

# ***DOWNTOWN BOZEMAN IMPROVEMENT PLAN***

*June, 1998*



*Bozeman, Montana*



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## Section I. Introduction



Figure 1 – Location Map



Figure 2 – Historic Downtown Bozeman

### Project Context & Background

Bozeman Montana, the County Seat of Gallatin County, was incorporated as a city in 1883. Early in its history, Bozeman was awarded the state's agricultural college, which expanded a mercantile and farming community into a center for higher learning. With the passage of time, Bozeman has also enjoyed the economic benefits of the growing popularity of Yellowstone National Park and the increased interest in outdoor recreational activities.

These events have kept Bozeman's economy and the health of its Downtown relatively strong. However, a strong economic base has not prevented the effects of age and deterioration from altering Bozeman's Downtown infrastructure and buildings. These effects are magnified by the increased competition that has come with the growth of suburban retail centers, a situation which has economically devalued many downtowns in the United States.

Downtown Bozeman, unlike many traditional downtown business districts, has thrived in the face of stiff competition from suburban malls, assorted strip retail, discount houses, and, more recently, the "big box" retail store. Retail storefronts on Main Street are nearly all occupied. Rents range between \$10-\$18 per square foot. One or more buildings in each block of the five-block area (Main Street National Register District) have been substantially renovated; several have been expanded.

In 1995, the Downtown Bozeman Association asked the City Commission to appoint an Urban Renewal Study Committee. Many merchants and property owners expressed a concern that circumstances such as suburban infrastructure investment imbalance and growing competition from new outlying suburban retail centers were posing a serious threat to Downtown Bozeman. The Committee was tasked to explore the possibility of establishing an Urban Renewal District that would permit a Tax Increment Financing District. The Urban Renewal Plan, prepared by the Committee, was adopted in November 1995. An Improvement District Board (IDB) was appointed to administer the newly formed District. The Urban Renewal Plan formed a collective vision for improving Downtown.

The primary goal of this plan is to foster an economically thriving Downtown that attracts investment, stabilizes and strengthens the tax base, and supports the vitality and diversity of the Gallatin Valley as its social and cultural center. The community of Bozeman hopes to ensure the vitality of its Downtown for generations to come and to make Downtown a community in which Bozeman's citizens can take exceptional pride.

This project's task is to translate the objectives of the Urban Renewal Plan into an "Urban Design Plan and Program for Implementation". Work began in June of 1997 with a series of public meetings involving Downtown business owners and managers, interested citizens, and IDB members.

***Following are the nine guiding principles of the Urban Renewal Plan (adopted 1995):***

- 1. Strengthen Downtown's Economic Vitality*
- 2. "Community Partnership" is Fundamental to Downtown's Success*
- 3. Improve the Safety, Security and Health of the District.*
- 4. Downtown's Accessibility Shall Be Improved*
- 5. Downtown's Diversity Shall Be Facilitated*
- 6. The Cost of Projects and Programs Shall Be Weighed Against Their Benefits*
- 7. Downtown Shall Become More User Friendly*
- 8. The Image of Downtown Shall Be Continuously Improved*
- 9. Cultural Activities Shall Be Nurtured and Expanded Downtown*

Figure 3 – Urban Renewal Plan, Guiding Principles



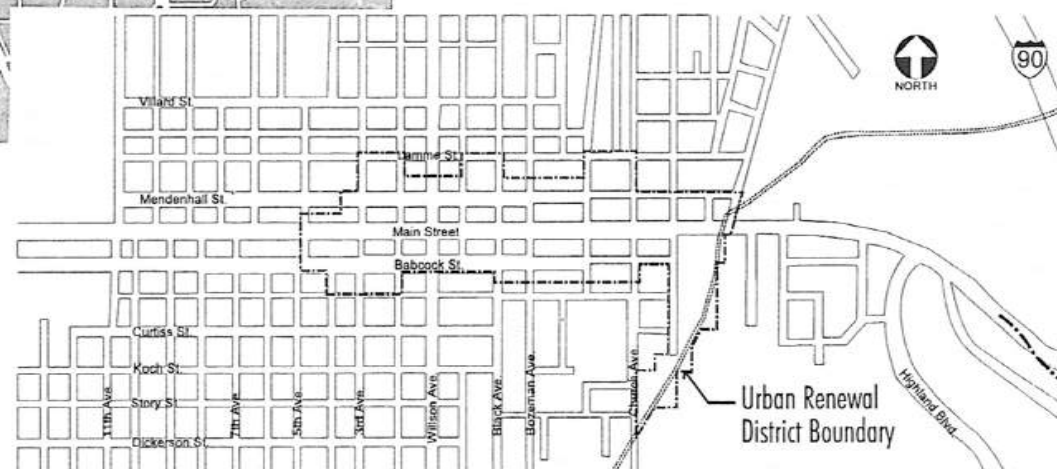
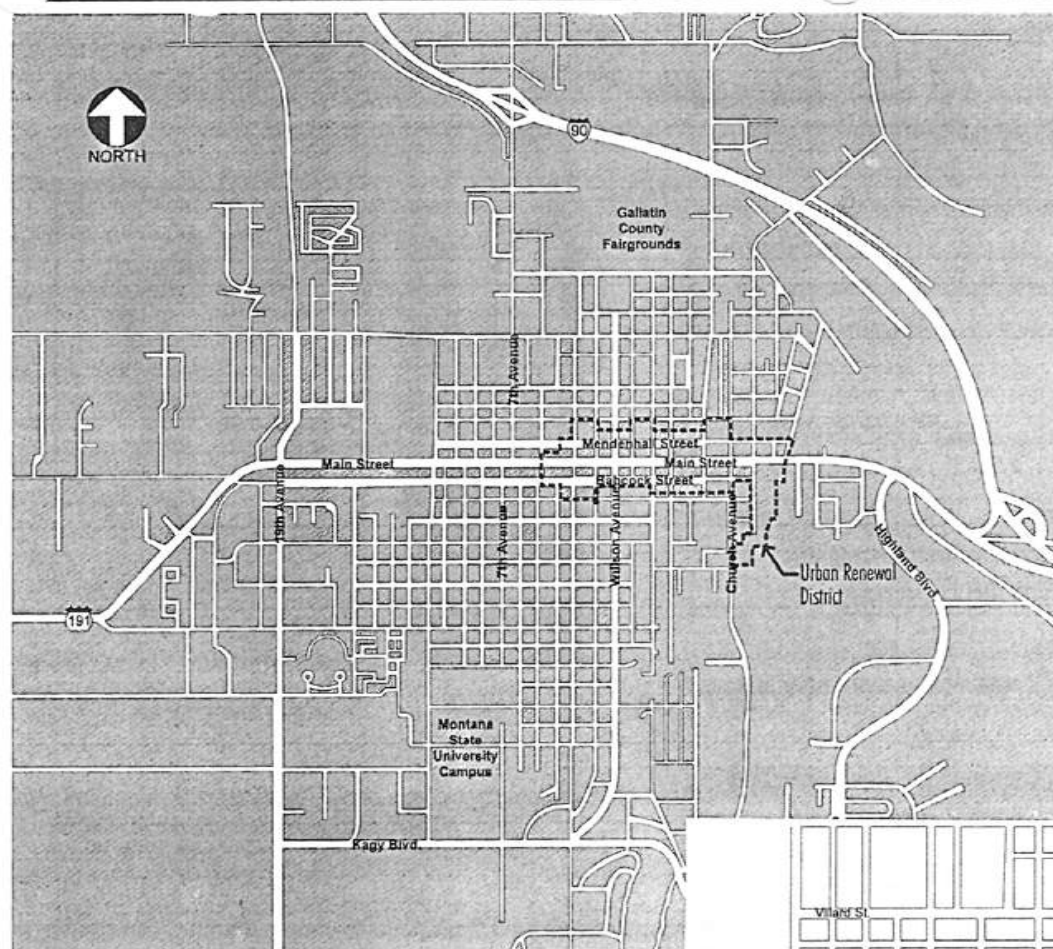


Figure 4 – Vicinity Plan, Downtown Study Area

The intent of the public meetings was to validate the principles established in the Urban Renewal Plan and to identify and prioritize the capital improvements and changes in policy needed to develop this plan. At the first series of meetings, a visual and business preference survey was conducted to identify the areas of most community concern and those in need of attention. At that time, an economic survey questionnaire was distributed to the Downtown business owners, along with a more broadly circulated general information survey. A summary of the responses to the surveys is located in Appendix C.

The ideas generated in these initial and follow-up site visits and surveys were developed into Downtown improvement alternatives. These alternatives were presented at subsequent business/community meetings for evaluation and refinement. The input from these sessions was refined to form four alternative improvement packages. These design packages included the following:

- **A Minimum Improvements Package** – This improvements package focuses on basic improvements needed to upgrade the public use areas of Main Street, including street lighting, trees, and parking.
- **A Basic Improvements Package** – These improvements are concentrated in the core area of Main Street and include an expanded program of street lighting, traffic signals, landscaping, parking, and sidewalk upgrading.
- **An Expanded Improvements Plan** – In this package the Downtown improvements area is enlarged to include all of Main Street, the boulevard extension to Main Street, gateway entry points, parking, and supporting side streets.
- **A Comprehensive Improvements Plan** – In this plan the improvement areas include the core area of Main Street, boulevards, gateways, side streets, the adjacent arterials on Mendenhall and Babcock, and special parking areas.

Estimated construction costs (see Appendix A) were developed for each of the project elements. Business and community members reviewed the design packages and associated costs. Their comments and prioritization of design elements led to the development of the preferred plan and implementation package that are presented in this report.

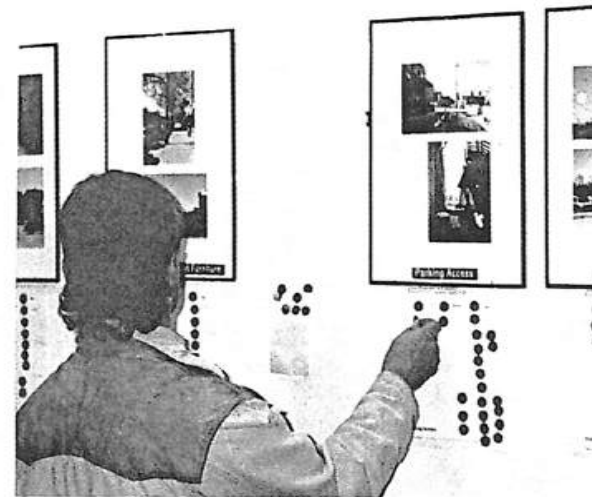


Figure 5 – May 1997 Public Meeting



Figure 6 – May 1997 Public Meeting

## Section II. Goals and Objectives



*Figure 7 – Downtown Bozeman 1997*

The Bozeman Downtown Improvement Plan has the following objectives:

### **Improved Business Climate**

By its general appearance, Downtown Bozeman is active, healthy, and economically sound. As with any physical plant, however, there is a need for ongoing maintenance and improvement to keep the area healthy and to stay ahead of the competition. The intent of this plan is to investigate projects that will support a healthy business climate and promote Downtown. These include:

## A Real Downtown

Good downtowns are not just retail centers. A real downtown also supplies a mix of uses, including offices, financial and service businesses, government and community facilities, housing, social and cultural institutions. Downtown Bozeman has the basic elements of this mix. This plan looks at ways to maintain and strengthen a diversified and real Downtown.

## Response to Change

The Gallatin County economy is obviously growing and changing. At the same time, business marketing concepts are also changing. Big-box retail, national chains, auto-access business, etc., offer direct competition to traditional downtowns. Now is the time to define response strategies that will keep Downtown competitive.

## Place to Visit and Return to

Downtown Bozeman has both a strong historic presence and a reputation for personal service and attention to customers. These are marketing advantages many national (non-locally-owned) retailers wish they could match. For example, note the “personal greeter” promoted by some national retailers. Building on and projecting this reputation is an important consideration in this plan.

## Comfortable, Convenient, and Attractive Place to Do Business

These elements are the basic functional characteristics of a successful downtown. Parking, circulation, and ease of access are key needs. An attractive, comfortable business setting conveys a message that “Our customers are #1.” This plan recommends options for improving these functional characteristics.



Figure 8 – Ellen Theater



Figure 9 – Bozeman Hotel



## Conservation of Historic Downtown

Downtown Bozeman (Main Street) is a National Register Landmark District. The area is a uniquely intact collection of historic buildings. The conservation of Historic Downtown Bozeman's image is a critical component in marketing Downtown as an attractive, interesting place to visit. Conserving Historic Bozeman is also a recognition of the area as a cultural focal point for the city.

The Ellen Theater provides an example of notable architecture and is a significant cultural feature of Downtown. The Ellen (Figure 8) is one of the few intact historic theater structures in the Northwest United States. Its interior is significant and still in excellent condition, and the building is a familiar centerpiece structure in the region. There is growing concern that the theater may be reconfigured as a retail space. The loss of the Ellen Theater would be a significant blow to both Downtown and the community as a whole. Other key Downtown features are illustrated in Figure 10.

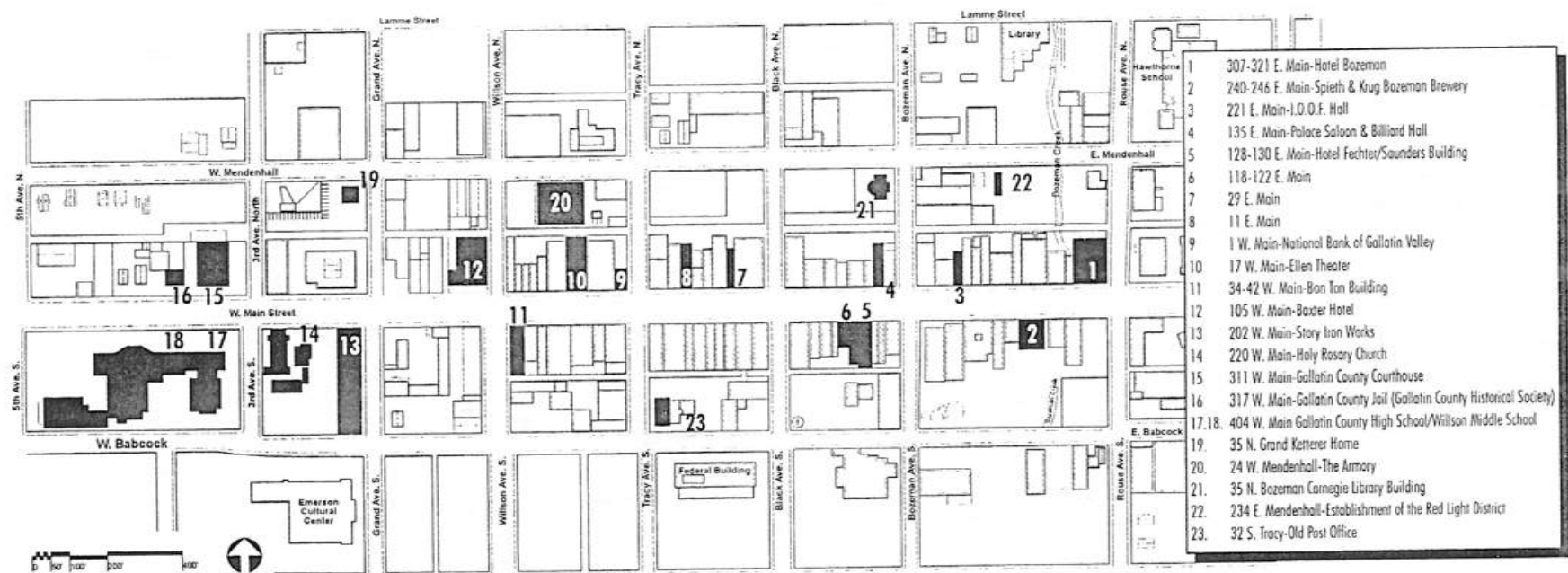
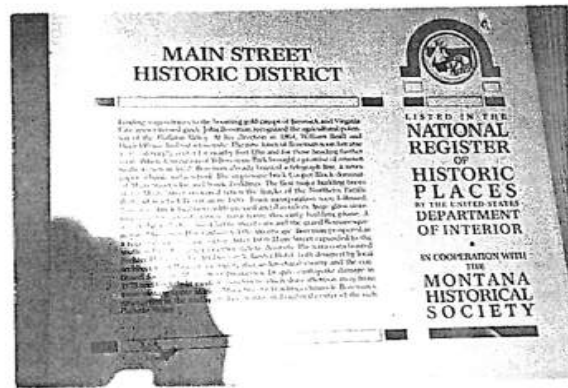


Figure 10 – Site Plan: Downtown Historic District and Significant Downtown Features



Colorful folding awnings are a prototype found on many of Bozeman's old buildings.

When possible, recreate signage and marquee to indicate building's original function.

Add new cap to reveal building's historic character.

Avoid aluminum or obviously non-historic profile replacements windows in historic structures.



Maintain original masonry.

Decorative glass is appropriate in entry doorways.

Paint or highlight building details to enliven the facade.



## Section III. Existing Condition

Block 310' ÷ 115"  
scale = 1" = 27'

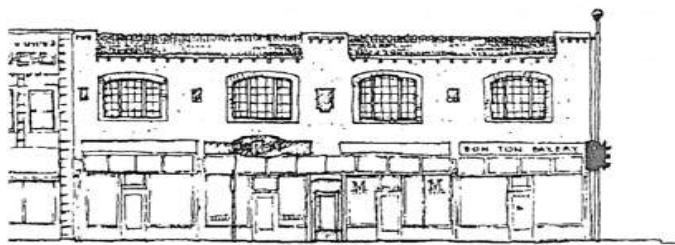


Figure 11 – Typical Existing Main Street Streetscape

Marquee signing is historic and works well with canopies.



Canopies are an attractive way to revitalize historic re-light areas found on many of Bozeman's old buildings.

Figure 13 – Example of Recommended Streetscape Improvements

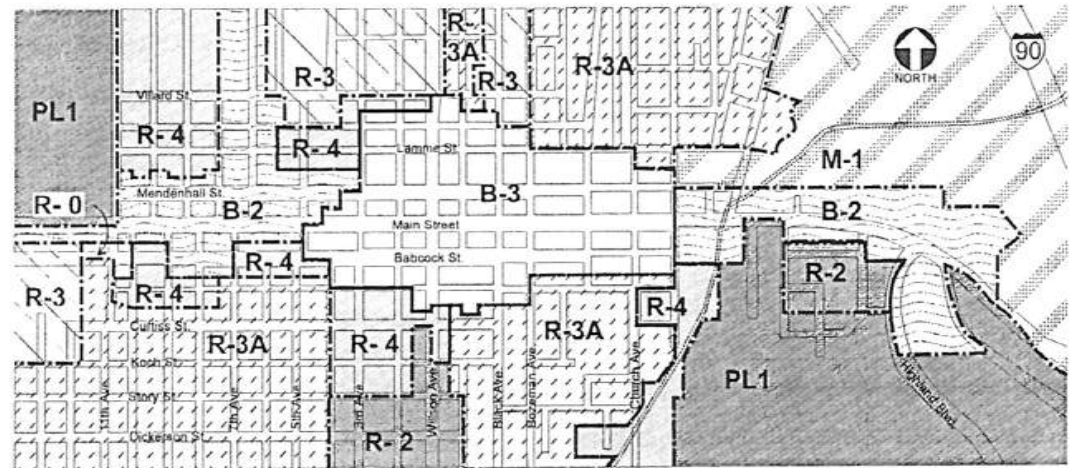


Figure 12 – Existing Zoning Map

In May of 1997, concerned citizens were asked to respond to a General Information Questionnaire. Also at that time, Downtown business owners were asked to provide general business information to be used in an economic condition analysis of Downtown. The results of these questionnaires are presented in Appendix C and highlighted throughout this section.

According to the questionnaire responses, a majority felt the unique mix of shops and services and the attractive historic architecture are the top features of Downtown Bozeman. In comparison, the feature that was considered the worst was the heavy traffic and snow removal problems on Main Street. The next concern was parking and pedestrian safety. Other negative features included the lack of a unified Downtown business plan and a general concern about a changing retail focus from service retail to tourism. The one-way street pattern on Mendenhall and Babcock, which is perceived as flowing the wrong way, was also a frequently mentioned issue of concern.

## Economic Setting and Changes

An economic analysis was prepared to summarize the characteristics and opportunities impacting Downtown Bozeman. The analysis reviewed the status of Downtown Bozeman within both its primary trade area (Gallatin, Madison, and Park Counties) and the larger south central Montana, eastern Idaho, and northwest Wyoming region (secondary trade area). This analysis forms the basis for preparing a potential retail sales growth estimate. This estimate is used to help define the scope and budget of the proposed Downtown improvement program.

## Market Area

Population growth in Gallatin County (from 1990 to 1996) averaged a very rapid 3.1% per year. The 1990 census indicates it is Montana's fifth most populous county, with 60,000 residents (1997 estimate). The county seat, Bozeman, is the state's sixth largest city, with a population of 22,660 (1990 census).

The State of Montana Department of Labor forecasts that the number of wage and salary jobs will increase by about 2.0% per year from 1997 through the year 2000, adding an additional 40,000 jobs statewide. Approximately 29% of these jobs are expected to come from the rapidly growing retail trade sector. Gallatin County has grown at nearly twice the state average, gaining more than 11,000 jobs between 1990 and 1998, and should continue to add jobs at above the state average until after the year 2000.

## Business Mix

According to tax records, Downtown Bozeman has approximately 133 businesses. Figure 14 shows the mix of businesses in Downtown Bozeman on the basis of sales revenue generated (it does not reflect relative gross leaseable areas devoted to each business type). The businesses generate estimated revenue of \$92.7 million (in 1997 dollars) with employment of more than 1,200 workers.

Retail trade accounts for \$41.9 million in estimated yearly sales. Specialty retail accounts for the major portion of Downtown retail. Figure 16 illustrates the comparison of Downtown's specialty retail sales to Gallatin County, primary and secondary market areas.

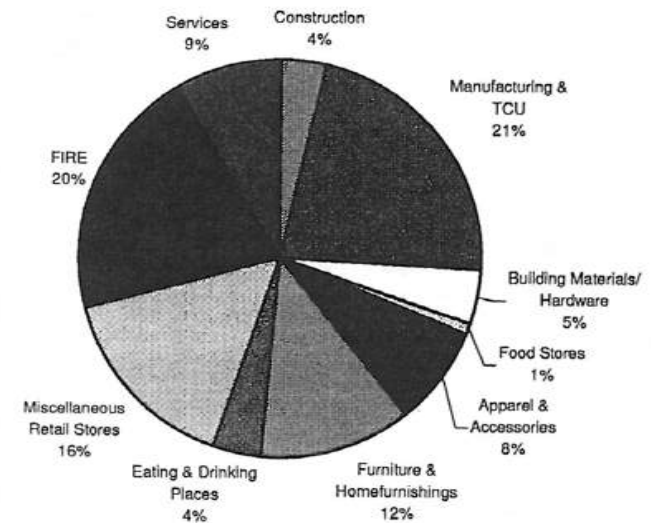


Figure 14 – Downtown Businesses by Revenue

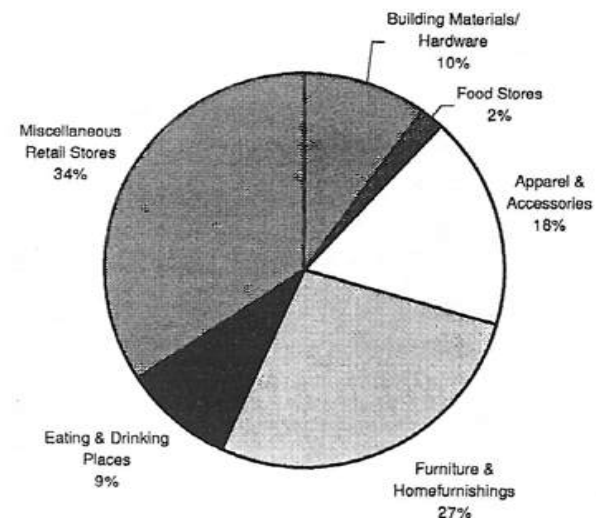


Figure 15 – Retail Businesses by Revenue

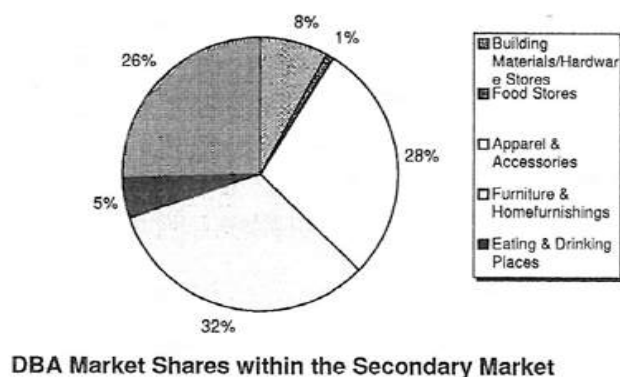
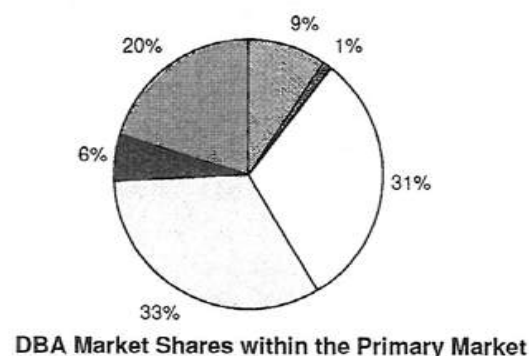
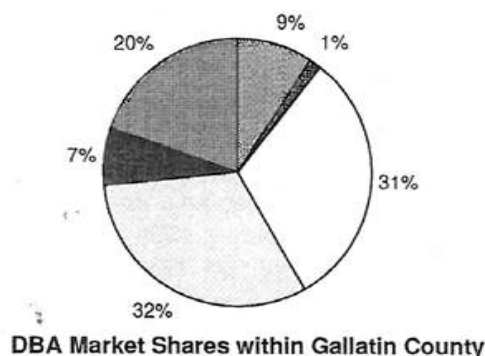


Figure 16 – Specialty Retail Comparison

## Sales Performance

Sales performance, calculated as sales volume divided by gross leaseable area, is an indication of the health and competitiveness of a commercial area. The sales revenue per square foot in Downtown ranges from \$98 to \$298 per year, depending on the business/market sector analyzed. Individual businesses report gross sales ranging from \$60 per square foot per year to over \$800 per square foot per year. Compared with national standards for similar business/market sectors, the overall sales performance of Downtown businesses is at or slightly higher than the national average. Figure 17 illustrates the comparison of Downtown revenue per square foot with the national average. It should be noted that sales performance is a general indication of health and competitiveness. It is *not* an accurate measure of profit. Differing competition, overhead, and product costs resulting in high sales per square foot do not necessarily equal high profits.

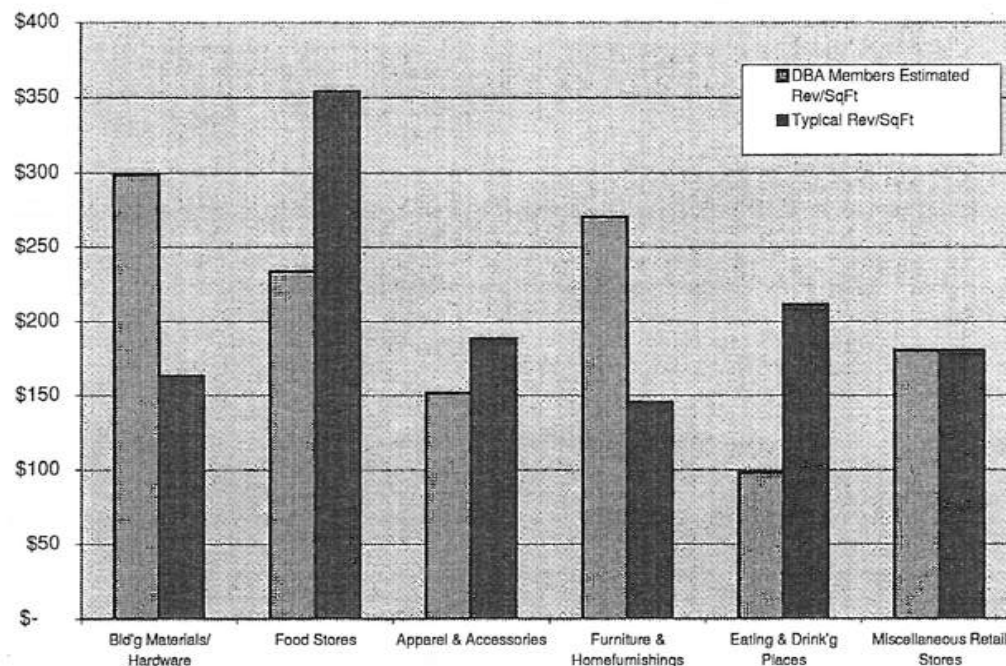


Figure 17 – Sales per Square Foot Comparison

## Tourism

Tourism is an important component of Downtown Bozeman's economic base. The Institute for Tourism and Recreation Research (ITRR) has conducted several surveys of nonresident visitors to Montana. Highlights of their research are presented in Figure 18.

The impact of tourism on the Bozeman area is very strong due to the proximity of Yellowstone National Park, numerous fishing and hunting lodges, the ski areas at Big Sky and Bridger Bowl, and numerous historic and cultural attractions. The economic impact of tourism on Downtown Bozeman could be significantly enhanced by a well-coordinated capital improvement program and a strong marketing plan.



Figure 19 – Bozeman's Backdrop

- ◆ Tourism is one of Montana's largest and fastest growing industries. Strength and growth in the industry are reflected in greater numbers of visitors and increasing economic impact when considered over time. During 1994, 7.7 million persons visited Montana, up 14% from 1991 levels.
- ◆ Nonresident visitors spent \$1.2 billion dollars in Montana during 1994 – an increase of 23% over 1991 levels (including both real growth and inflation).
- ◆ The nonresident travel industry (including direct, indirect, and induced impacts) supported 59,000 full- and part-time Montana jobs with a payroll of \$728 million. Total economic impacts from the industry are estimated at \$2.5 billion in 1994.
- ◆ During 1993, nonresident travel groups spent an average of \$87 per day. Retail sales accounted for 25% of expenditures and 27% was spent on restaurants, bars and other food service. Lodging and gasoline expenses each accounted for 18% of expenditures.

Figure 18 – Results of ITRR Tourism Surveys

What type of businesses do we need more of?  
*"Retail stores / shops that cater not just to tourists,  
 but to area residents and visitors alike."*

Less of?  
*"Specialized shops catering to tourists only."*

Figure 20 – Questionnaire Responses

	<i>Growth between 1990 &amp; 1997</i>	<i>Annual Growth Forecasts</i>
Gallatin County	4.1%	1.5% to 1.9%
Primary Market	3.9%	.4% to 1.4 %
Secondary Market	2.8%	.6% to 1.2%

Figure 21 – Projected Annual Retail Sales Growth

## Market Analysis

The advent of the big-box retail concept and continued growth of strip mall developments in the primary (and secondary) markets will continue to pressure the sales potential of Downtown. The key to succeeding in the face of this competition is to focus on the business sectors where Downtown is the strongest, including specialty retail and personal service, and to avoid competition based on lowest price. Downtown businesses have already gone a long way toward developing this strategy. Future growth in sales is tied to further refinement of this strategy. Implementation of the proposed Downtown Improvement Plan will significantly help in developing an expanded customer base.

Between 1990 and 1997, total retail sales in Gallatin County and Bozeman's primary and secondary trade areas grew between 2.8% and 4.1% annually, as illustrated in Figure 21. Future growth in real terms (adjusted for inflation) is expected to lag behind the 1990-1997 trend but continue to be positive, as illustrated in Figure 21.

In all sectors, Gallatin County is expected to outperform the primary and secondary market areas. Downtown Bozeman should perform at approximately the same rates as Gallatin County; that is, real growth is projected to range between 1% and 2% per year for most retail sectors during the next ten years.



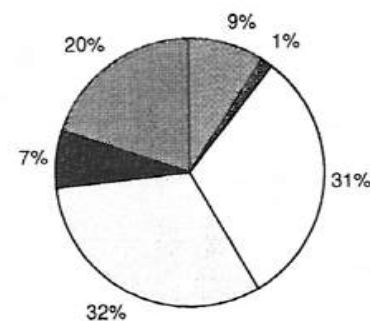
## Items to Address

### ■ Need to Maintain Market Share

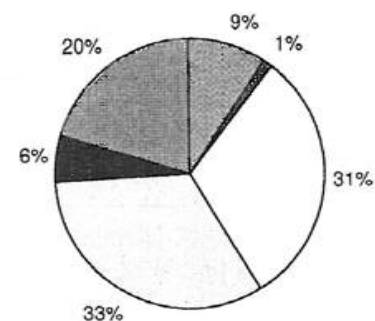
The significant issues facing Downtown Bozeman are not the standard issues of a bottomed out business area needing to be reborn. *Downtown Bozeman is an active, viable business area on the brink of change.* According to available information, Downtown has remained economically stable in spite of major changes in business character and ownership. Downtown Bozeman's survival is directly attributed to two factors: (1) specialty retail sales growth in Gallatin County has expanded at a rate nearly equal to the growth of retail outlets in the trade area, and (2) the local retail and service business lost to outlying centers has been replaced with tourism-based business.

The results of this assumed paralleling of growth rates has been that Downtown has had the opportunity to remain viable in the face of growing competition from new development. *The issue facing Downtown Bozeman is how to retain and strengthen its economic position.* This issue is critical in light of State of Montana forecasts predicting that economic growth will be slower in the next five years. If growth slows as predicted and development of new retail continues (also predicted), a surplus of retail space will develop, and more and more economic strength will be sapped from existing areas.

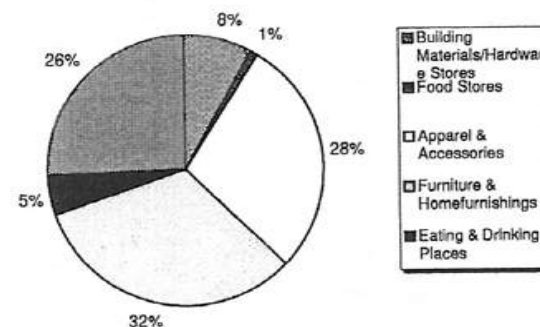
Currently Downtown Bozeman holds approximately a 6.6% market share for retail sales in Gallatin County (5.5% in the primary trade area). What Downtown must do to remain strong is to maintain and strengthen its share of the market. If, for example, the county grows at an inflation-adjusted 1% to 2% annual rate and Downtown follows at a slower rate or actually declines like many downtowns, it is in fact losing competitive position, income, and its attractiveness to new investment. Downtown *must* respond to this potential early and with a significantly strong statement. Today Downtown can respond from a position of relative strength. If the community waits until Downtown's market share declines significantly, the opportunity to respond with strength will not exist. *The cost of bringing back a sick Downtown is much higher and significantly more risky than protecting a viable Downtown.*



DBA Market Shares within Gallatin County



DBA Market Shares within the Primary Market



DBA Market Shares within the Secondary Market

Figure 22 – Market Share





Figure 23 – Local Competitors

## ■ Need for Action

The general recommendation of this plan is that *now is the time to look seriously at strengthening Downtown Bozeman*. Waiting and hoping will not work. Waiting until the need is obvious or past due will result in more expensive solutions with fewer resources available.

**Options Available.** The options for strengthening Downtown are these:

Option	Likelihood of Success
1. Do nothing; depend on growth.	<i>Little (a retreat strategy likely to result in decline)</i>
2. Prepare a plan and seek public funds and grants for implementation.	<i>Poor (few programs with money available)</i>
3. Individual property owners and businesses define a plan and implement that plan.	<i>Fair (some risk because costs fall on few people)</i>
4. Balance a plan based on the economic benefits expected; attack the problem early and spend wisely, using both public and private contributions.	<i>Good (requires constant management and coordination)</i>

The balanced plan (Option 4) is the approach recommended in this plan. Implementation of this improvements approach will take continuing work from the Downtown Bozeman Association, the Improvement District Board, Downtown business and property owners, and City officials if it is to succeed.

## Streetscape and Physical Setting

### Sidewalks

Existing sidewalks throughout Downtown are old; the majority are the original concrete sidewalks built in the 1930s. A variety of patterns and styles have emerged over the years as owners replaced portions of sidewalks in front of their properties. The original sidewalk on Main Street was twelve feet wide. Approximately twenty years ago, a three-foot strip was added to both sides of Main Street, making the total width of the sidewalks fifteen feet. This is considered a minimum width for existing and projected pedestrian volumes on Main Street.

In most instances, the sidewalks on the side streets and Mendenhall and Babcock are ten feet wide or less. Willson Avenue is the exception, with approximately twelve-foot-wide sidewalks. The ten-foot width does not allow for the installation of street trees on these side streets unless the trees are located on private property. Willson Avenue is the only side street that has sidewalks wide enough to accommodate street trees.

The sidewalks that exist in the areas outside the Main Street core area are also in fair to poor condition. They are of basic design, lacking any special surface treatments or amenities.

### Snow and Ice

Winter storms often make it difficult for both pedestrians and vehicles visiting Downtown during the coldest months of the year, which are also the busiest months for many retailers (holiday season). Snow and ice removal from the sidewalks is a continuing and time-consuming process for businesses. During the worst conditions, ice builds up along both the sidewalk and traffic lane edges. This condition inhibits parking access and pedestrian movement from the parking area to the storefronts. Merchants are responsible for sidewalk snow and ice clearing in front of their stores, but the lack of a coordinated removal program results in the problem of snow and ice build-up at the sidewalk edge.



Figure 24 – Existing Sidewalks on Main Street Are a Variety of Patterns and Styles Created Over the Years.

What is the first thing you would propose Downtown do to improve itself? (Assume cost is not an issue.)

*"Make it more pedestrian friendly, provide small public gathering places."*

What do you think is Downtown's best feature(s)?

*"Historic character, without it, downtown would probably be in real financial straight due to commercial strip competition"*

Figure 25 – Questionnaire Responses



*Figure 26 – Existing Street Furniture Is Unrelated to the Historic Character of Downtown Bozeman.*



*Figure 27 – Snow Storage Needs Can Reduce Available Off-Street Parking*

## Street Trees

Street trees are a major visual and aesthetic component of the Downtown streetscape. They add a much-needed amenity to the street, providing a continuous and changing design element which carries throughout Downtown. They help mitigate air pollution, absorb noise, and save energy by shading buildings in the summer and letting in light in the winter. Trees also provide a pedestrian amenity important to Downtown by being both psychologically and aesthetically pleasing.

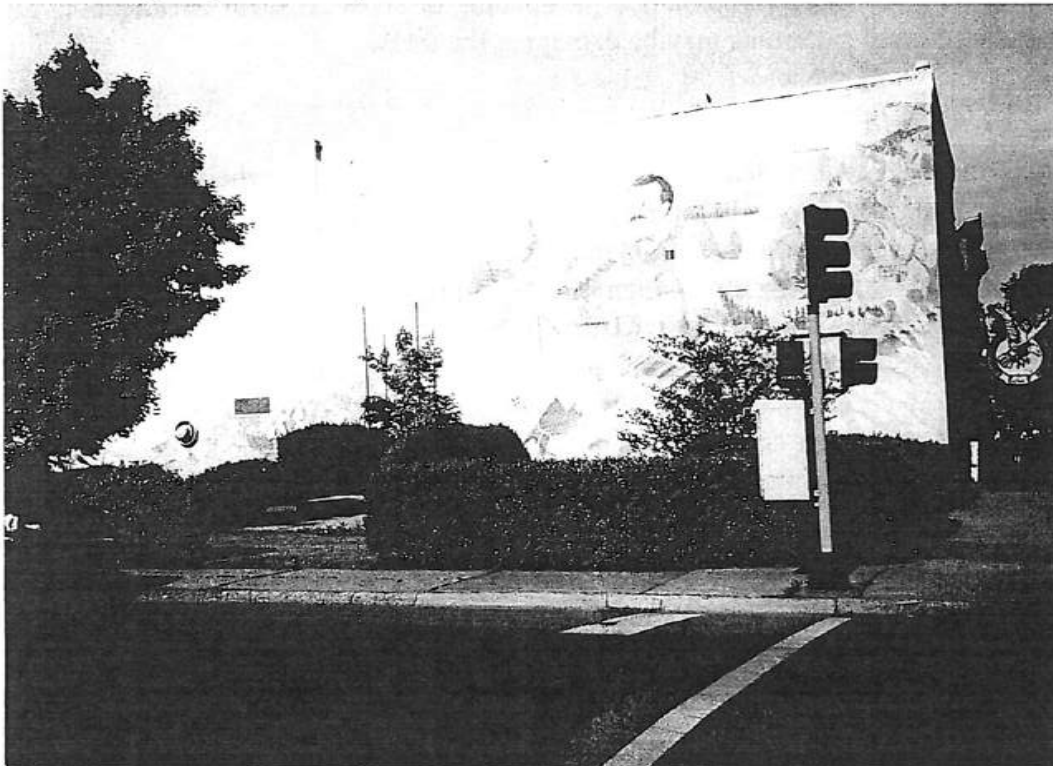
There are a limited number of existing street trees along Main Street. This past year approximately a third of these trees did not leaf out in the spring. The cause of this cannot be completely determined unless a dead tree is dug up and its root ball examined. But observations by landscape architects are that either a lack of moisture caused by too small a tree pit opening or snow removal chemicals used on the street and sidewalks may be damaging the trees.

## Street Furniture

Street furniture adds a pleasant pedestrian scale to Downtown when attractive and recognizable features are used. The existing street furniture (bike racks, trash receptacles, etc.) in the Downtown area are in most cases unrelated to the historic character of Downtown. Although street furniture can be utilitarian, there are compatible street furniture designs that can be used, including benches, water fountains, kiosks, and clocks. Individual store owners on Main Street have also placed a few specially designed benches in front of their stores. In addition to being a popular item serving a functional purpose, these benches add a unique feature to Downtown Bozeman.

## Public Art

Murals, statues, and water features are just a few of the artwork opportunities that can also be used to interpret Downtown Bozeman's character and history. There are a few public art elements currently sited in Downtown. The most obvious public art element is the mural on the building siding the park at Main Street and Rouse. This site once housed the City Hall and Bozeman Opera House. This mural, which depicts the history of Gallatin County, is faded and in need of replacement. Public art can be used to illustrate community pride and identification, create a recognizable landmark, bring people Downtown, and promote the identity of Downtown as a unique place. The inclusion of quality public art plays an important role in creating an improved Downtown image, and it is an integral part of this plan.



*Figure 28 – Existing Mural Depicting Bozeman's History (in need of repair)*



*Figure 29 – Creative Public Art*



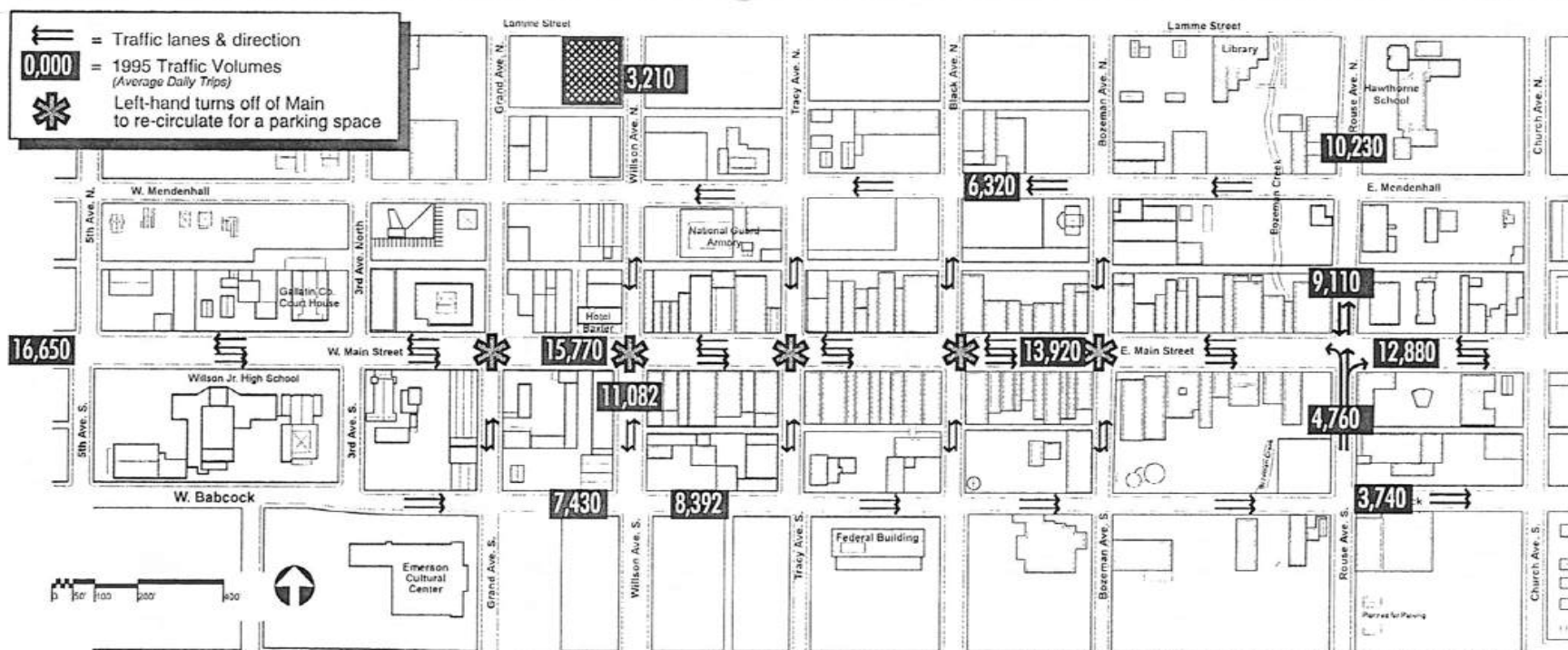


Figure 30 – Traffic Considerations

## Traffic Considerations

Convenient, safe, and attractive access is essential to the economic well-being of all business centers. The quality of accessibility is measured by users/customers visiting business centers by car, bus, bicycle, or foot. Centers that provide a convenient, safe, and aesthetically pleasing environment have a significant advantage. If favoritism is to be shown, it is important to err on the side of pedestrians. People feel most vulnerable when on foot and, if at risk, will not frequent a business center.

Downtown Bozeman is fortunate that it is central within the community, its shape and size are conducive to strolling, it has good access streets, and it is within walking and cycling distance of a sizable population. However, it does have shortcomings, particularly with respect to easy pedestrian access. The Babcock

What is the first thing you would propose Downtown do to improve itself? (Assume cost is not an issue.)

*"Control Main Street – local control is most important"*

*"Re-direct the 2 one-ways – reverse directions so it flows better."*

Figure 31 – Questionnaire Responses

and Mendenhall one-way couplet, for example, forms a significant pedestrian barrier between Downtown and the neighborhoods. Other access issues include:

- Downtown merchants wish to promote special events and activities on Main Street that require temporary street closure, which requires permission from the Montana Department of Transportation (MDOT). Gaining MDOT's permission is difficult and sometimes impossible. Most business owners feel the closure of Main Street should be a local decision.
- Large semi trucks, many carrying goods between the Midwest and West Coast, often shortcut I-90 and I-15 via Main Street. Drivers, when asked why they chose to exit the interstate system to drive on local roads, gave answers ranging from "I was bored" to "I wanted to look at the pretty college girls."
- Since the State DOT controls Main Street, it regulates the design of the street's paving, lighting, signing, and traffic signal system. Downtown interests would like well-designed fixtures and features reflective of Bozeman's historic character that MDOT does not provide.
- The current Mendenhall/Babcock one-way couplet flanks Main Street and runs in the opposite direction of most one-way systems. This confuses visitors and complicates Downtown circulation by forcing repeated left turn movements.
- The Mendenhall/Babcock couplet requires the use of Rouse as a one-way street—for only one block—to reconnect traffic on Babcock to Main Street. This creates a signing problem and confuses visitors.
- Crossing one-way streets poses pedestrian hazards. These hazards are magnified for the handicapped and elderly. Many cases have been documented of a vehicle stopping for a pedestrian while the vehicle in an adjacent lane continues across the pedestrian's path without stopping.
- Wintertime weather creates unique problems. One of the more obvious is the accumulation of stored snow from the streets, parking areas, and sidewalks. During large snowfalls, the center of Main Street is used as a snow storage area by MDOT crews. The stored snow sometimes becomes so high it limits motorists' sight lines. Merchants feel improved Downtown snow removal is a high-priority concern.
- Lighting safety and appearance are also concerns. Downtown lighting varies from poor on Main Street to almost nonexistent on side streets, in alleys, and in parking lots. Main Street's existing fixtures are unaesthetic and many are rusting at the base. One fixture recently toppled on a windy afternoon, narrowly missing a pedestrian.



Figure 32 – Traffic on Main Street During Peak Hours.



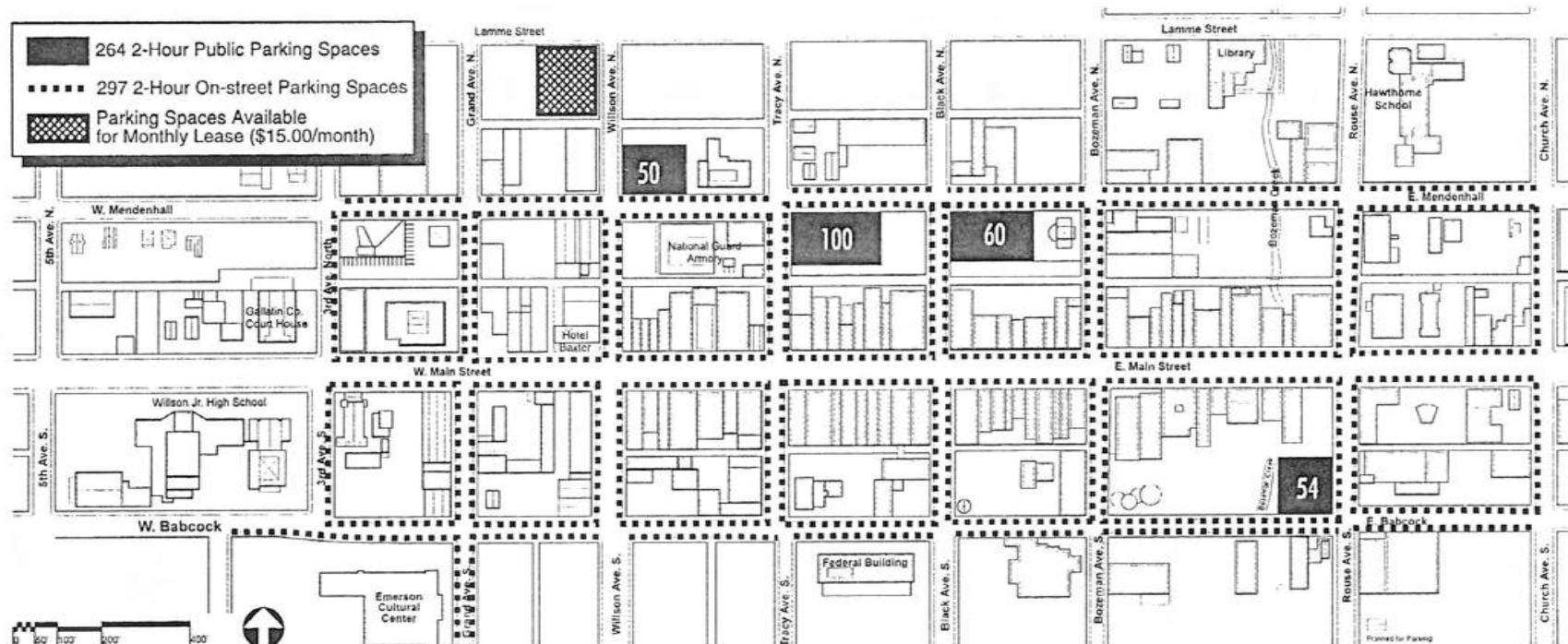


Figure 33 – Location of Public Parking

	Spaces
On-Street/Curb-Side	297
Private Off-Street	963
Public Off-Street	264
<b>Total</b>	<b>1,524</b>

Figure 34 – Existing Parking Tabulation

What is the first thing you would propose Downtown do to improve itself? (Assume cost is not an issue.)

*"Provide better parking access and visibility as well as availability"*

Figure 35 – Questionnaire Response

## Parking

Parking is a problem in Downtown Bozeman during the peak summer months and holiday periods. The apparent shortage of space is exacerbated during the winter by the loss of spaces to accommodate snow storage. During other, non-peak periods there appears to be sufficient parking capacity. The shortage of customer parking during peak periods is, however, a major problem for retailers because it is during these periods that they generate a large portion of their annual revenues.

Parking management is also a problem in Downtown Bozeman. The City leases convenient, easy-to-access spaces in public parking lots for \$240 per year. These spaces, predominantly occupied by business owners and employees, if set aside for customers, could each produce gross sales revenues of \$20,000 to \$30,000 per year. On a per-space basis, this is potentially worth \$2,000 to \$3,000 in profit per

year. In theory, the City should charge \$2,000 to \$3,000 per year for a prime parking space. With approximately 100 such prime spaces in question, Downtown could be losing potential sales revenues of over \$2,000,000 in gross sales per year.

There are two visitor types in Downtown. The first are those who come with a purpose; they know what they want, where it is, and the easiest way to get there. The second visitor (tourist) hasn't spent much time, if any, in Downtown Bozeman and is there to look around and see what is available. Good signage is needed to direct this visitor/customer to convenient parking.

The Downtown Bozeman Urban Renewal District contains approximately 1,512 parking spaces. Of these spaces, 252 are located in public parking lots, 963 are private parking spaces, and 297 are public on-street parking spaces. The parking-to-store-area ratio in Downtown Bozeman is 4 cars per 1,000 square feet of gross leaseable building area (GLA). Four parking spaces per 1,000 square feet of GLA is considered optimum and 3.5 spaces acceptable in community centers. Parking evaluations for public lots and on-street parking were made periodically; the results follow:

- Downtown has a parking management problem.
- Visitor and customer spaces need to be those that are the easiest and most convenient to use.
- Many employees, tenants, and owners park in spaces that are intended to serve business customers. Additionally, a significant number of spaces in the primary public parking lots are leased to employees and business owners.
- Downtown does not have enough public parking spaces for visitors and customers during peak sales periods.
- Due to excessive code requirements, many spaces in private lots are underutilized, while there is a shortage of public parking.
- An off-street parking lot that accommodates recreational vehicles and tourist buses during peak summer months is needed.



Figure 36 – Public Off-Street Parking Is Near Capacity at Midday During Peak Months.

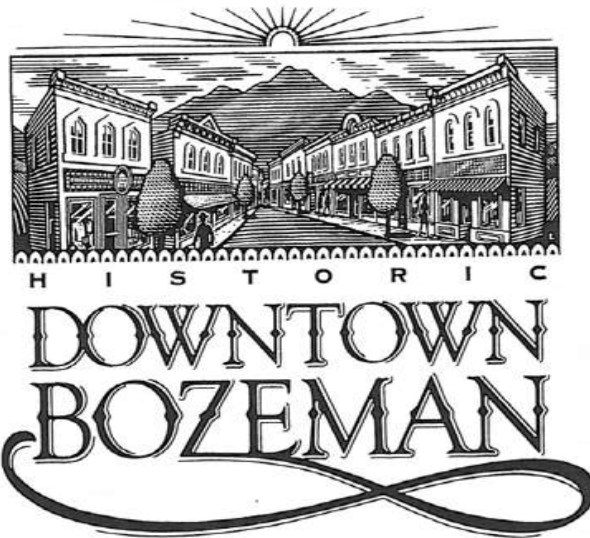


Figure 37 – Existing Signage Indicating a Public Parking Lot

## Section IV. Coordinated Improvement Strategy



Figure 38 – Improvement Concept Sketch



Downtown Bozeman needs to take maximum advantage of the assets that currently support its economic base. These assets serve as the foundation for a productive Downtown improvement program and include its:

- Historic character/Western image
- Unique mix of shops and services
- Attractive physical setting
- Customer-friendly business attitude
- Proximity to Yellowstone Park and other recreation areas

The functional issues to be addressed can be summarized as follows:

- Creating a more convenient and attractive customer environment
- Making customer access safe and efficient
- Providing more convenient, easy-to-use, and well-signed public parking
- Developing a strong, aggressive marketing program

## Coordinated Improvement Strategy

Improving Downtown Bozeman will require both strategic planning and a disciplined work plan. The strategic plan element will need to focus on the potential economic benefits of strengthening Downtown.

The economic concept of this plan is based on the premise that Downtown improvements will be coordinated with the expected economic benefits to the community. The Downtown Improvement Plan is defined by three elements. These are:

1. **Business Climate.** Implement selected projects that are most likely to improve the retail business climate in Downtown.
2. **Parking and Convenience of Use.** Implement projects that improve parking availability and customer access to Downtown properties and businesses.
3. **Attractiveness.** Create a Downtown business setting designed to attract customers and create new business opportunities.

The strategy outlined in this plan is to balance the improvement budget with the benefits expected from their implementation. This budget is developed using three potential funding sources: local business and property assessments, community improvement grants, and public funds for improving transportation, historic preservation, and public facilities.

The local business share of the budget is based on the following assumptions:

1. **Investment to Retain Market Share.** Retail sales in Gallatin County are conservatively expected to increase at an *inflation-adjusted rate* of between 1% and 2% per year for the next ten years if Downtown retains its county-wide market share. This translates to a potential real sales increase for Downtown of between \$419,000 and \$838,000 per year. With a balanced improvement program and marketing plan in place, this should happen. Without a coordinated improvement plan and marketing program, Downtown will probably experience no growth and may see a decrease in

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### *Income Source*

Natural Retail Sales Growth

Project Implementation

Grants and Public Funds

---

Available for Downtown Improvement Budget  
(1998 Dollars)

real sales. It would be reasonable to assume a minimum of 5% of the expected gain could be spent on the improvement plan (\$20,950 to \$41,900 per year). This formula would generate between \$419,000 and \$838,000 (\$628,000 average) during the life of a 20-year improvement plan.

2. **Investing in Increased Sales Potential.** A well-developed and well-designed downtown improvement plan is normally expected to improve downtown business (retail sales) by between 3% and 7% per year. This is a conservative assumption. The smaller and less coordinated the improvement program is, the lower the expected benefit. It would seem a middle ground (5% sales increase) would be an appropriate budget in Bozeman. Based on current Downtown sales volumes of \$41,900,000 per year, a 5% sales increase will generate approximately \$2,100,000 in additional sales. Again allowing 5% of this increase to the improvement program will generate \$105,000 per year, or approximately \$2,100,000 in a 20-year implementation cycle.
3. **Grants and Public Funds.** The combination of expected natural growth in the market area and increased sales due to a Downtown improvement program would conservatively generate approximately \$2,050,000 to invest in Downtown improvements during a 20-year improvement plan. It would be appropriate to assume that providing over \$2,500,000 in private improvements for public use should generate some public response in the form of matching funds for street improvements, public parks or open spaces, public art, or economic development. In developing a plan for Downtown Bozeman, it is assumed that grants and public funds for Downtown improvements can be sought at a minimum ratio of \$1 of public or grant money for every \$3 of private funding. At this ratio, public or grant sources would contribute approximately \$800,000 to the Downtown improvement budget.

<i>Yearly Income @ 5% of Gross Sales Increase</i>	<i>Total Available (20 Years)</i>
\$20,950 to \$41,900	\$419,000 to \$838,000
\$105,000	\$2,100,000
	\$800,000
	\$3.3 to \$3.7 million

Figure 39 – Downtown Improvement Budget Summary

The combination of items 1, 2, and 3 above yield an initial Downtown improvement budget of between \$3.3 million and \$3.7 million (1998 dollars).



## Work Plan and Management

The benefits of the Downtown plan are not all achieved by the construction of physical improvements. The plan will also need effective management during its planning, construction, and operation. The plan should also devote sufficient resources to marketing, advertising, parking and parking management, and yearly maintenance items, such as snow removal, flower baskets, etc., needed to support the plan. It is assumed these elements of the plan, if fully utilized, will improve the total economic strength of Downtown.

- A good marketing and program management program should contribute between 2% to 3% in additional Downtown retail sales, or an annual sales increase of \$838,000 to \$1,250,000 (average \$1,044,000). If a portion of this increase (5% to 10%—assume 7.5%) were devoted to maintaining and marketing Downtown, it would generate an operating budget of approximately \$80,000 per year.
- In addition to this sum, creating 150 additional parking spaces for customers could support up to \$1,500,000 in additional sales. If a portion of this increase (say 5%) is set aside to promote and market Downtown, it could add as much as \$60,000 to \$75,000 per year to this budget.

The following list of recommendations was developed using the above budget allowances. The project and its costs should be continuously monitored to ensure conditions have not changed and that budget projections remain accurate. General indications are that most budgets outlined are based on conservative assumptions.

### Priority 1 Projects: Improving Main Street

#### Main Street between Rouse and Grand Streets

The following Priority 1 projects are recommended for the Downtown Main Street core area. They include:

##### *Sidewalks*

(Estimated Budget: \$757,200)

The existing sidewalks and curbs will be replaced throughout the core area. The work will also include light and signal standard foundations and the laying of

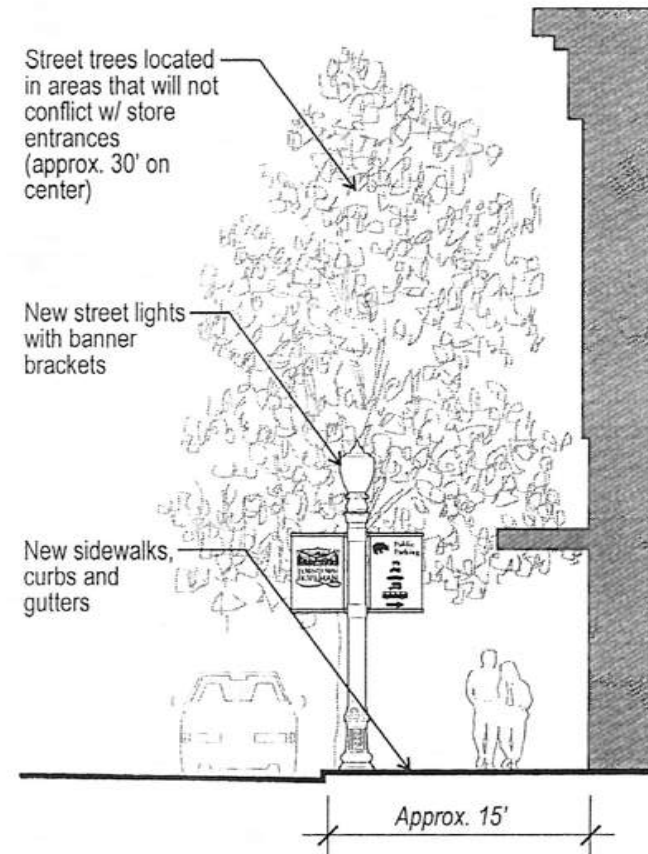


Figure 40 – Main Street Sidewalk Section

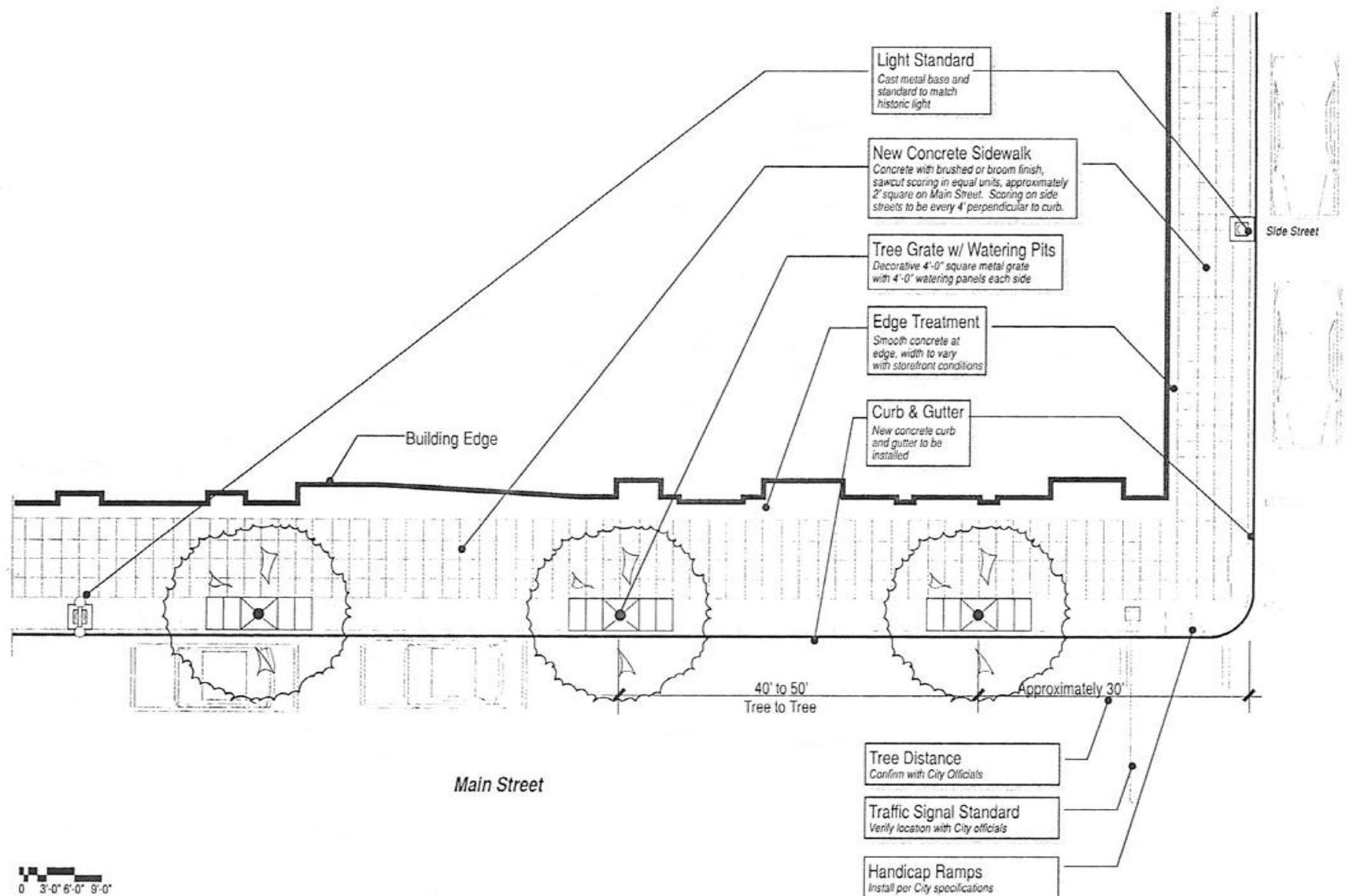


Figure 41 – Recommended Sidewalk at Main Street

electrical conduit. There are an unlimited number of patterns and designs that can be created for Downtown sidewalks. Limitations to the design include cost factors and the physical environment (frost, temperature fluctuations). Figure 40 illustrates a potential sidewalk design for Main Street. Sidewalk construction is recommended to be of concrete, with a brushed surface and a 2'-0" square grid pattern cut into the surface. Of the options analyzed, this is the most cost-effective paving to install and maintain. In addition, it is considered compatible with the historic character of Downtown Bozeman.

Artwork—for instance, brass inlays depicting footprints of indigenous animals—could also be included in selected sections of the sidewalks. They would be part of a larger parking identification system and will be coordinated with improved pathways leading to the public parking lots. These features are intended to advertise the connections between Main Street and the parking areas. *This is a much-needed connection if the business area expects to ever address the perception of a Main Street parking shortage.*

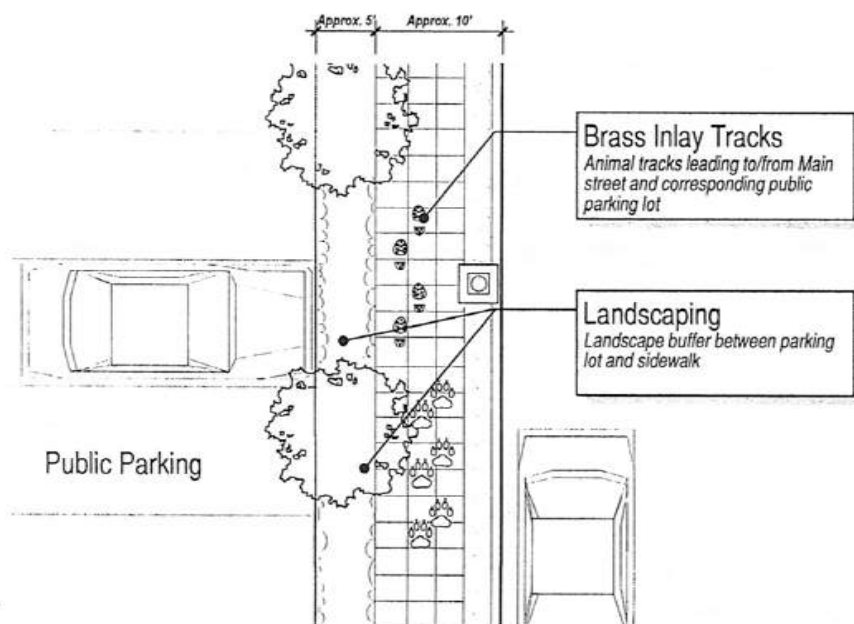


Figure 42 – Pathway to Parking



Figure 43 – Historic Light Fixture

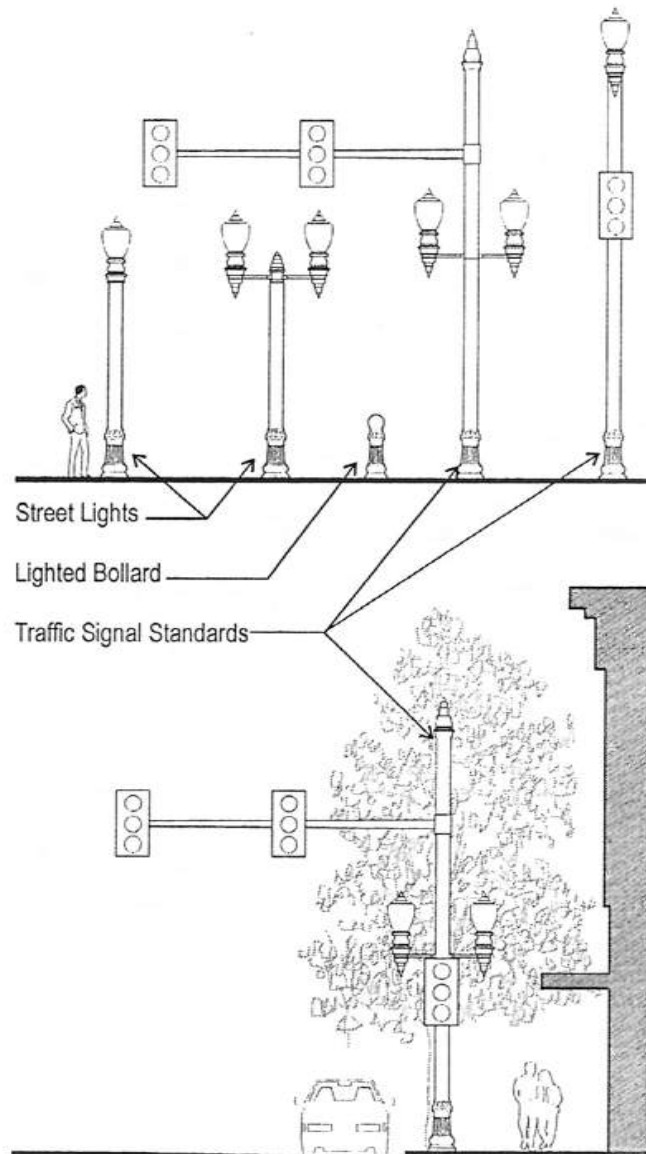


Figure 44 – Recommended Historic Light,  
Recast from Original Bozeman Standard

### Street Lights and Traffic Signals

(Estimated Budget: \$359,200)

The historic motif street lights and traffic signal standards recommended for Main Street are derived from the original Bozeman light standards which once lighted the area. Both the new lights and signal standards are to be designed using castings that replicate these original light fixtures. The current agreement with Montana Power Company will need to be modified to maintain the lights and provide power.

### Street Trees

(Estimated Budget: \$98,800)

Additional street trees matching those now on Main Street are recommended for the core area. These trees are to be planted in oversized tree pits with removable watering panels. The watering panels provide a larger surface area for better moisture absorption and are intended to reduce the tree loss experienced in the winter of 1997. Decorative 4'-0" square malleable cast iron tree grates are to be included. These tree pits will be installed around existing trees.

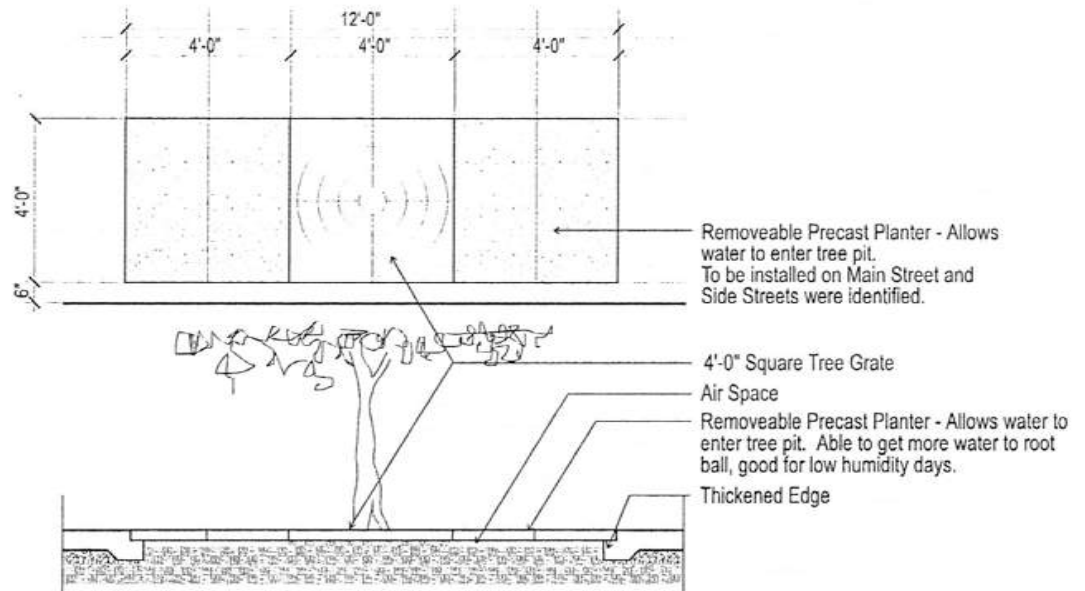


Figure 45 – Recommended Street Tree Pit

All new street trees should have a minimum trunk caliper of 3½ inches when planted to ensure their visual impact and durability. If a tree species other than those now on Main Street is desired, a round or columnar shaped tree is preferred. These shapes provide maximum shade and the least obstruction to storefronts and signs. The City has a list of acceptable trees, including the following: Summit Green Ash, Common Hackberry, Black Locust, Sugar Maple, European Mountain Ash, Seedless Honey Locust, American Linden, and Burr Oak.

### Signage

(Estimated Budget: \$29,000)

The signing improvements recommended for the Downtown core include:

- **Parking Identification.** Many customers equate Main Street parking availability with a lack of parking. The reason for this perception is the poor designation, signing, and marketing of available off-street parking. The plan recommends a specific program of sidewalk artwork, location signs, lighting, side street walkways, and parking lot improvements. Improving these features is essential if customers are to effectively use the off-street parking.
- **Identification of Historic Downtown Bozeman.** Signage should be placed on Interstate 90. Historic Downtown Bozeman is a National Register Landmark District. Signs of a standard design and color are allowed for this use.
- **Historic Plaques.** Bozeman's historic character is a significant contributor in creating a viable Downtown image and should be promoted. Owners of historic structures should be encouraged to install historical identification plaques, which can be purchased through the City for a nominal fee of \$25.

### Street Furniture

(Estimated Budget: \$64,700)

New trash receptacles, planters, and benches that are consistent with the Historic Bozeman theme are recommended for Main Street. Individual businesses are also encouraged to install uniquely designed benches in front of their stores. See Figure 47.)



Figure 46 – Bozeman's Western Heritage  
Is Still Important

*Approximately 38% of the recommended improvement plan budget and 47% of the project's operational budget are given over to funding parking lot, parking access, on-street parking, and parking management programs.*





Figure 47 – Unique Benches Located in Storefronts  
Add Character



Figure 48 – Existing Pedestrian Access to Parking  
Needs to Be Improved

### Stop Light Timing

The stoplights on Main Street have a very short walk cycle for pedestrians. Pedestrians have complained that they can barely start crossing the street before the “don’t walk” indicator starts flashing. As a matter of customer convenience, this plan recommends that the lights on Main Street be retimed to better accommodate pedestrians.

### Parking Improvements

(Estimated Budget: \$300,000 plus \$55,000/year for management and lease of spaces)

This plan’s recommendations are directed at improving the efficiency, customer convenience, and ease of access of Downtown’s parking supply. Existing on-street parking supply is highly used during peak use times. Off-street parking is also highly used during peak use times (summer tourist season and winter holidays). Recommended parking improvements include:

- Significant on-street customer parking (up to 25%) is lost when employees and business owners park in on-street spaces. A parking management plan must be developed with the cooperation of business owners and tenants. The plan should determine the number of business support spaces needed and the number that must be reserved for customer use. Then, with the help of the businesses, aggressive enforcement of the parking plan needs to occur. By implementing this plan, up to 75 customer parking spaces can be created in Downtown. *(Estimated Budget: See below)*
- Approximately 30 to 35 public parking lot spaces that are easiest to find and most convenient to shoppers are leased to individuals for private use. These spaces can be returned to customer use if these 30 to 35 spaces are moved to underutilized private parking lots, which, due to excessive code requirements, are provided by private businesses but rarely used. Gain: 30 to 35 customer spaces. *(Estimated Budget: \$10,000/year to replace lost Parking Commission revenue)*
- Implement a Downtown parking management program which manages the Downtown parking supply and designates employee parking outside the peak use area. It is estimated that each free parking space within 100 feet of a business front door generates between \$20,000 and \$30,000 in sales per year. This means employee, tenant, and business owner parking in the most convenient and easiest to find spaces is potentially costing Downtown businesses \$1,500,000 in lost revenue yearly. *(Estimated Budget: \$45,000/year to operate, manage, and enforce)*

## Parking Lot Improvements

(Estimated Budget: \$300,000)

Upgrade public parking areas with the following improvements:

- Seal coat, reconfigure, and restripe existing parking areas.
- Install landscape buffers and planting areas where appropriate, including along Bozeman Creek.
- Upgrade security lighting for late afternoon and nighttime users.
- Improve access signage for new customer convenience.
- Add new, secure bicycle parking lockers in selected lots.
- Plan for artwork and possible footprint inlays to designate public parking.
- Improve parking-lot-to-Main Street access (part of the side street sidewalk improvement budget).

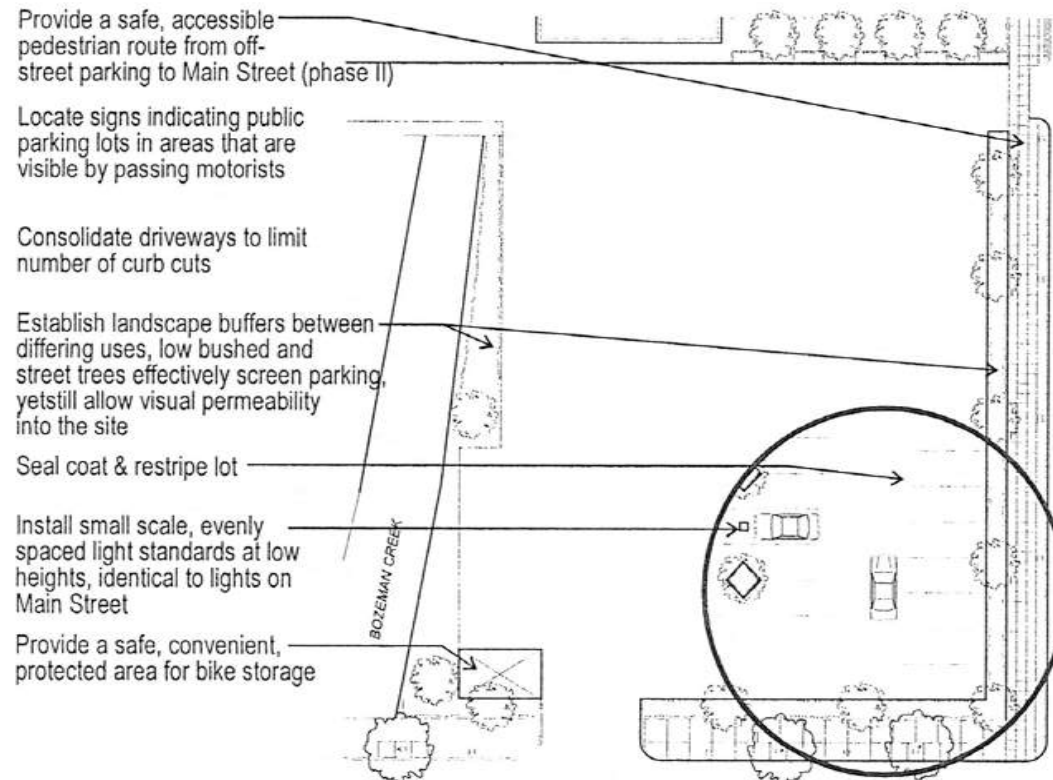


Figure 50 – Public Parking Lot Improvements

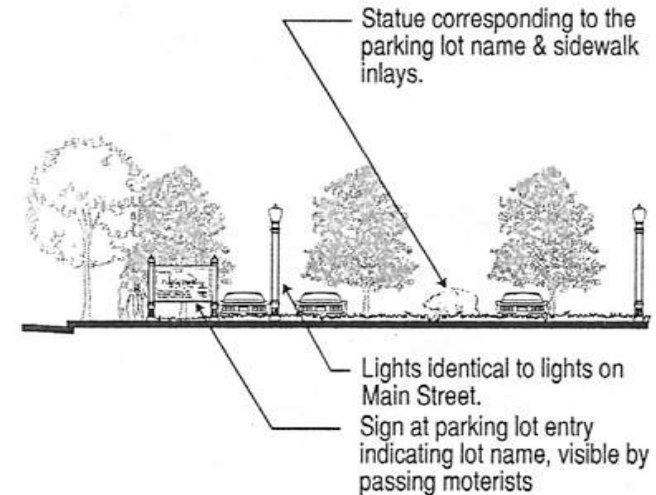


Figure 49 – Parking Lot Signs With Corresponding Animal Statue

### *Main Street Parking Enhancement*

(Estimated Budget: Unknown; possibly \$60,000)

Main Street has Downtown's most sought after parking. When Main Street is parked full, many customers deem a parking shortage even if off-street lots have space. Therefore, the more parking on Main Street the better.

The current parking pattern on Main Street (parallel parking on each side of the street) is defined by the street's Federal Aid Highway System designation and the accompanying design/safety standards. The City and local business leaders should undertake the process of having Main Street designated as an urban arterial and the highway designation modified. When this happens, the street can be reconfigured as a two-lane arterial and 60° angle parking striped on one side of the street, with parallel parking on the other. This process could add up to 40 parking spaces to Main Street.

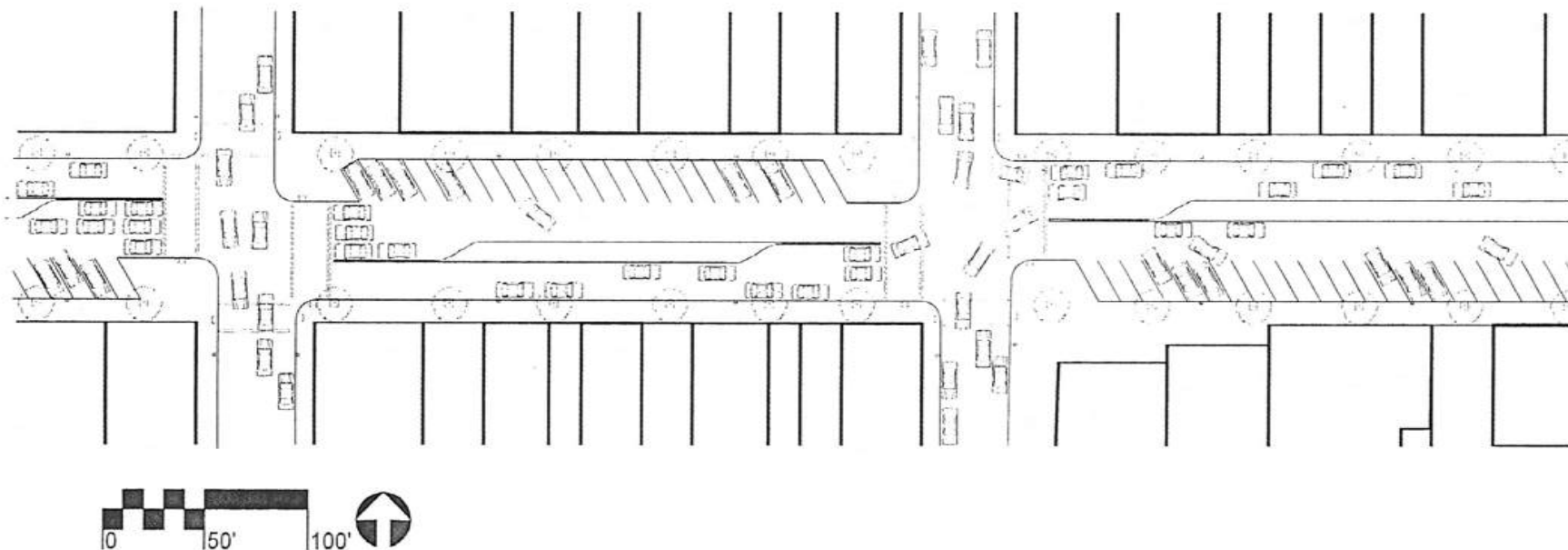


Figure 51 – Main Street Angled Parking Configuration

## Side Street and Parking Access

### Walkways and Lighting

(Estimated Budget: \$540,600)

Improved access for customers walking between Main Street and the parking areas behind Main Street is an important need. *Providing a pathway that is attractive, pedestrian-friendly, and visually associated with Main Street will create an improved customer environment.* The idea is to have the side streets reach out to welcome customers. The side street improvements include street lights, sidewalks, and curbs between Main Street and the alleys of a design identical to those on Main Street. (See Figure 40.) Recommended light fixtures are the same as those recommended for use on Main Street.



Figure 52 – Existing Side Street Photo

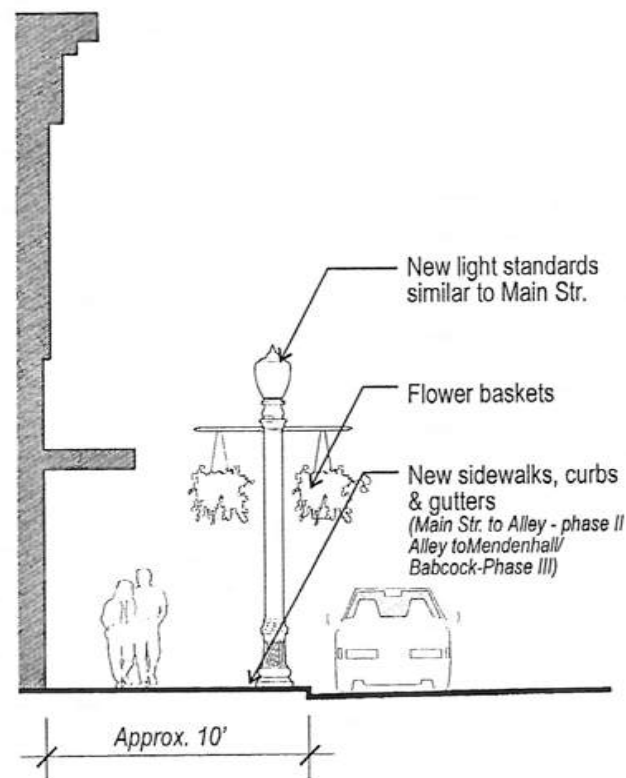


Figure 53 – Recommended Side Street Improvements

### Parking Improvement Summary

	Cost	Benefit
<b>Priority I</b>		
• Improved image	\$29,000	Promote use of public parking
• Main Street parking enforcement	(City)	Free approximately 75 spaces for customer use
• Private parking lease	\$10,000/year	30 to 35 additional public parking spaces for customers
• Parking management and employee parking	\$45,000/year	Return spaces now used for employee parking ( $\pm 70$ spaces) to customer use; provide designated employee parking areas
• Parking lot improvements	\$195,000	Safer, more usable parking and customer convenience
• Restripe Main Street for 60° angle parking on one side	(Unknown, possibly \$60,000)	40 additional Main Street spaces
<b>Plus:</b>		
• Side street parking access and lighting	\$540,600	Efficient customer access from parking



## Traffic and Circulation Improvements

### Main Street

The basic Main Street issue is the conflict between the local community's desire to use the street as a community asset—with slower traffic, special promotional event closures, and a thematic design concept for Downtown—and the State Department of Transportation's regulations for maintaining a Federal Aid Highway System truck route. This plan recommends that the City of Bozeman negotiate an agreement with the State which allows the Downtown Improvement Plan's new design standards and establishes an agreement regarding special event closures for the street.

The plan also recommends adding 60-degree angle parking on Main Street. These improvements may require redesignation of Main Street's truck route status and may require returning Main Street's operation and maintenance to the City of Bozeman. The redesignation will take time and effort by local citizens. The intent of this recommendation is to recreate a destination "Main Street" image for Downtown. This recommendation reduces traffic flow on Main Street from four to two lanes. It will result in a significant reduction in speed and increase in congestion for through traffic using Main Street.



Figure 54 – Example of Angled Parking

## Mendenhall and Babcock

### Two-Way to One-Way

(Estimated Budget: \$150,000)

Pedestrian safety, improved convenience for Downtown customers, and reduction of left turns in Main Street are the major reasons to return Mendenhall and Babcock Streets to two-way traffic. Improvements would include the following:

- Reconfiguring one-way streets to two-way traffic, with parking on each side.
- Making other improvements needed to slow traffic and improve pedestrian safety.

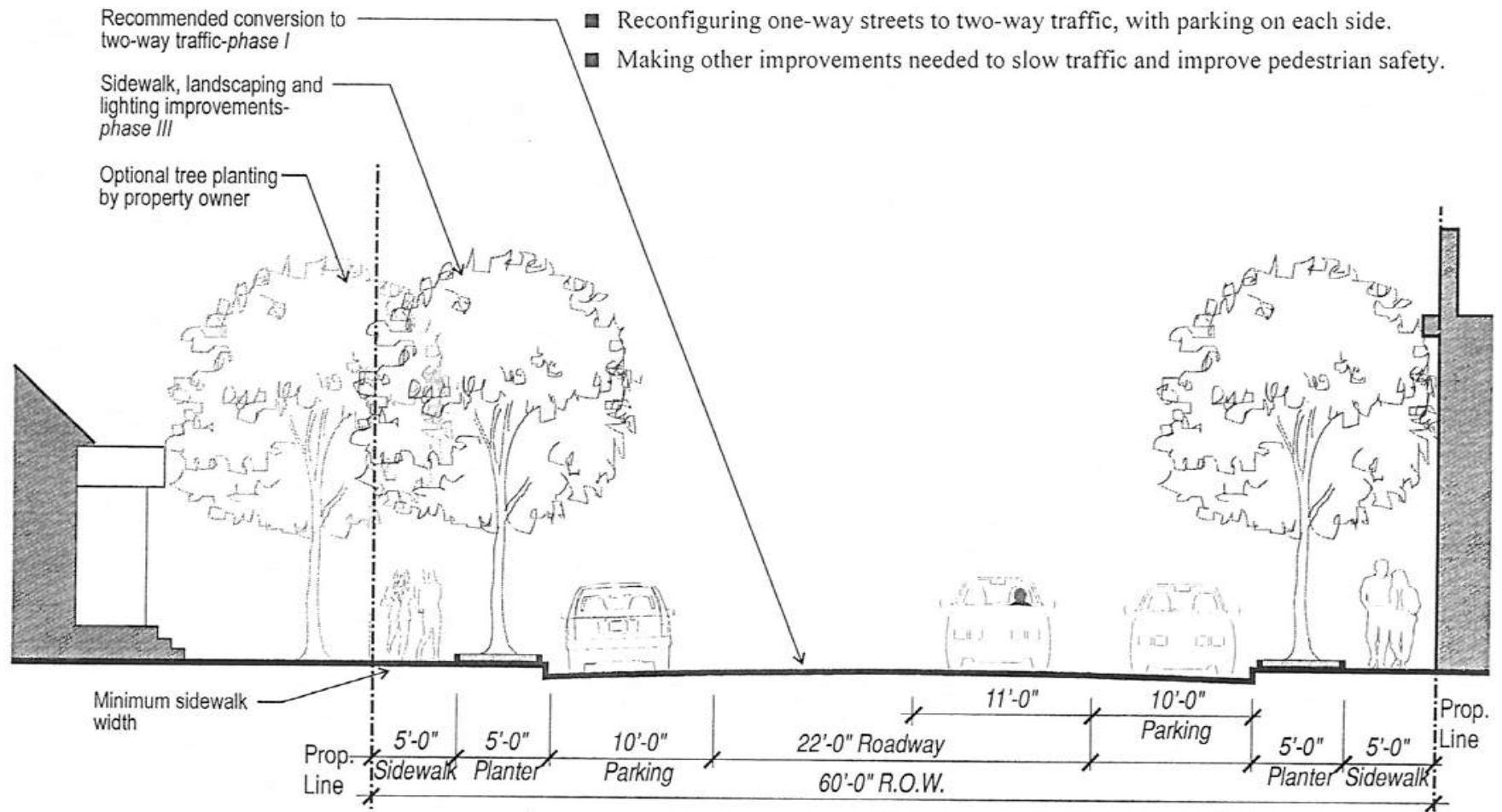


Figure 55 – Section Through Mendenhall (Looking East)

## Special Areas / Operational Improvements

### *Snow Removal*

(Estimated Budget: \$15,000)

An agreement should be established between the State of Montana and the City of Bozeman to provide additional snow removal from Main Street. In this agreement, the Downtown businesses would support a portion of the additional snow removal costs.

### *Work Plan Management and Promotion/Marketing Program*

(Estimated Budget: \$90,000)

Continue operations; establish an annual budget that will provide sufficient staff to implement the Downtown improvement program, parking management plan, and Downtown marketing plan.

### *Downtown Maintenance*

(Estimated Budget: \$20,000/year)

Establish a program to remove garbage from Downtown sidewalk receptacles, to sweep and remove debris from sidewalks, to remove snow in winter, and to provide landscape watering during the growing months.

### *Agreement with Montana Power*

Modify the existing agreement with Montana Power to provide power and maintain street lights. This may require the establishment of a new lighting district.

### *Historic Property Rehabilitation*

Promote the use of established incentive programs encouraging owners of historic properties to maintain and/or rehabilitate their structures.

### *Public Restrooms*

Currently there are no public restrooms in Downtown Bozeman. The private restrooms in several buildings are often used as public restrooms and are an inconvenience to the business owners. However, the cost of building and properly maintaining public restrooms is beyond Downtown's financial capacity. This plan recommends that as many businesses as possible make available restroom accommodations to their customers in order to reduce the impact on any one business.

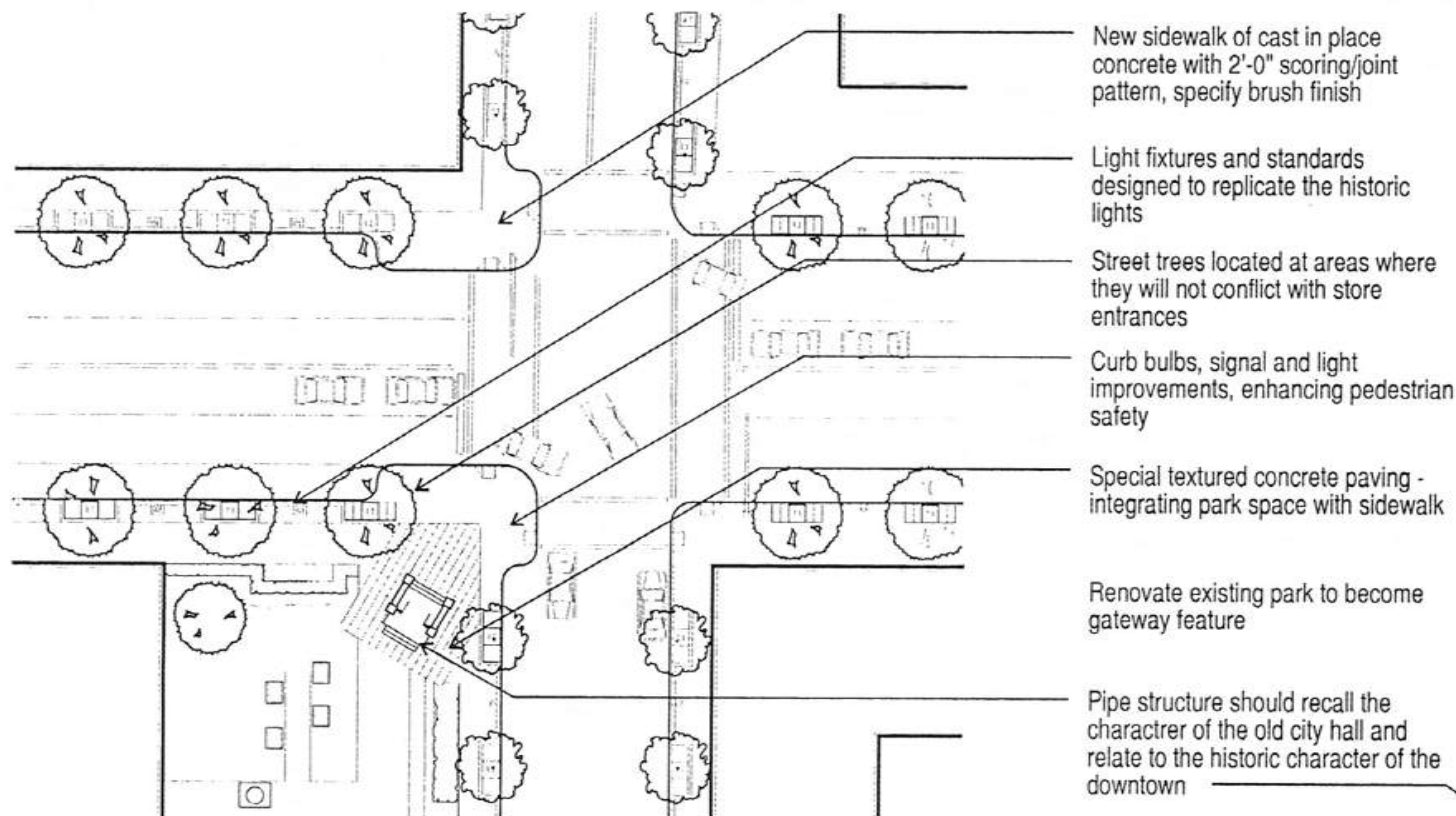


Figure 56 - East Gateway Plan

## Priority 2

### East Gateway

(Estimated Budget: \$279,500)

A gateway feature promoting the entry to Historic Bozeman is recommended for the intersection of Main and Rouse Streets. The main feature of the gateway is a revamped Soroptemist Park, with a new wall mural, landscaping, and replica of the former City Hall clock tower which once stood on the site. The gateway promotes the historic and pedestrian setting of Downtown Bozeman and will be a civic focal point, where promotional events can be held and community activities advertised.

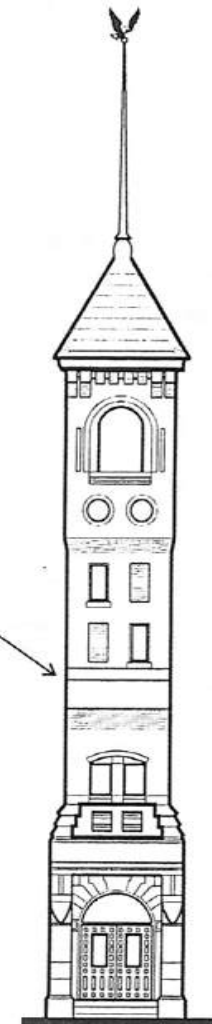


Figure 57 - Gateway Tower





Figure 58 – Historic City Hall

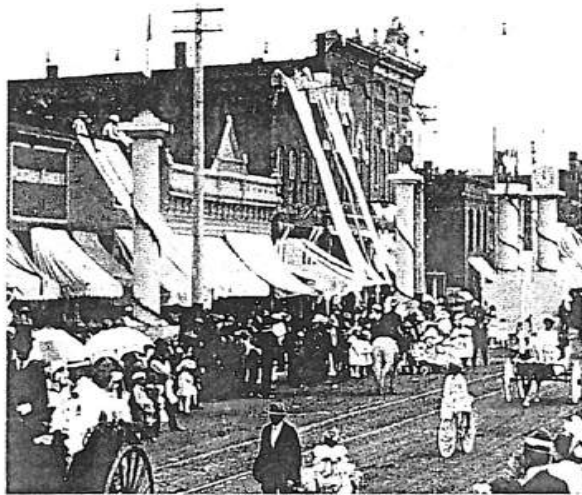


Figure 59 – Sweetpea Columns

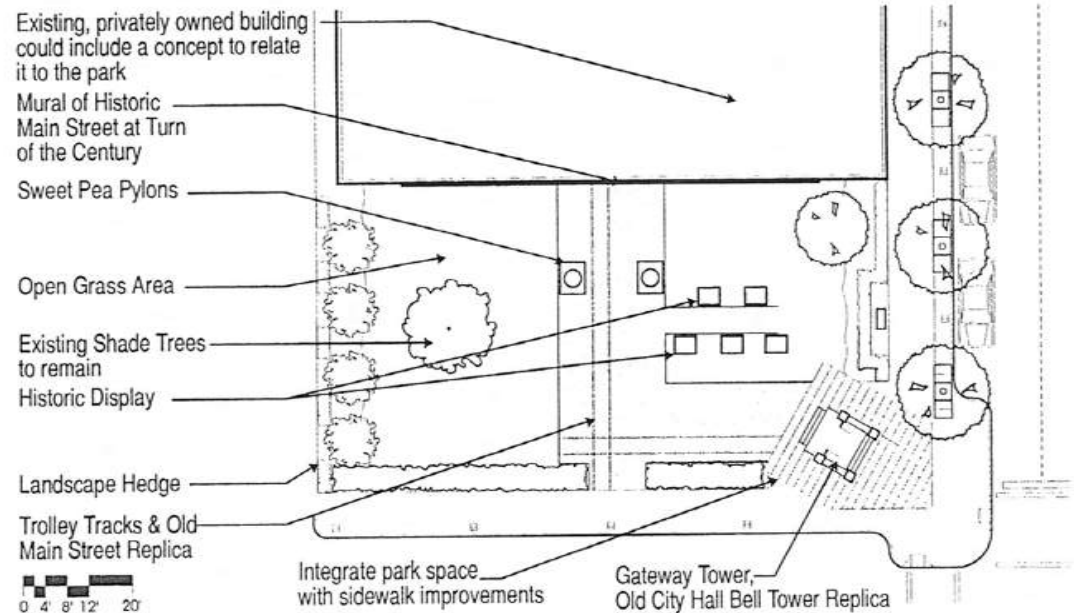


Figure 60 – Soroptemist Park (East Gateway Park)

The park will be a working public amenity and not a traditional, passive park. The improved park will contain the following features:

- Light fixtures, standards, and bollards designed to replicate historic Bozeman fixtures.
- A new wall mural, with a scene depicting turn-of-the-century Main Street as it looks in the familiar black-and-white museum photos. The mural will show Main Street as it looked to a pedestrian standing on the street.
- A walkway design extending from the street mural into the park. The scene will be complete with replica columns from the Sweetpea Festival as they appeared at the time depicted in the mural.
- A landmark feature designed to be a replica bell tower recalling the tower on the old City Hall that occupied this site until the 1960s.

New sidewalk of cast in place concrete with scoring/joint pattern, specify brush finish

Street trees located at areas where they will not conflict with store entrances, aprox. 30'-0" on center

Light fixtures and standards designed to replicate the historic lights

Curb bulbs, signal and light improvements, enhancing pedestrian safety

Establish a gateway, locate a fountain plaza and clock plaza at the west entrance to the core downtown area, plazas to include a feature item, special paving, landscaping and seating

Special textured concrete paving at the plaza areas

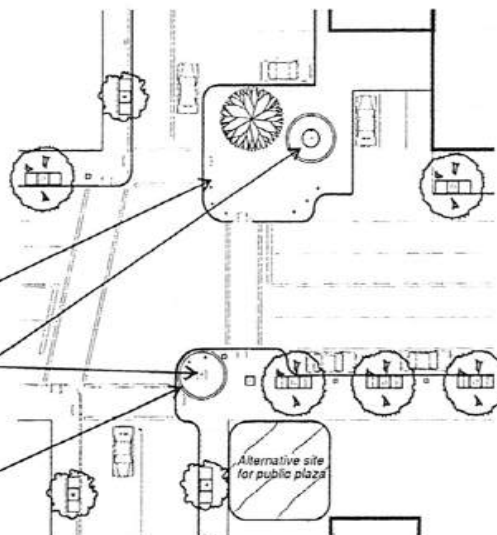


Figure 61 – West Gateway Plan

## West Gateway

(Estimated Budget: \$143,100)

Downtown's west gateway is recommended for the east corner of Grand and Main Streets. This gateway's features include:

- A new sidewalk of cast-in-place concrete, a with 2'-0" scoring/joint pattern and finish to match Main Street sidewalks.
- Landscaping sited where it will not conflict with store entrances or intersection views.
- Light fixtures, bollards, and standards designed to replicate the historic lights used on Main Street.
- Special gateway features, including the replica fountain and street clock. The fountain is a replica of an original three-tiered fountain dedicated to the city by the Women's Christian Temperance Union. The clock is a generic replica of the type of clock found on Main Street until the late 1950s.

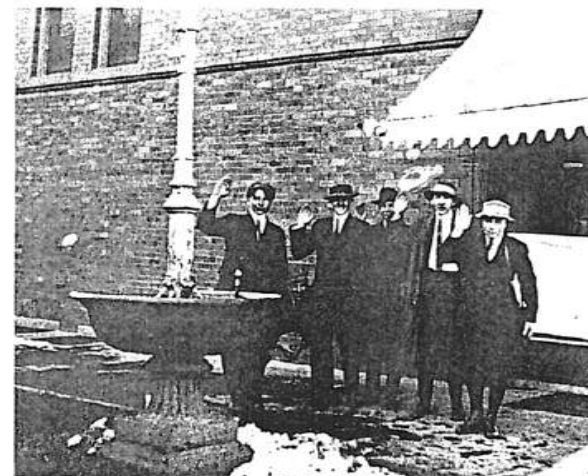


Figure 62 – Historic Photo of Bozeman's Three-Tiered Watering Fountain Designed to Accommodate Dogs, People, and Horses

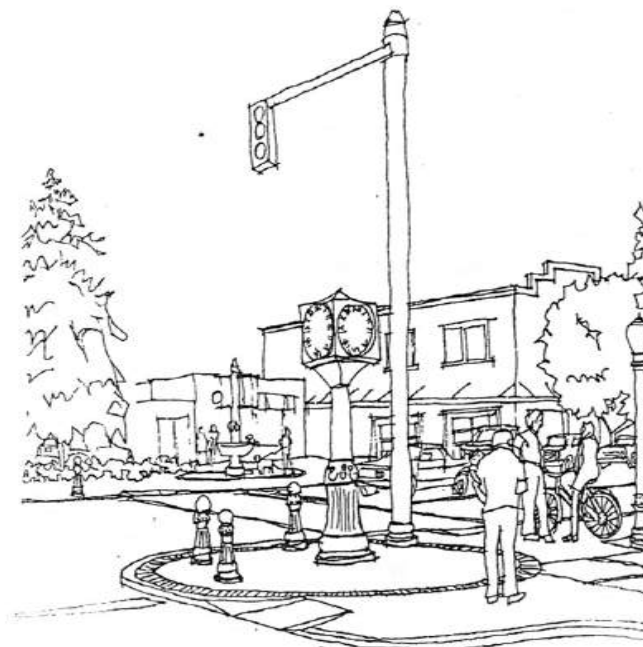


Figure 63 – Street Clock

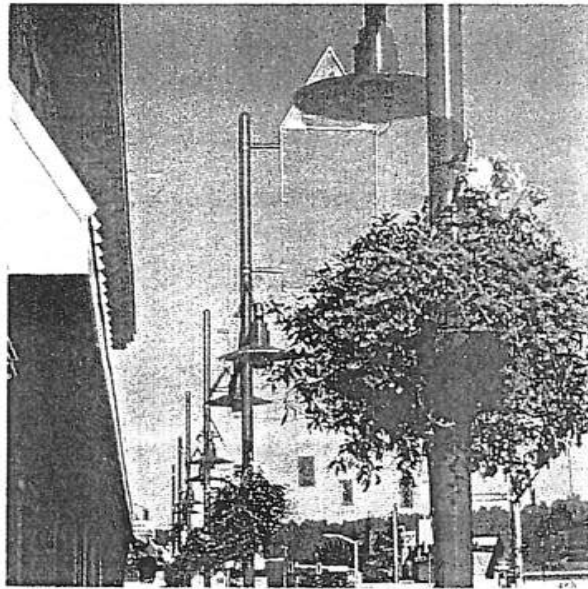


Figure 64 – Flower Baskets



Figure 65 – Bozeman Creek Behind the Caravan Building

## Flower Baskets on Side Streets

(Estimated Budget: \$31,800 or through private donation)

The width of the sidewalks on the side streets does not provide space for the installation of street trees. Therefore, it is recommended that hanging flower baskets be installed on light fixtures to provide streetscape color and interest. (See Figure 64.)

## Bozeman Creek Enhancement

(Budget to be defined)

Bozeman Creek is Downtown's most ignored and underappreciated feature. Few cities the size of Bozeman still have accessible creeks running through their downtown. This plan recommends "rediscovering" Bozeman Creek and utilizing it as a way to promote interest and provide a new Downtown amenity. Recommended improvements include:

- General stream cleanup.
- In-water elements and educational displays.
- Establishment of streamside green spaces and seating areas.
- Artistic elements—for example, sound tubes and decorative pavings—incorporated into the street and sidewalk designs to recognize the creek as it passes under Main Street. (These elements are currently programmed as part of the recommended Priority 1 sidewalk replacement plan.)

The owners of the Caravan Building have begun to create a pleasant setting behind their store where the creek comes out from underneath the building. More refined development of the creek in these areas is encouraged for all Downtown locations adjacent to Bozeman Creek.

## Priority 3

### Boulevard Area

#### *Sidewalks, Street Lighting and Trees*

(Estimated Budget: \$698,700)

Although improvements to all areas of Main Street will benefit Downtown, it is recommended that boulevard improvements be deferred until the commercial area expands into these areas. As individual properties are developed, it is this plan's recommendation that the following improvements take place:

- New sidewalks.
- New street lighting using a standard roadway fixture of different design from that used on Main Street.
- Street trees to be installed with watering panels but without decorative tree grates. Individual property owners are also encouraged to expand the boulevard concept by planting a second row of trees on private property adjacent to the sidewalk.

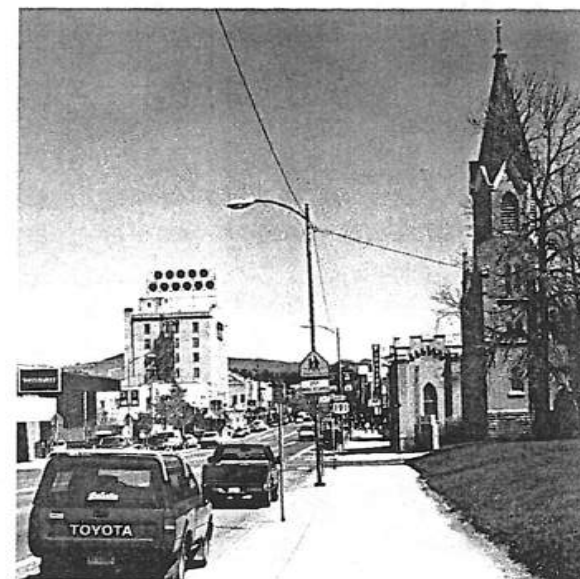


Figure 66 – Existing West Boulevard Area

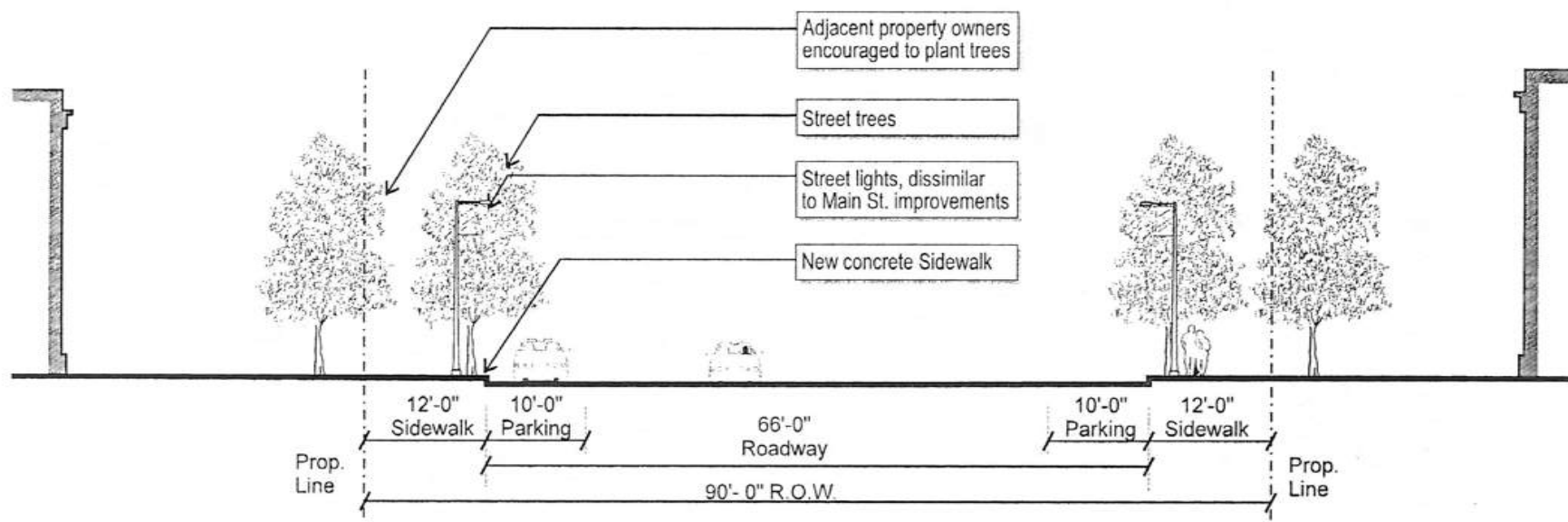


Figure 67 – Boulevard Cross-Section

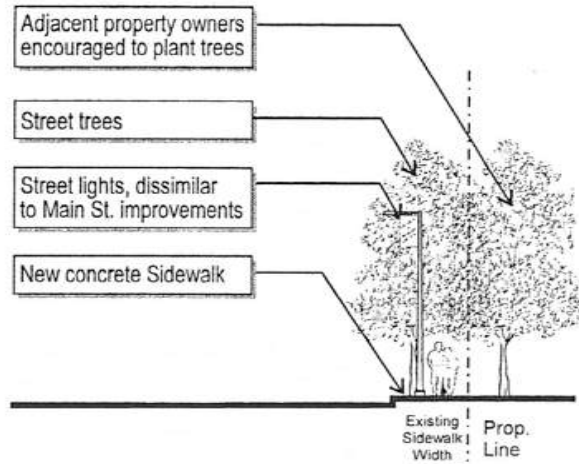


Figure 68 – Section at Babcock

## Mendenhall & Babcock

### *Sidewalks, Street Lighting and Landscaping/Trees*

(Estimated Budget: \$619,300)

When Priority 1 and 2 improvements are completed, the following improvements are recommended:

- New concrete sidewalks.
- New street lighting, dissimilar to street lights on Main Street.
- Street trees planted but without decorative tree grates.

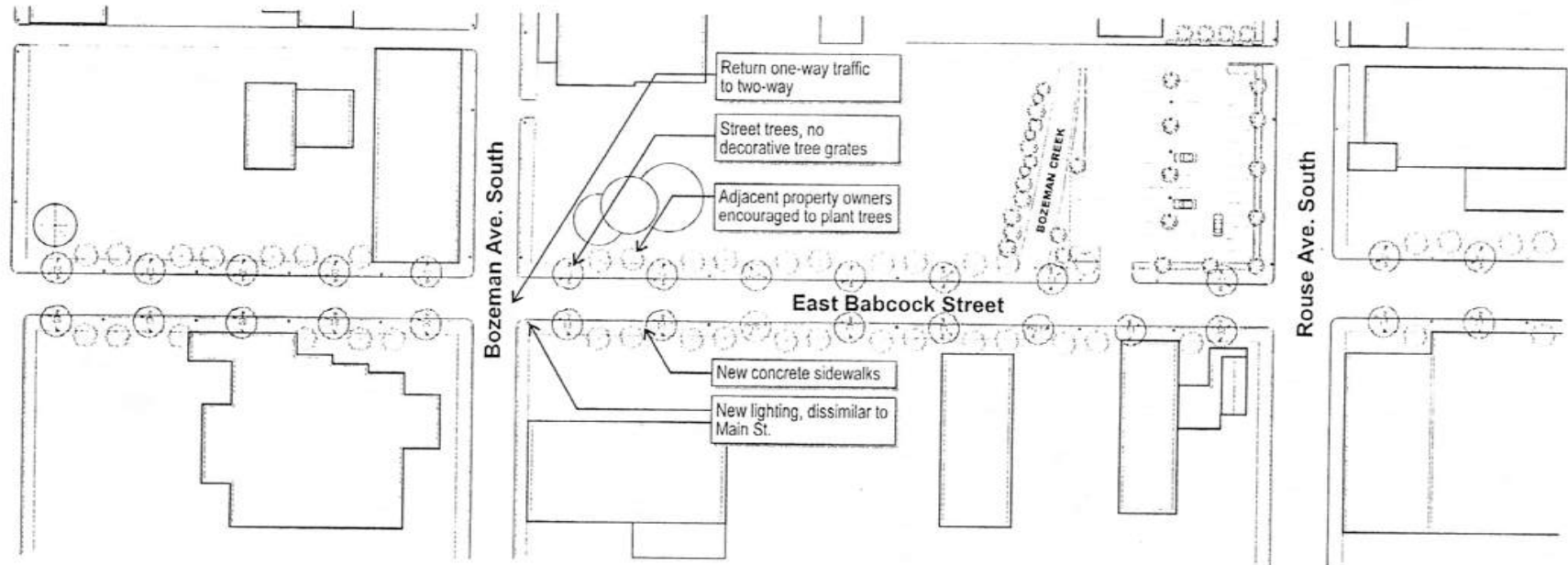


Figure 69 – Babcock Plan



## Related Downtown Issues

### *Heartland Property/Performing Arts Center*

The 16.8-acre parcel known as the Heartland property, three blocks east of Downtown, has been frequently discussed as a site for a regional performing arts center. The Downtown Improvement Plan endorses the concept of a performing arts center at this location for several reasons. These include:

1. The performing arts center and the patrons it will draw are natural allies for Downtown. The opportunity for Downtown to provide a supportive environment and services for the center, its events, and the patrons of those events is a mutually beneficial opportunity for both the center and Downtown.
2. During peak shopping seasons, the opportunity to use parking at the center to support the overflow and recreational vehicle parking needs and to provide a tour bus holding area (not available in Downtown) could be a unique joint-use opportunity. Downtown's parking needs peak on weekday afternoons, when the cultural center is not busy, and vice versa for any bus or large vehicle needs generated by the center's events.

If the Heartland property does not develop as a performing arts complex, the property's most likely alternative uses would be as in-city housing (particularly lowrise apartments), as a commercial/retail development, or possibly as a hotel/meeting center. The housing and hotel/meeting center options would promote Downtown's customer base. A commercial/retail use, however, would be a competitive use and *provide little—if not negative—benefit to Downtown businesses.*

### *Housing*

There has been significant discussion about creating additional housing on sites in or near Downtown. One idea discussed has been mixed-use development containing parking, housing, and ground-floor retail on the parking lots behind Main Street. This is a very likely *future* opportunity and one which can happen in

the five to ten year horizon. Current land values, apartment rents, and growth projections are somewhat below the levels needed for success in today's market. The mixed-use housing trend, however, is definitely developing in other, similar-sized cities. With a strong economy, Bozeman could see this type of development in the near future. If this type of development is desired, Downtown property and business owners must begin now to encourage its development. They must push the City to establish a zoning and land use strategy that encourages mixed-use housing development. Among the specific changes needed are:

1. Revise the parking-per-residential-unit requirement for Downtown to allow joint-use parking with retail business.
2. Revise land use, zoning, and height regulations that limit building densities and allow the 5- to 7-story construction options needed for economic feasibility. The 4- to 5-story light frame structure on a 2-story fire-resistant base is the model proving to be economically successful in urban centers throughout the western United States. *The City of Bozeman needs to implement a code section that promotes this building type in the Downtown Renewal Zone.*

Downtown business owners should be aware that *each* moderate-rate residential unit (based on the estimated Gallatin County median family income) built Downtown will generate over \$10,000 in new retail and restaurant sales per year. *Downtown business and property owners should actively support a building code section that encourages mixed-use Downtown housing projects.*

#### *Joint-Use Parking*

The City needs to promote a parking plan for the Downtown Renewal Zone that encourages joint-use parking as part of the housing and mixed-use development prototype discussed above. Joint-use parking for housing/mixed-use projects is based on the idea that many residents are away at work during the day, creating surplus parking spaces that can be used by adjacent businesses. The building codes for many similar-sized cities allow a 50% reduction in parking requirements for joint-use projects. If, for example, the Parking Commission were to build a

parking deck or structure and allow mixed-use commercial/housing construction over the top deck, the developer could lease joint-use parking from the Parking Commission. In this option, both the Parking Commission and the developer have the potential opportunity to reduce parking development costs by up to 50%.

#### *Parking Related to Downtown*

Existing building codes require Downtown developments to supply parking at the same rate as suburban projects. These codes do not consider the on-street and public parking options available Downtown. As a result, new Downtown projects are built to excessive parking standards. This results in the observed condition of private lots being underused at the same peak-use times that on-street and public lots are used to capacity. A parking code revision is needed which recognizes the special conditions of Downtown Bozeman by promoting more public parking and less underutilized private parking.

#### *Historic Setting, Bozeman Creek, and Future Plans*

This plan has referred to Downtown's historic setting and Bozeman Creek as valuable Downtown resources. It cannot be reinforced often enough that these features are key opportunities underlying a successful Downtown. If, under any circumstances, these features are lost, the Downtown's future will be endangered. The total community needs to commit to the maintenance of these features, with special emphasis on:

- Maintaining and conserving the Ellen Theater.
- Keeping the Bozeman and Baxter Hotel Buildings viable structures.
- Not allowing any new or potential projects to remove storefront structures in the core Main Street area. The core area's continuous storefront setting is essential to Downtown's success.
- Rediscovering and making use of Bozeman Creek. Bozeman Creek, as a simple natural waterway, has the opportunity to be a major Downtown amenity. Future planning efforts should be initiated now to define ways to restore the creek and use it as a feature in a revitalized Downtown.

## Section V. Implementation

Implementation of the Downtown improvements will require the business community to make several important decisions in the near future. These include:

- A decision about the approach and financing tools to use in implementing the plan (primarily, Business Improvement Districts (BIDs) and Special Improvement Districts (SIDs)).
- A decision to form a project management/implementation team tasked with carrying forward the plan's organizational steps, obtaining the property owner approvals needed to create a special assessment district to implement the plan, and hiring and managing the professional consultants who will design the recommended improvements.
- A decision to work with City of Bozeman, State of Montana, utility companies, and other potential Downtown stakeholders as part of an organized program aimed at obtaining financial support and grants to support the plan's implementation needs and negotiating a long-term parking program for Main Street.

### Implementation Tools

There are three basic financing options for implementing Downtown improvements. These are:

1. **Tax Incentive Financing.** This was the original plan for implementing Downtown improvements. With this option, *property tax increases* within a designated improvement area are returned to that area to support improvement costs. This option could have generated up to \$750,000 per year for ten years to finance Downtown improvements. When the state legislature froze property tax increases in Montana, this financing option was eliminated for the near term as an implementation tool.
2. **Special Improvement District (SID).** A Special Improvement District is a commonly used method of financing public improvements. An SID raises financing through an assessment on the "benefited" property. An SID is a

good financing option for the physical and parking improvements recommended in this plan.

3. **Business Improvement Districts (BID).** A Business Improvement District allows the improvement area to undertake marketing and other business improvement activities as well as the implementation of parking plans and other promotional projects. A BID is a preferred option for implementing the management and marketing component of the plan.

## Recommendation

The most direct way to implement this plan would be to use an SID to finance the plan's physical improvement elements and a BID to finance the plan's management and marketing recommendations. This approach requires obtaining the approval for two implementation tools and increases the need for efficiency and coordination in the process.

To accomplish a smooth implementation of the plan, organizational responsibilities need to be carefully and clearly defined. A guiding principle should be that those people who have the greatest incentive to see the plan successfully executed should be given the responsibility to make it happen. They, in turn, should direct the "Downtown Manager" and the other entities that will participate in the implementation of the plan.

A possible organizational structure for the plan is as follows: a board made up of Downtown interests, such as a BID board, would be responsible for hiring and directing a Downtown Manager; the Manager would delegate marketing responsibilities to the DBA, parking management responsibilities to the Parking Commission, and capital improvement responsibilities to the IDB. The BID board would retain direct control over business development responsibilities and staff supervision, and the Downtown Manager would act as professional staff to each of the above entities.

This organizational approach is intended to provide continuity with existing Downtown organizations while establishing overall direction for the plan's implementation.



## Capitol Improvement Costs

Individual front foot costs are calculated as follows:

• Main Street Priority 1 Improvements (\$1997)	\$2,242,000
• Bond fees and legal, project management, and miscellaneous fees (10% of construction costs)	<u>224,000</u>
• Retail portion (70% x \$2,466,000)	\$1,726,000
• Non-retail portion	\$740,000
• Cost to repay retail portion (\$1,726,000 x 6% interest [Muni Bonds] for 20 years)*	\$2,967,000
• Monthly cost to repay (\$2,967,000 ÷ 240 months)	\$12,365
• Approximate cost per front foot per month (\$12,365 ÷ 2,500)	\$4.95
• Approximate cost per typical 25-foot frontage per year (\$4.95 x 25 x 12)	\$1,485

\*The assumed budget available without grants is between \$2,500,000 and \$3,000,000; the assumed budget with grants is \$3,300,000 to \$3,700,000. See page 25 of this report.

## Operational Costs

Approximate yearly operational costs are calculated as follows:

• Assumed yearly budget for marketing, snow removal, parking management and leases, staff, rent, and other costs	\$225,000
• Minus existing resources allowing for DBA income and TIF funds (from City and Steering Committee information)	<u>(90,000)</u>
• <b>To be funded by BID participants</b>	<b>\$135,000</b>
• Retail participation (\$135,000 x 70%)	\$94,500*
• Cost per front foot per year = \$87,500 ÷ 2,500 = \$38.89	
• Cost per front foot per month = \$38.89 ÷ 12 = \$3.24	
• Program cost for non retail business	\$40,500
• Estimated available budget per year (see page 26 of this report)	\$140,000 to \$155,000

\*Program cost based on Downtown building area, approximately \$.04/square foot/month.

## Summary

The capital budget has a potential surplus (with grants) of about \$500,000. If \$187,000 of the capital improvements budget is diverted to operations, the plan's budget is still adequate.

## Inflation and Cost Increases

The costs presented in this plan were developed using mid-1997 construction costs. The standard allowance for construction cost increases due to inflation in the western states is 4.5% a year. For the physical improvement portion of the Downtown plan, inflation allowances will increase the expected construction costs by approximately \$90,000 per year. The annual front foot assessment for construction elements will increase proportionately. Therefore, there is an important economic reason to move quickly to implement the plan.

## Underground Utilities

The condition of the waterlines serving Downtown is a concern to both the City and adjacent property owners. Indications are that existing waterlines are too small to supply the fire flow requirements of major fire sprinkler systems. These utilities will need to be upgraded if major building improvements or new construction is anticipated Downtown. Due to the limited availability of funds, this plan is not directed at public utility upgrading; the City should allow for such upgrading in the near future. The existing waterlines and the new improvements are located in the roadway outside the planned Main Street sidewalk improvement area. These lines can be replaced after new sidewalks are in place.

So that new improvements are not disrupted when these services are installed, a program should be established which allows the installation of lateral lines from outside the curb line to properties when sidewalks are replaced. These laterals can be activated when the new utilities are installed.

- *Spring to Fall Season:* Main Street improvements, going one block and one side of the street at a time.
- *Peak Summer Season:* Side street areas, one half block at a time, with no more than two-and-a-half block sections disrupted at once.
- *Late Summer, Early Fall:* Parking area improvements; completion of Main Street.

## Construction Scheduling

Most Downtown Improvement Plan plans are scheduled so that construction can be shut down during peak business seasons. Both the prime construction period and a peak business season in Bozeman occur during the summer months. This presents a special problem in scheduling the construction of Downtown improvements. The best option would be to limit construction to spring and fall, but these construction seasons may be too short to allow the project to be completed in one year. The other option might be to construct the project one block and one side of the street at a time, beginning as early in the year as possible. If done this way, basic work should be accomplished in front of a given business in no longer than a three-week period. The final schedule, the sequencing of work, and the provision for temporary access should be coordinated to minimize business disruptions.

		Time Frame												Funding Source						
Improvements / Actions	Estimated Cost (1997 \$s)	Priority																		
			Phase I			Phase II				Phase III			11-15	16-20	SID (\$)	BID	City/State	Grants(s)	Private	
			1	2	3	4	5	6	7	8	9	10								
<div><div></div> = Planning <div></div> = Construct / Adopt</div> <div><div></div> = Leader <div></div> = Supporter \$ = Funder</div>																				
Capital Improvements																				
MAIN STREET																				
A. Sidewalks & curbs	\$757,200	1	<div></div>	<div></div>	<div></div>											\$		<div></div>		<div></div>
Replace, work to include light and signal standard foundations and the laying of conduit			<div></div>	<div></div>	<div></div>											\$				
B. Lighting	\$359,200	1	<div></div>	<div></div>	<div></div>											\$		\$	\$	<div></div>
Street lights and signal standards to be purchased and installed both designed to match the historic light			<div></div>	<div></div>	<div></div>											\$		<div></div>	<div></div>	
C. Street Trees	\$98,800	1	<div></div>	<div></div>	<div></div>											\$		<div></div>		<div></div>
Trees planted, tree pits and removable watering panels to be installed, Decorative tree grates included.			<div></div>	<div></div>	<div></div>											\$				
D. Signage	\$29,000	1	<div></div>	<div></div>	<div></div>											\$		<div></div>	<div></div>	<div></div>
New directional signage system indicating location of customer parking to be installed			<div></div>	<div></div>	<div></div>											\$				
E. Restripe Main Street	\$60,000	1		<div></div>	<div></div>	<div></div>										\$				
Reconfigure Main Street with angled parking				<div></div>	<div></div>	<div></div>										\$				
F. Benches / Seating	\$8,000	1	<div></div>	<div></div>	<div></div>													\$		<div></div>
Install uniquely designed benches in front of stores			<div></div>	<div></div>	<div></div>														<div></div>	
G. Street Furniture	\$64,700	1	<div></div>	<div></div>	<div></div>											\$				
Install trash receptacles and planters			<div></div>	<div></div>	<div></div>											\$				

		Time Frame												Funding Source					
Improvements / Actions	Estimated Cost (1997 \$s)	Priority																	
			Phase I			Phase II					Phase III				SID (\$)	BID	City/State	Grants(s)	Private
			1	2	3	4	5	6	7	8	9	10	11-15	16-20					
						= Planning			= Construct / Adopt						■ = Leader □ = Supporter \$ = Funder				
H. Stop Light retiming		1	■														\$	■	
Stop lights to be retimed to better accommodate pedestrian safety																			
I. East Gateway Park	\$279,500	2				■	■										□	\$	□
Park modification to include landscape and paving improvements, historical displays, bell tower replica, new mural and seating.																		■	
J. West Gateway Park (Fountain)	\$97,100	2				■	■											\$	□
Drinking fountain with special paving, landscaping and paving																		■	
K. West Gateway Park (Clock)	\$46,000	2				■	■											\$	□
Street clock with surrounding improvements																		■	
SIDE STREETS																			
A. Sidewalks	\$322,800	1	■	■	■											\$	■		□
½ block (between Main Street and Alleys) of sidewalks and curbs to be replaced. Work to include light standard foundations and laying of conduit.																			
B. Street Lights	\$217,800	1	■		■											\$	■		□
Historic light fixtures to be installed between Main Street and alleys.																			
C. Hanging Flower Baskets	\$31,800	2				■										■			\$
Hanging flower baskets to be installed on light posts.																			



Improvements / Actions		Estimated Cost (1997 \$s)	Priority	Time Frame												Funding Source				
				Phase I			Phase II					Phase III				SID (\$)	BID	City/State	Grants(s)	Private
				1	2	3	4	5	6	7	8	9	10	11-15	16-20					
				<div><div></div> = Planning</div> <div><div></div> = Construct / Adopt</div>								<div><div></div> = Leader</div> <div><div></div> = Supporter</div> <div><div></div> = Funder</div>								
<b>MENDENHALL &amp; BABCOCK</b>																				
A. Two-way to One-way	\$150,000	1	<div><div></div></div>															\$		
Redirect Mendenhall & Babcock to become two-way streets again.																				
B. Parking Lot Improvements/ Artwork	\$265,000	1	<div><div></div></div>															\$		\$
Reconfigure and restripe lots; install lighting, landscape buffers and animal statues.																				
C. Parking Lot Signs	\$20,000	1	<div><div></div></div>															\$		
Install new signs at entrances to parking lots.																				
D. Bicycle Parking	\$15,000	1	<div><div></div></div>															\$	\$	
Provide secure, protected parking area for bicycles																				
E. Sidewalks	\$351,900	3																\$		
New sidewalks on both sides of the street																				
F. Lighting	\$243,000	3																\$		
New street lighting dissimilar in design to historic fixtures on Main Street.																				
G. Landscaping/Trees	\$24,400	3																\$		
Street trees to be planted no watering panels or tree grates included.																				

Time Frame														Funding Source									
Improvements / Actions	Estimated Cost (1997 \$s)	Priority	<div><div><div></div></div> = Planning</div> <div><div></div></div> = Construct / Adopt																<div><div></div> = Leader</div> <div><div></div> = Supporter</div> <div>\$ = Funder</div>				
			Phase I			Phase II					Phase III			SID (\$)	BID	City/State	Grants(\$)	Private					
			1	2	3	4	5	6	7	8	9	10	11-15						16-20				
BOULEVARD AREA – MAIN STREET																							
A. Sidewalks New sidewalks	\$470,500	3												<div><div></div><div></div></div>						\$			
B. Street lighting New street lighting dissimilar to Main St.	\$155,500	3												<div><div></div><div></div></div>			\$						
C. Street Trees and Landscaping Street trees to be installed, no watering panels or decorative tree grates included.	\$72,700	3												<div><div></div><div></div></div>			\$						
SPECIAL AREAS																							
D. Parking Management Plan Review current parking standards and make recommendations and develop management plan	\$25,000	1		<div><div></div><div></div></div>													\$						
E. Bozeman Creek Greenway Enhancements to include general cleanup, in-stream artwork, establishment of streamside green spaces.	\$75,000	2								<div><div></div><div></div></div>								\$					

		Time Frame													Funding Source						
Improvements / Actions	Estimated Cost (1997 \$s)	Priority																			
			Phase I			Phase II				Phase III				11-15	16-20						
			1	2	3	4	5	6	7	8	9	10									
<b>Operational Recurring Ongoing Costs</b>																					
<b>MAIN STREET</b>																					
A. Snow Removal	\$15,000	1															\$				
Establish an agreement with the State of Montana for additional snow removal																					
<b>SIDE STREETS</b>																					
A. Snow Removal	\$15,000	1															\$				
Establish an agreement with the State of Montana for additional snow removal																					
<b>SPECIAL AREAS</b>																					
A. Parking Area Lease	\$10,000	1															\$	\$			
Establish a seasonal lease agreement with owners of underutilized parking lots to mitigate growing parking deficit and add employee parking.																					
B. Historical Building Plaques		1																		\$	
Promote the use of established incentive programs encouraging owners of historic properties to maintain and/or rehabilitate their structures.																					
C. Historical Property Rehabilitation		1																			
Promote the use of established incentive programs encouraging owners of historic properties to maintain and/or rehabilitate their structures.																					
D. Public Restrooms	\$10,000	1															\$				
Establish a contractual agreement with a downtown business to provide and maintain accessible public restroom facilities.																					

		Time Frame														Funding Source					
Improvements / Actions	Estimated Cost (1997 \$s)	Priority	<div><div></div> = Planning <div></div> = Construct / Adopt</div>														<div>■ = Leader □ = Supporter \$ = Funder</div>				
			Phase I				Phase II				Phase III				11-15	16-20	SID (\$)	BID	City/State	Grants(s)	Private
			1	2	3	4	5	6	7	8	9	10									
E. Agreement with Montana Power To provide power and maintenance to the installed street lights and capital improvements		1 1														\$ ■					
F. Promotion/Marketing Program Management staff and marketing program, continuation of operations	\$90,000	1														\$ ■					
G. Management of Overall Ops Provide a staff to manage the operations of the DBA, Parking Management Plan, general operations in the downtown, etc.	\$45,000	1														\$ ■	□				
H. Misc. Maintenance Program Provide garbage pickup, sidewalk maintenance, landscape maintenance, plant watering, etc.	\$20,000	1														\$ ■	□				
I. Review and Revise Codes Review and make recommendations to existing codes, zoning & other regulatory policies		1														\$ ■	□			□	

**General Note:** If TIF moneys become available they may be used to reduce SID bonds or make the improvements not included in the original SID.