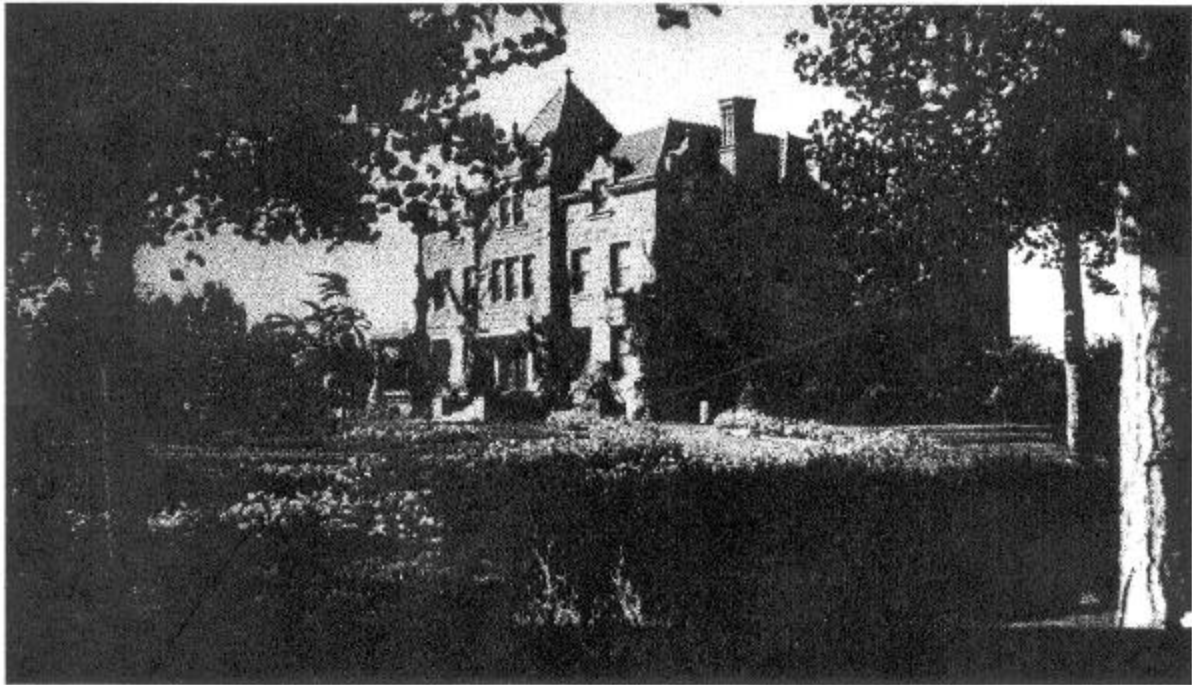


CENTRAL-TERRY  
PARK NEIGHBORHOOD PLAN



August 1999

Prepared By  
Central-Terry Park Neighborhood  
Yellowstone County Board of Planning



This Central-Terry Park Neighborhood Plan will guide and enhance the cooperative coexistence between the residential, commercial and industrial uses that make Central-Terry Park an interesting and dynamic place to live, work and conduct business, while enhancing the entire Billings Community.

The Planning Department would like to express its appreciation to the members of the Central-Terry Park Task Force and especially to the following members of the Task Force Neighborhood Plan Committee for their valuable help, time, concern and ideas.

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Joanne Bylsma  
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## INTRODUCTION

This is a plan for the Central-Terry Park Neighborhood. The plan is a documentation of existing neighborhood conditions and future goals and objectives of the neighborhood residents. In 1988 the City Council expanded the boundaries (see map) of the task force area.

The neighborhood is predominately residential in character with pockets of commercial uses. This area represents a valuable housing source for many groups of people ranging from families just starting out to the elderly. It is centrally located and close enough to the downtown area to be within walking and biking distance.

In the fall of 1975, the City of Billings organized three neighborhood task force groups. The Central-Terry Park Task Force was one of these along with the North Park and South Side Task Forces. These three neighborhood task forces were originally established in areas where there were:

- a high concentration of housing stock built prior to 1939
- a high percentage of elderly residents
- a high proportion of renters
- residents of low to moderate income levels
- declining numbers of owner occupied units

The major goal of the Task Force is to maintain the residential character of the neighborhood, and at the same time selectively redevelop Broadwater, Montana and Central Avenues. It is anticipated that this update will provide the Task Force the tools necessary to accomplish their goals and objectives.

As with many older, established neighborhoods, the Central-Terry Park area has numerous community facilities that contribute to the appeal of living in this area. Some of the community facilities are Central Park, Terry Park, several elementary and high schools (public and parochial), churches and Terry Park Fire Station.

Additionally, the appeal of living in a close-knit neighborhood with great accessibility to the downtown, parks, YMCA and schools makes the Central-Terry Park neighborhood a very desirable location for a diverse population. However, this also creates concerns for neighborhood residents regarding a continual flow of nonresidential traffic through the neighborhood, noise pollution, potential commercial intrusions and possible school closings.

The Task Force meets monthly and is made up of residents including the elderly, retired, young and middle-aged couples with families and those who own businesses or rental property within the Task Force boundaries. The Task Force continues to concentrate on neighborhood preservation and improvements, which include zoning, land use, transportation and public facilities that will upgrade the neighborhood.

## CENTRAL-TERRY PARK NEIGHBORHOOD HISTORY

Billings was founded in 1882 and became one of the fastest growing cities in the region. By 1889 there was westward expansion of the City into what is now the Central-Terry Park Neighborhood. In 1889 St. Vincent's Hospital, located at Division Street and Broadwater Avenue, opened its doors to the "needy sick". At this time the site was considered rural.

Residential development received its impetus when Preston B. Moss built his home in 1905 at 914 Division Street. Residential expansion was predominately from Division Street to Fifth Street West and between Grand Avenue and Broadwater Avenue. Between 1905 and 1909 the neighborhood developed rapidly as is evident today by the architectural design of the houses.

The land on the south side of Broadwater Avenue was subdivided in May 1905 and construction began and housing soon dotted the neighborhood.

By 1917, St. Vincent's patient overload indicated an urgent need for expansion. Increasing noise from railroad tracks indicated a move was necessary. In 1923 the new hospital opened its doors at the present 12th Avenue North location and the old hospital building was used as St. Vincent's Hospital for Crippled Children from 1923 to 1938.

The Central-Terry neighborhood developed slowly and no great changes occurred. Neighborhood residents did their shopping either downtown or at local neighborhood businesses. These neighborhood commercial establishments dotted most blocks to meet the needs of residents. Today, while the neighborhood is still predominantly residential, we can see the many changes that have occurred in the last twenty years.

One of the major changes that has impacted the area is the loss of many boulevard trees either through disease or the widening of streets. Some of the area streets have become collectors or arterials. Lewis Avenue has become a collector street, funneling traffic between the west end and the downtown. In spite of the additional traffic, Lewis Avenue has been able to maintain its residential character. Broadwater and Central Avenues have become arterial streets. Some of the homes along Broadwater Avenue are being converted into commercial uses. The widening of Broadwater Avenue along with the increase in traffic has made it difficult to maintain its residential character.

Many stores and businesses have moved out of the downtown and the neighborhood making it necessary for the residents of the Central-Terry Park Neighborhood to drive to the west end or elsewhere for goods and services. This has led to the need for the residents to be more dependent upon the automobile, creating new issues for the neighborhood to deal with.

## THE PLANNING PROCESS

A Meaningful way to approach planning is as a process - an organized way of thinking about the future. The neighborhood planning process consists of:

- making surveys
- defining problems
- setting goals and objectives
- formulating alternative ways to reach objectives
- updating goals

In order to develop a neighborhood plan that is useful and reflects the neighborhood's values, citizen participation and support are necessary ingredients. The Central-Terry Park Neighborhood has used the Task Force to update the neighborhood plan. The Task Force has been instrumental in providing input and direction in the development of this Plan.

The planning process allows for specific examination of needs, issues, assets and problems facing a particular neighborhood. Once understood, these issues can be addressed by identifying the organizations (governmental, citizen, business) that may be involved with each area of concern. Specific procedures are then outlined so a cooperative effort efficiently carries out the tasks necessary to meet the goals of this plan.

Bearing in mind that the actions of public and private groups over a period of years actually determine the course of the community's development, the most useful purpose that a neighborhood plan can serve is to establish guidelines for policy determinations.





## **PURPOSE**

The Central-Terry Park Neighborhood Plan provides a guide to new development and redevelopment of the neighborhood over the next five to ten years. The Planning Department, the Mayor and City Council and other governmental agencies, as well as residents, property owners and private organizations will use the Plan to make decisions concerning planning and neighborhood improvements. At the same time the plan provides an immediate action plan by identifying resources that meet the neighborhood's needs. Finally, using the planning process in conjunction with citizen involvement, it is expected that the City and the residents will work together towards implementation of this plan.

The plan is intended to promote land use, traffic circulation and services that will encourage and contribute to the safety, welfare, social, physical and economic health of the neighborhood, within the larger framework of the City. It is further intended to guide the development and change of the neighborhood to meet existing and anticipated needs and conditions, to contribute to a healthy and pleasant environment, to balance growth and stability, to reflect economic potential and limitations, to guide development and to protect investments.

With approval of the Neighborhood Plan by the Yellowstone County Board of Planning and the Billings City Council, the plan will be a detailed guide to future development and improvements to the Central-Terry Park Neighborhood.

## CONCLUSIONS AND GOALS

The overall goal of this plan is to continue improving the quality of residential living within the neighborhood while further developing the communication and working relationship, with surrounding areas and neighborhoods.

Housing quality is improving along with an increase in housing values. This is due to the overall real estate market as well as improvements in infrastructure and other City projects. More importantly, housing quality and values continue to rise because of the economic and time investments made by homeowners. When going through the neighborhood, the pride of the Central-Terry Park residents is obvious by the number of well-kept homes.

The creation of long- and short-term goals occurred with input from the Task Force, Planning Department and other interested parties. These goals are also supported by policies and goals outlined in the 1990 Yellowstone County Comprehensive Plan and the 2000 Transportation Plan.

- To coordinate the development of the Central-Terry Park Neighborhood with other parts of the city in conjunction with the Comprehensive Plan
- To encourage cooperation and resolve conflicts between residential and commercial areas as they occur within the neighborhood
- To encourage rehabilitation of structures throughout the neighborhood including historically significant structures
- To encourage alternate means of transportation other than the automobile, including public transportation, bicycles and walking.
- To encourage the residents to use recreational facilities that are within or adjacent to the neighborhood.

It is important to note the driving force in accomplishing these goals is the neighborhood task force. Upon final adoption of this document, the short-term goals should be prioritized for implementation. The task force, along with the Planning Department, should review these goals annually. The entire plan should be updated every five years in order to examine and address changes within the neighborhood.

It is realized that cooperation between government, residents and commercial entities is imperative for the goals of this plan to become a reality. The Central-Terry Park Neighborhood is an important residential area allowing workers easy access to the downtown area, as well as other employment and educational centers around Billings. Accomplishment of the following neighborhood goals will be an asset not only for the residents of Central-Terry Park, but also for the City of Billings and Yellowstone County.

## **Long -Term Goals**

**Housing** - Maintain the residential character of the neighborhood by preserving structurally sound residences along with replacing unsound structures with new housing that is appropriate in design and density.

**Infrastructure** - Continue the current high quality of infrastructure (streets, sidewalks, water and sewer) maintenance with improvements focusing on those appropriate for a residential neighborhood.

**Land Use** - Maintain a residential character. Through the zoning process, develop transitional areas between surrounding commercial and industrial uses and residential areas.

**Transportation** - 1) preserve neighborhood integrity by minimizing "through" traffic corridors, 2) enable safe pedestrian and cyclist (joggers, roller bladers) movement throughout the neighborhood, 3) effectively buffer residential areas from arterial streets to improve neighborhood residential character and 4) install traffic calming devices.

**Urban Design** - Maintain neighborhood identity and improve the aesthetics and quality of life.

**Community Facilities** - Provide and improve facilities for education, recreation, neighborhood functions and social activities within the neighborhood.

**Historic Preservation** - Retain local history through the identification, preservation and rehabilitation of historically significant structures through the Yellowstone Historic Preservation Board.

**Employment** - Encourage employment opportunities that will meet the needs of the residents.

**Commercial** - Encourage the establishment and expansion of commercial uses within appropriately zoned areas, including the promotion of the commercial areas within the neighborhood as an ideal location for retail, wholesale and light industrial uses.

**Environmental** - Improve the environmental quality of the neighborhood through zoning, controlling transportation, noise and visual pollution and the encouragement of "clean" industries.

**Social** - Continue renewing the neighborhood and keeping it a place that its residents can be proud of.

The recommendations in this plan address these goals and will be implemented through the work of various citizen, business and government agencies. Compatible and quality developments will be established in the neighborhood through the use of zoning, site development guidelines and urban design criteria.

## HOUSING

There are approximately 2586 total housing units in the task force area. The median year of construction is 1939. Many of the residents have lived in the neighborhood for over 20 years. Many new homeowners intend to live in the neighborhood for years to come. There has been a slight increase in the number of owner-occupied units in the Central-Terry Task Neighborhood since 1980.

Aesthetics is one of the reasons people are attracted to the Central-Terry Neighborhood. The older homes contribute to the character and aesthetics found there. As the number of owner-occupied units increases, there is a stronger commitment on the part of the homeowner to invest in the maintenance and improvement of the homes in this area.

There are a number of City and Federal programs available through the City's Community Development Division that assists homeowners in improving their homes and rental units.

The potential intrusion of commercial uses into the neighborhood, thereby decreasing the number of housing units, is a concern for residents. Of similar concern is maintaining the character of the structures in order to preserve the visual cohesiveness of the neighborhood.



## Housing Short-Term Goals

### Action

- Encourage multi-family development along Broadwater Avenue with alley access to the property.
- Encourage new or remodeling projects to maintain the neighborhood character by using the same materials, design criteria and scale of original structures.
- Determine neighborhood support for the creation of design guidelines for new and existing developments to maintain housing characteristics.
- Encourage rehabilitation or demolition of dangerous or blighted structures.
- Identify structures in need of rehabilitation or demolition
- Encourage a variety of housing types, including housing to meet the needs of low to moderate income residents, the elderly, apartment dwellers and the average family.
- Discourage new commercial uses in residential areas.
- Identify and preserve historic properties
- Actively pursue zone change to Residential Multi-family Restricted along Broadwater Avenue from Division Street to 9th Street West and Grand Avenue from Division Street to 5th Street West.
- Make Homeowners aware of demolition, rehabilitation and homebuyers financial aid programs.

### Responsible Party

- Task Force, Property Owners, Planning Department
- Task Force, Property Owners
- Task Force, Planning Department, Yellowstone Historic Preservation Board
- Task Force, Building Department, Community Development Division, Code Enforcement Division
- Task Force, Property Owners, Community Development Division, Code Enforcement Division
- Task Force, Property Owners, Planning Department
- Task Force, Property Owners, Planning Department
- Task Force, Yellowstone Historic Preservation Board
- Task Force, Property Owners, Planning Department, City Zoning Commission, City Council
- Task Force, Community Development Division

## **Land Use**

The Central-Terry Park Neighborhood has a diverse mixture of land use throughout the neighborhood. The residential areas above Broadwater Avenue are predominantly Residential 7000 with Residential Multi-Family east of 1st Street West. There is a mixture of Neighborhood Commercial and Residential Professional along Grand Avenue.

Between Broadwater and Central Avenues the predominant zoning is Residential 6000 with Residential Multi-Family east of 5th Street West. There is Community Commercial zoning with some Highway Commercial interspersed along Montana Avenue. Central Avenue is predominantly Community Commercial and Controlled Industrial.

The area south of Central Avenue is a mixture of Community Commercial, Controlled Industrial, Residential 6000, Residential 7000 and Residential Multi-Family. Residents of this area would like to preserve as much residential zoning as possible, especially west of 11th Street West.

Residents of the Central-Terry Park Neighborhood support zoning and land use controls that prevent commercial and large multi-family developments within areas of the neighborhood that are mostly single-family dwellings. The neighborhood advocates changing the zoning along Grand Avenue from Division Street to 5th Street West from Neighborhood Commercial to Residential Multi-Family Restricted. They propose a zone change from R-7000, Neighborhood Commercial and Residential Professional to Residential Multi-Family Restricted along Broadwater Avenue from Division Street to 9th Street West.

## Land Use Short-Term Goals

### Action

- Evaluate Changing the zoning along Broadwater Avenue from Division Street to 9th Street West to Residential Multi-family Restricted with nodes of Neighborhood Commercial.
- Evaluate changing the zoning along Grand Avenue from Division Street to 5th Street West to Residential Multi-family Restricted.
- Encourage land uses that promote less reliance on the automobile, while encouraging walking, bicycling and public transportation.
- Maintain existing "core" residential areas, while strongly discouraging commercial intrusion into existing neighborhoods. An exception to this would be limited commercial establishments that serve the neighborhood.
- Discourage random zone changes within the neighborhood that would conflict with the character of the neighborhood.
- Discourage inappropriate commercial development along Broadwater Avenue.
- Require parking lots to be located in the rear or commercial, office or multi-family developments along Broadwater and Grand Avenues to reduce the number of curb cuts.
- Develop a land-use master plan to guide future uses.
- For any zone change along Broadwater Avenue from residential to commercial, the minimum lot size should be at least 42,000 square feet in order to limit curb cuts and provide adequate area for parking and landscaping.

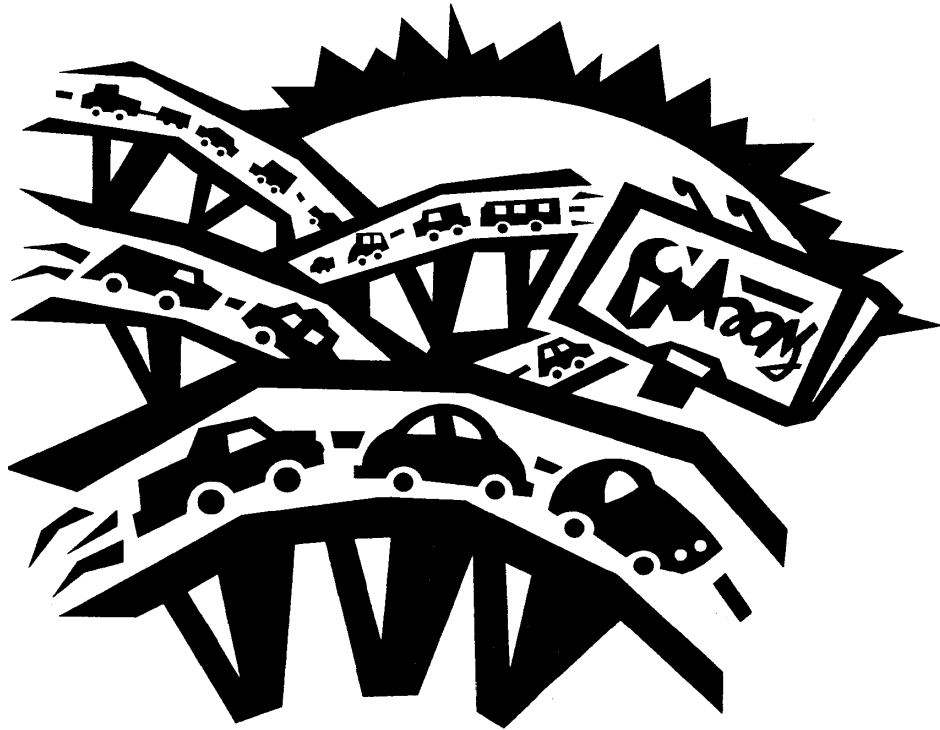
### Responsible Party

- Property Owners, Task Force, Planning Department, City Zoning Commission, City Council
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- Task Force, Planning Department, City Zoning Commission, City Council
- Task Force, Planning Department, City Zoning Commission, City Council
- Task Force, Planning Department, City Zoning Commission, City Council
- Task Force, Planning Department, City Engineering Division
- Task Force, Planning Department, City Council
- Task Force, Planning Department

## Transportation

Traffic issues are of great concern to neighborhood residents. A large amount of traffic flows through the neighborhood on collector and arterial streets. There are three arterial streets that are east-west connectors in the neighborhood along with an east-west collector street. There are three streets that are north-south collectors as well.

Because of the Central-Terry Park Neighborhood's proximity to the downtown area, residents would like to see an increase in alternative modes of transportation, such as walking, bicycling and public transportation.





## Transportation Short-Term Goals

### Action

- Preserve neighborhood integrity by the implementation of traffic calming methods.
- Encourage the development of traffic calming devices on 8th Street West, especially between Terry and St. John's Avenues. This will aid a safety feature for children crossing 8th Street West.
- Encourage landscaped buffers along heavily traveled streets to help reduce noise and visual pollution.
- Encourage the replacement of older trees that are located within boulevard strips, when they die or are removed.
- Encourage implementation of the BikeNet Plan on-street network and improve mobility between downtown and the neighborhood.
- Encourage and maintain planted boulevard strips between sidewalks and streets.
- Install traffic control signage at uncontrolled intersections within the neighborhood when desired by area residents.
- Discourage "through" traffic within the neighborhood.
- Maintain adequate MET bus service throughout the neighborhood.
- Encourage safety programs at neighborhood schools.

### Responsible Party

- Task Force, City Engineering Division, Planning Department
- Task Force, City Engineering Division, City Council
- Task Force, Area Business, Planning Department
- Task Force, Property Owners, City Parks Department (Urban Forester)
- Planning Department, Alternatives Modes Coordinator, City Engineer Division, Task Force
- Task Force, Property Owners, Planning Department
- Task Force, City Engineering Division
- Task Force, City Engineering Division, Planning Department
- Task Force, MET Transit
- Task Force, School District #2, Billings Police Department

## **Transportation Short-Term Goals**

### **Action**

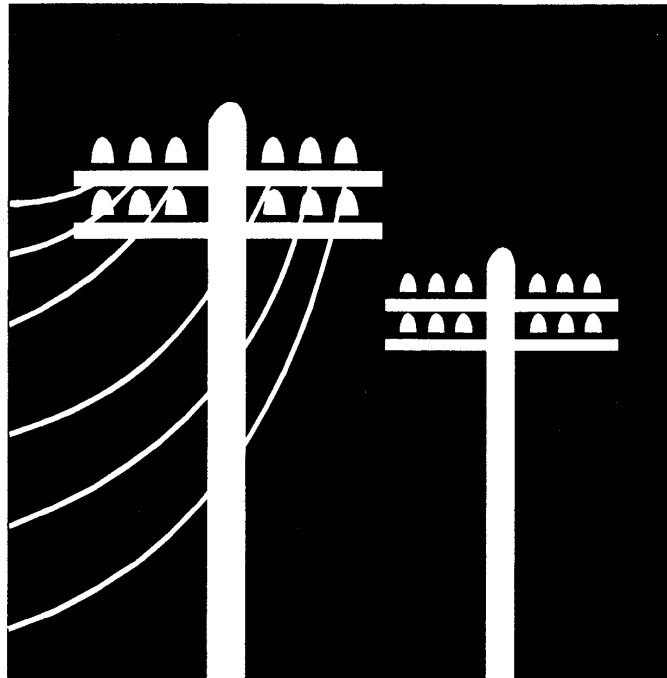
- Limit curb cuts along Grand, Broadwater and Central Avenues.
- Discourage truck traffic within the neighborhood.
- Promote the marking of pedestrian crosswalks throughout the neighborhood.
- Encourage the installation of warning devices on Grand Avenue to prohibit left-hand turns during peak hours (7:00 am to 9:00 am and 4:30 pm to 6:30 pm).
- Install additional speed limit signs along 8th Street West.

### **Responsible Party**

- Task Force, City Engineering Division
- Task Force, City Engineering Division, City Council
- Task Force, City Engineering Division, School District #2
- Task Force, City Engineering Division
- Task Force, City Engineering Division

## Infrastructure

Current infrastructure, overall, is in good repair. The areas of the neighborhood north of Central Avenue are part of the City of Billings PAVER program. Curb, gutter, sidewalks and streets are being replaced and repaired under this program. This project will be ongoing over the next several years. Water, sewer and natural gas lines are also being upgraded throughout the neighborhood.



## Infrastructure Short-Term Goals

### Action

- Eliminate overhead wiring, where appropriate.
- Replace non-functioning streetlights.
- Replace streetlights with appropriate historical lighting, when desired by the property owners.
- Continue curb, gutter, sidewalk and storm sewer replacement.
- Continue improvement of the streets within the neighborhood.
- Replace water and sewer lines in need of repair.
- Replace and update natural gas, electric, telephone and cable television lines as needed.

### Responsible Party

- City Engineering Division, Montana Power Company
- City Engineering Division, Montana Power Company
- Task Force, City Engineering Division, Yellowstone Historic Preservation Board
- Task Force, Community Development Division, City Engineering Division
- Task Force, Community Development Division, City Engineering Division
- Public Utilities Department
- Montana Dakota Utilities, TCI of Billings, Montana Power Company and US West

## Urban Design Goals

The purpose of the urban design goals is to maintain and improve the aesthetics of the neighborhood. Good urban design helps make a neighborhood more livable and improves the quality of life.



## Urban Design Short-Term Goals

### Action

- Work to eliminate billboards.
- Maintain the residential areas of the neighborhood.
- Embrace the Downtown Plan "Everybody's Neighborhood" and explore continuing the linkages created within the Central Business District into the Central-Terry Park Neighborhood.
- Enhance the aesthetics of all commercial development through the placement of more landscaping on both the interior and exterior of sites.
- Encourage all new development to recognize and be sensitive to the existing character of the neighborhood, including having existing residential structures retain their character.
- Encourage residents to report zoning violations to the City Zoning Enforcement officers to maintain and improve the neighborhood.
- Encourage small, lower signs along commercial developments. All signage should be kept to a minimum.
- Encourage a neighborhood beautification program.

### Responsible Party

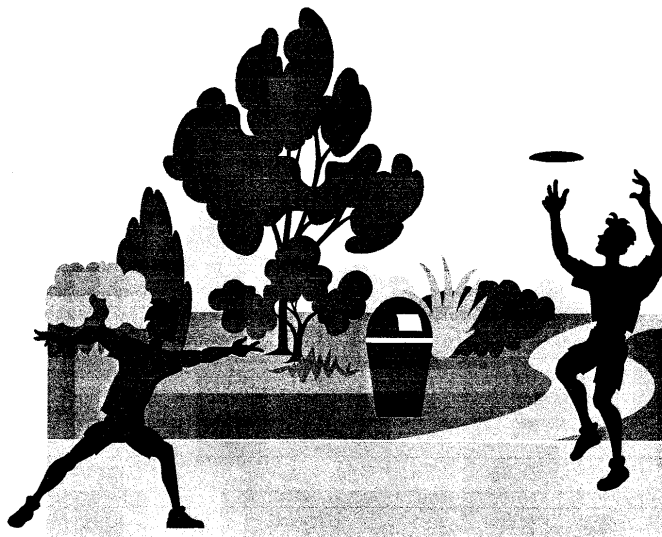
- Task Force, Planning Department, City Council
- Task Force, Property Owners, Planning Department
- Task Force, Planning Department, Billings Downtown Partnership
- Task Force, Property Owners
- Task Force, Property Owners, Planning Department, Developers
- Task Force, Property Owners, Code Enforcement Division
- Task Force, Planning Department
- Task Force, Property Owners, Bright and Beautiful

## Community Facilities

Important neighborhood community facilities include: Central Park, Terry Park, several elementary and high schools (public and parochial), Terry-Park Fire Station, and the Moss Mansion. These facilities provide recreational, educational and cultural services to the neighborhood.

Residents of the Central-Terry Park Neighborhood also use nearby recreational and community facilities. The YMCA, Alberta-Bair Theatre, Western Heritage Center, Yellowstone Art Museum and Par 3 Golf Course provide additional opportunities for the residents of Central-Terry Park.

The community facilities are used extensively and are mostly in good repair. There is a proposal to replace the Terry Park Fire Station with a more modern facility. The neighborhood wants to continue to maintain and improve the facilities at the parks within the area, including projects such as the replacement of the Terry Park wading pool.



## **Community Facilities Short-Term Goals**

### **Action**

- Either incorporate a community meeting room and COP shop into the proposed redeveloped Terry Park Fire Station or retain the existing fire station for conversion to serve these functions.
- Maintain improvements that have been made to both Central and Terry Parks, including replacing the Terry Park wading pool.
- Maintain existing neighborhood schools.

### **Responsible Party**

- Task Force, Billings Police Department, Billings Fire Department
- Task Force, City Parks and Recreation Department
- Task Force, Property Owners, School District #2



# CENTRAL/TERRY PARK NEIGHBORHOOD

\*\*\*\*\*LOWER INCOME NEIGHBORHOOD

