

# 2022 | GARDINER/PARK COUNTY, MONTANA COMPREHENSIVE CAPITAL IMPROVEMENTS PLAN



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# INTRODUCTION

## EXECUTIVE SUMMARY

Gardiner is an unincorporated town located in southern Park County, nestled along the Yellowstone River and home to the northern entrance of Yellowstone National Park (YNP). The town was originally established to serve the needs of YNP visitors and continues to serve in that capacity today.

Like most small communities throughout Montana, Gardiner continues to face challenges in maintaining infrastructure, providing adequate housing, and supplying services to residents. Adding to this challenge, Gardiner is the only entrance to YNP with year-round access to the Park by automobiles. In 2021, this small community of nearly 900 citizens saw just over one-million visitors to the Park, with 189,701 visitors in the month of July alone (National Park Service, 2022).

Park County, in conjunction with the citizens of Gardiner, has formulated a plan of action to provide for and meet the needs of its citizens. This document presents the Comprehensive Capital Improvements Plan (CCIP) for Gardiner, which will be utilized to assist Park County with project planning and financing, and to determine the overall needs of the community.

## INTRODUCTION

The Gardiner CCIP will help Park County identify public facility needs, assess the requirements for existing and future facilities, plan for infrastructure management, establish project priorities and create a long-range program for scheduling and funding projects located within the community of Gardiner. The CCIP is designed to prioritize budgetary needs and verify that the County will have the funds available to pay for improvements as planned. It is critical to review and update the CCIP regularly to keep the Plan current and practical, while maintaining the proper focus on local government needs.

### Purpose of a Capital Improvements Plan

The overall purpose of a CCIP is to identify the capital needs and priorities of a community, to provide estimated project costs that assist with budgeting for the identified needs and outline available funding options that may help defray the costs of the capital projects identified. The



process allows for the identification, review, planning and budgeting of capital expenditures, allows time to study identified projects, encourages public discussion of these projects, and allows citizens to provide input concerning potential projects and expenditures.

The planning process of a CCIP initiates citizen participation to ensure a better understanding of the community's needs by the local citizens, in addition to demonstrating that the County is fulfilling its obligation to the taxpayers in a long-term, financially efficient and fiscally responsible manner. In addition, implementation of a CCIP allows the County to maintain the safety and efficiency of existing capital facilities and infrastructure and encourages unity among County officials through a clearly defined scope of work, budget, and time frame. With project needs identified in a planning document, it is easier to anticipate financial needs to maximize available federal, state and private funding. Evidence of planning and managing debt for capital improvements illustrates the need for grant and loan funding and has the potential for minimizing interest rates and the cost of borrowing money.

In general, the creation of a CCIP follows a logical and sequential process of identifying and financing capital needs, in addition to making sure the County is prioritizing projects in a way that responds to the needs of residents that were obtained during the public portion of the process.



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## Essential Components

The development of the CCIP involved several essential elements, as outlined below.

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### 1. NEEDS ASSESSMENT

The first step in the CCIP planning process is to assess the overall needs of the community. Public participation is essential for the completion of a successful CCIP and active participation from all levels was encouraged throughout the process. Public opinion provides a critical point of view; however, it is not the sole source of information for determining project need. An on-line survey was available and advertised for the purpose of gathering information from the residents concerning community priorities, needs, and projects. In addition, a public meeting was held in Gardiner on February 16, 2022, at 5:30 p.m. to discuss the CCIP with residents and receive comments from them concerning the needs of the community. Appendix B includes copies of the surveys that were submitted, as well as minutes from the public meeting.

Upon completion of the needs assessment process, the Park County CCIP team was able to prepare a list of possible capital improvements projects compiled from existing plans, County officials, and public input.

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### 2. PROJECT IDENTIFICATION

As the comprehensive list of needs is often greater than financial availability, potential projects are evaluated and prioritized in an effort to address the most critical public health and safety needs and avoid the potential for increased deferred maintenance costs.

With the exception of projects that were determined to be outside of the County's direct financial responsibility, all proposed projects that were identified during the public meeting or through the public survey process are included in the CCIP. A cost estimate was developed for each project and a list of potential funding sources has been identified. The final project list will be adopted as the Gardiner CCIP.

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### 3. EVALUATION OF FUNDING OPTIONS

While the proposed project list was being generated, potential funding sources for implementing projects were identified. All available sources of funding were evaluated to identify all possible options for financing the final

project list.

During this process, a financial analysis was prepared to provide a clear picture of the County's current and future finances and capabilities. This process examined existing budget requirements and commitments of revenue to determine the future financial capability of the County. Reviewing this financial outlook makes it possible to estimate the funding available for projects in each budget year of the plan. There are a number of options available to the County for the purpose of funding capital projects, such as general funds, grant funding, loans, bonds and government agencies. These options are evaluated in further detail in Section VI of the CCIP.

After researching all funding options, a funding scenario was created for each project included in the final CCIP. Due to the scope and size of some projects, more than one funding source may be identified for a single project. This can be advantageous, as funding strategies that are not dependent on one source are less vulnerable to changes in funding availability and are more likely to be successful.

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### 4. ADOPTION AND IMPLEMENTATION OF THE CCIP

The final step in completing the Gardiner CCIP was adoption and implementation of the Plan. Prior to formal adoption, a draft CCIP was provided to the Park County Commissioners, the Public Works Director and the Grants Director for final review and comment. The availability of the draft CCIP for review by the public was published in the Livingston Enterprise on January 4th and 11th. The document was available on the County website, as well as at the County Courthouse. Appendix B contains copies of the published notice.

The CCIP was adopted by resolution at a public meeting held on April 14, 2023. The formal adoption of the CCIP enables Park County staff to begin implementation of the projects identified.



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## Public Participation

Public participation is essential for completing a successful CCIP, and in particular, during the needs assessment portion of the CCIP process. Active participation from all levels was encouraged throughout the process. While public opinion alone does not determine need, it does provide a critical point of view.

The final Gardiner CCIP was made available to enable the public, County staff and the media the opportunity to review the requests of the County and citizens that participated in the needs assessment portion of the CCIP process.

## County Commission Adoption

It is Park County's intent that the adopted CCIP help identify future public facility needs, assess the requirements for existing and future facilities, plan for infrastructure management, establish project priorities and create a long-term program for scheduling and funding construction or repair projects.

It is now binding on the Park County Commission to utilize information contained within this Plan in annual and long-range planning and budgeting efforts so that improvements can be achieved. It is also important to review and update the CCIP regularly to keep the Plan current and practical, while maintaining proper focus on local government needs.





# GARDINER OVERVIEW

The community of Gardiner is located in southern Park County with an approximate area of four-square miles. The community is surrounded by land managed by the United States Department of Agriculture Forest Service, the Custer Gallatin National Forest, and the United States National Park Service.

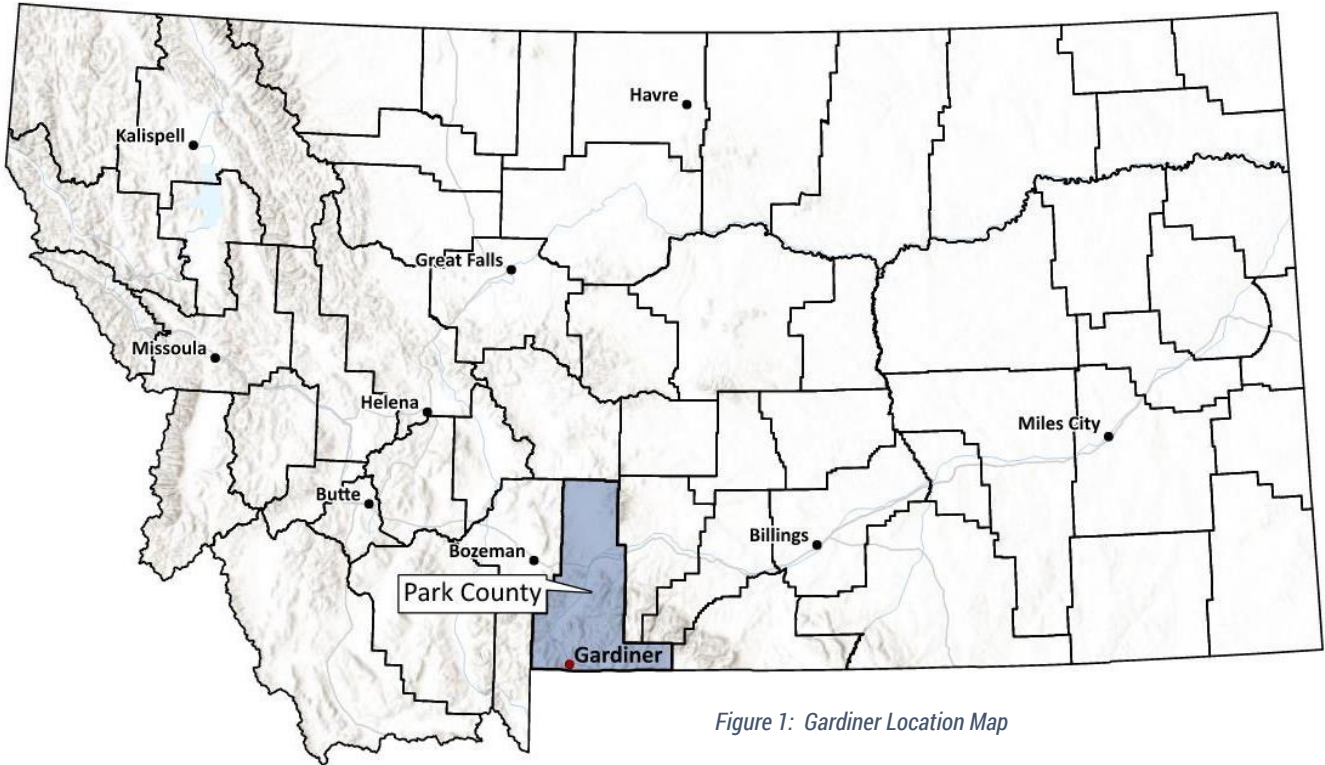


Figure 1: Gardiner Location Map

In general, an awareness of planning area characteristics and population trends provides a valuable guide for planning, budgeting and financing decisions. Population, along with the socio-economic characteristics of a community, is a basic indicator of the services needed to serve the residents of a community.

The United States Census Bureau first recognized Gardiner as a Census Designated Place (CDP) in 2010, and statistics since that time show a population spike in 2014, with a steady decline since that time. However, Gardiner continues to be the second largest community in Park County.

While the population of Gardiner accounts for only 5% of the total population of Park County, the number of visitors staying in, and traveling through, Gardiner to access Yellowstone National Park during the summer months greatly impacts the community.

Figure 2: Historic Population of Gardiner

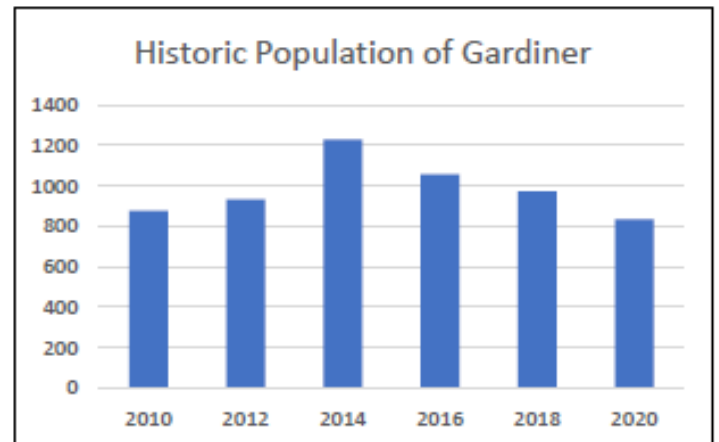
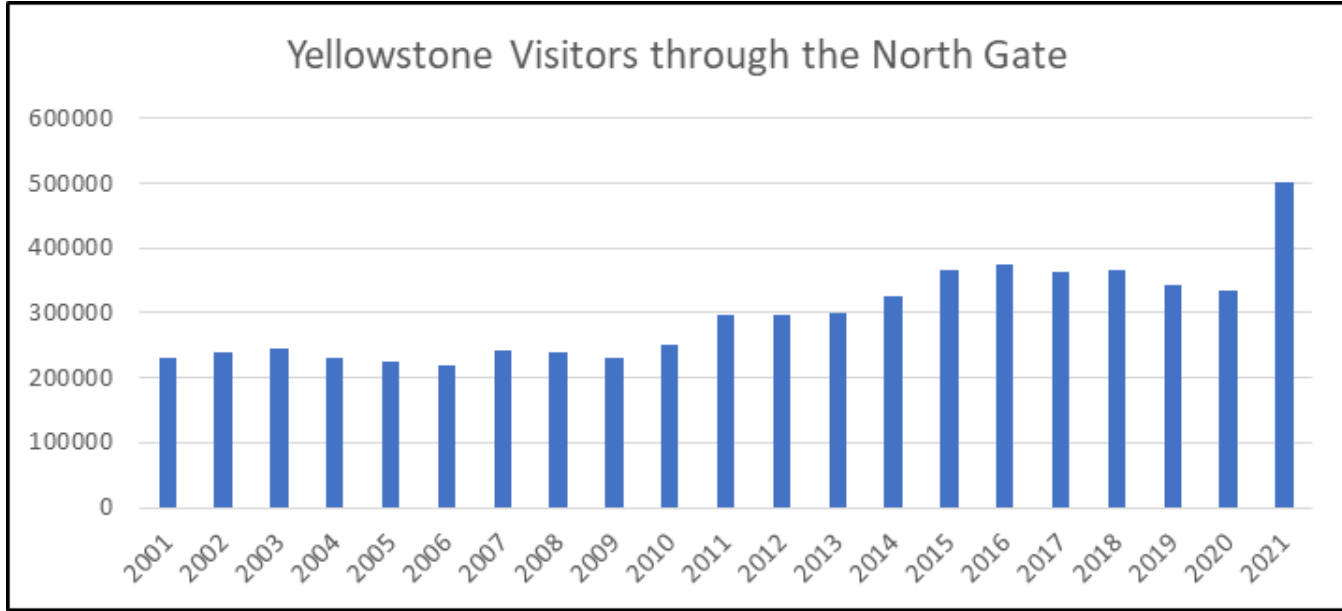


Figure 3: Visitors per Year through the North Gate of Yellowstone National Park



Land ownership in Gardiner is largely private; however, the surrounding area is primarily owned by the National Park Service and United States Department of Agriculture, Forest Service, as shown in the following map.

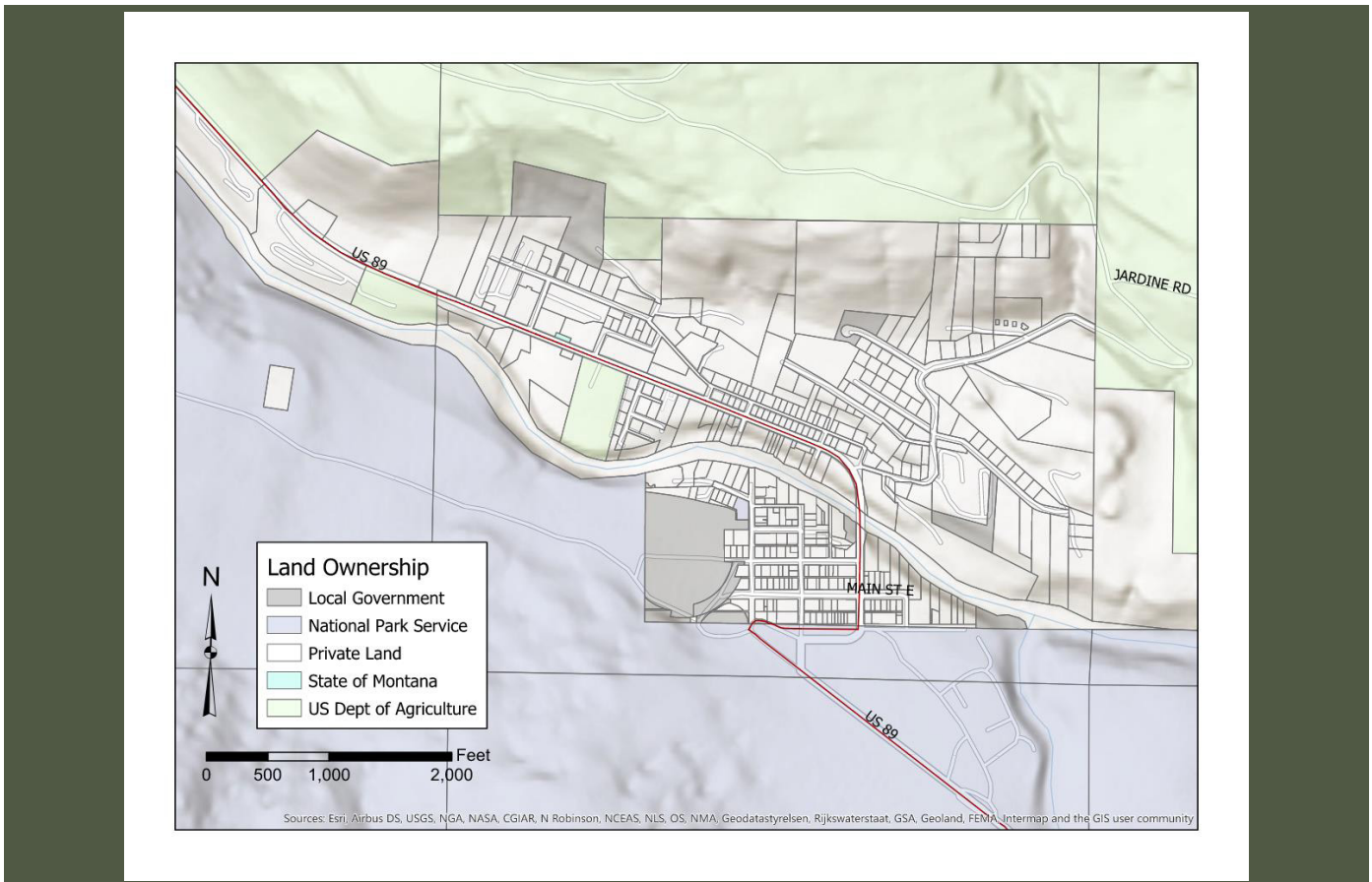


Figure 4: Gardiner Land Ownership



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Also, the Gardner River joins the Yellowstone River at Confluence Park on the southeast end of town, and the Yellowstone River continues flowing through the town, providing additional recreation opportunities. These elements illustrate the dependence of this community on tourism and recreation, further supported by the number of residents employed in the service industry.

Based on information provided by the United States Census Bureau from the 2020 Census, the employment rate in Gardiner is 82.7%, as compared with Park County, which currently has an employment rate of 61.9% (United States Census Bureau, 2022). The majority of residents in Gardiner are employed by the following industries:

- **ARTS, ENTERTAINMENT, RECREATION, AND ACCOMMODATION AND FOOD SERVICES:** 32.3%
- **RETAIL TRADE:** 17.7%
- **PUBLIC ADMINISTRATION:** 10.2%

The Census Bureau has limited data for Gardiner prior to 2020, so it is difficult to analyze trends in population, employment, and earnings. Also, due to the proximity of Gardiner to YNP, and the significant tourism activity the Park brings to the community, drawing correlations from Park County Census data would not accurately represent the demographic and social elements of Gardiner.

The Median Household Income (MHI) in Gardiner is estimated at \$55,521, which is slightly above the MHI for Park County. Approximately 4.6% of individuals living in Gardiner are identified as living below the poverty line, as compared to 12% of Park County residents. In addition, 11.3% of Gardiner's population is over the age of 65, while Park County's aging population is 22.5%.

As Gardiner has higher employment rates than Park County, it appears that the economy of this small community is stronger than that of the surrounding region.

# EXISTING PLANNING DOCUMENTS

## EXISTING PLANNING DOCUMENTS

The community of Gardiner does not currently have stand-alone planning documents; however, area goals and objectives have been included in both the Park County Growth Policy and Capital Improvements Plan (CIP).

The Park County Growth Policy, which was adopted in 2017, covers both the incorporated and unincorporated areas of the County, including Wilsall, Gardiner, Cooke City, and Silver Gate. The Growth Policy is a guiding document that is used to “identify the key issues facing Park County and to put together a strategy to address those issues” (see Appendix C for excerpts from the Park County Growth Policy). The document identifies goals, objectives and action items that are meant to address the specific issues outlined in the Growth Policy. Strategies included in the Growth Policy that impact the community of Gardiner are shown in Table 1.

Table 1: Park County Growth Policy Excerpts

Goal 12: Support water and sewer districts in and around community centers.	
<b>Objective 12.2:</b> Evaluate and support the development of public water and wastewater systems in community centers in order to accommodate new growth and existing development.	<b>Action 12.2.1:</b> Complete area/neighborhood plans for Gardiner and Cooke City – Silver Gate area that evaluates future infrastructure needs, projects land uses, and prioritizes infrastructure improvements, upgrades and expansions.
Goal 14: Provide for affordable, low income and workforce housing.	
<b>Objective 14.3:</b> Assist with implementing the strategies in the Gardiner Area Housing Action Plan.	<b>Action 14.3.1:</b> Provide technical planning and mapping assistance to Gardiner in order to identify land appropriate for new development of rentals and ownership units in affordable and market-rate sectors.
	<b>Action 14.3.2:</b> Provide assistance to Gardiner in monitoring the implementation of the Gardiner Area Housing Plan.

Goal 16: Take an active role in the land use and development process.

**Objective 16.6:** Develop incentives to encourage planned development that will be served by existing or planned infrastructure near existing communities centers.

**Action 16.6.1:** Acquire grant funding to complete a market analysis for Gardiner and the Cooke City area.

The 2016-2020 Park County CIP also includes both incorporated and unincorporated areas of the County and includes all capital purchases of \$5,000 or more for equipment and \$15,000 or more for capital projects. It is the intent of the document to “help identify future public facility needs, assess the requirements for existing and future facilities, plan for infrastructure management, establish project priorities and create a long-range program for the scheduling and funding of construction or repair projects” (see Appendix C for excerpts from the Park County CIP).

The Park County CIP also includes a summary of all County funds for FY16 – FY20, which shows the County’s equipment and capital improvement project needs, by fund, over the course of the CIP time frame. In addition, the CIP identifies projects, listed in Table 2, located in or near Gardiner.

Table 2: Park County CIP Excerpt

Capital Projects Identified in the CIP	Amount Budgeted
Gardiner Gateway Project (FLAP match funding)	\$163,587
Installation of an additional compactor unit at the Gardiner Greenbox site	\$44,000

General facilities located in Gardiner, as identified in the Park County CIP, that are owned entirely by Park County, include the Depot Building and the Road Shop Facility. Confluence Park and Arch Park are both owned in conjunction with the National Park Service.

The Park County Active Transportation Plan, created in 2016, is a consolidation of the Park County Park Plan and the Livingston/Park County Trails Plan. The purpose of the plan was to “create thoughtful inter-relationships with community priorities and opportunities as well as



to maximize resources already available” (Park County, 2016). Projects included in the Plan that are located in the community of Gardiner and were completed per the Plan include:

**CONFLUENCE PARK:** The 1.2-acre parcel was purchased with funds awarded by Montana Fish & Wildlife Conservation Trust to ensure perpetual public access to the Yellowstone River.

**GARDINER GATEWAY PROJECT:** Improvements to the northern entrance to Yellowstone National Park addressed vehicle and pedestrian safety, traffic congestion, parking, and pedestrian accessibility. The project was largely funded by a grant from the Federal Lands Access Program.

**GARDINER SIDEWALK EXTENSION:** Funded by a grant from the Community Transportation Enhancement Program (CTEP), the project increased pedestrian access and safety to the west end of town by installing approximately 1,000 feet of new sidewalk.

Volunteers in Gardiner have been working on the completion of a Gardiner Neighborhood Plan, which has been submitted to the Park County Planning Department for their consideration and recommendation to the County Commission that the Plan be approved as an amendment to the Park County Growth Policy. This activity is

consistent with Goal 12, Activity 12.2.1 of the Park County Growth Policy, outlined in Table 1 of this document. The Neighborhood Plan has been created to ensure Gardiner is recognized as a community with distinctive issues and is aimed at guiding growth and in-fill development. Goals and objectives identified in the Gardiner Neighborhood Plan that are supported by the creation of this CIP include:

*Table 3: Gardiner Neighborhood Plan Excerpts*

Goal 6: Well-Functioning Public Infrastructure	
<b>Objective 6.A:</b> Provide streets, sidewalks, alleys and trails that are appropriately designed and adequately maintained.	<b>Strategy 6.A1:</b> Work with Park County to develop a 10-year plan for street improvements, including paving public streets, drainage, and maintenance.
<b>Objective 6.B:</b> Provide water, sewer and electric systems that are appropriately designed and adequately maintained for the community’s needs.	<b>Action 6.B1:</b> Work with Park County to develop a 10-year plan for utility and infrastructure improvements.
<b>Objective 6.C:</b> Ensure effective stormwater and surface water drainage that protects public and private property and the environment.	<b>Action 6.C1:</b> Work with Park County to carry out a comprehensive survey of existing stormwater and surface water drainage and implement plans for improvements that improve effectiveness and protect waterways.

# CCIP PRIORITIES

## CCIP PRIORITIES

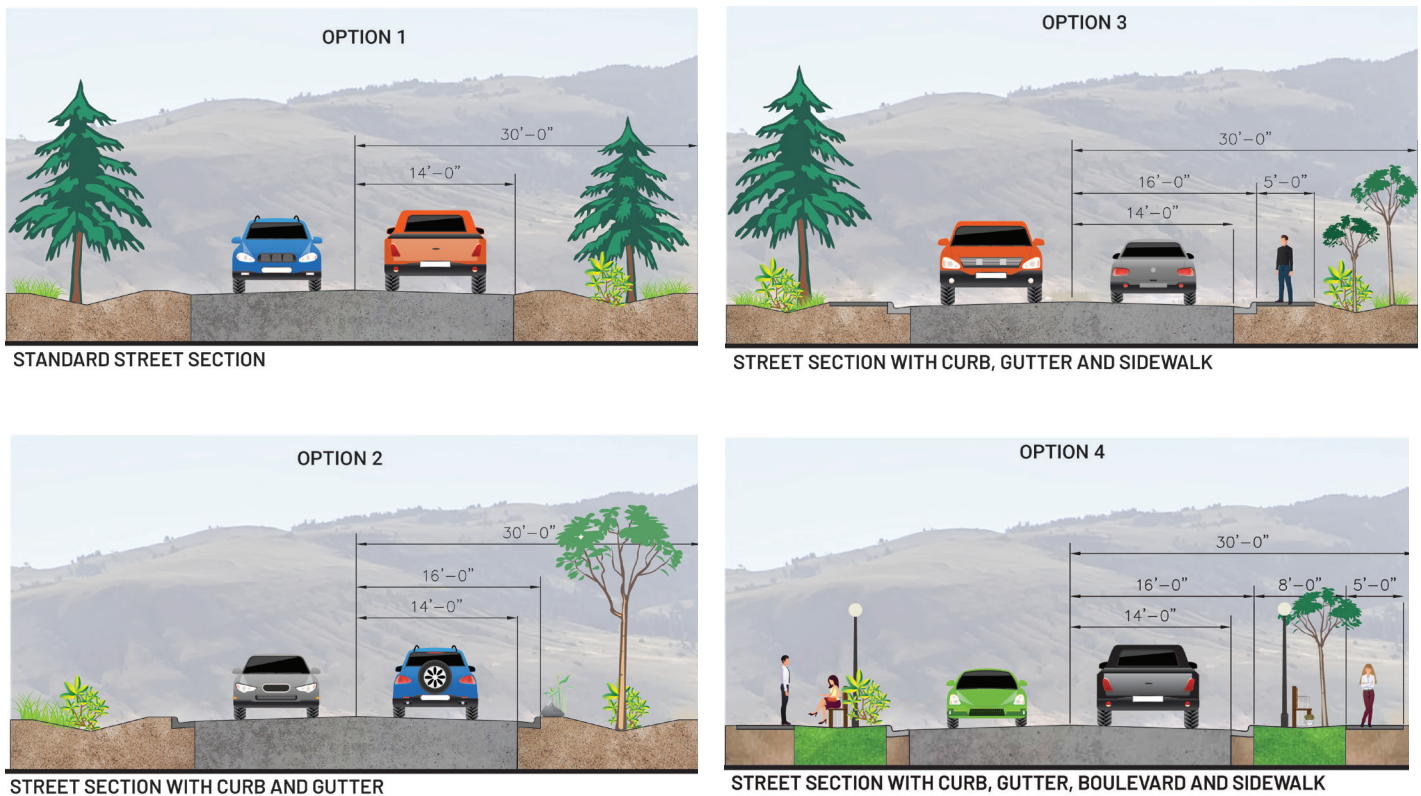
When developing the community outreach strategy and resulting community survey, the CCIP team identified five areas to focus the efforts of this document: streets, public facilities, other infrastructure needs, visitor management and signage, and trails and parks. These five areas are discussed in detail in the following section.

### —Streets—

Park County is responsible for maintaining all streets in Gardiner, with the exception of U.S. Highway 89, which is part of the National Highway System (NHS) and is maintained by the Montana Department of Transportation (MDT). Within Gardiner, Highway 89 is also identified as Scott Street West and Second Street South. Improvements or modifications to transportation facilities on or within US-89 right of way are required to be coordinated with MDT and, in some cases, may require approval from the Montana Transportation Commission per MCA 60-2-111. MDT coordination and review of improvements to all MDT on-system routes and at all intersections with MDT on-system routes will be required.

At the public meeting on February 16, 2022, Park County presented four typical street section alternatives to be discussed with the residents (see Figure 5). As the County systematically works through rehabilitating and/or reconstructing streets throughout Gardiner, they want to ensure the street section aligns with the needs of the community. Discussion at the public meeting identified Option 3 as the preferred alternative; however, there are locations that have a narrow right-of-way section that could only accommodate Option 2.

Figure 5: Typical Street Sections presented to Gardiner



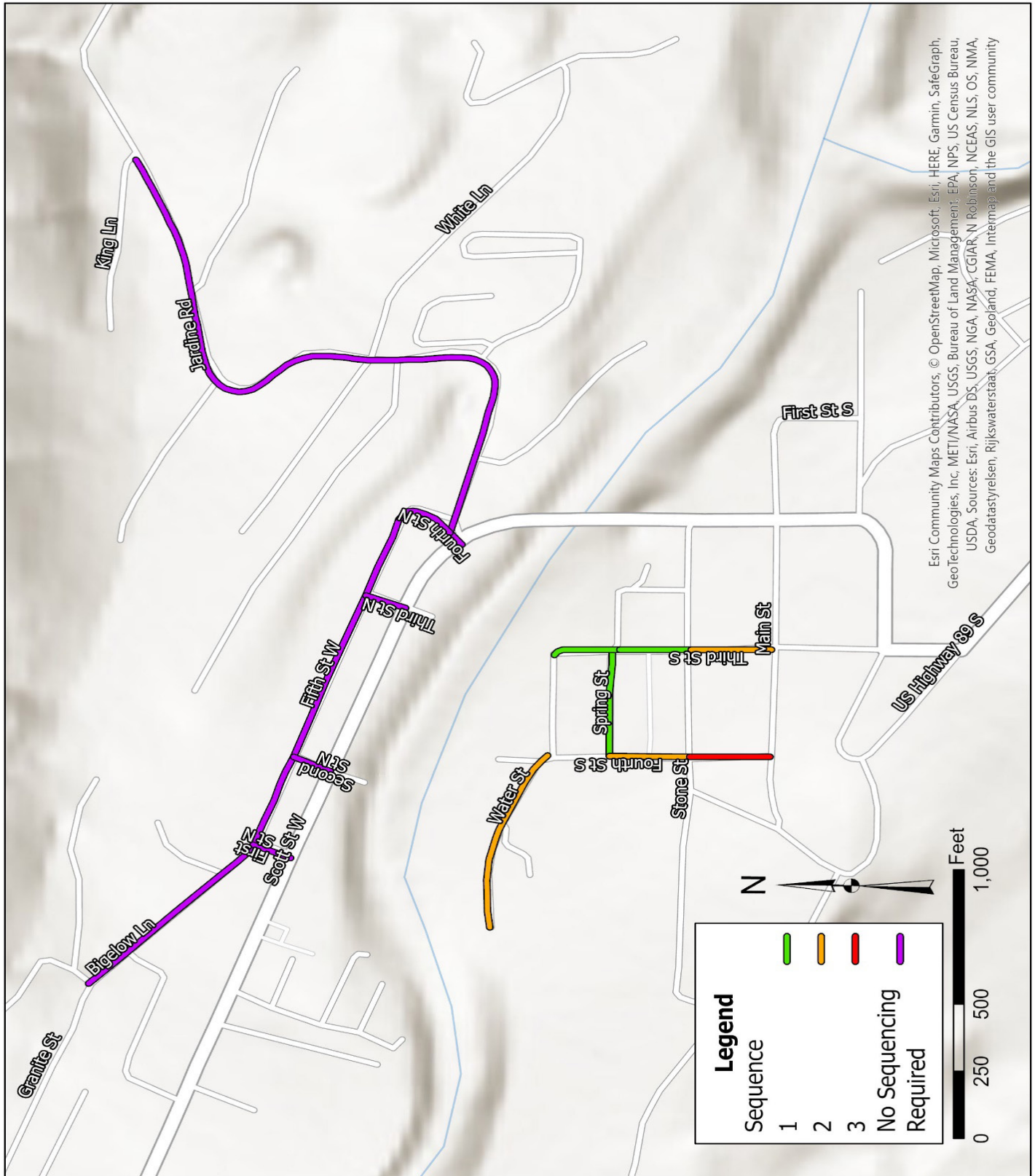


The following table lists the highest priority road projects as identified by Park County. See Figure 6 for a map of the identified road projects.

Streets South of Yellowstone River with Stormwater Connection					
Sequence of Construction	Road	Recommended Improvement	Length (Linear Feet)	Estimated Cost Option 2	Estimated Cost Option 3
1	Spring Street (3 <sup>rd</sup> Street to 4 <sup>th</sup> Street)	Option 2 or Option 3 and connection to stormwater	380	\$255,540	\$307,980
1	3 <sup>rd</sup> Street (Water to Spring)	Option 2 or Option 3 and connection to stormwater	200	\$146,160	\$173,760
1	3 <sup>rd</sup> Street (Spring to Stone)	Option 2 or Option 3 and connection to stormwater	275	\$192,450	\$230,400
2	3 <sup>rd</sup> Street (Stone to Main)	Option 2 or Option 3 and connection to stormwater	275	\$190,930	\$228,880
2	Water Street (4 <sup>th</sup> Street to the west)	Option 2 or Option 3 and connection to stormwater	500	\$348,140	\$417,140
2	4 <sup>th</sup> Street (Spring St. to Stone St.)	Option 2 or Option 3 and connection to stormwater	275	\$192,860	\$230,810
3	4 <sup>th</sup> Street (Stone St. to Main St.)	Option 2 or Option 3 and connection to stormwater	250	\$177,940	\$212,440

Streets North of Yellowstone River without Stormwater Connection				
Road	Recommended Improvement	Length (Linear Feet)	Estimated Cost Option 2	Estimated Cost Option 3
Jardine Road (2nd St. S to King Lane)	Option 2 or Option 3	2500	\$817,750	\$1,162,750
Bigelow Lane (Granite St. to 5th St. W)	Option 2 or Option 3	750	\$252,280	\$355,780
5th Street W (Bigelow Lane to 2nd St. N)	Option 2 or Option 3	350	\$116,190	\$164,490
5th Street W (2nd St. N to 3rd St. N)	Option 2 or Option 3	650	\$210,530	\$300,230
5th Street W (3rd St. N to 4th St. N)	Option 2 or Option 3	350	\$114,260	\$162,560
1st Street N	Option 2 or Option 3	100	\$34,030	\$47,830
2nd Street N	Option 2 or Option 3	100	\$35,960	\$49,760
3rd Street N	Option 2 or Option 3	100	\$35,960	\$49,760
4th Street N	Option 2 or Option 3	200	\$68,050	\$95,650

Figure 6: Street Rehabilitation Sequencing Map



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Additional street projects identified by residents of Gardiner during the public comment period and online survey include:

Project	Recommended Improvement	Estimated Cost
Crosswalk Maintenance	Restripe crosswalks and install new signs	\$8,800 each
School Zone Identification and Enforcement	School zone signs with radar and warning alerts	\$5,000 each
Speed Control through Gardiner (Speed bumps, digital speed signs)	Install digital speed signs	\$5,000 each
	Speed bumps	\$250 each
Remove Rocks along Main Street	Remove rocks and install parking blocks (40 total)	\$15,000
Pave Stone Street from Highway 89 to Gardiner School	Road Section 3 and connection to stormwater	\$933,620
Jardine Road Pullout Maintenance Improvements	Grade and gravel (9" subbase and 3" crushed gravel)	\$12,500
	Parking blocks (9)	\$750 total
	Concrete barriers (4)	\$4,000 total
5 <sup>th</sup> Street Improvements (One-way street)	One-way street signs (6 signs)	\$10,800 total
General Road Maintenance	Dust control, street sweeping, grading	\$10,000 - \$15,000 annually

### —Public Facilities—

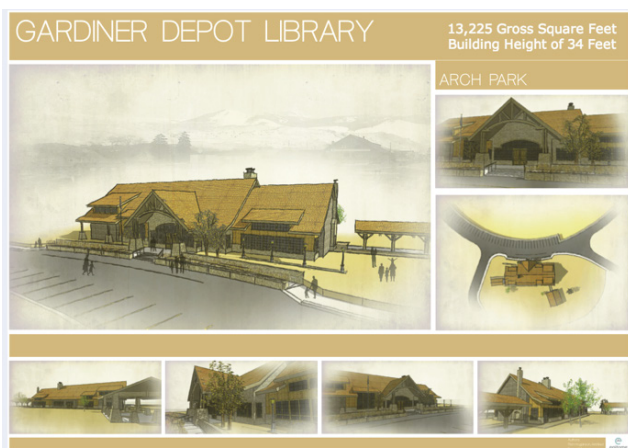
While there are a number of public facilities and services that are available in Gardiner, Park County is only responsible for the operation and maintenance of the Sheriff's Office, the Road Shop Facility and the Gardiner Depot Building. Facilities and services that are not the responsibility of Park County include the Gateway Hose Company, which is an all-volunteer fire and ambulance service that provides



Figure 7: Gardiner Depot Building

emergency services to the Gardiner area; and, the Gardiner Community Center, which is managed and funded through the Greater Gardiner Community Council.

Figure 8: Future plans for the Gardiner Depot Library  
(Greater Gardiner Community Council, 2022)



The Greater Gardiner Community Council (GGCC), in conjunction with an architect, has produced drawings for a multiple use Depot Library building at Arch Park, representing ideas that have been supported by residents through a series of public meetings.

In addition to the Depot Library project, the GGCC is working with CTA, an architectural and engineering firm, to develop plans to address structural concerns and improve the appearance of the Greater Gardiner Community Center. The plans will also aim to make the space more flexible and modern, incorporating a community meeting room, fitness room, and stage. The project has taken a phased approach to allow for incremental improvements as funding becomes available, 2022.



Figure 9: Gardiner Community Center

Potential projects that were identified during the public process to enhance services to the residents of Gardiner include:

Project	Recommended Improvement	Estimated Cost
Public swimming pool	Installation of public swimming pool (Cost of land not included)	\$3.0 million – \$5.0 million
Bearproof garbage cans	Install additional metal animal proof garbage cans throughout town	\$3,500 each
New community center facility	Construction of new community center facility (cost of land not included).	\$2.5 million – \$4.0 million
Improvements to Gardiner Community Center	Refer to information located on the GGCC web page (Greater Gardiner Community Council, 2022)	Varies
Options for Library / Gardiner Depot Building	Refer to Park County Gardiner Depot Condition Assessment (April 2014), Preliminary Project Budgets	See Appendix D
Improvements to Scout House	Preliminary Architectural Report (PAR) and/or Condition Assessment to determine needs	\$50,000 - \$70,000
ADA Accessibility	Building retrofit	\$35,000 each
	Ramps at crosswalks (4 corners per intersection)	\$20,000 each

### —Other Infrastructure Needs—

In addition to the streets within Gardiner, there are additional infrastructure elements within the community that are a priority to the residents.

The Gardiner Water and Sewer District (GWSD) is responsible for the maintenance of the water and sewer distribution and collection in the Gardiner area. The water is sourced from two wells and a spring, serving both residential and commercial users. The sewer collection system currently serves 430 households and businesses within the District. Sewer lines from Mammoth were severed in the 2022 flood, and Gardiner does not currently serve Mammoth, as it did prior to the flood. Remediation and recovery discussions are ongoing.

Stormwater collection lines were installed in select streets as part of the Gardiner Gateway Phase I project. As streets in town are strategically upgraded by Park County, stormwater collection will be included and connected to the existing stormwater system.

In addition to water, sewer, and stormwater collection, residents of Gardiner also identified the following infrastructure issues:

Project	Recommended Improvement	Estimated Cost
Affordable housing / employee housing	Refer to the Gardiner Area Housing Plan and Needs Assessment, and the Gardiner Area Housing Action Plan (Greater Gardiner Community Council, 2022)	See Appendix D
Wi-fi / high speed internet	Installation of fiber optic lines to provide high speed internet (costs based on rural installation) (Kim, 2022)	\$80,000 / mile \$3,000 / household
Dark sky lighting	Replace existing streetlights with dark sky lights	\$3,250 each

**—Visitor Management & Signage—**

Although visitors to the region provide jobs and economic opportunities for the residents of Gardiner, it also results in a number of challenges for the community. Identifying solutions for visitor management will help promote sustainable community-based tourism development that is beneficial to community members and visitors alike. As evident in the comments received during the public process for this CCIP, the primary challenges in Gardiner related to seasonal tourism are housing for seasonal workers and visitors, infrastructure, and transportation-related issues, such as parking and wayfinding.

Specifically related to wayfinding, providing effectual signage within a community that is significantly impacted by tourism is a simple way to help visitors navigate between destinations, landmarks and activities. This creates a positive visitor experience and can help promote local businesses, impacting the economy of Gardiner. Signage can also be a benefit to the residents of Gardiner by lessening the amount of visitor traffic, both vehicular and pedestrian, on local residential streets.

Potential projects that were identified during the public process include:

Project	Recommended Improvement	Estimated Cost
Public restrooms	Install additional standalone public restrooms within Gardiner	\$25,000 - \$30,000 per facility (not including maintenance)
Wayfinding signs	Wayfinding signs to direct visitors to/from Yellowstone Park	\$10,000 - \$12,500 each
No RV Parking or Tent Cities	Install "No RV Parking" signs along residential routes	\$1,800 each
Abandoned vehicle ordinance enforcement	Use of existing sheriff to enforce existing ordinance	Varies
Confine / delineate street parking to facilitate emergency services	Install parking signage to manage on street parking	\$1,800 each



Figure 10: Arch Park in Gardiner

**—Trails and Parks—**

Park County, in partnership with other entities, has operation and maintenance responsibilities for both Arch Park and Confluence Park in Gardiner.

Arch Park is a 1.5-acre park located just north of the Roosevelt Arch. The park contains a stone shelter pavilion, picnic tables, a stage, barbecue area, water fountain and numerous trees; it is jointly owned by Park County and the National Park Service.

Confluence Park is located at the confluence of the Gardner River and the Yellowstone River and is located at the end of Wilson Way. The land is currently owned by Park County and is the only public access to the Yellowstone River in Gardiner. It has a long history of use by recreationists for boating, swimming, fishing, and other outdoor activities.

Creating, improving, and maintaining parks, trails and recreation opportunities within Gardiner will provide health and wellness benefits to the residents and promote greater community pride. In addition, these facilities will attract economic development opportunities as visitors are encouraged to take advantage of the amenities offered by the community.



Potential projects identified by community members that may enhance local parks and trails include:

Project	Recommended Improvement	Estimated Cost
Sidewalk on Lower Jardine Road	Install sidewalk from 4 <sup>th</sup> Street North to Eagle Creek Campground Road (Assume 5' wide sidewalk, 11,500 linear feet)	\$603,750 (\$10.50 / sf)
Increased / improved sidewalks	Install sidewalks as roads are reconstructed or rebuild deteriorating sidewalks	\$10.50 per sf
Improved access to Yellowstone River	Pedestrian river access (trail, signing, benches, trash cans) (cost of right of way not included)	\$25,000 - \$35,000
	River access with parking (gravel parking, parking blocks, boat launch, trash cans) (cost of land not included)	\$150,000 - \$225,000
Playground(s) located away from central Gardiner	Install pocket playgrounds for use by local residents	\$45,000 - \$60,000 each
Bike lanes	Striping and signing for bike lanes within existing infrastructure	\$8,000 - \$10,000 per mile
Reconnection to River Trail	Install 1,250 linear feet of gravel trail and a pedestrian bridge over the Yellowstone River	\$4 million - \$5.5 million
Rail to Trails grant opportunities	Take advantage of any grant opportunities presented by the Rails to Trails program	\$50,000 - \$75,000
Safety improvements near Arch Park and school	Install speed limit signs, sidewalks/ bike lanes along Main Street and Park Street, lighting at the park.	\$30,000 - \$40,000

—Other—

Other issues identified throughout the public process are:

Project	Recommended Improvement	Estimated Cost
Zoning	Collaboration between the GGCC and Park County to develop Gardiner Zoning Regulations	Varies (County staff resources)
Enact a snow shoveling ordinance	Work with Park County to adopt an ordinance regulating "Snow and Ice Removal from Sidewalks"	Varies (County staff resources)
Increased sheriff presence	Create a deputy sheriff position, stationed in Gardiner (with office)	\$250,000 - \$350,000
	Park County to hire an additional deputy sheriff to provide increased coverage in Gardiner (not stationed in Gardiner)	\$75,000 - \$80,000



# FUNDING SOURCES

## FUNDING SOURCES

One essential objective of any CCIP is to create a plan for improvements that will keep user rates and tax rates static while leveraging loan and grant programs for capital projects and expenditures. Large capital projects, by nature, are anticipated to require some debt; however, keeping that debt to a minimum is the goal of any local government.

Capital improvement plan projects can be funded from a variety of sources. The following information provides a brief description of common funding sources used by counties throughout Montana and a more detailed discussion of how Park County may plan for funding opportunities for capital improvement projects. Beyond the means discussed below, additional options to generate funds for improvement projects include increased user rates, mill levies, and Special Improvement Districts.

### —Grant Funds—



Grants are one of the primary means to fund large capital improvement projects and there are a number of state and federal grant programs available for the critical capital improvement needs of communities.

Typically, grant funds are allocated for projects that are protecting and preserving the health and welfare of the residents; however, grants may also be obtained for the purpose of stimulating economic development and protecting renewable resources. Grant applications are generally ranked and processed on a competitive basis, based on the severity of the project need and the financial need of the community.

Communities that have demonstrated adequate planning efforts, such as a CIP, are generally more successful at securing grant funding. The most frequently used sources of grant funds in Montana include:

### COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM (CDBG)

CDBG is a federally funded grant program that provides funding assistance for



projects that are designed to predominantly benefit low and moderate-income individuals. Funding categories for CDBG include planning grants, public facilities, housing and urban renewal, neighborhood stabilization programs and economic development.

- **PLANNING GRANTS** are available in amounts up to \$50,000, with a required match of \$1 for every \$3 of CDBG planning grant funds.
- **PUBLIC FACILITY GRANTS** are available up to \$600,000 and require a 25% match.
- **HOUSING AND URBAN RENEWAL GRANTS** are available up to \$600,000 with no match required.

### RURAL DEVELOPMENT (RD) WATER AND ENVIRONMENTAL PROGRAM

This program provides funding for clean and reliable drinking water systems, sanitary sewage disposal, sanitary solid waste disposal



and storm water drainage to households and businesses in eligible rural areas. RD grants may award up to 75% of the eligible project costs for public works infrastructure and public facilities in rural communities. Grant awards are based on available funding and applicant eligibility.

### RURAL DEVELOPMENT (RD) COMMUNITY FACILITIES

This program provides affordable funding to develop essential community facilities in rural areas. Essential community facilities are those that provide an essential service to the local community, such as health



care facilities, public safety services, public facilities, and community support services. Projects are ranked based on population and Median Household Income, and matching funds are determined by these same metrics.

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## MONTANA COAL ENDOWMENT PROGRAM (MCEP)

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### Montana Coal Endowment Program

MCEP is a state-funded program that is designed to help address the affordability of local infrastructure projects by providing grants to lower the cost of constructing public facilities. MCEP awards matching grants to local governments for the construction of infrastructure projects, such as drinking water systems, wastewater treatment facilities, sanitary or storm sewer systems, solid waste disposal and separation systems, and bridge projects. Planning grants are also available for preparation of a construction grant application.

- **PLANNING GRANTS** are available in amounts up to \$15,000 and require a 50% match from the applicant. Planning grants may be used for a Preliminary Engineering Report or a Capital Improvements Plan.
- **BRIDGE PROJECT GRANTS** are limited to a maximum of \$500,000 and require a 50% match from the applicant.
- **ALL OTHER INFRASTRUCTURE GRANTS** are limited to a maximum of \$750,000 and require a 50% match from the applicant.
- **EMERGENCY GRANTS** are available up to \$30,000 per project with no match required.

## RENEWABLE RESOURCE GRANT AND LOAN PROGRAM (RRGL)



RRGL provides grants for projects protecting, preserving or enhancing natural and renewable resources, and is administered by the Department of Natural Resources and Conservation (DNRC). Projects eligible for RRGL grants include drinking water, wastewater, and solid waste development and improvement, in addition to irrigation rehabilitation, dam repair, soil and water conservation, and forest enhancement. Planning grants are also available from RRGL to assist with developing projects.

MCEP is a state-funded program that is designed to help address the affordability of local infrastructure projects by providing grants to lower the cost of constructing public facilities. MCEP awards matching grants to local governments for the construction of infrastructure projects, such as drinking water systems, wastewater treatment facilities, sanitary or storm sewer systems, solid waste disposal and separation systems, and bridge projects. Planning grants are also available for preparation of a construction grant application.

- **PLANNING GRANTS** are limited to \$15,000 depending on project classification with no match required.
- **CONSTRUCTION GRANTS** are limited to \$125,000 per project with no match required.
- **EMERGENCY GRANTS** are available up to \$30,000 per project with no match required.

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## MONTANA OFFICE OF TOURISM AND BUSINESS DEVELOPMENT TOURISM GRANTS

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This program provides funds for projects that strengthen Montana's economy through the development and enhancement of the tourism and recreation industry. Grants are funded from the Montana Lodging Facility Use Tax. Eligible entities for this grant are non-profit 501 (c) organizations, City or County governments, or tribal governments. Project categories for the grant include digital product development (ie. online assets for branding), heritage preservation, infrastructure upgrades or enhancements, wayfinding and signage, and niche product development. Match for this grant is \$1 from the applicant for every \$2 of grant funding. Applications are accepted annually.

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## ECONOMIC DEVELOPMENT ADMINISTRATION (EDA) PUBLIC WORKS PROGRAM

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Grants from this program help communities revitalize, expand, and upgrade their infrastructure in an effort to attract new businesses, encourage business expansion, and generate or retain long-term jobs. The amount of the grant is dependent on the number of jobs created as a result of the project.

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## NATIONAL ENDOWMENT FOR THE ARTS (NEA)

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The NEA awards cost/share matching grants to nonprofit organizations for a wide variety of art projects, which may be implemented into community revitalization projects such as parks, pathways, green spaces, wayfinding, and cultural tourism. The program requires a dollar for dollar match.



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## —Loans—

Many of the programs listed for grant funding also have loan funding available. Some of the more common loan sources include:

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### RURAL DEVELOPMENT (RD)

RD provides loans for projects with an emphasis on assisting small, rural communities with loan interest rates based on median household income and user rates. There is no maximum amount of loan funding, but it is limited by the applicant's ability to repay the loan. The typical loan repayment length is 40 years, or the maximum life of the facility being funded.



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### MONTANA STATE REVOLVING FUND (SRF)



SRF provides low interest loans for two types of projects: drinking water projects and water pollution control projects (wastewater and non-point source). There is no maximum amount of loan funding, but it is limited by the applicant's ability to repay the loan. The typical repayment cycle is 20 years, or the design life of the facility, whichever is the least. The current interest rate for SRF loans is 2.5%, and there is no local match required.

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### RENEWABLE RESOURCE GRANT AND LOAN PROGRAM (RRGL)



RRGL, working with DNRC, provides loans to protect, preserve or properly utilize natural and renewable resources. The projects eligible for loan funding are similar to the projects eligible for grant funding through RRGL. There is no maximum amount of loan funding, but it is limited by the applicant's debt capacity and ability to repay the loan. There is no local match required.

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### INTERMEDIATE TERM CAPITAL PROGRAM (INTERCAP)



INTERCAP loans may be used for a number of projects, including infrastructure projects, new or used

vehicle and equipment purchases, preliminary engineering costs, and grant writing. Projects may receive 100% financing, with no local match required; however, loans over \$1,000,000 must receive Loan Committee approval and loans over \$5,000,000 must receive Board approval. INTERCAP loans typically have a 15-year repayment cycle.

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### PARK LOCAL DEVELOPMENT CORPORATION

Park Local is a nonprofit development corporation founded with the goal of supporting economic and



community development across Park County. The nonprofit manages a revolving loan fund, on behalf of Park County and the City of Livingston, that provides financing to small businesses throughout the County.

Although most loan programs have a low interest rate, some may require a matching share or have very strict administration or project requirements.

## —Bonding—

Nearly all loan programs require authorization of the community to pay back the loans, and issuing bonds is the most common method of authorization. Bonds are generally issued as either a revenue or general obligation (GO) bond.

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### REVENUE BONDS

Revenue bonds are a means to generate capital by incurring debt to be paid predominantly from revenue resulting from utility funds. User rates are tied to the amount of bonding necessary. There is generally a high demand for municipal bonds due to the low risk of the investment, and the bonds offer a tax-deductible investment opportunity for investors.

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### GENERAL OBLIGATION (GO) BONDS

GO bonds are secured by raising property taxes with an amortization of the financing over several years, which allows taxpayers to pay a smaller amount of the project's cost at a time. GO bonds may limit the county's flexibility on how annual revenues can be utilized.

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## **RURAL IMPROVEMENT DISTRICTS (RIDS)**

RIDs are a special form of general obligation bonds utilized by counties most often for street and road improvements, sidewalk installation, lighting, and other specific needs of a particular area within the county. Property owners within the special district are obligated to repay the project costs or a portion thereof. Taxpayers outside the district are not obligated to pay.

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## **TAX INCREMENT FINANCING DISTRICTS (TIFDS)**

A TIFD is a public financing method that can be used to fund redevelopment, infrastructure, and other community improvement projects. In Montana, TIFDs were authorized in 1974 and are assessed through property tax. Financing options include private activity revenue bonds, pay as you go, loans, special assessments, and tax increment bonds (MDT, 2022). The funds generated can be used to finance such projects as street and parking improvements, trash containers, benches, and other streetscape beautification projects within the designated area.

### **—Government Agencies—**

There are a number of government agencies that have their own resources available to help counties with capital projects. Most are very specific as to the type of project eligible for funding, and are typically based on need, proper planning, and documentation that the project is meant to serve the citizens as a whole. Examples of such agencies include:

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## **MONTANA DEPARTMENT OF TRANSPORTATION TRANSPORTATION ALTERNATIVES PROGRAM (TA)**



TA provides funding for programs and projects defined as transportation alternatives. Eligible projects include pedestrian and bicycle facilities, community improvement activities, recreational trail program projects, safe routes to school projects, and infrastructure projects for improving access to public transportation and

enhanced mobility. Entities qualified to receive funds from the TA program include local governments, tribal governments, transit agencies, public land agencies,

school districts, and regional government entities. Projects located within reservation land will not require a match from the local entity, while projects outside of reservation lands are required to provide a local cash match of 13.42%.

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## **US DEPARTMENT OF AGRICULTURE (USDA)**

The USDA funds a Community Facilities Grant to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population. Grant funds may be used to construct, enlarge or improve community facilities for health care, public safety, and community and public services. Grant funds may be available for up to 75% of the project cost, and grants are awarded based on the median household income and the community population.



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## **WATER RESOURCES DEVELOPMENT ACT (WRDA)**

WRDA is a federal grant program, funded through the U.S. Army Corps of Engineers. Eligible projects include wastewater treatment, water supply and storage, treatment and distribution facilities, stream bank stabilization, and storm water runoff abatement. WRDA grants require a 25% match from local entities, and there is no maximum grant award amount.



**US Army Corps  
of Engineers.**

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## **BIG SKY ECONOMIC DEVELOPMENT TRUST FUND (BSTF)**



The BSTF is a Montana funded program designed to aid in the development of good paying jobs for Montana residents and promote long-term stable economic growth in Montana. The BSTF program provides financial assistance in two categories: Economic development job creation projects and planning projects.

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## PRE-DISASTER MITIGATION (PDM)

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# FEMA

The PDM program, funded by the Federal Emergency Management Agency (FEMA), provides funds for hazard mitigation planning and the implementation of mitigation projects prior to a disaster event. Funding these projects reduces overall risks to the population and structures, while reducing the reliance on funding from actual disaster declarations. Types of projects include structural retrofitting of existing buildings, soil stabilization, minor localized flood reduction projects, and infrastructure retrofit.

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## FEDERAL LANDS ACCESS PROGRAM (FLAP)

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This program is intended to improve transportation facilities that provide access to, are adjacent to, or are located within Federal lands. The grants are intended to supplement state and local resources for public roads, transit systems, and other transportation facilities, with an emphasis on high-use recreation sites and economic generators. Federal lands surround the community of Gardiner, making the area an excellent candidate for FLAP funding. For the 2023 call for projects, there is no required match for the program; however, historically the match for the program is 13.42%.

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## NATIONAL PARK SERVICE - RIVERS, TRAILS AND CONSERVATION ASSISTANCE PROGRAM (NPS-RTCA)

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The National Park Service implemented this program to support locally led conservation and outdoor recreation projects that either develop or restore parks, conservation areas, rivers, and wildlife habitats. In addition, the RTCA program will assist with creating outdoor recreation opportunities and programs that engage the community in the outdoors. This program does not provide monetary grants; however, it does provide professional services to help the community achieve their project vision.

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## GARDINER RESORT TAX

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The Gardiner Resort Area District collects resort tax within the district boundary from June 1 through September 30 each year and is currently collecting 4% tax on taxable items and services. The collected tax is used to fund property tax relief, community services, cultural grants, community infrastructure and visitor services. 50% of the collected tax is earmarked for an infrastructure and community development grant account and 5% is dedicated to a community services and cultural grant account.





# SUMMARY

## **CAPITAL IMPROVEMENTS PLAN SUMMARY**

The capital improvement projects defined in this document were selected in accordance with the process outlined in Section X and represent the most pressing projects to be executed in order to maintain and improve community services and facilities in the community of Gardiner. The table in Appendix A presents the Comprehensive Capital Improvements Plan for Gardiner for the years 2022-2027. The projects are listed by category, and each project line item includes the following: the need for land or easements, estimated project cost, and possible annual recurring costs.

It is now the responsibility of the Park County Commission to utilize this document in their annual budgeting and planning period to ensure that the projects are completed as planned, if feasible. It is also important that the commission continue to update and renew this plan to maintain proper planning efforts and keep their goals on track.

# REFERENCES

## REFERENCES

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- United States Census Bureau. (2022). Total Population in Gardiner, MT. Retrieved from U.S. Census Bureau Data: <https://data.census.gov/all?q=gardiner,+mt>



## Appendix A: Gardiner Project List



An Employee-Owned Company

3530 CENTENNIAL DRIVE  
HELENA, MT 59601  
(406) 442-8594



# Gardiner, Montana

## Project Summary

Project	Category	Description	Land or Easement Required	Estimated Cost	O&M Costs
Public Swimming Pool	Public Facility	Construction of a community public swimming pool	Yes	\$3.0 - \$5.0 million	\$1,000 yearly
Bearproof Garbage Cans	Public Facility	Install metal animal proof garbage cans throughout Gardiner	No	\$3,500 each	Trash removal
New Community Center Facility	Public Facility	Construction of a new community center facility	Yes	\$2.5 - \$4.0 million	Yearly maintenance
Improvements to Gardiner Community Center	Public Facility	Improvements outlined on the Greater Gardiner Community Coalition web page.	No	Varies	Yearly maintenance
Improvements to Library / Gardiner Depot Building	Public Facility	Refer to Park County Gardiner Depot Condition Assessment	No	Varies	Yearly maintenance
Improvements to Scout House	Public Facility	See Preliminary Architectural Report (PAR) and/or condition assessment for determination of needs	No	\$50,000 - \$70,000	Yearly maintenance
ADA Accessibility	Public Facility	Building retrofit for ADA Accessibility	No	\$35,000 per building	
ADA Accessibility	Public Facility	Installation of ADA ramps at crosswalks	No	\$20,000 per intersection	
Affordable Housing / Employee Housing	General Infrastructure	Refer to the Gardiner Area Housing Plan and Needs Assessment and the Gardiner Area Housing Action Plan	Yes	Varies	
Wi-Fi / High Speed Internet	General Infrastructure	Installation of fiber optic lines to provide high speed internet (based on rural installation)	Yes	\$80,000 /mile and/or \$3,000 / household	
Dark Sky Lighting	General Infrastructure	Replace existing street lights with dark sky lights	No	\$3,250 each	General maintenance
Public Restrooms	Visitor Management / Signage	Install standalone public restrooms within Gardiner	Yes	\$25,000 - \$30,000 per facility	Emptying vault and yearly maintenance
Wayfinding Signs	Visitor Management / Signage	Wayfinding signs to direct visitors to and from Yellowstone National Park	No	\$10,000 - \$12,500 each	

Project	Category	Description	Land or Easement Required	Estimated Cost	O&M Costs
No RV Parking or Tent Cities	Visitor Management / Signage	Install "No RV Parking" signs along residential routes	No	\$1,800 each	
Abandoned Vehicle Ordinance Enforcement	Visitor Management / Signage	Use of existing sheriff to enforce existing ordinance	No	\$0.00	
Confine / Delineate On-Street Parking	Visitor Management / Signage	Install parking signage to manage on-street parking	No	\$1,800 each	
Sidewalk on Lower Jardine Road	Trails and Parks	Install sidewalk from 4th Street North to Eagle Creek Campground Road (Assume 5' wide sidewalk, 11,500 linear feet)	Yes	\$603,750.00	Yearly maintenance
Increased / Improved Sidewalks	Trails and Parks	Install sidewalks as roads are reconstructed or rebuild deteriorating sidewalks	No	\$10.50 / square foot	
Improved Access to Yellowstone River	Trails and Parks	Pedestrian river access (trail, signing, benches, garbage cans)(assume 500 linear feet of gravel trail)	Yes	\$25,000 - \$35,000	Yearly maintenance
Improved Access to Yellowstone River	Trails and Parks	River access with parking (gravel parking, parking blocks, boat launch, trash cans)	Yes	\$150,000 - \$225,000	Yearly maintenance
New Playgrounds	Trails and Parks	Install pocket playgrounds for use by local residents	Yes	\$45,000 - \$60,000 each	Yearly maintenance
Bike Lanes	Trails and Parks	Striping and signing for bike lanes within existing infrastructure	No	\$8,000 - \$10,000 per mile	
Reconnection to River Trail	Trails and Parks	Install 1,250 linear feet of gravel trail and a pedestrian bridge over the Yellowstone River	Yes	\$4 million - \$5.5 million	Yearly maintenance
Rails to Trails Grant Opportunities	Trails and Parks	Take advantage of any opportunities presented by the Rails to Trails Program	No	\$50,000 - \$75,000	
Safety Improvements near Arch Park and School	Trails and Parks	Install speed limit signs, sidewalks/bike lanes along Main Street and Park Street, lighting at Arch Park	No	\$30,000 - \$40,000	
Zoning	Other Projects	Collaboration between GGCC and Park County to develop Gardiner Zoning Regulations	No	\$0.00	
Enact a Snow Shoveling Ordinance	Other Projects	Work with Park County to adopt an ordinance regulating "Snow and Ice Removal from Sidewalks".	No	\$0.00	
Increased Sheriff Presence	Other Projects	Create a deputy sheriff position stationed in Gardiner (with office)	Yes	\$250,000 - \$350,000	Yearly salary

Project	Category	Description	Land or Easement Required	Estimated Cost	O&M Costs
Increased Sheriff Presence	Other Projects	Park County to hire an additional deputy sheriff to provide increased coverage in Gardiner (not stationed in Gardiner)	No	\$65,000 - \$75,000 yearly	Yearly salary
Crosswalk Maintenance	Street Projects	Restripe crosswalks and install new signs	No	\$8,800 each	
School Zone Identification and Enforcement	Street Projects	School zone signs with radar and warning alerts	No	\$5,000 each	General maintenance
Speed Control through Gardiner	Street Projects	Install digital speed signs	No	\$5,000 each	General maintenance
Speed Control through Gardiner	Street Projects	Install speed bumps	No	\$250 each	General maintenance
Remove Rocks along Main Street Sidewalks	Street Projects	Remove rocks along sidewalks and install parking blocks (40 total)	No	\$15,000.00	
Pave Stone Street from Highway 89 to Gardiner School	Street Projects	Road Section with sidewalks and connection to stormwater	No	\$933,620.00	General maintenance
Jardine Road Pullout Maintenance Improvements	Street Projects	Grade and gravel (9" subbase and 3" crushed gravel surfacing)(County labor)	No	\$12,500.00	General maintenance
Jardine Road Pullout Maintenance Improvements	Street Projects	Install parking blocks	No	\$750.00	
Jardine Road Pullout Maintenance Improvements	Street Projects	Install concrete barriers along south edge	No	\$4,000.00	
5th Street Improvements	Street Projects	Make 5th Street a one-way street to facilitate emergency services. Install one-way street signs	No	\$10,800.00	
General Road Maintenance	Street Projects	Dust control, street sweeping, grading of gravel roads	No	Varies	
Spring Street (3rd Street to 4th Street)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$255,540 \$307,980	General maintenance
3rd Street (Water to Spring)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$146,160 \$173,760	General maintenance
3rd Street (Spring to Stone)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$192,450 \$230,400	General maintenance
3rd Street (Stone to Main)	Street Projects	Connection to stormwater and upgrade to section without or with sidewalk	No	\$190,930 \$228,880	General maintenance
Water Street (4th Street to the west)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$348,140 \$417,140	General maintenance



Project	Category	Description	Land or Easement Required	Estimated Cost	O&M Costs
4th Street (Spring St. to Stone St.)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$192,860 \$230,810	General maintenance
4th Street (Stone St. to Main St.)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$177,940 \$212,440	General maintenance
Jardine Road (2nd St. S to King Lane)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$1,706,470 \$2,051,470	General maintenance
Bigelow Lane (Granite St. to 5th St. W)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$508,960 \$612,460	General maintenance
5th Street W (Bigelow Lane to 2nd St. N)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$237,630 \$285,930	General maintenance
5th Street W (2nd St. N to 3rd St. N)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$439,610 \$529,310	General maintenance
5th Street W (3rd St. N to 4th St. N)	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$235,700 \$284,000	General maintenance
1st Street N	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$86,470 \$100,270	General maintenance
2nd Street N	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$88,400 \$102,200	General maintenance
3rd Street N	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$88,400 \$102,200	General maintenance
4th Street N	Street Projects	Connection to stormwater and upgrade to section with or without sidewalk	No	\$148,090 \$175,690	General maintenance



## **Appendix B: Public Outreach Information**



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(406) 442-8594

## **Legal Ad**

Park County will host a community needs assessment meeting, in conjunction with the County's planning process for a Comprehensive Capital Improvements Plan (CCIP), specifically for the unincorporated community of Gardiner. The County will discuss the biggest community challenges and issues, and generate ideas that will make the Gardiner community a better place to live, especially as it relates to capital improvements in the community and other public facilities. The meeting will also provide an opportunity to learn about potential grant funding sources for community projects.

We invite you to join us on Wednesday, February 16th from 5:30 to 6:30 in Gardiner at the Gardiner Community Center. For further information, please contact Kristen Galbraith, Director of Grants & Special Projects at [kgalbraith@parkcounty.org](mailto:kgalbraith@parkcounty.org) or 406-922-5696.

**Publication Dates – 2/4/2022; 2/11/2022**





## LOCAL ANNOUNCEMENTS

**NOW ACCEPTING APPLICATIONS** for the Gardiner Resort Area Tax District Board of Directors! Submit your Declaration of Nomination to Park County by 5pm February 7, 2022. The May election will be to fill upcoming board vacancies. Seats are four year terms. Forms available online at [www.ParkCounty.org](http://www.ParkCounty.org) under elections.



**NOTICE IS HEREBY GIVEN** that the Board of County Commissioners of Park County, Montana, will receive applications for the Park County Fairgrounds and Parks (PCFP) Board. The purpose of the board is to serve as an advisory board to the Park County Commission. The board serves to represent the public's best interests, provide direction, guidance and oversight to ensure the success of Park County's Fairgrounds and Parks Department mission, vision, and goals to provide quality agricultural, economic, social and recreational opportunities to residents and visitors by facilitating access, understanding and enjoyment of the natural and built assets and amenities of Park County, Montana. There are three (3) positions available for a term of three (3) years each. An application can be picked up at the Commission office or downloaded by going to the [www.parkcounty.org](http://www.parkcounty.org) website, under Departments, County Boards/Committees—scroll down to the bottom of the page to access the application. **Open until filled.** Please return applications to Rosemary Madero, Commissioners Administrative Assistant, via email, [rmadero@parkcounty.org](mailto:rmadero@parkcounty.org), or mail to the County Commissioners office: 414 E. Calendar Livingston, MT 59047.

**THE FEBRUARY MEETING** for the Gardiner Resort Area District will be held upstairs at the Gardiner Chamber office on February 8th at 7:00pm. Questions? Contact us via our website at [www.gardinerresorttax.com](http://www.gardinerresorttax.com). The public is encouraged to attend!

*Local Announcements continued on page 2...*

**yellowstone**  
HOT SPRINGS

**Open  
9am-9pm  
Wednesday-Sunday**

**YellowstoneHotSpringsMT.com**

*YHS is a tobacco, alcohol, and pet-free facility.*

**Optics Yellowstone**

*Open daily, 1pm-9pm*

*Melba Coleman 406-224-1567  
Doug McLaughlin 406-224-5277*

**SWAROVSKI  
OPTIK  
Sales & Rentals**

[optics.yellowstone@gmail.com](mailto:optics.yellowstone@gmail.com)  
[www.opticsyellowstone.com](http://www.opticsyellowstone.com)

**ERA** Landmark  
REAL ESTATE REAL ESTATE

**NHN Aquila Lane, Emigrant, MT 59027**

3 acre building lot with stunning views. This lot is near enough to US HWY 89 to make it very convenient to both Gardiner and Livingston. Views to the south take you from Mountain Sky Ranch's lush hay fields, looking up the Yellowstone river toward Tom Miner Basin and the Gallatin and Absaroka mountains. Central to great fishing, hunting, trails, Yellowstone National Park, and Chico Hot springs. On a dead end road for added privacy.

LISTED BY:









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**ERAGardiner.com**  
406-222-8700

Robyn Erlenbush CRB Broker Owner Each office independently owned and operated.

*The Gardiner Chamber of Commerce serves our community through developing local tourism while endorsing the stewardship of the Yellowstone Ecosystem.*

# 5 Day Forecast for Gardiner, MT from the National Weather Service

Today	Tonight	Thursday	Thursday Night	Friday	Friday Night	Saturday	Saturday Night	Sunday
								
Cold	Partly Cloudy	Mostly Sunny	Partly Cloudy	Mostly Sunny	Mostly Cloudy	Partly Sunny	Partly Cloudy	Mostly Sunny
High: 11 °F	Low: -2 °F	High: 27 °F	Low: 10 °F	High: 32 °F	Low: 17 °F	High: 34 °F	Low: 13 °F	High: 38 °F

## LOCAL ANNOUNCEMENTS... CONTINUED FROM PAGE 1

**THE PARK COUNTY HOUSING COALITION** seeks feedback on the draft Park County Housing Action Plan open for public comment until February 15, 2022. Please review the draft plan and supporting documentation in the 2021 Housing Needs Assessment on the [HRDC's website](#). HRDC is leading this community collaborative effort to increase opportunities for Park County residents to access housing where they can afford to live and thrive. Visit the website to learn more and subscribe for future updates.

**THE PARK COUNTY HEALTH DEPARTMENT** has scheduled outreach clinics providing free Covid-19 vaccinations, boosters, and testing, in Gardiner every Friday beginning February 4th at Yellowstone Forever. For more information or to schedule an appointment please visit their website <https://park-county-coronavirus-response-parkcounty.hub.arcgis.com/>.

**THE NEXT CHAMBER OF COMMERCE** Board of Directors meeting will be Thursday, February 17th, at 12pm, upstairs at the Chamber of Commerce Visitor Center. Public welcome. To attend via Zoom [please click here](#) for the meeting link. This month's agenda will include: committee updates and a presentation from Lisa Dieckman with Yellowstone Forever.

**THE LIVINGSTON-PARK COUNTY PUBLIC LIBRARY** bookmobile is at Arch Park on Wednesdays from Noon to 2pm. Unable to visit the bookmobile? There is a drop box/holds shelf located at the Gardiner Community Center. Please call 406-222-0862 for more information.

**UPDATE:** Gardiner Comprehensive Capital Improvements Plan, Park County is supporting Gardiner in developing a Comprehensive Capital Improvements Plan centered around improvements to infrastructure including streets, trails, parks, signage, parking, facilities, sewer, water, and broadband. This is an opportunity for Gardiner residents and businesses to envision and plan for infrastructure that will support the livability and economic development of the community. Provide your input on how Gardiner can achieve its vision by completing the survey: [Take the Survey!](#) In addition to the survey plan to attend the upcoming Gardiner Community Capital Improvements Plan (CCIP) public meeting: February 16, 2022 from 5:30 - 6:30 p.m. at the Gardiner Community Center, 208 W Main St W. Gardiner, MT 59030. A virtual meeting option will be available and information provided at a later date. If you have any questions, please contact Kristen Galbraith, Director of Grants & Special Projects at [kgalbraith@parkcounty.org](mailto:kgalbraith@parkcounty.org) or 406-922-5696.



**THE PHOENIX**  
RISE | RECOVER | LIVE

## BOXING

AT GARDINER HIGH SCHOOL

Fight like a champ every day.

**Thursdays 4:15pm-5:00pm**

No Experience or Equipment Needed  
All Phoenix Classes are free with 48 hours of sobriety. Programs are developed to support those dedicated to a sober life-style  
To learn more or to sign up, visit [thephoenix.org](http://thephoenix.org)

**STONE GATE** Schedule online at:  
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**CHIROPRACTIC** Call/Text:  
**406-425-2421**  
Email:  
[info@docdurr.com](mailto:info@docdurr.com)

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- ◆ Auto Accident Injury
- ◆ Workers' Compensation

503 Scott Street  
Suite 1  
Gardiner, MT 59030

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## Wolf Trapping, Hunting Season to Close in Region 3 when Threshold Reached

*Wolf harvest in Region 3 currently at 76 of 82 wolf threshold*

HELENA – During its meeting Friday, the Fish and Wildlife Commission voted to close the wolf trapping and hunting seasons in Region 3 when the harvest threshold of 82 wolves is met. As of Friday afternoon, 76 wolves have been killed in Region 3.

The commission established harvest thresholds in each of FWP's administrative regions, which total 450 statewide. If harvest meets any of these thresholds, the commission convenes to revisit the regulations and potentially adjust the season structure.

Those interested in up-to-date information on the status of Montana's wolf harvest can view FWP's [wolf dashboard](#), which shows the number of wolves harvested by region and wolf management unit (WMU). The [dashboard](#) is updated multiple times per day.

For all wolf hunting and trapping regulations and information, visit [FWP's wolf webpage](#).





**LEGALS**

**NOTICE IS HEREBY GIVEN**, that the Park County Board of Commissioners will receive sealed bids for Transfer Station Roof Replacement. Specifications for the project may be obtained by contacting the Clerk and Recorder's Office at the 414 E. Callender Street, Livingston, MT 59047, no later than 9:00AM January 18th, 2022.

Pub. Jan. 4, 11, 2022  
MNAJXP

Park County will host a community needs assessment meeting, in conjunction with the County's planning process for a Comprehensive Capital Improvements Plan (CCIP), specifically for the unincorporated community of Gardiner. The County will discuss the biggest community challenges and

**GET IT SOLD!**  
WITH A CLASSIFIED AD  
222-2000

issues, and generate ideas that will make the Gardiner community a better place to live, especially as it relates to capital improvements in the community and other public facilities. The meeting will also provide an opportunity to learn about potential grant funding sources for community projects.

Pub. Jan. 4, 11, 2022  
MNAJXP

**NOTICE OF TRUSTEE'S SALE OF REAL PROPERTY**

**NOTICE IS HEREBY GIVEN** by LINDY M. LAUDER, as successor Trustee of the public sale of the real property hereinafter described pursuant to the Small Trust Financing Act of Montana (Section 71-1-301, et seq., MCA). The following information is provided:

**THE NAME OF THE GRANTEE OR ORIGINAL TRUSTEE, THE BENEFICIARY IN THE DEED OF TRUST, ANY SUCCESSOR IN INTEREST TO THE BENEFICIARY OR GRANTEE, ANY SUCCESSOR TRUSTEE AND THE PRESENT RECORD OWNER IS/ARE:**

Grantor: John Pitsenberger  
Original Trustee: American Land Title Company  
Successor Trustee: Lindy M. Lauder, an attorney licensed to practice law in the State of Montana (the "Trustee")

**Original Beneficiary:** MER'S Mortgage Electronic Registration System, Inc. as nominee for First Interstate Bank, its successors and assigns (the "Beneficiary").  
**Current Beneficiary:** First Interstate Bank  
**Present Record Owner:** John Pitsenberger

**THE DESCRIPTION OF THE PROPERTY COVERED BY THE DEED OF TRUST IS:** The real property and its appurtenances in Park County, Montana, more particularly described as follows:

**A PARCEL OF LAND IN THE SOUTHEAST CORNER OF SECTION 35, TOWNSHIP 4 NORTH, RANGE 8 EAST, 34M, PARK COUNTY MONTANA, MORE PARTICULARLY DESCRIBED BEGINNING AT THE SOUTHEAST CORNER OF SECTION 35, TOWNSHIP 4 NORTH, RANGE 8 EAST; THENCE NORTHEAST ALONG THE EAST LINE OF SECTION 35, 900 FEET; THENCE WESTERLY ALONG A LINE PARALLEL TO THE SOUTH SECTION 35 TO A POINT INTERSECTION OF THE EAST LINE OF THE U.S. HIGHWAY 89 RIGHT-OF-WAY; THENCE SOUTHWESTERLY ALONG THE EAST LINE OF SAID HIGHWAY RIGHT-OF-WAY TO THE SOUTH LINE OF SECTION 35; THENCE EASTERLY ALONG THE SOUTH LINE OF SECTION 35 TO THE POINT OF BEGINNING. ACCORDING TO THE OFFICIAL PLAT THEREOF ON FILE AND OF RECORD IN THE OFFICE OF THE CLERK AND RECORDER OF PARK COUNTY, MONTANA**

with an address of 2760 US Hwy 89 North, Wibaux, MT 59086.

**RECORDING DATA:** The following instruments and documents have been recorded in the Clerk and Recorder's Office in Park County, Montana:  
Deed of Trust dated July 30, 2009, and recorded August 4, 2009, under Document No. 356607; and  
Assignment of Deed of Trust dated October 7, 2021, and recorded October 7, 2021, under Document No. 426744; and  
Substitution of Trustee dated October 8, 2021, and recorded October 12, 2021, under Document No. 426613.

**THE DEFAULT FOR WHICH THE FORECLOSURE IS MADE IS:** Nonpayment of monthly installments of \$1,864.28 due under the Promissory Note dated July 30, 2009, which is secured by the Deed of Trust. The borrower is due for the August 1, 2020, payment and for each subsequent monthly payment.

**THE TERMS OWING ON THE OBLIGATION SECURED BY THE DEED OF TRUST AS OF OCTOBER 7, 2021:**  
Principal: \$213,167.64  
Interest: Interest continues to accrue at a rate of 5.50% per annum. As of October 7, 2021, the interest balance is \$13,935.25 and interest accrues at the rate of \$32.12 per day.  
Late fees: \$1,502.40

The Beneficiary anticipates and intends to disburse such amounts as may be required to preserve and protect the real property, and for real property taxes that may become due or delinquent, unless such amounts or taxes are paid by the Grantor or successor in interest to the Grantor. If such amounts are paid by the Beneficiary, the amounts or tax-

es will be added to the obligation secured by the Trust Indenture. Other expenses to be charged against the proceeds of the sale include the Trustee's and attorney's fees, and costs and expenses of sale.

**THE TRUSTEE, AT THE DIRECTION OF THE BENEFICIARY, HEREBY ELECTS TO SELL THE PROPERTY TO SATISFY THE ABOVE-SAID OBLIGATIONS.**

**THE DATE, TIME, PLACE AND TERMS OF SALE ARE:**  
Date: March 2, 2022  
Time: 1:00 p.m., Mountain Standard Time or Mountain Daylight Time, whichever is in effect.  
Place: Front Entrance to the Park County Courthouse, City County Complex, 414 East Callender St., Livingston, MT 59047

**HOME-RAISED CUTE CORMIX PUPS.** For more information, prices and delivery options, call (406) 931-0133

**SALE:** Bidding You and Yours a Very Happy New Year!  
LOAN AUCTION SERVICE, INC.  
406-686-4728  
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222-2000

Pub. Dec. 21, 28, 2021  
Jan. 4, 2022  
MNAJXP

**MISCELLANEOUS**

**Senior male, average height** firm build, not too hard on the eyes. No heavy baggage, drugs or smoke. Seeking to correspond with a petite female 60+ who truly loves the rural Montana life, gutsy enough to reach out and take a chance on finding a soulmate. Please call (352) 382-4008

**PETS**

**HOME-RAISED CUTE CORMIX PUPS.** For more information, prices and delivery options, call (406) 931-0133

**AUCTION**

**LOAN AUCTION SERVICE, INC.**  
406-686-4728  
www.loanauction.com

**SELL IT!**  
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**ENTERPRISE**

**IMMEDIATE OPENING FOR MAILROOM-INSERTER-DRIVER**

The Enterprise has immediate openings for staff in the mailroom, and delivery drivers. Mailroom staff operate inserting machinery, sort mail and a variety of other distribution tasks. Drivers operate company delivery vehicles to other nearby communities. Full or part-time shifts available. Competitive hourly salaries, depending on experience. Apply to Mike Grafe, Production Manager, at The Enterprise, 401 South Main, Livingston or e-mail resume to print@ivent.net.

**ENTERPRISE**

**SUDOKU**

**Concepts Sudoku** By Dave Green

5		7						
4	7		6			1		
			2				8	6
		4		1				
9	6	1			2	5	4	
		2		6				
1	7		8					
	3		4		9	2		
			1		5			

Difficulty Level ★★ 1/04

**数独**

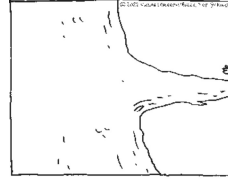
**Answer to previous puzzle**

8	7	9	1	5	3	6	2	4
4	2	3	6	8	9	7	5	1
1	6	5	4	7	2	9	8	3
2	9	7	8	3	1	5	4	6
6	8	1	5	2	4	3	7	9
5	3	4	7	9	6	8	1	2
7	1	6	9	4	5	2	3	8
3	4	8	2	6	7	1	9	5
9	5	2	3	1	8	4	6	7

This is a number-placing puzzle based on a 9x9 grid with several given numbers. The object is to place the numbers 1 to 9 in the empty squares so that each row, each column and each 3x3 box contains the same number only once.

The difficulty level of the Concepts Sudoku increases from Monday to Friday.

**CARPE DIEM**



**MOTHER GOOSE & GRIMM**



**GARFIELD**



**PEARLS BEFORE SWINE**



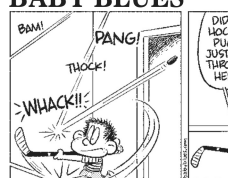
**NON SEQUITUR**



**LOLA**



**BABY BLUES**



**ZITS**

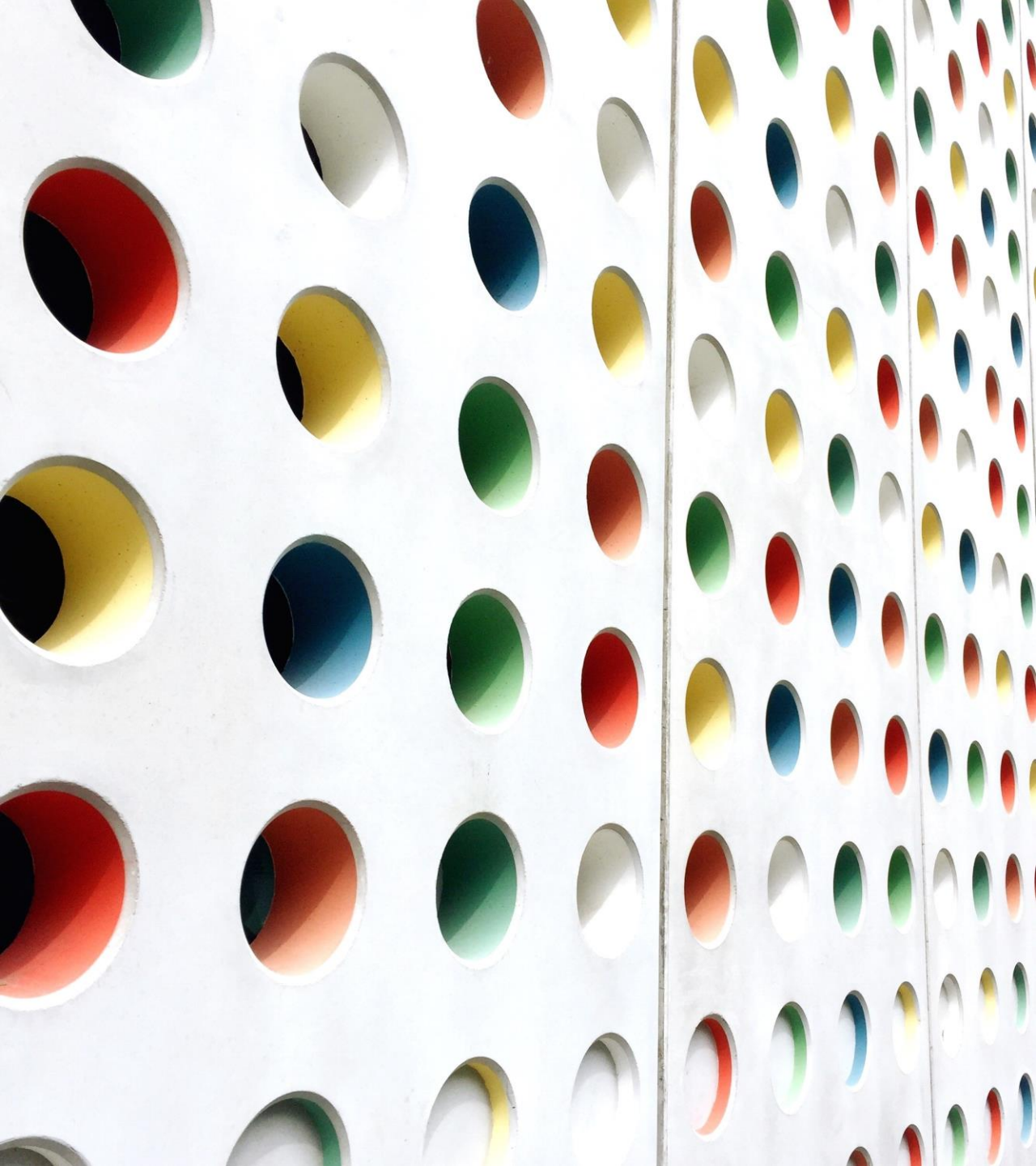




Gardiner Comprehensive Capital Improvements Plan (CCIP)  
 Public Meeting  
 February 16, 2022

PLEASE SIGN IN

NAME	ADDRESS	CONTACT ME (EMAIL)
JOSH WELLS	PRAY MT	GARDINERWS@OUTLOOK.COM
Jon Nicholson	940 US 89 S	jonathan_nicholson@rps.gov
Scott Kremer	Box 492 GARDINER	
Colette Daigle-Berg	Box 275 Gardiner	colette@coolworks.com
LAURA WILLIAMS	PO BOX 873 GARDINER	lauraawilliams@yahoo.com
Mike Thom	PO Box 1132 Gardiner	m_thom_3@hotmail.com
Sabrina Strauss	P.O. 245 Gardiner	sstrauss14@zoho.com
Patrick Hepp	P.O. Box 1111 Gardiner	johnn.shallow@gmail.com
McIntosh, Dennis	304 4th St	the.dennis.mcintosh@gmail.com
Susan Vernon	Highway South	



# Gardiner Comprehensive Capital Improvements Plan

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PUBLIC MEETING

FEBRUARY 16, 2022



# What is a CCIP and why should Gardiner develop one?

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SAVES MONEY



HELPS LOCAL GOVERNMENT UNDERSTAND AND BE RESPONSIVE TO CITIZENS' NEEDS



IMPROVES EFFICIENCY OF LOCAL GOVERNMENT



ENCOURAGES ECONOMIC DEVELOPMENT



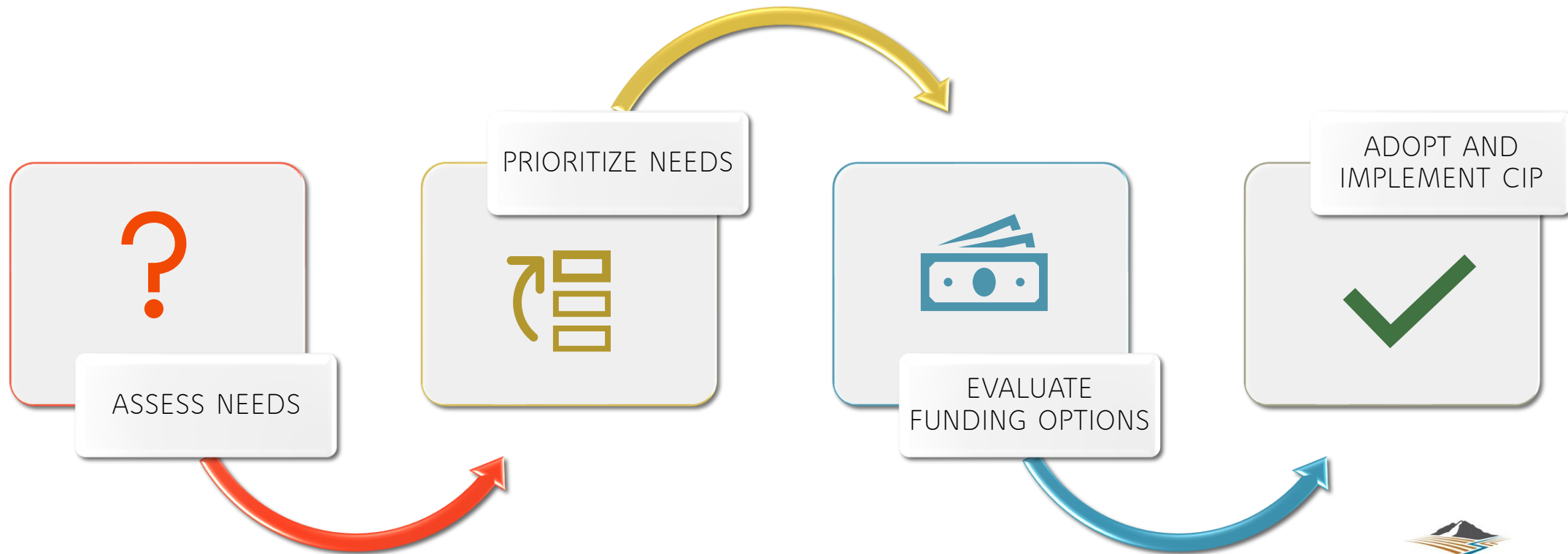
HELPS LOCAL GOVERNMENT MEET STATUTORY REQUIREMENTS





# How do we complete the plan?

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# Visioning Gardiner's Future

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"If you don't stand for something - you'll fall for anything." *Scale Werks*

Five to Ten Years Into the Future List the Accomplishments

- What does Gardiner have that lends to the vision?
- How can the community change to achieve the vision?
- What are the priorities for the community?







# Park County Priority

# Rebuilding Gardiner Streets

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Park County will fund standard design repair and replacement....  
but would you like to see design upgrades?



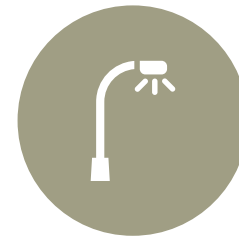
STANDARD ROAD  
WITH OR WITHOUT  
CURB AND GUTTER



SIDEWALKS FOR  
PEDESTRIAN  
TRAFFIC



SIDEWALK AND  
BOULEVARD



STREET LIGHTING

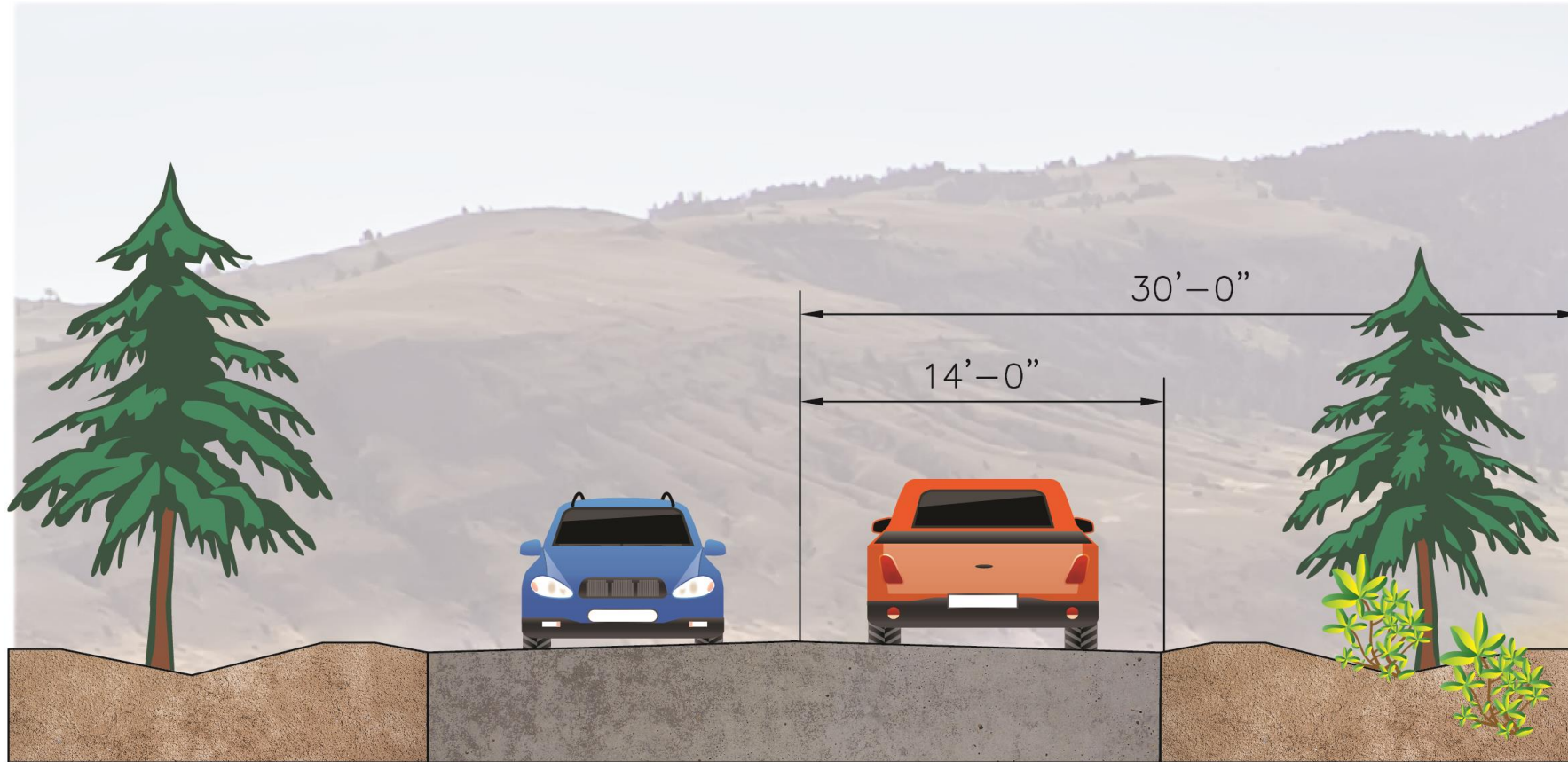


OTHER IDEAS?





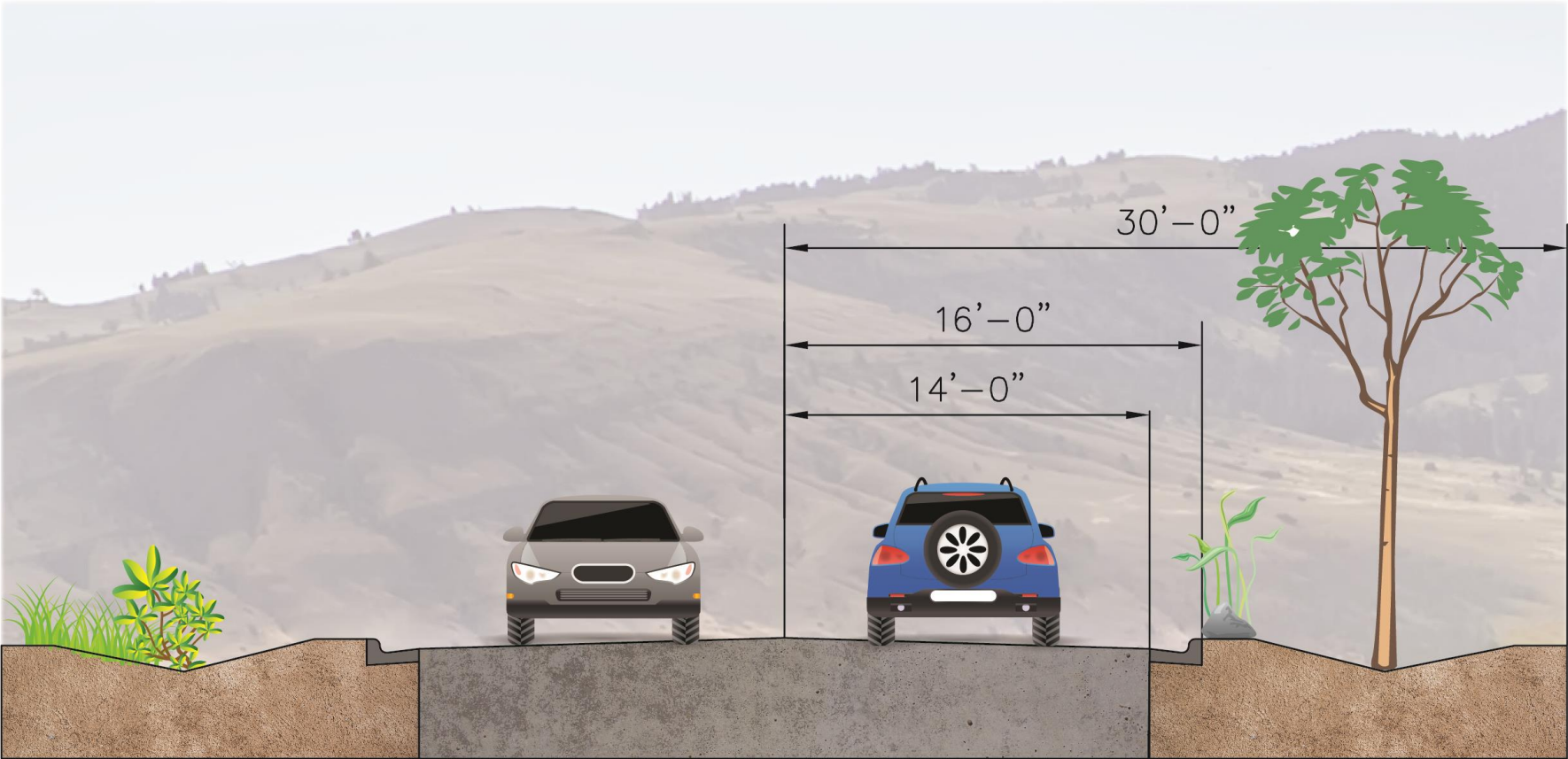
# Park County Typical Road Section



**STANDARD STREET SECTION**



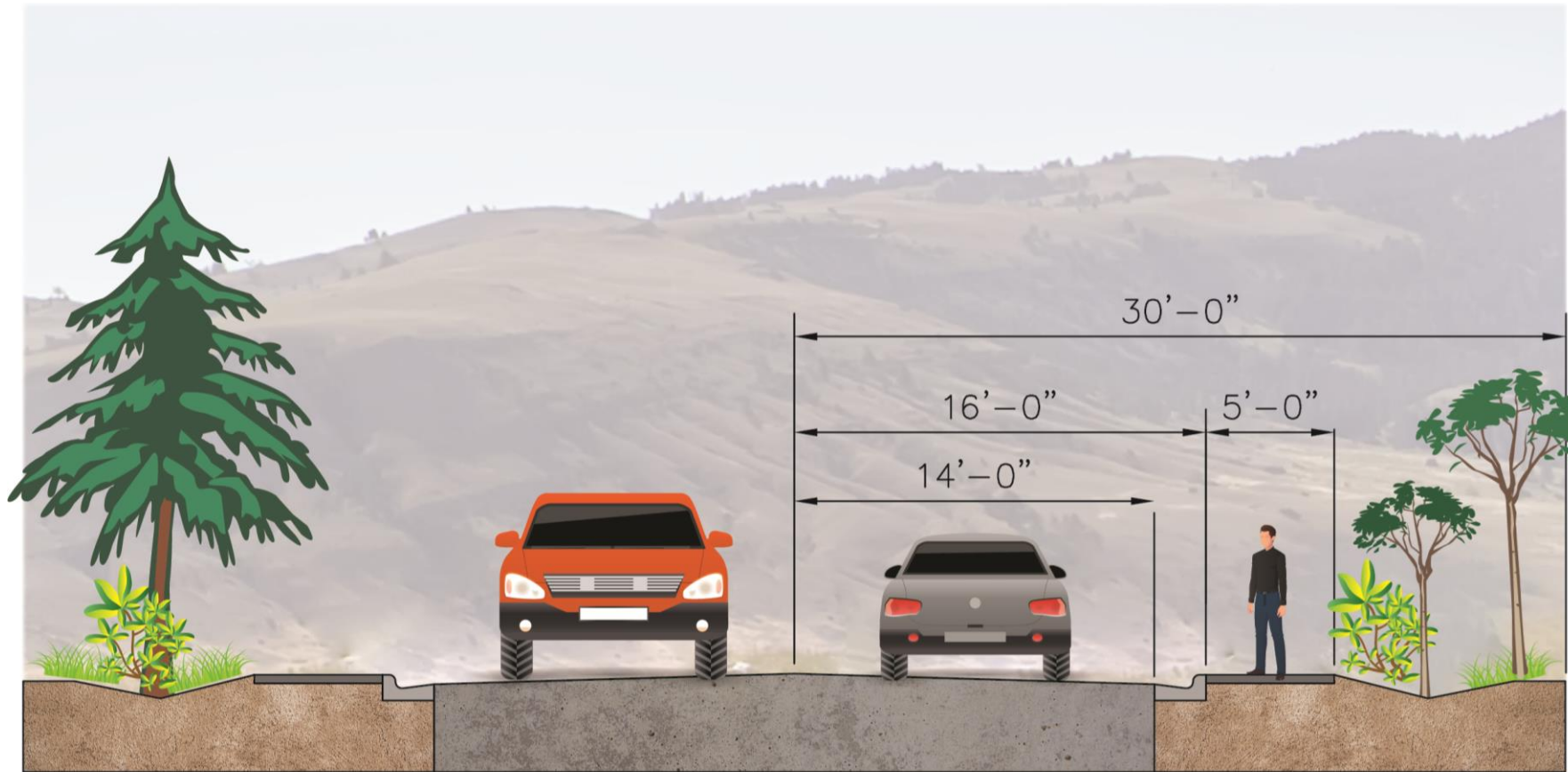
# Road Section with Curb and Gutter



**STREET SECTION WITH CURB AND GUTTER**



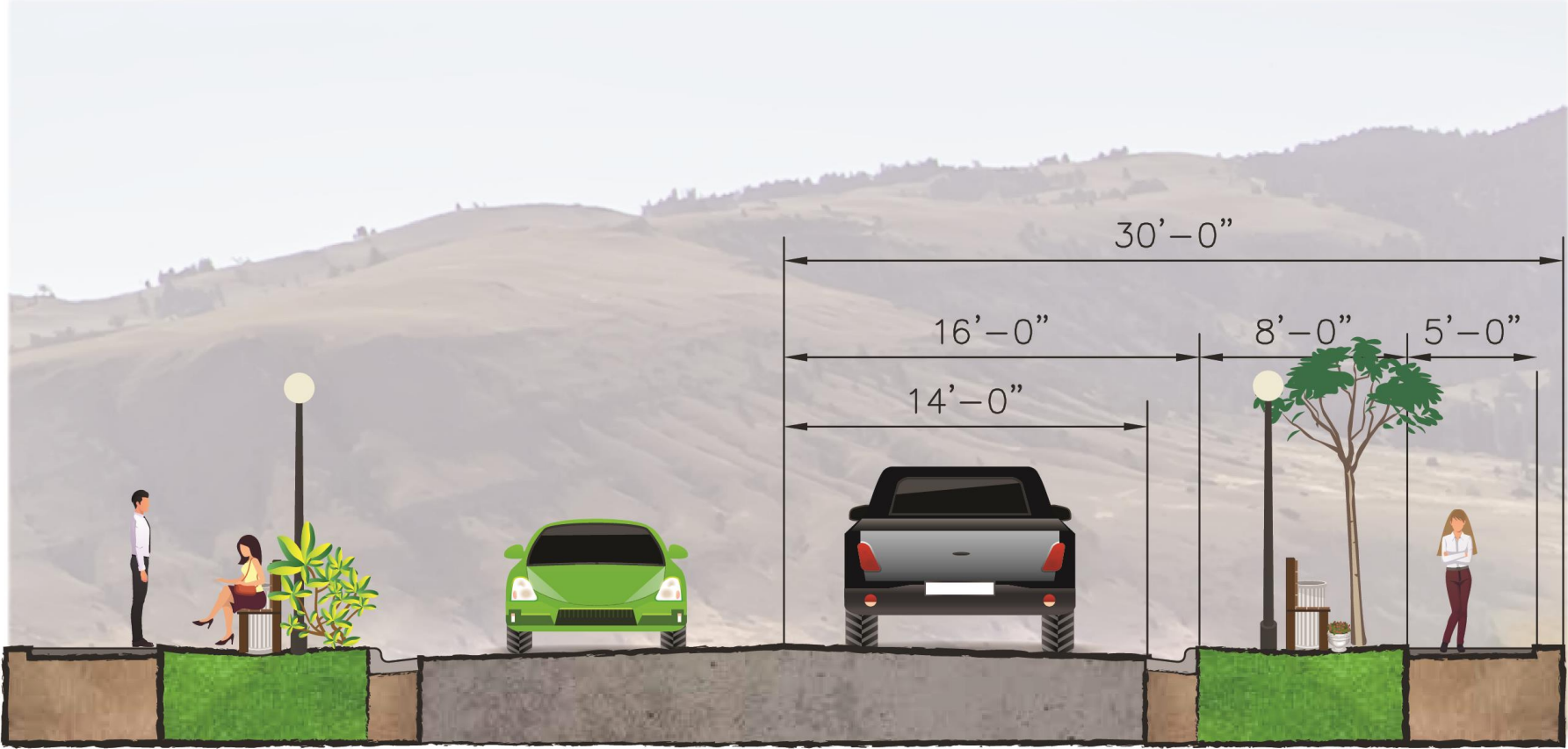
# Road Section with Sidewalk



**STREET SECTION WITH CURB AND GUTTER, SIDEWALK**



# Road Section with Boulevard and Sidewalk



**STREET SECTION WITH CURB AND GUTTER, BOULEVARD AND SIDEWALK**





# Funding Options for Street Upgrades

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Park County will fund basic repair and replacement....  
design upgrades could be funded through:



ROAD IMPROVEMENT  
DISTRICT (RID)  
ASSESSMENT



RESORT TAX



FEDERAL LANDS ACCESS  
PROGRAM (FLAP) GRANT

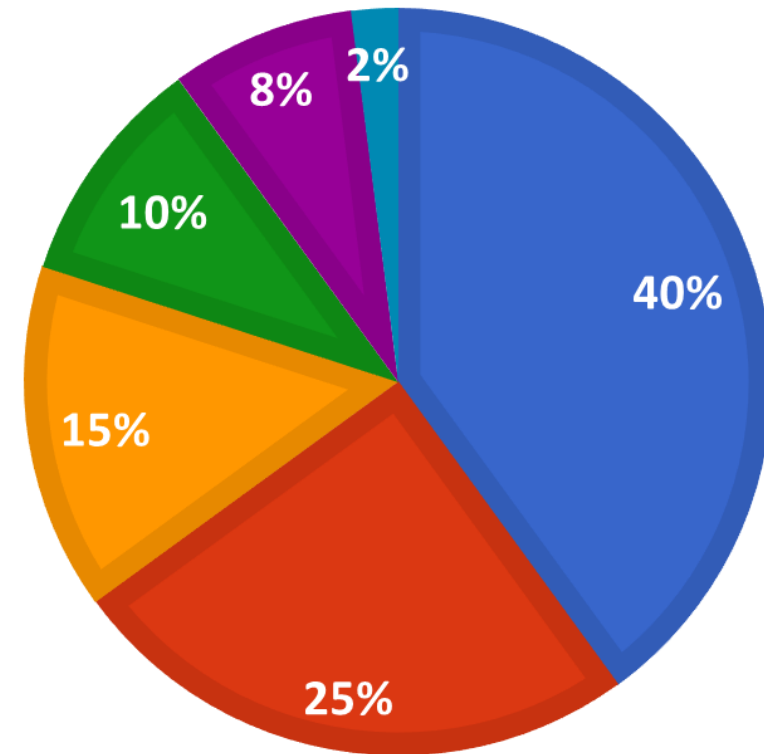


# Current Survey Results

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## INFRASTRUCTURE COMPONENT RESULTS

- Infrastructure
- Streets
- Visitor Management
- Public Facilities
- Signage
- Trails and Parks



# Your Turn

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1. Streets (includes lighting, landscaping/boulevards, sidewalks, drainage)
2. Infrastructure (sewer, water, broadband, solid waste)
3. Trails and Parks
4. Signage (wayfinding, wildlife awareness)
5. Visitor Management (traffic flow, parking, public restrooms)
6. Facilities (sheriff's office, library, others)



# Contact Us

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Stahly Engineering & Associates:

Kathy Thompson, P.E.

[kthompson@seaeng.com](mailto:kthompson@seaeng.com)

406.522.8594

Robie Culver

[rculver@seaeng.com](mailto:rculver@seaeng.com)

406.442.8594

Park County:

Kristen Galbraith

[Kgalbraith@parkcounty.org](mailto:Kgalbraith@parkcounty.org)

406.922.5696

Matt Whitman

[Mwhitman@parkcounty.org](mailto:Mwhitman@parkcounty.org)

406.222.4114





**Comments Received at the  
Gardiner CCIP Public Needs Assessment Meeting**

February 16, 2022 @ 5:30 p.m.

1. Individual is not comfortable with County commissioners making decisions for the community of Gardiner.
2. Gardiner needs a place for community gatherings. A new community center that would be a good resource for meetings, with good heat.
3. Hope that we will continue to have a robust civic community. Realize that things that appeal to businesses are also appealing to the civic community. Gardiner has become less civic community and more business community.
4. 89 North is the only way out of/into Gardiner and has a significant problem, especially in the summer. Old Yellowstone Trail should be examined an emergency route out of Gardiner.
5. 5<sup>th</sup> Street is too narrow for emergency services to access. On-street parking is narrowing the roadway.
6. Better drainage on 3<sup>rd</sup> Street with storm water management.
7. Should the County consider paving Old Yellowstone Trail? It is a county road from Gardiner to Point of Rocks. Can the road be graded more often?
8. Discussion on the effects of open up Old Yellowstone Trail with improvements.
9. Make sure to protect the views of the surrounding landscape by not building too large of buildings that could obstruct the views. Also, to protect the dark night sky by ensuring exterior building lights and streetlights meet certain standards.
10. Great to keep the vision for this effort to the infrastructure, circulation, civic stuff etc. Will be a huge help to the Neighborhood Plan effort to capture detail on what the community wants for this - broader visioning is captured in the NP.
11. The big thing for a major emergency on 89 is making sure that the road on the west side of the river in the canyon is opened (even if access is restricted) and at least minimally maintained.
12. Make more of what is not walkable now, walkable. Make Jardine Road safe for pedestrians. Addition of sidewalks in appropriate locations. Residents don't necessarily want visitors on all of the same routes.
13. Organization converting old rail beds into biking and walking paths – Rails to Trails grant opportunities.
14. Jardine Road safer for pedestrians!!! With the possibility of HRDC building many affordable housing units on their recently acquired property half mile up the Jardine Road, there will be a large increase of traffic on the road.

15. Safety of US 89 needs to be addressed – wildlife/vehicular safety, turn lanes, etc. Speed related as well as capacity of the road.
16. The big thing for a major emergency on Highway 89 is making sure that the road on the west side of the river in the canyon is opened (even if access is restricted) and at least minimally maintained in case it is needed.
17. We need to connect storm drainage, but filter out garbage, waste oil, etc. We have water and sewer systems, and streets that need to be rebuilt. Make sure project sequences are correct. Resort tax board has limited funds to help projects along.
18. Agree with Richard, storm water drainage systems are a huge need. Also not allowing private property owners to just pave and send their storm water next door.
19. What are water and sewer projects coming up? Water main from Granite Street to 5<sup>th</sup> Street. Other projects near sewer lagoon. Will work in conjunction with the County on Street rehabilitation.
20. One thing to consider for traffic and I'm guessing the county is already looking at this, but they should probably start thinking about adding a third lane on some of the flat and straight stretches. I don't think anything in Gardiner basin would work (too narrow and curvy etc) but there are more than a few spots north of the canyon that could be utilized that way.
21. Highway 89 – not only safe, but make it look better. Pick up garbage along the roadway – mostly from businesses.
22. Having a sheriff stationed in Gardiner.
23. Not much room in Gardiner for construction work, but there is never a convenient time to do the work. It's better to do upgrades now than later. Streets that are infringed upon by vehicles and property owners can be improved. There is a shortage of County land, so we should keep right of way cleaned and usable.
24. Do something with Stone Street from the Highway to the school. Paved, but not necessarily wider.
25. Not sure this belongs here but wanted it captured. With the increase of river recreation, the parking areas and access into the river could be greatly improved. (not that we need more river use)
26. Balance of family and community. Sidewalks, playgrounds, safety. How are we welcoming families in, what are those pieces that families desire, and how do we balance that with heavy tourist use in summer.
27. For those with children, should we incorporate bike lanes in infrastructure? Consensus was it is more the ability to get out and be able to let kids be on their own – space to turn kids loose, playgrounds and trails, in areas more removed from the community.

28. Looking at the location of the school, knowing that the school zone serves a larger purpose for the community year around due to the playground, field, parking lot, etc. Making a much safer, larger, slower enforced school zone that enables safe family recreation area year-round. Tied into Arch Park, implement much better signage, much slower speed zones, speed bumps, one-way streets, appropriate lighting, appropriate drainage, etc.
29. If there is ever an opportunity to reconnect to the River Trail at the Gardiner level, take it. Used to be able to hike from Power into town, but trail head was moved. Trail came through private property, which caused issues. Public ROW was not preserved when subdivision happened.
30. Question from Commissioner Berg: Sidewalks on Main and Park Street with rocks – are they a hazard, or are they okay? Potentially a hazard, take up parking space. Hazard for tripping, fills up with weeds, hard to maintain. Was it to slow down traffic? Purpose was to keep bumpers from overhanging onto sidewalk.
31. Question from Commissioner Berg: There are two 8” pipes underneath the Yellowstone River: one water and one sewer. Should we put a bridge across the river to attach water and sewer lines to, that could also be pedestrian and bike lane? It would be located at the end of Yellowstone Street, right behind the school. This has been discussed with Forest Service – conversation is still on the table. Connection to Highway 89, other than Yellowstone Street. It would be beneficial to not have another pipe failure in the river. It would promote civic minded, family friendly access. Fair amount of sewer comes from Mammoth. Bridge could connect to trail behind Heritage Center.
32. Another fail of the water/sewer pipes in the Yellowstone River will be a travesty, and being the gateway to Yellowstone, we can't have that.
33. Storm drainage... and the water has to go somewhere when it is funneled to one location, major erosion control issues and oil separation requirements
34. Lighting...you need to put them on shorter poles
35. At 5<sup>th</sup> Street and Granite Street, there is only 30-ft of right of way, so there are not many options for road upgrades. Streets with 60-ft right of way could upgrade the street amenity options.
36. At a bare minimum, the drainage needs to be addressed with curb and gutter on all upgraded streets. Generally speaking, most individuals would like to see curb, gutter and sidewalk.
37. Sidewalks are not necessary on every street, only on through streets. Some upgrades will need to be site specific due to obstacles along the roadway, etc.
38. Storm drains on Highway 89 are not maintained.
39. Don't install boulevards along the streets unless you have someone to maintain the vegetation.
40. Streetlights should be dark skies lighting. There is a streetlight maintenance district in place.

41. Parking configuration on streets with 60-ft right of way – will need to be evaluated on a street-by-street basis. Add parking if possible. Striping should be accommodating for more than compact cars.
42. Multiple unit housing adds need for more parking.
43. 5<sup>th</sup> Street could be a one-way street to improve flow.



**Gardiner Comprehensive Capital Improvements Plan  
Public Outreach Survey**

Please complete the survey below and email to: Park County Grants & Special Projects, Kristen Galbraith, [kgalbraith@parkcounty.org](mailto:kgalbraith@parkcounty.org) or fold, seal, stamp, and mail to:

Park County Grants and Special Projects  
414 East Callender Street  
Livingston, MT 59047

The survey is also available in electronic version: <https://www.gardiner.stahlyprojects.com/>

**How do you think Park County should prioritize the following infrastructure components?  
(Please rank from 1 to 6, with one being the top priority)**

- \_\_\_\_\_ Streets (includes lighting, landscaping/boulevards, sidewalks, storm drainage)
- \_\_\_\_\_ Infrastructure (sewer, water, broadband, solid waste)
- \_\_\_\_\_ Trails and Parks
- \_\_\_\_\_ Signage (wayfinding, wildlife awareness)
- \_\_\_\_\_ Visitor Management (traffic flow, parking, public restrooms)
- \_\_\_\_\_ Public Facilities (sheriff's office, library, others)
- \_\_\_\_\_ Other \_\_\_\_\_

**Are there specific infrastructure projects that you would like to see addressed by Park County?**

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**Do you have any additional comments?**

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Park County Grants and Special Projects  
414 East Callender Street  
Livingston, MT 59047

Park County Grants & Special Projects  
414 East Callender Street  
Livingston, MT 59047

## Comments Received from the Survey

**If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.**

1. Affordable housing for the working class
2. Housing. I've only been in Gardiner for a few years, but everyone I talk to has the same concern. Every issue from school enrollment, a lack of community engagement, to having open businesses year-round ALL are connected to the lack of decent affordable housing options in Gardiner.
3. Affordable housing
4. need to better maintain roads and bridges first.
5. Internet
6. Housing. Should housing be considered infrastructure?
7. Passing lanes on Hwy 89. Work with The National Park Service on expanding parking on Park Street in Gardiner. Utilize the "triangle" across from Xanterra HR/Park St. that is a field technically inside YNP. More Public Restrooms. The Chamber of Commerce in Gardiner had 90,000 people walk through their doors, the majority were using the bathroom.
8. wifi
9. Definitely more signage for people exiting Yellowstone to keep traffic out of neighborhoods. We need more signage to direct people to Hwy 89/Livingston/North. Lost drivers speed through our neighborhood which is already congested and has a blind corner.
10. Jardine road pull-off management. The pullouts on the Jardine Road are in awful shape during the summer because of tourist misuse - garbage, human waste, eyesores, etc. I live at the top of the hill after several pullouts.
11. Similar to trails and parks, but river access.
12. employee housing
13. Affordable housing, restricting vacation rentals to owner occupied
14. Public swimming pool
15. Roads maintained and plowed
16. Zoning and additional housing efforts local workers can afford.
17. Alley (DSA) and other confined streets parking. Fire engines and ambulances cannot drive through.
18. #1 issue in Gardiner is housing. The lack thereof, no management or restrictions on vrbo, and the nonexistent zoning and codes which is allowing for rampant and inappropriate construction without any regard to the integrity of the community. Any discussion of infrastructure needs is laughable without first addressing the destruction of the Gardiner community.
19. Any infrastructure projects that enable and incentivize long-term residential housing and the development of more all-season "third places" where people can actually gather would be appreciated.
20. Speed control such as rumble strips or "Your Speed Is" signs, especially on Scott St.

21. affordable housing
22. Affordable housing for Deputies and teachers
23. Not exactly infrastructure, but could site elements like bearproof garbage cans be provided for public use? Litter has become a huge problem, especially at the entries to dining establishments (pizza boxes and to-go containers).
24. It would be great if the county could do something to incentivize affordable housing. I feel like you only hit walls so it's no wonder people resort to short-term rentals. Can the county do anything to tackle getting additional land from USFS for housing (with covenants regarding no short-term rentals). It would not take a ton of land but we are losing this town.
25. More restaurants & bars
26. school zone identification and enforcement. Zero tolerance should be enforced in the greater school zone area, and next to zero tolerance for all speeding and moving violations in our community.

**Are there specific infrastructure projects that you would like to see addressed by Park County?**

1. Where does operation and maintenance fit in or get its money?
2. Parking (requiring parking with construction, enforcement of squatters and abandoned vehicles, enforcement of vehicles blocking traffic), dark sky lights, a sidewalk on lower Jardine Road, a snow shoveling rule and enforcement, especially for non-resident owners.
3. Housing
4. Condition of roads; improvement of resident-focused facilities and services.
5. Housing projects. First and foremost. If there isn't any decent affordable housing, there isn't a town. Improving places like the Community Center, Library and Scout House are high on the list after that. Gardiner has no shortage of common spaces, but they need to be improved upon if they can really be seen as amenities by locals and visitors.
6. need to better maintain roads and bridges first.
7. Our water in Gardiner is not up to legal obligations or requirements. That would be nice to fix.
8. Removal of vehicles parked over 3 weeks
9. The side roads/neighborhoods in Gardiner are in very poor shape.
10. Crosswalks need to be more maintained, painted.
11. The washboard on the Jardine Road.
12. US 89 needs passing lanes and wildlife under/overpasses. Traffic is impeded by vehicles moving at different speeds and with nowhere to safely pass. The section between Point of Rocks and Carbella would benefit from wildlife under/passes to reduce vehicle wildlife collision.
13. Additionally, I like to see follow through on the Yellowstone River Trail South project.
14. decrease vacation rentals, more eateries with bathrooms,
15. Night sky lighting, zoning so that businesses can't build businesses in residential areas, coming so that employee housing or other types of multiple places without adequate parking and access to emergency vehicles. Zoning so there has to be project reviews.
16. Pave Stone Street from Hwy 89 to the Gardiner School
17. Broadband
18. Potholes



19. A sidewalk on the Jardine Road from Gardiner View or Peters Ln to Scott St is desperately needed. In the summer there are many people walking down the road. It's increased significantly in recent years with increased visitation and lack of parking in town. Traffic on the road is also higher and it's only a matter of time before someone is hit by a car.
20. Literally anything would be an improvement.
21. Lighting is a priority but needs to be as unobtrusive as possible. Residents and visitors should be able to enjoy the night sky. Current and new lighting needs to be addressed.
22. Zoning and codes that protect the structure and components of the community as opposed to unmitigated and unregulated greed.
23. The entrance/exit to Jardine Road is very scary for people on foot in the winter months.
24. Faster internet
25. Affordable housing.
26. Improve first half mile of Jardine Road. Include sidewalk down the hill. Also, the drainage out of Phelps Creek by the water tower should have better drainage. The ditches and culverts are already full of ice.
27. Better signage entering and exiting the park. So many visitors when exiting will go straight on 3rd street instead of turning right onto Front/Park Street. There is no sign at the intersection for people to know that they should turn right. It is prior to the intersection. This is probably a park issue but the county could help. Also as visitors approach the main Yellowstone National Park sign, there is no indication as to whether they should turn right or left to find the entrance to the park.
28. Sidewalk on the Jardine Road -- would be nice to go to Eagle Creek at least
29. The infrastructure project at 5 Jardine Road: the homeowner has been told by Matt Whitman for about a year that Park County was going to fix the hole in the ground. Last winter about 6 cars crashed into the hole. After about a year Matt Whitman told the homeowner that the hole in the ground was the responsibility of the homeowner. Within days of the homeowner fixing the hole, Matt Whitman threatened the homeowner and demanded that the hole be restored after the homeowner spend \$2,500 fixing the hole. As part of this grant process this homeowner needs to be reimbursed \$2,500 because of Matt Whitman's misleading communications and actions. And, the hole and driveway need to be fixed.
30. Access to businesses for people with disabilities.
31. Stone Street. How can we look at facilitating school traffic, sidewalk usage, parking on the sidewalk, and repairs to Stone Street.
32. No
33. All dirt roads in the sewer district (Gardiner Proper) need better dust control some areas have been completely neglected.
34. Trash litter.
35. More restaurants and bars
36. Sewer, water and streets-they all go together
37. Fix the Jardine Road drainage, guard rails, pedestrian safety, etc. Create a safer school zone and enforce it. Enforcement of every aspect of infrastructure and pedestrian/vehicular infractions.
38. The pond at the big right-bearing bend before heading toward Xanterra HR; the YNP entrance cluster on a blind corner with all the weeds bearing right onto Park from Scott (the revamp from a couple years ago created more issues.)
39. Improve 5th street (Dog Alley) to ensure access for fire engines and ambulances. Improve drainage throughout town to ensure good flow, no ice dams and sound environmental practices. Elevate the sewer line under the Yellowstone and co-locate a pedestrian/bicycle bridge on top of the sewer line. Build an energy-efficient, library/meeting space in the vicinity of Arch Park.

## Do you have any additional comments?

1. The area desperately needs more housing solutions for workers to keep the flow of tourists coming this way or I worry that Gardiner may die out.
2. I would love to see a push by local leaders to have existing housing options held in some kind of public trust, etc to keep them available for locals. Zoning would be a logical step, but considering some of the vocal resistance, just outright owning housing options seems like a plausible alternative.
3. need to better maintain roads and bridges first.
4. More dust control and speed limit signs on Jardine Road where the pavement turns to gravel.
5. Completely AGAINST zoning!
6. Thanks for your hard work.
7. Stop allowing RVs and campers to park overnight on Scott St with their slide outs open. And busses or large vehicles blocking the view at side streets.
8. Enforcement of folks using public property for private enterprise needs to happen. Raft companies should not be able to park on public county streets, same with your buses, and the towing companies. They need to buy property to best overnight/run business from.
9. no tent cities, no trailers, no tiny housing.
10. Affordable housing, less vacation rentals, more family housing, save our school!!!!!!
11. With the amount we pay in taxes to Park County they should be ashamed of the road conditions in the town of Gardiner.
12. We need a sheriff's presence here every day from April - October
13. Thanks for allowing input.
14. Hire a sheriff deputy in Gardiner. With the legalization of recreational marijuana, there is bound to be an increase in traffic accidents and emergency calls.
15. Gardiner is rapidly becoming the eyesore of the county.
16. More town clean ups.
17. It's ALL very important! It was very hard to rank the components above but improved/updated infrastructure for both the community and visitors is in dire need. I would love to see civilized streets and parking, but think facilities and infrastructure are far more important at this point. Good luck, and thanks for thinking of Gardiner!
18. Thank you!
19. I really appreciate the effort to reach out and look at opportunities.
20. We are opposed to any improvements that require Gardiner to become incorporated.
21. Gardiner would be a great place for dark skies, the new streetlights are dreadfully bright. Also, sidewalks, potholes, and snow/ice mitigation do not lend themselves to Gardiner being a walking community and tourists desperately need to be able to walk with town being so congested.
22. "I am requesting a reimbursement of \$2500. from Park County Public works. In August of 2020, I met with Matt Whitman at Arch Park at the commissioner's meeting to fix the open ditch at 5 Jardine Rd. in Gardiner. He drove up to assess the problem and told me he would put it on the schedule in spring 2021 for repair. The repair never happened. I continued to call and email him through 2021 about the open ditch and he kept putting me off and ultimately refused to respond to any of my calls. I also contacted Corey Thornton and Bill Berg regarding the issue with no success. Finally, in October, I decided to hire a private excavator to repair the open

ditch the County refused to address. After doing so, I received a threatening letter from Matt Whitman demanding that I have the excavator dig up the repair job or I'd have to pay for the County to dig it back up. The excavator dug up the repair and returned it to an open ditch. Thus, I paid \$2500. for nothing. The ditch still remains open. Thank you for your consideration in reimbursing me the \$2500. Carol Beck 530-448-4577

23. I'm not sure the allocation of Park County tax bills reflects current needs
24. Any street improvements should be made to ensure good stormwater drainage.  
Promote/Ensure "Dark Skies" with any lighting projects.

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Tax Increment Districts

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Are there specific infrastructure projects that you would like to see addressed by Park County?

test

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Do you have any additional comments?

Nope, test

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

This assumes there are no overlapping categories and then something comes up.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Where does operation and maintenance fit in or get its money?



Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

Parking (requiring parking with construction, enforcement of squatters and abandoned vehicles, enforcement of vehicles blocking traffic), dark sky lights, a sidewalk on lower Jardine road, a snow shoveling rule and enforcement, especially for nonresident owners

Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Affordable housing for the working class

Are there specific infrastructure projects that you would like to see addressed by Park County?

HOUSING

Do you have any additional comments?

The area desperately needs more housing solutions for workers to keep the flow of tourists coming this way or I worry that Gardiner may die out.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

Condition of roads; improvement of resident-focused facilities and services

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Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Housing. I've only been in Gardiner for a few years, but everyone I talk to has this same concern. Every issue from school enrollment, a lack of community engagement, to having open businesses year-round ALL are connected to the lack of decent affordable housing options in Gardiner.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Housing projects. First and foremost. If there isn't any decent affordable housing, there isn't a town. Improving places like the Community Center, Library, and Scout House are high on the list after that. Gardiner has no shortage of common spaces, but they need to be improved upon if they can really be seen as amenities by locals and visitors.

Do you have any additional comments?

I would love to see a push by local leaders to have existing housing options held in some kind of public trust, etc to keep them available for locals. Zoning would be a logical step, but considering some of the vocal resistance, just outright owning housing options seems like a plausible alternative.

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need to better maintain roads and bridges first.

Are there specific infrastructure projects that you would like to see addressed by Park County?

need to better maintain roads and bridges first.

Do you have any additional comments?

need to better maintain roads and bridges first.

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Internet

Are there specific infrastructure projects that you would like to see addressed by Park County?

Do you have any additional comments?

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# Gardiner Comprehensive Capital Improvements Plan

Public Outreach Survey

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Are there specific infrastructure projects that you would like to see addressed by Park County?

Our water in Gardiner is not up to legal obligations or requirements. That would be nice to fix.

.....

Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

Removal of vehicles parked over 3 weeks

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Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Housing. Should housing be considered infrastructure?

Are there specific infrastructure projects that you would like to see addressed by Park County?

Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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Passing lanes on Hwy 89. Work with The National Park Service on expanding parking on Park Street in Gardiner. Utilize the "triangle" across from Xanterra HR/Park St. that is a field technically inside YNP. More Public Restrooms. The Chamber of Commerce in Gardiner had 90,000 people walk through their doors, the majority were using the bathroom.

Are there specific infrastructure projects that you would like to see addressed by Park County?

The side roads/neighborhoods in Gardiner are in very poor shape.

Do you have any additional comments?

More dust control and speed limit signs on Jardine Road where the pavement turns to gravel.

Thank you!

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wifi

Are there specific infrastructure projects that you would like to see addressed by Park County?

Do you have any additional comments?

Completely AGAINST zoning!

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Definitely more signage for people exiting Yellowstone to keep traffic out of neighborhoods. We need more signage to direct people to Hwy 89/Livingston/North. Lost drivers speed through our neighborhood which is already congested and has a blind corner.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Crosswalks need to be more maintained, painted.

Do you have any additional comments?

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Jardine road pull-off management. The pullouts on the Jardine road are in awful shape during the summer because of tourist misuse - garbage, human waste, eyesores, etc. I live at the top of the hill after several pullouts.

Are there specific infrastructure projects that you would like to see addressed by Park County?

The washboard on the Jardine road.

Do you have any additional comments?

Thanks for your hard work.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

Stop allowing RVs and campers to park over night on Scott St with their slide outs open. And busses or large vehicles blocking the view at side streets.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

Enforcement of folks using public property for private enterprise needs to happen. Raft companies should not be able to park on public county streets, same with your buses, and the towing companies. They need to buy property to best overnight/run business from.

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Similar to trails and parks, but river access.

Are there specific infrastructure projects that you would like to see addressed by Park County?

US 89 needs passing lanes and wildlife under/overpasses. Traffic is impeded by vehicles moving at different speeds and with no where to safely pass. The section between Point of Rocks and Carbella would benefit from wildlife under/passages to reduce vehicle wildlife collision.

Additionally, I like to see follow through on the Yellowstone River Trail South project.

Do you have any additional comments?

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# Gardiner Comprehensive Capital Improvements Plan

Public Outreach Survey

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

employee housing

Are there specific infrastructure projects that you would like to see addressed by Park County?

decrease vacation rentals, more eateries with bathrooms,

Do you have any additional comments?

no tent cities, no trailers, no tiny housing.

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Affordable housing, restricting vacation rentals to owner occupied

Are there specific infrastructure projects that you would like to see addressed by Park County?

Night sky lighting, zoning so that businesses can't build businesses in residential areas, coming so that employee housing or other types of multiple places without adequate parking and access to emergency vehicles. Zoning so there has to be project reviews.

Do you have any additional comments?

Affordable housing, less vacation rentals, more family housing, save our school!!!!!!

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Public swimming pool

Are there specific infrastructure projects that you would like to see addressed by Park County?

Pave Stone street from Hwy 89 to the Gardiner School

Do you have any additional comments?

With the amount we pay in taxes to Park county they should be ashamed of the road conditions in the town of Gardiner.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

Broadband

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Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

Potholes

.....

Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Roads maintained and plowed

Are there specific infrastructure projects that you would like to see addressed by Park County?

Do you have any additional comments?

We need a sheriffs presence here everyday from April - October

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Are there specific infrastructure projects that you would like to see addressed by Park County?

A sidewalk on the Jardine road from Gardiner View or Peters Ln to Scott St is desperately needed. In the summer there are many people walking down the road. It's increased significantly in recent years with increased visitation and lack of parking in town. Traffic on the road is also higher and it's only a matter of time before someone is hit by a car.

Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Zoning and additional housing efforts local workers can afford.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Literally anything would be an improvement.



Do you have any additional comments?

Thanks for allowing input.

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Alley (DSA) and other confined streets parking. Fire engines and ambulances cannot drive through.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Lighting is a priority but needs to be as unobtrusive as possible. Residents and visitors should be able to enjoy the night sky. Current and new lighting needs to be addressed.

Do you have any additional comments?

House a sheriff deputy in Gardiner. With the legalization of recreational marijuana, there is bound to be an increase in traffic accidents and emergency calls.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

#1 issue in Gardiner is housing. The lack thereof, no management or restrictions on vrbo, and the nonexistent zoning and codes which is allowing for rampant and inappropriate construction without any regard to the integrity of the community. Any discussion of infrastructure needs is laughable without first addressing the destruction of the Gardiner community.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Zoning and codes that protect the structure and components of the "community" as opposed to unmitigated and unregulated greed.

Do you have any additional comments?

Gardiner is rapidly becoming the eyesore of the county.

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# Gardiner Comprehensive Capital Improvements Plan

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

The entrance/exit to Jardine Road is very scary for people on foot in the winter months.

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Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

More town clean ups.

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Any infrastructure projects that enable and incentivize long-term residential housing and the development of more all-season "third places" where people can actually gather would be appreciated.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Speed control such as rumble strips or "your speed is" signs, especially on Scott St.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Faster internet

Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

affordable housing

Are there specific infrastructure projects that you would like to see addressed by Park County?

Do you have any additional comments?

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.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

Affordable housing.

.....

Do you have any additional comments?

It's ALL very important! It was very hard to rank the components above but improved/updated infrastructure for both the community and visitors is in dire need. I would love to see civilized streets and parking, but think facilities and infrastructure are far more important at this point. Good luck, and thanks for thinking of Gardiner!

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

Improve first half mile of Jardine road. Include sidewalk down the hill. Also the drainage out of Phelps Creek by the water tower should have better drainage. The ditches and culverts are already full of ice.

Better signage entering and exiting the park. So many visitors when exiting will go straight on 3rd street instead of turning right onto Front/Park street. There is no sign at the intersection for people to know that they should turn right. It is prior to the intersection. This is probably a park issue but the county could help. Also as visitors approach the main Yellowstone National Park sign, there is no indication as to whether they should turn right or left to find the entrance to the park.

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Do you have any additional comments?

Thank you!

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Affordable housing for Deputies and teachers

Are there specific infrastructure projects that you would like to see addressed by Park County?



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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

Sidewalk on the Jardine Road -- would be nice to go to Eagle Creek at least

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Do you have any additional comments?

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.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

The infrastructure project at 5 Jardine Road: the home owner has been told by Matt Whitman for about a year that Park County was going to fix the hole in the ground. Last winter about 6 cars crashed into the hole. After about a year Matt Whitman told the home owner that the hole in the ground was the responsibility of the homeowner. Within days of the homeowner fixing the hole, Matt Whitman threatened the homeowner and demanded that the hole be restored after the homeowner spend \$2,500 fixing the hole. As part of this grant process this homeowner needs to be reimbursed \$2,500 because of Matt Whitman's misleading communications and actions. And, the hole and driveway need to be fixed.

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Not exactly infrastructure, but could site elements like bearproof garbage cans be provided for public use? Litter has become a huge problem, especially at the entries to dining establishments (pizza boxes and to-go containers).

Are there specific infrastructure projects that you would like to see addressed by Park County?

Access to businesses for people with disabilities.

Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

Stone Street. How can we look at facilitating school traffic, sidewalk usage, parking on the sidewalk, and repairs to Stone Street.

.....

Do you have any additional comments?

I really appreciate the effort to reach out and look at opportunities.

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# Gardiner Comprehensive Capital Improvements Plan

Public Outreach Survey

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

No

.....

Do you have any additional comments?

We are opposed to any improvements that require Gardiner to become incorporated.

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Are there specific infrastructure projects that you would like to see addressed by Park County?

All dirt roads in the sewer district (Gardiner Proper) need better dust control some areas have been completely neglected.

Do you have any additional comments?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

It would be great if the county could do something to incentivize affordable housing. I feel like you only hit walls so it's no wonder people resort to short-term rentals. Can the county do anything to tackle getting additional land from USFS for housing (with covenants regarding no short-term rentals). It would not take a ton of land but we are losing this town.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Do you have any additional comments?

Gardiner would be a great place for dark skies, the new street lights are dreadfully bright. Also, sidewalks, potholes, and snow/ice mitigation do not lend themselves to Gardiner being a walking community and tourists desperately need to be able to walk with town being so congested.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

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Are there specific infrastructure projects that you would like to see addressed by Park County?

Trash litter.

.....

Do you have any additional comments?

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If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

More restaurants & bars

Are there specific infrastructure projects that you would like to see addressed by Park County?

More restaurants and bars



Do you have any additional comments?

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.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

.....

Do you have any additional comments?

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.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

.....

Do you have any additional comments?

I am requesting a reimbursement of \$2500. from Park County Public works. In August of 2020, I met with Matt Whitman at Arch Park at the commissioner's meeting to fix the open ditch at 5 Jardine Rd. in Gardiner. He drove up to assess the problem and told me he would put it on the schedule in spring 2021 for repair. The repair never happened. I continued to call and email him through 2021 about the open ditch and he kept putting me off and ultimately refused to respond to any of my calls. I also contacted Corey Thornton and Bill Berg regarding the issue with no success.

Finally, in October, I decided to hire a private excavator to repair the open ditch the County refused to address. After doing so, I received a threatening letter from Matt Whitman demanding that I have the excavator dig up the repair job or I'd have to pay for the County to dig it back up.

The excavator dug up the repair and returned it to an open ditch.

Thus, I paid \$2500. for nothing. The ditch still remains open.

Thank you for your consideration in reimbursing me the \$2500.

Carol Beck

530-448-4577

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.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

Sewer, water and streets-they'll all go together

.....

Do you have any additional comments?

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school zone identification and enforcement. Zero tolerance should be enforced in the greater school zone area, and next to zero tolerance for all speeding and moving violations in our community.

Are there specific infrastructure projects that you would like to see addressed by Park County?

fix the jardine rd! drainage, guard rails, pedestrian safety, etc. Create a safer school zone and enforce it. Enforcement of every aspect of infrastructure and pedestrian/vehicular infractions.

Do you have any additional comments?

im not sure the allocation of Park County tax bills reflect current needs

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Are there specific infrastructure projects that you would like to see addressed by Park County?

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Do you have any additional comments?

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Infrastructure (sewer, water, broadband, solid waste)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trails and Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Signage (wayfinding, wildlife awareness)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Visitor Management (traffic flow, parking, public restrooms)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Public Facilities (sheriff's office, library, others)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

.....

Are there specific infrastructure projects that you would like to see addressed by Park County?

.....



Do you have any additional comments?

---

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# Gardiner Comprehensive Capital Improvements Plan

Public Outreach Survey

Please rank the following infrastructure improvement components by how you think Park County should prioritize them. Rank them with 1 being HIGHEST priority and 6 being LOWEST priority. This survey will only allow you to choose one response per row/column before submitting. \*

	1	2	3	4	5	6
Streets (includes lighting, landscaping/boulevards, sidewalks, storm drainage)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Infrastructure (sewer, water, broadband, solid waste)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Trails and Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Signage (wayfinding, wildlife awareness)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Visitor Management (traffic flow, parking, public restrooms)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public Facilities (sheriff's office, library, others)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Are there specific infrastructure projects that you would like to see addressed by Park County?

The pond at the big right-bearing bend before heading toward Xanterra HR; the YNP entrance cluster on a blind corner with all the weeds bearing right onto Park from Scott (the revamp from a couple years ago created more issues.)

Do you have any additional comments?

---

This content is neither created nor endorsed by Google.

Google Forms

# Gardiner Comprehensive Capital Improvements Plan

Public Outreach Survey

Please rank the following infrastructure improvement components by how you think Park County should prioritize them. Rank them with 1 being HIGHEST priority and 6 being LOWEST priority. This survey will only allow you to choose one response per row/column before submitting. \*

	1	2	3	4	5	6
Streets (includes lighting, landscaping/boulevards, sidewalks, storm drainage)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Infrastructure (sewer, water, broadband, solid waste)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trails and Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Signage (wayfinding, wildlife awareness)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Visitor Management (traffic flow, parking, public restrooms)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public Facilities (sheriff's office, library, others)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If you have a different infrastructure component that wasn't listed which you think is a priority, please describe here.

Are there specific infrastructure projects that you would like to see addressed by Park County?

Improve 5th street (Dog Alley) to ensure access for fire engines and ambulances. Improve drainage throughout town to ensure good flow, no ice dams and sound environmental practices. Elevate the sewer line under the Yellowstone and co-locate a pedestrian/bicycle bridge on top of the sewer line. Build an energy-efficient, library/meeting space in the vicinity of Arch Park.

Do you have any additional comments?

Any street improvements should be made to ensure good stormwater drainage. Promote/Ensure "Dark Skies" with any lighting projects.

---

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## **Appendix C: Park County Planning Documents**



An Employee-Owned Company

3530 CENTENNIAL DRIVE  
HELENA, MT 59601  
(406) 442-8594



# Capital Improvements Plan



2016 - 2020

Park County  
414 East Callender Street  
Livingston, MT 59047  
Telephone 406.222.4106  
Fax 406.222.4160  
[www.parkcounty.org](http://www.parkcounty.org)

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## Executive Summary

Park County, like most counties in rural Montana, faces continuing challenges due to antiquated and deteriorating infrastructure, and the limited tax base from which to fund the preservation of capital infrastructure, facilities and equipment. Beyond ordinary operation and maintenance, there is always the need to keep up with the responsibility of improving and replacing public facilities and systems in order to provide adequate service to the population of the County.

In response to these challenges, Park County has formulated a plan of action to provide for and meet the needs of its citizens. The Capital Improvements Plan (CIP) is a budgeting and financial tool which will assist Park County in establishing long-term goals for maintaining, improving or financing new capital improvement projects and/or capital equipment over the course of the next five years. This document represents the first-ever, fully-funded five-year CIP for Park County which will be utilized to assist county leaders with project planning, financing and determining the overall needs of their population.

Many county CIPs focus only on facilities, construction projects and infrastructure needs - which are generally either beyond the government's ability to pay or are dependent upon politically-charged voter approved bond issues, special districts, loans or grants. As a result, many CIPs simply review local government's requests and are not utilized to their fullest capacity. In contrast, the Park County CIP includes all capital purchases of \$5,000 or more for equipment and \$15,000 or more for capital projects.

The intention of this CIP is to provide a "blueprint" of Park County's capital spending for the next five years. The Plan includes a five-year historical financial analysis as well as a five-year financial forecast for all funds which have capital expenditure implications. Historical financial analyses and financial projections enabled the capital needs of the County to be reconciled with the County's financial capabilities. While this CIP also includes requests for new buildings – some of which require voter approval if bonded – a concerted effort was made to delineate operational needs (equipment and projects) from new facility needs.

The Park County CIP also includes information about the County's capital needs projected through 2024. Years 6 – 20, however, include only a needs assessment with no attempt to make financial need projections that far into the future. There are several reasons for incorporating the County's needs over this extended period of time:

- Departments were required to consider long-term capital needs;
- As the CIP is updated and refined in future years, requests in the "out years" can be moved to the current five-year funded plan;
- As the CIP is updated and refined in future years, departments will become more proficient at identifying their long-term capital needs; and,

- The extended needs assessment provides the County Commission, the administration and the citizens an overview of County needs, which are beyond the County’s ability to fund at present.

As a result of the development of the CIP, Park County will no longer find itself reacting to capital requests on a year-by-year basis, but will instead be proactive in annual budgeting processes for its capital expenditure needs. The CIP will have an added benefit of providing directives to the annual budgeting process, as financial projections have already been made. These projections will be updated and refined in future years. CIP projections will provide forecasts with which to gauge the development of future annual budgets and will result in all County budget process stakeholders assessing long-term capital needs and understanding overall financial health and condition of all county funds.

The development of the CIP occurred at an ideal time, as the County is in the planning stages of updating its current Growth Policy. While the Growth Policy provides a written statement of how the citizens think the County should develop in the future, the CIP provides a “blueprint” of how capital improvements will be accomplished and paid for. Thus, the CIP will be an important tool to assist the County in updating its Growth Policy.

Under the direction of the County Commission and Public Works Director, it is the County’s intent that the adopted CIP help identify future public facility needs, assess the requirements for existing and future facilities, plan for infrastructure management, establish project priorities and create a long-range program for the scheduling and funding of construction or repair projects. The Plan is designed to ensure that capital improvements will be made when and where needed, certify that the County will have the funds available to pay for and maintain improvements and used to prioritize budgetary needs. It is now incumbent on the Park County Commission to utilize information contained within this Plan in annual and long-range planning and budgeting efforts so that improvements can be realized. It is also critical to review and update the CIP regularly (updated annually or as necessary and reviewed as part of the county’s budget preparation process) to keep the Plan current and practical, while maintaining proper focus on local government needs.

**Reviewed and accepted** March 26th, 2015.

 Steve Caldwell Member	 Marty Malone Member	 Clint Tinsley Chairman
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**Park County Commission**

## **Planning Process**

As of 2014, Park County did not have an established CIP with the exception of the Bridge Department (drafted in 2008 and updated in 2012); however, discussions regarding the creation of a Plan had occurred several times in the past two fiscal years during Commission meetings and budget planning sessions.

Park County continually assesses its overall facility needs, deficiencies and priorities, most commonly at monthly department manager meetings. In accordance with Section 76-1-601, MCA, the County has prepared and adopted a Growth Policy. The Park County Growth Policy addresses a long-term commitment to community planning in the County and includes sections on recent improvements, community goals and objectives, community infrastructure needs and infrastructure maintenance and replacement strategies. Park County has several other planning and working documents associated with different departments and community planning. These documents were referenced and incorporated into the development of the CIP.

Park County has been investigating the best and most practical means to assist with CIP development. The County realized the need for a planning tool that would provide direction to existing and future county officials. Strategic planning for the CIP process began on December 11th, 2013 with an informal meeting to discuss the framework and time frame for program implementation. This information was presented at the regularly scheduled County Department meeting on December 18th, 2013. In the spring of 2014, the County applied for Montana Department of Commerce Treasure State Enhancement Program planning grant funds and was awarded \$15,000; in the summer of 2014, the County applied for Montana Department of Commerce Community Development Block Grant planning grant funds and was awarded \$10,000. The County has also committed up to \$15,000 toward project costs.

In June 2014, a request for statements of qualifications for professional services to assist with preparation of the CIP was advertised in the local Livingston Enterprise daily news publication as well as with the State of Montana Contracting Office DBE listserv for consultants. Interested parties were given three weeks to respond and all statements of qualifications were opened at the regularly scheduled July 8<sup>th</sup>, 2014 County Commission meeting. Based on the qualifications received, Mr. Miral Gamradt was selected to assist with development of the CIP.

A CIP Committee was organized to assist with organizing and facilitating required meetings, information gathering, planning processes, communications with departments and plan development and review. The CIP Committee working group meetings have been held monthly since December 2013 and sometimes twice-monthly since January 2015. An informational meeting was held in February 2014 with Park County department managers and commissioners present to describe the CIP and associated timelines, criteria, roles and responsibilities of CIP Committee members and public involvement. It was further explained that the CIP would identify the County's



future capital improvement needs, help set priorities, assess available funding and determine which capital improvements will be considered for funding over the course of the next five years. This interaction contributed to a collaborative team approach to create the Park County CIP.

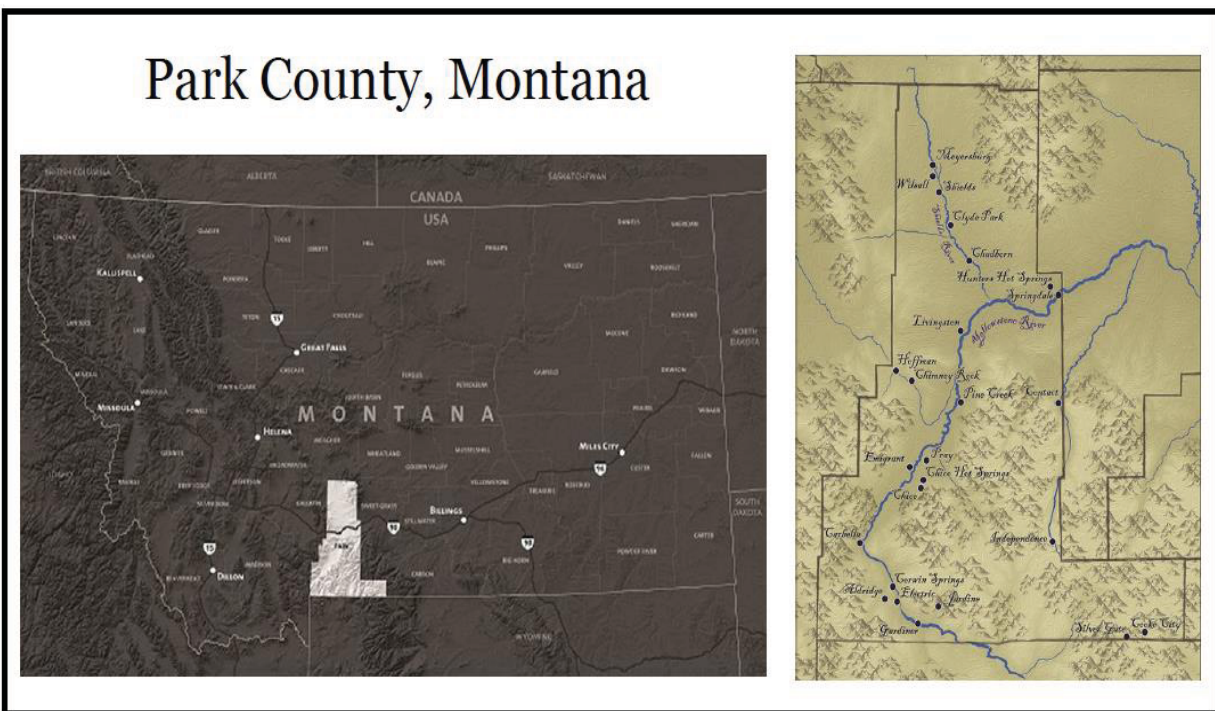
From the outset, every effort was made to make this CIP a standard for all future updates to follow. Broad-based involvement and active participation from all levels was encouraged. The public was kept informed of the CIP development process through website updates and advertised public meetings, and provided an opportunity to contribute. Every County department and board was given ample opportunity to participate in all meetings, was included in the process and submitted capital improvement needs relative to their department. No constraints were placed on the departments, other than that they were encouraged to be reasonable in their requests. County Commissioners were kept informed and were provided an opportunity to participate in all phases of the development process. Department managers were allowed and encouraged to include their support staff. The development of this CIP created recognition by the departments of constraints faced by the County Commission and the administration when it comes to balancing the County's budget.

Two public meetings were held to enable the public, department heads and the media the opportunity to hear and review the requests of various departments and boards and to participate, should they choose. The County's CIP Committee held meetings and communicated via email, telephone and at other scheduled meetings with every County department (including their staff) and board to hear and discuss their capital requests. On December 18, 2014 the first of two citizen input meetings was organized and facilitated by the CIP Committee; Park County department managers and directors were also invited to attend. Citizens were invited to speak before the Committee, commissioners and department managers to express opinions on specific capital projects and needs. This public involvement period provided the County with an opportunity to involve its citizenry and coordinate local issues and concerns. From that period, until January 19, 2015, community members were provided a public comment period of thirty days. Two public comments and one department head comment were received and read into public record on January 22; the Park County Commissioners held a final public draft review meeting the same day for the purpose of additional citizenry, department and elected official input. From that period, until February 20, 2015, community members were provided an additional public comment period of thirty days. All public meeting documents and comments received during each public comment period are included in **Appendix A**.

The finalized CIP, with additions of public comment received from the two public meetings and public comment periods, was presented to the Commission on March 26<sup>th</sup>, 2015 at a scheduled public meeting for recommendation of acceptance and implementation. The CIP was accepted March 26<sup>th</sup>, 2015 with a motion provided by Marty Malone, second by Steve Caldwell and all commissioners in favor.

## Park County History and Demographics

Park County is located in south central Montana and is surrounded by the Absaroka/Beartooth Range, the Crazy Mountains and the Gallatin Range. 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. The world-famous and longest undammed river in the lower 48 states – the Yellowstone River - runs through Paradise Valley. 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 the 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 for 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, art and recreation to internet service providers and other digital technologies. The County has a critical access hospital, one Urgent Care facility, two medical clinics and four airports.



As of the 2010 census, Park County had 6,828 households out of which 28.10% had children under the age of 18 living with them, 51.00% were married couples living together, 7.30% had a female householder with no husband present, and 38.20% were non-families. Just over 32% of all households were made up of individuals and 11.70% had someone living alone who was 65 years of age or older. The average household size was 2.27 and the average family size was 2.88. The median income for a household in the County was \$31,739, and the median income for a family was \$40,561. Males had a median

income of \$28,215 versus \$19,973 for females. The per capita income for the County was \$17,704. About 7.20% of families and 11.40% of the population were below the poverty line, including 13.10% under age 18 and 10.10% age 65 or over.

A population of 15,682 (2013) mostly resides 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 2000 – 2011, the population grew just 2% with 160 new residents. The median age is 41 years. The overall population density is six people per square mile. Future growth projections for Park County have been provided by the Census and Economic Information Center and are a product of Regional Economic Models, Inc. (REMI). REMI provides complete demographic forecasts through 2060 for Montana and each individual county within the state.

<b>Park County Population Projection Summary by Year</b>					
<b>Year</b>	<b>2020</b>	<b>2030</b>	<b>2040</b>	<b>2050</b>	<b>2060</b>
Population	15,760	15,939	15,836	15,933	16,260

While the population of the County grew substantially between 1970 and 2000, the amount of land developed increased by 293% reflecting the shift to more rural residential subdivisions. Currently in Park County there are numerous undeveloped parcels which may result in additional impacts as development occurs on already divided parcels. The increase in development in this manner, and subsequent impacts, may fall to the County to address and maintain over time.

Any growth in the County will have an impact on public services such as fire protection, law response services and healthcare amenities. In addition, the County road and bridge infrastructure will be significantly impacted due to projected population growth, requiring surface improvements, road widening to handle increased traffic and bridge rehabilitation to ensure the safety of the traveling public.



## **Park County Commission**

Park County has a commissioner form of government. The three commissioners file from one of three districts in the County, but are elected at large and each represents the entire County. The terms for elected officials in Park County are for four (4) years and are non-partisan. One commissioner runs in the non-presidential election year and the other two run in a presidential year.

All legislative, executive and administrative powers and duties belong to the commissioners unless specifically designated to other officials. The commissioners appoint other department heads and employees, except those appointed by other elected officials. Powers are limited by state law, but commissioners may exercise broad authority in these and other areas including:



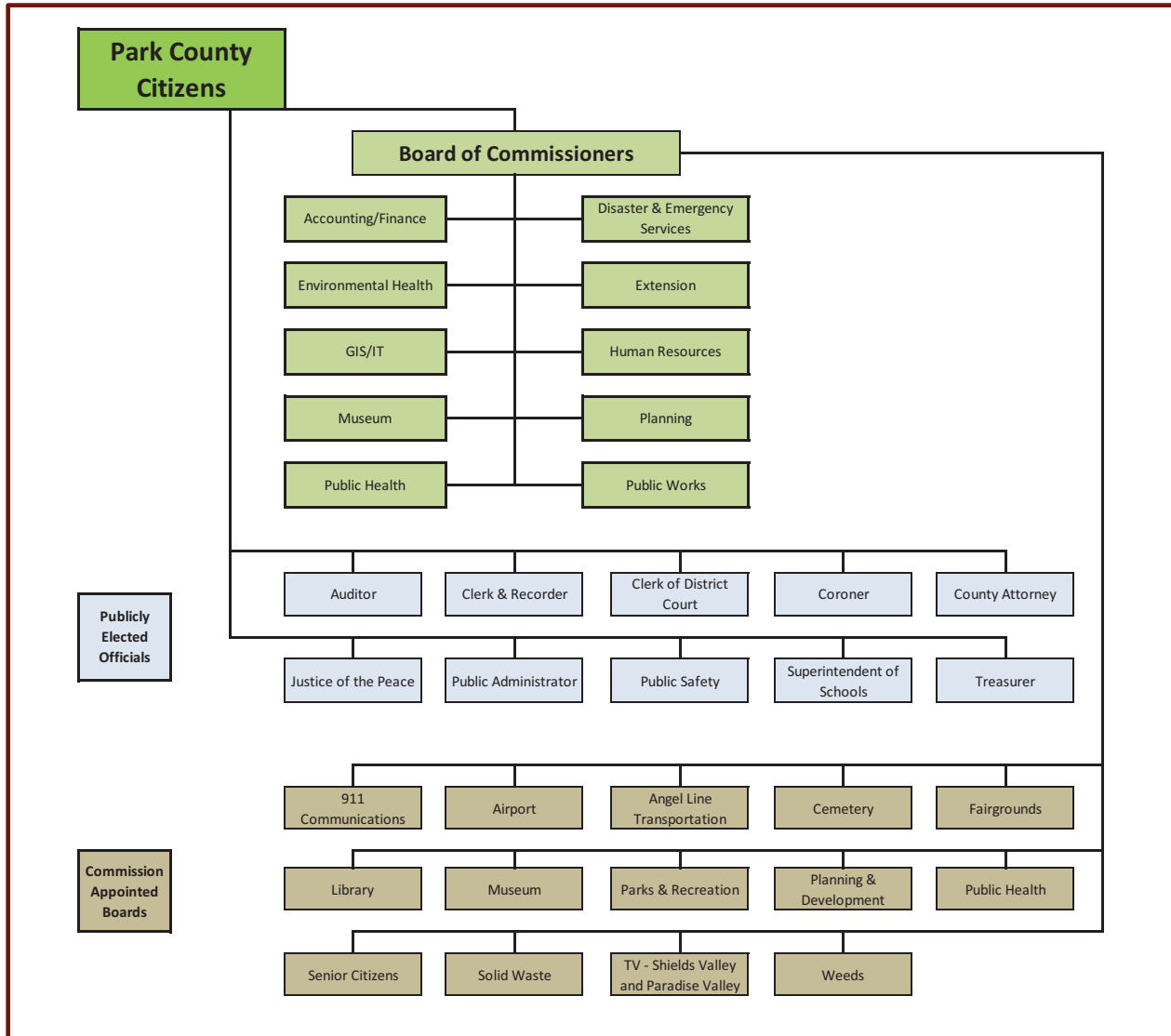
- Build and maintain county roads and bridges
- Control and care for county property
- Appoint numerous advisory and decision-making boards such as the tax appeal board, planning board, fair board, weed board, airport authority, etc.
- Prepare, review and decide on the annual county budget
- Adopt and administer personnel policies and negotiate union contracts
- Provide for law enforcement and correctional facilities in the county
- Plan and provide for parks, playgrounds and other recreational facilities
- Provide for solid waste collection and disposal services

## **Park County Boards & Committees**

When County residents serve on County boards and commissions, they volunteer their service for the betterment of local communities and Park County. Citizens are encouraged to attend board and commission meetings, which are always open to the public.

County boards and commissions serve in either advisory, legislative or administrative capacities. They consist of County residents and occasionally County staff or elected officials. County boards and commissions assist local government through citizen participation and leadership. County boards also facilitate the public comment process in local governance.

## Park County Government, Department and Board Flow Chart



## The CIP – All Funds

The CIP includes scheduled capital improvements over the course of the next five years. Table 1 includes a schedule depicting the County’s equipment and capital improvement project needs, by fund, over the course of the next five years.

Capital Improvement Plan Summary (All Funds) Fiscal Year 2016 - Fiscal Year 2020							
	Year 1	Year 2	Year 3	Year 4	Year 5	Total	Not Scheduled
	2016	2017	2018	2019	2020		
General Fund (1000)	296,000	30,000	15,000	30,000	70,000	441,000	558,000
Road Fund (2110)	80,080	354,300	75,480	329,130	63,200	902,190	17,883,720
Bridge Fund (2130)	124,420	99,160	70,480	63,200	63,920	421,180	465,000
Fair Fund (2160)	-	-	-	-	-	-	224,150
Airport Fund (2170)	140,000	-	-	-	1,080,000	1,220,000	-
Park & Recreation (2210)	-	-	-	-	-	-	92,340
Public Safety Fund (2300)	172,900	191,900	116,900	116,900	116,900	715,500	12,616,750
Museum Fund (2360)	-	-	-	-	-	-	270,000
Search & Rescue (2382)	-	32,000	-	-	-	32,000	191,000
PILT (2900)	-	-	-	-	-	-	-
Disaster & Emergency Services (2958)	-	-	-	-	-	-	45,000
Junk Vehicle CIP (4020)	32,400	-	-	-	-	32,400	7,700
Angel Line (4050)	-	-	-	-	-	-	65,000
Weed CIP (4070)	15,000	-	-	-	-	15,000	102,380
BN Capital Fund (4500)	416,924	35,080	616,721	-	-	1,068,725	-
Landfill Fund (5400)	1,328,000	-	-	-	-	-	25,000
Refuse Facility (5410)	211,500	47,500	66,880	127,200	100,000	409,080	1,047,200
<b>Total</b>	<b>\$2,817,224</b>	<b>\$ 789,940</b>	<b>\$ 961,461</b>	<b>\$ 666,430</b>	<b>\$1,494,020</b>	<b>\$5,257,075</b>	<b>\$33,593,240</b>

## Board and Special Committee Allocated Funds

When county residents serve on county boards and commissions, they volunteer their service for the betterment of local communities and Park County. Citizens are encouraged to attend board and commission meetings, which are always open to the public. Most board and committee member terms run on a calendar year cycle. Applications are accepted for new members in anticipation of expiring terms. A notice requesting member applications is published in the Livingston Enterprise, on the Park County website, and in the City/County Complex. The call for members is open for one month usually in late fall (sometimes longer for newly created boards). An applicant interview may be part of the selection process.

County boards and commissions serve in advisory, legislative or administrative capacities. They consist of county residents and occasionally county staff or elected officials. County boards and commissions assist local government through citizen participation and leadership. County boards also facilitate the public comment process in local governance.

**911 Communications** – The Livingston/Park County 911 Communications Center is often the first division that the public comes in contact with when dealing with Public Safety. This division is responsible for, among other duties, handling the initial complaints and requests for assistance from the general public. The Livingston Police Department, Park County Sheriff's Office, Search and Rescue, Montana Highway Patrol, Park County Rural Fire Departments, Livingston Fire and Ambulance Department, Paradise Valley Ambulance, Fish and Game, Livestock Inspector, City and County Road Departments, Wrecker Services and Forest Service depend on the effectiveness of the Communications team.

The 911 Communications Board had no requests for capital needs during this planning process.

**Airport** – The City/County Joint Airport Board in Livingston, Park County, Montana was first organized in 1960 as a municipal airport available for private pilots and small planes. A Joint Resolution between the City Commission of Livingston and the Park County Commissioners established a five-member board to operate and control the airports at Mission Field (located Southeast of Livingston), Wilsall and Gardiner, Montana. Mission Field is home to several small- to intermediate-sized aircraft whose owners rent hangars from the Airport Board. There is also a ground lease rental program upon which individuals may construct their own hangars to fit their needs. Rentals and ground leases are also available at the Gardiner airport. The Wilsall airport is used primarily for farm/ranch industries.

Airport capital improvement needs identified during the planning process and included within the five-year CIP include:

- Runway rehabilitation – P122 (\$82,222)

- Apron rehabilitation – P123 (\$45,556)
- Taxi-way rehabilitation – P124 (\$12,222)
- Runway striping and number painting (\$6,000)
- Runway rehabilitation – P128 (\$85,000)
- Apron rehabilitation – P129 (\$51,000)
- Taxi-way rehabilitation – P130 (\$14,000)
- Construction of new T-Hangar (\$600,000)
- Construction of new taxi-way hangar access (\$130,000)
- Snow plow truck acquisition (\$200,000)

Capital improvement needs identified by the Airport Board during the planning process included some requests that were not scheduled in the current five-year CIP; they are however, included in the long-range 20-year assessment:

- Boiler replacement (\$16,000)
- Construction of SRE storage building (\$21,500)
- Snow plow bi-directional tractor (\$17,000)

Capital improvement requests for the Airport Board are included in **Appendix B**.

**Angel Line Transportation** – This service provides transportation to the people of Park County who are senior citizens, over the age of 60; disabled people of all ages; persons who require wheel chair access; and, people under 60 who are assisting senior citizens or disabled persons who need special care. Angel Line transports people for a variety of purposes including medical appointments, recreation, shopping and work.

Angel Line Transportation board capital improvement needs identified during the planning process included a new Angel Line transport van (approximately \$65,000). Detailed capital improvement request information for the Angel Line Transportation Board is included in **Appendix B**.

**Cemetery** – A resolution by the Park County Commission establishing and adopting by-laws for the Park County Cemetery Board was adopted in October 2014. Board members were appointed in early January 2015. Their role is to advise the Commission on the management, maintenance and upkeep of Park County cemeteries in a manner that preserves their beauty and historical and cultural values, while offering affordable internment services for County residents.

The Cemetery Board had no requests for capital needs during this planning process.

**Fairgrounds** – The Park County Fairgrounds operates and manages this County facility to provide and promote a safe, clean, enjoyable and comfortable environment for

public use and participation. Typical annual events include the County Fair, Christmas Fair, Professional Rodeo Three-Day Event and the Professional Bull Riding Event. Other activities include team roping events, family reunions, special functions and events and auctions. The facility offers electricity for RVs, dry camping, showers, horse stalling, building and arena rental, parking, kitchen amenities, barns and boat and RV storage.



Fairgrounds capital improvement items that are not currently funded for replacement in the five-year CIP and are listed as unscheduled include:

- Well installation – \$7,500
- Fire hydrant installation – \$20,000
- Replace HVAC for Exhibit and Rabbit/Poultry Buildings – TBD
- Develop additional RV sites – \$9,850
- Replace existing skid steer – \$26,000
- Purchase electronic marquee sign – \$6,000
- Install directional sign at Park and H Streets – \$9,800
- Install solar power in select barn locations – \$20,000
- Purchase new tractor – \$18,000
- Install new shower/restroom building – \$75,000

Capital improvement requests for the Fairgrounds are included in ***Appendix B***.

## **Library**

The Library Board had no requests for capital needs during this planning process.

## **Museum**

The Museum Board immediate needs for improvements were directed through the Museum Director and are included in the Commission Supervised Funded Department requests.

## **Parks and Recreation**

The Parks and Recreation Board recently reviewed and approved the Park County Parks Inventory and Assessment Report prepared by CTA Architects/Engineers. The most immediate needs, outlined in the report, were presented to the Public Works Director and have been included in the Commission Supervised Funded Department requests.



## **Planning and Development**

The Planning and Development Board had no requests for capital needs during this planning process.

## **Public Health**

The Public Health Board had no requests for capital needs during this planning process.

## **Senior Citizens**

The Senior Citizens Board had no requests for capital needs during this planning process.

## **Solid Waste**

The Solid Waste Board made requests through the Public Works Department for capital needs during this planning process.

**Weed Control** – The noxious weed control law establishes weed management districts throughout the state. These management districts are commonly called county weed control districts and are defined by the boundaries of the county. In some cases, a weed management district may include more than one county through an agreement made by the county commissioners of the neighboring counties. Currently, there are 56 weed control districts within Montana. As per State of Montana mandate, a weed management district has been formed in Park County and includes all the land within the boundaries of the County.

The Weed Control Board made requests through the Weed Control Department for capital needs during this planning process.



# PARK COUNTY GROWTH POLICY 2017



**PREPARED FOR:**  
PARK COUNTY BOARD OF COUNTY COMMISSIONERS  
EFFECTIVE MAY 1, 2017  
PARK COUNTY, MONTANA





**RESOLUTION RECOMMENDING ADOPTION OF THE GROWTH POLICY TO THE PARK COUNTY BOARD OF COUNTY COMMISSIONERS**

**Resolution No. 16-01**

**WHEREAS**, the Park County engaged in a public process and developed a proposed Growth Policy;

**WHEREAS**, the Park County Planning and Development Board ("Planning Board") noticed the public hearing in the Livingston Enterprise on October 14 and 31 and November 9, 2016; to take public comments regarding the proposed Growth Policy; and

**WHEREAS**, the public hearing was held on November 17, 2016, at 4:00 p.m. at the City/County Complex at 414 East Callender Street, Livingston, MT, pursuant to Section 76-1-602, MCA; and

**WHEREAS**, the public comment period was closed and the remaining portions of the public hearing were recessed until December 15, 2016, at which the Planning Board deliberated and considered the public comments; and

**WHEREAS**, after the Planning Board deliberated and considered all the public comments the Planning Board recommended modifications to the proposed Growth Policy; and

**WHEREAS**, pursuant to Section 76-1-603, MCA, the Planning Board must recommend, by resolution, the proposed Growth Policy be implemented, not be adopted, or any other action deemed appropriate; and

**NOW, THEREFORE, BE IT HEREBY RESOLVED** that the Planning Board recommends the Park County Commission adopted the proposed Growth Policy as amended by the Planning Board.

**ADOPTED** by Park County Planning and Development Board this 22<sup>nd</sup> day of December, 2016.

Park County Planning and Development Board:


  
Peter Fox, Chairman

  
Frank O'Connor

  
Mike Dailey

\_\_\_\_\_  
Dave Haug

  
Frank Schroeder

  
Rich Baerg

**RESOLUTION TO ADOPT  
THE PARK COUNTY GROWTH POLICY UPDATE**

Resolution No. 1243

WHEREAS, on July 26, 2006, the Park County Board of County Commissioners adopted the Park County Growth Policy as guidance for the general policy and pattern of development of Park County pursuant to Montana Code Annotated Title 76, Chapter 1, Part 601 *et seq*; and

WHEREAS, the Park County Planning and Development Board worked to update the Park County Growth Policy to address current and projected challenges for the betterment of the County's future; and

WHEREAS, on November 17, 2016 the Park County Planning and Development Board held a properly noticed public hearing on the proposed Park County Growth Policy Update; and

WHEREAS, on December 22, 2016, after considering the recommendations, suggestions and public comment elicited at the public hearing, the Park County Planning and Development Board recommended the Board of County Commissioners of Park County, Montana adopt the Park County Growth Policy Update with amendments; and

WHEREAS, on January 17, 2017, the Board of County Commissioners of Park County, Montana adopted a Resolution of Intent to adopt the Park County Growth Policy Update; and

WHEREAS, on April 6, 2017, the Board of County Commissioners of Park County, Montana held a properly noticed public hearing on the proposed Park County Growth Policy Update; and

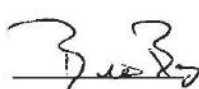
WHEREAS, after considering the recommendations, suggestions and public comment submitted by interested parties during the interim and after amending the Growth Policy Update as deemed to be in the best interest of Park County citizens;

NOW THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Park County, Montana, to adopt this Resolution to Adopt the Park County Growth Policy Update and to pursue the goals, objectives, and policies therein.

PASSED, APPROVED AND ADOPTED this 20<sup>th</sup> day of April, 2017 to become effective on 1<sup>st</sup> day of May, 2017.



Steve Caldwell



Bill Berg



Clint Tinsley

Approved as to Form

  
Shannan Piccolo, County Attorney's Office  
Maritza Reddington, Clerk and Recorder

397414 Fee: \$0.00

Park County, MT Filed 5/2/2017 At 11:18 AM  
Maritza H Reddington, Clk & Rcdr By MR *he*

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# Acknowledgments

## Board of County Commissioners

Steve Caldwell

Clint Tinsley

Bill Berg

Marty Malone (former commissioner)

## Park County Planning and Development Board

Peter Fox, Chair

Mike Dailey, Vice Chair

Frank O'Conner

Bill Berg

Rich Baerg

Frank Schroeder

Dave Haug

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### Public Works

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### Public Communications Administrator

Emily Post

### Health Department

Heather Jurvakainen

## Nittany Grantworks

Kristen Galbraith, GPC

## Land Solutions, LLC

Dave DeGrandpre, AICP

Andrew Hagemeyer, AICP

Matthew Rohrbach, AICP

## Special thanks to

### Montana Department of Commerce

For funding the project through a Community Development Block Grant

### The People of Park County

This plan is the result of a community planning approach. The contents within are a result of the time, efforts and ideas of the residents of Park County who participated in the planning process. A special thanks to all of the dedicated residents of Park County who contributed to this plan on their free time in public meetings, submitting comments and filling out online materials.

Also a special thanks to the community organizations that hosted the public open houses and workshops and distributed materials to the residents of their communities.

Cover Photo Credit: Absaroka Range, Jennifer Clausen

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Photo Credit: Land Solutions LLC

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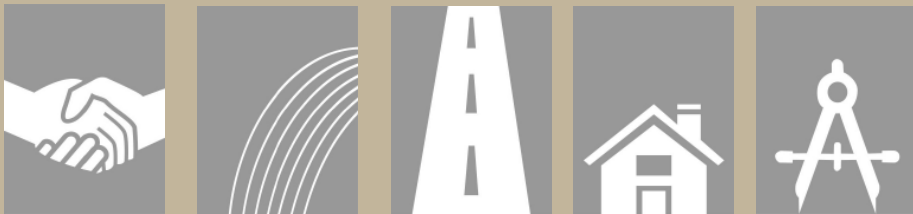
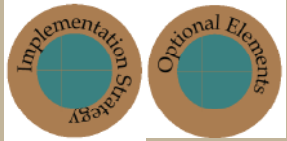


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# Chapter 8 PLANNING APPROACH





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# Planning Approach

## General Planning Approach

The purpose of the Park County Growth Policy is to identify the key issues facing Park County and to put together a strategy to address those issues. The organization of the document reflects this purpose. While the growth policy discusses key issues within individual chapters, they are not independent of one another and the methods to approach the issues are interlinked.

The people who attended the open houses, spoke at meetings, and participated in the online questionnaire drove the policy direction in this document, and they called for a shift in how the county approaches planning. The current approach to planning in Park County is a passive approach, where the county addresses issues as they arise. During the outreach process it became clear a new approach is necessary, one where the county is more active in the planning discussion. This represents a shift in policy, one that will be welcomed at times, and at other times, prove difficult and contentious. For this shift to occur successfully, it will need to happen incrementally over time, and the residents of Park County will need to continually be the driving force. Generally, the strategy is to approach the key issues in three phases.

The first phase to addressing an issue is to collect the information, data and description of the conditions necessary to make informed decisions. This is critical for two reasons. First, the people making decisions need accurate information. Second, the public must help drive the process, and for the public to be involved in a meaningful manner, they must also be well informed.

With informed officials and an informed public, Park County can start to evaluate different ways to address the key issues, which is the second phase. This growth policy contains examples of different tools to address the key issues. These include funding mechanisms, regulatory tools, and coordination ideas but can include other methods as well. With the right information in hand, the community can have a discussion on what tools will work to solve a specific issue. They can evaluate the positives and negatives of the tool, and make good decisions on the right tool to use.

The third phase of the process is putting the tools to use. This could mean adopting regulations, funding an infrastructure project or formalizing a relationship with another entity. This is the final step towards addressing a specific issue, but the work doesn't end here. The county will have to continue to evaluate the effectiveness of the action. Some issues may be resolved by implementing just one action in this document, while others may require a host of actions.

It is important to note that progress on addressing the key issues is going to vary.

Implementing some actions will be simple and straight forward, while others will be more challenging and complex. This growth policy includes a timeframe for implementing different actions, but conditions or prioritization will change through the life of the growth policy. Park County should use the timeline as a guide, and adjust the implementation of strategies as conditions warrant.

## Implementation Table

The implementation table organizes the recommended actions into a format so the user of the growth policy can easily identify when the actions are planned to occur and who should carry the action out. The columns in the implementation table are:

**Lead Partners:** This column lists who will take a leadership role for each action. It does not cite all of the partners and participants who will be involved with each action, especially partners and participants outside of the county's jurisdiction. Depending on the action, the county's role will vary from leading, facilitating or supporting.

**Timeframe:** This column indicates when the action is expected to be taken. The time frames included are:

*Immediate:* These actions are to be initiated or completed within 1 year of adoption of the plan and generally reflect immediate priorities.

*Short-term:* These actions are to be initiated or completed within 1 to 5 years from adoption of the plan.

*Mid-Term:* These actions are to be initiated or completed within 5 to 10 years from adoption of the plan.

*Ongoing:* These actions will occur throughout the life of the plan.

Below is a list of acronyms used in the implementation table to identify the lead partners.

AO - Park County Accounting Office

BCC – Park County Board of County Commissioners

BOH - Park County Board of Health

CA – Park County Attorney

DES – Park County Disaster and Emergency Services

FC – Park County Fire Council

FWP - Montana Department of Fish, Wildlife, and Parks

GIS – Park County GIS Department



GSP - Park County Grants and Special Projects

HD – Park County Health Department

NGOs – Non-Government Organizations

PCA – Park County Public Communications Administrator

PD – Park County Planning Department

PDB – Park County Planning and Development Board

PRB – Park County Parks and Recreation Board

PW - Park County Public Works

SWB - Park County Solid Waste Board

USFS - US Forest Service

**Goal 1: Plan for and encourage development in the area around Livingston.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 1.1: Complete a joint planning exercise with the City of Livingston to develop a shared vision for the unincorporated area around Livingston.</b>	Action 1.1.1: Develop a Memorandum of Understanding with the City on the process, scope and intended outcomes of a joint planning exercise.	Immediate	PD, PDB, CA, PBCC,
	Action 1.1.2: Establish baseline conditions and projections for future development.	Short-term	PD, PDB
	Action 1.1.3: Identify what services are necessary to accommodate development.	Short-term	PD, PDB
	Action 1.1.4: Finalize a report to each governing body detailing a shared vision for the planning area, service needs, and potential mechanisms for the local governments to achieve that vision.	Short-term	PD, PDB
<b>Objective 1.2: Update the existing interlocal agreement between the City of Livingston and Park County to outline steps each jurisdiction should take to meet the shared planning vision.</b>	Action 1.2.1: Draft a new interlocal agreement detailing the principles of the shared vision, the methods for cooperation, and the planning tools to be used to achieve that vision	Short-term	PD, PDB, CA, PBCC
	Action 1.2.2: Adopt the updated interlocal agreement.	Short-term	BCC
	Action 1.2.3: Develop a work plan with the city to implement the details of the interlocal agreement.	Mid-term	PD, PDB
<b>Objective 1.3: Complete an infrastructure plan and adopt development standards that under state law provide incentives for planned development in the unincorporated area around Livingston.</b>	Action 1.3.1: Complete a detailed infrastructure study meeting the requirements of MCA 76-1-601 (4)(c).	Mid-term	PD, PDB
	Action 1.3.2: Adopt the detailed infrastructure plan as an amendment to the county growth policy.	Mid-term	PDB, BCC
	Action 1.3.3: Draft and adopt zoning for the area based on the infrastructure plan amendment.	Mid-term	PD, PDB
	Action 1.3.4: Revise subdivision regulations according to MCA 76-3-616 (2) in order to incentivize development in this area.	Mid-term	PD, PDB

**Goal 2: Partner with state and federal agencies to reduce human-wildlife conflicts.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 2.1: Develop and implement a shared strategy with wildlife management agencies and community organizations to educate the public on living with wildlife.</b>	Action 2.1.1: Assist with the distribution of materials on living with wildlife developed or distributed by state and federal wildlife officials.	Ongoing	PD, PCA
<b>Objective 2.2: Identify critical wildlife corridors for development, infrastructure and conservation planning.</b>	Action 2.2.1: Use expertise, information and data from state and federal wildlife managers to identify and map corridors.	Short-term	PD, GIS
	Action 2.2.2: Incorporate wildlife corridor mapping into the Park County Atlas.	Mid-term	PD, GIS
	Action 2.2.3: Encourage MDT to include mitigation of wildlife corridors in planning and implementing highway projects.	Ongoing	PD

**Goal 3: Support efforts of fire managers to manage fuels on public and private lands.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 3.1: Implement the Community Wildfire Protection Plan.</b>	Action 3.1.1: Meet with fire management officials to identify parties responsible for implementing the actions in the Wildfire Protection Plan.	Short-term	PD, FC, DES
	Action 3.1.2: Take action to implement the tasks identified as being the responsibility of the county.	Short-term	PD, BCC, FC, DES
<b>Objective 3.2: Increase support of rural fire districts.</b>	Action 3.2.1: Assist rural fire districts in developing a consolidated targeted recruitment program to increase volunteers.	Short-term	FC, DES
	Action 3.2.2: Provide assistance in researching grant sources and writing grants for funding equipment, training and implementing projects.	Ongoing	GSP

**Goal 4: Protect the health and safety of residents and visitors.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 4.1: Help first responders expand and maintain their capabilities.</b>	Action 4.1.1: Seek grants and federal, state and possibly local funding sources to maintain and expand public safety capacity.	Ongoing	GSP, PD, DES
<b>Objective 4.2: Discourage development in parts of the county that are costly and hard to access and/or protect from wildfire and other hazards.</b>	Action 4.2.1: Assess development projects for potential impacts to public health and safety from wildfire and other hazards and disapprove the projects where the safety impacts are deemed to be too great.	Ongoing	PDB, PD, BCC, DES, FC

**Goal 5: Become active partners in management of federal lands.**

Objective	Action	Timeframe	Lead Partners
<b>Objective 5.1: Establish Cooperating Agency status with the USFS and NPS.</b>	Action 5.1.1: Reach out to the USFS and NPS and determine the specific requirements to achieve Cooperating Agency status.	Short-term	BCC, PCBD
	Action 5.1.2: Complete the requirements to achieve Cooperating Agency status.	Short-term	BCC, PCBD

**Goal 6: Encourage efforts of non-governmental partners to address community needs.**

Objective	Action	Timeframe	Lead Partners
<b>Objective 6.1: Facilitate and provide support to community groups.</b>	Action 6.1.1: Continue formal partnerships with NGOs providing services to Park County residents.	Ongoing	BCC, NGOs
	Action 6.1.2: Develop new partnerships with NGOs that are well positioned to assist in achieving the goals of this growth policy.	Ongoing	BCC, NGOs
	Action 6.1.3: When developing plans and programs, reach out to NGOs who serve and often provide a voice for disenfranchised members of the community.	Ongoing	NGOs, PD, HD, PCA

**Goal 7: Promote the use and enjoyment of publicly owned lands and waters.**

Objective	Action	Timeframe	Lead Partners
<b>Objective 7.1: Maximize opportunities for access to publicly owned lands and waters.</b>	Action 7.1.1: Plan for and develop access to rivers, lakes, streams and public lands where needed and appropriate.	Ongoing	NGOs, PD, PDB, BCC

**Goal 8: Be prepared to make decisions on how to manage water resources.**

Objective	Action	Timeframe	Lead Partners
<b>Objective 8.1: Build on recent efforts to establish baseline water quantity and quality information for the major watersheds in Park County.</b>	Action 8.1.1: Coordinate with the DNRC, the USGS, the Yellowstone River Council and the MBMG Groundwater Investigation Program to identify and assemble available studies on groundwater and surface water.	Short-term	PD, PDB
	Action 8.1.2: Coordinate with the DNRC, the USGS, the Yellowstone River Council and the MBMG Groundwater Investigation Program to conduct studies in areas of Park County where studies have not been completed.	Short-term	PD, PDB

**Goal 8: Continued**

<b>Objective 8.2: Conduct water resource studies that analyze sources, long term availability, potential conflicts and drought, and include recommendations for management.</b>	Action 8.2.1: Coordinate with the DNRC to produce a scientifically based document identifying Park County’s long term water requirements.	Mid-Term	PD, PDB
	Action 8.2.2: Based on baseline data and longer term water requirements, work with the DNRC to prepare a water management plan that provides recommendations to County Commissioners on how to manage county resources impacted by water, and for irrigators who use water for their livelihoods.	Mid-Term	PD, PDB
	Action 8.2.3: Create a drought management plan.	Mid-Term	CD, DNRC, PD, PDB

**Goal 9: Increase availability of broadband internet.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 9.1: Partner with educational providers, health care providers, the City of Livingston and the business community to investigate options and make recommendations investing in broadband infrastructure and expanding its use.</b>	Action 9.1.1: Partner with the city and NGOs and telecommunication providers to complete a broadband feasibility study focusing on ways to promote the development of next-generation broadband infrastructure in the community.	Short-term	PD, NGOs
	Action 9.1.2: Update the map in the Park County Atlas showing broadband coverage.	Short-term	PD, GIS
	Action 9.1.3: Update the subdivision regulations to ensure broadband utilities are considered in development proposals as appropriate.	Short-term	PD

**Goal 10: Create a system of interconnected trails.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 10.1: Prioritize and implement the recommendations in the Park County Active Transportation Plan.</b>	Action 10.1.1: Develop a five year work plan identifying responsible parties and potential mechanisms for implementing the Active Transportation Plan.	Immediate	PD, PRB
	Action 10.1.2: Review and update the work plan annually.	Ongoing	PD, PRB
	Action 10.1.3: Review and if necessary revise the Active Transportation Plan in 2020.	Mid-Term	PD, PRB
	Action 10.1.4: Identify, monitor and protect public access to public lands and partner with others to help ensure public rights-of-ways are open and accessible by the public.	Ongoing	USFS, NGOs, FWP, BCC

**Goal 10: Continued**

<b>Objective 10.2: Continue partnerships with the City of Livingston to develop Active Transportation facilities in and around the city.</b>	Action 10.2.1: Identify city and county shared priorities.	Immediate	PD
	Action 10.2.2: Integrate Active Transportation Planning into the shared vision and Memorandum of Understanding on land use planning in the Livingston area.	Immediate	PD, PDB, PCA, PBCC
	Action 10.2.3: Work with the city on grant applications for Active Transportation facility and infrastructure funding.	Ongoing	PD, GSP
<b>Objective 10.3: Identify stable, long-term funding sources for trail planning, design, construction, and maintenance</b>	Action 10.3.1: Identify and evaluate potential options for funding the ongoing operation and maintenance costs for Active Transportation facilities.	Mid-Term	PD, PRB, AO
	Action 10.3.2: Identify and evaluate potential locally sourced funding options for the construction of new active transportation facilities.	Mid-Term	PD, PRB, GSP, AO

**Goal 11: Provide for a safe and efficient County road network.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 11.1: Update the subdivision regulations to ensure new subdivisions pay a proportional share of their impact when upgrading County roads to meet County standards.</b>	Action 11.1.1: Research and present options to the Planning and Development Board on how other counties in Montana use subdivision regulations to require improvements to off-site county roads that are directly attributable to the impacts of a proposed subdivision.	Immediate	PD, PDB
	Action 11.1.2: Update the design and improvement standards in the subdivision regulations to include a procedure for making improvements to off-site county roads based on the direct proportional impact of a proposed subdivision.	Immediate	PD, PDB
	Action 11.1.3: Monitor and protect county right-of-way and easements from encroachments.	Ongoing	PW
<b>Objective 11.2: Establish a baseline for the condition of county roads and bridges, and monitor their condition over time.</b>	Action 11.2.1: Use a PASER analysis on paved, chip-sealed and gravel county roads to establish baseline conditions.	Immediate	PW
	Action 11.2.2: Use a PASER analysis on paved, chip-sealed and gravel county roads to monitor trends in the condition of county roads.	Ongoing	PW
	Action 11.2.3: Establish baseline conditions for bridges and monitor trends.	Short-term	PW
	Action 11.2.4: Develop and maintain a GIS map documenting historic and up-to-date PASER ratings for all paved, chip-sealed and gravel county roads in order to analyze improvement and deterioration over time.	Short-term	PW, GIS

**Goal 11: Continued**

<p><b>Objective 11.3: Prioritize the use of rural special improvement districts to upgrade substandard County roads in areas that are already developed.</b></p>	<p>Action 11.3.1: Use the PASER analysis, existing preliminary engineering reports (PERs), traffic data, development patterns and other pertinent information to evaluate what roads need funding for maintenance and upgrades.</p>	<p>Short-term</p>	<p>PD, PW, GIS</p>
	<p>Action 11.3.2: Complete PERs on roadways in priority areas in order to determine estimated costs to bring substandard roads up to county standards.</p>	<p>Ongoing</p>	<p>PW</p>
	<p>Action 11.3.3: With the support of neighborhoods, create RSIDs to bring priority substandard roads up to county standards.</p>	<p>Ongoing</p>	<p>PW, PD</p>
	<p>Action 11.3.4: Use RSIDs to supplement the cost of bringing a substandard county road up to county standards when off-site improvements directly proportional to the impact of subdivision do not cover the entire costs of improvements.</p>	<p>Ongoing</p>	<p>PW, PD</p>
	<p>Action 11.3.5: Update the county RSID policy.</p>	<p>Short-term</p>	<p>PW, BCC</p>
<p><b>Objective 11.4: Continue to secure federal funding sources to upgrade county roads and bridges that provide access to recreation areas on public lands.</b></p>	<p>Action 11.4.1: Pursue funding sources such as the Montana Federal Lands Access Program and/or other federal and state programs in order to mitigate impacts to county roads and upgrade county roads.</p>	<p>Ongoing</p>	<p>PW, GSP</p>

**Goal 12: Support water and sewer districts in and around community centers,**

Objective	Action	Timeframe	Lead Partners
<p><b>Objective 12.1: Coordinate with the existing water and sewer districts to update water and sewer facilities.</b></p>	<p>Action 12.1.1: Write letters of support, provide staff resources, and be partners in applications for funding sources for improvements, upgrades and expansions to water and sewer systems located in community centers.</p>	<p>Ongoing</p>	<p>BCC, GSP, PW</p>
<p><b>Objective 12.2: Evaluate and support the development of public water and wastewater systems in community centers in order to accommodate new growth and existing development.</b></p>	<p>Action 12.2.1: Complete area/neighborhood plans for Gardiner and the Cooke City - Silver Gate area that evaluates future infrastructure needs, projects land uses, and prioritizes infrastructure improvements, upgrades and expansions.</p>	<p>Short-term</p>	<p>PD, GIS, PW, GSP</p>

**Goal 13: Collect, treat and dispose of solid waste as part of an effective and efficient waste management system.**

Objective	Action	Timeframe	Lead Partners
<p><b>Objective 13.1: Maintain a database on the use of solid waste.</b></p>	<p>Action 13.1.1: Continue collecting data on the use of the satellite collection points and use the data to evaluate operations in order to keep costs down.</p>	<p>Ongoing</p>	<p>PW</p>
<p><b>Objective 13.2: Continue partnerships with the City Livingston to manage solid waste.</b></p>	<p>Action 13.2.1: Revise agreements with the City of Livingston when necessary.</p>	<p>Ongoing</p>	<p>PW, BCC</p>

**Goal 13: Continued**

<b>Objective 13.3: Continue efforts to support and explore new options for recycling.</b>	Action 13.3.1: Develop an internal county policy and guidelines for waste reduction and recycling.	Short-term	SWB, PW, BCC
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**Goal 14: Provide for affordable, low income and workforce housing.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 14.1: Prepare a housing plan for all of Park County that identifies affordable housing needs and targets, identifies possible funding sources, and pinpoints implementation partners.</b>	Action 14.1.1: Work with the Montana Department of Commerce Housing Division’s Technical Assistance Program to identify and plan for housing needs in Park County.	Immediate	PD
<b>Objective 14.2: Work with Cooke City and Silver Gate residents to develop an affordable / workforce housing strategy.</b>	Action 14.2.1: Using Gardiner’s strategy to develop and draft the Gardiner Area Housing Action Plan, and using Gardiner’s Housing Needs Assessment and Five Year Housing Plan as a model, assist Cooke City and Silver Gate complete a similar process.	Short-term	PD
	Action 14.2.2: Provide technical planning and mapping assistance to Cooke City and Silver Gate to identify land appropriate for new development of rentals and ownership units in affordable and market-rate sectors.	Short-term	PD, GIS
	Action 14.2.3: Provide assistance to Cooke City and Silver Gate in monitoring the implementation of their Area Housing Plan once adopted.	Mid-Term	BCC, PD, GIS, GSP
<b>Objective 14.3: Assist with implementing the strategies in the Gardiner Area Housing Action Plan.</b>	Action 14.3.1: Provide technical planning and mapping assistance to Gardiner in order to identify land appropriate for new development of rentals and ownership units in affordable and market-rate sectors.	Short-term	PD, GIS
	Action 14.3.2: Provide assistance to Gardiner in monitoring the implementation of the Gardiner Area Housing Plan.	Ongoing	PD, GIS, GSP
<b>Objective 14.4: Actively support and pursue grant funding to provide affordable housing to people with special needs and the elderly.</b>	Action 14.4.1: Evaluate the potential for incorporating housing services for people with special needs and the elderly under the Park County Health Department.	Mid-Term	HD, BOH
	Action 14.4.2: Support NGOs and the County Health Department in securing grants that provide affordable housing to people with special needs and the elderly.	Ongoing	BCC, GSP, HD, BOH
<b>Objective 14.5: Evaluate the benefits and impacts of vacation rentals on communities.</b>	Action 14.5.1: Complete a study on the local economic impact of short-term rentals that presents an overall context, identifies issues, and provides recommendations to address the issues.	Short-term	PD



**Goal 15: Protect private property rights.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 15.1: When making decisions regarding land use, uphold provisions of the US Constitution and the Constitution of the State of Montana that protect private property rights.</b>	Action 15.1.1: The County Attorney should review land use proposals of significance for legal issues prior to adoption.	Ongoing	CA, PD, BCC
	Action 15.1.2: The County Attorney should be present at key decision making points to provide legal advice to the Commissioner’s on land use proposals of significance.	Ongoing	CA, PD, BCC

**Goal 16: Take an active role in the land use and development process.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 16.1: Recognize the relationship between enhanced revenues generated by new growth and the long term liabilities for maintaining infrastructure and providing services.</b>	Action 16.1.1: Create and maintain data and mapping on property tax revenues generated on a per acre basis in order to identify the location and types of development that provide the greatest economic benefit to the county.	Ongoing	PD, GIS
	Action 16.1.2: Assist areas that collect resort taxes to establish community priorities for the expenditure of those funds.	Ongoing	PD
	Action 16.1.3: Use grant sources to fund market analyses for communities in Park County.	Short-term	GSP, PD
	Action 16.1.4: Explore establishing impact fees to help offset the impacts of future development.	Long-term	PDB, PW, PD
<b>Objective 16.2: Identify the current mechanisms for addressing land use conflicts, and evaluate options for improvement.</b>	Action 16.2.1: Draft a report that evaluates the current mechanisms for addressing land use conflicts.	Short-term	PD
	Action 16.2.2: Evaluate alternative approaches and how they would improve conflict resolutions over the existing approach.	Short-term	PD, PDB
<b>Objective 16.3: Develop tools that will allow the County to respond to and address evolving land use issues.</b>	Action 16.3.1: Use neighborhood planning and areas plans to provide specific policy direction to specific areas that have unique issues.	Ongoing	PD
	Action 16.3.2: Use topic specific plans such as transportation plans, capital improvement plans, or parks plans to provide specific policy direction on topics that have unique issues but are comprehensive to all Park County residents.	Ongoing	PD, PW, PRB, PDB, BCC
	Action 16.3.3: Develop a future land use map for Park County and adopt it as an amendment to this growth policy.	Mid-Term	PDB, PD, GIS



**Goal 16: Continued**

<p><b>Objective 16.4: Continue with and expand upon community outreach efforts that inform citizens of planning activities, while keeping planners aware of pressing issues.</b></p>	Action 16.4.1: Continue to hold community listening sessions following Planning and Development Board meetings.	Ongoing	PDB, PD
	Action 16.4.2: Update the Park County Atlas.	Mid-Term	PD
	Action 16.4.3: Maintain the planning department’s high level of transparency by making information available online, and attending informational meetings of community groups.	Ongoing	PD
	Action 16.4.4: Support the continuing education of staff.	Ongoing	BCC
	Action 16.4.5: Support staffing levels that allow staff and county officials to attend community meetings.	Ongoing	BCC
<p><b>Objective 16.5: Identify areas of critical agricultural importance and implement mechanisms in these areas that support the ability of agricultural landowners to continue operations.</b></p>	Action 16.5.1: Create a map of agricultural lands of importance by prime soil types identified by the USDA, large parcel sizes taxed as agricultural, and other considerations. Review the map with Agricultural landowners for their input.	Short-term	PD, GIS
	Action 16.5.2: Update the Park County Atlas to include the map of agricultural lands of importance.	Mid-Term	PD, GIS
	Action 16.5.3: Assist with efforts to create and expand markets for locally grown and made products.	Ongoing	GSP, HD, PD
<p><b>Objective 16.6: Develop incentives to encourage planned development that will be served by existing or planned infrastructure near existing communities centers.</b></p>	Action 16.6.1: Acquire grant funding to complete a market analysis for Gardiner and the Cooke City area.	Short-term	PD, GSP
	Action 16.6.2: Complete neighborhood plans for community centers.	Short-term	PD
	Action 16.6.3: Complete infrastructure plans according to 76-1-604(4)(c) MCA.	Mid-Term	PD
	Action 16.6.4: Adopt and revise development standards.	Mid-Term	PD, PDB, BCC
	Action 16.6.5: Allow for expedited review of subdivisions in community centers according to 76-3-616 MCA.	Mid-Term	PD, PDB, BCC

**Goal 16: Continued**

<p><b>Objective 16.7: Provide resources and support efforts to address the needs of an aging population.</b></p>	<p>Action 16.7.1: When creating development codes, provide for a range of housing choices that allow older adults to “downsize” while remaining in their community</p>	<p>Mid-Term</p>	<p>PD, PDB, BCC</p>
	<p>Action 16.7.2: Assist the county health department with identifying and implementing objectives of that department’s strategic plan as appropriate.</p>	<p>Short-term</p>	<p>PD, HD</p>
	<p>Action 16.7.3: In community centers, recognize that walkability is critical to older adults being able to reach the services they need. Work with MDT on highway projects to incorporate context sensitive design that promotes walkability and non-motorized facilities.</p>	<p>Ongoing</p>	<p>PD, HD</p>
	<p>Action 16.7.4: Work with regional partners to explore potential options to provide a public transportation service that assists older adults in accessing the services they need.</p>	<p>Ongoing</p>	<p>HD, GSP</p>
	<p>Action 16.7.5: Use GIS to map the location of critical services for older adults, and develop models that demonstrate travel times to those services. Locate new services or develop mobile services to serve areas with relatively high population densities that are far from existing services.</p>	<p>Mid-Term</p>	<p>GIS, HD</p>
<p><b>Objective 16.8: Protect air quality, important soils and water quality during and after development.</b></p>	<p>Action 16.8.1: Monitor pending development projects, assess impacts and voice support or disapproval when warranted.</p>	<p>Ongoing</p>	<p>PDB, PD, BCC, PCA</p>

**Goal 17: Diversify Park County’s economy.**

<b>Objective</b>	<b>Action</b>	<b>Timeframe</b>	<b>Lead Partners</b>
<b>Objective 17.1: Provide resources and support to economic development agencies operating in Park County.</b>	Action 17.1.1: Continue formal partnerships with economic development corporations and advocate strategies that work towards meeting the goals of this growth policy.	Ongoing	PDB, BCC
	Action 17.1.2: Recognizing the county has more resources and capacity to promote private investment than non-profit economic development corporations, identify ways the county can use its capacity and profile to assist local economic development authorities to expand economic development.	Short-term	PDB, BCC, PD
	Action 17.1.3: The County should take an active role in coordinating the different economic development activities in the unincorporated towns and incorporated municipalities in Park County, by communicating to these communities the shared long-range goals, by being more active in their strategic planning, and by providing assistance in program evaluation.	Short-term	PDB, BCC, PD
<b>Objective 17.2: Recognize the value of Park County’s unique natural amenities and recreational opportunities as competitive strengths, attracting talent and companies that diversify and strengthen the economy.</b>	Action 17.2.1: Develop an amenity-based economic development strategy that builds on the natural and cultural assets of Park County to achieve economic growth.	Short-term	PDB, BCC
	Action 17.2.2: If adopting regulation, consider the importance of the built environment and preserving or enhancing the small town appeal, such as a compact physical layout and historic architecture. Promote codes that allow flexibility and discourage codes that are rigid.	Ongoing	PD, PDB, BCC
	Action 17.2.3: If adopting regulation, consider the importance of the natural environment and recreational opportunities and their relationship with attracting talent that benefits existing employers.	Ongoing	PD, PDB, BCC
	Action 17.2.4: Consider benefits and costs in land use decisions, finding balance between developing and preserving natural resources that can support primary employment such as agriculture, fishing, timber, mining, renewable energy development and traditional energy development.	Ongoing	PD, PDB, BCC



## Appendix D: Gardiner Planning Documents



An Employee-Owned Company

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# REPORT OF PRE-DEMOLITION HAZARDOUS MATERIALS ASSESSMENT

**GARDINER DEPOT BUILDING  
WEST MAIN STREET, NORTHWEST OF ARCH PARK  
GARDINER, MONTANA**



Prepared For:



## **Park County Public Works**

Attention: Parks Frady, Director  
414 East Callander Street  
Livingston, Montana, 59047

Prepared By:



**INDUSTRIAL HYGIENE  
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February 27, 2014

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## APPENDICES

- Appendix A – Documentation of Accreditation
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## 1.0 EXECUTIVE SUMMARY

CTA Construction & Environmental, LLC (CTA), completed a pre-renovation hazardous materials assessment for Park County (the County) at the Gardiner Depot Building in Gardiner, Montana (site). The assessment was completed in support of an ongoing project being completed by CTA, Inc. (the Engineer) for the County at the site. This assessment was completed in general accordance with *Task Order 140123-3* and the associated *Hazardous Materials and Condition Assessment Proposal*, dated January 22, 2014. The task order was prepared by the Engineer and approved by the County on January 23, 2014.

The scope of CTA's assessment consisted of the following three (3) tasks: 1) Limited Asbestos Inspection; 2) Lead Assessment; and, 3) Visible Mercury and Polychlorinated Biphenyl (PCB) Assessment. Our methods and findings for the assessment are presented in the following sections of this report.

A total of 32 separate homogeneous areas (HAs) of building materials were identified as being suspect asbestos-containing materials (ACM) during the assessment. Of these, four (4) HAs were confirmed to contain greater than one percent (1%) asbestos through sampling and laboratory analysis and are therefore classified as ACM. Two (2) other building material HAs were assumed to be ACM based on CTA's professional experience and/or the guidance of the Environmental Protection Agency (EPA). One (1) other HA of suspect ACM was identified during the assessment but was determined to be present in a quantity less than the regulatory criterion of three square feet or three lineal feet; for this reason, this material was not sampled or analyzed and is non-ACM by definition. Sampling and laboratory analysis of material samples from the remaining 25 HAs indicated the materials did not contain detectable concentrations of asbestos; these materials have been determined to be non-ACM.

In the absence of additional sampling and analysis of materials assumed to be ACM, such materials must be considered to be ACM for the purposes of handling, transport, and disposal. Disturbance of any ACM during renovation or demolition activities may render the ACM friable, making them regulated asbestos-containing materials (RACM) as defined by the Montana Department of Environmental Quality (DEQ) and the EPA. RACM should be removed, transported, and disposed in accordance with applicable federal, state, and local asbestos regulations, including but not limited to those established by the EPA, the Occupational Safety and Health Administration (OSHA), and the DEQ. Non-ACM materials which contain detectable concentrations of asbestos are not regulated by the EPA or by DEQ; however, activities which may disturb these materials and result in potential worker exposure hazards are regulated by OSHA.

A total of 34 separate HAs of suspect lead-containing surface coatings were identified and sampled at the site during this assessment. Of these, five (5) surface coating HAs were determined to contain lead at a concentration equal to or greater than the Housing and Urban Development (HUD) lead-based paint (LBP) criterion of one milligram per square centimeter of sampled area ( $1.0 \text{ mg/cm}^2$ ) and were therefore determined to be LBP. An additional seven (7) HAs of surface coatings were determined to contain lead at concentrations between 0.10 and  $0.99 \text{ mg/cm}^2$ , which CTA conservatively reports as lead-containing paint (LCP).

Disturbance of LCP and/or LBP is regulated by OSHA. Disposal of LBP waste is regulated by the EPA, as established by the Resource Conservation and Recovery Act (RCRA). Due to presence of LBP surface coatings throughout the site, CTA evaluated the potential for the leachable lead concentration of the anticipated demolition waste stream to exceed the RCRA hazardous waste criterion. Based on the calculated weight of lead in all surface coatings at the site, as compared to the calculated weight of the non-lead demolition waste stream materials, the potential leachable lead concentration within the overall waste stream cannot exceed the RCRA criterion. Therefore, there are no special disposal requirements pertaining to lead.

There was one (1) presumed mercury-containing thermostat controller observed at the site, and approximately 100 presumed mercury-containing fluorescent light bulbs were observed at several locations throughout the site. The scope of our assessment did not include confirmation sampling and laboratory analyses of presumed mercury-containing materials. Mercury is a listed universal hazardous waste and must be disposed as such. However, mercury and lead in florescent light bulbs, thermostat controllers, and light switches should be managed in accordance with the Universal Hazardous Waste Regulations as documented within Title 40, Part 273, of the United States Code of Federal Regulations (40 CFR 273.9).

Approximately four (4) presumed PCB-containing light ballasts were identified at the site, two (2) of which were observed to be leaking. The scope of our assessment did not include confirmation sampling and laboratory analysis of presumed PCB-containing materials.



## 2.0 INTRODUCTION

The Engineer requested CTA perform a pre-demolition hazardous materials assessment to identify materials potentially containing asbestos, lead, mercury, or PCBs, at the site in support of their ongoing alternatives analysis project with the County for this site.

### 2.1 Scope of Work

The scope of work for this project included assessment of building materials and components throughout accessible interior and exterior areas of the site, including visual assessment, sampling, and documentation of suspect and confirmed/presumed ACM, lead-containing surface coatings, mercury-containing materials, and PCB-containing light ballasts.

While on site during a portion of the assessment, Park County Public Works Director, Mr. Parks Frady, indicated visible disturbance of building finishes should be minimized. For the purpose of this assessment, materials which could not be discretely sampled without damaging building systems (e.g. insides of wall cavities, beneath concrete floors, etc.) were considered to be inaccessible and were therefore excluded from the assessment.

One room within the Sheriff's Office space (Room 10) was locked and therefore inaccessible at the time of the assessment. Mr. Frady contacted the Sheriff while on site and was told the finishes inside the locked room were essentially the same as those within adjacent Room 11.

Two (2) sheds located immediately north of the Gardiner Depot building on the site property were locked and therefore inaccessible at the time of the assessment. Exterior materials associated with the sheds were included in this assessment, although the interior spaces were inaccessible.

CTA's scope of work for this project did not include preparation of abatement plans or specification documents, nor did it include any abatement, oversight, or clearance monitoring activities.

### 3.0 SITE DESCRIPTION

The Gardiner Depot building was currently divided into three (3) separate occupied spaces, including the Gardiner Water & Sewer office; a Park County Sheriff's Office; and, the Gardiner Community Library. Based on information provided by Gardiner Water and Sewer personnel during the assessment, CTA understands the original depot building was not fully enclosed. The portions of the building which were occupied by the Water & Sewer department at the time of the assessment were covered by the original roof, but the walls were originally open. The portions of the building occupied by the Sheriff's Office and the Library at the time of the assessment appear to have been originally enclosed. Exact construction and renovation areas were not reported to CTA and were difficult to discern based on current finishes. The two (2) unattached sheds appeared to be discernibly newer than 1979, for the purposes of the assessment.

Exterior finishes for the Depot building included painted concrete foundation walls; painted original wood shake siding; painted newer composite wood siding; painted wood fascia, soffit, and trim; and, metal roofing installed over an older asphalt shingle system. Both sheds consisted of painted wood or wood composite siding and asphalt shingles.

Interior finishes within the Water & Sewer office included unfinished and painted, textured gypsum wallboard (GWB) walls and ceilings and unfinished concrete floors, resilient flooring, and mastic-applied carpeting. Finishes within the Sheriff's office included unfinished and painted concrete floors, resilient floor coverings, GWB walls and ceilings, wood-fiber acoustic ceiling tiles, enamel-coated wall panels, and transite wall/ceiling panels. Library interior finishes included painted floors, resilient floor tiles, mastic-applied carpeting, GWB walls and ceilings, enamel-coated wall panels, and wood-fiber acoustic ceiling tiles.

## 4.0 REGULATORY CONSIDERATIONS

CTA presents the following regulatory considerations pertaining to asbestos, lead, mercury, and PCBs. CTA's sampling methods and recommendations are based on applicable regulatory requirements for each of these materials, respectively.

### 4.1 Asbestos

The Montana Department of Environmental Quality (DEQ) defines ACM as material containing more than 1% asbestos based on laboratory analysis of the material using the EPA Method 600/R-93/116 ("Method for the Determination of Asbestos in Bulk Building Materials") by Polarized Light Microscopy (PLM). Three categories of ACM have been defined in the National Emissions Standards for Hazardous Air Pollutants (NESHAP) standard, which is established in Title 40, Part 61, of the Code of Federal Regulations (40 CFR 61.141) and adopted by the DEQ in Title 17, Chapter 74, Subchapter 3, of the Administrative Rules of Montana (ARM 17.74.351). The NESHAP category definitions are as follows:

- ❑ **Category I Non-friable ACM** mean asbestos-containing packings, gaskets, resilient floor coverings, and asphalt roofing products containing more than one (1) percent (%) asbestos as determined using the method specified in appendix E, subpart E, 40 CFR 763, section 1 (PLM).
- ❑ **Category II Non-friable ACM** means any material, excluding Category I Non-friable ACM, containing more than 1% asbestos as determined using the method specified in appendix E, subpart E, 40 CFR 763, section 1, PLM that, when dry, cannot be crumbled, pulverized or reduced to powder by hand pressure.
- ❑ **Regulated ACM (RACM)** means a) friable asbestos material; b) Category I Non-friable ACM that has become friable; c) Category I Non-friable ACM that will be or has been subjected to sanding, grinding, cutting, or abrading; or d) Category II non-friable ACM that has a high probability of becoming or has become crumbled, pulverized, or reduced to powder by the forces expected to act on the material in the course of demolition or renovation operations regulated by the subpart.

**The definition of RACM includes all ACM associated with a structure or space which will be impacted by renovation and/or demolition activities. In other words, even non-friable Category I and Category II ACM may become RACM if disturbed during demolition or renovation activities.**

An "asbestos project," as defined by Montana Code Annotated (MCA) 75-2-502, *means the encapsulation, enclosure, removal, repair, renovation, placement in new construction, demolition of asbestos in a building or other structure, or the transportation or disposal of asbestos-containing waste. The term does not include a project that involves less than 3 square feet in surface area or 3 linear feet of pipe.* Based on DEQ correspondence and CTA's understanding of DEQ's interpretation of the MCA, the removal, transport, and/or disposal of RACM (or ACM which may become friable) in amounts exceeding this threshold value constitutes an "asbestos project."

Prior to undertaking a renovation or demolition project, DEQ requires an asbestos inspection to be performed for the structure or portion of the structure to be included in the renovation or demolition project, in accordance with ARM 17.74.354. The inspection must be completed by a Montana-accredited *Asbestos Inspector*. Following completion of the inspection, DEQ's notification requirements should be considered, as follows:

- ❑ Project Permit Application – This application should be used for a renovation project where quantities of RACM exceeding the “asbestos project” threshold will be or are likely to be dislodged, disturbed, or impacted (or where any non-friable ACM may be made friable). The application must be submitted to the DEQ at least 10 working days prior to initiation of any activities which will dislodge, disturb, or impact RACM (and/or make friable any ACM), including all transport and disposal activities.
- ❑ Demolition Notification – This notification must be submitted to the DEQ prior to demolition of a structure in which no ACM was identified by the inspection.
- ❑ Project Permit Application & Demolition Notification – This application & notification should be used where an asbestos project and subsequent demolition will be completed, as described above. The application & notification must be submitted to the DEQ at least 10 working days prior to initiation of any activities which will dislodge, disturb, or impact RACM (and/or make friable any ACM), including all transport and disposal activities.

Asbestos projects must be performed by individuals holding current accreditation as Montana *Asbestos Contractor/Supervisors* and/or *Asbestos Workers*, as stipulated under ARM 17.74.362. Asbestos projects are not considered complete until they have been “cleared” in accordance with the requirements set forth in ARM 17.74.357. It is important to note that clearance monitoring must be completed by a party not contractually associated with the asbestos project contractor, and there may not be any common ownership or employment relationship between the person or entity carrying out the asbestos project and the person or entity conducting the final clearance monitoring or sample analyses.

Demolition projects which will include in-place demolition of non-friable ACM (i.e. non-friable ACM which will not be rendered friable during demolition activities) require the full-time, on-site oversight of an individual holding a current Montana Asbestos Contractor/Supervisor accreditation to ensure any ACM remaining in the structure is not rendered friable during demolition activities. Friable ACM waste (RACM) must be disposed at a Montana-licensed, Class II landfill. Non-friable ACM waste (Category I or Category II ACM) may be disposed at a Montana-licensed, Class IV landfill. It is important to note, however, that some landfills will not accept asbestos waste, even if it is non-friable. Arrangements should be made with the landfill prior to initiation of abatement and/or demolition activities.

Handling of RACM, ACM, and non-ACM materials which contain detectable asbestos is regulated by the Occupational Safety and Health Administration (OSHA), as stipulated in 29 CFR 1926.1101. At all times, such materials must be handled in generally the same fashion as RACM unless a negative exposure assessment is completed to document workers will not be exposed to airborne fiber concentrations in exceedance of the OSHA permissible exposure limit

(PEL) of 0.1 fibers per cubic centimeter (f/cc) as an eight-hour time-weighted average (8-hour TWA) and the 30-minute, short term excursion limit (STEL) of 1.0 f/cc.

#### 4.2 **Lead-Based Paint**

The purpose of a lead assessment is to identify lead-containing surface coatings and to characterize the overall concentration of leachable lead in an anticipated renovation or demolition waste stream. Identification of lead-containing coatings and/or LBP is necessary to determine whether renovation/demolition workers may potentially be exposed to airborne lead concentrations exceeding permissible exposure limits established by the OSHA. Characterization of leachable lead in the overall potential waste stream is necessary to determine proper handling and disposal of renovation waste materials as required by the RCRA.

HUD defines LBP as a surface coating containing lead in a concentration greater than 1.0 mg/cm<sup>2</sup>. The presence of LBP on surfaces scheduled to be impacted during renovation activities increases the potential for workers to be exposed to airborne lead in concentrations greater than the OSHA PEL of 50 micrograms per cubic meter (µg/m<sup>3</sup>), which is established in 29 CFR 1926.62. However, it is important to note that the presence of lead-containing surface coatings (i.e. coatings which contain lead at concentrations less than the HUD criterion of 1.0 mg/cm<sup>2</sup>) may also present a potential exposure hazard for renovation workers.

When disturbing lead-containing coatings or LBP, an employer must assume workers will be exposed to lead concentrations above the PEL, and worker protection must be provided in accordance with 29 CFR 1926.62. Alternatively, a negative exposure assessment may be completed to document the potential for exposure to airborne lead during renovation/demolition activities, on a per-task basis.

Relating to disposal of lead-containing waste, RCRA regulatory criteria for “total” lead in a waste stream is established in 40 CFR 261, Subpart C. The regulatory criteria are listed in milligrams per liter (mg/l) of dissolved lead in a solution (“wet basis”), as determined using the Toxicity Characteristic Leaching Procedure (TCLP) by EPA Method 1311.

Rule-of-thumb RCRA criteria are listed in mg/kg of solid metal in the material sample (“dry basis”) and assume the entire mass of the analyte will enter solution. They are therefore conservative values; however, when the analyte concentration approaches or exceeds the rule-of-thumb value for a metal, the TCLP method should be used to determine the actual leachable concentration of the analyte in the sample.

The RCRA rule-of-thumb criteria for total lead is 100 mg/kg (0.1% by weight), and the TCLP regulatory criteria for leachable lead is 5.0 mg/l, as established in 40 CFR 261.24. A waste stream with a leachable lead concentration determined to be greater than 5.0 mg/l using the TCLP analytical method is defined as a “hazardous waste” and must be transported by a hazardous waste transporter and disposed at a hazardous waste disposal facility.

For the purpose of a renovation or demolition project, a composite sample representative of the overall anticipated waste stream for the project may be collected and analyzed for leachable

lead concentration. RCRA solid waste regulations set forth in 40 CFR 260.10 define a representative sample as “a sample of a universe or whole (e.g. waste pile, lagoon, ground water) which can be expected to exhibit the average properties of the universe or whole.” If analytical data indicate the leachable lead concentration for the representative sample is less than the regulatory criteria of 5.0 mg/l, then the entire waste stream may be disposed as non-hazardous waste with regards to lead.

Materials containing 5.0 mg/l of lead or more as defined by a TCLP analysis are regulated by RCRA as hazardous waste. Material determined to be hazardous waste must be transported in accordance with Department of Transportation (DOT) regulations, as stipulated in 49 CFR 171.3. Hazardous waste must be handled and disposed in accordance with 40 CFR 260 – 265.

#### 4.3 **Mercury**

Mercury-containing equipment is defined in 40 CFR 273.9 as “a device or part of a device (including thermostats, but excluding batteries and lamps) that contains elemental mercury integral to its function.” Although lamps (i.e. fluorescent light bulbs) are excluded from the definition of mercury-containing equipment, their disposal is still regulated under 40 CFR 273 if they are determined to be “hazardous waste” as defined in 40 CFR 261 (i.e. if the overall concentration of mercury in the entire lamp is more than 0.2 mg/L as determined by TCLP). Without laboratory analytical data or documentation from the lamp manufacturer regarding the concentration of mercury in the lamp, one must assume the TCLP mercury concentration in the lamp is greater than the regulatory criteria of 0.2 mg/l. These materials are “universal waste” materials, as defined in 40 CFR 273.

A “*Small Quantity Handler of Universal Waste*” must not accumulate 5,000 kilograms (kg) or more of universal waste (e.g. mercury) at any time. Personnel handling universal wastes must be trained regarding the proper handling and emergency response actions for the universal waste. The universal waste must be containerized to protect it from damage and/or leakage, and the containers must be properly labeled to identify the contents (e.g. “Universal Waste – Mercury Thermostats” or “Universal Waste – Lamps”). The transport of universal waste must be completed by a Universal Waste Transporter in accordance with EPA and DOT regulations. Universal wastes may only be transported to other universal waste handlers, destination facilities (e.g. disposal or recycling facilities), or foreign destinations. Handling and transport of small quantities of universal waste do not need to be reported the EPA; however, it is prudent to collect and document any and all receipts generated by the destination facility(ies).

#### 4.4 **PCBs**

As established in the Toxic Substance Control Act (TSCA) of EPA (40 CFR 761.2), any person must assume that a capacitor (i.e. a fluorescent light ballast) manufactured prior to July 2, 1979, whose PCB concentration is not established, is “PCB-Contaminated” (i.e. contains at least 500 parts per million (ppm) PCBs). Further, any person may assume that a capacitor manufactured after July 2, 1979, is non-PCB (i.e. contains less than 50 ppm PCBs); if the date of manufacture is unknown, any person must assume the capacitor is PCB-contaminated. Additionally, any person may assume that a capacitor marked at the time of manufacture with the statement “No PCBs” in accordance with 40 CFR 761.40 is non-PCB. In addition to the means described

above, manufacturer's literature (including documented communications with the manufacturer) or chemical analysis may be used to determine whether a capacitor contains PCBs.

As defined in 40 CFR 761.3, fluorescent light ballasts which contain at least 50 ppm PCBs (as determined by one of the methods described above) must be considered to be "*PCB Bulk Product Waste*". In general, these waste materials may be disposed in an incinerator, a chemical waste landfill, or a hazardous waste landfill, if the respective disposal facility meets the requirements of the CFR and the EPA. It is important to note that each load of PCB waste must be transported using the waste manifest protocol stipulated in 40 CFR 761.207. EPA does not require notification for removal or disposal of PCB Bulk Product Waste unless the waste generator owns or operates a PCB storage facility.



## 5.0 METHODS

The hazardous materials assessment included three (3) segments: an asbestos inspection; a lead assessment; and a limited survey for presumed mercury-containing building components (i.e. light switches, fluorescent light bulbs, and thermostat controllers) and presumed PCB-containing light ballasts. The assessment was completed by Mr. Scott Vosen of CTA's industrial hygiene group on February 11 - 13, 2014. The methods employed for each task are described in the following sections.

It is important to note that CTA's ability to fully assess the site was limited by access limitations described in Section 2 above. As noted above, CTA was directed by Mr. Frady to limit visible damage during the assessment. As a result, full assessment of interior wall areas was not feasible.

Additionally, CTA's inspector was unable to physically enter the attic spaces throughout the Gardiner Depot building. The attic areas were visually assessed from the attic access points to the extent feasible, both through direct observation and through photography. Identification and quantification of materials throughout these areas, as well as accurate location of attic division walls, was thus limited.

### 5.1 Asbestos Inspection

The asbestos inspection included the portions of each of the site buildings as described above. The inspection was completed in accordance with the requirements of the Montana DEQ Asbestos Control Program as established in ARM 17.74.354. In addition to complying with the regulations cited above, CTA's sampling methods generally conformed to the requirements set forth in the Asbestos Hazard Emergency Response Act (AHERA) as outlined in 40 CFR 763.86; the AHERA sampling methods are generally accepted as the industry standard for asbestos inspections.

CTA's asbestos inspection was performed by a member of our industrial hygiene staff holding current DEQ accreditation as an asbestos inspector. Observations and sample locations were recorded on field forms. Documentation of our inspector's DEQ accreditation is presented in Appendix A, and sample locations for suspect ACM are presented as Figure 1 in Appendix B.

Bulk samples of suspect ACM were placed in pre-labeled zip-top bags and shipped to SanAir Technologies Laboratory, Inc. (SanAir), in Powhatan, Virginia, using chain-of-custody protocol. CTA requested that SanAir analyze the samples using the EPA Method 600/R-93/116 by polarized light microscopy (PLM), which has an analytical sensitivity of 1% asbestos by visual estimate. Where appropriate, CTA also requested that samples found to contain asbestos in concentrations less than 1% be analyzed using the 400 Point Count stipulation of the EPA PLM method to achieve an analytical sensitivity of 0.25%. All samples were analyzed using positive stop analysis. SanAir is accredited by the National Institute of Standards and Technology's (NIST) National Voluntary Laboratory Accreditation Program (NVLAP) for PLM analysis and therefore meets the proficiency requirements of the DEQ.



Vermiculite identified was not sampled or analyzed during the assessment. Instead, CTA's inspector assumed vermiculite to be ACM, as recommended by the EPA. Based on the professional experience of CTA's inspector, vermiculite observed in the attic may also be present within exterior wall cavities in the same areas (i.e. throughout the exterior walls of the Library and Sheriff's office portions of the building, and in the original west exterior wall, between the Sheriff's Office and the Water and Sewer offices). This could not be verified during the assessment.

Sampling and analysis were not completed for transite panels identified during the assessment in order to reduce the potential for damage and fiber release at the sample points. This material was assumed to be ACM based on the professional experience of CTA's inspector.

## 5.2 **Lead Assessment**

The lead assessment consisted of two separate components, including an inspection for suspect lead-containing surface coatings and/or suspect LBP (collectively, suspect LBP) and a leachable lead assessment. The following sections describe the methods used for both components of the lead assessment.

### **5.2.1 Suspect LBP Inspection**

CTA identified HAs of suspect LBP on interior and exterior surfaces for each of the site buildings, as described above, in general accordance with American Standard for Testing and Materials (ASTM) Method E 1729-05 and/or Chapter 7 of the HUD *Guidelines for the Evaluation and Control of Lead-Based Paint Hazards in Housing*. CTA's inspector distinguished HAs of suspect LBP visually and through field review of analytical data obtained using a Niton<sup>®</sup> XLP 703a x-ray fluorescence (XRF) analyzer. If deemed appropriate by the inspector, multiple tests were taken within a given HA; in such instances, the highest observed concentration for tests representing a respective HA were reported.

The XRF utilizes an ionizing radiation source and internal calculations to provide direct-read lead data. Analytical data obtained from a field-calibrated XRF are accepted as accurate by the EPA and HUD. The XRF was calibrated on-site and checked for accuracy against National Institute for Standards and Technology (NIST) certified paint standards, following the manufacturer's guidelines, prior to usage. Following completion of testing and throughout the testing (at least once every four hours), the calibration of the instrument was checked against the NIST standards provided by the manufacturer to ensure analytical accuracy was maintained during the inspection.

### **5.2.2 Leachable Lead Assessment**

Due to presence of LBP surface coatings throughout the site, CTA evaluated the potential for the leachable lead concentration of the anticipated demolition waste stream to exceed the RCRA hazardous waste criterion. Based on the calculated weight of lead in all surface coatings at the site, as compared to the calculated weight of the non-lead demolition waste stream materials, the potential leachable lead concentration within the overall waste stream cannot

exceed the RCRA rule-of-thumb criterion of 100 mg/kg. For this reason, collection and TCLP analysis of a waste stream sample was deemed unnecessary.

### 5.3 **Limited Suspect Mercury and PCB Assessment**

Common building components which may contain mercury include some light switches, some thermostat controllers, and fluorescent light bulbs. CTA's industrial hygienist surveyed each room/space at the site to identify such components. The on-site mercury assessment was conducted in conjunction with CTA's lead and asbestos assessments. Observations were recorded on field forms.

CTA's scope of work for this limited suspect mercury assessment did not include collection or analysis of confirmation samples for presumed mercury-containing materials. For the purpose of this assessment, the following building components within the project area were presumed to be mercury-containing:

- ❑ Light switches marked with "Top" or "Up" on the switch;
- ❑ Thermostat controllers fitted with liquid-metal ampoules; and,
- ❑ Fluorescent light bulbs.

The on-site PCB assessment was also conducted in conjunction with CTA's asbestos and lead assessments. CTA's assessment was limited to a representative selection of light fixtures. Observations were recorded on field forms. For the purpose of this assessment, light fixtures which were discernibly newer than 1979, if any, and those clearly labeled "No PCBs," if any, were determined to be non-PCB-containing. Fixtures fitted with T-5 or T-8 bulbs require ballasts manufactured after 1979, meaning such fixtures are not suspect for containing PCBs. All other ballasts in fixtures were not discernibly newer than 1979, and which were not clearly labeled "No PCBs," were assumed to be PCB-containing. The scope of our assessment did not include confirmation sampling or laboratory analysis of suspect or assumed PCB-containing materials.

## 6.0 RESULTS

The following sections summarize the results and findings from our assessment. Approximate locations of confirmed or presumed asbestos, lead, mercury, and PCBs at the site are illustrated on Figures 3 through 5 in Appendix B. Data summary tables are presented in Appendix C, and copies of asbestos and lead analytical reports are presented in Appendix D.

### 6.1 Asbestos Inspection

A total of 32 HAs of suspect ACM were identified at the Gardiner Depot site, six (6) of which have been classified by CTA as confirmed or assumed ACM, as summarized below.

- Four (4) HAs of confirmed ACM (materials confirmed to contain greater than 1% asbestos) include the following:
  - Tan and brown 9-inch by 9-inch floor tiles (F1.1) in Rooms 15 and 16. While this material was determined to be non-friable in-situ, it is anticipated to become friable (RACM) during removal. Additionally, it is anticipated to be inseparable from the underlying RACM mastic (M1.1; see below).
  - White fabric vibration dampener (H2.1) on metal ducting above the furnace in Room 9. This material was determined to be friable in-situ and is anticipated to be RACM during removal.
  - Black mastic (M1.1) beneath RACM floor tiles (F1.1; see above). This material was determined to be friable in-situ and is anticipated to be RACM during removal.
  - Amber mastic (M4.1) beneath non-ACM sheet flooring. This material was determined to be inseparable from underlying, residual black mastic (M1.1; see above) and is therefore anticipated to be RACM during removal.
- Two (2) HAs of assumed ACM (assumed to be ACM based on EPA recommendations and/or professional experience):
  - Vermiculite insulation (I1.1). This material was observed to be loosely placed at a depth of approximately 2-3 inches in the attic above Room 14. Based on CTA's understanding of construction/renovation areas at the site, this material is also assumed to be present throughout attic spaces over Rooms 9, 10, 11, 12, 13, 15, and 16, although this could not be confirmed during the assessment. This material should be considered to be RACM for the purpose of removal.
  - Transite wall/ceiling panels (X2.1) in Room 9. This material was determined to be Category II non-friable ACM in good condition at the time of assessment. However, since all the seams were sealed with epoxy, it is likely the panels will be broken as they are removed. Therefore, this material is anticipated to be RACM during removal.

As noted above, one (1) HA of sink undercoating (I8.1) was identified as being present, although below the DEQ regulated quantity of three square feet of material. For this reason, no material samples were collected or analyzed, and this material is non-ACM by definition.

Asbestos was not detected by laboratory analysis of samples collected from the remaining 25 HAs of suspect ACM identified at the site. A complete summary of all HAs of suspect,

confirmed, and assumed ACM is presented in Table 1 of Appendix C. The summary table includes descriptive locations of where each material was observed or presumed to be located throughout the site; an assessment of the in-place condition of each material at the time of the inspection; and, the likely condition of the material during planned demolition activities. Confirmed and assumed ACM locations are also illustrated in Figure 3 in Appendix B. A copy of the laboratory analytical report is presented in Appendix D.

## 6.2 Lead-Based Paint Assessment

A total of 34 HAs of suspect LBP surface coatings associated with the site were identified and tested. A total of 12 HAs were determined to be LCP or LBP, as follows:

- Seven (7) HAs of LCP (containing lead at concentrations between 0.10 and 0.99 mg/cm<sup>2</sup>)
  - White paint on interior wood window components within Rooms 2, 6, and 9 (Pb-03).
  - Aqua paint on GWB in Room 11 (and assumed to be in Room 10) (Pb-05).
  - Green enamel coating on wall panels in Room 11 (and assumed to be in Room 10) (Pb-06).
  - Brown paint on concrete foundation walls throughout (Pb-28)
  - Brown paint on wood siding (newer vintage) along the south sides of Rooms 12 and 15 (Pb-29).
  - Red paint on concrete floors in Rooms 13 and 14 (Pb-30).
  - Brown paint on wood columns along the west edge of Room 1 (Pb-34).
- Five (5) HAs of LBP (containing lead at concentrations of 1.0 mg/cm<sup>2</sup> or more)
  - White paint on wood columns and beams (Room 1) and trusses (Rooms 1 – 7) (Pb-01).
  - Cream paint on a wood door between Rooms 9/12 (Pb-13).
  - Yellow paint on older wood exterior trim and fascia (Pb-22).
  - Brown paint on wood columns, beams, and soffit along the south side of the building, adjacent to Rooms 12 and 15 (Pb-26).
  - Brown paint on older wood shake siding, throughout (Pb-27).

A complete summary of all HAs of suspect and confirmed LBP is presented in Table 2 of Appendix C. The summary table includes descriptive locations of where the surface coatings were observed or presumed to be located throughout the building. The approximate locations of confirmed LCP and LBP are illustrated on Figure 4 of Appendix B. A copy of the XRF data report is presented in Appendix D.

CTA determined that the worst-case leachable lead concentration of the total anticipated renovation waste stream (i.e. assuming all detected lead would be 100% leachable) would be

less than the RCRA rule-of-thumb criterion of 100 mg/kg. This determination was based on an anticipated demolition of the complete Gardiner Depot building, with consideration given to confirmed lead concentrations and quantities identified during the assessment. Collection of a waste stream sample for leachable lead analysis was deemed unnecessary.

### **6.3 Limited Suspect Mercury and PCB Assessment**

One (1) presumed mercury-containing thermostat controller was observed in the Water and Sewer office area, and approximately 100 presumed mercury-containing fluorescent light bulbs were observed throughout all three spaces of the Gardiner Depot building.

A total of four (4) presumed PCB-containing fluorescent light ballasts were identified in the Gardiner Depot building, with two (2) observed in the Sheriff's Office and 2 observed in the Library. It is important to note that both ballasts observed in the Library (Room 15) showed evidence of leakage.

## 7.0 RECOMMENDATIONS

Based on the findings presented above, and with consideration given to applicable regulations, CTA presents the following recommendations for handling and disposal of materials of concern identified at the site, as described in this report.

CTA can implement the recommendations described below, including development of an abatement design; preparation of construction and bid documents; solicitation of bids and coordination of an abatement contract; oversight of abatement, transport, and disposal of waste materials; and, post-abatement clearance monitoring and reporting. Such additional services can be provided under a separate contract, if requested.

### 7.1 Asbestos

CTA recommends the removal, transport, and disposal of all identified ACM (F1.1, H2.1, I1.1, M1.1, M4.1, and X2.1) in accordance with applicable DEQ, EPA, and OSHA regulations prior to initiation of renovation or demolition activities which may impact those materials. Note that RACM mastic (M1.1) was observed to be mixed with mastic M4.1 in Room 12 and will almost certainly be inseparable from the overlying non-ACM sheet flooring, meaning all three should be removed as RACM. Further investigation is needed to determine whether vermiculite insulation is present within exterior wall cavities throughout the spaces occupied by the Sheriff's Office and the Library (Rooms 9 – 16).

Asbestos abatement activities should be completed by a DEQ-accredited asbestos abatement contractor. A NESHAP permit application and abatement project design must also be submitted to (and approved by) the DEQ at least ten (10) business days prior to initiation of abatement activities for **confirmed or assumed RACM**.

**It should be the sole responsibility of the abatement contractor to determine whether ACM are being removed “intact” or are being rendered friable (i.e. RACM) during such removals.**

### 7.2 Lead

LCP and LBP identified at the site can be demolished in place and disposed as general construction debris along with the overall demolition waste stream; there are no special disposal requirements with regards to lead in this circumstance, although the demolition contractor's workers must receive lead awareness training and handle the materials in accordance with the requirements of OSHA as stipulated in 29 CFR 1926.62 in order to ensure worker protection.

If any of these LCP/LBP coatings will be impacted in other ways (grinding, torching, scraping, sanding, etc.), the surface coatings should be properly abated first. CTA recommends any such abatement activities be completed by an abatement contractor; most asbestos abatement contractors in Montana are also qualified to perform lead renovation/removal work.

### 7.3 **Mercury**

Personnel handling universal wastes (i.e. disposed fluorescent light bulbs) must be trained regarding the proper handling and emergency response actions for the universal waste (mercury). The universal waste must be containerized to protect it from damage and/or leakage, and the containers must be properly labeled to identify the contents (e.g. “Universal Waste – Mercury Thermostats” or “Universal Waste – Lamps”). The transport of universal waste must be completed by a Universal Waste Transporter in accordance with EPA and DOT regulations. Universal wastes may only be transported to other universal waste handlers, destination facilities (e.g. disposal or recycling facilities), or foreign destinations. Handling and transport of small quantities of universal waste do not need to be reported to the EPA; however, it is prudent to collect and document any and all receipts generated by the destination facility(ies). CTA recommends mercury removal and disposal work be completed by the abatement contractor during asbestos abatement activities, prior to demolition. Most abatement contractors in Montana are qualified to perform removal services and coordinate transport and disposal of these materials.

### 7.4 **PCBs**

Presumed PCB-containing fluorescent light ballasts identified at the site must be considered to be “*PCB Bulk Product Waste*”. In general, these waste materials may be disposed in an incinerator, a chemical waste landfill, or a hazardous waste landfill, if the respective disposal facility meets the requirements of the CFR and the EPA. It is important to note that each load of PCB waste must be transported using the waste manifest protocol stipulated in 40 CFR 761.207. EPA does not require notification for removal or disposal of PCB Bulk Product Waste unless the waste generator owns or operates a PCB storage facility. CTA recommends PCB removal and disposal work be completed by the abatement contractor during asbestos abatement activities, prior to demolition. Most abatement contractors in Montana are qualified to perform removal services and coordinate transport and disposal of these materials.

## 8.0 LIMITATIONS

This report was prepared specifically for use by Park County and CTA, Inc. Use by any other entity is at the sole risk of the user(s). CTA's assessment was completed with a standard of care meeting or exceeding that of other consultants performing similar work in this area. Our findings and recommendations are based on observations and data collected during our site visits and our professional interpretation of laboratory analytical data for samples collected during the project, as described above.

The scope of our building assessment was limited to those areas of the site as described in this report. Some portions of the site and/or specific materials were not sampled or analyzed during the assessment, for the reasons stated herein. If additional suspect materials are encountered (or are likely to be encountered) during future renovation and/or demolition activities, they should be assessed, and/or sampled to determine whether they are ACM, lead, mercury, or PCBs prior to being impacted by those activities. The findings and conclusions of this report may not apply to future conditions at the site which we have not had the opportunity to evaluate.

We appreciate the opportunity to provide these industrial hygiene consulting services to Park County. If you have any questions regarding this project, or if we can be of service in another industrial hygiene and/or environmental consulting capacity, please contact me in our Great Falls office (406.452.3321).

Report Prepared By:



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# Housing Needs Assessment and Five Year Housing Plan

Gardiner, Montana

Prepared for:

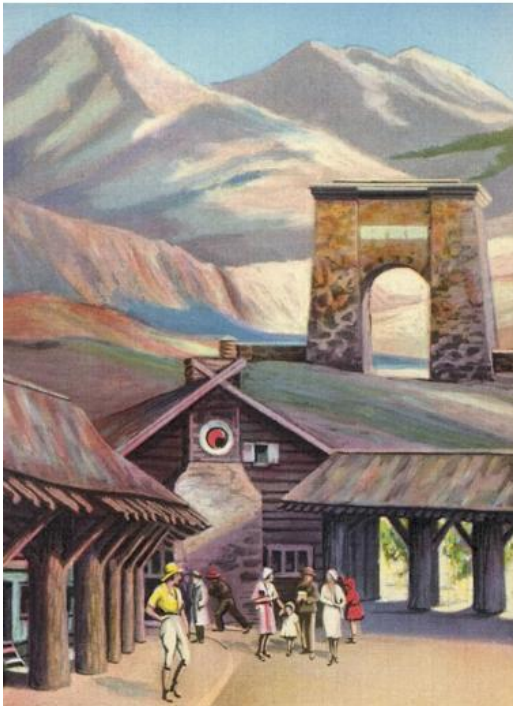
Greater Gardiner Community Council

April 2015

By: Human Resource Development Council of District IX and Park County Extension



Preservation, Enhancement and Revitalization



**MONTANA  
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**EXTENSION**



**HRDC**

BUILDING A BETTER COMMUNITY

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# Needs Assessment

## 1) Executive Summary

### **Background**

Nestled at the gateway to Yellowstone National Park, Gardiner is an idyllic mountain town. Every summer, this community of 875 residents welcomes nearly 650,000 visitors to Yellowstone, a number that grows every year. Like many seasonal, tourism-focused communities, Gardiner has struggled to meet their demand for affordable housing. Many who work in the Gardiner area are unable to find affordable housing in the area; many workers commute from communities as far away as Livingston.

Growth in Park visitation has resulted in increased demand for service sector employees. Additionally, many National Park Service and Park vendor employees call the Gardiner area home. While many employees are housed in Yellowstone, the housing available in the park is not sufficient to meet demand. Gardiner has added housing units in an effort to meet these increased needs, however; a number of factors continue to contribute to affordable housing challenges. The community has reached a critical point where its housing no longer meets the needs of year-round residents, let alone those of seasonal employees that begin to arrive in the spring of each year.

Local employers have facilitated self-funded efforts to provide housing for their employees. In addition to the pressure of seasonal employees, the conversion of rental units that were previously available on a seasonal or year-round basis to vacation rentals has severely reduced the rental housing stock. It is simply becoming more profitable for property owners to utilize programs such as Vacation Rental by Owner (VBRO) rather than to rent the property within the community. Households hoping to purchase are no better positioned; a recent search of homes for purchase yielded just two homes for sale for less than \$300,000.

In June 2014, staff from HRDC and Park County Extension met with the Greater Gardiner Community Council to discuss affordable housing challenges experienced in the community. At that time, the Council elected to create a stakeholder group to address this issue. The stakeholder group has continued to meet regularly with HRDC and Park County Extension staff to provide information and input integral to the development of this plan.

In addition to the group's regular meetings, two community surveys were completed. The first survey, conducted in November 2014, was directed to area employers to research year-round and seasonal housing needs of local businesses, and assessed how housing needs impact the ability of these employers to meet employment needs. The second survey, conducted in March 2015, was directed to community members, and asked questions regarding housing needs and priorities. Executive summaries of both surveys can be found in the appendices. The surveys were used to gather information from residents within Gardiner, but also those employees living in Yellowstone that are not included in

Census or State data. Information gathered via the Census, State, stakeholder meetings and surveys has been further enhanced by targeted interviews and research to create an assessment of current housing needs. This plan also identifies strategies and resources to meet housing needs.

**Questions we hope to answer:**

1. What is the magnitude of need for year-round housing at varying income levels? What affordability gaps exist for renters and potential homeowners?
2. How can the community facilitate private and non-profit development to meet year-round housing needs?
3. How can the community support employer efforts to provide additional seasonal housing?
4. What development challenges exist and how can they be addressed?
5. What funding resources are available to assist our efforts?

**Guiding principles**

The stakeholder group discussed broadly defined principals of affordable housing and why it is important to the Gardiner Community as a guide to the planning process.

- Residents deserve safe, stable, affordable and accessible homes within a reasonable proximity to school, work and essential services.
- Future economic growth and prosperity depends upon having an adequate supply of homes and rental units available to residents of various incomes and household sizes.
- The solutions to providing affordable housing should involve diverse approaches and mechanisms – there is no one solution.
- Availability of housing for residents of all income levels is essential for attracting and retaining employers, employees and citizens essential to our community’s prosperity and maintaining a sense of community.

**Defining affordability**

There is no single home price or rent that defines “affordable housing”. Affordability is based on ability to pay, which is a function of costs and income. Technically, the term **affordable** is defined by the U.S. Department of Housing and Urban Development (HUD) as the household paying no more than 30% of their gross monthly income for housing. HUD assistance is predominantly reserved for **low and moderate income** households, defined as those earning less than 80% of the **Area Median Income** (AMI). The Area Median Income for Gardiner is that of Park County.

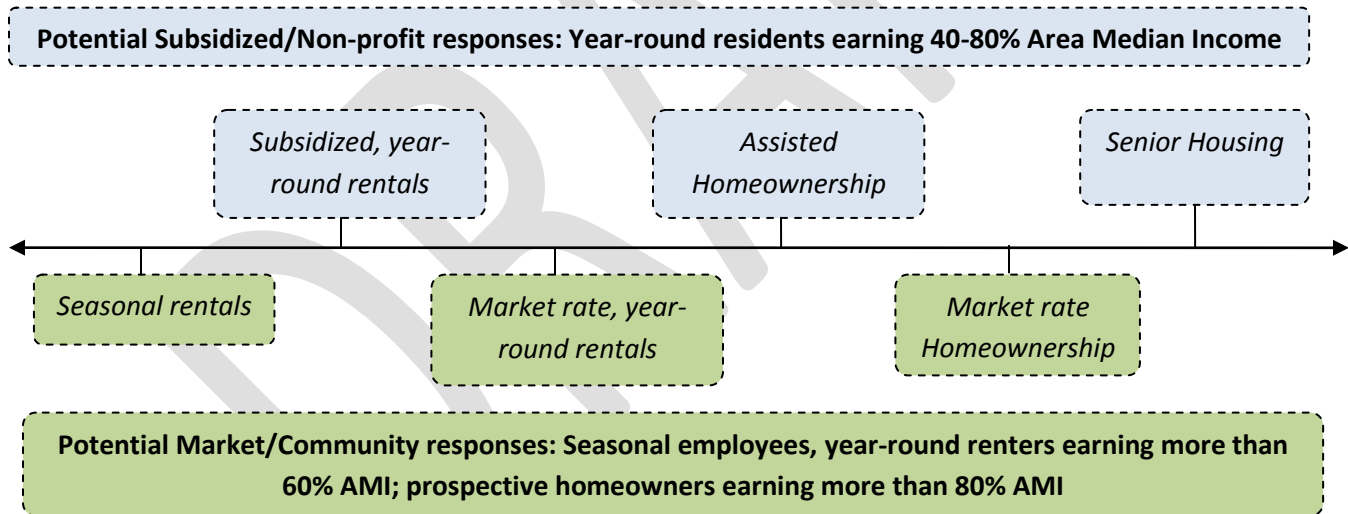
**Park County Area Median Income**

Household Size	1	2	3	4	5	6	7	8
100% AMI	42,000	48,000	54,000	59,900	64,700	69,500	74,300	79,100
80% AMI	33,550	38,350	43,150	47,900	51,750	55,600	59,400	63,250
50% AMI	21,000	24,000	27,000	29,950	32,350	34,750	37,150	39,550
30 % AMI	12,600	15,930	20,090	24,250	28,410	32,570	36,730	39,550

Like many mountain communities, residents of Gardiner recognize that households earning more than 80% of the AMI may also need some form of housing assistance to secure affordable housing. Many communities refer to the affordable housing needs of households earning more than 80% AMI but still in need of housing assistance as **workforce housing**, which is generally targeted to households earning between 80-125% AMI, depending on local market factors. This term encompasses the concept of providing housing to meet renter and owner needs at various incomes. In addition to the needs presented by low and moderate income households (affordable targets) and those households above that threshold but still in need of assistance (workforce targets), the Gardiner area has significant **seasonal housing** needs.

### The Housing Continuum

Housing is central to a community’s quality of life; providing sufficient housing to citizens promotes economic development and supports strong communities. Housing choice allows residents to remain in the area even as their life circumstances change. As part of this study, we spoke with many residents who chose to live in Gardiner after a number of years of working in Yellowstone, often because they had added children to their household and needed to secure housing to accommodate their family, but did not want to leave the area. It is the goal of this plan to provide strategies for meeting affordable housing needs at all levels of the housing continuum.



Gardiner’s attractive quality of life and proximity to Yellowstone National Park have contributed to economic growth that has led to increased year-round and seasonal employment opportunities and increasing demand for housing across all levels of the housing continuum. The community has added housing units in response to this need, however; most units added have been single-family homes directed to homeownership or have been absorbed into the vacation/seasonal rental market.

### Indicated Housing Needs

Available data indicates a need for more rental housing priced to be affordable to households with incomes less than \$25,000 per year (rents of \$625 per month or less), as well as a general need for

additions to the rental stock for households earning as much as \$60,000 per year who are currently unable to purchase in the community. The study indicated affordability gaps for homebuyers with incomes at or below \$61,000, translating to prices at or below \$313,000. Seasonal housing needs were not within the scope of this study, however; information gathered in the employer survey suggests a need for seasonal units as well. It is recommended that the community consider connecting to employers during the summer season to inquire about that season's housing situation. Conducting a brief survey of employers each summer would provide longitudinal information that could assist companies interested in developing additional seasonal housing. As the need for seasonal housing will be filled by employers and the private market, providing useful information may encourage partnership and development resulting in additional units.

### **Housing Plan Indicated Programmatic and Regulatory Initiatives**

*Increase and preserve the supply of affordable housing.* Action items include: identifying land for development, partnering with non-profit developers to build affordable rental and ownership units, engaging private developers to build new market rate housing for year-round and seasonal employees, and utilizing programs that assist homebuyers and homeowners.

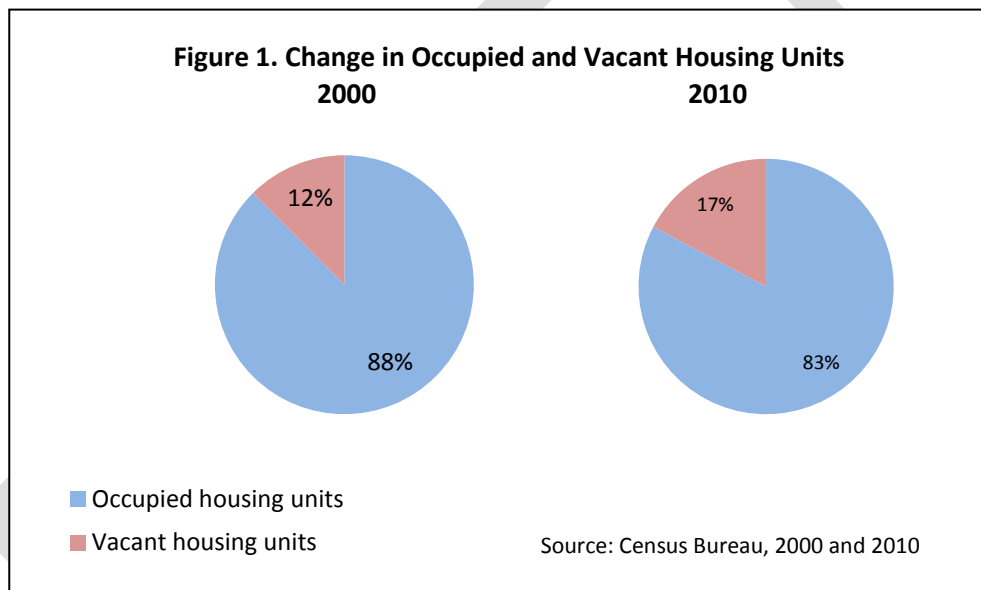
*Build organizational and financial capacity.* Action items include: identifying available funding sources, adopting guidelines for resort tax use for affordable housing, and encouraging partnerships among employers, residents, non-profits and private developers to impact local affordable housing needs.

*Consider the impact of regulatory initiatives for land use and availability.* Action items include: evaluation of incorporation, citizen-initiated zoning and use of the Townsite Act.

## 2) Demographic Profile and Trends

### Population and Household Trends

Gardiner's population grew at a steady rate of 2.8% from 2000 to 2010 from 851 to 875 —a growth rate on par with Livingston (2.8%). The total population of Park County decreased at a rate of -0.1% during the same period. This increase represents 25 households added to the community. During that time, 59 units were added to the housing stock, increasing total units from 497 in 2000 to 556 in 2010. This 11.9% increase in units should have been adequate to meet population growth. However, a significant change from 2000-2010 is the share of vacant units (Figure 1), particularly those designated for seasonal, recreational or occasional use, which increased from 22 units to 57 units, a 159% increase in this sector. So, while the number of total units increased, the ratio of occupied units to total housing units has decreased. This statistical evidence supports community input regarding the conversion of year-round rental units to vacation rental purposes.



### Homeownership vs Rental – Year-round occupied units

There were 460 occupied housing units in Gardiner in 2010, up from 435 in 2000. Of the 25 year-round occupied units added between 2000 and 2010 it appears as though all were absorbed into the owner-occupied segment, which increased from 232 units to 257 units. During the same period the number of renter-occupied units remained steady at 203. This supports community input regarding the lack of rental units for households at all income levels – of the 274 community members responding to the community survey, 58% reported difficulty renting because they could not find an available unit. Figure 2 shows the percentage of homeowners and renters in the Gardiner Census Designated Place (CDP).

### Income Distributions

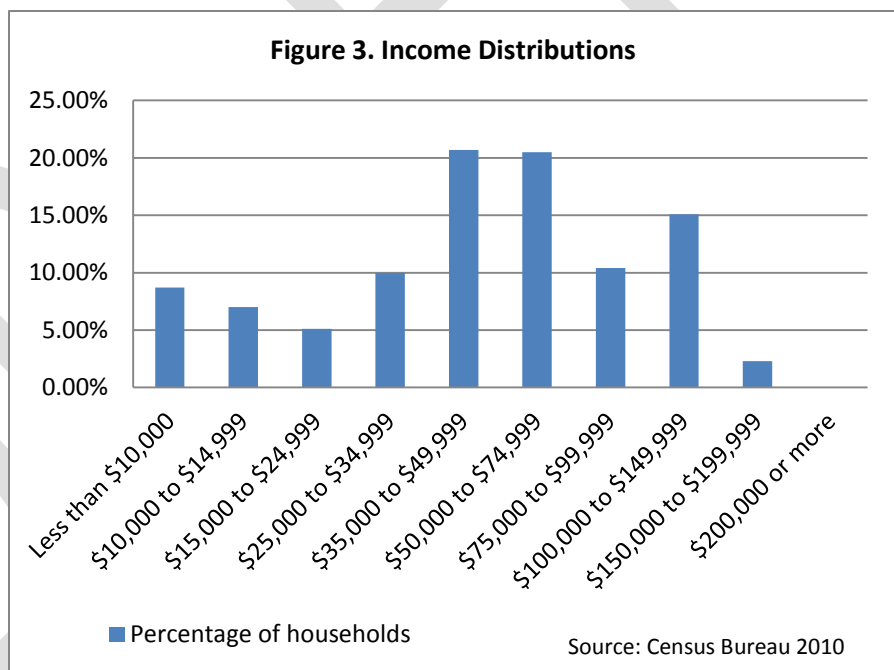
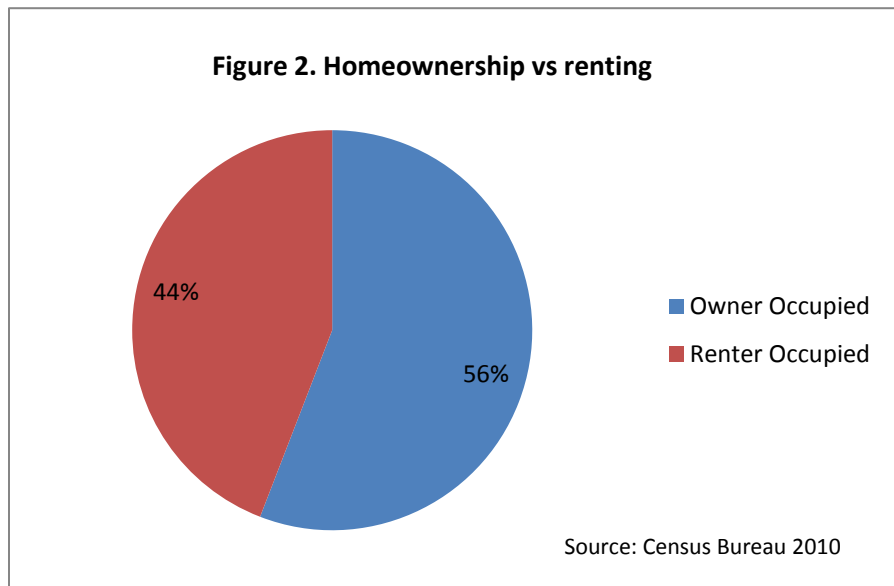
While Census median incomes do not match HUD’s median income calculations, using approximations we find that an estimated 20% of Gardiner households with incomes less than \$25,000, in line with HUD’s low-income group (Figure 3). The largest income group is those households earning between \$35,000 and \$49,999 – most of these households, depending on size, fall within the HUD’s 80% of Area Median Income and are classified as low income.

The median household size in Gardiner is just below two (U.S. Census). A household of two is eligible for HUD ownership programs if they are earning less than \$38,350. Households of two earning less than \$28,800 are eligible for subsidized rentals. A larger household of four could earn up to \$47,900 and be eligible for HUD ownership assistance and up to \$35,940 for rental

assistance. Again, while the income figures do not perfectly align, an estimated 31% of households in the area earn less than \$34,999 and would likely qualify for assistance, along with many potential households earning between \$35,000 and \$49,999.

### Housing Cost Burdens

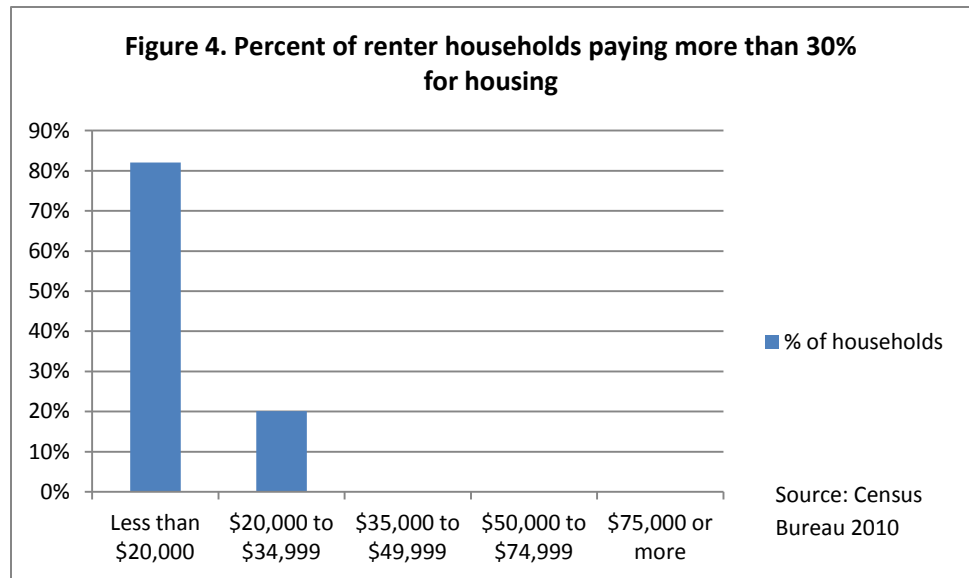
According to Census American Community Survey (ACS) figures, the median rent in 2013 was \$629/month. This is consistent with information gathered in the community survey, where respondents reported an average monthly rent of \$630. A review of listings in the Gardiner Chamber of Commerce





newsletters from 2012, 2013 and 2014 found the median asking price of a rental unit was \$600 per month in 2012, rising to \$650 per month in 2014. HUD defines a household as cost burdened if they pay more than 30% of their income toward housing. According to Census data for renter households (Figure 4), over 80% of those earning less than \$20,000 annually are cost burdened. One-fifth of households earning between \$20,000 and \$34,999 are cost burdened. No renter households earning over \$35,000 reported housing cost burdens.

Of the 274 respondents to the community survey, 40% reported difficulty renting in Gardiner in the past five years due to affordability of units. As prices rise and units are converted to vacation and season use, this trend may continue. There are currently 96 homes



listed on Vacation Owner by Renter (VRBO) in the Gardiner area, with an average price of \$270 per night. The majority of listings required a minimum three night stay, resulting in \$810 for a three day stay, significantly more than prevailing monthly rents in the community.

One-fifth of owner households were determined to be cost burdened according to the Census Bureau. Owner households most likely to be cost burdened were those earning less than \$20,000 per year and those earning between \$50,000 and \$74,999. According to the Census ACS the median home price in 2013 was \$283,300. A household would need an estimated income of \$56,798 to purchase a home at that cost and maintain an affordable payment (Figure 5).

According to figures compiled by the real estate firm Coldwell Banker, there were nine properties sold using the Multiple Listing Services (MLS) with a median price of \$313,266. A household would need an

**Figure 5. Income needed to afford median home**

Source:	2013 ACS	2014 MLS
Price	283,300.00	313,266.00
Monthly payment	1,561.94	1,700.71
Monthly Income needed	4,733.16	5,153.67
Annual income	56,797.89	61,844.09

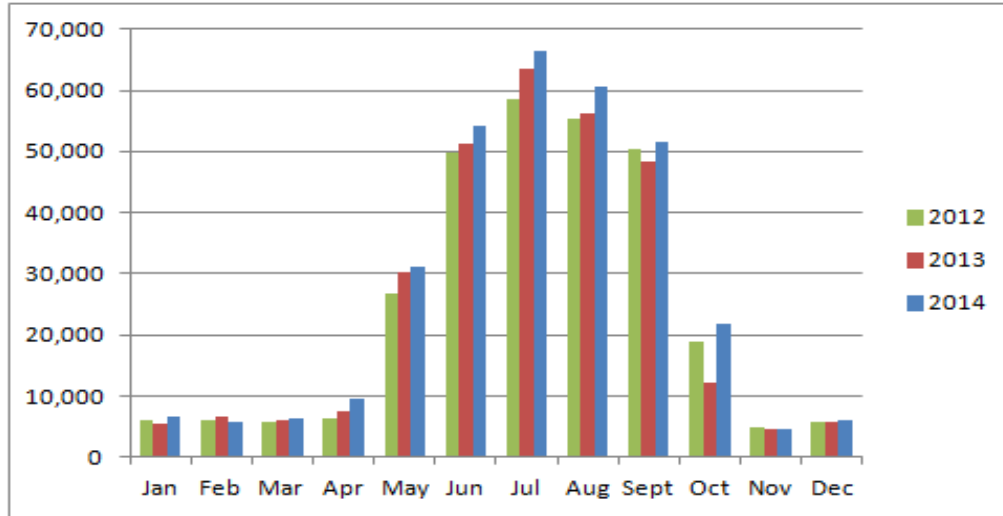
*Assumptions: 30 year mortgage at 4% interest, 3% down payment, \$250/month for escrows, 33% of household income allocated to payment*

estimated income of \$61,844 to support a purchase at this price. A current review of homes available on MLS within the area found 14 homes with a median price of \$600,000.

### Yellowstone National Park Influences

Gardiner’s status as a gateway community to Yellowstone National Park results in a high volume of seasonal visitors. Figure 6 demonstrates the monthly traffic count through the North Entrance from 2012 to 2014. While the North Entrance is open year-round, May clearly represents the beginning of Gardiner’s busy season, which does not taper off until October.

**Figure 6. North Entrance Visitor Use**



Source: Integrated Resource Management Application, National Park Service use Statistics

An overall increase in Park visitors, particularly during the summer, has had an impact on the availability of housing in the community for both year-round and seasonal employees. Increased visitors result in increased demand for services and employees. At the same time, the attractiveness of the area for second homeowners, along with the explosion of sites like VRBO has resulted in a contraction of units available for all employees. Two-thirds of businesses responding to the employer survey were primarily seasonal in nature, with 90% responding that summer was their busiest season. Over 60% responded the cost of rental housing has made it difficult to fill open positions, and 64% responded they had experienced difficulty maintaining operations due to challenges in recruiting and retaining employees.

### 3) Local Economy and Workforce

#### Employment trends

Quantifying employment trends in Gardiner proves difficult. The Census and Bureau of Labor and Statistics (BLS) use differing methods to measure employment, and BLS data is only provided at the county level. As many seasonal and year-round Gardiner area employees reside outside of Park County, some outside of the state within Yellowstone, any available data must be supplemented with information from area employers. This is just one reason the group elected to conduct an employer survey to capture the current market conditions faced by area businesses. While this survey cannot capture previous growth or perceptions, it does provide context to available information.

**Figure 7. Employment by Occupation**

<b>OCCUPATION</b>	Total	%
Management, professional, and related occupations	131	26.2
Service occupations	107	21.4
Sales and office occupations	132	26.4
Farming, fishing, and forestry occupations	9	1.8
Construction, extraction, and maintenance occupations	86	17.2
Production, transportation, and material moving occupations	35	7.0
<b>INDUSTRY</b>		
Agriculture, forestry, fishing and hunting, and mining	19	3.8
Construction	26	5.2
Manufacturing	7	1.4
Wholesale trade	2	0.4
Retail trade	62	12.4
Transportation and warehousing, and utilities	15	3.0
Information	5	1.0
Finance, insurance, real estate, and rental and leasing	2	0.4
Professional, scientific, management, administrative, and waste management services	30	6.0
Educational, health and social services	33	6.6
Arts, entertainment, recreation, accommodation and food services	235	47.0
Other services (except public administration)	14	2.8
Public administration	50	10.0
<b>CLASS OF WORKER</b>		
Private wage and salary workers	335	67.0
Government workers	136	27.2
Self-employed workers in own not incorporated business	29	5.8

Source: Bureau of Labor and Statistics

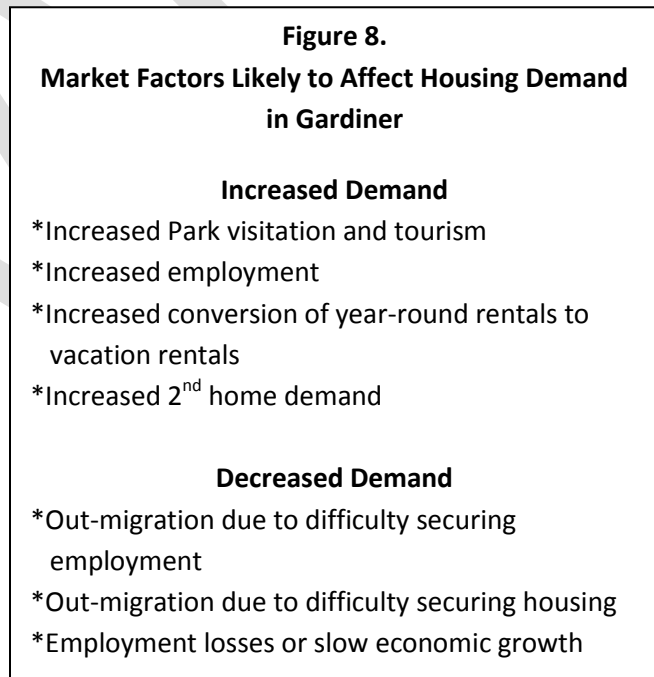
## The Employer Survey

As discussed above, many workers in the Gardiner area are housed in Yellowstone National Park. For these employees, data is not captured in BLS information. The employer survey was used to gather information about the workforce and housing needs. An executive summary of the employer survey can be found in the appendices.

Thirty-one businesses responded, representing 597 year-round employees, and over 4,500 seasonal employees. While an exact figure was unavailable, further discussion with the working group determined a portion of the reported 4,500 seasonal employees are housed in Yellowstone and not living in the Gardiner area. Still, the group agreed that seasonal demands further exacerbate housing availability and affordability challenges.

Of the employers surveyed, 93% responded that there had been a decrease in housing available in the Gardiner area. Respondents also reported difficulty filling open positions (60%), difficulty retaining employees (47%), difficulty maintaining operations due to challenges in recruitment and retention (64%), and difficulty expanding due to recruitment/retention (50%). Nearly half (47%) of the employers surveyed have plans for expansion. The availability of housing for current and future employees is a key factor to Gardiner's continued economic success.

What do these trends mean for current and future housing demand in Gardiner? Consistent increases in Park visitation will continue to drive demand for employees by large employers (National Park Service, Xanterra) and smaller seasonal operations. As this demand grows, year-round employment opportunities increase as well, as witnessed by increased employment at Yellowstone Association, the Gardiner Market and other businesses that support a year-round community. The busy summer season will continue to place pressure on the market for seasonal employees as well. VRBO and similar resources will likely capture increasing units in the vacation rental category due to sheer economics. Of course, there is always a chance that demand will decrease as a result of out-migration and/or national economic recession. However, the current environment appears to tilt toward increased demand for services, employees and housing.



## 4) Housing Needs and Market Conditions

There were 460 occupied housing units in Gardiner in 2010, up from 435 in 2000. Of the 25 year-round occupied units added between 2000 and 2010 it appears as though all were absorbed into the owner-occupied segment, which increased from 232 units to 257 units. During the same period the number of renter-occupied units remained steady at 203. Construction has kept pace with population increases, however; it cannot keep pace with the conversion of units to seasonal use.

In a community survey of 274 community members, 58% reported difficulty renting because they could not find an available unit, while 38% reported difficulty purchasing a home due to high prices. Market availability and pricing contributed to the 67 (24% of respondents) households living outside of Gardiner that expressed a preference to live in town. Comments from the community survey included many references to the difficulty to secure housing, particularly in the summer.

Employers have incorporated a number of methods to meet housing needs, including purchasing homes specifically for their workforce, converting hotels rooms to seasonal housing, and constructing new units. Several employers reported ongoing efforts to meet the housing needs of employees. Seventy-nine respondents to the community survey lived in housing provided by National Park Service or Xanterra, while an additional 16 were housing provided by other employers. Twenty five respondents reported living in “dorms/bunkhouses, travel trailers/RVs and shacks” that are generally not suitable for year-round housing.

Outside of efforts by the private market to meet community housing needs, there has been limited affordable housing activity. A 15-unit subsidized Rural Development 515 property was converted into hotel/apartment suites. There have been no other efforts to develop subsidized housing using state or federal sources. Habitat for Humanity has conducted some work in the community in the past. Efforts to use currently available down-payment assistance programs through HRDC have been limited in their success in the area due to high housing costs and condition of low-cost homes. This program, funded by the U.S. Department of Housing and Urban Development (HUD), can assist households earning up to 80% of the Area Median Income with \$30,000 in down-payment assistance, however; the program has a purchase price limit of \$200,000 in Park County. Additionally, homes must meet HUD’s Housing Quality Standards (HQS). Homes not meeting these standards must be brought to the standard at the seller’s cost. In a competitive real estate market, this requirement can cause even the most cooperative sellers to select an offer with fewer requirements.

### **The For-purchase Homeownership market**

According to the Census ACS the median home price in 2013 was \$283,300. A household would need an estimated income of \$56,798 to purchase a home at this cost and maintain an affordable payment (Figure 9). According to figures compiled by the real estate firm Coldwell Banker, there were nine properties sold using the Multiple Listing Services (MLS) with a median price of \$313,266. A household would need an estimated income of \$61,844 to support a purchase at this price.

A current review of homes available on MLS found 14 homes with a median price of \$600,000. Only four of those homes were priced at \$375,000 or less, and only two were priced at less than \$300,000. In comparison, a household of four earning 80% of the Area Median Income can afford a home of approximately \$230,000. The least expensive home currently listed is priced at \$259,000.

Community input has been that many homeowners do not elect to use a realtor to sell via the MLS, and that MLS properties may be priced higher than For-Sale by Owner (FSBO) properties. A review of homes advertised in the Gardiner Chamber of Commerce newsletter (representing a mix of FSBO and MLS properties) found average asking prices for homes of \$348,700 for 2012, \$376,681 for 2013, and \$374,235 for 2014.

### The Rental Housing Market

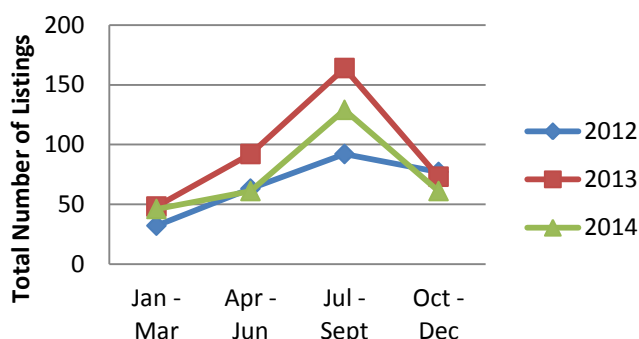
There are a number of factors placing pressure on the Gardiner area rental market. The seasonal demand of employers results in many houses being unavailable during the busy season. Additionally, the conversion of many previously available homes to vacation rental homes takes more homes out of the rental housing stock, increasing price pressures on those remaining. Seasonal and vacation populations create a higher demand for rental housing that is often not directly based on the economic conditions present in the local community. Seasonal workers are also generally willing to co-house with multiple roommates, which increases their total payment capacity to a level higher than that of local households.

**Figure 9. Income needed to afford median home**

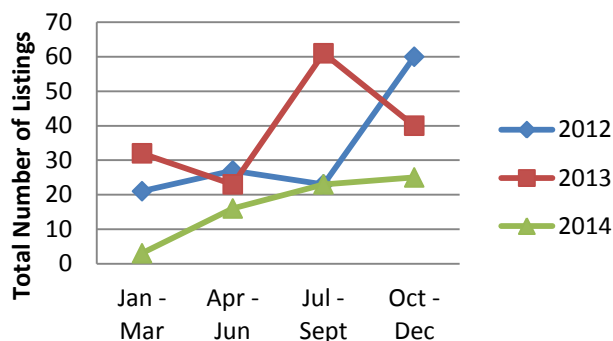
Source:	2013 ACS	2014 MLS
Price	283,300.00	313,266.00
Monthly payment	1,561.94	1,700.71
Monthly Income needed	4,733.16	5,153.67
Annual income	56,797.89	61,844.09

*Assumptions: 30 year mortgage at 4% interest, 3% down payment, \$250/month for escrows, 33% of household income allocated to payment*

**Figure 10. Number of for-sale homes advertised in Chamber of Commerce newsletter**



**Figure 11. Number of rentals advertised in Chamber of Commerce newsletter**



Residents we spoke with talked about the difficulty in securing year-round leases for rental properties and encountering long waiting lists for desirable units. This was also reflected in comments received in the community and employer surveys. Over 93% of respondents to the employer survey believe there has been a decrease in housing availability in Gardiner. The decrease in available housing has impacted

businesses unable to secure sufficient housing to meet their seasonal needs, with 41% of respondents reporting the decrease in housing has negatively or very negatively affected their ability to recruit and retain employees. Those businesses able to fully meet their housing needs enjoy a competitive advantage in employee recruitment, with 21% stating the decrease has had positive impacts on their business.

While units are difficult to secure, it appears as though rents for available units are remaining somewhat constant. Median rents identified in the 2010 Census were \$629/month; of the 274 individuals responding to the community survey, 141 were paying rent, reporting an average rent payment of \$597. It is uncertain if rents will remain steady if market pressures continue. In this small market, the conversion of even a few rentals has major consequence.

Generally speaking, most households paying rent are not severely cost burdened. According to the 2010 Census, there were five renter households with earning incomes between \$20,000 and \$34,999 per year paying more than 30% of their income for housing. This is added to 18 cost burdened households with incomes less than \$20,000 per year, resulting in a total of 23 households earning less than \$35,000 overpaying for rental housing.

According to Census data there are 52 households earning less than \$35,000 in the Gardiner Census Designated Place (CDP). Renters earning less than \$35,000 are the target market for below-market rate rental housing funded through Federal Low-Income Housing Tax Credit (LIHTC) programs administered via the Montana Department of Commerce. While tax credits are extremely competitive, a project in Gardiner would qualify for the state's Small Rural Projects set-aside, a less competitive funding category. In order to meet the needs of those households earning less than \$20,000 per year, additional subsidies, such as HOME and CDBG will likely be needed to achieve lower rents than those found in projects funded strictly through the tax credit program.

Census information does not capture input from households not residing in the Gardiner CDP. Information collected from the community survey suggests many households (67) currently live outside of Gardiner but would prefer to live in town if housing were available. Given market trends toward conversion of rentals which may result in increased costs for year-round rentals, it is reasonable to conclude the rental housing market could absorb 8-12 subsidized units and 15-18 market rate units.

### **Housing condition and overcrowding**

Census data does not indicate a need for substantial housing rehabilitation in the Gardiner area, as it only tracks homes without complete kitchen and plumbing facilities. However, anecdotal reports by community members indicate that substandard conditions exist, particularly in more affordable rental units.

It is recommended the community further explore the need for weatherization and home rehabilitation programs. Overcrowding is also not called out in the Census data as an issue, with only 3.2% of units having more than one occupant per room. Again, anecdotal evidence collected from community

members suggests while that may be accurate during the period from October through April, once seasonal employees begin arriving in May overcrowding is a serious issue through summer. Residents also spoke of illegal camping on the outskirts of town by seasonal employees not adequately housed.

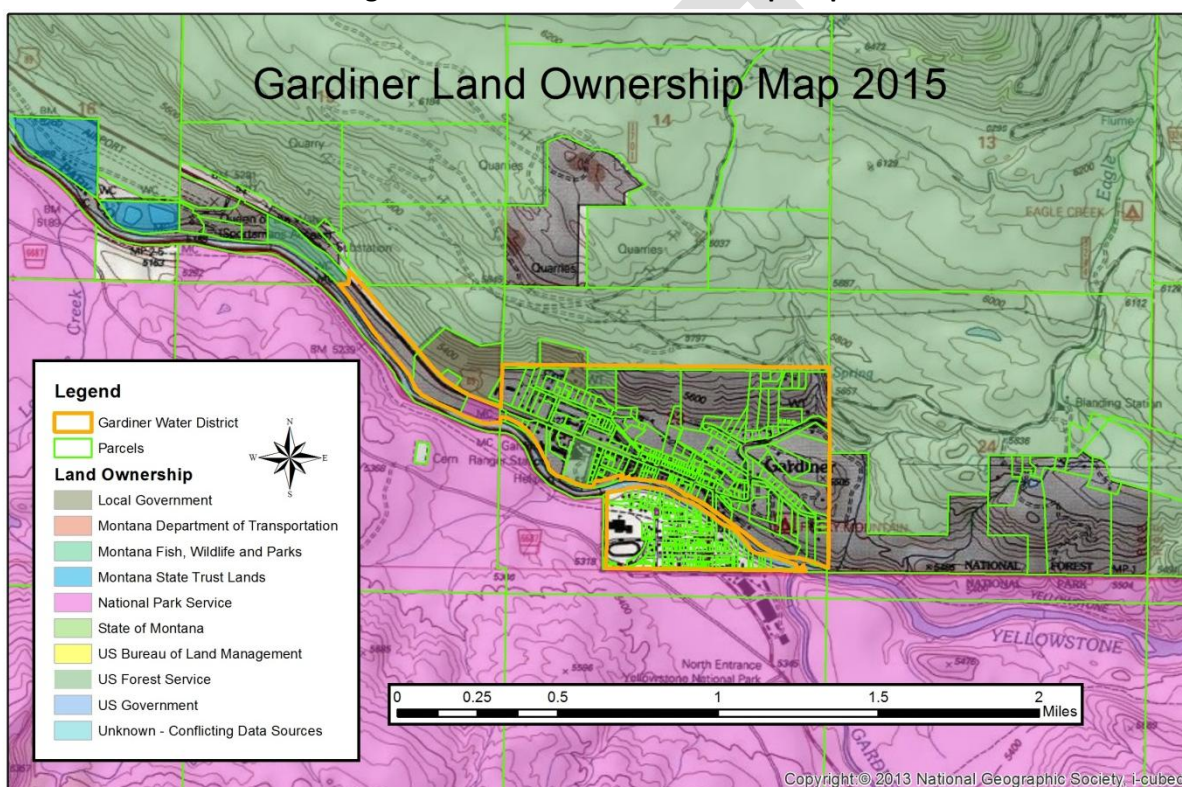
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## 5) Housing Development Costs and Land Use

The single largest driving factor impacting housing development costs in the Gardiner area is the availability of land for new development. Nearly surrounded by National Forest and National Park, the community does not have the ability to grow. Much of the available land has slope issues that prevent development or make it prohibitively expensive. Many subdivisions have restrictive covenants governing lot size and use as well. As part of this study, local real estate professionals, developers and residents were asked to recommend potential sites for affordable housing. Of the lots reviewed, price, covenants, access, and infrastructure were noted as challenges.

**Figure 12. Gardiner Land Ownership Map**



There is a view among some residents that Gardiner's status as an unincorporated community results in development challenges presented by county subdivision regulations. Incorporation or citizen-initiated zoning could address these barriers by providing residents with more input into the community's development process. However; incorporation and citizen-initiated zoning are not without their own challenges. Any future action toward either alternative would require an extensive study of benefits and drawbacks and addressing current non-conforming uses within the community.

Information received from four builders in the area reports building costs for affordable to moderate housing ranging from \$95 to \$150 per square foot. These costs are just slightly above Livingston and

comparable to Bozeman. As such, the cost of building in the area does not appear to be a barrier to the development of affordable housing.

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## 6) Affordable Housing Price Points and Gaps in Housing Stock

The tables inserted below demonstrate affordability for households at various income levels. Light blue shaded areas represent income levels that can be served by subsidies for rental housing; dark blue shaded areas represent income levels that can be served by subsidies for home purchase. Affordability gaps have been calculated for renting and purchasing at each income level as well. Figure 13 demonstrates affordable rental and purchase price points for households earning from \$20,000 to \$40,000 annually. Figure 14 demonstrates affordable rental and purchase price points for households earning \$45,000 or more annually. Households earning less than \$25,000 annually will experience cost burdens at median rent levels. Households earning less than \$61,844 will experience a cost burden when purchasing a home at median 2014 levels.

**Figure 13. Affordable Pricing by AMI, Households earning \$20,000-\$40,000 annually**

Affordable Pricing by Area Median Income (AMI) levels					
Annual income	20,000.00	25,000.00	30,000.00	35,000.00	40,000.00
AMI @ HH1	48%	60%	71%	83%	95%
AMI @ HH2	42%	52%	63%	73%	83%
AMI @ HH3	37%	46%	56%	65%	74%
AMI @ HH4	33%	42%	50%	58%	67%
AMI @ HH5	31%	39%	46%	54%	62%
AMI @ HH6	29%	36%	43%	50%	58%
total hourly wages for Household (*may be one or more FTE)	\$ 9.62	\$ 12.02	\$ 14.42	\$ 16.83	\$ 19.23
Monthly income	1,666.67	2,083.33	2,500.00	2,916.67	3,333.33
<b>Affordable rent (30% income)</b>	<b>500.00</b>	<b>625.00</b>	<b>750.00</b>	<b>875.00</b>	<b>1,000.00</b>
Median rent - 2013 ACS	629.00	629.00	629.00	629.00	629.00
Rental Affordability Gap	(129.00)	(4.00)	121.00	246.00	371.00
Mortgage estimate					
Affordable mortgage (33% income)	550.00	687.50	825.00	962.50	1,100.00
Maximum House Price*	64,781.83	94,473.50	124,165.17	153,856.84	183,548.51
Median Price of homes sold in 2014*	313,266.00	313,266.00	313,266.00	313,266.00	313,266.00
Purchase Affordability Gap	(248,484.17)	(218,792.50)	(189,100.83)	(159,409.16)	(129,717.49)
<i>*Assumptions: Escrows \$240/month, 4.0% interest rate, 30 year loan term, 3% down payment; Median price of homes sold in last 12 months from coldwellbanker.com</i>					
Rental Subsidies available (Project and Tenant-Based Section 8, Low Income Housing Tax Credit, HUD 202 and HUD 811)					
Federal Homeownership Subsidies available (Down-payment assistance; HOME and Community Development Block Grant)					

**Figure 14. Affordable Pricing by AMI, Households earning \$45,000-\$65,000 annually**

Affordable Pricing by Area Median Income (AMI) levels, continued					
Annual income	45,000.00	50,000.00	55,000.00	60,000.00	65,000.00
AMI @ HH1	107%	119%	131%	143%	155%
AMI @ HH2	94%	104%	115%	125%	135%
AMI @ HH3	83%	93%	102%	111%	120%
AMI @ HH4	75%	83%	92%	100%	109%
AMI @ HH5	70%	77%	85%	93%	100%
AMI @ HH6	65%	72%	79%	86%	94%
total hourly wages for Household (*may be one or more FTE)	21.63	24.04	26.44	28.85	31.25
Monthly income	3,750.00	4,166.67	4,583.33	5,000.00	5,416.67
<b>Affordable rent (30% income)</b>	<b>1,125.00</b>	<b>1,250.00</b>	<b>1,375.00</b>	<b>1,500.00</b>	<b>1,625.00</b>
Median rent - 2013 ACS	629.00	629.00	629.00	629.00	629.00
Rental Affordability Gap	496.00	621.00	746.00	871.00	996.00
Mortgage estimate					
Affordable mortgage (33% income)	1,237.50	1,375.00	1,512.50	1,650.00	1,787.50
Maximum House Price*	213,240.18	242,931.85	272,623.52	302,315.19	332,006.86
Median Price of homes sold in 2014*	313,266.00	313,266.00	313,266.00	313,266.00	313,266.00
Purchase Affordability Gap	(100,025.82)	(70,334.15)	(40,642.48)	(10,950.81)	18,740.86
<i>*Assumptions: Escrows \$240/month, 4.0% interest rate, 30 year loan term, 3% down payment); Median price of homes sold in last 12 months from coldwellbanker.com</i>					
Rental Subsidies available (Project and Tenant-Based Section 8, Low Income Housing Tax Credit, HUD 202 and HUD 811)					
Federal Homeownership Subsidies available (Down-payment assistance; HOME and Community Development Block Grant)					

## 7) Affordable Housing Resources

There are a number of resources available to assist in the development of affordable housing. Most projects will require the layering of multiple funding sources to achieve optimal levels of affordability.

### **U.S. Department of Housing and Urban Development (HUD)**

HUD provides a number of programs to assist with the development and financing of affordable housing. The **HUD 202** program assists with the development of affordable housing for elderly persons, while **HUD 811** provides development assistance to projects for disabled persons. HUD, through intermediaries, administers the **Section 8 Housing Choice Voucher Program**, which provides rental assistance to low income households. HRDC provides administration of the Section 8 Voucher program in Park County. HUD also provides funding for the **Community Development Block Grant (CDBG)** and **HOME** programs detailed below. In addition to funds for affordable housing development, HUD provides grant funding for housing counseling, training and capacity building through a number of programs. For small communities in Montana, HUD funds are most typically accessed via the Montana Department of Commerce (MDOC).

### **Community Development Block Grant (CDBG)**

This program is funded by HUD and administered by the Montana Department of Commerce's Community Development division. Funds can be used for land purchase, rehabilitation, infrastructure, new construction, and down-payment assistance. Funds must be used to assist households earning no more than 80% of Area Median Income (AMI) (*an AMI chart is included in the Executive Summary of this report*). Grants are limited to \$450,000 and are awarded on a competitive basis. Applications must be sponsored by a unit of local government. Use of CDBG funds will typically trigger all federal regulations and rules, such as Davis-Bacon, Fair Housing, etc.

The CDBG program also administers **Planning Grants** which may be used for needs assessments, growth policies, housing plans, and pre-development costs incurred by a housing project. CDBG also offers separate programs for economic development and public facilities.

### **HOME Investment Partnerships Program (HOME)**

The HOME program is funded by HUD and administered by the Montana Department of Commerce's Housing division. Funds can be used for land purchase, rehabilitation, infrastructure, new construction, short-term rental assistance, and down-payment assistance. Funds must be used to assist households earning no more than 80% AMI for homeownership programs and no more than 60% AMI for rental programs. With the exception of single-family rehabilitation and down-payment assistance programs, grants are limited to \$500,000 and are awarded on a competitive basis. Single-family rehabilitation and down-payment assistance programs are funded through a HOME's pilot program on an ongoing basis. Applications must be sponsored by a unit of local government or a Community Housing Development Organization (CHDO). HRDC is the CHDO serving Park County and currently operates a down-payment

assistance program. Use of HOME funds will trigger all federal regulations and rules, such as Davis-Bacon, Fair Housing, etc.

### **Montana Board of Housing (MBOH)**

MBOH is the state housing finance agency. Through the sale of housing bonds, MBOH funds a variety of affordable housing programs for both homeownership and rentals. MBOH has numerous programs; the most commonly used are listed below.

*Homeownership:* MBOH provides homeownership opportunities through reduced rate mortgages in their **regular bond program**. This program is coordinated with local lenders and typically serves households earning up to 120% AMI. Households earning less than 80% AMI may be eligible for lower interest rates through **mortgage set-aside programs** offered through non-profit organizations. MBOH also provides a **Mortgage Credit Certificate (MCC)** for households that qualify for MBOH loans but use other financing methods; the MCC provides participating households with a tax credit. A list of lenders and non-profits partnering with the Board of Housing is listed on their website.

*Rental:* MBOH administers the **Low Income Housing Tax Credit program (LIHTC)**. LIHTC is a program funded by the Internal Revenue Service and is used to construct or rehabilitate affordable rental housing. Units constructed using the program are rent-restricted for a period of time (usually 40 years). LIHTC is a popular method of developing affordable rentals for both the private and public sector. The program is complicated and it is recommended that the community check the references and experience of any developer proposing to use LIHTC.

### **Rural Development (RD)**

RD has a number of programs for homeownership, rentals and home repair. RD is funded through the U.S. Department of Agriculture.

*Homeownership:* RD's **leveraged and direct loan** programs provide subsidized interest rates for all or a portion of a homebuyer's mortgage. With rates as low as 1% for households earning very-low incomes, the program is ideal for very-low income elderly and families. The direct and leveraged loan program is available to households earning less than 80% AMI. RD's **Guaranteed Loan** program assists households earning up to 115% AMI by providing the first-mortgage lender with a 90% guarantee on the mortgage. RD also administers a **Homeownership Self-Help** program. In the Self-Help program, eight to twelve households work together under the supervision of a non-profit to build their own homes. This saves a significant amount of money; owed amounts remaining are placed into a low-interest mortgage provided through the direct loan program. Self-help is a unique way to provide homeownership opportunity to low-income households. The program requires a dedicated, experienced non-profit and time to be successful. RD also provides **rehabilitation and repair loans** to low to moderate income households and small **home repair grants** to low-income elderly households.

*Rental:* RD provides permanent financing of affordable multifamily rental projects with rates as low as 1% and terms as long as 50 years. Low-interest mortgage loans may be provided in combination with

Rental Assistance (RA) Programs which may be attached to all or a portion of the units. The current RD budget does not provide for RA units. When allowed, units with RA allow households earning less than 50% AMI to pay no more than 30% of their income toward their rent and utility cost. The RA subsidy is used to make up the difference between the full rent and the amount paid by the household.

### **Federal Home Loan Bank (FHLB)**

The FHLB is a government sponsored entity (GSE). The FHLB serving this area is located in Seattle. FHLB can provide assistance with financing of affordable housing projects through their **Affordable Housing Program (AHP)**, provide support to local entities through the **Community Investment Program (CIP)** and provide closing cost assistance of up to \$5,000 to individuals through the **Home\$tart Program**. FHLB funds must be accessed by a member bank, which works with project sponsors and homeowners to secure funding.

### **Low-income energy assistance (LIEAP) and Weatherization assistance**

HRDC administers **LIEAP** and **Weatherization** programs that assist low-income renter and owner households with monthly energy costs and repairs to improve the energy efficiency of a home.

### **Northwestern Energy**

Northwestern Energy provides assistance to for the development of new energy-efficient affordable housing and the rehabilitation of existing housing to increase efficiency.

### **Private Foundations, Community Foundations and Local fundraising**

Local, state and national foundations are often interested in assisting with affordable housing projects. Many banks provide community assistance, either through the bank or a foundation, to meet Community Reinvestment Act (CRA) criteria. Large businesses, employers and private citizens are all potential resources for affordable housing.

### **Resort Tax**

Many communities use resort tax proceeds to support affordable housing development. If this option is pursued the resort tax board should adopt clear guidelines to ensure that funds expended support the community's affordable housing goals.

# Affordable Housing Plan

## 1) Housing Strategies and Action Items

### ***Strategy 1: Increase and preserve the supply of affordable housing.***

#### **Action Items:**

- 1) Identify land appropriate for new development of rentals and ownership units in affordable and market rate sectors.
  - a. Goal (Community/non-profit):
    - Identify site(s) for 8-12 subsidized rental units (approximately 1 acre with community water/sewer access for optimum subsidy application competitiveness). Utilize Low Income Housing Tax Credit program (and other subsidies as needed). Timeframe: Land must be secured by July 2015 to meet 2015 Tax Credit Application Cycle.
    - Identify site(s) for 5-7 income-restricted homes for purchase. Provide subsidized homeownership via subordinate financing and/or Community Land Trust model. Timeframe: As soon as possible.
  - b. Goal (Private market) – timeframes will vary
    - Identify site(s) for 15-18 market-rate year-round rentals
    - Identify site(s) for 5-7 market-rate homes for purchase
    - Identify site(s) for seasonal housing for 15-20 employees
- 2) Build subsidized rental units targeted to year-round households earning less than \$32,000/ year using Low Income Housing Tax Credits (and other subsidies as needed).
  - a. Goal: 8-12 units by 2018. Timeframe (best case): Pre-development Spring 2015, Letter of Intent to Montana Board of Housing (MBOH) August 2015, Application to MBOH October 2015, award January 2016, construction to begin Summer 2016, occupancy Fall 2016. If any piece is not completed on time, sufficient funding is not available, or application is not funded in first cycle, add a year to the timeline.
- 3) Build affordable, income restricted for-sale units targeted to households earning less than \$60,000/year using the Community Land Trust model to ensure long-term affordability.
  - a. Goal: 5-7 by 2018. Timeframe: Begin program development (income targets, program structure, funding) Summer 2015. Secure land as soon as possible. Upon alignment of land availability, funding and program structure, begin construction of first 1-3 units, adding units as needed and resources are available with target to provide 5-7 units by 2018. These units are targeted to year-round employees earning less than \$60,000/year that, if not for lack of available, affordable homes, would otherwise be eligible to purchase (steady income, good credit, etc.).



- 4) Help low and moderate income families purchase homes by providing intensive pre-purchase counseling, homebuyer's education, and down-payment assistance.
  - a. Goal: Assist 10 homebuyers over a three year period to purchase homes.
    - i. Utilize HRDC's Road to Home program to provide homebuyer's education, pre-purchase counseling and access to financing through partnership with local lenders. Coordinate with HRDC staff to provide classes in Gardiner annually helping reduce the travel barrier to Livingston (where classes are currently taught).
    - ii. Local lenders and HRDC should partner to ensure that community members are aware of resources and lenders know how to utilize them. Lenders can also be utilized as guest presenters in homebuyer's education courses.
    - iii. Local realtors and HRDC should partner to ensure that for-sale homes meeting down-payment assistance guidelines are available to target households. Realtors can also provide partnership as guest instructors in homebuyer's education.
- 5) Utilize weatherization and energy assistance programs to improve efficiency of existing units and lower monthly costs.
  - a. Goal: 15 households per year assisted through the Low Income Energy Assistance Program (LIEAP) will receive heat bill assistance that makes housing more affordable. Households receiving LIEAP are eligible for HRDC's Weatherization, which conducts repairs that result in long-term energy conservation and savings. Funds for Weatherization are not sufficient to provide service to all eligible households, however; increasing LIEAP recipients in Gardiner increases the pool of eligible applicants that may result in Weatherization assistance. HRDC should consider reinstating a day annually to assist community members with filling out the extensive LIEAP application to increase utilization of the program.

***Strategy 2: Build organizational and financial capacity.***

**Action Items:**

- 1) Adopt guidelines for the potential use of resort tax funds.
  - a. Goal: Provide guidance to community, developers, and other stakeholders regarding use of funds to meet affordable housing goals. Pending legislative direction, resort tax districts may elect to request voter approval for an additional 1% tax that can be applied to community affordable housing needs. It is recommended that (if the resort tax district elects to pursue this option) the district adopt guidelines ahead of time to ensure that the community, stakeholders and potential seekers of funds have a clear understanding of how they will be allocated. Timeline: Dependent on legislative action.
- 2) Facilitate discussions between employers to coordinate housing development to meet seasonal and year-round employee needs.

- a. Goal: Maintain a standing community housing work group. One benefit observed in the creation of this plan has been the opportunity for employers to coordinate distinct housing efforts. This type of cooperation is encouraged and is best served by a standing work group that can serve as a local point of contact with responsibility for plan implementation. Timeframe: Now and ongoing
- 3) Coordinate with non-profit organizations to build local capacity in housing development and service delivery.
- a. Goal: On-going partnerships that foster implementation of plan. It is recommended that the standing work group in Action Item #2 continue to utilize the services of MSU Park County Extension and HRDC as they work to implement the housing plan. Timeframe: Now and ongoing

**Strategy: Consider the impact of regulatory initiatives for land use and availability.**

**Action Items:**

- 1) Evaluate citizen-initiated zoning and incorporation alternatives.
- a. Goal: Complete cost/benefit analysis of both options to determine future action. Many of the regulatory recommendations typically presented to address affordable housing needs are not available in Gardiner as it is unincorporated. Development occurring in the area is currently subject to the development regulations of Park County. Incorporation or citizen-initiated zoning are options available to the community, however; neither option is without consequence and potential benefits which should be evaluated. Timeframe: Complete cost/benefit analysis of both options by May 2017.
- 2) Explore use of Townsite Act to procure land for development.
- a. Goal: Evaluate feasibility of securing property for future development via Act. As this option came to the group late in the planning process, it is recommended that partnership continue with the Forest Service to determine the feasibility of using the Townsite Act or land swap to secure land for affordable housing development. Timeframe: Ongoing

# Appendix A

## Acknowledgements

This project would not have been possible without the dedication of Gardiner’s community members, businesses, and organizations that assisted in the completion of this study and report.

Greater Gardiner Community Council  
Kirsten Goldstein, Americorps VISTA  
MSU Park County Extension  
Gardiner Chamber of Commerce  
Gardiner Market  
Northern Rocky Mountain Economic Development District  
Yellowstone Association  
HRDC  
National Park Service  
United States Forest Service  
Gardiner School District  
Park County  
Yellowstone Park Service Stations  
Xanterra

And many concerned community members – thank you!

# Appendix B

## Executive Summary:

### Gardiner Employer Housing Survey

January 2015

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As visitation to Yellowstone National Park increases, the Gardiner area has a seemingly endless demand for guest accommodation. Visitor services in town are increasing and hotels are full throughout the summer season. Many residences and apartments are being converted to vacation rentals and properties that do come up for sale are at prices that many Gardiner area residents cannot afford.

With these challenges in mind, the Greater Gardiner Community Council hosted a meeting in June 2014 where over 30 community members came together to discuss housing. In August, another meeting was held where a working group was formed that includes representation from NPS, USFS, Xanterra, Gardiner School District, Park County, local nonprofits, and area business owners.

In late November 2014, the Gardiner housing working group launched a housing survey for area employers. The purpose of this survey was to learn more about the demand for year-round and seasonal housing in the Gardiner area.

### Survey Results

Thirty-one businesses, organizations, and governmental agencies responded to the employer survey. Over one third of the respondents represent the lodging/hospitality sector. This was followed by recreation (23%); retail (13%); and education, food & beverage services, professional & financial services (each 10%). There were two government agency responses, one from agriculture, and two classified “other”. The respondents have been in existence for an average of 34 years.

Two-thirds of the businesses are primarily seasonal in nature, with summer being the busiest season for over 90% of the respondents. The 31 respondents collectively employ 597 year-round employees, of whom 93% are full-time, and 4,532 seasonal employees, of which 98% are full-time.

Nearly 65% of employees (sample size=376) live in Gardiner; 20% commute less than 30 minutes; 14% commutes 30-60 minutes; and only 7 people have a commute over 60 minutes.

A majority of respondents (93%) believe there has been a decrease in housing availability in Gardiner. This decrease has negatively or very negatively affected 41% of respondents’ ability to recruit and retain employees. One in four has experienced no impact and 21% have experienced positive or very positive impacts.

Fifty-nine percent of respondents characterized their employees’ experiences in securing housing as difficult (10%) or very difficult (48%). Twenty-four percent don’t know their employees’ experiences, 14% responded that it is neither easy nor difficult, and one respondent said it was easy.

Due to the cost of rental housing, 60% of respondents experience difficulty filling open position and 47% have difficulty retaining employees. The cost of purchasing housing makes it difficult for 53% of respondents to fill open positions and 47% to retain employees. Sixty-four percent have experienced difficulty maintaining operations and 50% have experienced difficulty expanding operations due to challenges in recruiting/retaining employees. Forty-seven percent have plans for future expansion.

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# Appendix C

## Executive Summary:

### Gardiner Community Housing Survey

March 2015

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As visitation to Yellowstone National Park increases, the Gardiner area has a seemingly endless demand for guest accommodation. Visitor services in town are increasing and hotels are full throughout the summer season. Many residences and apartments are being converted to vacation rentals and properties that do come up for sale are at prices that many Gardiner area residents cannot afford.

With these challenges in mind, the Greater Gardiner Community Council hosted a meeting in June 2014 where over 30 community members came together to discuss housing. In August, another meeting was held where a working group was formed that includes representation from NPS, USFS, Xanterra, Gardiner School District, Park County, local nonprofits, and area business owners.

As a supplement to the employer survey completed by the Gardiner housing working group in November 2014, a survey of community members was conducted in late February to gather more information on Gardiner's housing needs and how it affects residents. The preliminary results of that survey are highlighted here.

### Survey Results

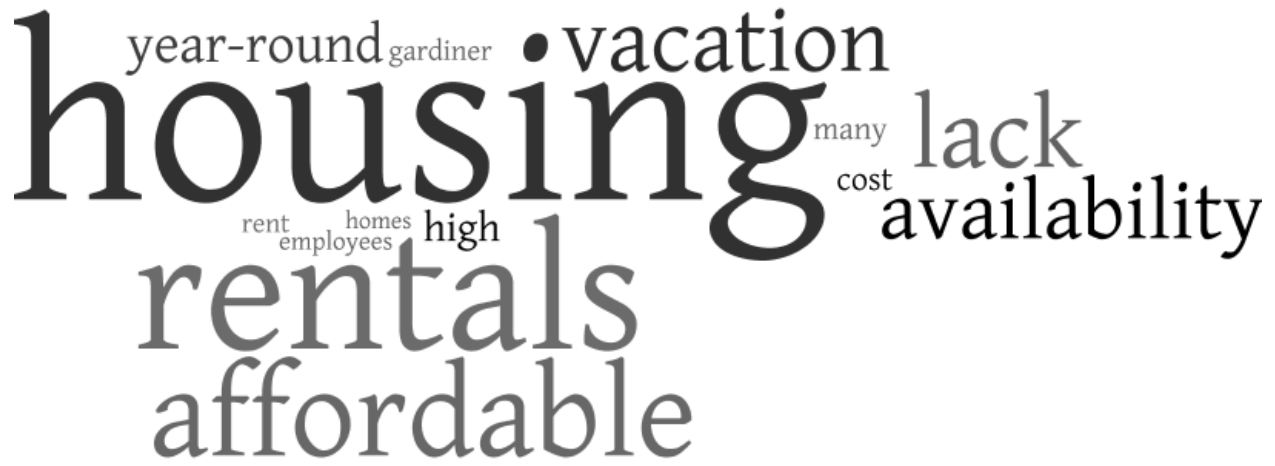
Over 274 community members responded to the housing survey. The average residency in the Gardiner area of the respondents was almost 11.5 years. The majority of respondents (60%) live in Gardiner, followed by Gardiner Basin (12%), other areas (16%, primarily YNP), Paradise Valley (9%), and Jardine (2%). The average household size is 2.1 persons.

Of the respondents that are employed, 92% are full-time employees and 74% are year-round. Eight percent are employed part-time and 26% are seasonal employees. There is a broad range of pre-tax incomes: less than 1% make less than \$10,000; 20% make between \$10,001 and \$30,000; 29% make between \$30,001 and \$50,000; 21% make between \$50,001 and \$70,000; 17% make between \$70,001 and \$90,000; and 12% make over \$90,000.

Over half (54%) of the respondents live in rental housing and 33% own their homes. Many of the remaining respondents are in employee-provided housing or own a mobile home but pay lot rent. Seventy-nine households have employee-provided housing; 63 have housing provided by the National Park Service or Xanterra and 16 have housing provided by other employers. Nearly 54% of the respondents live in a single family house, 22% live in an apartment, 12% live in a mobile home, 4% live in a condo or townhouse, and 9% live in dorms/bunk house, travel trailers/RVs, and shacks. The average monthly housing payment is \$630; this includes respondents that have paid off their mortgage or who do not have a payment.

In the past five years, many households have experienced difficulty renting in Gardiner, including 58% that could not find something available, 40% due to insufficient income/high prices, and 33% because they have a pet(s). Purchasing a home is also difficult for many; 38% had difficulty due to income/high prices, 30% because of the lack of available homes, and 11% did not have down-payment and/or closing costs. Looking forward, 132 (48%) of the respondents would like to purchase a home in Gardiner in the next five years and 67 (24%) households currently live outside of Gardiner but would prefer to live in town.

Q: What do you believe is the biggest challenge/issue in the Gardiner area?



Q: What is the best things about living in the Gardiner area?





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