

# City Council Work Session

5:30 PM  
Council Chambers  
July 18, 2011

## ATTENDANCE:

Mayor/Council (please check)  Hanel,  Ronquillo,  Gaghen,  Cimmino,  Pitman,  McFadden,  Ruegamer,  Ulledalen,  McCall,  Astle,  Clark.

ADJOURN TIME: 7:05 p.m.

## Agenda

<b>TOPIC #1</b>	Radio Communications Suite Replacement
<b>PRESENTER</b>	Anne Kindness
<b>NOTES/OUTCOME</b>	

- Anne Kindness: handout fact sheet. History of VHF and 800 MHz. Reviews current challenges to emergency communications. Savings from the Cassidian Communications proposal.
- Hanel: local service and Montana presence? Steve Fullerton: Yes to both and a long history.
- Ulledalen: open source, gets away from Motorola? Chuck Sackley: Open on purpose. Global leaders, only manufacturer to do all three major digital technologies.
- Tina: cost and funding sources, recommends sinking fund for future replacement.
- Ulledalen: 10% - 15% annual operating/maintenance cost? Pat: \$145,000 maintenance cost, about \$60,000 less than at present. That's part of the savings. There should not be a lot of problems in the first 5-8 years.
- Cimmino: Other bid was lower? Proposing to use the methane gas revenue as part of the funding source? Tina: proposing to use the gas money but it's the Council's decision and with interest, this is the least expensive proposal.
- No public comments
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<b>TOPIC #2</b>	Billings/Yellowstone Co. Interlocal Agreement Joint Communications Dispatch Services
<b>PRESENTER</b>	
<b>NOTES/OUTCOME</b>	

- Board of County Commissioners asked for a committee to work on the current contract and to consider a new agreement. Does Council want to participate in the discussion with county? There is no set term for review for the end of this contract.
- Hanel: question whether there's a need for revisions.

- Consensus: not interested in discussing it at this time.
- No public comments

TOPIC #3	<b>Complete Streets/Trail Plan</b>
PRESENTER	
NOTES/OUTCOME	

- Hillary Hansen: presenter from Yellowstone Health Partnership/RiverStone Health. Council should have received the resolution in packet. Alliance is two (2) hospitals and RiverStone CEOs who started Healthy by Design. Additional partners are shown on the Powerpoint presentation. Policy development process, presentations, etc. The benefits of complete streets include: health, economic, safety, connectivity, recreation and quality of life. Presentations were given throughout the city in January, February and March asking for public feedback. Only for Billings, not the County, a guiding document, not regulatory and complies with MDT standards. The actual resolution is four (4) pages with four (4) sections written to allow flexibility to the resolution. The sections include: definitions, implementation, data collection & progress reporting and exceptions.
- McCall: Councilmembers have been involved. Thoughtful, well planned, process, hope the council will approve.
- Hanel: define multi-modal that is part of the exceptions? Hillary: Example is if improvements are planned for a street but a nearby street already has bicycle facilities, they don't need to be duplicated.
- Gaghen: support McCall's comments.
- Ronquillo: good job on this product.
- Clark: committee was willing to listen and tailor the plan for Billings.
- Cimmino: strikeout on trail plan? Accommodates the County.
- McFadden: will neighborhoods be forced to comply if they can't afford it? Mumford: the plan says we should consider it, but it says "should" not "shall" install the improvements. Recent projects have included these recommendations.
- Ulledalen: when is the resolution scheduled for Council action? Tina: August.
- Scott Walker: presentation on trail master plan. PCC county commissioners didn't like the complete street portion of the plan. Wants the complete street section of the plan struck. Staffs completed the revisions by striking it, but then realize that the City Council has a different view. Intention of Council is to develop complete streets policy. Yellowstone County doesn't plan to approve a policy and the plan/complete streets resolution isn't binding on the county. Two (2) commissioners tentatively approve the proposed amendments.
- Ruegamer: not clear about the Commissioners' problem with the plan when it says the document is not binding, it is a guiding document. Walker: original document had more "shall." With improved language, Commissioners and the MDT rep will probably support the plan.
- Ruegamer: should Council talk with the Commissioners? Walker: not needed at this point. Will have informal discussions and that should do it.

- McFadden: compare complete streets and ADA? More or less expensive? Walker: ADA is only a part of complete streets. City has to comply with ADA and can still implement complete streets.
- Astle: more to the paragraph on the slide that you just showed? Walker: yes, but that part didn't change.
- Clark: MDT voted against the complete streets element, but talk about it in their documents. Walker: more of a talking point with the MDT. No statewide complete streets policy, but planners think that it's coming. Tina: Mumford talked with Stephan Streeter and MDT is OK with the revised plan language.
- McCall: when will this go to Commissioners again? Walker: informally within a couple weeks, then more formally.
- Cimmino: requires Council to reapprove it? Focus just on the change? Walker: yes, on the plan update that includes the new language. Yes.
- Ulledalen: Walker did a good job of polishing this, making other changes. Difficult when dealing with several sources of money- (Federal, State and local) and trying to retrofit old streets in old sections of city. Flexible policy. Addressing MDT concerns.
- Pitman: ongoing maintenance expenses for these changes. Do we have a fund for that? Mumford: no fund specifically for bike facilities, but maintenance comes from the Street Maintenance District assessments. This was part of the FY 12 budget discussion.
- Ronquillo: chamber of commerce discussion... Mumford: series of recommendations on how to pay for maintenance. Nothing set at this point.
- Ulledalen: has Council seen the asset management plan? Walker: Yes. Maintenance is not funded although the plan makes recommendations on how to fund. Ulledalen: county says no more trails until we know how we'll pay for maintenance, Council may soon say the same about streets that include the complete streets elements.
- Public comments:
- Bryan Kenat, 345 Miles Avenue: opposed to complete streets plan. Will force road diet. Will increase costs for right of way, taking people's property. Forces people to use other forms of transportation.
- McFadden: bike lanes and traffic congestion? Kenat: existing roads that add bike lane, forces a reduction of lanes or lane width.
- Ronquillo: State Avenue was 4 lanes, converted to two (2) lanes and a turning lane. People now observing the speed limits and have room for bike lanes. Safer. There's a place for snow storage instead of piled on streets. Do these types of improvements if they make sense.

TOPIC #4	<b>Empire Parking Garage</b>
PRESENTER	Bruce McCandless
NOTES/OUTCOME	

- McCandless: presentation on two items that were covered on July 5; Empire Parking garage due diligence and on the tax increment district revenue. Any questions about the garage or the Northern Hotel development agreement?

- Ulledalen: there was an indication that a financing package would be put together early in August, I believe we should have some feedback on that. Secondly, CTEP regarding the completion of the sidewalks, do we have any idea when that will happen? I receive comments from people wanting to know how long are we going to be in this condition downtown. I would like to know what the next progress step is.
- Tina: The Engineering Division is in the process of working with the Northern Hotel on a sidewalk improvement that will address that issue. The plans are currently being reviewed by our Engineering staff.
- Ulledalen: With the CTEP money getting tighter and tighter, if it is not used soon is there an issue of delaying it indefinitely and if that is the case can we use it for another project?
- Tina: We get further information. Not the permanent solution but will allow passage until the construction is completed.
- McCandless: the financing package is a commitment told about in the Tax Increment revenue.
- McCandless: revenue estimates from Department Of Revenue (DOR) have been revised again. Apologize to Council for not informing sooner, but staff has to balance the need to inform Council as soon as information is available with being certain that the information is accurate. In this case, the information was released to Council two (2) weeks ago, and it turned out to not be accurate because DOR has revised it again. Don't know the exact results yet, but the amount of revenue will increase. Received a new letter from DOR today in which they admit mistakes, corrected them and the numbers should be better, just don't know yet how much better. Finance and County are working together to reallocate taxes to the appropriate taxing entity and the TID. Will report on the amount when we have those calculations and a check.
- Clark: When will we get the checks? Pat: we are hoping by the end of the week.
- Ulledalen: Since the State made the error is it possible for them to loan us the money instead of us looking for a lender? Pat: hoping we do not have to get a loan.

No public comments

#### Additional Information:

Public comments not on the agenda:

Dennis Ulvestad, 3040 Central: West end task force chair, but not representing the task force. Adjacent task force meeting last week. All task forces should be combined into one due to fund shortage. Meetings could be at the South Side Senior Center. Neighborhood concerns could still be handled and all work together.

Gaghen: couldn't support that proposal. Neighborhoods are different. For example, some are eligible for CDBG but others aren't.

Ulvestad: low attendance in some task force areas and afraid they'll disappear unless they're supported by all.

Cimmino: Gaghen has valid points. Adjacent neighborhood meetings are for sharing and agendas would be difficult to form. Ulvestad: same response.

Astle: West end task force issues are small and different compared to other parts of the city.

Tina: offer context. City allocates \$12,000 per year for task force newsletter. 21 newsletters were produced last year, varying success depending on who presents information for them. Discussion at the meeting was that Doris Cole, secretary for Community Development, retired and less CDBG and HOME funds, so less support will be available in the future than previously provided. Beaudry invited person who could assist with newsletter development. Many task forces have gone to computer generated newsletters. Committee is considering how to best use the City's funding. This will be discussed again at the October meeting. With the limited administrative support there may be some consolidation of task forces. Gaghen: issues bring people out in mass whether we are talking council meetings or task force meetings. Ulvestad: want more people involved with their city.

Kevin Nelson, 4235 Bruce Avenue: my little buddy left. Last week he said no one shows up but me to talk about noise. Who proposed/supported railroad quiet zone. Noise is a public health issue. If a downtown quiet zone is good, quieting the railroad citywide is appropriate.

## **City of Billings Radio System**

City Council Work Session – July 18, 2011

### History

- 1996 Consultant (Ron Vegemast Engineering) recommended that the City transition its radio communications from VHF to 800 MHz.
- 1997 EF Johnson's (EFJ) proposal for an 800 MHz radio system was selected, designed and installed.
- 2001 After the 9-11 terrorist attack, the Federal government placed a high priority on radio interoperability to allow separate response agencies to work effectively together during multi-jurisdictional incidents.
- 2008 EF Johnson put the City on notice that they no longer manufactured or supported the majority of the EFJ portable and mobile radios being used by City agencies.
- 2009 Concerns regarding the aging EFJ radio system led the City to hire a consultant (GeoComm, Inc.) to assess the City's existing radio system and recommend a solution.
- 2010 City of Billings wins case before the FCC and Sprint/Nextel is ordered to provide the City 2.6M in goods and services. All City 800 MHz radios are upgraded and approximately 700 radios are replaced as a result of the FCC ruling.
- 2011 The City advertised for bids for a Communications Suite consisting of a P25 digital radio system, a NextGen 9-1-1 telephone system, and a digital logging recorder. Staff will recommend award of the bid to Cassidian Communications. Bid documents are available for review in the City Clerk's office.

### Current Challenges

- Aging radio infrastructure that will be difficult and expensive to maintain
- Aging 9-1-1 telephone system (end of serviceable life in 2011)
- Need for interoperability
- Need to expand the footprint of the radio service area
- Need for cost effective flexibility in choosing portable and mobile radio products

### Savings

Cassidian Communications' radio/telephone/recorder solution provides:

- Replacement of current infrastructure with P25 compliant equipment
- Continued use of all the new 800 MHz EFJ radios currently in use
- Ability to choose different user radios, consoles or even different radio spectrum
- Ease of system expansion to accommodate growth of the City
- Interoperability with VHF, UHF, and other radio systems
- A 9-1-1 telephone system with NextGen capability
- 6.9M savings over the previous projected costs of the radio system alone

### Cassidian Communications

- A global leader in public safety systems with a presence in 68 countries
- Only known vendor that manufactures, services and supports both P25 digital radio systems and NextGen 9-1-1 Telephone systems.
- Cassidian will be the prime contractor and will assume full responsibility for:

System Design • Systems Integration • Site Development  
Training • Acceptance Testing • Warranty

### Cassidian representatives attending the July 18<sup>th</sup> City Council Work Session:

Chuck Sackley, General Manager and Vice President of Operations  
Rich Cagle, Vice President of Sales  
Rick Felt, Sales Director  
Steve Fullerton, Account Manager

## **RESOLUTION NO. 11- xxx**

### **A RESOLUTION OF THE CITY OF BILLINGS TO ADOPT A COMPLETE STREETS POLICY**

WHEREAS, in enacting this resolution, it is the intent of the City Council to encourage healthy, active living; reduce traffic congestion and fossil fuel use; and improve the safety and quality of life of Billings residents by providing safe, convenient, and comfortable routes for walking, bicycling, and public transportation; and

WHEREAS, the promotion of transportation improvements that are planned, designed and constructed to encourage walking, bicycling, and transit use increase the general safety, health and overall welfare of the citizens of and visitors to the City of Billings; and

WHEREAS, the Billings Urban Area Long-Range Transportation Plan 2009 Update states, as one of its Guiding Principles, “the City will develop a complete streets policy which will design and operate to enable safe access for all users including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities to safely move along and across a complete street”; and

WHEREAS, the 2010 Community Investment Plan: City of Billings City Council and Staff Strategic Priorities identifies one of its goals to be the “development of a comprehensive, multi-modal transportation system” and includes “complete streets” as a priority; and

WHEREAS, the 2011 Billings Area Bikeway and Trail Master Plan Update directs the community to adopt a Complete Streets Policy; and

WHEREAS, 72.9% of residents are overweight or obese according to the 2010 Yellowstone County Community Health Assessment; and

WHEREAS, only 47.2% of residents meet nationally recognized physical activity recommendations according to the 2010 Yellowstone County Community Health Assessment; and

WHEREAS, Section 61-8-602 of the Montana Code Annotated (MCA) makes bicycle riders rightful road users, and Section 61-8-501, MCA, recognizes pedestrians as rightful road users; and

WHEREAS, the health, safety and welfare of the citizens of and visitors to the City of Billings will be enhanced by the adoption of a policy that promotes a complete

transportation system that meets the needs and expectations of all transportation users; and

WHEREAS, the City Council of the City of Billings desires to establish a clear policy ensuring the needs of adjacent land users and all transportation users, including but not limited to pedestrians, bicyclists, transit users, people with disabilities, the elderly, emergency responders, motorists, and freight providers are considered.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL that the City of Billings adopt the following Complete Streets Policy.

## **COMPLETE STREETS POLICY**

A complete street is comprised of many different elements that are tailored to fit the needs of Users. A complete street can vary considerably in context from rural to urban applications and the needs of Users.

**1. DEFINITIONS.** The following words and phrases, whenever used in this Policy shall have the meanings defined in this section unless the context clearly requires otherwise:

- (a) “Complete Streets Infrastructure” means design features that contribute to a safe, convenient, or comfortable travel experience for users, including but not limited to features such as: sidewalks; shared-use paths; bicycle lanes; shared roadways; bicycle boulevards; automobile lanes; paved shoulders; street trees and landscaping; planting strips; curbs; accessible curb ramps; bulb outs; crosswalks; refuge islands; traffic signals, including pedestrian countdown signals, accessible pedestrian signals and pedestrian hybrid beacons; signage; street furniture; bicycle parking facilities; public transportation stops and facilities; transit priority signalization; traffic calming devices such as roundabouts/rotary circles, speed humps, and surface treatments such as paving blocks, textured or colored asphalt, and concrete; narrow vehicle lanes; raised medians; dedicated transit lanes; and those features identified in the Billings Area Bikeway and Trail Master Plan, and the Manual on Uniform Traffic Control Devices.
- (b) “Street” means any road, public or private, open to the use of the public for vehicular travel, as well as bridges, tunnels, underpasses, overpasses and any other similar portions of the roadway network.
- (c) “Street Project” means the construction, reconstruction, retrofit, maintenance, alteration, or repair of any Street, and includes the planning, design, approval, and

implementation processes. “Street Project” does not include minor routine upkeep such as cleaning, sweeping, mowing, spot repair, or interim measures on detour routes.

(d) “Multi-modal Transportation Network” means all facilities, vehicles and devices designed to facilitate the mobility of people.

(e) “Users” are individuals who use the Multi-modal Transportation Network.

Categories of Users include pedestrians; bicyclists; motor vehicle drivers; public transportation riders and people of all ages and abilities.

## **2. IMPLEMENTATION**

(a) The City of Billings shall consider every Street Project an opportunity to incorporate the principles of Complete Streets.

(b) The City of Billings shall work in coordination with other organizations, agencies, and jurisdictions to achieve a safe, convenient and connected Complete Streets Infrastructure within the Multi-modal Transportation Network.

(c) This policy shall guide the City in the development of ~~e~~ City shall implement this policy through plans, design standards, procedures, rules, regulations, guidelines, programs, templates, and design manuals. As practicable, these documents and tools will be updated to reflect this Complete Streets Policy.

(d) The City will provide periodic training on how to integrate, accommodate, and balance the needs of each category of User. Training will be available to City staff, private industry, other jurisdictions, and community members.

## **3. DATA COLLECTION AND PROGRESS REPORTING**

(a) The City will periodically collect, review and report performance data and benchmark measurements to demonstrate the effectiveness of the policy. This information could include: number of projects completed, number of projects incorporating complete streets infrastructure, actual infrastructure added, number of transit and non-motorized users, community attitudes and perceptions, and safety and health indicators.

(b) Existing advisory boards and committees such as the Technical Advisory Committee, the Traffic Control Board, the Bicycle and Pedestrian Advisory

Committee, the Aviation and Transit Board, Public Works Board, Yellowstone County Board of Health and the Yellowstone County Board of Planning are encouraged to provide ongoing feedback and act as conduit for public participation on the implementation of Complete Streets practices.

**4. EXCEPTIONS.** Exceptions to implementation of this policy may be considered.

- (a) In considering all exceptions, alternatives shall be explored such as the use of the revised travel lane configurations, paved shoulders, signage, traffic calming, education or enforcement to accommodate pedestrians, cyclists, transit and persons with disabilities.
- (b) In considering all exceptions, future project phasing and improvements should address how complete streets principles will be accommodated.
- (c) Exceptions shall consider the multi-modal transportation network in the immediate vicinity.
- (d) When exceptions occur, alternatives and accommodations shall be documented.

PASSED by the City Council and APPROVED this \_\_\_\_\_ day of \_\_\_\_\_, 2011.

THE CITY OF BILLINGS:

BY: \_\_\_\_\_

Thomas W. Hanel, MAYOR

ATTEST:

BY: \_\_\_\_\_

CITY CLERK

# Complete Streets





The Beginning

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# The Alliance

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- Nick Wolter, MD, Billings Clinic
- John Felton, RiverStone Health
- Jason Barker, St. Vincent Healthcare



# Healthy by Design Advisory Committee

- Better Billings Foundation
- Big Sky EDA
- Big Sky State Games
- Billings Clinic
- Billings Family YMCA
- Cancer Control Coalition
- Chamber of Commerce/CVB
- City-County Planning Dept.
- community health advocates
- League of Women Voters
- McCall Development
- MET Transit
- MSU-Billings
- MSU Extension Service
- Nutrition for the Future
- RiverStone Health
- Safe Routes to School
- St. Vincent Healthcare
- School Health Advisory Committee



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# What are the benefits?

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- Health
- Economic
- Safety
- Connectivity
- Recreation
- Quality of life





Here & Now

# Billings' 2009 Citizen Survey

- Only 25% of Billings residents indicated that “ease of bicycle travel in Billings” was ‘Excellent’ or ‘Good’
- Only 36% of Billings residents indicated that “ease of bus travel in Billings” was ‘Excellent’ or ‘Good’
- Only 46% of Billings residents indicated that “ease walking in Billings” was ‘Excellent’ or ‘Good’

# Community Investment Plan 2010 City Council & Staff Strategic Priorities

## Goal:

- Development of a comprehensive, multi-modal transportation system

## Priorities:

- Continuously evaluate Public Transportation funding, ridership and routes for efficiencies and alternatives
- Collaboration and celebration of successes
- Multi-modal and “complete streets”
- Enforcement and Safety
- Balance of limited resources and priorities
- Multi-use trail development and connectivity

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# Policy Development

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- An Ad Hoc Committee, composed of a diverse membership, has developed a policy for the City Council to consider. The policy was created specifically for Billings, is not a boiler plate policy, and reflects the input of all committee members.
- Approximate Timeline
  - January – March: Develop resolution and conduct educational presentations
  - April 7: Public meeting
  - May – June: Revise policy based on comment
  - July: Council work session
  - August: Regular Council meeting?

# Complete Streets Ad Hoc Committee

- Chamber of Commerce
- RiverStone Health
- Billings Clinic
- City-County Planning Department
- Public Works
- MET Transit
- McCall Development
- Sanderson Stewart
- Billings Association of Realtors
- City Council members
- Billings Bicycle-Pedestrian Advisory Committee



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# Public Presentations

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- Neighborhood Task Forces
  - West End
  - North Elevation
  - North Park
  - Southside
  - Southwest Corridor
- The Alliance
- RiverStone Board of Health
- Billings Association of Realtors  
Government Affairs Committee
- Chamber of Commerce Board
- Aviation and Transit Board
- Big Sky Economic Development Board
- BikeNet
- Traffic Control Board
- Bike Pedestrian Advisory Committee
- Montana Conservation Roundtable
- City/County Planning Board
- Chamber of Commerce Trails Committee
- Schools
- Rotary
- Yellowstone County Commissioners



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# Feedback

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- This policy is a guiding document and is not, in any way, to be construed as regulatory.
- This policy applies only to the **City of Billings** and is in no way binding on Yellowstone County.
- Concept aligns with Context Sensitive Design standards of the Montana Department of Transportation.

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# Resolution

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A resolution of the **City of Billings** to adopt a Complete Streets Policy

- Four Pages
- Four Sections
- Written to allow flexibility

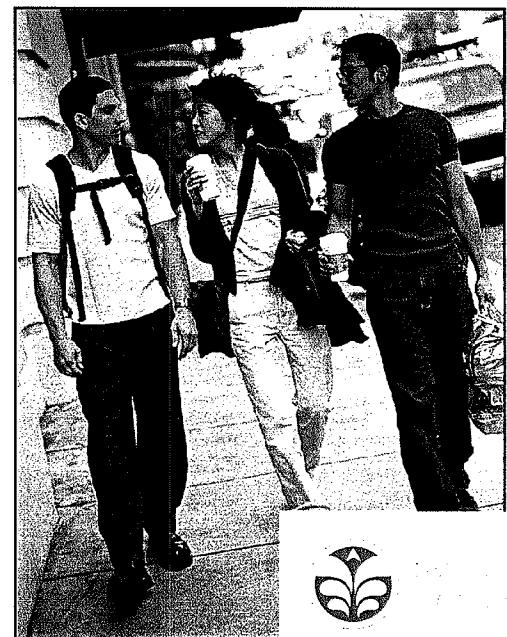
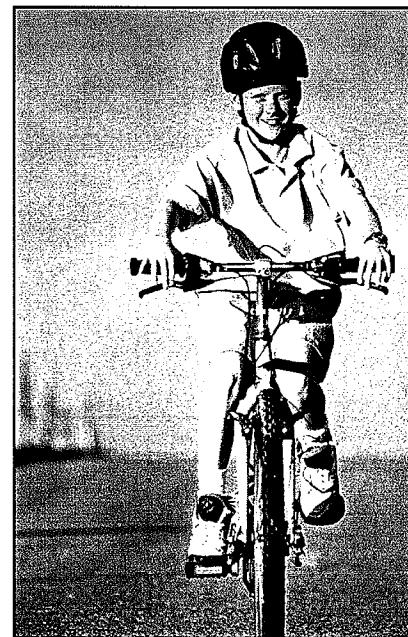
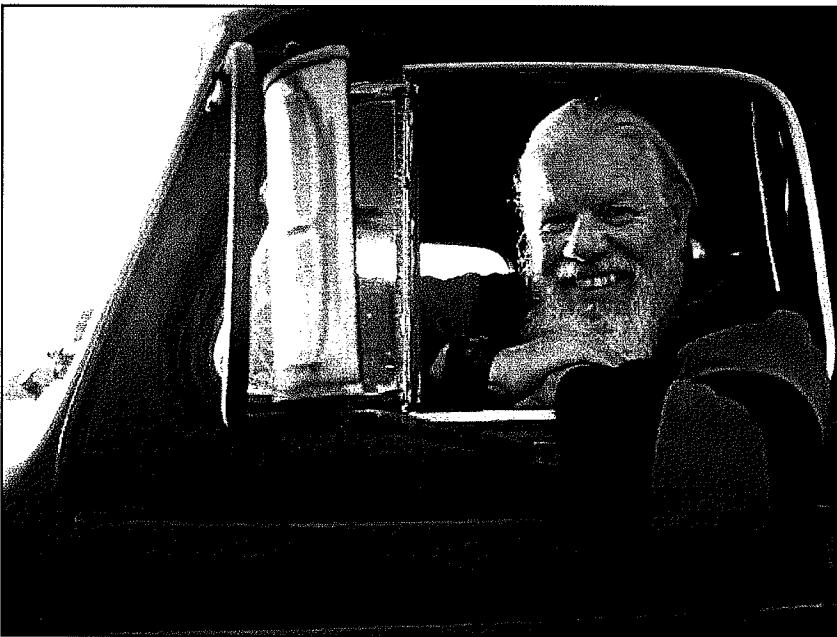
*“A complete street is comprised of many different elements that are tailored to fit the needs of users. A complete street can vary considerably in context from rural to urban applications and the needs of users.”*

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# Section 1: Definitions

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- “Complete Streets Infrastructure”
- “Street”
- “Street Project”
- “Multi-modal Transportation Network”
- “Users”



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## Section 2: Implementation

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- Consider every street project an opportunity
- Work in coordination with other organizations, agencies, and jurisdictions
- Update documents and tools to reflect complete street principles
- Periodic trainings on how to integrate, accommodate, and balance needs

## Section 3: [ Data Collection & Progress Reporting ]

Periodically collect, review and report performance data and benchmark measurements:

- Number of projects completed
- Number of projects incorporating complete streets infrastructure
- Actual infrastructure added
- Number of transit and non-motorized users
- Community attitudes and perceptions
- Safety and health indicators

# Section 3: [ Data Collection and Progress Reporting ]

Existing advisory boards and committees will provide ongoing feedback and act as conduit for public participation:

- Technical Advisory Committee
- Traffic Control Board
- Bicycle and Pedestrian Advisory Committee
- Aviation and Transit Board
- Yellowstone County Board of Planning
- Yellowstone County Board of Health
- Public Works Board

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## Section 4: Exceptions

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When an appeal for exception is presented:

- Alternatives will be explored, such as incorporating infrastructure improvements over future phases of project
- The multi-modal transportation network in the immediate vicinity will be considered
- Alternatives that are considered and any accommodations provided will be documented