

PARK COUNTY GROWTH POLICY



Photo © Matt Long Photography

Drafted By: Park County Planning Board

Technical Assistance:
Park County Planning Office
Kara Ricketts Communication
Growth Policy Citizen Task Force
Park County Commission

TABLE OF CONTENTS

Chapter 1: Introduction

	Preface	1
1.1	Scope and Purpose	3
1.2	Current Planning Efforts	3
1.3	Private Property Rights	4
1.4	Vision Statement	5

Chapter 2: Public Process and the Growth Policy

2.1	History of Planning Efforts	6
2.2	Public Input	7
2.3	Task Force Regional Description	7

Chapter 3: Community Goals, Objectives, Implementation Measures

3.1	Public Input	19
3.2	Land Use (LU)	20
3.3	Natural Resources	23
3.4	County Services	25
3.5	Economic Development	28
3.6	Housing	30
3.7	Public Utilities	31
3.8	Transportation	32

Chapter 4: Livingston Neighborhood Plan

4.1	Livingston Neighborhood Plan	34
	Housing	36
	Economic Development	37
	Parks and Recreation	38
	Infrastructure and Public Services	39
	Natural Recourses	41
	Land Use	42

Chapter 5: Intergovernmental Coordination

5.1	Park County Jurisdiction	44
5.2	Intergovernmental Coordination	46
5.3	City/County Inter-Local Agreement	47

Chapter 6: Infrastructure Strategy

6.1	Drinking Water Systems, Storm Water Systems, Wastewater Treatment Facilities and Systems	49
6.2	Solid Waste Facilities	49
6.3	Fire Protection Facilities	50
6.4	Roads and Bridges	50
6.5	Other Infrastructure	50
6.6	Conclusion and Implementation	50

Chapter 7: Subdivision Review and the Growth Policy

7.1	Subdivision Background: State Law	52
7.2	Growth Policy/Subdivision Review Relationship	53
7.3	Evaluation	54
7.4	Public Hearings	56

Chapter 8: Amendment Process

8.1	Planning Board Review	58
8.2	Amending the Growth Policy	59

Chapter 9: Implementation Timetable

Implementation Time Table	60
Subdivision Implementation Timetable	61
Subdivision Application Review	62
General Strategy Timetable	65
Livingston Neighborhood Plan Implementation Timetable	72
Infrastructure Strategy Implementation Timetable	78

Appendices

A.	Public Participation
B.	Task Force List
C.	Glossary of Terms
D.	Inventory of Existing Characteristics
E.	Park County History
F.	Growth Policy Requirements (MCA)
G.	Public Comment Summary Report
H.	Written Comment Summary Report



CHAPTER 1. INTRODUCTION

PREFACE

“The development of Montana must be primarily the responsibility of Montanans...that they might undertake this responsibility of Montanans, they should learn their own state’s economic and cultural opportunities. To do so, they must first learn its economic and cultural history.”

Joseph Kinsey Howard (1944).

THE PROBLEM

The needs, assumptions, methods and techniques that directed the creation of the following Growth Policy document for Park County, Montana were developed after a lawsuit, a community protest, and the rejection of a draft Growth Policy that was produced by the Cossitt planning consulting firm in 2004.

In addition to the lawsuit and Settlement Agreement terms, citizen complaints about the first Cossitt draft Growth Policy document (December 16, 2004) centered around two issues; 1) the lack of opportunity for public participation in the creation of the Cossitt document; 2) the lack of emphasis on property rights. In attempting to correct these apparent deficiencies, the following assumptions were made:

ASSUMPTION / METHODS

Because of the diverse economic, cultural and geographic composure of Park County, it was assumed that a more representative, public involvement process should be provided to reflect individual county area growth direction and needs. (See **Appendix D: Historical Context and Existing Characteristics**)

Based on geography, economics, and social characteristics, Park County was divided into ten Task Force sub-areas to obtain input; Wilsall, Clyde Park, Clyde Park to Sheep Mountain, Sheep Mountain to Springdale, Livingston West, Livingston City/County (Donut area), Mission/West Boulder, Yellowstone (Paradise) Valley, Joe Brown to Gardiner and Cooke City. (*Refer to Chapter 2 for further clarification*)

After reviewing the Cossitt document and other Growth Policy documents from throughout the state, and communicating with various consulting firms, a local communications firm (Kara Ricketts Communications) was hired by Park County to conduct and facilitate the public input phase and drafting of a Growth Policy and Neighborhood Plan document.

The creation of the public input component of the project consisted of advertising for participants from the aforementioned ten sub-areas within the county. All individuals that applied to participate were selected for what became individual, sub-area Task Force groups. Although the over-all sample size was small, relative to the total county population (less than 1%), the goals and opportunities for citizen participation were continuously provided throughout the entire public meeting process including; Task Force meeting, Planning Board draft document production, the Commissioner adoption process and the written public comment phases of the project. (See **Appendix G: Park County Growth Policy Public Comment Summary Report, 2006, and Appendix H: Park County Growth Policy Written Public Comment Summary Report, 2006**)

The following document represents the results of Park County Montana's current effort to create visionary direction in the form of a Growth Policy in complex social, political and economic times.

Larry Lahren, Ph.D.
Park County Commissioner
A. D. 2006

THE STRUCTURE AND FUNCTION OF MONTANA'S GROWTH POLICY PROCESS

Legislation passed by the 1999 Montana State Legislature (Senate Bill 97) requires counties to adopt a Growth Policy, the deadline for which is now October 1, 2006. (See, Section 76-1-601(2), MCA). Certain elements are required in a Growth Policy. (See, Section 76-1-601(3), MCA). The extent to which a Growth Policy addresses those elements is at the full discretion of the governing body. (See, Section 76-1-601(2), MCA). A Growth Policy may include other elements, such as a Neighborhood Plan. (See, Section 76-1-601(4), MCA). The intent of the legislation was to encourage Counties to plan for growth.

This Growth Policy is intended to meet the requirements outlined in state law and to provide a framework for continued planning efforts in Park County. According to state law, the Growth Policy provides guidance to the Park County Commission in the:

- authorization, construction, alteration, or abandonment of public ways, public places, public structures, or public utilities;
- authorization, acceptance, or construction of water mains, sewers, connections, facilities, or utilities; and
- adoption of zoning ordinances or resolutions. (See, Section 76-1-605, MCA)

The Park County Growth Policy also provides guidance for subdivision regulations and review in that when a Growth Policy is adopted, subdivision regulations adopted must be made in conformance with the Growth Policy. (See, Section 76-1-606, MCA). Changes in state law have limited the use of the Growth Policy in land use decisions. In 2001 the

legislature passed a bill that added a provision to the law in Section 76-3-504, MCA that required subdivision regulations to be in accordance with the goals and objectives of a Growth Policy. In 2003, the Legislature eliminated this provision from Section 76-3-504, MCA, but a similar provision was not deleted from Section 76-1-606, MCA, and is still law. The 2003 Legislature also passed a bill that provides that a governing body may not withhold, deny, or impose conditions on any land use approval based solely on compliance with a Growth Policy. (See, Section 76-1-605(2)(b), MCA).

A growth policy is not a regulatory document and does not confer any authority to regulate that is not otherwise specifically authorized by law or regulations adopted pursuant to the law. (See, Section 76-1-605(2)(a), MCA).

1.1 SCOPE AND PURPOSE.

This document is the Park County Growth Policy, a term used in state law to provide a county wide vision for land use and development. The jurisdictional area covered by this document includes Park County with the exception of the area within the City of Livingston and the Town of Clyde Park.

This growth policy supports and promotes the following measures based on the U.S. Constitution and state statutes, with input from County residents:

- ▶ Respect for and preservation of private property rights.
- ▶ Protection of public health and safety.
- ▶ Efficient delivery of services.
- ▶ Encouragement of development near existing services and infrastructure.
- ▶ Protection of the right to farm and ranch.
- ▶ Protection of natural resources.

1.2 CURRENT PLANNING EFFORTS.

Aside from the Growth Policy, Park County is mandated by the State to continually revise the local subdivision regulations when amendments to Title 76 are adopted by the Montana Legislature. Chapter 3 of Title 76, also known as the Montana Subdivision and Platting Act, is the section of state law governing land resources and use. The current statutes included in Title 76 can be accessed by the State of Montana's official website (www.discoveringmontana.com).

Park County has six zoning districts at various locations within the county. Zoning districts may be defined as a specific geographic region within a county where uniform regulations and requirements govern the use, placement, spacing, and size of the land parcels and buildings. State law outlines the statutes governing 101 and 201 zoning, also known as Part 1 and Part 2 zoning. (See Title 76, Chapters 1 and 2). Citizen initiated, or 101 zoning, requires a petition process with a minimum of 60% of the landowners. There

are currently five 101 zoning districts in Park County: O’rea Creek, East Yellowstone, Cokedale, Paradise Valley, and Cooke City/Silvergate districts. County initiated, or 201 zoning, is initiated and passed by resolution by the Park County Commission. The former city/county or donut zoning district is the only 201 zoning district in the County. (See Chapter 4 for map.) This area includes a 4 ½ mile area around the Livingston City limits. These districts are generally located around incorporated cities to ensure orderly development in areas which are likely to be developed if that area is experiencing growth.

1.3 PRIVATE PROPERTY RIGHTS IN PARK COUNTY.

Private property ownership is the foundation upon which free enterprise is built. As such, private property rights and ownership of property shall be protected. Any laws, regulations, or restrictions shall consider the protection of those rights.

The Park County growth policy incorporates and affirms the following basic principles concerning property rights:

1. “No person shall be... Deprived of life, liberty, or property without due process of law, nor shall private property be taken for public use, without just compensation.” (U.S. Bill of Rights, Amendment 5).
2. “All persons are born free and have certain inalienable rights. They include the right to a clean and healthful environment and the rights of pursuing life’s basic necessities, enjoying and defending their lives and liberties, acquiring, possessing, and protecting property, and seeking their safety, health, and happiness in all lawful ways. In enjoying these rights, all persons recognize corresponding responsibilities.” (Montana Constitution, Article II, Section 3).
3. “The right of individual privacy is essential to the well-being of a free society and shall not be infringed without the showing of a compelling state interest.” (Montana Constitution, Article II, Section 10).
4. “Private property shall not be taken or damaged for public use without just compensation to the full extent of the loss having been first made to or paid into the court for the owner. In the event of litigation, just compensation shall include necessary expenses of litigation to be awarded by the court when the private property owner prevails.” (Montana Constitution, Article II, Section 29).
5. “The Park County Commission recognizes and supports the original concept of the framers of the Constitution wherein the power of eminent domain should only be used as a last resort to acquire private property for a public project that is necessary to accomplish the general welfare of Park County citizens.” (Park County Commission, Resolution 881, August 2, 2005).
6. The Park County Commission will consider Part 1 and Part 2 zoning in accordance with existing state law.

1.4. VISION STATEMENT.

The Growth Policy is a vision for the future of Park County. Our vision is:

Park County will grow in ways compatible with the protection of property rights, and its quality of life, quality of place, and unique character.

CHAPTER 2. PUBLIC PROCESS AND THE GROWTH POLICY

2.1 HISTORY OF PLANNING EFFORTS.

On March 25, 1998 Park County adopted its first Comprehensive Plan, which outlined local land use goals and objectives at that time, in accordance with Montana State law. During the 1999 session the Montana state legislature passed Senate Bill 97, which mandated a number of changes to comprehensive plans, including changing the term to “Growth Policy.”

This Growth Policy began with a citizen task force process. All citizens who applied to serve on the Growth Policy citizen task force enlisted to serve on a Task Force Focus Group where they resided. The first public meeting for the citizen task force was held in March 2005. The task force regions included: Wilsall, Clyde Park, Clyde Park to Sheep Mountain, Sheep Mountain to Springdale, Livingston West, Livingston, City/County (Donut), Mission/West Boulder, Yellowstone Valley (Paradise Valley), Joe Brown to Gardiner, Gardiner, and Cooke City. Each focus group gathered to discuss meeting times and agendas, in addition to deciding on a spokesperson for the group. Dissenting views held between members within a focus group were recorded.

The focus groups decided on the frequency of their meetings, and then submitted meeting times and dates to the facilitator. The meeting times and dates were posted on the county website, in addition to being posted at the City/County Complex and published in local newspapers and community newsletters. Some focus groups posted notices at prominent locations within their communities. For the next several months the task force focus groups met regionally and discussed areas of concern, suggesting changes to the current draft to better reflect their positions and vision for their region and Park County as a whole. The facilitator and the planning staff rotated attendance at the focus group meetings.

From March to early July the County had monthly meetings for all focus group members. Task force focus group spokespersons publicly voiced progress on their review of Growth Policy documents, areas of contention, and attendance. The County also provided a list of resource documents at the Livingston Public Library for citizens to review including state statutes, maps, other growth policies, the former city/county zoning regulations, floodplain regulations, a copy of the lawsuit and Settlement Agreement wherein the City of Livingston, Greater Yellowstone Coalition and Park County Environmental Council sued Park County over a zone change on County property located at the East Interchange in the Livingston Neighborhood Planning Area. The Planning Office also provided a timetable that outlined the process, as well as dates defining when the task force submittals were due. Due to the large workloads and time involved in this process a number of focus groups suggested to the facilitator the need for

additional time. In late June at the request of the Task Force Focus Groups, the Commission and the Planning Office extended the submittal date from July 15 to August 15, 2005. The intent was to provide the Task Force Focus Groups the maximum amount of time possible to complete their work, without compromising the ability of the planning staff, the facilitator, and the Planning Board to complete the draft for Commission review under the time constraints outlined by Montana State law and the Settlement Agreement. This deadline is October 1, 2006 (MCA 76-1-601(2)).

On August 15, 2005 the Planning Office and facilitator began compiling and analyzing the Task Force Focus Group final reports on a page by page basis. The first priority was to create summary documents or “task force summaries” that outlined what the Task Force Focus Groups submitted. Each goal on Land Use, Natural Environment, Housing, Economic Development, Public Utilities and Transportation, and County Services was listed with a chart outlining what each of the 12 groups submitted on that particular issue. Individual citizens who were on the Task Force Focus Groups were also allowed to submit their own drafts, which were summarized as well. These summaries were thoroughly reviewed and referenced in writing the draft. After completion of the Task Force Focus Group summaries, the draft was created based upon equal consensus and cooperation between the three technical advisors. The technical advisors completed a first draft of the document on November 17, 2005. Copies the draft were released for public review on the County website (www.parkcounty.org), the Livingston Public Library, Insty Prints, and the City/County building.

2.2 PUBLIC INPUT

This Growth Policy acknowledges and supports the philosophy that all county individuals, groups, and entities have the right to provide input into the creation, implementation, and amendment of this policy. This document is a vision for the County as whole rather than one individual, group, or special interest. The Park County Planning Board received 99 written comments on the Growth Policy draft. In addition, the Park County Planning Board held three regional meetings with the task force groups and three public hearings. Another written public comment period was opened by the Park County Commission from July 5—July 18, 2006, wherein 103 written public comment letters where received.

2.3 REGIONAL CHARACTERISTICS

The Goals, Objectives, and Implementation Measures of this Growth Policy encompass the entire County with the exception of the City of Livingston and the Town of Clyde Park. This is different from the approach of the 1998 Comprehensive Plan, which consisted of six areas, referred to as Planning Districts in the 1998 Plan, with a separate set of goals for each area. In this document, regional area descriptions, defined by the citizen task force groups, detail the characteristics of individual areas within the County.

Wilsall

This is the northernmost area of the County. Approximately 75% of the land in the area is in private ownership. Most of the existing housing is concentrated within or near Wilsall, and residents have expressed an interest in maintaining that pattern so that new development can be more efficiently provided with public infrastructure and services. The area is generally agricultural. The Shields River and its tributaries along with Cottonwood Reservoir are the primary surface water features in the area. The Wilsall Rural Fire District provides fire protection within the planning area, with agreements with Gallatin and Meagher counties that provide coverage for major fires outside the District. The District has four engines, manned by volunteer fire fighters. Emergency 911 services and advanced life support service are coordinated out of Livingston. The Shields Valley School District provides K-12 education. The Wilsall Community Water Users Association provides water to the Wilsall Community. Major upgrades were made to the system in 1994. Currently, there are approximately 120 hookups and the system could be expanded to 200 hookups with existing water supply. Installing meters in 1994 cut average use by nearly one-half. There is a small airport approximately four miles north of town.

Citizens in the Wilsall Growth Policy Task Force Focus Group identified the following as issues of special concern:

- We strongly believe in personal property rights.
- We encourage county government to lobby the Montana legislature to change the tax classification for land that is classified as agricultural, yet being used primarily for residential.
- We would like to see the county establish an enforcement arm to enforce existing land use rules and regulations.
- We would like to see pre-existing conditions regarding personal property protected and take precedent over new land use.
- We view the section on land use as an important element of this document for the Wilsall community.
- We respect the value, importance, and wide range of benefits of the agricultural sector on the rural landscape.
- We seek no additional tax burden to current taxpayers for new subdivisions.
- We encourage the protection of groundwater and surface water from contamination.

Clyde Park

As an incorporated community, the Town of Clyde Park maintains its own roads and other public facilities, such as the water supply system. Within Clyde Park, there are approximately 130 service connections and capacity to serve an additional 40 households. The Shields Valley School District, consolidated in 1990, provides K-12 education for Clyde Park and Wilsall.

Citizens in the Clyde Park Growth Policy Task Force Focus Group identified the following as issues of special concern:

- Existing lots, tracts, and parcels of adjacent landowners should be respected when new development is considered.
- The planning area has many exceptional natural assets such as rivers, air quality, fish and wildlife, scenery, and prehistoric and historic resources that are valued by residents and visitors alike.
- Retaining the rural landscape is an important value.
- Private property rights shall be respected, as well as the responsibilities to that right.
- We support the use of conservation easements.

Sheep Mountain to Clyde Park

The Sheep Mountain to Clyde Park area includes the area north of the Livingston Neighborhood Planning area, west of Springdale, and south of the outskirts of the town of Clyde Park. Approximately 90% of the area is privately owned. Housing has been historically concentrated in the Town of Clyde Park and immediate vicinity. The Shields River is the primary surface water feature in the planning area. Fire protection to the area is provided by the Clyde Park fire department. The area outside the town is covered by the Clyde Park Rural Fire District. Emergency 911 and advanced life support service are coordinated out of Livingston.

Citizens in the Sheep Mountain to Clyde Park Growth Policy Task Force Focus Group (which is roughly bordered on the east by Sheep Mountain to the outskirts of the Town of Clyde Park) identified the following as issues of special concern:

- Property ownership is the foundation upon which a free enterprise is built. Private property rights and ownership of property shall be protected.
- Because of increasing demand and rising land values, growth will continue and land previously used for agriculture and for other purposes will continue to be developed. Agricultural lands in Park County are becoming less economically viable.
- Development should be encouraged.
- We are not supportive of conservation easements.

Sheep Mountain to Springdale

This area is in the eastern portion of Park County and is primarily agricultural. It includes lands along the Yellowstone River and along the slopes of the Absaroka Range.

In the Springdale area, land is approximately 44% privately owned and 56% publicly owned. Most of the public land is situated south of I-90. Most of the current housing in the area is concentrated within or near Springdale or on scattered farms and ranches. The Yellowstone River is the primary surface water features in the planning area. Mendenhall Creek drains from the Southeast border of the community area to the river, and a maintained County road runs the length of the community. Fire protection is provided by Park County Rural Fire District #1. In the late 1800's to early 1900's, Springdale was a major train stop with a manned depot and business trading services.

The Sheep Mountain to Springdale Growth Policy Task Force highlighted the following as special issues of concern:

- The single most important consideration in writing the Park County Growth Policy is protection of private property rights.
- The Growth Policy shall neither inhibit the economic growth or development of Park County nor negatively impact the workings of a free and open market.
- The financial viability of farming and ranching is subject to the same market pressures and economic realities of any other business. Farmers and ranchers will be guaranteed the same options and opportunities as any other business.

Mission/West Boulder

The Springdale/Mission Creek/West Boulder area of Park County is defined by its geography, its economy, and its history. Geographically, it consists of two adjoining drainages, bounded on one end by the Absaroka Mountains and on the other by the Yellowstone River. Economically, it was first a hunting ground of Native Americans who settled in the area more than 10,000 years ago, much later the administrative center of the Crow Reservation, and finally an agricultural community. The area is still largely dominated by ranches, a significant number of them passed on from one generation to the next. Working ranches are vital components of the planning area. There has been very little residential development. The Swingley, Mission Creek, and West Boulder Roads provide primary connections. Two drainages that define the area provide important spawning grounds for Yellowstone Cutthroat trout. The community of Springdale on the eastern boarder of the area is defined on its northern border by the railroad and Interstate 90 on the southern border. Mendenhall Creek drains from the Southeast border to the river and a maintained county road runs the length of the community.

The Mission/West Boulder Growth Policy task force focus group sent an extensive survey to all residents in the area and also held interviews with as many landowners as possible to arrive at a specific set of goals and objectives for this regional area. The Mission/West Boulder Growth Policy Task Force identified as special issues of concern:

Any plan for the Mission Creek/West Boulder area should respect its geography, its economy, and its history. This means protecting its water and fish resources, preserving its agricultural and rural character, and keeping its scenic views intact and its spaces open.

Goal 1: Protect and promote open space. Protect streams from effect of development. Protect ground water sources.

Objectives:

1. While recognizing the property rights of landowners, encourage conservation and enhancement of the quality and quantity of wildlife, fisheries, and other natural resources of this entire area.
2. Encourage collaborative relationships to manage resources on public lands and on private land with freely given landowner cooperation.
3. Protect all naturally flowing perennial tributary streams and riparian areas as valuable resources for agricultural waters, scenic beauty, recreational opportunities, fisheries, and wildlife habitat.
4. Encourage the collection and provisions of information about the status of groundwater and surface water quality and supply.

Goal 2: Promote private open land, farm land, ranch land, and recognition of agriculture and forestry as valued land resources. Maintain the rural character and atmosphere and preserve property values in accordance with agricultural use.

Objectives:

1. Locate and encourage incentives to stop the loss of farm and ranch land and private forestland.
2. All new development should be compatible with and continue to allow agricultural and forestry activities.
3. Support voluntary private open land protection programs.
4. Maintain cooperative efforts with Sweet Grass County on projects that border county lines.
5. Promote control of noxious weeds.
6. Encourage protection and improvement of existing agricultural water supplies and traditional uses pertinent to this goal.
7. Encourage removal of excess fuels to prevent wildfires.
8. Develop policies with applicable agencies and private property owners to control fires before they get out of control.

Goal 3: Protect Air Quality

Objectives:

1. Conserve scenic resources, traditional viewsapes, and open space.
2. Recognize incidental uses which are customarily and necessarily related to and included within an agricultural pursuit as part of the scenic view of the area.

3. With land ownership comes rights, and with rights comes responsibility. Recognize the responsibilities that come with the rights of ownership to maintain and promote land health.

Goal 4: Conserve scenic views. Promote public open spaces, recognizing agricultural and forestry lands as valued land resources.

Objectives:

1. Conserve scenic resources, traditional viewscapes, and open space.
2. Recognize incidental uses which are customarily and necessarily related to and included within an agricultural pursuit as part of the scenic view of the area.
3. With land ownership comes rights, and with rights comes responsibility. Recognize the responsibilities that come with the rights of ownership to maintain and promote land health.

Goal 5: Where should new development occur?

Objectives:

In keeping with the agricultural values of our area, overall population density should be limited. When new development occurs, it should be guided by the following objectives:

1. Development should be encouraged near existing centers of population where:
 - a. infrastructures already exist;
 - b. development in these areas would mitigate threats to health, welfare, and safety brought on by severe weather; and
 - c. fire, sheriff, emergency medical, and any other services would have most immediate response time.
2. If development occurs in the Springdale area or the Sweet Grass County line, the two planning boards should work together to develop a common sense plan for development. Development across Sweet Grass County line could incur unfunded costs to Park County.
3. Development should avoid flood plain and river plain areas to protect water resources and safety of residents and infrastructure.
4. Developments i.e. subdivisions, should be discouraged in the more remote areas of this planning area. In very hard winters it is nearly impossible to keep roads open in this area. This could result in very high costs of snow removal and/or loss of life in severe cases.

Goal 6: In order to provide necessary infrastructure and public services to accommodate population growth and new development without undue impacts on the qualities, quantity, and costs to existing residents, Rural Improvement Districts (RID's) should be encouraged.

Objectives:

1. Encourage development that will minimize or avoid additional cost to existing taxpayers.
2. Consider the cumulative impacts of development.
3. Developments i.e. subdivisions, should be discouraged in the more remote areas of this planning area.
4. Upgrade relevant information to facilitate more informal decision making about new development.
5. Developers and subdivisions must be responsible for all net increased costs incurred by new development.
6. All new development should be made aware of the agricultural culture of the area and various problems incurred by rural living.
7. Inventory all road, bridge, culvert, and cattle guards as to condition and lifespan and develop a maintenance strategy.

Goal 7: To promote and encourage a vibrant, healthy economic environment that recognizes existing business and promotes new business that will fit the ecology of the area.

Objectives:

1. Support a healthy, natural resource industry.
2. Promote in home business that will have a low impact on the environment.
3. Support agricultural activities, with exceptions to industry with high impact on environment.
4. Promote quiet recreational and guest type businesses such as: dude ranching, day ride businesses, equine training stables, bed and breakfasts.

Paradise Valley

The Yellowstone River, Mill Creek, Pine Creek, Suce Creek, Deep Creek, Sixmile Creek, and Big Creek are major surface water features in the area. Dailey's Lake is a year around water source. Many uses, including agricultural, fisheries, recreation, and residential development are dependent upon surface water. Many species of wildlife are present in Paradise Valley, including nearly all of Montana's big game species. The Dome Mountain Game Range in southern Paradise Valley is a land unit managed by the Montana Department of Fish, Wildlife and Parks with the intent of providing elk winter range. The Paradise Valley Zoning District, located around the intersection of Mill Creek Road and East River Road and created on June 1, 2004, requires newly created lots to be 20 or more acres in size and restricts ridge top development. Public schools in the Paradise Valley planning area include Pine Creek and Arrowhead. Arrowhead school has had significant growth in enrollment in the past decade and currently has 134 students. The Yellowstone Valley Growth Policy Task Force Focus Group (also referred to as the Paradise Valley Growth Policy Task Force Group) identified the following as special issues of concern in the planning area:

- Private property rights and ownership of property should be protected. The Park County Commission should consider zoning land by citizens' petitions only.
- The rural characteristics of the Paradise Valley are major attributes and magnets for new development and increasing population. Residential development may provide beneficial use of land that is no longer viable in agricultural production.
- Many agricultural landowners fear restrictions on their ability to sell portions of their land. There is significant economic pressure on agricultural landowners to sell land.
- The Yellowstone River is important for agriculture, domestic uses, recreation, scenery, fisheries, and wildlife. Economic pressure to develop land along the rivers for residential and commercial purposes continues to increase.

Joe Brown to Gardiner, including Jardine

This planning area encompasses the rural area south of Yankee Jim Canyon, including Cinnabar Basin and the Jardine area. It includes all Park County lands west of the Yellowstone River that are south of the Tom Miner drainage. Eastward, the planning area includes all drainages within Park County that flow into the Yellowstone River upstream of Yankee Jim Canyon, beginning with Joe Brown Creek and continuing east to include Slough Creek. Major drainages within this area include the Cedar Creek, Bear Creek, Hellroaring Creek, and Buffalo Creek drainages. It is a mountainous area bisected by the north flowing Yellowstone River. It is estimated that nearly 80% of the land in this planning area is in public ownership, most of which is administered by the U.S. Forest Service. Yellowstone National Park borders the planning area on the south and west boundaries. Private land availability is tight and dwindling. Large tracts of private land have been sold or traded into public ownership within the past two decades. On some large tracts of private land, conservation easements have been placed on land holdings. Residents of the area appreciate the area's physical attributes. Tourism, outfitting, agriculture, government employment, and recreational based businesses are key components of the planning area's economy. Seasonal employment is high. The Yellowstone River is a valued resource. The State of Montana and the National Park Service negotiated a water compact in 1993 which has placed restrictions on groundwater development. Many species of wildlife are present in the planning area, including all of Montana's big game species. Fire protection is provided by the Gateway Hose Company #1, to milepost 6. The rural fire department in Emigrant assists the area's outlying properties. Gardiner has an ambulance service with one vehicle and volunteer staffing. Public education is provided through the Gardiner School District.

The Joe Brown to Gardiner Growth Policy Task Force Focus Group expressed the following special issues of concern:

- Landowner concern about retaining private property rights.
- Land use decisions by federal agencies administering adjoining lands have had an impact on landowners in the area, including such decisions involving

eminent domain, reintroduction of wolves, bison management, snowmobile usage, and others.

- Decisions affecting the area are often made on a national level, making local residents feel that their concerns are ignored or dismissed.
- Inadequate seasonal housing and rising housing costs are a concern in the area.

Gardiner

This planning area is comprised primarily of the unincorporated community of Gardiner at 841 residents and its immediate vicinity. The community's economy is heavily dependent upon tourism and services to residents. It is the only year-round automobile gateway to Yellowstone National Park. Most of the land surrounding the town is public, and one of the larger neighboring ranches is under a conservation easement. Fire protection for the town is provided by Gateway Hose Company #1, an all volunteer unit with two vehicles. The nearest medical facility is the outpatient clinic at Mammoth Hot Springs. The Gardiner Water District provides water in the Gardiner community. Currently there are 390 service connections, with the system operating at approximately 70% of total capacity. The Gardiner Sewer District provides wastewater system services. Students in Gardiner attend Gardiner Public Schools. There is a small airport near Gardiner.

Citizens in the Gardiner Growth Policy Task Force Focus Group identified the following as special issues of concern:

- There is a great need for seasonal worker housing, yet space is limited in town. Higher density growth within town, such as infilling is important to retain the character and economic value of the town. Businesses could be encouraged to provide for the housing needs of their employees.
- Development should be respectful of existing property and remain mixed use to maintain the small town experience.
- Wildlife passage through town should be maintained as seeing wildlife in town is an important part of the community's well being.
- Adequate commercial and residential parking are a problem in the town.
- We support efforts for developers to pay their share of the total infrastructure and maintenance costs created by and projected for their proposed development. Property owners building far from public services must take responsibility, rather than demanding those services at the expense of other citizens.
- We support strong protection measures for wildlife and other natural resources in Park County, including water resources, scenic beauty, and the rural character of the County.

Cooke City

Cooke City has 140 permanent residents according to the 2000 U.S. Census. The area's population expands by as much as 300 to 400 percent in the summer due to seasonal residents. The area is located in the southeastern corner of Park County; relatively isolated from the rest of the County. This affects both its economy and local public services. Most of the private land within the area originated as patented mining claims. In 1993, the citizens of the area petitioned the County Commission to create a zoning district, which was adopted by resolution in 1997. The zoning restricts building on steep slopes and guides higher density development to within platted town sites of Cooke City and Silver Gate. Rural residential development is restricted by a water compact between the State of Montana and Yellowstone National Park that reserves 95% of all ground and surface water within the Soda Butte drainage to the Park. This planning area has numerous wildlife species. A volunteer fire department has two trucks in Cooke City and one in Silver Gate, partly supported by a 6 mill tax. Ambulance service is available through the National Park Service. The nearest medical treatment is the outpatient clinic at Mammoth Hot Springs. There are public water supply systems for Cooke City and Silver Gate. The Cooke City Water District provides connects for approximately 80 units. The Silver Gate Water Association provides water to a few residences and other summer season users. The Cooke City Elementary School provides education for grades K-8. High school students attend school at Gardiner.

Issues of special concern in the planning area are:

- Wastewater system upgrades that are needed.
- Isolation from County services.
- Drinking water supply and other groundwater quality issues.

Livingston Area

The Livingston Area is the area surrounding the City of Livingston. It was not included in the 1998 Park County Comprehensive Plan. At that time, it was part of the city-county planning area, a separate jurisdictional area for planning purposes. Since that time, the area outside of Livingston, referred to as the Livingston Neighborhood or "donut" area, has become part of the County's planning jurisdiction. In 2003, Park County was ordered by the courts to develop a Neighborhood Plan for the area as part of its Growth Policy. As an incorporated city, Livingston maintains public facilities. There is an airport approximately seven miles east of Livingston. As a part of this planning effort, three Task Force Focus Groups were created: Livingston, Livingston "Donut", and Livingston West.

Special concerns were identified by each of the groups.

Livingston Growth Policy Task Force Focus Group:

- The Growth Policy is not a regulatory document and must recognize and respect individual private property rights.
- Development should occur as close to existing public infrastructure and facilities as possible.

Livingston “Donut” Growth Policy Task Force Focus Group:

- The right to farm and ranch is an important consideration given the integration of new residents and values in the County.
- Density bonuses and/or transfer of development rights or other methods should be utilized to encourage open space.
- Private voluntary conservation easements are a tool for maintaining open space.
- Development occurring within the “Donut” should be well planned and interconnected with existing and future development so as to minimize problems in services and road systems.

Livingston West Growth Policy Task Force Focus Group:

This planning area includes those lands and resources beyond the Livingston “Donut” area to the Gallatin County line on the western border of Park County. It is bordered to the south by the Wineglass and Gallatin Range, to the west by Bozeman Pass, the north by the Bangtails, and the east by the City of Livingston. The area is comprised of ranching and rural residential properties which are literally split in half north to south by Interstate 90 running east and west. There are two citizen initiated zoning districts in this planning area; O’rea Creek and Cokedale.

The Livingston West Growth Policy Task Force Group identified the following as special issues of concern in this area:

- The traffic on Interstate 90 as well as increased railroad traffic contributes significantly to a growing noxious weed problem in this section of the County. Spotted knapweed is prevalent in the Bozeman Pass area.
- The area is thought to have potential for coal bed methane development. The current methods for extraction bring with them concern by landowners regarding water rights, water sources, and possible degradation of surface areas. While recognizing their neighbor’s right to potential mineral extraction, water users’ rights and surface rights of all landowners must be considered, respected, and enforced at all times.
- Ranching is still viable in this area, but easy access of the interstate has made residential development more attractive. Both sides of the highway are seeing continued residential and commercial development.

Sources:

Cossitt Consulting Team., *Inventory of Existing Characteristics and Projected Trends*, August 2004.

Park County, Montana. *Comprehensive Plan*, March 25, 1998.

Park County, Montana, Planning Office statistics, September, 2005.

Park County, Montana, University Agricultural Extension Service, September 2005.

Park County Growth Policy Task Force Focus Group Final Reports: *Sheep Mountain to Clyde Park, Clyde Park, Joe Brown to Gardiner, Wilsall, Livingston, Livingston West, Livingston "Donut", Yellowstone Valley, Springdale, MissionCreek/West Boulder, Gardiner*, August 2005.

U.S. Bureau of Census, Washington, D.C.

CHAPTER 3. COMMUNITY GOALS, OBJECTIVES, AND IMPLEMENTATION MEASURES

This chapter outlines the goals, objectives, and implementation measures identified by the majority of Growth Policy Task Force Focus Groups, which was then revised by the Park County Planning Board and the Park County Commission. The significant topics, which are shaded and numbered, include public input, land use, natural resources, county services, economic development, housing, public utilities and transportation. These topics were given abbreviations for reference. These references allow the reader to keep track of which goals a particular objective is addressing or referring to. Land Use is abbreviated *LU*, for example. Please reference Appendix D, *Inventory of Existing Characteristics*, for background data.

3.1 PUBLIC INPUT (PI)

PI 1. Goal: Offer a variety of opportunities for public involvement in community planning decisions.

Objectives:

- PI 1.1:** Encourage public participation in all planning processes and make those processes user-friendly.
- PI 1.2:** Consider the interests of the entire community and the goals and policies of this Growth Policy before making planning decisions.
- PI 1.3:** Encourage public participation to identify new planning goals and objectives or expand existing planning goals and policies that consider the impacts of potential changes on the community.
- PI 1.4:** Utilize a variety of approaches, representing a broad spectrum of public viewpoints, wherever reasonable to oversee major revisions to the Growth Policy, zoning regulations, and subdivision regulations.
- PI 1.5:** Balance the interests and needs of the community by involving the public when considering amendments to zoning and subdivision regulations.

3.2 LAND USE (LU)

LU 1. Goal: Allow the opportunity to live in a rural landscape and sustain an agricultural way of life.

Objectives:

LU 1.1: Support the right to farm and ranch.

Implementation:

1. Support the Montana State Legislature’s finding regarding agricultural practices in Section 76-2-901, MCA “Agricultural lands and the ability and right of farmers and ranchers to produce a safe, abundant, and secure food and fiber supply have been the basis of economic growth and development of all sectors of Montana's economy. In order to sustain Montana's valuable farm economy and land bases associated with it, farmers and ranchers must be encouraged and have the right to stay in farming.”
2. Require developers to install perimeter fencing where necessary around subdivisions to prevent conflicts between neighboring landowners and subdivided property.
3. Encourage development that allows continued agricultural activities.
4. Protect farmers and ranchers from the adverse impacts of ordinances on agricultural operations, including but not limited to, ordinances on weed spraying, dust, livestock odors, and noise.

LU 2. Goal: Encourage development within or closer to existing communities.

Objectives:

LU 2.1: Streamline or provide incentives in the approval process for development close to existing communities.

Implementation:

1. Explore cost incentives for building closer to existing communities.

2. Research methods for streamlining the approval process, both in time and application requirements, for development that is close to existing communities.
3. Consider density bonuses and other incentives for building close to existing communities.
4. Make information readily available at pre-application meetings on cluster development.

LU 2.2: Identify, evaluate, and encourage best options for extending infrastructure, especially roads, in a manner that encourages growth close to existing communities in a cost effective manner.

Implementation:

1. Work with communities that have public infrastructure to identify locations best suited for extending infrastructure to accommodate new growth.
2. Identify and pursue funding options and design to encourage cost efficiency in extending infrastructure.

LU 3: Goal: Evaluate and promote public health, safety and welfare in land use decisions.

Objectives:

LU 3.1 Evaluate and promote public health, safety, and welfare through the decision making process for all land use decisions.

LU 3.2 Develop a park plan to establish the needs and procedures for use of park dedication funds that derive from subdivision requirements.

LU 4: Goal: Make information available on planning and land use issues.

Objectives:

LU 4.1 Encourage the best use and distribution of land use information to ensure that the public, developers and other interests understand subdivision regulations, existing zoning regulations, citizen petitioned zoning districts, and land use regulations.

Implementation:

1. Insure that information is readily available through the Park County Planning Office and other avenues.
2. Make information available concerning voluntary private land open space programs, such as conservation easements and land trusts.

LU 4.2 Make information readily available on animal odors, agricultural water use, noxious weeds, fencing agreements, and other land use practices common to the West to increase knowledge and awareness of living in rural areas and to ease impacts and foster better neighbor relations.

LU 5: Goal: Assure uniformity in the application and enforcement of land use regulations.
--

Objectives:

LU 5.1 Provide uniformity in the review of subdivision applications under the Park County Subdivision Regulations.

Implementation:

1. Develop application materials for applicants and landowners that clearly state the requirements for a subdivision application.
2. Support a formal appeal procedure on subdivisions such as mediation for applicants to follow prior to going to Court.

LU 6: Goal: Encourage protection / creation of public trails throughout Park County
--

Objectives:

LU 6.1 Encourage the preservation of existing public trails in Park County

LU 6.2 Encourage the development of new public trails in Park County

Implementation:

1. Research the possibility of developing a Public Trails Plan for Park County, to be applied to subdivisions.

3.3 NATURAL RESOURCES (NR)

NR 1. Goal: Encourage protection of surface and ground water to satisfy existing uses and future development needs.

Objectives:

NR 1.1: Use the best available information to evaluate surface and groundwater quantity in relationship to existing uses and future demands.

Implementation:

1. Use ground water studies from state and federal agencies to evaluate water quantity.

NR 1.2: Identify, evaluate, and implement the best methods for mitigating impacts of development on agricultural water supplies.

Implementation:

1. Work with irrigation districts, ditch companies, and others to implement.

NR 1.3: Encourage water conservation and education.

Implementation:

1. Provide information to the development community and the public on water conservation practices and techniques.

NR 1.4: Review and evaluate water and sanitation information and solicit public comment on that information during the subdivision review process. (See Sections 76-3-601, 76-3-622, 76-3-604 (6) (a) (b), MCA.)

NR 2. Goal: Maintain water quality to protect existing uses and provide for future development.

Objectives:

NR 2.1: Work with the Montana Department of Environmental Quality to ensure state regulations for water quality are followed.

Implementation:

1. Identify contacts for information sharing.

NR 2.2: Review and evaluate water and sanitation information and solicit public comment on the information in the subdivision review process. (See Sections 76-3-601, 76-3-622, 76-3-604 (6) (a) (b), MCA.)

NR 3. Goal: Protect Park County rivers from development and recreation-related impacts.

Objectives:

NR 3.1: Ensure that development near rivers and water courses follow federal, state, and County regulations.

NR 3.2: Follow a public process to revise local subdivision and floodplain regulations to ensure the County’s rivers are protected from development-related impacts.

NR 3.3: Encourage efforts to address recreation-related sanitation along rivers.

NR 4. Goal: Manage habitat for healthy wildlife populations in Park County.

Objectives:

NR 4.1: Manage habitat for healthy wildlife populations by considering Montana Fish, Wildlife, and Parks and landowner recommendations.

NR 5 Goal: Consider the impacts of development to significant historic and prehistoric sites in the County.

Objectives:

NR 5.1: Encourage awareness of archeological sites in the County.

NR 6. Goal: Consider the impacts of mineral and coalbed methane development.

Objectives:

NR 6.1: Actively participate in the environmental analysis process conducted by state and/or federal agencies for permitting exploration and development of mineral resources in the County to ensure that County needs and concerns are addressed prior to permit issuance.

NR 6.2: Identify, evaluate, and implement the best prototypes for local government to address the effects of mineral and coalbed methane development on local infrastructure, County services, and other existing uses.

NR 7: Goal: Encourage the protection of Park County’s natural amenities.

Objectives:

NR 7.1 Encourage the protection of watercourses in Park County.

NR 7.2 Encourage the protection of wildlife / wildlife habitat in Park County.

NR 7.3 Encourage the protection of open spaces in Park County.

3.4 COUNTY SERVICES

CS 1. Goal: Provide adequate resources to accomplish the goals, objectives, and implementation measures of this Growth Policy.

Objectives:

CS 1.1: Identify the capacity of County departments to accomplish priority items.

Implementation:

1. Identify methods to address shortfalls where they exist.
2. Explore options for funding resources where needs are identified.
3. Evaluate the unauthorized use of County property and vehicles.

CS 1.2: Use existing outside resources, such as the MSU Local Government Center, to provide training for the various County boards, including the Planning Board.

CS 2. Goal: Improve solid waste management in Park County.

Objectives:

CS 2.1: Improve the cost efficiency and service of solid waste management.

Implementation:

1. Consider privatization or lease management of solid waste services.
2. Be customer service oriented in solid waste services.

CS 3. Goal: Ensure that subdividers, contractors, and developers pay for their fair share of the cost of new development in accordance with state law.

Objectives:

CS 3.1: Review the fee schedule for all fees associated with the submission of development applications. Make recommendations to ensure that the County is fiscally accountable to the taxpayers of Park County.

CS 3.2: Prepare a cost of services analysis of new development for the County.

Implementation:

1. Evaluate and determine the need to assess impact fees, and implement as necessary.
2. Adjust any fees to be consistent with the review time of County or contracted staff.

CS 4. Goal: Provide a reasonable level of law enforcement services to County residents and visitors.

Objectives:

CS 4.1: Pursue agreements with state and federal partners to increase coverage in under served areas of the County.

Implementation:

1. Assess a charge for electronic alarm systems at unoccupied residences.

CS 5. Goal: Provide a reasonable level of fire protection to County residents and property owners.

Objectives:

CS 5.1: Complete the Community Wide Protection Plan (CWPP).

Implementation:

1. Ensure that capacity of existing public water supply systems is considered as the CWPP is developed.
2. Facilitate efforts to address communications barriers, such as numerous relays, to shorten emergency response times.
3. Support/assist the fire districts and service area in obtaining and administering grant funds to implement a plan and for training, equipment, outreach and additional planning as necessary.
4. Provide cross-training between fire districts and assure compatibility of all equipment in service.

CS 5.2: Encourage new development to be defensible in a wildfire situation.

Implementation:

1. Encourage new development in timberland areas of high and severe fire risk to be developed in a manner consistent with state wildland fire recommendations.
2. Consider the capacity of existing public water supply systems as new development occurs.

CS 5.3: Ensure that new development pays its share of fire protection services.

Implementation:

1. As necessary, conduct a cost of services study to assess adequate tax base coverage of new development for fire protection.

CS 6. Goal: Provide a reasonable level of emergency medical services to County residents and county visitors.

Objectives:

- CS 6.1:** Facilitate efforts among emergency service providers to evaluate the adequacy of the present level of training, service, and equipment, and develop a capital equipment plan for ambulances and a strategy to fund the plan.
- CS 6.2:** Provide support for ambulance volunteers to maintain their qualifications and to continue their current and future training programs.
- CS 6.3:** Work with emergency service providers to evaluate desirability and cost-effectiveness of contracting for private sector providers of Emergency Medical Services.
- CS 6.4:** Facilitate efforts to address communications barriers, such as numerous relays, to shorten response times.
- CS 6.5:** Explore ways to assess charges to individuals needing emergency assistance due to negligence.

CS 7 Goal: Address new and existing infestations of noxious weeds.

Objectives:

- CS 7.1:** Complete mapping of weed infestations.
- CS 7.2:** Enforce the County’s weed management plan.

Implementation:

1. Ensure that the County’s weed implementation plan is adequate and enforced.

- CS 7.3:** Expand the existing public education program related to noxious weeds.
- CS 7.4:** Pursue violators of state weed statutes.

3.5 ECONOMIC DEVELOPMENT (ED)

ED 1: Goal: Strengthen Park County’s economy.

Objectives:

ED 1.1: Strengthen Park County’s economy by supporting industries/initiatives that increase residents’ personal income and employment opportunities.

Implementation:

1. Support locally owned agriculture. Focus on new opportunities in the agricultural sector.
2. Support a responsible use of natural resources.
3. Support an expanded, more vital tourism and recreation industry.
4. Review all incentives to attract business and encourage as necessary.
5. Evaluate all new regulations for their impact on new/existing businesses.
6. Support expansion of existing businesses.
7. Support new businesses which maintain or create better paying jobs.

ED 1.2: Support construction of new infrastructure that increases economic opportunity and development for Park County residents.

Implementation:

1. Pursue upgrades to community services and existing infrastructure to accommodate growth when cost effective.

ED 1.3: Maintain/improve the quality of work force for new and existing industries.

Implementation:

1. Work on training programs and support existing educational outreach programs to train workers and prepare for technological and workforce changes.

ED 1.4: Coordinate business recruitment and expansion efforts with the State of Montana and other entities working actively in economic development.

ED 1.5: Make the most effective use of limited finances available to recruit and help existing businesses expand.

Implementation:

1. Coordinate closely with Chambers of Commerce in Park County and other entities working in economic development to promote Park County as a place to do business.

3.6 HOUSING (H)

H1: Goal: Achieve an overall mix and placement of housing needs.

Objectives:

H1.1: Improve housing options for lower-income households in Park County.

Implementation:

1. Support the work of existing housing organizations, Community Development Block Grant (CDBG) programs, private sector, and others to identify housing needs, planning options, and funding sources.

H1.2: Encourage and support an increase in the variety of housing options for seniors.

Implementation:

1. Support the work of existing housing organizations, Community Development Block Grant (CDBG) programs, private sector, and others to identify housing needs, planning options, and funding sources.

H1.3: Encourage and support an increase in affordable housing for seasonal workers.

Implementation:

1. Provide incentives to developers to build housing appropriate for seasonal occupancy in communities in Park County that have the highest need for seasonal housing.

3.7 PUBLIC UTILITIES (PU)

PU1. Goal: Plan for delivery, extension, and installation of utilities, water supply, and wastewater systems consistent with infrastructure planning.

Objectives:

PU 1.1: Provide assistance to unincorporated communities in developing infrastructure or systems to address water quality problems.

Implementation:

1. Obtain assistance from local, state, and federal organizations.
2. Support communities in locating, writing, and administering grant funding opportunities. Serve as the applicant if the grant project requires a local government sponsor.

PU 1.2: Provide adequate infrastructure and utilities where appropriate in Park County.

Implementation:

1. Provide contact and technical information to interested citizens on mechanisms to extend or improve private utilities to new or existing lots. For example; a special improvement district could be established to extend power lines or roads.
2. Encourage development near existing infrastructure to effectively connect to these systems. Examples include but are not limited to community water supply, wastewater, and storm drainage systems.

PU2. Goal: Establish Airport Affected Areas and conform to the requirements of state law.

Objectives:

PU 2.1: Comply with state laws governing airport affected areas.

3.8 TRANSPORTATION (T)

T1. Goal: Maintain and improve the condition and operational level of service of the existing and future road systems.

Objectives

T1.1: Identify costs and revenue sources for maintaining and improving all roads and for accepting new roads into the Park County road system.

Implementation:

1. Determine costs for maintenance and improvement of County roads and compare to revenues from federal, state, and local taxes on an annual bases. Provide a copy of that analysis to the public for review.
2. Conduct a cost of services study to determine the costs road maintenance and upgrades in comparison to fees and taxes paid by residents and landowners.
3. Ensure that Park County receives its portion of gasoline tax revenue to fund County road maintenance.
4. Determine which new roads should be added to the County road system provided the road meets County standards.

T1.2: Develop a plan for road and bridge management and maintenance.

Implementation:

1. Work with the County road department to create and maintain an inventory of roads, bridges, and culverts.
2. Explore a maintenance and improvement plan for County roads, bridges, and culverts to identify and prioritize projects based on public safety and need. Traffic safety problems may take precedence over general maintenance projects.
3. Pursue affordable ways to finance the projects identified in the plan.

T1.3 Make provisions for road systems to accommodate current and future needs and meet emergency service standards.

Implementation:

1. Follow subdivision regulations and revise as necessary to ensure roads, easements, and right-of-ways for new subdivisions provide for future emergency needs.
2. Identify areas and provide County leadership in addressing inadequate road systems that create public safety concerns for affected residents within that area.
3. Work with residents and emergency service providers to identify solutions and provide information on how to finance necessary improvements or additional easements using rural improvement districts (RIDs), or capital improvement funds.

T 1.4: Design and manage County roads to conform with city, state, and federal transportation systems.

Implementation:

1. Evaluate transportation projects for their impact on current and future development, emergency services, and other goals defined in this Growth Policy.
2. Encourage communication and cooperation among the County, the cities within, adjoining counties, the State of Montana, the United States Forest Service, and Yellowstone National Park on all transportation projects.
3. Review and re-negotiate road maintenance agreements with state and federal partners to ensure that the County's needs are being met.
4. Review any local, state, or federal projects to ensure they support and do not compromise the goals of this Growth Policy.

T2. Goal: Identify and safeguard future road corridors to provide access to future development.
--

Implementation:

1. Require dedication of easements, rights-of-way and legal proof of ownership of easements in planning, subdivision and platting processes.
3. Connect roads in new subdivisions to the existing road network in planned and future development areas.

CHAPTER 4. LIVINGSTON NEIGHBORHOOD PLAN

Neighborhood plans are a voluntary implementation tool that can be used by neighborhoods, communities, or specifically defined geographic areas of the County to further the goals and policies of the Growth Policy. State law allows a Growth Policy to include one or more neighborhood plans that cover a specific geographic area within the boundaries of the County. Neighborhood plans provide more detailed information about the area and refine the intent, goals, objectives, and all other elements of the Growth Policy for that specific area. Neighborhood plans are created through a public process by the individuals who reside in the area to be designated as the neighborhood plan. Neighborhood plans can be a proactive step that residents take to plan for development in their area. Neighborhood plans can be used as a basis or reference for citizen initiated zoning districts or can be the basis for an area's request for additional services, planning, and/or infrastructure to the County Commission.

4.1 LIVINGSTON NEIGHBORHOOD PLAN

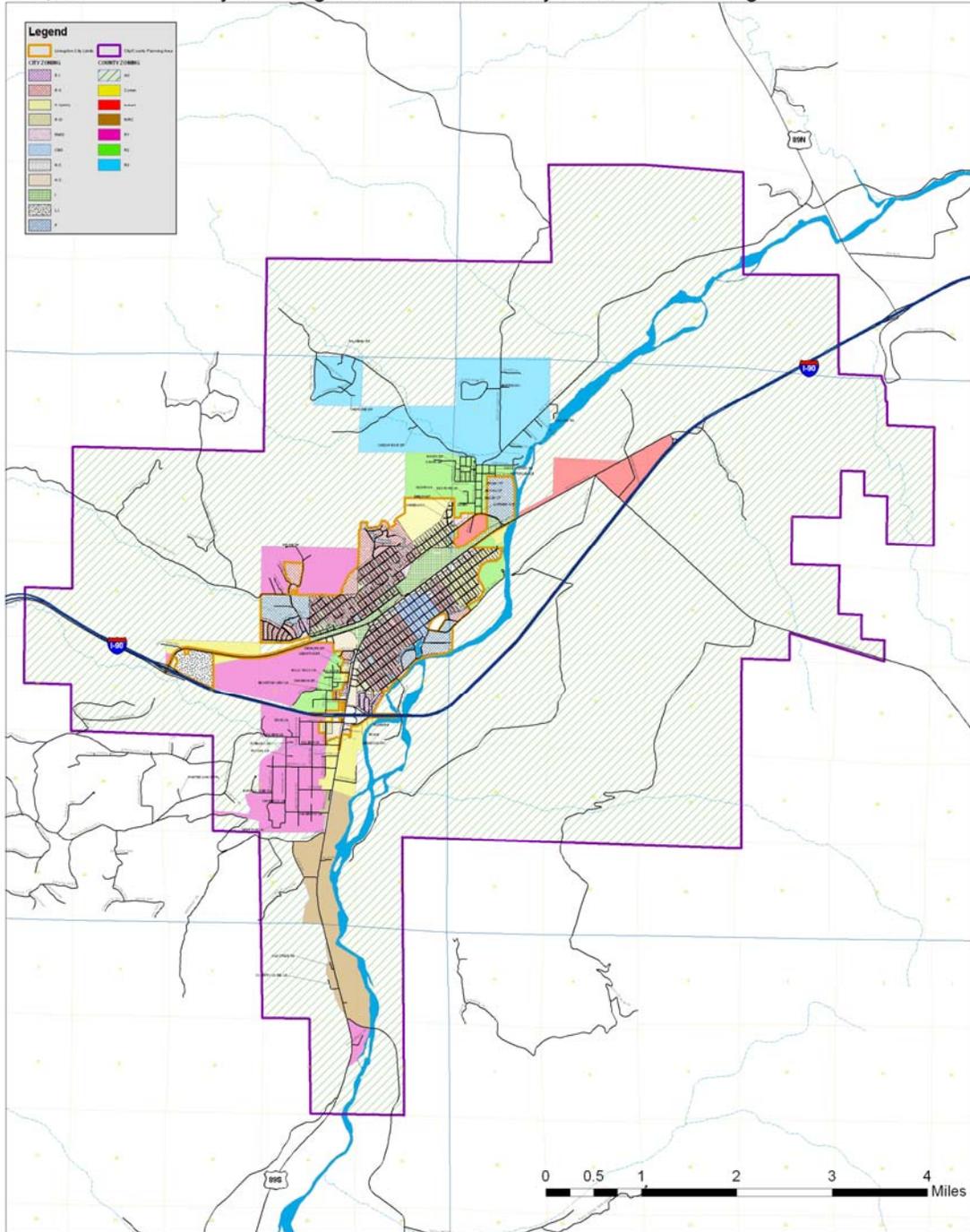
Description of the Livingston Neighborhood Planning Area

The Livingston Neighborhood Plan applies to the roughly four and one-half mile jurisdictional area or planning area that encircles the City of Livingston. The area is known colloquially as the “donut” and is completely zoned. The following map outlines the Livingston Neighborhood Planning Area boundaries and zoning designations within those boundaries.

MAP ON NEXT PAGE

1:20,000

City of Livingston and Park County Donut Area Zoning



VERSION 05.12.6

This Livingston Neighborhood Plan replaces the 1995 “Comprehensive Plan-Livingston Planning Area”. At that time the Planning Area was a separate planning

jurisdiction that included the City of Livingston and was referred to as the City-County Planning Area. In January 2003, the Park County Commission withdrew its participation from the City-County Planning Area and amended the jurisdictional area of the Park County Planning Board to include all of Park County, excluding the city limits of Livingston and the town limits of Clyde Park. The Livingston Neighborhood Plan is designed so that goals, objectives, and implementation strategies that would apply to the entire County would also apply to the area of the Livingston Neighborhood Plan. In some instances, however, because the Livingston Neighborhood Planning Area is already zoned or because of its proximity to Livingston, it was necessary to develop additional goals specific to the unique characteristics of the Livingston Neighborhood Planning Area.

Requirements for a Neighborhood Plan

State law specifies that a Neighborhood Plan shall be consistent with the Growth Policy. According to Section 76-1-101, MCA, Neighborhood Plan means a plan for a geographic area within the boundaries of the jurisdictional area that addresses one or more of the elements of the Growth Policy in more detail.

Priorities for Implementing the Neighborhood Plan

The immediate priorities in the neighborhood planning area are:

1. Review and update existing zoning regulations.
2. Encourage growth and economic development, including all access corridors to the City of Livingston.
3. Develop a Capital Improvement Plan for extension of infrastructure, including roads and utilities, for future growth.

HOUSING

NP 1. Goal: Encourage a variety of housing options for Park County residents near the City of Livingston and its infrastructure.

Objective 1: Encourage safe, sanitary housing in neighborhoods at affordable costs to meet the needs of current and future residents.

Implementation:

1. Revise zoning regulations to promote higher density housing development inside the Livingston Neighborhood Planning Area.
2. Explore opportunities to streamline existing subdivision regulations for housing development that complies with zoning.

3. Support the work of existing housing organizations, Community Development Block Grant programs, private sector, and others to identify housing needs, planning options, and funding options.

ECONOMIC DEVELOPMENT

NP 2. Goal: Promote viable economic growth.

Objective 1: Encourage commercial development at all access corridors to Livingston.

Implementation:

1. Explore zone changes in access corridors to facilitate economic development.
2. Develop a master plan for extension of infrastructure (including utilities and roads), including cooperation of city and county planning boards.

Objective 2: Encourage development of businesses in accordance with the City of Livingston Growth Policy future zoning map (See Livingston Future Zoning map in Chapter 5)

Implementation:

1. Canvass the citizens in the Livingston Neighborhood Planning Area to solicit opinions and visions as to what they feel about economic development and where it should be.
2. Review zoning and revise as necessary to accommodate the establishment and growth of new and existing businesses.
3. Encourage development of a convention center.
4. Foster greater cooperation between the City and County Commissions to encourage economic development.

Objective 3: Allow established businesses to continue to exist in the Livingston Neighborhood Planning Area.

Implementation:

1. Allow existing businesses to continue to operate in a non-conforming status if they are annexed or experience a zone change.
2. Utilize the Economic Development Advisory Committee to offer suggestions and approaches to solving economic development issues with existing businesses as they arise.
3. Consider options for home-based business growth and how to best accommodate these types of businesses and their appropriate locations within the Livingston Neighborhood Planning Area (Donut).

Objective 4: Allow for diversity of business within the Livingston Neighborhood Planning Area.

Implementation:

1. Review and revise zoning in the Livingston Neighborhood Planning Area to allow for a diversity of business where appropriate.
2. Create an Economic Development Advisory Committee under the coordination of the City and County Commissions to offer suggestions and approaches to solving economic development issues as they arise.

Objective 5: Consider development of a trails system and landowner liability associated with therein.

Implementation:

1. Consider development of a trail system.

PARKS AND RECREATION

NP 3. Goal: Provide and maintain parks and recreational opportunities for residents of the Livingston Neighborhood Planning Area.

Objective 1: Explore funding for the public purchase and maintenance of lands in the Livingston Neighborhood Planning Area for the creation of parks, trail systems, and preservation of important natural areas, wildlife habitat, and/or scenic views.

Implementation:

1. Establish a task force to explore the possibility of funding for purchase and maintenance of lands in the Livingston Neighborhood Planning Area.
2. Ensure that any program will pay participating landowners fair market value for their development rights or property.

Objective 2: Periodically examine all facilities, landscaping, and equipment in parks and publicly owned land to determine necessary upgrades and improvements.

Implementation:

1. Use natural indigenous plants and plants that are drought resistant in public parks and recreational areas within the Livingston Neighborhood Planning Area whenever it does not conflict with intended use.
2. Use park fund money to accomplish upgrades and improvements based upon need.

INFRASTRUCTURE AND PUBLIC SERVICES

NP 4. Goal: Encourage transportation in areas identified for future annexation by the City of Livingston.

Objective 1: Encourage development of secondary access roads to improve public safety in the Livingston Neighborhood Planning Area.

Implementation:

1. Consider non-motorized transportation and special-user needs in transportation planning.
2. Consider the need for well-planned road systems, pedestrian crossings, and walkways when approving uses in the Livingston Neighborhood Planning Area.
3. Encourage safe bicycle and pedestrian passage along roads and at all road, railroad, and river crossings, particularly along routes to schools.

4. Enforce building prohibitions on easements.

Objective 2: Work with local residents and emergency service providers to identify existing inadequate roads.

Implementation:

1. Research options for obtaining funding to purchase additional easements and/or make road improvements as necessary.
2. Work with the Montana Department of Transportation to identify and address issues related to traffic, railroad and river crossings.

NP 5. Goal: Manage solid waste in a cost effective and environmentally sensitive manner.

Objective 1: Reduce solid waste.

Implementation:

1. Establish recycling stations for all recyclable materials.
2. Explore economic incentives for reduction of solid waste generated.
3. Educate the public on the benefits of composting and recycling.
4. Study the pros and cons of incineration versus landfills.

NP 6. Goal: Increase fire protection.
--

Objective 1: Provide a reasonable level of fire protection according to housing density.

Implementation:

1. Explore funding options for creation of additional water fill sites (such as reservoirs and water tanks.)
2. Encourage volunteer fire fighting districts.

NP 7. Goal: Require the efficient and cost effective expansion of City infrastructure by coordinating transportation and utility corridors between the City of Livingston and Park County.

Objective 1: Encourage closer communication between the City of Livingston and Park County.

Implementation:

1. Frequently communicate with the City of Livingston about its annexation plans.
2. Work with the City of Livingston to minimize conflicting guidelines and in so doing still meet the provisions of this Growth Policy and the Livingston Neighborhood Plan.

Objective 2: Ensure transportation and utility easement corridors.

Implementation:

1. Coordinate transportation and utility alignments between Livingston and Park County for efficient connections for future development.
2. If not prohibited by topographic features, transportation and utility easement corridors may be required to adjacent undeveloped properties.
3. Ensure master planning of arterial corridors for future transportation needs.
4. Consider development patterns and railroad crossings in transportation master planning.

NATURAL RESOURCES

NP 8. Goal: Manage wildlife in the Livingston Neighborhood Planning Area.

Objective 1: Manage for healthy wildlife populations in the Livingston Neighborhood Planning Area

Implementation:

1. Manage wildlife in accordance with the Rules and Regulations of the Montana Department of Fish, Wildlife, and Parks.

NP 9. Goal: Maintain the groundwater and surface water quality and quantity in the Livingston Neighborhood Planning Area.

Objective 1: Use the best available information to evaluate surface and groundwater quantity in relationship to existing uses and future demands.

Implementation:

1. Use ground water studies from state and federal agencies to evaluate water quantity.

Objective 2: Protect public health and safety through maintenance of groundwater and surface water quality.

Implementation:

1. Follow state and federal regulations, including those of the Montana Department of Environmental Quality, DNRC, and the Environmental Protection Agency.
2. Encourage awareness of state and federal regulations by commercial and industrial businesses to prevent soil and water contamination.
3. Work with state and federal agencies to provide information to the public on hazardous materials storage and disposal to prevent soil and water contamination.

LAND USE

NP 10. Goal: Encourage more involvement by residents in the Livingston Neighborhood Planning Area in regards to land use decisions.

Objective 1: Encourage a Livingston Neighborhood Planning Area Advisory Committee to monitor land use proposals in the City of Livingston and in Park County in the Livingston Neighborhood Planning Area. The Advisory Committee will be composed of the Donut Area Task Force and all interested citizens residing in the Livingston Neighborhood Planning Area and/or owning property in the Livingston Neighborhood Planning Area.

Implementation:

1. Request that the City of Livingston Commission and Park County Commission acknowledge the Advisory Committee and consider recommendations made by the Advisory Committee.

2. The Livingston Neighborhood Planning Area Advisory Committee will be composed of the “Donut Area” Growth Policy Task Force and all interested citizens residing in the Livingston Neighborhood Planning Area and/or owning property in the Livingston Neighborhood Planning Area.

NP 11. Goal: Encourage open space.

Objective 1: Consider methods of integrating open space into development plans.

Implementation:

1. Provide in the zoning ordinance for density bonuses and/or allow for transfer development rights or other methods, such as planned use developments, to encourage open space in exchange for higher density development in areas conducive to such development.
2. Consider flexible options for zoning ordinances where the flexibility would still ensure that goals of the Growth Policy and the Livingston Neighborhood Plan are met.
3. Encourage preservation of open lands through voluntary conservation easements in suitable areas.
4. Encourage landscaping for commercial development to include xeriscaping and other water conservation methods.
5. Encourage opportunities for maintaining/developing open space, connecting to a network of trails and parks.

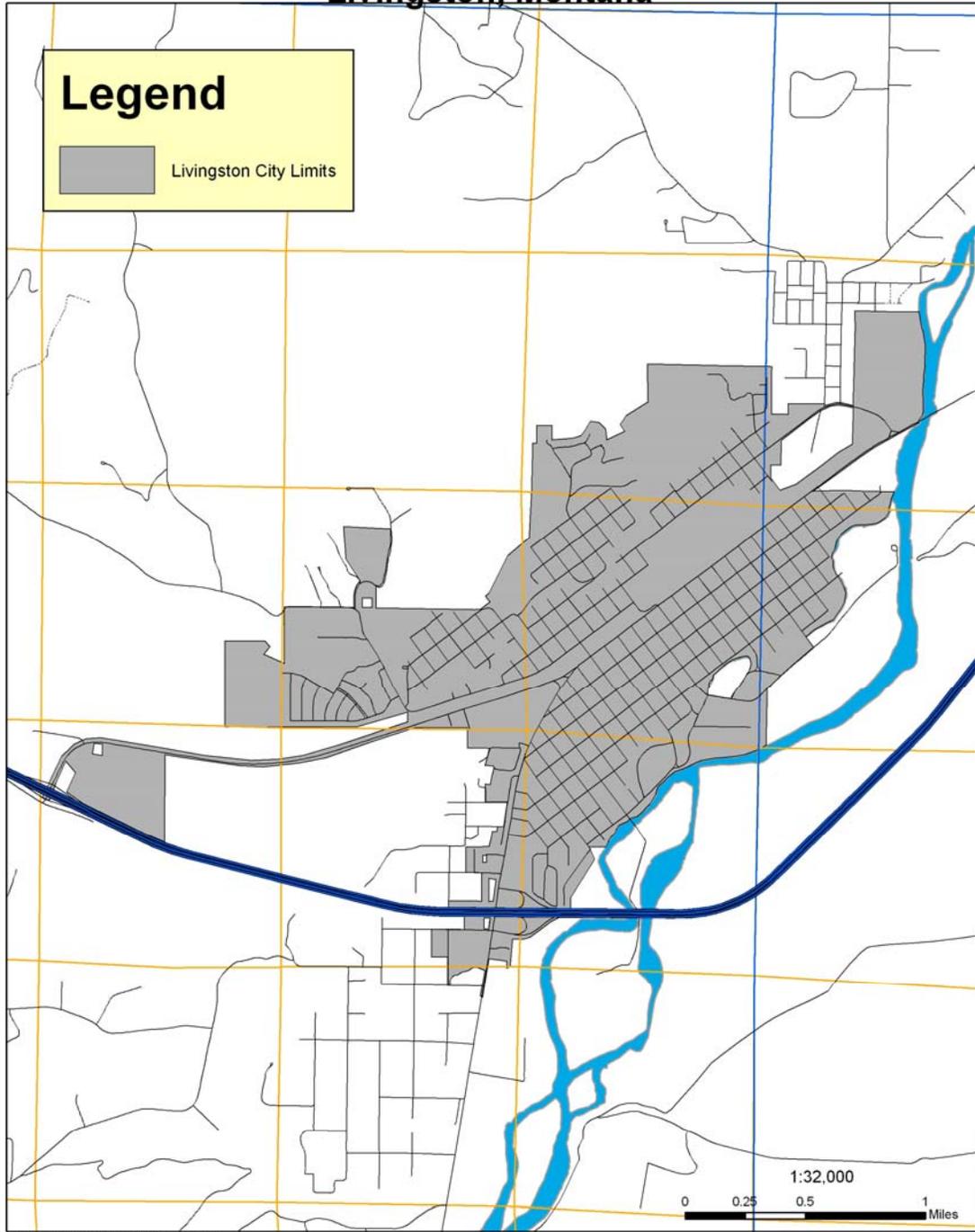
CHAPTER 5. INTERGOVERNMENTAL COORDINATION

5.1 PARK COUNTY JURISDICTION

This chapter defines how Park County will coordinate and cooperate with other jurisdictions now and in the future. Park County's planning jurisdiction includes the entire County with the exception of the City of Livingston and the Town of Clyde Park. These incorporated entities have separate growth policies and subdivision review regulations. Livingston is considered a Class II City and Clyde Park is defined as a Township according to the Montana League of Cities and Towns. Gardiner, Jardine, Chico, Emigrant, North and South Glastonbury, Pray, Pine Creek, Grannis, Springdale, Cooke City, Silvergate, and Wilsall are not incorporated, and therefore fall under Park County's planning jurisdiction. The following maps provide a general visual outline of the city limits of Livingston and the town of Clyde Park as of Fall 2005.

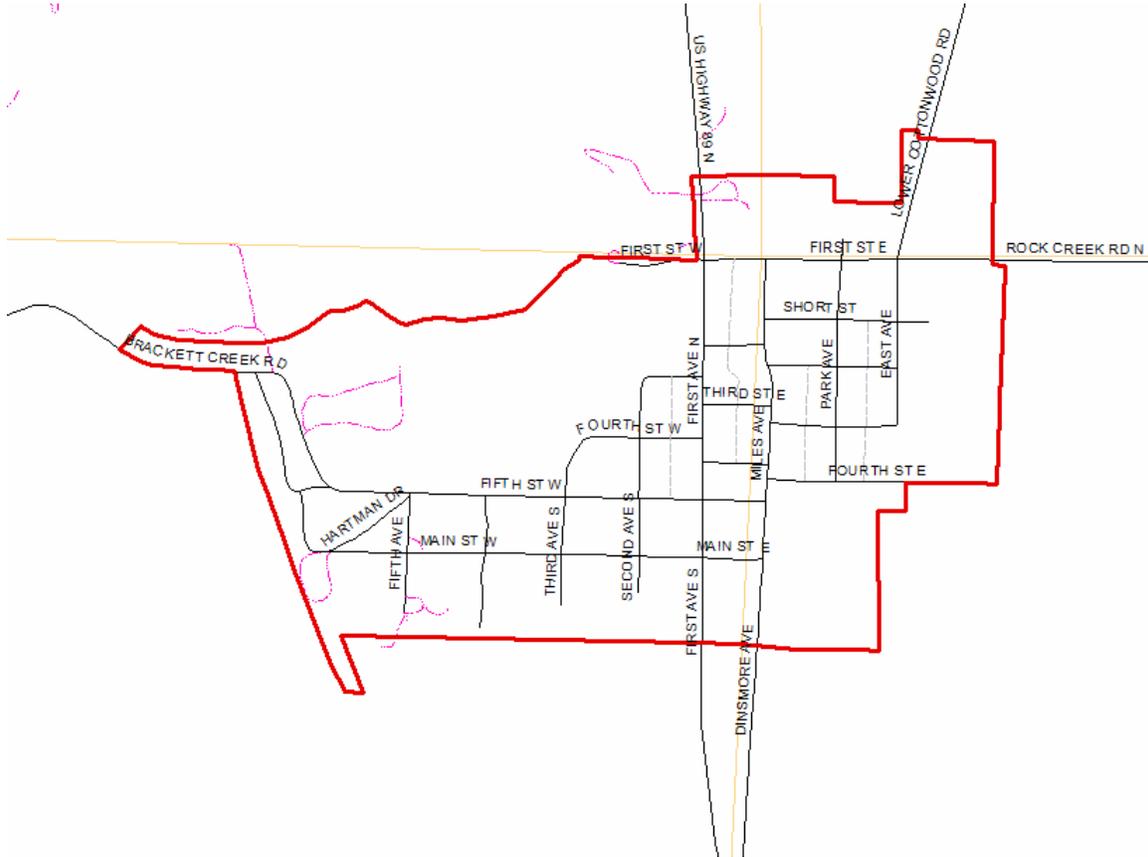
Map on Next Page

Livingston, Montana



Created By the City of Livingston & Park County GIS Department, 2005.
This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution.
The City of Livingston and Park County assumes no liability for any errors or omissions hereon. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

CLYDE PARK



5.2 INTERGOVERNMENTAL COOPERATION.

Continued growth and subdivision of land within Park County suggest that effective coordination with other jurisdictions is necessary and essential to better growth management practices. Recent development activities within the former city/county planning area have increased. The following inter-governmental agreement (defined in section 5.3), passed by Resolution 784 in December 2002, was an important measure taken to facilitate cooperation and coordination between the City of Livingston and Park County.

In addition, the City/County Development Committee was formed to address planning, transportation, grant opportunities, and general development issues. This committee meets monthly and is composed of City and County Commissioners, planners, and attorneys. Grant writers, engineers, consultants or developers may be asked to participate given their expertise or involvement in various projects. This committee is another means of cooperation between Livingston and Park County.

Section 76-3-601, MCA stipulates that if a proposed subdivision lies within one mile of a township the County will submit the preliminary plat to the city/town governing body, or their designated agent for review. Nonetheless, if subdivision applications are submitted around the Town of Clyde Park regardless of the distance from the Town of Clyde Park, the Park County Planning Office will inform and seek comment from affected authorities from the Town of Clyde Park and the surrounding areas.

5.3 CITY/COUNTY INTER-LOCAL AGREEMENT

****Note**** This inter-local agreement is subject to change upon approval of both the City of Livingston Commission and the Park County Commission. This agreement is current as of the date of adoption of this Growth Policy. Please contact the Park County Planning Office for the most current version.

Section 1: Policy Statements.

1.0 Both Park County and the City of Livingston recognize that it is in the public interest, generally, for urban development to occur in or near existing urban service areas.

1.1 Both the City of Livingston and Park County will continue to abide by the policy direction found in the Livingston Area Comprehensive Plan, in those geographical areas over which that plan originally had jurisdiction, until such time as each respective entity has adopted a compliant Growth Policy.

1.2 Current legislation requires that local Growth Policies address intergovernmental cooperation. Both the City of Livingston and Park County recognize the intent of this legislation and enter into this agreement in furtherance of intergovernmental cooperation in land use planning. This Interlocal Agreement will be referenced in both the City and County Growth Policies.

1.3 Both Park County and the City of Livingston realize that the existence of a current Growth Policy, which complies with the most recent Montana Statutes, is essential in carrying out any level of land use planning. It is therefore the policy of both the City and the County that the adoption of a compliant Growth Policy for their respective jurisdictions has, and will maintain, the highest priority.

Section 2: Agreement

2.0 Park County agrees as follows:

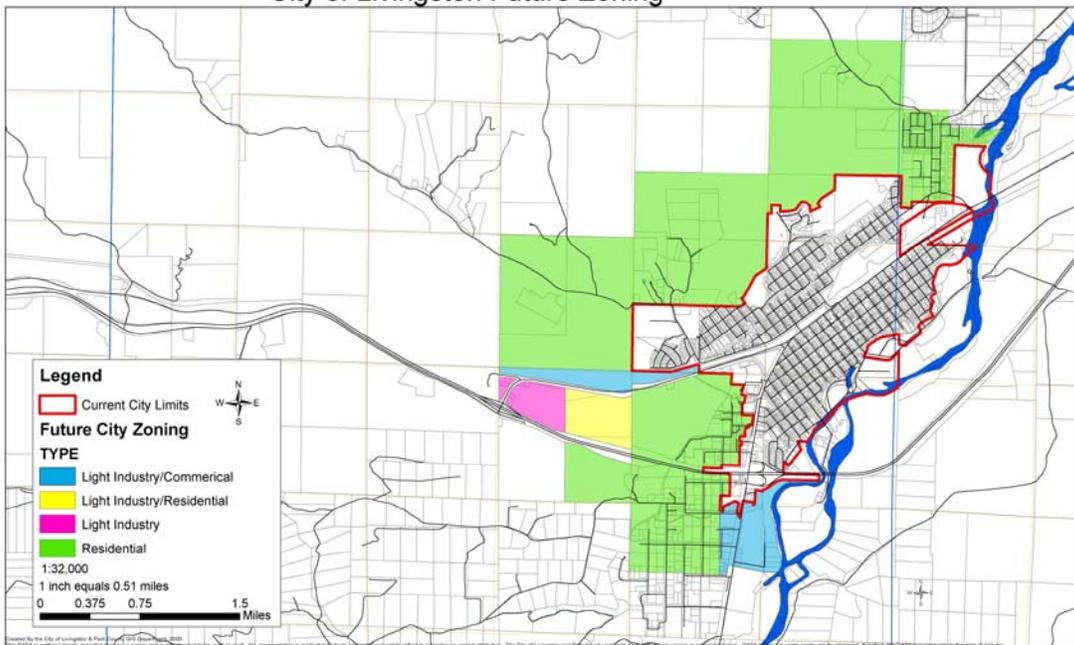
- A. The County will reflect the City's infrastructure and annexation plans in the Park County Growth Policy.
- B. The County will submit to the City, for review and comment, all development proposals within two (2) miles of the City limits at least twenty (20) days prior to formal review by the County. For the purposes of this agreement, development refers to any subdivision or site development with the exception of single-family homes on existing lots, accessory buildings on existing lots or agricultural buildings on existing lots.

- C. In the mapped areas identified by the City as potential annexation areas referred to on page 32 of Chapter 4 in the Park County Growth Policy, the County will require developments to be master planned for future incorporation into the City. Street rights-of-way, utility easements, SID waivers and other requirement will comply with the City standards found in the City Subdivision Regulations. In addition, lot and block layout will take into consideration the potential for future re-subdivision in order that densities can be increased upon annexation. Also, a mechanism will be initiated by which the County will require private roadways to be dedicated to the public upon annexation. It is understood that the City will update these annexation maps, periodically, as property is incorporated into the City.

2.1 The City of Livingston agrees as follows:

- A. The City will actively pursue annexation of all eligible properties that can be provided with City services.
- B. The City will annex, prior to development, any properties located within five-hundred (500) feet of the City’s water or sewer systems.
- C. The City will continually update the County with regard to any changes in annexation areas or infrastructure planning.

City of Livingston Future Zoning



CHAPTER 6.

INFRASTRUCTURE STRATEGY

This chapter defines the strategy for development, maintenance, and replacement of public infrastructure, including drinking water systems, wastewater treatment facilities, sewer systems, solid waste facilities, fire protection, roads and bridges in Park County (See Section 76-1-601, MCA). Refer to the Public Facilities section of the Inventory of Existing Characteristics for more specific information on infrastructure within Park County (APPENDIX D).

6.1 DRINKING WATER SYSTEMS, STORM WATER SYSTEMS, AND WASTEWATER TREATMENT FACILITIES AND SYSTEMS

Park County does not currently have responsibility for any drinking water, storm sewer, or wastewater treatment facility or system, other than the sewer building in Gardiner. Clyde Park, Cooke City, Gardiner, Livingston, Silver Gate, and Wilsall all have existing community water supply systems. Gardiner and Livingston are the only communities that have public wastewater systems.

6.2 SOLID WASTE FACILITIES

Park County operates the landfill and recycling systems that provide for solid waste disposal for the entire County. The Park County Commission is charged with identifying and solving problems and budgeting for the refuse department. The Solid Waste Department has mechanisms in place to address development, maintenance, and replacement that currently include:

- **Periodically conducting a study of remaining capacity in landfill. This has been done every three years by an independent engineering firm and is proposed to continue.**
- **Annual budgeting process. Specific needs for the upcoming year are identified in each budget. In addition, money is being set aside in a separate fund for major infrastructure (including trucks, etc.) improvements and replacement.**

6.3 FIRE PROTECTION FACILITIES

Fire protection in Park County is provided by rural fire districts and fire service areas. These districts are independent, and the County does not have direct responsibility for fire protection facility infrastructure. There are a number of actions in the Growth Policy that deal with fire prevention issues.

6.4 ROADS AND BRIDGES

Park County is specifically and directly responsible for maintaining County roads and bridges. The County should reconsider its general policy of not accepting new county roads. The County should consider accepting new roads, such as arterial roads that are built to county road standards.

In the “Goals, Objectives, and Implementation Measures” section, there are goals related to roads and transportation and numerous options for addressing those goals. These include actions specifically related to maintenance and operation.

6.5 OTHER INFRASTRUCTURE

Park County has other infrastructure, including the County airports in Livingston, Gardiner, and Wilsall; County Fairgrounds; Yellowstone Gateway Museum; sheriff’s office in Gardiner; senior center in Wilsall; sheriff’s impoundment lot, and County courthouse and library (co-located and coordinated with city facilities). The County also owns a number of undeveloped properties, including a 250 acre parcel near the east Livingston Interstate 90 interchange.

In 2003, Park County established Airport Influence Areas (now known as Airport Affected Areas) for each of the three airports in its jurisdiction. Criteria will need to be established in order to comply with state law. This is addressed in the “Goals, Objectives, and Implementation Measures” section.

There is no long-term strategy for developing, maintaining, or operating these properties and structures other than the existing budgeting process for various County departments.

6.6 CONCLUSIONS AND IMPLEMENTATION

Park County is directly responsible for roads and bridges, solid waste disposal, and various properties (described under “Other Infrastructure” above). These constitute valuable assets that can benefit from planning and management for both the short-term and the longer term. The annual planning now occurring is necessary to meet the most immediate maintenance and operations needs. Longer term planning is occurring for

some assets, most notably the solid waste facilities, but appears to be lacking in a consistent manner for other assets.

Long-term planning would be useful for considering County-owned facilities and for assessing need for additional facilities. Existing assets can be examined for life cycle/life expectancy, cost of maintaining the asset in good condition, and eventual replacement of parts of or all of the asset. Long term planning could be accomplished with a Capital Improvement Plan.

Implementation measures:

1. Investigate asset management systems that could provide useful information for management decisions and priority setting related to infrastructure investments.
2. Develop a Capital Improvement Plan.
3. Develop a Transportation Plan.

CHAPTER 7. SUBDIVISION REVIEW AND THE GROWTH POLICY

7.1 SUBDIVISION BACKGROUND: STATE LAW

The Montana Subdivision and Platting Act, passed in 1973, was the first legislation that responded to land divisions and subsequent development. Since then nearly every Legislature has altered or amended this legislation which is defined in Title 76 Chapter 3 (MCA) Land Resources and Use. The general purposes of the Montana Subdivision and Platting Act (MSPA) are to:

- Promote the public health and safety, and general welfare by regulating subdivision of land.
- Prevent overcrowding of land.
- Lessen congestion in streets and highways.
- Provide adequate light, air, water supply, sewage disposal, parks and recreation areas, ingress and egress, and other public requirements.
- Require development in harmony with the natural environment.
- Promote preservation of open space.
- Promote cluster development approaches that minimize costs to local citizens and that promote effective and efficient provision of public services.
- Protect the rights of property owners.
- Require uniform monumentation of land subdivisions and transferring interests in real property by reference to a plat or certificate of survey (COS.)

To help achieve these goals state law requires local governments adopt and enforce subdivision regulations; known as the Park County Subdivision Regulations. (See Section 76-3-501, MCA.) State law establishes minimum requirements for subdivision regulations, including local review procedures and review criteria. (See Section 76-3-504, MCA.) When this Growth Policy has been approved, the subdivision regulations must be revised to be consistent with the Growth Policy. (See Section 76-1-606, MCA.) The goals in the subdivision regulations are achieved through the subdivision review process, in which the County Commissioners review a subdivision application and preliminary plat to determine whether it conforms to the provisions of state law and the Park County Subdivision Regulations. The decision of the Commission to approve, conditionally approve, or deny a proposed subdivision is based on whether the subdivision application, preliminary plat, and application supplements e.g. environmental assessment (if applicable), and Planning Board recommendations demonstrate that the proposed development meets the requirements of state and local regulations. (See Section 76-3-608, MCA.) Each subdivision must be reviewed for the following primary review criteria:

1. The impact on agriculture, agricultural water users facilities, local services,

- the natural environment, wildlife and wildlife habitat, and public health and safety.
2. Compliance with:
 - Survey requirements.
 - Local subdivision regulations.
 - Local review procedures.
 - The provision of easements for the location and installation of any planned utilities
 3. Provision of legal and physical access to each lot or parcel in a proposed subdivision.

7.2 THE RELATIONSHIP BETWEEN THE GROWTH POLICY AND SUBDIVISION REVIEW CRITERIA.

All growth policies are required to submit a statement defining how the County Commission will define agriculture, agricultural water users, facilities, local services, the natural environment, wildlife and wildlife habitat, and public health and safety. The following definitions were created by identifying common language from the Task Force Focus Group Reports, general public input, Planning Board recommendations, and the Park County Commission.

1. AGRICULTURE:

Activities related to the production of food, feed, and fiber commodities, livestock and poultry, bees, biological control insects, fruits and vegetables, and sod, ornamental, nursery, and horticultural crops that are raised, grown, or produced for commercial purposes on lands taxed as agricultural by the State of Montana.

2. AGRICULTURAL WATER USER FACILITY:

Any part of an irrigation system historically used to produce an agricultural product on property used for agricultural purposes as defined in Section 15-7-202, MCA.

3. LOCAL SERVICES:

Any and all services or facilities local government is authorized to provide, such as water supply, sewage disposal, law enforcement, fire protection, emergency services, transportation system, educational system, noxious weed control, as well as services that local government does not provide such as power, telephone, state highways, etc.

4. NATURAL ENVIRONMENT:

Existing physical conditions relating to land, water, air, plant and animal life of an area and the interrelationship of those elements, such as soils, geology, topography, vegetation, surface water and drainage, floodplains, and ground water and aquifers.

5. WILDLIFE AND WILDLIFE HABITAT:

Wildlife are animals (e.g. mammals, birds, reptiles, fish), that are neither human nor domesticated, existing in their natural environment. Wildlife Habitat are geographic areas containing physical or biological features essential to wildlife for breeding, rearing, nesting, and/or winter feeding and forage, or important for migratory patterns; and/or essential to the conservation of listed endangered and threatened species under the Endangered Species Act.

6. PUBLIC HEALTH AND SAFETY:

A condition of optimal well being, free from danger, risk, or injury for a community at large, or for all people, as well as for the welfare of a specific individual or a small class of persons.

7.3 EVALUATION

The Planning Board and County Commission shall:

1. Objectively review proposed subdivisions according to current state law and the Park County Subdivision Regulations; and
2. Provide the subdivider and all members of the public with access to the subdivision project file and all the materials provided to the Planning Board and Commission for review (in accordance with the Park County Public Information Policy); and
3. Review all subdivision applications within the statutory time limits and not arbitrarily limit the number of subdivisions reviewed in a month; and
4. Provide clear, concise application materials and checklists to the subdivider in order to clearly outline those elements that must be submitted with a subdivision application for review.

Consistent with state statute, a proposed subdivision is evaluated for its impact on the six primary review criteria defined in subsection 7.2 above. The evaluation will focus on the identification of potential significant, unmitigated, adverse impacts. Those subdivisions that present adverse impacts that are unmitigated may be denied or approved subject to specific conditions, which may include mitigation of the adverse impacts. When

considering mitigation/conditions the Commission shall consult with the subdivider and shall give due weight and consideration to the expressed preference of the subdivider. Impacts to agriculture, agricultural water user facilities, local services, the natural environment, wildlife and wildlife habitat, and public health and safety shall be evaluated based on the consideration of the types of factors below. The list is illustrative and not inclusive. All of the factors may not apply to all subdivisions depending on the size, type, and location of the subdivision. Additional factors may be considered based upon site specific conditions.

AGRICULTURE

- Impact on adjacent agricultural operations.
 - Interference with the movement of livestock or farm machinery.
 - Interference with agricultural production and facilities.
 - Maintenance of fences.
 - Proliferation of weeds.
 - Increased human activity and nuisance complaints.
 - Harassment of livestock by pets.
 - Restrictions on diversification of existing agricultural land uses.
- Impact on agricultural soils.

AGRICULTURAL WATER USER FACILITIES

- Impact on water availability for agricultural water users.
- Impact on owner of water user facilities.
 - Access for maintenance.
 - Liability and risk of accidents involving trespassers.
- Impacts on facility users and potential conflicts with subdivision residents.
 - Seeps, flooding, and washouts.
 - Obstructions and interference.
 - Unintended uses (recreation and landscaping).
 - Maintenance access.
- Impacts to water rights holders.
 - Clarify water rights and how they will be transferred or otherwise allocated.

LOCAL SERVICES

- Impact on current and planned level of service capacity.
 - Sheriff.
 - Park County Volunteer Fire Departments.
 - Park County Emergency Medical Services.
 - Roads, bridges, culverts, and cattle guards.
 - Schools.

- Solid Waste Facilities.
- Water and Wastewater Facilities.
- Impact on cost of services.
 - Current and anticipated tax revenues.
 - Cost of services for the subdivision.
 - Evaluate need for special or rural improvement districts.
- Impact on county roads.
 - Evaluate the need to accept new county roads.

NATURAL ENVIRONMENT

- Impact on air quality.
- Impact of groundwater quality and quantity.
- Impact on surface water features.
- Impact on wetlands.
- Impact on residential ambient exterior light level.
- Impact on historic and prehistoric sites.

WILDLIFE AND WILDLIFE HABITAT

- Impact of subdivision location and access roads on wildlife habitat, including nesting sites, winter range, travel corridors (migration routes), and wetlands.
- Impact and potential of human-wildlife conflicts.
- Impact and potential of pet-wildlife conflicts.

PUBLIC HEALTH AND SAFETY

- Impact on traffic safety.
- Impact on emergency vehicle access and response time (sheriff, fire, and ambulance).
- Impact on groundwater quality due to the cumulative effect of septic systems and/or wells.
- Impact of exposure to natural/or manmade hazards.
- Impact of development on adjacent land uses.

7.4 PUBLIC HEARINGS

A fundamental component of the subdivision review process is the opportunity for members of the public and interested groups to offer comments on the proposal. The opportunity to make comments in public is provided by the public hearing process.

Public hearings for subdivisions will be conducted in accordance with all statutory requirements and procedures outlined in Montana State laws and the Park County

Subdivision Regulations. Public hearings are mandatory for all subsequent minor and major subdivisions. The requirement to hold a public hearing does not apply to the first minor subdivision from a tract of record. Notice of the public hearings must be given by publication in a newspaper of general circulation in the county not less than 15 days prior to the date of the hearing. (See Section 76-3-605, MCA.)

The County Commission and Planning Board shall also accept written comment received outside of the public hearing, but may set deadlines for the receipt of such comment. The general steps for the public hearing, which is conducted by the County Commission and/or Planning Board in Park County, are as follows:

1. Introduce public hearing.
2. Explain subdivision review procedure and decision criteria.
3. Planning Office staff report.
4. Applicant presentation.
5. Questions and answers to clarify points of the presentations.
6. Public testimony.
7. Staff/Applicant comments/rebuttal.
8. Close public hearing.

The meeting should be conducted so that those who want to speak for or against, or who seek additional information, will have an opportunity to do so while still providing a reasonable adjournment time.

The Commission Chair and/ or Planning Board Chair, who presides over the meeting, is responsible for setting the guidelines or methods for public comment. The Chair shall run the meeting according to proper meeting protocol, using Robert's Rules of Order, for example, as a model. The Chair will review general guidelines prior to public comment, reminding the public of the criteria upon which the final decision must be made. Because each meeting is somewhat different, a standardized set of guidelines may not work in every case.

Standard procedures for public participation should include:

1. Sign-in sheet for all persons attending the meeting, that includes name, address, and contact information
2. Requiring any one wishing to speak to clearly state their name and address for the record

Options to manage public discussion can include, but are not limited, to the following:

- Asking those who wish to speak to sign in, and use the list to determine speaker sequence
- Requesting that each speaker's comments be of significant public interest and not redundant.
- Allowing each person to speak only once until all have had an opportunity.

CHAPTER 8.

AMENDMENT PROCESS

A Growth Policy amendment is a process whereby anyone may request a change to any part of the Growth Policy. An amendment to the Growth Policy is a mechanism through which the County may periodically modify its goals and objectives and other elements to reinforce the role of the Growth Policy in guiding growth in our community. State law stipulates that the County Commission may revise the Growth Policy by following the same process for adoption of the Growth Policy. The County Commission is the final decision-making authority for amendments to the Growth Policy. State law requires that the Growth Policy be reviewed at least once every five years to determine if changes are appropriate. The Planning Board, the Planning Staff, and County Commission may review the status of land use and planning issues within the County.

8.1 PLANNING BOARD REVIEW

The Park County Planning Board promotes the orderly development of the County (See Section 76-1-101, MCA). The Park County Planning Board advises the County Commission on approval or disapproval of plats or subdivisions (See Section 76-1-107, MCA). To assist with this obligation, the Planning Office will provide a planning status report to the Planning Board each year, including an update of the number and location of subdivisions for that year. This status report may include the following information for the fiscal year running from July 1st to June 30.

- All development from the fiscal year in terms of acres, number and types of major/minor/subsequent/ subdivisions/PUD's, number of lots created, infrastructure created, and other statistics.
- Total acreage and number of lots created by exemption criteria outlined in state law.
- Conservation Easement activity within the County.
- Highlights of development within the County.
- Problems or areas of concern encountered during subdivision review during the fiscal year.
- Any new state laws passed by the Montana State Legislature affecting land use that may impact the County's regulations or Growth Policy.
- Significant court rulings or litigation that sets legal precedent for growth policies and land use within the state.

Amendments to the Growth Policy may be based upon the status report, and other information prepared by the Planning Office.

8.2 AMENDING THE GROWTH POLICY

Responses to the following questions will be outlined in reports to the Planning Board and/or County Commission, who will evaluate and consider each amendment in accordance with Part 6 of Title 76, Chapter 1. A public hearing shall be held for all amendments. The Planning Board may make recommendations, if requested by the County Commission, for approval or denial for each amendment to the County Commission. The County Commission is the final decision making authority for amendments to the Growth Policy.

Question Criteria

- Does the proposed amendment constitute an overall improvement to the Growth Policy, or does the change result in a specific benefit to an individual landowner or group of landowners?
- Does the proposed amendment respond to the interests and changing needs of the entire County, and is it balanced with the interests of the regional areas most directly impacted by the goals and objectives?
- Will the proposed amendment adversely affect the community as a whole, or a portion of the community?
- Does the proposed amendment adversely affect public safety and health, or the general quality of life of the residents?
- Does the proposed amendment adversely affect the current land uses?
- Is the proposed amendment compatible with future land uses outlined in the Growth Policy?
- Is the proposed amendment consistent with the overall intent, goals and objectives of the Growth Policy?

CHAPTER 9. IMPLEMENTATION TIME TABLE

The purpose of this chapter is to set forth how Park County should implement the Growth Policy.

1.1 GUIDELINES

The overall strategy to implement the Growth Policy includes setting guidelines. The guidelines will be used to assure accountability to the public, as well as demonstrating the progress the County is making towards accomplishing its goals. Guidelines allow the prioritization of public resources to meet the goals. If desired outcomes are not achieved, goals can be modified. Guidelines work well with the public participating during the cycle, as citizens and various stakeholder groups provide feedback about what they feel are the most important elements to measure and monitor. The County Commission can then use progress reports to make corrections to accomplish the goals and objectives of the Growth Policy.

Park County's guidelines to measure progress toward achievement of the goals and objectives of the Growth Policy include:

1. Prioritize implementation measures through public meetings with the Planning Board and the County Commission. The County Commission retains overall authority and responsibility for implementation.
2. Evaluate implementation based on availability of funding.
3. Seek funding for high priority items and set specific timetable to implement high priority items if funding is received.
4. Establish a process that utilizes data collection, monitoring, and regular reports to the County Commission and public to measure whether implementation measures are successfully implemented and lead to achieving the objectives and goals of the Growth Policy.

1.2 SUBDIVISION REGULATIONS AND SUBDIVISION APPLICATION REVIEW

Pursuant to Section 76-1-606, MCA, the Park County Subdivision Regulations will be amended to conform to the overall goals and objectives of the Growth Policy. Specific implementation measures related to subdivision regulations and subdivision application review are noted in the Subdivision Implementation Timetable below.

SUBDIVISION IMPLEMENTATION TIMETABLE

NUMBER	IMPLEMENTATION MEASURE	RESPONSIBILITY	COMPLETE
	SUBDIVISION REGULATIONS		
LU 1.1.2	Require developers to install perimeter fencing where necessary around subdivision to prevent conflicts between neighboring landowners and subdivided property.	Planning Board and/or County Commission	October 1, 2006
LU 1.1.3	Encourage development that allows continued agricultural activities.	Planning Board and/or County Commission	October 1, 2006
LU 1.1.4	Protect farmers and ranchers from the adverse impacts of ordinances on agricultural operations, including, but not limited to, ordinances on weed spraying, dust, livestock odors, and noise.	Planning Board and/or County Commission	October 1, 2006
LU 2.1.1	Explore cost incentives for building closer in to existing communities	Planning Board and/or County Commission	October 1, 2006
CS 5.2.1	Encourage new development in timberland areas of high and severe fire risk to be developed in a manner consistent with state wildland fire recommendations.	Planning Board and/or County Commission	October 1, 2006
CS 5.2.2	Consider the capacity of existing public water systems as new development occurs.	Planning Board and/or County Commission	October 1, 2006
PU 1.2.2	Encourage development near existing infrastructure to effectively connect to these systems. Examples include, but are not limited to community water supply, wastewater, and storm drainage systems.	Planning Board and/or County Commission	October 1, 2006

T 1.3.1	Follow subdivision regulations and revise as necessary to ensure that roads, easements, and rights of way for new subdivisions provide for future emergency needs.	Planning Board and/or County Commission	October 1, 2006	
T 2.1	Require dedication of easements, rights of way, and legal proof of ownership of easements in planning and subdivision platting processes.	Planning Board and/or County Commission	October 1, 2006	
T 2.2	Connect roads in new subdivisions to the existing road network in planned and future development areas.	Planning Board and/or County Commission	October 1, 2006	
NP 1.1.2	Explore opportunities to streamline existing subdivision regulations for housing development that complies with zoning.	Planning Board and/or County Commission	October 1, 2006	
NP 7.2.2	If not prohibited by topographical features, transportation and utility corridors may be required to adjacent undeveloped properties.	Planning Board and/or County Commission	October 1, 2006	
NUMBER	SUBDIVISION APPLICATION REVIEW	RESPONSIBILITY	COMPLETE	
LU 2.1.2	Research methods for streamlining the approval process, both in time and application requirements, for development that is close to existing communities.	Planning Office	Within 1 Year	
LU 2.1.4	Make information readily available at pre-application meetings on cluster development.	Planning Office	Within 1 Year	
LU 5.1.1	Develop application materials for applicants and landowner that clearly state the requirements for a subdivision application.	Planning Office	Within 1 Year	

LU 5.1.2	Support a formal appeal procedure on subdivisions such as mediation for applicants to follow prior to going to Court.	Planning Board and/or County Commission	Ongoing
NR 1.1.1	Use ground water studies from state and federal agencies to evaluate water quantity.	Planning Board and/or County Commission ¹	Within 2 Years
CS 3.2.1	Evaluate and determine the need to assess impact fees, and implement as necessary.	County Commission will assign	Within 3 Years
CS 3.2.2	Adjust any fees to be consistent with the review time of County or contracted staff.	Planning Office, Planning Board and/or County Commission	Within 1 Year
CS 5.3.1	As necessary, conduct a cost of services study to assess adequate tax base coverage of new development for fire protection.	County Commission will assign	Within 3 Years
Chapter 7.3.1	Objectively review proposed subdivision according to current state law and the Park County Subdivision Regulations.	Planning Board and County Commission	Ongoing
Chapter 7.3.2	Provide the subdivider and all members of the public with access to the subdivision project file and all materials provided to the Planning Board and Commission for review (in accordance with the Park County Public Information Policy).	Planning Office	Ongoing
Chapter 7.3.3	Review all subdivision applications within the statutory time limits and not arbitrarily limit the number of subdivisions reviewed in a month.	Planning Office, Planning Board and County Commission	Ongoing

¹ County Commission may assign to County Staff, independent contractor, or perform task itself.

Chapter 7.3.4	Provide clear, concise application materials and checklists to the subdivider in order to clearly outline those elements that must be submitted within a subdivision application for review.	Planning Office	Ongoing
--------------------------	--	-----------------	---------

1.3 GENERAL STRATEGY IMPLEMENTATION TIMETABLE

The following Implementation Timetable is a general strategy to implement the Implementation measures in Chapter 3 not related to subdivision regulations and subdivision application review. This general strategy may be supplemented by the Guidelines in Section 1.1. Goals and Objectives will be achieved through the successful implementation of the implementation measures and by considering them in all aspects and functions of Park County government. Goals and Objectives may also be prioritized by the Guidelines in Section 1.2.

GENERAL STRATEGY TIMETABLE

NUMBER	IMPLEMENTATION MEASURE	RESPONSIBILITY	COMPLETE
	GENERAL STRATEGY TIMETABLE		
LU 1.1.1	Support the Montana State Legislature's finding regarding agricultural practices in Section 76-2-901, MCA: "Agricultural lands and the ability and right of farmers and ranchers to produce a safe, abundant, and secure food and fiber supply have been the basis of economic growth and development of all sectors of Montana's economy. In order to sustain Montana's valuable farm economy and land bases associated with it, farmers and ranchers must be encouraged and have the right to stay in farming."	County Commission	Ongoing
LU 2.1.3	Consider density bonuses and other incentives for building close to existing communities.	Planning Office	Within 1 Year
LU 2.2.1	Work with communities that have public infrastructure to identify locations best suited for extending infrastructure to accommodate new growth.	County Commission will assign	Within 1 Year

LU 2.2.2	Identify and pursue funding options and design to encourage costs efficiency in extending infrastructure.	County Commission will assign		Within 3 Years
LU 4.1.1	Insure that information is readily available through the Park County Planning Office and other avenues on subdivision regulations, existing zoning regulations, citizen petitioned zoning districts, and land use regulations.	Planning Office		Within 1 Year
LU 4.1.2	Make information available concerning voluntary private land open space programs, such as conservation easements and land trusts.	Planning Office		Within 1 Year
LU 6.2.1	Research the possibility of developing a Public Trails Plan for Park County, to be applied to subdivisions.	County Commission		Ongoing
NR 1.2.1	Work with irrigation districts, ditch companies, and others to implement.	County Commission will assign		Ongoing
NR 1.3.1	Provide information to the development community and the public on water conservation practices and techniques.	Planning Office		Within 1 Year
NR 2.1.1	Identify contacts for information sharing to ensure state regulations for water quality are followed.	County Commission will assign		Within 1 Year
CS 1.1.1	Identify methods to address shortfalls where they exist in County departments.	County Commission will assign		Within 3 Years
CS 1.1.2	Explore options for funding resources where needs are identified for County departments.	County Commission will assign		Within 3 Years
CS 1.1.3	Evaluate the unauthorized use of County property and vehicles.	County Commission will assign		Within 1 Year and Ongoing

CS 2.1.1	Consider privatization or lease management of solid waste services to improve solid waste management in Park County.	County Commission will assign	Within 1 Year and Ongoing
CS 2.1.2	Be customer service oriented in solid waste management in Park County.	Solid Waste Department	Within 1 Year and Ongoing
CS 4.1.1	Assess a charge for electronic alarm systems at unoccupied residences.	County Commission will assign	Within 3 Years
CS 5.1.1	Ensure the capacity of existing public water supply systems is considered as the County Wide Protection Plan is developed.	County Commission will assign	Within 3 Years
CS 5.1.2	Facilitate efforts to address communication barriers, such as numerous relays, to shorten emergency response times.	County Commission will assign	Ongoing
CS 5.1.3	Support/assist the fire districts and service area in obtaining and administering grant funds to implement a plan and for training, equipment, outreach and additional planning as necessary.	County Commission	Ongoing
CS 5.1.4	Provide cross-training between fire districts and ensure compatibility of all equipment in service.	Fire District Chiefs	Ongoing
CS 7.2.1	Ensure that the County's weed implementation plan is adequate and enforced.	County Commission and Weed Board	Within 1 Year and Ongoing
ED 1.1.1	Support locally owned agriculture. Focus on new opportunities in the agricultural sector.	County Commission	Ongoing
ED 1.1.2	Support a responsible use of natural resources.	County Commission	Ongoing

ED 1.1.3	Support an expanded, more vital tourism and recreation industry.	County Commission	Ongoing
ED 1.1.4	Review all incentives to attract business and encourage as necessary.	County Commission will assign	Within 1 Year and Ongoing
ED 1.1.5	Evaluate all new regulations for their impact on new/existing businesses.	County Commission	Within 1 Year and Ongoing
ED 1.1.6	Support expansion of existing businesses.	County Commission	Ongoing
ED 1.1.7	Support new businesses which maintain or create better paying jobs.	County Commission	Ongoing
ED 1.2.1	Pursue upgrades to community services and existing infrastructure to accommodate growth when cost effective.	County Commission will assign	Within 3 Years
ED 1.3.1	Work on training programs and support existing educational outreach programs to train workers and prepare for technological and workforce changes.	County Commission will assign	Within 3 Years and Ongoing
ED 1.5.1	Coordinate closely with Chambers of Commerce in Park County and other entities working in economic development to promote Park County as a place to do business.	County Commission	Ongoing
H 1.1.1 H 1.2.1	Support the work of existing housing organizations, Community Development Block Grant (CDBG) programs, private sector, and others to identify housing needs, planning option, and funding sources.	County Commission	Ongoing
H 1.3.1	Provide incentives to developers to build housing appropriate for seasonal occupancy in communities in Park County that have the highest need for seasonal housing.	County Commission will assign	Within 3 Years

PU 1.1.1	Obtain assistance from local, state or federal organizations.		County Commission	Ongoing
PU 1.1.2	Support communities in locating, writing, and administering grant funding opportunities. Serve as the applicant if the grant project requires a local government sponsor.		County Commission will assign	Ongoing
PU 1.2.1	Provide contact and technical information to interested citizens on mechanisms to extend or improve private utilities to new or existing lots. For example; a special improvement district could be established to extend power lines or roads		County Commission will assign.	Ongoing
T 1.1.1	Determine costs for maintenance and improvement of County roads and compare to revenues from federal, state and local taxes on an annual basis. Provide a copy of that analysis to the public for review.		County Commission will assign	Within 1 Year and Ongoing
T 1.1.2	Conduct a cost-of-services study to determine the costs of road maintenance and upgrades in comparison to fees and taxes paid by residents and landowners.		County Commission will assign	Within 3 Years
T 1.1.3	Ensure that Park County receives its portions of gasoline tax revenue to fund county road maintenance.		County Commission	Ongoing
T 1.1.4	Determine which new roads should be added to County road system provided the road meets County standards.		County Commission	Within 1 Year and Ongoing
T 1.2.1	Work with the County road department to create and maintain an inventory of county roads, bridges and culverts.		County Commission will assign	Within 1 Year

T 1.2.2	Explore a maintenance and improvement plan for County roads, bridges, and culvers to identify and prioritize projects based on public safety and need. Traffic safety problems may take precedence over general maintenance projects.	County Commission will assign	Within 2 Years and Ongoing
T 1.2.3	Pursue affordable ways to finance the projects identified in the maintenance and improvement plan for County roads.	County Commission will assign	Within 3 Years and Ongoing
T 1.3.2	Identify areas and provide County leadership in addressing inadequate road systems that create public safety concerns for affected residents within that area.	County Commission will assign	Within 3 Years
T 1.3.3	Work with residents and emergency service providers to identify solutions and provide information on how to finance necessary improvements or additional easements using rural improvement districts (RIDs), or capital improvement funds.	County Commission will assign	Within 3 Years
T 1.4.1	Evaluate transportation projects for their impact on current and future development, emergency services, and other goals defined in this Growth Policy.	Planning Board and/or County Commission	Within 3 Years
T 1.4.2	Encourage communication and cooperation among the County, the cities within, adjoining counties, the State of Montana, the United States Forest Service, and Yellowstone National Park on all transportation projects.	County Commission	Ongoing

T 1.4.3	Review and re-negotiate road maintenance agreements with state and federal partners to ensure that the County's needs are being met.	County Commission will assign	Ongoing
T 1.4.4	Review any local, state, or federal projects to ensure they support and do not compromise the goals of this Growth Policy in regards to County roads.	County Commission	Ongoing

1.4 LIVINGSTON NEIGHBORHOOD PLAN IMPLEMENTATION TIMETABLE

The following Livingston Neighborhood Plan Implementation Timetable is a strategy to implement the implementation measures listed under Goals and Objectives in Chapter 4, except those specifically related to subdivisions. This strategy may be supplemented by the Guidelines in Section 1.2. Goals and Objectives will be achieved through the successful implementation of the implementation measures and by considering Goals and Objectives in all aspects and functions of Park County government. Goals and Objectives may also be prioritized by the Guidelines in Section 1.1.

**LIVINGSTON NEIGHBORHOOD PLAN
IMPLEMENTATION TIMETABLE**

NUMBER	IMPLEMENTATION MEASURE	RESPONSIBILITY	COMPLETE
	LIVINGSTON NEIGHBORHOOD PLAN		
NP 1.1.1	Revise zoning regulations to promote higher density house development inside the Livingston Neighborhood Planning Area.	Planning office, Zoning Commission and/or County Commission	Within 1 Year
NP 1.1.3	Support the work of existing housing organizations, Community Development Block Grant programs, private sector, and others to identify housing needs, planning options and funding options.	County Commission	Ongoing
NP 2.1.1	Explore zone changes in access corridors to facilitate economic development.	Planning Office and Zoning Commission	Within 1 Year
NP 2.1.2	Develop a master plan for extension of infrastructure (including utilities and roads), including cooperation of city and county planning boards.	County Commission will assign	Within 3 Years

NP 2.2.1	Canvass the citizens in the Livingston Neighborhood Planning Area to solicit opinions and visions as to what they feel about economic development and where it should be.	County Commission will assign	Within 2 Years
NP 2.2.2	Review zoning and revise as necessary to accommodate the establishment and growth of new and existing businesses.	Planning Office and Zoning Commission	Ongoing
NP 2.2.3	Encourage development of a convention center.	County Commission	Ongoing
NP 2.2.4	Foster greater cooperation between the City and County Commissions to encourage economic development.	County Commission	Ongoing
NP 2.3.1	Allow existing businesses to continue to operate in a non-conforming status if they are annexed or experience a zone change.	Zoning Commission and Board of Adjustments	Ongoing
NP 2.3.2	Utilize the Economic Development Advisory Committee to offer suggestions and approaches to solving economic development issues with existing business as they arise.	County Commission	Ongoing
NP 2.3.3	Consider options for home-based business growth and how to best accommodate these types of business and their appropriate locations within the Livingston Neighborhood Planning Area (Donut).	Planning Office, Zoning Commission, and/or County Commission	Within 1 Year
NP 2.4.1	Review and revise zoning in the Livingston Neighborhood Planning Area to allow for a diversity of business where appropriate.	Planning Office, Zoning Commission and/or County Commission	Within 1 Year

NP 2.4.2	Create an Economic Development Advisory Committee under the coordination of the City and the County Commissions to offer suggestions and approaches to solving economic development issues as they arise.	County Commission	Within 1 Year
NP 2.5.1	Consider development of a trail system.	County Commission will assign	Within 3 Years
NP 3.1.1	Establish a task force to explore the possibility of funding for purchase and maintenance of lands in the Livingston Neighborhood Planning Area.	County Commission will assign	Within 3 Years
NP 3.1.2	Ensure that any program will pay participating landowners fair market value for their development rights or property.	County Commission will assign	Within 3 Years
NP 3.2.1	Use natural indigenous plants and plants that are drought resistant in public parks and recreational areas within the Livingston Neighborhood Planning Area whenever it does not conflict with intended use.	County Commission will assign	Ongoing
NP 3.2.2	Use park fund money to accomplish upgrades and improvements based upon need.	County Commission	Within 3 Years
NP 4.1.1	Consider non-motorized transportation and special-user needs in transportation planning.	County Commission will assign	Within 3 Years
NP 4.1.2	Consider the need for well-planned road systems, pedestrian crossings, and walkways when approving uses in the Livingston Neighborhood Planning Area.	Zoning Commission and Board of Adjustments	Ongoing

NP 4.1.3	Encourage safe bicycle and pedestrian passage along roads and at all road, railroad, and river crossings, particularly along routes to schools.	County Commission	Ongoing
NP 4.1.4	Enforce building prohibitions on easements.	County Commission will assign	Ongoing
NP 4.2.1	Research options for obtaining funding to purchase additional easements and/or make road improvements as necessary.	County Commission will assign	Within 3 Years
NP 4.2.2	Work with the Montana Department of Transportation to identify and address issues related to traffic, railroad and river crossings.	County Commission will assign	Ongoing
NP 5.1.1	Establish recycling stations for all recyclable materials.	County Commission will assign	Within 3 Years
NP 5.1.2	Explore economic incentives for reduction of solid waste generated.	County Commission will assign	Within 3 Years
NP 5.1.3	Educate the public on the benefits of composting and recycling.	County Commission will assign	Ongoing
NP 5.1.4	Study the pros and cons of incineration versus landfills.	County Commission will assign	Ongoing
NP 6.1.1	Explore funding options for creation of additional water fill sites (such as reservoirs and water tanks).	County Commission will assign	Within 3 Years
NP 6.1.2	Encourage volunteer fire fighting districts.	County Commission	Ongoing
NP 7.1.1	Frequently communicate with the City of Livingston about its annexation plans.	County Commission will assign	Ongoing

NP 7.1.2	Work with the City of Livingston to minimize conflicting guidelines and in so doing still meet the provisions of this Growth Policy and the Livingston Neighborhood Plan.	County Commission will assign	Ongoing
NP 7.2.1	Coordinate transportation and utility alignments between Livingston and Park County for efficient connections for future development.	County Commission will assign	Ongoing
NP 7.2.3	Ensure master planning of arterial corridors for future transportation needs.	County Commission will assign	Ongoing
NP 7.2.4	Consider the development patterns and railroad crossings in transportation master planning.	County Commission will assign	Ongoing
NP 8.1.1	Manage wildlife in accordance with the Rules and Regulations of the Montana Department of Fish, Wildlife and Parks.	County Commission will assign	Ongoing
NP 9.1.1	Use ground water studies from state and federal agencies to evaluate water quantity.	County Commission will assign	Ongoing
NP 9.2.1	Follow state and federal regulations, including those of the Montana Department of Environmental Quality, DNRC, and the Environmental Protection Agency for water quality.	County Commission will assign	Ongoing
NP 9.2.2	Encourage awareness of state and federal regulations by commercial and industrial businesses to prevent soil and water contamination.	County Commission will assign	Ongoing
NP 9.2.3	Work with state and federal agencies to provide information to the public on hazardous materials storage and disposal to prevent soil and water contamination.	County Commission will assign	Ongoing

NP 10.1.1	Request that the City of Livingston and Park County Commission acknowledge the Advisory Committee and consider recommendations made by the Advisory Committee.	County Commission	Within 1 Year and Ongoing	
NP 10.1.2	The Livingston Neighborhood Planning Area Advisory Committee will be composed of the "Donut Area" Growth Policy Task Force and all interested citizens residing in the Livingston Neighborhood Planning Area and/or owning property in the Livingston Neighborhood Planning Area.	County Commission	Within 1 Year	
NP 11.1.1	Providing in the zoning ordinance for density bonuses and/or allow for transfer development rights or other methods, such as planned use developments, to encourage open space in exchange for higher density development in areas conducive to such development.	Planning Office, Zoning Commission, and/or County Commission	Within 1 Year	
NP 11.1.2	Consider flexible options for zoning ordinances where the flexibility would still ensure that goals of the Growth Policy and the Livingston Neighborhood Plan are met.	Planning Office, Zoning Commission, and/or County Commission	Within 1 Year	
NP 11.1.3	Encourage preservation of open lands through voluntary conservation easements in suitable areas.	Planning Board	Ongoing	
NP 11.1.4	Encourage landscaping for commercial development to include xeriscaping and other water conservation methods.	Planning Office, Zoning Commission, and/or County Commission	Within 1 Year and Ongoing	
NP 11.1.5	Encourage opportunities for maintaining/developing open spaces, connecting to a network of trails and parks.	County Commission	Ongoing	

1.5 INFRASTRUCTURE STRATEGY IMPLEMENTATION TIMETABLE

The following Infrastructure Strategy Implementation Timetable is a general strategy to implement the implementation measures listed in Chapter 6. This general strategy may be supplemented by the Guidelines in Section 1.1.

INFRASTRUCTURE STRATEGY IMPLEMENTATION TIME TABLE

NUMBER	IMPLEMENTATION MEASURE	RESPONSIBILITY	COMPLETE
	INFRASTRUCTURE STRATEGY IMPLEMENTATION TIMETABLE		
6.2	Periodically conduct a study of remaining capacity in landfill.	County Commission will assign	Ongoing
6.6.1	Investigate asset management systems that could provide useful information for management decisions and priority setting related to infrastructure investments.	County Commission will assign	Within 3 Years
6.6.2	Develop a Capital Improvement Plan.	County Commission will assign	Within 3 Years
6.6.3	Develop a Transportation Plan.	County Commission will assign	Within 3 Years

APPENDIX A. PUBLIC PARTICIPATION.

PUBLIC PARTICIPATION IN PARK COUNTY'S GROWTH POLICY

The Park County Growth Policy was developed through a lengthy and thorough process of soliciting input from twelve Citizen Task Force Focus Groups¹. In February 2005, the Park County Commission solicited applications from Park County residents to serve on the Citizen Task Force. Each Focus Group was comprised of individuals living in a distinct area of Park County. The procedures for this process were also developed to comply with the "Second Stipulation to Extend Settlement Agreement" of April 26, 2004. This agreement required Park County to appoint a Citizen Task Force "that includes citizens from across Park County who have a wide array of interests in planning the future of Park County." It was the intent of this agreement that "all of the focus groups' work will be merged into the draft Growth Policy with specific portions of the Growth Policy dealing with each focus group." (Second Stipulation to Extend Settlement Agreement, Montana Sixth Judicial Court, Park County.)

The Park County Commission received 124 applications for the Citizen Task Force. All applications were accepted. Notification was given for applicants to convene in Livingston on March 16, 2005. At that meeting, Commission Chair Larry Lahren requested Citizen Task Force members to sign up to serve in geographic focus groups. There were 12 geographic area Focus Groups designated at that time: Livingston; Livingston "Donut"; Livingston West; Clyde Park; Sheep Mountain to Clyde Park; Springdale to Sheep Mountain; Yellowstone (Paradise) Valley; Wilsall; Mission/West Boulder; Joe Brown to Gardiner, including Jardine; Gardiner (Town), and Cooke City. Citizens who attended the March 16, 2005 meeting and the subsequent April meeting were invited to join a Task Force Focus Group so that continued opportunity was given for the public to participate in the Growth Policy formulation.

Citizen Task Force Groups were encouraged to involve the public in their meetings, in accordance with the Settlement Agreement. Task Force Group members were asked to review the draft Park County Growth Policy developed by Anne Cossitt and to make recommendations for changes to this document. This document was drafted for public review, but was only partially adopted by the Park County Commission on December 16, 2004, following public input. It was officially adopted with revisions on July 26, 2006 by the Park County Commission.

¹ Please refer to Appendix G and Appendix H for a summary analysis of further public participation in the development of the Park County Growth Policy.

Upon organization of the Task Force Focus Groups, Focus Group organizers were selected to coordinate meetings in their local areas. The Focus Group organizers were selected on the basis of the skills presented on their applications, their time availability to commit to organizing and conducting the focus group meetings, and their willingness to stay in communication with citizen task force members. The organizers assisted in moderating the meetings and in soliciting input from each Task Force member.

Task Force Focus Groups met nearly weekly for a six month period, spending each meeting reviewing portions of the Cossitt document and offering revisions. Public notice was given through the *Livingston Enterprise*, the Gardiner community newsletter, community posters, notification in the City-County Complex located in Livingston, and other methods to invite the public to attend and to inform interested citizens of the process. Most task force organizers directly telephoned members to encourage their attendance when the process was initially underway. A facilitator was retained by Park County to assist in overseeing the task force progress and offering guidance to focus groups. The facilitator rotated her attendance at the focus groups. In May 2005, Park County hired two additional planning staff, who also assisted in guiding task force meetings, answering questions, and responding to the public.

The Park County Commission held monthly County-wide meetings to assess progress of the focus groups and to share relevant information. (Reference meeting minutes included in this Appendix.) The Park County Planner and her staff were present at nearly all meetings to answer questions and to offer guidance as requested by citizens. In addition, citizens were encouraged to submit their questions and information requests to the facilitator and/or planning staff. The questions were addressed as quickly as possible, with task force organizers bringing answers/information back to their focus groups. The Park County website was utilized as a tool to disseminate information and Growth Policy timelines.

Task Force Focus Groups submitted their final reports to the facilitator and planning staff by August 15, 2005. Individuals who felt that their suggestions differed or who wanted to provide more information beyond what was addressed through their Task Force Focus Groups submitted comments by that same date. All Focus Group members were regularly communicated with through letters and county-wide meetings to ensure that they were aware of deadlines, suggestions, and progress. The facilitator communicated regularly with the task force organizers through letters, telephone calls, and personal conversation to answer questions, inform them of citizen suggestions and/or complaints, and problem-solve. The Focus Group organizers regularly informed the facilitator of meeting dates, group discussion, and issues of concern. Meeting notices were timely posted.

A complete collection of Task Force Focus Group Final Reports and recommended changes to the "Growth Policy Proposed to Park County Commission", October 2004, was prepared and is available for review at the Park County Planning Office, the Park County Library, and at Insty Prints in Livingston (for a copy fee).

Park County Growth Policy County-Wide Meeting
April 6, 2005; 6 p.m.
City-County Complex

Park County Commissioner Larry Lahren opened the meeting at 6:00 p.m. It was the second gathering of a citizens' effort to reconstruct the Growth Policy process and to build confidence in the community. He stated that he was introducing a different method to address the project. Everyone was given an assignment to research the document and submit comments. Commissioner Lahren reminded everyone that the Livingston Public Library has an extensive collective of other counties' growth policies and written submissions available to the public for reference. Commissioner Lahren encouraged citizens to read materials to prepare them for submitting comments. He announced that the deadline for Park County to complete a Growth Policy is October 2006. He stated that two things have been accomplished so far: an education process to understanding what a Growth Policy plan is; and secondly, getting everyone involved. Commissioner Lahren announced that comments will be taken from the task force groups. Written comments may also be submitted. The ideal goal is to merge everything together from the smaller task force regions.

Individual task force group progress reports were given as follows:

Clyde Park: (Duane Colmey) He stated that the task force group had met on Monday night. Eight people attended. The process worked well, with many very good ideas. Problems were brainstormed. He stated that their group did not get into the meat of the Growth Policy document, but brainstormed what would be best particularly for the Clyde Park area. He stated that their group got along well and did not have any major problems on reaching consensus.

Clyde Park to Sheep Mountain: (Warren Latvala) Seven of the 10 people who signed up attended. Their group feels that private property rights are paramount in the Growth Policy. Their group reviewed the U.S. Constitution. They also discussed whether or not a Growth Policy should encourage development in existing areas, such as where there is existing infrastructure. There was a split decision on this, but one individual felt that development should occur where it already is. The other part of the group felt that the Growth Policy should not inhibit or attempt to inhibit the free and open market system. There are people who own property that is not conducive to agriculture who may want to develop. It should not discourage growth. Another element that their group discussed was that the requirements for minor subdivisions should be streamlined; costs should be reduced. The sole reason for this is that the cost can be prohibitive to prepare, submit, and file for a subdivision. Subdivision costs are working against good review. All subdivisions should be subject to some review. The group agreed that Park County should develop a master plan for growth, including both road systems and infrastructure needs. Warren stated that we need to plan for 20 years down the road. Their group encourages Park County to plan for intelligent growth.

Cooke City: not in attendance

Livingston Donut: (Herb Beadle) The group met last Thursday and had a good turnout, with 50 or so people in the group. It was an introductory meeting. There were various opinions. Their group spent 2 ½ hours at the meeting. They will be meeting tomorrow night at 7 p.m. in the City-County Complex, courtroom. It will take their group quite some time to get through some things because of the differing opinions in the group and the large number of members.

Joe Brown to Gardiner (Peter Schmidt) The group met on March 31st and determined that most members were in consensus on most issues. The Cossitt document failed to reflect what they felt were the majority opinions in their group. Some members felt that the Ravalli County growth plan better reflected what they would like to see in a Growth Policy. The Cossitt document is too thick, too poorly organized, too difficult to understand. Park County should not form more restrictive laws than the state of Montana. In their page by page review, the group has gotten to page 17.

Livingston (David Viers) The group has been meeting at 6:30 in the basement of Clark's Crossing Restaurant. At the first meeting, there were 29 people in attendance. There were 24 in attendance at the second meeting. There was a lot of redundancy.

Springdale to Sheep Mountain (David Viers) The ranchers/agricultural community feel a threat. The concern is that the Cossitt document is so slanted to the side of the spectrum. There were five people in attendance.

Livingston West (Jack Dunn) The consensus of the group was that the Cossitt document was very poorly written. The Park County Growth Policy should contain a strong comment for private property rights. Whatever plan is developed should be put to a public vote. We should be able to exercise those same rights. The biggest portion of the document has a strong implementation, regulatory mode. It represents a lot of anger—regulation. “Design standards” should be thrown out. The reference to governmental regulation should be excluded.

Mission-West Boulder (Barbara Fletcher) The task force is comprised of three people; all rural people. Their group has not met face to face yet. The three individuals have read the Sweet Grass County and Ravalli County documents. Because of the diversity, we need neighborhood plans for each area of Park County. At their next meeting, the group hopes to get the people together in the area. Their area is primarily ranching. Barbara stated that she doesn't begrudge people who want to sell their land and make more money by subdividing than they have ever made. By statute, the Growth Policy plan is not to be an administrative document. Initial funding for subdivisions need to be addressed at the outset.

Yellowstone Valley: (Anita Brawner) Property rights was of the utmost discussion points. Their group wants to explore different types of land use. Their group has made quite a few deletions to the Cossitt document. They divided into groups so that each group took

the five different parts and started from there. Baseline data and information for the group is needed. There was also a suggestion made that when new landowners come in, they need to be educated about water rights/irrigation rights. Their group also discussed that there is an old railroad bed with potential for mass transit to Yellowstone Park. The Park Spur line should be initiated.

Wilsall: (John Hoagensen) The group met informally and did an overview of the document. They would like to have some measures in the Growth Policy plan that are independent of the rest of Park County. Agricultural use should be protected from infringements. The costs for development need to be borne by the developer to insure that new policies and inspection costs are covered. There is concern that current taxpayers will be burdened with the costs of new development. There should be incorporation of Wilsall, with a mayor and its own law enforcement. Taxes should be assessed on land use. Subdivisions should be clustered to existing communities. Will the Growth Policy be binding to all areas?

Gardiner: The Gardiner group had not yet met.

Commissioner Larry Lahren answered a few procedural questions involving how to proceed with making revisions. The next county-wide Growth Policy meeting will be May 4 at 6:00 p.m. at the City-County Complex, Livingston.

Park County Growth Policy
May 4, 2005
Meeting Agenda
City-County Complex, Livingston, MT

Welcome by Park County Commissioner Larry Lahren

Review of Public Input Process: Kara Ricketts, Facilitator

Montana Growth Policy Guidelines: Jackie Robbins, Park County Planner

Focus Group Reports:

(Please tell when you met, how many attended, how your group was conducted, and the results of your meeting.)

Clyde Park
Clyde Park to Sheep Mountain
Cooke City
Donut Area Surrounding Livingston
Gardiner
Joe Brown to Gardiner
Livingston
Livingston West
Mission/West Boulder
Sheep Mountain to Springdale
Yellowstone Valley
Wilsall

Requests for Information/Educational Needs for Next Meeting

Questions/Answers

**NEXT MEETING:
WEDNESDAY, JUNE 1, 6:00 p.m. COMMUNITY ROOM**

Park County Growth Policy County-Wide Meeting
May 4, 2005; 6:00 p.m.
City-County Complex, Livingston, MT

The meeting was opened by Commissioner Larry Lahren who reviewed the procedures for the Growth Policy planning process. He instructed the task force members that there should be no private meetings taking place to work on the Growth Policy revisions; that all revisions should be submitted through the assigned task forces.

Park County Planner Jackie Robbins reviewed the procedures for a Growth Policy.

The task force spokespeople then presented a synopsis of their work thus far in the process. The points made were:

Clyde Park: (Duane Colmey) Duane reported that their task force is meeting Monday evenings at the Shields Valley school library. Their group is half way through reviewing the Cossitt document.

Clyde Park to Sheep Mountain (Warren Latvala) Warren reported that their group meets Wednesday evenings at the Clyde Park Tavern with 7 to 8 people, sometimes up to 10. Their group is making steady progress through their review of the Cossitt document.

Cooke City: No report given.

Livingston Donut Area: (Herb Beadle) Herb Beadle reported that their group is seeking to arrive at consensus at their meetings and are about 75% finished reviewing the "Livingston Neighborhood Plan".

Gardiner: (Lynn Chan) Lynn Chan reported that this group has had two meetings, with 4 to 5 task force members present. She stated that one of their biggest concerns is that there is not a strong enough need expressed for season housing in the Gardiner area. She also stated that their group supported infilling and would like the language "rural lifestyle" in the document changed to "rural character". There is also lack of public parking in Gardiner. Their group felt that "design standards" as referred to in the document should be changed to "design guidelines". There were further comments, but they will be submitted the conclusion of their work.

Joe Brown to Gardiner: (Peter Schmidt) Peter reported that their group has been meeting regularly, with public notices in the Gardiner newsletter. He stated that his group recommended that "wildlife corridor" language be changed to something that is less confusing, more specific.

Livingston: (Clyde Funk) Clyde reported that their group has been meeting regularly and is approximately one-half way through the document.

Livingston West: Reports were given by Jack Dunn and Tracy Isaly, with differing opinions on various aspects of the Cossitt document. Tracy has expressed concern about the “minority” opinions being represented in the document, which include less emphasis on private property rights and more emphasis on community planning and vision.

Mission/West Boulder: (Dan Karrell) Dan reported that their group is defining Mission/West Boulder goals and objectives with contact with all of the landowners in the area taking place at this time. Their group will then concentrate on revisions to the Cossitt document.

Sheep Mountain to Springdale: No report given at this time.

Yellowstone Valley: (Anita Brawner) Anita reported that their group has been working on the vision statement in the document. The group meets on Monday evenings, with 10 to 12 task force members and several citizens from the public in attendance. The group is working to arrive at consensus over language suggestions.

Wilsall: (Bruce Morrow) Bruce reported that the Wilsall group has been meeting on Tuesday evenings, with good progress in reviewing the Cossitt document.

Kara Ricketts reminded all of the task force members that a cd of the Cossitt document would be given to them so that they could submit their recommendations at the conclusion of the task force input process. Several questions were raised about the procedures of the task forces. Commissioner Larry Lahren and Kara Ricketts clarified concerns.

Park County Growth Policy
June 1, 2005
Meeting Agenda

Welcome by Park County Commissioner Larry Lahren

Review of Public Input Process: Kara Ricketts

Focus Group Reports:

Clyde Park
Clyde Park to Sheep Mountain
Cooke City
Donut Area Surrounding Livingston
Gardiner
Joe Brown to Gardiner
Livingston
Livingston West
Mission/West Boulder
Sheep Mountain to Springdale
Yellowstone Valley
Wilsall

Questions/Answers on Specific Planning Related Topics: Jackie Robbins
and Staff

**NEXT MEETING:
WEDNESDAY, JULY 6, 6:00 p.m. COMMUNITY ROOM**

Park County Growth Policy County-Wide Meeting
June 1, 2005; 6 p.m.
City-County Complex

Commissioner Larry Lahren opened the meeting. Kara Ricketts, facilitator, then reviewed the task force schedule timeline. Kara reviewed the public input process, including reviewing a statement prepared by the Park County Attorney's office regarding required and permissive elements of a Growth Policy plan. She reminded everyone to closely follow the required elements. The next item in the agenda was to review the progress of the 12 task force groups.

Clyde Park (Duane Colmey) The Clyde Park group has met twice. Attendance has been lacking as of late. Their group is 4 pages from having Section 2 comments done.

Sheep Mountain to Clyde Park (Warren Latvala) The group has been completely through the document once. They are going back to condense and simplify. The document is now about ½ the size of the original document. There was concern expressed about section 7, which did not flow well. Their group has been reaching unanimous consent on nearly all of its recommendations, with the exception of four to five items.

Livingston Donut (Herb Beadle) The group has condensed 15 pages down to 4 pages. They have completed their review of the "neighborhood plan". Their group has recommended an advisory panel for the neighborhood area to advise the Park County Planning Board. They are encouraging development of a convention center in Livingston and a capital improvements plan to accommodate future growth. Traffic crossings need to be looked at closer. Walkways should be integrated into the traffic flow. Zoning ordinances need to be reviewed. They would like the city to communicate annexation plans. High density housing bonuses should be offered and flexible options for zoning regulations. Their group continues to meet with 30-45 people. Eighty percent of its issues are contentious at the onset of the discussion, with voting used to record differences among its members. By the time votes are taken, nearly each time the group works to find language or acceptable phrases that nearly all its members can agree on.

Gardiner (Julia Page) The group has met three times with five to six people at each gathering. They are working through the document, with special emphasis on natural environment. They would like to preserve water quality. There is still confusion about what a floodplain is. The floodplain needs to be clarified in the document. Also, wildlife corridors should be identified and maintained. Possible language could be "minimize conflicts where possible".

Joe Brown to Gardiner (Peter Schmidt) Five to six people are meeting on a regular basis. They have had three meetings since the last county-wide Growth Policy task force meeting. They are working through Section 2, "Goals and Objectives". They have consulted the Ravalli County Growth Policy plan. They feel that the current Cossitt document is skewed toward lower income residents and also feel that Park County should remove its role in implementation measures when they overlap to infringe on private property owners' decision and jurisdiction. Their group recommends not using the word "sustainable" as it is vague and "trendy". They feel that the public utilities section should model the Ravalli County document. Their group works to find consensus on its review.

Livingston (Clyde Funk) The group is continuing to meet with 17 to 20 in attendance. They are on page 45 of the document. The group is condensing many sections. The group is working to find language that all its members can agree on, with votes recorded on each item.

Livingston West (Colleen Strong) The group feels that the document is too wordy, with many unnecessary items. There are 10 to 12 people attending each task force meeting. The group works to find areas of agreement in its review and language suggestions that its members can agree on.

Mission/West Boulder (Dan Karrell) There have been five people on average meeting. The group is on page 54 of the document, with 40% to 50% of the document having been deleted. Their group sent out 150 letters to people living in the Mission/West Boulder area, soliciting comments. People in their group are positive towards good planning.

Sheep Mountain to Springdale (David Viers) There are 3 people meeting in this task force. Their group will be ready with its comments by July 15.

Yellowstone Valley (Anita Brawner) The group is meeting with 14 to 16 people in attendance. They have been consulting the Sweet Grass County, Ravalli County, Missoula County, and Yellowstone County documents. The Yellowstone Valley group works portions of the Cossitt document over several times to find agreement in language. Often times, one or two members work with a specific goal/objective during the time between meetings and reports back to the group with a suggestion that all can agree on.

Wilsall (Harley Westling) The group is finished with its review of the document. They are going back through the document to note any slight revisions or changes. They find consensus in their discussions.

The meeting was then turned over to the Park County Planning Office staff to answer questions on planning related issues. A question was asked regarding river setbacks. Jackie Robbins clarified the septic permitting process and also floodplain regulations. Several questions were asked regarding the process and how comments will be integrated into a Growth Policy. Kara Ricketts answered the questions to clarify how the Growth Policy will be written. Some people expressed concern that the Montana Attorney General's office had been involved in making recommendations on the Growth Policy

plan. Commissioner Larry Lahren stated that he was not aware of any involvement from their office. He would state this in a memo to the group organizers.

The meeting was concluded. The next county-wide Growth Policy meeting will be held on July 1, 2005 at 6 p.m. at the city-county complex.

Park County Growth Policy
July 6, 2005
Meeting Agenda
City-County Complex, Livingston, MT

Welcome by Park County Commissioner Larry Lahren

Focus Group Reports:

Clyde Park
Clyde Park to Sheep Mountain
Cooke City
Donut Area Surrounding Livingston
Gardiner
Joe Brown to Gardiner
Livingston
Livingston West
Mission/West Boulder
Sheep Mountain to Springdale
Yellowstone Valley
Wilsall

Questions/Answers on Specific Planning Related Topics: Jackie Robbins
and Staff

Park County Growth Policy County-Wide Meeting
July 6, 2005; 6 p.m.
City-County Complex

Commissioner Larry Lahren opened the meeting at 6:00 p.m. It was the final meeting of a citizens' effort to reconstruct the Growth Policy planning process and to solicit public involvement.

Kara Ricketts, facilitator, reviewed the Growth Policy task force schedule, with the schedule as distributed previously. She then asked for a brief report from each task force group. Brief reports were given from all of the task forces, with no major questions or concerns. Commissioner Lahren announced that the deadline for task force submittals had been extended to August 15 to allow all of the groups ample time to submit their recommendations. Most of the groups had previously commented that they needed the extra time to complete their work.

Bill Moser raised a question concerning how minority comments would be included in the Growth Policy. Commissioner Lahren reminded those attending that individuals should submit their comments by August 15, and their comments would be considered at the time of the writing of the first draft of the Growth Policy.

There were no other questions. The meeting was concluded at 6:45 p.m.

The following evaluation was handed out at each of the county-wide meetings. The completed evaluations were forwarded to the Park County Commission. A total of 21 evaluations were received throughout the process.

Park County Commission
Park County Growth Policy Evaluation

Please take a few moments to record what you see as the positives and the areas for improvement so far in the Growth Policy planning process.

FOCUS GROUP I AM WORKING
IN _____

PLUSES

**NEEDS
IMPROVEMENT**

The following press release (or one similar in nature) was distributed to local newspapers prior to each county-wide meeting.

PRESS RELEASE

For Immediate Release

For More Information: Kara Ricketts, 222-2055

The next county wide Growth Policy meeting is set for June 1 at 6 p.m. the City-County Complex Community Room. Reports will be given from the 12 geographic citizen task force groups working on developing a Growth Policy for Park County.

According to Growth Policy consultant Kara Ricketts, "The task force groups are making good progress on suggesting changes and revisions to the draft document and are taking their volunteer citizen input with a great deal of responsibility."

Park County planning staff will be available to answer specific planning related questions from task force members and the public. The task force members have been asked to complete their suggestions to the document by July 15. Following their submissions, a team comprised of Kara Ricketts Communication and planning staff will write a draft document to be distributed to the public for comment.

For more information, contact Kara Ricketts Communication at 222-2055.

###

SAMPLE
March 22, 2005

Ms. Barbara Fletcher
618 Frontage Road East
Livingston, MT 59047

Dear Barbara:

Thank you for your interest in serving on the Park County Growth Policy Task Force.

You have expressed interest in being part of the Mission-West Boulder focus group. Attached is a listing of the focus group members. At this time, we are requesting focus group members to obtain a copy of the Growth Policy draft plan (Cossitt, October 2004) from Insty Prints in Livingston for a cost of \$9.30. Of particular interest at this time is Appendix B at the conclusion of the document which outlines the requirements for Growth Policies under Montana state law. Enclosed with this letter is a reading list that should be helpful to you. These resources are available at the Livingston Public Library. We encourage you to orient yourself with as many of these resources as you are able.

We are asking focus groups to meet in the next two weeks. Your group should, at this initial meeting, review the Park County Growth Policy draft. In particular, you should concentrate your efforts on issues of importance to your geographic area of Park County. Someone from your focus group will be contacting you to organize this initial meeting. **On April 6, at 6 p.m. at the city-county building community room**, there will be a combined meeting of all of the focus groups at which the park County Commission will solicit comments from the focus groups. At the April 6 meeting, the Commission will be asking each focus group to highlight their comments and suggestions about the Cossitt document. That means that your focus group will need to choose a spokesperson to publicly state your comments on April 6. Each spokesperson will have 3-5 minutes. You are also as individuals free to distribute detailed comments and suggestions about the Growth Policy plan draft working document. We ask that you keep your comments as detailed as possible to concentrate our efforts on constructive revisions, rather than philosophical impressions.

The Park County Commission has retained the services of Kara Ricketts, Kara Ricketts Communication, Livingston, as a research aid to assist in the information gathering and facilitation aspect of this project. If you have detailed information, comments, or questions, they should be submitted to her at 222-2055; kricketts@mcn.net; 62 O'rea Creek Road; Livingston, MT 59047. Any and all of your comments and/or information will be forwarded to the Park County Commission.

Thank you for your citizen involvement in this process. I look forward to working with you in the months ahead.

Sincerely yours,

Larry Lahren
Park County Commission

May 16, 2005

To: Task Force Group Organizers
Fr: Kara Ricketts
Growth Policy Planning Research Aid

Hi! Enclosed is an agenda for the June 1 Growth Policy planning meeting. We would like you to bring to the meeting your specific questions on planning and/or subjects that have arisen in your group discussions that need answers. Planning staff will be available to respond to them.

We ask that you keep your focus group reports concise, focusing primarily on a summation of the progress that your group has made, along with any major issues or conclusions.

Thank you for your participation.

DATE: May 26, 2005

FROM: Park County Commission

Re: Final Reports from Growth Policy Citizen Task Forces-Due Date July 15, 2005

The Commissioners express their appreciation to each and every task force member for his/her participation in this process. Final reports from each task force shall be submitted to Kara Ricketts on or before July 15, 2005 at: P.O. Box 877, Livingston, MT 59047.

In order for the Park County Planning office staff, the Park County Planning Board, and the Park County Commissioners to meaningfully consider the input of each citizen task force, we would appreciate each task force addressing the elements that are legally required to be in a Growth Policy under state law. State law also sets forth elements that may be considered in a Growth Policy. Those elements are attached to this memo.

We would appreciate the following in the task force final reports:

- List the unique characteristics and trends of your task force area. Those elements begin on page 4 of the Cossitt document. Please add or delete language in these descriptions as they apply to your area. Please feel free to add as much detail as you perceive necessary to describe your task force area.
- Provide a listing of the ideas that were considered and/or rejected in your task force and a brief description of how your group attempted to arrive at consensus on those major areas of disagreement. If consensus could not be reached, please list the elements that were rejected and the approximate percentage of your group members who were supportive of the rejected idea.
- If your task force believes that a specific requirement would be more appropriately addressed by the Park County Planning Office staff, the Park County Planning Board and/or the Park County Commissioners, please state who and why.
- The format of this final report is in the discretion of the task force. Your input is valuable in this process.

As required by state law, the Planning Board shall consider the draft Growth Policy generated from this process, shall hold a public hearing, and may make changes to the growth plan before making a recommendation to the Park County Commission as to whether or not to adopt the Growth Policy. The Park County Commission will have the final right to edit the Growth Policy.

June 27, 2005

Dear Growth Policy Task Force Member,

Thank you for your participation in helping to draft a Growth Policy for Park County. We appreciate your dedication to this effort. In particular, we thank the task force group organizers who have put in extra time and effort to help make this process happen.

Our final county-wide task force meeting will be held on Wednesday, July 6, at 6:00 p.m. in the community room of the city-county complex. I encourage you to attend with your questions.

We have extended the deadline until August 15 for task force group reports. While a few of the task forces have completed their work, there are some groups still progressing through the document, with vital components remaining to review. I don't perceive this extension as causing significant changes to our work plan.

If you as a task force member have felt that your comments or input were not adequately addressed through the citizen task force structure, please feel free to submit your individual comments. Your suggestions may be sent to:

Kara Ricketts Communication
P.O. Box 877
Livingston, MT 59047
kricketts@mcn.net

Thank you again. Please feel free to contact me or Kara Ricketts at 222-2055.

Sincerely yours,

Larry Lahren
Park County Commissioner

GROWTH POLICY TASK FORCE MEETINGS

Effective Until August 15, 2005. Call Kara Ricketts, Kara Ricketts
Communication, 406-222-2055, for the latest updates.

Mondays

- 6:30 p.m. Livingston West Task Force Meeting**
Chamber of Commerce Building (south end of bldg.)
- 6:30 p.m. Yellowstone Valley Task Force Meeting**
St. John's Episcopal Church
- 7:00 p.m. Clyde Park Task Force Meeting**
Shields Valley School
- 7:00 p.m. Livingston Task Force Meeting**
Clark's Crossing Restaurant/Travelodge

Tuesdays

- 5:00 p.m. Mission-West Boulder Task Force Meeting**
Commissioners' Chambers
- 7:00 p.m. Wilsall Task Force Meeting**
Quigley Construction Building

Wednesdays

- 5:00 p.m. Sheep Mountain to Springdale Task Force Meeting**
Location to Be Announced
- 7:00 p.m. Gardiner Town Task Force Meeting**
Location to Be Announced
- 7:00 p.m. Sheep Mountain to Clyde Park Task Force Meeting**
Clyde Park Tavern

Thursdays

- 7:00 p.m. Livingston "Donut Area" Meeting**
Best Western Yellowstone Inn
- 7:00 p.m. Joe Brown to Gardiner (rural Park County), including Jardine**
Gardiner Community Center

GROUND RULES
For the Growth Policy Focus Group Process
Distributed June 1, 2005

1. Try to attend all or as many of your focus group meetings as possible. If you are unable to attend a meeting, please try to let your organizer know.
2. Organizers will keep a record of attendance.
3. Let Kara Ricketts Communication know when and where your focus group is meeting in advance of the meeting.
4. If you prepare written comments, make sure that the authors' names are on all comments submitted before distributing them to others or to the Park County Commission.
5. Work within your focus group.
6. Listen to others' opinions within your focus group.
7. Work from the Cossitt document as a starting point when developing your revisions. You may use other sources to supplement your thinking/discussion process.
8. Try to find points of agreement with others in the focus group and work forward on those points.

APPENDIX B. TASK FORCE LIST

WILSALL GROWTH POLICY TASK FORCE PARTICIPANTS

Cindy and Mike	Block	18 Hill Road	Wilsall	MT	59086
Mardee	Fanning	92 Porcupine Rd.	Wilsall	MT	59086
Gary	Fesler	206 Ordway St.S.	Wilsall	MT	59086
John	Hogenson	P.O. Box 149	Wilsall	MT	59086
Michelle	Landers	256 Kister-Hardy Rd.	Wilsall	MT	59086
Bruce	Morrow	210 Horse Creek Rd.	Wilsall	MT	59086
Kirk	Walton	409 S. Ordway	Wilsall	MT	59086
Harley	Westling	25 Pepper Lane	Wilsall	MT	59086
Ned	Zimmerman	541 Daisy Dean	Wilsall	MT	59086

CLYDE PARK GROWTH POLICY TASK FORCE GROUP PARTICIPATION

Shane	Baukol	508 N. M St.	Livingston	MT	59047
Bob	Boyd	Box 77	Clyde Park	MT	59018
Duane	Colmey	Box 521	Livingston	MT	59047
Greg	Haldorsen	P.O. Box 198	Clyde Park	MT	59018
Trent	Johnson	820 Cottonwood Rd.	Clyde Park	MT	59018
Shaun	Jones	Box 134	Clyde Park	MT	59018
Ann	Schilling	P.O. Box 21	Clyde Park	MT	59018
David	Viers, Jr.	Box 563	Livingston	MT	59047
Jennifer	Williams	c/o 215 W. Lewis St.	Livingston	MT	59047

SHEEP MOUNTAIN TO CLYDE PARK GROWTH POLICY TASK FORCE PARTICIPATION

Dan	Dinsdale	458 Hwy 89 N.	Livingston	MT	59047
Ed	Hillman	65 McNiven Road	Livingston	MT	59047
Bob	Jockers	#90 Fox Run	Livingston	MT	59047
Richard	Juhnke	19 W. Grannis Rd.	Livingston	MT	59047
Warren	Latvala	1324 Hwy. 89 N.	Livingston	MT	59047
Sam	Skillman				
Jim	Taylor	451 Shields River Rd.	Livingston	MT	59047
Susan	Thomas	P.O. Box 1792	Livingston	MT	59047

SHEEP MOUNTAIN TO SPRINGDALE GROWTH POLICY TASK FORCE PARTICIPATION

Paul	Bradley	32 Rattlesnake Rd.	Livingston	MT	59047
Tom	Lane, Sr.	Box 1238	Livingston	MT	59047
Brenda	Viers	P.O. Box 1954	Livingston	MT	59047
David	Viers, Sr.	P.O. Box 1374	Livingston	MT	59047

MISSION WEST BOULDER GROWTH POLICY TASK FORCE PARTICIPATION

David	Stanley	1010 Swingley Rd.	Livingston	MT	59047
Dan	Karrell	257 Swingley Rd.	Livingston	MT	59047
Barbara	Fletcher	618 Frontage Rd.E.	Livingston	MT	59047
Corky	Brittan	P.O. Box 1360	Livingston	MT	59047
Charles	Rahn	P.O. Box 966	Livingston	MT	59047

LIVINGSTON GROWTH POLICY TASK FORCE PARTICIPATION

Valerie	Bainter	205 1/2 E. Chinook St.	Livingston	MT	59047
Jim	Barrett	231 S. H	Livingston	MT	59047
Shane	Baukel	508 N. M St.	Livingston	MT	59047
Vicki	Blakeman	914 E. Callender	Livingston	MT	59047
Blake S.	Blatter	P.O. Box 275	Livingston	MT	59047
Ed	Carrell	36 Buffalo Jump Rd.	Livingston	MT	59047
Lynn	Chann	415 S. 8th	Livingston	MT	59047
Travis	Chevallier	423 S. 9th	Livingston	MT	59047
Pete	Feigley	306 W. Montana	Livingston	MT	59047
Clyde	Funk	P.O. Box 1510	Livingston	MT	59047
Manny	Goetz	207 S. 2nd	Livingston	MT	59047
Jay	Kiefer	13 Riverside Dr.	Livingston	MT	59047
Bud	Kiefer	13 Riverside Dr.	Livingston	MT	59047
June	Kiefer	13 Riverside Dr.	Livingston	MT	59047
Kris	King	425 W. Chinook	Livingston	MT	59047
Steve	Koontz	1007 N. Eagle Ct.	Livingston	MT	59047
Bruce	Lay	57 Cutthroat Lane	Livingston	MT	59047
Artyee J.	Lizotte	312 Garnier Ave.	Livingston	MT	59047
Charles	McCalla	27 9th St. Island	Livingston	MT	59047

LIVINGSTON WEST GROWTH POLICY TASK FORCE PARTICIPATION

Chuck	Donovan	187 Meigs	Livingston	MT	59047
Jack	Dunn	483 Fleshman Cr. Rd.	Livingston	MT	59047
Ann	Hallowell	P.O. Box 1445	Livingston	MT	59047
Mark	Higgs	430 Fleshman Cr. Rd.	Livingston	MT	59047
Lucy	Kincaid	32 Rainbow Hill	Livingston	MT	59047
Phil	Malcolm	24 Cokedale Rd.	Livingston	MT	59047
Rosemary	Boston	2 Windy Way	Livingston	MT	59047
Jeff	Mount	10 Cokedale Spur	Livingston	MT	59047
Matt	Jesson	1066 Highway 10 W.	Livingston	MT	59047
Traci	Isaly	127 Quinn Creek	Bozeman	MT	59715
Rainy	Martin	360 Cokedale Rd.	Livingston	MT	59047
Kelly	Martin	360 Cokedale Rd.	Livingston	MT	59047
Jerry	Jesson	Box 1304	Livingston	MT	59047
LeRoy	Matthews	56 Fleshman Cr. Rd.	Livingston	MT	59047
Jeremia	Simmons	23 West End Rd. #88	Livingston	MT	59047
Donald	Strong	412 Fleshman Cr. Rd.	Livingston	MT	59047

Colleen	Strong	412 Fleshman Cr. Rd.	Livingston	MT	59047
Clyde	Bainter	265 Fleshman Cr. Rd.	Livingston	MT	59047
Irene	Bainter	265 Fleshman Cr. Rd.	Livingston	MT	59047

LIVINGSTON DONUT GROWTH POLICY TASK FORCE PARTICIPANTS

Brenda	Adams	802 E. Butte	Livingston	MT	59047
Mike	Adams	1260 Highway 10 W.	Livingston	MT	59047
James	Allison	25 Willow Bend Lane	Livingston	MT	59047
Herb	Beadle	P.O. Box 1923	Livingston	MT	59047
Greg	Brainerd	419 Old Clyde Park Road	Livingston	MT	59047
Gene	Budeski	309 Highway 89 N.	Livingston	MT	59047
Ed	Carrell	124 High GroundAve.	Livingston	MT	59047
Dave	Carter	37 Billman Lane	Livingston	MT	59047
Duane	Colmey	5290 Highway 89 South	Livingston	MT	59047
Chuck	Donovan	187 Meigs	Livingston	MT	59047
Clyde	Funk	315 W. Butte	Livingston	MT	59047
Thomas	Goltz	5 Old Clyde Park Rd.	Livingston	MT	59047
Ann	Hallowell	P.O. Box 1455	Livingston	MT	59047
Billie Kaye	Harms	P.O. Box 1220	Livingston	MT	59047
Norbert	Herauf	Box 1277	Livingston	MT	59047
Steve	Himmelspach	7 Foxway Lane	Livingston	MT	59047
Matt	Jesson	1066 Highway 10 W.	Livingston	MT	59047
Butch	Keys	97 Old Clyde Park Road	Livingston	MT	59047
Jay	Kiefer	13 Riverside Drive	Livingston	MT	59047
Dwight	Krohne	1500 E. Callender St.	Livingston	MT	59047
Kitty	Krohne	1500 E. Callender St.	Livingston	MT	59047
Artyce	Lizotte	312 Garnier Ave.	Livingston	MT	59047
Peter	Mackenzie	P.O. Box 1809	Livingston	MT	59047
Sue	Martin	3 Martin Way	Livingston	MT	59047
Harvey	Mayer	522 N. 10th St.	Livingston	MT	59047
Jim	Murray	5702 Highway 89 S.	Livingston	MT	59047
Ursula	Neese	4950 Highway 89 S.	Livingston	MT	59047
Daniel J.	Nelson	46 Chicken Creek Lane	Livingston	MT	59047
Sue	Nelson	46 Chicken Creek Lane	Livingston	MT	59047
Raymond	Nelson	46 Chicken Creek Lane	Livingston	MT	59047
Jesse	Perry	42 Strong Lane	Livingston	MT	59047
Robert	Quinton	26 Kindsfather	Livingston	MT	59047

YELLOWSTONE VALLEY TASK FORCE PARTICIPANTS

Mike	Adkins	85 Chicory Rd.	Livingston	MT	59047
Anita	Brawner	56 Deep Creek Rd.	Livingston	MT	59047
David	Burns	95 Hyalite; Box 59	Emigrant	MT	59027
Jan	Burns	Box 72	Emigrant	MT	59027
Jim	Burns	Box 72	Emigrant	MT	59027
Bob	DePaso	678 E. River Road	Pray	MT	59065
Paul	Deyerle	38 Deep Creek Bench	Livingston	MT	59047

Kevin	Gallagher	1821 Old Yellowstone Tr. So.	Livingston	MT	59047
Manda	Heron	212 Pine Cr. Rd.	Livingston	MT	59047
Ed	Hillman	65 McNiven Rd.	Livingston	MT	59047
Jerry	Jessen	Box 1304	Livingston	MT	59047
Hillary	Johnson	51 Spur Hill Rd.	Livingston	MT	59047
Mary Ellen	Johnstad	Box 981	Emigrant	MT	59027
Chan	Libbey	3502 Hwy 89 S.	Livingston	MT	59047

YELLOWSTONE VALLEY CONTINUED

Bill	Moser	Route 1, Box 505	Pray	MT	59065
James	Murray	5702 Hwy 89 So.	Livingston	MT	59047
Jerry	O'Hair	Box 955	Livingston	MT	59047
Gregory	Parks	47 W. Pine Creek Rd.	Livingston	MT	59047
Judi	Powell	P.O. Box 1002	Emigrant	MT	59027
Robert	Quesenberry	P.O. Box 163	Emigrant	MT	59027
Martha	Sites	13 Hitching Post Lane	Livingston	MT	59047
Dan	Skattum	2148 E. River Road	Livingston	MT	59047
William	Smith	P.O. Box 78	Emigrant	MT	59027
Chuck	Taliafent	Box 132	Emigrant	MT	59027
Winn	Treible	81 Suce Creek Rd.	Livingston	MT	59047
Bryan	Wells	31 Emigrant Cr. Rd.	Livingston	MT	59047

JOE BROWN TO GARDINER INCLUDING JARDINE GROWTH POLICY TASK FORCE

Allen	Hoppe	Box 57	Gardiner	MT	59030
Bill	Hoppe	172 Jardine Road	Gardiner	MT	59030
Bill	Berg	Box 275	Gardiner	MT	59030
Charles	Kleba	Box 970	Gardiner	MT	59030
Dan	McDonald	50 Shooting Star Trail	Gardiner	MT	59030
Don	Maroney	573 Jardine Rd.	Gardiner	MT	59030
Edwin	Johnson	80 Mol Heron Rd.	Gardiner	MT	59030
Franklin	Rigler	Box 970	Gardiner	MT	59030
Gary	Duffy	21 Shooting Star Trail	Gardiner	MT	59030
Lorayne	Stermitz	488 Cinnabar Basin Road	Gardiner	MT	59030
Patricia	Hoppe	170 Jardine Rd.	Gardiner	MT	59030
Patrick	Hoppe	452 Highway 89 S.	Gardiner	MT	59030
Peggy	Hoppe	172 Jardine Rd.	Gardiner	MT	59030
Peter	Schmidt	P.O. Box 29	Gardiner	MT	59030
Ryan	Rigler	1132 Highway 89	Gardiner	MT	59030
Sharon	Duffy	21 Shooting Star. Tr.	Gardiner	MT	59030
Susan	Rigler	Box 970	Gardiner	MT	59030
Tami	McDonald	50 Shooting Star Trail	Gardiner	MT	59030
Wayne	Hoppe	170 Jardine Rd.	Gardiner	MT	59030

GARDINER GROWTH POLICY TASK FORCE PARTICIPATION

Lynn	Chan	415 S. 8th	Livingston	MT	59047
------	------	------------	------------	----	-------

Carolyn	Duckworth		Gardiner	MT	59030
Julia	Page		Gardiner	MT	59030
Richard	Parks	112 E. Main	Gardiner	MT	59030
George	Bumann		Gardiner	MT	59030
Joanne	McCartney		Gardiner	MT	59030

APPENDIX C. GLOSSARY OF PLANNING TERMS.

ACCESS. Access provided to all lots within a subdivision in compliance with the Park County Subdivision Regulations and any other applicable regulations, concurrent with development.

ADJACENT. Adjacent means a parcel that shares all or part (including a point) of a common property line with another, and shall include all parcels across public roads, streets, alleys, watercourses and other public ways, and shall include Montana Department of Transportation if adjacent to a state highway.

AGRICULTURE. Activities related to the production of food, feed, and fiber commodities, livestock and poultry, bees, biological control insects, fruits and vegetables, and sod, ornamental, nursery, and horticultural crops that are raised, grown, or produced for commercial purposes on land taxed as agricultural by the State of Montana.

AGRICULTURAL LAND, PRIME. Land used actively in the production of food, fiber, or livestock; and listed as Prime Farmland Soils in the Natural Resources Conservation Service soil survey.

AGRICULTURAL WATER USER FACILITIES. Any part of an irrigation system historically used to produce an agricultural product on property used for agricultural purposes as defined in Section 15-7-202, MCA.

AIR QUALITY. The current character of the air in Park County as a geographic area in which levels of all criteria air pollutants meet the health-based primary standard (national ambient air quality standard as defined by EPA) for the pollutant.

BUFFER (BUFFER STRIP). Open spaces, landscaped areas, fences, walls, berms, or any combination thereof used to physically separate or screen one use or property from another so as to visually shield or block noise, lights, or other nuisances.

CLUSTER. A development design technique that concentrates buildings and other manmade infrastructure on a small portion of the site in order to reduce the overall need and costs for infrastructure while allowing the larger portion of the land to be used for agriculture, recreation, open space, and preservation of environmentally sensitive features. Cluster reduces the overall need and cost for infrastructure, reduces potential air pollution from vehicle travel and reduces sprawl by allowing dense development on functional land.

COMPACT DEVELOPMENT. A pattern of development generally characterized by a combination of:

1. Clustering of housing.
2. Concentration of employment opportunities.
3. Mixing of land uses.
4. Good accessibility to basic activities (neighbors, schools, activity centers) allowing use of alternative transportation forms (walking, bike) to satisfy needs.
5. Permanent functional public open space (parks, neighborhood linkages, flood control, groundwater recharge) between areas of development.
6. Planned outward expansion based fiscal costs of government service, environmental cost, costs relating to the character of the community, and external effects of development on agricultural production.

CONSERVE (CONSERVATION). Management to help prevent waste, destruction or degradation and to help keep in a safe or sound state.

DEVELOPMENT. The act, process or result of improving land for human use, subdividing land for human use, or building on land for human use.

DEVELOPMENT RIGHTS. The right to develop property. These rights may be sold, dedicated, or transferred. After development rights have been sold, dedicated, or transferred, the property owner keeps title to the property and may continue to use the land.

GROWTH POLICY (COMPREHENSIVE PLAN, MASTER PLAN). A comprehensive, long-range plan intended to guide the growth and development of a community adopted pursuant to Title 76, Chapter 1, Part 6, (MCA)—GROWTH POLICY.

GROWTH MANAGEMENT. The combination of policies and implementation measures used by a community to determine the amount, type, and rate of development desired by the community and to guide that growth into designated areas. Growth management policies can be implemented through subdivision, zoning, standards for level of service, capital improvements programs, growth rates, public facilities ordinances, urban limit lines, and other programs.

HISTORIC (PREHISTORIC). Montana State Antiquities Act defines a "Heritage Property" as any district, site, building, structure, or object, that is significant in American history, architecture, archeology, or culture. Significant heritage properties have economic, educational, scientific, social, recreational, cultural, historic, or practical value to living persons.

HOUSING (LOW-INCOME, MODERATE-INCOME). Affordable housing for low or moderate-income families that cannot afford to pay the prevailing rents or make monthly payments necessary to obtain housing in the community.

INDUSTRY, HEAVY. A use engaged in the basic processing and manufacturing of materials or products predominantly from extracted or raw materials, or a use engaged in storage of, or manufacturing processes using flammable or explosive material, or storage or manufacturing processes that potentially involve hazardous or commonly recognized offensive conditions. Including animal feeding operations. Heavy industry is also defined in terms of intensity and impact. Performance and bulk standards would be less restrictive than for light industry.

INDUSTRY, LIGHT. A use engaged in the manufacture, predominantly from previously prepared materials, of finished products or parts, including processing, fabrication, assembly, treatment, packaging, incidental storage, sales and distribution of such products, but excluding basic industrial processing. Light industry is also characterized in terms of low intensity and impact, with performance standards such as noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts, and visual impacts of a use.

INFILL. Development of land that has been bypassed, remained vacant, and is underused as a result of the continuing urban / suburban development process.

LAND BANKING. Holding land vacant for future development.

LEAPFROG DEVELOPMENT. New development separated from existing urban land use areas or other development by vacant land that are not permanent functional public open space or planned to be developed in the near future.

LOCAL SERVICES. Any and all services or facilities local government is authorized to provide, such as water supply, sewage disposal, law enforcement, fire protection, emergency services, transportation system, educational system, noxious weed control, as well as services that local government does not provide such as power, telephone, state highways, etc.

MITIGATION. Measures taken to eliminate or minimize impacts of development activities. Mitigation may include: avoiding the action creating the impact; minimizing the impact by limiting the magnitude of the action; rectifying the impact after the action; reduce or eliminate the impact over the life of the action; or compensating for the impact by replacing or providing substitute resources or environments.

NATURAL ENVIRONMENT: Existing physical conditions relating to land, water, air, plant and animal life of an area and the interrelationship of those elements, such as soils, geology, topography, vegetation, surface water and drainage, floodplains, and ground water and aquifers.

NEIGHBORHOOD AREA PLAN (City/County Jurisdiction or Donut Area). An area plan, adopted as part of (and in conformance with) the Growth Policy

pursuant to Title 76, Chapter 1, Part 6, MCA—GROWTH POLICY.

OPEN SPACE. Any land or area, the preservation of which would achieve one or more of the following:

- Conserve and enhance natural or scenic resources.
- Protect streams or water supply.
- Promote conservation of soils, wetlands or agricultural uses.
- Enhance the value to the public of abutting or neighboring parks, trails, forests, wildlife habitats, or conservation areas.
- Enhance recreation opportunities.

POLLUTANTS (AIR POLLUTION). Any solid, liquid, or gaseous matter in the atmosphere which, when in sufficient quantities, is capable of injuring human, plant, or animal life, or depriving the enjoyment thereof. These contaminants contain any of the six EPA Criteria Air Pollutants (carbon monoxide, nitrogen dioxide, ozone, lead, particulates, and sulfur dioxide) and may include smoke, soot, fly ash, dust, cinder, dirt, acids, fumes, oxides, gases, vapors, odors, toxic or radioactive substances, waste particulates, and volatile organic compounds.

PRESERVE (PRESERVATION). Management to keep safe from injury, harm or destruction and to keep alive, intact or free from decay.

PRIMARY CRITERIA. The criteria listed in 76-3-608(3)(A) (MCA)—*CRITERIA FOR LOCAL GOVERNMENT REVIEW*.*

PRIME FARMLAND (SOILS). Prime farmland is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustainable high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods. (Source: NRCS.)

* Required by Title 76, Chapter 1, PART 6, (MCA)—GROWTH POLICY.

PROS (PARKS, RECREATION, OPEN SPACE). An acronym used to describe a comprehensive county parks, recreation, and open space report designed to plan for a range of recreational opportunities to meet the present and future needs of County residents.

PUBLIC HEALTH AND SAFETY: A condition of optimal well being, free from danger, risk, or injury for a community at large, or for all people, as well as for the welfare of a specific individual or a small class of persons.

RIPARIAN (RIPARIAN LAND). Land that is traversed or bounded by a natural water course (river, stream, lake), and includes the vegetative areas and wildlife habitat adjacent to the watercourse.

RIVER. A river, stream, creek, or other naturally occurring body of flowing water with a bed and well defined banks.

SETBACK. The horizontal distance between the property line or other feature (such as a high water line), and any structure.

SPRAWL. A pattern of development generally characterized by a combination of:

1. Low-density land uses (lacking concentration of employment, clustering of housing, and mixing of land uses).
2. Leapfrog development (skipping vacant areas that are not permanent functional public open space or planned to be developed in the near future).
3. Fragmentation of powers and fiscal disparities (school districts, fire protection, land use).
4. Poor accessibility to basic activities (neighbors, schools, shopping, employment) forcing reliance on individual automobile transportation to satisfy needs.
 - High ratio of road surface to development served.
 - High average trip length.
 - High average travel time.
5. Lack of control over land uses or segregation of land uses.
6. Unlimited outward extension.

SUBDIVISION. The division of land under review of the Park County Subdivision Regulations into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed.

TRANSFER OF DEVELOPMENT RIGHTS (TDR). The removal of the right to develop or build from land in a “sending area” to land in a “receiving area” where such transfer is permitted. Transfer of development rights permits an owner of real property to sell or exchange the development rights associated with the property to another property owner in return for compensation.

UNSUBDIVIDED. Land that has not been divided under review of the Park County Subdivision Regulations. Land divided through the use of exemptions, certificates of survey or aliquot parts are unsubdivided lands.

URBAN. An area with combination of characteristics such as transportation corridors, public transportation, fire service, municipal or public water and wastewater treatment systems, schools, recreation, utilities (gas and cable television), public services and community facilities, and areas of significant proximity to existing developed urban areas or infrastructure that have been designated for conversion or intensification of land use through subdivision and development.

URBAN SERVICE AREA. A defined region, not always coincidental with a municipality’s corporate boundary, that defines the geographic limit of municipal

and public facilities and services, including public water or wastewater treatment systems.

WATERCOURSE. Any naturally occurring stream or river. It does not include ditches, culverts, or other constructed waterways.

WATER QUALITY. The current character of the water in Park County as a geographic area in which levels of all pollutants are less than the maximum contaminant level as defined by EPA for the pollutant.

WILDLAND RESIDENTIAL INTERFACE (WRI). The introduction of residential, recreational and commercial uses into areas of wildland vegetation through subdivision and development. A WRI fire situation exists anywhere that structures are located close to where the grassland interfaces the timber. A fire can spread from the vegetation to structures or vice-versa. A WRI can vary from a large housing development adjacent to natural vegetation to a structure(s) surrounded by natural vegetation. Natural vegetation includes everything from grasses to trees and where the grassland interfaces with the timber.

WILDLIFE AND WILDLIFE HABITAT. Wildlife are animals (e.g. mammals, birds, reptiles, fish), that are neither human nor domesticated, existing in their natural environment. Wildlife habitat are geographic areas containing physical or biological features essential to wildlife for breeding, rearing, nesting, and/or winter feeding and forage, or important for migratory patterns; and/or essential to the conservation of listed endangered and threatened species under the Endangered Species Act.

ZONING DISTRICT (101 ZONING DISTRICT). A zoning district adopted pursuant to Title 76, Chapter 2, PART 1, MCA—CITIZEN INITIATED ZONING. Five out of six zoning districts in Park County were “citizen initiated” 101 zoning. These zoning districts are not currently a part of the jurisdictional area of the Park County Planning Board, and therefore, not subject to the Growth Policy.

ZONING DISTRICT (201 ZONING DISTRICT). A zoning district adopted pursuant to Title 76, Chapter 2, PART 2, MCA—COUNTY ZONING. The Livingston Neighborhood Planning Area (also known as the Donut) was established under this statute. Zoning in this district is subject to the Growth Policy.

APPENDIX D. INVENTORY OF EXISTING CHARACTERISTICS AND PROJECTED TRENDS (AUGUST 2004)

PARK COUNTY, MONTANA

GROWTH POLICY



Cowles Mining Camp, at Independence, Park County, Montana 1901

Prepared by:
Cossitt Consulting Team
Project Lead: Anne Cossitt
Park City, MT 59063

PARK COUNTY, MONTANA
INVENTORY OF EXISTING CHARACTERISTICS
AND PROJECTED TRENDS

Cover Photo by A.H. Mendal, courtesy of the Yellowstone Gateway Museum of Park County. Local Historian Doris Whithorn says Cowles Camp was a mining camp located in southeastern Park County, near the Natural Bridge and the border with Sweetgrass County.

CONTENTS

<u>INTRODUCTION</u>	1
<u>HISTORY</u>	10
<u>POPULATION</u>	12
KEY FINDINGS	
1. Population Change	
2. Components of Population Change	
3. Demographic Change	
4. Location of Change	
5. Projected Change	
CONCLUSIONS AND PROJECTED TRENDS	
<u>ECONOMIC CONDITIONS</u>	19
KEY FINDINGS	
1. Current Economic Development Efforts	
2. Business Sectors	
3. Income and Employment	
4. Perceived Economic Development Weaknesses	
CONCLUSIONS AND PROJECTED TRENDS	
<u>HOUSING</u>	36
KEY FINDINGS	
1. Number of Housing Units and Occupancy Characteristics	
2. Type of Housing and Housing Condition	
3. Housing Demand and Supply	
4. Affordability of Housing	
5. Housing Assistance	
6. Group Quarters	
CONCLUSIONS AND PROJECTED TRENDS	
<u>LAND USES</u>	47
KEY FINDINGS	
1. Size and Principal Features	
2. Natural Hazards	
3. Land Ownership	
4. Use Changes	
CONCLUSIONS AND PROJECTED TRENDS	

NATURAL RESOURCES57

KEY FINDINGS

1. Water Resources
2. Soil Types
3. Mineral Resources
4. Fish and Wildlife Resources
5. Vegetation
6. Air Resources
7. Scenic Resources
8. Cultural Resources

CONCLUSIONS AND PROJECTED TRENDS

LOCAL SERVICES73

KEY FINDINGS

1. Local Government
2. Emergency Services
3. Health Care
4. Social Services

CONCLUSIONS AND PROJECTED TRENDS

PUBLIC FACILITIES84

KEY FINDINGS

1. Introduction
2. Transportation
3. Water Supply Facilities
4. Wastewater Systems
5. Solid Waste
6. Schools
7. Parks
8. Libraries/Museums
9. Other County Facilities
10. Power and Heating Fuel
11. Telecommunications

CONCLUSIONS AND PROJECTED TRENDS

DISTINGUISHING CHARACTERISTICS BY PLANNING AREA.....106

- CLYDE PARK AREA
- COOKE CITY AREA
- GARDINER AREA
- LIVINGSTON AREA
- PARADISE VALLEY/COKEDALE AREA
- SPRINGDALE AREA
- WILLSALL AREA

LIST OF MAPS

1. Change in Population Density from 1990 to 2000 in Park County	18
2. General Land Ownership of Park County, Montana	50
3. Park County Zoning Districts – August 2004	54
4. Park County Elk Winter Range	62
5. Park County Spotted Knapweed Distribution	65
6. Park County Leafy Spurge Distribution	66
7. Park County Fire Districts and Service Locations.....	77
8. Park County Elementary School Districts	97
9. Planning Districts – Park County, Montana	107

LIST OF TABLES

1. Park County Components of Population Change (4/1/00-7/1/02).....	14
2. Population by Gender & Age – 1990 and 2000.....	15
3. Population Change in Park County by Location (1980-2000)	17
4. Park County Population by Age Group.....	17
5. Number of Farms by Value of Sales.....	27
6. Occupancy Characteristics of Housing Units – Park County	37
7. Occupancy Characteristics of Housing Units – Park County, Livingston, Outside Livingston.....	38
8. Occupancy Characteristics for Park County and Montana – 2000.....	38
9. Number of Housing Units by Type	39
10. Park County Housing Units.....	40
11. Housing Units by Number of Bedrooms	40
12. Housing Units by Number of Bathrooms	40
13. Montana Appraisers’ Rating System of Physical Condition of Residential Housing.....	41
14. Physical Condition of Residential Housing in Park County – 1999.....	41
15. Housing Units Available in Fair or Better Condition in Park County – 1999.....	42
16. Housing Affordability Based on Median Family Income	43
17. Park County Subdivisions, 1973-2000	52
18. Park County Petitioned Zoning – August 2004.....	53
19. Water Quality Discharge Permits in Park County	58
20. Park County River Fishery	61
21. Federally Listed Endangered, Threatened, Proposed and Candidate Species in Park County	64
22. Scenic Characteristics of Major Transportation Corridors.....	69
23. Park County Financial Characteristics	75
24. Fire Departments in Park County	78
25. Selected Statistics on County Roads and Bridges	86
26. Traffic Counts Conducted by Park County Road and Bridge Department in 2003	86
27. State and Federal Highways in Park County	87
28. Average Daily Traffic on US 89, 17 miles north of Gardiner.....	88
29. Selected Statistics for Traffic Safety in Park County	88

30. Public Water Supply Systems in Park County Listed with the Montana Department of Environmental Quality, March 2004	91
31. Summary of Existing Capacity and Projected Upgrades for Community Area Public Water Supplies in Park County as of April 2004	92-93
32. First Time Septic Permits in Park County 1990-2003.....	95
33. Enrollment in Park County Public Schools and Percent Change between 1994 and 2004	98
34. Enrollment in Park County Private Schools and Home School Programs, 2003-2004 School Year	99
35. House Heating Fuel in Park County Compared to Montana and the Nation.	101

LIST OF FIGURES

1. Park County Population 1975 - 2001	13
2. Park County Age Demographics 2000	15
3. Park County Labor Earnings 1977 to 2000	21
4. Park County Labor Earnings 2000	22
5. Park County Services Subsector Labor Earnings	23
6. Construction Sector Labor Earnings.....	25
7. Transportation Sector Earnings	25
8. Park County Agriculture Income and Expenses.....	27
9. Comparison of Peer Per Capita Income Levels.....	30
10. Government Payments to Individuals by Type	31
11. Wage and Salary vs. Self Employment	32
12. Sector Shares of Total Labor Employment for 2000.....	33
13. Annual Per Worker Labor Earnings	34
14. Enrollment in Park County Schools (other than Livingston) 1994-2004	99

INTRODUCTION

Park County Growth Policy *Regional Histories of Park County*

By Jerry Brekke

Perhaps the most remarkable feature of Montana Territory settlement is the rate at which it took place. At a pace that has been described as kaleidoscopic, the Yellowstone River valley was transformed from the ancestral homeland of Native American people to enclaves of towns, agriculture and industry serviced by railroad transportation and freight roads in less than two decades.

A common characteristic of westward expansion history is that it was economically driven and a general overview of Park County's early history can be viewed from the same perspective. One of the purposes of this type of history is to understand how different areas of Park County acquired their regional identities. An economic model of history addresses the general scope of how settlers made a living.

But such a model does have its drawbacks. Generally absent from this perspective are individual names, personal experiences, and the comings and goings of notables. Similarly, military excursions, surveys and other events which had more to do with Montana Territory rather than County settlement are excluded, as are interesting, but insignificant anecdotal accounts. It is assumed that each area of Park County developed schools, churches and organizations which are not discussed. Certainly all of these are critical to a detailed history of Park County and essentially add to regional identity, but are lacking in this broad overview.

Park County was created by Montana Territorial Legislature in February 1887. Its history can be considered in two distinct periods. The first is an early settlement era between 1863 and 1882 when the area was part of Gallatin County and often referred to as East side. The second period of development is marked by the arrival of the Northern Pacific Railroad in 1882 and continues with the construction of Livingston and subsequent creation of Park County.

During the first period, the presence of the Crow Reservation on land south and east of the Yellowstone River had significant influence on the settlement pattern and the rate of resource development within the county. The Crow ceded the greater portion of Gallatin County lands in 1882, but holdings to the east had an effect on the boundaries set for Park County which originally included a portion of Sweetgrass and Carbon counties.

The historic model of county development cannot mirror contemporary socio-economic areas considered by Park County Growth Policy studies. But, with some overlapping, they are closely aligned.

While many historic jobs and even communities no longer exist, descendants of people who worked in extinct occupations often reside in the same areas their ancestors settled. Through them, the stories and traditions of Park County have been preserved and are part of a regions

modern identity.

Fundamental to the county as a whole is the spirit of the land, itself Ñ 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 their motives or livelihoods, referenced its natural wonders with awe.

Gardiner to Yankee Jim Canyon

Separated from the Paradise Valley by the Second Canyon of the Yellowstone the portion of Park County extending to the Yellowstone Park boundary is true mountain country and home to many of the County's most historically colorful characters.

Uncle Joe Brown is credited with the discovery of gold east of the Yellowstone River in Bear Gulch during the winter of 1864-65. By the end of the 19th century, the town of Jardine was established and mills operated by various companies through 1948 made Jardine Mining District the second largest producer of precious metals in Park County. Between 1989 and 1996, TVX Mineral Hill mining company made the most recent attempt to develop the district.

On the west side of the river, coal was the mineral of choice, but it took the building of the Northern Pacific Railroads Park Branch Line in 1883 and Harry Horr, owner of the Cinnabar Mountain coal measures to make mining operations feasible. Until 1910, the coke ovens at Horr (later renamed Electric) supplied fuel for Montana smelters, gave rise to the mountain community of Aldridge and provided tons of freight for the Northern Pacific Railroad.

However, the Park Branch line was not built with either gold or coal in mind. Gardiner (no more than a post office in 1880) was designated the terminus for trains delivering tourists to Yellowstone National Park. But a legal dispute over ownership of the town site stopped the rail line at Cinnabar and a town arose around the site. It would take twenty years for the last 2 1/2 miles of rail tracks to reach Gardiner and the towns early struggle for life strengthened it.

The people found it was not necessary to be a railroad town. It was at the entrance of the National Park and tourists were forced to pass through the place noted one 1907 historian. The location was a suitable one for a town and the fact that the railroad passed it up did not remove the town.

Gardiner survived to outlive the railroad, welcome the age of automobile tourists on the Yellowstone Trail and became the second most populous town in Park County. The people of the Upper Yellowstone maintained historic traditions of hunting and fishing; of raising stock and hay in the mountain basins; and assumed guardianship over the crown jewel of national parks.

Paradise Valley

The thirty-mile long valley between the first and second canyons of the Upper Yellowstone River is an uncommon place. By virtue of a wild river flowing from Yellowstone National Park; mountains rising on the east and west a mile above the valley floor; and seemingly boundless natural resources, the valley came to be named Paradise by early settlers. The place had it all Ñ gold, silver, coal, timber, grazing lands, a proliferation of wildlife and a fairly moderate climate.

Park County settlement history began in Paradise Valley when Thomas Curry discovered gold in Emigrant Gulch in 1863. For nearly two decades, the major amount of development occurring in what was then eastern Gallatin County focused on the Upper Yellowstone. As a result, Paradise Valley gained a historical advantage over other areas of Park County. The Upper Yellowstone region developed a complex set of traditions and economic diversity, and matured to become considered the most prominent and desirable place in Park County to live. A brief historical chronology highlighting Paradise Valley's development patterns provides bare-bones insight of the areas complex traditions.

Currys gold in Emigrant Gulch made placer mining the main attraction east of the Yellowstone River between 1863 and 1880, but despite the number of gold-seekers trespassing on the Crow Reservation comparatively little gold was removed. Estimates place the total production at about \$340,000. The activity did establish the County's first community, Yellowstone City, which by 1865 had been removed to become the more strategic town of Chico. During the 1880s, hydraulic mining became significant in the Emigrant, Mill Creek, and Six Mile districts and improved, although historically undercapitalized, operations took place until the 1940s. A reported \$536,000 of precious metal was extracted between 1901 and 1947.

Mining activity, as well as exploration by government survey parties, which led to the creation of Yellowstone National Park in 1872, established major travel routes into Paradise Valley. A road from Bozeman followed Trail Creek into the Yellowstone drainage and continued upstream to Mammoth Hot Springs. Among the first permanent settlers in the Valley were brothers Philip and Frederick Bottler who established a ranch above present-day Emigrant. The Bottler ranch became historically notable as a rest stop for expeditions traveling the river road. Another colorful character to take early advantage of the route was Yankee Jim George who maintained the National Park Toll Road through the rugged Second Canyon of the Yellowstone and eventually gave the upper canyon his name.

Sporadic settlement, limited by Crow Reservation lands east of the river, took place through the 1870s along the streams west bank. The hey-day of resource development, however, came with the Park Branch of the Northern Pacific Railroad in 1883. Rail service enabled the development of Trail Creek coal mines, large scale timber harvests, ranching operations and tourism Ñ all of which contributed to a community building era in Paradise Valley. The town of Hoffman served miners working Trail Creek coal; Fridley, later renamed Emigrant, grew up around the ranch established by F.F. Fridley in 1874; Pray was first established along the branch line; and, by the turn of the century, Pine Creek became a focal spot east of the Yellowstone while Chico Hot Springs Hospital and Resort serviced both upper valley residents and tourists.

Throughout its early development period Paradise Valley retained its character of natural wonder, a character which has been often threatened. Recurring attempts to dam or divert the Yellowstone failed and as the economies of coal and precious minerals dwindled, sustainable ranching operations became the foundation of the areas economy. Wagons gave way to automobiles along the Yellowstone Trail. Resorts, dude ranching, hunting and fishing defined the monetary value of the Valleys wild nature.

During the past thirty years, the focus of Paradise Valley exploitation has shifted from those who would take away its resources to those who wish to own a small piece of them. Living in Paradise remains so desirable that the Valley might be a victim of its own desirability. The area is a historical example of its capacity to endure exploitation and a current example of the need to plan for its future.

Livingston

Livingston's beginnings were carefully planned. A review of the original plat of the town site filed on Dec. 22, 1882 is a reminder of the sort of visionaries Northern Pacific Railroad planners were. From south to north, city blocks were platted from Clarence Street to Reservoir Street and from west to east, from 14th Street to R Street. With the arrival Northern Pacific construction crews in November 1882, businessmen prepared to fulfill the plans, and by 1883 Livingston shared a reputation with Miles City of being the two most progressive towns on the Yellowstone River.

Despite an aura of built-in respectability, however, Livingston didn't entirely escape the boom or bust roughness of frontier settlements nor totally shed the spirited elements of a working class town. By the time the Northern Pacific's running repair shops were built and the brick business buildings rose along Park Street, however, Livingston became a city of permanence. It was sophisticated enough to be a seat of local government and the new towns creation gave legitimacy to the creation of Park County.

Livingston's growth went according to plan, but has historically never dramatically exceeded it. By virtue of the Northern Pacific Railway, Livingston became a transportation oriented city. On the threshold of the 20th century, the town took its place as a center of agriculture, timber and mining and became a gateway to a natural wonderland.

Livingston's story is well documented and includes eras of boosterism, the comings and goings of the 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.

Cokedale

The historical travel corridor west of Livingston to Bozeman Pass has included the trail of Captain William Clark, the Bozeman Trail, the Fort Ellis military road, the Northern Pacific Railroad, the Yellowstone Trail, U.S. Highway 10 and Interstate 90. Until the arrival of the railroad in 1883, land in the area remained sparsely populated and was used primarily as rangeland by stock growers.

The promise of adequate and dependable transportation, however, generated interest in developing area coal deposits. Nine miles west of Livingston William H. Williams had began developing a coking operation. By 1886, his coking oven experiments had produced a product superior to Pennsylvania coke. The Livingston Coke and Coal Company was formed and the camp of Cokedale was built to generate Montana's first coke.

By 1887, a spur was built from the Northern Pacific main line to Cokedale and within two years the town boasted of two general stores, a post office, boarding house, hotel and forty houses. At peak production, 130 coke ovens reduced 200 tons of coal to 100 tons coke each day which was shipped to smelters in Butte, East Helena and Great Falls. Four hundred men were employed at Cokedale and the community was famous for its brass band, large school and baseball team. After two devastating fires a decade apart, Cokedale closed company operations in 1906.

Shields Valley Basin

The northern portion of Park County, drained by the Shields River, is a geological opposite of the County's southern, Upper Yellowstone area. The Shields Basin contains no mineral wealth. Its economy was agricultural based and found in the rich, arable soil of the broad valley between the Bridger and Crazy Mountains. As a result, northern Park County was developed at a slower (some would say, saner) pace.

Early Territory expansion history involving the Shields River centers around the vicinity of its confluence with the Yellowstone River. The mouth of the Shields was a traditional campsite for emigrants on the Bozeman Trail. In the lower valley, Nelson Story sheltered the first cattle driven from Texas in 1866 and during the winter of 1867-68, a mutinous contingent of Montana militia encamped here during a proposed campaign against the Sioux. The militiamen distinguished themselves by murdering each other rather than their adversary.

Political divisions did not have a great deal of impact in the Shields Valley. Even after the boundaries of the Crow Reservation were adjusted by treaty in 1868, there was no immediate rush to settle the newly opened lands in the valley. Instead, the area was utilized by large-scale sheep and cattle operations which ultimately built the foundation for the valleys agricultural identity. It was well into the 1880s before the first small communities began to appear. Sunnyside, Meyersburg and Shields served as little more than post offices and stage stops along the freight road between Livingston and Meagher County's Castle Mountain mines.

The areas coming of age was ushered in by rail transportation and the 20th century. In 1901 a general store was built near the post office of Clyde Park, named in the late 1880s after a Clydesdale stallion imported by ranchers Harvey and Tregloan. A town site was platted in 1906 and by 1915 Clyde Park had grown to a community of 752 people with two banks, hotels, schools, doctors and business representative of the vibrant agriculture area it served. In 1912, Clyde Park became the only incorporated town in Park County other than Livingston.

Shields Valley agriculture production spurred the Northern Pacific Railway to establish the Shields Branch line. The rails reached Clyde Park in late 1909 and, the following year, reached its terminus eight miles north on property owned by W. B. Jordan. Here, the community of Wilsall was established and grew to become the business lifeline of Upper Shields Valley residents.

The century's second decade were heady times for residents of Shields Valley and the rush for Emigrant gold in the 1860s nearly paled in comparison with the rush for Shields River golden

grain in 1914. Several area farmers swept national and international farm awards at the Dallas International Exposition and Shields Valley farm land became nationally famous. According to one news account, land which sold for \$1.50 an acre at the turn of the century had escalated to \$25.00 an acre by 1913. Within a week of the Dallas show, land in the valley was advertised at \$50.00 an acre. The influx of homesteaders and farmers into the area resulted in a booming economy for Clyde Park and Wilsall, but the good times didn't last. Severe drought in 1919 paralyzed the growing economy in the Land of Prized Crops and the coming of the Great Depression resulted in a mass exodus of families seeking a livelihood from Shields Valley soil. Some families survived hard times. Wilsall and Clyde Park endured. But it would be many years before the hubristic advertisement of the early 1900s Shields Valley again had merit.

"Come to Park County," it read, "Where the crops are larger and climate better and success more certain."

Mission Creek - Springdale - Boulder River

East of present-day Livingston and south of the Yellowstone River is a historic focal point of a symbiotic relationship between the United States and Crow Nation. By 1868, treaties shrank Crow lands from a 38 million acre "territory" to an 8 million acre "reservation" and the first Crow Agency was established. Named Fort Parker for the U.S. Commissioner of Indian Affairs, Ely S. Parker, the agency was built ten miles east of present-day Livingston near the mouth of a stream then known as Skull Creek. Because agencies were popularly associated with Christian missions (which this one did not have), the stream was renamed, Mission Creek. The misnomer might have been a harbinger of things to come. One historian has termed the affairs conducted with the Crow by opportunistic Bozeman businessmen at Fort Parker as "Deception and venality on Mission Creek." The outpost played a brief role in a bleak period of U.S. history that led to Crow cultural devastation.

Fort Parker established a federal presence on the Upper Yellowstone River and a military road was established from Fort Ellis. A ferry was constructed across the Yellowstone River three miles east of present-day Livingston, resulting in the establishment of the frontier outpost of Benson's Landing. Fort Parker and Benson's landing represented the only communities on the Upper Yellowstone at the time. At Fort Parker, administrations dug irrigation canals, encouraged farming, and built housing typical of a sedentary lifestyle, but remained unsuccessful in making United States antecedents a Crow preference. In 1875, a new Crow agency was completed near Absarokee and Fort Parker was abandoned.

The Crow Reserve had impacts on Park County both before and after county creation. Regardless of the letter of the law excluding non-natives, some legitimate settlement of reservation lands was ongoing during the 1870s because of intermarriage and personal interactions. Other intrusions, notably by placer miners, were often overlooked by the Crow because the trespass was in remote and seldom visited areas. For the most part, reservation lands were honored simply because of the risk that development investment might be lost.

In 1882, the Crow ceded lands west of the Boulder River and a panhandle which included the Upper Stillwater River, but retained lands to the north and east. When Park County was created

in 1887, its boundaries encompassed the mining districts where Contact, Independence, and Solomon City would be established; the coal fields of Red Lodge; and the entire length of the Boulder River, including the community of Big Timber. Park County held tenuous claim to its expanded area for eight years. After the Crow sold another 1.8 million acres of their reserve in 1891, both Big Timber and Red Lodge clamored for county autonomy and a division of the eastern portion of Park County became parts of the newly formed Sweet Grass and Carbon counties in 1895.

While Park County lost a major amount of taxable property, it succeeded in retaining Hunters Hot Springs and its doorway community of Springdale. Dr. Andrew Hunter had made claim to the natural hot springs in 1864. Hunter, who simultaneously served as Fort Parker's doctor and established Bozeman's hospital, envisioned a hydro-therapy treatment facility comparable with world class spas. He began development of the springs in the early 1870s and succeeded in making Hunters Hot Springs recuperative qualities well known. With the arrival of the railroad, Springdale came into existence as the disembarking point for travel to the popular resort. Over the course of 50 years, subsequent owners developed the area and in 1909, the construction of the luxurious Hotel Dakota provided an almost Camelot-like lifestyle to visitors at the internationally renowned retreat. Springdale became Park County's eastern-most community.

Cooke City

Cooke City is the oldest existing community in Park County, probably the most unique and certainly the most remote. Established in the early 1870s as the main camp in the New World Mining District, Cooke City's survival represents a tenuous balance between the rise and fall of mineral prices, the effects of federal policy and the forces of nature. Those who chose to make a living in the mountainous terrain located between the northeast boundary of Yellowstone National Park and the high country plateau along the Montana-Wyoming border became decisive and self-reliant folks.

The New World Mining District made life above 7,000 feet elevation worth pursuing. Prospects on Republic and Miller Mountains were first mined in 1874 and news of the wealth spurred a Bozeman mining group to build a smelter in 1877 at the little camp known as Shoo-Fly. Regardless of trespass on the Crow Reservation, reports of the strike published in area newspapers brought a rush of miners into the area. News of the pending opening of the area also attracted an investment group led by Jay Cooke Jr. Cooke promised active development backed by untold fortunes and said he would build a railroad to the mines. The miners reacted by naming the camp after Cooke and even when his mining company, untold fortunes, and railroad plans dissolved in bankruptcy three years later, his name endured.

In 1882, Jack Allen pushed a freight road through the Lamar corridor of Yellowstone Park to connect to the Cinnabar rail terminus. Progressive thinkers had little doubt rail service would soon follow, but Cooke City stood in the shadow of Yellowstone National Park and its natural preservation policies. Reflecting the times, historian Alfred Babcock noted in 1907, Year after year, up to the early nineties, the struggle was renewed. Every congress during the late eighties and the early nineties had to deal with the question of granting a right of way through a small

portion of the park for the Cooke City railroad, but that body absolutely refused to grant such a concession. The struggle was truly pitiable. Here were a band of men confident of the richness of the country, struggling on year after year to develop the mines, but working against such odds as few mining camps have had to contend with."

The railroad was never extended beyond Gardiner, nor did a planned extension through Red Lodge or an electric railway via the Boulder-Slough Creek pass materialize. But the New World Mining District ended up being Park County's largest producer of precious metals and operations continued at Cooke City through 1955.

Denied a railroad, Cooke City was not to be denied a highway and in the mid-1930s the scenic Red Lodge-Cooke City Highway provided an alternative economy for the mountain village. Their association as the East Gate to Yellowstone National Park, as the stepping stone to a vast high country wilderness beyond the park boundaries, and their skill in nurturing all seasons of outdoor recreation continues to make Cooke City a remarkable destination.

Summary

Montana historians such as Joseph Kinsey Howard and Merrill Burlingame have noted the boom and bust nature of the settlement era and Park County followed the pattern. Now 120 years out, many of the founding economies of Park County no longer exist or have only remnant representation. An inability to adapt to political and social change accounted for the collapse of some, obsolescence for others and advancements in technology for most.

Of the sustaining economic identities in Park County, agriculture and its multiplicity of forms best represents adaptability provided by long-range planning. The industry suffered numerous historical challenges. For example, synthetic cloth technology nearly eliminated county sheep production by the 1950s; advancements in machinery changed labor intensive production methods and shifted the traditional need of large, rural families; and market vagaries sporadically altered farm and ranch operations. Since the 1970s, national mobility and discretionary income has created what some consider an agricultural threat as marginal land became worth more as real estate than the worth of what it would produce. But stock growers associations, farm bureau organizations, and education in the form of Montana State Extension agencies have provided a flexible template to guide agri-business and the rural character of Park County endures.

Similarly, more esoteric groups and individuals have historically pushed for legislation which has established guidelines to safeguard natural resources. Hunting, fishing, and outdoor recreation pursued by guides and dude ranchers in the late 19th and early 20th centuries has evolved to include a tourism and recreation economy enabled by an outdoor ethic.

During its formative years, opportunistic, self-interested economies drove development. As Park County settled into the 20th century, a more democratic meld of transportation, rural and urban interaction, and community spirit evolved. Consequently, historical regional identities contribute to Park County's quality lifestyle. Current growth planning empowers Park County to pursue its future with its historical identity intact.

This remainder of this document includes the “Inventory of Existing Characteristics” and “Projected Trends” for Park County’s Growth Policy. These two elements are part of the 2004 update of the 1998 County Comprehensive Plan to meet state requirements for a Growth Policy. A Growth Policy is the term used in current state law for a comprehensive plan or a master plan.

Document Organization:

This document is organized primarily around the following elements, required by state law to be examined as part of the “Inventory of Existing Characteristics:”

- Population
- Economic Conditions
- Housing Needs
- Land Uses
- Natural Resources
- Local Services
- Public Facilities

Each topic has the following:

- 1) Key Findings
- 2) Narrative Description
- 3) Conclusions and Projected Trends

In addition, specific information for each of seven different planning areas is included where it is significantly different from what is described for the county as a whole. Six of the planning areas are as identified in the 1998 Park County Comprehensive Plan. These are:

- Clyde Park
- Cooke City
- Gardiner
- Paradise Valley/Cokedale
- Springdale
- Wilsall

The seventh planning area is the area outside of the Livingston city limits, formerly known as the City-County Planning Area. This area was not included in the 1998 Comprehensive Plan because at that time it was a separate jurisdictional planning area. It has since that time become a part of the county’s planning jurisdiction.

HISTORY

Park County, so named due to its proximity to Yellowstone National Park, was created by the territorial legislature February 23, 1887.

The original residents were Crow Indians who roamed the entire Yellowstone River basin. The first non-natives to enter the local area were the famous Lewis and Clark along with their party including Sacajawea. Jim Bridger (the famous scout and mountain man) wintered with the Crow Indians near Emigrant in 1844-45.

In the three decades after Lewis and Clark, this area as well as much of the mountain west was actively trapped by hundreds of men, primarily for beaver. In the decades starting 1840 and 1850, the trapping activity largely ceased because of lack of beaver demand due to the changed styles and the country being trapped out.

Gold was discovered in Emigrant Gulch in 1863. By the fall of 1864, several hundred men were working claims there. When winter came, 75 log huts were built at the mouth of the gulch and the town named Yellowstone City.

In 1864, John Bozeman opened up the new road bearing his name to shorten, by several hundred miles, the route between Fort Laramie and the gold localities of Western Montana. The road passed through the Livingston area and then out over Bozeman Pass.

In the mid-1860s, there was much travel going east. The almost complete lack of roads in the territory led to the use of the rivers, including the Yellowstone, as routes. The Livingston area was an embarkation point for hundreds of people prepared to risk the hazards of the river and Indians in mackinaws (these were flat boats 30-50 feet long and 4-5 feet high at the sides, some with crude cabins on them).

Much of the lumber came from the first saw mill in the area on Mill Creek. In 1865 one fleet of 42 mackinaws left the boat yard on September 27. A year later a fleet of 16 mackinaws left the Livingston area with 250 miners carrying \$500,000 in gold. They made the 2700 mile trip to St. Joseph in 28 days.

In 1864 Hunter's Hot Springs was discovered by Dr. Hunter and his party. Dr. Hunter returned six years later, built a house and took residence, in spite of Indian dangers. Later, the area was famous as a resort for many years.

In 1866, 600 Longhorn cattle that had made the "long drive" from Texas were trailed into the Shields Valley by Nelson Story for eventual sale to the miners further west. Before this could be accomplished, over half of the cattle were lost to marauding Sioux.

In April 1867, John Bozeman was killed by Blackfoot Indians near Mission Creek. This incident, added to others, caused the then territorial governor to organize a militia to punish the Indians and protect the settlers. Six hundred men encamped at Fort Howie at the mouth of the Shields River.

In 1868, in accordance with the Crow Treaty of that year, an Indian agency was established on the Crow reservation on Mission Creek. It was considered the finest fort in the territory, fully stockaded and with blockhouses on the corners. The requirements of the Fort for supplies caused a ferry to be set up across the Yellowstone River four miles east of the present site of Livingston. A small settlement, known as Benson's landing, grew up there. For many years, it was the focal point of the area with some log houses, a hotel, several saloons, etc. It served as a stage stop, trading post and post office.

For a very long time, the area of Yellowstone Park was almost completely unknown. The stories told over the years by Jim Bridger, traders and the Indians were received incredulously. The place was known as "Colter's Hell" from Colter's stories of his winter there in 1807-1808. In 1869, the first real exploring party entered the Park area, followed by the Washburn party of 1870 and Hayden party of 1871. This led to the creation by Congress of the country's first national park in 1872.

By 1880, the population of the county was about 200. In 1881, the Northern Pacific Railroad, building a line westward, entered the state of Montana. Livingston was reached November 22, 1882 where a settlement of 500 people had sprung up, awaiting the railroad. In 1883, the National Park branch of the NP Railroad was completed and the east west sections of the railroad joined together near Garrison, this opened up the entire country.

Following these events, the local area had a period of rapid growth. By 1890, the county had a population of 6,900.

Source: <http://www.parkcounty.org/History/history.html>, information collected and compiled by Jim and Carol Romsa.

POPULATION

KEY FINDINGS

Park County’s population has increased significantly over the past 30+ years, although the rate of increase has slowed for each ten-year census period during that time. The official population counts do not, however, include the influx of seasonal residents (discussed in the “Housing” chapter.)

From 1980 to 2000, all of Park County’s population gain has occurred in the county areas outside its two incorporated municipalities, Livingston and Clyde Park.

Park County’s population is racially non-diverse, in absolute terms and relative to both the state and the U.S.

The large majority of the county’s population gain in recent decades is accounted for by net in-migration (people moving in exceeding those moving out) rather than by natural increase (births exceeding deaths).

The median age of Park County residents has increased steadily and significantly in recent years, as has the median age for the state of Montana and the U.S. The county’s median, however, has been above that of both the state and nation for that entire period.

1. Population Change

Historic

Although explorers, mountain men, miners, and stockmen successively journeyed or settled in Park County through most of the 19th century, the population for the county was only about 200 in 1880. In 1881, however, the Northern Pacific Railroad entered eastern Montana, and it reached Livingston and its 500 or so people the following year. By 1890, the county had a population of 6,900.

Population in Park County since the U.S. Census of 1890 has shown two periods of pronounced increase—from 1900 to 1910, and from 1970 to 2000. Population has declined in two decennial periods—from 1920-30 and from 1960-70.

Census population numbers reflect the number of persons who list a particular place as their place of residence. It does not include persons who may be part-time or seasonal residents or who list their residence as somewhere else—even though these people may cumulatively have a considerable impact on roads, solid waste disposal, and other public infrastructure and facilities.

Recent

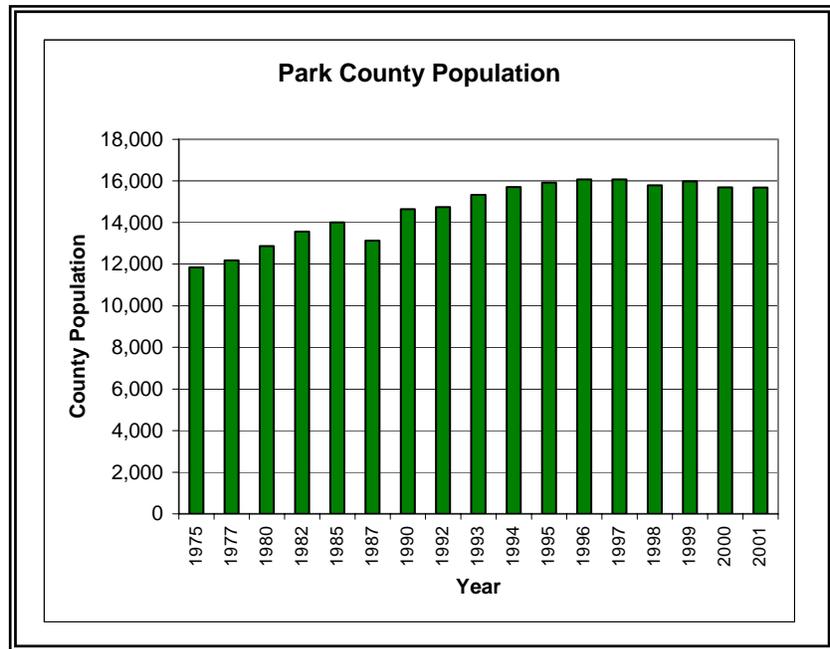
The 2000 U.S. Census counted 15,694 residents of Park County, an all-time high since the county’s first inclusion in the census, in 1890. The 2000 population represents an increase of 7.8% since 1990, 22.0% since 1980, and 40.2% since 1970. (See Figure 1.) The rate of

population increase has slowed in each decennial period since 1970, with a gain of 34.9% for 1970-80, 15.0% for 1980-90, and 7.8% for 1990-2000.

A closer look shows that in 1987 Park County's population dropped approximately 6.7% (880 people). This drop in population was largely caused by Burlington Northern Railroad's 1986 decision to consolidate facilities and pull out of their rebuild/remanufacturing facility in Livingston. (*Park County Comprehensive Economic Development Strategy*)

This sharp population drop was almost immediately followed by the county's fastest recent period of population growth—a 10.4% gain between 1987 and 1990, largely due to the influx of new residents associated with the Church Universal Triumphant. (*Park County Comprehensive Economic Development Strategy*)

Figure 1: Park County Population 1975 - 2001



Source: *Park County Comprehensive Economic Development Strategy*, November 2002

2. Components of Population Change

Changes in total population are said by demographers to result from the combination of two types of change: natural and net migration. Components of natural change are gains from births and losses from death. Components of net migration are gains from people moving in and losses from people moving out.

Between 1980 and 1990, Park County experienced a net migration of 1,071 persons, which accounted for about two-thirds of total population growth during that period. The county's net migration between 1990 and 2000 amounted to 1,038 persons—slightly less than during the prior 10 years—and accounted for somewhat less than two-thirds of the total population gain.

For the period April 1, 2000, to July 1, 2002 (the latest available), the U.S. Census Bureau estimates that Park County had 378 births and 380 deaths, for a net natural change of minus 2, and that the county had net migration of plus 82, for total population change of plus 80. (See Table 1.)

Table 1: Park County Components of Population Change (4/1/00 – 7/1/02)

4/1/00	7/1/02 Estimate	4/1/00- 7/1/02 Births:	4/1/00- 7/1/02 Deaths:	4/1/00- 7/1/02 Net Migration	4/1/00- 7/1/02 Net Change
15,694	15,774	378	380	+82	+80

Source: U.S. Bureau of the Census, Population Estimates Program

Natural

Park County's birth rate, as measured by the number of births per 1,000 people, was 16.9 in 1980 and fell to 13.4 in 1999. The latter figure is slightly greater than the Montana birth rate and slightly less than the national rate.

The death rate for Park County, as measured in the number of deaths per 1,000 people, was 10.5 in 1980 and dropped to 8.5 in 1999. The county's death rate is slightly lower than that for the state and nation.

Net Migration

Net Migration is defined as persons moving from or to the area who changed their permanent primary residences. During the 1980s, net migration accounted for 69.8% of the population increase for Park County. From 1990 to 1996 net migration accounted for 85% of the county's population increase. From 1996 to 1999 the county's population had a net decrease of 99 people, with net migration registering a loss of 294 people.

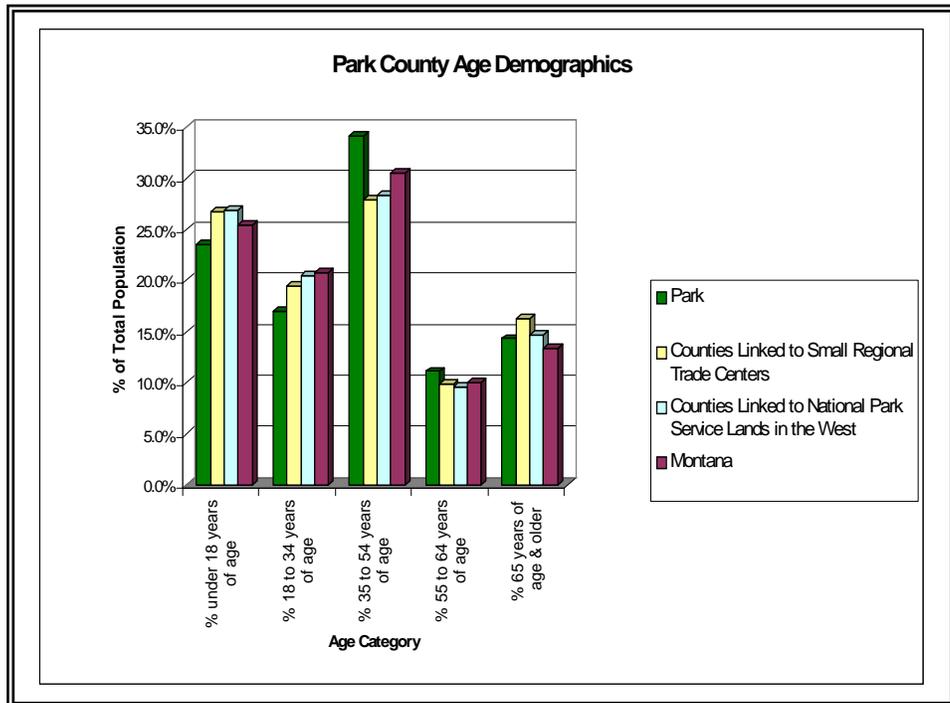
Demographic Change

Age

The fastest growing segment of Park County's population is people aged 35 to 54 years old (34.4% of population in 2000). This group's share of the county's population grew 13.2% from 1980 to 2000, while the percentage of all other age groups declined or grew only by a small percent (persons 65 and older grew 0.4%). Park County has a larger percentage of people ages 35 to 54 years of age than the Montana average (30.5%) and the national average (29.6%). Park County also has a smaller percentage of people age 34 and under than the Montana average and the national average. (See Figure 2.)

The median age in Park County was 32.7 years old in 1980, 37.0 in 1990, and 40.6 in 2000. (See Table 2). This increase shows that the county, like the state of Montana and the U.S. as a whole, is getting older, principally due to aging of the Baby Boom generation (people born from 1946 through 1964). But the county's median age over the past quarter-century has consistently been greater than that for the state and the nation. In 2000, for example, Park County's 40.6 median age was greater than both the state, at 37.5, and the nation, at 35.3.

Figure 2: Park County Age Demographics - 2000



Source: *Park County Comprehensive Economic Development Strategy, November 2002*

NOTE: "Small Regional Trade Centers" refers to figures that represent an average of 109 counties closely linked to small regional trade centers in the western U.S. "National Park Service Lands" refers to figures that represent an average of 22 counties in the western U.S. whose geographic centers are within 40 miles of National Park Service Lands or wilderness areas, excluding small isolated NPS lands.

Table 2: Population by Gender & Age – 1990 and 2000

	1990	% of Total	2000	% of Total	% Change 1990-2000
Population	14,562		15694		8%
Male	7,100	49%	7,745	49%	9%
Female	7,462	51%	7,949	51%	7%
Under 20 years	3,965	27%	4,039	26%	2%
65 years and over	2,293	16%	2,336	15%	2%
Median Age	37.0		40.6		

Source: *U.S. Census Bureau, Census 2000*

Racial Profile

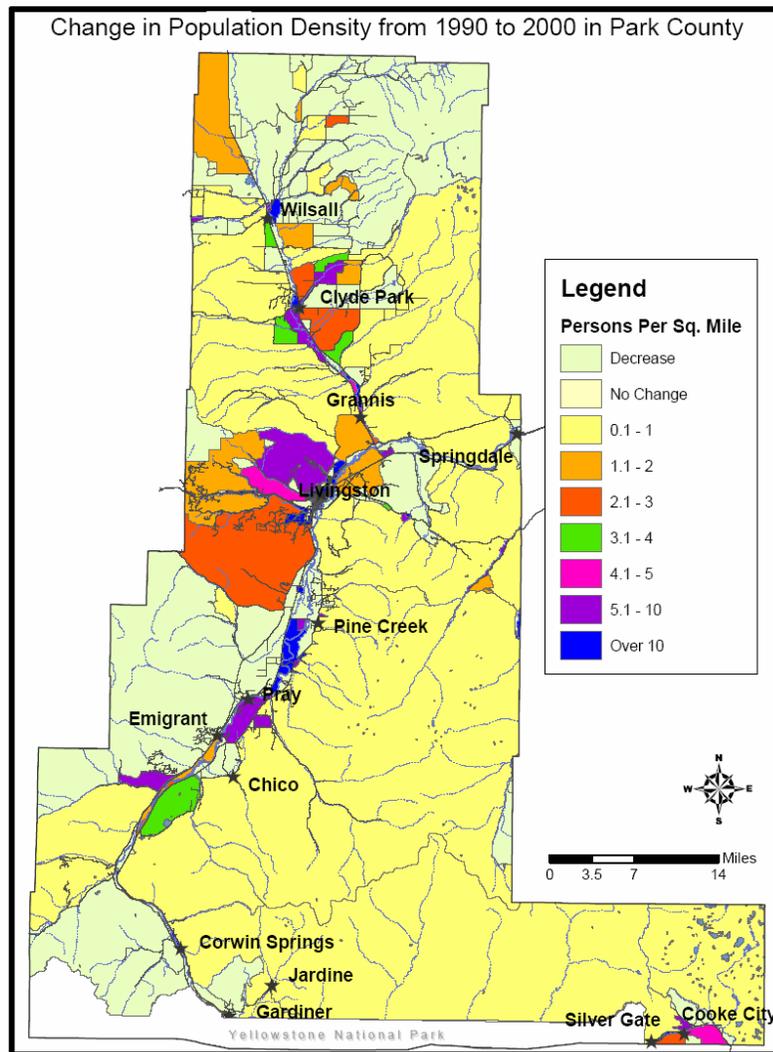
Park County's population is racially non-diverse, as is the population of the larger regional area. The county's population is 97% white. American Indians are the largest racial minority in the county, numbering 145 people (0.9% of the population). The populations of Hispanic or Latino

people in Park County were 288 in 2000 (1.8% of the county's total population). The county is less racially diverse than both the state and the U.S.

3. Location of Change

All of Park County's population growth between the U.S. censuses of 1980 and 2000 has taken place outside the county's two incorporated cities. (See Map 1.) Those two cities, Livingston and Clyde Park, had combined populations of 7,277 in 1980 and 7,161 in 2000, while the rest of the county grew from 5,383 people to 8,533, an increase of 58.5%. (See Table 3.)

Map 1: Change in Population Density from 1990 to 2000 in Park County



Created By the City of Livingston & Park County GIS Department, 2004
This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution. The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

Source: Park County Comprehensive Economic Development Strategy, November 2002

NOTE: Some areas of growth may be understated because they include large tracts of forest land.

Table 3: Population Change in Park County by Location (1980-2000)

Place	1980 Census	1990 Census	2000 Census	Change 1980-90	Change 1990-2000
	6,994	6,701	6,851	-4.2%	+2.2%
Clyde Park	283	282	310	-0.4%	+9.9%
Rest of County	5,383	7,579	8,533	+40.8%	+12.6%
Total	12,660	14,562	15,694	+15.0%	+7.8%

Source: *Park County Comprehensive Economic Development Strategy*, November 2002

4. Projected Change

Projections released early in 2004 indicate that Park County's population will increase to 17,350 by 2010, a gain of 10.6% over the 2000 population of 15,694—a percentage gain somewhat greater than the 7.8% increase from 1990 to 2000. (See Table 4.)

Table 4: Park County Population by Age Group

<i>Age Group</i>	<i>Actual Population – 2000</i>	<i>Projected Population – 2010</i>
75 and older	1,168	1,340
65-74	1,168	1,260
45-64	4,260	5,060
35-44	2,643	2,010
25-34	1,740	2,260
20-24	676	1,110
5-19	3,135	3,130
4 and younger	904	1,190
TOTAL	15,694	17,350

Sources: 2000 Census; NPA Data Services, Inc. (projections for 2010)

Looking at the projected population change by age groups, the only significant decline in numbers is projected to be among those aged 35-44, with a decrease of 633 people, or 24.0%. This change probably results from the youngest of Baby Boomers leaving that age category between 2000 and 2010.

The age groups projected to increase the most in percentage terms are those aged 20-24 (+64.2%), 0-4 (+31.6%), and 25-34 (+29.9%). The gains of all three of these categories probably reflects the move of so-called Echo Boomers—the children of Baby Boomers—out of their school years and into their family-formation and early child-bearing years.

The number of school-age children (aged 5-19) is projected to remain virtually unchanged between 2000 and 2010, while the number of residents aged 65 and older is projected to increase by 11.3%.

CONCLUSIONS AND PROJECTED TRENDS

If Park County's population growth continues to occur entirely outside its incorporated municipalities, current major issues for the county are likely to be exacerbated—including loss of agricultural land and wildlands, and costs of providing infrastructure and services to new residential development.

If the county's projected population gain of more than 10% from 2000 to 2010 occurs, it would reverse the trend of slower population gains for every ten-year census period from 1970 through 2000.

From 2000 to 2010, the age groups in Park County projected to grow most are retirement-age seniors, young adults, and newborns. Those projected to grow least are middle-aged adults and school children—the latter of which adversely affects availability of state funding.

If these projections are borne out, the county may experience increased strain on services aimed primarily at the elderly and the very young.

The projected increase in the number of new entrants to the job market would likely exacerbate an already perceived lack of entry-level jobs that pay a living wage for young adults.

Consultation

Alliance Development Corporation, *Park County Comprehensive Economic Development Strategy*, November 2002.

Montana Department of Commerce, Census and Economic Information Center, Helena, at www.ceic.commerce.state.mt.us, March 2004.

Montana State University-Billings, Center for Applied Economic Research, at <http://www.msubillings.edu/caer/realestate.htm>, March 2004.

NPA Data Services, Inc., Arlington, VA, at www.npdata.com, March 2004.
Socioeconomic Assessment of the Upper Yellowstone River Valley.

Sonoran Institute, *Population, Employment, Earnings and Personal Income Trends—Park County Montana*, June 2003.

U.S. Bureau of Census, www.census.gov, Washington, D.C., Decennial census information and Population Estimates Program, March 2004.

ECONOMIC CONDITIONS

KEY FINDINGS

Park County's economic history is shaped by natural resources. Even as the county's natural resource-dependent industries, such as agriculture and timber, decline in their overall economic impact, ascendant industries, such as tourism and technology, are no less dependent on the attraction of natural resources.

Changes in the economic base and jobs in the U.S. has had a significant impact on Park County, as manufacturing and agriculture decline in share of total revenues and employment, while information technologies and service industries gain.

This restructuring of the economy has had an adverse impact on the average pay per job realized by workers who live in Park County, particularly because manufacturing jobs have decreased and lower paying service sector jobs have increased.

The percentage of total income received by Park County residents has shifted away from labor income and toward investment and transfer-payment income.

The relative number of government employees in Park County at all levels—local, state, and federal—is significantly less than for peer counties in the state, the West, and near national parks.

1. Current Economic Development Efforts

Park County has a *Comprehensive Economic Development Strategy*, administered by the Alliance Development Corporation, which is jointly funded by the county and the City of Livingston. The county also participates in economic development through several organizations, listed below.

Alliance Development Corporation/Council

The goal of Alliance Development Corporation is to bring meaningful economic development to Park County. This mission is accomplished by developing programs to retain and expand existing business and recruit new businesses to Park County. The following goals were identified for 2002 and 2003:

- Market Park County's assets.
- Identify business needs with Park County and its communities.
- Develop a diverse, sustainable organization with the financial foundation to accomplish desired work and grow new opportunities.
- Develop a campus style business park supporting the expansion of existing businesses that are positioned to grow.
- Promote adult education, continuing education and job training programs.
- Support Park County's agricultural industry.
- Support the Livingston Downtown Association

The Alliance Development Council works closely with the Corporation and has established five working committees to further its goals:

- Business Enhancement
- Marketing and Outreach
- Organizational Development
- Heritage Tourism
- Agriculture for Generations

The Corporation was updating its principal written product, the *Park County CEDS*, as the Growth Policy was being developed. The update's chief aim "is to verify that we still have an accurate picture of what's important to our communities." (Fargo)

Northern Rocky Mountain Resource Conservation and Development Area (RC&D)

The RC&D mission is to bring together its three counties (Park, Gallatin, and Meagher) to help create local and regional economic stability.

Chambers of Commerce

Livingston, Cooke City, and Gardiner all have long established, active chambers that promote community events and their local business communities.

2. Business Sectors

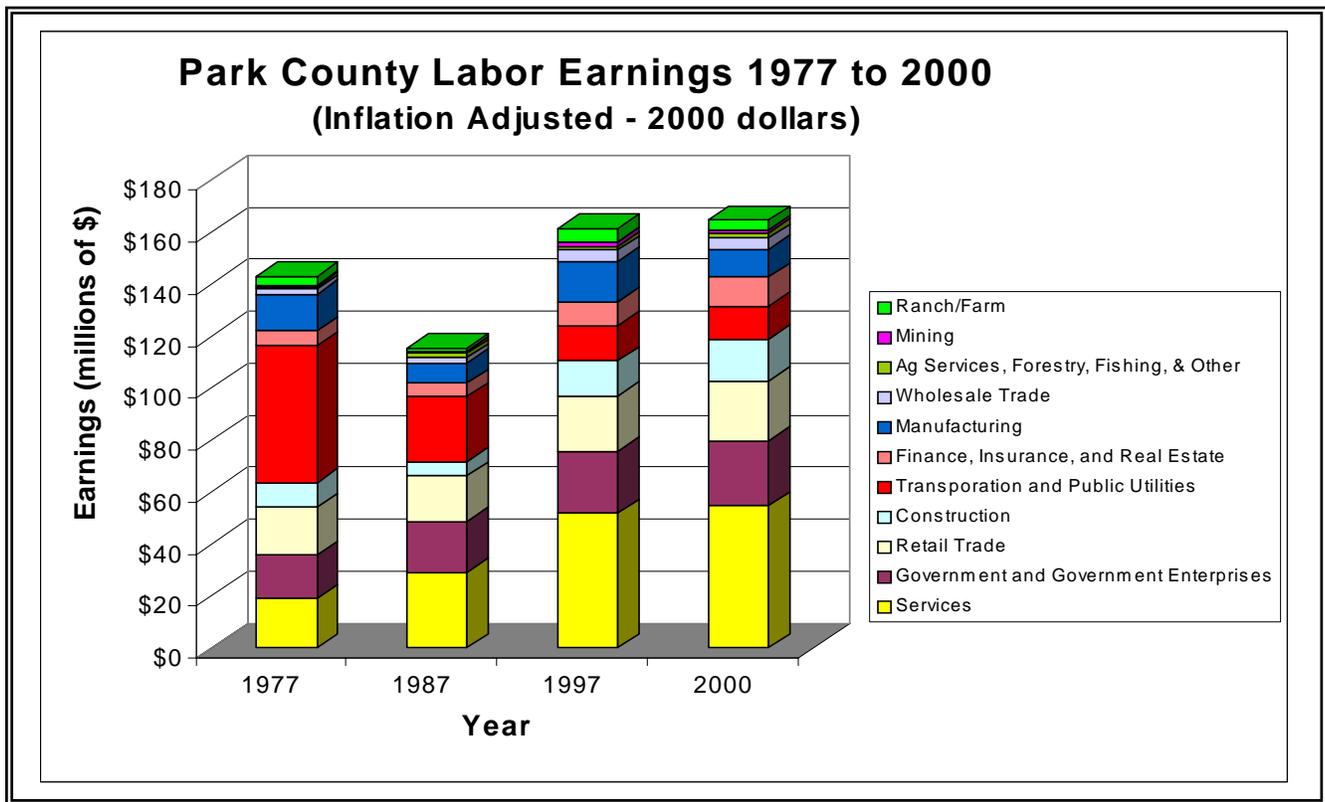
Diversification

Park County's diverse economy includes industries from agriculture, logging, recreation, and the arts and film to internet service providers and other digital technologies.

The service sector is, by any measure, the largest in Park County's economy. This activity is most likely due to the large tourism industry in the county. Within this sector, the tourism industry is the most important component. Its proximity to rich natural and recreational resources makes the county a popular destination for tourists. Earnings from tourism have leveled off in recent years, and many residents have expressed an interest in diversifying the county's employment opportunities. (See Figure 3.)

The *Park County CEDS* identifies ten major sectors of the private sector economy. These are: production agriculture (ranch and farm); agriculture services (including forestry services); mining; manufacturing; construction; wholesale trade; retail trade; services trade; transportation and public utilities; and finance, insurance and real estate (F.I.R.E.). There are four major government sectors of employment including the federal government, U.S. military, state government, and local government (which includes public schools).

Figure 3: Park County Labor Earnings 1977 to 2000



Source: Park County Comprehensive Economic Development Strategy, November 2002

As industries based on harvest of natural resources have declined in economic value and those based on information technologies and telecommunications have gained, Montana’s reputation as “The Last Best Place” has become increasingly important in drawing businesses and entrepreneurs to the state. Clean air and water, spectacular scenery, uncongested roads, low crime rates, and the character of Park County’s communities are desirable traits that are valuable to its residents. High quality of life is one of the main recruiting strategies for drawing select businesses into the county.

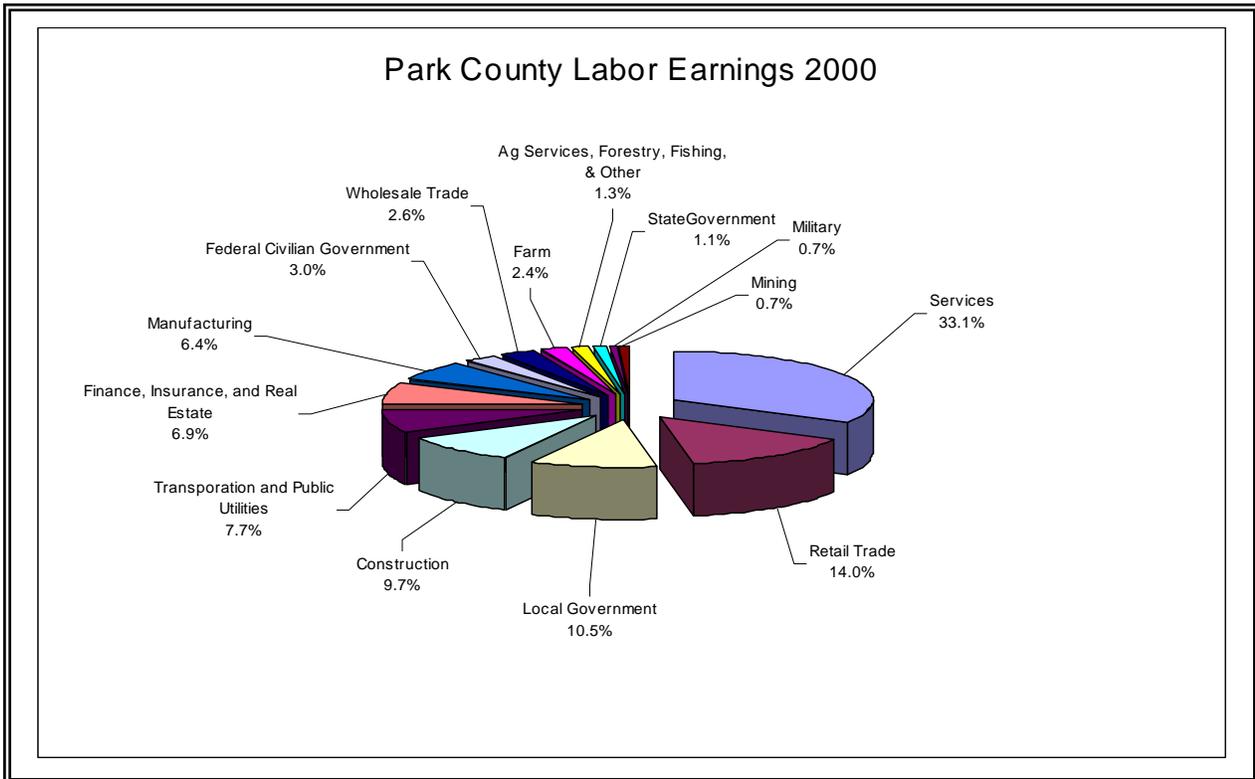
Sector-by-Sector Review

Service Sector

The service sector includes all types of businesses providing services to households, individuals, and other businesses. These include health care, amusement and recreation services, hotels and other lodging establishments, auto repair services, and various types of social and personal services, but also include business services, engineering and management services, and legal services. “Service occupations are not just ‘hamburger flippers and maids,’ but rather consist of a combination of high-paying and low-paying professions, mixing physicians with barbers, and chamber maids with architects and financial consultants.” (Sonoran Institute)

Service sector labor earnings in Park County have grown 224% from 1975 to 2000. The service sector's share of total labor earnings grew from 11.8% in 1975 to 32% in 2000. The service industry has replaced the transportation industry as Park County's number one labor earnings provider. (See Figure 4.)

Figure 4: Park County Labor Earnings 2000



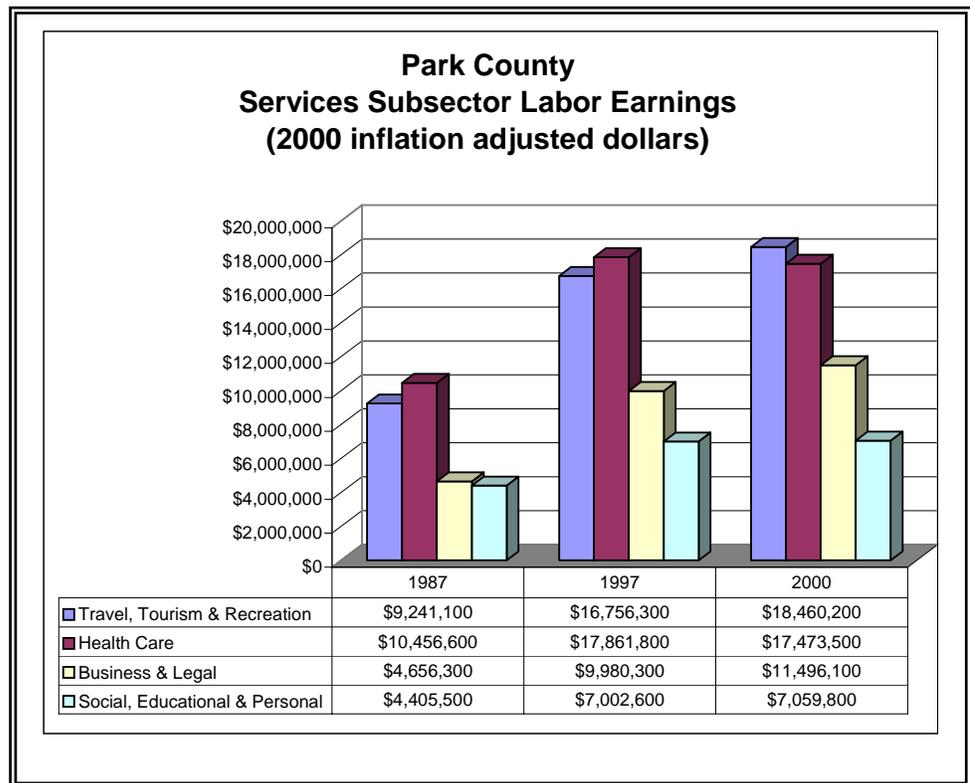
Source: *Park County Comprehensive Economic Development Strategy, November 2002*

The average per worker earnings for the service sector was \$17,674 in 2000, versus Montana average service sector per worker earnings of \$21,533 and a \$33,327 average nationwide in 2000.

The largest labor earning service subsector for 2000 was the travel, tourism, and recreation-related services. The tourism industry has grown to \$18.5 million in labor earnings for 2000. Labor earnings in the travel and tourism subsector have grown almost 100% since 1987—and in doing so can be viewed as having “cushioned the blow” of Burlington Northern Railroad’s consolidation that pulled some 1,700 jobs from Park County in the late 1980s. (Fargo) Growth in labor earnings for the travel and tourism subsector has slowed from a 1996 high of \$18.7 million. (See Figure 5.)

Park County’s recreational and tourist opportunities are world-renowned. In the southern part of the county, many communities rely almost exclusively on the tourism and recreation industries to fuel economic growth. Residents of these communities feel that economic growth strategies should continue to focus on the tourism industry and the outstanding recreational opportunities that are present within the county.

Figure 5: Park County Services Subsector Labor Earnings



Source: Park County Comprehensive Economic Development Strategy, November 2002

A survey of visitors to Montana conducted in 1992 found that 31% came to the state to visit historic sites and museums. Park County’s cultural heritage and history are preserved in many museums, including the Livingston Depot Center, International Fly Fishing Center, and the Yellowstone Gateway Museum of Park County.

Heritage tourism has been identified as a priority for the Alliance Development Council/Corporation. The “Montana Heritage 89 Trail Project” will package and market the region’s arts, agriculture, historic, and natural resources. The Montana Lewis & Clark Bicentennial Commission, created by the 55th Montana Legislature to aid in preparation for the Bicentennial of Lewis & Clark in Montana (celebrated from 2003-2006), awarded \$20,000 to the Livingston area’s Great Bend of the Yellowstone Lewis and Clark Heritage Commission. The group is currently placing small interpretive signs along Clark’s trek through Park County to create a driving tour.

Yellowstone National Park

The Park has a tremendous economic impact on Montana and the communities surrounding it. Some \$1.5 billion from tourism and services relating to Yellowstone Park is pumped into the

regional economies of its bordering states. The park will continue into the future to be an employer, service industry support generator, and an avenue for financial growth in Park County.

Park County has capitalized on the tourism industries associated with traffic through the Park. Communities adjacent to the Park boundaries (Gardiner and Cooke City/Silver Gate) benefit from employee residence and emergency services provided by park rangers. The development of environmentally friendly services (i.e. composting, biodiesel, recycling, non-toxic cleaning chemicals, fuel cell development, etc.) within the Park will continue to provide development opportunities for communities outside Yellowstone. Also, the executive director of Park County's Alliance Development Corporation states that greater efforts are being made to have concessionaires in Yellowstone carry more products made in Park County. (Fargo)

Arts Community

The arts industry is one of Park County's greatest assets. Dozens of artists, thriving galleries, and home studios are active throughout Park County. The county's arts industry has extraordinary opportunities for growth of existing businesses and for development of new arts-related industry.

The Montana Film Office was created in 1974 as a central information source for on-location filmmakers. It is part of Travel Montana, a division of the state's Department of Commerce, and is funded entirely by the state accommodation tax. The primary role of the Montana Film Office is to bring productions (feature films, commercials, documentaries, television programs, and still shoots) into Montana for the overall economic benefit of the state. Robert Redford's, "A River Runs Through It" and "The Horse Whisperer" were filmed partly in Park County, as were "Everything That Rises", "Rancho Deluxe", and a long list of other films. The Montana Film Center is headquartered in Livingston and hosts an annual film symposium and related film activities. Park County is home to numerous film industry professionals, many of whom are active in creating production opportunities for Montana. For every dollar invested in the film industry, approximately three dollars are returned to the community.

Health Care

For 2000, the travel and tourism subsector was followed by health care (\$15.885 million). The healthcare industry is one of the largest employment sectors in Park County. Jobs in this sector are among the highest paying in the county, with an average annual salary of \$32,900 (including physician salaries) or \$27, 250 (excluding physicians).

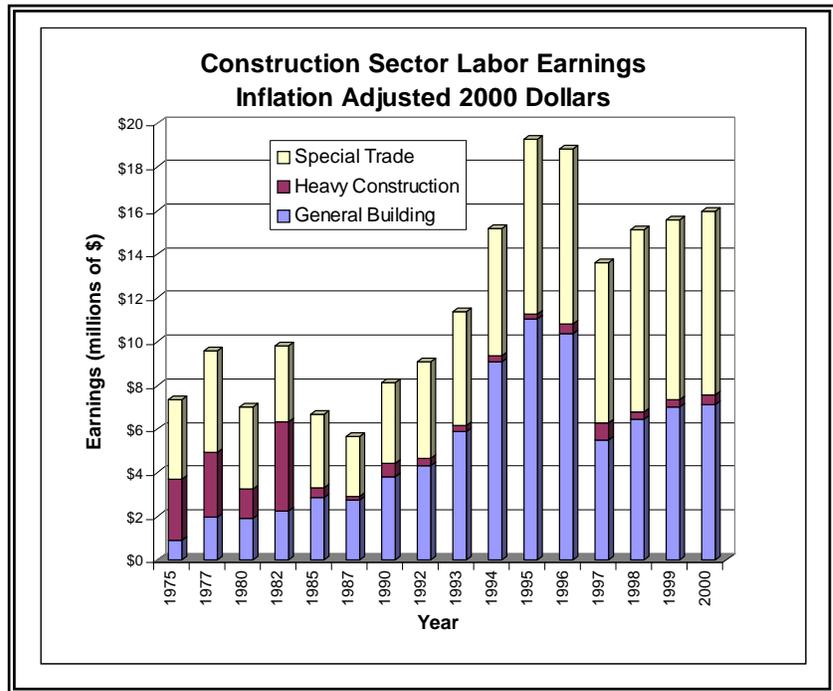
Retail Trade

The retail trade sector includes food stores, hardware and building material stores, auto dealers and service stations, eating and drinking establishments, and apparel stores. The retail trade sector in Park County increased by 807 jobs (76%) from 1987 to 2000. Retail labor earnings, during that same period, increased by \$5.78 million (33%). The result is a lower retail trade per worker income, \$12,349 in 2000, down 24% from 1987.

Local Government

Local government employment includes city and county workers as well as those working in local public schools. Between 1987 and 2000, local government employee earnings grew by \$3.8 million, a 29% increase. Local government is the largest form of government employment in Park County, but is significantly smaller than peer counties. Park County's local government employed 36 people per 1,000 population in 1999. Other counties linked with small regional trade centers throughout the West averaged 59 people per 1,000 population in 1999.

Figure 6: Construction Sector Labor Earnings

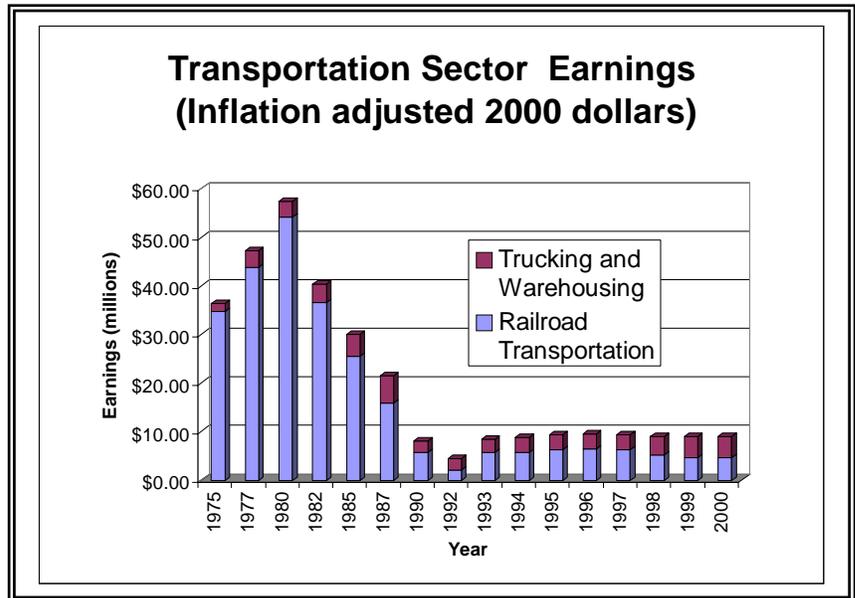


Source: Park County Comprehensive Economic Development Strategy, November 2002

Construction

The construction sector includes special trade, general building and heavy construction contractors. The average construction worker in Park County earned \$22,132 in 2000. Employment in the construction sector in Park County increased by 181% (465 jobs) from 1987 to 2000. The sector's total labor earnings also increased 181% over that period. (See Figure 6.)

Figure 7: Transportation Sector Earnings



Source: Park County Comprehensive Economic Development Strategy, November 2002

Transportation and Public Utilities

This sector includes railroad, trucking and warehousing businesses, local transportation providers, communication firms, and private utility suppliers. This sector has seen very large decreases in labor earnings and employment since the 1970s. (See Figure 7.)

Burlington Northern Railroad operated a complete rebuilding-remanufacturing facility in Livingston until 1986, when it consolidated facilities throughout the country. In 1988 the Livingston Rebuild Center (LRC) was established to take advantage of the facility vacated by Burlington Northern. In June of 2000 the Spanish owned company Talgo bought 60% of the LRC facility. In 2000, railroad subsector labor earnings had stabilized at approximately \$4.6 million.

The Talgo-LRC, LLC facility includes approximately 7.5 acres of covered floor space. (Roy Korkalo, Business Development Manager, Talgo-LRC) Several thousands of square feet and a 70-ton crane are available for heavy manufacturing at the Talgo-LRC facility. The facility also has space for light manufacturing or office space that could be rented. The availability of rail service and the large amount of space available make this facility well suited for future manufacturing endeavors in Park County.

The trucking and warehousing subsector had \$4.5 million in labor earnings in 2000. This subsector's earnings have remained somewhat constant since 1977. Utility labor earnings have remained relatively constant since 1985.

Finance, Insurance, Real Estate

This sector includes banking, credit, and other non-depository institutions and businesses involved in money management, insurance, and real estate. Total labor earnings for this sector grew by \$6.1 million (47%) from 1987 to 2000. The average Park County finance, insurance, and real estate employee earned \$19,589 in 2000.

Manufacturing

This sector includes employment in all types of durable and non-durable goods manufacturing, including chemicals manufacturing, petroleum products, printing and publishing, wood products, fabricated metals, food processing, signs, jewelry, and others. The estimated per worker annual earnings in the manufacturing sector for 2000 was \$23,700.

Lumber and wood products production declined \$6.8 million in labor earnings from 1992 to 2000. This decline in Park County's forest products industry is similar to that of other Montana counties. Park County has plentiful timber resources on federal, state, and private land. Historically, the timber industry used some federal and other public lands for timber, however these lands have become less available in the last decade. Thinning projects on national forest lands may increase in the future to help reduce the risk of catastrophic wildfire in the region.

Federal Civilian Government

Between 1987 and 2000, federal civilian government employee earnings grew by \$1.7 million, a 61% increase. The average federal civilian government employee in Park County earned \$45,414 in 2000.

Wholesale Trade

Wholesale trade employment remained steady from 1997 to 2000 for Park County while earnings declined by 2.8%. Park County workers averaged \$20,425 in 2000 in the wholesale trade sector, while wholesale workers in other National Park Service lands dependent counties averaged \$26,545 per year.

Production Agriculture (Ranch and Farm)

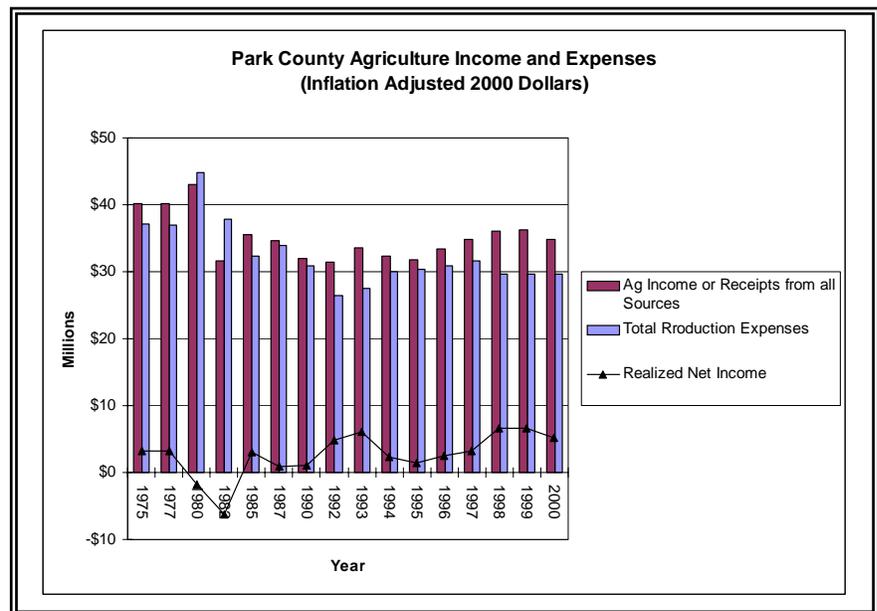
In 2000, agriculture producers in Park County reported total labor and proprietors' income of \$3.85 million. (See Figure 8.)

This number is deceptively small. Annual cash receipts from all sources of production agriculture in Park County amounted to \$34.8 million in 2000. Much of this money is spent within the county on production expenses including farm supplies, fuel, agricultural loans, etc.

The average market value of agricultural products sold in 1997 in Park County per ranch/farm was \$48,708, compared with \$57,309 in 1992. The average production expenses per farm in 1997 were \$39,129 and \$40,762 in 1992. Table 5 on this page presents the number of ranches/farms in Park County per value of sales.

Agriculture has been an important economic and social sector in Park County throughout its history. Residents feel that ensuring agriculture's continued viability is important to preserving community character and much of the county's landscape.

Figure 8: Park County Agriculture Income and Expenses



Source: Park County Comprehensive Economic Development Strategy, November 2002

Table 5: Number of Farms by Value of Sales

Number of Farms by Value of Sales		
Value of Sales	1997	1992
Less than \$2,500	97	79
\$2,500 to \$4,999	49	43
\$5,000 to \$9,999	42	32
\$10,000 to \$24,999	57	59
\$25,000 to \$49,999	55	51
\$50,000 to \$99,999	61	62
\$100,000 or more	59	59

Source: 1997 Census of Agriculture

Agricultural activities today include cattle ranching and small grain crops. Hay and small sheep farm flocks are also raised. A small but growing number of specialty growers exist. The county weekly summer farmers' market, sponsored by the Corporation for the Northern Rockies, supports a variety of producers.

In 1997, 256 of the 420 ranches/farms operating in Park County considered ranching/farming to be their principal occupation. This number is up from 250 in 1992. Out of the 164 operators considering their principal occupation other than ranching/farming, 116 worked more than 200 days off of the ranch/farm. (USDA National Agricultural Statistics Service, 1997 Census of Agriculture)

In 2000, 35,300 acres of irrigated croplands and 16,000 acres of non-irrigated croplands were harvested in Park County. Hay production represented the majority of these acres, with 31,500 acres in alfalfa and 6,500 in other hay. Park County ranked 19th (out of 56 counties) in hay production for 2000 with 80,500 tons of hay produced. Harvested wheat acreage for Park County totaled 8,000 acres (4,500 winter wheat and 3,500 summer wheat) in 2000. (Montana Agricultural Statistics 2001, Montana Department of Agriculture)

Park County had approximately 45,000 cattle and calves on ranches in 2001. It ranked 26th of 56 counties in livestock inventory. Approximately 3,400 sheep and lambs were on inventory in 2001, ranking Park County 36th of 56 counties.

Agricultural, Forestry, and Fishing Services

This sector includes services used on farms and ranches and in forests that are purchased by agricultural producers and forest managers. Total labor earnings in this sector increased by 49% between 1997 and 2000.

Wildlife and fisheries related to outdoor recreation contribute large amounts of income to the local economy and account for considerable local employment. "349,000 anglers and 229,000 hunters spent \$592 million in Montana in 2001, supporting 13,000 jobs in the state." (*Meagher County News*, No.41, October 10, 2002)

World-class fishing is found throughout Park County, with some 103 miles of the rivers and streams designated as "Blue Ribbon" trout streams. Many of the best streams carry 3,000 fish per mile. The region is home to the Yellowstone cutthroat trout and to numerous unique spring creeks.

State Government

State government employment has declined slightly (4 employees) since 1987, and employee earnings have declined (6.9%) over the same period. The average state government worker in Park County earned \$34,466 in 2000, almost unchanged from 1987. Park County had 3 people employed by state government per 1,000 population in 1999. Both peer groups and the state average number of state government employment per 1,000 population were significantly higher than Park County's.

U.S. Military

The numbers of people employed by the military and labor earnings have both decreased from 1987 to 2000. The average military employee residing in Park County earned \$13,950 in 2000, down 9.9% from 1987 in inflation adjusted dollars.

Mining

Mining employment of Park County residents has steadily declined in recent years, with no current precious metal or hard rock mining activity in the county. Those employed in the mining industry in 2000 earned an average of \$38,390.

3. Income and Employment

Overview

Park County's per capita personal income in 2000 was \$19,883, approximately 12% below the Montana average of \$22,518. Counties linked with regional trade centers in the West averaged 14.5% higher than Park County's per capita income in 2000. Per capita income for counties linked to National Park Service lands averaged 8.8% higher than Park. Per capita income in peer counties has grown at a faster rate than Park County's. The neighboring counties of Sweet Grass and Meagher had similar per capita income to Park in 2000.

The average unemployment rate in Park County was 5.3% in 2000 and 4.7% in 2001. The average unemployment rate for Montana was 4.6% and the U.S. average was 4.8% in 2001. Park County's unemployment rate typically declines in the summer due to the large number of seasonal jobs associated with housing construction, tourism, and Yellowstone National Park.

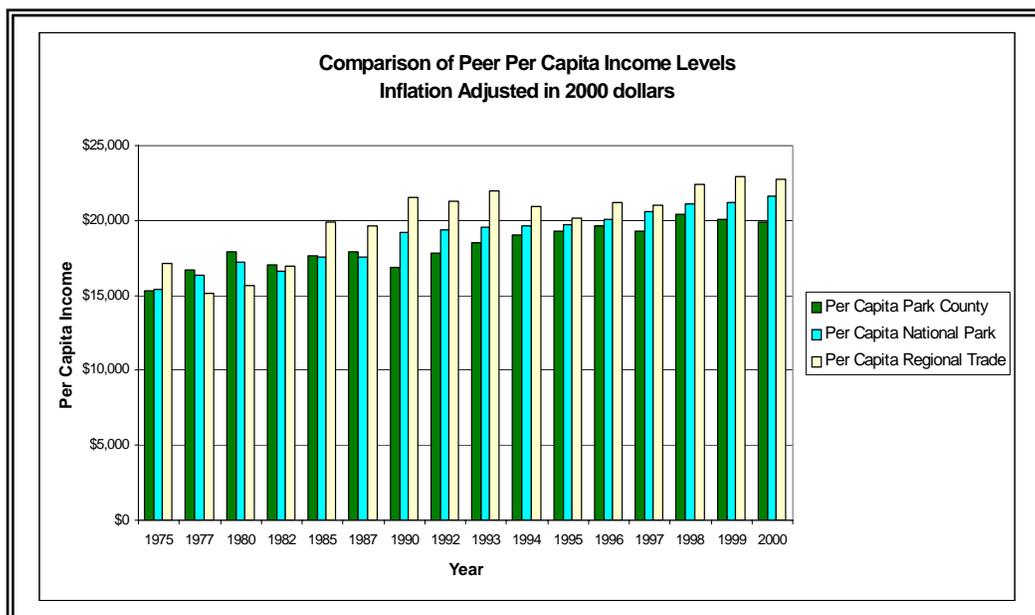
Park County has an estimated 2,183 people of all ages in poverty (13.6% of the county population). Park County's estimated poverty rate, while higher than the national average, is approximately 1% lower than the state average. (U.S. Census Bureau, County Estimates for People in Poverty, 1999)

Income

Personal income for all residents of Park County totaled \$312.6 million in 2000. Personal income increased 14.2% for Park County from 1977 to 1987 and 26.5% from 1987 to 1996. Since 1996 personal income has grown at a slower rate or decreased in Park County. (See Figure 9.)

Personal income is the money received by all individuals residing in an area from all sources. This includes income from work (labor income), income from private investments (dividends, interest earnings, rent), and income from government and some business (transfer payments). There has been a general decreasing trend in the amount of personal income derived from labor and an increase in investment and transfer payment income for Park County residents since 1977.

Figure 9: Comparison of Peer Per Capita Income Levels



Source: Park County Comprehensive Economic Development Strategy, November 2002

Overall, total county labor income grew by 29.1% (\$44 million) between 1975 through 2000. County personal income from non-labor sources grew at faster rates than labor during the same period. Investment income grew 71.2% (\$43 million) and transfer payment income grew 77.3% (\$29 million) from 1975 to 2000.

Labor Income

Labor income for Park County residents totaled \$169.7 million in 2000, an increase of 44% over 1975 (\$121.3 million). Labor income accounted for only 49.8% of total personal income in 1987. Labor income now accounts for approximately 54% of all personal income in Park County. At 54%, Park County's labor component of personal income is lower than peer groups as well as the Montana average of 61.2%.

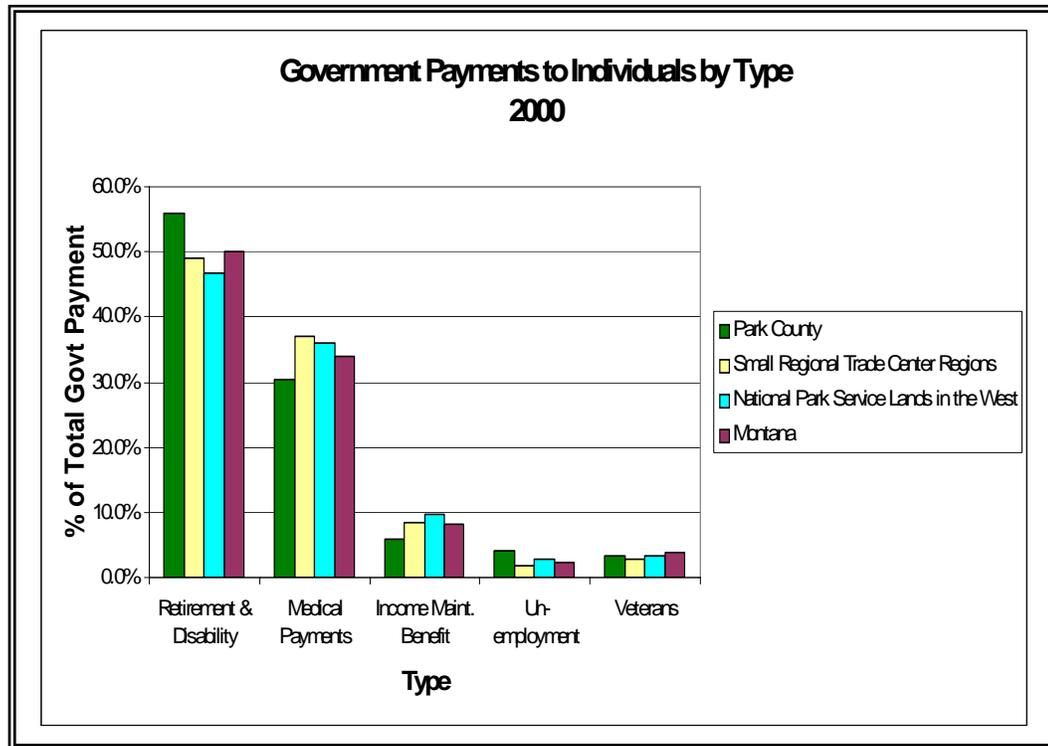
Investment Income

Investment income accounted for 28% of total personal income for Park County in 2000. This represents an increase of 6.4% of total personal income since 1975. Investment income for Park County residents totaled \$39.4 million in 1975 and by 2000 had increased 120% to \$86.6 million.

Transfer Payment Income

Resident income from transfer payments increased 132% in Park County since 1975. Park County residents received \$56.3 million in transfer payment income in 2000. Transfer payments accounted for 18% of total personal income in 2000, up 5% from 1975.

Figure 10: Government Payments to Individuals by Type



Source: Park County Comprehensive Economic Development Strategy, November 2002

NOTE: “Small Regional Trade Centers” refers to figures that represent an average of 109 counties closely linked to small regional trade centers in the western U.S. “National Park Service Lands” refers to figures that represent an average of 22 counties in the western U.S. whose geographic centers are within 40 miles of National Park Service Lands or wilderness areas, excluding small isolated NPS lands.

The majority (94%) of transfer payments in Park County came in the form of government payments to individuals. These include retirement and disability, medical payments, income maintenance benefit payments, unemployment insurance benefit payments, veterans benefit payments, and federal education and training assistance payments.

Park County’s transfer payment portion of total personal income is similar to peer groups in the West. The Montana average transfer payment income for 2000 was 16.1% of total personal income. Park County’s portion of total transfer payments from retirement and disability insurance is higher than that of peer groups. In 2000 this portion was 56%. (See Figure 10.)

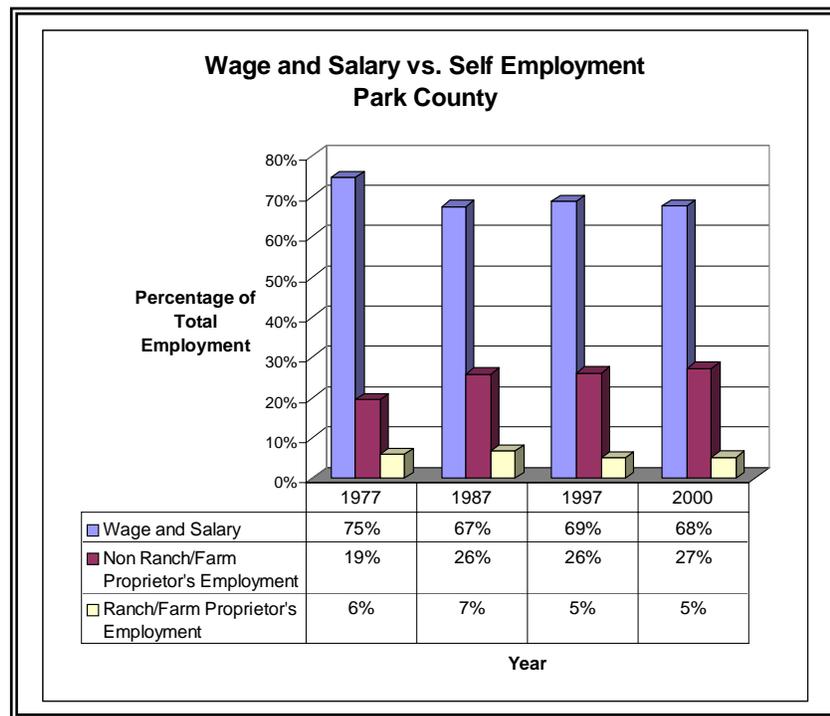
Employment

There are two major categories for employment: those who are wage and salary earners (working for someone), and those who are proprietors (self employed). Proprietors can be further subdivided into ranch and non-ranch. Both major categories of employment (wage and salary vs. proprietor) are growing at similar rates in Park County. The number of people who were wage and salary employed grew 52% from 1987 to 2000. The number of Park County residents who

were proprietor employed grew 51% over the same period. In 2000, approximately 32% of the working population of Park County were proprietors, and 68% were wage and salaried employees. (See Figure 11.)

Ranch/Farm proprietors made up approximately 5% of the total employment in 2000. (See Figure 13.) Total ranch/farm employment (both proprietors and wage and salary) increased from 539 people in 1987 to 609 in 2000. However, the number of ranches/farms in Park County decreased by 16 from 1987 to 2000, and the number of acres in ranching/farming decreased 40,943 during the same period. (USDA National Agricultural Statistics Service, 1997 Census of Agriculture)

Figure 11: Wage and Salary vs. Self Employment



Source: *Park County Comprehensive Economic Development Strategy*, November 2002

Out-of-County Employment

Census Bureau data show that the number of workers who reside in Park County but work elsewhere has been increasing since at least 1970. Only 2.8% of all Park County workers were employed outside the county but still within Montana in 1970. That share increased to 4.0% in 1980 and 5.8% in 1990, then shot to 13.7% in 2000. Of the 13.7% in 2000, a full 10 percentage points—representing 775 workers—were employed in Gallatin County.

The share of workers residing in Park County but working anywhere outside the county (including out of state), jumped from 11.9% in 1990 to 20.8% in 2000.

Among implications of residing in the county but working outside it are 1) longer commutes that imply greater use of roads and 2) residences are generally shown to be net consumers of government services (using more than a dollar in services for every dollar paid in taxes), while commercial and agricultural properties are net contributors to government coffers.

Employment Trends

The Bureau of Economic Analysis (U.S. Department of Commerce) shows that the number of people employed in Park County grew 26% from 1992 to 2000, outpacing the population growth of 6.4% for the same period. This is consistent with a national trend that shows an increase in employment over population growth.

Private Sector and Government Employment

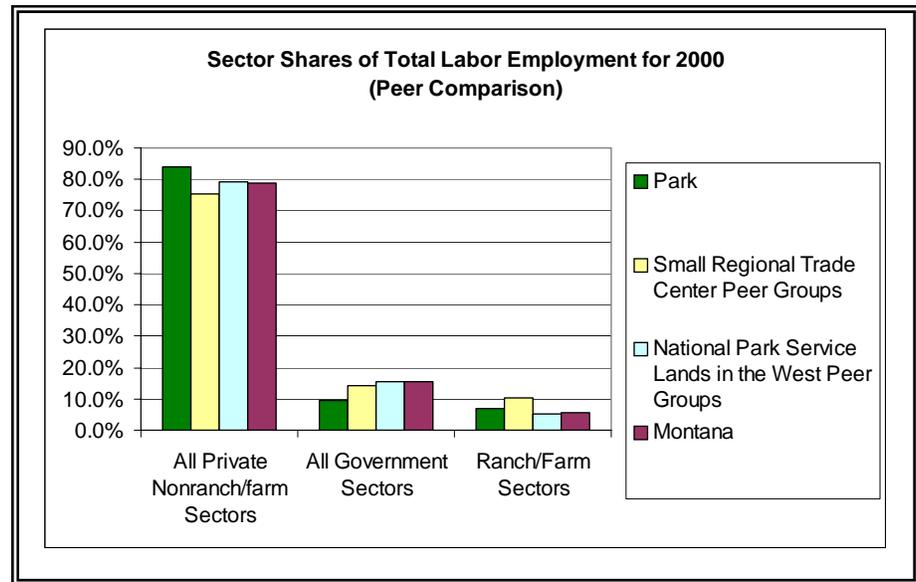
Non-ranch/farm, private employment grew 61.6% in Park County from 1987 to 2000. Government and government enterprise employment grew by only 16.5% over the same period. In 1987 private non-ranch/farm employment consisted of 79% of the total employment for Park County. In 2000 private, non-ranch/farm employment made up approximately 84% of the total employment for the county. Park County has a larger reliance on private employment than peer groups, the state, and the nation.

Per Worker Earnings

(Note: Per worker earnings are estimated by dividing total annual labor earnings by total number of workers employed.)

Government workers in Park County had higher average per-worker earnings than their private, non-ranch/farm counterparts. Private, non-ranch/farm per worker earnings have decreased 27% in inflation adjusted dollars from 1977 to 2000. Private, non-ranch/farm workers earned an average of \$24,847 in 1977 and just \$18,082 in 2000. Government worker earnings increased 13.7% during the same period (\$26,814 in 1977 and \$30,477 in 2000). Park County's per worker earnings for this category are significantly lower than peer groups. (See Figure 13.)

Figure 12: Sector Shares of Total Labor Employment for 2000



Source: *Park County Comprehensive Economic Development Strategy*, November 2002

NOTE: "Small Regional Trade Centers" refers to figures that represent an average of 109 counties closely linked to small regional trade centers in the western U.S. "National Park Service Lands" refers to figures that represent an average of 22 counties in the western U.S. whose geographic centers are within 40 miles of National Park Service Lands or wilderness areas, excluding small isolated NPS lands.

Per worker earnings from 1982 to 1990 decreased by 34.7%. This decrease was largely caused by a loss of higher paying labor jobs after Burlington Northern Railroad pulled its operations out of Livingston.

4. Perceived Economic Development Weaknesses

Lack of Value Added Processing

Cash prices for raw commodities are a small percentage of the final finished product price. The value-added component provides the largest profit in the production process. The exploration of non-traditional uses for raw goods is required. Capitalizing on markets for locally grown products is required to help these industries prosper and continue to be a viable local economic component.

Inadequate Access to Capital for Start up and Expanding Businesses

Access to capital is a critical component for the county's economic health and growth. Capital is required to help finance growth and expansion and to encourage new business start up.

Lack of Available Local Retail Opportunities

A combination of real and perceived lack of goods and service availability exists in Park County. Park County businesses lose customers to markets in Bozeman and Billings because of perceived or real price savings. There are some retail opportunities in the bordering, larger communities that are not available within Park County. Increasing resident awareness of local retail opportunities and marketing the importance of shopping within Park County are important in order to expand local retail and service opportunities.

Lack of High Wage Employment Opportunities

Several industries in the county that provided higher paying jobs have declined over the past 30 years. Opportunities are limited for many college graduates and skilled laborers seeking solid,

Figure 13: Annual Per Worker Labor Earnings



Source: *Park County Comprehensive Economic Development Strategy, November 2002*

high paying careers in Park County. The increase in jobs in the county has been concentrated mostly on the consumer service and retail industries. An examination of Park County's demographics shows that an out migration of 18 – 35 year old laborers is occurring.

CONCLUSIONS AND PROJECTED TRENDS

The county is positioned to benefit significantly from the Alliance Development Corporation, currently in the first full year of its joint funding by both Park County (\$24,000) and the City of Livingston (\$12,000). The financial and volunteer support of the Corporation gives the county an edge in retention and growth of current businesses and recruitment of relocating firms.

The economic restructuring of employment—with far less reliance on manufacturing and agriculture, and far more on tourism and other service sectors—is likely to continue for at least the next decade.

The growth and recruitment of businesses in technology and telecommunications offer the possibility of at least leveling, if not reversing, the declining average pay per job of recent years.

The declining percentage of total income received by Park County residents from labor income and corresponding increased income from investments and transfer payments is likely to continue, if not accelerate, as the Baby Boom generation retires over the coming 20 years.

The county's relationship to Yellowstone National Park—an economic plus for more than a century—will likely produce greater economic benefits in years ahead, as Americans gain more leisure time and the Baby Boom generation retires and has more time for travel.

Consultation

Alliance Development Corporation, *Park County Comprehensive Economic Development Strategy*, November 2002

Fargo, Cindi. Executive Director, Alliance Development Corporation. Phone conversation, February 27, 2004.

Sonoran Institute, *Population, Employment, Earnings and Personal Income Trends—Park County Montana*, June 2003.

HOUSING

KEY FINDINGS

Seasonal housing as a percentage of all housing in Park County is quite high relative to the statewide and nationwide percentage, particularly when housing in Livingston is excluded.

The percentage increase in the number of seasonal homes from 1990 to 2000 slowed down considerably from the increase between 1980 and 1990.

Rental housing is less available in the county outside Livingston than in Livingston.

The rate of homeownership in Park County, 66.4%, is almost the same as for the U.S., 66.2%, but is somewhat below the rate for Montana, 69.1%

Excluding Livingston, Park County has a greater percentage of mobile homes than does the state of Montana as whole. In Park County, 24% of the housing is mobile homes; statewide mobile homes compose 19% of the housing stock.

The physical condition of houses in Park County is relatively good compared with housing condition statewide.

Park County appears to have very little excess housing capacity.

Park County families that earn 80% or less of the median family income of the county have difficulty affording the purchase of an adequate home without incurring significant financial burdens.

Families that earn 50% or less of the median family income of the county have difficulty affording both rent and purchase of an adequate home without incurring significant financial burdens.

1. Number of Housing Units and Occupancy Characteristics

According to census data, there were 8,247 housing units in Park County in 2000, 3,360 of which were in Livingston. Table 6 displays occupancy characteristics for 1980, 1990, and 2000. According to census data there was a net increase of 1,321 housing units between 1990 and 2000, with an increase in the number of occupied units of 1,209 or 21.5%. County population increased by 8.4% over the same period.

Of the 1,419 homes that were counted as vacant by the 2000 census, 175 were for rent; 114 were for sale; 65 were rented or sold but not yet occupied; 875 were for seasonal, recreational, or occasional use; 10 were for migrant workers; and 180 were listed as “other” vacant.

The single largest percentage change in Table 6’s data is the 647% increase in the number of homes for seasonal, recreational, or occasional use from 1980 to 1990. This increase slowed substantially between 1990 and 2000, to 18.2%, in line with the increases in other major categories over that period. Seasonal residents, according to research in 2002 by BBC Research & Consulting

of Denver on behalf of the Upper Yellowstone River Task Force, account for “about eight percent of the total population” of Park County (*Final Report*, page 79, December 2003).

Table 6: Occupancy Characteristics of Housing Units – Park County

Occupancy Characteristics of Housing Units, Park County 1980, 1990, and 2000			
	1980	1990	2000
TOTAL	5,473	6,926	8,247
Occupied	4,924	5,619	6,828
Owner Occupied	3,517	3,724	4,536
Renter Occupied	1,407	1,895	2,292
Vacant	549	1,307	1,419
For Rent	180	205	175
For Sale only	57	96	114
Rented or Sold but not occupied	NA	72	65
For seasonal, recreational or occasional use	99	740	875
For migrant workers	NA	9	10
Other vacant	213	185	180

Sources: U.S. Bureau of the Census. 1980 Census of Population and Housing, Summary Tape File 1; U.S. Bureau of the Census. 1990 Census of Population and Housing, Summary Tape File 1; U.S. Bureau of the Census. 2000 Census of Population and Housing, Summary Tape File 1.

Montana has the 9th highest percentage in the nation of seasonal homes, standing at 5.9% vs. the nationwide average of 3.1%. Yet Park County’s housing is 10.6% seasonal, nearly double that of the state. When houses in the City of Livingston are excluded, the percentage of seasonal houses in the rest of Park County jumps to 17.3%. (See Table 7.) By comparison, the states with the highest percentage of seasonal houses are Maine, Vermont, and New Hampshire, at over 10%. (Economic and Demographic Analysis of Montana)

Using data from the 2000 Census for all of Park County and for the City of Livingston, in the table below, key data can be determined for Park County outside of Livingston city limits. These indicate that the most notable data for the county are even more pronounced when the city is excluded—for example, only 28 seasonal houses are within the city.

Consistent with that figure is the indication that nearly three-quarters of all vacant houses in the county outside Livingston are seasonal, implying that few vacant houses are for sale or rent. This would indicate upward pressure on housing prices outside Livingston, given a relatively low supply of vacant units available.

Another figure of note for the county outside Livingston is the significantly greater percentage of owner occupied vs. renter occupied units in the county—well more than twice as many in the former as in the latter. The fewer number of rental homes is shown to be significant in the

“Affordability” discussion below, because low income families can generally more easily afford rental housing than for-sale housing. If less rental housing is available, low-income families may have more difficulty finding suitable housing without severely straining their financial resources.

Table 7: Occupancy Characteristics of Housing Units – Park County, Livingston, Outside Livingston

Occupancy Characteristics of Housing Units—Park County, Livingston, Outside Livingston, 2000			
	County	Livingston	County Outside Livingston
TOTAL	8,247	3,360	4,887
Occupied	6,828	3,084	3,744
Owner Occupied	4,536	1,870	2,666
Renter Occupied	2,292	1,214	1,078
Vacant	1,419	276	1,143
For seasonal, recreational or occasional use	875	28	847

Source: U.S. Bureau of the Census. 2000 Census of Population and Housing, Summary File 1.

Table 8 below compares housing statistics from Park County and the State of Montana. Significant discrepancies are seen in two counter-balancing categories of housing: Park County’s level of owner-occupied housing is five percentage points less than the statewide level, and the county’s level of vacant seasonal/recreational/occasional houses is five percentage points more than the state level. All other levels are similar or identical. The average household size in Park County is 2.27, somewhat less than the statewide average of 2.45.

Table 8: Occupancy Characteristics for Park County and Montana, 2000

Occupancy Characteristics for Park County and Montana, 2000		
	Park County	Montana
	% of Total Housing Units	
Owner Occupied	55	60
Renter Occupied	28	27
Vacant	17	13
For Rent	2	2
For Sale only	1	1
Rented or Sold but not occupied	0.8	0.6
For seasonal, recreational or occasional use	11	6
For migrant workers	0.1	0.1
Other vacant	2	3
All occupied units: Average Household Size	2.27	2.45

Source: U.S. Bureau of the Census. 2000 Census of Population and Housing, Summary File 1.

2. Type of Housing and Housing Condition

The *Montana Housing Condition Study* is based on property tax data from the Montana Department of Revenue. The purpose of the study was to evaluate the inventory of housing in Montana, reporting on physical condition, quality of construction, age, style, finish, and several other characteristics. The data represent all properties on the tax roles in 1999, but the numbers for 1999 may be understated because of the time lag between when a house comes into service and when it appears on the tax roles.

Table 9 displays number of housing units by type in 2000. According to the 2000 Census, of the 4,881 housing units in Park County outside Livingston in 2000, 3,409 (70%) were single family attached or detached homes and 1,175 were mobile homes or boats, RV's, vans, or other (24%). Statewide, single family homes comprised 70% of total residential housing stock in 2000, mobile homes and boats, etc. 15%.

Table 9: Number of Housing Units by Type

Number of Housing Units by Type – 2000			
Park County, Livingston, Outside Livingston			
	County	Livingston	County Outside Livingston
TOTAL	8,247	3,366*	4,881
1-unit detached	5,731	2,381	3,350
1-unit attached	146	87	59
2 units	257	173	84
3-4 units	257	165	92
5-9 units	186	114	72
10-19 units	139	107	32
20 or more units	208	191	17
Mobile homes	1,307	148	1,159
Boat, RV, van, etc.	16	0	16
<i>*Discrepancy in Livingston housing units vs. table above reflects divergence in extrapolating from sampled households.</i>			

Source: U.S. Bureau of the Census. 2000 Census of Population and Housing, Summary File 1.

Table 10 displays residential units by date of construction. Nearly 18% of all existing housing in Park County was built in the 1970s. More than half of housing stock in 2000 was built prior to 1970.

Table 10: Park County Housing Units

Park County Housing Units – Year Structure Built			
<i>Year Built</i>	<i>All Housing Units</i>	<i>Occupied – by Owner</i>	<i>Occupied – by Renter</i>
Total units	8,247	4,534	2,294
1999-2000	266	155	62
1995-1998	767	457	95
1990-1994	603	340	96
1980-1989	949	512	245
1970-1979	1,454	824	435
1960-1969	660	348	240
1950-1959	674	417	210
1940-1949	595	277	215
1939 and earlier	2,279	1,204	696
Median year built	1969	1970	1961

Source: U.S. Bureau of the Census. 2000 Census of Population and Housing, Summary File 1.

Tables 11 and 12 below display information on housing stock by numbers of bedrooms and bathrooms in 2000 and 1999, respectively. A total of 52% of all units had three or more bedrooms. More than 70% had one or fewer bathrooms.

Table 11: Housing Units by Number of Bedrooms

Park County Occupied Housing Units by Number of Bedrooms	
Total units	6,828
No Bedroom	281
One Bedroom	921
Two Bedrooms	2,063
Three Bedrooms	2,501
Four Bedrooms	750
Five or More Bedrooms	312

Source: U.S. Bureau of the Census. 2000 Census of Population and Housing, Summary File 3, Housing Profile 2.

Table 12: Housing Units by Number of Bathrooms

Park County Residential Housing Units by Number of Bathrooms	
Total units	7,358
None	511
One Bathroom	4,678
Two Bathrooms	1,929
Three Bathrooms	200
Four or five Bathrooms	40

Source: Montana Housing Condition Study

The *Montana Housing Condition Study* has considerable information on physical condition of residences, based on Montana’s appraisal system. The rating system for residential housing condition is shown Table 13.

Table 13: Montana Appraisers’ Rating System of Physical Condition of Residential Housing

Montana Appraisers’ Rating System of Physical Condition of Residential Housing	
Unsound	Structurally unsound , not suitable for habitation, and subject to condemnation. It may be possible that the dwelling is occupied, but still unsound
Poor	Shows many signs of structural damage (such as sagging roof, foundation cracks, etc.) combined with a significant degree of deferred maintenance
Fair	Structurally sound condition, but has greater than normal deterioration relative to its age
Average (Normal for Rentals)	Shows only minor signs of deterioration caused by normal “wear and tear.”
Good	Shows an above ordinary standard of maintenance and upkeep in relation to its age
Excellent	Exhibits an outstanding standard of maintenance and upkeep in relation to its age

Source: *Montana Housing Condition Study*

Table 14 displays housing condition status for 7,333 residential units in 1999 in Park County (25 units were missing data). Approximately five percent of all housing units in Park County were in unsound or poor condition in 1999, according to the *Montana Housing Condition Study*. Statewide, housing in unsound or poor condition was approximately four percent of total residential housing stock.

Table 14: Physical Condition of Residential Housing in Park County - 1999

Physical Condition of Residential Housing in Park County - 1999		
<i>Condition</i>	<i>Number</i>	<i>Percent</i>
Total	7,333	100
Unsound	48	1
Poor	275	4
Fair	990	13
Average	2,880	39
Good	2,800	38
Excellent	340	5

Source: *Montana Housing Condition Study*

3. Housing Demand and Supply

The 2000 Census counted 3,744 households and 4,887 housing units in Park County outside Livingston. A “household” consists of all the people who occupy a housing unit including the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. The average number of persons per household in Park County outside Livingston in 2000 was 2.35, slightly lower than the state average of 2.45. This average number of persons per household is derived by dividing the total number of persons in households (8,808) by the total households (3,744).

Table 15 displays information related to housing availability in Park County (including Livingston), using data on housing condition from the *Montana Housing Condition Study*. The total number of housing units available in fair or better condition for full-time residents is calculated by reducing total number of units (7,358) by number of units in unsound or poor condition (323) and by the number of seasonal housing units (875). Using this method, the number of housing units available in fair or better condition was 6,160 units in 2000, or 83.7% of total housing units. The number of housing units available in fair or better condition may be somewhat understated because it is possible that some seasonal units may be counted both as seasonal units and as housing in unsound or poor condition.

The information from the *Montana Housing Condition Study* indicates it is likely that some households in Park County are living in substandard housing and that the margin between supply and demand is quite close.

Table 15: Housing Units Available in Fair or Better Condition in Park County in 1999

Housing Units Available in Fair or Better Condition in Park County in 1999	
Total Units	7,358
Less Housing in Unsound or Poor Condition	323
Less Seasonal Housing Units	875
Total Housing Units Available For Full-time Residents in fair or better condition	6,160
Number of Households, 2000	6,828
Units Available in fair or better condition (Supply less # Households)	-668

Sources: Total Units and Units in Unsound or Poor Condition: *Montana Housing Condition Study, 199*; Seasonal Housing and Number of Households: *U.S. Census 2000, Summary File 1*.

4. Affordability of Housing

The *Economic and Demographic Analysis of Montana*, issued by the Center for Applied Economic Research at Montana State University-Billings in December 2003, measured housing affordability for homeowners and renters in Montana. A 3-bedroom rental in Park County was

found to average \$714 monthly, and a 3-bedroom purchase was found to cost \$1,285 monthly. Both figures include all basic housing costs, such as utilities, insurance, taxes, interest, and so forth, as applicable.

The U.S. Department of Housing and Urban Development (HUD) sets income limits that determine the eligibility of applicants for assisted housing programs. HUD estimates median family income (one-half of families have higher income, one-half of families have lower income) for a family of four (base) and adjusts this income number for different family sizes. The median family income for Park County residents in 2003 was \$42,500 (and \$39,570 for all of Montana).

HUD then calculates three income categories for a four person household:

1. **Lowest Income:** 0-30% of median family income – up to \$12,650 for Park County families in 2003;
2. **Very Low Income:** 31-50% of median family income – from \$12,650 to \$21,100 for Park County families; and
3. **Low Income:** 51-80% of median family income – from \$21,100 to \$33,750 for Park County families.

Affordability of rental and purchased houses for Park County families in these three income categories is presented in Table 16.

Table 16: Housing Affordability Based on Median Family Income

Housing Affordability Based on Median Family Income (MFI)								
	Monthly housing cost		Can family of 4 afford to rent (R) or purchase (P) a 3-bedroom house without a cost burden*?			Can family of 4 afford to rent (R) or purchase (P) a 3-bedroom house without a severe cost burden*?		
	3-BR rental	3-BR purchase	Lowest income families	Very low income families	Low income families	Lowest income families	Very low income families	Low income families
Park County	\$714	\$1,285	<i>R-No</i> <i>P-No</i>	<i>R-No</i> <i>P-No</i>	<i>R-Yes</i> <i>P-No</i>	<i>R-No</i> <i>P-No</i>	<i>R-Yes</i> <i>P-No</i>	<i>R-Yes</i> <i>P-Yes</i>
Montana Average	\$716	\$1,032	<i>R-No</i> <i>P-No</i>	<i>R-No</i> <i>P-No</i>	<i>R-Yes</i> <i>P-No</i>	<i>R-No</i> <i>P-No</i>	<i>R-Yes</i> <i>P-No</i>	<i>R-Yes</i> <i>P-Yes</i>
*HUD's definition of a cost burden is when at least 30% of a household's monthly income is spent on housing costs, including utilities such as energy. HUD's definition of a severe cost burden is when 50% or more of monthly income is spent on housing costs.								

Source: Modified from *Economic and Demographic Analysis of Montana, Vol. III – Housing Profile*

In Park County, none of the three income categories can afford to purchase a 3-bedroom home without incurring a cost burden. The very low income category and lowest income category also can not afford to rent adequate housing without incurring a cost burden.

Looking at conditions under which families incur a *severe* cost burden, only the low income category can afford either renting or owning an adequate home. The very low income category can afford to rent, but not own, a home. And the lowest income category still can not afford to either rent or own adequate housing without incurring a severe cost burden.

5. Housing Assistance

Housing assistance is available to persons who meet income guidelines, and to seniors and persons with disabilities. Agencies providing assistance in Park County include various programs under Housing Division (including CDBG and HOME programs) of the Montana Department of Commerce and U.S. Department of Agriculture Rural Development.

Rental Assistance

Park County has one 20-unit subsidized apartment complex, The Timberline, in Livingston. This single residence is considered far from adequate to meet the need for rental assistance in the county, where demand in general is said to be increasing, “especially with this winter’s much higher power bills.” (O’Connor) Affordability measures such as those provided in the previous section, above, tend to confirm this assessment.

Persons meeting income and/or age requirements are eligible for rental assistance from HUD, Section 8 Rental Voucher Program and from U.S. Department of Agriculture (USDA) Rural Development through subsidized housing. Park County is part of a three-county district in this program, which has a two-year waiting list for families to receive assistance. Currently assistance is provided for 80 to 100 families at any one time. (O’Connor)

The voucher program allows the tenant to choose a house or apartment as long as it meets program standards. Rent is paid with a combination of tenant payments and Section 8 voucher assistance. Tenants must use at least 30% of their adjusted gross income as payment toward rent, but can use up to 40% if the rental unit exceeds Section 8 Rental Standards. The amount of voucher assistance is determined by tenant’s income and family size. The Section 8 voucher program can also provide utility assistance to the tenant if utilities are not included in the rental costs.

Assistance for Home Purchase, Rehabilitation, and Utility Costs

The Human Resource Development Council (HRDC) in Park County developed a Land Trust to provide affordable home ownership opportunities through subsequent purchasers. Working with the Park County Habitat for Humanity, the Park County Land Trust has a supply of 12 homes. Mortgages for the Land Trust homes are provided through the USDA’s Rural Home Loan Partnership and the Montana Board of Housing. Homes in the Land Trust cost about \$100,000 to develop and have mortgages of around \$70,000. They are available to families below 80% of the area median income. The HRDC has recently concentrated efforts on preserving existing affordable housing in Park County.

HRDC also administers the Low Income Energy Assistance Program for persons in Park County needing help paying utility bills. Assistance is provided to persons of any age, based on income,

number of persons in the household, number of rooms in the housing unit, type of fuel, and other factors. Assistance is provided from October 1 through April 30 of each year.

USDA Rural Development assists homebuyers with loan assistance (502 program) or loan guarantees. USDA Rural Development provides single-family housing assistance in Park County through its Bozeman office. The 502 program provides financing options for low and very low income families with little or no down payment, and reduced interest rates. The guaranteed loans are used to assist low to moderate income families who cannot obtain conventional financing without assistance. Under this program, Rural Development provides a 90% guarantee to traditional lender loans. This eliminates down payment costs and insurance premium costs.

Rural Development also provides home improvement loans and grants under its 504 program. Applicants must have annual income that does not exceed the very low income limit. Only persons 62 years of age or older are eligible for grants.

6. Group Quarters

The U.S. Census Bureau defines group quarters as those quarters that house all persons not living in households. Typical types of group quarters include nursing care facilities, group homes, detention centers and dormitories. The 2000 U.S. Census identified 214 persons living in group quarters in Park County. Of those, 85 were living in nursing homes, 17 in correctional institutions, and 112 in non-institutional group quarters other than college dormitories and military quarters.

CONCLUSIONS AND PROJECTED TRENDS

Trends in both population growth and housing affordability in Park County indicate that housing is already and will become increasingly less affordable for county residents.

The supply of housing in the county is getting tighter, even as the county adds housing units at a rate greater than its population growth. The reasons may be principally two-fold: Average household size that is getting smaller (therefore requiring more housing units) and the large percentage of housing units that are for seasonal use rather than full-time residents.

Programs that provide assistance with housing rehabilitation and remodeling or additions could potentially address some of the housing needs of county residents, particularly those living in poverty.

Consultation

Alliance Development Corporation, *Park County Comprehensive Economic Development Strategy*, November 2002.

Montana Department of Commerce, Census and Economic Information Center, Helena, at <http://ceic.commerce.state.mt.us/CenPopHousSF1.html> and at http://ceic.commerce.state.mt.us/C2000/SF12000/SF1Detailed/DetailedCty/sf1ctyData/sf1_067.pdf, March 2004.

Montana State University-Billings, Center for Applied Economic Research, *Economic and Demographic Analysis of Montana, Vol. III – Housing Profile*, December 2003, prepared for Montana Dept. of Commerce, at http://housing.state.mt.us/Hous_ConsPlanappls.html.

Montana State University-Billings, Center for Applied Economic Research, *The Price of Housing in Montana, 2002*, prepared for Montana Dept. of Commerce, May 15, 2003.

O'Connor, Peggy. Housing advocate and office manager, Human Resource Development Council, Livingston. Phone conversation, March 12, 2004.

Pallister, Casey. Research associate, Housing Program, Montana Department of Commerce. Phone conversation, March 30, 2004.

Park County, Montana. *Comprehensive Plan*, March 25, 1998.

Roberty, Caren. Associate director for community development, Human Resource Development Council, Region 9. Phone conversation and e-mail, April 2, 2004.

Sonoran Institute, *Population, Employment, Earnings and Personal Income Trends—Park County Montana*, June 2003.

U.S. Bureau of Census, www.census.gov, Washington, D.C., Decennial census information and Population Estimates Program, March 2004.

Upper Yellowstone River Task Force, *Final Report*, December 2003.

Upper Yellowstone River Task Force, *Socioeconomic Assessment of the Upper Yellowstone River Valley*, December 2002.

Wirth, Theodore and Associates. *Comprehensive Area-Wide Water and Sewer Plan, State of Montana, Volume 14. Gallatin, Park and Sweet Grass Counties*, 1971.

LAND USES

KEY FINDINGS

More than half of the Park County’s land area is publicly owned, with most of that in forest lands and managed by the U.S. Forest Service.

The county is susceptible to natural disasters, particularly earthquake, flood, and wildfire.

Agriculture is historically the principal human land use in the county and, though declining in economic importance for the past several decades, is still regarded as integral to the county’s character, appearance, and quality of life.

Citizens of Park County have indicated awareness of the value of the county’s historic land uses, both agricultural and natural, and a desire to preserve these uses while honoring private property rights.

Seven sites in the county are listed by the state as priority environmental cleanup locations.

Conversion of historically agricultural lands and some natural lands to residential development has occurred gradually over the past several decades, but speeded greatly in the 1990s.

While most of the county is not zoned, there are five petitioned zoning districts in the county.

The county has hundreds of parcels where development could occur without further public review.

1. Size and Principal Features

Park County is 2,667 square miles in area—about 10% larger than the state of Delaware. The county’s shape, which approximates that of a capital letter ‘L,’ is significant in creating substantial distances between its northern and southeastern parts—creating difficulties and expense in delivering services.

The southern end of Park County is bounded by the Absaroka Mountain Range on the east and by the Gallatin Mountain Range on the west, with elevations ranging from 4,000 to 10,000 feet. The Bridger and Bangtail mountain ranges bound the western part of the county, with elevations to 9,000 feet. The eastern side of the Shields River Valley is bounded by the Crazy Mountains, with elevations up to 11,000 feet. Slopes in Park County range from less than 2% to more than 30%. The valley floors are relatively flat, while large portions of the remainder of the county include areas with slopes in excess of 30%.

Some areas of Park County are heavily forested. Forest habitat within the county typically occurs adjacent to mid to upper elevation foothill grasslands. Foothill grasslands are the single largest land-cover type in all areas of the county (except in the Cooke City area). This habitat type is located on relatively flat to steep mountain benches and foothills. The majority is located on private ranches.

Water covers 10.5 square miles of the county. The Yellowstone River within Park County extends north from Gardiner through Livingston and then east toward Billings. The Shields River flows from the north and joins the Yellowstone halfway between Livingston and Springdale. Wetland areas are typically small in Park County.

There are four large irrigation ditches in Park County: Park Branch Canal, Livingston Ditch, Mill Creek Pipeline, and Paradise Valley Canal. Irrigated farmland is usually in hay meadows and small grain crops.

Park County has a cool, semiarid climate typical of high elevation areas in the mountains and valleys of the northern Rocky Mountains. There are distinct wet and dry seasons, and freezing temperatures can occur at any time of the year. Average annual precipitation measures about 16 inches, although this is highly variable from one part of the county to another, depending mostly on elevation. Lower elevations average 10 to 11 inches of annual precipitation. The United States Forest Service (USFS) snotel station (snow measuring station) located in Fisher Creek has recorded as much as 80 inches of precipitation in one year; the average is about 60 inches.

Park County's growing season ranges from 90 to 110 days, generally starting at the end of May and running through mid-September. Winter weather is often harsh, usually beginning as early as September and lingering until June. According to the Western Regional Climate Center, the average daily low in Livingston (airport readings) in January between 1961 and 1990 was 17.4 degrees Fahrenheit. The average daily high in July was 84.4 degrees.

2. Natural Hazards

Geologic

The U.S. Geological Survey reports that Montana is “one of the most seismically active states in the Union.” Since 1925, the State has experienced five shocks that reached intensity VIII or greater on the Modified Mercalli Scale. Montana's earthquake activity is concentrated mostly in the mountainous western third of the state

(http://neic.usgs.gov/neis/states/montana/montana_history.html).

In Montana, the zone of highest seismicity (most earthquake-prone) is the Intermountain Seismic Belt, which trends northwesterly from Yellowstone National Park and includes most of the southwestern and central western parts of Park County. According to the state office of Disaster and Emergency Services, most of the earthquake activity in the state occurs within this zone

(<http://www.discoveringmontana.com/dma/des/Earthquakes.htm>).

A plotting of Montana seismic risk zones by the International Conference of Building Officials places the far southwestern corner of Park County in Risk Zone 4—the zone of greatest risk, with “highly probable major damage” to structures in the event of a major earthquake. Risk Zone 3—the next greatest risk classification, with “probable major damage”—includes approximately the southwestern half of the county, with the northeastern border of this zone entering the county just west of Silver Gate and running northwesterly through Livingston and out of the county

approximately at Brackett Creek. The remainder of the county, including the Cooke City area and the areas laying east and north of Livingston, are categorized in Risk Zone 2B: “possible damage.”

Wildland Fire

Increased conversion of historically natural and agricultural lands to residential development increases exposure of people and structures to threats from wildfire. Numerous county officials report that increased occurrences and extent of wildfires from 2000 to the present have burdened the county and other government units with unanticipated costs of protecting lands recently converted to residential use. Findings regarding wildfire are reported in the Natural Resources section of this report, under “Wildland Fuels.”

Flood

Park County is susceptible to flooding, principally from the Yellowstone and Shields rivers. Record flood stages were reached on the Yellowstone near Livingston in June of 1996 and 1997—both events were statistically considered “100-year” floods. Findings regarding flooding are reported in the Natural Resources section of this report, under “Floodplains.”

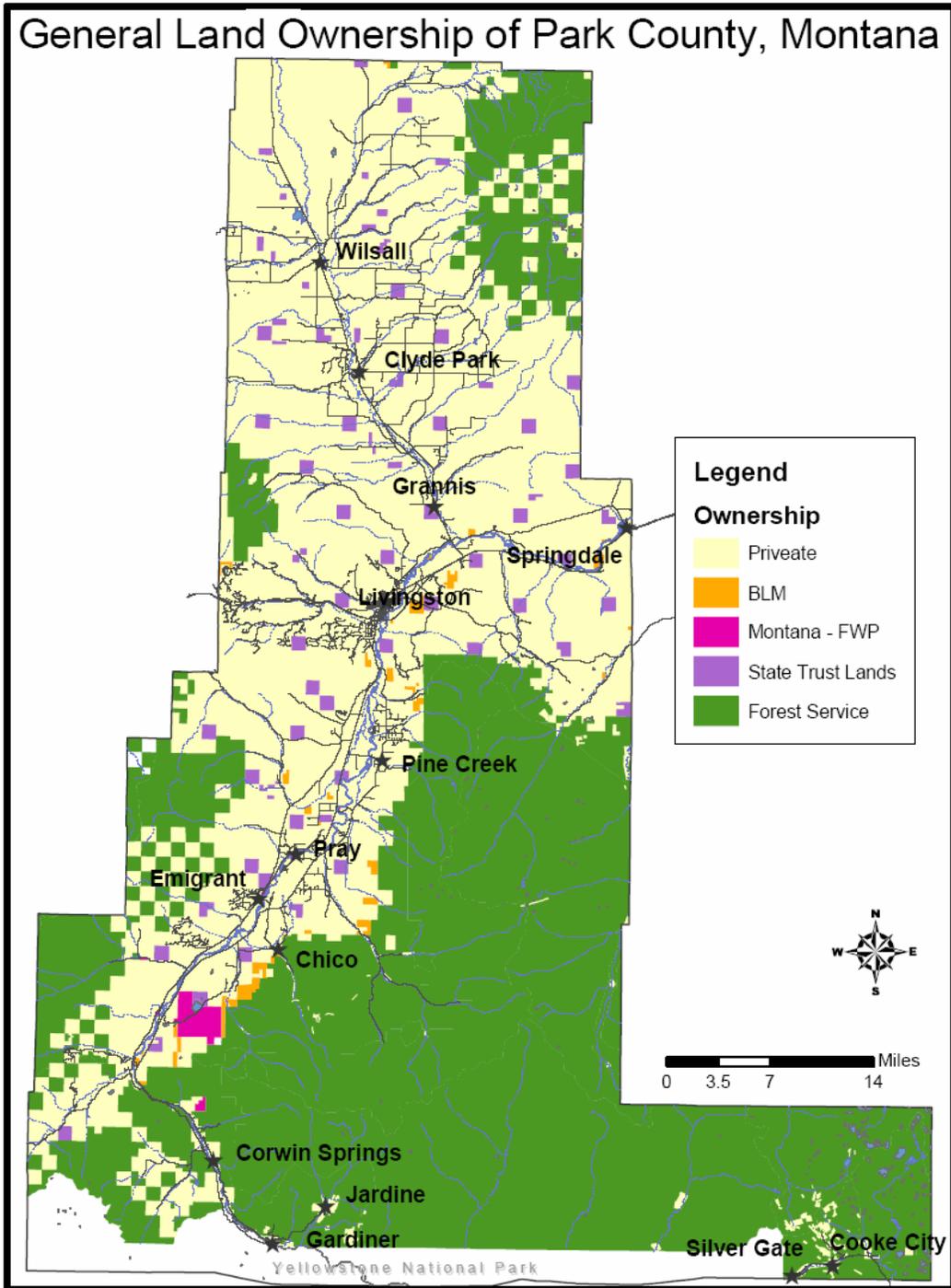
3. Land Ownership

Of Park County’s total area of approximately 1,681,280 acres, the U.S. Forest Service manages 841,932 acres, or 49.4% of the county’s total area. (See Map 2). Other federal holdings, including 8,323 acres managed by the Bureau of Land Management, raise total U.S. government land to just over half of the county’s total area. The county’s private lands total 807,307 acres, or 47.3% of total area. Lands held by the state amount to about 2% of total area. Of that, lands held in trust by the Montana Department of Natural Resources and Conservation and administered by the department’s Trust Land Management Division totals 33,400 acres (Daruk), with the remaining acreage held by the Department of Fish, Wildlife, and Parks.

Most of the land in Park County lying south of Livingston is forested; the most notable exception being the Yellowstone River valley, which is principally in agricultural production—mostly grazing. Most of the land lying north of Livingston is private. Here, too, agriculture predominates; the Shields River valley includes large areas of croplands as well as grazing lands. Livestock has been the main agricultural activity in Park County from the area’s first settlement by whites. Most croplands, meanwhile, are used to produce small grains (Wirth).

More than 800,000 acres of the Gallatin National Forest are located in Park County. The Forest Service provides for a variety of activities including biking, cross country skiing, dog sledding, dude ranch/resorts, fishing, hiking/backpacking, horseback riding, hunting, rafting, snowmobiling, and others.

Map 2: General Land Ownership of Park County, Montana



Created By the City of Livingston & Park County GIS Department, 2004
This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution. The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery

Source: Park County Comprehensive Economic Development Strategy, November 2002

4. Use Changes

Residential development

Today, an increasing number of large tracts of ranch and farmland are being subdivided into small ranches and residential subdivisions. This dynamic may be best reflected statistically in the total land acreage in ranching and farms in Park County, as measured every five years by the U.S. Department of Agriculture's Census of Agriculture.

The agriculture census counts of 1992 and 1997 indicate that Park County's total land in farms (and ranches) decreased by 4% over those five years and that the average size of farms dropped by 12%.

Increasing population density may also indicate more intense residential development. Park County's private lands experienced a 7.8% increase in population density from 1990 to 2000, according to U.S. Census figures. The density of rural homes on private lands in Park County increased by 51.6% between 1985 and 1999. (See Table 17.) The Sonoran Institute's comparable figures for the entire Greater Yellowstone Ecosystem (all counties of Montana, Idaho, and Wyoming surrounding Yellowstone National Park) show population density on private lands increased by 18.7%, while rural homes density increased by 32.8%. Park County's gain in rural home density outpaced that of the Yellowstone region by nearly 19 percentage points, yet the county's population density gain was nearly 11 percentage points less than for the region.

A close statistical look at conversion of natural and agricultural lands to residential subdivisions was undertaken by the Governor's Upper Yellowstone River Task Force. The Socioeconomic Assessment Final Report of the task force, issued in December 2002, reported that the average value of ranches in Park County had increased to almost double that of ranches in all of Montana, even though the average Park County ranch is smaller than the average Montana ranch. "High land values prompt ranchers to sell their property to reap the financial gains for retirement or for relocating their ranches to cheaper locales." The land value is so high—estimated at \$25,000 to \$35,000 per animal unit (*Final Report*, page 80)—that "the opportunity costs for ranchers to *not* sell their property and move their operations ... have risen greatly, creating a strong incentive for ranchers to sell their Park County lands." [Italics in original.]

Nonetheless, the number of houses in the task force's study area has increased dramatically over time—by 555% over the 50 years from 1948 to 1998, according to the task force's final report on Historic Watershed Land Use Assessment. And the increase was shown to be accelerating, with a 99% increase in the number of houses between the years 1948 and 1979 and a 229% increase from 1979 to 1998.

Table 17: Park County Subdivisions, 1973-2003

Park County Subdivisions, 1973-2003			
<i>Year</i>	<i>Number of Subdivisions</i>	<i>Number of Lots</i>	<i>Annual Average</i>
1973	1	14	1973-79 = 4.4 Subdiv and 40.7 Lots
1974	3	76	
1975	4	23	
1976	4	23	
1977	7	55	
1978	6	41	
1979	6	53	
1980	3	8	1980-89 = 2.6 Subdiv and 11.1 Lots
1981	4	11	
1982	2	11	
1983	3	5	
1984	3	9	
1985	2	38	
1986	5	15	
1987	1	4	
1988	2	5	
1989	1	5	
1990	5	14	1990-99 = 16.3 Subdiv and 57.3 Lots
1991	8	30	
1992	4	11	
1993	4	10	
1994	28	78	
1995	23	95	
1996	21	70	
1997	20	90	
1998	30	114	
1999	20	61	
2000	24	76	2000-03 = 18.2 Subdiv and 59.8 Lots
2001	17	69	
2002	11	40	
2003	21	54	
TOTAL	293	1,194	1973-2003 = 9.5 Subdiv and 38.5 Lots Annually

Source: Park County Planning Department; compiled by
Hillary Roth Taylor, planning assistant

Land Development Guidelines and Regulations

Table 18: Park County Petitioned Zoning – August 2004

In Montana, land use controls generally consist of the following:

- Subdivision regulations
- Zoning
- Floodplain regulations
- Sanitation regulations (such as for wastewater systems)

Park County Petitioned Zoning	
Area	Acres
O'Rea Creek	1,600
Cokedale	1,200
Cooke City/Silver Gate/Colter Pass	1,200
Paradise Valley	2,000
East Yellowstone	1,200

Outside of a zoned area, a person wishing to build on property they own generally needs only to obtain:

- Any necessary sanitation permits
- An electrical permit

Source: Park County Planning Department.

Some other additional requirements may be necessary if:

- Construction falls within environmental review authority of the state of Montana (such as for operations that must be reviewed for discharge to state waters, some energy facilities, etc.)
- Construction or alteration is proposed in or near streams, wetlands, or other water bodies

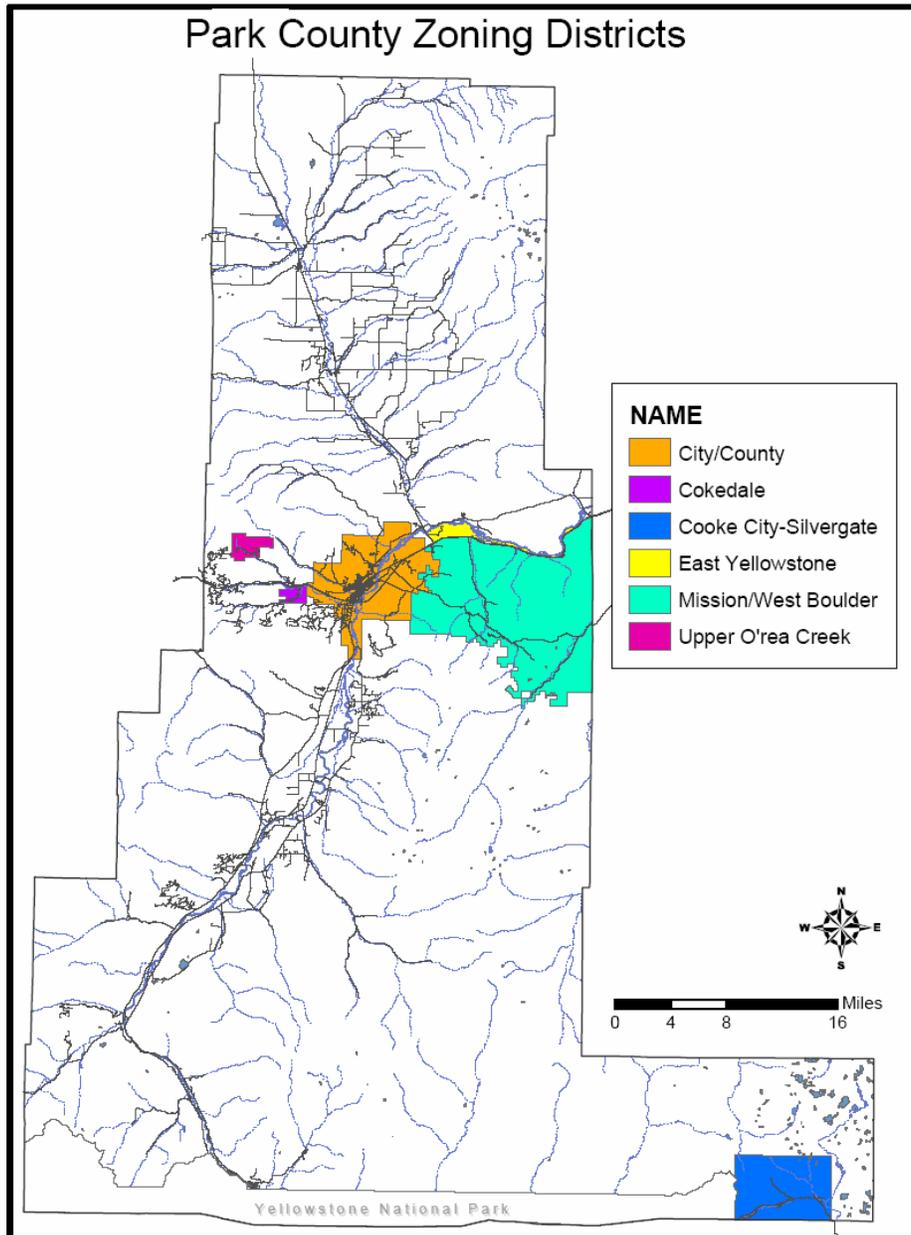
Subdivision regulations regulate the process of platting land into lots and providing public facilities (e.g., roads, water, sewer, storm drainage) to the lots. State law requires counties and municipalities to adopt and enforce subdivision laws. These laws have been in effect for several decades and have changed over time. Not all divisions of land require subdivision review. Only subdivisions that create parcels of at least a minimum size are required to be reviewed under subdivision law. The minimum size has changed over time and currently any parcel less than 160 acres must be reviewed. Prior to mid-1990s, minimum size requiring review ranged from five to 20 acres.

Zoning regulations are somewhat broader than subdivision regulations. They typically apply to new development (whereas subdivision only applies to the creation of new land parcels). Zoning often provides measures to address issues of incompatible use and setting standards that protect both public and private property owners. Modern zoning in the United States began as early as the 1800s when city governments began preventing slaughterhouses from locating in residential neighborhoods and requiring spacing between buildings to prevent spread of fire.

Most of Park County, including the city of Clyde Park, is not zoned. However, there are five petitioned zoning districts in the county, and the city of Livingston and the area around it is zoned. (Note: Map 3 was produced before action in 2004 that voided one listed zoning district, Mission Creek/West Boulder, and created another, Paradise Valley.) The petitioned zoning districts were created in accordance with state law, which requires concurrence of 60% of all landowners in the prospective district. The five petitioned districts are listed in Table 18 and shown on Map 3.

A Livingston city-county planning board was established in 1966 to advise both the county commissioners and the city council on land use issues. Today, the county develops and administers the zoning regulations in the area formerly known as the city-county planning area outside of the Livingston city limits.

Map 3: Park County Zoning Districts – August 2004



Created By the City of Livingston & Park County GIS Department, 2004
This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution.
The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

*Source: Park County Comprehensive Economic Development Strategy,
November 2002*

The Park County Planning Department administers all county zoning regulations, subdivision regulations, and floodplain regulations. The department administers the Community Transportation Enhancement Program (CTEP) program in conjunction with the Montana Department of Transportation. The Planning Department also oversees the 319 groundwater study for Paradise Valley and is the designated liaison for the Winter Use Supplemental Environmental Impact Statement (SEIS) process for Yellowstone National Park.

Park County has adopted flood plain development regulations and a floodplain mitigation plan. The Upper Yellowstone River Task Force, in conjunction with U.S. Geological Survey, developed new floodplain and floodway maps for the Yellowstone River from Point of Rocks to Mission Creek.

Land Remediation

The 1989 Montana Comprehensive Environmental Cleanup and Responsibility Act (CECRA) provides the state Department of Environmental Quality with similar authorities as provided under the federal Superfund Act (CERCLA). With the passage of CECRA, the state Superfund program became the CECRA Program.

Park County has seven facilities on the CECRA Priority List:

- McLaren Mill Tailings, Cooke City
- New World Mine, Cooke City
- Jardine Arsenic Tailings, Jardine
- Burlington Northern Livingston Shop Complex, Livingston
- Mission Wye, Livingston
- Strongs Post Yard, Livingston
- Yellowstone Bridge Asbestos, Livingston

(Source: <http://www.deq.state.mt.us/StateSuperfund/PDFs/cecralistbycounty.pdf>)

Cleanup work is underway at the New World Mining District, which covers 40 square miles near Cooke City. The project includes cleanup of contaminated water from past mining activity, and it employs several people in the county.

Currently, Park County has a hazardous material awareness program, but not a response program. Hazardous material response is available from Bozeman through a mutual aide agreement.

CONCLUSIONS AND PROJECTED TRENDS

With a lengthy, persistent, gradual decline in the profitability of agricultural operations and the coincident steep rise in the value of historically agricultural lands, an ever-increasing number of long-time ranching and farming families may be economically compelled to sell all or part of their land for residential development.

Future demand for conversion of more lands to residential development is unlikely to abate, other than in times of national economic weakness such as in 2001-02. Other factors—particularly the perceived high quality of life in Park County, the county’s proximity to Yellowstone Park, and

the demographic force of a retiring Baby Boom generation—are almost certain to exert continuing pressure to develop land for the coming 20 years or more.

Consultation

Alliance Development Corporation, *Park County Comprehensive Economic Development Strategy*, November 2002

Carlisle, Cathy. Contact representative Montana State Office, U.S. Bureau of Land Management, Billings. Phone conversation, March 17, 2004.

Daruk, Connie. Budget analyst, Trust Lands, Trust Land Management Division, Montana Department of Natural Resources and Conservation. Phone conversation, March 19, 2004.

Golnar, Steve. City manager, City of Livingston. Meeting on February 5, 2004.

Greiff, Cheri. Zone Human Resources Office, U.S. Forest Service, Bozeman, MT. Phone conversation, March 23, 2004.

International Conference of Building Officials, Whittier, Calif. *Montana Seismic Risk Zones*, updated September 1994.

Nelson, Denise. Park County clerk and recorder. Phone conversation and e-mail correspondence. March 11, 2004.

Park County, Montana. *Comprehensive Plan*, March 25, 1998.

Park County and City of Livingston, *Intergovernmental Agreement*, December 18, 2002.

Robbins, Jackie. Park County planner and co-floodplain administrator. Phone conversation, March 29, 2004.

Sonoran Institute, *Population, Employment, Earnings and Personal Income Trends—Park County Montana*, June 2003.

Upper Yellowstone River Task Force, *Final Report*, December 2003.

Upper Yellowstone River Task Force, *Historic Watershed Land Use Assessment of the Upper Yellowstone River Valley*, June 2003.

Upper Yellowstone River Task Force, *Socioeconomic Assessment of the Upper Yellowstone River Valley*, December 2002.

Wirth, Theodore and Associates. *Comprehensive Area-Wide Water and Sewer Plan, State of Montana, Volume 14. Gallatin, Park and Sweet Grass Counties*, 1971.

NATURAL RESOURCES

KEY FINDINGS

Water quality, availability, and occurrence is highly variable, but the formations yield water of good quality in sufficient quantities for domestic use in most locations in the river valley bottoms.

Groundwater quality in most of the county is excellent.

The primary surface waters in Park County are the Yellowstone and Shields Rivers and their tributaries.

In general, deeper, gravelly alluvial soils in the valley bottoms have properties conducive to development. These soils are mostly well-drained although permeability varies by location. On the valley edges and foothills, bedrock is closer to the surface.

The Upper Yellowstone River contains a premiere trout fishery.

Varying levels of conflict exist between humans and deer, elk, mountain lions, grizzly and black bears, gray wolves, and beavers in Park County.

Historically grassy areas near rural residences have filled in with sagebrush and juniper. This has created a highly flammable fuels situation in the wildland urban interface.

Park County enjoys excellent air quality. The visual quality of the landscapes in Park County is world-class. Residential infilling in the valley bottoms is visually evident.

Park County is rich in archeological resources.

1. Water Resources

Surface Water

The surface waters in Park county flow primarily from the four mountain ranges within and surrounding the county, the Absaroka, Bridger, Crazy, and Gallatin ranges. The wide variations in elevation add to the complex drainage system. Groundwater also contributes to the surface water resource.

The county contains two major drainages, the Yellowstone River and the Shields River, and portions of their tributaries. The Yellowstone River is the nation’s longest free-flowing river. In Park County, it flows from Gardiner north through Livingston and then turns to the east. The headwaters of the Yellowstone River are located in the National Park to the south.

Due to the importance of the river and concerns about impacts to it, Governor Racicot established the Upper Yellowstone River Task Force in 1997, to take a science-based approach to watershed assessment. The task force “conducted an interdisciplinary study effort to assess the cumulative effects of bank stabilization, channel modification, and natural events on the physical, biological, and

cultural attributes of the upper Yellowstone River.” (Upper Yellowstone River Task Force Final Report, December 2003.) Through the work of the task force, a number of scientific studies were completed on the Yellowstone River. Final recommendations presented in 2003, address bank stabilization, bridges, financial incentives, fisheries, floodplain development, future science, new stakeholder groups, the 9th Street Island, noxious/invasive plants, management decisions, and public structures.

A relatively small number of surface discharge facilities are permitted in the county. The DEQ reports no outstanding concerns with respect to violations of the existing permits. (See Table 19.)

Table 19: Water Quality Discharge Permits in Park County

<i>Facility Name</i>	<i>Location</i>	<i>Discharge Category</i>
Avalon Living, Inc.	Emigrant	Residential Care
Big Sky Services Industrial Laundry	Livingston	
Chico Hot Springs	Pray	Sewerage
Crazy Mountain Ranch	Clyde Park	Sewerage
Gardiner Sewage Treatment	Gardiner	Sewerage
Livingston, City of (swimming)	Livingston	Amusement and Recreation Services
Livingston Rail Yard/Montana Rail Line	Livingston	Railroads
TVX Mineral Hill	Jardine	Gold Ores

Source: Environmental Protection Agency website (<http://www.epa.gov>)

The high country of both the Gallatin and Crazy Mountain ranges form the headwaters of the Shields River. The Shields flows to the south and east, entering the Yellowstone River between Livingston and Springdale. Both the Yellowstone and Shields Rivers provide irrigation waters for stock watering and agricultural production, and habitat for fisheries. Adjacent riparian communities provide habitat for additional wildlife species.

These two rivers provide water for irrigation, livestock, domestic and municipal needs, fish, and recreation opportunities. Small, privately-owned reservoirs that provide water storage are scattered around the county.

Floodplains

One hundred-year floods occurred on the Yellowstone River in both 1996 and 1997. These events generated a great deal of interest in floodplain issues in Park County and among state and federal agencies. In October of 2003, the U.S. Army Corp of Engineers provided the county with an updated floodplain map of the Yellowstone River from Gardiner to the Park County-Sweet Grass County line. The new map, which has not yet been adopted by the County Commissioners, has generated controversy because of the addition of the floodway and the volume calculations which were used. Many new properties are now identified as being in the floodway. The floodplains of the Shields and

Yellowstone Rivers along with a number of their tributaries, and Soda Butte Creek have been mapped. Cooke City zoning regulations do not allow building in the floodplain of Soda Butte Creek.

The Park Conservation District is responsible for administering the Stream Bed and Bank Preservation Act in the county. The district reports that with the exception of fluctuations for drought and flooding, they have a fairly stable program of processing approximately 80 “310 permit” applications per year. According to a report prepared by American Rivers and the Greater Yellowstone Coalition, the number of structures in the 100-year floodplain of the Yellowstone River in Park County increased from 379 to 594 between 1980 and 2000.

There are four general regulatory requirements set under the National Flood Insurance Program administered by the Federal Emergency Management Administration.

- All development in the floodplain must have a local permit.
- New buildings in the floodplain must be built or located to resist flood damage.
- Additions, improvements or repairs to a damaged building that exceed 50% of the original building’s value also must be made flood-resistant.
- Only certain types of development are allowed in the floodway part of the floodplain.

The county planner also serves as the co-floodplain administrator, with the county sanitarian.

Groundwater

The availability and quality of ground water is dependent on geological conditions. The geology of Park County is complex and has been shaped by deposition, uplifting, and volcanic and glacial action. Potential water yields from the different formations vary greatly.

The Montana Bureau of Mines and Geology has two groundwater studies underway: one including the area north of Livingston and the Shields valley, the other in Paradise Valley. The project north of Livingston will inventory wells to learn about the groundwater systems, including the location of the aquifers and the water quality. This area of the county has numerous springs with good yields and good water quality.

Several inter-related aquifers are located under the Paradise Valley. The wells have been inventoried and pump tests conducted to determine yields. Based upon the pump tests, wells completed in glaciofluvial deposits in the northern part of the valley are capable of producing large yields (greater than 100 gallons per minute.) Groundwater is also available in glacial till and alluvial fan deposits, but yields are typically lower (less than 100 gallons per minute.) Seasonal stream runoff is extremely important to the groundwater recharge in this valley. Well water is at its lowest level in the spring and highest in mid to late summer in response to snowmelt. Near the Yellowstone River bottom, the depth to groundwater may be as close as 100 feet, but higher in elevation and further away from the valley bottom, depths to groundwater can be several hundred feet. In general, the water quality has been found to be excellent in the valley.

As of February 2004, a total of 4118 water records were listed for Park County in the Montana Bureau of Mines and Geology Ground Water Information Center data base. Most of the ground water appropriations lie in the Yellowstone and Shields River valleys. These records include wells,

springs, boreholes, and coalbed methane wells. Thirty-six records are for boreholes, the majority filed by the Montana Department of Transportation, and eight records are for springs. All of the remaining records are for wells. Ground water from wells and springs is used in numerous locations in the county. The communities of Clyde Park, Cooke City, Gardiner, Silver Gate, and Wilsall have appropriated groundwater for municipal uses. (Wirth, 1971)

The Geothermal Steam Act of 1970 covers the management and development of geothermal steam and associated resources. As directed in the act, the Secretary of the Interior identified promising geothermal areas designated as Known Geothermal Resource Areas (KGRAs.) Park County contains one of these areas, the 20,349-acre Corwin Springs KGRA. To date, there have been no leases or applications for geothermal exploration or development for this KGRA. There is a moratorium on both geothermal exploration and development for the Corwin Springs KGRA until the U.S. Geological Survey can conduct an evaluation of the potential impacts to the Yellowstone geothermal system from development outside of the park.

Wetlands

Wetland areas in the county consist of springs, marshes, bogs, river oxbows, beaver ponds, and ponds and lakes. Wetlands are defined by physical (soil and water) and vegetative (plant) characteristics. Wetlands, although not abundant in Park County, are probably the most productive lands in the county in terms of supporting a variety of wildlife and vegetation. Healthy wetlands function to maintain water quality and reduce the impacts of seasonal flooding. Due to high water tables, wetlands are not areas conducive to development and their development is regulated by state and federal statutes.

2. Soil Types

The USDA Natural Resource Conservation Service has completed fieldwork and is in the process of publishing the soil inventory for Park County. Additional detail about soil types and properties will be available upon publication of the inventory.

The highest elevations of the county are rocky and have little to no soil. By contrast, the Yellowstone River valley bottom has alluvial soils, and moderately deep to deep dark brown silty soils including soils with cobbles and gravels. In the Shields River valley, soils contain clay loam, shale, and gravels.

As a general rule, the valley bottoms contain soils with properties conducive to the installation of wastewater systems and development. Soil permeability, however, varies greatly by location and requires site specific investigation. At or near the toe of mountain slopes, bedrock may be encountered.

3. Mineral Resources

Park County has rich mineral deposits located in several areas of the county. In years past, mines in the county have produced lead, gold, silver, and copper. These deposits are no longer being actively mined. The former gold-producing TVX Mineral Hill Mine at Jardine has been reclaimed and is for sale. Reclamation is ongoing at the New World Mine north of Cooke City. The only active, albeit

intermittent, mining in the county is occurring at the decorative rock quarry operated by Montana Travertine near Gardiner. The quarrying will be phased out when the planned land purchase by the Rocky Mountain Elk Foundation occurs and title is then passed to the Forest Service. Action on oil and gas leases on National Forest lands in the Crazy and Bridger Ranges has been suspended for lack of interest. There is no current or predicted oil and gas activity in the county.

4. Fish and Wildlife Resources

The Fishery

The Upper Yellowstone River contains a premiere trout fishery. Rainbow and brown trout were introduced historically into what was once a Yellowstone cutthroat fishery. The Yellowstone and Shields Rivers remain strongholds for Yellowstone cutthroat trout, designated as a species of special concern by Montana Fish, Wildlife, and Parks. (See Table 20.) The U.S. Fish and Wildlife Service is currently in litigation over their recent decision that the petition to list the Yellowstone cutthroat as a threatened/endangered species did not present substantial information. This leaves the future legal status of the Yellowstone cutthroat trout in question.

Table 20: Park County River Fishery

Location	Common or abundant species	Less common or rare species
Main Channel Yellowstone River	Rainbow trout, Brown trout, Yellowstone cutthroat trout, Mountain whitefish, Mottled sculpin, Longnose dace, Longnose sucker, White sucker	Brook trout, Common carp, Burbot, Goldeye, Sauger, Walleye, Shorthead Rehorse
Sheilds River	Rainbow trout, Brown trout, Brook trout, Yellowstone cutthroat trout, Mountain whitefish, Mottled sculpin, Longnose dace, Longnose sucker, White sucker, Mountain sucker, Lake chub	

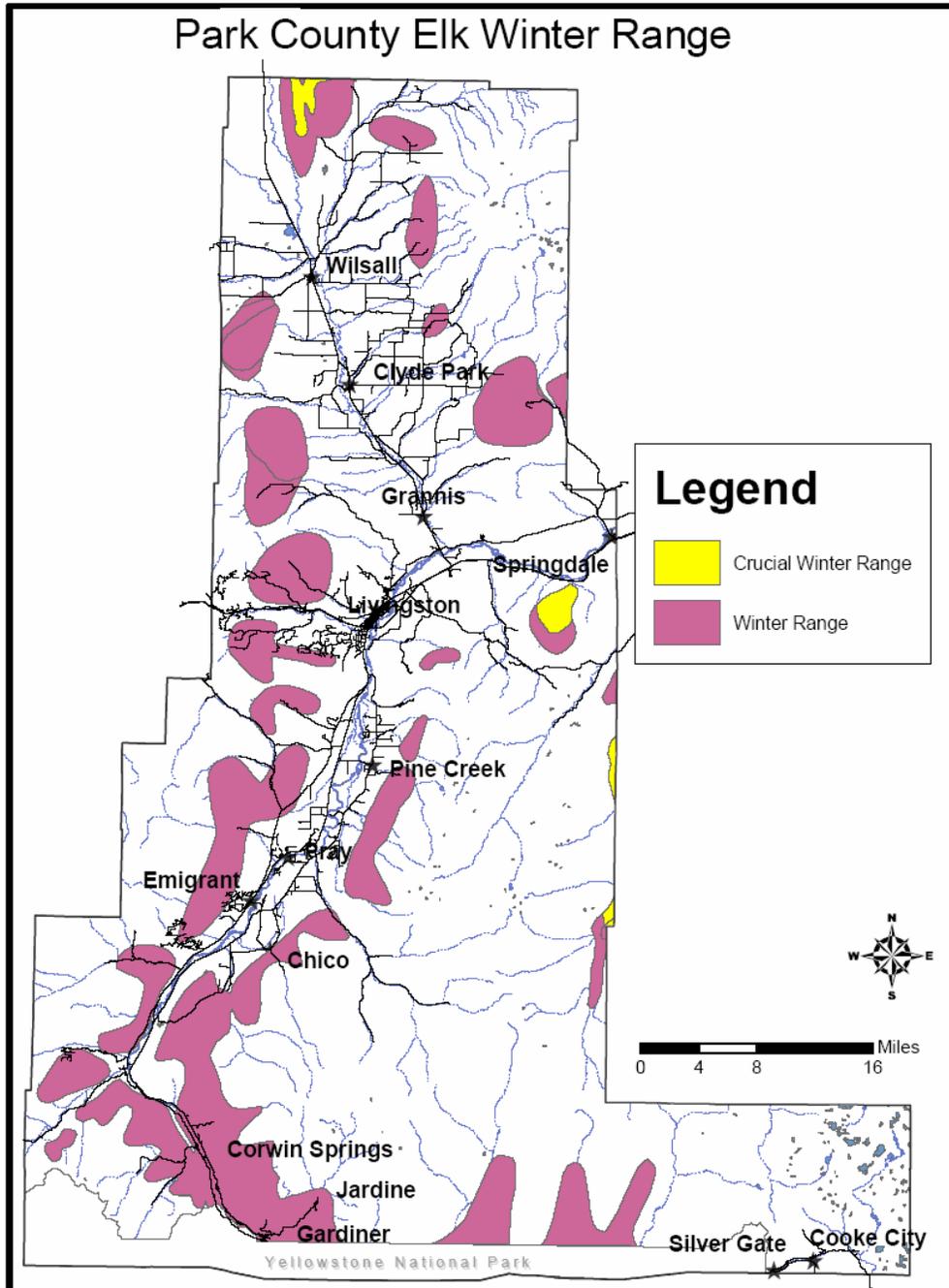
Source: Joel Tohtz, Montana Fish, Wildlife and Parks, February 20, 2004

Whirling disease, the introduction of the New Zealand mud snail, and bacterial and fungal diseases all present concerns related to fish health. Fish are most susceptible to disease when they are stressed. Although the Upper Yellowstone River system is somewhat buffered from the impacts of drought on the fishery due to the positive groundwater influence, the present drought is creating stress on the fish.

The primary human-related threats to the fisheries in the Shields and Yellowstone Rivers include dewatering and bank stabilization projects. There are no persistent point-source concerns affecting fish habitat at present, but non-point source pollution resulting from agricultural run-off is a concern. Because the natural river systems are low in nutrients, small amounts of introduced nutrients can have a major effect.

A small number of high mountain lakes in the Absaroka, Bridger, and Crazy mountain ranges are stocked with Yellowstone cutthroat trout on four to eight-year rotations. Rainbow and cutthroat trout are also stocked in Sacajawea Lagoon in Livingston, and rainbow trout and walleye are stocked in Dailey Lake each year.

Map 4: Park County Elk Winter Range



Created By the City of Livingston & Park County GIS Department, 2004
 This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution.
 The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

*Source: Park County Comprehensive Economic Development Strategy,
 November 2002*

Wildlife

Park County has rich and diverse wildlife populations. Wildlife resources contribute significantly to both the local economy and quality of life. Park County's diverse wildlife is an important quality that attracts new residents.

Major habitats fall into five categories: wetlands, riparian communities, agricultural land, foothill grasslands, and forests. These habitats are used by a variety of species to meet their changing needs throughout the year.

Park County is best known for its large elk populations and its large predators; grizzly bears, black bears, mountain lions, and gray wolves. Park County supports a significant wintering elk population which includes migratory elk from Yellowstone National Park. Elk congregate in large herds in the foothill/grassland/sagebrush habitat in the winter months. Elk may spend the late summer and early fall on lands used for agriculture and grazing. Much of the habitat used by elk in the county is located on private land where they can cause impacts to agricultural--especially hay producing operations. (See Map 4.)

Grizzly bears, black bears, mountain lions, and gray wolves typically use the riparian, foothill grassland, and forest habitats, but can and do venture into agricultural and residential areas. When this happens, wildlife and humans can come into conflict, with wildlife frightening people, rummaging in garbage, stealing food, feeding on fruit trees, and preying on both domestic livestock and pets. The number of incidents between wolves and livestock has increased as the wolf population has grown following their reintroduction to Yellowstone Park in 1995. Coyotes are also wide-spread in the county and occasionally prey on small pets, sheep, and other young livestock.

Mule deer range across much of the lower elevation areas of the county, using riparian, agricultural, foothill grassland, and forested habitats. In the winter deer prefer south and west slopes, wind-blown areas, and hay meadows. Mule deer damage gardens and ornamental plantings especially in rural subdivisions. White-tailed deer occupy agricultural and riparian habitats. Deer-vehicle collisions are common in the county.

Beaver activity occurs in riparian areas. Beaver feed on riparian vegetation, dam streams, and create wetland habitat. When beaver block irrigation ditches, flooding of roads and low lying areas can result. Habitual conflict generally results in the removal of the beaver.

Many other species of migratory birds, rodents, and mammals reside in Park County. Although "nuisance" animals such as skunks and rodents are routinely either trapped and removed, or killed, in general, there are few conflicts between these other species and humans.

The primary human-related threat to wildlife and wildlife habitat in Park County is poorly located or poorly planned rural subdivision development on key wildlife or winter range or riparian habitats. Converting important wildlife habitat into residential areas results in displacing animals into less desirable areas or forcing them into direct conflict with people. (See Table 21.)

Table 21: Federally Listed Endangered, Threatened, Proposed and Candidate Species in Park County

Species	Status
Bald Eagle	Threatened
Grizzly Bear	Threatened
Gray Wolf	Experimental non-essential
Canada lynx	Threatened

Source: U.S. Fish and Wildlife web page (December 2003)

5. Vegetation

Due to the range of elevations, aspects, geology and soil types, and precipitation amounts, there is great diversity in the vegetative cover in the county. Cottonwood over story with mixed shrubs lines the river bottoms of the Yellowstone and Shields Rivers. The lower elevation river valley bottoms are either used for agricultural production or covered by native and introduced grasses. Above the valley floors in small drainages with higher soil moisture, mixed deciduous shrubs are found. The drier foothills above the valleys are covered by grass and sagebrush with scattered pine and fir. Higher elevation slopes above the valley bottoms are covered by more densely timbered pine and fir forests containing small grassy meadows and openings. Recent and historic wildfires have left some formerly-timbered areas scattered throughout the higher elevations of the county with standing snags and young regenerating forests. In the highest and wettest locations of the county, the Cooke City area, the Absarokas and the Crazy Mountains, alpine meadows, rock outcrops, and snowfields dominate. (Natural Resource Conservation Service)

Noxious Weeds

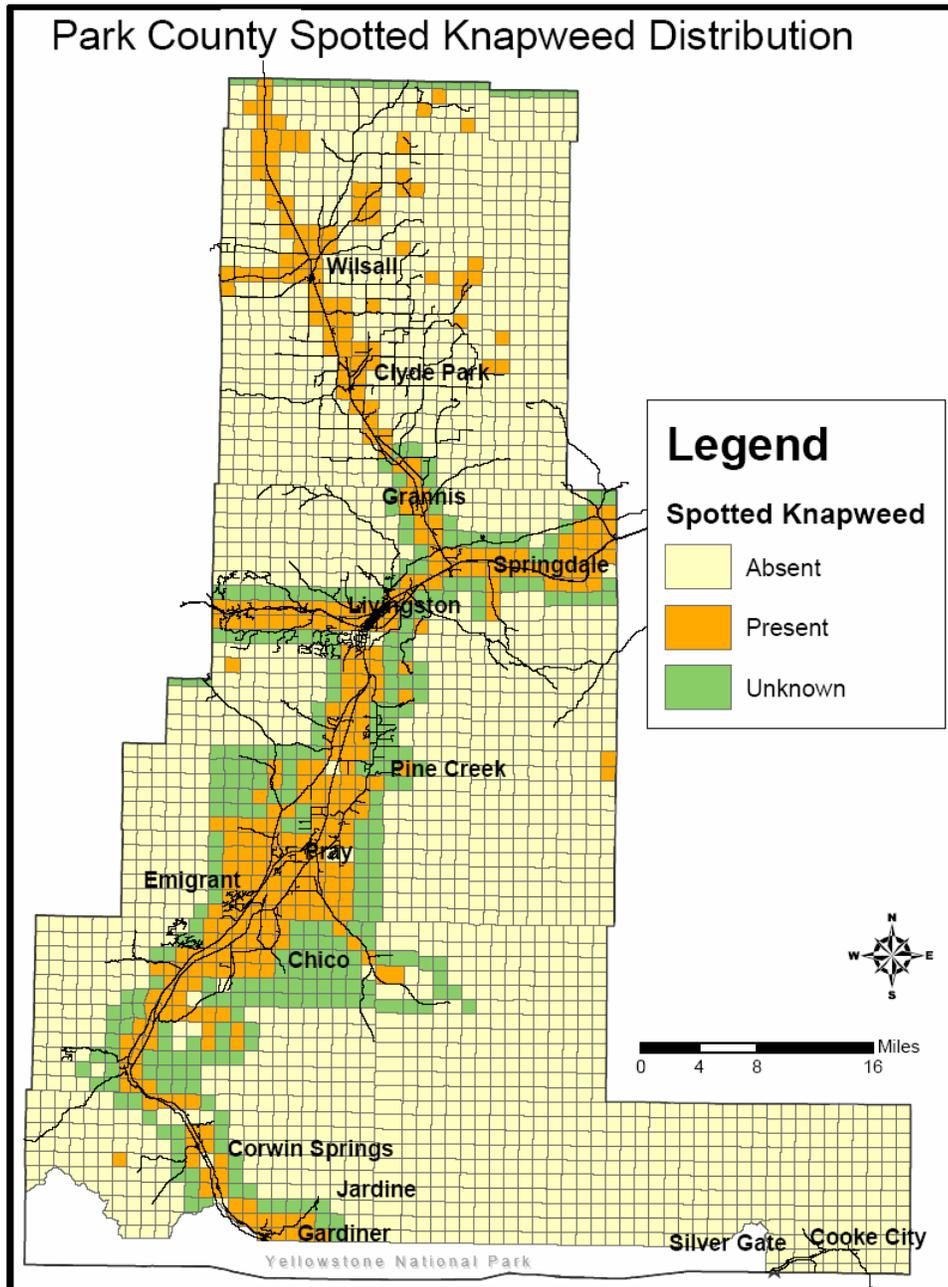
Park County revised its *Weed Control and Noxious Weed Management Plan* in January 2004. The plan defines a weed as “any plant that interferes with management objectives for a given area of land at a given point in time.” There are 28 weeds on Park County’s noxious weed list infesting approximately 90,000 acres of the county. A list of the Category 1, 2, and 3 weeds in Park County can be obtained from the Weed Control Board. Several hundred letters of non-compliance are sent each year to landowners. Following notification, most landowners take appropriate action.

The county weed control program is funded by a 1.6 county mill plus funds received from the highway department, Bureau of Land Management, Montana Fish, Wildlife and Parks, and grants from the Montana Noxious Weed Trust fund. The Forest Service, National Park Service, and Montana Rail Link treat the weeds on the lands for which they are responsible. The Weed Control Board works closely with the Park County Conservation District on noxious weed management.

For fiscal year 2004, the total weed control budget is \$85,000. One part-time weed coordinator and four seasonal employees are funded by this budget. The priorities of the county weed management program are 1) to treat non-established new invaders, 2) to treat established new invaders, and 3) to treat widespread weed infestations. Other activities include treatment in special management zones such as transportation and utility rights-of-ways, construction sites, gravel pits, waterways, and trails.

Mapping of spotted knapweed, Russian knapweed, leafy spurge, Dalmation toadflax, and sulphur cinquefoil infestations has been completed. (See Map 5 and Map 6.)The county intends to complete mapping of additional species' infestations, but funding limitations make this a challenge. Private landowners can cost-share with the county for labor and chemicals.

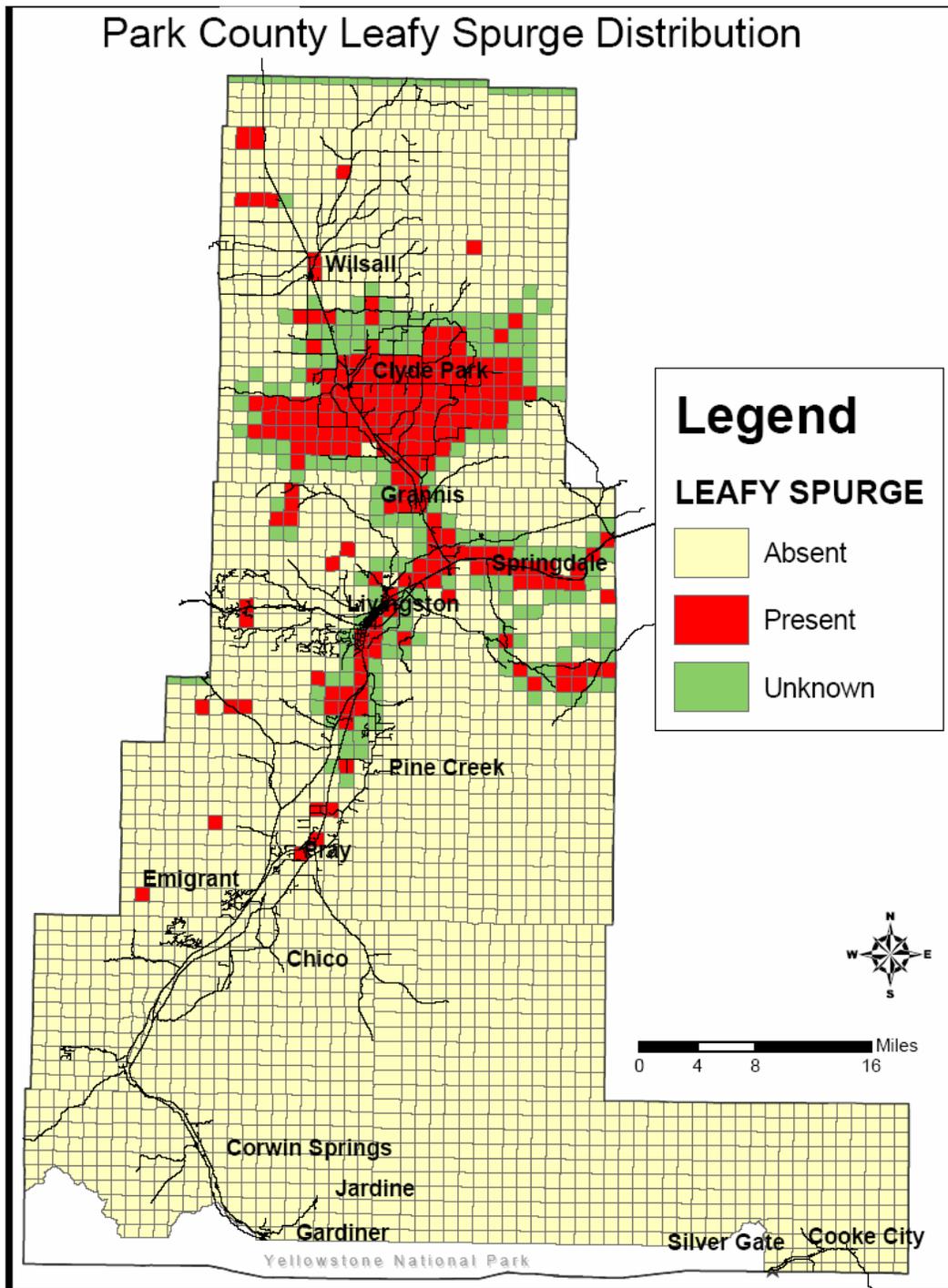
Map 5: Park County Spotted Knapweed Distribution



Created By the City of Livingston & Park County GIS Department, 2004
 This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution.
 The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

*Source: Park County Comprehensive Economic Development Strategy,
 November 2002*

Map 6: Park County Leafy Spurge Distribution



Created By the City of Livingston & Park County GIS Department, 2004
This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution. The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

Source: Park County Comprehensive Economic Development Strategy, November 2002

The Weed Control Board has developed requirements for proposed subdivisions. Developers in Park County are required to abide by the Montana County Noxious Weed Management Act and requirements of the county. The developer must pay a review fee, and for major subdivisions with weed infestations, a performance bond is required. The amount of the bond is determined by the Weed Control Board.

Noxious weeds have numerous adverse effects. These effects include increased runoff and erosion, and displacement and reduction in the amount and quality of forage for domestic livestock and wildlife.

Wildland Fuels

Wildland fire is a threat to rural residences located among certain types of fuels. In many areas of the county, fire has been excluded and historically grassy areas are now covered with old sagebrush and juniper. This has increased the flammability and threat from wildland fire for these areas, frequently located adjacent to forested land. Nonetheless, the large majority of wildfires in the county are started by lightning rather than by humans.

Park County received a grant through High-Country RC&D to prepare a community-wide fire plan. The county will begin implementing pilot fuel reduction projects around the county in 2004. The county and the Forest Service are in the process of mapping areas of hazardous fuels in the county. The Forest Service is planning projects such as controlled burns to reduce the fuel loads adjacent to communities and rural residences. The goal of the Forest Service fuel reduction projects is to return these hazardous areas to a more natural condition with respect to fire intervals and intensities. The county and Forest Service are working to coordinate their projects in the same areas.

The County Fire Warden is deeply involved in subdivision design and review as relates to fire protection. A fee for these review services is collected from developers. While future subdivisions will undergo review to ensure fire protection can be provided, some existing subdivisions are not as easily protected. Concerns exist with respect to access on substandard roads across a variety of ownerships and water supplies in close enough proximity to effectively fight fire. In the face of growth, the County Fire Chief is concerned with the county's ability to provide fire services that meet expectations.

6. Air Resources

Air quality is important for health, quality of life, scenic quality and the economy of Park County. Park County enjoys excellent air quality. The county is currently in an unclassified status which means that air quality regulators believe all standards for air quality are being met, but insufficient monitoring is occurring to verify that assumption. Under the Clean Air Act, the Montana Department of Environmental Quality is responsible for permitting air quality discharge between 25 and 100 tons per year. Four facilities in the county currently hold discharge permits. These facilities are R-Y Timber, the Park County Incinerator, NorthWestern Energy Corporation, and the Franzen-Davis Funeral Home. Particulates, carbon dioxide, and/or nitrous oxide are emitted from these facilities.

Yellowstone Park directly to the south is designated as a Class One airshed. This designation is the most pristine and offers the greatest level of protection from future air quality deterioration. There is also a visibility standard for Yellowstone. All major new projects within a 100-kilometer radius are subject to review for potential impacts to the Class One airshed. This radius encompasses the south half of Park County.

Impacts to air quality in the county come from both within and outside of the county. In agricultural areas, tillage, pesticide and herbicide application, burning and animal waste can all affect air quality. Travel on unpaved roads raises dust. Activities involving engines at the rail yard in Livingston produce emissions. Emissions from vehicle exhaust and the burning of fuel for structural heating can affect air quality as well. Impacts originating outside Park County are largely confined to wildfires.

The relatively low population density and lack of concentrated polluting industry, combined with meteorological conditions such as wind and temperatures, produce a constant dispersal of air pollutants. This results in the good air quality found in Park County.

7. Scenic Resources

Park County contains tremendous visual diversity and world-class visual features. (See Table 22.) The outstanding natural-appearing landscapes are valued by both residents and travelers. Much of the county is viewed from highways along the Yellowstone or Shields River bottoms. The bottoms are generally open and scenic, with cottonwoods lining the riparian areas. Rising up from the open bottomlands are a number of spectacular mountains including the Absaroka, Beartooth, Bridger, Crazy, and Gallatin Ranges.

In addition to the transportation corridors, communities also have a high visual sensitivity. Several of the communities in the county, such as Silver Gate, Cooke City, Clyde Park, Wilsall, and Gardiner, are bisected by highways. Most of the communities have distinct, visually pleasing edges adjacent to either agricultural or public land, with little undefined sprawl. Because so much of the higher-elevation land is in public ownership, there has been little ridgeline development across the county.

Dark night-time skies are another asset of Park County. At present, areas of concentrated night lighting are confined to the communities. In the less densely populated areas scattered residential lighting can be seen across the landscape. There is no lighting of the large expanses of public land.

In general, as human activity becomes more evident to the human eye, visual quality decreases. A heavily altered landscape, which could occur for example by extensive road building, residential development, or large-scale mining, causes the landscape to appear fragmented and draws the eye to the human activity rather than the natural features. The highest visual quality exists when the landscape has little alteration and appears intact.

Table 22: Scenic Characteristics of Major Transportation Corridors

Highway	Segment	Scenic Character	Visual Trends
I-90	Springdale to Livingston	In the foreground to the north are ranches with a small number of associated houses. The middle ground is dominated by the meandering Yellowstone River bottom. The Crazy Mountains rise dramatically in the background. To the south, agricultural land transitions to foothills, then to the rugged Absarokas. Just east of Livingston, the turbines of a small wind farm are evident.	Very little change.
I-90	Livingston to Gallatin County line	The highway crosses the Yellowstone at Livingston offering a fleeting riparian view. To the south, the view includes the river valley, Absaroka Range to the east and Gallatin Range to the west. The city of Livingston is largely obscured from view by vegetation. Immediately upon leaving Livingston, the highway enters foothills and climbs towards Bozeman Pass.	Increasing residential infill heading up the Pass.
89	I-90 to Meagher County line	Ranches and associated residences are in the fore and middle ground. The highway crosses the Shields River. The Crazy and Bridger ranges form the backdrops to the east and west.	Small number of new rural residences, but very little change overall.
89	Livingston to Wyoming line	The foreground is open river bottom, scattered homes, and agricultural operations with unincorporated residential groupings. The middle ground is higher-elevation timbered foothills. The background is timbered slopes capped by stunning peaks above timberline.	Loss of agricultural/range lands in production. Increasing residential infill. Increasing small-scale commercial development along highway corridor.
212	Silver Gate to Wyoming line	The foreground is characterized by rural residences tucked within dense mature timber. Highway 212 passes through the communities of Silver Gate and Cooke City. Both have a rustic western appearance. Steep, rocky, slopes partially denuded by the fires of 1988 rise from the valley floor in the background.	Slowly increasing residential infill. Character potentially altered in the future by highway and wildland fuel reduction projects.

Source: Beck Consulting, Red Lodge, Montana

8. Cultural Resources

According to the Montana State Historic Preservation Office, 647 historic and prehistoric cultural sites have been recorded in Park County. Sixty-one site types are represented within this number. Lithic (stone) scatters are the most common site type recorded in the county with 241 recorded sites. Other prehistoric sites found in the county include numerous rock cairns, rock alignments, and rock shelters, tipi rings, buffalo jumps, and rock quarries. The second most commonly recorded site type in the county is historic mining, of which 75 sites have been recorded. Other historic site types represented in the county include historic districts, Euro-American sites, railroad stage routes, residences, and irrigation systems, and farmsteads. Not all cultural sites are important or significant resources, however, many of these sites have simply been recorded, and have not yet had a determination of significance.

Twenty sites in the county are listed on the National Register of Historic Places. Thirteen of the listed sites are individual buildings and seven are historic districts. The majority of these, 16, are located in and around Livingston. The remainders are located in Yellowstone National Park, Pray, and Cooke City. Information on the listed sites in Park County can be obtained through the National Park Service website. A National Register designation affords special protection for publicly-owned sites, and access to technical expertise for privately-owned sites.

Although the entire county has never had a comprehensive cultural resource survey, a great deal of the land in the county has been surveyed. The surveys have been completed by state and federal agencies to satisfy legal requirements related to proposed activities, and by qualified professionals interested in the local resources.

Park County is rich in archeological resources, especially in the river valley bottoms. There is currently no provision in place in the county to inventory and consider impacts resulting from development on significant cultural sites located on private land.

CONCLUSIONS AND PROJECTED TRENDS

There is a possibility that the Yellowstone Cutthroat, present in both the Upper Yellowstone and Shields Rivers, could be listed as a threatened or endangered species in the future.

The gray wolf has been proposed for de-listing. The state of Montana has completed both gray wolf and grizzly bear state management plans that will go into effect when the species are de-listed.

If large ranches that support large numbers of elk are subdivided, elk habitat may be lost or compromised. Demand for unique recreational and residential properties is often in conflict with protecting the integrity of elk habitat, particularly winter ranges.

Increases in the numbers of human-wildlife conflicts are predictable as a result of residential development of rural lands.

An agreement is in place between the state and federal agencies for when bison--some infected with brucellosis--migrate into Park County from Yellowstone National Park. The actions dictated by the management plan continue to generate controversy that could affect grazing land use in the future.

Development along the Yellowstone and Shields Rivers is of concern because of the potential impacts to natural stream processes and functions, visual quality, fish and wildlife habitat, water quality--from increased runoff and septic systems, and erosion.

The present noxious weed control program is inadequate to stop introduction of new species and slow the spread of existing infestations.

Scattered residential development is increasingly fragmenting the natural-appearing landscapes of the valley bottoms and grassy foothills.

Archeological and historic sites on private lands are without protection. Future development in the county that causes ground disturbance may adversely affect significant historic and prehistoric resources.

Federal land and resource management policies (of the National Park Service and Gallatin National Forest) on a wide range of issues will affect rates and locations of growth and development in Park County. These issues include but are not limited to management of water, timber, and mineral resources, recreation management, and management of bison and other wildlife species.

Consultation

Alliance Development Corporation, *Park County Comprehensive Economic Development Strategy*, November 2002.

American Rivers and Greater Yellowstone Coalition. *Implementing a Common Sense Floodplain Development Policy Along the Yellowstone River*, December 2003.

Cannon, Mike. US Geological Survey. Phone conversation, February 18, 2004.

Coefield, John. Montana Department of Environmental Quality, Phone conversation, February 18, 2004.

Fry, Bob. Park County Fire Warden, Park County Fire Chief. Phone conversation, February 20, 2004.

Gagen, Mike. Livingston and Gardiner Ranger Districts Fire Management Officer. Phone conversation, February 20, 2004.

Lemke, Tom. Montana Fish, Wildlife and Parks. Phone conversation, February 18, 2004.

Malone, Marty. Park County Extension Office. Phone conversation, February 18, 2004.

Marks, MaryBeth. Gallatin National Forest. Phone conversation, March 2, 2004.

May, Jeff. Montana Department of Environmental Quality. Phone conversation, February 18, 2004.

Montana Bureau of Mines and Geology. Groundwater Information Center.

Murdo, Damon. Montana State Historic Preservation Office. Phone conversation, February 6, 2004.

Natural Resource Conservation Service, Upper Yellowstone River Watershed Land Cover Assessment, August 2003

Nordstrom, Lori. U.S. Fish and Wildlife Service. Phone conversation, February 6, 2004.

Olson, John. Montana Bureau of Mines and Geology. Phone conversation, March 1, 2004.

Park County, Montana. *Comprehensive Plan*, March 25, 1998.

Park County Weed Control Board, *Noxious Weed Management Plan*, January 27, 2004.

Robbins, Jackie. Park County Planner and co-Floodplain Administrator. Phone conversation, March 15, 2004.

Tohtz, Joel. Montana Fish, Wildlife and Parks. Phone conversation, February 19, 2004.

USDA Forest Service, *Gallatin National Forest Plan*, 1986.

U.S. Environmental Protection Agency. Water Discharge Permits, <http://www.epa.gov>

U.S. Fish and Wildlife Service. <http://www.fws.gov>

Upper Yellowstone River Task Force. *Final Report*, January 2004.

Walsh, Dan. Montana Department of Environmental Quality. Phone conversation, February 6, 2004.

Warner, Peter. Gallatin National Forest. Phone conversation, March 9, 2004.

Williams, Clay. Park County Weed Control Coordinator. Phone conversation, February 18, 2004.

Wirth, Theodore and Associates. *Comprehensive Area-Wide Water and Sewer Plan, State of Montana, Volume 14. Gallatin, Park and Sweet Grass Counties*, 1971.

LOCAL SERVICES

KEY FINDINGS

Park County government funding has in most major respects stayed relatively level over at least the past five years. In several respects the funding lags that of comparable Montana counties in dollar amounts and/or percentage increases.

The county's physical shape, topography, and size add both time and expense to the delivery of services.

The county's emergency services capabilities, particularly in fire fighting, have not kept pace with the expansion of developed land and citizens' expectation of prompt response.

A recent drop in the crime rate in Park County has been far less pronounced than in the reduced crime rate statewide.

Crimes related to drugs and intra-family abuse have increased at a rate not matched by increased resources for law enforcement response.

Wildland fires of the past few years have severely strained fire fighting resources, particularly personnel.

Some areas of the county, particularly the farthest southeast, southwest, and northeast areas, are unserved by basic services such as fire fighting and emergency medical services that can dependably respond in a half-hour or less.

Development has occurred and is continuing in areas that are a considerable distance from nearest emergency services.

Access to non-emergency health care and medical services is relatively good for a rural county. Additional, more specialized services are available in Bozeman to the west and Billings to the east.

1. Local Government

All local governmental services for the county are provided by Park County. The county's government is headed by three elected commissioners, who serve 4-year terms of office. They are responsible for the legislative, executive, and administrative functions of the county. Other elected officials are the district court judge, clerk of court, clerk and recorder, sheriff, coroner, county attorney, superintendent of schools, public administrator, treasurer, and justice of the peace. In addition to the services provided by those officials' departments, the county also provides trash collection, snow plowing, weed control, and pest control.

Appointed county-wide multiple-member boards are the Board of Adjustment, Board of Health, Planning Board, Zoning Board, Fair Board, Library Board, Museum Board, Refuse District Board, Tax Appeal Board, Weed Board, and Airport Board.

Departments of county government are disaster and emergency services, extension, finance, health, junkvehicles/weeds/mosquitos, landfill, maintenance, mechanics, planning, refuse/incinerator, roads, rural addressing, sanitarian, and youth probation.

Park County's permanent full-time employees numbered 89.5 in fiscal year 2004, versus 85 in 2003 and 90.75 in both 2001 and 2002 . (County Annual Report) Total salaries and wages paid to all county employees in fiscal 2003 amounted to \$2,731,540. (Montana Assn. of Counties)

Park County has two incorporated units—the City of Livingston (the county seat) and the Town of Clyde Park. Unincorporated communities in the county include Wilsall, Springdale, Pine Creek, Emigrant, Pray, Corwin Springs, Gardiner, Cooke City, Silver Gate, Colter Pass, and Jardine.

Funding and Expenditures

Park County's county-wide taxable value for fiscal year 2004, as reported by the Montana Association of Counties, measured \$29.924 million, a small increase from fiscal '03's level of \$29.923 million. In the six years from fiscal 1999 to 2004, inclusive, annual taxable valuation has risen by a maximum of 4.09% (2003) and fallen only once, by 3.61% (2001). The county's mill levy during that period has changed by a minimum of zero (2002) and a maximum of 9.61 (2000).

Total cash in all funds on June 30, 2003, amounted to just over \$25,225,000. The county's combined balance in all government fund types and expendable trust funds declined by 3.7% during the year, to \$13,985,000. (County Annual Report)

The county's Payment in Lieu of Taxes (PILT), provided by the federal government to compensate counties for non-tax producing federal lands, measured \$792,382 in 2003, a 9.6% increase from the year-earlier payment of \$723,202. The county's payment is based on federal acreage of 833,746 for U.S. Forest Service, 103,423 for National Park Service, and 8,323 for Bureau of Land Management. (Montana Association of Counties)

The Local Government Center at Montana State University-Bozeman compares Montana counties with similar general characteristics—Park County's comparison is with the nine counties of Carbon, Hill, Lake, Phillips, Richland, Roosevelt, Sanders, Stillwater, and Valley. Among these counties, Park's 2002 mill value of \$28,716 was slightly above average and its total mills levied of 83.51 were somewhat below average. In percentage change in total mills levied from 1998 to 2002, however, Park's +6.4% was the lowest of its 10-county group. The county's total 2002 appropriation was slightly above the minimum, while its per capita appropriation of \$302.94 ranked last of these 10 counties. The county's percentage change in 1998-2002 per capita appropriation of 12.9% was well below the group average change of 24%. (See Table 23.)

Table 23: Park County Financial Characteristics

	<i>1998</i>	<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002</i>
Mill value	29,328.22	29,233.97	29,472.72	28,390.26	28,715.76
General fund mills levied	6.19	6.19	6.39	15.25	13.94
Total mills levied	78	83	69	83	84
General fund appropriation	1,079,362	1,065,249	1,191,808	1,243,050	1,346,755
Per capita expenditures	205.31	281.73	287.95	307.05	302.94

Source: Local Government Center, Montana State University-Bozeman, at http://www.montana.edu/wwwlgc/Profiles/county/CP34_1.htm

Interlocal Agreement

In addition to a variety of automatic aid and mutual aid agreements between and among Park County and other units and departments of local, state, and federal governments, an Intergovernmental Agreement between the county and the City of Livingston was adopted by the county on December 18, 2002. The expressed purpose of the agreement is to outline “the requirements for intergovernmental cooperation regarding the orderly development of property adjacent to the City of Livingston, but within Park County’s jurisdiction.”

2. Emergency Services

Law Enforcement

The Park County Sheriff’s Department is responsible for all law enforcement within the county. The department’s employees include nine deputies in Livingston (one of whom is dedicated to the Missouri River Drug Task Force) and three deputies at a substation in Gardiner—with full-time equivalents numbering 11, including the sheriff. A needs assessment conducted in 2002 identified the need for at least 17 full-time equivalents (Carpenter). The sheriff reports that the shortfall between current and needed staffing exists almost entirely outside the Livingston area, where current manpower does not allow 24-hour a day duty coverage.

The Gardiner deputies are cross deputized as Yellowstone National Park Rangers and the Park Rangers are cross deputized as Park County deputies. Cross deputizing allows both groups to assist when one or the other is in closer proximity to a situation. The sheriff notes that cross deputizing is an essential element in county law enforcement, as the department’s jurisdictional area from Livingston extends 45 miles north and 125 miles southeast (to Cooke City).

The City of Livingston’s Police Department is responsible for law enforcement in the city limits, but the county Sheriff’s Department has authority within the city limits over specific crimes and investigations, cases such as homicide. The Town of Clyde Park has no police department, and instead contracts with the county sheriff’s office to provide law enforcement.

The Sheriff Department's major areas of responsibility include:

- the jail and its eight jailers.
- a Community Service Officer who primarily serves papers, manages work release programs, provides transport to and from the Warm Springs mental health facility, and acts as jailer as needed.
- Search and Rescue teams located in Livingston, Gardiner, and Cooke City.
- a chaplain.
- nine volunteer reserve officers, who are trained and available for emergencies (and must work at least one day each month).
- a civil service clerk.

The county jail was built 30 years ago. Its designed capacity is 20. Average daily population is 19 and actual peak capacity in the past year is 30. Adequacy and condition of department vehicles and equipment is considered good, owing to factors such as a good vehicle and equipment maintenance program and a set schedule for continually retiring and replacing computers and related technologies (Carpenter).

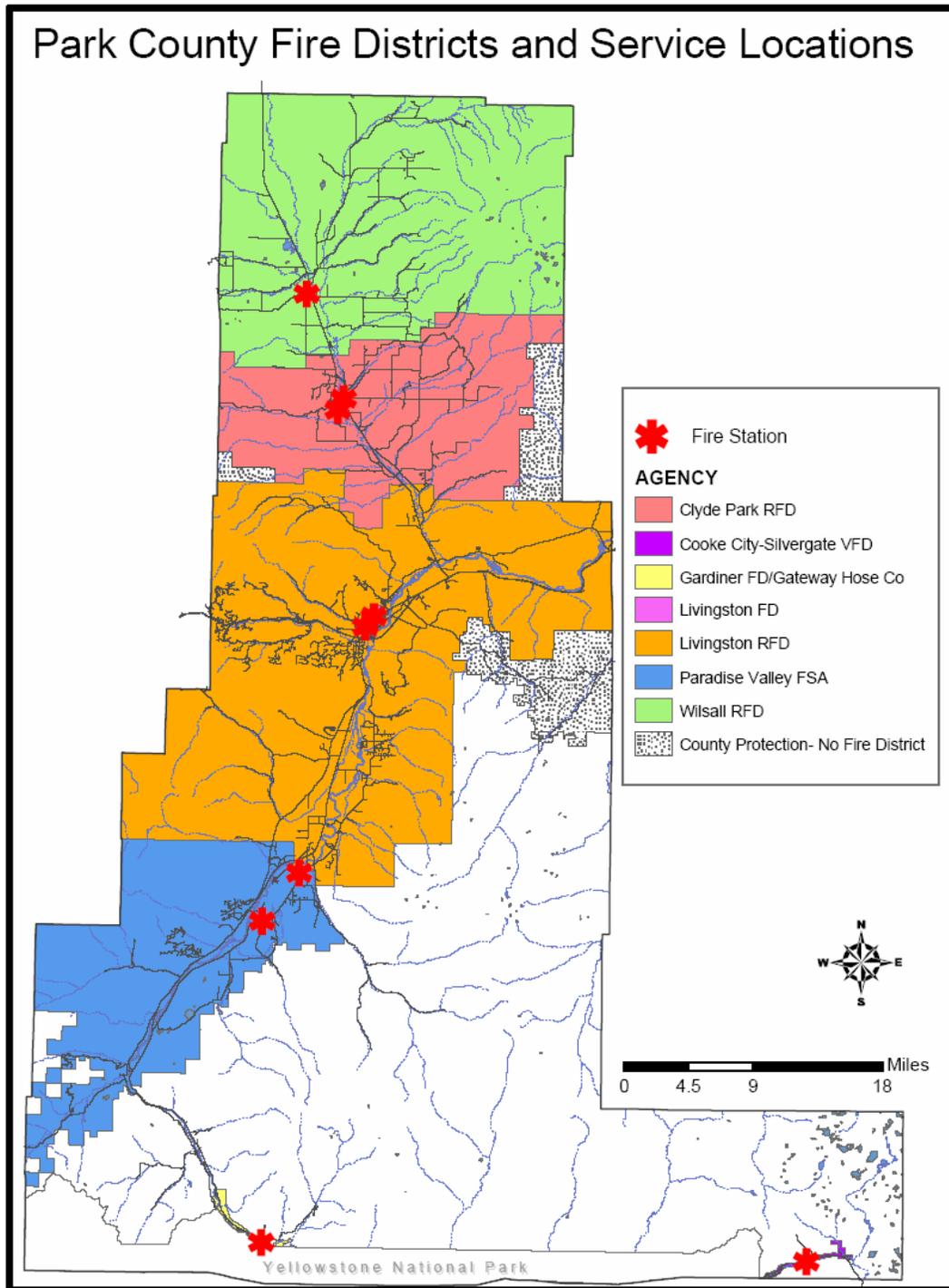
Park County's crime rate declined by 3.7% between 1990 and 1999, from 3,001 total crimes per 100,000 people to 2,891 per 100,000 people. The absolute number of crimes dropped from 437 to 213. The crime rate, though down, fell far less than the crime rate for all of Montana, which decreased by 13.8% from 1990 to 1999. (Sonoran Institute)

The sheriff reports that, as of early 2004, the types of crimes that are increasing most in number are drugs (particularly involving methamphetamine and marijuana), domestic violence, vandalism, and domestic sexual abuse. The greatest increasing demand on department time and expense is reported as transport of mentally ill persons between Warm Springs and Livingston.

Fire Service

Park County has a total of nine fire departments, two of which serve the municipalities of Livingston and Clyde Park. (See Map 7 and Table 24.) All of the departments have automatic aid agreements with each other, except for Gardiner and Cooke City/Silver Gate. Those two, due to their distance from the county's other departments, have mutual aid agreements with the county's other departments. The Livingston and Clyde Park city fire department stations are each within a block of their corresponding county units, raising the possibility that future co-location could reduce expenditures with no loss or even a gain in responsiveness and/or general safety. (Fry)

Map 7: Park County Fire Districts and Service Locations



Created By the City of Livingston & Park County GIS Department, 2004
This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution. The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

Source: Park County Comprehensive Economic Development Strategy, November 2002

The Livingston City and Rural District #1 are staffed by both paid and volunteer fire fighters. All other departments are composed solely of volunteers. District #1's paid personnel consist of a full-time assistant chief, a full-time clerk, a 2/3-time maintenance officer, and 13 to 14 part-time seasonal fire fighters.

Table 24: Fire Departments in Park County

<i>Fire Departments in Park County</i>
Livingston Fire Department
Clyde Park City Fire Department
Park County Fire Department
Park County Rural Fire District #1
Clyde Park Rural Fire District
Wilsall Fire District #3
Paradise Valley Fire Service Area
Gateway Hose Company, Gardiner Fire District
Cooke City/Silver Gate Fire District

Source: *Park County Comprehensive Development Strategy, November 2004*

The county fire warden states that fire fighting vehicles and equipment are generally in good working order and have capabilities to fight the fires that do or might reasonably occur in the county. The warden adds that his current greatest concern for fire safety is the increasing number of residential subdivisions and isolated houses being built where response times from all current stations would be one-half hour or more. He specifically cites three locations as posing current or future response problems: (1) areas east of the Yellowstone River with no conveniently located bridge between an existing station and new residences, (2) along Pine Creek and vicinity, which lacks any station within five miles, and (3) along Trail Creek and vicinity, where large new subdivisions are either being built or are proposed.

Response times recorded by Rural District #1 have held at an average of 15 to 16 minutes for the past three years, although the fire chief and clerk both state that response times will likely go up as calls are received to more distant residences in the future. The number of calls has increased significantly, though. Rural District #1, the county's busiest, has seen its calls increase from near 100 annually in the late 1990's to 259 in 2003. The fire chief attributes much of the increase not just to new residences, but also to traffic-related calls, particularly on Interstate 90 and US 89. He says that increased average speed is responsible for more of the increase than is increased traffic volume.

The warden states that the current most urgent needs for additional fire staff are in the areas of homeowner preparedness and fire prevention. A fee-permit system to perform fire inspections is under consideration by the county commissioners as this document is being written. Proposed fees would fund inspections. Funds for homeowner education and fire prevention are available through a number of grant programs, according to the warden, but additional staff would be needed to manage and administer funding.

Wildland fires of the past several years have placed an extreme burden on manpower and equipment in middle to late summer and early fall. The fire warden specifically requested a statement in this document noting that people who choose to live at the wildland interface and in recently agricultural areas "have to realize that services such as fire fighting take longer, and that individuals have to take some responsibility for their own safety." (Fry)

Ambulance Services

The Livingston City Fire Department is the only emergency medical service (EMS) provider in the county at a basic life support (BLS) service level. Currently, there are no advanced life support (ALS) providers in the county. The Livingston City Fire Department provides BLS service with emergency medical technicians (EMT) from Yankee Jim Canyon north. Paradise Valley EMS provides BLS service in the area around Emigrant. Gardiner Ambulance provides BLS service for the Gardiner area up to Yankee Jim Canyon. Yellowstone National Park provides EMS care to the Cooke City/Silver Gate area. Air ambulance capability is available out of Billings and Idaho Falls, with flight times to Park County of about one hour each way; the service can be restricted by weather.

An ambulance fee levy passed in early 2003.

Dispatch

County dispatch is managed out of the City of Livingston Police Department for the 911 area north of Yankee Jim Canyon. This dispatch unit was established as an entity separate from the city police department in early 2003, although the city is still the governing body. The 911 area south of Yankee Jim Canyon is served from a dispatch center at Yellowstone National Park, which provides dispatching services to Gateway Hose Company, Gardiner Ambulance, Cooke City/Silver Gate Fire District, and Park County Sheriff.

Dispatch out of Livingston generally has one person on duty, though the need is reported for two at all times. The single greatest equipment need is reported to be an automatic networking of pagers, radios, and phones with computers, such that “one page can automatically be routed to five [emergency] entities rather than requiring five separate pages to each of the entities” (Glass).

Search and Rescue

Park County Search and Rescue has units in Livingston, Gardiner, and Cooke City. PCSAR also does white water rescue with assistance from the Livingston city fire department and Park County Rural Fire District #1.

Emergency Management

Park County Disaster and Emergency Services provides the emergency management function for Park County. DES also acts as coordinator of the Local Emergency Planning Committee and county 911 emergency response.

Private organizations that provide assistance in coordination with public units include the American Red Cross and Salvation Army.

The county’s rural addressing program is reported as comprehensive and well functioning. A complete county-wide enhanced 911 program was inaugurated in March 2004—it provides

automatic updating of emergency computer data files as telephones are connect and disconnected by phone companies (Glass). A flood mitigation plan is in initial stages of being prepared as this document is being written (Fry).

3. Health Care

The Park County Health Department is headed by the director of nursing services. Her staff consists of three nurses, five homemakers, and two sanitarians. Total full-time equivalents of these positions is 4.7. Among the department's services and programs are home health care for seniors that serves about 50 county citizens, a maternal-child health program that was cut by one-third several years ago due to a decline in credited population, and emergency preparedness that provides funds for "active disease surveillance" (Brown). The department head, who is also a member of the Local Emergency Planning Committee, states that a particular current disease concern is West Nile Virus. Park County recorded one case in 2003.

Livingston Memorial Hospital in Livingston serves all of Park County. It is operated by Livingston HealthCare, Park County's largest employer and a presence in the community since 1955. LHC's county facilities and services include a 45-bed hospital, two physician clinics, a home health care service, a hospice organization, a home oxygen business, and a fitness center/health education library. Livingston HealthCare employs 235 local residents, including 11 physicians.

Physician specialties include family practice, internal medicine, emergency medicine, general surgery, pediatrics, and a woman's health group. These specialties are supported by 13 visiting specialists—in cardiology, ENT, gastroenterology, neurology, oncology, ophthalmology, orthopedics, podiatry, and urology.

In addition to inpatient and outpatient medical and surgical services, the hospital offers a full-service laboratory; physical, occupational, speech, and respiratory therapy; imaging capabilities (x-ray, CT, ultrasound, mammography, Dexascan, nuclear medicine); and a 24-hour emergency room staffed by physicians.

In the five years following federal legislation that severely reduced Medicare reimbursement to rural hospitals, LHC operated at a cumulative loss of about \$2.5 million. In 2003, that was reversed with a positive balance of \$170,000, and LHC currently projects 2004 operations of +\$1 million. The improvement is attributed in part to the hospital's designation as a Critical Access Hospital and a Rural Health Clinic—both of which put the hospital on more favorable reimbursement schedules. (Harker)

In addition to improved financial performance, LHC claims significant advances in adding staff capabilities and coverage. Its current greatest deficiency is in its aging facilities. (Harker)

Community Health Partners was established in Livingston in 1998 as a federal health center, to provide affordable, quality healthcare to the 5,500 Park County citizens who are uninsured and underinsured or underserved (Francis). Funded 65% by the Bureau of Primary Health Care, CHP provides discounted rates for patients who provide proof of income and meet federal poverty guidelines.

Currently CHP sees 2,680 Park County patients, who average three visits annually. Of these patients, 94% are at or below twice the federal poverty level and 53% have no form of health insurance. CHP's annual budget is currently more than \$3 million and it employs 85 workers.

CHP's staff of physicians, nurse practitioners, and physicians' assistants provide a full array of medical care. Other services include free pregnancy testing, assistance with medications and dental care, adult and family literacy services, and GED programs.

The services provided by CHP with the aid of federal funds were largely provided prior to CHP's arrival with the aid of county funds, meaning that CHP somewhat reduces what otherwise would be an additional current financial demand on the county (Brown).

Mammoth Clinic, located at Mammoth Hotsprings in Yellowstone Park, serves Gardiner and Cooke City for non-critical care. Critical patients or those who need specialty care are referred to Livingston Memorial Hospital.

The Mental Health Center is a private, non-profit agency in Livingston that provides outpatient mental health counseling, intensive case management for adults, and a 24-hour a day crisis response team. These services are supplemented by a variety of local private mental health practitioners, including psychologists, licensed professional counselors, and licensed clinical social workers.

Southwest Chemical Dependency Services in Livingston is a state-supported drug and alcohol treatment and recovery unit that provides an intensive outpatient program, an intermediate care program, and referral for inpatient treatment.

Evergreen Health Care Corporation manages a 115-bed skilled nursing facility, located in Livingston across from the hospital. Average daily population of the facility over the past year has ranged between 60 and 80 patients. (Sinclair)

Other health professionals complement the variety of care available in the area. Eye and dental health practitioners offer services in Livingston, as well as acupuncturists, chiropractors, massage therapists, naturopaths, and nurse midwives.

4. Social Services

Low income or aged residents of Park County have a number of forms of assistance available to them. The local office of the Human Resource Development Council provides programs such as Head Start, the Emergency Food Bank, homeless and emergency services, senior and disabled person's transportation, job training, Medicaid case management programs, HUD-based rental assistance, and weatherization and energy assistance services for low-income individuals. During the past 10 years, the HRDC has responded to the changing needs of its community by establishing a home health care business, operating a Youth Build Program, and also managing the Senior Transportation Program.

An interagency task force meets monthly at the Human Services / Job Service office in Livingston so that all of Park County supportive service providers can coordinate county efforts and resources. Many service referrals and pamphlets are available at the Job Service.

CONCLUSIONS AND PROJECTED TRENDS

Citizens have given little or no indication that they are, or will be, willing to pay more for public services in proportion to their increased demands for services.

Without a significant infusion of additional funding, emergency services response times will likely lengthen, and the experience and training preparedness of fire response personnel may be less than it has been in the past.

Health care and social services appear thus far to have coped admirably in increasingly trying circumstances—such as population gains, economic downturns, and an aging population. But this record is threatened by both recent and potential future cuts from funding sources.

Consultation

Alliance Development Corporation. *Park County Comprehensive Economic Development Strategy*, November 2002.

Brown, Suzanne, RN. Park County director of nursing services. Phone conversation, March 15, 2004.

Carpenter, Clark. Park County sheriff. Phone conversation, March 22, 2004.

Francis, Laurie. Executive director, Community Health Partners, Inc. Phone conversation, March 16, 2004.

Glass, Peggy. Communications coordinator, Park County 911. Phone conversation, April 2, 2004.

Fry, Bob. Park County Fire Warden, Park County Fire Chief, District representative for Montana Disaster & Emergency Services. Phone conversation, March 17, 2004.

Harker, Sandi. Community development director, Livingston HealthCare. Phone conversation, March 12, 2004.

Hendy, Linda. Finance Director, Park County. Phone conversation, March 11, 2004.

Local Government Center, Dept. of Political Science, Montana State University, Bozeman. *Financial and Government Characteristics*, at www.montana.edu/wwwlgc, March 2004.

Montana Association of Counties. *County-Wide Taxable Value FY-03 and FY-04*, at <http://www.discoveringmontana.com/maco/pages/FY2003andFY2004TaxableValues.htm>, March 11, 2004.

Montana Association of Counties. *Payment in Lieu of Taxes*, at <http://www.discoveringmontana.com/maco/pages/PILT2002&2003.htm>, March 11, 2004.

Montana Dept. of Administration, *Montana County/City/Town of Park County Annual Financial Report, Fiscal Year Ended June 30, 2003*.

Park County, Montana. *Comprehensive Plan*, March 25, 1998.

Park County and City of Livingston, *Intergovernmental Agreement*, December 18, 2002.

Schleining, Chris. Clerk, Park County Rural Fire District #1. Phone conversation, March 18, 2004.

Sinclair, Chuck. Interim executive director, Evergreen Health Care Corporation, Livingston. Phone conversation, April 2, 2004.

Sonoran Institute, *Population, Employment, Earnings and Personal Income Trends—Park County Montana*, June 2003.

Upper Yellowstone River Task Force, *Socioeconomic Assessment of the Upper Yellowstone River Valley*, December 2002.

PUBLIC FACILITIES

KEY FINDINGS

County roads budgets are stretched to keep up with maintenance and repair. Initial traffic counts indicate several hundred vehicles per day on individual county roads.

Average daily traffic count on US 89, 17 miles north of Gardiner increased from 932 in 1981 to 1,588 in 2003; the same counter indicates summer traffic is generally double that of the winter months.

The average number of crashes per year in Park County was 315 in the 1980s, and 396 in the 1990s.

Legal and/or adequate access into some existing subdivisions is an issue in Park County.

In 2003, Park County established airport influence areas for each of the three airports in the county.

There are public water supply systems for the communities of Clyde Park, Wilsall, Livingston, Gardiner, Cooke City, and Silver Gate. Most other Park County residents rely on individual groundwater wells for their water supply.

Most of the publicly operated water supply systems in the county have been upgraded in the past decade and/or have upgrades planned for the near future.

With the exception of Cooke City and Silver Gate, water supply systems have capacity for providing service for new year-round service connections.

Wells have gone dry in the north part of the county over the last few years of drought, and in the southern part of the county in Paradise Valley, availability of groundwater can differ greatly from location to location.

Livingston and Gardiner are the only communities in Park County with publicly operated wastewater systems. Most other Park County residents rely on individual systems.

Wastewater disposal is a significant problem in the Cooke City-Silver Gate areas.

The Park County Solid Waste Department handles all of the solid waste in the county, including waste from the city of Livingston.

School enrollment is generally declining throughout the county, with the exception of the Pine Creek and Arrowhead Schools.

It has been difficult or impossible for some existing parcels in Park County to receive electrical power or standard telephone lines because of lack of adequate utility easements.

1. Introduction

This section examines facilities in Park County that serve the public and that are also important factors in how development occurs. The section includes discussion of the following types of facilities:

- **Public facilities supported with property taxes or other public assessments.** These include county roads, schools, solid waste disposal, publicly supported water and wastewater systems, and county parks, libraries, and museums.
- **Private facilities that may also serve the general public** include, but are not limited to those offered by power providers (electricity, natural gas, etc.), telecommunication providers (telephone, internet), and private schools.
- **Privately owned facilities that may serve a specific population** such as persons who are served by a privately operated central water or sewer system, such as in a trailer court or high density subdivision.

In addition, this section also addresses some of the facilities for which individual property owners may be responsible, such as individual wells and wastewater systems.

2. Transportation

Transportation systems in Park County include surface transportation systems (streets, roads, and highways), airports, and rail. There is limited public transportation within the county, most is to destinations outside of the county. There are virtually no non-motorized systems such as walkways or bikeways, outside of the developed communities, and the national forest trail system.

Streets, Roads, Highways

Roads and highways in Park County generally are owned and/or maintained by:

- City of Livingston
- Town of Clyde Park
- Park County
- State and federal highway systems
- U.S. Forest Service
- Private Ownership (including individuals, property owners' associations, and others)

City Roads

The incorporated municipalities of Clyde Park and Livingston maintain local streets within their jurisdictional boundaries.

County Roads

The Park County Road and Bridge Department is responsible for maintaining county roads and bridges. Level of maintenance is constrained by the county road budget, which is funded primarily by property taxes. (See Table 25.)

Table 25: Selected Statistics on County Roads and Bridges

Miles of Road	900
Miles of Paved Road	110
Miles of Gravel and Unimproved Roads	790
Number of Bridges	84

Source: Johnston, March 2004

The county initiated traffic counts on county roads in 2003. Average daily traffic counts ranged from a low of 125 on the East Shields River Road to a high of 1,095 on Billman Lane, which provides access to a number of residential subdivisions southwest of Livingston. (See Table 26.)

Table 26: Traffic Counts Conducted by Park County Road and Bridge Department in 2003

<i>Location</i>	<i>Dates of Traffic Count</i>	<i>ADT</i>
Rock Creek Road (east of Clyde Park)	July 31 - Aug 4	482
Hammond Creek Road (by Crazy Mountain Ranch)	July 31 - Aug 4	246
Horse Creek (south of Wilsall)	Aug 4 – Aug 5	186
Brackett Creek (West of Clyde Park)	Aug 4- Aug 6	261
East Shields River Road	Aug 6 – Aug 11	125
Swingly Road (east of Livingston)	Aug 11 – Aug 14	582
Cokedale Road (west of Livingston)	Aug 11 – Aug 14	331
Chicory Road (Paradise Valley)	Oct 20 – Oct 23	317
Billman Lane (south of Livingston; provides access to Wineglass subdivision)	Oct 20 – Oct 23	1,095
Dailey Lake (north of Gardiner)	Nov 14 – Nov 17	256

Source: Johnston, March 2004

Issues for the county keeping up with maintenance and repair especially with increases in average daily traffic and limited county funds. Common complaints from county residents include rough washboard roads, and dust.

All county roads have a speed limit of 35 mph, but speeding on county roads is a safety problem. There are some road stretches where drivers reach speeds of 50 to 60 mph.

Snow removal is on a priority system, with school bus routes having the highest priority. Roads serving only one or two homes are typically low priority and may have waits of up to one week or more for snow plowing to occur after major storms. Roads that are not used for year-round access are not plowed. In the past, persons have built residences in areas accessed by county roads that are not maintained year-round.

The county has an on-going agreement with the U.S. Forest Service, renewed on an annual basis, to trade maintenance on a mile-for-mile basis where it makes sense to do so because of location of equipment, personnel, etc. (Johnston)

U.S. Forest Service Roads

Roads owned and/or maintained by the national forest system are open for public use as identified by the U.S. Forest Service. Access and transportation restrictions are typically noted on maps distributed by the U.S. Forest Service. Some privately-owned parcels within the county are accessed by roads owned and/or maintained by the U.S. Forest Service. Standards for national forest system roads in Park County may differ from those of the county.

State and Federal Highways

The Montana Department of Transportation is responsible for state and federal highway system facilities in Park County. The Montana Department of Transportation plans highway projects in five-year increments and updates the five-year plans annually. There is also a long-range plan for projects as far out in time as 30 years. As of March 2004, there were no projects scheduled for Park County in the long-range plan (Larson). Facilities for which the Montana Department of Transportation is responsible in Park County are included in Table 27 below.

Table 27: State and Federal Highways in Park County

Highway	Description	Planned Improvements - Five Year Plan
US 212	In southeastern corner of the county, serving Silver Gate/Cooke City	Starting in 2004 (Liebl), reconstruction will begin on 8.8 miles from Yellowstone National Park Boundary to Cooke City
US 89	From Wyoming border (Gardiner) to Livingston From I-90 east of Livingston to northwest corner of county (through Clyde Park and Wilsall)	Much of this road was reconstructed, widened, and straightened in the last decade south of Livingston. Five year projects include: <ul style="list-style-type: none"> • Turn bay 13 km south of Livingston • Reconstruct portion of highway 16 km north of Gardiner (Cedar Creek) • Replace bridge at Corwin Springs
US 86	From Wilsall west to county line	None scheduled
540	The “secondary” highway on the east side of the Yellowstone River through Paradise Valley	Various 5 year projects include: <ul style="list-style-type: none"> • Bridge repair/replace—south of Pray • Sidewalks –Story Road, Emigrant • Reconstruct approximately 6.44 miles of road south of Emigrant
“S-571” and “S-572”	S-571 connects Emigrant on US 89 to 540 S-572 connects to Chico (Note: these sections were added to the state highway system in approximately 1999)	None scheduled
“S-295”	An “elbow-shaped” section south of I-90 from just east of Livingston to the I-90 exit just to the east of the US 89 North exit.	None scheduled
Various in Livingston	Within Livingston area	A variety of projects are scheduled in the next five years

Source: Gary Larson, *Transportation Planning, Montana Department of Transportation*

The state of Montana operated 84 continuous traffic counters in various locations in the state in 2003. Data are available for one site only in Park County—on US 89, 17 miles north of Gardiner. Traffic has increased significantly since the 1950s. (See Table 28.) The highest count was for 1995, with an ADT (Average Daily Traffic) of 1784.

Traffic is considerably higher in the summer months; counts in July 2003 were approximately triple the counts in February.

Traffic Safety

The State of Montana publishes an annual report on Traffic Safety. In 2001, there were 480 crashes and 166 injuries reported in Park County. The number of crashes placed Park County, number one among 10 counties of similar size population (10,000 to 19,999). (See Table 29.) In this case, the lower the ranking, the more severe the problem. Because the number of vehicle miles traveled is also quite high (estimated at 260 million vehicle miles traveled in 2001), it has a lower crash rate (rate of crashes compared to total miles traveled) than other counties with similar population size.

Table 28: Average Daily Traffic on US 89, 17 miles North of Gardiner

Year	Average Daily Traffic
1951	386
1971	655
1981	932
1991	1440
2001	1581
2003	1588

Source: Montana’s Automatic Traffic Counters - 2003

Total number of crashes has been rising over the past two decades. The average number of crashes per year was 315 for the 1980s, and 396 for the 1990s. For the period 2000-2002, the average number of crashes per year was 435. The percent of alcohol-related crashes has declined considerably in the last two decades. In the early 1980s, the percent of all crashes that involved alcohol ranged from 18.4% to 21.7%. Between 1989 and 2002, the percent of crashes involving alcohol stayed less than 10% with two exceptions, 1992 and 1995 when the rates were 11.8% and 11.5% respectively. (Montana Department of Transportation website)

Table 29: Selected Statistics for Traffic Safety in Park County

	State Ranking (of 56 counties)
Severe Crashes	#19
Alcohol Crash	# 12
Pedestrian/Bike/Motorcycle	#10
DUI Convictions	#12
Restraint Convictions	#22

Source: Traffic Safety Problem Identification FY 2004

Note: Lower numeric ranking indicates more severe problem relative to other counties

The increase in summer traffic on U.S. 89 creates traffic safety issues. There are not only more vehicles, but there is an increase in RVs, which can be difficult to pass on the two-lane highway, and a number of slower drivers. (Robbins)

Roads, Access, and Rural Development

Park County has experienced a number of issues related to roads and access. Some existing subdivisions, some of which were created without subdivision review because they were legally exempt from such review, were created without roads and without access or with inadequate

access. For example, there are some areas of the county divided into twenty acres parcels before parcels this size were required to undergo subdivision review. In these areas, often there are no roads platted at all and if a parcel does not happen to abut a public roadway, there is often no legal ingress or egress to the property. An example of insufficient roadways is the road that leads to the developing Wineglass Mountain area southwest of Livingston, which has only a 20 foot easement across an area subdivided decades ago into five-acre parcels. Current requirements for such a road would require a 60 foot easement width.

The county's general policy is to accept no new roads into the system (although the county and U.S. Forest Service are negotiating responsibility for approximately six miles of the Shields River Road in northeast Park County as this document is being completed).

Applicants for a new subdivision must provide evidence that there is public access into the proposed subdivision or provide evidence of other legal easement into the property. Park County has an index system for roads that can be used to identify historical records to substantiate legal access. The county requires the access road and any new roads for the subdivision to be built to county road standards.

Air

There are three public airports administered by the Park County Airport Board.

- Livingston airport approximately seven miles east of Livingston
- Wilsall airport approximately 4 miles north of town
- Gardiner airport

All three meet state inspection requirements (Quinn). In 2003, Park County established airport influence areas as required by state law. These influence areas extend one mile in width on each side of the primary instrument approach runway and its extended centerline.

In addition to public airports, there are a number of private landing strips. Private landing strips must be registered with the FAA. The state aeronautics division requests, but does not require, that private landing strips are filed with the state. Consequently, there is no readily available source in the State of Montana to assess the number of private landing strips in Park County. Statewide, the number of landing strips is growing, at a rate of roughly two per month. Conflicts between landing strips and surrounding uses are becoming more common in the state. (Quinn)

Rail

The only rail line in Park County is operated by Montana Rail Link and parallels I-90. Montana Rail Link offers rail service for cargo only. Historic narrow gage track still exists throughout parts of the county along the Highway 89 corridor, but the easement for the rail line from Livingston to Yellowstone National Park was relinquished by the rail owner many years ago and the easement was acquired by adjoining landowners.

There has been no rail passenger service since the 1970s. Montana Rail Link has hosted American Spirit tour trains and other one-time and recurring passenger train movements. Montana Rail Link has indicated it would evaluate any passenger rail service project proposed. (R.L. Banks)

Pedestrian and Bicyclist Paths

Outside of national forest system lands, pedestrian and bicyclist paths linking areas of the county are virtually nonexistent. Persons wishing to get anywhere other than in a motorized vehicle must typically walk along the road easement, although there are some sidewalks in some of the communities. The 1995 Plan for the Livingston City-County area set a goal of developing greenways for hiking and biking around Livingston. There is a pedestrian-bicycle path from the Livingston Depot south to Carter’s Bridge on the Yellowstone River (south of the city limits). (Woodhull) There are a number of hiking trails on national forest system lands, some of which may be used by mountain bikes.

In some areas of the nation, paths are being created from railroad rights-of-way that are no longer used for rail traffic. When the rail line from Livingston to Yellowstone National Park was abandoned several decades ago, the easement was generally acquired by adjacent landowners. The U.S. Forest Service maintains a portion of the rail easement as a walking path in the Yankee Jim Canyon area north of Gardiner. The area also includes a portion of the historic “Yellowstone Trail” dating back to the 1880s. (Robbins)

Public Transportation

There is no municipal public transportation system in the county. RimRock Trailways and Karst Stage Lines provide bus service from Livingston to destinations outside of the county. Karst Stage lines provides service from Bozeman and Livingston to Yellowstone National Park and back.

3. Water Supply Facilities

Outside of the communities of Clyde Park, Wilsall, Livingston, Gardiner, Cooke City, and Silver Gate, almost all Park County residents rely on individual groundwater wells for their water supply.

The state of Montana defines and differentiates among public water supply systems as follows:

Public water supply system: a system for the provision of water for human consumption from any community well, water hauler for cisterns, water bottling plants, water dispenser, or other water supply that has at least 15 service connections or that regularly serves at least 25 persons daily for any 60 or more days in a calendar year. (DEQ)

Table 30: Public Water Supply Systems in Park County Listed with the Montana Department of Environmental Quality, March, 2004

Population served	Community Water User Systems- Municipal Areas
337	Clyde Park Water Dept.
300	Cooke City Water District
500	Gardiner Park County Water District
7000	City of Livingston
37	Silver Gate Water Association
250	Wilsall Water District
Community Water User Systems-Other	
30	Big Spur Trailer Court
83	East Gate Work Camp
55	Edannes Mobile Home Park
75	Frontier Mobile Home Park
31	Geyser Trailer Court
180	Golden Age Village
54	Pine Crest Trailer Park
85	Ranch headquarters
175	Ranch Kitchen and The Cinnabar
52	Sphinx Mountain Mobile Home Park
69	West End Mobile Home Park
97	Windmill Trailer Park Well 1
125	Windmill Trailer Park Well 2
Non-transient Non-Community Systems	
116	Arrowhead School District
433	Chico Hot Springs
125	Golden Ratio Woodworks
40	Pine Creek School District
25	RY Timber Inc Planer Mill
50	RY Timber Inc Sawmill
Pending Systems	
25	Beede Yellowstone Recreational
32	Diamond B Lodge
Transient Non-Community Systems: 26 systems total in Park County	
Inactive Systems: 20 Systems	

Source: Montana Department of Environmental Quality

There are three types of public water supplies.

Community water system: a public water supply system which serves at least 15 service connections used by year-round residents or that regularly serves at least 25 year-round residents.

Transient non-community water system: a public water supply system that is not a community water system and that does not regularly serve at least 25 of the same persons for at least 6 months a year. This system primarily serves a transient population (cafes, bars, campgrounds, motels, etc.).

Non-transient non-community water system (NTNC): a public water supply system that is not a community water system and that regularly serves at least 25 of the same persons over six months per year. Examples are separate systems serving workers and schools. (DEQ)

Table 30 provides information on public water supply systems in Park County.

Municipal/Community Area Public Water Supply Systems

Municipal and community areas that have public water supply systems in Park County are:

- Clyde Park
- Cooke City
- Gardiner
- Livingston
- Silver Gate
- Wilsall

Of these, Livingston and Clyde Park are incorporated jurisdictions. The other areas fall within the county’s jurisdiction. Each of these systems must comply with state and federal regulations, including tests for water quality. Each system is required annually to prepare a report that is available to the public and provides information on the system’s water quality. Table 31 summarizes key existing characteristics and planned improvements to these public water supply systems. For more detailed information, refer to the separate sections for each planning area in this document (see Table of Contents).

Table 31: Summary of Existing Capacity and Projected Upgrades for Community Area Public Water Supplies in Park County as of April 2004

(NOTE: Table 31 continues on next page.)

Community	Water Source	Capacity	Recent or Planned Upgrades
Clyde Park	Springs and 2 wells	Currently serves approximately 130 connections; Current capacity to handle approximately 40 additional households	Major upgrades to system 1.5 years ago, including line replacement, fire hydrants, meters

Cooke City	Current: Springs with surface water back-up, Upgrade to Wells	Currently serves approximately 80 connections; Current Capacity insufficient to handle demand in spring months; storage capacity insufficient for fire suppression	Will begin major upgrades in Summer 2004 to replace surface-influenced water supply with wells, replace distribution system, increase storage capacity, install meters
Gardiner	Springs and 2 wells	Currently serves approximately 390 connections; Capacity will be enhanced with planned future upgrade to pump two wells simultaneously	Rebuilt bridge crossing in 1996, in 2002, replaced water distribution mains, By 2006 will have an arsenic treatment plant; system is on meters
Livingston	Six wells	Current demand only requires flow from four of the six wells, so flow quantity is sufficient for increased demand.	Since 1995, most of the distribution lines have been replaced.
Silver Gate	Current: Springs; Proposed: Well	Currently serves 36 connections; Potential for Insufficient capacity at present during the spring months; sufficient for current demand of 2 year-round families, but likely insufficient to meet demands of more than 2 additional year-round families	In planning stages to drill a well to replace the surface-influenced water supply
Wilsall	2+ wells	Currently serves approximately 120 connections; Could expand by an approximate 80 households	major upgrades in the system in 1994 including new wells, more fire hydrants, looping lines for more efficient delivery, installing meters, and increasing tank storage capacity.

Source: Personal communication with representatives of the various water supply entities

Individual Water Supply Systems

For persons not supplied with water from a public water supply source (including systems that meet the state definition of public water supply but which are provided by private individuals, corporations, or organizations), most rely on individual wells. In Montana, most individual wells are not required to be filed with the state, however, in order to assure a water right, filing with the state is necessary.

Statistics from the Ground-Water Information Center of the Montana Bureau of Mines and Geology indicate a total of 3,987 wells in Park County, of which 1,564 (39% of the total 3,987) were registered in the ten years from 1994 through 2003. The increase in registered wells does

not necessarily reflect a similar increase in the total number of domestic wells. Although most of the wells (3,275) are used for domestic purposes, some are used for other purposes such as stock-watering. In addition, some of the newly registered wells may be for existing wells that were never registered until recently. Some may also be the registration of new wells drilled to replace wells that dried up. Well registration clarifies legal ownership of groundwater rights and more people may be motivated to file for registered rights, given the multi-year drought conditions.

The two groundwater studies being conducted by the Montana Bureau of Mines in Geology (one in Paradise Valley and one in the Shields Valley north of Livingston) were initiated in part because of concern about sustained availability of groundwater supplies for new development in the county. Wells have gone dry in the north part of the county over the last few years of drought, and in the southern part of the county in Paradise Valley, availability of groundwater can differ greatly from location to location—in one location it can be abundant and shallow, and in a nearby location nearly impossible to locate sufficient water quantity.

4. Wastewater Systems

Wastewater systems in Park County are primarily individual septic/drainfield systems.

Gardiner and Livingston are the only communities that have public wastewater systems. The Livingston wastewater system is currently operating at approximately 60-65% of total capacity (Woodhull). The Gardiner system is operating at approximately 70% of capacity (Evanoff). For more detail on these systems refer to the separate sections for each planning area in this document.

Data are limited for public wastewater systems in Park County. The state of Montana defines public wastewater system as follows:

Public wastewater system: a system for collection, transportation, treatment, or disposal of wastewater that serves 15 or more families or 25 or more persons daily for a period of at least 60 days in a calendar year.

There are currently no classifications in Montana for public wastewater systems that operate with septic and drainfield. The state certifies systems that discharge into surface water and the state records show only one system certified by the state—that of Livingston. (Chambers)

Many of the locations, other than municipal areas, identified in the previous table with public water supply systems also likely have a wastewater system that meets the state definition of public (Morgan). None of these systems discharge into surface water and therefore none are certified as public wastewater systems by the state of Montana. Existing systems can operate without a state permit to discharge to groundwater (permit system initiated in the mid-1990s) until the system needs to be upgraded or an environmental problem with the existing system is identified (Bahr).

No accurate records are available for all wastewater systems in the county, but the Park County Sanitarian has records of wastewater systems installed in 1969 or later, or replaced in 1969 or later. This includes individual wastewater systems as well as those that would meet the state definition of a public system (except for those that discharge to surface waters). County records indicate approximately 2,755 new first-time systems were installed between 1969 and April

2004. This is not an accurate count of all systems in the county because it doesn't include pre-1969 systems and some "new" systems may actually be replacements for systems not previously recorded. Table 32 below shows number of new first-time systems for each year between 1990 and 2003.

Solid Waste

Table 32: First Time Septic Permits in Park County 1990-2003

Park County currently operates an incinerator, landfill, and recycling system that provide for solid waste disposal for the entire county, including the municipalities of Livingston and Clyde Park. The Forest Service also contracts with the Park County Solid Waste Department for solid waste generated by its facilities, including campgrounds and staff offices and residences, in Park County.

<i>Year</i>	<i># New Systems</i>	<i>Year</i>	<i># New Systems</i>
1990	108	2000	122
1991	82	2001	108
1992	113	2002	121
1993	143	2003	114
1994	174		
1995	138		
1996	130		
1997	118		
1998	120		
1999	120		
Ten year average	125	4 Year Average	116

The incinerator, which burns household waste, meets current federal air quality and other standards, but will be unable to meet the more stringent federal standards that will come into effect in May 2005. Consequently, beginning summer of 2004, Park County will close out the incinerator. Waste that has been incinerated will then be hauled by railroad cars to other facilities in Helena, Montana.

Source: Park County Sanitarian Records (Harrison)

The landfill, located approximately 5 miles east of Livingston, has separate facilities for Class II (household) and Class IV (construction type) wastes.

The Solid Waste Department contracts for an engineering study every three years to determine remaining capacity for both landfill types. The most recent study projects capacity at the Class II facility will be sufficient for an additional 20-25 years, and for approximately 80 years at the Class IV facility. Closing the incinerator will slightly increase the life of the Class II facility because ash from the incinerator will no longer be buried at the Class II site.

With the exception of Livingston, where curbside garbage collection is available, Park County residents must bring their solid waste to Green Box sites or directly to the incinerator or landfill. Green Box sites are gated, staffed facilities, open from 9:00 a.m. to 4:00 p.m. five days per week. As of March 2004 there were 14 Green Box sites throughout the county:

- Cooke City
- Gardiner
- Corwin Springs
- Tom Miner

- Chico
- Deep Creek
- Trail Creek
- Clyde Park
- Wilsall
- Springdale
- Mission Creek
- Fleshman Creek (NW of Livingston)
- Forest Service Building in Livingston
- Nead's Wrecking Yard on US 89
- Smiths' (US 89-south of Clyde Park)

The Cooke City location is the only site with a compactor (although the county is planning to install a compactor at its new Livingston transfer station as this document is being completed).

The Solid Waste Department currently has a fleet of three trucks used to collect waste from the Green Box sites. The frequency of truck hauls depends on amount of solid waste produced. The volume of solid waste increases by approximately double in the summer months. With the exception of the Cooke City facility, trucks haul waste from the Green Box sites approximately once a week. The Cooke City compactor system allows for longer periods between hauls to the county's solid waste incinerator/landfill from this location, most distant from the county's solid waste facilities. Time between hauls during the winter from Cooke City can be up to several weeks.

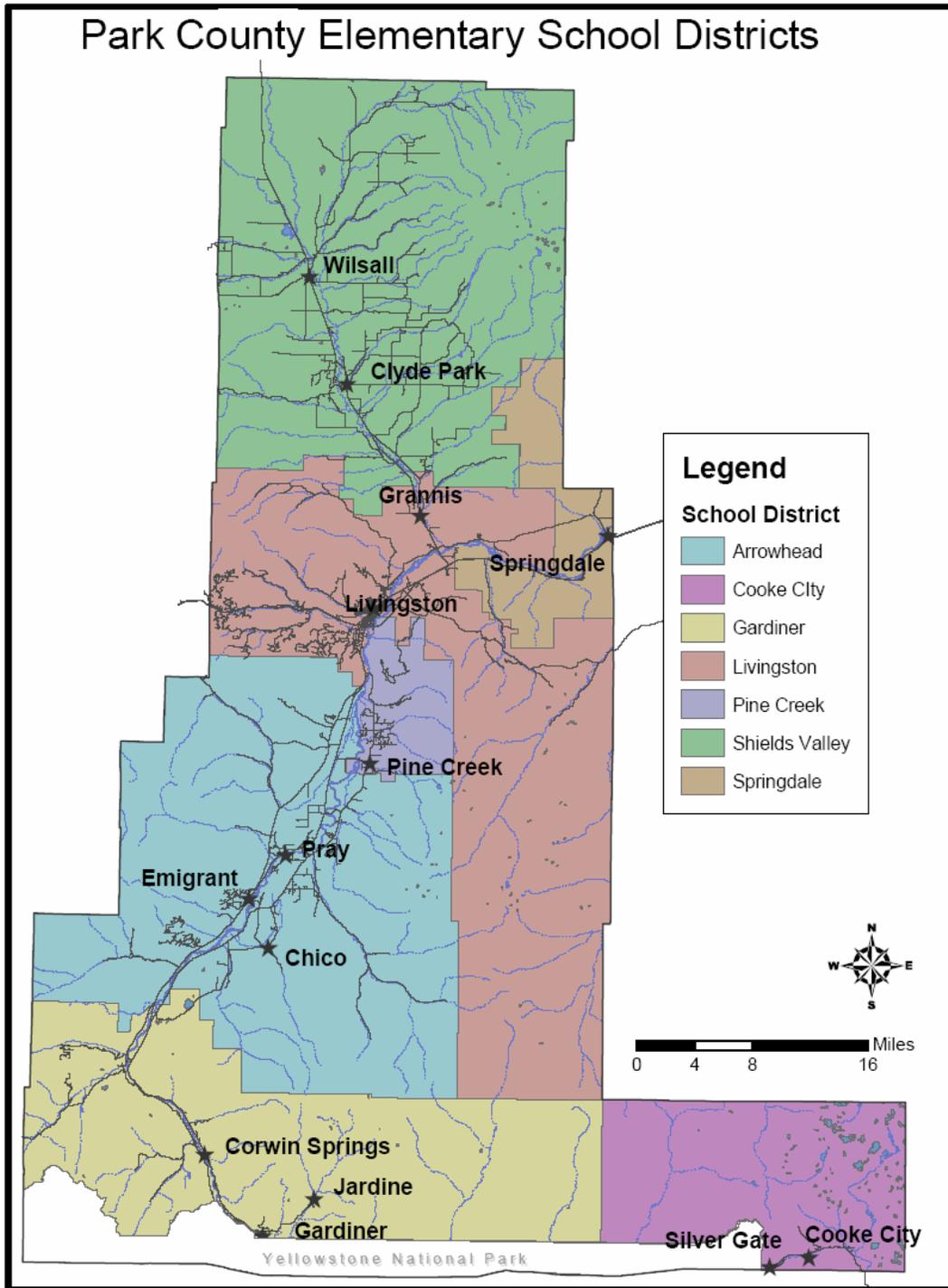
Recycling is available at the county facilities for newspaper, cardboard, aluminum, tin, glass, iron, and white goods (such as appliances). Newspaper, tin, aluminum, and glass are recycled through Park County's participation in Headwaters Recycling, an association of 13 counties and six municipalities in the area, which provides yellow recycling bins. Approximately 500 to 700 tons annually of materials are recycled in Park County through the Yellow Bin program. Park County Solid Waste Department directly handles the recycling of other materials, which also amounts to several hundred tons per year, through collection and shipping to other facilities.

Fees, assessed through property taxes, fund the operation of the Park County Solid Waste Department's operations. As of March 2004, the flat fee per household was \$140 per year. (Flatt)

5. Schools

The Park County public school system has a total of eight elementary schools, five middle schools, and three high schools. (See Map 8.) As shown in Table 33, school enrollment is generally declining throughout the county with the exception of the Pine Creek and Arrowhead Schools in Paradise Valley, with 2003-2004 enrollment of 28 and 134 students respectively. Both of these schools saw an increase in enrollment in 1996, when middle school was offered at these locations. Previously middle school students from these areas went to school in Livingston. Arrowhead school has also experienced an increase in elementary enrollment of nearly twice that of the 1993-1994 school year enrollment numbers.

Map 8: Park County Elementary School Districts



Created By the City of Livingston & Park County GIS Department, 2004
 This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution. The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

Source: Park County Comprehensive Development Strategy, November 2002

Enrollment in the Livingston elementary and middle schools decreased by approximately one-fourth over the past decade. Last year the district closed the Washington Elementary School; it is currently used for special programs but is no longer functioning as an elementary school. (Olson)

Table 33: Enrollment in Park County Public Schools and Percent Change between 1994 and 2004

	% Change 1994-2004	Enrollment 2003-2004
Livingston Elementary Schools	-25%	587
Sleeping Giant Middle School	-22%	343
Park High School	24%	112
Total Livingston Schools	-21%	1042
Gardiner School	-36%	109
Gardiner 7-8	-31%	37
Gardiner High School	-9%	21
Total Gardiner Schools	-32%	167
Shields Valley Elementary	-29%	119
Shields Valley 7-8	-2%	53
Shields Valley High School	8%	26
Total Shields Valley Schools	-19%	198
Pine Creek School	-12%	23
Pine Creek 7-8		5
Total Pine Creek Schools	8%	28
Arrowhead School	114%	107
Arrowhead 7-8		27
Total Arrowhead Schools	168%	134
Cooke City School	-55%	5
Springdale School	-73%	3

Source: Montana Office of Public Instruction

Note: Enrollment numbers as of Fall 2003 as recorded by the Montana Office of Public Instruction

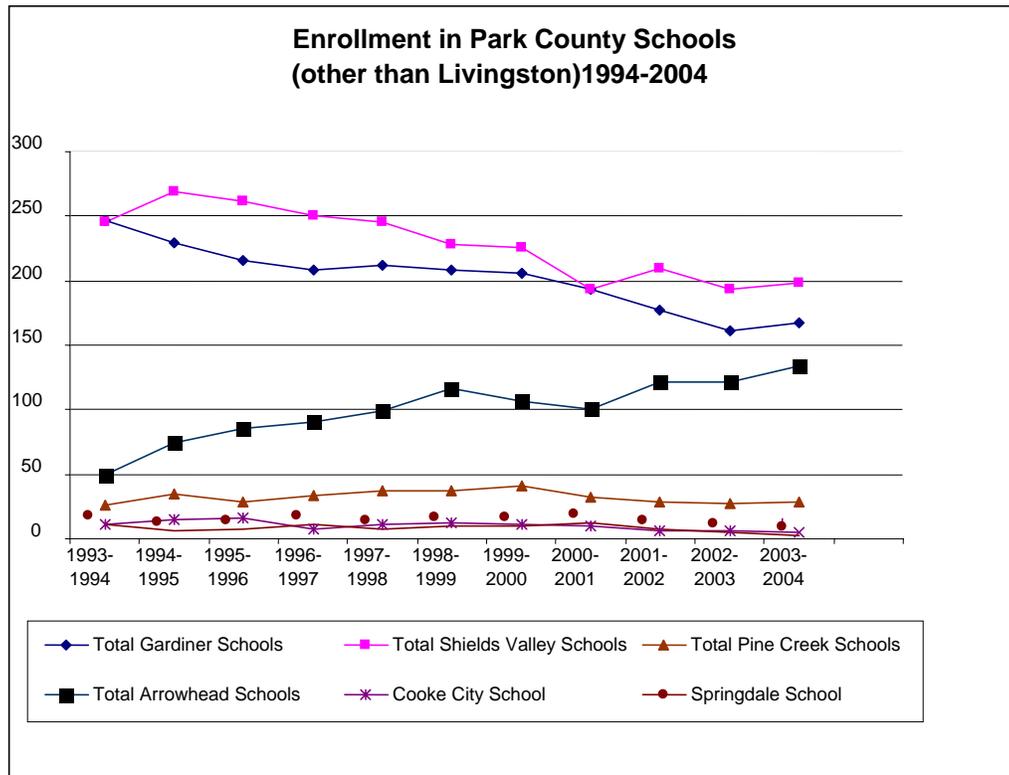
In the 2003-2004 school year, an additional 163 students were enrolled in private schools in the county, as shown in Table 34. Another 118 students were home-schooled. The number of reported home school students in the county has fluctuated significantly in the past decade. The number enrolled in 2003-2004 school year is the highest enrollment in the past decade, and the lowest enrollment—60 students—was in the 2000-2001 school year. (See Figure 14.)

Table 34: Enrollment in Park County Private Schools and Home School Programs 2003-2004 School Year

	2003-2004
Private Schools	
Bright (Kindergarten)	7
St. Mary's Elementary (K-8)	107
Thomas Moore School	43
Thomas Moore High School	6
Total Private School Enrollment	163
Home School	
Elementary	89
High School	29
Total Home School Enrollment	118

Source: Montana Office of Public Instruction

Figure 14: Enrollment in Park County Schools (other than Livingston) 1994-2004



Source: Montana Office of Public Instruction

5. Parks

In addition to parks within the incorporated communities of Livingston and Clyde Park, Park County also has two parks, both located in the area formerly referred to as the City-County planning area. Green Acres Park has some playground equipment. The other park is unimproved and was created in 1915 as part of the area known as the “Montague Addition.” This unimproved area is located along the Yellowstone River. It is approximately one acre in size and is larger now than when created because of lands accreted as the river has changed course and deposited new material along the bank. (Robbins)

State law requires subdivisions with six or more lots to dedicate land or cash-in-lieu of land for parks. Park County has a policy for parks and using funds from “cash-in-lieu,” which is included in the county’s subdivision regulations.

6. Libraries/Museums

There are three museums in Livingston:

- International Fly-Fishing Center
- Yellowstone Gateway Museum
- Livingston Depot Center

The Yellowstone Gateway Museum is owned by the County.

There is a public library in Livingston, funded by the City and the County, and a small library in Gardiner that is privately supported (Livingston Library and Hendy).

7. Other County Facilities

Other facilities owned and/or maintained by Park County include:

- Livingston, Gardiner and Wilsall airports
- Sheriff’s Office in Gardiner
- Sewer building in Gardiner
- Senior Center in Wilsall
- County Road Shops
- Sheriff’s Impoundment Lot
- Fairgrounds
- Yellowstone Gateway Museum
- County Office building (with City)
- Library (with City) (Hendy)

The county also owns a number of undeveloped parcels throughout the county (Robbins).

8. Power and Heating Fuel

Table 35 displays source of home heating fuel for occupied residences in Park County, Montana, and the nation.

Table 35: House Heating Fuel in Park County Compared to Montana and the Nation

HOUSE HEATING FUEL	Park County		MT	US
	#	%	%	%
Occupied housing units	6,828	100	100	100
Utility gas	3,344	49	59.1	51.2
Bottled, tank, or LP gas	1,428	20.9	12.7	6.5
Electricity	866	12.7	16.1	30.3
Fuel oil, kerosene, etc	130	1.9	3.1	9
Coal or coke	8	0.1	0.3	0.1
Wood	943	13.8	7.5	1.7
Solar energy	2	0	0	0
Other fuel	92	1.3	1	0.4
No fuel used	15	0.2	0.2	0.7

Source: Census 2000, Summary File 3 (sample data)

Livingston is the only area in Park County where natural gas is provided, however a major natural gas pipeline traverses the county east-west. Several companies provide propane to rural residences in Park County (Alliance Development Corporation).

With the exception of the Livingston, Gardiner, and the Cooke City-Silver Gate area, Park Electric Cooperative, Inc. provides electric power throughout Park County. NorthWestern Energy provides electric service to Livingston and Gardiner (Alliance Development Corporation). Flathead Electric Cooperative, based in Kalispell, Montana, provides electric power in the Cooke City-Silver Gate area (Cody).

In Park County, a greater percentage of homes rely on bottled gas and wood for heat compared to Montana and the nation and a smaller percentage of homes rely on electricity.

Park County Electric Cooperative is willing to provide electric power wherever there is demand for such service and where there is legal access to provide such power. The Cooperative has had problems supplying power to developing areas of the county. Some developers have assumed that if a power line crosses a property, it can also serve proposed new homes on that property, but this is not always possible for a variety of reasons. In some cases, such as development in the Fleshman Creek area northwest of Livingston, persons who first built in the area had to develop with off-the-grid power and cell phones only.¹ Although typically there is adequate room within a county road easement for power lines, this is not always the case, nor can it be assumed that

¹ Note that since the first home was built in this specific area, easements for utility access have been acquired to serve the subdivision.

because the easement is available that the lines extend along the road. The Cooperative does not charge for a site visit to determine accessibility of electricity. (Stephens)

9. Telecommunications

Livingston and the surrounding area can receive a variety of internet provider services including DSL, T-1, 56K dialup, ISDN, and Frame Relay high speed, DS-3 and higher speeds. However, quality and reliability of service remain issues in other locations of Park County. Phone line internet connectivity is considered substandard in some locations. Satellite communication is available in locations with unobstructed views. (Alliance Development Corporation) A fiber optic cable traverses the county, but has no “off-ramp” in Park County (Robbins). In some areas of the county, there is no easement for access for standard telephone lines and property owners must rely on cell service only. (Stephens).

Livingston has a local radio station, KPRK 1340 AM. Local newspapers in the area include:

- *Livingston Enterprise* (Livingston)
- *Beartooth Times* (Cooke City)
- *Howler* (Gardiner)
- *Cooke City Newsletter* (Cooke City)

CONCLUSIONS AND PROJECTED TRENDS

Not all land parcels in Park County have adequate legal access for vehicles, power, and telephone systems. Landowners of these properties may be totally unable to develop their property unless they can acquire appropriate legal access.

Existing parcels with inadequate vehicular access are likely to continue to be developed for residential use, creating additional problems for providing emergency services.

As areas with inadequate vehicular access continue to develop, there is likely to be increased demand for public solutions to improve road conditions to address traffic safety and other issues.

Based on historical trends, traffic on US 89 between Livingston and the Wyoming border will continue to increase.

Without additional funding, increased rural residential development will continue to strain the county road department’s ability to maintain and repair county roads and bridges.

As recreational use increases in Park County, demand may increase for bike and pedestrian paths that link destinations.

Many of the county’s publicly operated water supply systems have been upgraded in the past decade and have capacity to serve additional connections. In general, most of the new

development in Park County has been in areas outside of the service areas of these systems and based on historical information, that trend will continue.

Storage capacity of some of the county's publicly operated water supply systems is inadequate for fire suppression.

Based on historical data (39% of all wells in the county were drilled in the past decade), the number of new wells will continue to increase at a significant pace. The effect of increased use of groundwater may be better understood when results of two ongoing studies are released.

Development is likely to continue on larger rural parcels that are difficult and expensive to serve with central water supply and wastewater systems.

New development in the Cooke City and Silver Gate areas is restricted somewhat by physical constraints for wastewater systems. New development may be pushed into other areas around these towns and/or cumulative results of inadequate systems could potentially result in environmental issues.

The county's Class II Landfill is projected to be adequate for 20-25 years. If population continues to increase with resultant increases in solid waste, the projected lifespan of the landfill may diminish.

Historical trends for enrollment indicate that enrollment at Pine Creek and Arrowhead will continue to increase, while enrollment elsewhere in the county declines.

Consultation

Alliance Development Corporation and Northern Rocky Mountain RC&D. *Park County Comprehensive Economic Development Strategy*, 2002.

Bahr, Bill. Montana Department of Environmental Quality. Personal communication, April 2004.

Banks, R.L. and Associates, Inc. *2000 Montana State Rail Plan Update*.

Boehm, Andy. Research specialist. Montana Office of Public Instruction. Personal communication, April 2004.

Brown, Gary. Cooke City Water Users Association. Personal communication, March, 2004.

Chambers, Jenny. Montana Department of Environmental Quality, Public Water and Subdivision Bureau. Personal communication, April 2004.

Cody, Toni. Park Electric Cooperative. Personal communication, April 2004.

DEQ. See Montana Department of Environmental Quality.

Evanoff, Bob. Gardiner Sewer District. Personal communication, April 2004.

Flatt, Ed. Park County Solid Waste Manager. Personal communication, April 2004.

Ground-Water Information Center, Montana Bureau of Mines and Geology.
www.mbmggwic.mtech.edu. County statistics reports from the website. March, 2004.

Harrison, Karen. Park County sanitarian's office. Personal communication, April 2004.

Hendy, Linda, Finance Officer. Park County. Personal communication, April 2004.

Johnston, Rick. Park County Road and Bridge Superintendent. Personal communication, March 2004.

Larson, Gary. Montana Department of Transportation, Planning Department. Personal communication, March 2004.

Liebl, Steve. Resident of Silver Gate. Personal communication regarding the Silver Gate Water Association, April 2004.

Livingston Library. Call regarding facilities, April 2004.

Long, Loretta. Silver Gate resident. Personal communication, March 2004.

Montana Department of Environmental Quality. Website. www.deq.state.mt.us March-April 2004.

Montana Department of Transportation. *Montana's Automatic Traffic Counters - 2003*

Montana Department of Transportation. *Traffic Safety Problem Identification, FY 2004*. July 9, 2003.

Montana Department of Transportation Website. www.mdt.state.mt.us *Park County Alcohol Related Crashes*.

Morgan, Doris. Assistant sanitarian, Park County Health Department. Personal communication, April 2004.

Myrstol, John. Public works director, Clyde Park. Personal communication March, 2004.

Olson, Rodney. Park County school superintendent. Personal communication, April 2004.

Park County Comprehensive Plan 1998.

Pizzini, Gino. Montana Department of Environmental Quality, Public Water and Subdivisions Bureau. Personal communication March, 2004.

Quinn, Mike. Aviation support officer and airports engineer, Montana Department of Transportation, Aeronautics Division. Personal communication, March 2004.

Resolution of Park County Designating Airport Influence Areas. 2003.

Robbins, Jackie. Park County planner. Personal communication, March and April 2004.

Sarver, Calvin. Wilsall Water Users Association. Personal communication, March 2004.

Shorter, Ron. Gardiner Water District. Personal communication March, 2004.

Stephens, Tim. Park Electric Cooperative. Personal communication, April 2004.

Woodhull, Jim. Livingston City Planner. Personal communication, April 2004.

DISTINGUISHING CHARACTERISTICS BY PLANNING AREA

Note: This section includes information for each of the county's planning areas (see Map 9) only when it differs in marked ways from information presented in the previous sections of this document. For example, housing affordability and availability of housing for seasonal service workers are generally not discussed in this section—not because they're not a critical concern in the planning areas, but because these issues are uniformly of concern throughout most of the county—and they are therefore discussed at length in the "Housing" section above.

CLYDE PARK AREA

Economic conditions

The town's first store opened in 1901. The Northern Pacific Railroad constructed the Shields Branch line through the town nine years later; it served the area until it was discontinued in 1987.

Today, agriculture and timber provide the planning area's primary economic base, although the number of persons employed in these industries is decreasing. Coincident with this drop is an increase in diversification to such businesses as dude ranching, bed and breakfast inns, outfitting, fly fishing, and camping.

Housing

Housing in the planning area is historically concentrated heavily in the town and immediate vicinity. This pattern is becoming more diffused in recent years, however, with subdivision of previously rural and agricultural lands beyond the historic limits of the town.

Land uses

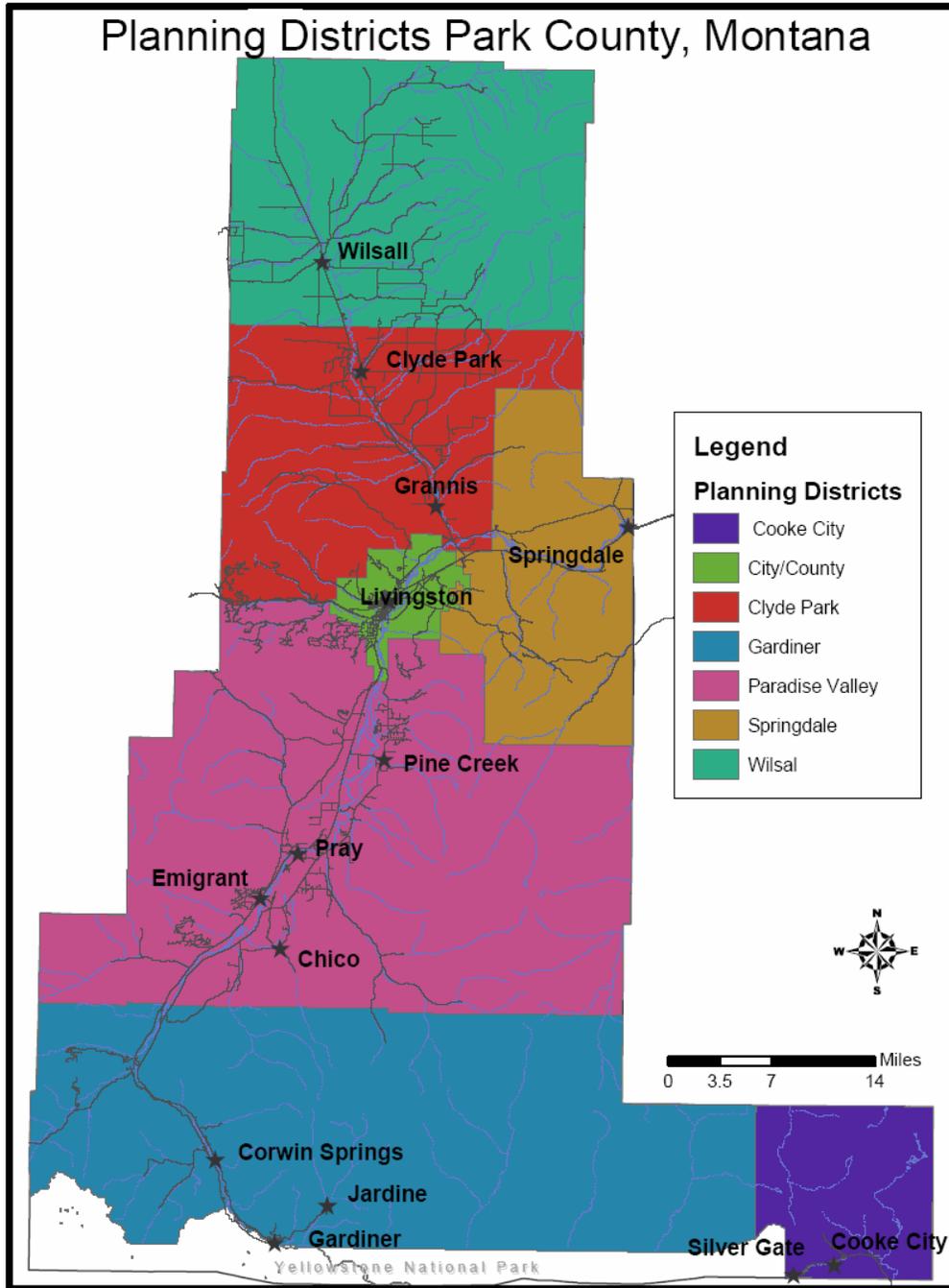
The planning area's principal agricultural activities are cattle ranching and small grain crops. Approximately 90% of the planning area is in private ownership, with the balance in federal and state ownership. (*Comprehensive Plan*)

The East Yellowstone Zoning District (1997) established the area east of Livingston through to Springdale and just north of the Yellowstone River as a district aiming to preserve its rural character and environmental quality.

Natural resources

The Shields River is the primary surface water feature in the planning area. Detailed groundwater information is not available currently, but a study has been initiated with results expected in 2006. The area contains a diversity of wildlife species including big game species, predators, fur-bearers, and birds. The primary long-term threat to wildlife and wildlife habitat in

Map 9: Planning Districts – Park County, Montana



Created By the City of Livingston & Park County GIS Department, 2004
 This DATA is neither a legally recorded map nor a survey and is not intended to be used as such. No representation is made that features presented accurately reflect true location or correct attribution. The City of Livingston and Park County assumes no liability for any errors or omissions herein. DATA layers are under continued development; therefore, the DATA is current only to the date of delivery.

Source: Park County Comprehensive Plan, 1998

The planning area is gradual transition from farm and ranch land use to rural residential use. When critical wildlife habitats such as elk winter range are subdivided, animals lose the opportunity to find food, cover, and water and meet other needs. Cattle ranchers and small grain producers are of necessity sensitive to the effects of game damage caused by deer and elk to the economics of their operations. The current low population density of the planning area presents no significant concerns with respect to air, surface and groundwater, and visual quality.

Local services

The incorporated Town of Clyde Park is governed by an elected mayor and five elected council members. Operations are managed by the town clerk and a second staff member responsible for operating the town water system and overseeing building permits, animal control, and other municipal tasks. Town personnel provide snow plowing, while street repair is contracted out. The town has no centralized sewage collection and treatment system.

Fire protection within the town is provided by the city fire department. The remainder of the planning area outside the town is covered by the Clyde Park Rural Fire District. The two departments have an automatic aid agreement for fighting larger fires. Each has a station in the town, within a block of each other. The rural district maintains equipment at its in-town station and two rural ranch locations to be nearer potential fire calls. Of the rural district's four trucks, one is designed to primarily fight structure fires and the other three to fight wild-land fires.

Emergency 911 services and advanced life support service are coordinated out of Livingston, which extends response time beyond what it might be if provided within the planning district.

Public facilities

As an incorporated community, Clyde Park maintains its own roads and other public facilities, such as the water supply system. A detailed description of the water supply system is included below. Outside of the town's water supply service area, water supply would be primarily groundwater wells. The town does not have a public wastewater system.

The Shields Valley School District, consolidated in 1990, provides K-12 education in the Clyde Park and Wilsall Planning Areas. Three buildings in the two towns provide facilities for the K-12 students.

Town of Clyde Park Water Supply System

The town of Clyde Park provides water within the town limits. Water source is two wells and natural flow springs. Together the wells produce approximately 100 gallons per minute. One well is 30-35 feet deep and the other is 90-120 feet deep. A private individual owns three-fifths of the spring.

The system operates with a pump and a storage tank with capacity of 177,000 gallons.

Approximately one and a half years ago, the town completed major upgrades to the system, including replacing approximately 75% of the town's water lines with new line, and providing more looped systems. The entire system is now a looped distribution system with the exception of two dead-end mains. New fire hydrants were also installed and the town went to a metered system.

There are approximately 130 service connections and capacity to serve an additional 40 households without any need for water rationing. Capacity to provide water in a fire emergency is limited, however, by the size of the storage tanks, which could be drained within approximately 15 minutes by use of fire hydrants. (Myrstol)

COOKE CITY AREA

Population

The 2000 U.S. Census showed 140 permanent residents in the Cooke City-Silver Gate census district. The planning area's population is extremely seasonal, however, with approximately three times the number of year-round residents residing in the area in the summer. Due to restrictions of topography and services, population is highly concentrated in the Soda Butte Creek valley. With coming increases in numbers of retirees and other people with more leisure time, population is expected to increase—limited principally by availability of public utilities and by relatively scarce private land, as the area is surrounded by public lands.

Economic conditions

Fur trapping was an early occupation in the planning area, with mining supplanting it in the last half of the 19th century. That industry, in turn, has given way to increased tourism, with the closing of the last large-scale production mine in 1953 and a 1997 settlement that cancelled development of the New World Mine in the planning area. Silver Gate was founded specifically to encourage and serve tourism.

Park County's location next to Yellowstone presents many economic opportunities. The County has capitalized on the tourism industries associated with traffic through the Park. Communities adjacent to the Park boundaries (Gardiner and Cooke City/Silver Gate) benefit from employee residence and emergency services provided by park rangers.

Housing

Figures indicate that less than one-quarter of the planning area's housing stock is occupied year-round, with other units occupied only in summer months.

Land uses

By far the most distinctive feature of the land in this planning area is its relative isolation from the rest of Park County—a circumstance that influences all other aspects of life in the area, particularly the economy and local public services (or, more precisely, their absence). The county seat in Livingston is roughly 100 miles—two hours' drive—from most of this area's

population. Land use by humans is largely dictated by topography: the narrow, steep-walled valley of Soda Butte Creek is about five miles long and only two-thirds of a mile wide at its widest point. Slopes range from 2% to more than 30%. Elevation of inhabited areas is well over 7,000 feet.

Most of the private land within the area originated as patented mining claims of the late 1800s and early 1900s. The surrounding mountains contain numerous inactive adits and shafts, and abandoned mine dumps and mine structures.

In 1993, the citizens of the area, perceiving an acceleration in the rate of population growth and land development, petitioned the county commissioners to create a zoning district, which was created by an ordinance adopted in 1997. Among other provisions, zoning restricts building on steep slopes and guides higher density development to within the platted town sites of Cooke City and Silver Gate. Both towns have empty residential lots, but building to allowable density hinges in part on availability of adequate sewer and water. Rural residential development is restricted by a water compact between the state of Montana and Yellowstone Park that reserves 95% of all ground and surface water within the Soda Butte drainage to the park.

Natural resources

Groundwater and surface water quality in Fisher, Daisy, and Soda Butte Creeks are affected by both naturally-occurring and historic mining related acidic drainage. And, although the Cooke City area has rich mineral deposits and a history of ore production, all of the public land in the area has been withdrawn from future mineral entry.

This planning area is a part of the Greater Yellowstone Ecosystem making it home to a number of migratory and non-migratory species of local and national interest. The area contains elk, bison, mule deer, bighorn sheep, mountain goats, bears, and mountain lions. There is a robust resident moose population along the Soda Butte Creek corridor, a corridor also used intensively by humans. The grizzly bear and gray wolf, both listed under the Endangered Species Act are residents of this area of the county. This planning area contains both grizzly bear recovery areas and areas where the presence of grizzlies is undesirable, specifically, the corridor of human use in the Soda Butte valley containing the communities of Silver Gate and Cooke City. Any development of the limited private land in this planning area, whether it be along the Soda Butte Creek valley or on scattered mining claims, will have associated wildlife considerations.

Although the commercial core areas of Silver Gate and Cooke City are situated in open areas, many rural residences are located within the highly-flammable lodgepole pine forests.

Local services

The planning area's relative remoteness from the rest of the county, particularly the county seat in Livingston, makes some services unavailable and others minimal or slow in delivery. The nearest deputy of the county Sheriff's Department, which provides law enforcement, is stationed in Gardiner. A mutual aid agreement among the states of Montana and Wyoming and the U.S. Department of the Interior (i.e., Yellowstone Park) partly compensates for the deputy's distance with

availability of national park rangers, Montana Highway Patrol officers, and Park County, Wyoming, deputies. The Park County, Montana, sheriff notes, however, that the aid agreements apply only in life-threatening situations, which can be subject to different interpretations. (Carpenter).

Local search and rescue is provided by a Cooke City-based unit of the Sheriff's Department and, through mutual aid, National Park Service personnel.

A volunteer fire department has two trucks in Cooke City and one in Silver Gate. A locally levied, county-collected 6-mill tax supports the department. Certified emergency medical technicians provide services through the fire department and search and rescue unit. An ambulance is available through the National Park Service.

No doctors or dentists practice in the planning area. The nearest medical treatment is the outpatient clinic at Mammoth Hot Springs in Yellowstone Park. Hospital facilities are located in Livingston, with year-round access, and Cody, with seasonal access.

Public facilities

There are public water supply systems for Cooke City and Silver Gate. These systems are described in more detail below but do not cover the entire Planning Area. Outside of the public water supply service areas, water supply would be the responsibility of the property owner, and most rely on groundwater wells.

In 1993, the State of Montana and the U.S. Department of Interior agreed on a water compact for Department of Interior lands within the State of Montana. A provision of this water compact is that 95% of the surface water and hydrologically connected groundwater flowing into Soda Butte Creek has been reserved for the exclusive use of Yellowstone National Park. Silver Gate and Cooke City currently exceed their 5% allotment in all but the highest flow months of the year. Existing residential and municipal water supplies are protected, but if enforced, this water reservation could limit growth in the Soda Butte Creek drainage. Permits are required from the Montana DNRC for any new wells drilled in the area. (*Comprehensive Plan*)

The Cooke City Elementary School provides education for grades kindergarten through grade 8. High school students from the Cooke City Planning Area attend high school in Gardiner. The students either board with families in Gardiner or commute to school daily. Travel time to Gardiner is about one-and-one-half hours in good weather. (*Comprehensive Plan*)

The 1998 Park County Comprehensive Plan indicated serious problems with wastewater disposal in the Planning Area. According to the plan:

Sewage disposal problems include improperly installed, ineffective, undersize, and/or inadequately maintained systems, and seasonally high water tables...High groundwater, steep slopes, and the floodplain of Soda Butte Creek limit the capacity for additional septic systems in the Cooke City and Silver Gate areas. Growth in both areas will be limited by the county unless a central sewer system is constructed or inadequate individual systems are identified and replaced by

new construction. The Colter Pass area and the area between Cooke City and Silver Gate have land suitable for additional septic systems.

Cooke City Water Supply System

The Cooke City Water District provides water within the Cooke City area. A bond to upgrade the water system passed in Spring of 2004, after failing in two previous elections.

Upgrades are necessary to address capacity and quality issues. The existing supply system consists of springs with surface water back-up. Flow from the springs is approximately 100 gallons per minute in the summer months and approximately 30-40 gallons per month in winter/spring and demand can exceed supply especially during the spring months. In addition, there is inadequate capacity for fire suppression, particularly in the spring months, when the hydrants could go dry in about five minutes. Use of spring and surface water requires adherence to more restrictive regulations and treatment processes. The new upgrades will replace the existing water supply source with groundwater wells and will increase the storage capacity for the current 30,000 gallon capacity to 280,000 gallons. The upgrades will also include replacing the distribution system (which is currently too shallow), and installing meters.

There are approximately 80 connections currently, many of which are for hotel/motel units. (Brown)

Silver Gate Water Supply System

The Silver Gate Water Association provides water to two year-round residences and to other summer season users in the Silver Gate area.

Water supply source is three springs. The supply source needs to be upgraded to comply with requirements for sources under the influence of surface water. Consequently, the Association is planning to drill a well, and to use the springs only as necessary for back-up.

The Association's system was rebuilt after the 1988 fires. The current system includes a 10,000 gallon storage tank. There is one fire hydrant, located at the fire station. The system provides adequate capacity during the summer months, but in the winter and especially in the spring, flows from the springs are quite low. An additional two year-round residences could create demand greater than current capacity.

There are 36 connections currently, and include four hotels (each as one connection) and several businesses and residences that are occupied only during the summer-early fall tourist season. (Liebl)

GARDINER AREA

Population

The 2000 U.S. Census found 851 persons residing year-round in Gardiner and its immediate vicinity (excluding much of the planning area). The planning area's population was increased dramatically in the late 1980s, when the Church Universal and Triumphant established its

headquarters at Corwin Springs. Gardiner has also shown population gains, though not so dramatic, and highly affected by seasonality. A distinguishing characteristic of this area's population is its relative youth, compared with Park County overall.

Economic conditions

Agriculture has been an economic anchor for more than a century, with livestock production most prominent.

Tourism came to the fore with completion of the Northern Pacific rail spur in 1883, and even more so when U.S. Route 89 was constructed in 1928. Gardiner itself has been tourism reliant for more than a century. It still provides the only year-round auto gateway to Yellowstone. About 20% of Yellowstone's 3 million-plus visitors enter through Gardiner.

The seasonality of tourism places considerable demands on the planning area's economy, with repercussions on housing, law enforcement, and other areas. The area struggles to cope with a heavy influx of workers in summer and their absence in winter.

The relocation of the Church Universal and Triumphant to Corwin Springs, beginning in 1986, added significant population and economic activity to the planning area. The church is the planning area's largest property taxpayer.

Housing

Housing in the planning area is limited, making both seasonal rentals and permanent residences not only scarce, but increasingly expensive. A limited number of building sites remain within Gardiner. More lies outside the town that is currently in agricultural use, while most land is public and not available for development.

Land uses

Land use in much of this planning area is shaped or influenced by adjacent lands of Yellowstone Park. The area provides significant and essential winter range for big game that is protected within the park in summer range.

The area is relatively undeveloped, with most residential development to date within the town of Gardiner, around Corwin Springs, Carbella, and Rock Creek—plus scattered development in the Jardine and Cinnabar Basin areas. Most of the land in the area is public, and some of the larger ranches are under conservation easements.

Natural resources

The Yellowstone River and its tributaries is the primary surface water feature in the planning area. Water quality is excellent. The Yellowstone Cutthroat trout spawns in the tributaries to the river in the planning district and the Yellowstone River above Yankee Jim Canyon has the highest population of Yellowstone Cutthroat trout in the state. The state of Montana and the

National Park Service negotiated a water compact in 1993 which placed restrictions on groundwater development. This planning area contains a distinct and well-known geological feature, referred to as the Devil's Slide which is located north of Gardiner.

The Gardiner Planning Area is located with the Greater Yellowstone ecosystem. Much of the wildlife habitat in the planning area is on federal land managed according to the direction in the Gallatin Forest Plan. The mid-elevation lands in private ownership contain wetlands, riparian areas, irrigated crop lands, foothill grasslands, and some forested lands important for wildlife habitat.

All of Montana's big game species occur in the planning unit including: antelope, white-tailed deer, mule deer, elk, moose, mountain goats, bighorn sheep, black bear, grizzly bear, and mountain lion. Gray wolf are present here as well as bison. Mid-elevations in the planning unit are used by all of these species at least seasonally, with the exception of the mountain goat. Half or more of the 20,000-24,000 elk in the Northern Elk Yellowstone herd winter in the planning area. Depending on population numbers and weather conditions, bison from Yellowstone Park leave the park for the Gardiner area in significant numbers in the winter months.

Local services

Fire protection for Gardiner is provided by Gateway Hose Company #1 and for the Church Universal and Triumphant by its own private unit. Gateway Hose is an all-volunteer unit that has two vehicles. The district is funded through a mill levy administered by the county.

Gardiner also has an ambulance service with one vehicle and volunteer staffing by emergency medical technicians and nurses. The service is funded through donations.

The nearest medical treatment is the outpatient clinic at Mammoth Hot Springs in Yellowstone Park, with hospital facilities in Livingston.

Public facilities

The Gardiner Planning Area includes the community of Gardiner and communities of the Church Universal and Triumphant (CUT). Gardiner and the CUT both have public water supply and wastewater systems. A detailed description of the Gardiner water supply and wastewater systems is included below. Outside of the service areas of these public systems, water supply and wastewater systems are generally individual wells and septic.

Public education in the Gardiner Planning Area includes public elementary, junior high, and high school. Enrollment, reported at near capacity in the 1998 Park County Comprehensive Plan, has been declining since 1994.

Gardiner Water Supply System

The Gardiner Water District provides water in the Gardiner community. The system also provides water for Yellowstone National Park facilities just to the south of Gardiner. The

Yellowstone National Park facilities include a laundry that services the entire Park, including hotels and staff accommodations at Lake, Old Faithful, and elsewhere in the Park.

Source water supply for the system consists of one spring and two wells, both located on the north side of the Yellowstone River. The system consists of three storage tanks—two above-ground tanks with capacities of 300,000 and 200,000 respectively, and a 150,000 gallon capacity underground storage. There are two different pressure zones

Currently there are 390 service connections, including hotels and trailer parks. Every year there are a few more connections to the system, but major new growth is limited by the fact that the community is surrounded by public land. The current system is operating at approximately 70% of total capacity.

Recent upgrades include several improvements. In 1996, a new bridge crossing was built to supply water to the south side of town. In 2002, the District replaced the 4” cast iron water main with 6” main and some 8” main, and replaced the section of water main from the bridge to Hell Roaring Street with 10 inch main. The District also replaced at that time some aging service lines that connected to the mains being upgraded (so that streets wouldn’t have to be torn up later to fix these individual service lines as they failed).

Water from the well has tested at 24 parts per billion (ppb), which is the regulatory Maximum Contaminant Level of 10ppb. The Gardiner Water District 2003 Annual Drinking Water Quality Report stated:

Low levels of arsenic are common in surface waters and ground water in Montana, particularly areas that are geologically or geographically associated with Yellowstone Park... Some people who drink water containing arsenic in excess of the MCL over many years could experience skin damage or problems with their circulatory system, and may have increased risk of getting cancer.

A bond passed in 2003 will be used to build an arsenic treatment plant so water will comply with federal regulations by January 2006. In addition, the bond will provide for additional piping so that two wells can be pumped at the same time for additional flow and capacity. (Shorter)

Gardiner Wastewater System

The Gardiner Sewer District provides wastewater system services for the same area as the Gardiner Water District. The system is an aerated lagoon system with three sewer lift stations, one of which pumps wastewater underground across the Yellowstone River to the aerated lagoon facilities on the north side of the River. The Sewer District has a permit to discharge into the Yellowstone River.

The system has about 30 percent available capacity. At current growth rates, the system is anticipated to be sufficient for another 10 years. There is room at the existing lagoon facility for expansion.

The entire system was rebuilt in 1990-1991. In the mid-1990s, the underground line across the Yellowstone failed and was subsequently re-built. The Sewer District is in the process of upgrading the main lift station. (Evanoff)

LIVINGSTON AREA

Land uses

The Livingston city manager states that principal land-use concerns of the city in relation to the county are providing opportunity for effective and efficient infill development, coordinating transportation planning, providing for orderly development of the city's gateways, and fairly apportioning the cost of government services among all taxpayers who use those services. (Golnar)

The current county-city Intergovernmental Agreement provides that the county will submit to the city for review and comment all development proposals within two miles of city limits. The agreement also provides that the county will require developments within potential annexation areas to be master planned for future incorporation into the city.

Livingston's first comprehensive plan, covering the city limits and the four and one half mile jurisdictional area around the city (the Livingston Donut), was drafted in 1967. The City's layout, demography, and economy changed significantly in the intervening 30 years, and the City drafted an updated version of this plan in 1995. The City presented revised data on history, cultural resources, population, housing stock, the economy, parks, public services, transportation, the environment and land use to better plan for Livingston's development needs into the 21st century. (Upper Yellowstone)

Public facilities

The City of Livingston recently completed the 2003 Urban Design Plan that addresses the transportation system. The plan includes proposed changes to roads in and around Livingston, including changes to US. 89 south of Livingston, upgrading and constructing new railroad crossings, and improving traffic flow in Livingston. (Alliance Development Corporation)

As an incorporated city, Livingston maintains public facilities within its jurisdictional area. The City of Livingston is currently updating its Growth Policy and will be addressing public facilities in that document.

The City requires owners to sign a waiver of right-to-protest annexation before services will be extended outside of city limits (Woodhull).

The Paradise Valley Zoning District, generally centered on the Paradise Valley Church around the intersection of Mill Creek Road and East River Road, requires newly created lots to be 20 or more acres in size and restricts ridge top development. The district's regulations were adopted on June 1, 2004.

PARADISE VALLEY/COKEDALE AREA

Economic conditions

The planning area's historic reliance on timber and agriculture has gradually given way to increasing importance of tourism. The area has the only five-star dude ranch in Montana, and the Yellowstone River in this area is regarded as one of the country's premier trout fisheries. Ongoing challenges to maintaining the fishery include stream alterations resulting from residential development and introduction of diseases that degrade the fishery either in fact or in perception anglers.

Small manufacturers are increasingly attracted to the planning area by the exceptional quality of life many people perceive—particularly those from crowded urban areas outside the state.

Land uses

Agriculture became the predominant human land use in the planning area shortly after the first permanent ranch was established near Emigrant in 1867. Agriculture fed miners, as mines were established in the area—generally extracting precious metals east of the Yellowstone River and coal west of the river. The timber industry was launched in the area shortly after mining. Today all mining has ceased, timber is active but not prominent, and agriculture maintains its strong presence, while gradually giving way to residential development. Cattle, sheep, and haylands are the principal agricultural activities.

Paradise Valley became Park County's district of greatest increase in land subdivided for residences in the 1990s. In that decade, residential growth in the district outpaced development in both the 1970s and 1980s. In terms of newly subdivided lots, the developments of North and South Glastonbury together accounted for the majority of growth in the late 1990s.
(Upper Yellowstone)

Natural resources

The Yellowstone River is a key natural resource in this planning area and supports a premiere and resilient fishery. The surface and groundwater quality here is excellent. The Montana Bureau of Mines and Geology has undertaken, but not yet completed, a groundwater study in the valley.

Many newer residents have been drawn to the valley because of the wildlife present. This development has caused habitat fragmentation. However, with the exception of predation by wolves, more tolerance for wildlife and the associated game damage is exhibited in the Paradise Valley than in crop producing areas in the county to the north.

Subdivision and rural residential development has created the opportunity for noxious weeds to spread. Homes located in the wildland urban interface are vulnerable to wildland fire. The high-elevation background of the Absaroka Range to the east and the Gallatin Range to the west remains in a natural state. The natural-appearing visual quality of the foreground has been reduced by roads, power lines, and scattered residences. Vehicle traffic on dirt roads generates

dust. The Yellowstone River valley bottom has a rich archeological resource, much of which has not been surveyed or evaluated.

Local services

The Paradise Valley Fire Service Area provides fire protection out of a station in Emigrant. All personnel are volunteer, and equipment consists of four fire trucks and a command/first response vehicle. The Cokedale area is covered by Park County Rural Fire District #1, a combination paid and volunteer unit based in Livingston.

Public facilities

Public schools in the Paradise Valley Planning Area include Pine Creek and Arrowhead. Pine Creek School was described as at capacity with 28 students in the 1998 Park County Comprehensive Plan and the 2003-2004 school enrollment was also at 28 students (including K-8). Arrowhead school has had significant growth in enrollment in the past decade and currently has 134 students (K-8), compared to 90 students at the time of the 1998 Comprehensive Plan.

Proposed improvements for state highway 540 (East River Road) were met with opposition in the past decade, in part because residents indicated that the improvements as planned were not in keeping with the local lifestyle. Residents wanted a narrower roadway and the state provided the smallest roadway that would still meet standards. (Larson)

SPRINGDALE AREA

Economic conditions

The town of Springdale was established in connection with the planning area's first ranch, and ever since agriculture has provided the base for the area economy. It has been augmented, to greater and lesser extent through the years, by some mining and timbering.

Land uses

This planning area's land is 56% publicly owned and 44% privately owned. Most of the public land is situated south of Interstate 90. Most of the private land is in agricultural use, with cattle and sheep ranching predominant, along with haylands. Conversion of agricultural land to residential use is not as pronounced in this area as in the county's other planning areas. This has been attributed to presence of stable ranching families (*Comprehensive Plan*).

Most residential development is concentrated within or near Springdale. Only a small percentage of the area has been subdivided.

The Mission/West Boulder Zoning District, created in 2002, was declared void in an April 29, 2004, court ruling. The district had established the area east of Livingston through to Springdale and south of the Yellowstone River as an Agricultural Exclusive District. Agricultural pursuits, any grandfathered land uses, and commercial uses not viewed as detrimental to the area were the

only land uses allowed in this district. Establishment of the district was to maintain the rural character and environmental integrity of the area, while protecting agricultural property values and preventing urban encroachment.

Natural resources

The Yellowstone and Boulder Rivers are the primary surface water features in the planning area. Detailed groundwater information is not available for this area but existing wells appear to produce yields sufficient to meet current domestic and agricultural needs. The Yellowstone River is also a prominent visual feature in the natural-appearing landscape. Many fish and wildlife species are found both along the river bottom and in the upland areas including game birds, deer, elk, moose, black bears, coyotes, and mountain lions.

Local services

Fire protection is provided by Park County Rural Fire District #1 from stations in Springdale and Livingston. The Springdale unit is staffed by volunteers and has two engines.

Public facilities

Springdale school is the smallest school in Park County, with three students recorded with the Montana Office of Public Instruction. Officially, this school is in non-operational status. The school can function in this status for one more year, after which time it will need to shift to full operations or dissolve. Some kindergarten students are anticipated to enroll in the 2005-2006 school year, which would make it less likely the school will dissolve. High school students from Springdale fall within the Livingston high school district. Because of the proximity to Big Timber, some students may prefer to go to high school there. (Olson)

WILSALL AREA

Population

The 2000 U.S. Census found 237 persons residing year-round in Wilsall and its immediate vicinity (excluding much of the planning area).

Economic conditions

The planning area's economy has been based principally on agriculture for more than a century. Small grains are the chief products of the area.

Land uses

Some 75% of this planning area's land is in private ownership, with the remaining one-quarter in federal and state ownership. The privately owned farm and ranch lands are largely concentrated along desirable waterway and highway corridors and thus subject to intense pressure for residential development—even though relatively little of the total land has yet been subdivided.

Residential development is historically concentrated in and around the town of Wilsall, and residents of the planning area have in the past expressed a consensus to maintain that pattern, so that new development can be more efficiently provided with public infrastructure and services.

Natural resources

The Shields River and its tributaries along with Cottonwood Reservoir are the primary surface water features in the area. No detailed groundwater information is available for this planning area although a groundwater study has been initiated. The Wilsall area has a natural-appearing landscape and high visual quality. Agricultural and ranch lands support big game and other species on habitat which has experienced very little degradation and fragmentation. Although there has not been a systematic survey of archeological resources to determine their extent, a significant prehistoric site has been located and excavated in the planning area.

Local services

The Wilsall Rural Fire District provides fire protection within the planning area, augmented by agreements with Gallatin and Meagher counties that provide coverage for major fires outside the district. The district has volunteer fire fighters; equipment consists of four engines—one designed principally to fight structure fires and the others designed to fight wildland fires.

Emergency 911 service and advanced life support service are coordinated out of Livingston, which extends response time beyond what it might be if provided within the planning district.

Public facilities

The Wilsall Planning Area includes the community of Wilsall, which has a water supply system. The Shields Valley School District, consolidated in 1990, provides K-12 education in the Clyde Park and Wilsall Planning Areas. Three buildings in the two towns provide facilities for the K-12 students.

Water Supply

The Wilsall Community Water Users Association provides water in the Wilsall community. The Association completed major upgrades in the system in 1994 including drilling new wells, adding more fire hydrants, looping lines for more efficient delivery, installing meters, and increasing tank storage capacity. The system is primarily volunteer—there are two part-time operators who read the meters and do the required water testing (approximately 1 hour day for both volunteers combined).

The Water Users Association drilled new wells in 1994. A total of thirteen wells were drilled before wells were drilled with adequate water quantity and quality. Two wells, approximately 180 feet deep, supply water at a rate of approximately 120-130 gpm. Two additional wells were also drilled and could be used as back-up or additional water supply source, but are not currently used. Storage capacity is 100,000 gallons.

Prior to 1994, wells that supplied water for the Wilsall Water Users Association were becoming contaminated with nitrates, which has not been a problem since the new wells were drilled.

All of the pipes in the distribution system are 6 inches in diameter, except for the 8 inch feed line.

Currently, there are approximately 120 hookups and the system could be expanded to 200 hookups with existing water supply. Installing meters in 1994 cut average use by nearly half. (Sarver)

Consultation

Alliance Development Corporation, *Park County Comprehensive Economic Development Strategy*, November 2002.

Brown, Gary. Cooke City Water Users Association. Personal communication, March, 2004.

Carpenter, Clark. Park County sheriff. Phone conversation, March 22, 2004.

Park County, Montana. *Comprehensive Plan*, March 25, 1998.

Evanoff, Bob. Gardiner Sewer District. Personal communication, April 2004.

Golnar, Steve. City manager, City of Livingston. Meeting on February 5, 2004.

Larson, Gary. Montana Department of Transportation, Planning Department. Personal communication, March 2004.

Liebl, Steve. Resident of Silver Gate. Personal communication regarding the Silver Gate Water Association, April 2004.

Myrstol, John. Public works director, Clyde Park. Personal communication March, 2004.

Olson, Rodney. Park County school superintendent. Personal communication, April 2004.

Sarver, Calvin. Wilsall Water Users Association. Personal communication, March 2004.

Shorter, Ron. Gardiner Water District. Personal communication March, 2004.

Upper Yellowstone River Task Force, *Final Report*, December 2003.

Upper Yellowstone River Task Force, *Historic Watershed Land Use Assessment of the Upper Yellowstone River Valley*, June 2003.

U.S. Bureau of Census, Washington, D.C., American FactFinder website, *Fact Sheets* for community profiles, at <http://factfinder.census.gov/home/saff/main.html?lang=en>.

Woodhull, Jim. Livingston City Planner. Personal communication, April 2004.

APPENDIX E. PARK COUNTY HISTORY

Introduction

Perhaps the most remarkable feature of Montana Territory settlement is the rate at which it took place. At a pace that has been described as kaleidoscopic, the Yellowstone River valley was transformed from the ancestral homeland of Native American people to enclaves of towns, agriculture and industry serviced by railroad transportation and freight roads in less than two decades.

A common characteristic of westward expansion history is that it was economically driven and a general overview of Park County's early history can be viewed from the same perspective. One of the purposes of this type of history is to understand how different areas of Park County acquired their regional identities. An economic model of history addresses the general scope of how settlers made a living.

But such a model does have its drawbacks. Generally absent from this perspective are individual names, personal experiences, and the comings and goings of notables. Similarly, military excursions, surveys and other events which had more to do with Montana Territory rather than County settlement are excluded, as are interesting, but insignificant anecdotal accounts. It is assumed that each area of Park County developed schools, churches and organizations which are not discussed. Certainly all of these are critical to a detailed history of Park County and essentially add to regional identity, but are lacking in this broad overview.

Park County was created by Montana Territorial Legislature in February 1887. Its history can be considered in two distinct periods. The first is an early settlement era between 1863 and 1882 when the area was part of Gallatin County and often referred to as "east side." The second period of development is marked by the arrival of the Northern Pacific Railroad in 1882 and continues with the construction of Livingston and subsequent creation of Park County.

During the first period, the presence of the Crow Reservation on land south and east of the Yellowstone River had significant influence on the settlement pattern and the rate of resource development within the county. The Crow ceded the greater portion of Gallatin County lands in 1882, but holdings to the east had an effect on the boundaries set for Park County which originally included a portion of Sweet Grass and Carbon counties.

The historic model of county development cannot mirror contemporary socio-economic areas considered by Park County Growth Policy studies. But, with some overlapping, they are closely aligned. While many historic jobs and even communities no longer exist, descendants of people who worked in extinct occupations often reside in the same areas their ancestors settled. Through them, the stories and traditions of Park County have been preserved and are part of a region's modern identity.

Fundamental to the county as a whole is the spirit of the land, itself — 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 their motives or livelihoods, referenced its natural wonders with awe.

Gardiner to Yankee Jim Canyon

Separated from the Paradise Valley by the “Second Canñon of the Yellowstone,” the portion of Park County extending to the Yellowstone Park boundary is true mountain country and home to many of the county’s most historically colorful characters.

“Uncle” Joe Brown is credited with the discovery of gold east of the Yellowstone River in Bear Gulch during the winter of 1864-65. By the end of the 19th century, the town of Jardine was established and mills operated by various companies through 1948 made Jardine Mining District the second largest producer of precious metals in Park County. Between 1989 and 1996, TVX Mineral Hill mining company made the most recent attempt to develop the district.

On the west side of the river, coal was the mineral of choice, but it took the building of the Northern Pacific Railroad’s Park Branch Line in 1883 and Harry Horr, owner of the Cinnabar Mountain coal measures to make mining operations feasible. Until 1910, the coke ovens at Horr (later renamed Electric) supplied fuel for Montana smelters, gave rise to the mountain community of Aldridge and provided tons of freight for the Northern Pacific Railroad.

However, the Park Branch line was not built with either gold or coal in mind. Gardiner (no more than a post office in 1880) was designated the terminus for trains delivering tourists to Yellowstone National Park. But a legal dispute over ownership of the town site stopped the rail line at Cinnabar and a town arose around the site. It would take twenty years for the last 2 1/2 miles of rail tracks to reach Gardiner and the town’s early struggle for life strengthened it.

“The people found it was not necessary to be a railroad town. It was at the entrance of the National Park and tourists were forced to pass through the place,” noted one 1907 historian. “The location was a suitable one for a town and the fact that the railroad passed it up did not remove the town.”

Gardiner survived to outlive the railroad, welcome the age of automobile tourists on the Yellowstone Trail and became the second most populous town in Park County. The people of the Upper Yellowstone maintained historic traditions of hunting and fishing; of raising stock and hay in the mountain basins; and assumed guardianship over the crown jewel of national parks.

Paradise Valley

Paradise Valley is the result of an ancient river system that flowed north to the Arctic Ocean and was turned eastward during the ice age. The river maintained its northward course by cutting through the south block of the Beartooth Uplift, Yankee Jim Canyon, and the limestone Canyon or Wineglass Mountain at the northerly end of the valley. The easterly side of the valley is flanked by the Beartooth uplift, the outer shell of a stratovolcano, Emigrant peak, and on the westerly side by the Volcanic Gallatin Range and ancient sedimentary mountains on the north. A deep river valley was filled with

glacial debris and soils during the last ice age which gave the valley its present configuration.

Native American people lived in the valley after the ice age, with the Crow Nation claiming the valley as home by the time the first fur trappers entered the valley in the early 1800's. Jim Bridger wintered near Chico and Irameus Haynes (Trapper Haynes) lived in the valley during and after the 1840's on the east side of the river. The Montana gold rush during the 1860's triggered the exploration of the valley by prospectors with the discovery of gold in the Emigrant Creek area. Yellowstone City was platted by the miners working Emigrant Creek, making it the only platted city in the valley and possibly the only platted city in the Crow Nation.

The Montana gold rush brought homesteaders and cattlemen such as the Bottlers, Daileys, Sticklands, and Storys to the valley in the 1860's. The Yellowstone Park area also attracted expeditions to the Park by the federal government and private individuals who traversed the valley. With the establishment of Yellowstone Park, the military had a presence in the valley en route to Fort Yellowstone from Fort Ellis near Bozeman. The Park Branch of the railroad was built through the valley by the Rocky Mountain Railroad Company in 1883 and by that time most of the valley had been homesteaded by the pioneer families by location or by purchase of squatters rights. In 1880 the Crow Nation ceded their right to the reservation on the easterly side of the Yellowstone River and those lands were opened for location in April 1882. With the advent of the building of the Northern Pacific Railroad, every odd numbered section was granted to the railroad on both sides of the river, and the sections suitable for ranching were purchased. The balance of the railroad sections were acquired by the Forest Service on both sides of the river. Gallatin National Forest, formerly the Absaroka National Forest, was created in the early 1900's. According to some historians, a large block of the railroad sections on the east side were acquired by the United States by executive order by trading out of timber lands on the West coast.

Except for some tourist activity at Chico Hot Springs, sporadic gold mining in the Emigrant area, coal mining on Trail Creek and West Pine Creek, and a few sawmills, the valley remained as a ranching community from the time the railroad was built until the 1960's. By the 1960's, the natural beauty of the valley and interest in fly-fishing on the Yellowstone River and the three spring creeks attracted visitors. Many of those visitors bought acreages or ranches sparking subdivision of ranches in the valley, changing the demographics of the population and land use.

Livingston

Livingston's beginnings were carefully planned. A review of the original plat of the town site filed on Dec. 22, 1882 is a reminder of the sort of visionaries Northern Pacific Railroad planners were. From south to north, city blocks were platted from Clarence Street to Reservoir Street and from west to east, from 14th Street to R Street. With the arrival Northern Pacific construction crews in November 1882, businessmen prepared to fulfill the plans, and by 1883 Livingston shared a reputation with Miles City of being the two most progressive towns on the Yellowstone River.

Despite an aura of built-in respectability, however, Livingston didn't entirely escape the boom or bust roughness of frontier settlements nor totally shed the spirited

elements of a working class town. By the time the Northern Pacific's running repair shops were built and the brick business buildings rose along Park Street, however, Livingston became a city of permanence. It was sophisticated enough to be a seat of local government and the new town's creation gave legitimacy to the creation of Park County.

Livingston's growth went according to plan, but has historically never dramatically exceeded it. By virtue of the Northern Pacific Railway, Livingston became a transportation oriented city. On the threshold of the 20th century, the town took its place as a center of agriculture, timber and mining and became a gateway to a natural wonderland.

Livingston's story is well documented and includes eras of boosterism, the comings and goings of the 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.

Cokedale

The historical travel corridor west of Livingston to Bozeman Pass has included the trail of Captain William Clark, the Bozeman Trail, the Fort Ellis military road, the Northern Pacific Railroad, the Yellowstone Trail, U.S. Highway 10 and Interstate 90. Until the arrival of the railroad in 1883, land in the area remained sparsely populated and was used primarily as rangeland by stock growers.

The promise of adequate and dependable transportation, however, generated interest in developing area coal deposits. Nine miles west of Livingston, William H. Williams had began developing a coking operation. By 1886, his coking oven experiments had produced a product superior to Pennsylvania coke. The Livingston Coke and Coal Company was formed and the camp of Cokedale was built to generate Montana's first coke.

By 1887, a spur was built from the Northern Pacific main line to Cokedale and within two years the town boasted of two general stores, a post office, boarding house, hotel and forty houses. At peak production, 130 coke ovens reduced 200 tons of coal to 100 tons coke each day which was shipped to smelters in Butte, East Helena and Great Falls. Four hundred men were employed at Cokedale and the community was famous for it's brass band, large school and baseball team.

After two devastating fires a decade apart, Cokedale closed company operations in 1906.

Shields Valley Basin

The northern portion of Park County, drained by the Shields River, is a geological opposite of the county's southern, Upper Yellowstone area. The Shields Basin contains no mineral wealth. Its economy was agricultural based and found in the rich, arable soil of the broad valley between the Bridger and Crazy Mountains. As a result, northern Park County was developed at a slower (some would say, saner) pace.

Early Territory expansion history involving the Shields River centers around the vicinity of its confluence with the Yellowstone River. The mouth of the Shields was a traditional campsite for emigrants on the Bozeman Trail. In the lower valley, Nelson Story sheltered the first cattle driven from Texas in 1866 and during the winter of 1867-68, a mutinous contingent of Montana militia encamped here during a proposed

campaign against the Sioux. The militiamen distinguished themselves by murdering each other rather than their adversary.

Political divisions did not have a great deal of impact in the Shields Valley. Even after the boundaries of the Crow Reservation were adjusted by treaty in 1868, there was no immediate rush to settle the newly opened lands in the valley. Instead, the area was utilized by large-scale sheep and cattle operations which ultimately built the foundation for the valley's agricultural identity. It was well into the 1880s before the first small communities began to appear. Sunnyside, Meyersburg and Shields served as little more than post offices and stage stops along the freight road between Livingston and Meagher County's Castle Mountain mines.

The area's coming of age was ushered in by rail transportation and the 20th century. In 1901 a general store was built near the post office of Clyde Park, named in the late 1880s after a Clydesdale stallion imported by ranchers Harvey and Tregloan. A town site was platted in 1906 and by 1915 Clyde Park had grown to a community of 752 people with two banks, hotels, schools, doctors and business representative of the vibrant agriculture area it served. In 1912, Clyde Park became the only incorporated town in Park County other than Livingston.

Shields Valley agriculture production spurred the Northern Pacific Railway to establish the Shields Branch line. The rails reached Clyde Park in late 1909 and, the following year, reached its terminus eight miles north on property owned by W. B. Jordan. Here, the community of Wilsall was established and grew to become the business lifeline of Upper Shields Valley residents.

The century's second decade were heady times for residents of Shields Valley and the rush for Emigrant gold in the 1860s nearly paled in comparison with the rush for Shields River golden grain in 1914. Several area farmers swept national and international farm awards at the Dallas International Exposition and Shields Valley farm land became nationally famous. According to one news account, land which sold for \$1.50 an acre at the turn of the century had escalated to \$25.00 an acre by 1913. Within a week of the Dallas show, land in the valley was advertised at \$50.00 an acre. The influx of homesteaders and farmers into the area resulted in a booming economy for Clyde Park and Wilsall, but the good times didn't last. Severe drought in 1919 paralyzed the growing economy in the "Land of Prized Crops," and the coming of the Great Depression resulted in a mass exodus of families seeking a livelihood from Shields Valley soil. Some families survived hard times. Wilsall and Clyde Park endured. But it would be many years before the hubristic advertisement of the early 1900s Shields Valley again had merit.

"Come to Park County," it read, "where the crops are larger and climate better and success more certain."

Mission Creek - Springdale - Boulder River

East of present-day Livingston and south of the Yellowstone River is a historic focal point of a symbiotic relationship between the United States and Crow Nation. By 1868, treaties shrank Crow lands from a 38 million acre "territory" to an 8 million acre "reservation" and the first Crow Agency was established. Named Fort Parker for the U.S. Commissioner of Indian Affairs, Ely S. Parker, the agency was built ten miles east of present-day Livingston near the mouth of a stream then known as Skull Creek. Because agencies were popularly associated with Christian missions (which this one did not have),

the stream was renamed, Mission Creek. The misnomer might have been a harbinger of things to come. One historian has termed the affairs conducted with the Crow by opportunistic Bozeman businessmen at Fort Parker as “deception and venality on Mission Creek.” The outpost played a brief role in a bleak period of U.S. history that led to Crow cultural devastation.

Fort Parker established a federal presence on the Upper Yellowstone River and a military road was established from Fort Ellis. A ferry was constructed across the Yellowstone River three miles east of present-day Livingston, resulting in the establishment of the frontier outpost of Benson’s Landing. Fort Parker and Benson’s landing represented the only communities on the Upper Yellowstone at the time. At Fort Parker, administrations dug irrigation canals, encouraged farming, and built housing typical of a sedentary lifestyle, but remained unsuccessful in making United States antecedents a Crow preference. In 1875, a new Crow agency was completed near Absarokee and Fort Parker was abandoned.

The Crow Reserve had impacts on Park County both before and after county creation. Regardless of the letter of the law excluding non-natives, some legitimate settlement of reservation lands was ongoing during the 1870s because of intermarriage and personal interactions. Other intrusions, notably by placer miners, were often overlooked by the Crow because the trespass was in remote and seldom visited areas. For the most part, reservation lands were honored simply because of the risk that development investment might be lost.

In 1882, the Crow ceded lands west of the Boulder River and a panhandle which included the Upper Stillwater River, but retained lands to the north and east. When Park County was created in 1887, its boundaries encompassed the mining districts where Contact, Independence, and Solomon City would be established; the coal fields of Red Lodge; and the entire length of the Boulder River, including the community of Big Timber. Park County held tenuous claim to its expanded area for eight years. After the Crow sold another 1.8 million acres of their reserve in 1891, both Big Timber and Red Lodge clamored for county autonomy and a division of the eastern portion of Park County became parts of the newly formed Sweet Grass and Carbon counties in 1895.

While Park County lost a major amount of taxable property, it succeeded in retaining Hunters Hot Springs and its doorway community of Springdale. Dr. Andrew Hunter had made claim to the natural hot springs in 1864. Hunter, who simultaneously served as Fort Parker’s doctor and established Bozeman’s hospital, envisioned a hydro-therapy treatment facility comparable with world class spas. He began development of the springs in the early 1870s and succeeded in making Hunters Hot Springs recuperative qualities well known. With the arrival of the railroad, Springdale came into existence as the disembarking point for travel to the popular resort. Over the course of 50 years, subsequent owners developed the area and in 1909, the construction of the luxurious Hotel Dakota provided an almost Camelot-like lifestyle to visitors at the the internationally renowned retreat. Springdale became Park County’s eastern-most community.

Cooke City

Cooke City is the oldest existing community in Park County, probably the most unique and certainly the most remote. Established in the early 1870s as the main camp in

the New World Mining District, Cooke City's survival represents a tenuous balance between the rise and fall of mineral prices, the effects of federal policy and the forces of nature. Those who chose to make a living in the mountainous terrain located between the northeast boundary of Yellowstone National Park and the high country plateau along the Montana-Wyoming border became decisive and self-reliant folks.

The New World Mining District made life above 7,000 feet elevation worth pursuing. Prospects on Republic and Miller Mountains were first mined in 1874 and news of the wealth spurred a Bozeman mining group to build a smelter in 1877 at the little camp known as Shoo-Fly. Regardless of trespass on the Crow Reservation, reports of the strike published in area newspapers brought a rush of miners into the area. News of the pending opening of the area also attracted an investment group led by Jay Cooke Jr. Cooke promised active development backed by "untold fortunes" and said he would build a railroad to the mines. The miners reacted by naming the camp after Cooke and even when his mining company, untold fortunes, and railroad plans dissolved in bankruptcy three years later, his name endured.

In 1882, Jack Allen pushed a freight road through the Lamar corridor of Yellowstone Park to connect to the Cinnabar rail terminus. Progressive thinkers had little doubt rail service would soon follow, but Cooke City stood in the shadow of Yellowstone National Park and its natural preservation policies. Reflecting the times, historian Alfred Babcock noted in 1907, "Year after year, up to the early nineties, the struggle was renewed. Every congress during the late eighties and the early nineties had to deal with the question of granting a right of way through a small portion of the park for the Cooke City railroad, but that body absolutely refused to grant such a concession. The struggle was truly pitiable. Here were a band of men confident of the richness of the country, struggling on year after year to develop the mines, but working against such odds as few mining camps have had to contend with."

The railroad was never extended beyond Gardiner, nor did a planned extension through Red Lodge or an electric railway via the Boulder-Slough Creek pass materialize. But the New World Mining District ended up being Park County's largest producer of precious metals and operations continued at Cooke City through 1955.

Denied a railroad, Cooke City was not to be denied a highway and in the mid-1930s the scenic Red Lodge-Cooke City Highway provided an alternative economy for the mountain village. Their association as the East Gate to Yellowstone National Park, as the stepping stone to a vast high country wilderness beyond the park boundaries, and their skill in nurturing all seasons of outdoor recreation continues to make Cooke City a remarkable destination.

Summary

Montana historians such as Joseph Kinsey Howard and Merrill Burlingame have noted the boom and bust nature of the settlement era and Park County followed the pattern. Now 120 years out, many of the founding economies of Park County no longer exist or have only remanant representation. An inability to adapt to political and social change accounted for the collapse of some, obsolescence for others and advancements in technology for most.

Of the sustaining economic identities in Park County, agriculture and its multiplicity of forms best represents adaptability provided by long-range planning. The

industry suffered numerous historical challenges. For example, synthetic cloth technology nearly eliminated county sheep production by the 1950s; advancements in machinery changed labor intensive production methods and shifted the traditional need of large, rural families; and market vagaries sporadically altered farm and ranch operations. Since the 1970s, national mobility and discretionary income has created what some consider an agricultural threat as marginal land became worth more as real estate than the worth of what it would produce. But stock growers associations, farm bureau organizations, and education in the form of Montana State Extension agencies have provided a flexible template to guide agri-business and the rural character of Park County endures.

Similarly, more esoteric groups and individuals have historically pushed for legislation which has established guidelines to safeguard natural resources. Hunting, fishing, and outdoor recreation pursued by guides and dude ranchers in the late 19th and early 20th centuries has evolved to include a tourism and recreation economy enabled by an outdoor ethic.

During its formative years, opportunistic, self-interested economies drove development. As Park County settled into the 20th century, a more democratic meld of transportation, rural and urban interaction, and community spirit evolved. Consequently, historical regional identities contribute to Park County's quality lifestyle. Current growth planning empowers Park County to pursue its future with its historical identity intact.

Written by Jerry Brekke

at the request of the Park County Growth Policy Facilitator, Kara Ricketts
Communication.

APPENDIX F. GROWTH POLICY REQUIREMENTS (MCA)

Title 76. Land Resources and Use. Chapter 1. Planning Boards.

76-1-601. Growth Policy -- Contents. (1) A growth policy may cover all or part of the jurisdictional area.

(2) A growth policy must include the elements listed in subsection (3) by October 1, 2006. The extent to which a growth policy addresses the elements of a growth policy that are listed in subsection (3) is at the full discretion of the governing body.

(3) A growth policy must include:

(a) community goals and objectives;

(b) maps and text describing an inventory of the existing characteristics and features of the jurisdictional area, including:

(i) land uses;

(ii) population;

(iii) housing needs;

(iv) economic conditions;

(v) local services;

(vi) public facilities;

(vii) natural resources; and

(viii) other characteristics and features proposed by the planning board and adopted by the governing bodies;

(c) projected trends for the life of the growth policy for each of the following elements:

(i) land use;

(ii) population;

(iii) housing needs;

(iv) economic conditions;

(v) local services;

(vi) natural resources; and

(vii) other elements proposed by the planning board and adopted by the governing bodies;

(d) a description of policies, regulations, and other measures to be implemented in order to achieve the goals and objectives established pursuant to subsection (3)(a);

(e) a strategy for development, maintenance, and replacement of public infrastructure, including drinking water systems, wastewater treatment facilities, sewer systems, solid waste facilities, fire protection facilities, roads, and bridges;

(f) an implementation strategy that includes:

(i) a timetable for implementing the growth policy;

(ii) a list of conditions that will lead to a revision of the growth policy; and

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

revising the policy if necessary;

(g) a statement of how the governing bodies will coordinate and cooperate with other jurisdictions that explains:

(i) if a governing body is a city or town, how the governing body will coordinate and cooperate with the county in which the city or town is located on matters related to the growth policy;

(ii) if a governing body is a county, how the governing body will coordinate and cooperate with cities and towns located within the county's boundaries on matters related to the growth policy;

(h) a statement explaining how the governing bodies will:

(i) define the criteria in [76-3-608\(3\)\(a\)](#); and

(ii) evaluate and make decisions regarding proposed subdivisions with respect to the criteria in [76-3-608\(3\)\(a\)](#); and

(i) a statement explaining how public hearings regarding proposed subdivisions will be conducted.

(4) A growth policy may:

(a) include one or more neighborhood plans. A neighborhood plan must be consistent with the growth policy.

(b) establish minimum criteria defining the jurisdictional area for a neighborhood plan;

(c) address the criteria in [76-3-608\(3\)\(a\)](#);

(d) evaluate the effect of subdivision on the criteria in [76-3-608\(3\)\(a\)](#);

(e) describe zoning regulations that will be implemented to address the criteria in [76-3-608\(3\)\(a\)](#); and

(f) identify geographic areas where the governing body intends to authorize an exemption from review of the criteria in [76-3-608\(3\)\(a\)](#) for proposed subdivisions pursuant to [76-3-608](#).

(5) The planning board may propose and the governing bodies may adopt additional elements of a growth policy in order to fulfill the purpose of this chapter.

76-1-602. Public hearing on proposed growth policy. (1) Prior to the submission of the proposed growth policy to the governing bodies, the board shall give notice and hold a public hearing on the growth policy.

(2) At least 10 days prior to the date set for hearing, the board shall publish in a newspaper of general circulation in the jurisdictional area a notice of the time and place of the hearing.

76-1-603. Adoption of growth policy by planning board. After consideration of the recommendations and suggestions elicited at the public hearing, the planning board shall by resolution:

(1) recommend the proposed growth policy and any proposed ordinances and resolutions for its implementation to the governing bodies of the governmental units represented on the planning board;

(2) recommend that a growth policy not be adopted; or

(3) recommend that the governing body take some other action related to preparation of a growth policy.

76-1-604. Adoption, revision, or rejection of growth policy. (1) The governing body shall adopt a resolution of intention to adopt, adopt with revisions, or reject the proposed growth policy.

(2) If the governing body adopts a resolution of intention to adopt a growth policy, the governing body may submit to the qualified electors of the area covered by the growth policy proposed by the governing body at the next primary or general election or at a special election the referendum question of whether or not the growth policy should be adopted. A special election must be held in conjunction with a regular or primary election.

(3) A governing body may:

(a) revise an adopted growth policy following the procedures in this chapter for adoption of a proposed growth policy; or

(b) repeal a growth policy by resolution.

(4) The qualified electors of the area covered by the growth policy may by initiative or referendum adopt, revise, or repeal a growth policy under this section. A petition for initiative or referendum must contain the signatures of 15% of the qualified electors of the area covered by the growth policy.

(5) A master plan adopted pursuant to this chapter before October 1, 1999, may be repealed following the procedures in this section for repeal of a growth policy.

(6) Until October 1, 2006, a master plan that was adopted pursuant to this chapter before October 1, 1999, may be revised following the procedures in this chapter for revision of a growth policy.

(7) Except as otherwise provided in this section, the provisions of Title 7, chapter 5, part 1, apply to an initiative or referendum under this section.

76-1-605. Use of adopted growth policy. (1) Subject to subsection (2), after adoption of a growth policy, the governing body within the area covered by the growth policy pursuant to [76-1-601](#) must be guided by and give consideration to the general policy and pattern of development set out in the growth policy in the:

(a) authorization, construction, alteration, or abandonment of public ways, public places, public structures, or public utilities;

(b) authorization, acceptance, or construction of water mains, sewers, connections, facilities, or utilities; and

(c) adoption of zoning ordinances or resolutions.

(2) (a) A growth policy is not a regulatory document and does not confer any authority to regulate that is not otherwise specifically authorized by law or regulations adopted pursuant to the law.

(b) A governing body may not withhold, deny, or impose conditions on any land use approval or other authority to act based solely on compliance with a growth policy adopted pursuant to this chapter.

76-1-606. Effect of growth policy on subdivision regulations. When a growth policy has been approved, the subdivision regulations adopted pursuant to chapter 3 of this title must be made in accordance with the growth policy.

APPENDIX G: PUBLIC COMMENT SUMMARY REPORT

PARK COUNTY GROWTH POLICY

PUBLIC COMMENT SUMMARY REPORT

Prepared by:

Wm. Michael Inman
Park County Land Planner
And
Hillary Taylor
Assistant County Planner

Park County Planning Department
June 26, 2006

PARK COUNTY GROWTH POLICY

PUBLIC COMMENT SUMMARY REPORT

Abstract:

During the development of the 2006 Park County Growth Policy, public comment was received by the Planning department in the form of written letters and public comments made during open public meetings and hearings from February 1, 2006 through March 14, 2006. All written and verbal public comments are available for public viewing at the Park County Planning Office. The public proved to be an integral component in the development of the Park County Growth Policy Draft, and this report is a qualitative summary analysis of the written and verbal public comments made during the public process, and is specifically designed to illustrate the various topics and themes addressed by the public.

INTRODUCTION

The public process used to develop the 2006 Park County Growth Policy Draft document allowed and encouraged members of the public at large to participate in the development of the a draft growth policy document. Members of the public were encouraged to submit both written and verbal comment. Written comments were requested by the Park County Planning Commission, Planning Board, and Planning Staff during the public comment period from November 18th, 2005 through January 3rd, 2006, encouraging members of the public to submit written comments. A total of 99 written public comment documents were submitted during the public comment period.

During the public meeting/hearing process, members of the public were allowed and encouraged to provide any testimony or comments to the Park County Planning Board. These comments were filmed, recorded, and eventually transcribed into written records. A total of five public meetings were held, during which time, various members of the public provided testimony and comments regarding the growth policy draft document, and the process used to develop the growth policy draft document.

According to Montana State Law, 76-1-602 MCA, Public hearing on proposed growth policy, (1) Prior to the submission of the proposed growth policy to the governing bodies, the board shall give notice and hold a public hearing on the growth policy. (2) At least 10 days prior to the date set for hearing, the board shall publish in a newspaper of general circulation in the jurisdictional area a notice of the time and place of the hearing.

The Park County Planning Commission held multiple meetings/hearings in order to encourage public participation in the process of developing the current Park County Growth Policy Draft document. A written public comment period is not required by law.

This report is designed to compile and summarize the various comments and testimony made by the general public regarding the 2006 Park County Growth Policy Draft document, for the purpose of identifying common themes and/or statements. The remainder of this report will be divided into the following sections;

- General Methodology
- Written Public Comments
 - Summary Findings
- Verbal Public Comment (separated by meeting date)
 - Summary Findings
- Conclusion

GENERAL METHODOLOGY

The methods used in this summary report are strictly qualitative. Some of the findings have been quantified for clarity and understanding, but the process used to establish the summary findings were qualitative in nature. The purpose of this report is to identify common themes and statements made by the general public during the development of the 2006 Park County Growth Policy. This report is not designed to disclose every comment made by a member of the public during the development process. A record of all verbal comments made during public meetings, and all written public comments submitted during the public comment period, are on file at the Park County Planning Office for public viewing.

Written Comments: Written public comment letters were used to establish general comments/themes for use in this report. This report is not designed to address every written comment submitted to the Park County Planning Office during the public comment period. Written public comments addressing specific changes to the 2006 Growth Policy Draft Document text and/or format were listed for further reference. Only general themes and/or statements from these letters were summarized in this report.

Verbal Comments: Public meeting/hearing comments made during public meetings/hearings were recorded and then transcribed into written documents. The transcribed documents were used to gather information for this report. General themes and statements were extracted from the transcribed meeting notes and represent comments made that address the 2006 Growth Policy Draft Document only. Other comments that did not pertain to the Growth Policy were excluded from this report.

The public individual(s) that offered comment during the public process, either verbal or written, were left anonymous in this report. Again, the goal of this report is to determine general themes/commonalities found in the body of public comment and is not designed to disclose individual(s) personal information.

WRITTEN PUBLIC COMMENT

A total of 99 individual public comment letters were received by the Park County Planning Department during the development of the 2006 Growth Policy. These letters covered a wide range of topics and information regarding the 2006 Growth Policy document. The methods used to summarize the written public comments are as follows:

Methodology:

- Each written letter submitted to the Park County Planning Office was qualitatively analyzed by Park County Planning staff personnel.
- General comments and/or themes were qualitatively extracted from the submitted written public comment letters.
- The comments were listed in an excel spreadsheet.
- The rate of recurrence for each general comment addressed by different written public comment letters was recorded.
- The percentage each topic was addressed, based upon the total number of submitted written public comment letters, was recorded.
- Letters addressing specific changes to the growth policy document text and/or format were listed for further reference.
- Letters that did not address the Park County Growth Policy Draft Document were not included in this report.

The following spreadsheet represents a generalized qualitative summary analysis of the written public comments submitted to the Park County Planning Department:

	Written Public Comments	Number of Times Referenced by different letters	Percentage of Total Written Comment letters
1	Growth Policy Goals need to be translated into clear standards	12	12.0%
2	Require Developers to mitigate impacts to wildlife, wildlife habitat, and/or the natural environment	50	50.0%
3	Protection of wildlife and wildlife habitat	45	45.0%
4	Protection of the Yellowstone River and other waterways	31	31.0%
5	Protection of Riparian zones / Wetlands	8	8.0%
6	Protection of open / scenic space	17	17.0%

7	Problem with pesticide and fertilizer run-off from agriculture	1	1.0%
8	Restrict / discourage development in floodplains or near rivers and streams	50	50.0%
9	Protection of private property rights	5	5.0%
10	Proclaimed manipulation and malfeasance of office	1	1.0%
11	GYC and PCEC should be disqualified from a non-profit status	1	1.0%
12	Protection of agricultural production	5	5.0%
13	Protection of water quality and/or quantity	25	25.0%
14	Protection of Economy through preservation of rivers, wildlife, and scenery	41	41.0%
15	Overall lack of direction within the growth policy	1	1.0%
16	Lack of recreation, open space, and visual quality recognition	2	2.0%
17	Need clear definition of private property rights	8	8.0%
18	Creation and / or protection of parks / trails	15	15.0%
19	Encourage rural growth	1	1.0%
20	Decrease Required Fire Protection	1	1.0%
21	Need growth policy Implementation time-table	4	4.0%
22	Encourage growth near existing communities	7	7.0%
23	Need to enhance public participation in growth policy process	6	6.0%
24	Growth policy needs a clear vision statement / master plan	4	4.0%
25	Encourage commercial and industrial development	2	2.0%
26	Provide efficient and safe transportation systems	7	7.0%
27	Preserve and protect historical sites	3	3.0%
28	Consider impact fees in the Livingston dohnut	1	1.0%

29	Allow farmers to subdivide for economic gain	1	1.0%
30	Need additional railroad crossings in Livingston	3	3.0%
31	Discourage conservation easements	3	3.0%
32	Decrease development regulation	1	1.0%
33	regulate decay in Park County	3	3.0%
34	Decrease set-back requirements along rivers	2	2.0%
35	Discourage County Economic Development office	2	2.0%
36	Reduce light and noise pollution	3	3.0%
37	Developers should bear the costs of infrastructure and services for any development	2	2.0%
38	discourage Coal Bed Methane development	3	3.0%

Summary Findings—Written Public Comments:

A total of 375 comments were recorded from the 99 written letters submitted to the Park County Planning Office. The comments recorded in the spreadsheet above represent general themes and or statements addressing general sections of the Park County Growth Policy Draft document. Comments specifically addressing changes to the growth policy document text or format were not included in the summary spreadsheet, unless they represented a general theme. A compilation of all letters addressing the growth policy document text and/or format are listed for further reference. Also, any written comments that did not address the Park Count Growth Policy Draft document were excluded from the summary analysis.

Roughly 38 separate categories or statements encompassed the 375 recorded comments made by the public. The following is a list of the ten most frequently addressed comments recorded from the submitted written public comments, followed by the recurrence rate¹:

1. Require Developers to mitigate impacts to wildlife, wildlife habitat, and/or the natural environment (50)
2. Restrict / discourage development in floodplains or near rivers and streams (50)
3. Protection of wildlife and wildlife habitat (45)

¹ The recurrence rate demonstrates how many separate letters addressed each of the comments/statements listed.

4. Protection of Economy through preservation of rivers, wildlife, and scenery (41)
5. Protection of the Yellowstone River and other waterways (31)
6. Protection of water quality and/or quantity (25)
7. Protection of open / scenic space (17)
8. Creation and / or protection of parks / trails (15)
9. Growth Policy Goals need to be translated into clear standards (12)
10. Need clear definition of private property rights (8)

Roughly 73% of the recorded written public comments addressed the natural environment in some respect. Of the 99 written public comment letters, 84 specifically addressed the preservation and/or protection of all/or part the natural environment in some capacity. Of the 375 recorded written comments, 273 addressed the need to preserve or protect all or some portion of the natural environment. (Included in this finding is the need for developers to mitigate any impacts to wildlife, wildlife habitat, and/or the natural environment)

** The written letters addressing specific changes to the document text and/or format should be taken into consideration to increase the validity of the findings in this section.*

The following is a list of the written public comment letters that addressed specific changes to the Park County Growth Policy Draft Document text and/or format. Most of the specific information in these letters was not included in the summary spreadsheet; however, general themes and statements were extracted and included in the summary spreadsheet:

- Letters 90, 92, 91, 86, 69, 68, 67, 65, 64, 63, 57, 55, 52, 51, 39, 37, 36, 35, 34, 1

VERBAL PUBLIC COMMENT

The verbal public comments summarized in this section address the public comments from the February 1st, March 2nd, March 8th, March 14th, and March 15th, 2006 public meetings / hearings addressing the growth policy. The comments made by the public during these meetings / hearings were recorded and then transcribed into written documents.²

Methodology:

- Transcribed Public Meeting / hearing minutes were separated by meeting date and qualitatively analyzed by members of the Park County Planning Staff.
- Themes / Statements addressing the Park County 2006 Growth Policy Draft Document were extracted and placed into an Excel spreadsheet.
- Each spreadsheet was summarized to illustrate any overall themes / statements made by the general public.

The following is a summary of general themes and statements derived from the transcribed verbal public comment. Many of the following statements were taken directly from the transcriptions for the purpose of preserving the individuals' language and/or intent:

Transcribed Public Comment Summary—February 1, 2006 Public Meeting	
1	I would like to encourage you to take into consideration all of the public written comment. Task force review of the 2004 Draft Growth Policy is one form of input, the second is the public comments and equally important. Basic direction is lacking in the draft Growth Policy. Planning is lacking in the overall document. Natural resources feed our economic basis, residents and tourists. Adjectives used to describe Park County in Real Estate catalogs; stunning mountain backdrop, view of the Yellowstone river and valley, abundant wildlife, enjoy the majestic views.
2	All comments need to be given equal weight, individuals or task force. We have a responsibility with regards to ones property, ones neighbors and to ones entire community. Our community depends on the beauty, cleanliness and the health of our land, water and air. I would like the draft Growth Policy to reinstate strong language that protects our natural resources on which we all depend on for the economic health of Park County.

² The statements presented as verbal public comment were derived from transcribed documents and not from the individual meeting recordings. It should be noted that these statements are not meant to be word for word reiterations from the public. Rather, they are designed to represent the general theme and /or statement made by individuals from the public.

3	Land ownership is sacred. Private property ownership is meaningless when the government has the power to control the use of property.
4	Discussion regarding what task force submitted and what the Planning Board received
5	Discussion regarding a subdivision that has had negative impacts on the 5 acre tracts and how that example alone shows reason for regulations that are strong, fair and will be kept later. We're not extremists we're in the middle that have not been raising our voices a lot.
6	The plan is currently flawed; it seems the rights of the developer take precedence over the rights of the citizens. I urge the planning board to strengthen the language that pertains to wildlife issues and natural resources. There is a reason why fly anglers and recreationists want to come to park County; those things are what are driving our economy.
7	The trails survey conducted supports current and future trail systems. We would like there to be additional language in the Growth Policy with regards to trails and all their benefits.
8	In our survey people expressed that they want Park County protected, they want management and control. The taxpayers are loaded down because of poor planning. They want development regulated. A guy said you old timers got the land, save some of it for us, and that's what we ought to do.
9	Please go back to the beginning of this process, way back when, when this process started and consider comments made during the very beginning of this process. This document does need direction; this document will shape the county and will direct what we look like down the road. Right now we are blessed with healthy game populations, healthy fisheries, mountain vistas and open space. These are what create a healthy economy. Do we want to protect what is important to us here?
10	The Growth Policy is on its way. I encourage you to look at all that has been done recently and in the past years. The growth policy does not have specificity to direct this county. Get the exact objectives you are wanting for the county.
11	When we moved here we came from an area like Paradise Valley. Now we don't like to go back there because of the way it looks now.

12	If too much pressure is put on availability of land, land values will go up. I'm fearful that will create a situation like the one they have in Jackson for example, where you have an elite of land ownership and the people that service the community are driven to commuting forty or fifty or sixty miles round trip because they can't afford to live in the community that they service. I think this Growth Policy should take into account the concept of providing incentives or some form of developing low or medium income housing.
13	Private property rights are something more important than anything else we have. People got a right to do what they want, within reason of course, with their property.
14	We are concerned with infrastructure before developments can be built; the roadway to support it. I live in the area that's near the Wineglass where there is not enough roadway to support the traffic. I'm concerned about lighting and the night sky. Consideration for our neighbors is important. We have a beautiful community; we don't want to ruin it for others. I also agree with the bike trails and other trails. We want to make sure the community member of all ages can get around on bikes and have the infrastructure to support it.
15	What we sent in was accurate. We felt the best way to protect our rights was to exercise them. We're also convinced that on the basis of what's happened in other counties in the state of Montana that some planning is better than no planning. Those areas in Montana which have had no planning for a variety of reasons have come to regret it. I don't think there is anything in the document that really undermines our property rights as they have been traditionally understood.
16	There is nobody here today that if they don't own a house now and they aren't rich they are not going to be able to buy a house. And this planning group is not going to change it. The guy that builds these subdivision, if nobody buys he's got to change his planning and what do you think we got, Montana State University over there for? They'll work with the landowners not these people.
17	We did go through the tables and the report as it was submitted and it was correct.
18	I wanted to say that as far as I know that our task force thing that has been submitted is accurate.
19	If we get too many people living here you're going to have to have rules and regulations, it's a tough thing
20	I believe we need a strong Growth Policy in reflection of how Park County has grown. I look at the Growth Policy like I did raising my children, sometimes it's hard to give tough love but the outcome of giving that tough love is very beneficial.

21	<p>If you're going to have a Growth Policy then you need to have zoning in the Growth Policy. For the simple fact that you can't regulate growth if you don't know what's supposed to be there in the first place or not supposed to be there. If you don't know the existing zoning of your property and the properties that surround your property then I suggest that you get a regulatory map from the county or the city telling you what is presently there. The rivers and view vistas are being overused by an incredible amount. Overuse of our incredible resources will destroy it. Economic growth is very important to Livingston. As far as the greenways and walkways go it may be a big trend, the survey that was by that committee was 600 people out of 1400 voters. Private property rights are threatened by this. If you want to incorporate them in a subdivision I have no problem with that as long as the current tax payer does not have to pay it, or hire law enforcement to police it or light it, since we have passed a new lighting district.</p>
22	<p>I am standing up in support of planning. Planning is difficult; it has been studied for years because it works. Park County is one of the last places to adopt a good planning strategy. We can't have everything the same; it can't work unless we have good direction, good management, and good communication. Work together so the managers of the county have some direction towards economic health. Think about what the county does for us, roads and other infrastructure. There are people willing to give incentives to keep the land the way they want it to be kept. I'm an advocate for open space and a healthy Yellowstone river. That is the essence of what our county is.</p>
23	<p>It's not all about the money</p>
24	<p>The people who worked for nine months, I think should have more value.</p>
25	<p>All the information we submitted as a group was reflected accurately in the Growth Policy. I think that anybody who has a feeling about this Growth Policy, whether they write it down or they get up in public and speak should be equally heard.</p>
26	<p>It appears that the majority of various groups supported Cossitt's Goal Number 3, Objective D; under Nat. Resources, which intended to encourage efforts to address recreational related sanitation along rivers. We feel that the preservation of personal rights including the personal private property rights overrides all other concerns. There is no desire on the part of property owners in our group to relinquish or diminish any of the property rights assured to them by the U.S. or Montana Constitutions. Zoning, we do not endorse government imposed zoning. It should remain Citizen Initiated.</p>

27	I'm in favor of a strong planning process. One of the things we have is great natural resources, but with the pressure to develop we may see those disappear. If we don't have a good strong planning document then the developers will take over. Private property rights extend on both sides of the line. It's been a long and gruesome process. I don't think we can say we've been left out at this point.
28	If we avoid admitting this is a beautiful place then we won't be obligated to go out of our way to keep it so. If we admit that wildlife is extraordinary then it seems there is fear that that might impinge on us in some way. It seems we can't say how great it is here out of fear. From the outset I got the feeling there was so much "me" and so little "we". I remember the words "We the people". Property rights are critical and they need to be the centerpiece on which we develop common sense and safe development strategies. We do have the habit of privatizing benefits and socializing expenses. When ill-advised development takes place often times the taxpayers as a whole are burdened with bailing out those downstream, metaphorically and literally. Do right by neighbors and those that come after us and put some direction into this document.
29	I want to clear my name from the Sheep Mountain to Clyde Park group. I submitted my comments separate from the group.
30	I encourage you to think about the children when you're structuring this plan. Will they be able to enjoy a fraction of what we enjoy today and take for granted?
31	We need to protect our rivers, our wildlife, our open space and natural environment and resources. Your role is to consider the history of this process. Incorporate what's happened over the last 5, 8, 10 years and consider all of that. The task force comments are in addition to what has happened, not the last word.

Summary Findings—February 1, 2006 Public Meeting:

The public comments derived from this meeting covered a wide range of topics. Some of the common themes are:

- Comments made regarding the Growth Policy's lack of direction.
- Multiple comments addressing the need to preserve/protect the natural resources, including; wildlife, wildlife habitat, scenery, rivers, open spaces, and mountains.
- Comments addressing the need to protect private property rights.
- Comments addressing the need for a strong planning process that considers current and future generations.

**Transcribed Public Comment Summary—March 2, 2006
Public Meeting**

1	Growth policy needs to be mild
2	Regarding the protection of air quality: growth policy may suggest this
3	If possible I would like to see this Growth Policy have some strong language regarding clean water and regulations that protect us from industries that come in and harm the environment without any kind of bonding or future reclamation plan in place.
4	I would like to see some language in the Growth Policy that addresses the growth that is going on in that area due to I90 going all the way over to Bozeman.
5	While recognizing their neighbor's right to potential mineral extraction, water users' rights and surface rights of all landowners must be considered, respected, and enforced at all times.
6	We agreed that it (private property rights) should be in the beginning of the document. I don't think it needs to be stressed over and over again. Put it in one key spot and let it go.
7	I can only speak for myself and I'm more in favor of having the growth policy be proactive in developing how growth and development occurs in the county. It is important we collaborate with property owners but I don't think that because you own a piece of property you can do anything and everything you want on it with disregard for other people. Especially in the case where what you're doing might degrade the water down the stream or have impacts on properties outside of yours.
8	I think the information submitted (to Kara Ricketts) represents more of what the people outside of Livingston want than it does the people in Livingston.
9	Another thing I want to talk about is Private Property rights and I guess I'm a fan, I think it's important. It needs to be in the introduction and that's it. You want to keep it simple. Don't go sticking property rights in every section; state what needs to be stated up front.
10	There's a lot of intimidation, threats to the Commissioners, take that into account when you read through some of this stuff.
11	I encourage you to read, look at facts and take an objective view and don't just take my opinion for Lynch vs. Household Corp. go look it up yourself. Or better yet, ask the County Attorney to write a small report on real estate property rights. And learn about the side boards are, what court cases have been decided about private property rights. If you think about it there is very little that can be done on private property without affecting other people
12	There's times when it's very difficult to get across the tracks yet the County and the City are approving subdivisions out on the North and West end of town. It's irresponsible to do that, it impacts me. Try to find a parking place in town on a Friday night in summer? It's impossible to do that. That's an impact and so people will need to bend in both directions. And they also need a little bit of rational thought in the process.

13	It's been brought up that there needs to be more vision in the Growth Policy. There's one section we had in our objectives and goals, "to encourage efforts to address recreation and sanitation along rivers and streams. There are no recreational facilities along the river or there should be more for the guys floating the river. Some people living along the river had complaints about that.
14	One area we had problems with was Growth Policy page 45: if you look at 2.1 the City of Livingston agrees as follows: see B: The city will annex any properties, prior to development that are within 500 feet of city water or sewer. I'm not sure that is accurate since the County and State laws have changed on that. You may want to take a look at that. I'm not sure that's an accurate statement there.
15	This whole process has been done with the lawsuit hanging over it; the whole process has been tainted.
16	If you can't have the financial resources to subdivide or whatever then you don't have an economy.
17	I'll read you something from a private property rights scenario, "neither property nor the value of property is a physical thing. Property is set of defined options; it is that set of options which has economic value. It is the options not the physical things that which are the property as well as legally. But because a public tends to think of property as tangible physical things these options opens the way for political confiscation by forcibly taking away options while leaving the physical objects untouched
18	One member of the public expressed concerns for increase in housing costs due to increases in regulations and restrictions limiting the ability of a property owner to develop
19	I just want to add some language to the Private Property rights as well. This is personally me, I know we had a consensus but I wanted to add some other things...This Growth Policy shall neither inhibit nor negatively affective the economic growth for Park County and free market. The financial viability of ranching and farming is subject to the same market pressures and economic realities as any other business. With this in mind document shall be enacted in a way that does not inhibit future land use. Current agriculture users, farmers and ranchers shall be guaranteed the same options /opportunities as any other business.
20	The beginning of this process was very difficult...I stuck it out but a lot of people did not want to come out because of intimidation and that's a huge, huge statement. People have a hard time getting up and speaking and when you're intimidated then it's two fold. So please take that into consideration in looking at everything you're doing here.
21	I want it all for myself and I want view shed and open space and that's how I want it to be.

22	I think that the Growth Policy has been slammed by a highly organized campaign not the one that I heard earlier here this evening. Not that one group of lawsuits but another group of lawsuits...They knew what buttons to push and they did that very well. They spread misinformation...This Growth Policy is about planning for growth and to try to do it in somewhat of a reasonable way. They, the group I'm talking about practiced intimidation. And I know other people have said that. One of their elements of intimidation (and you can check it in the Livingston Enterprise) was to say "We'll sue". "We'll sue the Commissioners. We'll sue the Planning Board..." God knows who all they'll sue if they don't get their way. So I'm not impressed by people crying about an earlier lawsuit trying to get the county to adopt a reasonable growth plan.
23	Any drilling, if you get an earthquake going in Park County, you could get a volcano going in Park County and that would really mess up everybody's week and the whole Growth Policy
24	We need to get into play immediately is a master plan for the arterial roads that we're going to need. We're looking at big, big developments all around the perimeter of the city of Livingston limits. And Park Street is not going to hold them.
25	I feel the document is gutted; both sides have taken the powers out. I think the powers need to be in it. I think now it's so neutral that it has no guiding powers. I think there are a few powers that it needs to contain. I think that Private Property rights is a must in getting some kind of definition or some kind of an understanding, just to say "Well we know it's out but we're not going to do anything about it" isn't sufficient.
26	If you look back over the history of this county and many other counties the people that have owned the large lands have done an excellent job of preserving of what we know is good water, clean roads, good everything. It hasn't been until we've had some outside influences and agencies who've come in and tried to take over and do it their way, whether it be the California way or the Oregon greenies or the Utah greenies or whoever it is, they've come into town and they've caused this friction.
27	I think a couple things I'd like to warn you about; be careful about some of the references about setting up reserves and funds to buy land and those kinds of things. They shouldn't be regulatory, they should be an optional thing maybe fund raisers or these special interest groups could be raising money to buy similar to what the Elk Foundation and some of those foundations do.
28	Don't put PUD's in the donut area because all your going to do is create a situation in time, like Missoula, where they want to take that open space and rezone it and break it down, it's going to be a point of contention. And I want you to look closely at rezoning and making sure that commercial use is available at all accesses to the city and not that we have to do our business downtown
29	What I trying to get to here is to get more specific instead of too general. Make it at least somewhat easier for a developer to read and get some type of grasp on what they may have to come to the Planning Staff with.

	<i>Intentionally left blank</i>
30	There really needs to be a statement that says “in good faith the Park County Commissioners will not zone any part of the County not currently zoned without a petition of 60% of the landowners which own 50% of the land in the area that would be affected by the zoning. And I think that is only fair so that the landowners that are going to be affected by that zoning have a say in it and the county just doesn’t come in there and do it without talking to them about it first.
31	Private Property Rights; property doesn’t have rights; people are the ones that have the rights...You are going to pass regulations that are going to take valuation away from somebody. You should at least ask them if they want it to happen or you should at least be willing to pay for it if you think it is necessary. And somehow you folks need to come up with a definition of Private Property that the people of this county that this Growth Policy is going to affect feel safe and secure with this that ability.

Summary Findings—March 2, 2006 Public Meeting:

The verbal comments included in this summary report cover a wide range of topics and have fewer common themes than were found in the written public comments. Some common themes and statements found in the March 2, 2006 public meeting summary are:

- Multiple comments regarding problems with the process used to develop the growth policy (mainly addressing intimidation tactics from select members of the public)
- Multiple comments regarding the definition of private property rights, and the location of that definition in the growth policy.
- Multiple comments criticizing the generality and lack of direction (vision) of the growth policy.

Transcribed Public Comment Summary—March 8th, 2006 Public Meeting	
1	I do feel there has been a lack of direction with these meetings and we are unclear as to why you brought us here. I think the explanation is an excellent one but we have no direction preceding this meeting so I do not understand how we could have prepared for it.

2	We unanimously felt, the people in our group, the Growth Policy has to have a vision statement because without a vision statement you just go round and round in circles because you don't have any direction to tie anything to. We were disappointed to see that the new draft did not include a vision statement in it.
3	A Growth Policy is a directional document and it shouldn't talk about detailed language such as Private Property rights.
4	I believe that the implementation measures are required by state law to give direction. And we felt that this new draft was very lacking, particularly in implementation measures, and generally cut out a lot of the good direction pertaining to Natural Resources; protection of our rivers and an overall direction for the county not for just the Natural Resources.
5	We're also concerned that overall in draft two that a lot of the Natural Resource sections were watered down to the point where they're no longer worth having in the document practically.
6	We would really like to have something strong in the Growth Policy Plan that encourages water conservation and any measures that are needed to maintain water quality at or actually above the state standards because they have been lessened in the last 8 years.
7	We would like to see implementation measures that help, Objectives and implementation measures that help support the containment of exotic weeds.
8	We're concerned that the term private property rights are being misused in the Growth Policy document process. As defined by state and federal law the term property owners do not have the right to do whatever they wish their property. The Montana State Constitution and the U.S. Supreme Court emphasized the corresponding responsibility to neighbor and community as part of the right to acquire and possess property, this responsibility includes we believe protecting air, water, ground water and surface water qualities in this county. Therefore we strongly recommend deleting any reference to private property rights in the Growth Policy plan unless the term is used and defined accordingly to state and federal law
9	Private property rights were the predominant concern to the people of this county. There is a concern among some people that by not defining and not looking at some terms here we're subjecting ourselves to creeping socialism
10	I think we need to have Private Property rights defined in the document; they are certainly the most important consideration that keeps coming up. And I think we're doing the county a real injustice if we don't include that section on that.

11	I think a lot of us who live in the rural parts of Park County certainly feel that that it (the growth policy) is more restrictive than what we would like to see it.
12	The other thing is that when you are working on your Growth Policy please watch your wording. Watch where you're going to provide "all county roads need to be paved" Well people the county can't afford that and so you can encourage but watch the wording please.
13	We should encourage the conservation of water and the protection of our water quality. We should reserve our rivers, streams and riparian areas as valuable resources for agricultural water, scenic beauty, recreational opportunities, fisheries and wildlife habitat and discourage development in floodplains. Reserve our open spaces and protect areas that are critical for wildlife survival, encourage recycling which has not been mentioned here, in order to be environmentally responsible and alleviate pressure on the landfill.
14	I can't emphasize enough, don't let your property rights be taken apart and piece by piece. I really feel strong about that, anytime that you give up a right on your property its just taking a little slice out of it. It won't be long and you're gonna lose it all, believe me you're gonna lose it all. We're fast becoming that way in this country.
15	Reserve the right for residents to develop their property. I think the majority of our group felt that we have the right to develop our property, that's one of our rights.
16	I don't think it ought to be up to some elected official to decide how you're going to use your property.
17	I would like to suggest to the Board and this may not be something you can do but this is a strong suggestion from many of us a Master Plan is being considered, do not know what the Master Plan consists of and feel somewhat left out of the process which is very impactful to our lives and our property, you might consider a small sheet of paper stuffed in the Shopper on the Tuesdays.
18	On planning I would encourage the planners and the people in public office to not lose sight of what the responsibility is of the Growth Policy document...But the responsibility of the planners is to come up with a document that gives good direction for both planning and management.
19	For a process like this I am with those people, it is not good enough to post a little article on page 3 of the newspaper if you want specific individuals to come to the meeting.

20	We want growth to be smart. I'm very big on property rights; I'd like my property rights to be protected as well. I don't really want my neighbor to be putting up big condos and development around me. That isn't what people would like to see when they come here. They like to see open space and wildlife
21	You're not going to get everybody to agree, you're not going to be able to get all the people all the time but you will get a majority of people most of the time if you make the effort. I would just recommend other avenues of communication.
22	General comments were made regarding the lack of communication and notification regarding the development of the growth policy.

Summary Findings—March 8, 2006 Public Meeting:

Some common themes found in the March 8, 2006 public meeting summary are:

- Multiple comments criticizing communication processes used to notify the general public of growth policy schedule (specifically regarding public meeting times and locations). Other comments criticized the depiction of the growth policy meaning, by the planning board and/or staff.
- Growth Policy needs to have a vision, direction, and an implementation strategy.
- Multiple comments regarding the protection of private property rights.
- Multiple comments regarding the protection / preservation of the natural environment.

Transcribed Public Comment Summary—March 14, 2006 Public Meeting	
---	--

1	Also to, in favor of the ranch community we don't want to have things imposed, restrictions imposed or zoning imposed that would restrict the ranchers ability to do what he wants with the property through the proper authority meaning subdivision regulations if he chooses to subdivide or sell off part of it.
2	Building in the floodplain should not be denied, we know that you should not have septic in the floodplain but you can presently build in the floodplain if you comply with building methods.
3	It was our group's feeling that private industry, private individuals can do things better than government. And I think that is proved by who pays the taxes that support government and the things that they do.

4	What this document that came out, this draft Growth Policy, I would say that 50% of it has to do with land use and it is not evaluating the existing or projecting the trends, it is controlling land use.
5	This is supposed to be a Growth Policy; it is for how the county is going to grow. It shouldn't be setting rules for the fire department, the police department, for ambulance service. I think our county could, our group thinks our county could be open to a lot of law suits and some tremendous damages if this stuff all goes through as "provide".
6	One person made numerous general comments regarding the use of "provide" in the growth policy. This person would like to see the phrase "encourage" used instead of "provide" throughout the growth policy.
7	I think that subdivision has to be regulated to a certain extent for the public benefit. But you have to keep in mind that the people who have bought and paid for that property and paid taxes on it and what it means to them. It's not just an investment like money you have in the stock market. It's where you've live and what will support you in your retirement.
8	Because this is such a big step that when the Growth Policy is arrived at it needs to be reviewed after two or three years.
9	Be looking for what we want the county to be, not looking for how we can keep this guy from doing what he wants to do or looking for how I can do this, be looking for how we want the future of the county to look. I hope there is a vision out there of that.

Summary Findings—March 14, 2006 Public Meeting:

The verbal comments from this meeting were often directed towards information that did not regard the Park County Growth Policy Draft document specifically. As mentioned before, only common themes / statements regarding the growth policy document or process were included in this summary report.

Many of the verbal public comments from the March 14, 2006 Public Meeting were in the form of discussions with the planning board. Only comments regarding the growth policy were included in this section. Comments regarding documents that were submitted to the planning board were also left out to avoid repetition.

**Transcribed Public Comment Summary—March 15, 2006
Public Hearing**

1	I don't think it matters what I say. I don't think it matters what anyone says. Does it? Does it? I hope between now and the 22 nd , you take all the public comment that came into you, during this process, and try and see if you can incorporate some of that into the growth policy. Because, I have to say, that it is really a shameful thing. This isn't a planning document. Your job was to create a planning document and this isn't one.
2	This is a good growth policy. It does a great job protecting the right to farm. It does not acknowledge many of the comments made by regional groups regarding the economics of keeping marginal agricultural land in production, as opposed to developing those lands. <i>The speaker sights multiple places where regional groups address this problem.</i> Personal property rights should include the right to develop marginal agricultural land that's currently in agricultural production. My general comment regards the length and all inclusiveness of a document that is supposed to regard growth. It shouldn't have come from the cosset document or the planning staff. This document is a guide to the politically correct way of living in Park County. Implementing all the comments into the document will cost the residents of Park County many times more in taxes, even if there isn't any more growth.
3	This new document has been changes substantially and weakened at the same time. These current changes will limit the counties ability to direct growth within the county. The goals remain unclear and have been watered down since the last draft. It will now be difficult for the county to develop precise and measurable objectives from these goals. While the growth policy may not be regulatory, this latest version will make the development of regulation, such as subdivision regulations, open to interpretation, and thus open to lawsuits. The lack of clear goals and objectives will make the implementation strategy difficult for this growth policy and does not meet the minimum requirements set forth by the state statutes. Action plans are missing, as well as who will implement them, and when. Terminology used in this draft, such as "reasonable levels, and consider", are not good in providing any direction or structure. With the growth that is occurring in Park County right now, the citizens deserve a detailed strategy for the development, maintenance, and the public infrastructure. Citizens of Park County should not have their taxes increased due to a low level of planning.
4	This is a busy time of year for people in agriculture and I haven' had time to look the document over. I feel that this is being hurried through and we should have longer to look things over.

5	<p>There is a lack of time available to review and make comments regarding the current draft of the growth policy. The task force process was only one form of public comment. You had public input through the cosset document, you had public input through the prior planning efforts, and the task force did their job and they are done. Yet you keep repeatedly bringing them up and there are some problems associated with that. I don't think you folks know how to run a public process. The comment period and the written comments are designed to provide substantive comment for identifying issues for you folks that are addressing the growth policy. You have ignored public comments addressing private property rights, wildlife, and wildlife nuisance as development increases, the drain on natural resources. Consider wildlife, what does that mean? Consider cultural and archeological sites, what does that mean? What does it mean to consider them? People have made numerous comments wanting those resources to be conserved, not curtailed to development. The document fails to address the work and comments submitted by the Livingston trails coalition. The current document is lacking a vision statement.</p>
6	<p>With reference to the donut task force group. We cited multiple times that when referring to private property rights, that was to include the right of current and future generations to a healthy and clean environment, and that seems to have excised from this document.</p>
7	<p>This document is lacking vision. You have a stronger visionary statement regarding wildlife in the donut than you do for the county as a whole. This document is missing a vision about wildlife, even after many task force groups addressed the same issue multiple times</p>
8	<p>There hasn't been enough time for people to view the document and make comments. The written comment period should be lengthened to people can formulate their ideas and concerns and still be able to submit them. Language addressing the impact of development on wildlife is far too weak in the document, chapter three. People move here because of wildlife, or stay here because of wildlife, and the document's language seems to ignore the values residents of Park County have with regards to wildlife. The document states that developers should require fences—this document should be general and should not have specific requirements.</p>

Summary Findings—March 15, 2006 Public Hearing

- Multiple comments addressing the lack acknowledgment of public comment by the planning board. Many felt the current draft document does not adequately represent the public comments submitted throughout the process.
- There are multiple references to the timeframe in which the public has had to review the current document. Many expressed a need for extended review time.
- Multiple comments on the vagueness and strength of growth policy document. Expressed need for clearer goals, vision, and standards addressing growth.

CONCLUSION

The public process is a vital component when developing a community document. Montana State law requires that all Counties have a Growth Policy 76-1-601(MCA), and Park County is only required by state law to administer one public meeting during the development of a growth policy. During the development of the 2006 Growth Policy Draft Document, Park County held multiple public meetings and offered a public comment period to allow the public to submit any comments regarding the growth policy document, or process. These comments proved to be a vital component in the development of a growth policy that represents the public's viewpoint.

There are numerous themes found throughout the multitude of public comments made during the public process used to develop the 2006 Park County Growth Policy Draft Document. The most common theme found in the analysis conducted for this report regards the preservation / protection of the natural environment. The written public comments submitted during the public comment period overwhelmingly address the natural environment including; impacts to the natural environment as a result of development; development in floodplains; the local economy's dependence upon the natural environment; and the preservation/protection of wildlife and wildlife habitat.

The verbal comments resulting from the public meetings offered a more diverse range of topics. Although the natural environment was still mentioned throughout many of the meetings, other issues, such as the protection of private property rights, the need for a strong planning process, direction and vision in the growth policy document came up frequently as well. Overall, the public did not feel their comments were being addressed or acknowledged in the actual growth policy. Some written comments, as well as multiple verbal comments from the public meetings / hearings addressed this issue.

The public comment gathered for this report offers greater insight into the viewpoint of multiple Park County residents, but does not necessarily represent the population of Park County as a whole. Roughly 200 individuals submitted verbal or written public comment during the public comment process for the 2006 Park County Growth Policy Draft Document. Park County has an estimated population of just under 16,000 people³ which makes the public comment submitted during this process representative of just over 1% of the population.

For further information regarding the public comment process, public comment records, or general information regarding the growth policy, please contact the Park County Planning Office at (406) 222-4104, or visit www.parkcounty.org

³ Source: US Census Bureau, Population Estimates Program www.factfinder.census.gov

**APPENDIX H: WRITTEN
COMMENT SUMMARY REPORT**
JULY 5—JULY 18, 2006

PARK COUNTY GROWTH POLICY

WRITTEN PUBLIC COMMENT SUMMARY REPORT
July 5—July 18, 2006

Prepared by:

Wm. Michael Inman
Park County Land Planner

Park County Planning Department
July 19, 2006

PARK COUNTY GROWTH POLICY

WRITTEN PUBLIC COMMENT SUMMARY REPORT

July 5—July 18, 2006

ABSTRACT:

During the development of the 2006 Park County Growth Policy, public comment was received by the Park County Commission and Planning Department in the form of written letters and public comments. As a result of public participation, the Planning Board's diligent work, and the Park County Commission's dedication throughout the development process, a resolution of intent to adopt or adopt with revisions a Park County Growth Policy and Livingston Neighborhood Plan Draft document was adopted on July 5, 2006 by the Park County Commission. A written public comment period was then opened for the public to submit comments to the Commission on the 2006 Growth Policy Draft Document. This report is a summary analysis of the final written public comments made during the written public comment period from July 5—July 18, 2006, and is specifically designed to illustrate the various topics and themes addressed by the public. All written and verbal public comments are available for public viewing at the Park County Commission and/or Planning Office.

INTRODUCTION

The public process used to develop the 2006 Park County Growth Policy allowed and encouraged members of the public at large to participate in the development of a draft growth policy document. Members of the public were encouraged to submit both written and verbal comment throughout the development process. As a result, a resolution of intent was adopted on July 5, 2006 by the Park County Commission. Directly following adoption of this resolution, a written public comment period was opened from July 5—July 18, 2006 encouraging members of the public to submit written comments regarding the proposed Park County Growth Policy and Livingston Neighborhood Plan. A total of 105 written public comment documents were submitted during this public comment period.¹

According to Montana State Law, 76-1-602 MCA, Public hearing on proposed growth policy, (1) prior to the submission of the proposed growth policy to the governing bodies, the board shall give notice and hold a public hearing on the growth policy. (2) At least 10 days prior to the date set for hearing, the board shall publish in a newspaper of general circulation in the jurisdictional area a notice of the time and place of the hearing.

The Park County Planning Board and/or County Commission held multiple meetings/hearings in order to encourage public participation in the process of developing the current Park County Growth Policy Draft document. It should be noted written public comment is not required by state law.

This report is designed to compile and summarize the final written comments submitted by the general public to the Park County Commission from July 5—July 18, 2006 (see footnote 1). The purpose of this summary is to identify common themes and/or statements derived from public comment letters submitted to the Commission during this period (see footnote 1). The remainder of this report will be divided into the following sections;

- General Methodology
- Written Public Comments
 - Summary Findings
- Conclusion

¹ It should be noted that two letters submitted to the Park County Commission after technical / legal changes were made to the 2006 Park County Growth Policy Draft Document on June 28, 2006, and prior to July 5, 2006, are included in this summary report as requested by the Park County Commission.

GENERAL METHODOLOGY

The methods used in this summary report are qualitative. Some of the findings have been quantified for clarity and understanding, but the process used to establish the summary findings were qualitative in nature. The purpose of this report is to identify common themes and statements made by the general public during the written public comment period from July 5, to July 18, 2006 (see footnote 1). This report is not designed to disclose every comment made by a member of the public during the growth policy development process. A record of all verbal comments made during public meetings, and all written public comments submitted during the public comment periods, are on file at the Park County Commission and/or Planning Office for public viewing.

Written Public Comments: Written public comment letters submitted between July 5, and July 18, 2006 that were signed, sealed in an envelope, and delivered or mailed to the Park County Commissioner's office were used to establish general comments / themes for use in this report (see footnote 1). This report is not designed to address every specific written comment submitted to the Park County Planning Office during the written public comment. Only general themes and/or statements from the written public comment regarding the 2006 Park County Growth Policy Draft Document were summarized in this report.

WRITTEN PUBLIC COMMENT: July 5—July 18, 2006

A total of 103 individual public comment letters, signed by 113 individuals, were received by the Park County Commission during the written public comment period from July 5, to July 18, 2006 (see footnote 1 for two additional letters not included in this total). These letters covered a wide range of topics and information regarding the 2006 Growth Policy Draft. The specific methods used to summarize the written public comments are as follows:

Methodology:

- Each written letter submitted to the Park County Commission office was qualitatively analyzed by Park County Planning staff personnel.
- General comments and/or themes addressing the Draft Growth Policy were qualitatively extracted from the submitted written public comment letters.
- The comments were listed in an Excel spreadsheet.
- The rate of recurrence for each general comment addressed by different written public comment letters was recorded.
- The percentage of each topic was calculated, based upon the total number of submitted written public comment letters.
- Letters / Comments that did not address the 2006 Park County Growth Policy Draft Document were not included in this report.

The following spreadsheet represents a summary analysis of the written public comments submitted to the Park County Commission Office between July 5, and July 18, 2006 (including the two letters referenced in footnote 1):

Written Public Comment—June 5—July 18, 2006			
	Written Public Comments	Number of Times Referenced	Percentage of Total Written Comments
1	Protect County Rivers and Streams (watercourses)	19	16.5%
2	Require developers to mitigate impacts to wildlife habitat	10	8.7%
3	Promote a plan which thinks about the rights and benefits of all county residents	1	0.9%
4	Commission Shall institute county-initiated zoning	8	7.0%
5	Commission Shall not institute county-initiated zoning	5	4.3%
6	Need definition of "watercourse"	5	4.3%

7	Define how to "preserve / protect open space"	5	4.3%
8	Increase / maintain involvement of Planning Board in GP amendments / revisions	9	7.8%
9	Regulate land use to preserve and protect the beauty of Park County	1	0.9%
10	Maintain the aesthetic and economic viability of Park County	2	1.7%
11	Create / promote / preserve public trails and greenways throughout Park County	87	75.7%
12	Protect wildlife / wildlife habitat	17	14.8%
13	Protect view sheds / open space	18	15.7%
14	Protect historical landmarks	14	12.2%
15	Minimize adverse impacts to private property	1	0.9%
16	Growth Policy needs a stronger vision statement	1	0.9%
17	Ensure that water quality is protected	5	4.3%
18	Protect / promote economy by preserving/protecting wildlife / wildlife habitat and/or natural environment	4	3.5%
19	Growth Policy should seek to preserve its archeological / pale ontological resources	1	0.9%
20	Support the Growth Policy under consideration	4	3.5%
21	Protect the natural amenities of Park County	15	13.0%
22	Conserve agriculture	2	1.7%
23	All new development must meet strict requirements to safeguard groundwater, rivers, fish, wildlife, air, soil, peace and quiet and weed-free lands	2	1.7%
24	Need to discuss any changes to the growth policy with the planning board before the changes are included	1	0.9%
25	Developers should fund and maintain adequate all-season road access for emergency vehicles	1	0.9%
26	Building standards should be adequate to handle the extreme climate, are energy-efficient, based on current architectural and engineering standards	1	0.9%
27	Growth Policy needs language that shows we support farming and will help strive to keep it a profitable business	5	4.3%
28	Promote compact development	5	4.3%

29	Need a goal promoting Energy Conservation	5	4.3%
30	Promote alternative transportation	5	4.3%
31	Maintain the opportunity for a rural lifestyle by supporting agricultural opportunities	1	0.9%
32	Restrict flood plain development by promoting and upholding river and stream set back regulations	1	0.9%
33	Preserve wildlife habitat by encouraging state and federal agencies that provide wildlife conservation incentives to promote the use of these incentives by private landowners in Park County	1	0.9%
34	Promote open space by encouraging conservation easements	1	0.9%
35	Maintain the scenic quality of the county by encouraging guidelines for building in ways compatible with visual qualities of Park County including (but not limited to) concerns for light pollution, signage, billboards, ridgeline development	1	0.9%
36	Need to add into the County portion of the Growth Policy a section regarding the railroad crossing west of Livingston	1	0.9%
37	Implementation timetable needs to be more specific	1	0.9%
38	The Growth Policy should include representation and equal protection for the public at large, especially those that own little or no property	1	0.9%
39	Recommendation to utilize the planning department and its officials, plus additional state and private planning resources, to consolidate all the previous recommendations and public process of the last several years, including the Cossitt Plan, the Citizens Task Force of 2004 and the past recommendations in the 1998 Comprehensive Plan	1	0.9%
40	Set very stringent requirements for development in riparian areas to avoid negative impacts	1	0.9%
41	Development needs to consider the values that the history, geography, and ecology of the area embody	2	1.7%
42	Eliminate the In-Lieu of fee for the required dedication of Parkland to the County	45	39.1%
43	Require developers to install landscape walking paths	45	39.1%

44	Park County should consider adopting a county-wide food storage ordinance for wildlife such as adopted by Gallatin County	1	0.9%
45	Commission should provide a forum in which people living in and around bear habitat can come together to work through their different issues and concerns to solve on the ground problems	1	0.9%
46	I support goals and objectives for development that is monetarily responsible for the impacts accrued due to the increased population the development creates	45	39.1%
TOTAL		408	

Summary Findings—Written Public Comments:

A total of 408 comments were recorded from the 105 written letters, signed by 115 individuals, received by the Park County Commission. The comments recorded in the spreadsheet above represent general themes and/or statements addressing the 2006 Park County Growth Policy Draft. Any written comments that did not address the 2006 Park County Growth Policy Draft were excluded from the summary analysis.

Roughly 46 separate categories and/or statements encompassed the 408 recorded comments made by members of the public. The following list represents the ten most frequently addressed comments / statements recorded from the submitted written public comments, followed by the recurrence rate²:

- Create / promote / preserve connecting public trails and greenways throughout Park County (87)
- Require developers to install landscape walking paths (45)
- I support goals and objectives for development that is monetarily responsible for the impacts accrued due to the increased population the development creates (45)
- Eliminate the In-Lieu of fee for the required dedication of Parkland to the County (45)
- Protect County Rivers and Streams (watercourses) (19)
- Protect view sheds / open space (18)
- Protect wildlife / wildlife habitat (17)
- Protect the natural amenities of Park County (15)
- Protect historical landmarks (14)

² The recurrence rate demonstrates how many separate letters addressed each of the comments / statements listed.

- Require developers to mitigate impacts to wildlife habitat (10)

The written comment submitted during the July 5—July 18, 2006 public comment period (see footnote 1) is heavily skewed towards the creation, promotion, and preservation of connecting public trails and greenways throughout Park County, with 75.7% (87) of the 115 individuals addressing this issue. Another 45 individuals supported the installation of landscape walking paths by developers, further increasing the amount of comments addressing trails in Park County.

Requiring park land dedication rather than cash in-lieu was also a topic frequently addressed during this round of written public comment with 45 individuals addressing this issue.

45 individuals expressed support for development that is monetarily responsible for the impacts accrued due to the increased population the development creates. Another 10 individuals wanted developers to mitigate impacts to wildlife habitat.

The majority of the remaining ten most frequently addressed comments / statements submitted involve the protection of natural and/or historical amenities in Park County with 25.6% (93) of the submitted comments addressing this issue.

CONCLUSION

The public process is a vital component when developing a community document. Montana State law requires that all Counties have a Growth Policy 76-1-601(MCA), and Park County is only required by state law to administer one public meeting during the development of a growth policy. During the development of the 2006 Growth Policy Draft Document, Park County held multiple public meetings and offered two public comment periods to encourage the public to submit any comments regarding the growth policy document, or process. These comments proved to be a vital component in the development of the 2006 Park County Growth Policy Draft Document, and helped to better represent the public's viewpoint.

The written public comment period from July 5—July 18, 2006 (see footnote 1 regarding additional letters) illustrated a desire for public trails and greenways throughout Park County. Other frequently addressed comments involved the protection of Park County's natural amenities and support for development that is monetarily responsible for the impacts accrued due to the increased population the development creates.

The public comment gathered for this report offers greater insight into the viewpoint of multiple Park County residents, but does not necessarily represent the population of Park County as a whole. Roughly 300 individuals submitted verbal or written public comment during the public process resulting in the adoption of a resolution of intent to adopt or adopt with changes the Park County Growth Policy and Livingston Neighborhood Plan. Park County has an estimated population of just under 16,000 people³ which makes the public comment submitted during this process representative of just fewer than 2% of Park County's total population.

For further information regarding the public comment process, public comment records, or general information regarding the growth policy, please contact the Park County Planning Office at (406) 222-4104, or visit www.parkcounty.org

³ Source: US Census Bureau, Population Estimates Program www.factfinder.census.gov