

OFFICIAL AGENDA
TUESDAY July 28, 2026
Meeting Start Time: 9:00 a.m.
Board of County Commissioners
Yellowstone County, Montana
Ostlund Building
2825 3rd Ave N, Room 309
Billings, MT

Pledge to the Flag: Moment of Silence: Minutes

REGULAR AGENDA

9:00 a.m. RECOGNITION

Mike Linder	Sheriff	15 Years of Service - Retirement
Mike Powell	GIS	23 Years of Service - Departure of Service
Jennifer Hickson-Avants	Sheriff Records	25 Years of Service
Raechelle Orth	Clerk&Recorder	10 Years of Service

9:00 a.m. PUBLIC HEARING

Resolution 26-90 Intent to Abandon Certain Roads in Rockwell-Schauer Subdivision

PUBLIC COMMENTS ON REGULAR, CONSENT AND FILED AGENDA ITEMS

CLAIMS

CONSENT AGENDA

1. CLERK OF DISTRICT COURT

Interagency Agreement with the Office of the Court Administrator - Pretrial Programs

2. COMMISSIONERS

- a. FWP Cooperative Agreement Extension - Bundy Bridge Fishing Access Site
- b. Board Openings - Lockwood Urban Transportation District/Fuego FSA/Worden Fire District #4/Laurel Fire District #7/Custer Cemetery Board
- c. Yellowstone County Public Access and Political Activity Policy - Policy 26-91

3. COUNTY ATTORNEY

Arena Network Agreement

4. FINANCE

- a. Montana Wool Growers MOU
- b. Landfill Use Agreement with the City of Billings
- c. VNN request for PSMH Funds to Assist Veterans
- d. Facilities Contract - Automated Maintenance Services, Inc. - 3rd Floor City Hall Janitorial Services

5. PLANNING DEPARTMENT

Recommendation to the Policy Coordinating Committee on the Economic and Financial Analysis of Complete Streets

6. SHERIFF

2026 Fair Stipend

7. HUMAN RESOURCES

PERSONNEL ACTION REPORTS - IT - 1 Salary & Other; **Detention Facility** - 1 Appointment, 1 Salary & Other, 1 Termination; **Sheriff's Office**- 1 Appointment, 2 Salary & Other, 1 Termination; **Justice Court** - 1 Appointment; **Public Works** - 1 Appointment; **GIS** - 1 Termination; **Youth Services Center** - 1 Termination

FILE ITEMS

1. COMMISSIONERS

- a. Board Minutes - County Water District of Billings Heights June 2026 Minutes
- b. Board Minutes - DUI Task Force July 2026 Minutes

2. FINANCE

Youth Services South Central Regional Juvenile Detention Grant for FY2027 - Special Conditions

PUBLIC COMMENTS ON COUNTY BUSINESS

*Public comment is an opportunity for individuals to address the Board, however, the Board cannot engage in discussion or take action on items not properly noticed on the agenda. Public comment is limited to 3 minutes per individual.

B.O.C.C. Regular**Meeting Date:** 07/28/2026**Title:** July Recognition**Submitted By:** Amy Mills

TOPIC:

Mike Linder	Sheriff	15 Years of Service - Retirement
Mike Powell	GIS	23 Years of Service - Departure of Service
Jennifer Hickson-Avants	Sheriff Records	25 Years of Service
Raechelle Orth	Clerk&Recorder	10 Years of Service

BACKGROUND:

na

RECOMMENDED ACTION:na

B.O.C.C. Regular

Meeting Date: 07/28/2026

Title: Resolution 26-90 Intent to Abandon Certain Roads in Rockwell-Schauer Subdivision

Submitted For: Monica Plecker, Public Works Director

Submitted By: Jay Anderson, Deputy Public Works Director

TOPIC:

Resolution 26-90 Intent to Abandon Certain Roads in Rockwell-Schauer Subdivision

BACKGROUND:

A petition was submitted to abandon certain roads within Rockwell-Schauer Subdivision. An appointed Board of Viewers filed a report and made recommendations. A public hearing was set and advertised in the Yellowstone County News. The public hearing is set for today, July 28, 2026. The BOCC will hear public comment.

RECOMMENDED ACTION:

Approve resolution and return a signed copy to Public Works staff.

Attachments

Resolution of Intent for Proposed Abandonment

YELLOWSTONE COUNTY BOARD OF COUNTY COMMISSIONERS

Resolution No. 26-90

Resolution of Intent to Abandon Certain Roads in Rockwell-Schauer Subdivision

WHEREAS, pursuant to Sections 7-14-2101, 7-14-2102 and 7-14-2103 of the Montana Code Annotated, a board of county commissioners has the authority to manage county roads within the county. Pursuant to Section 7-14-2615 of the Montana Code Annotated, a board of county commissioners has the authority to abandon a county road after a public hearing.

WHEREAS, on September 25, 1961, Maizy Rockwell and Gertrude Schauer filed the Plat of the Rockwell-Schauer Subdivision that dedicated the roads in the subdivision to the public. The roads for the subdivision were not constructed when the plat was filed. Over the years only portions of the roads have been constructed. On September 4, 1973, the Yellowstone County Board of County Commissioners abandoned some of the roads in the subdivision. On March 2, 1984, the Board abandoned some of the roads in the subdivision.

WHEREAS, Steven Krum owns land in the Rockwell-Schauer Subdivision. On January 8, 2026, Krum submitted a petition to the Yellowstone County Board of County Commissioners, through the Yellowstone County Public Works Department, to abandon roads in the Rockwell-Schauer Subdivision. The petition indicates which roads he would like the Board to abandon, he would like the Board to abandon the roads because they have not been constructed and are not needed, who would receive the roads if the Board abandoned them and the affected landowners have consented to the abandonment. On May 12, 2026, the Board reviewed the petition and appointed a Board of Viewers to investigate the proposed abandonment. On July 07, 2026, the Board of Viewers submitted a report on the proposed abandonment. The Board of Viewers' Report recommended the Board abandon the roads with conditions. On July 7, 2026, the Board set a public hearing on the proposed abandonment for July 28, 2026. On July 10, July 17, 2026, the Yellowstone County Clerk and Recorder published notice of the public hearing in the *Yellowstone County News*. The Board also sent notice of the hearing to the landowners whose land abuts the proposed abandonment.

WHEREAS, on July 28, 2026 the Board held a public hearing on the proposed abandonment. The Board heard comments on the proposed abandonment and considered the Board of Viewers' recommendation and the comments. The Board determined that it would be in the best interest of the public to abandon the roads. The roads serve no purpose for the public. They have not been constructed. They do not provide access to anything.

NOW THEREFORE, BE IT RESOLVED,

The Yellowstone County Board of County Commissioners intends to abandon certain roads in the Rockwell-Schauer Subdivision as requested by Steve Krum and consented to by the affected landowners on the conditions Steve files an amended plat and certificate of survey to the Clerk and Records Office aggregating the desired abandonments into the existing Lots or Tracts as agreed to by the adjacent owners, that all lots or tracts have legal access, and that petitioner has

one year to fulfill these conditions. Once Krum complies with the conditions, the Board will pass a resolution that abandons the roads.

Passed and Adopted on the 28 day of July 2026.

BOARD OF COUNTY COMMISSIONERS
YELLOWSTONE COUNTY, MONTANA

Mark Morse, Chair

Michael J. Waters, Member

Chris White, Member

ATTEST:

Jeff Martin, Clerk and Recorder

B.O.C.C. Regular

Meeting Date: 07/28/2026

Title: Interagency Agreement with the Office of the Court Administrator

Submitted By: Erika Guy

TOPIC:

Interagency Agreement with the Office of the Court Administrator - Pretrial Programs

BACKGROUND:

See Attached

RECOMMENDED ACTION:

Approve or Deny

Attachments

Interagency Ageement

INTERAGENCY AGREEMENT

This agreement is entered into by and between the Office of the Court Administrator (hereinafter referred to as OCA) pretrial program, the Thirteenth Judicial District and Yellowstone County (hereinafter referred to as the County).

THE PARTIES OF THIS AGREEMENT, AND IN CONSIDERATION OF THE MUTUAL PROMISES CONTAINED HEREIN, AGREE AS FOLLOWS:

The OCA hereby enters into this Interagency Agreement regarding the continuation of a pretrial program cooperative agreement with the County. The following courts are participating in the pretrial program: Laurel City Court, Billings Municipal Court, Yellowstone Justice Court, Arraignment Court, and the Thirteenth District Court. This program shall be conducted in accordance with the conditions and stipulations established in Judicial Branch policy number 885 and 3-1-708 MCA.

1. DUTIES AND RESPONSIBILITIES OF THE COUNTY:

To ensure that the rights of individuals accused of a misdemeanor, or a felony offense are protected and to ensure that the safety of victims of crime and the general public is assessed prior to a decision being made to release or detain a defendant, the County agrees to cooperate fully with the following:

- A. Utilize Arnold Venture's Public Safety Assessment (PSA) Instrument for all defendants, except as outlined below, that are arrested by law enforcement agencies and detained in the County. Federal detainees, State of Montana parole violators and detainees who are being held for out-of-state jurisdictions will not be subject to a PSA. State of Montana probation violators, Montana Department of Corrections (DOC) offenders conditionally released who are detained following an alleged commitment of a new felony or misdemeanor are subject to a PSA.
- B. Ensure that the AutoMon defendant notification system for all court appearances is utilized and maintained as part of the pretrial program.
- C. Enter arrest, detention, release and case closure data on all individuals arrested in the County for felony and misdemeanor offenses into the AutoMon Management Information System monthly.
- D. Designate a pretrial case manager to serve as the pretrial program's point of contact. Additionally, the case manager supports defendants in their efforts to abide by conditions established by the court and reflected in the OCA established Pretrial Release Guide.
- E. Upon request by the OCA, submit data for the completion of the "Performance Measures Report" to the OCA within 30 days.
- F. Provide raw data or a summary report annually on how the pretrial program has impacted the county's jail population.
- G. Provide data, as requested, to assist in the preparation of a report for submission to the Legislature relative to the success and progress of the pretrial program in the county.

- H. Ensure that appropriate staff participate in OCA sponsored training/meetings regarding the pretrial program. Training should include judges, county attorney staff and public defender staff when necessary.
- I. Utilize the OCA Pretrial Release Guide (PRG) in all designated courts in the County.
- J. Ensure that local stakeholders meet a minimum of once per year. The meeting agenda should include a review of data related to the project and a general discussion of issues facing the project as well as a review of cases and the utilization of the PSA score. The Chief District Court Judge or designee will schedule and inform the OCA of the scheduled meeting 10 days prior to the meeting to allow for OCA participation. The meeting must be held before December 1, 2026.

The local stakeholders include the following:

- 1. a representative from law enforcement
 - 2. a district court judge
 - 3. a city court judge and/or a justice of the peace (if applicable)
 - 4. a representative from the county attorney's office
 - 5. a representative from the Office of the Public Defender
 - 6. a representative from the local pretrial services program
 - 7. a county commissioner
- K. Communicate, as necessary, with the OCA or OCA designees relative to the pretrial project.
 - L. Support the OCA's efforts to comply with the conditions of the Memorandum of Understanding between the OCA and Arnold Ventures.
 - M. Submit requests for reimbursements of monthly expenditures to OCA by the 20th of the month for expenditures incurred in the previous month. Documentation must include a summary of expenditures incurred along with copies of invoices paid or a general ledger report generated by the county's accounting system. Expenditures must comply with the budget narrative per Section 3.D.

2. DUTIES AND RESPONSIBILITIES OF THE OFFICE OF THE COURT ADMINISTRATOR.

The OCA agrees to provide the following:

- A. Allocate funds as provided by the Montana Legislature for the pretrial program to the participating county based on arrest data prepared by the Montana Board of Crime Control
- B. Provide training/support for aspects related to pretrial including training on the appropriate use of the PSA instrument upon the request of the County.
- C. Provide access, training and technical assistance related to the AutoMon Management Information System for pretrial case management services to each county.

- D. Provide direction and support via the Supreme Court appointed Pretrial Advisory Council and any working committees.
- E. Hire and train staff to complete and submit a PSA on all defendants, as addressed in section 1. A, to the appropriate court, county attorney and defense attorney prior to the defendant's initial court appearance.
- F. Provide the County with direction related to the completion of on-going "Performance Measures" reports and requirements for data tracking related to the report to Montana Legislature.
- G. Provide county monthly criminal history checks on all active cases, if requested. Notification to the County on the results of the criminal history checks for active cases.
- H. Attend one scheduled County stakeholders meeting per year. OCA staff's attendance will aid in the understanding of issues facing the County's pretrial project, aid in overcoming concerns expressed by the stakeholders, review the Interagency Agreement, and the annual OCA allocation to the County.

3. ALLOCATION OF FUNDS:

In consideration of continued participation in the pretrial program, the OCA shall authorize the participating County reimbursement as follows:

- A. The participating County shall have available two hundred and ten thousand dollars (\$210,000).
- B. The OCA agrees to reimburse all appropriate county expenditures within 60 days of receiving a valid invoice and deducting from the district's pretrial allocation. Reimbursement will be made based on actual expenditures submitted and approved by the OCA. Approved expenditures must comply with the Supreme Court Policy (885) governing the program.
- C. Funds from the OCA for the pretrial project may not be used to supplant funding for pretrial related programming/services currently being utilized in the participating county.
- D. The participating County must submit a budget narrative outlining the utilization plan for pretrial services funding. The budget narrative will be reviewed and approved by the OCA prior to the execution of the agreement and attached and part of the Inter-Agency agreement.

4. TIME OF PERFORMANCE:

This agreement shall take effect on July 1, 2026, and shall terminate on June 30, 2027, unless terminated earlier in accordance with terms of this Agreement.

5. THIRD PARTY CONTRACTS

The participating County may enter into agreements with service providers that offer supervision, check-ins, drug testing, counseling/treatment, or electronic monitoring for pretrial defendants. These services are intended to aid the defendant to stay crime free during the defendant's period of pretrial release. Copies of third-party contracts are to be made available upon OCA's request.

6. TERMINATION AND DEFAULT

- A. The OCA or the County may terminate this agreement in whole or in part if either party fails to perform as required in this agreement. A written termination notice must be submitted to the other party 30 days prior to the anticipated date of the termination of the agreement.
- B. The OCA, at its sole discretion, may terminate this agreement if funding is reduced.

7. LIASION

The liaison for the OCA will be the Court Administrator or their designee. Liaison for the County will be a member or an appointed designee of the County Commission.

8. ACCESS AND RETENTION OF RECORDS

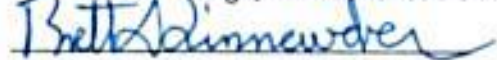
- A. The County agrees to provide the OCA, the Legislative Auditor or their agents' access to any records concerning this Agreement.
- B. The County and the OCA agree to create and retain all records supporting this Agreement for a period of three years after the completion of the Agreement.

SIGNATURES:

Supreme Court Administrator

David L. McAlpin

District Court Judge, Thirteenth Judicial District



Hon. Brett Linneweber

Chair, Yellowstone County Commission

B.O.C.C. Regular

2. a.

Meeting Date: 07/28/2026

Title: FWP Cooperative Agreement Extension - Bundy Bridge Fishing Access Site

Submitted By: Erika Guy

TOPIC:

FWP Cooperative Agreement Extension - Bundy Bridge Fishing Access Site

BACKGROUND:

See Attached

RECOMMENDED ACTION:

Approve or Deny

Attachments

FWP Cooperative Agreement Extension



BUNDY BRIDGE FISHING ACCESS SITE COOPERATIVE AGREEMENT EXTENSION

- 1 This Lease Term Extension Addendum ("Addendum") is between:
Lessor:
County of Yellowstone
PO BOX 35000, Billings MT, 59107
and
Lessee:
Montana Fish, Wildlife and Parks ("FWP")
1420 East 6th Avenue, P.O. Box 200701, Helena, MT 59620-0701
collectively, "the Parties."
- 2 The department and county entered into a Cooperative agreement, dated August 15, 2006 (Exhibit A) establishing responsibilities for construction and improvements, and long-term operations and maintenance for a period of 10 years. That agreement was then renewed for a period of 10 years with a Cooperative Agreement Extension on June 14, 2016 (Exhibit B).
- 3 The parties now desire to enter into a new Cooperative Agreement Extension for a period of 2 years.
- 4 Except as specifically modified by this Addendum, all other terms and conditions of the Original Lease shall remain in full force and effect.
- 5 This Addendum may be executed in counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same instrument.

IN WITNESS WHEREOF, the Parties hereto have executed this Agreement:

Lessee: Montana Fish, Wildlife
and Parks

Lessor: Yellowstone County

Christy Clark
Director Christy Clark

7/15/2022
Date

Commission Chair

Commission Member

Commission Member

Date

**Bundy Bridge Fishing Access Site
Cooperative Agreement**

2+8-12
2016

THIS AGREEMENT is made and entered into this 15th day of August, 2006, between the Montana Department of Fish, Wildlife and Parks, an agency of the State of Montana, whose main address is 1420 East Sixth Avenue, PO Box 200701, Helena, MT 59620-0701 (Department) and the County of Yellowstone, whose address is PO Box 35000, Billings, MT 59107-5000 (County).

RECITALS

The County has obtained a Right-of-Way Grant from the Federal Government (Bureau of Land Management), known as the Bundy Bridge Right-of-Way (ROW), located in Yellowstone County, Montana.

The County desires to enhance the area adjacent to the Yellowstone River at the Bundy Bridge as a public fishing access site to the river, all for the use and benefit of the public.

The Department's objectives include access to water-based recreational opportunities for the public.

The Department wishes to assist the County by providing construction and engineering expertise and a grant to facilitate initial development of the site.

The County wishes to provide long-term maintenance and management of the site as part of its public park facilities until such is transferred to the Department.

AGREEMENT

In consideration of the mutual promises, terms and provisions of this agreement, the Department and County agree to the terms and provisions set forth below:

1. Purpose: The purpose of this Agreement is to establish responsibilities for initial construction of the access site improvements, and long-term operation and maintenance responsibilities, all according to the terms and conditions outlined in this Agreement. The County retains the right to transfer its interest to the Department along with all maintenance and operations responsibilities except for law enforcement coverage.

2. Term: The term of this Agreement shall be for a term of ten (10) years from the date first written above.

3. Construction: The Department agrees to design the access and the facilities at the Bundy Bridge Fishing Access Site, including an access road including a hard crossing of the back channel, parking, a boat ramp, signage and vault toilet. Further, the Department has approved a \$35,000 motorboat grant to aid in the development of this project.

Bundy Bridge Fishing Access Site Cooperative Agreement

A. The initial phase will be completed by the County and will include the furnishing and installation of a culvert and crossing of the backwater channel along with gravel parking area and access road materials. This phase will be completed in 2006.

B. Subsequent phases will be completed by either the Department or the County and may include vault toilet, concrete boat ramp, guardrail, emergency repairs, and other items as agreed to by both parties. This work may be completed by either the Department or the County or by Contract.

The County will be afforded the opportunity to review and comment on the design plans until both parties agree to the final design prior to construction of the facilities.

4. Operations and Maintenance:

A. The County agrees to participate in the operation and maintenance of the Bundy Bridge Fishing Access Site located at Bundy Bridge under the following terms and conditions:

- i. The County will maintain the "old" petition #132 right-of-way from its departure of the "new" right-of-way, and all other constructed roads and parking areas in good repair and safe condition for public access.
- ii. The County will control weeds in accordance with the County's weed control policies on the Bundy Right-Of-Way.
- iii. Even though the site is to remain open all year, neither the County nor the Department is obligated to plow or remove snow from the site or the road at any time.
- iv. The County will provide law enforcement coverage by the Sheriff's Office for crimes under its jurisdiction. The County will maintain all gravel surfacing up to three (3) times per year as needed.

B. The Department agrees to participate with the County in the operation and maintenance of the Bundy Bridge Fishing Access Site located at Bundy Bridge under the following terms and conditions:

- i. The Department will perform normal Fishing Access Site maintenance activities, based upon the normal schedule, type and duration as other area FASs owned and operated by the Department. This includes, but is not limited to, litter pickup, fence maintenance, sign installation and maintenance, boat ramp maintenance and cleaning, and latrine maintenance and pumping, if and once installed.

Bundy Bridge Fishing Access Site Cooperative Agreement

ii. The Department will build and maintain fences and signage around the Bundy Bridge Fishing Access Site in good repair.

iii. The Department will provide law enforcement coverage by the local Fish and Game Warden for crimes under its jurisdiction at the usual schedule and during times determined by the local Fish and Game Warden.

5. Costs: Both the County and the Department will pay for their respective portions of the operation, upkeep, and maintenance costs as described above in Section 4.A and 4.B.

6. Nondiscrimination: Both the County and the Department will not discriminate against any individual or group because of race, color, religious creed, political ideas, sex, age, marital status, physical or mental handicap, national origin or ancestry in its operation or administration of the Bundy Bridge Fishing Access. The County and the Department will comply with all laws pertaining to the Equal Opportunity Act and the Fair Labor Standards Act.

7. Assignment: The County shall not assign its interest in this Agreement, in whole or in part, to any person or entity, other than the Department, without the written approval of the Department.

8. Remedies: If the County defaults in the performance of any term or condition of this Agreement, or otherwise violates any provision, the Department may give the County written notice of such default or violation, after which the County will have 30 days to cure the default or violation. To constitute a notice under this paragraph, the notice must indicate that it is given pursuant to this paragraph. If the County fails to cure the default or violation within this 30-day period, the Department may, at its discretion, terminate this Agreement, or seek any other remedy available to it under the law, including without limitation, specific performance or other equitable relief.

If the Department defaults in the performance of any term or condition of this Agreement, or otherwise violates any provision, the County may give the Department written notice of such default or violation, after which the Department will have 30 days to cure the default or violation. To constitute a notice under this paragraph, the notice must indicate that it is given pursuant to this paragraph. If the Department fails to cure the default or violation within this 30-day period, the County may, at its discretion, terminate this Agreement, or seek any other remedy available to it under the law, including without limitation, specific performance or other equitable relief.

9. Liaison: The Department designates its Region 5 Supervisor, 2300 Lake Elmo Drive, Billings, Montana, 59105, to act as liaison between the Department and County for the operation of this Agreement. The County designates the County Commission Chair, 217 N. 27th Street,

Bundy Bridge Fishing Access Site Cooperative Agreement

Billings, Montana, 59101, to act as liaison between the County and the Department for the operation of this Agreement.

10. Hold Harmless and Indemnification: The Department shall hold harmless, indemnify and defend the County and its employees, agents, and contractors from and against all liabilities, penalties, costs, losses, damages, expenses, causes of action, claims, demands or judgments, including without limitation reasonable attorney's fees arising from or in any way connected with injury to or the death of any person, or physical damage to any property, resulting from any act, omission, condition or other matter related to or occurring on or about the designated fishing access site unless due, in whole or in part, to the negligence or willful misconduct of the County or its agents, employees, or contractor.

The County similarly agrees to hold harmless, indemnify and defend the Department and its employees, agents and contractors from and against all liabilities, penalties, costs, losses, damages, expenses, causes of action, claims, demands or judgments, including without limitation reasonable attorney's fees arising from or in any way connected with injury to or the death of any person, or physical damage to any property, resulting from any act, omission, condition or other matter related to or occurring on or about the designated fishing access site unless due, in whole or in part, to the negligence or willful misconduct of the Department or its agents, employees, or contractor.

11. Modifications: This document constitutes the sole and entire agreement between the Department and County. No statements, promises, or inducements made by either party that are not contained in this Agreement are valid or binding unless evidenced in writing and signed by both parties.

12. Termination: This agreement may be terminated as follows:

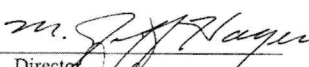
- A. Termination Due to Loss of Funding. This agreement may be terminated in whole or in part, at the discretion of either party, in the event that either party suffers a loss or termination of funding in whole or in part so that it is unable to fulfill the agreement. In this event, that party will give the other party written notice setting forth the effective date of full or partial termination or, if a change in funding is required, setting forth the change in funding and changes in the approved budget.
- B. Termination Due to Noncompliance with Agreement Terms. If either party determines that the other party has failed to comply with the general terms and conditions of this agreement and if upon notification of the failure the other party does not remedy the deficiency within a reasonable period of time of not less than 30 days, to be specified in the notice, this agreement may be terminated in whole or in part. The party terminating will promptly notify the other party in writing of the decision to terminate, the reasons for the termination, and the effective date of the termination.

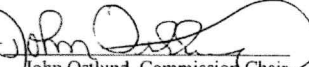
**Bundy Bridge Fishing Access Site
Cooperative Agreement**

IN WITNESS WHEREOF, the Department and County have executed this Agreement.

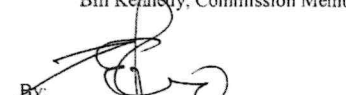
Montana Fish, Wildlife and Parks

County of Yellowstone

By: 
Director
 10/24/06
Fish, Wildlife & Parks Legal Review

By: 
John Ostlund, Commission Chair

By: 
Bill Kennedy, Commission Member

By: 
Jim Reno, Commission Member

Page 5 of 5

Exhibit A

Bundy Bridge Fishing Access Site

Cooperative Agreement Extension

This Agreement Extension is made and entered into this 14 day of June, 2016, between the Montana Department of Fish, Wildlife and Parks, whose main address is 1420 East Sixth Avenue, P.O. Box 200701, Helena, MT 59620, (Department), and the County of Yellowstone, whose address is PO Box 35000, Billings, MT 59107-5000 (County).

RECITALS

The Department and County entered into that certain Cooperative Agreement, dated August 15, 2006 (attached), providing for the parties to establish responsibilities for initial construction of the access site improvements, and long-term operations and maintenance responsibilities for a period of 10 years, which expires on August 14, 2016.

The parties now desire that all terms and conditions of the 2006 Cooperative Agreement be renewed for a period of ten years, and be automatically renewed for additional ten year terms unless either party gives written notice of termination as provided for within the agreement or within 30 days before any renewal period.

The parties understand that any future construction and/or site improvements would require an additional amendment to the Agreement, and be subject to the approval of both parties.

AGREEMENT

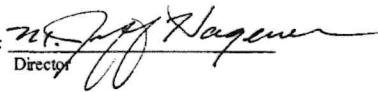
In consideration of the mutual promises, terms and provisions set forth in the original Cooperative Agreement, the parties hereby agree to extend the Cooperative Agreement and all terms and conditions of the Cooperative Agreement shall remain in full force and effect.

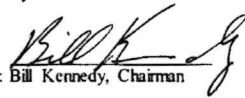
IN WITNESS WHEREOF, the parties have executed this Cooperative Agreement Extension on the day and year first written above.

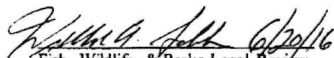
IN WITNESS WHEREOF, the Department and County have executed this Agreement.

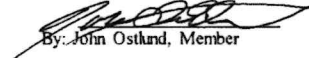
Montana Fish, Wildlife and Parks

County of Yellowstone

By: 
Director

By: 
By: Bill Kennedy, Chairman

 6/29/16
Fish, Wildlife & Parks Legal Review


By: John Ostlund, Member


By: James E Reno, Member

Exhibit B

B.O.C.C. Regular

2. b.

Meeting Date: 07/28/2026

Title: Board Openings

Submitted By: Erika Guy

TOPIC:

Board Openings - Lockwood Urban Transportation District/Fuego FSA/Worden Fire District #4/Laurel Fire District #7/Custer Cemetery Board

BACKGROUND:

See Attached

RECOMMENDED ACTION:

Post

Attachments

Board Openings

YELLOWSTONE COUNTY BOARD OPENINGS

July 28, 2026

LOCKWOOD URBAN TRANSPORTATION DISTRICT	4 year	2 full to 5/2/28
FUEGO FIRE SERVICE AREA	3 year	1 full to 12/31/28
WORDEN FIRE DISTRICT #4	3 year	1 full to 5/1/29
LAUREL FIRE DISTRICT #7	3 year	1 full to 5/1/29

■ NOTE: To be eligible for the above special district boards, applicants must live OR own property within the boundaries of the district.

CUSTER CEMETERY BOARD	3 year	1 partial to 6/30/27
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APPLICATIONS FOR THE ABOVE POSITIONS WILL BE ACCEPTED
UNTIL 5:00PM ON THURSDAY, August 27, 2026

July 21, 2026

CONSOLIDATED ZONING COMMISSION	2 year	1 full to 6/30/28
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■ NOTE: Eligible applicants for the above board must live outside the city limits of Billings but within 4-1/2 mile zoning boundary.

APPLICATIONS FOR THE ABOVE POSITIONS WILL BE ACCEPTED
UNTIL 5:00PM ON THURSDAY, August 20, 2026

July 7, 2026

CITY/COUNTY PLANNING: DIST 3	2 year	1 partial to 12/31/26
CITY/COUNTY PLANNING: DIST 4	2 year	1 partial to 12/31/26
CITY/COUNTY PLANNING: DIST 5	2 year	1 full to 12/31/27
CITY/COUNTY PLANNING: DIST 7	2 year	1 full to 12/31/27

■ NOTE: To be eligible for the above special district boards, applicants must live AND own property within the boundaries of the district. To find which planning district you live in, please contact the City/County Planning Division at 247-8676.

BROADVIEW CEMETERY	3 year	1 full to 6/30/29
BLUE CREEK FIRE SERVICE AREA	3 year	2 full to 5/8/27
LAUREL FIRE DISTRICT #5	3 year	1 full to 5/1/28
LAUREL FIRE DISTRICT #7	3 year	1 full to 5/1/28
HUNTLEY PROJECT FIRE SERVICE AREA	3 year	1 full to 6/30/29

■ NOTE: To be eligible for the above special district boards, applicants must live OR own property within the boundaries of the district.

CONSOLIDATED ZONING COMMISSION	2 year	1 full to 6/30/27 1 full to 6/30/28
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■ NOTE: Eligible applicants for the above board must live outside the city limits of Billings but within 4-1/2 mile zoning boundary.

LOCKWOOD PEDESTRIAN SAFETY DISTRICT ADV.	3 year	1 partial to 12/31/27
AREA II AGENCY ON AGING	1 year	1 full to 6/30/27
ALLIES IN AGING	2 year	1 full to 6/30/28

APPLICATIONS FOR THE ABOVE POSITIONS WILL BE ACCEPTED
UNTIL 5:00PM ON THURSDAY, August 6, 2026

B.O.C.C. Regular

2. c.

Meeting Date: 07/28/2026

Title: Public Access and Political Activity Policy

Submitted By: Teri Reitz, Board Clerk

TOPIC:

Yellowstone County Public Access and Political Activity Policy - Policy 26-91

BACKGROUND:

See attached.

RECOMMENDED ACTION:

Approve.

Attachments

Political Activity Policy

YELLOWSTONE COUNTY
PUBLIC ACCESS and POLITICAL ACTIVITY POLICY
POLICY NO. 26-91

PURPOSE

The purpose of this policy is to ensure that all members of the public have safe, unobstructive, and impartial access to County facilities while preserving the orderly conduct of County business. This policy applies equally to all signature gathering, solicitation, advocacy, and campaign activities.

This policy applies to all Yellowstone County facilities including the John V. Ostlund Administrative Building, the Yellowstone County Courthouse, Metra Park, including the Yellowstone County Election Office located at Metra Park, Youth Services, The Yellowstone County Sheriff Office and the Yellowstone County Detention Center.

NOTE: During election cycles, the Yellowstone County Election Office follows state election law concerning political activities at polling locations and at the Election Office.

POLICY

County facilities exist primarily to provide government services to the public. Individuals conducting County business shall be able to enter, exit, and use County facilities without interference, harassment, intimidation, or unwanted solicitation.

Individuals, groups or organizations seeking signatures for petitions, initiatives, candidates, or other political or advocacy purposes must check in with the County Commissioner's Office prior to any such activities. The office is in the John V. Ostlund County Administration Building, 2825 3rd. Avenue North, Room 419.

Individuals, groups or organizations may conduct activities in areas designated by the County. Maps of County facilities with designated areas per location, are available at the County Commissioners Office.

Unless specifically authorized by the County, signature gathering, campaigning, solicitation, or distribution of literature is prohibited:

1. Inside any County owned facility
2. Within building entrances, exits, vestibules, hallways, waiting areas, or service counters.
3. In any location that obstructs pedestrian or vehicle traffic or interferes with access to County services.
4. By approaching, following, stopping, or otherwise engaging individuals who are entering or leaving County buildings.

Individuals entering or leaving County facilities must be free to decline contact without further solicitation.

While engaged in political activity at designated areas, the designated areas shall:

1. Remain clear and unobstructed access to all entrances, exits, sidewalks, parking areas and accessible routes.
2. Political activity shall not interfere with emergency access or public safety
3. Be administered in a viewpoint -neutral manner.

Regardless of location on County property. The following conduct is prohibited:

1. Blocking or impeding access to County facilities.
2. Interfering with County operations or the conduct of public business.
3. Harassing, intimidating or threatening members of the public or County employees.
4. Refusing to comply with lawful directions issued by authorized County personnel regarding safety, access, or facility operations.

ENFORCEMENT:

Individuals who refuse to comply with this policy may be directed to leave designated areas. Continued refusal to comply may result in removal from County property or other action authorized by law.

Nothing in this policy shall be construed to limit constitutionally protected speech beyond reasonable, content-neutral time, place and manner restrictions permitted under applicable federal and Montana law.

Approved this ____ day of July 2026 for immediate adoption. The Yellowstone County Board of County Commissioners reserves the right to modify, amend or alter this policy.

Board of County Commissioners
Yellowstone County, Montana

Attest
(Seal)

Mark Morse, Chairman

Jeff Martin, Clerk and Recorder

Mike Waters, Commissioner

Chris White, Commissioner

B.O.C.C. Regular

Meeting Date: 07/28/2026

Title: Arena Network Agreement

Submitted By: Steve Williams

TOPIC:

Arena Network Agreement

BACKGROUND:

Metra and Arena Network have an agreement where Arena Network will help locate and provide entertainers to Metra.

RECOMMENDED ACTION:

Approve

Attachments

Arena Network Agreement



Venue Membership Agreement

Dated: January 1, 2026

Between:

1. **ArenaNetwork, Inc.** of 2435 Ventura Blvd., Suite E, Camarillo, CA 93010 and its affiliated entities (collectively "Network")

And

2. **MetraPark** of 308 6th Ave N, Billings, MT 59101 ("Venue")

Venue and the Network agree as follows:

1. **Engagement:** Network is a privately-owned corporation providing expertise in the live entertainment industry to a number of public assembly venues. Pursuant to this agreement ("Agreement"), Venue agrees to participate as a member of Network and Network agrees to provide a range of membership services ("Services"), as defined in Section 2 below.
2. **Services:** Network will provide the following Services:
 - (a) Outreach to agents, promoters, producers, and artist representatives on behalf of Venue;
 - (b) Identify business and booking opportunities;
 - (c) Provide industry updates and developments;
 - (d) Schedule conference calls to discuss topical issues and new opportunities;
 - (e) Share Venue information within the live events industry, in an effort to solicit business opportunities;
 - (f) Meet with Venue at industry conferences and functions as requested by Venue, subject to availability;
 - (g) Include Venue in Network's website and trade publication advertising;
 - (h) Collect and distribute relevant industry information;
 - (i) Talent Buying Services ("Talent Buying Services") (if mutually agreed between parties):
 - i. Identification of talent availability and pricing;
 - ii. Talent buying and preparation of talent offers as directed by Venue;
 - iii. Negotiation with an act's representatives on behalf of Venue;
 - iv. On a case-by-case basis, Venue may engage Network to assist with Talent Buying Services for corporate clients interested in hosting meetings, banquets and private events, pursuant to Section 7, entitled "Fees".

Network will have no obligation to provide additional services. Any additional services not listed in this Agreement will be discussed on a case-by-case basis, and Network will be paid an additional, mutually agreeable fee.

To assist with Network providing the Services identified above, and to streamline booking, Venue has or will provide Network with a data feed from Venue's calendar management software, which will provide Network with access to real-time, read-only information from Venue's internal and external calendar. If Venue does not have the ability to provide a data feed of calendar availability to Network, Venue shall provide a calendar of availability to Network via email on a regular basis, or by updating Network's members portal on a regular basis with the calendar of availability.

3. **Event Types:** There are three different event types described in this Agreement: Rentals ("Rental"), Co-Pros ("Co-Pro"), and In-House Promotions ("In-House Promotion"), with all three collectively referred to as ("Event").
 - (a) **Rental:** The term Rental shall mean any confirmed event in which an outside promoter is at financial risk.
 - (b) **Co-Pro:** The term Co-Pro shall mean any confirmed event in which Venue shares financial risk and/or revenues with an outside promoter/producer.
 - (c) **In-House Promotion:** The term In-House Promotion shall mean any confirmed event in which Venue is at risk financially, or an event where Network negotiates a unique deal structure directly with an artist, act, attraction, or production or their representatives, such as a \$0 guarantee, or any other non-traditional deal structure negotiated directly with Talent or Talent's representatives, whereby Venue is issued a contract from Talent's representative and Venue is acting as the promoter for the event, and in which Network performed Talent



Buying Services by submitting a performance offer and booking Talent performing for such event. For the purposes of this Agreement, an artist, act, attraction or production shall be defined as Talent ("Talent").

4. **Talent Buying:** If Network is engaged to buy Talent on behalf of Venue through the submission of a performance offer ("Talent Offer"), a Talent Buyer Authorization Agreement ("TBA") will be signed by Venue before a Talent Offer is submitted to Talent or Talent's representative. By Venue signing the TBA, Venue authorizes Network to submit the Talent Offer on Venue's behalf and Venue acknowledges that by Venue signing the TBA and acceptance of the Talent Offer by Talent or Talent's representative, it will constitute a binding obligation of Venue to Talent and/or Talent's representative. If Venue desires to rescind the Talent Offer, Venue shall be liable to Talent for the full Talent guarantee referenced in the Talent Offer, which sum shall constitute consideration to Talent as a cancellation fee ("Liquidated Damages"). *Venue acknowledges that its breach or failure to honor the terms of the Talent Offer will cause Talent substantial economic damages and losses of types and in amounts which are impossible or impractical to compute and ascertain with certainty and thus agrees to the Liquidated Damages as set forth above.*

Network does not guarantee that any Talent Offer made by Venue will be accepted by Talent, and it is possible that Talent may accept the performance offer of other members of Network, but not Venue's performance offer, or that Talent does not accept any performance offer made by Network.

Network does not make any representation as to the profitability of any show. The decision to make a Talent Offer for any specific Talent is solely that of Venue and Venue accepts the full financial risks of each Talent Offer, regardless of the financial outcome.

5. **Claims:** Rentals and Co-Pros will be executed directly between Venue and a producer, promoter or Talent, and Network will not be a party of such agreements. Likewise, any agreement with a specific Talent for an In-House Promotion will be made between Venue and Talent (or Talent's representative) and Network will not be a party to any such agreement(s). Venue is responsible for the terms and conditions contained in any such agreement and Network shall not be held responsible for any cancellation, default or breach of any such agreement, regardless of which party was at fault. Venue agrees to indemnify, save and hold Network, its parent, subsidiary and affiliated corporations, and their respective directors, officers, employees and contractors/representatives, free and harmless from any claims or expenses related thereto, including reimbursement of any and all actual attorney's fees incurred by Network.
6. **Assist:** An assist ("Assist") shall be defined as follows: When Network in any manner helps to secure an event for Venue or for an affiliated facility at Venue's direction, whether the event is a single or multi-day Rental, or a single or multi-day Co-Pro. Assists may be the result of new business opportunities brought to Venue by Network, bookings at the request of or in collaboration with Venue, or solicitations by Network on behalf of Venue to a producer, promoter, agent or manager.
7. **Fees:** In consideration of the Services, Venue agrees to pay to Network the following Annual Membership Fees ("Annual Membership Fee"), Assist Fees ("Assist Fee"), and Talent Buying Fees ("Talent Buyer Fee"), with all collectively referred to as ("Fees"), described below:
- (a) **Annual Membership Fees:** Annual Membership Fees for each year of the membership term are provided below
- i. **Annual Membership Fee Schedule:**
- (1) \$30,000 USD Due July 1, 2026 (for the period beginning January 1, 2026 to January 1, 2026)
 - (2) \$32,500 USD Due July 1, 2027 (for the period beginning January 1, 2027 to January 1, 2027)
 - (3) \$35,000 USD Due July 1, 2028 (for the period beginning January 1, 2028 to January 1, 2028)
- (b) **Assist Fees are to be paid as follows:**
- i. **For Single Day Rentals or Co-Pros:** When Network helps to secure a single day Rental or Co-Pro event for Venue, Network shall receive an Assist Fee of \$0 USD flat, regardless of number of performances. **Payment of this fee will be made to Network as soon as practical after the conclusion of the Event;**
 - ii. **For Multi-Day Rentals or Co-Pros:** When Network helps to secure a multi-day Rental or Co-Pro event for Venue, Network shall receive an Assist Fee of \$0 USD flat, for the first event day, plus an additional \$0 USD for each subsequent event day, regardless of the number of performances in each



day. **Payment of this fee will be made to Network as soon as practical after the conclusion of the Event;**

- iii. All Assist Fees are considered confidential information and are internal charges to the Venue to be paid by Venue and cannot appear on any promoter, producer, or Talent settlements.
- (c) **Talent Buyer Fees are to be paid as follows:**
 - i. **For In-House Promotions:** When Network acts as a Talent buyer to secure an In-House Promotion event for Venue, Network shall receive a Talent Buyer Fee of \$2,500 USD, plus \$1 USD per paid ticket, for each event booked by Network with a signed TBA. **Payment of this fee will be made to Network as soon as practical after the conclusion of the Event;**
 - (1) In the event a Talent Offer is submitted by Network for an In-House Promotion and an outside promoter gets brought in to promote the event, either at the discretion of Venue, Talent representatives, or as the result of Network's efforts, then Network's Talent Buyer Fee will not be affected. In any of these instances, regardless of whether it is a Rental or a Co-Pro, Network's Talent Buyer Fee will be billed directly to Venue pursuant to the terms specified in the signed TBA.
 - ii. All Talent Buyer Fees are considered confidential information and are internal charges to the Venue to be paid by Venue and cannot appear on any Talent Offer sheets or show settlements.

In the event Network is engaged to buy Talent for a date-specific event, special event, university event, private function, or for an event from an outside third-party, Network will negotiate a separate Talent buying fee, which will be evaluated on a case-by-case basis and specified in a TBA.

All Events booked by Network for Venue during membership term will be paid pursuant to this Agreement. If Network is the procuring cause of an Event booked in Venue or any of its affiliated facilities and the Event date takes place after this Agreement has expired or has been terminated, Network shall be entitled to be paid the full retail Assist Fee and/or Talent Buyer Fee pursuant to this Agreement. The full retail Assist Fee for single day or multi-day Rentals or Co-Pros is 50% of net Venue proceeds with all Venue revenue streams included. The full retail Talent Buyer Fee is \$10,000 USD + \$2 USD per paid ticket versus 50% of net Venue proceeds with all Venue revenue streams included, whichever is greater.

- 8. **Term:** The membership term ("Term") of this Agreement commences January 1, 2026 and ends December 31, 2028. If any Annual Membership Fee is not received within 90 days of the original invoice date, Network reserves the right to immediately terminate this Agreement upon notice to Venue and Network shall be entitled to its pro rata Annual Membership Fee through the date of termination.

- (a) **Renewal:** After the initial Term, this Agreement may be extended for additional one (1) year terms upon the mutual written agreement of both parties.

- 9. **Termination:** If, for any reason during the term of this Agreement, Venue contracts with a third-party private management firm for booking and/or management, Network shall have the right to terminate this Agreement immediately and shall be entitled to receive full payment pursuant to the Fees in Item 7 of this Agreement. Venue may terminate this Agreement upon material breach hereof by Network, provided Network shall have thirty (30) days from the date on which Venue sends Network written notice of such breach in which to cure such breach. In the event of such termination, neither party shall have any further obligations to the other.
- 10. **Indemnification:** For clarity, Talent, and the employees and contractors of Talent, producers or promoters, are not employees or contractors of Network. Venue agrees to indemnify, save and hold Network, its parent, subsidiary and affiliated corporations, and their respective directors, officers, employees, and contractors/representatives, free and harmless from all claims, damages, costs and expenses, relating to any property damage, bodily injury or death, lost revenue resulting from business interruption, or in connection with any activity or accommodations for events, which occurs as a result of an act or omission of Venue (including Venue's employees and contractors) at or in connection with any event or any other act/omission. Network agrees to indemnify, save and hold Venue, its parent, subsidiary and affiliated corporations, and their respective directors, officers, employees, and contractors/representatives, free and harmless from all claims, damages, costs and expenses, relating to any property damage, bodily injury or death, lost revenue resulting from business interruption, or in connection with any activity or accommodations for events, which occurs as a result of an act or omission of Network (including Network's employees and contractors) at or in connection with any event or any other act/omission.



11. Insurance: Venue shall maintain a General Liability insurance policy of not less than \$2 million, and each such insurance policy shall contain a thirty (30) day notice of cancellation clause. Venue shall provide an annual blanket certificate evidencing adherence to the foregoing insurance requirements. For specific events with which Network has assisted in booking, Venue agrees to provide a certificate of insurance naming Network, its directors, officers, employees and contractors/representatives as additional named insureds.
12. Risk: Network does not make any representation as to the viability or profitability of any Event, nor that they will be successful in securing Talent for Venue. The decision to make Talent Offer and engage Talent is solely that of Venue.
13. Confidentiality and Trade Secrets ("Trade Secrets"): The information pertaining to the business of Network, Venue and all other venue members of Network, including but not limited to information regarding the provisions of this Agreement, Fees, deal terms with Talent, or the business affairs of the other venue members of Network, which: (i) is not generally known to the public or other venues who are not members of Network; (ii) confers economic benefit to Venue and Network because the information is not publicly known; and (iii) there is the need to make an effort to maintain its secrecy. The Trade Secrets may be comprised of or include confidential information ("Confidential Information"). Examples include call agendas, ticket counts, and Talent Offer sheets. Venue affirmatively agrees not to disseminate, by any means whatsoever, such Confidential Information to anyone other than to Network. However, nothing herein shall preclude or limit Network from disseminating or providing the Confidential Information to agents, promoters, or others, in an effort to solicit business for Venue and members of Network. This includes disseminating such Confidential Information to any venue which is considering becoming a member venue of Network.

Venue shall not share, disseminate or distribute any materials provided or developed by Network to anyone without Network's prior knowledge and approval. By example, Talent Offer sheets, call agendas, ticket counts and/or email communications with or without Network's logo shall not be shared or distributed with any party without the prior written approval of Network. Network shall have no liability whatsoever to Venue with regard to any materials used or shared by Venue to a member venue of Network or any other party whatsoever, without Network's prior knowledge and approval.

In furtherance of Network's providing of Services as mentioned herein, Venue may participate in telephonic conference or "dial in" calls. Venue agrees not to record the calls in any format whatsoever without the written consent of Network, and further acknowledges such calls may contain Confidential Information as described herein.

If Venue opts-in to participate in sharing ticket count box office information by providing information to Network, Network shall have no liability whatsoever for any claims made against Venue related to the sharing of this data, which may include data and/or information breach, sharing of information with third-parties, or any other unwanted use of the data. In addition, Venue agrees to indemnify and hold Network free and harmless from any claim(s) made against Network relating to the same.

Network has no duty or obligation to disclose any third-party marketing agreements to which it is a party.

In addition to the Services provided by Network to Venue, Venue acknowledges that: (i) Network provides industry expertise, advice and general consulting to Venue; and (ii) any information or advice shared by Network to Venue about Venue or other venues, regardless if the other venues are members of Network is strictly confidential and intended only to assist and help Venue compete within the live events industry; and (iii) decisions that are made based on the information and/or advice provided by Network to Venue, are made by Venue on its own; and (iv) Network shall not be liable to Venue for any damages whatsoever.

Venue is part of a governmental body and as such is subject to public records requests. Network shall be notified anytime a request is made for documents related to events or activities involving Network.

14. Assignment: Venue agrees that it will not assign, sell, transfer, delegate, or otherwise dispose of, whether voluntarily or involuntarily, or by operation of law, any rights or obligations under this Agreement. Network may assign this Agreement to any one or more of its affiliated entities without the consent of Venue.
15. Representations and Warranties: Each individual executing this Agreement on behalf of Venue represents and warrants that he or she is duly authorized to do so. Network shall be entitled to rely on the representations of each



individual executing this Agreement on behalf of Venue that such person is duly authorized to do so, without any duty of investigation, the signature of such person shall be binding on Venue.

Venue further acknowledges that all aspects of event execution, including, but not limited to event management, marketing and production management shall be the responsibility of Venue for all events booked by Network.

16. Miscellaneous: This Agreement: (i) supersedes all prior oral or written agreements between the parties pertaining to the subject matter hereof; (ii) can only be amended by written document signed by both parties; (iii) cannot be assigned by Venue without the express prior written approval of Network; (iv) shall not be construed as a partnership, joint venture or employment agreement between the parties; (v) shall inure to the benefit of and be binding upon the parties and their permitted successors and assigns; (vi) shall be governed by the laws of the State of California; and (vii) may be executed in counterparts, such parts together constituting one whole original document, and a facsimile, digital or PDF scanned email transmission of a party's signature shall be deemed and comprise an original signature for all purposes hereof. If any provision of this Agreement is found to be invalid or unenforceable, such provision shall be deemed severed here from, and the remainder of this Agreement shall continue in full force and effect. Headings used herein are for convenience only. Waiver of one or more terms or conditions of this Agreement shall not be deemed a modification or waiver of any other provisions of this license.

The Parties hereto have executed this Agreement as of the date first listed above.

ArenaNetwork Inc.

MetraPark

By: 

Andrew Prince, CEO
2435 Ventura Blvd., Suite E
Camarillo, CA 93010

By: _____
Its Authorized Signatory
308 6th Ave N
Billings, MT 59101

B.O.C.C. Regular

4. a.

Meeting Date: 07/28/2026

Title: Woolgrowers MOU

Submitted For: Jennifer Jones, Finance Director

Submitted By: Stefanie Ans

TOPIC:

Montana Wool Growers MOU

BACKGROUND:

This is an annual MOU requested by the MT Woolgrowers. We remit only the amount we receive.

RECOMMENDED ACTION:

approve

Attachments

Montana Woolgrowers MOU

MONTANA WOOL GROWERS ASSOCIATION
PREDATOR CONTROL FUND
P.O. Box 1938
Billings, MT 59103
(406) 657-6464

MEMORANDUM OF UNDERSTANDING

For the period: JULY 1, 2026 TO JUNE 30, 2027

In accordance with the terms of a Cooperative Service Agreement between the USDA APHIS Wildlife Services program and the Montana Wool Growers Association, **YELLOWSTONE COUNTY** agrees to allocate up to amount collected, not to exceed \$906 for the protection of sheep from destructive animals. Payment will be made to the extent that funds are available from the collection of associated assessments.

Funds under this agreement will be expended to carry out a mutually-agreed-upon program to minimize economic depredations. The county will be billed semiannually on **DECEMBER 1** and **JUNE 1**. Funds will be made payable to and deposited in the Predator Control Fund, Montana Wool Growers Association.

The program is agreed upon as follows:

(1) Wildlife Services Specialist will conduct Wildlife Services in Yellowstone, and Musselshell Counties. Fixed-wing and rotor-wing aircraft will be used where feasible and where funds are available.

CHAIRMAN, BOARD OF COUNTY COMMISSIONERS

DATE

For the MONTANA WOOL GROWERS ASSOCIATION

DATE

Stock Sheep On Tax Rolls : 1,510

Sheep License Fee/Head : \$0.60

(A signed copy
will be returned
for your files.)

B.O.C.C. Regular

4. b.

Meeting Date: 07/28/2026

Title: Landfill Use Agreement with the City of Billings

Submitted By: Anna Ullom, Senior Accountant

TOPIC:

Landfill Use Agreement with the City of Billings

BACKGROUND:

Landfill use agreement for 7/1/26-6/30/27, for \$628,220 per year, increasing from \$437,580 last fiscal year. This amount is to be paid semi-annually on December 1 and June 1.

RECOMMENDED ACTION:

Approve.

Attachments

Landfill Use Agreement with the City of Billings FY27

City of Billings Agenda Detail on Landfill Agreement



LANDFILL USE AGREEMENT

THIS AGREEMENT made and entered into this _____ day of _____ 2026, by and between the CITY OF BILLINGS, MONTANA, a municipal corporation, hereinafter referred to as “CITY” and the YELLOWSTONE COUNTY SOLID WASTE DISPOSAL DISTRICT, hereinafter referred to as “DISTRICT”.

WITNESSETH:

WHEREAS, the DISTRICT and its residents are desirous of using the landfill facilities of the CITY for the disposal of solid waste; and

WHEREAS, the CITY is willing to allow the DISTRICT and its residents use of its landfill facilities during normal public operating times.

NOW THEREFORE, in consideration of the mutual covenants and agreements between the parties hereto, it is mutually agreed as follows:

1. **DEFINITIONS**

- a. Landfill – The term “Landfill” shall mean the Billings Regional Landfill situated in Yellowstone County, owned and operated by the City of Billings.
- b. Other Waste – The term “other waste” shall mean construction and demolition refuse, dead animals, non-processed tires, asbestos, and special waste such as contaminated soil, sludges, and treated timbers.
- c. Refuse – The term “refuse” shall mean all approved and permitted wastes that lawfully may be disposed of in the Landfill.
- d. Residential Municipal Solid Waste – The term “residential municipal solid waste” shall mean any refuse not falling under the definition of “other waste” and generated from or at a property used as a residential dwelling.

2. **TERM.** The term of this AGREEMENT shall be from July 1, 2026 through June 30, 2027. Either party may terminate this AGREEMENT at any time with or without cause, upon six months written notice to the other party. In the event of such termination, a pro rata payment shall be paid or refunded, depending on the termination date.

3. **USE OF FACILITIES.** The City will permit the DISTRICT and its residents to use its landfill facility for disposal of refuse generated within the area of the DISTRICT at such times as said landfill shall be open for disposal of refuse. The DISTRICT agrees to use facilities in accordance with all applicable federal and state legislation, all applicable local ordinances including, but not limited to Billings Municipal Code, Chapter 21, and all applicable federal, state, and local administrative rules in order to promote the health, safety, and welfare of the citizens of Billings, Montana.

4. **PAYMENT FOR RESIDENTIAL MUNICIPAL SOLID WASTE.** For the period from July 1, 2026 through June 30, 2027, the DISTRICT agrees to pay the CITY the sum of six hundred twenty-eight thousand two hundred twenty dollars (\$628,220.00) for residential municipal solid waste hauled by District residents from their primary residence. One half of this amount shall be paid semi-annually on or before December 1, 2026 and June 1, 2027.



DISTRICT residents will not be charged at the Landfill for residential municipal solid waste hauled by residential users for loads less than 1.5 yards or 700 pounds but will be charged for other waste of any volume or weight.

5. **IDEMNITY.** Each of the parties hereto shall indemnify, hold harmless, and defend the other party, its agents, employees or officials, against any and all claims, demands, causes of action, damages, costs, expenses, liability, or judgments against the other party for personal injury, death, or property damage caused by the negligence of the other party, its agents, employees or contractors arising from, growing out of, or in any way connected with or incidental to performance of this agreement.

Indemnity under this agreement shall commence on the date of execution hereof and shall continue for the entire term this agreement is in effect and for any applicable period of limitations thereafter. Either party shall notify the other party, in writing, within ten (10) days of any claim made on the obligations indemnified against hereunder.

IN WITNESS WHEREOF, the parties hereto have executed this instrument the day and year first above written.

CITY OF BILLINGS, MONTANA

BOARD OF COUNTY COMMISSIONERS
YELLOWSTONE COUNTY, MONTANA

By _____

MIKE NELSON, MAYOR

MARK MORSE, Chairman

CHRIS WHITE, Member

MIKE WATERS, Member

APPROVED AS TO FORM:

By _____

GINA DAHL, CITY Attorney

City Council Regular Business Meeting

Meeting Date: 06/22/2026
TITLE FY27 Landfill Use Agreement with Yellowstone County
PRESENTED BY: Jennifer Duray
Department: Public Works

Presentation: No
Legal Review: Yes
Project Number: N/A

RECOMMENDATION

The proposed one-year landfill agreement with Yellowstone County provides for reimbursement of self-hauled residential waste disposal by county residents at the Billings Regional Landfill. The FY27 agreement amount is \$628,220, an increase of \$190,640, or 44%, driven by the Council-approved landfill fee adjustment and improved customer residency tracking implemented in July 2025, which identified higher actual landfill utilization by Yellowstone County residents. The agreement also adjusts payment due dates to better align with Yellowstone County's property tax collection schedule. Approval of the agreement will allow continued administration of county resident landfill access through the existing reimbursement process and avoid the need to charge individual county residents at the scale house. Staff recommends approval of the agreement.

EXECUTIVE SUMMARY

The Billings Regional Landfill currently accepts waste from Yellowstone County through an annual agreement outlining accepted refuse types and associated fees for service. The proposed agreement for FY27 with Yellowstone County represents a 44% increase over FY26. The increase is in alignment with actual services rendered, which have been under-assessed in prior years due to insufficient resources to track residency status of visitors to the landfill. A new tracking method was implemented at the beginning of FY26, making it possible to properly assess utilization.

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

The Billings Regional Landfill serves as the primary municipal solid waste disposal facility for residents and businesses throughout Yellowstone County. Under the long-standing agreement between the City of Billings and Yellowstone County, waste collected and delivered by licensed private haulers is charged directly to those haulers through the landfill's established tipping fees. Yellowstone County's annual payment to the City is intended to cover the disposal costs associated with self-hauled residential waste generated by county residents living outside the Billings city limits, as well as the associated use of landfill facilities.

Landfill disposal fees and county cost allocations are reviewed annually to ensure that revenues appropriately reflect actual usage and the costs of providing landfill services. Historically, estimates of Yellowstone County's self-haul usage were based on customers' self-reported residency information provided at the scale house. To improve the accuracy of customer tracking and cost allocation, Public Works implemented a driver's license scanning system on July 1, 2025. The system records customer residency information and provides a more reliable method for identifying and tracking self-haul residential users of the landfill. As a result, the City now has substantially improved data regarding the number of landfill visits and the volume of waste attributable to Yellowstone County residents.

The enhanced tracking data indicates that landfill usage attributable to Yellowstone County residents is significantly higher than previously reported. Consequently, the annual amount charged to Yellowstone County under the agreement has increased substantially to reflect actual landfill utilization. This adjustment does not represent a change in methodology or rates; rather, it reflects more accurate measurement of customer activity and ensures that landfill costs are allocated fairly between City of Billings residents and Yellowstone County residents based on actual usage.

The agreement also revises the payment schedule from July 1 and January 1 to December 1 and June 1. This change accommodates Yellowstone County's cash flow needs by better aligning payment due dates with the County's receipt of property tax revenues.

FISCAL EFFECTS

The landfill agreement is projected to generate \$628,220 in revenue for the Solid Waste Fund in FY27, an increase of \$190,640, or 44%, compared to FY26. A portion of the increase is attributable to the 10.4% landfill fee adjustment approved by the City Council on May 26, 2026. The remaining increase is the result of higher documented landfill utilization by Yellowstone County residents, as identified through the enhanced customer residency tracking system implemented in July 2025.

STAKEHOLDERS**ALTERNATIVES**

City Council may:

- Approve the landfill agreement; or,

- Not approve the agreement. If the Council does not approve the agreement, Yellowstone County self-haul residents would need to be charged for each trip to the landfill, which would increase lines at the landfill.
-

Attachments

[Agreement](#)

B.O.C.C. Regular

4. c.

Meeting Date: 07/28/2026

Title: VNN request for PSMH Funds to Assist Veterans

Submitted For: Jennifer Jones, Finance Director **Submitted By:** Stefanie Ans

TOPIC:

VNN request for PSMH Funds to Assist Veterans

BACKGROUND:

Original request was for PILT funds, however their services better align with the Public Safety Mental Health levy. This has been approved by legal and upon BOCC approval, will begin in September.

RECOMMENDED ACTION:

Approve

Attachments

VNN PSMH Funds to Assist Veterans



VETERANS NAVIGATION NETWORK

Facilitating Veteran Success

Blake Fuhrman
Founder and Executive Director
Veterans Navigation Network
7N 31st Street
Billings, MT 59101
July 23, 2026

Subject: Emergency Financial Assistance Funds for Veterans for FY2027

Mr. Mark Morse
Mr. Mike Waters
Mr. Chris White
Board of County Commissioners
Yellowstone County
2825 3rd Ave N.
Billings, MT 59101

Dear Commissioners,

I am writing on behalf of the Veterans Navigation Network (VNN) to respectfully request \$40,000 in funding from Yellowstone County's Public Safety Mental Health (PSMH) funds. The funds would support veterans with mental health conditions who are justice-involved and/or at risk of being homeless as they navigate critical challenges integrating into society. The funds could be disbursed in \$10,000 increments on a FY 2027 quarterly basis.

VNN feels we have responsibly administered the funds granted from the County on March and June 2025 and March 2026. We seek to provide targeted assistance to approximately 36-45 more veterans facing crises, offering them the essential resources needed to stabilize their lives and integrate successfully into their communities.

The veterans we seek to assist often grapple with mental health conditions and immediate barriers to housing, transportation, and basic utilities, increasing their risk of recidivism and/or homelessness. Each veteran would be eligible for between \$500 -

501(C)(3) 84-3207666
<https://www.veteransnavigation.org>
info@veteransnavigation.org
<https://www.facebook.com/VetNavNet/>
1-406-435-9308



\$1,500 in financial assistance for these critical expenses, enabling them to secure stable housing, maintain utilities, access reliable transportation, and seek necessary treatment. With your continued support, we can provide a lifeline that reduces the likelihood of re-incarceration or homelessness and sets these veterans on a path toward stability and self-sufficiency.

To accomplish this, each veteran receiving aid will benefit from the dedicated support of a VNN Resource Navigator. Over the course of six months, our navigators will provide tailored case management and mentorship, with a goal that at least 90% of participants will avoid reentering the justice system or becoming homeless during this period. By meeting veterans' immediate needs and offering consistent follow-up, we not only mitigate the risk of recidivism but also contribute to healthier, more resilient communities.

Our approach combines financial assistance with comprehensive support services, addressing not only economic challenges but also service-related disabilities, mental health needs, and connections to employment and educational resources. We are committed to honoring our veterans' service and ensuring they have access to the tools and guidance needed to build productive, fulfilling lives.

We appreciate your consideration of this request and would welcome the opportunity to discuss how your support can make a transformative impact on the lives of justice-involved veterans. Thank you for your commitment to our shared mission of fostering stability and hope among those who have served our nation.

Warm regards,

Blake Fuhrman

Blake Fuhrman
Founder & Executive Director
Veterans Navigation Network
Blake@VeteransNavigation.org
(406) 698-5448



B.O.C.C. Regular

4. d.

Meeting Date: 07/28/2026

Title: Facilities Contract - Automated Maintenance Services, Inc. - 3rd Floor City Hall Janitorial Services

Submitted For: Matt Kessler, Purchasing Agent

Submitted By: Matt Kessler, Purchasing Agent

TOPIC:

Facilities Contract - Automated Maintenance Services, Inc. - 3rd Floor City Hall Janitorial Services

BACKGROUND:

The Facilities Department is requesting Commissioners' approval for a one year contract with Automated Maintenance Services Inc. to provide janitorial services for the leased space in the 3rd floor of the City Hall building.

RECOMMENDED ACTION:

Sign contract and return a copy to Finance.

Attachments

AMS Contract - City Hall Janitorial

YELLOWSTONE COUNTY INDEPENDENT CONTRACTOR CONTRACT

This Contract is entered into by and between Yellowstone County, Montana, herein referred to as "COUNTY", and Automated Maintenance Services, Inc., herein referred to as "CONTRACTOR", whose address is 408 3rd St N, Fargo, ND 58102.

THE PARTIES AGREE AS FOLLOWS:

1. SCOPE OF SERVICES: CONTRACTOR agrees to provide all labor and equipment to provide janitorial services for the 3rd floor of the City Hall building, located at 316 North 26th St, Billings, MT 59101. The hours will be set by CONTRACTOR and approved by COUNTY. General cleaning will be performed five (5) days per week, to include the following:

- Review Communications Log for notes.
- Vacuum all carpeting.
- Empty all waste receptacles and place for disposal.
- Replace liners as needed.
- Dust mop/vacuum all hard floors.
- Wet mop all hard floors
- Spot clean all counters, ledges and furniture, not to disturb papers and personal objects.
- Spot clean all door handles, handrails, walls, baseboards and switch plates.
- Arrange all furniture.
- Spot clean interior glass.
- Spot clean carpet stains.
- Clean and organize janitor closet.
- Turn off lights and lock doors.

2. INDEPENDENT CONTRACTOR: COUNTY hereby employs CONTRACTOR as an independent contractor to complete and perform the scope of services. Neither CONTRACTOR or its principals or employees are employees of COUNTY.

3. EFFECTIVE DATE AND TIME OF PERFORMANCE: CONTRACTOR shall commence work on July 28th. The term of this contract shall be one (1) year. COUNTY is currently leasing this space as temporary space until the Yellowstone County Courthouse renovation is complete and County employees can be moved back into the building. If the Courthouse renovation is not complete by the end of this contract term, the contract shall continue on a month-to-month basis until the renovation is complete if both COUNTY and CONTRACTOR agree. COUNTY will notify CONTRACTOR when moving dates are scheduled and determine a termination date of services for after the space is uninhabited.

4. COMPENSTATION: For the satisfactory completion of the scope of services, COUNTY shall pay CONTRACTOR \$1,780.00 per month. CONTRACTOR should submit invoices directly to COUNTY upon satisfactory completion of services for the period being invoiced. COUNTY shall pay invoices within 30 days of invoice date.

5. CONTRACTOR'S REPRESENTATION:

1. CONTRACTOR has examined and reviewed Contract Documents and other related paperwork
2. CONTRACTOR has visited the site and become familiar with and is satisfied as to the general, local and site conditions that may affect cost, progress, performance and furnishing of the work.
3. CONTRACTOR is familiar with and is satisfied as to all federal, state and local laws and regulations that may affect cost, progress and furnishing of the work.
4. CONTRACTOR has given COUNTY written notice of all conflicts, errors, ambiguities or discrepancies that CONTRACTOR has discovered in the Contract Documents and that the Contract Documents are generally sufficient to indicate and convey the understanding of all terms and conditions for performance of the scope of services.

6. CONTRACT DOCUMENTS: The Contract Documents, which comprise the entire agreement between COUNTY and CONTRACTOR, consist of the following:

1. This agreement
2. CONTRACTOR's proposal dated, July 20th, 2026
3. CONTRACTOR's certificate of insurance and workers compensation coverage

7. MODIFICATION OF CONTRACT: This Contract contains the entire agreement between parties, and no statements or promises made by either party, or agents of either party, which are not contained in the written Contract, are valid or binding. This Contract may not be modified or altered except upon written agreement signed by both parties. Any subcontractor shall be bound by all of the terms and conditions of this Contract.

8. INSURANCE: CONTRACTOR shall maintain at its sole cost and expense, commercial general liability insurance from an insurance carrier licensed to do business in the State of Montana in the amount of seven hundred and fifty thousand dollars (\$750,000.00) for each occurrence (minimum) and one million five hundred thousand dollars (\$1,500,000.00) aggregate. CONTRACTOR also agrees to maintain workers compensation insurance from an insurance carrier licensed to do business in the State of Montana. Proof of general liability and workers compensation insurance shall be provided to COUNTY at least ten (10) days prior to beginning work under this Contract. COUNTY must be listed as an additional insured on the general liability insurance certificate for this Contract.

9. INDEMNIFICATION: CONTRACTOR agrees to waive all claims and recourse against COUNTY, including the right of contribution for loss and damage to persons or property arising from, growing out of, or in any way connected with incidental to CONTRACTOR's performance of this Contract except for liability arising out of concurrent or sole negligence of COUNTY or its officers, agents or employees. Further, CONTRACTOR shall indemnify, hold harmless and defend COUNTY against all claims, demands, damages, costs, expenses or liability arising out of CONTRACTOR's negligent performance of this Contract except for liability arising out of the concurrent or sole negligence of COUNTY or its offices, agents or employees.

10. COMPLIANCE WITH LAWS: CONTRACTOR shall comply with applicable federal, state, and local laws, rules and regulations, including the Montana Human Rights Act, Civil Rights Act of 1964, The Age Discrimination Act of 1975 and the American with Disabilities Act of 1990. CONTRACTOR or their subcontractors agrees that the hiring of persons to perform the contract will be made on the basis of merit and qualification and there will be no discrimination based upon race, color, religion, creed, political ideas, sex, age, marital status, physical or mental disability, or national origin by the person performing under the Contract.

11. PERMITS: CONTRACTOR is responsible for obtaining any and all permits required to preform work under the Contract.

12. PREFERENCE: CONTRACTOR agrees to give preference to the employment of bona fide Montana residents in compliance with MCA 18-2-403 (1). In accordance with MCA 18-2-409, CONTRACTOR shall ensure that at least 50% of the workers of the CONTRACTOR (including workers employed by subcontractors) working on the project shall be bona fide Montana Residents.

13. PLACE OF PERFORMANCE, CONSTRUCTION, AND VENUE: Performance of this Contract is in Yellowstone County, Montana and venue for any litigation arising from performance of this Contract is the 13th Judicial District Court, Yellowstone County, Montana. This Contract shall be governed by the laws of the State of Montana.

14. ATTORNEY FEES: In the event of litigation between CONTRACTOR and COUNTY, the prevailing party shall be entitled to reimbursement of court costs and reasonable attorney fees by the non-prevailing party.

15. SUSPENSION: Without terminating this Contract, COUNTY may suspend CONTRACTOR's services following written notice. On the suspension date specified in the notice, CONTRACTOR shall have ceased its services in an orderly manner. CONTRACTOR shall be reimbursed for all reasonable costs incurred and unpaid for services rendered through the suspension date specified in the notice, but in no case will CONTRACTOR be paid for services rendered after the date of such suspension. If resumption of CONTRACTOR's services requires any waiver or change in this Contract, any such waiver or change shall require the written agreement of all parties, and the writing shall be attached as an addendum to this Contract.

16. TERMINATION: COUNTY reserves the right to terminate this Contract, in whole or in part, at any time by providing thirty (30) days written notice to CONTRACTOR. On the termination date specified in the notice, CONTRACTOR shall have ceased its services in an orderly manner. If a new contractor is retained to, or COUNTY will itself complete the services, CONTRACTOR will fully cooperate with COUNTY in preparing the new contractor or COUNTY to take over completion of services on the specified termination date. CONTRACTOR will be reimbursed for all reasonable costs incurred and unpaid for services rendered in conformance with this Contract through the date of termination specified in COUNTY's notice to CONTRACTOR. In no case will CONTRACTOR be paid for services rendered after the date of termination.

In the event of a material breach of this Contract by COUNTY, the CONTRACTOR shall have the right to terminate this Contract thirty (30) days after written notice to COUNTY specifying such material breach, unless COUNTY has cured such material breach within said period.

This Contract may be terminated without cause by either party. In that event, the party seeking to terminate this Contract must give ninety (90) days written notice to the other party of the intent to terminate the Contract.

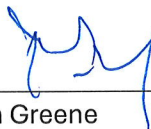
In witness whereof, COUNTY and CONTRACTOR have signed this Contract in duplicate. One counterpart each will be delivered to COUNTY and CONTRACTOR. All portions of the Contract Documents have been signed, initialed or identified by COUNTY and CONTRACTOR.

This Contract will be effective July 28th, 2026.

COUNTY:
Yellowstone County
Billings, MT 59101

CONTRACTOR
Automated Maintenance Services, Inc.
Fargo, ND 58102

Mark Morse, Chair
Board of County Commissioners



Tom Greene
Owner

ATTEST:

Jeff Martin, Clerk and Recorder

B.O.C.C. Regular

Meeting Date: 07/28/2026

Title: Economic and Financial Analysis of Complete Streets in Billings

Submitted By: Elyse Monat

TOPIC:

Recommendation to the Policy Coordinating Committee on the Economic and Financial Analysis of Complete Streets

BACKGROUND:

While the County does not have a Complete Streets Policy, the directive to consider the economic effects of Complete Streets on the Billings community came from the Policy Coordinating Committee of the Metropolitan Planning Organization (MPO). The County is a part of the MPO, and as a result, this item is being brought to the County as part of the MPO's review process.

The City of Billings adopted a Complete Streets policy in 2011. In 2016, a checklist was added to the policy. The policy states that "the City of Billings shall consider every Street Project an opportunity to incorporate the principles of Complete Streets," but it does not prescribe a specific treatment to be applied on every street. The policy does require the Public Works Engineering Division to present all collector and arterial construction and reconstruction projects to the City Council at 30% design, providing an opportunity for the City Council and public to comment on the design. The flexible, context-sensitive Complete Streets policy ensures that the question 'how are we including all road users on this project?' is asked rather than requiring a blanket design across the City of Billings.

In recent years, the Board of County Commissioners and the City Council directed the Metropolitan Planning Organization to complete an economic analysis of Complete Streets. Because the decision to undertake this study was made as a mid-year addition to the Federal Fiscal Year 2025 Unified Planning Work Program (UPWP), the MPO had to amend the UPWP to include this project. The Planning Board, City Council, and County Commissioners all forwarded a recommendation of approval of the UPWP amendment, and therefore of conducting the study, to the Policy Coordinating Committee. The amendment of the UPWP authorized the MPO to complete this study. This study is for information only and does not recommend any future infrastructure improvements.

The economic analysis uses a difference-in-differences methodology to assess impacts in four case study corridors, first comparing trends over time (first difference) and then comparing differences between the Complete Streets corridors and control areas (second difference). Staff and consultants carefully considered possible case studies and comparison corridors to enable Cambridge Econometrics (CE) to conduct the study. Even in Billings, a city experiencing rapid growth and known for making significant investments in active transportation networks, the pool of suitable study and comparison corridors was limited once constraints were applied.

The City does not build any streets without any Complete Streets elements, such as sidewalks, which are included on all City roadways. Almost all streets also include standard crosswalks at some intersection locations, making a true "control" without any Complete Streets elements impossible to find, and potentially leading to an underestimate of Complete Streets impacts. Another key challenge in assessing economic impacts of Complete Streets in Billings is that these investments often coincide with broader roadway construction or improvements, making it difficult to distinguish the source of the benefits. More recent projects are also completed in growing areas of town, where Complete Streets standards are more universally applied, making it harder to find controls in similarly growing areas of town. At the same time, these examples demonstrate the economic benefits of constructing roads conducive to multiple travel modes.

As mentioned above, selecting case studies and comparison corridors allowed CE to conduct a "difference-in-difference" study. The first difference refers to comparing the selected case study to itself, before and after the Complete Streets facility was implemented. The second difference refers to comparing the case study corridor to a comparison corridor with similar characteristics, but without substantial Complete Streets investment. The study corridors and comparison corridors include:

- N. 30th St. from Grandview Blvd. to Montana Ave.
 - Comparison corridor: N. 32nd St. from Parkhill Dr. to Montana Ave.
- Shiloh Rd. from Broadwater Ave. to Hesper Dr.
 - Comparison corridor: 24th St. W. from Grand Ave. to King Ave
- Grand Ave. from 52nd St. W. to Wilderness Dr. and 54th St. W. from Grand Ave. to Rimrock Rd.
 - Comparison corridor: Grand Ave. from 24th St. W to Zimmerman Trail/32nd St. W
- Lake Elmo Dr. from Wicks Ln. to Robertson Rd.
 - Comparison corridor: Babcock Blvd. from Governors Blvd. to Wicks Ln.

This study includes estimated construction and maintenance costs for the Complete Streets corridors and estimated maintenance costs for the comparison corridors. A difference-in-difference analysis was conducted (where data were available) on property values, the value/number of building permits, corridor visitation, and the growth in business licenses. Additionally, the study considered if the Complete Streets facilities improved the level of service or reduced the level of traffic stress for people on foot or by bike. For two of the corridors, safety data was available to compare crashes before and after

Complete Streets elements were constructed. The following tables summarize the high level findings of the study.

Table 7.1.1 Summary of Economic, Real Estate, and Business Impacts

Case Study Area	Property Values	Building Permits*	Visitors*	Business Licenses
North 30th Street	Strong Positive Evidence	Inconclusive Evidence	Strong Positive Evidence	Strong Positive Evidence
Shiloh Road	Strong Positive Evidence	Some Positive Evidence	Some Negative Evidence	Strong Positive Evidence
Grand Ave & 54th Street West	Strong Positive Evidence	Limited/No Difference	Some Negative Evidence	Some Positive Evidence
Lake Elmo Drive	Limited/No Difference	Limited/No Difference	Strong Positive Evidence	N/A

*Note: Due to lack of data availability and limitation of data reliability, these indicators are not considered as strong as the others. For all case studies except Lake Elmo Drive, the visitor analysis only considers the share of total visitors to the corridor and comparison traveling by bike, walking, or riding transit. At Lake Elmo Drive, where before and after data are available, the analysis considers before and after comparisons as well as performance relative to the comparison area.

Table 7.2.1 Summary of Safety and Multimodal Level of Service Impacts

Case Study Area	Safety (Societal Cost of Crashes)	Multimodal Level of Service
North 30th Street	N/A	Better for Pedestrians and Bicyclists
Shiloh Road	N/A	Inconclusive Evidence: Comparable or worse for pedestrians and bicyclists, due to posted speed limit
Grand Ave & 54th Street West	Inconclusive Evidence: Increase due to crashes unrelated to complete streets	Better for Pedestrians and Bicyclists
Lake Elmo Drive	Slight increase, but potentially less severe crashes	Comparable or Better for Pedestrians and Bicyclists

The study also included a high-level assessment comparing costs to economic and fiscal benefits. First, additional costs associated with maintaining the Complete Streets corridors were calculated. The added maintenance costs, plus the Complete Streets construction costs for the facilities, were compared against the property value impacts from each project. Property value impacts were calculated using a difference-in-differences analysis of the total (aggregate) property values along the corridor. In this analysis, the actual property values at the study areas were compared to an estimated counterfactual growth rate to show what would have happened if construction did not take place. The estimated tax revenue impacts based on the higher property values in the study corridor were also estimated and are shown in Table 4.1.2.

As with other estimates in this report, these values are estimated based on several key assumptions and have associated limitations. However, taken all together, the high-level effects of tax impacts can be drawn. In this case, it is clear that the case study areas outperformed the comparison areas in terms of property values, which has led to substantial increases in property tax revenues each year.

Lastly, property tax benefits are compared to the total costs of the Complete Streets projects. As shown in the table, property tax gains far exceed project costs in all cases except Lake Elmo Drive, generating millions in net new revenue. Overall, these results provide supporting evidence that the property tax benefits of Complete Streets outweigh the associated costs, even without considering benefits to business performance and other safety and community impacts.

Table 4.1.2 Costs and Property Tax Revenue Impacts

	North 30th Street	Shiloh Road	Grand Avenue & 54th Street West	Lake Elmo Drive
Construction Costs	\$26,000	\$1,871,100	\$461,700	\$31,700
Annual Additional Maintenance Costs	\$4,621	\$8,605	\$6,680	\$3,985
Number of Years Post-Implementation	14	15	7	5
Total Costs (Construction and Annual Maintenance)	\$90,696	\$2,000,181	\$508,459	\$51,626
Actual Study Area Property Values	\$3,042,163,197	\$3,317,831,965	\$1,475,380,033	\$119,726,168
Counterfactual Study Area Property Values*	\$2,060,237,127	\$1,167,585,310	\$937,619,975	\$116,990,471
Complete Streets Property Value Impact	\$981,926,070	\$2,150,246,655	\$537,760,058	\$2,735,697
Tax Rate	1.20%	1.20%	1.20%	0.88%
Property Tax Impact (Total Since Construction)	\$11,783,113	\$25,802,960	\$5,925,180	\$24,074
Property Value Benefit Less Costs (Total Since Construction)	\$11,692,416	\$23,802,779	\$5,416,722	-\$27,552

RECOMMENDED ACTION:

Staff recommends the BOCC send a recommendation of study adoption to the Policy Coordinating Committee. This study is informational only and does not recommend future infrastructure investments.

Attachments

Draft Economic and Financial Analysis of Complete Streets
Economic and Financial CS Analysis Presentation - Updated 7/20/26
Analysis Appendix 2 Table Clarification Memo



CAMBRIDGE
ECONOMETRICS

K KITTELSON
& ASSOCIATES



Economic and Financial Analysis of Complete Streets in Billings, MT

Final Report

June 2026

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Project Director

Dan Hodge, Cambridge Econometrics – dh@camecon.com

Acknowledgements

This study was conducted in close partnership with the City of Billings and the Billings Metropolitan Planning Organization (MPO), including Elyse Monat, Lora Mattox, and Michael Hayes. We thank them for their collaboration and partnership. Thanks as well to Steve Gilbert and Alex Emick with the City of Billings who were instrumental in providing the necessary data for this analysis. We also acknowledge and thank the stakeholders who participated in interviews, including individuals from Downtown Billings Association, Living Independently for Today & Tomorrow (LIFTT), Big Sky Economic Development, Billings Chamber of Commerce, Shiloh Commons, and Intermountain Health.



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Executive Summary

Complete Streets investments are designed to create safer, more accessible roadways for all users, including pedestrians, cyclists, transit riders, and drivers, while also supporting broader community and economic goals. This type of investment includes a wide range of improvements, including sidewalk expansions, bike lanes or multi-use trails, high-visibility crosswalks, pedestrian refuge islands, curb extensions, transit shelters, and streetscape enhancements. **The City of Billings, Montana has been a long-time leader in implementing Complete Streets improvements, recognizing their potential to enhance quality of life, strengthen economic vitality, and improve connectivity across the community.** This report evaluates the economic, financial, and social impacts of these investments through a data-driven analysis of four representative corridors:

- North 30th Street
- Shiloh Road
- Grand Avenue & 54th Street West
- Lake Elmo Drive.

Using a difference-in-differences analytical framework (first difference: before and after Complete Streets project; second difference: performance against a comparison area) where data are available, the study compares conditions before and after project implementation and against similar corridors without comparable investments. **A range of indicators were assessed, including property values, building permits, business licenses, visitor activity, and safety.** Quality of life and emissions reduction improvements are discussed qualitatively and represent additional value for the Billings community. Lastly, stakeholder input from local organizations further complements the quantitative analysis, providing insight into how these investments are experienced across Billings.

Overall, findings indicate that Complete Streets investments are associated with positive economic and community outcomes. Property values increased in three of the four case study areas, particularly along commercial corridors, suggesting that improved accessibility and streetscape enhancements make these areas more desirable for investment. Business activity, as measured by business licenses, also showed strong positive trends in most corridors, supporting the link between multimodal accessibility and commercial vitality. While data for building permits and visitors were more limited, available evidence suggests these indicators may also respond positively over time.



Results related to safety were inconclusive due to data limitations and confounding factors. However, the analysis demonstrates clear improvements in pedestrian and bicycle level of service and highlights the potential for greater safety benefits when Complete Streets investments are paired with targeted safety interventions.

While individual metrics may be influenced by data constraints or external factors, consistent patterns across multiple indicators and corridors provide strong evidence that Complete Streets investments are contributing to positive change in Billings. Importantly, these benefits often extend beyond the immediate corridor, reinforcing broader community development goals.



Source: Quintin Soloviev. https://en.wikipedia.org/wiki/Billings,_Montana.

There have been expressed concerns that Complete Streets investments are not an effective use of public funds. This analysis demonstrates that, in certain cases, **property tax revenue gains often outweigh the costs of construction and maintenance within a few years.** Taken together, this study demonstrates that **Complete Streets investments are an effective strategy for supporting economic development, improving quality of life, and creating a more connected and resilient community.** Continued investment will further expand these benefits as Billings becomes increasingly safe, accessible, and vibrant.

As Billings continues to grow, expanding and better connecting the existing transportation network for all users will be critical to maximizing the economic and community benefits. Addressing remaining gaps, particularly in areas with limited multimodal access, and strengthening integration with key destinations such as commercial centers will enhance safety, accessibility, and economic outcomes.

This study includes detailed economic and technical analysis of the four Complete Streets case studies. These details and methods can be found in Chapters 2 through 5 of the report. For a high-level summary of the key findings, see Chapter 7.

1 Overview and Introduction

Complete Streets investments can benefit residents and businesses in many ways. The connectivity afforded by multimodal transportation networks means that more people can access jobs, commercial centers, and services safely and efficiently, whether they travel by foot, bike, transit, or car. Improved accessibility and streetscape enhancements often make corridors more attractive places to live, work, and invest, which can strengthen property values and encourage private development. As activity increases, businesses may see higher foot traffic and sales, creating demand for additional storefronts and services. Over time, these changes can translate into more building investments, new business formation, and job growth along the corridor and in surrounding neighborhoods.

The City of Billings, MT has been a strong proponent of Complete Streets investments for many years, recognizing that designing transportation corridors to be safe and accessible for pedestrians, cyclists, public transit users, and drivers strengthens both the local economy and overall community well-being.

After decades of implementing Complete Streets improvements, the City now seeks to better understand how these investments have affected safety, accessibility, and economic development. This report presents an evidence-based analysis of the economic, financial, and social returns generated by Complete Streets projects in Billings. By combining rigorous data analysis with local priorities and stakeholder perspectives, the report offers insights to inform future policy and investment decisions that support safety, accessibility, and long-term economic vitality.



To assess the economic and social benefits of Complete Streets investments, this study assesses four case studies across Billings:

- North 30th Street, which added striped bike lanes in Downtown Billings in 2011
- Shiloh Road in western Billings, where a multi-use trail completed in 2010 provides multimodal access along the length of the corridor
- Grand Avenue and 54th Street West, where a multi-use trail was completed in 2018
- Lake Elmo Drive in the Heights, where striped bike lanes were added to the roadway in 2020

When sufficient data were available, this study evaluated economic and safety indicators using a difference-in-differences type analysis, comparing both: 1) before and after impacts (first difference), and 2) economic conditions at the investment site with those in comparison geographies (second difference). This approach accounts for changes over time as well as relative impacts compared to other areas, allowing for overall impacts to be observed.

1.1. Billings Complete Streets Policy

Billings Complete Streets Policy was first passed in 2011. In 2016, a checklist was added to the policy. The policy states that *“the City of Billings shall consider every Street Project an opportunity to incorporate the principles of Complete Streets”* but it does not prescribe a specific treatment to be applied on every street. However, the policy requires the Public Works Engineering Division to present all collector and arterial construction and reconstruction projects to the City Council at 30% design, providing an opportunity for the City Council and public to comment on the design.

There is no specific cross-section for a Complete Street and there is **no requirement** in the Complete Streets policy to include a bike lane on every street, nor is this an expectation. Engineers consider recommendations from existing plans as well as various context-sensitive elements such as speeds, volumes, surrounding land uses, whether the road is a safe route to school, the project budget, and more. With all these considerations in mind, they develop a preferred alternative for the route that balances the needs of all road users. In recent years, the most common way of accommodating all road users on arterial roads is to include a multi-use trail on one side of the road and a sidewalk on the other side. Recent public outreach through the Engineering Division’s Corridor Analysis has demonstrated that the public largely supports this configuration.

The flexible, context sensitive Complete Streets policy ensures that the question *‘how are we including all road users on this project?’* is asked rather than requiring a blanket design across the City of Billings.

2 Data and Methodology

2.1. Data

This economic analysis considers a variety of indicators to assess the impact of Complete Streets investment in Billings. These indicators aim to capture a wide range of pathways for potential economic benefits, including real estate, visitation, and business activity. The following economic data are assessed:

- **Property Values:** Complete Streets investments can make corridors more desirable locations to live or open a business, in turn increasing real estate demand and private investments, and pushing property values up. To analyze property value impacts, assessor's data was provided by the City of Billings.
- **Building Permits:** While not as strong of an indicator, information on building permits pulled provides a proxy for investment activity in an area. For more recent case study projects, these data reflect the value of the permit. For older projects, building permit value data were not available and the analysis relies on the number of permits. These data were also provided by the City of Billings.
- **Visitors:** Complete Streets investment can make corridors easier to access and more comfortable to navigate, attracting more trips to the area. Proprietary data from [Replica](#) are used to assess visitor impacts, including the overall number of visitors as well as visitor mode of travel (e.g., bike, auto, walk, etc.). Replica publishes results of the model runs in the spring and fall, with separate results for a typical Thursday and a typical Saturday for each period. Replica is a widely used third-party mobility analytics platform that collects various data, like transportation patterns, to create a simulated model of all trips taken by both residents and visitors. For more information see: www.replicahq.com/platform. Because this data is a simulated model, rather than an actual count, the data may be less reliable, particularly for smaller areas or corridors. Further, these are not available prior to 2019, making a before/after analysis impossible in most cases since three of the four case studies were completed before 2019.
- **Business Licenses:** The number of active business licenses illustrates the commercial vibrancy of a corridor. By attracting more visitors and increasing accessibility, Complete Streets investments can lead to meaningful impacts on the number of businesses (retention and startups). To assess these potential impacts, the City of Billings provided detailed data on business licenses.

Together, these concepts help tell the story of some of the ways Complete Streets can impact a local economy. In addition, this analysis evaluates other community benefits, including safety and multimodal traffic impacts, using the following data sources:

- **Safety:** To understand roadway safety, crash data was received from the Montana Department of Transportation (MDT). Annual Average Daily Traffic (AADT) volumes were collected from MDTs [online traffic count database](#). And the statistical societal costs of a crash, known as "KABCO values", were derived from USDOT's [Benefit Cost Analysis Guidance](#). Crash Modification Factors (CMFs) were retrieved from the Federal Highway Administrations (FHWA) [CMF Clearinghouse](#). Together, these data sources quantify the societal cost of roadway crashes, as well as the anticipated impact of certain roadway safety treatments for addressing and preventing those crashes.
- **Multimodal Service:** To understand the "Level of Service", or the perception of ease and efficiency of travel, methodology and an [excel workbook](#) sourced from the Oregon Department of Transportation were used in

this analysis to evaluate conditions for people walking, biking, riding transit, and driving. Roadway, pedestrian, and bicyclist infrastructure were sourced from satellite or street view imagery, and traffic volumes were collected from MDTs online traffic count database to inform this analysis.

Two other impact pathways are discussed qualitatively because sufficient data were not available to support an empirical analysis: quality of life and environmental/emission impacts.

Lastly, community impacts are evaluated through stakeholder outreach with six representatives from local organizations who provided valuable input on how Complete Streets investments impact the people and organizations they serve:

- Downtown Billings Association
- Living Independently for Today & Tomorrow (LIFTT)
- Big Sky Economic Development
- Billings Chamber of Commerce
- Shiloh Commons
- Intermountain Health

2.2. Methodology

Economic Analysis

When sufficient data sources are available, economic indicators, such as property values, building permits, visitors, and business licenses, are evaluated using a difference-in-differences framework, which isolates the effects of Complete Streets investments by examining two key comparisons. First, outcomes in the project area are measured before and after the implementation of the Complete Streets improvements (the “first difference”), capturing how conditions change over time. However, because broader economic trends, such as regional growth, inflation, or seasonal variation, can also influence these outcomes, a second comparison is introduced. This “second difference” compares changes observed in the project area to those in carefully selected comparison geographies that did not receive similar investments during the same period.

By combining these two comparisons, the difference-in-differences approach helps control for external factors that affect all areas similarly, allowing the analysis to better isolate the portion of change that is plausibly attributable to the Complete Streets investment itself. For example, if both the project corridor and comparison areas experience increases in business activity, but the increase is significantly larger in the project area following the intervention, the additional growth can be interpreted as evidence of a positive project impact. Conversely, if trends in the project area closely mirror those in the comparison geographies, this suggests that observed changes are more likely driven by broader economic conditions rather than the investment.

In practice, this method strengthens the credibility of the findings by grounding conclusions in relative, rather than absolute, change. It also allows for a more nuanced interpretation of impacts across different indicators, such as business activity or property values, while acknowledging that not all observed changes can be directly attributed to the project. For more information about the limitations of this methodology and how to interpret results, see the Interpretation of Results section below.

Selection of Study and Comparison Areas

While the City of Billings has made substantial investments in Complete Streets improvements across a wide range of corridors, this analysis focuses on four representative case studies. These case studies were selected in partnership with the Billings Metropolitan Planning Organization (MPO) based on the criteria and guidelines outlined below.

Selection Criteria

The following criteria were used to identify projects suitable for inclusion in the analysis:

- **Sufficient data availability:** Projects must have reliable data for both pre- and post-construction periods, allowing for a clear assessment of change over time. Projects completed too recently to observe “after” effects were excluded.
- **Level of investment:** Projects must represent a substantial Complete Streets investment, including improvements such as pedestrian infrastructure, bicycle facilities, streetscape enhancements, or roadway redesign.
- **Project completion clarity:** The timing and scope of construction must be well-defined to support accurate before-and-after comparisons.

Guidelines and Preferred Characteristics

In addition to the core criteria, the following guidelines were used to ensure the case studies collectively provide a balanced and informative analysis:

- **Mix of land uses:** Selected corridors reflect a range of contexts, including both commercial and residential areas, as well as downtown and more suburban areas, to capture how impacts may vary by setting.
- **Geographic diversity:** Projects are distributed across different parts of the city to avoid overrepresenting a single neighborhood or corridor type.

Together, these criteria and guidelines ensure that the selected case studies not only meet minimum data and project thresholds, but also provide a well-rounded basis for drawing broader conclusions about the impacts of Complete Streets investments in Billings.

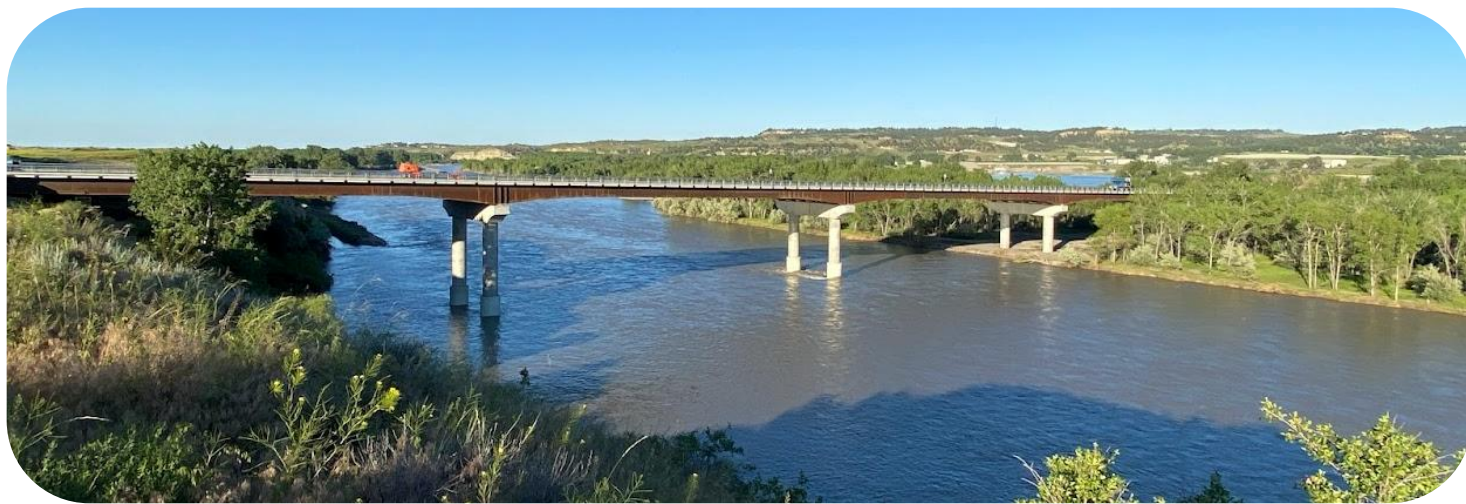
Once the study areas were defined, suitable comparison areas were identified for the place-based comparison (i.e., the “second difference”). For example, this analysis considers study corridor performance relative to the entire City of Billings to observe if the project area outperformed the city overall. In addition, other nearby street corridors that did not receive a similar level of Complete Streets investment were carefully selected as comparison or control areas. Selecting the right comparison area is a key element of this analysis. Comparison areas should be similar to the study area based on some core characteristics, including:

- Corridor size / length
- Mix and density of commercial and residential uses
- Economic development trends prior to the project implementation year
- Traffic flows and connectivity

The comparison area serves as a control that helps demonstrate the counterfactual economic performance, or put simply, how the study area corridor might have performed if it had not experienced Complete Streets improvements. This analysis approach demonstrates if the study area outperformed the comparison area and/or the city overall, in terms of real estate values, businesses, and other metrics.

Even in Billings, a city experiencing rapid growth and known for making significant investments in active transportation networks, the pool of suitable study and comparison corridors was limited once these constraints were applied. The City does not build any streets without any Complete Streets elements, such as sidewalks, which are included on all City roadways. Almost all streets also include standard crosswalks at some intersection locations, making a true “control” without any Complete Streets elements impossible to find, and potentially leading to an underestimate of Complete Streets impacts. Another key challenge in assessing economic impacts of Complete Streets in Billings is that these investments often coincide with broader roadway construction or improvements, making it difficult to distinguish the source of the benefits. More recent projects are also completed in growing areas of town, where Complete Streets standards are more universally applied, making it harder to find controls in similarly growing areas of town. At the same time, these examples demonstrate the economic benefits of constructing roads conducive to multiple travel modes.

No study or comparison area is a perfect match, and all corridors are subject to some degree of confounding influence. However, by examining patterns across multiple indicators and synthesizing findings from several case studies, consistent and credible conclusions can be drawn. These results are best understood collectively, rather than as precise, standalone estimates for any single corridor (see further discussion below on interpreting results).



Safety and Multimodal Level of Service Impact Analysis

The following subsections provide a brief overview of the methodology employed for assessing safety and multimodal level of service at the four case studies.

Safety

Similar to the methodology used for the economic analysis, difference-in-differences type analysis was employed where possible to assess impacts to safety. Crash data for the pre-project and post-project periods was collected, as available, from the Montana Department of Transportation. The crashes associated with each case study for both the pre-project and post-project periods were summarized by severity, which is a measure of the injury level associated with the crash. Typically, crash severity includes the following categories: fatal crashes (K), serious injury crashes (A), minor injury crashes (B), possible injury crashes (C), and property damage crashes (O). The US Department of Transportation (USDOT) enumerates the societal cost of each type of crash. These “KABCO values” were applied to calculate the total societal crash costs associated with each case study, based on the number of years of data available for each location. The KABCO values calculated on a “per-year” basis were normalized based on the average annual daily traffic (AADT) values of the roadway to provide a consistent comparison metric. In cases where sufficient data were not available for a corridor or pair of study and comparison corridors, either assumptions were made to complete the analysis, or the case study was excluded from analysis of that metric.

Additionally, the impact that Complete Streets project elements may have on roadway safety was calculated and compared against the actual post-project crash outcomes. This projection is calculated using a crash modification factor (CMF) which estimates a percentage reduction in a specific type of crash based on the treatment applied. For example, a CMF for “bicycle lanes” could be used to calculate the expected reduction in vehicle-bicycle crashes that would occur on a roadway following the installation of a bicycle lane. CMFs are typically specific to certain conditions or crash characteristics, such as the type, severity, light condition, weather, and/or intersection vs roadway, etc. The specificity of CMFs limits their applicability to all safety conditions present in a case study corridor. In this study, there were multiple segments of the case studies where the only Complete Streets project element was associated with a CMF that was limited in the scope of its analysis, and as such the project element would have no “expected” reduction in crashes in the post-project period. Where this is the case, the safety analysis was not completed.

Multimodal Level of Service

Pedestrian level of service and bicycle level of service was assessed using the Oregon Department of Transportation’s “Simplified MMLoS Calculator”. This multimodal level of service (MMLoS) tool applies the Highway Capacity Manual methodology based on several inputs for each mode. For the pedestrian assessment, the number of directional vehicle through lanes, sidewalk width, vehicular speed limit, and roadway directional vehicular volume were included. For the bicycle assessment, the number of directional through vehicle lanes, bike lane presence, vehicular speed limit, and unsignalized conflicts were included. This simple tool is designed to provide a high-level assessment of the ease and efficiency for travel by walking and biking along a corridor; as such, it does not capture the nuance of comfort that are associated with different types of facilities (e.g., an on-street bike lane versus a multi-use trail).

Construction and Maintenance Costs

To contextualize the Complete Streets costs in comparison to the calculated benefits, the City provided construction and maintenance cost estimates for each of the case study corridors and comparison areas.

Construction costs include all costs associated with the initial construction or major upgrade (e.g., Completed Streets investment) to a corridor. Staff from the Billings MPO collaborated with Engineering staff to calculate the project costs for the four case study areas, seeking to isolate the costs directly related to the

Complete Streets components of the roadway improvements. However, estimating the construction costs related to Complete Streets is complicated by the large overlap between improvements associated with vehicle traffic and those specific to bikes, pedestrians, and other users. In bid tabulations and pay applications, costs of both Complete Streets elements and vehicular elements are often intermixed. For example, asphalt may be listed as one cost category when that asphalt was used to construct both motor vehicle lanes as well as bike lanes.

Additionally, assigning costs to Complete Streets elements often requires subjective judgment, particularly when improvements serve multiple functions. For example, if a roadway is widened to accommodate a new bike lane, it is unclear whether the aggregate added to the roadway should be attributed to the bike lane or to general roadway maintenance. As a result, while staff made every effort to isolate and calculate the costs associated with Complete Streets elements in these projects, the figures shown in Table 2.2.1 should be considered estimates.

Table 2.2.1 Construction Cost Estimates for the Case Study Corridors

Corridor	Total Project Construction Cost (\$2025)	Complete Streets Construction Costs (\$2025)	Complete Streets Construction Costs Per Lineal Foot (\$2025)
N. 30th St. from Grandview Blvd. to Montana Ave.	\$26,000	\$26,000	\$5
Shiloh Road from Broadwater to Hesper	\$14,885,000	\$1,871,100	\$344
Grand Ave. from 52nd St. W to Wilderness Dr and 54th to Rimrock	\$3,428,900	\$461,700	\$73
Lake Elmo Dr. from Wicks Ln. to Robertson Rd.	\$140,600	\$31,700	\$6

Note: All values are converted into 2025 dollars using the CPI.

As shown in the Table 2.2.1, the four case studies represent a broad spectrum of construction costs both in terms of the total and per lineal foot. The projects at North 30th Street and Lake Elmo Drive involved only the addition of striped bike lanes on existing roadways, making them significantly less expensive than the other case studies. These projects were recipients of “free” asphalt, because the asphalt already existed on the roadway and was just reallocated to the bike lane with striping and bike lane symbols. On both North 30th Street and Lake Elmo Drive, existing motor vehicle lanes were simply narrowed to allow space for the added bike lanes. As a result, no motor vehicle lanes were removed. Instead, the pavement was simply used more efficiently by allowing additional traffic modes to have dedicated space. However, if more asphalt had to be added for the bike lanes, it would be more expensive to construct the bike lanes than the multi-use trails. Asphalt for bike lanes must be thicker than that for trails because it is on the roadway and engineers plan for motor vehicles to drive over it. Heavier vehicles mean more wear and tear, which means a thicker cross section is needed to withstand the additional weight. Furthermore, if the road already has curb and gutter which must be moved to add in the bike lanes, that will add another significant cost.

In contrast, the Grand Avenue and Shiloh Road projects included the installation of multi-use trails and crosswalks along extended sections of major roadways, resulting in higher costs. As demonstrated with these two corridors, even among projects that include multi-use trails, costs can vary widely. The Shiloh Road project included many pedestrian refuge islands due to the roundabouts, which increases the Complete Streets cost. The corridor also included a sidewalk on the opposite side of the street, in addition to the multi-use trail. Alternatively, the multi-use trail on Grand Avenue and on 54th Street includes fewer pedestrian crossings and only built a multi-use trail, without sidewalks on the other side. Including projects with a range of features and costs highlights the diversity of Complete Streets improvements and investment levels.

Like construction estimates, **maintenance costs** are not readily available and require some calculation. In general, vehicular maintenance costs generally include the following:

- Snow removal
- Sweeping
- Lane line repainting
- Long-term pavement preservation maintenance

Alternatively, Complete Streets maintenance costs include the following:¹

- Repainting crosswalks
- Sweeping multi-use trails and bike lanes
- Pedestrian Activated Push Button (RRFB) maintenance
- Spraying pedestrian refuge islands with water twice per year
- Snow plowing of multi-use trails and bike lanes
- Mowing/weeding near multi-use trails
- Spraying for weeds near multi-use trails
- Generic trail maintenance
- Line and symbol repainting for bike lanes
- Long-term pavement preservation maintenance

For each cost category, the estimate includes both staff time and the cost of equipment time using the *FEMA 2025 Schedule of Equipment Rates*. Line and symbol repainting were estimated as a single cost by Street and Traffic staff.

As with construction costs, it is not possible to calculate an exact cost for maintenance activities, so the numbers should be considered estimates. MPO staff worked closely with Street and Traffic staff over several sessions to develop a method to determine maintenance costs for both Complete Streets and vehicular elements. There are a variety of staff at different pay rates performing various maintenance activities with

¹ For a full list of activities to maintain various street elements, see the appendix.

various equipment and supplies. Additionally, elements like snow plowing are grouped together for both vehicular lanes and non-motorized facilities in the record keeping system, so it was necessary to estimate the relative efforts assigned to each type of element.²

One element that has been included, but should also be considered an estimate, is long-term maintenance. Because of limited funds, long-term maintenance has been performed on a less-than-best practice basis both for Complete Streets elements and for motor vehicle lanes. 2026 marks the first time a long-term preservation technique will be applied to multi-use trails under the City of Billings. The multi-use trail on Shiloh Rd. is one of the trails getting a slurry and crack seal, approximately 16 years after it was constructed. As a result, this slurry and crack seal has been used as the basis, and frequency, for long-term repair of trails. The cost for long-term repairs for the busiest motor vehicle lanes has been calculated using an average cost of all types of repairs used across the City. This average cost was calculated by the City Engineering Division. Engineers use a variety of techniques, from chip sealing to full mill and overlay to repair roads in Billings. It is difficult to determine ahead of time which road will need which treatment, except that busier roads typically get more intensive treatments. The average road repair cost used for this analysis is likely less than it would cost for a full mill and overlay on these roads. More residential streets may only get a chip seal to save money.

For the purposes of determining long-term repair, parts of North 32nd Street, and all of Lake Elmo Drive and Babcock Boulevard assumed an estimate based on chip sealing. Shiloh Road had a specific cost estimate for repair calculated by City Engineers as the Montana Department of Transportation is conducting the work in the next year or two. All other roads used the generic cost for the average cost of road repair, which likely is an underestimate in some cases and an overestimate in others. Given the fact that motor vehicle lanes are much wider, more numerous, and need to be constructed to hold heavier vehicles, the cost to perform long-term maintenance on motor vehicle lanes is higher than that to repave multi-use trails. Bike lanes receive the same type of repair as the rest of the roadway on which they are located.

The tables below show the maintenance cost estimates for each street corridor. Costs have been grouped into broad categories for ease of reading. Further details on the maintenance cost categories, as well as the motor vehicle maintenance elements, are available in the appendix. Costs vary widely across corridors based on the varying elements present and how often they are maintained. For example, crosswalks on Safe Routes to School routes or in high pedestrian traffic areas are repainted yearly, while those on other routes are repainted less frequently.

Shiloh Road is maintained differently than many other roadways. Because of the high volume of traffic, the City contracts repainting of crosswalks and symbols to a contractor who can implement them with more durable materials. As a result, the up-front cost is higher, but it is not necessary to repaint every year. However, it was not possible to estimate the cost of repainting crosswalks with the bid tabulation, as once again, everything was grouped into large categories. As a result, the maintenance for Shiloh Road has been estimated to be the same as the other roadways and assumes the work is done by Street and Traffic Staff and that the crosswalks are repainted every year.

² During one of these conversations, Street and Traffic Superintendent Derick Miller commented that on-street bike lanes are maintained at a higher level than multi-use trails; however, this is because they are maintained with the rest of the street rather than a specific focus on bike lanes. For example, snow may be removed from bike lanes more frequently than multi-use trails because the snowplow is already on-site removing snow in the motor vehicle and parking lanes and the bike lane is often located between the two. Even if the bike lane weren't there, this snow would still be removed.

Table 2.2.2 Maintenance Cost Estimates at North 30th Street and Comparison Area

N. 30th St. from Grandview to Montana (~3,183 linear ft of bike lane and 6,178 linear ft of roadway)	
Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$7,700
Bike Lane (Sweeping, snow removal, bike lane restriping, bike lane symbol painting)	\$2,400
Street Repair for Bike Lane	\$2,500
Total	\$12,500
N. 32nd St. from Parkhill to Montana (Approximately 4,940 linear ft)	
Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$6,300
Total	\$6,300

Note: Values may not exactly sum to totals due to rounding.

Usual bike lane repairs include damage from vehicles traversing bike lane and weather.

Table 2.2.3 Maintenance Cost Estimates at Shiloh Road and Comparison Area

Shiloh Rd. – Broadwater Ave. to Hesper Dr. (~13,076 lineal ft)	
Activity/Item	Estimated Annual Cost
Pedestrian Refuge Islands	\$300
Crosswalk Repainting	\$8,700
Multi-Use Trail (Sweeping, snow removal, mowing/weeding, spraying for weeds, generic trail maintenance)	\$4,400
Slurry Seal	\$2,900
Total	\$16,300
24th St. W. – Central Ave. to King Ave. (~5,438 lineal ft)	
Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$3,200
Total	\$3,200

Table 2.2.4 Maintenance Cost Estimates at Grand Avenue & 54th Street West and Comparison Area

Grand Ave. from 52nd to Wilderness and 54th from Grand to Rimrock (~8,758 lineal ft)	
Activity/Item	Estimated Annual Cost
RRFBs (Pedestrian Activated Flashing Light at Crossing)	\$800
Crosswalk Repainting	\$3,500
Multi-Use Trail (Sweeping, snow removal, mowing/weeding, spraying for weeds, generic trail maintenance)	\$4,000
Slurry Seal	\$1,900
Total	\$10,300
Grand Ave. from 24th St. W to 32nd St. W (~ 6,290 lineal ft)	
Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$2,600
Total	\$2,600

Note: Values may not exactly sum to totals due to rounding.

Table 2.2.5 Maintenance Cost Estimates at Lake Elmo Drive and Comparison Area

Lake Elmo Dr. from Wicks Ln. to Robertson Rd. (~ 4,382 linear ft)	
Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$500
Bike Lane (Sweeping, snow removal, bike lane restriping, bike lane symbol painting)	\$2,900
Chip Seal for Bike Lanes	\$1,300
Total	\$4,700
Babcock Blvd. from Governors Blvd. to Wicks Ln. (~4,904 linear ft)	
Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$800
Total	\$800

Usual bike lane repairs include damage from vehicles traversing bike lane and weather.

Interpretation of Results

Evaluating the economic and social impacts of Complete Streets investments in Billings presents several limitations that should be considered when interpreting results:

- Data availability and timing constraints:** Ideal indicators such as business sales and employment at the corridor level were not available, while other datasets lacked detail (e.g., the project team was only able to obtain project values for some of the building permit data). In other cases, such as the visitor analysis, historical data did not extend far enough to establish a “before” period. For more recent projects, the “after” impacts may still be unfolding, and the study period may be too short to fully capture the longer-term or lagged effects that may take years to materialize. Similarly for social analyses, some crash data was not available in pre-project years due to MDT’s data storage dating to 2010. Usually, four to six years of crash data are preferred for any project analysis period as crash types and severities vary considerably year-to-year. Additionally, pedestrian and bicycle volumes were not consistently available for case study locations

in the pre-project and post-project periods, which limits or prevents the completion of difference-in-differences type analysis for metrics like quality of life.

- **Comparison area limitations:** The true counterfactual, what would have happened in the study area corridor if the Complete Streets investment did not happen, cannot be observed, making difference-in-differences estimates inherently imperfect. While comparison areas were carefully selected, those corridors may still experience unrelated changes and introduce confounding factors. Further, few roadways in Billings are entirely without Complete Streets elements. As a result, the comparison areas may also benefit from some level of Complete Streets infrastructure, which could dampen the observed differences and make the impacts in the case study corridors appear smaller by comparison.
- **Spillover effects:** Benefits (or impacts) may extend beyond the defined study corridor into nearby areas, which can dilute measured effects within the study area or contaminate comparison areas.
- **Selection bias in project locations:** Complete Streets projects are sometimes implemented in areas already targeted for investment or revitalization or positioned for growth, which can make it difficult to separate cause (the project) from pre-existing trends.

Given these challenges, the results of a difference-in-differences analysis are best interpreted collectively rather than in isolation. Individual numerical estimates may be sensitive to data limitations, external factors, and short-term variability. However, the strength of this analysis lies not in any single metric, but in the consistency of patterns observed across multiple indicators and locations. By examining trends in real estate, business activity, and corridor use across several case study areas throughout the city, the analysis builds a more reliable and comprehensive picture of change.

When similar directional shifts are observed repeatedly across different datasets, geographies, and time periods, it becomes increasingly unlikely that those patterns are driven solely by chance or isolated external factors. Instead, the convergence of evidence provides a strong basis for drawing meaningful conclusions about the relationship between Complete Streets investments and economic outcomes. While the analysis may not precisely quantify the exact magnitude of impact for any single corridor, it can credibly identify impacts and associations. Taken together, the findings offer a well-supported indication that these investments are contributing to positive economic and activity-related changes in Billings.

3 Complete Streets Case Studies in Billings

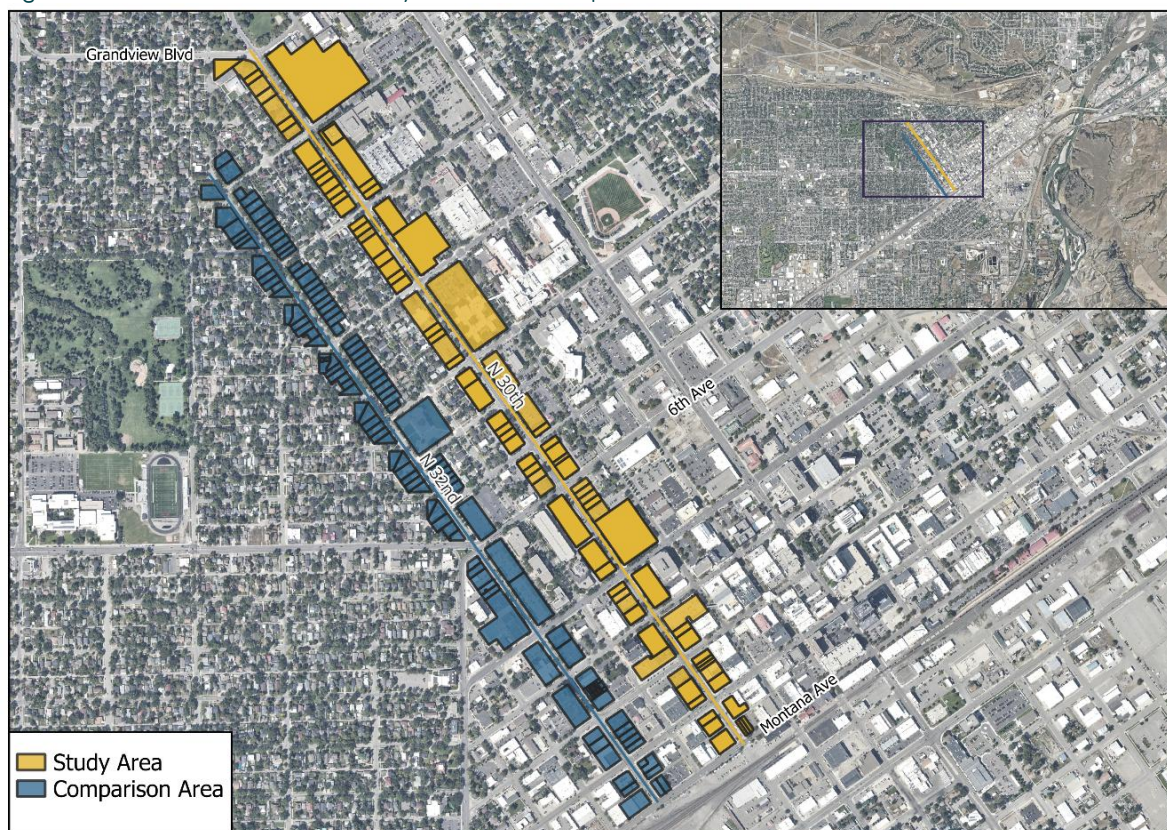
This analysis focuses on four street corridors in Billings that underwent Complete Streets investment: North 30th Street, Shiloh Road, Grand Avenue & 54th Street West, and Lake Elmo Drive. A case study for each corridor examines how these investments impact real estate, visitors, and businesses.

3.1. North 30th Street

Corridor Overview

The North 30th Street Complete Streets corridor is located in Billings' downtown core, running between Grandview Boulevard to the north and Montana Avenue to the south. The corridor is home to several small businesses and some cornerstone health institutions in Billings, including the Billings Clinic and Intermountain Health St. Vincent Regional Hospital, along with many other smaller medical and dental offices. Together, Intermountain Health St. Vincent Regional Hospital and Billings Clinic provide over 600 licensed beds and employ over 7,000 healthcare workers and staff. The St. Vincent facility alone receives almost 40,000 emergency visits and 30,000 inpatient admissions each year.³

Figure 3.1.1 North 30th Street Study Area and Comparison Area



³ Data provided by Intermountain Health St. Vincent Regional Hospital.

Multimodal transportation along this corridor is critical to ensure that people have access to medical services and employees have safe commuting networks. Complete Streets infrastructure enhancements and characteristics along the North 30th Street corridor are outlined below:

- The Complete Streets enhancements were added in 2011, including striped bike lanes from 6th Avenue North to 12th Avenue North.
- Ten years later, in 2021, shared-use arrows (“sharrows”) were painted from Montana Avenue to 6th Avenue North. These additions are not included in the construction or maintenance costs as they completed after the initial project being considered.
- The corridor also features well-maintained sidewalks that are separated from the road by a landscape buffer in some places.
- The busy street also has several public transportation connections, including MET Transit bus route 1, the Downtown Circulator, which runs along the entire corridor, and connections to bus routes 5, 7, 19.

The striped bike lanes added in 2011 cost approximately \$18,000 (\$26,000 in 2025 dollars). Each year, maintenance of the Complete Streets elements, including crosswalks and bike lanes costs about \$12,500 (in 2025 dollars). The largest cost is related to crosswalk repainting.



Source: Google Maps

As shown in Figure 3.1.1, the study area around the corridor includes parcels adjacent to the street. Residents, health institutions, and businesses at these locations are directly impacted by the transportation accessibility the Complete Streets project provides.

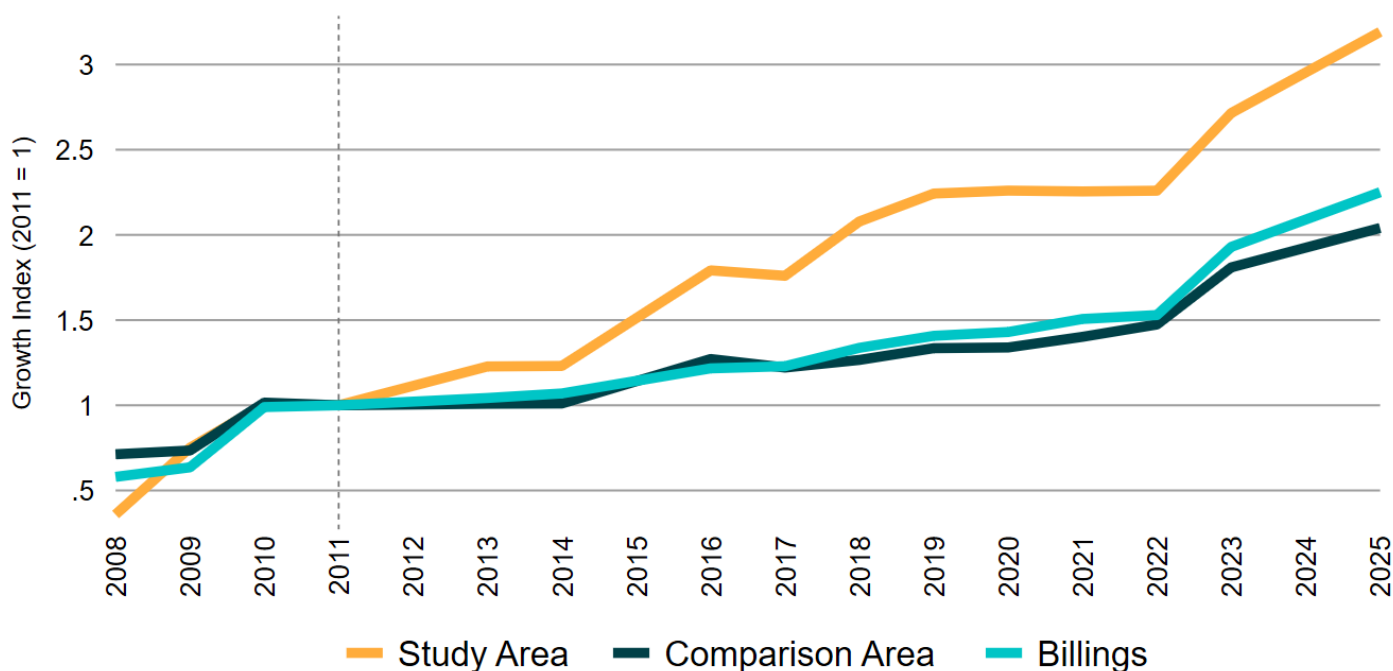
Two blocks to the west, North 32nd Street serves as the comparison corridor for this analysis. This corridor includes more residential uses than the study corridor, but still includes business activity as well. Beyond crosswalks (property owners maintain the sidewalks), which cost an estimated \$6,300 annually to maintain, the parallel street does not have Complete Streets improvements that help pedestrians and cyclists navigate the roadway. The only exception is a one block stretch where a neighborhood bikeway crosses over N. 32nd St.

While pedestrians can walk across 6th Avenue North to make a north-south trip, the street is not connected for vehicular traffic. The only bus route along North 32nd Street is bus line 5 which runs along the short segment of the street between 4th Avenue North and 6th Avenue North. There are a few other bus stops towards the southern part of the corridor with connections to the 7 and 19 bus lines, but no bus connections north of 6th Avenue North. In 2025, the City of Billings made changes to North 32nd Street south of 6th Avenue North which are not considered as part of this analysis. Unfortunately, these changes were too recently completed at the time of this study to evaluate the potential impacts.

Real Estate and Building Impacts

Complete Streets investments can make corridors more desirable locations to live or open a business, in turn increasing real estate demand and pushing property values up. Property values along the North 30th Street corridor grew faster than the comparison area and city overall after the Complete Streets investment. As shown in Figure 3.1.2, property values along the corridor were more than three times higher in 2025 than 2011, growing from \$88 million to \$282 million. Some of this growth came from large additions and renovations at Yellowstone Medical Center (adding \$9.3 million assessed value in 2016), Intermountain Health St. Vincent Regional Hospital (adding \$10.9 additional assessed value in 2013), and the Billings Public School's Lincoln Center, (adding \$9.9 million additional value in 2013). However, **even without these major additions and expansions, the corridor would have more than doubled, growing by 117 percent and outperforming the comparison area**, where 2025 assessed values were just over twice their 2011 value. This finding suggests that the Complete Streets investment could have bolstered property values along North 30th Street, increasing the value of existing properties and encouraging more real estate development along the corridor.

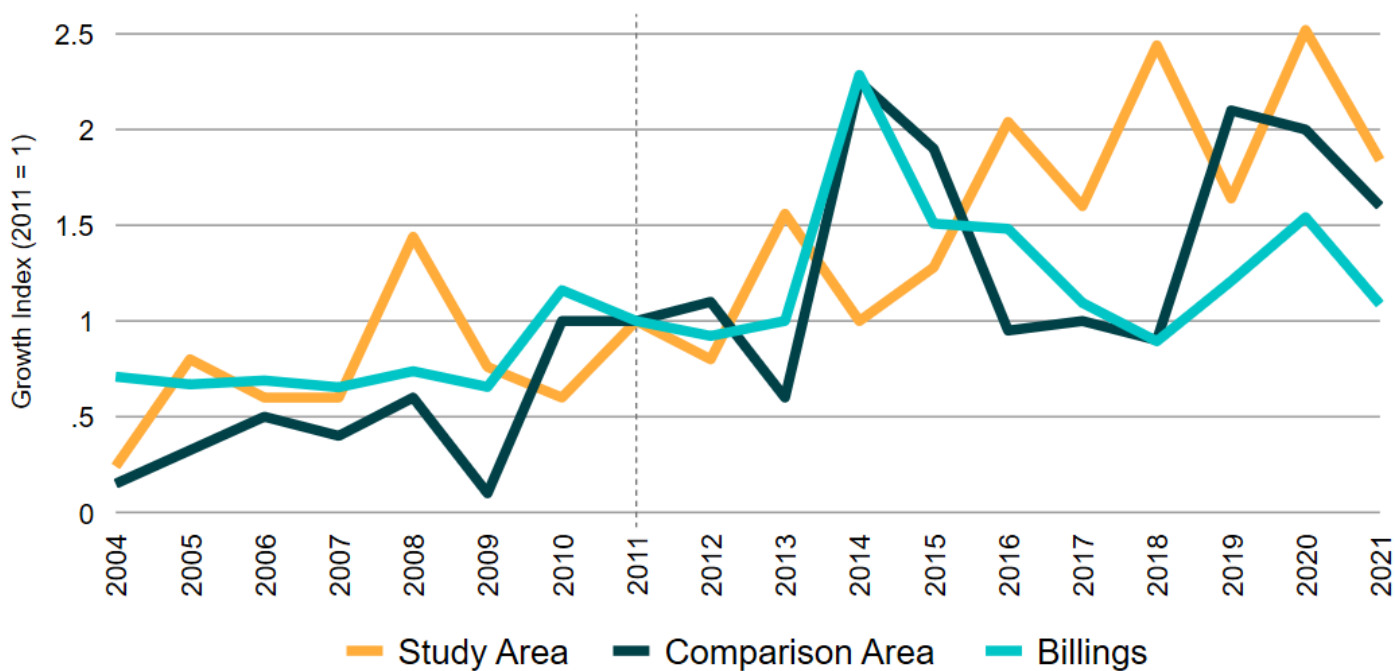
Figure 3.1.2 Growth Rate in Property Values at North 30th Street and Comparison Areas



Source: City of Billings Assessors Data.

Data on building permits provide an indicator of investment activity in an area. Although information on total associated investment amounts was not available for North 30th Street and permit counts are an imperfect proxy, the number of permits issued offers the best available measure of trends in building improvements. As shown in Figure 3.1.3, there is substantial year-to-year variability in the number of building permits in each area. The average number of building permits per year in the study area before the Complete Streets investment was 18, whereas after the project's completion that number jumped to 21 permits annually, a 15 percent increase. While this increase does not outperform the comparison area, which grew by 31 percent, it is higher than the city average growth of 6 percent.

Figure 3.1.3 Growth Rate in the Number of Building Permits at North 30th Street and Comparison Areas

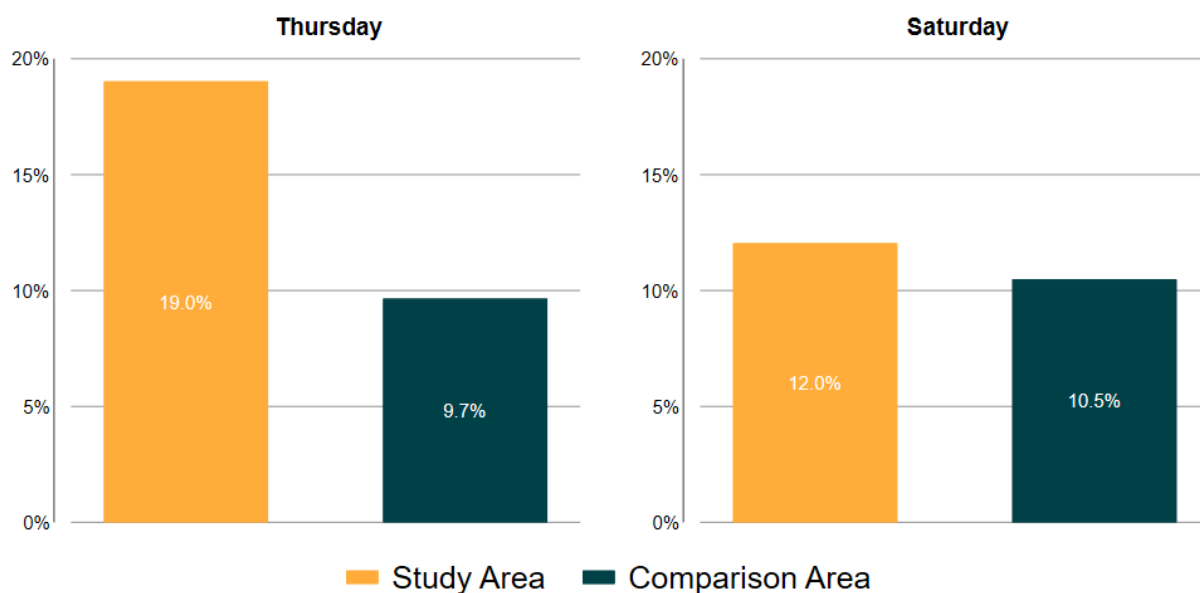


Source: City of Billings Building Permits Data.

Visitors and Business Impacts

Complete Streets investments can make areas more welcoming, safe, and accessible for residents and visitors traveling with active transportation modes, such as walking and biking. Replica data show the share of users walking or biking, but the data do not extend far enough back to provide a before-after comparison. Instead, this indicator focuses solely on the “second difference”, the comparison across the study and comparison areas. As shown in Figure 3.1.4, a higher share of corridor visitors travel by bike, walking, or public transit in the study area than the comparison area. This result is true for both Thursday (representative of a typical weekday) and Saturday (representative of a typical weekend day), though it is more prominent during the work week. On a typical Spring weekday, 19 percent of visitors to North 30th Street walk, bike, or ride public transit, compared to less than 10 percent in the comparison area.

Figure 3.1.4 Share of Trips via Bike, Walk, and Public Transit, Spring 2025



Source: Replica

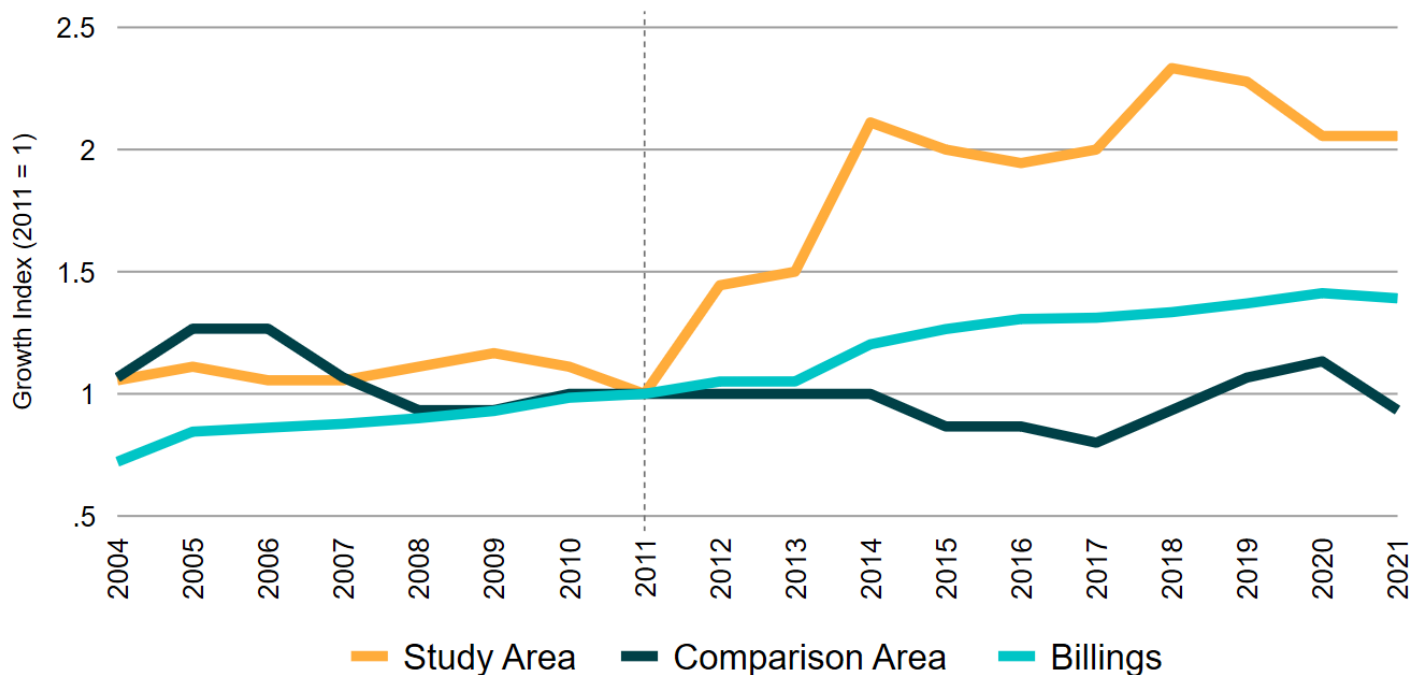
As a corridor attracts more visitors, it becomes a more appealing place to operate a business. Business license data are used to assess the impact of Complete Streets investment on business establishments, as shown in Figure 3.1.5. Prior to the Complete Streets construction in 2011, North 30th Street experienced a similar growth rate in business licenses to the comparison area and city overall. After the Complete Streets investment, the corridor experienced rapid growth in the number of businesses. In 2012, four new restaurant licenses were granted on North 30th Street, along with several new beauty and other services companies.

With the Complete Streets improvements in place, the corridor outperformed both comparison areas, with the number of business licenses more than doubling by 2014 (from 18 to 36) while the comparison area saw no growth (starting with 15 businesses in 2011 and ending with 14 in 2021) and the city overall grew by only 20 percent. After 2014, the North 30th Street corridor sustained its higher level of business activity, even despite a decline in businesses in 2020 due to the Covid-19 pandemic. In 2021, there were a total of 37 active businesses in the study area. This data points to strong business performance after the Complete Streets investment.



Source: Google Maps

Figure 3.1.5 Growth Rate in Business Licenses at North 30th Street and Comparison Areas



Source: City of Billings Business License Data.

Safety and Multimodal Level of Service Impacts

Safety

Due to a lack of “Pre-Project Period” crash data (only one year of crashes data prior to the project installation was available), a safety analysis was not completed for North 30th Street and its comparison area.

Multimodal Level of Service

The roadway elements, such as sidewalks, landscape buffers, bicycle lanes, enhanced crossing, and human-scale lighting, that comprise Complete Streets can impact the ease and efficiency that people walking and biking experience while traveling on the corridor. The impacts of these roadway features can be quantified using multimodal level of service (MMLOS), which considers factors such as sidewalk width, landscape buffers, bicycle facilities, roadway vehicular volumes, and posted speed limits. Level of service analyses assign a facility a grade between “A” for excellent conditions and “F” for unacceptable conditions. While MMLOS measures traveler perception based on these facility features, traditional vehicular level of service analysis relies primarily on the delay experienced at intersections. Table 3.1.1 compares the MMLOS for walking and bicycling, for the study and comparison corridors, in the post-project period. As shown below, the study corridor provides a better level of service for pedestrians and bicycles than the comparison corridor. Unfortunately, the necessary data to assess pre-project MMLOS was not available.

Table 3.1.1 MMLOS for North 30th Street and Comparison Area in the Post-Project Period

	Study Corridor	Comparison Corridor
Pedestrian Level of Service	B	E
Bicycle Level of Service	C-D	F



Source: Google Maps

Summary of Findings

Overall, the evidence points to strong positive impacts of the Complete Streets investment along North 30th Street:

- **Property Values:** Property values more than tripled from 2011 to 2025, significantly outpacing both the comparison corridor and citywide growth, indicating strong increased demand along the corridor.
- **Building Permits (Development Activity):** Permit activity rose by about 15 percent after the investment, exceeding citywide trends but trailing the comparison area, suggesting moderate but positive development momentum.
- **Multimodal Access & Visitors:** A substantially higher share of visitors arrive by walking, biking, or transit compared to the comparison area, reflecting improved accessibility along the corridor.
- **Business Activity:** The number of business licenses more than doubled shortly after the improvements and remained elevated over time, demonstrating strong and sustained business growth.
- **Multimodal Level of Service:** The study corridor reflects a better multimodal level of service for both pedestrians and bicycles than the comparison corridor, following project implementation.

Across multiple indicators, the corridor shows consistent positive impacts, suggesting the Complete Streets investment supported increased accessibility, economic activity, and corridor vitality.

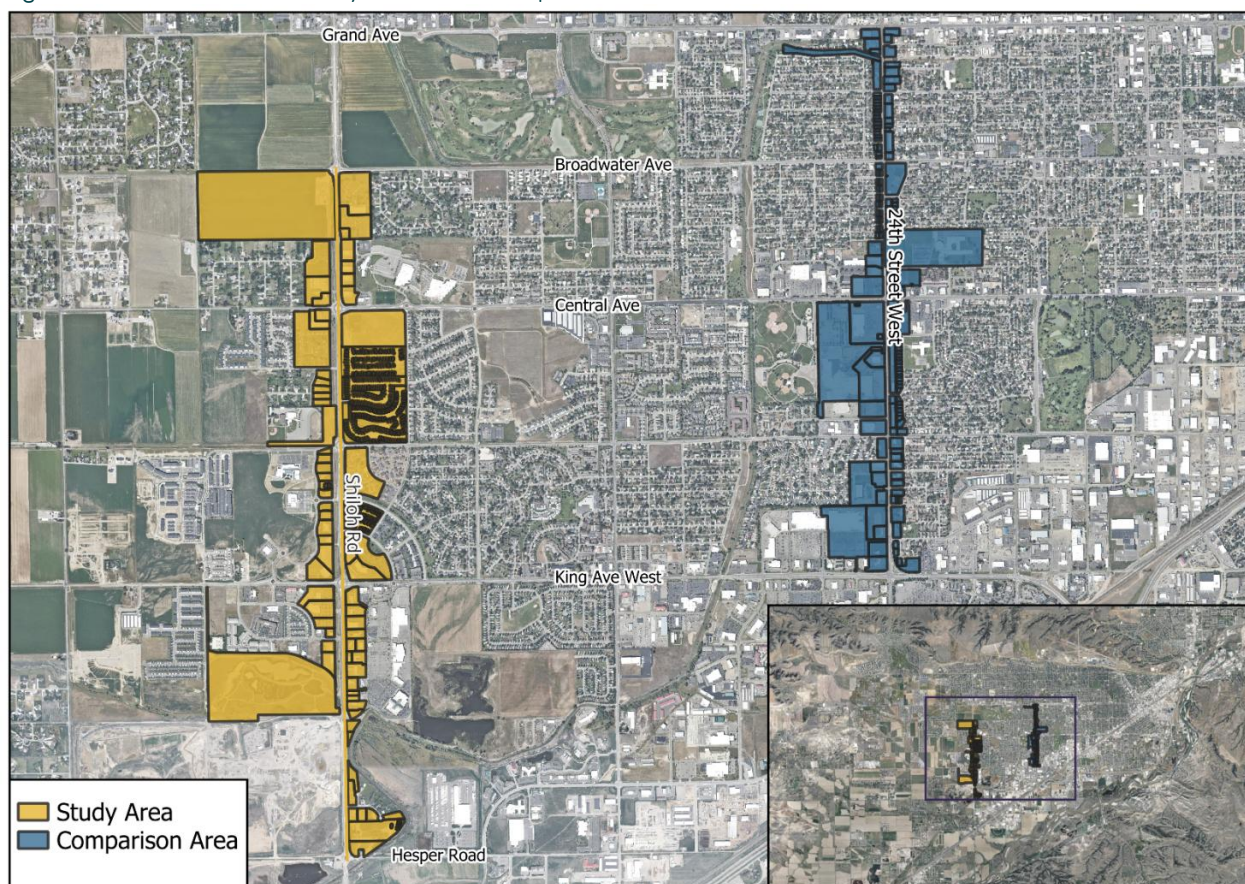
3.2. Shiloh Road

Corridor Overview

Shiloh Road is a north/south connector located on the west side of Billings. In 2010, the two-lane country road was rebuilt into a four-lane divided roadway with roundabouts, turn lane pockets, and a landscaped median. Concurrently with the roadway construction, pedestrian refuge islands were installed and a multi-use trail was constructed along the length of the road. The trail begins at Rimrock Road and runs south along Shiloh Road, primarily on the west side, for more than four miles, ending at ZooMontana, a 70-acre park and botanical garden.⁴ The entire roadway rebuild cost \$10.4 million (\$14.9 million in 2025 dollars), \$1.3 million (\$1.9 million in 2025 dollars) of which went towards Complete Streets costs for the crossings and multi-use trail. Each year, maintenance of the Complete Streets improvements costs \$16,300 (2025 dollars).

As shown in Figure 3.2.1, this study focuses on the 2.5-mile section running from Broadwater Avenue to Hesper Road, where the bulk of the businesses and development are located. The study area is defined by property parcels adjacent to this stretch of the roadway.

Figure 3.2.1 Shiloh Road Study Area and Comparison Area



⁴ TrailLink. Shiloh Road Trail. <https://www.traillink.com/trail/shiloh-road-trail/>.

Land use along the study area corridor is predominantly commercial and characterized by a modern suburban layout. Large-format retail, national chain restaurants, medical offices, financial institutions, hotel, and service businesses line the corridor, typically set back behind parking lots with large road front signage. Interspersed between commercial parcels are newer multifamily apartment complexes, townhomes, senior living facilities, and residential subdivisions, signaling the corridor's role as both a shopping destination and a daily-use route for West End travelers. To the south, the corridor provides access to the Shiloh Conservation Area, a few churches, and educational institutions. The Shiloh Road multi-use trail is also an important connector for western Billings' trail network, offering connections to the Rimrock Road Trail, Big Ditch Trail and King Avenue West Trail.⁵ Shiloh Road is served by several MET Transit bus routes, including route 13 to the south and route 21 to the north.



Source: Trail Link, Shiloh Road Trail. <https://www.traillink.com/trail/shiloh-road-trail/>.

A comparison area along 24th Street West, extending from Grand Avenue to King Avenue West, was selected due to its similar density and mix of uses. Like the study corridor, it includes a combination of national and local restaurants and retail chains interspersed with residential subdivisions. The corridor is also home to the Rimrock Mall, with 600,000 square feet offering more than 60 retail and restaurant businesses.⁶ However, the 24th Street West corridor lacks Complete Streets features beyond attached sidewalks and a few crossings, which cost the City \$3,200 each year to maintain (crosswalks only; sidewalks are maintained by property owners). The four-lane roadway is configured with a center turning lane and there is no dedicated bicycle infrastructure. Sidewalk connectivity is lacking due to gaps as well as a lack of marked crossings in some places, as shown in the image below on the left side of the road. The corridor is well served by MET Transit bus routes, with connections to routes 3, 7, 10, 13, 19, and 21.

⁵ TrailLink. Shiloh Road Trail. <https://www.traillink.com/trail/shiloh-road-trail/>.

⁶ Rimrock Mall. About Us. <https://www.rimrockmall.com/about-us>.

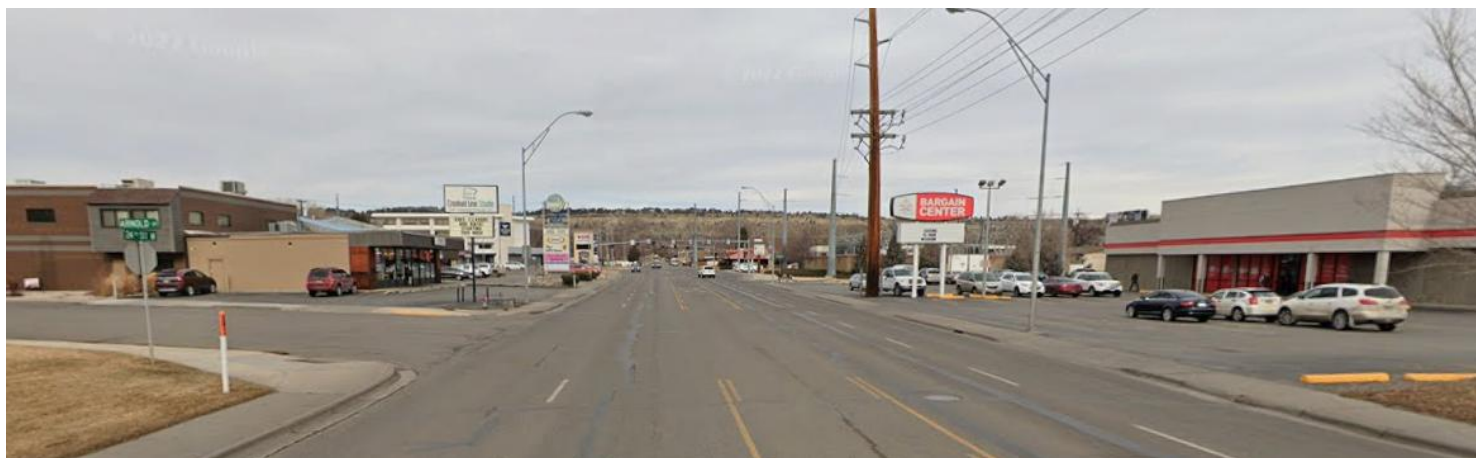
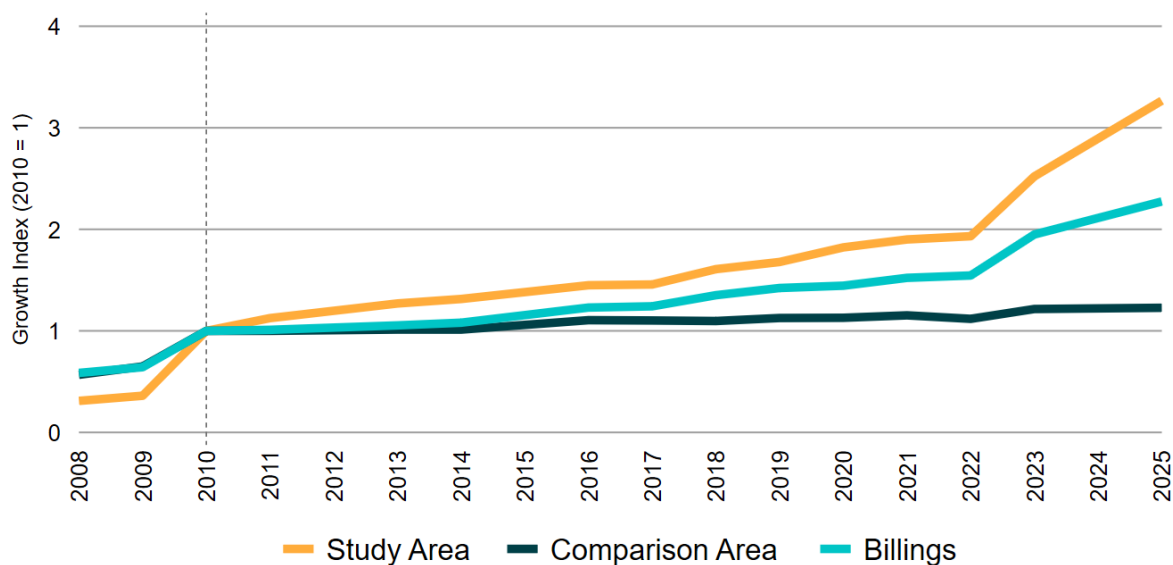


Photo of 24th Street West comparison area.
Source: Google Maps.

Real Estate and Building Impacts

Property values along the Shiloh Road corridor grew at a faster rate than the rest of the city and the comparison area following the Complete Streets investments. In 2010, properties adjacent to the corridor were assessed at \$103 million (aggregated across all properties). By 2022, the value had almost doubled, reaching \$199 million. Meanwhile, properties in the rest of Billings grew by 50 percent while the comparison area experienced only 12 percent growth. After 2022, property values rose rapidly across Billings and along Shiloh Road, while the 24th Street West corridor continued to experience minimal growth. Even during this period of broader market expansion, the Shiloh Road corridor outpaced the city overall, growing by nearly 70 percent compared to 47 percent citywide. This consistent outperformance suggests that the Complete Streets investments may have helped the corridor attract and retain property value.

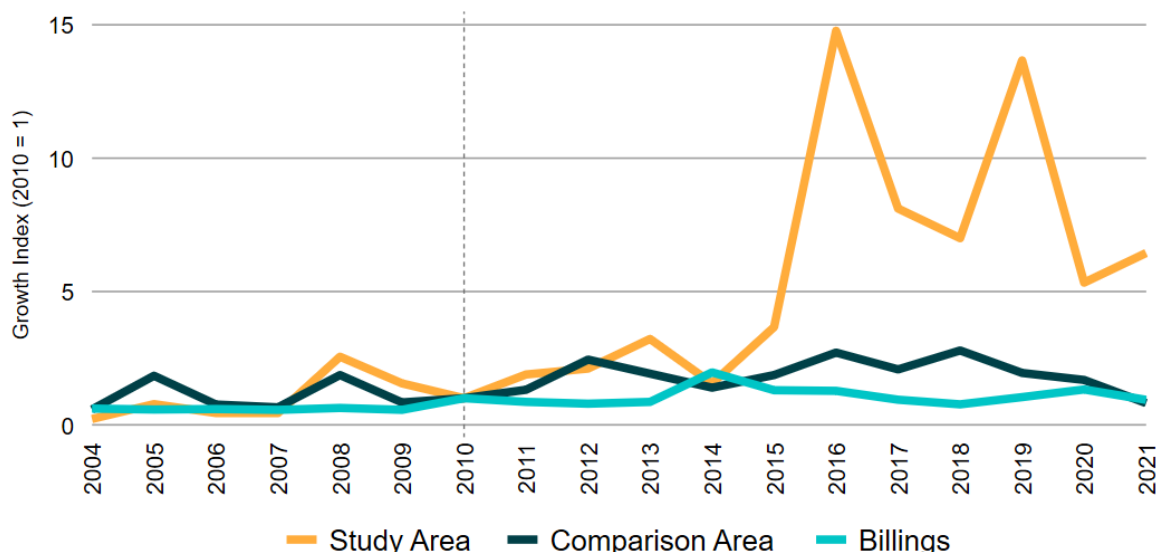
Figure 3.2.2 Growth Rate in Property Values at Shiloh Road and Comparison Areas



Source: City of Billings Assessors Data.

While considered a weaker indicator, data on the number of building permits provide an estimate of investment activity in an area. As shown in Figure 3.2.3, growth in the number of building permits on Shiloh Road tracked with the comparison areas until about 2014. After that, the number of building permits along the corridor jumped from 14 permits in 2014 to 133 in 2016, as development along the road took off. From 2016 through 2019, there were at least 60 permits per year along the corridor. In 2020 and 2021, the number of building permits slowed down, with 48 and 58 respectively. While the timing of the impact was delayed, it is possible that the Shiloh Road multi-use trail contributed to the area's success and continued investment as it added additional infrastructure to attract businesses and residents to the growing area.

Figure 3.2.3 Growth Rate in the Number of Building Permits at Shiloh Road and Comparison Areas

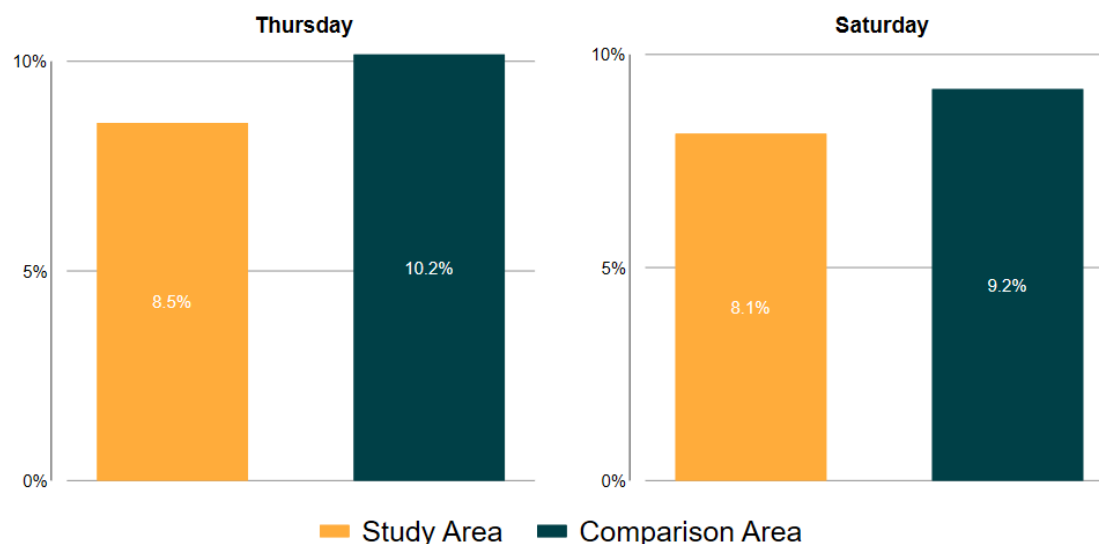


Source: City of Billings Building Permits Data.

Visitors and Business Impacts

On a typical Spring day, on both the weekend and during the work week, Shiloh Road has over 700 walkers, bikers, and riders of public transit. These users account for about 8 percent of the corridor's total users, a slightly smaller percentage than the comparison corridor. In both the study and comparison area, the vast majority of these users are walkers, with biking and public transit accounting for less than one percent of total users. Without before and after data on the number of visitors and use by mode, it is difficult to draw conclusions from this data. One possible reason the comparison area is shown to have more walkers is because the Billings West High School is located on the corridor, and many student use free periods to walk to local shops and restaurants.

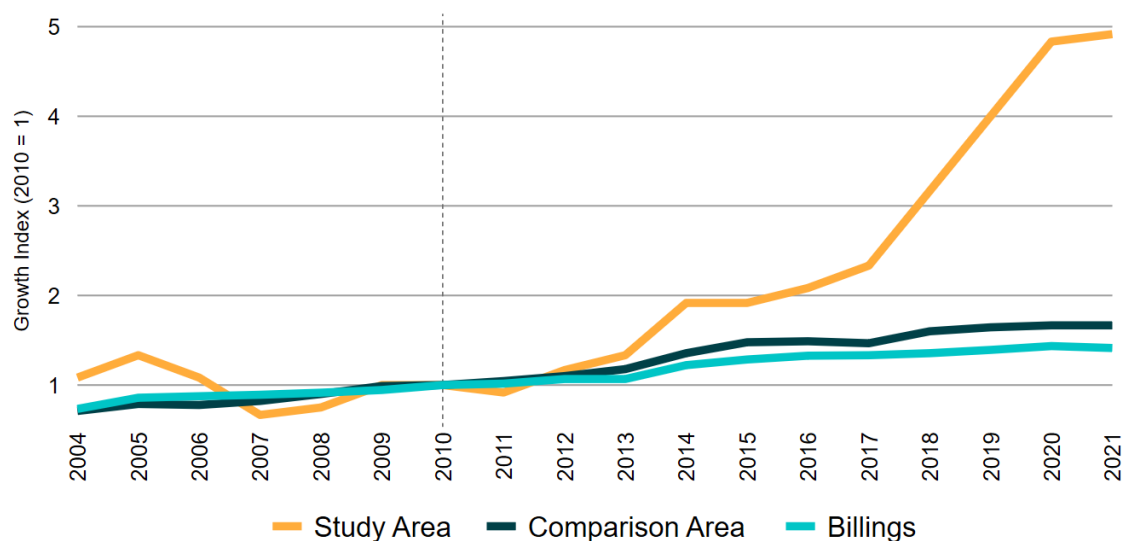
Figure 3.2.4 Share of Trips via Bike, Walk, and Public Transit, Spring 2025



Source: Replica

The number of business licenses along the corridor grew substantially after 2013, two years after the corridor was completed. By 2021, the number of business licenses along the corridor was almost five times the number in 2010, when the roadway project was completed. Meanwhile, the comparison area and city overall grew 67 and 41 percent, respectively. While it is difficult to distinguish between impacts from the roadway project versus the Complete Streets elements, having a network of active transportation is an additional amenity that supports business growth and patronage.

Figure 3.2.5 Growth Rate in Business Licenses at Shiloh Road and Comparison Areas



Source: City of Billings Business License Data.

Safety and Multimodal Level of Service Impacts

Safety

The safety impacts of this Complete Streets project were not analyzed due to a lack of pre-project data available for the case study locations, as the project was completed in 2010.

Multimodal Level of Service

MMLOS was calculated for walking and bicycling on the study and comparison corridors. Data for this indicator is only available in the post-project period, so before and after comparisons are not possible. Based on the Oregon Department of Transportation's Simplified MMLOS Calculator, the study corridor's MMLOS was calculated to be 'E' for pedestrians and 'E-F' for bicyclists. However, this low result is attributed to the high posted speed limit on Shiloh Road (50 mph) and the tool's inability to consider facility type (i.e. the increased comfort that a multi-use trail provides in comparison to on-street bicycle lanes or an attached sidewalk). Alternatively, using the Oregon Department of Transportation's [Separated Buffered Bikeways Calculator](#), the Shiloh Road multi-use trail is calculated to be a level of service 'A' for safety and comfort. However, this tool may go too far in the other direction, overstating the level of service because it does not account for the high speeds allowed on the corridor.

With this in mind, the Pedestrian Level of Traffic Stress (PLTS) was calculated using the methodology developed by the [Center for Pedestrian and Bicyclist Safety](#). The PLTS for the study corridor was calculated as 2, which means it is generally "low stress" and comfortable for children over the age of 10 and adults, while people with mobility and sensory limitations may experience some challenges. This PLTS score more realistically reflects the experience of active transportation users on Shiloh Road's multi-use trail.

In summary, the Shiloh Road corridor is well equipped to support active transportation, featuring a 10-foot multi-use trail set more than 10 feet away from the roadway. In contrast to the comparison corridor, both pedestrians and bicyclists have a better user experience along the study corridor than the comparison corridor.

Summary of Findings

The Shiloh Road corridor demonstrated strong performance across many of the analyzed metrics, including,

- **Property Values:** Property values along Shiloh Road consistently outpaced both the comparison corridor and citywide growth, nearly doubling from 2010 to 2022 and continuing to grow faster than the city thereafter, indicating strong and sustained corridor demand.
- **Building Permits (Development Activity):** Development activity surged several years after project completion, with permits increasing dramatically after 2014 and remaining elevated through 2019, suggesting the corridor became a major focus for new investment.
- **Multimodal Access & Visitors:** Over 700 people traveling the corridor on a typical Spring day either walk, bike, or use public transit, accounting for 8 percent of all visitors.
- **Business Activity:** The number of business licenses grew nearly fivefold after the project, far exceeding growth in both the comparison area and city overall, demonstrating significant expansion in commercial activity.

- **Multimodal Level of Service:** Due to the higher posted speed limit on Shiloh Road than on 24th Street West, pedestrian and bicycle level of service are slightly worse on the study corridor than the comparison corridor. However, this finding reflects the limitations of the assessment tool, which does not capturing buffer space or differentiating multi-use trails from sidewalks.

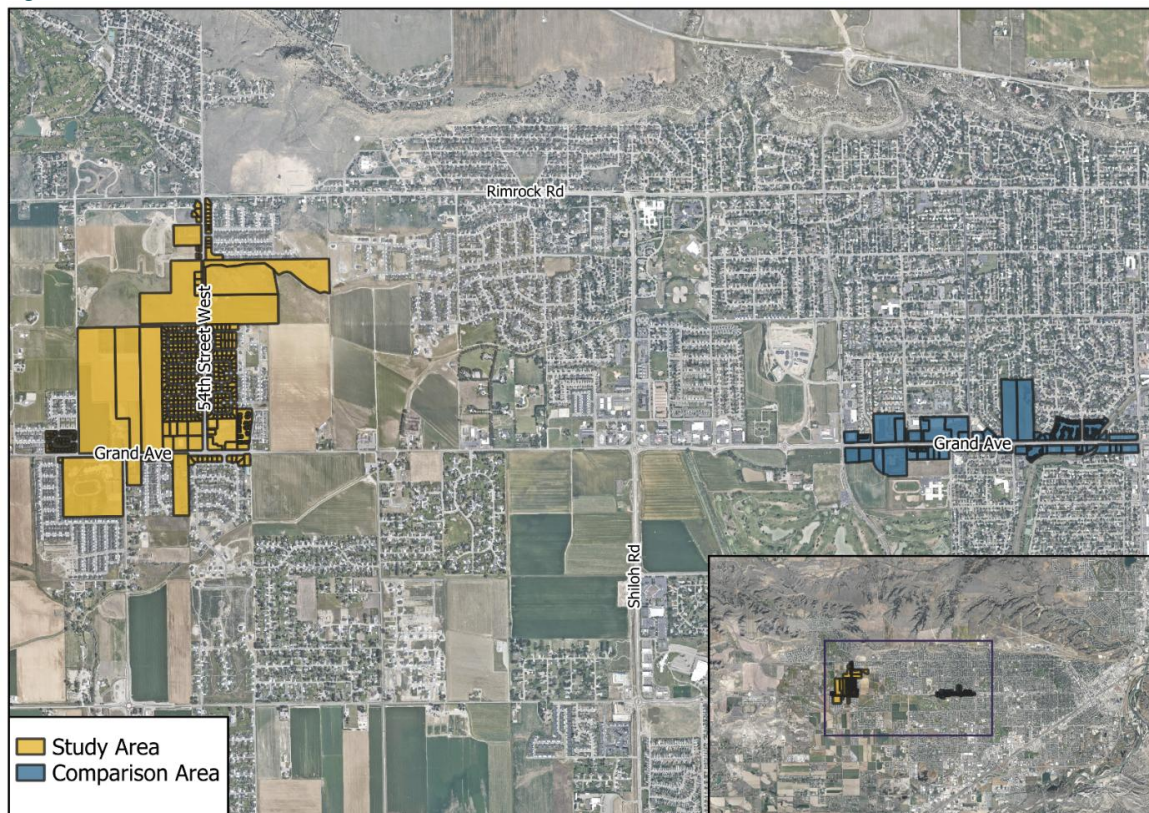
The corridor shows strong long-term growth across property values, development, and business activity, suggesting that the Complete Streets components, alongside broader roadway improvements, helped support a rapidly developing commercial corridor.

3.3. Grand Avenue & 54th Street West

Corridor Overview

Grand Avenue is an east-west corridor that intersects with 54th Street West on the west side of Billings. In 2018, Grand Avenue was rebuilt from a two-lane county road into an arterial road with a center two-way left-turn lane (center turn lanes were already present between 58th Street and Wilderness Drive). Concurrently with the roadway reconstruction, a multi-use trail was constructed along Grand Avenue and 54th Street, constituting the main Complete Streets element of the reconstruction. In total, the roadway reconstruction cost \$2.7 million (\$3.4 million in 2025 dollars), with the Complete Streets elements costing a total of \$360,000 (\$461,700 in 2025 dollars). Each year, the multi-use trail costs \$10,300 to maintain, whereas the roadway maintenance, including snow removal, sweeping, and line painting, totals \$50,300 annually.

Figure 3.3.1 Grand Avenue & 54th Street West Study Area and Comparison Area



The study area corridor is characterized by several large housing developments, broken up by some restaurant and retail uses, particularly directly adjacent to the intersection of Grand Avenue and 54th Street West. Interspersed with these uses are large blocky parcels that are primarily used for agricultural purposes. Billings MET Transit does not provide bus services to this area of the city.



Source: Google Maps.

The comparison corridor is located on a segment of Grand Avenue to the east of the study corridor, spanning from Zimmerman Trail/32nd Street West to 24th Street West. Like the study area, the comparison corridor is also characterized by dense housing developments, retail and restaurant uses, and larger parcels of undeveloped agricultural land. This section of Grand Avenue has not seen substantial investment in Complete Streets improvements and does not have any bicycle or pedestrian infrastructure beyond standard sidewalks and crossings, which cost the City an estimated \$2,600 annually to maintain (crosswalks only; sidewalks are maintained by the property owner). There are relatively few marked crossings, and in some locations, the roadway cross-section is five lanes of vehicular traffic. The comparison corridor is served by two MET Transit routes: lines 5 and 21.

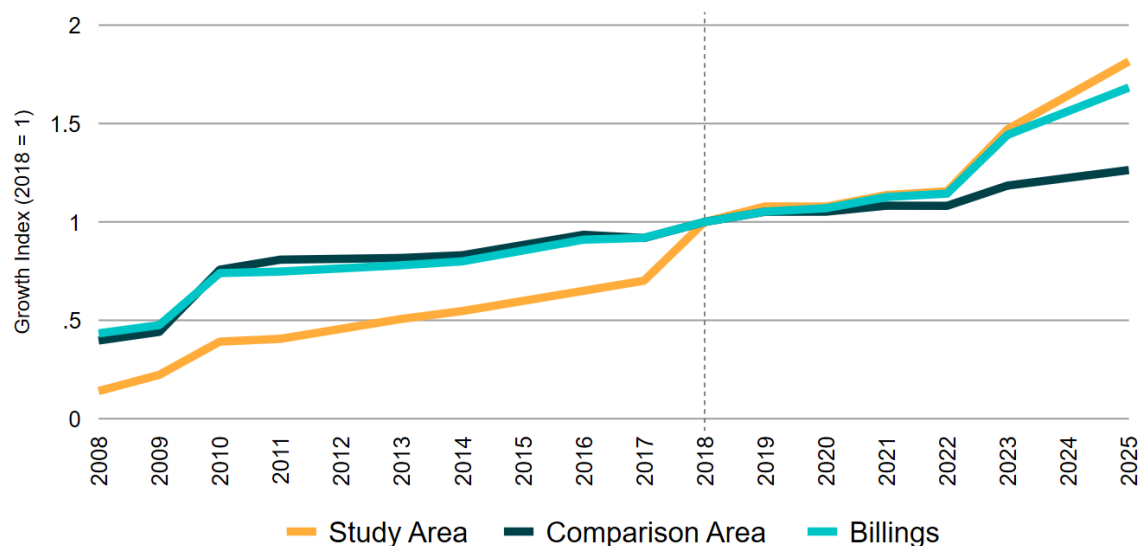
Real Estate and Building Impacts

Property values along the study corridor totaled \$88.8 million in 2017, the year prior to the project. By 2025, property values had grown by almost 160 percent, reaching \$229.8 million. As shown in Figure 3.3.2, the comparison area and city overall also experienced growth over the period, but at a substantially slower rate than the study area. Between 2017 and 2025, the comparison area grew by 38 percent and the city overall grew by 83 percent. This finding demonstrates that the study area outperformed the comparison area and city, suggesting that the roadway and Complete Streets improvements led to meaningful impacts on property values.



Source: Google Maps

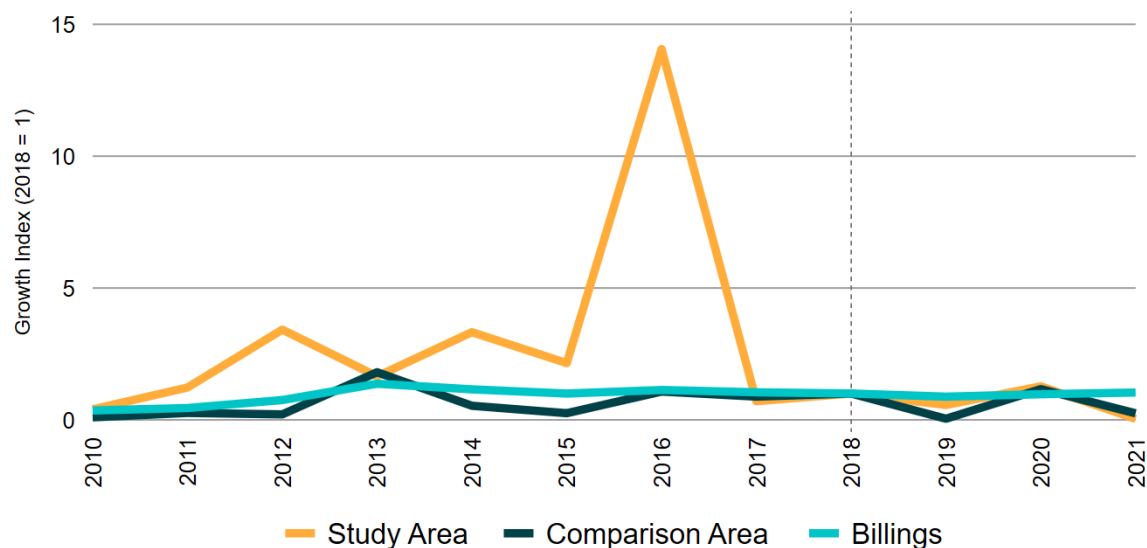
Figure 3.3.2 Growth Rate in Property Values at Grand Ave and Comparison Areas



Source: City of Billings Assessors Data.

Data on the growth rate in the value of building permits in the study and comparison corridor are shown in Figure 3.3.3. As shown in the figure, the study area had a spike in building permit value in 2016 but experienced a growth rate very similar to the comparison area and city overall between 2017 and 2021. This data does not demonstrate strong impacts.

Figure 3.3.3 Growth Rate in the Value of Building Permits at Grand Avenue & 54th Street and Comparison Areas

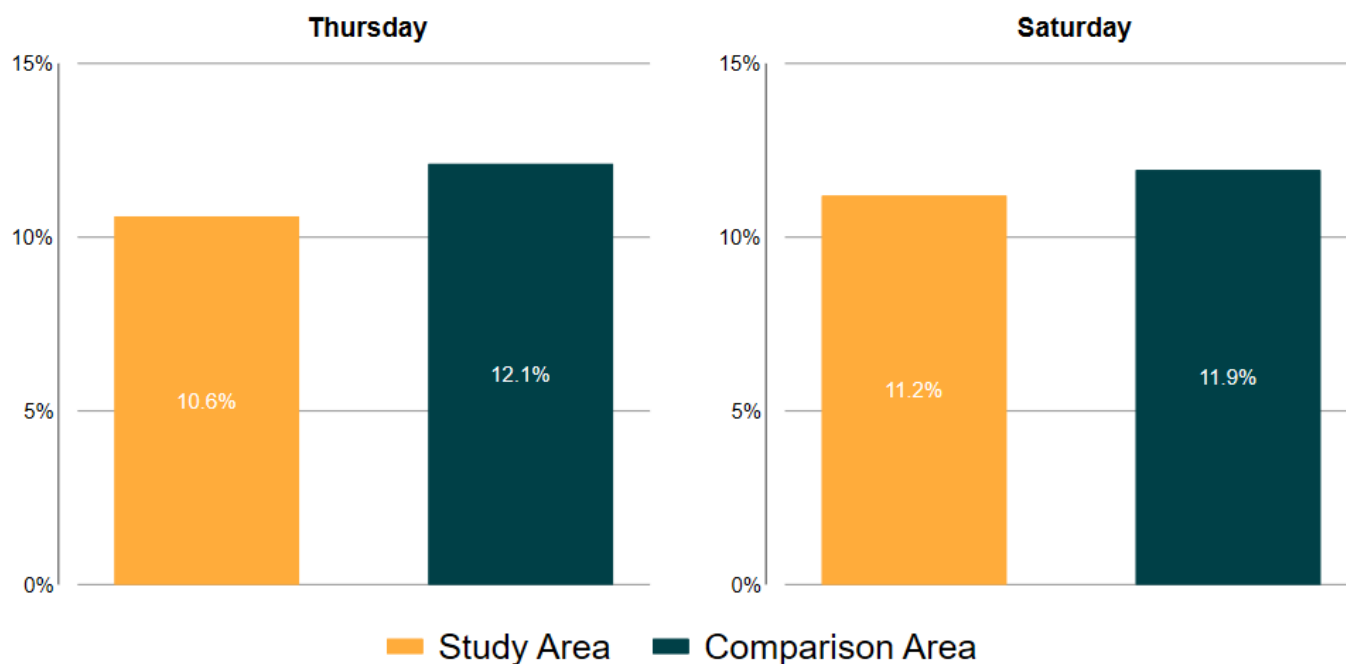


Source: City of Billings Building Permits Data.

Visitors and Business Impacts

The share of visitors to the corridor who travel via biking, walking, or riding public transit is similar to, though slightly lower than the comparison area. On both a typical spring weekday and weekend day, about 11 percent of Grand Avenue & 54th Street West travel via those three transportation modes compared to about 12 percent in the comparison area. In both areas, walking makes up the vast majority of travelers via these modes, with biking accounting for 1 percent of all users and less than one percent traveling via public transit. Without sufficient data to understand the time trends in this visitation, it is difficult to draw conclusions about the impact of the Complete Streets improvement on different modal uses.

Figure 3.3.4 Share of Trips via Bike, Walk, and Public Transit, Spring 2025



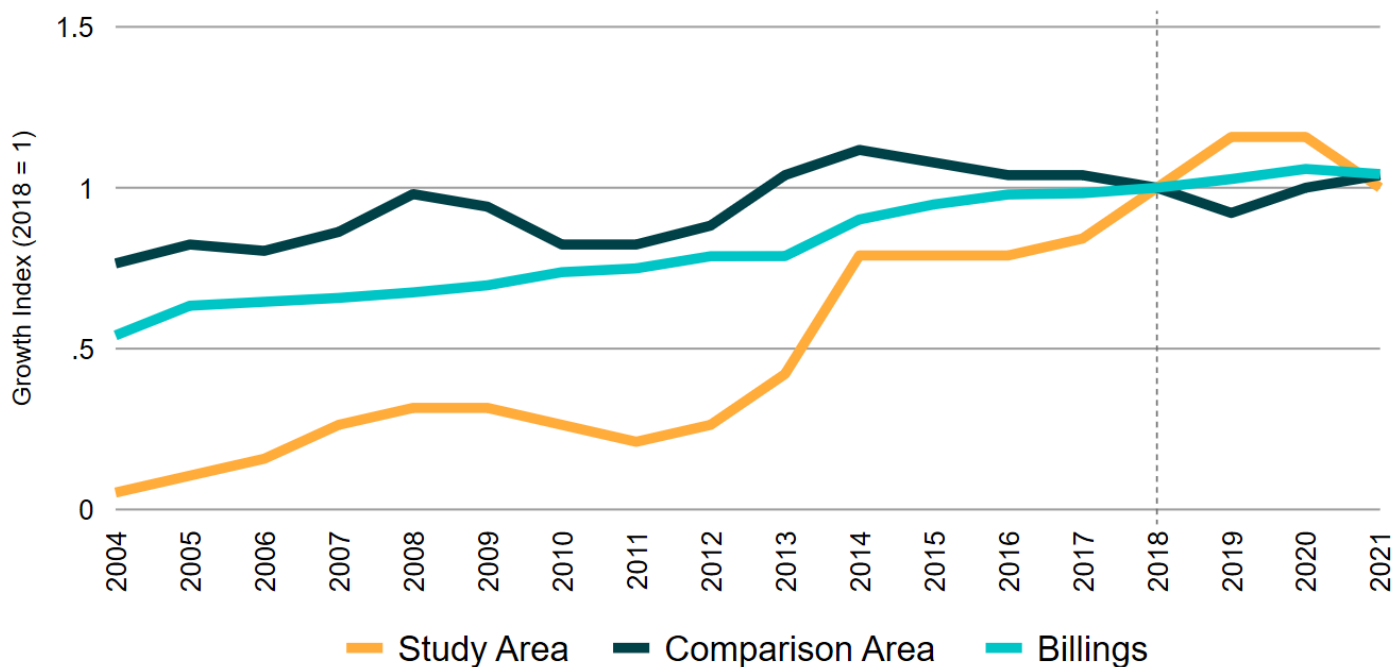
Source: Replica

There is strong evidence, however, that the Complete Streets investment at Grand Avenue and 54th Street West benefited businesses along the corridor. As shown in Figure 3.3.5, prior to the 2018 improvement, the number of business licenses along the corridor remained largely flat since 2014, with approximately 15 active licenses each year. In 2019, the number increased to 22 and remained at that level in 2020. In 2021, likely due to the COVID-19 pandemic, the number of business licenses declined slightly to 19, still above the pre-project average. The pandemic disproportionately affected businesses that tend to benefit most from Complete Streets investments, such as restaurants, cafés, and retail establishments, which rely heavily on foot traffic. The decline in these uses may have tempered what would have otherwise been even stronger post-investment growth along the corridor.

The comparison area and the city overall did not experience business growth between 2018 and 2020, indicating that the increase observed in the study area was not part of a broader economic trend. Rather, this

divergence suggests that the growth along the corridor was likely driven by the Complete Streets investment, which may have created more favorable conditions for business activity by improving accessibility, visibility, and the overall pedestrian environment.

Figure 3.3.5 Growth Rate in Business Licenses at Grand Avenue and 54th Street West and Comparison Areas



Source: City of Billings Business License Data.

Safety and Multimodal Level of Service Impacts

Safety

Table 3.3.1 delineates the safety analysis performed for the Grand Avenue & 54th Street corridor and its comparison corridor, including the total number of crashes and the societal cost of these crashes based on the severity of the crashes, known as the “KABCO value”. The table analyzes these societal crash costs in total, per year, and normalized by the annual traffic volumes the corridor experiences. As shown, the societal cost of crashes along the study corridor were higher in the post-project period than in the pre-project period. However, this result is due to two fatal crashes that occurred in the post-project period, neither of which involved any vulnerable road users, and one of which was attributable to driving under the influence of drugs or alcohol. With this in mind, the safety analysis results are largely attributed to factors outside of the influence of the Complete Streets investments.

Table 3.3.1 Pre-Project and Post-Project Societal Cost Values for Grand Avenue & 54th Street and Comparison Area

		Study Corridor	Comparison Corridor
Pre-Project Period	Data Years	2013-2017	2013-2017
	Number of Years	5	5
	Pre-Project Crashes Total Crashes	35	207
	Crashes Per Year	7	41
	Total Societal Cost of Crashes (KABCO Value)	\$4,339,800	\$13,500,900
	Societal Cost of Crashes per Year (KABCO Value)	\$867,960	\$2,700,180
	Societal Cost of Crashes, Normalized by Traffic Volumes (AADT-Normalized KABCO Value*)	\$163	\$169
Post-Project Period	Data Years	2018-2023	2018-2023
	Number of Years	6	6
	Post-Project Crashes Total Crashes	43	206
	Crashes Per Year	7	34
	Total Societal Cost of Crashes (KABCO Value)	\$29,913,800	\$30,770,700
	Societal Cost of Crashes per Year (KABCO Value)	\$4,985,633	\$5,128,450
	Societal Cost of Crashes, Normalized by Traffic Volumes (AADT-Normalized KABCO Value*)	\$870	\$311

*Based on average AADT per timeframe at a specific MDT Count location. Calculation is KABCO per year (Average of Year 1 AADT, Year 2 AADT, etc.)

This analysis also investigates the Complete Street project's impact on potential societal crash costs. For example, several elements of the Complete Streets project on Grand Avenue & 54th Street are associated with crash modification factors (CMFs), which are a statistical measure for evaluating crash reduction potential for a specific treatment, such as:

- Installing a Rectangular Rapid Flashing Beacon (RRFB) can reduce pedestrian-vehicle crashes up to 52 percent.
- Installing a Multi-Use Trail can reduce pedestrian-vehicle crashes up to 59 percent.
- Installing Left Turn Lanes can reduce all roadway injury crashes up to 79 percent.

- Installing Right Turn Lanes can reduce rear-end crashes up to 70 percent.
- Replacing a Stop-Controlled intersection with a Traffic Signal can reduce all vehicle crashes up to 61 percent.

These values were used to calculate the potential societal crash cost savings associated with Complete Streets investments. For the Grand Avenue & 54th Street corridor, the combined impact of the CMFs shown above was estimated to have the potential to reduce total societal crash costs by \$2.2 million, or about \$450,000 per year. This represents a 28.5 percent reduction in societal crash costs compared to the pre-project period. However, as outlined above, actual societal crash costs increased on the study corridor in the post-project period due to two fatal crashes that did not involve vulnerable road users.

Multimodal Level of Service

Table 3.3.2 compares the MMLoS for walking and bicycling, for the study and comparison corridors, in the post-project period. As shown below, the study corridor provides a slightly better level of service for pedestrians and a better level of service for bicycles than the comparison corridor.

Table 3.3.2 MMLoS for Grand Avenue & 54th Street and Comparison Area in the Post-Project Period

	Study Corridor	Comparison Corridor
Pedestrian Level of Service	B-C	C
Bicycle Level of Service	C-D	F

Summary of Findings

Overall, the evidence points to positive impacts of the Complete Streets investment along Grand Avenue & 54th Street:

- **Property Values:** The study area outperformed the comparison area and city, growing by 160 percent between 2017 and 2025 and suggesting that the roadway and Complete Streets improvements led to meaningful impacts on property values.
- **Building Permits (Development Activity):** Building permit value data, a relatively weak indicator, do not demonstrate strong impacts.
- **Multimodal Access & Visitors:** The share of visitors to the corridor who travel via biking, walking, or riding public transit is similar to, though slightly lower than the comparison area.
- **Business Activity:** There is strong evidence that the Complete Streets investment at Grand Avenue and 54th Street West benefited businesses along the corridor, which experienced growth in businesses while the city overall and comparison area remained flat.
- **Safety:** While the safety analysis indicates higher societal crash costs on the study corridor in the post-project period, this is largely attributable to two fatal crashes that did not involve vulnerable road users, making the actual impact inconclusive.

- **Multimodal Level of Service:** The level of service provided by the study corridor was better for both pedestrians and bicycles compared to the comparison corridor.

Across many of the indicators, the corridor shows consistent positive impacts, suggesting the Complete Streets investment supported increased property values and business activity.

3.4. Lake Elmo Drive

Corridor Overview

Lake Elmo Drive is a north-south corridor located to the north of Downtown Billings, in a neighborhood known as Billings Heights. The area's location lends itself to both a tranquil residential area and a highly connected and accessible neighborhood. At the north end of Lake Elmo Drive is Lake Elmo State Park, a 64-acre reservoir where people swim, boat, fish, and more. The park also includes a playground and 1.4 miles of walking trail around the perimeter of the lake.

As shown in Figure 3.4.1, this study focuses on the roughly one-mile section of Lake Elmo Drive north of Wicks Lane. In 2020, striped bike lanes were added to the road, constituting the main Complete Streets element studied in this analysis. At the same time as the bike lanes were added, the entire roadway was also sealed and restriped. In total, the project cost \$113,000, about \$25,500 of which came from the Complete Streets elements (\$140,600 and \$31,700 in 2025 dollars). Each year, maintenance to the striped bike lanes costs an estimated \$4,700.

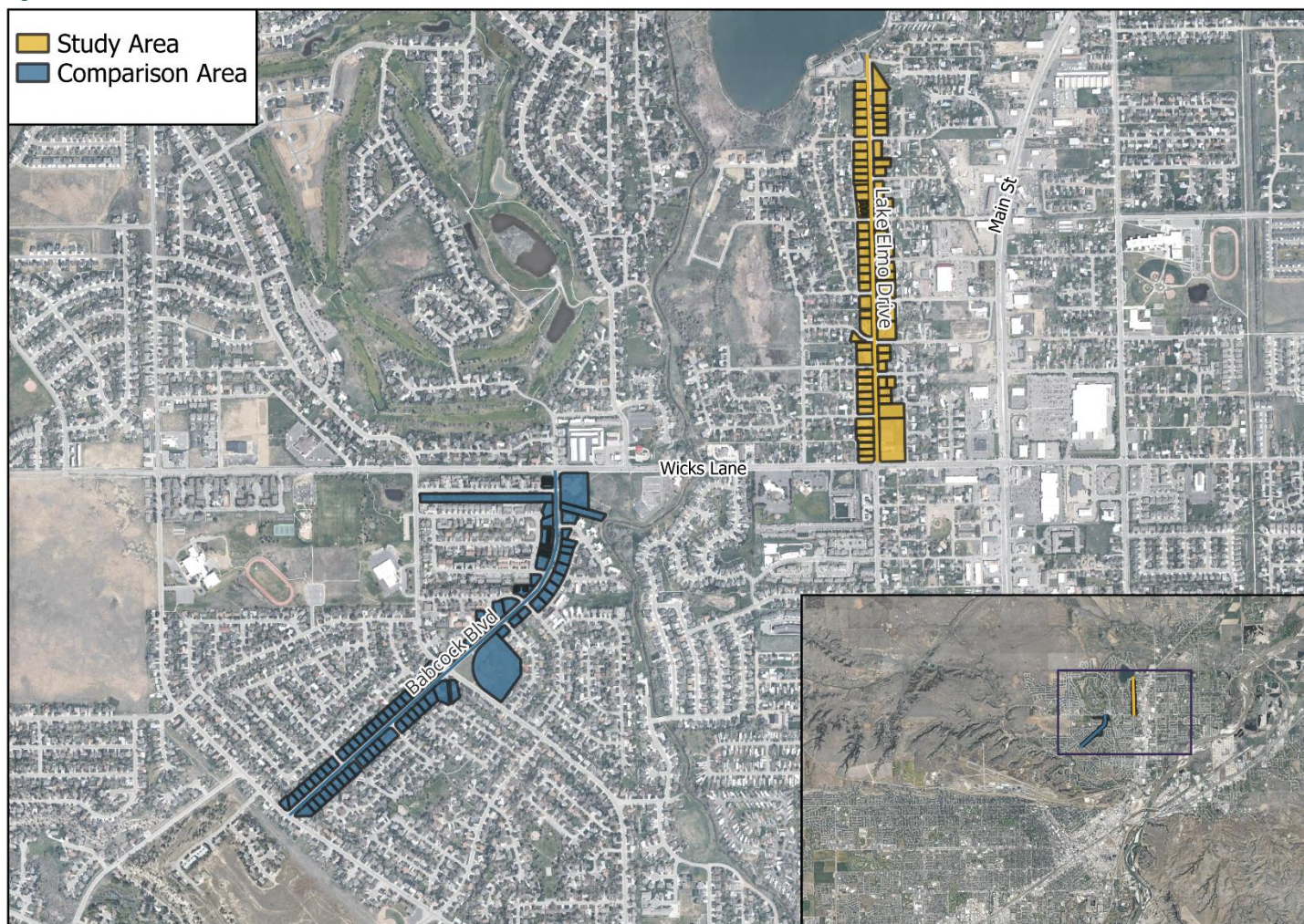
The stretch of the road where the Complete Streets investments took place is almost entirely residential, with only a small number of businesses. Because of the residential nature of the corridor, this case study does not include business impacts.



Source: Google Maps.

Nearby Babcock Boulevard constitutes the comparison area for this study. Like Lake Elmo Drive, Babcock Boulevard is a quiet residential road in the Heights neighborhood. However, the comparison corridor does not have any Complete Streets elements beyond sidewalks and a few crosswalks, which cost the City \$800 to maintain each year (crosswalks only; sidewalks are maintained by property owners).

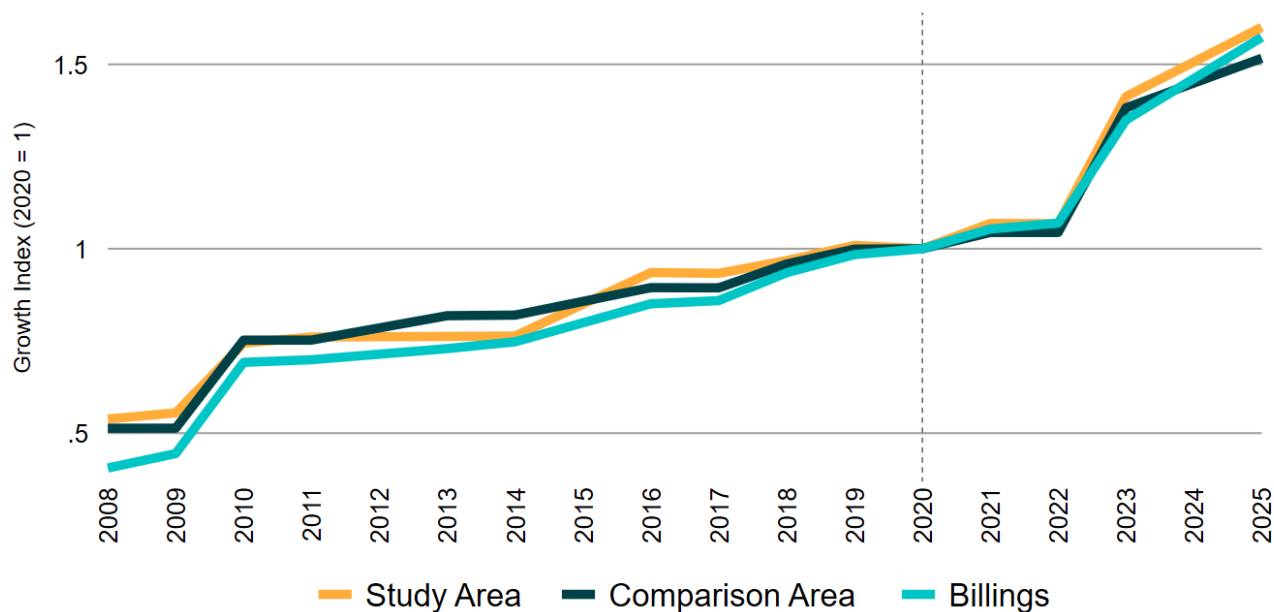
Figure 3.4.1 Lake Elmo Drive Study Area and Comparison Area



Real Estate and Building Impacts

Property values in the study area closely followed those in the comparison area and city overall, growing steadily until 2022 and then rising sharply in 2023 and continuing at a higher growth rate through 2025. While the study area slightly outperformed the comparison area by 2025, the evidence is not strong enough to point to impacts related to the Complete Street investment.

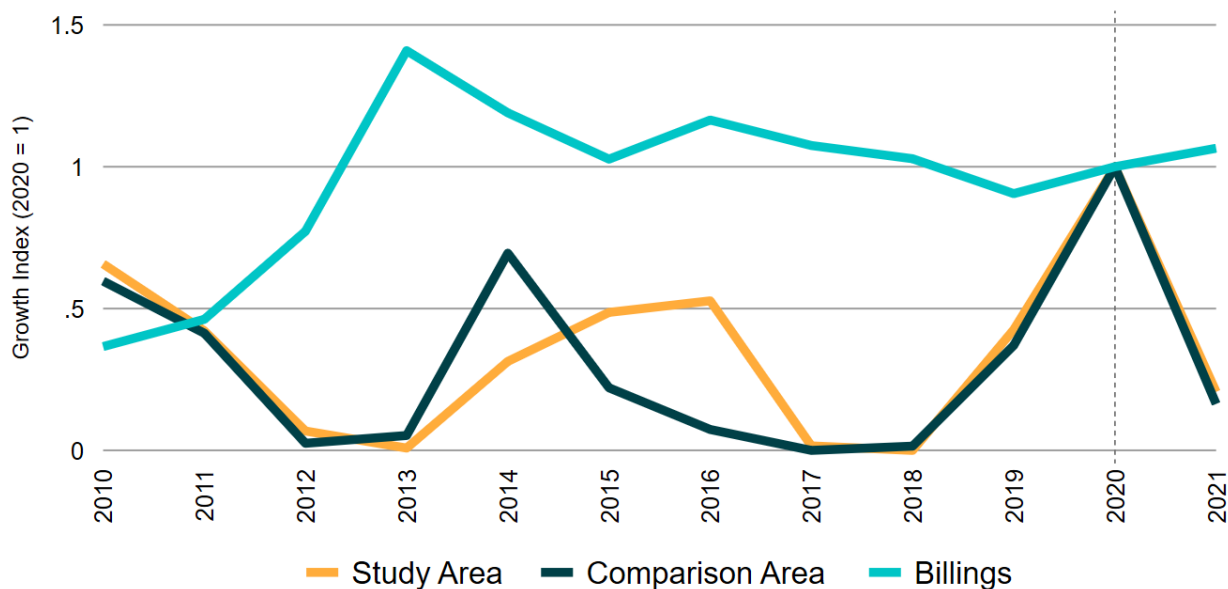
Figure 3.4.2 Growth Rate in Property Values at Lake Elmo Drive and Comparison Areas



Source: City of Billings Assessors Data.

Trends in the value of building permits in the study area almost exactly mirror trends in the comparison area after 2016. This finding does not point to strong impacts associated with the Complete Streets project.

Figure 3.4.3 Growth Rate in the Value of Building Permits at Lake Elmo Drive and Comparison Areas



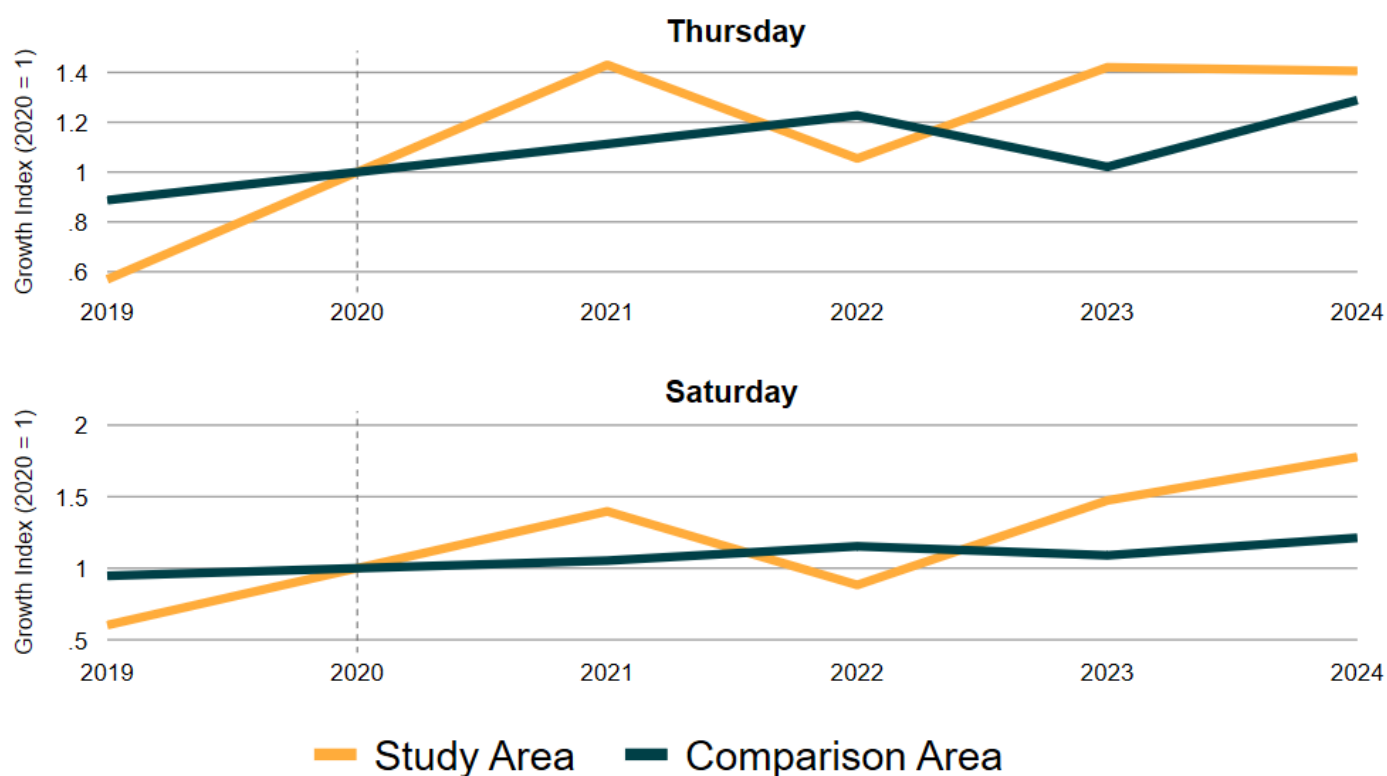
Source: City of Billings Building Permits Data.

Visitors

Because the Complete Street investment on Lake Elmo Drive was more recent than other case study areas, visitor data from Replica can be used for a before-after comparison, engendering difference-in-differences type analysis when combined with the comparison area assessment. As shown in Figure 3.4.4, the number of visitors to the Lake Elmo Drive corridor increased substantially between 2019 (prior to the striped bike lanes) and 2021 (after project completion). Besides a dip in visitors in 2022, the corridor continued to see a higher number of visitors in the post-implementation period. The decline in the number of trips observed in 2022 could be because Lake Elmo at the northern end of the corridor was drained in September 2021 and refilled more than six months later. While the comparison area also saw an increase in trips over the study period, the trend was substantially slower than the study area, suggesting some benefits from the Complete Streets implementation.

With few businesses along the corridor, the economic impacts of increased visitors are limited. Instead, these findings point to quality-of-life benefits for residents and visitors who can more easily travel and visit the city's parks and amenities.

Figure 3.4.4 Growth Rate in Trips to Lake Elmo and the Comparison Area



Source: Replica

Note: Replica data are not available for 2020 so the data that year are imputed. The spike in trips in 2021 could be related to a construction project on Main Street that year which could have caused diversions to Lake Elmo. The decline in the number of trips in 2022 could be because Lake Elmo at Lake Elmo State Park at the northern end of the corridor was drained in September 2021 and refilled more than six months later.

Safety and Multimodal Level of Service Impacts

Safety

Table 3.4.1 delineates the safety analysis performed for the Lake Elmo Drive corridor and its comparison, including the total number of crashes and the societal cost of these crashes based on the severity of the crashes, known as the “KABCO value”. The table analyzes these societal crash costs in total, per year, and normalized by the annual traffic volumes the corridor experiences. As denoted in Table 3.4.1, the societal cost of the crashes along the study corridor was higher in both the pre-project and the post-project period than that of the comparison corridor. Interestingly, on the study corridor, there were more than double the number of crashes in the post-project period (57 crashes) than in the pre-project period (25 crashes), but the societal crash costs, when normalized based on traffic volumes, are only slightly higher (\$215 in the pre-project period versus \$251 in the post-project period – a 17 percent increase). In contrast, the cost per crash in the comparison area more than doubled between the pre and post period. This finding could indicate that the severity of the crashes has decreased, which may be attributable to the Complete Streets investment on the corridor.

Table 3.4.1 Pre-Project and Post-Project Societal Cost Values for Lake Elmo and Comparison Area

		Study Corridor	Comparison Corridor
Pre-Project Period	Data Years	2015-2019	2015-2019
	Number of Years	5	5
	Pre Improvement Crashes		
	Total Crashes	25	29
	Crashes Per Year	5	5.8
	Total Societal Cost of Crashes (KABCO Value)	\$4,150,100	\$1,594,700
	Societal Cost of Crashes per Year (KABCO Value)	\$830,020	\$318,940
Post-Project Period	Societal Cost of Crashes, Normalized by Traffic Volumes (AADT-Normalized KABCO Value*)	\$215	\$85
	Data Years	2020-2024	2020-2024
	Number of Years	5	5
	Post Improvement Crashes		
	Total Crashes	57	24
	Crashes Per Year	11.40	4.80
	Total Societal Cost of Crashes (KABCO Value)	\$5,032,000	\$2,832,100
	Societal Cost of Crashes per Year (KABCO Value)	\$1,006,400	\$566,420
	Societal Cost of Crashes, Normalized by Traffic Volumes (AADT-Normalized KABCO Value*)	\$251	\$195

*Based on average AADT per timeframe at a specific MDT Count location. Calculation is KABCO per year / Average of Year 1 AADT, Year 2 AADT, etc.

A crash modification factor (CMF) analysis was not performed for the Lake Elmo Drive corridor, as there were no associated CMFs available for the Complete Streets roadway treatments implemented as part of this project that corresponded to the applicable crash data.

Multimodal Level of Service

Table 3.4.2 compares the MMLoS for walking and bicycling, for the study and comparison corridors, in the post-project period. As shown below, the study corridor provides the same level of service for pedestrians and a better level of service for bicycles than the comparison corridor.

Table 3.4.2 MMLoS for Lake Elmo Drive and Comparison Area in the Post-Project Period

	Study Corridor	Comparison Corridor
Pedestrian Level of Service	B	B
Bicycle Level of Service	B	C

Summary of Findings

Overall, the evidence is inconclusive on the impacts of Complete Streets investment along Lake Elmo Drive:

- **Property Values:** While the study area slightly outperformed the comparison area by 2025, the evidence is not strong enough to point to impacts related to the Complete Street investment.
- **Building Permits (Development Activity):** Trends in building permit values in the study area almost exactly mirror trends in the comparison area. This finding does not point to strong impacts associated with the Complete Streets project.
- **Multimodal Access & Visitors:** While the comparison area also saw an increase in trips over the study period, the trend was substantially slower than the study area, suggesting some benefits from the Complete Streets implementation.
- **Safety:** While there were more crashes on the study corridor in the post-project period than in the pre-project period, the societal crash costs, when normalized based on traffic volumes, are only slightly higher, which could indicate that the severity of the crashes has decreased, potentially linked to the Complete Streets investment on the corridor.
- **Multimodal Level of Service:** Pedestrian and bicycle MMLoS was comparable or better for pedestrians and bicyclists on the study corridor.

Across multiple indicators, the corridor shows some positive impacts, whereas others show no or negative results.

4 Comparing Costs and Tax Revenue Impacts

This chapter seeks to put into context the costs of Complete Streets relative to the benefits, with a focus on the property value and subsequent tax revenue impacts.

First, maintenance costs per linear foot are calculated for both the study and comparison areas to better isolate the *additional* maintenance costs associated with Complete Streets projects. This distinction is important because, as discussed, nearly all streets in Billings include some level of Complete Streets elements (e.g., crosswalks) and therefore already incur baseline maintenance costs. As such, it is reasonable to assume that similar baseline costs would have been incurred along the study area corridors even in the absence of additional Complete Streets investments.

As shown in Table 4.1.1, pedestrian and bike infrastructure in the study areas costs more to maintain than the comparison area corridors, ranging from \$0.66 to \$0.91 additional cost per lineal foot. Applying these additional costs to the corridor length reflects the total additional maintenance cost for each study area.

Table 4.1.1 Bike and Pedestrian Maintenance Costs per Lineal Foot

	North 30th Street	Shiloh Road	Grand Avenue & 54 th Street West	Lake Elmo Drive
Study Area				
Maintenance Costs	\$12,500	\$16,300	\$10,300	\$4,700
Length (Lineal ft)	6,178	13,076	8,758	4,382
Cost per Lineal foot)	\$2.02	\$1.25	\$1.18	\$1.07
Comparison Area				
Maintenance Costs	\$6,300	\$3,200	\$2,600	\$800
Length (Lineal ft)	4,940	5,438	6,290	4,904
Cost per Lineal foot)	\$1.28	\$0.59	\$0.41	\$0.16
Additional Maintenance Costs at the Study Area Corridors				
Difference in Cost per Lineal Foot	\$0.75	\$0.66	\$0.76	\$0.91
Additional Maintenance Costs Due to Added Complete Streets Elements	\$4,621	\$8,605	\$6,680	\$3,985

Complete Streets construction and additional maintenance costs over the life of the Complete Streets investments are shown in Table 4.1.2. These costs are compared against the property value impacts from each project to demonstrate how the costs compare to fiscal benefits. Property value impacts are calculated using a difference-in-differences analysis of the total (aggregate) property values along the corridor. In this analysis, the actual property values at the study areas are compared to a counterfactual estimate, reflecting how the properties *would have performed* in the absence of the Complete Streets investment. To construct this counterfactual, the growth rate from the comparison corridor is applied to the study area's "before" value, thus yielding an estimate of what the study area's property values *would be* had they grown at the same rate as the comparison area. For more detail on these calculations, see Appendix 2.

Subtracting these counterfactual estimates from the actual observed values at the study corridor results in the estimated Complete Streets impact on property values. In other words, the difference between the counterfactual estimate and the actual observed total property values provides an estimate of the total impact, or the difference in the differences. The values shown in the table, therefore, represent how much the total property values in the study corridors outperformed the comparison areas.

Table 4.1.2 Costs and Property Tax Revenue Impacts

	North 30th Street	Shiloh Road	Grand Avenue & 54th Street West	Lake Elmo Drive
Construction Costs	\$26,000	\$1,871,100	\$461,700	\$31,700
Annual Additional Maintenance Costs	\$4,621	\$8,605	\$6,680	\$3,985
Number of Years Post-Implementation	14	15	7	5
Total Costs (Construction and Annual Maintenance)	\$90,696	\$2,000,181	\$508,459	\$51,626
Actual Study Area Property Values	\$3,042,163,197	\$3,317,831,965	\$1,475,380,033	\$119,726,168
Counterfactual Study Area Property Values*	\$2,060,237,127	\$1,167,585,310	\$937,619,975	\$116,990,471
Complete Streets Property Value Impact	\$981,926,070	\$2,150,246,655	\$537,760,058	\$2,735,697
Tax Rate	1.20%	1.20%	1.20%	0.88%
Property Tax Impact (Total Since Construction)	\$11,783,113	\$25,802,960	\$5,925,180	\$24,074
Property Value Benefit Less Costs (Total Since Construction)	\$11,692,416	\$23,802,779	\$5,416,722	-\$27,552

Also shown in Table 3.4.2 are the associated tax impacts from the increase in property values. Tax impacts are not straightforward to calculate given the tiered tax rate for different property types and values. However, rough estimates using the lower end of the tax rate are applied as shown in the table. All areas except Lake Elmo Drive consider a midpoint between the residential (0.8 to 1.1 percent) and commercial (1.4 to 1.8 percent) tax rates. Alternatively, Lake Elmo Drive, which is largely a residential area, considers a tax rate of 0.88 percent, the lower end of the residential rate. Applying these rates to the additional property value impacts yields the property tax impact of associated with the additional growth in the study areas. As with other estimates in this report, these values are estimated based on several key assumptions and have associated

limitations. However, taken all together, the direction and range of tax impacts can be drawn. In this case, it is clear that the case study areas outperformed the comparison areas in terms of property values, which has led to substantial increases in property tax revenues each year.

Lastly, property tax benefits are compared to the total costs of the Complete Streets projects. As shown in the table, property tax gains far exceed project costs in all cases except Lake Elmo Drive, generating millions in net new revenue. Because these gains recur annually and substantially exceed ongoing maintenance costs, the net benefits grow over time. This time horizon is also important in understanding the Lake Elmo Drive results: having received Complete Streets improvements only in 2020, the corridor has not yet had sufficient time to generate property value increases large enough to offset its upfront costs. Even though the property value impacts were weaker in that study area, over time the small annual property value benefits at Lake Elmo Drive will lead to net gains. Further, the gap at Lake Elmo is minimal, costs exceed benefits by just \$27,600 over the five years since construction, a negligible amount in the context of a municipal budget. Overall, these results provide supporting evidence that the **property tax benefits of Complete Streets outweigh the associated costs, even without considering benefits to business performance and other safety and community impacts.** Other monetary benefits from business growth, safety improvements, and quality of life not considered here would further offset construction and maintenance costs.

5 Quality of Life, Environmental, and Community Impacts

Other metrics, including quality of life and environment, did not have sufficient data to perform a full analysis. However, based on qualitative evidence, both benefit from Complete Streets investments, as illustrated below. In addition, stakeholder surveys were used to assess other community benefits.

5.1. Quality of Life Impacts of Complete Streets

Beyond measurable economic, safety, and multimodal service outcomes, Complete Streets investments also generate important quality of life benefits that shape how people experience and move through their community. The USDOT's Benefit–Cost Analysis Guidance (Tables A-8 and A-9) identifies a range of transportation benefits that are typically discussed qualitatively rather than monetized, including travel comfort, perceived safety, access to destinations, travel time reliability, and reduced travel stress.⁷ While these outcomes are not easily expressed in dollar terms, they meaningfully influence travel behavior, corridor use, and the overall functioning of local transportation systems. In Billings, Complete Streets projects contribute to these recognized quality of life dimensions by improving the usability, comfort, and predictability of corridors for people walking, biking, taking transit, and driving.

Across the case study corridors, Complete Streets elements, such as sidewalks, multi-use trail, bicycle facilities, enhanced crossings, and roadway designs that calm traffic, improve connectivity and access to jobs, services, commercial areas, parks, and other daily destinations. These features support better overall travel experiences by lowering physical and perceptual barriers to short trips and by creating environments where multiple travel modes can operate more comfortably. In addition to traditional measures of congestion, USDOT's BCA framework emphasizes that quality of life benefits also arise from improvements in travel time reliability and reductions in delay-related stress, even where vehicle congestion is not fully eliminated. In this way, Complete Streets projects can improve how corridors function without relying solely on increases in vehicle capacity, reinforcing their role in supporting economically active and livable areas.

When considered alongside the economic, safety, environmental, and multimodal performance findings, these livability benefits help contextualize how Complete Streets investments contribute to long-term community function and economic vitality in Billings.

5.2. Environmental and Emissions Impacts of Complete Streets

Complete streets investments, like those outlined in the four case studies, can help reduce emissions by making walking, biking, and public transit safer and more convenient, which in turn decreases reliance on personal vehicles. By shifting trips away from automobiles, these investments reduce vehicle miles traveled and associated greenhouse gas emissions and air pollutants such as particulate matter and carbon monoxide. The USDOT's Benefit–Cost Analysis Guidance recognizes reductions in criteria air pollutants,

⁷ U.S. Department of Transportation. (2025). *Benefit-cost analysis guidance for discretionary grant programs: 2026 update (final)*. Office of the Secretary. <https://www.transportation.gov/sites/dot.gov/files/2025-12/Benefit%20Cost%20Analysis%20Guidance%202026%20Update%20%28Final%29.pdf>

greenhouse gas emissions, and energy consumption as important outcomes of transportation projects, particularly where infrastructure supports shifts to walking, biking, or transit, shorter trips, and more efficient traffic flow. These environmental effects are typically indirect and incremental, reflecting changes in travel behavior and roadway performance over time rather than immediate, localized outcomes tied to a single project. As a result, USDOT notes that environmental benefits are often best understood as part of broader system-level performance rather than as precise corridor-level measurements.

Evaluating the environmental and emissions impacts of Complete Streets investments requires consistent, before-and-after multimodal travel data as well as a broader, system-level perspective. Such data were not available for this analysis; however, future work could better capture these impacts by collecting longitudinal data on pedestrian, bicycle, transit, and vehicle activity, alongside consideration of how individual projects function within an interconnected network. In this context, environmental benefits are best understood not as immediate, corridor-level outcomes, but as effects that accrue over time through sustained investment in connected infrastructure and complementary strategies that support long-term shifts in travel behavior and overall system performance.

5.3. Community Impacts

Beyond the real estate and economic impacts explored in the case studies, Complete Streets also lead to a variety of community benefits. These community benefits were explored through conversations with local stakeholder groups, including Downtown Billings Association, Living Independently for Today & Tomorrow (LIFTT), Big Sky Economic Development, Billings Chamber of Commerce, Shiloh Commons, and Intermountain Health. Each group offered a different perspective on how Complete Streets investments benefit Billings. Through these discussions, a few themes emerged, described in this section.

Quality of Life: Stakeholders confirmed that Complete Streets investments contribute meaningfully to quality of life in Billings by supporting the amenities that increasingly shape where people choose to live and work. As Big Sky Economic Development notes,

“Community Development is more important than ever because today over 65 percent of people choose where they want to live based on access to outdoor recreation, proximity to parks and trails, arts and cultural activities, and other community amenities. We want our community to be the number one choice!”

Stakeholders emphasized that walkability is a key selling point in recruitment and retention efforts, particularly downtown. The Downtown Billings Association highlighted that being able to showcase a vibrant, pedestrian-friendly core helps attract both new residents and employers. When streets are safe and comfortable for



Source: Rattner, Mark. NonStop Local. New bike facilities open in downtown Billings for safer cycling.

walking and biking, commuting options expand, daily errands become easier, and residents are more likely to enjoy and engage with their community.

Public Perceptions: Complete Streets investments shape how residents and visitors perceive and experience Billings. When streets feel safe and easy to navigate, whether on foot, by bike, via transit, or by car, they contribute to an overall sense that the city is welcoming and well-designed. Therefore, the Downtown Billings Association views Complete Streets investments as central to its mission and longstanding strategic priorities. As pedestrians and cyclists become more comfortable navigating downtown, they tend to spend more time exploring, dining, and shopping, experiencing the area as a destination rather than simply a corridor to pass through.

Stakeholders noted that improvements such as safer crossings, clearer connections across major corridors, and more visible pedestrian activity help reduce the sense of fragmentation created by high-traffic roadways. For visitors staying in local hotels, the ability to safely and easily walk to restaurants, shops, and attractions positively shapes their overall impression of the city. As more people feel comfortable walking, biking, or taking public transit, the city is experienced less as a collection of disconnected corridors and more as a cohesive, livable community.

Business Development: Stakeholders also identified important links between Complete Streets and business and real estate development. Slower vehicle speeds, safer crossings, and improved pedestrian infrastructure can support local business performance by increasing foot traffic and encouraging people to linger and explore. Walkable corridors are also more attractive places to live, making them appealing to residential developers as well. Areas with strong walkability and multimodal access are often the first to attract new development, particularly mixed-use and neighborhood-serving projects. For developers, Complete Streets connectivity is an important amenity that can increase demand and support a strong rental market. Tourism also depends on accessibility, particularly for visitors arriving by plane who may not have access to a car and rely on safe, walkable connections to parks, trails, and downtown amenities.

The Billings Chamber of Commerce understands the economic benefits of Complete Streets and has long been a proponent of alternative transportation networks in the city. The idea for the [Marathon Loop](#), a 26.2-mile loop around the city that is currently 68 percent complete and includes the Shiloh Trail, initially came from the Chamber. The Chamber also ran a free bike rental operation from their facility for several years. These initiatives highlight Chamber's understanding of the importance of creating a trail ecosystem that facilitates commuting, recreation, and connectivity. The business organization sees these investments as a priority to retain residents, attract workforce, and support tourism and the broader economy.

Accessibility and Access to Critical Services: Accessibility emerged as a central theme in discussions with stakeholder groups, including Living Independently for Today & Tomorrow and Intermountain Health. Complete Streets improve mobility for people of all ages, incomes, and abilities, including pedestrians, cyclists, transit riders, and individuals using wheelchairs or other mobility devices. People with physical disabilities, older adults, youth, and lower-income residents are often more reliant on transportation options

beyond private automobiles, making safe routes to schools, workplaces, healthcare providers, and commercial areas essential.

Improved sidewalks, crossings, and transit access help residents reach medical appointments, pharmacies, and food retailers, particularly those without reliable vehicle access. For example, Billings' South Side lacks a grocery store, and a relatively high share of residents, many of whom have lower incomes, do not own private vehicles, making alternative transportation critical for food access. Retirement communities and the city's large youth population also benefit from safer, more connected streets. By prioritizing inclusive design, Complete Streets help ensure that essential destinations are accessible to all. Stakeholders noted that safe, direct routes to healthcare providers reduce transportation barriers and support better health outcomes. In a geographically expansive community like Billings, connecting key destinations safely strengthens both individual well-being and community resilience.

Events and Activities: Complete Streets also support community events and active lifestyles. Local trail advocacy group Billings TrailNet hosts several well-attended events throughout the year, celebrating the city's trail network and raising funds to invest in trail projects and amenities. These events include:

- **Ales for Trails:** A fundraising event that attracts 2,000 guests each year and features over 50 local and regional microbrews along with fine wine, non-alcoholic beverages, live entertainment, Silent Disco, Giant Beer Pong, raffles, and more. The event showcases how much Billings locals value the trail systems throughout the city.
- **Tour de Fleur:** A family and friends fun ride to celebrate spring. The roughly 200 riders decorate their bikes and adorn themselves with flowers and springtime swag before setting off.
- **Heart & Sole Run:** A Father's Day celebration including a 10K, 5K, and 2-mile race, several of which start at Intermountain Health St. Vincent Healthcare facilities on North 30th Street.



Source: Billings TrailNet. <https://billingstrailnet.org/>.

These events rely on safe, connected street networks and, in turn, bring visitors and spending to local businesses.

Healthy Living: By making walking and biking safer and more attractive, Complete Streets encourage regular physical activity and reinforce a culture of health. When residents can comfortably walk or bike to work,

school, parks, or local businesses, active transportation becomes part of daily routines rather than a special effort. Stakeholders emphasized that accessible sidewalks, bike facilities, and safe crossings encourage people of all ages to be more active, which contributes to improved physical and mental health outcomes. By designing streets that prioritize safety and connectivity, Billings creates an environment that supports long-term community health and well-being.

Connectivity: Finally, stakeholders consistently emphasized that connectivity is key. While Billings has pockets of walkability, these areas can function as isolated “islands” without continuous, safe connections between neighborhoods, schools, parks, and commercial districts. Some stakeholders also noted that commercial areas directly adjacent to Complete Streets, such as shopping centers and plazas, are not always designed with pedestrian and bicycle safety in mind. Without supportive policies, new development may not fully align with Complete Streets principles or nicely integrate with nearby Complete Streets infrastructure. Expanding and linking the active transportation network would amplify the benefits already observed, supporting students traveling to school, employees commuting to work, and residents accessing recreation and services. Strengthening these connections can unlock further economic, social, and health benefits, ensuring that Complete Streets investments deliver long-term value for the entire community.

6 Case Studies in Other Areas

Other studies have observed the economic benefits of Complete Streets investments across the country. This chapter highlights four studies from around the US that also seek to understand the various impacts of Complete Streets investments. Information from these studies was used to refine methodological approach and data indicators used in this Billings study. Consistent with the findings from the analysis in Billings, these papers also illustrate the benefits of Complete Streets for communities, homeowners, and businesses.

6.1. Economic Effects of Main Street Highways in Small Cities in Minnesota

Overview

In a 2022 report titled *Assessing the Economic Effects of Context-Sensitive Main Street Highways in Small Cities*, author Camila Fonseca-Sarmiento from the University of Minnesota explores the economic impacts of Complete Streets projects in small cities across Minnesota.

Geography & Scope

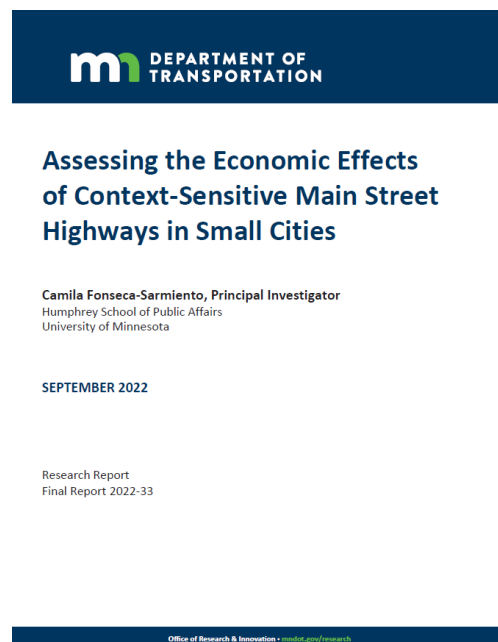
This study examines nine small cities (ranging from populations less than 5,000 to almost 18,000) in Minnesota, focusing on Complete Streets reconstruction projects completed between 2015 and 2019.

Approach & Data

The authors use a mixed-methods design combining qualitative interviews with a difference-in-differences econometric model. Quantitative data include city-level gross sales, number of firms, and property values. Importantly, the Minnesota Department of Revenue was able to provide critical data on establishments and sales, making this detailed analysis possible. The model controls for key factors such as population density and median household income and compares corridors with Complete Streets elements to non-Complete Streets reconstruction areas.

Key Findings

- Complete Streets projects are associated with **increases in property values**, suggesting enhanced investment and tax base growth.
- **Gross sales showed positive but statistically insignificant changes**, indicating possible but uncertain business revenue impacts.
- **Number of business firms declined**, potentially reflecting consolidation (fewer but larger firms) rather than reduced economic activity.



Takeaways

Overall, findings suggest modest but meaningful economic benefits, especially in real estate. This study provides a strong methodological framework, similar to the one implemented for the Billings analysis. Both studies use comparison groups and difference-in-differences modeling to isolate impacts, combined with stakeholder engagement.

This study in Minnesota highlights the importance of looking beyond firm counts to metrics like employment and sales to better understand economic shifts. This study in Billings faces similar challenges due to lack of data availability beyond business license counts.

6.2. The Economic Benefits of Sustainable Streets in New York City

Overview

A landmark analysis by the New York City Department of Transportation (NYC DOT) titled *The Economic Benefits of Sustainable Streets* examines whether street design improvements contribute to local economic vitality. Using a novel, data-driven methodology, the study provides compelling evidence that well-designed Complete Streets can generate measurable increases in retail sales while improving safety, mobility, and quality of life.

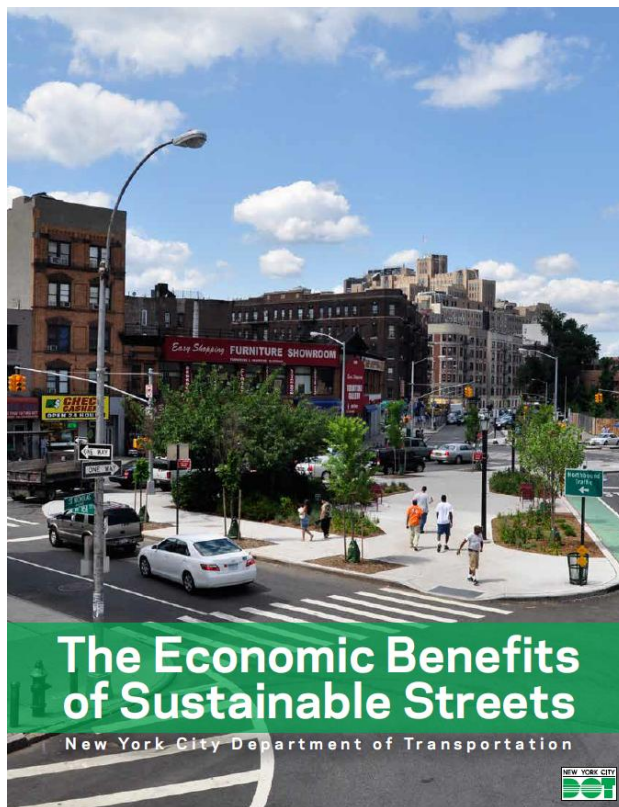
Geography & Scope

This study evaluates multiple street improvement projects in New York City, including pedestrian plazas, bike lanes, intersection redesigns, and bus rapid transit corridors. Seven projects implemented between 2006 and 2010 were analyzed across all five boroughs. These sites represent diverse neighborhood contexts, from regional shopping corridors to local main streets.

Approach & Data

NYC DOT, in collaboration with the NYC Department of Finance, developed a replicable methodology using aggregated sales tax data filed by street-level retail and food service businesses (NAICS 44–45 and 72). This study includes careful data cleaning to isolate impacts to brick-and-mortar, locally based businesses. Like the Billings study, a difference-in-differences approach is used, measuring:

- **Before-and-after** impacts comparing four baseline quarters to post-improvement periods (up to three years).
- **Differences from comparison sites** within the same neighborhood as well as boroughwide benchmarks to control for broader economic trends.



Key Findings

New York City's experience shows that safer, greener, more walkable streets can deliver measurable economic returns alongside transportation benefits. Across most sites, retail sales increased more rapidly on redesigned streets than in comparable locations, demonstrating that street improvements are associated with statistically significant increases in retail sales in project areas, including:

- Vanderbilt Avenue (Brooklyn), where retail sales more than doubled three years after improvements, outperforming boroughwide and most nearby corridors.
- St. Nicholas/Amsterdam Avenues (Manhattan), where sales rose 48 percent in two years, exceeding Manhattan's overall growth and outperforming comparison areas.
- Fordham Road (Manhattan & Bronx), where sales rose 71 percent despite removal of curbside parking during peak hours.

While not every project outperformed its borough, the vast majority did, and also beat nearby comparison streets, indicating that changes in street design contributed meaningfully to improved economic performance.

Takeaways

This study provides another direct and compelling measures of business impact, using actual sales data rather than proxies in areas with substantial commercial activity. Its rigorous methodology and clear findings make it highly relevant for evaluating corridor-level economic effects, especially for retail-focused areas.

The study demonstrates that 21st-century street design can be a catalyst for growth. Improvements that prioritize walking, biking, transit access, and high-quality public space can expand customer bases, increase foot traffic, and support small businesses across neighborhoods of varying income levels. Some important lessons learned from this work include:

- Retail sales data is a powerful, objective metric for evaluating economic impacts of street projects.
- Two years of post-implementation data is generally sufficient to detect economic effects.
- Pairing economic analysis with safety and mobility metrics strengthens the case for Complete Streets as an economic development strategy.

This methodology equips cities and towns with a robust tool to evaluate street investments, engage business communities, and integrate transportation design into broader economic development policy. Many of the principles and methods from this study are leveraged in the Billings analysis. However, because there are no sales taxes in Montana, collecting information on businesses revenues, one of the strongest indicators from the study in New York, was not possible.

6.3. An Economic Analysis of Complete Streets Policies in New Jersey

Overview

A 2016 thesis by Nicholas V Zanoni titled *An Economic Analysis of Complete Streets Policies in New Jersey* studies whether adopting Complete Streets policies leads to higher residential property values, using data from New Jersey municipalities. The analysis shows that these policies generate substantial economic value for local housing markets.

Geography & Scope

This study analyses 324 municipalities across the state of New Jersey, comparing those that adopted Complete Streets policies during the period 2009–2013 and those that did not. Home prices are observed for a two-year before and after period, allowing for causal inferences to be drawn from a difference-in-differences style analysis.

Approach & Data

To understand whether Complete Streets policies are linked to higher home values, this study compared New Jersey municipalities that adopted Complete Streets with similar municipalities that did not in order to employ a difference-in-differences analysis. Community profile information (population, travel patterns, income, housing stock, density, and location relative to New York City) was used to identify comparisons. Municipal average home sale price data across multiple years were used to observe trends before and after policies were adopted. The goal was to compare home price changes over time in places that adopted Complete Streets versus similar places that did not, so the results reflect the policy's likely contribution, not just general market differences.

Key Findings

The study highlights the benefits of Complete Streets adoption, finding:

- Home values rose by about \$30,200 in municipalities that adopted Complete Streets policies, representing a roughly 7 percent increase compared with the average home price in the dataset (about \$426,000).
- Municipalities without Complete Streets saw home values fall during the post-adoption period, while municipalities that adopted Complete Streets largely avoided that decline.

Takeaways

This study finds that Complete Streets can create economic value, suggesting that safer, more inclusive street design can deliver tangible economic returns. The study finds that improved street design can translate into higher housing demand and higher property values because people will pay more to live in areas that feel safer, more walkable, and better connected.

6.4. An Economic Summary on the Benefits of Complete Streets

Lastly, a 2021 white paper from the University of Nevada, Las Vegas reviewed academic research and real-world examples to assess how Complete Streets investments affect safety, mobility, and local economic outcomes.

From this literature review, safety outcomes are among the clearest benefits. Complete Streets designs, such as safer crossings, bike facilities, and traffic calming, are associated with large reductions in crashes and injuries. National evidence shows pedestrian-oriented street design can reduce crashes by up to 70 percent. In Reno, a Complete Streets project on Wells Avenue reduced total collisions by 45 percent and paid for itself in avoided injury and crash costs within a single year. This is especially relevant for Nevada, which ranks among the states with the highest pedestrian fatality rates.

Mobility and access improve as streets better accommodate walking, biking, transit, and driving. Studies reviewed in the paper show increases in pedestrian and bicycle activity following Complete Streets projects, often alongside stable or reduced vehicle travel. Better street connectivity shortens trip distances and

encourages people to shift from driving to walking or transit, improving access for older adults, people with disabilities, and households with limited access to cars.

Economic impacts extend beyond transportation. Research consistently shows that walkable, well-connected streets are linked to higher property values, stronger retail performance, and increased private investment. Walkability premiums have been observed across residential, office, and retail markets, and Complete Streets projects tend to create more jobs per dollar spent than traditional road-only investments. Case examples from other states show that street redesign projects can catalyze significant new business activity and tax revenue growth.

The study also notes important limitations for Nevada. Clark County's lower population density and high reliance on driving mean Complete Streets are most effective when targeted to areas with existing or emerging density, such as university corridors, downtowns, employment centers, medical districts, and tourist areas. Safety and maintenance are also critical; without them, streets may not attract sustained use.

The evidence suggests Complete Streets can deliver meaningful safety improvements and economic benefits when implemented strategically. Focusing investments in higher-activity areas can help ensure these projects improve mobility while supporting local economic development, a finding particularly relevant for the Billings context. Like many areas in Nevada, Billings tends to be auto dependent and relatively sprawled. Focusing investment on denser areas or important intracity linkages will engender the largest impacts.

7 Summary of Findings and Next Steps

This analysis finds compelling evidence that Billings' Complete Streets investments are leading to positive impacts for the city in a variety of ways. As discussed throughout this study, individual results can be influenced by confounding factors or limited by data availability. Instead, the results of these four case studies should be considered together.

7.1. Economic and Real Estate Impacts

Table 7.1.1 summarizes the high-level findings from the comparative analysis. In almost all cases, particularly for indicators with high-quality reliable data (i.e., property values and businesses licenses) the data generally point to positive impacts:

- Three of the four case studies, and all with commercial properties, demonstrated **substantial positive impacts of Complete Streets investments on property values**. This finding suggests that investing in safe, accessible, and multi-modal streets benefits property owners. These property value benefits, in turn, lead to higher property tax levies, which can help cover the costs associated with Complete Streets construction and maintenance. As outlined in this study, **the magnitude of property value increases associated with the Complete Streets investments outweigh the associated costs, even without considering benefits to business performance and other safety and community impacts**. Other monetary benefits from business growth, safety improvements, and quality of life not considered here would further offset construction and maintenance costs.
- Similarly, business license analysis suggests that **Complete Streets investments can have positive impacts on business activity**. In two of the three case studies that include this indicator, there is strong evidence supporting the hypothesis that increased accessibility leads to greater business activity. At Grand Avenue & 54th Street West, business license data also point to some positive impacts, though these benefits were limited due to the onset of Covid-19.

Table 7.1.1 Summary of Economic, Real Estate, and Business Impacts

Case Study Area	Property Values	Building Permits*	Visitors*	Business Licenses
North 30th Street	Strong Positive Evidence	Inconclusive Evidence	Strong Positive Evidence	Strong Positive Evidence
Shiloh Road	Strong Positive Evidence	Some Positive Evidence	Some Negative Evidence	Strong Positive Evidence
Grand Ave & 54th Street West	Strong Positive Evidence	Limited/No Difference	Some Negative Evidence	Some Positive Evidence
Lake Elmo Drive	Limited/No Difference	Limited/No Difference	Strong Positive Evidence	N/A

*Note: Due to lack of data availability and limitation of data reliability, these indicators are not considered as strong as the others. For all case studies except Lake Elmo Drive, the visitor analysis only considers the share of total visitors to the corridor and comparison traveling by bike, walking, or riding transit. At Lake Elmo Drive, where before and after data are available, the analysis considers before and after comparisons as well as performance relative to the comparison area.

Building permits and Replica visitor data are considered weaker indicators:

- In the case of building permits, for older projects the data only include the number of permits, not the value. Further, the mechanism through which Complete Streets impact building permits is less clear than other indicators and impacts may be lagged. For example, a Complete Street investment might lead to increased visitors, and as a result increased business activity. After a period of sustained higher performance, the business owner may decide to make investments to improve the building. These impacts therefore have a less straightforward path of impact, and impacts may be delayed, making this a less reliable and useful indicator. The **findings from the building permits indicator are inconclusive**, with most case studies showing limited or no impact.
- Similarly, visitor data is also limited in several ways. For most case study areas, these data are not available for a pre/post analysis. In these cases, this study only assessed the share of users by mode relative to the comparison area. Further, these data come from a simulated model, rather than an actual count, making the data may be less reliable, particularly for smaller areas or corridors. At Lake Elmo Drive, the one case study where before and after data are available, the visitor data point to positive impacts associated with Complete Streets. In other cases, the results are mixed. Because analysis in these other case studies does not include any time element, the **data and evidence are not strong enough to draw meaningful conclusions about visitor impacts**.

7.2. Safety and Multimodal Level of Service Impacts

Due to a lack of data availability for the pre-project and post-project periods, the analysis revealed **mixed results in terms of the safety impact** that Complete Streets investments have on surrounding areas. However, there is a **clear demonstration of increased level of service** for pedestrians and cyclists following the implementation of Complete Streets projects.

Table 7.2.1 Summary of Safety and Multimodal Level of Service Impacts

Case Study Area	Safety (Societal Cost of Crashes)	Multimodal Level of Service
North 30th Street	N/A	Better for Pedestrians and Bicyclists
Shiloh Road	N/A	Inconclusive Evidence: Comparable or worse for pedestrians and bicyclists, due to posted speed limit
Grand Ave & 54th Street West	Inconclusive Evidence: Increase due to crashes unrelated to complete streets	Better for Pedestrians and Bicyclists
Lake Elmo Drive	Slight increase, but potentially less severe crashes	Comparable or Better for Pedestrians and Bicyclists

One reason for the limited safety findings is that, while there is overlap between the guiding principles of Complete Streets and the guiding principles of the Safe System Approach, these two transportation efforts do

not entirely overlap, which can result in Complete Streets projects that do not include targeted roadway safety infrastructure, and vice versa. To better align these efforts, and experience a greater reduction in the societal costs of crashes, the City of Billings and the Billings-Yellowstone County must continue to endeavor to progress projects that address specific safety concerns, particularly where fatal and serious injury crashes have occurred or locations that are at risk for these types of crashes to occur. Further, including Proven Safety Countermeasures⁸ and treatments included in the Safe System Roadway Design Hierarchy⁹ in Complete Streets projects will ensure safety benefits are fully realized.

7.3. Conclusions and Next Steps

Despite the limited data, this analysis points to strong evidence that Complete Streets investments increase property values, support business growth, and improve quality of life and accessibility. Results from outreach with local stakeholders confirm the community benefits associated with Complete Streets, including public perceptions, accessibility, business development, connectivity, and access to critical services. These qualitative findings complement the quantitative analysis, helping to capture impacts that are not always reflected in available data.

Concerns persist among some Billings residents and business owners that Complete Streets investments may not represent the best use of public funds. However, the findings presented here indicate that increases in property tax revenues more than offset construction and maintenance costs within a relatively short timeframe. Overall, the evidence indicates that Complete Streets investments are a viable approach to advancing economic development, enhancing quality of life, and fostering a more connected and resilient community, with continued investment likely to amplify these outcomes over time.

The qualitative analysis focuses on the available metrics used to assess the economic and community impacts of Complete Streets investments. At the same time, there are additional ways these investments may benefit a community, along with other indicators that could help illustrate those impacts. Based on a review of similar studies across the US, the City of Billings and the Billings-Yellowstone County MPO could improve future studies and strengthen the findings of this study by collecting specific data before and after Complete Streets projects are implemented, including:

- **Multimodal traffic counts:** Accurate counts of corridor visitors by mode before and after project implementation. This data can also help support analysis of environmental impacts as user modes shift.
- **Crash data:** Changes in the frequency and severity of crashes before and after implementation can help assess safety impacts for all roadway users.
- **Business sales:** Typically provided by the relevant department of revenue, this offers one of the most direct measures of business performance, though can be challenging to collect due to data release restrictions.
- **Employment counts:** The number of employees can indicate whether improved business performance translates into job growth.

⁸ US DOT Federal Highway Administration. Proven Safety Countermeasures. <https://highways.dot.gov/safety/proven-safety-countermeasures>.

⁹ US DOT Federal Highway Administration. Safe System Roadway Design Hierarchy. https://highways.dot.gov/sites/fhwa.dot.gov/files/2024-01/Safe_System_Roadway_Design_Hierarchy.pdf

- **Survey of corridor users:** Public perception surveys can help capture perceived safety and provide alternative evidence to account for some of the limitations in the MMLoS data (e.g., not differentiating benefits between multi-use trail and sidewalk).

Ongoing data collection and performance monitoring will help the City better understand long-term outcomes and refine future investments.

While the City has made substantial investments in Complete Streets infrastructure, gaps in the network remain that can make it difficult to travel to and from certain areas. As the network becomes more interconnected and better integrated with local shopping centers and key destinations, the potential benefits will be strengthened, improving accessibility, safety, and overall economic impact. Continued investment in closing these gaps, particularly in areas with limited access to safe, multimodal options, will be critical to maximizing the return on prior improvements.

Taken together, the findings of this study highlight the wide range of benefits associated with Complete Streets and suggest that continued investment will further expand these benefits as Billings becomes more safe, connected, and vibrant.

Appendices

Appendix 1 Maintenance Costs Detail

Below is a list of the general activities involved in maintaining various street elements. This list may not be exhaustive, and does not include more long-term maintenance such as sealing or repaving asphalt.

- Motor vehicle lanes
 - Sweeping
 - Lane restriping
 - Snow removal
- Bike lanes
 - Striping
 - Repainting bike lane symbols
 - Sweeping
 - Snow removal
- Multi-Use trails
 - Plowing
 - Spraying for weeds
 - Weed removal
 - General trail maintenance
 - Mowing
 - Sweeping
 - Snow removal
- Neighborhood bikeways
 - Replacing bike shared lane markings with heat tape, approximately every 10 years
- Regular or high visibility crosswalks
 - Replacement and repair of Rectangular Rapid Flashing Beacons (pedestrian activated flashing lights), if present
 - Repainting crosswalks
- Pedestrian Median Islands
 - Sweeping
 - Snow removal
 - Replacing delineators (if present)
 - Spraying with water to clean
 - Repainting curbs
 - Spraying for weeds
- Curb extensions
 - For attached curb extensions
 - Paint yellow on curb extensions, approximately every 7-10 years

- For detached curb extensions
 - Paint yellow on curb extensions, approximately every 7-10 years
 - Clean off twice per year, including between the curb extension and the regular curb
- Sidewalks
 - Most sidewalks maintained by property owners
 - There are a few roads where Street and Traffic maintains the boulevard next to the sidewalk

Below are detailed tables of the maintenance costs at each case study corridor.

North 30th Street Maintenance Costs

Table A.1.1 North 30th Street Complete Streets Maintenance Costs - Detailed Breakdown

Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$7,700
Street Repair for Bike Lane	\$2,500
Bike Lane	
- Sweeping	\$100
-Snow removal	\$200
-Bike lane restriping	\$1,800
-Bike lane symbol painting	\$200
Total	\$12,500

Table A.1.2 North 30th Street and Comparison Area Vehicular Elements Maintenance Costs

N. 30th St. from Grandview to Montana (~3,183 linear ft of bike lane and 6178 linear ft of roadway)	
Activity/Item	Estimated Annual Cost
Restriping	\$400
Sweeping	\$2,300
Snow Removal	\$3,700
Long-term Street Repair	\$11,600
Total	\$18,000
N. 32nd St. from Parkhill to Montana (Approximately 4,940 linear ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$300
Sweeping	\$1,800
Snow Removal	\$3,000
Long-term Street Repair	\$11,700
Total	\$16,800

Shiloh Road Maintenance Costs

Table A.1.3 Shiloh Road Complete Streets Maintenance Costs - Detailed Breakdown

Activity /Item	Estimated Annual Cost
Pedestrian Refuge Islands	\$300
Crosswalk Repainting	\$8,700
Slurry Seal	2,900
Multi-Use Trail (broken out by the items listed below)	
-Sweeping	\$1,400
-Snow removal	\$800
-Mowing/weeding	\$500
-Spraying for weeds	\$1,100
-Generic trail maintenance	\$600
Total for street	\$16,300

Table A.1.4 Shiloh Road and Comparison Area Vehicular Elements Maintenance Costs

Shiloh Rd. – Broadwater Ave. to Hesper Dr. (~13,076 lineal ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$4,600
Sweeping	\$9,800
Snow Removal	\$16,000
Long-term Street Repair	\$37,800
Total	\$68,200
24th St. W. – Central Ave. to King Ave. (~5,438 lineal ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$1,200
Sweeping	\$5,000
Snow Removal	\$8,200
Long-term Street Repair	\$25,200
Total	\$39,600

Grand Avenue & 54th Street West Maintenance Costs

Table A.1.5 Grand Avenue & 54th Street West Complete Streets Maintenance Costs - Detailed Breakdown

Activity/Item	Estimated Annual Cost
RRFBs (Pedestrian Activated Flashing Light at Crossing)	\$800
Crosswalk Repainting	\$3,500
Slurry Seal	\$1,900
Multi-Use Trail (broken out by the items listed below)	
-Sweeping	\$1,400
-Snow removal	\$1,000
-Mowing/weeding	\$400
-Spraying for weeds	\$700
-Generic trail maintenance	\$600
Total	\$10,300

Table A.1.6 Grand Avenue & 54th Street West and Comparison Area Vehicular Elements Maintenance Costs

Grand Ave. from 52 nd to Wilderness and 54 th from Grand to Rimrock (~8,758 lineal ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$2,000
Sweeping	\$4,800
Snow Removal	\$7,900
Long-term Street Repair	\$35,600
Total	\$50,300
Grand Ave. from 24 th St. W to 32 nd St. W (Approximately 6290 lineal ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$1,400
Sweeping	\$3,500
Snow Removal	\$5,700
Long-term Street Repair	\$34,000
Total	\$44,600

Lake Elmo Drive Maintenance Costs

Table A.1.7 Lake Elmo Drive Complete Streets Maintenance Costs - Detailed Breakdown

Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$500
Chip Seal for Bike Lanes	\$1,300
Bike Lane	
- Sweeping	\$200
-Snow removal	\$300
-Bike lane restriping	\$2,000
-Bike lane symbol painting	\$300
Total	\$4,700

Note: Values may not exactly sum to totals due to rounding.

Table A.1.8 Lake Elmo Drive and Comparison Area Vehicular Elements Maintenance Costs

Lake Elmo Dr. from Wicks Ln. to Robertson Rd. (~ 4,382 linear ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$200
Sweeping	\$1,600
Snow Removal	\$2,600
Chip Sealing	\$6,600
Total	\$11,000
Babcock Blvd. from Governors Blvd. to Wicks Ln. (~4,904 linear ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$300
Sweeping	\$1,800
Snow Removal	\$2,900
Chip Sealing	\$9,600
Total	\$14,600

Appendix 2 Property Tax Revenue Impacts

This appendix section provides further detail on the difference-in-differences analysis completed to support Chapter 4 Comparing Costs and Tax Revenue Impacts.

Table A.2.1 Property Value Impacts at North 30th Street

	TOTAL COST	Actual Study Area Property Values	Counterfactual Study Area Property Values	Complete Streets Property Value Impact	Property Tax Benefit
2011	\$26,027			\$0	\$0
2012	\$4,621	\$150,161,922	\$123,853,734	\$26,308,188	\$315,698
2013	\$4,621	\$150,161,922	\$123,853,734	\$26,308,188	\$315,698
2014	\$4,621	\$148,122,709	\$122,057,633	\$26,065,076	\$312,781
2015	\$4,621	\$180,402,851	\$136,764,081	\$43,638,770	\$523,665
2016	\$4,621	\$212,682,994	\$151,470,530	\$61,212,464	\$734,550
2017	\$4,621	\$204,576,338	\$142,469,166	\$62,107,173	\$745,286
2018	\$4,621	\$235,862,383	\$144,163,481	\$91,698,902	\$1,100,387
2019	\$4,621	\$249,914,624	\$149,307,365	\$100,607,260	\$1,207,287
2020	\$4,621	\$248,768,758	\$147,943,439	\$100,825,320	\$1,209,904
2021	\$4,621	\$237,103,751	\$147,891,064	\$89,212,686	\$1,070,552
2022	\$4,621	\$219,945,257	\$144,005,199	\$75,940,058	\$911,281
2023	\$4,621	\$253,883,562	\$169,768,579	\$84,114,982	\$1,009,380
2024	\$4,621	\$268,153,229	\$175,485,900	\$92,667,328	\$1,112,008
2025	\$4,621	\$282,422,896	\$181,203,222	\$101,219,674	\$1,214,636
TOTAL	\$90,723	\$3,042,163,197	\$2,060,237,127	\$981,926,070	\$11,783,113
Benefit Less Costs	\$11,692,389				

Note: Property value data for 2012, 2015, and 2024 were not available and are imputed in the table.

Table A.2.2 Property Value Impacts at Shiloh Road

	TOTAL COST	Actual Study Area Property Values	Counterfactual Study Area Property Values	Complete Streets Property Value Impact	Property Tax Benefit
2010	\$1,871,100				
2011	\$8,605	\$165,610,468	\$81,241,477	\$84,368,991	\$1,012,428
2012	\$8,605	\$173,000,265	\$80,323,490	\$92,676,775	\$1,112,121
2013	\$8,605	\$180,390,062	\$79,405,503	\$100,984,559	\$1,211,815
2014	\$8,605	\$183,703,656	\$78,122,943	\$105,580,713	\$1,266,969
2015	\$8,605	\$191,751,850	\$81,112,049	\$110,639,801	\$1,327,678
2016	\$8,605	\$199,800,044	\$84,101,154	\$115,698,890	\$1,388,387
2017	\$8,605	\$196,661,206	\$82,132,048	\$114,529,158	\$1,374,350
2018	\$8,605	\$211,873,344	\$79,778,431	\$132,094,913	\$1,585,139
2019	\$8,605	\$217,233,400	\$80,480,237	\$136,753,164	\$1,641,038
2020	\$8,605	\$232,961,862	\$79,666,628	\$153,295,234	\$1,839,543
2021	\$8,605	\$232,038,099	\$77,720,272	\$154,317,827	\$1,851,814
2022	\$8,605	\$218,471,385	\$69,792,251	\$148,679,135	\$1,784,150
2023	\$8,605	\$273,799,930	\$72,848,789	\$200,951,141	\$2,411,414
2024	\$8,605	\$304,778,775	\$71,236,276	\$233,542,499	\$2,802,510
2025	\$8,605	\$335,757,619	\$69,623,763	\$266,133,856	\$3,193,606
TOTAL	\$2,000,181	\$3,317,831,965	\$1,167,585,310	\$2,150,246,655	\$25,802,960
Benefit Less Costs	\$23,802,779				

Note: Property value data for 2012, 2015, and 2024 were not available and are imputed in the table.

Table A.2.3 Property Value Impacts at Grand Avenue & 54th Street West

	TOTAL COST	Actual Study Area Property Values	Counterfactual Study Area Property Values	Complete Streets Property Value Impact	Property Tax Benefit
2018	\$461,700				
2019	\$6,680	\$171,940,925	\$122,194,774	\$49,746,152	\$596,954
2020	\$6,680	\$169,664,462	\$120,720,822	\$48,943,640	\$587,324
2021	\$6,680	\$170,880,552	\$118,644,569	\$52,235,983	\$626,832
2022	\$6,680	\$160,905,180	\$109,770,064	\$51,135,115	\$613,621
2023	\$6,680	\$196,669,749	\$115,460,640	\$81,209,109	\$974,509
2024	\$6,680	\$213,243,079	\$116,008,363	\$97,234,716	\$1,166,817
2025	\$6,680	\$229,816,409	\$116,556,086	\$113,260,323	\$1,359,124
TOTAL	\$508,459	\$1,313,120,357	\$819,355,319	\$493,765,038	\$5,925,180
Benefit Less Costs	\$5,416,722				

Note: Property value data for 2024 were not available and are imputed in the table.

Table A.2.4 Property Value Impacts at Lake Elmo Drive

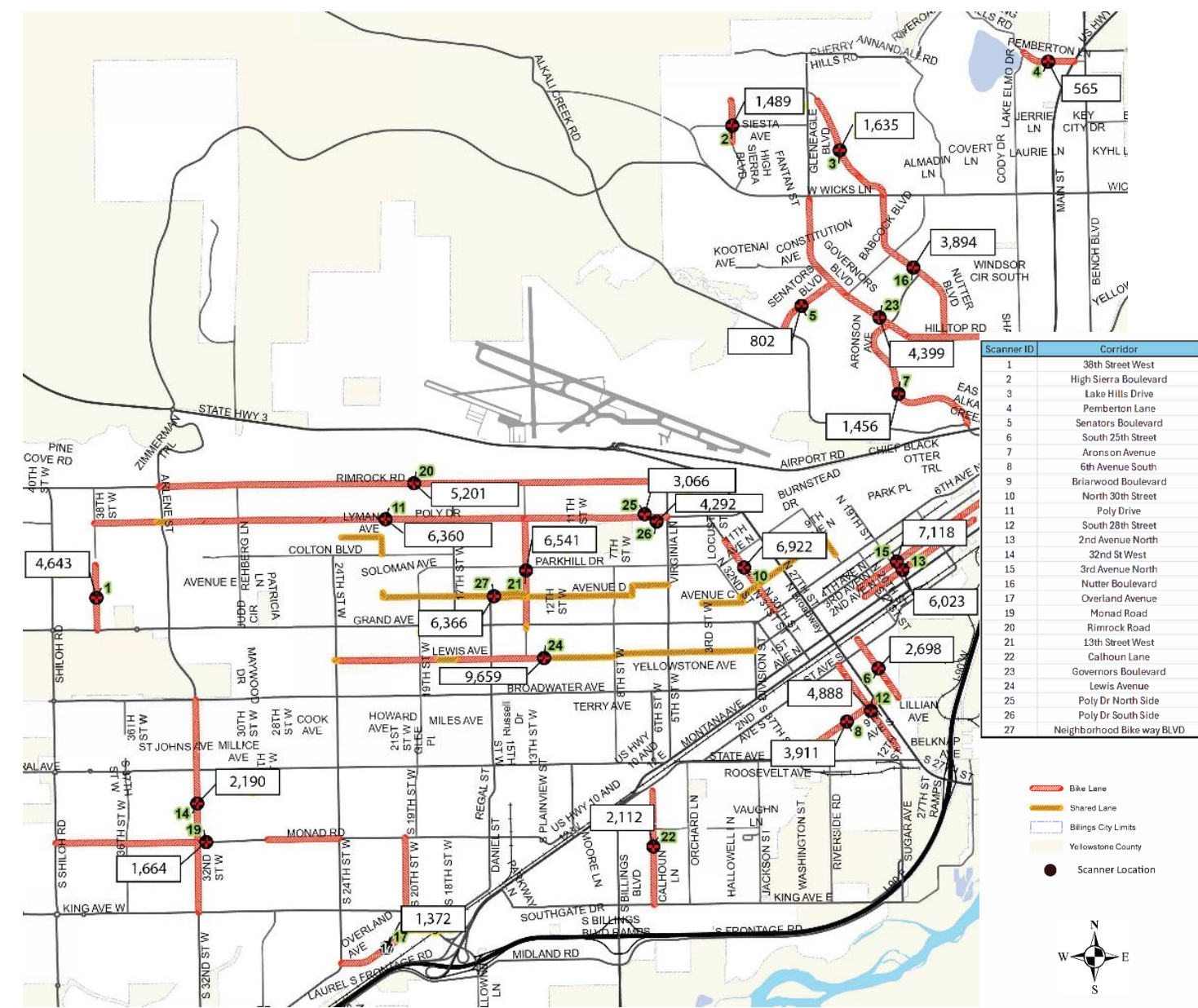
	TOTAL COST	Actual Study Area Property Values	Counterfactual Study Area Property Values	Complete Streets Property Value Impact	Property Tax Benefit
2020	\$31,700				
2021	\$3,985	\$21,457,235	\$21,173,949	\$283,285	\$2,493
2022	\$3,985	\$19,859,052	\$19,606,204	\$252,848	\$2,225
2023	\$3,985	\$25,223,805	\$24,924,602	\$299,203	\$2,633
2024	\$3,985	\$26,136,627	\$25,403,439	\$733,188	\$6,452
2025	\$3,985	\$27,049,450	\$25,882,277	\$1,167,173	\$10,271
TOTAL	\$51,626	\$119,726,168	\$116,990,471	\$2,735,697	\$24,074
Benefit Less Costs	-\$27,552				

Note: Property value data for 2024 were not available and are imputed in the table.

Appendix 3 Annual Bikeway and Trail Count Maps

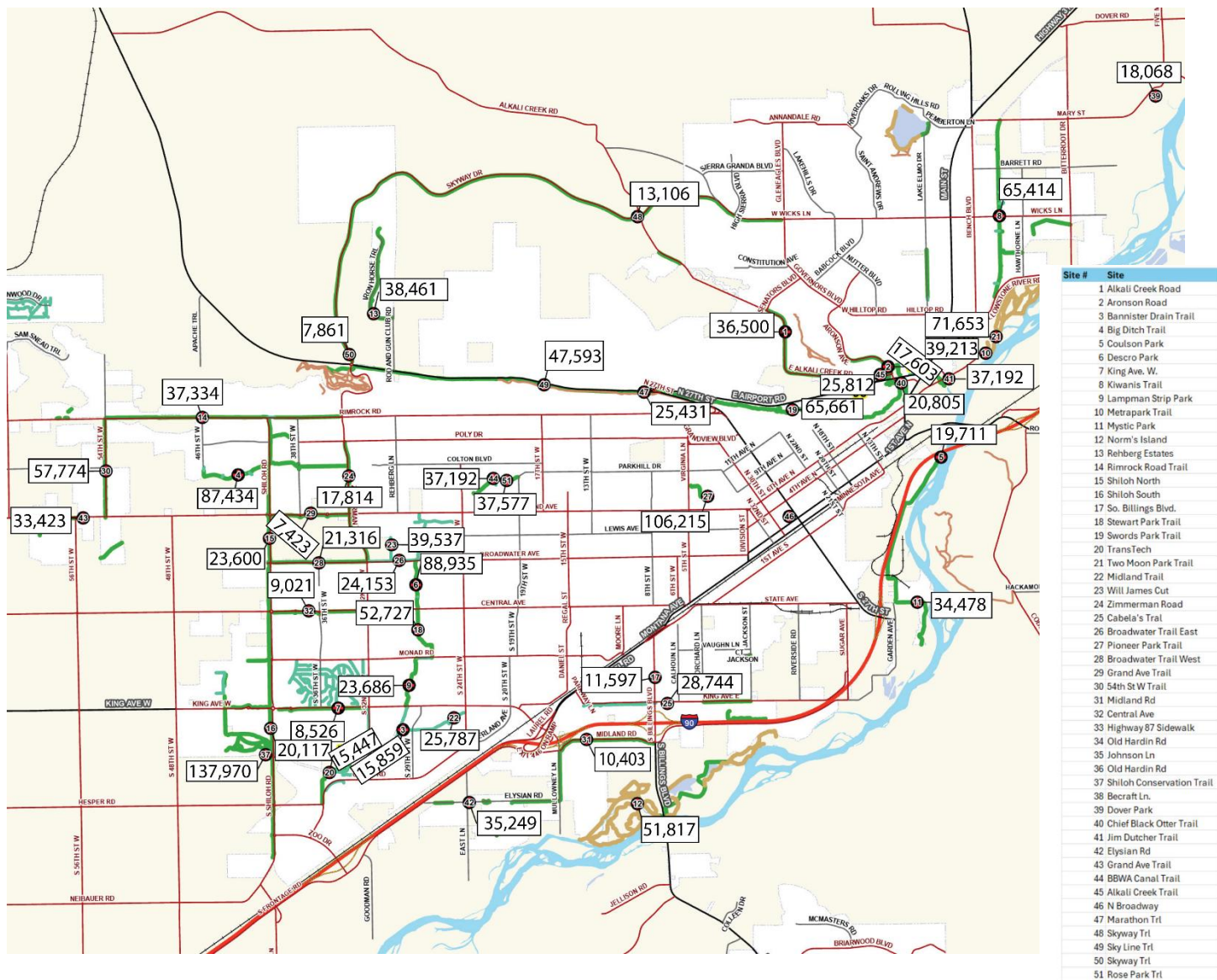
The maps below give an estimate of annual bikeway and trail usage. Estimates are calculated using seasonal adjustment factors.

Figure A.3.1 Annual Estimated Bike Lane Counts



Annual bike lane counts are calculated using seasonal adjustment factors. There were an estimated 79,000-107,000 rides annually on counted bike lanes in 2025.

Figure A.3.2 Annual Estimated Trail Counts



Annual trail counts are calculated using seasonal adjustment factors. There were an estimated 952,000-1,678,000 trips annually on counted multi-use paths in 2025.

- Scanner Locations
- Trail Type
 - Multi-Use
 - Neighborhood
 - Primitive/Unimproved
 - Soft-Surface
- City and County Boundary
 - Billings City Limits
 - Yellowstone County



Appendix 4 Additional Cost Estimates

The cost estimates below were calculated in 2025. They are based on recent bids for other projects and may differ from the exact cost for any one specific case study.

Table A.4.1 Street Construction Cost Estimates

	Cost Estimate	Notes
Vehicular Lanes	\$10-\$15 per SF of roadway	Does not include curb and gutter
Pedestrian Refuge Island	\$15,000-\$17,000 each	
Median Islands	\$40-\$140 per SF	
Accessible Pedestrian Signals	\$11,000 to \$23,000 per signal	
Sidewalk	\$15-\$20/SF	
Streetlights	\$75-\$100/LF of street	
Boulevard and Median Landscaping	Grass Landscaping	\$5-\$7 per SF
	Shrubs/Planters	\$15-\$30 per SF
	Trees (2" caliper) with irrigation	\$600-\$750 EA
Neighborhood Bikeway	\$62,700 per mile	
Bike Lanes	\$88,320 per mile	
Buffered Bike Lanes	\$124,000 per mile	
Separated (Protected) Bike Lane	\$1523,000 per mile	
Asphalt Multi-Use Trail	\$554,000 per mile	
Concrete Multi-Use Trail	\$1,487,000 per mile	
Marked Crosswalk	\$21,000 per crosswalk	
Marked crosswalk with Rectangular Rapid Flashing Beacon	\$60,000 per crosswalk	
Marked Crosswalk with Pedestrian Hybrid Beacon	\$281,000 per crosswalk	
Intersection Reconstruction with Bulbouts	\$177,000 per intersection	



Economic and Financial Analysis of Complete Streets in Billings, MT



July 2026

City of Billings Complete Streets Policy

- First passed in 2011; updated 2016
- No one facility type is required
- Policy is context sensitive – engineers consider many factors
- Most common way of accommodating all road users in recent arterial reconstruction projects has been providing a multi-use trail on one side of the road and sidewalk on the other
- Policy requires City of Billings Engineering Division to present collector and arterial construction and reconstruction projects to City Council at 30% design

“Complete Streets Infrastructure” According to the National Complete Streets Coalition, appropriate elements that make up a complete street would include sidewalks, bicycle lanes, shared – use paths, designated transit lanes, safe and accessible transit stops, safe crossings for pedestrians, including median islands, accessible pedestrian signals, and curb extensions. Additionally, they could include any features identified in the Billings Area Bikeway and Trail Master Plan, and the Manual on Uniform Traffic Control Devices.



Project Overview

After decades of implementing Complete Streets improvements, the City and the County seek to better understand how these investments have affected safety, accessibility, and economic development.

This report presents an **evidence-based analysis of the economic, financial, and social returns** generated by Complete Streets projects in Billings.

By combining **rigorous data analysis with local priorities and stakeholder perspectives**, the report offers insights to **inform future policy and investment decisions** that support safety, accessibility, and long-term economic vitality.

Complete Streets Impacts

Complete Streets can have a variety of community and economic impacts, including:

- | | | |
|--|---|--|
| Focus of today's presentation | { | <ul style="list-style-type: none">• Supporting new business formation and entrepreneurship• Increasing property values |
| Also analyzed in the report | | <ul style="list-style-type: none">• Increasing pedestrian activity and foot traffic• Catalyzing private investment and redevelopment along improved corridors• Enhancing safety for pedestrians, cyclists, and other road users |
| Not covered quantitatively in the analysis | { | <ul style="list-style-type: none">• Improving business accessibility and supporting retail sales• Expanding access to employment by reducing transportation barriers• Improving access to jobs, services, schools, and other community destinations• Reducing vehicle emissions and improving air quality• Encouraging walking and bicycling, leading to improved public health and lower healthcare costs |

Methodology Overview – Case Studies

This report uses a case study approach to assess the economic and social benefits of Complete Streets investments in Billings:

Case studies were selected based on the following criteria and guidelines:

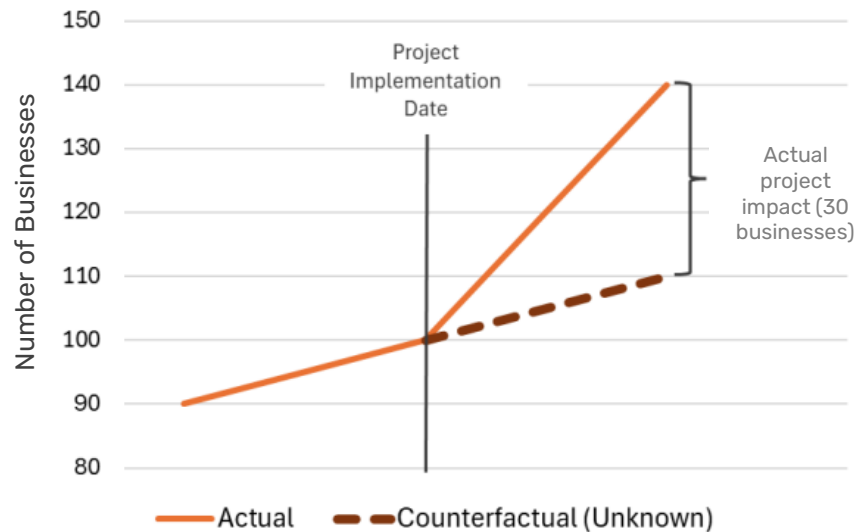
- Meaningful level of investment
- Mix of land uses
- Sufficient data availability
- Project completion clarity
- Geographic diversity

Methodology Overview – Analytic Techniques

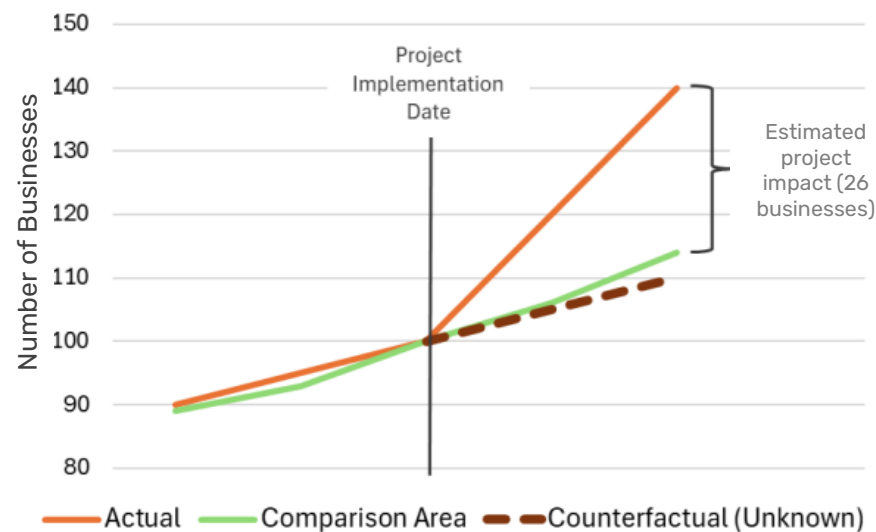
When sufficient data sources are available, economic indicators are evaluated using a difference-in-differences framework

EXAMPLE

Actual Project Economic Impact in the Study Area (Unknown)



Estimated Project Economic Impact in the Study Area



The Two Differences:

- 1. Before vs. After (Project Area)**
→ Measures change over time
- 2. Project Area vs. Comparison Areas**
→ Controls for external trends

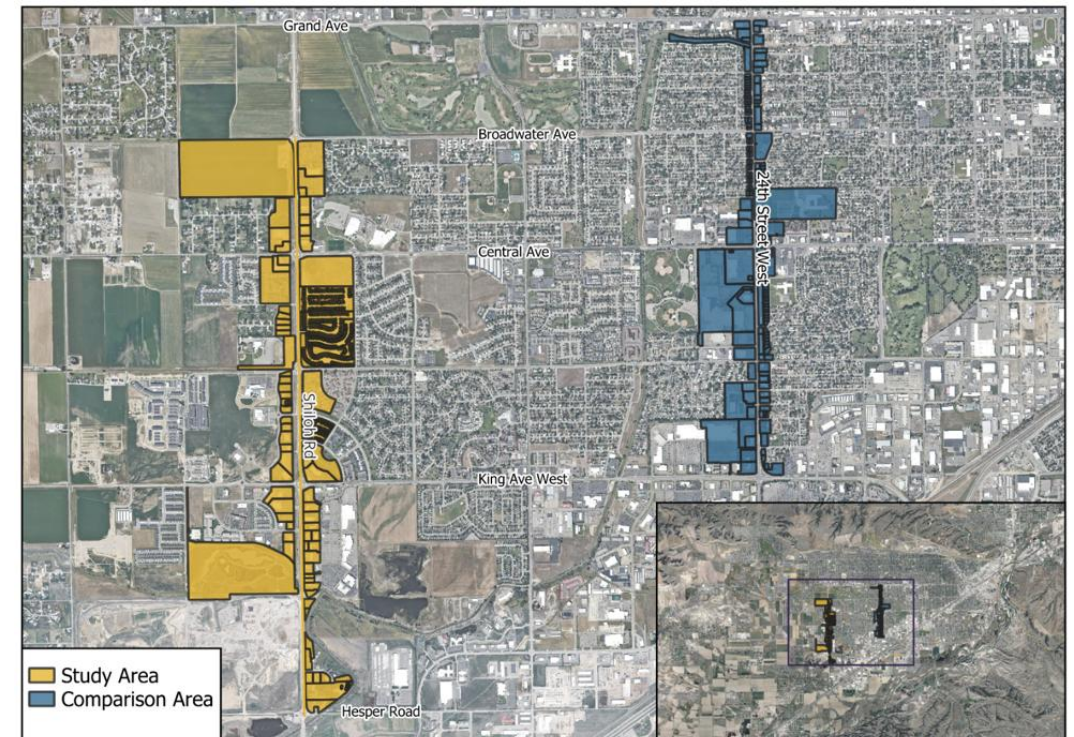
This approach helps control for external factors that affect all areas similarly, allowing the analysis to better isolate the portion of change that is plausibly attributable to the Complete Streets investment.

The Four Case Studies

North 30th Street striped bike lanes in Downtown Billings in 2011

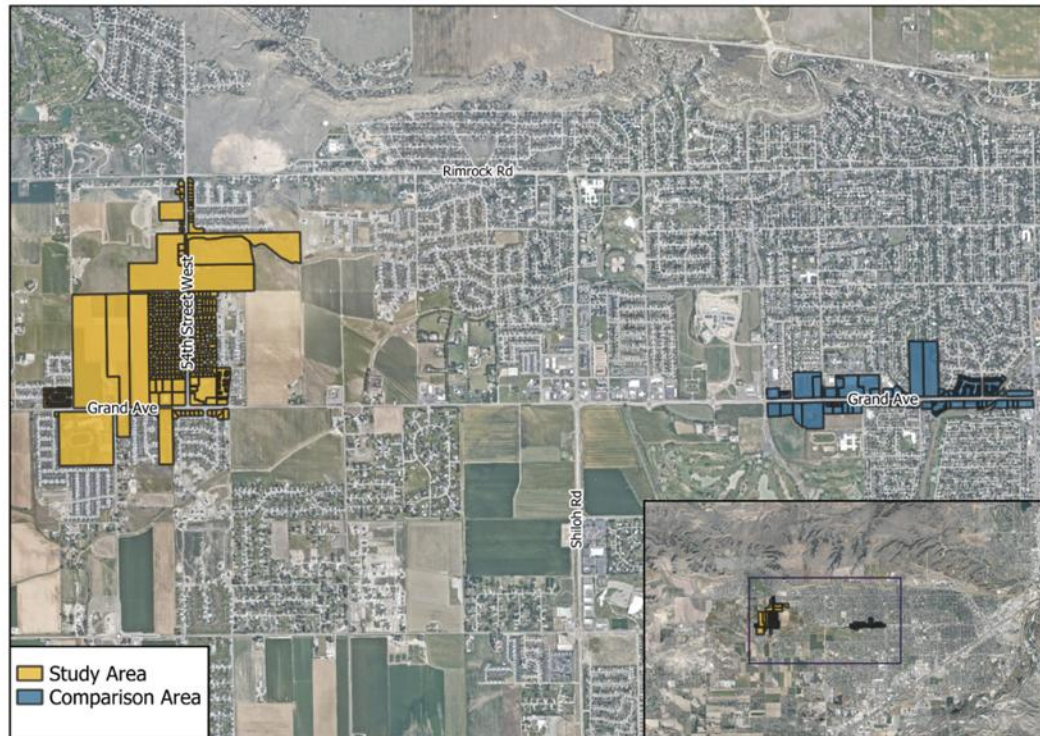


Shiloh Road shared-use path completed in 2010

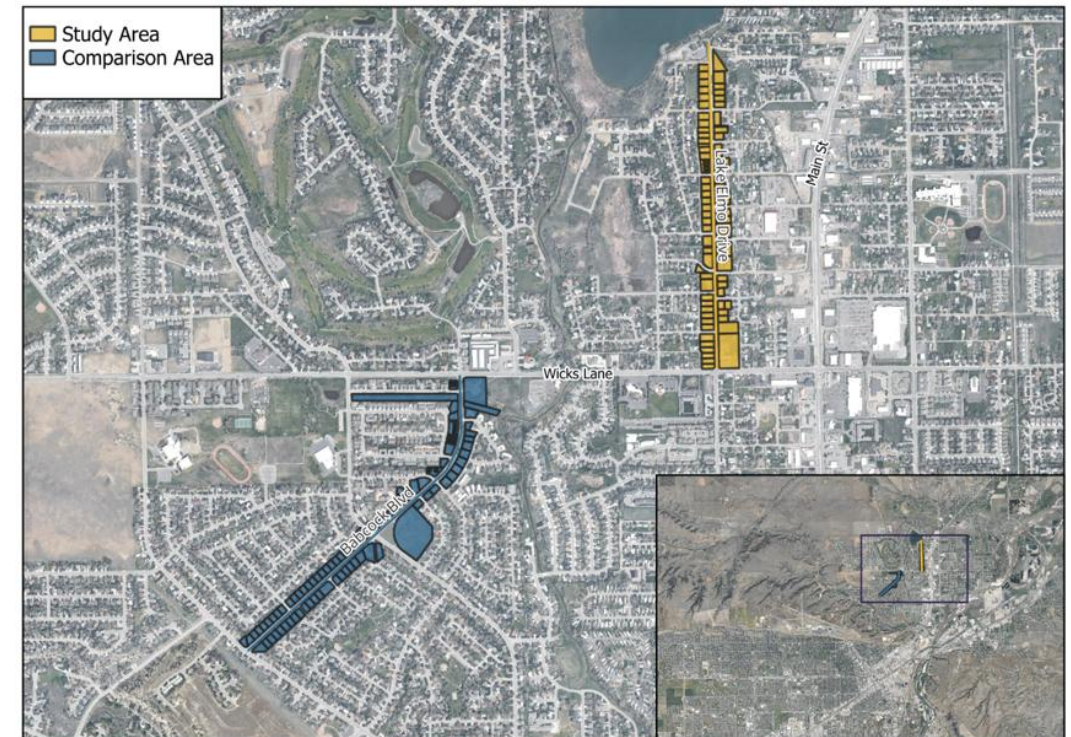


The Four Case Studies

Grand Avenue & 54th Street West, shared-use path completed in 2018



Lake Elmo Drive in the Heights striped bike lanes added in 2020



Construction Costs for Case Studies

Corridor	Total Project Construction Cost (\$2025)	Complete Streets Construction Costs (\$2025)	Complete Streets Construction Costs Per Lineal Foot (\$2025)
N. 30th St. from Grandview Blvd. to Montana Ave.	\$26,000	\$26,000	\$5
Shiloh Road from Broadwater to Hesper	\$14,885,000	\$1,871,100	\$344
Grand Ave. from 52nd St. W to Wilderness Dr and 54th to Rimrock	\$3,428,900	\$461,700	\$73
Lake Elmo Dr. from Wicks Ln. to Robertson Rd.	\$140,600	\$31,700	\$6

Note: All values are converted into 2025 dollars using the CPI.

North 30th Street and North 32nd Street Maintenance Costs

Table A.1.1 North 30th Street Complete Streets Maintenance Costs - Detailed Breakdown

Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$7,700
Street Repair for Bike Lane	\$2,500
Bike Lane	
- Sweeping	\$100
-Snow removal	\$200
-Bike lane restriping	\$1,800
-Bike lane symbol painting	\$200
Total	\$12,500

Table A.1.2 North 30th Street and Comparison Area Vehicular Elements Maintenance Costs

N. 30th St. from Grandview to Montana (~3,183 linear ft of bike lane and 6178 linear ft of roadway)	
Activity/Item	Estimated Annual Cost
Restriping	\$400
Sweeping	\$2,300
Snow Removal	\$3,700
Long-term Street Repair	\$11,600
Total	\$18,000
N. 32nd St. from Parkhill to Montana (Approximately 4,940 linear ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$300
Sweeping	\$1,800
Snow Removal	\$3,000
Long-term Street Repair	\$11,700
Total	\$16,800

Shiloh Road and 24th Street West Maintenance Costs

Table A.1.3 Shiloh Road Complete Streets Maintenance Costs – Detailed Breakdown

Activity /Item	Estimated Annual Cost
Pedestrian Refuge Islands	\$300
Crosswalk Repainting	\$8,700
Slurry Seal	2,900
Multi-Use Trail (broken out by the items listed below)	
-Sweeping	\$1,400
-Snow removal	\$800
-Mowing/weeding	\$500
-Spraying for weeds	\$1,100
-Generic trail maintenance	\$600
Total for street	\$16,300

Table A.1.4 Shiloh Road and Comparison Area Vehicular Elements Maintenance Costs

Shiloh Rd. – Broadwater Ave. to Hesper Dr. (~13,076 lineal ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$4,600
Sweeping	\$9,800
Snow Removal	\$16,000
Long-term Street Repair	\$37,800
Total	\$68,200
24 th St. W. – Central Ave. to King Ave. (~5,438 lineal ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$1,200
Sweeping	\$5,000
Snow Removal	\$8,200
Long-term Street Repair	\$25,200
Total	\$39,600

Grand Avenue and 54th Street West Maintenance Costs

Table A.1.5 Grand Avenue & 54th Street West Complete Streets Maintenance Costs - Detailed Breakdown

Activity/Item	Estimated Annual Cost
RRFBs (Pedestrian Activated Flashing Light at Crossing)	\$800
Crosswalk Repainting	\$3,500
Slurry Seal	\$1,900
Multi-Use Trail (broken out by the items listed below)	
-Sweeping	\$1,400
-Snow removal	\$1,000
-Mowing/weeding	\$400
-Spraying for weeds	\$700
-Generic trail maintenance	\$600
Total	\$10,300

Table A.1.6 Grand Avenue & 54th Street West and Comparison Area Vehicular Elements Maintenance Costs

Grand Ave. from 52nd to Wilderness and 54th from Grand to Rimrock (~8,758 lineal ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$2,000
Sweeping	\$4,800
Snow Removal	\$7,900
Long-term Street Repair	\$35,600
Total	\$50,300
Grand Ave. from 24th St. W to 32nd St. W (Approximately 6290 lineal ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$1,400
Sweeping	\$3,500
Snow Removal	\$5,700
Long-term Street Repair	\$34,000
Total	\$44,600

Lake Elmo and Babcock Boulevard Maintenance Costs

Table A.1.7 Lake Elmo Drive Complete Streets Maintenance Costs - Detailed Breakdown

Activity/Item	Estimated Annual Cost
Crosswalk Repainting	\$500
Chip Seal for Bike Lanes	\$1,300
Bike Lane	
- Sweeping	\$200
-Snow removal	\$300
-Bike lane restriping	\$2,000
-Bike lane symbol painting	\$300
Total	\$4,700

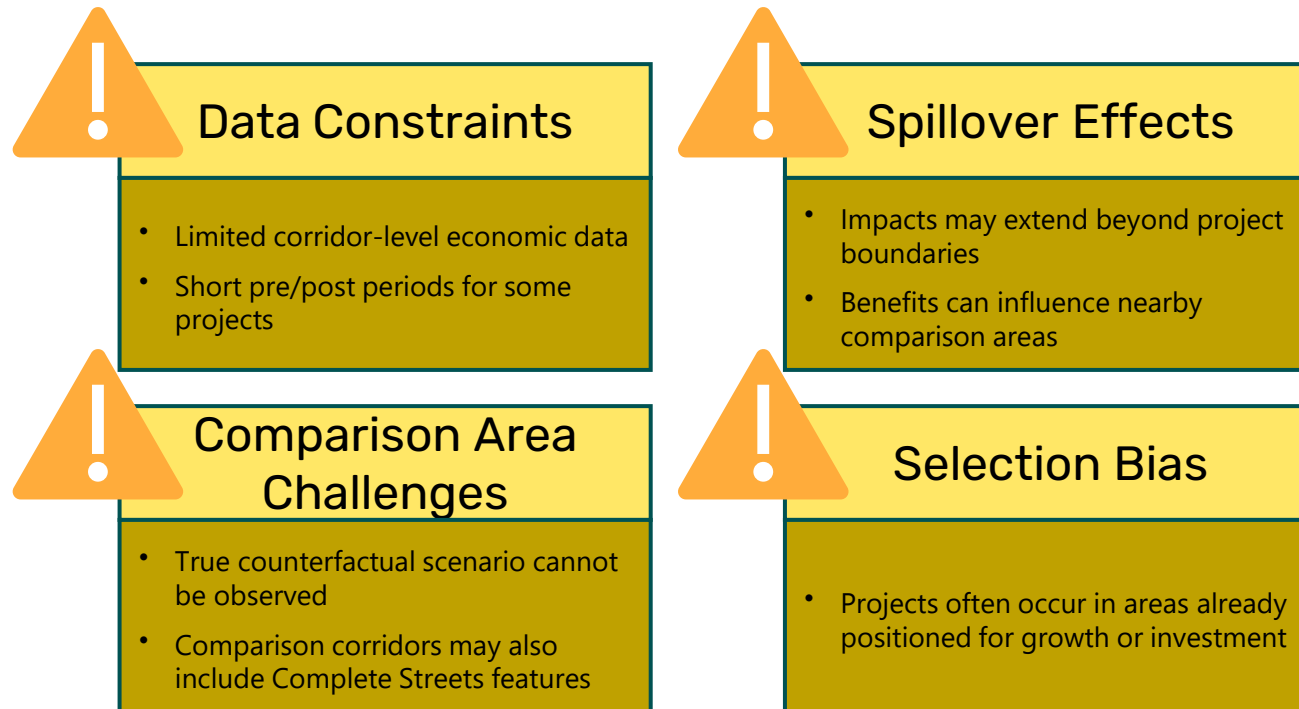
Note: Values may not exactly sum to totals due to rounding.

Table A.1.8 Lake Elmo Drive and Comparison Area Vehicular Elements Maintenance Costs

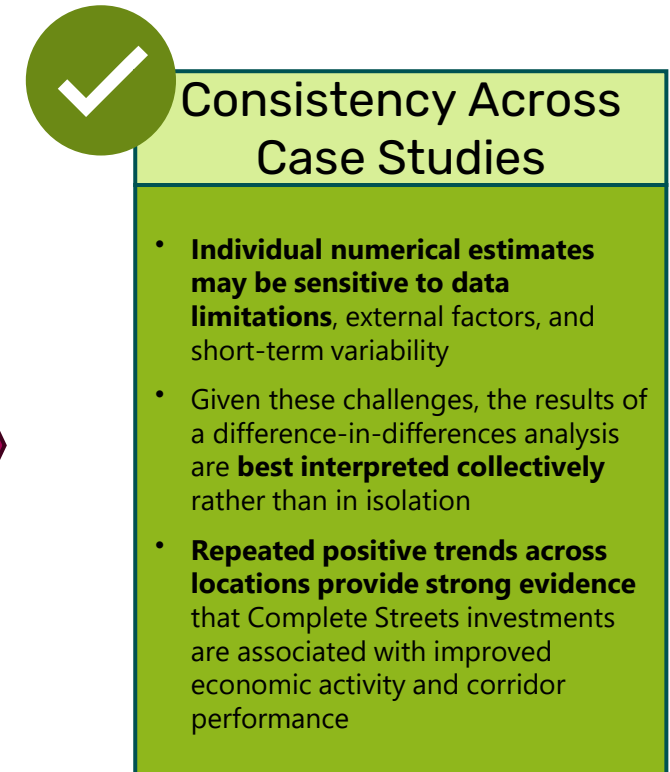
Lake Elmo Dr. from Wicks Ln. to Robertson Rd. (~ 4,382 linear ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$200
Sweeping	\$1,600
Snow Removal	\$2,600
Chip Sealing	\$6,600
Total	\$11,000
Babcock Blvd. from Governors Blvd. to Wicks Ln. (~4,904 linear ft)	
Activity/Item	Estimated Annual Cost
Restriping	\$300
Sweeping	\$1,800
Snow Removal	\$2,900
Chip Sealing	\$9,600
Total	\$14,600

Interpretation of Results

Limitations & Challenges



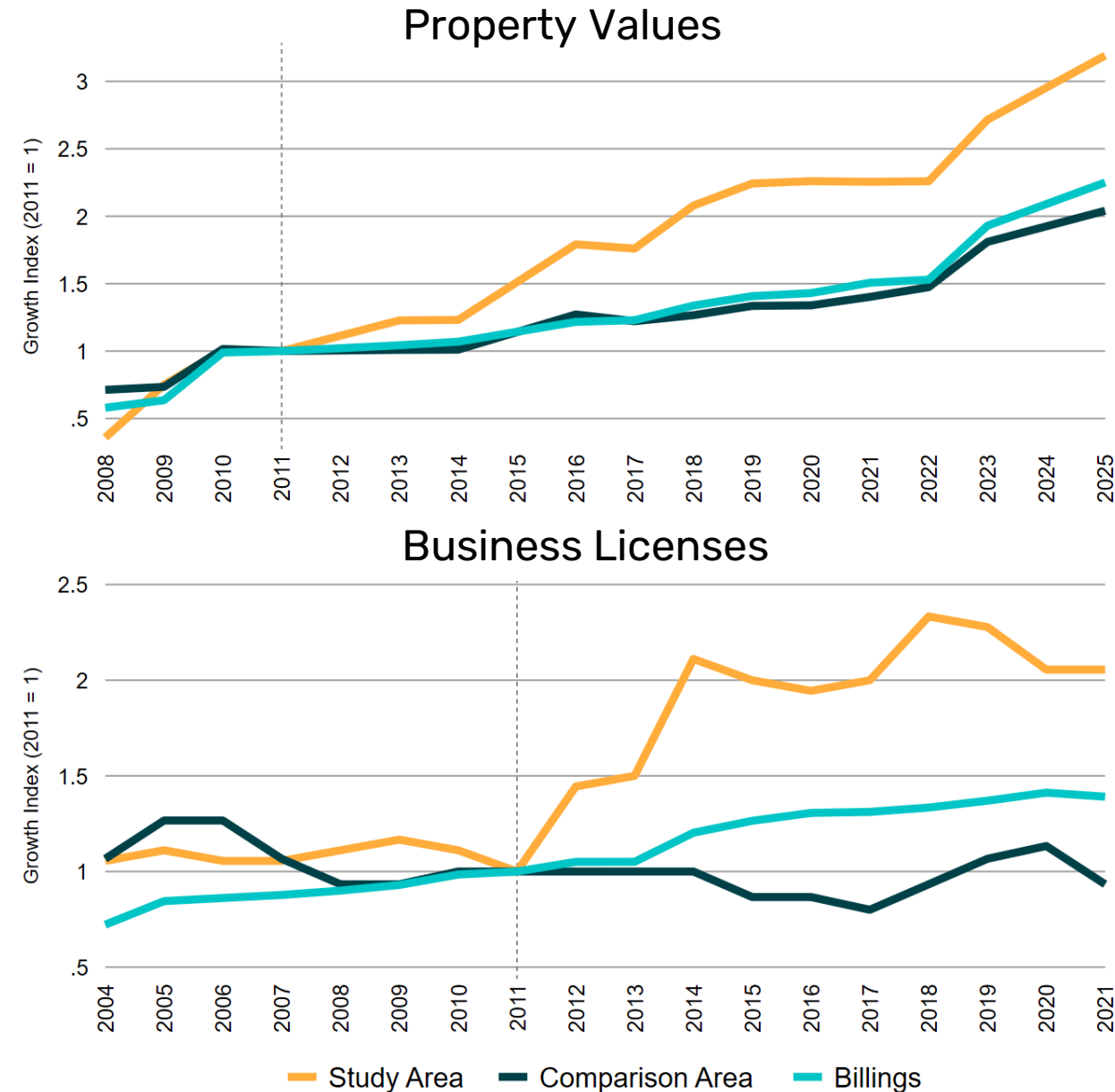
Interpreting the Findings



Case Study Results – North 30th Street

Comparison Corridor: North 32nd Street

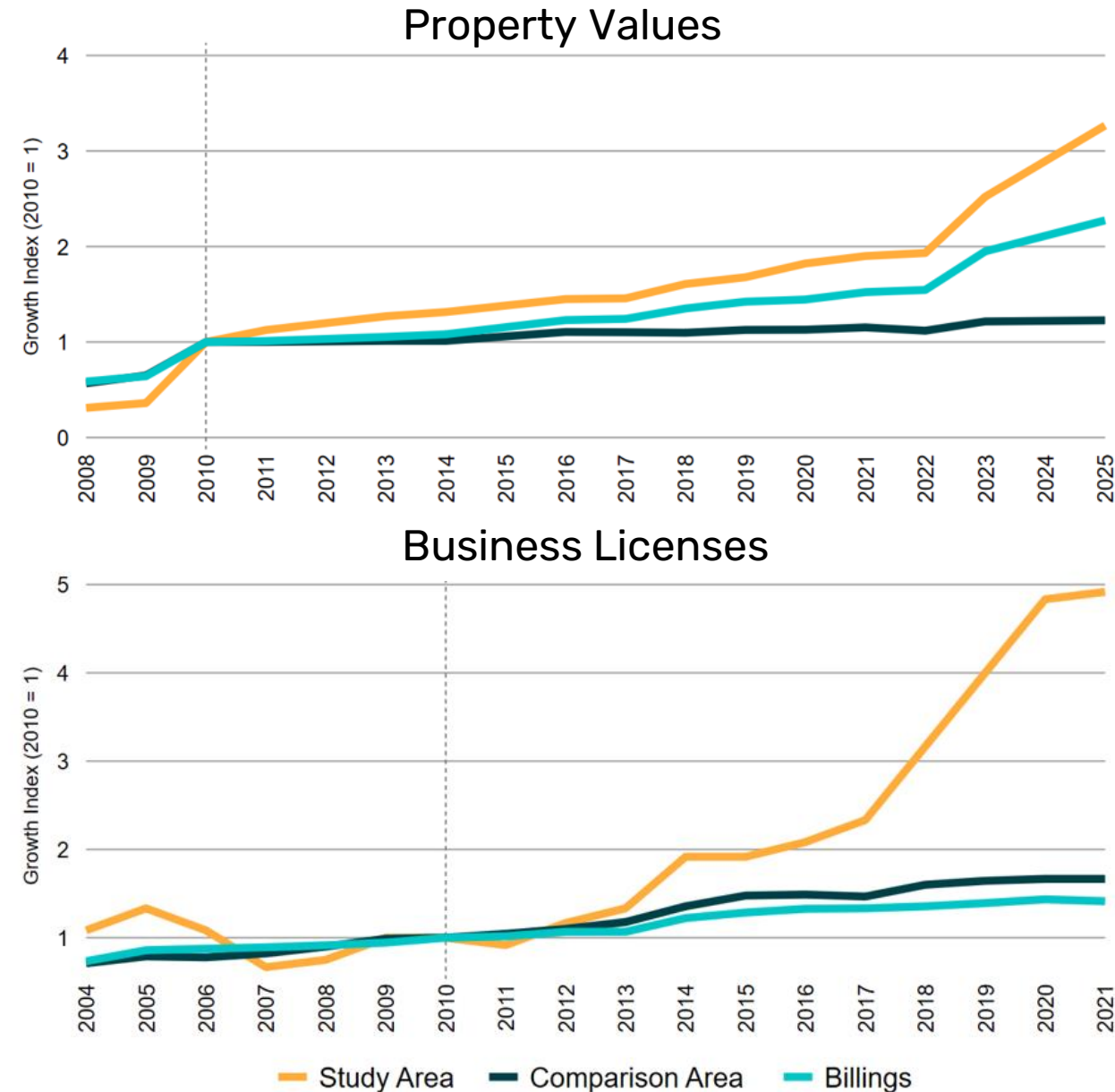
- **Property Values:** Property values more than tripled from 2011 to 2025, significantly outpacing both the comparison corridor and citywide growth, indicating strong increased demand.
- **Business Activity:** The number of business licenses more than doubled shortly after the improvements and remained elevated over time, demonstrating strong and sustained business growth.



Case Study Results – Shiloh Road

Comparison Corridor: 24th St W, from Grand Ave to King Ave W

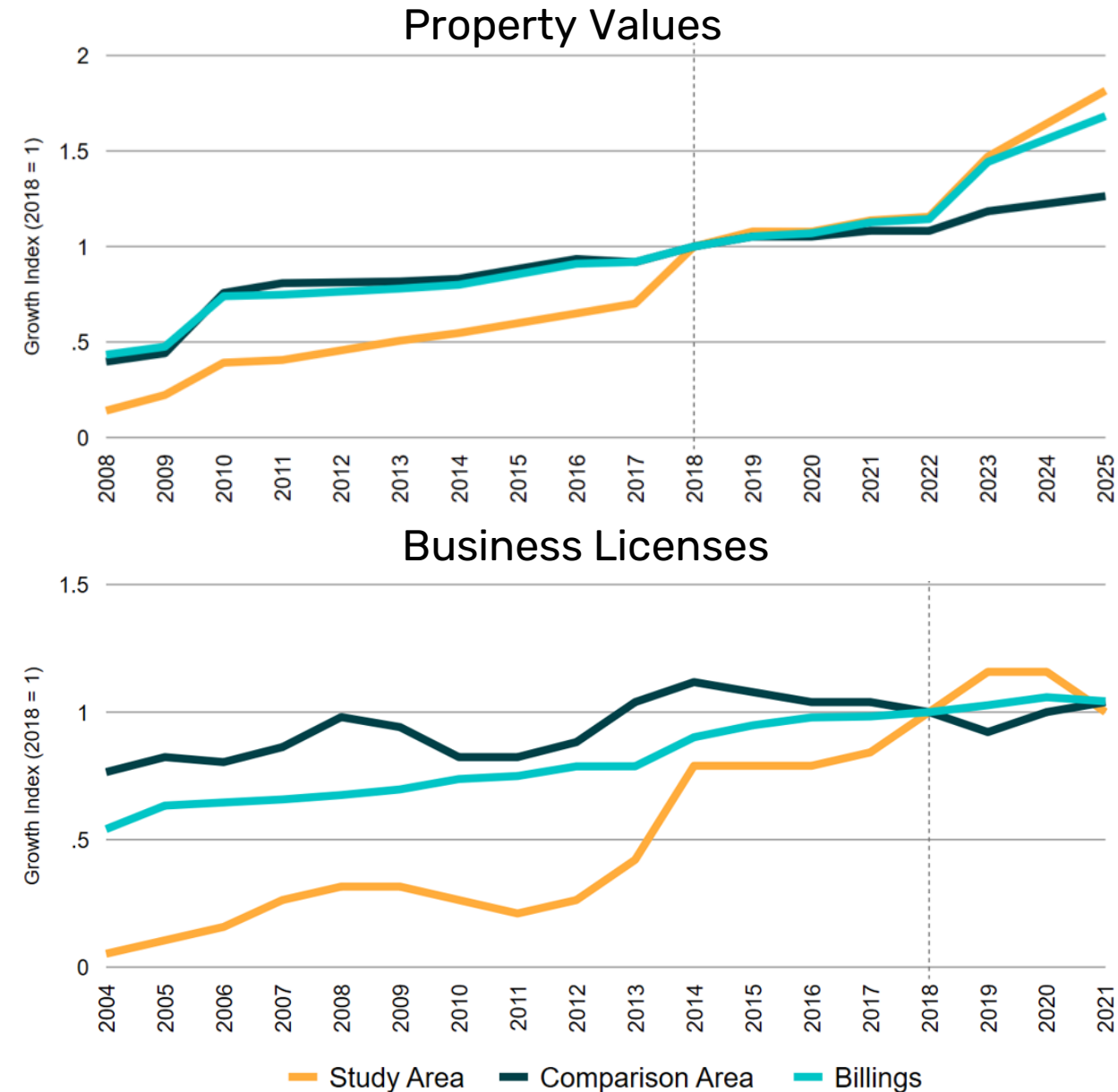
- **Property Values:** Property values along Shiloh Road consistently outpaced both the comparison corridor and citywide growth, nearly doubling from 2010 to 2022 and continuing to grow faster than the city thereafter, indicating strong and sustained corridor demand.
- **Business Activity:** The number of business licenses grew nearly fivefold after the project, far exceeding growth in both the comparison area and city overall, demonstrating significant expansion in commercial activity.



Case Study Results – Grand Ave & 54th St W

Comparison Corridor: Grand Ave from 32nd Street W to 24th Street W

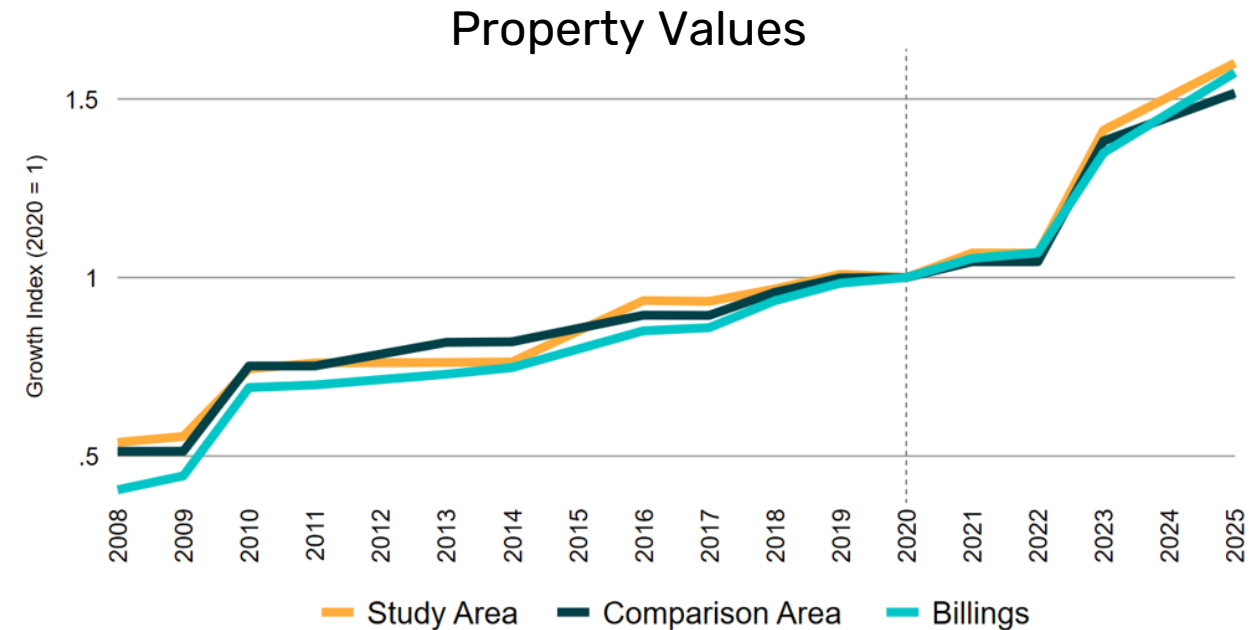
- **Property Values:** The study area outperformed the comparison area and city, growing by 160 percent between 2017 and 2025 and suggesting that the roadway and Complete Streets improvements led to meaningful impacts on property values.
- **Business Activity:** The corridor experienced growth in businesses while the city overall and comparison area remained flat, though these impacts were confounded by Covid-19.



Case Study Results – Lake Elmo Drive

Comparison Corridor: Babcock Boulevard

- **Property Values:** While the study area slightly outperformed the comparison area by 2025, the evidence is not strong enough to point to impacts related to the Complete Street investment.



Note: Businesses activity was not assessed for this case study because Lake Elmo Drive is predominately residential.

Summary of Results

Reminder about result interpretation: Although impacts cannot be quantified precisely for individual corridors, the analysis provides credible evidence of impacts and associations across multiple case studies and indicators.

- In almost all cases, the **data generally point to positive impacts**.
- Three of the four case studies, and all with commercial properties, demonstrated substantial **positive impacts of Complete Streets investments on property values**.
- There is also **strong evidence supporting the hypothesis that increased accessibility leads to greater business activity**.

Case Study Area	Property Values	Business Licenses
North 30th Street	Strong Positive Evidence	Strong Positive Evidence
Shiloh Road	Strong Positive Evidence	Strong Positive Evidence
Grand Ave & 54th Street West	Strong Positive Evidence	Some Positive Evidence
Lake Elmo Drive	Limited/No Difference	N/A

Comparing Costs and Tax Revenue Impacts

- This study includes a **high-level analysis** of the total **additional costs associated with Complete Streets** (construction and annual maintenance) **compared against the aggregate tax benefits** from property value impacts (calculated using difference-in-differences).
- Property tax gains exceed project costs in almost all cases**, generating millions in net revenue over time.
- At Lake Elmo Drive, the small negative result reflects the residential nature of the corridor (relatively smaller impacts and lower tax rate) as well as fewer years post-construction to recoup costs.

	North 30th Street (2011)	Shiloh Road (2010)	Grand Avenue & 54th Street West (2018)	Lake Elmo Drive (2020)
Number of Years with Complete Streets	14	15	7	5
Total Costs (Construction and Annual Maintenance)	\$90,696	\$2,000,181	\$508,459	\$51,626
Total Complete Streets Property Value Impact Since Construction	\$981,926,070	\$2,150,246,655	\$537,760,058	\$2,735,697
Tax Rate	1.20%	1.20%	1.20%	0.88%
Property Tax Impact (Total Since Construction)	\$11,783,113	\$25,802,960	\$5,925,180	\$24,074
Property Value Benefit Less Costs (Total Since Construction)	\$11,692,416	\$23,802,779	\$5,416,722	-\$27,552

Overall, results provide evidence that property tax benefits of Complete Streets outweigh the associated costs, even without considering benefits to business performance and other safety and community impacts.

Clarification of How to Interpret Tax Results

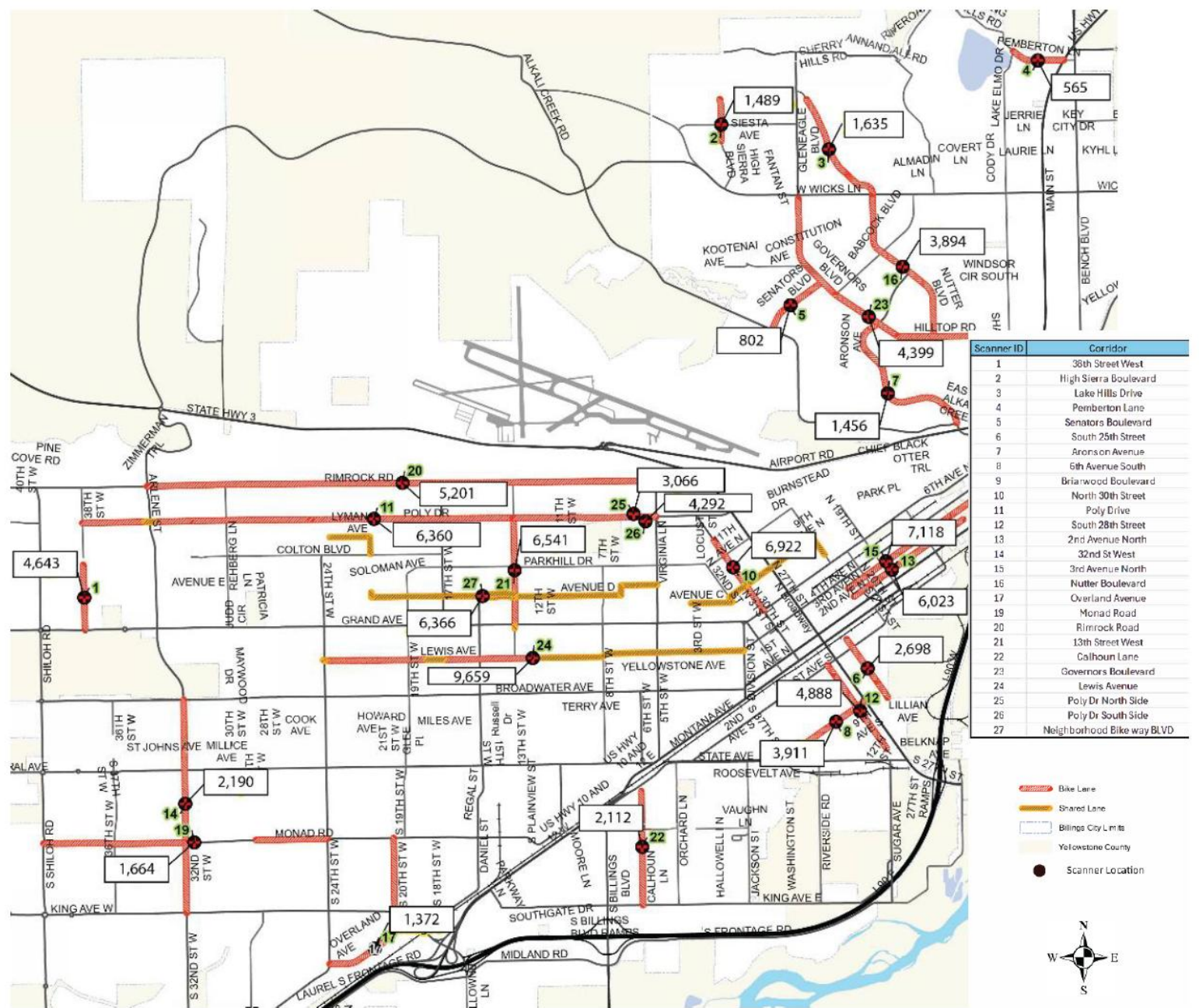
- Annual impact estimates are not being summed to represent a single cumulative property value impact. They are **aggregated only as an intermediate step in the calculation of total property tax revenues over time.**
- Tax benefits can be aggregated over time** because property taxes are assessed and collected each year. This differs from a metric such as employment, where summing annual job impacts could double count the same jobs across multiple years.
- The analysis does not claim that the North 30th Street corridor experienced a \$982 million increase in property value; rather, it uses annual differences in property values to estimate the annual property tax revenues generated over the 14-year study period.

	TOTAL COST	Actual Study Area Property Values	Counterfactual Study Area Property Values	Complete Streets Property Value Impact	Property Tax Benefit
2011	\$26,027			\$0	\$0
2012	\$4,621	\$150,161,922	\$123,853,734	\$26,308,188	\$315,698
2013	\$4,621	\$150,161,922	\$123,853,734	\$26,308,188	\$315,698
2014	\$4,621	\$148,122,709	\$122,057,633	\$26,065,076	\$312,781
2015	\$4,621	\$180,402,851	\$136,764,081	\$43,638,770	\$523,665
2016	\$4,621	\$212,682,994	\$151,470,530	\$61,212,464	\$734,550
2017	\$4,621	\$204,576,338	\$142,469,166	\$62,107,173	\$745,286
2018	\$4,621	\$235,862,383	\$144,163,481	\$91,698,902	\$1,100,387
2019	\$4,621	\$249,914,624	\$149,307,365	\$100,607,260	\$1,207,287
2020	\$4,621	\$248,768,758	\$147,943,439	\$100,825,320	\$1,209,904
2021	\$4,621	\$237,103,751	\$147,891,064	\$89,212,686	\$1,070,552
2022	\$4,621	\$219,945,257	\$144,005,199	\$75,940,058	\$911,281
2023	\$4,621	\$253,883,562	\$169,768,579	\$84,114,982	\$1,009,380
2024	\$4,621	\$268,153,229	\$175,485,900	\$92,667,328	\$1,112,008
2025	\$4,621	\$282,422,896	\$181,203,222	\$101,219,674	\$1,214,636
TOTAL	\$90,723	\$3,042,163,197	\$2,060,237,127	\$981,926,070	\$11,783,113
Benefit Less Costs				\$11,692,389	

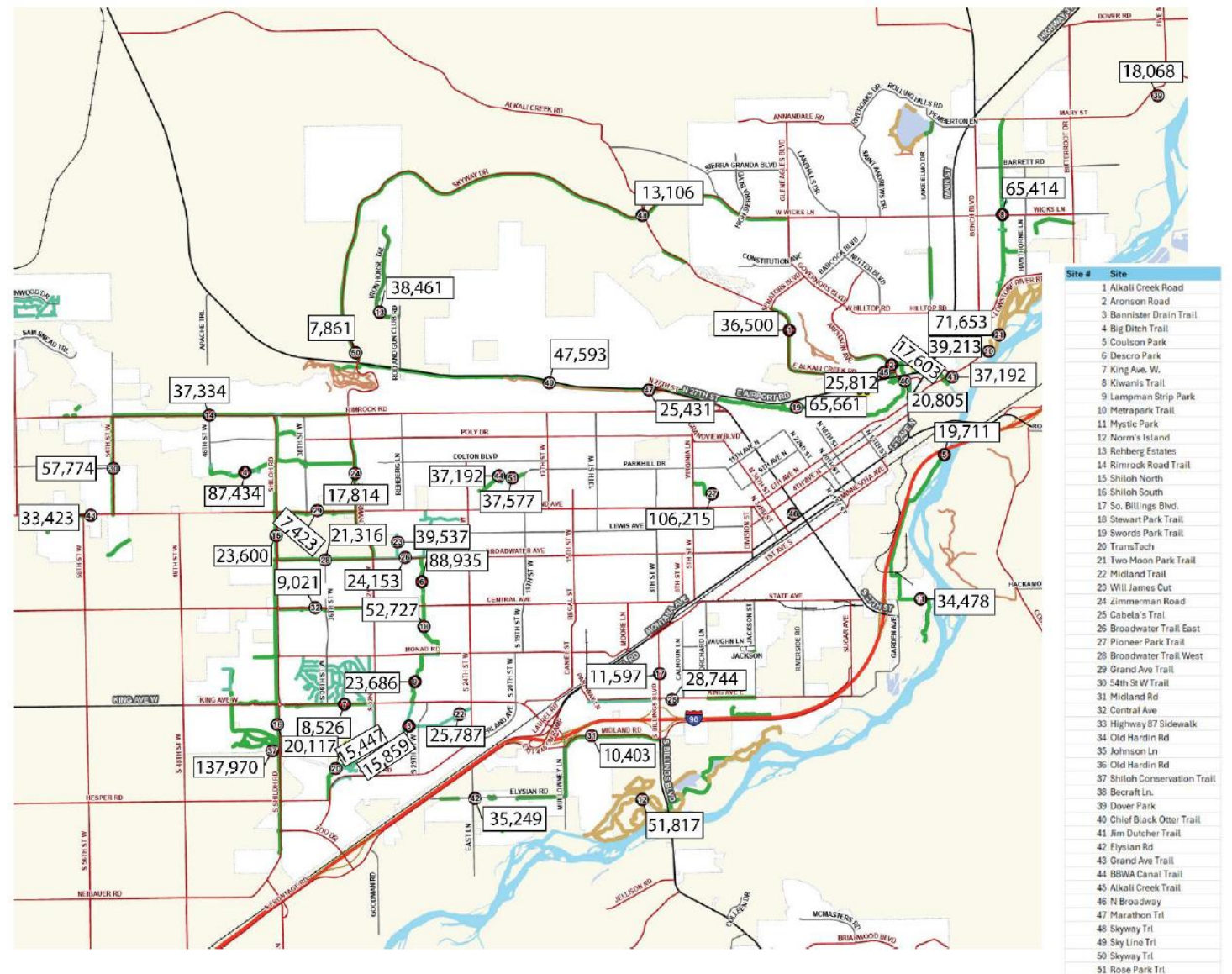
Interpretation of Tax Results

“As with other estimates in this report, these values are estimated based on several key assumptions and have associated limitations. However, taken all together, the direction and range of tax impacts can be drawn. In this case, it is clear that the case study areas outperformed the comparison areas in terms of property values, which has led to substantial increases in property tax revenues each year.”

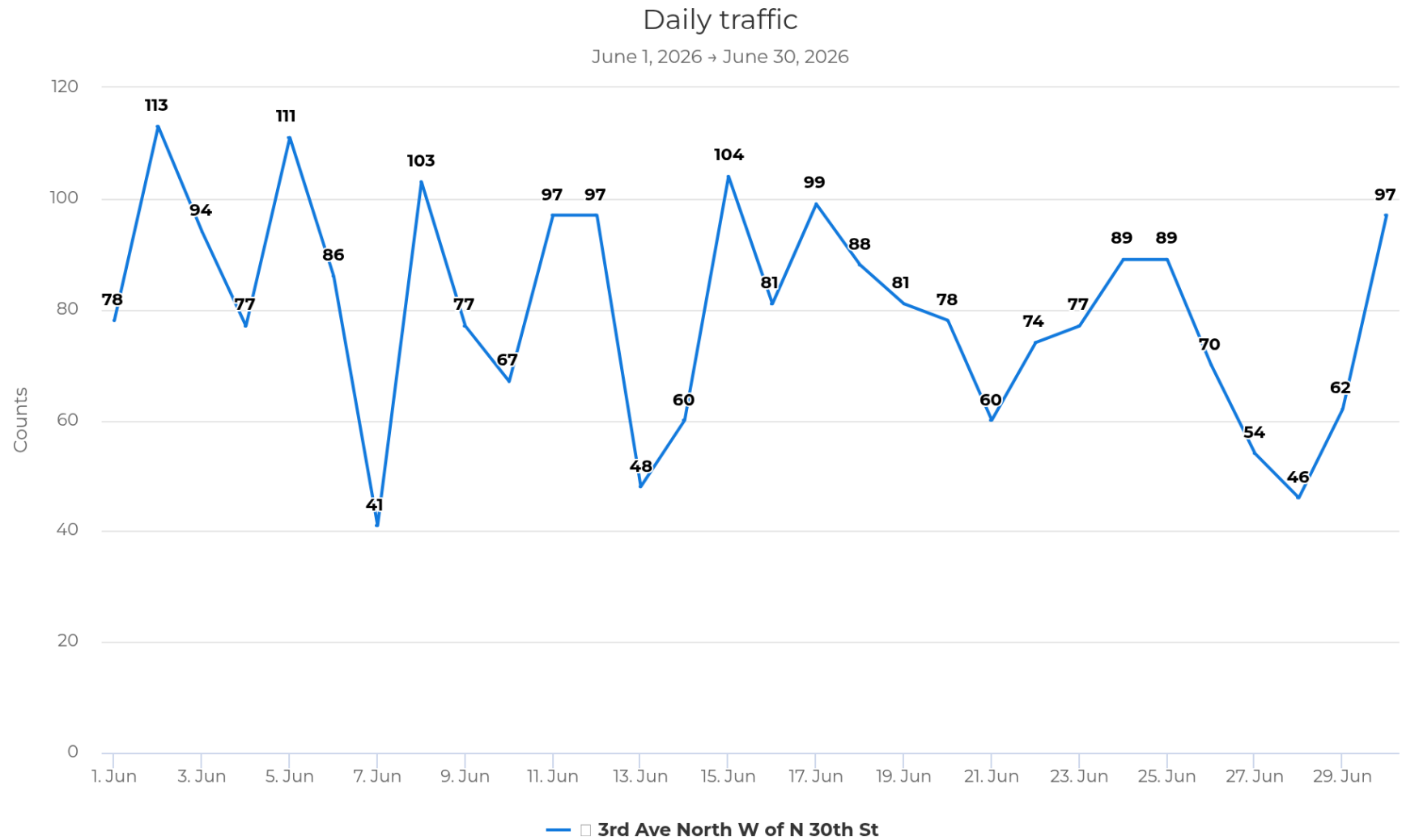
Annual Estimated Bike Lane Counts

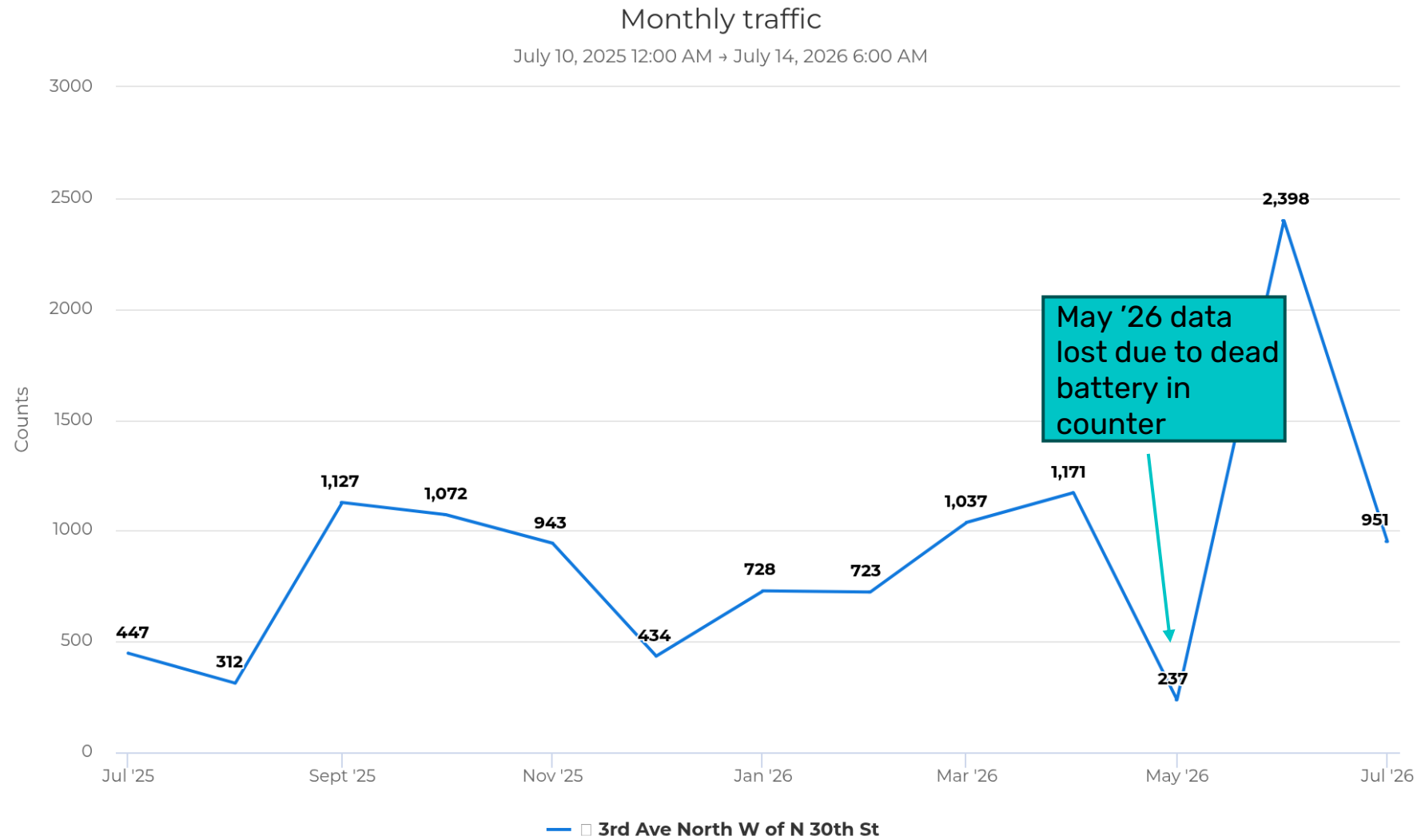


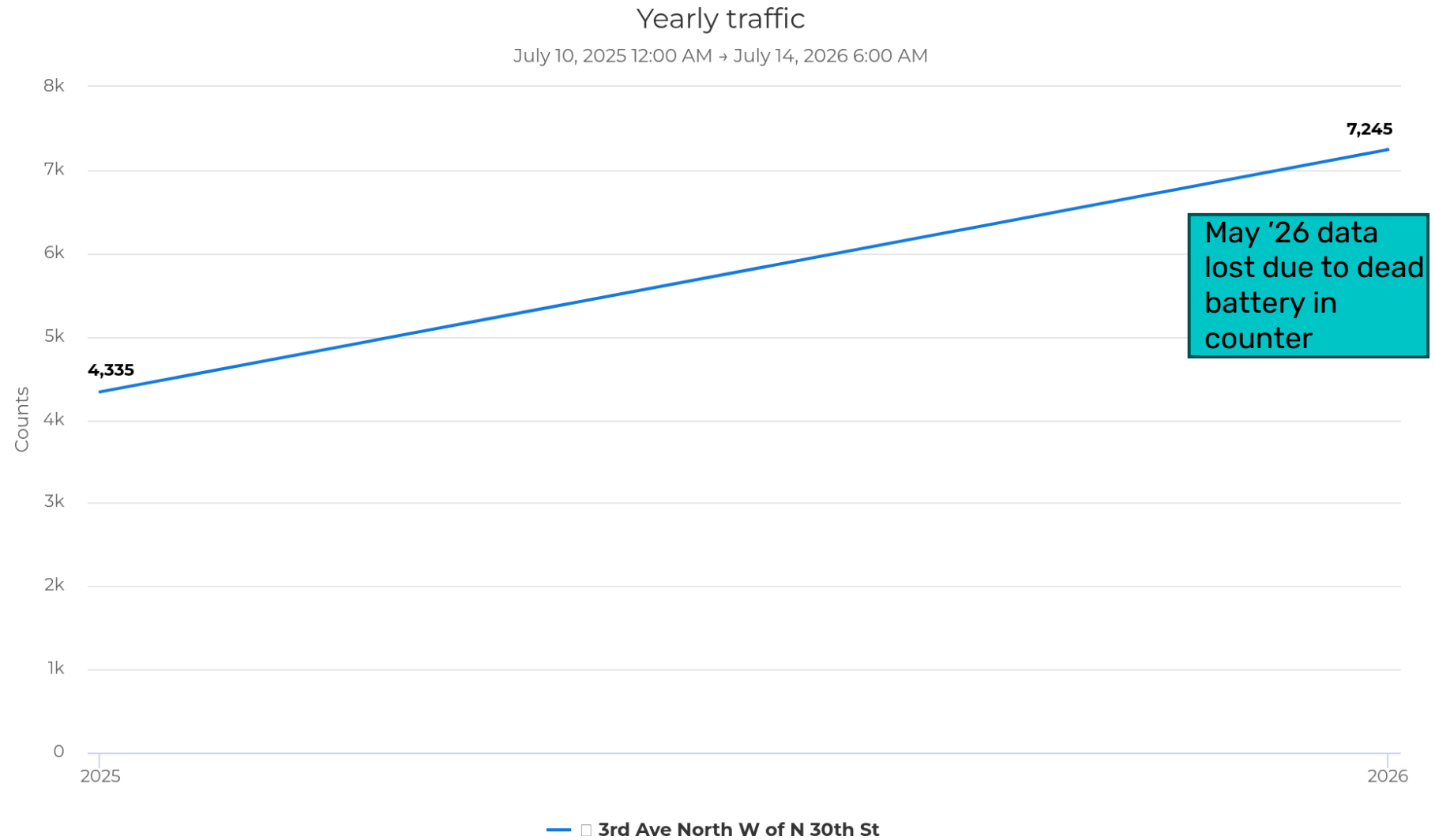
Annual Estimated Trail Counts



Annual trail counts are calculated using seasonal adjustment factors. There were an estimated 952,000-1,678,000 trips annually on counted multi-use paths in 2025.







Community Impacts

Stakeholders from Downtown Billings Association, Living Independently for Today & Tomorrow (LIFTT), Big Sky Economic Development, Billings Chamber of Commerce, Shiloh Commons, and Intermountain Health shared that Complete Streets improve...



Case Studies in Other Areas

Economic Effects of Main Street Highways in Small Cities in Minnesota (2022)

Scope: Examines nine small cities in Minnesota

Method: Qualitative interviews and difference-in-differences econometric model

Findings: Complete Streets projects are associated with rising property values and positive, though statistically insignificant, changes in gross sale

The Economic Benefits of Sustainable Streets in New York City (2013)

Scope: Evaluates multiple street improvement projects in New York City

Method: Primarily and difference-in-differences approach using retail sales data

Findings: Across most corridors, retail sales increased more on Complete Streets than at comparable locations

An Economic Analysis of Complete Streets Policies in New Jersey (2016)

Scope: Analyzes 324 municipalities across New Jersey

Method: Difference-in-differences style analysis of home prices

Findings: Home values rose 7% (\$30,200) in Complete Streets communities but fell in comparison communities

An Economic Summary on the Benefits of Complete Streets (2021)

Scope: Literature review of academic research and real-world examples of Complete Streets impacts

Method: Review of research studies

Findings: Meaningful improvement in safety outcomes and mobility and well as higher property values, stronger retail performance, and increased private investment

Conclusions and Next Steps

- Despite some data limitations, this analysis points to **strong evidence that Complete Streets investments increase property values, support business growth, and improve quality of life and accessibility.**
- Increases in **property tax revenues more than offset construction and maintenance costs** within a relatively short timeframe.
- Results from **outreach with local stakeholders confirm the community benefits** associated with Complete Streets, including public perceptions, accessibility, business development, connectivity, and access to critical services.
- **Ongoing data collection and performance monitoring** will help the City better understand long-term outcomes and refine future investments.



Source: Rattner, Mark. NonStop Local. New bike facilities open in downtown Billings for safer cycling.

Lessons Learned – MPO Perspective

- More pre-project data collection needed.
- Viewed this as a technical analysis and didn't have a steering committee – would do this in the future to help select case studies.
- Potential bias on undeveloped corridors – more greenfields means more opportunity for development.
 - Difficult to select corridors with “less” Complete Streets in the same growth situation.
- Separating out construction and maintenance costs for just Complete Streets elements can be difficult. Quantities and activities tend to be lumped together.
- Can be difficult to separate out Complete Streets effects from overall transportation corridor construction and reconstruction effects.

MPO Review Process

- Project going through the MPO's review process in which each body forwards a recommendation to the Policy Coordinating Committee (PCC) which takes final action
- This study is informational only; no future infrastructure investments are recommended as part of the study
- Expected action schedule:
 - Technical Advisory Committee – July 9
 - Planning Board – July 14
 - City Council – July 27
 - Board of County Commissioners – July 28
 - Policy Coordinating Committee – August 18



USA

Cambridge Econometrics
5 Strong Avenue
Suite 207-210
Northampton, MA 01060

t: **413-206-4001**

e: northamerica@camecon.com



Economic and Financial Analysis of Complete Street Improvements

Appendix 2 Table Clarification and Overall Study Conclusion Caveats

Thank you for the opportunity to clarify the tables presented in Appendix 2, as there appears to be some confusion about how the estimates were calculated and should be interpreted.

The appendix presents two values for each year and case study:

- **Actual Study Area Property Values:** the total observed property values along the study area corridor.
- **Counterfactual Study Area Property Values:** the total property values that would have been expected if the study area had grown at the same rate as the comparison area.

The difference between these two values is shown in the column labeled **Complete Streets Property Value Impact** for each year. Property tax benefits are then calculated by applying the applicable tax rate to the annual impact estimate (shown in the **Property Tax Benefit** column).

A key point is that these annual impact estimates are not being summed to represent a single cumulative property value impact. They are aggregated only as part of the calculation of total property tax revenues over time, because property taxes are assessed and collected each year. This differs from a metric such as employment, where summing annual job impacts could double count the same jobs across multiple years.

For example, if a property's value increased in Year 1 and remained elevated in subsequent years, the property tax revenue generated in Year 1, Year 2, and Year 3 would each be real and distinct fiscal benefits, even though the initial increase occurred earlier. Accordingly, the analysis calculates annual tax impacts and then sums those annual tax revenues to estimate the total fiscal benefit since project implementation.

While the sum shown in the **Complete Streets Property Value Impacts** column of Appendix 2 (for example, approximately \$982 million for North 30th Street) is technically the sum of annual impact estimates, presenting that figure without context is misleading. It represents the accumulation of annual differences over a 14-year period and serves only as an intermediate calculation step used to estimate tax revenues. These intermediate values are not highlighted anywhere in the report's findings or conclusions.

In short, the criticism appears to stem from interpreting an intermediate cumulative calculation as a standalone impact estimate. The analysis does not claim that the North 30th Street corridor experienced a \$982 million increase in property value; rather, it uses annual differences in property values to estimate the annual property tax revenues generated over the 14-year study period, which is the primary purpose of the calculation.

Even the analysis' intended result, property tax impacts, are not specifically called out in the report findings since the report explicitly cautions readers against over-interpreting any single numerical estimate:

“the results of a difference-in-differences analysis are best interpreted collectively rather than in isolation. Individual numerical estimates may be sensitive to data limitations, external factors, and short-term variability. However, the strength of this analysis lies not in any single metric, but in the consistency of patterns observed across multiple indicators and locations.”

Other criticisms, including the selected comparison area trends and the potential for selection bias in the corridors that receive Complete Streets investment, are consistent with the limitations laid out in the **Interpretation of Results** section of the report. The report documents these important limitations, including:

- **Comparison area limitations:** The true counterfactual, what would have happened in the study corridor without the Complete Streets investment, cannot be observed. Although comparison corridors were selected carefully, they may still have experienced unrelated changes that affect property values.
- **Selection bias in project locations:** Complete Streets projects are often implemented in areas already targeted for investment, revitalization, or future growth, making it difficult to fully separate project effects from pre-existing development trends.

For those reasons, the report does not emphasize specific dollar figures from the tax calculations. Instead, it presents the broader conclusion:

“As with other estimates in this report, these values are estimated based on several key assumptions and have associated limitations. However, taken all together, the direction and range of tax impacts can be drawn. In this case, it is clear that the case study areas outperformed the comparison areas in terms of property values, which has led to substantial increases in property tax revenues each year.”

B.O.C.C. Regular

Meeting Date: 07/28/2026

Title: 2026 Fair Stipend

Submitted By: Teri Reitz, Board Clerk

TOPIC:

2026 Fair Stipend

BACKGROUND:

See attached.

RECOMMENDED ACTION:

Approve.

Attachments

2026 Montana Fair Stipend

B.O.C.C. Regular

Agenda Item 18. b.

Meeting Date: 07/14/2026

Title: 2026 Montana Fair Stipend

Submitted By: Carol Redler

TOPIC:

MFPE Sheriff Deputies 2026 Montana Fair Stipend agreement.

BACKGROUND:

See attached agreement.

RECOMMENDED ACTION:

Approve and sign.

Attachments

2026 Fair Stipend

7-14-26
Referred

MFPE Sheriff Deputies 2026 Montana Fair Stipend

Effective August 7, 2026, through August 15, 2026, a Sheriff Deputy engaged in working a special off-duty assignment at the Montana Fair will receive compensation of time and one half at their rate of pay plus a \$16.00 per hour stipend for hours volunteered during the Fair. The stipend is taxable income and will be paid through the normal payroll process. Deputies volunteering to work the Fair may not exceed 16 hours for a daily shift. If a deputy works a normal 12-hour shift, they will be limited to 4 hours of special assignment at the Fair.

The Board of County Commissioners reserves the right to modify, amend, or alter this policy.

Approved this 14th day of July, 2026.

BOARD OF COUNTY
COMMISSIONERS
YELLOWSTONE COUNTY

MARK MORSE, CHAIRMAN

MICHAEL J. WATERS, MEMBER

CHRIS WHITE, MEMBER

MIKE LINDER, SHERIFF

THE MONTANA FEDERATION OF PUBLIC
EMPLOYEES

JOE DOMPIER, FIELD REP

Christopher Etter, UNION PRESIDENT

Randy Nagel, UNION REPRESENTATIVE

ATTEST: _____
JEFF MARTIN, CLERK & RECORDER

B.O.C.C. Regular

Meeting Date: 07/28/2026

Title: PARS

Submitted By: Teri Reitz, Board Clerk

TOPIC:

PERSONNEL ACTION REPORTS - IT - 1 Salary & Other; **Detention Facility** - 1 Appointment, 1 Salary & Other, 1 Termination; **Sheriff's Office**- 1 Appointment, 2 Salary & Other, 1 Termination; **Justice Court** - 1 Appointment; **Public Works** - 1 Appointment; **GIS** - 1 Termination; **Youth Services Center** - 1 Termination

BACKGROUND:

see attached.

RECOMMENDED ACTION:

Approve.

Attachments

PARS



Yellowstone County Commissioners
RECEIVED

JUL 22 2026

Hire/Personnel Action Form

Employee Information

Employee
Tyler Helmbrecht

Hire Information

Position Details	Hire Req#	Job Type
IT Network Administrator (J) (1105)	202600441	Promotional
Person ID	Job Class	Pay Rate
57385444	IT Network Administrator (J)	\$78,312.00
Department	Job Class#	HireDate
Information Technology	1105	8/1/26
Division		
N/A		

Comments

Hiring replacement for Jenna Masters 1000.000.115.410580.111 promo from Support Specialist

Approvals

HUMAN RESOURCES	Kevin Gillen	7/22/26 9:13 AM
FINANCE	JENNIFER JONES	7/22/26 9:16 AM

Commissioners Action
Approve Disapprove

Chair	<u>WJ</u>	_____
Member	<u>MSW</u>	_____
Member	_____	_____



Yellowstone County Commissioners
RECEIVED

JUL 21 2026

Hire/Personnel Action Form

Employee Information

Employee
Gregg Morgan

Hire Information

Position Details	Hire Req#	Job Type
Project Manager (I) (4044)	202600439	Full-Time Regular
Person ID	Job Class	Pay Rate
67862890	Project Manager (I)	\$95,000.00
Department	Job Class#	HireDate
Public Works	4044	8/10/26
Division		
Road		

Comments

Greg has accepted the position.

Approvals

HUMAN RESOURCES	Kevin Gillen	7/21/26 10:14 AM
FINANCE	JENNIFER JONES	7/21/26 10:20 AM

Commissioners Action
Approve Disapprove

Chair	<u>44</u>	_____
Member	<u>[Signature]</u>	_____
Member	<u>[Signature]</u>	_____

JUL 21 2026

Hire/Personnel Action Form

Employee Information

Employee
monte Athas

Hire Information

Position Details	Hire Req#	Job Type
Detention Officer (D)	202600393	Full-Time Regular
(5090)		
Person ID	Job Class	Pay Rate
67208827	Detention Officer (D)	\$30.00
Department	Job Class#	HireDate
Sheriff's Office	5090	7/27/26
Division		
Detention Facility		

Comments

Funding: 2300.136.420200.111 @100%
replaces: Quidachay

Approvals

HUMAN RESOURCES

Kevin Gillen

7/21/26 10:15
AM

FINANCE

JENNIFER
JONES

7/21/26 10:20
AM

Commissioners Action
Approve Disapprove

Chair

MY

Member

MSW

Member

MSW



Yellowstone County Commissioners
RECEIVED

JUL 20 2026

Hire/Personnel Action Form

Employee Information

Employee
Fiona Weatherby

Hire Information

Position Details	Hire Req#	Job Type
Sheriff's Clerk (C) (5010)	202600431	Full-Time Regular
Person ID	Job Class	Pay Rate
62328585	Sheriff's Clerk (C)	\$19.02
Department	Job Class#	HireDate
Sheriff's Office	5010	8/4/26
Division		
Sheriff Administration		

Comments

Funding:2300.134.420170.111 @100%
replaces: Lucius

Approvals

HUMAN RESOURCES	Kevin Gillen	7/20/26 8:19 AM
FINANCE	JENNIFER JONES	7/20/26 8:23 AM

Commissioners Action
Approve Disapprove

Chair	<u>AK</u>	_____
Member	<u>MTN</u>	_____
Member	<u>[Signature]</u>	_____



Yellowstone County Commissioners
RECEIVED

JUL 20 2026

Hire/Personnel Action Form

Employee Information

Employee
Amanda Heilmann

Hire Information

Position Details	Hire Req#	Job Type
Pretrial Services	202600438	Full-Time Regular
Specialist (D/E) (3022)	Job Class	Pay Rate
Person ID	Pretrial Services	\$23.07
56228241	Specialist (D/E)	HireDate
Department	Job Class#	8/1/26
Justice Court	3022	

Division
N/A

Comments

Payroll Account 1000.000.121.410340.111; 100%; New FTE; PROMO from Justice Court Clerk

Approvals

HUMAN RESOURCES	Kevin Gillen	7/20/26 8:20 AM
FINANCE	JENNIFER JONES	7/20/26 8:31 AM

Commissioners Action
Approve Disapprove

Chair	<u>MY</u>	_____
Member	<u>MY</u>	_____
Member	<u>MY</u>	_____

YELLOWSTONE COUNTY
PERSONNEL ACTION REPORT

JUL 16 2026

Section 1

Section 1 is to be completed by the initiating department for recommended personnel changes

Name: Mike Linder Effective Date: 07/31/2026

Current Title: Sheriff - Elected Gr. Salary \$ 99,736.42

Title Change: Gr. Salary \$

Check as Applicable:

Regular Full Time: New Hire:

Regular Part Time: Rehire:

Temp Full Time: Termination: xx

Temp Part Time: Retirement Promotion:

Seasonal Hire:

Replaces position Name Transfer:

New Budgeted Position Demotion:

Other: Reclassification:

Funding: 2300 - 130 - 420150 - 111 Percent 100 New Account

 Percent Split Account
 Date 07/16/2026
 Date

Section 2

Human Resources: Finance:

Note: Note:

Sam Allen 7-16-26
Director Date

H.R. Comments:

Commissioner's Action
Approve Disapprove

Chair
Member
Member

Date entered in payroll
Clerk & Recorder - original
Human Resources - canary
Auditor - pink
Department - goldenrod

Yellowstone County



OFFICE OF THE SHERIFF

P.O. BOX 35017
BILLINGS, MT 59107-5017
(406) 256-2929

April 27, 2026

Yellowstone County Commissioners
P.O. Box 35000
Billings, MT 59107

Re: Retirement

Dear Chairman Morse, Commissioner Waters, and Commissioner White,

Serving the citizens of Yellowstone County in a law enforcement and public safety role for over forty years, with these past fifteen years as Sheriff, has truly been a privilege and my honor. After careful consideration, I have decided that the time has come for me to move on to different endeavors. Please consider this letter as my official notice to the board, that I will be retiring from my position as Sheriff and Coroner of Yellowstone County, effective the end of the day on July 31, 2026.

Respectfully Submitted,

A handwritten signature in cursive script, appearing to read "Mike Linder".

Sheriff Mike Linder

91,826²⁵

RECEIVED

APR 27 2026

YELLOWSTONE COUNTY
CLERK AND RECORDER

JUL 16 2026

YELLOWSTONE COUNTY
PERSONNEL ACTION REPORT

Section 1

Section 1 is to be completed by the initiating department for recommended personnel changes

Name: Kent O'Donnell Effective Date: 08/01/2026
 Current Title: Captain Gr. Salary \$ 92,754.87
 Title Change: Interim Sheriff - Elected Gr. Salary \$ 99,736.42 BASE
 Check as Applicable: Not 127,102.62 w/ Longevity
 Regular Full Time: XX
 Regular Part Time:
 Temp Full Time:
 Temp Part Time:
 Seasonal Hire:
 Replaces position
 Name
 New Budgeted Position
 Other: Interim 120 XX
 Funding: 2300 - 132 - 4201 50 - 111 Percent 100 New Account
 Percent Split Account

New Hire:
 Rehire:
 Termination:
 Promotion: ✓
 Transfer:
 Demotion:
 Reclassification:

Elected Official/Department Head Date 07/16/2026
 Elected Official/Department Head

Human Resources: Finance:

Note: Director Date

Section 2

Human Resources: Finance:

Note: Director Date

H.R. Comments: Commissioner's Action
 Approve Disapprove

Date entered in payroll Chair
 Clerk & Recorder - original Member
 Human Resources - canary Member
 Auditor - pink
 Department - goldenrod

YELLOWSTONE COUNTY
PERSONNEL ACTION REPORT

JUL 16 2026

Section 1

Section 1 is to be completed by the initiating department for recommended personnel changes

Name: Franky Angone III Effective Date: 7/14/26
Current Title: JCW Supervisor Gr. A Salary \$ 28.19
Title Change: _____ Gr. _____ Salary \$ _____

Check as Applicable:

Regular Full Time: X New Hire: _____
Regular Part Time: _____ Rehire: _____
Temp Full Time: _____ Termination: X
Temp Part Time: _____ Promotion: _____
Seasonal Hire: _____ Transfer: _____
Replaces position _____ Demotion: _____
Name _____
New Budgeted Position _____

Other: Resigned Reclassification: _____

Funding: 3399 - 235 - 420250 - 111 Percent 100% New Account _____
Percent _____ Split Account _____

ASB 7-14-26
Elected Official/Department Head _____ Date _____

Section 2

Human Resources:

Finance:

Note: _____
Sam Allen 7-15-26 Angone 7-16-26
Director _____ Date _____
Director _____ Date _____

H.R. Comments: _____

Commissioner's Action
Approve _____ Disapprove _____

Chair NY _____
Member MSH _____
Member Q _____

Date entered in payroll _____
Clerk & Recorder - original _____
Human Resources - canary _____
Auditor - pink _____
Department - goldenrod _____

JUL 16 2026

YELLOWSTONE COUNTY
PERSONNEL ACTION REPORT

Section 1

Section 1 is to be completed by the initiating department for recommended personnel changes

Name: Aaron Schlichting Effective Date: 07/16/2026
Current Title: Detention Officer Gr. Salary \$ 30.60
Title Change: Detention Officer/FTO Gr. Salary \$ 31.50

Check as Applicable:

Regular Full Time: XX New Hire:
Regular Part Time: Rehire:
Temp Full Time: Termination:
Temp Part Time: Promotion:
Seasonal Hire: Transfer:
Replaces position Demotion:
Name

New Budgeted Position Reclassification:
Other: add FTO Pay XX

Funding: 2300 - 136 - 420200 - 111 Percent 100 New Account
Percent Split Account

AT S. Smith
Elected Official/Department Head

07/13/2026
Date

Section 2

Human Resources:

Finance:

Note: Ken Yelan 7-15-26
Director Date

Note: K. Yelan 7.16.26
Director Date

H.R. Comments:

Commissioner's Action
Approve Disapprove

Date entered in payroll
Clerk & Recorder - original
Human Resources - canary
Auditor - pink
Department - goldenrod

Chair AY
Member MSW
Member

JUL 16 2026

YELLOWSTONE COUNTY
PERSONNEL ACTION REPORT

Section 1

Section 1 is to be completed by the initiating department for recommended personnel changes

Name: Devin Robbins Effective Date: 07/27/2026
Current Title: Detention Officer Gr. Salary \$ 30.90
Title Change: Gr. Salary \$

Check as Applicable:

Regular Full Time: XX New Hire:
Regular Part Time: Rehire:
Temp Full Time: Termination: XX
Temp Part Time: Promotion: Voluntary
Seasonal Hire: Transfer:
Replaces position Demotion:
Name Reclassification:
New Budgeted Position

Other:

Funding: 2300 - 136 - 420200 - 111 Percent 100 New Account
Percent Split Account

[Signature]

Elected Official/Department Head Date 07/14/2026

Section 2

Human Resources: Finance:

Note: Note:
[Signature] Director 07/16/26 Date

H.R. Comments: Commissioner's Action
 Approve Disapprove

Chair [Signature]
Member [Signature]
Member [Signature]

Date entered in payroll
Clerk & Recorder - original
Human Resources - canary
Auditor - pink
Department - goldenrod

YELLOWSTONE COUNTY
PERSONNEL ACTION REPORT

JUL 16 2026

Section 1

Section 1 is to be completed by the initiating department for recommended personnel changes

Name: Mike Powell Effective Date: 7/24/26
Current Title: GIS MANAGER Gr. I Salary \$ 94,450.51
Title Change: _____ Gr. _____ Salary \$ _____

Check as Applicable:

Regular Full Time: ☒ _____ New Hire: _____
Regular Part Time: ☐ _____ Rehire: _____

Temp Full Time: ☐ _____
Temp Part Time: ☐ _____ Termination: ☒ VOLUNTARY

Seasonal Hire: ☐ _____ Promotion: _____

Replaces position _____ Transfer: _____
Name _____

New Budgeted Position _____ Demotion: _____

Other: _____ Reclassification: _____

Funding: 6040 - 400 - 500300 - 111 Percent 100% New Account _____
Percent _____ Split Account _____

Derek Yeager _____
Elected Official/Department Head _____ Date 7/14/26

Section 2

Human Resources: _____ Finance: _____

Note: _____
Jim Geller 7-15-26 _____
Director Date
Jul Jones 7-16-26 _____
Director Date

H.R. Comments: _____
Commissioner's Action
Approve _____ Disapprove _____

Chair MM _____
Member MM _____
Member MM _____

Date entered in payroll _____
Clerk & Recorder - original _____
Human Resources - canary _____
Auditor - pink _____
Department - goldenrod _____

JUL 22 2026

YELLOWSTONE COUNTY
PERSONNEL ACTION REPORT

Section 1

Section 1 is to be completed by the initiating department for recommended personnel changes

Name: Dylan Council Effective Date: 07/16/2026
Current Title: Deputy Sheriff/Diff Gr. Salary \$ 37.17
Title Change: Corporal Gr. Salary \$ 38.99

Check as Applicable:

Regular Full Time: XX New Hire:
Regular Part Time: Rehire:
Temp Full Time: Termination:
Temp Part Time: Promotion: XX
Seasonal Hire: Transfer:
Replaces position Demotion:
Name
New Budgeted Position

Other: remove diff XX Reclassification:

Funding: 2300 - 132 - 420150 - 111 Percent 100 New Account
Percent Split Account

Robert Miller 07/16/2026
Elected Official/Department Head Date

Section 2

Human Resources: Finance:

Note: 7-20-26 7-21-26
Director Date
Director Date

H.R. Comments: Commissioner's Action
Approve Disapprove

Chair ML
Member ML
Member ML

Date entered in payroll
Clerk & Recorder - original
Human Resources - canary
Auditor - pink
Department - goldenrod

B.O.C.C. Regular

1. a.

Meeting Date: 07/28/2026

Title: Board Minutes

Submitted By: Erika Guy

TOPIC:

Board Minutes - County Water District of Billings Heights June 2026 Minutes

BACKGROUND:

See Attached

RECOMMENDED ACTION:

File

Attachments

6.17.26

6.30.26

6.24.26



COUNTY WATER DISTRICT OF BILLINGS HEIGHTS

Board Meeting Minutes

DATE: June 17, 2026, 6 pm

Board Room, County Water District of Billings Heights, 1540 Popelka Dr.

The Pledge of Allegiance was led by Director Erpenbach, and the meeting was called to order by President Essman. The roll was called by Board Secretary Bakker. Directors Ellis, Ewalt, Erpenbach, Grave, Kary and President Essmann were present and a quorum was established. Also present were Interim General Manager Blaine Oborn, Board Secretary Carolyn Bakker. Members of the community present included Evelyn Pryburn of the Yellowstone County News and Mark Koerber. Joining the meeting via Zoom was Michael Miller, Bret (No last name given) and "Spamjealousisafraud".

President Essmann noting that the community members present had attended meetings previously, dispensed with reading the description of how the meeting would be conducted. He went on to report to the group that he did an interview with Q2, a local television station, regarding the pending rate increase. The interview would be on the evening news. Additionally, he reported that he had attended the exit interview with the auditors. They will give a formal presentation of the audit results this fall once they have completed their analysis.

President Essmann asked the attendees if wanted to make a public comment. No one accepted his offer.

APPROVAL OF AGENDA

Director Kary made a motion to amend the agenda to move the Resolutions regarding Stifel and Paychex to New Business, immediately after the Board election. Director Ellis seconded the motion and the motion passed unanimously. Director Kary made a motion to amend Agenda Item 12c to remove the language "adopt draft employment contract proposal". Director Graves seconded the motion and the motion to amend passed unanimously. Director Kary made the motion to approve the amended Agenda, the second was made by Director Ewalt. The motion was passed unanimously.

APPROVAL OF MINUTES

Director Ellis made the motion to approve the minutes of Regular Meeting, May 20, 2026, the Special Board Meeting, June 2, 2026, and the Executive Session, June 9, 2026. Director Erpenbach seconded the motion and the motion passed unanimously.

MANAGER'S REPORT

IGM Oborn went through the key points of his written report. He began with an update on the water leak that had just occurred and that Assistant GM Simpson was on the site supervising the repair. Director Ewalt asked if the repair would be completed quickly as that particular pipe feeds important water tanks and an extended disruption of water to those tanks would be a major issue. Director Ellis asked if this new leak was included in the current water loss amount of 37%.

Director Ellis mentioned that she didn't know about the convenience fee assessed when a customer uses a charge card to pay their bill and that budget billing was an option. She wanted to know how this information is communicated to the customer. IGM Oborn replied that the 3% fee offsets the processing fees charged by the credit card processor. Director Ellis asked if the billing system could include that information. It was suggested that that information could be added to the "News" section on the website and possibly on a FAQ page. The current website doesn't accommodate adding custom pages, but a new website could.

IGM Oborn had asked the staff how budget billing is handled. The staff sets up the budget billing for customers that have requested it in January each year. They do this at no charge. The consumer also has the option to set up automatic payments online, but there is a \$1.95 charge. Director Kary asked if it was necessary that the program was only offered in January. It was the consensus that being more flexible in setting up budget billing accounts would be better customer service. IGM Oborn offered to explore that option.

President Essmann updated the Board on the Capital Improvements project. He reported that he had delivered the data flash drive from Interstate to Morrison-Maierle. Morrison-Maierle reported that they won't be able to use as much of the data to build the modeling. They will have to build the database from scratch. Director Ewalt asked if the CIP report would include the upsizing of pipe.

IGM Oborn reported that the payment of Interstate Engineering invoice is still pending. He has requested itemized detail of invoice in question. IGM Oborn is also trying to assure that this is the final bill.

President Essmann asked if the District has a system that tracks customer calls. IGM Oborn is looking for a system that would do that and software to track work orders. Essmann asked if an update could be included as a report on the July agenda.

Director Ewalt expressed his appreciation of the Managers report layout. The color coding is very helpful.

CONSENT AGENDA:

- Monthly Financial Reports
 - Balance Sheet
 - Revenue YTD Actual vs Budget
 - Expenditures YTD Actual vs Budget
 - Investments
- Stifel Statement
- Montana Board of Investment (STIP)
- Payment of Bills
 - Previously approved and paid bills

Director Ewalt made the motion to approve the Consent Agenda, Director Kary seconded the motion. During the discussion of the Consent Agenda, Director Ellis asked if the Service Line Fees category on the Revenue Statement included the Development Fees. IGM Oborn replied at this time it does, and that he was continuing to break out items as he goes through the accounting system. President Essmann agreed that the Service Line Fee should be tracked and set aside to pay for the repairs on a pro-active basis.

Director Ewalt mentioned that in the packet, the Paid Bills report was for the wrong month. IGM Oborn acknowledged that, and that the correct report was posted in the "Other Docs" section for the meeting. Director Ewalt raised the question about an invoice that appeared in both reports. It looked like a duplicate payment. IGM Oborn is looking into it to make sure that that didn't happen. President Essmann mentioned that one of the recommendations that the Auditor made was that the Board modifies its payment approval process to approve the written checks rather than the invoices to avoid duplications. The motion to approve the Consent Agenda passed unanimously.

There was no Old Business on the agenda.

NEW BUSINESS

RESOLUTION TO AUTHORIZE PRESIDENT TO APPOINT A THREE-PERSON COMMITTEE TO REVIEW EMPLOYEE POLICIES MATTERS WITH THE GENERAL MANAGER

Director Kary asked if a Resolution was necessary for the President to appoint a committee. President Essmann explained that in this instance and for transparency, that a Resolution was appropriate and in alignment to recommendations made in the Organizational Analysis Report. IGM Oborn had made a request to have the committee's help and since this would have a direct impact on the day-to-day operations, having the Board on record would be prudent.

Director Ewalt made the motion to the approve the Resolution to Authorize President to appoint a three-person Committee to review Employee Policies matters with the General Manager and Director Graves seconded the motion. Director Ellis then made a motion to amend to re-constitute the original committee since a lot of the issues being reviewed are part of the Employee Manual that the committee had worked on. Director Ewalt seconded the amendment. Director Ewalt expressed his opinion that appointing the same committee members would be valuable since they are familiar with the subject matter. Director Ellis mentioned that Director Erpenbach's knowledge of employment law was an asset to the committee. The original committee members were Director Erpenbach, Ellis and Kary. A verbal vote was taken on the amended resolution, and the vote was split 3-3. Directors Ellis, Ewalt and Erpenbach voted yes, and Graves, Kary and Essmann voted no. Prior to the vote on the original Resolution, Director Ewalt asked President Essmann to let the group know who he was appointing to the committee. President Essmann stated that he will ask for volunteers and then make his appointment within 24 hours as has been the normal practice. President Essmann then conducted a roll call vote on the original resolution. The Resolution as originally drafted passed unanimously.

RESOLUTION FOR BUDGET AMENDMENT FOR FY26

IGM Oborn reported that he reviewed the 2026 Budget against the actual revenue and expenses for Fiscal Year 2026 and has created a report with recommendations to adjust the budget. He explained that this process is to "True-up" the budget. This adjusts the budget for changes in the budget. He recommended that this be done on a quarterly basis in the future. This would help the Board see trends as they are happening and adjust accordingly. The report shows the estimate for FY 2026, the original budget and the amount of amendment to the budget. The adjustment to Revenue was decreased by \$905,318 and Expenditures increased by \$492,182.

Director Kary made a motion to approve the Budget Amendment and Director Erpenbach seconded the motion. Director Ewalt recommended that the Resolution specifies the dollar amount of the changes being made. Director Ellis suggested that attaching the report would fulfill the need to disclose the amount. Director Kary removed his motion. IGM Oborn told the Board that he would recommend making the adjustment in the current year, rather than in the next fiscal year. Director Erpenbach made motion to approve the Budget Amendment and Director Ellis seconded the motion stating her opinion that it was important to pass this resolution at this time. Director Ewalt again stated his recommendation that the Resolution includes the specific dollar amounts. President Essmann made a motion to amend the resolution to include the decrease in revenue of \$905,318 and increase of expenditures of \$492,182. Director Ellis seconded the motion. The amendment passed. The Amended Resolution was passed unanimously.

RESOLUTION TO OFFER POSITION OF GENERAL MANAGER TO BLAINE OBORN, ADOPT DRAFT EMPLOYMENT CONTRACT PROPOSAL, AND AUTHORIZE PRESIDENT TO APPOINT A THREE-PERSON COMMITTEE TO NEGOTIATE TERMS OF CONTRACT WITH MR. OBORN.

Director Ewalt made the motion to approve the Resolution to offer the position of General Manager to Blaine Oborn. Director Kary seconded the motion. President Essmann expressed his appreciation for IGM Oborn's efforts and his willingness to coordinate with the Board. Director Ellis commended IGM Oborn's efforts in managing the Rate Increase and his professionalism in handling the negative feedback that has been received from the customers. There was a discussion about timing of getting the contract negotiated in a timely manner and through the necessary process of approving the contract. A recommendation was made to designate the Negotiation Committee for that evening so the committee can get meeting times arranged.

President Essmann recessed the meeting for five minutes. When the meeting reconvened, President Essmann made the committee assignments. The Employee Manual review committee was Directors Ellis, Erpenbach and Kary. The Contract Negotiation committee will be Directors Graves, Ewalt and Kary if resolution passes. The vote to offer the position to Blaine Oborn passed unanimously.

ELECTION OF BOARD OFFICERS FOR FY27

Director Ewalt made a motion to retain the current slate of officers of Jeff Essmann as President and Doug Kary as Vice President. Director Graves seconded the motion. A voice vote was taken and passed unanimously. President Essmann thanked the group for their support.

STIFEL RESOLUTION

Director Ellis made the motion, seconded by Director Erpenbach. Passed unanimously.

PAYCHEX RESOLUTION

Director Ellis made the motion, seconded by Director Graves. Passed unanimously.

ITEMS FOR FUTURE BOARD MEETINGS

June 24 meeting:

- Rate hearing
- GM Contract
- FCS Presentation

Director Ellis asked that the following items be added to the July regular meeting.

- Budget billing plan and resolution

- Tracking calls
- Time keeping for payroll
 - Website report
 - Auditor report- Sept or October
 - Director Ewalt asked for clarification on Fuel program Circle K fraud prevention question and how it is resolved. Asked to be added to July manager's report.

ANNOUNCEMENTS:

Rate Hearing, June 24, 2026, 6 pm
Board Meeting, July 15, 2026, 6 pm

Meeting was adjourned at 7:47 pm.


Carolyn Bakker, Board Secretary



COUNTY WATER DISTRICT OF BILLINGS HEIGHTS

Special Meeting- MINUTES

Tuesday, JUNE 30, 2026 6 PM

Board Room, County Water District of Billings Heights, 1540 Popelka Dr.

The meeting was started with the Pledge of Allegiance and was called to order at 6 pm by President Essmann. Board Secretary Bakker called the roll. Directors Ewalt, Erpenbach, Kary, Graves and President Essmann were present, Director Ellis as excused. A quorum was established. Also present were IGM Oborn, Assistant Manager Simpson and Board Secretary Bakker. Evelyn Pyburn (Yellowstone County News) was present in person and "Thing 1" via Zoom.

President Essmann dispensed with the reading of the Conduct of the Meeting as the attendees had attended multiple meetings in the past. He asked for any public comment, and no one came forward.

Approval of Agenda: Director Kary made the motion to approve the Agenda and Director Ewalt seconded the motion. The motion passed unanimously.

New Business

General Manager Employment Agreement (pg 3)

Exhibit A- Job Description (Pg 10)

00X-26 RESOLUTION FOR THE EMPLOYMENT OF GENERAL MANAGER (Pg 2)

Director Kary made the motion to adopt the proposed resolution for the Employment of General Manager and Director Erpenbach seconded the motion. Director Kary made a motion to amend item 9b of the Employment Contract that described the "Vehicle Allowance" to add the sentence "Including being on call." to the section. Director Graves seconded the amendment to the resolution. The motion passed unanimously.

Director Kary made a motion to amend the Employment Contract, Section 11c to change the allowance from \$7500 to \$8300. Director Graves seconded the motion to amend. The motion to amend passed unanimously.

Director Kary made a motion to approve the Employment Agreement as mended. Director Ewalt seconded the motion. A voice vote was conducted. The motion passed 5-0.

President Essmann and the members of the Board offered their congratulations to General Manger Oborn.

President Essmann asked the Board for suggestions of items to be included on the July 15 agenda. Suggestions included:

- **Bank Services Request for Quote (RFQ)**
- **Migration of Website to new format**
- **Report on updates to the Employee Handbook**
- **Update on Leak Detection Findings for Ecologics**
 - The Board asked AM Simpson to send them a link to the current findings.
- **Audit Report**

Announcements:

Next Board Meeting: July 15, 2026, 6 PM

President Essmann adjourned the meeting at 6:17 pm.



Carolyn B. Bakker, Board Secretary



COUNTY WATER DISTRICT OF BILLINGS HEIGHTS

Rate Increase Public Hearing- MINUTES

Wednesday, June 24, 2026, 6 PM

Board Room, County Water District of Billings Heights, 1540 Popelka Dr.

The Pledge of Allegiance was led by Director Graves and President Essmann called the meeting to order at 6 pm. Board Secretary Bakker called the roll. Directors Ellis, Ewalt, Erpenbach, Kary, Graves and President Essmann were present and a quorum was established. Interim General Manager Oborn, Assistant Manager Simpson and Board Secretary were also in attendance.

Thirty-nine community members were in attendance in person and nine joined via the Zoom connection. The complete list of attendees is attached at the back of the minutes.

President Essmann welcomed the guests and read the instructions on the conduct of the meeting. To accommodate the number of people who may want to offer comments he announced that comments would be limited to two minutes.

President Essmann asked the guests if there was anyone who wanted to comment on a non-agenda item. No one came forward.

Approval of Agenda

Director Ewalt made the motion to approve the agenda, and Director Kary seconded the motion. The motion passed unanimously.

New Business

Public Hearing regarding Proposed Water Rates Presentation *CWDBH 2026 Rate Study Report (Pg 3)*

Chris Gonzales of FCS presented an overview of how the proposed rates were calculated. He explained what things go into consideration when creating the recommendations for water rates. Besides the cost of water, the rates must be sufficient to cover reasonable operation and maintenance, administrative costs, debt principal and interest payments, reserves to cover required maintenance and payments of rates, fees and charges levied by the water supplier. In preparing a forecast of the District's needs for funding, the study takes into

consideration annual customer growth, baseline revenue forecast, operation expense forecast, expense inflation, existing debt service and the reserve target.

Following Mr. Gonzales' presentation, he and the Board answered questions from the guests.

Tom Roberts asked if the District actively utilizes grants and State Revolving Loans in funding projects. President Essmann reported that the District is pursuing those forms of funding. He explained the process of applying for those programs includes extensive engineering reports. An updated Capital Improvement Plan is being prepared for use in the applications.

Melinda Nelson asked about how non-revenue water leaks are found. Specifically, she wanted to know why the Main Street leaks were not detected sooner. President Essmann explained that some leaks are difficult to detect. Leaks don't always show themselves on the surface. Leak detection programs are being put into place to improve detection of leaks. Director Ewalt explained the timeline of the major leak on Main. The leaks showed up over several months. Initially, it was thought that the increase in water being billed by the city was a meter issue. After several months of investigation, it was determined that the meter was operating correctly, and the city had actually underbilled the District. Shortly after that determination, the actual leak was located and repaired due to the Board passing emergency measures to hire expert assistance.

Karl Miller wanted to know if the water pressure fluctuates during the year. IGM Oborn replied that the pressure is modified throughout the year. It goes up during the summer where usage triples. The increase in pressure is needed to ensure that fire suppression efforts have sufficient water supply.

Luke Houghton asked if the capital improvements would need to be completed prior to consolidation. Director Ewalt stated the talks are ongoing with the City to explore the possibility of consolidation. Recent changes in personnel at the City had delayed the process.

Jim Lilly asked how the District's rates compare to city rates? Director Ewalt explained that City has been adding the cost of the Westend water plant over several years to its customers. Under the existing contract from 1989 the City couldn't charge the District for the water plant until it was nearing completion. The District buys water from the City and will benefit from the new water plant. The District is now being charged for that plant.

Mr. Lilly asked if there were other options for buying water. President Essmann explained that getting an alternative supply of water is extremely expensive, gaining water rights is not guaranteed and building a water treatment plant was an expensive and lengthy process.

Ming Cabrera commented that he agreed that the rates need to go up. He stated that he felt that the IGM was being paid too much and that the staff had not been given raises.

Kathy Stevenson asked for more information on whether the District was going to consolidate with the City and what is the process of consolidating? President Essmann said that it is was a long process to go before consolidation would be a possibility. The City staff in the past has stated the city would like the district to make the decision via a vote of its customers.

Melinda Nelson came to the podium and rather than making comments on the evening's topic, made a political statement. President Essmann invited her to stay on topic or sit down. She declined. President Essmann called a brief recess to deal with the situation.

President Essmann called the meeting back to order and public comment continued. Renee Clampett wanted to know why the District existed. President Essmann gave a brief history of the District.

Patrica Walters wanted to know how to get an estimate of her bill after the increase. President Essmann told her that the staff would be able to do that calculation and to just stop by the office.

Jim Lilly asked if the District's water rates are higher or lower than the City of Billings. He was told that the District's rate is currently higher, the District purchases water from the City and re-sells it to the ratepayers. He asked if the Board was leaning toward consolation. President Essmann explained that The Board has a fiduciary duty to its customers. They are in the process of getting facts that can be reviewed to help determine what is best for ratepayers in the District. Director Graves said it would be decided by a vote by the rate payers.

Kathy Matevosky asked why the District isn't already part of the City. President Essmann explained there had been an opportunity when the City of Billings annexed in the 1980's, but it wasn't done at the time.

Jacob Withham wanted to know when the hydro model for the CIP would be completed. President Essmann said that the engineering should be available in the fall. It won't detect leaks but is designed to determine the water demands for the District.

Mr. Gonzales proceeded with a brief discussion of Phase 2 of the Water Rate review process. Phase 2 of the rate study will look at categorization of accounts by customer class. Director Ellis stated that the District's operations are 55% higher than the City. She asked if Phase 2 would include meeting with the local developers in reviewing System Development fees. Director Kary asked if we are moving toward being closer to a fairer system with the proposed rates. Mr. Gonzales explained that Phase 2 will work towards moving to a fairer rate schedule where the customer classes are appropriately designed and are allocated properly according to the cost of serving each class.

Director Ewalt predicted that the district water usage will change with this current increase. Mr. Gonzales said the new usage rates will be reflected in the Phase 2 study.

President Essmann said that City PUD Meter Charges are quite low compared to those of the District which may be a result of the City's ability to rely on the District's purchases to mitigate the need for higher base charges. He suggested that the meters should provide the base line for covering bills.

Director Ellis asked a question regarding the big difference between cost of the meters. Commercial Meters are being charged at rates that supplement the residential customer. Director Ewalt asked if the 3" meters could be separated from the group that it is currently in.

00X-026 Resolution to Adopt Change of Water Rate and Fees

Director Ewalt made a motion to approve the Resolution to Adopt Change of Water Rate fees. Director Erpenbach seconded the motion.

Director Ellis made a motion to amend the Non-Residential/Commercial rate to remove tiers for commercial and adopt the option \$6.56 rate. No second was offered. President Essmann made an alternative motion to amend to \$6.03 per 1000 gallon as a flat usage rate for all non-residential/commercial customers. Director Ellis seconded the motion. Director Ewalt explained why there are tiers in the first place. Tiers were originally put in place to encourage conservation. Director Kary asked Mr. Gonzales about combining certain tiers. Mr. Gonzales

replied that conservation is difficult for typical Commercial accounts, so tiers aren't effective for that. A roll call vote was taken and the motion failed 4-2. Directors Ellis and President Essmann voting yes, Directors Ewalt, Erpenbach, Kary and Graves voting no.

Director Kary made a substitute motion to adopt a single tier rate of \$6.56 for Commercial. Director Erpenbach seconded the motion. A roll call vote was taken, the motion passed 5-1, with Director Ewalt voting no.

The Board proceeded to review and vote on each section of the proposal.

Action 1: Bulk Resale Rate

Motion to approve the bulk rate of \$8.79 was made by Director Ewalt, seconded by Director Erpenbach. President Essmann recused himself from voting on this motion as he owns a Bulk Resale business that competes with the Bulk Resale business customers of the District. The motion passed 5-0, with President Essmann recusing himself.

Action 2: Approval of:

- **Residential Meter Charges & Residential Usage**
- **Non-Residential**
- **Irrigation**
- **Commercial as amended**

Director Ellis made the motion to approve the proposed rates for Residential Meter Charges, Residential usage Charges, Irrigation, Non-Residential & Commercial as amended. Director Erpenbach seconded the motion. Director Ewalt made a motion to amend the motion to specify a rate for a 3" meter at \$143.00. Director Ellis seconded the amendment. The motion to amend passed unanimously. The following vote on the motion as amended passed unanimously.

**Action 3:
Fire Line Rates**

Director Kary made the motion to approve the Fire Line Rates with an addition of a rate of \$ 28.80 for a 3" fire line. The motion was seconded by Director Ellis. The motion passed unanimously.

Special Fees and Charges & System Development Fees

Director Kary made the motion to accept the Special Fees and Charges, and Director Ewalt seconded the motion. Director Ellis mentioned that

some of the fees are higher than the City and some are lower. She suggested that it may be a good idea to adjust those rates in the future to more closely follow the current formula of being 55% higher than the City. President Essmann suggested that that could be addressed in Phase 2. Director Kary asked if there was any specific data supporting the fees that are being charged. IGM Oborn explained that the fees are estimated due to the lack of tracking of time and expenses related to service calls, etc. President Essmann stated that the Board should work towards having the capability of tracking such things to ensure that the staffing levels are appropriate. The motion passed unanimously

Director Kary made the motion to pass the Resolution to Adopt Change of Water Rate and Fees as amended. Director Graves seconded the motion. The motion passed unanimously.

President Essmann made the announcement that the next Board meeting was scheduled for July 15 at 6 PM. He then requested that room be cleared of everyone with the exception of members of the Board and the Board Secretary as the Board was going into an Executive Session to discuss potential litigation, of which he had recently become aware. No action would be taken during the Executive session.

The executive session ended at 8:50 pm and the meeting was adjourned.



Carolyn B. Bakker, Board Secretary

B.O.C.C. Regular

1. b.

Meeting Date: 07/28/2026

Title: Board Minutes

Submitted By: Erika Guy

TOPIC:

Board Minutes - DUI Task Force July 2026 Minutes

BACKGROUND:

See Attached

RECOMMENDED ACTION:

File

Attachments

Board Minutes



Yellowstone County DUI Task Force
PO Box 20982
Billings, MT 59104

Yellowstone County DUI Task Force AOD Symposium Planning Committee
Meeting Minutes
July 16, 2026

Present: Andy Beach, Kevin Holland, Brandon Ihde, Monty Wallis, Ben Milam, Bob Drake, Andrew Loken, Haley Swan, Travis Syvester, Darla Tyler-McSherry.

Brandon called the meeting to order at 11:04 AM.

It is noted that a correction is needed for the June meeting minutes. It should read Robert Hayes from NHTSA may be able to serve as a potential presenter for the 2027 AOD Symposium.

The group discussed the logo options that were viewed via email. The group confirmed that Choice A with the mountains is the most popular choice. We will add both dates and get this promotion out as a Save the Date post for Facebook and Instagram and have on our www.ycdutaskforce.com website as a placeholder until we are able to add content.

Darla shared information regarding costs for Pub Station rental for an after-hours event. A suggestion was made to look into the Red Door on the west end as well as the DoubleTree.

The group discussed options for Vinnie Montez. His costs are \$5,000 plus expenses for 1 night and \$6,000 plus expenses for 2 nights. The group determined we are interested in trying to secure him for an Opening keynote and mental health breakout session on one day. Darla will follow up and report back.

The group discussed sponsorship options and agreed upon the following:

Platinum Level=\$5,000

Gold Level = \$2,500

Silver Level = \$1,000

Bronze Level= \$500

Friend of the Task Force= \$250

The group agreed that the Early Bird Registration is \$250. The deadline for Early Bird is Friday, February 12. The price afterwards is \$350 per person, and Day of Event cost is \$375.

At this point, we are moving forward in keeping the event schedule as the 2025 schedule.

Darla will reach out to Sgt. Haskell from West Fargo for his presentations on Cannabis and the SRO and Drug Indicators for the Patrol Cop. Brandon saw him present at the North Dakota conference.

It was suggested to have a presentation on healthcare workers and drug use and subsequent impaired driving. Monty volunteered to follow up.

We will have the following three (3) tracks available, though participants can attend any session of their choice: law enforcement, treatment, and prevention.

Darla will also reach out to the law enforcement personnel from Seattle who presented on HGN at the North Dakota conference.

We agreed to have a panel on Day 1 that will focus on “the state of the state”. Darla will follow up with Karen on Rocky Herron availability. Andy offered to present on Excited Delirium and can submit paperwork to get POST credit approval. Darla will follow up with Jenna and Karen on presenters for cannabis and impaired driving. Other suggested topics included: a high-profile case study, a presenter from the Crime Lab on what substances they are seeing in DUIs, and Stacy Zinn.

Meeting adjourned at 11:58 AM.



Yellowstone County DUI Task Force
PO Box 20982
Billings, MT 59104

Yellowstone County DUI Task Force Meeting Minutes July 22, 2026

Present: Andy Beach, Kevin Holland, Brandon Ihde, Monty Wallis, Ben Milam, Bob Drake, Andrew Loken, Haley Swan, Travis Sylvester, Brennen Plucker, Brandon Gatlin Sam Atwood, Kacy Keith, Monty Wallis, Shaun Pisk, Jenna Solomon, Darla Tyler-McSherry. **Excused:** Kent O'Donnell, Sam Morris, Gabby Thompson.

Brandon called the meeting to order at 12:02 PM.

The Task Force received a nice hand-written thank you card from Mike Yakawich for our support for the March Against Drugs and Violence.

Members received the June meeting minutes via email. Monty made a motion to approve the June meeting minutes without changes. Kacy seconded the motion. Motion approved.

Brandon asked for any new Conflicts of Interest to disclose. None were reported at this time.

Members received the current budget reports via email. It is noted our current balance includes approximately \$2,200 we received as a portion of unused funds from other counties that do not have active DUI Task Forces. No questions were brought forward at this time.

Travis provided the social media report. There was a strong push of messages around the 4th of July, as part of the "100 Deadliest Days on the Road" campaign. They are working on content for Back-To-School campaigns as well as specific messages to appeal to the hunting community and the upcoming football season, too.

Haley reported an excellent turnout for the Laurel 4th of July parade. Haley and Brennen had their vehicles in the parade to represent the Task Force. Brandon and Haley hung our large banner at the Laurel Underpass. Travis will order another regular-sized logoed banner.

Brandon provided an update on Symposium planning progress. The Task Force voted to use the logo featuring mountains. Travis will get the Save the Date message out as soon as possible. We are currently reaching out to speakers including some people who presented at the North Dakota conference. The Planning Committee agreed on the following sponsorship levels: Platinum \$5,000; Gold \$2,500; Silver \$1,000; Bronze \$500 and Friends

of the Task Force \$250. Brennen stated that the state DRE Coordinator may be able to conduct a presentation.

The Ales for Trails event is Friday, August 28 at the Zoo. Darla will have a sign-up sheet circulating soon and/or have one at the August 20 meeting. Volunteers will have the opportunity to work 2-hour shifts in exchange for free admission. Kacy agreed to provide bottled water, and Andy will man the First Aid station next to our table. We will have the interactive Spin-The-Wheel game, our BAC spin charts, candy, and bottled water.

Our Strategic Plan was approved by the County Commissioners and submitted to the state. We will not know the status of our request for PILT funds to help support the Symposium for approximately another month.

Travis provided the Task Force with some potential options for promotional products. The group decided we are most interested in having logoed car windshield sunshades. Sam made a motion to spend up to \$1,000 for sunshades. Andy seconded the motion. Motion approved. Travis will move forward with these two (2) steps: 1) provide a design for the Task Force to consider; and 2) provide pricing information (quantity) and timeline.

The deadline for ordering products from www.sanmar.com for logoed apparel is July 31. Each Task Force member will pay for their own apparel, and the Task Force will pay to have our logo applied. This is a voluntary project.

The Coordinator contract discussed was tabled until the August meeting.

Brandon asked for a motion to adjourn. Kacy motioned to adjourn. Andy seconded. Motion approved.

Meeting adjourned at 12:50 PM.

B.O.C.C. Regular

Meeting Date: 07/28/2026

Title: YSC South Central Regional Juvenile Detention Grant - FY27 Special Conditions

Submitted By: Anna Ullom, Senior Accountant

TOPIC:

Youth Services South Central Regional Juvenile Detention Grant for FY2027 - Special Conditions

BACKGROUND:

The South Central Regional Juvenile Detention Grant for FY2027 has been awarded. Special conditions are attached and must be signed to accept the grant.

RECOMMENDED ACTION:

Sign

Attachments

YSC South Central Region Juvenile Detention Grant - FY27 Special Conditions



STATE OF MONTANA
BOARD OF CRIME CONTROL
5 Last Chance Gulch - Helena MT 59601-4178
Phone: (406) 444-3604 Fax: (406) 444-4722



**Regional Juvenile Detention Centers
State Special Conditions 2026**

1. Equipment Purchases Require Competitive Bids

Subrecipients must obtain competitive bids for equipment and awards should go to the lowest bidder. For equipment costing more than \$5,000.00, bids must be written and copies submitted with quarterly financial reports. If other than the lowest bid is accepted, a full justification must be submitted to the Board of Crime Control.

2. Award is Conditional Upon Availability of Funds

This grant award is conditional upon availability of government funds and may be reduced at any time due to budget reductions.

3. Non-committal to Future Funding

Award of this grant does not commit the Board of Crime Control to future funding.

4. Personnel Time and Attendance Records

Applicant must maintain time and attendance records to support personnel costs associated with grant project.

5. Travel Reimbursement

State rates for mileage, meals, and lodging are maximum amounts that can be charged to subgrants funded by MBCC and are subject to change.

Mileage rate effective 01/01/2025 - 12/31/2025: \$0.70 cents per mile

Per Diem Rates Effective 10/1/2024 through 9/30/2025, Updates will be available after 9/30/2025.

Meals Allowance:	In-State	Out-of-State
Morning Meal (12:01AM-10:00AM)	\$8.25	\$16.00
Midday Meal (10:01AM-3:00PM)	\$9.25	\$19.00
Evening Meal (3:01PM-12:00AM)	\$16.00	\$28.00
	\$33.50	\$63.00

To claim reimbursement for a meal, you must be in a travel status for more than 3 continuous hours within one of the time ranges. To receive the morning meal, you must leave before 7:00AM and to receive the evening meal you must return after 6:01PM.

The lodging rate is available online through the following location: https://www.gsa.gov/travel/plan-book/per-diem-rates/per-diem-rates-results?action=perdiems_report&city=&fiscal_year=2025&state=MT&zip=

Grant funds may not be used to pay for out-of-state travel without prior approval from MBCC.

Grant funds cannot be used for costs and fees associated with cancelation or changes to travel, (i.e. Airline, hotels, registration, etc.) unless approved by MBCC.

Reimbursement for lodging without a receipt will be \$12.00

Allowable expenses include emergency working supplies, taxi fares, and business telephone calls. Paid receipts must support individual expense items of \$25.00 or more.

AB

Special Conditions

6. Consultants Maximum Rate

The maximum rate for consultants is \$650.00 (excluding travel and subsistence costs) for an eight (8) hour day. An 8-hour day may include preparation, evaluation and travel time in addition to the time required for actual performance. Prior approval is required by MBCC for a rate exceeding \$650 or \$81.25 per hour.

7. Project Income

The subrecipient agrees that all income generated as a direct result of this award shall be deemed program income. All program income must be accounted for and used for the purposes under the conditions applicable and must be used to further the objectives of the program or deducted from the total project costs for the purpose of determining the federal share of costs. Further, the use of program income must be shown on the quarterly Financial Status Reports.

8. Quarterly Progress and Financial Reports

Quarterly progress, financial, narrative and statistical reports, in a format required by MBCC are required for calendar quarters ending September 30, December 31, March 31, and June 30. These reports are to be received by the Montana Board of Crime Control within 15 days following the end of the calendar quarter. Subrecipients who fail to submit reports by the due date will be subject to the following:

FIRST LATE REPORT: Subrecipient will be notified to cease all expenditures of grant funds until the reports are submitted.

SECOND LATE REPORT: The grant will be cancelled. The project director must appear before the Application Review Committee and petition to get the grant reinstated.

9. Consultant Services

Consultant services provided by consultants employed with profit, nonprofit, and not-for-profit organizations are subject to competitive bidding procedures. Contracted services provided by other types of organizations may also have restrictions. Please check with MBCC staff prior to committing grant funds.

10. Successful Progress, Subcommittee Appearance

Subrecipient may be required to appear before a subcommittee, at the Board's discretion, to explain their progress towards successful implementation of the grant.

11. Reversion of Un-obligated Funds

Any funds not properly obligated during the grant period shall lapse and revert to the Montana Board of Crime Control.

12. Cancellation of Award

COMMENCEMENT WITHIN 60 DAYS. If a project is not operational within 60 days of the original start date of the award period, the subrecipient must report by letter to MBCC the steps taken to initiate the project, the reasons for delay, and the expected start date.

OPERATIONAL WITHIN 90 DAYS: If a project is not operational within 90 days of the original start date of the award period, the subrecipient must submit a second statement to MBCC explaining the implementation delay. Upon receipt of the 90-day letter MBCC may cancel the project. MBCC may also, where extenuating circumstances warrant, extend the implementation date of the project past the 90-day period. When this occurs, the appropriate subrecipient files and records must so note the extension.

13. Approved Application

Grant funds may be used only for the purposes in the subrecipient's approved application. The subrecipient shall not undertake any work or activities that are not described in the grant application.



Special Conditions

14. Responsibility of the Project

Responsibility for the day-to-day conduct of the project rests with the subrecipient. This specifically includes operations, data collection, analysis and interpretation.

Responsibility for the general oversight and redirection of the project, if necessary, rests with MBCC. MBCC will review and approve all activities in the requirements under the various stages, as approved in this award.

15. Subrecipients With No Procurement Policies

Subrecipients that do not have established procurement policies and procedures must use the established State of Montana procurement process. If a subrecipient chooses to use the State procurement policy, it must be documented within the subrecipient's own policies. The procurement guide, forms and templates are located at the following: <https://spb.mt.gov/Procurement-Guide>. Below is the value threshold for the types of purchases or contracts used.

Small Purchases: Less than or equal to \$5,000; simple market research. Choose technique that best meets subrecipient needs. Follow prudent purchasing practices (competitive quotes where practical).

Limited Solicitation: Purchases greater than \$5,001 - \$25,000 for services, or up to \$50,000 for supplies. Must be documented using the Limited Solicitation form. Must be awarded to the lowest acceptable quote if cost is the only consideration.

Formal Bids & Proposals: Over \$25,001 for services, or over \$50,001 for supplies.

Note: All values are based on total contract value

Example: Subrecipient enters into a 2-year service agreement for \$4,000 a year. This agreement constitutes a total contract value of \$8,000 and would have to go through the limited solicitation process.

16. Subrecipients Agrees to Provide Requested Documentation

The recipient agrees to promptly provide, upon request, financial or programmatic-related documentation related to this award, including documentation of expenditures and achievements. The recipient understands that it will be subject to additional financial and programmatic in-depth or on-site monitoring, which may be on short notice, and agrees that it will cooperate with any such monitoring. The recipient agrees to develop or maintain effective internal controls to manage federal awards (see 2 C.F.R. 200.303) and effective financial management policies and procedures to manage federal awards (see 2 C.F.R. 200.302).

17. Requests for Project Period Extensions and Final Budget Modifications

Including but not limited to no-cost extensions, must be submitted to MBCC at least thirty (30) days in advance of the project period end date indicated in the award letter. Any such requests received after this deadline may not be approved and result in denial of the extension or modification request.

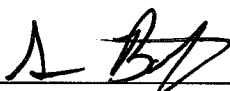
I, as authorized representative of the above grantee agency, hereby signify acceptance of the above special conditions.

Agency Ted Lechner Youth Services Ctr

Amplifund Award Number 27-L01-2635

Title Director

Printed Name Sam Bofto

Signature 

Date 7-20-24