

CITY/COUNTY PLANNING BOARD

“Serving Billings, Broadview and Yellowstone County”

Board Attendance Roster: Please note: “E” stands for excused absence, “A” stands for un-excused absence, “1” stands for present. **BYLAWS, YELLOWSTONE COUNTY BOARD OF PLANNING, (Amended. May 25, 2004)**
Section 4. Absences and Removal A. Each member shall inform the Planning Director at least one day before the meeting of his/her inability to attend a Board or Committee meeting. Such an absence shall be considered an excused absence. If any Board member accrues three (3) or more consecutive unexcused absences from regular meetings, notice of which has been given at his/her usual place of work or residence, or by announcement at a meeting attended by him/her, the President may call such absences to the attention of the Board which may then recommend to the appointing authority that such member be asked to resign and that another person be appointed to serve out the unexpired term. Schedule: (** denotes a Wednesday meeting)

	Position	01/14/2020	01/28/2020	02/11/2020	02/25/2020	03/10/2020	03/24/2020	04/14/2020	04/28/2020	05/12/2020	** 05/27/2020	06/09/2020	06/23/2020	07/14/2020	07/28/2020	08/11/2020	08/25/2020	09/09/2020	09/22/2020	**10/14/2020	10/27/2020	11/10/2020	11/24/2020	12/08/2020
Dave Goodridge	Mayor/Billings Ward I	1	1																					
Vacant	Mayor/Billings Ward II	-	-																					
Eric Wallace	Mayor/Billings Ward III	E																						
Darell Tunnickliff	Mayor/Billings Ward IV	1	E																					
Jon Thompson	Mayor/Billings Ward V	1	E																					
Troy Boucher	YC District 1	1																						
Dennis Cook	YC District 2	1																						
Vacant	YC District 3	-	-																					
Vacant	YC District 4	-	-																					
Woody Woods	YC District 5	1	1																					
Vacant	YC District 6	-	-																					
Jarett Hillius	YC District 7	1	1																					
Vacant	Y County Cons. District	-	-																					
Scott Reiter	Ex-Officio SD2		1																					

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January 28, 2020

To be approved by a motion on February 11, 2020

Call the Meeting to Order

President Tunncliff called the meeting to order at 6:00 p.m. on Tuesday, January 28, 2020 in the Miller Building 1st Floor Conference Room, 2825 3rd Avenue North, Billings, Montana.

Introduction of Planning Board Members and Planning Department Staff

President Tunncliff called for introductions of the members of the Planning Board and staff.

Attending Planning staff members: Monica Plecker, Division Manager, Planning & Community Services; Tammy Deines, Planning Clerk

In Attendance: Mayor Bill Cole

Approval of the January 28, 2020 Agenda A motion was made by Board member Woods and seconded by Board member Cook approve the January 28, 2020 meeting agenda with the addition of a discussion item for the Lockwood TEDD. The motion carried with a unanimous voice vote.

Approval of Minutes: December 10, 2019; January 14, 2020

Motion

Board member Hillius made a motion and Board member Wallace seconded the motion to approve the December 10, 2019 and meeting minutes as submitted. The motion carried with a unanimous voice vote.

Motion

Board member Woods made a motion and it was seconded by Board member Wallace seconded the motion to approve the January 14, 2020 meeting minutes as submitted. The motion carried with a unanimous voice vote.

Public Comment: President Tunncliff asked if there was anyone wishing to speak during the public comment portion of the meeting. He stated any member of the public might be heard on any subject that is not on the agenda; the Planning Board will not take any action on these items at this time, but could choose to add an item to the next meeting agenda for discussion. There were no public comments.

Disclosure of Outside (Ex Parte) Communication– Board Members and Planning Staff. The Ex Parte Communication Binder is available at the Sign-In and Agenda station. There were no declarations of ex parte communications or conflicts of interest.

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7. OLD BUSINESS:

7a. Motion/Recommendation. Wayfinding Signage Plan. Lora Mattox, Transportation Planner

Ms. Mattox opened this agenda item and gave an overview of the staff report below.

PROBLEM/ISSUE STATEMENT

The Planning Division is presenting to the Planning Board the Wayfinding Signage Plan with the intent to have the Planning Board make a recommendation to the Policy Coordinating Committee (PCC). The Planning Board received information regarding this plan at its January 14 meeting. At the January 28 meeting, the Planning Board will conduct a Public Hearing to collect any public comment on the plan and then take action on the plan to forward a recommendation to PCC.

BACKGROUND

Wayfinding can be defined as an information system that helps people orient themselves in a physical space and navigate from place to place. In the built environment, it typically takes the form of signage, maps, or environmental graphics – such as pavement markings – and is all around us, whether we consciously recognize it or not. The wayfinding program should provide

consistent and attractive information to assist the non-motorized traveling public to navigate efficiently to key destinations within the area. To achieve this, the plan should:

- Connect Places – Facilitate travel between destinations and provide guidance to new destinations.
- Keep Information Simple – Present information simply, using clear fonts and simple designs, so that it can be understood quickly.
- Maintain Motion – Be legible and visible for people moving so that they can read the signage without stopping.
- Be Predictable – Standardize the placement and design of signs so that patterns are established and the signage system becomes predictable.
- Promote Active Travel – Encourage increased rates of active transportation by helping people to realize they can use the bikeway and trail network to access the places they want to go by incorporating a time/distance application, approach or recommendations to the signage design.

The way-finding program should include, but not be limited to:

- General information for pedestrians and bicyclists
- Arts and culture destinations

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- Transit facilities
- Memorial and historical venues and landmarks; Entertainment venues
- Visitor information and amenities; Popular destinations
- Significant municipal buildings or properties

Alta Planning + Design, Inc. was the successful consultant selected to complete the plan. The development of the plan was managed by a project steering committee comprised of representatives from Planning, Engineering, Parks, MET Transit, Downtown Billings Alliance, Billings TrailNet, Chamber of Commerce, Healthy by Design Coalition, Bike/Pedestrian Advisory Committee, and the Montana Department of Transportation. The project steering committee held several deep dive meetings to discuss design, routes, destinations and safety related to wayfinding. The benefits of a good wayfinding sign program is:

- Orients and guides locals and visitors from place to place with minimal stress; Identifies best routes to destinations;
- Creates a recognizable brand and identity for the jurisdiction and/or active transportation network;
- Overcomes barriers to entry, such as negative perceptions of connectivity, safety, the time it takes to travel by bicycle, and overall convenience;
- Improves safety by increasing the visibility of pedestrians and bicyclists and heightening the awareness of motor vehicle drivers;
- Normalizes walking and bicycling as legitimate modes of transportation.

The Planning Board received a presentation by staff at its January 14 meeting. At the meeting on January 28, the Planning Board will conduct a public hearing to review and receive comments on the Wayfinding Plan. After closing the public hearing, the Board will make a recommendation on adoption of the Wayfinding Plan to the Policy Coordinating Committee.

FINANCIAL IMPACT

There should be no direct financial impact from the adoption of this plan. There will be costs associated with the implementation of the wayfinding plan as existing routes are designated and signed, and as new pedestrian and bicycle infrastructure is completed. Alta is contracted to locate up to 200 signs throughout the study area and develop a sign schedule for up to 100 signs along high priority corridors that are candidates for early implementation. These locations could include routes along proposed bike boulevards and existing multi-use trail corridors.

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RECOMMENDATION

Staff recommends the Planning Board conduct a public hearing to receive public comment on the Wayfinding Plan and forward a recommendation of approval to the Policy Coordinating Committee.

Discussion

President Tunncliff called for questions and discussion. Board member Woods commented on the need for signage within the Lockwood Pedestrian Safety District to be consistent with this plan. Alternative Modes Coordinator Elyse Monat is schedule to present the plan to the Committee during their next meeting. In response to a question by Board member Woods, Lora Mattox noted on the posted map the area around Broadwater Avenue under consideration for a new tax increment finance plan. Board member Hillius asked regarding the funding and Ms. Mattox stated staff is applying for a recreational and trails program grant to purchase approximately 90 signs to be installed along the trail ways. Outside of the grant funding, the City Public Works Department will install the signs following the implementation of bicycle boulevards. Mayor Cole asked about the interplay between the Parks Department's Park Plan for signage and this plan. Lora Mattox explained that the Parks Department has worked with the Planning Division staff to create a cohesive signage plan, as the Parks Signage Plan did not develop as they had intended.

Public Hearing

President Tunncliff opened the public hearing and asked if there is anyone wishing to speak in favor or against The Wayfinding Plan. There was none. President Woods closed the public hearing and called for a motion.

Motion

Board member Woods made a motion and Board member Goodridge seconded the motion to forward a recommendation of approval of the Wayfinding Signage Plan as presented by staff to the Policy Coordinating Committee.

There was no discussion on the motion. Ms. Mattox announced the review schedule below.

Review Body	Date	Notes/Result
City Council Work Session	Monday, February 3	Alta to present
City Council	Monday, February 10	Recommendation to PCC
Board of Commissioners Discussion	Monday, February 3	Introduction
Board of Commissioners	Tuesday, February 4	Alta to present Recommendation to PCC
Policy Coordinating Committee	Tuesday, February 18	Final Action

The motion carried with a unanimous voice vote.

8. NEW BUSINESS: There is no New Business

9. OTHER BUSINESS

9a. Discussion. Lockwood TEDD & Proposed City Annexation. Planning Board

Board member Woods gave some background information on the Lockwood TEDD district. The TEDD, (Targeted Economic Development District), is a tax increment finance district created to help fund the creation of a “turn –key” facility for industry to locate and expand in Yellowstone County. It is located at the intersection of Johnson Lane and Interstate Highway 89, outside the city limits of Billings. He explained that the County initiated the TEDD and BSEDA conducted a feasibility analysis to determine properties that could be developed as an industrial park. The Planning Board recommended approval of the district. Acquiring water and sewer service will be essential to facilitate the success of the industrial park, which therefore necessitates expanding district boundaries to include it. The Lockwood Sewer District has an agreement for sewage treatment with the City of Billings and is required to get approval from the City to expand. The Lockwood Sewer District has been holding discussions with the City, City Administrator, and the property owners to consider annexation of the district or having Waivers of Protest delivered. This will be presented during a City Council Work Session on February 18, 2020. The property owners are not interested in signing Waivers of Protest of any future annexation.

Board member Woods said he requested this agenda item as he wished to discuss this with the Board. He asked that the Planning Board should consider composing a letter stating that the property remain in the County and not annexed into the City.

Per request of Board member Tunnicliff, Board member Woods clarified the Lockwood boundary. He said the property owners within the TEDD expressed that they do not wish to be annexed during the meetings. The water and sewer agreement calls for 51% of the people would have to be in favor of annexation. The property owners are concerned a waiver of protest to annex could affect properties as they come up for development.

Mayor Cole said the TEDD is being expanded and asked Board member Woods if the agreement to expand would include the entire boundary of the TEDD. Board member Woods stated the existing TEDD does not have sewer service. His intent this evening is to request a letter from the Board addressed to City Council stating the Planning Board took an action and forwarded a recommendation based on this property being in the County. He said he would like to extend the boundary as requested so Lockwood Sewer can provide the services.

Division Manager Monica Plecker offered her comments. The Board can write a letter but the makeup of the Board is unique as it recommends to the City and the County. If the Board moves forward with a letter, she encouraged the board members to be thoughtful in the sense there are two governing bodies.

Mayor Cole said this is a targeted economic district. The taxes generated by new development in the area go toward development in the district for improvements and infrastructure and benefit the property owners within the district. He stated that at this point he would encourage the Board to

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hold off taking a position, as it is a controversial issue. He spoke to concerns of the City’s loss of tax base and the ramifications of a waiver agreement to never annex the area. The City is willing to provide services but does not wish to promise that it will never be annexed. The TEDD has a 25-45 year life span, and the City will not see income for this period. The City’s desire is for property owners within the TEDD waive their right to protest any future annexation proposal before agreeing to expand the boundaries of the Lockwood Water and Sewer District.

President Tunnicliff voiced concern and asked Board member Woods if there is a upcoming deadline and if the timing is right to forward a letter. Board member Cook said he would feel more comfortable doing so if more information were available before the Board makes a decision. Board member Woods said he wished to update the Board as he is a member of the TEDD Advisory Committee. The TEDD Advisory Committee will give a presentation at a City Council Work Session. Public comment will be taken during the February 18, 2020 City Council meeting. He encouraged Planning Board members to attend. Since the Planning Board played a role in creation of the TEDD, he is asking for reaffirmation of that recommendation.

Board member Goodridge commented there are a lot of moving parts to this discussion, including the City, Heights Water, and the TEDD. He suggested that the Board not forward a letter at this time as more information is needed. He said it is not a forgone conclusion that property marketability goes away with the waiver of protest. Board member Cook asked when a decision would be made. Mayor Cole explained that sewer would not be provided if a decision is not made, and “no action” is the default. Board member Woods pointed out Lockwood is not the only area in Yellowstone County that receives service under an agreement. Mayor Cole explained this is granted for reasons that benefit the City.

Board member Woods said the primary reason behind service to the City is due to EPA regulations. The current agreement with Lockwood has been in effect for twelve years. The alternative is the District could consider installing a wastewater evaporation system which may be cost prohibitive. Board member Hillius asked if the district has considered conveyance. Board member Woods said the proposal is to connect to the Lockwood Sewer District and send it to the City for processing. Board members Cook and Wallace stated they feel it is premature to draft a letter of support as more information is needed. Board members are encouraged to attend the February 18 meeting in the City Council Chambers at 5:30 p.m. President Tunnicliff asked staff to send the Board a reminder notice in advance of this meeting. He thanked Board member Woods for bringing this agenda item forward to the Board.

9b. Long Range Strategic Issues and an overview of future City and County issues and projects.

1. Ward 2 Planning Board Seat (Heights) Mayor Cole stated applications for the open Ward 2 Planning Board seat are due on Friday. He stressed the importance of a having a full board and commented on potential applicants.

2. City Council Strategic Planning Meeting Division Manager Plecker announced this year's Strategic Planning meeting to consider priorities will be held on Saturday, February 1st, from 8:00

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AM until Noon in the City Council Chambers, located on the second floor of City Hall, above the Police Station, at 220 N. 27th Street, Billings, Montana. Anyone interested is invited to attend and there will be opportunities for public comment.

3. Planning & Community Services Department Annual Report Division Manager Plecker said the annual report will be finalized this week and distributed.

4. Project Re:Code Division Manager Plecker stated Planning Staff is completing the draft zoning code and moving forward for adoption. The working groups hold their final meetings tomorrow. 11:30 AM- Urban Issues Working Group. 3:30 PM-County Issues Working Group in the Miller Building 1st Floor Conference Room. Planning Staff gave a presentation to City council on some "hot topics". A schedule will be comprised for late February and March for discussion items during Zoning Commission meetings. Planning Board members are encouraged to attend.

5. Cost of Services Study Board member Goodridge asked if there has been any progress on this study to analyze cost of services. Division Manager said she will forward this request to Director Friday, and staff will develop scope of work to move forward with a RFP. Mayor Cole explained that City Council requested this study but staff has been concentrating on Project Re:Code. He stated one of his priorities is to get this started, as consideration of impact fees for police and fire stations will demand data.

ADJOURNMENT

Future Agenda Items for Tuesday, February 11, 2020

1. Plat Review/Discussion. Emma Jean Heights Subdivision, 4th Filing. City Major Subdivision. Charlie Felton, Felton Associates, Inc., owner. Amy Darling, Northern Engineering & Consulting, Agent. Dave Green, Planner II, presenting.

2. Plat Review/Discussion. High Sierra Subdivision, 15th Filing, City Major Subdivision. Gary Oakland, High Sierra II Inc., Owner/Developer; Gary Owen, Sanderson Stewart, agent. Dave Green, Planner II, presenting.

3. Plat Review/Discussion. High Sierra Subdivision, 14th Filing, City Major Subdivision. Gary Oakland, High Sierra II Inc., Owner/Developer; Gary Owen, Sanderson Stewart, agent. Dave Green, Planner II, presenting.

4. Plat Review/Discussion. High Sierra Subdivision, 10th Filing, City Major Subdivision. Gary Oakland, High Sierra II Inc., Owner/Developer; Gary Owen, Sanderson Stewart, agent. Dave Green, Planner II, presenting.

DRAFT-TO BE APPROVED BY A MOTION ON FEBRUARY 11, 2020

