06. Spatial & Regulatory Framework

Based on the strategic overview developed in Chapter 4, this chapter presents more detailed information and guidance on spatial components of the master plan, as well as the regulatory framework under which the redevelopment would occur. The intent of the chapter is to provide specific guidance on creative regulatory tools addressing access and circulation strategies in the study area; parking policies and strategies; form-based code and zoning; overall streetscape standards; recommended policies, programs, and incentives for new development; Complete Street policies and incentives; and phasing and financing. Additional information on form-based code is presented in Appendix B.

6.1 ACCESS AND CIRCULATION STRATEGIES

As summarized in Chapter 4, the transportation recommendations of the master plan focus on creating a distinct, human-scale place – a walkable neighborhood with enhanced transit and bicycle connections. To achieve this, access and circulation strategies will include establishing a street hierarchy with street design standards, a well-designed bicycle system, and convenient transit with connectivity.

Street Hierarchy and Street Design Standards

The establishment of a successful street network hierarchy in the neighborhood will require multiple street types working in unison to provide excellent access to and circulation within the district by auto, foot, and bicycle. Furthermore, street types are designed to support the land use and development framework set forth in this plan.

Figures 6.1-1 through 6.1-5 illustrate the street types proposed for the study area; these street types are described in more detail in the following sections.

Arterials

Major arterial streets surround the study area on three sides, providing excellent access by automobile. Arterial streets also carry all the transit services that operate through and provide access to the study area. The plan proposes that these street designations be maintained, but that improvements be made to calm traffic and create streets that pedestrians feel comfortable walking along and crossing. Arterial streets in the study area include:

- 1st Avenue N
- Main Street/Exposition Drive N
- 4th Avenue N
- 6th Avenue N
- Montana Avenue is a State Highway and classified as an arterial in the Billings Transportation Plan. The proposal is to continue the existing main street typology character along this arterial street.

Improvements on 1st Avenue N and Main Street/ Exposition Drive should target the pedestrian realm, including the provision of sidewalks, lighting, planter strips, and curb parking (where possible) to create a buffer from high traffic volumes on these roadways. See Figure 6.1-2 (Arterial One-Way).

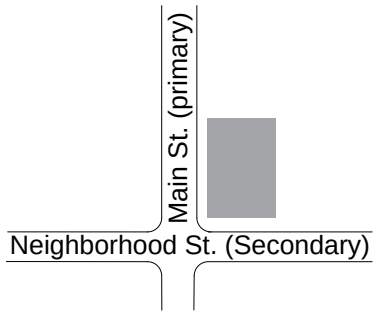
Improvements on 4th Avenue N and 6th Avenue N should include a reduction in lanes, as the current four-lane configuration encourages high-speed traffic and is unnecessary given the 10,000 to 15,000 daily vehicle trips, which could easily be accommodated with two or three lanes. Additionally, the sidewalk network should be completed and curb-bulbs and zebra crossings should be constructed at all signalized intersections and at other intersections with transit stops. Pedestrian improvements on these two streets are perhaps the most important short-term improvements for enhancing transit access, as transit passengers need to start or finish their trip on foot. See Figure 6.1-3 (Arterial Two-Way).

Main Street Typology

Traditional main streets are centers for local business activity as well as primary thoroughfares for all modes of travel. A main street is ultimately a street for business and should be the place where a restaurant owner would look to locate a sidewalk café, or a shop owner would hope to open a small retail business. Within the study area, the main street designation refers to a corridor that would be designed to accommodate street-facing buildings with ground-floor retail or service businesses, creating an interesting and active walking

Hierarchy of Streetscape Elements

Development under this Code is regulated in part by street type. The various street types are related to each other in a hierarchical manner. Where two streets intersect within the neighborhood, the "primary street" is defined as the street intended to provide a higher level of pedestrian experience. The primary street is where front entrances are located and priority is given to signage, windowtransparency, etc. The "secondary street" provides a lesser degree of pedestrian-oriented elements.



Example: This building is located at the intersection of Main Street and Neighborhood 2 Street types. Main Street is higher than Neighborhood 2 in the hierarchy of street types. Therefore, the building should follow "primary street" requirements along Main and "secondary street" requirements along Neighborhood 2 Street types.

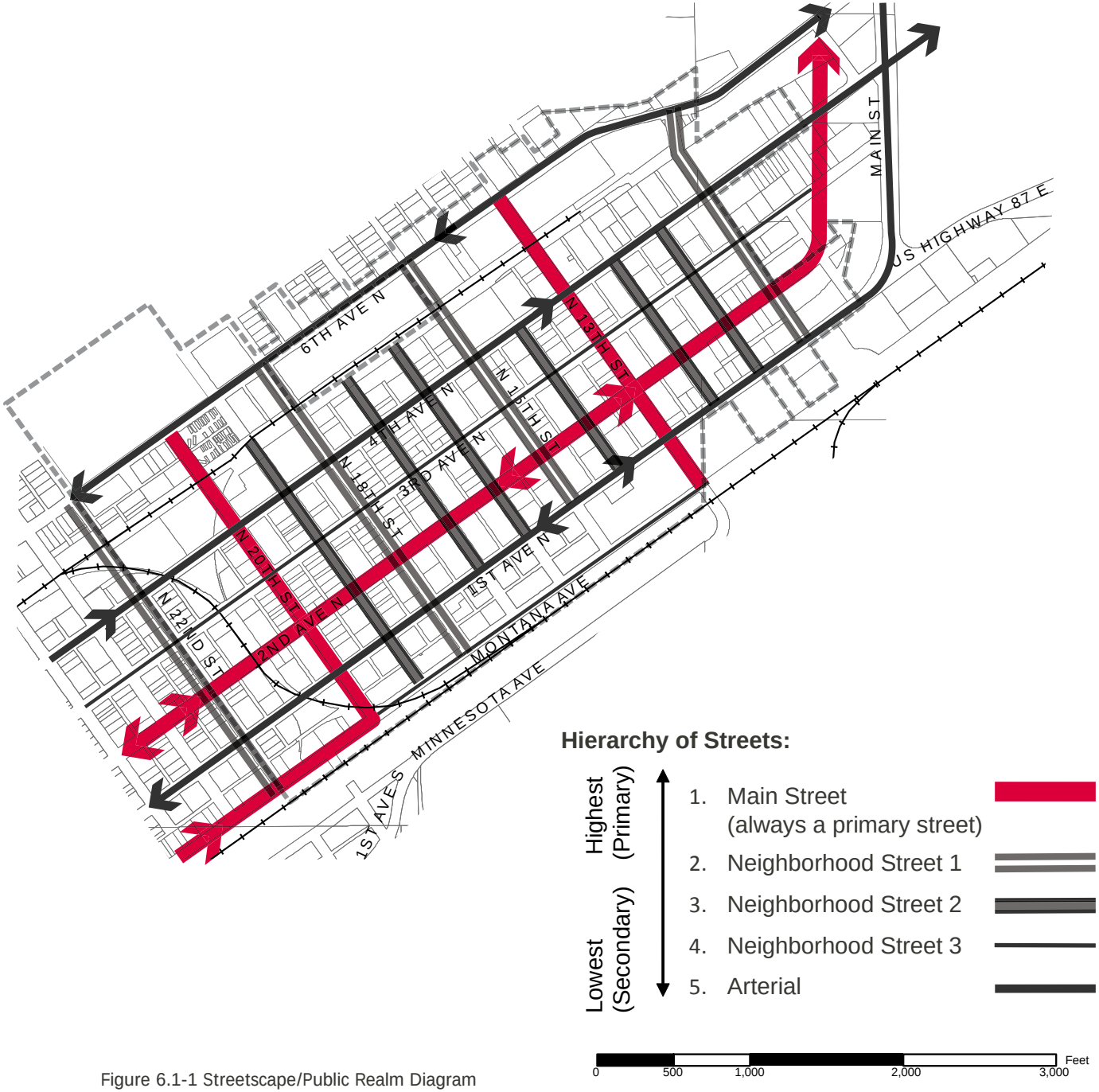


Figure 6.1-1 Streetscape/Public Realm Diagram

environment. In support of these uses, the street should have well-maintained sidewalks with continuous connections, on-street parking for short-term visitors and customers, access for all users including cyclists and pedestrians, and low-speed auto travel in both directions (main streets are two-way streets). See Figure 6.1-4 (Main Street).

Streets that are given the main street designation include:

2nd Avenue N

2nd Avenue N is an extension of the CBD primary retail street. 2nd Avenue N was selected to act as the primary commercial street in the neighborhood because of the nature of business activities it supports in the downtown today. Eventually, the extension of 3rd Avenue N between the CBD and the study area should be developed to similar standards to strengthen the connection between the proposed redeveloped mixed-use neighborhoods. Should the Downtown Trolley route be expanded, 2nd Avenue N is the proposed street.

N 20th Street

N 20th Street provides a strong connection between the EBURD District and the North Park neighborhood. The wide right-of-way would accommodate proposed streetscape and pedestrian enhancements. N 20th Street is intended to provide a north-south connection with a main street character between Montana Avenue and North Park.

N 13th Street

N 13th Street provides a strong north-south linkage and includes a rail underpass and connection to the South Billings Neighborhood. Improvements to N 13th Street require reconstruction of the N 13th Street rail underpass, which has very low clearance, is narrow, and lacks bike and pedestrian accommodations.

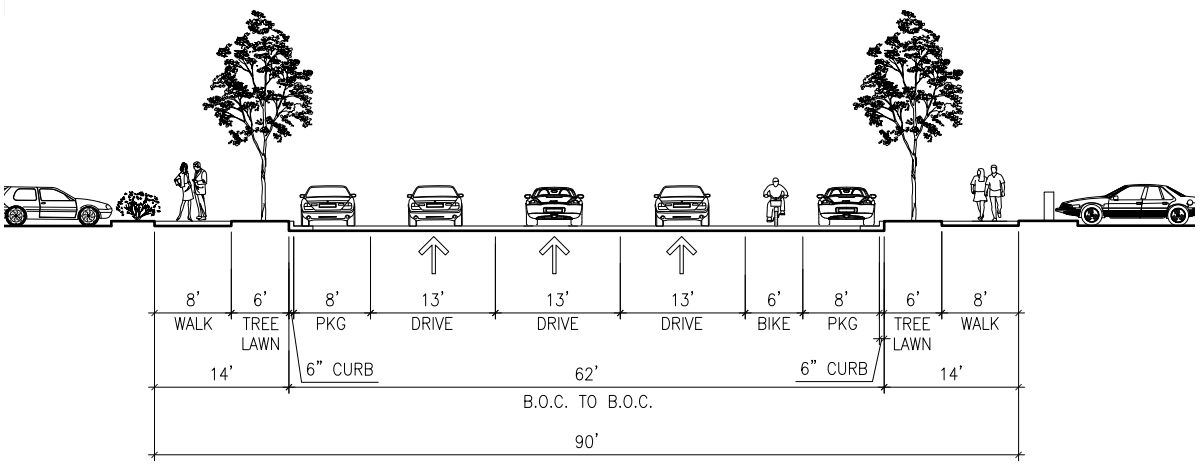


Figure 6.1-2 Arterial One-Way

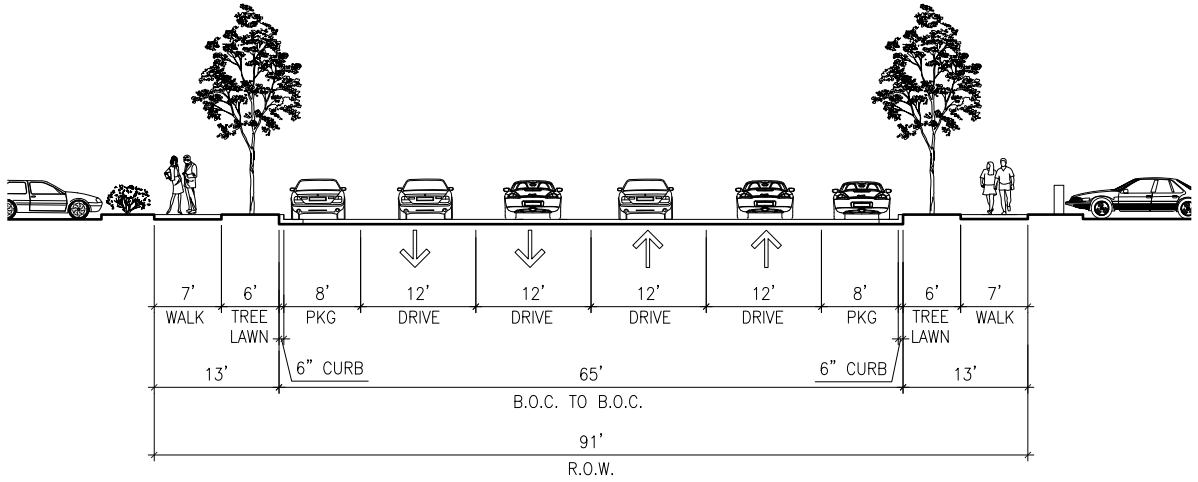


Figure 6.1-3 Arterial Two-Way

Extension of Montana Avenue to N 20th Street

While technically an arterial and a State Highway 90 bypass, Montana Avenue east of the study area has been developed with a traditional main street character. The streetscape of Montana Avenue from N 30th to N 23rd Streets (west of the study area) includes many pedestrian amenities and traffic-calming features - street trees, curb extensions, decorative crosswalks, and furniture. These public realm improvements have been instrumental in revitalization of the historic district. Similar improvements (of main street character) should be extended to at least N 20th Street and perhaps beyond as the study area regenerates.

Local Streets

Local (or neighborhood) streets provide access to local businesses and residences by automobile, bicycle, and foot. These streets should be designed to carry slow-moving two-way traffic, accommodate and maximize on-street parking on both sides of the street, and include fully developed pedestrian systems with complete and connected sidewalks and crossing enhancements. The majority of the north – south streets in the study area should be designated as local streets, since there is limited demand for north-south travel because of local geography and the rail line.

Local streets in the neighborhood include the following (see Figure 6.1-5):

3rd Avenue N

From N 20th Street to Exposition Drive, 3rd Avenue N will be developed as a local street. Eventually, the short section of this local street between N 27th Street and N 20th Street section between the CBD and proposed Rail Spur Village District should be designed with main street character to provide stronger pedestrian connections between the study area and the CBD.

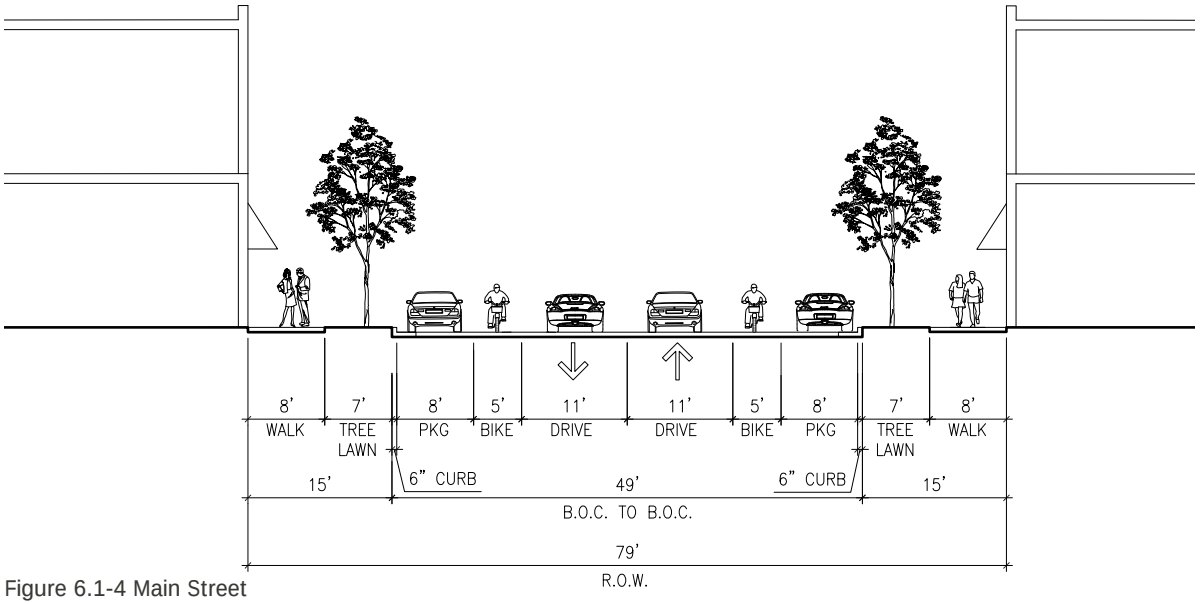


Figure 6.1-4 Main Street

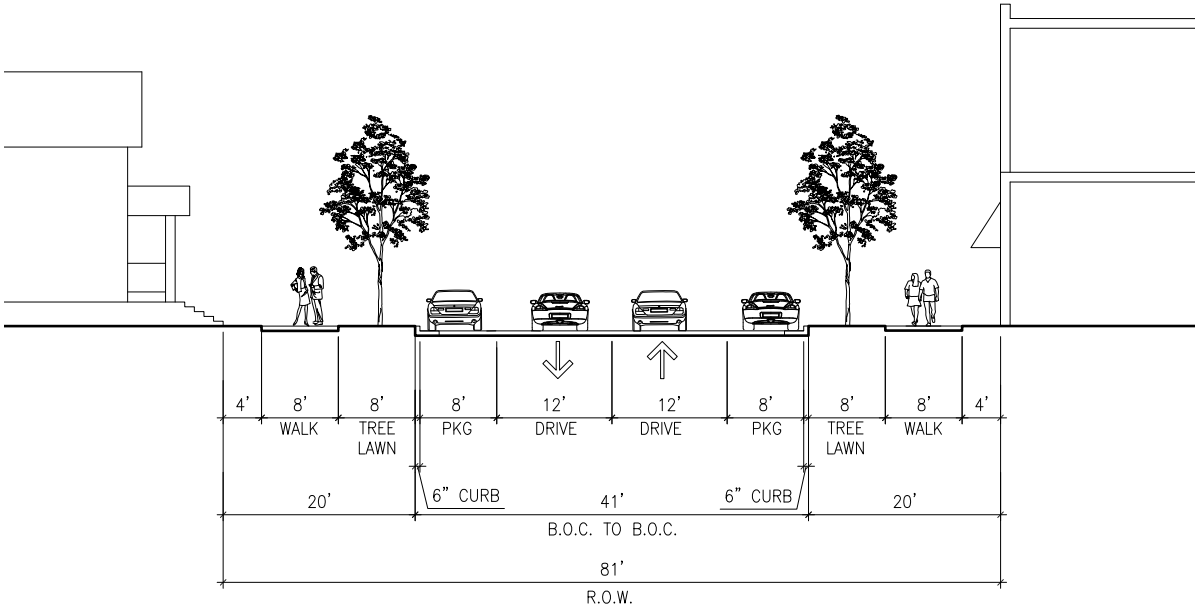


Figure 6.1-5 Local Street

All North-South Streets, with the Exception of N 20th and N 13th Streets (Main Streets)

These streets are subject to special review within the proposed Industrial Sanctuary (IS) zone. Local/neighborhood streets may be approved for abandonment to accommodate uses that require larger parcels.

Bicycle System

Billings is recognized for its well-developed off-street trail system, which provides a wealth of bicycle recreation opportunities. Furthermore, the City is investing in new and existing arterial streets to make bicycling safer and more attractive. The EBURD provides an opportunity to build on this success, recognizing bicycling as an important travel and access mode in the future, but also as a mechanism for bringing people to downtown neighborhoods. The EBURD circulation plan recognizes that there are many types of cyclists with different needs and levels of comfort riding with traffic. Regular commuters and more advanced recreational riders often wish to travel on arterial streets where they can take advantage of street designs that allow faster travel. To accommodate these users, on-street bicycle lanes are proposed on 4th and 6th Avenues N and on N 13th Street. However, many cyclists prefer to ride where traffic volumes are lower. This group likely includes people using their bicycles to go shopping, taking a leisurely weekend ride around town, or riding to the Yellowstone River trail. The main street designations, 2nd Avenue N and N 20th Street, include on-street bicycle lanes in both directions that meet the needs of less-aggressive commuters and leisure riders.

Connections to the regional trail system should be a priority, as building these connections will bring more people to and through the study area. There are already informal connections to the Heritage Trail system along the Yellowstone River through the parking lot north of MetraPark. This connection could be enhanced or signed to connect to proposed bicycle facility improvements on 2nd, 4th, and 6th Avenues N. An additional trail segment is proposed from N 13th Street south of the railroad underpass to the Heritage Trail, as illustrated in Figures 3.3-4 and 3.3-5. This would provide a direct connection to the study area and make the EBURD a hub for cyclists traveling through Billings to the multi-use trail that runs parallel to the Yellowstone River from Billings Heights to Coulsen Park, particularly if proposed bicycle lane improvements could be continued west through downtown.

Transit and Connectivity

A number of local transit bus routes operate on 1st, 4th, and 6th Avenues N today. For the near future, these routes will continue to provide the primary access to transit in the study area. Therefore, pedestrian access and safety improvements targeted for bus stop locations should be considered the most critical short-term improvements to transit access. Given the low density and predominance of light industrial uses in the study area today, it will be a number of years before the study area will merit consideration of a local circulation system. In the meantime, a number of steps could be taken to create a district where a local circulator is viable and can be operated cost effectively:

1. Employ the Complete Streets model (as described in Chapter 3) so that all streets are pedestrian friendly and are well connected within the study area and with adjacent neighborhoods.

2. Orient dense, mixed-use development and uses with higher visitation to the 2nd Avenue N main street. Good transit responds to markets that have high

demands for travel throughout the day. Mixing residential, office, and retail uses helps to create a transit market with demand for use throughout the day and evening, not just at peak times.

3. Create a strong eastern anchor as the Exposition Gateway District develops. While MetraPark may provide high demand for services when events occur, a good circulator needs strong anchors with high demand for service at all times. A retail, hotel, and conference center development could be an excellent future anchor for a circulator that serves downtown, the EBURD, and MetraPark at event times.

4. Design curbs to accommodate bus loading, particularly by creating curb-bulbs that allow buses to load without pulling over or out of traffic. This design can conflict with bicycle lanes as proposed on 2nd Avenue N. Therefore, the City should consider this step a potential future phase of the street design, at which point it may make sense to relocate bicycle lanes to 3rd Avenue N. Alternatively, a future local transit circulator could travel on 3rd Avenue N.

6.2 PARKING POLICY AND MANAGEMENT STRATEGIES

Parking management and pricing policies can be effective methods for influencing travel behavior, promoting multi-modal transportation, and supporting economic development policies. Traditional parking codes have been shown to discourage mixed-use, pedestrian-friendly urban development of the type proposed in the EBURD Master Plan. A flexible and smart parking strategy for the study area will be integral to its success. Done correctly, a parking strategy can also provide future opportunities to generate funds for neighborhood transportation improvements and to address the need for an adequate supply of parking.

The Billings City Code establishes off-street parking minimums for a variety of land uses[1] , with the exception of downtown, which has no required parking minimums. Today, the EBURD is subject to the code's minimum parking requirements and does not have metered on-street or structured parking, as is found downtown. The study area has an abundance of free on-street and private off-street parking. Even in recent years, off-street parking requirements have been cited as a challenge for businesses looking to located in the study area, particularly those retrofitting existing uses.

The following parking strategies are proposed to support planned growth in the study area and a walkable urban fabric. Since parking supply will not be a significant concern at early development phases, parking strategies suggest land banking and in-lieu fee options that effectively meet demand at later phases, when parking demand will increase because of the successful development program. A key principle is to provide supply responsive to the growing demand of a successful neighborhood, not allowing supply requirements to limit growth. Suggested parking strategies are summarized as follows.

Elimination of Minimum Parking Requirements

Minimum parking requirements, which are commonplace throughout the country, have been found to worsen traffic congestion and prevent dense mixed-use

[1]Article 6-1200. Site Developments

development patterns. Many cities are deciding that minimum parking requirements are no longer needed and that developers do a better job of anticipating the parking market at their developments than zoning codes can. If needed, residential permit programs can be used to prevent spillover of proposed development projects in adjacent neighborhoods. The City of Billings has no minimum parking requirements in the downtown CBD zone and understands the benefits of this policy in attracting urban uses to its core areas.

Develop an In-Lieu Parking Policy and Fee

An alternative to mandating minimum parking requirements is implementing in lieu options that allow developers to pay a fee in lieu of providing off-street parking. The fee is used to finance public parking spaces to replace the private parking spaces the developers would have needed to provide. The programs have been found to reduce the cost of development, encourage shared parking, and improve urban design. The fee could be combined with a general transportation fee that would also fund street improvements or be kept separate. This strategy should be combined with the following shared parking/land banking strategy to create a neighborhood parking program that is responsive to demand over time.

Purchase and Bank Land for Public Parking

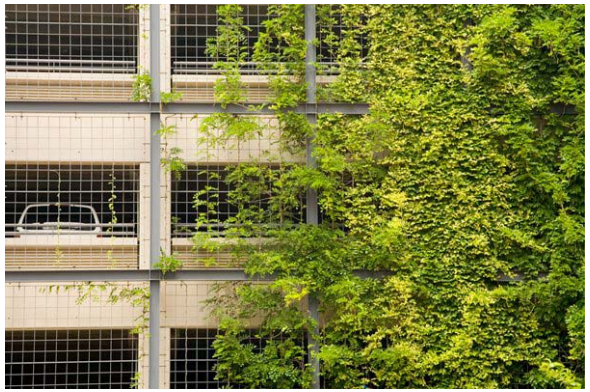
Targeted investments in land for public parking should be considered for the EBURD. Land purchased in strategic locations could initially serve as shared surface public parking, leased to employers or available at a low cost to public parkers. As the neighborhood develops, the land would allow the City or the EBURD to develop structured parking facilities that would support private and public uses. These could be funded with a combination of urban renewal fees, in-lieu fees, downtown parking district fees, and private contributions from developers. Several locations are proposed to support future “park-once” access to the study area. These lands may be surface lots in the short term - although as the district densifies, structured parking could be added. Lands used for surface parking could also be used for construction of public or community facilities.

Develop a Shared Parking Strategy

Shared parking refers to parking spaces that are shared by more than one user, which allows parking facilities to be used more efficiently. It takes advantage of the fact that most parking spaces are only used part of the time by a particular group, and many parking facilities have a significant portion of unused spaces. Stalls used by employees during the daytime could also supply parking for residents attending evening movies at a nearby cinema. Shared parking can be encouraged or required. For example, in Arlington County, VA, the parking strategy encourages sharing spaces by setting a limit on the number of reserved parking spaces allowed, while placing no limit on the amount of shared parking allowed on site. Shared parking reduces the total combined parking requirements when multiple forms of building use share one or more established parking spaces.

Consider Parking Maximums

Parking maximums restrict the total number of spaces that can be constructed. They can be introduced anywhere where there are or could be measures in place to combat overspill (for example, a neighborhood permit program in the North Park). Parking maximums have been adopted in Portland, OR; Seattle, WA; Gresham, OR; Helena, MT; Redmond, WA; and San Antonio, TX. Parking maximums could be implemented



within the western portion of the study area to ensure that there is not an excess of parking, undermining attempts to build a financially viable public parking system, that urban form is not compromised by excessive street-facing parking, and to promote walkability by reducing the need for driveways. This strategy is immediately applicable to the east and west ends of the district but may not initially be viable for the more vehicular-oriented industrial and manufacturing districts.

Evaluate Future Parking Pricing

The availability of short-term parking is critical for businesses and essential for economic development efforts. A primary interest of customers is accessible parking in proximity to their final destination. Pricing, management, and enforcement of on-street parking should be aligned to ensure that at least 15% of on-street stalls are available at any time. This improves the customer experience and reduces extra circulation and congestion related to the search for parking. A number of communities (such as Redwood City, CA) have moved to demand-based pricing of on-street (and in some cases off-street) parking. This is beneficial for businesses as it promotes turnover; but is also good for the environment in congested areas as it reduces miles driven searching for parking. In addition, pricing parking appropriately tends to increase the demand for transit service, which can result in a 20-25% increase in transit ridership. While the neighborhood won't need to price on-street parking in the immediate future, it should conduct a parking study to set triggers for implementation of pricing and to determine the use of future parking revenue.

Consider Residential Parking Unbundling

Most housing arrangements provide parking as part of the lease or purchase cost. Unbundling this relationship by requiring that parking be purchased or leased separately may lead to reduced housing costs and makes clearer the cost of owning and storing a car. Households looking for a transit-oriented lifestyle are more likely to self-select into denser, mixed-use districts or on transit corridors when they do not have to buy more parking than they need. This strategy is also effective in providing developers with added financial incentive not to build parking for which there is not a paying market. Municipalities should require that developers "unbundle" the cost of parking from the cost of housing, particularly in rental units and multifamily condos.

6.3 FORM-BASED CODE

It is proposed that the City of Billings depart from the existing traditional zoning pattern and implement a "form-based code" (FBC), as discussed during community forums. This EBURD Master Plan provides guidance for a proposed new regulatory framework for the neighborhood using an FBC approach. The FBC addresses urban form (bulk, scale, setbacks, and heights) and elements of the "public realm" (signage, street furniture, pedestrian environment). A well-crafted FBC is the most effective form of development regulation for shaping pedestrian-scaled, mixed-use, and fine-grained urbanism. However, stakeholder input into proposed standards is advisable to ensure that it reflects specific community intentions. Furthermore, additional study is needed to develop procedures for code administration and to guarantee that applicable policies and regulations that control development on the same property are efficiently coordinated. Stakeholder involvement and additional funding are needed to fully develop the proposed FBC. The guidance presented

herein should inform this effort. Additional information on form-based code is included in Appendix B.

The existing zoning of the study area, primarily CI-Commercial Industrial, allows a tremendous amount of flexibility with regard to intensity of development and use and has not been identified so much as an "obstacle" to development, but rather an obstacle to quality neighborhood character and land use efficiency. Currently, there is very little predictability of what use, scale, form, or character of development would present itself in the future. In addition, the existing traditional zoning does little to build a cohesive vision or to create predictability in terms of how future development will reinforce current investment. In implementing an FBC, construction of new building projects will slowly evolve into an attractive, well-connected, and pedestrian-friendly environment that will attract reinvestment over time.

According to the FBC Institute, a FBC is "a method of regulating development to achieve a specific urban form. Form-based codes create a predictable public realm primarily by controlling physical form, with a lesser focus on land use, through City or County regulations." Said another way, FBCs focus less on how a property is used and more on the physical form of how it is developed. There are many advantages to FBCs:

- FBCs are prescriptive – they state what you want rather than what you don't want. FBCs can achieve a more predictable physical result. The elements controlled by FBCs are those that are most important to the shaping of a high-quality built environment.
- FBCs regulate development at the scale of an individual building or lot, encouraging independent development by multiple property owners. This reduces the need for large land assemblies and the megaprojects that are frequently proposed for such parcels.
- An FBC helps with evolving character over time when dealing with a large number of individual property owners. The built results of FBCs often reflect a diversity of architecture, materials, uses, and ownership that can only come from the actions of many independent players operating within a communally agreed-upon vision and legal framework.
- FBCs are often deemed easier to use than conventional zoning documents because they are much shorter, more concise, and organized for visual access and readability. This feature makes it easier for all involved to determine whether compliance has been achieved.
- FBCs also reduce the need for design guidelines, which are difficult to apply consistently, offer too much room for subjective interpretation, and can be difficult to enforce. They require less oversight by discretionary review bodies, fostering a less politicized planning process that could deliver huge savings in time and money and reduce the risk of takings challenges.

6.4 REGULATORY PLAN / ZONING MAP

This section and the following (Section 6.5) present proposed regulatory plans; street, site, and building placement requirements; and building standards for the study area. Recognizing that administrative guidelines and clear terminology are critical components of the success of FBC implementation, these elements should be crafted through the final process of code development.

FBC regulatory plans are, in of themselves, an act of urban design. A primary goal of the proposed regulatory plans created for the neighborhood, which include the proposed zoning map (refer to Figure 3.4-1 [Proposed Zones] and Figure 6.1-1 [Streetscape/Public Realm Diagram]), is to establish development "nodes" along key streets. In doing so, the FBC will assist in the development of smaller, compact districts as envisioned in Chapter 3, without stating a premature outcome of their evolving character or style (as design guidelines often do).

The Proposed Zones Map and the Streetscape/Public Realm Diagram are keyed to general zone standards. These standards specify the configuration and location of structures and their relationship to the street. The standards also address the bulk and scale of development, and provide incentives for more compact development. Public realm / street design standards are defined for each street typology. The following sections provide detailed guidance for these standards.

The proposed Exposition Gateway (EG) zone is not included as it is not located in the study area boundary, the TIF district, or within the City limits. This recommended district would accommodate lodging, hospitality-related services and retail, and civic amenities that serve as a "gateway" function to the City of Billings, MetraPark, and Yellowstone River.

6.5 GENERAL STANDARDS BY ZONE

General zone standards have the primary role in defining the physical form of the built environment. The proposed standards for the study area are organized

by Mixed Use Livability (MUL) and Industrial Sanctuary (IS) zones. These standards provide a preliminary framework that would require further development to establish appropriate development incentives to achieve intended public benefits. The following sections illustrate potential standards and incentives that could be applied to the study area.

Intent - Mixed - Use Livability

The primary intent of this zone is to protect the livability and ensure the quality of residential development while also providing for mixed-use employment centers within the neighborhood.

Table 6.5-1 Mixed Use Livability (MUL) General Standards

Building Placement	
Setback (Distance from Property Line)	
Front Setback-Primary St. ROW	0’ minimum, 10’ maximum
Side Setback –Street ROW	0’ minimum, 10’ maximum
Side Setback-Interior	No minimum
Rear Setback – Interior	20’ minimum
Rear Setback – Alley	12’ minimum from alley ROW centerline
Height	
Maximum Height	70’ (after incentives and setbacks)
Upper Level Setbacks	10’ of additional setback from street and alley ROW required for each 20’ of building height above 36’
Minimum Height	2 Habitable stories
Ground Floor Height	Main Street Typology (2nd Ave) - 15’ minimum; Neighborhood and Community Flow Streets - 12’ minimum (9’ minimum for ground-floor residential)
Building Form	
Maximum Building Width	80’ without modulation. 8’ deep x 10’ wide modulation required for every 80’ of frontage
Maximum Lot Coverage	75%; 80% for projects that meet incentive criteria
Open Space	Minimum dimensions for open space associated with housing need to be developed or referenced to other applicable residential development standards
Street Facing Entry	Required on all primary street facades
Entry Spacing	Minimum of one functional entry per 80’ of primary street frontage
Façade Transparency	35% minimum transparency for all commercial and retail uses and all other facades facing primary streets

Intent - Industrial Sanctuary

The primary intent of this zone is to protect commercial, research and development, and light and heavy industrial uses while also providing high-quality mixed use employment centers within the neighborhood. Alternatives to proposed street designs within the IS zone should be subject to special review. Local/neighborhood streets may be approved for abandonment to accommodate industrial uses that require larger parcels.

Table 6.5-2 Industrial Sanctuary (IS) General Standards

Building Placement	
Setback (Distance from Property Line)	
Front Setback	0' minimum, 10' maximum
Side Setback –Street	0' minimum, 10' maximum
Side Setback-Interior	No minimum
Rear Setback	20' minimum
Alley Setback	12' minimum from center alley ROW line
Height	
Maximum Height	70' (after incentives and setbacks)
Upper Level Setbacks	10' of additional setback from street and alley ROW required for each 20' of building height above 36'
Minimum Height	No minimum
Ground Floor Height	12' minimum
Building Form	
Maximum Building Width	No maximum
Lot Coverage	75%; 80% for projects that meet incentive criteria
Open Space	None
Street Facing Entry	Required on primary street facades
Entry Spacing	Minimum of one functional entry per 80' of main street (typology) frontage. Landscaped area or public art may be considered as alternative to second entry
Façade Transparency	35% transparency on all building facades fronting main streets (typology)

6.6 PUBLIC REALM / STREETSCAPE STANDARDS

The proposed street type standards described in Section 6.1 are intended to help define and differentiate the character of the street network. Working within the existing right-of-way, the proposed standards would create a stronger pedestrian environment along key streets (main street typology) that are targeted for pedestrian-oriented retail, residential, and commercial activities.

Figures 6.1-2 through 6.1-5 detail the proposed street types and configuration of all roads within the neighborhood and are keyed to the street hierarchy identified in Figure 6.1-1 (Streetscape/Public Realm Diagram). Key provisions include on-street parking, widened sidewalks, street trees, and bicycle lanes. Other critical street improvements should include the provision for stormwater mitigation through the use of curbs, gutters, rain gardens, or bioswales on public and private properties. This is a critical intervention, particularly in the eastern portion of the neighborhood where flooding is common during and after rain events. Additional standards for the street hierarchy are listed in Tables 6.6-1 through 6.6-3.

Table 6.6-1 Main Street Standards

Application	
Direction	Two-way
Design Speed	25-30 mph
Dimensioning	
Right-of-Way Width *	79’
Curb Face to Curb Face Width	49’
Traffic Lanes	2 Lanes, 11’ each
Parking Lanes	Both sides, 8’ parallel
Bicycle Lanes	Yes, 2 Lanes, 5’
Curb Radius	15’
Pedestrian Zone	
Curb Type	Square
Walkway Type	Both sides, Detached, 8’
Lighting	Street and Pedestrian scale
Planter Sizing	7’ continuous
Landscape Type	Street trees, evenly spaced at 40’ o.c.

Note: * Dependent on actual right-of-way

Table 6.6-2 Local/Neighborhood Street Standards

Application	
Direction	Two-way
Design Speed	25-30 mph
Dimensioning	
Right-of-Way Width *	81’
Curb Face to Curb Face Width	41’
Traffic Lanes	2 Lanes, 12’ each
Parking Lanes	Both sides, 8’ parallel
Bicycle Lanes	No
Curb Radius	15’
Pedestrian Zone	
Curb Type	Square
Walkway Type	Both sides, Detached, 8’
Lighting	Street and Pedestrian scale
Planter Sizing	8’ continuous
Landscape Type	Street trees, evenly spaced at 40’ o.c.

Note: * Dependent on actual right-of-way

Local/neighborhood streets would be subject to special review within the Industrial Sanctuary zone to accommodate uses that may require large industrial parcels and could be approved for abandonment.

Table 6.6-3 Arterial Street Standards

Arterial Streets	One-Way Streets	Two-Way Streets
Application		
Direction	One-way	Two-way
Design Speed	35 mph and above	36 mph and above
Dimensioning		
Right-of-Way Width *	90’	91’
Curb Face to Curb Face Width	62’	65’
Traffic Lanes	3 Lanes, 13’ each	4 Lanes, 12’ each
Parking Lanes	Both sides, 8’ parallel	Both sides, 8’ parallel
Bicycle Lanes	Yes, 1 Lane, 6’	No
Curb Radius	15’	15’
Pedestrian Zone	One-Way Streets	Two-Way Streets
Curb Type	Square	Square
Walkway Type	Both sides, Detached, 8’	Both sides, Detached, 7’
Lighting	Street lighting only	Street lighting only
Planter Sizing	6’ continuous	6’ continuous
Landscape Type	Street trees, evenly spaced at 40’ o.c.	Street trees, evenly spaced at 40’ o.c.

Note: * Dependent on actual right-of-way

6.7 POLICIES, PROGRAMS, AND INCENTIVES FOR PROPOSED DEVELOPMENT

Options for Developer Incentives

Well-designed incentives can provide a “win-win” scenario to both the private developer and the community at large. Incentives help developers make decisions that reach public goals while also improving their bottom line. In this way, developers can positively contribute to a number of community goals within the neighborhood, such as sustainable building practices, contributions to quality neighborhood character, improved pedestrian access and comfort, shared and efficient use of infrastructure, and increases in tree canopy and habitat, to name just a few. The following developer incentives (higher returns through maximizing development height to 70 feet and cost-saving flexible landscaping requirements) are proposed for consideration.

Maximum Height Incentives

Maximum Height Limit - Public Benefit Provision

- Contributes to planned public amenities (parks, streetscape improvements, etc.)
- Achieves LEED certification; graduated bonuses for different levels of LEED
- Contains activities and functions that will be a significant asset for the City
- Conveys the sense of an urban village, in its siting of structures, massing, scale, use of open space incorporating pedestrian-friendly uses, and architectural character
- Provides for a mix of uses in same development
- Provides for residential, community entertainment, or non-franchise retail uses
- Provides for research / development uses
- Land assembly / master planning
- Provides open space or other public amenities on the same development site
- Contributes toward public parking facilities and/or other parking solutions

Landscaping Incentives

Reduce Required Landscape Area - Public Benefit Provision

- Aggregation of non-built area into larger usable spaces by reducing total required landscape area for developments that provide coherent usable open space

Table 6.7-1 Modifications to Existing Standards

Public Infrastructure	Method
Cost sharing of required infrastructure upgrades	1. Master plan for utility upgrades necessary for desired level of development 2. Identify specific or district-wide upgrade priorities 3. Reduce developer cost charges for exemplary development proposals. This will require further definition and metrics
Fire Test	1. Map existing level of service throughout district 2. Identify priority areas for upgrading 3. Look for cost sharing opportunities for upgrades which would open up nodes for denser redevelopment
Water and Wastewater	Similar method to fire test described above
Stormwater	1. Master plan for district, identifying major deficiencies 2. Look for potential retention areas in existing ROW, parks, other publicly owned land, or underutilized private lands 3. Allow for trading of stormwater capacity between sites, public and private 4. Create checkerboard of protected open space which functions as surface stormwater treatment network 5. Permit/incentivize on-site methods of stormwater management such as green roofs as an alternative to contributing to infrastructure upgrades
Streetscape Improvements	Waive fees for sidewalk or ROW improvements in exchange for exceeding other development standards

Fire and Safety	Method
Increase Flexibility in Emergency Access Requirements	1. Allow for shared access between development sites 2. Allow for flexible solutions in meeting fire-safety needs
Lighting	**Method**
Increase Flexibility in Site and Street Lighting Requirements (often a reduction)	Allow for lighting which meets actual needs of development proposal rather than universal minimum lighting level standard (this reflects light pollution reduction and energy efficiency goals of LEED)
Process	**Method**
Lessen Risk to Developers	1. Increased transparency of process, expectations 2. Map and quantify expectations, requirements for sites throughout district 3. Provide predevelopment conference option to outline approvals path 4. Foster culture and perception that innovation and quality will be rewarded through incentives and shortened approvals process 5. Waivers: Permit or other administrative fees

Flexibility in Landscape Requirements - Public Benefit Provision

- Allows developer to choose from a menu of several landscaped requirements, such as:
  - green roofs
  - drought-tolerant landscapes
  - landscapes visible to passersby
  - permeable paving
  - vertical green walls
  - rainwater collection / cistern use / low water usage
  - mature tree and vegetation plantings
  - larger tree species

Parking Incentives

Reduce Required On-Site Parking - Public Benefit Provision

- Refers to parking policy and management strategies

Options for Streamlining the Development Process

Similar to incentives, streamlining the regulatory process will help provide a developer-friendly atmosphere without compromising environmental integrity or quality. By reviewing and modifying existing standards related to utilities and the permitting process, the City of Billings could remove significant cost barriers to development through the following elements in Table 6.7-1 (Modifications to Existing Standards).

6.8 COMPLETE STREET POLICIES AND INCENTIVES

Creating Complete Streets (as described in Chapter 3) will involve modifying existing City code and the practices of City agencies. An effective Complete Streets policy for EBURD will:

- Formulate a vision for how and why the community wants to create Complete Streets and require that all users, including pedestrians, bicyclists, public transportation, and automobiles, be accommodated on every project.
- Promote street connectivity and aim to create a comprehensive and integrated network for all transportation modes.
- Set performance standards and measurable outcomes that apply to new and retrofit projects, and include design, planning, maintenance, and operations.
- Providing incentives and technical support can be an effective way to encourage the development of Complete Streets elements. Some incentive-based programs that can work to this end include:
  - Only spend TIF district funds on street improvements that comply with Complete Street design standards.
  - Rather than promoting piecemeal development of streets, structure an in-lieu fee program that allows developers to pay into a fund that will build comprehensive street improvements in compliance with proposed standards. This approach helps to streamline the development application process.
- Fund Complete Street retrofit projects independent of new development or redevelopment. Specifically, the western two to three blocks of the 2nd Avenue N main street project should be considered as a key catalyst project for the neighborhood. This project would extend the retail energy of the downtown segment of 2nd Avenue N and demonstrate quality future street design and amenities planned for the study area.
- Include priority Complete Street improvements in policy and capital facility planning.
- Provide technical assistance for Complete Street design and give credit for well-designed, complete streets toward open space or landscape requirements.
- Create incentives for developers to provide pedestrian and bus stop amenities.

The phased implementation of all proposed street improvements could be financed through three distinct programs: (1) Developer pay-in-lieu programs; (2) Targeted TIF district funds for prioritized projects; and (3) Special Improvement Districts (SIDs), as described in more detail in Chapter 5.