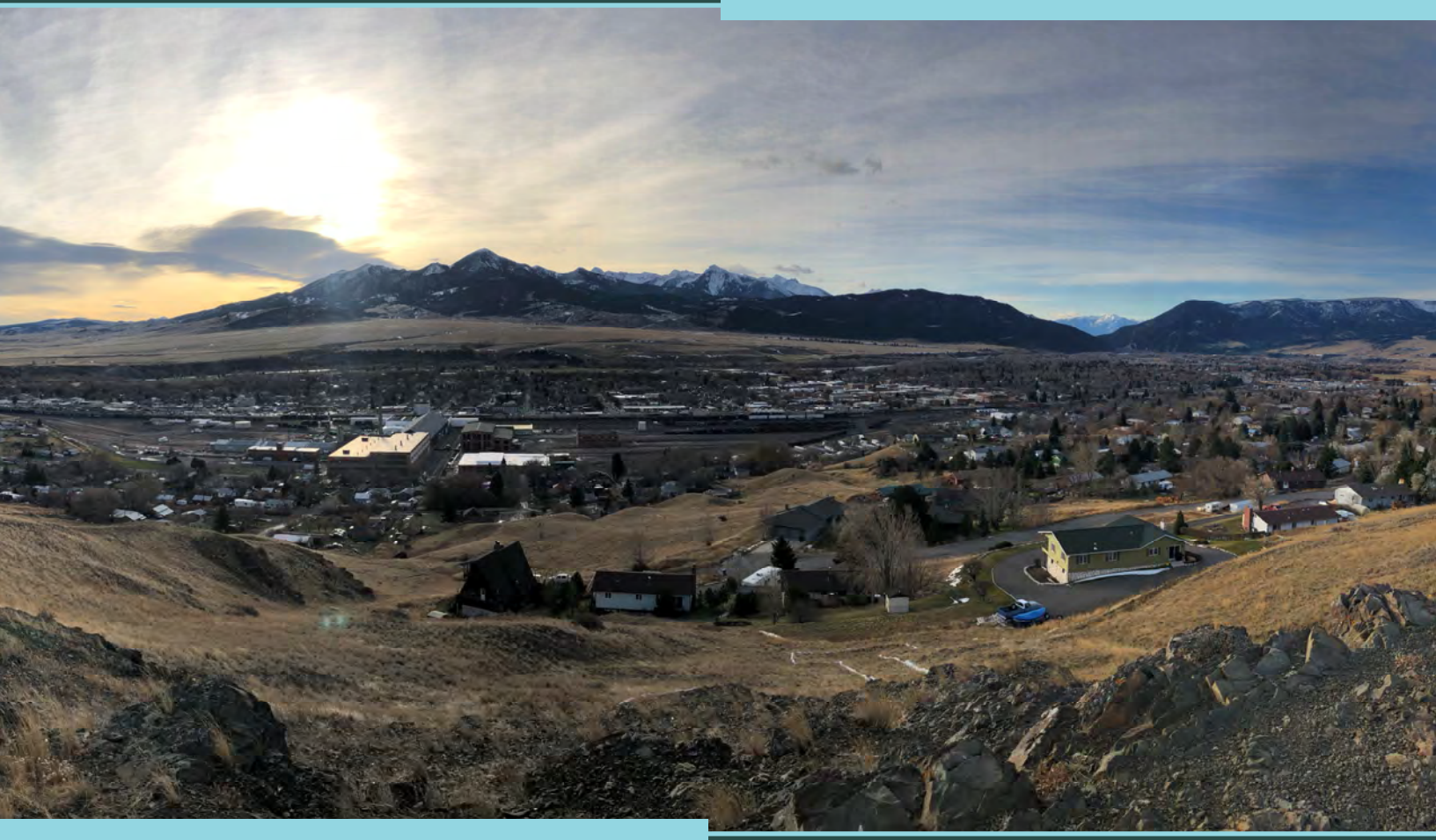

LIVINGSTON GROWTH POLICY

Draft | April 2021

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Table of Contents

1 | Introduction 1
Livingston Area History 2
Growth Policy Overview 3

2 | Population & Community Character 8
Introduction 9
Profile 9
Goals, Objectives & Strategies for Growth 15

3 | Land Use 17
Introduction 18
Profile 18
Goals, Objectives & Strategies for Growth 27

4 | Natural Resources 31
Introduction 32
Profile 32
Goals, Objectives & Strategies for Growth 39

5 | Housing 43
Introduction 44
Profile 44
Goals, Objectives & Strategies for Growth 47

6 | Economy 49
Introduction 50
Profile 50
Goals, Objectives & Strategies for Growth 53

7 | Local Services 56
Introduction 57
Profile 57
Goals, Objectives & Strategies for Growth 64

8 | Transportation 66
Introduction 67
Profile 67
Goals, Objectives & Strategies for Growth 75

9 | Public Facilities 78
Introduction 79
Profile 79
Goals, Objectives & Strategies for Growth 86

10 | Inter-Governmental Coordination and Collaboration 88
Introduction 89
Profile 89
Goals, Objectives & Strategies for Growth 89

11 | Land Use Recommendations 91
Introduction 92
Zoning Ordinance 92
Subdivision Regulations 93

PUD, Planned Unit Development Overlay 97
Future Land Use Map 102

12 | Implementation 107
Implementation 108
Infrastructure Management Strategy 129
Review and Revisions to the Growth Policy 129

Appendices 131
Appendix A: Extra-Territorial Jurisdiction Plan 132
Appendix B: Public Participation 133
Appendix C: References 140
Appendix D: City of Livingston and Park County Compact 2017 143
Appendix E: Upper Yellowstone River Task Force Final Report 2003 144
Appendix F: Pre-2011 Flood Insurance Rate (FIRM) Map 145

List of Figures

Figure 1.1: Planning Process & Schedule 4
Figure 1.2: Community Meeting 1 on January 28, 2020 5
Figure 2.1: Livingston City and Park County Population 9
Figure 2.2: Age Trends in Livingston City, Park County, and State of Montana 11
Figure 2.3: Education Level Attained in Livingston City, Park County, and State of Montana 12
Figure 2.4: Housing Tenure in the City of Livingston 13
Figure 3.1: Areas of North Livingston with Development Restraints 18
Figure 3.3: Teslow Grain Elevator 23
Figure 4.1: Natural Resources in Livingston, Montana 33
Figure 4.2: Yellowstone River 34
Figure 4.3: Mountain Goat Statue in North Livingston 35
Figure 6.1: Annual Unemployment Rate in Park County 51
Figure 6.2: City of Livingston and the Yellowstone Region 52
Figure 7.1: City of Livingston Governmental Organization 57
Figure 7.2: Livingston Fire Station 59
Figure 7.3: Livingston Depot Center 61
Figure 8.1: Reported Commute Types in Livingston 69
Figure 9.1: Park Electric Cooperative 84
Figure 11.1: Businesses in the City of Livingston 104

List of Tables

Table 2.1: Population Projections in the City of Livingston and Park County 10
Table 2.2: Disability Types in Livingston 12
Table 3.1: Zoning Categories in Livingston 19
Table 5.1: Housing Unit by Type 44
Table 5.2: Housing Occupancy 45
Table 5.3: Median Home Values for Selected Areas – 2014 – 2019 46
Table 6.1: Economic Indicators 51
Table 7.1: Average Annual Crime Rate by Type of Offense (per 1,000 residents), 2007-2017 58
Table 7.2: City of Livingston Public Schools and Enrollment 61
Table 8.1: Traffic Counts 2015-2018 68
Table 9.1: Sanitary Sewer Capital Improvement Projects 79
Table 9.2: Water Source and Storage Improvement Projects 80
Table 9.3: Parks within the City of Livingston 83
Table 11.1: Review Criteria Definitions 94

Table 11.2: Review Criteria 95
Table 12.1: Implementation Matrix 109
Table 12.2: Reviewing & Amending Timetable 130

List of Exhibits

Exhibit 1.1: Livingston Growth Policy Update Study Area 7
Exhibit 3.1: Zoning Districts Map 24
Exhibit 3.2: Special Districts Map 25
Exhibit 3.3: Recent Annexations and Extra-Jurisdictional Areas Facing Development Pressure Map 26
Exhibit 4.1: Water Resources 38
Exhibit 7.1: Local Services 63
Exhibit 8.1: Road Network 72
Exhibit 8.2: Transportation Choices 73
Exhibit 8.3: Parks and Trails 74
Exhibit 9.1: Existing Water System 85
Exhibit 11.1: Recommended Future Land Use Map 105
Exhibit 11.2: Recommended Future Land Use Map (Detailed) 106

1 | Introduction

Livingston Area History

"Fundamental to the county as a whole is the Spirit of the Land, itself in the abundance of streams, mountains, plains and scenic vistas. And it is worthy to note that nearly all early chroniclers of Park County, regardless of the motives or livelihoods, referenced its natural wonders with awe." – Jerry Brekke

Native American History

The earliest inhabitants of Park County were traditionally the Crow and Shoshone. Other tribes also frequented the area including the Blackfeet, Sioux, and Bannock. Native peoples cherished the Livingston area due to the abundant game and relatively mild winters. The Crow Chief Arapooish stated, "the Crow country is good country. The Great Spirit has put it exactly in the right place… everything good is to be found there."

An 1868 treaty between the Crow and U.S. Government created an eight-million-acre Crow Reservation. The first Crow Agency was established approximately eight miles east of Livingston at Fort Parker, near the mouth of present-day Mission Creek. Government agents assigned to Fort Parker encouraged the Crow people to abandon their nomadic lifestyle and to begin farming crops in the area around the Fort. These efforts failed, and the Crow Agency was relocated to Absarokee in 1875 before being relocated to its present location south-east of Hardin. Park County lands lying south and east of the Yellowstone River was part of the Crow Reservation until the land was ceded and sold in 1882.

The 2005 Park County Growth Policy states that, Fort Parker "played a brief role in a bleak period of U.S. History that led to Crow cultural devastation". In 2016, the Archeological Conservancy purchased 15 acres of grazing land where Fort Parker once stood and an Informational Plaque now commemorates the area.

"One historian has termed the affairs conducted with the Crow by opportunistic Bozeman businessmen… as "Deception and venality on Mission Creek."" – John Brekke

Park County History

Park County was created by the Montana Territorial Legislature in February of 1887. Prior to this time, it was a portion of Gallatin County and generally known as the "east side".

The early White settlement can be broken into two distinct time periods, pre-railroad, 1863-1882, and post-railroad, after 1882. Pre-railroad settlement in the area was largely driven by the discovery of gold in the Emigrant Gulch area in 1863. With and mining of gold and other minerals in Paradise Valley, came an increase of encroachment and trespassing into Crow territory by the new settlers.

In addition to gold mining, coal was mined at Horr & Electric near Cinnabar after the construction of the Park Branch Line in 1883. Significant coke production began with the construction of a spur line to the area known as Cokedale, nine miles west of Livingston, in 1887. At the peak of production, the coke ovens at Cokedale produced 100 tons of coke a day and employed 400 people. The coke ovens were to be short lived, as operations ceased in 1906 due to fire.

During this time farming and ranching operations were established in both the Yellowstone and Shields Rivers valleys. Significant expansion of agricultural uses occurred in the late 1800s as the Crow were pushed east and ceded or sold lands within Park County, making it possible for the land to be owned and occupied by White settlers.

In 1872, Yellowstone National Park was established at the southern end of Park County, including an entrance south of present-day Gardiner. Originally, rough roads and trails extended from Bozeman through the Trail Creek drainage into Paradise Valley south to the Park. In 1882, the Northern Pacific Railroad reached newly established Livingston. The same year the Paradise Valley branch line was constructed with termination at Cinnabar approximately 2.5 miles short of Gardiner due to a land dispute with Gardiner. The completion of the railroad established Livingston, and Park County as the primary Gateway to Yellowstone National Park at the time. Yellowstone National Park has significantly shaped Livingston, Gardiner, and Paradise Valley as we know it today.

Livingston History

"Livingston's story… includes eras of Boosterism, the comings and goings of nation's notables and the peaks and valleys of local economies. The most enduring feature of the town, however, is its place on the Big Bend of the Yellowstone River and the outdoor ethic which has historically sustained it." – John Brekke

First settled in 1863 near Mayor's Landing as Clark City, the history of Livingston, as we know it today, truly begins in 1882 when the Northern Pacific Railroad reached the community. The newly founded town, based on mining and agriculture, grew quickly. By the end of 1882, there were six general stores, two drug stores, two hotels, a hardware store, two restaurants, two watchmakers, three blacksmiths, two meat markets, and *thirty saloons*. In 1883, Northern Pacific opened their railroad shops in Livingston, further encouraging growth within the town. By 1884, the territorial town had grown to 2,000 people. As the transportation center of the area, Livingston became not only an early tourism hub, but also the hub of a growing agricultural, timber, gold and coal mining region.

Livingston continued to grow, reaching a population high of 8,229 in the 1960 Census. Coupled with the railroad since its very founding, the closure of the Burlington Northern shops in 1986, and the loss of over 700 jobs, further accelerated a change in Livingston's identity from what was once the center of the town both physically, economically, and socially. The population dipped to a low of 6,701 in the 1990 Census.

Beginning in the 1970's, an influx of movie making, artists, authors, and tourists began to expand, the community's identity. The population has rebounded and as of 2019 it is nearing the high of the 1960 Census. The current operator of the railroad, Montana Rail Link, has limited operations in the railroad shops, but in 2019 stated that 23 trains pass through the town every 24 hours.

The community's identity centers around outdoor recreation and the enjoyment of the natural beauty of the area, and supports a diverse economy which includes tourism, the arts, remote employment, and conservation. Livingston is now a socially and economically diverse gateway for seemingly endless possibilities to explore and experience one of the most unique natural environments in the World.

Growth Policy Overview

A. What is a Growth Policy?

A growth policy serves as a comprehensive plan to guide decisions about land use and development, as well as other public investments. Growth policies are one of the most direct methods to promote growth management at the local level. They are implemented by city or county planning organizations through regulatory tools such as design standards and financing tools.

"Growth" can be defined in a number of ways – spatial growth, economic growth, population growth, and more. An ideal form of growth for one community may not be suitable for another. The City of Livingston's unique characteristics, including its vibrant community, abundant natural features, and rich history all helped pave the path for the City's vision for growth. The following chapters will provide background on how the community sees growth occurring in their community, and recommendations for how to successfully manage that vision.

The adjacent 2-mile-wide area surrounding the City limits – the Extra-Territorial Jurisdiction (ETJ) – is also addressed in several chapters of the Growth Policy as well as in the Extra-Territorial Jurisdiction Plan (**Appendix A**). The Growth Policy, in conjunction with the supplemental ETJ Report, are intended to assist in the effective coordination between local, county, and state governments to plan for the infrastructure and services necessary to support any new growth in the ETJ.

Exhibit 1.1 (**p.5**) illustrates the nearly six square miles that make up the City of Livingston and indicates the Study Area for this Growth Policy Update. The additional area comprised of a 2-mile buffer surrounding the City is also considered as an adjacent study and documented in **Appendix A: Extra-Territorial Jurisdiction Plan**.

This Growth Policy has been prepared in accordance with the requirements in Montana Code Annotated (MCA) 76-1-601 through 76-1-604.

B. Growth Policy Update Process

The City of Livingston has updated their Growth Policy regularly over the last 16 years, starting in 2004. The Policy was most recently updated in 2017 to provide a document that the City could rely upon as it reviewed land use and development decisions. The most recent Growth Policy Update also recognized that the 2017 Update "should be replaced with a more comprehensive and modern document as soon as it becomes financially feasible". As such, the City of Livingston selected Burton Planning Services, in coordination with Applied Communications, to provide an update to the Growth Policy again in 2020.

Planning Process & Schedule

The planning process for the Growth Policy Update began in October 2019 (**Figure 1.1**), at which point the Planning Team began collecting and analyzing information pertinent to all facets of the Growth Policy including population and community character, land use, natural resources, housing, economy, local services, transportation, public facilities, intergovernmental coordination, and other policies and regulations.

In Spring 2020, the City of Livingston – like much of the United States – was impacted by the novel coronavirus (COVID-19). One of the many challenges introduced by COVID-19 was the closure of City offices, restrictions on the number of people who can gather at one time, and other social distancing protocols enforced by both the State of Montana and the City of Livingston. While much of the planning process and schedule remained the same, it is important to note that COVID-19 may have significant impacts on growth for communities across the country, including Livingston. The true extent of impacts of COVID-19 still remain to be seen.

Figure 1.1: Planning Process & Schedule

Public Participation

Public participation was integral for the development of the Growth Policy Update. The public informed the development of the overarching vision of the Policy, as well as the formation of goals, objectives, and strategies for implementing their vision. As such, public participation occurred throughout the planning process.

On November 4, 2019, Stakeholder Listening Sessions were facilitated with community members representing non-profit and local government entities, and businesses to provide an overview of the Growth Policy Update and hear their opinions on strengths, weaknesses, opportunities, and threats in Livingston.

On November 5, 2019, the City Commission was presented with an introduction to the Project Team and Growth Policy Update process, and a questions-and-answers session followed.

The first Community Meeting was held on January 28, 2020 (**Figure 1.2**). At this meeting, Livingston residents were presented with an overview of the Growth Policy Update, and participated in a discussion on successes, challenges, and strategies for growth in Livingston. 53 community members attended this meeting. The first community meeting was followed by a "Lunch and Learn" with members of the Consultant Team and the City's boards and committees.

Figure 1.2: Community Meeting 1 on January 28, 2020

The second Community Meeting took place on June 16, 2020. Due to COVID-19, this meeting took place with social distancing concepts in mind. Attendees were provided a status update on the Policy and then progressed through a series of interactive display stations that portrayed different development scenarios in the City and ETJ. A duplicative virtual meeting was held on July 1, 2020, following the same agenda and with the same presentation materials. Participants of both meetings were asked to provide their opinions on identified future growth areas via an online form.

Beyond these events, a project website and online SurveyMonkey surveys were integral to gathering public feedback. The project website (www.burtonplanning.com/LivingstonGrowthPolicy) hosted the latest project news and updates, along with latest versions of the Draft Policy document, links to surveys, meeting dates and times, an email updates sign-up form, and a general comment form for public thoughts and ideas. Media releases, email and social media communications were used to circulate information, as well.

See **Appendix B: Public Participation** for more details on these engagement activities.

C. Sense of Community

Throughout the Growth Policy Update process, the community's opinions of the assets and challenges of Livingston were evident. The recommendations that follow in the coming chapters are focused on enhancing the assets and mitigating the challenges.

Community Assets	Community Challenges
Sense of Community	Housing Affordability
History	Job Availability
Yellowstone River	Population Growth
Wildlife	Mental Health & Social Services

In addition to identifying the assets of and challenges to the community, the public input process revealed several overarching themes that the citizens of Livingston were most passionate about. These themes can be found throughout the document in a variety of Goals, Objectives, and Strategies, but are summarized here to capture the broad policy themes that should reflected in future City actions:

- Infill development and redevelopment of properties inside the city limits should be the primary objective of future policies. A significant effort should be made to maintain or shrink the number of acres encompassed inside the city limits.

- Housing is an immediate need in the community and actions to identify the gaps and create policies to spur new, appropriate, housing development is paramount.
- The preferred area for commercial development is the downtown district. While this is important, it also needs to be balanced with mixed use potential in local neighborhoods to allow for important services to be within walking distance or residents.
- Our natural habitats are critically important to the community with the Yellowstone River as the crown jewel of our natural resources.

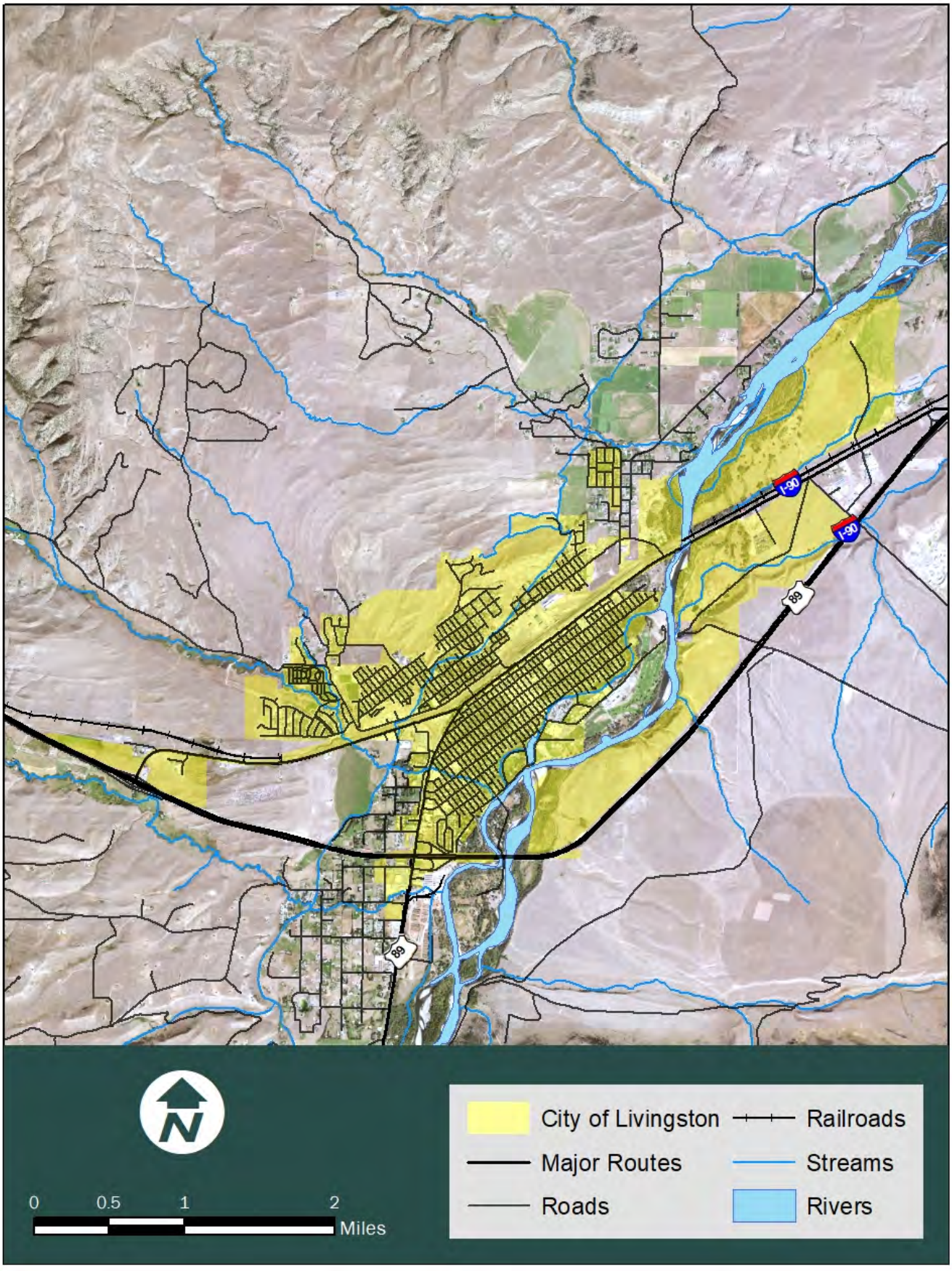
D. How to Use This Document

The enclosed Growth Policy assesses current conditions and makes recommendations for how to manage future growth based on feedback received from the public, as well as key stakeholders and City of Livingston staff. The report considers a wide range of topics including population & community character, land use, natural resources, housing, economy, local services, transportation, and public facilities. Each topic contains an introduction to that topic, a profile summarizing existing conditions, and a set of goals, objectives, and strategies for growth and development related to that subject.

As the City of Livingston moves forward as a community, this Growth Policy can be used by decision makers and advisors as insight into public values and priorities. The contents of this Growth Policy are not meant to be regulatory; instead, they are designed to guide decisions related to future land use in coordination with each of the subjects mentioned above.

The information in this document comes from a wide variety of sources including previously completed plans and reports, and adopted policies (see **Appendix B: Public Participation** and **Appendix C: References**). The information represents what was available during the Growth Policy Update process, and reflects a snapshot in time.

Exhibit 1.1: Livingston Growth Policy Update Study Area



2 | Population & Community Character

Introduction

Without the people and the character which they have built throughout the community, there would be no Livingston as it is known. Understanding the makeup of Livingston's population now and as anticipated in the future is a first step to dissecting the community's needs. Preserving Livingston's character – the history, culture, and feel of the community -- is a priority that is strongly entwined in the fabric of the people who live in Livingston and care about how its growth is managed.

The following profile describes the community's demographics and opinions about what defines the community's character. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on the population of the Extra-Territorial Jurisdiction (ETJ) can be found in **Appendix A: Extra-Territorial Jurisdiction Plan**.

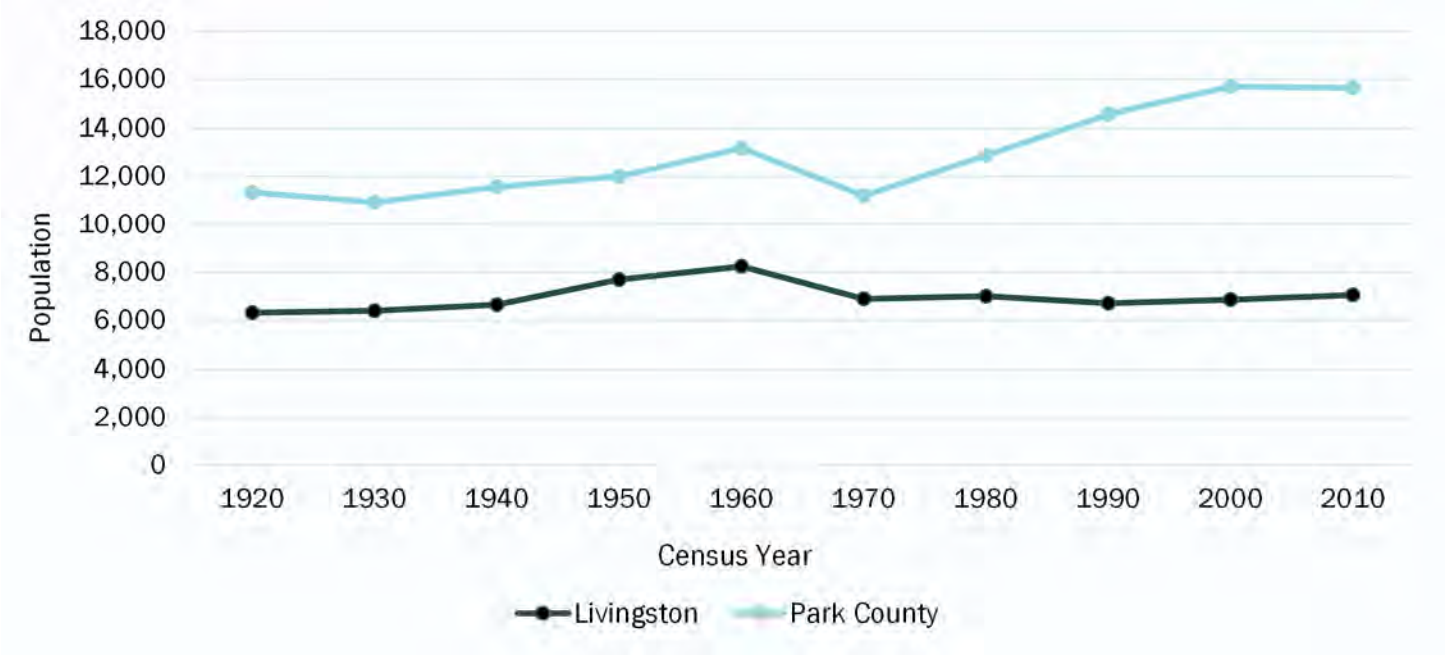
Profile

A. 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 U.S. Census from 2010 recorded the population to be 7,044 (2020 Census figures were not available at the time of review). 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 7,801 in 2019, accounting for a 10.7 percent population increase. 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 percent. 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 estimates from the U.S. Census Bureau's American Community Survey, however, the annual increase in population from 2015 to 2019 ranged from 0.82 percent to 3.39 percent. 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 shows a range of growth rates for the City of Livingston. It is likely the actual growth rate for Livingston will fall somewhere in this range. The low estimate in the second column is derived from the Montana Department of Commerce projections found in the first column. The first row (2019) shows the latest population estimates - the value that is as close to the actual population number as possible. In 2019, Livingston was estimated to have a population of 7,801 and Park County 16,606. This indicates that Livingston comprised 47 percent of the population of Park County in 2019. The third column titled Livingston (Growth Rate Derived from County Projections) assumes that the City's population will continue to comprise 47 percent of the County's population into the future; projected population is then calculated multiplying Park County's projected population generated by the Montana Department of Commerce by 47 percent (0.47). This results in an annual growth rate of approximately 0.7 percent which is close to the 20-year historical rate of 0.5 percent. The following two columns titled Livingston Annual Growth Rate of 1.0% and 2.0% are calculated by taking the current American Community Survey population estimate (v2019) and applying the annual growth rate listed in the title of the column to the current population estimate of 7,801. The high estimate of 2 percent annual growth is based on the short-term growth rate of the last three years (2017-2019), which is 1.92 percent. The mid-range estimate of 1 percent annual growth is based on the historic growth rate over the last decade which is 1.07 percent. Representing growth rates based on short, medium, and long-term historical trends provides a range of projected populations to use in the planning process. Any specific strategy should be able to be successful across the full range of projected populations.

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 1.0%	Livingston Annual Growth Rate of 2.0%
2019	16,606	7,801	7,801	7,801
2025	17,857	8,393	8,281	8,785
2030	18,543	8,715	8,703	9,699
2035	18,955	8,909	9,147	10,709
2040	19,111	8,982	9,613	11,823

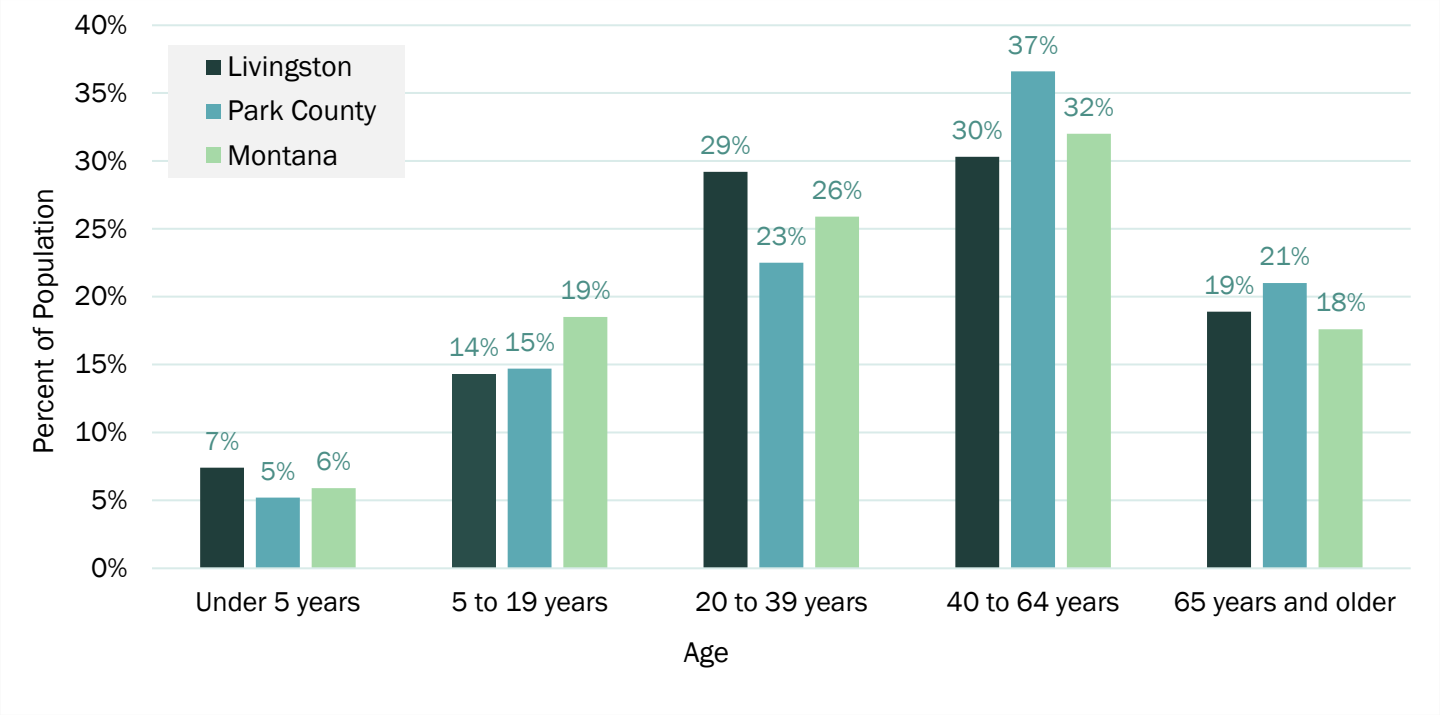
Source: Montana Department of Commerce and Burton Planning Services

B. 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.

C. 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

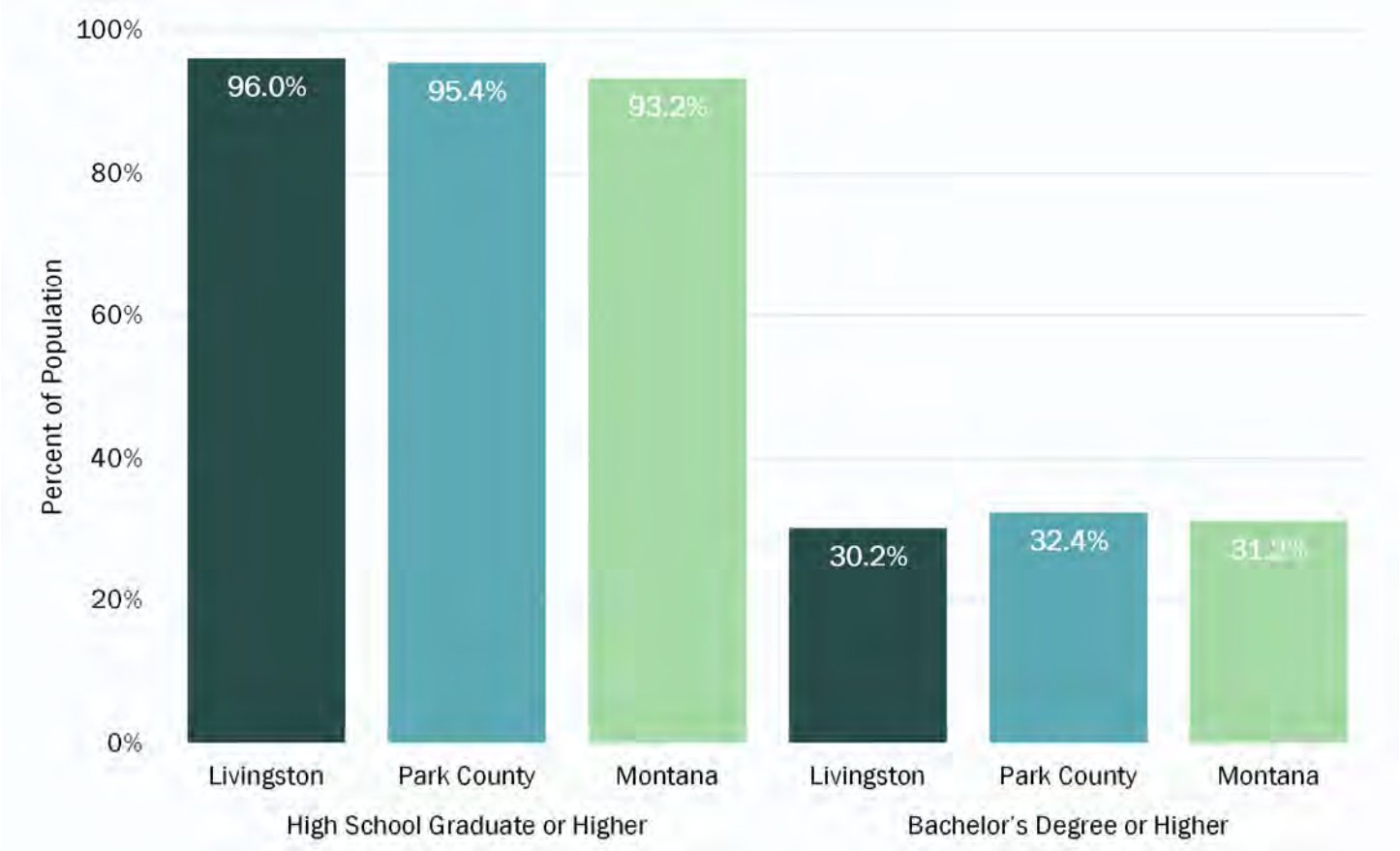
Disability Type	Percent of Population with Disability
Total Population with Disability	12.30%
Hearing Difficulty	5.30%
Vision Difficulty	1.30%
Cognitive Difficulty	3.80%
Ambulatory Difficulty	5.50%
Self-Care Difficulty	2.20%
Independent Living Difficulty	5.70%

Source: U.S. Census Bureau

D. Educational Attainment

Figure 2.3, 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

E. 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).

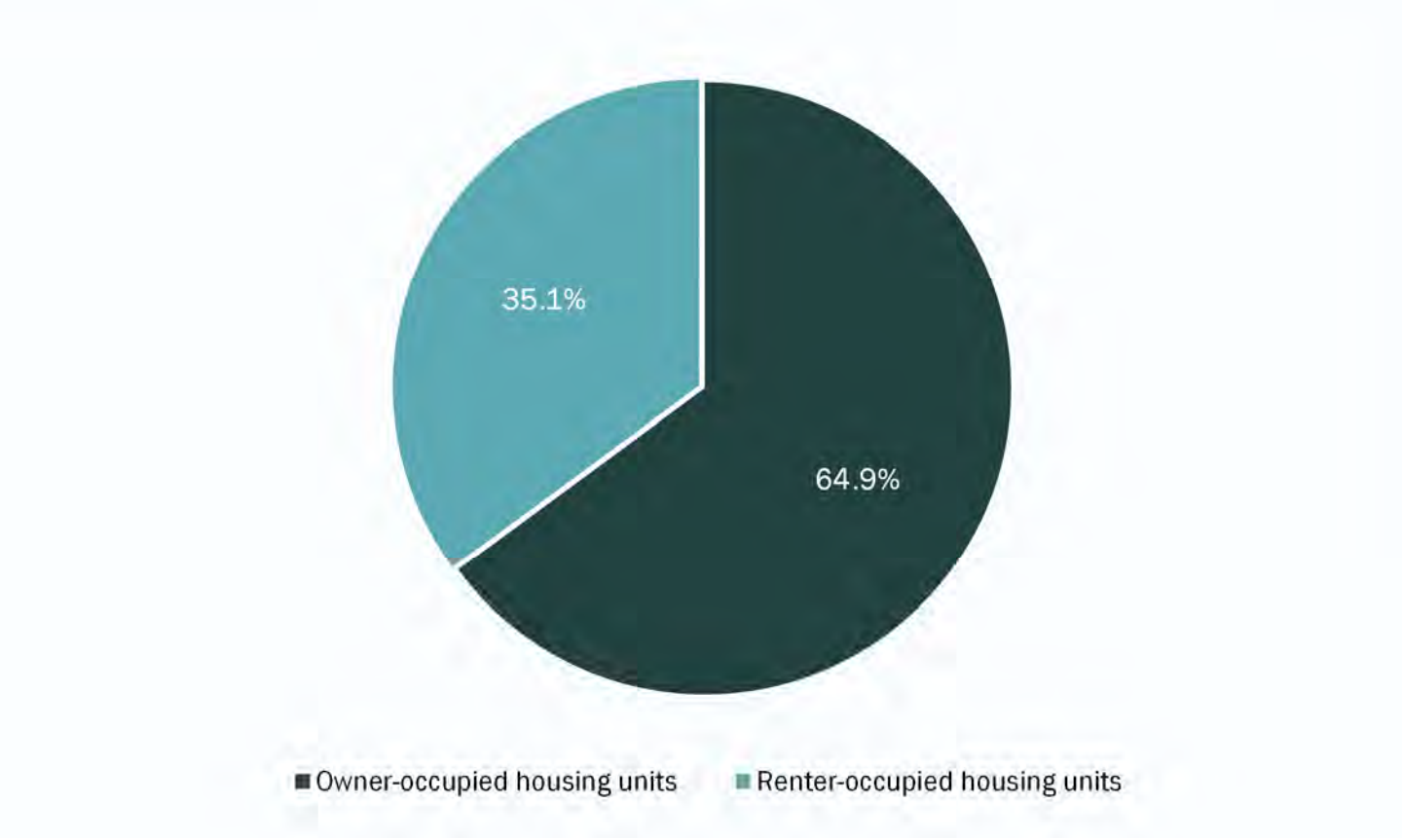
F. Family Household Characteristics

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 2.4, 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

G. Community Character

Throughout the Growth Policy Update process, the community expressed the desire to preserve Livingston's character. **Figure 2.5** displays the most frequently used words to define the term "community character" as collected via an online survey. The larger the font of a word, the more often it was used to define term. Livingston's residents and stakeholders understand "community character" to capture the area's unique history, culture, and feel.

The word cloud (**Figure 2.5**) has been generated from a survey on community character that was performed as a follow-up to the Community Survey and Community Meeting, after a common theme found throughout public input was the desire to preserve Livingston's character. The survey asked respondents how they defined community character and what Livingston features they felt contributed to the City's character.

Through the community's definition of community character, three overarching themes rose to the top, a friendly, laid-back welcoming atmosphere, our surrounding natural environment, and the look and feel of our downtown. These themes were further emphasized in the survey asking what features of Livingston were most important to people, with a whopping 89 percent of people stating that the natural beauty of the area was very important to their definition of community character. Related to this 77 percent of respondents felt that outdoor recreation was very important and 73 percent responded that the surrounding rural/open landscape, as well as, trees and landscaping was very important. Closely following the beauty of the area was a friendly and welcoming community, as 80 percent of respondents found that it was very important. Finally, between 60 and 70 percent of respondents stated that unique businesses, the charming downtown, and the small-town atmosphere were very important to their definition of community character. The Growth Policy reflects and translates these definitions of community character into land use recommendations, with the understanding that the community desires to maintain this character as the City grows and changes through time.

Figure 2.5: How Livingston Residents Define "Community Character"

Goals, Objectives & Strategies for Growth

Goal 2.1: Preserve and enhance Livingston's unique community character.

Objective 2.1.1: Establish community gateways to indicate entrance into Livingston and celebrate its character.

Strategy 2.1.1.1: Identify key roadway and non-motorized entry points – or Gateways -- into Livingston.

Strategy 2.1.1.2: Review, update, and enforce the policies, procedures, and building design guidelines in Livingston's gateways.

Strategy 2.1.1.3: Explore adopting design overlay zones in gateways.

Strategy 2.1.1.4: Develop effective wayfinding signage for locals and tourists to easily find destinations, trails and parks, and parking within and nearby gateways.

Objective 2.1.2: Develop and enforce policies and procedures to preserve Livingston's historic quality.

Strategy 2.1.2.1: Continue to meet the requirements for a State Historic Preservation Office Certified Local Government and work with the State Historic Preservation Office to expand the program. Identify funding sources and other programs for ongoing historic preservation activities in Livingston.

Strategy 2.1.2.2: Identify funding sources and other programs for ongoing historic preservation activities.

Strategy 2.1.2.3: Update codes to promote traditional neighborhood designs that are compatible with existing neighborhoods.

Strategy 2.1.2.4: Update codes to encourage following Livingston's historic block and alley development pattern.

Strategy 2.1.2.5: Update sign and landscaping codes for commercial areas.

Goal 2.2: Make Livingston an arts and cultural destination paying homage to the rich local history of the area, natural recreation, and our unique natural environment.

Objective 2.2.1: Support and enhance arts and cultural facilities, neighborhoods, and districts.

Strategy 2.2.1.1: Encourage and support regular or special programming at historic sites, museums and other culturally-significant places.

Strategy 2.2.1.2: Display public art around the City and at local businesses either temporarily or permanently.

Objective 2.2.2: Establish Livingston as a community recognized for its diverse recreational opportunities, and parks and trails system.

Strategy 2.2.2.1: Identify and pursue national designations and certifications that recognize Livingston's parks and trails system.

Strategy 2.2.2.2: Identify areas of existing parks and trails that highlight unique Livingston attributes.

Strategy 2.2.2.3: Incorporate art and cultural facilities throughout Livingston's parks and trails.

Objective 2.2.3: Support traditional neighborhood design and active transportation.

Strategy 2.2.3.1: Promote gridded street networks.

Refer to the **Infrastructure Management Strategy** (**p.116**) for more information on achieving specific strategies that relate to infrastructure.

3 | Land Use

Introduction

The way land is utilized in Livingston – or planned to be utilized -- is connected to maintaining the community's character and managing growth in a way that is favorable to the population.

The following profile describes the current land use throughout the City and beyond (the Extra-Territorial Jurisdiction; see **Appendix A**). It also addresses unique areas of Livingston such as the entrances to the City ("gateways"), downtown, open space, and hazardous properties. A set of related goals, objectives, and strategies for growth are outlined thereafter. **Chapter 11: Land Use Recommendations**, provides further details on how to address future land use needs via updates to ordinances and regulations, and the Future Land Use Map.

Profile

A. Geography

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**).

Figure 3.1: Areas of North Livingston with Development Restraints

Source: Burton Planning Services

B. Existing Land Use Patterns

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: Zoning Categories in Livingston

Zoning 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.
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.

Zoning Category	Description
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.

Recent Annexations

In the past ten years, the City has annexed a significant amount of land (**See Exhibit 3.3: Recent Annexations and Extra-Jurisdictional Areas Facing Development Pressure Map**). 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 US-89 South near Billman Lane. Combined, these areas nearly double the area of the incorporated City limits. The 2017 Growth Policy included a Future Growth Map that identifies areas where development is likely to occur in both the City and ETJ. The City's planning and development efforts currently refer to the Future Growth Map.

Using the 2017 Future Growth Plan Map as starting point, a map was developed to depict Extra-Jurisdictional Areas Facing Development Pressure (**Exhibit 3.3)** to indicate the areas that are likely to see development pressure. These areas do not indicate that the City wishes to expand through annexation, nor does it "pre-approve" future growth areas for annexation. Likewise, areas not included on this map does not preclude an area from being annexed. Annexation concerns should be addressed in the City's Annexation Policy and should reflect the community's desires areas as to the location for growth.

C. 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. The City created a Design Review Gateway Overlay Zone (see **Exhibit 3.2: Special Districts Map**) as part of the 2017 Growth Policy, but its implementation has been limitedThis overlay zoning would provide for some additional regulation over non-residential buildings in order to maintain aesthetically pleasing entrances into our community.

D. 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 five spot in the fifth 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 the commercial and activity core of the community, but as a magnet for tourists and a source of pride for residents. For this reason, the City Commission passed the Historic District Overlay Zoning Ordinance in 1982, and created the Historic Preservation Commission (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 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.28**) and Public Facilities sections (**p.70**) for more information on water quality.

E. Open Space

Parkland makes up the majority of the City's designated open space. Approximately 170 acres of the City is parkland (**Figure 3.2**). Additionally, public facilities such as the local schools provide significant amounts of recreation-oriented open space outside of school hours. 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 dedicated as open space.

City Park & Recreation opportunities are explained in more detail in the Transportation (**p.59**) and Public Facilities (**p.70**) sections.

Figure 3.2: Open Space in Livingston

Source: Burton Planning Services

The City of Livingston has a Night Sky Protection Act (Chapter 18 of the Code of Ordinances) to promote the public health, safety and welfare, the quality of life, and the ability to view the night sky. The Act establishes 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.

Riparian corridors along the waterways that run through and adjacent to the City provide open space as well. Community members expressed their show strong concern for protection of natural areas such as these riparian corridors via the survey conducted as part of the 2020 Growth Policy Update process.

The City of Livingston is surrounded by substantial amounts of open space, and agricultural land and public lands comprise a majority of these open space areas. The City and the community share a desire to balance growth with preservation of these open spaces in order to protect the natural environment and important agricultural heritage.

F. Health Hazards

There are six known brownfields in the City of Livingston and adjacent areas. 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 United

States. 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

There is also a Comprehensive Environmental Cleanup and Responsibility Act (CECRA) facility predominantly located in Livingston. The Burlington Northern Livingston Shop Complex includes an active rail yard operated by Montana Rail Link (MRL), and active locomotive and rail car repair and maintenance shops. Prior activities on the site contaminated soil and groundwater, leading to Montana Department of Environmental Equality (DEQ) legal proceedings and consequential contaminant cleanup. Initial proceedings against BNSF Railway Company occurred in 1988, and cleanup continues to occur in 2020.

Underground storage tanks are also present. There are 131 sites in the Livingston area. Leaks in underground storage tanks pose human and environmental health risks.

Figure 3.3: Teslow Grain Elevator

Source: Burton Planning Services

Exhibit 3.1: Zoning Districts Map

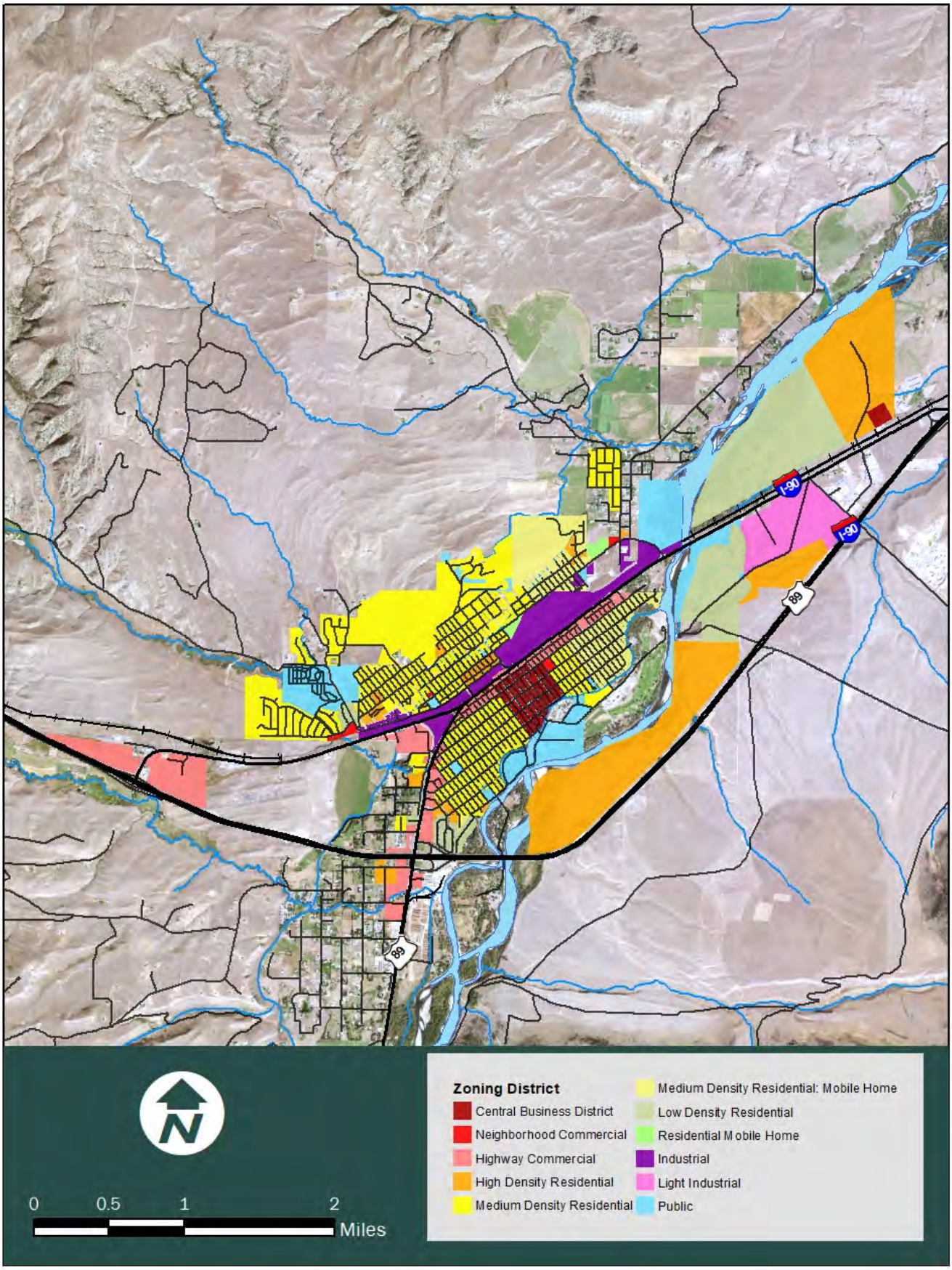


Exhibit 3.2: Special Districts Map

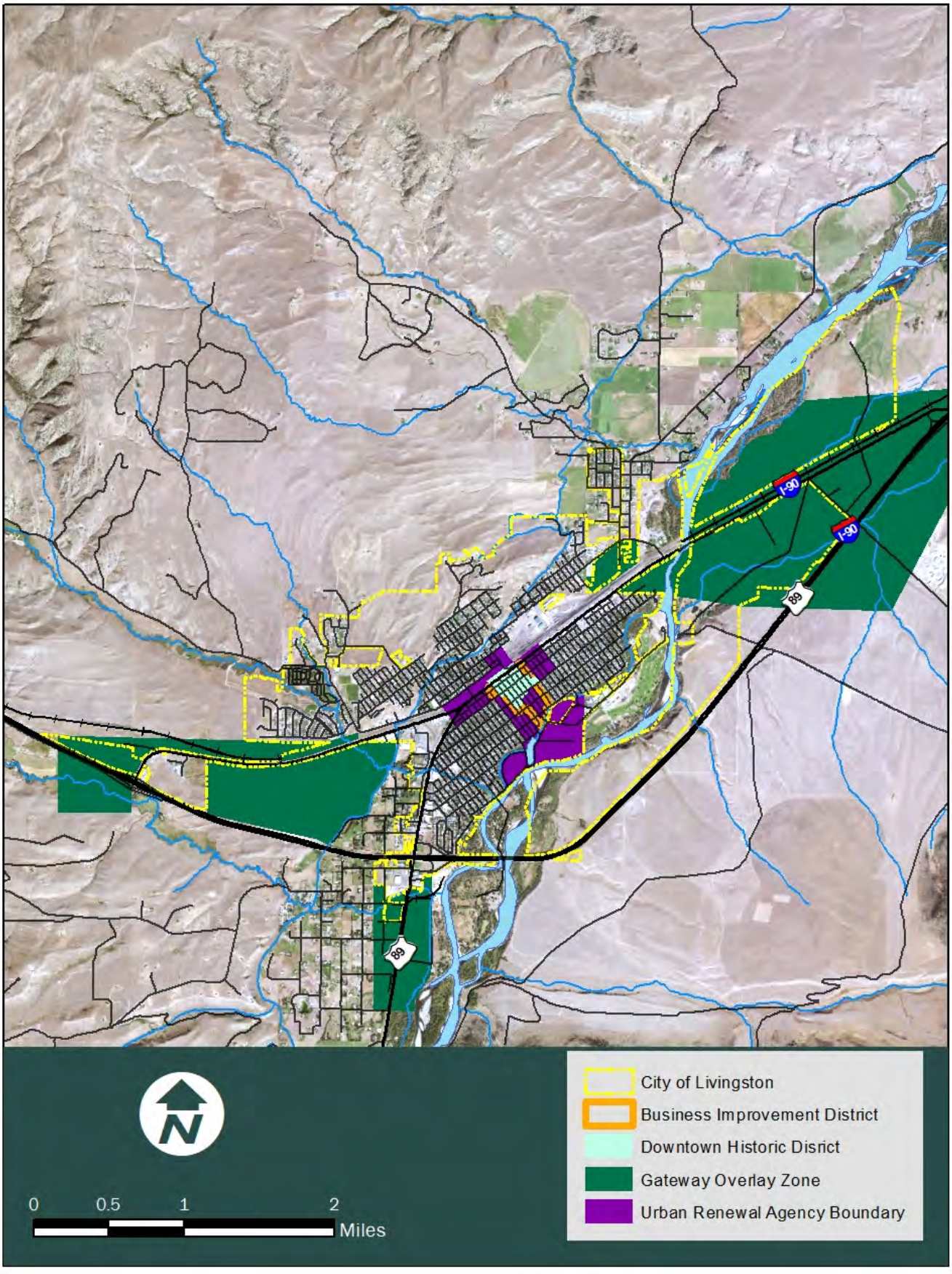
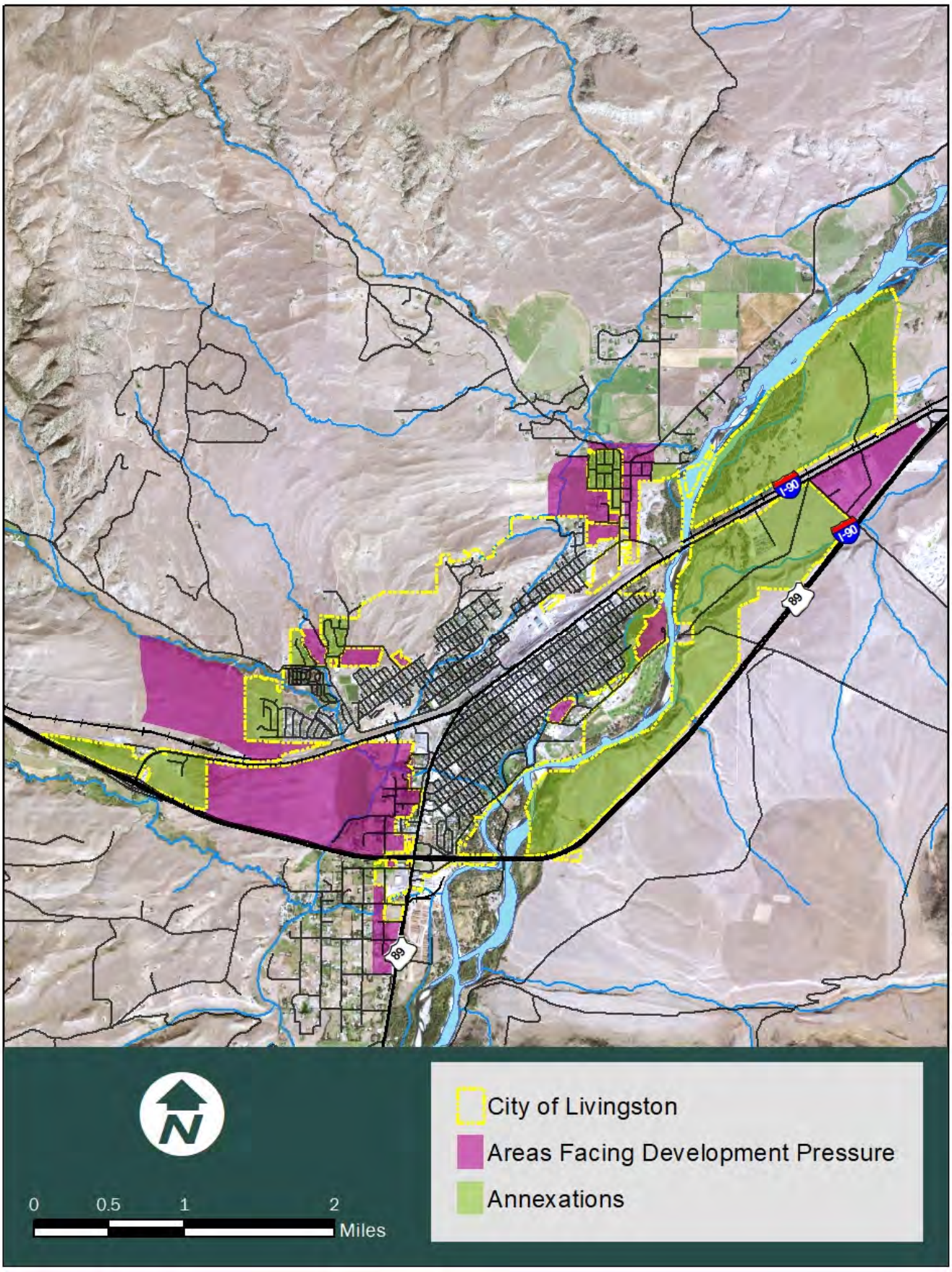


Exhibit 3.3: Recent Annexations and Extra-Jurisdictional Areas Facing Development Pressure Map



Goals, Objectives & Strategies for Growth

Goal 3.1: Prioritize infill over expansion by taking advantage of existing planned infrastructure, such as transportation, energy, water, and sewer facilities.

Objective 3.1.1: Encourage higher densities and a wider range of land uses that are compatible with adopted plans and where existing or planned short-range community facilities and infrastructure can support them.

Strategy 3.1.1.1: Encourage additional residential density within the downtown area of the City.

Strategy 3.1.1.2: Evaluate and amend the zoning ordinance to allow for higher densities and wider land uses in areas that can support such development.

Strategy 3.1.1.3: Work within the Urban Renewal District to encourage redevelopment of underutilized properties.

Strategy 3.1.1.4: Strategy 3.1.1.4: Promote any growth that maintains the compact, historic development patterns found in the historic city center.

Strategy 3.1.1.5: Strategy 3.1.1.5: Evaluate and amend the zoning and subdivision ordinances to prohibit the development of large lot subdivisions inconsistent with Livingston's historic development pattern within the City or Extra-Territorial Jurisdiction (ETJ).

Strategy 3.1.1.6: Strategy 3.1.1.6: Encourage residential developments to provide neighborhood commercial areas serving residents within walking distance.

Strategy 3.1.1.7: Strategy 3.1.1.7: Evaluate, amend, and strengthen the City's Annexation Policy to ensure the Goals and Objectives of the Growth Policy are considered during the annexation process.

Strategy 3.1.1.8: Reduce urban sprawl through compact development consistent with the Future Land Use Map of this Growth Policy.

Objective 3.1.2: Support economic, social, and environmental links between Livingston, the Extra-Territorial Jurisdiction (ETJ), and Park County by strengthening regional development planning.

Strategy 3.1.2.1: Establish a Park County/Livingston Environmental Commission to meet to discuss and support regional development planning as needed.

Strategy 3.1.2.2: Analyze undeveloped areas within City limits that are undesirable for development and consider de-annexation.

Strategy 3.1.2.3: Maintain existing agricultural uses within the ETJ.

Objective 3.1.3: Achieve higher levels of economic productivity through diversification, technological upgrades, and innovation, including a focus on high-value added and labor-intensive sectors.

Strategy 3.1.3.1: Coordinate incentives and/or marketing program with local partners to attract wealth-building commerce to designated manufacturing centers.

Strategy 3.1.3.2: Coordinate tourism-based job resources in conjunction with local partners.

Goal 3.2: Provide adequate land for anticipated demands in a pattern which encourages infill, compact development, and allows a mixture of uses.

Objective 3.2.1: Locate community facilities where they will best serve the needs of the community.

Strategy 3.2.1.1: Utilize the Future Land Use Map of this Growth Policy to determine the proper place for future community facilities.

Strategy 3.2.1.2: Partner with developers to include community facilities to serve new residential, commercial, and mixed-use developments.

Strategy 3.2.1.3: Ensure new community facilities are located outside of environmentally-sensitive areas and areas prone to natural hazards.

Objective 3.2.2: Properly revise the Zoning Ordinance to allow a mixture of differing but compatible land uses.

Strategy 3.2.2.1: Initiate a comprehensive review of the Zoning Ordinance and adopt changes based on the Growth Policy.

Goal 3.3: Conserve environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.

Objective 3.3.1: Identify areas that provide or connect habitat for significant plant or wildlife species or make a significant contribution to environmental quality, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.

Strategy 3.3.1.1: Coordinate with local environmental groups to create inventory of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.

Strategy 3.3.1.2: Create a map of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.

Strategy 3.3.1.3: Adopt a policy to ensure that the State Historic Preservation Office (SHPO) is involved in the subdivision process.

Objective 3.3.2: Provide incentives for property owners who choose to maintain or improve the quality of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance, or acquire an appropriate public interest in the property.

Strategy 3.3.2.1: Create a program that provides a residential density bonus for developments that preserve or improve the quality of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance, identified through the inventory and mapping process of Objective 3.3.1.

Goal 3.4: Encourage the responsible growth of Livingston by evaluating proposed developments against the ten principles of Smart Growth (listed on the next page).

Objective 3.4.1: Adopt Smart Growth Strategies as a policy and incorporate into the City's decision-making processes.

Strategy 3.4.1.1: Amend Zoning Ordinance and Subdivision Regulations to include Smart Growth Strategies as requirements for all development prior to approval.

Objective 3.4.2: Evaluate each new development after construction against the ten Smart Growth Strategies to ensure proper implementation and coordination.

Strategy 3.4.2.1: Create a review procedure and checklist that expressly evaluates adherence to the Smart Growth Strategies.

Strategy 3.4.2.2: Continually evaluate Smart Growth Strategies based on recurring issues that are common in each new development.

Objective 3.4.3: Ensure integration of land use and transportation.

Strategy 3.4.3.1: Carefully evaluate transportation impacts of greenfield development as part of the development review process.

Strategy 3.4.3.2: Encourage development near transit routes and active transportation infrastructure to promote development that produces minimal strain on the environment and existing transportation infrastructure.

10 PRINCIPLES OF SMART GROWTH

1. Mix Land Uses
2. Take Advantage of Compact Building Design
3. Create A Range of Housing Opportunities and Choices
4. Create Walkable Neighborhoods
5. Foster Distinctive, Attractive Communities with A Strong Sense of Place
6. Preserve Open Space, Farmland, Natural Beauty, And Critical Environmental Areas
7. Strengthen and Direct Development Towards Existing Communities
8. Provide A Variety of Transportation Choices
9. Make Development Decisions Predictable, Fair, And Cost Effective
10. Encourage Community and Stakeholder Collaboration in Development Decisions

(Source: smartgrowth.org)

Goal 3.5: Rehabilitate brownfields for new development.

Objective 3.5.1: Spur redevelopment upon lands known or presumed to contain contamination.

Strategy 3.5.1.1: Create performance standards and allow for adaptable buildings in Mixed Use-designated areas of the Future Land Use Map of this Growth Policy.

Objective 3.5.2: Implement training programs to raise skill levels and awareness of opportunity to promote redevelopment of brownfields.

Strategy 3.5.2.1: Work with Montana Department of Environmental Quality (DEQ) to develop and enhance voluntary cleanup programs to increase number of voluntary cleanups and streamline the voluntary cleanup process.

Objective 3.5.3: Allow for "meantime" activities while promoting permanent uses. A meantime activity is a temporary use that can bring activity to a brownfield with little investment.

Strategy 3.5.3.1: Define acceptable "meantime activity" in the Zoning Ordinance.

Strategy 3.5.3.2: Allow for "meantime activity" in the Mixed Use, Neighborhood Commercial and Community Commercial designated areas of the Future Land Use Map of this Growth Policy.

Objective 3.5.4: Promote small-scale development to allow more people to participate in community revitalization while removing regulatory barriers that disproportionally burden small developers.

Strategy 3.5.4.1: Work with the Montana Main Street Program and the Livingston Business Improvement District (LBID) and other local partners to identify regulatory barriers.

Strategy 3.5.4.2: Adopt specific policies that reduce the burden to small developers.

4 | Natural Resources

Introduction

Similar to the people and community character of Livingston, the area's natural resources are another set of unique aspects of the City without which there would not be a Livingston as it is known. From the air to below the surface of the earth, the Livingston community prides itself with abundant and diverse flora, fauna, and nationally renowned water resources – namely the Yellowstone River and its tributaries. Air quality, water quality, and climate change concerns are also aplenty.

The following profile describes the community's demographics natural resources and associated threats. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on natural resources in the ETJ can be found in **Appendix A**.

Profile

A. Air Quality

The Montana Department of Environmental Quality (DEQ) is responsible for creating and managing State Implementation Plans under the Federal Clean Air Act, including programs, policies, and standards to ensure that the State meets the requirements of the Clean Air Act. Additionally, DEQ is responsible for setting standards for point-source air pollution and permitting of point-sources that are deemed to have the potential to generate emissions. 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. While there are no DEQ monitoring stations in Livingston, the City has installed three PurpleAir monitoring stations within the City, with a fourth private system also in operation. Current air quality data is available to the public at https://www.purpleair.com/map?opt=1/mAQI/a10/cC0#11/45.6855/-110.5088.

For rural areas throughout the state, however, the most common air quality concern is from smoke. When smoke from wildfires adversely affect air quality, vulnerable populations are at higher risks for health problems such as respiratory and cardiovascular events. 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.

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. Coal dust from passing freight trains also has the potential to negatively impact air quality within the City.

B. 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 longest undammed river in the contiguous United States. 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).

The Livingston Ditch is a recognizable and prominent local water feature within the City. The Ditch draws water from the Yellowstone River and provides irrigation for agricultural users to the south-west and north-east of the City. The operation and maintenance of the Ditch is the responsibility of the Livingston Ditch Water Users Association.

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 (**Appendix F**) 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.

However, this does not negate the untamed nature of the river and the potential for flooding and channel migration that can affect the people of Livingston, development, and wildlife.

Current floodplain maps do not take into account climate change, which is expected to cause unforeseen climate-related weather events and increased likelihood of spring flooding. This suggests that current floodplain maps are the "low bar" for predicting flooding, and that preventing development in the floodplain as currently defined is a prudent step. Proactive assessment of potential flooding exacerbated by climate change could help prevent development in areas that may be incorporated into floodplain maps as conditions change.

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.

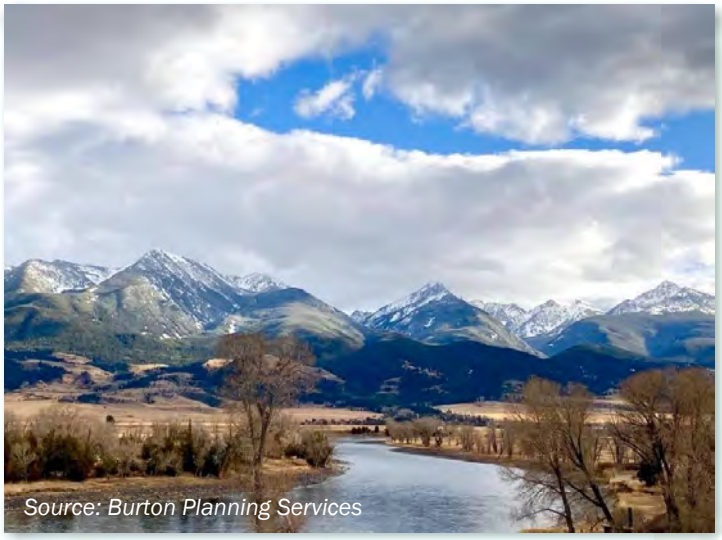
The alluvial aquifer has the potential to yield large quantities of groundwater (it is estimated that each 1,000 lineal feet of valley contains approximately 300 million gallons of water); many of its characteristics make it susceptible to ground water contamination. The aquifer is shallow – between 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

Figure 4.2: Yellowstone River


Source: Burton Planning Services

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). Additionally, surface and stormwater runoff from impervious surfaces and the stormwater system within the City can be sources of pollution. 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, site clearance and streambank modifications. Probable related causes are alteration in stream-side or littoral vegetative covers and physical substrate habitat alterations. Total Maximum Daily Load (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).

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).

C. 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. Bear, moose, 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.

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).

Figure 4.3: Mountain Goat Statue in North Livingston

Source: Burton Planning Services

Finally, native pollinators, such as the two-form bumble bee, are found throughout Livingston, aiding in the continuing health of the local ecosystem.

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 Mudsnail and Whirling Disease (Source: Montana Fish, Wildlife & Parks, 2020).

There are no conservation easements within the City of Livingston.

D. 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 – 6.0 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.

Climate change is also expected to increase the likelihood of spring flooding due to more rapid spring snowmelt and extreme precipitation events, with implications for how Livingston manages development in areas near the Yellowstone River and its tributaries.

E. 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 slopes less than two percent 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).

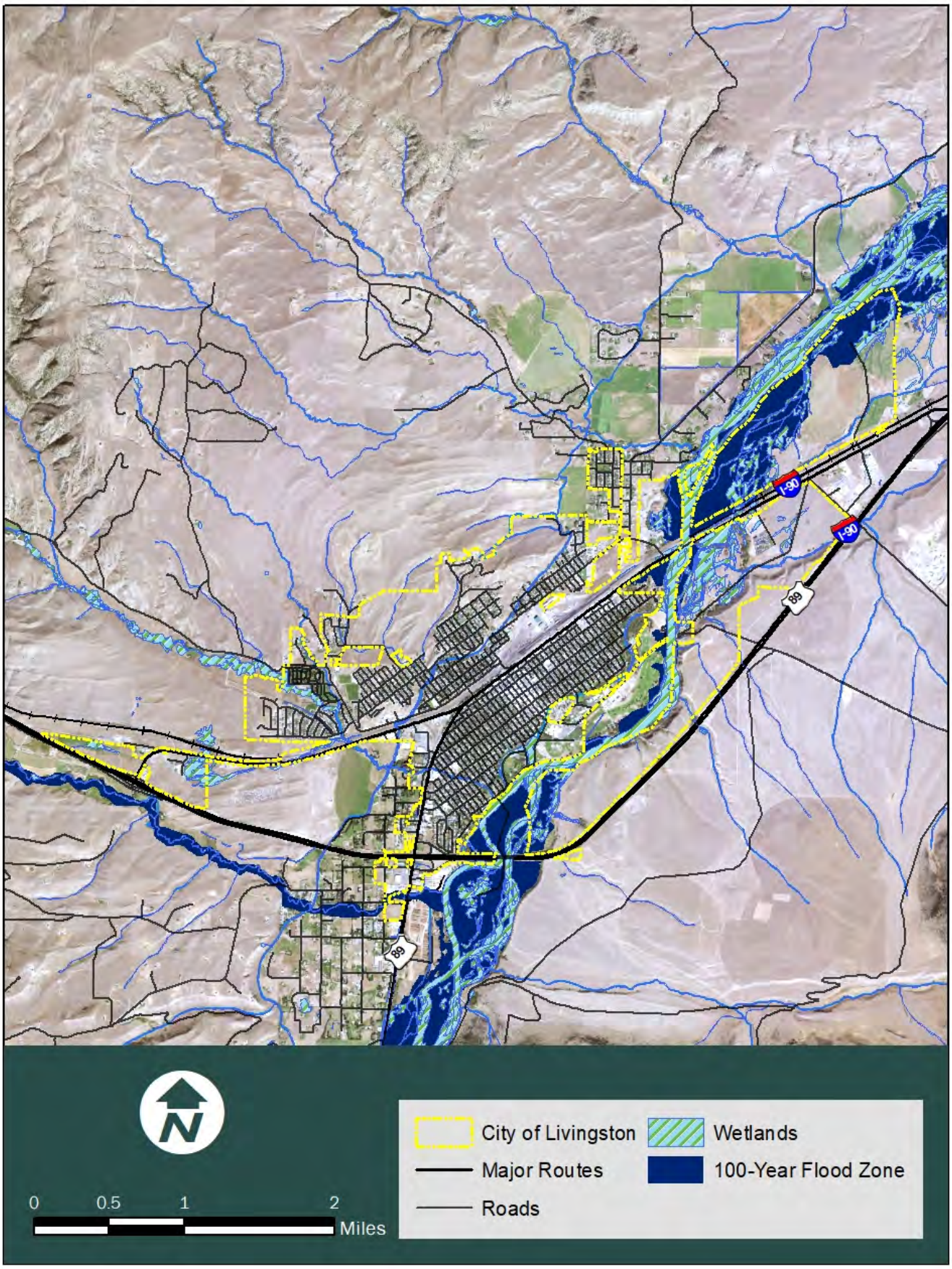
F. Vegetation

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). The Emerald Ash Borer is a serious threat to the health of the community's trees, and will require proactive planning and allocation of resources to combat.

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



Goals, Objectives & Strategies for Growth

Goal 4.1: Develop an integrated, comprehensive City-wide Climate Action Plan to prepare the economy and general population for the future. Refer to the Montana Climate Solutions Plan (August 2020).

Objective 4.1.1: Engage existing committees and local groups working on related efforts to guide and inform the planning process.

Strategy 4.1.1.1: Identify existing committees and local groups already doing this type of work.

Objective 4.1.2: Reduce impacts of climate change and associated seasonal weather patterns on Livingston's natural systems and promote responsible use of resources.

Strategy 4.1.2.1: Identify and preserve the most sensitive and valuable natural areas.

Strategy 4.1.2.2: Reduce the use of water for non-potable uses from all users.

Strategy 4.1.2.3: Promote Park County's efforts to measure and reduce the impacts of wildfire on wildlife, vegetation, air quality, and public health.

Strategy 4.1.2.4: Consider setting goals and establishing programs to increase tree cover as a way to reduce the heat island effect and mitigate high temperatures exacerbated by climate change.

Objective 4.1.3: Reduce dependency on fossil-fuel based resources to minimize severe impacts to the climate.

Strategy 4.1.3.1: Assess the city-wide greenhouse gas emissions footprint and consider setting footprint reduction goals.

Strategy 4.1.3.2: Promote the use of high efficiency and electric vehicles for public and private use.

Strategy 4.1.3.3: Reduce climate disruption through compact growth and increased transportation choices that reduce the need for driving.

Strategy 4.1.3.4: Develop a climate or energy plan in partnership with Park County.

Objective 4.1.4: Implement technologies and programming to improve energy efficiency, increase the use of renewable sources, and improve system reliability.

Strategy 4.1.4.1: Encourage energy conservation and renewable energy production at the State and local levels, as well as at the household levels.

Strategy 4.1.4.2: Ensure all City buildings utilize energy efficient systems, especially as energy drawing systems are upgraded or replaced.

Strategy 4.1.4.3: Promote climate action in the community through advocacy, education, and capacity-building programs.

Strategy 4.1.4.4: Explore the utilization of renewable energy sources within all public buildings in the City.

Objective 4.1.5: Build community resiliency to a changing climate.

Strategy 4.1.5.1: Understand the changes to the climate and the resulting risks to and opportunities for the community.

Strategy 4.1.5.2: Prepare the community, infrastructure, and facilities for the potential increase in days with dangerously high temperatures, natural disasters, and emergencies.

Strategy 1.1.1: Identify and mitigate potential health risks associated with severe climate change events.

Goal 4.2: Enhance overall air and water quality in the area to provide desired quality of life for current and future residents.

Objective 4.2.1: Identify, conserve, and protect the quality and health of water resources and ecosystems to meet local standards for public use and recreation.

Strategy 4.2.1.1: Improve the quality of waterbodies, including but not limited to Yellowstone River, Fleshman Creek, watersheds, wetland, floodplains, groundwater aquifers, and all other waterways, and riparian areas.

Strategy 4.2.1.2: Monitor and discourage development as well as public uses in environmentally sensitive areas identified through the inventory and mapping process of Land Use Strategy 3.3.1.1 and 3.3.1.2.

Strategy 4.2.1.3: Identify point and non-point pollution sources such as stormwater runoff, brownfields, underground storage tanks, and diesel fuel spills, and address the resulting water contamination.

Strategy 4.2.1.4: Assess the percentage and impacts of impervious ground cover throughout the City and explore integrating green infrastructure and alternative runoff mitigation measures into neighborhoods to reduce impervious cover.

Strategy 4.2.1.5: Identify water-dependent wildlife habitat and develop strategies to protect them.

Objective 4.2.2: Monitor and maintain ambient air quality in compliance with National Ambient Air Quality Standards (NAAQS).

Strategy 4.2.2.1: Set up an air quality monitoring station in the City as population and industrial activities increase.

Strategy 4.2.2.2: Coordinate with Park County in identifying the Wildland Urban Interface and supporting the ability of wildland fire fighters to manage incidents that put residents and firefighters at risk.

Goal 4.3: Protect and manage natural resources, open spaces, and wildlife.

Objective 4.3.1: Identify and conserve areas in their natural setting and promote sustainable growth.

Strategy 4.3.1.1: Develop a strategy for the protection and preservation of natural resources and open spaces commensurate with growth in Livingston.

Strategy 4.3.1.2: Continue to coordinate with Park County's weed control program officer and promote native plantings in Livingston.

Strategy 4.3.1.3: Implement and annually review the City of Livingston Parks and Trails Noxious Weed Management Plan.

Strategy 4.3.1.4: Support efforts to remove non-native plants from the community.

Strategy 4.3.1.5: Encourage the planting of native plant species.

Strategy 4.3.1.6: Explore policies and educational programs to minimize pesticide use.

Strategy 4.3.1.7: Support the efforts of Montana Fish, Wildlife & Parks that address the increase of terrestrial and aquatic invasive species that threaten native species and the natural ecosystem.

Strategy 4.3.1.8: Assess development and conservation of natural spaces at various scales to prevent and manage human-wildlife conflicts by monitoring the population of wildlife species in and near Livingston.

Objective 4.3.2: Protect the riparian corridors to preserve unique wildlife, promote water quality, and provide for public trails and open space.

Strategy 4.3.2.1: Continue to limit development in the floodplain through application of the Livingston Floodplain Regulations.

Strategy 4.3.2.2: Protect the Yellowstone River's natural flow and flood cycles to promote the health of the riparian area and associated wildlife.

Strategy 4.3.2.3: Explore regulatory options for protecting the riparian area and waterway corridors.

Strategy 4.3.2.4: Consider regular evaluations of the integrity of the levee adjacent to River Drive and the Civic Center Park Complex.

Strategy 4.3.2.5: Create a committee to review and evaluate the 2003 Upper Yellowstone River Task Force Final Report (**Appendix E**) and provide recommendations.

Objective 4.3.3: Preserve the night skies as well as the natural scenic vistas.

Strategy 4.3.3.1: Support the efforts of the Livingston Conservation Board in updating the City's Night Sky Protection Act.

Strategy 4.3.3.2: Establish design guidelines that limit the impact of development on scenic vistas and viewsheds.

Objective 4.3.4: Ensure that the extraction of sand and gravel resources throughout the region that will not negatively impact the surrounding ecosystem, nearby residents, or landowners.

Strategy 4.3.4.1: Coordinate with adjacent jurisdictions to ensure restrictions are in place on sand and gravel operations in areas that pose a threat to water quality.

Strategy 4.3.4.2: Coordinate with adjacent jurisdictions to ensure policies are in place to mitigate the impacts of gravel resource extraction.

Objective 4.3.5: Sustain and improve the health and diversity of trees and other flora throughout Livingston.

Strategy 4.3.5.1: Ensure trees on City lands are well maintained and healthy.

Strategy 4.3.5.2: Create an Emerald Ash Borer Action Plan to maintain and diversity our urban forest.

Strategy 4.3.5.3: Consider adding requirements for trees into Gateway overlay zoning.

Strategy 4.3.5.4: Expand educational programs to encourage private citizens to maintain a healthy and diverse tree canopy on private property and boulevards within the City.

Strategy 4.3.5.5: Explore local, state, and federal funding to incentivize the protection and maintenance of trees within the City.

Strategy 4.3.5.6: Pursue pollinator-friendly designations, such as "Bee City USA".

Refer to the **Infrastructure Management Strategy** (**p.116**) for more information on achieving specific strategies that relate to infrastructure.

5 | Housing

Introduction

Housing is an issue that requires ongoing attention in Livingston. Availability and affordability have potentially been impacted by dramatically higher real estate prices, increased inventory of vacation rentals, the influx of the remote worker, and more houses being sold as part-time/second homes.

Rental prices can easily exceed wages from service industry jobs which creates an even greater need for affordable workforce housing. Current residents' value living close to downtown, but not all housing areas are within walking distance.

Current residents value living in a city that is diverse and welcoming across income levels, age groups, household configurations and length of residence.
In 2021, the City of Livingston dedicated $50,000 of CARES Act funding (Covid-19 relief funds) towards the completion of a housing action plan in partnership with the Park County Community Foundation to try and help address some of these issues.
A discussion regarding housing in the ETJ can be found in **Appendix A**.

Profile

A. Overview of Housing Types

Housing Type

Most homes in Livingston – 73 percent -- are single-unit structures, with multi-family structures comprising 23 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.

There is a distinction between manufactured and mobile homes based on the United States Department of Housing and Urban Development (HUD). Manufactured homes are homes that are built off-site and designed to be transported to the building site on their own chassis. All manufactured homes must meet HUD standards and be certified by HUD; manufactured homes constructed before 1976 cannot gain HUD certification and would be considered a mobile home.

Table 5.1: Housing Unit by Type

Type	Livingston		Park County	
	Number	Percent	Number	Percent
1 Unit (Attached or Detached)	2,806	73.2%	7,353	76.6%
2-9 units	548	14.3%	863	9%
10-19 units	100	2.6%	106	1.1%
20+ Units	242	6.3%	259	2.7%
Mobile Homes	138	3.6%	998	10.4%
Boat, RV, Van	0	0%	19	0.2%

Source: U.S. Census Bureau American Community Survey –2015 – 2019.

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 such as wiring for high-speed internet, and high energy costs. Older homes are more likely to have faulty electricity, plumbing issues, kitchen inadequacies, roof leaks, heating/cooling deficiencies, inadequate windows, and various upkeep concerns. The expense to upgrade such homes can be a deterrent to rehabilitation.

B. 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 three percent. Out of all housing units in Livingston, 62 percent of the units -- are owner-occupied; 34 percent of the units are renter-occupied. Of the owner-occupied households, over 40 percent have lived in their home for eight years or longer. Of the renter-occupied units, nearly 70 percent of renters have lived in their units for less than eight years. More information is available in **Table 5.2** (Source: U.S. Census Bureau, 2015 - 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	3,834	100%	9,599	100%	137,428,986	100%
Owner Occupied	2,412	62.91%	5,333	55.6 %	77,274,381	56.22 %
Renter Occupied	1,299	33.9%	2,249	23.42% %	43,481,667	31.63%
Vacant Units (Including Seasonal and Recreational Use)	123	3.2%	1,817	18.9%	16,672,938	12.1%

Source: U.S. Census Bureau, American Community Survey, 2015 - 2019

C. Affordability

As shown in **Table 5.3**, the median home value for Livingston is lower than the state average and county average. Between January and June 2020, the median home sales value was $270,250 in Livingston, $243,200 in Belgrade, $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).

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.

Table 5.3: Median Home Values for Selected Areas – 2014 – 2019

Location	Median Home Value	Median Rent
City of Livingston	$224,200	$813
City of Belgrade	$243,200	$914
City of Bozeman	$365,600	$1,078
Park County	$271,300	$789
State of Montana	$230,600	$810

Source: U.S. Census Bureau, American Community Survey, 2015 - 2019

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). Community members reported via the survey conducted during the 2020 Livingston Growth Policy Update process that housing – especially rental properties – in the area is not affordable.

D. 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 five affordable rental properties in Livingston that are available to households meeting income guidelines (Source: HRDC). These properties are located at:

- Miles Building Apartment – 107 S. 2nd Street (Financing through Low-Income Housing Tax Credit)
- Sherwood Apartments – 325 S. Main Street
- Summit Place Apartments – 1102 W. Summit Street
- Bluebunch Flats – 504 S. 13th Street
- Livingston Cabins – W. Reservoir Street and Ground Avenue

The Livingston Land Trust, managed by HRDC, owns 14 permanently affordable for-sale units on W. Reservoir Street, and an additional two scattered site land trust homes within the City.

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 – 1302 and 1310 E. Montana Street

Goals, Objectives & Strategies for Growth

Goal 5.1: Provide housing options to meet the needs of all residents.

Objective 5.1.1: Review City Ordinances to identify modifications required to meet the community's housing needs.

Strategy 5.1.1.1: Inventory the supply of housing and buildable land in the City to determine density and growth rates and to analyze housing needs.

Strategy 5.1.1.2: Consider implementing the recommendations of the housing action plan.

Strategy 5.1.1.3: Evaluate manufactured or similar type structures to create affordable housing inventory.

Strategy 5.1.1.4: Review and amend zoning ordinance and subdivision regulations to identify legislative changes required to provide housing that meets the needs of all residents.

Objective 5.1.2: Evaluate the impacts of vacation rentals on Livingston.

Strategy 5.1.2.1: Explore creating a policy to regulate short-term and vacation rentals.

Objective 5.1.3: Ensure the consistent and timely enforcement of building codes.

Strategy 5.1.3.1: Ensure City staff are properly trained and have resources available to ensure timely enforcement of building and zoning codes.

Objective 5.1.4: Promote a mix of housing within neighborhoods that supports a variety of household income levels, household age groups, and housing types.

Strategy 5.1.4.1: Conduct a housing needs assessment to determine the housing needs of Livingston and the feasibility of various methods to promote and/or require the construction of housing units that meet the needs of all residents.

Strategy 5.1.4.2: Promote inclusion of ADA-accessible units in new housing developments through the adoption of "Universal Design Standards" that remove barriers for mobility.

Strategy 5.1.4.3: Promote Accessory Dwelling Units (ADU).

Strategy 5.1.4.4: Benchmark affordability indicators for the City to understand the availability of housing options at all levels of income and ownership types.

Strategy 5.1.4.5: Facilitate the rehabilitation of older housing units by creating a housing rehabilitation initiative.

Strategy 5.1.4.6: Assess the current provision of official safe shelter options for those experiencing homelessness.

Objective 5.1.5: Create housing programs to retain employees, the elderly, and long-term residents.

Strategy 5.1.5.1: Coordinate with employers to create a "workforce housing" program that will help retain employees in the City.

Strategy 5.1.5.2: Work with non-profits to determine the potential for a "community land trust" housing program with deed restrictive housing.

Strategy 5.1.5.3: Consider protecting mobile home parks with a codified ordinance.

Strategy 5.1.5.4: Investigate the feasibility of creating a land bank for future housing needs.

Strategy 5.1.5.5: Explore existing local, state, and federal funding mechanisms to aid in the creation of affordable housing.

Strategy 5.1.5.6: Explore funding mechanisms to encourage energy and resource efficiency retrofitting of existing homes to minimize energy and utility costs.

6 | Economy

Introduction

Livingston's local economy is strongly tied to the tourism and service industries. The community is interested in strengthening the existing niche markets that its businesses serve, as well as diversifying the types of jobs available in town as well as the skillsets of employees.

The following profile provides information on economic development, local economic indicators, business profiles, and the impact of tourism on Livingston and the surrounding communities. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on the economy in the ETJ can be found in **Appendix A**.

Profile

A. 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. Additionally, Livingston serves as a home-base for out-of-county miners, Yellowstone National Park employees, and other employers. 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.

B. 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. By 2020, the number of residential building permits issued had substantially increased, with 166 units being permitted for construction.

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.

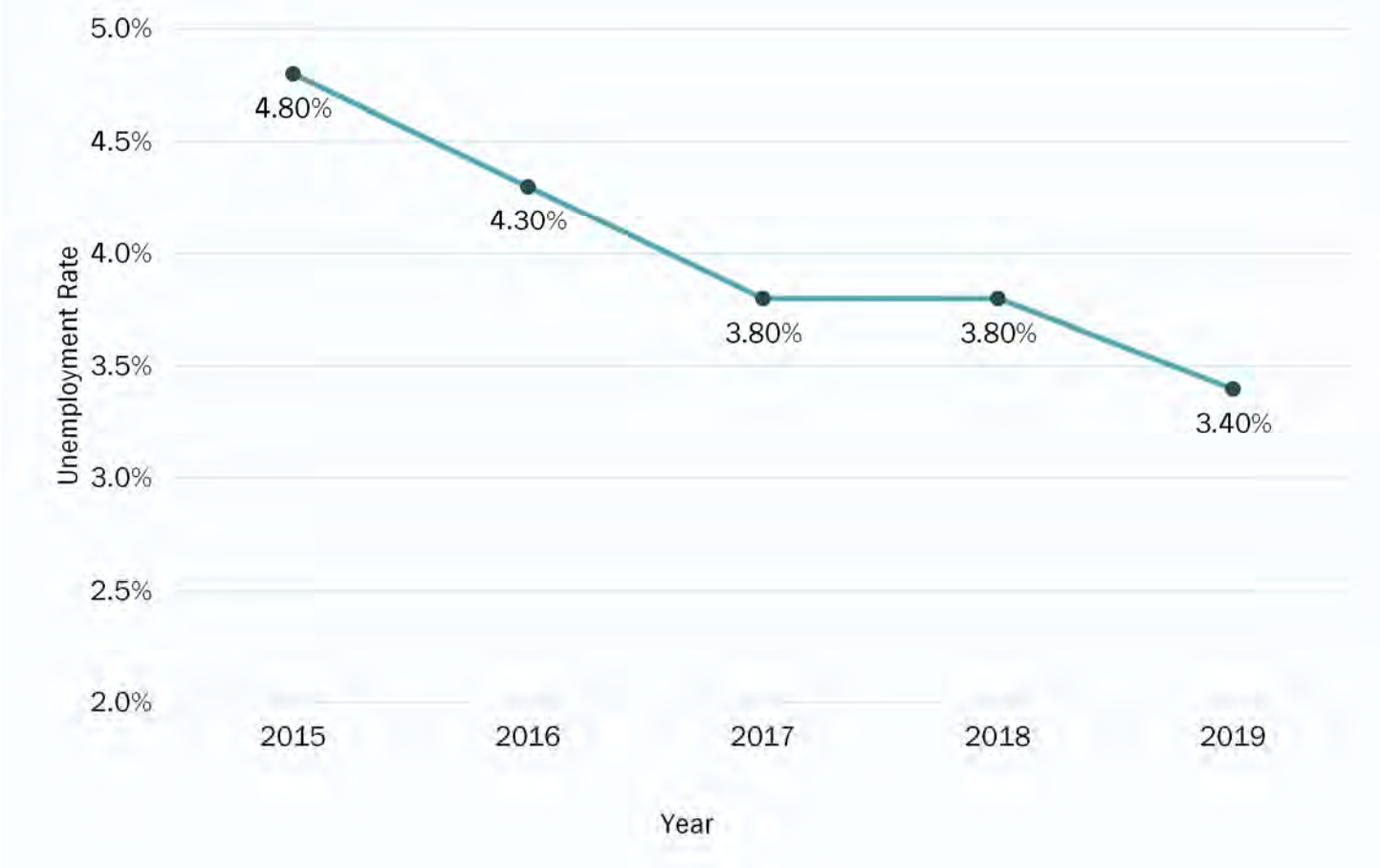
Table 6.1: Economic Indicators

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 two 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 of 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. While the effects of COVID-19 have been significant on unemployment, the tourism industry rebounded quickly with Yellowstone National Park continuing to see growing visitation rates. Continued analysis of employment trends will be needed to quantify the long-term effects of COVID-19 on employment.

Figure 6.1: Annual Unemployment Rate in Park County



Source: Montana Department of Labor & Industry

C. 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 four percent of the workforce in Livingston.

D. Business Profile

- According to 2017 data from the Montana Governor's Office of Economic Development, the City of Livingston has an unbalanced retail profile.

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.

E. Tourism

The tourism sector is growing and becoming a more important component of the economic base of 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, were 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 annual 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.

Figure 6.2: City of Livingston and the Yellowstone Region

Source: Burton Planning Services

Goals, Objectives & Strategies for Growth

Goal 6.1: Strengthen and diversify Livingston's economy by supporting industries and initiatives that increase employment opportunities and personal income.

Objective 6.1.1: Support existing local businesses.

Strategy 6.1.1.1: Increase use of the local Revolving Loan Fund to facilitate in existing business expansion and job creation.

Strategy 6.1.1.2: Explore incentives to businesses that provide some employee housing.

Objective 6.1.2: Support continuing adult education to develop a more skilled workforce.

Strategy 6.1.2.1: Support local school system/vocational schools/colleges & universities to develop curriculum tailored to local and regional needs.

Objective 6.1.3: Reassess needs of anchor businesses to accommodate their long-term needs and retention.

Strategy 6.1.3.1: Host business roundtables with local business leaders to assess their needs.

Objective 6.1.4: Increase efforts to partner with Montana Rail Link (MRL) to rehabilitate surplus railroad property and integrate it into the community.

Strategy 6.1.4.1: Work with MRL to identify underutilized railroad property.

Objective 6.1.5: Plan for and attract new investment into the downtown district to support local businesses.

Strategy 6.1.5.1: Develop effective wayfinding signage for locals and tourists to easily find destinations and parking.

Strategy 6.1.5.2: Develop a parking strategy and consider removing parking space minimums from downtown coding.

Strategy 6.1.5.3: Explore creating a downtown master plan focused on the Urban Renewal District.

Strategy 6.1.5.4: Explore mechanisms to strengthen and enhance the effectiveness of the Urban Renewal Agency to encourage redevelopment of underutilized properties in the downtown area.

Strategy 6.1.5.5: Utilize and partner with local and state organizations like Prospera Business Network, Montana Department of Commerce, Montana Historic Preservation Grant Program (MHPC), and Montana Procurement Technical Assistance Center (PTAC), etc. to assist with economic development expertise and funding opportunities.

Strategy 6.1.5.6: Identify and implement a "Buy Local" procurement policy that greatly incentivizes the City of Livingston to support local businesses.

Strategy 6.1.5.7: Support expansion of current and emerging infrastructure technologies include fiber optic service and other communication infrastructure.

Strategy 6.1.5.8: Dedicate resources to strategies designed to help the local economy by investing in local businesses.

Objective 6.1.6: Support initiatives that help local producers and manufacturers connect with and engage in markets beyond Montana.

Strategy 6.1.6.1: Engage with state trade representative to market the region nationally/internationally.

Objective 6.1.7: Develop tools to attract and retain economic development prospects.

Strategy 6.1.7.1: Explore the pros and cons of developing Tax Increment Financing (TIF) areas to help pay for needed infrastructure and upgrades for new developments.

Strategy 6.1.7.2: Explore ways to increase capacity of the City's Economic Development division.

Strategy 6.1.7.3: Promote utilization and strengthening of existing tools and incentives to promote economic growth and redevelopment within the City, such as the City's Tax Abatement Policy for historic properties.

Goal 6.2: As a major gateway to Yellowstone National Park, enhance and manage the City's tourism and hospitality industry to strengthen its economy and quality of life.

Objective 6.2.1: Promote local tourism that highlights and protects our outdoor environment, supports local culture, and advances economic diversification and job creation.

Strategy 6.2.1.1: Explore improved access to the Yellowstone River recreation, such as riverfront parks, boat ramps, and islands while respecting and protecting the natural environment.

Strategy 6.2.1.2: Organize nature-based events and programming to promote community culture.

Objective 6.2.2: Build upon and strengthen Livingston's status as an outdoor destination.

Strategy 6.2.2.1: Ensure connectivity between the City's trail network and the greater regional trail network.

Strategy 6.2.2.2: Capitalize on increasing bicycle tourism by supporting the creation of regional and national bicycle networks and trails, including but not limited to the Old Gardiner Road Trail improvement project and the "Great American Rail Trail".

Strategy 6.2.2.3: Maintain public access to the Yellowstone River and public lands within the City and ETJ, and support local efforts to maintain or expand public access to public lands.

Objective 6.2.3: Make a good first impression to visitors.

Strategy 6.2.3.1: Develop a coherent and unique marketing strategy and branding that is consistent through all media.

Strategy 6.2.3.2: Develop effective wayfinding signage for locals and tourists to easily find destinations and parking.

Strategy 6.2.3.3: Develop effective wayfinding signage for locals and tourists to easily navigate the parks and trails system.

Strategy 6.2.3.4: Explore development of City infrastructure design guidelines to create Citywide and/or neighborhood-specific aesthetic coherence for signage, lighting, and other streetscape elements.

Strategy 6.2.3.5: Refer to the Infrastructure Management Strategy (p.116) for more information on achieving specific strategies that relate to infrastructure.

7 | Local Services

Introduction

The City of Livingston and partnering entities offer a variety of services to the community related to public health and safety, personal health, education, and more. While residents and stakeholders involved in the Growth Policy Update process remarked on the ease of access and dependability of local services offered throughout the community, they also expressed the need for additional capacity and improvements.

The following profile 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. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on local services in the Extra-Territorial Jurisdiction can be found in **Appendix A: Extra-Territorial Jurisdiction Plan**.

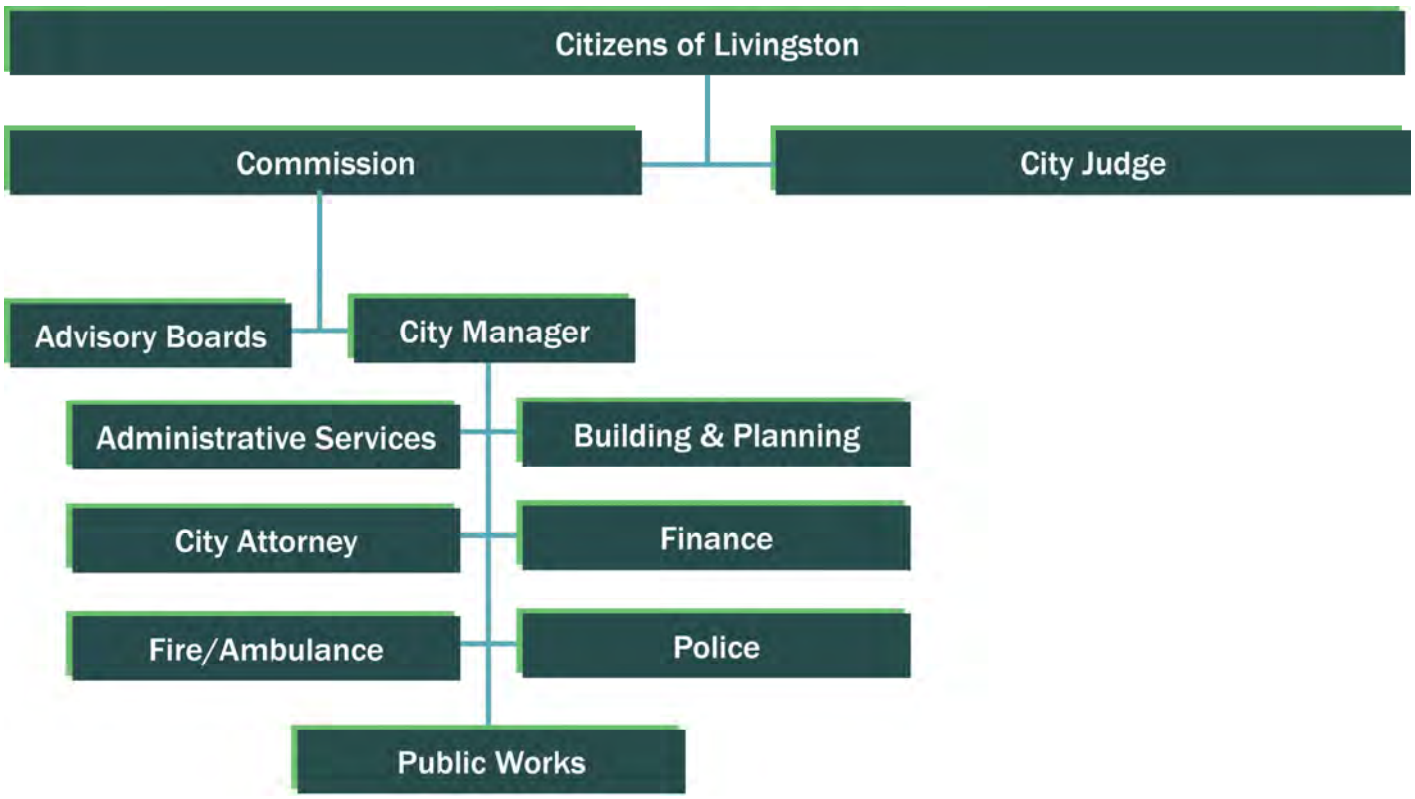
Profile

A. Context

The City of Livingston operates under the commission-manager form of government, consisting of an elected five-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



Source: Livingston Financial Report

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).

B. 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 four 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

C. Health Providers (Medical)

The Livingston Healthcare Hospital is a new 125,000 square foot 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. Livingston also hosts Community Health Partners, a federally-qualified health center.

The Park County Public Health Department provides services countywide with a mission to, "[promote] 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:

1. Behavioral Health (Mental Health & Substance Abuse
2. Nutrition, Physical Activity, and Weight
3. Oral Health
4. Dementia/Alzheimer's Disease
5. Injury and Violence
6. Heart Disease and Stroke
7. Respiratory Diseases
8. Cancer
9. Access to Health Services
10. Infant Health & Family Planning

D. Fire Protection and Emergency Medical 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.

Figure 7.2: Livingston Fire Station

Source: Burton Planning Services

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 four 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 three (3) which has just been improved (2015) from a four (4). The scale runs from one (1) to ten (10) with a rating of a one (1) being the best. Our community will be assessed every three to five 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 five-mile "donut" surrounding the City. Livingston Fire and Rescue is the primary transport agency to Park County North of Yankee Jim canyon on US-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.

E. 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.

F. 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 1-2) and the Washington School Early Foundations Center (PK-K). 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). There are two private schools within City limits: St. Mary's Catholic School and Summit Christian Academy. Based on information provided by Growth and Enhancement of Montana Students, the following schools' enrollment and student/teacher ratio are provided.

Table 7.2: City of Livingston Public 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
Washington School	no data	no data

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

G. Library

The Livingston-Park County Public Library, which was built in 1904 [It was built in 1903; it opened in 1904—Mitch], 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 [West] Callender and [South] 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.

The Livingston-Park County Public Library serves the entirety of Park County and the permanent residents of Yellowstone National Park, making for a service population of around 17,000. Services beyond Livingston are primarily provided by a bookmobile which makes weekly stops in Wilsall, Clyde Park, Emigrant, Gardiner, Mammoth Hot Springs, and monthly stops in Cooke City. For the years 2019 and 2020, the Library circulated 4.65 items per capita, which is typical for libraries of similar size in Montana. The Library is funded as a joint City-County department, with about 72% of revenues coming from the County, 16% from the City, and 11% from the Federal Government by way of the State or County. Apart from their general contribution, the City also performs the Library's accounting services and pays for most of the Library staff's health insurance. The Library's mission is to meet the educational, informational, and entertainment needs of the community by providing free access to print, non-print, and electronic resources.

H. Historical and Cultural Sites

Livingston is home to 19 sites/districts listed on the National Register of Historic Places. The first was added in 1979, and the latest, the Teslow Grain Elevator, was listed in 2020. 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.

Figure 7.3: Livingston Depot Center

Source: Livingston Depot Center

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 rich Native American history of the region is showcased at the Yellowstone Gateway Museum, and at Fort Parker east of Livingston. The Fly Fishers International Museum is located south of the City. This museum is co-located with the headquarters of the Fly Fishers International organization and reflects the importance of outdoor sport in this area.

I. Additional Recognition

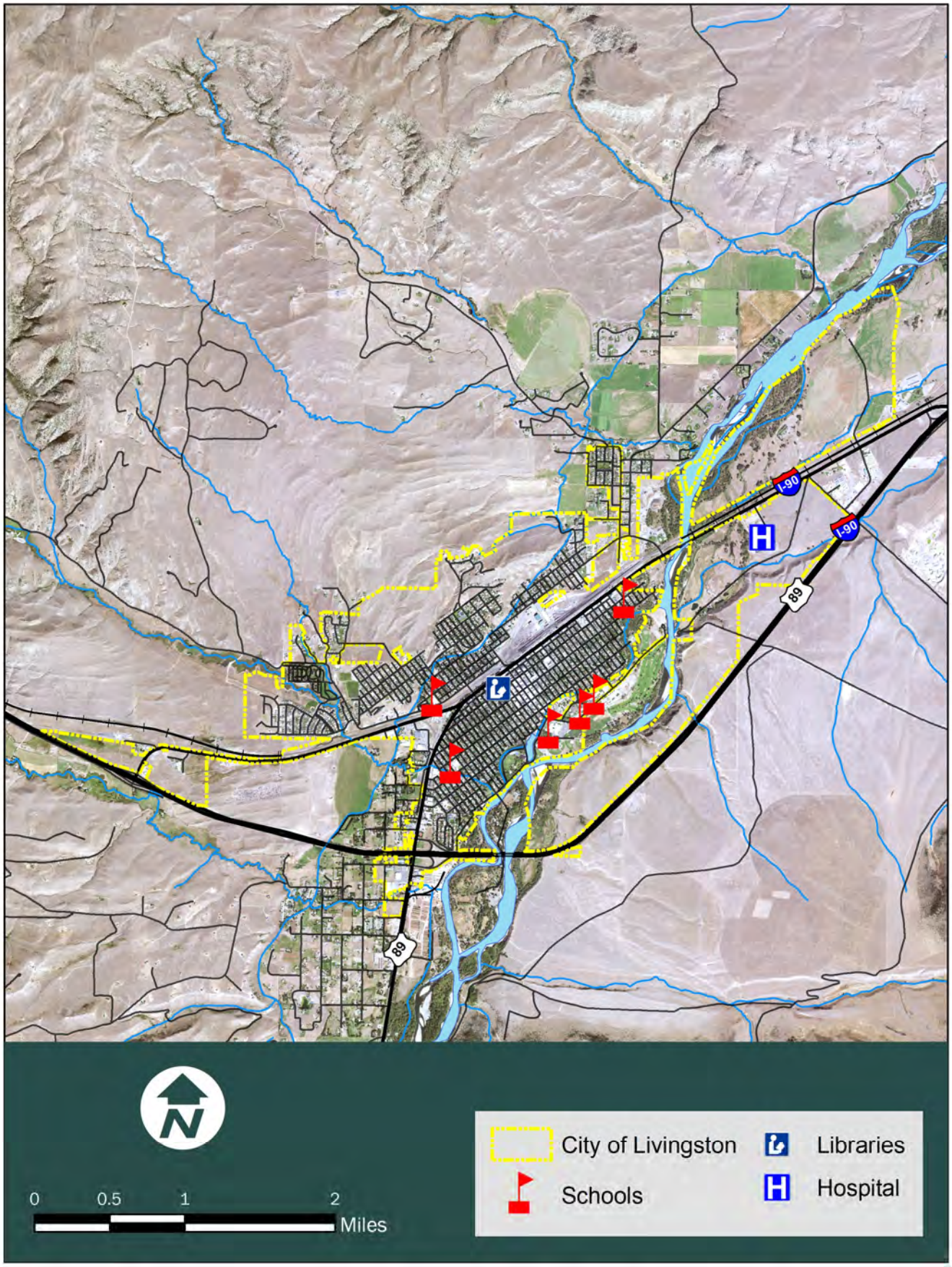
There are a large number of non-profits, religious institutions, and other community organizations located within the City that make significant contributions to the health and welfare of the community.

J. Funding of Local Services

Due to Montana State Law, the funding for local services primarily comes from the property tax mill levy, with additional funding received through additional voter approved mill levies and special districts. The State does not allow local communities to utilize a sales tax, and the City of Livingston does not qualify for Resort Tax under State Law. The funding of local services is also limited by State Law that limits the increase in property tax to one-half (1/2) the rate of inflation on existing properties. This means that values rise or as properties are redeveloped at higher densities the City is not able to tax the full value of the property, leading to a scenario in which the City has to provide local services to a significantly higher population with a minimal amount of additional funding. This has occurred in Livingston, with land value growing significantly faster than the allowed increases in property taxes. The exception is newly created or newly taxable property, such as newly subdivided parcels, which are taxed at their full property value.

This tax structure encourages cities to promote greenfield development and expansion rather than redevelopment or infill to fund local services, contrary to the goals of this Growth Policy. The City should continue to assess how the tax structure encourages development patterns that conflict with the desires of the community as shown in the Growth Policy, and promote taxation that encourages compact development patterns and redevelopment of properties within the City.

Exhibit 7.1: Local Services



Goals, Objectives & Strategies for Growth

Goal 7.1: Continue to provide a robust first response network to the City of Livingston.

Objective 7.1.1: Implement Computer Aided Dispatch (CAD) system for police/fire/EMS.

Strategy 7.1.1.1: Pursue state and federal grant opportunities to defray the cost of upgrading 9-1-1 software for local dispatchers.

Strategy 7.1.1.2: Continue to coordinate with Park County on implementing recommendations of the pre-disaster mitigation plan and Community Wildfire Protection Plan.

Goal 7.2: Ensure that residents' needs are met through local services.

Objective 7.2.1: Support the local educational needs of the community.

Strategy 7.2.1.1: Collaborate with the local school district to annually review preschool, elementary, middle, and high school capacity needs based on population estimates and development trends.

Objective 7.2.2: Support services that meet the needs of the aging population.

Strategy 7.2.2.1: Survey residents 50 years of age and older to gain an understanding of the services they want and need.

Strategy 7.2.2.2: Pursue an Age-Friendly Community designation through AARP.

Strategy 7.2.2.3: Collaborate with entities supporting and advocating for older adults' personal safety such as Adult Protective Services and Angel Line to promote their services throughout the community.

Strategy 7.2.2.4: Collaborate with entities supporting and advocating for older adults' quality of life such as assisted living providers, HRDC Homemaker Program, Montana Departments of Revenue and Health and Human Services, Montana Veterans Affairs, Livingston HealthCare. and Park County Senior Center to promote their services throughout the community.

Strategy 7.2.2.5: Collaborate with entities supporting and advocating for older adults' quality of life such as assisted living providers, HRDC Homemaker Program, Montana Departments of Revenue and Health and Human Services, Montana Veterans Affairs, Livingston HealthCare, and Park County Senior Center to assess unmet needs of Livingston's residents.

Strategy 7.2.2.6: Collaborate with transportation providers such as Angel Line Senior and Disabled Transportation to promote its services throughout the community.

Objective 7.2.3: Support services that meet the needs of the disabled population.

Strategy 7.2.3.1: Ensure fulfillment of the Livingston 2019 ADA Transition Plan.

Strategy 7.2.3.2: Collaborate with entities supporting and advocating for people with disabilities such as the Montana Disability and Health Program, Montana Association of Community Disability Services-Systems Advocacy, Disability Rights of Montana, and Montana Veterans Affairs to promote their services throughout the community.

Strategy 7.2.3.3: Collaborate with entities supporting and advocating for people with disabilities such as the Montana Disability and Health Program, Montana Association of Community Disability Services-Systems Advocacy, Disability Rights of Montana, and Montana Veterans Affairs to assess any unmet needs of Livingston's residents.

Strategy 7.2.3.4: Collaborate with transportation providers such as Angel Line Senior, Windrider, and Disabled Transportation to promote services throughout the community.

Objective 7.2.4: Support services that meet the needs of people experiencing mental illness.

Strategy 7.2.4.1: Collaborate with mental health providers such as Montana Department of Health and Human Services, Alcoholics Anonymous, L'esprit, Livingston HealthCare, Park County Health Department, Southwest Chemical Dependency Center Program, Montana Suicide Prevention Lifeline, Montana Veterans Affairs, Park County Treatment Court, and Youth Dynamics to promote their services throughout the community.

Strategy 7.2.4.2: Collaborate with mental health providers such as Montana Department of Health and Human Services, Alcoholics Anonymous, L'esprit, Livingston HealthCare, Park County Health Department, Southwest Chemical Dependency Center Program, Montana Suicide Prevention Lifeline, Montana Veterans Affairs, and Youth Dynamics to assess any unmet needs of Livingston's residents.

Objective 7.2.5: Support services that meet the needs of people experiencing hunger and/or homelessness.

Strategy 7.2.5.1: Collaborate with hunger prevention entities such as Livingston Food Resource Center, Loaves and Fishes, Montana DPHHS, Office of Public Assistance, WIC Clinic, and homeless services such as the HRDC Emergency Shelter Center in Livingston and Warming Center in Bozeman, and Family Promise to promote their services throughout the community.

Strategy 7.2.5.2: Collaborate with hunger prevention entities such as Livingston Food Resource Center, Loaves and Fishes, Montana DPHHS, Office of Public Assistance, WIC Clinic, and homeless services such as the HRDC Emergency Shelter Center in Livingston and Warming Center in Bozeman, and Family Promise to assess any unmet needs of Livingston's residents.

Objective 7.2.6: Support services that meet the needs of people experiencing abuse.

Strategy 7.2.6.1: Collaborate with advocacy entities such as ASPEN, Court Appointed Special Advocates (CASA), Montana Legal Services Association, Montana Department of Justice, and Crime Victim/Witness Advocacy Program to promote their services throughout the community.

Strategy 7.2.6.2: Collaborate with advocacy entities such as ASPEN, Court Appointed Special Advocates (CASA), Montana Legal Services Association, Montana Department of Justice, and Crime Victim/Witness Advocacy Program to assess any unmet needs of Livingston's residents.

8 | Transportation

Introduction

Livingston's transportation network is comprised predominantly of local roads with a patchwork of sidewalks, paths, and bike facilities. People mostly rely on private vehicles to get around the community, and experience ease in doing so because traffic is relatively low compared to other communities in the region. However, the community is interested in a more connected active transportation network for walking and biking both for recreation and utilitarian trips. The community is also concerned about increases in traffic as the City and region continues to grow in both population and development.

The following profile provides an assessment of transportation infrastructure in the City of Livingston. It 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. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion of transportation networks and facilities in the ETJ can be found in **Appendix A**.

Profile

A. 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 75 lane miles of roadway, and a network of alleyways in its central neighborhoods that are reminiscent of the City's historic development pattern. 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 road network and the functional classifications of roadways are shown on **Exhibit 8.1**.

B. 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 8.1**).

Table 8.1: 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 9th & 10th 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%
5th 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.

C. 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 DMVT, 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.

D. Roadway Safety

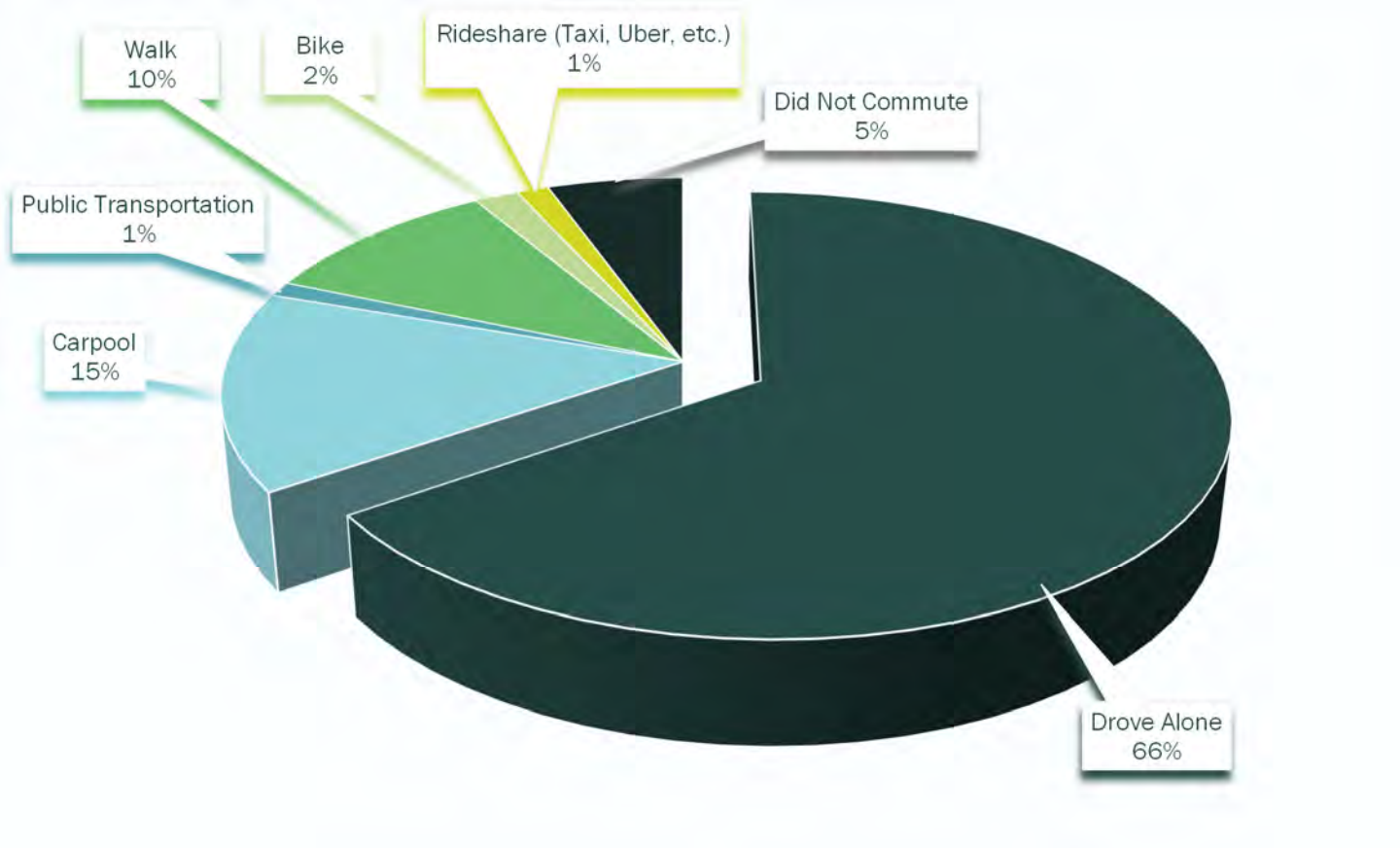
Between January 1, 2016 and December 31, 2018, there were 64 crashes reported within Livingston. One crash (1.6 percent) resulted in a serious or incapacitating injury. Another nine crashes (14 percent) resulted in minor or suspected injuries. The remaining 54 crashes (84.4 percent) did not result injuries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

E. 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 carpooled (with one or more passengers) (**Figure 8.1**). 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). Commuting types in Livingston differ greatly from U.S. averages in which 76 percent of commuters reported driving alone, nine percent reported carpooling, five percent reported taking public transportation, three percent reported walking, and less than one percent reported bicycling.

Figure 8.1: Reported Commute Types in Livingston



Source: U.S. Census Bureau, 2018 ACS

F. 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.

G. 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 6:15 pm, 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.

H. 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. However, some neighborhoods have incomplete sidewalk networks, and others lack sidewalks entirely. 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**).

I. 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).

J. 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).

K. 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).

Exhibit 8.1: Road Network

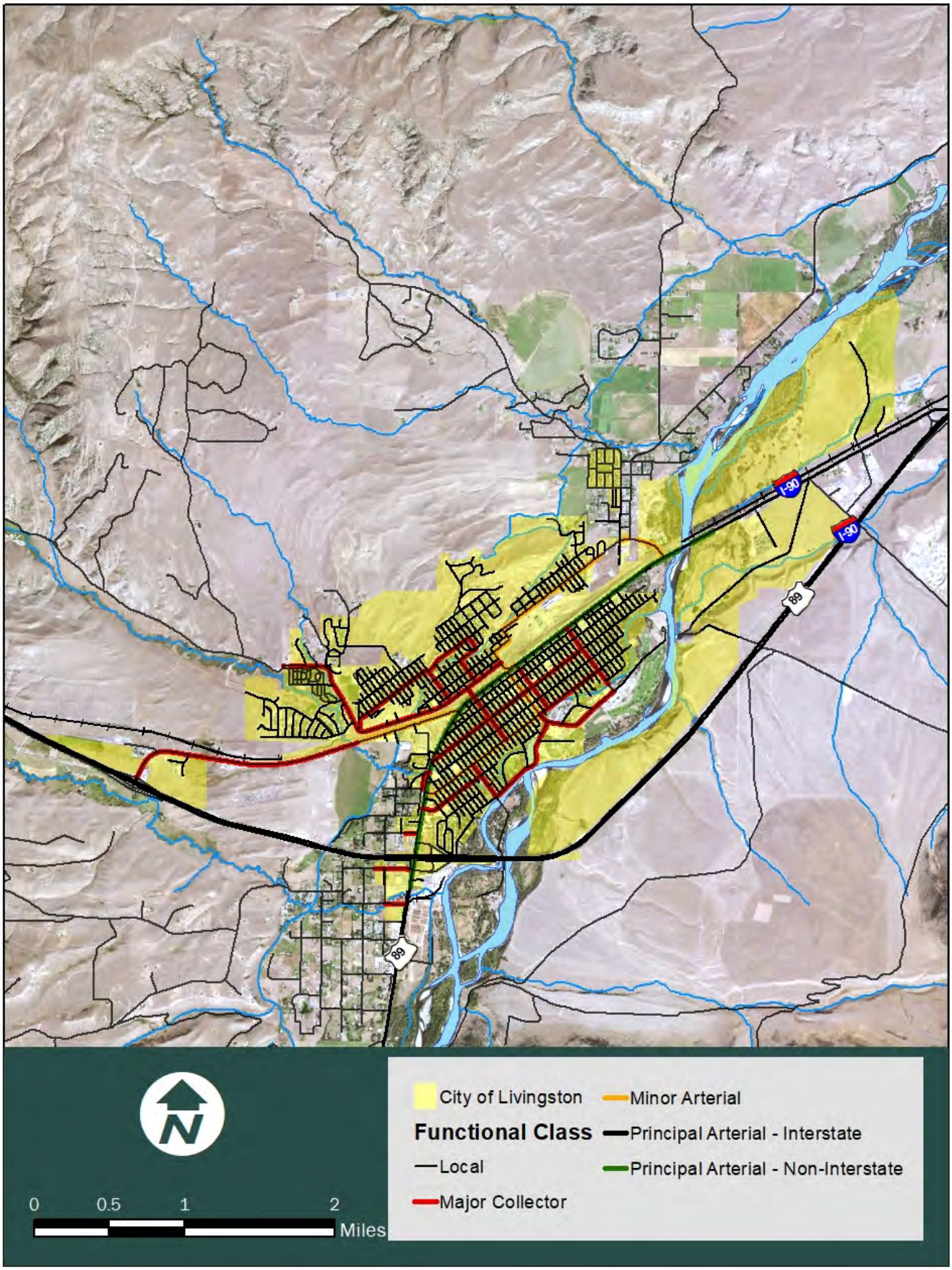


Exhibit 8.2: Transportation Choices

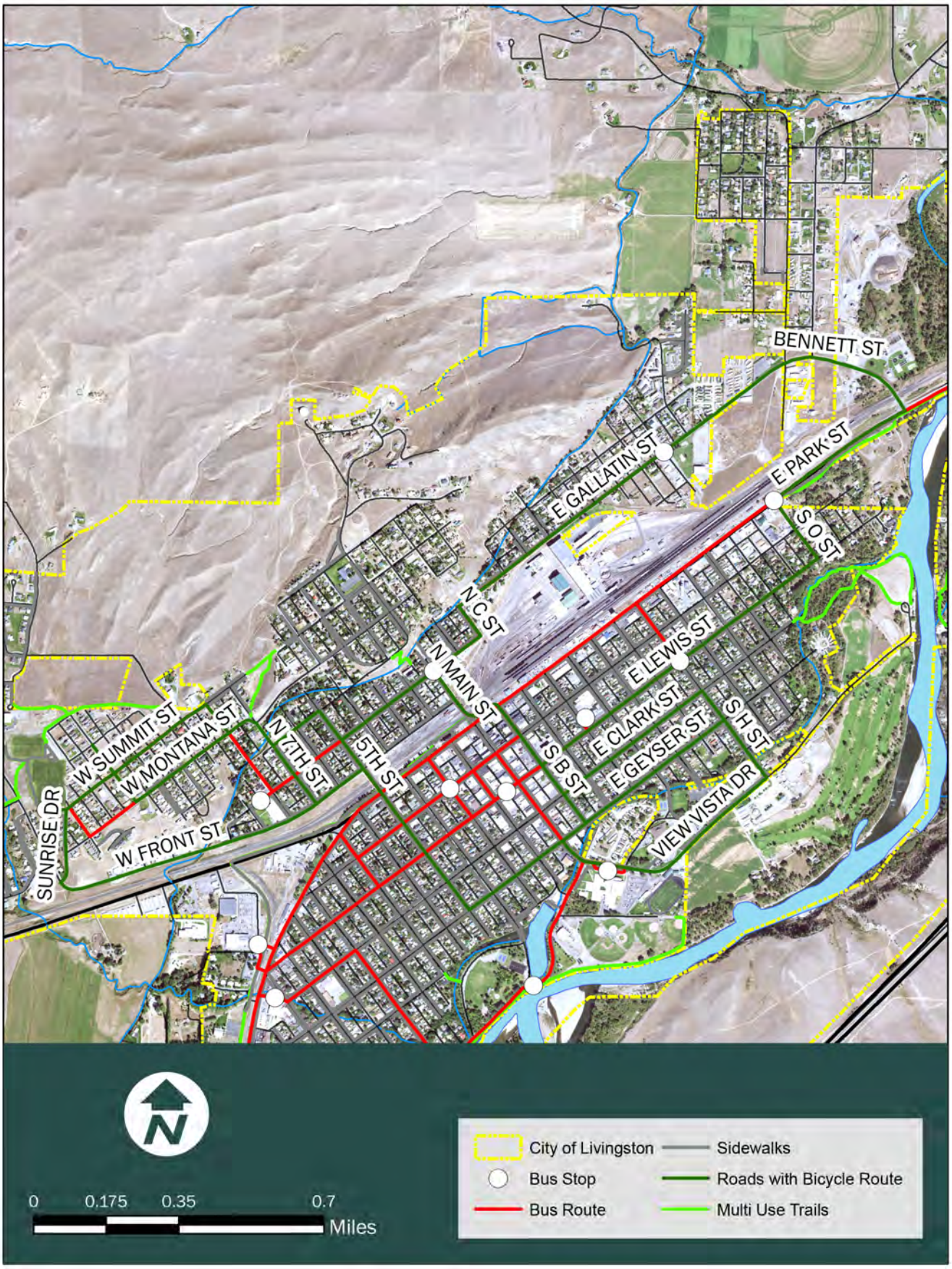
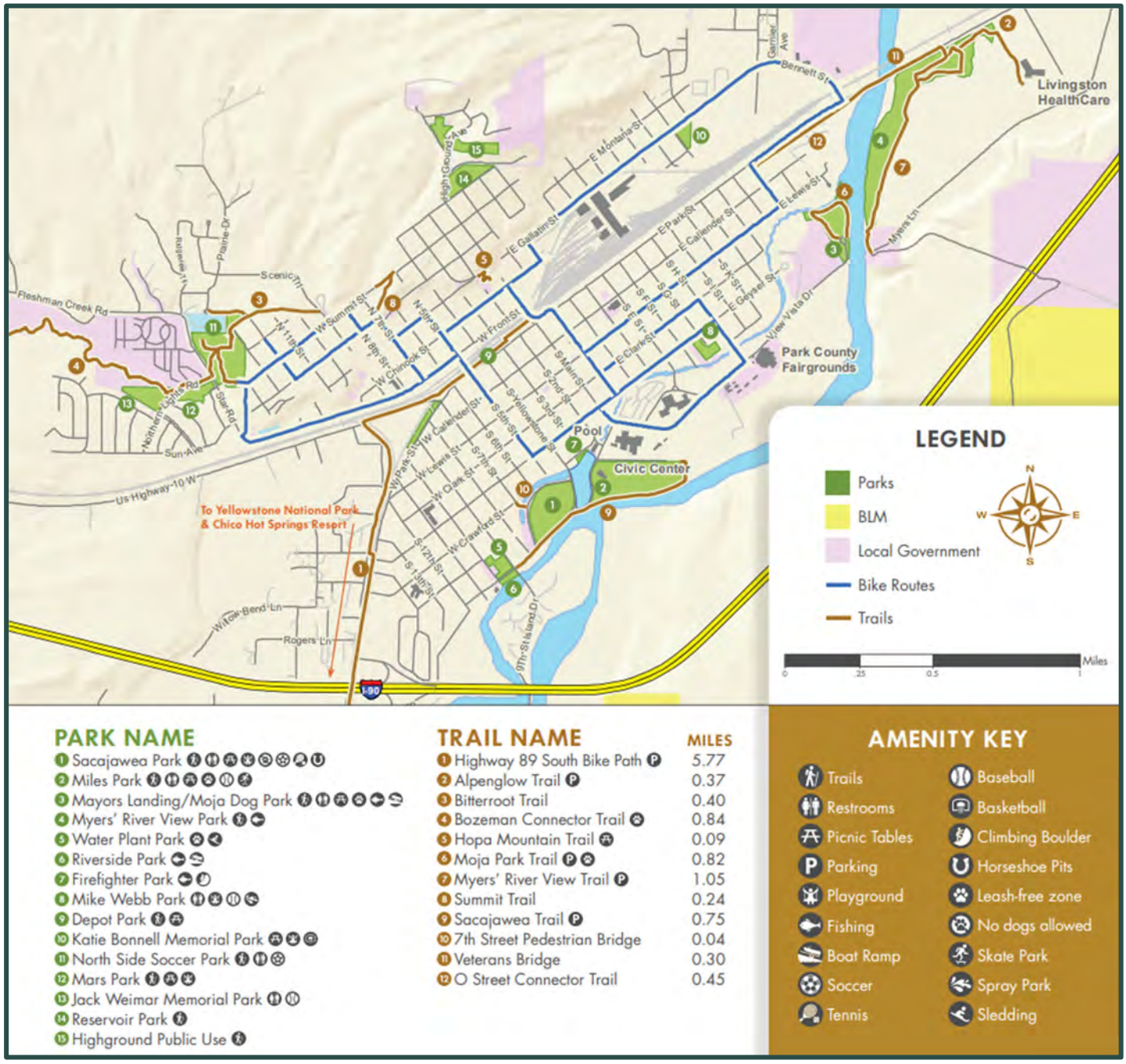


Exhibit 8.3: Parks and Trails



Source: City of Livingston, 2020

Goals, Objectives & Strategies for Growth

Goal 8.1: Improve pedestrian and bicycle safety within the City.

Objective 8.1.1: Ensure trail and sidewalk connectivity within and around the City.

Strategy 8.1.1.1: Adopt an ordinance requiring sidewalks on new developments within City limits.

Strategy 8.1.1.2: Evaluate the creation of a matching fund to assist local property owners to rehabilitate existing sidewalks, as needed.

Strategy 8.1.1.3: Explore the creation of a special improvement district (SID) to fill gaps in the existing sidewalk infrastructure.

Strategy 8.1.1.4: Create a process to explore connectivity between City trails and parks to the larger outlying trails network.

Strategy 8.1.1.5: Consider installing outlets for pedestrians and bicyclists in cul-de-sacs and dead-end streets.

Strategy 8.1.1.6: Implement the recommendations made in the active transportation plan of the City.

Objective 8.1.2: Make streets safe for all modes of transportation when planning for future developments and rehabilitation of existing transportation infrastructure.

Strategy 8.1.2.1: Explore developing roadway standards that accommodate bike/auto/pedestrian and transit.

Strategy 8.1.2.2: Identify primary pedestrian and bicycle corridors and conduct walk/bike audits along identified corridors to determine necessary upgrades.

Strategy 8.1.2.3: Conduct walk and bike audits to assess ADA accessibility throughout the City, including within the City parks and trails system.

Objective 8.1.3: Develop a Safe Routes to School Travel Plan for the City.

Strategy 8.1.3.1: Partner with the Montana Department of Transportation, regional, and local partners to develop a Safe Routes to School plan for the City's schools.

Objective 8.1.4: Review & update the land use plan to reflect the ability of the transportation system to maintain an acceptable level of mobility.

Strategy 8.1.4.1: Update the Future Land Use Map based on future transportation improvements.

Goal 8.2: Create a complete and well-maintained transportation network within the City.

Objective 8.2.1: Improve traffic flow to the north side of the City in accordance with the Future Land Use Map of this Growth Policy.

Strategy 8.2.1.1: Provide safe and accessible crossings for pedestrians and bicyclists across railroad tracks.

Objective 8.2.2: Develop additional grade-separated crossings to serve areas of planned growth.

Strategy 8.2.2.1: Pursue state and federal transportation funding sources to develop safe, grade-separated facilities to cross over railroad tracks.

Strategy 8.2.2.2: Partner with Montana Rail Link to determine when railroad maintenance is occurring in targeted crossing locations to reduce costs on all entities.

Strategy 8.2.2.3: Reevaluate and amend the 2017 Northside Transportation Plan in relation to the updated Future Land Use Map of this Growth Policy.

Objective 8.2.3: Require road and multi-use trail and/or sidewalk connections to existing and future developments.

Strategy 8.2.3.1: Ensure zoning ordinance and subdivision regulations require multi-use trail and/or sidewalk connections to existing and future development.

Strategy 8.2.3.2: Require that right-of-way is dedicated to the City during the subdivision review approval process.

Objective 8.2.4: Ensure that bicycle, pedestrian, and trail connectivity is evaluated in all requests for modification or abandonment of public rights-of-way or access easements.

Strategy 8.2.4.1: Update related policies or codified processes to reflect this evaluation effort.

Objective 8.2.5: Develop financing mechanisms that will encourage federal, state, and private sector investment.

Strategy 8.2.5.1: Evaluate the effectiveness of developing a Joint Economic Development District (JEDD) with the County.

Strategy 8.2.5.2: Evaluate the effectiveness of using a Special Improvement District (SID) to improve unpaved streets.

Objective 8.2.6: Support the Big Sky Passenger Rail Authority (BSPRA) in bringing passenger rail back to Livingston.

Strategy 8.2.6.1: Support the BSPRA in seeking private, state, and federal funding.

Strategy 8.2.6.2: Ensure any future passenger rail service stops in Livingston.

Objective 8.2.7: Prioritize existing roadways and utility infrastructure to ensure connectivity and avoid leapfrog development.

Strategy 8.2.7.1: Prioritize roadway construction or improvements in areas that have been dedicated as mixed use or higher density in the Growth Policy.

Strategy 8.2.7.2: Ensure that all transportation modes are provided for when constructing new roadways, including: sidewalks, bikeways, and vehicular and public transit rights-of-way.

Strategy 8.2.7.3: Carefully assess the induced demand impacts of transportation improvements, providing these improvements strategically for intended growth, not in response to development that is out-of-step with the goals of the Growth Policy.

Objective 8.2.8: Provide safe roads for people and wildlife.

Strategy 8.2.8.1: Partner with the Montana Department of Transportation and other agencies to reduce the risk of wildlife-vehicle collisions in and around Livingston.

Objective 8.2.9: Mitigate road closure and construction impacts on traffic congestion.

Strategy 8.2.9.1: Explore alternatives to congestion on Park Street when I-90 is closed, and continue to work with Montana Department of Transportation.

Refer to the **Infrastructure Management Strategy** (**p.116**) for more information on achieving specific strategies that relate to infrastructure.

9 | Public Facilities

Introduction

The City and its partners offer a variety of utilities and other public facilities – such as parks – to the community. While some utilities have ample capacity and coverage areas to serve the current population and businesses, others are not as comprehensively distributed and utilized.

The following profile describes the utilities available within the City of Livingston, and existing efforts to study their capacity and meet the needs of the community. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on public facilities in the ETJ can be found in **Appendix A: Extra-Territorial Jurisdiction Plan**.

Profile

A. 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 50 miles of gravity mains and six lift stations with associated force mains. The City has been working to replace aging sanitary mains over the past decade. Recent capital improvement projects (CIP) regarding the City's sanitary system are summarized in **Table 9.1**.

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 capacity. 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. The sewer collection preliminary engineering report anticipates an annual growth rate of 2.6 percent to use as a planning figure for increase in sanitary flows, 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 growth along West Park Street. The anticipated increased flows are expected to exceed the design capacity of the Centennial lift station. Worst case growth rates are used to ensure sewer capacity for the residents of the community. Conservative growth estimates for sanitary flow could lead to catastrophic failure of the sewer collection system.

Table 9.1: Sanitary Sewer Capital Improvement Projects

Year	Description
2011	Sanitary Sewer Replacement ▸ 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 ▸ 9th-10th Street Alley near Geyser Street ▸ G-H Street Alley, near Park Street ▸ M-N Street Alley, near Lewis Street

Year	Description
	▸ 2nd-3rd Street Alley, near Summit Street ▸ 3rd-Yellowstone Street Alley, near Summit Street
2015	Sanitary Sewer Replacement ▸ Main Street-B Street Alley, Callendar Street to Geyser Street
2018	Sanitary Sewer Replacement-Downtown CIP ▸ Main Street, Callendar Street to Lewis Street
2019	Sanitary Sewer Replacement-Downtown CIP ▸ 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

Over 100 properties in the City utilize septic systems. They are mostly located in the southern half and north-eastern corner of the City, with a concentration in the Green Acres, southeastern, and Fleshman Creek neighborhoods.

B. Water Supply

Public Water Supply

The City of Livingston provides water service to residents within and outside the City limits. **Exhibit 9.1** shows the extent of current water service. This information is also available on the City's website as an Interactive Online Map.

The municipal water system for the City of Livingston was originally 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 or owned by the City.

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 the potential for contamination of two wells as a result of fuels and solvents used in nearby railroad activities. These two wells were abandoned, and BNSF 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 one-million-gallon reservoir constructed in 1949, a two-million-gallon reservoir constructed in 1975, and a 90,000-gallon reservoir constructed in the late 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

Year	Project
1981	Well Improvements
1987	Clarence Street Well Overhaul
1992	Billlman Well and Clinic Well (replacement of abandoned 'L' and 'Q' Wells)
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 analyzed and provided recommended improvements to the water system for the next 20 years.

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. The City has a permitted pumping capacity of 4,040 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. West Underpass Crossing Loop $ 3,000,000
2. Hospital Crossing Loop $ 2,800,000
3. 1 MG Tank Isolation Valve Project $ 246,000
4. Bennett Street Loop Connection $ 360,000
5. New Municipal Groundwater Well #7 (Hospital) $ 1,500,000
6. 6th Street 6" Main Railroad Crossing Replacement $ 250,000
7. Green Acres Subdivision Connection $ 445,000
8. Replace 4" Mains $ 10,700,000
9. Replace 6" Mains $ 29,500,000

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 are required to be implemented, can be useful to planning for the growth of Livingston, and will be considered in the recommendations for the Growth Policy.

C. 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 Strom Drainage Study assessed the existing drainage systems throughout the City for their capacity and problem areas and causes of flooding. The City prioritizes education to the public on the importance of storm water management.

The main conclusion of the study was that updates to the storm sewer network are needed to adhere to MS4 requirements. The City is currently exploring the option of creating a stormwater utility to fund stormwater projects. 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.

D. 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 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 completed a Parks and Trails Master Plan in 2010. The Plan assessed the park space within the City and determined that it serves the community's needs. 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.59).

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	Size
Sacajawea Park	15 Acres
Miles Park Lagoon	7.4 Acres
Miles Park Athletic Complex	16.5 Acres
Water Plant/Riverside Park	2.2 Acres
Mars Park	3.5 Acres
Katie Bonnell Memorial Park	1.9 Acres
Mike Webb Park	2.4 Acres
Reservoir Park	5.5 Acres
Highground Public Use Area	2.5 Acres
Green Acres Park	3 Acres
Depot Park	2.6 Acres
North Side Park	18.8 Acres
Jack Weimer Memorial Park	5.9 Acres
Moja Park	35 Acres
Bozeman Park	0.06 Acres

E. 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 north-western area of the City, 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

Several public buildings, including the Water Reclamation Facility, new City Hall, Park High School. Livingston Public Library, and Yellowstone Gateway Museum, and over 50 local residences in Livingston utilize on-site solar power.

Figure 9.1: Park Electric Cooperative

Source: Park Electric Cooperative Facebook

F. 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 the "green can" program for the curbside collection of yard waste. The City also maintains a compost pile consisting of digested sludge and wood waste. Park County 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.

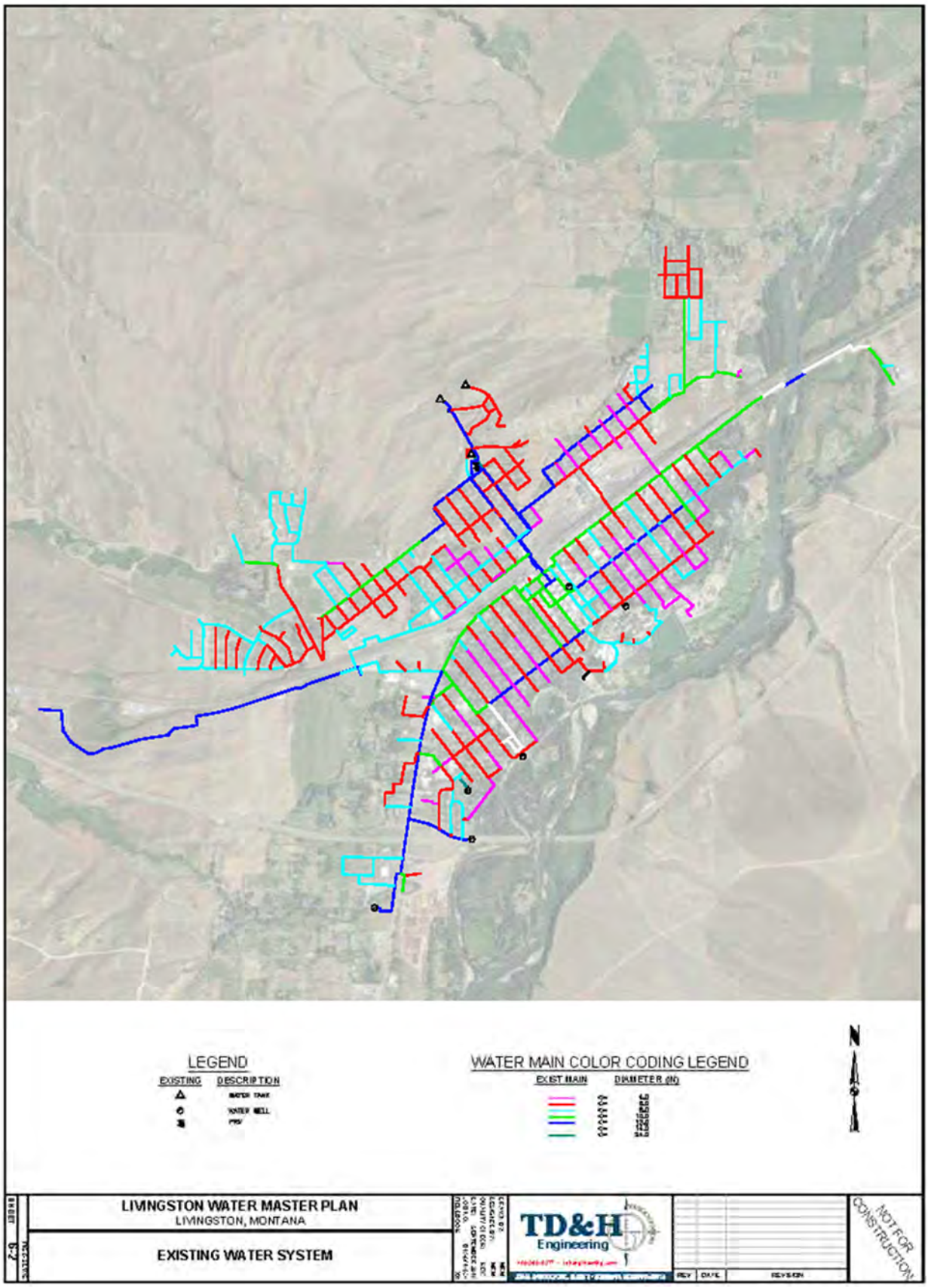
The Solid Waste Fund for Livingston is an enterprise fund with three major revenue sources: residential charges, user fees for commercial stops, and over the scale disposal. Residential garbage and green can fees are set amounts paid each month. Commercial garbage fees are assessed by weight per stop, and also must be paid monthly. Over the scale fees are assessed by weight and are paid at the scale facility.

G. Broadband Services

According to the 2019 Federal Communications Commission (FCC) data, properties within the City have access to cable, ADSL, and satellite broadband networks, and limited access to fiber networks. Speeds generally range between 2-940 Mbps down and 1.3-100 Mbps up. Please note that it is important to check FCC and provider websites for current service offerings as companies continuously upgrade their networks and offerings.

While most households within the City have access to 100 mbps download speeds, 250 mbps download speeds are beginning to be 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, has limited fiber access in the residential and commercial areas. 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. It is also important to recognize that high speed internet access is not readily available in the outskirts of the City and surrounding areas.

Exhibit 9.1: Existing Water System



Source: Livingston Water Master Plan, 2020

Goals, Objectives & Strategies for Growth

Goal 9.1: Develop infrastructure to enhance community services and improve public safety for Livingston residents.

Objective 9.1.1: Enhance information and communication connectivity in Livingston.

Strategy 9.1.1.1: Advocate for increased availability of broadband internet by collaborating with outside partners and resources.

Strategy 9.1.1.2: Conduct a Cost-Benefit Analysis to identify the most feasible solution given Livingston's topography, such as consideration of blended Fiber and the Fixed wireless technologies.

Strategy 9.1.1.3: Review codes to promote "open trench" and "dig once" policies to facilitate broadband deployment.

Objective 9.1.2: Implement technologies that improve the capacity and effectiveness of all water-based systems.

Strategy 9.1.2.1: Reduce the risk of flooding and pollution threats through proactive and innovative stormwater management programs.

Strategy 9.1.2.2: Explore the creation of a City stormwater utility.

Strategy 9.1.2.3: Encourage development of bioswales and other green solutions during road rehabilitation and other infrastructure projects.

Strategy 9.1.2.4: Ensure adequate water supply to meet current and future demand.

Strategy 9.1.2.5: Coordinate sanitary sewer replacement and wastewater system expansion with increase in growth.

Strategy 9.1.2.6: Promote water conservation strategies.

Objective 9.1.3: Develop an integrated and efficient solid waste management system.

Strategy 9.1.3.1: Conduct a community waste assessment to discover opportunities for solid waste reduction.

Strategy 9.1.3.2: Develop an internal policy and guidelines for waste reduction and recycling expansion in coordination with the County.

Strategy 9.1.3.3: Promote at-home recycling and community composting initiatives to divert waste from landfills.

Strategy 9.1.3.4: Evaluate creating a citywide compositing and curbside recycling program.

Strategy 9.1.3.5: Create a community education initiative to reduce confusion and promote effective recycling.

Strategy 9.1.3.6: Increase capacity for processing green waste to match approximate city output.

Objective 9.1.4: Prepare a reliable funding framework to ensure ongoing infrastructure improvements.

Strategy 9.1.4.1: Review existing funding sources and tools to ensure availability for improvement of existing and development of new community assets.

Strategy 9.1.4.2: Continue to secure funding sources to upgrade existing and provide new public facilities, and parks and trails.

Strategy 9.1.4.3: Consider the formation of a parks and trails maintenance district for sustainable funding of parks and trails.

Goal 9.2: Ensure adequate public parks, trails, and recreation system to support the community now and in the future.

Objective 9.2.1: Actively promote and develop, as well as maintain current, parks, trails, and outdoor recreational areas that promote Livingston's historic, natural, and cultural attributes, as outlined in the City of Livingston's Parks and Trails Master Plan.

Strategy 9.2.1.1: Identify, monitor, and protect public access to public lands and partner with others to help ensure public rights-of-ways are maintained, open, and accessible by the public.

Strategy 9.2.1.2: Seek public input and feedback on current use of the park and trails system and future capital and programing priorities.

Strategy 9.2.1.3: Review and update the current community profile and future demographic trends to ensure the level of service provided by the current network of neighborhood parks, trails and programming is adequate and equitable.

Strategy 9.2.1.4: Set a schedule to update the parks and trails map regularly to ensure accuracy and ease of use for the public.

Strategy 9.2.1.5: Encourage the continued use of public schoolyards to serve as public space while school is not in session. Work with the School District to maximize the recreational and educational benefits of schoolyards for all members of the community.

Strategy 9.2.1.6: Investigate updating the Livingston Parks and Trails Master Plan.

Objective 9.2.2: Support and promote arts and culture in the community while nurturing and attracting diverse talent.

Strategy 9.2.2.1: Advance opportunities and recognize community talent in arts, sports, and other cultural activities.

Strategy 9.2.2.2: Continue to provide public space and venues for community events and festivals.

Refer to the **Infrastructure Management Strategy** (**p.116**) for more information on achieving specific strategies that relate to infrastructure.

10 | Inter-Governmental Coordination and Collaboration

Introduction

No single government agency can fully address all the issues in the Growth Policy. Many state, county, and local agencies offer various public services and others are involved in land use, environmental, and transportation issues. Their respective activities must be coordinated to deliver efficient operations, avoid duplication of efforts, and minimize the potential for conflicts. There are already many examples of coordination, collaboration, and cooperation between agencies, including sharing information, regular meetings between public officials of agencies, and inviting comment on development proposals.

The following profile provides an overview of the history of inter-governmental coordination and collaboration efforts in which the City has been involved, as well as assumptions about future involvement in similar efforts. A set of related goals, objectives, and strategies for growth are outlined thereafter.

Profile

Livingston and Park County historically coordinated through a City-County Planning Board. A County Zoning District had been established and was managed through the Board, but ultimately became invalid after the dissolution of the Board decades ago. The City of Livingston and Park County Compact, established as an Interlocal Agreement in 2017, pursuant to Montana Code, is a current example of intergovernmental coordination between the City and County. This compact allows the City and County to cooperate with each other and "provide service and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population, and other factors influencing the needs and development of local communities." See the Compact in **Appendix D**. Additional coordination will benefit the City, the County, and their residents. Similarly, coordination efforts that extend beyond the relationship between the City and County will offer additional benefits to the region and the communities and entities therein. There are many examples of collective impact groups incorporating City and County representation; these collaborations are beneficial to the community.

The coordination of planning activities may not be sufficient to achieve shared goals. Some issues may require a joint response from multiple agencies. Agencies may partner on capital construction projects, conduct joint planning processes, or enter intergovernmental agreements on a variety of issues. Intergovernmental agreements or compacts are recognized within Montana Planning statutes as a tool for the creation of joint planning boards and other issues. These documents explicitly delineate specific obligations, agreements, and cooperative efforts between entities, and the importance of collaboration between inter-governmental agencies.

The following goals, along with their associated objectives and strategies, will ensure that successful coordination will occur between the City of Livingston and its regional partners.

Goals, Objectives & Strategies for Growth

Goal 10.1: Plan for future development within the urban/rural interface.

Objective 10.1.1: Coordinate and collaborate with Park County.

Strategy 10.1.1.1: Organize and facilitate regular communication with representatives from the County and other Jurisdictions to foster interdepartmental dialogue.

Strategy 10.1.1.2: Implement the recommendations included in the Extra-Territorial Jurisdiction Plan of the 2021 Livingston Growth Policy Update. See Appendix A.

Strategy 10.1.1.3: Explore the creation of a City-County Planning Board.

Goal 10.2: Ensure seamless provision of services and amenities to residents, businesses, and visitors within the region.

Objective 10.2.1: Coordinate and collaborate with other entities on planning, funding, and implementation of projects and programs that affect quality of life in Livingston and the surrounding region.

Strategy 10.2.1.1: Gauge interest from Park County and other local jurisdictions in developing and participating in a regional planning committee to regularly coordinate and collaborate on regional opportunities.

Strategy 10.2.1.2: Communicate and collaborate with the National Park Service, Montana Fish, Wildlife, and Parks, and the National Forest Service as needed.

Strategy 10.2.1.3: Communicate and collaborate with the Montana Department of Transportation as needed.

Strategy 10.2.1.4: Communicate and collaborate with entities responsible for providing services to people experiencing hunger and/or homelessness as needed.

Strategy 10.2.1.5: Communicate and collaborate with medical and emergency services providers as needed.

Strategy 10.2.1.6: Communicate and collaborate with local school districts as needed.

Strategy 10.2.1.7: Communicate and collaborate with residents and public stakeholders as needed.

11 | Land Use Recommendations

Introduction

This chapter includes the recommendations that resulted from review of the City's zoning ordinance and subdivision regulations and suggestions by the Zoning Commission in light of the other goals, objectives, and strategies of the other topics addressed in the Growth Policy Update.

The following sections provide detailed recommendations on how to address future land use needs via updates to ordinances and regulations, and the Future Land Use Map.

Zoning Ordinance

A. Article II

- All definitions should be updated to meet the intent of the zoning code, recommendations of the Growth Policy and compliance with state, county, and local laws.

B. Remove zoning map from ordinance; replace with reference to "adopted zoning map" by City Commission.

C. Move "Site plans review" from Article VII. Development Review Fees, Sec. 2-110" to Chapter 30 – Zoning.

D. Article III-V

- Investigate updating zoning to promote affordable or employee or workforce housing. (general)
- Investigate updating zoning to discourage food deserts. (general)
- Investigate updating zoning to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse gas emissions, water use reduction, solid waste reduction, reuse of current resources, and coordination of project work to reduce disruption and waste. (general)
- Investigate updating zoning to include a neighborhood scale mixed use zoning district. (general)
- Investigate updating landscaping requirements to minimize irrigation, fire danger, and urban heat island effect. (general)
- Investigate requiring drought- and fire-resistant native plantings for all landscaping. (general)
- Investigate creating a (Conditional Use Permit) CUP process. (general)
- Investigate implementing commercial ("big box") design standards. (general)
- Investigate implementing building design standards. (general)
- Investigate regulation of short-term rental properties. (general)
- Ensure zoning district definitions, language and terms are used throughout (sec 30.30).
- Investigate height restrictions in the Central Business District (sec 30.30).
- Update list of uses (table 30.40).
- Make sure list of uses are defined (table 30.40).
- Update residential density requirements per Growth Policy recommendations (table 30.41).
- Update commercial density requirements per Growth Policy recommendations (table 30.42).
- Perform review of sign standards to meet the intent of the zoning code, recommendations of the Growth Policy and compliance with state, county and local laws including but not limited to Reed v. Town of Gilbert (sec 30.50).
- Evaluate the role of the Building Official for enforcing the sign ordinance (sec 30.50 C 8).
- Investigate the reduction of parking space requirements to promote pedestrian friendly development and environmentally sensitive parking areas (sec 30.51 table 30.51 J).

- Urban farming is becoming a sustainable practice for homeowners. Ensure existing language is adequate for homeowners to become more sustainable (sec 30.53).
- Remove the maximum buffer (sec 30.59 D 3 a) to allow for larger buffer if warranted.
- Ensure alignment with Dark Sky lighting standards and City Code of Ordinance Chapter 18 - Night Sky Protection Act (sec 30.59 E).
- Evaluate role of Building Official and Zoning Coordinator as each pertains to the enforcement and administration of the zoning ordinance (sec 30.80).
- Ensure all fees are included and cover staff and City resource costs to process each application (sec 30.93).

Subdivision Regulations

A. Recommendations:

- Carefully evaluate transportation impacts of greenfield development as part of the development review process. (general)
- Require sidewalks, and trail connections where possible, with new subdivisions. (general)
- Create Public Works Infrastructure Design Standards to incorporate into the Subdivision Regulations. (general)
- Explore requiring boulevard tree plantings with all subdivisions. (general)
- Explore watercourse and wetland setbacks. (general)
- Require a flood study if proposed development is to be located within a 100-year floodplain. (general)
- Investigate updating subdivision regulations to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse gas emissions, water use reduction, solid waste reduction, reuse of current resources, and coordination of project work to reduce disruption and waste. (general)
- Update regulations to add language from the Subdivision and Platting Act. (general)
- Include definitions within document (page v).
- All definitions should be updated to meet the intent of the zoning code, subdivision regulations, recommendations of the Growth Policy and compliance with state, county, and local laws. (page v).
- Ensure references to MCA and MSPA are up to date (entire document).
- Procedure should be reviewed by staff and legal counsel to ensure proper administration of regulations (III-A, III-B, III-C, III-D, IV-A, IV-B, V).
- Consider removing professional land surveyor (VI-A-5) and have all plans certified by a professional engineer.
- Prohibit cul-de-sacs in subdivision development (VI-A-8 iii).
- Require gridded street networks that promote active transportation (VI-A-8 iii).
- Consider requiring a tree preservation ordinance to regulate the preservation of desirable trees (VI-A-8 b v).
- Street light electric bill should be the responsibility of the homeowner's association (VI-A-8 b vi).
- An engineer should review Table 1 to consider reducing the impact streets have on water runoff and other environmental and fiscal considerations (VI-A-8 b Table 1).
- Table 1 should be updated to meet more modern street sections and give sections for different types of street (arterial, collector, local). (VI-A-8 b Table 1)
- Explore working with Public Works Department to create city-wide transportation standards for all development. (general)
- The City should strengthen the drainage facilities requirements (VI-A-9). This is often a source of water pollution both during and after construction of the development.
- Evaluate utilizing underground stormwater drainage systems rather than allowing surface gutters along curbs and through intersections for new developments. (general)
- Often developers choose to pay the City for park land dedication. The City often loses green space and other scenic views. Consider requiring park land dedication first and payment in-lieu-of park land as a second option approved by City Commission (VI-A-16).

- Consider adopting a ridgeline or viewshed ordinance. (general)
- Communities often shy away from mobile homes. Review to make sure this is acceptable to the City Commission (VII).
- Ensure all fees are included and cover staff and City resource costs to process each application (X-A).
- The City should strengthen the variance section found in X-B-3. This seems simple for an often-complex issue.
- Add language on evaluation of subdivisions as proposed below.

B. Evaluation of Subdivision

The City of Livingston has adopted subdivision regulations in accordance with state law and in accordance with the growth Policy. The objectives of subdivision regulations are met through the subdivision review process. subdivisions are proposed as either minor (5 or fewer lots) or major subdivisions (6 or more lots). the state also allows land division to occur through exemptions to subdivision in accordance with MCA 76-3, Part 2 Miscellaneous exemptions.

A subdivision proposal must undergo review for several primary criteria except when the City Commission has established an exemption. The potential exemptions statutorily set forth by cross reference in subsection 76-3-608(3) MCA are:

- (1) 76-3-608(6) MCA;
- (2) 76-3-509 MCA - local option cluster development regulations and exemptions authorized;
- (3) 76-3-609(2) MCA - review procedure for minor subdivisions-determination of sufficiency of application-governing body to adopt regulations;
- (4) 76-3-609(4) MCA - review procedure for minor subdivisions determination of sufficiency of application governing body to adopt regulations; and,
- (5) 76-3-616 MCA - exemptions for certain subdivisions.

When a subdivision is proposed that is not utilizing the above referenced exemptions the City Commission reviews a preliminary plat to determine whether it conforms to the subdivision regulations, including review for impact on agriculture, agricultural water user facilities, local services, the natural environment, wildlife, wildlife habitat, and public health and safety. The primary review criteria are defined below.

Table 11.1: Review Criteria Definitions

Term	Definition
Agriculture	Agriculture is defined as the use of the land for growing, raising, or marketing of plants or animals to produce food, feed, and fiber commodities. Examples of agricultural activities include, but are not limited to, cultivation and tillage of the soil; dairying; growing and harvesting of agricultural or horticultural commodities; and the raising of livestock, bees, fur-bearing animals, or poultry. Agriculture does not include gardening for personal use, keeping of house pets, kenneling, or landscaping for aesthetic purposes. Agricultural land includes land used for agriculture or having a soil type defined by the Natural Resources Conservation service as having agricultural importance, including prime farmland, farmland of statewide importance, and farmland of local importance.
Agricultural Water User Facilities	Agricultural water user facilities are defined as those facilities that provide water for irrigation or stock watering to agricultural lands for the production of agricultural products. these facilities include, but are not limited to, ditches, head gates, pipes, and other water conveying facilities.
Local Services	Local services are defined as any and all services that local governments, public or private utilities are authorized to provide for the benefit of its citizens including but not limited to law enforcement, fire, emergency, water, wastewater, solid waste, and public health services, as well as schools busing and roads.

Natural Environment	The natural environment is defined as the physical conditions that exist within a given area, including land, air, water, mineral, flora, fauna, sound, light, and objects of historic and aesthetic significance.
Wildlife	Wildlife is defined as animals that are not domesticated or tame.
Wildlife Habitat	Wildlife habitat is defined as a place or area where wildlife naturally lives or travels.
Public Health and Safety	Public health and safety is defined as the prevailing healthful, sanitary condition of wellbeing for the community at large. The governing body may require the sub-divider to design the subdivision to reasonably minimize potentially significant adverse impacts identified through the evaluation of a subdivision proposal against the primary review criteria. when requiring mitigation, a governing body may not unreasonably restrict a landowner's ability to develop land, but it is recognized that in some instances the unmitigated impacts of a proposed development may be unacceptable and will preclude approval of the subdivision (MCA 76-3-608 (5)).

Review Criteria

Impacts to agriculture, agricultural water user facilities, local services, the natural environment, wildlife, wildlife habitat, and public health and safety will be evaluated based on a consideration of the types of factors listed below. This list is illustrative and not all-inclusive. All of the factors may not apply to all subdivisions. Because the presence and value of resources varies across the City, neighborhood plans may include other or more specific evaluation factors.

Evaluation of subdivision proposals against these criteria requires an assessment of how the public interest is best served. the relative value of each criterion and the significance of potential impacts to it will be weighed in the context of goals and objectives as expressed in the Growth Policy.

Table 11.2: Review Criteria

Term	Definition
Agriculture	▸ Agricultural soils defined as having prime, statewide, or local importance by the Natural Resources Conservation service ▸ Agricultural productivity ▸ Agricultural land use
Agricultural Water User Facilities	▸ Access for maintenance, including physical access or easements ▸ Water movement such as bridges, culverts, or crossings ▸ Availability of water for agricultural water users
Local Services	▸ Levels of services ▸ Proximity of services ▸ Cost of services ▸ Timing of services in relation to development
Natural Environment	▸ Riparian or wetland areas ▸ Vegetation cover or type ▸ Infestation of noxious weeds ▸ Unique or significant habitats ▸ Surface water quality ▸ Groundwater sources ▸ Stream bank stability ▸ Potential for bank erosion ▸ Open space/scenic resources ▸ Objects of historic or cultural significance ▸ (see also wildlife, wildlife Habitat, and Public Health and safety)

Term	Definition
Wildlife	▸ Species protected by the endangered species Act or of special interest or concern to the state of Montana (direct or indirect impacts) ▸ Potential for human/wildlife conflicts
Wildlife Habitat	▸ Wildlife habitat, including nesting sites, winter range, travel corridors, and forage ▸ Water quantity or quality for fish ▸ Nearby conservation easements or designated critical habitat
Public Health and Safety	▸ Flooding hazards for the subject or adjacent properties ▸ Potential for high groundwater ▸ Presence of geologic hazards, such as seismic zones, swelling soils, subsidence, improper drainage, steep slopes, adverse geological formations or topography, potential for snow avalanches, rock falls, or land slides ▸ Air quality ▸ drinking water quality ▸ Potential for toxic or hazardous waste exposure ▸ Presence of high voltage power lines ▸ Presence of high-pressure gas lines ▸ Air or vehicular traffic hazards or congestion ▸ Provision of emergency services, including access and response time ▸ Residential development in wildland Urban Interface areas (fire prone areas) ▸ High potential for wildfire ▸ Other features which will be harmful to the health, safety, and/or welfare of the present or future inhabitants of the subdivision or its environs ▸ Open space and parks ▸ Active transportation ▸ Orderliness of pattern and pace of development ▸ Compatibility of development with built and natural environment ▸ Contribution to goals for housing, infrastructure, economic development, and resource conservation ▸ Preservation of community character

Approval Process

Public hearings are held by the governing body. Public hearings for subdivisions are conducted in accordance with all applicable statutory requirements and procedures outlined in the *City of Livingston Subdivision Regulations*. The basis for the governing body's decision to approve, conditionally approve, or deny a subdivision is whether the subdivision application, preliminary plat, applicable environmental assessment, public hearing, Planning Board recommendations, or additional information demonstrates that development of the subdivision meets the requirements of state law and local regulation (MCA 76-3-608).

Denial or a conditional approval of a subdivision cannot be based solely on conformance with the Growth Policy. Additionally, a governing body may not deny approval of a proposed subdivision based solely on the subdivision's impact on educational services or based solely on parcels within the subdivision having been designated as wildland urban interface parcels.

PUD, Planned Unit Development Overlay

Planned Unit Development (PUD) applications are for those subdivision projects that require additional flexibility from subdivision design standards and zoning ordinance requirements, allowing for additional creativity in design of a subdivision project. In exchange for the added flexibility, the PUD must provide for additional community benefit over a standard development. Projects that may benefit from PUD regulations include enhancement or protection of natural areas, traditional urban development, mixed-use developments, affordable housing, and other projects that might be constrained by site-specific conditions.

Recommendations

1. As a first step toward codifying a Planned Unit Development Overlay, investigate PUDs to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse-gas emissions, water use reduction, solid waste reduction, reuse of current resources, and coordination of project work to reduce disruption and waste.
2. Adapt the following example code language and structure to Livingston's codified ordinances.

A. Purpose

General

The PUD, Planned Unit Development Overlay district is intended to accommodate development that may be difficult if not impossible to carry out under otherwise applicable zoning district standards. Examples of the types of development that may benefit from the PUD overlay district include the following:

- **Enhanced Protection of Natural Resource Areas**: Developments that offer enhanced protection of natural resources and sensitive environmental features, including streams, water bodies, floodplains, wetlands, steep slopes, woodlands, wildlife habitats and native plant communities.
- **Traditional Urban Development**: Developments characterized by parcel configurations, street patterns, streetscapes, and neighborhood amenities commonly found in urban neighborhoods platted or otherwise created before the 1950s.
- **Mixed-use Development**: Developments that contain a complementary mix of residential and non-residential uses.
- **Affordable Housing**: Developments in which at least 20 percent of the total number of dwelling units are affordable to households earning 80 percent or less of the median income, as determined by the U.S. Department of Housing and Urban Development (HUD).

B. Objectives

Different types of PUDs will promote different planning goals. In general, however, PUDs are intended to promote the following objectives:

- Implementation of and consistency with the City's adopted plans and policies;
- Flexibility and creativity in responding to changing social, economic and market conditions allowing greater public benefits than could be achieved using conventional zoning and development regulations;
- Efficient and economical provision of public facilities and services;
- Communities that provide economic opportunity and environmental and social equity for residents;
- Variety in housing types and sizes to accommodate households of all ages, sizes, incomes, and lifestyle choices;
- Compact, mixed-use development patterns where residential, commercial, civic, and open spaces are located in close proximity to one another;
- A coordinated transportation system that includes an inter-connected hierarchy of facilities for pedestrians, bicycles, and vehicles;
- Compatibility of buildings and other improvements as determined by their arrangement, massing, form, character, and landscaping;

- The incorporation of open space amenities and natural resource features into the development design;
- Low-impact development (LID) practices; and
- Attractive, high-quality landscaping, lighting, architecture, and signage that reflect the unique character of the development.

C. Unified Control

No application for PUD zoning approval will be accepted or approved unless all of the property included in the application is under unified ownership or a single entity's control.

D. Procedure

PUDs must be reviewed and approved in accordance with the procedures of Section I.

E. Zoning Map

Approved PUDs must be identified on the zoning map by appending the map symbol "/PUD" as a suffix to the base zoning district classification, as in "R80/PUD."

F. Developer's Statement of Intent

Each PUD application must include a written explanation from the applicant describing the community benefits of the proposed development and how the proposed development provides greater benefits to the City than would a development carried out in accordance with otherwise applicable zoning ordinance standards. The statement must also include a comparison of the proposed development with the standards of the base zoning district and the submittal information necessary for a Preliminary Development Plan (see Section X).

G. Approval Criteria

A PUD overlay zoning district may be approved only when the City Commission determines that the proposed PUD would result in a greater benefit to the City as a whole than would development under conventional zoning district regulations. Such greater benefit may include implementation of adopted planning policies, natural resource preservation, urban design, neighborhood/community amenities or an overall level of development quality.

H. Standards Eligible for Modification

Unless otherwise expressly approved by the City Commission as part of the PUD approval process, PUDs are subject to all applicable standards of this zoning ordinance. The City Commission is authorized to approve PUDs that deviate from strict compliance with specified standards if they determine that the resulting development satisfies the approval criteria of Section X.

Allowed Uses

A list of uses to be allowed in a PUD must be approved as part of the PUD approval process. Regardless of the underlying zoning, the City Commission may approve a mix of use types within a PUD as a means of accommodating mixed-use developments and developments with a broader range of housing types and affordable housing options than allowed by the underlying zoning district.

Parcel Size

Minimum parcel area and width standards of the base zoning district may be reduced as part of the PUD approval, provided that parcel sizes are adequate to safely accommodate all proposed buildings and site features.

Residential Density
The maximum allowable residential density of the base zoning district may be increased if the City Commission determines that such an increase is warranted to support the public benefit likely to result from the proposed development and such density increase can be supported by existing and planned public facilities and services.

Setbacks
The minimum setback standards of the base zoning district may be reduced as part of the PUD approval.

Height
The City Commission may allow an increase in allowable building heights if it determines that such an increase is warranted to support the public benefit likely to result from the proposed development.

Parking and Loading
Off-street parking and loading requirements may be modified when the City Commission determines that modified requirements are in keeping with projected parking and loading demand of the proposed development, that other means of meeting access demand will be provided or that the requested modifications will better meet the purpose of the PUD overlay. The City engineer must review and make a recommendation on requests for modification of parking and loading requirements.

Streets
Alternatives to otherwise "standard" street cross-sections and designs may be approved when the City Commission determines that such alternative designs would better meet the purpose of the PUD overlay, while still providing a safe and efficient traffic circulation system. The City engineer and fire chief must review and make recommendations on requests for alternative street standards.

I. Planned Unit Development Procedure

Overview
PUD, Planned Unit Development overlay zoning districts are established through the approval of a zoning amendment in accordance with the zoning amendment procedures of Section X. PUD zoning amendments must be processed concurrently with a preliminary development plan application. Final development plan approval is required after approval of the zoning amendment and preliminary development plan. This section describes the required review and approval procedures for PUD preliminary and final development plans.

Preliminary and Final Development Plan Approval Required
Approval of PUD preliminary and final development plans must occur before any building permit is issued and before any development takes place in a PUD overlay district. Permits may be issued for a development phase if a preliminary development plan has been approved for the entire PUD and a final development plan has been approved for the subject phase.

Preliminary Development Plans
At the option of the applicant, the preliminary development plan may serve also as the preliminary subdivision plat if such intention is declared before the Planning Board's public hearing and if the plans include all information required for preliminary plats and preliminary development plans.

- **Description:** Each PUD application must include the following: a vicinity map showing relationships to surrounding properties, detailed information about the project, proposed and existing transportation systems within and surrounding the project, lot configurations (if applicable), proposed building groups, information about the structures including types, size and location, utility locations, architectural drawings showing the design of each structure, location of recreational space, open space, or other public areas, general landscape treatments, and description of organizational structure to address management, provision of services, and any other restrictions.
- **Preapplication Consultation**: A preapplication consultation is required before filing of a PUD preliminary development plan application, in accordance with Section X.

- **Application Filing**: Complete applications for preliminary development plan approval must be filed with appropriate personnel in Development Services while the PUD zoning amendment application is filed. Preliminary development applications may be filed only by the subject landowner or the landowner's authorized agent.
- **Review and Report—Zoning Officer**: The zoning officer must review the proposed preliminary development plan in light of the PUD overlay district provisions of Section X and the review criteria of Section X. The zoning officer must prepare a report and recommendation for the Planning Board based on the zoning officer's review.
- **Hearing and Recommendation—Planning Board**: The Planning Board must hold a public hearing on the proposed PUD zoning amendment and the preliminary development plan. Following the close of the hearing, the Planning Board must act by simple majority vote to recommend that the proposed PUD zoning amendment and preliminary development plan be approved, approved with modifications, or denied.
- **Hearing and Final Action—City** Commission: After action by the Planning Board, the City Commission must convene its own public hearing on the proposed PUD zoning amendment and preliminary development plan.
  - Following the close of the public hearing, the City Commission may act to approve the proposed PUD zoning amendment and preliminary development plan, approve the proposed PUD zoning amendment and preliminary development plan with modifications or deny the proposed PUD zoning amendment and preliminary development plan. The City Commission may also return the application to the Planning Board for further consideration, together with a written explanation of the reasons for doing so.
  - The Commission may act by a simple majority vote of those City Commission members present and voting, except when a valid protest petition has been submitted in accordance with Section X approval or approval with modifications requires a two-thirds majority vote of those City Commission members present and voting.

Review Criteria

- In reviewing and making decisions on proposed PUD rezoning and preliminary development plans, review and decision-making bodies must consider at least the following factors:
- The rezoning criteria of Section X;
- The preliminary development plan's consistency with the any adopted plans for the area;
- The preliminary development plan's consistency with the PUD district provisions of Section X; and
- The sufficiency of the terms and conditions proposed to protect the interest of the public and the residents of the PUD in the case of a plan that proposes development over a long period of time.

J. Lapse of Approval

- If the landowner fails to file an application for final development plan approval within two years of the date of preliminary development plan approval, the approval will be deemed to have lapsed and the preliminary development plan will lapse and be of no further effect.
- For projects to be developed in phases, phase limits must be shown on the preliminary development plan. Decision-making bodies may impose conditions upon the phasing plan as deemed necessary to ensure the orderly development of the subdivision, including requirements for financial guarantees ensuring construction of all required improvements.

K. Filing of Statement

- Within 30 days of approval of a preliminary development plan by the City Commission, the zoning officer must file with the office of the County Clerk and Recorder a statement that such a plan: (1) has been approved by the City Commission; (2) that the PUD preliminary development plan is applicable to certain specified legally-described land; and (3) that copies of the plan are on file in Development Services. The statement recorded with the office of the County Clerk and Recorder must also specify the nature of the plan, the proposed density or intensity of land use and other pertinent information sufficient to notify any prospective purchasers or users of the land of the existence of such a plan.
- The recorded statement must specify that the preliminary development plan will become binding upon all successors and assigns unless amended in conformance with this section. Major changes in the approved

preliminary development plan may be made only after rehearing and re-approval of the preliminary development plan.

- The landowner is responsible for all costs incurred in filing the statement.
- No final development plan application will be considered complete and ready for processing until the landowner has provided the zoning officer with a copy of the recorded statement required by this subsection. Such copy must show the date of the filing and include the signature of the County Clerk and Recorder.

L. Final Development Plans

Application Filing
Final development plan applications must be filed with Development Services after approval of and before the lapse of a preliminary development plan.

Consistency with Preliminary Development Plan; Major Changes:

- A final development plan will not be considered complete and ready for processing if all approved conditions of approval have not been met or if the final development plan constitutes a major change from the approved preliminary development plan.
- A final development plan will be considered a major change from (and therefore inconsistent with) the approved preliminary development plan if it:
  - Increases the number of dwelling units;
  - Increases the total floor area;
  - Increases the total building coverage;
  - Reduces the amount of land area set aside as open space, recreation area or natural resource conservation area;
  - Increases the height of buildings; or
  - Represents a material change to the preliminary development plan that creates a substantial adverse impact on surrounding property owners.

M. Processing of Major Changes

- If a final development plan is submitted that constitutes a major change to an approved preliminary development plan, no further processing of the final development plan may occur. The zoning officer must notify the landowner that major changes may be made only after rehearing and re-approval of the preliminary development plan, including payment of fees, all notices, and hearings.

N. Review and Action by Planning Department; Appeals

- The zoning officer must review and take action on the final development plan. The zoning officer must approve the final development plan if it complies with the approved preliminary development plan, all conditions of the preliminary development plan approval and all applicable standards of this zoning ordinance.
- If the submitted final development plan does not comply with the approved preliminary development plan, any conditions imposed on that plan or any applicable standards of this zoning ordinance, the zoning officer must disapprove the final development plan and advise the landowner in writing of the specific reason for disapproval.
- In the event that the zoning officer does not approve the final development plan, the landowner may either: (1) resubmit the final development plan to correct the plan's inconsistencies and deficiencies; or (2) within 30 days of the date of notice of disapproval, appeal the decision of the zoning officer following the same procedures as required for PUD rezoning and preliminary development plan approval.

O. Effect of Approval

- A final development plan or any part thereof that has received final approval by the zoning officer or, upon appeal, by the City Commission, must be so certified by the zoning officer, and must be filed with the office of the County Clerk and Recorder immediately upon compliance with all conditions of approval. If the landowner chooses to abandon a final development plan or portion thereof after it has been given final approval, they must notify the zoning officer.
- The filing of a final development plan with the office of the County Clerk and Recorder does not constitute the effective dedication of easements, rights-of-way, or access control, nor will the filed plan be the equivalent of or an acceptable alternative for the final platting of land prior to the issuance of building permits in the PUD.

P. Lapse of Approval

- In the event the landowner fails to commence development shown on the final development plan within two years after final approval has been granted, then such final approval will lapse and be of no further effect unless the time period is extended by the City Commission upon written application by the landowner.
- Requests for extensions must be submitted to the zoning officer before the final development plan approval expires and must be processed in accordance with the procedures for approval of a PUD preliminary development plan, including applicable filing fees (for time extension), notices and hearings.
- In the event of lapse of approval, approved PUD plans have no further effect.

Future Land Use Map

A. Introduction

Land use categories are used to identify the desired primary use for existing and future areas for development. Although general in nature, these designations will provide guidance for any changes to the more specific zoning regulations and zoning district locations and boundaries that implement the Growth Policy.

Where land is developed, proposed land uses are generally consistent with the existing uses. In some cases, however, the designation may be different from what is physically on the ground today, indicating that the City expects the current use to change. For example, a parcel that is vacant today but designated for residential use on the map would be expected to be developed with housing during the next twenty years. Similarly, a parcel that is in industrial use today but designated as mixed use on the map would be expected to redevelop with a mixture of uses, e.g., commercial and residential uses.

The Future Land Use Map is largely implemented through the City's zoning regulations. Each color-coded category on the Future Land Use Map has a corresponding set of compatible zoning districts. Many of the Future Land Use Map categories have more than one corresponding zoning district, permitting an interpretation of the map based on existing uses and local conditions.

Whereas the Future Land Use Map categories are intentionally broad, the zoning designations are more prescriptive and address qualities such as building heights, setbacks, permitted and conditional uses, allowable lot coverage, and parking requirements.

While the Future Land Use Map guides zoning, it is not the same as the Zoning Map. By definition, the Future Land Use Map is intended to be general and does not necessarily have to follow parcel boundaries. Moreover, the designation of an area with a particular Map category does not mean that the most intense zoning district consistent with that category is "automatically" permitted. That is particularly true in the residential areas, where there is a range of zoning densities within each category. In most cases, developing a property with a use that is not consistent with what is shown on the Land Use Map would require an amendment to the Growth Policy. The definitions below are intended to guide the determination of consistency. Requests to amend the Plan are subject to a public process involving the City Planning Board and City Commission.

B. Definitions

Residential

- **Very Low Density** – The Very Low-Density Residential land use designation provides for the development of large lot single family dwellings and ancillary structures. The density range is 0 to 2 dwelling units per acre.
- **Medium Density** – The Medium Residential land use designation provides for single-family detached and attached dwellings. The density range is 10 to 19 dwelling units per acre.
- **High Density** – The High Density Residential land use designation provides single family attached and multiple family dwellings. The density range is 20 to 24 dwelling units per acre.
- **Very High Density** – The Very High Density Residential land use designation provides multistory, multiple family developments. The density range is 25 or more dwelling units per acre.

Mixed Use

- **Mixed Use** – The Mixed-Use land use designation accommodates mixture of retail, office, restaurant, entertainment, cultural and residential uses.
- **Central Business District -** The Central Business District (CBD) land use designation accommodates horizontal and/or vertical retail, office, entertainment, institutional, civic, and residential uses that are integrated into the urban fabric. This designation is specifically for the downtown Livingston area.
- .

Commercial

- **Neighborhood** – Neighborhood Commercial land use designation accommodates small scale retail or offices, professional services, convenience retail and storefront retail that serve a market at a neighborhood scale.
- **Community** – Community Commercial land use designation accommodates medium to large scale wholesale, retail, lodging, offices, and service establishments typically located along major corridors that can function independent of adjoining development and/or require individual access to public rights-of-way.

Community Facilities

- **Community Facilities** – Community Facilities land use designation includes public or semi-public facilities including but not limited to: governmental offices, police and fire facilities, hospitals, education institutions, and places of worship.

Parks & Open Space

- **Natural Area/Open Space** – Natural Area/Open Space land use designation includes undeveloped lands, trails, water areas and environmentally sensitive areas. Land designated as natural area/open space is intended to remain undeveloped in the future.
- **Parks and Recreation** – Parks and Recreation land use designation includes active or passive parks such as playing fields, playgrounds, community centers, and other appropriate recreational uses.
- **Pastoral/Open Space** – Pastoral/Open Space land use designation includes generally undeveloped agricultural lands used primarily for grazing, crop production, and the production of agricultural products. Land designated as Pastoral/Open Space is intended to remain agricultural in nature in the future.

C. Future Land Use Analysis

Areas recommended for certain future land uses - residential, commercial, and industrial – on the Recommended Future Land Use Map (**Exhibits 11.1** and **11.2**) are described and explained below. The future land use recommended in the Extra-Territorial Jurisdiction Plan can been seen in **Appendix A**.

Future Residential Land Use

As reflected on the Extra-Jurisdictional Areas Facing Development Pressure Map (**Exhibit 3.4**), 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 adjacent infill 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. A proposed residential development east of Printing for Less fell through but the land is still available for a housing development.

Market forces will likely result in the development - or redevelopment - of some of these areas. 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.

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 11.1: Businesses in the City of Livingston

Source: Burton Planning Services

Catalytic Projects

The Northwest Railroad Crossing and projects identified in the Northside Livingston Transportation Plan, such as the proposed interchange, 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. It's important to note that the interchange project is not yet funded.

The recommended Future Land Use Map (**Exhibit 11.1**) is on the following page, and a larger scale version of the recommended Future Land Use Map (**Exhibit 11.2**) follows to show more detail in downtown and the adjacent areas.

Exhibit 11.1: Recommended Future Land Use Map

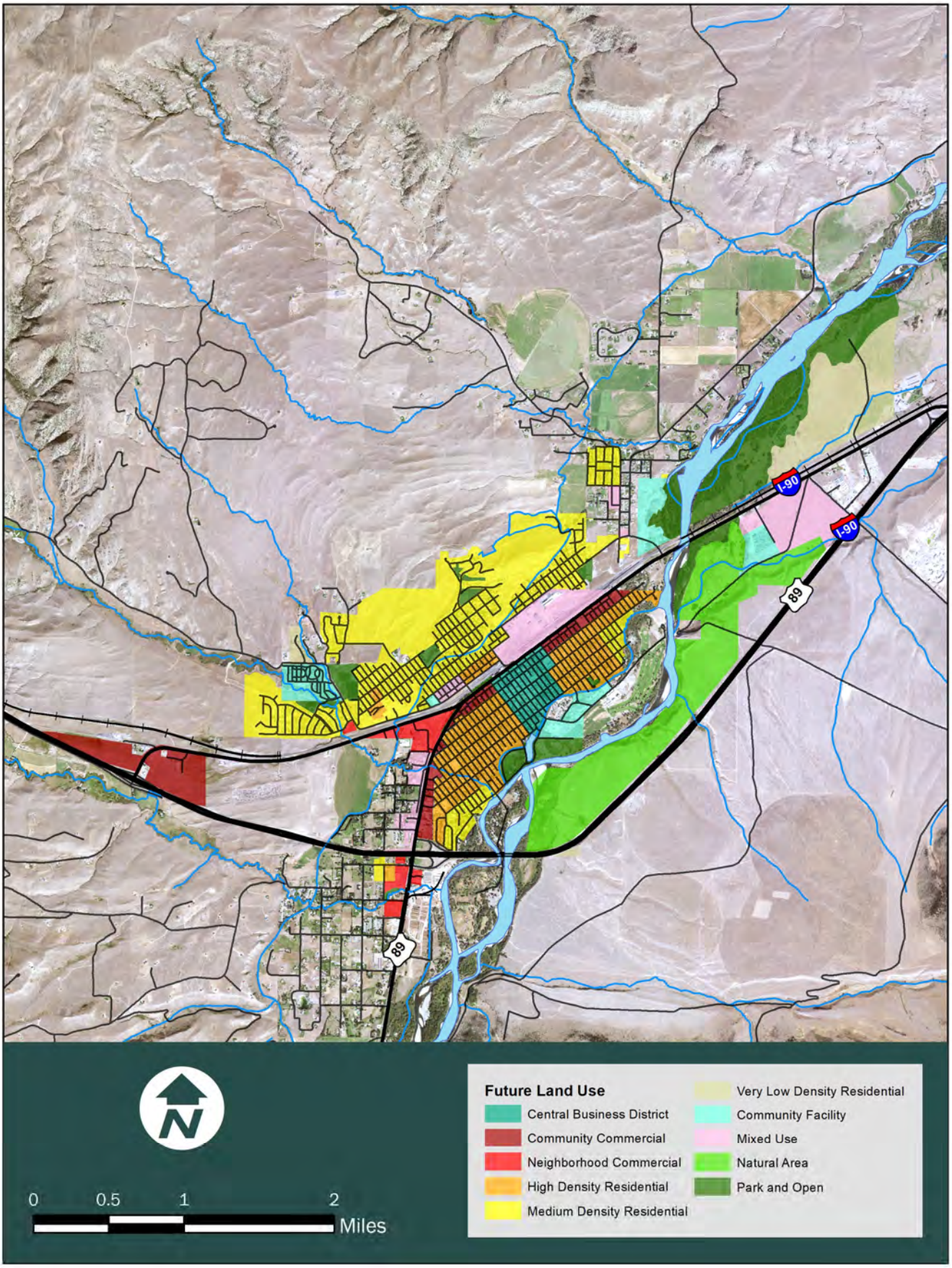
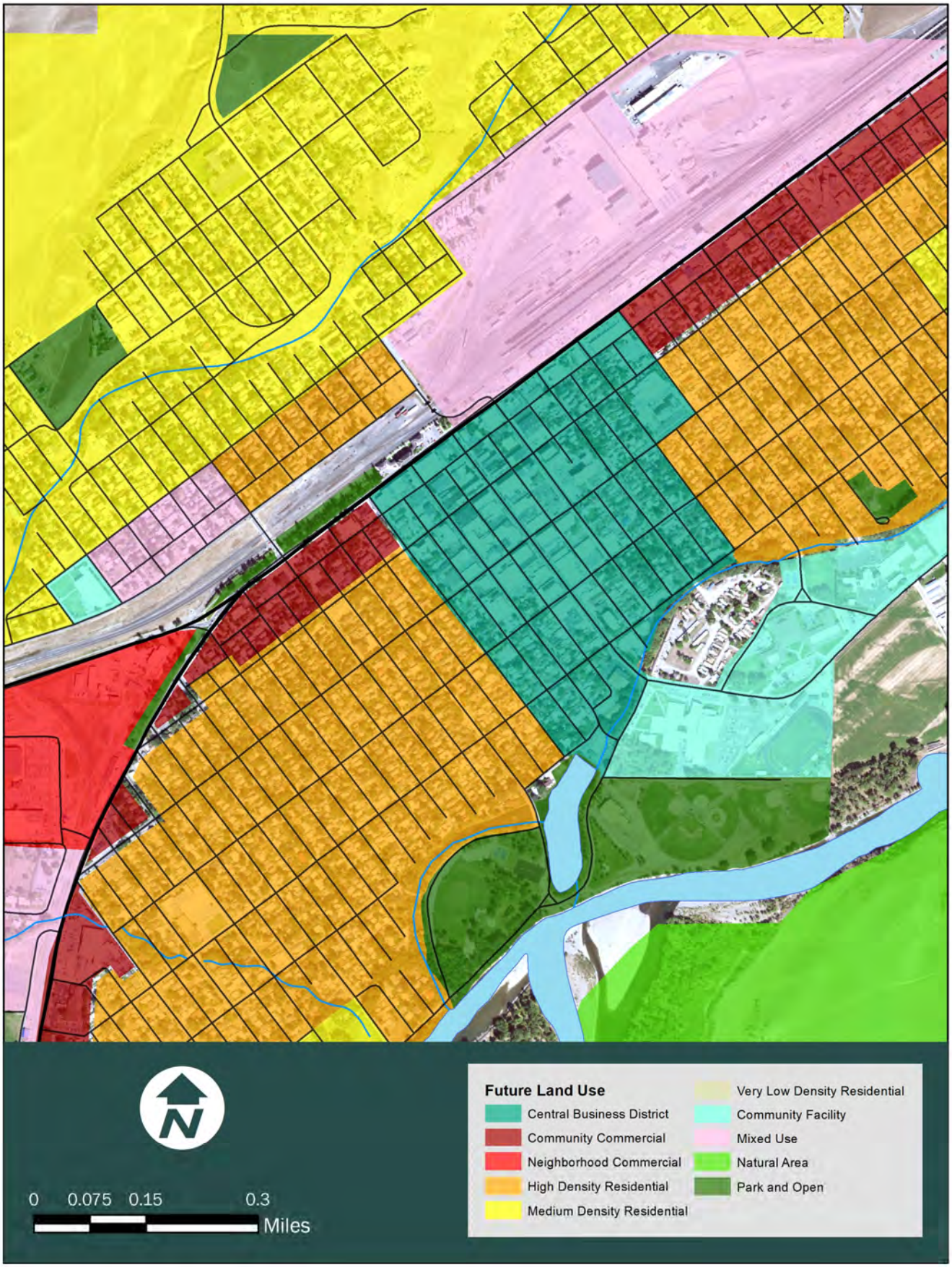


Exhibit 11.2: Recommended Future Land Use Map (Detailed)



12 | Implementation

Implementation

The following Implementation Matrix summarizes the goals, objectives, and strategies provided in the chapters above, along with a recommended timeframe for implementing the strategies. These timeframes are categorized by the following:

- Immediate: 1-2 years
- Near-Term: 3-5 years
- Mid-Term: 6-10 years
- Long-Term: 10+ years

The implementation of some strategies is recommended to occur over the course of multiple timeframes because of the time it is expected to take to complete the necessary steps of that strategy, alignment with related processes, and/or because of its ongoing nature.

As this Growth Policy also relates to the future land use and development of the Extra-Territorial Jurisdiction, many of the strategies developed are applicable to the coordination of decisions related to the ETJ. These are indicated by a blue mountain symbol ( ).

The Implementation Matrix is notional in that it is a recommended order for City action. However, the City and community will need to evaluate the goals, objectives, and strategies contained in this Growth Policy and make a determination on their priorities, feasibility, and required resources for implementation. The resulting plan of action will reflect the values of the community as well as the environment in which implementation will happen. A logical sequence would be to incorporate large projects into the City's Strategic Plan where time-lines and resources can be determined. Smaller projects may be directly acted upon by the City, City Boards, or outside agencies. The strategies outlined in this document are a starting point for further community conversations that will lead to unified action over the life of the document.

On the pages following the Implementation Matrix, a detailed strategy for managing infrastructure needs is outlined, and guidance on review and revisions to the Growth Policy is provided.

Table 12.1: Implementation Matrix

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Population				
Goal 2.1: Preserve and enhance Livingston's unique community character.				
Objective 2.1.1: Establish community gateways to indicate entrance into Livingston and celebrate its character.				
Strategy 2.1.1.1: Identify key roadway and non-motorized entry points – or Gateways -- into Livingston.	■			
Strategy 2.1.1.2: Review, update, and enforce the policies, procedures, and building design guidelines in Livingston's gateways.	■	■		
Strategy 2.1.1.3: Explore adopting design overlay zones in gateways.	■	■		
Strategy 2.1.1.4: Develop effective wayfinding signage for locals and tourists to easily find destinations, trails and parks, and parking within and nearby gateways.		■		
Objective 2.1.2: Develop and enforce policies and procedures to preserve Livingston's historic quality.				
Strategy 2.1.2.1: Continue to meet the requirements for a State Historic Preservation Office Certified Local Government and work with the State Historic Preservation Office to expand the program. Identify funding sources and other programs for ongoing historic preservation activities in Livingston.	■	■	■	■
Strategy 2.1.2.2: Identify funding sources and other programs for ongoing historic preservation activities. Update codes to promote the historic Livingston block and alley development pattern.	■	■	■	■
Strategy 2.1.2.3: Update codes to promote traditional neighborhood designs that are compatible with existing neighborhoods.	■	■		
Strategy 2.1.2.4: Update codes to encourage following Livingston's historic block and alley development pattern.	■	■		
Strategy 2.1.2.5: Update sign and landscaping codes for commercial areas.	■	■		
Goal 2.2: Make Livingston an arts and cultural destination paying homage to the rich local history of the area, natural recreations, and our unique natural environment				
Objective 2.2.1: Support and enhance arts and cultural facilities, neighborhoods, and districts.				
Strategy 2.2.1.1: Encourage and support regular or special programming at historic sites, museums and other culturally-significant places.	■	■	■	■
Strategy 2.2.1.2: Display public art around the City and at local businesses either temporarily or permanently.		■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 2.2.2: Establish Livingston as a community recognized for its diverse recreational opportunities, and parks and trails system.				
Strategy 2.2.2.1: Identify and pursue national designations and certifications that recognize Livingston's parks and trails system.		■	■	■
Strategy 2.2.2.2: Identify areas of existing parks and trails that highlight unique Livingston attributes.		■		
Strategy 2.2.2.3: Incorporate art and cultural facilities throughout Livingston's parks and trails.			■	■
Objective 2.2.3: Support traditional neighborhood design and active transportation.				
Strategy 2.2.3.1: Promote gridded street networks.	■	■	■	■
Land Use				
Goal 3.1: Prioritize infill over expansion by taking advantage of existing planned infrastructure, such as transportation, energy, water, and sewer facilities.				
Objective 3.1.1: Encourage higher densities and a wider range of land uses that are compatible with adopted plans and where existing or planned short-range community facilities and infrastructure can support them.				
Strategy 3.1.1.1: Encourage additional residential density within the downtown area of the City.	■	■		
Strategy 3.1.1.2: Evaluate and amend the zoning ordinance to allow for higher densities and wider land uses in areas that can support such development.	■	■		
Strategy 3.1.1.3: Work within the Urban Renewal District to encourage redevelopment of underutilized properties.	■	■	■	■
Strategy 3.1.1.4: Promote any growth that maintains the compact, historic development patterns found in the historic city center.	■	■	■	■
Strategy 3.1.1.5: Evaluate and amend the zoning and subdivision ordinances to prohibit the development of large lot subdivisions inconsistent with Livingston's historic development pattern within the City or Extra-Territorial Jurisdiction (ETJ).	■	■		
Strategy 3.1.1.6: Encourage residential developments to provide neighborhood commercial areas serving residents within walking distance.	■	■	■	■
Strategy 3.1.1.7: Evaluate, amend, and strengthen the City's Annexation Policy to ensure the Goals and Objectives of the Growth Policy are considered during the annexation process.	■	■		
Strategy 3.1.1.8: Reduce urban sprawl through compact development consistent with the Future Land Use Map of this Growth Policy.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 3.1.2: Support economic, social, and environmental links between Livingston, the Extra-Territorial Jurisdiction (ETJ), and Park County by strengthening regional development planning.				
Strategy 3.1.2.1: Establish a Park County/Livingston Environmental Commission to meet to discuss and support regional development planning as needed.	■			
Strategy 3.1.2.2: Analyze undeveloped areas within City limits that are undesirable for development and consider de-annexation.	■	■		
Strategy 3.1.2.3: Maintain existing agricultural uses within the ETJ.	■	■	■	■
Objective 3.1.3: Achieve higher levels of economic productivity through diversification, technological upgrades, and innovation, including a focus on high-value added and labor-intensive sectors.				
Strategy 3.1.3.1: Coordinate incentives and/or marketing program with local partners to attract wealth-building commerce to designated manufacturing centers.		■	■	■
Strategy 3.1.3.2: Coordinate tourism-based job resources in conjunction with local partners.	■	■	■	■
Goal 3.2: Provide adequate land for anticipated demands in a pattern which encourages infill, compact development, and a mixture of uses.				
Objective 3.2.1: Locate community facilities where they will best serve the needs of the community.				
Strategy 3.2.1.1: Utilize the Future Land Use Map of this Growth Policy to determine the proper place for future community facilities.	■			
Strategy 3.2.1.2: Partner with developers to include community facilities to serve new residential, commercial, and mixed-use developments.		■		
Objective 3.2.2: Properly revise the Zoning Ordinance to allow a mixture of differing but compatible land uses.				
Strategy 3.2.2.1: Initiate a comprehensive review of the Zoning Ordinance and adopt changes based on the Growth Policy.	■			
Goal 3.3: Conserve environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.				
Objective 3.3.1: Identify areas that provide or connect habitat for significant plant or wildlife species or make a significant contribution to environmental quality, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.				
Strategy 3.3.1.1: Coordinate with local environmental groups to create inventory of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.	■			
Strategy 3.3.1.2: Create a map of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.	■			
Strategy 3.3.1.3: Adopt a policy to ensure that the State Historic Preservation Office (SHPO) is involved in the subdivision process.	■			

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 3.3.2: Provide incentives for property owners who choose to maintain or improve the quality of **environmentally significant areas**, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance, **or acquire an appropriate public interest in the property.**				
Strategy 3.3.2.1: Create a program that provides a residential density bonus for developments that preserve or improve the quality of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance, identified through the inventory and mapping process of Objective 3.3.1.			■	
Goal 3.4: Encourage the responsible growth of Livingston by evaluating proposed developments against the ten principles of Smart Growth.				
Objective 3.4.1: Adopt Smart Growth Strategies as a policy and incorporate into the City's decision-making processes.				
Strategy 3.4.1.1: Amend Zoning Ordinance and Subdivision Regulations to include Smart Growth Strategies as requirements for all development prior to approval.	■	■		
Objective 3.4.2: Evaluate each new development after construction against the ten Smart Growth Strategies to ensure proper implementation and coordination.				
Strategy 3.4.2.1: Create a review procedure and checklist that expressly evaluates adherence to the Smart Growth Strategies.	■	■		
Strategy 3.4.2.2: Continually evaluate Smart Growth Strategies based on recurring issues that are common in each new development.			■	■
Objective 3.4.3: Ensure integration of land use and transportation.				
Strategy 3.4.3.1: Carefully evaluate transportation impacts of greenfield development as part of the development review process.	■	■	■	■
Strategy 3.4.3.2: Encourage development near transit routes and active transportation infrastructure to promote development that produces minimal strain on the environment and existing transportation infrastructure.	■	■	■	■
Goal 3.5: Rehabilitate brownfields for new development.				
Objective 3.5.1: Spur redevelopment upon lands known or presumed to contain contamination.				
Strategy 3.5.1.1: Create performance standards and allow for adaptable buildings in Mixed Use-designated areas of the Future Land Use Map of this Growth Policy.			■	
Objective 3.5.2: Implement training programs to raise skill levels and awareness of opportunity to promote redevelopment of brownfields.				
Strategy 3.5.2.1: Work with Montana Department of Environmental Quality (DEQ) to develop and enhance voluntary cleanup programs to increase number of voluntary cleanups and streamline the voluntary cleanup process.		■	■	
Objective 3.5.3: Allow for "meantime" activities while promoting permanent uses. A meantime activity is a temporary use that can bring activity to a brownfield with little investment.				

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 3.5.3.1: Define acceptable "meantime activity" in the Zoning Ordinance.	■			
Strategy 3.5.3.2: Allow for "meantime activity" in the Mixed Use, Neighborhood Commercial and Community Commercial designated areas of the Future Land Use Map of this Growth Policy.		■		
Objective 3.5.4: Promote small-scale development to allow more people to participate in community revitalization while removing regulatory barriers that disproportionally burden small developers.				
Strategy 3.5.4.1: Work with the Montana Main Street Program and the Livingston Business Improvement District (LBID) and other local partners to identify regulatory barriers.	■			
Strategy 3.5.4.2: Adopt specific policies that reduce the burden to small developers.		■		
Natural Resources				
Goal 4.1: Develop an integrated, comprehensive City-wide Climate Action Plan to prepare the economy and general population for the future. Refer to the Montana Climate Solutions Plan (August 2020).				
Objective 4.1.1: Engage existing committees and local groups working on related efforts to guide and inform the planning process.				
Strategy 4.1.1.1: Identify existing committees and local groups already doing this type of work.	■			
Objective 4.1.2: Reduce impacts of climate change and associated seasonal weather patterns on Livingston's natural systems and promote responsible use of resources.				
Strategy 4.1.2.1: Identify and preserve the most sensitive and valuable natural areas.		■	■	■
Strategy 4.1.2.2: Reduce the use of water for non-potable uses from all users.				■
Strategy 4.1.2.3: Promote Park County's efforts to measure and reduce the impacts of wildfire on wildlife, vegetation, air quality, and public health.	■	■	■	■
Strategy 4.1.2.4: Consider setting goals and establishing programs to increase tree cover as a way to reduce the heat island effect and mitigate high temperatures exacerbated by climate change.	■	■	■	■
Objective 4.1.3: Reduce dependency on fossil-fuel based resources to minimize severe impacts to the climate.				
Strategy 4.1.3.1: Assess the city-wide greenhouse gas emissions footprint and consider setting footprint reduction goals.	■	■		
Strategy 4.1.3.2: Promote the use of high efficiency and electric vehicles for public and private use.	■	■	■	■
Strategy 4.1.3.3: Reduce climate disruption through compact growth and increased transportation choices that reduce the need for driving.		■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 4.1.3.4: Develop a climate or energy plan in partnership with Park County.	■			
Objective 4.1.4: Implement technologies and programming to improve energy efficiency, increase the use of renewable sources, and improve system reliability.				
Strategy 4.1.4.1: Encourage energy conservation and renewable energy production at the State and local levels, as well as at the household levels.	■	■	■	■
Strategy 4.1.4.2: Ensure all City buildings utilize energy efficient systems, especially as energy drawing systems are upgraded or replaced.	■	■	■	■
Strategy 4.1.4.3: Promote climate action in the community through advocacy, education, and capacity-building programs.	■	■	■	■
Strategy 4.1.4.4: Explore the utilization of renewable energy sources within all public buildings in the City.	■	■		
Objective 4.1.5: Build community resiliency to a changing climate.				
Strategy 4.1.5.1: Understand the changes to the climate and the resulting risks to and opportunities for the community.	■	■	■	■
Strategy 4.1.5.2: Prepare the community, infrastructure, and facilities for the potential increase in days with dangerously high temperatures, natural disasters, and emergencies.	■	■	■	■
Strategy 4.1.5.3: Identify and mitigate potential health risks associated with severe climate change events.	■	■	■	■
Goal 4.2: Enhance overall air and water quality in the area to provide desired quality of life for current and future residents.				
Objective 4.2.1: Identify, conserve, and protect the quality and health of water resources and ecosystems to meet local standards for public use and recreation.				
Strategy 4.2.1.1: Improve the quality of waterbodies, including but not limited to Yellowstone River, Fleshman Creek, watersheds, wetland, floodplains, groundwater aquifers, and all other waterways, and riparian areas.	■	■	■	■
Strategy 4.2.1.2: Monitor and discourage development as well as public uses in environmentally sensitive areas identified through the inventory and mapping process of Land Use Strategy 3.3.1.1 and 3.3.1.2.		■	■	■
Strategy 4.2.1.3: Identify point and non-point pollution sources such as stormwater runoff, brownfields, underground storage tanks, and diesel fuel spills, and address the resulting water contamination.		■	■	■
Strategy 4.2.1.4: Assess the percentage and impacts of impervious ground cover throughout the City and explore integrating green infrastructure and alternative runoff mitigation measures into neighborhoods to reduce impervious cover.		■	■	
Strategy 4.2.1.5: Identify water-dependent wildlife habitat and develop strategies to protect them.	■	■		

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 4.2.2: Monitor and maintain ambient air quality in compliance with National Ambient Air Quality Standards (NAAQS).				
Strategy 4.2.2.1: Set up an air quality monitoring station in the City as population and industrial activities increase.				■
Strategy 4.2.2.2: Coordinate with Park County in identifying the Wildland Urban Interface and supporting the ability of wildland fire fighters to manage incidents that put residents and firefighters at risk.	■	■	■	■
Goal 4.3: Protect and manage natural resources, open spaces, and wildlife.				
Objective 4.3.1: Identify and conserve areas in their natural setting and promote sustainable growth.				
Strategy 4.3.1.1: Develop a strategy for the protection and preservation of natural resources and open spaces commensurate with growth in Livingston.	■			
Strategy 4.3.1.2: Continue to coordinate with Park County's weed control program officer and promote native plantings in Livingston.	■	■	■	■
Strategy 4.3.1.3: Implement and annually review the City of Livingston Parks and Trails Noxious Weed Management Plan.	■	■	■	■
Strategy 4.3.1.4: Support efforts to remove non-native plants from the community.	■	■	■	■
Strategy 4.3.1.5: Encourage the planting of native plant species.	■	■	■	■
Strategy 4.3.1.6: Explore policies and educational programs to minimize pesticide use.	■			
Strategy 4.3.1.7: Support the efforts of Montana Fish, Wildlife & Parks that address the increase of terrestrial and aquatic invasive species that threaten native species and the natural ecosystem.	■	■	■	■
Strategy 4.3.1.8: Assess development and conservation of natural spaces at various scales to prevent and manage human-wildlife conflicts by monitoring the population of wildlife species in and near Livingston.	■	■	■	■
Objective 4.3.2: Protect the riparian corridors to preserve unique wildlife and promote water quality.				
Strategy 4.3.2.1: Continue to limit development in the floodplain through application of the Livingston Floodplain Regulations.		■		
Strategy 4.3.2.2: Protect the Yellowstone River's natural flow and flood cycles to promote the health of the riparian area and associated wildlife.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 4.3.2.3: Explore regulatory options for protecting the riparian area and waterway corridors.	■	■		
Strategy 4.3.2.4: Consider regular evaluations of the integrity of the levee adjacent to River Drive and the Civic Center Park Complex.	■	■	■	■
Strategy 4.3.2.5: Create a committee to review and evaluate the 2003 Upper Yellowstone River Task Force Final Report (**Appendix E**) and provide recommendations.	■			
Objective 4.3.3: Preserve the night skies as well as the natural scenic vistas.				
Strategy 4.3.3.1: Support the efforts of the Livingston Conservation Board in updating the City's Night Sky Protection Act.	■			
Strategy 4.3.3.2: Establish design guidelines that limit the impact of development on scenic vistas and viewsheds.		■		
Objective 4.3.4: Ensure that the extraction of sand and gravel resources throughout the region that will not negatively impact the surrounding ecosystem, nearby residents, or landowners.				
Strategy 4.3.4.1: Coordinate with adjacent jurisdictions to ensure restrictions are in place on sand and gravel operations in areas that pose a threat to water quality.	■	■	■	■
Strategy 4.3.4.2: Coordinate with adjacent jurisdictions to ensure policies are in place to mitigate the impacts of gravel resource extraction.	■	■	■	■
Objective 4.3.5: Sustain and improve the health and diversity of trees and other flora throughout Livingston.				
Strategy 4.3.5.1: Ensure trees on City lands are well maintained and healthy.	■	■	■	■
Strategy 4.3.5.2: Create an Emerald Ash Borer Action Plan to maintain and diversity our urban forest.	■			
Strategy 4.3.5.3: Consider adding requirements for trees into Gateway overlay zoning.	■			
Strategy 4.3.5.4: Expand educational programs to encourage private citizens to maintain a healthy and diverse tree canopy on private property and boulevards within the City.	■	■	■	■
Strategy 4.3.5.5: Explore local, state, and federal funding to incentivize the protection and maintenance of trees within the City.	■	■	■	■
Strategy 4.3.5.6: Pursue pollinator-friendly designations, such as "Bee City USA".	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Housing				
Goal 5.1: Provide housing options to meet the needs of all residents.				
Objective 5.1.1: Review City Ordinances to identify modifications required to meet the community's housing needs.				
Strategy 5.1.1.1: Inventory the supply of housing and buildable land in the City to determine density and growth rates and to analyze housing needs.	■			
Strategy 5.1.1.2: Consider implementing the recommendations of the housing action plan.	■	■	■	■
Strategy 5.1.1.3: Evaluate manufactured or similar type structures to create affordable housing inventory.	■			
Strategy 5.1.1.4: Review and amend zoning ordinance and subdivision regulations to identify legislative changes required to provide housing that meets the needs of all residents.	■	■		
Objective 5.1.2: Evaluate the impacts of vacation rentals on Livingston.				
Strategy 5.1.2.1: Explore creating a policy to regulate short-term and vacation rentals.	■			
Objective 5.1.3: Ensure the consistent and timely enforcement of building codes.				
Strategy 5.1.3.1: Ensure City staff are properly trained and have resources available to ensure timely enforcement of building and zoning codes.	■			
Objective 5.1.4: Promote a mix of housing within neighborhoods that supports a variety of household income levels, household age groups, and housing types.				
Strategy 5.1.4.1: Conduct a housing needs assessment to determine the housing needs of Livingston and the feasibility of various methods to promote and/or require the construction of housing units that meet the needs of all residents.	■			
Strategy 5.1.4.2: Promote inclusion of ADA-accessible units in new housing developments through the adoption of "Universal Design Standards" that remove barriers for mobility.	■	■	■	
Strategy 5.1.4.3: Promote Accessory Dwelling Units (ADU).	■	■	■	■
Strategy 5.1.4.4: Benchmark affordability indicators for the City to understand the availability of housing options at all levels of income and ownership types.	■			
Strategy 5.1.4.5: Facilitate the rehabilitation of older housing units by creating a housing rehabilitation initiative.		■	■	
Strategy 5.1.4.6: Assess the current provision of official safe shelter options for those experiencing homelessness.	■			

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 5.1.5: Create housing programs to retain employees, the elderly, and long-term residents.				
Strategy 5.1.5.1: Coordinate with employers to create a "workforce housing" program that will help retain employees in the City.	■			
Strategy 5.1.5.2: Work with non-profits to determine the potential for a "community land trust" housing program with deed restrictive housing.		■		
Strategy 5.1.5.3: Consider protecting mobile home parks with a codified ordinance.	■			
Strategy 5.1.5.4: Investigate the feasibility of creating a land bank for future housing needs.	■			
Strategy 5.1.5.5: Explore existing local, state, and federal funding mechanisms to aid in the creation of affordable housing.	■	■	■	■
Strategy 5.1.5.6: Explore funding mechanisms to encourage energy and resource efficiency retrofitting of existing homes to minimize energy and utility costs.	■	■	■	■
Economy				
Goal 6.1: Strengthen and diversify Livingston's economy by supporting industries and initiatives that increase employment opportunities and personal income.				
Objective 6.1.1: Support existing local businesses.				
Strategy 6.1.1.1: Increase use of the local Revolving Loan Fund to facilitate in existing business expansion and job creation.	■	■	■	■
Strategy 6.1.1.2: Explore incentives to businesses that provide some employee housing.	■	■		
Objective 6.1.2: Support continuing adult education to develop a more skilled workforce.				
Strategy 6.1.2.1: Support local school system/vocational schools/colleges & universities to develop curriculum tailored to local and regional needs.	■	■	■	■
Objective 6.1.3: Reassess needs of anchor businesses to accommodate their long-term needs and retention.				
Strategy 6.1.3.1: Host business roundtables with local business leaders to assess their needs.	■	■	■	■
Objective 6.1.4: Increase efforts to partner with Montana Rail Link (MRL) to rehabilitate surplus railroad property and integrate it into the community.				
Strategy 6.1.4.1: Work with MRL to identify underutilized railroad property.		■		

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 6.1.5: Plan for and attract new investment into the downtown district to support local businesses.				
Strategy 6.1.5.1: Develop effective wayfinding signage for locals and tourists to easily find destinations and parking.		■		
Strategy 6.1.5.2: Develop a parking strategy and consider removing parking space minimums from downtown coding.	■			
Strategy 6.1.5.3: Explore creating a downtown master plan focused on the Urban Renewal District.	■			
Strategy 6.1.5.4: Explore mechanisms to strengthen and enhance the effectiveness of the Urban Renewal Agency to encourage redevelopment of underutilized properties in the downtown area.	■	■	■	■
Strategy 6.1.5.5: Utilize and partner with local and state organizations like Prospera Business Network, Montana Department of Commerce, Montana Historic Preservation Grant Program (MHPC), and Montana Procurement Technical Assistance Center (PTAC), etc. to assist with economic development expertise and funding opportunities.	■	■	■	■
Strategy 6.1.5.6: Identify and implement a "Buy Local" procurement policy that greatly incentivizes the City of Livingston to support local businesses.	■	■	■	■
Strategy 6.1.5.7: Support expansion of current and emerging infrastructure technologies including fiber optic service and other communication infrastructure.	■	■	■	■
Strategy 6.1.5.8: Dedicate resources to strategies designed to help the local economy by investing in local businesses.	■	■	■	■
Objective 6.1.6: Support initiatives that help local producers and manufacturers connect with and engage in markets beyond Montana.				
Strategy 6.1.6.1: Engage with state trade representative to market the region nationally/internationally.		■		
Objective 6.1.7: Develop tools to attract and retain economic development prospects.				
Strategy 6.1.7.1: Explore the pros and cons of developing Tax Increment Financing (TIF) areas to help pay for needed infrastructure and upgrades for new developments.	■			
Strategy 6.1.7.2: Explore ways to increase capacity of the City's Economic Development division.	■			
Strategy 6.1.7.3: Promote utilization and strengthening of existing tools and incentives to promote economic growth and redevelopment within the City, such as the City's Tax Abatement Policy for historic properties.	■	■	■	■
Goal 6.2: As a major gateway to Yellowstone National Park, enhance and manage the City's tourism and hospitality industry to strengthen its economy and quality of life.				
Objective 6.2.1: Promote local tourism that highlights and protects our outdoor environment, supports local culture, and advances economic diversification and job creation.				

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 6.2.1.1: Explore improved access to the Yellowstone River recreation, such as riverfront parks, boat ramps, and islands while respecting and protecting the natural environment.			■	■
Strategy 6.2.1.2: Organize nature-based events and programming to promote community culture.		■	■	■
Objective 6.2.2: Build upon and strengthen Livingston's status as an outdoor destination.				
Strategy 6.2.2.1: Ensure connectivity between the City's trail network and the greater regional trail network.	■	■	■	■
Strategy 6.2.2.2: Capitalize on increasing bicycle tourism by supporting the creation of regional and national bicycle networks and trails, including but not limited to the Old Gardiner Road Trail improvement project and the "Great American Rail Trail".	■	■	■	■
Strategy 6.2.2.3: Maintain public access to the Yellowstone River and public lands within the City and ETJ, and support local efforts to maintain or expand public access to public lands.	■	■	■	■
Objective 6.2.3: Make a good first impression to visitors.				
Strategy 6.2.3.1: Develop a coherent and unique marketing strategy and branding that is consistent through all media.		■		
Strategy 6.2.3.2: Develop effective wayfinding signage for locals and tourists to easily find destinations and parking.		■		
Strategy 6.2.3.3: Develop effective wayfinding signage for locals and tourists to easily navigate the parks and trails system.		■		
Strategy 6.2.3.4: Explore development of City infrastructure design guidelines to create Citywide and/or neighborhood-specific aesthetic coherence for signage, lighting, and other streetscape elements.	■			
Strategy 6.2.3.5: Refer to the Infrastructure Management Strategy for more information on achieving specific strategies that relate to infrastructure.	■	■	■	■
Local Services				
Goal 7.1: Continue to provide a robust first response network to the City of Livingston.				
Objective 7.1.1: Implement Computer Aided Dispatch (CAD) system for police/fire/EMS.				
Strategy 7.1.1.1: Pursue state and federal grant opportunities to defray the cost of upgrading 9-1-1 software for local dispatchers.			■	
Strategy 7.1.1.2 Continue to coordinate with Park County on implementing recommendations of the pre-disaster mitigation plan and Community Wildfire Protection Plan.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Goal 7.2: Ensure that residents' needs are met through local services.				
Objective 7.2.1: Support the local educational needs of the community.				
Strategy 7.2.1.1: Collaborate with the local school district to annually review preschool, elementary, middle, and high school capacity needs based on population estimates and development trends.	■	■	■	■
Objective 7.2.2: Support services that meet the needs of the aging population.				
Strategy 7.2.2.1: Survey residents 50 years of age and older to gain an understanding of the services they want and need.	■			
Strategy 7.2.2.2: Pursue an Age-Friendly Community designation through AARP.			■	
Strategy 7.2.2.3: Collaborate with entities supporting and advocating for older adults' personal safety such as Adult Protective Services and Angel Line to promote their services throughout the community.	■	■	■	■
Strategy 7.2.2.4: Collaborate with entities supporting and advocating for older adults' quality of life such as assisted living providers, HRDC Homemaker Program, Montana Departments of Revenue and Health and Human Services, Montana Veterans Affairs, Livingston HealthCare. and Park County Senior Center to promote their services throughout the community.	■	■	■	■
Strategy 7.2.2.5: Collaborate with entities supporting and advocating for older adults' quality of life such as assisted living providers, HRDC Homemaker Program, Montana Departments of Revenue and Health and Human Services, Montana Veterans Affairs, Livingston HealthCare, and Park County Senior Center to assess unmet needs of Livingston's residents.	■	■	■	■
Strategy 7.2.2.6: Collaborate with transportation providers such as Angel Line Senior, Windrider, and Disabled Transportation to promote its services throughout the community.	■	■	■	■
Objective 7.2.3: Support services that meet the needs of the disabled population.				
Strategy 7.2.3.1: Ensure fulfillment of the Livingston 2019 ADA Transition Plan.	■	■	■	■
Strategy 7.2.3.2: Collaborate with entities supporting and advocating for people with disabilities such as the Montana Disability and Health Program, Montana Association of Community Disability Services-Systems Advocacy, Disability Rights of Montana, and Montana Veterans Affairs to promote their services throughout the community.	■	■	■	■
Strategy 7.2.3.3: Collaborate with entities supporting and advocating for people with disabilities such as the Montana Disability and Health Program, Montana Association of Community Disability Services-Systems Advocacy, Disability Rights of Montana, and Montana Veterans Affairs to assess any unmet needs of Livingston's residents.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 7.2.3.4: Collaborate with transportation providers such as Angel Line Senior and Disabled Transportation to promote services throughout the community.				
Objective 7.2.4: Support services that meet the needs of people experiencing mental illness.				
Strategy 7.2.4.1: Collaborate with mental health providers such as Montana Department of Health and Human Services, Alcoholics Anonymous, L'esprit, Livingston HealthCare, Park County Health Department, Southwest Chemical Dependency Center Program, Montana Suicide Prevention Lifeline, Montana Veterans Affairs, Park County Treatment Court, and Youth Dynamics to promote their services throughout the community.				
Strategy 7.2.4.2: Collaborate with mental health providers such as Montana Department of Health and Human Services, Alcoholics Anonymous, L'esprit, Livingston HealthCare, Park County Health Department, Southwest Chemical Dependency Center Program, Montana Suicide Prevention Lifeline, Montana Veterans Affairs, and Youth Dynamics to assess any unmet needs of Livingston's residents.				
Objective 7.2.5: Support services that meet the needs of people experiencing hunger and/or homelessness.				
Strategy 7.2.5.1: Collaborate with hunger prevention entities such as Livingston Food Resource Center, Loaves and Fishes, Montana DPHHS, Office of Public Assistance, WIC Clinic, and homeless services such as the HRDC Emergency Shelter Center in Livingston and Warming Center in Bozeman, and Family Promise to promote their services throughout the community.				
Strategy 7.2.5.2: Collaborate with hunger prevention entities such as Livingston Food Resource Center, Loaves and Fishes, Montana DPHHS, Office of Public Assistance, WIC Clinic, and homeless services such as the HRDC Emergency Shelter Center in Livingston and Warming Center in Bozeman, and Family Promise to assess any unmet needs of Livingston's residents.				
Objective 7.2.6: Support services that meet the needs of people experiencing abuse.				
Strategy 7.2.6.1: Collaborate with advocacy entities such as ASPEN, Court Appointed Special Advocates (CASA), Montana Legal Services Association, Montana Department of Justice, and Crime Victim/Witness Advocacy Program to promote their services throughout the community.				
Strategy 7.2.6.2: Collaborate with advocacy entities such as ASPEN, Court Appointed Special Advocates (CASA), Montana Legal Services Association, Montana Department of Justice, and Crime Victim/Witness Advocacy Program to assess any unmet needs of Livingston's residents.				
Goal 7.3: Pursue changes to State Law and local government that incentive Smart Growth by providing necessary revenue streams without requiring expansion.				

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Transportation				
Goal 8.1: Improve pedestrian and bicycle safety within the City.				
Objective 8.1.1: Ensure trail and sidewalk connectivity within and around the City.				
Strategy 8.1.1.1: Adopt an ordinance requiring sidewalks on new developments within City limits.	■	■		
Strategy 8.1.1.2: Evaluate the creation of a matching fund to assist local property owners to rehabilitate existing sidewalks, as needed.		■		
Strategy 8.1.1.3: Explore the creation of a special improvement district (SID) to fill gaps in the existing sidewalk infrastructure.		■		
Strategy 8.1.1.4: Create a process to explore connectivity between City trails and parks to the larger outlying trails network.	■			
Strategy 8.1.1.5: Consider installing outlets for pedestrians and bicyclists in cul-de-sacs and dead-end streets.		■		
Strategy 8.1.1.6: Implement the recommendations made in the active transportation plan of the City.	■	■		
Objective 8.1.2: Make streets safe for all modes of transportation when planning for future developments and rehabilitation of existing transportation infrastructure.				
Strategy 8.1.2.1: Explore developing roadway standards that accommodate bike/auto/pedestrian and transit.	■	■		
Strategy 8.1.2.2: Identify primary pedestrian and bicycle corridors and conduct walk/bike audits along identified corridors to determine necessary upgrades.		■		
Strategy 8.1.2.3: Conduct walk and bike audits to assess ADA accessibility throughout the City, including within the City parks and trails system.		■		
Objective 8.1.3: Develop a Safe Routes to School Travel Plan for the City.				
Strategy 8.1.3.1: Partner with the Montana Department of Transportation, regional, and local partners to develop a Safe Routes to School plan for the City's schools.			■	
Objective 8.1.4: Review & update the land use plan to reflect the ability of the transportation system to maintain an acceptable level of mobility.				
Strategy 8.1.4.1: Update the Future Land Use Map based on future transportation improvements.			■	

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Goal 8.2: Create a complete and well-maintained transportation network within the City.				
Objective 8.2.1: Improve traffic flow to the north side of the City in accordance with the Future Land Use Map of this Growth Policy.				
Strategy 8.2.1.1: Provide safe and accessible crossings for pedestrians and bicyclists across railroad tracks.			■	
Objective 8.2.2: Develop additional grade-separated crossings to serve areas of new growth.				
Strategy 8.2.2.1: Pursue state and federal transportation funding sources to develop safe, grade-separated facilities to cross over railroad tracks.		■		
Strategy 8.2.2.2: Partner with Montana Rail Link to determine when railroad maintenance is occurring in targeted crossing locations to reduce costs on all entities.	■	■	■	■
Strategy 8.2.2.3: Reevaluate and amend the 2017 Northside Transportation Plan in relation to the updated Future Land Use Map of this Growth Policy.	■			
Objective 8.2.3: Require road and multi-use trail and/or sidewalk connections to existing and future developments.				
Strategy 8.2.3.1: Ensure zoning ordinance and subdivision regulations require multi-use trail and/or sidewalk connections to existing and future development.	■	■		
Strategy 8.2.3.2: Require that right-of-way is dedicated to the City during the subdivision review approval process.		■		
Objective 8.2.4: Ensure that bicycle, pedestrian, and trail connectivity is evaluated in all requests for modification or abandonment of public rights-of-way or access easements.				
Strategy 8.2.4.1: Update related policies or codified processes to reflect this evaluation effort.	■			
Objective 8.2.5: Develop financing mechanisms that will encourage federal, state, and private sector investment.				
Strategy 8.2.5.1: Evaluate the effectiveness of developing a Joint Economic Development District (JEDD) with the County.		■		
Strategy 8.2.5.2: Evaluate the effectiveness of using a Special Improvement District (SID) to improve unpaved streets.	■			
Objective 8.2.6: Support the Big Sky Passenger Rail Authority (BSPRA) in bringing passenger rail back to Livingston.				
Strategy 8.2.6.1: Support the BSPRA in seeking private, state, and federal funding.	■	■	■	■
Strategy 8.2.6.2: Ensure any future passenger rail service stops in Livingston.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 8.2.7: Prioritize existing roadways and utility infrastructure to ensure connectivity and avoid leapfrog development.				
Strategy 8.2.7.1: Prioritize roadway construction or improvements in areas that have been dedicated as mixed use or higher density in the Growth Policy.	■	■	■	■
Strategy 8.2.7.2: Ensure that all transportation modes are provided for when constructing new roadways, including: sidewalks, bikeways, and vehicular and public transit rights-of-way	■	■	■	■
Strategy 8.2.7.3: Carefully assess the induced demand impacts of transportation improvements, providing these improvements strategically for intended growth, not in response to development that is out-of-step with the goals of the Growth Policy.	■	■	■	■
Objective 8.2.8: Provide safe roads for people and wildlife.				
Strategy 8.2.8.1: Partner with the Montana Department of Transportation and other agencies to reduce the risk of wildlife-vehicle collisions in and around Livingston.	■	■	■	■
Objective 8.2.9: Mitigate road closure and construction impacts on traffic congestion.				
Strategy 8.2.9.1: Explore alternatives to congestion on Park St. when I-90 is closed and continue to work with Montana Department of Transportation.	■	■	■	■
Public Facilities				
Goal 9.1: Develop infrastructure to enhance community services and improve public safety for Livingston residents.				
Objective 9.1.1: Enhance information and communication connectivity in Livingston.				
Strategy 9.1.1.1: Advocate for increased availability of broadband internet by collaborating with outside partners and resources.	■			
Strategy 9.1.1.2: Conduct a Cost-Benefit Analysis to identify the most feasible solution given Livingston's topography, such as consideration of blended Fiber and the Fixed wireless technologies.		■		
Strategy 9.1.1.3: Review codes to promote "open trench" and "dig once" policies to facilitate broadband deployment.	■	■		
Objective 9.1.2: Implement technologies that improve the capacity and effectiveness of all water-based systems.				
Strategy 9.1.2.1: Reduce the risk of flooding and pollution threats through proactive and innovative stormwater management programs.			■	
Strategy 9.1.2.2: Explore the creation of a City stormwater utility.	■	■		
Strategy 9.1.2.3: Encourage development of bioswales and other green solutions during road rehabilitation and other infrastructure projects.		■		

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 9.1.2.4: Ensure adequate water supply to meet current and future demand.				■
Strategy 9.1.2.5: Coordinate sanitary sewer replacement and wastewater system expansion with increase in growth.				■
Strategy 9.1.2.6: Promote water conservation strategies.	■	■	■	■
Objective 9.1.3: Develop an integrated and efficient solid waste management system.				
Strategy 9.1.3.1: Conduct a community waste assessment to discover opportunities for solid waste reduction.			■	
Strategy 9.1.3.2: Develop an internal policy and guidelines for waste reduction and recycling expansion in coordination with the County.		■		
Strategy 9.1.3.3: Promote at-home recycling and community composting initiatives to divert waste from landfills.	■	■	■	■
Strategy 9.1.3.4: Evaluate creating a citywide compositing and curbside recycling program.	■			
Strategy 9.1.3.5: Create a community education initiative to reduce confusion and promote effective recycling.	■			
Strategy 9.1.3.5: Increase capacity for processing green waste to approximate city output.	■	■	■	■
Objective 9.1.4: Prepare a reliable funding framework to ensure ongoing infrastructure improvements.				
Strategy 9.1.4.1: Review existing funding sources and tools to ensure availability for improvement of existing and development of new community assets.	■	■	■	■
Strategy 9.1.4.2: Continue to secure funding sources to upgrade existing and provide new public facilities, and parks and trails.	■	■	■	■
Strategy 9.1.4.3: Consider the formation of a parks and trails maintenance district for sustainable funding of parks and trails.		■		
Goal 9.2: Ensure adequate public parks, trails, and recreation system to support the community now and in the future.				
Objective 9.2.1: Actively promote and develop, as well as maintain current, parks, trails, and outdoor recreational areas that promote Livingston's historic, natural, and cultural attributes, as outlined in the City of Livingston's Parks and Trails Master Plan.				
Strategy 9.2.1.1: Identify, monitor, and protect public access to public lands and partner with others to help ensure public rights-of-ways are open, maintained, and accessible by the public.	■	■	■	■
Strategy 9.2.1.2: Seek public input and feedback on current use of the park and trails system and future capital and programing priorities.		■		

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 9.2.1.3: Review and update the current community profile and future demographic trends to ensure the level of service provided by the current network of neighborhood parks, trails and programming is adequate and equitable.		■		
Strategy 9.2.1.4: Set a schedule to update the parks and trails map regularly to ensure accuracy and ease of use for the public.	■			
Strategy 9.2.1.5: Encourage the continued use of public schoolyards to serve as public space while school is not in session. Work with the School District to maximize the recreational and educational benefits of schoolyards for all members of the community.	■	■	■	■
Strategy 9.2.1.5: Investigate updating the Livingston Parks and Trails Master Plan.	■			
Objective 9.2.2: Support and promote arts and culture in the community while nurturing and attracting diverse talent.				
Strategy 9.2.2.1: Advance opportunities and recognize community talent in arts, sports, and other cultural activities.	■	■	■	■
Strategy 9.2.2.2: Continue to provide public space and venues for community events and festivals.	■	■	■	■
Intergovernmental Coordination				
Goal 10.1: Plan for future development within the urban/rural interface.				
Objective 10.1.1: Coordinate and collaborate with Park County.				
Strategy 10.1.1.1: Organize and facilitate regular communication with representatives from the County and other Jurisdictions to foster interdepartmental dialogue.	■	■	■	■
Strategy 10.1.1.2: Implement the recommendations included in the Extra-Territorial Jurisdiction Plan of the 2021 Livingston Growth Policy Update. See Appendix A.	■	■	■	■
Strategy 10.1.1.3: Explore the creation of a City-County Planning Board.	■	■		
Goal 10.2: Ensure seamless provision of services and amenities to residents, businesses, and visitors within the region.				
Objective 10.2.1: Coordinate and collaborate with other entities on planning, funding, and implementation of projects and programs that affect quality of life in Livingston and the surrounding region.				
Strategy 10.2.1.1: Gauge interest from Park County/other local jurisdictions in developing & participating in a regional planning committee to regularly coordinate and collaborate on regional opportunities.	■	■		
Strategy 10.2.1.2: Communicate **and collaborate** with the National Park Service, Montana Fish, Wildlife, and Parks, and the National Forest Service as needed.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 10.2.1.3: Communicate **and collaborate** with the Montana Department of Transportation as needed.				
Strategy 10.2.1.4: Communicate **and collaborate** with entities responsible for providing services to people experiencing hunger and/or homelessness as needed.				
Strategy 10.2.1.5: Communicate **and collaborate** with medical and emergency services providers as needed.				
Strategy 10.2.1.6: Communicate **and collaborate** with local school districts as needed.				
Strategy 10.2.1.7: Communicate **and collaborate** with residents and public stakeholders as needed.				

Infrastructure Management Strategy

The Growth Policy recognizes that there is a continued demand for infrastructure improvements. The City has completed the following facility plans and reports to identify existing needs and to plan for future growth:

- City of Livingston Community Center Recreation Feasibility Study
- City of Livingston Park and Trails Master Plan
- City of Livingston Source Water Delineation and Assessment Report
- City of Livingston Stormwater Drainage Study
- City of Livingston Streetscape Enhancements Master Plan
- City of Livingston Urban Renewal Plan
- City of Livingston Wastewater Engineering Report
- City of Livingston & Park County Montana Solid Waste Management Plan
- Northside Livingston Transportation Plan

Scheduling of projects and identification of funding sources are accomplished by including the projects in the Capital Improvements Plan (CIP). The City adopts a CIP every five years with the most recent covering the period from 2017 – 2021. The magnitude of the costs associated with construction repair typically requires a combination of funding mechanisms including property tax revenue, municipal bonds, special improvements districts, and urban renewal/tax increment funding. State and Federal grant and loan programs are another important funding source.

The City should update its life-cycle cost analysis procedures for major acquisitions and investments including vehicles, buildings, service equipment, and infrastructure to identify and value:

- Cost to the taxpayer
- Greenhouse-gas emissions and energy use
- Water use reduction
- Solid waste reduction
- Reuse of current resources
- Consolidation of project work
- Consider the social cost of carbon

Review and Revisions to the Growth Policy

A. Reviewing

The City Planning Board will conduct a review of the Livingston Growth Policy every two years. The review will determine if conditions have changed significantly enough to warrant a revision or amendment, such as deviation from anticipated trends; accomplishment of goals, strategies, and actions; changes in legal framework (federal/state legislation, judicial rulings, etc.); significant economic changes; or deviation from established targets. A report will be developed to make recommendations for updates and/or relay progress results to the City Commission.

B. Amending & Updating

When updating or amending the Livingston Growth Policy, the following criteria should be considered:

- Whether the development pattern contained in the Growth Policy inadequately provides appropriate optional sites for the uses proposed in the amendment.
- Whether the amendment constitutes an overall improvement to the Growth Policy or would be solely for the good or benefit of a landowner or owners at a particular point in time.
- Whether the amendment will adversely impact the community as a whole or a portion of the community by:

- Significantly altering acceptable existing land use patterns; or
- Requiring larger and more expensive improvements to roads, sewer, or water systems that are needed to support the prevailing land uses and which therefore may impact development of other lands or adversely impacting existing uses because of increased traffic on existing systems; or
- Affecting the livability of the area or the health and safety of the residents.

- Whether the amendment is compatible with the future land uses and intensities contained in the Growth Policy.
- Whether the amendment is consistent with the overall intent goals and strategies of the Growth Policy or furthers them.
- Whether significant public input supports the change.
- Whether the amendment carries out, as applicable, any specific strategy action or task for community facilities or public infrastructure including such things as transportation facilities or public sewer and water systems that are contained in the Growth Policy.
  - Updates or amendments should be consistent with other adopted plans, such as hazard mitigation plans or transportation plans.

Amendments may be initiated by the City in accordance with the procedures set forth by state statutes regarding the development of the original Growth Policy outlined in Montana Code: Title 76 Land Resources & Use, Chapter 1. Planning Boards, Part 6. Growth Policies, Section 601. Guidance outlining the Adoption, Revision, or rejection of Growth Policy are outlined in Montana Code: Title 76 Land Resources & Use, Chapter 1. Planning Boards, Part 6. Growth Policies, Section 604. **Table 12.2** displays the proposed reviewing and amending timetable.

Table 12.2: Reviewing & Amending Timetable

Tasks	Year 1 (begins January 2023)				Year 2			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Initiate Review of Growth Policy								
Preliminary Progress Report sent to City Commission								
Review by City Commission								
Public Outreach & Engagement								
Final Amendments or Updates Drafted								
Submission of Updated Growth Policy to City Commission								
Adoption of Amended or Updated Plan								
Monitor changes for next review cycle								