



Consolidated Land Use Board Agenda

June 24, 2024

5:30 PM

City – County Complex, Community Room

Join Zoom Meeting

<https://us02web.zoom.us/j/89059569296?pwd=r0r9IRDMV1sRgTaJuW7AO6LSVVmOFY.1>

Meeting ID: 890 5956 9296

Passcode: 564255

Phone: 669-900-9128

1. Roll Call

2. Approval of Minutes

A. APPROVAL OF APRIL 10, 2024 MINUTES

3. Public Comment

Individuals are reminded that public comments should be limited to item over which the City Commission has supervision, control jurisdiction, or advisory power (MCA 2-3-202)

4. Planning Items

5. Zoning Items

A. ZONING MAP AMENDMENT - AMENDING THE OFFICIAL ZONING MAP FOR THE CITY OF LIVINGSTON TO IMPLEMENT A GATEWAY OVERLAY DISTRICT

6. Board Comments

7. Adjournment

To ensure that it is passed on to the voting members, written public comment should be submitted before noon the day of any public meeting. This deadline is set to ensure comments reach City Commission, Boards, Committees, and City Staff timely allowing all parties to review comments prior to the start of any public meeting. Comments received after this deadline are not guaranteed to reach the intended persons before the start of the meeting.



Consolidated Land Use Board Meeting Minutes

The regular meeting of the Livingston Consolidated Land Use Board was held on April 10, 2024 at 5:30 PM in the Community Room of the City/County Building at 414 E. Callender Street. The meeting was facilitated by Chair Jessie Wilcox.

1. Call to Order (5:34 PM)

2. Roll Call

In attendance: Jesse Wilcox (Chair), Bailey Goodwine, Caitlin Chiller, John Kalmon, Frank O'Connor, Forrest Huisman. Planning Staff: Jennifer Severson.

3. Election of Board Officers – Vice-Chair

Severson explained the roll of the Vice Chair. Chiller motioned to nominate Huisman as Vice-Chair. The nomination was seconded by Goodwine. **Vote passes 6-0. (2:13 minutes)**

4. Approval of Minutes

Goodwine motioned to approve the March 13, 2024 LUB minutes. The motion was seconded by O'Connor. **Motion to approve the March meeting minutes passes 6-0 (recording 2:56 minutes).**

5. General Public Comments (3:00 minutes)

Leslie Feigel (166 Miller Dr) explained that she represents Livingston local businesses as Chamber of Commerce Director and she is also the Chair of the organization known as 'It's My Land'. Leslie mentioned SB 382 passed during the 2023 legislature- she is excited to work together with the Consolidated Land Use Board. She mentioned that It's My Land previously turned in 397 signatures out of 512 property owners that represent the ETJ (Extra Territorial Jurisdiction) and is very active. It's My Land is looking forward to being part of the conversation for future Land Use in Livingston.

Lou Ann Nelson (5178 US Hwy 89S) stated that she lives in the ETJ area and would like to have some interface and collaboration with the Consolidated Land Use Board in the future.

Brad Hicks (64 Shamrock Ln) stated he would like to stay involved in Livingston and Park County decisions, including the Consolidated Land Use Board.

Bev Kovash (11 Willow Drive) -she is also located in for ETJ areas. Beth adds that she would like to stay informed on decisions that are made about the Future Land Use Map.

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Jason Gunnerson (1108 Ridgeview Trl) stated he is running for House District 58 and was attending with It's My Land to learn more about what is going on with the Consolidated Land Use Board.

6. New Business

- A. **Zoning Code Update (10:18 minutes)**- Jennifer Severson, City of Livingston Planning Director, provided an overview of the Community Technical Assistance Program (CTAP) CTAP team was from Great West Engineering- they were hired by the State of Montana at no cost to the City. CTAP team analyzed Livingston's Growth Policy and Zoning Code and issued an Assessment and Recommendations Report to provide guidance to the City about possible changes that need to be made Zoning Code consistent/ supportive of the Growth Policy. The work completed by the CTAP team will inform the Consultant Team selected to do the Zoning Code Update and saves time and money during the code update process.

Severson then provided overview of the Zoning Code Update RFP Scope of Work, including key deliverables throughout the process. Severson gave a status update on the consultant selection process and confirmed the budget allocated to the Code Update is \$125,000. Confirmed that Code Update process is expected to take ~ 1 year once consultant is on board. Opportunities throughout the process for public engagement and input.

Questions/ Comments from the Consolidated Land Use Board (32:35 minutes):

Huisman stated that it would be helpful if he could see a schedule for the next 12 months for public meetings related to the Zoning Code update. More public input will lead to better and more robust process.

Chiller asked if there will be a Project Steering Committee for the Zoning Code update, and if it will be similar to the way the Growth Policy operated? Severson responded that the Growth Policy did not have a Project Steering Committee, but the Steering Committee for the Zoning Code update will work in tandem with the CLUB Board and the City Planning staff.

Wilcox reiterates key points in the Zoning Code Update process, including role of the project Steering Committee. There will be public meetings for anyone to attend. The consultant team will come up with recommended revision updates for

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the zoning, which will then go to a Steering Committee. The Steering Committee will then make recommendations to changes and fine tune the proposed updates.

Goodwine asked that Staff and the Code Update consultant make it clear to the public how and when they can get involved and provide feedback.

Severson reiterated the Code Update process and resulting code changes will not apply to the ETJ or anywhere that is not within the City limits (i.e. annexed area).

Public Comments

Brad Hicks (64 Shamrock Ln)- asked if the County Commissioners will be involved; Severson confirmed they are welcome to participate in the process as members of the public, however, they will not be involved in decision making as the Code Update will not include property outside the City municipal boundaries.

Patricia Grabow (204 E. Callender St)- asked if there is legal recourse by members of the public to replace members or influence discussions of the project Steering Committee. Severson said she would look into that, but that typically, Steering Committees are selected by government agency and Staff and selection and activity of the Steering Committee is not a public process. Grabow stated that there were lots of opportunities of public input during the Growth Policy adoption process. Wilcox clarified that there will be ample opportunities for public input and engagement during the Code Update process. Grabow also asked for clarification about Consolidated LUB process during public land use/ zoning reviews.

Christina Nelson (88 Falls Creek Rd)- running for County Commissioner- looking forward to learning about how City and County can collaborate on land use issues.

David Lewis (16 Willow Bend Ln)- Montana is a predominantly rural state; residents of the County are concerned about external influences on local land use and zoning activities and has concerns that consultants are being brought in to lead the Code Update process because it may lead to government overregulation and higher taxes. Cautions that government employees should be servant leaders not regulators.

Leslie Fiegel- questions if Future Land Use Map is going to be brought before the City's Land Use Board. Mentioned SB 382 requirements for this; Severson clarified that Park County and Livingston do not have enough population to

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require compliance with SB 382, and, at this time, the City does not intend to voluntarily comply with SB 382. Severson also commented that an update to the Growth Policy is necessary and anticipated within 5 years of the adoption of the Growth Policy (2021); then zoning code will again be updated to maintain consistency with Growth Policy updates.

Myron Kovash (11 Willow Drive)- objects to the connotation of the term CLUB as it sounds exclusive.

Presentation and questions finished. (1:02:30 minutes)

7. Old Business

None

8. Board Comments (1:02:40 minutes)

Chair Wilcox confirmed that the Consolidated Land Use Board will be referred to as the LUB (no longer the 'CLUB' acronym) from moving forward.

Chiller asked if there will be a replacement for Hettinger, since he resigned. Severson responded that Staff is already working to replace Hettinger. She anticipates having a new LUB member appointed by the City Commission before the next LUB meeting.

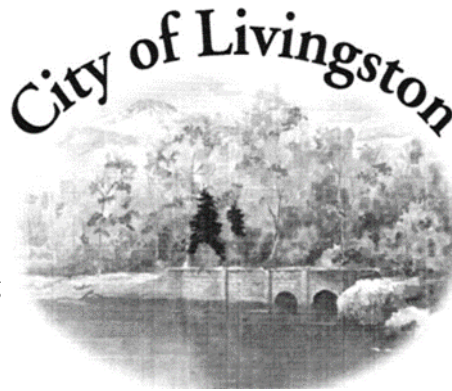
Severson commented that if existing State Land Use Laws passed during 2023 Legislature, currently staid by courts, the code updates related to those laws will come before the LUB as soon as possible.

9. Adjournment (6:42 PM)

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Incorporated 1889

Chair
Karrie Kahle

Vice Chair
Melissa Nootz

Commissioners
Quentin Schwarz
Torrey Lyons
James Willich

June 24, 2024

CONSOLIDATED LAND USE BOARD STAFF REPORT

CHAPTER 30 ZONING MAP AMENDMENT –GATEWAY OVERLAY DISTRICT

Background

In 2021, the City adopted a Growth Policy that included recommendations to identify community gateways at key entry and exit points at the periphery of City limits, establish building design guidelines in these gateways, and adopt a Design Overlay Zone within which those design guidelines would be enforced.

The Gateway Overlay Zone shown in Exhibit 3.2 – Special Districts Map in the Growth Policy encompasses three community gateway areas (see Attachment 1). Furthermore, the City previously adopted Building Design Standards in Zoning Code Section 30.46 (see Attachment 2). However, the Official Zoning Map has not yet been amended to establish a Gateway Overlay Zoning District.

The purpose of the proposed map amendment is to identify parcels to be included in the Gateway Overlay Zoning District and provide the framework to regulate the design of future commercial development/ redevelopment in community gateway areas.

Analysis

On February 26, 2024, the City hosted a Gateways Visioning Workshop to continue community discussion around Gateways that originated during the creation of the Growth Policy. A Summary and Recommendations Memo (see Attachment 3) was published outlined key takeaways from participant discussions and made recommendations for possible implementation actions, based on the inputs gained during the workshop.

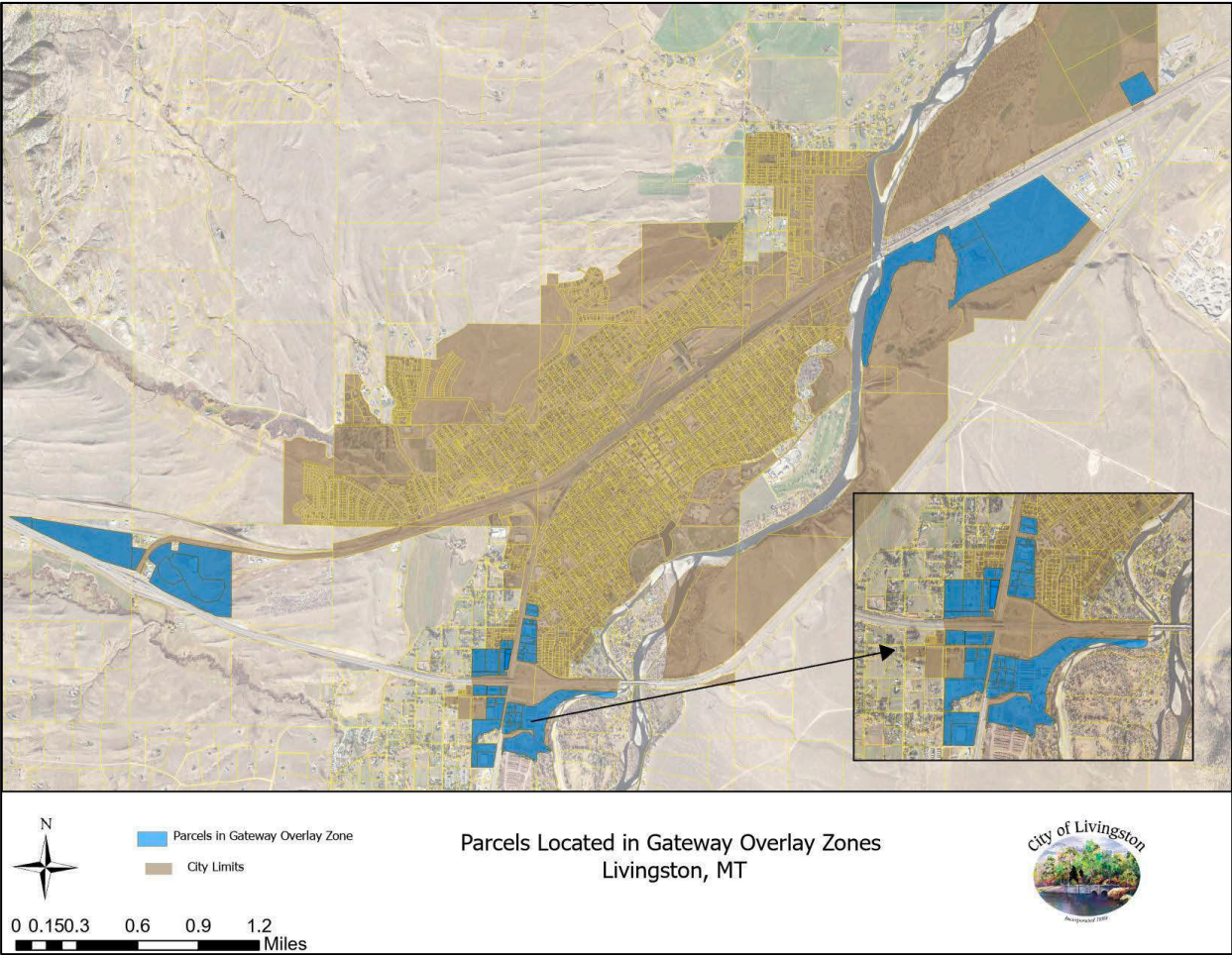
In the coming year, the City will embark on a comprehensive Zoning Code Update process to align the Zoning Code with the guidance and recommendations found in the Growth Policy. Included in the Gateways Visioning Workshop Memo is the recommendation that, while the Zoning Code Update is underway, the City should utilize the existing Building Design Standards in Section 30.46, along with Growth Policy guidance, as a tool to encourage development in Gateway Areas

that contributes to the vision of the community and reflects the unique character of the City of Livingston.

As stated above, although Building Design Standards already exist, the City must establish and adopt a Gateway Overlay Zoning District and amend the Official Zoning Map to be able to enforce those design standards.

The proposed Gateway Overlay Zoning District was slightly modified from the Gateway Overlay Zone illustrated in Exhibit 3.2 - Special Districts Map in the Growth Policy. Exhibit 3.2 includes parcels that are located in unincorporated Park County, outside the City limits; these parcels were removed from the proposed Gateway Overlay Zone because the City has no jurisdiction or regulatory authority outside its municipal boundaries. Additionally, Exhibit 3.2 included several parcels that were zoned for residential uses; because the Building Design Standards applies to commercial development only, all residential-zoned parcels were excluded from the proposed Gateway Overlay District.

A map of the proposed Gateway Overlay Zoning District (also see Attachment 4), as well as a list of the addresses or legal descriptions for the forty-nine (49) parcels to be included in the overlay district (also see Attachment 5) is below:



5290 US Hwy 89S; C.O.S. 2132, Parcel 4 (ID 49080305401100000); C.O.S. 2307 RB, PARCEL 4A (ID 49080307401600000); 5288 US Hwy 89S; 2420 Park Street S; 5288 US Hwy 89S; 23 West End Road; 2800 E Park Street; 320 Alpenglow Lane; 2410 Park Street S; C.O.S. 2668 RB, PARCEL 1C (ID 49080308301200000); C.O.S. 2318, PARCEL 2 (ID 49080222201250000); C.O.S. 2318, PARCEL 3, POR NW4 N OF HWY (ID 49080221201100000); C.O.S. 2748 RB, PARCEL 1A (ID 49080222204010000); 207 Antelope Drive; 100 PFL Way; 2128 W Park Street; 2120 Park Street S; SUBDIVISION 136 (BUTTREYS), LOT 2 (ID 49080223403070000); 2000 W Park Street; 114 Loves Lane; 5 Pronghorn Drive; 3 Pronghorn Drive; 2050 Park Street S; 104 Centennial Drive; 106, 108, 110 Centennial Drive; 105 Centennial Drive; 101 Centennial Drive; 103 Centennial Drive; 69 Willow Drive; 5 Rogers Lane; 105 Rogers Lane; 111 Rogers Lane; 9, 11, 13 Rogers Lane; 21 Rogers Lane; 102 B Rogers Lane; 102 A Rogers Lane; 1701 W Park Street; 1623 W Park Street; 1621 W Park Street; 1625 W Park Street; 1601 W Park Street; 1515 W Park Street; 1415 W Park Street; 1429 W Crawford Street; 1427 W Crawford Street; 1415 W Park Street; 1409 W Park Street; 16 Loves Lane.

Criteria and Guidelines for Zoning Regulations (MCA 76-2-304):

(1) Zoning regulations must be:

(a) made in accordance with a growth policy:

The proposed map amendment to create a Gateway Overlay District supports the City's 2021 Growth Policy by furthering the following recommendations:

- *Goal 2.1:* Preserve and enhance Livingston's unique community character.
- *Objective 2.1.1:* Establish community gateways to indicate entrances into Livingston and celebrate its character.
- *Strategy 2.1.1.1:* Identify key roadway and non-motorized entry points – or Gateways – into Livingston.
- *Strategy 2.1.1.2:* Review, update, and enforce the policies, procedures, and building design guidelines in Livingston's gateways.
- *Strategy 2.1.1.3:* Explore adopting design overlay zones in gateways.

(b) designed to:

(i) secure safety from fire and other dangers;

The proposed map amendment is limited to creating a new design overlay district map and identifying parcels within that district; the uses allowed on the parcels in the Gateway Overlay District will not change. Therefore, it is not anticipated that

the inclusion of a parcel in the Gateway Overlay District will impact safety from fire and other dangers.

New construction resulting from commercial development/ redevelopment within the Gateway Overlay District will be subject to building permit requirements, including compliance with fire code. Construction within a regulatory floodplain will also will require a floodplain development permit and compliance with FEMA floodproofing requirements.

(ii) promote public health, public safety, and the general welfare; and

As stated above, future commercial development/ redevelopment on parcels in the Gateway Overlay District will be required to compliance with the City's building and fire codes and floodplain regulations in place at the time of construction. This will ensure safe conditions on properties within the overlay district as well as the surrounding areas. Additionally, the Building Design Standards in Section 30.46 include requirements that promote an enhanced pedestrian environment, which will improve pedestrian connectivity and promote public health, safety and welfare of the general public.

(iii) facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements.

It is not anticipated that the proposed map amendment will impact the adequate provision of transportation, water, sewerage, schools, parks or other public requirements. Because the base zoning for parcels in the Gateway Overlay District will not change as a result of this map amendment, the uses that are allowed and/or restricted in the base zoning districts will also remain unchanged.

(2) In the adoption of zoning regulations, the municipal governing body shall consider:

(a) reasonable provision of adequate light and air;

The proposed map amendment will not impact the reasonable provision of adequate light and air. Considerations for adequate light and air for new commercial construction within the overlay district will be addressed through required setbacks in the base zoning district for each parcel, and through adherence to building and fire codes during building permitting.

(b) the effect on motorized and nonmotorized transportation systems;

It is not anticipated that the proposed map amendment will directly affect motorized and nonmotorized transportation systems. However, because the

applicable Building Design Standards for the overlay district promote an enhanced pedestrian environment, improved pedestrian connectivity within individual developments may be expected to result in a localized increase in pedestrian activity.

(c) promotion of compatible urban growth;

The creation of a Gateway Overlay District through the proposed map amendment, and the application of the Building Design Standards in Section 30.46 to future commercial development within the overlay district, will encourage growth that is aesthetically and physically compatible with Livingston's historic design traditions and that reflects the City's unique character.

(d) the character of the district and its peculiar suitability for particular uses;

The parcels included in the proposed map amendment are located near key entry and exit points at the periphery of City. Mapping the Gateway Overlay District will help to formally establish these community gateways while application of the Building Design Standards in Section 30.46 will help define and celebrate Livingston's history and character

(e) conserving the value of buildings and encouraging the most appropriate use of land throughout the jurisdictional area.

The proposed map amendment will not impact the use of land in the Gateway Overlay District. However, the Building Design Standards will help to improve the physical appearance of commercial development in the overlay district, which may increase property values in and near these community gateways.

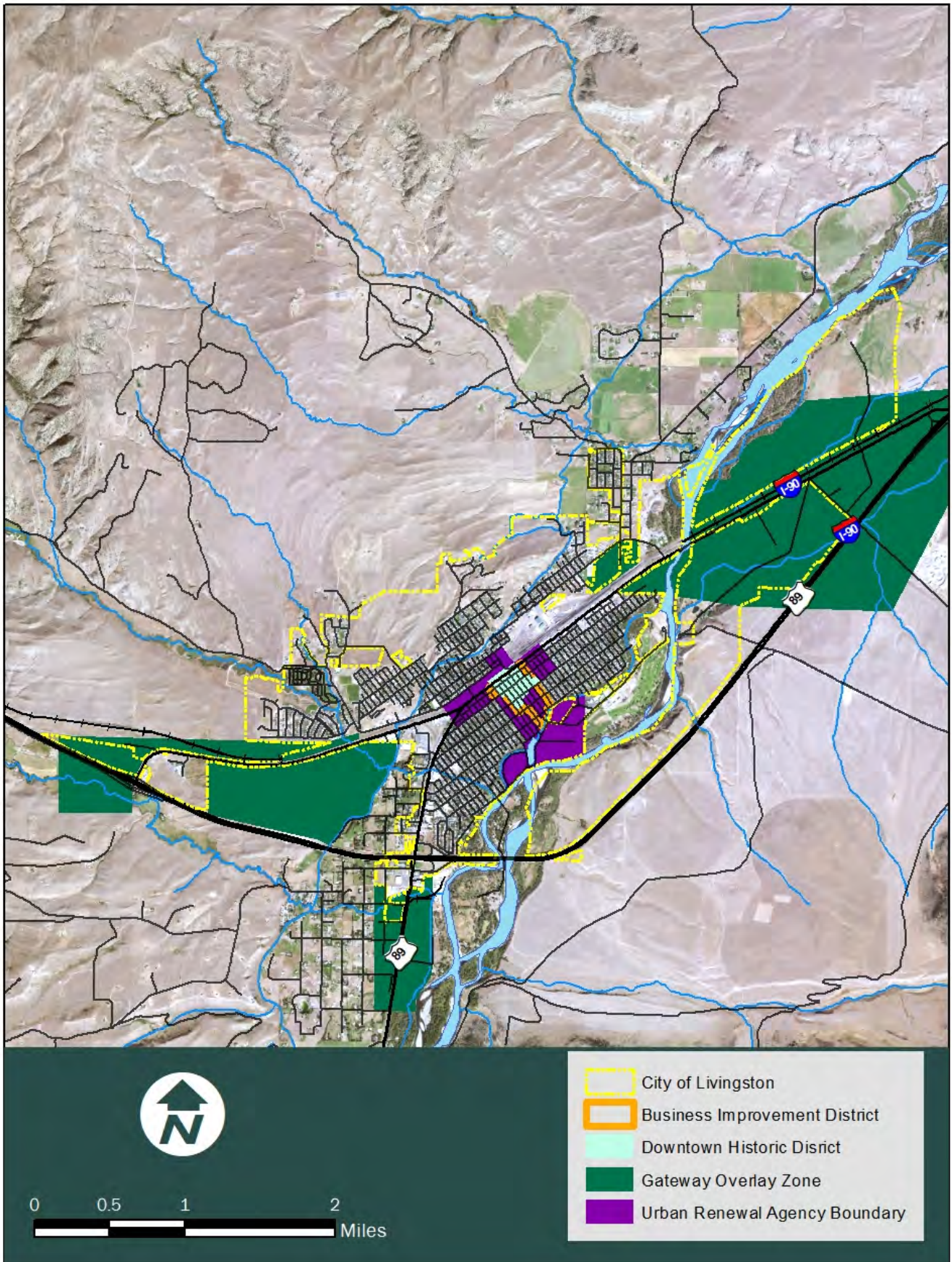
Staff Recommendation

For the reasons discussed above, Staff finds that the proposed map amendment complies with the requirements of the City of Livingston and State Statutes and supports the goals, objectives and strategies identified in the City's adopted Growth Policy. Staff recommends that the Consolidated Land Use Board, acting in its capacity as the Zoning Commission, recommend the City Commission adopt the Zoning Map Amendment as proposed.

Attachments

- A. Attachment 1: Growth Policy Exhibit 3.2 – Special Districts Map
- B. Attachment 2: Adopted Livingston Code Section 30.46 – Building Design Standards
- C. Attachment 3: Gateways Visioning Workshop Summary and Recommendations Memo
- D. Attachment 4: Proposed Gateway Overlay Zoning District Parcel Map
- E. Attachment 5: Proposed Gateway Overlay Zoning District Parcel List

Exhibit 3.2: Special Districts Map



Sec. 30.46. - Building design standards.

- A. This Section provides policies and standards for the design of buildings in the Design Review Overlay Zone. In general, they focus on promoting buildings that will be compatible in scale and appear to "fit" in the community by using materials and forms that are a part of Livingston's design traditions.
- B. Applicability of the Building Design Standards. The standards and requirements found in this Section shall apply to any commercial and/or industrial project that requires a building permit within any adopted Design Review Overlay zone, and any large-scale retail uses regardless of location within the City.
- C. Objectives for Building Design.
 1. Achieve High Quality Design. Buildings in the overlay zone shall convey a high quality of design, in terms of their materials and details, as well as through a consistent organization of forms and elements. This quality shall establish a standard for design throughout the community.
 2. Reflect the Design Traditions of Livingston. Buildings shall reflect the design traditions of the region, in terms of building and roof forms. Distinctive roof forms are a key part of this tradition. Sloping roofs, in gable, hip and shed varieties are historical precedents to promote and they also help reduce the apparent bulk of larger buildings and help to shed snowfall. Flat roofs with varied parapet lines and cornices are also a part of the City's design traditions and shall be encouraged. Buildings that appear to be in scale with those seen traditionally also shall be encouraged. Where a new building would be larger than those existing in the area, it shall establish a transition in scale, to reduce the impact of building scale on the adjacent property, as well as on the neighborhood.
 3. Promote Buildings that Fit with the Natural Setting. Structures shall be sited to fit with the land and incorporate colors seen in the natural setting.
 4. Promote Buildings that Reflect Pedestrian Scale. Structures shall demonstrate pedestrian friendly design that relate to the adjoining public streets, sidewalks, and spaces.
- D. Building and Topography.
 1. Policy. A building shall respect the natural topography of the site.
 2. Standards. Step a building foundation to follow the slope of the site when feasible. In general, an exposed building foundation shall not exceed three (3) feet in height.
- E. Building Character.
 1. Policy. Buildings shall reflect the regional urban character.
 2. Guideline.
 - a.

Designs that draw upon regional design traditions are preferred. Standardized "franchise" style architecture will be strongly discouraged by following these standards.

- b. Higher density buildings are encouraged with mixed use multi-story buildings and shared parking.
- c. Incorporating smaller retail shops facing the street is encouraged.
- d. Secondary buildings on a site should be placed around the perimeter of the site to visually shield the public from the parking areas.
- e. Where possible main entrances should face away from the prevailing winds.
- f. Buildings should have multiple entrances to minimize the distance from parking spot to the building.
- g. If present on site, wildlife corridors shall be included in the site plan.
- h. On site generation of electricity using renewable energy is highly encouraged.
- i. The primary entrance to a building shall have a human scale. A one (1) story element at the building entrance to help establish a sense of scale shall be provided.
- j. Where no windows or other obvious indication exists, the position of each floor in the external skin design of a building shall be expressed to establish a human scale.
 - i. Use belt courses or other horizontal trim bands of contrasting color and materials to define floor lines.
 - ii. Articulate structural elements, or change materials as a method of defining floors.
- k. Building materials that help establish a human scale shall be utilized.
 - i. For example, use brick in a standard module to express a human scale.
 - ii. Avoid using large surfaces of panelized products or featureless materials.
 - iii. A large surface of stucco or similar material that lacks articulation or detailing shall not be allowed.
 - iv. The mix of exterior materials should form a cohesive design package. One (1) material and color should be chosen for eighty (80) percent of the building, with accent materials and colors used to articulate openings, building foundations and roof terminations.
- l. New construction shall relate to adjacent residential and historic resources. Where a new project abuts a residential neighborhood or a historic structure, step the building down at the property edge to minimize abrupt changes in scale, or increase side yards to reduce the impact.

F. Primary Building Entrance.

- 1. Policy. The primary entrance of a structure shall orient to a street, major sidewalk, pedestrian

way, plaza, courtyard or other outdoor public space.

2. Standards.

- a. The main entrance shall be designed to be clearly identifiable.
 - i. A sheltering element such as a canopy, awning, arcade or portico shall be provided to signify the primary entrance to a building.
 - ii. Where more than one (1) user shares a structure, each individual entrance shall be identified.
 - iii. Customer amenities such as seating areas, coffee shops, customer service stations are encouraged to be located near the main entrance.
 - iv. Shopping cart storage at the entrance, either outside or in the vestibule of the building is encouraged to be avoided.
- b. The primary entrance of a building to face a street, plaza or pedestrian way.
 - i. Focusing an entrance toward a parking lot without also addressing the street is inappropriate.
 - ii. If the building is adjacent to a street "double-fronted" design providing an entrance to parking and to the street is required. That is, provide a door to the street and another to the parking lot.
 - iii. A transitional area, including landscaping, between the parking lot and entrance to the building shall be provided. Consider locating a pedestrian plaza at the entrance; this may be enhanced with streetscape furnishings.

G. Street Level Interest.

1. Policy. When a building is located close to a street or walkway, it shall be designed to provide interest to pedestrians. For example, commercial buildings with storefronts are of interest to passersby. Such features encourage pedestrian activity and shall be used whenever feasible. The overall mass of a building shall appear to be in scale with buildings seen traditionally. This will help new structures fit with the Livingston context. At the same time, newer structures may be larger than those seen before; they shall simply be articulated in their form and materials such that they convey proportions that are similar to those seen traditionally.
2. Standards.
 - a. Develop the street level of a building to provide visual interest to pedestrians. All sides of a building shall include interesting details and materials to avoid presenting a "back side" to neighboring properties. A large expanse of blank wall is not permitted on any street-oriented facade.
 - b. All building walls located within ten (10) feet of a public sidewalk shall have a minimum of sixty (60) percent coverage of wall square footage with ground floor windows.

- c. Loading docks, trash collection areas, outdoor storage, and similar facilities must be incorporated into the overall design of the building. Loading docks, trash collection areas, outdoor storage, and similar facilities must be shielded from view from adjacent properties and public rights-of-way with screening such as fencing, landscaping or walls.

Item A.

H. Building Mass and Scale.

1. Policy. A building shall appear to have a "human scale." In general, this can be accomplished by using familiar forms and elements that can be interpreted in human dimensions, as noted throughout this Chapter, e.g., "small details/visible to pedestrians."
2. Standards. In order to reduce the visual impacts building scale, each major building project shall provide all of the following:
 - a. Divide a building into visual modules that express dimensions of structures seen traditionally.
 - i. Buildings shall employ all of the following design techniques:
 - (A) Change material or color with each building module to reduce the perceived mass;
 - (B) Change the height of a wall plane or building module;
 - (C) Change roof form to help express the different modules of the building mass; and
 - (D) Change the arrangement of windows and other facade articulation features, such as columns or strap work that divide large wall planes into smaller components.
 - (E) Large expanses of plate glass shall be avoided by breaking up window arrays with mullions. Repletion and patterns of windows shall be used to create interest.
 - (F) On multi-story walls, windows shall be placed in courses that reflect potential interior floors. Upper windows shall be coordinated vertically with windows below.
 - (G) Secondary uses or departments including pharmacies, photo finishing/development, snack bars, dry cleaning, offices, storage, etc. should be oriented to the outside of the building by projecting them outward or recessing them inward. This includes providing the individual uses with separate entrances and windows facing the outside of the building.
 - ii. Express facade components in ways that will help to establish a human scale (details oriented towards pedestrians).
 - (A) Establish a pattern and rhythm on exterior walls to establish a human scale;
 - (B) Windows, columns and other architectural treatments used repetitively can create this effect;
 - (C) Using windows and doors that are similar in scale to those seen traditionally also can help establish a human scale;
 - (D)

Also, recess these elements, even if slightly, and articulate them with headers, sills, columns and/or mullions.

(E) If possible, windows such that exterior views of the mountains are framed by users of the building are highly encouraged.

I. Roof Form.

1. Policy. The primary roof form of a structure shall help reduce the perceived scale of the building. For that reason, sloping roofs shall be used in most contexts. These also will help the building fit into the mountain backdrop. Varied roof forms in the appropriate context are also encouraged.
2. Standards.
 - a. Using sloping roof forms to reduce the perceived scale of a building is encouraged.
 - i. Varying roof forms is encouraged.
 - ii. Providing variety in ridgeline height is encouraged.
 - iii. Rooftop mechanical equipment shall be screened from view from adjacent public rights-of-way. Rooftop solar panels are excluded from this requirement but may not reflect sunlight or create glare onto neighboring properties or rights-of-way.
 - b. All roof forms shall have no less than two (2) of the following features:
 - i. A flat roof with parapet;
 - ii. A cornice or molding to define the top of a parapet;
 - iii. Overhanging eaves;
 - iv. Sloping roofs with a minimum pitch of 6:12;
 - v. Multiple roof planes.

J. Signage.

1. Policy. Signage shall be sensitive to the natural surroundings and shall not detract from the overall visual design of the site. Because signage can easily become the focal point of a development, it will be important within this overlay zone to keep signage as minimal and unobtrusive as possible.
2. Standards.
 - a. Free standing and monument signs will be constructed of materials and contain details which match those of the building being advertised.
 - i. Use brick, wood or stone facades on signage structures to help them blend into and match the site;
 - ii. Simulate architectural details of the building, such as colors, textures, and geometric forms, in designing sign structures.

b. Signs that detract from the site design of a development shall be avoided. The use of internally backlit signs will not be allowed. Spotlighting or other lighting methods shall be explored.

K. Design Standards Administration. The building design standards and review procedures contained herein shall apply to all large-scale retail uses and all nonresidential property annexed into the City and falling within the Gateway Overlay Zoning District, which has been mapped and amended to the City's Official Zoning Map. If meeting the above criteria, all new construction, exterior remodels and additions to existing buildings will be subject to the following application and review process:

1. Application Submittal Requirements.

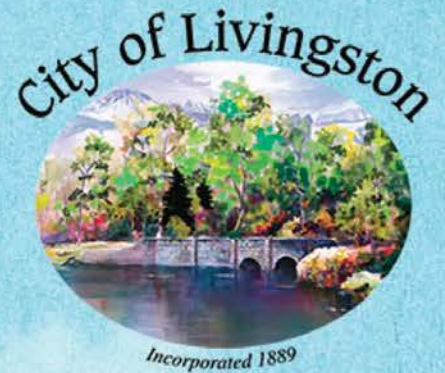
- a. A completed application form.
- b. A site plan and other detailed drawings, including, but not limited to, building elevations indicating exterior materials, colors and necessary architectural details required to determine compliance with this Section, shall be submitted to the Planning Department along with the required application fee.
- c. An economic analysis, including types and volumes of goods and services to be offered, impact on existing businesses, wage scales, percentage of local ownership and employees.
- d. A traffic impact study, certified by a professional engineer if the project is anticipated to generate over 250 ADT.
- e. A wildlife and natural resource study, including effect on existing wildlife habitat and migration routes; water run-off, how natural viewsheds are to be maintained.

If a plan is rejected for noncompliance, it will be returned to the applicant with an explanation as to how the plan fails to comply with City standards and/or this Section. The applicant will then be allowed to resubmit the application, with no additional application fee, provided the City receives the revised application within sixty (60) days from the original rejection.

2. Review Fees. The fee for design review shall be established by separate resolution.

(Ord. 1974, 9/5/07; Ord. No. 3003, § 1, 4/6/21; Ord. No. 3021, § 1, 11/16/21)

LIVINGSTON GATEWAYS VISIONING WORKSHOP



Workshop Summary & Recommendations Memo

5.15.2024

Prepared By:

CRESCENDO
PLANNING + DESIGN

In Collaboration With:



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Executive Summary:

Consultants from Crescendo Planning & Design and Robert Peccia & Associates were tasked with conducting a workshop to assist City of Livingston Staff in engaging their community on the topic of Gateways into and out of the community. This topic - expressed more broadly at the time as Gateway Overlay Zones - was one of many discussed at a high-level during the 2021 Growth Policy effort, and it has been a common theme in the community input received in the on-going Downtown Master Plan process. As the Downtown Master Plan nears completion, and the City looks to update its Zoning Code, it was identified as an important conversation to revisit and elaborate upon.

Main takeaways from the visioning workshop are as follows:

- Workshop participants expressed generally consistent support for many of the types of Gateway Treatments discussed and shown during the workshop, including in the expression of the level of appropriateness of the examples shown from other communities; however, in the large group discussion format, and in the small group exercises, there was also a clear desire to find ways to express gateways in Livingston, without compromising the rural/open space character at the City's edges.
- Identity and authenticity - often challenging attributes to define and gain consensus on - were consistently high priorities in all conversations, with the greatest consensus revolving around expressions of the history of the City of Livingston, and of the lands and nature upon which the City is now located.
- Many participants expressed frustration around the character of development along the edges of town at the highway entrances/exits, particularly in comparison to the rich architectural character of the Downtown and the neighborhoods in Livingston. This was often linked with a concern that the "first impression" of Livingston for highway users not only does not live up to the City's reputation, and is not compelling enough to encourage a visit.
- Of the 3 primary groupings of Gateway Treatments explored - Signage, Public Art & Landscaping; Land Use, Building Form & Articulation; and Roadway Changes - the greatest support was shown for a mix of the first two groupings. Generally, at the Western edge of the City, there was a preference for using Signage to signal the arrival to Livingston, with a more well-designed mix of uses as one moves east into the City; at the Southern edge of the City, there was a strong desire for higher quality development and a greater mix of Land Uses to signal the Gateway into the City, along with select locations for Signage, Public Art & Landscaping; and at the Eastern edge of the City, there was a preference for the use of Signage, Public Art & Landscaping, coupled with non-motorized trail access, and a celebration of the natural open space before one moves west into the City.

Recommendations for potential implementation actions, based upon the inputs gained in the workshop, are included on the final pages of this document.

Workshop & Presentation Overview:

On Monday, February 26th, 2024, from 5:00 - 7:00 pm, the City of Livingston hosted a public “Gateways Visioning Workshop” in the Ballroom of the Shane Lalani Center for the Arts. Approximately 35 community members were in attendance, in addition to City staff and members of the consultant team.

The workshop began with introductory remarks from City Manager Grant Gager, who thanked everyone who made the trip (in the snow and wind) to participate in the event. The City Manager emphasized the importance of the workshop as a continuation of a conversation that had started during the 2021 Growth Policy effort, and has continued into the on-going Downtown Master Plan effort, mentioning that as the City plans to update its Zoning Code, and implement other recommendations from the Growth Policy, this would be an important step in determining how best to do so.



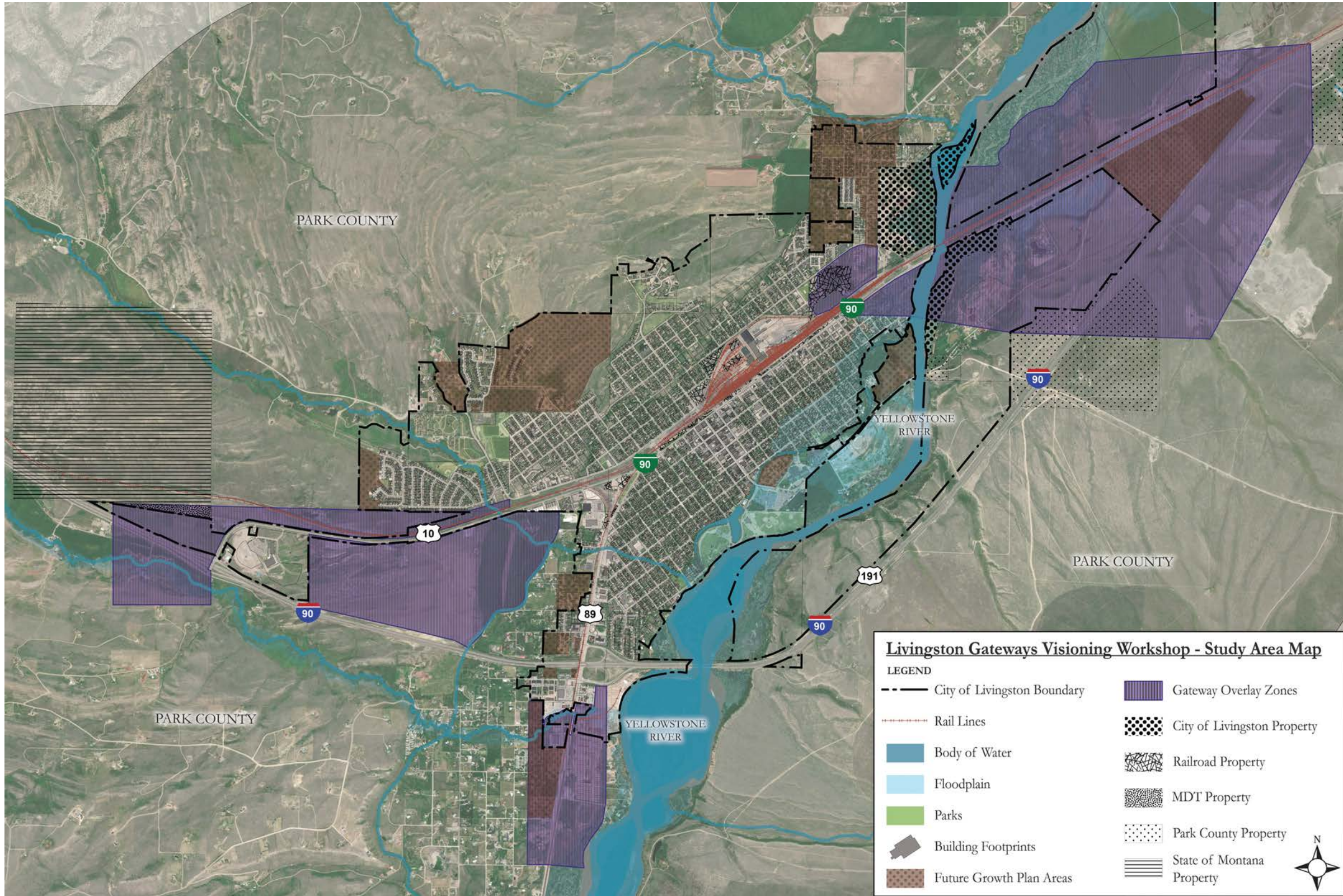
Andy Rutz, with Crescendo Planning & Design, then gave a 35-minute presentation highlighting some of the various types of Gateway treatments that peer communities to Livingston and/or other Montana communities have implemented in their cities and towns. Building this shared understanding amongst all participants

was critical to helping to achieve the overall goal of the workshop - to better understand the common gateway elements that the Livingston community desires. The presentation first reflected on Livingston’s history as the Gateway to America’s First National Park, highlighting how that relationship has evolved with the changing modes of transportation - the loss of passenger rail, build out of the highways, and the resulting modern-day gateways being defined as the highway-adjacent entry points into Livingston. The presentation then acknowledged the recent policy direction from the Growth Policy around Gateway Overlay Zones - three of which were identified (**see map on the following page**), but lack regulatory mechanisms to implement a Design Overlay District at those locations; the Building Design Standards that exist in Chapter 30 of the Zoning Code, but are not mapped to be applicable at any Gateway locations; and the on-going community conversations about Gateways that have occurred relative to the Downtown during its Master Plan process. Finally, the presentation provided examples of Gateway treatments organized into three types:

- Signage, Public Art & Landscaping
- Land Use, Building Form & Articulation
- Roadway Changes

For each type, an indication of the Type of Implementation (Physical Investment, Regulatory, and/or Infrastructure) was provided, a high-level timeline for implementation (Short-to-Long-term); and an identification of typical barriers to implementing each type of treatment. In addition, each type was then illustrated with a series of photos or renderings showing how specific communities have implemented such treatments.

Study Area Map showing the Western, Southern & Eastern Gateway Overlay Zones, as established by the Growth Policy

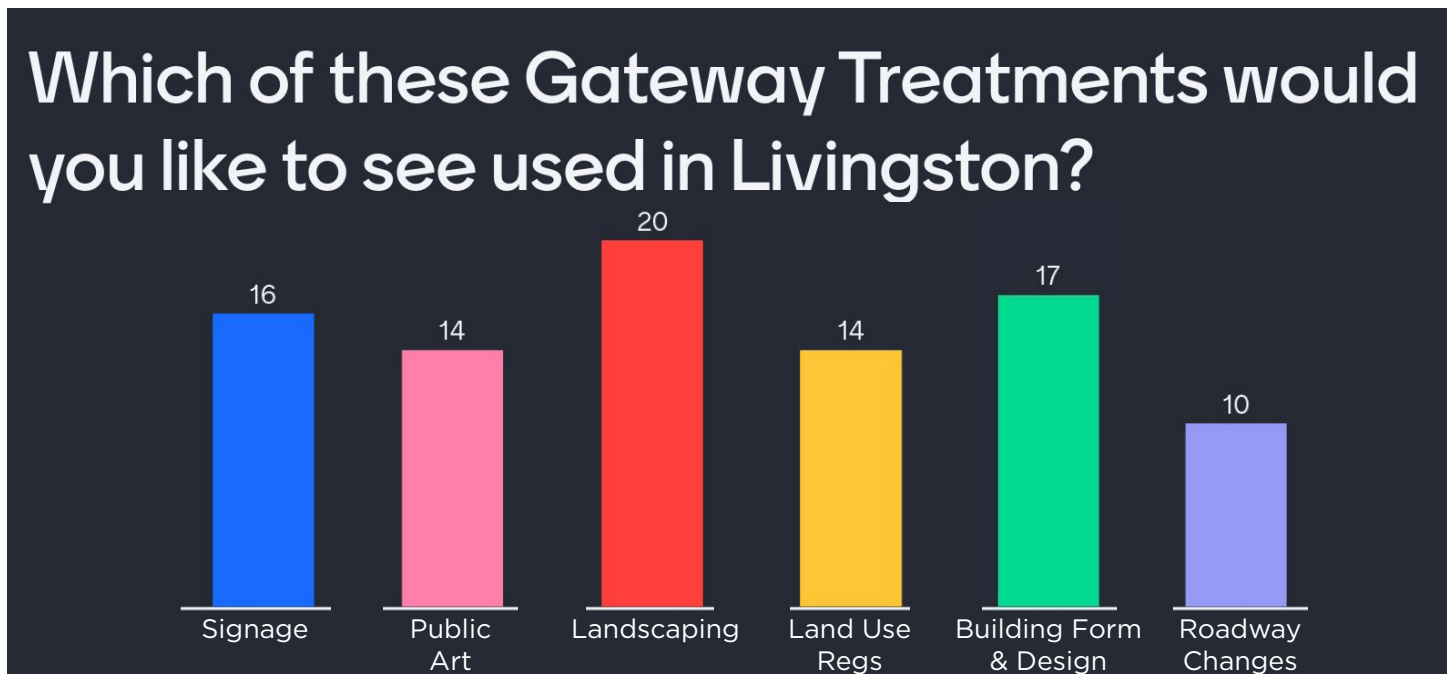


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Mentimeter Polling Results:

Following the presentation, a polling questionnaire - utilizing the same example imagery used in the presentation - was given to attendees using the Mentimeter online polling platform. There was consistent participation from about 25 attendees in the polling exercise. In the questionnaire, facilitators collected input on those participants' preferences for each of the various types of gateway treatments that were presented. Results from that questionnaire are shown in this section of the document.

Reflecting back on the various Gateway Treatments shown during the presentation - Signage, Public Art, Landscaping, Land Use Regulations, Building Form & Design Standards, and Roadway Changes - participants were first asked to identify those that they would like to see used in Livingston, and were allowed to select as many options as they supported.

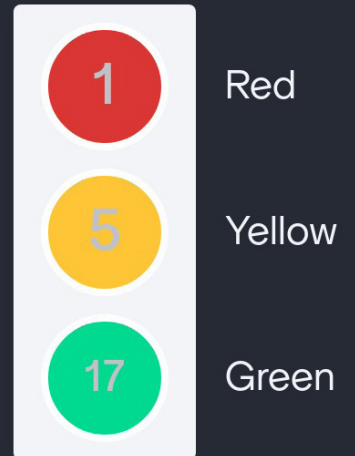


As shown in the graphic above, there was strong support for Landscaping, Building Form & Design Standards, Signage, Public Art, and Land Use Regulations, with over 50% of participants indicating their support for using those types of Gateway Treatments in Livingston. Roadway Changes were the type of treatment that received the least support, but still received support from about 40% of participants.

Next, participants in the polling exercise were asked to, "Help us gauge the appropriateness of specific treatments for Livingston." This visual preference exercise was done through the use of a red-yellow-green scale to indicate their opinions on the appropriateness of specific Gateway Treatment examples shown in precedent imagery. As shown on the following pages, participants generally expressed support for each example, with the most reservations coming on the larger scale pylon-type signage as a Gateway Treatment.

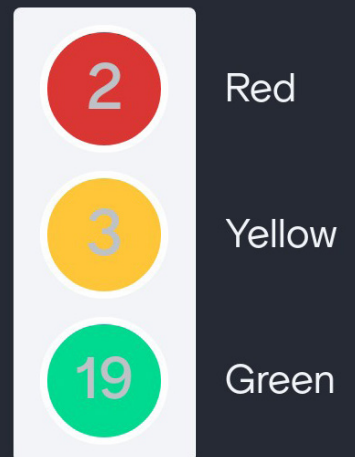
Mentimeter Polling Results (Cont.):

Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatments shown: Big Sky, MT and Cut Bank, MT

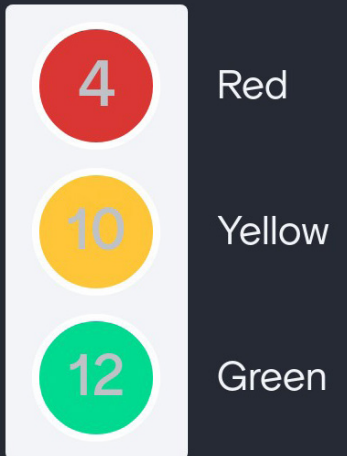
Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatment shown: West Glacier, MT

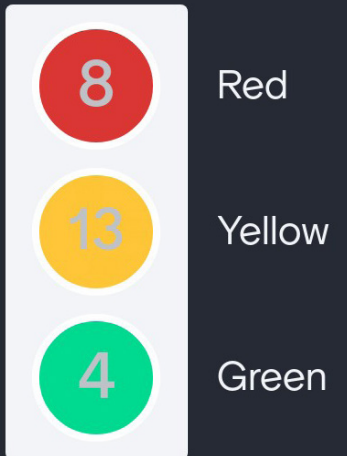
Mentimeter Polling Results (Cont.):

Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatment shown: Columbia Falls, MT

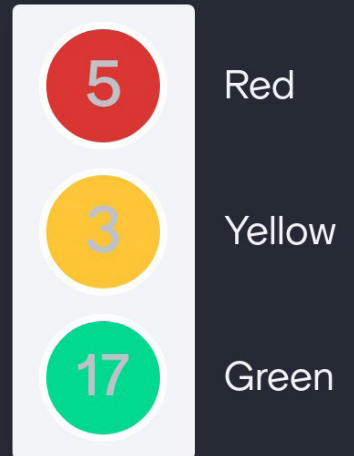
Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatments shown: Frederick, CO

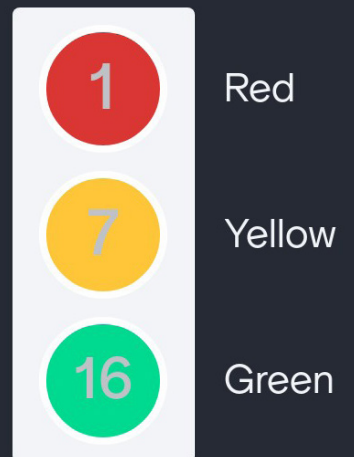
Mentimeter Polling Results (Cont.):

Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatment shown: Carbondale, CO

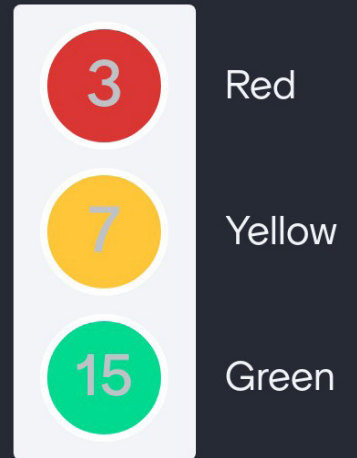
Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatments shown: Glendive, MT

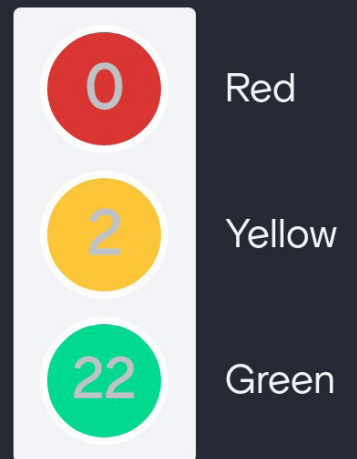
Mentimeter Polling Results (Cont.):

Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatments shown: Bozeman, MT and Helena, MT

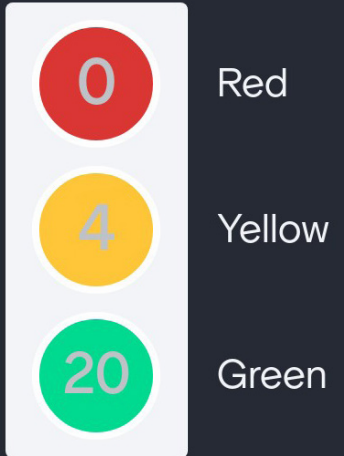
Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatments shown: Whitefish, MT and Lewistown, MT

Mentimeter Polling Results (Cont.):

Is this type of Gateway treatment worth exploring in Livingston?



Location of example treatments shown: Lyons, CO

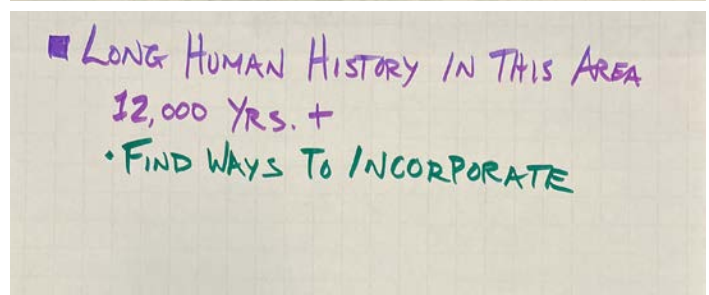
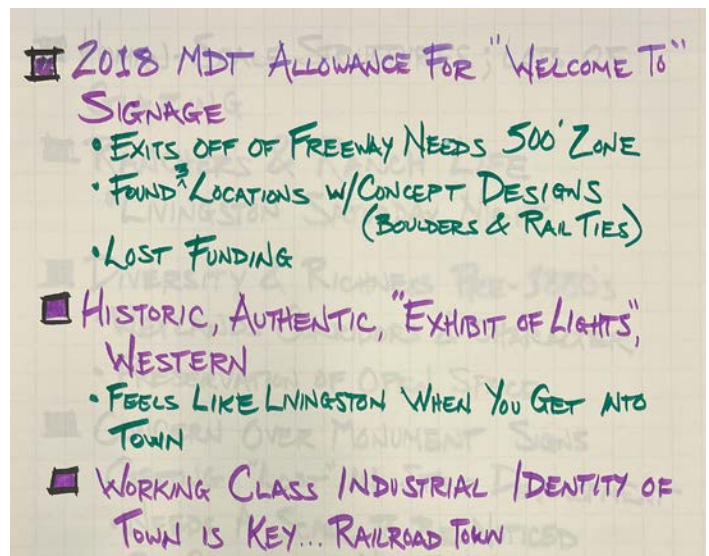
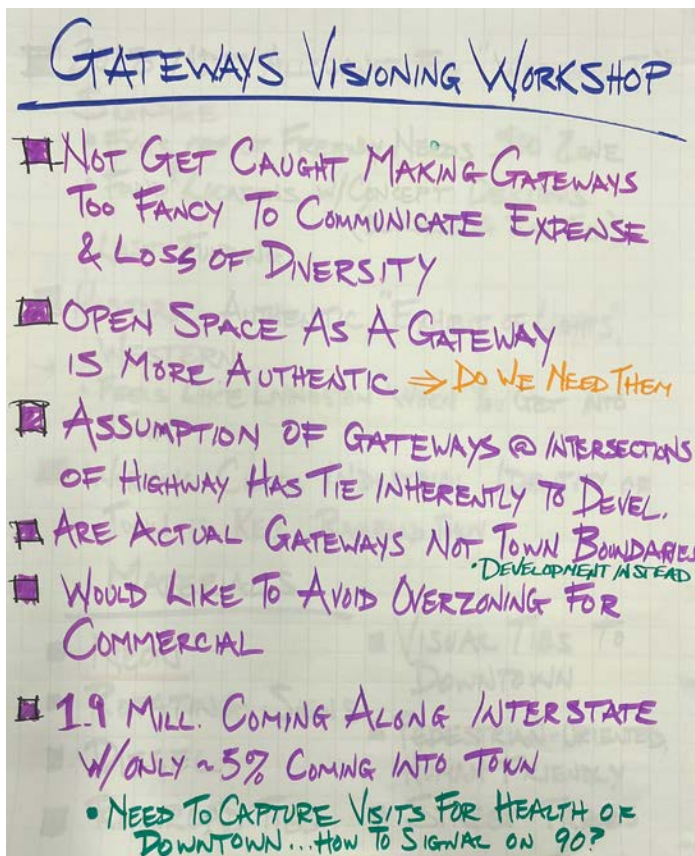
Large Group Visioning Discussion:

For the next 25 minutes, workshop participants engaged in a large group visioning discussion, which was facilitated by the consultant team, and focused primarily on two topics:

- An opportunity for attendees to provide greater detail and insight into their initial impressions of the various Gateway Treatments that were presented, and to elaborate on which may, or may not, be appropriate to explore further for Livingston. Community members were also encouraged to contribute ideas they may have for Gateway Treatments - whether seen elsewhere, or unique to Livingston - that were not presented. Photos of the notes that were taking during this portion

of the discussion are shown below. Common themes expressed during this portion of the discussion included:

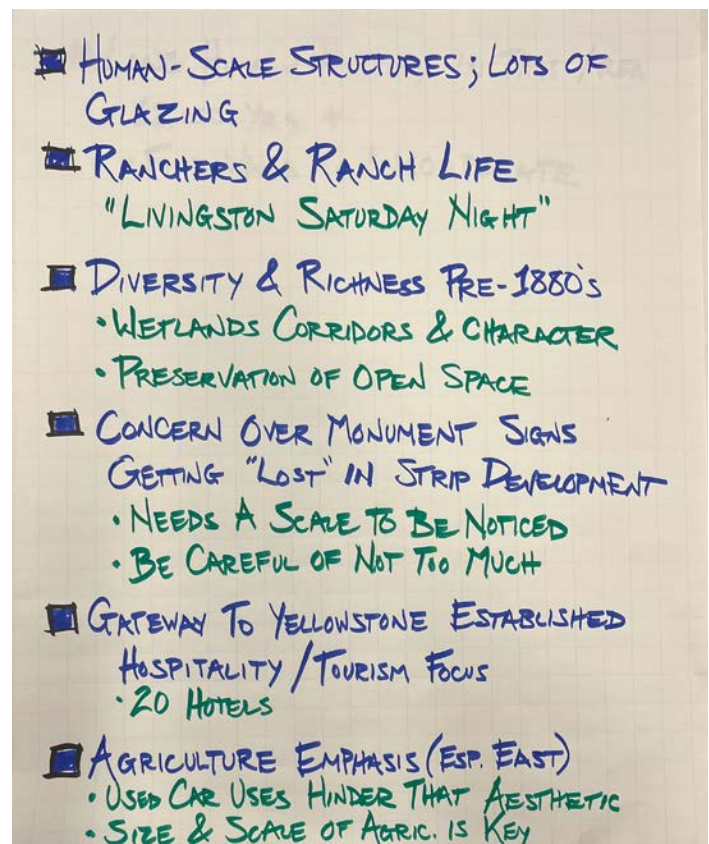
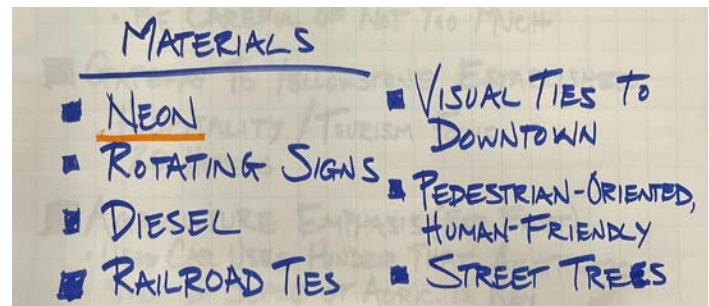
- Despite general support for the appropriateness of Gateway Treatments shown in the visual preference exercise, some question as to whether the best “Gateway Treatment” for Livingston may simply be the vastness of the open space around the City boundaries, before one encounters development, and that perhaps Gateway Treatments should be viewed as the beginnings of development itself;
- A desire to ensure that the character of any Gateway Treatments communicate authenticity rather than



Large Group Visioning Discussion (Cont.):

- affluence and/or homogeneity;
- The benefit that clear Gateway Treatments could bring to increased visitation of the Downtown;
- A call for any Gateway Treatments to express and acknowledge unique traits of Livingston's identity, such as the railroad, and the long history of human settlement in the area that far predates the establishment of the City of Livingston;
- One community member also pointed out an effort that was undertaken in 2018 to create custom-designed "Welcome to Livingston" gateway signage. That effort was said to have identified 3 locations for the signage, with each location pre-approved by MDT for installation. Each sign was schematically designed, and the character of those signs included the use of boulders and railroad ties to emphasize Livingston's identity. Unfortunately, the signs were never installed, but support was expressed by other workshop participants to see if conversations around those concepts could be revisited.
- As the first topic began to touch on the desired identity of any Gateway Treatments, workshop participants were asked to provide ideas for specific materials or other identity elements that would help ensure that any Gateway Treatments felt authentic to the City of Livingston. Photos of the notes that were taking during this portion of the discussion are shown at right. Common themes expressed during this portion of the discussion included:

- An emphasis on human-scale design elements, both in the overall size of any treatment, and in materiality;
- A desire to emphasize - through materiality - the City's railroad, ranching and agricultural history, the character of the wetlands corridors, and links to Yellowstone National Park and the vibrant Downtown; and
- The need for a balance of visibility and not a dominant appearance.



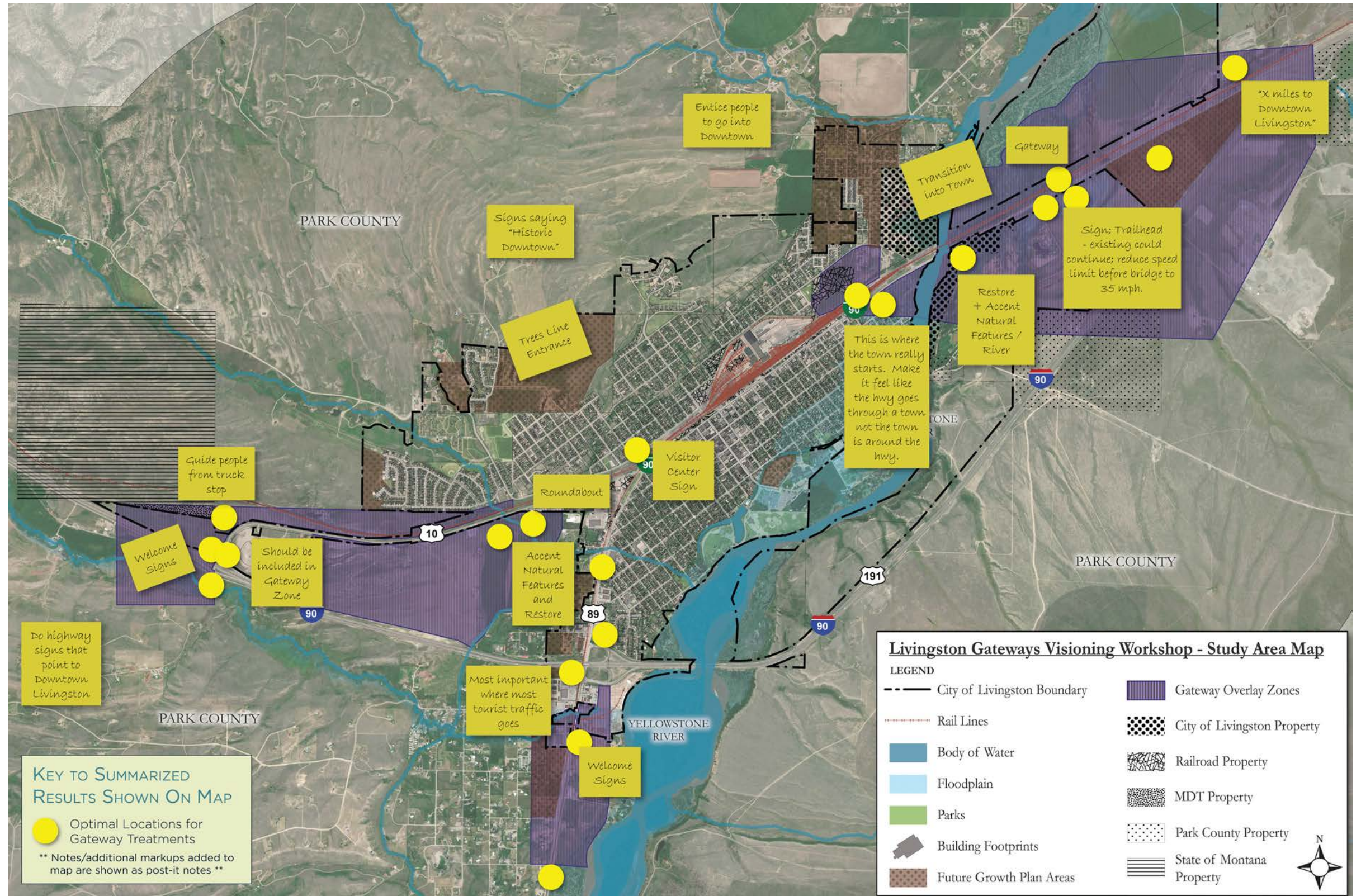
Small Group Exercises & Highest Priority Desires Expressed By Workshop Participants:

Finally, workshop participants were given an overview of a series of 3 small group, map-based exercises that were to be conducted during the last 45 minutes of the workshop.

Participants were asked to sit at small tables and work with a group of their choosing to complete the 3 exercises. The group sizes varied from four to eight people. While group members worked together to complete each exercise, a pair of consultant team facilitators dropped by each table intermittently to help move conversations along, answer any clarifying questions, and to encourage all participants to actively populate the maps with notes, markups, dots, etc.

The first exercise asked participants to simply identify optimal locations for Gateway Treatments on a large-scale map, showing the full extent of the City of Livingston's boundary, along with Future Growth Plan Areas and Gateway Overlay Zones, as mapped in the Growth Policy. Workshop participants were asked to use a colored dot to identify those locations, and were encouraged to add post-it notes with any specific place-based comments or additional details on their responses.

The map at right shows a consolidated set all of the inputs received from each small group. Highest priority locations expressed tended to be at the I-90 exit to the West, locations where more concentrated development exists when entering the City from the highways, and at the Eastern City Boundary.

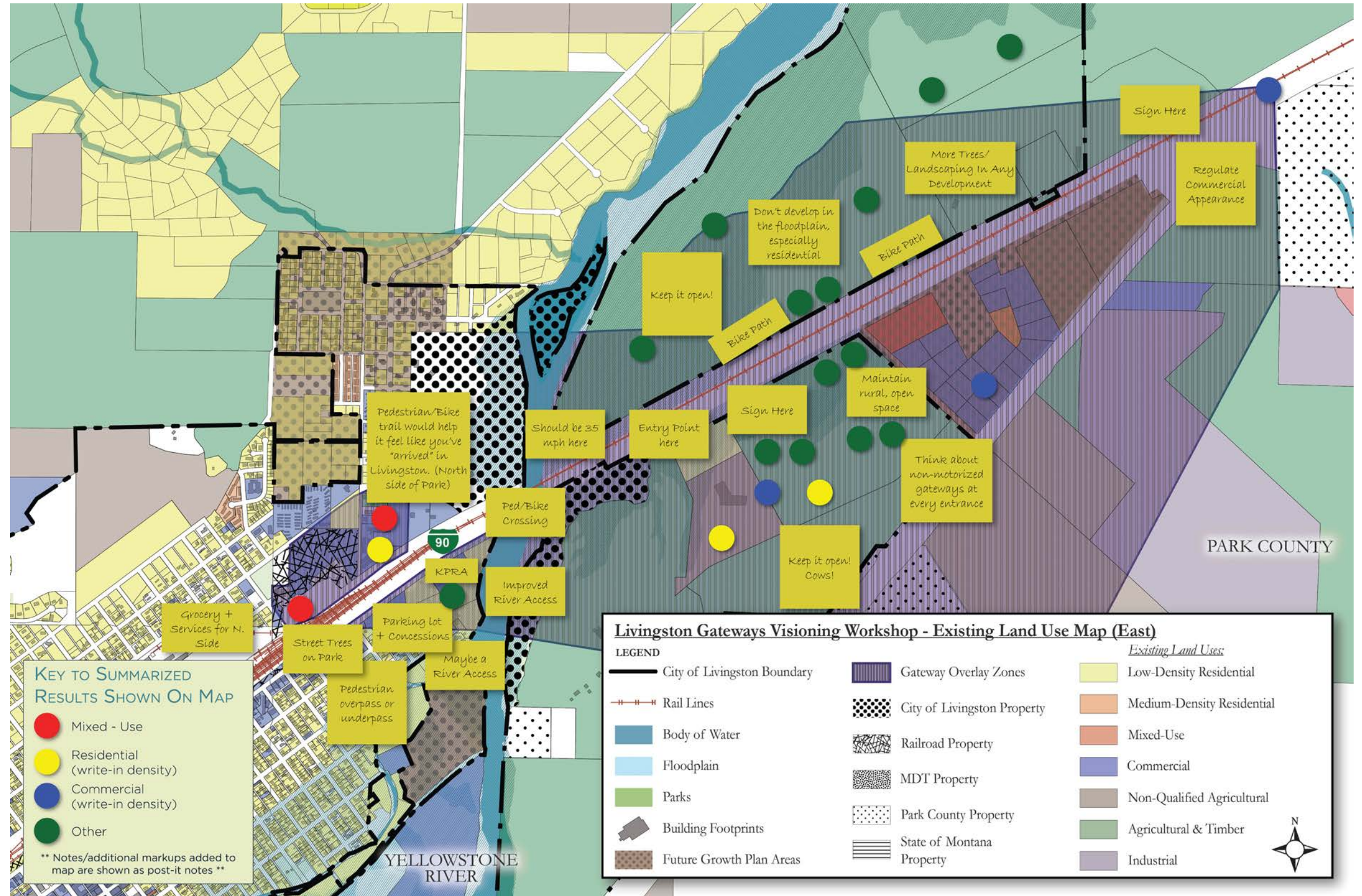


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Small Group Exercises & Highest Priority Desires Expressed By Workshop Participants:

The second exercise asked participants to discuss and identify desired Land Uses, and/or optimal locations for specific types of Gateway Treatments, using a combination of colored dots and hand-written notes. The base map for this exercise was a map of the Existing Land Uses on the Eastern side of the City. Future Growth Plan Areas and Gateway Overlay Zones, as mapped in the Growth Policy were also shown, as well as City, County, State, and Railroad property ownership, for context.

The map at right shows a consolidated set all of the inputs received from each small group. Detailed information on entry point/signage locations on the Eastern edges of the City were indicated, as well as a strong desire to retain much of the open space/natural character at the edges of the City Boundary, and buffering development around the hospital. More mixed-use development was envisioned as you cross the river, and a desire for commercial development standards Opportunities for non-motorized trail facilities, with better river access as a Gateway Treatment were expressed.

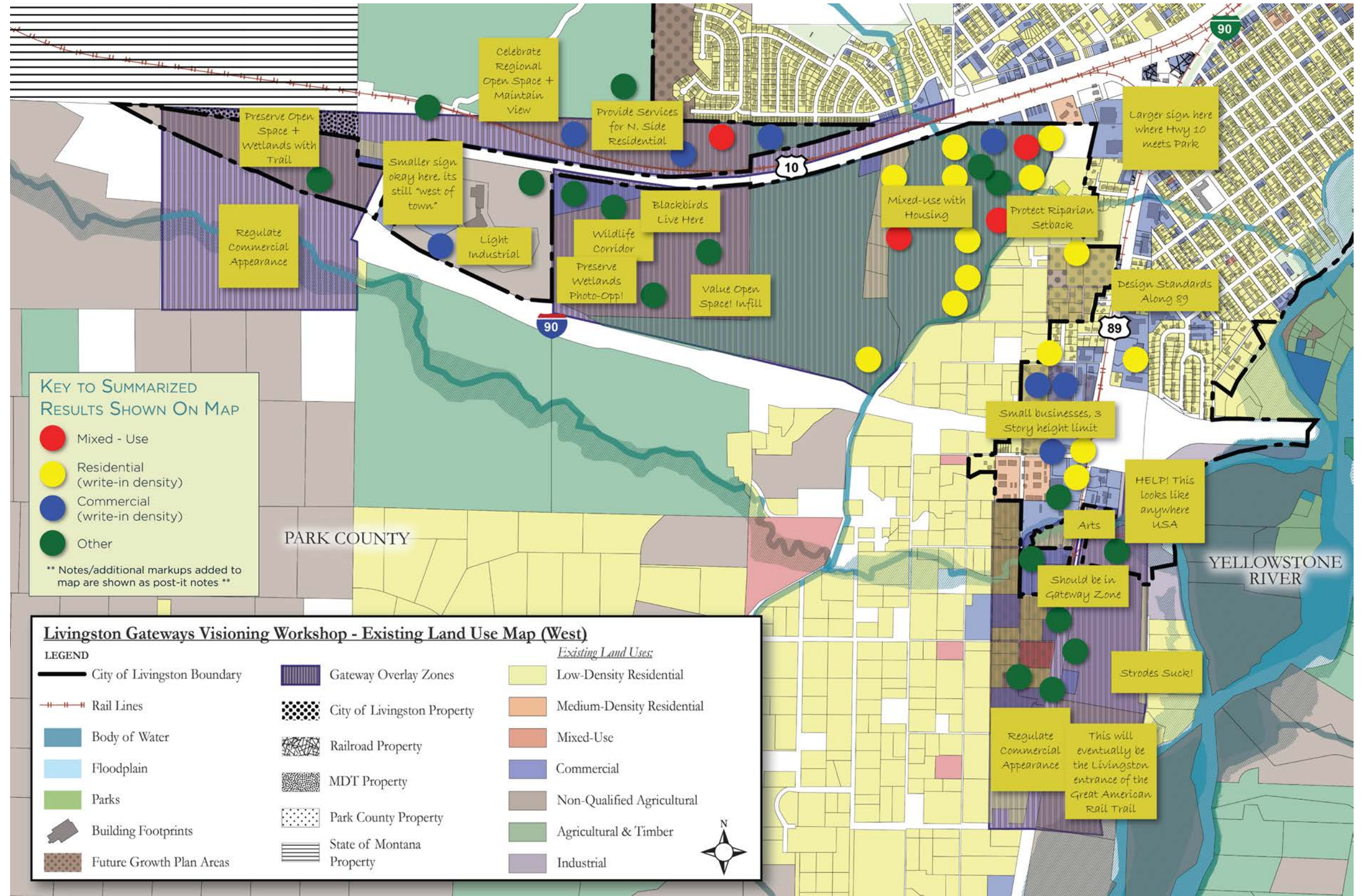


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Small Group Exercises & Highest Priority Desires Expressed By Workshop Participants:

The third, and final exercise asked participants to continue the discussion and identification of desired Land Uses, and/or optimal locations for specific types of Gateway Treatments, using a combination of colored dots and hand-written notes, but this time, on the Western and Southern sides of the City. The base map for this exercise again included Future Growth Plan Areas and Gateway Overlay Zones, as mapped in the Growth Policy, as well as City, County, State, and Railroad property ownership, for context.

The map at right shows a consolidated set all of the inputs received from each small group. On the South side, strong desire for character defining development and regulation was expressed with a desire for some arts-oriented uses in addition to some lower density commercial and residential. On the West side, participants saw the opportunity to preserve some of the open space/wetlands areas at the City boundaries, while introducing some more mixed-use, neighborhood serving uses, and housing as one moves east along Hwy 10 toward where it meets Park.



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Recommendations for Potential Implementation Actions:

Based upon the feedback gained from the Gateways Visioning Workshop, combined with a knowledge of best practice approaches to establishing community-oriented Gateway Treatments, the following potential implementation actions are recommended to be further explored by the City of Livingston. They are organized by the three groupings of Gateway Treatment types discussed during the workshop, and each has an indication of a short-medium-long-term timeline in which it could be implemented.

Signage, Public Art & Landscaping

- The City should revisit the work done in 2018 to conceptually design and locate “Welcome to Livingston” monument signage - using a motif of boulders and railroad ties. If MDT support and/or approvals at that time (assuming locations were within state highway ROW) still hold true, this could represent a “quick win” opportunity in implementation.
- If prior local/state support and/or approvals are no longer applicable, it is recommended that the City use the previous design concepts as a “basis of design,” and establish - with input from a small group of stakeholders (i.e. a Task Force) - a palette of additional materials and character-defining features that reflect the identity elements articulated during the workshop.
- A distinction should be made between Citywide Gateway elements and Downtown Gateway elements. While they can share similar aesthetic attributes, they have different intended audiences. Citywide Gateway elements of these types should be prioritized at the Western, Southern, and Eastern boundaries of the City - orienting themselves to highway and/or non-motorized users. The City should specifically explore Citywide Gateway signage at the Southern end of the City to encourage visits by travelers coming from Yellowstone, who may otherwise get right on the interstate and head toward Bozeman, etc.
- The City should explore the viability of additional signage - potentially of a more billboard/advertisement nature - along I-90 to announce the approach to the City of Livingston, and the amenities within the City, with greater prominence.
- The inputs received in this workshop should be incorporated into the Downtown Master Plan - particularly the desire to have additional Gateway Treatments closer to the perceived “entry points” into the Downtown (which will be identified in the Downtown Master Plan). Given greater support for Public Art in the Downtown - proximate locations, those types of Gateway Treatments should be reserved for Downtown Gateway demarcations.
- Landscaping should be incorporated, whenever possible, and should utilize native species, in all Gateway Treatments.
- **Implementation timeline:** Short-Term, if approvals for signage locations and placement are in place/not required Medium-Term, if MDT or railroad approvals, determination of signage locations, property/easement acquisitions are still required.

Recommendations for Potential Implementation Actions (Cont.):

Land Use, Building Form & Articulation

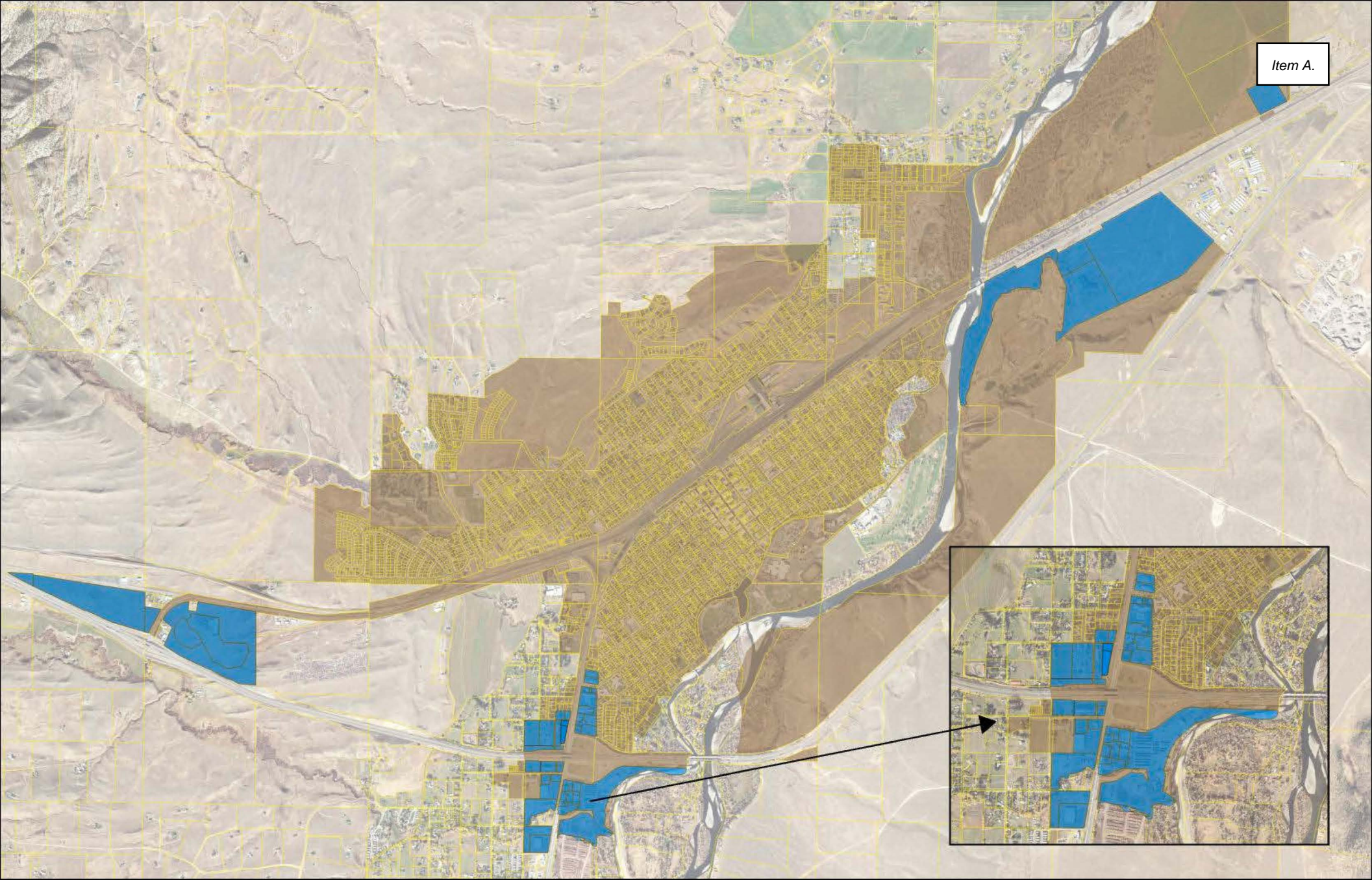
- Based upon policy direction in the adopted Growth Policy, and supported by the feedback received in this workshop, the City should assess whether the Building Design Standards in the Chapter 30 Zoning Code requirements (Section 30.46, in particular) should be applicable to the Gateway Overlay Zones identified in the Growth Policy.
 - If they are deemed to be desired, the upcoming Zoning Code Update process should revisit those Building Design Standards to ensure that they are uniquely calibrated to those Gateway contexts - with a particular emphasis in material usage, mass & scale, and building articulation, to be reflective of the existing character of the City of Livingston. A Gateway Overlay Design District should then be mapped - using the Gateway Overlay Zones as guidance - to make those Building Design Standards applicable to new development proposals.
 - If a Gateway Overlay Design District is not established in all Gateway Overlay Zones identified in the Growth Policy, particular priority should go toward establishing one at the Southern edge of the City, as it is the most likely area for infill development potential that could embody a less auto-oriented Gateway character.
 - Given the feedback in this workshop, there was interest in seeing a greater mix of uses at the Western and Southern “entry points” into the City (though not at the City Boundary on the West side).
- The City should use the Zoning Code Update process to explore changes to the Highway Commercial Zone District and/or introduce a new Gateway-oriented Zone District, to encourage less auto-oriented uses, and ones that are more reflective of the existing character and scale of the City of Livingston.
- While the Zoning Code Update process is underway, the City should utilize the existing Building Design Standards in Section 30.46 of the Zoning Code, along with Growth Policy guidance around Gateways, and the inputs received in this workshop, to encourage property owners and developers to modify incoming development proposals to embody these Gateway attributes. Although the Design Standards in the Zoning Code are not mapped to be applicable in these Gateway areas, they can still serve as a helpful tool in helping developers and property owners contribute to the community’s vision in these Gateway areas.
 - **Implementation timeline:** Short-Term, in prioritizing the conversation(s) in the Zoning Code Update process, and working with development applicants in the interim to achieve the existing intent of the Building Design Standards. Medium-Term in implementing the Zoning Code and regulatory changes. Long-Term is seeing corresponding development investments respond to any new regulatory changes.



Recommendations for Potential Implementation Actions (Cont.):

Roadway Changes

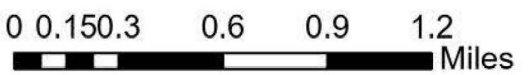
- Based upon the feedback gained in this workshop, major Roadway/Infrastructure Changes as Gateway Treatments should be minimized, given the magnitude of such an effort, and the long-term nature of implementation - from an approvals, funding, and construction standpoint.
- The City should explore opportunities to incorporate, enhance, or better define non-motorized trail connections adjacent to roadways along the Hwy corridors leading into the Gateway Overlay Areas. These features can then serve as clear Gateway elements into the City, especially when combined with Signage, Public Art, and/or Landscaping. This approach is particularly applicable to the Southern and Eastern edges of the City.
- If a more significant Roadway Change were to be explored, the locations that generated the most interest in this workshop would be near the intersection of Hwy 10 and Park, or near the Southern edge of the City Boundary. Each was discussed as a potential location for a roundabout. Such a significant infrastructure change, would also provide opportunities to incorporate Signage, Public Art, and/or Landscaping, and would also likely call for enhanced Building Design Standards around the intersection to better define and enclose that entry feature into the City.
- **Implementation timeline:** Medium-Term, for enhancements to existing non-motorized trail connections. Long-term for major Roadway/Infrastructure Changes, given the need for a robust design process, corresponding approvals, identification of funds, and construction timeline.

Item A.



-  Parcels in Gateway Overlay Zone
-  City Limits

Parcels Located in Gateway Overlay Zone Livingston, MT



LIST OF PARCELS INCLUDED IN GATEWAY OVERLAY ZONING DISTRICT

(Legal descriptions used where no physical property address is assigned)

1. 5290 US Hwy 89S
2. C.O.S. 2132, Parcel 4 (ID 49080305401100000)
3. C.O.S. 2307 RB, PARCEL 4A (ID 49080307401600000)
4. 5288 US Hwy 89S
5. 2420 Park Street S
6. 5288 US Hwy 89S
7. 23 West End Road
8. 2800 E Park Street
9. 320 Alpenglow Lane
10. 2410 Park Street S
11. C.O.S. 2668 RB, PARCEL 1C (ID 49080308301200000)
12. C.O.S. 2318, PARCEL 2 (ID 49080222201250000)
13. C.O.S. 2318, PARCEL 3, POR NW4 N OF HWY (ID 49080221201100000)
14. C.O.S. 2748 RB, PARCEL 1A (ID 49080222204010000)
15. 207 Antelope Drive
16. 100 PFL Way
17. 2128 W Park Street
18. 2120 Park Street S
19. SUBDIVISION 136 (BUTTREYS), LOT 2 (ID 49080223403070000)
20. 2000 W Park Street
21. 114 Loves Lane
22. 5 Pronghorn Drive
23. 3 Pronghorn Drive
24. 2050 Park Street S
25. 104 Centennial Drive
26. 106, 108, 110 Centennial Drive
27. 105 Centennial Drive
28. 101 Centennial Drive
29. 103 Centennial Drive

30. 69 Willow Drive
31. 5 Rogers Lane
32. 105 Rogers Lane
33. 111 Rogers Lane
34. 9, 11, 13 Rogers Lane
35. 21 Rogers Lane
36. 102 B Rogers Lane
37. 102 A Rogers Lane
38. 1701 W Park Street
39. 1623 W Park Street
40. 1621 W Park Street
41. 1625 W Park Street
42. 1601 W Park Street
43. 1515 W Park Street
44. 1415 W Park Street
45. 1429 W Crawford Street
46. 1427 W Crawford Street
47. 1415 W Park Street
48. 1409 W Park Street
49. 16 Loves Lane