Montana Behavioral Health Facility Site Evaluation

11/10/2025 1:08:02 PM

Introduction



Montana Behavioral Health Facility Due Diligence Questionnaire

Submission Requirements:

Local governments, as referenced in 17-5-1604, MCA, may submit proposals through this portal. Each applicant will have an opportunity to make a presentation to reviewers. Public comment on all submissions will be welcome during these presentations.

Page 1

Eligible Governmental Unit Name: Big Horn County

Contact Name: Lawrence J Killsback

Phone Number: (406) 665-9811

Email Address: lkillsback@bighorncountymt.gov

1. Infrastructure Access & Connection Cost : <u>INFRASTRUCTURE ACCESS AND CONNECTION</u> COST.docx

- Describe in detail the proximity, availability, and quantity/capacity of water, sewer, electric, and transportation infrastructure.
- Document detailed cost estimates to connect and operate referenced infrastructure.

All necessary utilities should be present, have adequate service available, and have the lowest feasible connection cost, up to and including waiving connection or other fees.

Major infrastructure missing or costly to connect will be considered negatively.

2. Acreage Available : <u>ACREAGE AVAILABLE.docx</u>

2. Acreage Available: Land1.png

• Provide site plan and other maps. 10 contiguous, developable acres with strong preference to sites allowing future expansion.

Minimum Phase 1 building footprint of 55,000 sq feet.

3. Local Government Ownership/Control: <u>LOCAL GOVERNMENT OWNERSHIP AND CONTROL.docx</u>

 Describe ownership of the proposed site and the process and timeline for transferring ownership to BOI.

Include details on any deed restrictions, lease information, or other contract terms that could impair the full utilization of the land.

- 4. Zoning & Permitting: ZONING AND PERMITTING.docx
 - Outline any zoning restrictions or permitting requirements for the site proposed for the facility.

Include estimated timelines to achieve regulatory approvals, variances, and/or annexation.

- **5. Site Suitability & Environmental Conditions :** <u>SITE SUITABILITY AND ENVIRONMENTAL CONDITIONS.docx</u>
- 5. Site Suitability & Environmental Conditions: Floodplain Map1.png
- **5. Site Suitability & Environmental Conditions :** Floodplain Map2.png
- 5. Site Suitability & Environmental Conditions: Floodplain Map3.jpeg
- 5. Site Suitability & Environmental Conditions: Floodplain-Mapping-Status-June-2024.jpg
 - Provide a floodplain map and wetland determination. Include any available environmental reports. Demonstrate that the facility is compatible with surrounding landowners. Address any remedial or site preparation concerns with estimated costs.
- 6. Community Support (Pass/Fail: 30%): LOS Commissioners.pdf
- 6. Community Support (Pass/Fail: 30%): LOS Crow.pdf
- 6. Community Support (Pass/Fail: 30%): LOS NCT.pdf
- 6. Community Support (Pass/Fail: 30%): LOS Hardin.pdf

6. Community Support (Pass/Fail: 30%): LOS LG.pdf

• Provide the adopted resolution authorizing submission. You may also include additional letters of support.

7. Workforce: WORKFORCE.docx

• Provide information on the available workforce, relevant training programs, and any applicable funding to support site evaluation.

This document was created with the assistance of artificial intelligence.

I. INFRASTRUCTURE ACCESS AND CONNECTION COST

Element	Proximity, Availability, and Capacity	Connection Cost and Feasibility
Water, Sewer, Electric, & Broadband	Essential utilities are available at or near the proposed site. Existing infrastructure has been systematically identified and confirmed to possess adequate service capacity to meet the additional demands of a correctional or behavioral health facility.	Lowest Feasible Cost: Building on county-owned land in Hardin saves the state an estimated \$30–50 million in avoided infrastructure and land acquisition costs compared to other state-owned land alternatives. This enormous saving is a direct result of existing infrastructure placement.
Transportation	The site offers excellent access, leveraging Hardin's central location near I-90 and I-94. This position is a critical logistical advantage that will cut transport costs for personnel, inmates/patients, and supplies, resulting in a lower taxpayer burden over the facility's operational life. Big Horn County Airport is located just 15 miles from Hardin and supports Montana operations, inmate transfers, patient travel, and emergency medical flights.	Cost Waiver Commitment: Big Horn County is committed to ensuring the lowest feasible connection cost, up to and including waiving county-level connection or other development fees to expedite the project.

2. ACREAGE AVAILABLE

Big Horn County offers an unparalleled advantage in acreage availability that directly translates to significant time and cost savings for the State of Montana. The county has identified over 1,000 acres of land that is not only available but is also ready for construction use, a critical factor that eliminates a major regulatory hurdle from the outset. This land is both county-owned and privately owned. Furthermore, the county has committed to facilitating the necessary land acquisition from private owners, including the donation of county land to the state or the purchase of private land to be donated to the state, thereby avoiding state land acquisition costs entirely.

This stands in stark contrast to other potential sites on state land, which, although seemingly available, would require years of environmental studies, lengthy permitting processes, and new infrastructure development, all of which would delay the project and incur tens of millions of dollars in additional costs. The immediate availability of a shovel-ready site in Hardin means that groundbreaking could occur in approximately six months, whereas other sites may take over two years to secure permits.

Location and Size: The proposed site, located in the Industrial Park, consists of over 1,000 acres of contiguous land within the City of Hardin, Montana. This size far exceeds the minimum 40 acres preferred by the Department of Public Health and Human Services (DPHHS), providing ample space for the facility, future expansion, and all necessary buffer zones.

The available site can easily accommodate the minimum Phase I building footprint of 55,000 square feet, in addition to all necessary security, parking, and administrative functions. Regarding the Site Plan and Maps, detailed site plans, topographical maps, and civil engineering schematics are available upon request and are also included in the formal submission package.

Ownership Status: The land is currently county-owned (Big Horn County). The County is committed to facilitating land acquisition at minimal or no cost to the State, and provides the option to donate the land to the State of Montana to expedite the project's start.

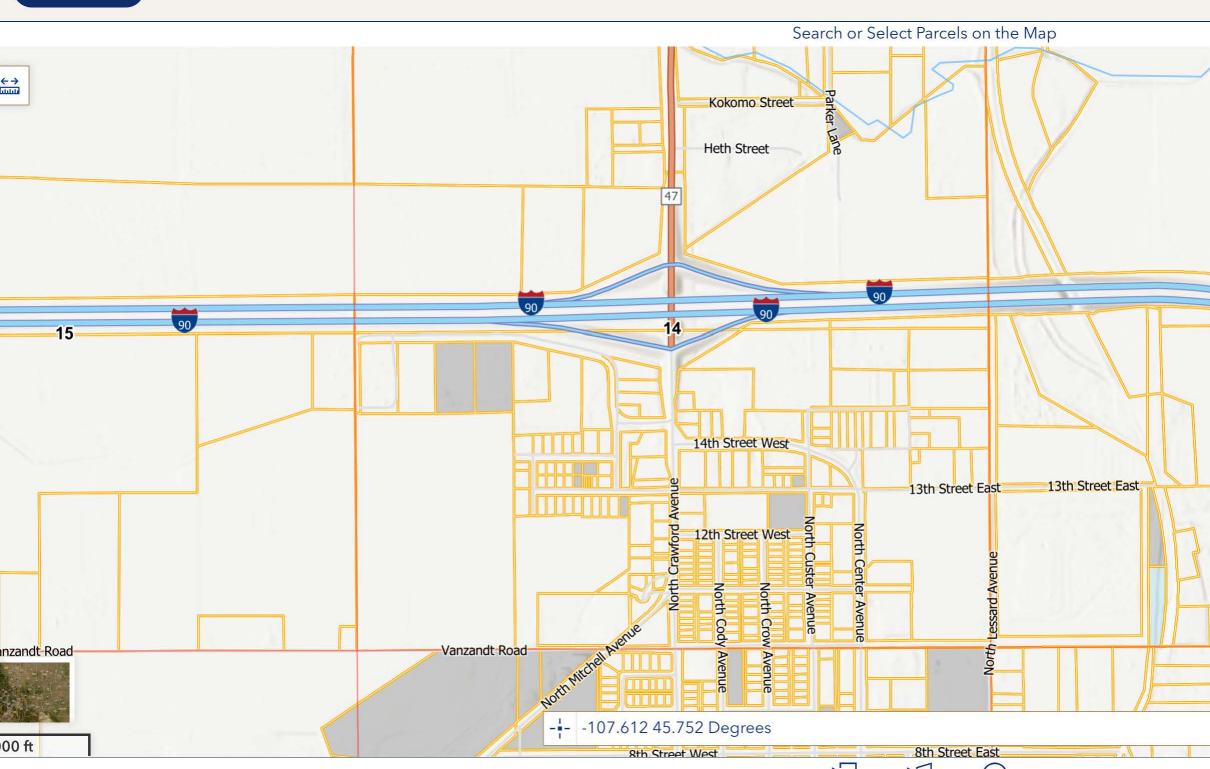
Zoning and Land Use Compatibility: The land is ready for construction. This is the single most critical advantage, as it eliminates the lengthy and contentious delays associated with zoning changes, public hearings, and local appeals, allowing construction to begin in an estimated six months.

Environmental or Topographical Considerations: The ready status of the land eliminates the lengthy delays associated with environmental reviews and infrastructure development. The site is topographically suitable for immediate large-scale construction. By utilizing pre-serviced land, the State avoids an estimated \$15–\$20 million in infrastructure costs alone.



Montana Cadastral

Map Data Sources User Guide Feedback



3. LOCAL GOVERNMENT OWNERSHIP AND CONTROL

Ownership: The proposed site is currently by both Big Horn County and private owners. The County is committed to facilitating land acquisition at minimal or no cost to the State, and provides the option to donate the land to the State of Montana to expedite the project's start.

Transfer Process and Timeline: The County is prepared to donate the land to the State of Montana (BOI/DPHHS). This transfer mechanism has been identified as a key factor in achieving a Faster Timeline, allowing the project to break ground in as little as six (6) months, versus a two-plus year permitting and leasing process often required for building on state land.

Deed Restrictions/Impairments: Our legal counsel has reviewed the deed. By choosing the donation of county-owned land or land we purchased from private owners, we avoid the complex and costly state land leasing processes and deed restrictions that previously impaired other proposed sites. There are no known deed restrictions, leases, or other contract terms that would impair the full utilization of the land for a correctional or behavioral health facility.

4. ZONING AND PERMITTING

Zoning Restrictions: The proposed site is already for site construction. This critical advantage is the single greatest factor for an expedited timeline and ensures the facility is compatible with surrounding land use. Big Horn County's localized zoning approach also minimizes regulatory complexity.

Regulatory Timelines: The pre-zoning eliminates lengthy and costly delays typically associated with zoning approvals, variances, and annexation. We estimate the timeline to achieve all necessary regulatory approvals, including building permits, is factored into the projected six-month groundbreaking window.

5. SITE SUITABILITY AND ENVIRONMENTAL CONDITIONS

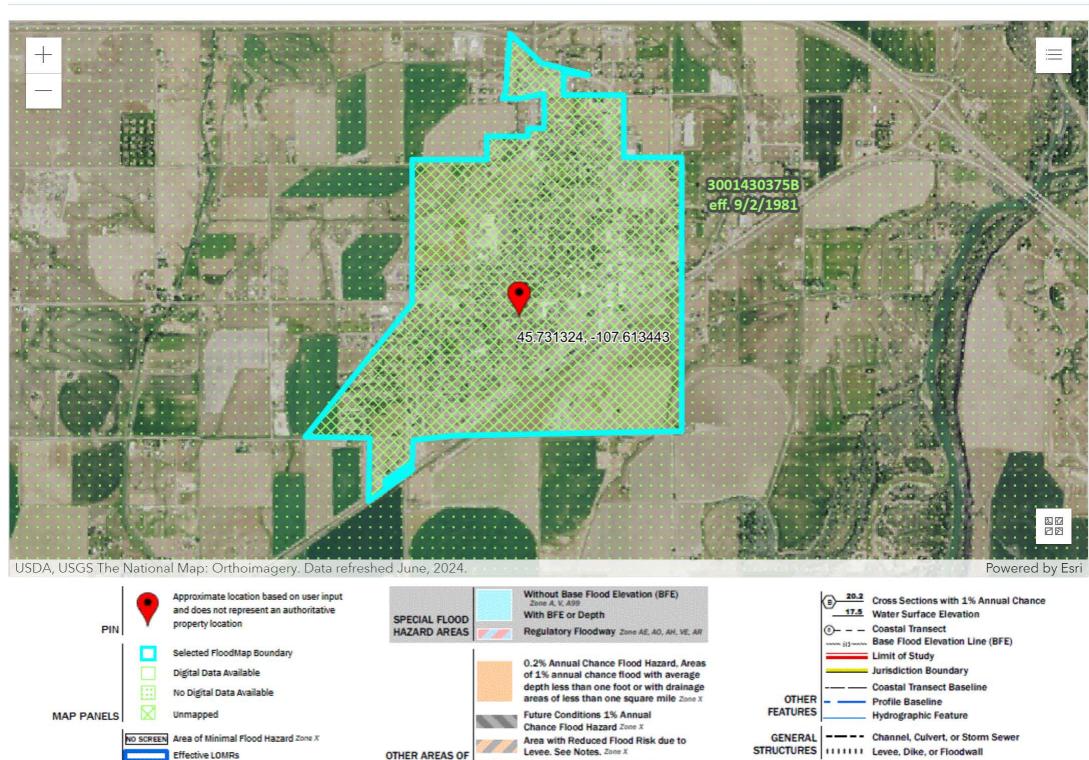
Environmental Reports: The site's suitability has been thoroughly vetted, with the prezoning and infrastructure placement already eliminating significant hurdles related to environmental reviews.

Floodplain and Wetlands: Floodplain and wetland determinations have been completed and will be furnished. The site's designation as "Immediate Buildability" is contingent upon its clearance from critical environmental hazards.

Compatibility: The proposed site is highly compatible with surrounding landowners and the community, evidenced by its pre-zoning and the community's recent, extensive experience with correctional operations via the former Two Rivers Detention Facility.

Site Preparation: The presence of existing road and utility infrastructure minimizes site preparation and remedial concerns. Any estimated site preparation costs are accounted for within the overall project budget, where the county's contribution of land and infrastructure still yields a \$30–50 million net saving for the state.

You can choose a new flood map or move the location pin by selecting a different location on the locator map below or by entering a new location in the search field above. It may take a minute or more during peak hours to generate a dynamic FIRMette.



Area with Flood Risk due to Levee Zone D

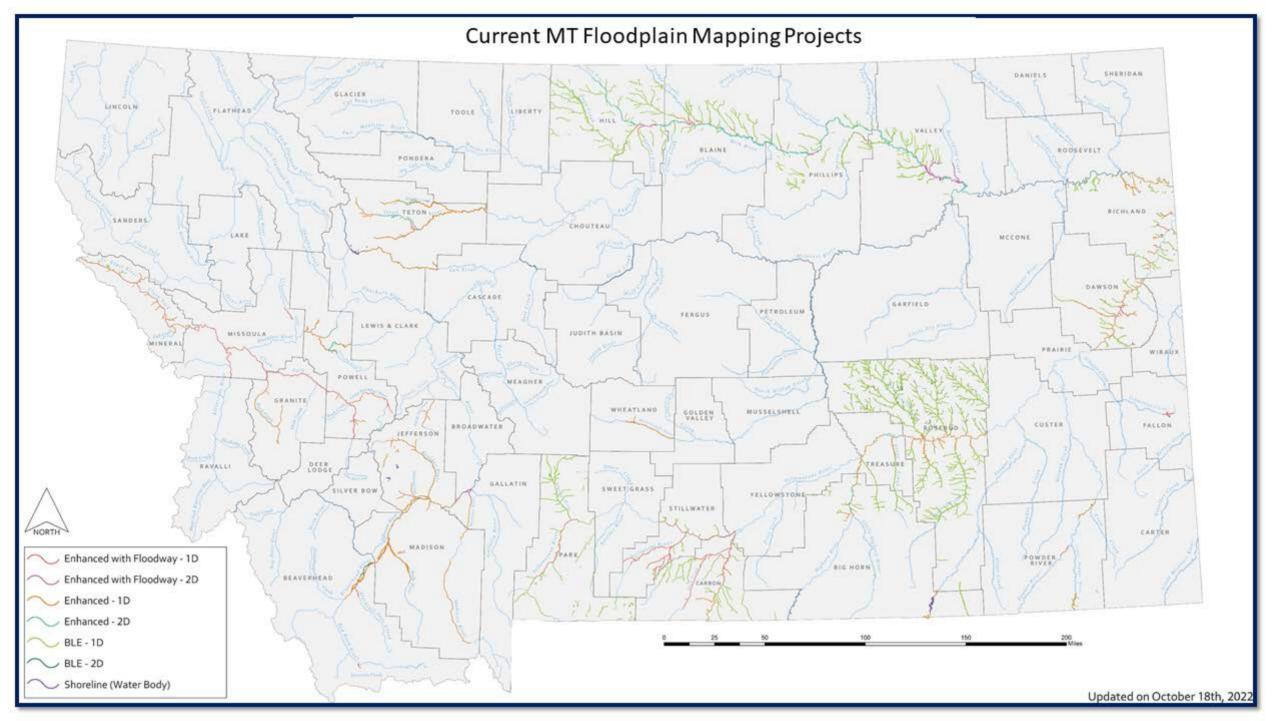
FLOOD HAZARD

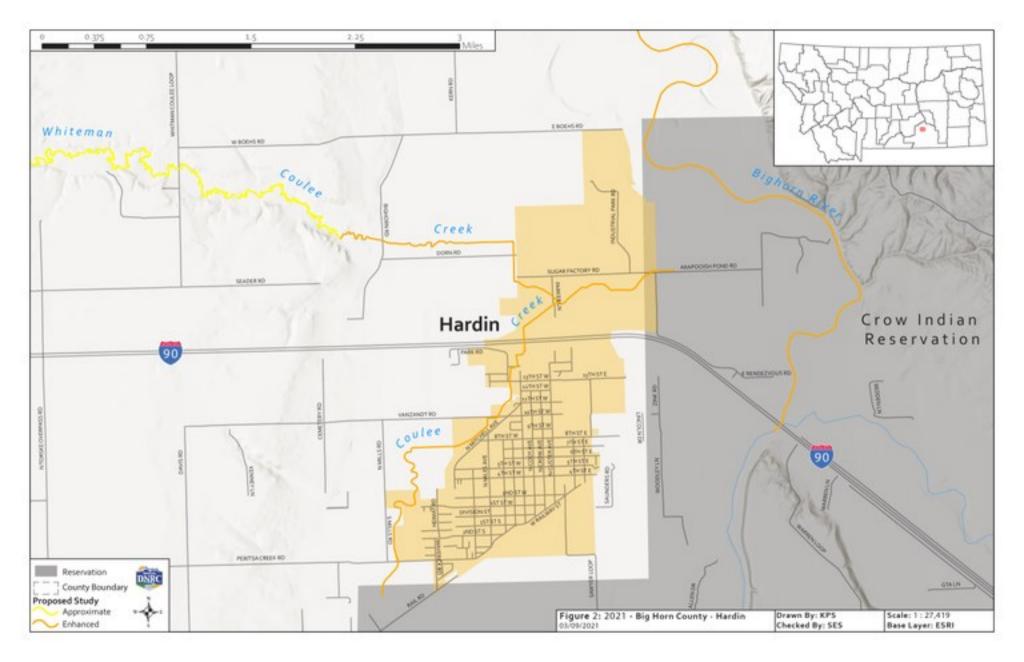
Area of Undetermined Flood Hazard Zone D

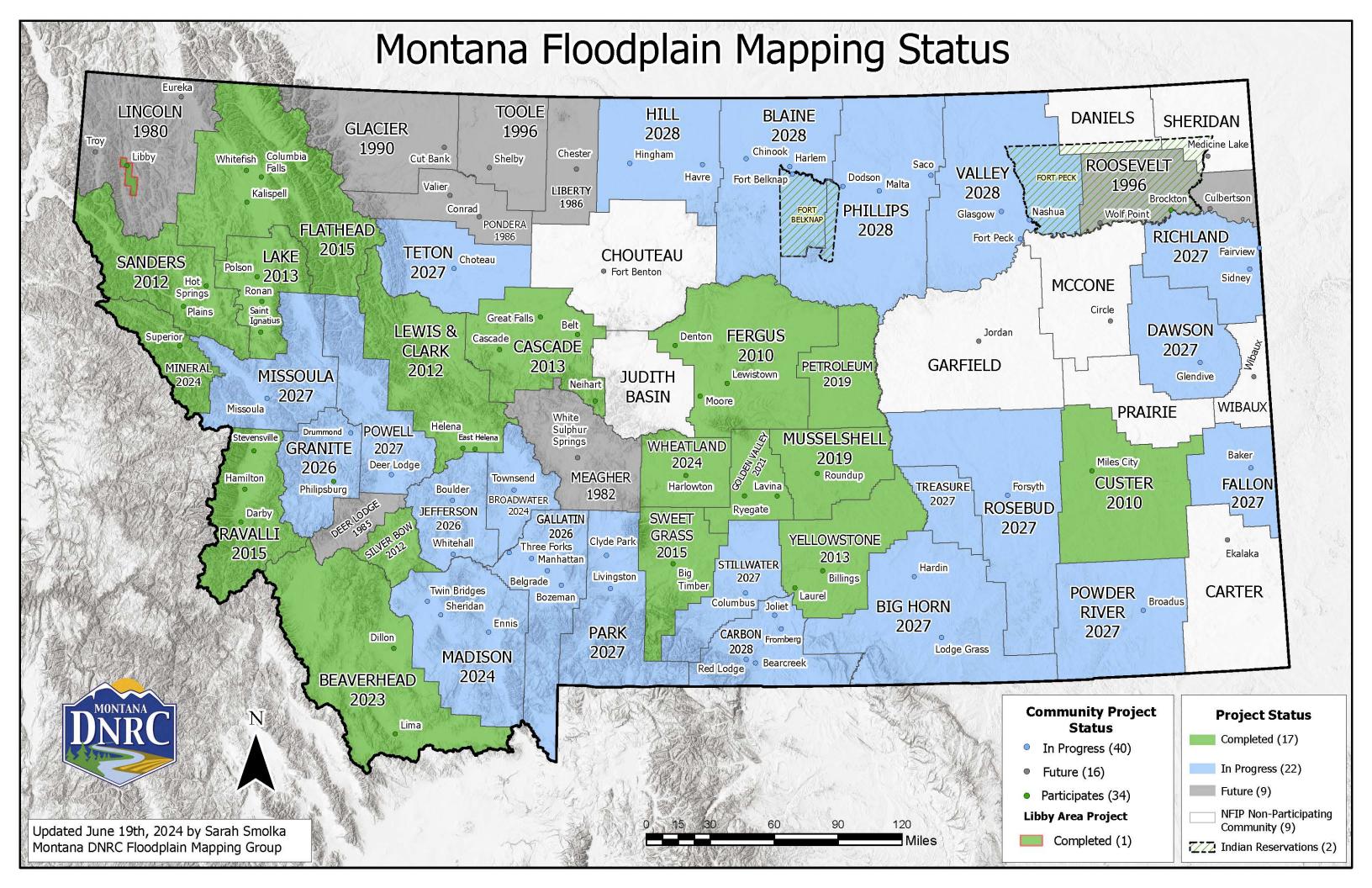
Coastal Barrier Resource System Area

Otherwise Protected Area

OTHER AREAS









BIG HORN COUNTY

Board of Commissioners

November 10, 2025

Dan Villa, Executive Director Montana Board of Investments 2401 Colonial Drive, 3rd Floor Helena, MT 59620-0126

Charlie Brereton, Director

Montana Department of Public Health and Human Services (DPHHS)

I I N Sanders St,
Helena, MT 59601

RE: Unanimous Support and Formal Authorization for Big Horn County's Proposal to Site the New Montana State Hospital/Behavioral Health Facility

Dear Executive Director Villa and Director Brereton.

The Big Horn County Commissioners formally and unanimously authorize the submission of the County's proposal for the new State Hospital/Behavioral Health Facility (HB 5, Section 17) and convey our absolute, unified support for locating this critical state asset within Big Horn County. This authorization is grounded in the strategic advantages of our site and, most importantly, in the moral obligation the State of Montana holds toward our community.

For decades, Big Horn County has served as a primary economic engine for the state, contributing massive severance tax revenue through our robust coal industry and the awarding this project would be a fundamental act of equity to reinvest in our community. The wealth generated from our county's natural resources has financed state operations and capital projects statewide. However, the subsequent, rapid decline of this industry, an event which was not and, in a rural context, could not be fully mitigated by local economic diversification efforts, has created an urgent and destabilizing economic crisis in Big Horn County. The decline has led to high unemployment and poverty, leaving our community without the stable economic anchors necessary for survival.

Please accept this letter as formal authorization of the submission of Big Horn County's proposal for the new State Hospital in place of the required formal County Commission Resolution (Application Item #6). The reason we were unable to submit a formal resolution is that the proposal process was rendered procedurally impossible to obtain by the deadline due to a documented State-level administrative failure. The online application portal, which contained the full and detailed requirement specifications, was inaccessible for several days. This external system delay critically compressed our timeline, making it logistically and legally impossible to comply with Title 7, Chapter 4, Part 21 of the Montana Code Annotated (MCA), which mandates specific public notice and meeting periods required to draft and pass a binding financial resolution. The inability to secure this document was entirely outside the County's control.

Big Horn County takes the position the core purpose of requiring a resolution is to demonstrate official, local government commitment, which we have decisively proven through the inclusion of unanimous, formal Letters of Support from the Hardin City Council, the Town of Lodge Grass, the Crow Tribe of Indians, and the Northern Cheyenne Tribe. This unprecedented level of collaboration ensures a dedicated and ready workforce, as well as robust cultural resources, necessary for the long-term success of a sensitive behavioral health facility. These collective documents serve as clear, unambiguous, and documented proof of our governing body's will and commitment, thereby curing the procedural defect.

Big Horn County asserts that the absence of the formal resolution is a minor, unavoidable technicality. To disqualify our bid, which offers the fastest timeline, lowest cost, and the strongest community and tribal partnership in the state, and based on a procedural defect caused by an administrative error, would be to prioritize form over substance, directly contravening the equitable principles of substantial compliance. We respectfully request that the Selection Committee advance our proposal for full consideration based on its significant merits and the overwhelming evidence of the Big Horn County Board of Commissioners' authorization to submit our proposal.

For all these reasons, the proven economic need, the moral imperative of reinvestment, the unparalleled community support, and the immediate build-ready status of our site, the Big Horn County Commissioners strongly urge the Montana Board of Investments and DPHHS to approve our proposal. We stand ready to partner with the State to deliver this essential facility and ensure its long-term success.

Sincerely,

Lawrence Pete Big Hair Presiding Officer

LB; Hain

Larry Vandersloot Commissioner George Real Bird, III Commissioner



EXECUTIVE BRANCH OF THE APSÁALOOKE NATION

OFFICE OF THE CHAIRMAN P.O. BOX 159, 43 HERITAGE RD. CROW AGENCY, MONTANA 59022 406-679-4048

Frank White Clay, Chairman
Lawrence DeCrane, Vice Chairman
Levi Black Eagle, Secretary
Channis Whiteman, Vice Secretary

October 30, 2025

Montana Board of Investments Attn: Executive Director Dan Villa 2401 Colonial Drive, 3rd Floor Helena, MT 59620-0126

SUBJECT: Endorsement and Commitment to Partnership for the New State Behavioral Health Facility in Hardin

Dear Executive Director Villa and Members of the Board,

On behalf of the Crow Tribe of Indians (Apsáalooke Nation), I, Chairman Frank White Clay, offer our full endorsement for Big Horn County's proposal to site the new State Behavioral Health Facility in Hardin, Montana. This project is a critically important step toward addressing the immense behavioral health crisis that disproportionately affects our tribal members.

The Crow Tribe sees the proposed facility as an essential investment in the health, stability, and economy of our shared region. Our support is grounded in three core commitments:

- 1. Addressing the Behavioral Health Crisis: Our community suffers from devastatingly high rates of mental health issues and substance use disorders. A state-of-the-art facility in Hardin is crucial to providing timely, appropriate care, especially forensic and complex civil services—that is currently unavailable locally.
- Cultural Partnership for Care: The Crow Tribe is prepared to partner with the Department of Public Health and Human Services (DPHHS) to develop and implement culturally responsive, traumainformed programs for American Indian patients. Furthermore, Little Big Horn College (LBHC) is ready to assist in workforce training and educational programs, ensuring a flow of dedicated, local professionals.
- 3. **Economic Stabilization:** The construction and permanent operation of this facility will create hundreds of stable, well-paying jobs, a critical factor for our tribal families affected by recent economic downturns. We have an available, skilled, and dedicated tribal labor pool ready to fill these positions.

Choosing Hardin is choosing a solution that is ready, fiscally responsible, and supported by the tribal nations who have the deepest stake in their success. The Crow Tribe strongly urges the selection committee to approve Big Horn County's bid.

Sincerety.

Frank White Clay

Chairman, Crow Tribe of Indians



NORTHERN CHEYENNE TRIBE ADMINISTRATION

-WOHEHIV-

P.O. BOX 128 Lame deer, Montana 59043 (406) 477-6284 Fax (406) 477-6210

October 30, 2025

Montana Department of Public Health and Human Services (DPHHS) Attn: Director Charlie Brereton 111 N Sanders St. Helena, MT 59604

RE: Full Endorsement for Big Horn County's Proposal to Site the New State Behavioral Health Facility

Dear Director Brereton and Members of the Selection Committee,

The Northern Cheyenne Tribe is pleased to offer its full endorsement and unwavering support for Big Horn County's proposal to locate the new State Behavioral Health Facility in Hardin, Montana. As nearly half of the Northern Cheyenne Indian Reservation's land base is situated within Big Horn County, this initiative is a matter of profound importance to the health and economic stability of the Cheyenne people and our neighbors.

The need for expanded, specialized behavioral health treatment in Eastern Montana is an urgent matter of public health for the Northern Cheyenne Nation. Locating the facility in Hardin ensures geographic equity and accessibility for our people.

We commit to a strategic partnership with the State through the following avenues:

- Workforce Development: Our Tribal Employment Rights Office (TERO) program is fully equipped to prioritize the hiring and training of qualified Native American workers for all construction and permanent staff positions. This facility will be a source of economic strength and stability for our community.
- Educational Partnership: Chief Dull Knife College (CDKC) stands ready to develop and implement tailored vocational training, life skills, and educational programs that will benefit the hospital staff and, eventually, patients.
- Culturally Competent Care: We will leverage our existing health and human services infrastructure to assist DPHHS in ensuring the services provided are culturally sensitive, meeting the unique, trauma-informed needs of Native American patients.

LITTLE WOLF AND MORNING STAR - Out of defeat and exile they led us back to Montana and won our Cheyenne homeland that we will keep forever.

The selection of the Hardin site is a clear win for the State of Montana, enabling faster construction, greater operational efficiency, and a vital expansion of behavioral health resources for the tribal communities of Eastern Montana.

Sincerely,

Gene Small

President, Northern Cheyenne Tribe

MAYOR
Joe Purcell

POLICE CHIEF Paul M. George Jr.



PUBLIC WORKS DIRECTOR Michael Hurff Jr.

FINANCE OFFICER/CITY CLERK Andrew Lehr

October 30, 2025 Montana Board of Investments Attn: Executive Director Dan Villa 2401 Colonial Drive, 3rd Floor Helena, MT 59620-0126

RE: Support for Big Horn County's Proposal to Site the New State Behavioral Health Facility in Hardin

Dear Executive Director Villa and Members of the Board,

The City of Hardin is writing to convey its support for Big Horn County's proposal to locate the new State Behavioral Health Facility (State Hospital) within our community. We recognize the urgency of Montana's mental health crisis and believe Hardin is uniquely positioned to offer the most practical, shovel-ready, and community-backed solution for this critical state infrastructure.

Hardin offers significant, quantifiable advantages that will expedite the project and maximize the State's investment:

- 1. Immediate Buildability & Infrastructure: The site identified by Big Horn County—county-owned, pre-zoned land with existing water, sewer, and road infrastructure—eliminates the lengthy delays associated with land acquisition and development. We are ready to break ground immediately, ensuring the facility can begin serving Montanans in crisis as quickly as possible.
- Strategic Location and Logistics: As the county seat, Hardin's central location provides
 excellent access for regional law enforcement and healthcare providers across Eastern Montana,
 reducing costly transport and logistics burdens for the State.
- 3. **Workforce Readiness:** Our local economy, which has faced significant pressure, possesses a deep and readily available workforce.

The City of Hardin views this project not as a burden, but as a long-term, strategic partnership that addresses the state's behavioral health needs while providing essential economic stability for our residents. We are prepared to commit all necessary municipal resources to ensure the successful and expedited construction and operation of the State Hospital.

Respectfully

oseph Purcell

Mayor, City of Hardin, MT

Town of Lodge Grass

Incorporated in 1927

P.O. Box 255

Lodge Grass, Montana 59050 Phone: (406) 639-2362 Fax: (406) 639-9134

October 30, 2025 Montana Department of Public Health and Human Services (DPHHS) Attn: Director Charlie Brereton 111 N Sanders St. Helena, MT 59604

RE: Support from the Town of Lodge Grass for Big Horn County's State Behavioral Health Facility Proposal

Dear Director Brereton,

On behalf of the residents of the Town of Lodge Grass and the surrounding Crow Reservation community, we offer our strong support for Big Horn County's proposal to locate the new State Behavioral Health Facility in Hardin, Montana.

Lodge Grass is a vital community located within the Crow Indian Reservation, and we witness firsthand the severe, unaddressed mental and behavioral health needs of our citizens. The lack of culturally appropriate, easily accessible inpatient and long-term care services is a crisis that dramatically impacts our families and strains our local resources.

The proposed State Hospital in Hardin represents more than just a building; it represents proximity and hope for our region. Locating this critical facility within Big Horn County will:

• Improve Access for Tribal-Members: Hardin is a central hub for the Crow Nation and the Northern Cheyenne Nation. Placing the hospital nearby will reduce the immense travel burden currently placed on tribal families seeking forensic and civil behavioral health services for their loved ones.

• Strengthen Regional Services: It will allow for stronger collaborative efforts between the State and local tribal health organizations (like Indian Health Service and One Health), ensuring care is both clinically excellent and culturally informed.

• Provide Economic Opportunity: The creation of stable, quality jobs is a necessity for all of Big Horn County, including Lodge Grass. Our residents will fill these positions, benefiting the local economy and providing dedicated staff for the facility.

We urge the State to prioritize Big Horn County's bid to provide this urgently needed facility to our community.

Sincerely,

Quincy Dabney, Mayor

Town of Lodge Grass, MT

7. WORKFORCE

Big Horn County offers a deep, available, and experienced labor market that is uniquely positioned to meet the staffing needs of the new State Hospital/Behavioral Health Facility. The project is an essential economic stabilization measure for a region suffering from high unemployment. With the decline in coal production, Big Horn County has been burdened by the economic and social impact of this tremendous revenue loss in our community. Jobs and livelihoods have been hurt, and the County continues to find ways to diversify its economic outlook.

The availability of a local, skilled workforce is a central component of Big Horn County's proposal. The DPHHS has highlighted workforce and staffing challenges in the past, a problem that is exacerbated by a lack of housing for state employees. Hardin, however, offers a solution to this problem from the outset.

The county's elevated unemployment rate of 5.8% as of July 2025 provides a ready and available labor pool for the new facility, mitigating the risk of staffing shortages. The project is projected to create 200+ permanent jobs for correctional officers, medical professionals, and administrative staff, in addition to over 500 construction jobs, which would have a significant revitalizing effect on the county's economy.

A unique advantage that Hardin offers is its proven history in correctional operations. While the history of the Two Rivers Detention Facility in Hardin includes periods of financial struggle and temporary closure, it ultimately demonstrates the community's capacity to operate a correctional facility. The facility, which was built to a capacity of 464 beds, experienced difficulties due to a flawed private business model, including high-interest bonds and a lack of contracts, which led to a closure in 2016. However, the facility has since been leased to the Bureau of Indian Affairs and is now operational.

The history of this facility proves two crucial points: first, that the physical and security infrastructure is viable, and second, that the community has a labor pool with a demonstrated capacity to staff and operate a correctional facility, having previously employed over 100 people at the site. This existing expertise is an invaluable asset that mitigates the DPHHS's risk of staffing a large-scale project in a new community.

Potential workforce availability

Correctional Officers: High Availability. The regional labor pool is deep, with a strong segment of the workforce actively seeking permanent, stable employment due to local economic contraction. Many local residents, including skilled Tribal members, have experience in security and public safety roles.

Medical and Behavioral Health Professionals: Big Horn County has regional access and can foster training partnerships. While specialist hiring will be statewide, the local network of health providers (like One Health) and the tribal and regional colleges are prepared to partner with the MDOC to support these positions and develop specialized training programs.

Administrative and Support Staff: Immediate Availability. The need for stable, well-paying administrative and support positions (e.g., maintenance, clerical, culinary) can be met immediately by the large pool of unemployed or underemployed local residents.

Local educational institutions and training programs

Local educational institutions are already prepared to partner with the DPHHS to support both workforce development and patient rehabilitation, utilizing culturally responsive approaches.

- Little Big Horn College (LBHC): The Crow Tribe's college is a critical resource ready to develop vocational, educational, and life skills programs for the patients and training programs for facility staff.
- Chief Dull Knife College (CDKC): The Northern Cheyenne Tribe's college is committed to developing and implementing tailored vocational training and culturally specific programming for mental health needs, supporting the DPHHS's re-entry mission.
- Tribal Employment Rights Office (TERO): The Northern Cheyenne TERO and Crow TERO programs are in place to ensure employment preference and provide a pipeline of qualified Native American workers for all phases of construction and permanent facility operations.

Local unemployment rates and workforce demographics

The economic need in Big Horn County underscores the stability and commitment of the potential workforce for the State.

- **Unemployment Rate:** Big Horn County's unemployment rate stood at 5.8% as of July 2025, which is significantly higher than the state average. This indicates a deep and readily available local labor pool of skilled workers seeking permanent employment.
- **Poverty Rate:** The county's poverty rate is 23.6%, which demonstrates the urgent need for the 200 permanent, stable jobs the facility will create, ensuring high local commitment and employee retention.
- **Demographics:** The workforce demographics are diverse, including a substantial number of skilled tribal members from the Crow and Northern Cheyenne Nations who represent a dedicated and stable staffing source for the facility.

^{*} Applicable Funding: Hardin's Opportunity Zone status can be leveraged to unlock additional federal grants specifically for workforce development and training programs, reducing the state's financial burden for staff readiness.