2016 Growth Policy Updates

- Billings and Lockwood adopted new Growth Policies in 2016
- Current zoning rules limit our ability to achieve Policy Goals and Objectives for future growth
- Zoning is a major Planning Tool to achieve Growth Policy goals and objectives
- Planning Board created Ad Hoc Steering Committee in August 2017 to guide zoning code update process
- Steering Committee also formed Working Groups to focus on specific issues
City and County Zoning Codes

Types of Zoning code
- Conventional (Euclidean)
- Composite or Performance
- Form-Based

Yellowstone County zoning code is a Conventional code (see below)
Billings zoning code is a blend of 80% Conventional, 10% Composite and 10% Form-Based code

Use ➔ Process ➔ Form

Conventional zoning structure
City & County Zoning Jurisdictions

33 Different Zones

Zone Classifications:
- Public
- Residential 15000
- Residential 9000
- Residential 8000
- Residential 6000
- Residential 7000
- Residential 7000 Restricted
- Residential 6000 Restricted
- Residential 5000
- Residential Multi-Family
- Residential Multi-Family Restricted
- Residential Manufactured Home
- Residential Professional
- Neighborhood Commercial
- Community Commercial
- Central Business District
- Planned Unit Development
- Highway Commercial
- Heavy Industrial
- Controlled Industrial
- Agricultural Open
- Agricultural Suburban
- Entryway Light Commercial
- Entryway Mixed Use
- Entryway General Commercial
- Entryway Light Industrial
- East Billings Ralston Village
- East Billings Ralston Village Main St
- East Billings Central Works
- East Billings 13th St. Main St
- East Billings Industrial Sanctuary
- Medical Corridor Permit Zoning District
- S. 27th Street Permit Zoning District
Examples of Code Issues Growth Policy Goal vs Planning Tool

- Billings desires more urban green spaces, attractive entryways and corridors/commercial development (Community Fabric)
  - City Zoning does not build in good design or urban green space*
  - City Sign codes and Landscape standards do not match how community sees itself in the future.

- Billings needs more housing choices in each neighborhood (Home Base)
  - City Zoning code prevents development of a variety of housing choices in neighborhoods*

- Billings neighborhoods that have access to everyday essential services - doctors, schools, day care, coffee shop, small independent stores are better (Strong Neighborhoods)
  - City Zoning code does not allow this mixture of uses*

* - Exceptions – EBURD Districts
Examples of Code Issues

• Too many Tools are not fixing what is broken

Conventional Zoning
13 Residential Districts
9 Commercial/Industrial Districts

Performance Zoning
S 27\textsuperscript{th} St Corridor
Medical Corridor
North Shiloh Overlay
South Shiloh Overlay
Entryway/Interchange

Form-Based Zoning
EBURD – RSV
EBURD – RSVMS
EBURD – Central Works
EBURD – Industrial Sanctuary
EBURD – 13\textsuperscript{th} St MS
EBURD – Parking Overlay

Landscaping Codes
6 city
2 county (just fixed)

Sign Codes
7 city
2 county

Off-Street Parking
0 city (no longer in zoning 1985)
1 county
Our Journey So Far......

- Steering Committee adopted Guiding Principles
  - January 2018
  - CLARIFY AND SIMPLIFY
  - REGULATE WHAT MATTERS
  - PRESERVE AND PROTECT THE RIGHTS OF OWNERS AND RESIDENTS
  - PREVENT CONFLICTS
  - OPTIONS AND CONTEXT
  - MAINTAIN WHAT WE CARE ABOUT
  - FILL THE VOID
  - PROSPERITY
Our Code Guides......

• Steering Committee Working Groups
  • Urban Issues Working Group
    • Greg McCall – Chair
    • Nicole Cromwell, Staff
  • County Issues Working Group
    • Darell Tunnicliff – Chair
    • Monica Plecker - Staff
  • Landscaping Working Group
    • Darell Tunnicliff – Chair
    • Dave Green - Staff
• Sign Code Working Group
  • Paul Cox & Steve Zeier – Co-Chairs
    • Nicole Cromwell – Staff
Consultant Team Hired – April 2018
- Community ReCode – Loveland, CO
  - Elizabeth Garvin, Esq. AICP (Lead)
  - Helped >20 communities rewrite codes
  - Shares what works and what doesn’t
- Codametrics, Evanston, IL
  - Leslie Oberholtzer, AICP, RLA
  - Wrote EBURD Code for Billings
  - Sees what we have and where we want to go
- High Plains Architects, Billings, MT
  - Knows Billings and brings urban design expertise to the table
Accomplishments

- Code Assessment Completed - October 2018
Accomplishments

- Core Draft Code Completed – May 2019

27-401 DISTRICTS ESTABLISHED
The commercial and mixed-use zoning districts are established in Table 27-401-1.

<table>
<thead>
<tr>
<th>Symbol</th>
<th>Residential District Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>CBD&lt;sup&gt;1&lt;/sup&gt;</td>
<td>Central Business District</td>
</tr>
<tr>
<td>DX&lt;sup&gt;2&lt;/sup&gt;</td>
<td>Downtown Support</td>
</tr>
<tr>
<td>CMU1&lt;sup&gt;3&lt;/sup&gt;</td>
<td>Corridor Mixed-Use 1</td>
</tr>
<tr>
<td>CMU2&lt;sup&gt;4&lt;/sup&gt;</td>
<td>Corridor Mixed-Use 2</td>
</tr>
<tr>
<td>NMU&lt;sup&gt;5&lt;/sup&gt;</td>
<td>Neighborhood Mixed-Use</td>
</tr>
<tr>
<td>NO&lt;sup&gt;6&lt;/sup&gt;</td>
<td>Neighborhood Office-Residential</td>
</tr>
<tr>
<td>CX&lt;sup&gt;7&lt;/sup&gt;</td>
<td>Heavy Commercial</td>
</tr>
<tr>
<td>EB&lt;sup&gt;8&lt;/sup&gt;</td>
<td>East Billings Urban Revitalization District (EBURD)</td>
</tr>
</tbody>
</table>

27-402 DISTRICT DESCRIPTIONS
Commercial and mixed-use districts are primarily intended to allow a mix of uses within appropriately scaled buildings to maintain and promote the desired physical character of the downtown and commercial nodes and corridors within the city.

A. CBD: CENTRAL BUSINESS DISTRICT
The CBD district is the downtown mixed-use core intended to continue the existing character of the highly walkable downtown commercial corridors with storefronts on the ground story and upper story residential, lodging, and office uses.

B. DX: DOWNTOWN SUPPORT
The DX district is intended primarily for use surrounding the (CBD) district and would accommodate highly walkable, higher intensity office and residential uses in support of the CBD.

C. CMU1: CORRIDOR MIXED-USE
The CMU1 district is intended to accommodate commercial and other uses along transportation corridors to promote development that is comfortably accessible via all modes of transportation, including motor vehicles, bicycles, and walking. Commercial uses in the CMU1 district may be somewhat larger in scale and more flexible than the neighborhood mixed-use district, including more auto-oriented uses such as gas stations. While ground stories along streets are intended for commercial uses, the upper stories could accommodate residential uses.

<sup>1</sup> Existing CBD remains as is
<sup>2</sup> New district replacing CC surrounding CBD plus 27th Entway
<sup>3</sup> New district replacing CC along commercial corridors - shallow lots
<sup>4</sup> New district replacing CC along commercial corridors - deep lots
<sup>5</sup> New neighborhood mixed-use replacing NC and for use at corner stores
<sup>6</sup> New neighborhood mixed-use replacing NC and for use at corner stores
<sup>7</sup> New district pulling heavier commercial out of existing CC
<sup>8</sup> EBURD remains as is except uses will be pulled out separately
Zone District Overview

The Elements of Our Community

Residential Zones
- N1 = Tier Neighborhoods
  - Single-family homes and duplexes
- N2 = Mid-Century Neighborhoods
  - Single-family homes and duplexes
- N3 = Suburban Neighborhoods
  - Single-family homes
- N4 = Mixed Residential Neighborhood 1
  - Mixed housing divided with 1-4 units
- N5 = Mixed Residential Neighborhood 2
  - Mixed housing divided with 5-8 units
- TX1 = Texas Medical District
  - Residential/Manufactured homes

Residential Districts
- N4 = Large Lot Suburban Neighborhoods
  - Single-family homes on lots 5 - 10 acres
- RX1 = Rural Residential District 1
  - Single-family homes with some agricultural use on lots 3 - 9 acres
- RX2 = Rural Residential District 2
  - Single-family homes with some agricultural use on lots 3 - 9 acres

Commercial and Mixed-Use Zones
- NO = Neighborhood Office
  - Small office buildings in neighborhoods
- NMU = Neighborhood Mixed-Use
  - Small office/business- upper story residence allowed
- CMU1 = Commercial Mixed-Use 1
  - Commercial uses along transit corridors in locations walkable accessible by vehicle, upper story residence allowed
- CMU2 = Commercial Mixed-Use 2
  - Large format commercial use and retail uses serving along major transportation corridors; upper story residence allowed
- CBD = Central Business District
- DB = Commercial Business District
- HBR = Higher Business District
- HO = Higher Office District
- CRC = Heavy Commercial
- HCC = Heavy Commercial, wholesale, distribution
- CCH = Heavy Commercial, large commercial uses
- CH = Commercial
- CCH = Commercial, large commercial uses
- CM = Commercial Mixed-Use
  - Wide mix of commercial uses located along transportation corridors with basic site requirements

Public, Industrial, and Other Zones
- P1 = Public 1
  - Public open space
- P2 = Public 2
  - Small-scale civic and institutional uses such as schools and religious institutions
- P3 = Public 3
  - Institutional uses in campus setting or public realm
- I1 = Industrial 1
  - Small-scale and lower intensity industrial
- I2 = Industrial 2
  - Commercial and higher intensity industrial
- FD = Planned Development
  - Mixed-use, mixed-phase, planned developments
- RE = Redevelopment
  - Areas existing non-density and form requirements of ZEEDP
- A = Agriculture
  - Farming and agricultural uses on the acre

For more information, please visit:
www.project-recode.com
Mixed-Use Zoning
More Than Just Commercial Uses

DOWNTOWN ZONES
CBD - Central Business District
Mix of uses: retail, office, residential, and government.

DX - Downtown Support
Mixed-use zone in the CBD with higher density office and commercial uses surrounding.

COMMERCIAL ZONES
CX - Heavy Commercial
Allows heavy commercial, wholesale, warehousing, distribution, and manufacturing functions.

C3 - General Commercial
Allows a variety of commercial uses, including restaurants and bars, to be clustered.

EXPANDED ZONES
CBD remains as is
DX = CC surrounding CBD
CMU1 = shallow lot CC
CMU2 = deep lot CC
NMU = NC
NO = RFP
CX = mixed-use commercial CC
EBURD remains as is

STRONG CORRIDORS
Through more transit, transit oriented development and improvements, new developments will be more compatible and better connected.

NEIGHBORHOOD ZONES
NMU - Neighborhood Mixed Use
Accommodates a mix of commercial, residential, and office uses at a neighborhood scale with easy access to amenities.

NO - Neighborhood Office
Accommodates office and professional residential zoning neighborhood conditions where other commercial uses would be inappropriate, walkable and at a neighborhood scale.

CORRIDOR ZONES
CMU1 - Corridor Mixed-Use 1
Uses alignment zoning near transportation corridors with accessibility of high transportation zones for commercial uses while keeping density on core.

CMU2 - Corridor Mixed-Use 2
Similar to CMU1 except on larger commercial areas to accommodate multiple buildings and improve path commercial buildings.

BEYOND "N" DISTRICTS
New mixed-use zones will make it easier to allow both housing and commercial uses.

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For more information, please visit:
www.project-recode.com
Neighborhood Zoning

Building and Preserving Neighborhoods
(Not Just Developments)

**THE "N" ZONES**
- **N1**
  - Preserves the character of single- and two-family homes in the Billings neighborhood or new neighborhoods in the same style.
- **N2**
  - Preserves the character of single- and two-family homes in the Billings neighborhood or new neighborhoods in the same style.
- **N3**
  - Intended for urban-oriented residential neighborhoods primarily with single-family homes.

**THE "NX" ZONES**
- **NX1**
  - Intended for small and medium multi-family homes with 3 to 6 units in small neighborhood nodes, designed as walkable units.
- **NX2**
  - Intended for large, multi-family housing, frequently as apartments.
- **NX3**
  - Intended for large, multi-family housing which may include single-family homes designed as walkable units with private entries and shared access.

**BILLINGS**

*Current: 9 R Zones*

*Proposed: 6 N Zones*

- **R-96**
- **R-70**
- **R-50**
- **R-50R**
- **RMF-R**

<table>
<thead>
<tr>
<th><strong>ZONE</strong></th>
<th><strong>DEVELOPMENT</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>N1</strong></td>
<td>Single-family homes</td>
</tr>
<tr>
<td><strong>N2</strong></td>
<td>Single-family homes</td>
</tr>
<tr>
<td><strong>N3</strong></td>
<td>Urban-oriented residential</td>
</tr>
<tr>
<td><strong>NX1</strong></td>
<td>Small and medium multi-family homes</td>
</tr>
<tr>
<td><strong>NX2</strong></td>
<td>Large, multi-family housing</td>
</tr>
<tr>
<td><strong>NX3</strong></td>
<td>Large, multi-family housing, frequently as apartments</td>
</tr>
</tbody>
</table>

**PROPOSED NEIGHBORHOOD ZONING BY THE NUMBERS**

- **N1** 17%
- **N2** 24.5%
- **N3** 39%
- **N4** 5.5%

**ACCESSORY DWELLING UNITS**

- Accessory dwelling units on same lot as a single-family home
- Given homeowners flexibility to support friends and family
- Proposed as allowed by right in **N1** and **N2** districts and by special review in **N3** districts

**COUNTY ZONING**

- Yellowstone County will have its own zoning code to fit its specific needs
- County residential zones:
  - **N3** - same as Billings
  - **N4** - large suburban lots with single-family homes on lots 1/2 - 1 acre
  - **R1-1.5** - rural residential lots with single-family homes and some agriculture on lots 1/2 - 1 acre
  - **R1-3** - rural residential lots with single-family homes and some agriculture on lots 3-9 acres
- Urban neighborhood zones will be allowed only in county areas with access to municipal water and sewer (e.g., Lockwood)

For more information, please visit:
www.project-recode.com
Accessory Dwelling Units

What’s an Accessory Dwelling Unit (ADU)?
SEPARATE LIVING SPACE SMALLER THAN THE MAIN HOME ON THE SAME LOT

INDEPENDENT LIVING
- Personal Bathroom
- Sleeping/Living
- Personal Kitchen

OWNER OCCUPANCY REQUIRED
- OR -

THE MANY NAMES OF ACCESSORY DWELLING UNITS
- In-Law Suite
- Casita
- Basement Apartment
- Cottage House
- Granny Flat
- Garden Cottage
- Secondary Unit
- Multi-Generational Home
- Sidekick

Types of Accessory Dwelling Units

Benefits of Accessory Dwelling Units
- Flexibility for homeowners
- Incremental development
- Market-rate affordable housing
- Adds smaller housing options
- Allows aging in place
- Helps with mortgage payments
- Assists friends and family
- Raises property values

Accessory Dwelling Units of Billings
- ADUs built until the 1970s
- Hundreds exist in Billings
- Mainly basement apartments
- Many in first neighborhoods
- Exist as legal-nonconforming
- Unregulated and hard to track
- Can support city infill goals
- Present in many peer cities

Billings’ Missing Smaller Housing

For more information, please visit: www.project-recode.com
Accomplishments

• Draft new Zone Map Completed – May 2019
Accomplishments

- Public Outreach Webpage – Debut May 2019
  https://project-recode.com/
Our Path Forward……

**Four Project Phases**

- Outreach – Hearing from the Community
  - Steering Committee and Working Group formation
  - Public and Focus Group Meetings – June & Oct 18
  - Ongoing information sharing, group presentations, meeting opportunities

- Code Audit
  - Completed Oct 2018 – Presentation of Audit Results to Steering Committee and Working Groups

- Draft Revisions – Going on Now
  - Districts & Uses + Landscaping Revisions for County Zoning
    - **Development Standards – Signs, Street Frontages, Landscaping, Parking**
    - **Procedures**
      - Drafting completed by end of Summer 2019

- Full Draft Completed and Public Adoption Process
  - Fall/Winter 2019-2020
How to Stay Involved

• Bookmark our Project ReCode Webpage: https://project-recode.com/
• Sign Up to Receive Notices: https://ci.billings.mt.us/list.aspx
• Follow us on Facebook: Billings Planning & Community Services Dept.
• Schedule a presentation for your group

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