

# City Council Work Session

5:30 PM  
Council Chambers  
April 2, 2012

## ATTENDANCE:

Mayor/Council (please check) x Hanel, x Ronquillo, x Cromley, x Cimmino, x Pitman, x McFadden, x Bird, x Ulledalen, x McCall, x Astle, x Crouch.

ADJOURN TIME: 7:57 p.m.

## Agenda

<b>TOPIC #1</b>	<b>MSU-B Master Plan</b>
<b>PRESENTER</b>	Eakle Barfield
<b>NOTES/OUTCOME</b>	

- Currently updating the MSU-B Master Plan has been over a decade since the plan has been updated. This is a living document that provides 20 year projection into the future vision we are constantly working with. In 1927 there were 150 students as compared to 2012 at 5,300 students. Most of the property is zoned public, although there is an area zoned residential between Virginia and Normal. In the last 13 years the enrollment has increased by 1,000 students. This year we have 120 international students, normally we have 20 students. Seventy percent of the students are from within 70 miles of Billings, 90% of the students live off campus, 70% of the students are full time.
- New this semester is the “Jacket Shuttle,” which is commuting students out to the College of Technology.
- There are currently 3,000 parking spaces, looking at five (5) years growth we are looking at a surplus of 497 at the four (4) year college and 260 at the two (2) year college.
- Currently working with School District 2 to get some athletic facilities at the Career Center.
  - New two (2) bedroom suite with a common bath dormitory for 200 on the main campus.
  - Science Building nearly was approved at last Legislative session; will try again for bond funding.
  - McFadden: Serious ridership if had trolley out of downtown to campus? Barfield: Possibility. John Walsh working with the task force. Not sure if it will work out financially.
  - Ulledalen: What changes have you had in parking dynamics?
  - Eakle: Comfortable with theirs. Rent out 150 parking spaces to Rim Rock Medical. At one time thought students would go to tree streets, but not getting calls.
  - McCall agrees with the students not using the tree streets for parking.
  - McCall: How many times a day is shuttle run to COT?
  - Chancellor Groseth: Four (4) round trips.
  - Mayor: Estimates of calls related to law enforcement on campus?

- Eakle: Dumbfounded at reduction in infractions on campus.
- Ulledalen: Campus police now handling calls previously being referred to City Police Department.
- Public comments: None

<b>TOPIC #2</b>	<b>2012 Limits of Annexation Map Amendment Recommendations</b>
<b>PRESENTER</b>	Wyeth Friday
<b>NOTES/OUTCOME</b>	Postpone Final Consideration to 5/14/12 Business Session

- Annual presentation is in conjunction with CIP so needs are funded.
- Council approved last changes in May 2011, with major changes in policy but few in map. Aligned policies
- This year, no policy changes, only changes to map, following CIP approval in March.
- On April 23, will present four recommendations: add Phipps Park to city; add three (3) residential areas and an adjacent park; not to add requested Knife River changes at this time; to reflect de-annexations and other changes made previously.
- Astle: Doesn't city have another de-annexation (Ziggy Ziegler)?
- Wyeth: Yes, and an annexation on the 23<sup>rd</sup> and one (1) at a meeting later, that will be added.
- Wyeth: Phipps Park in the county and under Sheriff's Office. City Fire comes to area already and fireworks enforcement is an issue. City Park regulations do not apply. Long range plan is not to provide water and other improvements because it was given to the city for a natural park.
- Mayor: Asked where expanding?
- Wyeth: Would recommend annexing and zoning it.
- Cimmino: how many acres does that include?
- Whitaker: Just under 400 acres.
- Wyeth: Annexation of three (3) residential areas and adjacent park is requested by owners south and east of Rod and Gun Club Road and Highway 3. City is around it. There is room for a couple of homes, although limited by rims edge.
- Bird: Why inset in pink?
- Wyeth: Area to be annexed. Rest of area is yellow is still in long-range annexation area. Capacity for service if property owner paid for it to be extended. Park land would make sense to include now.
- Wyeth: Knife River's annexation request is for Lots 1, 2 and 4, Block 1, Long Subdivision and Tracts 1A1 and 1B of C/S 1100: Property is 227 acre property. Had to complete an urban planning study as did previous site. Also showed how property might be developed. Fairly significant concerns by annexation committee: No details on how it would be developed; concerns about costs and capacity of providing water; concerns about development time frame. Recommendation not to bring it into red annexation area on map. Discussions with applicant on bringing it back in fall, and additional information provided today by applicant.
- Wyeth: De-annexation and other changes reflect previous Council action.
- Bird: People like to take dogs to Phipps Park. Would dogs be allowed if annexed?
- Mike Whitaker: Dogs allowed in undeveloped parks on leashes.

- Ulledalen: Virtually never happens.
- Ulledalen: Any idea of number of developable lots? Previously, annexed when farmers wanted to retire and city lived with consequences later.
- Wyeth: Don't have number, but several subdivisions are going into next editions.
- Cimmino: Annexation Committee under Planning?
- Wyeth: It has representation from Finance, MET Transit, Public Works, Fire, Police, Parks, School District #2, Heights Water District and Administration, and is overseen by Wyeth.
- Ulledalen: Getting feelers from those on outskirts want annexation? Getting push back from development community on limits of annexation?
- Wyeth: Not many have come forward recently. Have heard no concern about needing more area. Have some in red area could move in.
- Ulledalen: Will there Priority Based budgeting implications?
- Tina: Yes. Priority Based Budgeting will be ongoing.
- Public comment:
- Rick Leuthold, 1300 N. Trans Tech: on item 3 with handout. Representing Knife River regarding their pit. As development occurred on Shiloh Road, talked about life of operation being 40 years. Over the last 4-5 years, economy and method of removal has led Knife River to determine it will shut down operations. About two (2) weeks of operation with crusher and then company will move unit to another site, possibly to Cheyenne; batch plant to follow with move in fall. Still maintain operation but do it in different way than before. Yellow lines on map shown delineate entire 477 acre site. Concerns expressed about the long-term nature of property near 48<sup>th</sup> Street. So Knife River moved back into limits of annexation map; has looked at corridor commercial development on Shiloh; lines up with Montana Sapphire and cuts off there. Still concern about size and what Knife River is going to do there. Knife River is concerned about not spending a lot to master plan since it will sell the land to a developer. The front portion (front 100 acres) will be commercial. Back part could be for restaurants and like. Lower part of the commercial area to work with Larson's. Lower part in residential taken out of play for now. Knife River still was concerned about size and with infrastructure move, wants to sell land to finance equipment move, so today a new 93-acre site on Shiloh Road was submitted to Planning to be brought into limits of annexation.
- Astle: is it the easterly half of Shiloh property correct?
- Leuthold: Knife River wants to move out equipment and do master plan similar to the commercial development across Shiloh. Would have big box and two mid-box stores to fill community need. There were questions with regard to services: 16 inch water line would be to be extended on Shiloh and back on Hesper. Sanitary sewer would come from Gable and Hesper. Also dry sewer at roundabout at Shiloh and Hesper. When sewer larger than 12 inches, city has a recent history of having contributed 100 % of costs.. Still up to Council whether to enter into reimbursement with the parties under Section 26-504. If property were to develop, the developer would ask the city to pay; if the city has no funds for the project, it doesn't have to. Developer could ask for five (5) year payback, but the Council could deny. One of other items discussed at Lenhart site was water reservoir capacity. Recent CIP calls for Chapple Reservoir upgrade, which creates capacity for this area. It is appropriate to request to be in red area so Knife River can plan to develop. Have received good responses from developers when they have

time to plan for them. Going to a twice a year annexation review process might be helpful. An annexation should be reasonable: 477 acres wasn't reasonable, 93 acres is a direct area for commercial development. He asks for inclusion of it within the red annexation boundary so Knife River can annex in 12-18 months, with people ready to purchase. Will be back to the Council Work Session on April 23<sup>rd</sup>.

- McFadden: Development to begin five (5) years after sold or five (5) years from now?  
Leuthold: Within a five (5) year period, will start development. Told 24-36 months likely to see stores open in company with Scheel's.
- Ulledalen: Montana Sapphire hasn't happened; voted against Lenhart Square Annexation. Without someone wanting to master plan, could have reasonable vision or no vision for site, and could deal with it piecemeal over 20 years. How do we make sure the City is not taking money out of CIP and spending it on this annexation instead of another part of the plan? Concerned about long-term vision for this plan.
- Leuthold: That's why it now is down to 93 acres. Chapple Reservoir is in CIP, moving forward, extensions are initially at developer expense. Could choose not to pay and then it's up to the developer. Been through significant retraction; things changed substantially. King Meadows near Montana Sapphire now has buyer and is moving forward with development. Can't guarantee this won't be impacted without another economic swing but as it stands now high likelihood commercial property will be developed.
- Mayor: Quality controlled commercial development would look a lot better and be a better use of land. Appreciate up-front that annexation for purposes of resale, whereas another piece at South Billings Blvd., off of King Avenue East, still waiting for trail to be annexed.
- Ulledalen: Quick move for Knife River but does someone in 20 years look back and say this was the dumbest move to put something industrial upfront and destroy the property value in the back? Council has been criticized in past for not seeing big picture.
- McCall: Helpful for staff to present additional information because the site may come up for inclusion.
- Wyeth: Memo deadline for April 23<sup>rd</sup> is this Thursday. Information received from Knife River today has been sent out to the Annexation Committee, but the Committee may have to delay because it has not had chance to meet on new information.
- Pitman: Triangle subdivision across street may create a county island.
- Wyeth: Area around Temple Place is not in city and has not heard the property owner wants it to be brought into red.
- Mayor: Who owns this area?
- Wyeth: Baptist College and other residential property owners.
- McCall: In terms of the annexation committee what would be the effect of delay?
- Tina: CIP already approved and is normally done close to this time. If the delay is too long would hold up CIP.
- Ronquillo: Asking about a dog park at the pond
- Tina: the land was actually in discussion with the county with the Parks Department and Public Works; Parks was looking at it for a dog park, Public Works was looking at it as a retainage area and water purification to help with storm water. Public Works has purchased the land, unfortunately the site is barely large enough for the project, and the engineers are looking at the site. Parks is looking at alternative sites for a dog park.



- Wyeth: It is in an area to be developed.
- McCall: Suggest postponing. Consensus of Council is to postpone consideration of the recommendations for one business session and have Annexation Committee meet again.
- Ulledalen: Need to know the city costs of extending services, and future cost that binds future Council.

<b>TOPIC #3</b>	<b>Council Park Priorities</b>
<b>PRESENTER</b>	Mike Whitaker
<b>NOTES/OUTCOME</b>	Proceed with Option A

- First six (6) rankings on capital from Council similar to scores from PRPL Board. In order of ranking: Rose Park water slide replacement, rebuild/replace nine (9) restrooms, emergency and general maintenance, lay ground fall protection upgrades at 36 sites, Castlerock Park rebuild tennis courts and South Park replace playground equipment. For some to be completed for 2013 season, assessment needs be approved before June 13.
- Five (5) ongoing improvements are the same as the Park Board except for the weed management implementation. Includes: weed management, improved park maintenance, picnic table replacement, keeping park restrooms open three (3) months longer and trail maintenance.
- Pitman: asked for capital.
- Astle: Work to be done by RFPs or staffing?
- Mike: Combination of both.
- Astle: RFPs could help with weed and feed. Proposed keeping restrooms open three (3) months longer – should be one (1) month. Against five (5) people being hired, will not support. Can put request for proposals and have work hired out. Because PRPL Board land sale subcommittee meetings are on Thursdays, he will have to withdraw from attending meetings; someone else from Council needs to volunteer.
- Jon Thompson: Plan for weed control is combination of RFPs and some in-house. We do that now. RFPS are issued in property owner-financed PMD parks because we have the funds. In the natural parks, staff is needed to do more aggressive control of noxious weeds. State had made changes and city will be required to meet stricter standards for noxious weed management. This is a big project; there are a lot of weeds to be sprayed. In General Fund parks easier to contract the weed management out, but not in natural parks. Astle: Why is there the need for two (2) staff to do noxious weeds? Can hire professional pesticide company, they would know noxious weeds would they not?
- Jon: Depends on company.
- Cimmino: Parks is running an ad for 40 part-time employees, what will they be used for?
- Jon: Emptying trash cans, manual irrigation at some park sites without automated systems, weed eating. Parks cooperating on weed abatement with Planning, saving costs and utilizing the same seasonal employees to mow PRPL properties. Park attendants are deployed as follows: Four (4) zones in city, in each have fulltime staff: two (2) full time staff in two (2) zones, three (3) full time staff in others, and supplement with six (6) to eight (8) seasonal. Restrooms are opened, cleaned and closed seven (7) days a week by five (5) seasonals. Fulltime handles work in spring and fall, but while 35 sounds like a lot, limited time how many can be used; seasonal cannot have more than 960 hours. Some are students.

- Tina: Use of seasonals is limited by contract with Teamsters.
- Jon: Having hard time hiring seasonals at \$8.25-\$10.75/hour. As of yesterday have seven (7) applicants, two (2) returning that will not hire back, possibly because people going to Bakken. Other Montana communities pay substantially higher for seasonals.
- Mayor: Increase in last year's part-time staff?
- Jon: No.
- Mayor: Include staff for the pools?
- Mike: No. Majority of 200 seasonals except 40 already discussed are recreational. Many positions below minimum wage.
- Bird: Funds used to pay for seasonals for PMDs come from PMDs or General Fund?
- Jon: General Fund bills PMDs back for work done in them. Budgeted in General Fund, and then tracked and charged back for all costs.
- Ulledalen: Given amount of land, probably not grossly overstaffed. Temps are not as productive as fulltime, and hopefully the Park Board is looking at is whether there are too many parks, and what to get rid of. Phipps Park interesting to naturalists, possibly best idea for weeds is to hire sheep to eat.
- Jon: Pioneer Park Master Plan compared Billings with cities including Great Falls, Fargo ND and Boulder CO. Billings, with current staff of 13, maintains more developed park land per fulltime employee than any of other cities. There are 91 acres of developed parkland, including buildings, playgrounds and other structures. Fargo maintains 61 acres per full time person. Boulder CO maintains 21 acres per full time employee. Missoula maintains 22 acres with 24 employees; Great Falls has 43 acres per full time equivalent employee. One of reasons we feel Billings needs more staff is a concern the if there is no staff to maintain what is fixed with Citywide Park Maintenance District, 5-10 years from now going to be back in same situation. Fix irrigation breaks, plumbing problems, shelters not maintained. He has been here only here three (3) years, when he came, he asked each fulltime staff, who said they need help. Billings has added 24 new parks with no new staff, 30 miles of trails with any new staff, overwhelmed. Wouldn't come to Council if didn't think need more staff. When compare with others in Montana, substantially understaffed and spending about \$1,000 per developed acre which includes buildings; Fargo is spending \$1,400, Boulder is spending \$5,800, Missoula spending \$2,800; Great Falls spending \$2,700. Does the City of Billings have too many acres? Talking just about developed acres. Parkland acreage per 1,000 of population: Billings has 24 acres/person, Fargo ND has 24, Boulder has 19, and Missoula, 57 acres including conservation lands. Great Falls 20 per 1,000 and Bozeman 24.
- Pitman: Have to look outside box. Doing too much. Others have less acreage, doing more with less space. Need to look at what they're doing. Contract out PMDs, be proactive. Adding the sprinkler systems did what it was supposed to do. Need to look at contracting when hard to find people, businesses do that.
- Astle: Not saying staff isn't working tails off. One thing that hasn't been said is what is the level of maintenance? Can maintenance be compared with what doing here? Lives about two (2) doors from Gorham Park, restroom needs maintenance, can't see need watering or mowing, do see need for weed control but could do three (3) times year. Would like to see difference in maintenance levels, before we say we're woefully understaffed.

- Jon: Parks do look better, buildings in better shape, irrigation system works more efficiently. Did upgrades and automation to about 1/5 of lands but left the others. Little things not getting done. Irrigation complicated, requires institutional knowledge, not easy hire out. Maintenance staff not lawn mower jockeys with weed eaters. They are trained individuals, we send them to school to learn about irrigation, turf, send seven (7) that have commercial pesticide applicator licenses, we have several that have horticulture college degrees and bring a huge base of training and knowledge. Need core group to make sure contracts are being done properly in 100+ parks we have. Compared to other communities even in Montana, we have a small staff. Can contract but need ongoing daily maintenance and that is where we are really lacking. That's why we're in boat we are with ongoing maintenance issues.
- Crouch: Response to letter to editor this a.m., when will park restrooms be open?
- Mike: When seasonal staff is hired the restrooms will be opened. When I first started the restrooms were opening May 1. Now trying mid-April. When the weather is nice, people want know why the restrooms are not open.
- Ronquillo: Help is hard to find. This year they don't want to come back. Have to know when to spray, when people are not in park, when the wind is not blowing. Son does this type of work, cannot do it when it is windy or raining, if you can't do a certain day, you have to come back.
- McFadden: Question about picnic table replacement. Only four (4) in Terry Park. Would this plan increase the number of tables?
- Whitaker: Yes. All we are currently doing is repairing tables, not adding new ones.
- Pitman: Would like to hear from Council about matching funds. Originally looking at \$500,000, Tina suggested lesser amount of \$100,000. If we do slides, need to have money set aside so when time comes to replace can do so.
- Bird: Once we take care of capital, purpose of the maintenance fund is to address ongoing, so will be able to do ongoing. Will have ability to develop perpetual maintenance fund with the PMD. Worth talking about matching fund, there are people in community who would like to be part of it.
- Mayor dismissed himself from the meeting.
- Ulledalen: Go forward with A or B? Think best option is A. Astle agrees.
- Pitman: Option B because of borrowing money. Proposed General Fund loan for engineering work in advance is a problem.
- Ulledalen: Option to think about it.
- Bird: Need concrete plan on restroom replacement and repair. Will Council see concrete plan for repair?
- Mike: Can identify the restroom but until we do some engineering, not certain of what will be done at each structure. Will provide in Friday packet.
- Cimmino: How was the point system assessed?
- Mike: Lower score, higher ranking. If everyone ranked as 1, had 11 points. Ranking of water side is raw score to get ranking.
- Ulledalen: Proceed with Option A.
- Public Comment:
- Bill Cole, 3733 Tommy Armour: Is on the committee that has been asked look at disposal city parkland. Brief update. Process moving along well; meet twice a week,

staff helpful in developing list from 500 parcels and trying to develop procedure of ranking those. Committee has decided to use a two (2) track process: rank 500 parcels and find low-hanging fruit. Every parcel has a story which could be very complicated and time consuming. Need to find good candidates, bring them before Council relatively soon. Encourage all Council members to attend and if someone wants to be a council representative would be great to replace Mark.

- Rachel Cox, 2015 Azalea Lane: Russ Fagg asked to present thanks for passage of the PMD and stress we have lost 11 tennis courts in 20 years and will lose more unless kept in proposal. As a member of the dog park committee, great success story for residents, seen 40 cars up there while on a run near park. Was to be communitywide. Keep getting hammered, where west end dog park? If bring proposals forward where we are trying to get dog parks, need a west end dog park and regional park in west end. People coming to community ask about bike paths, parks and trails. Want to maintain parks already have.
- Ulledalen: Problem with dog parks is deferred maintenance or building wish list of things we haven't dealt with. That's why he favors A, let's get going on it. Haven't done good job working with other to go forward. Lots other groups could contribute. People could work parallel with citizens.
- Rachel: Wouldn't have dog park without High Sierra Park. Think about maintenance all the time.
- Ulledalen: Have master plan for Riverfront Park with no \$\$, have Phipps with no master plan and little maintenance, and yet have vision for another major park in that area.
- McCall: Cost of dog park?
- Mark: Current dog park is not complete, but cost \$40,000 to open.
- McCall: How much was City contribution and how much private?
- Mark: City provided land, rest from citizens.
- Cimmino: Of 500 parcels being considered for sale, any potential for dog park?
- Mark: Next priority west end, but not much out there of appropriate size. Many smaller neighborhood parks. Struggling to find suitable acreage.
- Ulledalen: Some odd shapes, not buildable. Conditions are difficult.
- Cimmino: What's required? How big?
- Mark: Seven (7) acres with one dedicated for small dogs.
- Pitman: thanks Cox for assistance. Started deferred maintenance and changed into a park maintenance funds. Deferred maintenance sometimes means relooking at what do in parks. Whole new concept of how to start looking at parks. Need to keep in mind with Council. Big puzzle in parks board and we can't just look and say we will fit it in 30 years with repairs, we are also looking at the demands of the future.
- Bird: Option for south side, does it make better option while work on west end?
- Mark: Riverfront Park and others being examined. Some is purchasing the land and actually development.
- Bird: Land city owns being looked at?
- Mark: Riverfront Park has been looked at but we need to work with Corps of Engineers and funding. Conversation with private entities to develop, trying to see if that will work out.
- Bird: Why west end over south side?
- Mark: Hearing more from west end (15-20 people, 3-6 times a week) to use park.

- Bird: Should look at where can make happen. Hate to see one forestalled because another side of town prioritized.
- Mark: Looking at both options but if something breaks on either side, could go with it.
- Mike: Committee selected Heights because already irrigated, not in a neighborhood. Might have a large enough parcel elsewhere but several things look for.
- Tom Iverson, 2717 Hoover: Pleased to see ranking similar to Park Board, encourage go with Option A, and levy entire \$2 million.

<b>TOPIC #4</b>	<b>South TIF District Update</b>
<b>PRESENTER</b>	Tina Volek
<b>NOTES/OUTCOME</b>	Bring Back to Future Work Session for Additional Discussion

- Tina: You received a memo in your Friday Packet regarding the situation with the South Billings Blvd. Tax Increment District. The Department of Revenue (DOR) has determined the increment was overstated for tax years 2010 and 2011; stating the city has received \$475,000 too much tax increment. School District #2 had an increased valuation of 2.4 million dollars and the Elysian School District #23 had a 0 increment because the taxable value was lower than the base value. The tax rate (mills) was applied to the School District #2 increment taxable value and produced about \$1.4 million/year of tax increment. DOR received a complaint from Kevin Nelson who believes property owners in School District #2 were overtaxed and should receive a refund. Because TIDs do not increase the amount of property tax that an owner pays, taxpayers are unlikely to receive a refund. The error could have caused the city to receive too much tax increment and should consider rebating the overpayment to other taxing entities. Some of the properties were incorrectly identified as being in School District #23 and were actually in School District #2. The corrected incremental value for the two combined in \$2,035,000, at the current rate that would produce \$1,200,000/year of increment. To correct this error the County Treasurer will withhold some of the May/June tax increment from the City and disperse the money to all taxing jurisdictions, including the city. From this change School District #23 will lose about \$16,000/year. The SBBTID account has a \$1,800,000 balance, so there will not be cash storage. The three (3) steps that can be taken are: do nothing; city may agree to use the SBBTID funds to pay the shortfall; or take the Elysian School District area out of the South Billings Blvd. District.
- Ulledalen: Elysian area different enough from rest of district to remove?
- Beaudry: Cabala's asked for tax district to offset public improvement costs. Many residents could not afford street, landscaping, staff saw real situation of creating enough increment not only to help developer but the residents. Without commercial, 90% residential and 10% industrial. Looking for ideal ratio to grow increment and make improvements.
- Pat Weber: Not heard from Elysian Schools. Schools can go back and recapture what they lost through levy. County plans to meet with the Elysian School District. Through their school district levy they can be made whole.
- Ronquillo: Rumor some properties were not put on tax roll.
- Weber: There were two (2) properties that had not been added when approved by Council. We will start collecting taxes from them now.

- Cimmino: Option 2 best?
- Pat: If school district didn't have ability to make themselves whole. Option 2 would be best.
- McCall: What are consequences if choose not to make themselves whole? Will residents have increased taxes?
- Brent Brooks: Legal, if not ethical.
- Ulledalen: If we can fix it, should choose to do so?
- Bird: Any indication how long to make up lost revenue to Elysian?
- Pat: Many hotels could be getting large tax breaks. Not going to change until reappraisal in another three (3) years, or only happen with new building.
- Ulledalen: Ask Brent and Pat to fill in details on the options and return on future work session.
- Public comments: none.

<p><b>Additional Information:</b></p>
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Public comment: none.

Adjourn 7:57 p.m.

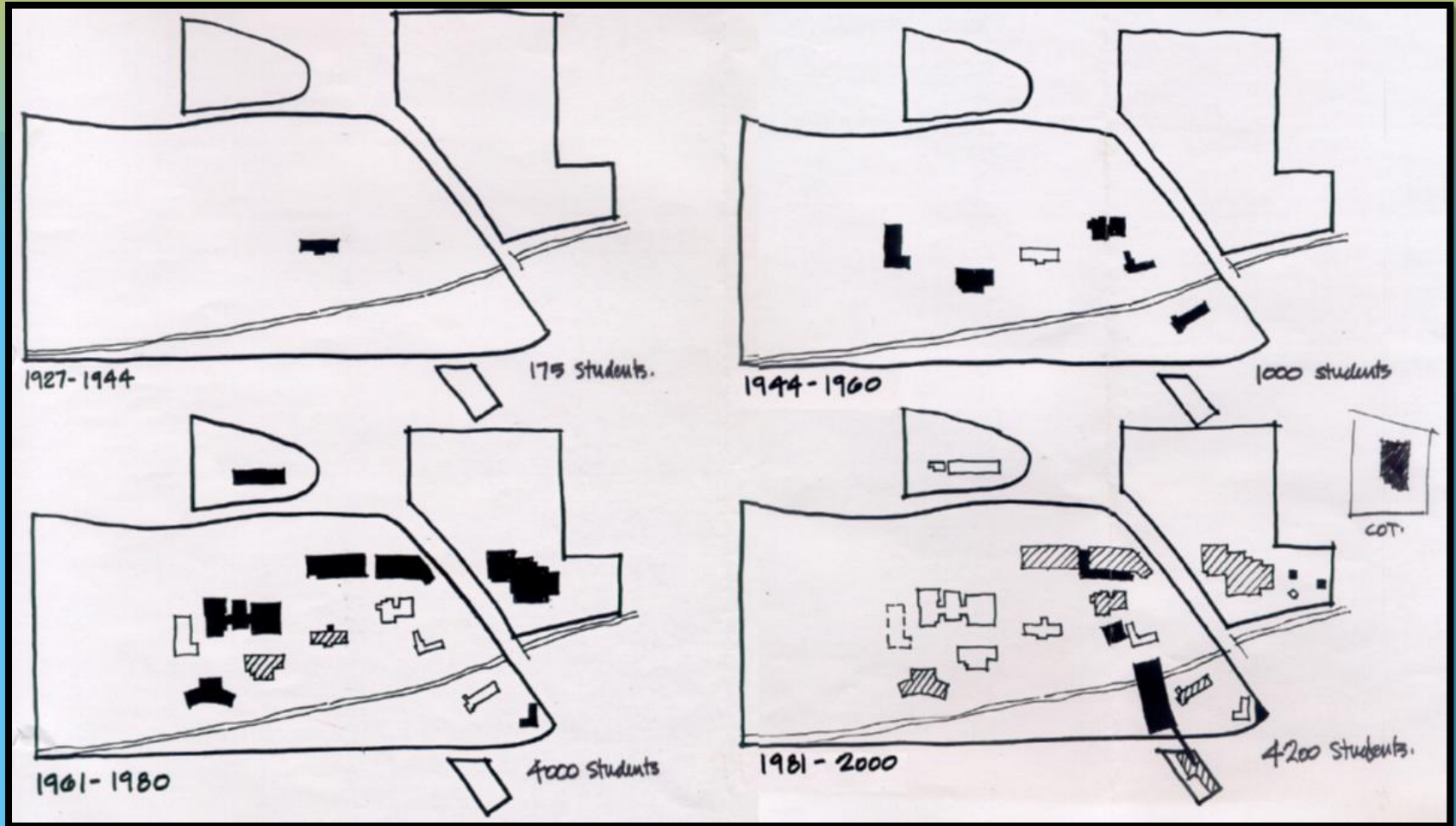
# *Montana State University Billings*

## *Master Plan*

### *2012*

- Master Plan guides the orderly development of the University consistent with it's Strategic objectives to meet the Mission & Vision.
- The plan is a living document with a twenty-year perspective along with multiple phases of development.

# Campus History

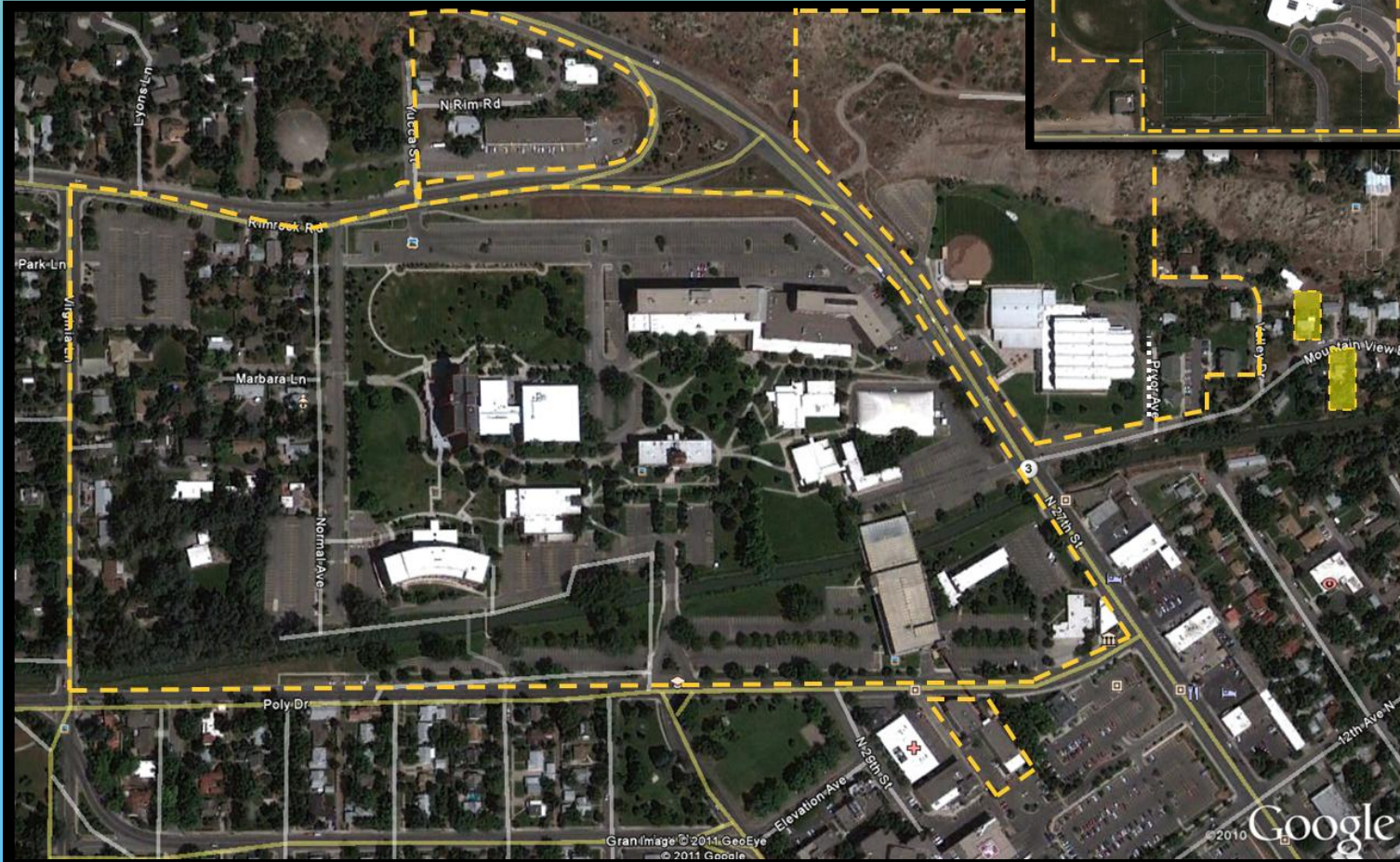




# Campus Property

2 yr Campus

4 yr Campus



Current



Master Plan



# Campus Property

2 yr Campus

4 yr Campus



Current  
Authorized



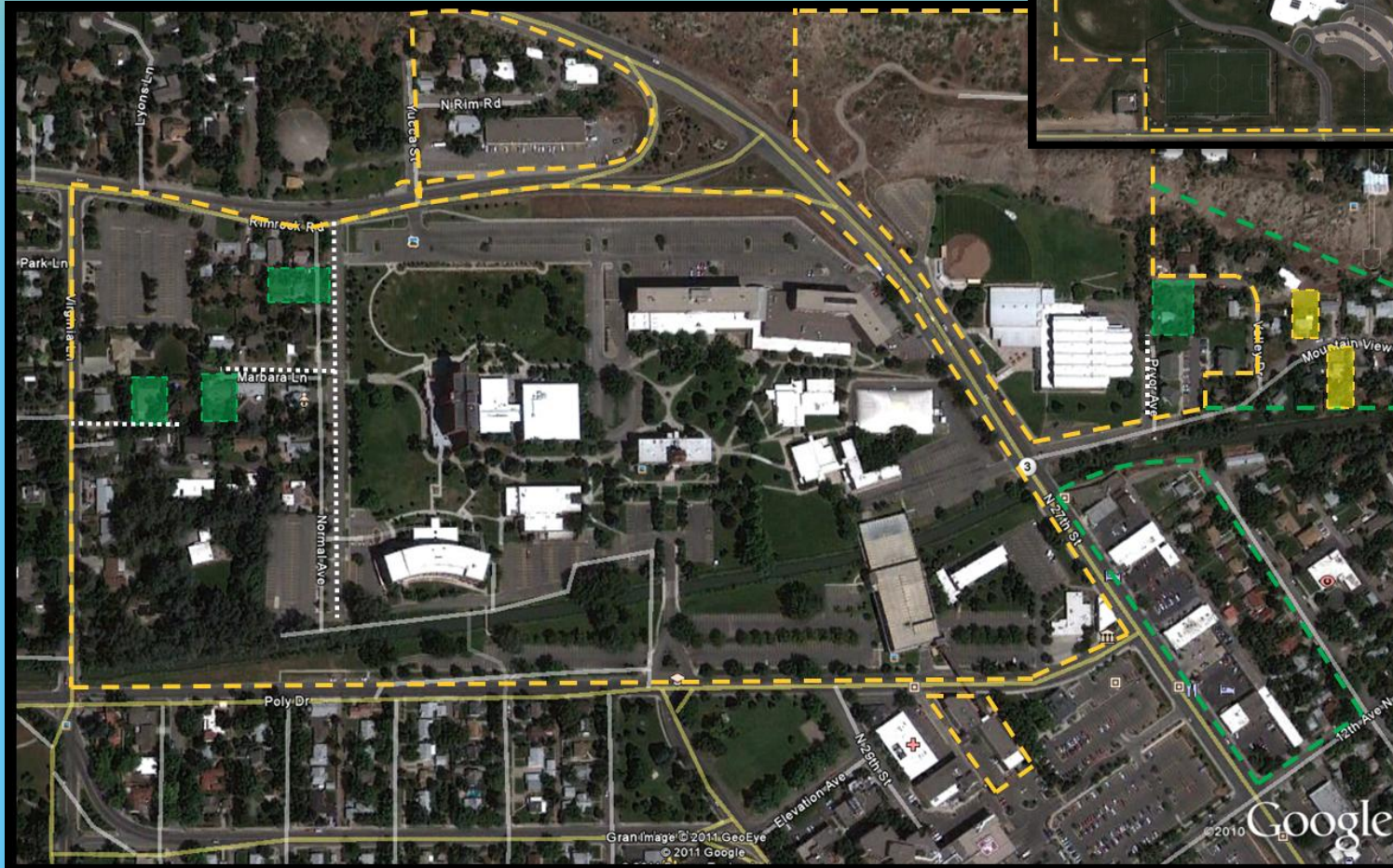
# Master Plan



# Campus Property

2 yr Campus

4 yr Campus



Current  
Authorized  
Vacate



# Master Plan

# Zoning Map



Public

Residential 9600

Community Commercial

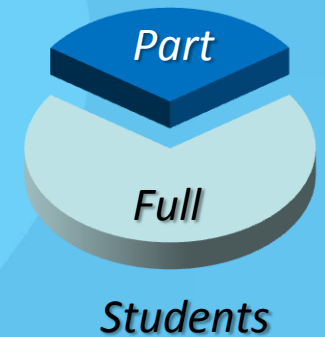
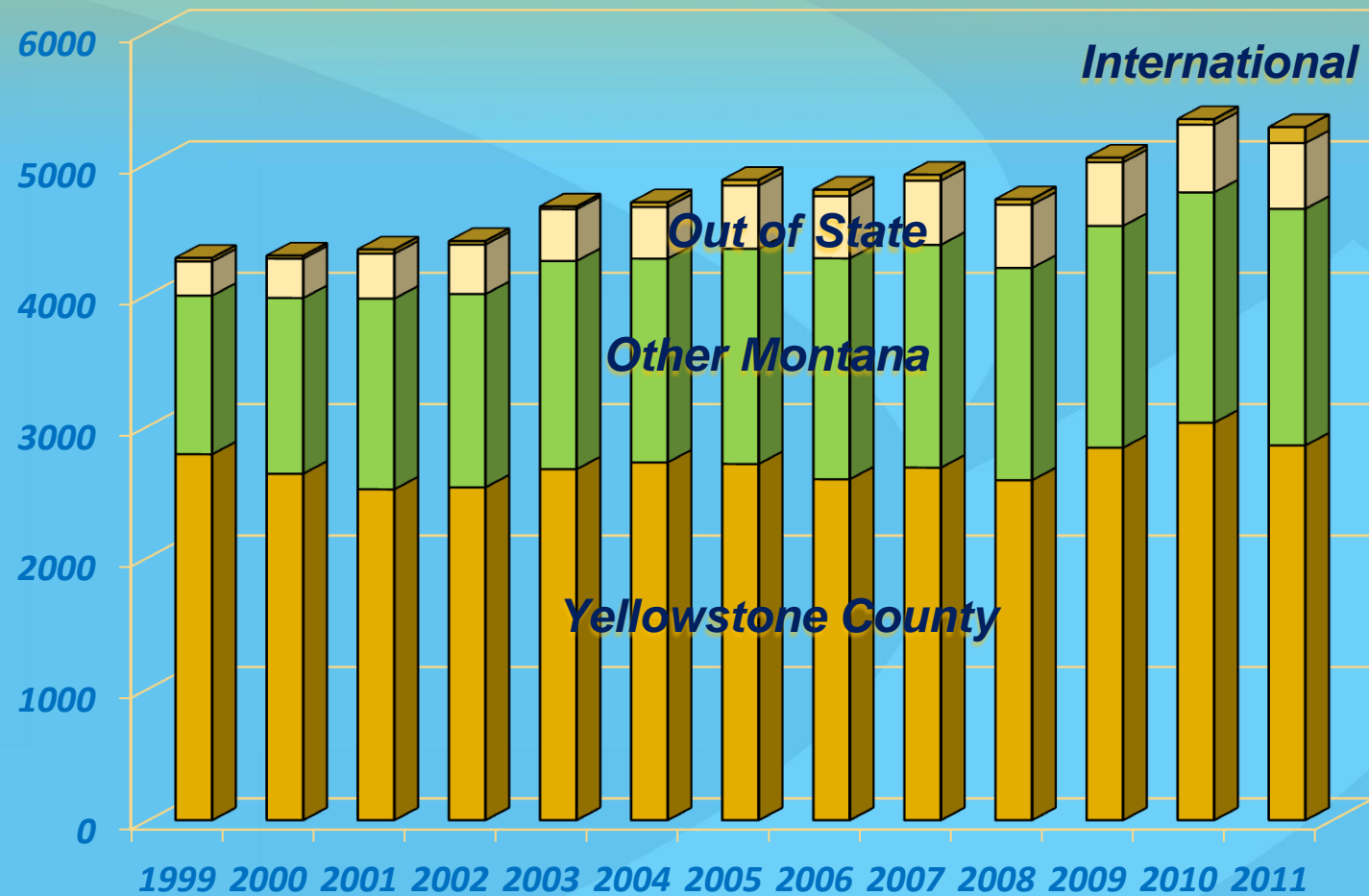
Residential Multi-Family



Master Plan

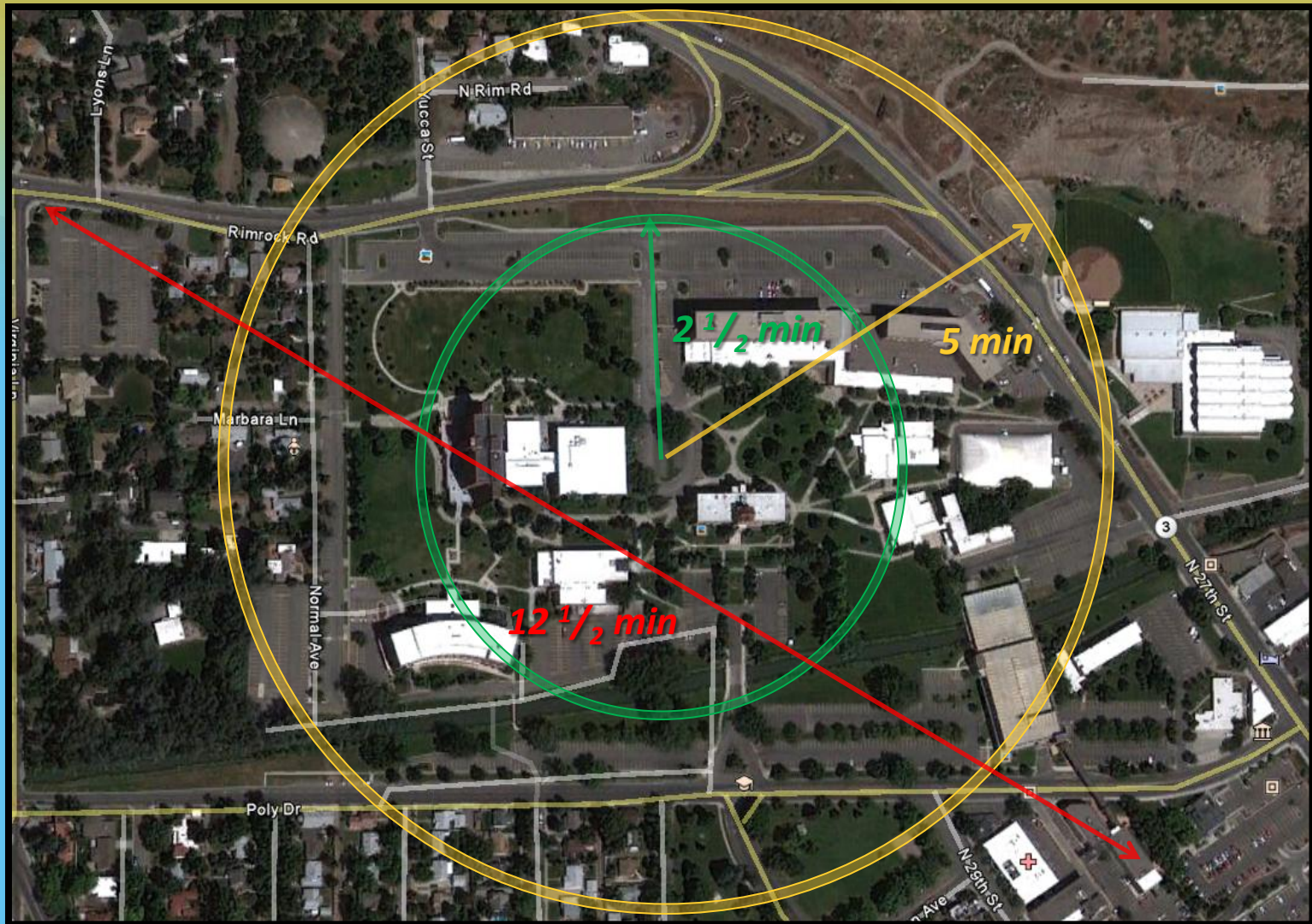


# Enrollment



*Master Plan*

# Circulation





Metlink

Crosstown

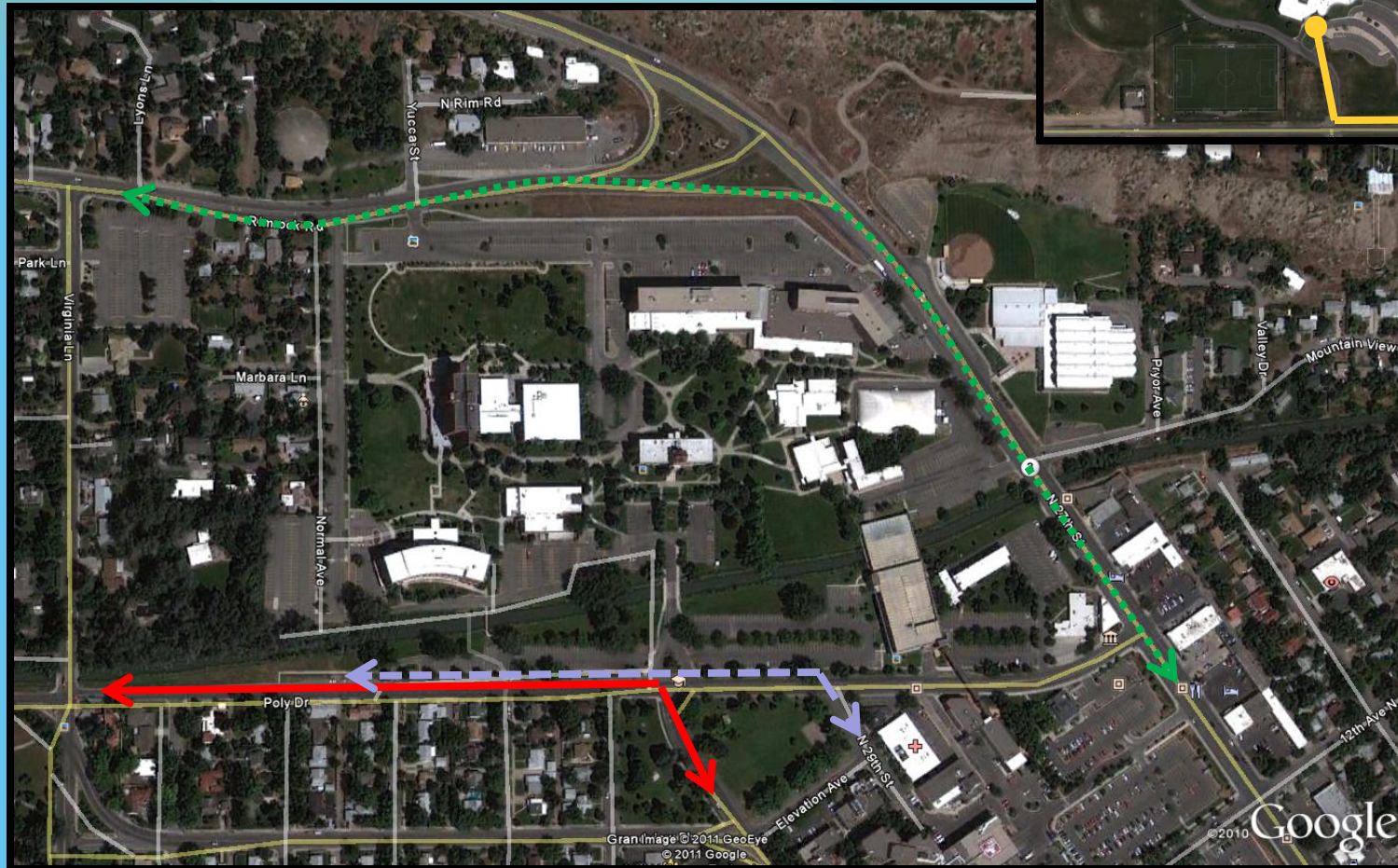
Rimrock

Broadwater

# Public Transportation

2 yr Campus

4 yr Campus



Downtown  
Trolley



# Master Plan

# Parking

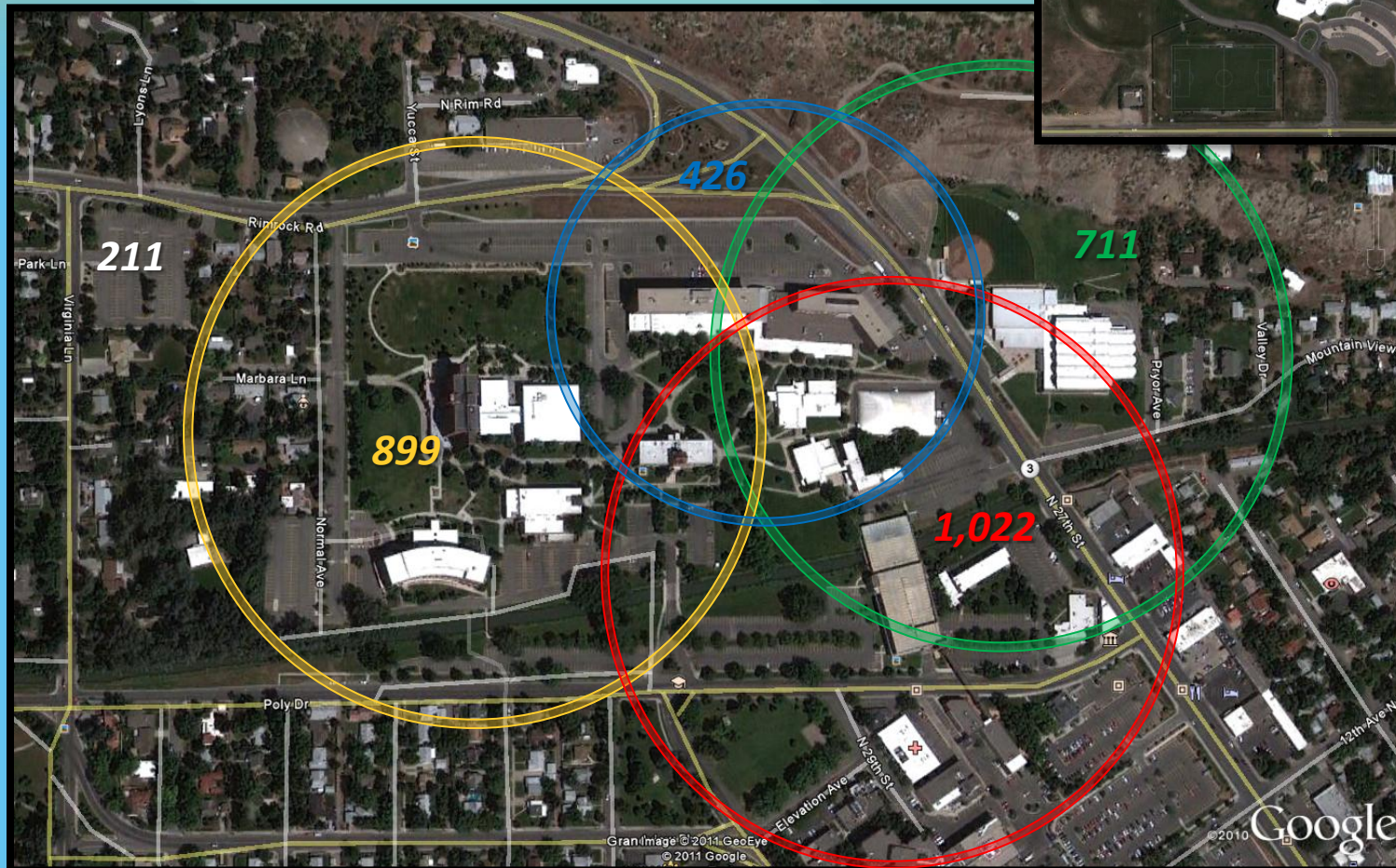
Suggested Parking Needs							
Constituent	Populations			Existing	Parking		
	Current	Projected	Change		Required Ratios	Current Need	Projected Need
Non-Simultaneous Event Parking							
Alterowitz Gymnasium	2,368	2,368	0%		4 to 1	592	592
SUB Ballroom	200	450	125%		4 to 1	50	113
Petro Theatre	510	510	0%		4 to 1	128	128
Subtotal *						385	416
Day Time Campus Parking							
4 Yr Campus							
Students	3,883	4,200	8%	1,873	5 to 1	777	840
Faculty & Staff	597	600	1%	369	1 to 1	597	600
Visitor				59			
Accessible Parking				64	1 to 100	18	19
Subtotal				2,365		1,391	1,459
2 Yr Campus							
Students	1,391	1,500	8%	524	5 to 1	278	300
Faculty & Staff	98	100	2%	78	1 to 1	98	100
Visitor				44			
Accessible Parking				18	1 to 100	4	4
Subtotal				664		380	404
Excess Parking Spaces							
4 Yr Campus & Event						589	490
2 Yr Campus						284	260



# Parking Zones

2 yr Campus

4 yr Campus

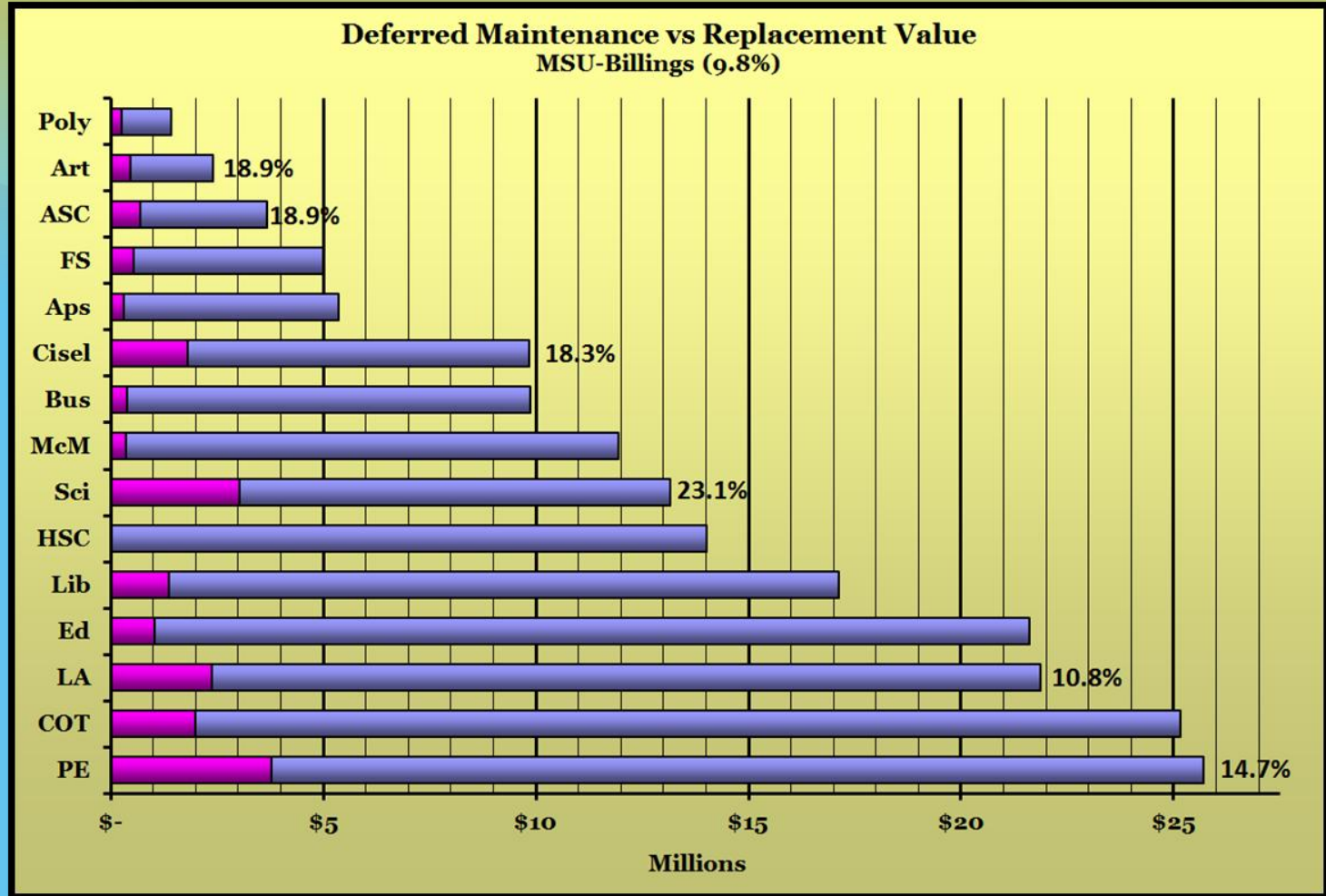


**West Academic**  
**East Academic**  
**Residence Halls**  
**Sports Events**



Master Plan

# Building Condition



FCI

Good – 0-5% Fair – 5-10% Poor – >10%



Master Plan

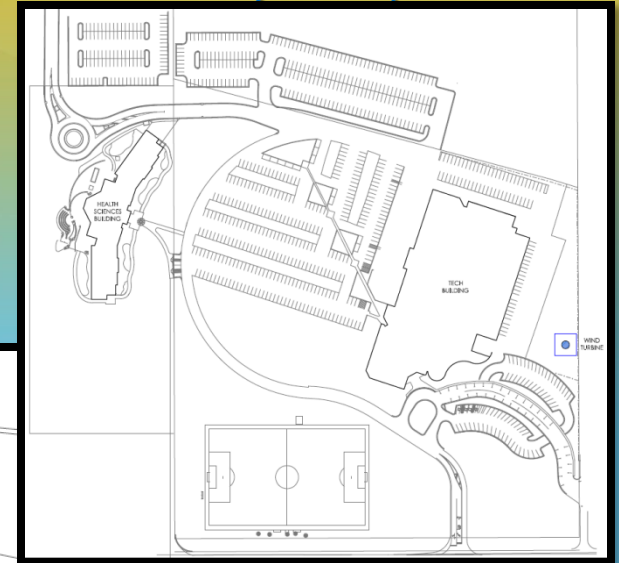
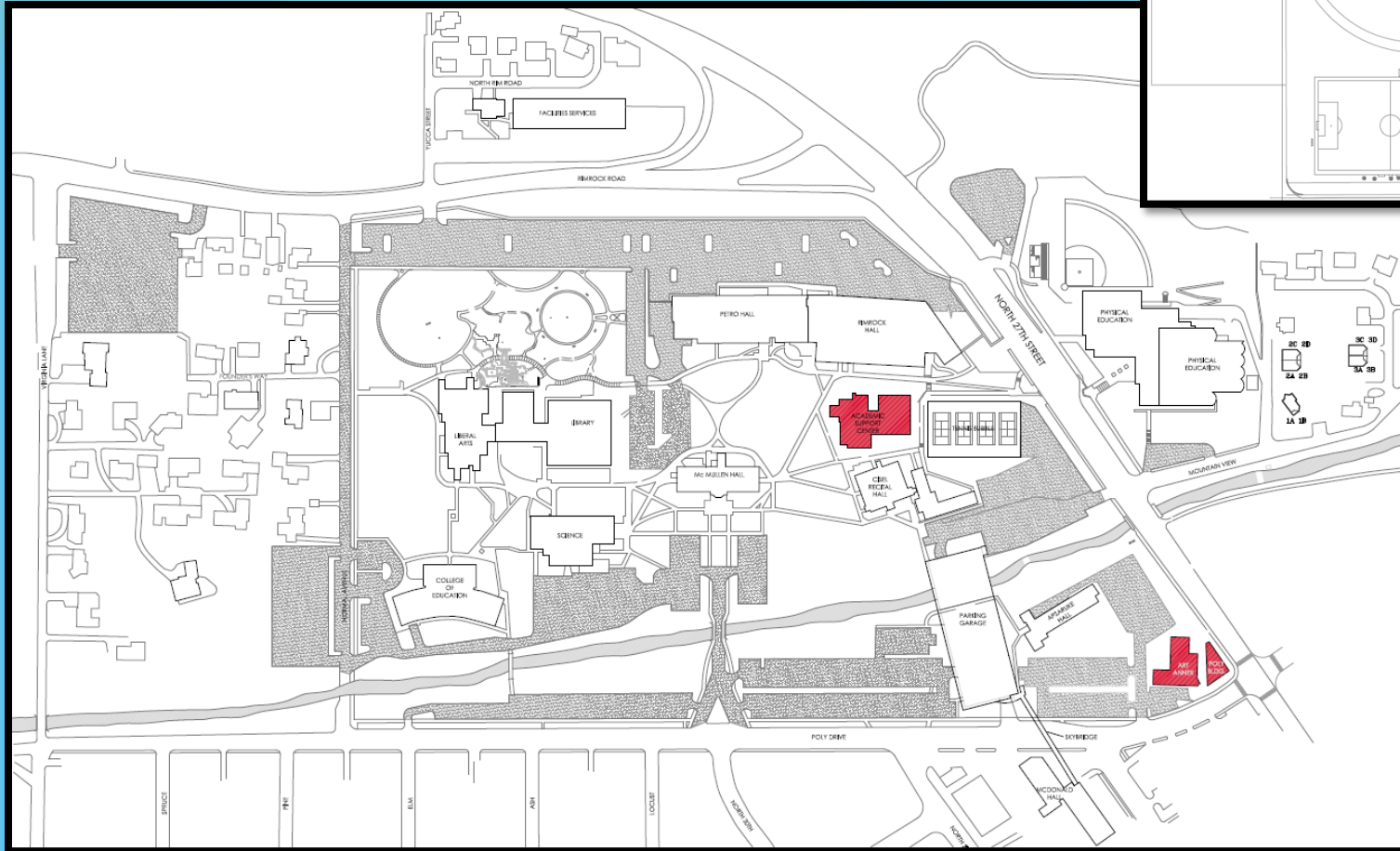


# Building Condition

Consider Demolition

4 yr Campus

2 yr Campus



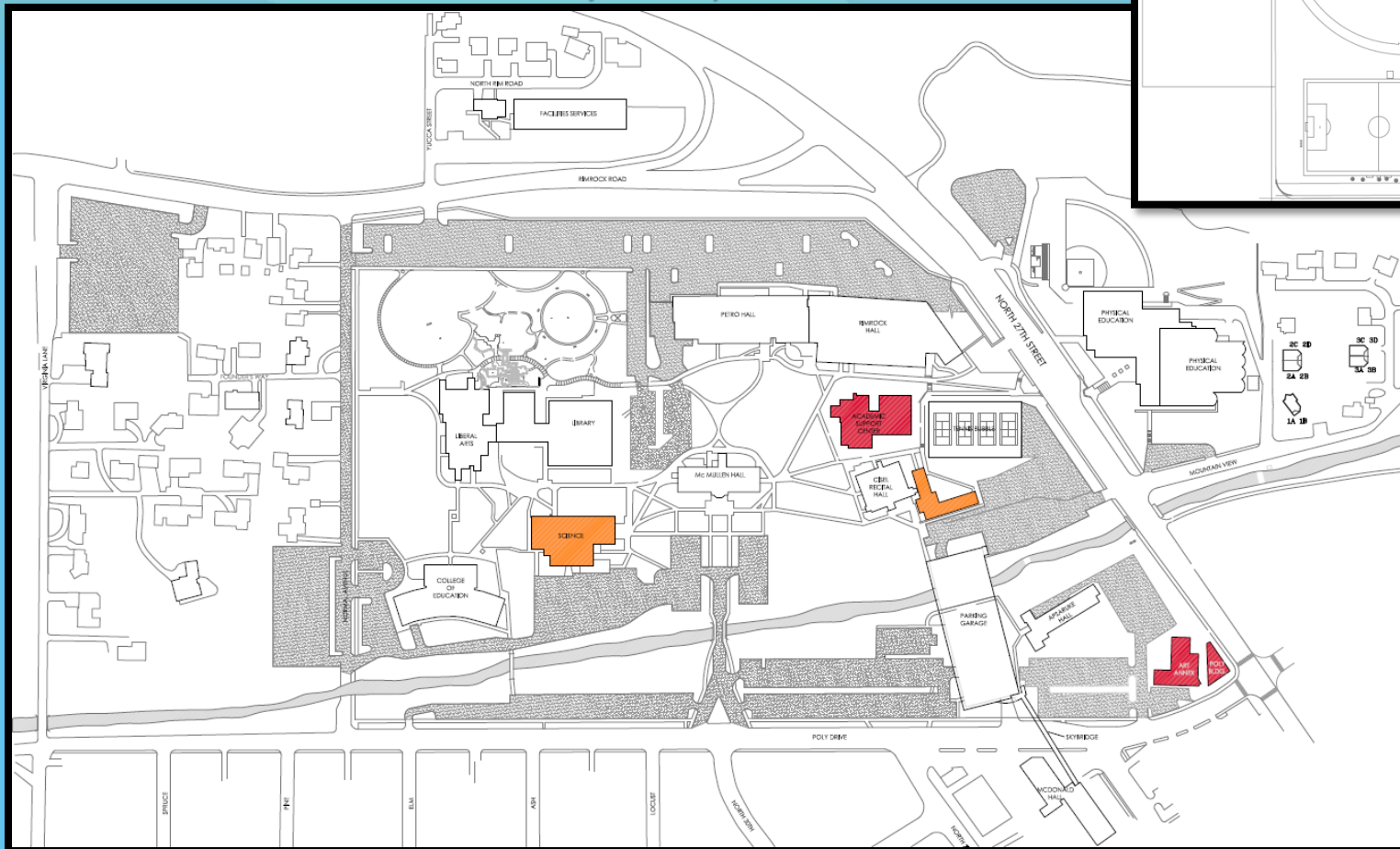
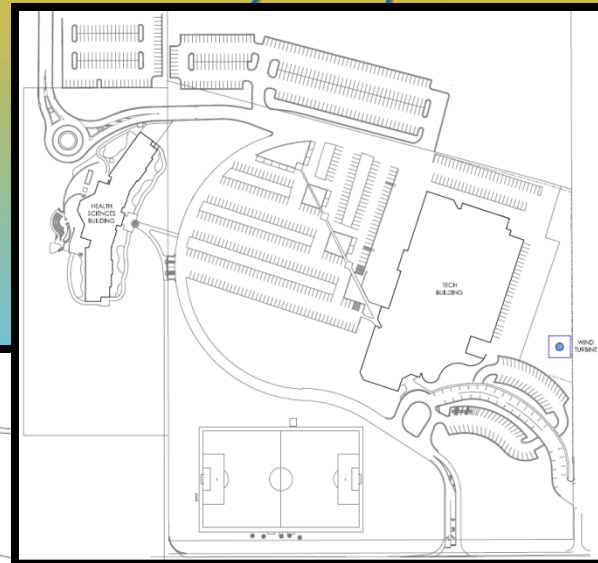
Master Plan

Major Renovation  
Consider Demolition

# Building Condition

4 yr Campus

2 yr Campus



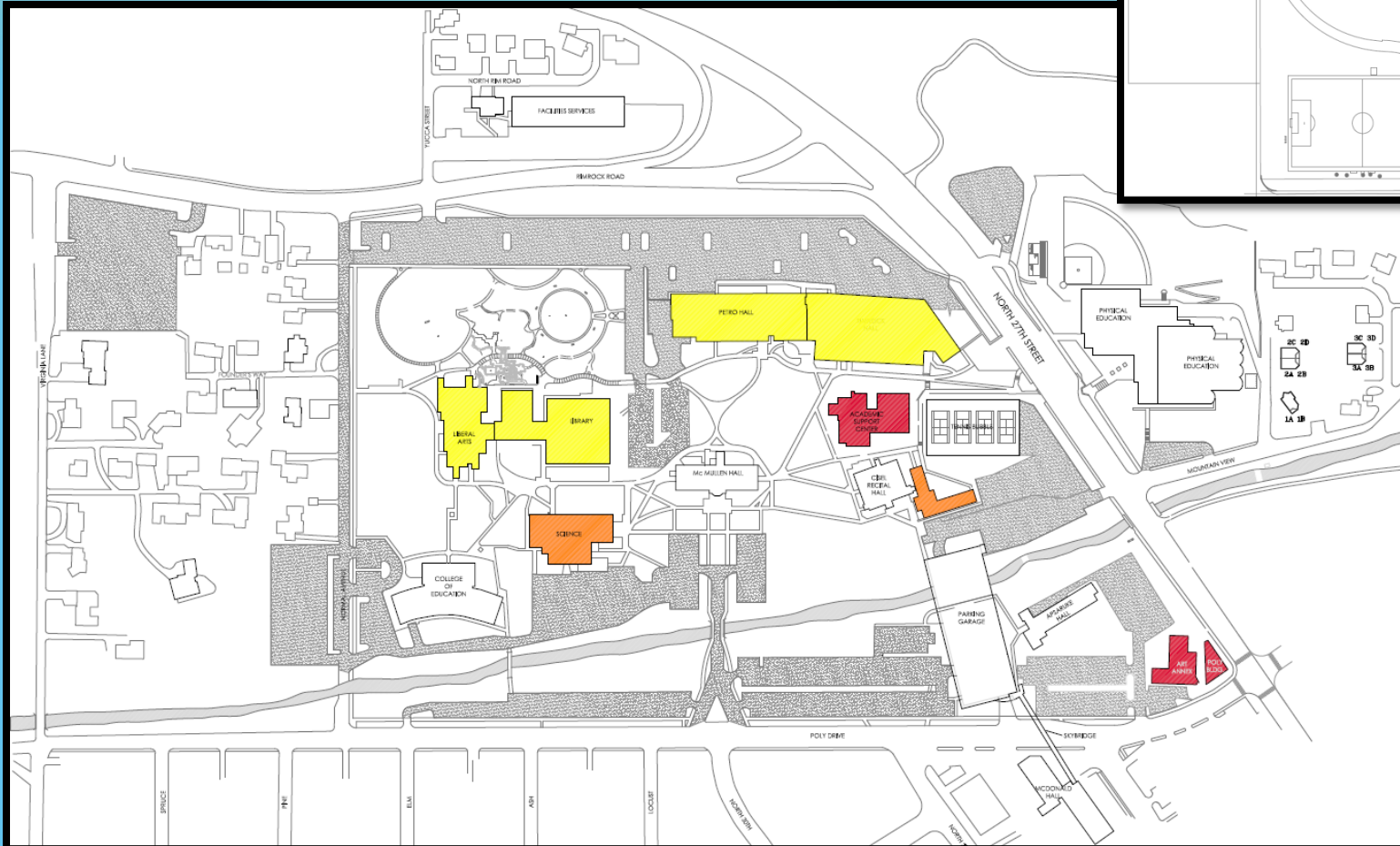
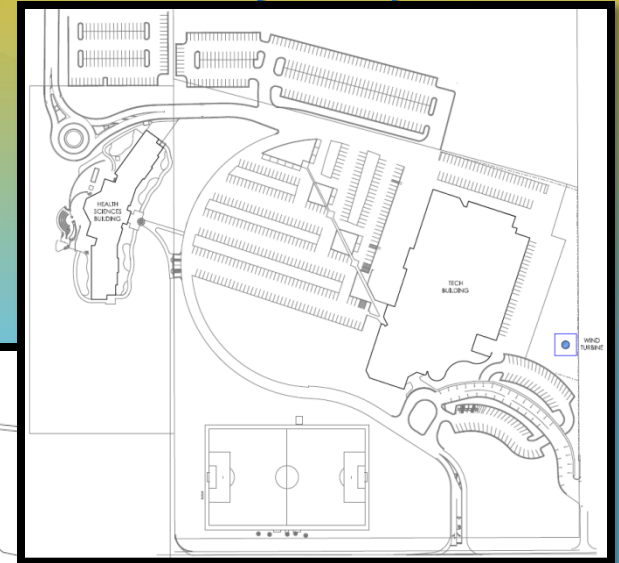
Master Plan

General Renovation  
Major Renovation  
Consider Demolition

# Building Condition

4 yr Campus

2 yr Campus



Master Plan

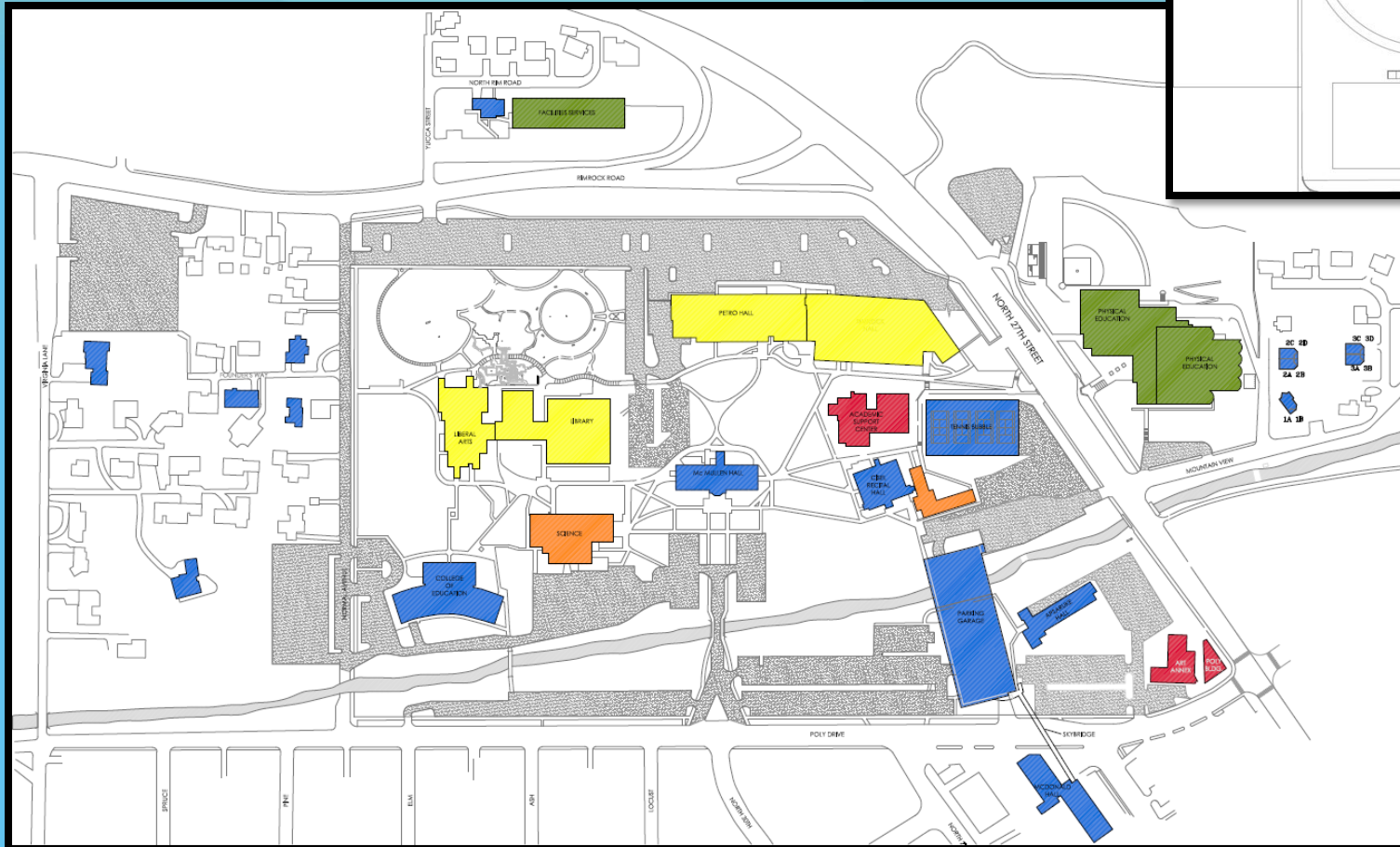
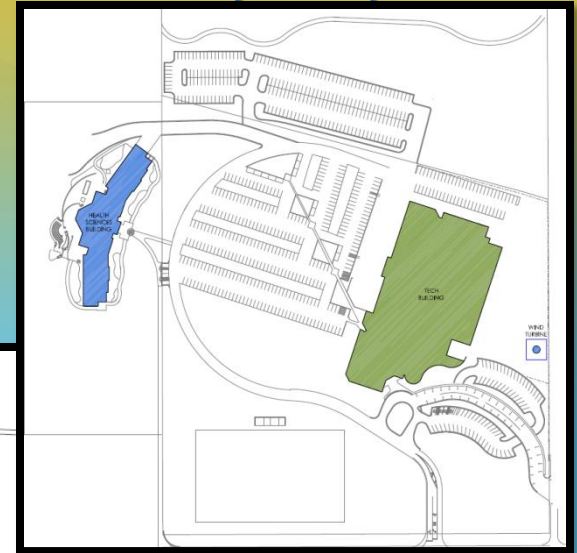


Good  
Minor Renovation  
General Renovation  
Major Renovation  
Consider Demolition

# Building Condition

4 yr Campus

2 yr Campus

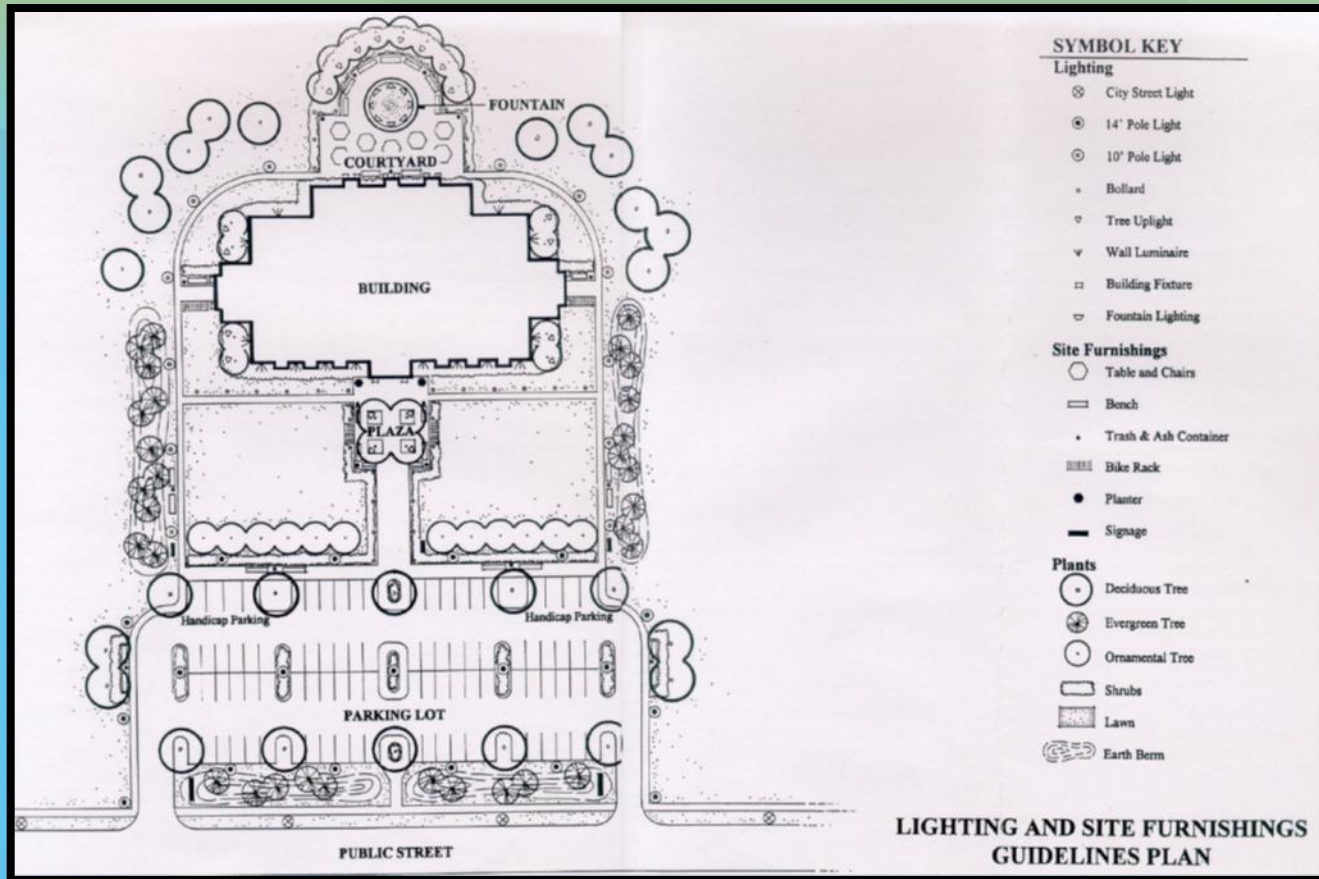


Master Plan

# Campus Master Plan 2000



# Guidelines

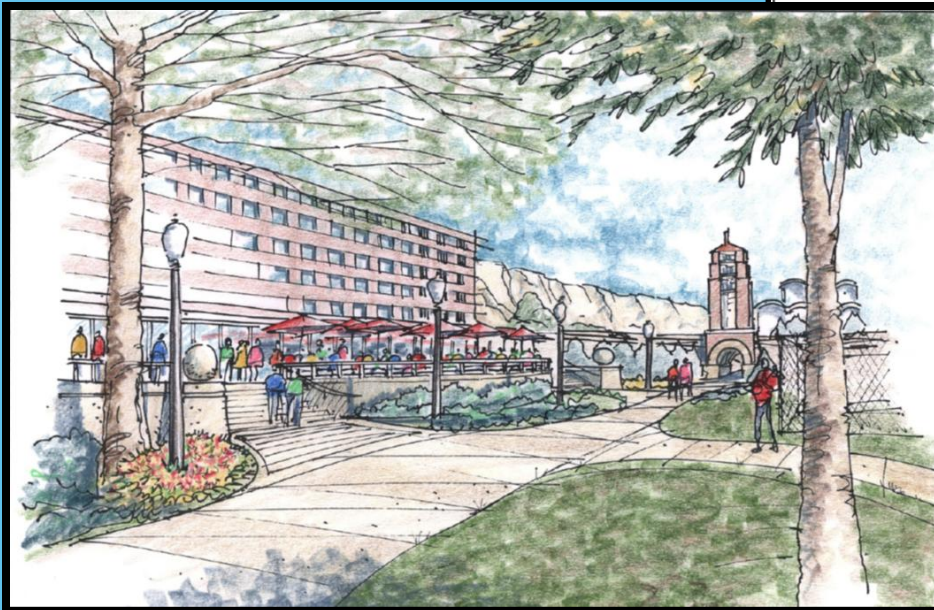




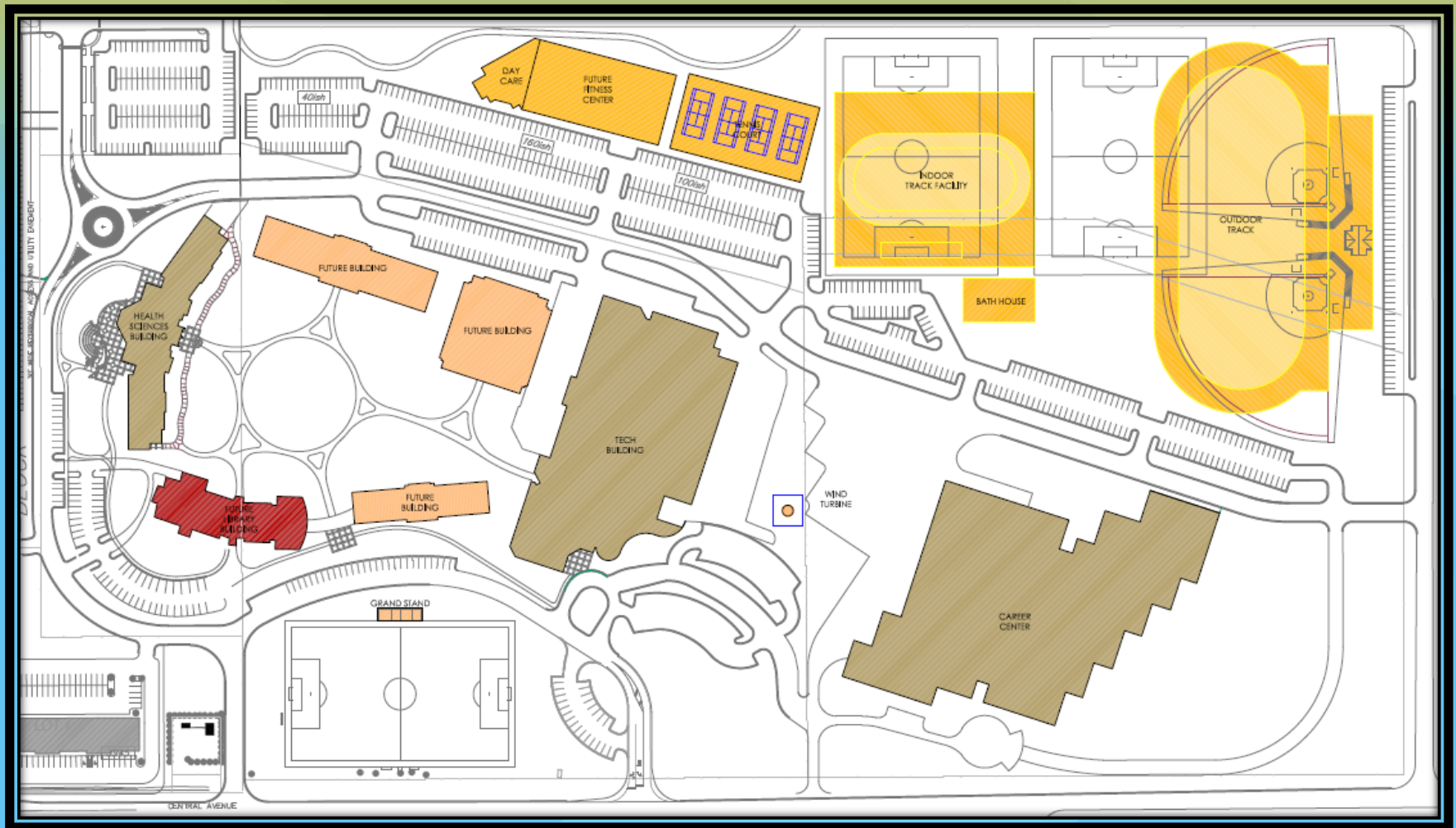
*Rimrock Hall Terrace*



*Main Entrance*

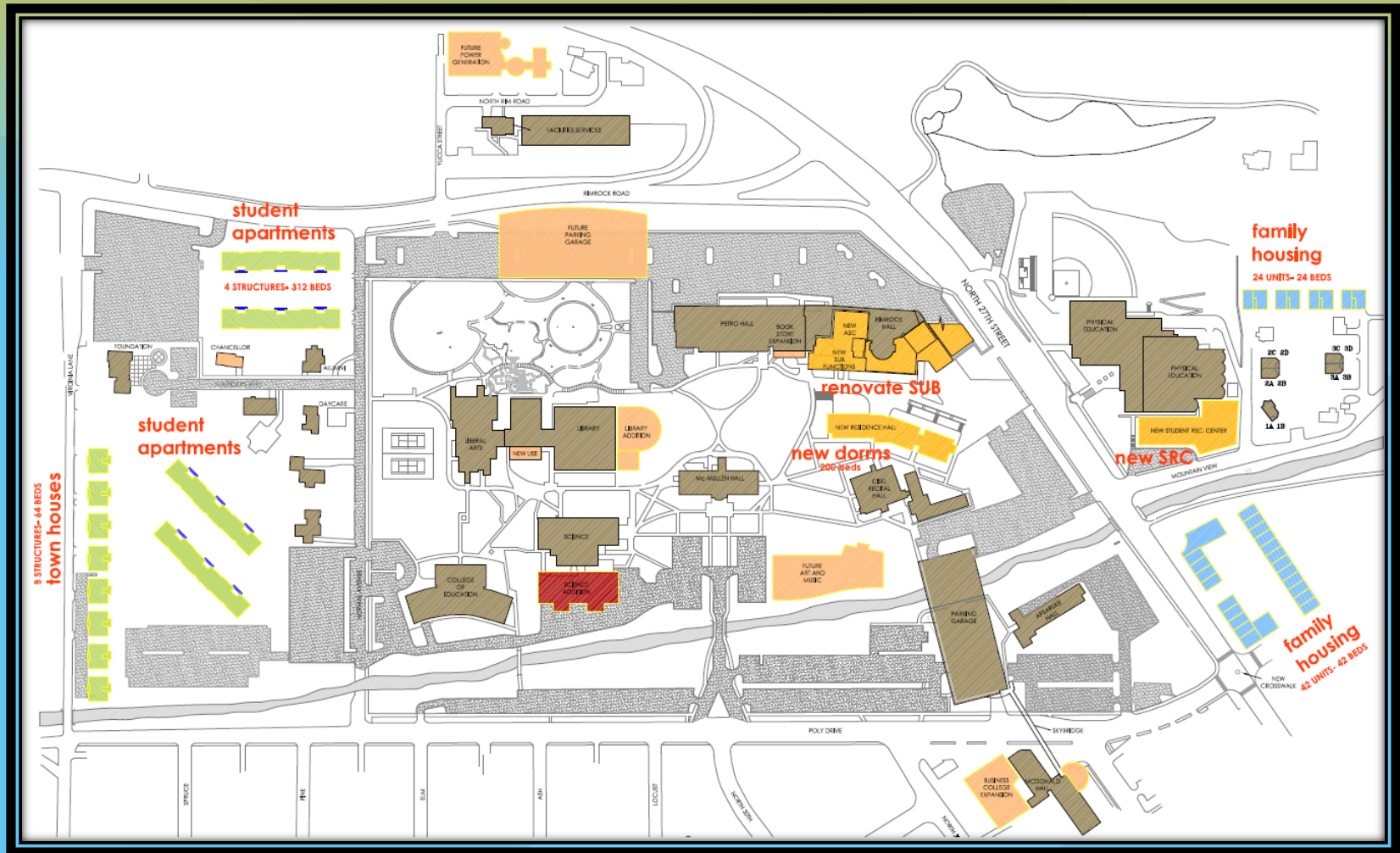


# 2 yr Campus



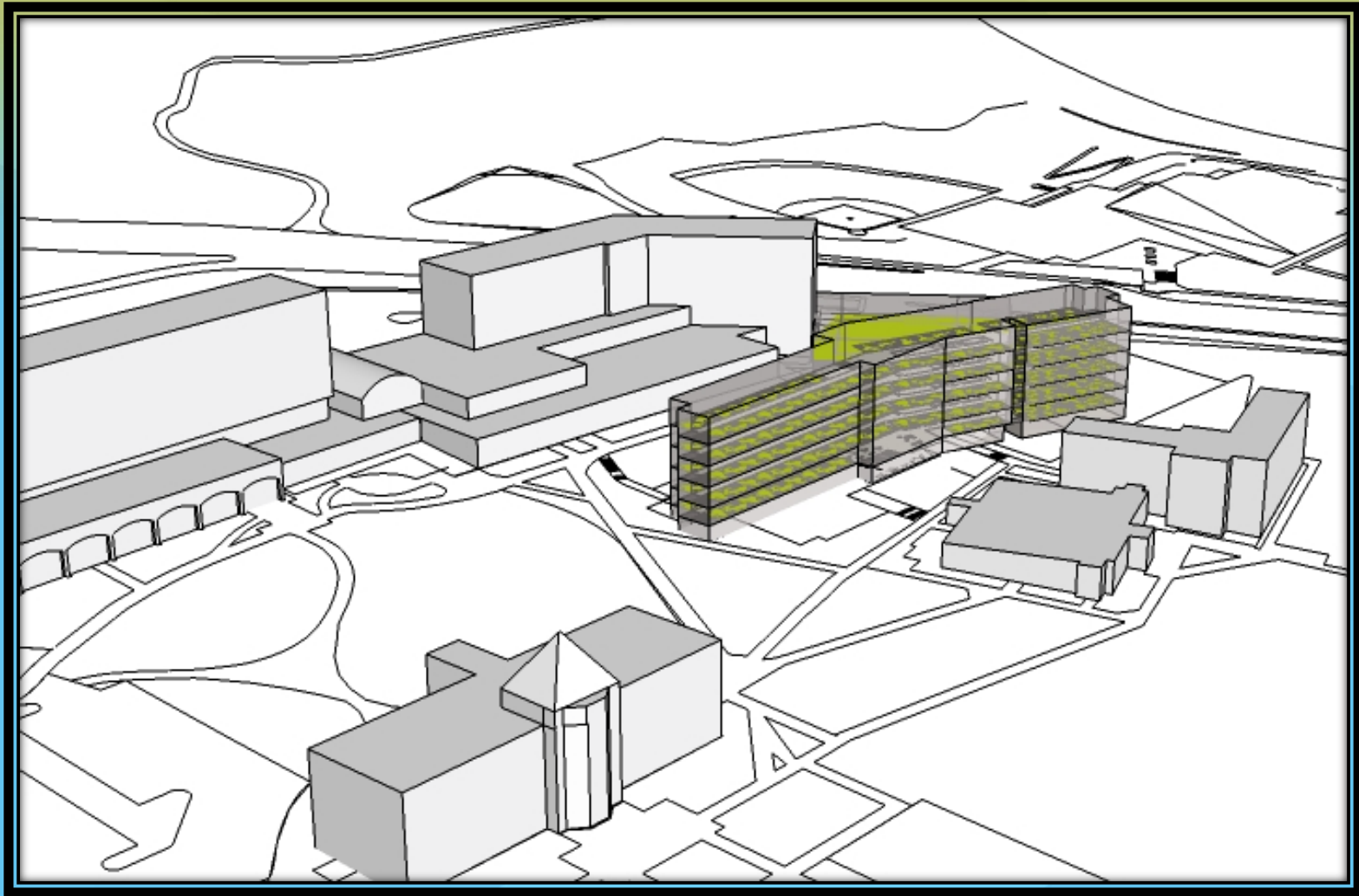


## 4 yr Campus



# Master Plan

# *Residence Hall*



# Science Building



*Master Plan*





**Questions?**



*Master Plan*



# Limits of Annexation Map Amendments

City Council Work Session  
April 2, 2012



# Limits of Annexation Map Update

- ▶ City Council adopted the current Annexation Policy and Limits of Annexation Map on May 23, 2011.
- ▶ Annexation Policy requires the City to review/update the associated map whenever the CIP is revised.
- ▶ Council adopted revisions to the FY2013-FY2017 CIP at the March 12, 2012, Council meeting.
- ▶ Annexation Committee completed an internal review of the Policy and Map, and received two requests for Map amendments from property owners
- ▶ Committee is forwarding four recommendations

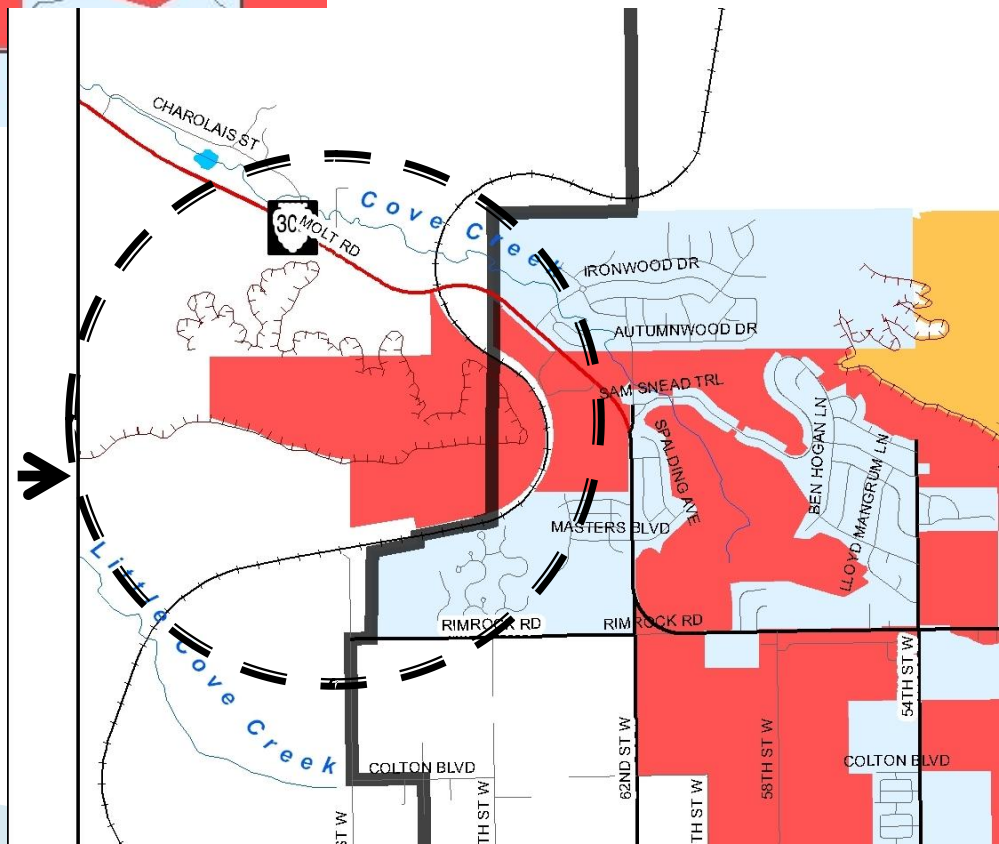
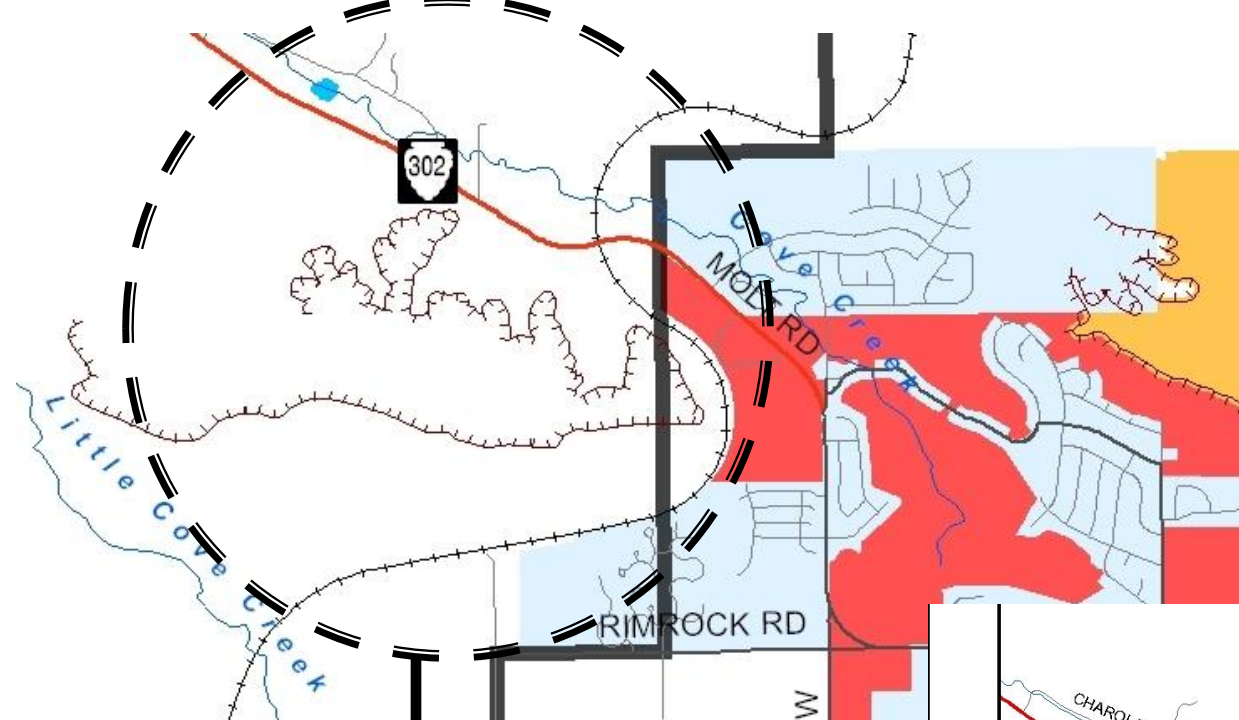




# Annexation Committee Recommendations 2012

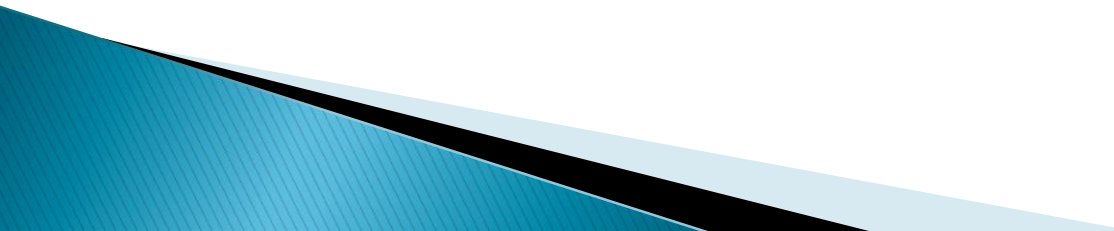
1. Add Phipps Park to the Red Area on the Limits of Annexation Map for 2012
2. Add Tracts 2A and 2B of C/S 2577, Amended, and City Park Land described as Tract 1-B, C/S 266 to the Red Area on the Limits of Annexation Map for 2012
3. Do not add Lots 1, 2 and 4, Block 1, Long Subdivision, and Tracts 1A1 and 1B of C/S 1100 to the Red Area on the Limits of Annexation Map for 2012
4. Make updates to the Map from annexations and deannexations that Council approved since May 2011

# Phipps Park

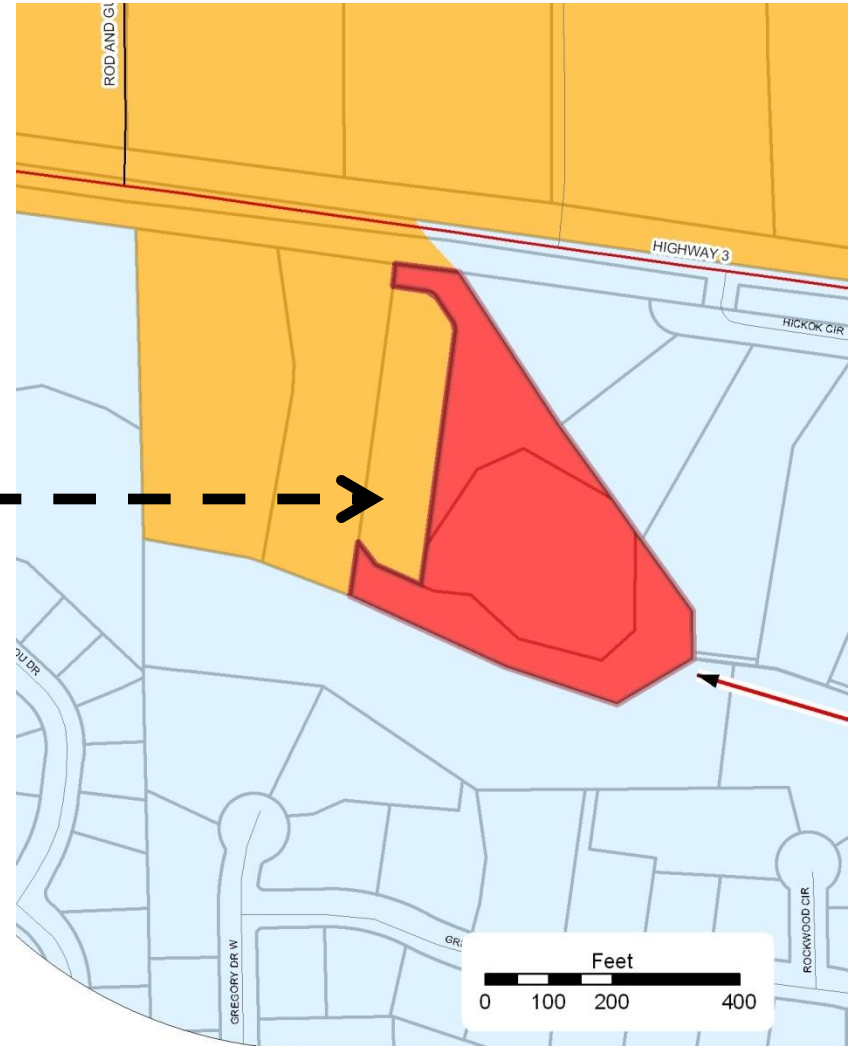
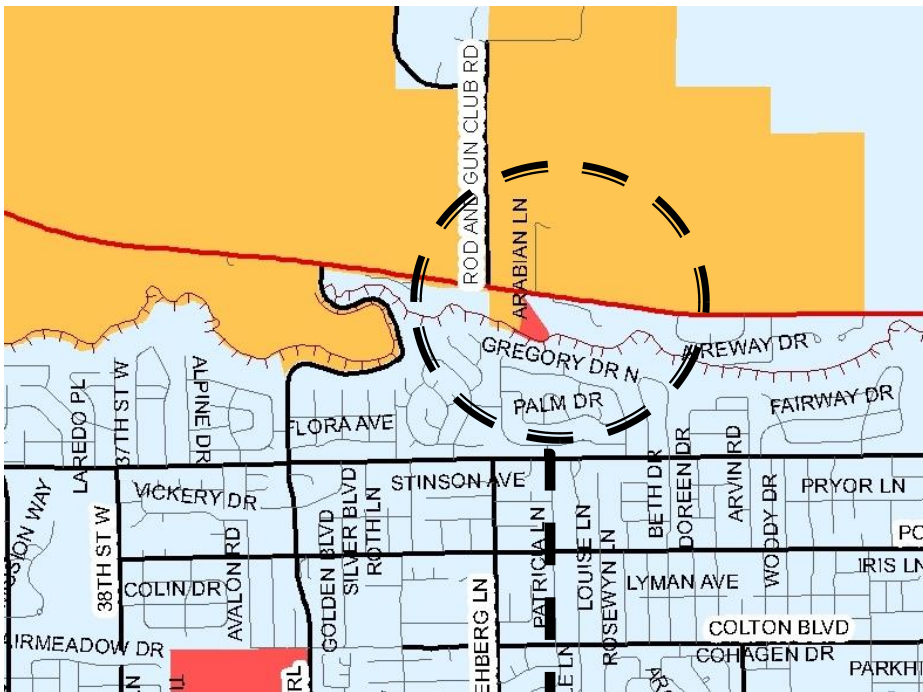


# Annexation Committee Recommendations 2012

Add **Phipps Park** to the Red Area on the Limits of Annexation Map for 2012:

- Phipps Park is currently in the County and under County Regulations and Enforcement (Sheriff)
  - City Fire Department already responds to area
  - Fireworks enforcement difficult outside City
  - Bringing Phipps Park into the Red Area enables City to annex the Park, administer City Park Regulations, Fireworks Ban, coordinate Police and Fire response
- 

## Tracts 2A and 2B of C/S 2577, Amended, and City Park Land

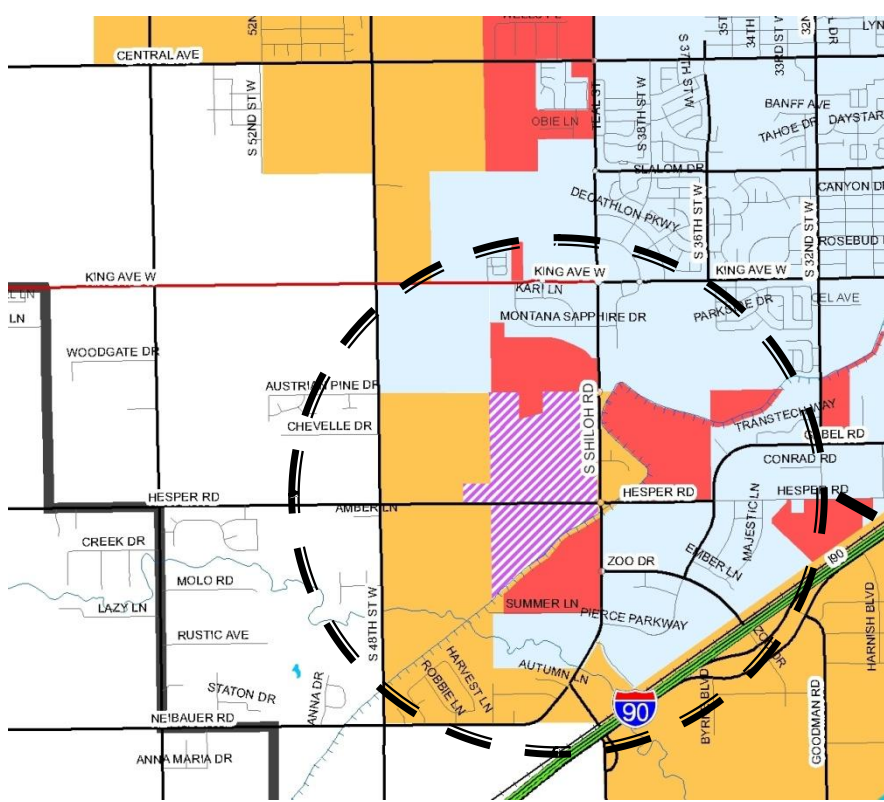


# **Annexation Committee Recommendations 2012**

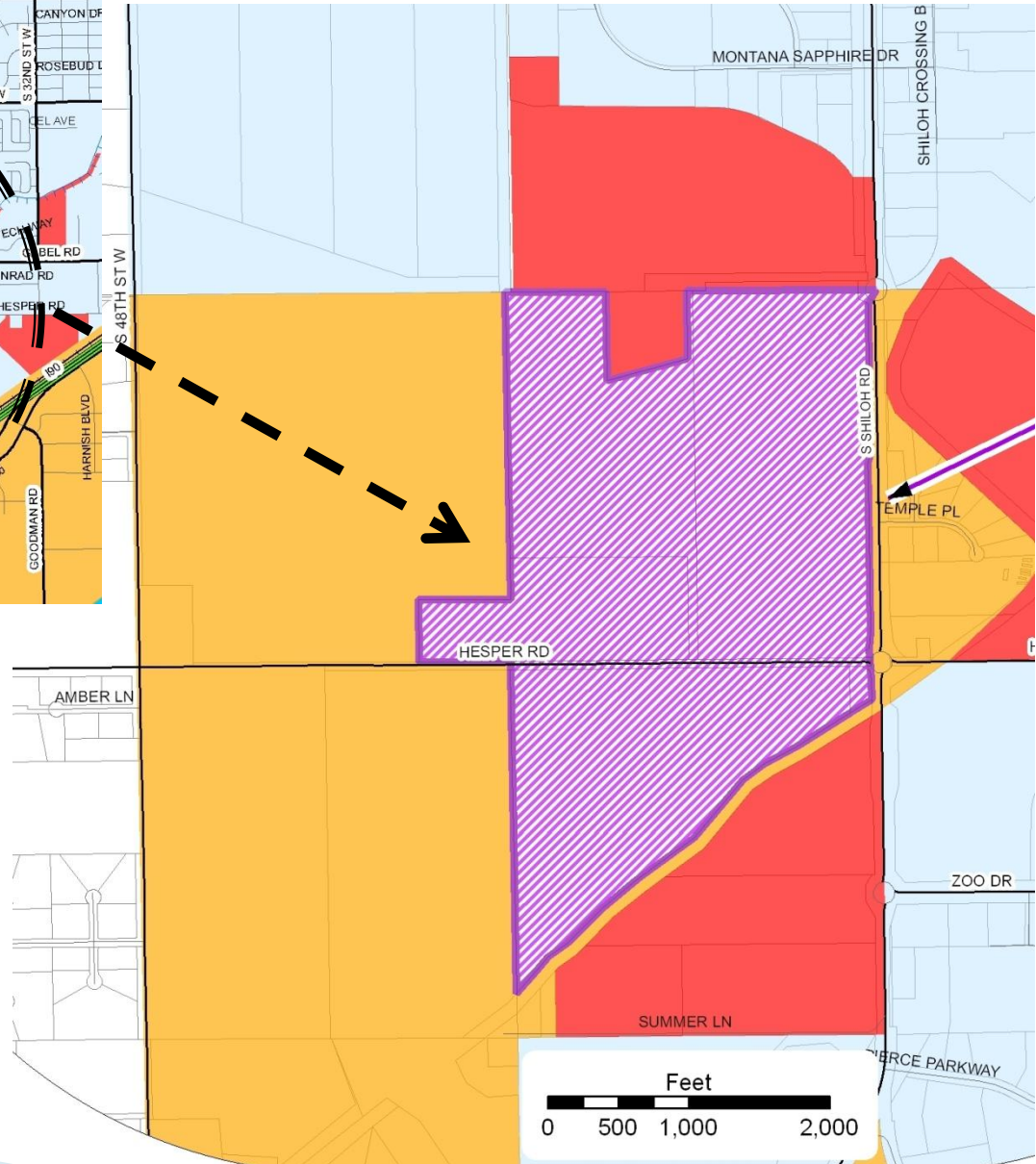
**Add Tracts 2A and 2B of C/S 2577, Amended, and City Park Land** described as Tract 1-B, C/S 266 to the Red Area on the Limits of Annexation Map for 2012:

- Small property south of Highway 3 that can accommodate 2-3 single family residences
- City Limits already to the East, South, and West
- City water and sewer can serve the property at owner's expense
- Other City Services already cover the area – Police, Fire, Utilities, Street and Traffic, etc.
- City Park area should be included in the Red and annexed like other park land in this area





**Lots 1, 2 and 4, Block  
1, Long Subdivision,  
and Tracts 1A1 and  
1B of C/S 1100**



# Annexation Committee Recommendations 2012

Do not add **Lots 1, 2 and 4, Block 1, Long Subdivision, and Tracts 1A1 and 1B of C/S 1100** to the Red Area on the Limits of Annexation Map for 2012:

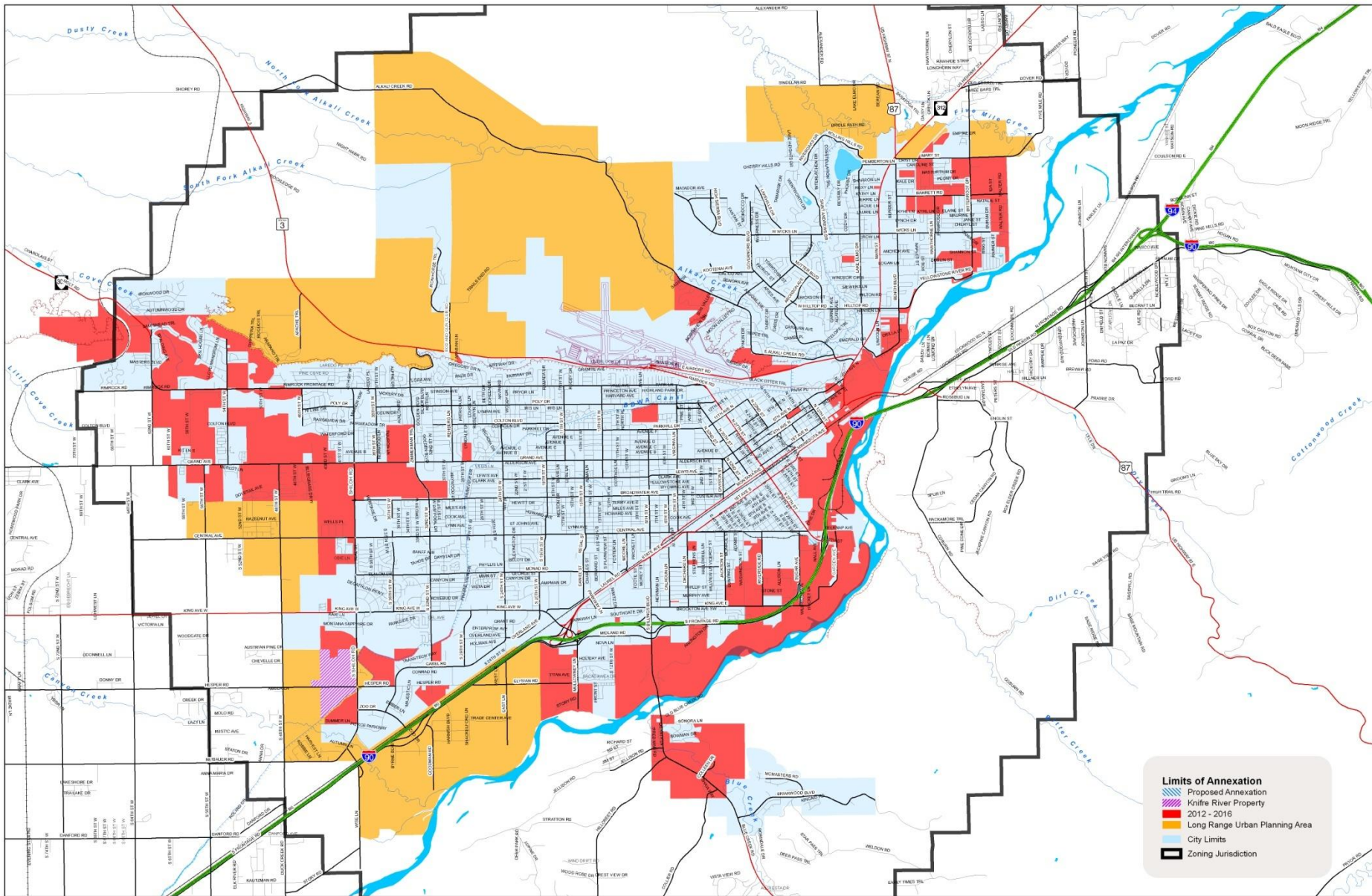
Urban Planning Study provided for this request lacked detail for development plan and impacts of bring a 227 acre property into the City in the next 5 years

City needs to know estimated costs and extent of infrastructure to serve the property if built out to assess impact to City

Concerns about serving the property with existing infrastructure, resources – Water, equipment, transit

Potential to consider a smaller portion of the property in the Red in the future with detail on development, impacts, costs





# Limits of Annexations

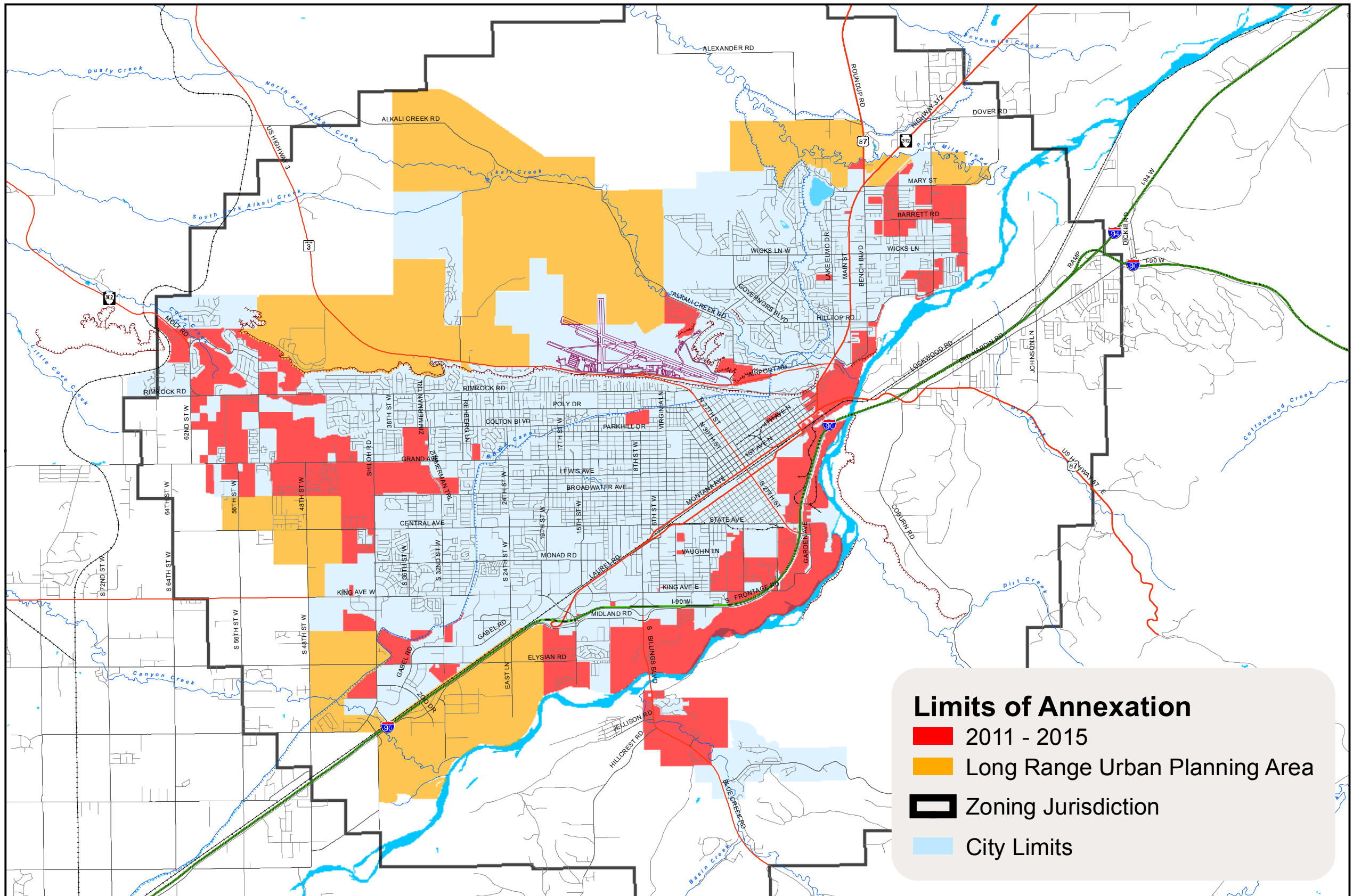
Revised April 23, 2012



Map Document: \\it-gs1\gs1\Maps\Planning\Legal\LimitsOfAnnexation\_Apr2012\rg.mxd  
3/28/2012







# Limits of Annexations

Revised May 23, 2011



Map Document: (\\t-gis1\gis1\Maps\Planning\Legal\LimitsOfAnnexation\_Rev\_050411.mxd)  
5/5/2011



## RESOLUTION NO 11-19058

A RESOLUTION OF THE CITY OF BILLINGS, MONTANA  
PURSUANT TO ARTICLE II. CITY BOUNDARIES, MCA 7-  
1-114(1)(a); ANNEXATION PROCEDURES, MCA 7-2-4201  
ET SEQ. AND SETTING FORTH AN ANNEXATION  
POLICY;

WHEREAS, the City Council adopted the City of Billings Annexation Policy by Resolution on November 22, 2004, and further amended it by Resolution on April 10, 2006, and it is amended from time to time; and

WHEREAS, the Limits of Annexation Map was amended by Resolution on June 8, 2009; and

WHEREAS, the Policy states that the Map shall be revised whenever the Capital Improvements Plan is revised; and

WHEREAS, the City Council approved the FY 2012 Modifications to the Capital Improvements Plan on March 28, 2011.

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

That the City Council now makes and adopts the following amendments to the Annexation Policy:

### **ANNEXATION POLICY** **Revised, May 23, 2011**

#### 1. Statement of Intent

The City of Billings intends to permit the annexation of land as to provide for orderly growth, adequate provision of municipal services, and equal benefits to both the annexed territory and existing City properties.

#### 2. Policy Statement

The City Council shall consider land annexations that adhere to the provisions specified in Montana Annexation Statutes (7-2-4201 through 7-2-4761, MCA) and the Billings Municipal City Code, Section 26-204 and Sections 20-301 through 305. The Council may approve, deny or conditionally approve petitions or initiatives for annexation based on the following criteria:

- The area must be located within the Red Area of the Limits of Annexation as defined herein;



- The City must be able provide adequate city services within a time period mutually agreed to by the property owners requesting annexation and the City;
- Existing or proposed public improvements within the area to be annexed must meet City standards;
- All property owners within the area to be annexed must sign a Waiver of Right to Protest the creation of Special Improvement Districts;
- All residential property owners within the area to be annexed must create or join an existing park maintenance district;
- Residential densities within the area to be annexed must equal or exceed four dwelling units per acre; and
- The proposed land use within the area to be annexed must conform to the goals of the City of Billings and Yellowstone County Growth Policy.

3. Limits of Annexation Map (attached) - The City shall prepare a map showing limits of annexation for two time periods. The first time period shall be known as the Red Area and shall cover five years coinciding with the time period of the existing Capital Improvements Plan. The second time period shall be called the Long Range Urban Planning Area and the time frame shall remain undefined. In order for a property to be considered for annexation, it shall be located within the Red Area, on the Limits of Annexation Map.

A map update shall be prepared for Council consideration whenever the Capital Improvements Plan is revised. A map update may be initiated by City staff, or requested by a property owner, in preparation for a future annexation request. For any map update involving the addition of property to the Red Area of the map, an Urban Planning Study shall be completed by the petitioner who requests the update. An Urban Planning Study shall evaluate how a development proposal will impact the following elements:

- Streets and transportation
- Traffic circulation and generation
- Storm sewers and storm water management
- Wastewater service
- Sanitation and solid waste management
- Water service
- Parks, recreation and public lands
- Public safety (police, fire and other emergency services)
- Public schools
- Projected and estimated population
- Soils, geology and topography
- Effects of urbanization on the existing environment
- Effects on agriculture
- Existing and potential land use
- Historic sites
- Development timetables
- Capital improvements
- Methods of funding for public improvements
- Other considerations

Map updates will be recommended to City Council by a committee of representatives from City Administration, Public Works Distribution and Collection Division, Engineering Division, Fire Department, Parks Department, Planning Division, Police Department, and MET Transit.

#### Rationale

When proposing updates to the map, the committee shall consider and document for Council:

- distance from existing city services and response times;
- capacity and location of existing facilities and future upgrades or construction of new facilities;
- cost of city services;
- effect on existing residents; and
- conformance with all adopted plans including the Capital Improvements Plan, the Growth Policy, applicable area plans, the Billings Area Bikeway and Trails Master Plan, the most current Transportation Plan, the most current sewer, water and storm sewer plans, and other applicable adopted planning documents.

The Council will then determine and approve appropriate Limits of Annexation consistent with the adopted Annexation Policy.

#### 4. Obligation of City

The City may choose to annex any property in accordance with the provisions of the following state statutes:

- Annexations of Additions to Municipalities (7-2-4201 et. seq., MCA)
- Annexations of Contiguous Land (7-2-4301 et. seq., MCA)
- Annexations of Contiguous Government Land (7-2-4401 et. seq., MCA)
- Annexations of Wholly Surrounded Land (7-2-4501 et. seq., MCA)
- Annexation by Petition (7-2-4601 et. seq., MCA)
- Annexation with the Provision of Services (7-2-4701 et. seq., MCA)

The City may decide to condition the approval of the annexation in order to meet the criteria listed under the Policy Statement. The conditions of approval must be clearly stated in the resolution of annexation. In the case where the property to be annexed is not developed, the conditions of approval shall include a requirement for; a) a development agreement prior to the issuance of a building permit, or b) a subdivision improvements agreement at the time of final subdivision plat approval. In the event the property to be annexed is already developed and contains public improvements that are not constructed to city standards, the City shall require an annexation agreement. The agreement shall specify which public improvements are to be



upgraded and/or installed to city standards, and a time period and mechanism to finance the construction and installation of those improvements. In any case, all public improvements, whether existing or proposed, shall meet city standards.

5. Obligation of Petitioner

Petitions for annexation must comply with the provisions of Annexation by Petition (7-2-4601 et. seq., MCA) and Section 26-204 and Sections 20-301 through 305, BMCC. A fee, to be established by the City Administrator, must be paid at the time the petition is submitted. If the area to be annexed is not developed, petitioners are required to comply with the conditions of approval prior to the issuance of a building permit or at the time of final subdivision plat approval. If the area to be annexed is developed and requires the construction or installation of public improvements, the petitioner must enter into an annexation agreement prior to the City Council acting on the resolution of annexation.

APPROVED AND PASSED by the City Council of the City of Billings, this 23<sup>rd</sup> day of May, 2011.

THE CITY OF BILLINGS:



BY: Thomas W. Hanel  
Thomas W. Hanel, Mayor

ATTEST:

BY: Cari Martin  
Cari Martin, City Clerk



## City-wide Park District

**Directions:** Please rate each of the projects in importance by assigning a value of 1 to 12 to each in the **One Time Park Improvements**, and 1 to 5 in the **Ongoing Park Improvements** where 1 is most important. **You must have your rankings into City Administrator, Tina Volek, no later than March 28, 2012.**

Council Rankings	Council Scoring	Ongoing Park Improvements	PRC Board Rankings	PRC Board Totals
1	20	<b>Weed Management in General Fund Parks:</b> Noxious and nuisance weeds proliferate in our developed and natural area parks and along multi-use trails. They crowd out and degrade established turf and native grasses and are an eyesore particularly in the spring. This funding will dramatically improve the management of weeds and improve the health of wanted turf and grasses in parks and help to comply with new state noxious weed regulations.	2	12
2	29	<b>Improved Park Maintenance (Includes 2 Maintenance Staff):</b> In the past 10 years the park maintenance staff has increased by only one position. In that same time period 27 PMD parks totaling 104 acres have been added to the parkland inventory. This has resulted in a decrease of 3.78 full time employee equivalents available to maintain general fund parks. This funding will help to close the deficit in full time employee equivalents adding manpower to maintenance efforts in general funded parks.	1	10
2	29	<b>Picnic Table Replacement (75 Tables Per Year):</b> According to the 2009 City Wide Needs Assessment, picnic tables were identified as the greatest need in parks after restrooms. With an aging inventory of picnic tables, new ones are needed to meet demand. This funding will provide new, ADA compliant and safer picnic tables in city parks.	3	15
3	39	<b>Keep Park Restrooms Open 3 Months Longer (Includes 3 Seasonal Employees):</b> According to the 2009 City Wide Needs Assessment and numerous user groups, opening restrooms earlier and closing them later in the year is a necessary service. This funding will upgrade strategic restrooms with supplemental heat and provide seasonal maintenance staff to provide additional maintenance services for the extended season.	4	19
4	47	<b>Trail Maintenance (Includes Volunteer Coordinator):</b> The Heritage Trail system is an important source of recreation and method of alternative transportation to a large number of Billings citizens. To date there are over 30 miles of hard surface trails are in service, however funding for maintenance has not been provided. In 2011 a Trail Asset Management Plan was developed to identify the maintenance needs of the trail system along with the resources necessary. This funding will allow for the implementation of this plan and provide ongoing resources necessary for proper management of this important community resource.	4	19



## City-wide Park District

**Directions:** Please rate each of the projects in importance by assigning a value of 1 to 12 to each in the **One Time Park Improvements**, and 1 to 5 in the **Ongoing Park Improvements** where 1 is most important. **You must have your rankings into City Administrator, Tina Volek, no later than March 28, 2012.**

Council Rankings	Council Scoring	Deferred Park Maintenance Projects	PRC Board Rankings	PRC Board Scoring
1	31	<b>Rose Park Replace Existing Water Slides:</b> The existing water slides at Rose Park swimming pool facility are 17 years old and have become a safety issue. The fiberglass tubes are constantly exposed to the elements and are cracking exposing sharp edges. Repairs are made annually to ever increasing sections of the slides to the point that the previous repairs are failing.	1	9
2	37	<b>Rebuild/Replace 9 Restrooms:</b> The park system has 22 restrooms. All of them are in need of repairs and upgrades to some degree to comply with ADA standards, upgrade fixtures and to make structural repairs. These 9 have been identified as those in most need of repair.	2	12
3	44	<b>Emergency and General Maintenance:</b> This is funding for projects such as roof repairs and replacements, structural repairs to buildings and playgrounds and upgrades to comply with ADA Standards. Also it will provide for quick repairs for infrastructure critical to ongoing operations such as repairs/replacements to irrigation and swimming pool pumps and paved parking lots and park roads.	3	19
4	47	<b>Playground Fall Protection Upgrades (36 sites):</b> Fall protection under play structures is critical for the safety of children playing on them. With new standards for playground safety and ADA recently mandated by federal agencies, the vast majority of playgrounds are no longer in compliance. This will allow all of the City playgrounds to be brought up to compliance with current regulations.	4	23
5	50	<b>Castlerock Park Rebuild Tennis Courts:</b> Castlerock tennis courts have been closed for 5 years due to unsafe playing conditions. Numerous 6" wide cracks have appeared in the playing surface. Efforts to repair the surfacing in the past have been unsuccessful. Funding this project will help determine if the courts should be rebuilt in the same location or identify a more suitable location and also identify the most cost effective and durable construction method.	5	31



6	67	<b>South Park Replace Playground Equipment:</b> The existing playground equipment is aging and in need of major repairs. This playground is no longer being manufactured and replacement parts are increasingly difficult to find. Portions of the playground have been removed because replacement parts are unavailable.	6	32
7	71	<b>Pioneer Park Rebuild Tennis Courts:</b> These tennis courts have been in service since 1937 and are a major venue for the community, schools and clubs to play and host tournaments. While they have served the community well, they are in need of major repair and upgrades.	8	37
8	79	<b>South Park Construct Sprayground:</b> In 2010 the wading pool at South Park was demolished because of the extreme costs necessary to repair and bring the facility into compliance with federal pool regulations. A sprayground to replace the wading pool facility will provide summer water recreation for the community, will eliminate the need to provide life guard services and will be compliant to current ADA standards and federal pool regulations.	9	44
9	95	<b>Stewart Park Replace Batting Cage Equipment:</b> The batting cage equipment is over 20 years old and obsolete. The batting cage provides a proactive venue for youth sports and generates an average annual net revenue of \$15,000. Replacing the equipment will provide a state of the art facility to the community and continue to generate revenue.	7	36
10	104	<b>Pioneer Park Construct Large Events Shelter:</b> During the master plan update for Pioneer Park in 2010, a Large Event Shelter was identified as a needed feature in the Park. This shelter would provide a venue and an iconic focal point for large events in the park and a source of revenue.	9	44
11	108	<b>Amend Park Water Service Upgrade:</b> Amend Park is a venue primarily for youth soccer. With games starting early in the spring and going late into the fall, supplemental irrigation is needed to maintain the fields in top playing condition. Irrigation is traditionally done by pumping from an irrigation ditch but the irrigation water does not flow in the ditches until after April 15th and ends October 15th. Therefore an adequate source of supplementary water will provide the necessary irrigation to properly maintain these fields.	10	50
12	117	<b>Stewart Park Infrastructure Improvements:</b> Stewart Park had developed over time in a piece-meal fashion. Today there are significant issues with parking, traffic circulation, emergency vehicle access, pedestrian circulation, storm water, ADA compliance and spring irrigation needs. This funding would help to address these issues and make the park safer and more user friendly for the community.	11	53

Additional Comment CM Pitman has two main goals, one is the matching fund, and the second is the maintenance fund for big dollar items.





**FROM THE DESK OF . . .**

**Bruce McCandless**

**Assistant City Administrator**

PO Box 1178

Billings, MT 59103

(406) 657-8222 Fax (406) 657-8390

Email: [mccandlessb@ci.billings.mt.us](mailto:mccandlessb@ci.billings.mt.us)

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March 30, 2012

TO: Mayor and City Council  
Tina Volek, City Administrator

COPY: Pat Weber, Finance Director  
Candi Beaudry, Planning and Community Services Director

SUBJECT: South Billings Blvd. Tax Increment Corrections

The Montana Department of Revenue (DOR) has determined that the taxable value of property within the South Billings Boulevard Urban Renewal Area, more commonly known as the South Billings Boulevard Tax Increment District (SBBTID) was overstated for tax years 2010 and 2011 and the City of Billings was paid \$475,000 too much tax increment. DOR recommends that the City of Billings return the tax increment that it received due to the error. The law firm that the City consults for tax increment finance issues concurs with that recommendation. Briefly summarized below are how the error occurred, its anticipated impacts and the potential solutions.

How the Error Occurred

The base taxable value for a tax increment district (TID) is set in the first year it is created, and that base is used to calculate tax revenue that each government entity will get during the entire life of the TID. As property is developed or redeveloped, the taxable value value above that base will produce tax increment that can be used to make public improvements in the district. The DOR certifies taxable values each August, separately reporting the base value and incremental value in each TID. In 2009, the SBBTID had taxable value only slightly higher than its base value, but in 2010 and 2011 the increment grew substantially due to statewide reappraisal and new construction.

A small portion of the SBBTID is in the Elysian School District 23 (SD23), as shown in purple on the attached map, and the balance is in School District 2 (SD2). The DOR reported that the 2010 and 2011 taxable value in SD2 was greater than the base value. In SD23, the taxable value was slightly lower than the base value. The DOR certified that the SD2 increment value was approximately \$2,400,000 (up from \$2,200,000 in 2010) and in SD23 the increment was \$0 because the taxable value was lower than the base value. The tax rate (mills) was applied to the SD2 increment taxable value and produced about \$1,400,000/year of tax increment.

In December, 2011, Kevin Nelson complained to the DOR about this separate treatment for the two portions of the SBBTID. He asserted that the district should have a blended incremental value, that is, the negative value in SD23 should offset some of the positive SD2 value and tax increment should come from this lower, net amount of taxable value. He also asserted that the higher value produced too much tax increment, therefore property owners in SD2 were overtaxed and should receive a refund. Mr. Nelson's house is in the SD2 portion of the district.

DOR legal staff determined that Mr. Nelson is partially correct and that the SBBTID incremental value should be the combined values of the SD2 and the SD23 properties. Because TIDs do not increase the amount of property tax that an owner pays, taxpayers are unlikely to receive refunds. DOR stated that it would make this change in 2012, but the error could have caused the City to receive too much tax increment in 2010 and 2011 and it should consider rebating the overpayment to the other taxing entities.

#### Anticipated Impact

The local DOR office worked with the County Treasurer and City and County staff to determine the correct taxable values and the impact on past and future SBBTID funding. During its research, DOR staff determined that it had incorrectly identified some properties as being in SD23 that are actually in SD2. When all corrections were made, DOR determined that there is a small positive increment in SD23 and the SD2 incremental value is not as high as previously reported. When property values in the two school districts are combined, the SBBTID has a corrected incremental taxable value of \$2,035,000. At the current tax rate, that amount of property value should produce about \$1,200,000/year of tax increment. Applying that method to the 2010 and 2011 values shows that the City collected about \$475,000 more increment than it should have. The County Treasurer will correct the error by withholding some of the May/June tax increment from the City and distributing the money to all taxing jurisdictions, including the City. Instead of the \$700,000 of second half taxes that the City anticipated receiving for the SBBTID, it will receive around \$200,000. The SBBTID account has a \$1,800,000 balance, so there will not be a cash shortage.

Besides the SBBTID receiving less money than previously projected, the biggest impact will be on SD23. Because DOR switched properties from the SD23 area to the SD2 area and because SD23's proportion of incremental value is smaller than SD2's, SD23 will lose about \$16,000/year from this change.

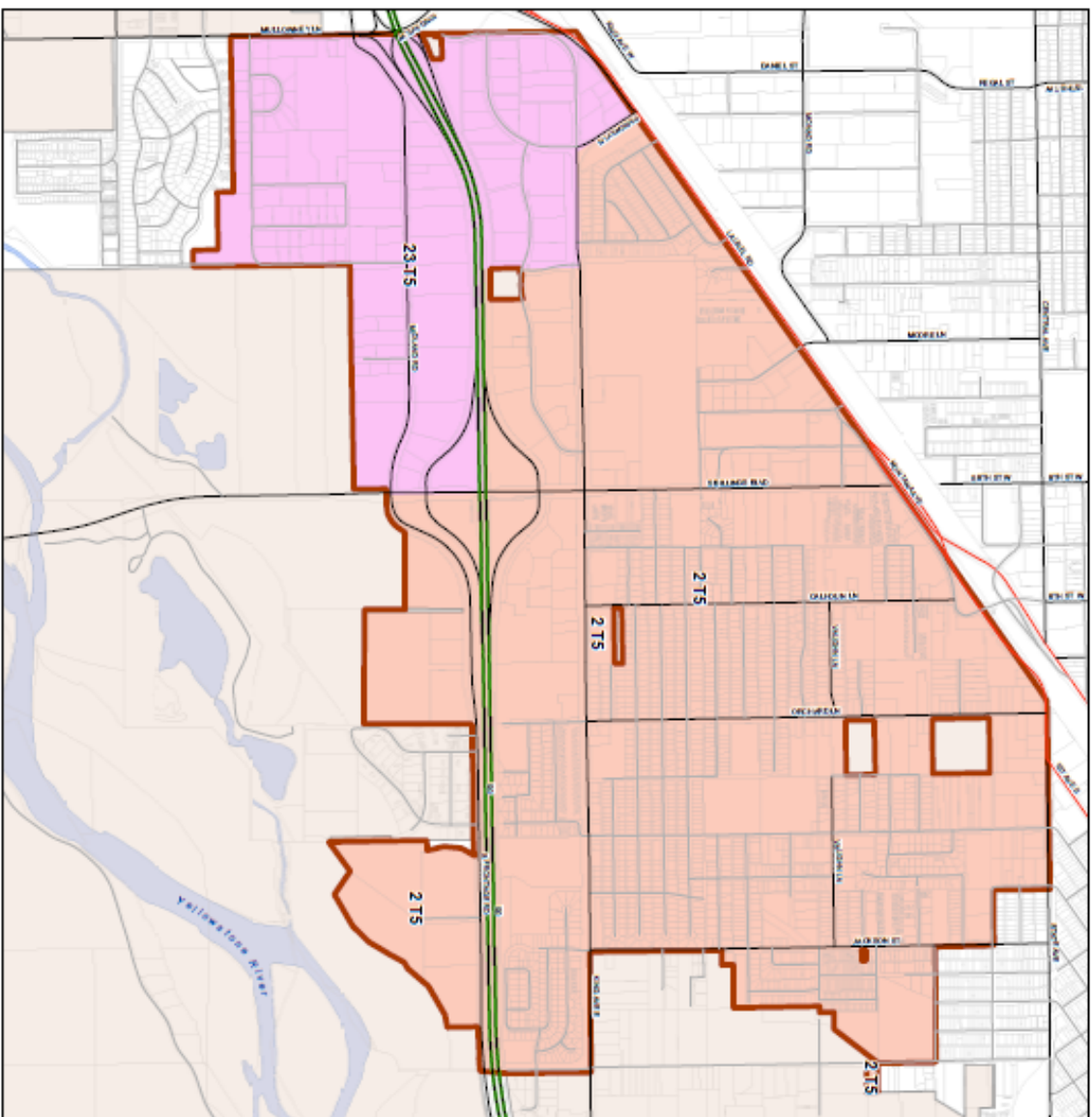
#### Potential Solutions

The Council has some options to deal with the SD23 shortfall, including:

- No mitigation – nothing in tax increment law requires a city to correct shortfalls for school districts.
- Hold harmless – City may agree to use SBBTID funds to pay SD23 the estimated amount of shortfall each year until taxable value increases enough to eliminate the shortfall.

- Amend the SBBTID boundary by deleting the SD23 portion of the SBBTID. It will take a lot of private investment in this area to offset the tax drag on the SBBTID. Conversely, the dominant land use is commercial and the area has the potential for high taxable values when additional development or redevelopment occurs. Even if the Council acts immediately, the change wouldn't be effective until 2013 and SD23 may have a shortfall.

Staff will be available at the April 2 work session to answer any additional questions.



# **South Billings Boulevard Urban Renewal District (SBBURD)**

*SBBURD comprised of  
Levy Districts 215 and 218*

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- Legend**
- SBBURD Levy Districts
  - 215
  - 218
  - SBBURD Boundary
  - Property Boundary
  - Yellowstone County

