



POLICY COORDINATING COMMITTEE
AGENDA
CITY OF BILLINGS AND
YELLOWSTONE COUNTY, MONTANA



NOVEMBER 21, 2023, MEETING TIME: 12:00 p.m.
316 N 26 ST, ROOM 3101
(3RD FLOOR, STILLWATER BUILDING)
Billings, Montana 59101

NOTICE TO THE PUBLIC

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: bernsb@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.

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

- Please direct questions to Brenda Berns, Planning Clerk at bernsb@billingsmt.gov or 406-247-8610. Thank you!

1. Call to Order/Pledge to the American Flag: PCC Chairman
2. **PUBLIC COMMENT PERIOD** -- (A 3-minute maximum per person.) *Any member of the public may be heard at this time on any subject(s), including items that are not on the agenda. The Policy Coordinating Committee will not take any action on non-agenda items today but could choose to add an item to the next meeting's agenda for discussion. Public comment may also allowed later on some items (see below), but an individual may only comment once on the same item.*
3. Approval of Meeting Minutes
 - a. Minutes of August 29, 2023
4. Old Business
 - a. Public Comment
5. New Business: Motion. Billings MPO Boundary Map Amendment
 - a. The staff is seeking approval from the Policy Coordinating Committee (PCC) for the Billings MPO Boundary Map Amendment
 - b. Public Comment
6. Other Business
 - a. Public Comment
7. Future Agenda Items
8. Adjournment

PCC Agenda

Meeting Date: 11/21/2023

Information

Subject

Minutes of August 29, 2023

Attachments

Minutes of August 29, 2023

POLICY COORDINATING COMMITTEE MINUTES OF AUGUST 29, 2023

DRAFT TO BE APPROVED BY MOTION

NOTICE

Public comments will be taken only during the Public Comment periods as indicated on the agenda. Comments may be sent to Planning Staff via email before 10:00 AM on the meeting date. All e-mails received prior to this time will be read into the record for the public hearing.

Member Participants: Chairman John Ostlund, Board of County Commissioners; Planning Board President Dennis Cook, Yellowstone County Planning Board, Kurtis Schneiber, MDT.

Staff Participants: Scott Walker, Transportation Coordinator, Planning & Community Services Department; Rusty Logan, Transit Manager; Sarah Graham, MET Administrative Coordinator; Brenda Berns, Planning Clerk

Virtual: Wyeth Friday, Direction Community Services Planning Dept; Lora Mattox, Transportation Planner.

Call to Order: 12:03 PM. Chairman Ostlund called the meeting to order and welcomed everyone in attendance. The Pledge of Allegiance was recited.

3. Public Comment/Communication from the Audience

a. Comments on items not on the agenda and requests to add items to future agendas.

b. Comments on items on the Non-public and Public Agenda Items

There were no comments from the audience regarding agenda or future agenda items.

4. Motion. Minutes of July 18, 2023

A motion was made by Planning Board President Dennis Cook, seconded by Yellowstone County Planning Board member Kurtis Schneiber to approve the minutes of July 18, 2023. The motion carried with a unanimous voice vote.

4. Old Business: There is no Old Business.

5. New Business

5a. Motion. 2024 Billings Unified Planning Work Program (UPWP). Scott Walker, Transportation Planning Coordinator; Rusty Logan, Transit Manager.

Scott Walker opened this agenda item stating the 2024 UPWP is the fiscal budget for our staff on the MPO and Transit sections and presented an overview of the program.

Recommendation

Staff recommends the Policy Coordinating Committee review the Final Draft of the 2024 UPWP and act at this meeting. Action should be consistent with the individual approvals

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already conducted by the City of Billings, Yellowstone County, and the Planning Board.

Background

The City-County Planning Division is presenting the 2024 Unified Planning Work Program (UPWP) for the Billings Policy Coordinating Committee (PCC). At this meeting, the Committee is scheduled to review the document and act on the UPWP. The UPWP is primarily for the purpose of programming the federal dollars that Billings receives from the Federal Highway Administration (FHWA) for transportation planning and the Federal Transit Administration (FTA) for transit (MET) planning. These funds are passed through the Montana Department of Transportation (MDT). All transportation planning activities are included in the UPWP so that it represents a comprehensive document for the urban transportation planning program. This UPWP proposes planning activities for Federal Fiscal Year 2024, which runs from October 1, 2023, through September 30, 2024. This UPWP corresponds directly with the Planning Division's annual work plan. The significant changes in this year's program include completion of the update to the Bikeway and Pedestrian Master Plan, transportation specific analysis and updates to two neighborhood plans as well as a feasibility study for the 21st Street Underpass. The Transit section is Chapter II of the UPWP. The document is consistent with past programs in its content and format.

Fiscal Effects

Approval of the 2024 UPWP allows the City to access Federal funds for transportation planning in the community. Federal and local funds are combined to provide most of the planning work done by the Planning Division for the City and the County. If the UPWP is not approved, there would be a significant loss of resources for community planning and the community's ability to manage transportation planning projects and programs would be severely limited. The breakdown of funding sources for the FY 2024 UPWP is estimated below: \$260,000 Planning Dept. Fee Revenue (City of Billings) \$170,000 Planning Dept. Fee Revenue (Yellowstone County) \$525,000 Yellowstone County Planning Levy \$1,447,790 Federal Planning (PL) Allocation \$2,472,790 Total Local and Federal Program Funding (UPWP).

Rusty Logan, Transit Manager gave an overview of the Transit Section of the UPWP, He noted it is structured into separate elements with specific activities and functions outlined within each element. The two MPO's coming on board must be fully functioning before any impact is seen on the Transit side. There has been an increase in Federal funding for the Transit planning urbanized area, with a little carry-over from the previous year.

Transit 2023 projects have required plan updates, (PTASP, DBE, TAM), and continued development and implementation of policy and practices to support training and safety. Transit has seen completed implementation activities, including route timings, schedule creation, along with the completed Master Bus Stop plan.

Transit 2024 priorities are the ongoing capital and equipment planning, including a complete Transit Sustainability and Governance Study. We will be assessing current Paratransit

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eligibility processes and recommend or develop improvements, along with analysis of fares and services.

Scott Walker continued with the 2024 UPWP Review Schedule and requested the recommendation to move the UPWP document forward to MDT, FHWA, and FTA.

Discussion

Chairman John Ostlund referred to a previous conversation regarding the Complete Streets and stated it was very important issue. He said the State of Montana and Yellowstone County did not adopt Complete Streets in approving the Unified Planning Work Program that references Complete Streets, instead of Alternative Modes of Transportation. He noted, with the Complete Streets language, it could jeopardize the County's funding and increase the amount of engineering that would be necessary for the road system. He would accept a motion to approve the 2024 UPWP that clearly denotes that Yellowstone County and the Department of Transportation do not and have not approved Complete Streets.

Chairman Ostlund asked Scott Walker to cease from referring to Complete Streets in the UPWP. Scott said the previous Commissioners meeting conversation regarding the Complete Streets language, was taken to heart. Chairman Ostlund commented he did not believe it was considered. Scott stated it was taken out of the document as it relates to Yellowstone County. Scott continued, the language remained in the document as it relates to the City of Billings but was removed as it related to the County.

Chairman Ostlund said the document did not refer to the State, and the State was a big part of the whole process, for which they are not included. Scott said he is aware the State has not accepted it.

Board member Schneiber asked what the specific language is in the document.

Scott Walker said the document was amended regarding the reference to Complete Streets, as it referred to Yellowstone County and that was taken out per the Commissioner's request. There is no other reference to Complete Streets as it refers to Yellowstone County in the document.

Chairman Ostlund asked if there was a reference to Complete Streets in the document as it refers to the Department of Transportation or if there is clarity in it.

Scott stated there was not.

Chairman Ostlund stated he wanted the motion to include that Alternative Modes of Transportation are of the 2024 renewal, but the Complete Streets does not apply to Yellowstone County or Department of Transportation.

Scott offered that a special notation could be added to make the distinction requested by Chairman Ostlund. He reaffirmed the document only references the City, and that's all it references as it stands today.

Board member Schneiber said it seemed fair in his opinion.

Motion

Chairman Ostlund; Motion. PCC will approve the 2024 UPWP but would eliminate any language that refers to Yellowstone County or Montana Department of Transportation with

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regard to Complete Streets and include only Alternative Modes of Transportation the Federal Government wants.

Motion by Board member Kurtis Schneiber, and seconded by Planning Board President Dennis Cook to approve with amendment, the 2024 Billings Unified Planning Work Program (UPWP) presented by staff.

Discussion

Chairman Ostlund asked if there was any discussion on the Motion. There was no discussion. **The motion was carried with a unanimous voice vote.**

Chairman Ostlund expressed additional concern, stating the Complete Streets program the department has statewide, will create a funding mechanism for the County that will be hugely expensive.

Scott Walker said Federal guidelines are being followed.

6. Other Business There is no Other Business.

7. Future Agenda Item

- a. Transportation Improvement

ADJOURNMENT: 12:21 PM

Meeting minutes to be approved by a motion at the next meeting.

Brenda J Berns, Planning Clerk

Date: 11/21/2023
Title: Metropolitan Planning Organization (MPO) Boundary Map Amendment
Presented by: Lora Mattox
Department: Planning & Community Services
Presentation: Yes

Information

RECOMMENDATION

The staff is seeking approval from the Policy Coordinating Committee (PCC) for the Billings MPO Boundary Map Amendment and authorization for the Mayor of the City of Billings and the Chairperson of Yellowstone County Commissioners to sign the official map. The map amendment has already been endorsed by the Board of County Commission and the Billings City Council, all of whom are recommending PCC's approval of the amendment. The Yellowstone County Planning Board was scheduled to take action on the boundary amendment on November 14th. However, the board did not have a quorum and could not take action. The Planning Board will abstain from voting on the map amendment at the PCC meeting.

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

The Billings Metropolitan Planning Organization (MPO) is tasked with coordinating transportation planning within the Billings metropolitan area. Its responsibilities encompass long-term transportation planning, allocation of funding, and ensuring that transportation projects align with regional goals and objectives. The MPO's planning boundary defines the specific geographic area over which it exercises planning authority.

In response to the recently released 2020 Census data, the Federal Highway Administration (FHWA) mandates that the MPO, in collaboration with the Montana Department of Transportation (MDT) and local government agencies, adjust the planning boundary accordingly. These adjustments are based on the 2020 Census urban area boundaries, which are determined by housing density. The population within these adjusted urban areas determines their respective share of urban program funds. Final approval of the proposed boundaries is granted by the FHWA.

To define the MPO boundary, certain criteria were employed:

- Reasonable Distance: Areas within the urban boundary must be reachable within a 0.5-mile drive.
- Large Traffic Generator: This category includes industrial, commercial, or retail areas that do not encompass residential zones. Large traffic generators must primarily serve the urban area's population and have a significant impact, such as major hospitals, for example.
- Minimizing Impacts to the Highway Systems: The overarching goal is to avoid any adverse effects on the state highway system.

Additionally, when adjusting the urban boundaries, it is essential to consider the most recent city limit boundary, create a single contiguous area, adhere to political boundaries, census blocks, or physical features/intersections.

The first attached map illustrates the 2010 Urban Boundary, City Limits, 2020 Census Urban Area Boundary, and the proposed 2020 Urban Area Boundary. After discussions involving MDT Helena, MDT Billings District, City and County Public Works, and the Billings MPO, all proposed changes were accepted, with the exception of a section of King Avenue West. MDT Helena recommended converting a portion of this route from an Urban to a Secondary route. However, MDT Billings District and staff opposed this change due to the area's complex and rapidly changing land use. Ultimately, MDT Helena reviewed and concurred with the local recommendation.

The second map illustrates the ultimate proposed version, and MDT Helena is seeking a review and endorsement of this map from the municipal and county authorities. On October 18, 2023, the Technical Advisory Committee (TAC) conducted a review of the map amendment. TAC is now suggesting that the local governing authorities grant approval for the map amendment to the PCC, which would then enable the Mayor to officially sign the map.

MDT Helena will oversee this process using DocuSign.

STAKEHOLDERS

This map amendment originated from MDT Helena and was subsequently introduced to the MPO, MDT Billings District, and the Public Works Departments of both the City and County. After undergoing a thorough examination and receiving a suggestion from the local review team, MDT Helena has made necessary adjustments and is presently seeking final approval and signatures from the City Council and the Board of County Commissioners.

On October 18th, the Technical Advisory Committee endorsed the map amendment for approval to be presented to the Planning Board, County Commissioners, and City Council. Following this, on November 14th, the County Planning Board was scheduled to conduct a public hearing to receive input regarding the proposed map amendment. However, the board did not have a quorum and could not open the public hearing or take action on the amendment. Although the public hearing could not take place, there were no members of the public present. The Planning Board will abstain from voting on the map amendment at the PCC meeting. Simultaneously, the Board of County Commissioners, the Billings City Council, and the County Planning Board have collectively examined the proposed boundary map amendment and are jointly recommending its approval to the Policy Coordinating Committee.

ALTERNATIVES

Policy Coordinating Committee may:

- Approve the boundary map amendment and authorize the Mayor and County Chairperson to sign the official map. This will ensure continued PL funding. This boundary amendment is necessary to align the Billings MPO Planning Boundary with the US Census Urban Boundary per federal regulations; or,
- Not Approve the boundary map amendment which would jeopardize the Federal PL funding.

FISCAL EFFECTS

The approval of the MPO Boundary will not result in any financial implications for either the City or County. Instead, it will guarantee the uninterrupted flow of Federal PL funding to support ongoing Transportation Planning Programs within the MPO.

SUMMARY

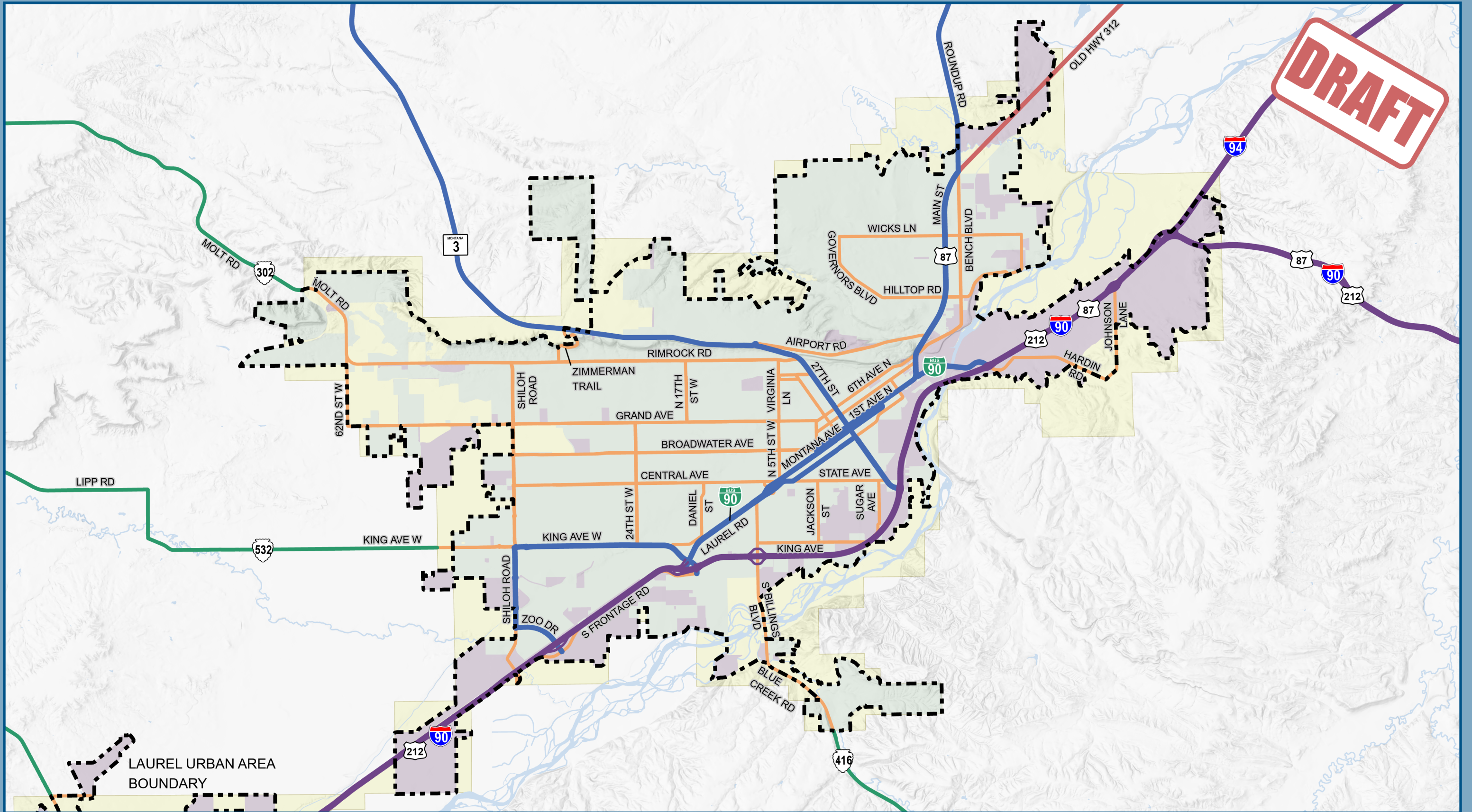
Following the conclusion of the ten-year census conducted by the US Census Bureau, the MPO Boundary undergoes a review and adjustment process based on the Census Bureau's Urban Area definition and recommendations provided by the Federal Highway Administration and the Montana Department of Transportation. This revision is necessary to ensure the continued allocation of Federal PL funding.

Attachments

Map 1

Map 2

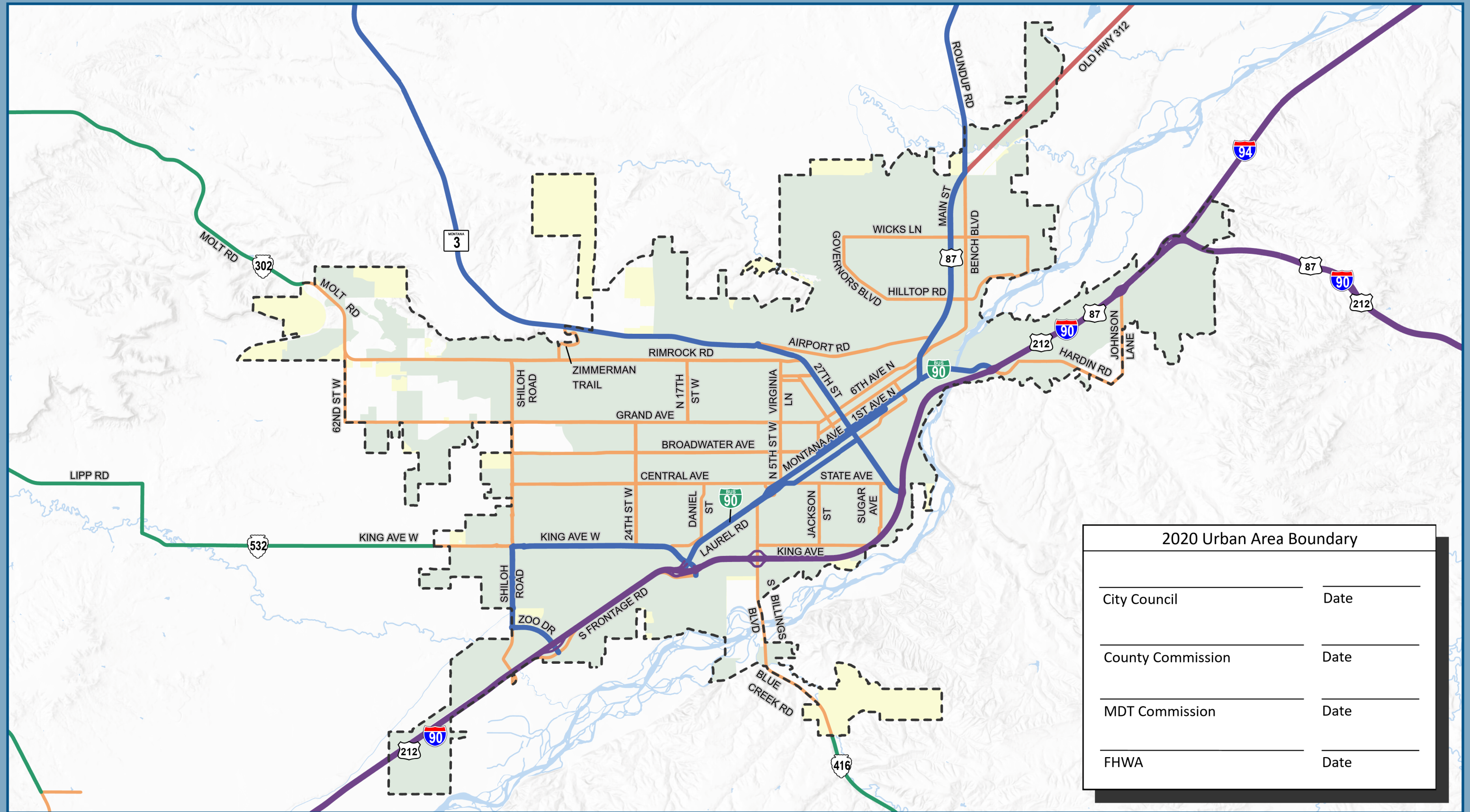
DRAFT



BILLINGS

2020 URBAN AREA BOUNDARY

- | | |
|---------------------------------|--------------------|
| 2020 Urban Area Boundary | Interstate |
| City Limit | Non-Interstate NHS |
| 2020 Census Urban Area Boundary | Primary |
| 2010 Urban Area Boundary | Secondary |
| | Urban |
- MDT SYSTEM DESIGNATION



BILLINGS

2020 URBAN AREA BOUNDARY

- 2020 Urban Area Boundary
- 2020 Census Urban Area Boundary
- City Boundary
- Interstate
- Non-Interstate NHS
- Primary
- Secondary
- Urban