



YELLOWSTONE COUNTY BOARD OF PLANNING

CITY OF BILLINGS AND
YELLOWSTONE COUNTY, MONTANA



AGENDA

NOVEMBER 22, 2022 MEETING TIME: 6:00 p.m.
1st Floor Large Conference Room, Miller Building
2825 3rd Avenue North, Billings, Montana 59101

NOTICE TO THE PUBLIC

***In the event a quorum of the Council is present, no City-related decisions will be made during this meeting or event.

Citizens are invited to:

- Review the Agenda Packet on the City's website at: <https://ci.billings.mt.us/117/Agendas-Minutes>
- View the meeting live online at Facebook: <https://tinyurl.com/yckr478k>

Public comment will be taken only during the Public Comment periods as indicated on the agenda and during the Public Hearings, if any are scheduled, under the Regular agenda. Comments may be sent to Board via email before 10:00 AM on the meeting date. All emails received prior to this time will be read into the record for the public hearing. Comments may be submitted by:

- Mail: City/County Planning Division, 2825 3rd Ave N 4th Floor, Billings, MT 59101
Email: deinest@billingsmt.gov
- Call in during the Public Comment periods as indicated on the agenda:
 - Citizens may call in during specific Public Comment periods at 406.237.6165.
All callers will be placed in a queued system and are asked to remain on hold and be patient. Calls will be taken in the order in which they are received. Callers will be limited to 3 minutes of testimony as is customary.
Future delivery methods may be explored as best practice is learned.

Please direct questions to Tammy Deines, Planning Clerk at deinest@billingsmt.gov or 406-247-8610. Thank you!

- CALL TO ORDER - Planning Board President:** Welcome and Introduction of new and returning Board Members.
- APPROVAL OF AGENDA*** - including any additions or deletions to agenda. The agenda for a regular meeting will be closed at 5:00 p.m. three (3) working days prior to the date of the meeting.
- MOTION. MEETING MINUTES:** September 27, 2022, November 9, 2022
- PUBLIC COMMENT PERIOD** -- As required (3 minute maximum per person). *Any member of the public may 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's agenda for discussion.*
 - 4a) Comments on items not on agenda and requests to add items to future agendas**
 - 4b) Comments on items on the non-public hearing agenda items**
- DISCLOSURE OF CONFLICT OF INTEREST:**
- DISCLOSURE OF EX PARTE COMMUNICATION:** Ex Parte Communication Binder is available at the Sign-In and Agenda station.
- OLD BUSINESS** (Agenda items that were not discussed or not completed in a previous meeting or items requiring action).
 - Motion/Recommendation to PCC. City of Billings MET Transit-5 Year Transit Development Plan.** Scott Walker, Transportation Coordinator. Rusty Logan, MET Transit Manager presenting.
 - PUBLIC HEARINGS/PUBLIC HEARING PARTICIPATION GUIDELINES.** The County Planning Board welcomes public input on matters brought before the Board. To ensure a fair and effective public comment process, we ask that you consider the following guidelines when presenting your comments: Address the Planning Board directly. You must state your name and address before commenting. This is an opportunity to explain how you will be affected by the decision and why that is an important consequence. By state law, the Planning Board must consider only certain criteria when reviewing subdivisions (76-3-608(a), MCA). Please see the attached guidelines for the criterion. Thank you for participating!
 - Public Hearing. Presentation. Billings Community Transportation Safety Plan (CTSP), Lora Mattox, Transportation Planner.

2. Public Hearing. Presentation. Billings Bypass Corridor Study. Scott Walker, Transportation Coordinator.
8. **NEW BUSINESS:** (Agenda items new to this meeting).
9. **OTHER BUSINESS:**
 - a. **Motion. Planning Board Representative for the Bicycle Pedestrian Advisory Committee, (BPAC).** Elyse Monat, Alternative Modes Coordinator, presenting.
 - b. **Planning Board Nomination committee Recommendations and Nominations for the Planning Board 2023 Officers.** Planning Board
Planning Board Bylaws Section 2. Election of Officers. The President and Vice President shall be elected by a majority of the Board members present and voting at the first regular scheduled meeting in December. The terms of office of the President and Vice President shall commence on January 1.
 - c. (Standing Item) Long Range Strategic Issues and an overview of future City and County issues and projects.
10. **ADJOURNMENT**

FUTURE AGENDA ITEMS FOR TUESDAY, DECEMBER 13, 2022

- a. **Motion. Recommendation to PCC. Draft CTSP and Billings Bypass Project.** Scott Walker, Transportation Coordinator, presenting.

Public Hearing Participation Guidelines

The County Planning Board welcomes public input on matters brought before the Board. To ensure a fair and effective public comment process, we ask that you consider the following guidelines when presenting your comments: **Address the Planning Board directly. You must state your name and address before commenting.** This is an opportunity to explain how you will be affected by the decision and why that is an important consequence.

1. Be informed of the process and the requirements of the Board. If you are commenting about a subdivision, please limit your comments to the review criteria.

By state law, the Planning Board must consider only certain criteria when reviewing subdivisions (76-3-608(a), MCA). These criteria include:

-Effect on agriculture and agricultural water user facilities

-Effect on local services

-Effect on the natural environment

-Effect on wildlife and wildlife habitat

-Effect on public health and safety

2. Provide specific information about why you are concerned about the pending application, how the decision will impact the review criteria listed above, and provide suggestions on how to minimize or eliminate the impact.
3. Respect the right of others to participate. Wait until the previous speaker has completed their comments before making your own comments. Do not talk over the person commenting or with other people in attendance.
4. The public hearing is not an opportunity to question or accuse the applicant or their agent. If you have questions of the Board, the applicant or the agent, ask the question directly to the Board during the public hearing portion of the meeting. The Board will respond or request the applicant or agent to respond after the public comment portion of the hearing is closed.
5. After the public comment portion of the hearing is closed, no further comments are allowed unless you are addressed directly by a Board member.
6. You should expect the Board to make a balanced recommendation in accordance with its statutory responsibilities. The Board's ability to make reasonable and thoughtful recommendations is dependent on a fair consideration of everyone's interests.

Thank you for participating.

CITY/COUNTY PLANNING BOARD

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Board Attendance Roster: Please note: “E” stands for excused absence, “A” stands for un-excused absence, “1” stands for present, “Z” stands for Zoom participation. **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	01/11/2022	01/25/2022	02/08/2022	02/22/2022	03/08/2022	03/22/2022	04/12/2022	04/26/2022	05/10/2022	05/24/2022	06/14/2022	06/28/2022	07/12/2022	07/26/2022	08/09/2022	08/23/2022	09/13/2022	09/27/2022	10/27/2022	10/25/2022	11/08/2022	11/22/2022	12/13/2022
Teresa Larsen	Mayor/Billings Ward I	1	1	-	-	-	1	E	E	x	x	1	1	E	1	E	E	1	E	-	-	E	E	
Roger Gravgard	Mayor/Billings Ward II	1	1	-	-	-	1	1		x	x	1	1	1	1	A	1	1	1	-	-	1	1	
Dennie Stephenson	Mayor/Billings Ward III	1	1	-	-	-	1	1	1	x	x	E	1	1	1	1	1	1	1	-	-	1	1	
Vacant	Mayor/Billings Ward IV	1	1	-	-	-	-	-	-	x	x	x	x		-	-	1	-	-	-	-	-	-	
Jon Thompson	Mayor/Billings Ward V	1	E	-	-	-	E	1	1	x	x	E	1	E	1	E	1	E	E	-	-	1	E	
Troy Boucher	YC District 1	1	1	-	-	-	E	A		x	x	A	A	E	1	E	E		1	-	-	A	A	
Dennis Cook	YC District 2	1	1	-	-	-	1	1	1	x	x	1	1	1	1	1	1	1	1	-	-	E	1	
Vacant	YC District 3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Vacant	YC District 4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Woody Woods	YC District 5	1	1	-	-	-	1	1	1	x	x		1	1	1	1	1		1			1	1	
Vacant	YC District 6	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Jarett Hillius	YC District 7	1	E	-	-	-	1	1	1	x	x	1	1	1	E	1	-	-	-	-	-	-	-	-
Vacant	Y County Cons. District	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Scott Reiter	Ex-Officio SD2	1	E	-	-	-	1	A		x	x	E	-	E	A	A	1	1	E			1		

CITY/COUNTY PLANNING BOARD

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November 22, 2022

Approved by a motion on December 13, 2022

PUBLIC HEARINGS/PUBLIC HEARING PARTICIPATION GUIDELINES.

As legally advertised, The Yellowstone County Board of Planning met on November 22, 2022 in the Miller Building 1st Floor Conference Room.

Citizens are invited to:

→Review the Agenda Packet on the City's website at: <https://ci.billings.mt.us/117/Agendas-Minutes>

→View the meeting live online at Facebook: <https://www.facebook.com/Billings-Planning-Community-Services-Department-1738982159659260>

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1. Call the Meeting to Order: President Cook called the meeting to order at 6:00 p.m. on Wednesday, November 22, 2022.

Introduction of Planning Board Members and Planning Department Staff

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

Participating Planning staff members: Monica Plecker, Planning Division Manager, Scott Walker, Transportation Coordinator, Lora Mattox, Transportation Planner; Rusty Logan, MET Transit Manager

Others in Attendance: Lisa Olmstead, DOWL Engineering Consultant, Doug Enderson, DOWL Engineering Consultant; James Harless, Melissa O'Donnell

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2. Approval of Agenda – Board member Woods made a motion and it was seconded by Board member Stephenson to approve the agenda with a correction to item 9a. This item will be heard during the December 13 Planning Board meeting. The agenda is approved with correction to Agenda Item 9a.

3. Approval of Minutes: September 27, 2022, November 9, 2022

Motion by Board member Roger Gravgaard and seconded by Board member Woody Woods to approve the September 27, 2022 meeting minutes as submitted. The motion carried with a unanimous voice vote.

Motion by Board member Dennie Stephenson and seconded by Board member Roger Gravgaard to approve the November 9, 2022 meeting minutes as submitted. The motion carried with a unanimous voice vote.

4. Public Comment: President Cook 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.

Melissa O'Donnell, 2020 9th Ave North, Billings, MT

Ms. O'Donnell spoke regarding the Salvation Army's proposal to build a tiny home project for the homeless across from North Park. Ms. O'Donnell is opposed to this project due to the potential increase in crime to the neighborhood. She said she would like to bring this discussion forward during a future meeting.

Division Manager Plecker explained that this project will not require subdivision or zoning review and approval by a governing body but instead will be reviewed by the Planning Division as a Master Site Plan. She said any Board member may make a request should the Board desire to have this brought forward as an informational item. No requests from the Board were made to bring this item forward as a future agenda item.

5- 6. Disclosure of Outside (Ex Parte) Communication or Conflicts of Interest– Board Members and Planning Staff. There were no disclosures of outside communication or conflicts of interest. There was none.

7. OLD BUSINESS –There is no Old Business.

7a. Motion/Recommendation to PCC City of Billings MET Transit-5 Year Transit Development Plan.

MET Transit Manager Rusty Logan gave a brief recap of the plan as a staff presentation was given and a public hearing held during the last Planning Board meeting.

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Discussion

President Cook called for questions or discussion on the City of Billings MET Transit 5-Year Transit Development Plan. Board member Woods said his question was answered during the previous meeting regarding the proposed MET designated stop policy and riders who may be unable to reach the stops due to snow and sidewalks that are not cleared. Mr. Logan reported MET Transit will provide a call-in service for these passengers to be picked up at their location.

Motion by Board member Woods to forward a recommendation of approval to PCC and Board member Stephenson seconded the motion. The motion carried with a unanimous voice vote.

8. NEW BUSINESS

President Cook read aloud the public hearing process.

8A. Public Hearing. Staff Presentation. Billings Community Transportation Safety Plan, (CTSP), Lora Mattox, Transportation Planner, Lisa Olmstead, DOWL Engineering Consultant, presenting.

Ms. Mattox explained the reasoning this plan update. She said they are using a data driven approach, focusing on safety oriented behaviors instead of the infrastructure. Planner Lora Mattox introduced Consultant Lisa Olmstead, DOWL Engineering.

Introduction:

The Billings-Yellowstone County Metropolitan Planning Organization (MPO) is updating the 2016 Billings Community Transportation Safety Plan. The updated Billings community transportation safety plan (CTSP) will be developed by the Billings MPO, with assistance from DOWL, technical support from the Montana Department of Transportation (MDT), and an Advisory Committee (AC) of community leaders, safety partners, and stakeholders with the expertise and insight to identify community-specific emphasis areas, strategies, and action steps to reduce fatalities and serious injuries on roadways in Billings. The process will be a collaborative approach using the “Four Es” of transportation safety: Education, Enforcement, Emergency Medical Services, and Engineering. The CTSP team will create a plan that reflects current trends and statistics of incidents and challenges in the City of Billings and will increase safety and work toward *Vision Zero – zero fatalities, zero serious injuries* in Montana. The plan will be updated using stakeholder input, comprehensive safety data analysis, consideration of best practices from national and local community safety programs, and identification of safety management strategies tailored to meet the unique needs of the Billings community. Ultimately, the plan will determine specific action steps to achieve the Billings

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Community's transportation safety vision.

Project Team: CTSP Lead: Billings-Yellowstone County MPO, Consultant: DOWL-Lisa Olmsted, Doug Enderson, Sarah Patterson

CTSP Advisory Committee Members are representatives from: Billings Chamber of Commerce, Billings, City Council, Billings Clinic, Billings Fire Department, Billings Police Department, Billings Public Schools, Billings Public Works Department, MDT, Montana Highway Patrol, Healthy By Design, St Vincent Healthcare, YC Planning Board, and the Yellowstone County Sheriff's Office

Notes on Crash Data Analysis: The crash reporting procedures change over the years. The MPO Boundary changed in 2016 and 2018. Data reported summarizes 2010-2019 crashes, analyzed using the latest boundary. The reporting is slightly different number of crashes when compared to the prior CTSP. Consideration is made as to what qualifies as a serious injury.

Number of Persons Involved in Crashes Each Year in Billings MPO 2005-2020- Over the last 5 years, approximately 6,600 persons were involved in crashes each year ranging from those with no apparent injury to those with a fatality.

Number of Persons Involved in Serious Crashes Each Year in Billings MPO- The Billings community achieved a 15% reduction in serious and fatal crash injuries. (Reduced from 67 in 2014 to 57 in 2019). Consultant Doug Enderson, DOWL, gave further information and said MDT provides this data.

5-Year Comparisons: Crash Factors.

- **Types of Crashes that have declined:** Young Driver, Unbelted, Impaired, Run off the Road, Inattentive.
- **Types of Crashed that have plateaued or increased:** Intersection, Speed Related, Motorcycle, Pedestrian, Large Truck, Older Driver, Bicyclist

CTSP Emphasis Areas

- **Updated Vision Statement:** The Billings community will achieve zero fatalities and serious injuries through a culture of safety for all travelers.
- **Goal:** based on a 5-year rolling average, to reduce fatalities and serious injuries by 20% from 57 to 46 by the end of 2024.

Public Engagement Safety Summit, Public Meetings, Website & Interactive Map, Community Outreach. www.BillingsCTSP.com

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Safety Strategies

- 1) **Establish Transportation Safety Oversight Committee**
- 2) **Unrestrained Vehicle Occupants**
 - a. Support & enhance enforcement of seat belt and child safety seat laws
 - b. Increase youth and adult education to reinforce the importance of wearing a seat belt during every motor vehicle trip
- 3) **Impaired Driving**
 - a. Expand awareness and access to safe transportation alternatives to decrease impaired driving
 - b. Reduce impaired driving through prevention education and training
 - c. Establish communication lines with safety partners to identify opportunities and increase probability for earlier intervention
- 4) **Inattentive Driving/Speeding**
 - a. Increase law enforcement staff to proactively enforce speed limits and current distracted driving laws
 - b. Reduce speeding and distracted driving crashes through enhanced education
 - c. Encourage the development of a statewide law banning the use of electronic devices while driving

CTSP Development Process: Preliminary Efforts, Public Involvement, Final Plan, Implementation & Reporting

Discussion

President Cook called for questions and discussion from the members of the Board.

Transportation Planner Lora Mattox explained that the CSTP committee was established to have more “boots on the ground” to help the process move forward. The hope is the plan will make a positive impact and make it safer for the community. Board member Gravgaard asked how to handle unaware drivers. Ms. Mattox said they are focusing on educating young drivers within the school system. Board members asked regarding the school’s response to the plan. Ms. Mattox said schools were invited to participate but their involvement could be better. She commented that schools may need additional funding or more capacity to carry these programs. Board member Gravgaard said this type of education program is definitely needed. Ms. Mattox said City Council’s support of this plan will be a benefit. Board member Woods asked if Montana’s secondary seat belt law will be considered. Ms. Mattox said Montana is a private rights state and has not carried a primary seat belt law. Board member Stephenson asked if the statistics consider population growth. Ms. Mattox said staff is aware of the community’s growth trends, and this plan will be updated every four years. Board member Stephenson commented on the need for a per capita number. Consultant Doug Enderson explained they are looking at the data table to distill it down to a few trending factors.

Public Hearing

President Cook opened the public hearing and asked if there are questions or discussion. There were none. The public hearing is closed.

**The Planning Board will forward a recommendation to the governing bodies and PCC during the December 13, 2022 Planning Board meeting.

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8B. Public Hearing. Staff Presentation. Billings Bypass Corridor Study. Scott Walker, Transportation Coordinator. Lisa Olmstead, DOWL Engineering Consultant, presenting. Scott Walker opened this agenda item and introduced consultant Lisa Olmstead, DOWL.

Background: The Billings Bypass project is a multi-phase project that will result in a new arterial roadway. The new road will begin at the Johnson Lane Interchange on Interstate 90 (I 90) in Lockwood, Montana, span the Yellowstone River, and connect to the Highway 312/Highway 87 intersection in the Billings Heights.

Billings Bypass Corridor Study Team: Study Lead: Billings-Yellowstone County MPO; Support: City of Billings, MDT; Consultant: DOWL

Billings Bypass versus Billings Bypass Corridor Study

Billings Bypass

Project Owner: Montana Department of Transportation (MDT)

Purpose: Design and build new roadway

More info: <https://www.mdt.mt.gov/pubinvolve/billingsbypass/>

Billings Bypass Corridor Study

Project Owner: Billings Yellowstone County

Metropolitan Planning Organization (MPO)

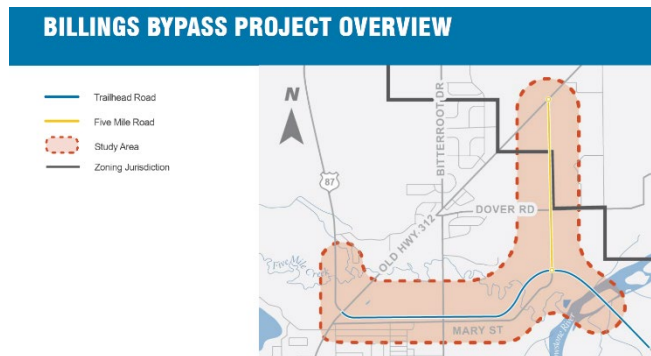
Purpose: Plan for growth anticipated to result from new roadway

More info: <https://www.billingsbypasscorridor.com>

Study Goals

- Document transportation system plans related to the new roadway, including access options, intersection designs, bicycle and pedestrian access, and multi-modal transportation safety
- Plan for future growth resulting from the new roadway and corresponding connectivity on the north side of the Yellowstone River
- Facilitate actionable public and stakeholder involvement
- Develop a guidance document that integrates existing infrastructure plans and future development plan

Corridor Study Content: Executive Summary, Introduction, Background, Transportation, Land Use, Private Utilities, Public Utilities, Floodplains, Drainage and Irrigation, Corridor Aesthetics and Vision



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Reference Documents: 2016 City of Billings Growth Policy, City of Billings Zoning Code; Billings Heights Neighborhood Plan; Water/Wastewater Master Plan, Integrated Water Plan; Implementation Water Master Plan Update; County Water District of Billings Heights Standards, Rules, and Regulations; Inner Belt Loop Corridor Study; 2018 Billings Urban Area Long Range Transportation Plan and MPO Travel Demand Model; 2018 Billings Fire Department Long Range Master Plan; Billings Visitor Profile: Final Report of Findings (January 2019)

Process/Public Involvement: Website, Public Meeting #1, Stakeholder Meetings, Public Meeting #2

Intersection Traffic Control: Trailhead Road, Five Mile Road

Recommended Non-motorized Facilities: Trail recommendations, Bikeway Recommendations

Corridor Development Recommendations: Respectful and thoughtful development; Affordable Housing; Mixed-use development (Live & Work Orientation); Quality of life amenities; Billings Heights Town Center

Visuals Provided in the Corridor Study

Discussion

Scott Walker reported the first public meeting was well attended, and a public presentation was given with a focus on the roadway. The second public meeting was attended by Commissioners, City Council members and Planning Board representatives. The scope of the study is to stay ahead of development and provide a roadmap for the future. President Cook asked Consultant Lisa Olmsted to provide a copy of the study visuals. Board member Woods commented that initially citizens had difficulty separating possibilities from the reality. President Cook added that a lot can be accomplished if all of the City, County, and State organizations are working together. Lisa Olmstead agreed and said the connection between the Heights Business Association and Lockwood Steering Committee is breaking down boundaries. President said the Town Center concept for the Heights is intriguing. Scott Walker compared this project to the development that has taken place on Shiloh Road.

Public Hearing

President Cook opened the public hearing and asked if there are questions or discussion. There was none. The public hearing is closed.

**The Planning Board will forward a recommendation to the governing bodies and PCC during the December 13, 2022 Planning Board meeting.

9. OTHER BUSINESS:

9a. Planning Board Representative for the Bicycle Pedestrian Advisory Committee, (BPAC), and (Updated) The legal advertisement for applicants closes December 2, 2022. The Planning Board will vote on a representative during the December 13, 2022 Planning Board meeting.

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9b. Planning Board Nomination Committee recommendations and nominations for the Planning Board 2023 Officers.

The Nomination Committee forwarded a recommendation for Dennis Cook for Planning Board President and Woody Woods for Planning Board Vice President for the 2023 term. Discussion was held on the need for members to step up and fill these positions. Nominations will remain open and will be taken at the December 13th Planning Board meeting. The President and Vice President shall be elected by a majority of the Board members present and voting during the December 13 Planning Board meeting. The terms of office of the President and Vice President shall commence on January 1, 2023.

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

- Division Manager Plecker: Planning Staff is working internally on Zoning Code and Subdivision Regulation Amendments and will be ramping up stakeholder engagement the first of the year. The Planning Board will be involved in the adoption process.
- Division Manager Plecker: The Board of County Commissioner extended the interim zoning for marijuana businesses for up to another year due to a nonconforming use. Staff is working on language to be formalized in the code.
- Division Manager Plecker: The Board of County Commissioners directed staff to work with landowners to draft regulations for a Special Zoning District created for Story Road and Wise Lane. Ms. Plecker noted that this is significant as the Commissioners considered expansion of the boundary with a zoning district.
- Division Manager Plecker and Planning Board. Upcoming Legislative Updates: Septic issues and water concerns; Legislative direction for significant changes needed to the Montana Subdivision and Platting Act; Coordinated efforts for changes to the Subdivision and Platting Act and to Planning. Ms. Plecker said to expect significant changes related to Montana Planning statutes.

Motion to adjourn: At 7:24 Board member Woods moved and Board member Stephenson seconded the motion to adjourn. The motion carried with a unanimous voice vote.

APPROVED BY A MOTION December 13, 2022

Tamara L. Deines, Planning Clerk

