



CONSOLIDATED YELLOWSTONE COUNTY ZONING COMMISSION
AGENDA-Thursday, January 8, 2026, 4:00 p.m.
City Council Chambers, 5th Floor
316 N 26th St, Billings MT

NOTICE TO THE PUBLIC

Citizens are invited to:

. Review the Agenda Packet on the City's website at: <https://ci.billings.mt.us/117/Agendas-Minutes>
Public comment will be taken only during the Public Comment periods as indicated on the agenda and during the Public Hearings, if any are scheduled, under the Regular agenda. Comments may be sent to the Board via email before 12:00 pm on the meeting date. All emails received prior to this time will be entered into the record for the public hearing. Comments may be submitted by:

- . Mail: City/County Planning Division, PO Box 1178, Billings MT 59103
- . Email: bernsb@billingsmt.gov
- . NOTICE: All meetings and official activities of the MPO are held in buildings and locations that comply with accessibility standards according to the Americans with Disabilities Act (ADA). A TTY number for the hearing impaired, 406-657-3079, is available upon request. Special arrangements for participation in the public hearings by individuals with hearing, speech, or vision impairment may be made upon request at least three days prior to the hearing. Please notify the Planning Division Office, at 406-247-8610.

Call the meeting to order.

Introduction of the Consolidated Yellowstone County Zoning Commission and Planning Department Staff.

Public Comment: As required (3 minutes maximum per person). Any member of the public might be heard on any subject that is not on the agenda. The Planning Board will not take any action on these items at this time but could choose to add an item to the next meeting agenda for discussion.

Approval of Minutes:

Minutes of December 11, 2025

Disclosure of any Conflict of Interest-Members of the Commission and Staff

Disclosure of an Outside (Ex Parte Communication)-Members of the Commission and Staff

Regular Business:

- Opening of public hearings.
- Reading of rules for the procedure by which the public hearings will be conducted.
- Reading of notices of the public hearings on the following items:

Public Hearings:

- County Zone Change 733-- 2535 Rockwood St. -- From N4 to R-RMH-** A zone change request from Large Lot Suburban Neighborhood (N4) to Rural-Residential Manufactured Home (R-RMH), on Lot 26, Meadowbrook Sub., S30, T01 N, R27 E, a 29,309 Sq. Ft. parcel of land. Included in this request is a variance from Section 27-304, Table 27-300.3.1-from the minimum lot size for each single-family dwelling of 15,001 square feet, to allow 2 single family principal buildings on a lot that is 29,309 square feet (approximately 693 SF short of the required square footage). A pre-application neighborhood meeting was held on November 22, 2025, at the subject property. Tax ID: C04827

Other Business/Announcements

Adjournment

Additional information on this application is available on-line at <https://www.billingsmt.gov/2361/Current-Zoning-Applications>

Public hearings are accessible to individuals with physical disabilities. Special arrangements for participation in the public hearings by individuals with hearing, speech, or vision impairment may be made upon request at least three days prior to the hearing. Please notify Brenda Berns, Planning Clerk at bernsb@billingsmt.gov or 406-247-8610

Consolidated Yellowstone County Zoning Commission

Meeting Date: 01/08/2026

TITLE:

Department: Planning & Community Services

Presentation:

Legal Review:

Project Number:

RECOMMENDATION

The minutes of the Board meeting of December 11, 2025

EXECUTIVE SUMMARY

BACKGROUND (Consistency with Adopted Plans and Policies, if applicable)

FISCAL EFFECTS

STAKEHOLDERS

ALTERNATIVES

Attachments

Minutes of December 11, 2025

**Yellowstone County Consolidated Zoning Commission
Thursday, December 11, 2025**



**The Commission met at 4:00 PM in the 5th Floor Council Chambers
Location: 316 N 26th St. Billings MT**

	Position	12/11/2025	01/08/2026	02/12/2026	03/12/2026	04/09/2026	05/14/2026	06/11/2026	07/09/2026	08/13/2026	09/10/2026	10/08/2026	11/12/2026
Tyler Bush	Chairman	1											
Carlotta Hecker	Board Member	V											
Pam Ellis	Board Member	1											
Vacant	Vice Chair	-											
Vacant	Board Member	-											

Chairman Bush opened the meeting and introduced the CYCZC Board members and Planning Division staff.

Staff Present: Karen Husman, Zoning Coordinator; Brenda Berns, Planning Clerk

Others in Attendance: Greg Reid, WWC Engineering, Jeff Reese Billings MT

Public Comment

Chairman Bush asked if anyone would like to make a comment regarding items not on the agenda. There were no Public Comments.

Disclosure of Conflict of Interest. There were no disclosures of a conflict of interest.

Disclosure of Ex Parte Communication. There were no disclosures of ex parte communication.

New Business

- a. **Consolidated Yellowstone County Zoning Commission – Adoption of Bylaws**

Motion

Motion made by Commission member Ellis, seconded by Commission member Hecker to adopt the Bylaws as written, with the correction of CONSOLIDATE to CONSOLIDATED. Motion passes unanimously.

**Yellowstone County Consolidated Zoning Commission
Thursday, December 11, 2025**



**The Commission met at 4:00 PM in the 5th Floor Council Chambers
Location: 316 N 26th St. Billings MT**

b. Election of Officers - Nomination and Vote

The Commission nominated Tyler Bush for Chair and Pam Ellis for Vice Chair. The motion carried by a unanimous vote.

Disclosure of any Conflict of Interest-Members of the Commission and Staff. There were no conflicts of interest.

Disclosure of an Outside (Ex Parte Communication) – Members of the Commission and Staff.

Staff disclosed a letter from Richard Cebull regarding the subdivision associated with County Zone Change 732.

Public Hearing

Chairman Bush opened the public hearing for County Zone Change 732

- A. County Zone Change 732 –COS 3420 Tr1-13 (Lone Eagle Sub) – from AG to RR3 –** A zone change request from Agricultural (A) to Rural Residential 3 (RR3) on COS 3420, Parcel 1-13, S09, T01 N, R25E, a 236.82 acre parcel of land. A pre-application neighborhood meeting was held on October 8, 2025, at the subject property. Tax ID: D04500, 4501, 4502, 4503, 4504, 4506, 4507, 4493, 4494, 4495, 4496, 4498, 4499.

Karen Husman provided an overview of the proposed zone change. The properties to the north, west, east, and south are zoned Agricultural. The area to the northwest lies outside the County’s zoning jurisdiction and is therefore unzoned.

Recommendation

Planning staff has reviewed this application and is forwarding a recommendation of approval based on the 11 criteria for zone changes.

- Meets the goals of the County Growth Policy & the 11 review criteria
- Maintains consistency with surrounding residential zoning and neighborhood character
- Promotes efficient land use through compatible development

Yellowstone County Consolidated Zoning Commission
Thursday, December 11, 2025



The Commission met at 4:00 PM in the 5th Floor Council Chambers
Location: 316 N 26th St. Billings MT

Questions

Commission member Hecker raised questions regarding the use of septic systems on the proposed lots and whether they could interfere with wells. Staff responded that the applicant's agent would address the water-related concerns.

Applicant's Agent:

Greg Reid of WWC Engineering – Mr. Reid addressed questions related to water and wastewater. He explained that each parcel would be served by an individual septic system and supplied with water via either a cistern or a well, with required applications to the Department of Environmental Quality (DEQ). He noted that the creek is the North Fork Alkali Creek and that a roadway crossing is proposed in a later phase of the subdivision.

Vice Chair Pam Ellis asked whether a lift system would be required to prevent septic waste from entering the creek. Mr. Reid responded that a lift system would not be necessary, as the septic systems are located a sufficient distance from the creek.

Public Hearing

Jeff Reese 7132 Hwy 3 Billings – Mr. Reese expressed concerns regarding the proposed subdivision. He further noted that existing lots in the area are approximately 14 acres in size and have remained that way for an extended period. Concerns were raised that there would be a significant increase of traffic on Alkali Creek Road, which was described as narrow, constructed of recycled materials, lacking shoulders, and subject to winter conditions that effectively reduce it to a single travel lane. Additional concerns included inadequate drainage along Alkali Creek Road, standing water, and the presence of potholes.

Written correspondence from Mr. Reese was received and entered into the public hearing record. Copies were provided to the Board.

Applicant's Agent:

The applicant's agent stated that discussion had occurred regarding the Department of Environmental Quality (DEQ) review process. The development plan being advanced contemplates lot sizes generally ranging from approximately six to eight acres, which were characterized as relatively large. The agent noted that, when compared to other rural residential developments, the proposal is not considered dense.

The agent further explained that surrounding development patterns include larger-lot subdivisions to the south, lower-density development to the north, state-owned land on adjacent sides, and future urban development anticipated to the southeast.

Yellowstone County Consolidated Zoning Commission
Thursday, December 11, 2025



The Commission met at 4:00 PM in the 5th Floor Council Chambers
Location: 316 N 26th St. Billings MT

Questions

Board members asked whether lot sizes could be conditioned to a minimum of six acres. Staff clarified that lot size restrictions cannot be imposed as a condition of a zone change but may be addressed through subdivision restrictions. Staff also explained that the proposed zoning represents the next residential zoning step for parcels under ten acres.

Questions were raised regarding water availability. The applicant indicated coordination with DEQ is ongoing and explained that water would be provided by wells or water hauling to cisterns if it is determined there is not sufficient groundwater available to supply all of the lots proposed. Concerns were expressed about approving the zoning prior to completion of the DEQ review and the potential traffic and roadway impacts associated with water hauling.

Additional discussion addressed traffic impacts, adjacent agricultural lot sizes (approximately 14 acres), and access. The applicant stated that traffic impacts would be evaluated during the subdivision process and that a variance has been requested to avoid routing traffic through an existing subdivision. He reiterated that the environmental impacts are being reviewed as part of the subdivision process.

The Public Hearing was closed.

Board Discussion

The Board discussed whether the proposal was inconsistent with the eleven zoning criteria and noted that water availability is a countywide issue typically addressed by the developer. It was stated that required water studies would inform buyers and that water hauling via cisterns is a common practice in Montana.

Motion

Motion made by Board Member Hecker, seconded by Board member Ellis to forward a Recommendation of Approval of Zone Change 732 and Adoption of the Eleven (11) Review Criteria to the County Commissioners. Motion passes unanimously.

Board of County Commissioners' hearing will be held on December 30, 2025

Other Business

There was no other business

Future Business

Karen Husman advised the board there will be one zone change and a variance associated with the same parcel at the next meeting scheduled for January 8, 2026, at 4:00pm.

Adjourned 4:28PM

Brenda Berns, Planning Clerk

Zoning Commission

Date: 01/08/2026
Title: County Zone Change 733 - 2535 Rockwood - N4 to R-RMH
Presented by: Karen Husman
Department: Planning & Community Services
Presentation: Yes

RECOMMENDATION

County Zone Change 733-- 2535 Rockwood St.-- From N4 to R-RMH- A zone change request from Large Lot Suburban Neighborhood (N4) to Rural-Residential Manufactured Home (R-RMH), on Lot 26, Meadowbrook Sub., S30, T01 N, R27 E, a 30,056.4 Sq. Ft. parcel of land.

Planning staff is recommending approval of the requested zone change and adoption of the findings of the 11 criteria for Zone Change 733.

BACKGROUND (Consistency with Adopted Plans and Policies, if applicable)

This application is a request to change the zoning designation from Large Lot Suburban Neighborhood (N4) to Rural-Residential Manufactured Home (R-RMH), which allows a parcel size of 15,001 square feet for each principal building. There are two Residential Manufacture Home districts within the Yellowstone County Zoning Regulations. The R-RMH differs from the "Residential Manufactured Home (RMH)" in that it allows manufactured homes of all types as well as single-family homes on a minimum lot per dwelling of 15,001 square feet, while the RMH allows a minimum of 3,000 square feet for each principal building.

The property is located within an established neighborhood consisting of similarly sized and developed parcels. The adjacent property to the west has both a single-family home and a manufactured home, and the property to the east also contains an existing manufactured home.

The requested zone change was also evaluated in consultation with Yellowstone County Legal Department to determine if it is considered spot zoning. Spot zoning generally comprises "the process of singling out a small parcel of land for a use classification totally different from that of the surrounding area for the benefit of the owner of such property to the detriment of the other owners. Spot zoning is determined using three criteria. All three criteria must usually receive a yes in order to be considered spot zoning.

1. Whether the "requested use is significantly different from the prevailing use in the area;"

The use of the property with the requested zone change will be residential. Surrounding properties are used as residential with some containing manufactured homes. The use will not be significantly different than the use in the prevailing area.

2. Whether "the area in which the requested use is to apply is rather small;"

The area of the zone change is small, applying only to the associated lot, making the requested use area small. The use of residential does exist on adjacent properties and the zone change will continue to residential use.

3. Whether "the requested change is more in the nature of special legislation."

Courts have determined this to mean, is the zoning designed to benefit only one or a few landowners at the expense of the surrounding landowners or the general public? The zone change request does benefit only one landowner.

APPLICATION DATA

OWNER: Justin Fields
LEGAL DESCRIPTION: Lot 26, Meadowlark Subd. S30, T1 N, R27 E
ADDRESS: 2535 Rockwood St.
CURRENT ZONING: N4
EXISTING LAND USE: Residential
PROPOSED USE: Residential
SIZE OF PARCEL: approximately 30,056.4 square feet

CONCURRENT APPLICATIONS

N/A

SURROUNDING LAND USE AND ZONING

NORTH: Zoning: Large Lot Suburban Neighborhood Residential (N4)
Land Use: Residential single-family
SOUTH: Zoning: Large Lot Suburban Neighborhood Residential (N4)

EAST: Land Use: Residential single-family
Zoning: Mid-Century Neighborhood Residential (N2)
Land Use: Large Lot Residential
WEST: Zoning: Large Lot Suburban Neighborhood Residential (N4)
Land Use: Residential single-family

STAKEHOLDERS

Planning staff provided public notice of the application in accordance with zoning regulations, including notification to surrounding property owners, publication of a legal advertisement, and posting of the subject property. As of the date of this report, no written correspondence has been received from surrounding property owners regarding the proposed zone change.

The applicant held a pre-application neighborhood meeting on November 22, 2025, at the subject property, attended by seven members of the public. Discussion topics included the zone change's impact on neighboring properties, whether it would affect the entire block, the status of the mobile home, and property values. Details of the neighborhood meeting can be found within the attachments of this report.

ALTERNATIVES

The Consolidated Yellowstone County Zoning Commission may:

- Recommend approval and adoption of the findings of the eleven review criteria for Zone Change 733; or,
- Recommend denial and adopt different findings of the eleven review criteria for Zone Change 733; or,
- Delay action on the zone change request for up to 30 days; or,
- Allow the applicant to withdraw the zone change request. The applicant has not requested the Commission consider withdrawal of the application.

FISCAL EFFECTS

Approval or denial of the proposed zone change will have no fiscal effects on the Planning Division budget.

SUMMARY

The Consolidated Yellowstone County Zoning Commission, prior to any recommendation, shall consider the following:

1. Is the new zoning designed in accordance with the Growth Policy?

Yellowstone County Growth Policy Goal: Predictable land use decisions that are consistent with neighborhood character and preferred land use patterns identified in neighborhood plans.

This area of the county includes a mix of low-density residential neighborhoods. Adjacent parcels to the east and west contain existing manufactured homes, and an established mobile home park is located approximately 200 feet east of the subject property. The proposed zoning is consistent with the Growth Policy's goal of supporting predictable land-use decisions that reflect existing neighborhood character and align with the preferred land-use patterns identified in adopted neighborhood plans.

Yellowstone County Growth Policy Goal: Preserve neighborhood character and quality of life.

The proposed zone change to R-RMH is designed to preserve neighborhood character and quality of life by facilitating residential development that reflects the scale and form of surrounding neighborhoods. The proposed zone change will allow for compatible development while ensuring that housing types and lot configurations remain consistent with adjacent residential areas.

The 2016 Lockwood Growth Policy designates this property as Residential 7-10du/acre on the Preferred Future Land Use Map. The property is .69 acres and will have two dwelling units with a density of 2.89 dwelling units/acre.

2. Is the new zoning designed to secure from fire and other danger?

This property is currently served by Lockwood Fire Department. There are existing hydrants located at the intersections of Greenwood Avenue with Rockwood Street and Silverton Street. The existing and proposed zoning requires building separations, setbacks, and height limits that should provide security from fire or other public safety emergencies.

3. Will the new zoning facilitate the provision of transportation, water, sewerage, schools, parks and other public requirements?

Transportation: The proposed zoning will not, on its own, generate a significant increase in traffic. The property is already developed, and the zoning change would allow for only one additional dwelling unit. This may result in a minor increase of approximately ten vehicle trips per day.

Water and Sewerage: The property is located within the Lockwood Water and Sewer District and is currently served by the district. No changes to service are anticipated as a result of the proposed zoning.

Fire and Police: The subject property is served by the Lockwood Fire District and the Yellowstone County Sheriff's Department. Both agencies were notified of the proposal, and no comments were received at the time this report was prepared.

Schools and Parks: The proposed zoning is expected to have minimal impact on local schools, as it would add only one additional dwelling unit. The Lockwood School District was notified of the proposal and provided no comments.

4. Will the new zoning promote health and general welfare?

The zoning itself is not expected to have a negative effect on the health and general welfare of the area. County zoning regulations require minimum setbacks from property lines, separation of buildings, and restrict uses. The proposed zoning allows manufactured homes as a residential use, thereby maintaining compatibility with surrounding and adjacent properties.

5. Will the new zoning provide adequate light and air?

The proposed zoning will require minimum setbacks, maximum building heights, separation between buildings, and maximum lot coverage. These requirements, found in Table 27-300-5, allow adequate light and air to reach the subject property and adjacent properties.

6. Will the new zoning affect motorized and non-motorized transportation?

Consistent with Criteria 3, the proposed zoning change itself will not directly increase traffic on adjacent county roads. Rockwood Street is a county maintained, dead end, gravel road that connects to the county road, Greenwood Street. Neither Rockwood nor Greenwood Street have sidewalks. The addition of approximately 10 vehicle trips per day is anticipated to have minimal impact on the road and non-motorized transportation.

7. Will the new zoning be compatible with urban growth in the vicinity?

The R-RMH zoning district supports compact residential development that is compatible with the urban character of the surrounding area, which includes a mix of residential zoning districts such as RMH, N2, and N4. Under both the current and proposed zoning, the maximum number of principal buildings permitted on the property is two.

8. Does the new zoning consider the character of the district and the suitability of the property for particular uses?

The surrounding area consists of similar residential zoning districts, including RMH, N2, and N4, which support a range of housing types. Adjacent parcels to the east and west contain existing manufactured homes, and an established mobile home park is located approximately 200 feet east of the subject property. Rezoning to R-RMH allows for the existing single family and an additional manufactured home that matches the scale and style of surrounding development.

9. Will the new zoning conserve the value of buildings?

Similar to Criteria 8 above, the new zoning itself is not expected to alter the value of any buildings in the area. Valuations are typically based on improvements to the individual properties themselves. Adjacent parcels to the east and west contain existing manufactured homes, and an established mobile home park is located approximately 200 feet east of the subject property. The new zoning will allow the addition of one manufactured home. The residential uses should have no impact on surrounding properties. Any development of the property will need to meet the site development requirements in the zoning code, including building heights, setbacks, and separations.

10. Will the new zoning encourage the most appropriate use of land in Yellowstone County?

Similar to Criteria 8 and 9, the proposed zoning supports appropriate residential land uses. Surrounding parcels include manufactured homes and a nearby mobile home park, this confirms the zone change promotes compatible growth consistent with the existing residential character. The property immediately to the west of the requested zone change added a manufactured home between September 2009 and June 2011, based on available aerial imagery. The property to the east has contained a manufactured home since at least 1974, according to Department of Revenue records.

11. Will the new zoning be as compatible as possible with adjacent zoning in the City of Billings?

The proposed zoning is not adjacent to, nor in close proximity to, the City of Billings city limits or areas subject to City of Billings zoning.

Attachments

Zoning Map & Site photos
Application and Applicant Letter
Neighborhood Meeting info
History

Attachments for Zone Change 733



Subject Property



Attachments for Zone Change 733



North



East

Attachments for Zone Change 733



South



West

Attachments for Zone Change 733



Existing SFD and Manufactured home.

Attachments for Zone Change 733

COUNTY APPLICATION FORM

COUNTY ZONE CHANGE County Zone Change # 733 - Project # 25-00219

The undersigned as owner(s) of the following described property hereby request a Zone Change as outlined in the Yellowstone County Unified Zoning Regulations.

Present Zoning: N4

Proposed Zoning: R-RMH

Property Tax ID # C04827 COUNTY COMMISSIONER DISTRICT # 1

Legal Description of Property: LOT 26 MEADOWBROOK SUB.

Address or General Location (If unknown, contact County Public Works):

2535 Rockwood St.

Size of Parcel (Area & Dimensions): 29,309 SF.

Present Land-Use: RESIDENTIAL

Proposed Land-Use: SAME

*** Additional information may be required as determined by the Zoning Coordinator in order to fully evaluate the application.

Owner(s) Justin Fields (Record Owner)

2539 Rockwood St., Billings, MT 59101 (Address)

406-591-1518 grampyjake1@gmail.com (Phone Number) (Email)

Agent(s): (Name)

(Address)

(Phone Number) (Email)

I understand that the filing fee accompanying this application is not refundable, that it pays for the cost of processing, and that the fee does not constitute a payment for a Zone Change. Also, I attest that all the information presented herein is factual and correct.

Signature: Justin Fields (Record Owner - Digital Signature Allowed) Date: 12/1/25

Attachments for Zone Change 733

Zoning Map Amendment Support Statement

Applicant: Justin Fields

Property Address: 2535 Rockwood Street, Lockwood (County Portion of Billings, Montana)

Request: Zone change to allow placement of a mobile home on the same parcel as an existing stick-built home

Submitted To: Yellowstone County Zoning Commission

Introduction

This statement is submitted in support of a zoning map amendment for the property located at **2535 Rockwood Street** in Lockwood, a neighborhood located in Yellowstone County, owned by **Justin Fields**. The applicant seeks approval to place a mobile home on the same parcel as the existing stick-built residence. This request promotes responsible housing expansion, aligns with both the **2016 City of Billings Growth Policy** and the **2016 Lockwood Growth Policy**, satisfies all ten statutory zoning criteria under **MCA 76-2-304**, and is compatible with the existing development pattern of the neighborhood, which already includes multiple manufactured homes—including long-standing mobile homes on each property directly adjacent to the subject parcel to the east and the west and two mobile home parks within the 300 foot radius map area as identified by the City County Planning Office of Billings, MT in regard to the subject property.

Finding 1 – Consistency with the 2016 Growth Policy & Lockwood Growth Policy

A. Consistency with the 2016 City of Billings Growth Policy

The proposed zoning map amendment supports multiple Growth Guidelines:

- 1. Home Base 1 & 2 – Housing Diversity and Affordability**
The Growth Policy encourages a mix of housing types and supports housing that meets varying income levels. Allowing a mobile home in addition to the primary residence directly aligns with this guideline by creating safe, affordable housing within an already serviced area.
- 2. Strong Neighborhoods – Compatible Infill**
The Policy supports infill development where infrastructure already exists. This request uses existing utilities, road access, and emergency services without creating sprawl or extending service boundaries.
- 3. Community Fabric – Reinvestment in Existing Neighborhoods**
Adding an additional housing option to an established parcel enhances the neighborhood's stability and supports flexible, multigenerational housing options.
- 4. Essential Investments – Efficient Use of Existing Services**
The Policy prioritizes development that makes full use of existing public investments. No new infrastructure is required for the proposed use.

B. Consistency with the 2016 Lockwood Growth Policy

The Lockwood Growth Policy envisions a community supported by a range of housing options. Key elements include:

- 1. A Variety of Housing Types as Core to Lockwood's Identity**
The Policy documents that **over 34% of existing Lockwood housing units are manufactured homes**, demonstrating the established and ongoing role of manufactured housing within the community.

Attachments for Zone Change 733

2. **Support for Higher Residential Densities Where Infrastructure Exists**
The subject property is located in a well-serviced area with existing road access, utilities, and emergency response capability. The proposal aligns with the Policy's support for modest increases in residential density without subdivision.
3. **Housing That Supports Family Stability and Community Needs**
The additional residence supports multigenerational living or long-term rental housing, consistent with Lockwood's need for flexible and affordable options.

Conclusion for Finding 1:

The proposed zoning change directly implements the goals of both Growth Policies by supporting affordable, flexible housing and making efficient use of existing resources.

Finding 2 – Compliance with MCA 76-2-304 Statutory Criteria

The proposed zone change meets all ten statutory criteria as follows:

1. **Public Health, Safety, and General Welfare**
The parcel is appropriately sized and already served by public safety, utilities, and road infrastructure. The addition of a mobile home introduces no safety or health risks.
2. **Consistency with the Growth Policy**
As shown above, the request aligns with both the Billings and Lockwood Growth Policies.
3. **Compatibility with Existing Neighborhood Character**
Lockwood is a mixed-housing community containing stick-built homes, manufactured homes, mobile homes, and mobile home communities. This request is entirely consistent with the neighborhood's established pattern.
4. **No Adverse Impacts on Adjacent Properties**
The proposal respects all setbacks and placement standards. The mobile home will not create noise, traffic, or visual impacts beyond normal residential use.
5. **Adequacy of Public Services**
Existing road access, utilities, fire protection, and emergency services are sufficient for the proposed use. No expansions or upgrades are required.
6. **Promotion of Orderly Development**
This modest increase in density supports compact, efficient development without requiring additional subdivision or sprawl.
7. **Minimization of Public Infrastructure Costs**
Because all necessary services already exist, the county incurs no additional expense.
8. **Consideration of Environmental Constraints**
The parcel is not within a floodplain, wetland, or environmentally sensitive area.
9. **Balancing Property Rights with Community Interests**
The proposal allows the applicant to make reasonable residential use of their property while remaining fully compatible with the area and Growth Policy.
10. **Contribution to Economic Stability**
Manufactured housing contributes to affordable living opportunities in Lockwood, supporting local workforce needs and housing stability.

Conclusion for Finding 2:

The request satisfies all statutory criteria and is consistent with responsible planning and public welfare.

Attachments for Zone Change 733

Finding 3 – Compatibility with Existing and Planned Development

1. **Existing Compatibility**
The immediate neighborhood already contains multiple mobile and manufactured homes. Notably, a long-standing mobile home exists **directly adjacent** to the subject property to the west and a long-standing mobile home exists **directly adjacent** to the subject property to the east.
2. **Neighborhood Housing Composition**
The surrounding streets and blocks feature a mix of site-built homes, manufactured homes, and multifamily housing. **Mobile home courts also exist within 300 feet of the subject property**, including along Old Hardin Road and along Johnson Lane.
3. **Planned Development Patterns**
Lockwood's Growth Policy anticipates continued residential growth with diverse housing options. Allowing a second residence in the form of a mobile home fits within this long-range vision.

Conclusion for Finding 3:

The zoning change reinforces the established mixed-housing character of the neighborhood and is entirely compatible with both current and anticipated future development patterns.

Final Conclusion

The proposed zoning map amendment for **2535 Rockwood Street**:

- Fully complies with the **2016 City of Billings Growth Policy** and **2016 Lockwood Growth Policy**
- Meets all statutory requirements under **MCA 76-2-304**
- Is compatible with and supported by surrounding development
- Makes efficient use of existing public infrastructure
- Provides stable, affordable housing consistent with neighborhood expectations

Approval of this request is recommended, as it advances community goals while allowing the property owner, Justin Fields, to responsibly and beneficially use his land.

Attachments for Zone Change 733

YELLOWSTONE COUNTY

Pre-Application Statement of Owner(s) or Agent(s)

The owner(s), contract purchasers (if any) and agents (if any) are required to submit this completed form on-line and any attachments along with a completed zone change application form, including any required fees, for a zone change to be processed by the Planning Division.

- 1. **Present Zoning:** N4
- 2. **Written description of the Zone Change Plan** including square footage or acres of proposed new zoning:
R-R M H
- 3. **Subject Property Map:** please attach to this form
- 4. **Legal Description of Property:** LOT 26 MEADOW BROOK SUB
- 5. **Roster of persons who attended the pre-application neighborhood meeting:** please attach to this form
- 6. **A copy of the meeting notice.** please attach to this form
- 7. **A brief synopsis of the meeting results.** please attach to this form
- 8. **The undersigned affirm the following:**
 - a) The pre-application neighborhood meeting was held on the 22 day of NOVEMBER 2025
 - b) The zone change application is based on materials presented at the meeting.

Owner (s): Justin Fields Telephone: 406-591-1518
 Address: 2539 Rockwood St. Email: grampyjake1@gmail.com
Billings, MT 59101

Agent (s): _____ Telephone: _____
 Address: _____ Email: _____

Attachments for Zone Change 733

Justin "Jake" Fields
2539 Rockwood St., Billings, MT 59101
(406) 591-1518 grampyjake1@gmail.com

November 13, 2025

Planning & Community Services Department
P.O. Box 1178
Billings MT 59103



Re: Neighborhood Meeting for Zone Change

Dear Landowner:

The purpose of this letter is to inform you of a neighborhood meeting pertaining to a potential zone change for 2535 Rockwood St. (MEADOWBROOK SUBD, S30, T01 N, R27 E, Lot 26). As part of the zone change process, this meeting is required to provide information to the surrounding property owners of the potential zone change for their review and comment prior to submitting the zone change application.

The current zoning of property is N4, Large Lot Suburban Neighborhood Residential, and the proposed zone change will be to R-RMH, Rural Residential Manufactured Home. The owner, Justin Fields, intends to perform this zone change to allow for the addition of his manufactured home to the property. Below is an excerpt from the Yellowstone County Zoning Regulations defining the two different types of zoning, along with a web address where additional information on regulations can be found.

N4: LARGE LOT SUBURBAN NEIGHBORHOOD RESIDENTIAL

The N4 district is intended for large lot residential neighborhoods primarily with single-family homes. Characteristics include wide, large lots and attached garages often located on the front building façade. Regulations include basic setback and height parameters.

R-RMH: RURAL RESIDENTIAL MANUFACTURED HOME

The R-RMH district is intended to provide stable environments for individual manufactured homes and compatible accessory uses.

<https://www.billingsmt.gov/DocumentCenter/View/53645/Yellowstone-County-Zoning-Regulations-APR-2025-UPDATE>

The meeting will be held on the subject property, 2535 Rockwood Street, Saturday November 22 at 3:00pm. If you are unable to attend the scheduled meeting and have comments on the zone change, please provide them to me in writing at the email address below.

Sincerely,

Justin Fields
grampyjake1@gmail.com

Jacie Fields ~~Jacie Fields~~ 406-860-7633
322 Green Terrace Drive 59102

Heather & Shane Furman 406.500.2370
~~Heather Furman~~ No/No

Richard Hibbs NO
Richard Hibbs 406-425-2302

Walt Johnson NO
William Johnson 406 6989470

Review code/cks for age of mobile home.

Eric & Rose Runestad 406 698-3880 Yes/Yes
mrunestad@gmail.com

~~Richard~~ Kew Hazel 406 670-5914
No

Attachments for Zone Change 733

Justin "Jake" Fields
2539 Rockwood St., Billings, MT 59101
(406) 591-1518 grampyjake1@gmail.com

ZONE CHANGE PRE-APPLICATION NEIGHBORHOOD MEETING NOTES
3:00pm, Saturday, November 22

Seven people representing six properties attended

ATTENDING:

Shane & Heather Luhman, 2520 Rockwood St.
Richard Hibbs, 2514 Old Hardin Rd.
William Johnson, 2511 Rockwood St.
Eric & Marisa (Rese) Runestad representing Marjorie Runestad, 531 Greenwood Ave.
Ken Hagel, 2537 Silverton St.

ALSO ATTENDING:

Jacie Fields, daughter of Justin Fields, 3221 Green Terrace Drive, 59102

NOTES BY JUSTIN FIELDS:

Shane Luhman was concerned that I had not moved the mobile home as soon as I received the notice of zone violation.

The Luhmans and Mr. Johnson expressed confusion as to what property would be affected by the zone change. They had the idea that a block of several properties including theirs would all have their zones changed along with mine. They expressed their intent to research the matter, and I encouraged them to do so.

Mr. Hibbs, Mr. Johnson, and the Luhmans, thought the presence of a mobile on my property would negatively affect the value of their properties.

I pointed out that the properties immediately to the east and west of mine have mobiles already present and that there are two trailer courts within view of my property. I also pointed out that I have improved the value of my property by removing several large and in some cases dangerous trees, bringing in gravel to stabilize the ground and provide driveway and parking, and skirting my mobile by building a 2x4 frame and insulating and siding it.

Mrs. Luhman indicated her intent to have a realtor assess the possible property disparity in view of the presence of my mobile.

Mr. Hibbs became quite agitated and left the meeting.

Mr. Luhman was combative, argumentative, and was asked not to use foul language at one point. He made the statement that he was going to see to it that my zone change request would be denied and that when that happened, I would have to move my mobile within a week. He continued to bring up the same points in a combative posture to the point that I had to tell him our conversation was over.

Once Mr. Luhman was gone the remaining neighbors were able to express their viewpoints and each, Erick and Rese Runestad and Ken Hagel, had no objection to the presence of my mobile. Mrs. Runestad stated that because the mobile is behind the house that is on the property it is not visible.

Attachments for Zone Change 733

NOTES BY JACIE FIELDS:

I attended the community meeting at 2535 Rockwood Street, Billings, MT 59101 on Saturday, November 22 at 3:00 p.m. Justin Fields is the property owner. I am his daughter. I do not have an ownership interest in the property. I attended in order to take notes.

My father began the meeting with a humble acknowledgement that his intention in improving the property through extensive tree removal, dirt work, and gravel laying had all been done in an effort to create a quality addition to his property and the neighborhood. He is a seventy-three-year-old man who is retired but is currently working full time at the refinery in Lockwood to help with finances in his retirement. He has worked hard, blue collar jobs his whole life. He has owned the mobile home that has been placed on the property for some time. His pride in ownership is apparent throughout the careful updates to the mobile home and the land itself. He was not private about his intentions as he had opportunity to talk with neighbors when he began extensive tree removal on the property in June. In July, the mobile home was professionally moved to the site, hooked to utilities, and only then did he receive notice that he would need to request a zone change, prompted by a call to zoning by Shane Luhman, who acknowledged at the meeting that he made the call instead of directly contacting Justin. When he received the letter, Justin immediately called the zoning department and was directed to Mike Scheino who told him that as long as he stayed in communication and began the process, he did not need to take action. Based on that guidance, Justin moved forward with finalizing the project. He walked the attendees through this timeline and calmly asked that they be understanding of his intention to use the rental income from the pre-existing home to cover his mortgage and allow him to retire soon.

Attendees Shane and Heather Luhman and Richard Hibbs were the most outspoken, stating that they believed that the zone change would affect the whole neighborhood zoning. I attempted to clarify for them that the zone change request was only specific to the subject property parcel. They then claimed that the presence of one additional mobile home- while another is more in line of sight of both of their properties and is in a blighted condition- would affect their property values. I recommended that they speak with licensed real estate agents who can confirm for them that the presence of one additional mobile home in a neighborhood does not affect their specific property value. Shane Luhman became irate and began to cuss at my father and me. I calmly asked him to maintain a professional decorum. He claimed that he had also spoken to the same gentleman from zoning just the day before and that he had been reassured that if the zoning request didn't pass, the mobile home would have to be removed within a week. Mr. Hibbs became belligerent and left the meeting abruptly, shouting obscenities back at us as he left.

I had a side conversation with Heather Luhman where I once again attempted to clarify for her that everything Justin had done had been in an effort to improve his property and live in peace with his neighbors. She and I both know a REALTOR® named Jacque Lorang who is a specialist in the Lockwood area. I recommended that she reach out to her to discuss a Comparative Market Analysis which does not take into account the specific zoning or presence of a single mobile home in the overall pricing of their home. She and her husband seem to have a singular mindset that is based on the belief that because they "told Justin to stop" by making a call to zoning, that he needs to be "punished" and forced to remove his home, at a severe loss to my father's overall net worth.

Neighboring landowners Marisa and Eric Runestad made statements of support for the change, noting their long-standing involvement in the neighborhood through family-owned property nearby. They have recently torn down a blighted home located at 531 Greenwood which has been in their family for a very long time. When the attendees who had been taking part in the shouting and cussing had left, they, along with Ken Hagel, shared their support of the zone change.

My father is an upstanding, hardworking citizen. He will continue to improve the property, providing a safe rental to the new English teacher at Lockwood High School, and peacefully living on the property as well. He has served the Lockwood community throughout his life. He volunteered at local retirement homes and churches for 20+ years, taking part in free sports camps for local youth, and selflessly mowing lawns for less fortunate members of the neighborhood even when he lived in the Heights. He owned and operated a business, The Big Dipper Drive Inn, in Lockwood for six years. Allowing him to live in his

Attachments for Zone Change 733

mobile home in Lockwood would allow him the opportunity to live amongst an area he has cared for in one way or another throughout his adult life. He carries the core values of a good neighbor, and someone who will seek to improve not only his own property, but the lives and properties of those around him.

Thank you for considering this zone change on his behalf.

Warmly,
Jacie Fields
3221 Green Terrace Drive
Billings, MT 59102

APPLICABLE ZONING HISTORY – Zone Change 733 -2535 Rockwood Street

SUBJECT PROPERTY	ZONE CHANGE	DATE	FOR	APPROVED (Y/N)	ADDITIONAL DATA
None.					
SURROUNDING PROPERTY	ZONE CHANGE	DATE	FOR	APPROVED (Y/N)	ADDITIONAL DATA
C.O.S 540	60	9/30/1975	R-150 to RM	Y	
C.O.S 540	N/A	2021	Updated to RR3		Updated during Recode
Grand and 50 th St W	690	8/31/2019	A-1 to NC and R-70	N	
2404 & 2422 Old Hardin Rd	701	5/26/2020	R-150 to RMFR	Y	
133 Eagle Cliff Meadows	702	8/25/2020	A-S to R-150	Y	
Cherry Creek Lt 2	703	10/6/2020	R-96 to R-80	N	
626 Johnson Ln	704	8/31/2021	CMU2 to NX3	Y	
2433 Highway 87 E	712	10/4/2022	RR3 to NX1	Y	
2602 Rockwood	729	7/22/2025	RR-3 to N2	Y	
406 Johnson Ln.	730	8/30/2025	RR-3 to RMH	N	Staff Recommended approval