

*LOCKWOOD is a community that will evolve with a Main Street-style TOWN CENTER surrounded by a range of housing options that support and sustain, both fiscally and socially, the community investments in schools, public water and sewer, transportation, recreation, and public safety while providing economic opportunities in general commercial and light and heavy industry businesses in areas shown on the preferred land use map.*

2016

## LOCKWOOD GROWTH POLICY



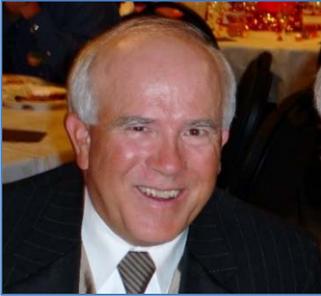
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## FORWARD



This project of determining a growth policy and planning for our community started with the commitment of the Lockwood Steering Committee agreeing to set-aside one meeting each quarter to discuss growth policy and planning for the future of our community. The project began with two work exercises with City/County Planning Staff that discussed “What should Lockwood look like in 10-20 years?” We looked at population growth projections and marked up maps to locate town centers, school expansion areas, industrial growth, housing development, etc.

We then drafted words for a Growth Policy Statement and Growth Guidelines to be presented to the businesses and residents for feedback on the proposal. The result of the Steering Committee work-groups and community feedback over the last year is this draft. It is an outline that will provide a basis for the planning and development of Lockwood as it continues to grow. It will continue to take the hard work of many folks to flesh out this vision to encourage economic growth and to serve the needs of the businesses and residents to grow and sustain our community.

**--Bob Riehl**

**LOCKWOOD STEERING COMMITTEE CHAIR**

## EXECUTIVE SUMMARY

**This Growth Policy, prepared in accordance with Montana Code Annotated, Title 76, Chapter 1, Part 6,** is the first of its kind for the area of Lockwood. This document is indicative of the maturing of the area into a *community* that needs to plan for its future. The 2016 Lockwood Growth Policy is a result of more than a year and a half of collaboration, research and drafting. The key elements of this Policy are: the Growth Policy Statement and Growth Guidelines (Chapter 2) and the Proposed Land Use Map (Chapter 5).

**The population of Lockwood is projected** to increase between 663 people (.5 percent annual growth rate) and 2,444 people (1.5 percent annual growth rate) in the next 20 years. Much of the increase is anticipated in response to an improved economy that relies on a trained workforce. Also contributing to this growth is the availability of water and sewer within the core of the community. Lockwood is fortunate to have a strong elementary and middle school system, a reliable and well-equipped fire protection service, and a growing trail and sidewalk network. These services and amenities will encourage continued residential, commercial, and industrial growth. Lockwood is also endowed with exceptional natural areas and open space managed by local, state and federal agencies. Future plans that will improve connections and accessibility to these areas will attract new residents, businesses and visitors. The planning process intentionally focused on developing a vision for future land use and transportation systems, as those are the key elements in defining the pattern and extent of growth. This vision is expressed in the Growth Policy statement.

**The Growth Policy in itself is not regulatory,** but it was developed with a consideration for future changes to some of the regulatory tools currently in place, such as zoning and subdivision regulations. Many of the regulatory changes that may be considered are expressed in the Growth Guidelines.

**There are background chapters (Chapters 3 and 4) that are intended to frame the current land use context as well as describe the natural setting.** Also provided are the goals and objectives from previously adopted plans aimed at enhancing the quality of life and improving economic conditions for Lockwood residents and businesses. Chapter 5 deals with future projections, largely based on existing trends. Chapters 6, 7 and 8 are statutory requirements, but are useful in describing what the available tools are and how to use them to affect land use changes.

**This Policy is meant to be considered when land use applications and infrastructure investment proposals present themselves.** The Policy is sensitive to individual's property rights, while attempting to reflect public values. Implementation of future regulations or decisions on public infrastructure should involve all affected parties and the public in general.

# 1 PUBLIC INVOLVEMENT

The Lockwood Steering Committee was the community conduit for the Lockwood Growth Policy. The Steering Committee, chaired by Bob Riehl, meets monthly to review local events and projects. It consists of representatives from the school, fire, water and sewer, transportation, and irrigation districts, as well as other interested citizens. While the attendance at these meetings is usually small, meeting announcements and notes of proceedings are distributed to over 150 email addresses including Lockwood residents and business owners, elected officials and City and County employees. The e-mail notices for each of the five Growth Policy steering committee presentations, the general public meeting and the public hearings were sent out to this distribution list. The public meeting and public hearings were also advertised in the Yellowstone County News. Additionally, all information generated for the committee meetings and public meetings were made available online.

## PUBLIC MEETINGS AND PUBLIC HEARINGS

Lockwood Steering Committee Meeting #1	November 20, 2014
Lockwood Steering Committee Meeting #2	February 26, 2015
Lockwood Steering Committee Meeting #3	April 14, 2015
Lockwood Steering Committee Meeting #4	November 19, 2015
Lockwood Steering Committee Meeting #5	January 28, 2016
General Public Meeting	March 3, 2016
Yellowstone County Board of Planning Public Hearing	April 26, 2016
Yellowstone County Board of County Commissioners Public Hearing	May 17, 2016
Yellowstone County Board of County Commissioners Public Hearing	May 17, 2016

Information on the current demographics and housing was presented at the first steering committee meeting. The second, third and fourth meetings were held to develop a draft proposed land use map and proposed transportation map. The draft maps were displayed and discussed at the general public meeting held on March 3, 2016. Throughout the process, the public was requested to provide input on the future land use of Lockwood. The results of this process are illustrated in the proposed land use map shown in Chapter 5, Projections. Comments received during this planning process are listed in Appendix A.

# 2 GROWTH POLICY STATEMENT AND GROWTH GUIDELINES

A number of plans have been created for Lockwood in the past decade, as discussed in Chapter 6, Implementation Tools and Strategies. None of them deals specifically with future land use except the Lockwood Community Plan. Both that plan and this Growth Policy focus on shaping the community and the future land uses of Lockwood. Land use applications, such as zoning and subdivision, will be the primary means to achieve the preferred land use. For that reason, the following growth statement and guidelines are meant to provide a framework for future growth and development.

## LOCKWOOD GROWTH POLICY STATEMENT

***Lockwood is a community that will evolve with a Main Street-style TOWN CENTER surrounded by a range of housing options that support and sustain, both fiscally and socially, the community investments in schools, public water and sewer, transportation, recreation, and public safety while providing economic opportunities in general commercial and light and heavy industry businesses in areas shown on the preferred land use map.***

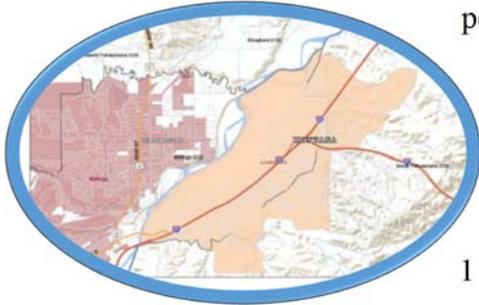
## GROWTH GUIDELINES

- The existing zoning of R-15,000 *may* be changed to higher densities of 7 - 10 dwelling units per acre
- The existing zoning of R-9,600 *may* be changed to higher densities of 4 - 6 dwelling units per acre.
- A mixed-use zoning district *may* be applied to properties within the area designated as the TOWN CENTER
- Consider constructing private and public improvements to higher design standards in the more densely developed area
- Take into account pedestrian safety when designing private and public infrastructure
- Industrial development *may* be located along existing and proposed transportation corridors north of the interstate
- A Targeted Economic Development District (TEDD) *may* be used to foster secondary, value adding economic development. Properties within the general area of the TEDD *may* be initially zoned as agriculture with the intent to rezone to an industrial zoning district when and if the TEDD is implemented
- Commercial retail and services *may* be considered appropriate in areas designated for industrial land uses along principal and minor arterials in addition to areas designated for commercial land uses
- Consider connectivity and convenient access for all users when designing future road network
- The County Floodplain Regulations *may* be the best regulatory tool to protect the floodway and flood fringe in the regulated flood hazard zones
- A 'resource conservation overlay zone' *may* be considered to protect natural habitat and other conservation resources along the Yellowstone River

# 3 EXISTING CONDITIONS & BACKGROUND INFORMATION

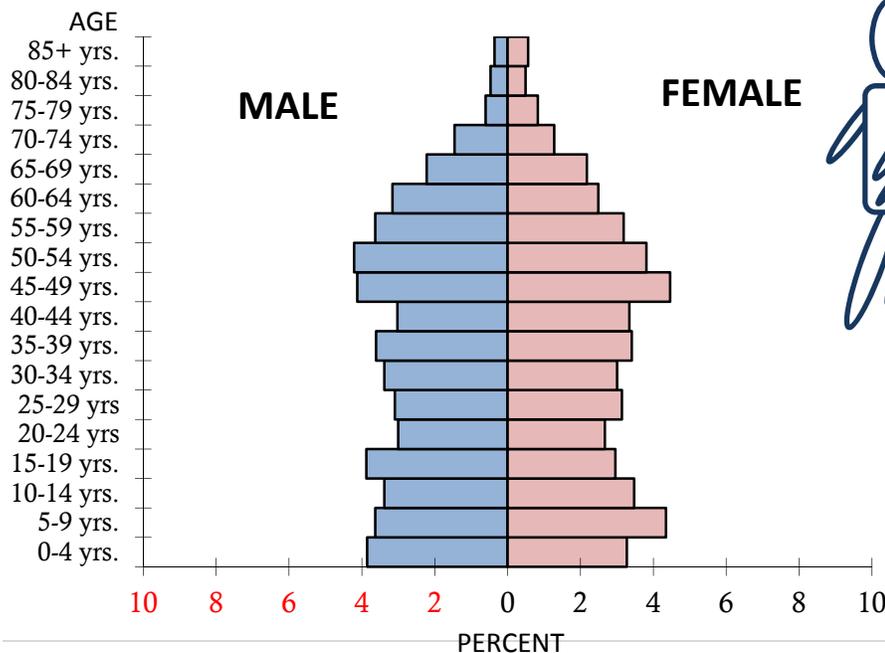
## POPULATION AND DEMOGRAPHICS

Lockwood is an unincorporated community east of and adjacent to the City of Billings in Yellowstone County, Montana. The population reported for Lockwood Census Designated Place, (CDP), in 2010 was 6,797, according to the U.S. Census.<sup>i</sup> The American Community Survey, an ongoing statistical survey that samples a small



percentage of the population every year, places the 2013 population at 6,718, a decline of approximately 1 percent over the three year period.<sup>ii</sup> Lockwood CDP has a total land area of 12.90 square miles and a density of 527 persons per square mile. However, Census Tract 8, which covers 7.678 square miles and has a density of 580 persons per square mile, reportedly had a population of 4,461 in 2010 and an estimated 4,454 in 2013: less than 1 percent decrease.

During the same period, the City of Billings experienced a 4.7 percent increase in population, from 104,190 to 109,059 and Yellowstone County grew by 4.2 percent from 147,972 to 154,162. The age distribution of Lockwood is indicates a higher, middle-aged population (ages 49 – 54), along with a higher, younger population (ages 0 – 19) with the median age of 35.8 years. Fifty one percent of the population is male and 49 percent is female. The age distribution indicates a high number of households include families. The percentage of family households in 69.7 percent and the average household size is 3.12. In contrast, the percent of family households throughout Yellowstone County is 63.2 percent with an average family size of 2.94.



**Average Family Size: 3.12**  
**Median Household Income: \$47,568**

## INCOME

Median Household Income, (MHI), in Lockwood is \$47,568, below the MHI for the City of Billings, at \$48,908 and Yellowstone County, at \$51,342. However, Lockwood’s poverty rate is 10.7 percent, lower than both the county’s rate of 12.3 percent and the City of Billings’ rate of 14.1 percent. The State’s poverty rate is 15.2 percent and state MHI is \$46,230.

According to the Location Affordability Portal, Version 2, a website created by US HUD and US DOT, Lockwood CDP has an average Location Affordability Index of 53 percent.<sup>iii</sup> The Location Affordability Index is a percent of household income spent on transportation costs and housing cost. Approximately 26 percent of household income is spent on housing and 27 percent is spent on Transportation. This compares with 51 percent for the City of Billings and 52 percent for the entire County. The lower index for the City of Billings is related to a lower transportation cost. The County transportation costs are similar, but the housing costs drive up the Location Affordability Index.

## HEALTH

The 2014 PRC Community Health Needs Assessment Report for Yellowstone County covers all aspects of health including physical activity, infectious diseases, birth rates and access to health providers. A total of



10.8 percent of survey respondents indicated they wanted to be more physically active, but felt unsafe due to factors such as crime or traffic. The trends are higher among women and the age 18 to 39 cohort as well as low income respondents. Over 61 percent of the survey respondents indicate that they “never” walk, bike or use transit for their daily commute. However, a large percentage (22.7%) utilizes alternative transportation at least weekly.

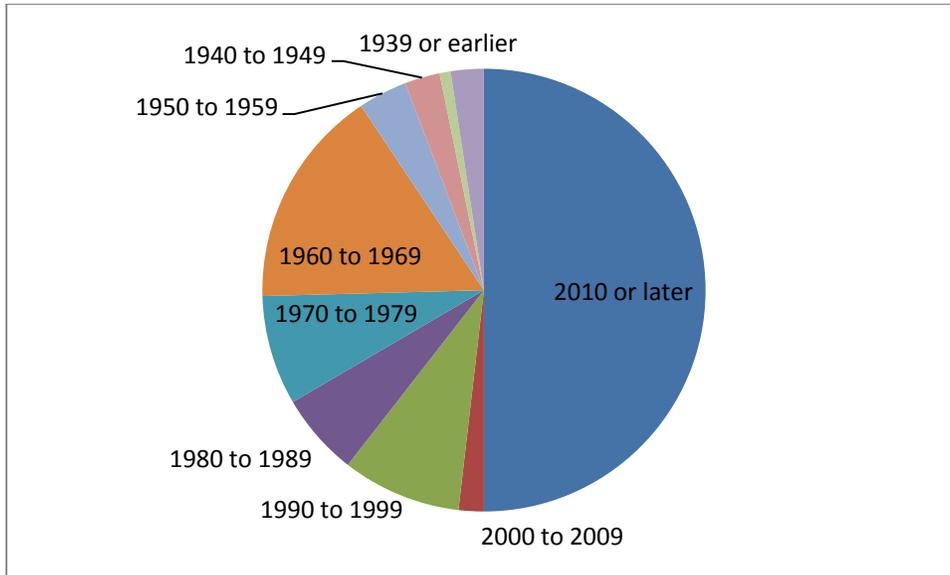
The same report indicates that nearly 2 in 3 Yellowstone County adults are overweight. This is statistically higher than the State of Montana. While the number of overweight adults in Yellowstone County is less than a survey in 2010, the 2014 overweight statistic is still higher than the percentage in 2005. Almost one third of Yellowstone County adults are obese. This is a statistically significant increase since 2005, when only one quarter of adults were obese. Overweight and obese adults are more likely to report multiple adverse health conditions. Among those conditions are hypertension (high blood pressure), chronic depression, arthritis/rheumatism, high cholesterol and “fair” or “poor” mental health. Overweight/obese residents were also more likely to have overweight children.



## HOUSING

In 2010, the Census Bureau reported 2,566 occupied housing units in the Lockwood CDP, 2,082 of which were owner-occupied.<sup>iv</sup> This number increased in 2014 to 2,716 occupied housing units, of which 2,149 are owner-occupied, 485 are renter-occupied and 82 are vacant. A very high percentage of these units, over 34 percent, are manufactured homes. Most of the housing was built or manufactured since 2010 as the chart below shows.

**CHART 1: YEAR STRUCTURES WERE BUILT IN THE LOCKWOOD AREA**



Source: U.S. Census Bureau 2010 – 2014 American Community 5-year Survey

The median home price between 2010 and 2014 was \$162,500 with the majority (63.4 percent) of homes valued between \$100,000 and \$300,000. Twenty-two percent of owner-occupied units were valued at less than \$50,000.



## LAND USE

Lockwood is unincorporated and immediately across the Yellowstone River from the City of Billings. These characteristics have influenced the pattern and type of land use in the Lockwood area over the last 50 years. In addition, the intersection of two interstate highways, the presence of a major state highway, as well as a railroad corridor have greatly influenced the arrangement of land uses as they are today. Most of the commercial use is focused along the highways. The presence of the Exxon Refinery set the tone for more industrial types of uses or heavy commercial use north of the interstate. Businesses located at the two interstate interchanges serve the traveling public as well as interstate commercial trucking. South of the interstate, and on either side of Montana Highway 87 and Old Hardin Road a variety of light industrial, retail and services are situated.



The addition of sanitary sewer has opened up opportunity for more intense land uses that otherwise were prevented from serving Lockwood. The sewer has also been extended to existing and new residences. However, the pattern of residential development was largely constrained by state regulations for individual or community septic and well systems. Connecting to Lockwood sewer and water systems has eliminated those constraints, but the zoning has not adapted to those changes, particularly for residential uses.



## ZONING

Lockwood is within the County zoning jurisdiction; the eastern edge of which is located close to the intersection of I-90 and I-94. The Unified Zoning Code which regulates county zoning was adopted in 1972. Almost all of the area north of I-90 lies within a Heavy Industrial or Controlled Industrial zone. The area to the south of Johnson Lane interchange is zoned for entryway standards which provide for enhanced treatment of landscaping and building design. Most of the zoning along Old Hardin Road is zoned for commercial uses. There are two dominant residential zones in Lockwood: Residential 15,000 and Residential 9,600. These zones allow for large lot development as there was only water service available at the time zoning was adopted. The majority of land to the south of the more-densely populated area is zoned Agricultural Open Space. While zoning provides a guide for future growth potential, there are many areas of non-conformance that were “grandfathered” into the current zoning scheme. The current zoning also does not take into account recent infrastructure improvement and consideration for a new industrial park north of the interstate.

## ZONING ACTIVITY

One of the largest populated areas within the County Zoning Jurisdiction, Lockwood provides a consistent stream of zoning requests: zone changes, special reviews and variances. Many of the zone changes have been requested to accommodate new businesses, while a number of them have been granted to bring existing non-conforming properties into compliance. Since 2010, Special Reviews have been requested for two recycling centers, a gravel pit and a daycare. Variances from the Unified Zoning Code have been requested for lot size and sign heights but three applications were for public properties requiring a hearing before the County Board of Adjustment for Land Use Contrary to Zoning. Below is a table of zoning activity in the Lockwood area since 2010.

**TABLE 1: ZONING ACTIVITY IN THE LOCKWOOD AREA 2010 – 2015**

	<b>Zone Changes</b>	<b>Special Reviews</b>	<b>Variances</b>	<b>Land Use Contrary to Zoning</b>	<b>Total</b>
2010	1	0	1	0	2
2011	0	1	0	1	2
2012	1	2	0	1	4
2013	1	1	1	0	3
2014	4	0	0	1	5
2015*	1	0	1	0	2

\*through September, 2015 Source: City/County Planning Division

## SUBDIVISION ACTIVITY

Over time, the population increase in Lockwood can be attributed to new residential subdivisions being developed to the east and southeast part of the community. Since 2010, four parcels have been subdivided or have been preliminarily approved for residential use. One of the subdivisions, Aspen Ridge has been preliminarily approved for 15 single family lots. Majestic Cove, an existing manufactured home park is approved for 22 manufactured home parcels, and Country Meadows, a 2-acre parcel has been approved for condominiums. Two commercial subdivisions have been platted for a total of 8 lots.

## PARKS AND RECREATION

Lockwood has at least 14 public county parks totaling more than 70 acres. The main community concern with the existing parks has been that many remain undeveloped and unidentified to the point that some residents have thought parks are privately owned empty lots. With the exception of Lockwood Park off of Old Hardin Road that has the Little League baseball fields, most of the other parks in Lockwood are in need of improvements and maintenance. Lockwood residents have consistently expressed interest in finding ways to improve existing parks and find sustainable ways to maintain them. A number of irrigation facilities have been identified for future linear parkways with improved multi-purpose trails including the Lower and Upper Lockwood Irrigation Ditches. In addition, there are some natural drainages that lend themselves to providing a form of greenbelt through Lockwood, such as No Name Creek and Dry Creek.

### State and Federal Parks as Amenities for

**Lockwood** – Lockwood has two significant state parks, and a third regional private park under development, that are tremendous assets for the community. Pictograph Cave State Park is south of Lockwood and the Four Dances Natural Area is located along Lockwood’s western border with the Yellowstone River. Dover Park, currently being developed, is located north of the river and will be accessible by the Billings Bypass.

**Pictograph Cave State Park** – Located just 6 miles south of Billings, the Pictograph, Middle and Ghost cave complex was home to generations of prehistoric hunters.

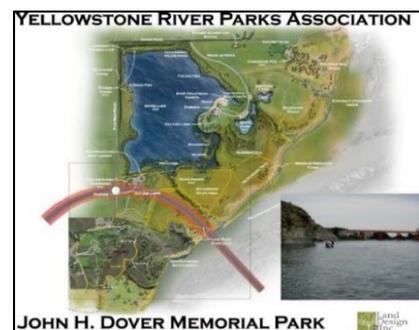


Over 30,000 artifacts have been identified from the park. A short paved trail allows you to view the rock paintings, known as pictographs that are still visible in Pictograph Cave, the largest of the three. Interpretive signs tell the story of Montana’s first professional archaeological studies and excavations. This site is listed as a National Historic Landmark.

**Four Dances Natural Area** – Located along the eastern edge of the Yellowstone River off of Coburn Road, this approximately 760-acre area is owned and managed by the Bureau of Land Management. This public land provides sweeping views of Billings from the high rims along the river and is located along Lockwood’s western boundary.



**Dover Memorial Park** – The Jim Sindelar family donated the first 172 acres of this natural area located west of Mary’s Street and Five Mile Road to the Yellowstone River Parks Association. The park is open to the public in 2016. Future plans include expanding the park to encompass more than 720 acres and include numerous trails, a lake and a day use area. The park is dedicated in memory of John Dover who originally claimed 125 acres on an island and later expanded to the river’s north shore.



## ECONOMIC CONDITIONS

Median Household Income (MHI) in Lockwood is \$47,568. This compares with the MHI for the City of Billings, at \$48,908 and Yellowstone County, at \$51,342. Lockwood's poverty rate is 10.7%, considerably lower than the county's rate of 12.3% and the City of Billings' rate of 14.1%. The State's poverty rate is 15.2% and state MHI is \$46,230.<sup>v</sup>

The following table, excerpted from the Statement of Infrastructure Deficiency, details current employment information for the Lockwood Census Designated Place (CDP). Residents employed in retail trade, educational services, and healthcare and social assistance account for more than a third (37.6%) of the entire civilian work force.

**TABLE 2: EMPLOYMENT BY INDUSTRY IN THE LOCKWOOD AREA**

INDUSTRY	Number Employed	Margin of Error (%)
Civilian employed population 16 years and over	3,608	(X)
Agriculture, forestry, fishing and hunting, and mining	115	+/-1.9
Construction	412	+/-3.4
Manufacturing	237	+/-2.9
Wholesale trade	142	+/-2.3
Retail trade	682	+/-4.9
Transportation and warehousing, and utilities	331	+/-3.4
Information	23	+/-0.8
Finance and insurance, and real estate and rental and leasing	178	+/-2.2
Professional, scientific, and management, and administrative and waste management services	227	+/-2.5
Educational services, and health care and social assistance	676	+/-4.3
Arts, entertainment, and recreation, and accommodation and food services	287	+/-3.5
Other services, except public administration	258	+/-3.3
Public administration	40	+/-0.8

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

## LOCAL SERVICES

### Lockwood Schools - School District #26

The current K-8 enrollment at the Lockwood School is over 1,250 students. The schools are located on a joint campus on Highway 87 E. The Lockwood Elementary School includes grades K – 5 and in 2014-2015 reported an enrollment of 397 students. The student/teacher ratio for the elementary school is 13:1 and it has 11.8% special education participation. The Middle School, renamed Eileen Johnson Middle School in 2012, enrolled 411 students in grades 6 – 8 in the 2014-2015 school year. The Middle School has a student/teacher ratio of 15:1 and has 13.6% special education participation



High School students from Lockwood attend Skyview or Senior High Schools in the Billings school system. This requires bussing and transportation of students from Lockwood to either high school in Billings. Since Lockwood School District #26 is not a high school district, and there is a state-imposed moratorium on new high school districts in Montana, planning for the future needs of Lockwood high school students must include amending state law and communication and planning with Billings School District #2. At the 2015 Montana Legislative Session, a bill to permit the creation of a new high school district failed. School District #2 began a process to evaluate and possible amend its high school districts. The process is expected to be completed in the spring of 2016.

The 2005 Lockwood Community Plan recognized there is a need to serve Lockwood high school students in the best possible educational environment that may be achieved and supports two issues to forward this goal. One goal is communication between the community and the two school districts, and the other goal is providing potential locations in Lockwood where a high school could be located.

## TRANSPORTATION

The following Transportation section is excerpted directly from the 2015 Lockwood Non-Motorized Transportation Plan, prepared by Peaks to Plains Design PC and Interstate Engineering, Inc., in 2015.

### Motorized

Lockwood road and street network consists of interstates, highways, arterials, collectors, and local streets. The roadways were all constructed to varying standards. Most are paved, but some local streets are gravel. Interstate 90 and Interstate 94 intersect just north and east of Lockwood. Interstate 94 discontinues to the southwest at that intersection replaced by Interstate 90 which also continues to the east. There are two interchanges off of I-90; the Johnson Lane interchange and the Lockwood interchange at US Highway 87.



Highway 87 trends southeast and northwest through Lockwood and crosses the Yellowstone River just west of the Lockwood interchange. Old Hardin Road is a state route and classified as a minor arterial that parallels I-90 to the south. North of the interstate is the North Frontage Road, also a state route and minor arterial. Coburn Road, a county route, is classified as a minor arterial, as is Ford Road. The only county road classified as a major arterial is Johnson Lane. A number of county roads are classified as collectors: Becraft Lane, Noblewood Drive, Piccolo Lane, Rosebud Lane, Cedar Canyon Road, North Horseshoe Hills Road, Englin Street, Box Elder Creek Road and Hackamore Trail. The remaining streets are considered local and most were constructed at the time of subdivision (see Figure 1, Lockwood Functional Road Classification Map).

### Billings Bypass

In 2014, the Montana Department of Transportation issued the Record of Decision regarding the new construction of a principal arterial highway connecting Interstate 90 east of Billings with Old Highway 312. The purpose is to address several transportation-related issues that stem from a lack of connectivity and lack of mobility due to major physical barriers for north-south transportation connections in the eastern Billings area. The project is in the engineering design phase that includes the primary and secondary corridors, interchange and intersection options and related facilities, such as bridges. The preferred alignment connects at Johnson Lane and I-90 interchange and runs through an industrial development and undeveloped areas in North Lockwood.



The Record of Decision indicates that non-motorized transportation facilities are planned to be accommodated through an 8-foot shoulder, which also serves as a vehicle break-down lane. The Record of Decision states that “bicycle and pedestrian accommodations will be taken into account during final design.” Several local groups and agencies are working together to develop a plan to provide a bicycle and pedestrian facility along the route of the Billings Bypass.

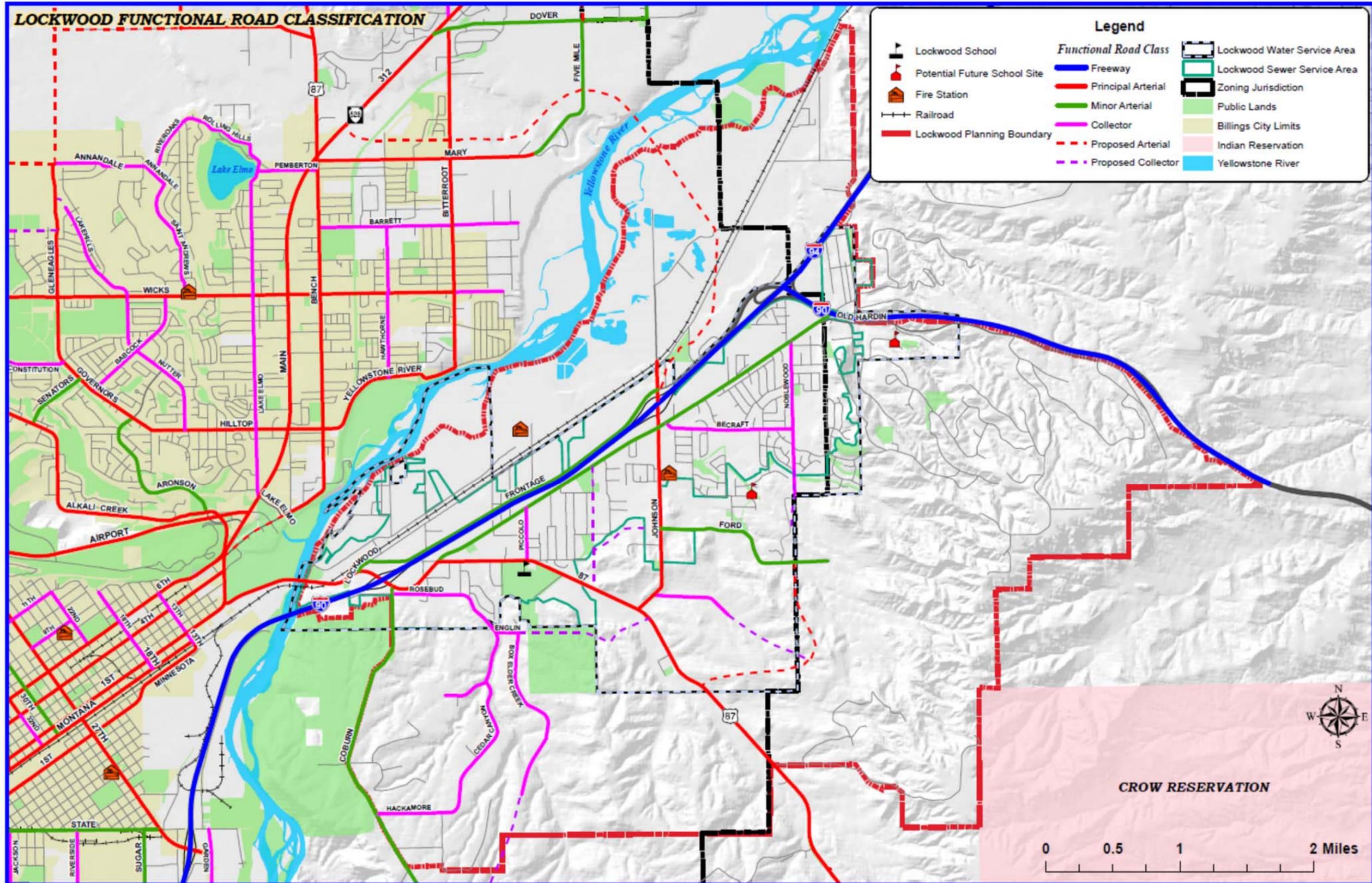


FIGURE 1. LOCKWOOD FUNCTIONAL ROAD CLASSIFICATION MAP

## Crash History



According to the 2014 Billings Urban Area Long Range Transportation Plan, motor vehicles crashes generally involve multiple contributing factors, which may be related to drivers, the roadway or the vehicle(s) involved. Therefore, increasing safety requires a multi-agency, multi-faceted approach, consistent with this plan's objectives. Recently, the Montana Department of Transportation launched its "Vision Zero Montana" campaign, a multipronged initiative with the ultimate goal of eliminating deaths and injuries on Montana highways. The Montana Department of Transportation reported that in the last 10 years, 492 people died in vehicle crashes within the 18 to 25 year age range, the most out of any age cohort. Lockwood, with its high percentage of residents within this age range, makes roads in this area that should be considered a priority for safety. The Vision Zero campaign focuses on four areas: education, enforcement, engineering and emergency medical response.

## Non-motorized

The lack of sidewalks in the Lockwood area has been a long debated issue and has contributed to several deaths and injuries of pedestrians. Currently, only five areas have sidewalks adjacent to public rights of way:

1. Western Security Bank at Old Hardin Road and Cole Street has five-foot wide curb sidewalks. However, the sidewalk only has about 50 percent compliance with the Americans with Disabilities Act.
2. Burger King at Old Hardin Road is adjacent to the Western Security Bank property and also has five-foot wide curb sidewalks. The intersection of Old Hardin Road and Johnson Lane does have an ADA compliant curb ramp.
3. Emerald View Trailer Court includes the following streets: Sherwood Avenue, Silverton Street, Jemstone Drive, Rockwood Street, Finley Circle, Andrick Avenue and Kallen Drive. This development has five-foot wide sidewalks.
4. Sidewalks are on Lockwood School District property adjacent to US Highway 87 from Peters Street to the intersection of Piccolo Lane and from the entrance road to the administrative area to Stonehaven Trail.
5. Hillner Lane from Piccolo Lane to Nightingale Drive has a sidewalk that was installed as a part of a Safe Routes to School project in 2012.



In response to the lack of pedestrian facilities and the increasing concern for pedestrian and bicycle safety, the voters of Lockwood approved the creation of the Lockwood Pedestrian Safety District. Funding for the District is derived from property tax. The District may levy up to 10 mils and currently has an annual revenue of \$212,697. In the first year of existence, the District completed a Non-Motorized Transportation Plan, distributed educational materials on bicycle and pedestrian safety, created a website for the District and constructed a sidewalk along Highway 87 from Old Hardin Road to Peters Street.

### Special Infrastructure Considerations

The Lockwood Non-Motorized Transportation Plan discusses additional transportation routes that are prime candidates for pedestrian and bicycle infrastructure:

- Johnson Lane from the I-90 Interchange to Ford Road
- Johnson Lane North of I-90
- The Billings ByPass
- The Bicycle Tourist Route

The Bicycle Tourist route would promote bicycle tourism within the Lockwood Pedestrian Safety District.

Only one hotel, the Holiday Inn Express is located in Lockwood. Utilizing that as a tourist starting point, the potential route could follow the Lockwood Irrigation District canal over to Coburn Road. Then the route could extend to the Four Dances Natural Area and Pictograph Caves State Park. With an Interstate Bridge connection, the route could extend over to Billings, connecting into the proposed “Marathon Loop.” Additionally, tourists staying at the hotel could potentially ride north towards the future Dover Park, connect to the Heights Kiwanis Bike trail and also tie into the Marathon Loop. Lockwood is poised to become a key trailhead for bicycle tourism and economic development.

### **LOCAL SERVICES AND UTILITIES**

The following section is obtained from the 2015 Statement of Infrastructure Deficiency prepared by Community Development Services of Montana (CDS), as a requirement for advancing the feasibility study of the Lockwood Targeted Economic Development District and the 2015 Lockwood Non-Motorized Transportation Plan.

**Water** – The Lockwood Water and Sewer District distributes water through 45 miles of main lines to over 6,000 people. Water from the Yellowstone River is treated at the Lockwood Water Treatment Plant, located on Cerise Road. Treatment includes coagulation, settling, filtration and disinfection and has a capacity of 3 million gallons per day. There are 4 storage reservoirs with a capacity of 2.25 million gallons located through the community.

**Sewer/Wastewater** – The Lockwood Sewer and Water District has an agreement with the City of Billings which allows the District to transmit wastewater from Lockwood to the City’s treatment plant. However, the Lockwood agreement limits the amount of effluent that can be transmitted to the plant, available on a first-come, first-served basis. The existing agreement defines an allowable flow rate to the City and also has provisions to negotiate for additional capacity.<sup>vi</sup>

**Stormwater** - Lockwood is also devoid of an extensive storm drainage system. It is anticipated that higher density development and the construction of multi-lane street facilities will eventually necessitate construction of underground storm drainage structures and systems. In areas where street rights-of-way are limited and roadside drainage ditches are not feasible, underground systems will be required to prevent deterioration of streets and roadways. Extensive curb and gutter installations would not be possible without a defined and controlled collection and outfall system.



## Fire and Emergency Services –



Part of what supports the identity of Lockwood as independent community is the Lockwood Fire District. The District includes full time firefighters and emergency medical personnel and provides fire protection services to an estimated 9,000 people in the greater Lockwood area. The need for well-equipped emergency services in Lockwood goes beyond the standard needs of residential and commercial businesses. The industrial businesses in Lockwood include an oil refinery, several heavy manufacturing operations and chemical manufacturers. An interstate highway corridor and a major East-West railroad corridor also add to the mix of potential hazards that emergency services might be needed for. The current ISO (Insurance Services Office) was recently improved for the fire service area from 5/9 (the second number represents coverage outside of a 5 mile radius but still in the fire district) to 4/4Y, a marked improvement. The reduced rating could mean significant insurance savings to property owners. The new fire station contributed to the reduced ISO rating. The new station, located at 501 Johnson Lane, is 20,600 square feet, contains 11 equipment bays, and cost \$3.6 million.



In addition to fire services, the County Sheriff's Office provides police protection to Lockwood. The urban density of Lockwood provides added challenges to law enforcement personnel that are often more familiar with the more rural county environment. As Lockwood continues to grow, all emergency services will need to grow with it and be provided with the best possible options to provide quality service to the community.





**Electricity** – Yellowstone Valley Electric Cooperative (YVEC), a not-for-profit rural electric cooperative, is the “last mile” retail service provider to the TEDD study area. Yellowstone Valley distributes power to the area through agreements with Basin Electric and Northwestern Energy. The YVEC distribution lines originate out of the YVEC Lockwood substation that is located near the Johnson Lane interchange and is south of the interstate. However, in order to adequately serve industrial users within the TEDD study area, redundancy would be needed to mitigate power outages and/or shortages over time. This is particularly true for

industrial users that are at the “end of the transmission line” and typically require two feeds as part of their siting specifications. This could be provided by adding additional transmission lines from the north. A substation may be required to serve a large industrial user with significant energy demand, such as a refinery, or multiple users. Two new substantial users in the Lockwood area are located within the TEDD study area, Montana Peterbilt, and Pacific Steel and Recycling. When Pacific Steel attains full operation, these two users will probably consume 8-10% of Yellowstone Valley’s total load.

**Electric Supply** – The YVEC Lockwood substation is connected to a segment of NorthWestern Energy’s (NEW) 69 kV (kilovolt) transmission line that ties into the NWE main transmission system at NWE’s Johnson Lane substation area. According to NWE officials, this transmission line is nearing capacity, so any new significant electric “load” could potentially require an upgrade to the transmission line. This could significantly affect the development of value-adding manufacturing and other industrial businesses, with high demand, such as a refinery. Future larger electric load developments off this transmission line, that are 1000 kW or larger, would require a NorthWestern Energy Load Interconnection study to determine if the existing transmission line can handle the additional load or if upgrades to the transmission line are necessary. Capital intensive system upgrades, to Northwestern Energy’s supply would require a significant lead time of up to two years for study and construction.

**Natural Gas** – Natural gas is provided primarily by Montana-Dakota Utilities, which reaches only the south portion of the TEDD study area. Northwestern Energy has supplemented this supply from the west. Heavy industrial users that require heat for their processes may need additional natural gas supply.

**Broadband Services/Connectivity** – The area has limited broadband service and upgrades would probably require a new line from downtown Billings. Critical information infrastructure would have to incorporate redundancy to assure reliable service.

# 4 NATURAL RESOURCES

## GEOGRAPHIC SETTING



Lockwood lies along the south bank of the Yellowstone River as it diverges from its general northeast direction to almost due north. The river valley is fairly narrow at this location, less than 2.5 miles at its widest. The river valley is flat where most of Lockwood is located. The terrain quickly transitions to low to moderately steep rolling hills. The valley consists of Quaternary alluvial gravels many of which have been mined or are currently being mined. Various sedimentary deposits of the Cretaceous Colorado Group compose the hills surrounding Lockwood.

The land cover varies as the terrain varies. Closest to the Yellowstone River, the dominant land cover is riparian/wetland with some open water and intermittent prairie grassland. Mid-elevations surrounding the developed areas of Lockwood are predominantly prairie grassland which transitions to mixed grassland/woodland in the hills. Emerald Hills to the east, for instance, is predominantly woodland dominated by coniferous forests.

### WETLANDS

Natural wetland systems run parallel the Yellowstone River, north of the railroad tracks. Old gravel pits provide ponds with open water surrounded by riparian vegetation that function as wetland systems.



**Flood Hazards**

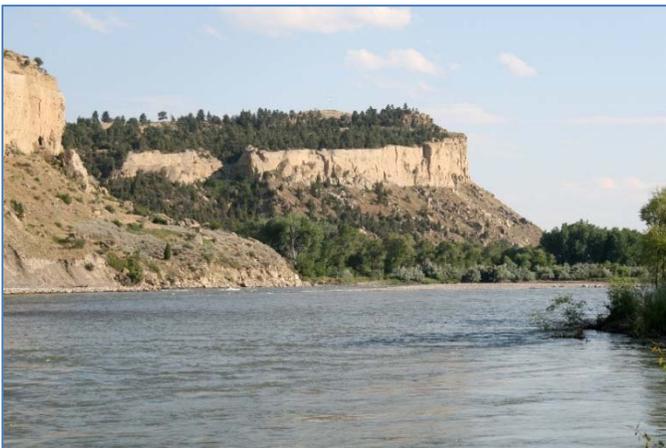
Because the County participates in the federal flood insurance program, most of the major water courses have flood hazard areas mapped by FEMA. The most significant of these is the Yellowstone River floodplain which is quite extensive through Lockwood. No Name Creek and Dry Creek, which flow into the Yellowstone River from the south through Lockwood, also have mapped floodplains. A map of the designated floodplains is shown in Figure 2.



Yellowstone River-Four Dances Natural Area



Yellowstone River

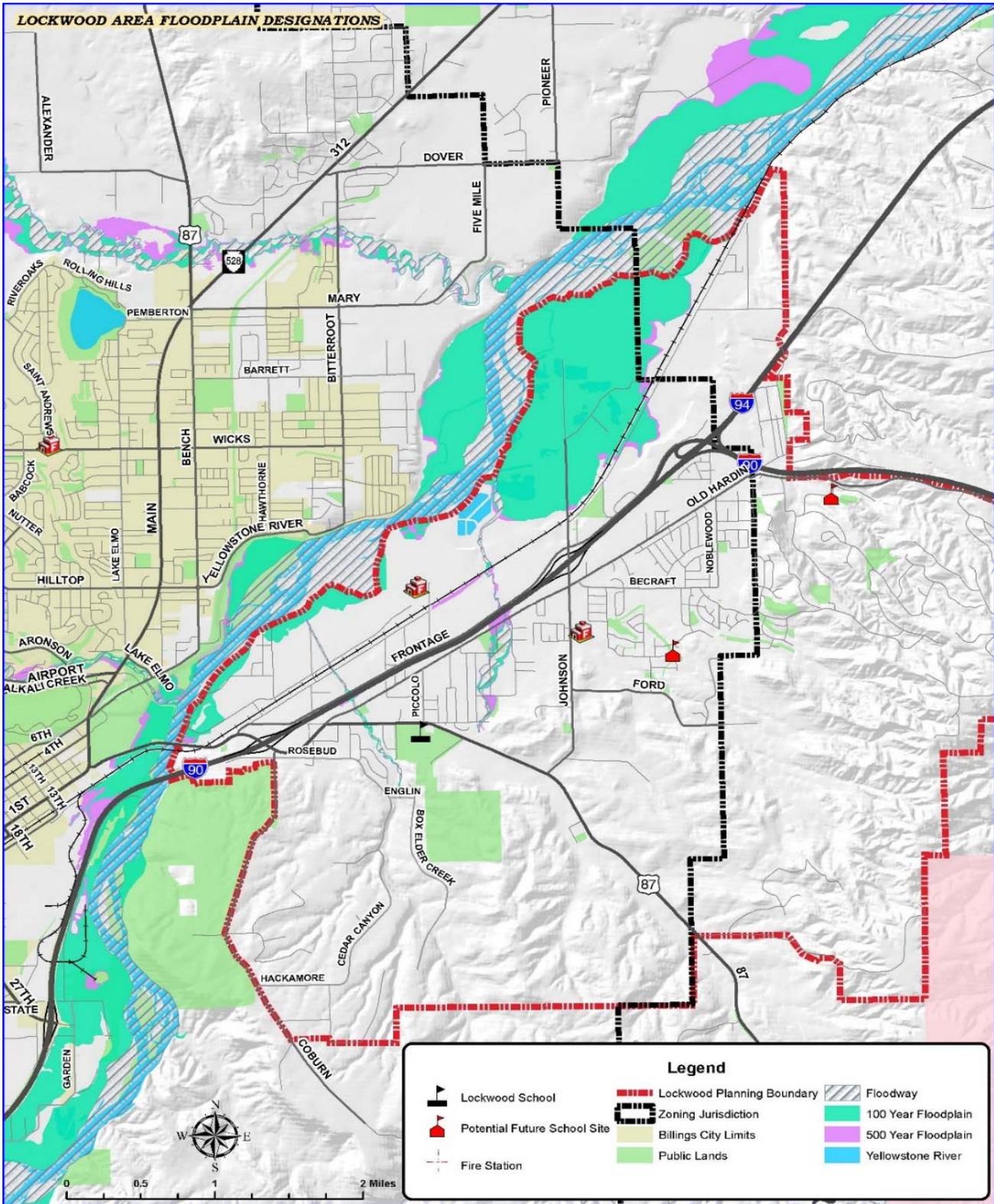


Yellowstone River



Yellowstone River near Billings reaches flood stage

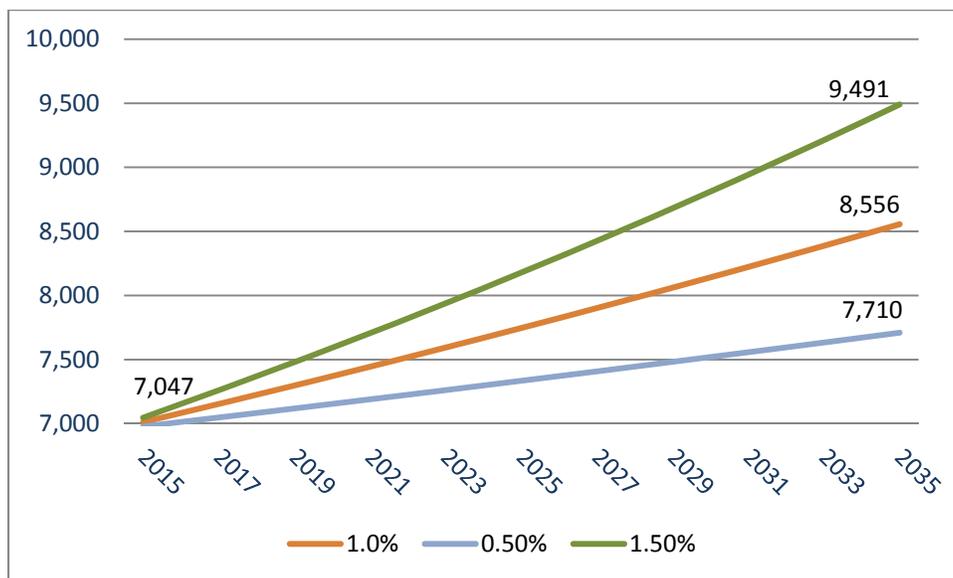
FIGURE 2. FLOODPLAIN DESIGNATIONS



# 5 PROJECTIONS POPULATION

Between 2000 and 2010, the Lockwood Census Designated Place increased by 58 percent or almost 5.8 percent annually. This increase in population during this time is misleading due to the redrawing of the CDP, (Census Designated Place), boundary. In 2000, Lockwood CDP contained 7.45 square miles and in 2010 it expanded to 12.89 square miles. A more realistic growth rate can be obtained between the 2010 Census and the 2010 – 2014 5-year American Community Survey which provides an estimate of approximately .5% annual growth rate. Applying that growth rate to the population estimated in 2015 and projecting it over 20 years, the population in Lockwood could grow from 7,047 to 7,710 people. The following table illustrates the population increases at .5, 1.0 and 1.5 percent annual increase.

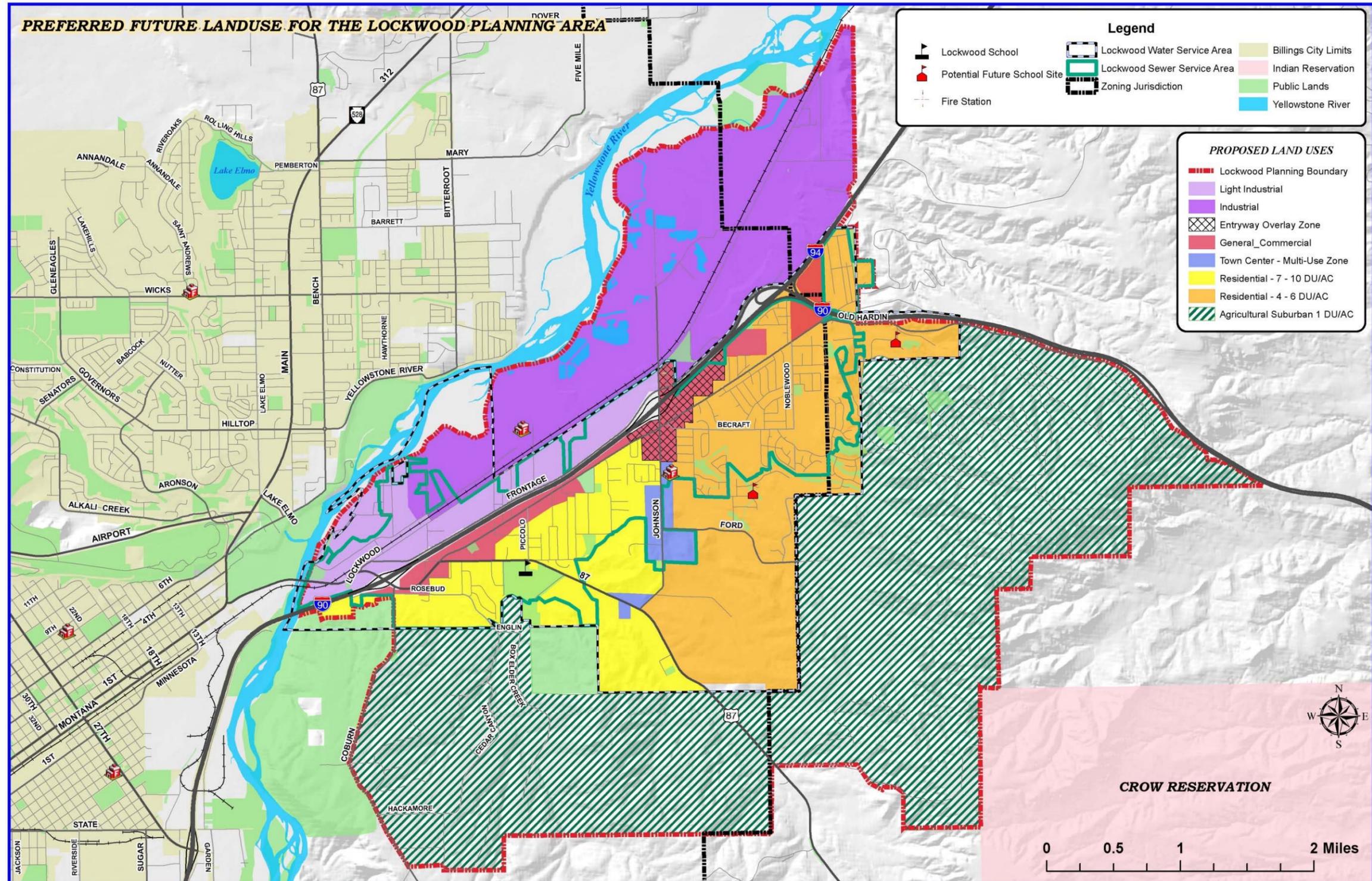
**CHART 2: LOCKWOOD POPULATION PROJECTION**



## PREFERRED FUTURE LAND USE

Residents and business owners anticipate Lockwood evolving into a self-sustaining community with a recognizable town center, a thriving business corridor and industrial area, and sufficient housing options to accommodate a local workforce. Lockwood would retain its rural character by encouraging surrounding agricultural land use but still provide urban-level services, such as water and sewer to the core community. The existing zoning currently does not support this vision and favors large lot development, and dispersed commercial and industrial uses. In order to facilitate the preferred, future land uses, as shown in the Figure 3, this Growth Policy is intended to guide future zoning amendments and other land use decisions that are required to be consistent with this document, e.g. subdivisions and Targeted Economic Development Districts.

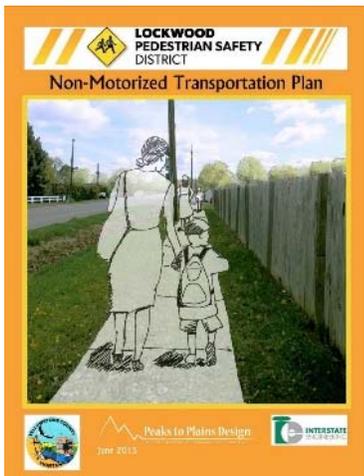
FIGURE 3. PREFERRED FUTURE LAND USE FOR THE LOCKWOOD PLANNING AREA



# 6 IMPLEMENTATION TOOLS AND STRATEGIES

## OVERVIEW OF EXISTING CONDITIONS AND PLANS

*Over the past decade, several planning documents have been prepared that partially or entirely address the community of Lockwood. The documents are described below. Most of the descriptions have been excerpted from The Lockwood Pedestrian Safety District Non-Motorized Transportation Plan, prepared by Peaks to Plains Design PC and Interstate Engineering, Inc., in 2015.*



### Lockwood Pedestrian Safety District Non-Motorized Transportation Plan (Peaks to Plains Design PC and Interstate Engineering, Inc., 2015)

The Lockwood Pedestrian Safety District is a special improvement district created for the purpose of enhancing pedestrian safety and provide for alternative means of transportation in the Lockwood Area. The District was approved by the voters residing within the Lockwood School District which has the same boundaries as the Safety District.

Funding for the District comes from a property tax mil levy of up to 10 mills, with estimated annual revenues of about \$212,697 per year. The District is administered by the Yellowstone County Board of Commissioners who are advised by a citizen board consisting of up to 10 members who live and work in the District. The Advisory Board contracted with Peaks to Plains and Interstate Engineering to prepare a work plan for the next five years and a long range plan for the next 20 years. The Plan sets forth District-specific activities and provides guidance for policy to execute the mission and vision of the Lockwood Pedestrian Safety District.

## Mission

The Mission of the Lockwood Pedestrian Safety District is to effectively eliminate fatalities and serious injuries caused by vehicular and pedestrian conflicts throughout the Lockwood Area



Photo: Pedestrians on Old Hardin Road often walk near the travel lane and walk with their back to oncoming traffic, creating a hazard.

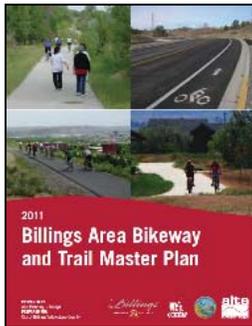
## Vision

Lockwood is a vibrant community with thriving industrial, commercial and residential neighborhoods where people of all ages and physical abilities can travel safely and efficiently without the use of an automobile.



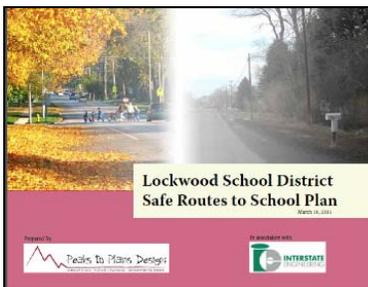
**Billings Urban Area Long Range Transportation Plan**  
**(Kittelson & Associates, Inc., 2014)**

The Long Range Transportation Plan evaluates existing conditions and projects future needs for the motorized and non-motorized transportation network in the Billings Area Metropolitan Planning Organization boundaries, which includes the Lockwood area. The plan addresses streets and highways, public transit and transportation, truck services and facilities, rail facilities and pedestrian and bicycle facilities. This document acknowledges the Lockwood Safe Routes to School plan and the Lockwood Transportation Study, but stops short of inventory and recommendation of specific non-motorized transportation projects for Lockwood.



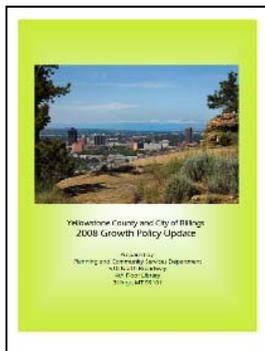
**Billings Area Bikeway and Trail Master Plan**  
**(Alta Planning + Design, 2011)**

This document covers the Billings Area Metropolitan Planning Organization boundaries, which includes the Lockwood area. However, little specific information is provided for Lockwood and many projects listed in the plan are within the Billings City Limits. However, many of the funding, policy and other guidelines included in this document are applicable to Lockwood.



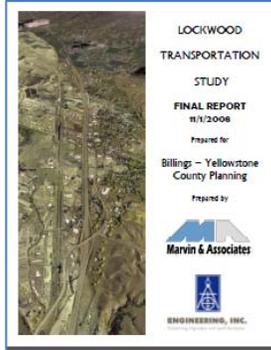
**Lockwood School District Safe Routes to School Plan**  
**(Peaks to Plains Design PC, 2011)**

This document was prepared in accordance with the Safe Routes to School funding program and evaluates walking and bicycling needs within a 2-miles radius from Lockwood Elementary and Middle Schools. The document includes the five “E’s” of the Safe Routes to School program: encouragement, education, enforcement, engineering and evaluation. The document also includes a highly statistically valid parent survey that can be used as a baseline for evaluation of the effectiveness of the Lockwood Pedestrian Safety District plan.



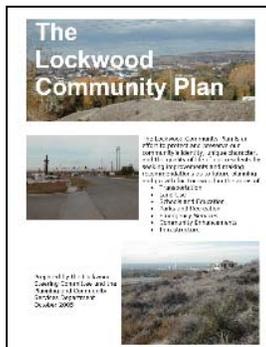
**Yellowstone County & City of Billings Growth Policy**  
**(City-County Planning, 2008)**

The 2008 Growth Policy established Goals and Objectives for the City of Billings and Yellowstone County in 9 focus areas: Land Use, Economic Development, Open Space and Recreation, Transportation, Public Facilities and Services, Cultural and Historic Resources, and Community Health. It is not a regulatory document but provides guidance to the elected officials and other agencies when considering land use decisions and infrastructure investments. This document is intended to be replaced by the 2016 Lockwood Growth Policy as part of the 2016 update of the City of Billings and Yellowstone County Growth Policy.



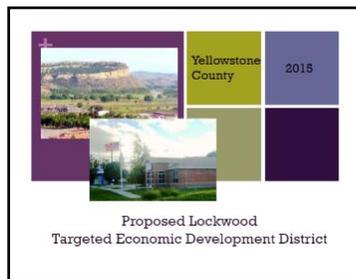
**Lockwood Transportation Study (Marvin & Associates, 2008)**

This study was prepared to augment the 2005 Billings Urban Area Transportation Plan with Lockwood specific recommendations for transportation. The study area for this plan encompasses most of the Lockwood area. The plan looks at existing conditions and identifies areas of problematic design and operation resulting in recommendations for future road and trail projects.



**The Lockwood Community Plan Lockwood Steering Committee, (City-County Planning, 2006)**

The purpose of this plan is to assist agencies, service districts and private developers to make informed choices when determining how to accommodate new development, plan for infrastructure improvement and address changes in land use for Lockwood. This plan is not a regulatory document, but supports the City-County Growth Policy.



**The Lockwood Concept Targeted Economic Development District Statement of Infrastructure Deficiency, (CDS, 2015)**

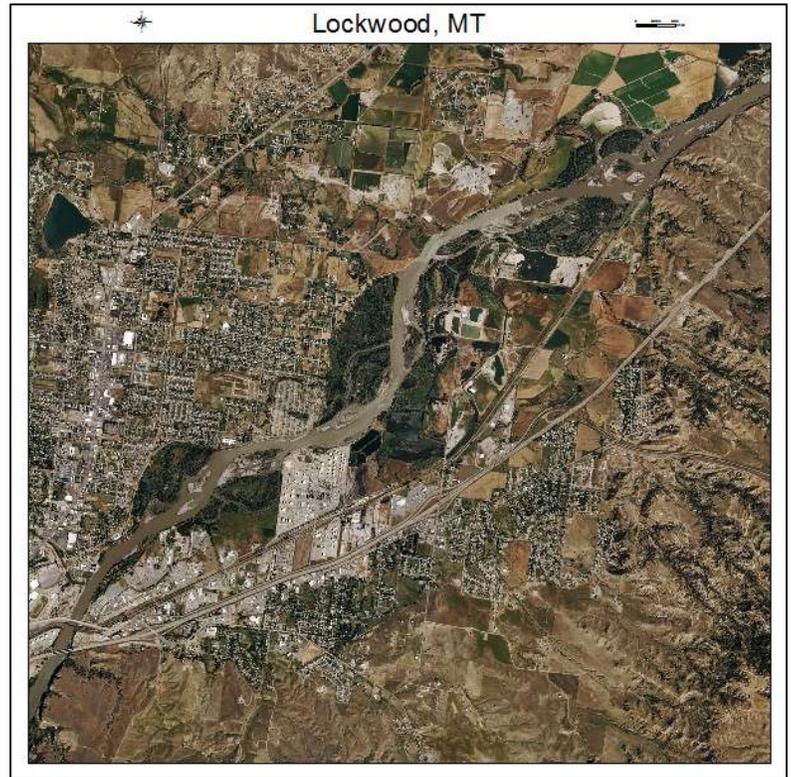
Lockwood was identified as one of three potential locations for a trans-modal industrial park. As part of that study, a Targeted Economic Development District (TEDD) was recommended as a means to utilize tax increment financing to fund infrastructure improvements within the district. Prior to creating the TEDD, the proposed area under consideration for the TEDD must be found to be deficient in infrastructure improvements as stated in a “Resolution of Necessity”, adopted by the Yellowstone County Commission under [7-15-4280](#) MCA. This Statement provides the finding of infrastructure deficiencies in support of the Resolution. The Board of County Commissioners adopted the Resolution of Necessity, Resolution No. 15-22 on April 21, 2015.

## LOCKWOOD COMMUNITY GOALS

The two comprehensive planning documents mentioned in the previous section outlined specific goals for the community. Below is a list of these goals that are still applicable today:

### THE LOCKWOOD COMMUNITY PLAN (2006)

1. **Land Use:** Provide ongoing assessment of land use and zoning to help guide future development and identify places for recreation opportunities and other community-wide uses.
2. **Schools/Education:** Identify the needs of the Lockwood School system and consider new locations for new schools in Lockwood to serve Lockwood and the surrounding areas.
3. **Parks and Recreation:** Identify ways to maintain and improve existing parks in Lockwood and provide direction and support for the creation of new parks and recreation areas in the community.
4. **Emergency Services:** Provide support to local fire department and emergency services for new programs and facilities to increase the public safety services in Lockwood.
5. **Community Enhancements:** Provide attractive entryways and travel corridors in Lockwood.
6. **Infrastructure:** Continue to research and support the improvement and **INSTALLATION** of community infrastructure that will better serve Lockwood.



## YELLOWSTONE COUNTY & CITY OF BILLINGS GROWTH POLICY (2008)

### Land Use:

1. Predictable land use decisions that are consistent with neighborhood character and preferred land use patterns identified in neighborhood plans.
2. New developments that are sensitive to and compatible with the character of adjacent City neighborhoods and County town sites.
3. Growth management tools available to rural town sites.
4. Contiguous development focused in and around existing population centers separated by open space.
5. Affordable housing for all income levels dispersed throughout the City and County.
6. More housing and business choices within each neighborhood.

### Economic Development:

1. Coordinated economic development efforts that target business recruitment, retention, and expansion.
2. Increase the median income of households and individuals.
3. Attractive and accessible communities.
4. Improved public services and facilities.
5. Preserve and sustain the rural community centers throughout the County.
6. Provide citizens with greater financial stability.
7. Promote excellence in education and safe and healthy school facilities.
8. Preserve neighborhood character and quality of life.
9. Community-wide planning and preparation of a skilled workforce to meet the diverse and growing economic development needs of the community.



### Aesthetics:

1. Visually appealing communities.
2. An inviting and attractive urban interstate corridor through the County.

### Natural Resources:

1. A healthy river ecosystem system that supports multiple uses.
2. A sustainable supply of clean water.
3. Minimize loss of life and property damage resulting from wildfires.
4. Controlled weed populations.
5. Reduced opportunities for negative human and wildlife encounters.
6. Protection of groundwater, surface water, riparian areas, air quality, and productive agricultural land.

## LOCKWOOD COMMUNITY GOALS

### YELLOWSTONE COUNTY & CITY OF BILLINGS GROWTH POLICY (2008)

#### Open Space and Recreation:

1. Rational consideration of neighborhoods for park expenditures.
2. Recreation facilities that serve the diverse recreational needs of Billings and Yellowstone County.
3. Accessible public lands.
4. A multi-purpose trail network integrated into the community infrastructure that emphasizes safety, environmental preservation, resource conservation and cost effectiveness.
5. Protect and increase the availability of public access to natural areas and trails near the rims.
6. Protect and increase the availability of public access to natural areas and trails along the River.

#### Transportation:

1. Safe traffic speeds consistent with the surrounding uses.
2. Improved traffic flow and reduced congestion.
3. Visually appealing rights-of-way that serve the needs of all modes of travel.
4. A safe and efficient transportation system characterized by convenient connections and steady traffic flow.
5. City streets and County roads maintained at safe standards.
6. Rational consideration of all City neighborhoods and County town sites when allocating transportation improvement funds.
7. Convenient alternative transportation modes.
8. Well maintained network of safe and interconnected sidewalks.
9. Additional bicycle facilities throughout the City and the County.
10. Reduce greenhouse gas emissions from vehicles.
11. All transportation modes safely and courteously sharing facilities.
12. Promote public transportation options with predicable, convenient routes.



## LOCKWOOD COMMUNITY GOALS

### YELLOWSTONE COUNTY & CITY OF BILLINGS GROWTH POLICY (2008)

#### Public Facilities and Services:

1. An effective public notification system.
2. Sanitary and safe properties.
3. Safe, functional, and attractive streets for all users, including drivers, bicyclists and pedestrians.
4. Equitable collection and distribution of funding for public services and facilities.
5. Rational consideration of all City neighborhoods and County town sites for public funds expenditures
6. Adaptive reuse of vacant structures.
7. Equitable provision of community programs and services.
8. Predictable and timely development review procedures.
9. Coordinated land use and facility planning among local governments, school districts and private industries.
10. Educational facilities that are modern, well-maintained and conducive to learning.
11. Neighborhood schools within walking distance of their student body.
12. Adequate funding for necessary public facilities' maintenance and improvement without overburdening taxpayers.



#### Cultural and Historic Resources:

1. Identification and protection of the historical, archeological, and cultural resources of Yellowstone County.
2. Enhance public spaces with art and cultural opportunities.
3. A visually appealing and attractive landscape.
4. Preservation of archeological, historic, and paleontological resources within Yellowstone County.

#### Community Health:

1. Neighborhoods and communities prepared to react to natural disasters and other emergencies.
2. Accessible, affordable and nutritious food for everyone.
3. Safe roadways supportive of vehicles, bicycles and pedestrians.
4. Physically active, healthy citizens.
5. Healthy, safe neighborhoods and communities with sense of pride.
6. Active, safe neighborhoods with a high quality of life.
7. Adequate affordable housing and living wage options for all citizens.



## REGULATORY TOOLS

### Zoning Regulations

The County Zoning Jurisdiction includes most of Lockwood but does not extend to the entire planning area covered by this Growth Policy. Zoning currently in place, will continue until which time property owners request zone changes. Zone changes must, by Montana Code Annotated, be made in accordance with this Growth Policy<sup>vii</sup>. However, the Growth Policy is not a regulatory document but the County Commission “must be guided by and give consideration to the general policy and pattern of development set out in the Growth Policy in the adoption of zoning ordinances or resolutions.”<sup>viii</sup> The Growth Guidelines for this Growth Policy provide for possible changes to the current zoning as follows:

- The existing zoning of R-15,000 *may* be changed to higher densities of 7 - 10 dwelling units per acre
- The existing zoning of R-9,600 *may* be changed to higher densities of 4 - 6 dwelling units per acre
- A mixed-use zoning district *may* be applied to properties within the area designated as the TOWN CENTER
- Industrial development *may* be located along existing and proposed transportation corridors north of the interstate
- A Targeted Economic Development District (TEDD) *may* be used to foster secondary, value adding economic development. Properties within the general area of the TEDD may be initially zoned as agriculture with the intent to rezone to an industrial zoning district when and if the TEDD is implemented.
- A ‘resource conservation overlay zone’ *may* be considered to protect natural habitat and other conservation resources along the Yellowstone River



## REGULATORY TOOLS, (CONTINUED)

### Subdivision Regulations

Divisions of land in the Lockwood planning area are subject to the Yellowstone County Subdivision Regulations and the Montana Subdivision and Platting Act (Title 76, Chapter 3, MCA). Local jurisdictions are authorized to adopt, enforce and administer subdivision regulations.<sup>ix</sup> Subdivision regulations may be amended from time to time, but as in the case with zoning regulations, they must be made in accordance with the Growth Policy.<sup>x</sup> The Growth Guidelines also address standards that may be considered in future amendments to the Yellowstone County Subdivision Regulations:

- Consider constructing private and public improvements to higher design standards in the more densely developed area
- Take into account pedestrian safety when designing private and public infrastructure
- Consider connectivity and convenient access for all users when designing future road network

### Floodplain Regulations

Yellowstone County participates in the national flood insurance program and the Lockwood planning area has several water courses with regulated 100-year floodplains. Development within the floodplains of the Yellowstone River, No Name Creek and Dry Creek is subject to the Yellowstone County Floodplain Hazard Management Regulations. These regulations ensure public health, safety and general welfare and minimize public and private losses due to flood conditions. The Growth Guidelines suggest that the existing regulations are the best regulatory tool to protect the floodway and flood fringe in the regulated flood hazard zones.

## NON-REGULATORY TOOLS

### Conservation Easements

Conservation easements are cooperative tools whereby a landowner voluntarily severs the development rights from the property and sells or donates them to a third party. The landowner is able to retain title to property and use it for resource purposes and at the same time help preserve critical resources such as wildlife habitat, wetlands or riparian areas, agricultural lands, forested lands or land with other scenic or natural resources. The severance of development rights can be done through purchase or donation and may result in a tax benefit to the property owner.

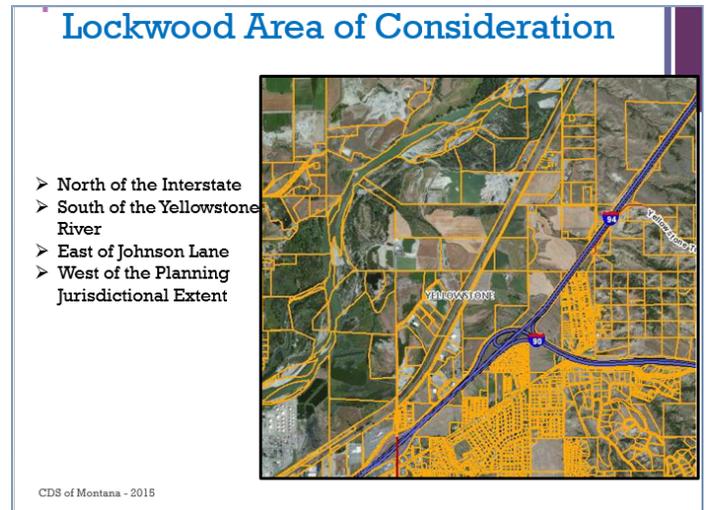
### Conservation Reserve Program

In cooperation with the Natural Resource and Conservation Service, eligible farmers and ranchers may participate in the Conservation Reserve Program (CRP) to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner. The Conservation Reserve Program reduces soil erosion, protects the Nation's ability to produce food and fiber, reduces sedimentation in streams and lakes, improves water quality, establishes wildlife habitat, and enhances forest and wetland resources. It encourages farmers and ranchers to convert highly erodible cropland and rangeland or other environmentally sensitive acreage to vegetative cover, such as tame or native grasses, wildlife plantings, trees, filter strips, or riparian buffers. Farmers and ranchers receive an annual rental payment for the term of the multi-year contract. Cost sharing is provided to establish the vegetative cover practices.

## FINANCIAL TOOLS

### Targeted Economic Development District (TEDD)

Yellowstone County is considering the formation of a Targeted Economic Development District or “TEDD” to foster secondary, value adding economic development in Lockwood. The proposed area is approximately 943 acres and generally located north of Interstate 90 and 94, south and east of the Yellowstone River, and with the majority east of Johnson Lane. The TEDD grew out of an idea generated through Big Sky Economic Development (BSED) after conducting a feasibility study for a trans-modal industrial park in Yellowstone County. Access to the interstate and rail, existing industrial uses, as well as interested private property owners, elevated Lockwood as the prime location for this type of development. Big Sky Economic Development has contracted a consultant to prepare a comprehensive development plan for the proposed district. The plan is expected to be completed in 2016. The Growth Guidelines take into account the possibility of a TEDD being created and recommend:




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A Targeted Economic Development District (TEDD) *may* be used to foster secondary, value adding economic development. Properties within the general area of the TEDD may be initially zoned as agriculture with the intent to rezone to an industrial zoning district when and if the TEDD is implemented.

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# 7

## INTERJURISDICTIONAL COORDINATION

### COORDINATION WITH CITY OF BILLINGS

Lockwood is closely affiliated with the City of Billings in a number of aspects, most prevalent may be that most Lockwood residents work, play and shop in Billings. Billings, being the largest economic hub in the region provides the largest market share of employment, retail shops, services and restaurants, and recreational and performance facilities. Lockwood, like Billings, is part of Yellowstone County, and in that they share common governmental functions as described below.

### Yellowstone County Board of Planning

The Yellowstone County Board of Planning is a county planning board authorized by state statute and is represented by both City and County residents. One board member represents County Commissioner District 5 which is inclusive of Lockwood. In addition to the five other County Districts, there are 5 members representing each Ward of the City of Billings. The relationship between the City and County is laid out in an Interlocal Agreement first signed in 1984. The Planning Board's primary responsibilities include reviewing major subdivision applications, long range plans, and overseeing the duties of the Planning Division staff. Through the Planning Board, recommendations for major subdivisions and long range plans in the Lockwood area are made to the Yellowstone County Board of Commissioners. The Planning Board also functions as the Billings Urban Area Metropolitan Planning Organization (MPO).

### Metropolitan Planning Organization



All transportation matters for the Billings Urban Area, including Lockwood, pass through the Planning Board which serves as the Metropolitan Planning Organization. Billings receives federal transportation planning funds as well as project funds as authorized in the Fixing America's Surface Transportation (FAST) Act of 2015. The MPO is required to comply with the terms of this Act in order to be eligible to receive these funds. While the Planning Division staff performs the duties required by the Act, the Planning Board reviews, holds public hearings, and recommends action on these requirements, including the annual Unified Planning Work Program (UPWP), the Long Range Transportation Plan, the Transportation Improvements Plan and amendments, and any transportation related study. The President of the Planning Board is a voting member on the transportation policy coordinating committee (PCC). The PCC is the decision-making body of the Urban Transportation Area and includes the chair of the County Commission, the City of Billings Mayor (or designee), the Montana Department of Transportation District Administrator, the Federal Highway Administration Division Administrator, and the Federal Transit Administration Regional Manager. The latter two are non-voting members. The functions of the PCC are specified in the By-Lays last updated in 2009.

**City/County Planning Division**

The staff of the City/County Planning Division provides planning services to all of Yellowstone County, excluding the Laurel Planning Jurisdiction. A portion of the Division funding is derived from a County mill levy that in 2015 was at 1.32 mills although its employees are under the City of Billings. The County-wide planning mill levy is approximately ¼ of the Planning Division budget. The Division is staffed by the Planning Director, Planning Division Manager, two Transportation Planners, a Zoning Coordinator, a Subdivision Coordinator, one Planner I, a Planning Assistant,

and a Planning Clerk. Staff also includes a part-time Bicycle and Pedestrian Coordinator and one-third of a receptionist position. The Division administers all zoning and subdivision applications and permits as well as maintaining compliance with federal requirements of the MPO. The Division is also responsible of administering special projects such as the City of Billings’ Annexation Policy, two Urban Renewal Districts, and multiple transportation plans and studies.

**Billings Library**

The Billings Library serves all of Yellowstone County, including Lockwood, as authorized in an Interlocal Agreement. Yellowstone County residents pay for library services through property taxes. The Library Board of Trustees advocates for the Billings Library and consists of nine members, three of whom are appointed by the Board of County Commissioners.



**Billings High School District #2**

Lockwood elementary and middle school students attend school in Lockwood that is administered by the Lockwood School District. High School students, however, attend school at one of the three high schools in Billings. For that reason, School District #2 Board of Trustees includes two voting member elected from outlying areas in the High School District. Lockwood residents have commonly been elected to the Board of Trustees.

# 8 SUBDIVISION REVIEW

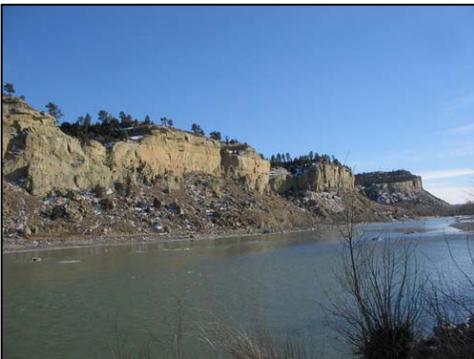
## POLICY AND SUBDIVISION REVIEW

Every county, city and town is required to adopt and enforce subdivision regulations that provide for the orderly development of their jurisdictional areas<sup>1</sup>. The Montana Subdivision and Platting Act (Title 76, Chapter 3, MCA) specifies the purpose and minimum requirements of the subdivision regulations. It is incumbent on the local governing body to adopt regulations consistent with this law and to review subdivision applications in accordance with the criteria provided in 76-3-608(3)(a):

1. The impact on agriculture
2. The impact on agricultural water user's facilities
3. The impact on local services
4. The impact on the natural environment
5. The impact on wildlife and wildlife habitat
6. The impact on public health and safety

This chapter presents both definitions of the review criteria and describes how these criteria are to be used to review subdivisions.

### PRIMARY REVIEW CRITERIA



A growth policy is required to include a statement explaining how the governing bodies will define agriculture, agricultural water user facilities, local services, the natural environment, wildlife and wildlife habitat, and public health and safety and describe how these items will be used in the evaluation and decisions of a subdivision proposal (76-1-601(3)(h), MCA). The following section provides detailed definitions of the primary review criteria and how the criteria will be applied in subdivision review.

Each subdivision proposal shall be evaluated based on its effect on certain factors expressed in this Growth Policy and implemented through the City and County Subdivision Regulations. The evaluation factors specify what effects should be considered at the time of subdivision review. The degree to which these effects play a role in subdivision approval and denial will be dependent on 1) whether the effects are allowed by existing laws and regulations, and 2) whether the effects can be reasonably mitigated.

<sup>1</sup> MCA 76-3-501.

**Agriculture**

Agriculture means the use of land for growing, raising, or marketing of plants or animals to produce food, feed, and fiber commodities. Examples of agricultural activities include, but are not limited to, cultivation and tillage of the soil; dairying; growing and harvesting of agricultural or horticultural commodities; and the raising of livestock, bees, fur-bearing animals, or poultry. Agriculture does not include gardening for personal use, keeping of house pets, kenneling, or landscaping for aesthetic purposes. The definition of agricultural land also includes land considered by the Natural Resources Conservation Service to have a soil of agricultural importance and lands devoted to a soil conservation or rangeland management program.

**Evaluation Factors**

1. The amount of agricultural land removed from production shall be considered.
2. The amount of agricultural land with soil considered prime or having statewide or local importance by the Natural Resources and Conservation Service shall be considered.
3. Subdivision review shall consider the potential conflicts between the proposed subdivision and adjacent agricultural operations, including:
  - a. Interference with the movement of livestock or farm machinery
  - b. Maintenance of fences
  - c. Proliferation of weeds
  - d. Harassment of livestock by pets
  - e. Odors
  - f. Visual quality
4. It shall be determined whether the proposal is located within the Urban Planning Area or in the “Limits of Annexation” as defined by the City’s Annexation Policy.

**Agricultural Water User Facilities**

Agricultural water user facilities shall mean those facilities which provide water for agricultural land or provide water for the production of agricultural products. These facilities include, but are not limited to ditches, canals, pipes, head gates, tanks, drains, reservoirs, ponds and developed springs used for agricultural purposes.

**Evaluation Factors**

1. The location and proximity of an agricultural water user facility shall be considered.
2. Potential conflicts between facility users and subdivision residents shall be evaluated.
3. The rights of all water right owners and users of the facility shall be considered.

## Local Services

Local services means any and all services provided to the public by local government entities or public utilities such as transportation systems, including non-motorized facilities, parking, law enforcement, fire protection, drainage structures, water supply, sanitary sewage disposal, solid waste disposal, recreation, parks, libraries, or schools.

### **Evaluation Factors**

1. Subdivision review shall consider the goals and objectives of existing plans.
2. Subdivision review shall consider increased demand on services and need to expand services as a result of the proposal. Lack of adequate service capacity and capability of a local service may be grounds for denial if the situation cannot be mitigated by the applicant.
3. The cost of providing services shall be evaluated by determining the per capita or per lot cost of services and current and anticipated tax and fee revenue.



## Natural Environment

The natural environment means the physical, chemical, and biological factors that exist within or influence a geographic area or community. These factors include, but are not limited to, geology, soils, topography, climate, surface water, groundwater, floodplain, vegetation, and objects or places of cultural, historic, or aesthetic significance.

### **Evaluation Factors**

1. Review of the subdivision shall consider the degree of impact to the following environmental features:
  - a. Riparian or wetland areas
  - b. Vegetation cover or type
  - c. Noxious weeds
  - d. Important or sensitive natural habitats
  - e. Surface and groundwater quality
  - f. Stream bank stability
  - g. Erodible soils
  - h. Cultural and historic landmarks
2. The amount of appropriate open space preserved for natural resource conservation shall be considered.
3. Results of water and sanitary facility inspection for all lots shall be considered.
4. Subdivision review shall also evaluate the amount of cuts and fill on slopes as a result of road or building construction.



### **Wildlife and Wildlife Habitat**

Wildlife means animals that are not domesticated or tamed. Wildlife habitat means an area containing the complex of environmental conditions essential to wildlife for feeding and forage, cover, migration, breeding, rearing, nesting, or buffers from those areas. It also includes areas essential to the conservation of species protected by the Endangered Species Act or of special interest or concern to the State of Montana.

#### **Evaluation Factors**

1. The presence and potential destruction of wildlife and wildlife habitat shall be considered in subdivision review.
2. Subdivision review shall consider the potential for human-wildlife conflicts or unhealthy encounters.
3. The amount of wildlife-friendly amenities, such as preserved open space, enhanced habitat or wildlife protection devices shall be considered in subdivision review.

### **Public Health and Safety**

Allowable standards established by Federal, State and local policies, codes, and regulations shall be the primary means for defining the limits of acceptable public health and safety. Any variance from these standards shall be reasonably mitigated and approved by the governing body.

#### **Evaluation Factors**

1. The subdivision review shall consider all potential hazards to residents of the subdivision from high voltage lines, high-pressure gas lines, highways, railroads or railroad crossing and nearby industrial or mining activity.
2. Any creation of public health or safety hazards by the subdivision, such as traffic or fire conditions, contamination or depletion of groundwater supplies, accelerated storm water runoff, widening or existing floodplain or flood hazard area, or existence within the Wildland-Urban Interface, must be considered in subdivision review.

## PUBLIC HEARING PROCESS

As part of the major subdivision preliminary plat review process, a public hearing is required. The requirement for a public hearing is not applicable to the first minor subdivision of a tract of record. State law requires the governing body or its authorized agent to conduct the public hearing. Both the Board of County Commissioners and the City Council have relinquished that task to the County Planning Board. An outline of the public hearing process adopted by the Planning Board can be found in the By-Laws of Yellowstone County Board of Planning, as amended. The following hearing process is reproduced in its entirety from Section 5 of the By-Laws.

### SECTION 5 PUBLIC HEARINGS

The Board shall cause to be published a Notice of Public Hearing containing the date, time, location and purpose pursuant to statutory requirements in a newspaper of general circulation for each hearing held by the Board.

#### A. Public Hearing for Subdivisions

(1) When a preliminary plat application is set for a public hearing pursuant to a public notice, the matter shall be heard even though no one in favor or in opposition to the application appears at the hearing, unless the Board has received a written request from the sub divider, twenty-four (24) hours prior to the public hearing, to continue such hearing at a later time due to good and sufficient reason, or to withdraw or postpone the application for reasons approved by the Board.

(2) Each person who speaks at the public hearing shall stand and furnish his/her name and address to the Board and shall thereby become a part of the record.

(3) Each preliminary plat application shall be heard in the following order:

(a) A Planning Department staff member shall summarize pertinent data and present or amplify the recommendations of staff and department heads.

(b) The applicant, or his/her representative shall present the application to the Board and summarize the proposed subdivision and, if applicable, provide information on the following criteria of public interest:

1. Effects on Agriculture
2. Effects on Local Services
3. Effects on Natural Environment
4. Effects on Wildlife and Wildlife Habitat
5. Effects on Public Health and Safety

In addition, the Board shall determine compliance with local regulations and the Transportation Plan and Yellowstone County Comprehensive Plan.

(c) Persons in favor or opposed to the application shall be heard or written comments received up and until the time of the close of the public hearing.

## B. Other Public Hearings

- (1) All other public hearings shall be conducted in accordance with the following procedure unless the Board determines by majority vote to follow some different procedure:
  - (a) The Board shall first hear a report on the subject item from the Planning Department staff, which report may include a recommendation as to the action to be taken by the Board.
  - (b) The Board shall then hear and/or receive written or oral statements from the public, in the following order:
    1. Proponents of the proposal.
    2. Opponents of the proposal.
    3. Members of the public who, being neither proponents nor opponents of the proposal, wish to make a general statement or comment regarding the same.
    4. The Board shall then hear any brief rebuttal to previous comments, testimony or statements.
    5. The Board shall then hear brief final comments, statements or recommendations, if any, from the Planning Department staff.
    6. Any person wishing to speak a second time may do so only during the proper course of the proceedings, only after all persons wishing to speak have been heard and only with the permission of the President or the approval of the majority of the Board members.
- (2) Prior to hearing and/or oral statements, comments, or testimony from the public, the Board may, by majority vote, impose reasonable and prudent limitations of the time allotted for each person's oral statement, comment, or testimony.
- (3) The Board or any member thereof, may at any time question any person about his/her statements, comments, or testimony.
- (4) After hearing any and all statements, comments and testimony as above-provided, the President shall close the public testimony portion of the hearing. After closure, and after such discussion as may be appropriate, the Board may vote upon a recommendation for the item under consideration.
- (5) Subject to any time constraints imposed by law, the Board may, at any stage of a public hearing or proceeding, continue the same to a later date in order to allow or facilitate full public participation, to obtain additional information, to properly consider or deliberate any matter, or for any other lawful reason. The case of such continuance, the time and place of all further proceedings in regard thereto shall be immediately fixed and announced to the Planning Department staff and the public, in which case no further legal notice of hearing need be given.

## C. Informal Hearings

The Board may, by majority vote, follow some other procedures for the conduct of hearings.

# APPENDICES

## APPENDIX A – Public Comments

***Public Comment Period: October 2014 – March 2015***

***In response to “How do you want to grow”? And “Where do you want to grow”?***

1.	<b>The issue of incorporation (or other form of self-government) must be addressed for Lockwood.</b>
2.	<b>Town Center instead of Neighborhood Commercial</b>
3.	<b>Expand South of Lockwood and integrate Lockwood into Billings</b>
4.	<b>Lockwood larger sewer area</b>
5.	<b>Lockwood</b>
6.	<b>Lockwood planning and organizing growth is important for residential, commercial and industrial sectors</b>
7.	<b>Lockwood will be growing especially in consideration of the North Bypass</b>
8.	<b>Better bike infrastructure. Bike lanes to Lockwood</b>
9.	<b>Connect Heights to Lockwood</b>
10.	<b>Develop Lockwood, it is looking shabby</b>

**LOCKWOOD GROWTH POLICY PUBLIC MEETING  
PUBLIC COMMENTS  
MARCH 3, 2016**

<p><b>Tonight you were shown a map of proposed land uses. Do you agree with the proposed land uses? If not what would you change?</b></p>	<ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No, property contiguous to the interstate should be General Commercial.</li> <li>3. Yes, I would expand the R7-10 DOL area around the town center more.</li> <li>4. Mostly, maximum density should be kept at 6-7 per acre in the area</li> </ol>
<p><b>The Vision: “Lockwood is a community that will evolve with a Main Street – style TOWN CENTER surrounded by a range of housing options that support and sustain, both fiscally and socially, the community investments in schools, public water and sewer, transportation, recreation, and public safety while providing economic opportunities in general commercial and light and heavy industrial businesses in areas shown on the preferred land use map.” Do you agree with the Vision Statement? If not, what would you change?</b></p>	<ol style="list-style-type: none"> <li>1. Yes</li> <li>2. Yes</li> <li>3. Yes, keep density lower – no 7-10 units per acre</li> </ol>
<p><b>General comments:</b></p>	<ol style="list-style-type: none"> <li>1. Where do parks and conservation areas fall within this plan?</li> <li>2. Good presentation Candi!</li> <li>3. Appreciate your presentation.</li> </ol>

**APPENDIX B – ACKNOWLEDGEMENTS AND ADOPTIONS**

**Prepared by:**

City/County Planning Division

**In Cooperation With:**

Lockwood Steering Committee  
The Lockwood Community

<b>Approved and Adopted By:</b>		
<b>Yellowstone County Board of Planning</b>	Resolution No. 16-01	4/26/2016
<b>Yellowstone County Board of County Commissioners</b>	Resolution No. 16-57	5/3/2016
<b>Yellowstone County Board of County Commissioners</b>	Resolution No. 16-65	5/17/2016

**APPENDIX C – END NOTES**

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<sup>i</sup> U.S. Census Bureau, 2010 Census

<sup>ii</sup> U.S. Census Bureau, 2009-2013 5-Year American Community Survey

<sup>iii</sup> <http://www.locationaffordability.info>

<sup>iv</sup> U.S. Census Bureau, 2010 Census

<sup>v</sup> U.S. Census Bureau, 2009-2013 5-Year American Community Survey

<sup>vi</sup> Conversation with Jill Cook, Consultant with Morrison-Maierle, Inc. to the Lockwood Water and Sewer District, 4/25/2016

<sup>vii</sup> 76-2-203. (1) (a), MCA

<sup>viii</sup> 76-1-605 (1)(c), MCA

<sup>ix</sup> 76-3-501, MCA

<sup>x</sup> 76-1-606, MCA

**RESOLUTION 16-01**

**RESOLUTION RECOMMENDING ADOPTION OF THE 2016 LOCKWOOD GROWTH POLICY TO THE YELLOWSTONE COUNTY BOARD OF COMMISSIONERS AND BILLINGS CITY COUNCIL.**

WHEREAS, the Yellowstone County Board of Planning desires the Yellowstone County Board of Commissioners to adopt the 2016 Lockwood Growth Policy; and

WHEREAS, on the 26th day of April, 2016, a public hearing was held by the Yellowstone County Board of Planning for the purpose of receiving public comments on the proposed Lockwood Growth Policy; and

WHEREAS, pursuant to Montana Codes Annotated Section 76-1-601, the Yellowstone County Board of Planning may prepare and propose a Growth Policy for any part of its entire jurisdictional area; and

WHEREAS, pursuant to Montana Codes Annotated Section 76-1-603, the Yellowstone County Board of Planning must recommend, by resolution, the proposed Growth Policy and any proposed ordinances and resolutions for implementing to the governing bodies;

NOW, THEREFORE, BE IT HEREBY RESOLVED THAT THE YELLOWSTONE COUNTY BOARD OF PLANNING recommends the Yellowstone County Board of Commissioners adopt the proposed 2016 Lockwood Growth Policy.

DONE BY ORDER of the Yellowstone County Board of Planning this 26<sup>th</sup> day of April, 2016.

YELLOWSTONE COUNTY BOARD OF PLANNING

  
Darell Tunnicliff, President

ATTEST:

  
Candi Millar, Executive Secretary

# Yellowstone County Board of County Commissioners

Resolution No. 16-57

## Resolution of Intent to Adopt the 2016 Lockwood Growth Policy

WHEREAS, pursuant to Section 76-3-60, et. seq. of the Montana Code Annotated, a board of county commissioners may adopt by resolution a Growth Policy for all or part of the jurisdictional area of the Yellowstone County Board of Planning. The planning area encompassed by the 2016 Lockwood Growth Policy lies completely within the Planning Board's jurisdiction.

WHEREAS, on April 26, 2016, the Yellowstone County Board of Planning held a public hearing on the proposed 2016 Lockwood Growth Policy pursuant to 76-1-602 (1), MCA. A legal notice was published in the Yellowstone County News at least 10 days prior to the hearing on April 14 and April 21, 2016. Following the public hearing, the Planning Board passed a resolution recommending the Board of County Commissioners adopt the proposed Lockwood Growth Policy.

NOW THEREFORE, BE IT RESOLVED,

The Yellowstone County Board of County Commissioners intends to adopt the proposed 2016 Lockwood Growth Policy. On May 17, 2016, the Board will hold a public hearing on the adoption of the proposed 2016 Lockwood Growth Policy. At the hearing, the Board will receive comments on the adoption of the proposed Growth Policy. The Board orders the Yellowstone County Clerk and Recorder to provide notice of the hearing, make copies of the proposed 2016 Lockwood Growth Policy available to the public, receive written comments on the adoption of the Lockwood Growth Policy and provide the comments to the Board before the hearing. Following the hearing, if the Board believes that it is in the best interest of the public to adopt the proposed 2016 Lockwood Growth Policy, by passing this Resolution, the Yellowstone County Board of County Commissioners acknowledge the Growth Statement and Guidelines for the planning area of Lockwood, Montana.

### 2016 Lockwood Growth Policy Statement

Lockwood is a community that will evolve with a Main Street-style TOWN CENTER surrounded by a range of housing options that support and sustain, both fiscally and socially, the community investments in schools, public water and sewer, transportation, recreation, and public safety while providing economic opportunities in general commercial and light and heavy industry businesses in areas shown on the preferred land use map.

### Lockwood Growth Guidelines

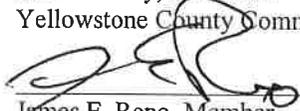
- The existing zoning of R-15,000 *may* be changed to higher densities of 7 - 10 dwelling units per acre
- The existing zoning of R-9,600 *may* be changed to higher densities of 4 - 6 dwelling units per acre
- A mixed-use zoning district *may* be applied to properties within the area designated as the TOWN CENTER
- Consider constructing private and public improvements to higher design standards in the more densely developed area
- Take into account pedestrian safety when designing private and public infrastructure
- Industrial development *may* be located along existing and proposed transportation corridors north of the interstate

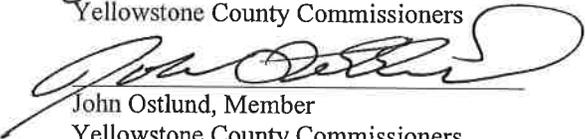
- A Targeted Economic Development District (TEDD) *may* be used to foster secondary, value adding economic development. Properties within the general area of the TEDD may be initially zoned as agriculture with the intent to rezone to an industrial zoning district when and if the TEDD is implemented.
- Consider connectivity and convenient access for all users when designing future road network
- The County Floodplain Regulations *may* be the best regulatory tool to protect the floodway and flood fringe in the regulated flood hazard zones.
- A 'resource conservation overlay zone' *may* be considered to protect natural habitat and other conservation resources along the Yellowstone River

Passed and Adopted on the 3<sup>rd</sup> day of May, 2016.

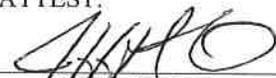
BOARD OF COUNTY COMMISSIONERS  
YELLOWSTONE COUNTY, MONTANA

  
Bill Kennedy, Chairman  
Yellowstone County Commissioners

  
James E. Reno, Member  
Yellowstone County Commissioners

  
John Ostlund, Member  
Yellowstone County Commissioners

ATTEST:

  
Jeff Martin, Clerk and Recorder  
Yellowstone County, Montana

**Chronology**

Agenda – April 26, 2016

Resolution of Intent – May 3, 2016

Publication of Notice of Hearing - May 8, 2016 and May 15, 2016

Public Hearing and Resolution – May 17, 2016

**Documents**

2016 Lockwood Growth Policy

Planning Department Report

Planning Board Resolution Recommending Adoption

Resolution of Intent – County Attorney will review

Notice of Public Hearing – County Attorney will review

Resolution – County Attorney will review

# Yellowstone County Board of County Commissioners

Resolution No. 16-65

## Resolution to Adopt 2016 Lockwood Growth Policy

WHEREAS, pursuant to Section 76-3-60, et. seq. of the Montana Code Annotated, a board of county commissioners may adopt by resolution a Growth Policy for all or part of the jurisdictional area of the Yellowstone County Board of Planning. The planning area encompassed by the 2016 Lockwood Growth Policy lies completely within the Planning Board's jurisdiction.

WHEREAS, on April 26, 2016, the Yellowstone County Board of Planning held a public hearing on the proposed 2016 Lockwood Growth Policy pursuant to 76-1-602 (1), MCA. A legal notice was published in the Yellowstone County News at least 10 days prior to the hearing on April 14 and April 21, 2016. Following the public hearing, the Planning Board passed a resolution recommending the Board of County Commissioners adopt the proposed Lockwood Growth Policy.

WHEREAS, on May 3, 2016, the Yellowstone County Board of County Commissioners passed a resolution of intent to adopt the 2016 Lockwood Growth Policy and set a public hearing on the adoption of the Lockwood Growth Policy for May 17, 2016. On May 8, 2016 and May 15, 2016, the Yellowstone County Clerk and Recorder published notice of the public hearing in the *Billings Gazette*. On May 17, 2016 the Board held a public hearing on the adoption of the 2016 Lockwood Growth Policy. The Board heard comments on the adoption of the proposed Growth Policy. The Board considered the comments and the recommendation of the Yellowstone County Board of Planning. The Board determined that it would be in the best interest of the public to adopt the 2016 Lockwood Growth Policy.

NOW THEREFORE, BE IT RESOLVED,

The Yellowstone County Board of County Commissioners finds that the proposed Growth Policy is in the best interest of the public and adopts the 2016 Lockwood Growth Policy. The 2016 Lockwood Growth Policy supersedes all prior Master Plans and Growth Policies and shall remain effective until superceded by another Growth Policy. By this resolution, the Yellowstone County Board of County Commissioners acknowledges the Growth Statement and Guidelines for the planning area of Lockwood, Montana:

### **2016 Lockwood Growth Policy Statement**

Lockwood is a community that will evolve with a Main Street-style TOWN CENTER surrounded by a range of housing options that support and sustain, both fiscally and socially, the community investments in schools, public water and sewer, transportation, recreation, and public safety while providing economic opportunities in general commercial and light and heavy industry businesses in areas shown on the preferred land use map.

### **Lockwood Growth Guidelines**

- The existing zoning of R-15,000 *may* be changed to higher densities of 7 - 10 dwelling units per acre
- The existing zoning of R-9,600 *may* be changed to higher densities of 4 - 6 dwelling units per acre
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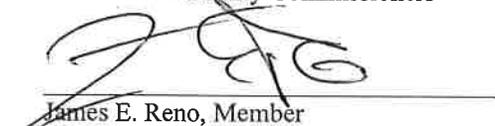
- Industrial development *may* be located along existing and proposed transportation corridors north of the interstate
- A Targeted Economic Development District (TEDD) *may* be used to foster secondary, value adding economic development. Properties within the general area of the TEDD may be initially zoned as agriculture with the intent to rezone to an industrial zoning district when and if the TEDD is implemented.
- Commercial retail and services may be considered appropriate in areas designated for industrial land uses along principal and minor arterials in addition to areas designated for commercial land uses
- Consider connectivity and convenient access for all users when designing future road network
- The County Floodplain Regulations *may* be the best regulatory tool to protect the floodway and flood fringe in the regulated flood hazard zones.
- A 'resource conservation overlay zone' *may* be considered to protect natural habitat and other conservation resources along the Yellowstone River

Passed and Adopted on the 17<sup>th</sup> day of May, 2016.

BOARD OF COUNTY COMMISSIONERS  
YELLOWSTONE COUNTY, MONTANA

  
Bill Kennedy, Member  
Yellowstone County Commissioners

  
John Ostlund, Chairman  
Yellowstone County Commissioners

  
James E. Reno, Member  
Yellowstone County Commissioners

ATTEST:

  
Jeff Martin, Clerk and Recorder  
Yellowstone County, Montana