

****ATTENTION****

The City Council meeting will be held in a hybrid format that may include both in-person AND virtual attendance via Zoom. Unless they have cause to appear virtually, Councilmembers will attend the meeting in person in Council Chambers, second floor of City Hall, 220 N. 27th Street. In order to honor the Right of Participation and the Right to Know in Article II, Sections 8 and 9, of the Montana Constitution, the City of Billings and City Council are making every effort to meet the requirements of the open meeting laws.

Citizens are invited to:

- Review the Agenda Packet on the City's website at: www.billingsmt.gov and click on "Your Government," "City Council," and "Agendas & Minutes".
- View the meeting:
 - On Community 7 TV - Channel 7 or Channel 507 -- Spectrum Cable. (*On evenings when there is a conflict with School District No. 2 Board meetings, the City Council meeting will be broadcast on Channel 8 - Spectrum Cable.*)
 - Online at www.comm7tv.com and click on the "Watch Live" icon. Community 7 also has links to their Facebook page and YouTube channel.
 - On the City's website at www.billingsmt.gov and click on "Watch Meetings Online" on the homepage.
 - In-Person.
 - Virtually via Zoom (see the link below).

Citizens may submit public comment via the following methods:

- Mail: City Clerk, P.O. Box 1178, Billings, MT 59103
- Email: Council@billingsmt.gov.
 - Emails received after 3:00 PM on the day of the meeting, may be posted on the Council's webpage the following day for public viewing.
- Attend the meeting in person.
- Attend the meeting virtually through Zoom by entering the Webinar ID and Passcode indicated below. Click on *Zoom Meeting Instructions* and *Zoom Hybrid Meeting Details* below for more information. The link will allow you to attend, view and participate in the meeting on your computer, laptop or smart phone. (You must have the Zoom App on your device [Click Here to Download Zoom App](#)) To provide public comment at the appropriate time, click on the "raise hand" icon located at the bottom of the screen and the moderator will unmute your device.
 - **Don't have a smart phone, computer or laptop?** That's okay -- you can attend a Zoom meeting using your **landline phone**. Call the Zoom phone number, 1.253.215.8782 to join the meeting and follow the operator's instructions. Want to give public comment? Simply "*raise your hand*" by pressing *9 and the moderator will give you permission to speak when it is your turn. **Note this is a long distance toll number and charges may apply depending on your plan.*
- Click Here for [Zoom Meeting IDs and Passcodes](#)
- Click Here for [Zoom Meeting Instructions for Attendees \(as guests\)](#)

Please contact Denise Bohlman, City Clerk, at bohlmand@billingsmt.gov, or at 406.657.8210, with any questions.



VISION STATEMENT:
"The Magic City: A diverse,
welcoming community
where people prosper and
business succeeds."

WORK SESSION AGENDA

COUNCIL CHAMBERS

JULY 17, 2023

5:30 P.M.

CALL TO ORDER: Mayor Cole

PUBLIC COMMENT ON ALL ITEMS. This is the time to comment on any matter (Agenda or Non-Agenda) falling within the scope of the Billings City Council. There will also be time in conjunction with each agenda item for public comment relating to that item. You may only speak once for each item during the meeting.

Please note, the City Council cannot take action on any item of significant interest to the public that does not appear on the agenda. Comments are limited to three (3) minutes during each public comment period or as set by the Mayor. **Speaker sign-in required.** Please sign the roster at the cart located at the back of the Council chambers or at the podium.

1. Downtown 2-Way Restoration, 30% Design Update.

- Presented by: Debi Meling, Public Works Director

-Public Comment

2. Family Violence Education.

- Presented by: Officer Katie Nash

-Public Comment

3. CPTED Principle and Strategies.

- Presented by: Sergeant Nate West

-Public Comment

4. Parks, Recreation, and Trails Bond Resolution.

- Presented by: Gina Dahl, City Attorney

-Public Comment

5. Highlight Upcoming Agenda Items of Council Interest.

- Presented by: Kevin Iffland, Assistant City Administrator

-Public Comment

COUNCIL DISCUSSION:

PUBLIC COMMENT on "NON-AGENDA ITEMS". Speaker Sign-in required. *(Restricted to ONLY items not on this printed agenda. Comments are limited to 3 minutes or as set by the Mayor. Please sign the roster at the cart located at the back of the Council chambers or at the podium.)*

ADJOURN:

Note:

- This meeting is an "informal" meeting of the City Council. The content of the Agenda is subject to change at the meeting.
- In the event there is a Closed Executive Session, the sole purpose is to discuss litigation strategy. The other parties to the case(s) discussed are not public bodies or associations as described in Section 2-3-203(1) and (2), MCA. The meeting is closed, as allowed by Section 2-3-203(4) (a), MCA, "to discuss a strategy to be followed with respect to litigation when an open meeting would have a detrimental effect on the litigating position" of the City of Billings.

City Council Work Session

Date: 07/17/2023
Title: WO 23-11: Downtown 2-Way Restoration, 30% Design Update
Presented by: Debi Meling
Department: Public Works
Presentation: Yes
Legal Review: Not Applicable
Project Number: N/A

RECOMMENDATION

There is no action required with this Council agenda item.

BACKGROUND (Consistency with Adopted Plans and Policies, if applicable)

WO 23-11 is a project to perform maintenance on downtown streets and at the same time, convert certain streets in downtown Billings from one-way to two-way traffic. The project is a result of the ongoing partnership between the Downtown Billings Alliance (DBA) and City of Billings. The DBA has a desire to convert the streets downtown to two-way traffic, and the City of Billings needs to perform pavement preservation on the streets downtown. The DBA and City of Billings have coordinated their efforts for these two goals in order to complete the project most efficiently. The project scope includes traffic analysis and design for the two-way improvements, in addition to analysis and design for a road diet on Montana Avenue.

In addition to converting some streets to two-way traffic, the project also plans to install a new traffic signal at Division Street and 2nd Ave N. Existing signals will be modified and updated where applicable. Improvements to bicycle infrastructure is also being considered with this project. New bike connectivity on 2nd Ave N, 3rd Ave N, N 31st St, and N 25th St is proposed. Work completed to date related to the project include a Downtown Traffic Study (2019), Alternative Prioritization & Public Preference Plan (2021), and conversion of North 29th Street and North 30th Street (2021). The presentation will present design recommendations resulting from the completed traffic memo.

ALTERNATIVES

This item is being presented for information only so there is no action required at this time. In the future, Council will be asked to approve purchasing of signal equipment (August or September 2023) and approve a construction contract (fall or winter 2023).

FISCAL EFFECTS

There are no fiscal effects with this presentation, which is intended to provide information only. The design cost of the project is included in the FY23 budget and construction cost is included in the FY24 budget.

Attachments

WO 23-11 Downtown Two-Way 30% Design Update

WO 23-11 Downtown 2-Way Street Restoration Project

July 17, 2023

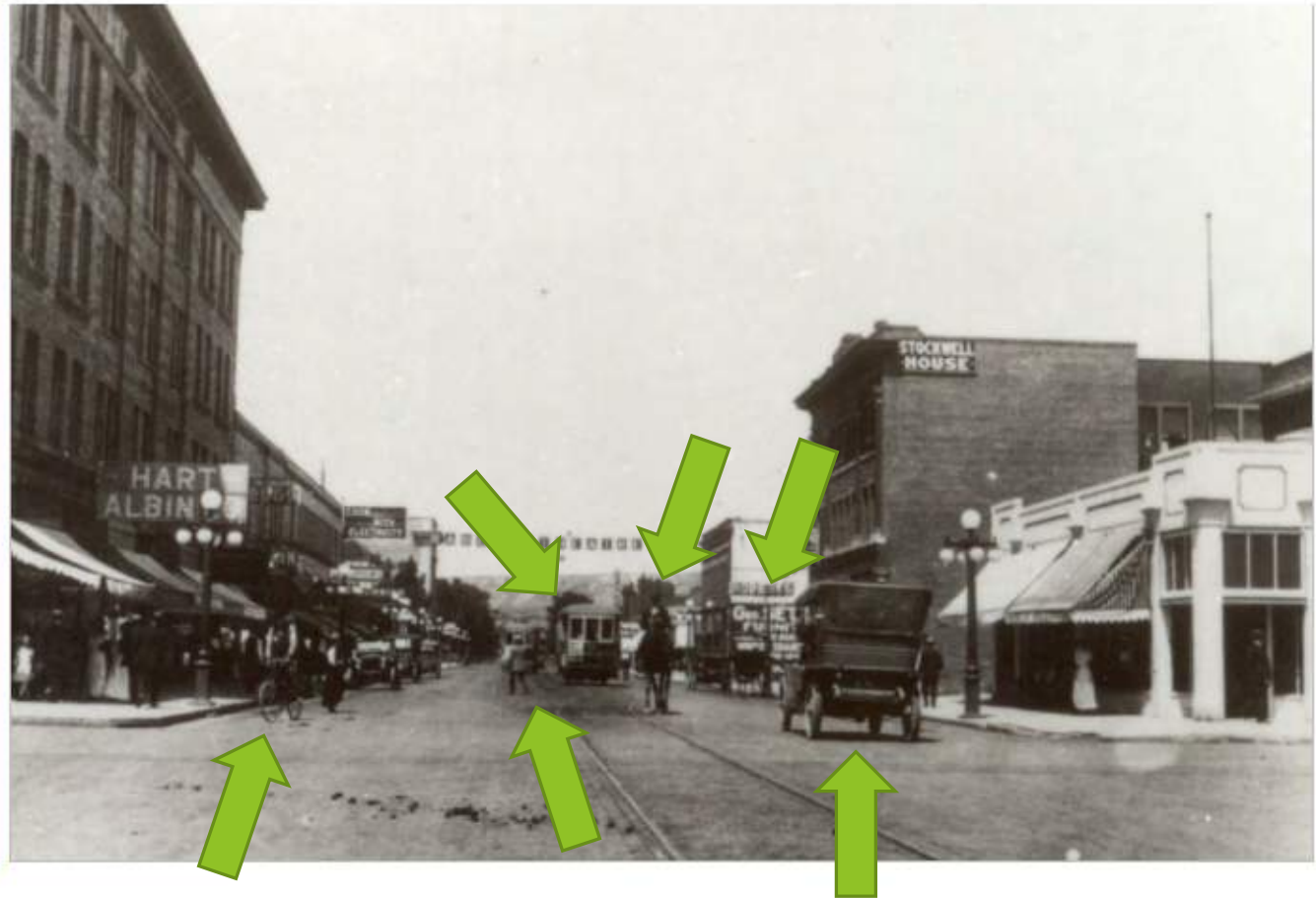
General Project

- ▶ Consultant Team
 - ▶ DOWL
 - ▶ Kittelson & Associates (subconsultant)
- ▶ Full design including traffic study
 - ▶ Traffic study completed, currently at 30% design
- ▶ 2-way restoration planned for summer 2024
- ▶ Montana Avenue road diet - upcoming, separate construction timing with MDT

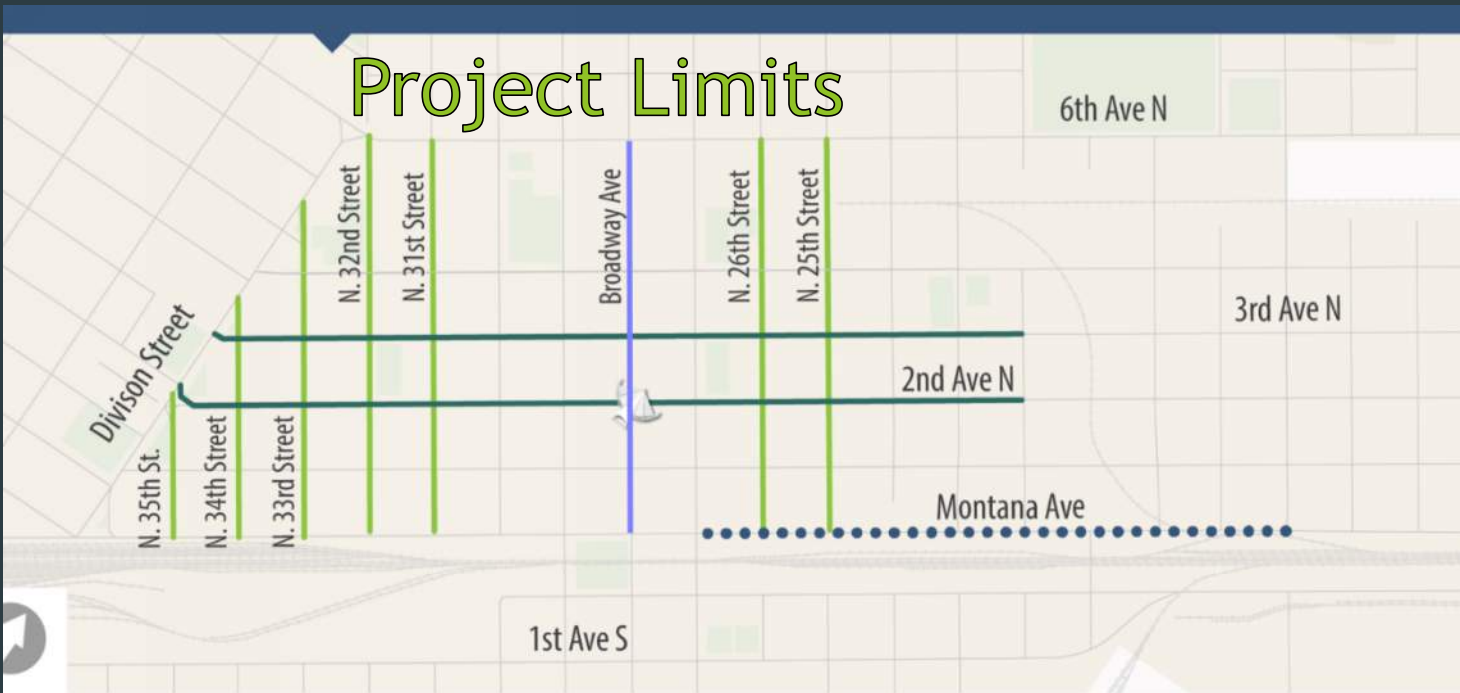


Multi-modal Transportation on Broadway Avenue, 1914

Courtesy Western Heritage Center



Project Limits



LEGEND

- City of Billings
- Parks/OpenSpace

ALTERNATIVES

One-Way to Two-Way Street Restoration

- North/South Bound
- East/West Bound
- Included in Pavement Preservation

Road Diet

- Montana Ave



2-Way Restoration Project Goals

- ▶ Improve livability & stimulate economic growth
- ▶ Promote safety
 - ▶ Traffic calming
- ▶ Better access to downtown
- ▶ Increase walkability
 - ▶ Slower speeds=more comfortable walking environment
- ▶ Increase multimodal connectivity
 - ▶ Bike facilities that are comfortable for many users
- ▶ Ultimate goal: Support the vitality of downtown

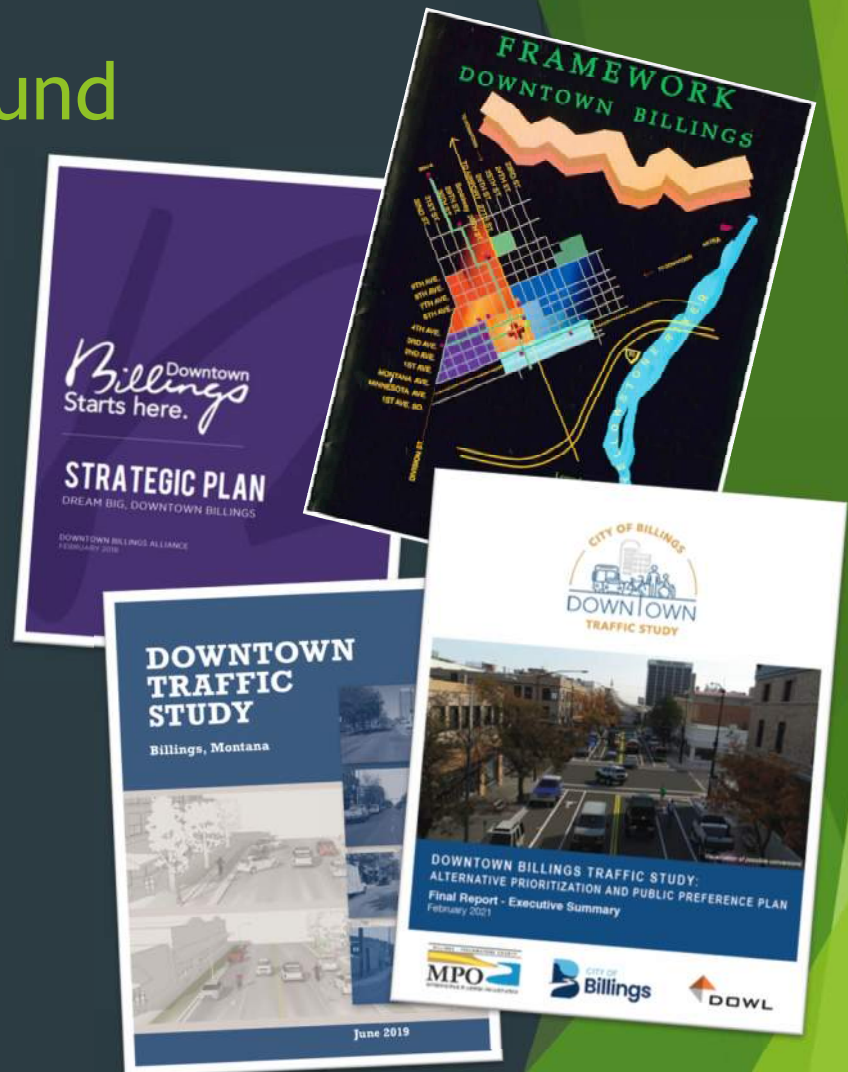
CPTED Principles

- ▶ Traffic Calming - Opportunity for eyes on public spaces
 - ▶ Two-way traffic
 - ▶ Strategic turn lane locations
 - ▶ Narrow lane widths (10-11 feet)
 - ▶ Bike infrastructure
- ▶ “Activating” spaces via pedestrian and bicycle connectivity
 - ▶ More comfortable for multi-modal, more multi-modal users
 - ▶ More users, more eyes on spaces



2-Way Restoration Background

- ▶ “Restoration” project: downtown streets were once 2-way
 - ▶ Converted in 1975 as part of Federal Highway Administration (FHWA) Project
 - ▶ One-way streets promote traffic through a space, two-way traffic promote traffic to a space
- ▶ Prior studies: 1997 Downtown Framework Plan, 2018 DBA Strategic Plan
- ▶ Downtown Traffic Study: initiated by DBA & City of Billings, completed 2019
- ▶ Alternative Prioritization & Public Preference Plan: surveyed public on interest in 2-way streets, completed 2021
- ▶ Restoration of N 29th St & N 30th St initiated February of 2020, completed 2021





Balancing Act

- ▶ Parking
- ▶ Bike Improvements
- ▶ Traffic Calming
- ▶ Traffic Congestion
- ▶ Maintenance
- ▶ Cost

- ▶ Goal is to find a balance to these sometimes-competing interests



Current Downtown Maintenance Needs

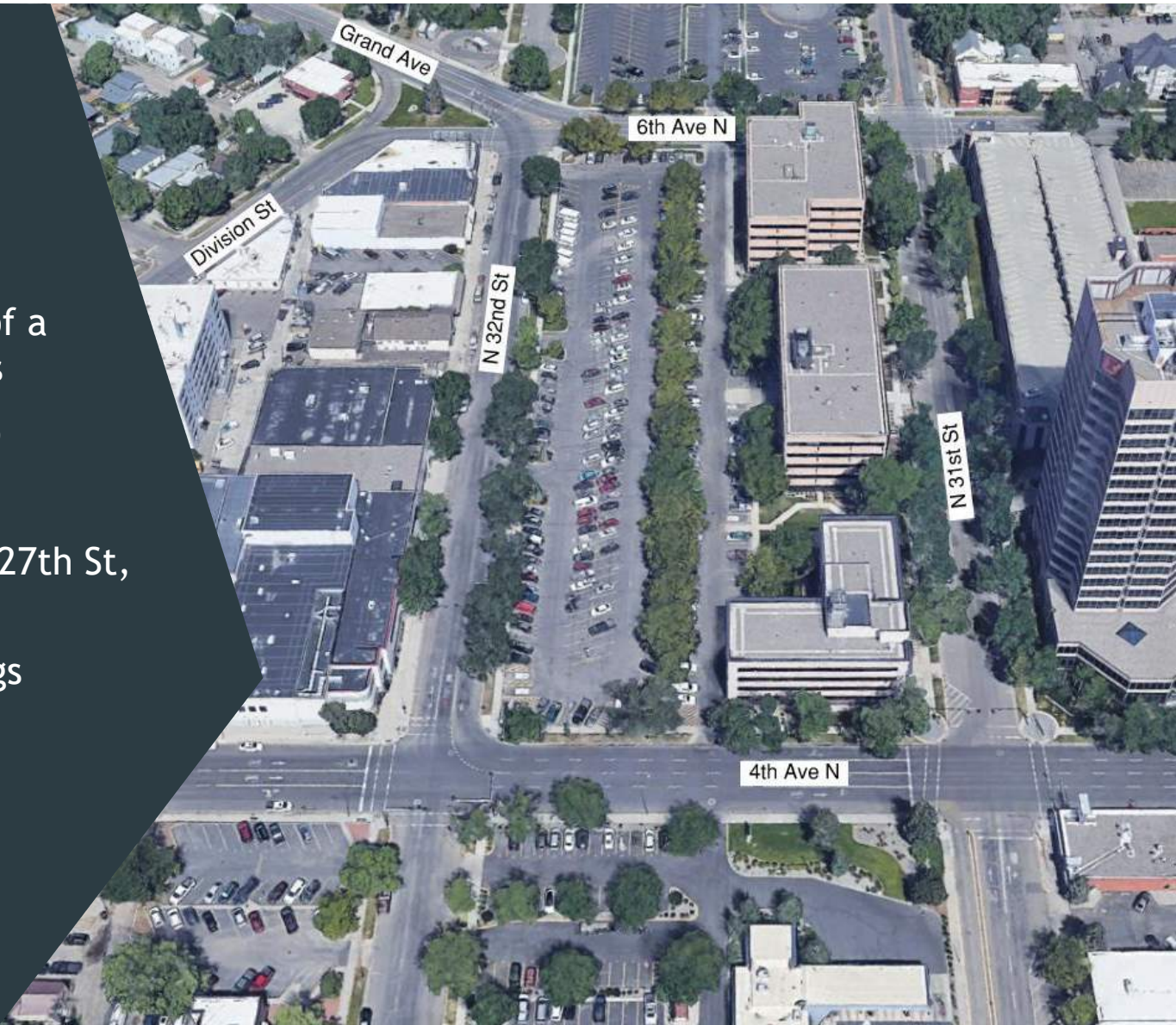
- ▶ Pavement Preservation
 - ▶ Restriping
- ▶ Signal Upgrades
 - ▶ Division & 3rd
 - ▶ Grand / 6th Ave N / N 32nd / Division Intersection
- ▶ Infrastructure Upgrades
 - ▶ Older Inlets
 - ▶ Some ADA
- ▶ Chip seal initially planned for 2021, postponed to capitalize on ongoing 2-way efforts

Traffic Summary

- ▶ Analyzed intersections expected to operate at acceptable levels for urban settings
- ▶ Analyzed Two-Way Condition for 2023 & 2045
 - ▶ Intersection traffic control
 - ▶ Lane configurations
 - ▶ Bicycle infrastructure
- ▶ Critical Intersections
 - ▶ Division
 - ▶ 27th Street
 - ▶ Grand / 6th Ave N / N 32nd / Division

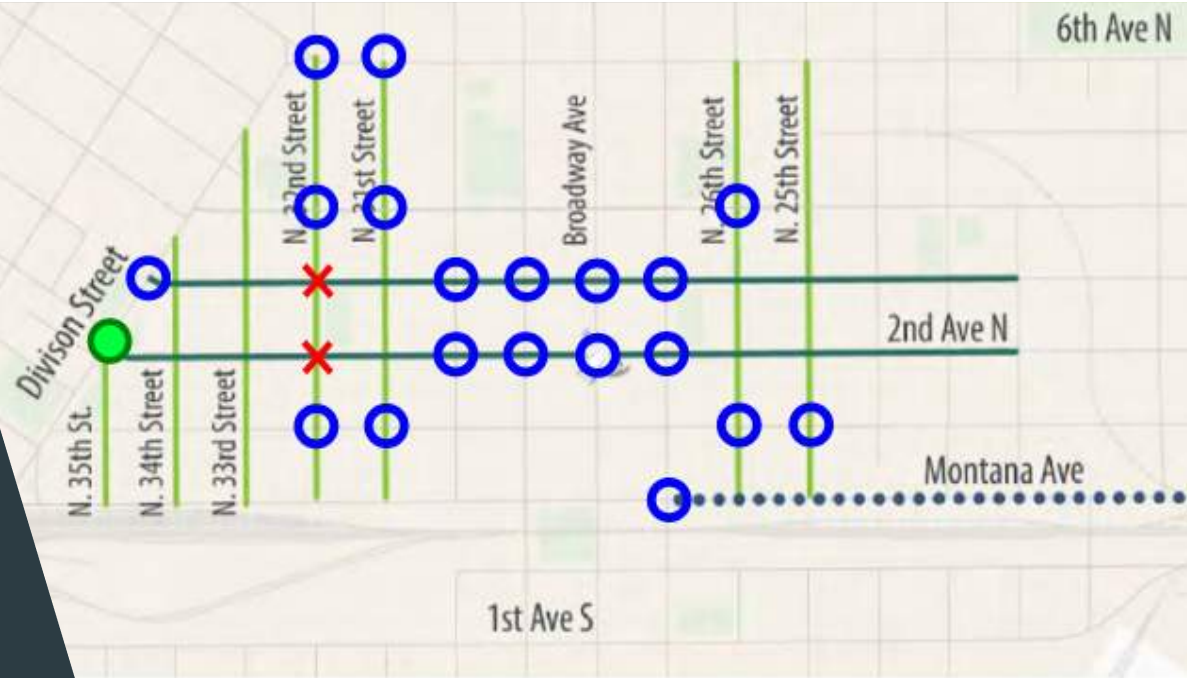
Project Recommendations

- ▶ Recommendations a result of a traffic study & project goals
- ▶ Scope of Work: Curb to curb
- ▶ Intersection Modifications
- ▶ Strategic new turn lanes: N 27th St, N 32nd St & 4th Ave N
- ▶ Signing & pavement markings
- ▶ Bike infrastructure



Intersection Modifications

- ▶ New traffic signal at 2nd Ave N & Division St - high traffic
- ▶ Removal of two signals: N 32nd St & 2nd Ave N / 3rd Ave
 - ▶ Convert to stop controlled
- ▶ All other intersections: maintain stop control or modify signal



LEGEND

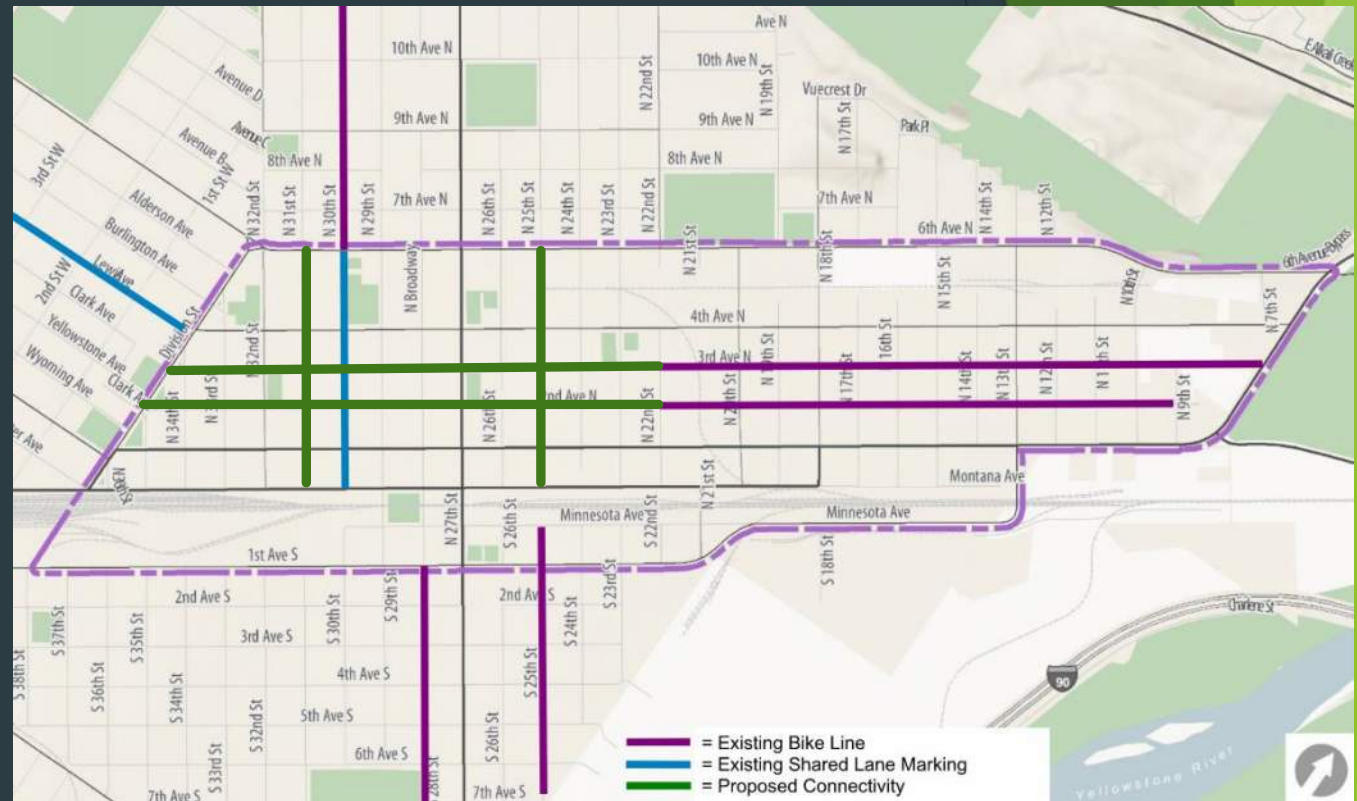
- City of Billings
- Parks/OpenSpace
- Modified Signal
- New Signal
- Signal Removal

One-Way to Two-Way Street Restoration

- North/South Bound
- East/West Bound

Existing & Proposed Bike Connectivity

- ▶ Currently: limited bike infrastructure downtown
 - ▶ Bike Lanes
 - ▶ Shared lane markings
- ▶ Proposed Connectivity
 - ▶ 2nd & 3rd Ave N
 - ▶ N 25th St
 - ▶ N 31st St



3rd Ave N - Division to N 22nd

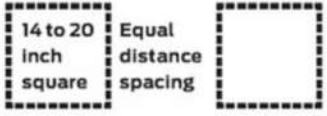
3rd Avenue: Cycle Track



10 | 3 | 8 | 10.5 Lanes | 8

- ▶ Travel Lanes -10 -10.5-feet
- ▶ Parking - parallel parking on both sides of roadway - parking loss
- ▶ Safety - traffic calming
- ▶ Bicycle Infrastructure: two-direction cycle track
 - ▶ 8-10-feet wide
 - ▶ Striped buffer - delineator could be added
 - ▶ Recommended based on desire for a protected bike facility downtown

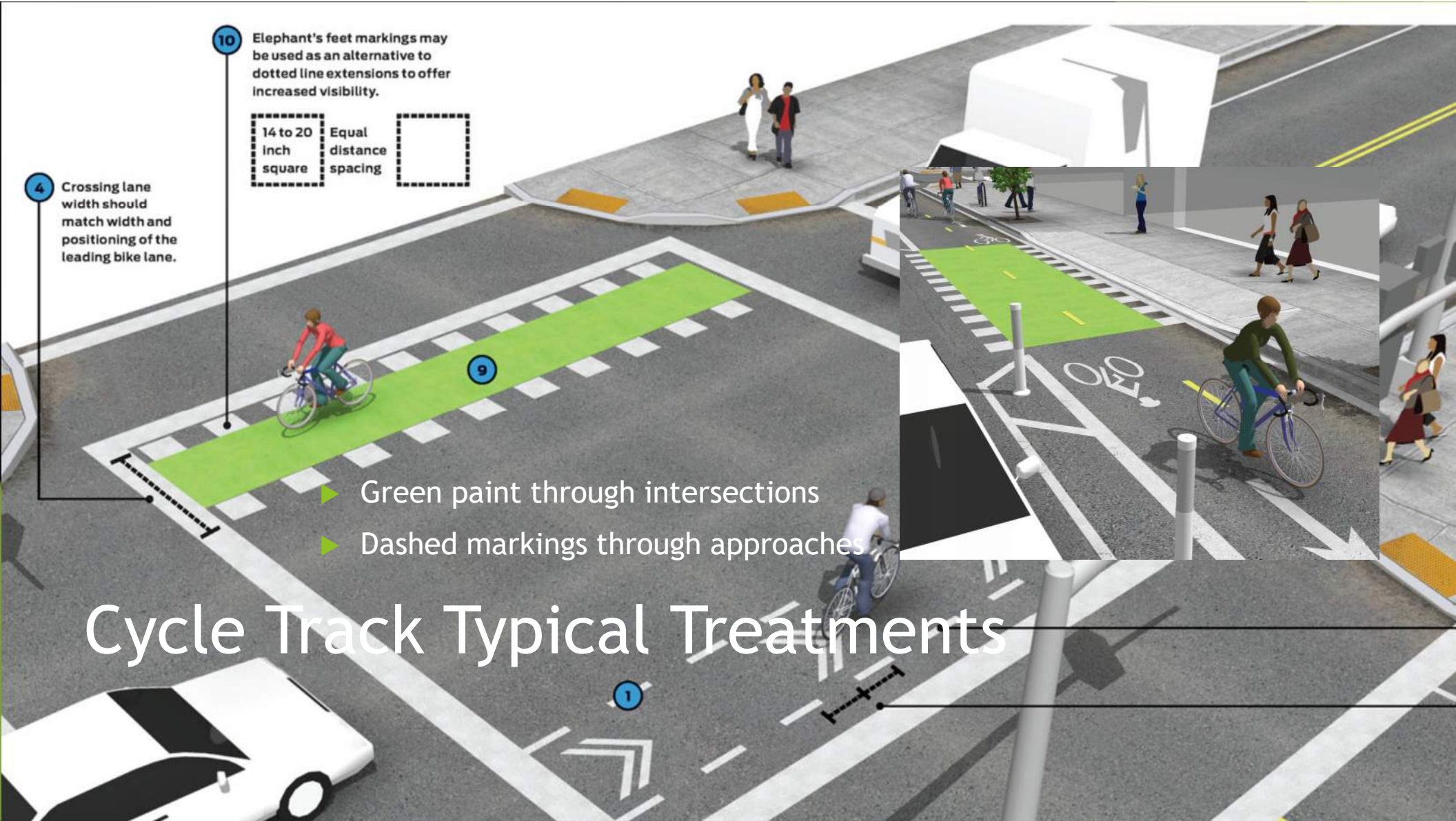
10 Elephant's feet markings may be used as an alternative to dotted line extensions to offer increased visibility.



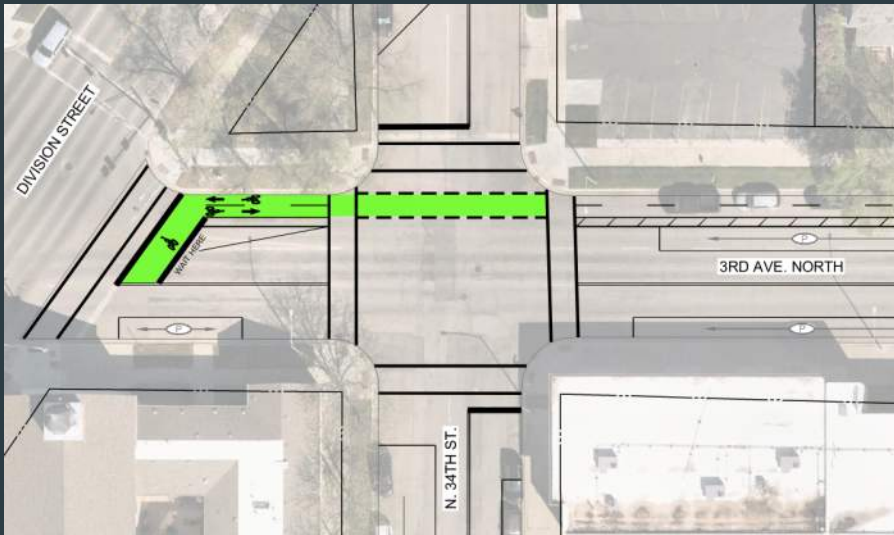
4 Crossing lane width should match width and positioning of the leading bike lane.

- ▶ Green paint through intersections
- ▶ Dashed markings through approaches

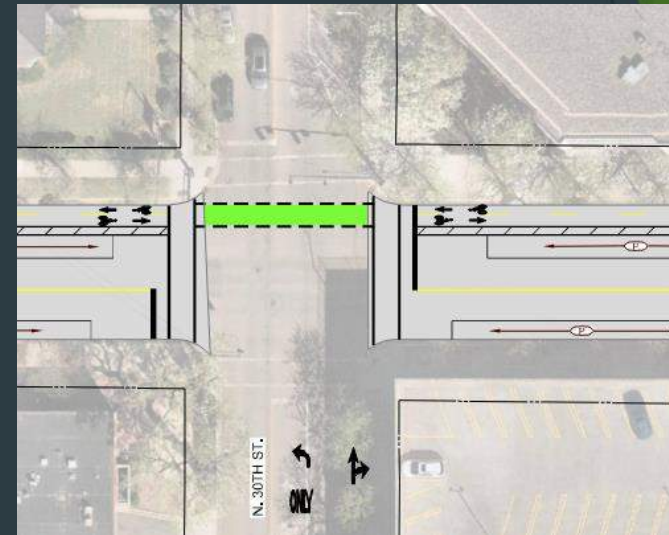
Cycle Track Typical Treatments



3rd Ave N - Two-Way Cycle Track - Typical



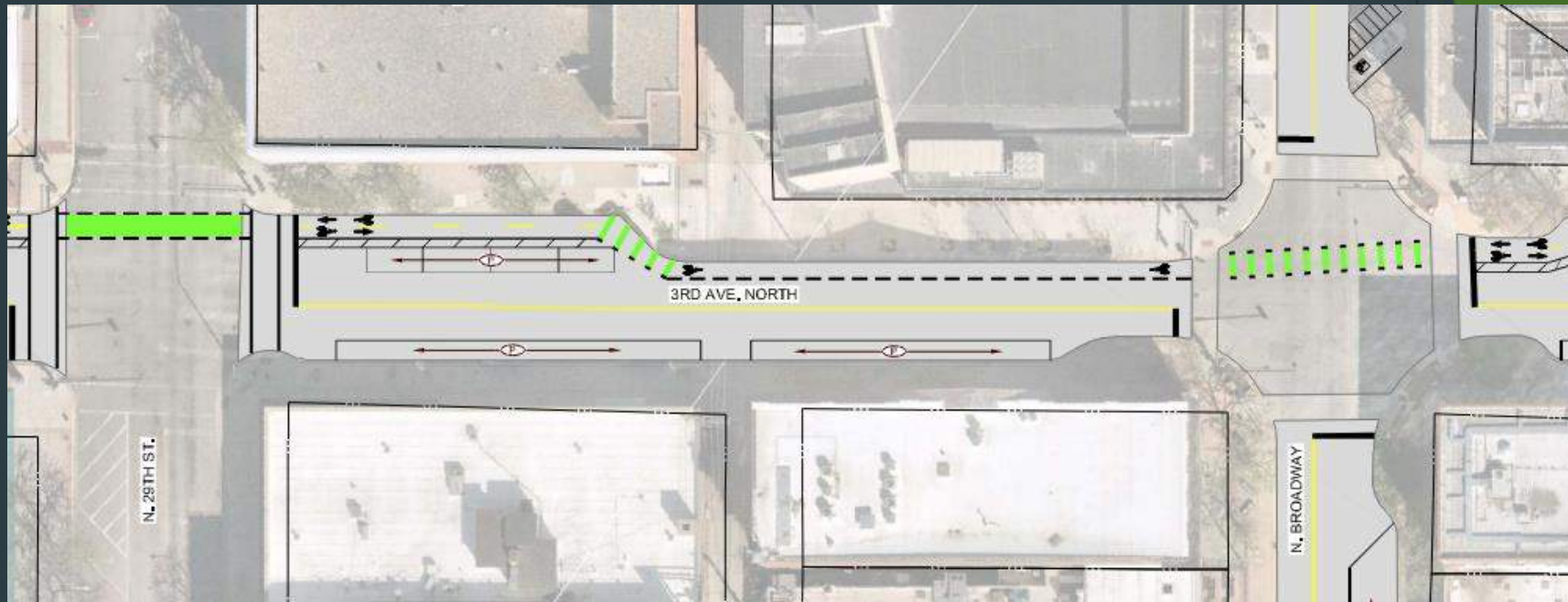
Start of Cycle Track with Bike Box- Division Street



Green paint through intersection

- ▶ Intersection treatment - still working through details
- ▶ 3-ft striped buffer for door protection
- ▶ Parallel parking on both sides of roadway

3rd Ave N - Two-Way Cycle Track - Narrow Section



At Alberta Bair - working within curb-to-curb limits

2nd Ave N - Division to N 22nd St

- ▶ Buffered bike lanes / shared lane markings
- ▶ Effort to preserve parking through the Downtown Core
- ▶ Safety - traffic calming, 1.5-ft buffer on bike lanes

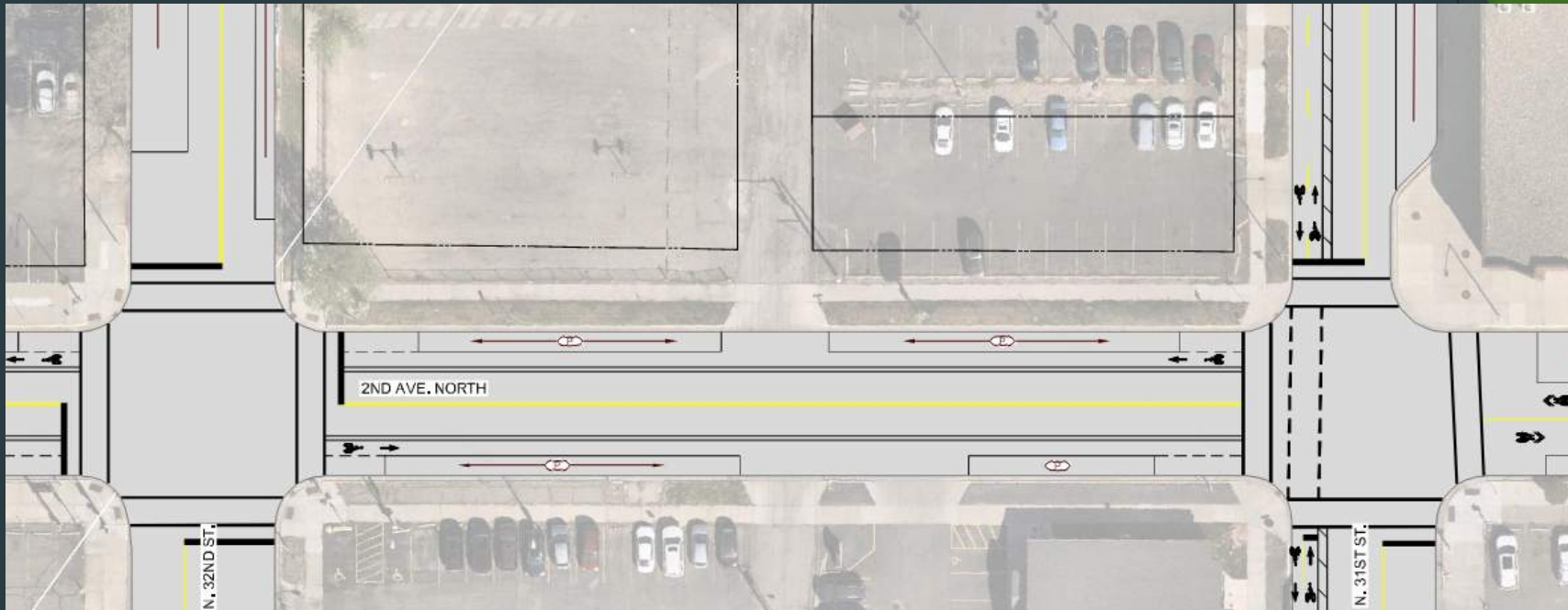


8 | 6.5 | 10.5 Lanes | 6.5 | 8
 Buffered Bike Lane - Division to
 N 31st St; N 25th St to N 22nd St



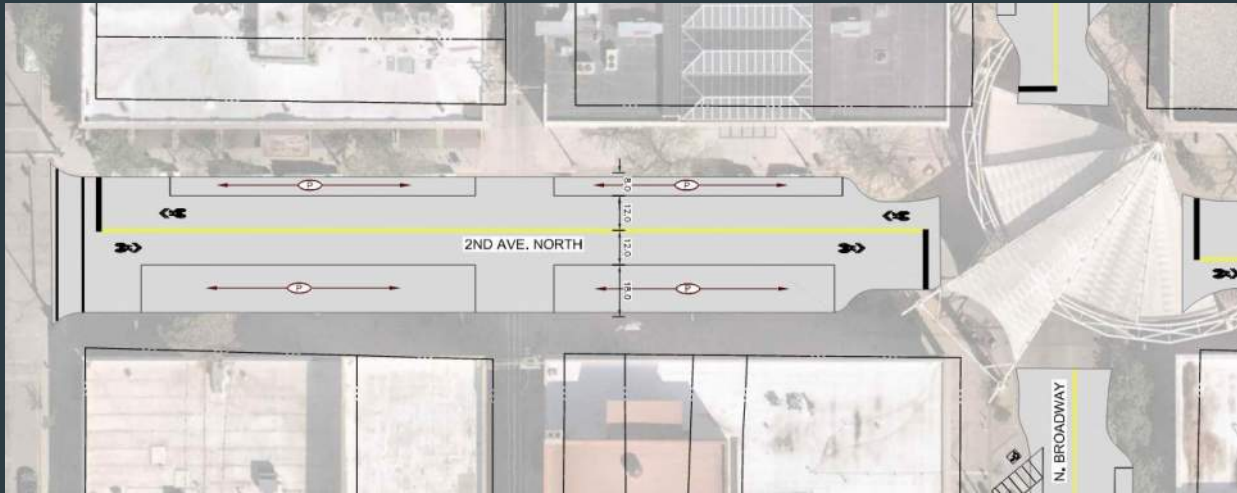
9 | 11 Lanes | 19
 Sharrows: N 31st St to N 25th St

2nd Ave N - Buffered Bike Lane Division to N 31st, N 25th to N 22nd

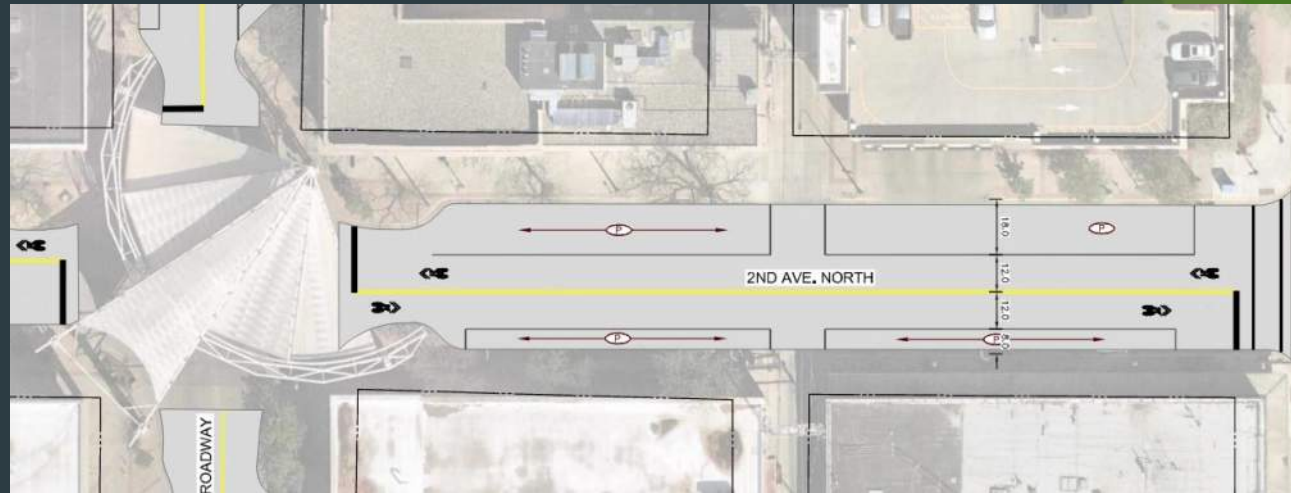


- ▶ 1.5-foot striped buffer from travel lane
- ▶ Parallel parking on both sides of roadway

2nd Ave N - Sharrows - N 31st to N 25th



- Maintains Angle Parking



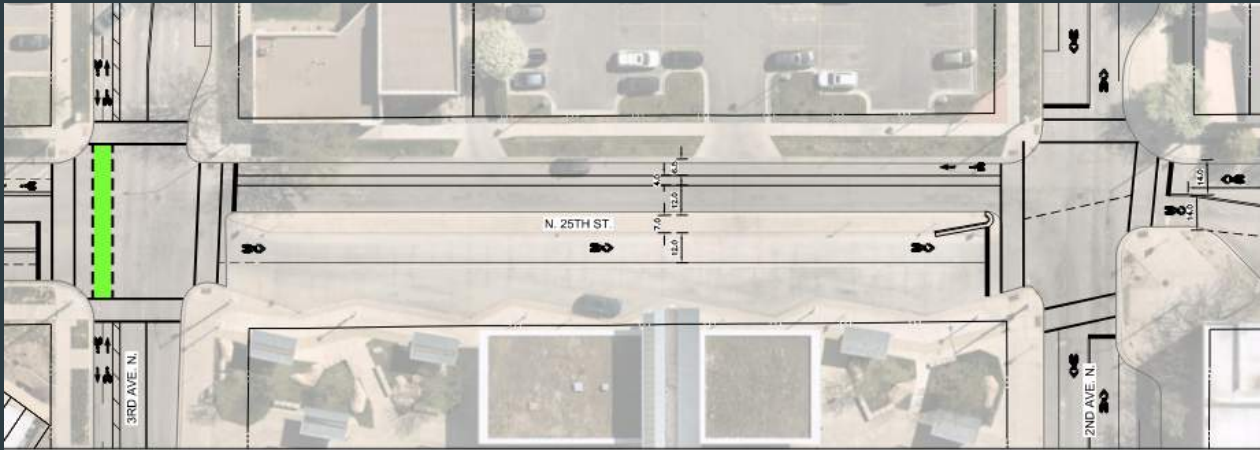
N 31st St - Montana Ave to 6th Ave N



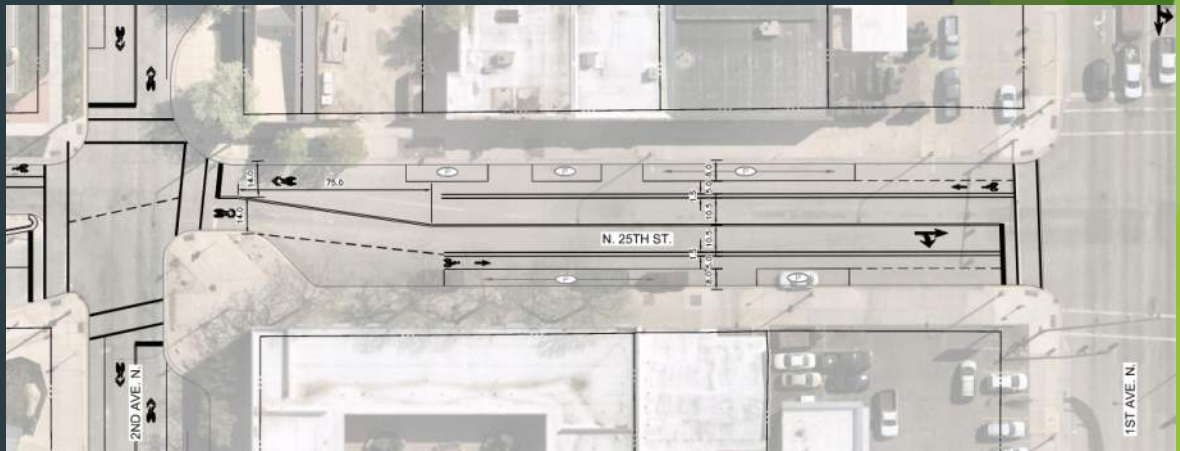
Example 2-Way Cycle Track

- ▶ Two-Way cycle track
- ▶ Provides a north-south protected facility
- ▶ Some parking loss - change in angle parking to parallel parking

Street Section - N 25th St



- ▶ 10-11-foot travel lanes
- ▶ All-way stop control (2nd Ave N & N 25th St)
- ▶ Sharrows & buffered bike lanes
- ▶ Coordinated with MET



Typical North-South Street Section

Back-In Angled Parking with Parallel Parking



9 | 11 Ft Lanes | 19

- ▶ Local Streets, except for N 32nd St (4th Ave N to 6th Ave N)
- ▶ 11-ft travel lanes, parallel and angle parking

Angle Parking

- ▶ Back-in angle on N 29th St and N 30th
- ▶ MDT requirement on Montana Avenue
 - ▶ Added on 29th/30th in anticipation of Montana Ave change
- ▶ Existing back-in angle in Billings
 - ▶ EBURD
 - ▶ McKinley Elementary School
- ▶ Recommending back-in angle parking for consistency & safety
 - ▶ Better line of sight for driver exiting parking spaces
 - ▶ Safer position to access vehicle storage to load & unload
 - ▶ Best position for exiting parked vehicle, allowing direct movement to sidewalk, not towards moving traffic

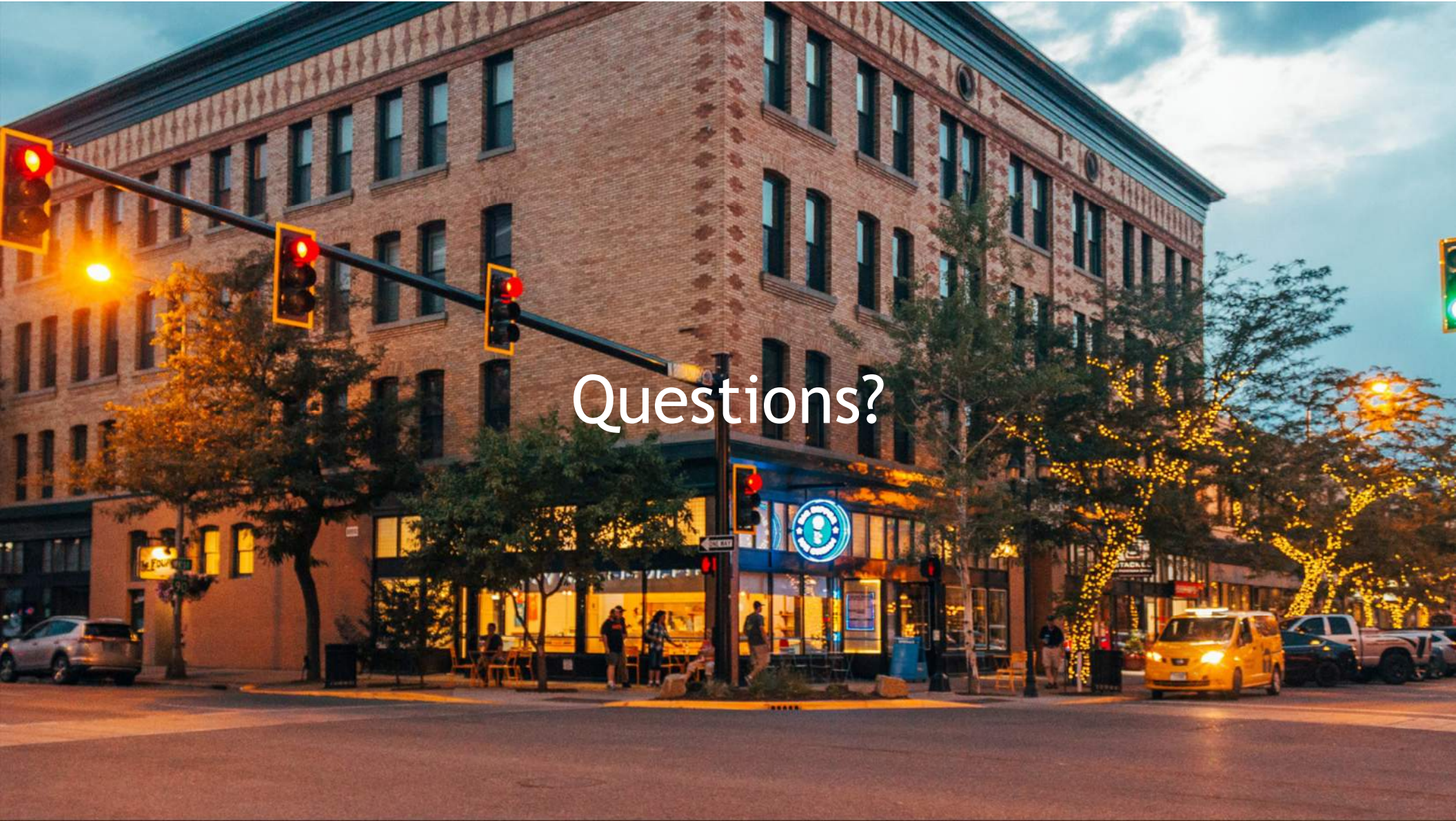


Project Outreach

- ▶ General Public Outreach
 - ▶ Alternative Prioritization & Public Preference Plan, 2021
 - ▶ Informal surveys conducted by DBA
 - ▶ Open House planned for August 1st, 2023
- ▶ City Department coordination
 - ▶ MET
 - ▶ Parking Division
 - ▶ Planning Division
 - ▶ Street-Traffic Division
- ▶ Downtown Targeted Outreach
 - ▶ DBA Board Members
 - ▶ Business & Property Owner Open House
 - ▶ Project letter - sent to all property owners in project area - over 800 properties
- ▶ Bike Coordination
 - ▶ TrailNet
 - ▶ Bicycle & Pedestrian Advisory Committee (BPAC)

Future Council Actions

- ▶ Purchase of signal equipment ahead of bidding - Fall 2023
- ▶ Bid Award for Construction
 - ▶ Bid Fall/Winter 2023 (FY24 funds)
 - ▶ Construction planned for summer 2024
 - ▶ Dependent on availability of signal equipment
 - ▶ Montana Ave road diet constructed with MDT road resurfacing - future



Questions?

City Council Work Session

Date: 07/17/2023
Title: Family Violence Education Presentation by Officer Katie Nash
Presented by: Rich St. John, Police Chief
Department: Police
Presentation: Yes
Legal Review: No
Project Number: N/A

RECOMMENDATION

There is no action required with this Council agenda item.

BACKGROUND (Consistency with Adopted Plans and Policies, if applicable)

Domestic Violence Investigator Katie Nash will present to City Council issues involving Domestic Violence response by the Billings Police Department.

STAKEHOLDERS

N/A

ALTERNATIVES

N/A

FISCAL EFFECTS

N/A

City Council Work Session

Date: 07/17/2023
Title: Crime Prevention Presentation of CPTED Principle and Strategies
Presented by: Rich St. John, Police Chief
Department: Police
Presentation: Yes
Legal Review: No
Project Number: N/A

RECOMMENDATION

No decision will need to be made by council on this matter.

BACKGROUND (Consistency with Adopted Plans and Policies, if applicable)

The Crime Prevention Center will provide an explanation of CPTED principles and strategies, along with accompanying statistics..

STAKEHOLDERS

N/A

ALTERNATIVES

N/A

FISCAL EFFECTS

N/A

SUMMARY

N/A

City Council Work Session

Date: 07/17/2023
Title: Parks, Recreation, and Trails bond election issue - project management resolution
Presented by: Gina Dahl
Department: Legal
Presentation: No
Legal Review: No
Project Number: N/A

RECOMMENDATION

Staff recommends Council review and make initial suggestions for a draft resolution regarding management of parks, recreation, and trails projects related to the bond issue that will appear on the November ballot.

BACKGROUND (Consistency with Adopted Plans and Policies, if applicable)

On July 10, 2023, Council approved a resolution calling for a special election to be held on November 7, 2023, related to issuing bonds for parks, recreation, and trails projects. Councilmember Rupsis then proposed an Initiative to direct staff to prepare a resolution related to the parks, recreation, and trails bond issue that would outline the agreements and commitments made by the City and private partners and to provide guidelines regarding decision making for future Councils. This Initiative was approved by Council and staff was directed to place it on a work session agenda for discussion.

Staff asks Council to provide direction regarding the information contained in the proposal to determine if any additional information should be included. Staff also requests Council provide specific language it would like included in the resolution. Attached are the Initiative and the proposed resolution information. Also attached is the proposed resolution information in a draft resolution format. This resolution draft has not yet been reviewed or edited by the legal department, rather it simply contains the information provided in the adopted Initiative.

This matter will also appear on Council's August 7 work session agenda unless there is no need for further discussion. Staff requests specific direction during the July 17 work session in order to prepare a draft of the resolution.

ALTERNATIVES

FISCAL EFFECTS

Attachments

Initiative
Initiative - resolution information
initiative information in resolution format

COUNCIL INITIATIVE PROPOSAL FORM

City Code Sec. 2-214(14). *Council Initiatives. This section of the agenda is reserved for individual councilmember requests for future legislative or staff action. These shall be limited to giving direction to staff to assist in formulating policies, work plans, etc. for future consideration of the city council. An initiative moves forward by majority vote of the city council.*

City Charter Sec. 3.08. *Interference with Administration. Except for the purposes of inquiries and investigations, the Council, its members and the Mayor shall deal with the City officers and employees who are subject to the direction and supervision of the City Administrator solely through the City Administrator.*

COUNCIL MEMBER PROPOSING INITIATIVE: TOM RUPSIS

SHORT NAME OF INITIATIVE: RESOLUTION ON PARKS, RECREATION, AND TRAILS BOND MANAGEMENT

TERMS OF MOTION PROPOSING LEGISLATIVE OR STAFF ACTION: (Please be as specific as possible. Indicate if action is to be divided into steps or phases. Use separate sheet if needed.)
I move to direct staff to convert the submitted document into a resolution and bring it back to Council for adoption during a business meeting before the end of August 2023.

CITY STAFF OR DEPARTMENT POTENTIALLY IMPACTED BY INITIATIVE: Administration, Legal, Parks

HAS COUNCIL MEMBER COMMUNICATED WITH CITY ADMINISTRATOR ABOUT THE INITIATIVE?
YES NO

ESTIMATE OF APPROXIMATE STAFF AND COUNCIL TIME REQUIRED: 5-10 hours

APPROXIMATE TIMELINE FOR STAFF/DEPARTMENT ACTION:
BEFORE END OF AUGUST 2023

COSTS OTHER THAN STAFF TIME, IF ANY: None

PRIORITY RELATIVE TO EXISTING INITIATIVES (SEE LIST AVAILABLE FROM CITY ADMINISTRATOR): High – Must be completed before end of August 2023

ADDITIONAL INFORMATION OR COMMENTS:

Council Initiative on Parks, Recreation, and Trails Bond Management

This document describes a set of guidelines, agreements, and commitments between city staff, council, private partners, and the public on how projects will be scheduled, budgets will be managed, partners will be engaged, and future financial obligations will be met should the parks, recreation, and trails bonds be passed by the voters. Future city councils and staff should defer to the contents of this document when making decisions unless unforeseen circumstances dictate otherwise.

General Project Overview

1. The primary goal of these bonded projects is to improve the health and safety of our city through increased recreational opportunities for all citizens by:
 - a. Replacing existing deteriorating facilities,
 - b. Completing partially completed parks as consistently as possible to their adopted master plans, and
 - c. Leveraging grants and pledges from other governmental and private sources.
2. The projects in scope of this bond authorization, along with their budgets and existing funds, include the following (in alphabetical order):
 - a. Billings Recreation Center - \$110M (\$25M from SBURA)
 - b. Castle Rock Park - \$12M
 - c. Centennial Park - \$8M
 - d. Cottonwood Park - \$1M (\$400k from cash-in-lieu)
 - e. Coulson Park - \$3M
 - f. North Park Center - \$4M
 - g. Poly Vista Park - \$4M
 - h. South Park Pool & Community Center - \$10M
 - i. Stagecoach Trail - \$5.535M (\$4.73M from TAP grant, \$100k from TrailNet)
 - j. Trails Projects - \$6.15M (\$500k from DBP, \$1.22M from TAP grants, \$325k from TrailNet)
 - k. West End Water Reservoir - \$6M
 - l. Zimmerman Center - \$4M
3. Bonds will be issued as needed so that taxpayers experience gradual increases over 3-5 years instead of a single immediate increase.
4. Park District 1 will be sunset and the parks maintenance costs previously paid out of Park District 1 will be paid out of the General Fund. This change will be revenue neutral in FY24.
5. It is expected that the 74 mills generated for the General Fund will be sufficient to pay for costs currently paid out under PD1, the existing park maintenance shortfall, and the increased operation and maintenance costs from the bond-financed projects for approximately 5 years. At that point, it is expected that a levy for parks, recreation, and trails will be needed. That levy should include dedicated mills for ongoing incremental parks and trail development.

Financial Commitments

1. A capital campaign will raise at least \$6M. In addition to the capital campaign, \$6M in grants will be sought from foundations, agencies, and other organizations supporting parks, trails, and recreation. The capital campaign and grant funds will be used to reduce the amount that must be levied from taxpayers to pay the annual debt service on the bonds. The capital campaign,

which may include pledges to be paid over multiple years, will be completed before construction can begin on the following projects:

- a. Billings Recreation Center
 - b. Castle Rock Park
 - c. Centennial Park
 - d. Cottonwood Park
 - e. Coulson Park
 - f. Poly Vista Park
 - g. West End Water Reservoir
2. Funds raised under the capital campaign will be tracked separately for each project so that donations can be utilized according to the wishes of the donor. Undesignated donations can also be accepted.
 3. If the capital campaign falls short of expectations with no reasonable path to reaching the goal, the budgets of projects in #1 above may be reduced to match the fundraising shortfall.
 4. If the total raised from the capital campaign and grants exceeds \$12M, funds raised after reaching the \$12M goal may be used to increase project budgets as desired by the donors or granting agency.
 5. The trails projects will be bonded as TAP funds are available and as TrailNet reaches their fundraising commitment for each project.
 - a. Stagecoach Trail - \$100k
 - b. 25th St Bridge - \$50k
 - c. Highway 3 pedestrian underpass - \$25k
 - d. Trail signage - \$25k
 - e. Lillian Ave to Coulson - \$50k
 - f. Yellowjacket Trail - \$75k
 - g. Aronson to Main - \$100k
 6. The City will pursue LWCF grant opportunities where appropriate. Because of the long lead time on these grants, and the desire not to hold back other approved development, the City can apply for LWCF grants to build park components that don't fit within project budgets.
 7. The ice and aquatic communities have made commitments to donate existing equipment that can be used at the rec center. The ice community has committed to liquidating Centennial Ice Arena and any remaining assets used there and donating those funds to help with construction costs. Also, both communities have expressed support for ongoing fundraising and facility surcharges to help support the construction, operations, and maintenance of the rec center.
 8. The capital campaign committee will work with the Parks Department and the Parks, Recreation, and Cemetery Board to establish naming and sponsorship opportunities and amounts for all projects.
 9. The Parks Department's Naming Policy Section IV – Naming Considerations and Criteria may be relaxed for the purposes of these projects so that names of living individuals or families may be accepted.
 10. The Billings Tourism Business Improvement District (TBID) has conditionally agreed to provide funding for administrative, operational, promotional, and marketing expenses for the Billings Recreation Center to help defray the anticipated operating shortfall for the Center. The TBID will

seek to increase the TBID assessment to cover this cost. An MOU between the TBID and the City will formalize this agreement and will be signed before the bond election.

- a. The TBID is meeting on July 13 to consider the specifics of the amount and term of its commitment.
11. The Partners for Parks Foundation has agreed to raise at least \$25k annually to help ensure that Parks Department recreational programming and the Billings Recreation Center remain financially accessible to more people of limited financial means who choose to participate.
12. The Parks Department will develop Adopt-a-Park and Adopt-a-Trail programs to help offset parks and trails maintenance costs. The programs may require financial and/or in-kind support from sponsors according to the specific needs of the Department.

Project Management

1. The design and construction of the bonded projects shall be managed with the goal of delivering as much value to the community as quickly as possible with as much community involvement in key decision making as possible.
2. Construction of the bonded projects will be managed on three separate and parallel paths.
 - a. The Stagecoach Trail and Trails Projects will be managed by Public Works.
 - i. Public Works will install the major paths/trails around the new water reservoir as needed for access to and maintenance of the reservoir facilities using water fees, not bond funds. Additional paths may be required for purely recreational purposes, and those paths can be included as part of the bonded project cost.
 - b. Various project management approaches will be evaluated for the parks projects (Castle Rock, Centennial, Cottonwood, Coulson, North Park Center, Poly Vista, South Park, Water Reservoir, and Zimmerman Center). In general, the desire is to work with firms that can deliver multiple streams of work without having to bid out every component of every project separately.
 - i. When firms are hired to complete work across multiple projects, contracts shall specify the total budget as well as the budget for each individual project.
 - ii. Budgets for any individual project may not be increased by re-allocating funds from another project without the explicit approval of the affected community steering committees. Budgets may be increased through additional funds raised from private sources.
 - iii. To maximize the value of the bonds and to deliver value to the community as quickly as possible, the project team shall define the most efficient and timely way to work through all projects.
 - c. When contractors are hired to complete the rec center, the contracts shall specify the total budget for the project. The budget for the rec center may be increased through additional funds raised from private sources.
 - i. Rec center design cannot begin before the TBID MOU has been signed and the increase to cover the rec center's operational deficit has been approved.
3. Community steering committees shall be established for each project to monitor and advise on the scope, schedule, communication, and cost of the projects.
 - a. Each committee will be small and nimble enough to drive efficient decision making, yet sufficiently sized to represent diverse community interests and expertise. Committee sizes may vary across projects to meet this need.

- b. Each committee shall contain at least a councilmember and a representative of the neighborhood task force from the ward in which the project is located, where possible.
 - c. Committees shall ensure that project stakeholders are identified, appropriately engaged, and receive timely communications throughout design and construction of the project.
 - d. As design and scope decisions need to be made, the committees should make those decisions. If the committee wishes to support design or scope decisions that place the project over budget, the committee should raise private funds to meet that need.
 - e. Council, city staff, and committees shall all ensure that project budgets are protected from encroachment by other projects.
4. The City Administrator shall provide monthly reports to Council on the status of each project. The report shall include updates on work completed, work remaining, timeline, budget used/committed to date, scope and design decisions, and any other project issues/concerns that Council should be aware of.

Rec Center Management

1. To manage the operations of the Billings Recreation Center, the City Administrator will create an operating authority by either (1) directly creating an operating committee or (2) developing a user agreement with a private organization. The goal of this approach is to minimize political interference while maximizing facility usage and ensuring adequate community access to the facility.
 - a. If an operating committee is created by the City Administrator, the committee shall consist of 1 member of city administration or staff, 1 member appointed from and by the City Council, and 5 members chosen from the community with the specific and substantial functional experience needed to operate a facility of this scope and size.
 - i. The legal authority, duties, and procedures of the committee shall be described in a resolution, memorandum of understanding, or other document approved by the City Council.
 - ii. For as long as the TBID provides the \$1/bed/night operational support, 1 of the 5 community members will be named by the TBID.
 - b. If a user agreement is signed with a private organization, a member of City Council and a member of City staff should be appointed to the organization's board with full voting rights.
2. The operating authority shall perform their duties under the following guidelines:
 - a. The primary mission of the Billings Recreation Center is to serve the diverse recreational needs of the residents of Billings. A secondary mission of the Billings Recreation Center is to support economic activity through sports tourism and related events.
 - b. The authority will develop a user fee structure whereby Billings city residents pay lower rates than non-residents for usage of the facility.
 - c. The authority may hire management directly or contract for management services of the Billings Recreation Center with a specialized firm provided the primary mission is respected.
 - i. If the authority is a City Administrator committee, all contracts issued shall follow the usual city processes.

- d. The annual budget and operating plan for the Billings Recreation Center shall be presented to and approved by Council, like the budgets and operating plans for the Billings TBID, Exchange Par 3 Golf Course, and Amend Park Development Council.
- e. The authority will define an ongoing sponsorship, advertising, and naming rights program for the Billings Recreation Center. The program shall be reviewed by city administration for general consistency with other city policies. s
- f. To reduce the amount of annual debt service that must be levied from taxpayers, the authority shall generate and commit to the City \$650,000 of specialized revenues annually over the life of the bonds. Funds can be generated from sponsorship, advertising, naming rights, temporary facility surcharges over and above normal membership and program fees, and other targeted revenue generation.
 - i. Recognizing that residents are already paying for a large portion of the facility via property taxes, and to keep the facility accessible for city residents, facility surcharges on regular city resident memberships and daily admissions are not desirable.
- g. A portion of revenues from the rec center will be used to establish a capital maintenance fund over time and to a level recommended by the authority and agreed to by the City.
- h. The Parks Department may run recreational programs at the Billings Recreation Center based on a schedule and facility fee structure mutually agreeable to the Department and the authority (or its contracted management).

RESOLUTION 23-_____

**A RESOLUTION ESTABLISHING GUIDELINES AND
COMMITMENTS FOR THE COUNCIL INITIATIVE ON PARKS,
RECREATION, AND TRAILS BOND MANAGEMENT**

WHEREAS, the City Council recognizes the importance of improving the health and safety of our city by increasing recreational opportunities for all citizens through the implementation of bonded projects; and

WHEREAS, it is crucial to establish guidelines, agreements, and commitments between city staff, council, private partners, and the public to ensure the successful management of projects, budgets, partnerships, and future financial obligations related to the parks, recreation, and trails bonds; and

WHEREAS, this resolution aims to outline the general project overview, financial commitments, and project management guidelines for the effective implementation and ongoing management of the bonded projects.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF BILLINGS, MONTANA:

Section 1. General Project Overview

1. The primary goal of the bonded projects is to enhance the health and safety of our city by providing increased recreational opportunities for all citizens. This goal will be achieved by:
 - a. Replacing existing deteriorating facilities;
 - b. Completing partially completed parks according to their adopted master plans; and
 - c. Leveraging grants and pledges from other governmental and private sources.

2. The projects included in the bond authorization, along with their respective budgets and existing funds, are listed in alphabetical order as follows:
 - a. Billings Recreation Center - \$110M (\$25M from SBURA)
 - b. Castle Rock Park - \$12M
 - c. Centennial Park - \$8M
 - d. Cottonwood Park - \$1M (\$400k from cash-in-lieu)
 - e. Coulson Park - \$3M
 - f. North Park Center - \$4M
 - g. Poly Vista Park - \$4M
 - h. South Park Pool & Community Center - \$10M

- i. Stagecoach Trail - \$5.535M (\$4.73M from TAP grant, \$100k from TrailNet)
 - j. Trails Projects - \$6.15M (\$500k from DBP, \$1.22M from TAP grants, \$325k from TrailNet)
 - k. West End Water Reservoir - \$6M
 - l. Zimmerman Center - \$4M
3. Bonds will be issued gradually over 3-5 years to ensure that taxpayers experience a gradual increase instead of a sudden one.
4. Park District 1 will be sunset, and the maintenance costs previously covered by Park District 1 will be paid from the General Fund, resulting in a revenue-neutral change in FY24.
5. It is expected that the 74 mills generated for the General Fund will be sufficient to cover costs currently paid out under PD1, the existing park maintenance shortfall, and the increased operation and maintenance costs from the bond-financed projects for approximately 5 years. After that period, a levy for parks, recreation, and trails will likely be necessary, which should include dedicated mills for ongoing incremental parks and trail development.

Section 2. Financial Commitments

1. A capital campaign will be initiated with the goal of raising at least \$6M. Additionally, \$6M in grants will be sought from foundations, agencies, and other organizations supporting parks, trails, and recreation. The funds raised from the capital campaign and grants will be used to reduce the amount levied from taxpayers to pay the annual debt service on the bonds. The capital campaign, including any multi-year pledges, must be completed before construction commences on specific projects.
2. Funds raised through the capital campaign will be tracked separately for each project, allowing donations to be utilized according to the wishes of the donors. Undesignated donations will also be accepted.
3. If the capital campaign falls short of the goal and there is no reasonable path to reach the target, the budgets of projects mentioned in Section 1(2)(a) will be reduced to match the fundraising shortfall.
4. If the total amount raised from the capital campaign and grants exceeds \$12M, the excess funds may be allocated to increase project budgets as desired by the donors or granting agencies.
5. The trails projects will be bonded as TAP funds become available and as TrailNet fulfills its fundraising commitment for each project. The specific budget allocations for the trails projects are outlined in Section 1(2)(i).
6. The City will actively pursue LWCF grant opportunities for park components that do not fit within project budgets. To prevent delays in other approved development,

applications for LWCF grants can be submitted independently of the bonded projects' progress.

7. The ice and aquatic communities have committed to donating existing equipment for use at the rec center. The liquidation of Centennial Ice Arena and the contribution of remaining assets toward construction costs are part of this commitment. Both communities have expressed support for ongoing fundraising and facility surcharges to assist with the construction, operations, and maintenance of the rec center.
8. The capital campaign committee will collaborate with the Parks Department and the Parks, Recreation, and Cemetery Board to establish naming and sponsorship opportunities, including corresponding amounts, for all projects.
9. The Parks Department's Naming Policy Section IV - Naming Considerations and Criteria may be relaxed for these projects, allowing the acceptance of names of living individuals or families.
10. The Billings Tourism Business Improvement District (TBID) has conditionally agreed to provide funding for administrative, operational, promotional, and marketing expenses of the Billings Recreation Center. This agreement aims to defray the anticipated operating shortfall for the center. An MOU between the TBID and the City will formalize this agreement, which must be signed before the bond election. The specifics of the amount and term of the TBID's commitment will be determined during their meeting on July 13.
11. The Partners for Parks Foundation has committed to raising at least \$25k annually to ensure the financial accessibility of Parks Department recreational programming and the Billings Recreation Center to individuals of limited financial means who choose to participate.
12. Adopt-a-Park and Adopt-a-Trail programs will be developed by the Parks Department to help offset parks and trails maintenance costs. These programs may require financial and/or in-kind support from sponsors based on the specific needs of the Department.

Section 3: Project Management

1. The design and construction of the bonded projects shall be managed with the objective of delivering maximum value to the community in a timely manner, while involving the community in key decision-making processes.
2. Construction of the bonded projects will be managed on three separate and parallel paths:
 - a. Public Works will oversee the management of the Stagecoach Trail and Trails Projects, including the installation of major paths/trails around the new

water reservoir. Additional recreational paths may also be included as part of the bonded project cost.

- b. Various project management approaches will be evaluated for the parks projects listed in Section 1(2)(b). Whenever possible, firms capable of delivering multiple streams of work without separate bidding for each component of every project will be preferred. Contracts with firms handling work across multiple projects shall specify both the total budget and individual project budgets. Budget allocations for individual projects cannot be increased by reallocating funds from another project without explicit approval from the affected community steering committees. However, budgets may be increased through additional funds raised from private sources. The project team shall strive to define efficient and timely strategies for working through all projects to maximize their value to the community.
 - c. When contractors are hired for the rec center, contracts will stipulate the total project budget. The budget for the rec center may be increased through additional funds raised from private sources. However, rec center design cannot begin until the TBID MOU has been signed and the necessary approval for covering the rec center's operational deficit has been obtained.
3. Community steering committees will be established for each project to monitor and advise on the project's scope, schedule, communication, and cost. These committees should be small enough to facilitate efficient decision-making while also representing diverse community interests and expertise. Committee composition may vary across projects but should include at least one councilmember and a representative from the neighborhood task force of the ward where the project is located. Committees will ensure the identification and engagement of project stakeholders and provide timely communication throughout the design and construction phases. Design and scope decisions will be made by the committees. If a committee supports design or scope decisions that exceed the project budget, they should raise private funds to meet the shortfall. Council, city staff, and committees must safeguard project budgets against encroachment from other projects.
 4. The City Administrator shall provide monthly reports to the Council regarding the progress of each project. The reports should include updates on completed and remaining work, timeline, budget utilization and commitments, scope and design decisions, and any other project-related issues or concerns relevant to the Council's awareness.

Section 4: Rec Center Management

1. To effectively manage the operations of the Billings Recreation Center, the City Administrator will establish an operating authority either by creating an operating committee or developing a user agreement with a private organization. The aim is

to minimize political interference, maximize facility usage, and ensure community access to the facility.

- a. If an operating committee is established by the City Administrator, the committee shall consist of one member of city administration or staff, one member appointed from and by the City Council, and five members from the community with substantial functional experience in operating facilities of similar scope and size.
 - i. The legal authority, duties, and procedures of the committee shall be documented in a resolution, memorandum of understanding, or another approved document.
 - ii. As long as the TBID provides \$1/bed/night operational support, one of the five community members will be appointed by the TBID.
 - b. If a user agreement is signed with a private organization, a member of City Council and a member of City staff shall be appointed to the organization's board with full voting rights.
2. The operating authority shall fulfill its duties following the guidelines outlined below:
- a. The Billings Recreation Center's primary mission is to serve the diverse recreational needs of Billings' residents, with a secondary mission to support economic activity through sports tourism and related events.
 - b. The authority will establish a user fee structure, whereby Billings city residents pay lower rates than non-residents for facility usage.
 - c. The authority may directly hire management or contract management services for the Billings Recreation Center with a specialized firm, ensuring the primary mission is upheld. If the authority is a City Administrator committee, all contracts must follow the city's usual processes.
 - d. The annual budget and operating plan for the Billings Recreation Center must be presented to and approved by the Council, similar to the budgets and operating plans for the Billings TBID, Exchange Par 3 Golf Course, and Amend Park Development Council.
 - e. The authority will establish a sponsorship, advertising, and naming rights program for the Billings Recreation Center. The program will be reviewed by city administration to ensure general consistency with other city policies.
 - f. To reduce the annual debt service levied on taxpayers, the authority shall generate and commit \$650,000 of specialized revenues annually throughout the bonds' lifespan. These funds can be generated through sponsorship, advertising, naming rights, temporary facility surcharges (excluding regular city resident memberships and daily admissions), and

other targeted revenue generation. Facility surcharges on regular city resident memberships and daily admissions are not preferable, considering residents' property tax contributions and the importance of keeping the facility accessible to them.

- g. A portion of the rec center's revenues will be allocated to establish a capital maintenance fund to a level recommended by the authority and agreed upon by the City.
- h. The Parks Department may organize recreational programs at the Billings Recreation Center based on a mutually agreeable schedule and facility fee structure between the Department and the authority or its contracted management.

EFFECTIVE DATE. This resolution shall be effective upon adoption.

ADOPTED AND APPROVED by the City Council of the City of Billings, Montana, on the _____ day of _____, 2023.

CITY OF BILLINGS

By: _____
William A. Cole, Mayor

ATTEST:

By: _____
Denise R. Bohlman, City Clerk