



# Active Transportation Plan



2016 - 2020

Approved by the Park County Commission on February 25, 2016

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## **ACRONYMS**

AASTHO	American Association of State Highway and Transportation Officials
ADA	Americans with Disabilities Act
ATP	Active Transportation Plan
BACI	Building Active Communities Initiative
BLM	Bureau of Land Management
BNSF	Burlington Northern Santa Fe
DNRC	Department of Natural Resources and Conservation
EDA	Economic Development Agency
EPA	Environmental Protection Agency
FHWA	Federal Highway Association
FLAP	Federal Lands Access Program
FLTP	Federal Lands Transportation Program
FLTTP	Federal Lands and Tribal Transportation Program
FY	fiscal year
GVLT	Gallatin Valley Land Trust
GW&SD	Gardiner Water and Sewer District
HPC	Historic Preservation Commission
LWCF	Land and Water Conservation Fund
MAP	Moving Ahead for Progress
MCA	Montana Code Annotated
MDT	Montana Department of Transportation
MFWCT	Montana Fish and Wildlife Conservation Trust
MFWP	Montana Fish, Wildlife and Parks
NPS	National Park Service
NRT	National Recreation Trails
PCATP	Park County Active Transportation Plan
PCCF	Park County Community Foundation
PCGP	Park County Growth Policy
PRPP	Park Roads and Parkway Programs
RID	Rural Improvement District
RP	reference point
RTC	Rails-to-Trails Conservancy
RTCA	Rivers, Trails and Conservation Assistance Program
SHPO	State Historic Preservation Office
TA	Transportation Alternatives
TIGER	Transportation Investment Generating Economic Recovery
UCF	Urban and Community Forestry
USDOT	United States Department of Transportation
USFS	United States Department of Agriculture Forest Service
USFWS	United States Fish and Wildlife Service
YNP	Yellowstone National Park
YNPSPT	Yellowstone National Park South Pedestrian Trail

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## **Executive Summary**

Parks, trails and recreation facilities are basic components that build the foundation of a community. They provide areas for group activities, intergenerational activities, personal reflection and exercise. They also provide a means to maintain natural and historic features and provide a way to preserve cultural heritage and the quality of life in a community. Trails and parks bring many benefits to a community - functional transportation, support for well planned development and tourism, healthy recreation and opportunities for children to explore the world safely. An active alternate transportation community includes individuals of all ages and abilities. By no means exclusive to committed athletes, pathways and parks attract children, mothers pushing strollers, seniors out for a morning walk, casual tourists, joggers and others drawn by safe routes and outdoor. Additional benefits of a trails and pathways system:



- Safe travel routes for children and adults
- Enhanced quality of life and health for all ages
- Increased traffic for local businesses
- Enhanced sense of community
- Additional access to National Forest and other state agency trails system

Consistently ranked as one of the top ten most popular destinations in the State of Montana,<sup>1</sup> Park County is experiencing steady community growth and economic prosperity with an influx of residential and commercial development and a desire to continue to attract the significant numbers of tourists that pass through the region each year. At the forefront of regional and statewide attractiveness, outdoor recreation opportunities - especially in alternative forms of transportation including bicycle and foot traffic - are becoming increasingly sought after.

Rich with exceptional natural resources and recreational opportunities, outdoor amenities - and the health and societal benefits they provide – are a valued feature for Park County lifestyles and heritage. Outdoor recreation opportunities also have a measurable impact on state and local economies and can have important non-economic benefits as well. With heightened awareness of the serious health and social issues confronting Americans today, it is also important to better understand the health and social benefits associated with parks and recreation beyond their simple economic contributions.

The Park County Active Transportation Plan (PCATP) is a consolidation of two existing plans – the Park County Park Plan – September 2007 and the Livingston/Park County Trails Plan – November 2006. It is also updated to include the existing facilities in the

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<sup>1</sup> *Montana Top 10 Attractions. Best Places to Visit in Montana. Top Ten Visitor Attractions in Montana.* Northwest US Travel. <http://gonw.about.com/od/attractionsmt/tp/Top-Montana-Attractions.html>. Accessed May 2014.

County; types of parks and recreational facilities; discussion of existing regulations; management strategies of parks, trails and recreation facilities; recommendations for future community needs and desires; and, ideas to stimulate discussions about goals and the obtainment of those goals.



The objective of formalizing the PCATP is to create thoughtful inter-relationships with community priorities and opportunities as well as to maximize resources already available. This document serves as an effort to focus on how Park County and the Park County Parks and Recreation Board can function better to serve its population through four priority areas. Each priority is a broad statement of intent, which serves as a central focus for associated goals and objectives. The

four PCATP strategic priorities include:

- ❖ Healthy and Safe Alternative Transportation Promotion
- ❖ Parks, Trails and Recreation Network Opportunities
- ❖ Effective Collaboration and Management
- ❖ Positive Economic Competitiveness

This strategic planning document serves as a road map for the County for the next five years, and is supplemented by relative local and regional transportation plans. The intent is to update the plan with minor edits annually at a regularly scheduled Parks and Recreation Board meeting, with a major review and update every five years.

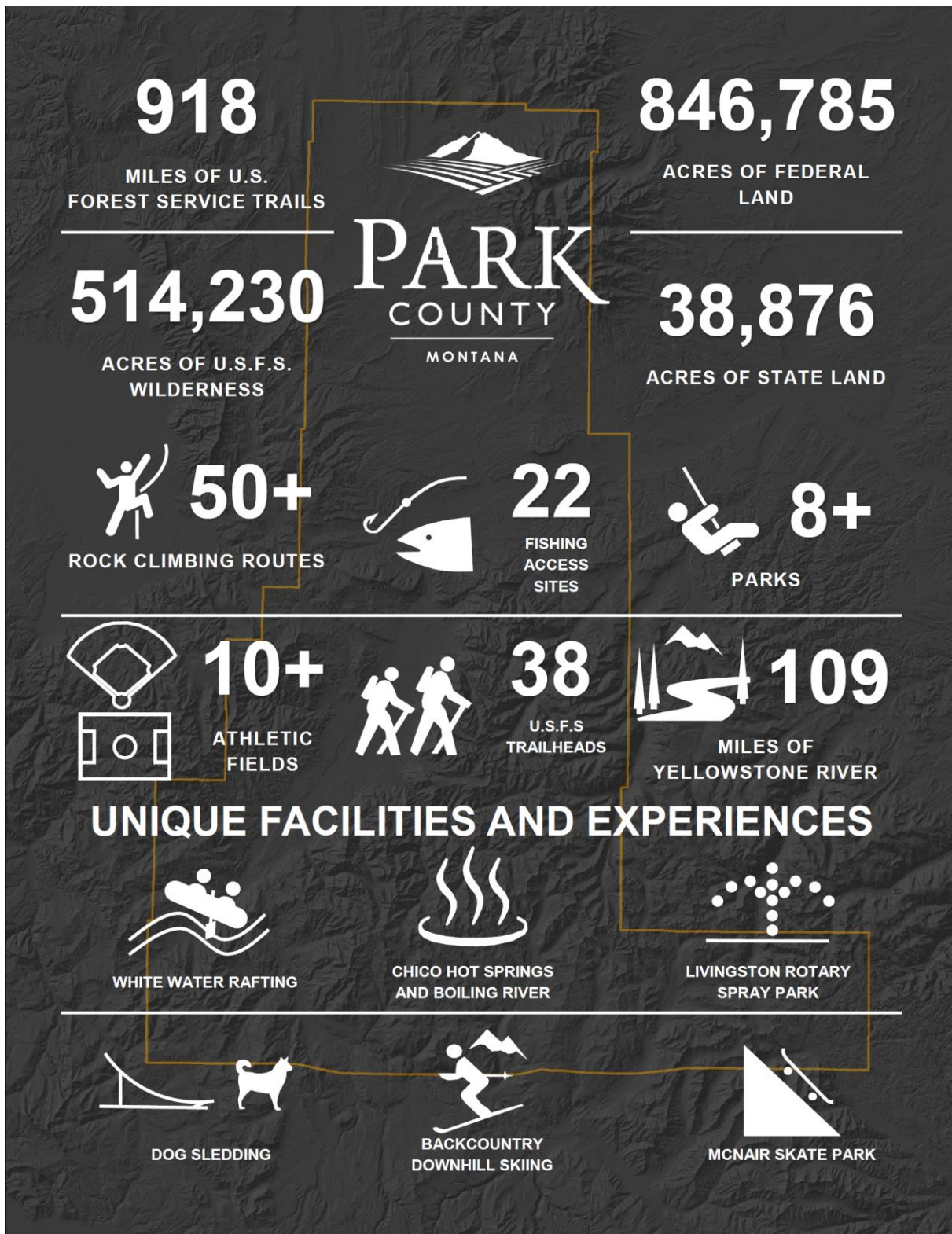
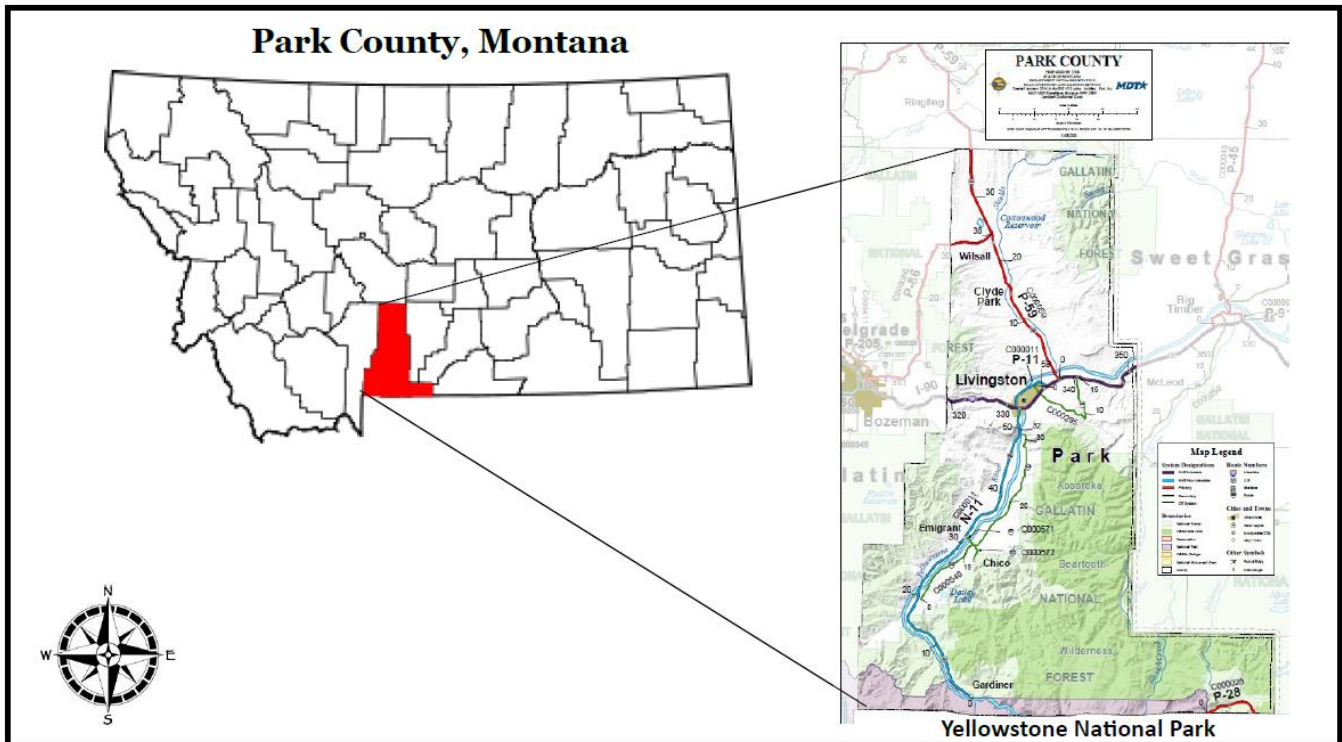


Figure 1. Park County Unique Facilities and Experiences

## County Demographics and Background

Park County is located in south central Montana and is surrounded by the Absaroka/Beartooth Range, the Crazy Mountains and the Gallatin Range.



**Figure 2. Park County, Montana**

Comprised of 2,814 square miles of dramatic mountains and scenic valleys, Park County includes the highest point in Montana (Granite Peak) and the original and only year-round access to the nation's first national park – Yellowstone National Park (YNP). This national park repetitively ranks in the top ten of most visited national parks in the United States and saw just under 3.51 million visitors in 2014 with 18.9% (or 663,536) of those entering through the Park County entrance.<sup>2</sup> The world-famous Yellowstone River originates in Wyoming and flows through YNP before entering Montana at Gardiner. From the Park boundary to Livingston, the river flows parallel to US Highway 89, north through Paradise Valley, flanked by the Absaroka Mountains on the east and the Gallatin Range on the west. The Yellowstone River has survived as one of the last, large, free flowing rivers in the continental United States; the lack of mainstream impoundments allows spring peak flows and fall and winter low flows to influence a unique ecosystem and aesthetic resource. The river has also been a major factor in the settlement of southeastern Montana, and retains much cultural and historical significance.

<sup>2</sup> National Park Service – Visitation Statistics for Yellowstone National Park. [www.nps.gov/yell](http://www.nps.gov/yell).

Park County has a rich history of agriculture; cattle and sheep ranching and farming has long been central to the County's history and economy. Farming activities were further encouraged by railroad activities that emerged in the area in 1883. The original residents of the area were Crow Indians who roamed the entire Yellowstone River basin. The first non-natives to enter the local area were Lewis and Clark along with their expedition party, accompanied by Lehmi Shoshone Indian, Sacagawea. Jim Bridger - a famous scout and mountain man - wintered with the Crow Indians near present day



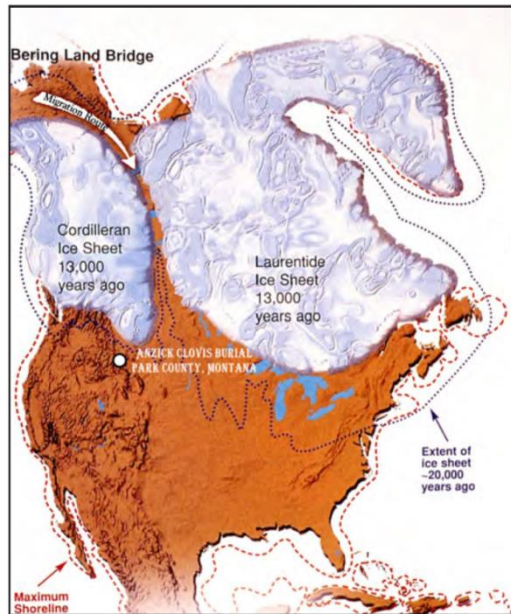
Emigrant in 1844 – 1845. Gold was discovered in Emigrant Gulch in 1863 and by the fall of 1864, several hundred men were working claims in the area. That same year, John Bozeman opened a new road to shorten the route between Fort Laramie and the gold localities of western Montana. The road passed through present-day Livingston and over the Bozeman Pass.

By 1880, the population of the County was only 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 Northern Pacific Railroad was completed and the east-west sections of the railroad joined together near Garrison, essentially opening up the entire country. In February 1887, Park County was created from the “east side” of Gallatin County and included large portions of present day Sweet Grass, Stillwater and Carbon Counties. By 1890, the local area had a period of rapid growth and reached a population of 6,900. Railroad services, along with extractive industries related to precious metals, coal and timber remained an early economic focus of the new County, but tourism and agriculture rapidly emerged. Today, Park County's diverse economy ranges from agriculture, logging, mining, arts and recreation to internet service providers and other digital technologies. In addition to the County seat of Livingston, the County includes the incorporated town of Clyde Park and the unincorporated communities of Cooke City, Emigrant, Gardiner, Jardine, Pray, Silver Gate, Springdale and Wilsall.

Not only is the County rich with multiple outdoor recreation opportunities, the area has several historical connections that enhance the popularity of the region. Described in the 1931 U.S. Dept. of Interior Circular of General Information regarding YNP, “Gardiner, the northern entrance to the park, is reached from Livingston, Mont., on the National Parks Highway, U.S. Highway No. 10 and the Yellowstone Trail.” The 2014 report “Getting from Here to There in Park County, Montana” discusses the magnitude and significance of the history of transportation in the area. As discussed in the report,



“the ‘Old North Trail,’ considered the most ancient of North American trails, bears north to south through the Shields River Valley and continues south along the eastern flank of the Rocky Mountains into Mexico. Its route is based on lithic evidence of the Clovis culture; today, US Highway 89 occupies its approximate route. The accidental discovery of the Clovis artifacts represents the earliest culturally-affiliated skeletal remains, consistently dating to  $\pm 11,000$  radiocarbon years before present.”<sup>3</sup> More recent residents of the area were Crow Indians who roamed the entire Yellowstone River basin.



This route also follows parts of the nationally significant Lewis & Clark National Historic Trail with Capt. William Clark’s route around July 12-15, 1806 depicting the Corps of Discovery arrival at the Yellowstone River trail nexus in present-day Livingston. In their search for a route to the Pacific, Lewis and Clark learned the hard way

that the Yellowstone River provided access across Montana without the challenges of navigating the Great Falls of the Missouri. The original Yellowstone Trail automobile road followed the course of the prehistoric Bannock Trail west of the Yellowstone River, arriving at the more well-known destination of YNP. The Old North Trail, became the Y/G BLine – “a direct, good road between Yellowstone and Glacier National Parks” – considered “the Montana Link of the National Park-to-Park Highway;” it subsequently became the Park to Park Highway and finally US Highway 89, running north and south from the Livingston trail nexus.

As of a 2014 estimate<sup>4</sup>, Park County had 6,445 households of which 28.10% had children under the age of 18 living with them, 51% were married couples living together, 7.3% had a female householder with no husband present and 38.2% were non-families. Just over 32% of all households were made up of individuals and 11.7% had someone living alone who was 65 years of age or older. As of 2013, the average household size was 2.39, the median income for a household in the County was \$42,426 as compared to \$46,230 for the State of Montana.<sup>5</sup> With a population of 15,880 (2014 estimate), Park County is the 12<sup>th</sup> most populated county in the State of Montana, with most residing in a half-dozen small towns, including the County seat of Livingston. Total population growth for Park County between 1970 to 2000 increased by 43%, from 11,364 to 15,587 people. From 2010 – 2014, the population grew just 1.8% with an estimated 293 new residents. The median age is 46 years.

<sup>3</sup> *Getting From Here to There In Park County, Montana – Trails, Roads, and By-Ways*. Jerry Brekke. April 2014. Also accessible at [www.parkcounty.org/planning](http://www.parkcounty.org/planning).

<sup>4</sup> US Census Bureau. Accessed August 2015. <http://quickfacts.census.gov/qfd/states/30/30067.html>.

<sup>5</sup> Montana Department of Commerce. Census and Economic Information Center. American Community Survey 2009-2013 Estimates. Accessed July 2015.

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## **Parks and Recreation Board**

The Park County Parks and Recreation Board was created by the Board of County Commissioners on December 30, 2008. Members of the Parks and Recreation Board were selected in April 2009 to serve as advisors to the County Board of Commissioners and Planning and Development Board on issues presented to the Board related to parks, trails and recreation. The Board held its first meeting on April 1, 2009 and shortly thereafter began developing a work plan encompassing cooperation with Montana Fish, Wildlife and Parks (MFWP) to provide new picnic tables and grills at several fishing access points near Pray; the feasibility of establishing a Castle Mountain Road/trail system; cooperation with the Gardiner Chamber of Commerce to further develop and operate Arch Park; the feasibility of creating and extending a Carter's bridge bicycle trail; implementation of a fireworks ban in the Green Acres Park; reviewing current parks and recreation programs and facilities in the County to determine additional needs; and submission of recommendations pertaining to parks and recreation guidelines, policies, facilities, or user fees, if any, to the Commissioners.

The functions and powers of the Board include:

- To review current parks and recreation programs and facilities in the County to determine additional needs, and submit recommendations pertaining to parks and recreation guidelines, policies, facilities or user fees, if any, to the Commissioners;
- To gather public input on parks and recreation-related long-range plans;
- To serve in an advisory capacity to the Commissioners for the location, construction, maintenance and funding of parks and recreation facilities;
- To review all parks and recreation-related matters submitted to the Board by the Commissioners;
- To make recommendations to the Commissioners on operating and capital budget needs as well as fees and charges, and monitor the recreation and parks budget throughout the year;
- To inventory un-built county road right-of-ways to be recognized, retained and improved for the purpose of trails and parks;
- To make recommendations to the Commissioners on all proposed road abandonments prior to the Commissioner's decision on abandonment;
- To periodically review and, if necessary revise and update, the Park County Park Plan and the Livingston/Park County Trails Plan;
- Within the current Commissioner's goals, objectives and budget, to perform the above-mentioned duties using the following criteria:
  - Promote maximum utilization of parks, recreation facilities and programs;
  - Enhance the quality of the leisure life of all county residents through parks and recreation programs and services; and,

- Provide to County residents as wide a variety of recreational opportunities as possible.

This five member board convenes monthly in the City-County Complex.

## **Historical Preservation**

The City of Livingston has four districts that are recognized by the National Register of Historic Places including: (1) Westside Residential, (2) Eastside Residential, (3) B Street and (4) Downtown (business). When requested, the Historic Preservation Commission (HPC) provides guidance to owners who are maintaining, upgrading or restoring historic properties in Livingston. The Downtown Historic District is recognized as an invaluable asset to the City, not only as a magnet for tourists but as a source of pride for residents. For this reason, the City Commission passed the Historic District Overlay Zoning Ordinance in 1982, and created the HPC to carry out its intents and purposes. The law requires that the HPC review and approve all changes to the exterior of buildings and signs within the Downtown Historic District.

## **Purpose and Vision**

Park County is characterized by a plethora of unique and amazing natural resources and recreational potential. While the transportation system serving the Park County region is mostly auto-oriented, recent experience with energy price increases reinforces the need for alternative transportation modes such as carpooling, bicycling and walking to offset higher energy prices. Additionally, because the County is comprised of state and forest lands that make up over 53% of the land base, recreationists seek access to over 2,290 miles of trail systems located in the County, both in the forest and state lands.



Shifting population demographics and changes in recreation preferences over the next twenty years will impact the number of people using parks and trails and the way people use them. Park and recreational service use continues throughout the life cycle. Recreational participation declines with age, but park use does not. In fact, people between the ages of 65 and 74 use local parks more frequently than any other age group from those 15 and older.<sup>6</sup> As Park County population trends move toward more available and broader active transportation and outdoor recreation areas, the need for quality parks, trails and recreation facilities will increase. Recognizing these preferences and the increased desires from participating community members, the purpose of the plan is to:

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<sup>6</sup> *Benefits of Parks and Recreation*. City of Columbia, Missouri, [http://www.gocolumbiamo.com/ParksandRec/About\\_Us/benefits.php](http://www.gocolumbiamo.com/ParksandRec/About_Us/benefits.php) 2004. Information is based on a nationwide study conducted in 1992 at Pennsylvania State University; "The Benefits of Local Recreation and Park Services-A Nationwide study of the Perceptions of the American Public."

- Complete a detailed inventory of county-owned properties with either existing or potential recreational facilities;
- Understand the community’s desires for parks, trails and recreation facilities;
- Identify potential short-term and long-term parks, trails and/or facility projects;
- Develop a capital improvements plan and management guidelines for different types of parks and trails;
- Create a blueprint for expanding parks, trails and recreation management capacity;
- Identify potential funding sources and collaboration opportunities; and,
- Develop and update a viable Alternative Transportation Plan.

## Planning Process and Community Outreach

In January 2014, Park County Commissioners determined the need for a dedicated PCATP and the consolidation of the existing Livingston/Park County Trails Plan and the Park County Park Plan. In October 2014, Park County applied to the Montana State University Building Active Communities Initiative (BACI) and received funding to support planning for building an active and vibrant Park County. A strategic planning team was convened in December 2014 for the purposes of determining and implementing an action plan. The group included Park County Planning and Development Director, Grants and Special Projects Director, GIS Technician, Auditor and Chairperson of the Parks and Recreation Board and one County Commissioner. In March 2015, the team attended a BACI two-day training which provided tools and resources for creation and enhancement of safer and more accessible transportation and recreation environments, for all community citizens and visitors, whether biking, walking or using transit, a wheelchair or a vehicle. Evidence-based practices and successes were shared, followed up with technical assistance and mentorship by the Montana Nutrition and Physical Activity Program.



The consolidation of relevant components of two existing plans - the Park County Park Plan (2007) and the Livingston/Park County Trails Plan (2006) - into the PCATP was completed over the course of nearly six months, from July 2015 through January 2016. Broad input was sought to provide citizenry involvement into the process and to create a document that will help guide the direction of Park County Parks and Recreation

Board from July 1, 2016 through June 30, 2020. On September 22<sup>nd</sup>, October 16<sup>th</sup> and November 13<sup>th</sup>, 2015 a Notice of Public Comment Period was published in the local daily newspaper – *The Livingston Enterprise* (see **Appendix A**). Staff and user interviews took place during the entire course of the planning process and results from the Park County Parks and Recreation Needs Assessment Survey were also incorporated into the development of the plan (see **Appendix B**).

On September 23<sup>rd</sup>, 2015, the first of five strategic planning and development sessions was held in Cooke City; four other planning sessions were held between October and November 2016 in the communities of Livingston, Emigrant, Gardiner and Wilsall. Public notices were advertised in the Livingston Enterprise accepting public comment on the PCATP from September 23<sup>rd</sup> through November 20<sup>th</sup>, 2015. Copies of the draft plan were made available at the Park County Commissioner’s Office, the Park County Planning Office, the Cooke City Community Center, the Gardiner Chamber of Commerce, the Park County website and the Livingston Public Library. The draft plan was then sent electronically to planning committee members for final edits and comments. Once those comments were received and incorporated (see **Appendix C**), the draft plan was then sent electronically to Park County Parks and Recreation board members to include the members in the final editing and comment period. On December 2, 2015 the Park County Parks and Recreation Board approved the plan and on January 19<sup>th</sup>, 2016, the Park County Commission accepted the plan by unanimous vote.

**Table A. Active Transportation Plan Public Comment and Update Implementation Schedule**

<b>Date</b>	<b>Activity</b>
9/22/15 10/16/15 11/13/15	Publishing in Livingston Enterprise for public notice for review of draft Park County Active Transportation Plan from 9/22/15 – 12/2/15.
9/23/15	11 a.m. – Cooke City Chamber of Commerce – Park County Parks and Recreation Board meeting to discuss the process, the draft and comment/determine upcoming meeting specifics
9/30/15	6 p.m. – Gardiner Community Center – Park County Active Transportation Planning Meeting
10/7/15	6 p.m. – Livingston City/County Complex Community Room – Park County Active Transportation Planning Meeting
10/14/15	6 p.m. – Emigrant Hall – Park County Active Transportation Planning Meeting
10/21/15	6 p.m. – Shields Valley Senior Center – Park County Active Transportation Planning Meeting
12/2/15	3 p.m. – Community Room – Parks and Recreation Board meeting to review/consider all public comments on the draft transportation plan, and to forward a recommendation to the Park County Commission
12/11/15 12/23/15	Publishing in Livingston Enterprise for public notice for review of final draft Park County Active Transportation Plan from 12/16/15 – 12/30/15
12/16/15 – 1/8/16	Advertised three-week final public comment period
1/19/16	10 a.m. – Community Room – Formal recommendation by Park County Parks and Rec Board to Park County Commission for final adoption and acceptance of Park County Active Transportation Plan

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From time to time, and on an annual basis, the PCATP will need to be amended and/or updated. Suggested amendments may be raised by the Park County Commissioners, Park County Planning and Development Department, Park County Public Works Department, Park County Parks and Recreation Board or the general public. The Park County Parks and Recreation Board is the advisory board that makes recommendations to the Park County Commissioners on matters concerning parks, trails and recreation. The Parks and Recreation Board, during a scheduled public meeting, will hear any amendment considerations and refer recommendations on to the Park County Commissioners. The Commissioners then adopt a resolution to adopt, adopt with revisions or reject the amendment(s).

## Strategic Priorities

### Priority Area: Healthy and Safe Alternative Transportation Promotion

Carpooling, using public transit, walking or bicycling just one day a week, for a year can save an average consumer more than \$500 in driving costs annually.<sup>7</sup> While public transit is not a viable alternative form of transportation in most parts of Montana and Park County, the ability for community members to walk, bicycle or carpool to access recreation or work is practical.



Automobile emissions are major contributors to air pollution which is harmful to health of citizens and to the unique and often-sought environments that define Park County. Impacts of driving anywhere, even in Montana counties, necessitate alternative transportation modes.

The research literature on outdoor recreation as it relates to human health is vast and growing. Historically, public parks and outdoor recreation areas, particularly in cities, were developed for health purposes. By the 1890s, landscape architects and park planners were concerned about sedentary lifestyles. The 19th-century Rational Recreation movements sought to encourage forms of leisure considered superior—and contact with nature was a primary component. The health benefit of exposure to nature was an article of faith. Today those health benefits are being quantified, and scientific research is documenting the truth of what 19th-century planners believed.<sup>8</sup>

Particular attention is given to children’s health problems that can be mitigated through outdoor play, sports and nature study. Outdoor recreation can be viewed as a way to address societal health care issues like obesity, heart disease and mental health. Scientific research links health and wellness to those who are participating in outside recreation. Making outdoor recreation a part of regular routine, can be a “prescription” for wellness. Many outdoor recreation activities are lifelong and informal such as biking and walking. Outdoor recreation contributes to wellness mostly through prevention, and the most beneficial outdoor pursuits are those that become part of a regular routine.

### Priority Area: Parks, Trails and Recreation Network Opportunities

It is a priority for Park County to expand, protect and promote a network of multi-use trails, parks and open spaces throughout the County for use and enjoyment by all. The County is committed to enhancing the quality of life to community members and visitors by improving and expanding access to parks and trails so individuals can enjoy the outdoors and benefits of nature close to home. Thousands of miles of trails connect communities, parks, natural resources and the heritage of the State of Montana. Trails

<sup>7</sup> PA Communities. Alternative Transportation in Pennsylvania. <http://www.pacommutes.com/alternative-transportation/>

<sup>8</sup> The Development of Leisure in Britain after 1850. <http://www.victorianweb.org/history/leisure2.html>

serve as recreational resources, alternative transportation routes and contribute to the economy of the state. From rugged foot paths in the Absaroka Beartooth Wilderness to paved greenway trails leading to the original entrance into the first and most popular national park in the United States - YNP - Park County trails are diverse and enveloped in unique grandeur. Working in partnership with other state and federal agencies, regional and statewide trail organizations and dozens of local trail stewards and support organizations, Park County endeavors to assist in the development and maintenance of an extensive network of trails offering year-round recreational opportunities.



**Priority Area: Effective Collaboration and Management**

Trails, parks and recreation facility management is the responsibility of the Park County Public Works Department and the Planning and Development Department under the direction of both directors. This team approach to management of the program includes public outreach, jurisdictional coordination, policy, staffing and maintenance issues, as well as costs, funding, land acquisition, trails and parks prioritization and other implementation

issues. The emphasis is to strive to manage, operate and maintain parks, trails and recreation facilities so that proper use is encouraged and user safety, resource conditions, the environment and adjacent lands are not compromised. In coordination with the Park County Parks and Recreation Board, primary shared responsibilities include:

- Providing sufficient staff and resources to meet programmatic needs including training and education;
- Ensuring department policies, ordinances and board actions are in place for the efficient and effective management, enforcement and implementation of the PCATP;
- Researching and identifying on-going and permanent funding sources;
- Preparing and recommending conditions for land development projects for proposed community or regional trails, staging areas or other trail related support facilities and parks;
- Meeting with property owners or their representatives to identify specific trail alignment for proposed projects prior to or at the time the project is submitted for review by the County Commissioners;
- Managing, updating and revising the PCATP;
- Collaborating with USFS, BLM, FWP and other public land managers to ensure their trails, facilities, fishing access and open spaces remain open and accessible;
- Coordinating trails and parks planning issues with community members and representatives of the County communities and state and federal agencies; and,



- Establishing interjurisdictional coordination for regional trails crossing multiple boundaries, including city, state, federal and/or special district lands.

**Priority Area: Healthful Community  
Awareness and Economic Competitiveness**

While trail systems and park areas are sometimes built by developers as desirable amenities to speed sales and raise values, pathways and parks are much more than mere amenities. Pathways and parks are critical infrastructure that facilitate non-motorized transportation and recreation - biking and walking - and fostering vital face-to-face interaction between neighbors, promoting community.



Friendly, unplanned interactions between neighbors are a key part of creating and sustaining community. These chance meetings happen constantly on pathways, sidewalks, ski trails, forest trails and park settings. A well-planned and designed community encourages and generates these opportunities while meeting transportation needs. The concept of community is intangible yet profound; it is the heart of a good place to live and something tourists sense and relish immediately when they visit a walkable, bike-friendly town.

The economic benefits of trails and parks (including business investment, tax income, equipment sales, health care savings, etc.) that make them incredibly wise investments, are not easily quantified. However, recent studies and reports indicate that:

- Trails increase the values of nearby properties – a statistical analysis of housing values in Indiana found that greenway trails and conservation corridors in Indiana counties raised property values in excess of \$140 million. Within one-half mile of the Monon Trail, the flagship of Marion County’s greenway trail system, property values were 11% higher.<sup>9</sup>
- Trails attract business activity as multi-use (transportation, recreation, destination, etc.) facilities – a survey of businesses along the Great Allegheny Passage found that between \$30-\$40 million in annual business revenue was attributed to trail users.<sup>10</sup>
- Trails increase local tax revenues – often more than paying for their own maintenance. For example, a study of Maryland’s Northern Central Rail Trail found that the state received \$303,000/year in trail-related tax income while paying \$192,000/year in maintenance.<sup>11</sup>
- A number of economic impact studies based on data and reasonable forecasting techniques indicate that connected bicycle/pedestrian facilities (like trails and greenways) offer a significant return on investment through property value

<sup>9</sup> [http://downtowngreenway.org/downloads/Trails\\_and\\_Economic\\_Development.pdf](http://downtowngreenway.org/downloads/Trails_and_Economic_Development.pdf)

<sup>10</sup> <http://www.atatrail.org/docs/GAPEconomicImpactStudy200809.pdf>

<sup>11</sup> <http://ntl.bts.gov/DOCS/430.html>

increases, tourism, business investment, alternative transportation benefits and health benefits. A 2011 cost/benefit study by Alta Planning and Design evaluated the completion of a multi-purpose trail linking the City of Davidson and Cabarrus County. The study resulted in an internal return on investment of 16.21%, not including the quantification of recreational benefits. A 2007 study by Econsult, Inc. and Greenways, Inc. forecasting the economic benefit of the Carolina Thread Trail indicated that increased tourism from a completed regional network would generate an estimated \$3-\$6 million in incremental state and local tax revenue per year.<sup>12</sup>

- More regionally, the Route of the Hiawatha in Idaho 15-mile rail-trail (including a 1.6-mile tunnel) through the spectacular Bitterroot Mountains, is managed by Lookout Pass Ski & Recreation Area under an agreement with the US Forest Service. Both word of mouth and organized promotion have resulted in an ever-increasing number of trail users in recent years. A record-setting year in 2010, when some 32,000 people traversed the Hiawatha in its open season between May and October, is expected to increase each year. This growth is particularly impressive when considering the relative remoteness of the trail and towns along its route. The closest city - Coeur d'Alene, Idaho with a population around 44,000 - is about 50 miles from the nearest trailhead on the Hiawatha. The growing popularity of the Hiawatha, and the nearby Trail of the Coeur d'Alenes, North Idaho Centennial Trail and Old Milwaukee Road corridor, has meant large economic impacts to local populations. Estimates from 2011 indicate that in July and August, trail users accounted for between 15 and 20 percent of the 106 beds he operates in Wallace. The 72-mile Trail of the Coeur d'Alenes passes directly by Wallace, a geographical key to transferring trail-user numbers into actual commerce. Local business people recognize the huge value of linking these two remarkable trails to provide a seamless, and safe, off-road connection from the Hiawatha to the eastern trailhead of the Coeur d'Alenes. Some work has been done blazing a trail from Mullan, running parallel to Interstate 90, to the Hiawatha for that purpose.<sup>13</sup>
- "Trail availability outranked 16 other options, including security, ball fields, golf courses, parks and access to shopping or business centers," according to a 2002 National Association of Realtors/National Association of Home Builders survey. Only highway access was ranked as a more important amenity by the 2000 homebuyers surveyed. Those surveyed could select any number of 18 amenities; 36% selected walking, jogging or biking trails as either "important" or "very important." Sidewalks, parks and playgrounds ranked next in importance.<sup>14</sup>

<sup>12</sup> <http://www.carolinathreadtrail.org/what-economic-impact-do-trails-have-in-our-communities/>

<sup>13</sup> <http://www.railstotrails.org/trailblog/2011/november/02/in-idaho-former-silver-mining-town-reinvents-itself-as-trails-destination/>

<sup>14</sup> National Trails Training Partnership. Benefits of Trails and Greenways. April 2002.

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## Types of Parks, Trails and Recreation Facilities

There are different types of parks and recreation facilities that should be considered for future planning including:

- ◆ **Recreation parks** – centers for activities, events, sport complexes, dog parks, outdoor amphitheaters, sledding hills, skateboard parks, water parks and equestrian parks.
- ◆ **Neighborhood parks** – a basic, small and open area, offering casual play activity and proximal to community members in the area.
- ◆ **Subdivision parks** – created in residential subdivisions and generally serving the owners of the subdivision property.
- ◆ **Nature sites** – areas that preserve natural features, scenic overlooks, scenic views and maintain open landscapes and provide visual relief from the built environment; can also include landscaping along a transportation corridor or “framing” for future development.
- ◆ **Trails and greenways** – corridors which may have a variety of purposes including walking, biking, running, alternative transportation, dog walking, wildlife watching, snowshoeing, cross country skiing, scenic opportunity and/or riparian preservation; an element of connection and networks between neighborhoods and parks, schools, open space, civic facilities and commercial centers.
- ◆ **Cultural sites** – cultural richness in a community by preserving or enhancing a prehistoric, historic or cultural feature with driving tours and scenic pullouts as examples.
- ◆ **Conservation easements** – preserves open space in communities and is usually a cooperative effort between landowners, county government and the holder of the easement can create recreational opportunities for the public.
- ◆ **School sites** – used by children during and after school hours; and/or, school facilities used by public after school hours for community events.



### Existing Parks, Trails and Recreation Facilities

Park County is fortunate to have several existing recreation areas in or adjacent to the County that are administered by the federal government, the state, the town of Clyde Park, the City of Livingston, private groups and/or by the County.

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## **Federal Recreation Lands (shared with Park County)**



Park County is made up of approximately 53% federal lands. Some of those federal lands are designated as part of the National Wilderness Preservation System, established by the Wilderness Act of 1964, which provided guidelines for their management. Wilderness areas have extensive trail systems and welcome hikers, backpackers and horseback riders. The federal lands are managed by the U.S. Department of Agriculture – Forest Service (USFS), the U.S.

Department of Interior – Bureau of Land Management (BLM) and the U.S. Fish and Wildlife Service (USFWS). As the original and only year-round entrance into YNP, the County shares 93,176 acres of its land with the U.S. Department of Interior - National Park Service (NPS).

USFS lands are under the jurisdiction of the Custer Gallatin National Forest. USFS recreational facilities include trailheads, trails, roads, campgrounds, cabins and interpretive trails. These lands are used for fishing, horseback riding, rock climbing, hiking, snowmobiling, cross country skiing, firewood gathering, photography, driving, four wheeling, hunting, picnicking and nature study and observation. The national forests are also managed for minerals, timber, grazing, wildlife, water and wilderness values. Motorized wheeled cross-country travel is prohibited year-round on all national forest system lands and certain areas have existing local road and trail restrictions in order to protect riparian areas, wetlands, wildlife habitat, threatened or endangered species, soils and vegetation, aquatic resources and to reduce user conflicts.

The BLM administers approximately 8.1 million acres of federal lands in Montana of which 8,234 acres lie within Park County. Some lands, such as National Monuments, wild and scenic rivers, historic trails, wilderness, wilderness study areas and areas of critical environmental concern, are managed under special conditions. Management is based upon the principles of multiple use and sustained yield, a combination of uses that takes into account the long term needs of future generations for renewable and nonrenewable resources. These diverse values include recreation, range, timber, minerals, watershed, fish, wildlife and wilderness. Other values include natural, scenic, scientific and cultural resources.

The USFWS manages approximately 1.1 million acres of National Wildlife Refuges and waterfowl production areas in Montana. These lands are managed for the benefit of wildlife and compatible public use. There are sometimes restrictions on public use for the protection of wildlife and plant species. A variety of recreational opportunities exist on refuges and waterfowl production areas. Visitors can enjoy wildlife viewing, sightseeing, hiking, fishing and hunting. Visitors should contact the refuge office for more information before venturing afield.

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## **State Recreation Lands (shared with Park County)**

The State of Montana owns approximately 2% of the land in Park County. State land is defined as any land surface under the jurisdiction of one of the following State of Montana agencies: MFWP or Department of Natural Resources and Conservation (DNRC).

MFWP's administrative Region 3 is located in southwest Montana and includes the counties of Beaverhead, Broadwater, Gallatin, Jefferson, Lewis and Clark, Madison, Park, Silver Bow and part of Deer Lodge. Region 3 encompasses 18,089 square miles, which is more than 12% of the total land area of Montana.

Region 3 is made up of broad valleys comprised of prairie habitats of grasslands, sagebrush, and wooded riparian areas rising to foothills and mountains as high as 11,000 feet in elevation. Most of the lower lands are privately-owned, while most of the higher reaches are federally-owned by the USFS or BLM (about 60%).

Region 3 is home to nine state parks, including Montana's oldest—Lewis and Clark Caverns—and Bannack State Park, the site of the first Territorial Capital. The region is headwaters to some of the most renowned trout rivers in the United States, including the Madison, Gallatin, Jefferson, upper Missouri, upper Yellowstone, Beaverhead and Big Hole. About 26% of Montana's angling takes place in Region 3, and the region boasts 95 total fishing access sites – 22 of which are located within Park County. Big game hunting is a major draw in southwest Montana. Approximately 50% of the elk harvest in the entire state happens in Region 3.

The DNRC Trust Land Management Division oversees 5.2 million acres of State Trust land. Through programs including sustainable forestry, agriculture, grazing and energy leasing, millions of dollars are generated annually for K-12 public education, including school facilities and classroom technology. Montana's Trust Lands are a vital component of local economies and also provide tremendous recreation opportunities for hunters, anglers, hikers and horseback riders.

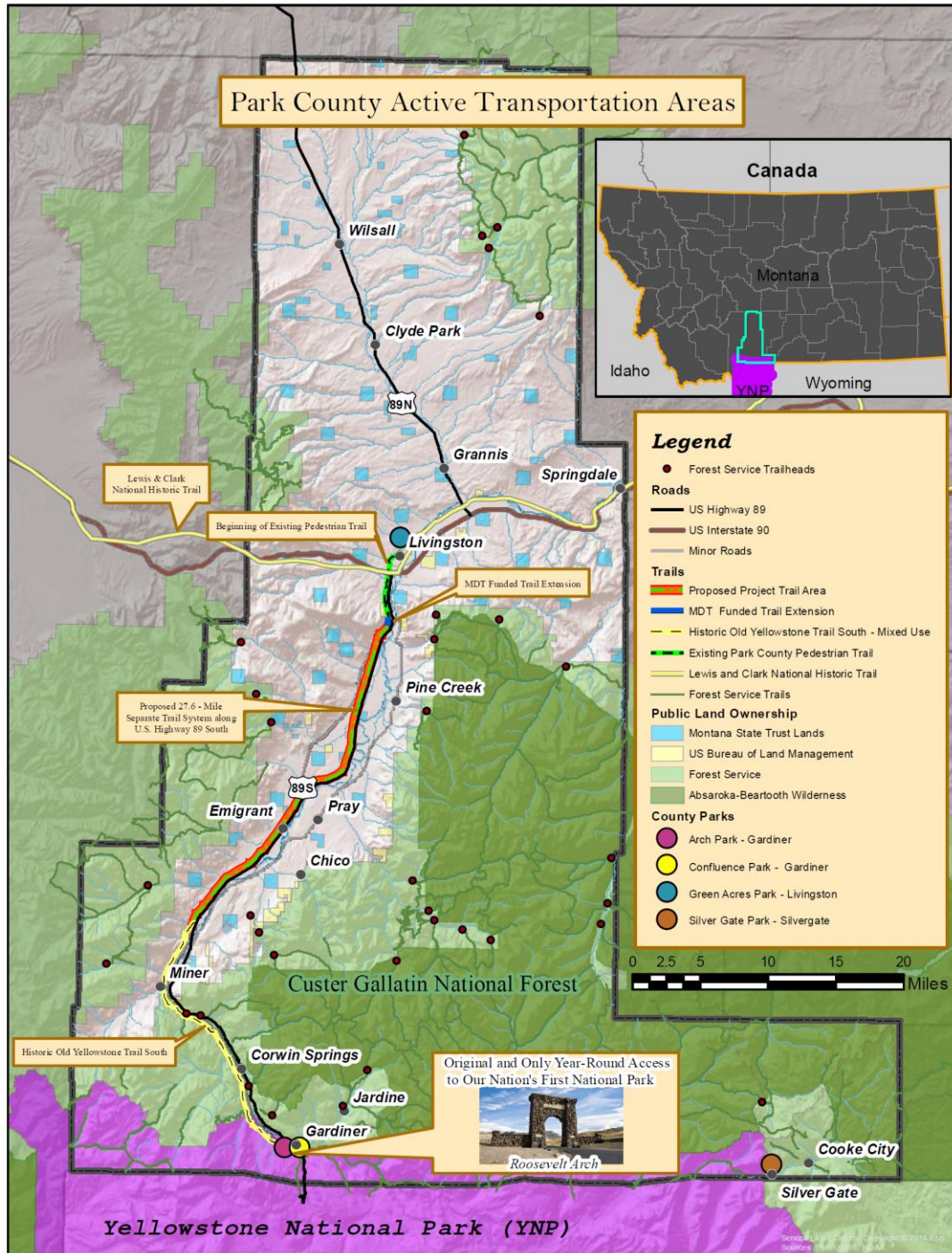
All recreational activities on State School Trust Lands managed by the DNRC require a State Land Recreational Use License, permit or other type of authorization for access from DNRC. State School Trust Lands typically appear in blue on most, but not all, public land ownership maps. State School Trust Lands administered by DNRC are not “public lands” in the same sense as BLM and National Forest System lands. Almost all of the 5.2 million acres administered by DNRC are school trust lands granted to Montana when it was admitted to the Union. These lands are managed to produce income to support public schools and institutions. Legally accessible school trust lands are open for most recreational activities unless closed or restricted by rule or by DNRC. A \$2 fee included in the cost of a conservation license, provides hunters, anglers and trappers access to legally accessible State School Trust Lands. Trappers still need to secure a “Special State Lands Recreational Use License” from DNRC, usually at no additional charge. Other recreational activities such as hiking and bird watching require the purchase of a \$10 license. Cutting or gathering wood, collecting valuable rocks/minerals, mining activities or collecting or disturbing historical, archaeological or paleontological sites or specimens also require separate licenses or authorization from

DNRC. Overnight use (camping) is also allowed. However, such use in other than designated campgrounds on leased or licensed land must be conducted within 200 feet of a customary access point and is limited to two consecutive days. Overnight use in designated campgrounds is limited to 14 consecutive days. Overnight use on unleased or unlicensed land is restricted to 14 days in a calendar year. People who hunt or fish on school trust land are also required to have the appropriate hunting or fishing license issued by MFWP. Maps showing national forest trails and roads can be purchased at USFS offices. These maps, published for each national forest, provide current, updated information about travel restrictions, road closures and other access issues. Lands administered by the MFWP do not require a special use permit for access, but certain restrictions apply and entrance fees are charged at some areas.

Recreationists may gain access to streams and rivers from a public road right-of-way at bridge crossings. However, recreationists should be aware that access at a bridge crossing could be restricted by a county commission for public safety, and access at some bridges may be restricted where the establishment of the county road right-of-way did not allow access to the stream or river. An informational brochure, Stream Access in Montana, is available from MFWP offices.

### Park County Recreation Areas and Facilities

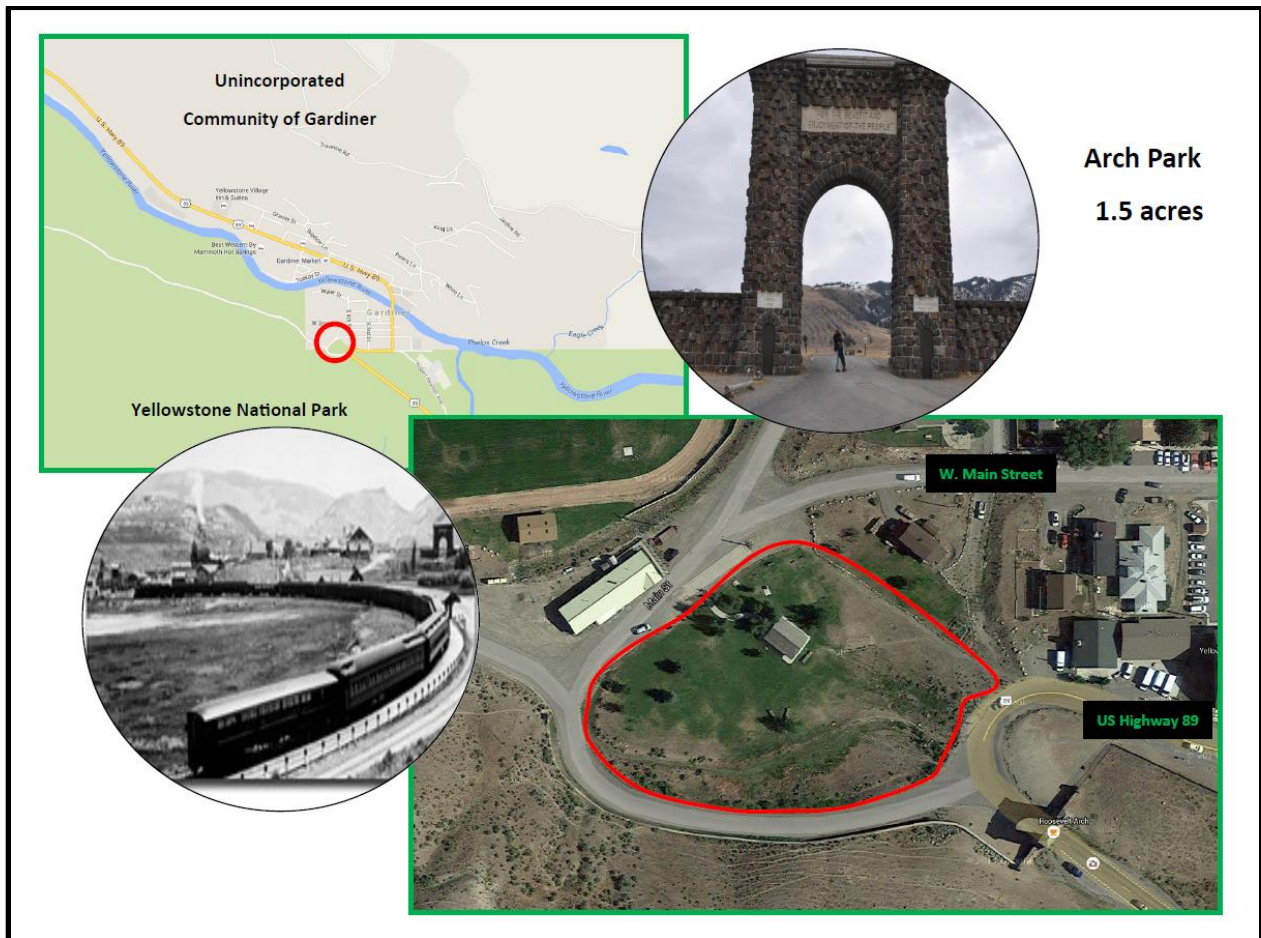
Park County owns four small parks located in three different communities throughout the County.



**Figure 3. Park County Active Transportation Areas**

**In Gardiner:**

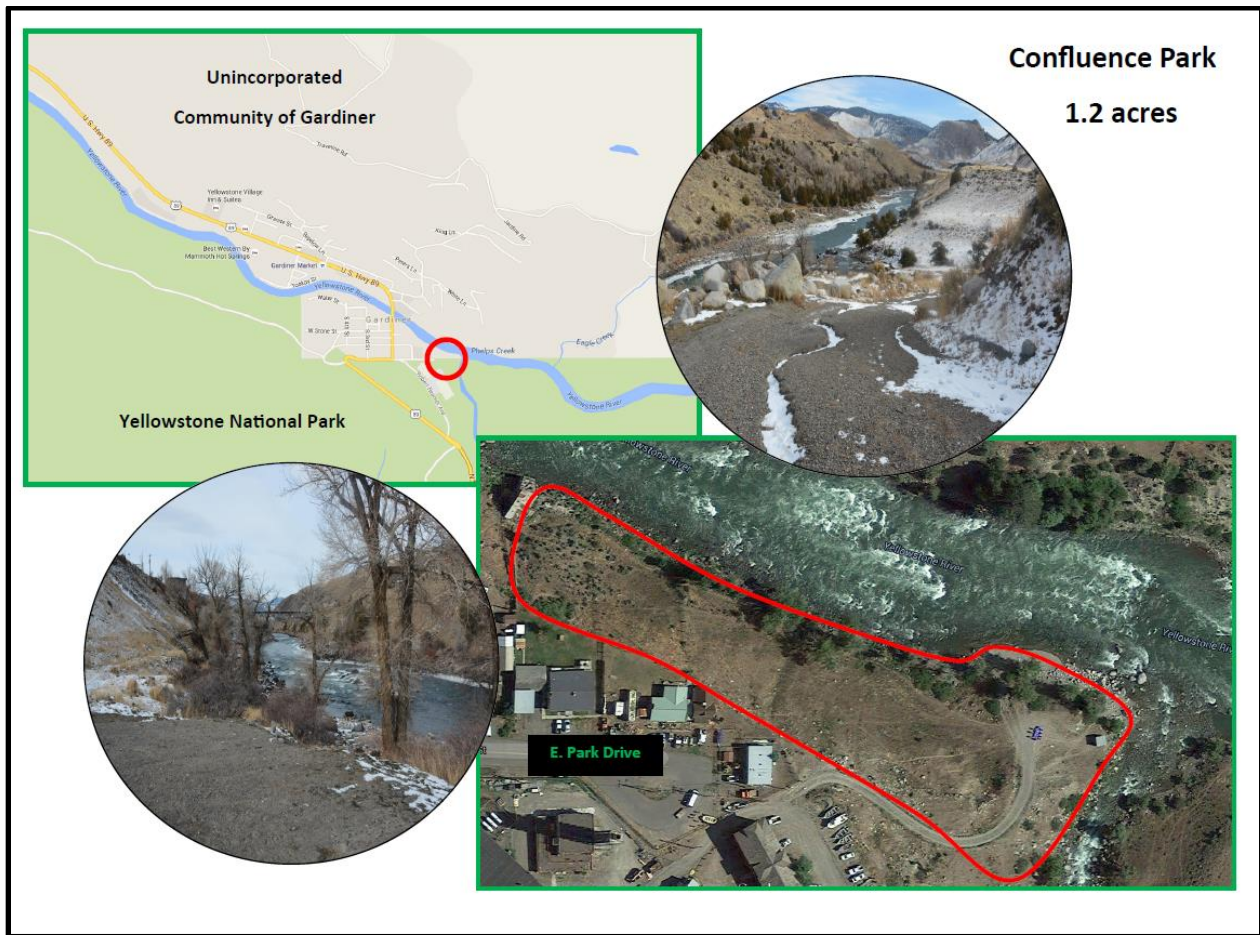
**Arch Park**, located just north of the world famous Roosevelt Arch, the park offers a stone shelter pavilion, picnic tables, barbeque area, a water fountain and trees interspersed among the 1.5-acre parcel. The Park is a cooperative effort between the Gardiner community, Park County, Montana Department of Transportation (MDT) and the NPS.



**Figure 4. Arch Park – Gardiner, Montana**



**Confluence Park**, so named because of its proximity to the confluence of the Gardner and Yellowstone Rivers, is located in Gardiner, Montana. This recreational area was previously owned by Gardiner Water and Sewer District (GW&SD). The parcel has a long history of use by boaters, kayakers, swimmers, fisherman and other outdoor recreationalists who for over 75 years have accessed the area more as a public access than the private property it actually is. The parcel was purchased by GW&SD both because it bordered property owned by the District and also as an effort to keep the area available for public access and use. The parcel is the only public access to the Yellowstone River in the town of Gardiner; the Queen of the Waters Fishing Access is located 3.5 miles to the north. Funds were granted by the Montana Fish & Wildlife Conservation Trust (MFWCT) for the purchase of the approximately 1.2 acre parcel to ensure perpetual public access. Public information signs will inform the public of essential information regarding acceptable activities, rules associated with the publicly accessible parcel and information regarding the National Park land entered to access the property.



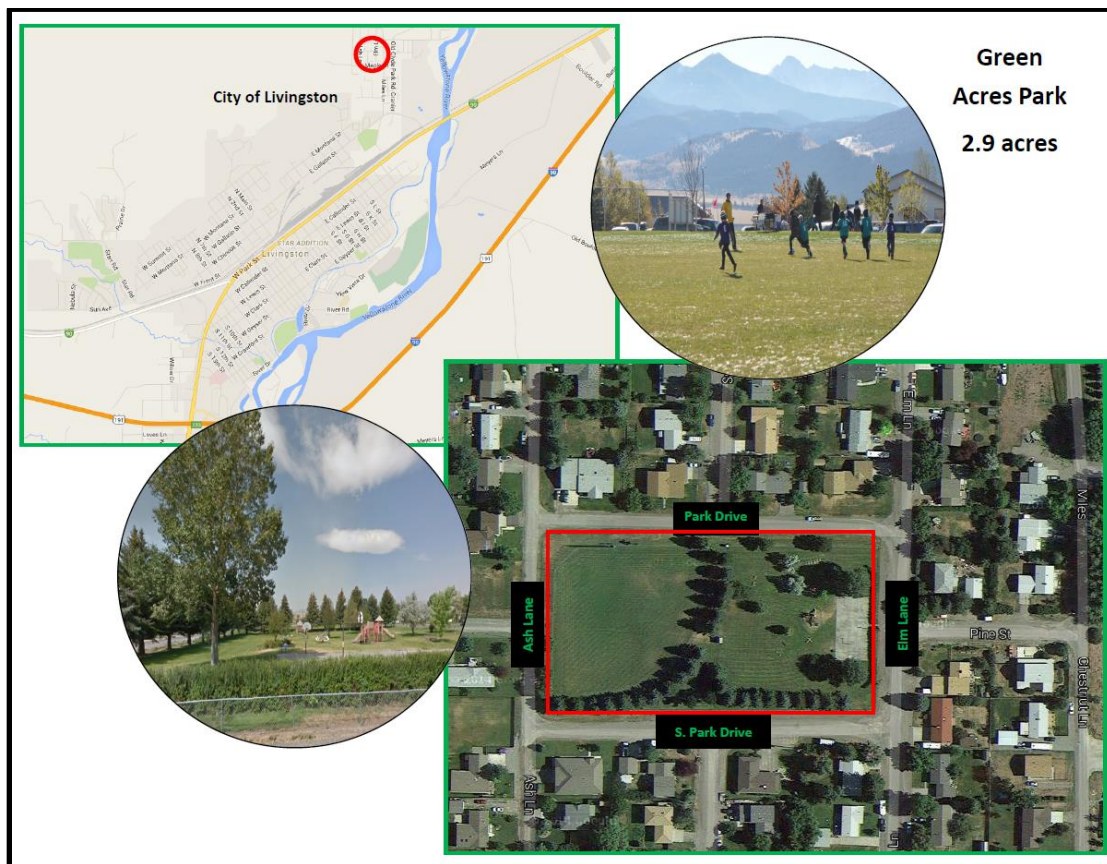
**Figure 5. Confluence Park – Gardiner, Montana**

**In Livingston:**

**Green Acres Park** is a 2.9 acre community park located in the northeast portion of Livingston, surrounded on all sides by neighborhood streets with a gravel parking area located at the east end. The park is entirely fenced, with several gates, mature trees, some play equipment and a basketball court. There are no typical park amenities such as shade structures, latrines, benches, bike racks or picnic tables.

Recommendations for potential improvements from the **2014 Park County, Montana Parks Inventory and Assessment Report** included:

- Removal of four features (including horseshoe pits, merry-go-round, seesaw and broken single rocker).
- Installation of fall surface around all play structures.
- Installation of an on-site, permanent restroom.
- Addition of picnic shelter, benches, trash receptacles and bicycle rack.



**Figure 6. Green Acres Park – Livingston, Montana**

**In Silver Gate:**

**Silver Gate Park** is a centrally-located one-acre park located in the small community of Silver Gate, just outside the northeast boundary of YNP. It is situated on the north side of US Highway 212 with a gravel access area on the west boundary of the park. The north end of the park is delineated by a small drainage ditch that runs east/west. Two mature conifers are the only vegetation present within the park.

Recommendations for potential improvements from the **2014 Park County, Montana Parks Inventory and Assessment Report** included:

- Removal of all existing playground equipment.
- Installation of fall surface around all newly installed play equipment.
- More clearly delineated parking areas.
- Installation of an on-site, permanent restroom.
- Addition of picnic shelter, benches, trash receptacles and bicycle rack.



**Figure 7. Silver Gate Park – Silver Gate, Montana**

Park County has recreational facilities near Livingston including the Park County fairgrounds and rodeo grounds, the Yellowstone Gateway Museum and the bike path between Carter’s Bridge and Livingston paralleling U.S. Highway 89 South. The County also maintains the Lewis and Clark sign on Interstate 90 and the Lewis and Clark Driving Tour signs.



### **City of Livingston**

The City of Livingston maintains a number of parks, trails and facilities within the community that provide numerous opportunities for recreation and leisure activities including:

- Sacajawea Park – end of Yellowstone Street and intersecting with River Drive, along the north bank of the Yellowstone River.
- Water Plant Park and Riverside Park – intersection of South Ninth Street and River Drive.
- Miles Park Lagoon – east of Sacajawea Park at the end of Yellowstone Street.
- Miles Park Athletic Complex – east of the Civic Center building and south of Park High School along River Drive.
- Moja Park at Mayor’s Landing – end of View Vista Drive, east of the Livingston Golf Course and near a popular boat ramp area.
- Depot Park – along Park Street/US Highway 89 from US Highway 10 to South Third Street.
- North Side Park – 18.8-acre community park at intersection of Sunrise Drive and North 14<sup>th</sup> Street and most often utilized for Livingston Youth Soccer Association activities.
- Jack Weimer Memorial Park – northwest side of Livingston at intersection of Comet Boulevard and Northern Lights Road and most often utilized by the Livingston Baseball Association.
- Mike Webb/G Street Park – southern end of South G Street, about ½ block from the intersection of G Street with Geysler Street, with playground equipment and a newly constructed splash park, finished in 2015.
- Firefighters’ Park – northern side of Sacajawea Lagoon with a climbing rock installed in 2015.
- Mars Park – along Northern Lights Road on northwest side of Livingston with some playground equipment.
- M Street Park - 1.9 acre parcel at the intersection of North M Street and Gallatin Street with some playground equipment and a basketball court.

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- Highland Public Use Area – north end of Livingston up High Ground Avenue near the north hill water tank.
  - Reservoir Park – north end of Livingston accessed via High Ground Avenue at Reservoir Street.

The City of Livingston also manages the municipal swimming pool, the Civic Center and area tennis courts. In 2014, the City of Livingston and Livingston HealthCare embarked on a collaborative program designed to promote outdoor activity and trail use in Livingston. The Livingston Trails Rx program intends to unite natural landscape and healthy living by educating our community of the wellness benefits of trail recreation.

More detailed information about the City of Livingston trails, parks and recreational facilities can be reviewed in the City of Livingston Master Plan, the City of Livingston Trail Asset Management Plan and other plans available on the City of Livingston website at [www.livingstonmontana.org](http://www.livingstonmontana.org).

### **Private Parks and Facilities**

Park County has many privately owned facilities located throughout the county including:

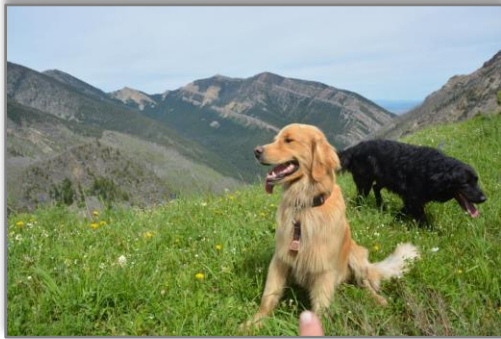
- The incorporated town of Clyde Park has one park with playground, picnic areas and open space for outdoor sports.
- Wilsall’s Veteran’s Park featuring a gazebo, porta-potties and a playground.
- The Community Center in Clyde Park, owned and operated by the Shields Valley Community Hall Association.
- The Wilsall Rodeo Grounds.
- The Gardiner Rodeo Grounds owned and maintained by the Gardiner Chamber of Commerce.
- The Emigrant Hall owned and maintained by the Emigrant Community Hall Association.
- Murphy’s Ox Yoke Ranch LTD, allowing the public to reflect at the shrine located across US 89 South from Emigrant.
- The Community of Glastonbury with common areas for its residents.
- Historic information interpretive signage at Fort Parker on the Mission Ranch.
- The Beaver Creek School on Swingley Road is privately owned and allows groups in the area use of the building for special events.
- Other private recreational facilities include amenities at Chico Hot Springs, the bowling alley, the Rod and Gun Club, Livingston Golf Course, polo grounds and the motocross track.

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## Community Attitudes and Desires

A task force for the Livingston /Park County Trails Plan conducted a survey of residents in zip code 59047 in 2006. The professionally administered survey had a high response rate and statistically represented the public's attitudes and desires regarding trails and parks. Key findings of the survey indicated frequent use of existing trails as well as strong support for an expanded trail system in the area. The greatest demand for future trail development, at that time, included connecting the existing levee trail to Mayors Landing and extending the existing trail along Park Street/Highway 89 South into Paradise Valley. Other priorities included trails to Mayors Landing, Fleshman Creek, Sacajawea Park, Shields Valley and Bozeman Pass. Most respondents indicated using existing trails for the pleasure of walking, jogging and running rather than as a pathway to reach a destination. A summary of all results is included as **Appendix B**.

The consolidation of relevant components of two existing plans - the Park County Park Plan and the Livingston/Park County Trails Plan - into the PCATP was completed over the course of nearly six months, from July 2015 through January 2016. Broad input was sought to provide citizenry involvement into the process and to create a document that will help guide the direction of Park County Parks and Recreation Board from July 1,



2016 through June 30, 2020. On September 22<sup>nd</sup>, October 16<sup>th</sup> and November 13<sup>th</sup>, 2015 a Notice of Public Comment Period was published in the local daily newspaper – *The Livingston Enterprise* (see **Appendix A**). Staff and user interviews took place during the entire course of the planning process and results from the Park County Parks and Recreation Needs Assessment Survey were also incorporated into the development of the plan (see **Appendix B**).

On September 23<sup>rd</sup>, 2015, the first of five strategic planning and development sessions was held in Cooke City; four other planning sessions were held between October and November 2016 in the communities of Livingston, Emigrant, Gardiner and Wilsall. Public notices were advertised in the Livingston Enterprise accepting public comment on the PCATP from September 23<sup>rd</sup> through November 20<sup>th</sup>, 2015. Copies of the draft plan were available at the Park County Commissioner's Office, the Park County Planning Office, the Cooke City Community Center, the Gardiner Chamber of Commerce, the Park County website and the Livingston Public Library. The draft plan was then sent electronically to planning committee members for final edits and comments. Once those comments were received and incorporated (see **Appendix C**), the draft plan was then sent electronically to Park County Parks and Recreation board members to include the members in the final editing and comment period. On December 2, 2015 the Park County Parks and Recreation Board approved the plan and on January 19<sup>th</sup>, 2016, the Park County Commission accepted the plan by unanimous vote.

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## Alignment with Existing Local Plans and Policies

Prior to analyzing and aligning area and regional plans and policies to minimize the duplication of effort, the first objective of the PCATP was to identify plans and research the scope of the plans.

### **City of Livingston Trail Asset Management Plan<sup>15</sup> – August 2015**

The Trail Asset Management Plan was developed for use by the Public Works Department to help address future costs related to trail maintenance and development in the City of Livingston’s future Capital Improvement Plan. The Plan was developed with the goal of determining exactly what work is necessary to keep City trail system safes and appealing.

### **Park County Capital Improvements Plan<sup>16</sup> – April 2015**

As per the recently completed Park County Capital Improvements Plan, the County has four park areas (Green Acres Park in Livingston; Confluence and Arch Parks in Gardiner; and, Silver Gate Park in Silver Gate). The County is continuing to pursue funding opportunities to expand its current trail system, with present emphasis between the Livingston city limits south on US Highway 89 and Old Yellowstone Trail North Road. Capital improvement needs identified during the planning process include several necessities for the County-owned and maintained parks; however, these requests are currently unscheduled in the five-year (2016-2020) plan at this time:

- Green Acres Park Shelter (\$12,000)
- Green Acres Park Unisex Restroom (\$7,500)
- Green Acres Park Water Extension Services (\$9,300)
- Green Acres Park Sanitary Sewer Extension Services (\$11,590)
- Silver Gate Park Play Equipment (\$10,000)
- Silver Gate Park Picnic Shelter (\$12,000)
- Silver Gate Park Unisex Restroom (\$7,500)
- Silver Gate Park Water Extension Services (\$12,100)
- Silver Gate Park Sanitary Sewer Extension Services (\$10,350)
- Tennis Court Resurfacing (\$5,000)

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<sup>15</sup> [http://www.livingstonmontana.org/living/docs/Trail\\_Asset\\_Management\\_Plan\\_FinalJuly2015.pdf](http://www.livingstonmontana.org/living/docs/Trail_Asset_Management_Plan_FinalJuly2015.pdf)

<sup>16</sup> <http://www.parkcounty.org/site/pdfs/CCP/Park%20County%202016-2020%20Capital%20Improvements%20Plan.pdf>

### **Park County Transportation Standards<sup>17</sup> – October 2014**

In October 2014, Park County Transportation Standards were formally adopted (Resolution No. 1107) by the Park County Commission in order to provide the minimum requirements for the design, construction and reconstruction of the Park County Transportation System, which includes, but is not limited to roads, bridges, culverts and trails. Park County is responsible for 1,152 miles of County roads, over 100 bridges and large diameter culverts. The



County also maintains approximately three miles of bicycle and recreational trails. As per the Standards, multi-use pathways shall be built to ADA standards and the minimum standards of AASTHO “*Guide for the Development of Bicycle Facilities*” and be constructed at a minimum of six feet wide. Recreational pathways shall be built to ADA standards and the minimum standards of AASTHO “*Guide for the Development of Bicycle Facilities*” and be constructed at a minimum of four feet wide.

### **Park County, Montana Parks Inventory and Assessment<sup>18</sup> – August 2014**

The intent of the assessment of two Park County parks - Green Acres Park and Silver Gate Park - was to detail the existing conditions of the parks and the amenities present, perform a playground safety audit and provide recommendations for future improvements. The scope of the assessment was compiled through an investigation of existing conditions based on travel to the park sites. An on-site inventory of park amenities was used for preparation of the facility assessment report.

### **Park County Rural Improvement Districts Policies and Procedures<sup>19</sup> – July 2014**

A Rural Improvement District (RID) may be undertaken by Park County pursuant to the provisions of Title 7, Chapter 12, part 21, MCA. The purpose of a RID is to allow residents of the County, in areas outside unincorporated cities and towns, to finance and construct needed public improvements. A maintenance fund is typically established to ensure the ongoing sustainability of the improvements.

### **Getting From Here To There in Park County, Montana – Trails, Roads, and By-ways<sup>20</sup> – April 2014**

Based on historic literature, the purpose of the report is to provide a context of travel corridors in and through Park County, Montana within a model of cultural, environmental and technological change over time. The discussion was prepared for Yellowstone Gateway Museum and is intended to conform with plans for a Park County, Montana transportation history exhibit being prepared by museum personnel.

<sup>17</sup> [http://www.parkcounty.org/site/pdfs/RdD/2014-10-28%20TS%20Standards\\_Oct2014.pdf](http://www.parkcounty.org/site/pdfs/RdD/2014-10-28%20TS%20Standards_Oct2014.pdf)

<sup>18</sup> [http://www.parkcounty.org/site/pdfs/Pln/PrkRec/PCMT\\_PARKS\\_FINAL.pdf](http://www.parkcounty.org/site/pdfs/Pln/PrkRec/PCMT_PARKS_FINAL.pdf)

<sup>19</sup> <http://www.parkcounty.org/site/pdfs/Pln/RID%20Policies%20&%20Procedures.pdf>

<sup>20</sup> <http://www.parkcounty.org/site/pdfs/Pln/Getting%20From%20Here%20to%20There.pdf>



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### **Paradise Valley Corridor Planning Study<sup>21</sup> – April 2014**

MDT, in partnership with the Federal Highway Administration (FHWA) and in coordination with Park County, developed a corridor planning study of US Highway 89 (N-11). The study examined the highway from reference post (RP) 0.0 at the YNP boundary in Gardiner, north to RP 52.5 south of Livingston. The study identified feasible improvement options to address safety and geometrical concerns within the transportation corridor based on needs presented by the public, the study partners, and resource agencies. The study examined geometric characteristics, crash history, and



existing and projected operational characteristics of the corridor. Existing and projected physical constraints, land uses, and environmental resources were also analyzed. The study includes a package of short- and long-term recommendations intended to address the transportation needs of the highway over the planning horizon (year 2033). These recommendations will assist the study partners in targeting the most critical needs and allocation of resources.

### **Park County Atlas<sup>22</sup> – August 2013**

The Atlas of Park County, Montana is designed to support economic development, planning, tourism promotion and educational purposes. It presents a fact-based portrait of Park County's socioeconomic and demographic characteristics, natural resources, land use and infrastructure. The Atlas serves as a community resource for local officials, teachers, the business community, landowners and visitors and will serve as a baseline for measuring change in the County over time.

### **Livingston Parks and Trails Master Plan<sup>23</sup> - 2012**

A 2012 study that assessed and inventoried parks and trails, facilities and programs within Livingston; facilitated public input sessions to gather attitudes and interest; and, developed a master plan to serve as a guide for the development of parks and trails, aiding the City of Livingston as it grows. The Plan includes a summary and analysis of both the existing condition assessment along with public input, prioritizing the demands and future opportunities.

### **Park County Growth Policy<sup>24</sup> – 2008 (update expected by December 2016)**

This 2008 document was drafted by the Park County Planning Board with technical assistance from the Park County Planning Department, a Growth Policy Citizen Task Force and the Park County Commission in 2008. The needs, assumptions, methods and techniques that directed the creation of the Growth Policy document were developed

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<sup>21</sup> <http://www.mdt.mt.gov/pubinvolve/paradisvalley/>

<sup>22</sup> <http://parkcounty.maps.arcgis.com/apps/MapJournal/?appid=b196d9c262b64eb0855ea677bbd6aa96>

<sup>23</sup> [http://www.livingstonmontana.org/living/docs/Livingston\\_Parks\\_MP\\_Report\\_PRINT.pdf](http://www.livingstonmontana.org/living/docs/Livingston_Parks_MP_Report_PRINT.pdf)

<sup>24</sup> <http://www.parkcounty.org/site/pdfs/Pln/GrowthPolicy.pdf>

after a lawsuit, a community protests and the rejection of a draft Growth Policy that was produced by a private consulting firm in 2004. Citizen complaints about the original draft Growth Policy document included the lack of opportunity for public participation in the creation of the document and the lack of emphasis on private property rights.

Section 76-1-601 (2)(t), MCA, requires that growth policies include the following: “A timetable for implementing the growth policy; a list of conditions that will lead to a revision of the growth policy; and a timetable for reviewing the growth policy at least once every 5 years and revising as necessary.” The growth policy is intended to be a flexible, useful document for local governments to guide present and future development, but this means that it must be periodically updated to reflect new developments and trends. This section of state statute requires that local governments evaluate their growth policies at least every five years once adopted.

The Policy reviewed and evaluated in 2014 and was included in the FY15/16 budget determinations. The Commission agreed that the existing Policy needs to be updated to accurately reflect Park County’s current situation, needs and goals and assess the previous analysis regarding community demographics and economic trends. At a minimum, the PCGP must be revised to reflect current conditions and community goals. The updated PCGP will be presented to the County Commission for their acceptance at the last of five public meetings, once two drafts have been generated for review by community members.



### **Park County Subdivision Regulations<sup>25</sup> – 2010**

The purposes of these regulations are to promote the public health, safety and general welfare by regulating the subdivision of land; to prevent the overcrowding of land; to lessen congestion in the streets and highways; to provide for adequate light, air, water supply, sewage disposal, parks and recreation areas, ingress and egress, and other public requirements; to require development in harmony with the natural environment; to promote preservation of open space; to promote cluster development approaches that minimize costs to local citizens and that promote effective and efficient provision of public services; to protect the rights of property owners; and, to require uniform monumentation of land subdivisions and transferring interests in real property by reference to a plat or Certificate of Survey [Section 76-3-102, MCA].

### **Livingston Park County Trails Plan<sup>26</sup> – 2007 – 2008**

In response to expressed public interest, the Livingston City Commission and Park County Commission jointly created a task force in January 2005 to develop a trails plan for the City and the immediately surrounding area. The task force met regularly for the

<sup>25</sup> <http://www.parkcounty.org/site/pdfs/Pln/SubDivisions/2010%20Regs/JUNE%201-2010%20PARK%20COUNTY%20SUBDIVISION%20REGULATIONS%20-%20FINAL.pdf>

<sup>26</sup> [http://www.livingstonmontana.org/living/docs/trails\\_brochure.pdf](http://www.livingstonmontana.org/living/docs/trails_brochure.pdf)

better part of the next two years, reviewing City and County documents, meeting with staff, analyzing model trail plans from other communities, contacting landowners, and gathering input from the public at large. A survey was conducted of residents in zip code 59047, which most closely approximates the area of consideration. The key findings of the survey indicated frequent use of existing trails as well as strong support for an expanded trail system in the area. The task force's efforts resulted in the Livingston/Park County Trails and Greenways Plan.

### **Park County Park Plan<sup>27</sup> – September 2007**

This Park Plan reviews existing facilities in the county; lists types of parks and recreational facilities, discusses existing regulations; provides a policy for the management of the Park Fund; makes recommendations for the future; and, provides a list of ideas to stimulate discussions about goals and the obtainment of those goals.

### **Livingston/Park County Trails and Greenways Plan – November 2006**

This plan proposes 32 trails within the Livingston Neighborhood area, each of which is classified either as a pathway or a shared roadway (six of them have segments of both types). Pathways are physically separated from motorized vehicular traffic by open space or a barrier. Seventeen pathways or pathway segments totaling 19.7 miles are proposed. Shared roadways are either bike lanes or bike routes. Bike lanes are on-street striped lanes designated for the exclusive use of bicyclists. A bike lane segment is proposed extending for 1.3 miles along the Park Street East trail. Bike routes are signed shared roadways recommended for bicycle travel. Twenty bike routes or bike route segments totaling 20.1 miles are proposed.

In addition, two 'recreational trails areas' are proposed (the High Ground Neighborhood Trails Area and the Public Lands Recreational Trails Area). Specific trail alignments have not been identified in these two areas, so they do not contribute to the mileage figures above. Also, three additional trails have been proposed that extend farther out into the County: the Shields Valley pathway (21 miles), the Paradise Valley pathway (50 miles), and a 12-mile bike route along the Frontage Road from the west I-90 exit to Jackson Creek Road.

This trails plan is conceptual; exact trail alignments, widths, surfacing, uses and other features will be determined during site planning and design for any specific trail. It is anticipated that additional trails beyond those listed in the Plan will be proposed in the future as growth occurs and opportunities arise. Some, but not all, of the trails proposed to cross through private lands have preliminary agreement of landowners. For others, landowner support is not or cannot be known at this time. Because this is a long-term Plan, some high-priority trail alignments are shown that do not or may not currently enjoy landowner support.

Other documents used in the development of the consolidated PCATP include: Montana's Statewide Comprehensive Outdoor Recreation Plan 2014-2018<sup>28</sup>, Montana's

<sup>27</sup> [http://www.parkcounty.org/site/pdfs/Pln/PrkRec/Final%20Adopted%20Park%20Plan%209%205%2007%20w%20pics%20\(3\).pdf](http://www.parkcounty.org/site/pdfs/Pln/PrkRec/Final%20Adopted%20Park%20Plan%209%205%2007%20w%20pics%20(3).pdf)

<sup>28</sup> <http://stateparks.mt.gov/about-us/scorp.html>

State Trails Plan<sup>29</sup>, Montana DPHHS Montana Complete Streets Toolkit for Small Cities, Towns and Tribal Communities<sup>30</sup> and the MDT Statewide Transportation Improvement Plan<sup>31</sup>.

### **Future Development and Maintenance Recommendations**

A reality for most communities that develop urban pathways, recreational connections and parks and facilities is that once those amenities are built (some with state and federal funding), there is likely little or no maintenance funding available. Federal transportation funding is generally focused on providing capital funding for road projects. In the last federal transportation bill, Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21), three programs that were focused on bicycling and walking – Safe Routes to School, Recreational Trails and Transportation Enhancements – were consolidated into one program – the Transportation Alternatives Program (TAP). This consolidation was accompanied by a roughly 30% reduction in funding.

It is far easier to integrate trail systems and parks into the design of a neighborhood before the area is sold and built out. Once boundaries, fences, roads and landscaping are set, easements and permissions are tough to come by. If a public pathway route is designed into a development at the planning stage, the overall costs are reduced and the question of permission is eliminated. Prior pathways system planning allows local governments to identify appropriate routes and solutions, alerting developers to the reasons for them to plan pathways that connect to the growing network in Park County.



Designing neighborhoods and communities for walking and biking while adequately accommodating cars and trucks creates better communities that work for developers, residents, local government and visitors. Past selection of proposed trail alignments has been guided by the following objectives and opportunities (per past plan and document recommendations):

- Developing high priority routes and destinations identified by the public.
- Creating connections between neighborhoods, schools, businesses and parks.
- Locating trails along linear corridors such as rivers, rail lines and road/utility easements.
- Correcting existing unsafe situations.
- Working within the subdivision review process to establish public trail corridors.

<sup>29</sup> <http://stateparks.mt.gov/recreation/recTrailsProgram.html>

<sup>30</sup> [http://ntl.bts.gov/lib/56000/56000/56056/MT\\_COMPLETE\\_STREETS\\_TOOLKIT\\_MT\\_DPHHS\\_2012.PDF](http://ntl.bts.gov/lib/56000/56000/56056/MT_COMPLETE_STREETS_TOOLKIT_MT_DPHHS_2012.PDF)

<sup>31</sup> [http://www.mdt.mt.gov/publications/docs/plans/stip/2014stip\\_final.pdf](http://www.mdt.mt.gov/publications/docs/plans/stip/2014stip_final.pdf)

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- Improving bike/pedestrian facilities in downtown Livingston during the upcoming urban renewal district street improvement project.
  - Serving the non-motorized transportation and recreational needs of fast growing neighborhoods such as the north side of Livingston and elsewhere.
  - Locating recreational trails on public lands and in areas with development constraints, such as steep slopes.

The Parks and Recreation Board has developed a parks projects priority list which is designed to keep track of what upgrades, additions and maintenance needs are a priority for Park County. The list is intended to be evolving and as projects are completed and removed, new projects will be added. As priorities change, projects will be added or eliminated. As funding opportunities become available, the list may also be adjusted. Policies considered when creating and updating the list include:

- Parks should serve different geographic areas and users groups; and,
- Priorities for park improvements are based on demand for facilities, underserved communities, likelihood of development and ongoing maintenance and available funding.

Funding is generally limited for alternate transportation and recreation projects. The County will not be able to approach large-scale or expensive projects with its current budget. Outside funding and assistance will be necessary to complete most projects. Funding sources sometimes dictate how monies may be spent, and therefore the types of projects the county can implement. However, having projects listed as a priority as part of an adopted plan will help the Parks and Recreation Board be competitive when applying for certain types of funding. The order in which projects on the following list are implemented will largely be opportunistic, based on the availability of funding. Following is a description of high priority projects, but not listed in order of priority. Some of the projects are achievable in the short-term, others may take twenty years to accomplish. Having a list to choose from will provide options as opportunities arise.

- Indoor recreational facility
- Historic markers at preservation, prehistoric and educational sites
- Trails and greenways
- Linked bike and multi-use paths and designated bike/multi-use routes on county roads as shared transportation corridors
- Undeveloped county road right-of-ways as trail systems and bike paths
- Preservation of natural features and scenic pull offs
- Large (15+ acre) multi-use park in Paradise Valley and Shields Valley
- Ice skating/ice hockey rinks
- Outdoor amphitheater
- Bathroom facilities along the Yellowstone River for river users
- Outdoor restrooms and garbage cans along bike paths
- Riparian area preservation
- Preservation of the old jail at Gardiner historic site

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## Communication/Coordination among Area Stakeholders



Within Park County, nine public entities manage recreation facilities and areas including: Park County, the USFS, MFWP, DNRC, USFWS, BLM, NPS and the incorporated communities of Livingston and Clyde Park. All stakeholders are active in management or development of recreation facilities at some level. Strategic coordination has assisted in the successful planning and implementation of several past Park County projects.

## Funding Opportunities

Funding for parks and trails amenities has traditionally been limited but is building momentum and interest among state and federal agencies as the trend toward more active and healthy communities and citizens continues to grow. While raising funding levels for development and maintenance is the least preferred method, there are other options available to the Parks and Recreation Board and to the Public Works and Planning Departments in order to develop, renovate, improve or maintain facilities.

### ***Federal Grants***

U.S. Department of Commerce Economic Development Administration (EDA) - Among the various programs administered by the U.S. Department of Commerce EDA is the Public Works program. The investment program provides funding with the goal of empowering “distressed communities to revitalize, expand and upgrade their physical infrastructure.” Among other uses, EDA Public Works funds can help redevelop brownfield sites and increase eco-industrial development. The EDA also offers limited local technical assistance to distressed areas in times of need.

U.S. Department of Transportation (USDOT) Federal Lands and Tribal Transportation Program - The Federal Lands and Tribal Transportation Program (FLTTP) is a consolidation of a number of previously existing government funding programs for transportation projects on federal land. The Federal Lands Transportation Program (FLTP), which is one component of the FLTTP, is an evolution of the former Federal Lands Highway Program combined with the former Park Roads and Parkways Program (PRPP). The FLTP funds projects that improve access within federal lands for which state and local governments are not responsible, including national forests, national recreation areas and national parks. One section of the FLTP specifically includes a provision for the use of federal funds for pedestrian and bicycle projects within these federal lands.

Another component of the FLTTP is the Federal Lands Access Program (FLAP). The FLAP is similar to the FLTP, but it provides funds for projects that improve access to federal lands on infrastructure owned by either state or local governments. As with the FLTP, the FLAP includes a provision for the use of the funds for pedestrian and bicycle projects. Multi-use trails for bicyclists and pedestrians are an excellent way to enjoy the natural beauty of federal lands and can increase interest in and use of federal lands.

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Neither of these programs is a grant program. Instead, only the five Federal Land Management Agencies (FLMA)—the NPS, USFWS, USFS, U.S. Army Corps of Engineers and BLM—can receive FLTP or FLAP funds directly from the FHWA. Other agencies may receive these funds, but only at the request of one of these five FLMAs.

USDOT Transportation Investment Generating Economic Recovery (TIGER) Competitive Grant Program - Funding available for transportation projects across the country to fund capital investments in surface transportation infrastructure and awarded on a competitive basis to projects that will have a significant impact on the nation, a region or metropolitan area. The TIGER program aims to make transformative surface transportation investments by providing significant and measurable improvements over existing conditions. The grant program focuses on capital projects that generate economic development and improve access to reliable, safe and affordable transportation for disconnected communities both urban and rural, while emphasizing improved connection to employment, education, services and other opportunities, workforce development or community revitalization.

### ***State Grants***

Community Development Block Grant Program (CDBG) - Providing annual grants on a formula basis to local governments and states for a wide range of community planning initiatives, CDBG funds are intended for activities that benefit low- and moderate-income persons, prevent or eliminate slums or blight and address urgent community development needs.

MDT Transportation Alternatives Program - The Transportation Alternatives (TA) Program authorized under Section 1122 of MAP-21 (23 U.S.C. 213(b), 101(a)(29)) provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and, projects for the planning, design or construction of boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

MFWP Recreational Trails Program - Montana State Parks administers the Recreational Trails Program (RTP), a federally funded grants program that supports Montana's trails. RTP funds come from the Federal Highway Trust Fund, and represent a portion of the motor fuel excise tax collected from non-highway recreational fuel use: fuel used for off-highway recreation by snowmobiles, all-terrain vehicles, off-highway motorcycles, and off-highway light trucks.

RTP funding is completely separate from all Montana State Park revenues, camping fees, and related funding sources. RTP applicants can include federal, tribal, state, county or city agencies, private associations and clubs. Examples of eligible projects include: urban trail development, basic front and backcountry trail maintenance, restoration of areas damaged by trail use, development of trailside facilities and educational and safety projects related to trails.

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MFWP Land and Water Conservation Fund (LWCF) Stateside Program - The LWCF 50/50 matching grant program is administered by state agencies in cooperation with the NPS. Program funds are intended for the acquisition and development of outdoor recreation areas; trails are one priority of this program. In particular, funds “target projects that would enhance urban parks and community green spaces,” with a focus on “developing blueways and public access to water resources and conserving large landscapes.”

Southwest Montana Resource Advisory Committee Title II Program Funding - The committee is authorized under the Secure Rural Schools and Community Self-Determination Act (Pub. L. 110-343) (the Act) and operates in compliance with the Federal Advisory Committee Act. The purpose of the committee is to improve collaborative relationships and to provide advice and recommendations to the Forest Service concerning projects and funding consistent with Title II of the Act.

Urban and Community Forestry (UCF) - A program of the U.S. Forest Service, UCF “provides technical, financial, research and educational services to local government, nonprofit organizations, community groups, educational institutions and tribal governments.” Trails and greenways are a key part of the program, which is administered by forestry agencies in each state.

### ***National, Regional and Local Foundations and/or Trusts***

Burlington Northern Santa Fe (BNSF) Railway Foundation - The BNSF Foundation had been BNSF Railway's main vehicle for charitable giving since 1996 when the BNSF Railroads merged to form the Burlington Northern Santa Fe Railway, now known as the BNSF Railway. The BNSF Railway Foundation has supported and helped improve quality of life for thousands of communities across the 28 states through which BNSF operates, and where BNSF employees live, work and volunteer. Indeed, as the corporation's assets have grown, the Foundation's giving has expanded to help more and more communities.

Gallatin Valley Land Trust (GVLТ) - GVLТ connects people, communities and open lands through conservation of working farms and ranches, healthy rivers and wildlife habitat and the creation of trails in the Montana headwaters of the Missouri and Upper Yellowstone Rivers. Since their our founding in 1990 GVLТ has helped conserve over 67 square miles of land in Gallatin Valley and the surrounding communities through partnerships with private landowners, sustaining stewardship of family lands using voluntary conservation agreements. Through public and private partnerships GVLТ has helped expand the Main Street to the Mountains trail system to over 80 miles in length, providing recreation, transportation and a connection to nature.

Livingston Community Trust - The Livingston Community Trust was formed in the spring of 1986, organized by a small group of Park County residents and endowed initially by a donation from the Burlington Northern Foundation and the Burlington Northern Railroad. It is a private, non-profit corporation managed by a nine-member board of directors, all of whom are full-time residents of Park County, Montana. The directors meet, as business requires, to conduct the business of the Community Trust - primarily the funding of local projects worthy of community support.



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Montana Fish and Wildlife Conservation Trust (MFWCT) - The MFWCT was established by the U.S. Congress in 1998, funded by proceeds from the sale of cabin sites on Canyon Ferry Reservoir that had previously been leased from the Federal government. The purpose of the trust is to provide a permanent source of funding through grants for the acquisition of publicly accessible land in Montana in order to:

- Restore and conserve fisheries habitat, including riparian habitat,
- Restore and conserve wildlife habitat,
- Enhance public hunting, fishing and recreational opportunities, and
- Improve public access to public lands.

National Recreation Trails (NRT) - Though not a source of funding, NRT designation from the U.S. Secretary of the Interior recognizes exemplary existing trails of local or regional significance. NRT designation provides many benefits, including access to technical assistance from NRT partners and a listing in the NRT database. In addition, some potential support sources will take NRT designation into account when making funding decisions.

Park County Community Foundation (PCCF) - PCCF makes grants available to nonprofits or public entities working for the benefit of Park County through a competitive grant making process and through Donor Advised Funds. Proposed projects should be for the benefit of Park County residents and priority is given to programs that create and improve quality services and programs for vulnerable and under- served populations; develop or test/evaluate new, creative community solutions; and/or promote problem solving that supports partnerships, collaboration or integration of service.



Rails-to-Trails Conservancy (RTC) - RTC transforms unused rail corridors into vibrant public places - ensuring a better future for America made possible by trails and the connections they inspire. RTC is a nonprofit organization dedicated to creating a nationwide network of trails from former rail lines and connecting corridors to build healthier places for healthier people. The Conservancy serves as the national voice for more than 160,000 members

and supporters, 30,000 miles of rail-trails and multi-use trails, and more than 8,000 miles of potential trails waiting to be built, with a goal of creating more walkable, bikeable communities in America. RTC's mission, and its value, is magnified in urban areas, where one mile of trail can completely redefine the livability of a community. Where trails are more than just recreational amenities, creating opportunities for active transportation and physical activity—improving our health and wellbeing—as they safely connect us to jobs, schools, businesses, parks and cultural institutions in our own neighborhoods and beyond.

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Rivers, Trails and Conservation Assistance Program (RTCA) - The RTCA is a technical assistance arm of the National Park Service dedicated to helping local groups and communities preserve and develop open space, trails and greenways. RTCA is an important resource center for many trail builders in urban, rural and suburban areas. While RTCA does not give out grants or loans, the program “supplies a staff person with experience in community-based outdoor recreation and conservation to work with partners” on the ground.

Dennis & Phyllis Washington Foundation - The Dennis and Phyllis Washington Foundation has supported a broad spectrum of worthy causes benefiting people of all ages. The Foundation seeks to fund non-profit organizations that help improve the quality of people’s lives. Since 1988, it has funded programs for those with special needs, summer camps for cancer-stricken or troubled children and ensured access to theater, arts and music programs by economically disadvantaged youth and their families. It has granted wishes for terminally ill children, awards for science and math fair winners, and funded programs to purchase clothing, school supplies and toys for needy children. The Foundation also has supported rescue missions, food banks, shelters for victims of domestic violence, free mammogram exams for low-income women, and dental screenings and preventive care for underprivileged youth.

### ***Additional Funding Sources***

#### ***Historic Preservation Funding Sources***

Many trail corridors contain historic structures, which are often of regional or national significance. Administered by the NPS, the Historic Preservation Fund awards matching grants to state and tribal historic preservation offices for the restoration of properties that are on the National Register of Historic Places.

#### ***Environmental Contamination Cleanup Funding Sources***

Many rail corridors are contaminated from years of industrial use. To remediate this environmental pollution, there are many federal and state funding sources from which trails can benefit. The Environmental Protection Agency (EPA) has devoted a section of its website to funding and financing for brownfields, which are former industrial sites where contaminants or pollutants may be present. Many trails have taken advantage of brownfield funding, including Rhode Island’s Woonasquatucket River Greenway Project, the Elkins Railyard redevelopment in West Virginia and the Assabet River Rail Trail in Massachusetts. The EPA also administers Superfund, the federal government’s program to clean up some of the nation’s worst uncontrolled hazardous waste sites.

### **Recent and Current Active Transportation Projects**

Park County has been successful in the past five years, securing funding from multiple sources to provide planning and construction activity support multiple projects that benefit the community in a variety of recreation and transportation related ways. Projects associated with active transportation and outdoor recreation that have received funding since 2010 include:

- **Building Active Communities** - The need for more walkable, active Montana communities is pressing. Local governments, businesses and families are faced

with a crisis of rising healthcare costs driven by ever increasing sedentary lifestyles and preventable chronic diseases. Local leaders are recognizing the economic benefits of safe, walkable, bikeable and accessible communities, including the opportunity to attract new businesses, tourism and a stable, well-paid workforce. Park County was selected to attend the Montana State University Building Active Communities Initiative in March 2015 which provided in-depth, interactive training and technical assistance, to support community-led approaches to develop active and vibrant communities. Consolidation of two current Park County Parks and Rec Plans with the addition of interactive trail mapping features are major goals of this initiative.

- **Confluence Park** - As previously described, Confluence Park is located in Gardiner, Montana. The parcel has a long history of use by boaters, kayakers, swimmers, fisherman and other outdoor recreationalists who for over 75 years have accessed the area more as a public access than the private property it actually is. The parcel is the only public access to the Yellowstone River in the town of Gardiner; the Queen of the Waters Fishing Access is located 3.5 miles to the north. Funds were recently awarded by the MFWCT for the purchase of the approximately 1.2 acre parcel to ensure perpetual public access. Public information signs will inform the public of essential information regarding acceptable activities, rules associated with the publicly accessible parcel and information regarding the YNP land entered to access the property. Project activities will occur throughout most of 2015.

- **Fleshman Creek Restoration Project**

- The purpose of the project was to restore and enhance a two-mile reach of Fleshman Creek. Infrastructure replacements were critical to provide for stream restoration activities and address existing utility deficiencies within and immediately adjacent to the project area. Infrastructure work activities included water main



replacements, new sewer main installation and the installation of a new sanitary lift station at G-Street Park. Replacement of the undersized hydraulic structures, and restoration of the channel corridor, now will convey floodwaters to reduce the risk of flooding. Undersized and inefficient culverts were replaced with hydraulic structures designed for high water events and water movement while reducing stream velocity. Fish movement was additionally aided by the prevention of debris jams at pipe inlets. Newly contoured streambanks were replanted with native woody and herbaceous vegetation aiding in bank stabilization, riparian protection, flood energy dissipation, pollutant filtration and improved water quality.

- **Gardiner Gateway Project** - This project seeks to improve vehicle and pedestrian safety, reduce traffic congestion, enhance parking, enhance visitor experience and provide greater pedestrian accessibility at the northern entrance

into Yellowstone National Park. Portions of this multi-phased project are funded mainly by United States Dept. of Transportation Federal Lands Access Program funds with construction completion planned to coincide with the 2016 NPS Centennial.

- **Gardiner Sidewalk Extension** - This CTEP funded project enhances pedestrian access and safety to the west end of town. The new sidewalk area (approximately 1,000') runs parallel to US Highway 89 on the north side at outskirts of Gardiner between the Rodeo/Fairgrounds and Scott Street. A small portion on the south side of US 89 also has approximately a 700 foot section of sidewalk installed adjacent to existing curb and gutter. This project was incorporated with an existing MDT road improvement project providing a very significant cost savings including equipment mobilization, project engineering and materials procurement costs - at about 30 - 50% of the price if the CTEP project was conducted as a stand-alone bid project. The required 13.42% matching funds for this project was provided by the Greater Gardiner Community Council.
- **MDT TA Trail Extension and Pedestrian Safety Project** - The ~ 4,430 linear foot extension to the existing path will begin at the termination of the existing Carters Bridge Bike/Pedestrian Path and utilize the previous railway bed, where possible, to the Old Yellowstone Trail North road located near mile marker 49. The path will cross the Livingston Ditch via a pedestrian bridge and will require base course construction, drainage grading and rock fall protection for ~ 2,100 linear feet. Completion of this multi-use path will provide users the opportunity to travel into Paradise Valley on secondary routes in lieu of using the US Highway 89 shoulder or the narrower East River Road. Project final design and geotechnical activities are near completion and construction activities are anticipated for spring/summer 2016.



- **US Highway 89 South Resurfacing and Safety Project** - This project, funded partially with MDT CTEP funds will enhance pedestrian safety and improve the existing trail system. The proposed project will utilize allocated CTEP funds and other funding resources for a project that would resurface a two-mile trail system, originally built with CTEP funds about twenty years ago. The trail runs

adjacent to US Highway 89 heading south to Gardiner and Yellowstone National Park outside of Livingston, Montana. A slurry seal product will be used to smooth out the riding surface and provide long term durability. The required 13.42% matching funds for this project will be provided by Park County in-kind and cash matches, Park County Parks and Recreation Board funds and possible Montana Fish, Wildlife and Parks Recreational Trails Program grant funds. Project activities are anticipated to begin in fall 2015 and continue through spring 2016.

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- **View Vista Sidewalk and School Safety Project** – This project replaced and installed curb, gutter and sidewalks along View Vista Drive, H Street and F Street in the summer of 2015. The project provides ADA approved sidewalks as well as safe routes to schools and the Park County Fairgrounds for pedestrians and bicyclists. Though Park County is not charged with expenses associated with City of Livingston sidewalk infrastructure, the County contributed \$105,500 in CTEP dollars in order to ensure that the project would be completed and for increased safety and transportation alternatives for community members.

Other projects with pending grant applications include:

- **Yellowstone National Park South along US Highway 89 Trail Connectivity and Pedestrian Safety Project** – In June 2015, Park County applied USDOT TIGER funding to assist with the construction of a nearly 28-mile off-highway trail system, connecting the termination of the MDT extension at Old Yellowstone Trail North with Old Yellowstone Trail South. The last missing link of an active transportation corridor - the Yellowstone National Park South Pedestrian Trail (YNPSPT) - is a regionally and nationally significant project, providing off-highway, alternative transportation opportunities to local, regional and state residents as well as to over three million tourists visiting the area each year. The project would include a 27.6-mile, 10-foot wide Americans with Disability Act (ADA)-compliant trailway, beginning at the termination of the existing trail system at the junction of US Highway 89 near mile maker 49 and historic Old Yellowstone Trail North Road and ending near US Highway 89 mile marker 21 (at the junction with historic Old Yellowstone Trail South Road). Once completed, off-road users will be linked via a separate trail, located safely off the highly utilized US Highway 89 - from Livingston, Montana south, paralleling the entire stretch of US Highway 89 for nearly 55 miles into the Roosevelt Arch entrance at our nation's first national park – YNP.

The YNPSPT project will significantly enhance connectivity within the vast transportation network, improve both highway and bicycle/foot traffic safety, increase area and statewide economic growth, and provide ladders of opportunity through reliable and safe transportation connections and improvements to physical accessibility barriers. The proposed project has garnered significant local, regional, statewide and national support and solidly aligns with goals set forth in the US DOT National Infrastructure Investment guidelines. The project leverages local resources and encourages partnerships, while filling a critical void in the region's transportation system, ultimately providing substantial regional and national benefits.

- **Yellowstone River Pedestrian Bridge near Mayor’s Landing** - Funding for the planning of this project, through the completion of a Preliminary Engineering Report (PER), has been applied for through MDT TA Program funding with the 13.42% required match provided by private sources. The funding request is for design and cost alternative costs toward a future construction project which would be located



in S18, T02 S, R10 E, on the north and south shores of the Yellowstone River and adjacent to City of Livingston Moja Dog Park on the north side of the proposed bridge area and adjacent to Park County-owned property (9.13 acres) on the south side of the proposed bridge area. An original bridge, in the same location as the proposed pedestrian bridge, was originally “Buchanan’s Bridge.” Buchanan constructed the bridge in 1884-85 to access the rock quarry on the south bank. Many historic downtown Livingston buildings are built on stone foundations from this effort. The bridge was second to the Northern Pacific Railroad bridge as a Yellowstone River crossing at Livingston. After 1914, it became an approved route of the Yellowstone Auto Trail and subsequently the Fairground / H Street route became a state highway. This served as the main east-west highway through Livingston until the “Radio Station” bridge was built in 1931. The original bridge was washed out in a 1918 flood; varying reports of the demise of the second bridge indicate it was purposely set on fire in the 1950s and never rebuilt.

Once designed, construction of the ~ 350 linear foot multi-use pedestrian bridge will provide users the opportunity to connect to several existing trail and recreation areas including the Moja Dog Park at Mayor’s Landing, the Myers - Watson Trail, the Old Boulder Road (which connects to the Livingston Peak Road – leading to two trailheads and opportunities to traverse up to eight different trails in the Absaroka Mountains and the Custer Gallatin National Forest) and Bureau of Land Management acreage. The project will reduce the walking distance from the central downtown Livingston area to the new hospital which opened in October 2015. In addition to promotion of additional outdoor recreation opportunities in the area, secondary effects will be reductions in single-occupancy vehicle congestion on surrounding streets, reduced greenhouse gas emissions and reduced consumption of fossil fuels.

- **US Highway 89 North Trail System** – In its very preliminary planning stages, this potential trail system would utilize parts of the Montana Rail Link railbed area. Initial meetings with Montana Rail Link officials were begun in 2010 and recently revived in 2015.

## Existing Recommendations, Policies and Regulations

As per the 2007 Park County Park Plan, the following recommendations, policies and regulations **have been made** regarding parks, trails and recreation areas:

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**Recommendations:**

- (1)** It is recommended that the Park County Commission maintain a Parks & Recreation Board (Board). The Board shall be a five (5) member board consisting of residents of Park County outside Livingston, Clyde Park or any other incorporated areas of the county. The Board shall consult with outside agencies including but not limited to Fish, Wildlife and Parks, the Weed Board, the Conservation District and the Forest Service.
- (2)** The Board shall inventory unbuilt county road right of ways to possibly be recognized, retained, and built when possible and used as trails; either as shared roadways, or solely as non-motorized trails.
- (3)** The Board shall revise this document and prioritize goals and objectives using citizen input. The goals and objectives of the Board shall be re-evaluated on an annual basis by the Park County Commission.
- (4)** All subdivision applicants whose projects require park land shall meet with the Board for ideal park location and design, whether the park land lies within or outside of the subdivision proposal.
- (5)** The Board shall review all subdivisions prior to preliminary plat approval.
- (6)** The Board shall make recommendations to the Park County Planning Board and the Park County Commission, which shall be provided to the Commission after the Planning Board has made a recommendation for preliminary plat approval, regarding the placement of parks within any and all proposed subdivisions, the usefulness of parks within any and all proposed subdivisions, the exact location and design of parks within proposed subdivisions, and whether the public would be best served by a park in any and all proposed subdivisions or if cash in lieu of parkland better suits the needs of the citizens of Park County.
- (7)** Any and all land donations shall be deeded to Park County. Section 76-3-621, MCA.
- (8)** The Board shall make a recommendation to the Park County Commission on any and all expenditures made out of the Park County Park Fund.
- (9)** The Board shall review on a quarterly basis the Park County Parks & Recreation Fund budget.
- (10)** It is recommended that the Board encourage the formation of a non profit group to raise money for Park County Parks (Friends of Park County Parks).
- (11)** It is recommended that the county consider joint recreational projects with schools, private funders, and the incorporated areas of the county.
- (12)** It is recommended that community groups be encouraged to ‘adopt’ parks to help with maintenance and fundraising for individual parks and recreational facilities.
- (13)** It is recommended that funding be acquired for the Park Fund from subdivision requirements, groups and individuals interested in making donations and any additional sources other than subdivision requirements.

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**(14)** It may be more efficient to provide equipment, park maintenance and weed control with a few larger regional parks.

**(15)** It is recommended that the Board’s bylaws be presented to the Park County Commission for review. Legal counsel shall review and approve the bylaws the Park Board develops.

**Policies:**

Deposits to the Park County Park Fund from subdivision cash in lieu payments shall be made with the particular subdivision identified on the deposit entry in the Treasurer’s Office so that deposits can be tracked back to the subdivision. In the event that the county establishes regions the deposits will be held for use in the appropriate region of the county where the subdivision occurred.

Park County has a number of natural outdoor amenities; because of these opportunities it is relevant to put a high priority on the establishment of a public indoor recreational facility.

The Livingston/Park County Trails Plan has identified the community’s desire for trails at least in the vicinity of the City of Livingston and the surrounding area. Trails and greenways shall be encouraged in new proposed subdivisions including those without the Park Land requirement.

The governing body can work and use funds in conjunction with private donors, grant funds, resort taxes, and fund raising activities conducted by the public. MCA 76-3-621 (4)i – ii states that “parks need to be located within a close proximity to the proposed subdivision that pays cash in lieu of the parkland requirement.” Close proximity shall be defined by the Park Board after they have completed their master planning process.

**Existing Regulations:**

- Park County Subdivision Regulations (October 2006, as amended):
  - VI-P. Park Land Dedication – Cash in Lieu – Waivers – Administration (as amended)
- MCA 2005, as amended:
  - 7-16-2401. Park and recreation land – definition (as amended)
  - 7-16-4107. Use of park funds for public recreation (as amended)
  - 76-3-621. Park dedication requirement (as amended)

\*This list is not exhaustive of what is available under MCA regarding Parks and Recreation.

- Livingston/Park County Trails Plan (2006)



## **Appendix A**

### Notice of Public Comment Period

**NOTICE OF PUBLIC COMMENT PERIOD**  
**for**  
**REVIEW OF DRAFT PARK COUNTY**  
**ACTIVE TRANSPORTATION PLAN**

**PLEASE TAKE NOTICE** that the Park County Commission will open the public comment period regarding the draft Park County Active Transportation Plan (PCATP) on September 23<sup>rd</sup>, 2015. Copies of the draft plan will be available for review at the Park County Commissioner's Office, the Park County Planning Office, the Cooke City Community Center, the Gardiner Chamber of Commerce, the Livingston Public Library and posted on the Park County website.

The PCATP is being prepared as an update and consolidation of two existing plans – the Park County Park Plan – September 2007 and the Livingston/Park County Trails Plan – November 2006. The plan reviews the existing facilities in the county; lists types of parks and recreational facilities; discusses existing regulations; provides a policy for the management of parks, trails and recreation facilities; makes recommendations for future needs; and, provides a list of ideas to stimulate discussions about goals and the obtainment of those goals. The objective of formalizing the PCATP is to create thoughtful inter-relationships with community priorities and opportunities as well as to maximize resources already available. The document will serve as an effort to focus on how Park County and the Park County Parks and Recreation Board can function better to serve area residents.

Five community meetings - open to the public - will take place in September and October to discuss the draft plan and to receive additional community input. Members of the public are encouraged to attend the public meetings and provide comments. The meetings will generally take place at 6:00 p.m. with the exception of September 23<sup>rd</sup>, 2015 in Cooke City, which takes place at 11 a.m. Dates and venues are scheduled as follows:

- 9/23/15 (11 am) Cooke City - Chamber of Commerce
- 9/30/15 (6 pm) Gardiner - Community Center
- 10/7/15 (6 pm) Livingston - City/County Complex Community Room
- 10/14/15 (6 pm) Emigrant - Emigrant Hall

- 10/21/15 (6 pm) Wilsall - Shields Valley Senior Center

On December 2<sup>nd</sup>, 2015, the Park County Parks and Recreation Board will hold its regularly monthly meeting in Livingston at the Community Room of the City County Complex located at 414 East Callender Street. At this meeting, all public comments will be reviewed and considered by the Board prior to forwarding a final recommendation to the Park County Commission. A copy of the final draft plan will be available for review at the Park County Commissioner's Office, the Park County Planning Office, the Cooke City Community Center, the Gardiner Chamber of Commerce, the Livingston Public Library and posted on the Park County website beginning December 11<sup>th</sup>, 2015. A final public comment period will take place between December 11<sup>th</sup>, 2015 and January 8<sup>th</sup>, 2016 to allow members of the public the opportunity to comment on the final draft plan prior to the Park County Commission review and consideration on January 19<sup>th</sup>, 2016.

All written public comments can be submitted to the Park County Commission Office located at 414 East Callender Street; Livingston, MT 59047, or emailed to [commissioners@parkcounty.org](mailto:commissioners@parkcounty.org).

Dated this 22<sup>nd</sup> day of September 2015.

Clint Tinsley,  
Chairman Park County Board of Commissioners

**Publish September 22<sup>nd</sup>, October 16<sup>th</sup> and November 13<sup>th</sup>, 2015.**

**Appendix B**  
Park County Parks and  
Recreation Needs Assessment Survey

# Park County Parks and Recreation Needs Assessment Survey



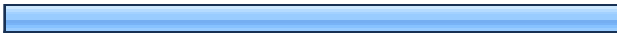








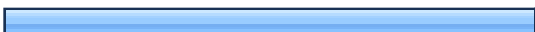
## 1. Please tell us how often you use the following Parks and Recreation facilities.

	weekly	monthly	at least once a year	never	seasonally	Rating Count
Community Parks (with playgrounds, picnic areas, etc.)	<b>37.1% (146)</b>	21.3% (84)	18.3% (72)	6.1% (24)	17.3% (68)	394
Indoor Recreation Facilities	12.4% (48)	12.4% (48)	30.3% (117)	<b>32.9% (127)</b>	11.9% (46)	386
Sports Facilities (tennis courts, soccer fields, hockey rink, etc.)	14.6% (57)	14.9% (58)	17.7% (69)	<b>39.2% (153)</b>	13.6% (53)	390
Fishing Access Sites	23.5% (93)	<b>24.2% (96)</b>	18.2% (72)	11.1% (44)	23.0% (91)	396
Camping Sites	8.0% (31)	18.3% (71)	21.4% (83)	23.8% (92)	<b>28.4% (110)</b>	387
Cross Country Ski Trails	10.2% (40)	10.0% (39)	11.8% (46)	<b>42.2% (165)</b>	25.8% (101)	391
Indoor Swimming Pool	15.1% (52)	8.7% (30)	8.4% (29)	<b>61.3% (211)</b>	6.4% (22)	344
Outdoor Swimming Pool	7.5% (28)	6.1% (23)	10.9% (41)	<b>44.5% (167)</b>	30.9% (116)	375
Hiking/Biking Trails	<b>41.6% (164)</b>	17.8% (70)	10.7% (42)	9.6% (38)	20.3% (80)	394
Walking Paths	<b>50.0% (197)</b>	16.0% (63)	11.4% (45)	8.1% (32)	14.5% (57)	394
				<b>answered question</b>		<b>401</b>
				<b>skipped question</b>		<b>4</b>








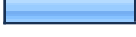


## 2. How important are Park County parks and recreation facilities

	very important	somewhat important	not important	Rating Count
choose one	<b>84.2% (336)</b>	13.0% (52)	2.8% (11)	399
			<b>answered question</b>	<b>399</b>
			<b>skipped question</b>	<b>6</b>

### 3. Why do you use Park County parks and recreation facilities? Check all that apply

		Response Percent	Response Count
enjoy the outdoors/nature		92.4%	365
exercise (walk, hike, bike)		89.4%	353
take pet for a walk		62.3%	246
take children to play		45.6%	180
general leisure		61.5%	243
spend time with friends and family		66.6%	263
play sports		38.0%	150
watch a game or sporting event		38.0%	150
attend special events/concerts		62.8%	248
access to water for fishing, hunting, boating, swimming		79.7%	315
	Other (please specify)		33
		<b>answered question</b>	<b>395</b>
		<b>skipped question</b>	<b>10</b>

**4. Check the following Parks and Recreation options that you think we should improve upon or expand throughout the County.**








		Response Percent	Response Count
Community Parks (with playgrounds, picnic areas, etc.)		39.4%	152
Indoor Recreation Facilities		43.3%	167
Sports Facilities (tennis courts, soccer fields, hockey rink, etc.)		28.8%	111
Fishing Access Sites		25.9%	100
Camping Sites		29.3%	113
Cross Country Ski Trails		32.4%	125
<b>Indoor Swimming Pool</b>		<b>63.0%</b>	<b>243</b>
Outdoor Swimming Pool		19.4%	75
Hiking/Biking Trails		58.8%	227
Walking Paths		58.5%	226
	Other (please specify)		52
		<b>answered question</b>	<b>386</b>
		<b>skipped question</b>	<b>19</b>

## 5. How satisfied you are with the following aspects of Trails throughout Park County.

	<b>satisfied</b>	<b>dissatisfied</b>	<b>do not use</b>	<b>Rating Count</b>
Access to trails	<b>70.4% (236)</b>	22.1% (74)	7.5% (25)	335
Number of trails	43.5% (146)	<b>49.4% (166)</b>	7.1% (24)	336
Distance from your house to Trail (s)	<b>66.5% (224)</b>	25.8% (87)	7.7% (26)	337
Trail connections	<b>50.2% (167)</b>	40.8% (136)	9.0% (30)	333
Surface and width	<b>77.2% (257)</b>	16.2% (54)	6.6% (22)	333
Cleanliness/Maintenance	<b>75.9% (252)</b>	17.5% (58)	6.6% (22)	332
Safety conditions	<b>80.8% (265)</b>	11.9% (39)	7.3% (24)	328
<b>answered question</b>				<b>341</b>
<b>skipped question</b>				<b>64</b>











## 6. If you could improve ONE thing about Park County's Trails, what would it be?

		Response Percent	Response Count
Increase access to trails		4.9%	15
<b>Increase the number of trails</b>		<b>40.8%</b>	<b>125</b>
Develop trails closer to your house		10.5%	32
connect multiple trails		27.5%	84
Improve the surface and/or width		4.9%	15
Clean and maintain current trails		8.5%	26
Increase safety conditions		2.9%	9
	Other (please specify)		34
<b>answered question</b>			<b>306</b>
<b>skipped question</b>			<b>99</b>

## 7. How satisfied are you with the following aspects of Public Parks throughout Park County?

	<b>satisfied</b>	<b>dissatisfied</b>	<b>do not use</b>	<b>Rating Count</b>
Access to public parks	<b>92.3% (310)</b>	4.8% (16)	3.0% (10)	336
Number of public parks	<b>71.5% (241)</b>	26.1% (88)	2.4% (8)	337
Distance of public parks from your house	<b>87.1% (291)</b>	9.9% (33)	3.0% (10)	334
Quality of public parks	<b>77.7% (258)</b>	19.6% (65)	2.7% (9)	332
Cleanliness/Maintenance	<b>74.3% (246)</b>	22.4% (74)	3.3% (11)	331
Safety conditions	<b>84.5% (277)</b>	11.6% (38)	4.0% (13)	328
Kid friendly environment	<b>79.0% (260)</b>	7.6% (25)	13.4% (44)	329
Pet friendly environment	<b>52.4% (172)</b>	33.8% (111)	13.7% (45)	328
Restrooms	46.2% (154)	<b>46.8% (156)</b>	6.9% (23)	333
Number Picnic tables and covered shelters	<b>55.3% (182)</b>	36.5% (120)	8.2% (27)	329
			<b>answered question</b>	<b>342</b>
			<b>skipped question</b>	<b>63</b>








## 8. If you could improve ONE thing about Public Parks, what would it be?

		Response Percent	Response Count
Increase access to public parks		2.3%	7
Increase the number of public parks		20.7%	63
Build public parks closer to your house		3.0%	9
increase the quality of public parks		19.4%	59
increase cleanliness and maintenance of public parks		11.2%	34
Increase safety conditions		3.6%	11
<b>Restrooms</b>		<b>26.0%</b>	<b>79</b>
Number of Picnic tables and covered shelters		13.8%	42
	Other (please specify)		44
		<b>answered question</b>	<b>304</b>
		<b>skipped question</b>	<b>101</b>

**9. How satisfied you are with the following aspects of Recreation Facilities throughout Park County (e.g., fairgrounds, soccer fields, tennis courts, swimming pool(s), indoor recreation centers, etc.)?**

	<b>satisfied</b>	<b>dissatisfied</b>	<b>do not use</b>	<b>Rating Count</b>
Availability of facilities desired	42.7% (140)	<b>45.1% (148)</b>	12.2% (40)	328
Access to facilities	<b>67.6% (215)</b>	20.4% (65)	11.9% (38)	318
Distance to facilities from your house	<b>74.1% (235)</b>	15.1% (48)	10.7% (34)	317
Condition of Facility	<b>44.4% (143)</b>	42.5% (137)	13.0% (42)	322
Cleanliness/Maintenance	<b>53.3% (169)</b>	33.4% (106)	13.2% (42)	317
Safety	<b>70.8% (223)</b>	15.6% (49)	13.7% (43)	315
Restrooms	<b>46.7% (149)</b>	39.2% (125)	14.1% (45)	319
<b>answered question</b>				<b>333</b>
<b>skipped question</b>				<b>72</b>

**10. If you could improve ONE thing about Park County's Parks and Recreation Facilities, what would it be?**

		<b>Response Percent</b>	<b>Response Count</b>
Increase availability of facilities		22.5%	60
Increase access to facilities		1.9%	5
Build facilities closer to your house		5.6%	15
<b>Increase the quality of the facilities</b>		<b>34.8%</b>	<b>93</b>
Increase cleanliness and maintenance		13.9%	37
Increase safety conditions		1.9%	5
increase the quality/number of restrooms		19.5%	52
	Other (please specify)		61
	<b>answered question</b>		<b>267</b>
	<b>skipped question</b>		<b>138</b>

**11. How satisfied you are with the following aspects of Historical/Cultural sites (e.g., museums, cemeteries, interpretive trails/signs, historical sights, etc.)?**

	<b>satisfied</b>	<b>dissatisfied</b>	<b>neutral</b>	<b>Rating Count</b>
Number of identified sites	<b>53.5% (176)</b>	23.4% (77)	23.1% (76)	329
Access to cultural/historical sites	<b>60.4% (198)</b>	14.3% (47)	25.3% (83)	328
Condition of cultural/historical sites	<b>58.4% (192)</b>	12.8% (42)	28.9% (95)	329
Amount of available information regarding cultural/historical sites	<b>49.4% (162)</b>	27.4% (90)	23.2% (76)	328
Cleanliness/Maintenance	<b>62.0% (202)</b>	9.5% (31)	28.5% (93)	326
Safety Conditions	<b>66.8% (213)</b>	3.8% (12)	29.5% (94)	319
Quality of Information provided at cultural/historical sites	<b>57.0% (184)</b>	16.1% (52)	26.9% (87)	323
			<b>answered question</b>	<b>333</b>
			<b>skipped question</b>	<b>72</b>

**12. If you could improve ONE thing about Histroical/Cultural sites throughout Park County, what would it be?**

		<b>Response Percent</b>	<b>Response Count</b>
<b>Increase the number of identified sites</b>		<b>38.7%</b>	<b>109</b>
Increase access to cultural/historical sites		9.2%	26
Improve the condition of cultural/historical sites		5.3%	15
Increase the amount of available information regarding cultural/historical sites		31.9%	90
Increase clenliness and maintenance of cultural/historical sites		5.0%	14
Improve safety conditions		1.1%	3
Improve the quality of Information provided at cultural/historical sites		8.9%	25
	Other (please specify)		22
		<b>answered question</b>	<b>282</b>
		<b>skipped question</b>	<b>123</b>

**13. In order to assist the efforts of the Parks and Recreation Board, please indicate how important the following actions are.**

	<b>important</b>	<b>neutral</b>	<b>unimportant</b>	<b>Rating Count</b>
Acquiring land for parks	<b>58.1% (191)</b>	32.5% (107)	9.4% (31)	329
Improving riverside camping areas	<b>57.9% (187)</b>	33.7% (109)	8.4% (27)	323
Extending existing trails	<b>71.7% (238)</b>	22.0% (73)	6.3% (21)	332
Developing new trails where there are few/none	<b>72.4% (239)</b>	20.0% (66)	7.6% (25)	330
Providing signage for non-motorized and motorized travel access	<b>44.3% (143)</b>	41.8% (135)	13.9% (45)	323
Upgrading existing parks and facilities	<b>62.1% (200)</b>	32.6% (105)	5.3% (17)	322
Maintaining existing parks and facilities	<b>82.0% (269)</b>	16.2% (53)	1.8% (6)	328
Providing recreation programs/activities	<b>60.3% (196)</b>	30.8% (100)	8.9% (29)	325
Building a new major facility (e.g., community recreation center center; indoor swimming pool or pools in outlying communities)	<b>70.6% (235)</b>	16.8% (56)	12.6% (42)	333
Expanding access to rivers and streams	<b>50.9% (167)</b>	39.0% (128)	10.1% (33)	328
Expanding access to public lands	<b>62.4% (204)</b>	29.7% (97)	8.0% (26)	327
Providing cultural/historic activities	<b>47.5% (154)</b>	40.1% (130)	12.3% (40)	324
Protecting natural environment	<b>83.2% (277)</b>	11.7% (39)	5.1% (17)	333
Creating informational maps	<b>56.9% (185)</b>	33.5% (109)	9.5% (31)	325
Outreach and education	<b>49.4% (157)</b>	41.8% (133)	8.8% (28)	318
<b>answered question</b>				<b>340</b>
<b>skipped question</b>				<b>65</b>



#### 14. Which town is closest to where you live?

		Response Percent	Response Count
Clyde Park		4.1%	14
Cooke City		2.0%	7
Emigrant		4.1%	14
Gardiner		9.0%	31
<b>Livingston</b>		<b>79.9%</b>	<b>274</b>
Silvergate		0.9%	3
Springdale		0.0%	0
Wilsall		0.0%	0
<b>answered question</b>			<b>343</b>
<b>skipped question</b>			<b>62</b>

#### 15. Which category best describes your age?

		Response Percent	Response Count
18 – 25		1.2%	4
26 – 35		17.8%	61
36 – 45		26.5%	91
<b>46 – 55</b>		<b>29.2%</b>	<b>100</b>
56 – 65		18.4%	63
66 – 75		6.1%	21
76 and over		0.9%	3
<b>answered question</b>			<b>343</b>
<b>skipped question</b>			<b>62</b>







## 16. How many children do you have in the following age categories?

	Response Average	Response Total	Response Count
4 and under	0.48	60	124
5 – 10	0.70	99	142
11 – 14	0.50	60	119
15 – 18	1.55	183	118
answered question			214
skipped question			191

## 17. How many years have you lived in Park County?

	Response Average	Response Total	Response Count
years	18.92	6,469	342
answered question			342
skipped question			63

**18. What are the best ways Park County Parks and Recreation can communicate with you (check all that apply)?**

		Response Percent	Response Count
Email		68.7%	228
Public meetings		31.3%	104
Surveys		24.4%	81
Phone		7.8%	26
Website		36.7%	122
Facebook		41.0%	136
<b>answered question</b>			<b>332</b>
<b>skipped question</b>			<b>73</b>

## **Appendix C**

Public Comment Received



## PARK COUNTY CONTACT INFORMATION

Steve Caldwell, District 1 Commissioner	406-222-4687	scaldwell@parkcounty.org
Marty Malone, District 2 Commissioner	406-223-1302	mmalone@parkcounty.org
Clint Tinsley, District 3 Commissioner	406-224-3376	ctinsley@parkcounty.org
Parks Frady, P.E., Public Works Director	406-222-4114	pfrady@parkcounty.org
Kristen Galbraith, Grants and Projects	406-222-6555	kgalbraith@parkcounty.org
Mike Inman, Planning Director	406-222-4102	wminman@parkcounty.org
Emily Post, Public Communications Administrator	406-222-4106	epost@parkcounty.org

### COMMENT FORM

### Park County Active Transportation Plan (PCATP)

Please use this comment form to express any concerns and/or ideas associated with the PCATP. You may leave the form with any Park County representative at this meeting or complete later and return to the Commissioner's Office (414 East Callender; Livingston, MT 59047). Your comments may also be emailed to Kristen Galbraith at [kgalbraith@parkcounty.org](mailto:kgalbraith@parkcounty.org).

(Should you wish for your comments to remain anonymous, please omit the name and contact information area and submit only comments).

Name: WAYNE FINK

Mailing Address: 614 N. G STREET, LIVINGSTON

Phone Number & Email: WFJUCS@BRESMAN.NET 406 222 0660

Comments:  
 MORE SIDE WALKS ALONG VIEW VISTA TO MAKE IT SAFER FOR STUDENTS AT MILK SCHOOL & GRADE SCHOOL BY MAKING SIDE WALKS ALONG VIEW VISTA BY PARK HIGH ON DOWN EAST TO MAYOR'S LANDING. THEREBY KEEPING DOGS AWAY FROM THE STUDENTS AS DOG OWNERS WALK THEIR DOGS TO MAYOR'S LANDING ALSO MAKING SAFE ACCESS TO MAYOR'S & NOT PUTTING PEDESTRIAN TRAFFIC IN THE STREET. ATTACHMENTS (1) & (2)

THANK YOU FOR YOUR CONSIDERATION!!! Wayne

2

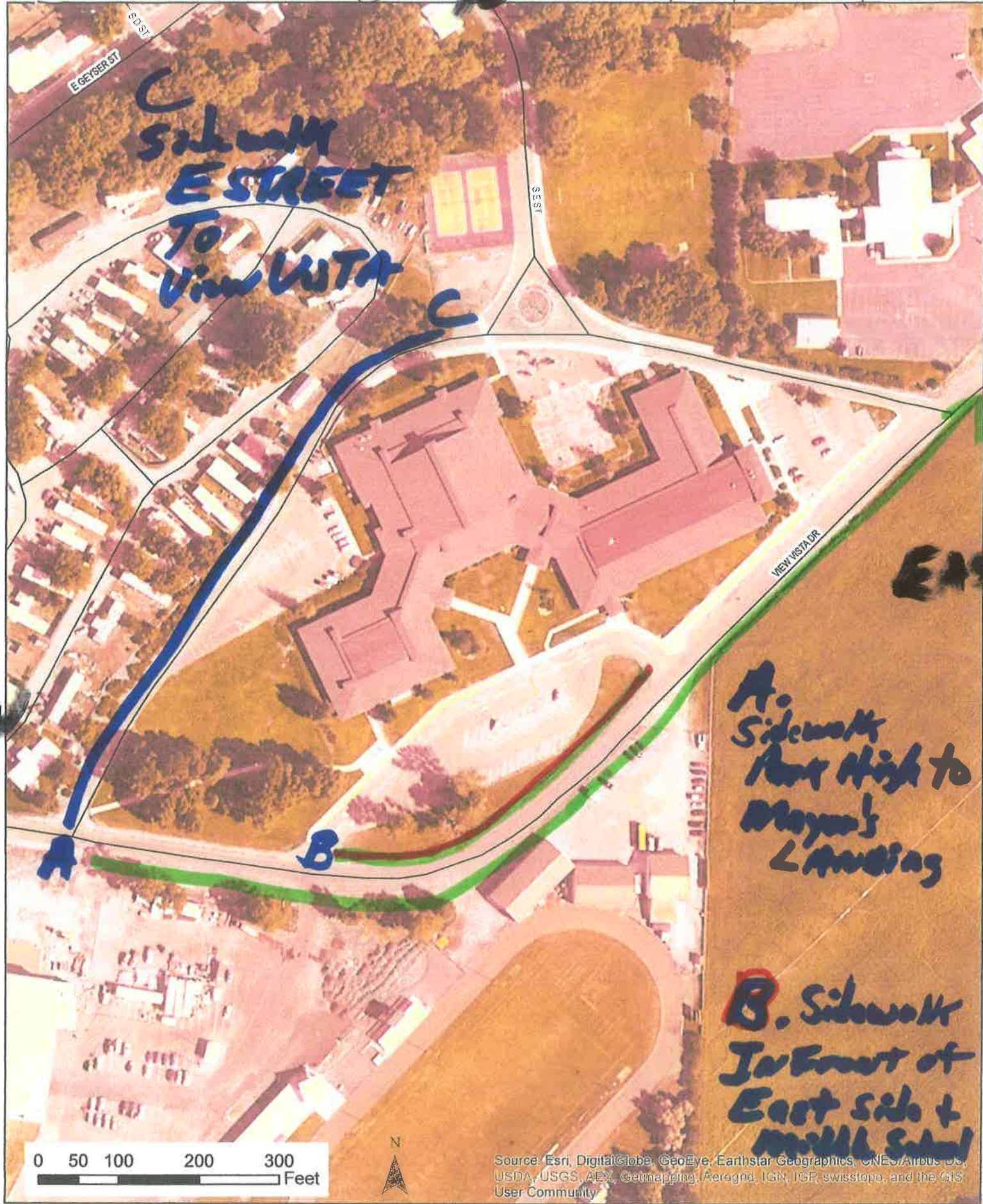
# WAYNE FINK ATTACHMENT



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGF, swisstopo, and the GIS User Community

This map is for informational purposes only and not for legal, engineering or surveying purposes. Park County assumes no legal responsibility for this information and shall not be liable for any claims or damages arising out of the use of this information.

①



C Sidewalk  
E STREET  
To  
View Vista

A. Sidewalk  
Part High to  
Mayor's  
Landing

B. Sidewalk  
In front of  
East side +  
Middle School

EAST



0 50 100 200 300 Feet

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

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SOUTH

**Cooke City PCATP Public Comments 9/23/15**

<b>Name</b>	<b>Address</b>	<b>Comment</b>
Judy McNinch	129 Bannack Trail; Silver Gate	Wyoming Falls access and whether the road is private or public.
Silver Gate Park Committee		Pursue funding for Silver Gate needs through grant writer's services; and, play equipment that does not set up liability.
Judy McNinch	129 Bannack Trail; Silver Gate	Wants capital improvements plan to reflect the need for replacement of playground equipment in the near future.



**Gardiner PCATP Public Comments 9/30/15**

<b>Name</b>	<b>Address</b>	<b>Comment</b>
Joe Gross	Gardiner, MT	Safety issues along US Highway 89 South and need for three lanes. Lack of shoulders along the same stretch.
Roy Renkin	Gardiner, MT	Would like to see Arch Park and Confluence Park future maintenance.
Diane Renkin	Gardiner, MT	Specific off-road trails are important because of traffic and safety issues.
Diane Renkin	Gardiner, MT	Biking in Gardiner has limits with increased YNP traffic. Safety concerns when biking in town.
Diane Renkin	Gardiner, MT	Rocky Mountain Campground area safety issues for school children (on Jardine Road).
Diane Renkin	Gardiner, MT	Pedestrian sidewalks and curb cuts are ample within the town of Gardiner; some are in bad places because of parking issues.
Roy Renkin	Gardiner, MT	Restroom facilities in communities and along trails and future maintenance.
Joe Gross	Gardiner, MT	Rest area sign suggestion to be located near the digital Park sign near Shamrock Lane near Livingston.
Gene Kramer	Gardiner, MT	Jardine Road has seen increased traffic in the past years. Paving might be a good option in order to eliminate so much washboarding. This road gets a lot of traffic for forest service access, hunting, recreation, camping, trailheads, etc. Modern technology is spurring increased visits to these areas and use of the road.

**Livingston PCATP Public Comments 10/7/15**

Name	Address	Comment
Patricia Grabow	Livingston, MT	Bozeman Trail--Diarys of individuals as they travelled the bozeman trail--I helped write a grant for a trail from Nothern lights subdivision to the cemetery--project was not completed--bozeman trail had two routes as it came through livingston. We wanted to delineate the two routes and provide connectivitiy as they travelled through livingston. Proposal was to have City of Livingston collaborate with the County to establish a paved trail along side the historic bozeman trail--with excerpts form the diaries placed along the trail. (eitht miles) Now is the time for the city and the county to revisit this remarkable bike path. Susan Doyl mapped the historic bozeman trail and conducted analysis of the route. I think this is a relly important plan and opportunity. Need to do it before something else gets built. I love what your doing, I would appreciate serious consideration of revisiting the historic bozeman trail issue. There are efforts for rail service along
Ivy Burford	Livingston, MT	In support of this plan for my family--I'm hoping the city will work with the County with this plan-- I ride through the city and there are unsafe intersections--bike friendly communities translate to tourism dollors--big opportunity for the city of livingston--there are real numbers that show people will travel to bike friendly communities.
Amy Clark	Livingston, MT	New residetn as of February--my family is a biking/walking family--we support making our community more friendly towards those activities--we use our stroller and it is very difficult to navigate throughout livingston.
Jacquine Isaly	Livingston, MT	From a public health perspective--appreciate addressing supporting community health through an active communiyt--I grew up in livingston and the focus on trails is huge--I use all the trails and I'm hopeful for the bridge across the yellowstone to connect mayers landing with teh county owned property accross the river--I am supportive of the trail project along 89 South connecting the existing trail with point of rocks--also would like to see a trail along east river road
Erica Lighthiser	Livingston, MT	I am very active in biking--went on a multi-state bike tour with three kids which included portions of this area--ridden many sections of Park County' s roads--Old Yellowstone Trail is a great opportunity -- I've driven many sections of Old Yellowstone Trail--great ride and a lot of historical significance--trail to wilsall and clyde park would be a great benefit and would provide safer options for traveling that corridor. Do not feel comfortable taking my children along roads--I prefer a separated path to take my children on--if you are on a bicycle you stop along the way--vs. a car which tends to blow through the smaller communities--provide economic oppourtunity--I'm very excited.
Lee Watson	Pray, MT	Spectrum of users--I appreciate the consideration for all users--
Emily Post	Livingston, MT	I communte with my family by bike--I've noticed in my travels that some trails are not very safe--some thought needs to go into connectivity and how people navigate our existing trails--bikers have to be very defensive--when putting in trails we should separate when possible--and provide signage and markers to help identify the trails. Trails in bozeman are presnt to ride on--Butte not so much. As the county -where can you require more facilities that help create safe pedestrian travel. I think it would be cool to have signs near the access points and fishing access sites--this plan is an excellent resource--I would encourage a platform for residents to bring additional ideas to the County.
Michelle Ueberaga	Livingston, MT	Working for PCEC number one comment from residents involves the use of trails and making our ocmunity more wakable/bikable friendly. A lot of one families in the community--often times the people that have the most at stake have a difficult time making the evening meetings. I would encourage having an open house where residents would have another opportunity provide comments on the plan and GIS--November 5th.
Cara McCneely	Livingston, MT	I would like to see a bridge across mayers to connect with livingston peak, and travel from town all the way to boulder river. Also for walkers, that want to stay closer to town--I think it is a great opportunity--and would change what people can do right from their houses. I agree a separated path south of town is a good idea--east river road is less safe--I am concerned about getting kids to and from school safely--we need to build our resources that allow safe travel for our kids--need additional public education. Need a safe biking lane in the livingston high school parking lot. Pie in the sky--go along the existing trail and go along the river and through the golf course to mayers. The other missing piece--it would be nice to know what is permissible by the corp of engineers.

**Emigrant PCATP Public Comments 10/14/15**

<b>Name</b>	<b>Address</b>	<b>Comment</b>
Sean and Maggie Murphy	Emigrant, MT	Generally favorable to trails and sidewalks--worked with the county in 2002 to establish sidewalks--it failed. Would like to see a trail on Story road to provide pedestrian access. There is a lot of public right-of-way in Emigrant. Not against the idea of more parkland in the area. Emigrant is slowly growing and the Bakery has been successful--Emigrant Saloon may be profitable in the future. There will be more of a need for trails/parkways in the area. Additional parking would help as well. Park County is growing at a slow rate, vs Gallatin County.
Alan Redfield	Emigrant, MT	If you going to build a trail along 89 make sure you create separation--If I'm pulling a trailer I can't stop if a bicyclist is riding next to me. If you want to put in a trail you should put it on Old Yellowstone Trail for safety reasons.
Marty Malone	Emigrant, MT	The Forest service met recently and identified they are going through the process of closing some of their trails due to funding shortages. The County needs to consider whether we can maintain the trails we put in.

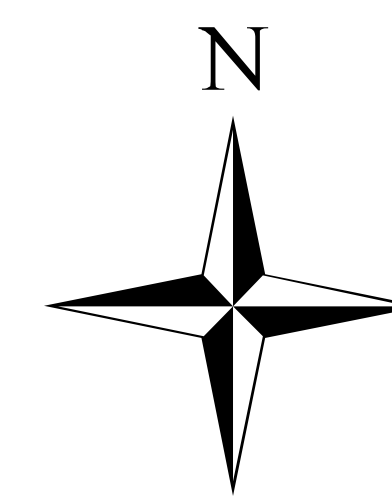
**Wilsall PCATP Public Comments 10/21/15**

<b>Name</b>	<b>Address</b>	<b>Comment</b>
Dennis Miller	Clyde Park, MT	Concerned about the grants--nothing that is free and I worry about stipulations put on the grants. I also worry about maintaining trails--the county will have to pay for maintain. Concerned about private property issues. People want access to public lands--now they want trails near communities. Need to consider costs for projects and who is going to pay for them.

OBJECTID	MEET_LOC	COMMENTER	COMMENT
1	COOKE CITY	UNKNOWN	IS THERE ACCESS TO FALLS OFF BANNOCK TRAIL?
2	COOKE CITY	UNKNOWN	HIKING ACCESS TO GOOSE
3	LIVINGSTON	UNKNOWN	BOZEMAN TRAIL
4	LIVINGSTON	UNKNOWN	
5	EMIGRANT	UNKNOWN	HORSE/BIKE TRAIL
6	EMIGRANT	UNKNOWN	EMIGRANT NEEDS SIDEWALKS/TRAILS FOR ACCESS AND SAFETY. ALONG STORY ROAD AND COUNTS LANE
7	PCEC	UNKNOWN	LOTS OF BICYCLE TOURISTS GO TO WHITE SULPHUR SPRINGS. BEAUTIFUL RIDE.
8	PCEC	UNKNOWN	RAIL TO TRAIL TO WILLSALL. CYCLO TOURISM BRINGS A LOT OF \$ TO SMALL TOWNS BECAUSE OF FREQUENT STOPS AND NEED FOR CALORIES
9	PCEC	UNKNOWN	THIS SECTION IS DANGEROUS. NO SHOULDERS.
10	PCEC	UNKNOWN	I LOVE RIDING THIS ROAD
11	PCEC	UNKNOWN	THIS IS AN AWESOME GRAVEL GRIND
13	PCEC	ABRAM BOISE	BIKE TRAIL ALONG 89 TO YELLOWSTONE = \$ IN TOURISM. CREATES LIVINGSTON AS A NICHE DESTINATION FOR CYCLISTS FROM AROUND THE GLOBE (OLD RAIL LINE)
15	PCEC	LORI TODD & WARRIOR RD	SAVE THIS HISTORIC TRAIL!!!
16	PCEC	LEE WATSON	I ONCE HEARD AN IDEA FOR HIKE/BIKE TRAIL FROM E. FORK OF MILL TO GEORGE LAKE. WOULDNT THAT BE SOMETHING?
17	PCEC	UNKNOWN	ONCE WE STOP THE MINE WE CONNECT S F EMIGRANT TO MILL CREEK VIA ARRASTRA FOR BIKES AND ATVS (I GUESS)
18	PCEC	UNKNOWN	THIS SECTION OF OLD YELLOWSTONE TRAIL IS A FANTASATIC RIDE. SHOULD BE SIGNED AND ADVERTISED IN LIV AND GARDINER. WOULD BE GREAT TO HAVE 89 -> OYT TO GARDINER
19	PCEC	UNKNOWN	WATER TOWER LOOP - GREAT WALKING / MTN BIKING AREA
20	PCEC	CINDY TALLEY	WE WANT BRIDGE AT MAYORS LANDING TO MYERS RD
21	PCEC	KIRSTEN HOLYCROSS	WE WANT BRIDGE AT MAYORS LANDING TO MYERS RD
22	PCEC	CAROL GOOSEY	WE WANT BRIDGE AT MAYORS LANDING TO MYERS RD
23	PCEC	MICHAEL BOISE	EXPANDING WALKING TRAIL ALONG FLESHMAN CREEK
24	PCEC	UNKNOWN	NOT USER FRIENDLY FOR FOOT OR BIKE TRAFFIC FROM O ST TO KPRK. BRIDGE TO ACCESS NEW TRAILS ON WATSONS
25	PCEC	UNKNOWN	TONS OF DEBRIS ON THIS BRIDGE. NICE THAT IT IS SEPERATED, BUT I DONT LIKE POSTS AT EACH END, TOO NARROW WITH TRAILER
26	PCEC	KARRIE KAHLE	PLEASE PUT A BRIDGE HERE
27	PCEC	UNKNOWN	CONNECT NEIGHBORHOODS TO OPEN SPACES IE. MAYER'S LANDING
28	PCEC	UNKNOWN	PLEASE, PLEASE SOMEDAY.
29	PCEC	UNKNOWN	RAGING DRIVER MECCA! LETS MAKE THIS FRIENDLY HUMAN SPACE.
31	PCEC	UNKNOWN	SERVICE DRIVE ONLY! MORE PEDESTRIAN FRIENDLY
32	PCEC	DRAKE AND IVY BURFORD	CLOSE MCGEE TO VEHICLES! UNNECESSARY ROAD PLUS IS VERY DANGEROUS TO PEOPLE USING FOOT BRIDGE INTO SACAJAWEA PARK
33	PCEC	UNKNOWN	EPIC CITY SPACE THAT ISNT WELL UTILIZED
34	PCEC	MARC LIGHTHISER	PEOPLE DRIVE 40+ MPH HERE. WE NEED LAW ENFORCEMENT OR SPEED BUMPS
35	PCEC	ERICA LIGHTHISER	NICE N/S 7TH BIKE ROUTE STRAIGHT TO FOOT BRIDGE
36	PCEC	UNKNOWN	FREE VIEWS! BRING OUT OF TOWNERS! BRING COMMERCE! FREE EXERCISE! HEALTHIER RESIDENTS
37	PCEC	ERICA LIGHTHISER	RAILROAD CURVE CHALLENGING FOR KIDS ON BIKES
38	PCEC	UNKNOWN	SUCKS FOR CYCLING
39	PCEC	ERICA LIGHTHISER	USE CALLENDER OR LEWIS FOR EAST-WEST BICYCLE ROUTE W SHARROWS AND SIGNAGE
41	PCEC	UNKNOWN	NEED ANOTHER PED XING
42	PCEC	UNKNOWN	NEED CROSSWALKS ON PARK
44	PCEC	ERICA LIGHTHISER	DANGEROUS CROSSING
45	PCEC	UNKNOWN	USE CHINOOK AS E-W BIKE ROUTE
46	PCEC	ERICA LIGHTHISER	UNCOMFORTABLE FOR KIDS ON BIKES
48	PCEC	UNKNOWN	USE E MONTANA AS E-W BICYCLE ROUTE
49	PCEC	MARC LIGHTHISER	MORE CROSSINGS ON PARK. NO MORE "STROAD" MORE WALKABLE, MORE CROSSABLE. PEDESTRIAN FRIENDLY SPACE: = COMMERCE = ATTRACTION = SAFETY = HEALTH
50	PCEC	SCOTT CAMPBELL	WALKING/BIKING PATH FROM SWINGLEY TO MAIN ST ON 89
51	PCEC	UNKNOWN	CONNECT ART PATH WITH MEYER'S LANDING MAKE THIS RECREATION MINDED
52	PCEC	UNKNOWN	WHY NOT?

**Appendix D**  
Active Transportation GIS

# Active Transportation Map 2015



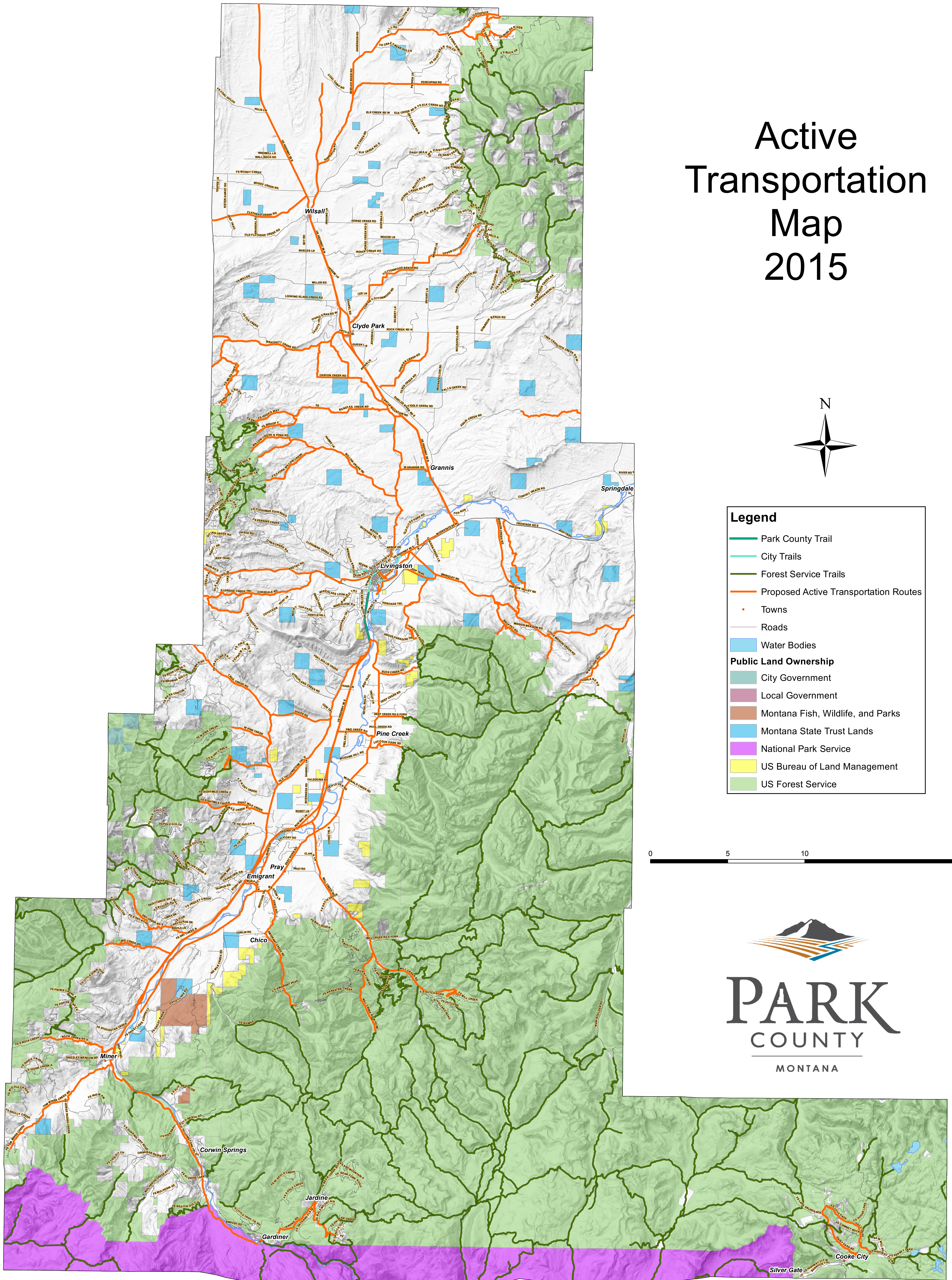
## Legend

- Park County Trail
- City Trails
- Forest Service Trails
- Proposed Active Transportation Routes
- Towns
- Roads
- Water Bodies
- Public Land Ownership**
- City Government
- Local Government
- Montana Fish, Wildlife, and Parks
- Montana State Trust Lands
- National Park Service
- US Bureau of Land Management
- US Forest Service



**PARK**  
COUNTY

MONTANA



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