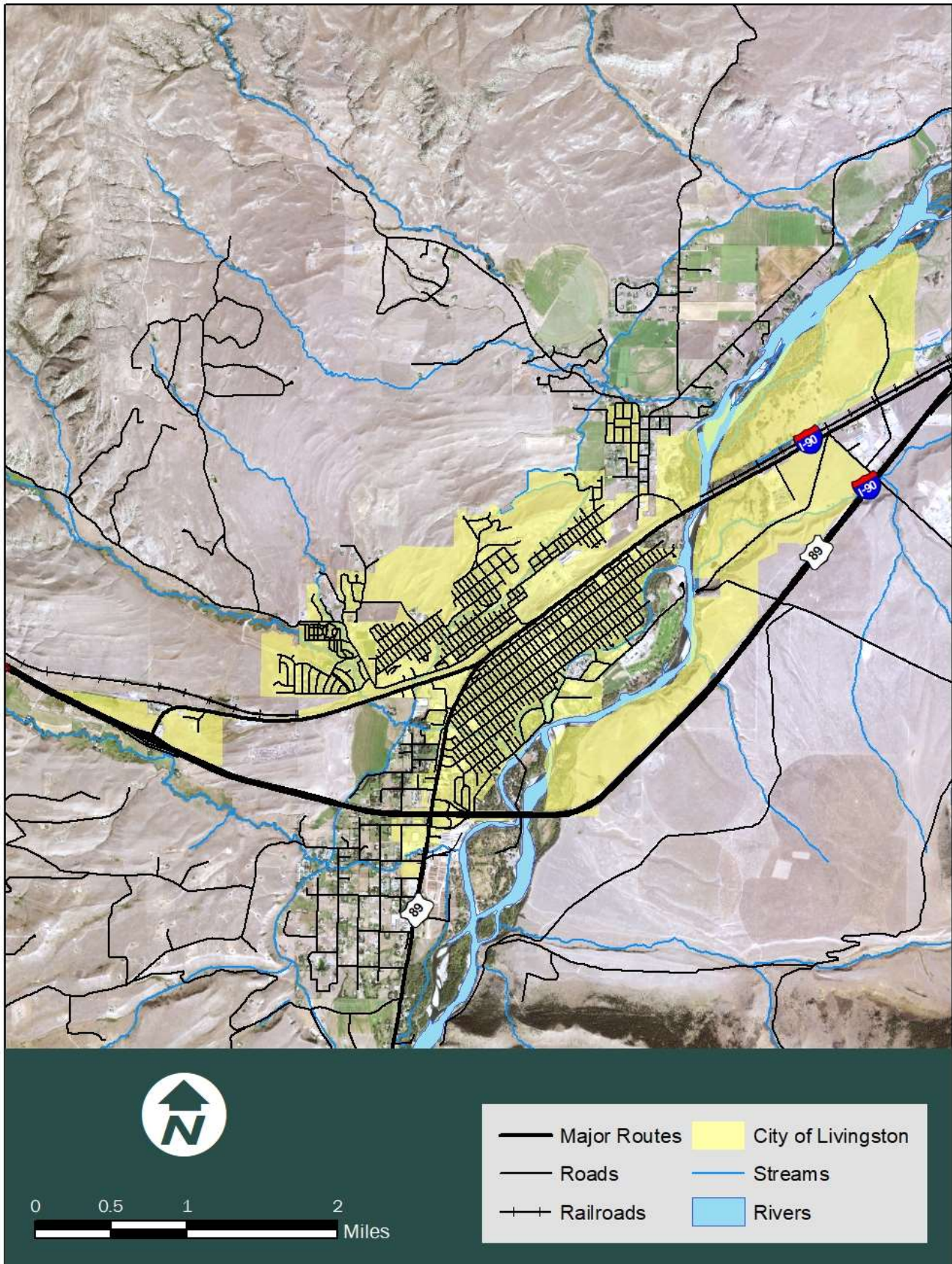
Exhibit 1.1 on the following page identifies the Comprehensive Growth Policy's Study Area.

Figure 1.1: City of Livingston, Montana



Source: Burton Planning Services

Exhibit 1.1: Livingston Growth Policy Update Study Area



2.0 Population

2.1 Introduction

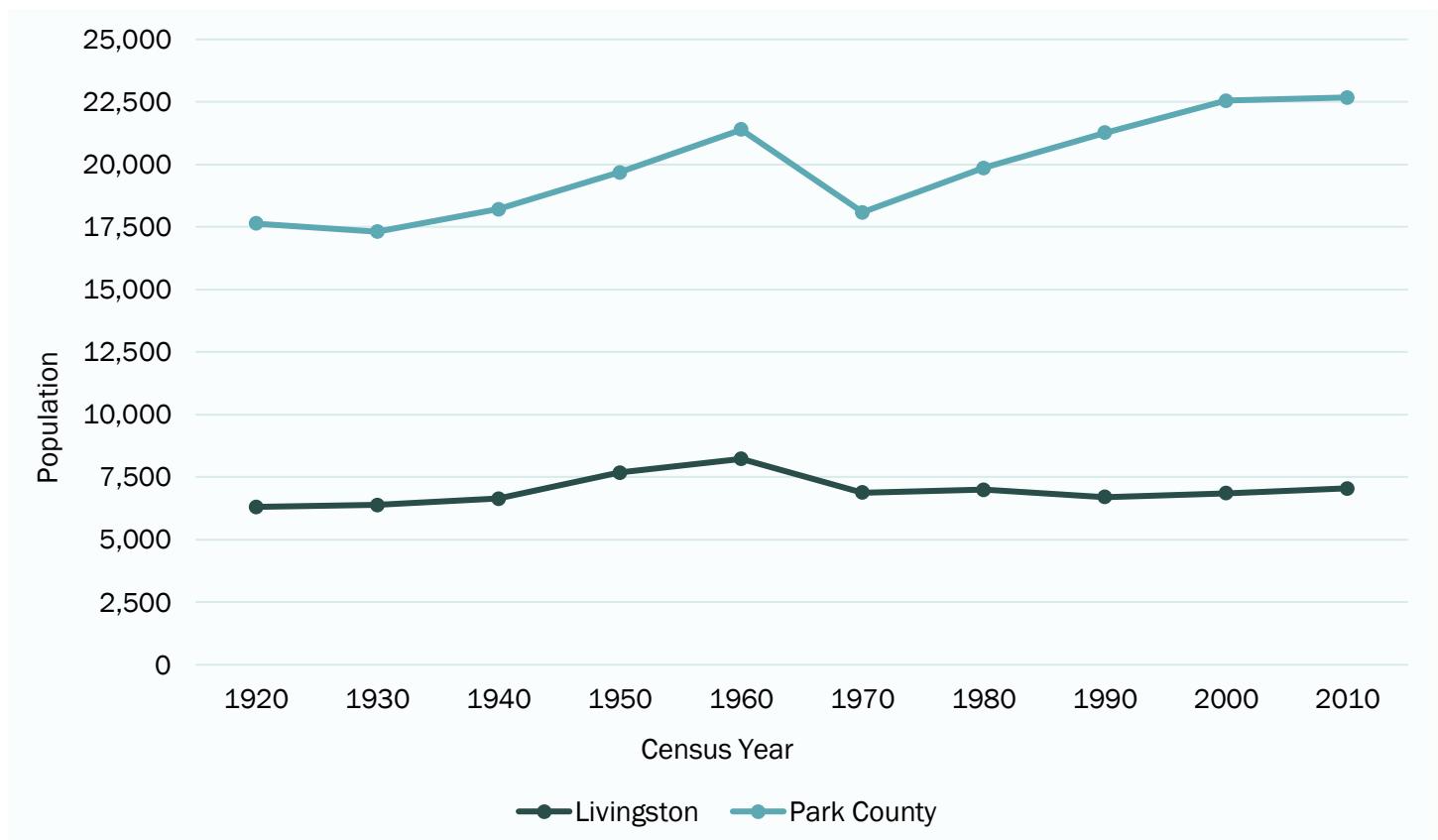
The Population section of this Report outlines the growth and aging trends of people living in the City of Livingston. It also describes persons with disabilities who are present in the City, as well as the levels of education attained by residents of the City compared with Park County and the State of Montana. This section also explains in-out migration within the City and family household characteristics.

2.2 Growth Trends

The City of Livingston's population has remained stable over the last several decades. In 1970, the population of the City was documented as 6,883, while the most recent U.S. Census from 2010 recorded the population to be 7,044. This recorded change of 161 individuals between 1970 and 2010 account for a 2.3 percent change in population over the course of those 40 years. In comparison, Park County saw a 39.6 percent increase in population during those same years, with the population of the County rising from 11,197 to 15,636 between 1970 and 2010 (**Figure 2.1**).

In the last several years, however, the U.S. Census American Community Survey estimates that the population of Livingston has increased at a greater rate than the previous 40 years. As such, the U.S. Census estimates that the population of Livingston increased from 7,044 in 2010 to 7,478 in 2018, accounting for a 6.2 percent population increase. Local estimates indicate an even greater increase upwards of 7,800 in 2018. In those same eight years, Park County experienced an estimated 7.0 percent increase in population (Source: U.S. Census Bureau).

Figure 2.1: Livingston City and Park County Population



Source: U.S. Census Bureau

Population projections reflect the 20-year timeframe of the Growth Policy through the year 2040. Historic growth rates over the past 20 years indicate that Livingston experienced an annual growth rate of 0.5%. As demonstrated in **Table 2.1**, projections derived from the Montana Department of Commerce projections for Park County are similar to the historic growth projections of the last 20 years.

According to local estimates, however, the annual increase in population from 2015 to 2018 ranged from 0.82% to 3.39%. This indicates that the annual growth rate may be departing from its historic growth. The growth rate can fluctuate greatly from year to year depending on annexations and economic trends. A decrease in home sales due to an economic downturn would likely slow population growth. Increased incidences of telecommuting and interest in living in a community like Livingston would likely speed up population growth. These changes in the population could be the result of a pandemic such as COVID-19 or another unexpected event.

Table 2.1 indicates the projected growth should Livingston continue to realize growth rates at higher levels than the historic average. In this table, please note that the City of Livingston makes up 44.7 percent of Park County's population.

Table 2.1: Population Projections in the City of Livingston and Park County

Year	Park County	Livingston (Growth Rate Derived from County Projections)	Livingston Annual Growth Rate of 0.5%	Livingston Annual Growth Rate of 1.0%
2018	16,736	7,478	7,529	7,529
2025	17,857	7,979	7,836	8,153
2030	18,543	8,285	8,034	8,569
2035	18,955	8,469	8,237	9,006
2040	19,111	8,589	8,445	9,466

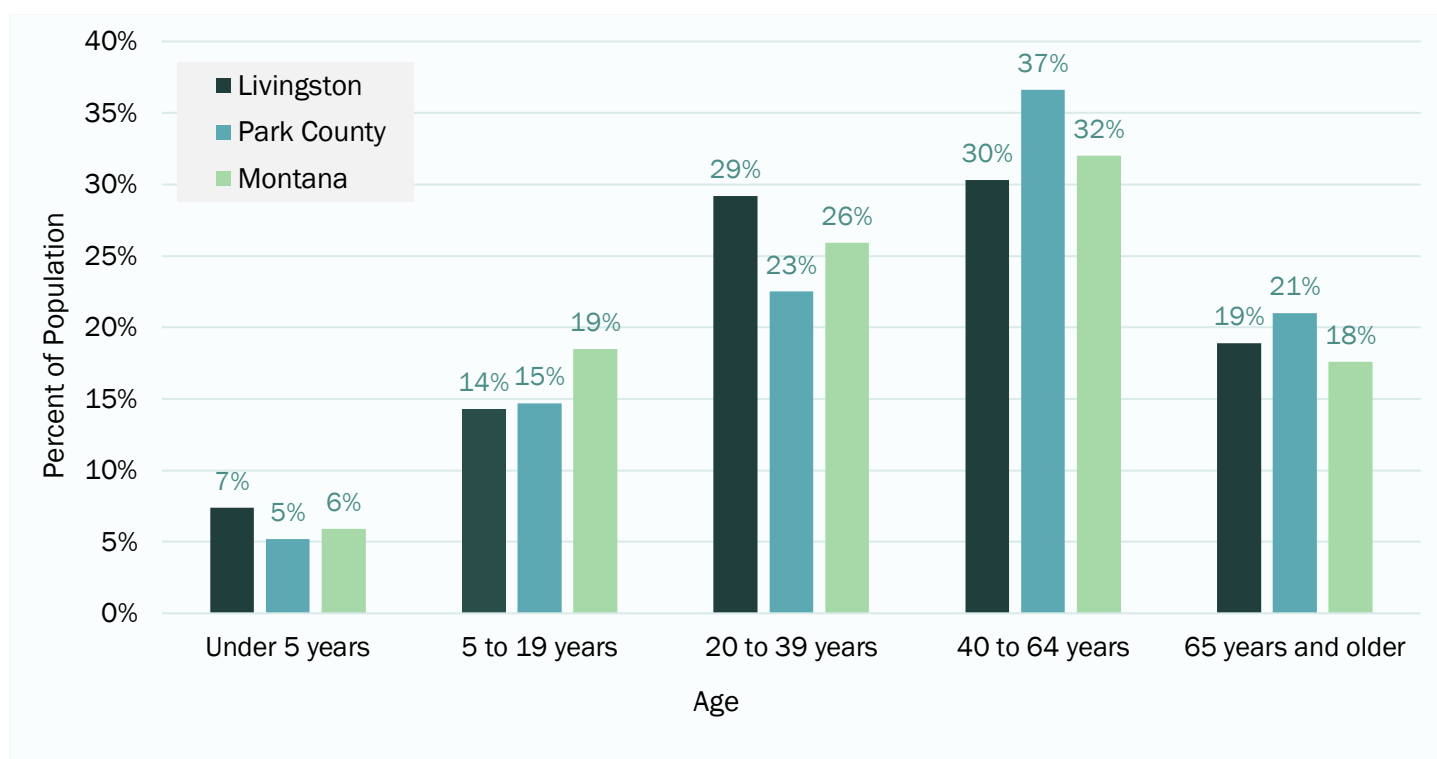
Source: Montana Department of Commerce and Burton Planning Services

2.3 Aging Trends

The City of Livingston has a younger population relative to both Park County and the State of Montana. The median age in Livingston is 38.8 years, while Park County and the State have median ages of 46.2 and 39.8, respectively. Additionally, **Figure 2.2** compares the breakdown by age of residents in the City of Livingston, Park County, and the State of Montana. As the figure shows, the greatest percent (30 percent) of Livingston's population is 40 to 65 years old; however, a nearly equal percentage of residents (29 percent) are 20 to 39 years old. Altogether, over half of Livingston's population is between the 20 and 64 years of age. Additionally, approximately one in five residents of Livingston are 65 years of age or older (Source: U.S. Census Bureau).

Child and old-age dependency ratios can also be used to better understand the proportion of young children and older adults, who are generally not in the working force, relative to the population that typically makes up the labor force. As such, these ratios provide a method of measuring the pressure on the productive population by children and older populations. The child dependency ratio is the ratio of the population under 18 years of age to the population ages 18-64, while the old-age dependency ratio is derived by dividing the population over 65 years of age by the 18-to-64 population. These numbers are then expressed as percentages. A low dependency ratio signifies that there are sufficient people working to support the dependent population.

Figure 2.2: Age Trends in Livingston City, Park County, and State of Montana



Source: U.S. Census Bureau

Livingston has a child dependency ratio of 34.7 percent, while Park County and Montana have child dependency ratios of 30.8 and 36.1 percent, respectively. Additionally, Livingston has an old-age dependency ratio of 31.1 percent, while Park County and Montana have old-age dependency ratios of 34.8 percent and 29.2 percent, respectively. These ratios indicate that, at this point in time, Livingston's working population, as well as the County's and State's, experiences more pressure from children than aging adults. These numbers also indicate that Livingston's older population puts less pressure on the labor force when compared to Park County, but more pressure when compared to the State (Source: U.S. Census Bureau, 2018 5-Year ACS).

More information regarding existing conditions of the work force in Livingston can be found in the Economy section.

2.4 Disability

Of the 7,478 individuals residing in the City of Livingston, 12.3 percent have a disability, as recorded by the U.S. Census. This is comparable to the state average. In the table below (**Table 2.2**), the percent of Livingston's population is recorded, along with associated disabilities. It is important to note that the total is not representative of a sum of all disability types, as individuals can potentially have multiple disabilities listed below (Source: U.S. Census Bureau, 2018 5-Year ACS).

Table 2.2: Disability Types in Livingston, Montana

Disability Type	Percent of Population with Disability
Total Population with Disability	12.30%
Hearing Difficulty	5.30%
Vision Difficulty	1.30%
Cognitive Difficulty	3.80%

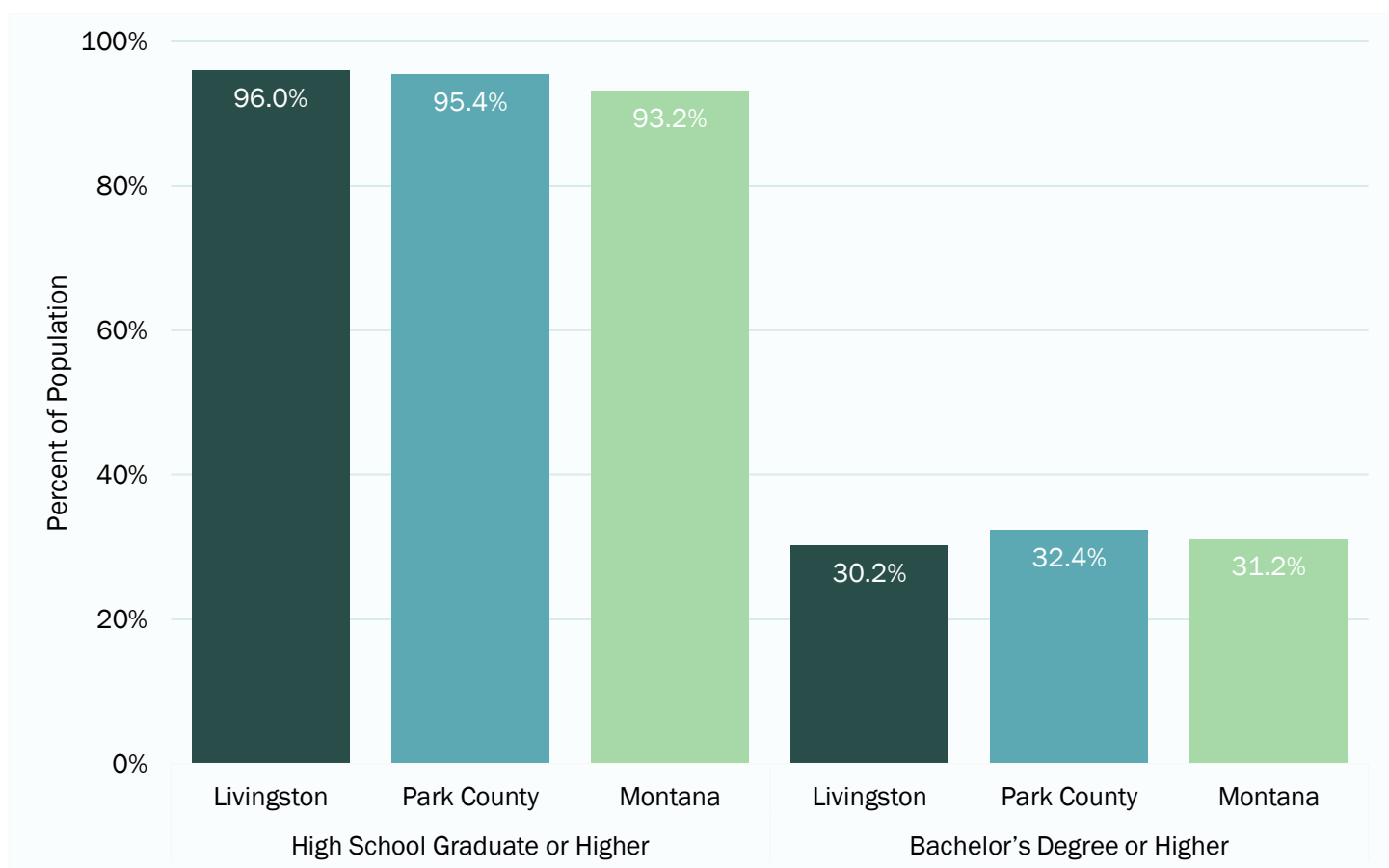
Disability Type	Percent of Population with Disability
Ambulatory Difficulty	5.50%
Self-Care Difficulty	2.20%
Independent Living Difficulty	5.70%

Source: U.S. Census Bureau

2.5 Educational Attainment

Figure 2.4, below, displays the percent of the population that has attained a high school degree or higher, as well as the percent that has attained a bachelor's degree or higher. The City of Livingston has a higher percentage of high school graduates (96 percent) than both Park County (95.4 percent) and the State of Montana (93.2 percent). Alternatively, the City has a lower percentage of residents with a bachelor's degree or higher (30.2 percent) compared to Park County (32.4 percent) and the State (31.2 percent).

Figure 2.3: Education Level Attained in Livingston City, Park County, and State of Montana



Source: U.S. Census Bureau

2.6 In-Out Migration

While there is not currently data available to observe the migration of people into and out of the City of Livingston, the 2017 5-Year American Community Survey provides data on migration trends into and out of Park County, Montana. Accordingly, the County experienced an influx of 616 people between 2013 and 2017 and an outflux of 897 people. As a result, the County experienced a total net loss of 315 individuals between 2013 and 2017 (Source: U.S. Census Bureau, 2017 5-Year ACS).

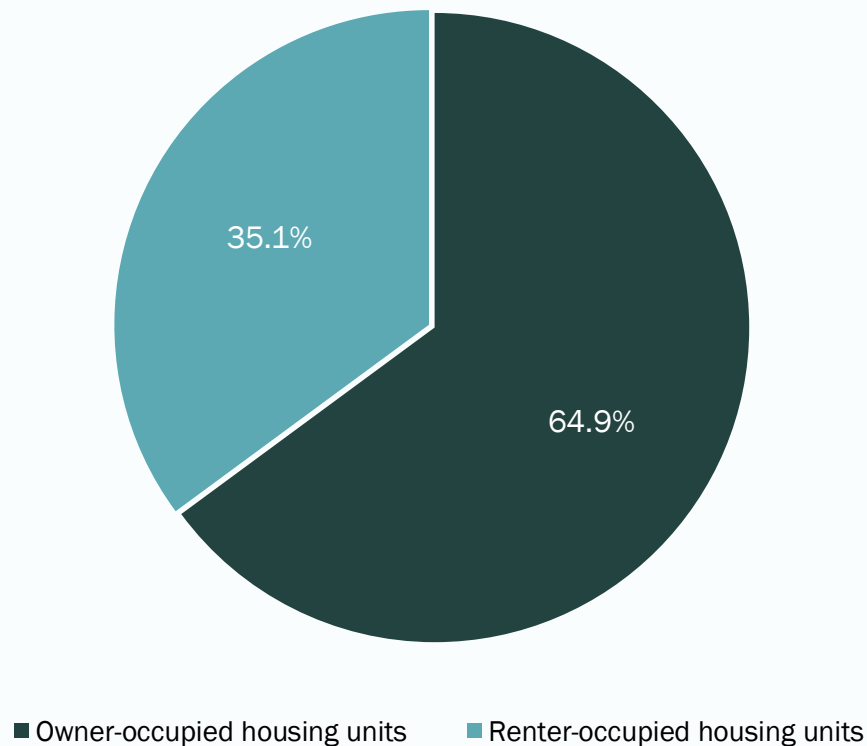
2.7 Family Household Characteristics

There are 3,621 households in the City of Livingston, with an average of 2.03 persons per household. Of these households, nearly half (49.85 percent) are family households, while the remaining 50.15 percent are non-family households. The average family size is 2.69 people and the average non-family household size is 1.27 people (Source: U.S. Census Bureau, 2018 5-Year ACS).

Over one in four households have one or more people under 18 years of age. Of these households, 40.3 percent have children only under six years of age, 13.3 percent have children under six years of age, as well as children six to 17 years old, and 46.4 percent have children only six to 17 years old.

Figure 2.5, below, shows housing tenure in the City of Livingston. Approximately two-thirds (64.9 percent) of all households are owner-occupied and one-third (35.1 percent) are renter-occupied.

Figure 2.4: Housing Tenure in the City of Livingston



Source: U.S. Census Bureau

3.0 Land Use

3.1 Introduction

The Land Use section of this Report presents the geographic context of the City of Livingston and describes development patterns and associated districts (zoning and otherwise). The section concludes with a summary of areas within the City where the likelihood of future development may be affected by the presence of health hazards or undeveloped property.

3.2 Geography

The City of Livingston is the county seat of Park County, Montana, located along I-90 and the Yellowstone River, approximately 25 miles east of Bozeman and 115 miles west of Billings. Refer to Figure 2-1 for a vicinity map. Livingston was established in 1882 when construction of the Northern Pacific Railway (NPR) reached the area and developed a railroad depot and railroad shops. With the expansion of the rail line, visitors to Yellowstone National Park passed through Livingston regularly and it became known as the “Gateway to Yellowstone National Park.” Although the population and economy experienced a decline in the mid 1980’s, the City has rebounded and expanded its industries and businesses to include general service, manufacturing, health, and online/digital service providers, as well as agriculture and ranching. The area also provides opportunity for many different recreational activities including fishing, hunting, hiking, rafting, hot springs, and entertainment.

Livingston is nestled in the Yellowstone River valley, surrounded mostly by mountainous terrain. Outside of the current city limits, the terrain rises quickly, increasing by 250-300 feet within a mile of the northern city limits (**Figure 3.1**). Land that is easily developable is limited mainly to areas to the northeast and south of the current city limits.

Figure 3.1: Areas of North Livingston with Development Restraints



Source: Burton Planning Services

3.3 Land Use Patterns - Existing and Future

Existing Zoning

The City of Livingston has twelve (12) categories of land-use defined by zoning districts: Low Density Residential (R-I), Medium Density Residential (R-II), Medium Density Residential: Mobile Home (R-II [MH]), High Density Residential (R-III), Mobile Home Residential (RMO), Public (P), Industrial (I), Light Industrial (LI), Highway Commercial (HC), Neighborhood Commercial (NC), Central Business District (CBD), and Preservation Zoning District (PZD) (**Table 3.1**). The zoning districts are also shown on **Exhibit 3.1: Zoning Map**.

Table 3.1: Land Use Categories in Livingston

Land Use Category	Description
Low Density Residential (R-I)	A single-family residential district that requires a large plat area (at least 9,600 square feet). The east side of the Star Addition, the Glenn Division, and the Werner Addition are all R-I.
Medium Density Residential (R-II)	This is primarily a single-family residential district requiring plats larger than 3,500 square feet. However, duplexes and two-family dwellings may be accommodated on lots of 7,000 square feet or larger. R-II is the dominant land-use in Livingston and is found north and south of Park St.
Medium Density Residential, Mobile Home (R-II [MH])	This district has the same requirements as R-II and is still used primarily for single and two-family dwellings. Unlike R- II, however, this district allows for the placement of mobile homes. R-II (MH) is found primarily in the Minnesota Addition on the north end of town, and in the Riverside Addition in the east part of town.
High Density Residential (R-III)	R-III zones provide for multi-family developments such as apartment buildings and condominiums. There are R-III areas scattered throughout Livingston, but the majority are found in the northwest and southern parts of town.
Mobile Home Residential (RMO)	This is a district that allows only mobile homes and accessory buildings. At this time, there are three mobile home courts that are zoned RMO.
Public (P)	This is land reserved exclusively for public and semi-public uses. Public zones are set aside to provide for a variety of community facilities that serve the public health, safety, and general welfare. Places in Livingston used as (P) include the several parks, the cemetery, the City-County Complex, and the schools.
Industrial (I)	A district intended to accommodate a variety of businesses, warehousing, transportation terminals, and light and heavy industries. (I) areas in Livingston are concentrated around the Montana Rail Link Railroad and the Livingston Rebuild Center.
Light Industrial (LI)	Intended to accommodate a variety of light industry, including those defined as light manufacturing as well as business and professional offices.
Highway Commercial (HC)	Highway Commercial zones provide for commercial and service enterprises, which serve the needs of the tourist, traveler, recreationist, or the general traveling public. HC areas are usually located near Interstate interchanges, intersections of limited access highways, or adjacent to primary and secondary highways. In Livingston, this is along the southern end of Park Street, along US-10 and US-89, and near the I-90 interchange.
Neighborhood Commercial (NC)	Neighborhood Commercial zones provide for community retail service, office facilities, or convenience retail development. Most places zoned NC are individual businesses in residential areas.

Land Use Category	Description
Central Business District (CBD)	The CBD accommodates stores, hotels, government and cultural centers, professional offices, service establishments, and high-rise apartments. The emphasis in the CBD is on large scale, dense buildings.
Preservation Zoning District (PZD)	The Preservation Zoning District is designed to supplement land uses and development standards by recognizing the unique characteristics of existing structures which may be important to the community to preserve from either an historical or architectural design perspective or by recognizing the unique characteristics of a specific piece of property due to natural features, including topographic features, watercourses, woodlands and wildlife habitats. It is the intent of this zone that allowed uses act as an inducement to preservation of the historic or architectural design of the buildings and/or natural features. Allowed uses shall not be construed as creating a benefit for the owner of the property to the detriment of other property owners surrounding the PZD, i.e. this is not to be construed as creating special legislation for the benefit of the Preservation Zoning District property owner(s), but rather a method for the preservation of historic or architectural designs and/or natural features important to the community.

Future Land Use

In the past ten years, the City has annexed a significant amount of land (**See Exhibit 3.3: Recent Annexations**). These areas include the Yellowstone Preserve property and the Watson Ranch both east of the river, the Discovery Vista subdivision to the northwest, the Jesson property at the west interchange, and the JAT property on Highway 89 South near Billman Lane. Combined, these areas nearly double the area of the incorporated City limits. There have been some issues with currently approved subdivisions and there is no performance bond for infrastructure. The 2017 Growth Policy included a Future Growth Map (**see Exhibit 3.4: Future Growth Map**). The City's planning and development efforts currently refer to the Future Growth Map.

Future Residential Land Use

As reflected on the Future Growth Map, the primary residential growth areas are seen as that north and west of the Palace Addition and northeast of town to include the Green Acres subdivision and the infill area between Green Acres and the current city limits. Green Acres is an unincorporated development on north side that is on the City water system but does not have access to the City sewer system, relying on septic systems. The city is interested in annexing to extend sewer to developable land east of area.

A large tract of vacant land next to hospital is available for development. There is a public preference for denser urban-style development near the new hospital with a mixture of residential types to accommodate the workforce. The Vista View development, across from the high school, is in the county but is on city water & sewer. This development features affordable housing consisting of old cabins and mobile homes. There is high potential for redevelopment in this area. A proposed residential development east of Printing fell through but the land is still available for a housing development. These areas have been identified as prime residential areas due to both the adjacent, existing residential uses as well as the relative ease with which the City can serve these locations with water and sewer. It is also reasonable to expect some residential growth to occur in the "Five-Acre Tract" area.

It is important to note that the primary residential growth areas are on the north side of the railroad corridor. This fact makes it essential that the City continue to pursue an additional off-grade rail crossing in order to facilitate future growth. It cannot be overemphasized that if we wish to pursue economic growth, we must provide for the physical growth of the City. Enhanced access to the north side of the railroad is a requirement for this to occur. According to the *2017 Northside Livingston Transportation Plan*, an additional 2,240 residential buildings could be constructed north of the railyard.

Future Commercial and Industrial Land Use

In the past, relatively few options have existed for the location of commercial land uses. Recent annexation of the Watson Property east of the river, the Jesson Property near the west interchange, and the JAT Property on US-89 South, has added greatly to the stock of undeveloped commercial and light industrial land.

Other potential commercial areas include the railroad property between Gallatin Street and the tracks and the west side of US-89 South as far as Guthrie Lane. These areas are, again, identified due to the relative ease of providing both utilities and general City services to these locations.

The re-use or redevelopment of the railroad shop area is seen as a key element in Livingston's continued economic growth. Its central location and potential for the use of its existing facilities is seen as a great opportunity to provide for additional commercial or industrial activity without requiring the geographical expansion of the City. The City is prepared for new development, including areas outside the city limits. The City adopted an annexation policy with clear requirements and public engagement methods for any proposed annexation.

Figure 3.2: Businesses in the City of Livingston



Source: Burton Planning Services

3.4 Gateways

Situated at the junction of the National Pacific Rail Road's main line and the Yellowstone Park Branch Line, Livingston in 1883 became the Gateway City to America's First National Park. Livingston's close proximity to world-class fly fishing, breathtaking scenic horseback rides, adventurous hiking trails, and spectacular wild game hunting bestowed another nuance to this postcard term as the town also became known as the Gateway City of Recreation (Source: Livingston COC, 2020).

As part of its future land use planning efforts, the City has identified key gateway areas to the City. The City created a Design Review Gateway Overlay Zone (see **Exhibit 3.2: Special Districts Map**) as part of the 2017 Growth Policy, but the special district was never codified. If the zoning is adopted in the future, it would apply to these particular areas if and when they are annexed into the City's jurisdiction. This overlay zoning would provide for some additional regulation over non-residential buildings in order to maintain aesthetically pleasing entrances into our community.

3.5 Downtown

The City of Livingston has been accepted into the Montana Main Street Program, providing a new resource to help the community plan for the future. The City, with the help of the Park County Environmental Council and Park County Community Foundation, identified the program as a potential funding source for projects downtown.

The Montana Main Street program, which is run through the Montana Department of Commerce and affiliated with the national Main Street America Coordinating Program, awards grants that help towns with economic development, urban revitalization, and historic preservation. The program already has 27 members, including similar-sized tourism-driven towns like Red Lodge.

The Livingston Business Improvement District (LBID) enhances the vitality of downtown Livingston by facilitating commerce, enhancing streetscapes, conducting maintenance and improving security and safety. The LBID is governed by a seven-member Board of Trustees and receives its funding through an assessment of the property owners (ratepayers) in the district.

The LBID is defined by Park Street to Geyser Street and from Third Street to the alley between B and C Streets. The District also includes properties just south of Geyser Street and properties to the west of Third Street between Park and Callender Streets. The unofficial count of commercial properties within the district is 131.

Downtown Livingston was recently featured on the Small Business Revolution series earning a Top 5 spot in the 5th season. Small Business Revolution was designed to help small businesses, and in turn, small towns, reignite the spark that drives them and keeps people coming back.

An Urban Renewal district was formed in the early 2000s, focused on the original town site. This district stretches from Miles Park, to just north of the railyard on North Main Street, encompassing most of the downtown area. The district is approximately 143 acres in size. Park Street, Main Street, and the rail lines of the Montana Rail Link railroad are major transportation corridors that shape the district. A 2003 study noted inappropriate land uses/building types and deteriorating infrastructure leading to blight in the area.

The Downtown Historic District is recognized as an invaluable asset to the City, not only as a magnet for tourists but as a source of pride for residents. For this reason, the City Commission passed the Historic District Overlay Zoning Ordinance in 1982, and created the HPC to carry out its intents and purposes.

The City of Livingston has four districts that are recognized by the National Register of Historic Places: (1) Westside Residential, (2) Eastside Residential, (3) B Street, and (4) Downtown (business). When requested, the Historic Preservation Commission (HPC) provides guidance to owners who are maintaining, upgrading, or restoring historic properties in Livingston.

The law requires that the HPC review and approve all changes to the exterior of buildings and signs within the Downtown Historic District.

See **Exhibit 3.2: Special Districts Map** for the boundaries of most of these areas.

Impervious Areas

Developed areas, by their very nature, are impervious areas. The highest concentration of impervious areas is in the downtown business district and the surrounding dense residential areas. Large commercial developments along Park Street (both east and south of the city core) also feature large swaths of impervious areas. The railyard is also considered an impervious area and may contain an additional hazard with possible ground pollution from the large mechanical operations occurring on site. Excessive rainfall events may carry chemicals offsite and into the surrounding watershed. See the Natural Resources (p.23) and Public Facilities sections (p.50) for more information on water quality.

3.6 Open Space

Figure 3.3: Open Space in Livingston



Source: Burton Planning Services

Parkland makes up the majority of the City's designated open space. Approximately 170 acres of the City is parkland (**Figure 3.3**). The City of Livingston Subdivision Regulations require land donation, cash donation or combination of both. Depending on the size of the subdivided parcels, donation of land ranges from 2.5 to 11 percent of the total land area to be divided.

City Park & Recreation opportunities are explained in more detail in the Local Services (**p.36**) and Transportation sections (**p.42**).

Montana is famous for its big sky dramatic nighttime sky. The State of Montana has a Night Sky Protection Act to promote the public health, safety and welfare, the quality of life, and the ability to view the night sky. The Act by establishing regulations for nighttime exterior lighting while maintaining adequate lighting for safety and security of City residents and visitors. The Act establishes standards for exterior lighting in order to accomplish the following:

- ▶ To protect against direct glare and excessive nighttime lighting;
- ▶ To provide safe public ways for motorists, pedestrians and bicyclists;
- ▶ To prohibit skyward lighting and thereby reclaim the ability to view the night sky by promoting the reduction of light pollution that interferes with viewing the night sky;
- ▶ To prevent light trespass in the City;
- ▶ To promote efficient and cost-effective lighting;
- ▶ To ensure that adequate lighting exists where necessary to promote safety and security;
- ▶ To encourage lighting practices and systems which will minimize light pollution and glare; and
- ▶ To reduce energy waste.

The City of Livingston recognizes that its nighttime sky is unique and valuable to the community. Establishment and preservation of open space and lighting regulations adopted by the City strive to uphold the intent of the Night Sky Protection Act.

3.7 Health Hazards: Brownfields

There are five known brownfields in the City of Livingston. A brownfield is a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. It is estimated that there are more than 450,000 brownfields in the U.S. Cleaning up and reinvesting in these properties increases local tax bases, facilitates job growth, utilizes existing infrastructure, takes development pressures off of undeveloped, open land, and both improves and protects the environment (Source: U.S. EPA, 2020).

Brownfield Sites

- ▶ Livingston Memorial Hospital
- ▶ Holiday Station Store
- ▶ Payne Realty
- ▶ Teslow Grain Elevator (Figure 3.3)
- ▶ Mayors Landing
- ▶ Yellowstone Heritage Trail Association

Figure 3.4: Teslow Grain Elevator



Source: Burton Planning Services

Exhibit 3.1: Zoning Districts Map

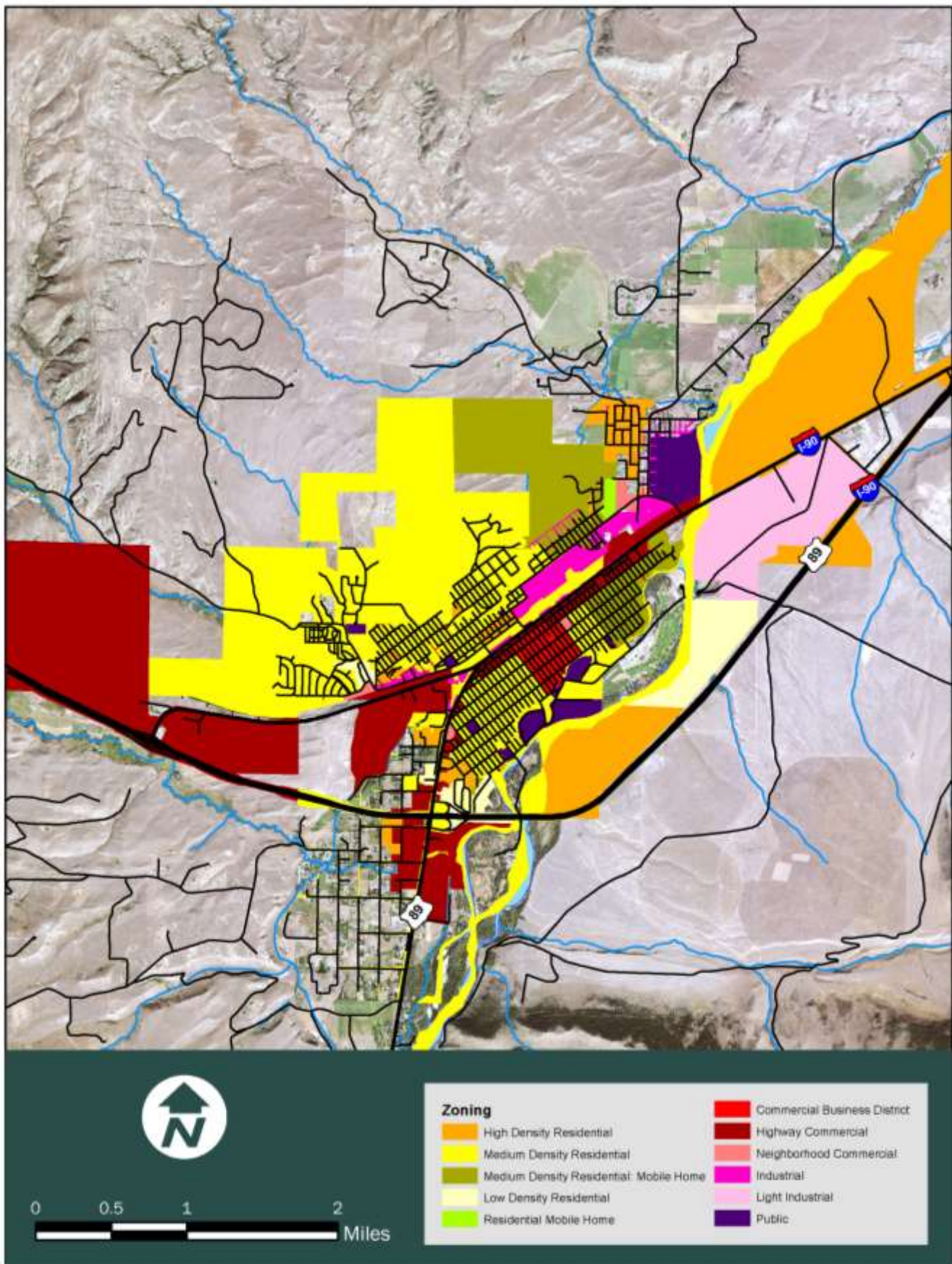


Exhibit 3.2: Special Districts Map

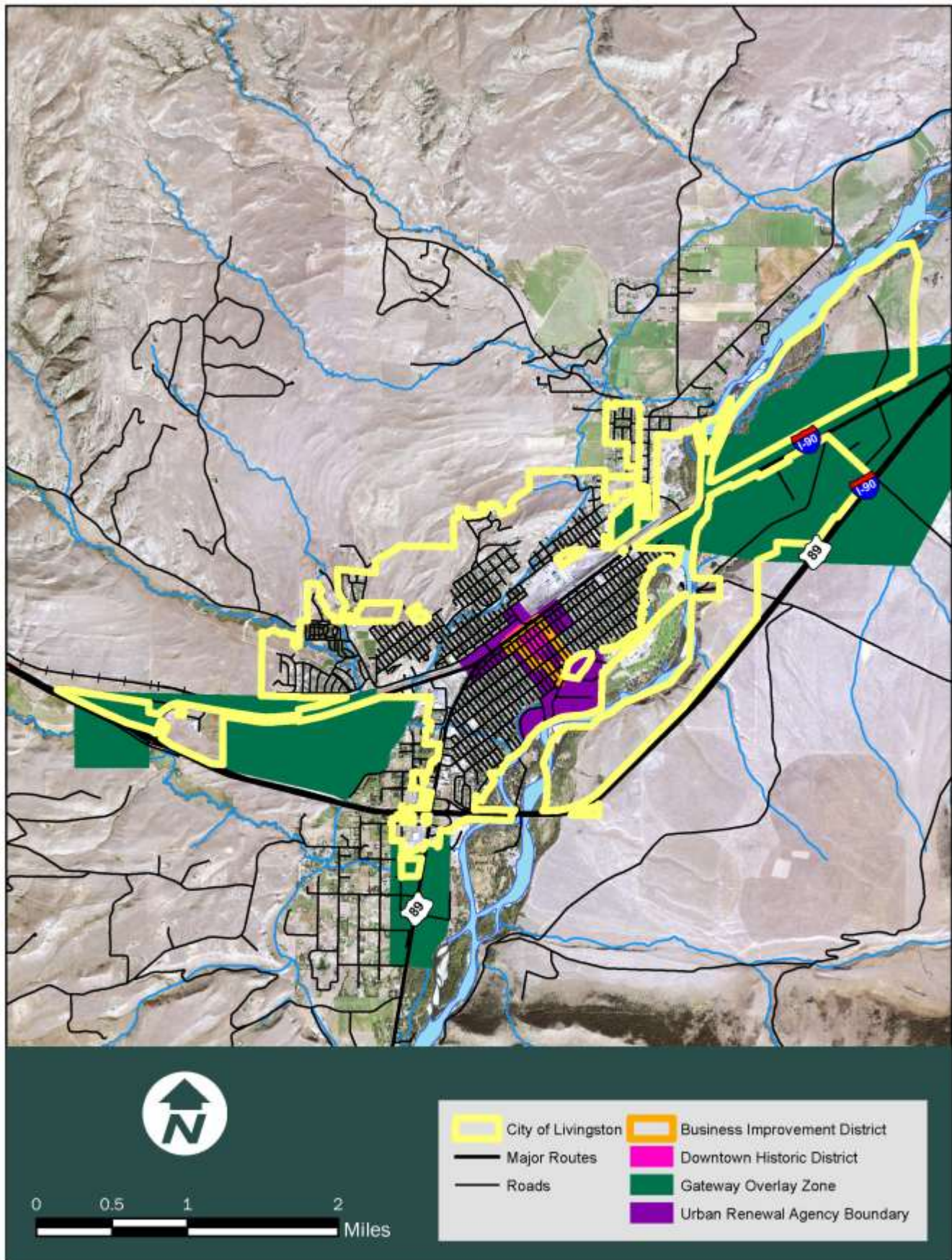


Exhibit 3.3: Recent Annexations Map

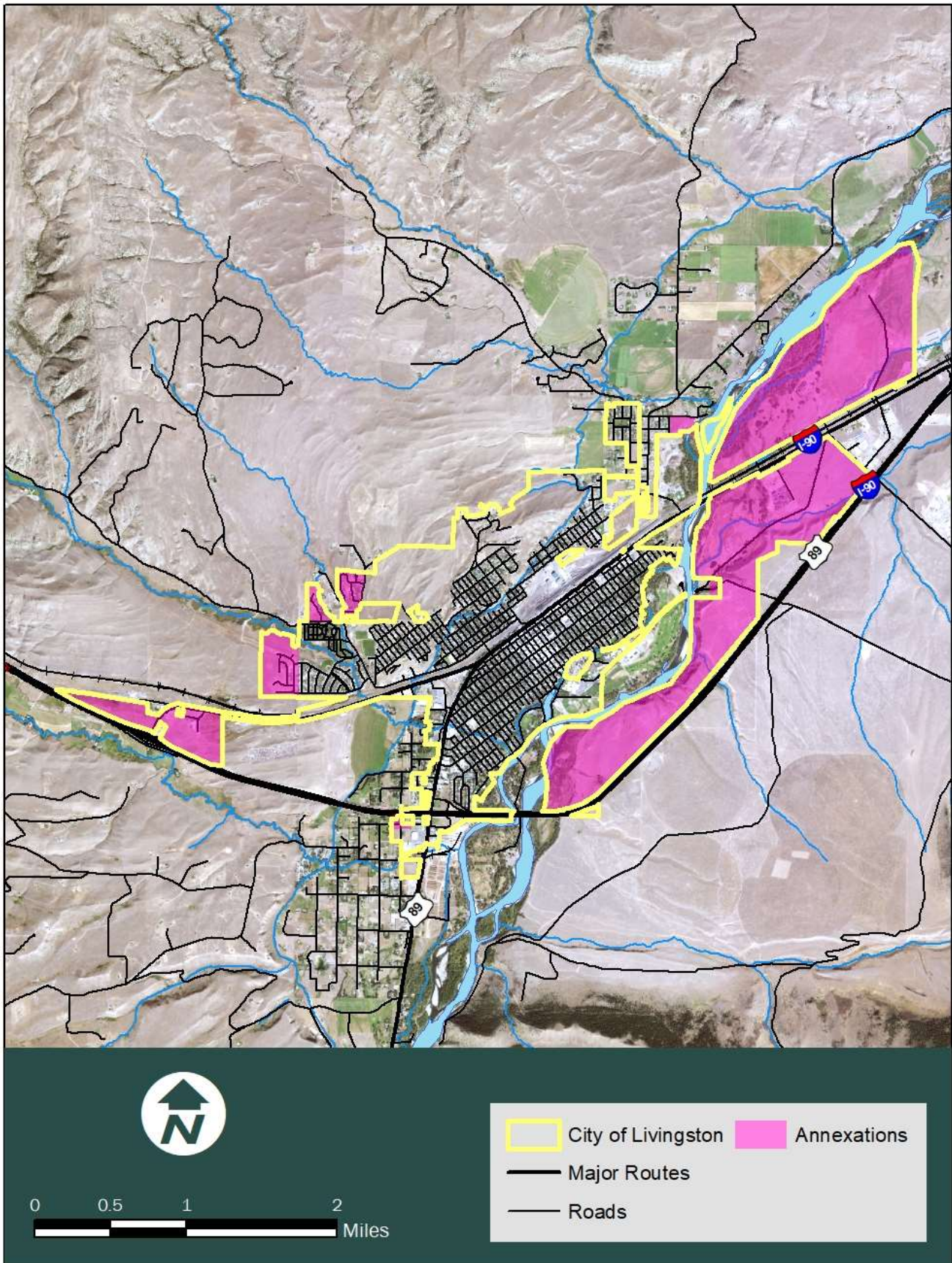
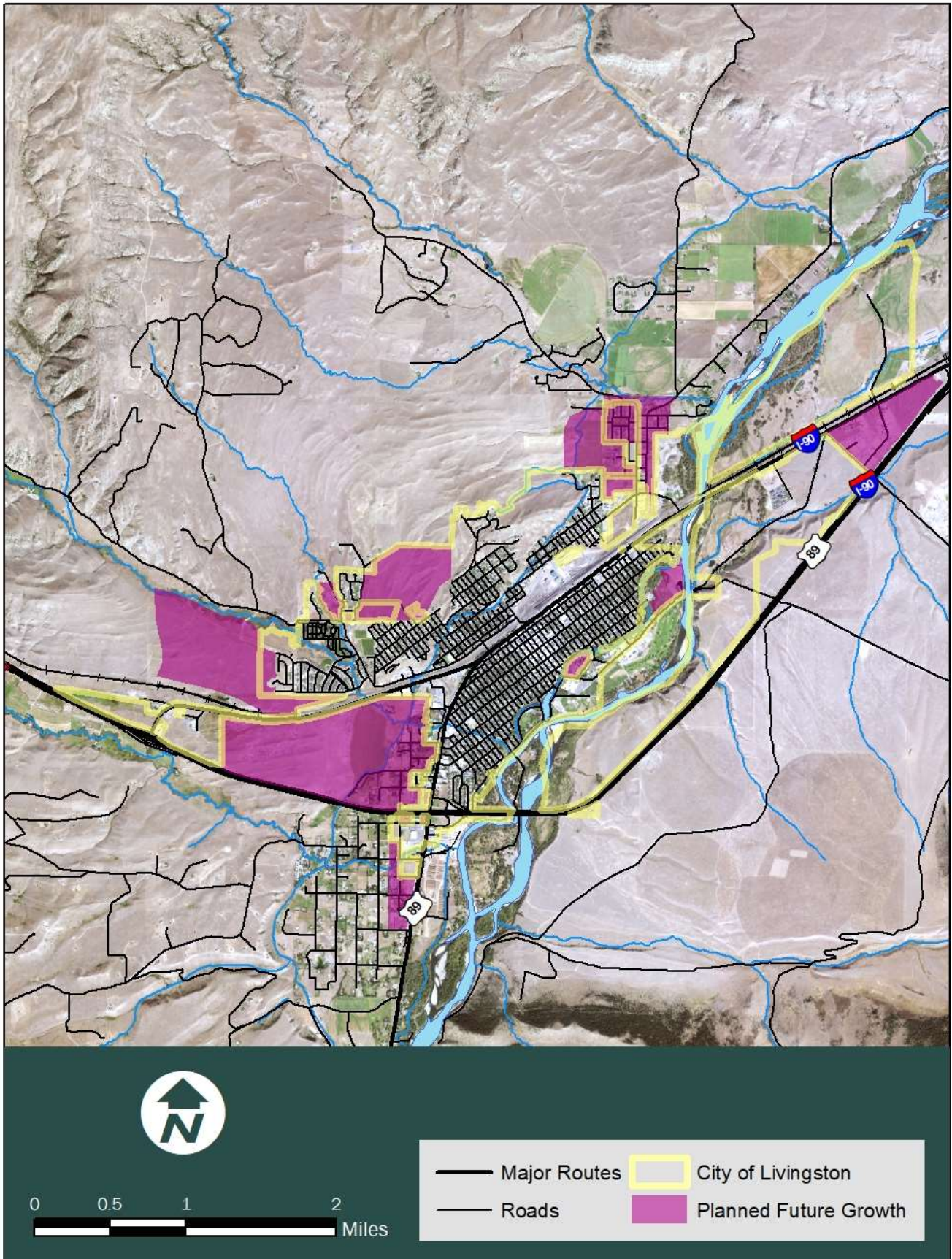


Exhibit 3.4: Future Growth map



4.0 Natural Resources

4.1 Introduction

The Natural Resources Section of this Report summarizes the state of the natural environment and its relationship with developed areas.

4.2 Air Quality

The Montana Department of Environmental Quality (DEQ) is responsible for permitting and for monitoring ambient air quality. Monitoring sites measure compliance with the National Ambient Air Quality Standards (NAAQS) for concentrations of particulate matter, ozone, CO and other pollutants. Monitoring stations are located in towns that are likely to exceed standards and are based on population thresholds, oil and gas activity, or other industrial activities. There are no monitoring stations in Livingston.

For rural areas throughout the state, however, the most common air quality concern is from smoke. During the summer, wildfires throughout the west, can cause significant smoke impacts. During the winter, inversions can trap pollutants in valleys. Older, inefficient, wood burning stoves contribute to poor air quality in the winter. Montana DEQ actively monitors smoke and issues regular smoke updates on its website: deq.mt.gov/Air/SF.

When smoke from wildfires adversely affect air quality, vulnerable populations are at higher risks for health problems such as respiratory and cardiovascular events.

Open burning is another source of smoke. Open Burning is allowed year-round in Park County with the exception of closures due to unsafe conditions. A Park County burn permit must always be obtained and activated before starting a burn. During specific times of the year, a permit and/or permission must also be obtained from the Montana Department of Environmental Quality (DEQ) before burning. The Park County Department of Emergency Services (DES) issues permits for open burning.

In addition to smoke, regional haze is a potential issue in Park County. The Federal Clean Air Act (CAA) created a program of visibility protection for national parks and wilderness areas across the United States, including Yellowstone National Park. Air quality permits are assessed for potential impacts on these "Mandatory Class I Federal Areas". Such impacts may include visible plumes, regional haze, and acid deposition.

4.3 Water

See the Water Resources Map (**Exhibit 4.1**) for a visual aid of the topics covered in this subsection.

Surface Water

The Livingston area is dominated by the Yellowstone River. The Yellowstone River originates in Wyoming, where it flows north through Yellowstone National Park and the Paradise Valley until reaching Livingston, where it makes a sharp turn to the east. Streams and groundwater in the area generally flow from the northwest to the southeast toward the river.

Billman Creek and Fleshman Creek are the only two major tributaries to the Yellowstone in the planning area. Water quality is threatened as development occurs along the banks of these waterways. The Yellowstone is one of the premier blue-ribbon trout streams in the United States. Protection of this resource has been a top concern throughout the area.

Livingston is located within the Upper Yellowstone Watershed. The Shields Valley Watershed is to the north of the City. The water quality of Livingston is affected by development in both watersheds. The Park County Conservation District issues 310 permits under the Natural Streambed and Land Preservation Act. Issuance of the permits is administered

by the Upper Yellowstone Watershed Group and the Shields Valley Watershed Group, respectively. The purpose of the law is to ensure that projects on perennial streams – streams with flowing water most of the year – are not affecting the integrity of the stream or neighbors upstream and downstream (Source: Park County Conservation District, 2020).

Figure 4.1: Natural Resources in Livingston, Montana



Source: Burton Planning Services

Floodplain/Floodway

The floodplain can be defined as the areas adjoining a stream that would be covered by floodwater. A floodway can be defined as the channel of a stream and the adjacent over bank areas that must be reserved in order to discharge a base flood without cumulatively increasing the water surface elevation more than one-half (1/2) foot.

The limits of the 100-year floodplain within the city-county planning area are shown on the FEMA Flood Insurance Rate Map (FIRM) Map developed to determine flood elevations within the city limits. Local government monitors floodplain development pursuant to regulations adopted from Title 76, Chapter 5 MCA.

In 2011 new FIRM maps for the City were issued by FEMA. These new maps show that much of the southeast part of the City, which was formerly considered to be within the 100-year floodplain, is in fact not in that regulated zone. This has, in effect, lessened the burden on owners of existing homes and rendered some vacant properties buildable.

Ground Water

The City is situated in the Yellowstone River Valley, and is underlain by unconsolidated alluvial silt, clay, sand, and gravel deposited by the river. The alluvial material is between 25 and 65 feet thick and represents the most economical and readily available source of groundwater for the area's water supply. All existing, and probably all future, municipal and private wells in the planning area will tap this shallow alluvial aquifer.

Groundwater flow direction is generally toward the east through the central part of the town. The flow direction shifts slightly to the southeast in the western part of the planning area.

The alluvial aquifer has the potential to yield large quantities of groundwater (it is estimated that each 1,000 lineal feet of valley contains approximately 300 million gallons of water); many of its characteristics make it susceptible to ground water contamination. The aquifer is shallow – between two (2) and twenty-five (25) feet – and relatively thin. Contaminants released on the ground surface are likely to reach the water table and affect a large percentage of the aquifer. It has been estimated that the groundwater flow under the planning area moves as much as twelve feet a day.

North of Livingston, the groundwater is limited and insufficient for irrigation purposes. There is, however, sufficient groundwater for private wells.

Groundwater underlying part of the southeast side of Livingston is contaminated with low concentrations of chlorinated ethane compounds. The contamination is the result of past industrial operations at the Burlington-Northern rail yard facility. Improper disposal practices and leakage from old wastewater drainage lines have allowed solvents to leach through soils at the rail yard and into the groundwater. The eastward flow of groundwater resulted in the migration of a plume of contaminated water extending to the Yellowstone River. Water samples from the river have shown no detectable concentrations of these contaminants.

Another major contaminate is an area of subsurface soils residually saturated with diesel fuel. An estimated 300,000 to 500,000 gallons of diesel fuel was spilled at the site and is now floating on top of the water table beneath the railroad shops area. The plume is relatively stagnant but is a contributor to solvents in the groundwater.

Water Quality

Stormwater runoff and non-point source pollution are threats to local and downstream water quality. This type of pollution typically comes from “diffuse sources, such as grazing, timber harvest, abandoned mine lands, irrigation, recreation, and septic systems” (Source: Montana Department of Environmental Quality [DEQ], 2020). The Clean Water Act requires the development of Total Maximum Daily Loads (TMDLs) that will provide conditions that can support all identified uses of the waterway. A TMDL is a pollutant budget identifying the maximum amount of a particular pollutant that a water body can assimilate without causing applicable water quality standards to be exceeded. Section 303 of the Federal CWA and Section 75-5-703 of the Montana Water Quality Act (WQA) require development of TMDLs for impaired water bodies that do not meet Montana water quality standards.

Billman Creek and the Yellowstone River are impaired waters per the Clean Water Act. Billman Creek is listed as not fully supporting aquatic life and primary contact recreation due to probable sources such as channelization of the waterway, agriculture, and habitat modification. Probable related causes are algae, fish passage barriers, presence of nitrate and nitrite, and sedimentation. The Yellowstone River is listed as not fully supporting aquatic life due to loss of riparian habitat and site clearance and streambank modifications. Probable related causes are alteration in stream-side or littoral vegetative covers, and physical substrate habitat alterations. (Support of beneficial use for drinking water, agriculture, and primary contact recreation were not assessed.) Total Maximum Daily Load (TMDL) values were not assessed or were not applicable for both waterways during the reporting periods. The TMDL for the Shields Watershed was approved by EPA in 2009; the next monitoring of TMDL for the Yellowstone Watershed is scheduled for between 2020 and 2022 (Source: Montana DEQ, 2020).

Figure 4.2: River in Livingston, Montana



Source: Burton Planning Services

Wetlands

Wetlands provide flood and erosion control, wildlife and fish habitat, and the enhancement of water quality. Wetlands are impacted by development through infill and/or pollution. See **Exhibit 4.1** for the location of wetlands in and around Livingston.

The Strategic Framework for Wetland and Riparian Area Conservation and Restoration in Montana 2013 – 2017 is a statewide direction for preserving and improving wetlands. Restoration, protection, and management of wetlands despite climate change and development are the main impetus for the effort (Source: State of Montana, 2013).

4.4 Wildlife / Conservation Lands

Despite development and the presence of people in Livingston, the fringes of the City are still home to the plentiful wildlife for which southwest Montana is renowned. Because of the presence of people and wildlife, conflicts exist, some of which pose danger to either party or are simply a nuisance.

Game animals are abundant around Livingston. White-tailed deer are common along river and creek bottoms, and Mule deer are easily found in the fields and slopes. Even elk and antelope can be found occasionally in areas adjacent to the City. Pheasant and various species of waterfowl are always a possibility in the wetlands.

Non-game animals are even more plentiful than game animals. Fox, raccoon, badgers, coyotes, rabbits, and many other species may be seen throughout the area. Numerous species of birds also call the area home at least part of the year, including raptors such as bald eagles, hawks, and owls.

Finally, the pools and riffles of the Yellowstone River are home to a large population of native Cutthroat trout. These fish are a species of special concern in Montana and are especially important to this area. The Yellowstone also contains populations of Rainbow trout, Brown trout, and Mountain Whitefish, making it one of the premier blue-ribbon trout streams in the nation (Source: Montana Fish, Wildlife & Parks, 2020).

Aquatic invasive species are of concern because they can reproduce quickly and spread rapidly due to lack of natural predators and competitors. They threaten native species, water quality, and the ecosystem. Waterways in and adjacent to Livingston contain invertebrate and parasite and pathogen invasive species such as the New Zealand Mudsail and Whirling Disease (Source: Montana Fish, Wildlife & Parks, 2020).

There are no conservation easements within the City of Livingston.

4.5 Climate

The City has a cool semi-arid climate. The mean annual temperature is 45.8 degrees Fahrenheit with a mean January temperature of 25.7 degrees Fahrenheit, and a mean July temperature of 66.3 degrees Fahrenheit. The area receives about 14 inches of precipitation annually with May and June averaging 2.5 inches. The region experiences high winds, especially in the winter months, and has a high evapotranspiration rate. The growing season ranges from 90 to 110 days.

The 2017 Montana Climate Assessment reports an expected increase in temperature of 4.5 – 6 degrees Fahrenheit across the state during the 21st century as well as a decrease in precipitation during the summer months. Wildfire is a potential outcome, bringing with it the risk and related effects to the wildlife and vegetation of the area, as well as compromised air quality. In addition to wildfire, there are impacts from drought such as less water available for residential, commercial, and agricultural use. Higher temperatures also affect energy consumption for air conditioning.

Figure 4.3: Bison Statue near the City of Livingston



4.6 Soils

The soils within the Livingston vicinity range from thin, high mountain soils, to deep alluvial soils along the Yellowstone River. Bordering the river valley are gently sloping high stream terraces and alluvial fans. Soils in the Livingston area are comprised of a Glendive-McCabe-Rivra complex with 0 to 2 percent slopes and occasional flooding. Soils in this complex are primarily used for rangeland, irrigated crops, and pasture (Source: USDA Natural Resources Conservation Service [NRCS], 2020).

Site specific uses such as subdivisions, dwellings, septic systems, etc., may require on-site inspection to determine the capability class of a particular soil. Detailed Soils information is available at the local Soil Conservation Service Office, US-89 South, Livingston, MT 59047.

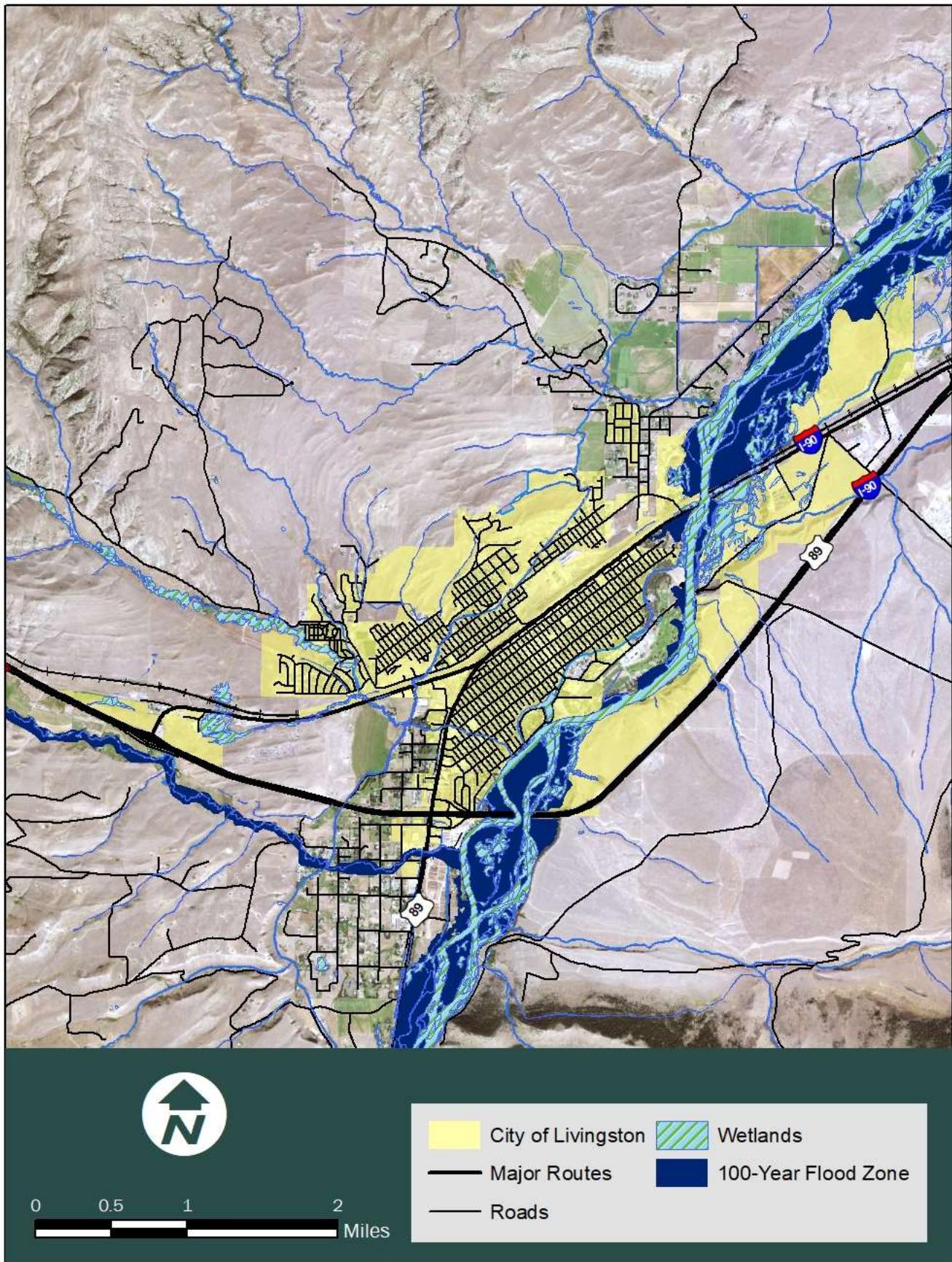
Sand and gravel resources are generally, but not always, located along streams, rivers, or areas where certain kinds of geologic events have occurred. Sand and gravel are important construction materials which are intended to be utilized, particularly in areas where extraction and processing will not negatively impact nearby landowners and existing uses. The soil in Livingston mostly has poor potential as a source of gravel, and a fair potential as a source of sand (Source: USDA NRCS, 2020). As such, there are no open cut gravel permits within the City of Livingston (Source: Montana DEQ, 2020).

4.7 Vegetation

Trees provide habitat for wildlife and shade. The tree canopy improves air quality, reduces energy costs and stormwater runoff, and generally improves quality of life. The Montana Department of Natural Resources and Conservation's (DNRC) analyses show that the top five most common street and park tree species in Livingston are Ash, Blue Spruce, Norway Maple, Crabapple, and American Linden. Over 84 percent of Livingston's community forest is in good or fair condition, providing more than \$644,150 in annual benefits (Source: Montana Department of Natural Resources & Conservation [DNRC], 2020).

Weeds, on the other hand, can be detrimental to native plant and animal species, and impact quality of life. There are 36 identified noxious weed species in Montana, and the Park County Weed District recognizes all of them including species listed on the Federal Noxious Weed List. The Park County Weed District works throughout the county and with local jurisdictions to protect natural resources and ecosystems through educational outreach, progressive integrated pest management techniques, and cooperative partnerships. The Park County Cooperative Weed Management Area, a grassroots-driven organization, does similar work by fostering collaborations and partnerships (Source: Park County Conservation District, 2020).

Exhibit 4.1: Water Resources



5.0 Housing

5.1 Introduction

The Housing section of this Report summarizes the type, age, condition, occupancy, and affordability of housing units in Livingston, as well as related programs offered in the City.

Housing Type

Most homes in Livingston – 74 percent – are single-unit structures, with multi-family structures comprising 21 percent of the housing mix. According to the City’s building permit data, between 2008 and 2018, 237 building permits were issued for residential construction; all were for single family and townhouse units. Multi-family units in Park County are concentrated in Livingston, while mobile homes are more likely to be located in the County. **Table 5.1** shows a summary by unit type.

Table 5.1: Housing Unit by Type

Type	Livingston		Park County	
	Number	Percent	Number	Percent
1 Unit (Attached or Detached)	2,838	74.7%	7,547	78.9%
2-9 units	510	13.5%	801	8.4%
10-19 units	105	2.8%	115	1.2%
20+ Units	183	4.8%	183	1.9%
Mobile Homes	161	4.2%	907	9.5%
Boat, RV, Van	0	0%	15	0.2%

Source: U.S. Census Bureau American Community Survey 2014 - 2018

Age and Condition

The latest ACS data from the U.S. Census Bureau estimates that 2,730 (72 percent) of dwelling units in Livingston were constructed before 1980. This compares to a statewide estimate of 53 percent of homes built before 1980. According to the Montana Consolidated Plan, “...despite a ban in 1978 on the use of lead in new paint, children living in older homes are still at risk from deteriorating lead-based paint and its resulting lead contaminated household dust and soil. Today lead-based paint in older housing remains one of the most common sources of lead exposure for children.” Another concern with homes over 40-years old, is deferred maintenance, lack of modern features, and high energy costs. Older homes are more likely to have faulty electricity, plumbing issues, kitchen inadequacies, roof leaks, heating/cooling deficiencies and various upkeep concerns. The expense to upgrade such homes can be a deterrent to rehabilitation.

5.2 Occupancy and Use

Housing occupancy and use can indicate if the market is meeting the needs of the population. The residential vacancy rate for Livingston is approximately 5 percent. Out of all housing units in Livingston, 65 percent of the units – are owner-occupied; 35 percent of the units are renter-occupied. Of the owner-occupied households, over 40 percent have lived in their home for 8 years or longer. Of the renter-occupied units, nearly 70 percent of renters have lived in their units for less than 8 years. More information is available in **Table 5.2** (Source: U.S. Census Bureau, 2019).

Short term rentals and vacation rentals have become more common in Livingston. Between January 2017 and April 2020, the number nearly doubled in zip code 59047. There are approximately 225 active short term and/or vacation

rentals in the area. Of those, 90 percent are entire home rentals, and the units average 2.4 bedrooms in size (Source: AIRDNA, 2020).

There are 23 specialized group homes in the Livingston area (Source: Montana Department of Public Health and Human Services, 2019). These include assisted living facilities, homes for persons with developmental disabilities, and residential chemical dependency facilities.

Table 5.2: Housing Occupancy

Housing units, 2018	City of Livingston		Park County		United States	
	Number	Percent	Number	Percent	Number	Percent
Total Housing Units	3,797	100%	9,568	100%	136,384,292	100%
Owner Occupied	2,350	61.89%	5,314	55.5 %	76,444,810	56.1 %
Renter Occupied	1,271	33.4%	2,377	24.8 %	43,285,318	31.7 %
Vacant for Seasonal or Recreational Use	176	4.6%	1,877	19.6 %	16,654,164	12.2 %

Source: U.S. Census Bureau, American Community Survey, 2014 - 2018

5.3 Affordability

As shown in **Table 5.3**, the median home value for Livingston is lower than the state average and county average. Bozeman has among the highest home values in the state making Livingston an affordable option for those willing to commute to work in Bozeman. Between January and June 2020, the median home sales value was \$270,250 in Livingston, \$416,660 in Bozeman, and \$325,000 in Park County. Home sales values have consistently increased across these communities since 2014 (Source: Park County Board of Realtors, 2020).

Table 5.3: Median Home Values for Selected Areas – 2014 – 2018

Location	Median Home Value	Median Rent
City of Livingston	\$215,400	\$794
City of Bozeman	\$343,000	\$1,016
Park County	\$255,700	\$780
State of Montana	\$291,018	\$811

Source: U.S. Census Bureau, American Community Survey, 2014 - 2018

Another way to look at housing affordability is by comparing an owner's monthly housing costs to their household income over a 12-month period. In Livingston, 42 percent of units with a mortgage were occupied by owners whose monthly housing costs were less than 20 percent of their annual household income; approximately 15 percent of units with a mortgage were occupied by owners whose monthly housing costs were at least half of their household income. For owner-occupied units without a mortgage, approximately 68 percent of units were occupied by owners whose monthly housing costs were less than 20 percent of their annual household income. Only 4.5 percent of owner-occupied units without a mortgage spent at least half of their annual income on housing costs.

Approximately 11 percent of rental households spend more than half of their annual income on rent. Additionally, nearly 84 percent of renter-occupied households pay extra for one or more utilities (Source: U.S. Census Bureau, 2014-2018).

5.4 Housing Assistance

Housing Assistance programs are provided primarily from the Human Resources Development Council (HRDC) office in Bozeman. Programs include:

- ▶ Rental Assistance
- ▶ Down Payment Assistance
- ▶ Homebuyer Education
- ▶ Foreclosure prevention
- ▶ Heating bill assistance
- ▶ Home Weatherization

HRDC also owns three affordable rental properties in Livingston that are available to households meeting income guidelines (Source: Montana Department of Commerce, 2020). These properties are located at:

- ▶ Miles Building Apartment – 107 S. 2nd Street (Financing through Low-Income Housing Tax Credit)
- ▶ Sherwood Inn – 325 S. Main Street
- ▶ Summit Place Apartments – 1102 W. Summit Street

The Montana Board of Housing allocates Montana's share of federal Low-Income Housing Tax Credits, or housing tax credits, through a competitive annual process. These housing tax credits allow developers to borrow less money for construction and pass those savings along to families and individuals through lower rents. In addition to the Miles Building, there are two properties that were privately developed with low income housing tax credits (Source: Montana Department of Commerce, 2020).

- ▶ Livingston Village – 602 Robin Lane
- ▶ Timberline Apartments – Montana & North Street

Figure 5.1: Housing in Livingston



6.0 Economy

6.1 Introduction

The Economy section of this Report provides information on economic development, local economic indicators, business profiles, and the impact of tourism on Livingston and the surrounding communities.

6.2 Context

The economy of Livingston and the surrounding area has historically depended upon timber, agriculture, and the railroad. All three of these components are still important to the area's economy; however, the number of jobs supplied by these industries continues to decline as it has over the last 25 years. As local jobs decrease within these industries, they are generally being replaced by service-oriented positions.

The geographic setting of our area (near Yellowstone Park, abundant wilderness, National Forests, and the Yellowstone River) has created a thriving tourism and recreation industry. This industry has continued to grow and is continually providing new employment opportunities in the area. As Livingston's economy moves away from its historical base, we are also seeing a shift toward the self-employed, often home-based, professional. This is possible through the use of the Internet and other global communication and high-speed data transmission technologies.

Local government can encourage economic growth by recognizing what sectors are strong and directing economic development efforts toward weaker or non-existent sectors. Strategies that could be pursued include increasing the area zoned for light industrial use, modifying business regulations to encourage small professional businesses, and maintaining the needed infrastructure to encourage economic activity. The City should also seek to provide higher education, possibly in the form of vocational and/or community colleges and use the tools at our disposal to attract and retain businesses.

6.3 Current Trends and Data

Livingston's local economy is reflective of the larger statewide and national trends. After a downturn during the Great Recession, the local economy has rebounded as tourists return to the area to visit the nearby National Parks and other attractions. While the local economy is growing in many sectors, there are business sectors that are losing potential revenue to surrounding communities, especially Bozeman.

In fiscal year 2005-2006 the City issued 75 permits for new residential construction. In contrast, by the end of the 2014-2015 fiscal year only 18 new residential permits were issued. Based on current ACS data, an additional 20 residential structures were constructed, continuing a steady, but slower growth trend for the City.

The Median Household Income (MHI) for the City of Livingston is approximately 80 percent of the statewide average of \$55,328. Lower MHI values are indicative of the lower wage jobs commonly found in the service industry, which is the largest industry cluster at nearly 40 percent of all jobs in the City. The next largest employment sector is retail at 26.9 percent, which often also pays lower wages.

The poverty rate in Livingston is 14.1 percent, which is just over one percent higher than the state average. This difference is not uncommon for small towns, especially in more rural areas where jobs may be harder to find and may pay lower wages than specialized trades, manufacturing, or healthcare. **Table 6.1: Economic Indicators** compares the MHI and poverty rates for Livingston and Montana.

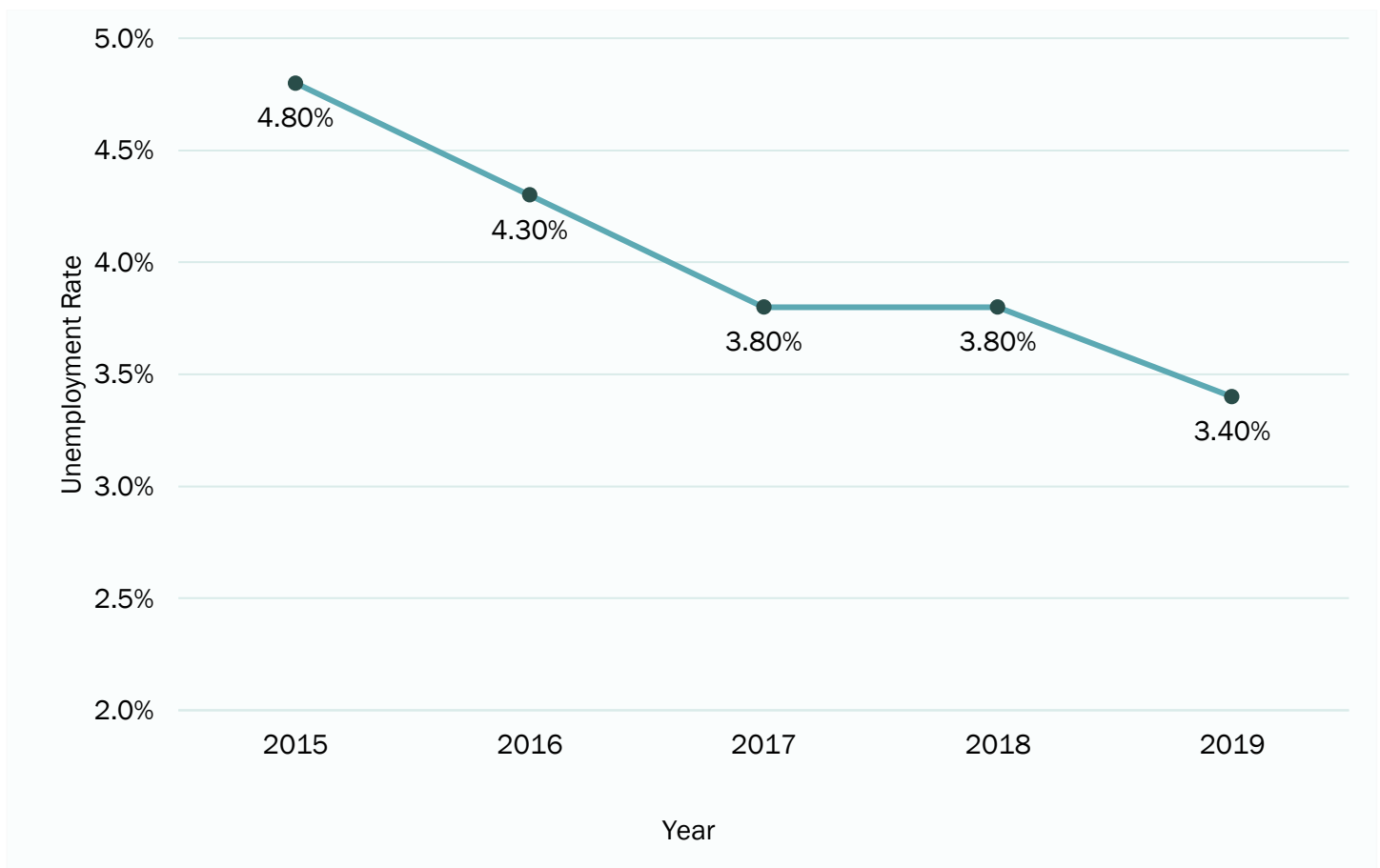
Table 6.1: Economic Indicators

Economic Indicator	Livingston	Montana	Difference
Median Household Income (MHI)	\$44,660	\$55,328	-\$10,668 (-19.3%)
Poverty	14.1%	13%	+ 1.1%

Source: Montana Governor's Office of Economic Development, 2019

Livingston boasts a slightly lower unemployment rate than the State of Montana. The City of Livingston, according to 2018 Census data, has an unemployment rate of 2 percent, while the state is marginally higher at 2.2 percent. Both of these rates are better than the larger Park County area, which has an unemployment rate over fifty percent higher at 3.4 percent. **Figure 6.1** shows the trend in Park County, which mirrors the state and City of Livingston as dropping steadily from 2015, as the economy continued to grow.

Figure 6.1: Annual Unemployment Rate in Park County, Montana



Source: Montana Department of Labor & Industry

6.4 Educational Attainment

The City of Livingston is roughly equivalent to the State of Montana in terms of educational attainment. All levels of education are within 2.5 percent of the statewide average. Livingston is above average with higher percentages of residents with a high school diploma, some college (no degree), or a bachelor's degree. It also has a lower rate of residents without a high school education. See **Table 6.2** for more information.

Table 6.2: Educational Attainment

Education Level	Livingston	Montana
Less than High School	4.5%	6.8%
High School or GED	31.6%	29.2%
Some College, no degree	24.7%	23.8%
Associate's Degree or equivalent	6.8%	9.0%
Bachelor's Degree	22.1%	20.8%
Graduate or Professional Degree	10.3%	10.4%

Source: U.S. Census Bureau, 2018 estimates

6.5 Employment by Sector

The largest employment sector in Livingston is the services industry. This includes hotels and lodging. This sector constitutes 38.9 percent of all jobs and 39.8 percent of all establishments within the City. The next largest sector is retail, equating to 26.9 percent of all jobs and 24.4 percent of all establishments. This sector also includes restaurants. Together, these sectors total 65.8 percent of all jobs and 64.2 percent of all establishments in the City.

Financial institutions (9.2 percent), manufacturing (8.2 percent), and government (7.5 percent) round out the top five sectors in the City. These sectors often pay moderate to higher than median wages and represent just under a quarter of all jobs in Livingston (24.9 percent). Sectors such as transportation and agriculture, which historically have comprised a higher share of employees in the area, have fallen to only 4 percent of the workforce in Livingston.

6.6 Business Profile

According to 2017 data from the Montana Governor's Office of Economic Development, the City of Livingston has an unbalanced retail profile. Subsectors of the retail cluster were either underrepresented or overrepresented.

The leading industry groups that are not represented within Livingston include:

- ▶ Furniture stores
- ▶ Shoe stores
- ▶ Other general merchandise
- ▶ Vending machine operators
- ▶ Direct selling establishments

In 2017, overrepresented industries were:

- ▶ Food & beverage stores (including restaurants)
- ▶ Gasoline stations
- ▶ Home furnishing stores
- ▶ Auto parts and accessory stores

These overrepresented industries rely on tourists and travelers along the main highways near the City. For businesses that are underrepresented in the City, consumers are forced to travel to other locations, such as Bozeman, to purchase their needed items. Based on the 2017 data, Livingston lost over \$20 million in retail sales to other locations.

6.7 Tourism

Tourism (coupled with hospitality) is the largest single economic sector impacting Park County and by extension, Livingston. The city is positioned along two major highways that bring visitors from across the nation through the area. US-89 is the main north-south route in Livingston and leads residents and visitors directly into Yellowstone. Functioning as a major northern gateway into the park, it is essential to provide lodging and services to tourists which leads to numerous job opportunities to residents of the City and County. Livingston boasts three museums within, or immediately south of, the city limits. The city is nestled in a river valley and is surrounded by large mountain ridges and forests, offering scenic vistas and hiking trails to residents and visitors alike.

In 2018, non-resident (tourist) expenditures in the Yellowstone region, which includes Livingston, was over \$1 billion. Nearly 18 percent of that total was in automotive and/or diesel fuel. Approximately 20 percent was spent at restaurants and bars, and 14 percent spend on lodging. Over half of all spending in the region was centered on tourism and visitors to nearby Yellowstone National Park (Source: University of Montana, 2018).

Growth of the tourism industry is further evidenced by analyzing lodging revenue receipts. Park County recorded a 13 percent year over year growth in lodging receipts, second in the Yellowstone region only to neighboring Gallatin County (Source: Montana Office of Tourism and Business Development, 2020). The nearest commercial airport is in Bozeman, Gallatin County, which may explain the higher receipts in this area.

6.8 Catalytic Projects

The Northwest Railroad Crossing and projects identified in the Northside Livingston Transportation Plan have the potential to attract land use and industry that will bolster the local economy. Both projects would open up underutilized properties for residential and commercial development, providing new opportunities for residents and businesses alike: transportation network connectivity, housing options, employment options, revenue streams, and other economic benefits.

Figure 6.2: City of Livingston, Montana and the Yellowstone Region



Source: Burton Planning Services

7.0 Local Services

7.1 Introduction

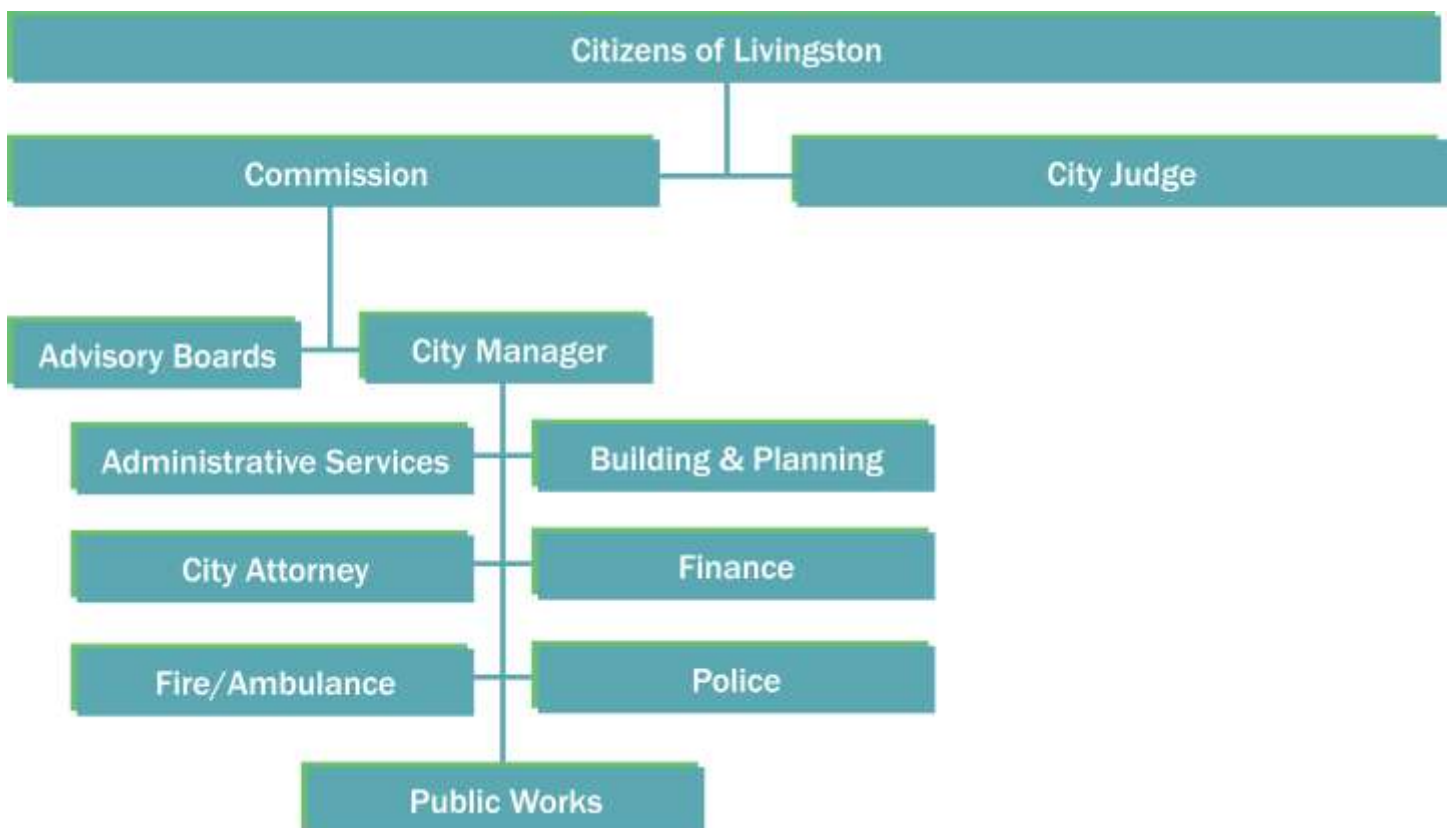
The Local Services section of this Report provides context on the organizational structure of the City of Livingston and the services the City and others provide to the community. See **Exhibit 7.1: Local Services Map** for the location of these services.

7.2 Context

The City of Livingston operates under the commission-manager form of government, consisting of an elected 5-member commission and a city manager appointed by the commission. The city manager is responsible to the commission for the administration of all local government affairs authorized by law. City commission members are elected at large and on a non-partisan basis. Commission members are elected for four (4) year overlapping terms of office. The Livingston City Commission is the legislative and policy-setting branch of local government.

The City of Livingston provides essential services to over 7,000 residents. The City operates the following departments to administer the associated public services, outlined below in **Figure 7.1**.

Figure 7.1: City of Livingston Governmental Organization



The City of Livingston maintains a Community Resources and Information section on the City government website. This webpage hosts links to Child & Family Services, Employment Services, Veterans Services, and many other resources. This site has website links, addresses, and phone numbers of each agency, organization, or resource. These resources are not under the control of the City of Livingston and are provided for informational purposes to residents and visitors. Agencies and organizations listed may be run by the federal government, state or county government, or non-profits (Source: City of Livingston, 2019).

7.3 Law Enforcement

Law Enforcement in the City of Livingston and surrounding area is enforced by three agencies: the Livingston Police Department (LPD), the Park County Sheriff's Office (PCSO) and the Montana Highway Patrol (MHP).

The Livingston Police Department provides 24-hour patrol and law enforcement services. The City of Livingston currently has 14 full-time sworn police officers. According to the Montana Board of Crime Patrol, the number of full-time sworn officers per 1,000 for the City is 2.18. This is higher than the average number of 1.88 for cities of comparable size (5,000 – 9,999). The Department currently provides routine patrols, investigations, bicycle patrols and a School Resource Officer to the Livingston School District.

The Park County Sheriff's Office is primarily responsible for the law enforcement, routine patrolling and responding to calls outside of the City of Livingston but with Park County. The PCSO has jurisdiction within all of Park County, including the City of Livingston. The PCSO consists of 16 full-time sworn law enforcement personnel, including the Sheriff, Under-Sheriff, and 14 Deputies.

The Montana Highway Patrol has jurisdiction in the entire State of Montana, including both Park County and the City of Livingston. The primary responsibility of the MHP is the highway system throughout Park County. The MHP has 4 troopers located within Park County. Both the LPD and PCSO are located and work out the City-County Complex in Livingston. Park County is required to provide all correctional detentions (i.e. jail/ detention facilities). The City of Livingston provides all the dispatchers, but the county reimburses a percentage of the operating costs for the 911 Communications Department.

Since the actual number of crime incidents fluctuates from year-to-year, a 10-year average is more descriptive of the incidents that are common in Livingston. The following table indicates that the most frequent type of reported crime in Livingston is "Simple Assault". The rate for this type of offense is significantly higher than the statewide rate in this category. The city ranks notably lower compared to state averages in the categories of burglary and motor vehicle theft.

Table 7.1: Average Annual Crime Rate by Type of Offense (per 1,000 residents), 2007-2017

Offense	Livingston	Montana
Driving Under the Influence	4.646	5.486
Murder and Nonnegligent Manslaughter	0	0.025
Burglary/Breaking & Entering	2.631	3.352
Motor Vehicle Theft	1.565	1.846
Simple Assault	11.893	7.407
Rape	0.413	0.384
Weapon Law Violations	0.272	0.258
Robbery	0.170	0.210
Aggravated Assault	2.291	2.231

Source: Montana Board of Crime Control, 2018

7.4 Health Providers (Medical)

The Livingston Healthcare Hospital is a new 125,000 square critical access hospital with 25-beds and is located within the City limits. The facility incorporates the Livingston Clinic and provides a 24/7 staffed emergency department, surgical services and is a critical access trauma center. Patients requiring advanced care not available at LHC are transferred to larger facilities by ground or air ambulance. The hospital has a 13+ year partnership with Billings Clinic to provide residents with better access to some of the nation's top physicians, specialists, and medical services. Livingston HealthCare and Billings Clinic are each locally owned and governed.

The Park County Public Health Department provides services countywide with a mission to, “he Park County Health Department promotes the health of individuals and families through disease surveillance, program development, and education.” According to the Park County Community Health Needs Assessment (2019), the top priorities for health are: Behavioral Health (Mental Health & Substance Abuse)

- | | |
|---|------------------------------------|
| 1. Nutrition, Physical Activity, and Weight | 6. Respiratory Diseases |
| 2. Oral Health | 7. Cancer |
| 3. Dementia/Alzheimer’s Disease | 8. Access to Health Services |
| 4. Injury and Violence | 9. Infant Health & Family Planning |
| 5. Heart Disease and Stroke | |

7.5 Fire Protection and Emergency Medical Services

Figure 7.2: Livingston Fire Station



Source: Burton Planning Services

Livingston Fire and Rescue (LFR) is a combination Fire and EMS transport agency that is led by the Fire Chief with 14 career Firefighter/Paramedics and 11 Reserve firefighters and EMT’s. A Livingston Fire Station is shown in **Figure 7.2**.

There are two members that work directly for the Fire Chief who perform predominately administrative duties and make up the command staff. They are the EMS Director and the Fire Inspector/Training Officer who each have a multitude of internal and external responsibilities. The EMS Director’s primary responsibility is the management of all EMS related items, including training, billing, reporting, EMS supply requisitioning, budgetary concerns and acting as a liaison between Livingston Healthcare and the organization. The Fire Inspector/Training Officer is responsible for fire training, fire reporting, fire/injury prevention to include code enforcement, and the management of the Reserve firefighter program.

There are four duty shifts labeled A, B, C and D comprised of a Captain and two firefighters who are responsible for day-to-day fire and emergency medical response, daily continuing education, and company fire inspections. They work a rotating shift schedule of 24 hours on duty and 72 hours off and can choose to be available for emergency and non-emergency call back to the fire station on their off days. A portion of Livingston Fire and Rescue’s call volume is derived from inter-facility transfers that are staffed voluntarily by both the career and reserve staff. The ability to recall members to the fire station to staff transfers and any additional emergency calls is integral to the success of the organization and service to the community. This illustrates the importance of a strong and well-trained reserve corps to assist in the staffing of any additional calls for service.

Livingston Fire and Rescue has 4 ALS transport ambulances, a 75-foot quint aerial, a Type 1 engine, a DNRC type 5 brush truck and a Chevy suburban used as a technical rescue chase vehicle. The Fire Chief and each member of the command staff is also assigned a vehicle to be used for their daily duties and incident command responses. The City of Livingston currently has an Insurance Service Office (ISO) rating of 3 which has just been improved (2015) from a 4. The scale runs from 1 to 10 with a rating of a 1 being the best. Our community will be assessed every 3 to 5 years to assess any changes and re-evaluate the many areas assessed which include city wide water supply, dispatch capabilities and many areas of Livingston Fire and Rescue efficiency like staffing numbers, training, pumping capacity and the overall maintenance of the organization.

Fire and EMS responses outside of Livingston are dictated by mutual and automatic aid agreements with the outlying rural fire districts. There is an automatic aid agreement with Park County Rural Fire District #1 for fire responses where LFR responds to a pre-defined 5-mile “donut” surrounding the City. LFR is the primary transport agency to Park County North of Yankee Jim canyon on Highway 89 South stretching to both county lines to the East, West and to Meagher County in the North. The ambulance service functions as a fee-for-service operation generating revenue that directly pays the salaries of 6.5 staff members and assists with capital purchases.

7.6 Emergency Management and Hazard Mitigation

Emergency Management

Emergency Management is handled by Park County. The office of Emergency Management has three plans currently under its purview:

- ▶ [Emergency Operations Plan, May 2011](#)
- ▶ [Park County Hazard Mitigation Plan, August 2018](#)
- ▶ [Park County Community Wildfire Protection Plan, 2014](#)

This office also hosts the Local Emergency Planning Committee, which consists of individuals, businesses, first responders, and government officials.

Wildfire

Wildfire is a threat to communities across Montana, Livingston included. The Park County Hazard Mitigation Plan updates information from the Park County Community Wildfire Protection Plan. According to that Plan, the City of Livingston was categorized as having a “low” hazard for wildfire due to its urbanized setting and local fire protection services. These generalizations allow for planning estimations. The actual wildfire hazard for a particular structure can only be determined based on a site evaluation or other assessment tool such as that found on the Park County website.

7.7 School Facilities and Enrollment

The City of Livingston is served by the Livingston Public School District. The District operates five buildings: Park High School, Sleeping Giant Middle School, East Side Intermediate School (grades 3-5), Winans Elementary (grades K-2) and the Washington Early Learning Center. Class size for grades K-2 averages 19 students per class. Classes in grades 3-12 average 26 with no academic class in the district having more than 30 students (with the exception of instrumental and vocal music classes and study halls).

Table 7.2: City of Livingston Schools and Enrollment

School	Enrollment	Student/Teacher Ratio
Park High School	439	13:1
Sleeping Giant Middle School	316	14:1
East Side School	329	15:1
Winans School	298	13:1

Source: *Growth and Enhancement of Montana Students (GEMS), 2019*

7.8 Library

The Livingston-Park County Public Library, which was built in 1904, is one of the original Carnegie libraries. There were only a few public libraries in the world in 1881 when Andrew Carnegie began to promote the establishment of free public libraries to make a means of self-education available to the nation's changing workforce. He eventually spent over \$56 million to build 2,509 libraries throughout the English-speaking world.

The first Livingston Library, which opened in 1901, occupied a room in City Hall and included a collection of 520 volumes. The library was established by members of the Yellowstone Club, a local chapter of the Greater Federation of Women's Clubs. This group encouraged the purchase of five lots on the corner of Callender and Third Streets as a permanent library site and sought funding from Andrew Carnegie for construction of the library building.

Since the original Carnegie building opened in October 1904, the library has been expanded twice, once in 1978 and again in 2005. According to statistics from the Montana State Library, the Livingston-Park County Public Library has a service population of 15,636. The collection size is 5.17 items per capita which is slightly lower than the 5.64 average for libraries of similar size. Per capita expenditures are \$26.14 compared to an average of \$25.16 for the average in the state of similar sized libraries (Source: Montana State Library, 2020). The mission of the Livingston-Park County Public Library is to meet the educational, informational, and entertainment needs of the community by providing free access to print, non-print, and electronic resources.

7.9 Historical and Cultural Sites

Livingston is home to 18 sites/districts listed on the National Register of Historic Places. The first was added in 1979, and the latest, Livingston Memorial Hospital, was listed in 2018. The Livingston Depot was built in 1902 and served as the northern gateway for travel into Yellowstone National Park (**Figure 7.3**). The Livingston Depot Center museum is open between Memorial Day and Labor Day each year. It also serves as a community center and event venue for areas residents and visitors throughout the year.

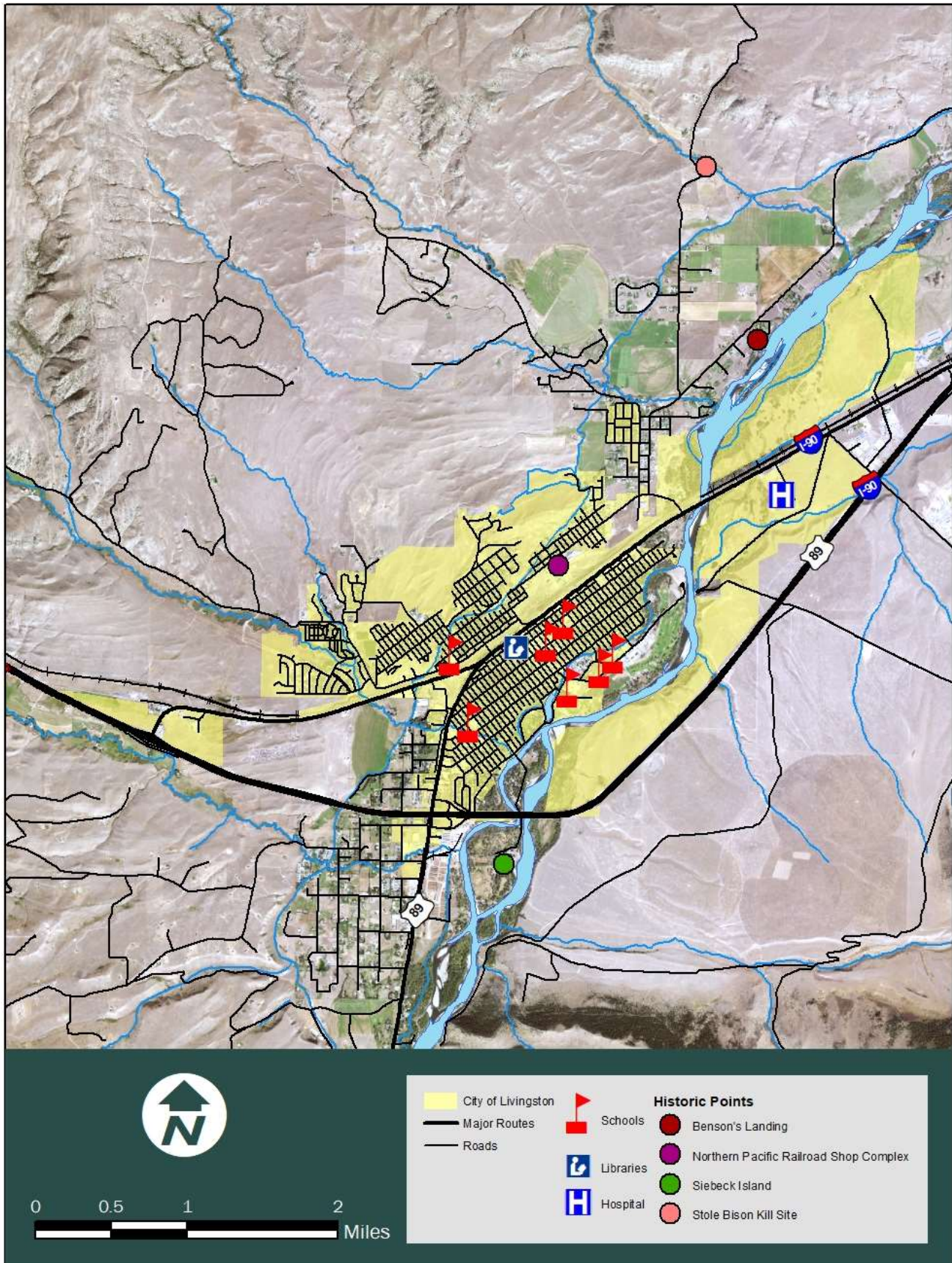
The Yellowstone Gateway Museum is located north of downtown Livingston, on the north side of the railyard on Chinook Street. Permanent and temporary exhibits describe the history of the area, including the Lewis & Clark expedition, the role of the railroad, and other themes. A research center is available for academic research. The Fly Fishers International Museum is located south of the City, along US-89. This museum is co-located with the headquarters of the Fly Fishers International organization and reflects the importance of outdoor sport in this area. The museum is open throughout the week between 9am and 5pm local time.

Figure 7.3: Livingston Depot Center



Source: Livingston Depot Center

Exhibit 7.1: Local Services



8.0 Transportation

8.1 Introduction

The Transportation section provides an existing conditions assessment of transportation infrastructure in the City of Livingston. This section includes a review of the existing road network, traffic counts, vehicle trips and miles traveled, roadway safety, commuting patterns, transportation trends, transit information, active transportation, rail, aviation, and the relationship between land use and transportation.

8.2 Road Network

Nestled in the Yellowstone River valley, Livingston is served by a well-connected transportation system. The City of Livingston is situated along Interstate Highway 90 (I-90). I-90 connects Livingston to the larger population centers of Billings (east) and Bozeman (west). U.S. Route 89 (US-89) intersects with I-90 south of the City and connects Glacier National Park to the north with Yellowstone National Park to the south.

Livingston contains approximately 109 lane miles of roadway. The National Functional Classification (NFC) system is used to determine the level of importance placed on each road within a planning area. The three levels of classification are:

1. Arterial highways
2. Collector Streets
3. Local roads

These classifications represent a balance between mobility and access. Arterial highways have the highest degree of mobility and a low degree of access, whereas local roads are the inverse. Collectors represent a moderated balance between mobility and access. Factors involved with functional classification include efficiency of travel, access points or control, speed limit, route spacing, usage (average daily traffic or vehicle miles traveled), number of lanes, and regional/statewide significance. Functional classification is important for program and project prioritization, asset management, safety programs, highway and bridge design, traffic control, access management, and maintenance. The current functional classification breakdown for Livingston is shown in **Table 8.1**. The road network and the functional classifications of roadways are shown on **Exhibit 8.1**.

Table 8.1: Functional Classification of Livingston Roadways

Classification	Total Miles	Percent of Total
01 – Interstate	0.00	--
02 – Freeway & Expressway	0.00	--
03 – Other Principal Arterial	6.67	6.1%
04 – Minor Arterial	5.11	4.7%
05 – Major Collector	15.07	13.9%
06 – Minor Collector	0.00	--
07 – Local	81.83	75.3%
<i>Total Miles</i>	<i>108.68</i>	<i>100%</i>

Source: MDT, 2018

8.3 Traffic Counts

Over the last decade, Livingston has seen an overall increase of traffic on a majority of the highways and major city streets. According to Montana Department of Transportation (MDT) traffic data, Livingston experienced growth of over 10 percent on several major roads within the City. Traffic levels also grew along the I-90 corridor between the US-10 exit and US-89/Park Street exit (**Table 8.2**).

Table 8.2: Traffic Counts 2015-2018

Location	2015 Count	2018 Count	Percent Change
I-90: Between US-10 & US-89	12,840	17,257	+ 34.4%
US-89: South of I-90 interchange	7,480	7,737	+ 3.4%
Park St: North of I-90 interchange	10,860	12,043	+ 10.9%
US-10: West of Park St.	4,940	5,470	+ 10.7%
Park St: East of Main St.	9,360	9,846	+ 5.2%
Park St: East of Old Clyde Park Rd.	2,960	4,855	+ 64.0%
Gallatin St: Between G & H Streets	2,550	2,856	+ 12.0%
Front St: Between 9 th & 10 th Streets	2,720	2,857	+ 5.0%
Main St: At railroad underpass	4,080	5,468	+ 34.0%
Old Clyde Park Rd: At-grade railroad crossing	2,480	2,933	+ 18.3%
5 th St: At-grade railroad crossing	6,710	5,905	- 12.0%

Source: MDT, 2018

Traffic heading to the northside of Livingston was concentrated at the Main Street underpass and the Old Clyde Road at-grade railroad crossing east of downtown. Park Street experienced significant increases in traffic along the entire corridor, with larger increase north of the I-90 interchange and on the east side of the City, near the hospital. Truck and bus traffic on the local interstates comprise about 11 percent of overall traffic, with lower rates in town.

8.4 Vehicle Trips/Miles Traveled

Daily Vehicle Miles Traveled (DVMT) is a simple mechanism to measure how much traffic is flowing along a roadway during an average 24-hour period. This simple formula multiplies Average Annual Daily Traffic (AADT) by the length of the roadway. For Park County, the total Daily Vehicle Miles Traveled was 800,233, based on 2018 traffic data. Of this total, 116,952 DVMT, or 14.6 percent, were on local roads (Source: MDT, 2018). This is highly reflective of the primarily rural nature of the county and the compact size of cities, such as Livingston.

8.5 Roadway Safety

Between January 1, 2016 and December 31, 2018, there were 64 crashes reported within Livingston. One crash (1.6 percent) resulted in a serious or incapacitating injury. Another nine crashes (14 percent) resulted in minor or suspected injuries. The remaining 54 crashes (84.4 percent) did not result injuries and were classified as Property Damage Only (Source: MDT, 2018).

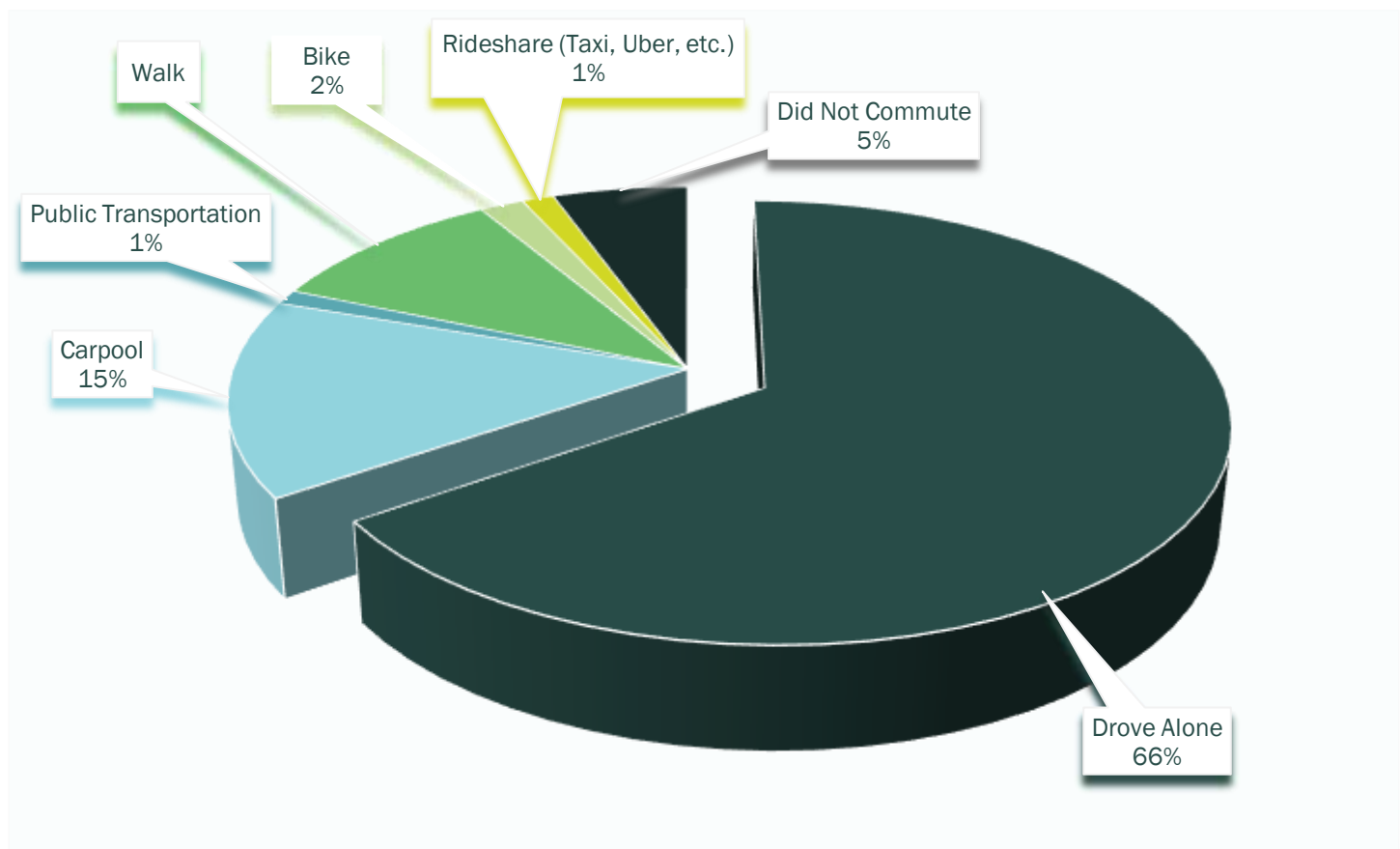
Montana's Department of Transportation has developed a statewide initiative to reduce traffic fatalities and serious injuries. Montana's Vision Zero is based on a national campaign and adapted to incorporate relevant policies to the

traffic situations found in the largely rural state. This initiative was started in 2014, and focuses on education, enforcement, engineering, and emergency response (Source: MDT, 2014). With a major Interstate, and major U.S. highway intersecting near the City, Livingston is one of many focal points to ensure Montana's highways are safe for all users.

8.6 Commuting Patterns

Based on 2018 ACS Community Survey data, two-thirds of commuters reported driving alone to work with an additional 15 percent reporting that they carpool (with one or more passengers) (**Figure 8.2**). Pedestrians make up 10 percent of the commuting population, with the remaining nine percent biking, using public transportation, ridesharing, or not commuting at all (working from home).

Figure 8.1: Reported Commute Types



Source: U.S. Census Bureau, 2018 ACS

8.7 Transportation Choices

As shown in the previous section, over 80 percent of commuters rely on the roadways to commute using private vehicles. According to 2018 Census estimates, only 2.1 percent of residents reported not having a vehicle available. Nearly 70 percent of households reported having two or more vehicles available.

8.8 Transit Information & Policies

Park County provides public transit services through the Windrider Transit system. General public transit and paratransit services are available within Livingston City limits. These services are available from 6:15 am through 6:15pm, Monday-Friday. There is no service on weekends or holidays. Windrider provides a free, fixed route service to residents of Livingston. Additional services are available for senior citizens and persons with disabilities throughout

Park County, Montana. All vehicles are ADA-accessible and equipped with wheelchair lifts. Windrider fixed route service connects neighborhoods on both sides of the railyard, linking residents to downtown, parks and recreational areas, Livingston HealthCare (hospital), and commercial areas south of the I-90/US-89 interchange. Transit policies are maintained on the county government's website (Source: Park County, 2017).

Additional mobility services are provided by Amazing Taxi, Angel Line, North of Yellowstone Shuttle & Charter, Streamline Transportation, Uber, and Lyft.

8.9 Active Transportation

Throughout the downtown area, and surrounding residential areas, bicycles share the road with motorized traffic. There is no dedicated bike lane over either at-grade railroad crossing, though bicycles are permitted to be walked on the sidewalk through the railroad underpass on Main St. Sidewalks are present throughout downtown and a majority of the surrounding residential districts, allowing pedestrians to travel safely. See the Transportation Choices Map (**Exhibit 8.2**) for the location of active transportation facilities.

Additionally, recreational bicycle and pedestrian trails are located throughout the City, separated from motorized traffic. As noted in the Parks and Trails Map (**Exhibit 8.3**), there are four primary trails located wholly or partially within Livingston City limits:

- ▶ **Bozeman Trail Connector:** Located behind Jack Weimer Memorial Field, this trail is 6-8 feet wide and is anticipated to be connected to the Historic Bozeman Trail. This trail is gravel/recycled glass and accommodates pedestrian and bicycle traffic. Currently, this trail is 0.75 miles in length.
- ▶ **Livingston Depot Central Trail:** Linear trail starting at the Livingston Depot Center and heading south to the I-90/US-89 interchange. Trail is asphalt/concrete and is used by pedestrians and bicyclists for recreation and commuting.
- ▶ **Sacajawea Trail:** Connecting Riverside Park and the Miles Park Athletic Complex along the Yellowstone River. This trail is graded, packed gravel. Trail is approximately five feet wide, expanding to six feet wide as it continues downstream.
- ▶ **Moja Park Trail:** Loop trail located in Moja Park. Generally, five feet in width. Trail is mostly packed soil, though gravel may have been present. Trail is mostly unimproved, though dog waste stations and benches are present and maintained.

8.10 Rail

Passenger rail transportation is not currently available in Livingston. The nearest Amtrak station is in Shelby, Montana, over 250 miles north of the City. In the 2010 Montana Rail Plan, potential expansion of passenger rail services to a southern Montana route were analyzed. The cost of a proposed expansion of service between Billings and Missoula was forecast to cost over \$159 million, owing mostly to the lack of rolling stock owned and operated by Amtrak (\$95 million). The study, conducted by Amtrak, noted the use of the current Livingston Depot as a possible station site.

Montana Rail Link (MRL) is a Class II regional railroad that serves Livingston and is bookended on either end of the line by Burlington Northern Santa Fe Railway (BNSF), a privately held Class I railroad serving the western United States. Livingston is on Subdivision 2, connecting Helena to Laurel. This subdivision features a single track mainline throughout and is controlled by Centralized Traffic Control. Positive Train Control (PTC) has not been installed or implemented (Source: MDT, 2010).

MRL handed over 440,000 carloads of cargo systemwide in 2019. The railroad was also studied in the 2017 Montana Rail Plan and found that over half of all shipments pass through the state, neither originating nor terminating in Montana. This plan also discovered the amount of cargo shipped through the state has increased annually since the Great Recession (Source: Montana Rail Link, 2019).

8.11 Aviation

The nearest airport is Mission Field Airport, located six miles southeast of Livingston, along I-90. This general aviation airport has a 5,701-foot paved runway and two grass runways. The nearest airport with commercial aviation service is Bozeman Yellowstone International Airport, located 35 miles west of Livingston, along I-90.

According to an economic impact study in 2016, Mission Field had a direct impact of \$1.7 million in the local economy and a spin-off effect of nearly \$3 million. Recreational flying, agricultural spraying, emergency operations, and training were among the top uses of the airport annually (Source: MDT, 2016).

8.12 Transportation & Land Use Relationship

The City of Livingston is bisected by the Montana Rail Link railroad and its classification yard, immediately north of downtown. This railyard presents a challenge to residential or commercial development, as there are only three crossings, two located near downtown and one on the east side of the City. The south side of the City is restricted by the Yellowstone River and I-90/US-89 and elevation changes as US-89 heads south towards Yellowstone National Park.

Current commercial development is in downtown Livingston and along US-10, which runs east to west through the downtown area. Residential areas surround the downtown area and expand north of the railyard. Light industrial uses surround the railyard and are also present south of the US-89/I-90 interchange south of the City, served by a rail spur.

Additional studies have analyzed US-89 between Livingston and Gardiner (Yellowstone) and the northside of Livingston. The US-89/Paradise Valley study documented a higher than average crash rate and a lack of safe passing zones for motorists along the corridor. Additional challenges such as roadway geometrics and design were also considered. Countermeasures were considered and proposed in the final report (Source: MDT, 2014).

The 2018 Northside Livingston Transportation Plan documented the needed for improved traffic flow to the northside of Livingston, as proposed development would increase the amount of traffic needing to access highways to the south of the railroad tracks. Currently, there are two grade crossings and an underpass (Source: City of Livingston, 2018). New development is limited mostly to the north side of the railyard. Due to the lack of robust connectivity, future developments may create significant congestion issues, especially in the event of a blocked grade crossing or a flooding event. As documented in the 2017 Growth Plan:

“The City of Livingston is split by the railroad with only three crossings located within the City limits. Another rail crossing is needed and is being pursued. The City is pursuing a Federal TIGER Grant to for an underpass which would tie West Front Street to US-10 at Star Road.” (Source: City of Livingston, 2017)

The City also applied to the federal BUILD (Better Utilizing Infrastructure to Leverage Development) grants available through the U.S. Department of Transportation. This grant program is the direct successor to the TIGER grant mentioned above. The addition of another grade-separated crossing to the west of the existing crossings would enable residents to bypass downtown and access I-90 more efficiently.

Exhibit 8.1: Road Network

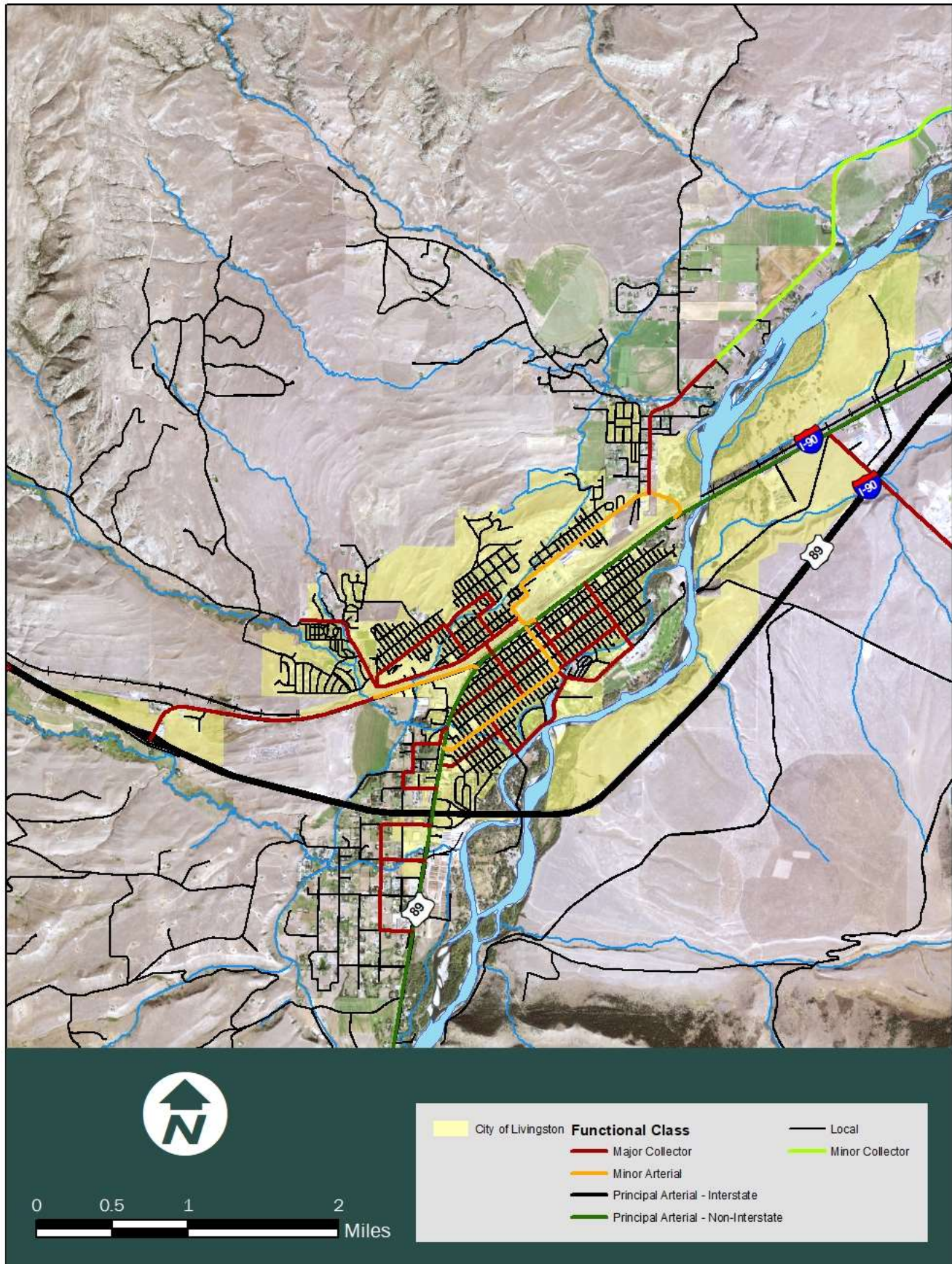


Exhibit 8.2: Transportation Choices

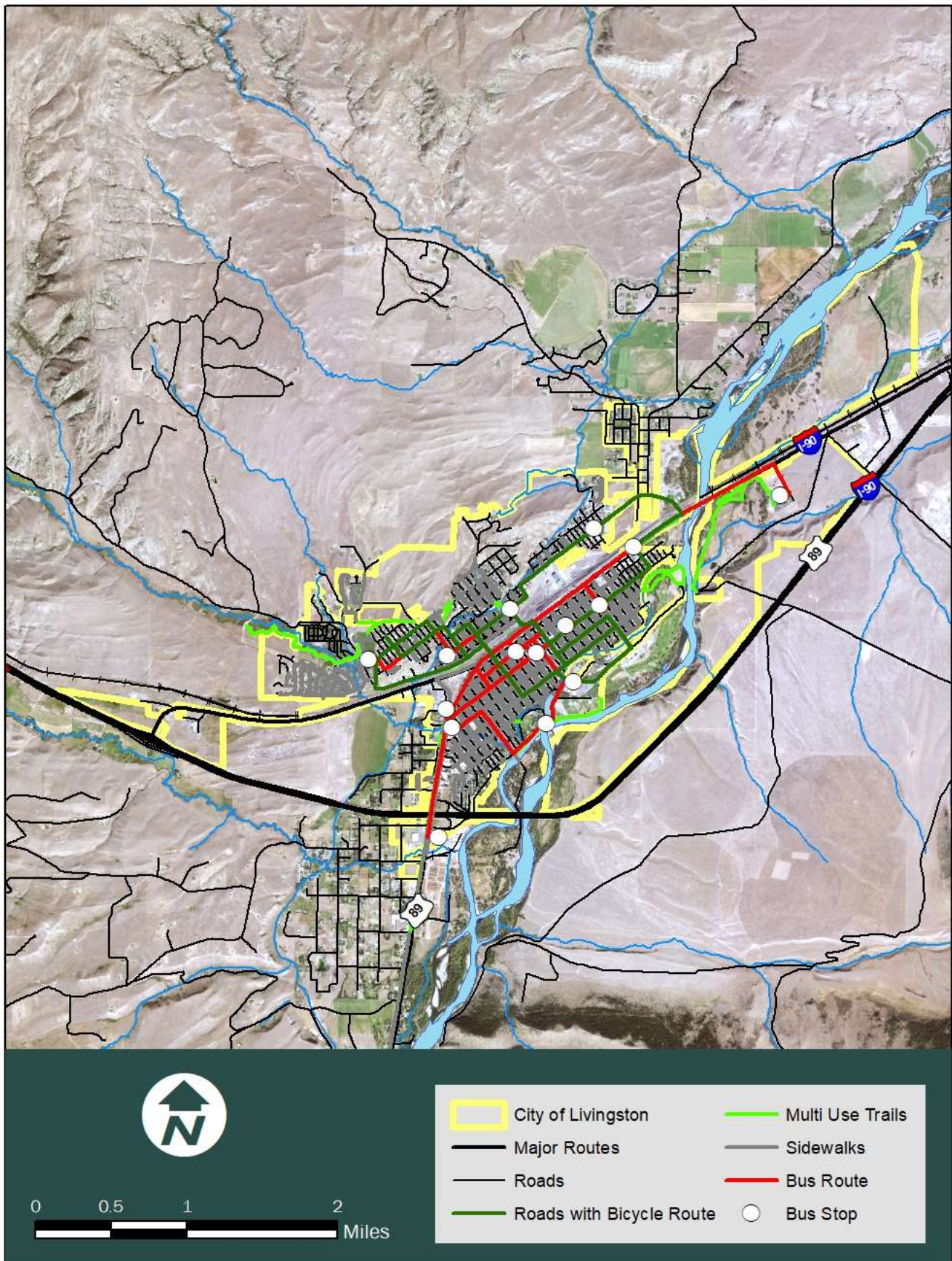
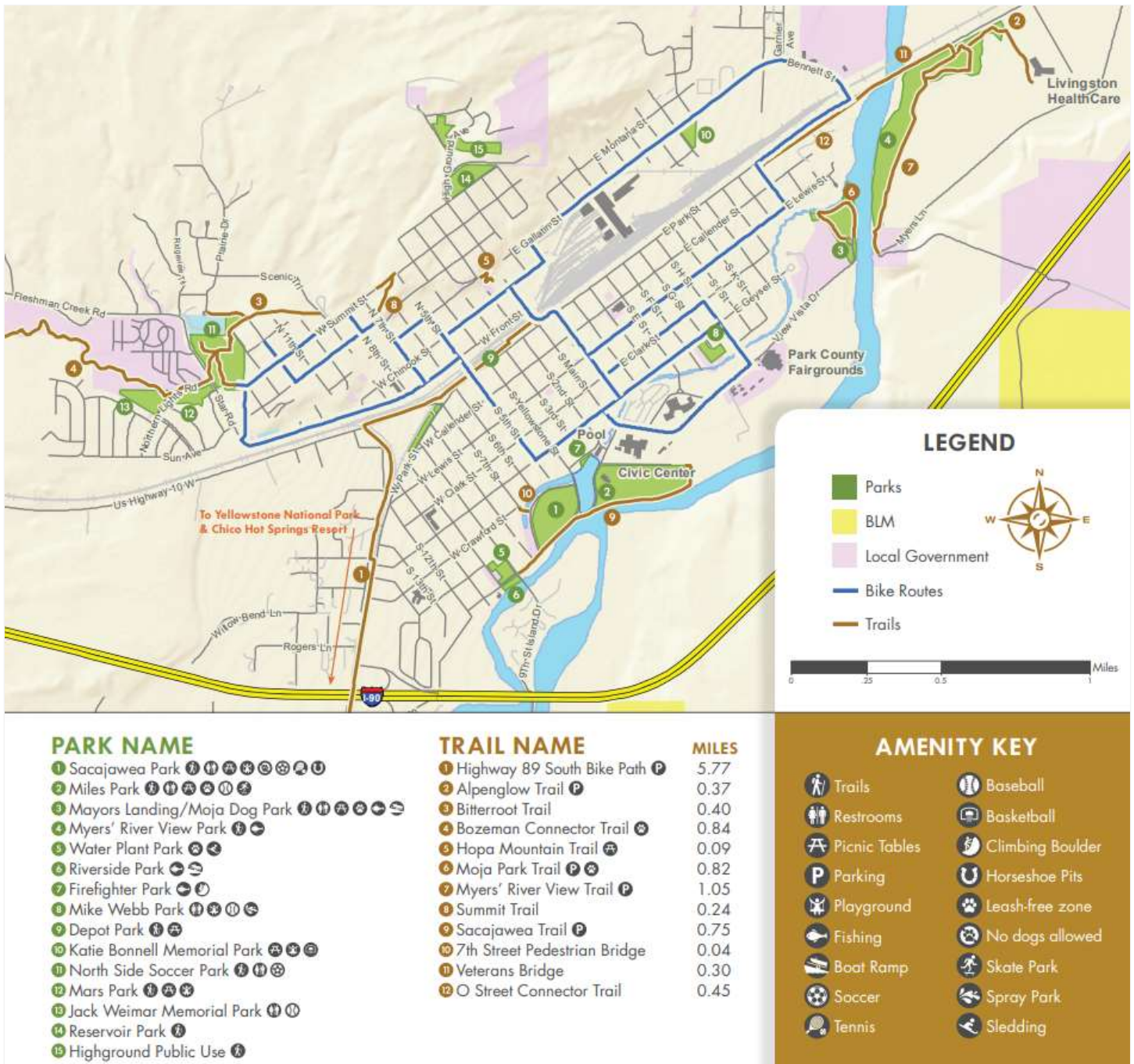


Exhibit 8.3: Parks and Trails



Source: City of Livingston, 2020

9.0 Public Facilities

9.1 Introduction

The Public Facilities section of this Report summarizes the utilities available within the City of Livingston, and existing efforts to study their capacity and meet the needs of the community.

9.2 Public Wastewater Facilities

The City's wastewater collection system was originally installed in 1922. Over the past century, a number of extensions have been completed. Currently, the City's collection system consists of roughly 45 miles of gravity mains and seven lift stations with associated force mains. The City has been working to replace aging and inadequate sanitary mains over the past decade. Recent capital improvement projects (CIP) regarding the City's sanitary system are summarized in **Table 9.1**. A number of similar projects have also been completed to repair sections of the municipal water system.

The City of Livingston's Wastewater Treatment Plant is located between Bennett Street and the Yellowstone River, just north of the railroad tracks. The facility had been referred to as a wastewater treatment plant (WWTP) for many years. The WWTP underwent upgrades that will be a meaningful step forward for the facility, and the system is hereafter referred to as the Livingston Water Reclamation Facility (WRF), in order to recognize the significant improvements and to better align with current terminology.

Sections of the City's existing collection system are at or near capacity: 75 percent pipe depth. As the community grows and sanitary flows continue to increase, issues associated with capacity will worsen. Although the City of Livingston and Park County have experienced minimal population growth in recent years, the neighboring Gallatin County has seen a drastic population boom. The increase in residents in the City of Bozeman is likely to occur similarly within the City of Livingston. As such, the City has approved an annual growth rate of 2.6 percent, resulting in a design average day flow of 1.44 MGD in 2040. This will nearly double the sanitary flows, not associated with I/I, over the next 20 years. Furthermore, the City is expecting large commercial growth along West Park Street. The anticipated increased flows are expected to exceed the design capacity of the Centennial lift station.

Table 9.1: Sanitary Sewer Capital Improvement Projects

Year	Description
2011	Sanitary Sewer Replacement <ul style="list-style-type: none"> ▶ Callendar-Park Street Alley, 3rd Street to B Street ▶ 3rd-2nd Street Alley, near Callendar Street ▶ 2nd-Main Street Alley, near Callendar Street ▶ Main-B Street Alley, near Callendar Street.
2014	Sanitary Sewer Replacement <ul style="list-style-type: none"> ▶ 9th-10th Street Alley near Geyser Street ▶ G-H Street Alley, near Park Street ▶ M-N Street Alley, near Lewis Street ▶ 2nd-3rd Street Alley, near Summit Street ▶ 3rd-Yellowstone Street Alley, near Summit Street
2015	Sanitary Sewer Replacement <ul style="list-style-type: none"> ▶ Main Street-B Street Alley, Callendar Street to Geyser Street
2018	Sanitary Sewer Replacement-Downtown CIP <ul style="list-style-type: none"> ▶ Main Street, Callendar Street to Lewis Street

Year	Description
2019	Sanitary Sewer Replacement-Downtown CIP <ul style="list-style-type: none"> ▶ Main Street, Lewis Street to Geyser Street ▶ Clark Street, 2nd-Main Street Alley to B-C Street Alley ▶ 5th Street to 8th Street Alley Sewer

Sixteen (16) properties in the City utilize septic systems. They are all located in the southern half of the City, with a concentration in the southernmost neighborhoods.

9.3 Water Supply

Public Water Supply

The City of Livingston provides water service to residents within and outside the city limits. **Exhibit 9.1** and Park County's Interactive Online Map show the extent of current water service: (<https://parkcounty.maps.arcgis.com/apps/webappviewer/index.html?id=b5bd3ecd559d4e8ab9ded54a736bfff0f>)

The municipal water system for the City of Livingston was constructed around 1913- 1917. The original water supply source was surface water from the Yellowstone River, and the distribution system consisted of 4-inch cast iron, lead joint water mains. To meet water quality requirements, a water treatment plant was constructed with the first water system to treat the domestic surface water supply. Over time, the water plant became outdated and costs to maintain the plant became prohibitive. As a result, the City of Livingston phased out the surface water source and treatment plant in the mid 1950's by drilling groundwater wells. The water right to the surface water diversion was transferred to a recreational use water right and is now used to fill the Sacajawea Park Lagoon as a part of the City Park system. The treatment plant is no longer in use.

The groundwater source for the City of Livingston municipal water system was provided in 1955 when three wells were drilled. To accommodate growing water demands, three additional wells were drilled between 1965 and 1972. In the late 1980's, it was discovered that there was contamination of two wells as a result of fuels and solvents used in nearby railroad activities. These two wells were abandoned, and the railroad company drilled two new wells for the City of Livingston in 1992: The Clinic Well and the Billman Well. In addition to these wells, the City has three storage reservoirs: a 1 million gallon reservoir constructed in 1949, a 2 million gallon constructed in 1975, and a 90,000-gallon reservoir constructed in the 1970's. **Table 9.2** provides a summary of the source and storage improvement projects that have taken place within the City's municipal system.

Table 9.2: Water Source and Storage Improvement Projects

Year	Project
1913-1918	Surface Water Intake Structure
1949	1MG Storage Reservoir
1955	'D' Street, 'L' Street, Werner Street Wells
1965	Clarence Street Well
1974	'B' Street and 'Q' Street Wells
1975	2MG Storage Reservoir
1981	Well Improvements
1987	Clarence Street Well Overhaul
1992	Billman Well and Clinic Well (replacement of abandoned 'L' and 'Q' Wells)

Year	Project
1995	'B' Street and 'D' Street Well Rehab
1996	Clarence Street Well Rehab
1998	Werner Street Well Rehab
2002	'D' Street Well Rehab
2006-2008	'D' Street Well Rehab
2007	Werner Street Well Rehab
2012	New SCADA System

Significant expansion and improvement projects have taken place within the distribution system since the first 4-inch lines were constructed. The majority of the 6-inch water mains within the City were constructed in the 1950's and 1960's, 8-inch lines were added in the 1970's, and new construction of larger diameter infrastructure and pipe upsizing projects took place more recently. The 2020 Livingston Water Master Plan resulted in recommended improvements to the water system.

Livingston sits over the Livingston Aquifer. Wells drilled in the area yield 10 gallons per minute (gpm) to 1,000 gpm with a common production of 50 gpm. The public wells in Livingston range in depth from 33 ft. to 78 ft. and yield 400 to 700 gpm.

A list of the significant recommended improvements is provided below. They are placed in order of priority as determined by need. Improvements to the existing system generally are given higher priority than improvements needed for future development and expansion of the water system. The one exception is the new improvements to the water system on the east side of the Yellowstone River. A well and storage tank would essentially provide a stand-alone system for the Hospital critical care should the pipe that crosses the river underneath Veteran's Bridge ever be out of service.

1. 6th Street 6" Main Railroad Crossing Replacement \$ 250,000
2. West Underpass Crossing Loop \$ 3,000,000
3. New Municipal Groundwater Well #7 (Hospital) \$ 1,500,000
4. Bennett Street Loop Connection \$ 360,000
5. 1 MG Tank Isolation Valve Project \$ 246,000
6. Green Acres Subdivision Connection \$ 445,000
7. Replace 4" Mains \$ 10,700,000
8. Replace 6" Mains \$ 29,500,000
9. Hospital Crossing Loop \$ 2,800,000

Source Water Protection

Source water protection efforts aim to ensure quality drinking water. The City of Livingston and the Montana Department of Environmental Quality (DEQ) have focused efforts on assessing and managing water quality in order to protect source water.

The source water protection areas for the City of Livingston public water system were studied as part of the 2011 Source Water Delineation and Assessment Report (SWDAR). The purpose of delineation was to map the source of Livingston's drinking water and to define areas within which to prioritize source water protection efforts. One hundred-foot radius control zones were delineated for each public water system source. An inventory of potential contaminant sources was conducted to assess the susceptibility of Livingston's wells to contamination and to provide a basis for source water protection planning. The susceptibility of the six public wells ranged from moderate to very high and include the following threats:

- ▶ Leaks from sewer line or septic tanks
- ▶ Storm water run-off
- ▶ Leaking underground storage tanks
- ▶ Accidental spills on transportation routes
- ▶ Pesticides and fertilizers from crop land
- ▶ Livingston Rail Yard groundwater cleanup site. A plume containing chlorinated VOCs is migrating to the east and does not present a direct threat of contamination

In 2019, The Montana Department of Environmental Quality (DEQ) completed the 2018 Water Quality Integrated Report (WQIR) which describes the quality of surface water for safe drinking, protection and propagation of wildlife, and for safe recreational and other uses. The WQIR targets waters that are suspected to be impaired; this includes the upper Yellowstone River from Bighorn River upstream to above Livingston. Analyses and recommendations within the SWDAR and WQIR can be useful to planning for the growth of Livingston and will be considered in the recommendations for the Growth Policy.

Private Water Supply

While most of the properties in the City are served by central sewer and water, there are two residential – or “domestic” – wells within Livingston. The wells are located on the periphery of the City: one on the northern side, and one on the southern side (Source: Montana Technological University, 2020).

Development of any new wells within the City or its adjacent areas will be affected by the State’s definition of “combined appropriations”, or water wells exempt from permitting. The definition changed in 2015 with the passing of House Bill 168.

9.4 Storm Water Management

Storm water runoff poses both flooding and pollution threats. Flooding can be a hazard to property, the transportation system, people, and wildlife. Non-point source pollution can infiltrate drinking and recreational water resources. The 2017 City of Livingston Storm Drainage Study assessed the existing drainage systems throughout the City for their capacity and problem areas and causes of flooding.

The main conclusion of the study was that updates to the storm sewer network are needed to adhere to MS4 requirements. Future construction may consider upsizing the lines to increase system capacity, implementing non-structural and structural Best Management Practices to allow sediment to settle and help remove pollutants from runoff, and increase the quality of inlets to help reduce runoff traveling through the roadway networks.

9.5 Parks – Recreation

The City’s Recreation Department provides area residents the opportunity to participate in a variety of educational and recreational activities. Available activities have included organized sports such as Youth Basketball, Adult Basketball, Adult Volleyball, Youth Soccer, Pickleball, Floor Hockey and various martial arts. Also provided are seasonal activities such as fly-fishing camp, open gym, skate night, summer enrichment programs, garden club, art in the park and various flea markets. The Recreation Department has also provided enrichment arts activities such as beginner painting, drawing, holiday gift making and other arts and crafts. The Recreation facility is also a venue for parties, weddings and other large community events and provides a large, safe indoor space for walking and parent and tot play time. This department also organizes and oversees community events such as Summerfest and provides support for the weekly Farmers Market during the summer. The department has completed and implemented an interactive plan to provide consistent year-round programming for all members of the community.

The City of Livingston recently completed a Parks and Trails Master Plan. The Plan assures that with the City’s growth includes a strategy for developing open space systems and maintaining a high level of quality of existing facilities and amenities. Impact fees are collected for future improvements. The subdivision regulations have land dedication

requirements (or fees in-lieu-of) to maintain the level of service for new growth. Additional information on trails can be found in the Transportation section (p.42).

Table 9.3 lists the parks within the City by type and size. The Parks and Trails Master Plan included a comparative analysis of assessing Livingston’s parks, open spaces, and trails against other cities, showing that the City offers above average park space.

Table 9.3: Parks within the City of Livingston

Name	Type	Size
Sacajawea Park	Community	15 Acres
Miles Park Lagoon	Community	7.4 Acres
Miles Park Athletic Complex	Community	16.5 Acres
Water Plant/Riverside Park	Neighborhood	2.2 Acres
Mars Park	Neighborhood	3.5 Acres
M Street Park	Neighborhood	1.9 Acres
Mike Webb Park	Neighborhood	2.4 Acres
Reservoir Park	Neighborhood	NA
Highground Public Use Area	Neighborhood	NA
Green Acres Park	Neighborhood	NA
Depot Park	Linear	2.6 Acres
North Side Park	Special Use	18.8 Acres
Jack Weimer Memorial Park	Special Use	5.9 Acres
Moja Park	Special Use	35 Acres
Livingston Golf Course	Special Use	NA

9.6 Energy Sources & Renewable Energy

The City of Livingston is served by two electric providers: Park Electric Cooperative provides electric service primarily in the unincorporated areas and Northwestern Energy provides electric and natural gas service primarily within the city limits. Both utilities have ample capacity to provide service to additional customers. Renewable energy options available to residents of Park County include:

Park Electric Cooperative

- ▶ Small renewable energy systems can be interconnected to the grid or used in a standalone application
- ▶ Partnership with Basin Electric Power Cooperative’s PrairieWinds to invest in green energy.
- ▶ Educational solar array installed by Harvest Solar located at Park Electric Cooperative offices.

Northwest Energy

- ▶ Solar – Community projects in Bozeman, Missoula, and Deer Lodge
- ▶ Wind – Wind farms near Great Falls & Two Dot
- ▶ Net metering – Private solar arrays can interconnect to grid through net metering

Figure 9.1: Park Electric Cooperative



9.7 Solid Waste and Recycling

Solid waste disposal for the City consists of the Livingston Transfer Station. The City of Livingston collects solid waste from approximately 3,600 homes and businesses using automated garbage trucks. In addition to typical waste collection, the City offers curbside collection of yard waste. The City also maintains a compost pile consisting of grass clippings, leaves, and some wood chips. Park County also delivers garbage from their green box sites to the City transfer station. All garbage delivered to the transfer station is ultimately hauled by truck to a landfill in Great Falls.

The City offers a variety of recycling options. Residents are asked to bring recyclables to the Transfer Station. Currently, the City accepts #1 & #2 plastics, glass, aluminum, paper, and cardboard. The 2017 City of Livingston Solid Waste System report makes recommendations for changes to recycling services and protocol.

The Solid Waste Fund for Livingston is an enterprise fund with two major revenue sources: residential charges, and user fees for commercial stops. Residential garbage fees are set amounts paid each month. Commercial garbage fees are assessed by weight per stop, and also must be paid monthly.

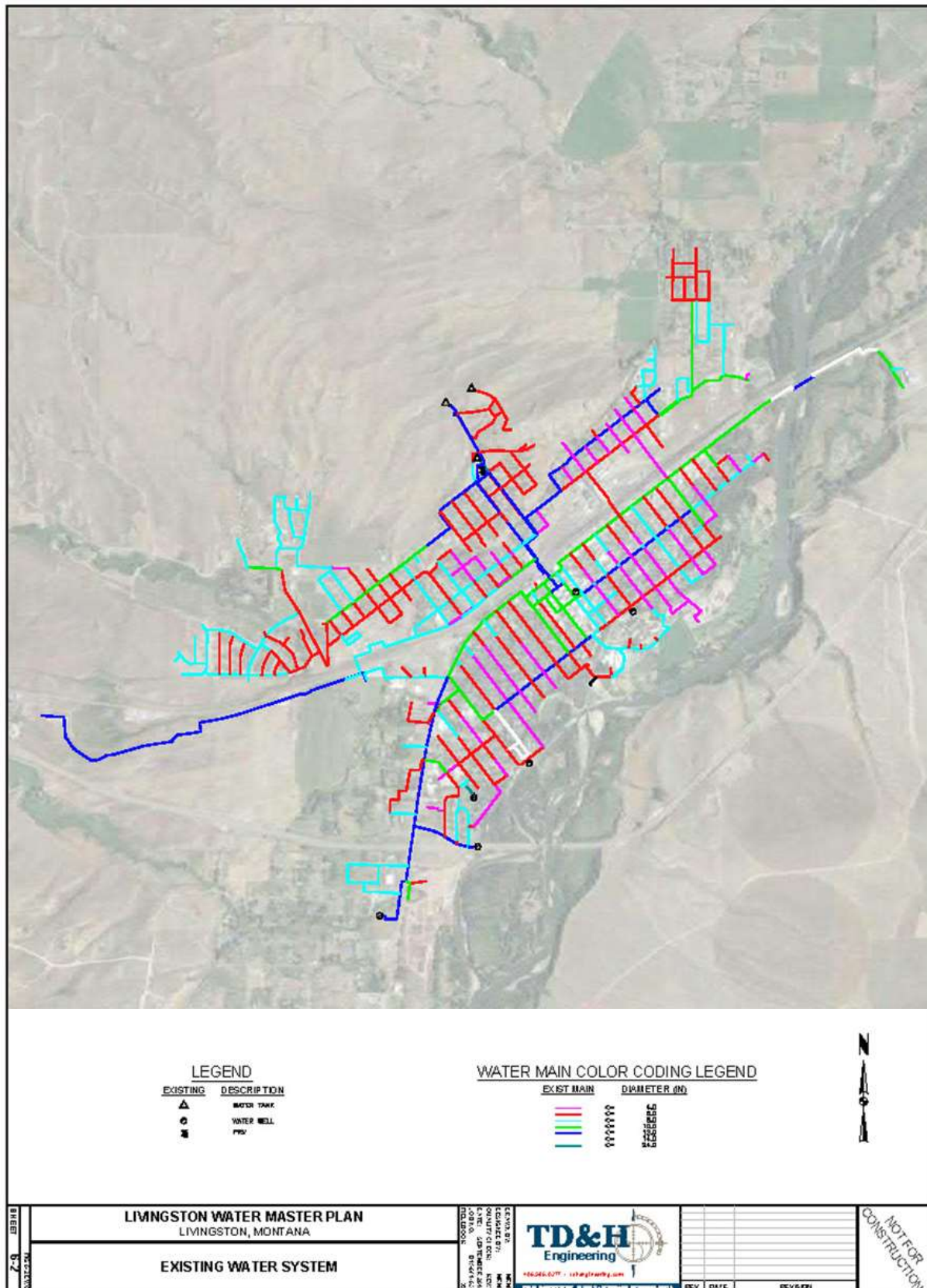
9.8 Broadband Services

According to the Federal Communications Commission (FCC), the following companies are the primary fixed Internet broadband providers in Livingston. Please note that since companies are continuously upgrading their networks, it is important to check provider websites for current service offerings.

- ▶ Century Link – DSL (20 mbps download/2 mbps upload)
- ▶ Spectrum – Cable (120 mbps download/10 mbps upload)
- ▶ Gallatin Wireless – Fixed Wireless (35 mbps download/5 mbps upload)

While most households have access to 100 mbps download speeds, 250 mbps download speeds were not available in Livingston. Nationally, 73 percent of households had access to 250 mbps service and 26 percent of households has access to fiber-to-the-premise services. Livingston, by comparison, does not have any residential areas with fiber access and Printing for Less is the only business area with this service. Fiber has the ability to accommodate growing demand for faster broadband speeds and upload speeds are the equivalent of download speeds. Due to the topography, Livingston also lacks complete redundancy in the backbone network, and this can result in occasional service outages.

Exhibit 9.1: Existing Water System



Source: Livingston Water Master Plan, 2020

10.0 Summary

As the City of Livingston goes through the process of updating their Comprehensive Growth Policy, assessing the existing conditions will help guide the City towards a vision for growth that represents their community's goals. This document – the Community Profile Report – identifies Livingston's unique characteristics related to the following topics:

- ▶ Population
- ▶ Land Use
- ▶ Natural Resources
- ▶ Housing
- ▶ Economy
- ▶ Local Services
- ▶ Transportation
- ▶ Public Services

Ultimately, these existing conditions assessments will contribute to a Growth Policy that will name the best locations for growth and assist the City with ensuring that development and investment occurs appropriately.

Figure 10.1: City of Livingston, Montana



11.0 References

- ▶ Montana Census and Economic Information Center, Population Projections:
<https://ceic.mt.gov/Maps/Demographics/Population>
- ▶ U.S. Census, 2017 5-Year American Community Survey
- ▶ U.S. Census, 2018 5-Year American Community Survey
- ▶ <https://livingston-chamber.com/history/>
- ▶ https://ofmpub.epa.gov/apex/cimc/f?p=cimc:MAP:0:::71:P71_WELSEARCH:NULL|Cleanup|||true|false|false|false|false|false||sites|Y
- ▶ <https://www.epa.gov/brownfields/overview-epas-brownfields-program>
- ▶ <https://parkcd.org/>
- ▶ <http://deq.mt.gov/Water/SurfaceWater/npspollution>
- ▶ http://svc.mt.gov/deq/dst/#/app/cwaic/report/cycle/2018/auid/MT43B004_051
- ▶ http://svc.mt.gov/deq/dst/#/app/cwaic/report/cycle/2018/auid/MT43B003_010
- ▶ <http://deq.mt.gov/Portals/112/water/wqpb/CWAIC/TMDL/Y02-TMDL-01a.pdf>
- ▶ [Strategic Framework for Wetland and Riparian Area Conservation and Restoration in Montana 2013 – 2017](#)
- ▶ <http://fwp.mt.gov/fishAndWildlife/species/ais/speciesId/default.html>
- ▶ USDA Natural Resources Conservation Service
- ▶ <https://websoilsurvey.nrcs.usda.gov/app/WebSoilSurvey.aspx>
- ▶ <http://deq.mt.gov/mining/opencut>
- ▶ <http://dnrc.mt.gov/divisions/forestry/forestry-assistance/urban-and-community-forestry/statewide-urban-forest-inventory>
- ▶ <http://www.parkcounty.org/Government-Departments/Weed-Control/>
- ▶ http://libraries.msl.mt.gov/Home/library_development/statistics.aspx, 2016
- ▶ <https://gems.opi.mt.gov/SitePages/DistrictInfo.aspx?legalid=0612>
- ▶ http://www.livingstonmontana.org/community_resources.php
- ▶ Source: Montana Board of Crime Controls, <http://mbcc.mt.gov/Data/Crime-Data>
- ▶ <http://www.parkcounty.org/uploads/files/pages/107/Park-County-EOP-FULL-Plan-with-ANNEXES.pdf>
- ▶ <http://www.parkcounty.org/uploads/files/pages/107/Park-County-PDM-Plan-Update-final-draft-reduced-08-29-2018.pdf>
- ▶ <http://www.parkcounty.org/uploads/files/pages/107/2014-PC-CWPP-11-20-14.pdf>
- ▶ Montana Department of Transportation
- ▶ <https://gis-mdt.opendata.arcgis.com/datasets/montana-county-daily-vehicle-miles-traveled>
- ▶ <https://www.mdt.mt.gov/visionzero/>
- ▶ <https://www.parkcounty.org/uploads/files/departments/42/Map-and-Schedules-WRT-FY-19.20.pdf>
- ▶ <http://www.parkcounty.org/uploads/files/departments/42/PC-Windrider-Transit-ADA-Paratransit-Service-Policies-KG.pdf>
- ▶ <https://www.mdt.mt.gov/publications/docs/brochures/railways/railplan.pdf>
- ▶ <https://www.montanarail.com/wp-content/uploads/2019/08/MRL-Fact-Sheet-2019.pdf>
- ▶ <https://www.mdt.mt.gov/freightplan/docs/montana-freight-plan-2017.pdf>
- ▶ <https://www.mdt.mt.gov/aviation/economic-impact-study.shtml>
- ▶ <https://www.mdt.mt.gov/pubinvolve/paradisevalley/docs/final-report.pdf>

- ▶ <http://www.livingstonmontana.org/Documents/Public%20Works/Separated%20Railroad%20Grade%20Project/Northside%20Livingston%20Draft%20Report%20081418.pdf>
- ▶ AIRDNA Market Minder, <https://www.airdna.co/vacation-rental-data/app/us/montana/livingston/59047/overview>
- ▶ Montana Department of Public Health and Human Services, 2019
- ▶ Montana Housing, Montana Department of Commerce: <https://housing.mt.gov/Multifamily-Development/Housing-Tax-Credits>
- ▶ <http://lmi.mt.gov/Local-Area-Profiles>
- ▶ http://www.tourismresearchmt.org/index.php?option=com_traveltrends&view=traveltrends&Itemid=110
- ▶ <https://marketmt.com/Resources/LodgingFacilityUseTax>
- ▶ Ground Water Information Center, Montana Bureau of Mines and Geology, Montana Technical University: <http://mbmggwic.mtech.edu/>
- ▶ MSDI_Framework\NAIP_2015 - U.S. Department of Agriculture Farm Services Agency Aerial Photography Field Office this is the aerial credit for the maps