

MINUTES OF THE CITY COUNCIL OF LAUREL

Revised

January 13, 2026

A regular meeting of the City Council of the City of Laurel, Montana, was held in the Council Chambers and called to order by Mayor Dave Waggoner at 6:30 p.m. on January 13, 2026.

COUNCIL MEMBERS PRESENT: Thomas Canape Sara Naylor
 Brent Edgmond Jessica Banks
 Casey Wheeler Irv Wilke
 Richard Klose Jodi Mackay

COUNCIL MEMBERS ABSENT: None

OTHER STAFF PRESENT: Kelly Strecker, Clerk/Treasurer
 Brittney Harakal, Administrative Assistant
 Kurt Markegard, CAO
 Forrest, LURA Coordinator

Mayor Waggoner led the Pledge of Allegiance to the American flag.

MINUTES:

Motion by Council Member Wilke to approve the minutes of the regular meeting of December 22, 2025, as presented, seconded by Council Member Canape. There was no public comment or Council discussion. A roll call vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

Motion by Council Member Edgmond to approve the minutes of the special meeting of January 6, 2026, as presented, seconded by Council Member Wilke. There was no public comment or Council discussion. A roll call vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

CORRESPONDENCE:

- Beartooth RC&D Correspondence January 2026
- Police Monthly Report – December 2025

COUNCIL DISCLOSURE OF EX PARTE COMMUNICATIONS: None.

PUBLIC HEARING:

- Ordinance No. O25-02: An Ordinance Amending Title 20, Chapter 02 Of The Laurel Municipal Code Related To The Laurel Urban Renewal Agency.

Mayor Waggoner opened the public hearing and asked Staff to present the item.

Mayor Waggoner opened the floor for public comment and stated that copies of the rules governing the public hearing were posted in the Council chambers.

Forrest Sanderson, LURA Coordinator, noted the state legislature made some changes this past legislative session requiring the School District and the County to have a seat on the Board. This ordinance change adds two additional seats to accommodate those changes.

Mayor Waggoner asked three (3) times if there were any proponents. There were none.

Mayor Waggoner asked three (3) times if there were any opponents. There were none.

Mayor Waggoner stated that he would not have Staff respond to questions as there were none.

DW

- A Resolution Of The City Council Approving Annexation Of Approximately 10.31 Acres Of Property Adjacent To The City Of Laurel With An Initial Zoning Designation Of Laurel Highway Commercial (HC) For Concurrent Review.

Mayor Waggoner opened the public hearing and asked Staff to present the item.

Mayor Waggoner opened the floor for public comment and stated that copies of the rules governing the public hearing were posted in the Council chambers.

Kurt Markegard, CAO, reviewed the attached staff report.

Mayor Waggoner asked if there were any proponents.

Shawn Baker, Loves Travel Stops, thanked the Council for listening to their application. He stated he was present to answer any questions the Council might have. They plan to build an RV Park for overnight stays for travelers. This will not be a long-term camping option. It will be kept well-maintained. Right now, the plan is for a five-acre RV Park with 24 stalls. There will be car parks included as well. There will be pull-through and back-in spots. They also plan to include restrooms with shower facilities and laundry facilities.

It was questioned if the public would have access to the laundry facilities. It was clarified that it is not a laundry mat. The campground will have a gate and a code for entering the area and using the facilities.

It was questioned if there would be a basketball court, dog park, etc., as part of the plans. It was clarified that there will be a dog park; other amenities are yet to be determined.

Council noted their concern regarding the increase in traffic at the intersection of Hwy 10 and 19th Avenue. It was clarified that the RV Park will not have a significant impact on traffic in the area. It was further clarified that during the pre-application meeting, traffic concerns are discussed with the applicant.

Mayor Waggoner asked two (2) additional times if there were any proponents. There were none.

Mayor Waggoner asked three (3) times if there were any opponents. There were none.

Mayor Waggoner stated that he would not have Staff respond to questions as there were none.

CONSENT ITEMS:

- **Claims entered through January 9, 2026.**
A complete listing of the claims and their amounts is on file in the Clerk/Treasurer's Office.
- **Approval of Payroll Register for PPE 12/20/2025 totaling \$254,389.89.**
- **Approval of Payroll Register for PPE 1/4/2026 totaling \$286,180.77.**

The Mayor asked if there was any separation of consent items. There was none.

Motion by Council Member Klose to approve the consent items as presented, seconded by Council Member Wilke. There was no public comment or Council discussion. A vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

CEREMONIAL CALENDAR: None.

REPORTS OF BOARDS AND COMMISSIONS:

- Budget/Finance Committee Minutes of December 22, 2025.
- City/County Planning Board Minutes of December 18, 2025.

AUDIENCE PARTICIPATION (THREE-MINUTE LIMIT): None.

DW

SCHEDULED MATTERS:

- **Nominations and Vote for President and Vice President On January 13, 2026.**

Mayor Waggoner asked for any nominations for Council President.

Nomination for Council Member Canape was received.

Mayor Waggoner asked for any additional nominations. There were none.

Motion by Council Member Wilke to close nominations for Council President, seconded by Council Member Klose. There was no public comment or Council discussion. A vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

A roll call vote was taken on the nomination of Council Member Canape to become Council President. Council Members Naylor, Banks, Wilke, Mackay, Klose, Wheeler, Edgmond, and Canape voted aye. Vote carried 8-0.

Mayor Waggoner asked for any nominations for Vice Council President.

Nomination for Council Member Klose was received.

Mayor Waggoner asked for any additional nominations. There were none.

Motion by Council Member Wilke to close nominations for Council President, seconded by Council Member Klose. There was no public comment or Council discussion. A vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

A roll call vote was taken on the nomination for Council Member Klose to become Council Vice President. Council Members Naylor, Banks, Wilke, Mackay, Klose, Wheeler, Edgmond, and Canape voted aye. Vote carried 8-0.

- **Appointment of Tony Contreras to the Yellowstone Historic Preservation Board for the remainder of a two-year term ending December 31, 2026.**

Motion by Council Member to approve the Mayor's appointment of Tony Contreras to the Yellowstone Historic Preservation Board for the remainder of a two-year term ending December 31, 2026, seconded by Council Member Wilke. There was no public comment or Council discussion. A vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

- **Ordinance No. O25-02: An Ordinance Amending Title 20, Chapter 02 Of The Laurel Municipal Code Related To The Laurel Urban Renewal Agency. (Second Reading)**

Motion by Council Member Canape to adopt Ordinance No. O25-02, seconded by Council Member Wilke. There was no public comment or Council discussion. A roll call vote was taken on the motion. Council Members Naylor, Banks, Wilke, Mackay, Klose, Wheeler, Edgmond, and Canape present voted aye. Motion carried 8-0.

- **Resolution No. R26-01: A Resolution Of The City Council Approving Annexation Of Approximately 10.31 Acres Of Property Adjacent To The City Of Laurel With An Initial Zoning Designation Of Laurel Highway Commercial (HC) For Concurrent Review.**

Motion by Council Member Mackay to approve Resolution No. R26-01, seconded by Council Member Wilke. There was no public comment or Council discussion. A vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

- **Closed Executive Session: Litigation**

The City Attorney was unable to attend this evening. The closed session will be rescheduled.

ITEMS REMOVED FROM THE CONSENT AGENDA: None.

COMMUNITY ANNOUNCEMENTS (ONE-MINUTE LIMIT):

This Sunday, there will be a sloppy joe fundraiser at St. Anthony's for the new ambulance.

This past Thursday, the Police Department held a ceremony to receive its new bulletproof vests. CAO Markegard apologized for being unable to make it.

This past weekend was the American Legion open house. CAO Markegard apologized for being unable to make it.

Council Member Klose thanked the Staff for assisting in picking up the wreaths from the cemetery.

CAO Markegard asked to get a picture of the Council before adjourning for the evening.

Council President Canape thanked for being nominated as Council President.

COUNCIL DISCUSSION:

The Public Works Committee Meeting scheduled for next week has been canceled due to the holiday. They will meet on February 9th.

The next Cemetery Commission meeting will be on Tuesday at 5:30 p.m.

The Tree/Park Board has requested a discussion on whether the old Rod and Gun Club building is feasible to repair for use again. Mayor Waggoner stated it would be added to next week's agenda.

MAYOR UPDATES: None.

UNSCHEDULED MATTERS: None.

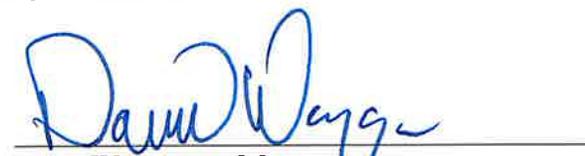
ADJOURNMENT:

Motion by Council Member Banks to adjourn the Council meeting, seconded by Council Member Wilke. There was no public comment or Council discussion. A vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

There being no further business to come before the Council at this time, the meeting was adjourned at 7:16 p.m.


Brittney Harakal, Administrative Assistant

Approved by the Mayor and passed by the City Council of the City of Laurel, Montana, this 27th day of January 2026.


Dave Waggoner, Mayor

Attest:


Kelly Strecker, Clerk/Treasurer



DW

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Motion by Council Member Edmond to approve the minutes of the special meeting of January 6, 2026, as presented, seconded by Council Member Wilke. There was no public comment or Council discussion. A roll call vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

CORRESPONDENCE:

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Motion by Council Member Klose to approve the consent items as presented, seconded by Council Member Wilke. There was no public comment or Council discussion. A vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

CEREMONIAL CALENDAR: None.

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MAYOR UPDATES: None.

UNSCHEDULED MATTERS: None.

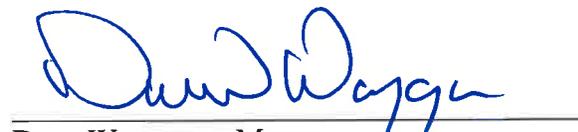
ADJOURNMENT:

Motion by Council Member Banks to adjourn the Council meeting, seconded by Council Member Wilke. There was no public comment or Council discussion. A vote was taken on the motion. All eight Council Members present voted aye. Motion carried 8-0.

There being no further business to come before the Council at this time, the meeting was adjourned at 7:16 p.m.


Brittney Harakal, Administrative Assistant

Approved by the Mayor and passed by the City Council of the City of Laurel, Montana, this 27th day of January 2026.


Dave Waggoner, Mayor

Attest:


Kelly Strecker, Clerk/Treasurer



STAFF REPORT
LOVE'S TRAVEL STOPS & COUNTRY STORES
Annexation and Initial Zoning
December 5, 2025

Applicant:

Love's Travel Stops & Country Stores, Corporate Office
10601 N Pennsylvania Ave
Oklahoma City, OK 73120

Love's Travel Stops and Country Stores represent 100% of the land ownership. Annexation pursuant to §7-2-4601 et. seq. MCA. (Annexation by Petition).

Request:

Love's Travel Stops & Country Stores, representing 100% of the ownership of lands involved, has Petitioned the City of Laurel for Annexation of approximately 10.31 acres of property adjacent to the City of Laurel with an initial Zoning Designation of Laurel Highway Commercial (HC) for concurrent review.

The subject property is generally described as described as Tract 7A-1 of Westbrook's Subdivision located in Section 17, Township 2 South, Range 24 East, into the City of Laurel, Yellowstone County, Montana. (The property address is 415 19th Ave West). An annexation Exhibit, which is incorporated into this report by reference, has been submitted in support of the Petition and Requested Initial Zoning.

Process:

The annexation petition and requested initial zoning has been scheduled for consideration and a public hearing by the Laurel – Yellowstone City County Planning Board and Zoning Commission for 6:00 p.m. on Thursday December 18, 2025. Though not yet scheduled the matter will be considered by the Laurel City Council at a Work Session and Public Hearing/Action in early 2026.

Analysis of the Request

- Love's Travel Stops & Country Stores represents 100% of the land ownership involved in the petition.
- The Laurel Growth Policy designates the property as a 'growth area' of the city.
- The current use of the property is vacant.
- The requested zone City Laurel Highway Commercial (HC) provides for a variety of uses and is consistent with the requirements of R-08-22 that lands embraced by the city be assigned R-7500 or greater.
- The subject property currently is zoned County Highway Commercial.

- Part 46 annexation requires that the land use designation be ‘consistent with the prevailing use of the property, consistent with the prevailing County Zoning Assignment, and/or consistent with the current growth policy’.
- In addition to the extension of urban scale services the City Zoning provides options for development that are not available to rural properties. These options include but are not limited to Planned Unit Developments
- The initial zoning must be considered under City Resolution R-08-22 (Annexation), the Laurel Municipal Code Title 17 (Zoning).
- The question of annexation and initial zoning must be heard by the Laurel – Yellowstone City County Planning Board and Zoning Commission.
- Is the requested annexation and initial zoning in the best interest of the City and Citizens of the City of Laurel.
- The property is situated such that street rights-of-way will need to be dedicated to the City. Yellowstone County GIS has provided a map detailing the adjacent rights-of-way that will need to be annexed as well. This map is incorporated into the required annexation exhibits.

Findings:

- ✓ The subject property is adjacent to the City of Laurel.
- ✓ The City Council is not required to submit the question of annexation to the qualified electors of the area to be annexed as the petition is signed by 100% of the owners.
- ✓ The city may annex the property as 100% of the ownership of same has petitioned the city for annexation.
- ✓ The driver for the annexation request is the desire of Love’s Travel Stops & Country Stores to construct a facility that is accessory to their travel stop and store. The only way the conceptual development plan works is to extend the City water and sewer systems to the proposed development.
- ✓ The subject property was included as ‘future growth area’ in the Growth Policy adopted by the City of Laurel. Additionally, the property has been identified on the Laurel Future Land Use Map portion of the Growth Policy as Commercial. As such, the requested zoning is consistent with the Laurel Growth Policy.
- ✓ The proposed assignment of HC meets all the statutory requirements of Part 46 annexation and zoning assignment.
- ✓ The Laurel HC Zone is listed along with other Commercial generally applicable land use assignments and is therefore determined to be a “greater than” R-7500 classification.
- ✓ The extension of city services will be at the owner’s expense (R-08-22) and in accordance with the Annexation Agreement as approved by the City Council.
- ✓ The City Zoning provides options for development that are not available to rural properties. These options include but are not limited to Planned Unit Developments. These options and the exactions of infrastructure are most beneficial to the Owner, the City of Laurel, and all surrounding properties in conjunction with the proposed development of the property in the future.
- ✓ The city has the ability to provide services to the property both existing and proposed.

12 Point Test for Zoning:

- I. Is the zoning in accordance with the growth policy;
- The proposed zoning is consistent with the prevailing County zoning on the property.
 - The Growth Policy identifies all of the property proposed for annexation as Multi-Family.
 - Resolution R-08-22 requires zoning assignment at annexation at R-7500 or greater.
 - The Highway Commercial Zone meets the definition as 'greater than' R-7500.

Finding:

The requested zoning is in accordance with the Growth Policy.

- II. Is the zoning designed to lessen congestion in the streets;
- The proposed zoning is consistent with the prevailing County zoning on the property.
 - The proposed zoning along with the annexation agreement will allow development of the property consistent with surrounding uses of property.
 - Proposed development that would potentially impact roads and streets would require a traffic impact analysis and associated improvements.

Finding:

The requested zoning will not have a material impact on congestion in the streets.

- III. Is the zoning designed to secure safety from fire, panic, and other dangers;
- The proposed zoning is consistent with the prevailing County zoning on the property.
 - The Growth Policy identifies the property as Commercial.
 - All commercial development must be constructed in accordance with the prevailing International Code Council standards.
 - Adequate public infrastructure exists or can be readily extended/expanded to serve the development at HC densities and uses.

Finding:

The requested zoning will not have an adverse impact on safety from fire, panic, or other dangers.

- IV. Is the zoning designed to promote health and the general welfare;
- The proposed zoning is consistent with the prevailing County zoning on the property.
 - The Growth Policy identifies the property as Commercial as a future land use.
 - The connection of the facilities and properties at the time of development to the Laurel municipal water and wastewater systems will have positive impacts to public health and general welfare.

Finding:

The requested zoning will promote the public health and the general welfare.

- V. Is the zoning designed to provide adequate light and air;
- The existing zoning imposes building setbacks, height limits, limits on the number of buildings on a single parcel, and reasonable area limits on new development.
 - The proposed HC, provides restrictions on structure height, setbacks, lot coverage. These standards exist to provide open spaces and adequate light and air.
 - The existing development has more than adequate separation from surrounding uses.

Finding

The requested zoning will provide adequate light and air.

- VI. Is the zoning designed to prevent the overcrowding of land;
- The existing zoning imposes building setbacks, height limits, limits on the number of buildings on a single parcel, and reasonable area limits on new development.
 - The HC proposal, has density and development controls that are designed to prevent the overcrowding of land.

Finding:

The proposed zoning will prevent the overcrowding of land.

- VII. Is the zoning designed to avoid undue concentration of population;
- The existing zoning imposes building setbacks, height limits, limits on the number of buildings on a single parcel, and reasonable area limits on new development.
 - The HC proposal, has density and development controls that are designed to prevent the overcrowding of land.
 - The subject property is large enough to provide adequate separation from surrounding uses.

Finding:

The proposed zoning will prevent the undue concentration of population.

- VIII. Is the zoning designed to facilitate the adequate provision of transportation, water, sewerage, schools, parks and other public requirements;
- The requested zoning, without some overlay or modification, will not necessitate the installation of new or additional infrastructure.
 - It is anticipated that a significant portion of the property being annexed will be further developed. It is at that point the additional infrastructure as well as capacities will be evaluated.
 - Some of the public duties, such as police, will shift from Yellowstone County to the City of Laurel but the net effect is minimal.

Finding:

The requested zoning will facilitate the adequate provision of transportation, water, sewerage, schools, parks and other public requirements. Additionally, as the uses of the property change and the intensity of development changes, the city will be able to plan for and be prepared for the anticipated increased demands on their public systems.

- IX. Does the zoning give reasonable consideration to the character of the district and its peculiar suitability for particular uses;
- The requested zoning is consistent with the Growth Policy.
 - The property is compatible with surrounding development which is, for the most part, vacant, residential or commercial.
 - The requested city zoning is substantially similar to the prevailing county zoning on the property.
 - The water and sewer infrastructure proposed with the annexation is adequate for the intended use of the property.

Finding:

The requested zoning is consistent with surrounding uses, the Growth Policy and provides for opportunities for additional development with suitable uses.

- X. Does the zoning give reasonable consideration to the peculiar suitability of the property for its particular uses;
- The requested zoning is consistent with the Growth Policy.
 - The property is compatible with surrounding development which is, for the most part, vacant, residential or commercial.
 - The water and sewer infrastructure proposed with the annexation is adequate for development of the property that is consistent with the requested HC zoning.

Finding:

The requested zoning is in keeping with the character of the development in the area. It also provides for opportunities for additional development with suitable uses.

- XI. Will the zoning conserve the value of buildings;
- The extension and availability of public water and sewer resultant from annexation and initial zoning will add value to buildings as the proposed use is substantially similar to or complementary to surrounding buildings and uses.
 - The requested zoning is consistent with the Growth Policy.
 - The proposed zoning is a logical transition/replacement of County for City, it is not anticipated that there would be any adverse effect on the value of surrounding buildings or lands.

Finding:

The value of existing buildings both on and adjacent to the requested zone will either be enhanced or not affected by the proposed zoning.

- XII. Will the zoning encourage the most appropriate use of land throughout the municipality?
- The requested zoning is consistent with the Growth Policy.
 - The requested zoning is consistent with the prevailing land uses and zoning surrounding the property.
 - A healthy mix of land uses encourages growth and development in the community as a whole. The addition of HC at this location will benefit not only the housing in Laurel by providing the need for essential services.

Finding:

The requested zoning provides for the most appropriate use of land in the municipality. It also provides for a significant amount of flexibility for a mixture of uses as contemplated by the District Regulations.

Conclusion:

The petition for annexation into the City of Laurel with the initial zoning assignment of Laurel Highway Commercial (HC) appears to be consistent with the requirements of Part 46 Annexation and City Council Resolution R-08-22. Additionally, the annexation, extension of services, and

initial zoning assignment are in the best interest of both the City of Laurel and Love's Travel Stopes & Country Stores.