

CITY VARIANCE

APPLICATION FORM

ID: Billings Variance # 1349 - Project # 22-00164 ^{P2X}

The undersigned as owner(s) of the following described property hereby request a Variance from the terms of the City of Billings Zoning Regulations.

PROPERTY TAX ID # See attached Certified Owner's list CITY ELECTION WARD # I & IV

Legal Description of Property: See attached "Exhibit A - Property Legal Description"

Address or General Location (If unknown, contact City Engineering): 1233 N 30th St, Billings, MT 59101

Zoning Classification: P3 (medical)

Size of Parcel (Area & Dimensions): See attached "Exhibit B - Parcel Description"

Covenants or Deed Restrictions on Property: Yes No

If yes, please attach to application

Variance(s) Requested: Minor encroachment into setback from CMU1 (Commercial) in two locations to accommodate height of structure. See attached letter for detailed description of this request.

Facts of Hardship: (attach letter) See attached letter for a description of the Facts of Hardship.

*** Additional information may be required as determined by the Zoning Coordinator in order to fully evaluate the application.

Owner(s): Sisters of Charity of Leavenworth Health Systems; Representative - Bruce Fong, AIA

(Recorded Owner)

500 Eldorado Blvd., Broomfield, CO 80021

(Address) 303-813-5130

bruce.fong@imail.org

(Phone Number)

(email)

Agent(s): Lynn Moore - Davis Partnership Architects

(Name)

2901 Blake Street, Suite 100, Denver, CO 80205

(Address) 303-881-1981

lynn.moore@davispartnership.com

(Phone Number)

(email)

I understand that the filing fee accompanying this application is not refundable, that it pays for the cost of processing, and that the fee does not constitute a payment for a Variance. Also, I attest that all the information presented herein is factual and correct.

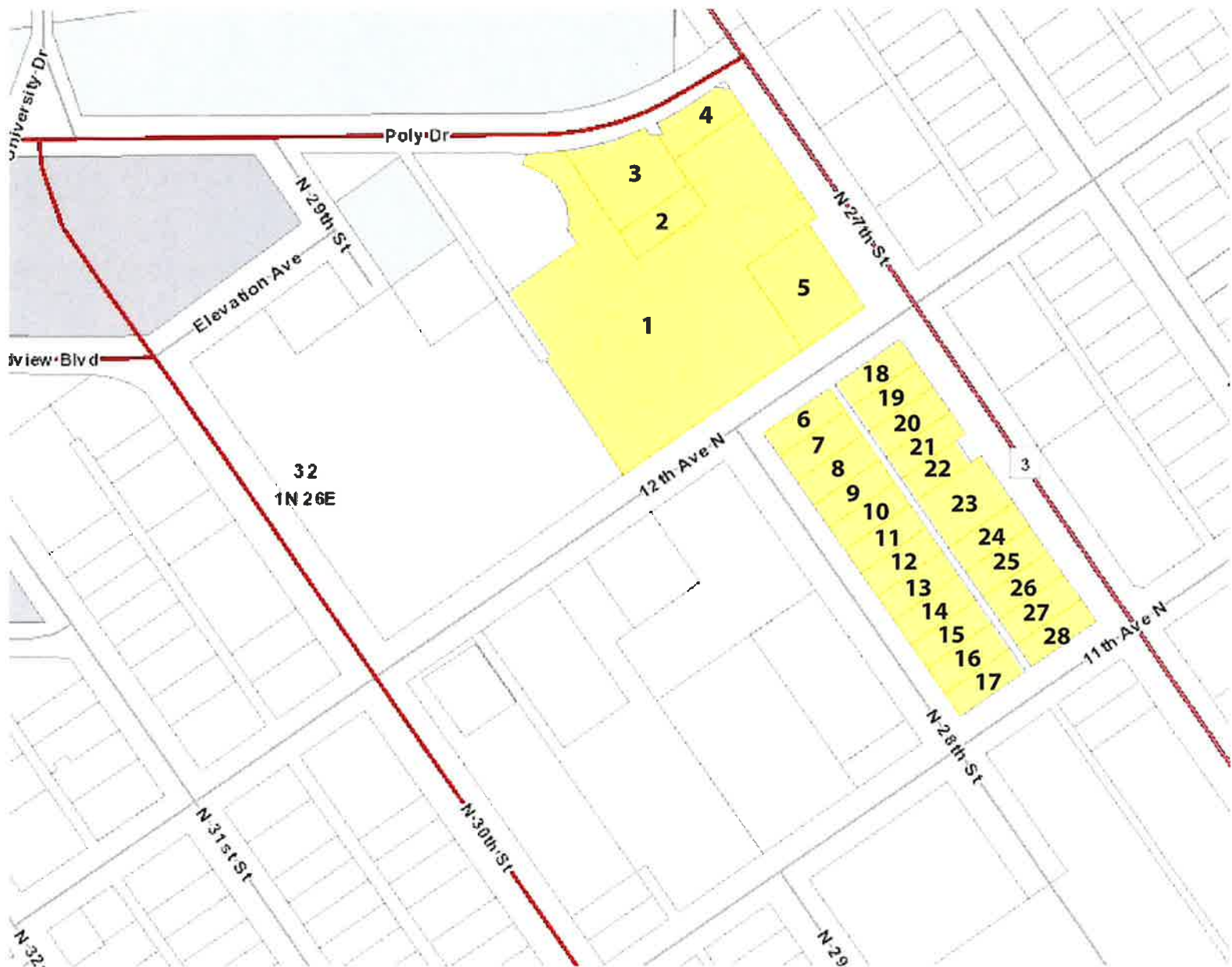
Signature: Bruce Fong

Digitally signed by Bruce Fong
Date: 2022.06.29 16:01:32 -06'00'

Date: July 1, 2022

(Recorded Owner)

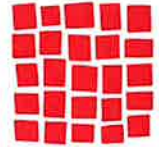




ap #	Legal Description
1	NORMAL SUBD, S32, T01 N, R26 E, BLOCK 1, Lot 1 - 12, & BLK 2 LTS 1-9, 10A-11B. 12-15, NORMAL 2ND FIL, BLK 1 LOTS 25-33, NORMAL 3RD FIL, BLK 1 LT 2. (LES ROW) (19)
2	NORMAL SUBD, S32, T01 N, R26 E, BLOCK 1, Lot 13 - 14, & N6' LT 12 & ADJ VAC ALLEY (08)
3	NORMAL SUBD, S32, T01 N, R26 E, BLOCK 1, Lot 15 - 21, & TR 2 COS 934 & ADJ VAC ALLEY (01)(08)
4	NORMAL SUBD 2ND FILING, S32, T01 N, R26 E, BLOCK 1, Lot 22 - 24, & TR 1 COS 934 & ADJ UNPLATTED LAND BETWEEN VAC ALLEY & LTS PORTION VAC ALLEY (LESS ROW) (19)
5	NORMAL SUBD 2ND FILING, S32, T01 N, R26 E, BLOCK 1, Lot 34 - 40, (LESS 3500 SQ FT STREET) (96) (PLUS 1750 SQ FT VAC.ALLEY) (2001)
6	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 25 - 26
7	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 27 - 28
8	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 29 - 30
9	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 31 - 32
10	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 33 - 34
11	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 35 - 36
12	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 37 - 38
13	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 39 - 40
14	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 41 - 42
15	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 43 - 44
16	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 45 - 46
17	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 47 - 48
18	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 23 - 24
19	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 21 - 22
20	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 19 - 20
21	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 17 - 18
22	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 15 - 16, (LESS 1000 SQ FT STREET) (96)
23	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 11 - 14
24	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 9 - 10
25	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 7 - 8
26	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 5 - 6
27	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 3 - 4
28	NORTHSIDE ADD 3RD FILING, S32, T01 N, R26 E, BLOCK 9, Lot 1 - 2, (LESS ROW) (19)

Exhibit A - Property Legal Description

July 1, 2022



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To: City of Billings Board of Adjustment

RE: Variance Request for Building Height Encroachment

1. Variance Request Overview

General Project Vision / Concept:

The leaders at St. Vincent Healthcare are fortunate to be able to plan for a significant investment in healthcare for the Billings community and Montana region. They are committed to building a healthier community by constructing a replacement facility within the current St. Vincent campus located in the Medical Corridor along N 27th St. the new "Hospital of the Future" will enhance the care experience of patients, their families, and caregivers as it will be the most staff-efficient facility in the region. The Guiding Principles for this new facility are focused on:

- Patient, Family, and Caregiver Experience
- Operational Excellence
- Environmental Leadership
- Connectedness to Community
- Accessibility and Inclusiveness
- Adaptable, Flexible and Responsive

The decision to build a replacement hospital was driven by the age of the existing facility and the investment required to modernize it. The St. Vincent leadership did a thorough cost-benefit review and determined it made the most sense to construct a new hospital rather than attempt to update all the current facilities. This decision set the foundation for designing a facility with enhanced function and efficiency. An essential part of the planning of the hospital is to look toward the future and design an infrastructure to accommodate technology and the delivery of healthcare in ways we are just beginning to envision. This new Hospital of the Future will embrace flexible, sustainable design principles to accommodate community healthcare needs long into the future. See [Diagram 1](#) for location of the proposed replacement hospital.

Ownership/Applicant Information:

Applicant/Landowner:

Sisters of Charity of Leavenworth Health Systems Inc.
500 Eldorado Boulevard, Suite 6300
Broomfield, CO 80021
Contact: Bruce Fong, AIA (303) 813-5130; 303-880-7239 (mobile)

Applicant Representative:

Davis Partnership Architects
2901 Blake Street, Suite 100
Denver, CO 80205
Contact: Lynn Moore, FASLA (303) 881-1981

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Diagram 1: Location of Proposed Replacement Hospital

2. Purpose of Variance Request

The purpose of this Variance request is to allow for a small portion of two wings of the patient care tower to encroach into the 150' setback that is required when adjacent to CMU1 (Commercial) zoning. The St. Vincent property is zoned P3 (medical) which supports hospital and medical development. See Diagram 2 showing current area zoning.

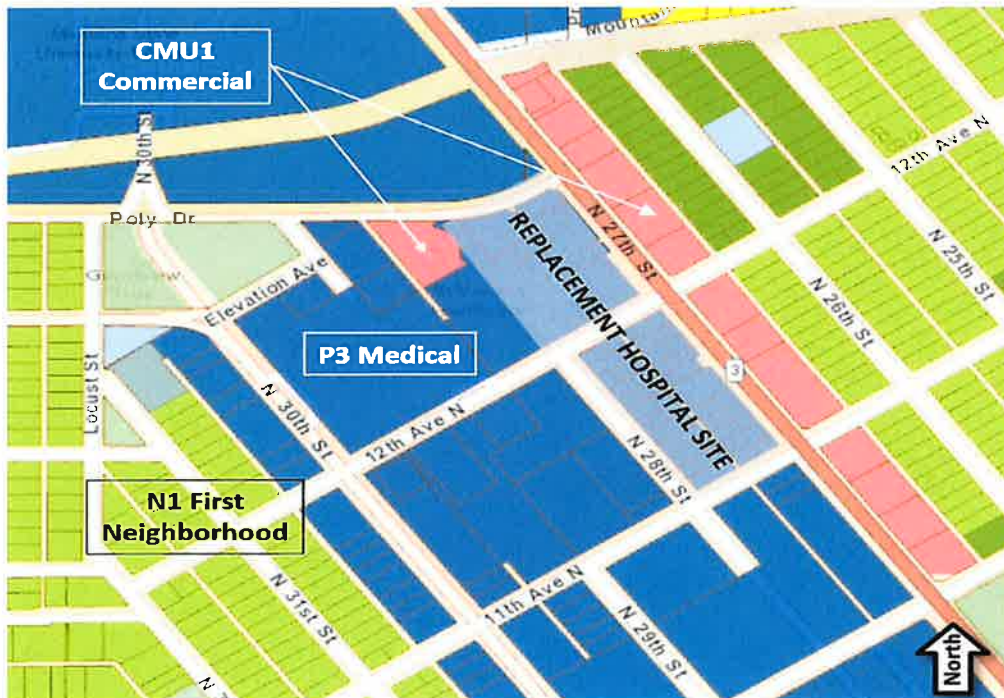


Diagram 2: Current Zoning Map

St. Vincent /Intermountain Healthcare - Setback Encroachment Variance Request
July 1, 2022

The proposed redevelopment site is contained exclusively within the P3 zone, but it abuts the CMU1 zone in two areas, triggering the 150' setback that regulates building placement and height within the St. Vincent campus. As an urban campus, the available area for redevelopment is limited, especially when considering the importance of continued operation of the existing hospital and support facilities during the construction. The location of the new hospital is generally in the east/northeast portion of the St. Vincent campus because this is the least encumbered property on the campus. See *Diagram 3* showing the proposed location of new hospital/parking and the 150' setback from CMU1.

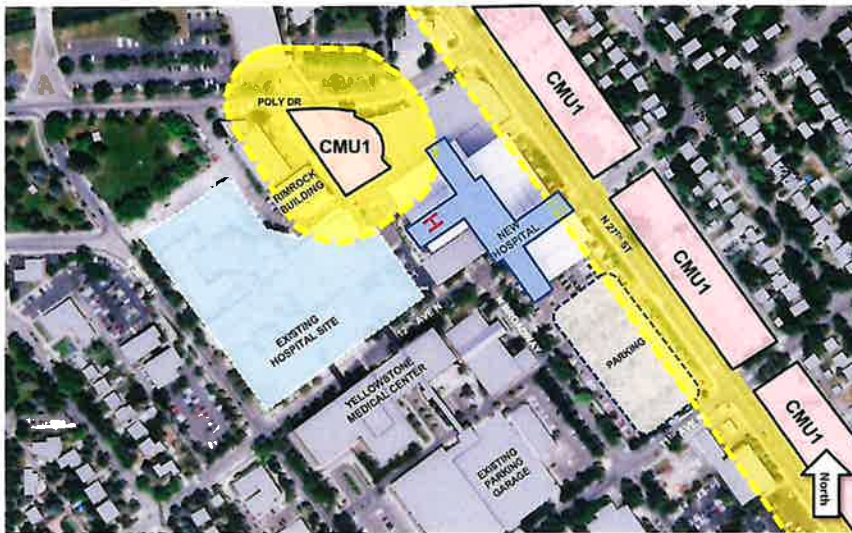


Diagram 3: New Hospital and Impact of 150' Setback from CMU1

A small portion of two wings of the patient care tower encroach into the 150' setback: one adjacent to the MSU property on Poly Drive, another along N 27th St. See *Diagram 4* showing these minor encroachments in dark blue. *Diagram 5* that follows, provides more detail and dimensions of each encroachment.



Diagram 4: Patient Tower Encroachment into Setback

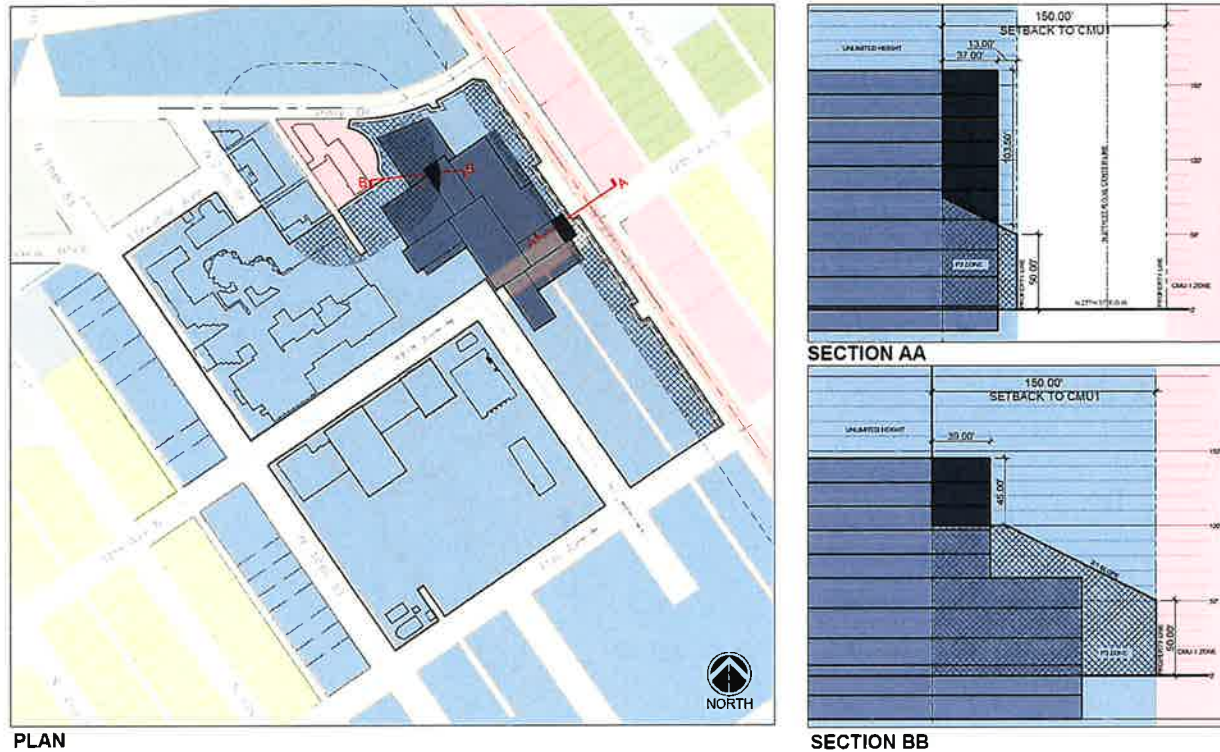


Diagram 5: Setback Encroachment Sections

All proposed development is located within the P3 zoning of the campus (blue in Diagram 5) which allows the height, density and all supporting facilities required for the new hospital. As previously stated, the impact imposed by the height limitations in the setback from the CMU1 zone (pink in Diagram 5) is the only conflict and the basis of our variance request.

It should be noted that the new hospital design is still early in the process and there may be some small tweaks to the location of the building on the property. With the limited site area available and our confidence in the current building footprint, we expect the information relative to location and area of encroachment described in the Diagrams is not likely to change much/or at all as the design evolves.

3. Hardship Facts & Justification

A. What reasons prevent you from using this property in conformance with the Zoning Regulation requirements.

Available Land Area. Of significance is the decision to continue to provide medical care to the community from the location where it has historically been provided by keeping this new development within the existing St. Vincent campus. In this dense, urban setting, the available land for a replacement hospital as described earlier in this document is extremely limited. After significant evaluation and consideration of alternate locations, we concluded that land in the east/northeast portion of the property is the least encumbered with occupied structures and infrastructure and is at a distance from the

current hospital to ensure uninterrupted operation and provision of medical services to the community while the new hospital is under construction. Through the removal of surface parking lots and one small structure (area of redevelopment is shown in Diagram 1), we can accommodate a new, multi-level, state-of-the-art urban hospital in this location on the St. Vincent campus.

Hospital Function and Efficiency. The hospital property zoning (P3) does not define a height limit for structures, so most of the proposed development is accommodated within the current zoning allowances. The only exception is the height limitation triggered by the 150' setback from the Commercial zoning that impacts two areas of the patient care tower as previously described. We have been diligent about minimizing the building footprint but to fit the new facility into the available land on the campus, we are requesting that the two small portions of the upper floors of the north and east patient care towers that encroach into this height setback be allowed. This encroachment is essential for the success of the replacement hospital for several reasons:

- It will support a new hospital and patient care tower that takes advantage of vertical construction to enhance function, workplace efficiency, and to expedite life-saving medical treatment to patients.
- It optimizes the available land on the campus by stacking patient rooms and hospital services, thereby reducing horizontal growth/sprawl.
- Efficient use of the redevelopment property through minimizing horizontal construction allows for the continued operation of current hospital facility throughout construction and occupancy of the new hospital facility.

B. Why is there a need for the intended use of the property at this location?

As previously stated, there is a full commitment to construct this replacement facility within the current, legacy St. Vincent campus located in the Medical Corridor along N 27th St. Throughout history, this has been the location that has provided compassionate medical care to the Billings community, the surrounding region, and State of Montana, and this new facility will continue that tradition and be able to offer other enhanced medical services. The urban nature of this campus (vs. a greenfield site with unlimited horizontal growth opportunities), and the current P3 zoning of the property supports the proposed uses and vertical building stacking/height with the only exception being the two small portions of the patient care tower that encroach into the setback.

C. Explain any demolition, construction, or reconstruction intended for all structures.

Demolition. The property identified as the location for the replacement hospital and supporting access and parking contains surface parking lots and one small structure facing Poly Drive. The structure and all or part of the parking lots will be demolished to make room for the new hospital. Note that via a separate Right-of-Way Vacation application, we are requesting the closure/removal of one block of 12th Ave N (between N 27th St & N Broadway St) to accommodate the footprint of the new hospital.

St. Vincent /Intermountain Healthcare - Setback Encroachment Variance Request
July 1, 2022



Existing Condition of Overall Project Area



Area of New Building Site



Structure to be Demolished

Construction/Reconstruction. The new hospital will be in the northern portion of the redevelopment site with the southern portion being dedicated to vehicle access and parking. Removal of 12th Ave N as public ROW to accommodate the building footprint is shown in Diagram 6.

With its alignment to N 27th St and Poly Drive, we see this as an opportunity to enhance the campus edges and public corridors. 11th Ave N is intended to be the primary access/gateway to the St. Vincent campus from N 27th St with a main entry generally located off 12th Ave N near Broadway. The patient care tower sits upon two floors of hospital services and the new rooftop helipad is located on the west wing of the patient care tower. Of note is that this proposed "Hospital of the Future" is being designed to not only meet the current medical needs of the community and offer immediate expanded services, it will also support projected facility and service growth needs up to year 2038.

See the following Diagram 6 for the proposed location of the hospital (light gray), patient care tower (blue) and support parking (light yellow).



Diagram 6: Conceptual Site Plan of Proposed Hospital on Existing St. Vincent Campus

Community Engagement

Being a vital part of the Billings community for over a century brings an expectation that St. Vincent will regularly engage with the local and greater community to provide timely project information and seek stakeholder feedback on a regular basis. Even at this early stage, we have reached out to our neighbors and other stakeholders in the community to provide key project information, and an information meeting was held on the campus with the neighboring Task Forces and other stakeholders on June 14, 2022.

Estimated Project Schedule

Design of this Hospital of the Future is currently underway, and it is anticipated for construction to begin in the spring/summer of 2024 and be complete for facility occupancy in the summer/fall of 2028. Once this replacement hospital is occupied, all or portions of the existing hospital are intended to be demolished to provide campus land for needed/future facilities.

4. Commentary on Board of Adjustment Decision Criteria for Variances

Specific to the criteria the BOA reviews when determining the granting of a Variance (BMCC 27-1627.D) we offer the following commentary:

Criteria 1. That special conditions and circumstances exist which are peculiar to the land, the lot or something inherent in the land which causes the hardship, and which are not applicable to other lands in the same district.

Response: When considering the design/construction of a full-service replacement hospital, the limited undeveloped and/or potentially available property contained within this urban campus creates a hardship. The area being proposed to locate this new hospital

facility is at a minimum distance from the current hospital to support the new construction while minimizing impact on the existing hospital operations and the delivery of care to the community while under development. It is also the least encumbered with structures and infrastructure and is therefore easier and more cost effective to develop.

Criteria 2. That a literal interpretation of the provisions of this Zoning Code would deprive the applicant of rights commonly enjoyed by other tracts in the same district.

Response: The St. Vincent property is zoned P3 which supports the use, density and vertical development required for a major medical center and Hospital of the Future. The hardship encountered when abutting or near to the Commercial zone district CMU1 is the imposed setback that influences the building height of the upper floors. This negatively impacts the ability to design a compact and efficient hospital as is supported by the P3 zoning and commonly leveraged by surrounding properties/owners in the medical corridor. Our Patient Care Town setback encroachment is so minor that there will be minimal to no negative impact on these Commercial properties.

Criteria 3. That granting the variance requested will not confer on the applicant any special privilege that is denied by this Zoning Code to other land in the same district.

Response: We are seeking an accommodation for a minor setback encroachment to support a new structure that is designed to meet all other P3 zoning criteria. Existing development on the St. Vincent campus and on other properties within this zone currently supports the use, development density and height. Granting this request does not provide any special privilege beyond what other land in the district already allows.

Criteria 4. That the granting of the variance will be in harmony with the general purpose and intent of this Zoning Code and with the growth policies.

Response: The general purpose/intent of the P3 zone as described in the City's Zoning Code supports large scale, vertical structures like we are proposing so the new replacement hospital will be in harmony with that purpose/intent. Attached as a separate document are thoughts on alignment of this facility with the growth policies.

5. Supporting Materials

In support of this written information, please find attached the following supplemental documents in support of the St. Vincent Replacement Hospital Variance Request:

- City Variance Application Form
- Exhibit A – Property Legal Description
- Exhibit B – Parcel Description
- Exhibit C – Concept Site Plan Diagrams (4 sheets)
- Applicant Thoughts on the 2016 Billings Growth Policy Statement and Guidelines
- Certified Names and Mailing Address Labels for land owner notification (delivered directly to City Planning office)
- Application Fee Check delivered directly to City Planning office)

SANCTUARY HOSPITAL
ST. VINCENT HOSPITAL VARIANCE APPLICATION
WITHIN

LOCATED WEST OF NORTH 27TH BETWEEN POLY DRIVE AND 11TH AVE NORTH

PREPARED FOR : CITY OF BILLINGS

PREPARED BY : **SANDERSON STEWART**

JUNE, 2022

BILLINGS, MONTANA

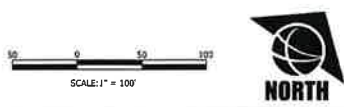
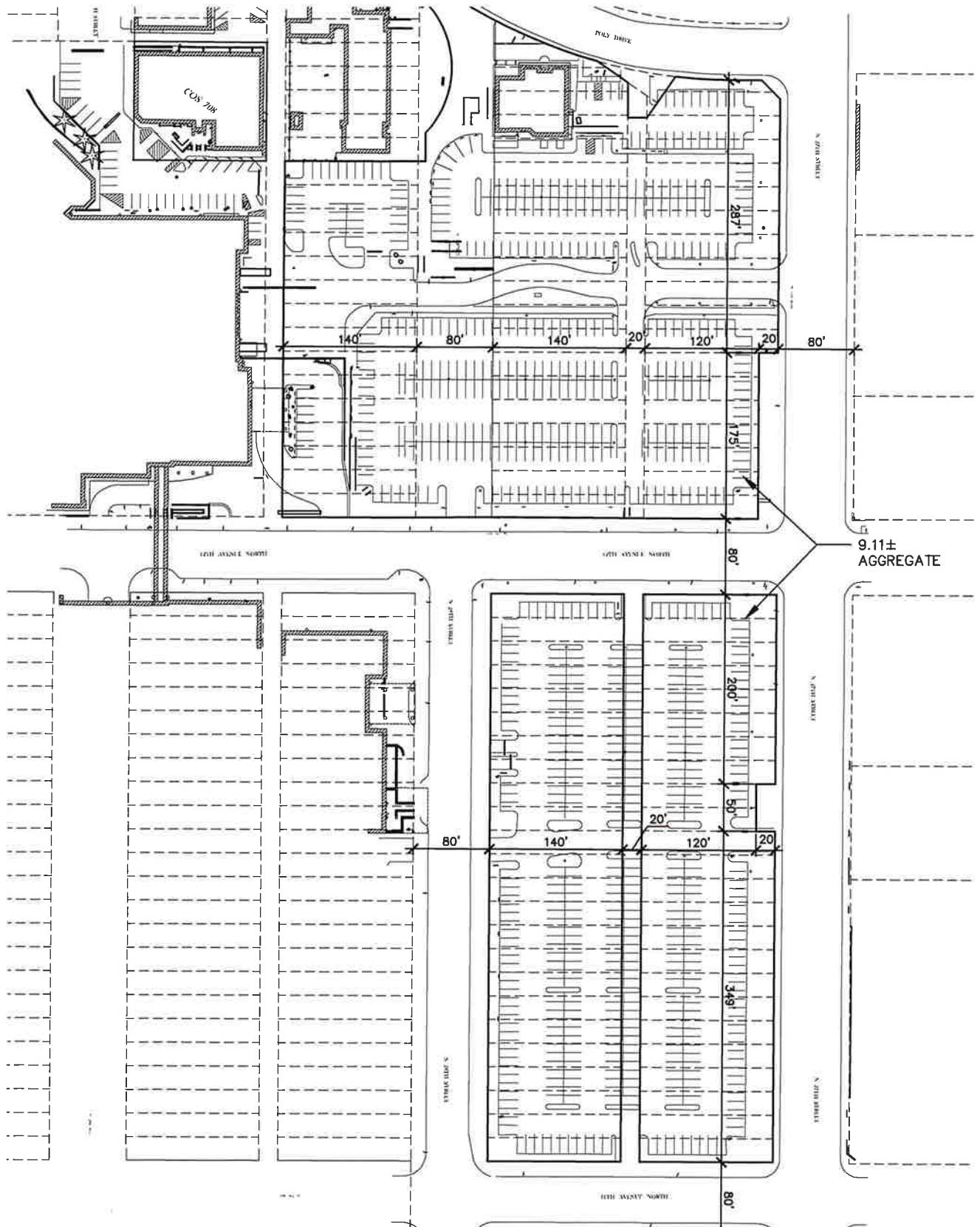


Exhibit B - Parcel Description

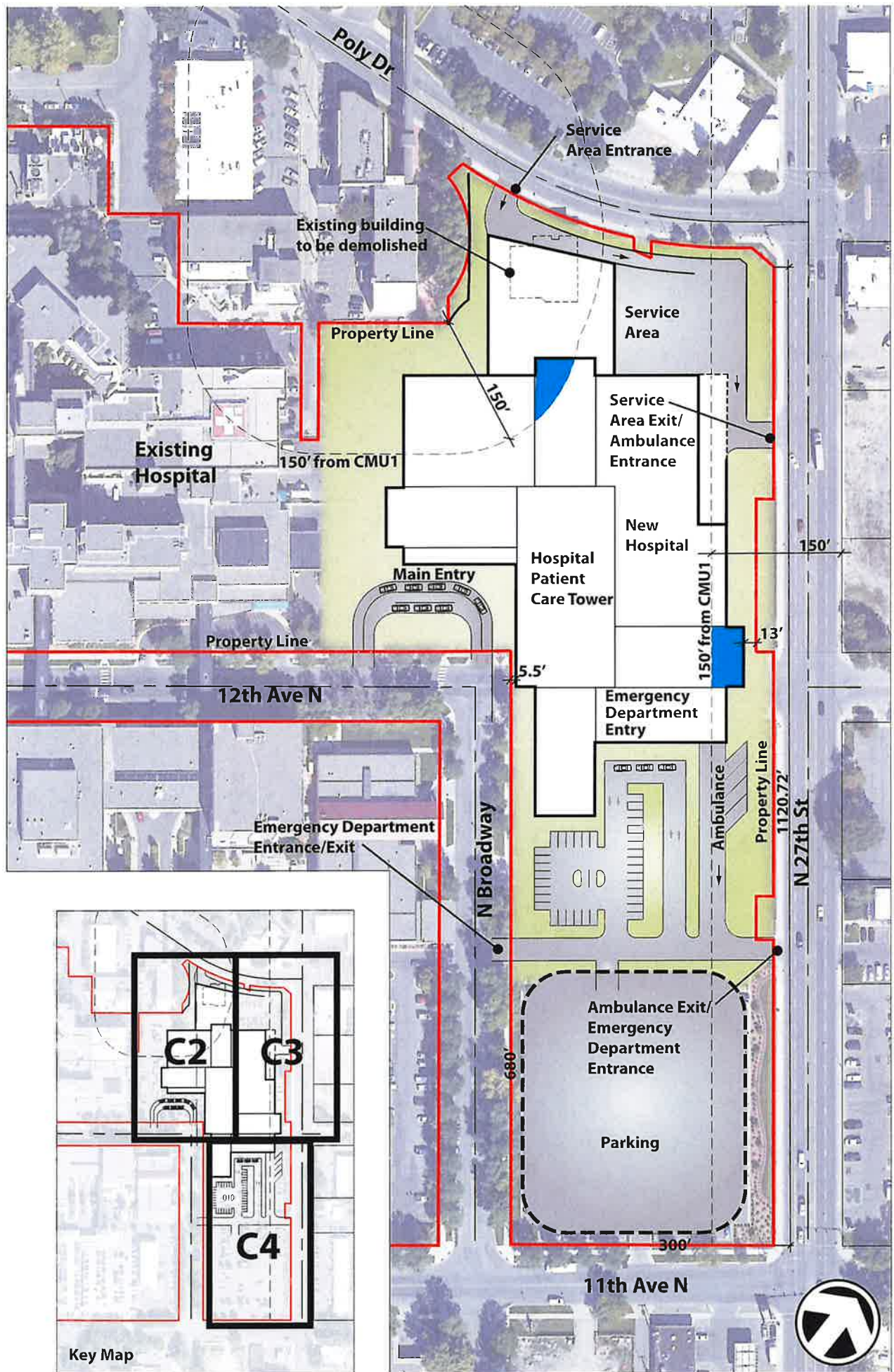


Exhibit C1 - Overall Concept Site Plan

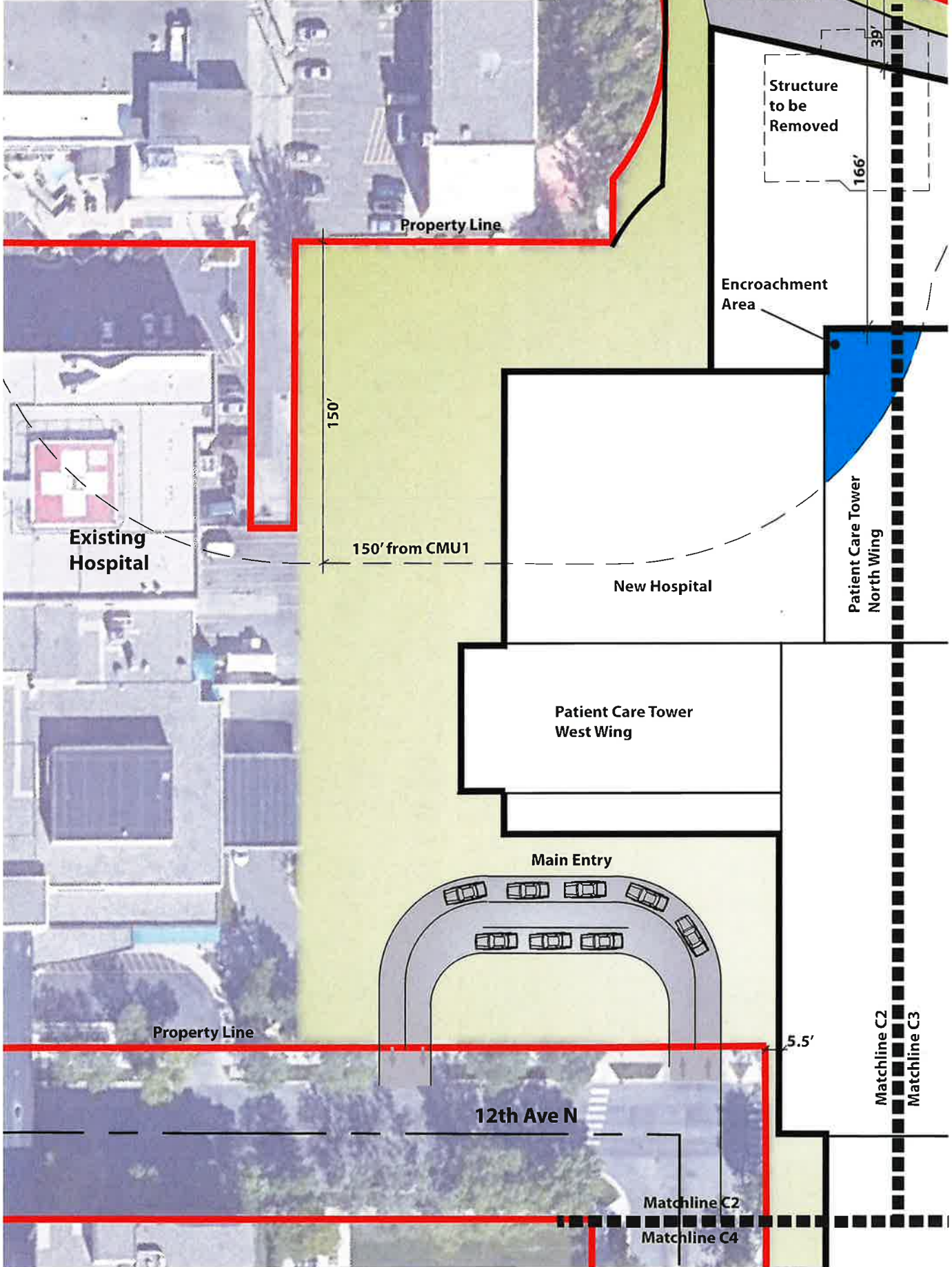




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Exhibit C2 - Enlarged Concept Site Plan

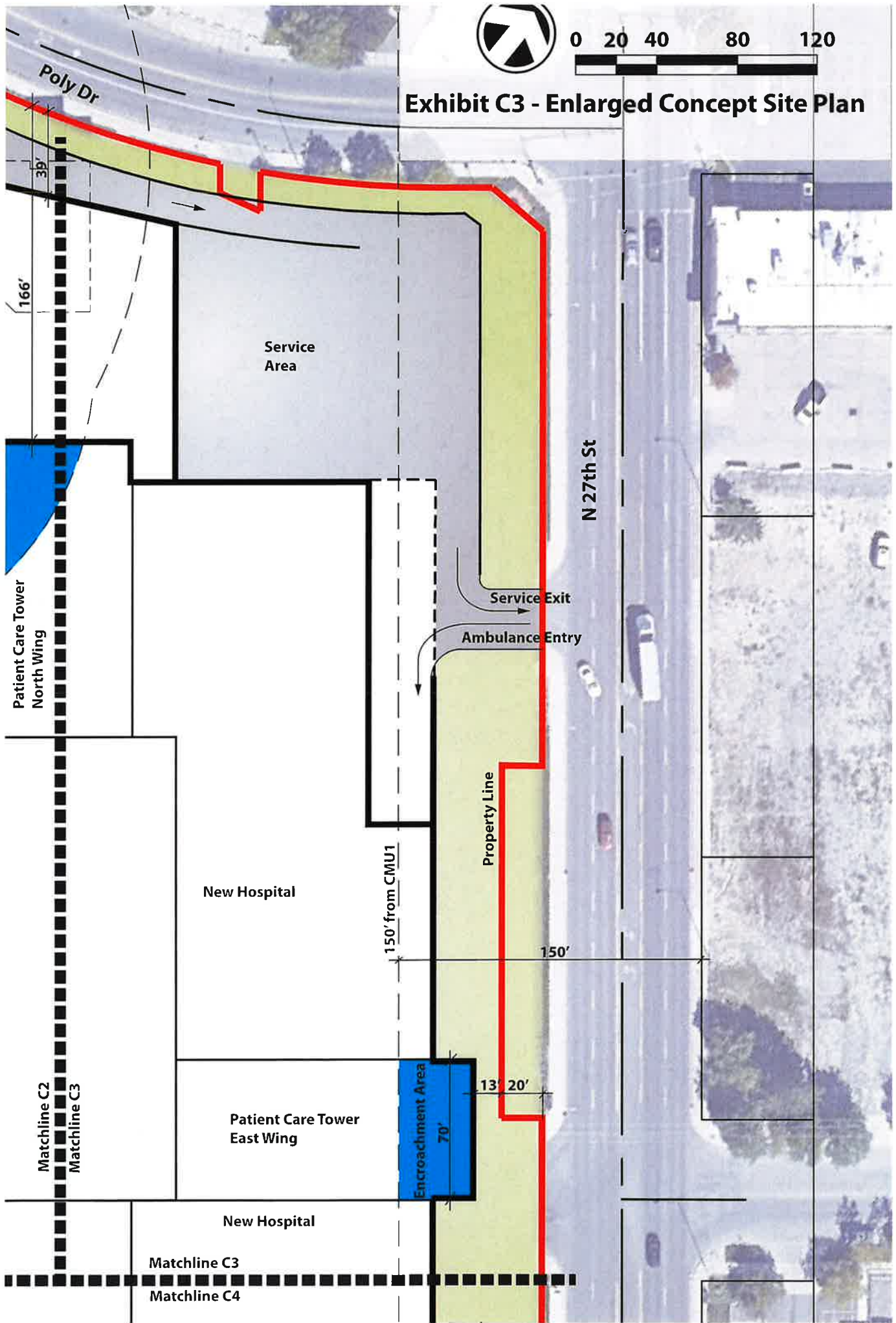




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Exhibit C3 - Enlarged Concept Site Plan



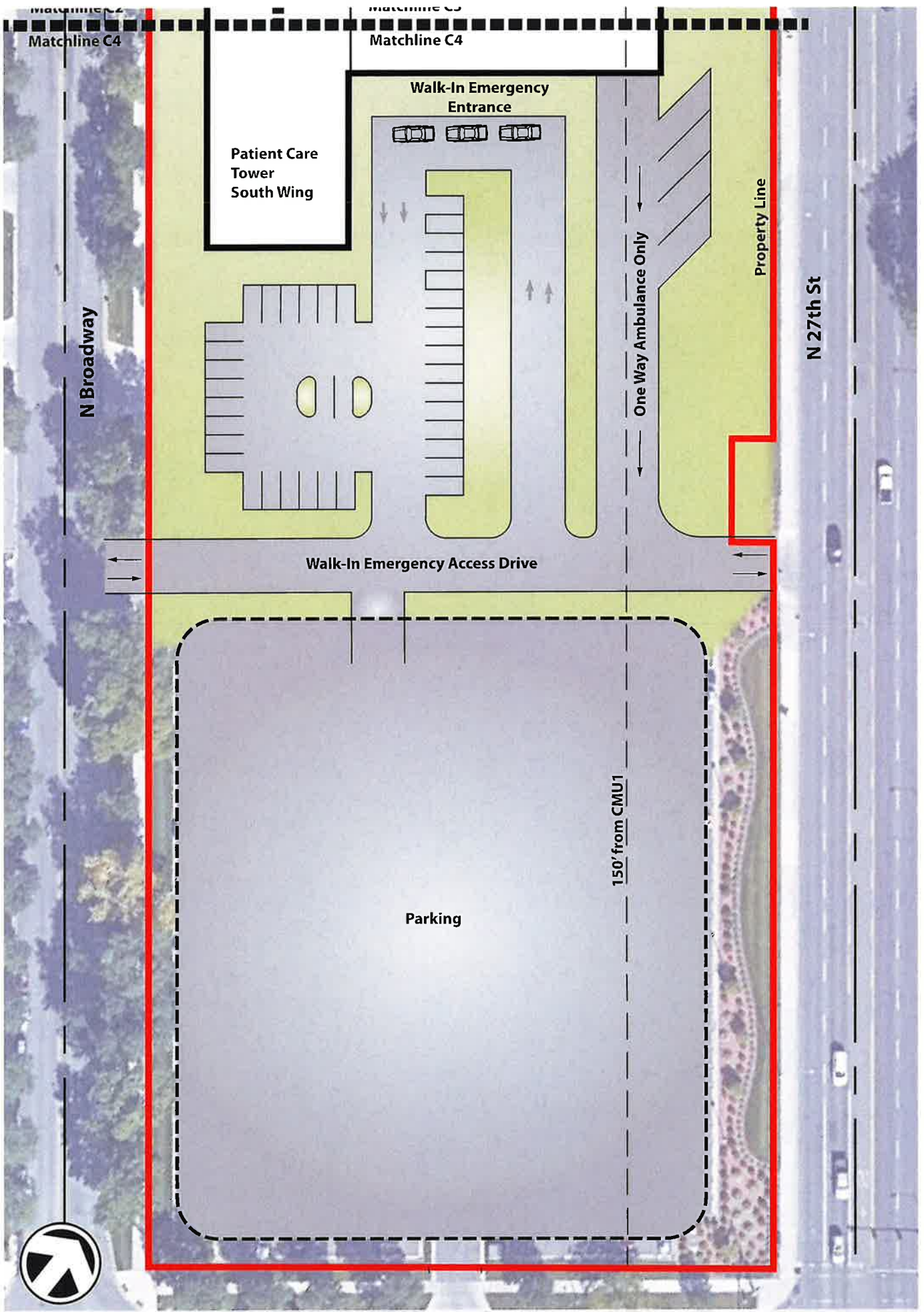
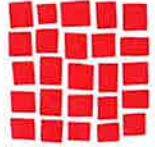


Exhibit C4 - Enlarged Concept Site Plan

APPLICANT THOUGHTS ON THE 2016 BILLINGS GROWTH POLICY STATEMENT AND GUIDELINES



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We have reviewed the *City of Billings Growth Policy Statement and Guidelines* and offer the following commentary on how this project can support and enhance the applicable policy intent and guidelines.

Essential Investments

- **Public transit and commercial air service are critical to ensure access to and around the City.**

Response: We are excited about the opportunity to enhance bus transit service to the St. Vincent campus for patients, visitors and staff use. It is our intent to work collaboratively with Met-Transit in the routing, timing, and bus stop locations serving the hospital facility. Helicopter access and support facilities for medical transport of patients is an integral component, and a regional life-saving service of a hospital, and this will be preserved in the new hospital facility.

- **Natural landscapes are important because they define the uniqueness of Billings and help protect the environment.**
- **Landscaping of public rights-of-way and entryways makes Billings more visually appealing to residents and visitors.**

Response: The landscape design is part of the fabric that grounds a site to its context and links it to its surroundings. Recognizing and implementing landscape strategies that take their cues from the local ecology is a primary design objective for this new development. This approach enhances long-term sustainability of plant materials as well as a visual connection to the surrounding native landscape of the Great Plains Grasslands, Sand Prairie, and Yellowstone River basin. Located along N 27th St at Poly Drive in the Billings urban core, the new hospital has a unique opportunity to be a beacon of high-quality development along this public corridor linking the airport and northern development to downtown. Integration of the new hospital with its landscape, the streetscape, and surrounding area is important for visual continuity, and a basis of thoughtful design.

- **Public health and safety and emergency service response are critical to the well-being of Billings' residents, businesses, and visitors.**

Response: The leadership at St. Vincent Healthcare are committed to making a significant investment in community health and well-being through the development of a new hospital facility to serve residents, businesses and visitors. This "Hospital of the Future" will continue St. Vincent's mission of providing compassionate care to the citizens of Billings and Yellowstone County and will also offer enhanced emergency facilities and new expanded medical services not previously available.

- **Infill development and development near existing City infrastructure may be the most cost effective.**

Response: Infilling an underutilized area of the current St. Vincent campus with the new hospital eliminates development of a new hospital elsewhere. Remaining in place on the original campus near established City infrastructure is both cost-effective and highly beneficial in supporting the new hospital. Adjacent public rights-of-way and utility infrastructure supports good vehicle access options and the essential utilities needed to support a medical facility of this scale.

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- **The history and heritage of Billings are cornerstones of our community.**
Response: St. Vincent Hospital has been a cornerstone of the community and a reliable source of medical care and employment in Billings for over a century. Deciding to remain in place and invest in their original, historic campus near the City's urban core was a decision made after focused evaluation and deliberation. The St. Vincent leadership has chosen to invest in their legacy campus through the building of their "Hospital of the Future" – an efficient, high-quality medical facility that will continue their century long history of serving the Billings community.
- **Neighborhoods that are safe and attractive and provide essential services are much desired.**
Response: Healthcare and medical services are essential to the community and this new hospital facility will expand and enhance the services provided to the residents. Facilities and campuses that are open and in use all hours of the day can also enhance safety through sustained human presence and activity.
- **Integrated, long range water planning that better utilizes existing resources and treatment options, and when necessary, acquires new ones, is vital.**
Response: Sustainability is at the forefront as we move forward with the design of the new hospital. As part of our goal to achieve LEED Silver certification for the project, site and building resource use will be evaluated and efficiencies sought. Site sustainability will be achieved through energy efficient lighting and thoughtful selection of drought-tolerant, native and adapted plants to minimize water consumption through supplemental irrigation.
- **A cost/benefit study is important to make cost effective land use decisions.**
Response: The decision to build a replacement hospital on St. Vincent's long-time campus was based on a thorough cost/benefit assessment. The cost of a new facility vs. modernizing many aged existing facilities on the campus proved to be financially advantageous. Effective land use was also achieved through the fundamental decision to repurpose campus property that currently contains other non-medical uses (parking, etc.).

Place Making

- **The history and heritage of Billings are cornerstones of our community.**
Response: See commentary on this topic under "Essential Investments" above.
- **Natural landscapes are important because they define the uniqueness of Billings and help protect the environment and beautify neighborhoods.**
Response: See commentary on this topic under "Essential Investments" above.
- **Enhancing public buildings and spaces to be more efficient in their uses of energy, money, and space is important to having a vibrant and livable City.**
Response: There are many benefits and efficiencies in developing new facilities on property that is aged and sometimes underutilized. Reinvesting in property already under St. Vincent ownership on the campus is cost efficient and the urban nature of the site leads to land use efficiency through a vertical vs. sprawling development. Designing a state-of-the-art facility focused on sustainable materials and energy efficiency (LEED Silver goal) is an investment in long-term health and benefit of the building and the staff who work there.

Community Fabric

- **Developed landscape areas in commercial areas encourage more pedestrian activity and vibrant commercial activity.**
Response: The landscaped spaces between buildings on a campus offer excellent opportunities for pedestrian connectivity, pausing, and gathering, and will be thoughtfully developed as part of the new hospital. Additionally, the extensive frontage of the new hospital along N 27th St will showcase a high-quality medical facility surrounded by vibrant landscape.
- **Attractive streetscapes provide a pleasant and calming travel experience in urban and suburban neighborhoods.**
Response: The streetscapes between the new hospital, Poly Drive, and N 27th St is an opportunity for enhanced pedestrian pathways and landscapes to encourage pedestrian activity, relaxation, and a safer human passage along these vital transportation corridors.
- **Planning and construction of interconnected sidewalks and trails are important to the livability of Billings.**
Response: Good, safe access for pedestrians to and from the St. Vincent campus is paramount. Many employees live within walking and cycling distance from the hospital and maintaining connectivity with the surrounding neighborhoods that link to community and regional trails is important and will be thoughtfully considered in the development of the new hospital.
- **Natural landscapes and parks are important because they define the uniqueness of Billings and help protect the environment. Cost-effective landscaping of public rights-of-way and entryways makes Billings more visually appealing to residents and visitors.**
Response: See commentary on this topic under “Essential Investments” above.

Prosperity

- **A diversity of available jobs can ensure a strong Billings’ economy.**
- **Successful businesses that provide local jobs benefit the community.**
- **Community investments that attract and retain a strong, skilled, and diverse workforce also attracts businesses.**
- **Continued workforce training benefits the community and helps attract and retain businesses.**
Response: There are many economic advantages to hospital/medical campuses. St. Vincent is one of the top sources of employment in the City of Billings and the region, and this new facility will present opportunities for continued employment diversity, growth, and ongoing staff training in a wide variety of fields. The density of staff and visitors on a full-service hospital campus also support the local community by purchasing goods and services from nearby businesses.
- **Retaining and supporting existing businesses helps sustain a healthy economy.**
Response: St. Vincent’s commitment to remaining on their current campus and investing in their new “Hospital of the Future” will continue to help to foster a vibrant, healthy, and sustainable economy for the City of Billings.