

# THE CITY OF BISMARCK, NORTH DAKOTA

## The Central Business District Plan



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- o **City of Bismarck Planning Department**
- o **The Downtowners**
- o **Metropolitan Planning Organization**
- o **Central Business District Plan Advisory Committee:**

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## **EXECUTIVE SUMMARY**

The Bismarck Central Business Plan represents the completion of a year long process to formulate a long-range plan for Downtown Bismarck. The need for this plan grew out of the desire to include an illustrative urban design plan as part of the Comprehensive Policy Planning that has been done for the City. This plan is a working document and its success or failure is dependent upon the commitment to the plan in both the public and private sectors.

## **PROCESS**

The planning process entailed the following three phases:

### **Phase One: Downtown Framework**

This phase included the solicitation of local views, perceptions, and issues through a one day visioning workshop, this phase also entailed documentation of existing conditions, the assessment of market potentials, and the definition of goals and objectives.

### **Phase Two: Evaluation of Alternatives**

This phase focused on the preparation and testing of alternative plans for the Central Business District and alternative strategies for implementing downtown improvements.

### **Phase Three: Refinement of Plans and Programs**

This phase involved the preparation of the final plan, recommendations and document.

## **ISSUES**

The five most pressing issues facing Downtown Bismarck as defined by the participants in the visioning workshop are as follows:

- a. Need for on and off street parking
- b. Need to remove Chancellor Square
- c. Need for better vehicular and pedestrian circulation
- d. Need for a Downtown beautification program
- e. Need for public space in the CBD

These issues are addressed in the study and influenced the formulation of goals and objectives, plan alternatives, and recommendations for future improvements.

## MARKET STUDY

A market forecast was prepared by the Maxfield Research Group to provide realistic expectations of what portion of the regional growth Downtown Bismarck could reasonably capture in the next fifteen years.

**Office** It is anticipated that 1 or 2 buildings totalling 60,000 SF will be needed by the end of the decade. However, many of the large office space users such as banks and insurance companies have satisfied their office space needs and many developers will find it difficult to find a large tenant for a new office building.

**Commercial** Due to the proximity of the Kirkwood Mall, downtown should concentrate on recruiting small and specialized retail stores. No anticipated square footage demands for commercial space were given. However, the retail needs could most likely be accommodated by redeveloping first floor space of existing buildings within the core downtown and by incorporating retail in the first floors of all new office and residential buildings.

**Hotel** Currently the hospitality market is overbuilt in Bismarck. By the end of the decade however, it is anticipated that one hotel of approximately 160 to 240 rooms will be needed in the downtown area.

**Residential** Currently there is a demand for approximately 100 to 200 apartment units in the downtown. Some of this demand can be satisfied through the use of upper floors above office and retail establishments. The rest can be satisfied through the construction of new apartment buildings.

These projections form the basis for the redevelopment program. The framework plan illustrates where these uses could occur downtown to reinforce solid urban design principles and the objectives of this study.

## GOALS

The following goals were derived from the vision survey, issues workshop, and analysis phase of the planning process. Together

they form the basic framework for the Central Business District Plan.

1. Establish Downtown as the center of business life, government and cultural opportunity for the Bismarck Region.
2. Promote Downtown as the preferred location for hotel, class A office buildings, specialty retail, government and institutional uses.
3. Maximize accessibility of downtown Bismarck from throughout the region and provide safe, convenient, and attractive circulation within the Downtown.
4. Arrange compatible land uses in compact and orderly ways to enhance the functions of Downtown Bismarck.
5. Encourage Downtown Development that upholds Bismarck's heritage as well as recognizes its pattern of development.
6. Achieve high quality in the design and visual appearance of Downtown.

### FRAMEWORK PLAN

The framework plan illustrates a solution to the issues and relationships, goals and objectives, and principles formulated throughout this study. The framework plan also recommends where the development projected in the market study should occur to reinforce the urban design principles and objectives.

The concept of the plan is to utilize a streetscape and open space network to integrate the retail, medical, commercial, civic center, and government districts within the downtown and to focus redevelopment on the 5th street corridor to strengthen the link between the north and south parts of the city. Highlights of the plan include:

**Approach Routes** Improved approach routes on 7th, 3rd, 4th, and Washington Streets from the north, Rosser and Main Avenues from the east and west and Washington, 3rd and 9th from the south will be enhanced with streetscape elements, directional coordinated signing, lighting and trees.

**Gateways** The inner core of the CBD is defined by gateways at the crossroads of the main approach routes.

**Front Avenue Parkway** Front Avenue is proposed as a parkway connection between downtown and the Missouri River, the zoo and parks to the west. The parkway will include bicycle and walking trails, boulevard trees, and open spaces.

**5th Street Spine** The focus of the streetscape system and future hotel and convention facilities will be on 5th St. to reinforce a link between downtown and the convention/retail district to the south.

**Plazas** Urban parks are proposed at the Depot site and in front of Belle Mehus Auditorium. These gathering areas will become the focus of cultural events and provide space for festivals, farmers markets, art fairs, and restful areas for downtown workers and residents.

**Streetscape Hierarchy** A hierarchy of streetscape treatments is proposed to define primary, secondary, and local streets in terms of pedestrian activity and function within the downtown.

**Projected Development** Hotel and Convention facilities are positioned along 5th St. south of Front Ave. to reinforce this corridor as a hospitality and entertainment district. Potential office sites are illustrated at the Front Page Building, the parcel south of the Holiday Inn, and at the southwest corner of Thayer Ave. and 6th Street.

**Performing Arts** Belle Mehus Auditorium and the Memorial Building are proposed to be redeveloped as a performing arts complex. The combination of the arts complex and the proposed performing arts plaza across the street 6th St. would create a positive cultural addition to the downtown.

**Structured Parking** Parking structures are proposed in areas that will serve all four quadrants of the CBD core. If the development occurs over the next 15 years that is projected in the market study 500 to 900 more parking spaces will have to be provided in the downtown.

## TRANSPORTATION AND PARKING

The City of Bismarck has had numerous traffic and parking studies conducted in the past and the majority of the findings and recommendations have not been implemented. The findings, recommendations and proposed implementation plan suggested in this study are the direct result of continuous input from the Central Business District Plan Committee that has been established to help focus on the important issues as defined by a

representative group of the downtown community. It is essential that the Task Force remain active after the conclusion of this study to ensure continuity and implementation of the action plan.

The following is a list of the traffic and parking recommendations:

**Main Avenue:** Widen Main Avenue from 56 to 58 feet on the south side to provide 5-11 foot lanes (plus 1.5' gutters). The center lane should be a continuous two-way left turn lane and the two outer-most lanes will be used for on-street parking during the off peak traffic periods.

**3rd Street:** Improve north-south traffic flow on the west side of downtown by widening 3rd Street by 10 feet on the east side of the 1/2 block south of Main and by 5 feet on both sides of the street for two blocks between Main and Rosser. Parallel parking will be maintained, however to accommodate the projected 15,750 vehicles per day by the year 2010, peak hour parking restrictions will have to be implemented.

The recommended cross section includes two 11 foot thru lanes, a 10 foot center left turn lane and two 13 foot parking/traffic lanes. The remaining boulevards will be 11 feet.

**Rosser Avenue:** Re-stripe roadway as a three-lane section with center lane as two-way continuous left turn lane and with parking on both sides (from 1/2 block west of Washington Street to at least 10th Street).

**Chancellor Square:** Convert one-way streets around Chancellor Square to two-way streets, revise 2 traffic signals and reverse the angled parking and continue to closely monitor parking related accidents and delay.

**Accidents & Safety:** Continue annual Traffic Safety Management (TSM) program and annual dedication of Capital Improvement Dollars for improving "problem areas".

**Pedestrians:** Consider skyways and implement the most cost-effective routes when funds become available, keeping the overall system plan in mind. Recognize the need to balance functional needs to move traffic efficiently with the need to promote a safe pedestrian oriented environment.

**On-Street Parking:** Consider residential on-street parking permit system around downtown residential fringe and establish time limits of less than four hours.

## IMPLEMENTATION

The final element of this study outlines the action steps that need to occur to create a wider commitment to implementing the plan over time. The downtown plan should be approached as a series of many small projects that when implemented step by step will add up to the vital CBD envisioned by the community.

This section is organized into four main categories each with short, mid, and long term tasks to achieve over the next 15 years. The categories are as follows:

**Downtown Redevelopment:** This section focuses on coordinating redevelopment objectives with governing agencies and stakeholders, and phasing of the redevelopment projects.

**Transportation and Parking:** This section focuses on steps to implement the transportation and parking recommendations including phasing of street improvements and the creation of a parking management strategy.

**Design and Appearance:** This section focuses on the tasks recommended to maintain and improve the visual attractiveness of the downtown including establishing regulatory tools, design guidelines, phasing of streetscape improvements, and organizing public art projects.

**Management and Promotion:** This section outlines a strategy for creating a positive, vital atmosphere and kindling community spirit through downtown promotions, special events, and improved merchandising.

Organizing diverse groups of people and organizations to accomplish the work tasks, build public/private partnerships, foster ongoing leadership, and provide a unified voice for downtown will be the key to whether this plan succeeds or fails.

Two approaches are recommended to establish an "advisory group" that is committed to downtown and whose mission is to administer the proposed work program. This group will be an "umbrella" organization that orchestrates groups with limited involvement in a collaborative effort to implement the downtown plan objectives.

## THE SETTING



## INTRODUCTION

This study represents the completion of a process to visualize and articulate a long-range plan for Downtown Bismarck. This plan will provide guidance for future redevelopment decisions and a policy framework to ensure that downtown Bismarck will both be maintained as the center for the regional government, business, and cultural activities and evolve into a vital, compact Central Business District. This effort was guided by the Central Business District Plan Advisory Committee, a volunteer organization consisting of representatives of the Downtown Business Association, City Staff, medical community, State Department of Transportation, the Visitors Bureau, and other businesses and organizations concerned for the future of Downtown Bismarck.

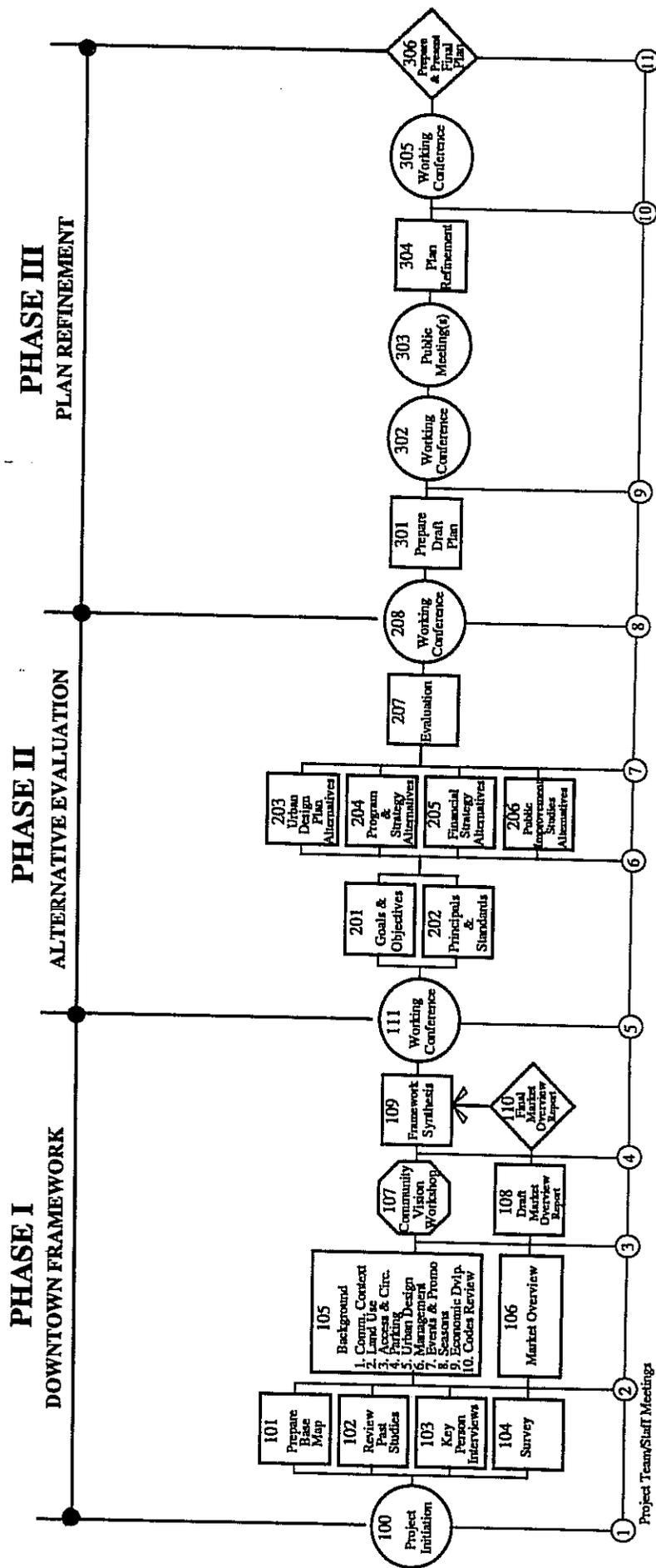
The need for this plan grew out of the desire to include an illustrative urban design plan as part of the Comprehensive Policy Planning that has been done for the City.

## PROCESS

The approach to this study was based on the principle that successful comprehensive plans must involve active local participation to reflect the values of and strive to serve its citizenry.

Figure 1, *Downtown Plan Work Program*, illustrates the process and individual tasks that were completed in the preparation of the plan. Each phase of the work program has included at least one major public meeting where information was presented and agreement reached prior to proceeding to the next phase.

- Phase One of this planning process involved soliciting local views and perceptions through a one day visioning and design workshop, analyzing existing conditions, identifying issues and concerns, and formulating goals and policies.
- Phase Two entailed evaluating alternative plans and strategies.
- Phase Three involved the preparation of the final CBD Plan recommendations.



**Figure 1**  
**WORK PROGRAM**  
**BISMARCK DOWNTOWN PLAN**  
 City of Bismarck, North Dakota

Dahlgren, Shardlow & Uban, Inc.  
 Bonestroo Rosene Anderlik & Associates  
 Maxfield Research Group, Inc.

The CBD Plan Advisory Committee has been actively involved in this process and has had a tremendous influence on formulating the goals and objectives, and shaping the final plan and policies.

This document summarizes the findings and recommendations of the planning effort and consists of an inventory and analysis of past studies, the physical setting, market conditions, transportation and parking strategies, definition of the issues, goals and objectives for the downtown, a discussion on urban design principles, a Framework Plan for physical improvements, and an implementation strategy.

The Market Forecast prepared by the Maxfield Research Group provided the study with realistic expectations for economic growth and the development potential that Downtown Bismarck could expect to capture in the next 15 years.

## **FRAMEWORK PLAN**

The plan represents the numerous opportunities that lie ahead to enhance the Downtown experience, protect the integrity of the City's unique features, and generate a vital business climate. This study recommends among other things, locations for projected developments that will reinforce good urban design principles, and an open space system that will provide an organizational framework to the Downtown. The City's landmarks and CBD will be tied together by a cohesive system of streetscape elements, public gathering areas, and other pedestrian amenities. The improvements will set the stage for cultural events and generate activities to enhance the vitality of the downtown.

### **Implementation**

The best plans are of little value if they are not implemented. There has to be a strong commitment to achieving results from the very beginning of the process. As is often the case, a Master Plan would be destined for failure unless the business community and other civic organizations all participate in the process and unless the plan represents a shared vision for the future of Downtown Bismarck. This plan represents a collaborative effort between the Central Business District Plan Advisory Committee, the citizens and city staff who participated in the process and the planning team.

Implementation of these opportunities and the future of Downtown Bismarck is dependent on the leadership of the community. The physical improvements will act as a catalyst for reinvestment, however, alone they will not ensure a vital business climate. In order to be successful, the community must be unified in their efforts and embark on this revitalization strategy, one step at a time.

## COMMUNITY EXPECTATIONS

Phase I of the study included several important citizen participation components. An effort was made to reach as many people as possible at the outset of the study to obtain ideas and perceptions regarding conditions within the Downtown. This information is highlighted below:

**Visual Survey:** The purpose of the visual survey is to determine what components in the built environment contribute to both a positive and negative image. The components include architecture, signs, building setbacks, landscaping, parking areas, etc. Survey participants were shown 80 slides of poor and high quality urban, suburban, recreational, residential and commercial developments. Many of the slides were environs within Bismarck. Each participant had to rate their impression of the slide on a -3 to +3 scale. The results were used to determine a consensus about Bismarck's visual landscape and what components should be recognized in the formulation of goals and objectives and implementation strategies of the plan.

Figures 2 and 3, *Most Favored Images and Least Favored Images*, show the top 5 and bottom 5 rated slides. What follows is a description of slides with the nine highest scores and associated comments.

1. House in Bismarck - Trees, calm, historical, good architecture (Score: +2.7)
2. Aspen CO Park - Falling water, trees, flowers, historic lights, peaceful (+2.6)
3. Wayzata, MN Streetscape - Brickwork, benches, trees, canopy, texture (+2.4)
4. Mall Streetscape - Clean, inviting, well maintained, narrow sidewalks (+2.2)
5. Riverplace, Minneapolis - User friendly, old world charm, people on street (+2.0)
6. Courthouse - Park use, pleasant, historical (+2.0)
7. Old Freighthouse - Color, clean lines, inviting, flowers (+2.0)
8. Sidewalk near Courthouse - Separation of pedestrian and cars, place to sit (+1.9)

9. Peacock Alley Sidewalk - Old world charm, good architecture, color, nice destination (+1.8)

What follows is a description of the slides with the five lowest scores and comments on their shortcomings.

1. Parkade Ramp Storage - Hostile, stark, threatening (-2.1)
2. RR Area Behind Old Depot - Unfinished, junkyard, industrial (-1.9)
3. Powerlines in Alley - Ugly powerlines (-1.7)
4. Chain link fence parking lot - Inefficient, lack of landscaping (-1.2)
5. Private Parking lot behind City Hall - No color, bland, too many cars (-1.2)

The results of the Visual Survey help establish the preferences and expectations of the participants for a quality built environment. The results clearly indicate the participants prefer human scaled environments with trees and flowers, old world charm, good architecture, and pedestrian amenities. The environments that are least preferred consist of functional, auto-oriented, hostile utilitarian areas that lack landscaping and good architecture.

**Major Issues:** Also at the Workshop, participants were asked to list the most important issues facing downtown Bismarck. Below is a list of the top 5 issues with the number of responses in parenthesis:

1. Need for on- and off-street parking spaces (14)
2. Need to remove Chancellor Square (11)
3. Need for better vehicular and pedestrian traffic circulation (10)
4. Need for a downtown beautification program (8)
5. Need for a public space in CBD (6)

The top three issues deal primarily with parking and circulations concerns. The fourth and fifth issues deal with the concern for an attractive pedestrian scaled environment. These issues and the results of the Visual Survey defined the focus area of the planning and design effort. These results clearly indicate that the citizens of Bismarck have high aesthetic standards and expectations for the quality of the built environment.

## Most Favored Images

### 1. *House in Bismarck*

- Trees
- Calm
- Historical
- Good Architecture
- (Score: +2.7)

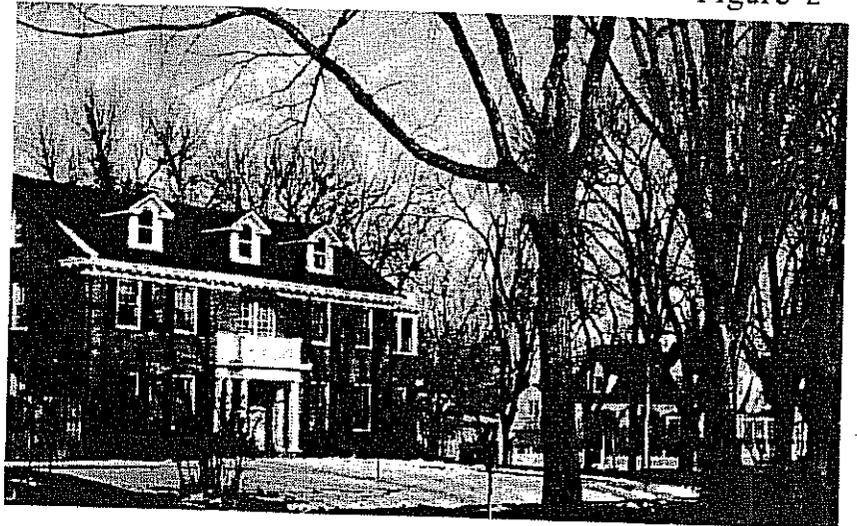
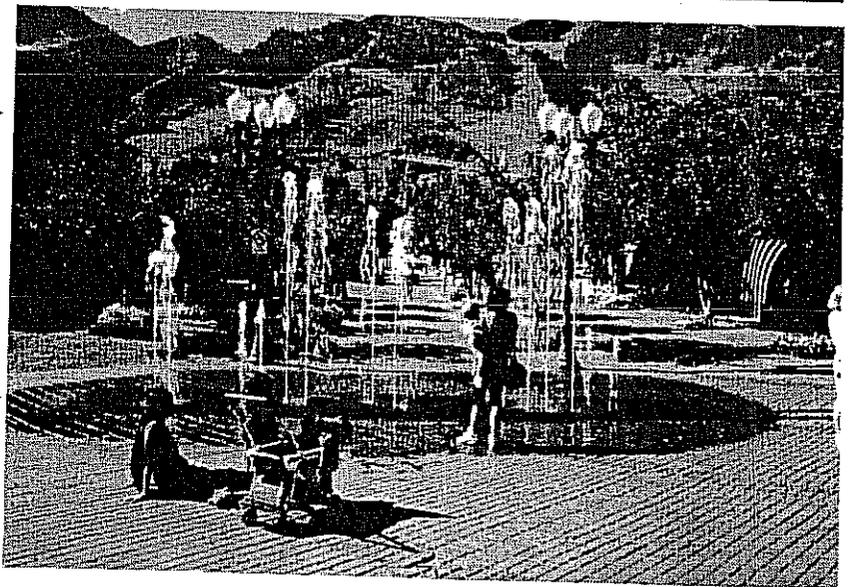


Figure 2

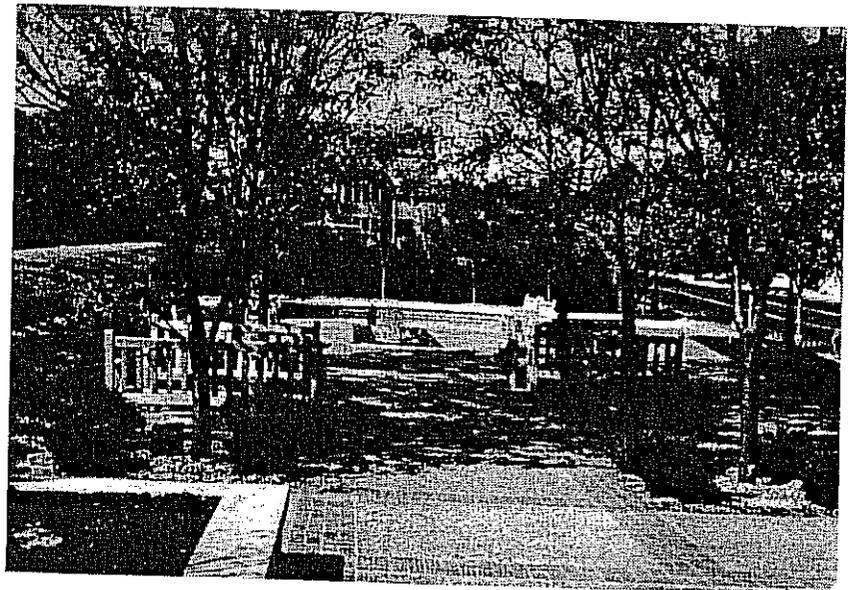
### 2. *Aspen CO Park*

- Falling Water
- Trees
- Flowers
- Historic Lights
- Peaceful
- (+2.6)



### 3. *Wayzata, MN Streetscape*

- Brickwork
- Benches
- Trees
- Canopy
- Texture
- (+2.4)



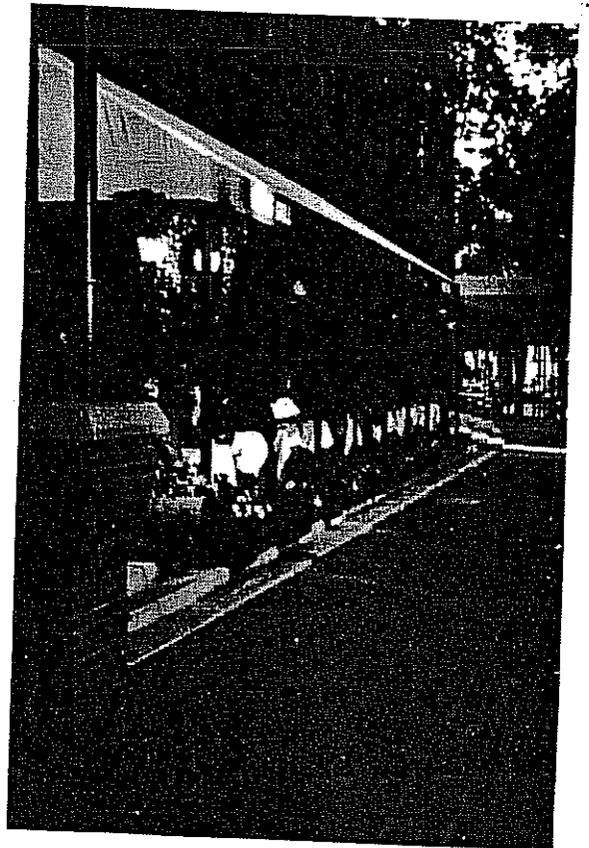
**4. Mall Streetscape**

- Clean
- Inviting
- Well Maintained
- Narrow
- Sidewalks
- (+2.2)



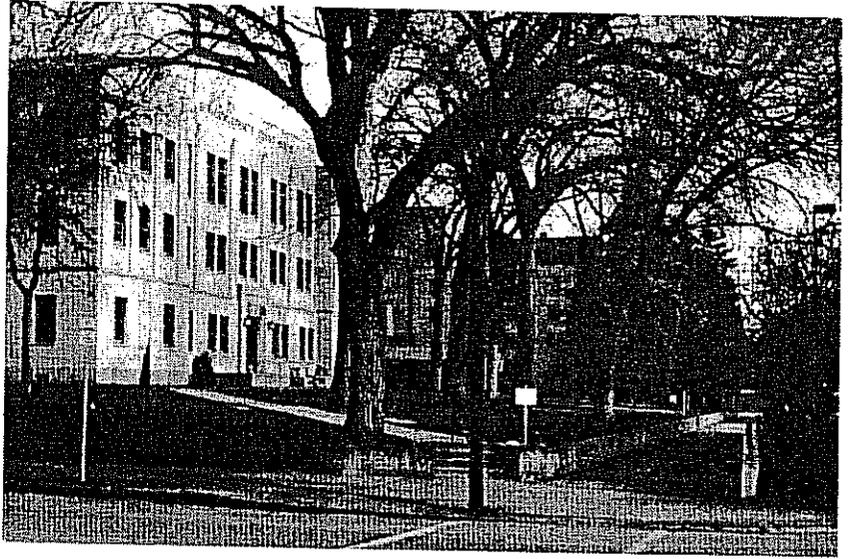
**5. Riverplace, Minneapolis**

- User-friendly
- Old World Charm
- People on Street
- (+2.0)



**6. Courthouse**

- Park use
- Pleasant
- Historical
- (+2.0)



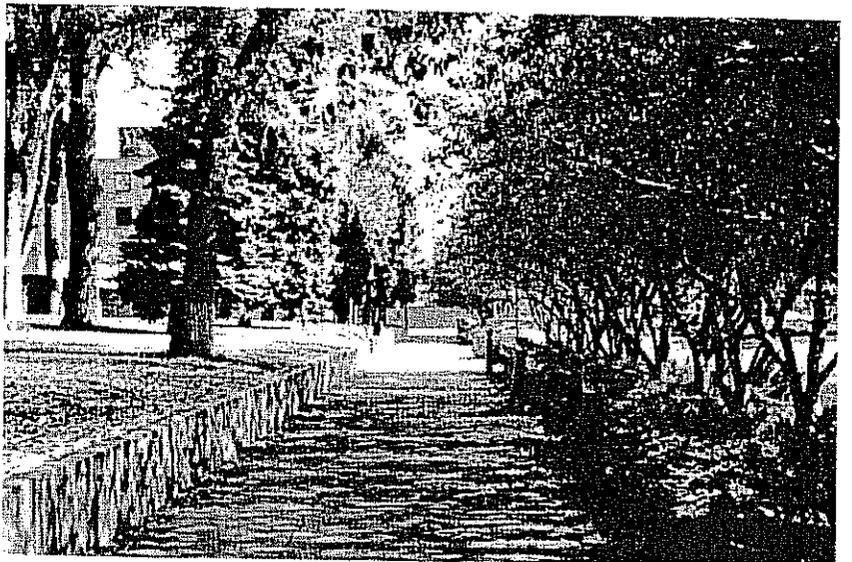
**7. Old Freighthouse**

- Color
- Clean Lines
- Inviting
- Flowers
- (+2.0)



**8. Sidewalk near Courthouse**

- Separation of Pedestrian and Cars
- Place to Sit
- (+1.9)



9. *Peacock Alley Sidewalk*

- Old world charm
- Good Architecture
- Color
- Nice Destination
- (+1.8)



## Least Favored Images

### *1. Parkade Ramp Storage*

- Hostile
- Stark
- Threatening
- (-2.1)

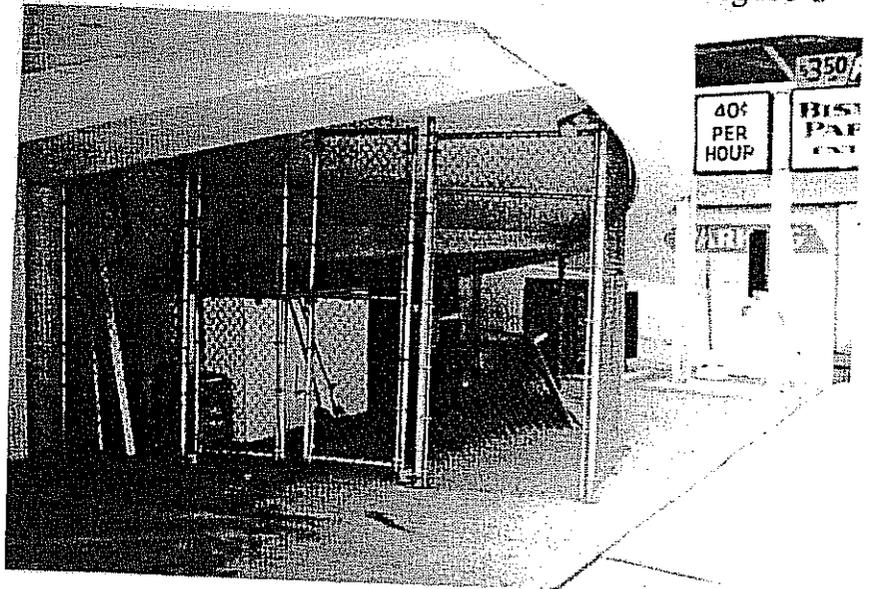
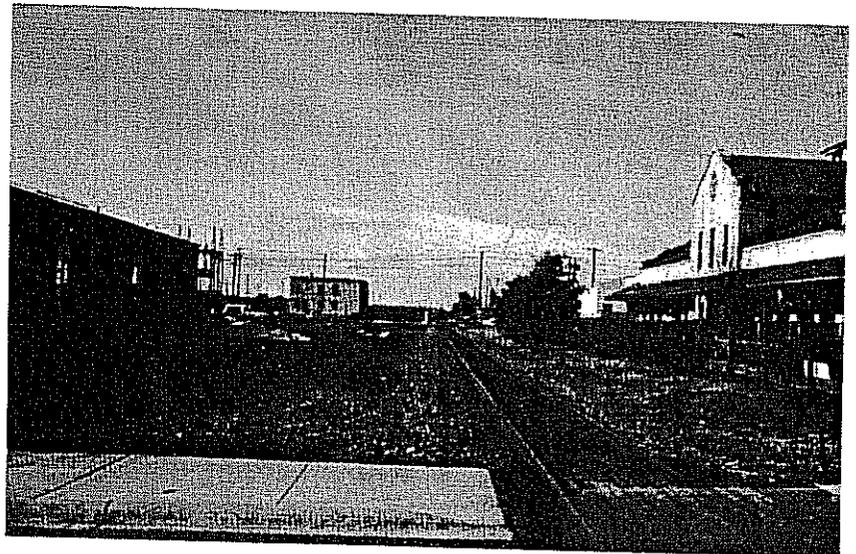


Figure 3

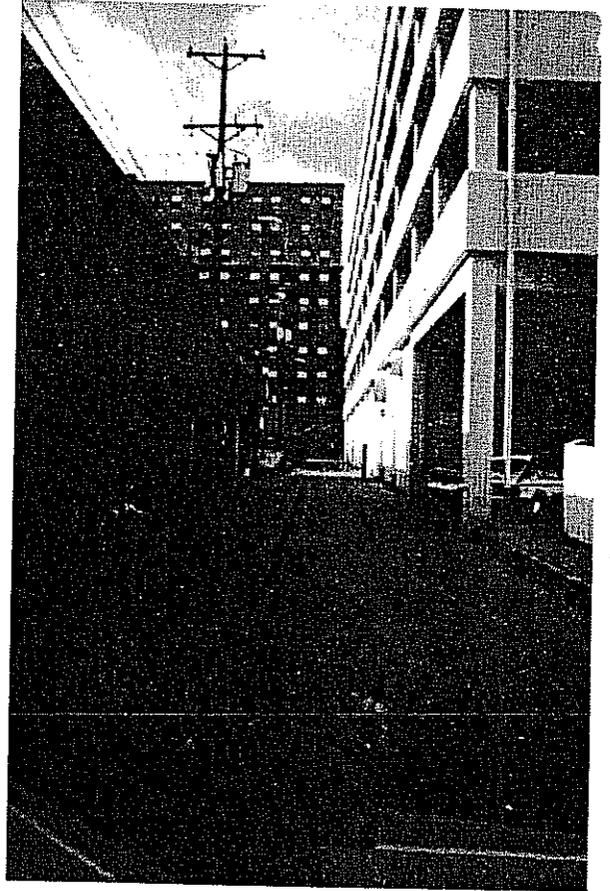
### *2. RR Area Behind Old Depot*

- Unfinished
- Junkyard
- Industrial
- (-1.9)



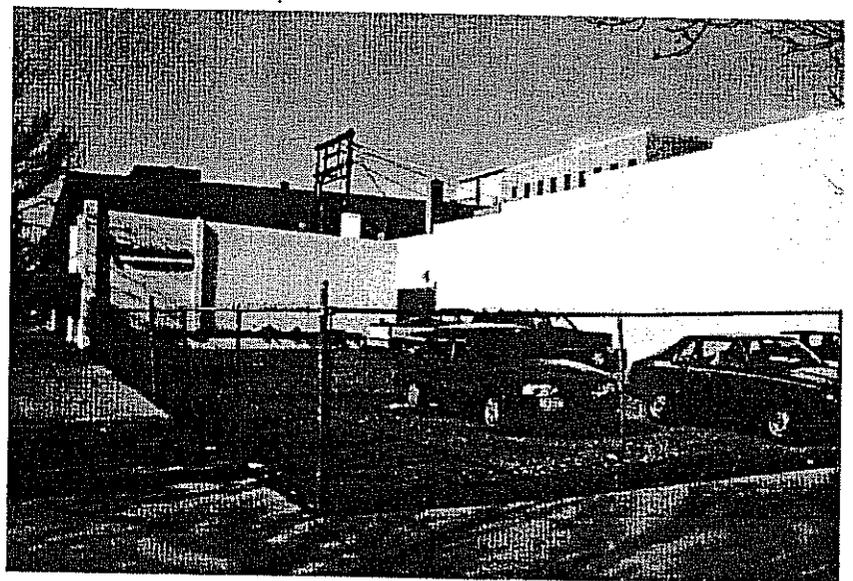
**3. Powerlines in Alley**

- Ugly
- Powerlines
- (-1.7)



**4. Chain Link Parking Lot**

- Inefficient
- Lack of Landscaping
- (-1.2)



***5. Parking Behind City Hall***

- No Color
- Bland
- Too Many Cars
- (-1.2)



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## BACKGROUND ANALYSIS

### Regional Context

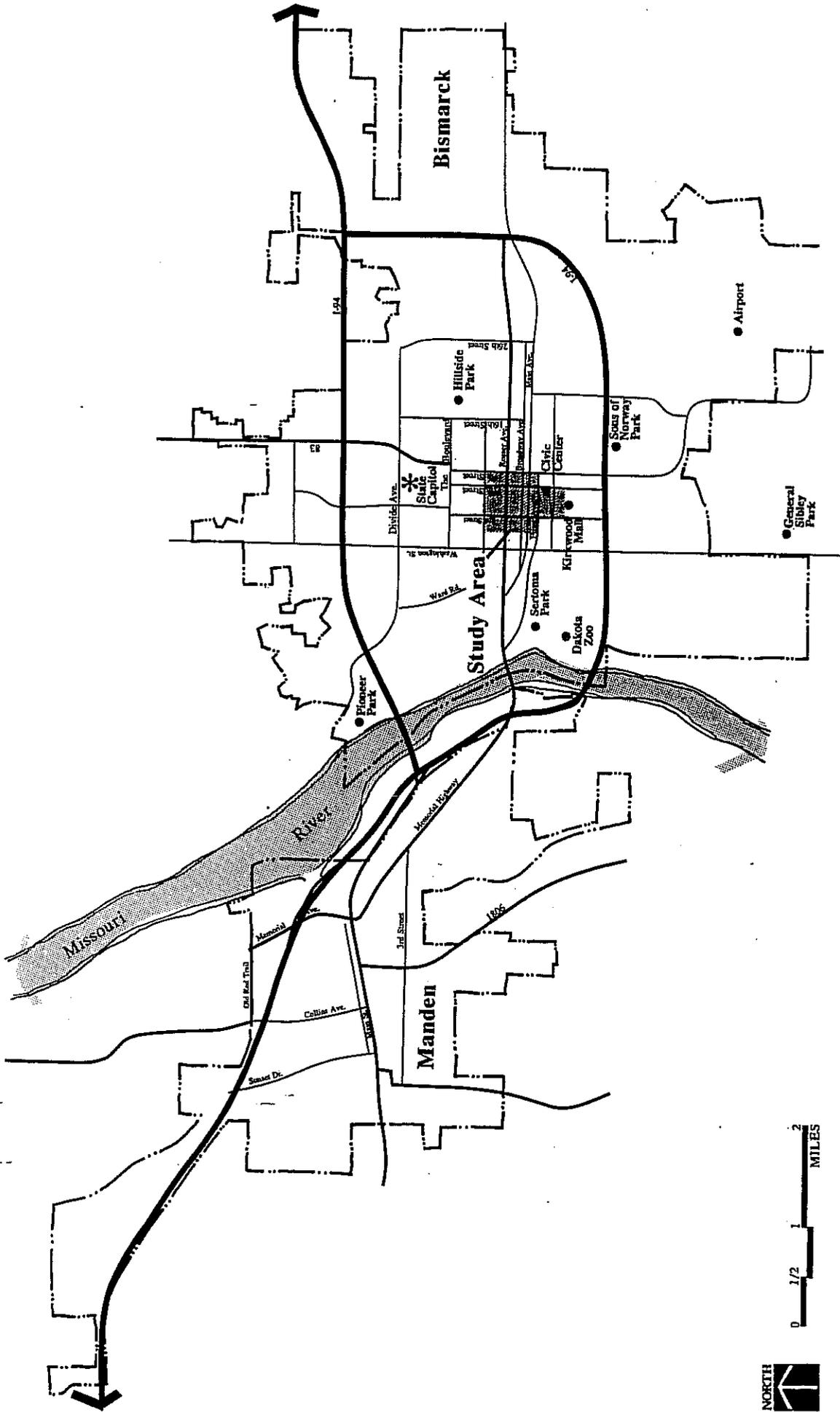
Since its early days as the Capital of the Dakota Territories, downtown Bismarck has evolved as the center of government, business, cultural activities and retail in the region. The Central Business District is uniquely located in the center of the City and within 1/2 mile of the State Capitol to the north and the Kirkwood regional center to the south. See Figures 4 and 5.

The downtown is well connected by roads surrounding amenities, highways and the airport. Washington and 9th Streets are the main north/south through streets that link downtown with the Interstate Freeway System and the Airport. Rosser, Main and Front Avenues are the primarily east/west streets that also link downtown to the zoo and the parks along the Missouri River, to the west.

### Land Use

Downtown Bismarck is home to a wide-range of activities and serves the needs of a diverse community. Downtown is a center of employment, as well as a major shopping locale. Downtown is a social place, with many areas to meet people, as well as a place for people to live. Downtown is also home to the area's trade show and convention business and the center of government for the region.

Downtown Bismarck is in a unique position due to its proximity to the Kirkwood Mall. In most cases, regional malls, such as Kirkwood, are 10 to 15 miles from a downtown area. However, due to the construction of the Garrison Dam in the late 1940's, the area south of downtown became developable and the mall was constructed in the early 1970's. This situation poses both opportunities and threats to the downtown area. The opportunities include the potential of bringing the visitors to the mall into the downtown area through linkages and common promotional efforts. The threat comes from having a 750,000 square foot retail center right at downtown's doorstep. Presently downtown has ceded many retail responsibilities to the Mall area. A major element of this plan will focus on how downtown can thrive while recognizing that much of the retail activity will occur at Kirkwood.



Regional Context

# Bismarck

## Central Business District Plan

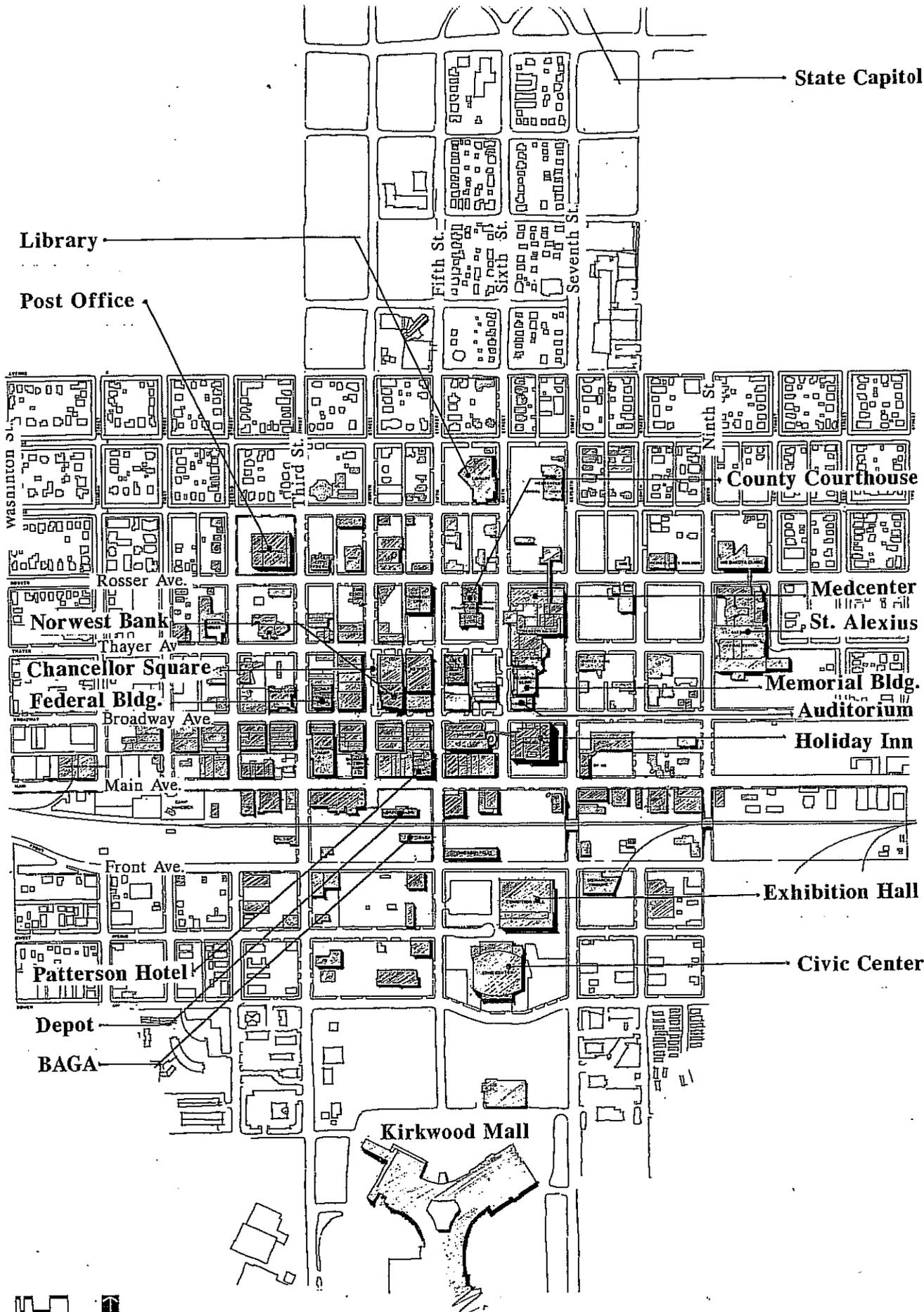
Figure 4



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MILES

Dahlberg, Skardline, and Urban, Inc.  
Bontrave Neuman Anderson & Associates  
Stafford Research Group, Inc.

City of Bismarck, North Dakota  
Metropolitan Planning Organization



Downtown Context

# Bismarck

## Central Business District Plan

Figure 5

Dalgreen, Sharlow, and Uhan, Inc.  
 Research, Research, and Associates  
 Massfield Research Group, Inc.  
 City of Bismarck, North Dakota  
 Metropolitan Planning Organization

According to City records, there are 2,770,497 square feet of space in the downtown area within a number of different land uses. Table 1, *Downtown Square Footage* shows the amount of square feet for each land use along with its percent of the total. Figure 6, illustrates Land Use in downtown Bismarck.

**Table 1**  
**City of Bismarck**  
**Downtown Square Footage**

	<u>Square Feet</u>	<u>Percent</u>
Retail/Service	708,631	25.6%
Office	762,816	27.5%
Medical	189,990	6.9%
Financial	156,982	5.7%
Institutional	685,864	24.8%
Hotel	125,898	4.5%
Residence	115,316	4.2%
Vacant	<u>25,180</u>	<u>0.9%</u>
Total	2,770,497	100.0%

Source: City of Bismarck

This section describes the various land uses in the downtown area as well as the role they play in making downtown Bismarck a unique place to work, shop and visit.

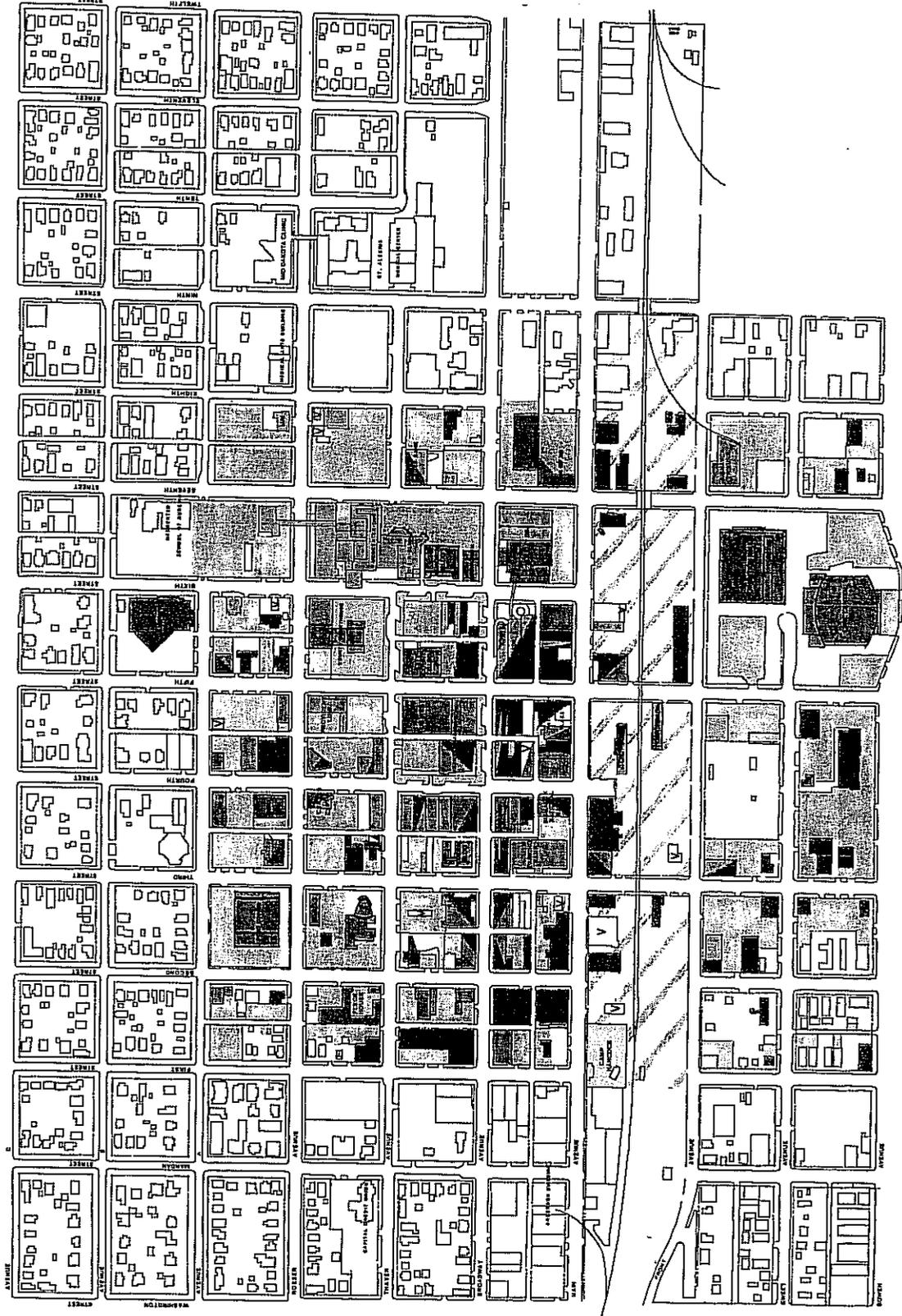
### Retail/Service

The retail/service sector includes such uses as retail establishments, restaurants and bars, and personal and business service establishments. These uses are scattered throughout the downtown area, typically on the first floor of many of the buildings.

This sector comprises 708,631 square feet of space in the downtown, or about 25.6 percent of the total space. Virtually all of the retail and service establishments are smaller scale, with a focus on a specific segment of the market. There are no department stores in the downtown area because they have relocated to the Kirkwood Mall.

# Land Use

	Retail/Service	708,631 sq. ft.
	Office	762,816 sq. ft.
	Financial	156,982 sq. ft.
	Institutional	685,864 sq. ft.
	Medical	189,990 sq. ft.
	Hotel	125,898 sq. ft.
	Residential	115,316 sq. ft.
	Vacant	25,180 sq. ft.
	Parks/Open Space	
	Surface Parking	
	Structure Parking	
	Railroad Property	
	Total	2,770,497 sq. ft.



# Bismarck

## Central Business District Plan

Figure 6

Bahlgren, Shardlow, and Uban, Inc.  
 Bonesteele Ruess, Andriolik & Associates  
 Maxfield Research Group, Inc.  
 City of Bismarck, North Dakota  
 Metropolitan Planning Organization

### Office

Office space includes all the office buildings and space in the downtown, the predominate being the Provident Life, U.S. West, Norwest Bank and the other bank buildings. With 762,816 square feet of space, this use is the largest use in the downtown area, comprising 27.5 percent of total downtown space.

There are also a number of offices that take advantage of downtown Bismarck's proximity to the State Capitol. There are a variety of offices for law firms, trade associations and quasi-governmental agencies. It is these smaller offices that are fueling demand for more office space in the the downtown area, as opposed to one large, space-intensive client.

### Medical

With 189,990 square feet of space, this use comprises 6.9 percent of total space in the downtown area. This use includes the Q & R Clinic, Medcenter One, and their ancillary buildings. St. Alexius Medical Center and the Mid Dakota Clinic were not included because they are outside the limits of the square footage study.

The medical sector on the east side of downtown is a growing and increasingly important component of the downtown core area. The Q & R Clinic, Medcenter One, St. Alexius, and the Mid Dakota Clinic cover approximately the same amount of City blocks as the downtown core area. Linkages between the medical area and the downtown need to be created to foster a stronger, mutually supportive relationship.

### Financial

The financial sector includes the banks located in the downtown area. These banks include Norwest Bank, Bismarck National Bank, First Bank, Bank Center First, Capital Credit Union, First Southwest United Bank, Community Credit Union, Metropolitan Federal Bank, and Gate City Federal. With 156,982 square feet, this sector comprises 5.7 percent of the uses in the downtown area.

The financial sector typically fuels the demand for office space in a downtown district. There are however, no plans by the major banks to expand significantly in order to accommodate a new office building. Until such an expansion occurs, it is unlikely that a new office building will be constructed in the downtown area.

### Institutional

Institutional uses include Bismarck City Hall, the Memorial Building and Belle Mehus Auditorium, the Old Federal Building, the new Federal Building and the County Courthouse. The largest institutional use, however, is the Bismarck Civic Center and Exhibition Hall. Together, these institutional uses comprise nearly 25 percent of the land use in downtown Bismarck. The County Courthouse is one of the more pleasing buildings in Bismarck with its classical architecture and tree-filled grounds. The Memorial Building and Auditorium are also architecturally significant buildings.

### Hotel

Hotel uses in the downtown area comprise 125,898 square feet or about 4.5 percent of downtown's total land use. There are two main hotels in the downtown area, the Holiday Inn located on Broadway between 6th and 7th Streets and the Best Western on Thayer and 2nd Street.

The Holiday Inn is connected to the Parkade parking structure by a skywalk and is used by business, tourist and convention visitors. The Best Western is too far away from the Civic Center to be considered a convention hotel, however, it does cater to the business, government and tourist visitor.

The Civic Center and Exhibition Hall comprise nearly 500,000 square feet of space for trade shows, athletic events, and conventions. The Civic Center and Exhibition Hall are virtually mid-point between the downtown core and Kirkwood Mall, taking advantage of the hotels, restaurants and shopping opportunities both districts provide.

### Residential

There are 115,316 square feet of residential square footage in the downtown. These units are predominately in the top floors of the Patterson Place building. However, there are residential units scattered throughout downtown on the second stories of the various retail and offices buildings.

Second story residences should be encouraged throughout downtown as this keeps people in the area during all hours of the day - instead of between 8:00 am and 5:30 pm. People who live downtown tend to shop, eat and recreate downtown, creating a sense of activity and liveliness throughout the area.

## Parking

Circulation and parking are important elements to the health and vitality of any downtown. How one approaches downtown, moves around once there, and how easily parking is located plays an integral part in the downtown experience. Confusion on how to get downtown or drive within it, coupled with concerns about parking, influences whether a visitors will return. Once a downtown develops a reputation as difficult to get to and cumbersome to park within, people tend to avoid it.

In order to ensure that circulation and parking works well in the downtown area, it is important to encourage a few principles and concepts that should be applied to all improvements. These concepts include:

- Two-way streets predominate throughout downtown to simplify internal circulation.
- Parking structures used for employee parking and long-term parking needs.
- On-Street parking throughout the area to allow shoppers and downtown visitors visible and efficient parking.

The Transportation and Parking section of this Study focuses on parking issues and recommendations.

## Parking Supply

There are 6,325 spaces in the downtown area. The breakdown in parking spaces is listed in Table 2. Figure 7 illustrates existing parking facilities.

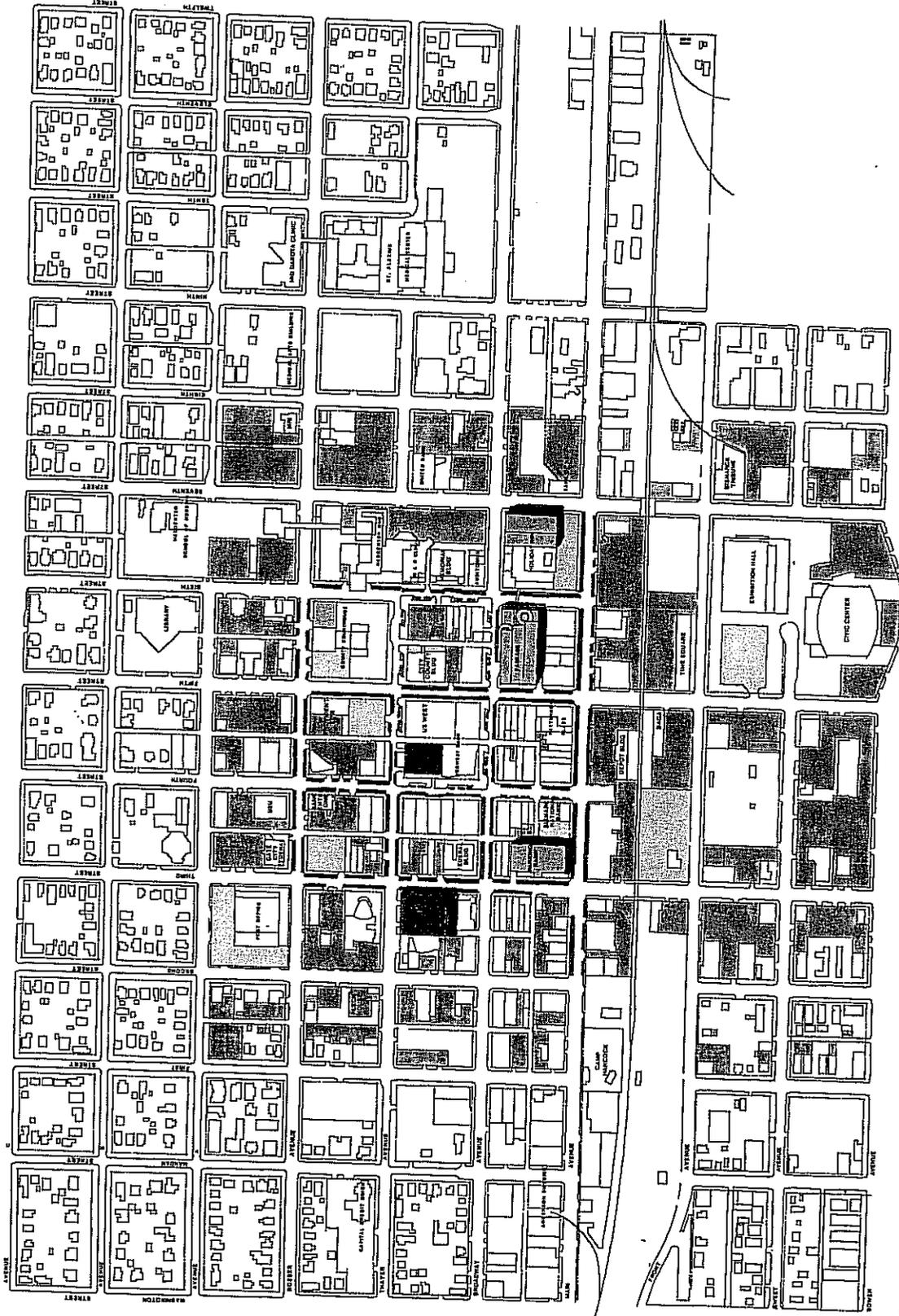
**Table 2**  
**City of Bismarck**  
**Downtown Parking Spaces**

<u>Type of Parking</u>	<u>Spaces</u>
Private Surface Lots	3,717
Private Ramps	185
Public Surface Lots	576
Public Ramps	1,214
Diagonal On-Street	105
Parallel On-Street	528
<b>Total</b>	<b>6,325</b>

Source: City of Bismarck

# Parking

<b>On Street Parking:</b>		
Diagonal Spaces	105	
Parallel Spaces	528	
<b>Total Spaces</b>	<b>633</b>	
<b>Off Street Parking:</b>		
Private Lots	3,717	
Private Ramps	185	
Public Lots	576	
Public Ramps	1,214	
<b>Total Spaces</b>	<b>5,692</b>	
<b>Grand Total:</b>		<b>6,325 Spaces</b>



# Bismarck

## Central Business District Plan

Figure 7

Dalgaard, Shredler, and Olson, Inc.  
 Rosemary Rose Anderson & Associates  
 Winfield Research Group, Inc.  
 City of Bismarck, North Dakota  
 Metropolitan Planning Organization

The number of parking spaces per 1000 gross square feet of space is a good indicator of the availability of parking for an area. In densely developed downtown areas parking ratios can range from 1 to 3 spaces per 1000 gross square foot (GSF) of commercial, retail, institutional and residential space, while in suburban type malls the ratio is usually closer to 4 spaces per 1000 GSF.

Table 3 below shows the gross square footage of the downtown area (minus the Civic Center), the Civic Center area and Kirkwood Mall. The accompanying number of parking spaces for each area is also given with their parking ratios.

**Table 3**  
**City of Bismarck**  
**Parking Ratios**

	Square Footage	Parking Spaces	Parking Ratio
Downtown	2,331,617	6,325	2.7
Civic Center	438,880	1,035	2.4
Kirkwood Mall	747,000	4,275	5.7

Source: City of Bismarck

Table 3 shows that the Kirkwood Mall enjoys a 3 parking stall advantage for every 1,000 GSF of space over the downtown area. The recent expansions of Target and Herbergers at the Mall have had an impact on these ratios however. It is this parking advantage that many downtown areas have to overcome when they attempt to compete with shopping malls for the consumer's retail dollar. It is virtually impossible for a downtown area to attain parking ratios of nearly 6 stalls per 1,000 GSF without relying on massive parking ramps. Downtown Bismarck must manage its parking resources better to overcome this disadvantage.

### MARKET STUDY

A market forecast was prepared by the Maxfield Research Group to provide realistic expectations of what portion of the regional growth Downtown Bismarck could reasonably capture in the next fifteen years.

**Office** It is anticipated that 1 or 2 buildings totalling 60,000 SF will be needed by the end of the decade. However, many of the large office space users such as banks and insurance companies

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have satisfied their office space needs and many developers will find it difficult to find a large tenant for a new office building.

**Commercial** Due to the proximity of the Kirkwood Mall, downtown should concentrate on recruiting small and specialized retail stores. No anticipated square footage demands for commercial space were given. However, the retail needs could most likely be accommodated by redeveloping first floor space of existing buildings within the core downtown and by incorporating retail in the first floors of all new office and residential buildings.

**Hotel** Currently the hospitality market is overbuilt in Bismarck. By the end of the decade however, it is anticipated that one hotel of approximately 160 to 240 rooms will be needed in the downtown area.

**Residential** Currently there is a demand for approximately 100 to 200 apartment units in the downtown. Some of this demand can be satisfied through the use of upper floors above office and retail establishments. The rest can be satisfied through the construction of new apartment buildings.

These projections form the basis for the redevelopment program. The framework plan illustrates where these uses could occur downtown to reinforce solid urban design principles and the objectives of this study.

# THE VISION



## **URBAN DESIGN PRINCIPLES**

The following are a series of basic planning and urban design principles for improving the built environment of downtown Bismarck. These principles, in conjunction with the goals and objectives created through the planning process, provide the basic framework for the Central Business District Plan. The application of these principles, along with modifying the zoning ordinance to support these principles, will create a setting that reflects the objectives of the plan, improves the quality of the downtown's physical appearance, and will foster a positive identity for downtown Bismarck. These principles should be applied during the site planning and the architectural design phase of every parcel and multi-parcel development in downtown.

### **ROLE AND FUNCTION OF THE CBD:**

#### **Symbol of a City and Region**

Downtown Bismarck should be the pre-eminent symbol of the quality, prosperity, character, and values of people and businesses throughout the City and region. Downtown Bismarck has unique qualities that should be preserved to maintain its positive identity. It is the sum of all the individual projects that forms the overall image of the City.

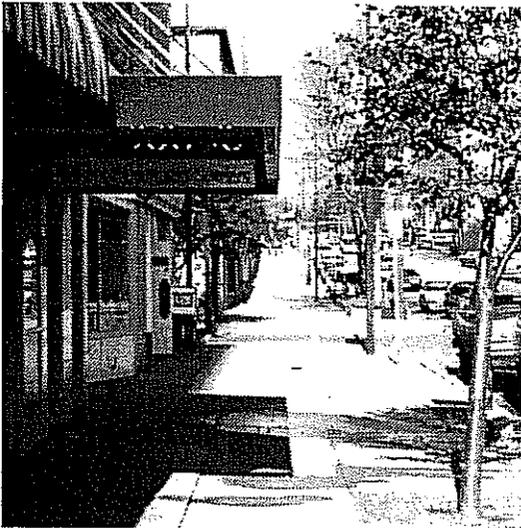
#### **Site for Special Activities**

Downtown Bismarck should function as the optimum location for cultural activities in the region that are few-of-a-kind, and those that require a central location and close proximity to other central area activities in order to operate efficiently.

Similarly, specialty retail shops, professional or business services, and public facilities (museums, convention centers, government office buildings etc.) operate more efficiently in a central location where they are accessible to concentrations of potential patrons and where there are other mutually supportive activities and services.

Downtown Bismarck should function as an integrated center of activities that together foster a sense of community. The amenities and employment opportunities created by an exciting, vital downtown will reinforce Bismarck's role as the regional center.

**Respect for Existing Pattern of Development**



New development should be designed so that it fits into the existing compact, urban development pattern. New buildings should not dominate the landscape but blend carefully with it. Development should be contained within the existing block pattern of downtown and reflect the style, bulk, height, materials, and siting of existing downtown buildings. Buildings should be required to maintain the traditional urban development pattern and be built to the sidewalk or R.O.W. line. This practice will maintain the "streetwall" that creates a sense of enclosure and human scale to the street corridor. Parking lots should also be placed in sideyards or behind buildings, not in front of buildings as in a suburban setting. It is the sense of urban fabric and small scale that attracts people and creates economic value.

**PHYSICAL ARRANGEMENT:**

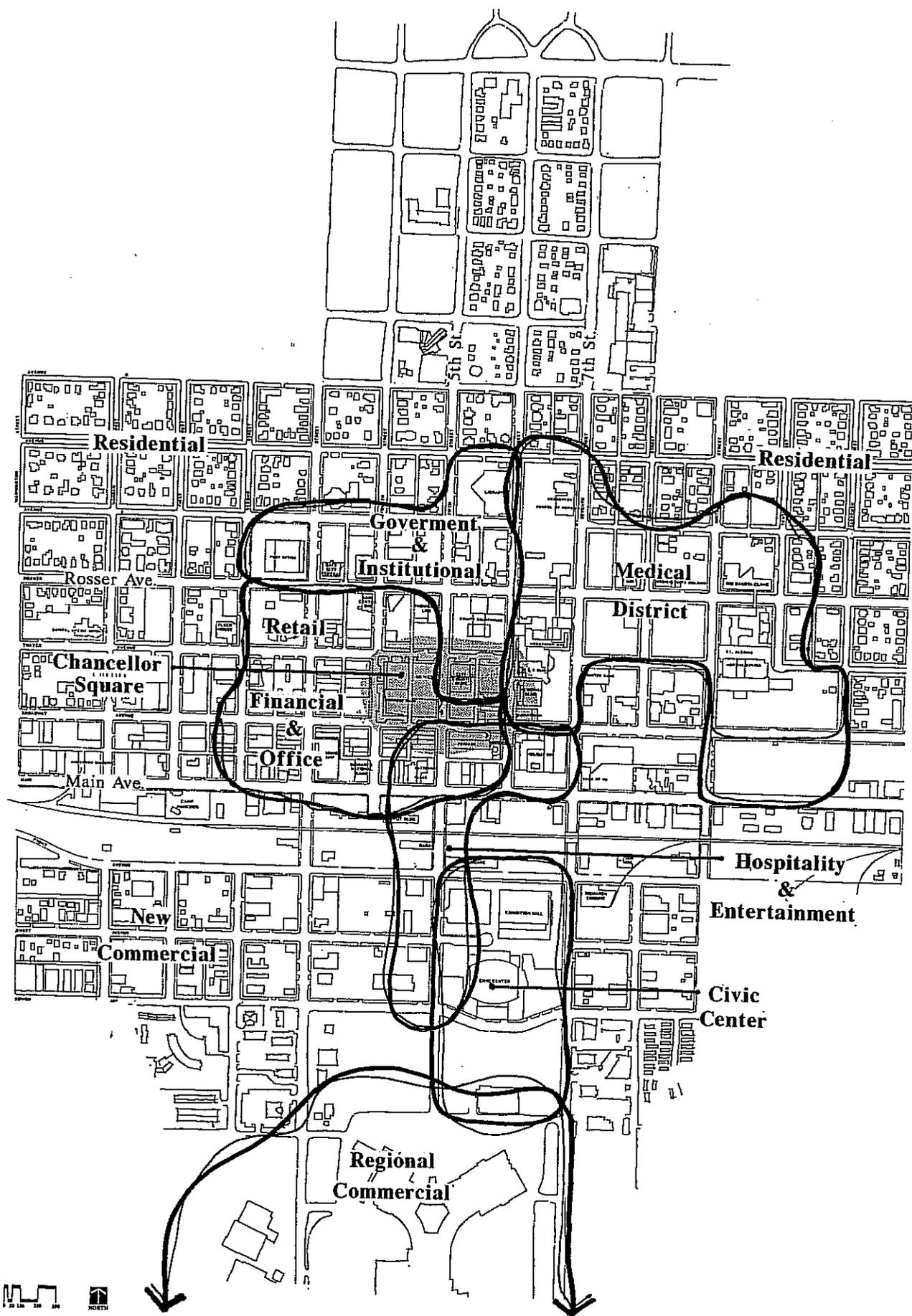
**Activity Centers/Districts**



Distinctive activity centers or districts should be affirmed, each including a variety of land uses but emphasizing specific facilities that historically have developed within the particular area.

Activity centers should be characterized by a dominant theme or function, such as government, education, shopping or entertainment. A variety of supporting services should also be included to serve the convenience needs of users without conflicting with or duplicating the features of these centers. In downtown Bismarck, a variety of districts are beginning to emerge. See Figure 8.

An entertainment and hospitality district is emerging in the proximity of 5th Street and Main Avenue with Peacock Alley, Fiesta Villa and the Holiday Inn within a block of the intersection. The Convention Center and Exhibition Hall forms a district unto itself south of Main Avenue. Chancellor Square is a central activity district with specialty retail, financial, and government uses. To the northeast of downtown, St. Alexius Hospital, MedCenter and support facilities form a large medically oriented district.



Dahlgren, Shardlow, and Ulls, Inc.  
 Suzanne Renee Anderlik & Associates  
 Masfield Research Group, Inc.  
 City of Bismarck, North Dakota  
 Metropolitan Planning Organization

Character Districts  
**Bismarck**  
 Central Business District Plan  
 Figure 8

### Cumulative Attraction/Diversity of Use

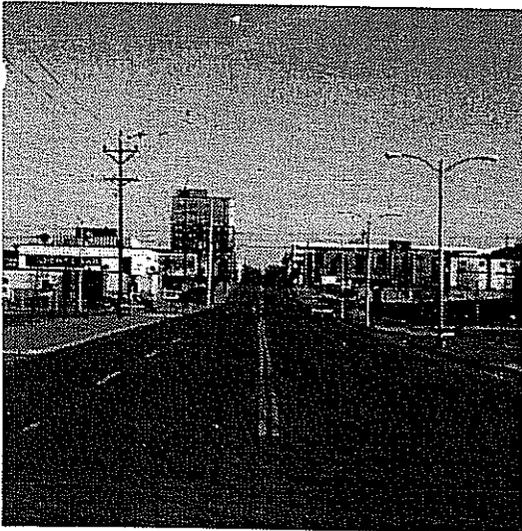
Facilities dealing in similar merchandise or services should be clustered together since they will attract more business if they are located or in proximity to each other than if they are widely scattered. A high degree of compatibility exists between two businesses that, due to their proximity, do more volume together than they would if separated. This compatibility may have come about because the businesses are complementary in nature or because, though competitive, they carry goods of different styles, lines, and prices, thereby increasing total patronage through cumulative attraction. The experienced shopping center developer takes compatibility carefully into account in planning the placement of stores; the individual retailer should give it equal attention in selecting his or her location.

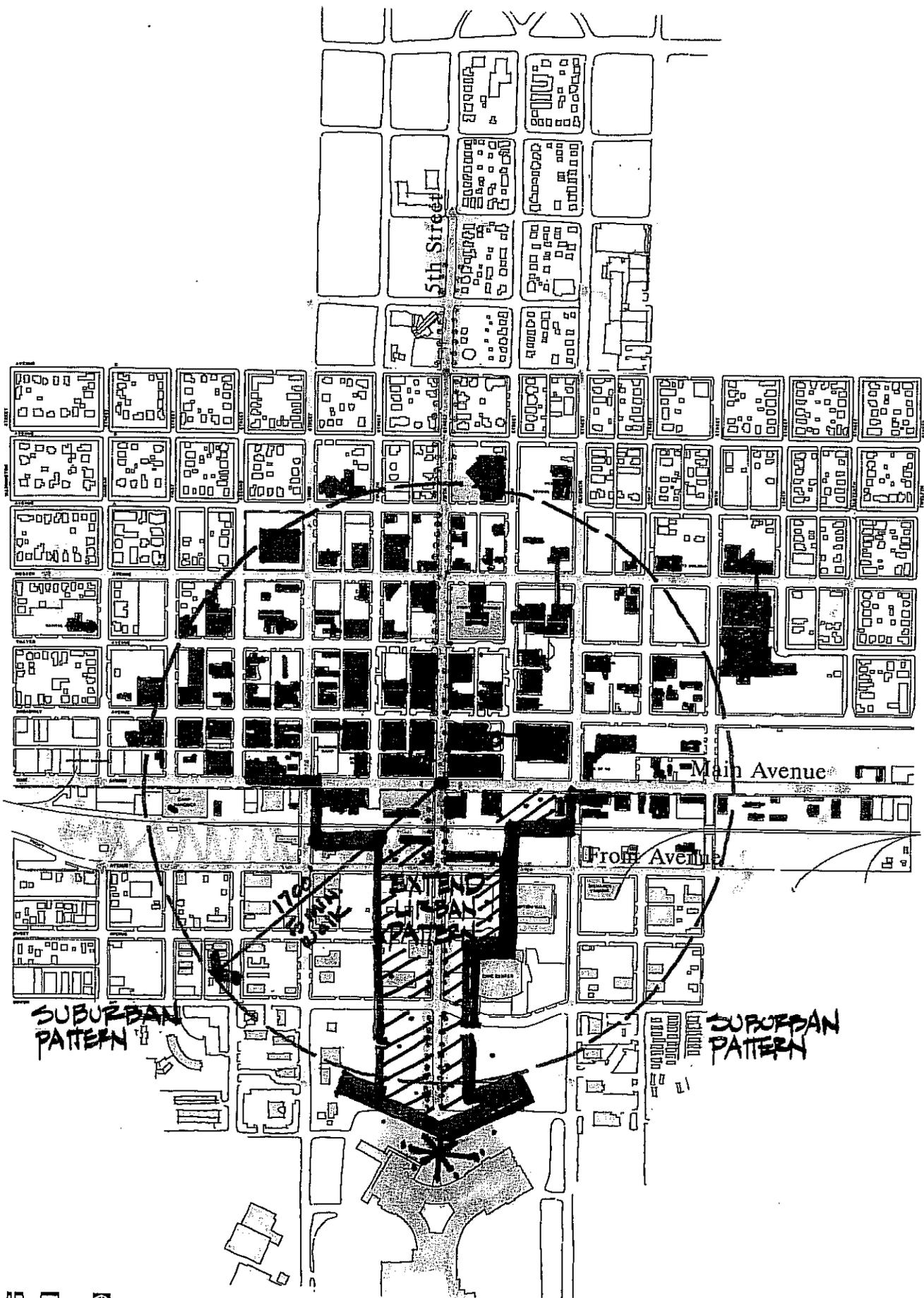
However, care should be given to promoting a diversity of uses within the CBD. The economic health and vitality of downtown is dependent on a market synergy created by a mixture of office, retail, entertainment, and residential uses.

### Compactness of Development

Intense infill development and redevelopment should be encouraged within the Central Business District. Compact development fosters pedestrian activity and vitality, creates a critical mass of activity and reinforces the existing urban development pattern of the center city. The scale of the main retail district should not exceed acceptable walking distances (900-1,200 feet) and should be comparable to that of a regional shopping center. The scale of the main office and service district should not exceed one-half mile on a side. See Figure 9.

Compact development also restricts development and building coverage of peripheral land so as to create a "reserve" for future decades, encourages the economical and efficient utilization of high-cost land, and reduces walking distances and the need for vehicular movements.





Dahlgren, Skardew, and Urban, Inc.  
 Roentgen Rasmussen Anderson & Associates  
 Macfield Research Group, Inc.  
 City of Bismarck, North Dakota  
 Metropolitan Planning Organization

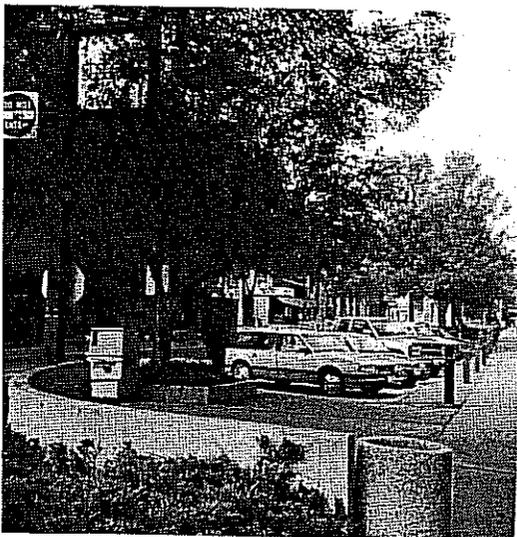
Development Patterns

# Bismarck

## Central Business District Plan

Figure 9

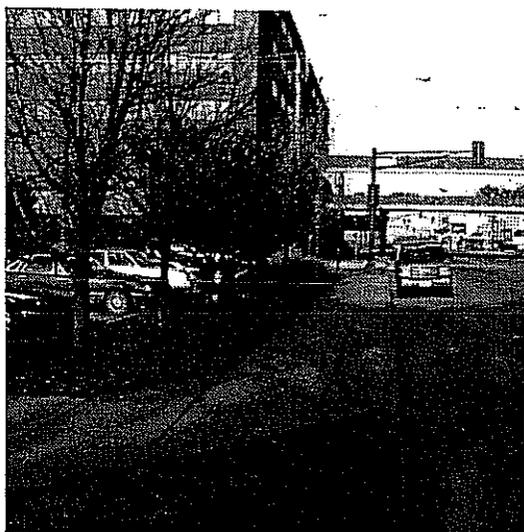
### Connections Within and Between Districts



Functional linkages between pedestrian generating uses and activities should be direct, attractive and edged by activity. Where appropriate, goods and service facilities should be located along connecting routes, avoiding interruptions created by conflicting or neutralizing activities.

Districts can be linked by a coordinated system of streetscape elements, pedestrianways or skywalks, expanded system of pedestrian arcades, and the opening of walls between adjacent stores to provide continuous internal circulation for shoppers. Exterior linkages need to be designed at a scale that feels safe and comfortable to pedestrians in all times of the day and in all seasons. A positive balance between vehicular and pedestrian use of the streets must be established. Streets should act as links rather than barriers to pedestrians.

### Coordinated Multipurpose Development



Coordinated, multipurpose development of entire blocks should be encouraged within downtown Bismarck. "Coordinated" refers to the integrated planning, design, and development of not less than one-half, and preferably an entire, city block of both public and private improvements. All development does not need to occur at one time or under one ownership, but each parcel or building should be planned as part of a total unit, and development should be carried out systematically within a reasonable time period.

Multipurpose developments should be encouraged to include a complementary mixture of activities in order to maintain "life" and "vitality" at different hours of the day and night and on different days of the week. Often the provision of public improvements such as pedestrianways, skywalks, parking facilities, open spaces, etc., can help unite adjacent parcels and buildings as a coordinated whole.

### Relationship of Land Use to Access and Circulation

The arrangement of land uses should contribute to efficient access to downtown Bismarck and to destinations within the area. Downtown cannot function properly if the activities within it are not readily accessible to potential employees, shoppers, and visitors approaching it from all directions. Accessibility is not determined by mode and design of transportation systems alone: land use characteristics are equally important since it is land use that determines the number and type of trip attractions and, to a great extent, the intensity of conflict with the transportation system.

Major shopping and employment concentrations should be arranged compactly so that users can park their cars once and walk between various destinations. Such arrangements also discourage through-traffic in the main retail, office and governmental districts.

**URBAN DESIGN:**

**Approach Routes and Gateway Areas**

Major approach routes should provide visitors with a sense of direction and orientation and arrival at the central area; the design of such routes should also reflect the importance, image, and quality of the area.

Whether a person is a visitor to Bismarck for the first time or an employee who travels downtown daily, his or her first impression of the area when approaching the CBD is a lasting one. Good or bad, this first impression sets the tone for the overall perception of the area.

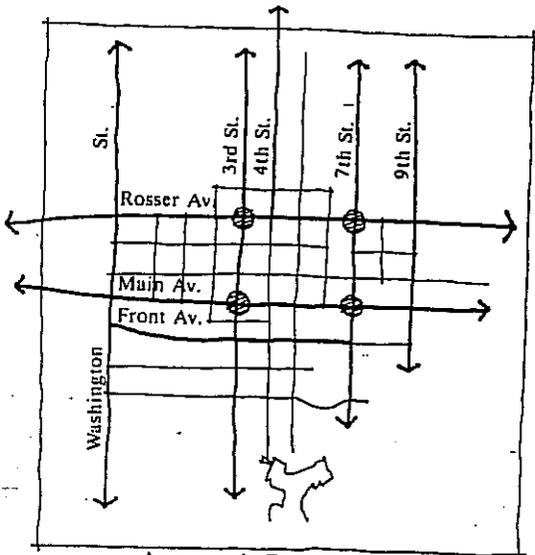
The design of approach route right-of-way should be distinctive. Within one-half mile or so of downtown, the design of these routes should emphasize the approaching destination. Excessive or distasteful use of signs should be controlled, provisions should be made for adequate right-of-way widths or building setbacks, as well as for special lighting, landscaping or pavement design.

Special gateways should be provided at points where approach routes enter the Central Business District. Treatment of gateway areas could include a distinctive sign or symbol, bold landscape design, special building setback and intensity requirements, accent lighting and a clear or sudden view of downtown.

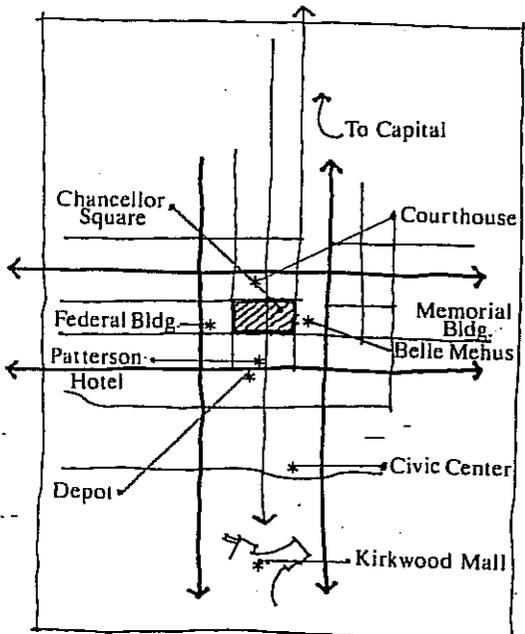
**Focal Points**

A series of strategically located focal points and open spaces should be developed in order to provide gathering areas and spaces for special events such as festivals, concerts, protests, and art fairs. These areas will add to the interest and excitement of pedestrian activity within downtown Bismarck.

These features are of two types: (1) open spaces, around which buildings are clustered to create a sense of enclosure; and (2) significant structures, to which lines of sight may be established or protected. The arrangement of focal points and open spaces should interest, excite, and arouse the curiosity of the pedestrian, provide a sense of orientation, and a place of spontaneous congregation.

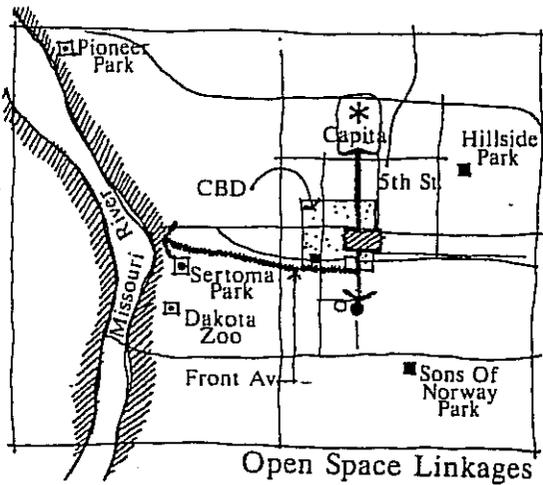


Approach Routes and Gateways



Focal Points

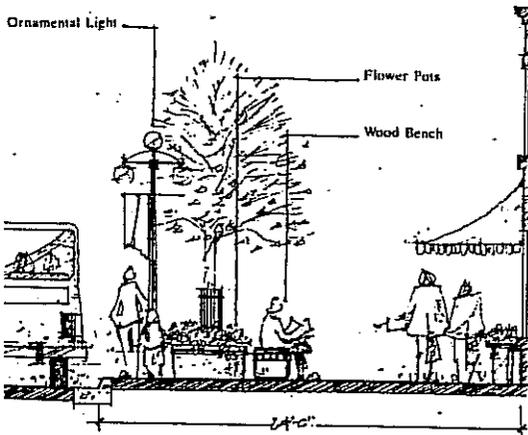
### Open Space



An open space system should be created that will provide an organizational framework to downtown Bismarck. The City's landmarks such as the Capitol, Missouri River, Kirkwood Mall, the Depot, Courthouse, and other downtown buildings should be linked by a cohesive system of boulevards, trails, streetscape amenities and plazas. Open space improvements will enhance the approaches to the CBD, protect the integrity of City landmarks and assist in maintaining a vital business climate by setting the stage for cultural activities.

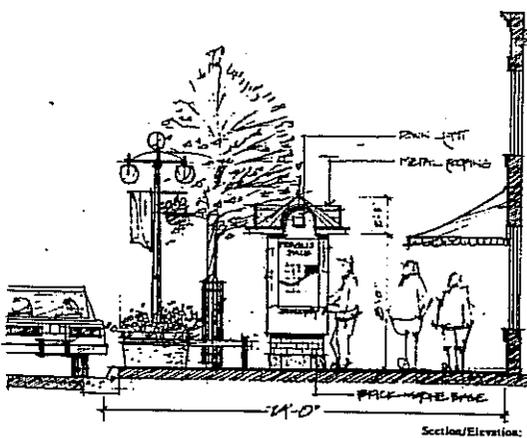
An open space system should be an integral part of the pedestrian movement system. A hierarchy of spaces of varying character should be provided for a wide range of activities including resting, small and large meetings, "transient" spaces, etc. These open spaces should be located and designed to foster activity and not preclude it. Some open spaces should be quiet and restful, and others located to support action and higher noise levels compatible with cultural activities.

### Street Furniture, and Landscaping



Street lighting fixtures, signs, newsstands, kiosks, waste containers, benches, shrubs and trees, planting boxes, and similar features are the "furniture" of the street. The manner in which they function and their appearance affect both the efficiency and the attractiveness of downtown, as well as the welfare and safety of passers-by.

Street furnishings should be designed to reinforce the character of downtown and foster a unique identity. The term "streetscape treatment" refers to the use of architecture and landscape elements to create a unifying design theme, identity, and sense of enclosure throughout street corridors and also to create more comfortable and safe pedestrian environments.



A hierarchy of streetscape treatments should be utilized from a modest use of decorative lighting and boulevard trees on residential streets to a more intense use of lighting, trees, and street furniture and decorative paving at major gathering areas and focal points. Pedestrian gathering areas such as plazas and bus stops should also be highlighted by special use of art work, water features and/or streetscape elements unique to that specific setting. The design of street furniture and landscaping should distinguish major boundary features between districts and should emphasize the special character or environment within districts.

The design of pavements (concrete, cobbles, brick) planting beds and shade trees should be used to delineate major paths of pedestrian circulation, prohibit undesirable or unsafe pedestrian

movements, highlight special focal points or furniture groupings, and limit the need for and use of signs.

Street trees are the most cost effective tool to improve the visual and environmental quality of downtown. Plantings can have significant value in the downtown by recalling the beauty of gardens and parks in outlying areas; softening the harsh, severe effects of continuous pavement and building structures, bringing color and variety into the downtown scene and providing environmental benefits such as shade, dust control and windbreaks. In general, landscaping should be developed on both a small and large scale.

### Signs

Signs are of special importance in the downtown because there is much information about the area that needs to be transmitted, including the identification of individual businesses and buildings, the provision of directional and traffic safety information, and the identification of streets, historic features, and other points of general interest. The value of signs is further underscored by the fact that downtown Bismarck may attract visitors who are unfamiliar with the area and to whom locational, direction, and safety information is extremely important.

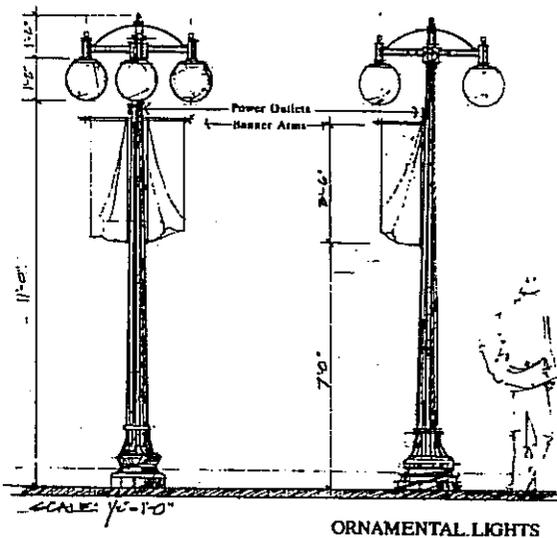
Control should be exercised over the location, construction, and design of all signs to minimize conflicts among them and to insure their harmonious incorporation into the overall appearance of the area, while preserving their ability to transmit needed information and play a major role in the image of the City. A cohesive system of distinctive directional and informational signs should be an integral part of the streetscape system as one of the components that reinforces a unique identity to the city.

The variation among different types of businesses in their need for advertising display should be recognized. For example, a small restaurant or store must "sell" itself repeatedly, whereas certain types of major retail organizations, banks, or institutions become "landmarks" requiring little sign identification.

### Lighting

Lighting in downtown Bismarck should be skillfully designed to respect the functions of various streets and districts, accent features of special importance, and create a sense of human scale to the downtown.

A skillfully designed system of lighting can dramatize and improve the appearance of a CBD. In addition, it can increase



safety and convenience and help to create a sense of order and direction throughout the area.

Major vehicular approach routes, such as Main Avenue, should be strongly lighted in accordance with the most appropriate standards of arterial street illumination. Such lighting should be designed to help lead drivers along major routes to their desired destinations. The lighting should generally help to distinguish the classifications of streets.

In areas bordered by show and display windows, prominence should be given to the lighting of window displays. To the extent compatible with safety, the general lighting of areas outside such windows should be subdued to increase the relative impact of window displays.

The lighting of night-time activity centers, such as entertainment areas, should be given special attention. Emphasis should be directed to the lighting of building and parking entrances and to areas of pedestrian circulation. Lighting standards should not exceed a height of 20 feet in pedestrian oriented areas.

**Building Facades**

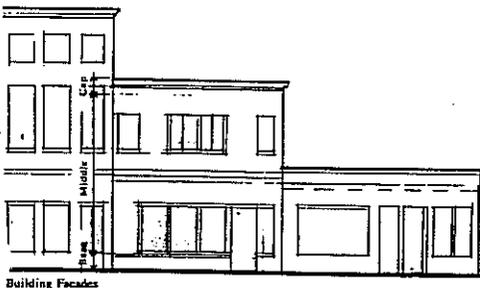
The design, maintenance, and remodeling of individual building surfaces and facades should achieve a high quality of design and should be compatible with the facades of adjacent buildings or building groupings.

So far as possible, the original "genuine" materials and surfaces of buildings should be preserved in their original state. The use of materials or finishes that are obviously "veneered" and that suggest the deterioration or decay and concealment of inferior material beneath them, should be avoided.

Features that maintain some unity with appearance of adjacent or nearby buildings should be provided and maintained. Unity in appearance can usually be obtained by maintaining similarity in one or more of such features as:

- Surface materials
- Height of cornices, windows, floors, and other horizontal building features
- Spacing and proportions of column, window openings, floors, and basic structural grids
- Color, texture, and general nature of surfacing materials

Building facades fronting on major pedestrian routes should be kept "alive". So far as possible, no extensive sections of blank wall should abut a major pedestrian route. Show window displays, interior views, variety and detail in landscape planting,



and other features of human scale and of pedestrian interest should be provided.

### Historic Qualities and Features



Future improvement of downtown Bismarck should recognize the significant heritage of the downtown and the entire region through the careful preservation and rehabilitation of historic features such as buildings and other landmarks.

Historic values lie beyond building appearance. Rather, they stem from the emotional and psychological impact that they have in recalling the history of the Bismarck area and of its people. Visible reminders of the history provide a unique aesthetic quality that can be produced in no other way.

It is important that visible evidence of important historic or cultural attributes be maintained and established in downtown Bismarck to retain the City's sense of identity. This may be done through the establishment of parks and plazas with plaques, statuary, or fountains to commemorate historic events or important personalities in Bismarck's past.

A balance should be pursued between preservation of the community's heritage and new development that draws on the City's historic strengths.

## **SYNTHESIS**

The Synthesis Analysis begins to layer the numerous physical design and redevelopment issues that emerged from the analysis phase in a fashion that illustrates the key parameters that will shape the CBD plan.

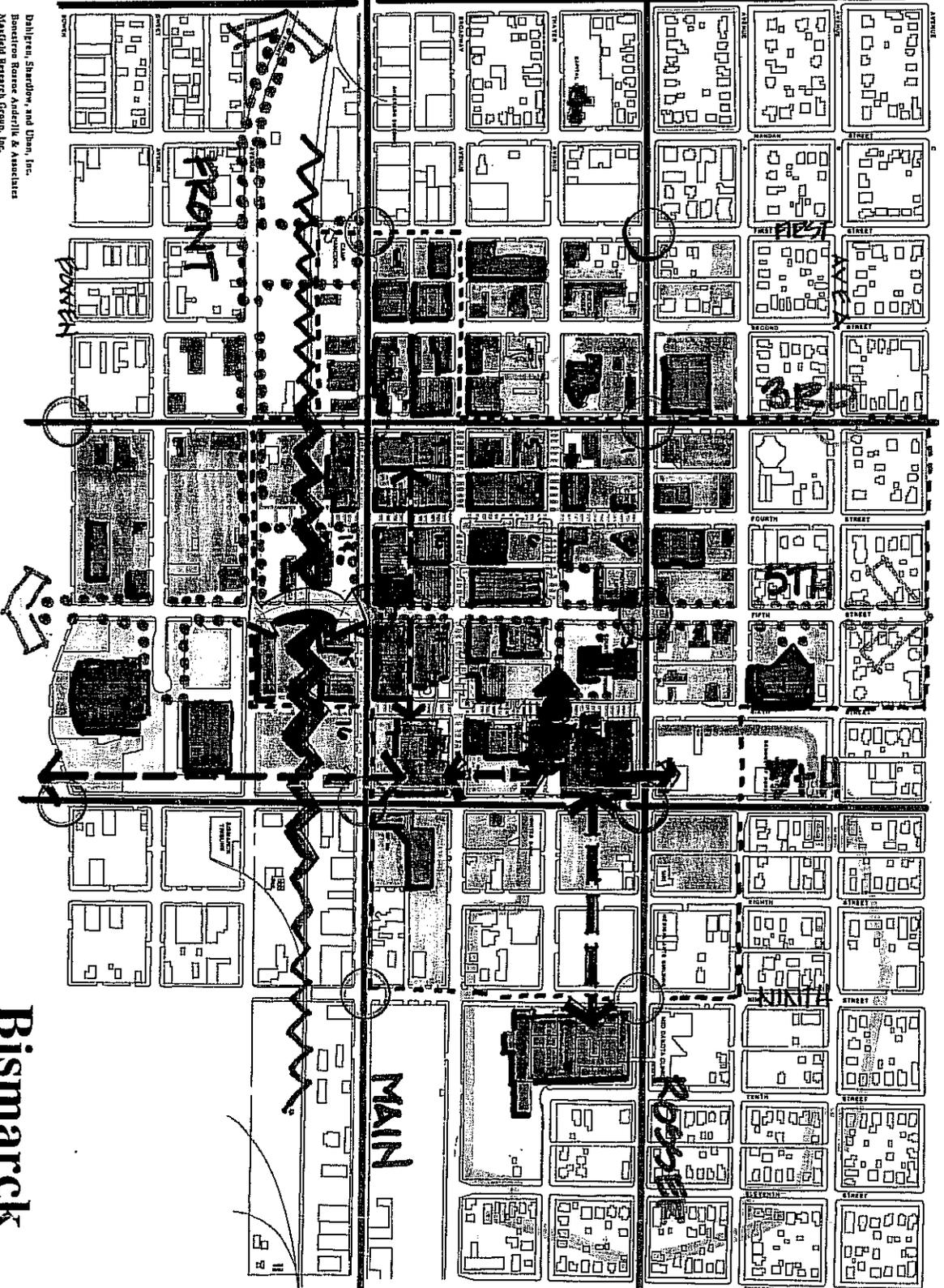
This Synthesis combines elements of several work activities. Previously prepared studies and reports were reviewed to provide background information on the physical characteristics of Downtown Bismarck. These were supplemented with the background investigations that were prepared as part of this study and included land use surveys, interviews and the issues and visioning workshops. Finally, CBD issues and opportunities were identified and integrated into this Synthesis plan. See Figure 10.

### **Issues and Relationships**

This framework plan identifies many issues and relationships that will be addressed in the CBD Plan. These issues and relationships are illustrated on the synthesis exhibit, and are summarized below.

- **Approach Routes** The primary approach routes to the CBD are along 7th and 3rd from the North and South (also 9th) and along Main and Rosser from the east and west. The square created by these 4 streets encloses 12 of the 16 square blocks is the core area.
- **CBD Entrances** Primary and secondary entrances to the CBD should be emphasized. Along the main approach routes, the outer core is entered at Avenue A on the north, Ninth Street on the east, Bowen on the south, and First Street on the west. The inner core is defined at Rosser and Third, Rosser and Seventh, Main and Third, and Main and Seventh.
- **The CBD Core** The downtown core focuses on a sixteen square block area between Rosser, Seventh, Front and Third. It contains most of the downtown retail, government, entertainment and service areas. The larger downtown could be defined as the next two blocks beyond the inner core. This is typified by newer facilities, especially banks and medical related, office and the Civic Center. This area also has significant areas of surface parking.

- Focal Points Some of the more prominent buildings in the CBD include the Courthouse, Library, Auditorium, Civic Center, numerous banks and the growing medical complex. The Courthouse, Train Depot, Auditorium and Patterson Hotel are historic landmarks. Other focal points include the Norwest Bank and Holiday Inn and the entire Chancellor Square area.
- Pedestrian Zone The forty-six block faces within the inner core should receive a uniform, pedestrian friendly treatment including safe well lit sidewalks, trees, street furniture, convenient auto drop off and short term parking and safe pedestrian crossings.
- Streetscape The remaining downtown blocks should be uniformly treated with safe well lit sidewalks, street trees and parkways. In fact the streetscape of the surrounding neighborhoods should be brought into the outer core to the point where it intensifies at the inner sixteen blocks.
- Open Space Chancellor Square, the Courthouse grounds, and Camp Hancock are the only open spaces in the CBD. Part or all of the Depot area could be returned to park as well as the area south of Camp Hancock. Provisions should be made for a significant open space element in the medical campus planning.
- Connecting Corridor(s) Fifth and Sixth Streets should be developed as a pedestrian and transit corridor between the Capitol and Kirkwood Mall. In similar fashion, Front Street could connect the CBD to the river front. Walking, jogging, biking and leisurely driving should be accommodated in a boulevard setting. See Figure 11.
- Skyways Skyways are most effectively used in climates such as Bismarck. While there is an interest in eventually creating such a system, the relatively high cost make them a long term rather than a short term project. Skyways are most effectively developed in conjunction with major projects such as medical centers, hotels, convention centers, etc. Conceptually, a system should connect the two downtown parking ramps and the medical center to a north south leg between the government center and the Kirkwood Mall.



# Synthesis

- CBD Entrances
- ▬ Approach Routes
- ▬ Inner Core Blocks
- ▬ Outer Core Area
- Landmarks
- Other Buildings
- ▬ More Extensive Pedestrian Accommodations
- ▬ Continue Streetscape from adjoining Districts
- ▬ Existing & Potential Open Space
- ▬ Connecting Corridors
- ▬ Views & Vistas
- ⋯ Walking Route
- ↔ Existing & Potential Skyway Corridors
- ⚡ Relative Railroad Barrier
- ↕ Improve North/South Connection
- Ⓜ Medical Center Expansion & Organization
- Ⓜ Medical Center CBD Interface
- ▬ Complete Residential Blocks
- ▬ Partial Residential Blocks
- ▬ Surface Parking or Storage
- ▬ Potential Development Sites

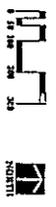
## Bismarck

### Central Business District Plan

Figure 10

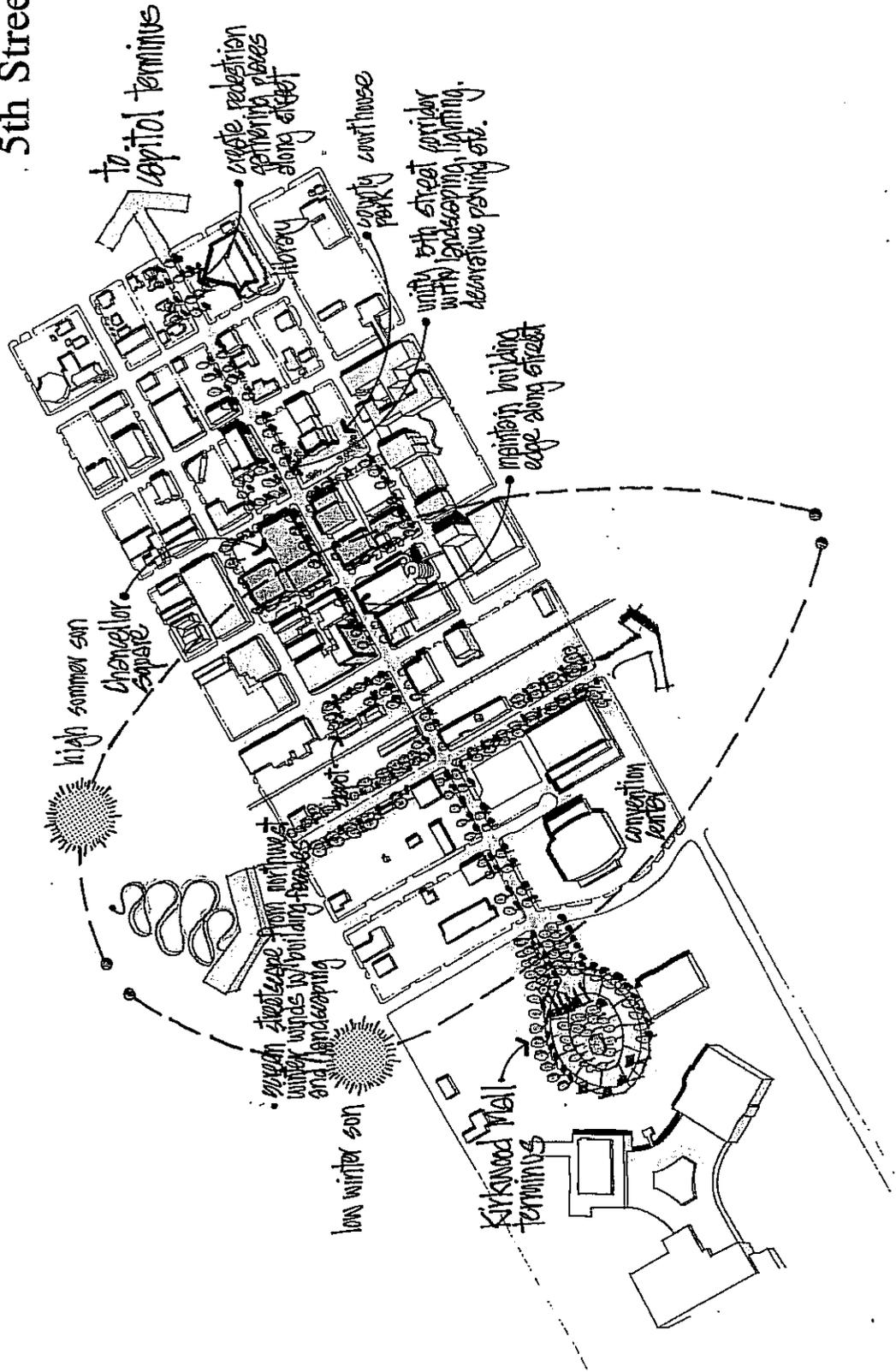
Dalgreen, Shandow, and Olan, Inc.  
Bonetron Rosee Andriuk & Associates  
Marfield Research Group, Inc.

City of Bismarck, North Dakota  
Metropolitan Planning Organization



- Physical Barriers/5 Minute Walk The Railroad Tracks separate the old downtown from the new downtown. Prior to construction of the Garrison Dam, the new downtown did not exist because the area frequently flooded. A major effort should be made to physically and symbolically link the areas, primarily along 5th Street.
- The core CBD is characterized by the compact, pedestrian scale, urban development pattern with buildings lining and defining the street corridors. The newer development south of the railroad tracks is characterized by an open, auto-oriented suburban development pattern. Kirkwood Mall is approximately a 5 minute walk from downtown, however, it appears to be more due to the open and exposed character of the corridor. The compact urban development pattern of the core CBD should be extended along Fifth Street to make a comfortable physical link to Kirkwood Mall.
- Medical Center The Medical Center is a major land use immediately to the east of downtown. The better the interface between the two areas is handled the more visible the downtown will become. The Medical Center will continue to expand to the north, west and east, impacting the adjoining neighborhoods. This expansion should happen in a planned fashion.
- Development Sites Surface parking and storage represents obvious downtown development sites. Structural parking is starting to become more accepted downtown, so displaced parking can be accommodated as well as new development. The plan should identify a number of future development sites based on the market overview.

# 5th Street Corridor



# Bismarck

## Central Business District Plan

Figure 11

Dahlgren, Shardlow, and Urban, Inc.  
 Beattone, Boese, Anderson, & Associates  
 Macfield Research Group, Inc.

City of Bismarck, North Dakota  
 Metropolitan Planning Organization

## **DOWNTOWN GOALS AND OBJECTIVES**

This section presents basic goals for improvement and redevelopment in the Bismarck Central Business District (CBD). Listed under each goal are supporting design and planning objectives. The objectives describe specific efforts that should be pursued in order to achieve the desired goal. The goals and objectives were derived from the vision survey, issues workshop and analysis phase of the planning process and have been prioritized by the CBD Plan Advisory Task Force.

These goals and objectives relate to various components of the downtown environment, including its role and function, economic development, overall form and physical arrangement, transportation, and design and appearance. Together, they provide the basic framework for the CBD Plan and should guide all decisions related to the redevelopment of downtown.

### **GOALS:**

- 1. ESTABLISH DOWNTOWN BISMARCK AS THE CENTER OF BUSINESS LIFE, GOVERNMENT AND CULTURAL OPPORTUNITY FOR THE BISMARCK REGION.**
  1. Maintain downtown Bismarck as a mixed-use area accommodating a wide range of retail, commercial, service and residential functions.
  2. Promote continued support for redevelopment activities in the downtown area.
  3. Promote and advocate activities and programs that meet the needs of varied age, interest, and socio-economic groups at all times of the day and night and throughout the year.
  4. Create a series of centrally located public open spaces in the CBD for cultural events and gathering spaces.
  5. Create and organized system of open spaces and linkages to provide a framework for downtown Bismarck.
  6. Locate major cultural facilities such as the library, theatre and the like in the downtown area.

2. **PROMOTE DOWNTOWN BISMARCK AS THE PREFERRED LOCATION FOR HOTEL, CLASS A OFFICE BUILDINGS, SPECIALTY RETAIL, GOVERNMENT AND INSTITUTIONAL USES.**
  1. The City should examine the possibility of providing incentives, such as attractive financing, for new development in the downtown. Public/private joint ventures and other unique approaches to redevelopment should be encouraged.
  2. Public and private development groups should assist in the identification of unique businesses, events, and other attractions that may be feasible downtown.
  3. The BMDA should encourage the location of governmental, financial institutions and other service functions in the downtown area.
3. **MAXIMIZE ACCESSIBILITY OF DOWNTOWN BISMARCK FROM THROUGHOUT THE REGION AND PROVIDE SAFE, CONVENIENT, AND ATTRACTIVE CIRCULATION WITHIN THE DOWNTOWN.**

Parking:

1. Create a strategy for parking including on- and off-street public & private facilities.
2. Create public/private partnerships to develop an optimum mix of off-street parking.
3. Maintain the maximum number of on-street parking spaces whenever possible.

Traffic:

1. Calm traffic in the downtown area and treat downtown as a destination point.
2. Improve north-south mobility on west side of CBD.
3. Improve traffic circulation in Chancellor Square.
4. Improve capacity of Main Avenue and create left turn lanes
5. Improve capacity of Rosser Avenue
6. Improve capacity of 7th and 9th Streets during peak hours.

7. Study grade separation of the railroad at 3rd Street
8. Study accident data in CBD and implement accident reduction program.
9. Facilitate through-movement without disadvantaging local traffic.

Pedestrian:

1. Include a pedestrian plan into the transportation plan. Create a hierarchy of pedestrian streetscapes.
2. Develop a long term plan for skyways to provide safe, comfortable linkages between buildings.

Design:

1. Enhance the primary approach routes along 7th, 3rd, Main, and Rosser.
2. Improve the image of the CBD entrances.
3. The City should consider creating a coordinated signage program for public facilities.
4. Create a stronger physical and symbolical link between the downtown and Kirkwood Mall.

**4. ARRANGE COMPATIBLE LAND USES IN COMPACT AND ORDERLY WAYS TO ENHANCE THE FUNCTIONS OF DOWNTOWN BISMARCK.**

1. Concentrate development along 5th Street south of the bluff to the Mall to create a linkage to the CBD and breakdown the barrier caused by the Railroad.
2. Reinforce emerging entertainment, medical, office/service and retail districts with compatible land uses.
3. Concentrate redevelopment in the CBD core between Rosser, Seventh, Front and Third.
4. Plan for the expansion of the Medical Center in an orderly manner to minimize the impact on residential neighborhoods.
5. New office and retail space should be concentrated around existing buildings such as the Norwest Bank and Provident Life

- 
6. Any new construction should include street level retail and off-street parking.
  7. Encourage redevelopment of the upper levels of existing buildings as residential apartments and lofts and identify infill sites for multi-family residential.
5. **ENCOURAGE DOWNTOWN DEVELOPMENT THAT UPHOLDS BISMARCK'S HERITAGE AS WELL AS RECOGNIZES AND TAKES ADVANTAGE OF ITS PATTERN OF DEVELOPMENT.**
1. Identify and prioritize those buildings that are historically significant and which are economically viable and worthy of preservation.
  2. Develop strategies for public and private financing of improvements.
  3. Identify potential developers and adaptive reuses for historically significant buildings.
  4. Promote historic and unique buildings to potential tenants and tourists.
  5. Encourage redevelopment that is at the same rhythm, scale, and mass as the existing buildings and circulation network in the downtown area.
6. **ACHIEVE HIGH QUALITY IN THE DESIGN AND VISUAL APPEARANCE OF DOWNTOWN BISMARCK.**
1. Create a downtown framework that establishes urban, architectural, site design and signage guidelines that reinforce the unique, positive aspects of Bismarck's history and architecture.
  2. Modify the city ordinances to reinforce design objectives and guidelines.
  3. Utilize the Downtown Plan as the Framework from which to base redevelopment decisions.

4. Preserve the integrity of City architectural and open space landmarks including the Courthouse, old train depot, auditorium and Patterson Hotel.
5. Establish a cohesive system of streetscape treatments that reinforce a sense of human scale and balance between pedestrian and automobile space.
6. Encourage public art in the downtown streetscape and public spaces that contributes to Bismarck's unique character and sense of place.
7. Recognize Bismarck as a "Winter City" in the creation of design guidelines, public artwork and cultural events.

FRAMEWORK PLAN



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## DOWNTOWN FRAMEWORK PLAN

*"Make no small plans, they have no magic to stir  
man's blood"*

- Daniel Burham

Bismarck

The downtown Framework Plan is an urban design concept that illustrates solutions to the issues and relationships, goals and objectives, design opportunities, and principles formulated through the Analysis and Synthesis phases of the process. This plan provides a large scale framework for many small scale redevelopment initiatives.

The market forecast also established projections for the amount of office, retail, hospitality and residential markets that downtown can expect to capture in the next 10 to 15 years. The plan assumes the following growth will need to be incorporated downtown:

- **OFFICE** It is anticipated that 1 or 2 buildings totalling 60,000 square feet will be needed by the end of the decade.
- **COMMERCIAL** Due to the proximity of the Kirkwood Mall, downtown should concentrate on recruiting small and specialized retail stores into the downtown. No anticipated square foot demands for commercial space were given in the study.
- **HOTEL** Currently, the hospitality market is overbuilt in Bismarck. By the end of the decade, however, it is anticipated that one hotel of about 160-240 rooms will be needed in the downtown area.
- **RESIDENTIAL** Currently, there is a demand for about 100 to 200 apartment units in the downtown area. Some of this demand can be satisfied through the construction of new apartment buildings.

The Framework plan illustrates, among other things, where this new development should occur in the Downtown in a manner which reinforces the urban design objectives. Locations of projected development should be considered flexible. The ultimate locations should balance market forces and good urban design principles and be considered individually as the opportunities present themselves.

Future development is located primarily along 5th Street, south of Front Street. This pattern creates not only a symbolic link between Downtown and the mall, but also, a connection through pedestrian generating land uses and a corridor shaped by

building mass and streetscape elements. Following is an outline of each of the concept components. See Figure 12.

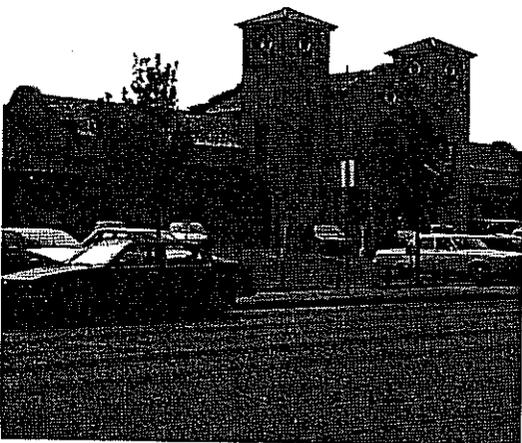
## MAJOR ROADWAYS AND GATEWAYS

***Approach Routes*** The main approach routes include Seventh, 3rd, 4th, and Washington Streets from the North and 3rd, 9th and Washington from the south. Rosser and Main Avenues are treated as the principle approaches from the East and West. Broadway is also an approach route from the west. All of these streets should be defined with streetscape elements such as, trees, decorative lighting, unique directional signing, and other elements to create a sense of arrival to the downtown.

Front Avenue is proposed as a Parkway and extends from the Missouri River to 9th Street. This will provide a parkway and trail connection to the zoo, parks, and the river to the west, and an open space approach route to Downtown.

***Gateways*** The inner core of the CBD is defined by gateways at the crossroads of the main approach routes: 3rd and Rosser, 3rd and Main, Main and 7th, and 7th and Rosser. These intersections should be defined with landscaping, unique directional signing, public art and other elements to signify the entry to Downtown and as a point of orientation for visitors.

***5th and 6th Street Spine*** Fifth Street is the primary north to south organizing central spine of the City and links downtown to the Kirkwood Mall. A majority of the proposed development is located along 5th Street south of Main Avenue to create a connection between the Kirkwood Mall, the Convention Center and future development in the CBD. Sixth Street north of Avenue A is treated as the primary north-south spine between the Capitol and the CBD. See Figure 14.



## OPEN SPACE

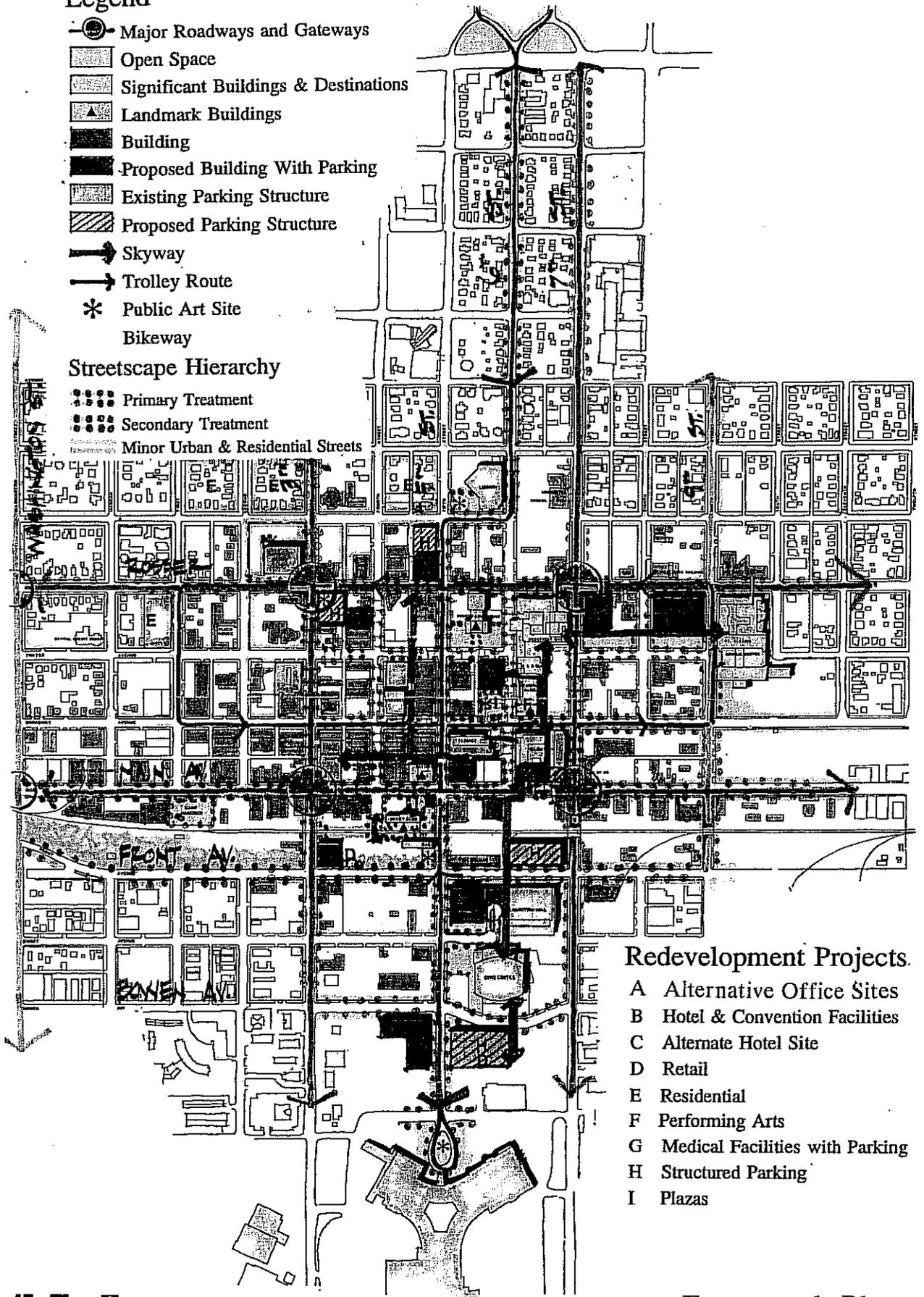
***Depot Plaza*** A major urban plaza is proposed at the Depot site located at the southwest corner of 5th Street and Main Avenue. The plaza could become the focus of the City's open space system and cultural events. A park was located on this site in the early 1900's when it was an active depot. The majority of the parking could remain on the west half of the existing lot and at the southeast corner of the site. The plaza could include features such as outdoor dining, clock tower, a fountain, sculpture, a shuttle stop, benches and other amenities and could provide space for a farmers market. See Figure 13

# Legend

-  Major Roadways and Gateways
-  Open Space
-  Significant Buildings & Destinations
-  Landmark Buildings
-  Building
-  Proposed Building With Parking
-  Existing Parking Structure
-  Proposed Parking Structure
-  Skyway
-  Trolley Route
-  Public Art Site
-  Bikeway

## Streetscape Hierarchy

-  Primary Treatment
-  Secondary Treatment
-  Minor Urban & Residential Streets



## Redevelopment Projects.

- A Alternative Office Sites
- B Hotel & Convention Facilities
- C Alternate Hotel Site
- D Retail
- E Residential
- F Performing Arts
- G Medical Facilities with Parking
- H Structured Parking
- I Plazas

Framework Plan

**Bismarck**

Central Business District Plan

Figure 12

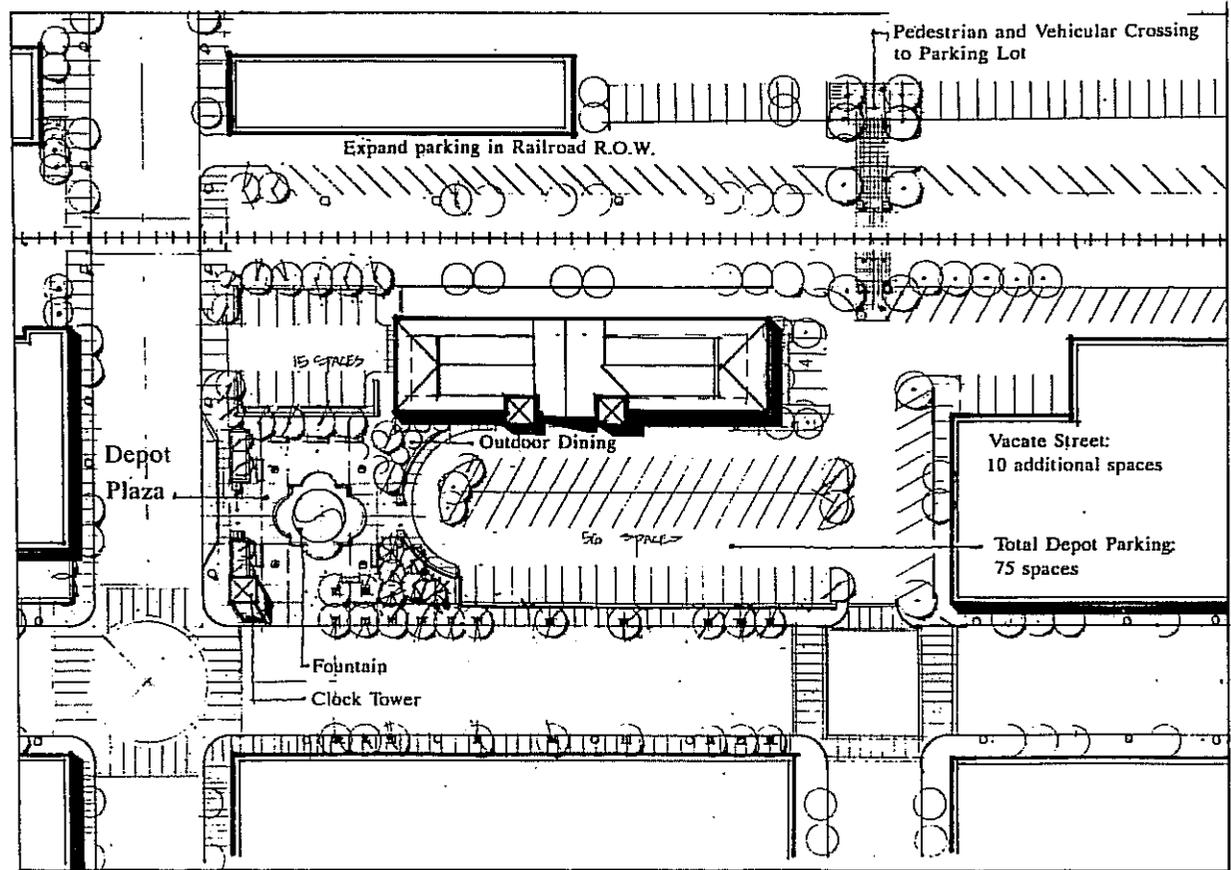


Dahlgren, Sheddow, and Urban, Inc.  
 Rosentree Russo Anderson & Associates  
 Maxfield Research Group, Inc.

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Central Plaza and Depot at Main Avenue and Fifth Street



Depot Plaza Concept

Figure 13



View South at Fifth St. and Front Avenue



View North on 5th Street From Kirkwod Mall

Figure 14

Implementation of this plaza will certainly require close coordination with the owner, tenants and the City to insure that adequate parking is provided. The plaza should be phased in conjunction with the construction of additional parking facilities in the area. Collaboration with the Burlington Railroad will also be required to create a pedestrian and vehicular railroad crossing to connect the parking areas south of the railroad tracks and to provide parking for tenants and customers. The crossing will also improve vehicular movements between parking areas and reduce traffic on Main Avenue.

**Medical Center Park** The south 1/4 of the two blocks between St. Alexius and the Medcenter is proposed as a linear park connecting the two hospitals, creating a campus character to the district, and providing open space in the area. Hospital expansion with underground parking would occur on the north portions of the blocks. The proposed park will provide vitally needed open space in the Hospital District.

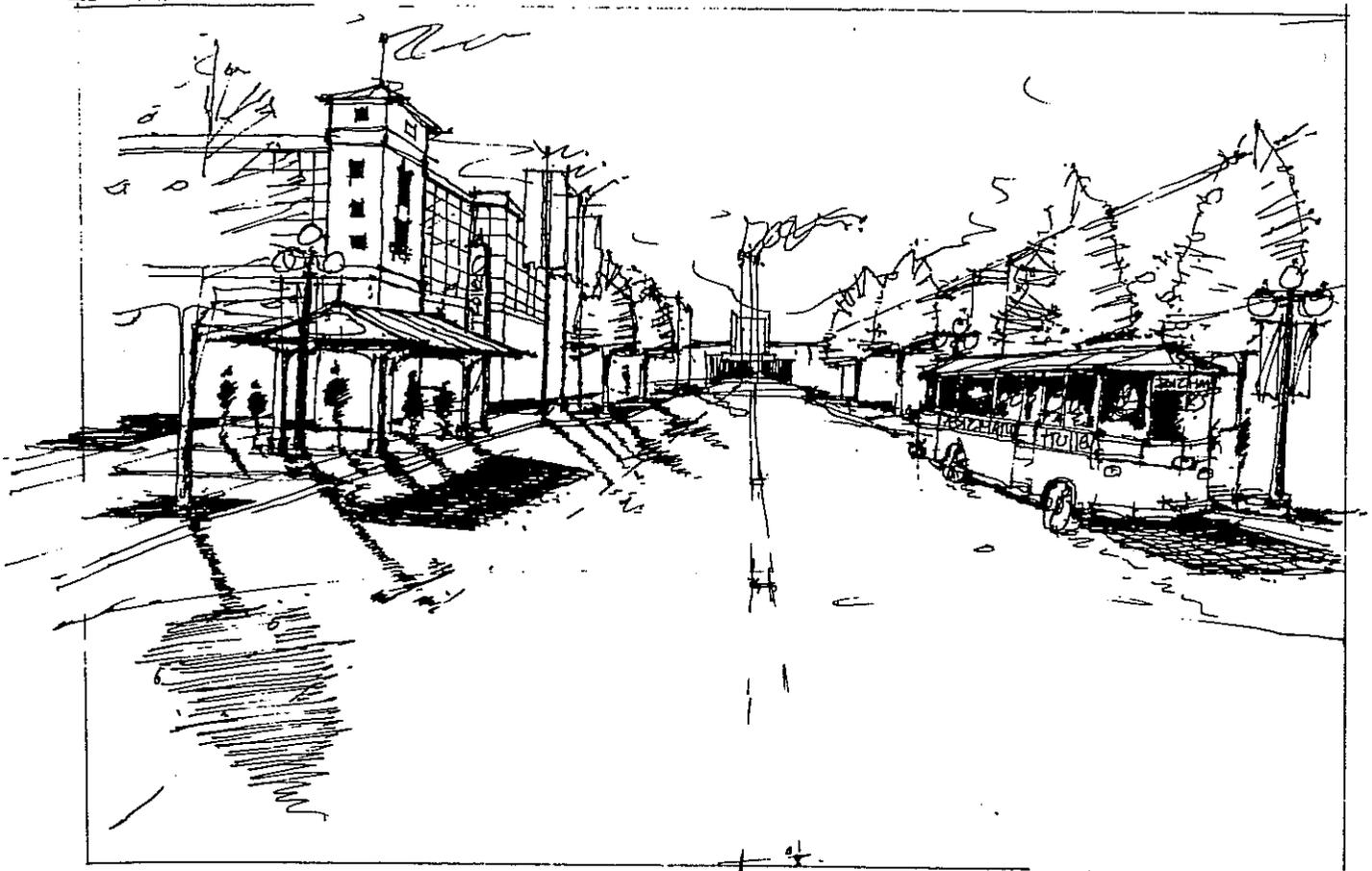
**Belle Mehus Plaza** A plaza is proposed at the northwest corner of Broadway Ave. and 6th Street to reinforce the Belle Mehus Auditorium and Memorial Building area as a performing arts district. This plaza would provide a gathering area and exterior performing arts space near the center of Downtown within Chancellor Square. See Figure 16.

The existing buildings on this site appear marginal and offer a potential area for redevelopment. The parking lot to the north is a good site for redevelopment into an office/institutional use with underground parking. The building would enclose the north side of the plaza.

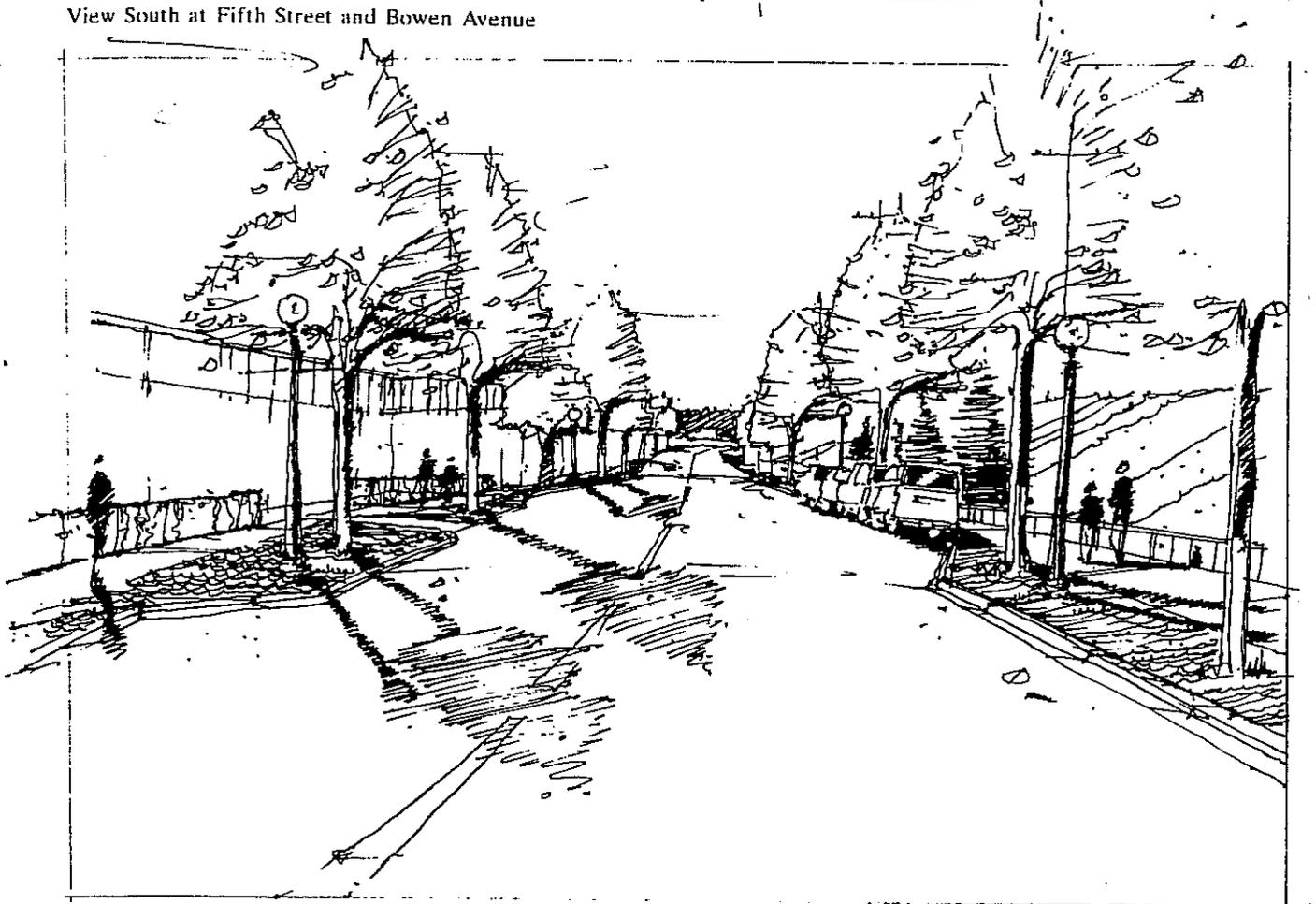
**Front Avenue Parkway and Open Space** The embankment north of Front Avenue would be incorporated into the park design along with the biking and walking trails to create a major open space and parkway connection between the Depot Plaza, the river, and the zoo.

**Kirkwood Mall Entry** One of the main objectives of this concept is to strengthen the link between downtown and the Civic Center, Exhibition Hall, the Kirkwood Mall and other development south of the railroad. The intent is to create a strong enough connection along 5th street through a compact pattern of land uses, transit, and streetscape treatment to entice people attending those facilities to come downtown. See Figure 15.

The north entry to the mall forms the terminus to Fifth Street. Currently the area is characterized by acres of parking lots. The terminus at the mall should be enhanced to provide a more positive image and a turnaround for a future bus or shuttle system.

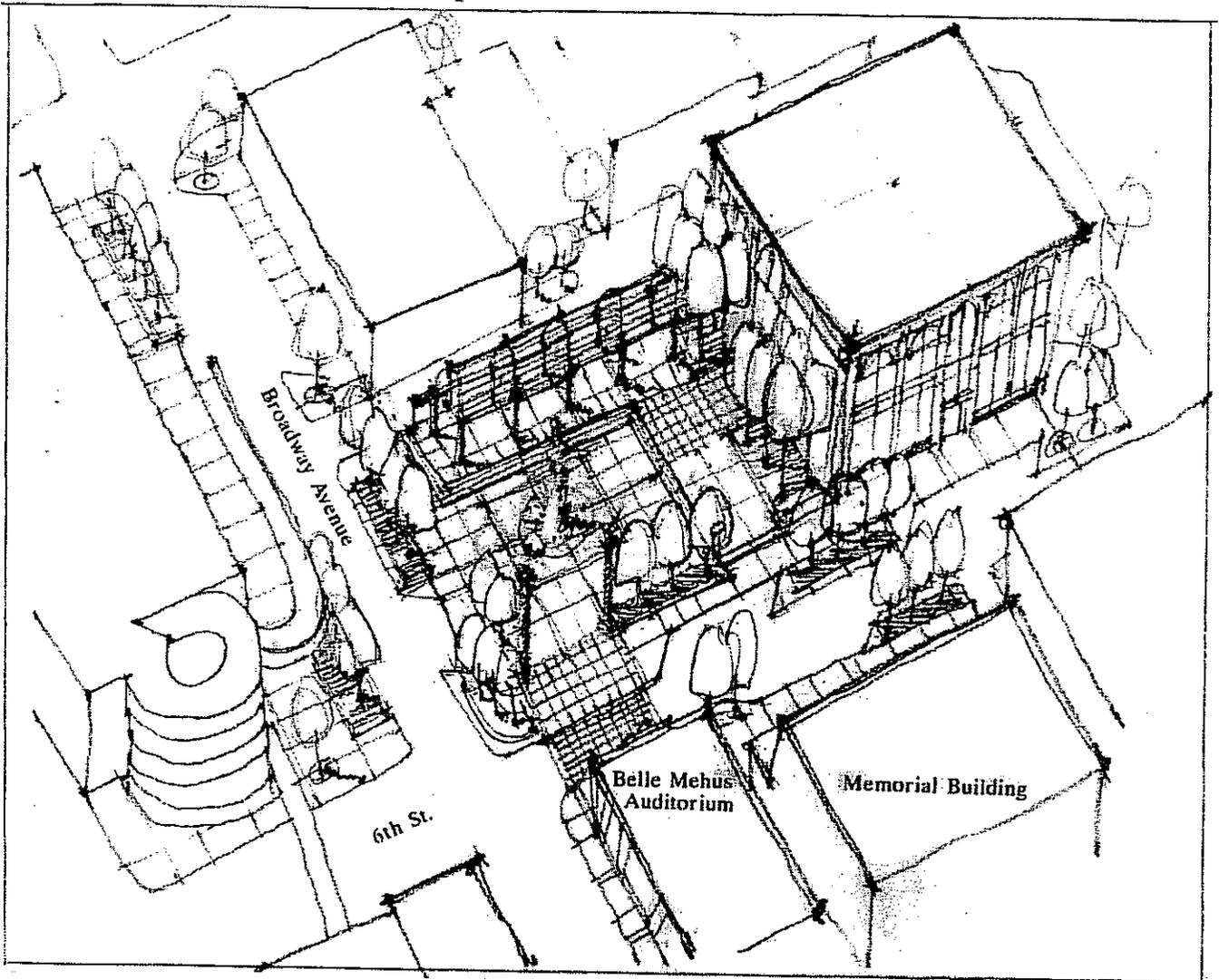


View South at Fifth Street and Bowen Avenue



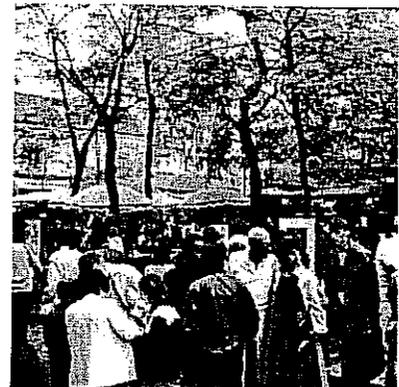
Front Avenue Parkway

Figure 15



Belle Mehus Performing Arts Plaza

Figure 16



A design for this area could be accomplished by removing a minimal amount of parking, if any, and incorporating landscaping and streetscape elements consistent with those to be used elsewhere in the Downtown.

### **STREETSCAPE HIERARCHY**

***Primary Treatment*** All streets in the 12 block CBD Core and 5th St. from Avenue B south to Kirkwood Mall would include the most intense use of streetscape elements. The elements would include coordinated signage, trees, decorative sidewalk paving, pedestrian scale lighting, benches, sculpture, distinctive transit stops, and other amenities. A similar style of the streetscape treatment around Chancellor Square could be expanded to these areas of the downtown. See Figures 17 and 18.

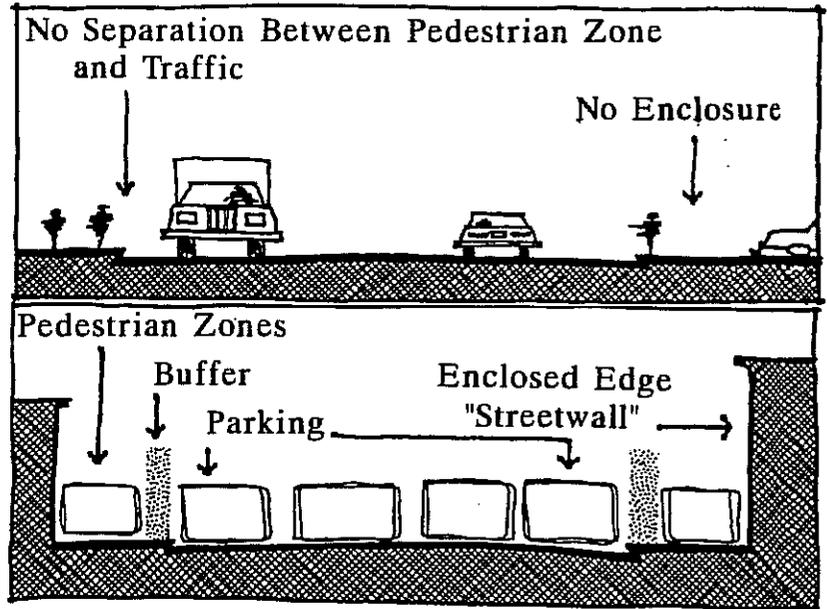
New buildings and facade renovations in these areas should adhere to detailed design guidelines to promote quality architecture and solid urban design principles. New buildings on the primary streets and other streets in the downtown should also adhere to a zero setback to maintain the "streetwall" and urban development pattern.

***Secondary Treatment*** All approach routes including 3rd, 4th, 7th, and 9th Streets, Rosser, Main, and Front Avenues, and 6th Street north of Avenue B, would receive a moderate use of streetscape elements. This treatment would include the use of street trees, pedestrian scale lighting, coordinated signage, and other elements to announce the approach to downtown. Parking lot edges would also be buffered with a combination of railings, walls and landscaping.

***Minor Urban and Residential Streets*** All downtown streets outside of the core CBD would receive the least intense streetscape treatment. This treatment would include boulevard trees, minimal use of pedestrian scale lighting, parking lot buffers, and coordinated signage. The treatment would be the minimum necessary to create a sense of continuity with the downtown and to create a more comfortable human scale environment.

**Typical Suburban Street**

- no edge definition or enclosure
- auto dominated environment



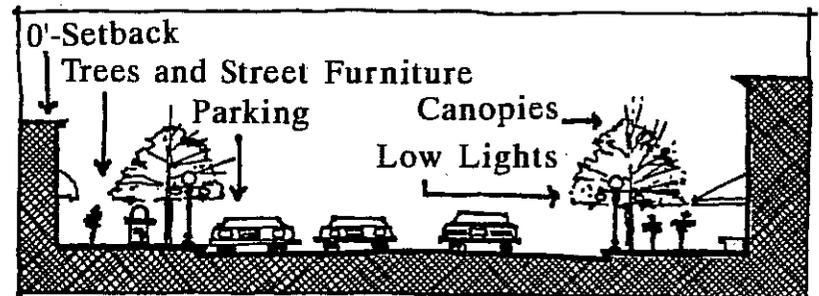
**Urban Street Zones**

- building edge enclose corridor
- streetscape elements define pedestrian zones and scale

**STREETSCAPE HIERARCHY**

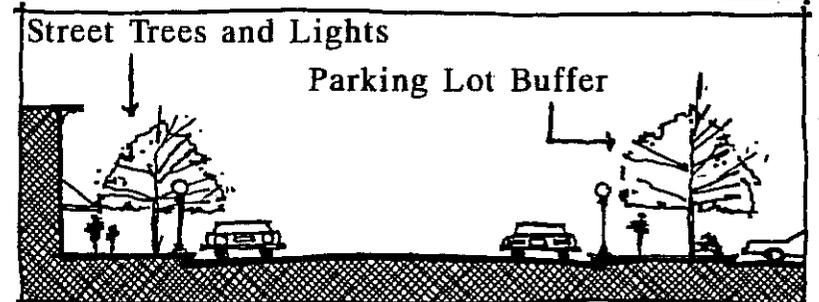
**Primary Streetscape Treatment**

- zero setbacks for buildings
- street trees and low lighting
- street furniture
- plazas, sculpture, fountains
- coordinated signage
- coordinated facade treatments
- decorative paving



**Secondary Streetscape Treatment**

- zero setbacks for buildings
- parking lot buffers
- street trees and low lighting
- coordinated signage
- decorative paving and street furniture at select areas



**Local and Residential Streets**

- Boulevards with street trees
- pedestrian scale lighting
- encourage private tree planting

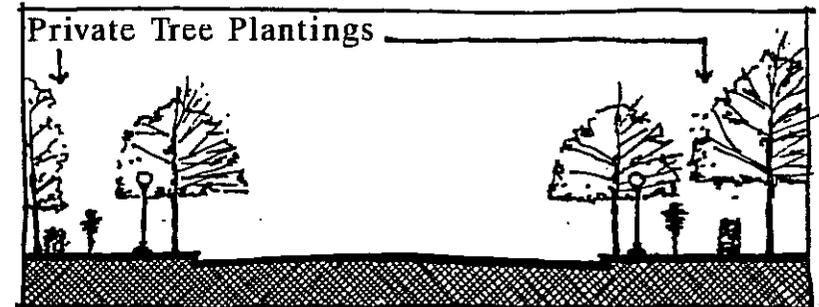


Figure 17



Sixth Street Streetscape Expansion

Figure 18

## REDEVELOPMENT PROJECTS

***Offices*** Potential office sites are illustrated at the Front Page Building, the parcel south of the Holiday Inn on Main Avenue, the site at the NE corner of 5th and Main Avenue, the southwest corner of 6th and Thayer Avenue and as part of a mixed office retail use at the substation site at Front and 3rd Street. The market survey projects the need for 60,000 sf of office space by the end of the decade. These sites combined represent much more potential office space than the market will support in the next 7 to 10 years. Each site should be considered a candidate for redevelopment as the opportunity and market presents itself.

It is our understanding there has been interest in redeveloping the Front Page Building as a facility for incubator businesses. However, the building has not been maintained and will require substantial investment to renovate. Parking in the area is also limited. This building has local cultural significance and should be considered for adaptive reuse. Renovation should be coordinated with the creation of a parking structure at 7th and Front Avenue or when other parking facilities in the area become available.

The parking lot at the southwest corner of Thayer Avenue and 6th Street could be developed for a higher and better use including office and clinic space with underground parking. This site will front on the proposed performing arts plaza. Whatever building is developed on this site should be designed to take advantage of the proximity to the plaza.

The site at the NE corner of 5th and Main could be redeveloped with a higher and better use. A gateway building several stories high should be considered to mirror the massing of the Patterson Hotel.

In all these scenarios creative public/private ventures will have to occur to make the projects feasible and to provide reasonable solutions for parking.

***Hotel and Convention Facilities*** The site west of the Exhibition Hall is planned for expansion of the convention facilities. Consideration should be given to including a hotel with this development. The two uses are mutually supportive and would reinforce this area as an entertainment District. The hotel should front on 5th Street with future skyway connections to the Exhibition Hall and Parking Ramp at Front and 7th Street.

An alternate hotel site has been illustrated at the southwest corner of Bowen and 5th Street. A hotel in this location would support the Civic Center and Exhibition Hall and also help provide an edge to the 5th Street corridor, strengthening the

connection between the Kirkwood Mall and the downtown.

***Retail*** Retail uses could be included as part of all of the office, hotel and parking structure projects. Consideration should be given to locating as much specialty retail downtown as possible.

***Residential*** Currently there is a demand for about 100 to 200 apartment units in the downtown area. Some of this demand can be satisfied through the use of second floors above office and retail establishments. The rest can be satisfied through the construction of new apartment buildings.

Health care workers, employees, and others with a downtown orientation would find downtown a convenient place to live. As a general recommendation, the peripheral blocks of the downtown should be infilled with medium to high density residential development.

New apartment or condominium complexes should be located close to existing neighborhoods and within a five minute walk of parks, such as Custer Park to the west, cultural amenities and services. New infill residential development should be designed to preserve, strengthen and improve existing neighborhoods on the periphery of downtown.

Several sites in the peripheral area of the CBD provide optional locations for residential complexes. These sites include the block just west of the library, the block northwest of the Post Office at 2nd Avenue and avenue A, and the block west of the Trinity Lutheran church.

### **Building Evaluation Study**

One of our recommendations is to do a Downtown Building Evaluation Study primarily to determine which buildings present the greatest potential for redevelopment, particularly as residential. Criteria for the building evaluation study should include the ramifications presented by each building to meet ADA requirements. (Refer to Appendix regarding ADA requirements). The City should also adopt a policy to review all demolition permits to ensure historically significant buildings are not removed.

***Performing Arts*** As mentioned previously the Belle Mehus Auditorium and the Memorial Building should be enhanced as a performing arts complex. This would be a very positive cultural addition and would draw people downtown in the evening and weekends. The building could possibly be renovated to maintain the existing recreational use space that may be converted to

performing arts space when needed. Another approach would be to incorporate facilities in with the hotel/convention facilities to replace those displaced by renovating Belle Mehus and the Memorial Building for performing arts.



**Structured Parking** Parking Structures should be planned for in order to provide adequate facilities for the development projected in the market study. The projected development over the course of the next decade could require anywhere from 500 to 900 more parking spaces in the downtown area. Two or three full city blocks of surface parking would be needed to accommodate the projected parking demand.

Parking structures should be utilized to concentrate parking at the periphery of the CBD and to avoid having to destroy the compact urban character of the downtown. Parking structures will gain local acceptance if they are designed to high architectural standards and treated as buildings rather than functional structures. The structures should have a low profile, and be well lit and welcoming in character.

The framework plan recommends placing the parking structures at strategic locations in the outside four corners of the CBD. These locations will serve all areas of the CBD and provide good access off the main approach routes to the downtown.

Structures are recommended at the southeast corner of 3rd Street and Rosser Avenue, at Front Avenue and 7th Street and to be included with the expansion of the Medical facilities in the northeast corner of the CBD.



The minimum cost effective size of a structure is approximately 190' X 110'. This should accommodate minimal space for cost effective vertical circulation. Ingress and egress locations also need to be carefully planned to avoid congestion problems.

**Skyways** As a long term project, a skyway system is proposed that would eventually connect the convention center, medical facilities, performing arts complex, Holiday Inn, and major buildings within the downtown with the Parkade, the new ramp at 3rd and Main, and the proposed parking structure at Front Avenue and 7th Street.

The ultimate placement of the skyways should consider the impacts on historical structures, views, and street level retail.

**Shuttle** A shuttle system is proposed along 5th and 6th Streets to help foster a connection between downtown and the Capitol to the north and Kirkwood Mall to the south. A loop system on Rosser Avenue, 7th Street, Broadway Avenue, and 5th Street is

also proposed to connect the remote parking areas, residents, and businesses with the core CBD.

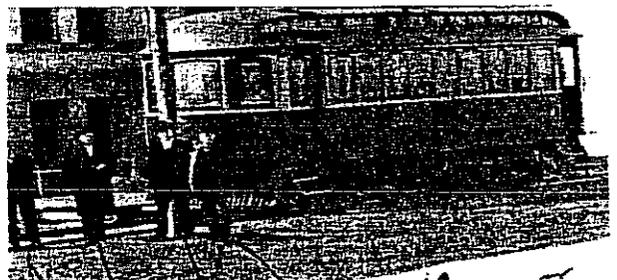
***Public Art*** Public art plays an important role in the urban landscape. Sculpture, monuments, statues, and other elements add a richness and connection to the cultural heritage of the region. Public art adds the finishing touch to public works projects to help give downtown a unique character and sense of place.

The framework plan recommends primary sites for major pieces of public art, including all four gateways at the corner of the CBD, the proposed performing arts and Depot plazas, the entry to Kirkwood Mall and the southwest corner of the library site.

Programs such as "One Percent for Art" or grants that provide for art projects should be established for all improvements involving public funding in downtown Bismarck. This effort should be coordinated with the Dakota West Arts Council and the North Dakota Council on the Arts.

Other methods for including art in the downtown could include: competitions to design street furniture such as benches, kiosks, tree guards, etc. Competitions could also be held to design the Gateways. Community projects could involve students in the design of ceramic tiles or concrete panels for use as decorative elements in plaza walls or paving. Vacant store fronts could also be filled with displays by local artists to maintain a sense of vitality to the downtown.

# TRANSPORTATION



## **TRANSPORTATION**

The City of Bismarck, North Dakota has had numerous reports and studies completed that address many different transportation elements of the City and its surrounding area, including the adjacent City of Mandan. None of these studies have focused exclusively on Bismarck's downtown business area, thus the City requested that a comprehensive plan of the Bismarck Central Business District (CBD) be prepared. This is section of the report deals with the downtown transportation elements.

This plan provides a systematic framework for the City to provide a transportation system that will adequately serve the defined goals and objectives of the City's CBD.

## **SCOPE**

The scope of the transportation element includes a complete review of all previously prepared reports, studies and other documents dealing with transportation aspects of Bismarck; a determination of existing status of the data; a definition of any gaps or deficiencies in the existing data; and a determination any new data requirements necessary for a complete evaluation of transportation elements in downtown Bismarck.

## **GOALS AND OBJECTIVES**

Bismarck established a CBD Task Force that is representative of the downtown area. This group was instrumental in establishing the goals and objectives for the Transportation elements of this study. Through intimate input from this task force and sound planning principles, a comprehensive plan has been developed that will be responsive to Bismarck's goals. Bismarck's objectives range from the broad issue of revitalizing the CBD, to a more specific objective of providing improved accessibility both in and out of downtown as well as adequate parking.

## **Background**

The following is a list of previous reports that were presented by the City of Bismarck for review:

- Bismarck-Mandan Transportation Plan Update, Prepared by BRW, Inc., June, 1989

- Surveillance and Monitoring Report for Transportation Planning in the Bismarck-Mandan Metropolitan Area, Prepared by Bismarck-Mandan Metropolitan Planning Organization, July, 1991
- City of Bismarck Capital Improvement Program, Prepared by Bismarck-Burleigh County Planning Department, June, 1992
- Downtown Turning Movement Traffic Counts (7 am to 7 pm totalled), Prepared by City of Bismarck, 1985-1992
- Off-street Parking Inventory, Prepared by the City of Bismarck, Fall, 1992
- A Parking Plan for Downtown Bismarck, Prepared by Barton Aschman, March, 1978
- Downtowners Parking Committee March, 1993 Parking and Traffic Survey

Other studies that exist but have not been received include the following:

1978 Bicycle Plan and Program  
1986 Enclosed Walkway Study  
1990 Transit Development Plan (TDP)

The 1978 Bicycle Plan and Program report included a circular bike route that was adjacent to 3rd (from Rosser Avenue to the south) and Rosser Avenue (from 3rd Street to 19th Street). The bike route plan is currently under revision and has been coordinated with as much as possible with preliminary route revisions defined by the City Planning Department. These revisions will be discussed in more detail later in this report.

The 1986 Enclosed Walkway Study detailed the existing skyway from the Holiday Inn to the Parkade public parking ramp over Sixth Street and evaluated other potential skyway locations. Since 1986 two more skyways have been constructed. One connects St. Alexius Medical Center to Mid Dakota Clinic over Rosser Avenue and the other connects both Medcenter One facilities over Rosser Avenue.

Reference will be made to the 1989 Bismarck-Mandan Transportation Plan Update, which was used as an important base to develop this plan's CBD transportation element.

To best determine the adequacy and appropriateness of a street and highway system and to accommodate full land use development, traffic forecasts are normally developed for the conditions which are expected in twenty years. This involves detailed computer modeling using projections for future population, employment levels and households by geographic

area (zone). The City chose not to have traffic forecasts developed as a part of developing this plan. Therefore, assessments of adequacy and recommendations have been made based upon the best information available and past studies.

The most recent survey prepared and compiled exclusively by the Downtowners Parking Committee reiterates many of the issues that were identified by the CBD Task Force. A copy of the survey and the summarized results are included in the Appendix of this report and will be referred to elsewhere in the report.

### **EXISTING TRANSPORTATION SYSTEM**

The CBD "core area" of Bismarck has been defined as the area between Main Avenue & Rosser Avenue and between 3rd Street and 7th Street. Some of the transportation and parking elements of the downtown area extend beyond these boundaries, but the main focus will be within this defined area.

The two main elements of downtown transportation are traffic flow and parking. Traffic flow must address both internal flow and movements into and out of downtown. It is essential to provide easy access into and out of the CBD to allow for the continued attraction of clients, while maintaining good internal circulation within the CBD. Retail clients are especially willing to change their habits and divert to a location that is more accessible. Accessibility is also related to the availability of parking and its location relative to the desired destination.

#### **Existing Functional Classification:**

The existing functional classification of the streets in downtown Bismarck is shown on Figure 19.

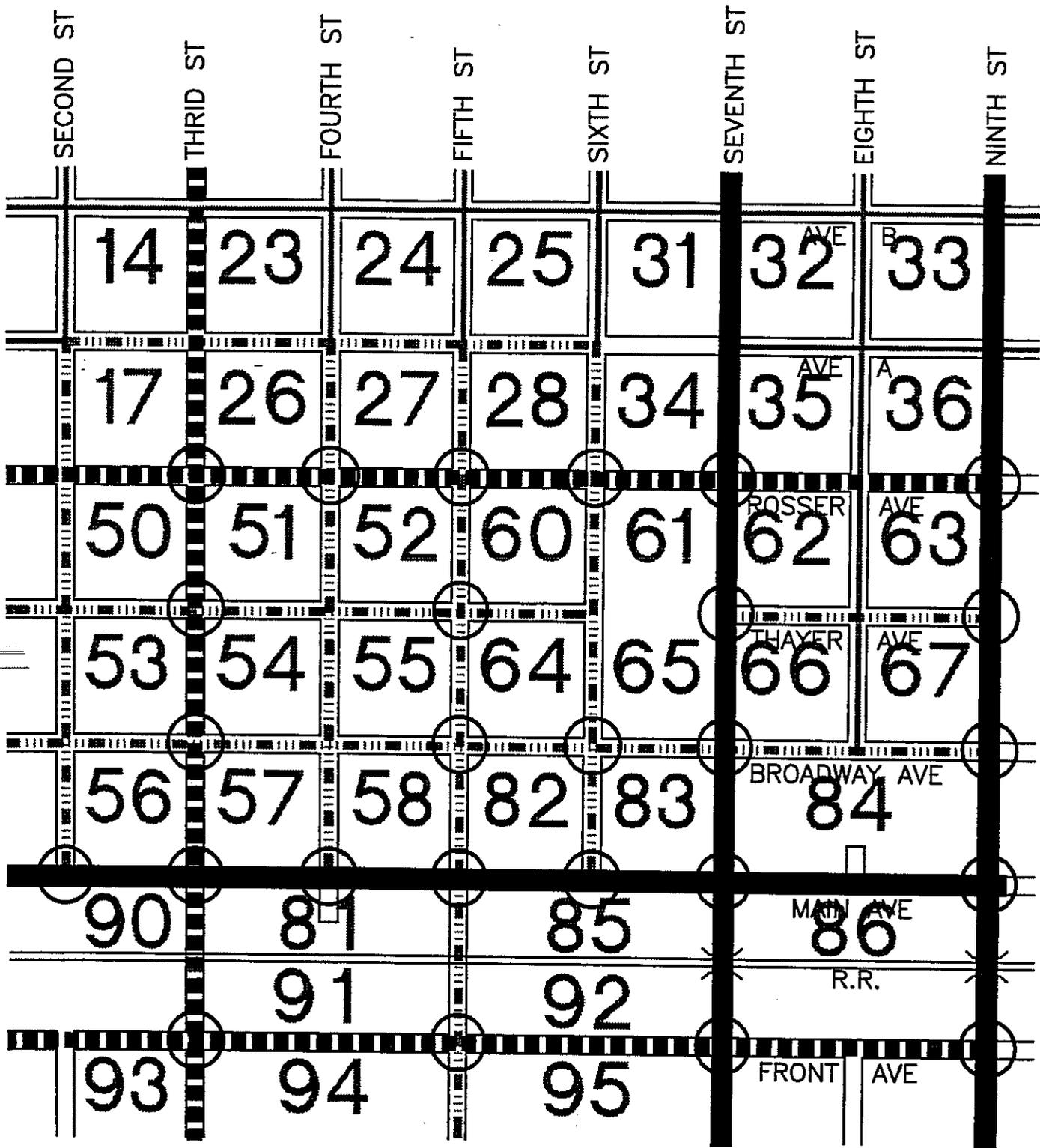
Functional classification is based mostly on trip length, not forecast traffic volumes. Therefore, a roadway's width should be based on traffic demand, not its functional classification. In other words, a roadway should not be built with four or five traffic lanes simply because it is classified as an arterial; rather, it should be built to a width that will accommodate the expected traffic volumes. Some minor arterial streets can satisfactorily serve their function with only two or three traffic lanes. See Table 4 for a summary of the relationship of functional classification to traffic volume and roadway design.

PRINCIPAL ARTERIAL

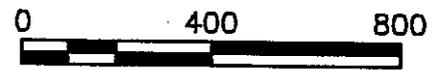
COLLECTOR

MINOR ARTEIAL

LOCAL



○ = SIGNALIZED INTERSECTION CONTROL



### FUNCTIONAL CLASSIFICATION

BISMARCK, NORTH DAKOTA  
CBD COMPREHENSIVE PLAN

FIGURE 19



## PRINCIPLES

The planning principles that guide the development of the CBD transportation plan are as follows:

1. The functional classification of all streets and highways should conform to accepted engineering practices and principles.
2. Compatibility should be maintained between Bismarck's street system and the state and county highway systems.
3. The plan should reflect future vehicular travel demand with planned growth and projected development. Limiting effects of physical constraints should be taken into account.
4. Intersections and street segment deficiencies should be identified.
5. The need to balance functional needs to move traffic efficiently and safely with the need to promote a safe, pedestrian oriented environment should be recognized.

In essence, there are two general types of traffic, local and through, that needs to be accommodated. "Through traffic" has both its origin and destination outside the City's CBD, or a portion thereof. These are the longest types of trips and a require a high degree of mobility. "Local traffic" has its origin and/or destination within the city. These trips are primarily short to medium length trips and mobility is less important than land access. Pedestrian traffic must also be incorporated into both types of vehicular traffic considerations. See Table 4.

The City of Bismarck has classified all of the CBD roadways into the following four functional classifications:

1. Principal arterials
2. Minor arterials
3. Collector streets
4. Local streets

The following urban system definitions shall apply as defined by "A Policy on Geometric Design of Highways and Streets, 1990"; otherwise known as the "green book". It is published by the American Association of State Highway and Transportation Officials (AASHTO):

Table 4

RELATIONSHIP OF FUNCTIONAL CLASSIFICATION  
TO TRAFFIC VOLUME AND ROADWAY DESIGN

FUNCTIONAL CLASSIFICATION	AVERAGE DAILY TRAFFIC	NUMBER OF THROUGH LANES	LEFT TURN LANE LOCATIONS	RIGHT TURN LANE LOCATIONS
MINOR ARTERIAL	UNDER 5,000	2	MAJOR INTERSECTIONS (2)	SPOT (4)
	5,000-15,000 (1)	2	CONTINUOUS (3)	MAJOR INTERSECTIONS (2)
		4	MAJOR INTERSECTIONS (2)	SPOT (4)
	OVER 15,000	4	CONTINUOUS (3)	MAJOR INTERSECTIONS (2)
MAJOR COLLECTOR	UNDER 5,000	2	MAJOR INTERSECTIONS (2)	AT STOP SIGNS
	5,000-15,000 (1)	2	CONTINUOUS (3)	MAJOR INTERSECTIONS (2)
		4	MAJOR INTERSECTIONS (2)	SPOT (4)
	OVER 15,000	4	CONTINUOUS (3)	MAJOR INTERSECTIONS (2)
MINOR COLLECTOR	UNDER 2,500	2	AT SIGNALS	AT STOP SIGNS
	OVER 2,500	2	AT SIGNALS	AT STOP SIGNS AND SIGNALS

NOTES:

- (1) As volumes increase from 5,000 to 15,000 ADT, a roadway should evolve from 2 lanes to 3 lanes to 5 lanes. A 4-lane undivided roadway without left-turn lanes offers little advantage over a 3-lane roadway with a continuous two-way, or a series of, left-turn lanes.
- (2) MAJOR INTERSECTIONS -- locations with traffic signals or where traffic signals are planned.
- (3) CONTINUOUS -- either a continuous two-way left-turn lane, or a raised median island with left-turn lanes at each intersection.
- (4) SPOT -- at locations with large right-turn volumes relative to travel speeds on the roadway.

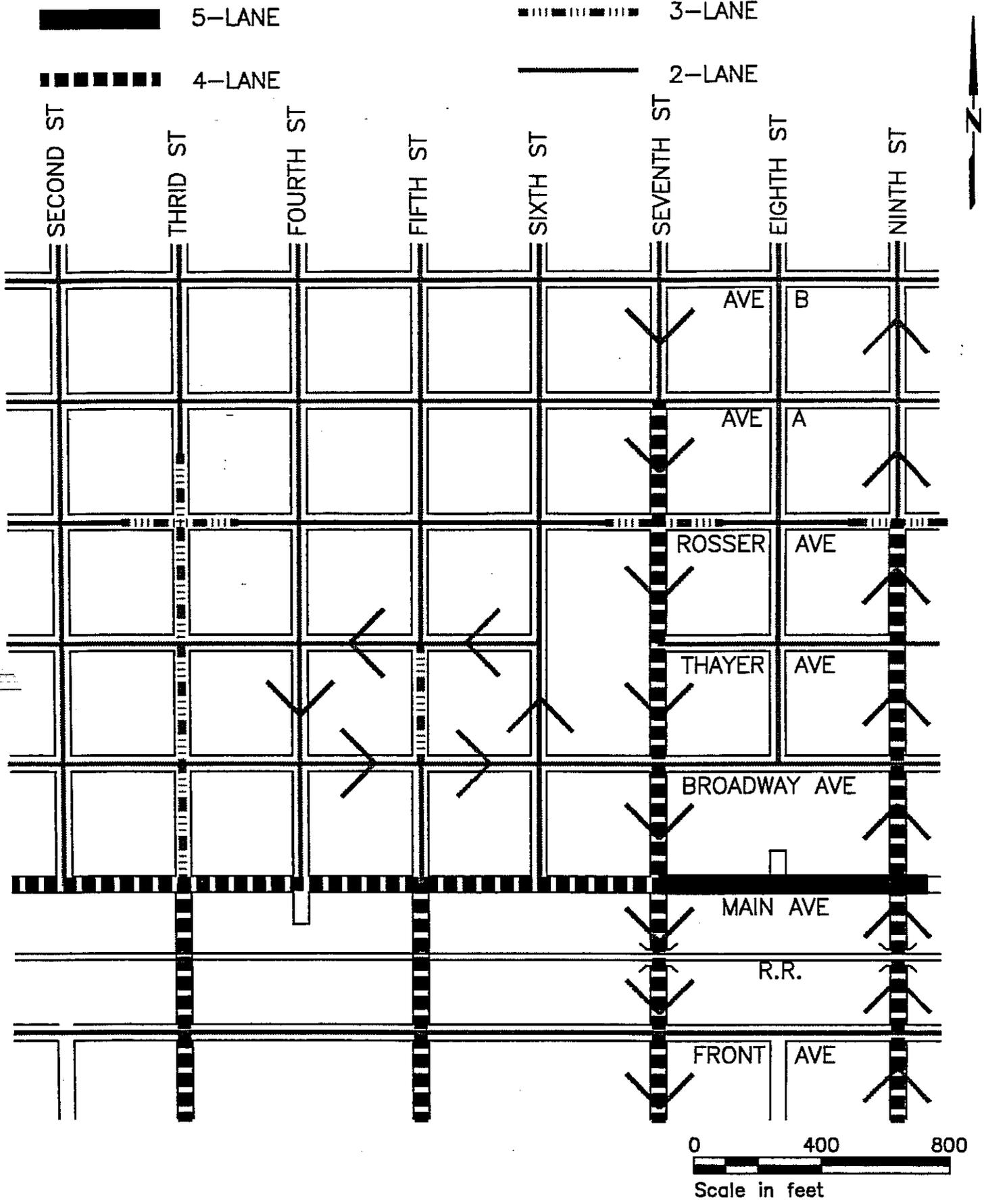
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***Principal Arterial:*** Serves major centers of activity within metropolitan areas, corridors of highest traffic volume and longest trip desires, and provides continuity to the rural arterial system. In larger urban areas, they provide service for major movements within the urbanized area itself, in addition to serving rurally orientated traffic. Service to abutting land is subordinate to travel service to major traffic movements. Almost all fully and partially controlled access facilities are part of this functional class.

***Minor Arterial:*** Provides for traffic of a more land access orientation. Service should be more of an intracommunity nature. The system includes urban interconnections to principal arterial system. Trips are of moderate length at a somewhat lower level of mobility. There is more emphasis on land access. Minor arterials also connect concentrations of commercial and industrial land uses and places outside the city. The emphasis is still on mobility rather than land access. Operating speeds are usually lower, and there is more access to abutting property, than on principal arterials. Intersections are normally controlled by traffic signals or cross street stop signs.

***Collectors:*** The collector system serves to distribute traffic from the arterial to their destination which may be on a local or collector street. Conversely, the collector street "collects" traffic from the local streets and channels it into the arterial systems. The collector system serves both land access and local traffic movement within various neighborhoods and areas. They serve medium and short trip lengths. High volume collectors provide more of a mobility function than a land access function and should provide a relatively high level of service. Low volume collectors carry shorter trips and are designed to distribute traffic from the major collectors and/or arterials to the local street system. They also provide more of a land access function and a lesser level of service than major collectors. Intersections are mostly controlled by local (cross) street stop signs, with some all-way stops and possibly traffic signals at major intersections.

***Local Streets:*** Comprised of all facilities not on one of the higher systems. It serves primarily to provide direct access to abutting land and access to the higher order systems. These roadways serve the shortest trips. Traffic volumes (ADT) should be below 1,000 and speeds the lowest of any city street (25-30 mph). Spacing of local streets is varied and as needed for development.

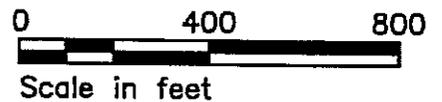
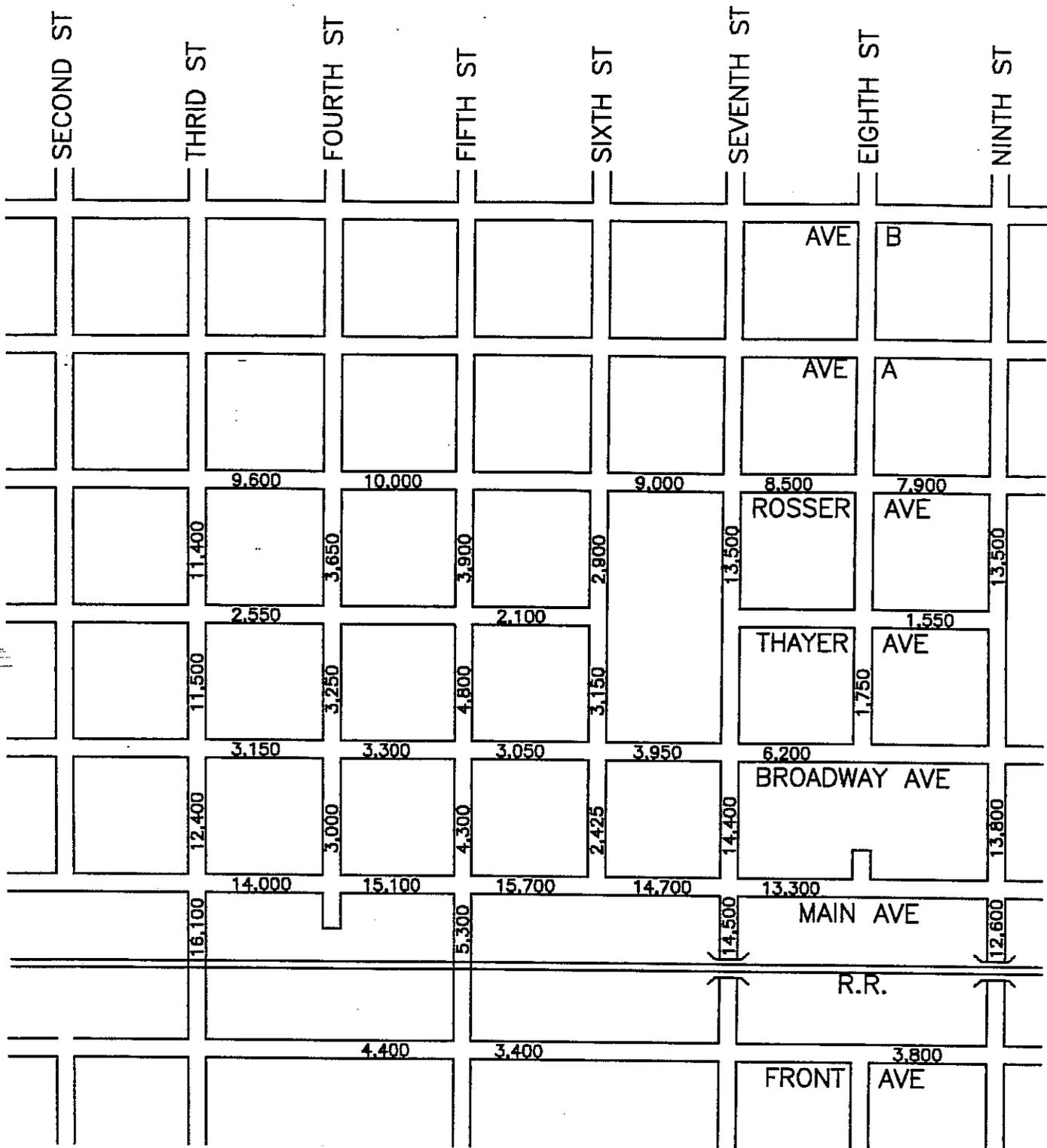


**EXISTING STREET INVENTORY**

**BISMARCK, NORTH DAKOTA  
 CBD COMPREHENSIVE PLAN**

**FIGURE 20**





# 1992 TRAFFIC VOLUME MAP (ADT's)

BISMARCK, NORTH DAKOTA  
CBD COMPREHENSIVE PLAN

FIGURE 21



### Existing Street Inventory

The number of traffic lanes on each roadway within the CBD are indicated on the 1993 Street Inventory Map (Figure 20). For parking inventory, refer to the Parking Figure located on page 26 in this report.

### Existing Traffic Volumes

The 1992 Bismarck Traffic Volume Map, Figure 21, has been included and used for both the analysis of existing traffic conditions and to help project the 2010 traffic volumes. Theoretically, the design year should be 2013, but for comparison purposes with past reports and based on the trend of most planning studies projecting to an even five year calendar year, the transportation analysis will utilize the year 2010.

### Existing Capacity Deficiencies

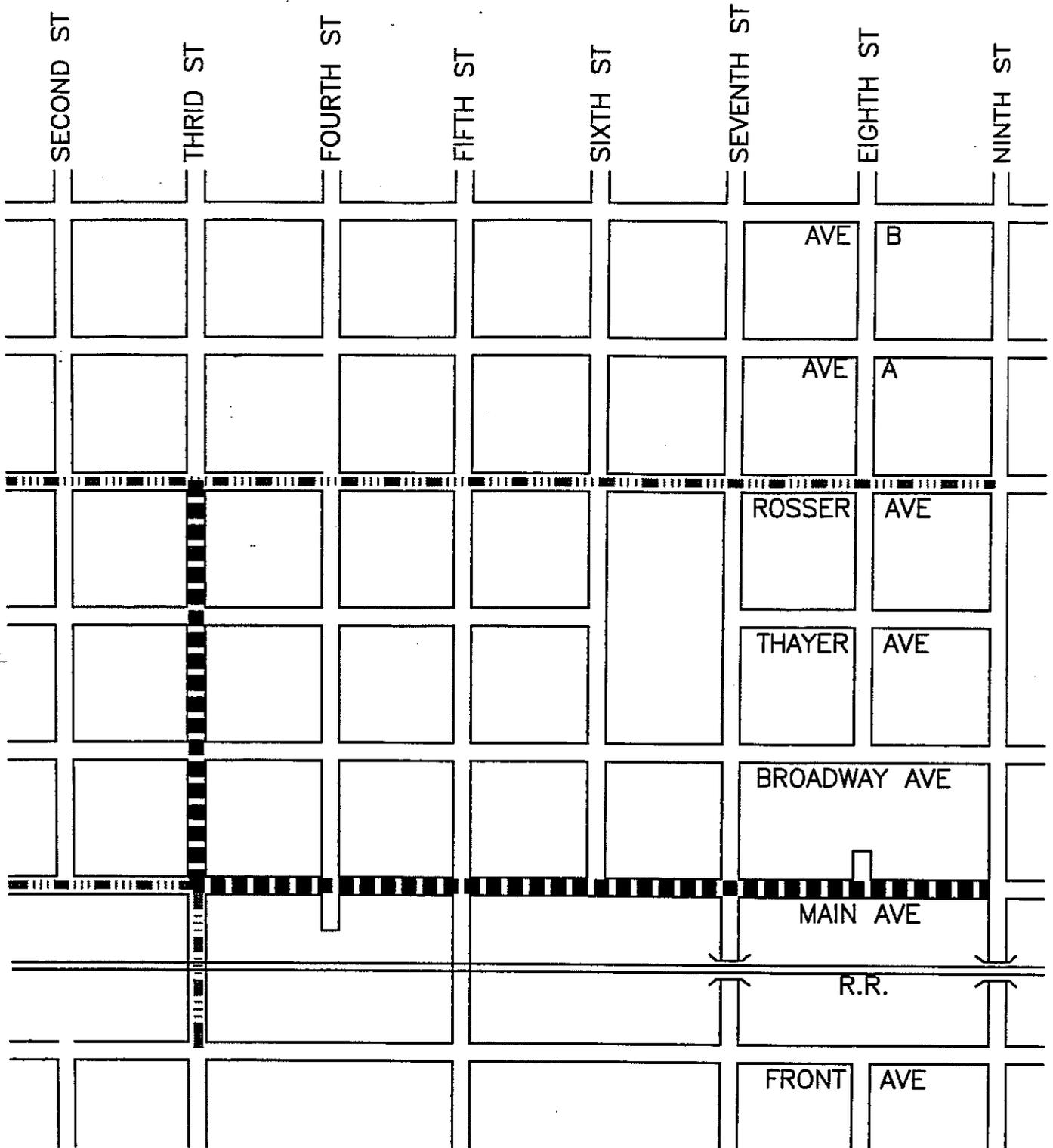
There were several capacity deficiencies identified in the 1989 Transportation Update which still exist today. Rosser Avenue's volume to capacity ratio was identified as being in the range of 0.75 to 1.00, from 3rd Street to 9th Street. Today the traffic volumes have only increased slightly and the same level of deficiency exists. Traffic Volumes on Main Avenue have also stayed in the same volume to capacity level range (1.00 to 1.25) due to very little growth in traffic volumes. These roadway segments are shown in Figure 22. No other segments have become deficient since the 1985 analysis.

The traffic and parking issues that follow were presented along with several alternate solutions. All of the issues were developed and refined based on the expressed concerns of the Bismarck Community Vision Task Force. The two most important issues identified by the task force members included the need to improve traffic circulation and provide more parking. The Appendix contains other alternates that were considered for each transportation issues. See Figure 23 for a summary of the transportation issues.

1.25 +

0.75 - 0.99

1.00 - 1.25

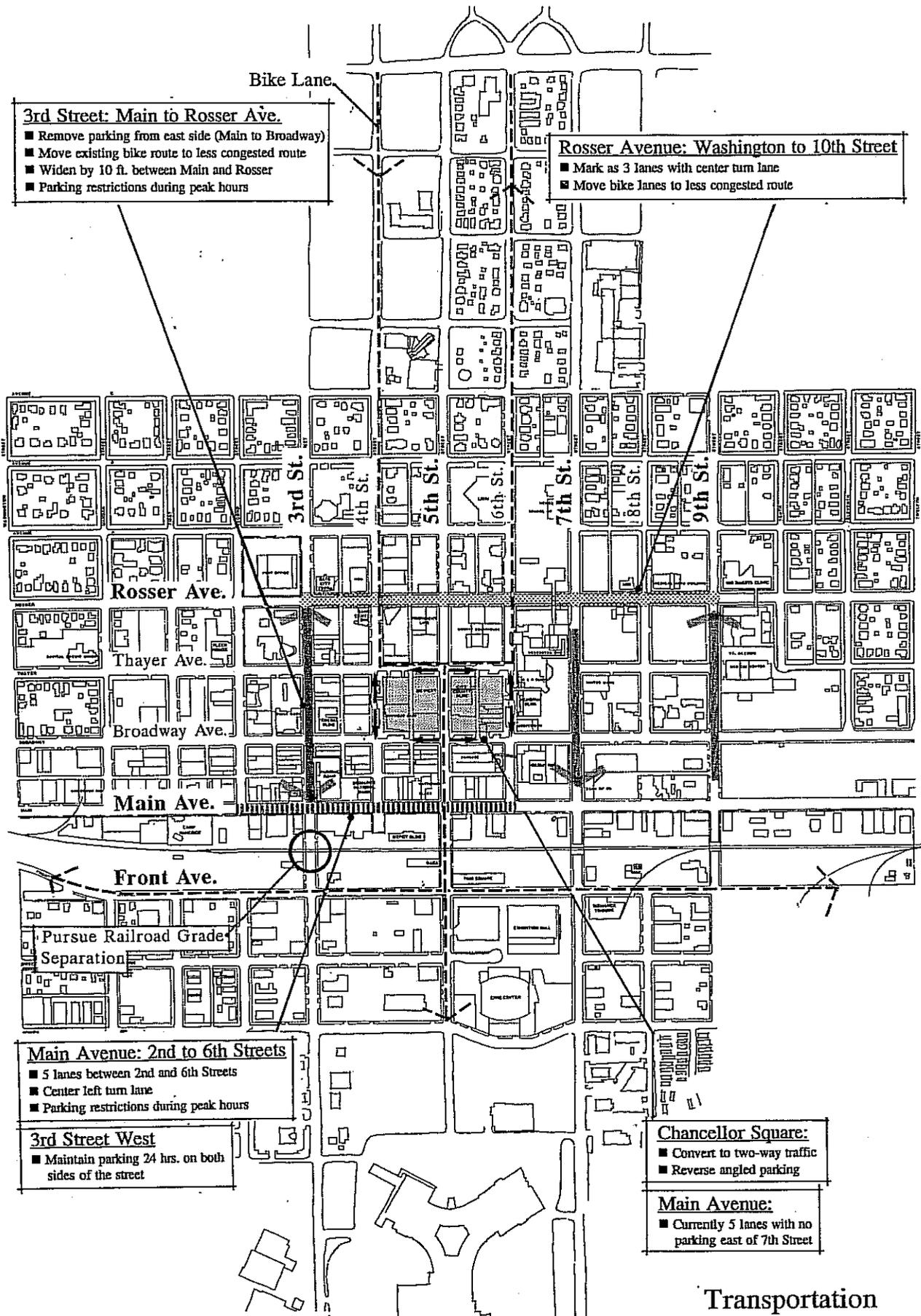


**EXISTING CAPACITY DEFICENCIES**

**BISMARCK, NORTH DAKOTA  
CBD COMPREHENSIVE PLAN**

**FIGURE 22**





Transportation  
Recommendations

**Bismarck**

Central Business District Plan

Figure 23



### **Main Avenue**

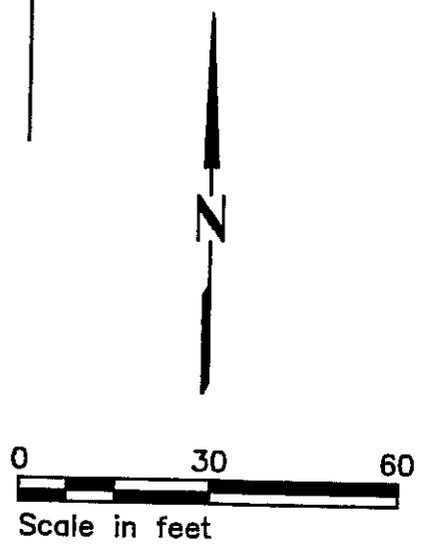
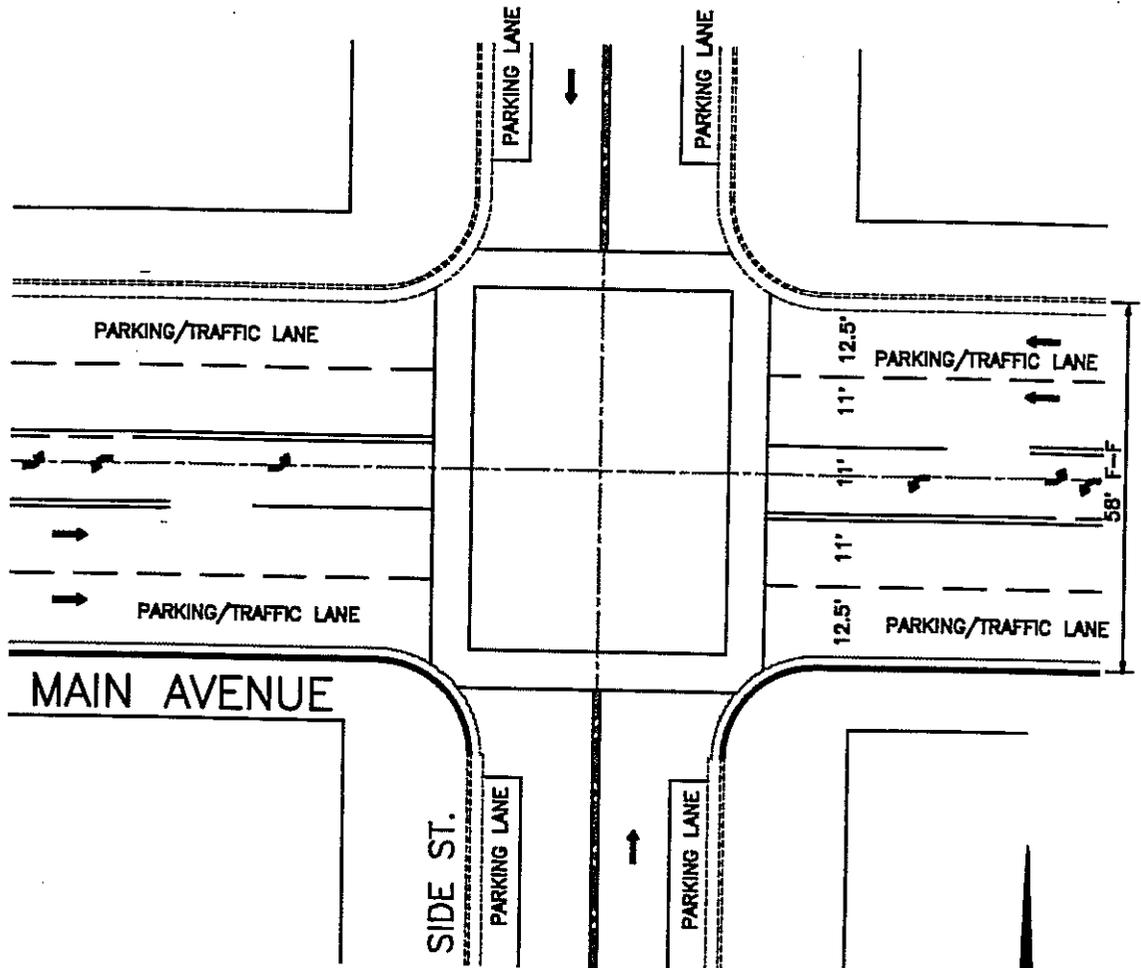
Main Avenue is the most vital downtown east-west arterial route for vehicle capacity in the CBD. Unfortunately it is also one of the most highly utilized on-street parking areas for the adjacent businesses. The 1989 Bismarck-Mandan Transportation Plan Update identified Main Avenue as carrying more than its designed vehicle capacity from 3rd to 9th Street. There are also a large number of accidents in this same area. Due to these factors and the large volumes of traffic and pedestrians it is one of the most important traffic issues in the downtown area today.

Numerous concepts exist for alternate improvements to Main Avenue, including widening the road and/or restricting parking. The factors that were considered in developing the best option included the need to improve safety, capacity of the roadway, the treatment of streetscape along the boulevards, and the amount of on-street parking that can be obtained.

The task force felt that on-street parking was a necessity along Main Avenue. The extent to which parking would be permitted is dependent on the other factors of safety, available right-of-way and traffic capacity. The two most obvious compromises include parking restrictions during peak traffic periods or the elimination of traffic on one side of Main Avenue. Main Avenue is expected to carry approximately 16,900 to 19,900 vehicles in the CBD by the year 2010. All projected 2010 CBD traffic volumes are shown in Figure 29.

### **Recommendation**

- It is recommended that Main Avenue be widened, as proposed by the City Engineering Department, to 58 feet (two feet wider). This will provide for five 11 foot lanes and a 1-1/2 foot gutter along each curb line. The center lane would be marked as a two-way continuous left turn lane to provide a space for the large volumes of left turning vehicles. The boulevard widths would remain wide enough to accommodate the desired streetscape and provide adequate pedestrian walking space. See Figure 24. Approximately 74 on-street parking stalls would need to be restricted during the peak traffic periods (7-9 am and 3-5 pm).



**MAIN AVENUE – RECOMMENDATION (CITY PROPOSAL)**

BISMARCK, NORTH DAKOTA  
CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN

Figure 24



Main Avenue is tentatively scheduled for reconstruction in 1996 according to the City's Capital Improvement Program. The main advantages of the recommended option are flexibility and compromise between parking and traffic needs. Under this option, the roadway would serve a dual function as a three lane roadway during off-peak traffic times, then as a five lane roadway with parking restrictions during peak periods. This alternative also provides slightly wider driving lanes and a much needed left turn lane at all cross streets and mid-block locations. As indicated in Figure 28, Main Avenue contains many of the accident "hot spots" that were identified in the CBD.

- Strict enforcement of the restricted times and towing would need to be implemented to ensure success. A list of several other cities that implement these type of restrictions can be found in the Appendix. The recommended size of a city that would to utilize these parking methods is 50,000, although some towns as small as 20,000 also implement these same type of restrictions, as do most large metropolitan areas in older cities.
- If the parking restrictions are not politically feasible, then another alternative would widen the roadway to 64 feet as suggested by ND/DOT and shown in the Appendix. This option would result in five traffic lanes and one full time parking lane. The boulevards would be reduced to eight feet in width and the parking lane would be located on the north side of Main Avenue. This would result in the permanent loss of 33 on-street parking stalls.
- The sidewalk area north of Depot Plaza and the parking lot would have to be reconfigured to maintain a minimum sidewalk width of six feet. This option eliminates half of the available on-street parking 24 hours a day in lieu of peak traffic parking restrictions and results in much less space for decorative streetscape.

### North-South Traffic Flow

Currently north-south traffic flow into and out of the CBD is carried primarily by 3rd, 7th and 9th Streets. Seventh and 9th Streets are Principal arterials and 3rd Street is a minor arterial. Because of Kirkwood Mall and the CBD core area, 3rd Street is not relieved by the 7th and 9th Street one-way pairs or by Washington Street to the west. Therefore 3rd Street can only accommodate added traffic by increasing its capacity or having traffic diverted to another street (5th Street is the most likely). Granted some of the existing traffic on 3rd Street will be alleviated once the Washington Street railroad underpass is opened, but the anticipated benefit is outweighed by the overall need to improve traffic flow on 3rd Street. Traffic counts indicate that 3rd Street carried a significant number of cars even before Washington Street traffic was diverted to 3rd Street.

Fourth Street was also considered as a possible route to help alleviate traffic congestion on 3rd Street. Fourth Street serves the same function as 5th Street and carries a slightly smaller volume. It continues north past Division Avenue, where 5th street ends, but when the overall traffic patterns are considered along with the fact that most north-south traffic utilizes Division Avenue, 5th Street becomes the desired compliment to 3rd Street.

Capacity of an urban arterial can be increased by eliminating or restricting parking, widening lane widths, adding turn lanes, moving boulevard obstructions further from the driving lanes and restricting truck traffic, although there is no significant truck traffic anywhere in the CBD.

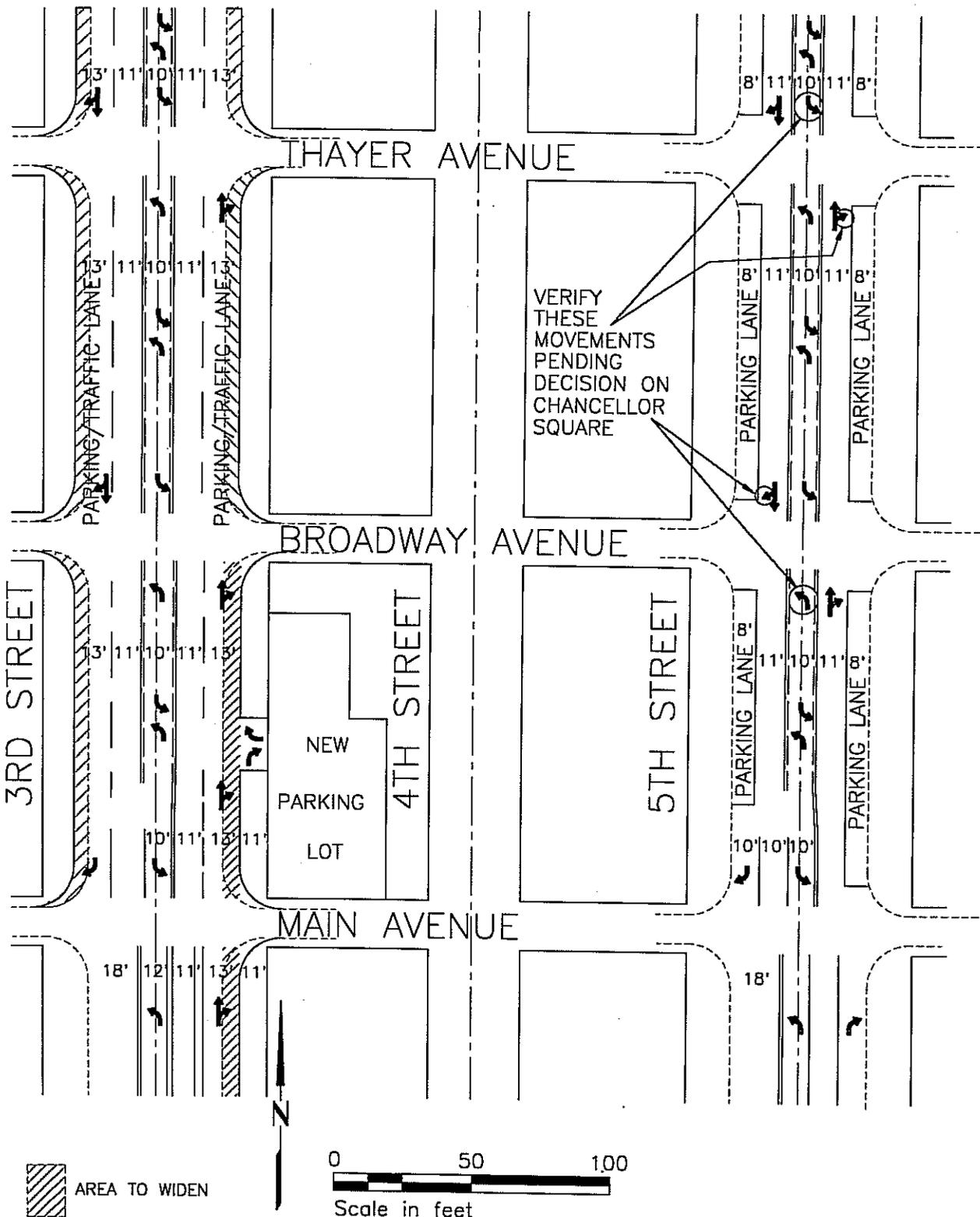
Seventh and 9th Streets were both identified as having capacity deficiencies in 1985. Since that time, the City has improved the capacity of these roadways to acceptable levels by eliminating on-street parking on both sides of each roadway south of Rosser Avenue.

The options for improving the overall traffic flow and safety of 3rd Street included converting 3rd and 5th Street into a one-way pair or leaving 3rd and 5th street as two-way while increasing the capacity of 3rd Street and emphasizing 5th Street as a desirable alternate to 3rd Street. One major disadvantage of the one-way pair option is that eight traffic signals would need to be revised.

Although the one-way pair option would have fit well into the Seventh/Ninth Street one-way pair pattern, where Fifth Street would carry northbound traffic and 3rd Street would facilitate southbound traffic, it is recommended that the necessary improvements be pursued on 3rd Street to increase its existing capacity. An additional emphasis should be made to divert some of the traffic to 5th Street through signing. This alternative also fits well with the plan to make a strong north-south connection between Kirkwood Mall and the Capital via 5th Street. In addition, there has not been wide public support for the one-way pair and if the necessary 3rd Street improvements are made, then the north-south traffic in the west side of the CBD can be adequately accommodated into the year 2010.

### Recommendations

- 3rd street is currently estimated to carry 12,000 vehicles and projected to carry as many as 15,750 vehicles north of Main Avenue by the year 2010. The current roadway geometrics (3-lane roadway) can only accommodate approximately 12,000 vehicles per day while still maintaining acceptable traffic flow conditions. Therefore some widening will be needed on the east side of the roadway on the half block south of Main Avenue. In addition, the two blocks between Main and Rosser Avenue will need to be widened 10 feet to allow usage of the two outer most lanes as parking/traffic lanes.
- There would still be an eleven foot boulevard on either side of the street and on street parking could be restricted during the peak rush hours, as determined by the City Engineer. These peak hour parking restrictions will allow the roadway to serve a dual function throughout the day, accommodate parking for most of the day, and serve traffic flow during peak critical times. This option would affect approximately 32 existing parking stalls. It should be noted that the on-street parking on the east side of 3rd Street from Main Avenue to Broadway Avenue is planned to be eliminated when the new parking ramp is opened. The recommended option is indicated on Figure 25.
- As a further recommendation, the intersection capacity of 3rd Street and Main Avenue for northbound traffic could be even greater if the far east lane was re-marked as an optional northbound through-right lane. Traffic could then merge back into a single northbound lane at Rosser Avenue.



3RD/5TH - TWO-WAY (RECOMMENDED)

BISMARCK, NORTH DAKOTA

FIGURE 25

CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN

23703-NS.DWG

JULY, 1993

COMM. 23703



Bonestroo  
Rosene  
Anderlik &  
Associates

- It is also highly recommended that traffic from the new parking ramp be forced to take only right turns when exiting the ramp onto 3rd Street during peak traffic hours and possibly all day.

This recommendation would require 3rd Street to be reconstructed from Main to Thayer on the east side for a half block south of Main Avenue, as a minimum.

- The existing bike route signed on 3rd Street should also be removed on any alternative and relocated to a less busy roadway. Continuity to the south could be at 5th Street, which is estimated to only carry 35 percent of the traffic volumes that are on 3rd Street.
- A recommendation that should be pursued independently of the geometric concerns is that of improved signal operation. The City should investigate the possibility of installing left turn signal indications (protective-permissive & possible lagging lefts) at Main Avenue and 3rd Street to allow left turning vehicles to cross the heavy through traffic volumes during peak traffic periods. A detailed study, including a turning movement count and before and after intersection delay studies, should be completed prior to this change. This study would weigh the safety and operational benefits against the increased delay for other vehicle movements and the possible reduction of intersection capacity. The data gathered can be input into the Highway Capacity Software.
- Another important issue that should be pursued with this recommended alternative is the need for grade separation on 3rd Street at the railroad tracks. This option should be pursued as soon as the recommendation to keep 3rd and 5th Street as two-way roadways is accepted. Refer to Issue 4 elsewhere in this report. An alternate layout for the 3rd and 5th Street one way pair is shown in the Appendix.
- 5th Street should also be re-striped in the future as a three-lane roadway section from Main Avenue to the Capital or at least to 1/2 block north of Rosser. There is no real capacity need, but this will improve the operation of the traffic flow and safety and it can be done in the existing roadway with no loss of parking. Currently there is only a three-lane section on the block between Broadway and Thayer in Chancellor Square. Providing a consistent section of pavement markings

will provide for easier left turns and give the street an identity.

### **3rd Street Railroad Grade Separation**

3rd Street is the highest volume north-south arterial roadway in the CBD. Each time a train passes through town, there is undue delay and frustration for traffic that wishes to travel into or out of the downtown area. City staff indicated that there are more than twenty five trains per day. As a result the delay per train can range from 1 to 10 minutes, with an average of three minutes. It has also been noted that the trains often block vehicle traffic during the peak traffic flow times. Frustrated drivers by-pass the delay by traveling to Seventh and Ninth Streets via Main Avenue and add more traffic to an already busy roadway.

### **Recommendations**

- If 3rd Street is to remain a vital link in the CBD transportation system and continue to carry two-way traffic into the future, then the City should consider pursuing a grade separated crossing allowing vehicles to travel under the railroad tracks at 3rd Street.
- A detailed benefit-cost analysis should be completed prior to pursuing such an improvement and should consider the cost of people's time when delayed. Third Street is forecasted to carry as many as 20,000 ADT by 2010 at the railroad crossing. For the roadway to accomplish this in an efficient manner, it must include the reduction of existing delay constraints such as the railroad crossing at 3rd Street. Planning should begin now and necessary funding should be investigated. The City should pursue the preliminary design phase and determine the affect on adjacent land uses.

### **Traffic Flow Around Chancellor Square**

Chancellor Square is a unique two square block area with a one-way traffic pattern that does not fit into the overall traffic patterns of the CBD. It is a unique pedestrian oriented district that features a significant amount of on-street angled parking and meets the much needed on-street parking requirements of the CBD.

There were a significant number of workshop members that shared negative feelings about the one-way traffic flow around Chancellor Square during the first Bismarck Community Vision Workshop. A recent Downtowners' survey also found that 50 percent of those surveyed were against one-way traffic in Chancellor Square. Several alternatives were developed to evaluate ways to make the traffic patterns around Chancellor Square fit into the overall patterns of the entire CBD. All of the alternatives provided for two-way traffic and included the revision of the three existing signal systems around Chancellor Square (at 5th & Thayer, 5th & Broadway and 6th & Broadway). Alternative 1 included two-way traffic flow and reversed angle parking with minimal impact on the existing streetscape. Alternative 2 featured two-way traffic, parallel parking, some minor loss of existing streetscape and no loss of on-street parking. Alternative 3 included two-way traffic, parallel parking, loss of 38 parking stalls, and virtually no loss of streetscape. Alternatives 2 and 3 are graphically depicted in the Appendix of this report. The following recommendation was selected from these three alternatives.

### Recommendation

The charm and appeal of the landscaped, pedestrian friendly streets are an important feature of downtown Bismarck. Substantial changes to Chancellor Square should be based on a continued assessment of accidents, delay, public perception and a concern for the overall traffic patterns of the entire CBD. If negative traffic conditions exist or a significant number of the public has negative feelings about traffic in this area, then the following alternative may be considered:

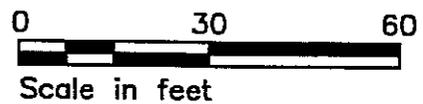
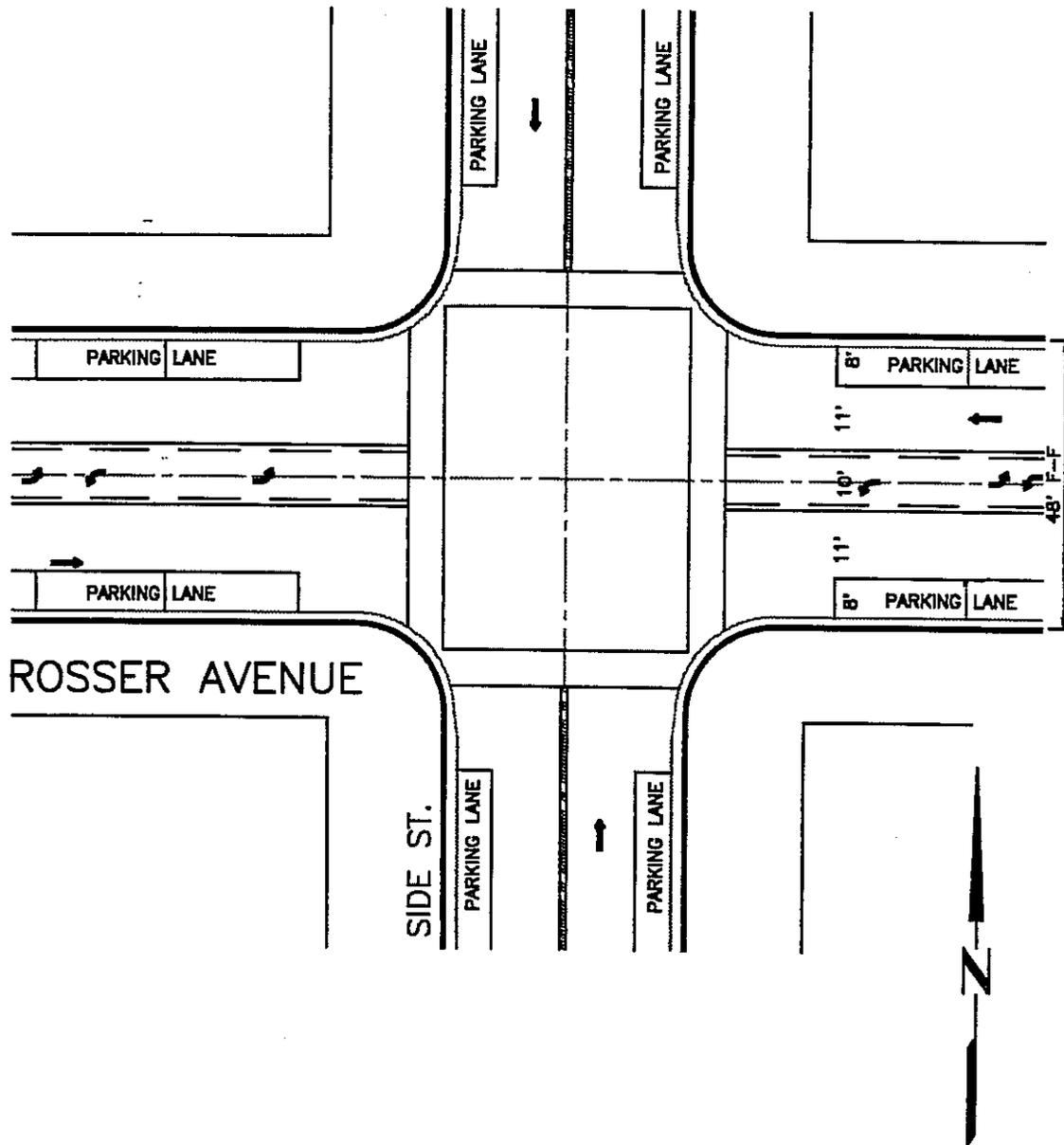
- Two-way Traffic & Reversed Angle Parking: The recommended alternative would create two-way traffic flow around Chancellor Square and simply reverse the existing angled on-street parking to accommodate parking entry in the opposite direction. This alternative would result in the loss of approximately six (6) on-street parking stalls around the entire two block area. The issue of parking related accidents and the capacity of Broadway and Thayer Avenue must be watched closely if this alternative is pursued.

This is due to the generalization that angled parking results in a substantially higher number of accidents than parallel parking and the fact that angled parking has a much greater influence zone on adjacent street through traffic flow (likely in both directions). Due to the relatively low traffic volumes on Broadway and Thayer Avenue, the lack of any accident data indicating any significant number of parking related accidents, and the existing streetscape constraints, this is the best compromise. See Figure 26 for an illustration. The angled parking would still impact traffic in both directions, but it may also achieve the "calming" or slowing of traffic that is desired by many downtown individuals.

The issue of defining thresholds for determining when changes in Chancellor Square would become necessary was raised by the CBD Task Force. This issue was not addressed in terms of ADT's or accidents because the main issue is uniformity of traffic flow through the entire CBD. When the entire CBD is considered and not just Chancellor Square, it is recommended that two-way traffic be accommodated, especially if there are no significant impacts to traffic or streetscape. There is no magic traffic volume that would dictate the need for this recommended change.

The main forces at odds with the other two alternatives are the beautiful streetscape and the need to retain as much existing on-street parking as possible. Either of these options could be investigated later if the recommended angled parking is found to cause too many accidents or too much delay for the through traffic. If it is determined that on-street parking must be reduced at a later date, then near-by off-street parking structures can be pursued east of the City/County Building and/or north of the US West building.

One last option that was considered briefly but determined not to be practical was to convert Broadway and Main into a one-way pair throughout the CBD, with Main Avenue carrying eastbound traffic. The transition into and out of the one-way street system to the two-way system outside of the CBD would be difficult due to the large traffic volumes that would need to be accommodated and the land that would need to be acquired for the traffic transitions. This concept was not well accepted and difficult to implement.



**ROSSER AVENUE — RECOMMENDED**

**BISMARCK, NORTH DAKOTA**  
**CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN**

Figure 26



### Rosser Avenue Capacity

Rosser Avenue was nearing its capacity in 1985, according to the 1989 Bismarck Transportation Plan Update. If no action is taken to increase the capacity of Rosser Avenue, then additional undue delay will result in the coming years and safety along this roadway will likely become more of a concern, especially for left turning vehicles. Rosser is currently carrying 10,000 ADT through the CBD and is projected to carry as many as 12,700 ADT by 2010.

### Recommendation

- Three Lanes with Parking Both sides: It is recommended that the capacity of Rosser Avenue be increased to handle approximately 12,000 ADT, by re-marking the roadway as a three lane roadway with parking on both sides. This is shown in Figure 27. These markings would likely extend from Washington Street, east to 11th Street or further. The middle lane would serve as a continuous left turn lane for the large number of left turning vehicles and result in a safer roadway.

Ideally the same three lane section would exist but feature wider lane widths and eliminate parking on one side of the roadway as shown in the Appendix. There is not a high demand for on-street parking on Rosser Avenue except at the post office. Therefore the elimination of approximately half of the on-street parking stalls on Rosser Avenue would not have a significant negative impact on the businesses. In addition, the capacity increase would provide greater safety and handle the traffic needs of this segment of roadway well into the future. If this option is pursued, approximately 75 on-street parking stalls would be lost.

- The current bike route along Rosser Avenue should be revised to less congested parallel streets such as Avenue A. Thayer is also less congested but lacks continuity between 6th and 7th Street. If for some reason there are no other options for the east-west bikeway then pavement markings as shown in some of the alternate Rosser Avenue layouts can be considered.

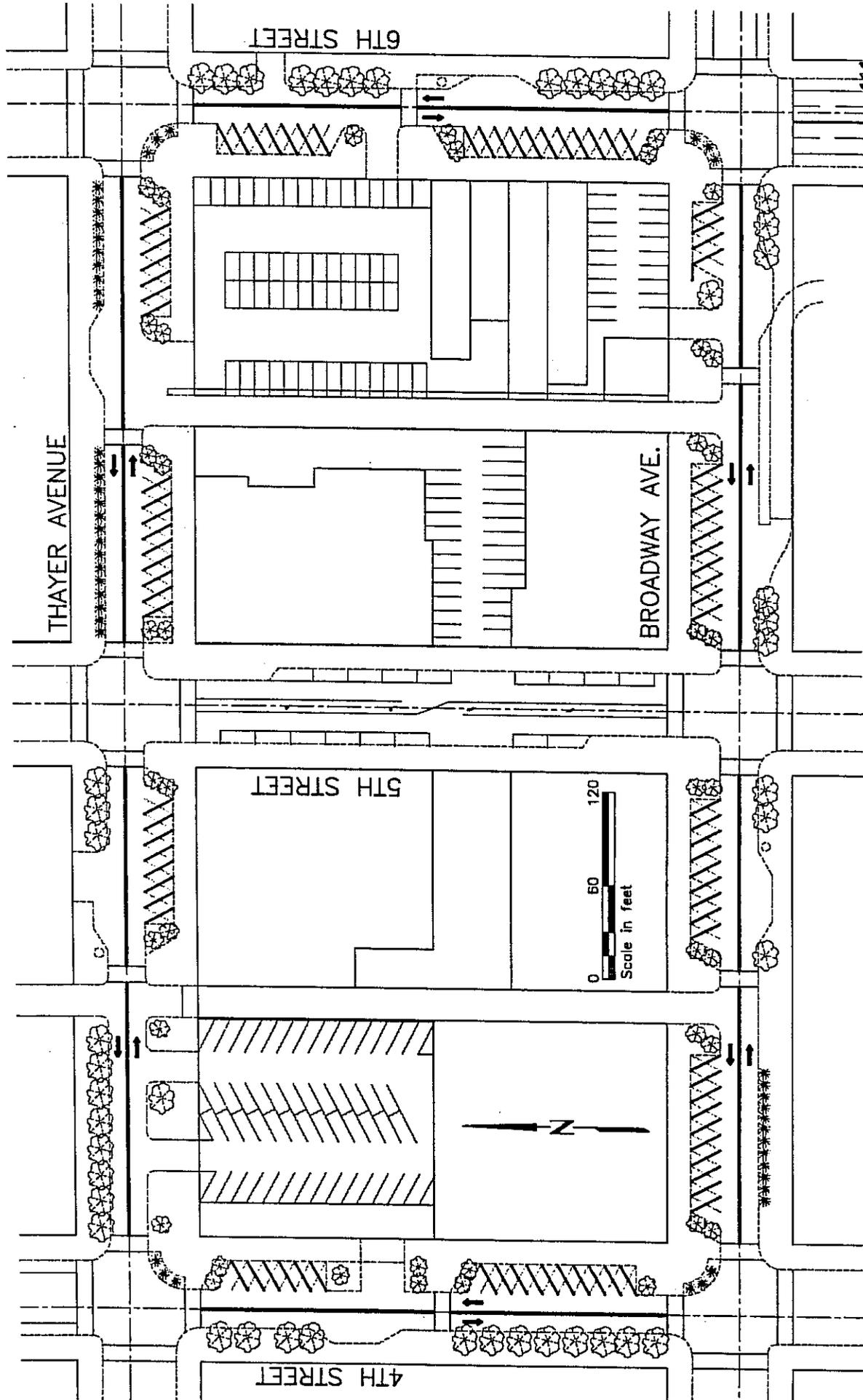


Figure 27

CHANCELLOR SQUARE - TWO-WAY WITH REVERSED ANGLE PARKING

SIMARCK, NORTH DAKOTA  
CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN

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### Accident Reduction and Safety Program

One way the City Engineering Department decides where safety improvement projects should take place is to rank problem locations in comparison to one another. Other methods include investigation of problem areas when by either the police department or concerned citizens are expressed. If any obvious engineering improvements can be made and are found to be cost effective, then corrective action is pursued through redesign of the area.

The ranking approach method analyzes all accident data in a given area every three years or less and ranks each roadway section (link) or intersection (node) to identify the areas of greatest exposure to accidents. This is followed by visits to the accident "hot spots" (shown in Figure 28), a determination whether or not any engineering improvements can be made and a cost estimate for the necessary improvement(s). Values are then assigned to the accidents and the benefits of assumed accident reductions based on historical data are weighed against the costs over the service life of the improvement. If it is cost effective to make the improvements, then implementation occurs and an "after" study is conducted. These methods are being use by the City Engineering Department and should continue to be used to rate and improve the problem locations and provide for a safety program in the annual capital improvement budget.

For this report, the last three years of accident data in the CBD has been reviewed. In addition, the CBD area links and nodes have been ranked according to their accident rates. The accident rates have been calculated to create a relative scale for all locations based on traffic volume, number of reported accidents, and link length (for roadway segments only). The majority of the identified links and nodes that are safety concerns are being addressed from an overall safety standpoint in the other issues listed in this section of the report. It is very likely that many of the accident problem areas could be improved by the implementation of some of the recommendation for these other issues.

As stated in the Chancellor Square traffic section of the report, angled parking has a large impact on adjacent street traffic and often results in more parking-related accidents. The angled parking on 4th Street between Main and Broadway on the west side of the street should be considered for conversion to parallel parking. This block (link) is the 5th highest accident ranked link in the CBD. Although not all of the accidents can be related to angle parking, it is fair to assume that a small percentage of accidents are related. The City Engineering Department should further investigate the relation of angled parking to the accident history in this block and pursue appropriate action, if necessary. The influence zone, recommended roadway design widths for angled parking, and the existing width of 4th Street do not allow for proper design without having an impact on the through traffic. This shown in the Appendix. If the concept of traffic calming is preferred at this location and there is no accident problem related to the angled parking then the current situation could remain.

Pedestrian and bicycle conflicts with motor vehicles are a great concern in any downtown area and are often due to an inattentive vehicle driver. Many activities are taking place and competing for the attention of a driver. Distractions are numerous and efforts must be made to warn the drivers of potential conflicts or hazards. One inexpensive method of better defining pedestrian crosswalks is to use "Zebra" markings along high volume roadways and areas of high pedestrian traffic. In a review of the accident data from the past three years, nine pedestrian/bike accidents occurred. All but one of the locations was on an urban arterial (3rd, 7th, 9th and Main) or major collector street (Rosser Avenue). Typical zebra crosswalk markings are shown in the Appendix.



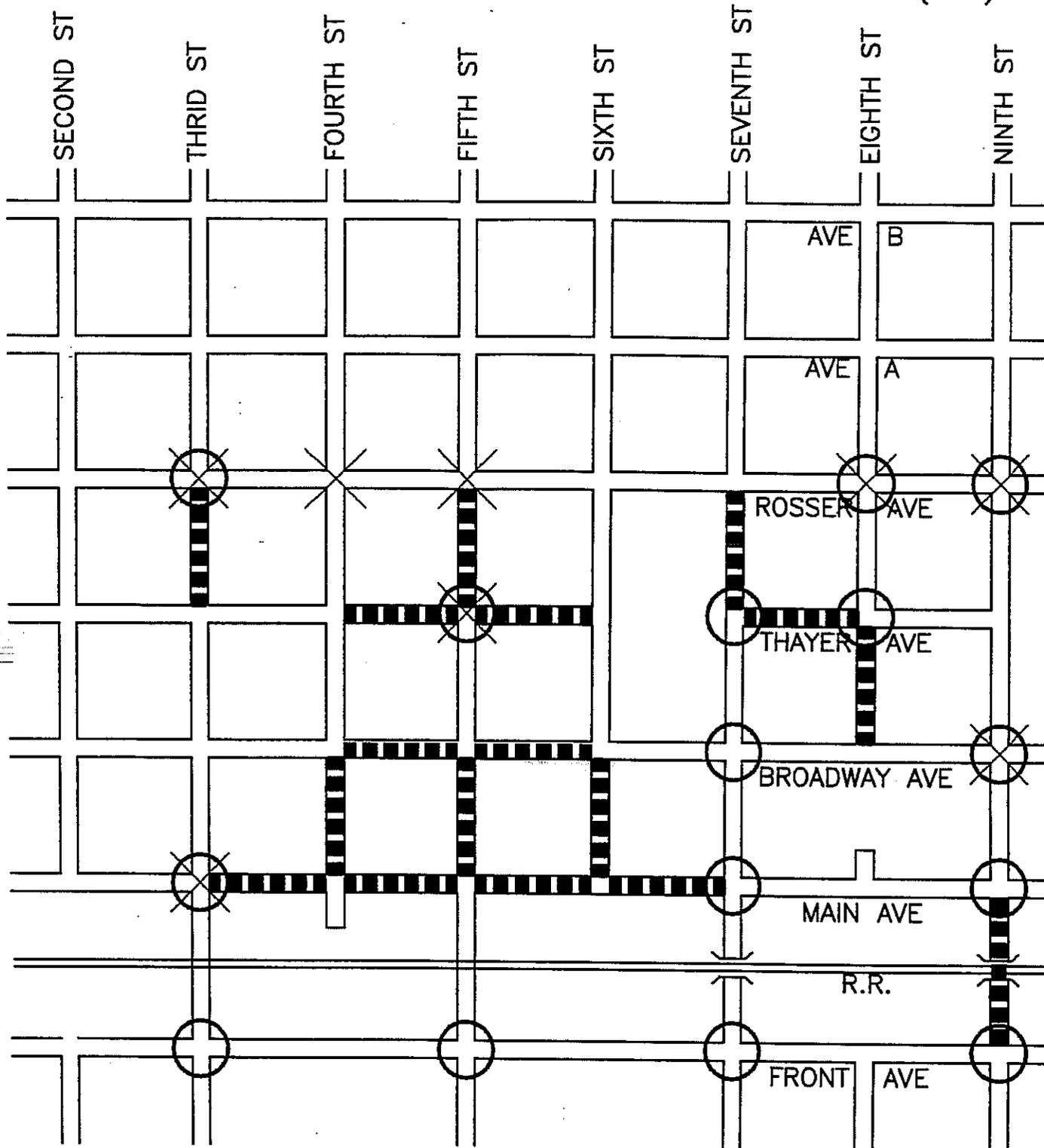
PED. OR BIKE ACCIDENT



HIGH ACCIDENT RATE (NODE)



HIGH ACCIDENT RATE (LINK)



### ACCIDENT "HOT SPOTS"

BISMARCK, NORTH DAKOTA  
CBD COMPREHENSIVE PLAN

FIGURE 28



The rankings of the links and nodes in the CBD and a summary of the percentage of accidents (by type of accident) that occurred are located in the Appendix. These summaries were derived from hundreds of accident report summary sheets. These sheets will be forwarded to the City Engineering Department for a more detailed review of the specific causes and possible engineering solutions at the problem locations. This same analysis process should be repeated biennium and used to make the overall traffic flows in the CBD as safe as practical. The data base that is created will eventually become useful in conducting before-after effectiveness studies and help to determine future remedial actions.

### **Parking**

Every city should have and continually update a city parking plan. One of the first parking issues that is often debated is the involvement of public versus private agencies. Parking policies should always be developed based on "how" to best develop parking programs and not be concerned with "who" takes the responsibility for providing and operating the facilities. Both public and private interests must assume a forceful role, be well represented, and be accountable to the other. Private agencies should develop most facilities under normal development practices. At the same time, government must assume the role of program administration and set goals, policies, and comprehensive plans to guide this type of growth in the city. When private interests do not develop then the public sector should consider assuming the developer role as necessary. This method should only intend to supplement rather than compete with private interests.

Minimum standards should be in place and be reviewed annually to ensure adequate design, operation, safety and aesthetics. Issues such as circulation, drainage, lighting, setbacks, signing, street access, capacity, etc. should contain clear guidelines that allow the government body to ensure the end product is one that is well utilized and accepted by the general public.

Another option for future development of off-street parking is a cooperative relationship between public and private parties. Private capital is often used to operate and develop lots and ramps on public lands. Tax relief, powers of eminent domain, and lower interest rates through municipal financing combine to help overcome many of the common obstacles that private developers face.

Future parking facilities should be placed in a well distributed fashion and in locations that will intercept the majority of the approach traffic to the CBD.

The specifics of current State legislation were not reviewed as part of this study but should be reviewed by the City as soon as practical. The task force indicated that there may be some outdated laws in the books that need to be revised to accommodate the current needs of the City.

One of the key input methods to help identify the existing parking problems and recommended solutions was from the 1993 Downtowners' Parking Survey. The survey and a summary can be found in the Appendix. The on-street parking inventory and an article on a success story of "privatizing" parking which includes several ideas the city may wish to consider are located in the Appendix.

### **On-Street Parking**

On-street parking is one of the biggest concerns of the CBD business community. Ironically it is likely that some of the demand consists of employees parking in front of adjacent businesses and moving their vehicles based on the local parking restrictions. According to many of the business owners at the community workshop, the demand for on-street parking far exceeds the supply. The 1978 Bismarck Downtown Parking Study was reviewed as part of this study and many of the same problems and issues of fifteen years ago still remain. If the problems continue to frustrate shoppers, they may look to locations outside of the CBD where parking supply exceeds the demand.

### **Parking Management**

Based on the statements of many of the business owners in the CBD, it is obvious that something needs to be done to better manage on-street parking. Essentially, on-street parking is fully developed in the CBD. Many of the traffic related alternatives suggest reduction and/or restriction of on-street parking on heavily travelled streets in the CBD. Therefore the existing supply must be better managed through different techniques and/or more convenient off-street parking.

### **Recommendations**

- The business community should organize itself and become active with the City's parking coalition. These newly joined forces should become and remain actively involved in all of the current and future parking issues that concern the CBD.
- The group should study the parking problem in depth, rank the needs, and implement proven parking management practices. Suggestions include: (a) more strict enforcement, (b) subsidized parking for employees, (c) residential permits for the fringe on-street parking being used by employees of the CBD, (d) shuttle/trolley services from lots outside the CBD, (e) updated time restrictions, and (f) a mix of short term limits at mid-block locations and longer time limits closer to intersections to result in less conflicts near intersections. There are apparently some legal implications based on old laws, but it is generally believed that the majority of those in the CBD favor repealing some of these laws.

### **Parking Meters**

One method that requires some consideration would involve the installation of low fee parking meters within the core of the downtown area. Fees of 25 cents per hour could be implemented without greatly deterring business. When meters are expired the offenders will be much easier to identify. The current method of having a parking attendant mark tires and then re-check the appropriate areas is very labor intensive and difficult to implement when varied time limits are instituted. Another alternative may be to increase fines for repeat offenders to help enforcement and generate revenue for future parking needs within the CBD.

### Off-Street Parking

Some people may argue that the laws of supply and demand will dictate the need for more public and/or private on and off-street parking. If the overall demand for parking is high enough, then someone will see the economic benefits of providing more off-street parking. Other factors must be considered when making that assumption. For many of the businesses the potential customers have other options available in Bismarck and more than likely will go where the demand for the available parking is not as intense. For this reason alone, the business community should fund and implement a plan to alleviate the parking deficiencies or change the perception of clients/customers to show that adequate parking is available and convenient.

### Recommendations

- The CBD business community should unite and review the 1978 Parking Plan for Downtown Bismarck. Almost none of the issues have changed and only a few of the recommendations have been implemented. The problems of fifteen years ago continue to increase, as a result, the entire CBD suffers.
- In addition a review of the number of off-street public and private surface lots versus parking ramps indicates that many of the off-street needs can be met by converting the surface and vacant lots into ramps. The location of future ramps should be convenient and dispersed throughout the CBD. The majority of the traffic flow into the CBD is from the northeast, northwest and south. Therefore, lots should be located to accommodate flows from these directions.
- Existing ramps should also be managed to ensure long term parkers use the upper levels of a ramp and the lower levels are used by short term parkers (shoppers). Subsidies by business that would off-set ramp parking fees for shoppers who make a purchase should also be investigated. See Figure 7 for the existing off-street parking inventory and Figure 12, *Framework Plan* for the potential new off-street ramp locations.

- New parking ramps can and should be architecturally pleasing and feature lighting, closed circuit monitors, low profile walls and as much open space as possible. Not only will this type of design provide greater safety for its users it will also encourage more use by appearing more inviting.

### Skyways

The 1986 *Enclosed Walkway Study* concluded that skyways were not feasible based on a cost benefit analysis.

The concept of a skyway system definitely has merit in a northerly climate and the Enclosed Walkway Study completed for the City in 1986 was a good first step in the planning process. The Community Vision Workshop formed for this study also helped define the areas of greatest potential or need and included two possible links. One proposed skyway route would extend east from the new parking ramp at the northeast corner of 3rd and Main, to the parking ramp at 5th and Broadway. Funding for it is not available , therefore funding is the main obstacle to overcome. The benefits of a revitalized downtown area and efficient use of the second story of the retail area need to be weighed against the large capital expenditures involved and the possible loss of business for retailers on the first floor level. Skyway routes should be identified, planned for, and pursued if funding becomes available. See Figure 12, *Framework Plan*, for existing and possible future skyway routes.

The Community Vision Workshop held last November identified two additional skyways that could be considered and supported. This skyway would extend from the new parking ramp at 3rd and Main to the ramp at 5th and Broadway. The workshop members considered the skyway between these two ramps to be the most feasible since it would connect the ramp at 3rd Street and Main Avenue to the Parkade ramp at 5th Street and Broadway Avenue. This effort would require crossing both 4th and 5th Streets and coordinating the internal building layouts and development along the skyway route. It could revitalize this area and provide additional retail and office space on the second floor of these buildings.

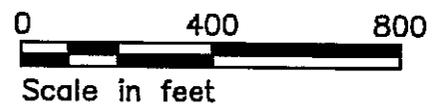
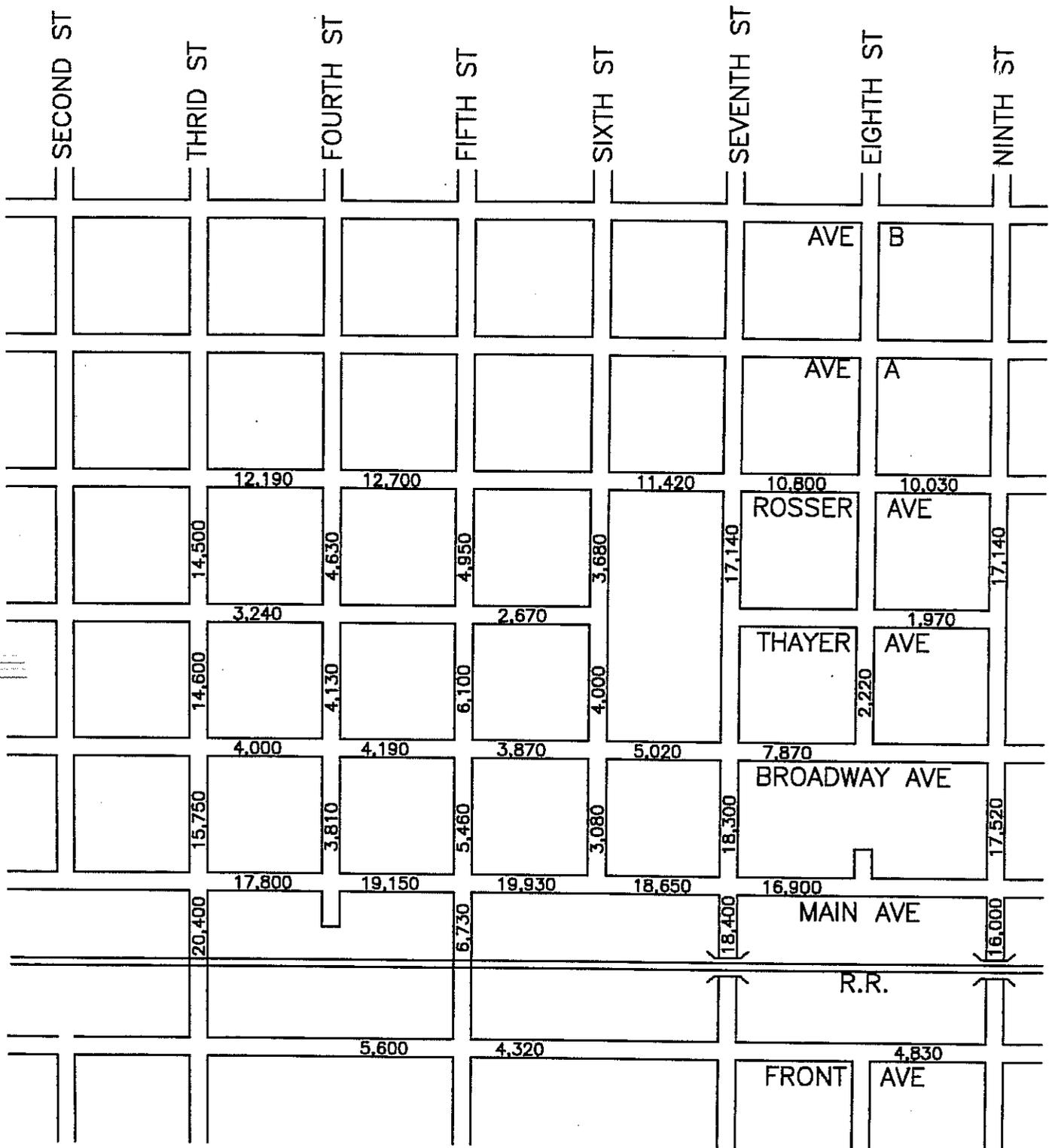
The other skyway that was considered would connect the Civic Center and exhibition Hall to the CBD at Main Avenue. This proposed skyway would cross over Front Avenue and Main Avenue, and the railroad tracks. The cost of this route should be studied and compared to the benefits gained by the users before such a project is undertaken. The purpose of this route would be to utilize civic center parking areas during business hours. This would alleviate some of the pressure on parking in the downtown area during daytime and provide more comfortable access to additional parking for the hotel/civic center traffic.

### **Bikeways**

The current bike route designated along 3rd Street and Rosser Avenue through the CBD area should be relocated to less busy roadways in and around the CBD. All efforts should be taken to maintain continuity of routes. In addition, destinations outside the CBD should be tied into the overall network. The City of Bismarck Planning Department is currently revising the comprehensive overview of the City's bikeways. The detailed design of these routes through the CBD should be compatible with the CBD Plan. In a CBD it is not likely that bikes will share the sidewalks with pedestrians, therefore adequate roadway widths should be provided in the designated areas. This may require route designation signing or a signing and pavement marking combination. Many new design practices are being tried nation-wide in response to increasing bicycle traffic and new federal ISTEA funding which promotes the use of alternate means of transportation. If it is the City's intention to include bicycles into the grand scheme of the CBD then adequate planning should begin now and include secure and safe bicycle parking facilities throughout the CBD.

### **Traffic Forecasts**

Based on a review of the 1989 Bismarck-Mandan Transportation Plan Update and the assumptions made, a 2010 Traffic Volume Map for the Bismarck CBD was established, see Figure 29.



## 2010 TRAFFIC VOLUME MAP (ADT's)

BISMARCK, NORTH DAKOTA  
 CBD COMPREHENSIVE PLAN

FIGURE 29



The most recent socio-economic statistics from the 1990 Surveillance and Monitoring Report for Transportation Planning were used to refine the traffic projections. These refinements were further based on the revised growth rate assumptions. These projected traffic counts allow the City to identify where traffic related deficiencies may occur in the future if no new improvements are undertaken before 2010. Obviously capital improvements will take place in the near future. Projections of future traffic volumes in the CBD, deficiencies can be avoided by making and properly scheduling the necessary improvements.

The recommended steps that must be taken to accommodate the future traffic and parking needs of Bismarck's CBD through the year 2010 have been presented in this section of the report. The implementation of these recommendations will be discussed in the next section.

All of the 2010 capacity deficiencies indicated in the 1989 Bismarck-Mandan Transportation Plan Update for the CBD area will be alleviated if the recommended capacity improvements are implemented as stated in the implementation section of this report. The deficiencies that were identified by the 1989 report if no improvements are made are indicated in Figure 30.



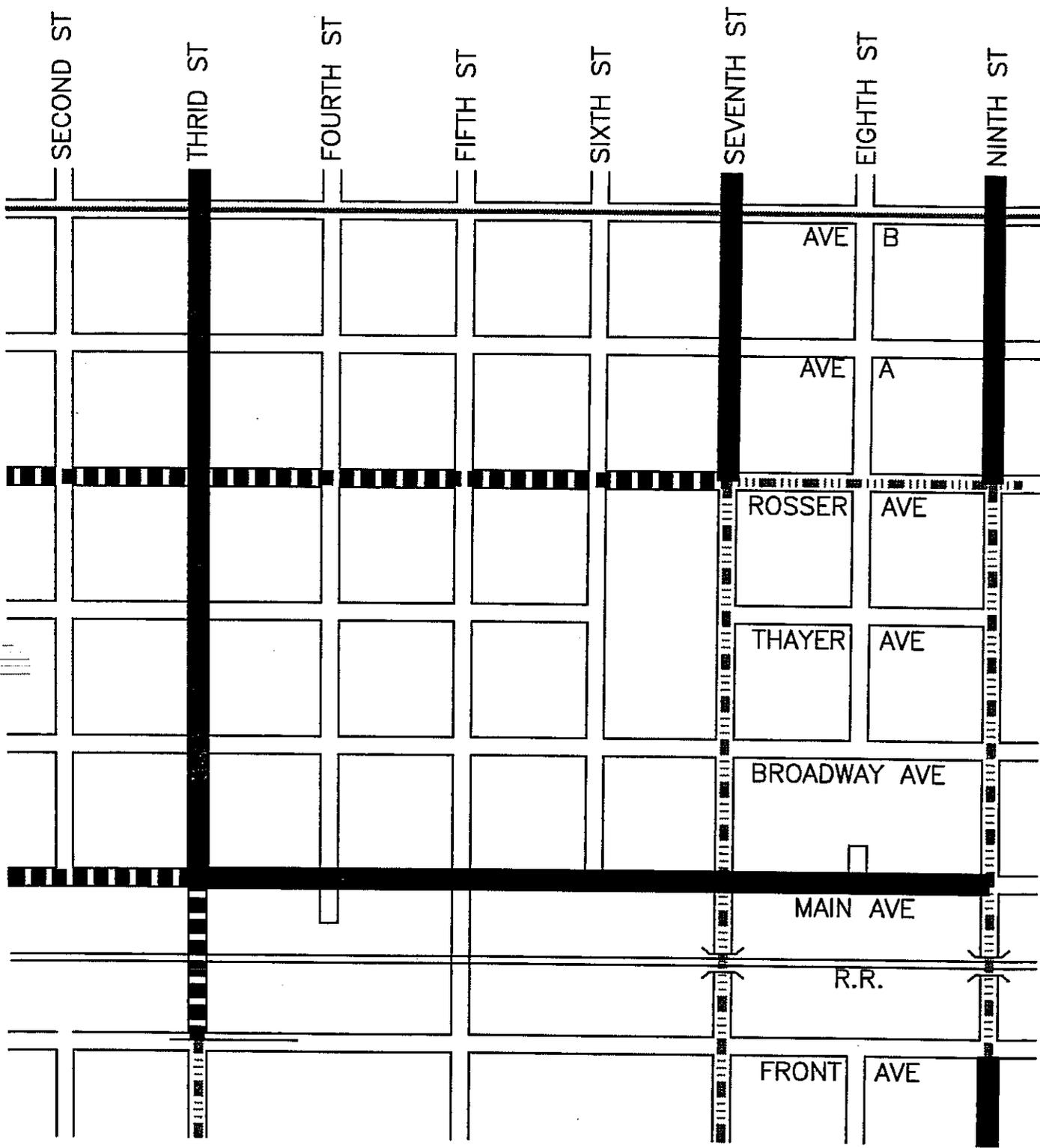
1.25+



0.75-0.99



1.00-1.25



**2010 CAPACITY DEFICIENCIES (NO IMPROVEMENTS)**

BISMARCK, NORTH DAKOTA  
 CBD COMPREHENSIVE PLAN

FIGURE 30



## IMPLEMENTATION



## **IMPLEMENTATION**

The final element of the plan outlines the activities that need to occur to create a wider ownership of and commitment to the implementation of this plan. The downtown plan should be approached as a series of many small projects that when completed will add up to a downtown that maintains the vision proposed by the participants of this study.

This section is organized into four main categories each with short term, mid-term, and long-term work tasks that are recommended to achieve the plan over the next 10 to 15 years. The main categories follow the chapters in this report and are as follows:

**Downtown Redevelopment:** Focuses on strengthening the downtown areas existing assets, coordinating redevelopment objectives with governing agencies and stakeholders, and phasing of the redevelopment projects outlined in the framework plan.

**Transportation and Parking:** This section outlines the steps to implement the transportation and parking recommendations including phasing of street improvements and a parking strategy.

**Design and Appearance:** This section focuses on the tasks recommended to maintain and improve the visual attractiveness of the downtown including establishing regulatory tools, design guidelines, phasing of streetscape improvements, and organizing public art projects.

**Management and Promotion:** This section outlines a strategy for developing and projecting a positive vital atmosphere and kindling community excitement in the downtown through innovative promotions, special events, and improved merchandising.

Figure 31, *Implementation Strategy*, begins to organize and prioritize the tasks facing the downtown by focus area and time frame.

### **Organization**

Currently there are approximately six civic organizations and public bodies involved in the management, promotion and development of downtown Bismarck. Each organization has a staff and annual budget to carry out their mission sometimes

with overlapping efforts. These organizations include:

BIS-MAN Development Association (BMDA)  
Chamber of Commerce  
Downtown Business Association  
Bismarck-Mandan Convention and Visitors Bureau  
Parking Authority  
City of Bismarck's Departments of Administration,  
Planning, Engineering, Public Works, and Parks.

Organizing this diverse group of people to achieve the work tasks, build public/private partnerships, foster ongoing leadership, and provide a unified voice for downtown, will be the key to whether this plan succeeds or fails.

#### **First Step: Advisory Group**

Our recommendation is to establish an "advisory group" that is committed to downtown and whose mission is to administer the proposed work program. This group would be an "umbrella" organization that orchestrates groups with limited involvement in a collaborative effort to implement the downtown plan objectives.

Two approaches could be considered to formulate the advisory group. The first approach would be to appoint an existing core group, such as the Downtown Business Association or BMDA, as the advisory group. The Downtown Business Association represents those with the greatest stake in the success of the plan and represents a logical core around which to build an advisory group. However, sheparding the community through the implementation process is a formidable task and the Association may have to be broadened and financially strengthened to accomplish the objectives.

A second approach would be to form a new committee, similar to the current CBD Plan Advisory Committee, consisting of 10 to 15 representatives of all the pertinent downtown business organizations, City departments, the Parking Authority, Arts organizations, and residents. The Advisory committee may wish to incorporate as a nonprofit corporation representing the official downtown improvement body for the city.

Ideally, a full-time, salaried manager would be hired to be responsible for coordinating the program implementation efforts. This significant effort cannot be expected to be sustained by volunteers.

Figure 31  
Implementation Strategies

	DOWNTOWN REDEVELOPMENT	TRANSPORTATION AND PARKING	DESIGN AND APPEARANCE	MANAGEMENT AND PROMOTION
<b>Short Term 0 - 5 Years</b>	<ol style="list-style-type: none"> <li>1. Prepare Downtown Building and Site Redevelopment Evaluation Study.</li> <li>2. Define potential buildings and sites for redevelopment.</li> <li>3. Coordinate development objectives with governing agencies and pertinent associations.</li> <li>4. Continue to pursue leasing and purchasing Railroad Property for parking facilities.</li> <li>5. Include pedestrian railroad crossing and expand the parking area south of depot and at substation site.</li> <li>6. Develop creative financing strategy for new parking structures at Front Ave. and 7th St.</li> <li>7. Create low interest loan funds for facade improvements and downtown residential development.</li> <li>8. Refine plans and construct plaza at 5th Street and Main Avenue</li> <li>9. Refine plans for parking structures throughout downtown.</li> </ol>	<ol style="list-style-type: none"> <li>1. Main Avenue Reconstruction.</li> <li>2. Develop and Implement Parking Management Strategy.</li> <li>3. Increase capacity on 3rd Street.</li> <li>4. 3rd Street grade separation design.</li> <li>5. Design and Implement Rosser Ave. capacity improvements.</li> <li>6. Improve crosswalk markings at hazardous locations.</li> <li>7. Develop Shuttle/Trolley route and structure.</li> </ol>	<ol style="list-style-type: none"> <li>1. Adopt Downtown Plan as an amendment to the Comprehensive Plan.</li> <li>2. Prepare and adopt Streetscape Design Standards for lighting, trees, paving, signage, parking lot buffers, benches, planters and other elements.</li> <li>3. Prepare and adopt Building Facade renovation guidelines.</li> <li>4. Landscape Standards, and "Build To" requirements for new development.</li> <li>5. Incorporate streetscape improvements into Capital Improvements Program</li> <li>6. Design and implement streetscape improvements with Main Ave reconstruction</li> <li>7. Appoint an Urban Design Committee to evaluate proposed redevelopment for compliance with design objectives.</li> <li>8. Establish a program to finance and promote more public art in the Downtown.</li> <li>9. Refine plans and strategies for financing Streetscape Improvements.</li> </ol>	<ol style="list-style-type: none"> <li>1. Cooperate with mall, medical centers in joint promotions and business hours.</li> <li>2. Establish a local newspaper column on downtown comings and goings.</li> <li>3. Continue to encourage classes at Blismarck State College and elsewhere to help downtown businesses.</li> <li>4. Identify specialty retailers that may want to locate downtown.</li> <li>5. Establish common hours and signage program.</li> <li>6. Identify fine dining restaurants to locate downtown.</li> <li>7. Establish and refine the special events calendar.</li> <li>8. Develop strategies to promote special events.</li> <li>9. Recruit potential sponsors and volunteers.</li> </ol>
<b>Mid Term 5-10 Years</b>	<ol style="list-style-type: none"> <li>1. Work with medical facilities to coordinate downtown redevelopment.</li> <li>2. Recruit housing, hotel, and office development.</li> <li>3. Coordinate Redevelopment efforts with Kirkwood Mall</li> <li>4. Develop plans for parking structure at 7th and Front St. and expansion of the Convention Facilities.</li> <li>5. Refine plans and financing for enhancing Belle Mehus as a performing arts center</li> </ol>	<ol style="list-style-type: none"> <li>1. Revise Chancellor Square.</li> <li>2. 3rd Street grade separation construction.</li> <li>3. Implement Shuttle/Trolley System.</li> <li>4. Study conversion of existing surface ramps in CBD.</li> </ol>	<ol style="list-style-type: none"> <li>1. Implement Streetscape improvements for approach routes on 3rd, 5th, 7th, 4th, and 9th Streets, Rosser and Broadway Ave.</li> <li>2. Coordinate Arts competitions for Gateway designs and other pieces of public art</li> <li>3. Refine Plans for the Front Ave. Parkway</li> <li>4. Formulate a "Tree Blismarck" organization and funding sources</li> </ol>	<ol style="list-style-type: none"> <li>1. Monitor and modify short term actions.</li> <li>2. Study possibility of senior center downtown.</li> <li>3. Recruit identified specialty retailers and restaurant.</li> <li>4. Conduct downtown market study.</li> </ol>
<b>Long Term 10 - 15 Years</b>	<ol style="list-style-type: none"> <li>1. Construct Parking Structure at 7th St. and Front Avenue.</li> <li>2. Implement Belle Mehus Auditorium plans.</li> <li>3. Design and Construct Plaza at Broadway and 6th Street.</li> <li>4. Develop Civic Center Expansion and Hotel</li> <li>5. Incorporate Shuttle in Downtown.</li> </ol>	<ol style="list-style-type: none"> <li>1. Convert existing surface ramp in CBD.</li> <li>2. Study skyway from 3rd and Main Parking ramp to 5th and Broadway ramp.</li> </ol>	<ol style="list-style-type: none"> <li>1. Implement streetscape plans for remaining Downtown streets</li> <li>2. Incorporate Public Art Downtown</li> <li>3. Construct Front Ave. Parkway</li> </ol>	<ol style="list-style-type: none"> <li>1. Monitor and modify short term actions</li> <li>2. Locate downtown senior center</li> <li>3. Centralize and consolidate existing retail activities in the downtown area.</li> </ol>

## **DOWNTOWN REDEVELOPMENT**

The tasks associated with downtown redevelopment focus on inventoring existing downtown assets, coordinating redevelopment efforts with governing agencies and stakeholders, and phasing of the redevelopment projects outlined in the framework plan.

### **Short term redevelopment tasks: 0 to 5 years**

1. Prepare a Downtown Building and Site Inventory and Evaluation Study to determine which buildings present the greatest potential for redevelopment. The study should focus on evaluating buildings for potentially redeveloping the upper floors for residential uses. Other evaluation criteria should include:
  - Architectural, historical, and economic significance
  - Strategic locations in terms of downtown design objectives
  - Role in forming important linkages
  - Which buildings are expendable
  - Physical condition
  - Adaptive potential to meet accessibility requirements
  - Vacancies
  - Housing potential
2. Define potential buildings and sites for redevelopment.
3. Coordinate the downtown plan objectives with governing agencies and pertinent organizations.
4. Continue to pursue leasing and purchasing Railroad Property for parking facilities.
5. Expand the parking area south of the Depot and at substation site and include a pedestrian railroad crossing
6. Formulate a creative public/private partnership financing strategy for parking structures at Front Avenue and 7th Street.
7. Create low interest loan funds for facade improvements and downtown residential development.
8. Refine plans and construct Depot Plaza.
9. Refine plans for parking structures throughout downtown.

**Mid Term Tasks: 5 to 10 years**

1. Work with Medical Facilities to coordinate redevelopment objectives.
2. Recruit housing, hotel, and office development
3. Coordinate redevelopment efforts with Kirkwood Mall
4. Develop plans for a parking structure at 7th St. and Front Avenue and expansion of the convention/ hotel facilities.
5. Refine plans and financing for enhancing Belle Mehus Auditorium as a Performing Arts Center
6. Construct parking ramps.

**Long Term Tasks: 10 to 15 years**

1. Build parking structure at 7th St. and Front Avenue.
2. Implement Plans for Belle Mehus Auditorium.
3. Design and construct the plaza at the northwest corner of Broadway Ave. and 6th Street.
4. Develop Civic Center Expansion and Hotel.
5. Incorporate the shuttle in downtown.

**DESIGN AND APPEARANCE**

This section focuses first of all on the creation and adoption of design guidelines, regulatory tools, and an enforcement agency to insure that future redevelopment efforts follow solid design principles and result in a built environment that reflects the values and expectations of the participants in this study. The second area of focus is the phasing of predominately public improvements within the downtown.

**Short Term Tasks: 0 to 5 years**

1. Adopt the Downtown Plan as an amendment to the Comprehensive Plan.
2. Prepare and adopt Streetscape Design Standards for Lighting, trees, paving, signage, parking lot buffers and street furniture.
3. Prepare and adopt Building Facade renovation guidelines.
4. Modify the City zoning ordinance to incorporate a downtown overlay district with design standards for upgraded architectural, site, and landscape design for new development. Include a "build to" setback requirement for new development.

5. Incorporate streetscape improvements into Capital Improvements Program
6. Design and Implement streetscape improvements with Main Ave. reconstruction.
7. Appoint an urban design committee to evaluate proposed redevelopment for compliance with design objectives.
8. Establish a program to finance and promote more public art downtown.
9. Refine strategies for financing streetscape improvements

#### **Mid Term Tasks: 5 to 10 years**

1. Implement streetscape improvements for approach routes on 3rd, 5th, 7th, and 9th Streets.
2. Coordinate Arts competitions for gateway designs and other public art works.
3. Refine plans for the Front Ave. Parkway
4. Create a "Tree Bismarck" organization and funding source.

#### **Long Term Tasks: 10 to 15 years**

1. Implement streetscape plans for remaining downtown streets
2. Incorporate Public Art Downtown
3. Construct Front Avenue Parkway

### **TRANSPORTATION AND PARKING**

Bismarck's current Capital Improvement Program spans from 1992 to 1996 and any necessary references to this report will be included in the discussion.

#### **Capital Improvements:**

The Bismarck Capital Improvement Program for the period from 1992-1996 indicates the following transportation projects are scheduled for the CBD area:

- W. Main Avenue Construction - 1996
- TSM & Safety Projects - 1995, 1996, 1997
- Traffic Signals Throughout City - 1994, 1995, 1996, 1997, 1998
- 3rd Street Widening - 1997

This information is useful when establishing an implementation plan for the short term period.

**Short Term Action Plan: 0 to 5 years**

1. Main Avenue Reconstruction (Scheduled for 1994 in C.I.P.)

Revising Main Avenue has been planned and budgeted for the 1996 construction year. Based on the need to reconstruct and the need to provide better traffic capacity along the most heavily traveled section of roadway in the downtown area, it is a perfect time to pursue the recommended improvements.

2. Parking Management Strategy
3. 3rd Street Grade Separation Study
4. Re-Mark Rosser Avenue
5. Widen 3rd Street (Main to Rosser)
6. Improve Crosswalk Markings at Hazardous Locations

**Mid-Term Action Plan: 5 to 10 years**

1. Revise Chancellor Square
2. Implement Shuttle System
3. 3rd Street Grade Separation

**Long term Action Plan 10 to 15 years**

1. Convert Existing Surface Lots into Ramps in CBD
2. Consider Skyway from 3rd and Main Parking Ramp to 5th and Broadway Ramp

**PROMOTION**

As the Central Business District for North Dakota's Capital city, downtown Bismarck plays an important role for the local business community, area residents, and visitors. It is important that downtown Bismarck meet the needs of the many diverse groups that visit it daily, as well as make a good impression to those visitors who may only come to Bismarck once a year. There are a number of strategies the City and business community can undertake in order for downtown Bismarck to be a healthy, more vibrant place. This section sets forth the goals, recommendations and strategies to make that happen.

The major goal to improve the promotion and economic development of the downtown area is the following:

*WORK WITH PRIVATE SECTOR TO DEVELOP A PROMOTIONAL PROGRAM THAT WILL ATTRACT LOCAL CUSTOMERS, TOURISTS, AND TENANTS TO DOWNTOWN BISMARCK*

In order to accomplish this goal, the following preliminary recommendations were prepared to demonstrate the strategies and actions needed to create and maintain a vibrant downtown area. This section of the report includes additional recommendations on issues not directly related to the design of the downtown infrastructure or the proper location of land uses. It includes recommendations that capitalize on the improvements suggested elsewhere in this report.

1. The Downtowners should continue to be the marketing and promotion organization that provides programs for the downtown area.
2. Planning and marketing directed at downtown retail activity should be based on consolidating and building on the remaining retail strengths in the areas of specialty retail, food, and activities related to the downtown service sector.
3. Future marketing and promotion programs for Bismarck, including downtown, should include specific efforts directed to the visitor and other non-resident markets not presently fully recognized or developed.
4. Bismarck should develop a strong theme for the City to use in all promotional and marketing programs. The Downtowners should be active in all aspects of the promotional and marketing program.
5. An economic development strategy for Bismarck should include consideration of policies to build on the current strengths in business services, government service, medical services, specialty retail and visitor activities.
6. The growth of downtown economic activity is dependent upon a substantial increase in activity and traffic. The City should consider the following programs and facilities to address this issue.

- A. An extensive and well financed marketing program including festivals, coordinated City-wide sales campaigns, civic events, and concerts. (See attached promotional calendar).
- B. Continued development of the Civic Center serving as a conference center to attract visitors and serve local needs.
- C. Improve the appearance and amenities of the downtown including building improvements, streetscapes, open space, and parking.
- D. Additional development of evening dining and entertainment opportunities including on-sale liquor and wine.
- E. Development of a center to serve senior and teen activities.

### **Recommendations for Action**

The following are a series of recommendations and ideas that Bismarck and its residents might want to consider to draw more people into Bismarck in general, increase activity in the downtown area, and, in doing so, help increase revenues among the various segments of the downtown business community. Many of these suggestions can be quickly implemented with a little staff time and funding. These recommendations are broken down into four groups: (a) Management, (b) Goods and Services, (c) Image, and (d) Special Events.

Some of these activities and techniques have been successful elsewhere and it remains to be seen whether they would work in Bismarck. Others need closer inspection to see if they will be workable. Some will be controversial. Some are "bricks-and-mortar" solutions, others require examination of individual attitudes and actions. They are aimed not only at generating community discussion but discussion that results in action toward a set of commonly perceived goals. Some may seem impractical at the outset, but upon further examination and reworking, might provide the impetus for constructive change.

You will note that many of the suggestions highlight cooperation rather than competition, creativity over conservatism and positive, enthusiastic attitude over a negative one. The suggestions are organized loosely into topic areas but there is also a fair amount of overlap. Many activities described are

already being done in the downtown area, however it is not an exhaustive list of the promotional activities that occur downtown. This section describes some of those activities and encourages their continued support while at the same time suggests other strategies to pursue to make downtown Bismarck a healthy and vibrant place to work, live and shop.

### **Management**

There needs to be one strong organization that provides the focus for the downtown in such areas as marketing and promotion, information about the downtown to businesses, residents and visitors, and the generation of new and creative ways for the downtown to attract business.

This organization must be supported with funds and commitment. The logical structure to provide this leadership is the Downtowners as they have played this role for nearly 90 years in Downtown Bismarck.

### **Short Term Tasks: 0 to 5 years**

1. There should be much greater cooperation between the Kirkwood Mall and the Medical Centers with the downtown merchants in such areas as joint promotions and coordination of business hours.
2. Additional leadership opportunities on the Downtowners Board should continue to be opened up to people who might have different perspectives on the solution of some of the area's problems and new thoughts on taking advantage of some of the area's opportunities.
3. Continue to use a Logo, Slogan and Theme to promote Downtown. Monitor the use of the theme to ensure that it remains fresh and relevant to the downtown community. Continue to use the logo and slogan in all promotional and outreach activities.
4. Take Advantage of the Capitol. Other ideas include special events for capitol workers, festivities for the opening and ending of the legislative session, walking tours of important sites in North Dakota's history and social events for lobbyists, lawyers and members of Trade Associations.

5. Write a Newspaper Column. The Executive Director of the Downtowners should request space in the local daily newspaper to write a weekly column on happenings in downtown Bismarck. The column could focus on that week's special events, downtown personalities and changes occurring downtown. The column should be looked upon as an opportunity to shine a light on the many activities downtown has to offer.

### Goods and Services

Although a regional shopping center, the Kirkwood Mall, is less than 1/2 mile from the heart of downtown, there is ample opportunity for downtown Bismarck to create a retail niche for itself within the Bismarck Trade Area. Focus should be directed at customer service and specialty retail - these are areas that a shopping mall is hard pressed to compete in.

1. Continue to promote a series of business classes on serving the customer better.
2. Continue to encourage Bismarck State College to offer additional seminars on topics that encourage the healthy development of small business.
3. Continue to encourage lending institutions to offer beginning business people constructive help in such areas as preparing business plans, marketing strategies. Area lenders should investigate participating in the Small Business Administration's Preferred Lender Program.
4. Take aggressive steps to target and recruit specialty retailers for the downtown area.
5. Work with retailers and Downtowners to do additional market research to determine opportunities to service the visitor market better. Find out what kinds of visitors come into the area and what sorts of interests they have.
6. The City should encourage compactness of the retail core to the best of its ability. Centralize certain retail activities where practical. Being able to run several errands or patronize several businesses without having to go outdoors is always attractive during North Dakota winters.

7. The downtown area should agree on and post store hours where they are clearly visible. Merchants should bear in mind that two-worker families need to shop over the lunch hour, after work or on Saturdays. Visitor traffic is also heavy on weekends. It will do no good to have a strong marketing effort geared to visitors if the stores are closed for the better part of a weekend.
8. If special activities are planned to draw people downtown with the expectation that they will also spend money, then the merchants must make sure that the activity is one that will complement retail and entertainment sales, that they offer a suitable selection of goods, and that they are open for business at the appropriate times.
9. A farmers market should be considered. This could be included on a temporary basis on the sidewalks in Chancellor Square or in future plaza spaces at the Depot or Bell Mehus Auditorium.

### Image

Many of these suggestions are aimed at getting more people into the downtown area and making downtown the kind of place to which both residents and visitors will be drawn. Enhancements must be made that work toward the development of a more positive image for the downtown area.

1. Immediately develop a coordinated program, perhaps through the City, to improve the appearance of vacant storefronts. The City should make sure that snow removal occurs on the sidewalks in front of vacant buildings.
2. Do not be overeager to tear down other buildings that may be under utilized at this time. It is important to maintain an element of cohesiveness and compactness in the downtown area -- something that is very hard to redevelop once it is gone.
3. Develop agreed upon design guidelines for both new developments and building rehabilitations. Such care will result in a downtown area that is true to its historic traditions and is appealing to residents and visitors alike.
4. Encourage the development of a fine-dining restaurant downtown.

5. Examine the possibility of both a youth and senior center in the downtown area.
6. Look for different ways to increase the cultural strength of downtown Bismarck. This is especially important in attracting visitors to the area. This could include:
  - A. Continue to focus and expand performing arts at the Belle Mehus Auditorium.
  - B. Encourage the use of low-cost gallery space for local artists and craftspeople at Bismarck Arts and Gallery.
  - C. Investigate developing one of the vacant buildings into an antiques mini-mall where dealers from all over the area can display their wares.
7. Improve signage of all kinds. Especially important are signs that clearly show points of interest. To be effective at attracting visitors from I-94, these signs, with a coordinated design theme, should start at the freeway and direct visitors to all possible points of interest. Signs clearly directing people to a proposed Visitor's Information Center should be installed immediately.
8. Provide attractive seating where shoppers can rest: outdoors in the summer, indoors in the winter. Proposed areas would be in Chancellor Square, near Peacock Alley, and near the Courthouse. Indoor areas should be clearly marked on the outside of the building so that people know that a seating area is available.

### **Special Events**

There is ample opportunity to create a festive and event filled downtown for the entire year. Below are suggestions and various themes these festivities may follow.

What follows is a list of activities, promotional events and celebrations that could be undertaken in the downtown area. This list is for discussion purposes to help create ideas for a year-round promotional campaign. Included are activities that are currently promoted downtown or have been in the past.

---

Farmers Market  
Arts/Crafts Shows  
Heritage Fest  
October/Harvest Fest  
Block Parties  
University Activities  
Capital Days  
Hospital Days  
Railroad Days  
Pioneer Days  
Valentines  
Halloween  
Easter  
Christmas  
New Years  
Thanksgiving  
Presidents Day  
Governors Day  
St. Patricks Day  
Ice Cream Festival and Contest  
4th of July  
Labor Day  
Memorial Day  
Outdoor Concerts  
Country Music Fest  
Folk Fest  
Crazy Days  
Winter Carnival  
Ice Sculpture Contests  
Taste of North Dakota  
Great Fire of 1898 Celebration  
Trolley Along 5th  
Sleigh Rides  
3 on 3 Roundball Tournee  
Broomball Tournament  
Minor League Baseball  
New Minor League Ball Park  
Spring Clean Up  
Fall Clean Up  
Theatre on the Streets  
Rodeo/Western Days  
High School Championships  
NDSU v. UND Basketball Games

What follows is one way in which the above mentioned events could be programmed throughout the year:

**JANUARY**

New Years  
Winter Carnival  
Ice Sculpture Contest

**MARCH**

Easter  
Spring Clean-up  
Boys Highschool Basketball  
St. Patricks Day

**MAY**

Minor League Baseball  
Capital Days  
Memorial Day  
Trolley on 5th

**JULY**

Minor League Baseball  
Outdoor Concerts  
4th of July  
Street Fare  
Theatre in the Streets  
Block Party  
Trolley on 5th  
Softball Tournament

**SEPTEMBER**

Trolley on 5th  
Labor Day  
University Welcome  
Farmers Market  
Railroad Days  
Folk Fest  
Softball Tournee

**NOVEMBER**

NDSU v. UND Basketball  
Governors Days  
Girls Basketball  
Thanksgiving

**FEBRUARY**

Valentines  
Broomball Tournament  
Presidents Day

**APRIL**

Trolley on 5th  
Earth Day  
Hospital Days  
Farmers Market

**JUNE**

Minor League Baseball  
Pioneer Days  
Arts/Crafts Show  
Outdoor Concerts  
Ice Cream Contest and Fest  
Trolley on 5th  
Crazy Days

**AUGUST**

Minor League Baseball  
Outdoor Concerts  
Theatre in the Streets  
Country Music Fest  
Great Fire Celebration  
Farmers Market  
3 on 3 Basketball Tournament  
Trolley on 5th  
Heritage Fest  
Rodeo/Western Days

**OCTOBER**

October/Harvest Fest  
Fall Clean-up  
Halloween  
Farmers Market

**DECEMBER**

Sleigh Rides  
Christmas

## **ECONOMIC DEVELOPMENT**

Historically, economic tools used to be a more readily available and accessible source for proposed projects at the municipal level. More and more cities are having to become self-reliant, creative, and diligent about funding the community needs and desires. In the past Bismarck has been able to take advantage of programs such as the Federal Urban Renewal Program and Economic Development Administration Grants. Many Federal programs have suffered severe cutbacks or have been eliminated altogether. The two previously mentioned programs are victims of these changes.

The following is a summary description of current resources that may have application and may help to encourage economic development in the downtown area. A majority of these resources are directly related to economic development in a very literal sense, while, many of the additional resources identified can be applied to economic development in a much broader sense.

### **Local Banks and Savings and Loans**

Neighborhood as well as regional lending institutions are often willing to set up special rehabilitation, construction, and economic development related loan programs. Banks may offer low-interest loans to encourage revitalization of the community. Clearly, the closer the bank is located to the community, the stronger its interest may be.

A number of the current programs existing at local and regional levels includes: Bank of North Dakota Business Development Loan Program, Bank of North Dakota Small Business Loan Program, Bank of North Dakota PACE Fund, Bank of North Dakota Agriculture PACE Fund, Bank of North Dakota Match Program, and the Bank of North Dakota Micro Business Loans and Tourism and Recreation Investment Program.

### **Municipal Sources and Techniques**

Several City of Bismarck revenue sources that may have potential for financing certain improvements, as well as new financial implementation techniques that could be applied in the area are discussed below.

General Purpose Revenues Communities have a number of standard sources of revenue that can be applied to any corporate purpose, such as corridor improvements to benefit the community. The largest of these revenues is normally the general purpose property tax. Others may include state income tax rebates, public utility taxes, retailer occupation tax, plus various fees, fines and other receipts. These can be of key benefit to Downtown Bismarck as development and redevelopment tools.

Municipal Bonds In many cases, communities are not able to generate sufficient revenues locally to finance needed improvements in a given year. It is often necessary to look to long-term borrowing. Many municipalities sell bonds to finance major improvement projects. Bonds allow costs to be spread over a period of years and help ensure that no single group of residents will pay the complete cost for improvements that will be used by others in the future.

General Obligation Bonds General Obligation bonds are secured by the general tax resources of the issuing municipality, with an unconditional pledge by the unit of government to repay the obligation. The municipality agrees to take such steps as may be necessary to raise money for debt service, that in normal practice means levying additional property taxes.

Revenue Bonds Revenue Bonds are obligations payable from revenues derived from tolls, charges, user fees, or rents paid by those who use the particular services or facilities. Rates or charges are imposed upon the user in order to recover the costs of financing construction. Interest costs and marketability will vary widely.

Special Assessment Bonds Special Assessment Bonds are issued to finance improvements that are to be paid for by special assessments against benefitted properties. Bond obligations are payable only from the special assessment receipts and are not backed by the municipality, and usually carry higher interest rates.

Special Service Area Financing This is a taxing mechanism that can be used by municipalities to finance special services, facilities, or improvements for certain geographic parts of jurisdictions. The technique involves the levying of a tax on only a particular area within a municipality (the special service area)

so that improvements and/or services can be provided.

Special service area financing bonds differ significantly from special assessment financing. In special service areas, all real estate is taxed at the same rate. The rate is based upon the equalized assessed value as are other local property taxes. In special assessment financing, each property is assessed a payment based on expected benefits to each property owner. Determining the amount of benefit can be lengthy, complicated, and an expensive procedure.

The advantage of using special service areas as opposed to special assessment financing are:

- It is quicker, easier, and less expensive to establish.
- The bonds are marketable at lower interest rates.
- The tax payment is deductible for federal income tax purposes.

The major disadvantage is that the special service area bond indebtedness is included in the maximum allowable municipal debt, unlike special assessments.

*Economic Development Bonds (IRB's)* Economic development revenue bonds, also known as Industrial Revenue Bonds, may be authorized by local governments to induce the lending of private funds to construct, expand, or equip buildings for use by private concerns. Payments made by such companies to retire the bonds are typically less than what would be needed to repay a conventional loan in that the interest on the bonds is exempt from state and federal securities registration laws.

*Tax Increment Finance Bonds (TIF)* Tax Increment Financing (TIF) is a technique, or procedure, that permits cities to finance public front end capital costs in a redevelopment project by pledging the anticipated increase in tax revenues resulting from the new development in that project. Here is a hypothetical case:

A blighted area in a community is paying \$100,000 per year in property taxes. The community, after determining that it must invest \$2,000,000 in public funds to revitalize the area, sells tax increment bonds to obtain the necessary working capital. The community invests the \$2,000,000 in land acquisition, demolition, and public improvements. The area is redeveloped and now pays \$400,000 per year in property taxes, generating an increase, or increment of \$300,000. The annual increment of \$300,000 provides monies that may be used to pay off the tax

increment bonds; if the annual debt retirement obligation is no more than \$300,000, then there is sufficient increment to cover the issues.

The City of Bismarck has established two TIF Districts in the downtown area. These boundaries are delineated on Figure 32. Additional programs which exist at the municipal level include, but are not limited to the Job Training Program, the Community Venture Capital Funds, the North Dakota Future Fund, and the Community Development Revolving Loan Fund.

### **Federal Programs**

A number of federal funding programs are still in existence upon which cities may draw upon for local projects. These include the following:

*Community Development Block Grants (CDBG)* The objective of this program is to develop viable urban communities by providing decent affordable housing and a suitable living environment, and expand economic opportunities for low and moderate income persons.

Communities may undertake a wide range of activities directed toward community and neighborhood revitalization, economic development, the provision of improved community facilities and services, eliminating conditions of slum and blight, and eliminating health hazards. Some of the specific activities that can be carried out with CDBG funds include (a) acquisition of real property, (b) relocation and demolition, (c) rehabilitation of residential and non-residential structures, and provision of public facilities and improvements.

Units of local government may contract with other local agencies, non-profit organizations or special districts having proper authority to carry out part or all of their programs. Communities may provide assistance to profit motivated businesses, when appropriate, to carry out economic development activities. Projects must either benefit low and moderate income persons, aid in the prevention or elimination of slum and blight, or meet other needs of a particular urgency because the existing conditions pose a serious and immediate threat to human health or welfare.



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SBA 7(a) Guarantee and SBA 504 Programs North Dakota is part of a larger five state region which draws as needed from this resource. The maximum loan guarantee for either program is \$750,000. These programs provide an excellent mechanism to be used in gap financing.

HOME Program Funds available through this program may be used to provide incentives to develop, and support affordable rental housing and home ownership ability through acquisition, new construction, reconstruction, or moderate or substantial rehabilitation of affordable housing. This includes real property acquisition, site improvement, conversion, demolition, and other expenses, such as financial costs, relocation expenses of any displaced persons, families, businesses, or organizations, and to provide tenant-based rental assistance.

Homeownership and Opportunity for People Everywhere (HOPE) Programs This group of fairly new programs are designed to encourage home ownership opportunities for low-income people. Within the HOPE Program, there are three distinct components each with separate goals. The first is HOPE 1 which is intended for public and Indian housing home ownership programs, the second is HOPE 2, which is designed for home ownership of multifamily units, and finally HOPE 3 which is designed for home ownership opportunities of single family homes.

State Water Pollution Control Revolving Loan Fund (SRF) This program is an EPA capitalized program administered by the State. Allowable types of projects include those defined in the Clean Water Act including site preparation; construction costs; engineering costs; costs of equipment or machinery; bond insurance costs; and certain fees and contingency costs. Below-market rate financing is available to eligible applicants for upgrading and constructing wastewater facilities and collection systems. Eligible applicants include any statutory city, county, sanitary district, any Indian tribe or tribal organization, or other governmental subdivision having responsibility for wastewater treatment.

Land and Water Conservation Fund (LAWCON) This program is designed to assist communities in acquiring and developing land and open space for recreational facilities. Eligible applicants include cities, counties, townships and tribal governments. The Outdoor Recreation Program is funded through the National

Parks Service and administered by the State.

Section 9 Federal Transit Grant Funds for this program come from the Federal Transit Administration and are distributed directly to metropolitan areas. The funds are intended for public transit uses. This includes operating expenditures and capital expenditures. When being utilized for operating costs a match of 50/50 ( 50% Federal and 50% local) is required. If used for capital expenditures, which includes items such as busses and other types of related equipment, a match of 80/20 is required.

Federal Urban Highway Improvement Funds Some projects, assuming they meet the eligibility criteria, qualify to receive Federal Urban Highway Improvement Funds. These funds come from the Federal Government to the State Department of Transportation, and are then made available to qualifying municipalities for specific projects. A match requirement with a ratio of 80/20 (generally) is in place for the Federal Urban Highway Improvement Funds. Various types of street improvements are among those types of projects considered to be eligible.

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) ISTEA is a new program as of 1991, which provides funds to eligible projects that are part of the national highway system. It encourages states and cities to incorporate alternative modes of transportation and community enhancement considerations into transportation planning and projects. Eligible types of projects include transit, surface transportation, bikeways and trails, highway safety, motor carrier, research, intermodal transportation, air transportation, and extension of taxes/trust funds.

Rural Economic Development Loan Program The Rural Electrification Administration (REA) is the Federal agency with administration responsibilities for the Rural Economic Development Loan Program. The Capital Electric Cooperative, which operates in the Bismarck area functions as the vehicle to which requests are made, and they in turn submit the application to the REA. Assuming an application is successful the Capital Electric Cooperative then loans funds to the requesting entity. The program is geared toward rural development/job creation. If infrastructure is shown to be a direct linkage or is an integral part of an economic development undertaking, it too can be considered for eligibility. In most cases there is a maximum of \$400,000 per project. Most loans are made at zero interest with a

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two year deferment. The term of the loan is usually for a period of ten years. Due to the two year deferment, the loan is then repaid in equal parts over the remaining eight years. Depending on the risk factor involved, loan guarantees are sometimes required. Normally the Rural Economic Development Loan Program can not be the sole source of funding for a project.

The programs, resources and techniques discussed within the *Economic Development Tools* section are representative of the types of mechanisms and financing tools available for a variety of projects. This list is intended to highlight sources which are most applicable to the issues developed as a part of this overall report. It is not intended to be an all inclusive compilation of every program available, and is also is not intended to prescribe a particular funding package for prospective projects. Also, it should not rule out other options which may exist. Due to the changing nature of programs, eligibility factors, and existence of loan and grant programs, each potential project should be researched thoroughly in order to fully consider the specifics of the project in relationship to possible funding sources. This discussion of resource options focuses on the more frequently utilized broad based economic development programs as well as programs which apply to the specific issues identified as a result of this planning process.

Tables 5 and 6 provides a visual representation of the narrative discussion. These tables represent different ways in which funding sources may be used and combined in relationship to the alternative projects. This should not be interpreted as a prescribed funding package, but rather is designed to exemplify different ways in which different resources may be used. Variables such as the scope and nature of each individual project, eligibility and requirement factors of each resource, key participants such as whether the project sponsor is public or private based, and the varying nature of many of the available resources all must be taken into consideration.

Table 5.  
LOCAL/STATE PROGRAMS

PROJECTS	IRB'S	TIF	G.P. REV	MUNICIPAL BONDS	G.O. BONDS	S.A. BONDS	ND BUSINESS DVLPT LOAN	ND BUSINESS BUSINESS LOAN	ND SMALL BUSINESS LOAN	ND PACE FUND	BANK OF ND TRIP FUND	BANK OF ND MATCH
<b>I. PUBLIC IMPROVEMENTS</b>												
A. Parks & Recreation/Trails		*	*	*	*	*					*	
B. Streetscape Improvements		*	*	*	*	*						
C. Pedestrian Skyways		*	*	*	*	*						
D. Shuttle System		*	*	*	*	*						
E. Convention Center Expansion		*	*	*	*	*						
F. Parking Structures		*	*	*	*	*						
G. Roadway Improvements		*										
<b>II. DEVELOPMENT PROJECTS</b>												
A. Office/Retail	*						*	*	*	*	*	
B. Residential			*	*	*	*						
C. Convention		*	*	*	*	*						
D. Government			*	*	*	*						
E. Parking			*	*	*	*						
F. Hotel/Performing Arts	*	*					*					
G. Senior Housing	*						*					
H. Medical Facilities Expansion	*	*					*					



## APPENDICES



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## MARKET STUDY

### INTRODUCTION

This chapter focuses on various growth trends in the Bismarck Metropolitan Statistical Area (MSA). We analyzed demographic data for the MSA (which consists of Burleigh and Morton Counties) that was provided by the City of Bismarck. We also assessed the health and future needs of the office, retail, residential, and hospitality markets in both Bismarck and Mandan by interviewing real estate agents, leasing agents, hotel and motel managers, and other community members.

### DEMOGRAPHIC ANALYSIS

#### Population and Households

Table A summarizes population and household growth in the Bismarck MSA between 1970 and 1990, and provides forecasts for population and household growth trends until 2010. We gathered historical data from the U.S. Census and projected figures for Burleigh and Morton Counties; projections for Bismarck were done by the Bismarck-Burleigh County Planning Department.

The Bismarck MSA grew rapidly as a regional center during the 1970's as a result of the oil boom in the northwestern corner of North Dakota: Between 1970 and 1980, the population of Bismarck increased from 34,490 to 44,485 persons (growth of 9,995 persons, or 29.9 percent) and the number of households in the city grew from 10,617 to 16,424 (growth of over 5,800 households, or 54.7 percent). However, the strongest growth in the MSA occurred in the non-urban area of Burleigh County (outside of Bismarck) and in Mandan (which is located in Morton County). Bismarck represented 56.5 percent of the MSA's population and 59.0 percent of the MSA's households in 1970, compared to 55.6 and 58.8 percent (respectively) in 1980.

The Bismarck MSA grew at a much slower pace during the 1980's, as the oil boom subsided. Between 1980 and 1990, the population of Bismarck increased from 44,485 to 49,256 persons (growth of 4,771 persons, or 10.7 percent) and the number of households in the city grew from 16,424 to 19,315 (growth of 2,891 households, or 17.6 percent). These figures represent only a fraction of the growth experienced by Bismarck during the prior decade. While the non-urban area of Burleigh County grew slightly during the 1980's, the remainder of the MSA (including Mandan and Morton County) actually began to decline. By 1990,

TABLE A  
STUDY AREA POPULATION AND HOUSEHOLD GROWTH  
1980 - 2010

	U.S. Census		Forecast		Change								
	1970	1980	1990	2010	1970 - 1980	1980 - 1990	1990 - 2000	2000 - 2010	No.	Pct.	No.	Pct.	
Population													
Bismarck	34,490	44,485	49,256	70,070	9,995	4,771	11,816	9,000	4,000	11.3	20.3	24.0	14.7
Remainder of County	6,224	10,326	10,875	12,000	4,102	549	625	500	300	6.4	5.7	5.2	4.3
Burleigh County	40,714	54,811	60,131	82,070	14,097	5,320	12,439	9,500	4,300	34.6	20.7	20.7	13.1
Mandan	11,249	15,513	15,177	15,100	4,264	-336	-177	100	100	37.9	-2.2	-1.2	0.7
Remainder of County	9,061	9,664	8,523	7,800	603	-1,141	-523	-200	-200	6.7	-11.8	-6.1	-2.5
Morton County	20,310	25,177	23,700	22,900	4,867	-1,477	-700	-100	-100	24.0	-5.9	-3.0	-0.4
Bismarck MSA	61,024	79,988	83,831	104,970	18,964	3,843	11,739	9,400	9,400	31.1	4.8	14.0	9.8
Households													
Bismarck	10,617	16,424	19,315	28,500	5,807	2,891	5,185	4,000	4,000	54.7	17.6	26.8	16.3
Remainder of County	1,552	2,996	3,369	4,000	1,444	373	331	300	300	93.0	12.4	9.8	8.1
Burleigh County	12,169	19,420	22,684	32,500	7,251	3,264	5,516	4,300	4,300	59.6	16.8	24.3	15.2
Mandan	3,289	5,359	5,608	5,800	2,070	249	92	100	100	62.9	4.6	1.6	1.8
Remainder of County	2,552	3,170	3,069	3,020	618	-101	-69	20	20	24.2	-3.2	-2.2	0.7
Morton County	5,841	8,529	8,677	8,820	2,688	148	23	120	120	46.0	1.7	0.3	1.4
Bismarck MSA	18,010	27,949	31,361	41,320	9,939	3,412	5,539	4,420	4,420	55.2	12.2	17.7	12.0

Note: Forecasts for Bismarck done by Bismarck-Burleigh County Planning Department. All others by Maxfield Research Group, Inc.

Sources: Bureau of the Census: U.S. Census of Population and Housing, 1980 and 1990.  
Bismarck-Burleigh County Planning Department  
Maxfield Research Group, Inc.

Bismarck represented 58.8 percent of the MSA's population and 61.6 percent of the MSA's households.

The local economy is becoming less dependent on oil markets, which should support faster growth during the 1990's and into the next century. While growth will probably not approach that of the 1970's, it should be better than during the 1980's. We expect that the Bismarck MSA will gain over 11,700 persons and almost 5,540 households between 1990 and 2000, and another 9,400 persons and 4,420 households between 2000 and 2010. Bismarck should continue to grow faster than the remainder of the MSA, as was the case during the 1980's. Mandan should experience minimal growth over the next twenty years, but the non-urban areas of Burleigh and Morton Counties will probably continue to decline.

#### Population By Age Group

Table B shows that the population of the Bismarck MSA is aging. While the total population of the MSA increased from 79,988 persons in 1980 to 83,831 persons in 1990, the number of children and young adults (persons under age 25) declined by nearly 4,800 (13.1 percent) during the same decade. This compares to strong increases in all other age categories during the 1980's, including baby boomers (the number of persons between the ages of 25 and 44 grew by almost 4,600, or 19.9 percent), empty nesters (the number of persons between the ages of 45 and 64 grew by over 1,700, or 13.1 percent), and seniors (the number of persons age 65 and over grew by almost 2,300, or 31.3 percent). As a percentage of the total population in 1980, 45.5 percent of the persons in the MSA were children and young adults, 28.8 percent were baby boomers, 16.6 percent were empty nesters, and 9.1 percent were seniors. This compares with figures of 37.7 percent (children and young adults), 32.9 percent (baby boomers), 17.9 percent (empty nesters), and 11.5 percent (seniors) in 1990.

Bismarck's population is also aging. The number of children and young adults in the city fell by nearly 1,950 (9.7 percent) between 1980 and 1990, despite strong overall population growth of 10.7 percent (4,771 persons) during the same period. This compares to strong increases in all other age categories, including baby boomers (about 3,660 persons, or 27.8 percent), empty nesters (just over 1,370 persons, or 18.6 percent), and seniors (just over 1,680 persons, or 42.7 percent).

TABLE B  
STUDY AREA POPULATION BY AGE GROUP  
1980 & 1990

	Total Population		Children Age 17 & under		Young Adults Age 18 to 24		Baby Boomers Age 25 to 44		Empty Nesters Age 45 to 64		Seniors Age 65 & over	
	1980	1990	1980	1990	1980	1990	1980	1990	1980	1990	1980	1990
Number	44,485	49,256	12,905	13,298	7,118	4,782	13,154	16,813	7,368	8,742	3,940	5,621
Bismarck	<u>10,326</u>	<u>10,875</u>	<u>3,478</u>	<u>3,446</u>	<u>1,460</u>	<u>1,164</u>	<u>3,222</u>	<u>3,598</u>	<u>1,507</u>	<u>1,877</u>	<u>659</u>	<u>790</u>
Remainder of County	54,811	60,131	16,383	16,744	8,578	5,946	16,376	20,411	8,875	10,619	4,599	6,411
Burleigh County	15,513	15,177	5,086	4,629	2,213	1,283	4,360	4,910	2,485	2,569	1,369	1,786
Mandan	<u>9,664</u>	<u>8,523</u>	<u>3,189</u>	<u>2,532</u>	<u>946</u>	<u>501</u>	<u>2,261</u>	<u>2,247</u>	<u>1,921</u>	<u>1,835</u>	<u>1,347</u>	<u>1,408</u>
Remainder of County	25,177	23,700	8,275	7,161	3,159	1,784	6,621	7,157	4,406	4,404	2,716	3,194
Morton County	79,988	83,831	24,658	23,905	11,737	7,730	22,997	27,568	13,281	15,023	7,315	9,605
Bismarck MSA	100.0	100.0	29.0	27.0	16.0	9.7	29.6	34.1	16.6	17.7	8.9	11.4
Bismarck	<u>100.0</u>	<u>100.0</u>	<u>33.7</u>	<u>31.7</u>	<u>14.1</u>	<u>10.7</u>	<u>31.2</u>	<u>33.1</u>	<u>14.6</u>	<u>17.3</u>	<u>6.4</u>	<u>7.3</u>
Remainder of County	100.0	100.0	29.9	27.8	15.7	9.9	29.9	33.9	16.2	17.7	8.4	10.7
Burleigh County	100.0	100.0	32.8	30.5	14.3	8.5	28.1	32.4	16.0	16.9	8.8	11.8
Mandan	<u>100.0</u>	<u>100.0</u>	<u>33.0</u>	<u>29.7</u>	<u>9.8</u>	<u>5.9</u>	<u>23.4</u>	<u>26.4</u>	<u>19.9</u>	<u>21.5</u>	<u>13.9</u>	<u>16.5</u>
Remainder of County	100.0	100.0	32.9	30.2	12.5	7.5	26.3	30.2	17.5	18.6	10.8	13.5
Morton County	100.0	100.0	30.8	28.5	14.7	9.2	28.8	32.9	16.6	17.9	9.1	11.5
Bismarck MSA	100.0	100.0	30.8	28.5	14.7	9.2	28.8	32.9	16.6	17.9	9.1	11.5

Note: Percentages may not add to 100.0 due to rounding.

Sources: Bureau of the Census: U.S. Census of Population and Housing, 1980 and 1990.  
Maxfield Research Group, Inc.

As a percentage of the total population in 1980, 45.0 percent of the persons in Bismarck were children and young adults, 29.6 percent were baby boomers, 16.6 percent were empty nesters, and 8.9 percent were seniors; the same figures were 36.7 percent (children and young adults), 34.1 percent (baby boomers), 17.7 percent (empty nesters), and 11.4 percent (seniors) in 1990. Bismarck has a greater proportion of baby boomers than the Bismarck MSA, but a smaller proportion of allother age groups. This is because baby boomers are likely to hold jobs and demand new housing -- both of which are located primarily in Bismarck.

#### Households By Type

Table C summarizes the number of family and non-family households in the study area in 1980 and 1990 in four household type categories. The total number of households in the Bismarck MSA grew by 12.2 percent (3,412 households) during the 1980's. As a percentage of the total, the number of non-family households increased relative to family households between 1980 and 1990: The number of single-person households (i.e., young singles and widowed seniors) and "other nonfamily" households (i.e., roommates) increased by 23.7 percent, while the number of married couples (with and without children) and "other family" households (which includes single-parent families) increased by only 8.0 percent. Bismarck experienced more rapid household growth than the MSA as a whole, with nonfamily households growing more quickly than family households.

TABLE C  
STUDY AREA HOUSEHOLD TYPE  
1980 and 1990

Number	Total Households		Living Alone		Non-Family Other (Roommate)		Married Couples		Family Other	
	1980	1990	1980	1990	1980	1990	1980	1990	1980	1990
Bismarck	16,424	19,315	3,958	5,321	1,032	1,024	9,812	10,762	1,622	2,208
Remainder of County	<u>2,996</u>	<u>3,369</u>	<u>367</u>	<u>442</u>	<u>83</u>	<u>88</u>	<u>2,328</u>	<u>2,562</u>	<u>218</u>	<u>277</u>
Burleigh County	19,420	22,684	4,325	5,763	1,115	1,112	12,140	13,324	1,840	2,485
Mandan	5,359	5,608	1,120	1,326	208	226	3,540	3,367	491	689
Remainder of County	<u>3,170</u>	<u>3,069</u>	<u>611</u>	<u>723</u>	<u>43</u>	<u>33</u>	<u>2,296</u>	<u>2,112</u>	<u>220</u>	<u>201</u>
Morton County	8,529	8,677	1,731	2,049	251	259	5,836	5,479	711	890
Bismarck MSA	27,949	31,361	6,056	7,812	1,366	1,371	17,976	18,803	2,551	3,375
Percent	100.0	100.0	24.1	27.5	6.3	5.3	59.7	55.7	9.9	11.4
Bismarck	<u>100.0</u>	<u>100.0</u>	<u>12.2</u>	<u>13.1</u>	<u>2.8</u>	<u>2.6</u>	<u>77.7</u>	<u>76.0</u>	<u>7.3</u>	<u>8.2</u>
Remainder of County	100.0	100.0	22.3	25.4	5.7	4.9	62.5	58.7	9.5	11.0
Burleigh County	100.0	100.0	20.9	23.6	3.9	4.0	66.1	60.0	9.2	12.3
Mandan	<u>100.0</u>	<u>100.0</u>	<u>19.3</u>	<u>23.6</u>	<u>1.4</u>	<u>1.1</u>	<u>72.4</u>	<u>68.8</u>	<u>6.9</u>	<u>6.5</u>
Remainder of County	100.0	100.0	20.3	23.6	2.9	3.0	68.4	63.1	8.3	10.3
Morton County	100.0	100.0	21.7	24.9	4.9	4.4	64.3	60.0	9.1	10.8
Bismarck MSA	100.0	100.0	21.7	24.9	4.9	4.4	64.3	60.0	9.1	10.8

Note: Percentages may not add to 100.0 due to rounding.

Sources: Bureau of the Census: U.S. Census of Population and Housing, 1980 and 1990.  
Maxfield Research Group, Inc.

Employment

Table D summarizes employment growth in the Bismarck MSA during the 1980's. In 1980, the work force consisted of just over 38,600 persons; 36,292 were employed, for an unemployment rate of 6.0 percent. The work force grew by 22.2 percent (8,571 persons) between 1980 and 1990, while employment increased by 24.9 percent (9,054 persons) during the same period. In 1990, the work force consisted of about 47,180 persons; 45,346 were employed, which resulted in a substantially lower unemployment rate of just 3.9 percent in 1990.

**Table D**  
**Labor Force Employment (1980-1990)**

	<u>1982</u>	<u>1984</u>	<u>1986</u>	<u>1988</u>	<u>1990</u>
Civilian Labor Force	38,610	42,540	45,122	46,711	47,179
Employment	36,200	39,740	42,014	44,468	45,346
Unemployment	2,410	2,800	3,108	2,243	1,833
Unemployment Rate	6.2%	6.6%	6.9%	4.8%	3.9%

The figures in Table E represent covered employment (or the number of jobs) in the Bismarck MSA, regardless of where the worker lives (unlike the figures in Table D, which are tabulated by place of residence). In 1980, the largest industry in the MSA was trade (27.8 percent of all jobs); mining and construction jobs (both are in oil-related fields) comprised 9.0 percent of the total. Covered employment in the MSA grew from 33,124 in 1980 to 38,266 in 1990 (growth of 5,142 jobs, or 15.5 percent). Major increases occurred in the services and trade sectors (growth of 55.5 and 12.0 percent, respectively), which were also the fastest growing sectors in the national economy. The number of jobs in mining and construction declined by over 1,000 (a loss of 34.5 percent) between 1980 and 1990; finance, insurance, and real estate fell by 10.3 percent during the same period, and accounted for only 3.6 percent of all local jobs in 1990.

TABLE E  
STUDY AREA COVERED EMPLOYMENT  
1980 - 1990

	1980		1990		Change 1980-1990	
	No.	Pct.	No.	Pct.	No.	Pct.
<b>Burleigh County</b>						
Agriculture	114	0.4	135	0.4	21	18.4
Mining and Construction	2,197	8.6	1,360	4.4	-837	-38.1
Manufacturing	1,353	5.3	1,417	4.5	64	4.7
T.C.U.*	1,981	7.7	2,129	6.8	148	7.5
Trade	6,861	26.7	8,410	27.0	1,549	22.6
F.I.R.E.**	1,275	5.0	1,126	3.6	-149	-11.7
Services	6,013	23.4	9,694	31.1	3,681	61.2
Government	<u>5,875</u>	<u>22.9</u>	<u>6,917</u>	<u>22.2</u>	<u>1,042</u>	<u>17.7</u>
Subtotal	25,669	100.0	31,188	100.0	5,519	21.5
<b>Morton County</b>						
Agriculture	57	0.8	50	0.7	-7	-12.3
Mining and Construction	795	10.7	600	8.5	-195	-24.5
Manufacturing	725	9.7	803	11.3	78	10.8
T.C.U.*	496	6.7	436	6.2	-60	-12.1
Trade	2,349	31.5	1,904	26.9	-445	-18.9
F.I.R.E.**	244	3.3	237	3.3	-7	-2.9
Services	1,340	18.0	1,740	24.6	400	29.9
Government	<u>1,449</u>	<u>19.4</u>	<u>1,308</u>	<u>18.5</u>	<u>-141</u>	<u>-9.7</u>
Subtotal	7,455	100.0	7,078	100.0	-377	-5.1
<b>Bismarck MSA</b>						
Agriculture	171	0.5	185	0.5	14	8.2
Mining and Construction	2,992	9.0	1,960	5.1	-1,032	-34.5
Manufacturing	2,078	6.3	2,220	5.8	142	6.8
T.C.U.*	2,477	7.5	2,565	6.7	88	3.6
Trade	9,210	27.8	10,314	27.0	1,104	12.0
F.I.R.E.**	1,519	4.6	1,363	3.6	-156	-10.3
Services	7,353	22.2	11,434	29.9	4,081	55.5
Government	<u>7,324</u>	<u>22.1</u>	<u>8,225</u>	<u>21.5</u>	<u>901</u>	<u>12.3</u>
<b>Total</b>	<b>33,124</b>	<b>100.0</b>	<b>38,266</b>	<b>100.0</b>	<b>5,142</b>	<b>15.5</b>

\* Transportation, Communication, and Utilities.

\*\* Finance, Insurance, and Real Estate.

Sources: North Dakota Job Service  
Maxfield Research Group, Inc.

### Demographic Summary

The Bismarck MSA experienced rapid growth during the 1970's, as it developed into a regional center supported by the oil boom in northwestern North Dakota. Bismarck gained roughly 10,000 persons and over 5,800 households during the 1970's. Between 1980 and 1990, when the oil boom subsided, growth in Bismarck slowed by about 50 percent. Many young adults left Bismarck during the 1980's, while the remainder of the population aged in place. The city now has a greater proportion of baby boomers than the MSA; in addition, the number of non-family households is increasing relative to family households. The local economy is becoming more diverse -- and therefore less dependent on the oil economy -- which should support faster job growth during the 1990's and into the next century. While overall growth will probably not approach that of the 1970's, it should be better than during the 1980's.

## OFFICE MARKET ASSESSMENT

### Market Summary

The Bismarck MSA grew rapidly as a regional center during the 1970's as a result of the oil boom in northwestern North Dakota. Many oil-related companies established regional offices in Bismarck, and demand for new office space increased as the oil boom progressed. Several of the people we spoke with said that vacancy rates in new office buildings at the time were fairly low (under ten percent). According to our research, approximately 400,000 square feet of multi-user office space was built in Bismarck between 1969 and 1983. This represents about half of the city's current supply of multi-user office space.

The oil boom in northwestern North Dakota subsided during the 1980's, and construction of new office space in the Bismarck MSA dropped considerably: Only 60,000 square feet of multi-user office space was built in Bismarck between 1984 and 1990. There were two reasons for the decline. First, the number of jobs in the finance, insurance, and real estate (FIRE) industry fell by 10.3 percent between 1980 and 1990. FIRE jobs are traditionally strong generators of demand for new office space. Second, although the service and trade sectors of the local economy expanded and absorbed some of the new office space vacated by oil-related companies, many of these professional firms (lawyers, architects, etc.) demanded renovated office space because of its character (and tax laws at the time encouraged redevelopment). Many of the people we spoke with said that vacancy rates in new office buildings rose above 15 percent

during the last half of the 1980's. According to our research, about 83,000 square feet of multi-user office space was renovated between 1984 and 1990.

We inventoried 58 government, single-user, and multi-user office buildings in the Bismarck area with a total of 1,862,853 square feet of usable office space (excludes common areas such as lobbies or elevators): 24 are in Downtown Bismarck (638,344 square feet), 25 are in the remainder of Bismarck (1,106,209 square feet), and 9 are in Mandan (118,300 square feet). The two largest multi-user office buildings in Downtown Bismarck are the Dakota Northwestern Building (93,911 square feet) and the Provident Building (55,000 square feet); the Dacotah Foundation Building, which is located just west of Kirkwood Mall, is the second largest building in Bismarck (71,500 square feet). Table F summarizes all of the data we gathered on the office market in the Bismarck area. We inventoried virtually every building in Bismarck and Mandan with more than 10,000 square feet of usable office space (we could not speak with the contact person for the Manhattan Life Building). Although there are a number of buildings in the Bismarck area with less than 10,000 square feet of usable office space (most are located in Downtown Bismarck and in Mandan), we inventoried only ten of them.

According to our research, there is approximately 638,350 square feet of office space in Downtown Bismarck. This figure is probably understated by about 10 percent, given the supply of smaller, older office buildings in the Central Business District.

About two-thirds of the total (432,711 square feet) is multi-user office space, 22.2 percent (141,600 square feet) is government office space, and 10.0 percent (64,033 square feet) is single-user office space. We did not find any vacant government or single-user office space in the CBD. The vacancy rate among the multi-user office buildings we examined is 12.7 percent. The actual vacancy rate is probably two or three percent higher, since most of the vacancies in the CBD are in smaller, older office buildings. However, most of the office space that is available in Downtown Bismarck is undesirable for businesses because it is too small (under 1,000 square feet of contiguous space), too expensive to renovate (especially in older buildings), or inconvenient (on upper floors of buildings with no elevators, or in basements). According to the people we spoke with, gross rents average about \$10.00 per square foot in the CBD, and few buildings are offering concessions to attract tenants.

TABLE F  
OFFICE SPACE SUMMARY  
BISMARCK AREA  
January 1993

Building Type and Location	No. of Buildings	—Usable Space (Sq. Ft.)—			Percent Vacant	—Gross Rents—	
		Total	Occupied	Vacant		Range	Typical
<b>Downtown Bismarck</b>							
Government Space*	5	141,600	141,600	0	0.0	---	---
Single-User Space	3	64,033	64,033	0	0.0	---	---
Multi-User Space	<u>16</u>	<u>432,711</u>	<u>377,591</u>	<u>55,120</u>	<u>12.7</u>	<u>\$8.61-10.20</u>	<u>\$9.93</u>
Subtotal	24	638,344	583,224	55,120	8.6	N/A	N/A
<b>Remainder of Bismarck</b>							
Government Space*	7	512,650	512,650	0	0.0	---	---
Single-User Space	5	249,984	249,984	0	0.0	---	---
Multi-User Space	<u>13</u>	<u>343,575</u>	<u>329,000</u>	<u>14,575</u>	<u>4.2</u>	<u>\$9.54-11.27</u>	<u>\$10.23</u>
Subtotal	25	1,106,209	1,091,634	14,575	1.3	N/A	N/A
<b>Mandan</b>							
Government Space	5	62,800	62,800	0	0.0	---	---
Single-User Space	0	0	0	0	0.0	---	---
Multi-User Space	<u>4</u>	<u>55,500</u>	<u>42,600</u>	<u>12,900</u>	<u>23.2</u>	<u>\$5.96-6.47</u>	<u>\$6.85</u>
Subtotal	9	118,300	105,400	12,900	10.9	N/A	N/A
<b>Bismarck Area</b>							
Government Space*	17	717,050	717,050	0	0.0	---	---
Single-User Space	8	314,017	314,017	0	0.0	---	---
Multi-User Space	<u>33</u>	<u>831,786</u>	<u>749,191</u>	<u>82,595</u>	<u>9.9</u>	<u>\$8.82-10.40</u>	<u>\$9.77</u>
Total	58	1,862,853	1,780,258	82,595	4.4	N/A	N/A

\* Most government space in Bismarck is located on the capitol grounds (470,800 sq. ft., or 72.0 percent of the total).

Source: Maxfield Research Group, Inc.

According to our research, the remainder of Bismarck has roughly 1,106,200 square feet of office space. We believe this figure is accurate because most of the smaller, older office buildings in Bismarck are in the CBD. About 46.3 percent of the total (512,650 square feet) is government office space (most is located on the capitol grounds), 31.1 percent (343,575 square feet) is multi-user office space, and 22.6 percent (249,984 square feet) is single-user office space. We did not find any vacant government or single-user office space outside of the CBD. The vacancy rate among the multi-user office buildings we examined is 4.2 percent, and most of the available space is smaller than 1,000 square feet. According to the people we spoke with, gross rents average just over \$10.00 per square foot, and few buildings are offering concessions to attract tenants.

We inventoried nine buildings in Mandan with a total of 118,300 square feet of office space. This represents virtually all of the office space in the city. About 53.1 percent of the total (62,800 square feet) is government office space, and 46.9 percent (55,500 square feet) is multi-user office space. There is no single-user office space in Mandan, and we did not find any vacant government space in the city. The vacancy rate among the multi-user office buildings we examined is 23.2 percent. Morton County is vacating its office space in the Chase and Memorial Buildings and moving into a new Social Services Building (10,000 square feet) in mid-1993. As is the case with a number of the older office buildings in Bismarck and Mandan, the vacated office space in the Memorial Building will probably remain vacant because making the building handicapped accessible is not feasible. Mandan sold the Chase Building to an existing tenant that plans to expand into the space vacated by Morton County. According to our interviews, gross rents in Mandan average roughly \$6.85 per square foot.

#### Development Recommendations

According to our interviews, the vacancy rate for multi-user office buildings was as high as 20 percent just five years ago. A vacancy rate of 8 to 10 percent is considered normal in a healthy market, to allow for turnover and consumer choice. We found no vacant government or single-user office space in the Bismarck area, and a modest vacancy rate of 9.9 percent among the multi-user office buildings we examined; the overall vacancy rate for office space in the Bismarck area is only 4.4 percent. Although there is some vacant office space available, most businesses would prefer larger, less expensive space located on street level (or on upper floors of buildings with elevators).

There is a need for more office space in Bismarck, and the Central Business District is the most logical place for development. However, most major office users in Bismarck already have space that suits their needs; developing new office space would require these businesses to move, and none are likely to do so. According to our research, few lenders are interested in making speculative loans for office space development; in most cases, they require a lead tenant committed to occupying more than half of any proposed building. Thus, financing would be difficult to obtain. In addition, there is little vacant land available in Downtown Bismarck, which makes building office space more expensive.

We believe that Bismarck will need one or two new major office buildings by the year 2000, with a total of about 60,000 square feet. The most appropriate mix would be two three- or four-story buildings with 30,000 square feet each, or some combination thereof. Other, smaller buildings should satisfy potential demand from real estate and insurance companies. A skyscraper, while eye catching, is not feasible for several reasons. Since typical floor plates for office space have 10,000 square feet, a fifteen-story building would add about 150,000 square feet of office space to the market. Such a supply shock would probably drive vacancies up and rents down for a substantial period of time. In addition, efforts to redevelop land in Downtown Bismarck will be more noticeable and have greater appeal if spread out over a large area instead of being concentrated in one building.

Several policies should be instituted to make redevelopment in Downtown Bismarck feasible. The city should provide incentives for new office development in the downtown. Any new office space should be concentrated around existing buildings, such as the Dakota Northwestern Building (Norwest Bank). The city should consider creating common signage for downtown offices, parking ramps, and skyways. The city should also start a beautification/updating program to help attract and retain new office users. These policies would provide more office space while beautifying the CBD by reducing the number of blank or outdated facades and creating a sense of place.

## RETAIL MARKET ASSESSMENT

Downtown Bismarck was the retail focus of the Bismarck MSA before 1970. By the late 1960's, the Central Business District (CBD) could not accommodate the MSA's demand for more retail space because of a lack of land and prohibitive land costs. In 1970, Kirkwood Mall was built only a few blocks south of the

CBD. In 1979, Gateway Mall was built near the intersection of Interstate 94 and Highway 83 (about two miles from the CBD). The major department stores in the CBD moved into the new malls, and newcomers to the market followed. In addition, small strip shopping centers were developed along arterial streets throughout Bismarck; and many discount stores such as Wal-Mart located on large (5 to 10 acre) sites that were inexpensive and easy to develop. The shift of retail from the CBD to more suburban areas in Bismarck continued through the 1970's and 1980's. Meanwhile, the CBD was transformed from a major retail center into an office center with a handful of small, independent retailers.

### Downtown Bismarck

We did not inventory the supply of retail space in Bismarck, but several of the people we spoke with during the course of our research estimated that there is about 100,000 square feet of retail space in the Central Business District. Almost all of the specialty stores in the CBD are located on street level. Virtually all of the vacant retail space in the CBD is located on the second floor of buildings, making it unsuitable for retail use. Kirkwood Mall, which has almost 750,000 square feet of retail space, is located just three blocks south of the CBD. Kirkwood Mall offers conveniences often associated with suburban shopping centers (such as an ample supply of free parking), but is unique in its proximity to Downtown Bismarck.

According to our interviews, a number of factors impede Downtown Bismarck's ability to compete for major retailers. First, no large vacant sites are available in the CBD, and redevelopment is a costly option. Second, most local highways and arterial streets help move traffic quickly and efficiently to shopping centers such as Kirkwood Mall, but discourage travel to the downtown area. Several of the people we spoke with cited the new Washington Street overpass at Main Avenue as proof of this. Washington Street and Main Avenue are the only true north-south and eastwest thoroughfares in Bismarck, and they intersect in the southwest corner of the downtown area. Building an overpass instead of improving them at grade was heavily debated for more than a decade because downtown retailers said it would reduce traffic and hurt retail sales. (In fact, the lengthy debate prevented retailers from committing resources to the downtown, and construction of the overpass led several businesses to close their doors.) The downtown is also perceived as isolated because most of the signage on local highways and arterial streets is mall-oriented. Third, local residents dislike parking downtown because 1) they perceive on-street parking as

more convenient than surface lots or ramps, and there are not enough onstreet parking spaces; 2) although the city is building parking ramps, "they are new to Bismarck" (people are not familiar with using them); and 3) the downtown area is poorly lit (a safety concern, as well as an aesthetic concern). Also, visitors are often confused by the proliferation of one-way streets in Downtown Bismarck. Finally, the CBD is a destination point (for example, you might travel there because that is where the bank is), but shopping centers have a more social atmosphere.

### Shopping Centers

There are five classifications of retail shopping centers: Regional, Community, Neighborhood, Convenience, and Specialty. Regional centers must have 300,000 square feet of gross leasable area (GLA) and at least one major department store with 100,000 square feet. Community centers usually range between 100,000 and 300,000 square feet of GLA; they are typically anchored by a discount, variety, or small department store, and often include a drugstore, supermarket, or warehouse grocer. Neighborhood centers usually range between 30,000 and 100,000 square feet of GLA and have a supermarket as an anchor; many are located adjacent to larger regional shopping centers. Convenience centers generally have under 30,000 square feet of GLA and are anchored by a convenience store, gas station, or restaurant; they often cater to small businesses such as dry cleaners, liquor stores, video rentals, barber shops, or bakeries. Specialty centers, which frequently unique shops or entertainment facilities as major tenants, usually differ in theme, format, and marketing strategy from normal retail centers.

Kirkwood Mall and Gateway Mall are the only major retail shopping centers in Bismarck. Kirkwood Mall, which was built in 1970, is defined as a regional shopping center because it has roughly 747,000 square feet of GLA and is anchored by five major tenants: Penneys (105,000 square feet), Montgomery Wards (104,000 square feet), Dayton's and Target (each with 80,000 square feet), and Herberger (62,500 square feet); there is also a three-screen movie theatre (Plaza III Theatres). Gateway Mall, which was built in 1979, is defined as a community shopping center because it has only 297,500 square feet of GLA. Gateway Mall is anchored by Sears (88,200 square feet), Menards (61,200 square feet), Herberger (44,400 square feet), and Osco Drug (16,000 square feet). Both malls had about 6,000 square feet of vacant space in January 1993, for vacancy rates of 2.0 and 0.8 percent, respectively.

### Retail Sales

Table G summarizes the dollar amount of retail sales by store group in the Bismarck MSA for 1980 and the period between 1985 and 1990. In 1980, retail sales in the MSA totalled about \$452.7 million. By 1990, retail sales in the MSA increased by 54.0 percent, or to \$697.0 million. Almost two-thirds of the growth occurred between 1980 and 1985, and was spurred by auto-related sales (which grew by 82.2 percent during the period). Between 1985 and 1990, retail sales growth in the MSA was led by general merchandise and drug-related sales (which grew by 34.1 and 32.2 percent, respectively). The only retail sector in the MSA to experience a decline in sales during the 1980's was furnishings, which fell 15.3 percent between 1985 and 1990.

Bismarck typically accounts for about three-quarters of the retail sales in the MSA each year. In 1980, retail sales in Bismarck totalled about \$336.1 million. By 1990, retail sales in Bismarck increased to \$542.8 million. This represents growth of 61.5 percent over ten years; by comparison, the remainder of the MSA experienced retail sales growth of 32.3 percent. Bismarck, like the MSA, experienced stronger retail sales growth during the first half of the 1980's. The fastest growing segment of the market between 1980 and 1985 was auto-related sales. During the last half of the decade, retail sales growth in Bismarck was led by general merchandise and drug-related sales. The automobile industry in Burleigh County experienced a 5.6 percent decline in retail sales between 1985 and 1990, but it fared better in Morton County (retail sales grew by 18.4 percent during the same period).

While Bismarck consistently accounts for most of the retail sales in the MSA, retail sales in the remainder of Burleigh County are declining. Between 1980 and 1985, retail sales in the remainder of Burleigh County grew by 130.7 percent. Most of this growth occurred in food sales, which grew by a factor of six. However, retail sales in the area grew by only 9.4 percent between 1985 and 1990. The only category to experience growth during the period was eating and drinking (up 73.4 percent); all other retail sectors declined (some to the point where they barely existed).

TABLE G  
 RETAIL SALES BY STORE GROUP  
 BISMARCK MSA  
 1980, 1985 to 1990  
 (\$000's)

	1980	1985	1986	1987	1988	1989	1990	Change 1980-1985		Change 1985-1990	
								No.	Pct.	No.	Pct.
<b>Bismarck</b>											
Food	59,732	69,418	72,814	75,539	83,393	87,044	82,033	9,686	16.2	12,615	18.2
Eating/Drinking	29,567	37,181	38,029	41,703	47,606	47,427	45,723	7,614	25.8	8,542	23.0
General Mdse.	61,033	88,859	95,145	109,455	110,775	112,804	119,229	27,826	45.6	30,370	34.2
Furnishings	16,558	21,918	23,605	22,611	24,196	19,047	18,948	5,360	32.4	-2,970	-13.6
Automotive	62,030	132,164	134,902	113,967	115,968	120,925	125,022	70,134	113.1	-7,142	-5.4
Drug	13,033	15,510	14,763	14,780	16,229	17,522	19,750	2,477	19.0	4,240	27.3
Subtotal	336,093	471,873	478,348	480,170	501,017	529,015	542,752	135,780	40.4	70,879	15.0
<b>Remainder of Burlleigh County</b>											
Food	309	1,884	2,928	3,442	4,133	1,802	1,022	1,575	509.7	-862	-45.8
Eating/Drinking	694	1,034	1,556	1,929	2,392	2,191	1,793	340	49.0	759	73.4
General Mdse.	0	224	1,455	2,244	2,705	1,107	5	224	---	-219	-97.8
Furnishings	0	420	758	846	1,002	238	60	420	---	-360	-85.7
Automotive	0	487	2,221	2,472	2,970	1,370	215	487	---	-272	-55.9
Drug	0	41	227	304	397	175	1	41	---	-40	-97.6
Subtotal	3,415	7,880	14,014	16,681	19,663	13,338	8,620	4,465	130.7	740	9.4
<b>Morton County</b>											
Food	18,990	23,012	24,435	25,849	24,054	26,730	31,318	4,022	21.2	8,306	36.1
Eating/Drinking	11,314	9,889	10,575	11,104	12,267	13,320	11,670	-1,425	-12.6	1,781	18.0
General Mdse.	1,141	877	889	763	640	1,466	1,378	-264	-23.1	501	57.1
Furnishings	3,842	2,975	3,179	3,107	2,744	2,478	2,435	-867	-22.6	-540	-18.2
Automotive	36,845	47,493	47,625	44,612	46,494	57,391	56,241	10,648	28.9	8,748	18.4
Drug	2,071	1,301	1,239	1,300	1,423	2,161	2,521	-770	-37.2	1,220	93.8
Subtotal	113,159	123,501	122,730	124,005	124,935	144,232	145,639	10,342	9.1	22,138	17.9

TABLE G  
 RETAIL SALES BY STORE GROUP  
 BISMARCK MSA  
 1980, 1985 to 1990  
 (\$000's)  
 (Continued)

	1980	1985	1986	1987	1988	1989	1990	Change 1980-1985		Change 1985-1990	
								No.	Pct.	No.	Pct.
Bismarck MSA											
Food	79,031	94,314	100,177	104,830	111,580	115,576	114,373	15,283	19.3	20,059	21.3
Eating/Drinking	41,575	48,104	50,160	54,736	62,265	62,938	59,186	6,529	15.7	11,082	23.0
General Mdse.	62,174	89,960	97,489	112,462	114,120	115,377	120,612	27,786	44.7	30,652	34.1
Furnishings	20,400	25,313	27,542	26,564	27,942	21,763	21,443	4,913	24.1	-3,870	-15.3
Automotive	98,875	180,144	184,748	161,051	165,432	179,686	181,478	81,269	82.2	1,334	0.7
Drug	15,104	16,852	16,229	16,384	18,049	19,858	22,272	1,748	11.6	5,420	32.2
Total	452,667	603,254	615,092	620,856	645,615	686,585	697,011	150,587	33.3	93,757	15.5

Note: Totals are inconsistent due to elimination of small categories.

Sources: Sales and Marketing Magazine  
 Maxfield Research Group, Inc.

### Development Recommendations

We expect that strong population, household, and employment growth in the Bismarck MSA will continue to drive retail sales and increase demand for retail space in Bismarck. The downtown cannot attract large, mall-oriented retailers for a number of reasons, but it can attract small retailers. Since most specialty stores prefer locations on street level, and most of the vacant space downtown is on second floors and unsuitable for retail use, redevelopment is the only way to introduce substantial retail development. Once more retail space becomes available, city officials must work to attract a variety of retailers and bring local residents and visitors downtown.

Downtown Bismarck should not compete directly with shopping centers for retailers. Rather, the downtown should concentrate on attracting small independent stores that complement the national chains present at most malls. Kirkwood Mall is only several blocks from the Central Business District, and linking them together with a pedestrian and vehicular mall would benefit both entities: More shoppers would come downtown during evenings and on weekends, and downtown workers would visit Kirkwood Mall more frequently on weekdays.

Several policies should be instituted to make redevelopment in Downtown Bismarck feasible. The city should provide attractive financing for new retail development in the downtown, and rules that require including street level retail space in any new construction in the downtown should be instituted. Some effort should be made to concentrate the new retail space as well, because that will reduce travel times for pedestrians. The city should also consider creating common signage for downtown retailers and starting a storefront beautification/updating program. These policies would provide more retail space while beautifying the CBD by reducing the number of blank or outdated facades and creating a sense of place.

Downtown Bismarck should try to attract a variety of small retailers that complement each other and what is available at Kirkwood Mall. This will reduce competition and provide shoppers with the best selection of stores. We suggest a mix of goods and services that also could support housing in the downtown area (for example, a grocery store, a bakery, a hardware store, a video rental shop, etc.).

The biggest challenge facing Downtown Bismarck is how to attract local residents and visitors after business hours and on weekends. The city should install signs on local highways and arterial streets to help direct people toward the downtown area,

and common signage on streets within the CBD that point out attractions such as the civic center or developing retail districts. The city should also install new street lights to make the downtown brighter and more alive (this would also address safety concerns). According to our interviews, however, the biggest obstacle to attracting people downtown is parking. Although there are plenty of spaces in the CBD, many local residents think parking in a surface lot or ramp is inconvenient. The city should either provide more on-street parking spaces, or try to encourage use of new parking ramps. If a mall is built between the CBD and Kirkwood Mall, additional traffic could come downtown without needing additional parking.

## HOUSING MARKET ASSESSMENT

### Market Summary

The housing stock of a community -- its condition and variety -- provides the basis for an attractive, healthy environment. It is the primary building block of neighborhoods and creates a base to support population and household growth, employment, retail stores, and community services. The type of housing that is available in a community is influenced to a great extent by demographic trends.

The changing demographic profile of households impacts the type of housing that is needed in a community. The life-cycle stages households move through are: 1) entry level householders (usually singles in their early to mid-20's that rent their housing); 2) first time homebuyers or move-up renters (usually married or cohabitating couples, but increasingly single persons in their 20's and 30's); 3) move-up buyers (typically families with children -- the householders are mostly in their late 30's and 40's -- that are moving into a more expensive home); 4) empty nesters (typically in their 50's and early 60's whose children have grown and left home); 5) young seniors (generally retirees between 65 and 75); and 6) older seniors (usually singles in their late 70's and 80's that need some support services). Although all three of the older categories typically prefer to remain in their single family home, more are choosing to move to alternative housing styles such as rental or for-sale townhomes, apartments, or senior-specific housing.

Bismarck's householders are aging, and the number of non-family householders is increasing relative to the number of family householders. The number of households in Bismarck grew by over 5,800 during the 1970's and almost 2,900 during the 1980's.

Despite strong population growth of 29.9 percent during the 1970's and modest population growth of 10.7 percent during the 1980's, the number of young adults (persons under age 25) declined while the number of baby boomers (persons between the ages of 25 and 44), empty nesters (persons between the ages of 45 and 64), and seniors (persons age 65 and over) increased. As a percentage of the total, the number of single-person households (i.e., young singles and widowed seniors) and "other non-family" households (i.e., roommates) increased relative to the number of married couples (with and without children) and "other family" households (which includes single-parent families). Typically, renters are single persons (both young adults and seniors), single parents, or married couples without children; owners tend to be middle-aged (established families with children, in many cases). Therefore, the market for single-family dwellings (both entry-level and move-ups), apartments (for the general market and seniors), and alternative housing types like townhomes and condominiums grew during the 1980's and should also increase during the 1990's.

Table H summarizes building permit data for single-family and multifamily housing construction in Bismarck from 1980 through October 1992. Over 3,000 new housing units were built during the 1980's: 44.8 percent (1,365 units) were single-family homes, 29.9 percent (910 units) were multifamily dwellings, and 4.5 percent (138 units) were duplexes; the remainder (20.8 percent, or 633 units) were condominiums and other housing types. This corresponds to demographic changes that occurred in Bismarck during the period. Although 1983 was a good year for the construction industry in Bismarck, the strongest housing growth occurred between 1987 and 1989. During the past four years (1989 through 1992), annual housing construction in Bismarck averaged 150 to 200 single-family homes and 100 to 150 apartments.

TABLE H  
 BUILDING PERMIT DATA  
 NEW RESIDENTIAL CONSTRUCTION (UNITS)  
 BISMARCK, NORTH DAKOTA  
 1980 through October 1992

<u>Year</u>	<u>Single- Family Detached</u>	<u>Single- Family Attached</u>	<u>Duplex</u>	<u>Multifamily (3 or more) Units</u>	<u>Total</u>
1980	137	--	32	40	380
1981	59	--	6	65	132
1982	92	--	6	50	324
1983	290	--	54	394	872
1984	163	--	26	162	376
1985	92	--	12	23	140
1986	79	16	2	4	149
1987	122	23	0	46	199
1988	126	4	0	16	163
1989	158	4	0	110	311
1990	167	11	0	108	299
1991	170	25	2	159	358
1992+	<u>196</u>	<u>34</u>	<u>0</u>	<u>146</u>	<u>376</u>
Total	1,851	117	140	1,323	4,079

+ Figures through October 1992.

Note: Totals may be inconsistent due to inclusion of condominiums and miscellaneous housing units.

Source: Maxfield Research Group, Inc.

According to our interviews, the apartment market in Bismarck is extremely tight. There are virtually no vacancies (many of the people we spoke with estimated the vacancy rate to be one or two percent), which precludes consumer choice and could cause potential residents to look in other nearby cities such as Lincoln or Menoken for rental housing. There are several apartment buildings in the downtown (Mason Apartments, Patterson Place, and the Kensington), but a large number of downtown apartments are located above commercial space in older buildings. (Mason Apartments is a 30-unit market rate project. Patterson Place and the Kensington are old hotels that were converted into 172 subsidized senior rental housing units. Another developer plans to convert the old Soo Hotel into 30 subsidized senior rental housing units.) There are some apartments scattered on the edge of Downtown Bismarck, but most are located in converted single-family homes or duplexes. We did not inventory the rental housing supply in Bismarck as a whole, but several of the people we spoke with mentioned at least two new apartment buildings that are under construction north of Divide Avenue.

According to our interviews, the single-family housing market in Bismarck is very tight. There are few single-family homes on the market, especially in the \$60,000 to \$80,000 range. The average sale price for a home in Bismarck in 1990 was \$74,500. The "hot spot" for single-family housing development is in a subdivision northwest of the intersection of Interstate 94 and Highway 83: Although many of the new homes in the area are priced between \$150,000 to \$200,000, they are selling almost as quickly as they are built.

#### Development Recommendations

According to our interviews, the housing market in Bismarck is very tight. There are few apartments available, and few single-family homes are for sale. The people we spoke with estimated the overall vacancy rate to be one or two percent in all types of housing, which is far below the five percent level that is considered normal in a healthy housing market (to allow for turnover and consumer choice). Bismarck will need to build roughly 5,200 new housing units by the year 2000 just to meet projected household growth figures (this assumes that the city will capture 90 percent of the new households formed within the Bismarck MSA, and a slightly higher vacancy rate of five percent). This translates into annual construction over the next eight years of 650 housing units, which local developers should be able to handle.

We expect that the number of baby boomers, empty nesters, and seniors will continue to increase during the 1990's. This should boost demand for single-family dwellings (especially in the move-up market), townhomes and condominiums, and senior-specific rental housing. Although the number of young adults declined during the 1980's, more apartments for the general market are needed just to satisfy pent-up demand and offer more consumer choice. Under the assumption that renters will comprise 40 percent of the new households in Bismarck during the 1990's, 400 of the 650 new housing units needed each year should be single-family homes and 250 should be apartments.

Almost all of the new single-family homes and most of the new multifamily projects that are built in Bismarck will be located in outlying areas like the "hot" subdivision currently under construction. However, Downtown Bismarck can capture a portion of the new housing that is built. Some older buildings in the downtown have vacant space on upper floors that could be renovated into lofts; a new apartment building could be built in conjunction with other redevelopment plans for the Central Business District (street level retail, for example, could be included). We believe that Bismarck could support 100 to 200 new apartments in the downtown area. The primary market for downtown housing would be downtown workers, state government workers, and medical professionals (convenient to their jobs); and seniors (convenient to services). Building housing downtown makes economic sense because it increases the tax base and presents downtown retailers with a broader market.

## HOSPITALITY MARKET ASSESSMENT

### Market Summary

During the 1940's and early 1950's, a number of small motels were built in Bismarck and Mandan. Most of the motels that were built had fewer than 35 rooms, but the Colonial Motel and the MF Motel -- both located on the eastern edge of Mandan on Memorial Highway -- had 40 and 50 rooms, respectively. Most motel construction during the period occurred along the east end of Main Avenue in Bismarck.

By the mid-1960's, the hospitality market in Bismarck expanded to include two larger projects: the Best Western Fleck House and the Holiday Inn (now the Ramada Hotel). (No new projects were built in Mandan until the early 1970's.) The Best Western Fleck House, which has 58 rooms, was built in Downtown Bismarck in

1960. The Ramada Hotel was built on the west end of Main Avenue in 1965; at that time, it was the largest hotel in Bismarck, with 256 rooms. These new facilities upgraded the quality of the inventory in the market, as well as increasing the number of rooms.

The hospitality market in Bismarck and Mandan grew rapidly over a 14 year period beginning in 1969: Before the start of 1969, there were seven hotels and three motels in the area with a total of 518 rooms (389 in Bismarck and 129 in Mandan). The number of rooms in the area almost quadrupled by the end of 1983, as another 11 facilities with a total of 1,481 rooms were added to the hospitality market (1,295 in Bismarck and 186 in Mandan). Most of the new facilities in Bismarck were built on the northern edge of the city near the intersection of Interstate 94 and Highway 83; one was built downtown (the Sheraton Hotel) and one was built near Kirkwood Mall (the Radisson Inn). Both of the new projects in Mandan were built on the western edge of the city near the intersection of Interstate 94 and Sunset Drive. Today, many of these facilities (including Comfort Inn, Days Inn, Motel 6, and Kelly Inn) appeal to budget-conscious consumers; several, such as the Radisson Inn and the Holiday Inn (formerly the Sheraton Hotel), offer services and more luxurious amenities that attract business travellers and convention goers.

Development of the hospitality market in Bismarck and Mandan slowed substantially during the latter part of the 1980's and early 1990's: Between 1984 and the end of 1992, only three hotels with a total of 291 rooms were built in Bismarck; none were built in Mandan. While another hotel was built near the intersection of Interstate 94 and Highway 83 (Fairfield Inn by Marriott), the new "hot spot" for growth was the area around Kirkwood Mall (where the Expressway Inn and another Fairfield Inn by Marriott were built). Table I lists all of the hotels and motels in Bismarck and Mandan. The hospitality market consists of 24 projects with a total of 2,290 rooms (1,975 in Bismarck and 315 in Mandan). In addition, the hotels and motels in the area boast roughly 96,000 square feet of meeting space (79,000 square feet in Bismarck and 17,000 square feet in Mandan).

TABLE I  
HOSPITALITY MARKET  
BISMARCK AND MANDAN, NORTH DAKOTA  
January, 1993

<u>Name/Address</u>	<u>Year Built</u>	<u>No. of Rooms</u>	<u>Meeting Space (Sq. Ft.)</u>	<u>Rack Rate</u>		<u>Average Occupancy Rate (%)*</u>
				<u>Single</u>	<u>Double</u>	
Bismarck Radisson Inn 800 South 3rd Street	1975	309	23,000	\$64	\$74	55
Ramada Hotel + 1215 West Main Avenue	1965	256	15,000	45	52	50
Holiday Inn ++ 6th St. and E. Broadway	1983	223	13,000	57	62	N/A
Expressway Inn 200 E. Bismarck Expressway	1985	165	3,500	30	34	N/A
Best Western Doublewood Inn 1400 East Interchange Ave.	1970's	144	11,000	52	62	50-55
Comfort Inn 1030 East Interstate Ave.	1982	144	7,700	30	38	N/A
Days Inn 1300 East Capitol Ave.	1976	110	500	35	47	67
Select Inn I-94 and Highway 83	1970's	102	3,500	26	34	60
Kelly Inn 1800 North 12th Street	1969	101	3,500	38	44	N/A
Motel 6 2433 State Street	1980	101	—	26	33	52
Fairfield Inn 1120 East Century Ave.	1992	63	3,000	38	44	50
Fairfield Inn 135 Ivy Avenue	1992	63	3,000	40	46	50
Super 8 Motel 1124 East Capitol Ave.	1977	61	—	33	42	58
Best Western Fleck House 2nd St. and Thayer Ave.	1960	58	—	28	36	N/A

TABLE I  
HOSPITALITY MARKET  
BISMARCK AND MANDAN, NORTH DAKOTA  
January, 1993  
(Continued)

<u>Name/Address</u>	<u>Year Built</u>	<u>No. of Rooms</u>	<u>Meeting Space (Sq. Ft.)</u>	<u>Rack Rate</u>		<u>Average Occupancy Rate (%)*</u>
				<u>Single</u>	<u>Double</u>	
<b>Bismarck (continued)</b>						
Bismarck Motor Hotel 2301 East Main Ave.	1945	34	—	21	34	85
Hillside Motel 1601 North 12th St.	1949	17	—	N/A	N/A	N/A
Nodak Motel 210 North 20th St.	1953	16	—	21	28	85
Redwood Motel 1702 East Broadway Ave.	1949	8	—	17	20	N/A
<b>Total</b>		<b>1,975</b>	<b>79,000</b>	<b>\$43</b>	<b>\$50</b>	<b>56</b>
<b>Mandan</b>						
Best Western Seven Seas I-94 and Sunset Drive	1972	104	10,000	46	56	52
River Ridge Inn +++ I-94 and Sunset Drive	1982	82	4,000	32	40	40
MF Motel 4524 Memorial Highway	1940's	50	3,000	27	32	50
Colonial Motel 4631 Memorial Highway	1950's	40	—	24	36	N/A
TP Motel 1008 West Main Street	1952	20	—	20	27	65
Elite Motel 1200 East Main Street	1948	19	—	N/A	N/A	N/A
<b>Total</b>		<b>315</b>	<b>17,000</b>	<b>\$34</b>	<b>\$43</b>	<b>49</b>

- + Formerly the Holiday Inn. Changed affiliation September 30, 1992.
- ++ Formerly the Sheraton Hotel. Change affiliation October 1, 1992.
- +++ Formerly the Stonewood Inn. Changed name December 1992.

\* Annualized. It is usually higher during the summer, and lower during the winter.

Note: Overall averages are weighted, and do not include rooms marked "N/A".

Source: Maxfield Research Group, Inc.

According to our interviews, the average rate for a single-occupancy room is \$43 per night in Bismarck and \$34 per night in Mandan; the average rate for a double-occupancy room is \$50 per night in Bismarck and \$43 per night in Mandan. The average occupancy rate is about 56 percent in Bismarck and 49 percent in Mandan. According to the people we spoke with, business travellers and convention goers generate most hotel/motel traffic in and near Downtown Bismarck, while leisure travellers generate most hotel/motel traffic along Interstate 94 and the Bismarck Expressway. Some motel owners reported renting to long-term residents that were unable to find suitable apartments in the marketplace.

### Development Recommendations

All segments of the hospitality market in Bismarck and Mandan are overbuilt at the present time. The overall occupancy rate in Bismarck is higher than in Mandan, but both are significantly lower than the industry break-even standard of 65 percent. In addition, most of the people we spoke with said that local rates are lower than in other comparable markets. During the 1970's and early 1980's, almost 1,500 rooms were built to satisfy demand generated by the oil boom that occurred in northwestern North Dakota. While occupancy levels were fairly high during the 1970's, they dropped when the oil boom subsided. Development of the hospitality market slowed during the 1980's, but several new properties with a total of 291 rooms came on line in 1992. It will be several years before the market recovers, and occupancy rates rise to more normal levels.

A single hotel or motel room can either be vacant or occupied for 365 room-nights in a year. Currently, the Bismarck area generates demand for about 460,000 roomnights per year (the current supply is 835,850 room-nights). We estimate that the area will generate annual demand for between 580,000 and 600,000 room-nights by 2000, based on overall economic growth trends in the Bismarck MSA. This translates into an annual occupancy rate of 69.4 to 71.8 percent based on the current supply of room-nights. Assuming a 65 percent annual occupancy rate by the year 2000 yields demand for another 56,500 to 87,200 room-nights by the end of the decade. We believe the hospitality market can support another 160 to 240 rooms by the year 2000. If development occurs beyond this level, lower occupancy rates will result. Any additional rooms should be built toward the end of the 1990's, to allow current occupancy rates to rise to more normal levels.

Downtown Bismarck is well-positioned to attract a new hotel. According to our interviews, convention goers support two downtown hotels (the Holiday Inn and the Best Western Fleck House), as well as the Radisson Inn (which is just a few blocks south of the CBD), and attendance figures for conventions at the civic center should continue to grow through the remainder of the 1990's. Downtown Bismarck also appeals to leisure travellers because of its proximity to Kirkwood Mall. We believe that one hotel could be built in Downtown Bismarck by the year 2000; any other hotels will probably be built outside of the downtown area.

**TABLE J**  
**SINGLE-USER OFFICE SPACE**  
**BISMARCK AREA**  
 January 1993

Building Name and Location	Year Built	Year Updated	—Usable Space (Sq. Ft.)—			Percent Vacant	—Gross Rents—	
			Total	Occupied	Vacant		Range	Typical
<b>Downtown Bismarck</b>								
Montana Dakota Utilities 400 North 4th St.	1968	N/A	42,000	42,000	0	0.0	--	--
Wheeler Wolf Building 116 North 4th St.	1930's	1989	13,000	13,000	0	0.0	--	\$11.26
MDU Division Office Bldg. 122 East Broadway Av.	1920's	1984	<u>9,033</u>	<u>9,033</u>	<u>0</u>	<u>0.0</u>	<u>--</u>	<u>--</u>
Subtotal			64,033	64,033	0	0.0	--	--
<b>Remainder of Bismarck</b>								
Basin Electric Co-op 1717 East Interstate Av.	1975	1993	133,962	133,962	0	0.0	--	--
U.S. Healthcare Building 1800 East Interchange Av.	1990-92	N/A	75,000	75,000	0	0.0	\$8.50-9.25	\$9.00
Missouri Office Building 1200 Missouri Avenue	1970's	N/A	20,000	20,000	0	0.0	--	\$10.25
ALM Office Building 1833 Bismarck Expressway	1976	1984	14,000	14,000	0	0.0	--	\$8.35
MDU Service Center 909 Airport Road	1984	N/A	<u>7,022</u>	<u>7,022</u>	<u>0</u>	<u>0.0</u>	<u>--</u>	<u>--</u>
Subtotal			249,984	249,984	0	0.0	--	--

Note: Most single-user office space is owned and occupied by the same organization, so no rent is paid.

Source: Maxfield Research Group, Inc.

TABLE K  
GOVERNMENT OFFICE SPACE  
BISMARCK AREA  
January 1993

Building Name and Location	Year Built	Year Updated	—Usable Space (Sq. Ft.)—			Percent Vacant	--Gross Rents--	
			Total	Occupied	Vacant		Range	Typical
<b>Downtown Bismarck</b>								
City/County Building			52,110	52,110				
Post Office/Courthouse			45,600	45,600	0	0.0	---	---
County Courthouse			25,200	25,200	0	0.0	---	---
Federal Building			17,700	17,700	0	0.0	---	---
Civic Center			<u>990</u>	<u>990</u>	<u>0</u>	<u>0.0</u>	---	---
Subtotal			141,600	141,600	0	0.0	---	---
<b>Capitol Complex</b>								
Tower			149,200	149,200	0	0.0	---	---
Judicial Wing			148,500	148,500	0	0.0	---	---
State Highway Building			112,500	112,500	0	0.0	---	---
Liberty Memorial Building			34,650	34,650	0	0.0	---	---
State Office Building			<u>25,950</u>	<u>25,950</u>	<u>0</u>	<u>0.0</u>	---	---
Subtotal			470,800	470,800	0	0.0	---	---
<b>Remainder of Bismarck</b>								
Law Enforcement Center			40,500	40,500	0	0.0	---	---
Public Works Building			<u>1,350</u>	<u>1,350</u>	<u>0</u>	<u>0.0</u>	---	---
Subtotal			41,850	41,850	0	0.0	---	---
<b>Mandan</b>								
County Courthouse			25,200	25,200	0	0.0	---	---
Law Enforcement Center			18,000	18,000	0	0.0	---	---
Memorial Building			9,000	9,000	0	0.0	---	---
Post Office			7,000	7,000	0	0.0	---	---
County Shop			<u>3,600</u>	<u>3,600</u>	<u>0</u>	<u>0.0</u>	---	---
Subtotal			62,800	62,800	0	0.0	---	---

Note: All government (federal, state, county, and local) office space is owned by the occupant, so no rent is paid.

Source: Maxfield Research Group, Inc.

TABLE I  
MULTI-USER OFFICE SPACE  
BISMARCK AREA  
January 1993  
(Continued)

Building Name and Location	Year Built	Year Updated	—Usable Space (Sq. Ft.)—			Percent Vacant	--Gross Rents--	
			Total	Occupied	Vacant		Range	Typical
Remainder of Bismarck (continued)								
Russell Building 4007 State St.	1976	N/A	33,000	32,600	400	1.2	—	\$10.15
Gold Seal Office Building 918 East Divide Av.	1982	N/A	25,600	25,600	0	0.0	\$10.50-12.00	\$11.25
Gateway Professional Center 1050 East Interstate Av.	1981	N/A	22,665	18,000	4,665	20.4	\$6.00-11.00	\$9.00
Halkirk Building 1605 East Capitol Av.	1978	N/A	20,000	20,000	0	0.0	\$10.00-12.00	\$11.00
Randall Building 4023 State St.	1969	1983	18,700	18,700	0	0.0	—	\$9.00
Professional Office Building 4205 State St. N.	1973	N/A	14,800	14,800	0	0.0	—	\$8.60
Jones Lundberg Building 1600 East Interstate Av.	1980	N/A	14,000	14,000	0	0.0	—	\$11.00
2900 East Broadway Av.*	1978	N/A	11,500	8,100	3,450	29.9	\$7.00-7.50	\$7.50
2910 East Broadway Av.*	1979	N/A	<u>4,200</u>	<u>3,000</u>	<u>1,200</u>	<u>28.6</u>	<u>\$7.00-7.50</u>	<u>\$7.50</u>
Subtotal			343,575	329,000	14,575	4.2	\$9.54-11.27	\$10.03
Mandan								
Norwest Bank 111 2nd Av. NW	1961	1989	15,000	10,000	5,000	33.3	—	—
1st Southwest Bank 109 1st St. NW	1976	1993	15,000	15,000	0	0.0	—	\$7.50
Mandan News 303 1st St. NE	1976-78	N/A	13,500	8,100	5,400	40.0	\$5.50-6.00	\$6.00
Kelsh Law Firm Collins and Main St.	1890's	1986-87	<u>12,000</u>	<u>9,500</u>	<u>2,500</u>	<u>20.8</u>	<u>\$6.50-7.00</u>	<u>\$7.00</u>
Subtotal			55,500	42,600	12,900	23.2	\$5.96-6.47	\$6.85

\* Both buildings have warehouse space (16,000 and 26,000 square feet, respectively).

Note: "Gross Rents" are per square foot. Subtotals are weighted averages.

Source: Maxfield Research Group, Inc.

TABLE L.  
MULTI-USER OFFICE SPACE  
BISMARCK AREA  
January 1993

Building Name and Location	Year Built	Year Updated	—Usable Space (Sq. Ft.)—			Percent Vacant	—Gross Rents—	
			Total	Occupied	Vacant		Range	Typical
<b>Downtown Bismarck</b>								
Dakota Northwestern Bldg. 400 East Broadway Av.	1976	N/A	93,911	84,600	9,311	9.9	\$10.00-11.00	\$10.75
Provident Building 316 North 5th St.	1954	N/A	55,000	53,050	1,950	3.5	\$9.50-10.00	\$10.00
First Bank Building 200 North 3rd St.	1978	N/A	38,500	36,500	2,000	5.2	—	\$10.00
Bismarck National Bank 322 East Main Av.	1951	1992	37,740	37,740	0	0.0	—	\$12.00
Woolworth Building 4th St. and Main Av.	1913	1985	33,000	30,000	3,000	9.1	\$7.00-9.50	\$9.00
City Center Plaza 418 East Broadway Av.	1956	1981	27,000	18,135	8,865	32.8	\$8.50-10.00	\$9.00
Logan's on Third 120 North 3rd St.	1936	1986	24,000	24,000	0	0.0	\$9.50-11.25	\$10.50
Downtown Office Building 314 East Thayer Av.	1923	1973	21,840	21,490	350	1.6	\$9.00-12.00	\$10.50
Southdale Business Center 900 East Broadway Av.	1965	1978	21,000	19,766	1,234	5.9	\$5.50-8.00	\$7.00
Gate City Federal Savings 304 East Rosser Av.	1974	N/A	15,220	7,060	8,160	53.6	\$7.50-10.00	\$9.00
Bank Center One 320 North 4th St.	1963	1990-91	15,000	13,700	1,300	8.7	\$8.50-9.00	\$9.00
Elks Building (MDU) 420 North 4th St.	1955	N/A	13,000	13,000	0	0.0	—	—
Historic Tribune Building 4th St. and Thayer Av.	1922	1984	11,000	9,550	1,450	13.2	\$6.50-9.25	\$8.75
500 Main Plaza Building 500 East Main Av.	1938	1992	11,000	7,000	4,000	36.4	\$9.50-10.50	\$10.00
Buman Building 218 North 4th St.			8,500	2,000	6,500	76.5	\$4.00-8.00	\$6.00
Broadway Building 201-207 East Broadway Av.	1939	1991-92	<u>7,000</u>	<u>0</u>	<u>7,000</u>	<u>100.0</u>	<u>\$8.50-9.00</u>	<u>\$8.75</u>
Subtotal			432,711	377,591	55,120	12.7	\$8.61-10.20	\$9.93
<b>Remainder of Bismarck</b>								
Dacotah Foundation Building 600 South 2nd St.	1981,89	N/A	71,500	71,500	0	0.0	\$10.77-12.08	\$11.50
Kirkwood Office Tower 7th St. and Arbor Av.	1975	1991-92	38,000	35,700	2,300	6.1	—	\$10.00
North American Coal 2000 Schafer St.	1984	N/A	35,260	34,000	1,260	3.6	\$9.50-10.50	\$10.00
Northbrook Shopping Center 1929 N. Washington St.	1962	N/A	34,300	33,000	1,300	3.8	—	\$8.00

## MEMORANDUM

DATE: December 18, 1992  
TO: City of Bismarck  
FROM: Dahlgren, Shardlow, and Uban, Inc.  
RE: Summary of November 20, 1992 Community Vision Workshop

As part of its planning and design study of Downtown Bismarck, DSU, Inc. conducted an Community Vision Workshop at the Malloy Building in downtown Bismarck on November 20, 1992. Approximately 35 people attended this Workshop. The purpose of this memorandum is to summarize the proceedings of the workshop and to describe in detail what was learned.

### INTRODUCTION AND VISUAL SURVEY

After a short presentation on the purpose and schedule of the workshop, as well as a description of the planning process that had preceded the Workshop, a visual survey was conducted.

The purpose of the visual survey was to present images of various built environments to the workshop participants in order to determine what images made favorable or unfavorable responses. The survey enables participants to determine what elements of an urbanized landscape are important to include to produce the type of environment that is most preferred. Eighty slides were presented to the workshop participants one by one. Each participant had eight seconds to rate their impression of the slide on a -3 to +3 scale. The results for each slide were tallied and the slides that received the highest and lowest scores were presented later in the afternoon.

What follows is a description of slides with the nine highest scores and associated comments.

1. House in Bismarck - Trees, calm, historical, good architecture (Score: +2.7)
2. Aspen CO Park - Falling water, trees, flowers, historic lights, peaceful (+2.6)
3. Wayzata, MN Streetscape - Brickwork, benches, trees, canopy, texture (+2.4)
4. Mall Streetscape - Clean, inviting, well maintained, narrow sidewalks (+2.2)
5. Riverplace, Minneapolis - User-friendly, old world charm, people on street (+2.0)
6. Courthouse - Park use, pleasant, historical (+2.0)
7. Old Freighthouse - Color, clean lines, inviting, flowers (+2.0)
8. Sidewalk near Courthouse - Separation of pedestrian and cars, place to sit (+1.9)
9. Peacock Alley Sidewalk - Old world charm, good architecture, color, nice destination (+1.8)

What follows is a description of the slides with the five lowest scores and comments on their shortcomings.

1. Parkade Ramp Storage - Hostile, stark, threatening (-2.1)
2. RR Area Behind Old Depot - Unfinished, junkyard, industrial (-1.9)
3. Powerlines in Alley - Ugly powerlines (-1.7)
4. Chain link fence parking lot - Inefficient, lack of landscaping (-1.2)
5. Parking lot behind City Hall - No color, bland, too many cars (-1.2)

Attached to this memo is a tally sheet with the scores for each slide.

### BACKGROUND STUDIES AND ISSUE SURVEY

After the Visual Survey, the background market issues were presented to the workshop participants by Lee Maxfield of Maxfield Research Group. The intent of the presentation was to lay a foundation for area growth projections, and provide a brief overview of the commercial office and retail, housing and hospitality sectors of the local economy.

What follows are the highlights of Lee Maxfield's presentation:

- Growth in the City of Bismarck was much less in the 1980's than in the 1970's, about one half as much. The Bismarck MSA had an even more dramatic decline in growth during the 1980's: While Bismarck accounted for about 55 to 60 percent of the population and household growth and all of the population growth in the MSA during the 1980's.
- Expected growth for the Bismarck MSA during the 1990's and 2000's will be greater than that of the 1980's, but less than that of the 1970's. During the 1990's, households should increase by 17.7 percent and by 12 percent during the 2000's.
- Employment increased by about 5,150 jobs during the 1980's in the MSA reaching 38,266 jobs in 1990. Major increase occurred in the Services and Trade sectors, which were the fastest growing sectors in the national economy. The FIRE sector (finance, insurance, and real estate) was flat during the 1980's and accounted for only a small portion of all jobs in 1990. This is the sector that drives office space demand, and since it was flat, indicates that the office market was sluggish throughout the 1980's.
- A review of the office market shows that there is a need for more office space in the MSA. Vacancy rates have come down to more normal levels, 5 to 10 percent at most buildings, and it is difficult to find large blocks of space (4,000 square feet or more). Yet all major office users have space that apparently suits their needs, and without one of these major users wanting new space, it would be difficult to develop another new office building. Lenders are not interested in making loans on spec buildings, and without a lead tenant taking half or more of a new building, financing would be difficult to obtain. It is also difficult to develop office buildings downtown, since there is little vacant land, and lack of parking is an issue for many office tenants. New office development could occur downtown on redevelopment sites, or more likely, near Kirkwood mall where there is still vacant land for development.
- Retail space increased dramatically during the 1980's, mostly in suburban settings. Downtown has now been transformed into an office and small independent retail center. Most major retailers have located near the malls, and the newest retailers in the area are "category killers" who look for 5 to 10 acre sites that are easy to develop. There is also few vacant street-level retail spaces while most of the vacant space is on second floors, and does not lend itself to retail development. The second floors have more reuse potential as office and residential uses. Lack of convenient parking for retail shoppers was also an issue that was mentioned by many of those

interviewed. It is unlikely that downtown will be able to compete for retail users that have a mall orientation, and with little street-level space available, redevelopment is the only way to introduce substantial new retail development into the downtown.

- The hospitality industry is currently overbuilt in the MSA. Several new properties were added in the past year, and others recently changed affiliations with national chains. Overall occupancy levels were estimated at about 50 percent, and 65 percent is needed to be profitable. It will be several years before the market recovers. In the future, downtown could attract another convention/business hotel, depending on the usage of the convention center, but most new properties will be oriented to tourists and visitors, and will be located near major roads and the shopping centers.
- The downtown area has the opportunity to add rental housing, both in new construction buildings, and renovated upper floors of existing buildings. Downtown workers, Capitol employees, and others with a downtown orientation would find downtown a convenient place to live. Downtown would also be attractive to seniors since the hospitals and other services that appeal to seniors, (banks, groceries, sundries) are also located downtown.

After the market background was presented, an issue survey was conducted. There were a variety of questions on the survey used to elicit responses on the issues facing downtown Bismarck. A copy of the survey is attached to this memorandum. A summary of the issue survey is described below:

1. ***List the five most important issues that face or will face the Bismarck CBD and should be addressed in this study.***
  1. Need for on- and off-street parking spaces (14)
  2. Need to remove Chancellor Square (11)
  3. Need for better vehicular and pedestrian traffic circulation (10)
  4. Need for a downtown beautification program (8)
  5. Need for a public space in CBD (6)
  6. Need to extend 1 hour parking to 1-1/2 to 2 hours (5)
  7. Need for an improved sense of place (4)
  8. Need to deal with RR barrier (4)
  9. Need for skywalks (3)
  10. Need to balance development with green space (3)
  11. Need for a better blend of businesses (3)
  12. Need for better building renovations (2)
  13. Need to recruit new businesses (2)
  14. Need to increase commercial tax base (2)
  15. Need for a bus line in the CBD (2)
  16. Need to maximize use of event facilities (2)
  17. Need to fill vacant 2nd floors (1)
  18. Need for improved CBD marketing (1)
  19. Need for a consistent vision (1)
  20. Need for better signs downtown (1)
  21. Need to unify CBD with outlying development (1)
  22. Need to bury utilities (1)
  23. Need to enlarge Chancellor Square (1)
  24. Need to improve access to the CBD
  25. Need for more parking on Main Street
  26. Need to deal with vagrants

Issues Continued...

27. Need to attract stage events to the auditorium
28. Need for more one-way streets
29. Need for more CBD housing
30. Need to renovate obsolete buildings
31. Need for ADA information
32. Need to fill Hedahl's
33. Need to enforce sign ordinance
34. Need for improved lighting
35. Need to figure out ways to pay for public improvements
36. Need for better meeting space in CBD
37. Need to renovate W. Main
38. Need for small business assistance
39. Need to consider shuttle service
40. Need for handicapped access to auditorium
41. Need to consider parking meters
42. Need for a user-friendly CBD

A comparison of this issues list with the issues list compiled by the Task Force can be found at the end of this memo.

2. *List one issue that you think no one else will mention*

1. Need for a computer network between buildings
2. Need to examine why previous studies have not been implemented
3. Need for a CBD mini-mall
4. Need to redevelop the old depot area as a park
5. Need to establish a fund for building renovation
6. Need for more attractive storefronts
7. Need for non-retail (i.e. churches) input regarding the CBD
8. Need to examine input on boom and bust economy
9. Need for a downtown skyscraper
10. Need for public art in CBD

3. *Rank the three most important issues from the master list:*

Rankings are in parenthesis after each response

4. *Recognizing that no community is alike, pick a CBD you would like Bismarck to resemble in the next 20 years.*

1. Northfield, MN
2. Anchorage, AK
3. Regina, SK
4. Burlington, VT
5. Springfield, VT
6. San Antonio, TX
7. Helena, MT
8. Bismarck, ND
9. Boston, MA
10. Jackson Hole, WY
11. Old Montreal, QE
12. San Francisco, CA

5. *Name one physical improvement that you would like to see made in Bismarck*

1. Riverfront Theatre
2. Renovate Chancellor Square
3. Remove downtown one-way streets
4. Improve Pedestrian ambience
5. Parks and fountains
6. Improved image
7. Piped music
8. Improve access
9. Improve traffic flow and parking
10. Rest area
11. Reduce the number of tax-exempt buildings on tax roles
12. Community mass transit
13. More off-street as opposed to on-street parking
14. Improve metro area perception
15. Eliminate trains
16. Need for a ticket center
17. Recognize that Bismarck is a winter city
18. Belle Mahus renovation
19. Skywalks
20. Architectural review committee

GROUP DISCUSSION/DESIGN WORKSHOP

The workshop participants were divided into 3 groups so that they could work together with maps of the Bismarck CBD. The groups located issues, needs and opportunities in the CBD. Other issues brought up were land use policies, circulation and parking, design and appearance, and realistic expectations for future development and redevelopment. Each group then presented their findings to the entire workshop.

What follows is a description of the maps produced by the three groups at the Community Workshop.

GROUP A

Described downtown as a 12 block area: From Rosser to Front and 3rd to 6th.

Skywalks connecting Med Center, St. Alexius, the Holiday Inn and the Parkade

5th Street was delineated as the natural corridor connecting the Kirkwood Mall, Civic Center and Downtown.

GROUP B

Described downtown as a 6 block area: From Rosser to Main and 3rd to 5th. Chancellor Square was delineated for special signage, and accessibility.

A Town Square should be constructed on the Old Depot Parking Lot.

Other ideas included new development behind the Holiday Inn, a park at Camp Hancock, Parking Ramp across from Exhibition Hall, skywalks connecting the Hospitals, daycare downtown

A bus system, corner directories and redevelopment of the Courthouse area were also suggested.

**GROUP C**

Delineated downtown as a 9 block area: Rosser to Main, 3rd to 6th.

Also delineated the path of an old walking tour. The entire length was two miles.

Identified a potential development area behind the Holiday Inn and a park behind the Baga Building.

Skywalks from the Civic Center to the Parkade and new ramp were described, as well as potential areas for two new ramps: one at the corner of 3rd and Rosser and the other across from the Exhibition Hall.

Potential parks across from the Courthouse, behind City Hall and kitty corner from City Hall were also identified.

### Community Workshop and Task Force Issues List Comparison

Below is a comparison of the issues list compiled from the Community Workshop and the issues list compiled from Task Force in September.

#### Community Workshop

- Need for on- and off-street Parking
- Need to remove Chancellor Square
- Need for better vehicular and pedestrian circulation
- Need for a downtown beautification program
- Need for a public space in the CBD
- Need to extend 1 hour parking to 1-1/2 or 2 hours
- Need for an improved sense of place
- Need to deal with RR barrier
- Need for skywalks
- Need to balance development with green space
- Need for a better blend of business
- Need for better renovations
- Need to recruit new businesses
- Need to increase commercial tax base
- Need for a bus line in the CBD
- Need to maximize use of event facilities
- Need to fill vacant 2nd floors
- Need for improved CBD marketing
- Need for a consistent vision
- Need for better signage
- Need to unify CBD with outlying development
- Need to bury utilities
- Need to enlarge Chancellor Square
- Need to improve access to CBD
- Need for more parking on Main Street
- Need to deal with vagrants
- Need to attract stage events to auditorium
- Need for more one-way streets
- Need for more CBD housing
- Need to renovate obsolete buildings
- Need for more ADA information
- Need to fill Hedahl's
- Need for improved lighting
- Need to figure out ways to pay for public improvements
- Need for better meeting space in CBD
- Need to renovate Main Street
- Need for small business assistance
- Need for shuttle service
- Need for handicapped access to auditorium
- Need to consider parking meters
- Need for a user-friendly CBD

#### Task Force Meeting

- Need to improve traffic circulation
- Need for more parking
- Need for a sense of place
- Need for better connections to civic center, medical buildings and mall
- Need for public and private financing of improvements
- Need to be able to support growth
- Need for downtown identity
- Need to change perception of congestion
- Need for a City Master Plan
- Need for public transit
- Need to examine property tax impact of projects
- Need for skywalks
- Need for facilities/activities to attract people after 5:00
- Need to be more attractive for econ. dev.
- Need to utilize existing buildings
- Need for facilities that attract a mix of tenants
- Need for urban design
- Need for beautification efforts
- Need to reconstruct the mall
- Need to maintain adjacent neighborhoods
- Need to examine utilization of one-way streets
- Need for a design for public space
- Need for historic preservation
- Need to enhance property values
- Need to assess impacts of ADA standards
- Need to assess future of a regional center
- Need to encourage people to live downtown
- Need for a multi-modal transportation system
- Need for access to alleys
- Need to assess expectations for CBD plan
- Need to assess Washington & Main intersection
- Need to assess Chancellor Square traffic
- Need to deal with RR ownership
- Need to identify infrastructure improvements
- Need to identify employee parking areas
- Need to realize the importance of on-street parking
- Need to utilize 2nd floor space

## **Task 102 - Review of Past Studies**

### **City of Bismarck Collection of Past Studies**

History of Bismarck, ND: The First 100 years 1872-1972 (1972)  
Preliminary Design for Bismarck Center (1973)  
Bismarck CBD Needs Analysis (1980)  
Proposal for the Enhancement of the CBD (1980)  
Bismarck-Burleigh County Comprehensive Plan:  
    Part 1: Growth Management Considerations (1980)  
    Bismarck Comprehensive Policy Plan (1981)  
    Part 2: Growth Management Techniques (1983)  
Historic Preservation Data (1982)  
Bismarck CBD Needs Analysis (1985)  
Bismarck Enclosed Walkway Study (1986)  
Bismarck-Mandan Transportation Plan Update (1989)  
Surveillance and Monitoring Report for Transportation Planning (1991)  
City of Bismarck Capital Improvement Program 1992-1996 (1992)

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#### ***HISTORY OF BISMARCK, ND: THE FIRST 100 YEARS 1872-1972 (1972)***

This book, written for Bismarck's Centennial, describes how Bismarck was founded in 1872 and details Bismarck's historical highlights, including descriptions of the people of Bismarck, the economic climate, significant buildings, and Bismarck's reaction to world and national events.

Building openings and closings, and Bismarck's "firsts" were scattered throughout this 300 page book. Photographs of significant people, buildings and events were also found.

#### ***PRELIMINARY DESIGN FOR BISMARCK CENTER (1973)***

This document was the completion of Phase II in a continuing planning and design process for the development of Bismarck Center. The project was to include the construction of public improvements within a three and one-half square block area of downtown Bismarck.

The preliminary design was intended to illustrate a plan for initiating elements of a downtown redevelopment project that included a new commercial spine linking the shopping center with downtown both physically and economically, a concentrated transit service loop, and central park surrounding the railroad depot, a mini-mall street system, and an enclosed skywalk system.

The preliminary design plan included two separate but closely-related elements: a mini-mall system and a skywalk system, that offer circulation options to downtown users, while serving to unify and identify the downtown area.

The mini-mall system converts six blocks of existing streets into a core of one-way traffic, angled parking, landscaped malls, that follows the proposed transit route and serves the maximum number of downtown blocks. The plan provides two lanes of one-way traffic (counter-clockwise) and slightly increased the number of on-street parking spaces while introducing significant amenities such as trees, plantings, street furniture, and coordinated lighting and signage systems.

The skywalk system was designed to offer an enclosed, continuous pedestrian pathway through several downtown blocks initially, as a counter, to the indoor environment appeal of Kirkwood Mall. The skywalk route was to link the Fourth Street renewal site with the J.C. Penney's store, Q & R Medical Clinic (present day City Hall) and the Parkade, with possible extension to the Sixth Street Renewal Site (present day Holiday Inn).

What resulted from this was the Chancellor Square development, that although smaller than envisioned, has many of the same elements as the proposed design. The Skywalk system never happened except for the connection from the Parkade to the Hotel.

### ***BISMARCK CBD NEEDS ANALYSIS (1980)***

The purpose of this report was to study the Bismarck CBD market potential for retail, office, hotel/motel, and restaurant development. The report examines existing facilities and evaluates market opportunities for both current and future development.

The report describes the demographics and economic profile for the region and then focuses on the CBD, including an inventory of businesses.

The report then makes some projections on CBD needs:

**Hotel/Restaurant:** About 400 new hotel rooms with related restaurant facilities were projected to be needed. Since a 150 room Holiday Inn was being planned at the time of the study, one hotel with about 250 rooms were needed to meet projected demands. The hotel should focus on corporate accounts and provide banquet and meeting room facilities to tap into the convention and trade show business. A first-class restaurant should also be built along with any new hotel.

**Office:** During the 1970's, new office development in the outlying areas exceeded that in the downtown by over 80 percent. However, the report determined that one office building of about 100,000 square feet could be built in the CBD, if conditions warrant.

**Retail:** Much of the downtown retail moved into the area shopping centers, thus there was not much of a retail market in the downtown area. Specialty stores in connection with other development may be feasible, especially in locations where it can take advantage of existing and future downtown traffic, employment, and parking.

**Development Site:** The study identified a two-block area that could be redeveloped. The site was bounded by Main and Broadway and 3rd, 4th, and 5th Streets. One block was partially vacant and the City owned nine other parcels on it, so it would have been easy to redevelop. The adjacent block had businesses on it and redevelopment would be more difficult due to the costs involved.

**Access:** The report identified the need for better north-south access and the need for railroad grade separations at 3rd and 5th streets.

**Other Recommendations:** Other recommendations included the need of a beautification effort, new parking areas in conjunction with development or redevelopment, multi-use developments, redevelopment of the south tracks area, and the utilization of skyways to connect key buildings and parking within the CBD.

***PROPOSAL FOR THE ENHANCEMENT OF THE CBD (1980)***

A committee was formed to direct attention to problems of the Central Business District by the Bismarck Downtown Business Association.

This committee outlined Goals and Objectives for the CBD, as well as Needs and Problems for the Downtown. The Central Business District was also defined as the area between 2nd and 9th Street and Rosser to Front Street.

The Committee came up with the following recommendations to enhance the CBD:

- Planters, Trees and Shrubs located throughout the CBD.
- A pedestrian shelter on 3rd and 5th Streets
- Low level pedestrian lighting
- Street Furniture located throughout the CBD.

The committee recommended that Block Grant monies be used to fund the projects, the given price for the projects was a total of \$354,095.

Other Recommendations included:

- 1) An Architecture Review Board
- 2) Open space in the CBD
- 3) Strict enforcement of the Sign Ordinance
- 4) Allow street vending
- 5) Encourage attractive development
- 6) Encourage property clean-up and "greening"

***BISMARCK-BURLEIGH COUNTY COMPREHENSIVE PLAN - PART 1: GROWTH MANAGEMENT CONSIDERATIONS (1980)***

The plan gave a brief description of growth, population and development patterns. Growth constraints were also described. They included growth policies, floodplain, airport noise, soil suitability, topography and costs.

Three alternative plans were established:

Alternative A: Scattered residential development five to six miles surrounding Bismarck.

Alternative B: Growth guided into areas near the City of Bismarck, within a one to two mile radius of the urban limits.

Alternative C: Development would be encouraged near the City and in the free-standing growth areas.

The plan describes the development pattern, revenue, costs, energy conservation, shopping facilities, lifestyle, and government growth management characteristics for each alternative. No recommended alternative was forwarded.

**CITY OF BISMARCK COMPREHENSIVE POLICY PLAN (1981)**

This policy document was a series of goals, policies, and programs that establishes the general policy for the use of land located within the boundaries of the City of Bismarck.

Policy areas include:

Government  
Parks and Recreation  
Business & Industry  
Facilities & Service  
Civic Beauty

Residential Neighborhoods  
Transportation  
Commercial Business District  
Urban Fringe Growth

The goal for the Central Business District was as follows:

*Maintain and strengthen the role of the CBD as a prime cultural, economic, and governmental center of the region.*

There were a number of policies for the CBD under the following categories:

Traffic Circulation  
Pedestrian Movement  
Land Use

Parking  
Historic Preservation

**BISMARCK-BURLEIGH COUNTY COMPREHENSIVE PLAN - PART 2: GROWTH MANAGEMENT TECHNIQUES (1983)**

This plan announced that Alternative Plan B was selected as the preferred plan for the City.

The 1980 background data was updated and new planning areas were developed and described. These planning areas were identified as:

Environmental Protection  
Developed Urban Area  
Urbanizing Fringe/Urban Service Area

Central City  
Rural Areas  
Rural Residential/Urban Transition Area

Each planning area was given a physical description and objectives for each were established. Data sources and growth management techniques were also described for each planning area. Descriptive maps were also included as part of this report.

The objective for the Central City (which included the downtown area) was to *Encourage reinvestment, new housing and develop where services were provided.*

The recommended techniques to reach that objective were:

Capital Improvements Program  
Incentive Zoning  
Zoning Ordinance  
Park Redevelopment

Redevelopment Plans  
Rehabilitation and Expansion  
Subdivision Ordinance  
School Redevelopment

***HISTORIC PRESERVATION DATA (1982)***

Included in this three-ring binder was photographs and newspaper articles about older buildings in the CBD. Included were articles on the history and renovation of the Patterson Hotel, Capitol Theatre, and the North Pacific Railway Station, among others. Also included were National Historic Register Nomination Forms and a list of the buildings on the Historic Register.

***BISMARCK CBD NEEDS ANALYSIS (1985)***

This study was an update of the 1980 Needs Analysis done for the CBD. Since the first study five years earlier, convention and tourism saw a big increase while retail and office absorption was moderate and typically occurred through renovations of existing buildings.

The hotel market had been overbuilt with 600 hotel rooms constructed over the five year period. There was also a concern about parking, although the study did not focus on parking issues. The study noted that most of the new construction was medical related.

The report recommended that a downtown parking study be conducted in order to locate the source of the parking problem and to develop strategies to overcome it.

The report stated that continued development of hotel rooms should be discouraged as this market segment was overbuilt and operating at only 55 percent occupancy. It was projected that continued convention and tourism business will help fill the rooms, but a civic center expansion was proposed in order to target larger conventions.

No new office space was constructed during the five year time period, although 40,000 square feet was constructed elsewhere in the Bismarck area. A top priority for the City was to redevelop a strategic site so that a first-class office building could easily be developed on it.

Retail grew primarily in the specialty store market. The report recommended that the CBD concentrate on attracting businesses that provide shoppers goods (furniture, home furnishings, and appliances), and focus on encouraging more specialty shops and eating and drinking establishments to locate downtown.

***BISMARCK ENCLOSED WALKWAY STUDY (1986)***

This report looked into the feasibility of constructing sidewalks or tunnels in the downtown area. After giving some background data on skyways and tunnels, background was presented on downtown land use, traffic, zoning, parking and utilities.

Building and design criteria were established for skyways and tunnels and costs were established for each. The costs ranged from \$2,000 per lineal foot for tunnels to \$2,500 - \$3,000 per lineal foot for skyways. Funding sources were then identified.

The report concluded that based on cost benefit analysis, skyways were not feasible in Downtown Bismarck at this time. The report describes a few areas where skyway feasibility was studied and steps that would need to be taken in order to make it feasible to link these areas with skyways.

***BISMARCK-MANDAN TRANSPORTATION PLAN UPDATE (1989)***

The purpose of this report was to investigate the current and projected transportation needs of Bismarck and Mandan.

Background info was presented, including an analysis of existing roadway system and transportation characteristics. Identification of transportation issues was then developed. The issues for Bismarck included:

- Arterials through residential areas conflict with through traffic and residential traffic.
- North-South and Washington Street capacity deficiencies.
- Potential for one-way pairs in selected areas.
- Specific street deficiencies and conditions were also listed.
- Lack of developed street system to support arterials in outlying areas, resulting in too much direct land access to some arterials.

The study area was divided into 182 Traffic Analysis Zones (TAZ) which were defined by specific socioeconomic activity occurring in the zone. These characteristics included: Current and projected employment, dwelling units, retail employees, and non-retail employees. A transportation model was then developed based on the socioeconomic data and traffic volumes. Projected volumes were identified for each TAZ.

Deficiencies were identified and system improvement alternatives to satisfy current and project traffic projections were developed. These alternatives were evaluated on their ability to meet the identified deficiencies, other identified factors, and the availability of funds.

A preferred plan was then developed and implementation and prioritization strategies identified.

The primary objective of the recommended transportation plan was to allow greater ease of traffic flow and provide additional north-south and east-west continuity in both cities. Along with identified improvements, a timing and priority schedule was established. Timing of Bismarck improvements included:

**Short-Term:** Projects to be completed through 1995.

- Washington Street Upgrade a minimum of 48 feet to accommodate 4-lanes of traffic
- Upgrade 7th and 9th Street one-way pair to 48 feet
- Upgrade Rosser Avenue to a 48 foot, three-lane facility
- Upgrade Divide Avenue to a 48 foot, three-lane facility
- Main Avenue/Rosser Avenue/Bismarck Expressway improvement
- Upgrade Century Avenue to a 60 foot, five-lane facility
- Upgrade 4th Street to a 48 foot, three-lane facility
- Additional off-street parking along Main Avenue, upgrade Main to five-lanes

**Mid-Term:** Projects to be completed between 1996-2000.

- Upgrade and extend Schafer Street to a 48 foot, three-lane facility
- Upgrade University Dr. to a 48 foot, three-lane facility
- Upgrade Memorial Highway to a 48 foot, three-lane facility
- Complete Bismarck Expressway
- Construct and Upgrade Perimeter/Yegan Road to provide access to Lincoln
- Upgrade and Realign Century Avenue to a 60 foot, five-lane facility

Long-Term: Projects to be completed between 2001-2010.

- Conversion of 3rd and 5th Street to one-way system.
- Upgrade 16th Street to a 48 foot, three-lane facility
- Upgrade 26th Street to a 48 foot, three-lane facility
- Upgrade Century Avenue to accommodate truck traffic

Total estimated construction costs for the Bismarck projects, (including Lincoln access) were as follows (1989 dollars):

Short-term ( -1995)	\$ 9,850,000
Mid-term (1996-2005)	7,950,000
Long-term (2001-2010)	<u>6,550,000</u>
 Total	 \$24,350,000

Right-of-way, administration, contingency, and legal costs were not included.

***SURVEILLANCE AND MONITORING REPORT FOR TRANSPORTATION PLANNING (1991)***

The purpose of the report was to evaluate the projections made in the 1989 Bismarck-Mandan Transportation Plan Update. Data for the program was collected annually to monitor trends in area transportation indicators used as a basis for projections. The report also developed a data base from which future projections and intelligent transportation and land use planning decisions can be made.

The 1989 update based projections on 1985 data, this report used data from 1985-1990 and discovered that population growth hasn't been as great as expected. Projected growth was 1.6 percent annually while actual population was closer to 1.1 percent annually. Household growth also was less than projected. Actual annual household growth was 1.0 percent vs. 1.7 percent projected. Employment growth was less than projected as well. Actual annual employment growth was 1.2 percent vs. 1.9 percent projected.

The report also listed zoning changes, annexations and other information that would impact the traffic forecasts made in the 1989 plan. The report also gives background information on the roadway system, including, mileage, traffic volumes, capacity, projects, the transit system, and the bike/pedestrian system.

Project status updates were presented on the Washington Street Underpass, Memorial Bridge, Century Avenue, and State Street. Recommendations included:

- Revise 2010 socioeconomic projections
- Revise 2010 traffic projections
- Include a pedestrian plan into the transportation update
- Better assess a viable single alternative to address the north-south capacity deficiencies once the Washington Street underpass alternatives have been completed.

***CITY OF BISMARCK CAPITAL IMPROVEMENT PROGRAM 1992-1996 (1992)***

The Capital Improvements Program (C.I.P) was a schedule for the expenditure of funds to provide for the construction of public facilities needed by the citizens of Bismarck and was meant as a tool for use in implementing the City's master plan goals and strategies, as well as long range economic planning. A capital improvement can be generally defined as a major physical improvement to the City that is relatively expensive, lasts a long time, usually does not occur annually and results in a fixed asset. All such items with a cost of \$25,000 or more were included in this C.I.P.

The C.I.P. was divided into the following departments and sub-departments:

**Public Buildings**

Administration  
Civic Center/Auditorium  
Public Library

**Public Safety**

Emergency Management  
Fire and Inspections  
Police

**Public Works**

Forestry  
Roads and Streets  
Solid Waste  
Sanitary Sewers  
Storm Sewers  
Water

**Transportation**

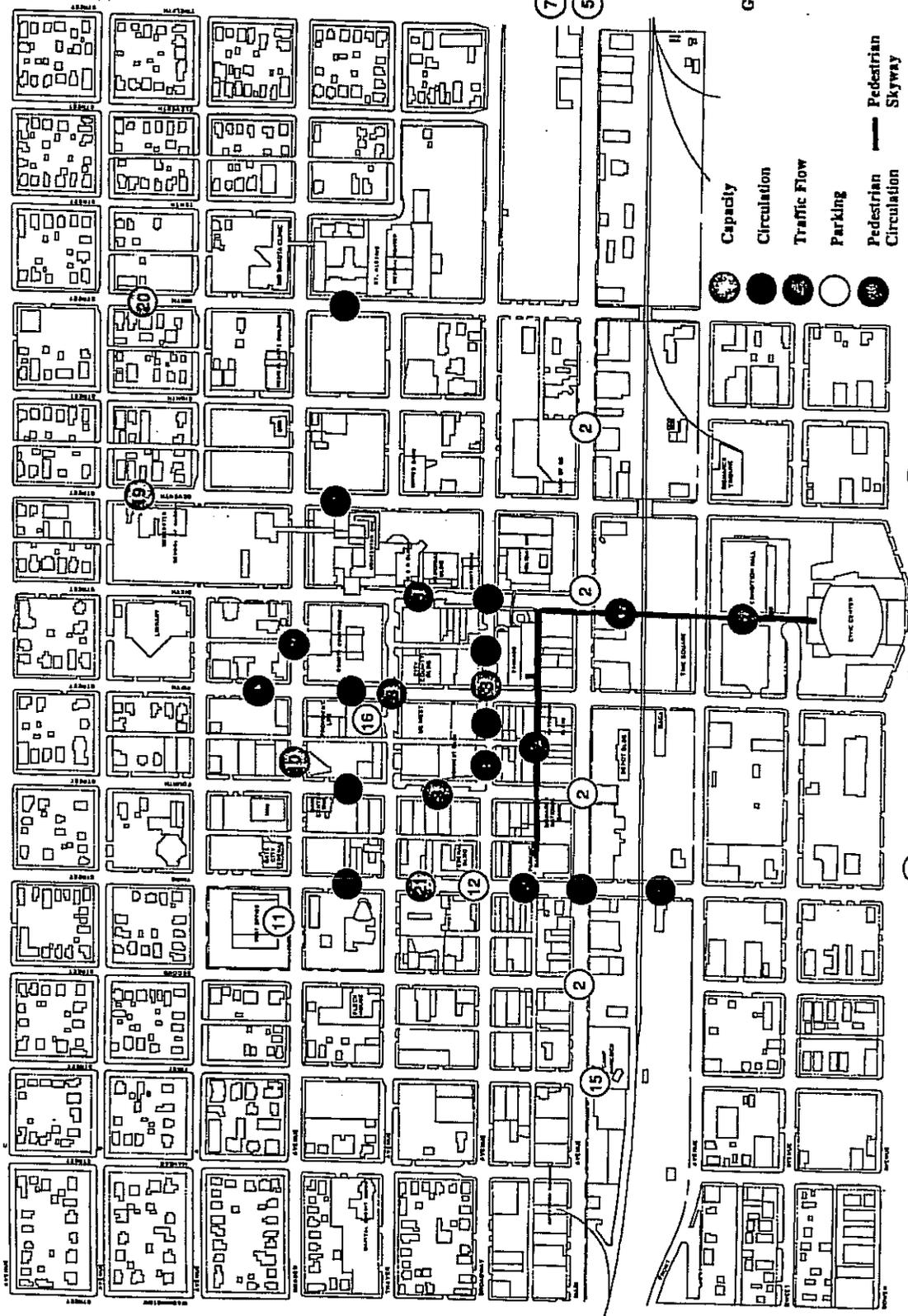
Airport  
Streets and Highways

The 10 most expensive programmed projects and the year(s) of the project are listed below :

<u>Project</u>	<u>Total</u>	<u>Year</u>
Water Treatment Expansion	\$9,118,200	1992-95
Washington Street Underpass	\$6,390,000	1992-93
Civic Center/Arena Seating Expansion	\$6,200,000	1992
W Century Ave. Reconstruction & New Roadway	\$4,000,000	1994
Century Ave. Reconstruction - Washington to State St.	\$3,710,000	1992
Widen Airport Runway 3/21	\$3,024,000	1995
S Washington Reconstruction - Storm Ditch to Burleigh Av.	\$2,500,000	1996
City Auditorium HVAC & Stage Improvements & Atrium	\$2,000,000	1993
Elevated Water Reservoir 43rd Ave. N.	\$1,750,000	1992-93
Develop Airport Cargo Apron	\$1,655,500	1996

APPENDIX T1  
OTHER TRAFFIC ISSUE ALTERNATIVES  
THAT WERE CONSIDERED

# Traffic

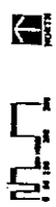


## ISSUES:

- 1 3rd & Main: North & Southbound Lanes
- 2 Main Ave. Parking vs. Left Turn Traffic Flow around Chancellor Square
- 3 North/South One-Way Street Pair Employee Parking
- 4 Skyways
- 5 Park-and-Ride Program (Shuttle)
- 6 Some Collector Streets are too Narrow
- 7 Railroad Grade Separation at 3rd Street
- 8 Improve Traffic Flow along Rosser Avenue
- 9 Short Term Parking at Post Office (15 minutes)
- 10 Two-Way Traffic on 3rd with No or Less Parking on Street
- 11 5th Street as North/South Arterial
- 12 Broadway should be Two-Way through CBD
- 13 Museum Needs Off-Street Parking
- 14 Build Ramp at 5th and Thayer in NW Quadrant
- 15 Pedestrian Safety
- 16 Reduce Vehicle Accidents in CBD
- 17 Identify Problem Areas
- 18 Increase Capacity of 7th Street
- 19 Increase Capacity of 9th Street
- 20 Increase Capacity of 3rd Street
- 21

## General Issues:

Need More Off-Street and On-Street Parking

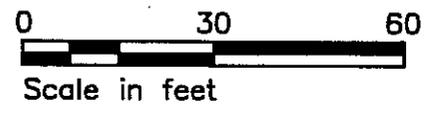
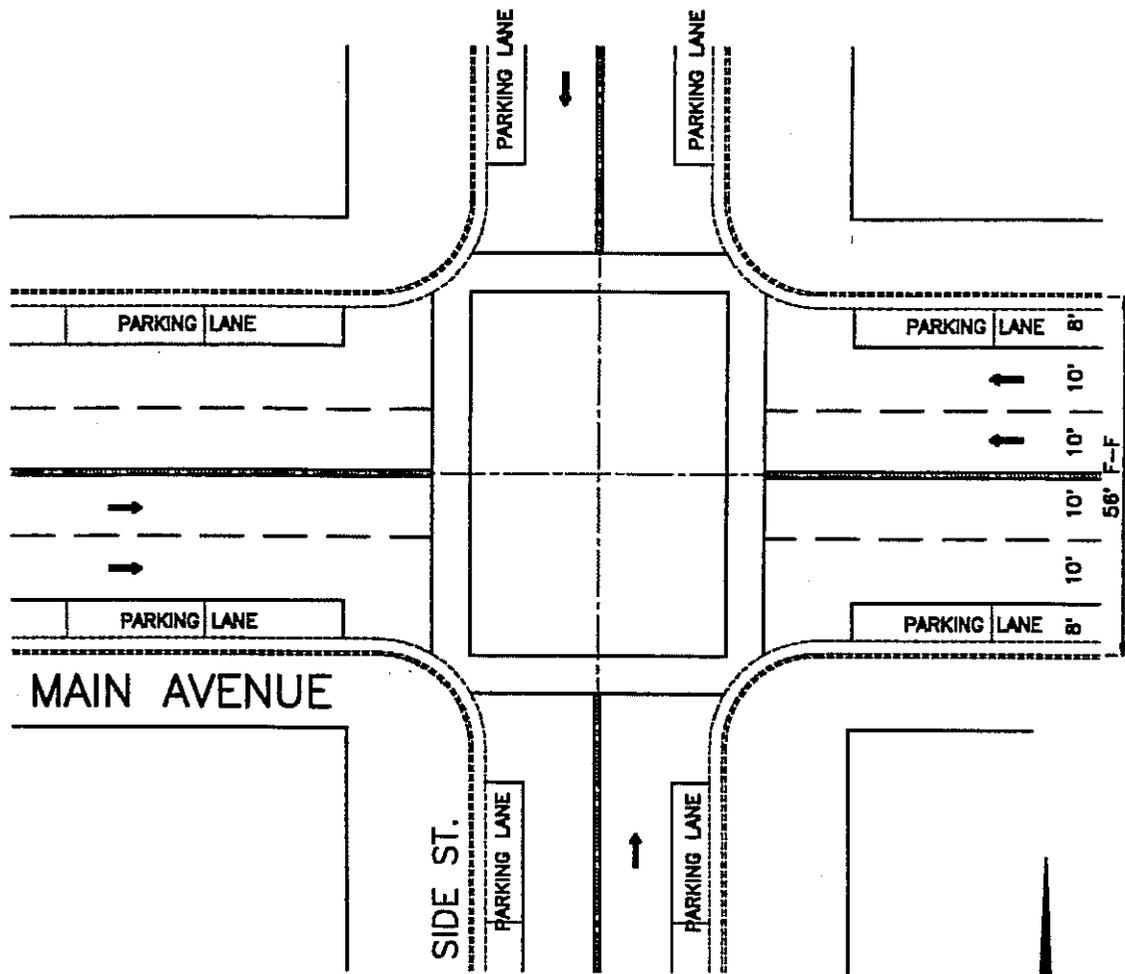


# Bismarck

## Central Business District Plan

DeLorme, Skordive, and Uhan, Inc.  
Boesinger, Reiser, Andrich & Associates  
Manfield Research Group, Inc.

City of Bismarck, North Dakota  
Metropolitan Planning Organization

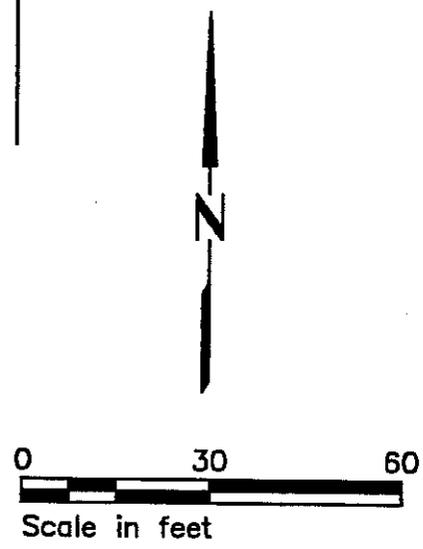
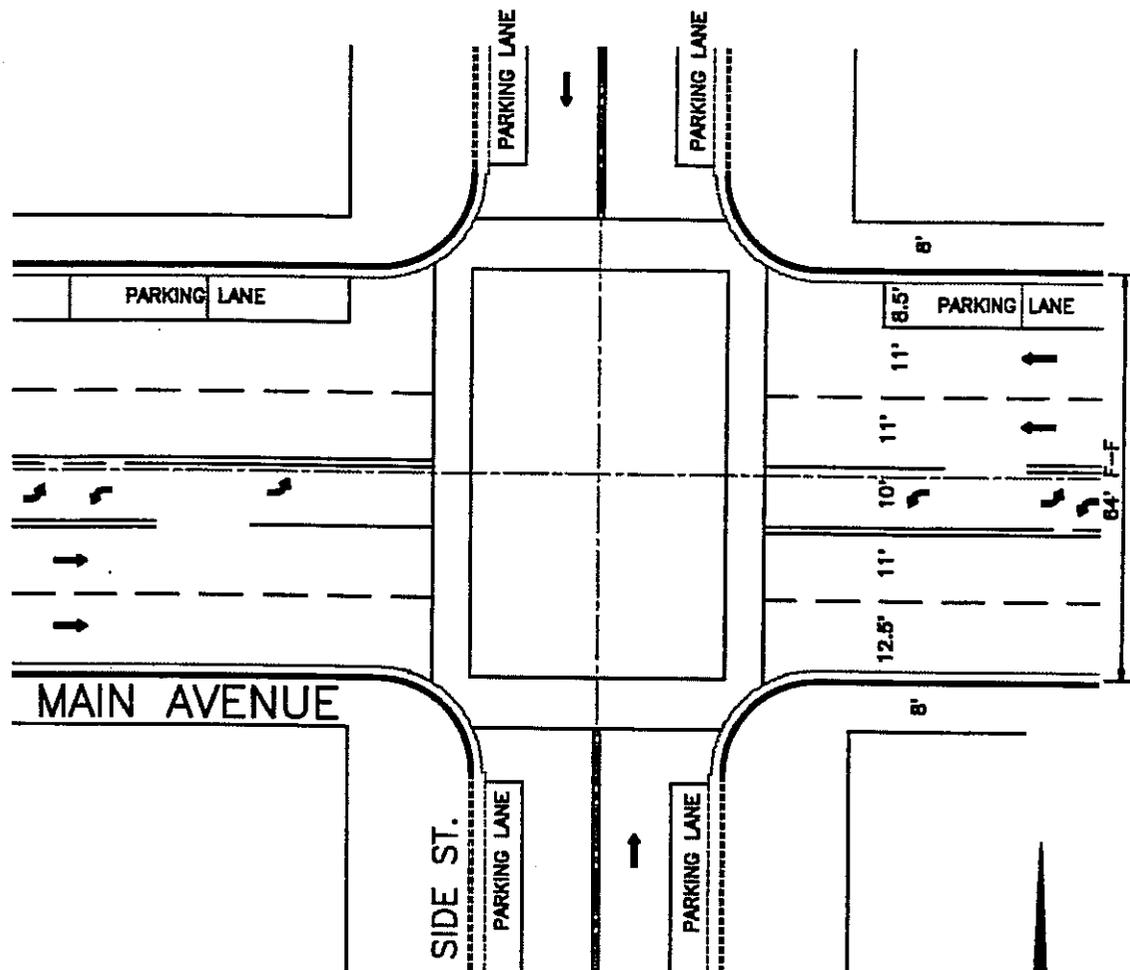


**MAIN AVENUE – EXISTING**

BISMARCK, NORTH DAKOTA  
CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN

FIGURE M1

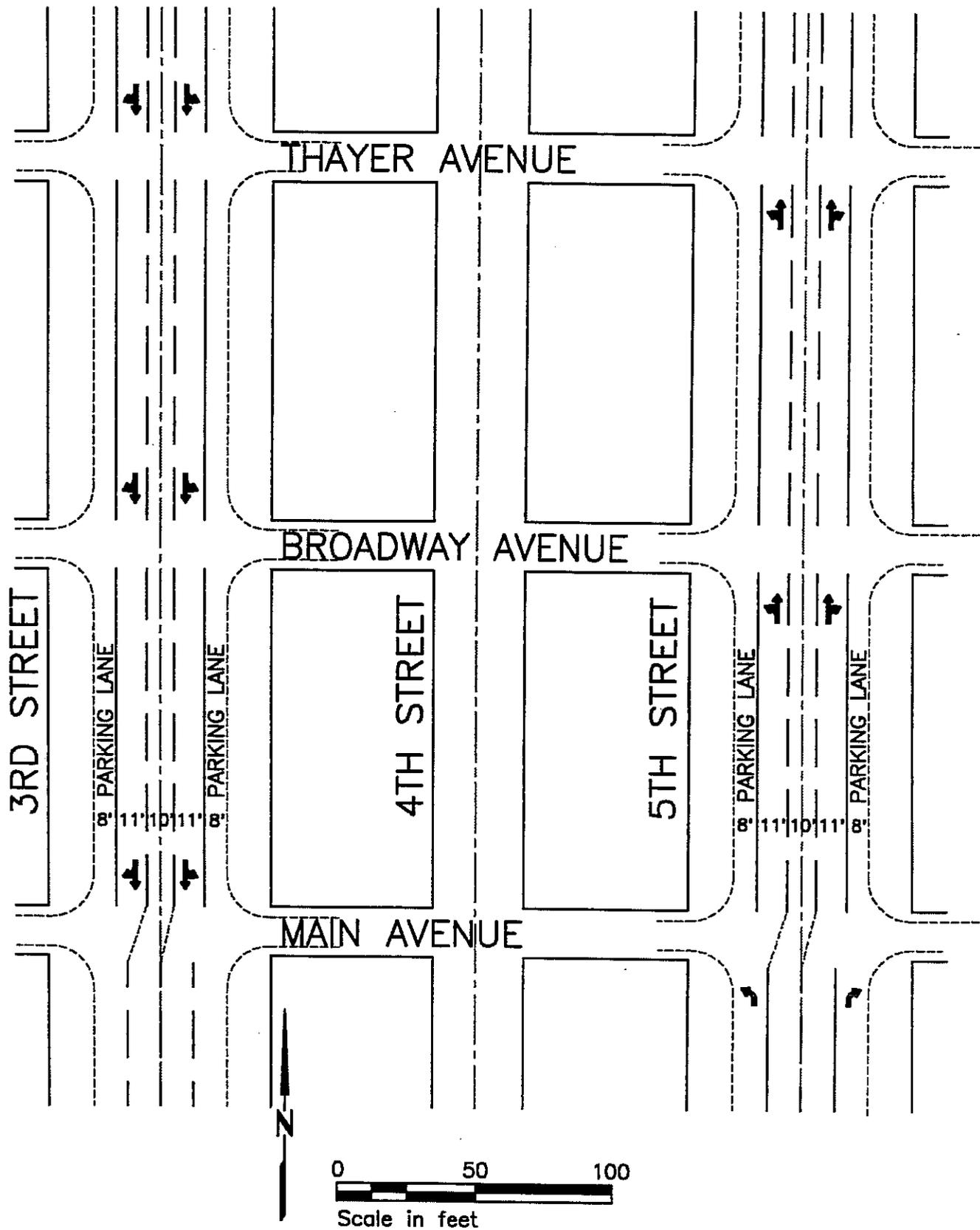




**MAIN AVENUE – ND/DOT PROPOSAL**

BISMARCK, NORTH DAKOTA FIGURE M2  
 CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN



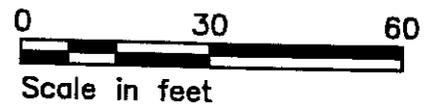
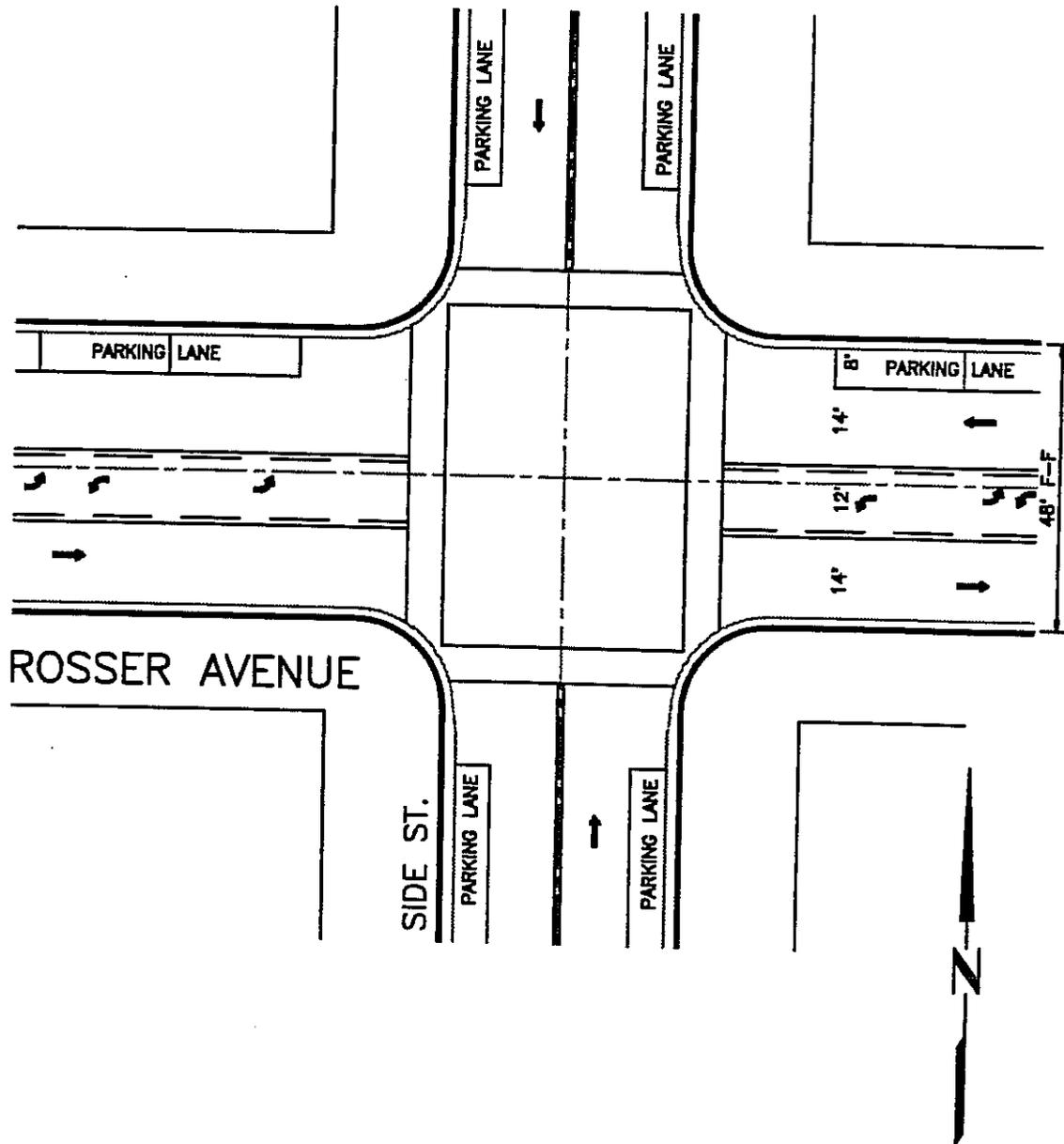


**3RD/5TH - ONE-WAY PAIR ALTERNATIVE**

BISMARCK, NORTH DAKOTA  
 CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN

FIGURE 5



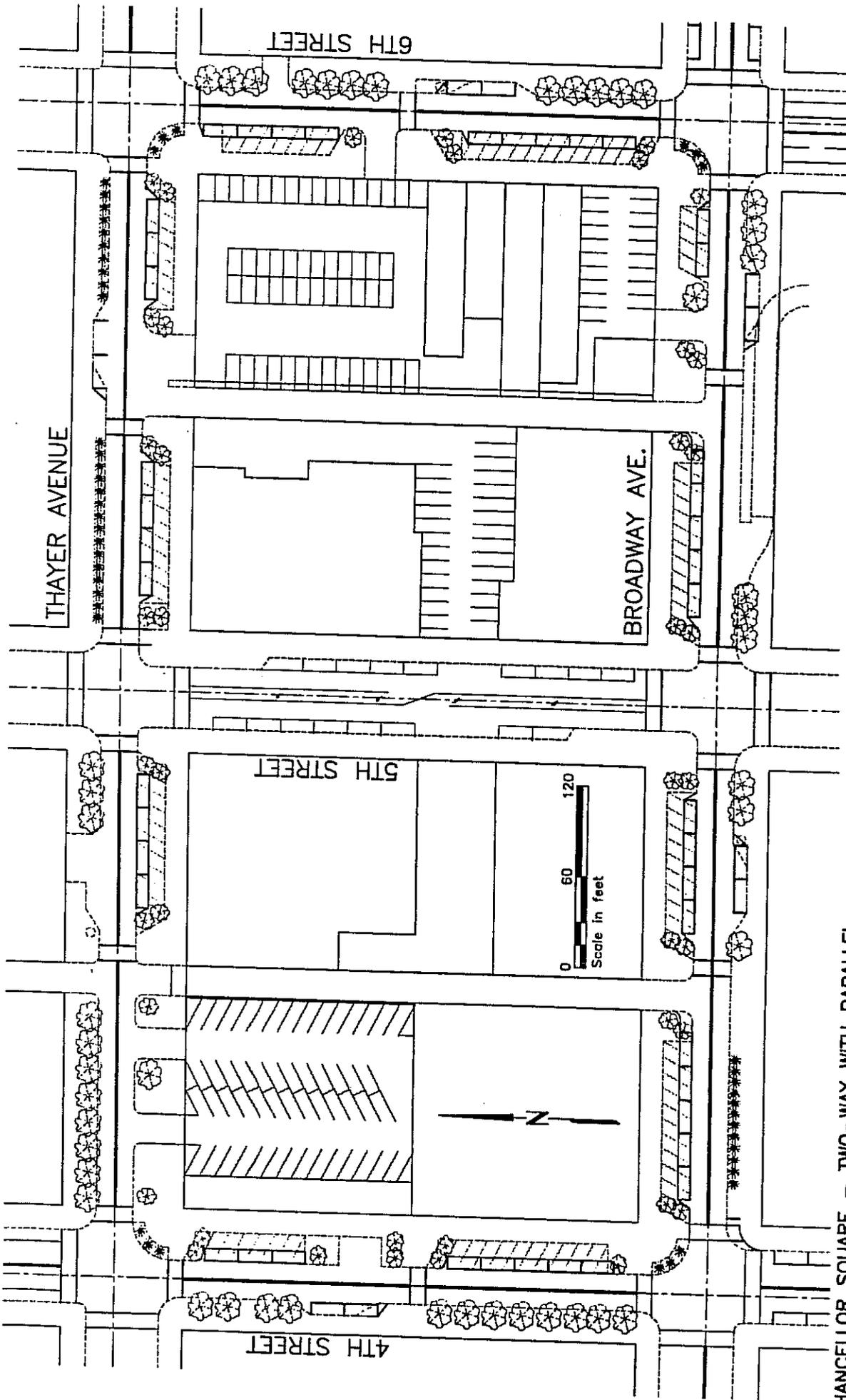


**ROSSER AVENUE – RECOMMENDED ULTIMATE**

BISMARCK, NORTH DAKOTA  
CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN

FIGURE T





Boneatiro  
 Rossene  
 Anderlik &  
 Associates

FIGURE 10

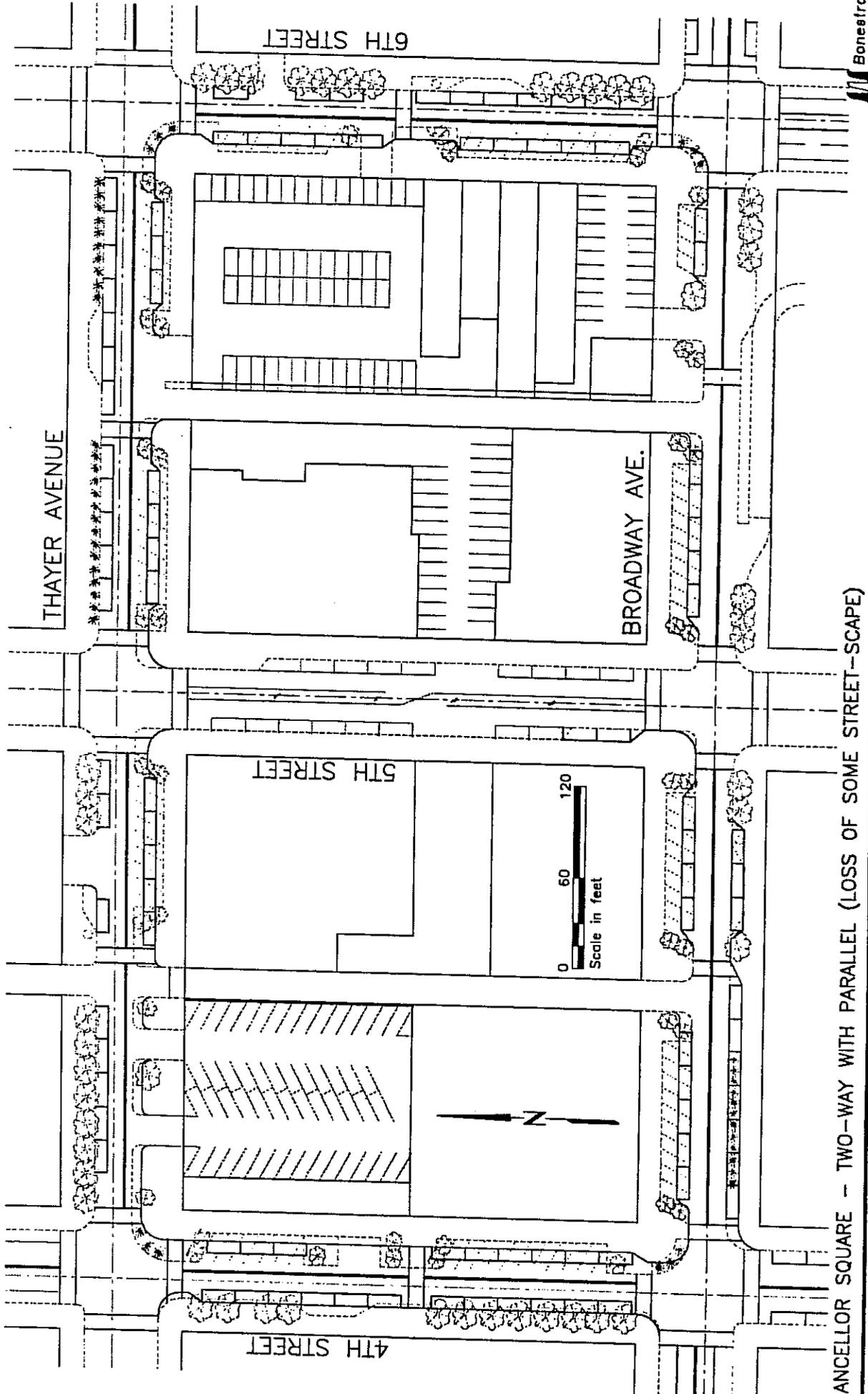
HANCELLOR SQUARE - TWO-WAY WITH PARALLEL

ISMARCK, NORTH DAKOTA  
 CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN

APRIL, 1993

703C50.DWG

CDWM. 23703



CHANCELLOR SQUARE -- TWO-WAY WITH PARALLEL (LOSS OF SOME STREET--SCAPE)

BISMARCK, NORTH DAKOTA

CENTRAL BUSINESS DISTRICT COMPREHENSIVE PLAN

3703059.DWG

APRIL, 1993

COMM. 23703

FIGURE 9

APPENDIX T2  
PARKING RELATED INFORMATION

## EXISTING PARKING

The existing Bismarck CBD parking analysis is based mainly on the 1978 "Parking Plan For Downtown Bismarck". The findings of this study will be summarized below and updated with additional comments if necessary. There was also a 1984 study conducted for the Bismarck Medical District which overlapped into the plan for the downtown area a small bit.

The principal findings of the 1978 study indicated the following:

- 1) The main CBD parking problem is to accommodate employee parking needs.
- 2) During the peak parking time of day, 79% of the vehicles parked in the study area belong to people working downtown.
- 3) Many residential streets adjacent to downtown are used for all day parking by downtown employees.
- 4) 77% of the vehicles parked in the study area were parked for over 4 hours.
- 5) The overall peak parking occupancy of the day was 62%.
- 6) 13 blocks in the study area had parking occupancies of 85% or more.
- 7) Although a short-term parking problem exists in the CBD, it is not caused by a lack of short-term spaces, rather by the over use of short-term spaces being used by long-term parkers. Long-term parking deficiencies exist almost throughout the entire CBD and less than 20% of the short-term parking in the CBD is deficient.
- 8) Approximately 50% of the on-street vehicles parked in spaces with posted time limits were in violation of the posted time limit.
- 9) The existing parking system income is not enough to meet existing expenses.
- 10) There were 10,640 total parking spaces in the study area (2,160 on-street, 410 structure spaces and 8,070 off-street surface lot spaces).
- 11) 17% of the total spaces are public off-street stalls (38% when on-street spaces are included).
- 12) 47% of the parking in the study area was for short term parking (less than 4 hrs).
- 13) The parking peak occurred at 3 pm.
- 14) 70% of the parking in the study area was located off-street.
- 15) On-street parking occupancy ranged from 90 to 67% in the CBD.
- 16) Off-street parking occupancy ranged from 65 to 66% in the CBD.
- 17) Approximately 33% of the CBD blocks were considered at full capacity (greater than 85%).
- 18) Over 75% of the CBD approach traffic comes from the north side of town (of that 56% comes from the northwest side of town).
- 19) 80% of the trips to the CBD originate in the city limits of Bismarck.
- 20) Approximately 12% of the peak hour trips involve shoppers.
- 21) 67% of the people walked <2 blocks from there parking location (90%, <3 blks).
- 22) Employees will accept further walking distances than shoppers.

The recommendations for the above mentioned findings are as follows:

- 1) Investigate the possibility of a van or car pool program for downtown employees.
- 2) Examine the possibility of establishing a shuttle bus service between the Civic Center parking lots and downtown Bismarck to encourage all day parking away from the CBD.
- 3) Construct a parking lot north of the Post Office and Federal Building.
- 4) Construct a parking lot north of Bismarck Hospital.
- 5) Establish a permit system to eliminate downtown employee parking on residential streets.
- 6) Increase the cost of repeat tickets to discourage all day parking on downtown streets.
- 7) Establish a uniform time limit for parking on downtown streets.
- 8) Establish a minimum fee of 50 cents per day for parking in public parking lots.
- 9) Re-mark existing parking lots to accommodate 25% compact vehicles.
- 10) Consolidate existing off-street parking lots to better utilize space.
- 11) Set policies to establish framework to guide development of parking in flexible manner.
- 12) Refine parking space needs and financial requirements.
- 13) Develop new facilities with a) private enterprise only, b) private enterprise with government guidelines, or c) by government alone.
- 14) Fund with annually dedicated capital improvement dollars, use all net revenue from public parking facilities for parking improvements, create local parking revenue bonds, parking authority bonds, general obligation bonds, assessment districts, or tax increment financing. Federal Highway funds may also be available.
- 15) Organize and pro-actively manage the CBD parking and its needs.

Objectives:

- 1) Consider all parking facilities in the CBD as a single system.
- 2) Maintain coordination between all parking facilities.
- 3) Develop a time-stage strategy to accommodate future needs.
- 4) Contemplate multi-use parking facilities.
- 5) Locate new facilities based on direction of approach.
- 6) Provide sufficient space for present demands and a surplus for future demand.
- 7) Spaces for retail areas should be located within 1 & 1-1/2 blocks of the destination.
- 8) Keep costs at a minimum.
- 9) Conserve land (build structures) to minimize walking and increase available tax base for other buildings.
- 10) Establish design criteria to ensure aesthetically pleasing parking facilities, and sign the access points to make flow efficient and easy.

1993 Updated Comments based on the above findings and recommendations are as follows:

- \* A car pool program would not likely be successful due to the relatively short trips that are taken by the majority of drivers.
- \* Consider restricting parking on arterials and major collectors during peak traffic

periods.

- \* Increase fines for vehicles parked in peak hour restricted areas.
- \* Do NOT establish uniform time limit for on-street parking. Instead fit the time limits to the type of parking needs of the customers utilizing the adjacent businesses. Locate the high turn-over stalls in the mid-block sections to decrease interference at the intersections and to provide better traffic flow and capacity.
- \* If off-street public parking fees are implemented, determine maximum fee that will not deter business yet raise as much revenue as possible.
- \* Do NOT re-mark existing parking lots to accommodate smaller vehicles.
- \* Identify public and/or private parking lots that can be converted into parking structures.
- \* Eliminate on-street angled parking on 4th Street between Main and Broadway, due decrease vehicle conflicts and increase roadway capacity.
- \* The off-street parking inventory was updated in 1992 for the CBD area.
- \* All parking meters in Bismarck should have first 15 minutes free.
- \* Give each public parking lot a name to increase the awareness of the public as to the location and the existence of parking facilities. There are many possibilities for names, such as location, historic names, etc.
- \* Don't scare the customers away from downtown by giving everyone a ticket, but try to discourage employees from parking in the prime downtown parking spaces which should be used by customers.



# BISMARCK PARKING

FIGURE ONE  
STUDY AREA

BLCK	FACE	NO	LMT	10 M	1 HR	2 HR	LD	ZN	TOTAL	BK	TOT'78	BA	DIFF
14	S				13				13				0
16	E				14				14				0
17	N								0	31	23		8
	S								15				
	E								8				
	W	4			4				8				
23	S				13				13				0
24	S				9				9				0
25	S				8				8				0
26	N				12				12	45	36		9
	S				11				11				
	E				12				12				
	W				10				10				
27	N				8				8	43	39		4
	S				12				12				
	E				11				11				
	W				12				12				
28	N				10				10	23	22		1
	S								0				
	E				5				5				
	W				8				8				
31	S								0				0
32	S								0				0
33	S								0				0
34	N								0	7	36		-29
	S								0				
	E								0				
	W					7			7				
35	N	12							12	43	31		12
	S					3			3				
	E					14			14				
36	W	14							14				
	N	10							10	25	48		-23
	S					5		2	7				
	E	8							8				
	W								0				
42	E				9				9				0
45	E				10				10				0
48	E				9				9				0
50	N				10				10	44	34		10
	S					14			14				
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	W				10				10				
51	N				9				9	39	32		7
	S			1	9				10				
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52	N				9				9	32	24		8
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53	N					5			5	39	31		8
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54	N			12			12	35	32	3
	S			11			11			
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55	N	1		8			8	53	52	1
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	W			16			16			
56	N			12			12	40	30	10
	S			12			12			
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	W			10			10			
57	N			12			12	54	37	17
	S			14			14			
	E			16			16			
	W			12			12			
58	N					2	2	42	25	17
	S			11		3	14			
	E			14			14			
	W	3	1	8			12			
60	N						0	22	26	-4
	S					1	1			
	E				9		9			
	W			12			12			
61	N						0	11	49	-38
	S						0			
	E						0			
	W					11	11			
62	N				11		11	43	44	-1
	S				12		12			
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63	N				14		14	38	35	3
	S				12		12			
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64	N		9	7			16	60	55	5
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65	N						0	14	26	-12
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67	N				6	7	13	36	31	5
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	W			13			13			
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73	W					4	4			0
80	N			8			8			0
	S						0			0

81	E					0				
	W					0				
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	E		4			0				
82	W					4				
	N				2	0				
	S		13			2	36	24	12	
	E	2	6			13				
	W	1	12			8				
83	N					13				
	S					0	10	17	-7	
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	W		10			0				
84	N					10				
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85	N		6			0				
	S					6	6	8	-2	
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90	N					0				
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92	N					0				
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		81	37	735	167	44	1064	937	951	-14

LIST OF OTHER CITIES  
WITH PEAK HOUR PARKING RESTRICTIONS

CITY	POPULATION	CONTACT	PHONE
MINNEAPOLIS, MN	370,000	BILL BRUNEAU	(612)673-3000
ST. PAUL, MN	270,000	DWAYNE JAGIELLO	(612)298-4323
BLOOMINGTON, MN	82,000	LYLE BERG	(612)887-9611
ST. CLOUD, MN	43,000	(CONSIDERING)	(612)255-7200
RICHFIELD, MN	38,000	KEN SHERMAN	(612)861-9700
COTTAGE GROVE, MN	22,000	LES BURSHTEN	(612)458-2808
MADISON, WI	170,600		
MILWAUKEE, WI	636,200		

The  
**DOWNTOWNERS**  
Downtown Business Association

EXHIBIT B

701-223-1958  
400 E. Broadway, Suite 417  
Box 521  
Bismarck, ND 58502

## Press Release



For More Information, Call:

Stacey Hofferber-Exec. Director 223-1958  
Troy Rosenbrook-President 222-5129

For Release 8:00 AM  
May 03, 1993

### Downtowners release results of CBD parking survey

There is currently underway a study that will influence the future of Bismarck's Central Business District (CBD) for years to come. The study, which is being completed by Dahlgren Shardlow and Uban in conjunction with the Bismarck Planning Department, is an attempt by the city to plan and actively manage the future of the city's downtown.

The Downtowner's Association has taken the initiative to conduct a survey of downtown businesses, landowners and residents to determine their thoughts on a variety of topics for inclusion in the study.

The association surveyed approximately 375 individuals and businesses with 135 responding. As expected, some results were predictable. Other results were somewhat of a surprise.

Most people consider parking the single most important factor in determining the fate of downtown Bismarck's future. Based on the results of the survey, a large majority (78%) were against lengthening parking limits and believed they should be left as is. Even so, there were a substantial minority that desired some shorter term parking, 15 to 30 minutes. Clearly, a diversity of parking needs must be met in the CBD. Perhaps a certain percentage (20%-30%) of the total

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parking spaces in each block should be set aside for 15 and/or 30 minute parking. This would help to ensure the parking turnover that many businesses require. The remaining spaces would be left for slightly longer term parking, which the majority demand.

In Chancellor Square, diagonal parking is clearly preferred by almost an 8 to 1 margin over parallel parking with most people satisfied with the current parking configuration. As important as parking is, 68% of respondents were against removal of the greenery even if it provided additional parking.

The preferences regarding one-way streets in downtown were not as clearly identifiable. There was nearly equal support for their removal as there was for keeping them. What was more clear was the opposition to one-way streets through downtown.

When discussions about improving Main Street a year ago included removal of some parking spaces, the plan had to be withdrawn partially as a result of the negative public comments. Again, over 75% of those responding were unmistakably against the removal of any parking and were not even interested in the removal of parking on one side of the street. 96% believe that parking is a major consideration for people coming into the CBD. Unfortunately, half of the respondents do not believe the new ramp at Third and Main will help.

Park and Shop, which is administered by the Downtowners, received very strong support but many believe the program is not widely understood by either businesses or customers in spite of it's obvious benefits. It's promotion will need to become a higher priority with the Downtowners. This promotion will

take, among other things, money. A possible source of this promotion could come from the fines collected in the CBD. A large majority (73%), agreed that parking ticket revenue should be earmarked for economic development in the CBD. In fact 56% were in favor of privatizing enforcement of parking regulations with the revenue designated for downtown public improvements.

The majority favored courtesy tickets for out of state violators but weren't interested in increasing the fine amounts to help deter abusers

Naturally, this information will be a vital part of the current study being completed. The results will have a direct impact on the recommendations made in that report.

Additional information is available from the Downtowner's office.

EXHIBIT C  
PARKING SURVEY COMMENTS

- 1) Downtown parking. More parking needs to be available for our customers. Too many downtown workers and employees are parking where our customers should be able to park. How about have some 15 minute, some 30 minute and some 1 hour parking?
- 2) We need more parking ramps, immediately. I own City Center. We have no parking for the remaining vacant space in the building which is about 13,000 square feet. We will pay tenants for hourly parking in the parkade, until we can get close by, monthly parking. There may be a lawsuit over this parking (lack of) by several building owners in the future.
- 3) The greenery in C.S. is the one attractive feature of downtown, otherwise it will be a concrete jungle.
- 4) In order for any downtown business to survive, the on street parking needs to be solved. On street parking needs to be provided for downtown retail trade in order to compete with the shopping malls. Retail trade will not use the parking ramps. The parking ramp needs to be used by the downtown office workers which are now using on street parking. Shortening the parking limits and increasing the fines should discourage workers from moving their vehicles every hour. Development of any future office space should be tied into the parking ramps whereby the office space would be forced into providing parking ramp space for its workers. It should be mandatory for all downtown employers to provide employee parking in a ramp or lot. We will not survive.
- 5) The blue and green levels of the parkade by the elevators should be blocked off between 8 and 10 a.m. to leave it to the hourly parking after 10:00 for all day.
- 6) I think store owners, their employees, and some of the professional people should be more considerate of the other businesses and not park on the street themselves. It affects their business too.
- 7) Having served as Executive Director of the Downtowners, thus having first-hand knowledge of the perplexities of downtown parking problems, Park-and-Shop, etc., I think one of the most exciting proposals, is the idea of privatizing parking enforcement, with resulting revenues to go to the downtown area! I also think that there should be greater emphasis put on educating the public regarding Park-and-Shop tickets. I wish you good luck in dealing with these problems!

8) Employee's who work at downtown businesses should not be allowed to park their cars for an eight hour period. Even though, they run out and move them on the hour. The Kirkwood Mall employee's are not allowed to park right in front of their employment. They enforce their laws at the mall. It's time the Downtowners take action and enforce their own laws and rules. Let's make downtown the best place to do business! Start now!!

9) The shopping public does not like to be bothered looking for a parking spot. I think a lot of parking spaces are used by people who work downtown. We need to have parking like the new ramp be affordable so that working people can park in the new ramp. Park & Shop only works if there are spaces available and then only if it's convenient. I believe most downtown shoppers have a merchant in mind when they are looking for a place to park. They don't need long periods of time to park they need easy availability of parking spots.

10) We need a new Mayor and some new Commissioners!!!

11) People are like cattle - they follow the leader and if the leader tramps across the greenery, so does everyone else. We need leadership that takes a more obvious roll!

12) Need more parking - could be ramps, etc. at 3rd & Rosser! Now!

13) Parking: The City & Parking Authority should immediately begin planning the next parking ramp in the NW or NE quadrant of the CBD. Consideration should be give to smaller, more user-friendly ramps -- they don't all have to tower 5 or 6 stories above the streetscape. Providing more off-street (e.g., ramp) parking for employees & customers will be key to the continued revitalization of the downtown area. Traffic: Two-way traffic should be restored to Chancellor Square as soon as possible. There is no reason this can't be done while at the same time maintaining attractive landscaping. Also, the City should declare a moratorium on street closing (e.g., hospital/clinic areas) -- they have done enough damage to traffic circulation to last a long time...

14) The parking ramp should have the 1st level all hourly parking. Retail merchants should put more financially into parking to accommodate there customers.

15) KFYZ employee tie up too many downtown spots!!!

16) I'm not familiar with Chancellor Square. Would have been nice to know where it is so i could have answered the questions.

17) Who do Fredrickson's on 4th Street get so many parking spaces??? One "blue marked space" should be sufficient!

- 18) Advertise that the park and shop coupons are good for one hour only per coupon. The alleys in downtown should be kept cleaned better, for instance the alley between 5th & 6th and Main & Broadway. There should be more skywalks between business and parking ramps. Encourage more downtown beautification projects, also encourage business people to keep their properties clean and sidewalks weed free during summer months.
- 19) I think a portion of the lower level of the 3rd & Main ramp should be set aside for Park & Shop, or for general parking.
- 20) Buy the buildings on the southside of Main and remove front parts, or whole building, to add width to Main so we can keep parking on both sides, and still have a 5 lane (with turn lane) street.
- 21) If you can get KFVR employees to quit parking on the street there would be less of a parking problem at least on 4th & Broadway area.
- 22) Employers should insist their employees do not park on the street! Having to leave work and move your car every hour is not good for anyone concerned.
- 23) 23 - mental state people will park 2 block from mall door but want to be in front of building downtown. Mall - if you can see door from where you park it is acceptable. Downtown - can't see entrance - mental block not to stop.
- 24) We need more parking lots or acceptable spots for customers.
- 25) We definitely need more downtown parking!! It is hard to keep employees when they have to hoof it 4-5 blocks one way just to get to work at a downtown location.
- 26) 12 - Bismarck citizens & employees downtown spend more money in this downtown area than people out of state. Rarely do you see out of state license downtown. Many dinner hours, lunch hrs., coffee breaks and quick errands are done by the employees working downtown. These employees are the reasons for many business (that are open) in their area. Lets say a Big "Thank You", not penalize these people so they too go the "Mall" for their breaks. Thanks. Maybe a reduced parking rate for the people that work downtown? How about total sales receipts for 1 month at agencies downtown and see how much it spreads?
- 27) I see no reason why on street parking is enforced until 3pm on Monday nights. Seems more and more we are doing all we can to keep people out of the downtown area not stimulate its use!!

- 28) No new offices should be allowed downtown unless the developer provides parking. Downtown parking limits are designed for the benefit of the few retailers in a 2 block area. People doing business at offices often require more than 1 hour and generally are ticketed. I'm not in favor of paying fines so a few can benefit at the expense of the majority downtown.
- 29) 19 - IF employers promote the use of the ramp rather than street parking!!!
- 30) The problem is office workers using the parking space. They simply move their cars every hour. If employers could offer free parking to their employees to keep their cars off the street and give the retailers a chance. I feel very strongly the tickets have to be increased. Also repeat offenders should pay increasingly higher fines.
- 31) On-street parking is extremely important to retail! To lose any parking on Main Street would have a major impact.
- 32) Still to many downtown employees parking on the street. Chancellor Square should be put back the way it was.
- 33) More police enforcement is needed downtown, to eliminate driver running stop signs i.e. at 4th & Broadway.
- 34) I'm particularly concerned about 1 hour parking and the Green Earth Cafe. It is very annoying to run 5 minutes over for lunch and have a \$5 ticket. They must lie in wait during the noon hour around that block!
- 35) Employees of downtown businesses parking on streets is really bad and employers should come down strong on their employees parking there.
- 36) Most people perceive there is no place to park downtown - I believe there are many places to park if you do not mind walking a block or two. If employee's and store owners would refrain from parking on the street there would be even more parking spaces.
- 37) Parking ramps are nice, but your going to have more employee monthly parking renting than public use. Older people do not like to park in ramps. People pay taxes to park on street, no parking meters are going to help. The women/men who tickets and mark tires are rude, they don't need attitudes when tax payers are paying their wages. Parking should be increased in time to 2 hours instead of 1 hour.
- 38) 9 - if the markers have a schedule and not hit and miss.  
11 - on a sliding scale. 12 - for one hour. 14 - very few customers will use parkade.

39) We just have too many people running in and out every 1/2 hour and moving their vehicle.

40) Downtown parking limits should be increased to 90 minutes.

41) Parking is a big concern downtown. I own a business on Mandan Street and own my own parking. Our clients say how nice it is to have the space right outside the store.

42) What about street parking for those who work in the Washington/Broadway area? Where are employees and customers to park?

43) Employers and employees - radio, insurance, dental office, etc. are worst offenders moving cars to keep ahead of tickets. As a courtesy to those who want to shop downtown employees and employers should leave all street parking for them.

44) Something should be done regarding the personnel of the APCOA offices and booths. Their people are about as unprofessional as you can get! Diane, as their supervisor, is one of the worst ones. Their people are grouchy, rude and unrepresentable. Park and Shops are great but I don't appreciate hearing negative comments from my customers regarding the treatment they receive from ramp personnel.

45) Any efforts to further limit downtown parking should be opposed vigorously by the downtowners and personally by their membership.

46) The parking ramp on 6th Street was a good thing when it was build but now is really a hazard. More rapes, robberies and injuries can occur now no matter what time of day. Elderly people and some younger people have a fear of driving up the ramp. I didn't even know they still had park and shop because I never shop downtown. No matter how many parking ramps you have there will always be cars on the streets like there is now. One way streets would just confuse the out of staters, elderly, and some of the people who hate to drive in the city. Chancellor Square is one of the biggest waste of time in Bismarck. It confuses the out-of-state people and ticks off some of the rest of us who live and work here As long as the money has already been spent for the greenery, leave it. Downtown is just a lot of office buildings anyway and it would look worse without the greenery. The only thing that could bring more business to downtown is if there was a big mall down there or a museum. Either have all diagonal parking or no diagonal parking. Parking tickets are only effective if you give them out instead of only when you feel like it or when it's quota time. If you start breaking down the money from tickets for downtown then you will have very little if any business.

47) It may well not be simply a parking problem which deters shoppers, but the variety and mix of retail stores and also a lack of aesthetic beauty. A number of store fronts need cleaning up and updating.

# KALAMAZOO IS PROOF: PRIVATIZING PARKING WORKS

## “HIGH-SERVICE, HIGH-VALUE” OPERATION QUIETS CRITICS

BY DAVID M. FEEHAN

**M**any cities have experimented with privatizing their municipal parking systems in recent years. These experiments have been successful in some cities; but no city had handed over its entire downtown parking operation to a nonprofit downtown revitalization organization until Kalamazoo did so in late 1989. The results have been remarkable.

*DKI's goal was to make parking a marketable asset for downtown Kalamazoo. The master plan included free weekend parking.*

Like many cities of similar size in Michigan and elsewhere, Kalamazoo was caught between escalating operational and maintenance costs and political pressures to maintain a low-rate structure. The city was subsidizing the parking system to the tune of approximately \$100,000 by the late 1980s; yet downtown merchants were sharply critical of municipal operational policies and lack of maintenance.

It seemed like a no-win situation for city officials, until the newly formed Downtown Kalamazoo Inc., an umbrella organization that staffs and manages the public Downtown Development Authority as well as two subsidiary charitable corporations, proposed taking over responsibility for the entire parking system in 1988.

*continued on page 34*



*David M. Feehan has been president of Downtown Kalamazoo Inc. since May 1989. He has been responsible for privatizing the downtown parking system and has overseen the launching of a \$93 million downtown development project — Arcadia Creek. He has more than 20 years experience in economic and community development.*

Kalamazoo is an economically healthy city with a surprisingly attractive and vital downtown. Kalamazoo built the nation's first downtown pedestrian mall in 1959. And while other cities with pedestrian malls were in the process of removing them, Kalamazoo pointed with pride to the fact it had maintained two high-quality department stores and many other successful smaller shops on its mall.

With a population of 80,000, many of whom are white-collar employees of major firms (The Upjohn Company and First of America Bank Corp., for example) or are health-care or educational professionals (Western Michigan University and two regional hospitals are located in the city), Kalamazoo attracts people from all over the U.S. and from foreign countries as well.

According to Dale Wierenga, chairman of Downtown Kalamazoo Inc.'s Board of Directors, "Kalamazoo, like a few other smaller cities — Boulder, CO, and Madison, WI, come to mind — is a college town with an extremely stable economy and a very high quality of life."

**PARKING SPARKED  
CONFLICT**

Despite a healthy local economy and a generally efficient and well-run city government, the municipal parking system had become the focus of bitter conflict between city officials, downtown business leaders and other parking system users during the 1980s.

One point of conflict was the city's decision to install electronic meters. The city replaced all of the system's mechanical meters with Duncan EPMS in 1988 and found that this early version was plagued with problems.

Another criticism voiced by the business community was the lack of maintenance. The city had been forced to remove 150 spaces from service in

one of the three parking decks because of structural problems created by deterioration of post-tensioning cables. Lights were not replaced on a regular basis, so each structure regularly had 40-60 ceiling lights out. Elevator cars and parking structure walls were marked with graffiti; cigarette butts and other refuse littered entryways and stair towers.

Business and property owners also

complained about rudeness by employees and parking system practices that seemed designed to drive shoppers away.

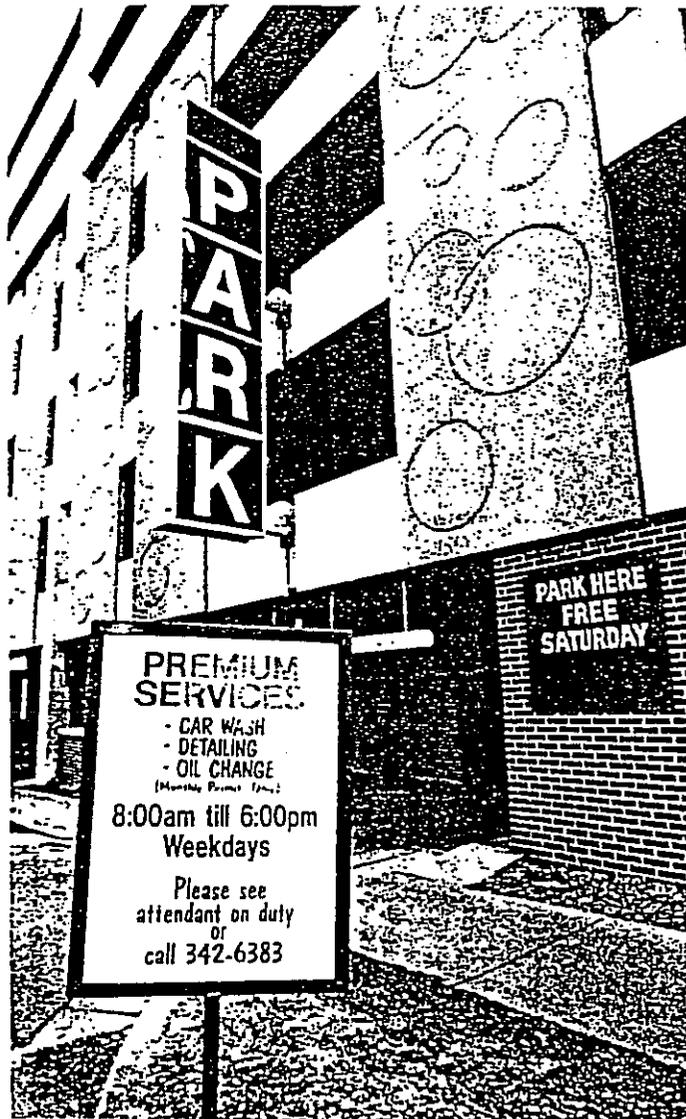
After some difficult negotiations, the city finally agreed to lease the entire downtown parking system — garages, surface lots, meters and equipment — to the Downtown Development Authority, which in turn contracted with Downtown Kalamazoo Inc. (DKI) for overall

management.

DKI issued a request for a proposal to hire a private firm to provide day-to-day operations and maintenance. Competition was fierce, but the contract winner was AMPCO Parking (formerly Parking Properties, a division of Coyne-Kangesser Co., based in Cleveland, OH).

DKI assumed control of Kalamazoo's downtown parking system August 1, 1989. The system consisted of approximately 5,000 spaces.

Today, with some recent additions, DKI manages 5,437 spaces, with 1,691 street meters and 2,527 spaces in structured parking. The remaining 1,219 spaces are on both attended and



*For a modest fee, AUTOPARK's monthly parkers can have their cars washed and detailed, and the oil changed.*

# PUTTING "SERVICE" BACK INTO KALAMAZOO PARKING

## DKI'S POLICY: THE CUSTOMER IS ALWAYS RIGHT

"How would the parking system operate if it were run by Nordstrom's?" This question framed the early discussions within Downtown Kalamazoo Inc.'s (DKI) parking committee as it prepared to assume control of the municipal downtown parking system.

Creating a parking system that viewed users as customers rather than potential violators was a formidable task. But parking committee members understood that a downtown system that depends on user revenues had to figure out a way to compete with suburban malls and office parks where parking is free. Downtown had to offer value — and service.

DKI's original services and operations master plan included these free services:

- Escort service,
- Package-carrying service,
- Dead battery (jump start) service,
- Lock-out service,
- Free downtown information

(brochures, schedules, etc.) at all cashier booths, and

- Valet parking at selected locations.

In addition, the plan called for an aggressive expansion of the merchant validation program, improved signage, rebuilding and restriping surface lots and a "customer is always right policy." This policy simply states that in any dispute, the customer is to be given the benefit of the doubt.

Along with these free services and

unattended lots. The basic rate structure starts with a 50-cent-per-hour rate, with longer term and monthly parking charges adjusted accordingly.

### BUMPY TRANSITION

The transition from a municipal "violation-oriented" system to a private "customer-oriented" system was not altogether easy or smooth. AMPCO Parking and DKI elected to operate the system using the same policies and personnel as the city for the first 90 days to determine with some certainty how the system was

*continued on page 36*

policy improvements, DKI also added "premium" services in each of the parking decks. Any monthly customer can get a car wash, oil change or a complete detailing job on request and have it charged to his or her monthly bill.

For many customers, with leisure time decreasing, this means having Saturday morning free to do things other than washing the car or taking it to the local auto service center.

Ampco Parking was chosen to operate the downtown parking system in 1989, and adapted enthusiastically to DKI's customer service orientation. "At first, we thought they were crazy," said Mark Muglich, Ampco's division manager in Cleveland, OH.

"They were proposing to decrease income by writing fewer tickets and increase services, which meant more people. But what DKI did was to shift income from violations to meter, ramp and lot revenue. Strange as it may sound, it works — and customers love it," Muglich said.

Ampco also brought creative ideas of their own. One idea that has won the hearts of many customers in Kalamazoo is inexpensive, but effective. Every cashier has a dish of penny candy that is offered to each

customer — with a smile. "It's incredible how surprised and pleased customers are by this simple gesture," said John Schlagheck, DKI's parking administrator.

Ampco and DKI have come up with a number of new ideas to improve customer service. Many of these ideas have been tried elsewhere, but nowhere else has such a complete package of services been introduced to a municipal parking system. Soon to be offered are:

■ **Rain Patrol** — Umbrellas with the AUTOPARK logo that customers can borrow if they forget their own;

■ **Service Area** — A small area in each deck with a vacuum cleaner, window-washing fluid, squeegees, sponges and paper towels;

■ **Customer of the Month** — Chosen at random, this customer receives a variety of prizes: complimentary car wash, dinner at a local restaurant or a VIP space for the month.

These are only a few of the ideas that will be introduced in 1993. Meanwhile, Ampco and DKI plan to continue the search for ideas that will keep Kalamazoo's parking customers among the most pampered in the country.

— David M. Feehan



*AUTOPARK gives shoppers a helping hand in ferrying their packages to parked cars.*

## PRIVATIZING PARKING WORKS

continued from page 35

really working.

Better supervision meant that meter checkers wrote more tickets in the first several weeks of operation, eliciting screams of protest from shoppers and merchants. Parking system employees were dressed in AMPCO Parking standard bright orange jackets.

Calls began filtering into city hall complaining about the aggressive ticket writing of the "orange brigade." Since the city no longer had a staff to field complaints, these calls surfaced in the city manager's office and on the mayor's voice mail system.

The public was well aware of the transfer because of bountiful news coverage and immediate changes were expected. When these did not occur, many city officials and downtown merchants alike were quick to brand the transfer of the system a failure.

As Parking Properties personnel were sorting out what was working and what was not, DKI staff was developing a new master plan of services and operations. DKI unveiled these changes to the public at a news conference in April 1990.

The changes were many and were welcomed warmly by the public. DKI announced these goals:

- Users of the parking system were to be welcomed and treated as customers, not as potential violators. In any dispute, the customer would be given the benefit of the doubt.

- The parking system was to become a marketable asset for downtown, not an obstacle to business recruitment.

- Parking tickets were one of the customer's greatest annoyances. DKI would seek to cut in half the number of tickets written and would cease issuing tickets on weekends, before 9 am and after 4:30 pm, Monday through Friday.

- The electronic parking meters were another source of complaints. DKI would seek to repair or replace all EPMS.

- Because downtown could not compete with suburban shopping centers on price, it would compete and win on service. In other words, DKI would make the downtown parking experience so trouble-free and enjoyable that customers would perceive parking downtown as worth the cost.

### MASTER PLAN LAUNCHED

All of these changes and more were implemented immediately. Ticket writing dropped precipitously, from an average of 11,000 per month under city management to approximately 5,500 per month under DKI management.

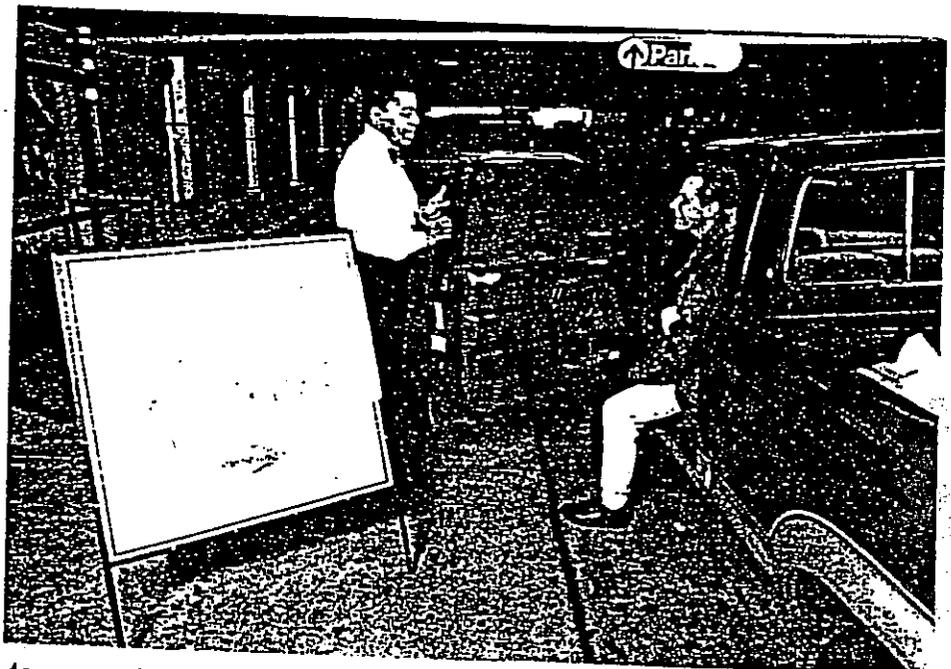
DKI began discussions with Bob Roenke, director of marketing for Duncan Industries. Duncan's president Clark Selby readily admitted that the early EPMS were trouble-prone and offered to either exchange the troublesome model for a newer EMM or rebuilt Duncan mechanical units. DKI elected to go

with the rebuilt mechanicals, believing that Kalamazoo's users had become "gun-shy" of the electronic models.

John Schlagheck, DKI's parking administrator, said this exchange symbolized for many people the changes that were taking place. "If there was one symbol of dislike toward the parking system, it was the EPMS," said Schlagheck. "Duncan, to its great credit, stood behind its product and provided us with two workable options. We were extremely pleased with Duncan's response."

Meters and ticket writing were only minor parts of the new master plan. DKI redesigned parking tickets as "invoices" for time used, removing the threatening language and greatly simplifying the schedule of fines.

On the day after Thanksgiving, when downtown was crowded with shoppers, no tickets at all were issued. Instead, meter checkers passed out "bogus" tickets that invited the parking customer to



As a convenience, AUTOPARK offers valet services in two of its three downtown garages.

*AUTOPARK budgeted nearly \$40,000 to market the new, improved downtown parking system.*



return on any day before Christmas and park free in any lot or garage.

The bright orange jackets that were associated with aggressive ticket writing were replaced with calm, attractive forest green jackets matched with earth-tone brown trousers.

City officials were at first perplexed, because DKI and AMPCO Parking proposed a budget that would increase parking staff from 18 to 38. One city commissioner asserted that the system would "feed on itself" and eventually collapse from the weight of the additional salaries.

DKI pointed out that efficiencies brought in by AMPCO Parking would generate higher revenues and most employees would not be paid as much as city staff. Furthermore, a portion of the debt service on the parking deck expansion and renovation projects was to be paid by tax increment financing dollars, which meant that more system revenue could be devoted to operations, maintenance and marketing.

## SERVICE AND VALUE

Some of the changes were geared toward creating an image as a "high-service, high-value" operation. For example, the newly renamed system, now called AUTOPARK, offered valet services in two of the three garages. In all of the garages, for a modest fee, monthly parkers could get their car washed and their oil changed. All facilities offered free battery jumps for stalled cars, free lock-out service and free package-carrying and escort service.

AUTOPARK budgeted nearly \$40,000 to market the system and these customer-oriented changes in the first full year under DKI control. Newspaper and radio ads were used, as were panels on the sides of the Metro Transit buses. AUTOPARK even sponsored the weekly

Western Michigan University Bronco football games.

Radio ads featured classical music and suggested that "AUTOPARK treats every car like a classic."

A parking committee of DKI's board of directors took responsibility to see the services-and-operations master plan was implemented. Soon after, a marketing master plan and a capital improvements master plan were submitted and approved.

DKI, using the DDA and the City of Kalamazoo as bonding authorities, borrowed \$6 million to completely renovate the two oldest garages and build a 300-car addition to the newest deck. Lighting and signage were improved, elevator cars were cleaned and recarpeted and all graffiti was removed. Stair towers and hand rails were painted and a video surveillance system was installed in one of the garages.

In addition, surface lots were resurfaced, restriped and landscaped. One convenient surface lot was converted from a metered lot to an attended lot. Business increased three-fold. An aggressive cleaning program was coupled with the installation of attractive, regularly emptied trash containers.

## SUCCESS CHARTER

DKI has now completed three-and-a-half years as manager of Kalamazoo's downtown parking system. The measures of success are many. Even the most vocal critics have largely fallen silent. Some of the real measures of success include:

■ A significant drop in customer complaints. AUTOPARK manager Jon Seybold estimates that the number of complaints in the most recent three-month period is 70 percent less than that in the first three months of private operation.

■ Meter complaints have dropped 80 percent since October 1989. Replacement of the EPMs was the biggest factor, but a regular meter-servicing program and color-coding have helped.

■ Fine and forfeiture (ticket writing) revenue is down, while deck and surface lot revenue is up. In other words, customers are behaving just as DKI hoped they would — they're using facilities where they don't have to fear getting a ticket.

■ Use of special services (valet parking, car washes and oil changes) has been well-received. At one garage, adjacent to the Radisson Plaza — Kalamazoo Center complex — valet parking is more than double what Parking Properties estimated it would be.

■ Several private and institutional parking providers have approached DKI about taking over management of their lots and adding them to the AUTOPARK system. The most recent contracts have been signed with the Kalamazoo Public Library and a newly renovated historic office building.

DKI's parking administrator John Schlagheck sees the first three years as a transitional period. He expects AUTOPARK to continue to expand its "value-added" services. "We are introducing a number of new service and image initiatives in 1993."

Schlagheck added that DKI intends to build a new, state-of-the-art garage in 1993, with retail and services at street level on three sides. "We might even have a movie theater and a day care or fitness center as tenants. We intend to continue promoting downtown parking as the preferred alternative, as a feature that adds value to the entire downtown experience." P

- Legend**
-  Entry Feature/Directional Signs
  -  Potential Kiosk Location
  -  Existing Street Trees
  -  Landmark Building
  -  Parking Lot
  -  Parking Buffer Needed
  -  Sculpture

**Chancellor Square**

Simple clustered use of ash and junipers in raised planters establishes image for streetscape

Existing vacant lot large enough for performing arts plaza

Trees obscure Auditorium

Bollard lights are maintenance problem

**Main Avenue Entry**

Views to parking lots form negative impression

Building pattern is more open than central core

Lacks directional signs to city landmarks and Districts

**Street Fair and Folkfest**

Needs visual draw from Main Ave. and City entries

Needs expansion space for entertainment

Needs color and festive elements

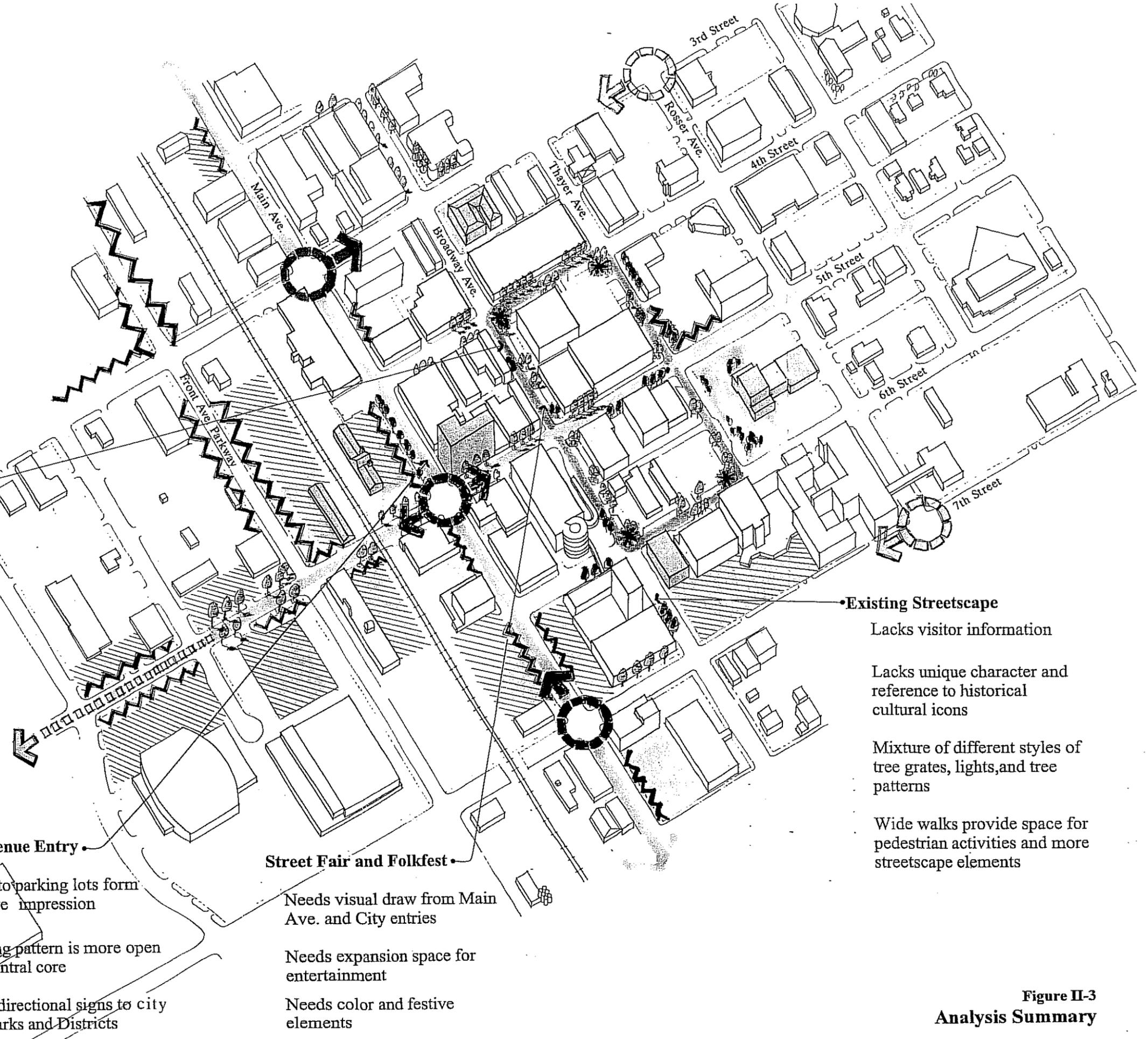
**Existing Streetscape**

Lacks visitor information

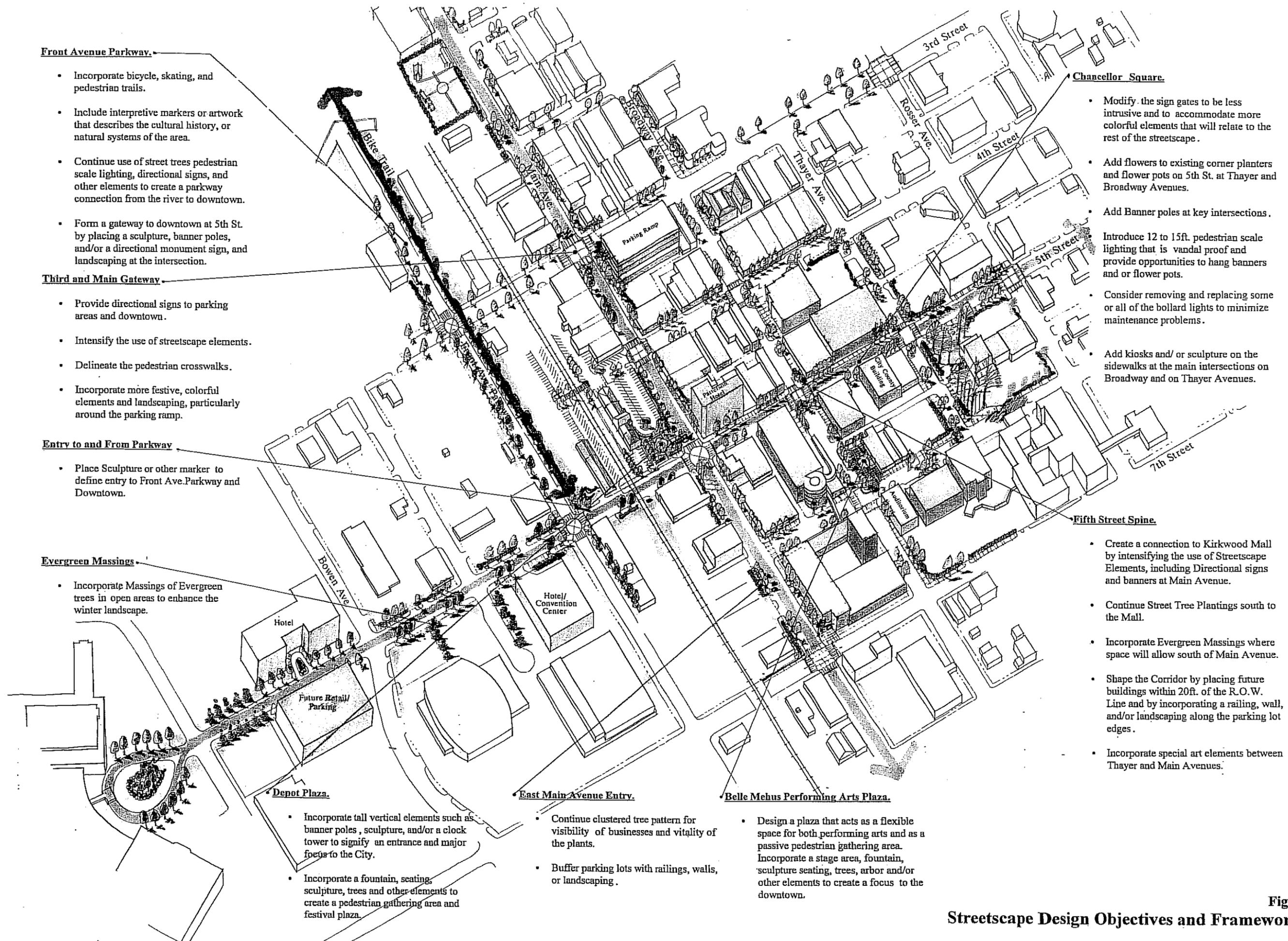
Lacks unique character and reference to historical cultural icons

Mixture of different styles of tree grates, lights, and tree patterns

Wide walks provide space for pedestrian activities and more streetscape elements



**Figure II-3**  
**Analysis Summary**



**Front Avenue Parkway.**

- Incorporate bicycle, skating, and pedestrian trails.
- Include interpretive markers or artwork that describes the cultural history, or natural systems of the area.
- Continue use of street trees pedestrian scale lighting, directional signs, and other elements to create a parkway connection from the river to downtown.
- Form a gateway to downtown at 5th St. by placing a sculpture, banner poles, and/or a directional monument sign, and landscaping at the intersection.

**Third and Main Gateway**

- Provide directional signs to parking areas and downtown.
- Intensify the use of streetscape elements.
- Delineate the pedestrian crosswalks.
- Incorporate more festive, colorful elements and landscaping, particularly around the parking ramp.

**Entry to and From Parkway**

- Place Sculpture or other marker to define entry to Front Ave. Parkway and Downtown.

**Evergreen Massings**

- Incorporate Massings of Evergreen trees in open areas to enhance the winter landscape.

**Depot Plaza.**

- Incorporate tall vertical elements such as banner poles, sculpture, and/or a clock tower to signify an entrance and major focus to the City.
- Incorporate a fountain, seating, sculpture, trees and other elements to create a pedestrian gathering area and festival plaza.

**East Main Avenue Entry.**

- Continue clustered tree pattern for visibility of businesses and vitality of the plants.
- Buffer parking lots with railings, walls, or landscaping.

**Belle Mehus Performing Arts Plaza.**

- Design a plaza that acts as a flexible space for both performing arts and as a passive pedestrian gathering area. Incorporate a stage area, fountain, sculpture seating, trees, arbor and/or other elements to create a focus to the downtown.

**Chancellor Square.**

- Modify the sign gates to be less intrusive and to accommodate more colorful elements that will relate to the rest of the streetscape.
- Add flowers to existing corner planters and flower pots on 5th St. at Thayer and Broadway Avenues.
- Add Banner poles at key intersections.
- Introduce 12 to 15ft. pedestrian scale lighting that is vandal proof and provide opportunities to hang banners and or flower pots.
- Consider removing and replacing some or all of the bollard lights to minimize maintenance problems.
- Add kiosks and/ or sculpture on the sidewalks at the main intersections on Broadway and on Thayer Avenues.

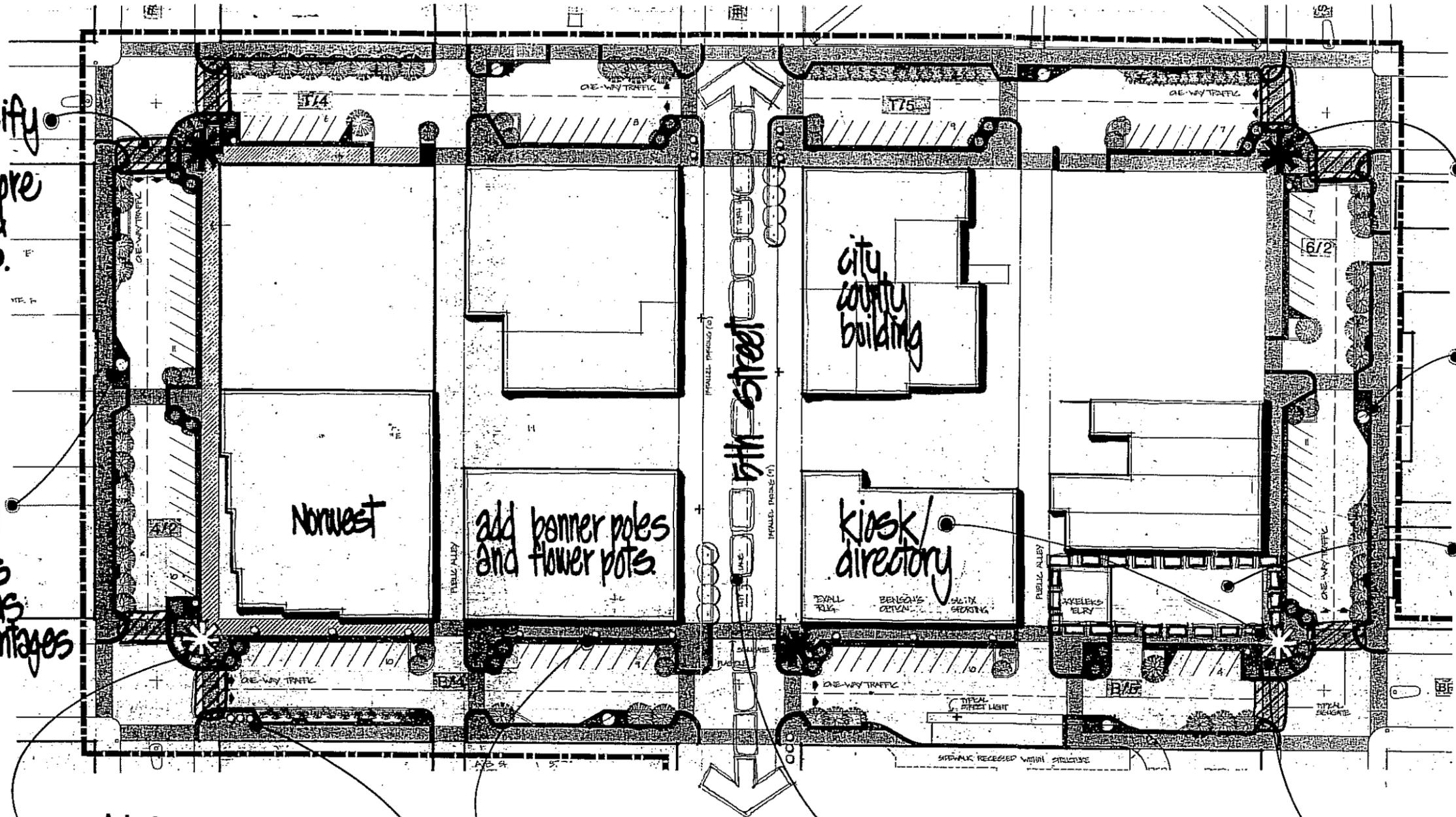
**Fifth Street Spine.**

- Create a connection to Kirkwood Mall by intensifying the use of Streetscape Elements, including Directional signs and banners at Main Avenue.
- Continue Street Tree Plantings south to the Mall.
- Incorporate Evergreen Massings where space will allow south of Main Avenue.
- Shape the Corridor by placing future buildings within 20ft. of the R.O.W. Line and by incorporating a railing, wall, and/or landscaping along the parking lot edges.
- Incorporate special art elements between Thayer and Main Avenues.

**Figure III-1  
Streetscape Design Objectives and Framework Plan**

redesign or modify sign ages to accommodate more colorful, updated design elements.

relocate seating areas to make intimate settings near planting areas and building frontages



add entry feature at intersection.

relocate seating area.

create multi-purpose plaza w/ stage, seating area, sculpture, murals, and water feature.

add flowers to existing corner planters

add banner poles at key intersections

replace bollard lights w/ 12 ft. - 14 ft. pedestrian scale lights in high traffic areas.

highlight 5th Street w/ more streetscape elements.

add entry feature at intersection.

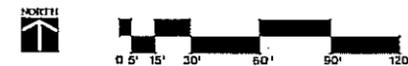


Figure III-2  
Chancellor Square Improvements

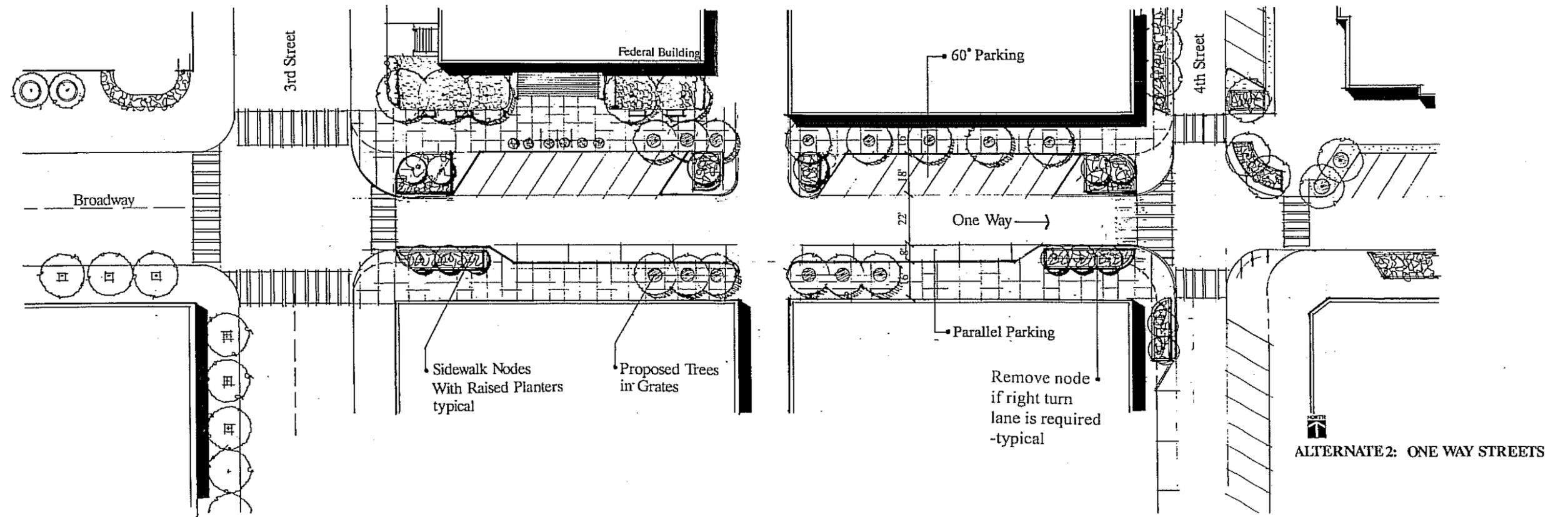
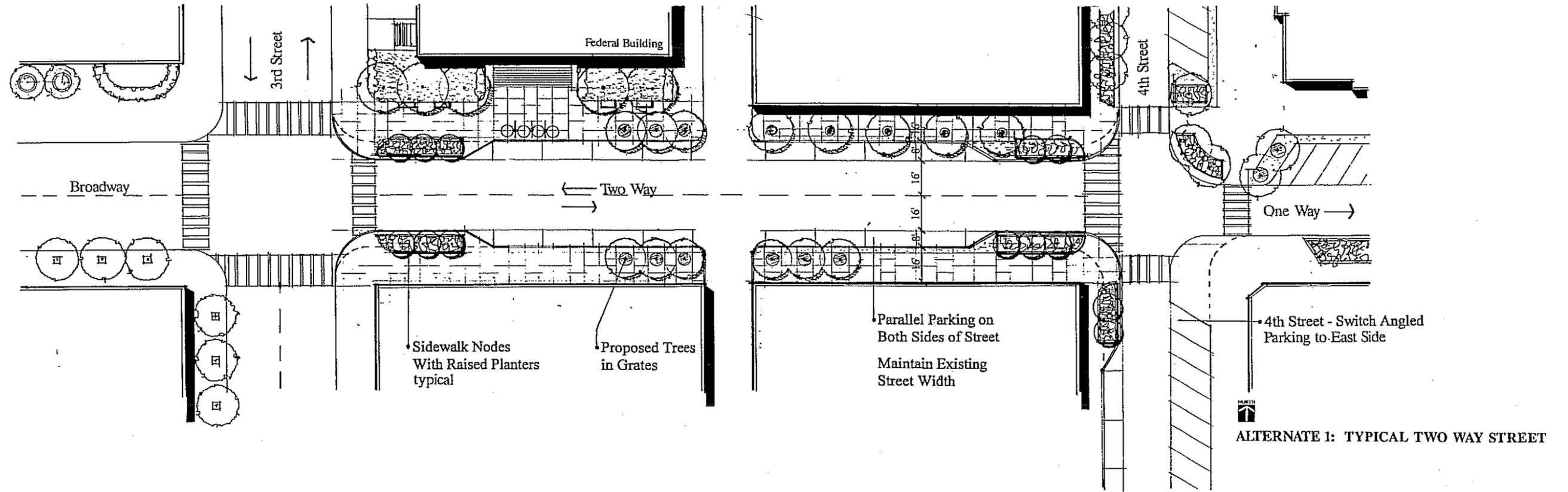


Figure IV-3  
Primary Downtown Streets: Typical Blocks

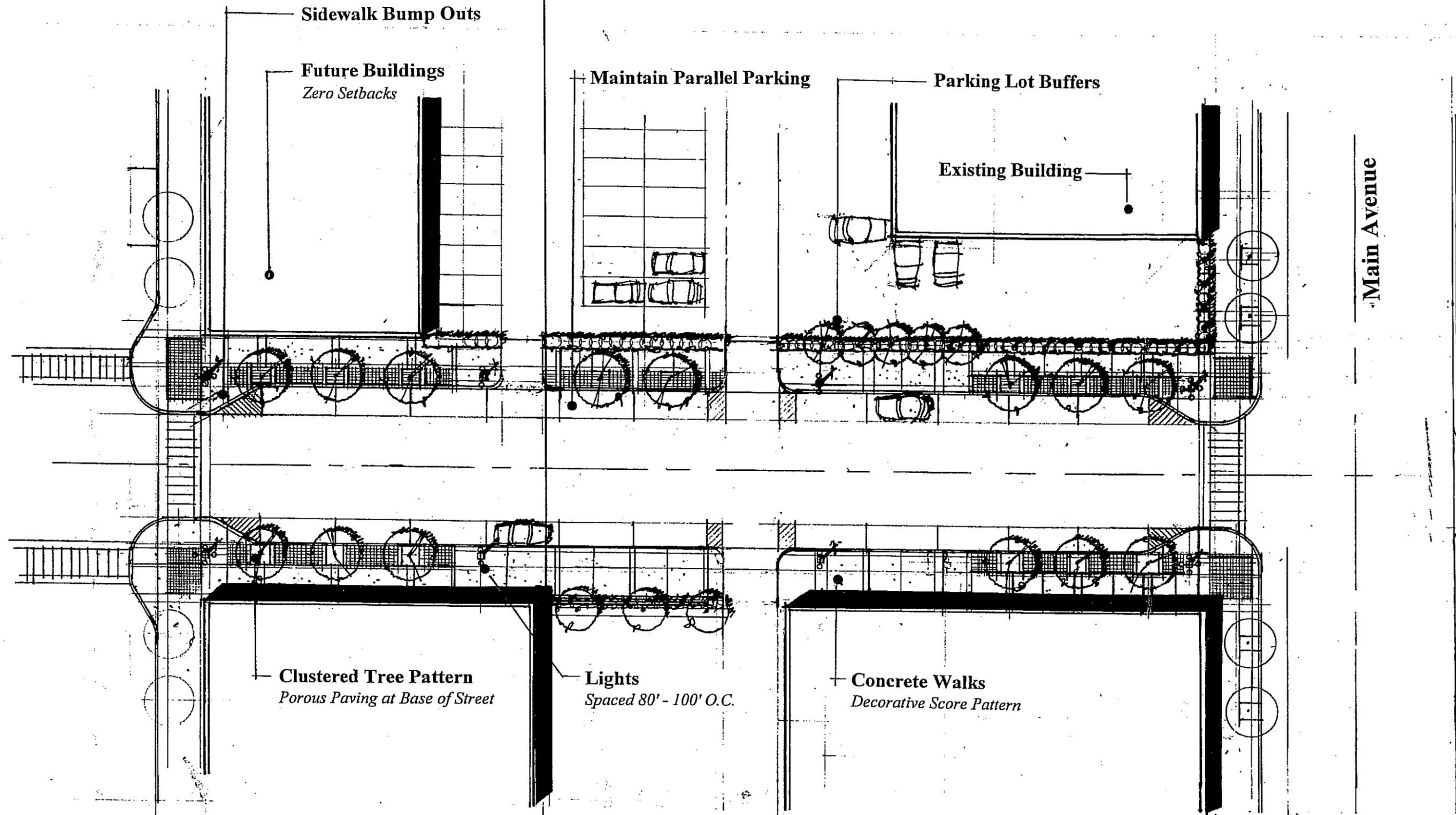
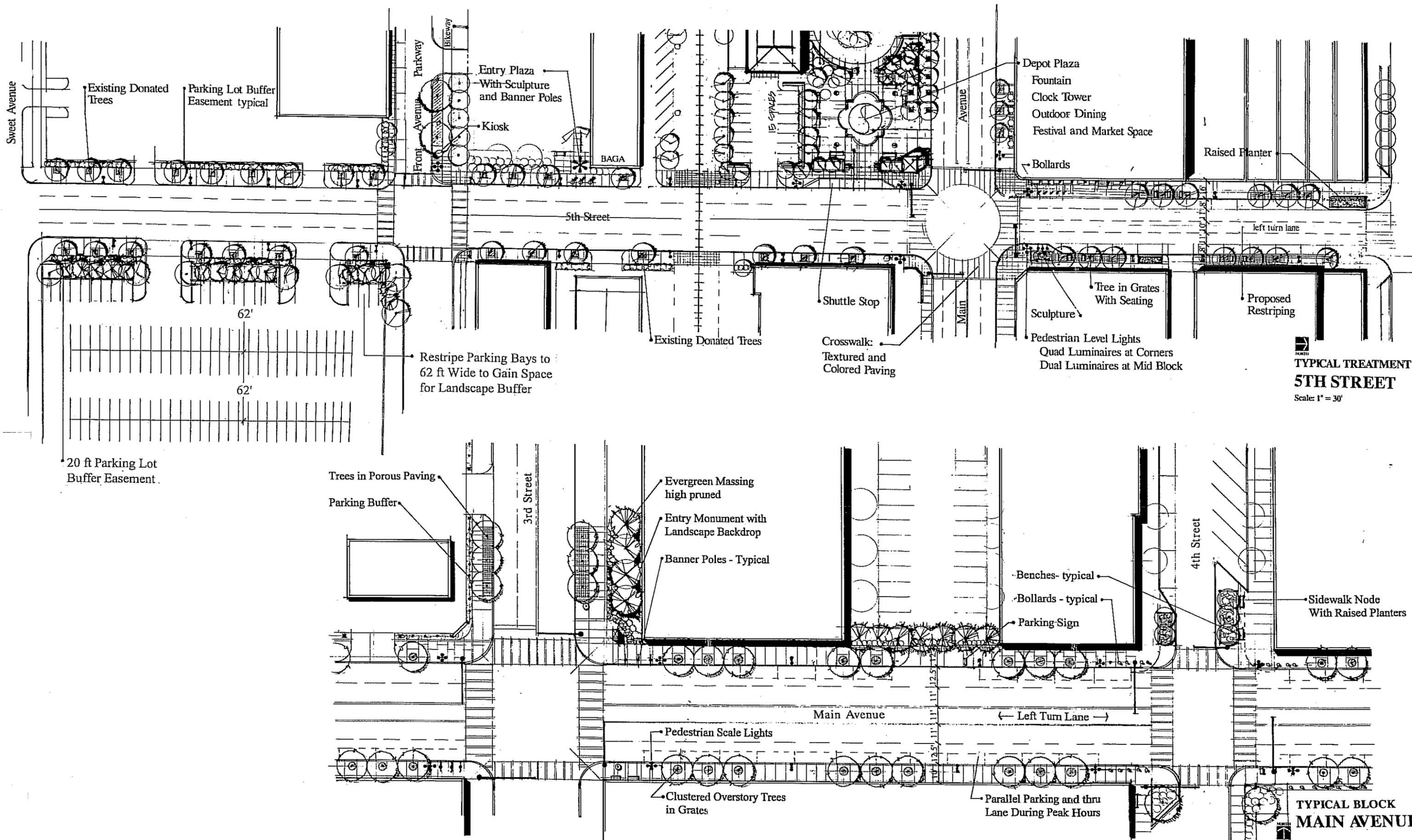


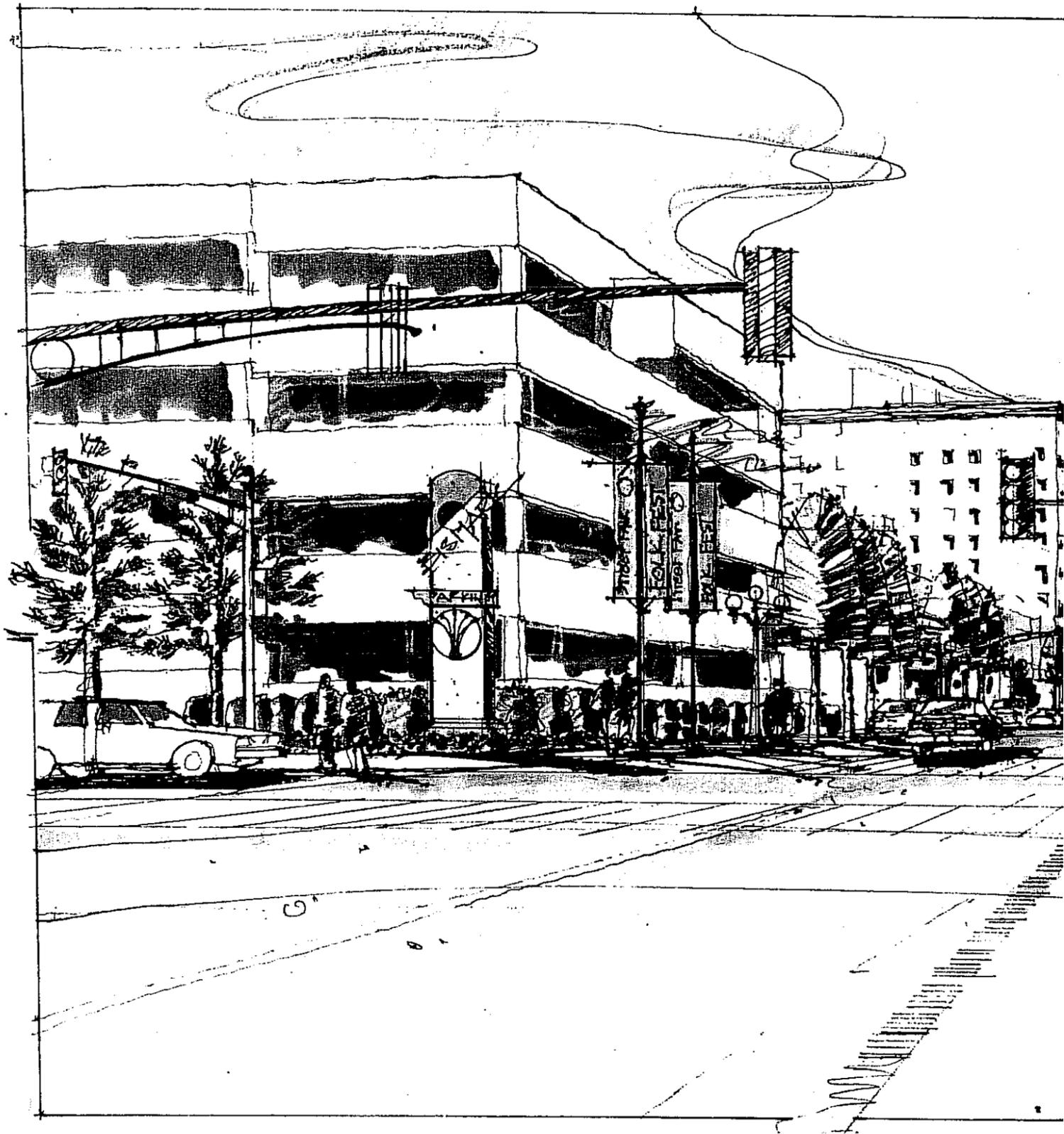
Figure IV-5  
 Secondary Streets: Typical Block



**TYPICAL TREATMENT  
5TH STREET**  
Scale: 1" = 30'

**TYPICAL BLOCK  
MAIN AVENUE**

Figure IV-9  
Main Avenue and Fifth Street: Typical Blocks



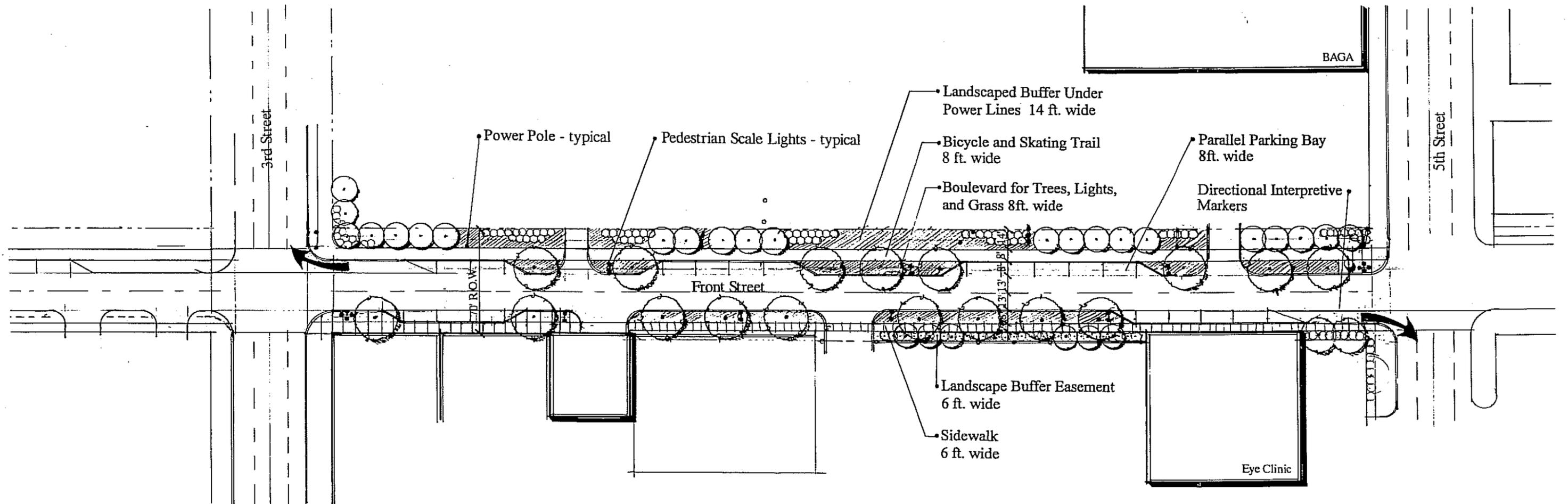
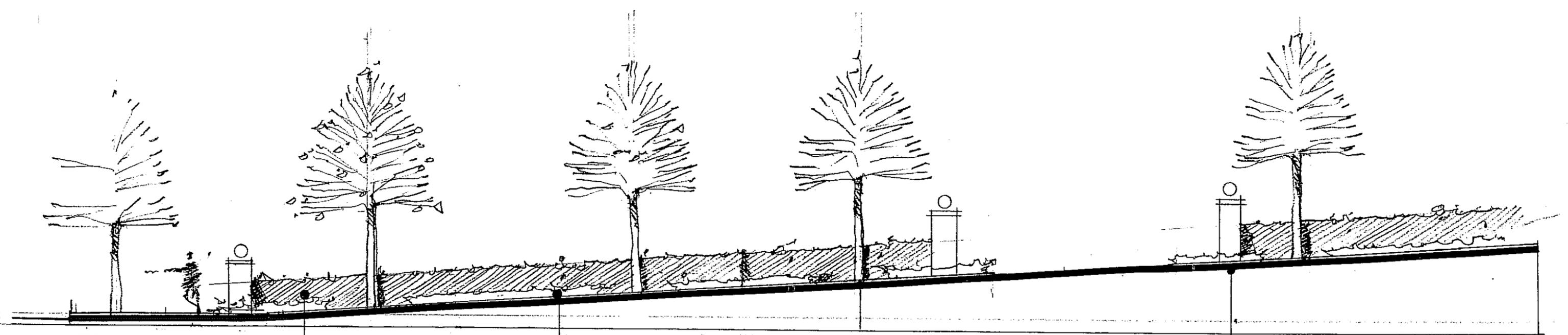
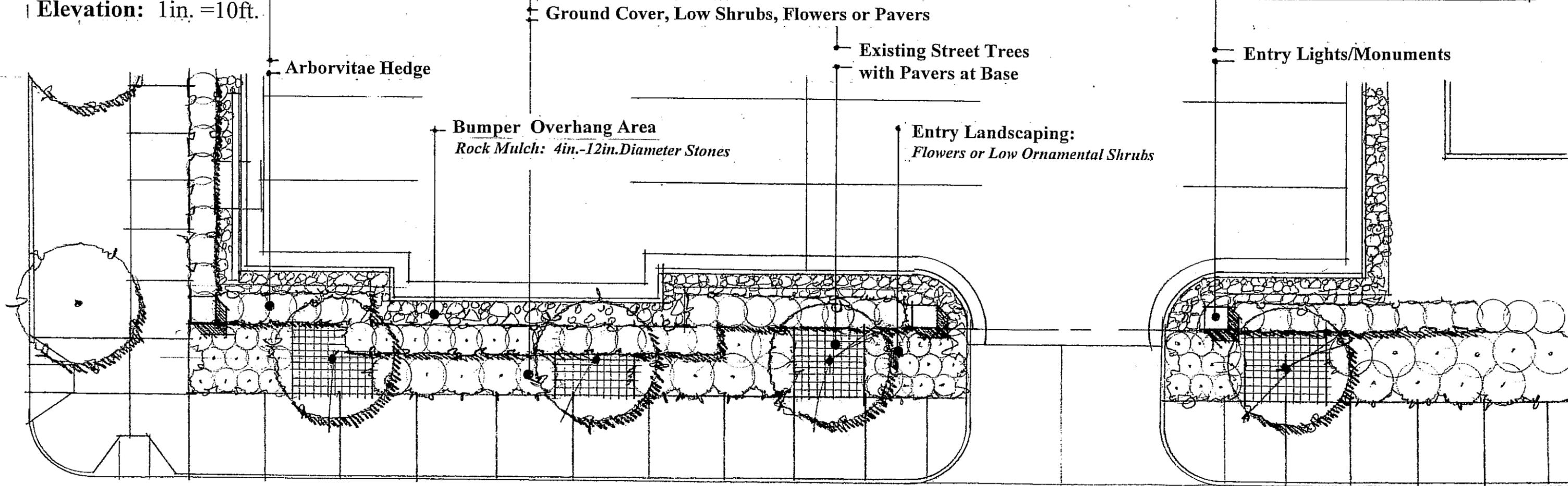


Figure IV-11  
 Front Avenue Parkway: Typical Treatment



Elevation: 1in. = 10ft.



Plan: 1in. = 10ft.

Fifth

Street

Figure VI-2  
Parking Lot Buffer Prototypes: Eye Clinic