

MAKING BOULDER'S FUTURE BRIGHT MASTER PLAN



NOVEMBER 2016

Acknowledgements

The Making Boulder's Future Bright Master Plan was funded, in part, by Montana Department of Commerce Big Sky Economic Development Trust Fund and is a cooperative effort among a number of entities including:

- Jefferson Local Development Corporation
- Headwaters Resource, Conservation and Development
- The Montana Economic Developers Association
- The Boulder Transition Advisory Committee



The funding for this Master Plan was provided in part, by an award from the Montana Department of Commerce, Big Sky Economic Development Trust Fund Program.



JLDC provides information, finance solutions and educational programs for business and community members.

BTAC

Boulder Transition Advisory
Committee



Serving Butte-Silver Bow, Jefferson,
Granite, Beaverhead, Madison, Powell
and Deer Lodge Counties



Making Boulder's Future Bright Master Plan Partnership

Making Boulder's Future Bright Master Plan
prepared by
Community Development Services of Montana
Janet Cornish, Principal
and
Lanette Windemaker, AICP

Executive Summary

The Making Boulder's Future Bright Master Plan was prepared, based on a review of available information, key person interviews and the results of a 2016 "Study Circle" process that was initiated in response to the decision of the 2015 Montana Legislature to close the Montana Development Center (MDC), which has been part of the community for more than 100 years.

This regional Master Plan recommends a series of steps to be taken by the community in order to respond to change and adequately prepare itself for the future. Successful programs and projects will depend on a solid foundation of information and evidence-based strategies for achieving a community vision and associated goals and objectives. These are embodied in the growth policies for the City of Boulder and Jefferson County. A growth policy presents the community vision, based on an analysis of current characteristics and projections of future trends with respect to demographics, economic conditions, land use, public services and facilities, housing and natural resources. The Boulder Growth Policy, completed in 2009, must be updated and expanded in order to serve its intended statutory purpose. Once completed it will, in turn, provide the rationale for undertaking a variety of community-based efforts to help Boulder and the surrounding area achieve a "brighter future". While the Jefferson County Growth Policy has been more recently updated, aspects of it need to be strengthened to support this "Brighter Future" Master Plan.

This regional Master Plan sets forth a series of potential strategies or pathways that build on this prequel growth policy planning effort. These strategies have been organized by geographic areas, which are:

- The area just west of Interstate 15, near the Boulder interchange
- Downtown Boulder
- The North MDC Campus
- The Boulder South Campus
- The Jefferson County Recreation Park
- The general region including Boulder

In response to both local and global changes, as well as long term disinvestment in the region, the Study Circles identified assets and impediments for consideration in addressing the future. Assets include:

- The proximity of Boulder to two major population centers, Helena and Butte, both of which have airports
- Direct access to Interstate 15, which connects Montana to Canada and California
- Vacant and underutilized buildings which may qualify for various incentives, including historic preservation, new markets and low-income housing tax credits
- An excellent public school system
- An educated workforce
- Global changes in how and where we work – Home based businesses and telecommuting
- A beautiful setting – a rural/small town character/quality of life

There are also impediments that have been identified. These include:

- The lack of resources to support local expertise in project development, implementation and management – The local governments have limited resources to undertake activities beyond their current responsibilities.
- Anecdotal information indicates a perceived lack of available, affordable housing. According to the US Census, there is a 10.8% housing vacancy rate.
- The “one-industry” town identity – Although many people who work at the MDC do not live in the Boulder Community, the 100 plus year presence of the MDC (Boulder River School) has been closely associated with the area’s sense of place.

This regional master plan does not present a “build it and they will come” approach to community and economic development. Rather it recommends the careful building of a foundation, which sets goals and priorities, enables projects and programs, and provides direction for more effective and efficient use of scarce resources.

In Chapter 10 of the Making Boulder’s Future Bright Master Plan a list of growth policy foundation requisites that will enable the implementation of strategies are identified, as appropriate. Each of the growth policies (Boulder and Jefferson County) will also include community goals that provide a basic framework within which the community can set priorities as it moves forward. Projects and programs can then be evaluated based on their ability to further these goals and associated objectives. Goals might include:

Maintain and enhance quality of life and sense of place

Associated Objectives

- ✓ Promote small town identity and heritage
- ✓ Enable rural walkability
- ✓ Facilitate a variety of housing opportunities, including “live-work”

Assure adequate community services and infrastructure

Associated Objectives

- ✓ Encourage the provision of affordable workforce housing
- ✓ Invest in public infrastructure
- ✓ Support quality education
- ✓ Encourage the provision of public safety and health services

Strengthen the economy

Associated Objectives:

- ✓ Strive to achieve livable wages
- ✓ Endeavor to eliminate poverty
- ✓ Work towards full employment

Table of Contents

Chapter 1. Introduction	1
Chapter 2. Existing Conditions	3
Chapter 3. Pathways to Making Boulder’s Future Bright – An Overview	14
Chapter 4. Interstate-15 Boulder Interchange Strategies	19
Chapter 5. Downtown Boulder Strategies	27
Chapter 6. North (Montana Development Center) Campus Strategies	38
Chapter 7. Boulder South Campus Strategies	43
Chapter 8. Jefferson County Recreation Park (Fairgrounds) Strategies	48
Chapter 9. Regional Area Strategies	53
Chapter 10. Growth Policy Requisites	57
Chapter 11. Implementation Priorities	61
Addenda	
Works Cited	

Chapter 1. Introduction

1.1. History and Setting

The City of Boulder, Montana, the seat of Jefferson County, is situated on the north bank of the Boulder River, between Butte and Helena, east of the Continental Divide, at the intersection of Interstate 15 and Montana Highway 69. In 2015, the population was estimated to be 1,207. (United States Census Bureau, 2016)

Named for the many large boulders in the vicinity, the town of Boulder Valley was established in the early 1860s as a stagecoach station on the route between Fort Benton and Virginia City. It later became a trading center for nearby agricultural areas and the Elkhorn, Comet, and Baltimore mining districts. The Great Northern Railway branch line from Helena to Butte reached Boulder in 1888. State schools for the deaf, blind, and developmentally disabled were established in and adjacent to the city in 1892. In 1897, the town's name was shortened to Boulder. (Cheney, 1983)

Boulder was incorporated on May 1st, 1911 at the first official Town Council meeting, held at 8:00 P.M. in the Bank of Boulder Building on Main Street. The meeting was presided over by the newly elected Mayor L.Q. Skelton and the Town's first Aldermen: D.M. Halford and B.E. Barteau from the First Ward and Dr. A.L. Ward and Lees Taylor from the Second Ward.

The Town of Boulder was upgraded to a third-class city under §7-1-4111 Montana Codes Annotated (MCA), officially becoming the City of Boulder through a Resolution passed by the Council on October 22, 2001. Under this provision of state law, every city having a population of less than 5,000 and more than 1,000 is considered a "city of the third class." (City of Boulder Planning Board, 2006-2007)

Jefferson County was created in 1865, making it one of the original eight counties in the Territory of Montana. In the spring of 1883 an election was held, which moved the Jefferson County seat from Radersburg to Boulder, where the county government was housed in an existing building. A debate ensued on whether to fix up the older structure or build a new one. A new courthouse was approved and the plans and specifications for the new structure were prepared. Work began immediately and the building was completed in February of 1889. (National Register of Historic Places Registration Form - Jefferson County Courthouse, 1977)

1.2. Boulder in Transition

Boulder, Montana is at a crossroads. In 2015, the Montana State legislature passed Senate Bill 411, closing the Montana Developmental Center (MDC) and leaving Boulder's leaders and residents with the task of redefining the region's economic base as well as its identity. Senate Bill 411 included the creation of the Montana Developmental Center Transition Planning Advisory Council, which convened in June of 2015. Its charge is to make recommendations and help the department of public health and human services develop a transition plan for MDC residents and to identify potential options for repurposing of the MDC campus. The membership of the Council is specified in the legislation and includes a Jefferson County Commissioner, but does not specifically call for a representative from the local community.

Following the Legislature's decision, Boulder community leaders discussed options to address the effect that the closure of MDC would have on the community and to convey its concerns to the Council and the Legislature. The Montana State University Extension Office proposed the creation of a Boulder Transition Advisory Committee or BTAC, to include representatives from the Jefferson County Commission, the Boulder City Council, the Boulder Area Chamber of Commerce and other key leaders in the community.

In March and April of 2016, the people of the Boulder area engaged in a community-wide "study circle" process to talk about the region's future in the face of the closure of its largest employer. During the seven-week process, community members spent more than 384 collective hours envisioning the future of the region. The study circle participants identified four subcommittees, to be facilitated by BTAC, to further develop the ideas and initiatives generated through the process, including:

- Marketing Boulder
 - Attracting business
 - Trails and outdoor recreation
 - MDC repurposing
- (Boulder Study Circles, 2016)

Additional information about BTAC can be found at <http://www.bouldermitchamber.org/btac-2/>

This *Making Boulder's Future Bright Master Plan* builds on the vibrancy and community collaborations generated during this process. It includes a description of existing conditions, drawn from demographic and economic data, and from key person interviews; and identifies associated challenges and opportunities. Most importantly, it sets forth a series of "Pathways" – roadmaps to guide the Boulder community as it works to diversify its economic base and re-cast its identity.

In his 1911 inaugural address to the people of Boulder, Mayor Skelton set forth a mission for the newly incorporated Town. His words are as pertinent today as they were more than a century ago:

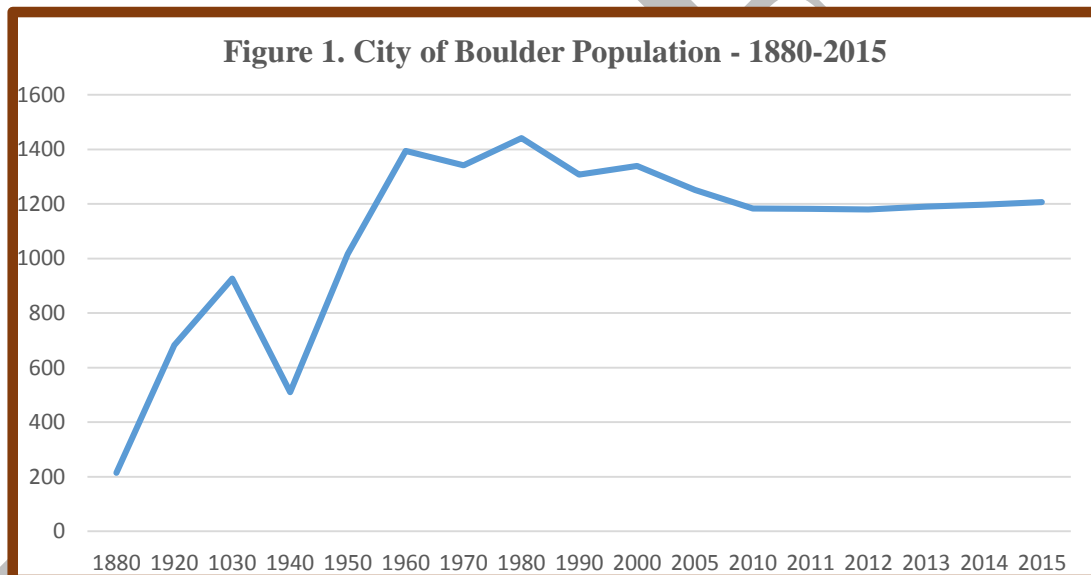
"We are now about to put into operation the municipal government of the Town of Boulder. We are all inexperienced so far as work of this kind is concerned, but some are ripe in the affairs of life. What others have successfully done, I have faith that we can do. If we address ourselves to the civic affairs with the same fidelity that we do to private affairs, there is but one outcome and that is a great good to the Town and the community...It is quite to be expected that plans will be undertaken that will take years to bring to completion. In all, however, your earnest thought and enthusiastic assistance is earnestly solicited...With this salutatory we introduce the new order of things with high hopes and absolutely no fears for the future."
(City of Boulder Planning Board, 2006-2007)

Chapter 2. Existing Conditions

2.1. Population Demographics

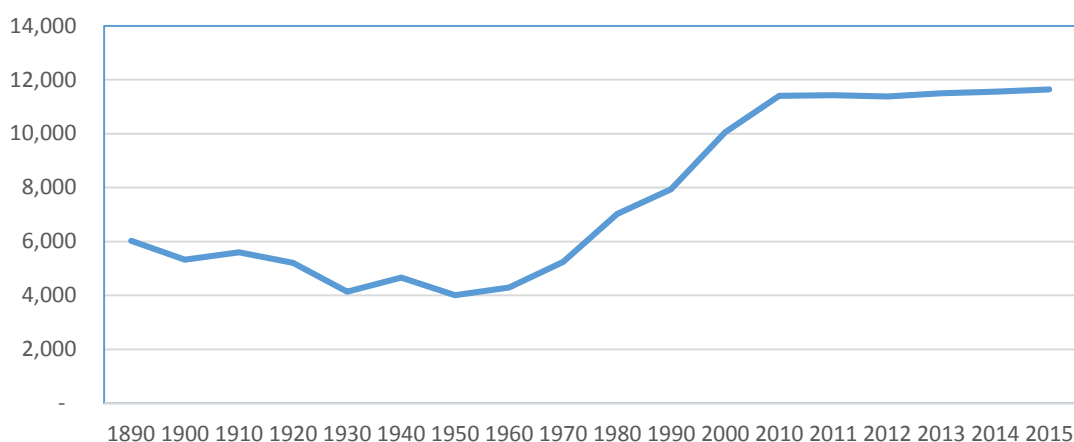
Overall Trends

The population within the incorporated limits of Boulder has remained fairly stable since 1950. The number of people living in the community was 1,017 in 1950 and an estimated 1,207 in 2015. The population peaked in 1960, when it reached 1,394. (United States Census Bureau, 2016) A review of election data provided by the Jefferson County Clerk and Recorder shows that the number of active registered voters in Precinct #4, which includes the Boulder Elementary School District, has ranged from 734 in 1992 to 668 in 2012. Jefferson County has experienced modest growth since 2000, from 10,049 to an estimated 11,645 in 2015, an increase of 15.9%. Boulder is part of the Helena Micropolitan Statistical Area, which, according to the 2010-2014 American Community Survey has a population of 76,237. Figures 1 and 2 show population figures for Boulder and Jefferson since 1880 and 1890 respectively.



(United States Census Bureau, 2016)

Figure 2. Jefferson County Population - 1890 to 2015



(United States Census Bureau, 2016)

Age Distribution

The populations of Boulder and of Jefferson County are somewhat older than in the state of Montana overall. According to the 2010-2014 American Community Survey, the estimated median age in Boulder is 45.1 years and the percentage of the population that is 65 and over is 17.5%. 18.6% of the population falls into the 45 to 54 age group. For all of Jefferson County, the median age is 47.6 and the percent of the population that is 65 and over is 16.6%. The 45 to 54 age group constitutes 16.8% of the population. The median age in Montana is 39.8 and 15.7% of the population is 65 and over. 13.9% of Montana residents fall into the 45 to 54 age group. Residents aged 34 and under make up 39.4% of the population of Boulder, 35.8% of Jefferson County's population and 44.6% of the State's. (United States Census Bureau, 2016).

Household Types

According to the 2010 Census, there are 514 households in Boulder. Of those, 298 or 58% are occupied by families and 80 are listed as "group quarters", in both institutional (25) and non-institutional settings (55). (United States Census Bureau, 2016)

Education Levels

More than half of Boulder's population (56.5%), 25 years of age and over, has completed at least some college and 14.7% are college graduates. 88.1% have graduated from high school. This figure is somewhat lower than Jefferson County, where 65% of the population has completed at least some college and 94.8% have graduated from high school. 62% of Montanans, 25 and older have completed at least some college and 92.4% are high school graduates. Figure 1, below, shows education attainment for the City of Boulder, based on the 2010-2014 American Community Survey. (United States Census Bureau, 2016)

Table 1. Educational Attainment in Boulder for People 25 Years of Age and Over

			Male		Female	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Less than 9th grade	3.30%	+/-2.2	5.10%	+/-3.7	1.00%	+/-1.4
9th to 12th grade, no diploma	8.60%	+/-5.2	7.20%	+/-5.9	10.40%	+/-7.5
High school graduate (includes equivalency)	31.50%	+/-8.7	34.80%	+/-12.5	27.40%	+/-10.8
Some college, no degree	37.00%	+/-10.2	36.40%	+/-15.1	37.80%	+/-13.2
Associate's degree	4.90%	+/-2.7	4.70%	+/-3.3	5.10%	+/-4.2
Bachelor's degree	9.70%	+/-4.4	8.80%	+/-5.7	10.70%	+/-5.7
Graduate or professional degree	5.00%	+/-3.1	2.90%	+/-2.3	7.60%	+/-5.7

Source: US Census

Income and Poverty

Median household income (MHI) within Boulder is significantly lower than in Jefferson County and the State of Montana and poverty rates are much higher. According to the 2010-2014 American Community Survey, Boulder's MHI is \$37,375, while Jefferson County has an MHI of \$61,460. The MHI for the state of Montana is \$46,766. Boulder's poverty rate is 23.8%, versus 9.0% for Jefferson County and 15.3% for the state.

Among those who have achieved less than a high school education, 58.8% are living in poverty. Persons with a bachelor's degree earn an annual median income \$4,000 to \$7,000 more than those with a graduate or professional degree.

Poverty – The U.S. Census Bureau determines poverty status by comparing pre-tax cash income against a threshold that is set at three times the cost of a minimum food diet in 1963, updated annually for inflation using the Consumer Price Index (The University of Wisconsin, 2014)

In Boulder, an estimated 14.9% of all families and 51.3% of households headed by females with no husband present have incomes below the poverty level. Households headed by females with no husband present constitute only 9.1% of all households, yet more than half are living in poverty. The percentage of households headed by females with no husband present, living below the poverty level is 25% for Jefferson County and 33.5% for the State of Montana. (United States Census Bureau, 2016)

2.2. Community Economic Information

Business and Employment

The largest employer in Boulder is the Montana Developmental Center (MDC), a state institution for people with intellectual disabilities, employing 180 persons. Other major employers in the region include Youth Dynamics, Inc. (about 35 employees), Jefferson County High School (32 employees), Boulder Elementary School (37 employees), Riverside Youth Correctional Facility (30 employees), Jefferson County, and Elkhorn Treatment Center. The Boulder Chamber of

Commerce has about 35 members, of which five are individuals and thirty are businesses and organizations.

Census data indicates that there are 612 people in the civilian workforce in Boulder, of which 538 are employed. The unemployment rate, according to the 2010-2014 American Community Survey is 6.9%. 214 Boulder residents, the largest segment of employed persons, work in the “Educational services, and health care and social assistance” industry. Table 2, below shows the occupations of and industries that employ the Boulder work force. Information is not available as to how many of these jobs are located within the town of Boulder. More than 50% of the employed workforce in Boulder have a commute time of less than 10 minutes. 35% of the employed workforce, work outside of Jefferson County. (United States Census Bureau, 2016)

Table 2. Occupations of and Industries Employing Boulder Residents				
BOULDER CITY	Estimate	Margin of Error	Percent	Percent Margin of Error
Civilian employed population 16 years and over	538	+/-132	538	(X)
OCCUPATION				
Management, business, science, and arts occupations	150	+/-52	27.90%	+/-7.5
Service occupations	168	+/-60	31.20%	+/-9.4
Sales and office occupations	80	+/-44	14.90%	+/-7.1
Natural resources, construction, and maintenance occupations	63	+/-33	11.70%	+/-6.1
INDUSTRY				
Agriculture, forestry, fishing and hunting, and mining	18	+/-20	3.30%	+/-3.9
Construction	37	+/-24	6.90%	+/-4.7
Manufacturing	6	+/-6	1.10%	+/-1.2
Wholesale trade	0	+/-10	0.00%	+/-4.1
Retail trade	7	+/-10	1.30%	+/-1.9
Transportation and warehousing, and utilities	33	+/-32	6.10%	+/-5.3
Information	7	+/-8	1.30%	+/-1.4
Finance and insurance, and real estate and rental and leasing	22	+/-20	4.10%	+/-3.6
Professional, scientific, and management, and administrative and waste management services	16	+/-17	3.00%	+/-2.9
Educational services, and health care and social assistance	214	+/-88	39.80%	+/-10.7
Arts, entertainment, and recreation, and accommodation and food services	87	+/-38	16.20%	+/-6.5
Other services, except public administration	9	+/-13	1.70%	+/-2.3
Public administration	82	+/-40	15.20%	+/-7.2

Source: US Census

Taxable Value

The taxable value of property within a jurisdictional limit (a city or a county) represents a percentage of the assessed valuation of land and improvements. The percentage varies depending on the type of improvements (residential, commercial, industrial, etc.). A local government uses

the taxable value to determine the number of mills to levy in order to provide necessary services to the residents of its jurisdictions. A mill is worth one/one thousandth of the total taxable value. Taxable value is an indicator of overall community economic health and well-being. A greater taxable value enables a local government to better serve its residents through investments in and maintenance of public infrastructure and in the support of community services. In 2015, the taxable value of the City of Boulder was \$867,898 and \$27,883,468 in Jefferson County. (Montana Department of Revenue, 2015) Between 1999 and 2014 total taxable values have remained fairly stable in both the City of Boulder and Jefferson County. Figures 3 and 4 show taxable values for this period. The values in Jefferson County have varied somewhat due to the volatility of natural resource industries.

Figure 3. City of Boulder Taxable Values

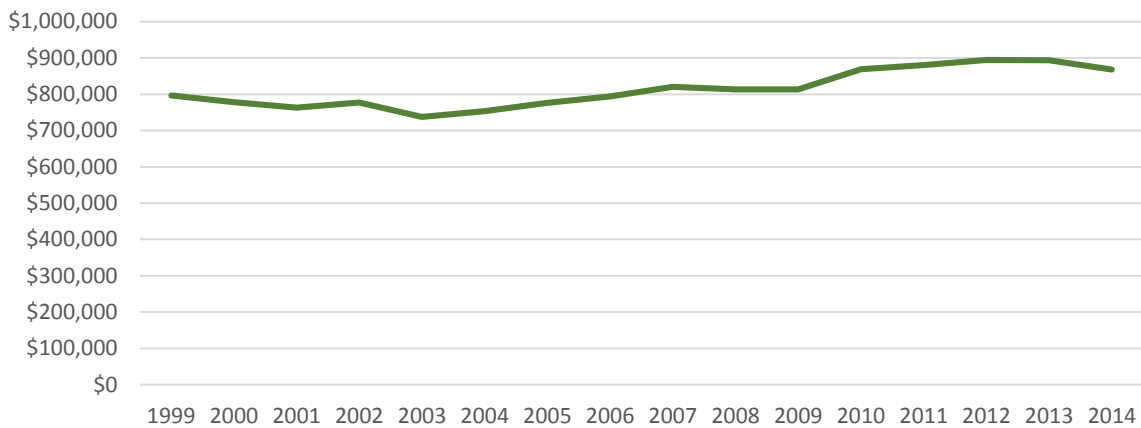
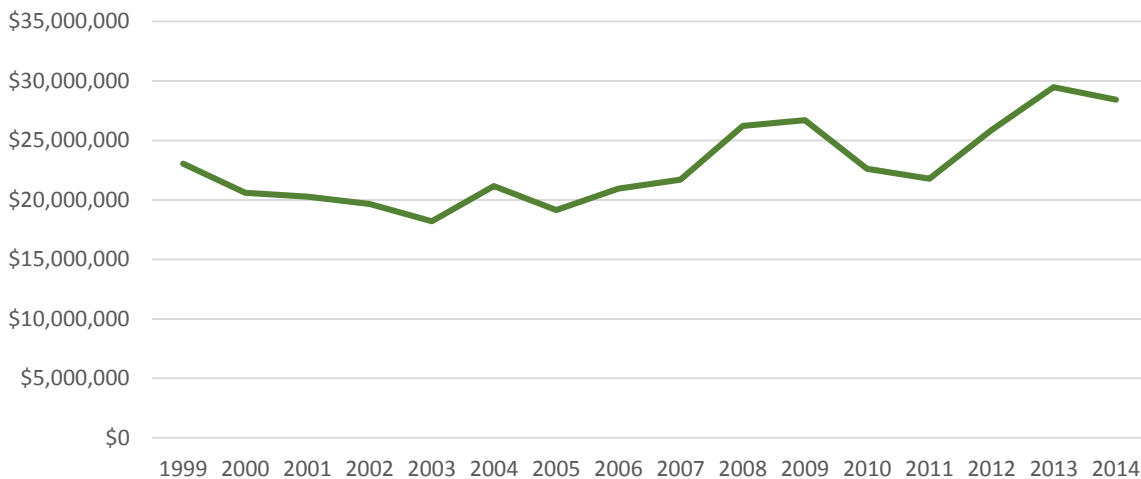


Figure 4. Jefferson County Taxable Values



2.3. Housing

Housing Characteristics

According to the 2010-2014 American Community Survey and the 2010 Census, there are 564 housing units in Boulder. Of those, 358 or 63.5% were constructed prior to 1980 and 15.7% were constructed prior to 1939. Just over 6% of the housing stock was constructed after 2000. Approximately 10.8% of Boulder's housing units are vacant as seen in the following table. (US Census, 2016)

Housing Units and Vacancy Rates				
Type of Housing	Total Number of Units	Total Number of Occupied Units	Vacant Units	Vacancy Rate
Total Housing Units	564	503	61	10.8%
Owner Occupied		408		4.7%
Renter Occupied		95		18.1%

Source: American Community Survey

The majority of dwelling units in Boulder are single family, detached homes. The following table shows the number of units per structure.

Housing Units Per Structure				
	Number	Margin of Error	Percentage	Margin of Error
Total housing units	564	+/-76	564	(X)
1-unit, detached	405	+/-74	71.8%	+/-8.4
1-unit, attached	0	+/-10	0.0%	+/-3.9
2 units	0	+/-10	0.0%	+/-3.9
3 or 4 units	0	+/-10	0.0%	+/-3.9
5 to 9 units	9	+/-14	1.6%	+/-2.4
10 to 19 units	0	+/-10	0.0%	+/-3.9
20 or more units	15	+/-19	2.7%	+/-3.3
Mobile home	135	+/-47	23.9%	+/-8.0
Boat, RV, van, etc.	0	+/-10	0.0%	+/-3.9

Source: American Community Survey

Occupancy

The 2010 Census provides additional information on the status of vacant properties. At that time the vacancy rate was 9%. While this information is somewhat dated, it does provide some insight regarding the characteristics of properties that are currently vacant. (US Census, 2016)

2010 Occupancy Status		
	Number	Percent
Total housing units	565	100.0
Occupied housing units	514	91.0
Vacant housing units	51	9.0
Vacancy Status		
Vacant housing units	51	100.0
For rent	21	41.2
Rented, not occupied	0	0.0
For sale only	7	13.7
Sold, not occupied	2	3.9
For seasonal, recreational, or occasional use	4	7.8
For migratory workers	0	0.0
Other vacant	17	33.3

Source: 2010 Census

Affordability

According to the U.S. Department of Housing and Urban Development, families who pay more than 30% of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care. In Boulder, more than 40% of rental units and more than 40% of owner-occupied units with mortgages constitute a cost burden for the families who live in them. The following table provides information on median monthly housing costs and affordability in Boulder. (US Census, 2016)

Housing Affordability – City of Boulder				
Type of Unit	Number of Units in Calculation	Median Monthly Owner/Renter Costs	Percentage of Units where owner costs are in excess of 30% of household income	Percentage of Units where rents are in excess of 30% of household income
Homes with a Mortgage	265	\$894.00	42%	
Homes without a Mortgage	143	\$329.00	3%	
Rentals	92	\$688.00		43%

Source: American Community Survey

While the median cost of housing in Boulder is somewhat lower than that of Jefferson County and of the State of Montana, the cost burden in Boulder is greater for those living in homes with a mortgage. The following two tables show housing affordability for Jefferson County and for Montana. (US Census, 2016)

Housing Affordability – Jefferson County				
Type of Unit	Number of Units in Calculation	Median Monthly Owner/Renter Costs	Percentage of Units where owner costs are in excess of 30% of household income	Percentage of Units where rents are in excess of 30% of household income
Homes with a Mortgage	2,246	\$1,447.00	30%	
Homes without a Mortgage	1,511	\$367.00	9.6%	
Rentals	544	\$694.00		42%

Housing Affordability – Montana				
Type of Unit	Number of Units in Calculation	Median Monthly Owner/Renter Costs	Percentage of Units where owner costs are in excess of 30% of household income	Percentage of Units where rents are in excess of 30% of household income
Homes with a Mortgage	158,470	\$1,290.00	32.7%	
Homes without a Mortgage	117,731	\$385.00	12.5%	
Rentals	119,552	\$696.00		46.7%

2.4. Municipal Infrastructure and Services

The City of Boulder is governed by a City Council that includes a mayor and four council members. For the year ending June 30th, 2016, the City of Boulder's budget was \$1,915,619. The City provides water and sewer services to its residents and maintains local parks and roads. In 2003, the Montana Department of Transportation (MDT) improved State Highway 69, which is the community's main thoroughfare, connecting it to Interstate 15, and to the southern reaches of Jefferson County, through the Boulder Valley. MDT improved storm drains as part of its Highway 69 reconstruction project. (Craft, 2016) (Van Haecke, 2016)



Boulder Town Hall, Cornish Photograph, July 21st, 2016

City facilities include City Hall, the Boulder Cemetery, and the Boulder Community Library. City personnel include public service officers, administrative staff and operations management.

The City manages four parks including:

- The Centennial Park and Gopher Stadium, featuring
 - A baseball field
 - Playground equipment
 - Public restrooms
- Eastside Park
- Skate Park – Skateboards only
- Veteran’s Memorial Park
 - Swimming pool
 - Picnic tables
 - RV Parking
 - Public restrooms (Boulder Area Chamber of Commerce, 2016)

Water Services

The City upgraded its water system in 2001, using the proceeds of State Revolving Loan Fund Bond, which will be retired in 2020. There is additional capacity in the water supply; however, any development proposal must include a feasibility study to document needs, and required improvements or expansion. Closure of MDC does not eliminate its connection(s) to the water system, and the state will have to continue to pay any minimum charges and user fees. The City’s water infrastructure extends south of the Boulder River providing water service to the South Campus. During the 2016 reconstruction of Highway 69, sleeves were placed under the road in anticipation of the expansion of municipal water service.

Wastewater Services

Boulder’s wastewater system was recently replaced with a mechanical wastewater treatment plant. Installation of water metering for all existing City residence and business locations was required. Funding was provided by the issuance of a 40-year bond through the Rural Development Loan Program of the USDA. The debt will be retired in 2056. The treatment plant was designed with unused capacity; nevertheless, any development proposal must include a feasibility study to document needs, and required improvements or expansion. Closure of MDC does not eliminate its connection(s) to the wastewater infrastructure; the property owner will have to continue to pay any minimum charges and user fees. The City’s wastewater system extends across the Boulder River providing sewer service to the South Campus. During the 2016 reconstruction of Highway 69, sleeves were placed under the road in anticipation of the expansion of municipal wastewater infrastructure.

2.5. County Infrastructure and Services

Jefferson County is governed by a three-member board of county commissioners. Each commissioner is elected to represent a separate geographic district. The Jefferson County Growth Policy adopted June 18, 2003, and amended November 3, 2009 describes the facilities and services provided by Jefferson County. (Jefferson County, 2016)



Jefferson County Courthouse, J. Cornish photograph, July 21st, 2016

Jefferson County facilities include the courthouse, clerk and recorder building, annex (with detention center) and the Recreation Park (fairgrounds).

Jefferson County public safety services include the sheriff's office, probation and parole, and search and rescue. Public works include county road, bridge, and noxious weed services. The County also provides public health services, including mental and environmental health programs.

Other services include Geographic Information Systems (GIS)/Addressing, Planning, Emergency Management, floodplain administration, and Extension.

The Boulder Community Library is part of the county library system serving about 10,000 people in Jefferson County. The building is owned and maintained by the City of Boulder, while the County funds the library staff.

2.6. Education

Boulder is home to Jefferson County High School, which serves 9th to 12th graders in northern Jefferson County, from the Boulder Valley to the Lewis and Clark County line. Enrollment has declined from a high of about 350 in the 1990s, but has remained fairly steady recently. Enrollment for the fall of 2016 is estimated to be between 215 and 225. An additional 260 students in the High School District attend school in Helena, because of its proximity to the communities in the northernmost areas of Jefferson County. The Boulder Elementary School District serves 175 kindergarten through 8th grade students. Rocky Mountain Development Council and Head Start provide a pre-kindergarten program. (Norbeck, 2016) (Pace, 2016)

2.7. Internet

Boulder is served by internet (DSL and satellite) communications. Within Boulder, Internet Provider types are DSL with 90% Coverage and Satellite with 99% Coverage. In zip code 59632 (the Boulder Valley including Boulder), Internet Provider types are DSL with 62% Coverage and Satellite with 99% Coverage. Internet download speeds for DSL are 10 Mbps and for Satellite are 15 Mbps.

Broadband internet, as defined by FCC to include download speeds faster than 25 Mbps, is available in some areas of Boulder or zip code 59632. Broadband connection speeds up to 100Mbps– with upload speeds up to 40 Mbps available in select areas of Boulder are provided by a Century Link fiber buried along Highway 69. Jefferson County High School has recently connected to this broadband infrastructure. (HSI, n.d.)

According to the Montana Broadband Project, to stream (watch) a movie on Netflix, 700 Kbps minimum is recommended, and at least 2.4 Mbps for DVD-quality video. For Skype® calls (video calls using a computer) the Skype minimum required speed is 1.2Mbps.
(State of Montana, n.d.)

2.8. Media

Two weekly newspapers, *The Boulder Monitor* and *The Jefferson County Courier* are published in Boulder. A low-power radio station, KEME, 106.3 FM, owned by Jefferson County Disaster and Emergency Services, broadcasts from Boulder. A licensed FM radio translator, K296AN, owned by the Boulder TV Association, also broadcasts from Boulder. (Wikipedia, 2016)

DRAFT

Chapter 3. Pathways to Making Boulder's Future Bright – An Overview



The goal of this Master Plan is to provide the people of Boulder and the surrounding region with a series of pathways and associated strategies that will guide the community to a bright future. The pathways are geographically based; that is, they set forth a framework for action within six geographic areas of the greater Boulder community. These areas were selected, based on community input that was obtained through the Study Circle process conducted in March and April of 2016, on interviews conducted as part of this planning effort, and the research of available information. The six geographic areas of focus are:

- Interstate-15 Boulder Interchange
- Downtown Boulder
- North (Montana Development Center) Campus
- Boulder South Campus
- Jefferson County Recreation Park (Fairgrounds)
- Regional Area



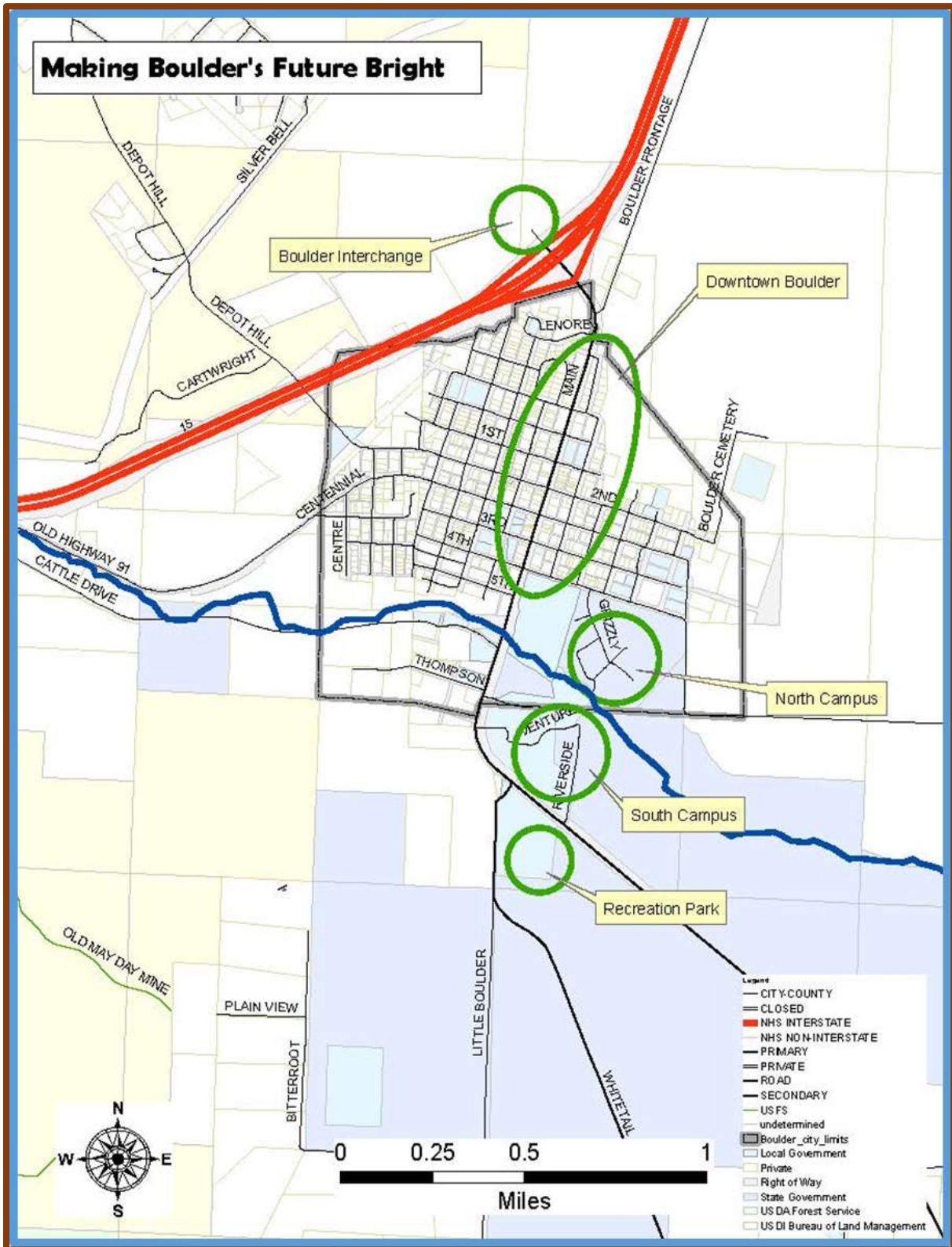
The map on the following page shows the location of each of the six areas.

3.1. Key Findings

Information gleaned from interviews and research resulted in a number of key findings. Key findings have been included, where appropriate, in each of the following chapters. However, there are several overall findings that are pertinent to several or all of the proposed pathways.

- While Jefferson County has one of the highest median household incomes (MHI) in the State of Montana at \$61,460, the City of Boulder has an MHI of only \$37,375, based on the 2010-2014 American Community Survey. The poverty rate for Boulder is 23.8%. This means that Boulder is well-positioned to receive state and federal funding that benefits low and moderate income residents. For example, the Federal Community Development Block Grant (CDBG), managed by the Montana Department of Commerce for communities of less than 50,000, provides matching funds to construct new or rehabilitate existing public infrastructure or community service facilities. Projects must principally benefit residents whose annual income is below 80% of the area median income as published by the US Department of Housing and Urban Development (HUD). Up to \$450,000 in CDBG funds may be awarded per project. (Montana Department of Commerce, 2016)
- Boulder has an educated and experienced workforce. Boulder residents between the ages of 45 to 54 represent the largest age group, or 18.6% of the population. About 88% of the population over the age of 25 has completed high school and 56.6% have had at least some college education.

- The populations of Boulder and Jefferson County have remained fairly constant, at about 1,200 and 11,500 respectively, for the past 5 years. Persons, 65 and older, make up 17.5% of the population.



3.2. The Six Geographic Areas

Following are general descriptions of each area, noting the chapter in which each is discussed more fully.

Interstate-15 Boulder Interchange (Chapter 4)

West of Interstate-15 at the Boulder Interchange are privately-owned land parcels, totaling several hundred acres. The parcels are visible from the Interstate and have access to the gravel extension of Highway 69 on the west side of the interchange. These dry rolling hills are currently used for livestock grazing and lack any infrastructure for future development.



Downtown Boulder, J. Cornish photograph, July 21st, 2016

Downtown Boulder (Chapter 5)

Boulder's downtown is located along Main Street, part of the State Highway 69 corridor that connects Boulder to Interstate 15 and the Boulder Valley. It is characterized by distinctive, two-story, brick commercial buildings, built in the early 20th century. The downtown includes the Boulder Library, Town Hall, the local historical society, and Elkhorn Mountain Health Services, as well as many local service and retail businesses. These businesses serve those living in the Boulder area as well as visitors and commuters traveling in the region.

A revitalized central business district will help Boulder to create a renewed sense of place that reflects its local history and its role as the seat of Jefferson County. In addition to the efforts of the Boulder Area Chamber of Commerce to coordinate activities in the business community, this plan suggests several public-private programs that could be tapped to help bring economic vitality to the city's central business district.

North (Montana Developmental Center) Campus (Chapter 6)

The North Campus of the Montana Developmental Center (MDC) is located on the south end of Boulder, on east side of Highway 69. It is located along Grizzly Drive, to the south of West 4th Avenue, and has a street address of 310 West 4th Avenue. The newer facilities on the North Campus was constructed in the late 1970s, when the "South Campus" on the south side of the adjacent Boulder River was vacated. The North Campus is virtually a small town with residences, offices, and public buildings. The public buildings include a recreation area, a secure unit, chapel, swimming pool, cafeteria and store. The office building(s) house the local administrative, professional and maintenance staff. The residences are group homes for the clients.



North Campus, J. Cornish photograph, July 21st, 2016

The secure unit consists of a fenced area with a building providing 12 beds for residents. Furthermore, located on the North Campus are other vacant, and currently unusable aging buildings. The North Campus has its own heating plant, and is served by the city of Boulder's municipal sewer and water systems.

Boulder South Campus (Chapter 7)



*Boulder South Campus, "Cottage #5", J. Cornish photograph,
July 21st, 2016*

This area, which is located outside of the Boulder city limits, was once the "South Campus" of the Montana Developmental Center (MDC), housing people with developmental disabilities for the state of Montana. MDC constructed new facilities north of the adjacent Boulder River and vacated this campus in the late 1970s. The South Campus is serviced by the City of Boulder's water and wastewater systems. Jefferson County took ownership of the buildings in 2000 when the state relinquished its interest. Jefferson Local Development Corporation (JLDC) has had a lease-option on the campus since

2001 and plans to redevelop these buildings for reuse over time.

In 2001, two of the buildings underwent a custom rehabilitation for an at-risk youth program. Those buildings are still in use today as at-risk group homes operated by Youth Dynamics Incorporated. YDI employs approximately 35 people in Boulder with a budget of \$2.0 million. The Riverside Youth Correctional Facility and the privately-operated Elkhorn Treatment Center are also located in this area.

The Jefferson County Recreation Park (Fairgrounds) (Chapter 8)

The Recreation Park is approximately 20 acres, located beyond the south municipal limits of Boulder, to the south of the intersection of North Whitetail Road (Highway 399) and Highway 69. The Recreation Park's access is off of North Whitetail Road (Highway 399). The intersection of Highway 399 with Highway 69 was improved in conjunction with the Highway 69 reconstruction in 2016.

The facilities at the Recreation Park include an arena, grandstand, carousel, three occupied buildings, a silo, and several other historic structures. The facility is served by a well and holding tank. The caretaker lives on-site.

The Jefferson County Recreation Park is home to the Jefferson County 'A Fair of the Heart' and the Jefferson County Rodeo. The Park is open to the public throughout the year and has picnic tables, swings, a volleyball net and a miniature golf course. There are trees and a gazebo to provide

some shade. Restrooms are open during the summer months. Three of the buildings on the park grounds, the Volunteer Hall, Loafing Barn and Square Dance Barn are available for rent through Jefferson County for special functions and events.

Regional Area (Chapter 9)

The regional economic area can be generally described as the north end of the Boulder Valley, including the town of Boulder. This area has regional importance due to its central location in the state, proximity to the intersection of Interstate 15 and Highway 69 - on a direct route linking Yellowstone National Park and Glacier National Park, and the natural scenic surroundings. It is centrally located, between three of the larger cities in Montana. It is approximately 30 miles southwest west of Helena, with a 2015 estimated population of 28,190; 40 miles northeast of Butte-Silver Bow, with a 2015 estimated population of 33,922; and 85 miles northwest of Bozeman, with a 2015 estimated population of 43,401. (US Census, 2016).



*Elkhorn State Park, located approx.
10 miles northeast of Boulder
(Montana Department of Fish, Wildlife and
Parks, n.d.)*

Boulder is part of the Helena, MT Micropolitan Statistical Area, which was estimated to have 74,801 in 2015. The Bozeman and Butte Micropolitan Statistical Areas were estimated to have had 89,513 and 34,200 respectively in 2015. (US Census, 2016)

Chapter 4. Interstate-15 Boulder Interchange Strategies

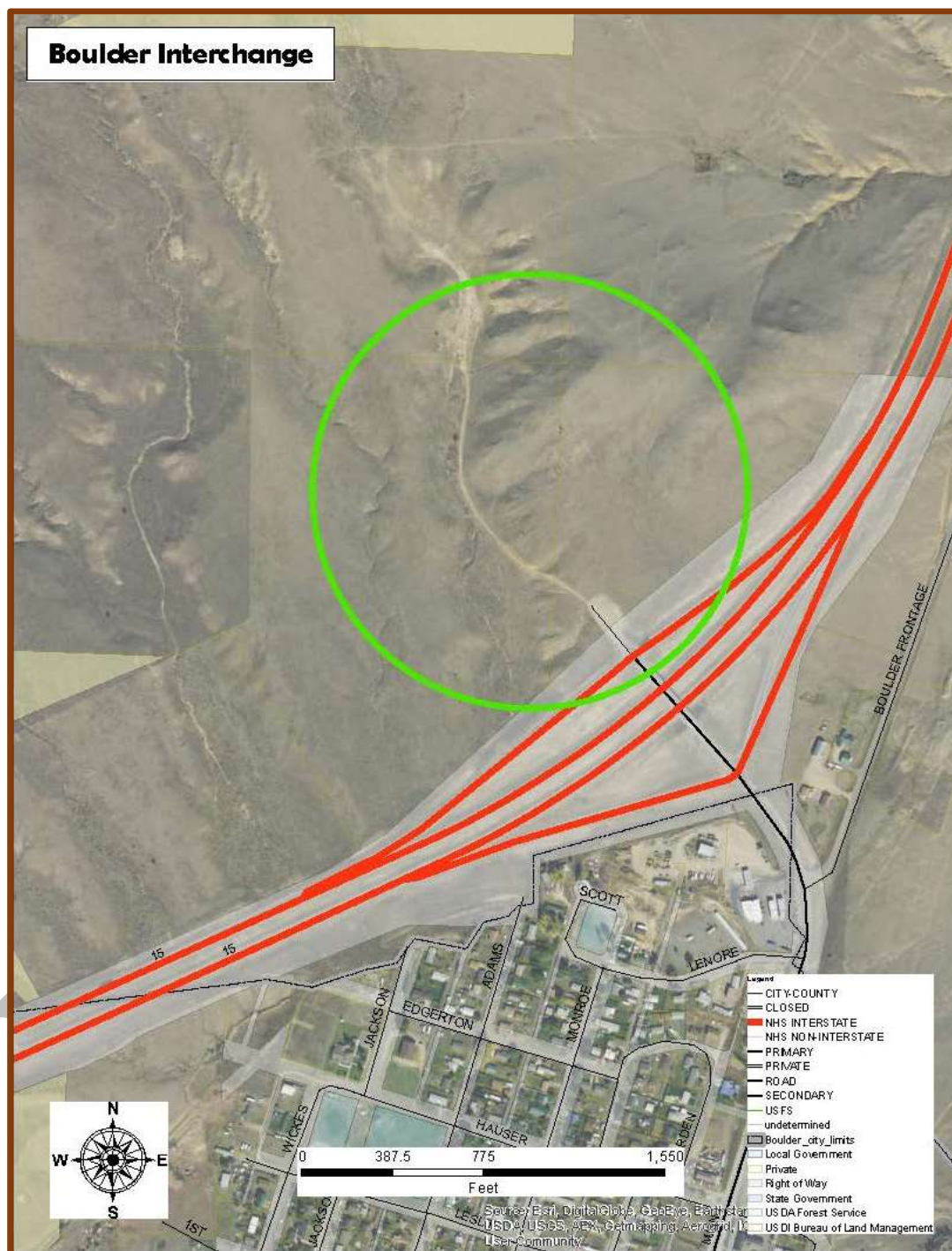
West of Interstate-15 at the Boulder Interchange are privately-owned parcels, totaling several hundred acres. The parcels are visible from the Interstate and have access to the gravel extension of Highway 69 on the west side of the interchange. These dry rolling hills are currently used for livestock grazing and lack any infrastructure for future development. The general map of this area is found on the following page.

Traffic Counts - At two short term traffic count sites on Interstate 15, one northeast and one southwest of the Boulder Interchange, the Montana Department of Transportation made the following Annual Average Daily Traffic (AADT) counts for 2011 through 2015, as seen in the first table below. In 2015, more than 19% were commercial trucks with counts of 809 / 591. As shown in the 2014 Traffic by Sections Report – Interstate 15 below, truck traffic count percentage of all vehicle counts increase heading south and passenger vehicles count increase heading north. Daily Vehicle Miles Traveled (DVMT) are highest at the Boulder Interchange compared to the six closest interchanges.

Year	Traffic Count Site 22-2-007	Traffic Count Site 22-2-006
AADT 2011	3950(A)	2820(A)
AADT 2012	4800(A)	3110(A)
AADT 2013	4520(A)	3000(A)
AADT 2014	4200(A)	2910(A)
AADT 2015	3310(A)	2980(A)

2014 Traffic by Sections Report – Interstate 15 (Montana Department of Transportation)

2014					Truck Percentages			Traffic Type	Weighted AADT			DVMT
Dept Route	Reference Point		Sctn Lngth	Section Description	Small (5 7)	Large (8 13)	Comm (5 13)		2012	2013	2014	
I-15	151+0.730	156+0.909	5.165	BERNICE INT JCT X-22010	4	17	21	All Vehicles Commercial	2,850 622	3,030 532	2,810 591	14,514 3,053
I-15	156+0.909	160+0.343	3.44	BASIN INT JCT X-22076	3.9	16.4	20.3	All Vehicles Commercial	3,110 622	3,000 532	2,910 591	10,010 2,033
I-15	160+0.343	164+0.926	4.575	HIGH ORE INT JCT X-22930	3.9	16.4	20.3	All Vehicles Commercial	3,110 622	3,000 532	2,910 591	13,313 2,704
I-15	164+0.926	176+0.016	11.17	BOULDER INT JCT P-69 L-22-1503	4.1	15.1	19.3	All Vehicles Commercial	4,800 745	4,520 808	4,200 809	46,914 9,037
I-15	176+0.016	182+0.116	5.999	JEFFERSON CITY INT JCT X-22925	4.1	14.8	18.9	All Vehicles Commercial	5,040 745	5,180 808	4,290 809	25,736 4,853
I-15	182+0.116	187+0.664	5.586	CLANCY INT JCT X-22195	3.2	11.6	14.8	All Vehicles Commercial	6,340 745	6,230 808	5,480 809	30,611 4,519
I-15	187+0.664	189+0.901	2.267	MONTANA CITY INT JCT S-282/S-518	1.2	6.2	7.4	All Vehicles Commercial	9,600 679	9,760 679	9,210 679	20,879 1,539



4.1. An Interstate-15 Rest Area at the Boulder Interchange

The Montana Department of Transportation (MDT) has proposed that a new rest area be constructed on the west side of Interstate-15 at the Boulder interchange. The Department has contracted for a feasibility study to be completed on the project. If the Boulder Rest Area comes

to fruition, the existing Jefferson City Rest Area, located approximately 14 miles to the north and east of Boulder, will be converted to a truck parking facility (with vaulted toilets). The Transportation Commission has the authority to select and prioritize MDT's projects. MDT has funding available for the construction of the facility (via the Butte District and the Rest Area funding reserve).

The intent is that the Town of Boulder would provide water and sewer services to the rest area facility through the extension of water delivery and the wastewater transmission lines across to the west side of the Interstate, with funding for the infrastructure to be paid **jointly by Jefferson County, the Town of Boulder and MDT.** (*ask Mayor or Commission about this*) Jefferson County has committed to land acquisition for the rest area and the provision of infrastructure to the site.

To envision a bright future, the Boulder community can assist the State of Montana in providing a convenient, accessible, safe area for resting adjacent to I-15 at the Boulder interchange while promoting regional economic vitality and leveraging the availability of municipal infrastructure.

As a MDT project, the pathway to achievement of a Boulder Rest Area is the responsibility of the state. Steps that MDT must take include such things as:

- establishing public/private partnerships,
- gaining property owner concurrence,
- conducting a feasibility study,
- completing due diligence and subdivision,
- installing infrastructure, and
- constructing the rest area.

In partnership with MDT, the local government(s) have agreed to pay **for extension of infrastructure to the rest area location.** (*ask Mayor or Commission about this*) Therefore, the local government(s) have the challenge and need to obtain and provide their share of the required funding at the least cost to taxpayers. At the same time, the local government(s) can take advantage of this opportunity to plan for the future and ensure that the water and wastewater infrastructure is designed and built to accommodate future economic development on the west side of the Interstate. In addition, there have been discussions about providing visitor services in proximity to the rest stop.

Following is a description of several grant and loan programs that may be utilized in funding infrastructure. A compilation of these programs and others is shown on the Water, Wastewater and Solid Waste Action Coordinating Team (WWASACT) Master Funding Table – January, 2016 which can be found under “Financial Assistance - Project Funding Options” on the Montana Department of Natural Resources web site (Montana Department of Natural Resources and Conservation, n.d.) . In order to qualify for many grant or loan programs, it is important for local government(s) to build a strong foundation with respect to its policies related to land use and its vision for the future. Montana statutes, administrative rules, and/or programmatic requirements necessitate the preparation of an updated Growth Policy in accordance with §76-1-601 MCA to take advantage of a variety of programs.

Montana Department of Commerce (DOC); Treasure State Endowment Program (TSEP)
<http://comdev.mt.gov/Programs/TSEP>

The Treasure State Endowment program provides funding assistance for drinking water, wastewater, storm sewer or storm drain, solid waste, and bridge projects. It is designed to assist local governments in financing capital improvements to sewer and water facilities. Applicants must provide matching funds of at least dollar for dollar of the amount requested from the program. The maximum grant amount available is \$750,000, \$625,000 or \$500,000 dependent on user rates being charged in the project area.

Montana Department of Commerce (DOC); Community Development Block Grant (CDBG)
<http://comdev.mt.gov/Programs/CDBG>

The Community Development Block Grant (CDBG) Program is a federally funded grant program that provides assistance to communities with community development needs such as housing, public facilities, economic development and planning grants. All projects must be designed to principally benefit low and moderate-income families. The program was established by the Federal Housing and Community Development Act of 1974 (42 USC 5301) and is administered nationally by the U.S. Department of Housing and Urban Development (HUD).

Montana Department of Commerce (DOC); Montana Board of Investments INTERCAP Loan Program
<http://investmentmt.com/INTERCAP>

The Montana INTERCAP Program (Montana Board of Investments) is a low cost, variable-rate program that lends money to Montana local governments, state agencies and the university system for the purpose of financing or refinancing the acquisition and installation of equipment or personal and real property and infrastructure improvements. The Board of Investments issues tax-exempt bonds and loans the proceeds to eligible borrowers. In addition to long-term financing, INTERCAP is an excellent source for interim financing. Funding is always available with no specific cycle.

U.S. Economic Development Administration (EDA); Public Works Grants (Federal)
<https://www.eda.gov/programs/eda-programs/>

The Economic Development Administration (EDA) is an agency within the U.S. Department of Commerce. This program empowers distressed communities to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

U.S. Department of Agriculture (USDA) Water and Waste Disposal Systems for Rural Communities; Number: 10.760; Office: Rural Utilities Service
<http://www.rd.usda.gov/programs-services/all-programs/water-environmental-programs>

To provide basic human amenities, alleviate health hazards and promote the orderly growth of the rural areas of the nation by meeting the need for new and improved rural water and waste disposal facilities, through direct loans; guaranteed/insured loans; and project grants. Funds may be used for the installation, repair, improvement, or expansion of a rural water facility including distribution lines, well pumping facilities and costs related thereto, and the installation, repair, improvement, or expansion of a rural waste disposal facility including the collection, and treatment of sanitary, storm, and solid wastes.

Montana Department of Environmental Quality (DEQ); Drinking Water State Revolving Fund Loan Program (DWSRF) <http://deq.mt.gov/Water/TFA/srf/dwsrf>

The DWSRF program provides at or below market interest rate loans to eligible Montana entities.

Commercial Lending Institutions; Conventional Financing

The local government may borrow funds from commercial lending institutions in order to finance public infrastructure improvements. A revenue stream must be identified to service the debt. Service fees, special assessments and tax increment revenues (described below) may be used to make principle and interest payments.

4.2. An Industrial Business Park West of Interstate-15 at the Boulder Interchange

The MDT plan to construct the Boulder Rest Area in this location could serve as an impetus to the development of an industrial business park. Much of the Town of Boulder is landlocked by state owned properties, while this area, on the edge of the municipal limits is in private ownership. This privately-owned land around the proposed Boulder Rest Area is visible from I-15 and has access via the gravel extension of Highway 69 to the Boulder interchange. In the future, with completion of the Boulder Rest Area, connecting to municipal infrastructure will be more feasible. Currently, Boulder has unused capacity in its municipal water and sewer systems, but a feasibility study would be required to determine adequacy. This area could achieve vehicular and emergency access from other roads as well.

While land development and infrastructure installation requires significant funding, there is no assurance that development of an industrial business park will fully realize its economic potential. However, the opportunity to attract industrial business park companies, which tend to pay higher wages and provide benefits, and to expand an underrepresented sector in the Boulder area could have long-term economic advantages.

In envisioning the future of the Boulder area, community members have recognized that a prospect ready industrial business park area to expand economic opportunities and grow the taxable value could be a key component in assuring the economic well-being of the region. An industrial business park area would be intended to complement, rather than compete with the commercial core of downtown Boulder or the client service industries of the North MDC and Boulder South campuses. The business park would target secondary value-adding businesses (such as technology and secondary, value-adding agricultural and manufacturing enterprises) interested in a stable community with a small-town sense of place surrounded by scenic beauty and outdoor recreational opportunities.

The path to “prospect ready” means that a business owner can purchase a lot, construct a building and begin operations. To achieve prospect ready, the following types of steps would have to be completed:

- Growth policy planning and zoning put into place to support the industrial business park.
- Due diligence completed; with property issues cleared, and land ownership (deed, lease, rent) determined.
- Subdivision of the land completed and infrastructure installed.

- Information made available to market the property that explains permitting needs, site plan and construction approval process, and timeline.

Due diligence means the mitigation of risks; for example the following types of items have to be researched, assessed, addressed and/or mitigated: agriculture, agricultural water user facilities, local services (including education and busing; roads and maintenance; water, sewage, and solid waste facilities; and fire and police protection), the natural environment, wildlife, wildlife habitat, public health and safety, cultural resources, wetlands, floodplains, utilities/service providers, geotechnical/subsurface investigation, planning, zoning, ownership/property control, easements, deed restrictions and encumbrances.

Unless a willing developer is found to execute an industrial business park, the local government(s) would have the even greater challenge of obtaining the required funding at the least cost to taxpayers. In addition to the grant and loan programs described previously, the following sections provide information regarding specific programs and activities that local government(s) can undertake to fund an industrial business park.

In order to qualify for many grant or loan programs, it is important for local government(s) to build a strong foundation with respect to its policies related to land use and its vision for the future. Montana statutes, administrative rules, and/or programmatic requirements necessitate the preparation of statutorily required Growth Policy in accordance with §76-1-601 MCA to take advantage of a variety of programs.

U.S. Department of Agriculture (USDA) Community Facilities Loans and Grants

Number: 10.766; Office: Rural Housing Service <http://www.rd.usda.gov>

To construct, enlarge, extend, or otherwise improve community facilities providing essential services to rural residents through direct loans; guaranteed/insured loans; project grants. Community facilities include, but are not limited to, those providing or supporting overall community development such as hospitals, fire stations, child care facilities, food recovery and distribution centers; assisted-living facilities; group homes, mental health clinics, and shelters; and education facilities. Projects comprise community, social, health care, education, cultural, transportation, ***industrial park sites, fire and rescue services*** [possibly ambulance service *[emphasis added]*], access ways, and utility extensions. All facilities financed in whole or in part with RHS funds shall be for public use.

Targeted Economic Development District (TEDD) with a Tax Increment Financing Program

Infrastructure-deficient areas exist and constitute a serious impediment to the development of infrastructure-intensive, value-adding economic development in the area of Boulder. The challenge is that Jefferson County and/or Boulder lack sufficient capital to rectify the infrastructure shortage in infrastructure-deficient areas, thus impeding its ability to achieve economic growth through the development of value-adding industries. There is an opportunity to foster the development, growth and retention of secondary, value-adding industries to promote, stimulate, develop and advance the general welfare, commerce, economic development and prosperity of the citizens of the Boulder region, Jefferson County, and the State of Montana, using tax increment financing (TIF). TIF is a tool to foster economic development and fund public infrastructure, and as revenues permit, leverage grants and loans, and support the issuance of tax increment financing bonds.

TIF is a state authorized, locally driven funding mechanism that allows cities and towns to direct property tax dollars that accrue from new development, within a specifically designated district, to foster the development, growth and retention of secondary, value-adding industries. Tax payers located within a targeted economic development district pay the same amount as they would if the property were located outside the district. TIF only affects the way that taxes, once collected, are distributed. See the information provided in Chapter 5 for a further description of tax increment financing.

The enabling Legislation is Title 7, Chapter 15, Part 42 and 43 of the Montana Code Annotated. An adopted and supportive growth policy as defined in §76-1-103, MCA is a statutory requirement. There must be zoning, in accordance with the growth policy, which implements the purpose and intent of the enabling legislation adopted pursuant to §76-2-201 et seq., MCA (or if annexed into the municipal limits of Boulder pursuant to §76-2-301 et seq., MCA). Zoning of an industrial area for secondary, value adding businesses which manufacture, process, produce or create products by changing the form of raw materials or intermediate products into more valuable products or commodities that are capable of being sold or traded in interstate commerce; and technology-based businesses that, through the employment of knowledge or labor, add value to a product, process, or export service resulting in the creation of new wealth does not exist in this area. The process for adoption of a TEDD is defined by the enabling legislation.

Steps in Creating a Targeted Economic Development District with a Tax Increment Financing Provision				
Action	Responsible Parties	Time Frame	Approximate 2016 Cost	Potential Funding Sources (require local match)
Update Growth Policy	Local governing body and planning office, and planning consultant	Less than one year	\$55,000	Montana Department of Commerce Community Development Block Grant Planning Grant
Update Zoning Ordinance / Regulation	Local governing body and planning office, and planning consultant	Less than six months (can be done concurrently with the creation of a TEDD)	\$25,000	Montana Department of Commerce Community Development Block Grant Planning Grant
Create a Targeted Economic Development District with a TIF Provision <ul style="list-style-type: none"> Adopt a resolution of infrastructure deficiency 	Local governing body and planning office, and planning consultant	Less than one year	\$35,000	Montana Department of Commerce Big Sky Economic Development Trust Fund

<ul style="list-style-type: none"> • Prepare a comprehensive development plan • Facilitate planning board review • Hold a public hearing • Adopt an ordinance creating the district • File certification documents with the Montana Department of Revenue 				
--	--	--	--	--

4.3. Recommendations

1. Identify funding sources to assist local government in meeting their obligation to share in the cost of the rest area infrastructure.
2. Identify sources of local match for grant funding – Accessing grant dollars to update the growth policy and zoning ordinance/regulation and create a Targeted Economic Development District with a TIF provision for Boulder or Jefferson County will require a local cash match.
3. Work with local legislators to assure that TIF remains a viable tool to foster the development, growth and retention of secondary, value-adding industries to promote, stimulate, develop and advance the general welfare, commerce, economic development and prosperity of the citizens of the State of Montana, specifically asking them to support the present statutory language in the 2017 Legislature and beyond.
4. Update the Growth Policy (s) and zoning ordinance/regulation. Not only will this help in the creation of a Targeted Economic Development District, but will better position the City of Boulder and/or Jefferson County to avail itself of a variety of programs to meet its community goals.
5. Identify sources of local match for grant funding for capital improvements planning to better position the local governments in obtaining grant and loan funding for infrastructure.
6. Identify sources of local match for grant and loan funding – Accessing grant and loan dollars to plan and execute an industrial business park will require a local cash match.
7. Identify a mechanism by which needed administrative support can be obtained to implement these strategies.

Chapter 5. Downtown Boulder Strategies



*Main Street, Boulder Downtown, J. Cornish
Photograph, July 21st, 2016*

Downtown Boulder occupies approximately five blocks along either side of Main Street, which constitutes a portion of the Highway 69 corridor. It features one and two story commercial, professional and residential buildings as well as community open space in association with the Town Hall. A general map of the downtown area may found on the following page.

Like many Montana central business districts (CBDs), downtown Boulder suffers from high vacancy rates and inadequate resources to address the maintenance and upkeep of public improvements. Individual buildings show signs of deterioration and many of the open spaces have

been neglected. Local businesses have experienced a decrease in the number of patrons and many have reduced their hours of operation.

In envisioning the Boulder's future, community members have recognized that addressing these challenges through revitalization will be a key component in assuring the economic well-being of the region, serving as a catalyst for new investment. As noted earlier in this document, redeveloping the CBD can help a community enhance its sense of place and improve the quality of life for its residents and visitors alike.

This chapter offers a series of strategies to begin to address these challenges. The potential success of these approaches is enhanced by a series of factors including:

- Boulder's proximity to Butte, Helena and Bozeman
- The historic character of its downtown buildings
- Boulder's role as the Jefferson County seat
- A stable population

The following sections provide information regarding specific programs and activities that Boulder can undertake in its efforts to revitalize downtown. It will be important for the City to first build a strong foundation with respect to its policies related

Traffic Counts - At short term traffic count sites in downtown Boulder along Main Street (Highway 69) the Montana Department of Transportation made the following Annual Average Daily Traffic (AADT) counts for 2015.

- Between Boulder Frontage Road and Hauser Street, it was 3,160
- Between 1st and 2nd Avenues, it was 3,290
- Between 3rd and 4th Avenues, it was 2,610

Highway 69 leaving Boulder to the southeast, to the south of Cattle Drive, the AADT for 2015 was 1,950. The AADT continues to decrease to the south through the Boulder Valley.

For additional traffic counts see Chapters 4 and 9.

to land use and its vision for the future. Montana statutes require the preparation of an updated Growth Policy, per §76-1-601 MCA as an enabling step to take advantage of a variety of programs.



5.1. Urban Renewal and Tax Increment Financing

The state of Montana provides for the redevelopment of CBDs under its urban renewal statutes in §7-15-4201 and 4301 et Seq., MCA. The law provides for municipal governments to undertake redevelopment activities in blighted areas, which are defined as areas “that substantially impair or arrest the sound growth of the city or its environs... by reason of: the substantial physical dilapidation, deterioration, age obsolescence, or defective construction, material, and arrangement of buildings or improvements, whether residential or nonresidential...” Cities and towns, after establishing the existence of blight, may then proceed with development and implementation of a “workable urban renewal program”, utilizing both public and private resources.

Communities across the state of Montana have utilized the urban renewal statutes to revitalize their CBDs. Activities have included:

- Improvements to public infrastructure including
- Street and road improvement
- Water and sewer upgrades and replacement
- Sidewalk, curb and storm water upgrades and replacement
- Streetscape design
- Utility upgrades, including communication infrastructure such as broadband
- Parking facility development
- Park, landscaping and open space development and maintenance
- Revolving loan programs in support of privately held infrastructure
- Historic building façade and signage improvement programs
- Life safety and accessibility improvements
- Remediation of brownfields
- Downtown marketing and recruitment
- Economic analyses
- Event sponsorship

Tax Increment Financing

Funding for urban renewal programs can come from a variety of sources including state, federal and private grants, as well as through direct appropriations from local governments. In addition, the Montana Urban Renewal Law authorizes the use of tax increment financing or TIF in support of urban renewal programs.

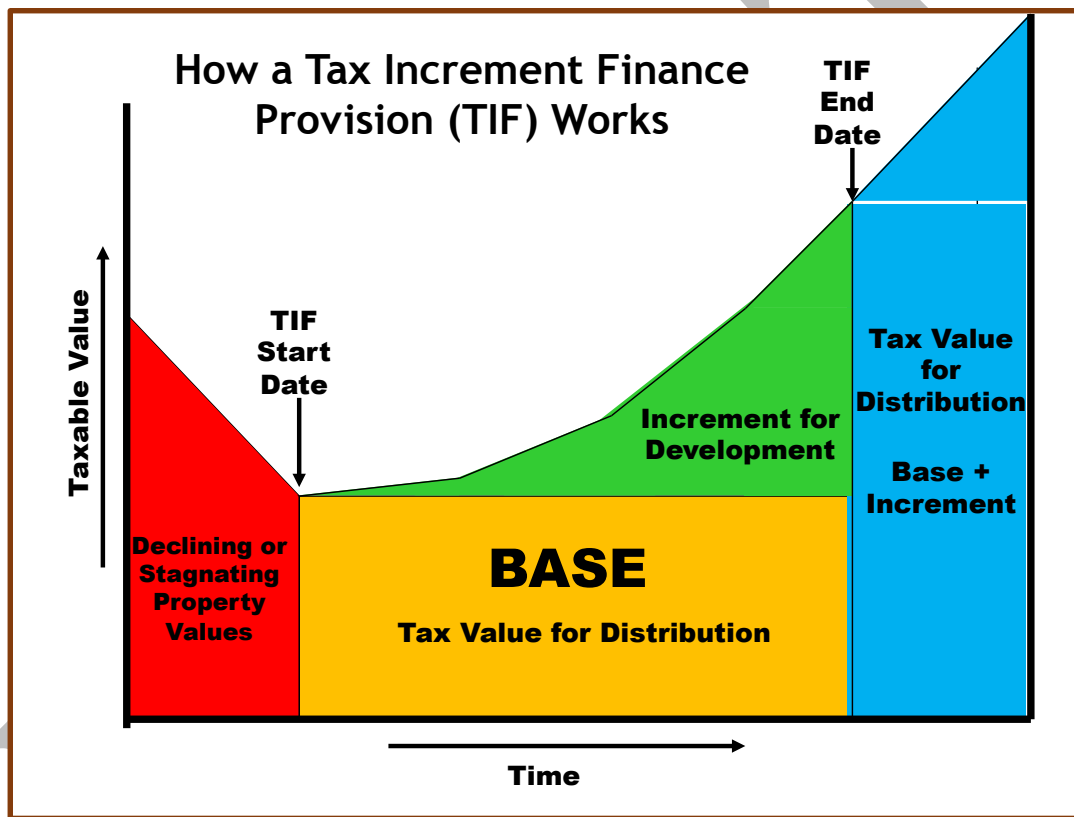
TIF is a state authorized, locally driven funding mechanism that allows cities and towns to direct property tax dollars that accrue from new development, within a specifically designated district, for urban renewal activities. As noted above, proposed urban renewal districts are characterized by blighted conditions that have limited or prohibited new investment. A base year is established from which "incremental" increases in property values are measured. Virtually all of the resulting new property tax dollars (with the exception of the six mill state-wide university levy) can be directed to redevelopment and economic revitalization activities within the area in which they are generated.

Tax payers located within an urban renewal district pay the same amount as they would if the property were located outside the district. TIF only affects the way that taxes, once collected, are distributed. Taxes that are derived from base year taxable values continue to be distributed to the

various taxing jurisdictions – local and state government entities and school districts. Taxes derived from the incremental increase in taxable value are placed in a special fund for purposes set forth in establishing the urban renewal program.

Districts are authorized for a period of 15 years but may potentially be extended for up to an additional 25 years if all or part of TIF dollars have been pledged to the repayment of a bond. TIF dollars, however, can only accrue if property values increase substantially. For example, in Montana, a property with an assessed market value of \$1 million only generates about \$11,280 in property taxes annually, in a jurisdiction that levies a total of 564 mills (the state average).

While TIF does direct revenue derived from new property taxes to a specific area for a period of time, ultimately the entire community benefits as the following figure shows.



The establishment and maintenance of a TIF program is authorized by Montana statute and is monitored by the Department of Revenue. The decision to create a TIF district is made at the local level, but its formation must follow a careful process that reflects thoughtful community planning and sound public policy. Community and economic development programs that can benefit from the use of TIF should be identified in comprehensive planning documents that provide an overall vision for the community. In particular, the use of TIF must be identified as an implementation strategy in the Growth Policy for the jurisdiction. (Cornish, 2014)

Steps in Creating an Urban Renewal – TIF Program

Prior to creating an urban renewal district with a tax increment financing provision, the City of Boulder must adopt an updated its growth policy and zoning ordinance. The following table summarizes the steps to establish an urban renewal program.

Steps in Creating an Urban Renewal District with a Tax Increment Financing Provision				
Action	Responsible Parties	Time Frame	Approximate 2016 Cost	Funding Sources (require local match)
Update Growth Policy	City Council, City Planning and Planning Consultant	Less than one year	\$45,000	Montana Department of Commerce Community Development Block Grant Planning Grant
Update Zoning Ordinance	City Council, City Planning and Planning Consultant	Three to six months (can be done concurrently with the creation of an urban renewal district)	\$20,000	Montana Department of Commerce Community Development Block Grant Planning Grant
Create an Urban Renewal District with a TIF Provision <ul style="list-style-type: none">• Adopt a resolution of necessity• Prepare an urban renewal plan• Facilitate planning board review• Hold a public hearing• Adopt an ordinance creating the district• File certification documents with the Montana Department of Revenue	City Council, City Planning and Planning Consultant	Less than one year	\$40,000	Montana Department of Commerce Big Sky Economic Development Trust Fund

5.2. Business Improvement Districts

A business improvement district (BID) is a defined area within which property owners have petitioned to pay an additional tax (or levy) in order to fund activities and projects within the district's boundaries. The BID is funded primarily through the levy but can also draw on other public and private funding streams. Business Improvement Districts were authorized in Montana

in 1985, under §7-12-1101 et. Seq., MCA, to enable property owners within a specific area or district within a city or county to assess themselves to:

- “(1) promote the health, safety, prosperity, security, and general welfare of the inhabitants of the district and of the people of this state;
- (2) be of special benefit to the property within the boundaries of any district created pursuant to the provisions of this part; or
- (4) aid in tourism, promotion, and marketing within the district.” *(This last provision enables the creation of Tourism Business Improvement Districts or “TBIDs”).*

Montana statutes set forth the process that must be taken in order to establish or expand a district in §7-12-1111 MCA, which states, “Upon receipt of a petition signed by the owners of more than 60% of the area of the property proposed in the petition to be included in a district or in the expansion of a district, a governing body shall establish a district or expand a district as provided in this part.” The boundaries of a district must comply with applicable zoning ordinance and the district may not include areas that are zoned primarily as residential areas.

A TBID may be composed of noncontiguous areas if the properties in a district have a common purpose of providing overnight stays at lodging facilities. The boundaries of a district with noncontiguous areas must encompass all properties in the district with the same identified purpose. In other words, once a TBID is established, all of the lodging facilities within the general boundary would contribute to the district.

The governing body must adopt a resolution of intention to create or expand a BID and allow for a 15-day protest period. A protest of least 50% of the property owners in the district, or property owners representing 50% the taxable value of the district, or property owners representing 50% of the assessed valuation of the district halts the process for a period of not less than one year. If there is insufficient protest, the governing body may adopt a resolution creating the district.

A BID is administered by a Board of Trustees consisting of five to seven BID property owners, appointed by the local governing body. Members of the Board may not be compensated for their service. Under §7-12-1131, MCA the Board is granted powers necessary to carry out the functions of the district contained in the ordinance creating it, including the power to:

- (1) sue and be sued, enter into contracts, and hire and terminate personnel needed for its purposes;
- (2) provide special police, maintenance, or cleaning personnel for the protection and enjoyment of the general public using the business district;
- (3) landscape and beautify public areas and to maintain those areas;
- (4) contract with the governing body to maintain, operate, or repair public parking facilities;
- (5) contract with the governing body to maintain streets, alleys, malls, bridges, ramps, tunnels, landscaping, and other public facilities as mutually agreed upon;
- (6) promote private investment and business expansion in the district;
- (7) provide for the management and administration of the affairs of the district;

- (8) promote business activity by advertising, decorating, marketing, and promoting and managing events and other actions designed for the general promotion of business activities in the district; and
- (9) perform such other functions as are necessary to carry out the purposes of this part and to further the objectives of the district.

The Board of Trustees administering a Tourism BID must consult with any local non-profit convention and tourism bureau that may be operating in the community.

The Board is responsible for submitting an annual work plan and budget to the local governing body for approval. The local governing body, by resolution, levies an assessment on each property in the district. The assessment can be based on a formula, using a variety of factors, set forth in §7-12-1133 MCA; or it has the option of assessing an equal amount on each property if it can be demonstrated that the benefit derived by each property is substantially equivalent. Property owners can choose to pass the cost of the assessment on to the businesses that lease space in their buildings. The following table summarizes the steps to create a BID.

Steps in Creating a Business Improvement District			
Action	Responsible Parties	Time Frame	Funding Sources
Form a committee of downtown property owners and businesses to identify a potential BID area, an approximate annual operating budget, and an assessment method.	Boulder Area Chamber of Commerce, JLDC with professional consultant guidance	Three to six months	JLDC, Chamber of Commerce, Local Businesses
Survey the proposed BID area to determine the level of interest among property owners	Committee members and volunteers with professional consultant guidance	Six months	JLDC, Chamber of Commerce, Local Businesses
Prepare a petition to create the BID and solicit the requisite number of signers	Boulder Area Chamber of Commerce, JLDC with professional consultant guidance	Three to six months	JLDC, Chamber of Commerce, Local Businesses
Adopt a resolution of intent to create the BID (publish notice) and allow for a 15-Day protest period	Boulder City Council	Less than one month	
Adopt the resolution creating the BID	Boulder City Council	Less than one month	
Appoint the Board of Trustees	Boulder City Council		
Prepare a work plan and annual budget	BID Board of Trustees	Annually	
Assess property owners; working with the Board of Trustees to identify assessment method	Boulder City Council and BID Board of Trustees	Annually	
Initiate the BID program	Boulder City Council and BID Board of Trustees		

5.3. National Register of Historic Places Listing

The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the Register is part of a national program, administered by the National Park Service, to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources. The Register documents the appearance and importance of districts, sites, buildings, structures, and objects significant in our prehistory and history.

The list includes places that are generally at least 50 years old and that:

- ✓ are associated with events that have made a significant contribution to the broad patterns of our history; or
 - ✓ are associated with the lives of significant persons in our past; or
 - ✓ embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
 - ✓ have yielded or may be likely to yield, information important in history or prehistory.
- (The National Park Service, n.d.)

Listing a property on the National Register does not, in of itself, limit the rights of a private property owner with respect to how that property is managed, altered or sold. Instead, listing on the National Register enables a property owner to take advantage of certain incentives afforded to those properties. For example, an owner of a downtown historic commercial building can receive a federal income tax credit for rehabilitation that will result in improved commercial or residential rental space. Rehabilitations must be undertaken in accordance with historic preservation standards as set forth in the National Preservation Act. Additional information on these tax credits can be found in Chapter 7. Owners can also grant façade easements to government or non-profit entities. These grants are assigned a value, in some cases, that can have positive federal and state income tax consequences. Local governments can, through urban renewal programs, award funds for activities that help preserve and maintain historic sites and buildings.

National Register listing does carry certain responsibilities for state and federal agencies and programs. Section 106 of the National Preservation Act requires that federally funded or licensed activities take into account the effect of those activities on places listed in or eligible for listing in the National Register. The Montana Antiquities Act provides protection to state-owned properties listed on or eligible for listing on the Register.

Several buildings in the Boulder area are listed on the National Register, including the County Courthouse and the Boulder Hot Springs resort. However, none of Boulder's downtown commercial buildings have been formally inventoried to determine whether they would qualify for listing. Doing so would add an important tool for downtown revitalization efforts.

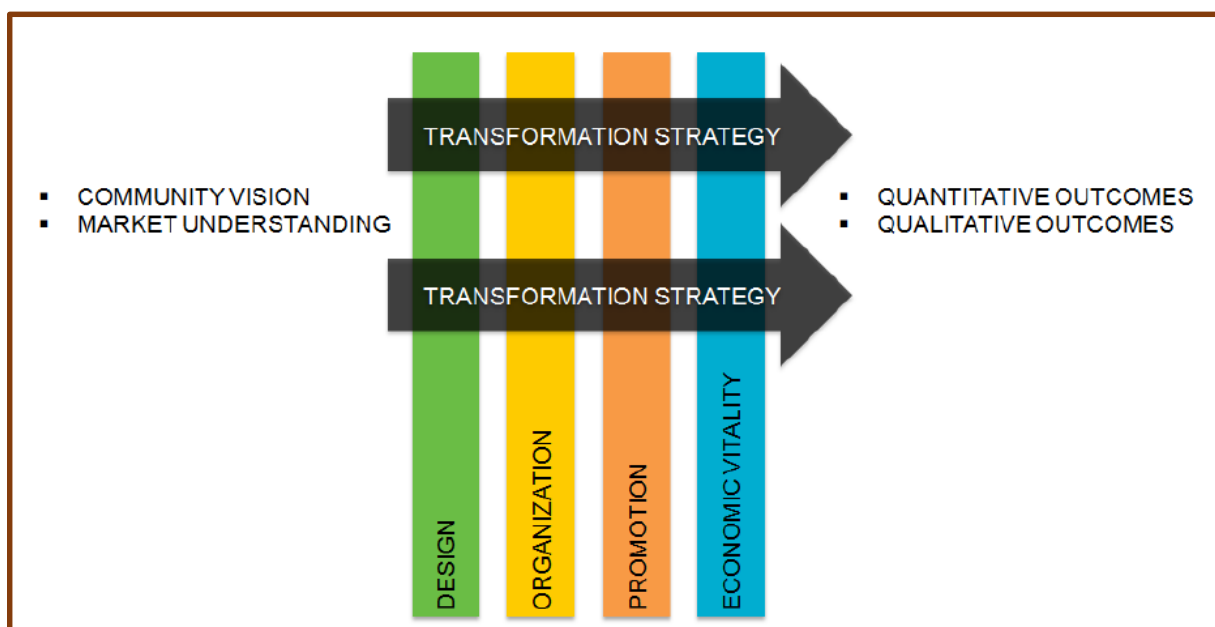
5.4. The Main Street Program

The National Main Street Center

Established in 1980 as a program of the National Trust for Historic Preservation, the National Main Street Center, Inc. works with a nationwide network of coordinating programs and local communities to encourage preservation-based community revitalization, and has equipped more than 2,000 older commercial districts with the skills, and organizing framework they need for renewal during its 35-year history. The Center was forged from a public-private partnership developed by the National Trust for Historic Preservation to stimulate downtown economic development within the context of Historic Preservation in small cities. In 2015, the program was restructured and is now an independent subsidiary of the National Trust, and is known as *Main Street America*.

The Main Street Program employs a four-point incremental approach (The National Trust for Historic Preservation, 1982) to bringing change to aging CBDs, using historic preservation as the critical foundation for action. These four points include:

- **Design** – Strategies that emphasize design are based help promote change through the enhancement of the physical elements in the downtown. Good design approaches capitalize on the unique nature and sense of place that characterize the CBD. Design efforts can address public spaces, pedestrian-oriented streets and streetscapes, and specific visual merchandising such as how shop windows are utilized. It also can focus on the adaptive re-use of older and historic buildings. In several Montana communities, for example, local design review teams review downtown project plans to assure that they are compatible.
- **Promotion** - Promoting Main Street helps to position it as the center of the community and the hub of economic activity. This can be achieved through holding special events such as music festivals, farmers’ markets; coordinating sales and joint offerings (e.g., dinner and theater tickets); and in cooperative advertising campaigns that focus on downtown businesses. Downtowns across Montana sponsor art fairs, Shakespeare in the Parks productions and participate in local festivals.
- **Organization** - A strong organizational foundation is key for a sustainable Main Street revitalization effort. This can take many forms, from a standalone non-profit organization, to a special assessment district such as a BID, to an urban renewal or downtown development entity housed in a municipality or existing community development agency. The role of the organization is to help coordinate participating partners (businesses, government, development agencies, volunteers and not profits) in developing projects, securing funding and implementing programs.
- **Economic Restructuring (Now referred to as Economic Vitality)** - Revitalizing a downtown or neighborhood commercial district requires focusing on the underlying economic vitality and potential of the district. The role of downtown has changed substantially over the past forty years. Retail business migrated to shopping malls, to big-box stores and finally to the Internet. Many simply closed their doors as owners retired. Upper story residential units were used for storage and ultimately abandoned. More recently, however, employees are increasingly seeking “live-work” opportunities, choosing to live close to work rather than commuting long distances. This has, in turn, resulted in upper story redevelopment in downtown to create more residential units.



The Main Street Center Four-Point Approach™
(National Trust for Historic Preservation, n.d.)

The Main Street approach can be used as a framework for a local urban renewal programs. The principles of design, organization, promotion and economic vitality are critical to the success of revitalization efforts, from Fort Benton to Missoula and from Butte to Great Falls.

Montana Main Street Program

Using the National Trust Main Street Center Four Point Approach™ to downtown revitalization, the Montana Main Street Program provides a range of services and assistance to communities striving to enhance economic and business vitality while maintaining local historic integrity, quality of life, and sense of place. Such goals are best met by uniting larger community ideas and efforts with program organization, coordination, and resources. The Montana Main Street program is housed in the Department of Commerce and offers technical assistance and expertise to member communities and awards competitive grant funding to communities actively working on downtown revitalization, economic development, and historic preservation.

The City of Boulder is listed as an “Affiliate Community” on the Montana Main Street Program website. Affiliate communities do not need paid staff, but must have a volunteer base and widespread local support, including the city, local development councils, downtown associations, and the Chamber of Commerce. Affiliate community membership may be incorporated into such an organization or an existing non-profit. (Montana Department of Commerce, n.d.)

5.5. Recommendations

1. Identify sources of local match for grant funding – Accessing grant dollars to update the growth policy and zoning ordinance and create an urban renewal district with a TIF provision for downtown Boulder will require a local cash match.

2. Work with local legislators to assure that TIF remains a viable tool for downtown revitalization, specifically asking them to support the present statutory language in the 2017 Legislature and beyond.
3. Update the Growth Policy and zoning ordinance. Not only will this help in the creation of an urban renewal district for downtown, but will better position the City of Boulder to avail itself of a variety of programs to meet its community goals.
4. Work with the Boulder Area Chamber of Commerce, downtown property owners and the City of Boulder to identify a working group to determine the feasibility of proceeding with the creation of a BID.
5. Contact other communities that have BIDs in place to learn of the advantages and pitfalls associated with their programs.
6. Contact the Montana State Historic Preservation Office to learn more about nominating properties and districts to the National Register of Historic Places
7. Seek funding to conduct an inventory of downtown buildings, to collect not only historic information, but to evaluate structural integrity and development potential.
8. Partner with property owners to prepare nominations to the National Register.
9. Partner with property owners to prepare “developer packets” to be distributed to potential investors who might be interested in using historic preservation tax credits and other urban renewal incentives to redevelop Boulder’s downtown buildings.
10. Contact the Montana Main Street program to learn of Boulder’s status as an Affiliate Community and determine whether there are any actions to be taken to continue to participate in the program.
11. Determine how the Montana Main Street program might assist Boulder in its revitalization efforts.
12. Encourage local business and/or government representatives to participate in Main Street conferences and workshops.
13. Identify a mechanism by which needed administrative support can be obtained to implement these strategies.

Chapter 6. North (Montana Development Center) Campus Strategies

The mission of the Montana Developmental Center (MDC), seen on the map on the following page, is to provide an environment for building healthy, effective, and fulfilling lives. The purpose of MDC is to provide treatment to people with serious intellectual disabilities who have been determined by a court to pose an imminent risk of serious harm to self or others. (State of Montana, n.d.) MDC is administered by the Disabilities Services Division of the Montana Department of Public Health and Human Services and is the State's only residential facility for individuals with developmental disabilities that provides 24-hour care for those with the most severe behaviors or severe self-help deficits. (State of Montana, n.d.)

The population at MDC, in Boulder since 1893, peaked at 1,500 in the 1960s, when it was called the Boulder River School and Hospital. MDC's population fell to a few hundred by the mid-1970s and in 2011, after the state moved a group of 12 MDC residents to a privately run program in Missoula, it dropped to about 50. (Denmnison, 2012)

The 2015 Montana legislature passed Senate Bill 411 to transition residents into community care settings and to close the Montana Developmental Center facility in Boulder. MDC has been the largest employer and a central part of Boulder's heritage and culture for over 120 years.

According to the Montana Development Center Status Report of April 25, 2016, 9 clients have been transitioned out of MDC, 13 were to be transitioned in May, and 24 clients have agreed upon cost and service plans. In August of 2016 there were about 35 clients and 180 employees with 20 to 30 vacant positions. About 240 full time equivalent (FTE) employees were employed in Boulder at the MDC facility prior to 2015. (Wilcutt, 2016)

While the intention of Senate Bill 411 is to repurpose the facility (refer to the following page), some of the property has deed restrictions that limit the allowable uses. The State of Montana has no plans to sell the property, at this time. (Wilcutt, 2016)

The North Campus can be considered in three parts: the Montana Development Center Open Campus, the Montana Development Center Secure Unit and the Inactive Facilities on the grounds of the Montana Development Center. The campus buildings are served by the city of Boulder's municipal sewer and water system. The water system was upgraded in 2001 and the waste water system in 2009. The North Campus lies within the city boundaries and is governed by the city's land use regulations. A map of this area can be found on page 40.

- The Open Campus consists of a small town with residences, offices, and public buildings. The public buildings include a recreation area, a secure unit, chapel, swimming pool, cafeteria and store. The office building(s) house the local administrative, professional and maintenance staff. The residences are group homes for the clients. The Open Campus has its own heating plant, and is served by the city of Boulder's municipal sewer and water systems.

- The Secure Unit is the “place of last resort” which the State of Montana and DPHHS are responsible for providing. The Secure Unit consists of a fenced area and building, and provides 12 beds. Approximately 70 jobs are attributable to the Secure Unit.
- The Inactive Facilities consist of vacant, and currently unusable aging buildings.

To envision a bright future, the Boulder community can support the State of Montana repurposing and rehabilitating the North Campus to provide jobs in Boulder and the region.

The Transition Planning Committee was established by SB 411 to make recommendations on the following seven objectives, of which three, “*e, f and g*” are applicable to this master plan:

- (a) design and recommend to the department of public health and human services a plan to close the Montana developmental center and transition residents into community-based services;
- (b) propose a rate structure for providers of community-based services;
- (c) identify potential sources of funding to support the proposed rate structure;
- (d) recommend community-based services necessary to allow for the closure of the Montana developmental center;
- (e) identify potential options for repurposing of the Montana developmental center campus;
- (f) recommend workforce planning and transition options for the Montana developmental center workforce; and
- (g) recommend secure facilities necessary to allow for the closure of the Montana developmental center.



6.1. Repurposing the Open Campus

The State of Montana and the Department of Public Health and Human Services (DPHHS) is responsible for marketing, vetting and contracting for repurposing of the Open Campus. The ability of the City of Boulder to service the debt on the Rural Development sewer system loan(s) is predicated on having a sufficient number of rate payers. If DPHHS is unable to repurpose the open campus, the City of Boulder taxpayers will have to shoulder the burden of lost revenue to avoid defaulting on the loan(s). In addition, DPHHS has paid Boulder to hire a half-time law enforcement officer. The City will have to find other sources to cover this cost.

Currently a general Memorandum of Understanding (MOU) between the City of Boulder and the Montana DPHHS regarding sewer and water payments. It is recommended that the City of Boulder propose an amendment to or a new MOU for payment of current monthly sewer rates of the equivalent of up to 64 “Equivalent Dwelling Units” or “EDUs” for the life of the loans, unless or until there are a sufficient number of rate payers to meet the project EDU of 735. In the absence of any additional funding, the City of Boulder should also propose an MOU for payment of the continuation of a half-time Law Enforcement personnel.

6.2. Reestablishing a Secure Unit

The State of Montana and DPHHS are responsible for providing a secure unit as a “facility of last resort” for clients that cannot be transitioned to community-based care settings. No other communities have expressed an interest in having the secure unit. Private providers have been unwilling to contract to serve as the “facility of last resort”. There is the option of contracting with another state to send these clients to its government-run facility. As the population of Montana continues to grow, this number of beds, which is currently 12, may not be adequate into the future.

It is recommended that BTAC, Jefferson County, and the City Council of Boulder should formally request that the Transition Planning Committee established by SB 411 recommend that a secure facility be reestablished at the current site on the Montana developmental center. Furthermore, BTAC, Jefferson County, and the City Council of Boulder should discuss with DPHHS the possibility for future expansion in the number of beds at the Secure Unit.

6.3. Rehabilitating the Inactive Facilities

The North Campus is the location of the Montana Deaf and Dumb Asylum, also known as Old Administration Building which is listed on the National Register of Historic Places. This facility along with several others are currently vacant. Some of the Inactive Facilities are known to have friable asbestos. Feasibility studies



Historic Montana Deaf and Dumb Asylum (1897-1898), a stately red brick Renaissance Revival-style building listed in the National Register of Historic Places in 1985, J. Cornish photograph, July 21st, 2016

would be required to determine if any of the Inactive Facilities can be cleaned-up and rehabilitated. This can be accomplished through Phase I and II EPA assessments.

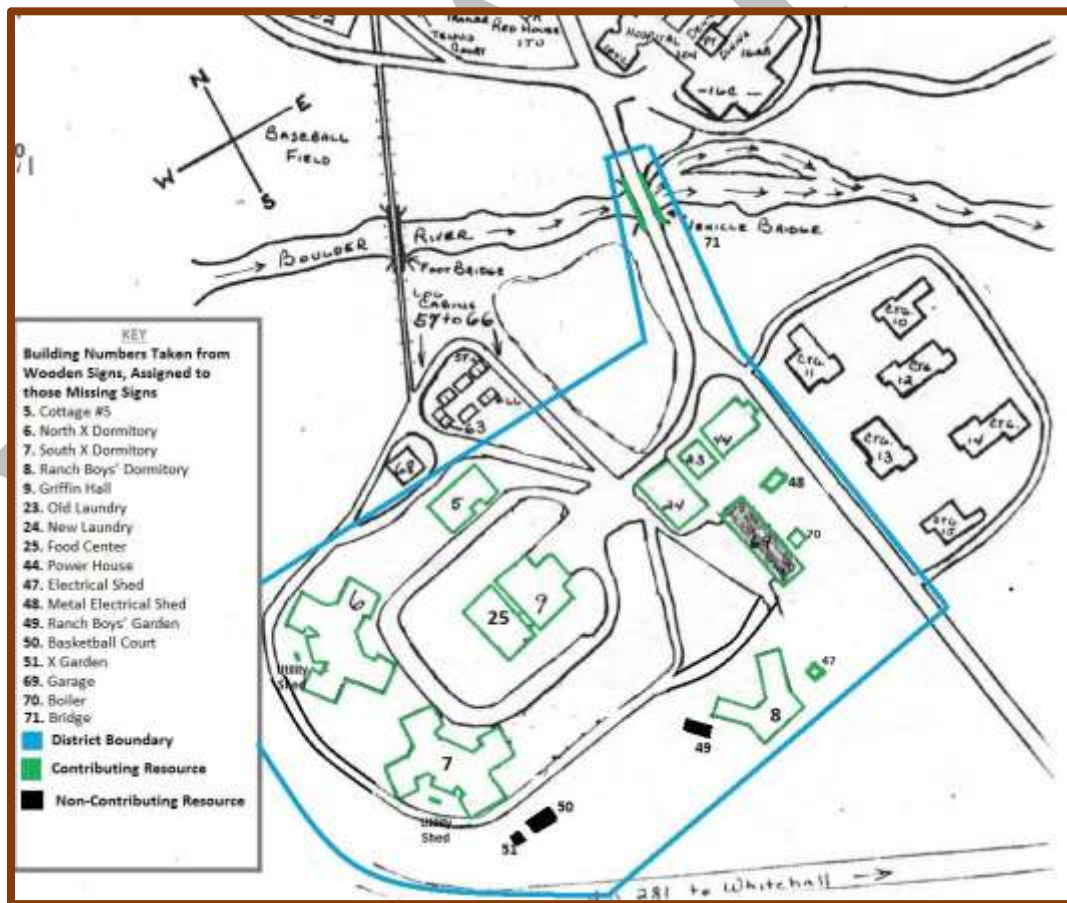
6.4. Recommendations

1. Support the State of Montana and DPHHS actions in repurposing and rehabilitating the North Campus within the deed restrictions to provide jobs in Boulder and the region.
2. The City of Boulder should propose an MOU for payment of current monthly sewer rates of the equivalent of up to 64 EDU's for the life of the loans, unless or until there are a sufficient number of rate payers to meet the project EDU of 735.
3. The City of Boulder should propose an MOU for payment of continuation of a half-time Law Enforcement personnel.
4. BTAC, Jefferson County, and the City Council of Boulder should formally request that the Transition Planning Committee established by SB 411 recommend that a secure facility be reestablished at the current site on the Montana developmental center.
5. Support DPHHS legislation to reestablish a DPHHS 12-bed Secure Unit at the current Boulder location.
6. Discuss with DPHHS the possibility of including the possibility for future expansion in the number of beds in requests to the Montana Legislature.
7. Support DPHHS in future requests for expansion in the number of beds at the Secure Unit and funding for said expansion.
8. Support the re-establishment of two group homes in the existing facilities on the Open Campus.
9. Partner with DPHHS to pursue Phase I and II EPA assessments of inactive facilities.

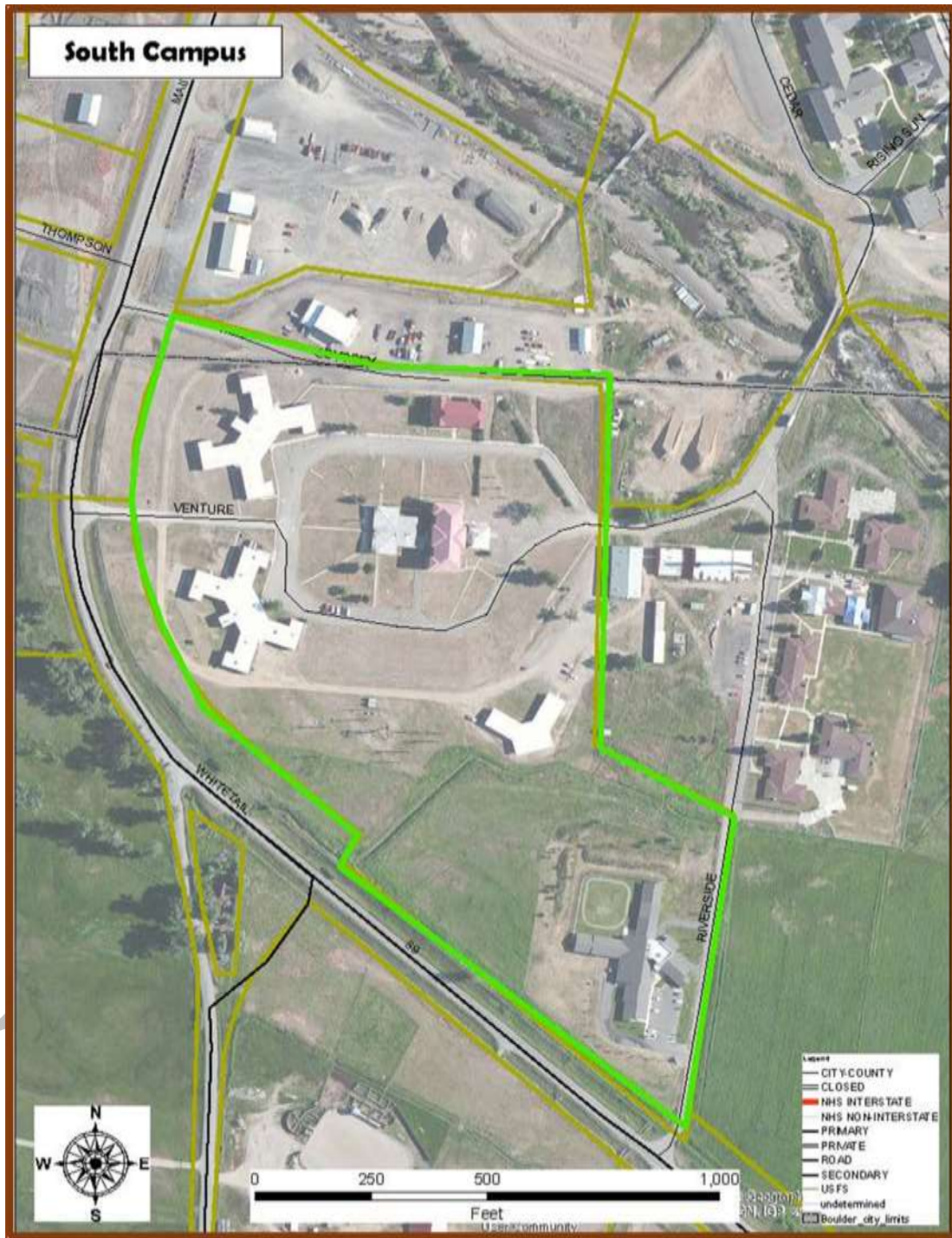
Chapter 7. Boulder South Campus Strategies

As noted in Chapter 3, this area was once the “South Campus” of the Montana Developmental Center (MDC), housing people with developmental disabilities for the state of Montana. MDC constructed new facilities north of the adjacent Boulder River and vacated this campus in the late 1970s. Jefferson County took ownership of the buildings in 2000 when the state relinquished its interest. Jefferson Local Development Corporation (JLDC) has had a lease-option on the campus since 2001 and plans to redevelop these buildings for reuse over time. A map of the South Campus is located on page 44.

This property includes the Montana Training School Historic District, a 31- acre area within the South Campus, listed on the National Register of Historic Places in approximately 2015. (Montana State Historic Preservation Office, 2014) Montana pledged its commitment to children with disabilities in 1887 when Territorial Governor Preston Leslie requested funds for a Montana Deaf and Dumb Asylum. Its title, although shocking by today’s standards, reflects accepted nineteenth-century terminology and attitudes. (Ranker) The following figure is taken from the nomination that was prepared for the Montana Training School Historic District, showing the buildings included in the District (not to scale).



Montana Training School Historic District – South Campus (National Register of Historic Places Registration Form - Montana Training School Historic District, 2014)



Today, several of the newer buildings on the campus house social and health services programs. These include Youth Dynamics, which provides mental and behavioral health services to children and their families. Youth Dynamics occupies two buildings, which were rehabilitated in 2001. In addition, there is the Riverside Youth Correctional Facility and the privately-operated Elkhorn Treatment Center. The Riverside Youth Correctional Facility is intended to serve 20 adjudicated delinquent females between the ages of 10 and 18. In 2016, Montana Department of Corrections

contracted with the state of Idaho for the placement of girl offenders and began using the Riverside Youth Correctional Facility for female adults.

The campus buildings are served by the city of Boulder's municipal sewer and water system. The water system was upgraded in 2001 and the waste water system in 2009. The South Campus lies outside the city boundaries and so falls under the county's land use regulations

The JLDC has undertaken the task of finding willing investors and developers to adaptively re-use the buildings that remain vacant. SMA|ARCHITECTS, JLDC, and Youth Dynamics began work on a preliminary architectural report for the Northern X Dormitory (Building #6) during the summer of 2016. Additionally, Environmental Protection Agency (EPA) Phase I & II reports were conducted during the summer of 2016 on the Cottage (Building #5), the Northern X Dormitory, Griffin Hall (Building #9), Building #6 and the Food Center (Building #25) to address the presence of asbestos; lead paint; and Polychlorinated biphenyls (PCBs), mercury, and mold. These buildings are listed below with square footages noted.



Griffin Hall, South Campus, J. Cornish photograph, July 21st, 2016

- Building 5: 10,782 square feet on two floors.
- Building 6: 24,400 square feet on one floor.
- Building 9: 18,930 square feet on three floors.
- Building 25: 7,109 square feet on one floor. An addition to building 9.

7.1. Strategies for the Development of the South Campus

Historic Preservation Tax Credits

As noted in Chapter 5., listing on the National Register of Historic Places enables the use of Historic Preservation Tax Credits. The National Park Service administers the program with the Internal Revenue Service in partnership with State Historic Preservation Offices. The tax incentives promote the rehabilitation of historic structures of every period, size, style and type. They are instrumental in preserving the historic places that give cities, towns and rural areas their special character. The tax incentives for preservation attract private investment to the historic downtowns and neighborhoods of cities and towns. They also generate jobs, enhance property values, and augment revenues for State and local governments through increased property, business and income taxes. The Preservation Tax Incentives also help create moderate and low-income housing in historic buildings. Through this program, abandoned or underused schools,

warehouses, factories, religious buildings, retail stores, apartments, hotels, houses, and offices throughout the country have been restored to life in a manner that maintains their historic character.

Current tax incentives for preservation, established by the Tax Reform Act of 1986 (PL 99-514; Internal Revenue Code Section 47 include:

- ✓ a 20% tax credit for the certified rehabilitation of certified historic structures
- ✓ a 10% tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936.

(The National Park Service, 2012)

In order to secure the tax credit, the IRS and the National Park Service require a three-part application process. First, the structure in question must be certified, which means the Park Service must “certify” that the property is individually listed on the National Register of Historic Places or is a contributing building within an historic district. The second part of the application requires a description of the proposed rehabilitation. The Park Service strongly recommends that part two be submitted prior to commencing work on the structure. The tax credit is awarded only after the rehabilitation is completed and approved by the Park Service in the third step of the process. The State Historic Preservation Office shepherds the applicant through the process and local community development entities can facilitate the effort.

New Market Tax Credits

The New Markets Tax Credit (NMTC) Program attracts private capital into low-income communities by permitting individual and corporate investors to receive a tax credit against their federal income tax in exchange for making equity investments in specialized financial intermediaries called Community Development Entities (CDEs) that serve Low Income Communities. The credit totals 39 percent of the original investment amount and is claimed over a period of seven years. (US Department of the Treasury, 2015)

The Program was established as part of the Community Renewal Tax Relief Act of 2000. The goal of the program is to spur revitalization efforts of low-income and impoverished communities across the United States and Territories. The NMTC Program provides tax credit incentives to investors for equity investments in certified Community Development Entities, which invest in low-income communities. The credit equals 39% of the investment paid out (5% in each of the first three years, then 6% in the final four years, for a total of 39%) over seven years (more accurately, six years and one day of the seventh year). A Community Development Entity must have a primary mission of investing in low-income communities and persons. (Wikipedia, 2016)

The first step in determining whether this tool can be used in the redevelopment of the South Campus is to contact the Community Development Financial Institutions Fund in the US Treasury to ascertain eligibility.

Developers’ Packets

In Chapter 4., we have noted the importance of being “prospect ready”, i.e., making sure that the land and/or structures being offered for investment are indeed developable. It is important to establish a checklist of items to be completed or evaluated prior to offering development opportunities to potential investors. In the case of the South Campus, these items might include:

- The completion of the community's growth policy supporting development in the area
- Zoning regulations that clearly state permitted uses in the South Campus
- Due diligence (the mitigation of risks, including the presence of asbestos) completed; with property issues cleared, and land ownership (deed, lease, rent) determined.
- Examination of any deed restrictions that would affect future use of the buildings
- Subdivision of the land completed and infrastructure installed.
- Information made available to market the property that explains permitting needs, site plan and construction approval process, and timeline.
- Part-One (certification) completed for Historic Preservation Tax Credits
- Preliminary Architectural and/or Engineering Reports (PAR/PER) completed, showing cost estimates for rehabilitation

Once addressed, the JLDC, working in conjunction with the local government, can prepare developer packets to be provided to potential investors and developers.

7.2. Recommendations

1. Conduct or update an existing inventory of the buildings on the South Campus to include:
 - a. Building square footage
 - b. Structural condition including life safety issues
 - c. Estimated cost of building stabilization including permits required
 - d. Preliminary pro-forma information including average property tax and utility costs
 - e. Eligibility for tax credits
2. Prepare Part-One certifications for buildings that are eligible for historic preservation tax credits in consultation with the State Historic Preservation Office.
3. Seek funding to prepare Preliminary Architectural and/or Engineering Reports
4. Determine eligibility for use of New Markets Tax Credits and proceed with the creation and certification of a CDE as appropriate
5. Identify potential investors and developers
6. Prepare developer packets to market individual buildings located on the South Campus

Chapter 8. Jefferson County Recreation Park (Fairgrounds) Strategies

The Recreation Park is comprised of approximately 20 acres, located just south of Boulder, to the south of the intersection of North Whitetail Road (Highway 399) and Highway 69. A map of the Recreation Park is found on the following page. The recently completed Montana Department of Transportation project on Highway 69 includes an improved intersection with Highway 399, resulting in more direct access to the Recreation Park. The Recreation Park is adjacent to Montana Department of Corrections land as can be seen on the map found in Chapter 3 on page 15.

The Recreation Park is managed by the Fair Board, a volunteer advisory board appointed by the Jefferson County Commission. Jefferson County owns the Recreation Park and the Board of Commissioners has final budget approval. The Recreation Park is funded through a mill levy. Most work and support for events is provided by volunteers.

Historically, the Recreation Park was the agricultural part of the Boulder River School and Hospital. The Montana Department of Corrections transferred ownership to Jefferson County in the 1970s. The facilities at the Recreation Park include an arena, grandstand, carousel, three occupied buildings, and several other historic structures including a silo, granary and boiler facility. The facility is served by a well and holding tank. The caretaker lives on-site.

The Jefferson County Recreation Park is home to the Jefferson County 'A Fair of the Heart' and the Jefferson County Rodeo. The Park is open to the public throughout the year and has picnic tables, swings, a volleyball net and a miniature golf course. There are trees and a gazebo to provide some shade. Restrooms are open during the summer months. Three of the buildings on the park grounds, the Volunteer Hall, Loafing Barn and Square Dance Barn are available for rent through Jefferson County for special functions and events. There is a commercial kitchen available for rent in the Volunteer Hall.

Lodging found on the property includes informal recreational vehicle sites with electricity for a fee and a bike shelter. Tents may be erected in any open location.

Jefferson County and the Recreation Park have partnerships with user groups including the Jefferson County Rodeo Association, the Boulder Area Recreation and Trails Group, and the Boulder High School Rodeo group.

There are 90 active 4-H members in Jefferson County as of August 30, 2016. The Boulder Outlaws 4-H Club had 25 members registered for the 2015-2016 year. While it is common for many county fairgrounds to hold a 4-H Fair, the Recreation Park has not held a 4-H Fair in the past. The Jefferson County 4-H has been asked about the possibility of holding a 4-H Fair at the Recreation Park.

While working together to ensure a bright future for the Boulder area, community members have indicated that the Recreation Park is a key component in the region and its sense of place. Recognizing, and expanding the economic stimulus produced by the Jefferson County Recreation Park will help assure the economic well-being of the region, serving as a catalyst for new investment.



This chapter offers strategies and activities that the community can pursue to support the Recreation Park in reaching its future potential. It will be important for the County to first build a strong foundation with respect to its policies related to land use and its vision for the future.

Montana statutes require the preparation of an updated Growth Policy, per §76-1-601 MCA as an enabling step to take advantage of a variety of programs.

8.1. Planning

It will be essential to engage in various planning efforts in order to provide a framework for the implementation of projects and programs over time, and set priorities in light of limited resources. These might include

- A master planning process for the Fairgrounds that would identify gaps, set and prioritize goals, address funding, address marketing and support budget requests.
- A connectivity plan; this could potentially be included in the master plan.
- An historic inventory, research and plan
- A capital improvements plan

Funds for planning might be obtained through the *Montana Department of Commerce Community Development Block Grant* program.

8.2. Land Expansion

Should the master planning process determine that additional land would be required for uses such as athletic fields, parking, visitors center / rest area, lodging - RV Park, tent camping, it may be possible to obtain or lease adjacent land from the Montana Department of Corrections.

8.3. Capital Improvements

The construction and expansion of infrastructure will require a significant financial investment. Prepositioning the Recreation Park to take advantage of grants and loans will help advance the following capital improvement projects.

- Connection to the city of Boulder's water and wastewater systems would support expansion and conversion to year-round restrooms.
- Pedestrian and bicycle trails would enhance local recreational opportunities.
- Free high-speed internet connectivity (hot spot) would make the area more attractive.
- Lodging (hostel) would provide for extended uses of the facility.
- A fishing pond, that is under consideration but not physically connected to Recreation Park could be linked.

Due to the Recreation Park's proximity to Highways 69 and 399, certain capital improvements may be eligible for reimbursement from the Montana Department of Transportation Community Transportation Enhancement Program.

Montana Department of Transportation Community Transportation Enhancement Program

CTEP allows eligible local and tribal governments to solicit, nominate, prioritize, develop and construct enhancement projects. CTEP is a reimbursement program. Currently, Federal funds are used to pay 86.58% of eligible, approved expenditures. Local matching funds account for 13.42% of expenditures. CTEP projects must fit into one or more of 12 enhancement categories:

- Pedestrian and Bicycle Facilities
- Landscaping and Scenic Beautification
- Historic Preservation
- Rehabilitation of Historic Transportation Facilities
- Scenic or Historic Highway Programs
- Transportation Museums
- Acquisition of Scenic or Historic Easements and Sites
- Archaeological Planning and Research
- Environmental Mitigation and Wildlife Connectivity
- Pedestrian and Bicycle Safety and Educational Activities
- Control of Outdoor Advertising

8.4. Partnership

Efforts to make improvements and expand uses at the Recreation Park might be enhanced through partnerships with other organizations. Partnerships can help in diversifying the support for the Park, particularly when participants “think outside the box” when seeking partners. These might include:

- Concessionaires – for example, promote concession partnerships in order to offer full-service private events (weddings, etc.) available
- Organized sports
- Clubs

8.5. Funding

In addition to grants and loans, alternative funding strategies to increase private investment might include:

- Taking a percentage of concession profits
- Seeking foundation and endowment support
- Reducing reliance on volunteers

8.6. Market

Marketing the Recreation Park could be achieved, in part by working with the Montana Office of Tourism to develop a presence on the state of Montana tourism website(s). Potential listings include:

- Fairs and rodeo(s) under “Events”
- Bike shelter under “Places to Stay”
- Use of the arena under “Horseback Riding”
- Descriptions of a tour of historic places within a couple of miles of Boulder, including the Recreation Park structures themselves

8.7. Recommendations

1. Work with the Montana Office of Tourism to develop a presence on the state of Montana tourism website(s).
2. Identify sources of local match for grant funding – Accessing grant dollars to contract with a planning consultant for a master plan and subsequently with an engineering consultant for a capital improvements plan will require a local cash match.
3. Update the Growth Policy to better position Jefferson County to avail itself of a variety of programs to meet its community goals.
4. Identify sources of local match for grant and loan funding – Accessing grant and loan dollars to plan and install municipal infrastructure will require a local cash match.
5. Identify sources of bridge funding to qualify for reimbursement programs.
6. Explore the possibility of incorporating local 4-H activities at the Recreation Park.
7. Identify a mechanism by which needed administrative support can be obtained to implement these strategies.

Chapter 9. Regional Area Strategies

The Boulder Valley region is located around the intersection of I-15 and Highway 69, along a direct route between Yellowstone National Park and Glacier National Park. The region is centrally located among numerous well known tourist attractions such as the Montana State Capitol, the Berkeley Pit, and Lewis and Clark Caverns.

The Boulder Valley is located in the Beaverhead-Deer Lodge National Forest, Jefferson Ranger District. Within the region, recreational amenities include:

- ❖ Elkhorn State Park (MT). This historic boom-and-bust mining town features two impressive structures, Fraternity Hall and Gillian Hall, both examples of frontier architecture. These are the only two buildings in the town of Elkhorn that are publicly owned. (Montana Department of Fish, Wildlife and Parks, n.d.)
- ❖ Elkhorn Picnic Area (FS)
- ❖ Elder Creek Picnic Area (FS)
- ❖ Galena Gulch Recreation Area (BLM campground), and
- ❖ “On the Divide”, the Continental Divide National Scenic Trail, is located to the west of the Boulder Valley.

The Boulder Valley is located adjacent to the Elkhorn and Boulder Mountains. One of the state’s healthiest elk herds inhabits the Elkhorns. The elk population within the Elkhorn Mountains of central Montana provides one of the most sought after bull elk hunting opportunities in Montana. The Elkhorn Mountains, 300,000-acre area, is managed cooperatively by private landowners, the BLM, the Forest Service and the Montana Department of Fish, Wildlife and Parks. About 70 percent of the Elkhorns is publicly owned. The management emphasis is on wildlife and dispersed recreation. The remnants of trails and wagon roads once used by American Indians, trappers and gold miners remain and form the core of a primitive transportation system throughout the Elkhorns. Many areas are open to motorized use, although selected areas, including big game winter range, are closed either year-round or seasonally to protect wildlife values. Remains of frontier-era mining towns dot the landscape. (Bureau of Land Management, 2014)

Fishing is available on the Boulder River, a tributary of the Jefferson River, is formed by Bison Creek. Along its path several other streams join the Boulder River including the Little Boulder River, and Whitetail Creek. The Boulder River flows southeast through the Boulder Valley until it converges with the Jefferson River near Cardwell.

The Boulder area has four buildings and one district listed on the National Register of Historic Places. There are numerous other historical properties within the county’s landscape that reflect its culture and identity, and tell the stories about Montana past. Additional information on the historic landscape of Jefferson County can be found at <https://montanahistoriclandscape.com/tag/jefferson-county-montana/>.

- The Jefferson County Courthouse (1888-89) is a piece of Victorian architecture, in the Richardsonian Romanesque style, designed by John Paulsen. It was listed in the National Register in 1980.

- The Montana Development Center (the North Campus) is the location of the historic Montana Deaf and Dumb Asylum (constructed 1896-1898), also known as Old Administration Building. It is a stately red brick building that melds Italianate, Renaissance Revival-style and was added to the National Register of Historic Places in 1985. The architect was John C. Paulsen, who then served as the State Architect.
- The Boulder Hot Springs southeast of Boulder on MT 281, is a classic oasis of the early 20th century with a period of significance from 1875 to 1949. The hotel is an example of melding Queen Anne and Mission/Spanish Revival styles, and was added to the National Register of Historic Places in 1979.
- The Fraternity Hall in Elkhorn was constructed in the 1890's. The Fraternity Hall is a handsome two-story frame building with an exceptional false front and ornate balcony. Fraternity Hall was the social and architectural center of the gold and silver mining town of Elkhorn. Elkhorn had a population of 2,500 during its peak in the 1880's and 1890's.
- The Montana Training School Historic District was previously described in Chapter 7. This portion of the original campus retains its integrity, reflecting architectural and institutional trends spanning approximately fifty years, from 1912 to 1964. After years of requests for funding and planning, 1912 saw the establishment of a new building (later dubbed Griffin Hall) for students, this one south of the river and located centrally within the Southern Campus. This marked the institutional beginning of the Montana State Training School Historic District.

The region has unusual amenities such as radon health mines and geothermal activity. The Boulder Hot Springs Resort provides hot springs bathing to its guests.

The community has expressed a determination to take advantage of the economic stimulus related to the scenic, recreational, and unusual amenity opportunities of this regional location. The challenge associated with this vision is that many of the recreational opportunities are located on Federal and State-owned land and that government ownership consists of multiple agencies including the Forest Service, BLM and the State of Montana.

The community's path to expand the regional opportunities should include

- Fostering public-private partnership while cultivating diverse support (special interest groups, NGOs, etc.)
- Leveraging resources (funding, connectivity) and most importantly, the coordination of information
- Striving to achieve seamless experiences, in spite of the diverse underlying ownership patterns

In addition to the potential economic pathways of the five areas discussed in Chapters 4-8, there are state lands, south of Boulder, along Highway 69, currently leased for grazing. These may have the potential for more productive economic use.

Boulder Valley Traffic Counts - Montana Primary Highway 69, south of Boulder through the Boulder Valley, has a function classification as a rural minor arterial. The Montana Department of Transportation's 2015 Automatic Traffic Recorders Profile, Station A-128, indicates an average daily number of vehicles of 900. With a traffic mix of 78.22% passenger vehicles, 3.78% small trucks and 17.33% large trucks. There is a directional split of 51% southbound and 49% northbound. This volume of trips has steadily increased from 760 average daily trips in 2005.

Long-range planning would be of benefit for the community as it strives to enhance regional experiences, and would address responsibility and costs. A marketing plan would provide focus and strategies to facilitate communication. A trails and connectivity plan would help to ensure that funding for capital improvements is leveraged. An inventory of region's scenic, recreational and points of interest would help the community present a seamless experience.

In order market the regional opportunities, the community needs to work with the Montana Office of Tourism to optimize the regional presence on the state of Montana tourism website(s). Potential associations would be to promote the experiences as described below.

- Passive scenic tourism suggestions
 - A tour of historic places within a few miles of Boulder, including the Recreation Park structures
 - A tour of historic places within the region
- Active recreation opportunities (hiking, hunting, fishing, etc.)
 - Walking paths and trails
 - ATV trails
- Organized or commercial active recreation opportunities
 - Bike rides
 - Hang gliding lessons
 - Equipment rentals – bicycles, ATV, etc.
 - Gem mining
 - Horseback rides
 - Zip-lining
- Opportunities to explore unusual amenities
 - Dude ranch lodging and experiences
 - Radon health mines
 - Geothermal activity (Boulder Hot Springs)

Websites that might be used in this effort include:

- <http://www.visitmt.com/places-to-go/regions/southwest-montana.html>
- <http://southwestmt.com/>
- <http://southwestmt.com/communities/boulder.htm>

Lodging is a significant challenge. The community needs to explore ways to expand and improve lodging opportunities in the region. This might include the consideration of dude ranches, hostels, RV parks, and AirBnB / VRBO opportunities.

9.1. Recommendations

1. Work with the Montana Office of Tourism to optimize the presence on the state of Montana tourism website(s).
2. Identify sources of local match for grant funding – Accessing grant dollars to contract with consultants for design, development and maintenance, market analysis, economic development and/or marketing plans will require a local cash match.
3. Update the Growth Policy to better position Jefferson County to avail itself of a variety of programs to meet its community goals.
4. Identify a mechanism by which needed administrative support can be obtained to implement these strategies.

Chapter 10. Growth Policy Requisites in Support of the Making Boulder's Future Bright Master Plan

To facilitate implementation of many of the elements of this regional Master Plan, the growth policies for the City of Boulder and for Jefferson County should include supporting documentation of existing conditions and projected trends, and enabling language, specifically within the goals, strategies and implementation sections of each required element. Following are suggested growth policy “requisites”, organized to follow the statutorily defined contents per §76-1-601 MCA.

10.1. Land use

Data to document land use needs

- Inventory of vacant land available for future development in Boulder and the surrounding area
- Inventory of vacant building lots

Strategies to meet land use needs

- Classify the lands west of the Interstate for uses that promote secondary, value adding economic development
- Classify lands west of the Interstate for transportation related services and infrastructure
- Classify lands that support mixed use developments, such as commercial buildings with upper-story residential units in downtown Boulder
- Classify the North Campus lands for uses that support institutional and associated group residential housing
- Classify the South Campus lands for uses that support residential, institutional and commercial uses
- Classify lands to support commercial, congregant, recreational and agricultural-related uses at and around the Recreation Park
- Designate growth areas in and around the City of Boulder
- Enhance community character
 - Invest in the existing commercial core of Boulder
- Encourage in-fill development

Implementation tools to meet desired land use needs

- Community design approaches including zoning to enable
 - Infill
 - Mixed use developments
 - Adaptive re-use

10.2. Population

Data to document population trends

- Projection of 20-year trend for the City of Boulder to determine future population needs, that includes
 - Population size
 - Age distribution

10.3. Housing

Implementation tools to meet housing needs

- Housing needs assessment, including workforce housing, to determine the extent and nature - availability, accessibility and affordability
- Housing needs analysis as related to economic development potential (workforce housing)
- Community design approaches (zoning) to enable a variety of housing choices, such as
 - Live-work
 - Upper-story
 - Accessory units

Strategies to meet housing needs

- Develop community design approaches that foster live-work land uses
- Develop community design approaches that encourage upper-story residential development
- Adaptively re-use existing structures to provide housing
- Develop eligibility criteria for workforce housing assistance
- Facilitate partnerships to provide and/or construct workforce housing
- Foster alternative ownership models, such as coops and resident owned communities (ROCs)

10.4. Economic conditions

Goals

- Retain and expand existing businesses in downtown Boulder
- Invest in the existing commercial core of Boulder

Implementation tools to support economic activity

- Targeted Economic Development Districts (in the City of Boulder and in Jefferson County) and Urban Renewal Districts (in the City of Boulder), per the Montana Urban Renewal Law, in support of sound growth and locally driven economic development
- Tax increment financing for use in Targeted Economic Development Districts (in the City of Boulder and in Jefferson County) and in Urban Renewal Districts (in the City of Boulder).
- Zoning to enable use of urban renewal statutes for both targeted economic development and main street/downtown revitalization
- Business Improvement Districts (BIDs) to enable property owners to assess themselves to enhance and promote business development

- “Developers’ packets” to promote investment in individual buildings in downtown Boulder and on the South Campus
- Strategic analysis of use of any implementation tools, specifying the objective of any projects and identifying the internal and external factors that are favorable and unfavorable to achieve objectives and to foster economic activities that compliment, rather than detract from downtown Boulder
- Montana Main Street Program participation in order to access technical assistance in developing programs for the revitalization of Boulder’s commercial core
- New Markets Tax Credits for development of businesses that provide employment opportunities for people living in poverty

Strategies to improve economic conditions

- Construct an Interstate 15 rest area
- Develop an industrial business park
- Conduct building inventories, historic building surveys, preliminary architecture and engineering reports and feasibility studies, as a first step in attracting investment to downtown Boulder, the Recreational Park and the South Campus
- Conduct inventories of vacant buildings and under-utilized spaces to determine their potential use
- Maintain on-going communication with the Montana Department of Public Health and Human Services as it defines and implements plans for the North Campus
- Prepare a Recreation Park master plan that includes
 - Infrastructure needs
 - Development potential
- Facilitate partnerships among the local government, state and federal land management agencies and local businesses
- Provide business planning assistance, through partnerships with area economic development entities and the State of Montana
- Partner with Montana Economic Developer’s Association to create a regional business incubator, retention and expansion portal - referrals, mentoring and training to foster new business ideas, clearinghouse for suggested new business development, and help existing businesses grow and improve profitability. (Similar to Bozeman BEAR <http://bozemanbear.com/>)
- Foster workforce training for secondary, value adding industry employment
- Foster entrepreneurial support and training
- Foster workforce training for employment related to institutional and group residential support

10.4. Local Services and Public Facilities

Implementation tools to document local services and infrastructure needs

- Capital improvements plan(s) preparation
- Medical needs assessment to determine the extent and nature - availability, accessibility and affordability
- Medical transportation needs assessment including emergency related transportation

Strategies for development, maintenance, and replacement of public infrastructure

- Extend public infrastructure designed to serve Interstate 15 rest area and adjacent properties

Strategies to meet medical needs

- Partner with major employers to provide medical insurance pool
- Partner with major employers to address transportation needs including emergency related transportation

10.5. Natural resources

Data

- Inventory of sand and gravel resources

DRAFT

DRAFT

DRAFT

Works Cited

- Boulder Area Chamber of Commerce. (2016). *About Boulder*. Retrieved August 18, 2016, from Boulder Area Chamber of Commerce: <http://www.bouldermitchamber.org/about-boulder/>
- Boulder Study Circles. (2016). *Boulder Study Circles Final Report*. Whitehall, MT: Montana State University Extension Office.
- Bureau of Land Management. (2014, August 26). *Elkhorn Mountains*. Retrieved September 26, 2016, from http://www.blm.gov/mt/st/en/fo/butte_field_office/recreation/elkhorn.html
- Cheney, R. C. (1983). *Names on the Face of Montana*. Missoula, Montana: Mountain Press Publishing Company.
- City of Boulder Planning Board. (2006-2007). *City of Boulder Growth Policy*. Boulder, Montana: City of Boulder.
- Cornish, J. (2014). *Tax Increment Financing in Montana*. Butte, MT: Montana Governor's Office of Economic Development.
- Craft, G. (2016, July 21). Mayor of Boulder. (J. Cornish, Interviewer)
- Dennison, M. (2012, August 5). Montana Developmental Center is state's most expensive institution. *The Missoulian*.
- HSI. (n.d.). *Internet Providers in 59632*. Retrieved September 21, 2016, from High Speed Internet: <https://www.highspeedinternet.com/mt/boulder?zip=59632>
- Jefferson County. (2016, September 15). *Planning*. Retrieved from Jefferson County: . <http://www.jeffersoncounty-mt.gov/planning.html>
- Jefferson County. (n.d.). *Jefferson County*. Retrieved August 18, 2016, from http://www.jeffersoncounty-mt.gov/recreation_park.html
- Jefferson County, Montana. (2016, August 11). *Jefferson County*. Retrieved from Century Link: www.jeffco.mt.gov
- Jefferson Local Development Corporation. (2016). *Boulder Study Circles Final Report*. Whitehall, Montana: JLDC.
- Montana Department of Commerce. (2016, August 22). *Community Development*. Retrieved August 22, 2016, from State of Montana: <http://comdev.mt.gov/>
- Montana Department of Commerce. (n.d.). *Community Development Division*. Retrieved September 20, 2016, from Montana.gov: <http://comdev.mt.gov/Programs/MainStreet/Outreach/MemberCommunities>
- Montana Department of Fish, Wildlife and Parks. (n.d.). *Elkhorn State Park*. Retrieved September 22, 2016, from Montana State Parks: <http://stateparks.mt.gov/elkhorn/>
- Montana Department of Natural Resources and Conservation. (n.d.). *WWASACT*. Retrieved September 21, 2016, from Montana DNRC - State of Montana: <http://dnrc.mt.gov/divisions/cardd/wasact>
- Montana Department of Revenue. (2015, June 30). *Property Tax Biennial Reports*. Retrieved July 15, 2016, from State of Montana Department of Revenue: http://revenue.mt.gov/home/publications/biennial_reports
- Montana State Historic Preservation Office. (2014, June 24). *National Register of Historic Places Registration Form*. Retrieved September 22, 2016, from <https://mhs.mt.gov/Portals/11/shpo/docs/MTStateTrainingSchoolHD.pdf>
- (2014). *National Register of Historic Places Registration Form - Montana Training School Historic District*. National Park Service. National Park Service.
- National Trust for Historic Preservation. (n.d.). *Main Street America*. Retrieved September 20, 2016, from National Main Street Center Inc.: <http://www.preservationnation.org/main-street/about-main-street/main-street-america/the-main-street-approach.html>

- Norbeck, T. (2016, July 21). Superintendent, Jefferson County High School District. (J. Cornish, Interviewer)
- Pace, M. (2016, July 21). Superintendent and Principal, Boulder Elementary School. (J. Cornish, Interviewer)
- Ranker. (n.d.). *List of Famous Boulder Buildings and Structures*. Retrieved September 22, 2016, from Ranker: <http://www.ranker.com/list/boulder-buildings-and-structures/reference>
- State of Montana. (n.d.). *Montana Broadband*. Retrieved September 21, 2016, from MT.gov: http://broadband.mt.gov/broadband_info.aspx
- State of Montana. (n.d.). *Montana Developmental Center*. Retrieved September 21, 2016, from Department of Public Health and Human Services: <http://dphhs.mt.gov/dsd/MontanaDevelopmentalCenter>
- The National Park Service. (2012). *Historic Preservation Tax Incentives*. Retrieved September 23, 2016, from nps.gov: <https://www.nps.gov/tps/tax-incentives/taxdocs/about-tax-incentives-2012.pdf>
- The National Park Service. (n.d.). *The National Register of Historic Places*. Retrieved September 20, 2016, from The National Park Service: <https://www.nps.gov/nr/>
- The National Trust for Historic Preservation. (1982). National Main Street Center. *Training Program*. San Francisco: The National Trust for Historic Preservation.
- The University of Wisconsin. (2014). *Institute for Research on Poverty*. Retrieved August 16, 2016, from University of Wisconsin: <http://www.irp.wisc.edu/faqs/faq2.htm>
- United States Census Bureau. (2016, August 11). *American Factfinder*. Retrieved from United States Census Bureau: factfinder.census.gov
- US Census. (2016, September 5). *American Factfinder*. Retrieved September 5, 2016, from US Census: <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>
- US Census. (2016, September 5). *Community Facts*. Retrieved September 5, 2016, from U.S. Census: <http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>
- US Department of the Treasury. (2015, October 21). *Community Development Financial Institution Fund*. Retrieved September 23, 2016, from New Market Tax Credits: <https://www.cdfifund.gov/programs-training/Programs/new-markets-tax-credit/Pages/default.aspx>
- Van Haecke, D. (2016, July 21). Boulder City Clerk. (J. Cornish, Interviewer)
- Wikipedia. (2016, July 23). *Boulder, Montana*. Retrieved August 18, 2016, from Wikipedia: https://en.wikipedia.org/wiki/Boulder,_Montana#cite_note-radio-18
- Wikipedia. (2016, August 17). *New Markets Tax Credit*. Retrieved September 23, 2016, from Wikipedia: https://en.wikipedia.org/wiki/New_Markets_Tax_Credit_Program
- Wilcutt, D. (2016, August 2). Financial Services, Development Services Division, Montana Department of Health and Human Services. (J. Cornish, Interviewer)