

City Council Work Session

5:30 PM
Council Chambers
April 4, 2016

ATTENDANCE:

Mayor/Council (please check) x Hanel, x Cromley, x Yakawich, x Cimmino, x Brewster, x McFadden, x Friedel, x Swanson, x Sullivan, x Clark, x Brown.

Mayor reverses order of #1 and #2.

ADJOURN TIME: 10:50 p.m.

Agenda

TOPIC #1	Complete Streets
PRESENTER	Candi Millar – Planning Director
NOTES/OUTCOME	

- Candi Millar: studies underway that will give us more data about usage. Bike and Trail Master Plan is being updated for the 4th time. Policy initially requested by healthcare facilities. Complete street policy meets needs for all users, not just about peds and bikes. Complete streets policy separates motorists from peds and bikes and that helps safety factors. Policy is very flexible. No cookie cutter streets and implementation.
- McFadden: not mentioned is on-street parking and that’s what he receive complaints on. Millar: complete streets doesn’t prohibit parking. N. 30th perfect example has parking, drive lanes and bike paths.
- Sullivan: surprised by lack of bike routes on streets. Ever not stripe a street because nearby one has less traffic? Millar: yes, complete streets will do that. Perception is that bike lanes are put everywhere and disallowing parking.
- Cimmino: counted 30 cars on Orchard. Where will residents park? Millar: complete streets isn’t perfect. There is parking, it may not be directly in front of house.
- Yakawich: complex issue. Orchard School likes the design but lots of other opponents. Will there always be public comments on street design?
- Dave Mumford, Public Works Director: always have public input when street design changes. No parking spaces have been eliminated due to bike lanes except for Poly, Lewis & Rimrock where turn pockets were implemented. Clark challenges. Lewis homeowners asked City to slow traffic without spending money. Multimodal streets did not exist until 10-12 years ago.
- Cimmino: clarify that Orchard Lane residents are fine with bike lanes, they are concerned with center lane. Amazing progress by everyone with bike paths.
- Sullivan: cost of complete streets? Mumford: wider sidewalk, bike trail is \$280,000/mile but they’re on projects that cost millions per mile. Long term maintenance is becoming more of a problem than construction.
- McFadden: clarify amount of \$280,000/mile. Mumford: asphalt, striping and signage.
- Clark: on Council during Lewis hearings and striping did not occur. 2nd time, no hearing. Mumford: Lewis was getting dangerous, so striping was implemented. Hearings were about slowing down traffic, not about striping. Tina Volek, City Administrator: Federal Law changed and allowed the City some options.

- Hanel: Thanks Mr. Mumford and Ms. Millar for their hard work. Paths have created safer use for everyone.
- Mumford: Budget allows for ADA ramps and City has been proactive program of funding improvements.
- Clark: Federal Government sued City to get it done.
- Brown: was confused about how the policy is implemented. A lot of the dissension is lack of communication. How do we better get the message out? Mumford: agree that communication is a problem. Try to reach residents as we're doing their road, not enough proactive. Millar: extensive public outreach when we plan.
- **Public Comment:**
- Julia Kehoe: 3514 3rd Ave. S., Billings, MT - Jesuit volunteer, simple living on small monthly stipend. Rely on legs and bikes for transportation. Design streets with all users in mind.
- Michele Zahn: 220 S. 29th St., Billings, MT - can't drive, so I walk a lot. 15-20 miles/week. Need to address basic needs, including transportation that includes peds and bikes. Lighting and sidewalks need to be improved. Very dangerous to walk to Albertsons near Underpass. Hanel: MDT is aware of Underpass issue and is being addressed.
- Roger Williams: 2512 Irving Place, Billings, MT - power chairs and scooters advanced tremendously. Intersection ramps big improvement. Can get almost anywhere in Billings within 30 minutes on bike and feel safer every year.
- Laure Keating: 3514 3rd Ave. S, Billings, MT - Jesuit volunteer, works at Center for Children and Families. Large population of people that cannot drive, including children, need better road structure.
- Victoria Neary: 4560 Toyon, Billings, MT - March 11, 2011 struck by vehicle on Grand Ave. Current street system puts pedestrians at risk. Community is obligated to implement complete streets for safer City.
- Brian McHugh: 963 Dixon, Billings, MT – Geologist with Consulting Engineering Company downtown, rode bike over 150 times to work last year. Much better over the past 20 years but 6th Ave. North is a problem. Change catch basin covers to perpendicular with traffic.
- Jed Barton: 3810 Ave. D, Billings, MT - work for LIFTT. Disabled less likely to drive, so need safe ped streets. ADA accessibility makes a big difference.
- Melissa Henderson: 617 Clark Ave., Billings, MT – Healthy by Design created by Billings Clinic, St. Vincent and Riverstone Health, community coalition to promote good health. Supports complete streets. City is passionate about the program.
- Kevin Nelson: 4235 Bruce Avenue, Billings, MT – Encourages prior speaker to get involved with TIF program. #1 issue on Orchard Lane meeting was parking. 104 properties spoke against it. Doesn't think many people use bike paths for commuting due to weather issues.
- Kevin Odenthal: 139 Ave. B, Billings, MT - offended as a bike commuter when someone who doesn't ride pretends to know what I do or how I act. Appreciates City taking care of bike paths.
- Steve Ziere: PO Box 21462, Billings, MT - on behalf of SBURA. Thanks to city staff.
- Claire Oakley: 1903 Northridge Circle, Billings, MT - 30 year resident, walks from home to work, limit was -10 degrees.
- **Discussion:**
- Brewster: would like to see some changes, more flexibility, will volunteer to work with staff. City does not do enough for commuters. Would rather divert spending from some local streets and put the money in commuter routes. Would like to see discussion on wording as a future agenda item.

- Clark: agree. No flexibility even though that was discussed when policy was adopted.
- Volek: suggest work session or some other way to work on amendment language and then bring that to business meeting to allow for adequate notice for public comment.
- Brooks: if the resolution is to be amended, makes sense to discuss amendments at work session, then bring forward updated and marked-up resolution at a regular meeting.
- Volek: Millar suggested the possibility of a Council ad hoc committee.
- Hanel: suggests setting time frame for councilmembers to forward questions to staff ahead of next work session discussion, then add item to regular meeting.
- Cimmino: keep in mind that we are entering construction season and adopting budget.
- Mumford: Orchard has not been bid. Street width is fixed, so it would only be a striping change. If Council looking to make changes to Complete Streets, future projects may be changed.
- Hanel: address scheduling future discussions.
- Volek: budget discussions begin on May 2.
- Yakawich: can be added to April 18 meeting. Believes there are minor issues to discuss.
- Hanel: if no opposition, add the item to the April 18 meeting.
- Volek: will add complete streets to April 18 meeting.
- Brewster: will provide suggested changes.
- Hanel: asks for Council to provide suggestions to staff prior to April 18.

TOPIC #2	Bicycle and Pedestrian Advisory Committee Annual Presentation
PRESENTER	Ed Gulick - Chair
NOTES/OUTCOME	

- Jeffrey Butts: Introduces Ed Gulick.
- Ed Gulick: Identify barriers to bike and ped use and safety and recommend solutions. Presentation on health benefits of walking and bike use. Importance of trails and ease of use. Shows maps of paths, trails, and on-street bike paths. Discussed statistics on pedestrian accident rates.
- Kristi Drake - Vice Chair of Committee: Working with Planning Department and DBA and Parking Board on bike parking and riding lanes.
- Cromley: Committee ever stated position on Complete Streets policy? Gulick: No we have not.
- Swanson: Billings recognized nationally for biking.
- Sullivan: ped and bike accident rates: comparison cities or states? Gulick: will look into it.
- Hanel: noticed large increase in ped and bike usage. Thanked Committee for their hard work.
- Yakawich: lots of ped or bike operator errors, not drivers? Some bike lanes not cared for or used much. Too many dead-ends. Drake: main concern is safety and trails/paths.
- Clark: how do you verify counting accuracy? Announcing count dates and more people ride then? Gulick: infrared counters used to count trail usage/popularity. Butts: multiple sensors on some trails to understand trail usage. Permanent counters track directional useage.
- Sullivan: need baseline counts to set future policy, for example how many every day commuters.
- **Public Comment:**

- Kathy Arogon: 645 O'Malley Drive, Billings, MT - need to take care of all citizens, less focus on numbers, even one accident is too many.
- Kevin Nelson: 4235 Bruce Avenue, Billings, MT - City's striping policies create more dangers and reduce usage. Should use sidewalks/bike paths, not streets.
- Kevin Odenthal: 139 Avenue B, Billings, MT - disagree with speaker. Rides Lewis to work. Need to be even more careful on sidewalk than on street.
- Ed Gulick: 3015 10th Ave. N, Billings, MT - speaking as citizen, it is illegal to ride on sidewalks in any commercial district. Actually more dangerous to ride on sidewalks than on street. Friedel: since implementation of Complete Streets, accident total has doubled. Reason? Gulick: increased number in people using bikes. Rates tend to decline as vehicle drivers get used to bikes.
- Brown: striping every street reasonable? Gulick: not residential streets, just collector streets.
- Butts: will send the bike/ped plan to all Councilmembers.
- Dick Spaulding: 43 Heatherwood Lane, Billings, MT - long term bike rider. Appreciate striping on streets.
- Karen Sanford Gall: 3110 E. MacDonald, Billings, MT - concerned when people start blaming peds and bikers. All users need to be more careful. Hanel: thanks Ms. Sanford-Gall for her hard work with Big Sky State Games.

TOPIC #3	MET Route and Schedule Changes, Fare Adjustments
PRESENTER	Kevin Ploehn – Director of Aviation & Transit
NOTES/OUTCOME	

- Kevin Ploehn: financial situation isn't good. Need to make changes before asking for more money. May 23 public hearing for schedule and fare changes.
- Jim Perez, MET Transit Manager: Will conduct public hearings and have handouts on buses. Will implement fare changes on July 1 and schedule changes on August 1.
- Debra Hagel, Transit Planner: PowerPoint presentation on service changes

Service Enhancements Overview

- ▶ All service enhancements are cost neutral
- ▶ Eliminate routes 2, 4, 6, 8 as they are unproductive routes.
- ▶ The eliminated miles & hours will enhance service on the following routes:
 - ▶ Route 5 Grand – realign service to Shiloh Road
 - ▶ Route 7 Broadwater – realign service to Shiloh Road
 - ▶ Route 10 Southside - Realign & extend service hours
 - ▶ Route 13 Westend – Realign and extend service by five hours
 - ▶ Route 19 Southside Loop – Realign service
 - ▶ Increase evening service by one hour to the Heights at end of day
 - ▶ Combine T1-A & T1-B into T1 route to serve West Heights (Castlerock)
 - ▶ New Route T3 to serve the Medicine Crow Middle School East Heights community
 - ▶ New Route 24 Poly – Add all day service along Poly Drive
 - ▶ Minor schedule adjustments beginning/ending times at Transit Centers ⁵

- Sullivan: status of a downtown circulator? Ploehn: very expensive operation and don't have money right now.
- Cromley: want copy of the downtown circulator study from DBP.
- Friedel: pilot route downtown circulator?
- Cimmino: study regarding circulator? Volek: will forward study to councilmembers.
- Ploehn: looking into technology options.
- Friedel: encourage technology updates. Would like to see bus use for special events. Park and ride option? Ploehn: private sector must have 1st opportunity. Park and ride was not successful.
- Perez: PowerPoint presentation on fare adjustments

Staff Recommendation "Fare Adjustments - A Four-Year Plan"

Fare Media	Average	Existing	FY17	FY18	FY19	FY20
Adult Pass	\$38.62	\$22.00	\$26.00	\$28.00	\$30.00	\$32.00
Youth Pass (6-18 years old)	\$25.72	\$15.00	\$19.00	\$21.00	\$23.00	\$25.00
Elderly/Disabled Pass	\$20.90	\$6.00	\$10.00	\$12.00	\$14.00	\$16.00
MET Plus Special Transportation Pass	n/a	\$25.00	\$35.00	\$35.00	\$40.00	\$45.00
10-Ride Ticket	n/a	\$10.00	\$17.50	\$17.50	\$20.00	\$22.50
One Ride Ticket	n/a	\$1.25	\$1.75	\$1.75	\$2.00	\$2.25
Day Pass (NEW)	\$3-\$4	n/a	\$4.00	TBD	TBD	TBD
Average Cost Per Trip						
Adult Pass - 2 Trips Per weekday	\$0.97	\$0.55	\$0.65	\$0.70	\$0.75	\$0.80
Youth Pass - 2 Trips Per Weekday	\$0.64	\$0.38	\$0.48	\$0.53	\$0.58	\$0.63
E/D Pass - 2 Trips Per Weekday	\$0.52	\$0.15	\$0.25	\$0.30	\$0.35	\$0.40
Cash Fares		Existing	FY17	FY18	FY19	FY20
Adult	\$1.44	\$1.25	\$1.75	\$1.75	\$2.00	\$2.25
Youth	\$1.03	\$1.25	\$1.50	\$1.50	\$1.75	\$2.00
Elderly/Disabled	\$0.69	\$0.50	\$1.00	\$1.25	\$1.25	\$1.50
MET Plus	\$2.82	\$2.50	\$3.50	\$3.50	\$4.00	\$4.50

MET TRANSIT REVENUE

Estimated Revenue over the next four years - \$712,137

Use of these additional funds will assist in offsetting future fuel and wage increases

If possible, funds will also be utilized for:

- Increase Frequency and/or add later Service
- Procurement of new technologies: AVL, Tablets and/or Smart Devices for real time information on Fixed Route services
- Improve our bus stop signage and shelters
- Continue developing our website for trip planning & real-time information
- Offset local match for bus procurements

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- Yakawich: generally, increase \$.50 adult cash increase? Lower for passes? Yes.
- Hanel: has used bus system and very happy with service and drivers.
- **Public Comment:**
None

TOPIC #4	Police Body Cameras
PRESENTER	Rich St. John – Police Chief
NOTES/OUTCOME	

- St John: used cameras for 10-15 years in cars. Vehicle camera records in front of car, officer audio and back seat video. More recent events raised conversation on body cameras. Increases accountability for officers and public. Very few complaints of excessive force, none substantiated. Prevents violence, accountability, incontestable evidence and shows human side of policing. Cons are privacy concerns, limitations. Cost estimates but back office costs are difficult to ID but will be expensive. IT, storage, repairs and staff training expensive. \$150,000, one time, federal grant available for purchase due by April 27.
- Sullivan: can some officers have cameras, but not all? Yes.
- Cromley: what policies do you have for current body cams? St John: mirrors in-car policy. Turn on when in contact with others.
- Cromley: how common in cities our size? Maybe 50%.
- Cimmino: talked to officers? No. Union concerns? No. Camera on entire shift? To be decided by policy.
- Sullivan: what is best balance between equipment and officers? Officers most important. Billings police officers have good rapport with citizens.
- Hanel: does dept have cameras that officers can use for special circumstances? Yes and there are hand held cameras available.
- Cimmino: total cost? 5 year cost projection is close to \$1 million. Does not include legal staff involvement on video requests.
- **Public Comment:**
None
- Council discussion: drop it or start working toward it? Cromley: drop it for now. Brent Brooks, City Attorney: considerable time and effort researching policy for video inside homes. Brown: suggest that Legal gather other policies and share with Council as a way to start the discussion within Council. Brooks: concerned with litigation issues and staffing issues. Sullivan: think officers are more important than cameras. Brewster: we don't have the problems, so why make the investment? Friedel: look at cities that have used them for a long time, like LA. Know we don't have problems but they could develop here. Hanel: no action at this time, but would like Legal to obtain policies from other areas for review.

TOPIC #5	Donations to Private and Non-Profit Organizations
PRESENTER	Bruce McCandless – Assistant City Administrator
NOTES/OUTCOME	

- Bruce McCandless: presentation and overview of City donation policy and procedures. City donation breakdown 2009-2016. Options: no donations, don't create policy, create flexible policy, or create a private corporation-like policy.
- Clark: Park Master Plan should have been part of budget, not Council contingency. McCandless: Source of money for general fund and Council contingency are the same.
- Hanel: Council may not agree on all donations, but want to keep policy the same.
- Brown: frustrated at some past spending, but happy with current policy.

- Yakawich: like flexibility current policy provides
- Sullivan: would benefit from written policy with large donations.
- Cimmino: donation list does not show all different types of donations. Does not care for County Commissioner comparisons.
- Friedel: should have structure and guidelines.
- McFadden: new Council may not agree with current policy and just change it. Debate will occur with or without policy.
- Clark: wanted Council to discuss donations to be more thoughtful of decisions.
- Swanson: ideas on structure? McCandless: can send some info if Council chooses to adopt a donation policy.
- Brown: if Council adopts a policy, some requests would not be approved. McCandless: Council would need to stop and think about requests and if they meet all criteria.
- Cromley: policy could invite more applications and give guidelines to potential applicants. Did not agree with Riverstone Health donation. See very few organizations requesting donations. Policy may not be necessary.
- Hanel: good discussion. Opposition to leaving it as it is and discuss each request on its own merits? None.

TOPIC #6	Council Discussion
PRESENTER	
NOTES/OUTCOME	

None

TOPIC #6	Public Comment
PRESENTER	
NOTES/OUTCOME	

None

- Hanel: Annual Mayor's breakfast 6 am at Northern Hotel
- Yakawich: Thursday is Service Recognition Awards
- Volek: Robin Grinsteiner, Parks & Rec. Community Center Director, retiring.