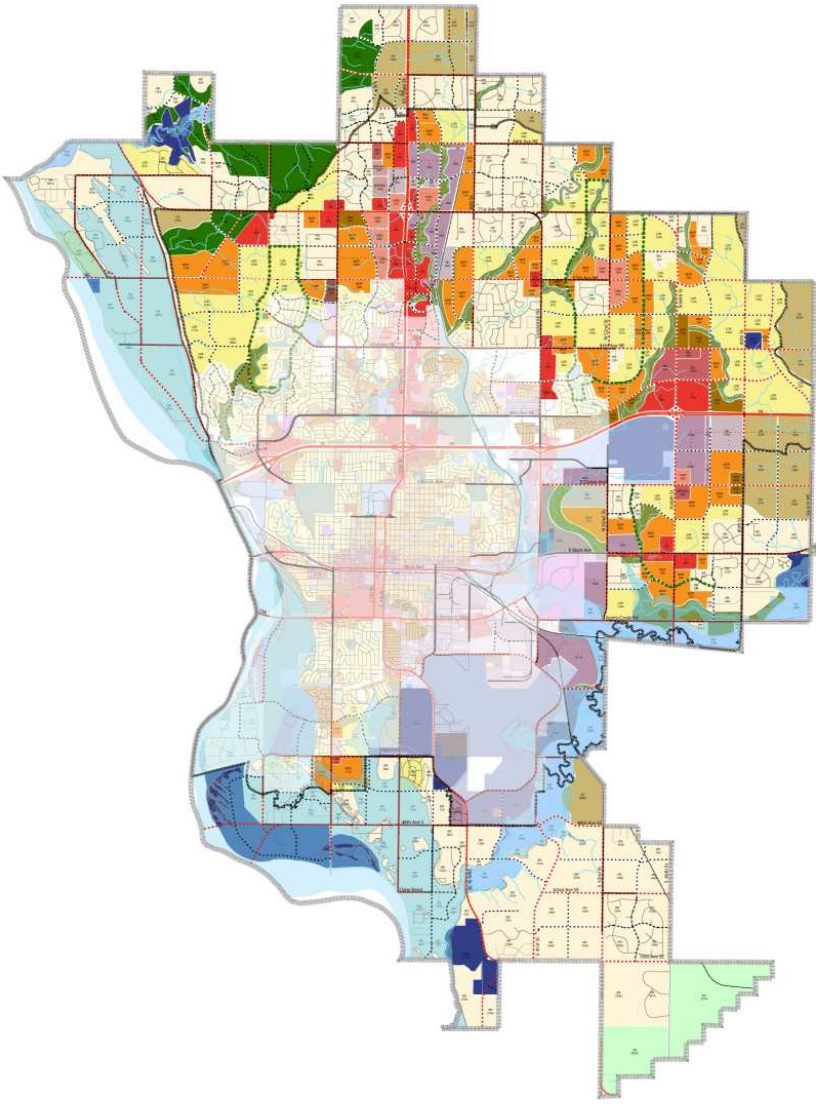

Bismarck

2014 Bismarck Growth Management Plan

Prepared for:

City of Bismarck
221 North 5th Street
Bismarck, ND 58506

Bismarck
Growth Management Plan

City of Bismarck
Growth Management Plan
2014 Update

Adopted April 22, 2014

This plan was approved by a resolution of the Bismarck Planning and Zoning Commission on March 26, 2014 and adopted by a resolution of the Bismarck Board of City Commissioners on April 22, 2014.

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Introduction

The City of Bismarck has an established history of doing thoughtful forward-thinking planning, including specific plans and policy guidance related to the management of municipal growth and expanding development. The Comprehensive Plan of 1980 included stand-alone sections on Growth Management Considerations, and was supplemented in 1983 with the publication of Growth Management Techniques. These plan components were subsequently updated in the Growth Management Plan in 2003 to reflect dramatic and rapid development outside the urban core. Development and growth trends have continued, buoyed by economic prosperity in Bismarck and across North Dakota. This plan represents an important update to the City's current growth management plans and policies in response to these changes in population, built form, and urban infrastructure needs.

Purpose & Scope

The purpose of the 2014 Growth Management Plan is to provide a policy and planning guide that helps the City to:

- Manage growth through a collaborative process with landowners and developers to achieve attractive and sustainable land and infrastructure development.
- Encourage orderly development of unique new neighborhoods, commercial and industrial areas, and redevelopment of existing neighborhoods.
- Preserve unique environmental features.
- Develop and support an efficient transportation system to serve future circulation and access needs.
- Provide attractive and accessible recreation resources to residents and visitors.
- Encourage a variety of housing types and support reinvestment in the existing housing stock.
- Maintain existing infrastructure, schools, and police and fire services, and expand in growth areas in a cost effective and efficient manner that supports land use, transportation and growth management goals of this plan.

Study Area and Jurisdiction

According to North Dakota statutes, there are various jurisdictions that have the authority to administer land use regulations and development controls, such as zoning and subdivision regulations, as noted on Figure 1. The City of Bismarck has authority within its corporate municipal boundaries, as well areas within an Extraterritorial Area (ETA) outside of its corporate limits.

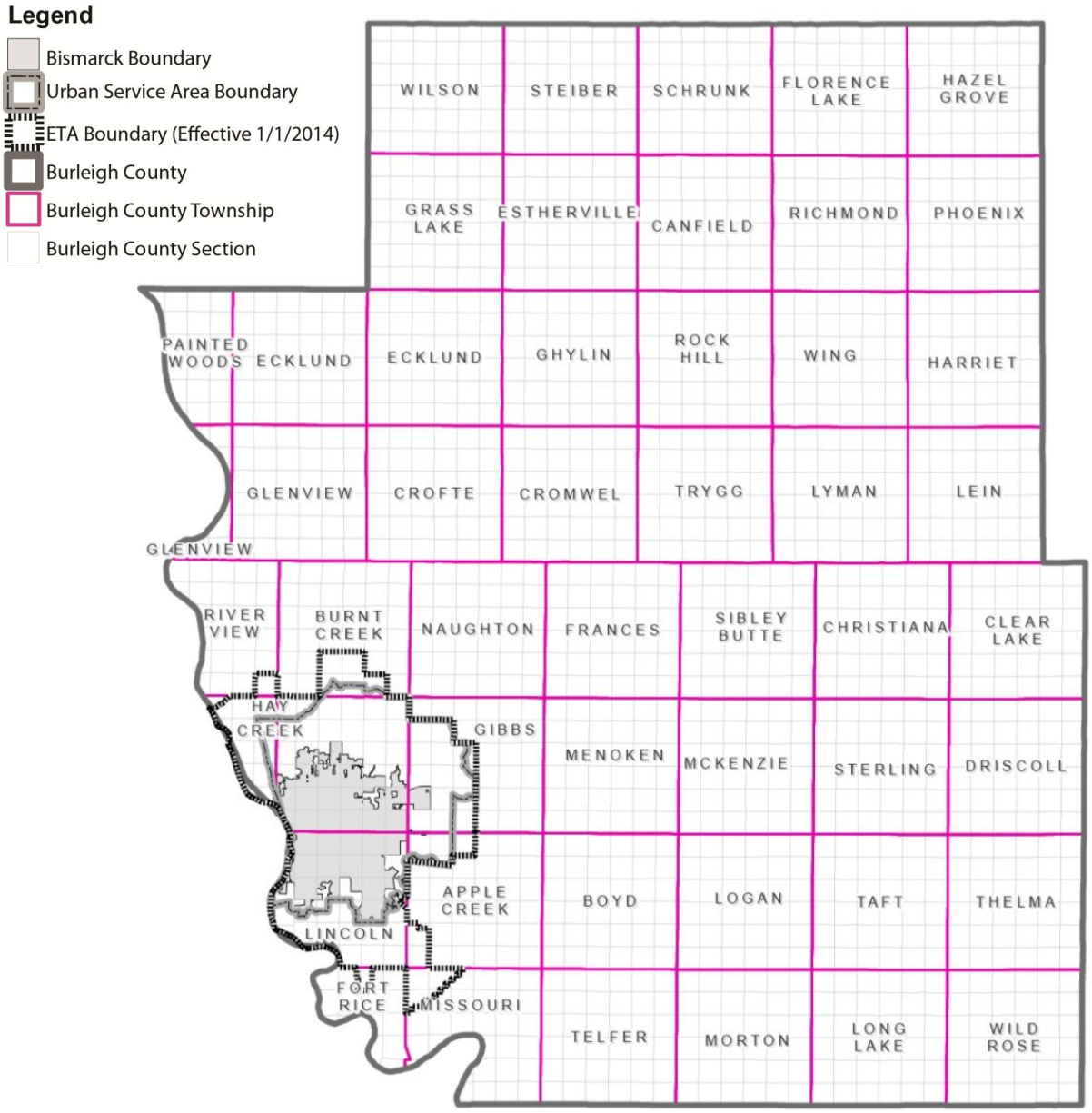


Figure 1: Context Map

On January 1, 2014, a new ETA boundary for the City of Bismarck went into effect. This new ETA boundary was negotiated between the City of Bismarck and Burleigh County. The new ETA boundary line eliminates areas of joint jurisdiction between the City and County, streamlining the development approval process and making it easier for the public to understand and officials to administer. The boundary agreement between the

City and Burleigh County automatically renews every two years, and can be renegotiated as needed.

The City also has negotiated ETA boundaries with the City of Lincoln, Apple Creek Township and Naughton Township, and is in the process of negotiating an ETA boundary with Missouri Township. The City of Bismarck continues to have planning and zoning authority within the ETA boundary.

The area within which the City of Bismarck can feasibly provide municipal infrastructure services (water, stormwater, sanitary sewer and transportation) at the present time is demarcated as the Urban Service Area Boundary (USAB). The USAB is determined by a number of factors, including the ease or difficulty of providing services, watershed boundaries and other environmental and ecological features, development patterns and anticipated demand, and the negotiated ETA boundaries.

Process

This Plan represents an update of the 2003 Growth Management Plan. The fundamental principles outlined in the previous plan remain: supporting the community's preferences on development patterns and character, promoting orderly growth to control infrastructure costs, and implementing enabling actions to carry out plan recommendations. These principles and framework policy goals were confirmed and refined during the update.

The extent and scale of recent growth trends, as well as revised projections for the future, were studied in detail. Land capacity needs to support anticipated growth were quantified using the regionally-approved population, household and employment projections prepared for the Bismarck-Mandan Metropolitan Planning Organization (MPO) in 2012. These forecasts identified the magnitude of change experienced since the last plan, and current expectations of growth out through 2040.

These land capacity needs were then used as the basis for updating the City's land use framework. Two guiding maps were prepared: an updated Future Land Use Plan, illustrating at the block level the desired locations of the full range of land uses; and a Phasing Plan, illustrating progressive zones for development. Both maps – which are the centerpieces of the 2014 Growth Management Plan – have been designed with a detailed understanding of land suitability for development, real estate market forces, and backbone urban infrastructure networks.

The process to prepare this plan update is led by the City of Bismarck's Department of Community Development, and the study area includes all areas within the current ETA boundary.

Plan Guidance

Managing the integrity of the ideas conveyed in the Future Land Use Plan and Phasing Plan over time will be a challenge for the City, if just for the complexity of managing the vast land areas owned by numerous parties outside the built city core.

Recommendations for “managing the management plan” include periodically reviewing service and administrative boundaries; using transportation infrastructure investments to guide development spatially and financially; and adopting firmer development controls including a transition to new techniques for handling rural development.

Background

The City of Bismarck has experienced significant growth in recent decades, which is stretching urban infrastructure and real estate supply. There pressures as measured by demographic trends and development patterns have continued. Historically, the Bismarck region has grown at a moderate rate (approximately 1% to 1.5 % per year in population), which had been manageable under direction of the 2003 Growth Management Plan. The experience of the last half decade has resulted in a dramatic change in expectations and growth trajectory for the future. This change, driven by energy exploration and production to the west, necessitates the ongoing review and update of the City's Growth Management Plan.

Growth Forecasts

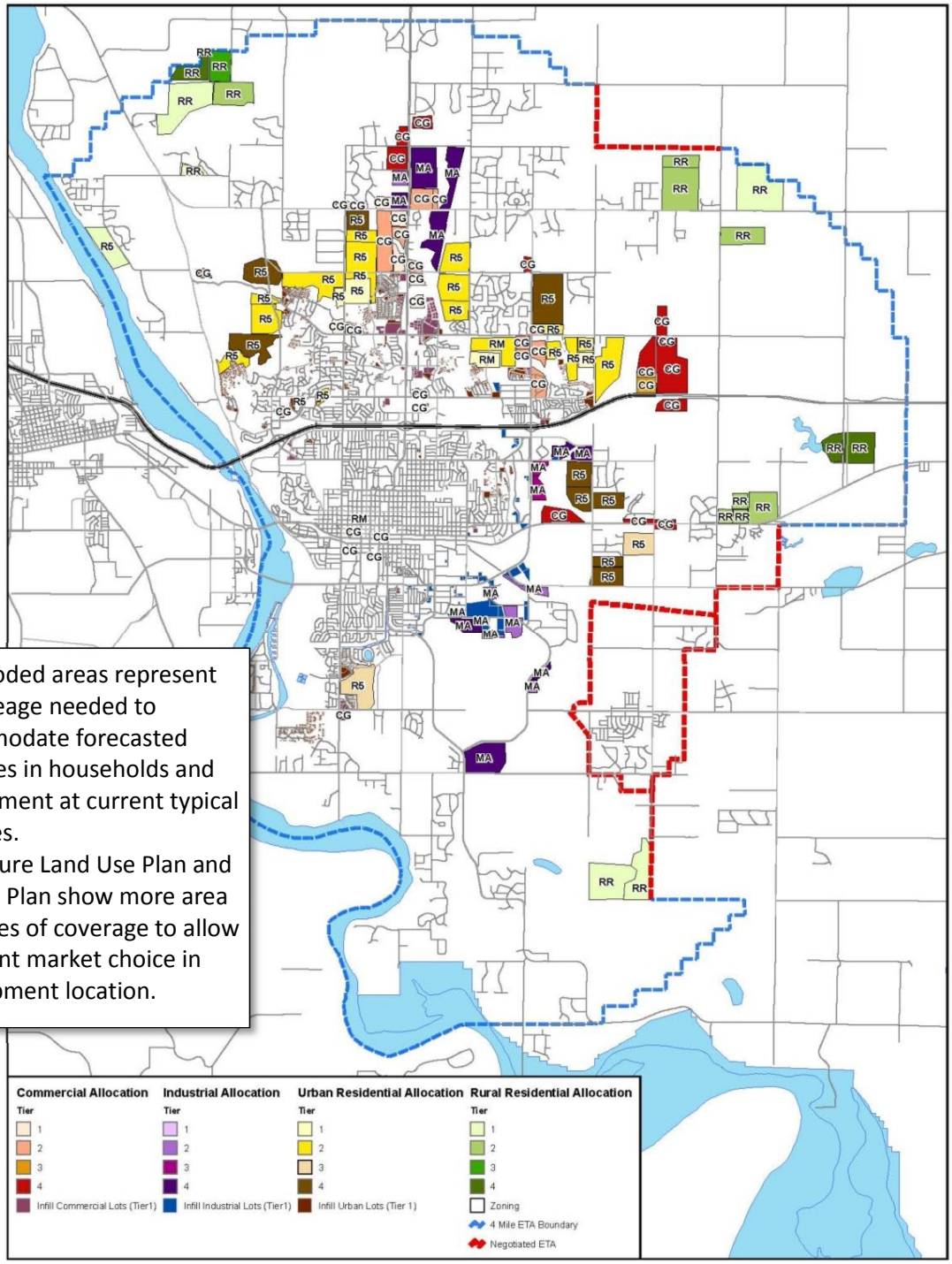
The Bismarck-Mandan MPO developed population forecasts as part of their continuous regional long range planning efforts. Three growth scenarios were initially prepared:

- Continued Steady Growth (Historic) Scenario: Population growth at historical rates: 1% to 1.5% per year, or about 10% to 15% per decade to 2040. This is consistent with historical trends and population projections from the Bismarck Community Development Department and from Woods and Poole Economics.
- Moderate Boom Scenario: Population growth of 2.25% per year to 2025, returning to the historical rate of 1% to 1.5% per year after that to 2040.
- Aggressive Growth (Oil Boom) Scenario: Population growth of 3.5% per year to 2025, returning to the historical rate of 1% to 1.5% per year to 2040.

The Aggressive Growth Scenario was selected by the MPO Policy Board to use for its planning purposes; this scenario was affirmed as the preferred scenario for use as the basis of the 2014 Growth Management Plan Update by the Plan's Advisory and Technical Committees in 2013.

These population, household and employment projections were utilized to determine land consumption requirements for residential and commercial/industrial growth through the 2040 planning period. These acreages were apportioned into consumption tiers, which are additive.

- Tier 1 – 2025 Continued Steady Growth Land Consumption
- Tier 2 – 2025 Aggressive Growth Land Consumption
- Tier 3 – 2040 Continued Steady Growth Land Consumption
- Tier 4 – 2040 Aggressive Growth Land Consumption



Color coded areas represent the acreage needed to accommodate forecasted increases in households and employment at current typical densities.
The Future Land Use Plan and Phasing Plan show more area and acres of coverage to allow abundant market choice in development location.

Figure 2: Growth Allocations to Land by Use to 2040 by Growth Forecast Tier
Source: Bismarck-Mandan MPO, 2012

These growth tiers were then mapped across the study area using a detailed suitability analysis, which considered access and environmental needs by land use type. This allocation of land uses was prepared as part of the MPO's Long Range Transportation Plan in 2012 and is illustrated in Figure 2 on the previous page. This Growth Management Plan update builds upon this earlier work; the Future Land Use Plan and Phasing Plan maps presented later in this document as Figures 4 and 5 are based on these spatial allocations but show more area and acres of coverage to allow abundant market choice in development location.

Issues

The robust or aggressive population, household and employment growth projected for the City of Bismarck is exciting, but puts pressure on the built and natural environment to support such growth, as well as on the City to support and accommodate it. A variety of issue themes emerged through the Plan update process that the Plan must, and does, address.

Keeping Pace with Growth

The future land use plan element of any growth management plan identifies on a map those areas best suited for specific uses, and provides a framework for preserving those areas for such future uses. Key points related to growth management include:

- Residential growth may be accommodated with cost-effective, scheduled utility extensions.
- Proactive planning done in the public interest creates a balanced community in a fiscally prudent manner.
- Without a logical and pragmatic future land use plan, a community and its residents and constituents may miss the opportunity to preserve land for anticipated future commercial and industrial development, as well as sites for public facilities.
- Without proactive planning, areas that are particularly suited to commercial or industrial development, owing to excellent access to major roadway intersections or rail service, could be developed instead as residential.
- Areas needed to provide connections for a continuous public trails system might be built over, and preferred locations for public parks and open spaces could be lost to other types of development.

Land Use Conflicts

A standard practice in land use planning and zoning is to separate incompatible land uses. For example, a residential neighborhood should not be located next to a heavy industrial area. A range of uses of moderate intensity are typically used to create intermediate zoning transitions – such as multi-family housing, mixed use or commercial uses between single-family residential and a business park.

Less obvious are the incompatibilities between residential and agricultural land uses. Although the relative locations of larger feedlots and new residential subdivisions are currently regulated, other conflicts between urban and country lifestyles often emerge after the rural subdivision is occupied. As the number of rural subdivisions increases, so does the potential for conflicting life-styles.

Rural Residential Development

The USAB defines the part of the planning jurisdiction that can be feasibly provided with municipal infrastructure, most importantly sanitary sewer service. However, sewers generally follow demand, and will not extend to some of these areas for many years. In recent decades, developers have built very low-density rural subdivisions in some of these areas, which make eventual extension of infrastructure difficult. Under the concept of transitional or "ghost" platting, developers can convert large-lot subdivisions to higher densities when and if services are extended. However, in practice, homeowners accustomed to the privacy and space of living on a rural estate are rarely willing to re-subdivide the property later.

Three alternative approaches to current policy address the issue of providing a reasonable economic return to property owners and some accommodation of the market for low-density rural living in these areas within the USAB that are not likely to receive urban infrastructure within the foreseeable future:

- Infrastructure Approach
- Economic Impact Approach
- Modified Transitional Platting Approach

Infrastructure Approach

The infrastructure approach requires new rural residential developments to install urban infrastructure up-front, even though those facilities may not be used for a number of years. Because sanitary sewer and water lines tend to deteriorate over a long period without threshold flows, this policy is most applicable to areas that will receive services within a near- to mid-term future.

Applying the infrastructure approach to areas within the USAB that are more distant from the leading edge of Bismarck's urban development requires a substantial investment in utilities that will not be used for many years, because trunk line extensions will not take place for 25 or more years. The inevitable deterioration of these unused or underused lines over time is likely to require their replacement or rehabilitation at the time when urban services are actually extended. An exception would be developments that utilize centralized sanitary sewer and water systems, involving the construction of local service sanitary sewer and water distribution lines. These continuously used lines would require replacement only if they were not developed to normal City standards.

Economic Impact Approach

The economic impact approach is based on creating powerful incentives for re-subdividing lots to avoid very high assessments on low-density lots when services are extended, or to realize the financial yields of taking advantage of higher density development. This approach would utilize subdivision agreements or deed restrictions that require future property owners to fund a substantial share of the cost of urban infrastructure when and if services were provided. Precedents for this exist in cities where very-low density estate districts were re-subdivided over time as urban development enveloped them. The economic impact model harnesses natural market forces to change the personality of low-density rural estates to an urban pattern.

However, this approach is at best an inexact procedure. Some owners may choose to bear the costs, and, through opposition to replats or rezonings, prevent their neighbors from converting their land to urban density. In addition, elected officials may well conclude that high assessments on large lots are onerous, thereby forgiving or reducing assessments. The effect of these political decisions could potentially require all taxpayers to subsidize the costs of urban infrastructure extensions. For the impact approach to work effectively, discretionary actions that could bias the workings of normal economic forces by creating subsidies should be minimized.

Modified Transitional Platting Approach

Bismarck currently uses the transitional or "ghost" platting approach that demonstrates how a low-density rural plat can be converted to urban density with infrastructure extension, but does not ensure that this will actually happen. Major problems that can block the ultimate implementation of transitional subdivisions include the following, which are explained in more detail below:

- Design challenges
- Social and lifestyle preferences
- Legal obstacles
- Political realities
- Lessons learned

Design challenges

The standards for large-lot and urban subdivisions are oftentimes incompatible. For example, a rural street section using surface drainage with ditches and an urban section with curbs and gutters have significant design differences. When a subdivision developed to rural standards transitions to full urban density, the streets may require complete reconstruction. Similarly, installation of sewer and water lines after the fact

can cause significant disruption and cost. These design and engineering challenges, while significant, can nevertheless be solved.

A related issue concerns the standards employed for streets and utilities within existing low-density rural developments. Urban street standards, including curb and gutter, are usually not appropriate for rural residential developments that lack storm sewers.

Social and lifestyle preferences

People who have chosen to live on rural residential sites have done so because of a desire for lower-density living. Many would not be pleased to give up these preferences for urban subdivision living. As a result, actual transitions may well confront significant resistance. Some experts in the development field believe that density transitions are more likely to be incremental: from three acre to one acre lots, or from one acre to one-half acre lots, but are unlikely to jump from rural low-density patterns directly to urban densities.

Legal obstacles

Jurisdictions that have implemented the build-through concept rather than ghost platting do not have legal obligations or title arrangements that trigger urbanization. One concept is restricting fee title to a portion of a lot. For example, the nominal owner of a three acre lot only has clear title to ½ acre of the site; the balance is leased for a period that expires when urban services are extended. However, this arrangement can be difficult, especially when extended over a long period of time, and through changes in ownership. In some cities, deed restrictions in the bundled lot concept restrict placement of structures on the lot to permit future urban development, but do not appear to compel the sale of portions of the site.

Political realities

Given substantial opposition and resistance, elected officials may be unlikely to grant approvals needed to bring about transitions, or to require connections or high assessments to convert rural residential properties. In fact, these approvals would require remarkable discipline on the part of officials who were probably not involved in formulating the initial policy.

Lessons Learned and Criteria for a New Policy

The concept of planned transitions from rural to urban densities within the USAB and outlying areas that may eventually receive urban services remains the most realistic of these three policy options. This concept can manage the process of density transition by planning for it in advance. However, to be fully effective in the future, the transitional concept should:

- Establish infrastructure standards appropriate for close-in, low-density development that expedite eventual conversion to urban standards.
- Formalize and agree to an understanding of the future urban use of the property.
- Manage the supply of land available for interim rural density development.
- Plan for the framework systems necessary to support the ultimate conversion to urban development and annexation of the property.

Policy Framework

The first forward-looking task in a planning process, once the background and context is understood, is definition of the policy framework or guiding principles that the finished product should reflect. The six goals or fundamental guiding principles of the 2014 Growth Management Plan include:

- Goal #1: Managed growth will help unify the City through attractive and sustainable land and infrastructure development.
- Goal #2: The City's land use and urban design policies should encourage orderly development of unique neighborhoods, commercial and industrial areas, redevelopment of existing neighborhoods, and preservation of unique environmental features.
- Goal #3: The City should develop and support an efficient, comprehensive and aesthetically-pleasing transportation system to serve future vehicular, transit, bicycle, and pedestrian circulation and access needs.
- Goal #4: The City's quality of life should be maintained, promoted, and supported by providing attractive and accessible recreation resources to residents and visitors.
- Goal #5: Through partnerships with the private sector, the City should encourage a variety of housing types and support reinvestment in the existing housing stock.
- Goal #6: The City and the private sector should maintain existing levels of service for infrastructure, schools, and police and fire services, and expand in growth areas in a fiscally prudent manner that supports land use, transportation and growth management goals of this Plan.

Building the Framework

The 2014 Growth Management Plan is meant to be a planning tool to help the City of Bismarck meet the needs of current and future residents and business. Respecting the work completed by many residents over the past years is important to this process. To understand the priorities and principles that should guide the Growth Management Plan, numerous other visioning and plan documents were reviewed. These included:

- Bismarck Growth Management Plan, 2003
- Bismarck Strategic Plan, 2012
- Bismarck Public Schools District Master Plan, 2012

- Bismarck Parks and Recreation District, 2013-2015 Strategic Plan
- North Dakota Statewide Housing Needs Assessment: Lewis & Clark Regional Summary, 2012
- Bismarck Park and Recreation District Parks Comprehensive Plan: Trails, Facilities & Programming, 2010
- Bismarck Airport Master Plan, Updated 2008
- Mayor's Economic Development Advisory Group (MEDAG), 2009
- Bismarck-Mandan Regional Future Land Use Plan, 2007

Based on these documents, a framework of plan goals and strategies was identified. Goals are broad development principle statements that Bismarck hopes to accomplish, while strategies are more specific approaches that can be taken to achieve the goals. Tactics are specific, measurable actions to meet the strategies. These statements were then reviewed and validated by the members of the Advisory Committee and Technical Committee, and presented to the public at a June 2013 public meeting.

All of these goals, strategies and tactics form the policy foundation of the 2014 Growth Management Plan. Developing this framework is an important step in the planning process, for a number of reasons. In particular, it:

- Provides advance notice to private decision-makers, including developers, builders, and property owners, about basic principles that guide Bismarck's public decisions.

- Provides a framework for consistent decision-making, while allowing for flexibility in the review of individual situations.

- Keeps decisions oriented to overall community goals.

- Increases inter-agency communication and cooperation, assuring that different bodies act in accordance with similar assumptions.

- Provides a firm basis for evaluating the costs and benefits of public investments, and their consistency with overall policy objectives.

- Provides a general basis for interpreting and applying the Growth Management Plan, and maintaining the flexibility to respond to individual situations.

- Gives staff a context for developing recommendations for actions by appointed and elected officials.

Plan Goals and Objectives

A summary of the goals and objectives in the Policy Framework is presented below. The complete Framework, including strategies and tactics for achieving the growth management goals, is included in Appendix C of this document.

Goal #1: Growth Management and Development Staging
Objectives:

- Maintain a compact and orderly pattern of urban growth and development to promote an efficient use of present and future public investments in roadways, utilities and other services.
- Preserve the ability of the City to expand its corporate boundaries to accommodate future urban growth.

Goal #2: Land Use and Image
Objectives:

- Maintain balanced land use patterns that provide for residential, commercial, industrial, and public uses as the City grows.
- Identify and provide appropriate locations within the City limits for expanding commercial and industrial uses that support economic vitality.
- Encourage and support development that enhances the City's image and identity.
- Evaluate and enhance as needed the current buffering and screening requirements for transition areas between higher and lower intensity uses.
- Incorporate open spaces and natural areas in developing areas to maintain adequate service levels and improve aesthetics.

Goal #3: Transportation
Objectives:

- Implement transportation investments according to an organized vision and plan.
- Ensure all developments are adequately served by the multimodal transportation system, avoiding enclaves that are disconnected from the balance of the City.
- Apply Complete Street standards to all new and reconstructed streets and corridors.
- Create a positive image along high volume corridors that serve as gateways into the City.

Goal #4: Parks, Open Space, and Greenways
Objectives:

- Maintain the City's existing level of park service for future residents.
- Provide a high-quality parks, recreation and open space system in developing areas that includes both active and passive recreation opportunities to meet the needs of residents.
- Protect and enhance the City's natural resources.

Goal #5: Housing
Objectives:

- Ensure balanced neighborhoods providing a variety of housing types and densities that are safe and well-maintained, and that are well-connected to work, shopping, education, and recreation destinations.
- Expand the stock of affordable housing options for all income levels.

Goal #6: Community Infrastructure and Services
Objectives:

- Maintain or exceed current levels of infrastructure service, including transportation and parks and recreation, as the City's population grows.
- Maintain adequate staffing levels and current response times for police and fire as the City grows geographically.
- Maintain school facilities with a balanced approach across the City.

Growth Plan

Two map exhibits form the core or centerpiece of the 2014 Growth Management Plan. A Future Land Use Plan (FLUP) illustrates the anticipated and desirable land uses in the potential growth areas of the City: *what* grows *where*. A Phasing Plan illustrates time-staged zones or bands of development and supporting urban infrastructure; this plan adds the aspect of *when*.

Future Land Use Plan

Based on concurrence from the Technical Committee and Advisory Committee in early phases of this update to plan for the high population and employment growth anticipated in the "Aggressive Growth Scenario," a Future Land Use Plan (FLUP) was developed to designate locations of projected land uses.

In developing the concept, the following methods and assumptions were used:

1. The study team started with a composite overlay map that addressed existing zoning and land use, development suitability for various uses, and environmental constraints.

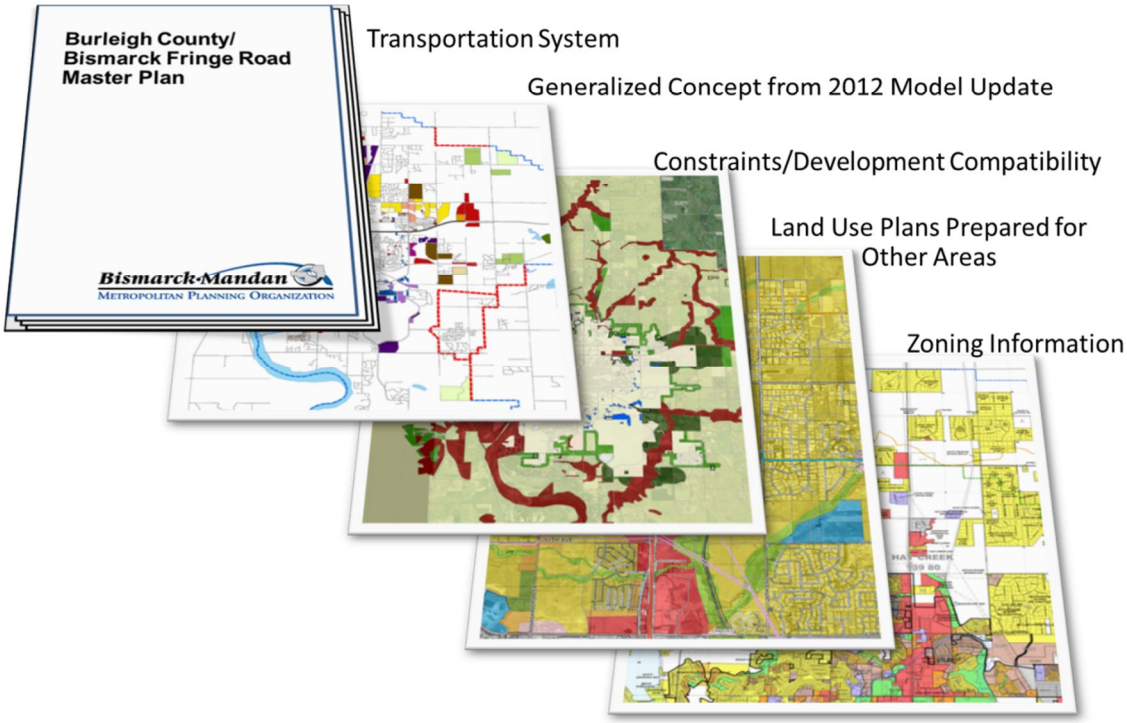


Figure 3: Building the Future Land Use Plan

2. Critical determinant variables in the effort were environmental constraints and sensitive resources that would have a major limiting effect on development: streams, floodplains, and steep slopes.

3. Existing large lot development, typically zoned Rural Residential, will remain. Generally, most of these low density developments will remain low density.

4. Streams, slopes, and other significant constraining factors are left as open space, although they may be incorporated as open space owned by public entities or within private development.

5. The concept incorporates the road system defined by the Fringe Area Road Master Plan and the US Highway 83 Corridor Transportation Study with some adjustments. Generally, continuity should be maintained at the half-section lines wherever possible, and traffic speeds controlled by street design features rather than by jogs in alignment. Two "parkway" loops are shown that would be designed as multi-modal complete streets operating at moderate speeds. They are neighborhood connectors that complement rather than replicate major section line arterials.

6. Existing zoning for undeveloped parcels will remain in place. Development blocks of land uses that provide logical transitions have been designated. Industrial areas are located adjacent to other industrial areas (although the major industrial concentrations will appear south of I-94). Commercial areas are focused along key corridors and in clusters to optimize neighborhood service. Higher density residential uses are located around commercial or mixed use areas, and lower density urban residential remains the largest single use in terms of land area. The FLUP does not distinguish levels of intensity of commercial or industrial use.

7. Land use or policy designations are provided for the entire area within the City's planning jurisdiction out to the ETA boundary.

The current land use plan is illustrated in Figure 4 on the following page. The Future Land Use Plan is illustrated in Figure 5.

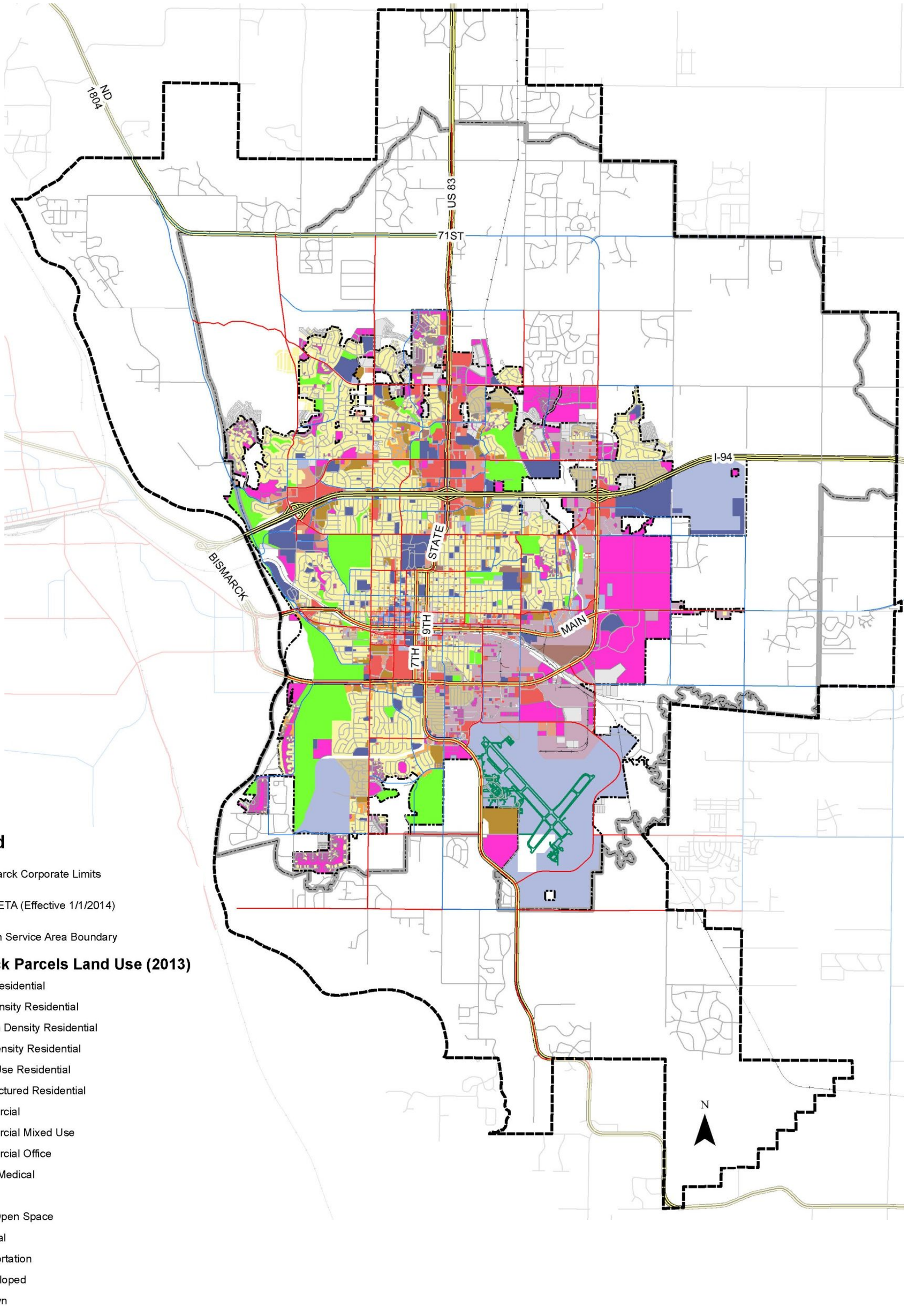


Figure 4: Existing Land Use
Source: City of Bismarck

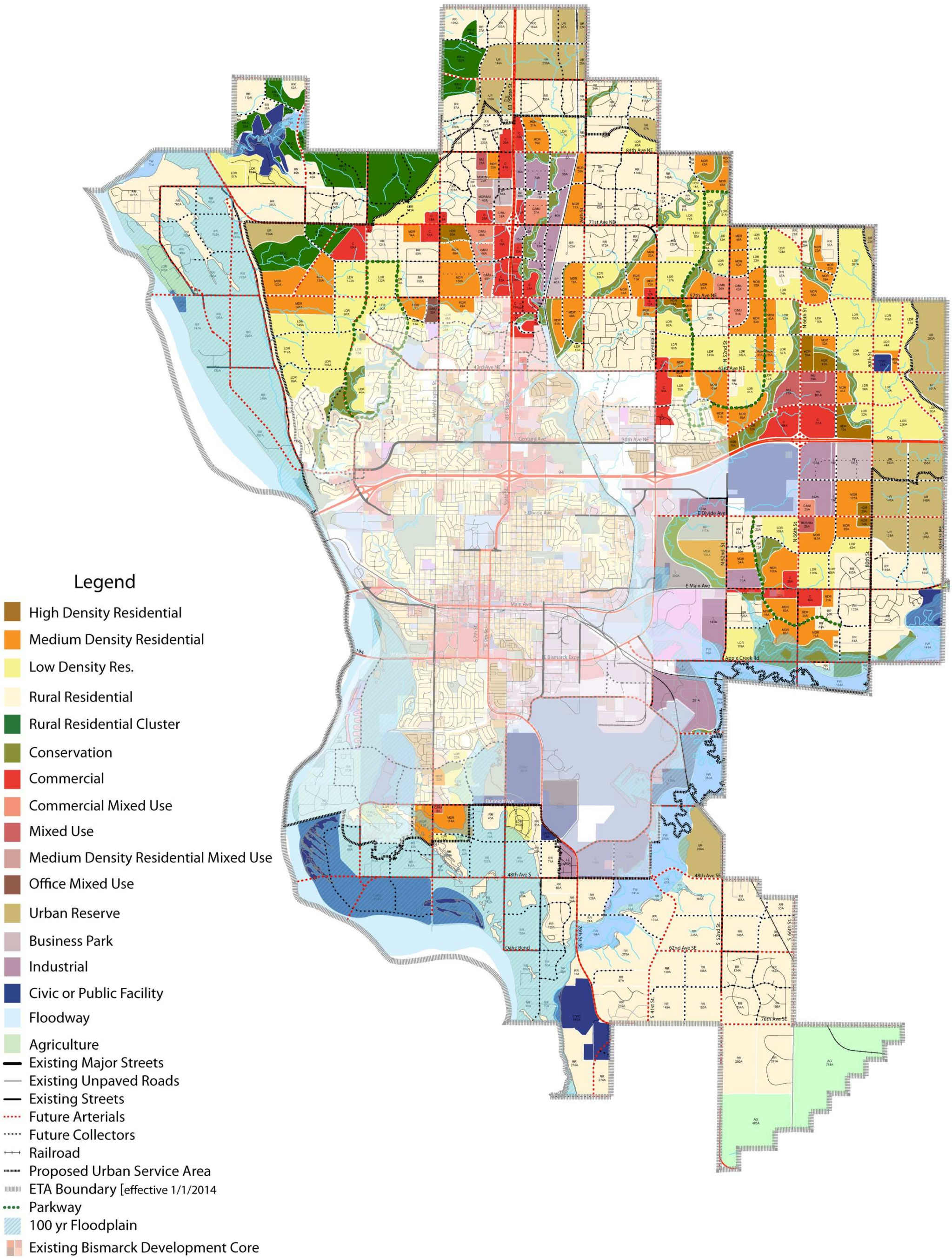


Figure 5: Future Land Use Plan

Land Use Policy Categories

The following policy designations are used on the Future Land Use Plan shown on Figure 5.

High Density Residential: Primary residential use with urban services, yielding gross densities over 10 units per acre. Corresponds to RM and higher density zoning districts.

Medium Density Residential: Primary residential use with urban services, yielding gross densities in a range from 4 and 10 units per acre (average of 6 to 7 units /per acre). Corresponds to R5 and R10 zoning districts.

Low Density Residential: Primary residential use with urban services, yielding gross densities in a range from 1 and 4 units per acre (average of 2. 5 units/ per acre). Corresponds to R5 zoning district.

Rural Residential: Residential with density less than 1 one unit per acre, using individual or community wastewater systems. Corresponds to RR zoning.

Rural Residential Cluster: Residential developed to conservation design standards with gross density of approximately 1 one unit per acre. Lot clustering may be required to maintain environmentally sensitive areas (steep slopes, watercourses and buffers, etc.) as open space.

Existing Rural Residential: Previously platted and/or developed residential subdivisions with density less than 1 unit per acre, using individual or community wastewater systems and rural water. May provide transitional subdivisions through existing "ghost plats."

Commercial: Retail, hospitality, and service uses. Includes both neighborhood and general commercial categories.

Conservation: Areas such as streams, greenways, trail corridors, and wetlands to be maintained as permanent open space

Commercial Mixed Use: Mixed use areas with commercial retail as the dominant use, typically accounting for more than 50% of the overall development area.

Mixed Use: Areas with an integrated combination of uses, including residential, office, commercial, retail, and civic or public.

Medium Density Residential Mixed Use: Mixed use areas with medium density residential as the dominant use, typically accounting for more than 50% of the overall development area.

Office Mixed Use: Mixed use areas with office or similar employment as the dominant use, typically accounting for more than 50% of the overall development area.

Urban Reserve: Areas reserved for long-term urban development, with primary planning period use in agriculture or very low density residential with ten acre minimum lot size.

Business Park: Includes office, flex development (combined office, distribution, and limited manufacturing), and limited industry generating no external environmental effects. Commercial/retail permitted as a minor accessory use to serve primary business park development.

Industrial: Includes manufacturing, warehousing and distribution, maintenance, equipment services, and other industrial uses. Commercial/retail permitted only as a limited accessory use. May be divided into limited and general categories.

Civic or Public: Includes public or institutional service bases, major recreation, educational campuses, and other civic facilities.

Floodplain: 100-year floodplain areas. Residential with gross density around one one unit per acre, using individual or community wastewater systems. Development is designed to comply with floodplain requirements. Lot clustering encouraged to minimize impact on of filling of floodplain.

Floodway: . The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge flooding without cumulatively increasing water surface elevations more than a designated height. Intended to remain undeveloped to avoid causing increases in upstream flooding levels.'

Agriculture: Areas for general agricultural activity such as producing products of the soil, poultry, livestock, or dairy farming, and their supporting facilities and uses.

Development Block Concept

Land use plans often attempt to assign a specific land use to a specific parcel of property. However, this "single use to a single parcel" approach lacks flexibility and discourages the mixing of uses, both horizontally and vertically, that can provide interesting and economically strong urban neighborhoods. The residential use and density categories displayed in the FLUP are based on "development blocks," that define the personality of an area. A block designated as a specific category can accommodate different types of residential development and even compatible mixed uses, while retaining its basic character, or the designated use type density. (In this context, the term "block" refers to a group of contiguous parcels or properties with the same land use designation, and may be much larger than a city "block", which is an urban area bounded on four sides by streets.)

An illustration of this concept is shown in Figures 6 and 7 for an area west of Washington Street between I-94 and Century Avenue. The development block shown in Figure 6 is designated "medium-density residential" (MDR) in the Future Land Use Plan, but contains a diverse mix of underlying land use types and densities, as shown in Figure 7.

The MDR designation corresponds to development that averages about six to seven units per acre, with a gross density over the whole area that ranges from four to ten units per acre. The MDR category, however, does not require or even anticipate that all development within a development block would have the same density. This central Bismarck area includes single-family housing with a gross density of about three units per acre, attached units (such as duplexes and townhouses) at about seven units per acre, multi-family units at over ten units per acre, and a small amount of commercial. Its overall density reflects the intensity of the MDR category. In addition, different uses in this area are located according to sound development rules, such as placing higher density development nearer to services and major streets.

Other categories, including non-residential categories, may also include compatible uses that differ from the primary use envisioned for the development block. The mixed use categories, for example, incorporate other types of land use, but generally anticipate that a majority of the district's land will be developed for the primary use type.

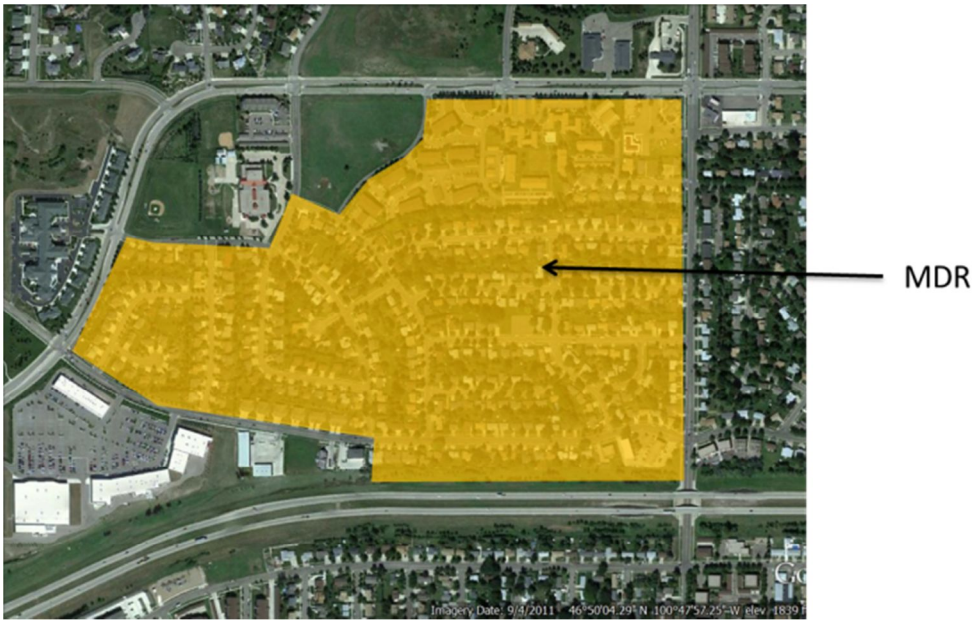


Figure 6: Development Block Land Use Designation

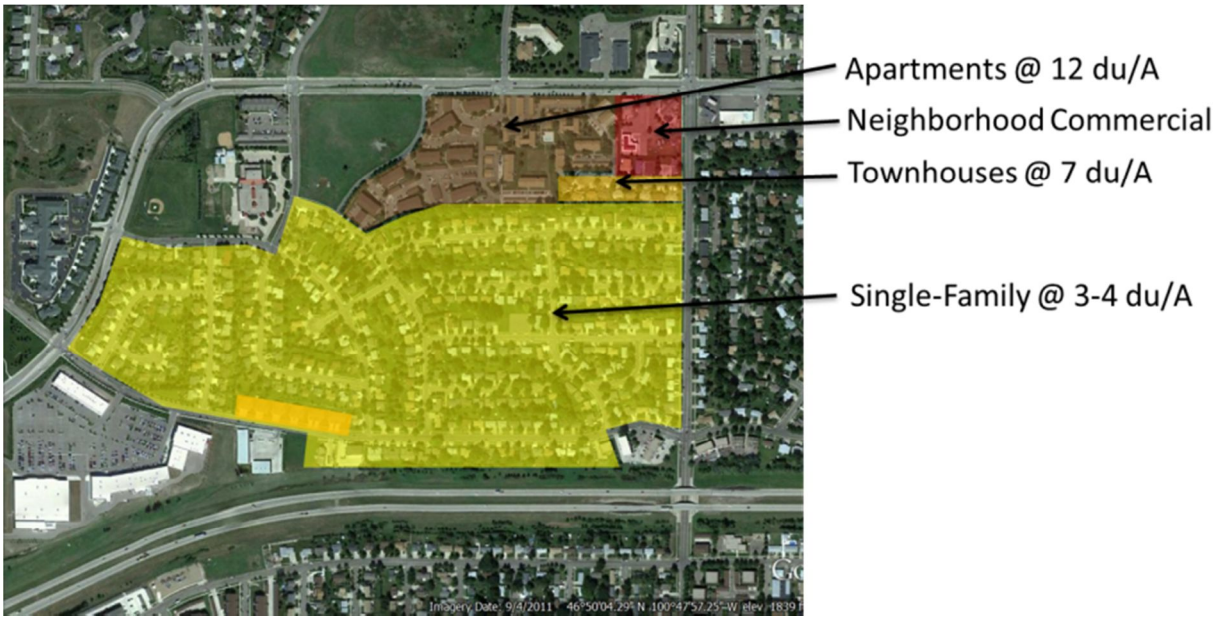


Figure 7: Parcel-Level Land Use Variety within Development Block

Rural Residential Clusters and Conservation Development Techniques

Residential development in areas designated as Rural Residential Cluster would be designed using conservation development techniques. The concept of conservation development encourages developers to preserve areas of environmental or scenic significance in exchange for grants of greater development density in other parts of the project. Most of these areas, located in the northwestern part of the Bismarck jurisdiction, are located adjacent to but outside of the USAB, although an area south of ND Highway 1804 and west of 15th Street NW is located within the USAB. Rural Residential Cluster areas are generally rugged topography, making extension of urban services extremely difficult. This conservation development technique permits a parcel to be developed at a density established by the underlying zoning district by concentrating construction on smaller lots in developable areas, in exchange for maintaining environmentally sensitive areas as permanent open space.

Development in this part of northwest Bismarck, then, will combine standard gross densities for more conventional rural residential subdivisions with protection of open land character and scenic and environmental values through the required use of conservation development standards. These techniques include lot clustering and preservation of significant environmental resources, while allowing landowners and developers to achieve equivalent or greater development yields than traditional subdivision design, as shown in the sketches in Figures 8 and 9.

This development technique is a variation of the cluster design concept pioneered by projects such as Radburn, New Jersey, and the planned unit development concept of the 1960s, originally developed by the New York City Planning Department to permit development, while protecting vulnerable open space in Staten Island. This concept has been implemented in communities similar to Bismarck across the Midwest and Great Plains.

Supporting Transportation Elements

The 2003 Bismarck-Mandan Fringe Area Road Master Plan and the 2005 US Highway 83 Corridor Transportation Study provides the basis for the roadway network on the FLUP and Phasing Plan that is anticipated to be developed. In some cases, the 2014 Growth Management Plan exhibits show minor updates to the network, which are being synchronized to the Fringe Area Road Master Plan as it is currently being updated by the MPO. This grid network of proposed roads in the fringe areas includes section line arterials and half-section line collectors.

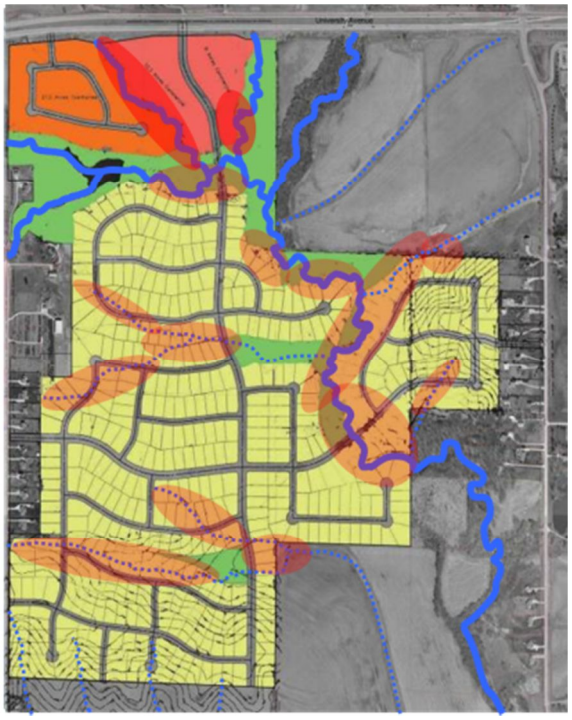


Figure 8: Typical Subdivision Design
Typical design and zoning techniques can create conflicts around natural resources that need protection.
Source: RDG Planning & Design

Figure 9: Subdivision Design Using Conservation Cluster Principles
Subdivision design using conservation cluster principles can provide the same or higher yields than traditional design and protect and maximize natural resources.
Source: RDG Planning & Design

Establishing a continuous and connected arterial and/or collector system concurrently with development has been an historic concern as the City has expanded. Existing mechanisms provide developers the tools to finance portions of roadway within their immediate development area, but funding adequate to construct more continuous connections through adjacent undeveloped parcels is not provided. The continuous development of arterial and collector routes is critical to orderly and efficient land development. During the 2014 Growth Management Plan update, extensive discussions were held regarding alternate mechanisms and evaluation of the system (arterial or collector) to focus investment.

Central to the transportation system discussion was balancing the utility of continuous and adequate capacity corridors relative to construction cost. While the arterial system provides a greater level of regional connectivity, construction costs are substantially greater per linear foot. A critical next step for the City is to establish a program for addressing cost, equity for who pays, and the return on investment associated with enhanced public investment into transportation, including how to support both arterial and collector expansion.

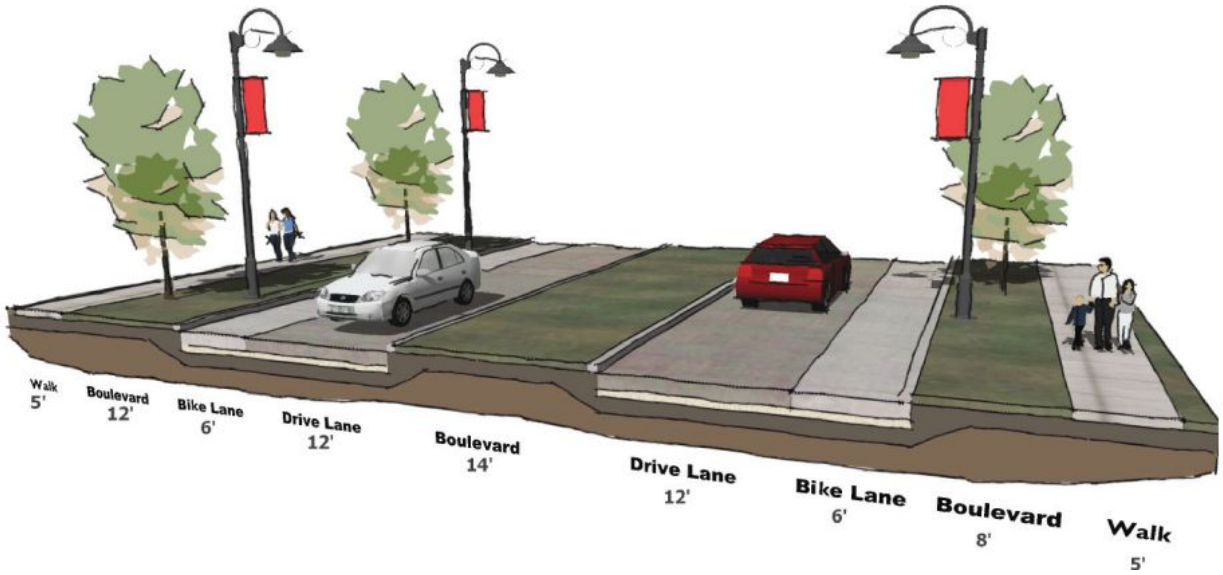


Figure 10: Parkway Concept Cross-Section
Source: RDG Planning & Design

Some of the planned residential neighborhoods envisioned in the FLUP are connected by parkway loops, illustrated in Figure 10 above. These streets would complement Bismarck's grid of major arterials and would be designed for motor vehicles at

neighborhood speeds, bicyclists, and pedestrians according to Complete Streets principles. They would also have special landscape and design features and appropriately serve neighborhood parks, schools, and even commercial projects. This concept is already used on existing streets like Valley Drive and Tyler Parkway.

Implementation Timing

The FLUP has been developed as a snapshot and projection of desirable and probable land uses. As described earlier in this Plan, the FLUP was designed to consider real estate demand, proximity to supporting transportation and infrastructure services, compatibility with existing and other planned uses, and environmental constraints. Where the FLUP shows a different use from the present land use, continuing the current use is generally up to the owner. It should be noted that the landowner controls timing of a land use change.

Phasing Plan

The Phasing Plan in Figure 11 illustrates the proposed timing of development in the study area, and the progression of provision of urban services. Three progressive phasing bands compose the Phasing Plan. Considerations in the definition of the phases are:

- Anticipated timing of when substantial development of different areas outside the current city limits is expected to occur.
- Level of support for using enhanced public infrastructure funding mechanisms to provide urban infrastructure, including roads, water, sanitary sewer and storm sewer.
- Mix of land uses assumed to be implemented in the area form a balanced mix of uses, from residential to commercial and industrial in areas more contiguous to the existing city limits to primarily single family residential in areas farther away from the current city limits.

Phase 1: Urban Service Priority

Development in the short term, from the present through approximately 2025, is anticipated to occur in this phase. This area contains sufficient space for the full range of land uses to be accommodated even under the Aggressive Growth Scenario, with balanced distribution across the study area and a slight emphasis away from the currently-developing northwest quadrant to achieve balanced growth. These areas can be supported by existing arterials and fall within the current USAB. Enhanced infrastructure funding would be promoted within this zone to aid in directing growth to these areas.

Phase 2: Urban Service Secondary

Development over the long term, from 2025 through 2040, is anticipated to occur in this area, after substantial utilization of the Phase 1 area. This phase contains sufficient space to accommodate the full range of land uses out to 2040. If land owners wish to develop property in this area prior to 2025, they would need to arrange private financing for the public infrastructure costs to extend municipal services out to these sites; infrastructure costs will naturally be higher if serving scattershot developments instead of contiguous, orderly development.

Phase 3: Urban Service Future

This phase is characterized as the urban fringe, but with contiguity envisioned with planned urbanized areas, over the very long term (post-2040). These areas are within the USAB, but are well outside of areas where development would be encouraged over

the next 20 years. The outer boundaries of this area are contiguous with the USAB. Rural residential is mainly envisioned here, utilizing transitional platting and Build-Through Acreages in support of ultimately achieving urban densities.

Urban Reserve

This zone is located outside of the current USAB but within the current ETA boundary. These areas are reserved for development in the very long term. Development in these areas would be discouraged until such future time when urban infrastructure could reasonably be extended. In the long term, any new development is mainly envisioned for this zone as rural residential or low density residential, as illustrated on the FLUP, utilizing transitional platting, conservation cluster development, and Build-Through Acreages in support of ultimately achieving urban densities.

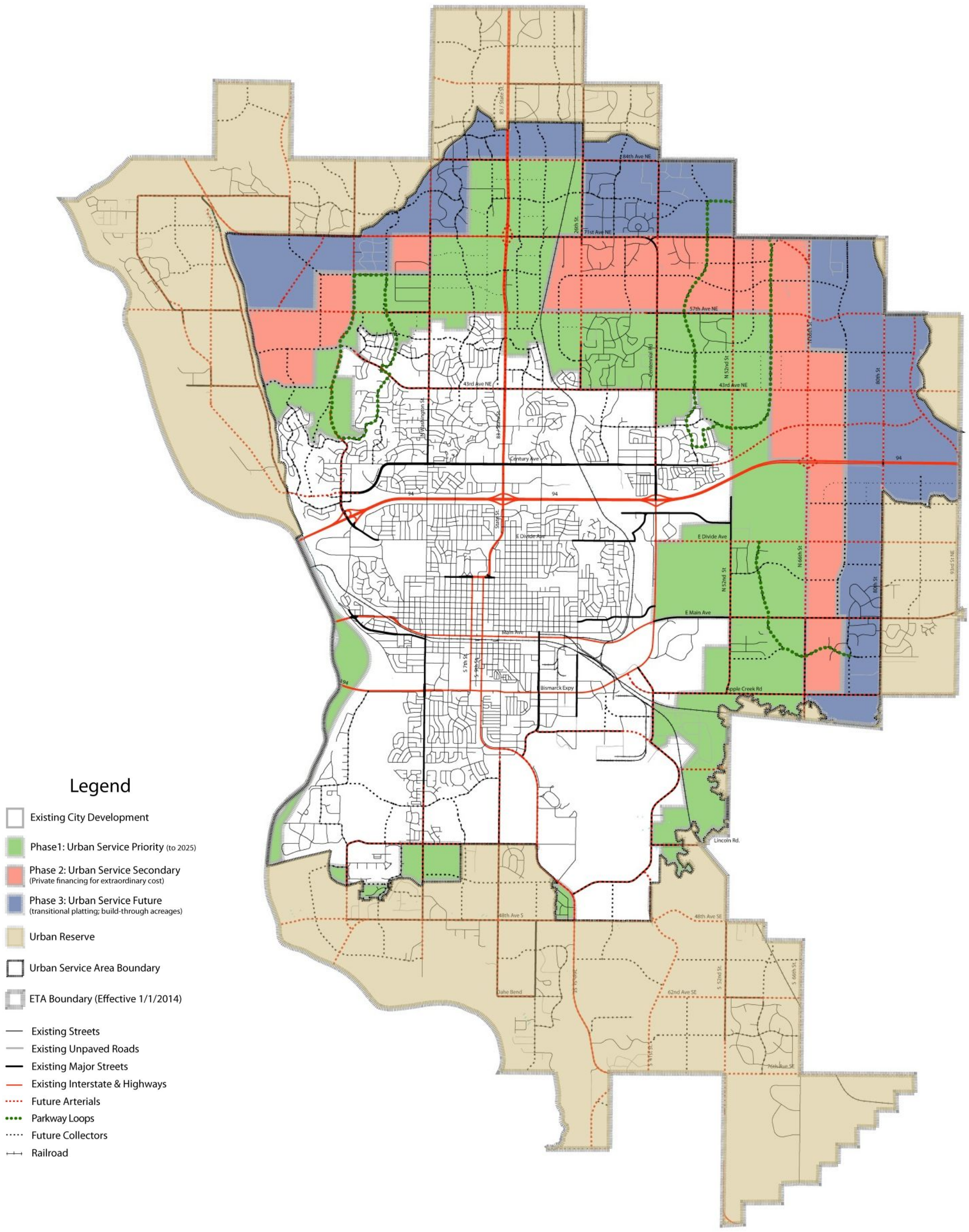


Figure 11: Growth Management Phasing Plan

Management Techniques

The 2014 Growth Management Plan is more than just the Future Land Use Plan and Phasing Plan, its centerpiece exhibits. This portion of the Plan includes recommendations for "managing the management plan."

Boundary and Guiding Plan Review

The City would be well served to undertake periodic reviews, perhaps annually, and implement updates of all boundaries pertinent to the 2014 Growth Management Plan to reflect actual growth patterns and development activity. These boundaries include:

- Extraterritorial Area (ETA)
- Urban Service Area Boundary (USAB)
- Phasing Plan areas

In order to support the concepts outlined in the FLUP and the Phasing Plan, the USAB should be pulled back in areas where it extends beyond the ETA. It should also be pulled back to a location at the top of the bluff line along the east side of River Road in the northwest quadrant of the City.

It is also prudent for the City to review and update ALL controlling plans every 5-10 years, to ensure continued accuracy and relevancy. These include:

- Strategic Plan
- 2014 Growth Management Plan
- Bismarck-Mandan Fringe Area Road Master Plan

Capital Plan

A municipal capital improvement plan (CIP) is the short term financial plan for public improvements, which allows the City to budget its capital expenditures over a period of time. The roadway improvements identified in the FLUP (and supported by the Fringe Area Road Master Plan) can be programmed into Bismarck's CIP and the Regional Transportation Improvement Program (TIP) using the Phasing Plan as a scheduling plan, informed by actual progress of development.

Funding and Financing Tools

Central to supporting expansion of the Bismarck economy is being able to provide the infrastructure necessary to provide efficient access to/from new parcels, including transportation, water, sanitary sewer and stormwater control, concurrent with the desired development. Investments required to provide the desired infrastructure typically have high upfront costs and require relatively lengthy payback periods.

Current Funding Profile

In Bismarck, the costs associated with expanding the urban infrastructure have traditionally been shared between private investors and the public sector. For the purposes of the Growth Management Plan analysis of funding and financing concepts, private investors include persons and companies that develop property and persons and companies that purchase homes, commercial businesses, institutional uses and industrial buildings located on the improved properties.

Presently, infrastructure improvements are funded through a combination of the following sources:

- Developer prepaid/upfront funded improvements/contributions.
- Special assessments to developed and purchased properties to satisfy debt service on bonds let to fund infrastructure improvements.
- Enterprise funds used to satisfy the debt service on revenue bonds established to fund infrastructure improvements financed by user fees on services such as water and sewer use.

Listed below are the range of development costs assigned to developers as pre-paid costs and those applicable for special assessment against the developed property:

Prepaid by Developer	City Special Assessment/ Enterprise Funds
Water and sanitary sewer lateral mains and stub-outs	Water and sanitary sewer trunklines (excess capacity)
Water and sanitary sewer trunklines	Street lights
Regional stormwater	Regional stormwater
Local stormwater design, including ponds	Storm sewer
Site grading	Streets
Curb and gutter	Curb and gutter
	Sidewalks
	Driveways

Table 1: Existing Infrastructure Funding Sources

Staff from the City of Bismarck Finance Department has stated that revenue from the three sources currently used is anticipated to be adequate to support providing water, sewer and stormwater management infrastructure expansion concurrent with anticipated land development through 2040 subsidizing infrastructure improvements in the Phase I: Urban Service Priority area.

Funding Gaps and Implications

The City provides funding for extending and/or oversizing arterial and collector roads, as well as making temporary road improvements, that support residential, commercial,

industrial and civic expansion at the community's edges. Unlike water, sanitary sewer and stormwater revenues, funding is not adequate to allow the City to manage the entirety of costs when streets are constructed, although it provides a substantial amount of the up-front funding. As a result, land developers are the primary decision-makers regarding construction timing for roadways and subsequently where development occurs. As access to property is a key controlling factor for when properties are developed and roadways provide that access, land developers are the primary managers of development timing through their commitment to funding specific roadway segments and by extending (or providing easements to extend) utilities to the edge of their properties to allow an orderly outward progression of utility infrastructure.

Throughout the process of updating the Growth Management Plan, City officials have stated they need to participate more actively in managing the direction in which the community will grow physically. The active role can be established through regulations using the platting approval process: where development is consistent with City goals and allow for the orderly progression of development and cost-effective provision of municipal services, proposals would be approved; where development is inconsistent with these goals, development proposals would not. To avoid the situation of development on one property or subdivision blocking the extension of municipal services to further outlying areas, and therefore impeding the orderly progression of growth, utility easements to the edge of a property would be required.

While the enhanced regulatory process been the approach selected in other areas of the United States to manage where growth occurs (e.g., Washington State, Vermont, Florida, Colorado), the Growth Management Plan Technical and Advisory Committees recommended promoting more of a partnership with developers rather than writing and enforcing more codes that developers would need to follow. Being a more active partner in managing growth will require the City to bring more public sector funding to the table to finance the initial costs of infrastructure expansion.

Transportation Cost Estimates

The study team estimated the mileage of new arterial and collector roadways to provide connectivity through the Phase 1, Phase 2 and Phase 3 areas shown on the Phasing Plan. The numbers in Table 2 represent estimated costs to expand the arterial and collector roadway system through the Phase 1, Phase 2 and Phase 3 areas of the Phasing Plan, measured in 2013 dollars.

Phase	Arterial Roadways		Collector Roadways		Total	
	Miles	Cost	Miles	Cost	Miles	Cost
Phase 1	17	$169-206 million	33	$40-48 million	50	$208-254 million
Phase 2	12	$116-142 million	18	$21-25 million	30	$137-168 million
Phase 3	19	$190-232 million	19	$23-28 million	38	$213-260 million
Total	48	$475-581 million	70	$83-102 million	118	$558-682 million

Table 2: Estimated Potential Public Road Costs, Phase 1, 2 and 3 Plan Areas
Estimated costs for publicly funded roadway expenditures in 2013 dollars for entirety of Phase 1, 2 and 3 Growth areas.

These figures represent total build-out of all planned arterials and collectors in these areas. As such, these roadways would be implemented in a component and staged manner over a very long term, most certainly beyond the 2040 time horizon for this Plan and the underlying population, employment and development forecasts. This analysis was undertaken in order to understand the magnitude potential funding needs for both types of roadway in order to frame the investigation of potential alternative funding sources.

Alternate Funding Concepts and Review Process

The process employed in the Growth Management Plan to evaluate the feasibility of alternate funding mechanisms was for the planning consultant team to provide research on a broad range of ideas/concepts. The Technical Committee was charged with the responsibility of reviewing the positives and negatives of each of the concepts and narrowing the range to those that had potential in the region to provide a reasonable revenue stream and those that had a reasonable possibility of gaining local and legislative support. The narrowed range of ideas was presented to the Growth Management Plan Advisory Committee for input and comment. The initial range of ideas included alternates from the following categories:

- Formalize the impact fee or developer exactions concepts that are presently employed on a case-by-case basis.
- Create special service districts where enhanced property taxes would be collected.
- Establish local fuel taxes to supplement the state and federal taxes presently levied.
- Increase currently levied taxes such as sales taxes and/or property taxes.

Alternatives Retained for Consideration

Each of the funding alternatives described below have been reviewed with the Growth Management Plan Technical Committee and have been recommended for consideration in Plan implementation.

Option 1: Impact Fees

North Dakota law neither expressly grants nor prohibits the authority for municipalities to impose impact fees. Municipalities are expressly allowed to generate revenue for capital projects through special assessment districts and to determine the fees required to receive a building permit or to obtain municipal utility services. Additional legal clarification is necessary to move forward with implementation of an impact fee based solely on the size or density of a proposed development.

Presently, Bismarck has several utility based charges that are imposed on new developments so that the development will share in costs for infrastructure previously incurred but necessary for the current development. These charges could be characterized as utility based impact fees. Bismarck and developers work together to determine the potential for specific developments to require enhancements to the current and/or planned roadway network based on traffic impact analyses and required utility extensions. Bismarck and the developer agree as to what improvements need to be made, who will cause the improvements to be made, who will pay the costs of each improvement, and then prepare a schedule for all of the improvements. These negotiated development agreements generally include compliance with Bismarck development policies which include the payment of utility based impact fees as a prerequisite to service.

While this funding option was retained under the title of “impact fee”, the Technical Committee recommended continuing the developer negotiated exactions process based on traffic impact analyses and required utility extensions rather than attempting to establish a formal impact fee process and fee schedule.

Advantages

Of all the alternatives considered, this funding mechanism most directly embodies the idea that those who use a service ought to pay for it. Developers would pay for a large portion of street improvements based on the amount of traffic they are likely to produce.

Drawbacks

A study to determine an impact fee schedule for different types of new development can be expensive to undertake, due to the traffic and financial modeling involved. This upfront cost can make impact fees difficult to put into place.

Unanswered questions about the legality of impact fees in North Dakota must be resolved before the mechanism can be put in place.

The amount collected varies depending on the amount and type of new development occurring each year. Examination of revenues in similar communities that use impact fees reveals that revenues fluctuate greatly from year to year.

Option 2: Transportation Utility Fee

A transportation utility fee (sometimes known as a street maintenance fee, road user fee, or street utility fee) is a monthly fee based on use of the transportation system that is collected from residences and businesses. The fee is based on the typical number of trips a particular land use generates and is collected through the monthly utility bill. It is designated for use in the maintenance and repair of the City's transportation system. Users of the system share the costs of the corrective and preventive maintenance needed to keep the system operating at an adequate level.

Transportation utility fees are a financing mechanism that treats the roadway network as a utility and bills properties in proportion to their use, rather than their value as with the property tax. This connects the costs of maintaining or expanding the infrastructure more directly to the benefits received from mobility and access to the system.

Advantages

Stakeholders who see the connection between a fee and the use generally tend to support a fee over a tax increase. In most communities, increasing a fee for service associated with the utility does not require a referendum consistent with increasing taxes. Thus, it is easier to implement.

Drawbacks

To be considered a “fee”, a direct connection between collection of revenue and use of the revenue must be established to ensure that those persons bearing the cost see a proportionate benefit from the outlay they make.

Option 3: Local Option Sales Tax

Bismarck is a Home Rule jurisdiction. By state law, Home Rule municipalities have the authority to levy and collect taxes in general. While sales taxes are not individually identified as a tax that can be levied, Home Rule municipalities have generally been recognized to have the authority to approve a sales tax. As such, it is assumed that Bismarck could amend their Home Rule charter with a majority vote of the people to increase the sales tax whose revenues could be earmarked for the construction of streets.

The State of North Dakota currently has no cap on local sales tax rates. Currently, Bismarck has a one percent sales tax, which generated approximately $17.2 million in

2013. The State of North Dakota collects a 5 percent sales tax. Currently, Burleigh County has a 0.5 percent sales tax proposed for construction of a new jail. Assuming the current proposal passes, the cumulative sales tax in Bismarck would total 6.5 percent of the sales price. Adding a penny dedicated to transportation, while raising approximately $17.2 million per year, would result in a cumulative sales tax of 7.5 percent, which would be equal to the rate charged in Fargo and Grand Forks, but would be more than most other communities in the state.

Advantages

Local sales taxes are currently allowed by state law. Thus, only local action would be required to implement this mechanism.

The concept of a sales tax is familiar to local residents, and local jurisdictions already have the structures in place to collect this tax.

Sales tax is not a very visible tax. People pay a small amount with each purchase without thinking about how much they cumulatively spend on taxes over a longer period of time.

Sales taxes can provide enough revenue to complete substantial capital projects.

Potential Drawbacks

Sales taxes can be relatively unstable in difficult economic times when people buy fewer taxable goods.

Sales taxes tend to hit people with lower incomes the hardest, as the amounts charged are not tied to income or the amount people use the infrastructure paid for with the tax. Offering exemptions on necessary goods limits this potential issue.

Tax-exempt organizations and individuals do not contribute to the fund despite using the streets at a similar rate as other users.

Option 4: Dedicated Property Tax

The State of North Dakota currently authorizes Bismarck and Burleigh County to levy property tax, and both do so. The primary potential barrier to implementation of this mechanism is the millage limit put in place by the State. However, Bismarck's mill levies are currently under the maximum threshold permitted by the State to cities, indicating some flexibility in increasing Bismarck's portion: the current cumulative mill levy is approximately 261 mills, with the City portion set at 69.06 mills. The current environment in Bismarck does not favor increasing the mill rate on property taxes; however, a small (i.e. one mill) levy could generate a revenue stream dedicated to transportation improvements (including non-motorized modes). Each mill generates approximately $225,000 annually.

Advantages

Property taxes generally provide a stable income over time, regardless of minor changes in the health of the economy.

If adding multiple mills to the current rate is acceptable, property taxes can provide enough revenue to fund significant capital projects. To generate an additional $1 million per year would require approximately a five percent increase in the city mill rate.

The tax burden is distributed across everyone in the jurisdiction.

Drawbacks

Property taxes are very visible taxes since property owners see the entire property tax bill for the year as one number. This high awareness limits the willingness of owners to approve property tax increases.

A city-wide property tax would charge people from one part of the area for the construction of roads in another part of the area that they might never or rarely visit. Additionally, people living outside of Bismarck commuting to work in the City do not contribute to the roads they are using. This conflicts with a "user pays" principle.

Development Controls

Zoning Updates

Updates to the City of Bismarck's zoning ordinances and map will be required to enable new concepts. The zoning map will need to be amended as developments are proposed to implement the vision presented in the Future Land Use Map to be implemented.

Conservation Development Principles

Development Densities

Permitted yield within the Rural Residential Cluster districts mandating use of conservation development techniques is determined by the yield of the underlying Rural Residential (RR) zoning district. This district requires a minimum lot size of 65,000 square feet (approximately 1.5 acres). Thus, a site with 40 acres of land (excluding right-of-way or public land dedications) would have a permitted yield of about 27 units. In the Rural Residential Cluster, however, individual lot sizes could be smaller than 65,000 square feet, in return for preservation of environmentally sensitive site features. Because of unusual characteristics, some areas may use the lower-density RR5 district to determine overall yield.

Urban Form

The overall design pattern in the district should maintain drainageways and steep slopes as open space. To the maximum degree possible, storm drainage should be handled on the surface and conveyed to open areas, with the goal of decreasing both volume and velocity.

Roadways should generally be designed to follow contours, including road alignments on ridge lines to maximize views for homes along the roadway and permit natural stormwater management along the drainageways.

New developments will preserve other environmental features through the use of conservation design techniques. Conserved open space may be used for agriculture, recreation, stormwater management, or open land. Generally, these preserves should be open-ended, providing opportunities for connections to preserves in adjacent developments. The open space may be owned in common by property owners, donated to or acquired by a public or nonprofit agency, or maintained in private ownership.

Within this area, each development proposal should complete an inventory of environmentally important features. These features include drainage corridors, woodlands and tree stands, prairies, wetlands, and slopes with grades over 10% to15%. The development design should preserve these features.

Open Space Linkages

Most of the land within this Rural Residential Cluster category is contiguous, making a connected open space system feasible. This network within each development and between developments should be connected where possible or applicable into the larger regional greenway system. These open spaces may also provide essential green infrastructure components, including trail or pathway corridors, preservation and buffering of drainageways and development designs that incorporate surface stormwater drainage and protect vulnerable hillsides from erosion.

Build-Through Acreages

The Build-Through Acreages (BTA) concept takes a new approach to permitting future rural residential development within the USAB. The historic practice of ghost platting large lot subdivisions to “allow” for future subdividing has created economic and regional access issues as the City has expanded to envelope them. From an economic standpoint, there are not enough lots to make it cost effective for the landowner or for the City to provide urban services to the lots or traverse the subdivision with water and sewer to access areas in need of services. In addition, many of the current subdivisions

were developed with few (if any) streets that would serve as through routes, complicating connectivity with adjacent areas as the City has grown.

Response to the Issue

The BTA concept was developed for the purpose of permitting large lot development as part of an overall plan that would allow/permit a mixture of large lot, low density residential and higher density residential uses on parcels of 40 acres or larger. Under BTA, an owner can plat a specific part of a development parcel for permanent rural residential development. The remainder of the area is master planned and reserved for eventual (or built concurrently with the rural residential portion of the lot)l urban development of sufficient density to reach a specific urban density target. This concept is most appropriate for parcels in areas designated as Urban Reserve planned to result in a target net density of LDR or Rural Residential. Larger parcels of 80 acres or more may support MDR densities, which in reality are unlikely to be attainable on 40 acre parcels.

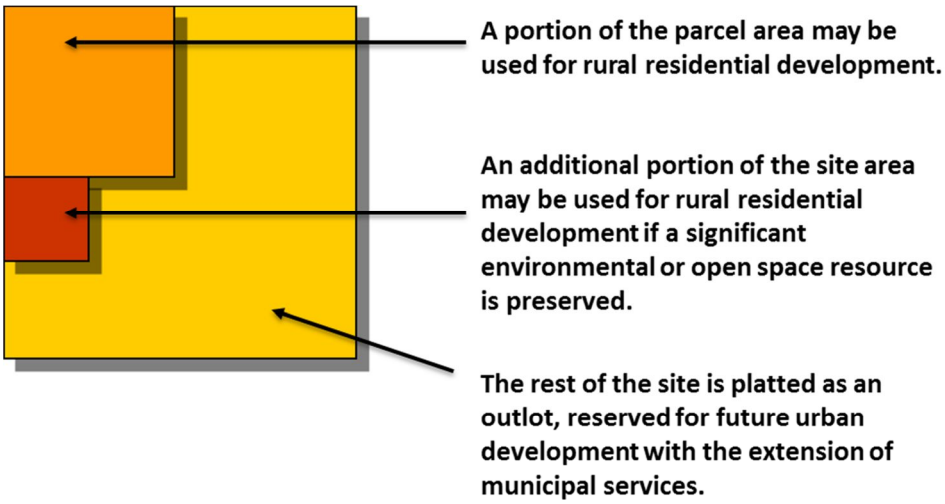


Figure 12: BTA Schematic Diagram
Source: RDG Planning & Design

This technique gives property owners the ability to take advantage of current demand for large lot rural residential but protects the ability of the City to and through the areas at some time in the future. This technique responds to the City's objectives and the principles of this Growth Management Plan:

- Permits rural residential development on portions of parcels within appropriate policy zones. Through zoning and subdivision regulations developed to support BTA, the low density use would be located on the portion of the site most

appropriate to that development type, retaining the remainder of the parcel for urban density residential.

- Provides an acceptable process to allow the large lot, rural residential uses that are a marketable product in Bismarck. Use of ghost platting on the large lot portions of the larger parcel could be retained to allow for a transition of the entire parcel to a higher or urban density in the future. The transitional plat concept envisioned with the BTA, however, does not require lot size transitions to obtain the economic conditions that make provision of urban services feasible. The BTA concept is a softer approach of permitting an incremental step-up in residential density that contributes to eventually achieving a target density for the entire parcel. The intent is to reduce opposition to eventual urban conversion by permitting transitional subdivisions to maintain their basic development pattern.

- Establishes agreements at the front-end of the process that clearly state the eventual long-term future of the parcel.

This approach borrows from the conservation or cluster subdivision technique also discussed in this section as a development technique for some of Bismarck's growth areas. While open space in a conservation development is typically maintained as common ground, the BTA concept reserves it for eventual urban development.

Scenario A		Scenario B	
Parcel Size	40 Acres	Parcel Size	40 Acres
Target Use Density	LDR (2.5 Units/Ac)	Target Use Density	MDR (6.5 Units/Ac)
Target Units	100	Target Units	260
30% Rural Residential	12 Acres	30% Rural Residential	12 Acres
RR Units	6 (1 Unit/2 Acres)	RR Units	6 (1 Unit/2 Acres)
Outlot Units	94	Outlot Units	254
Outlot Area	28 Acres	Outlot Area	28 Acres

Table 3: BTA Target Density Scenarios

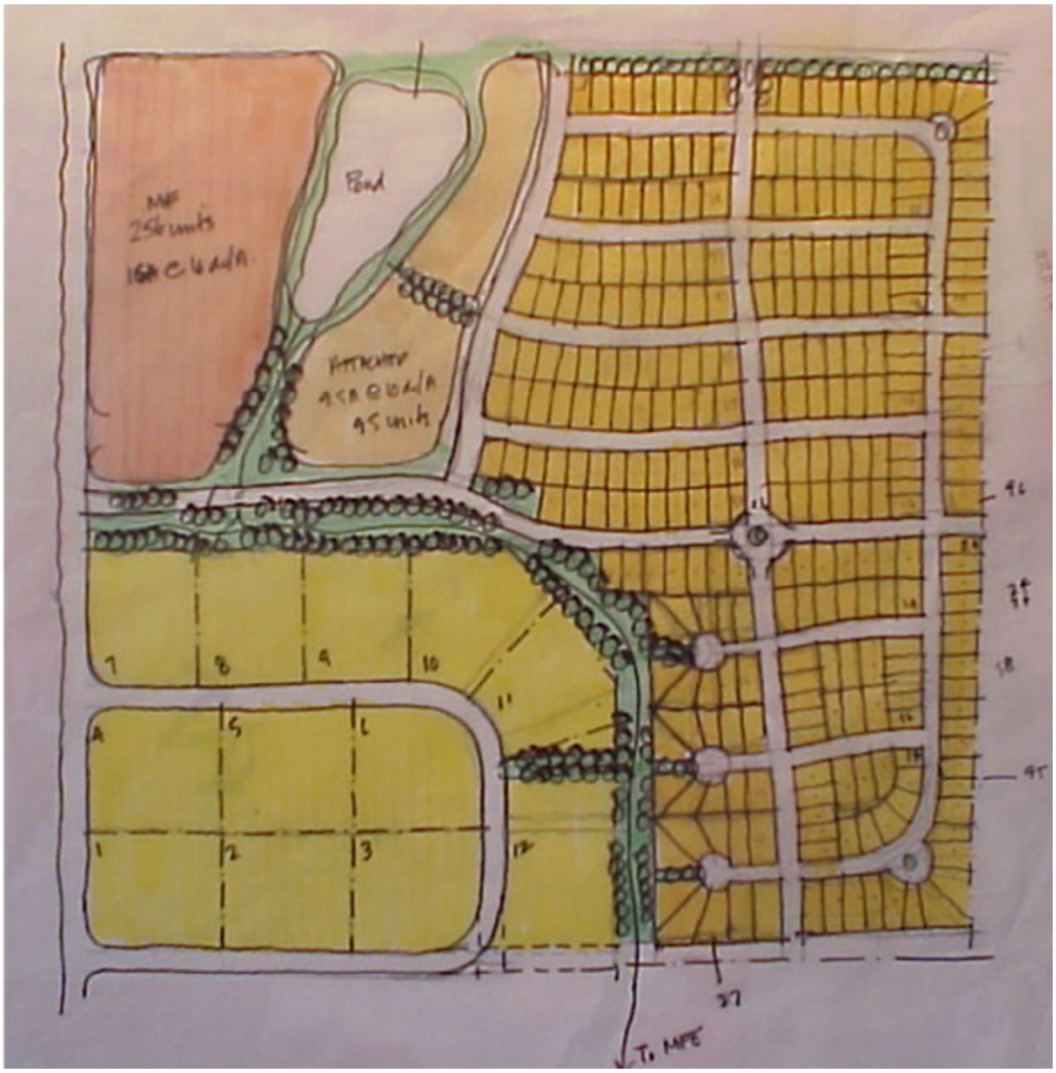


Figure 13: BTA Site Master Plan Sketch
The rural residential street system is separable from the system in the master planned area. Urban streets are placed along drainage-ways, and greenway connections are present throughout.
Source: RDG Planning & Design

Implementing BTA

The following presents important features of the enhanced BTA concept. While not specific in terms of acreages and densities, this discussion includes policy issues that implementing legislation (zoning ordinances and subdivision regulations) should address.

Zoning Policy

Residential development within specific policy areas should be subject to the BTA requirements, with this area established within the zoning ordinance as a unique "Urban Transition" zoning district.

Minimum Parcel Size

Developments within the BTA district should have a substantial minimum parcel size, such as forty (40) acres, as a reasonable minimum standard. Of the parcel:

- A maximum percentage (for example, 25% or 30%) of the area may be used for the rural residential component.
- An additional percentage of the area may be used for the rural residential component if that component uses a central sanitary sewer treatment system affording a higher density.
- An additional bonus area of the parcel may be used for rural residential development if the master plan design permanently preserves a significant environmental or open space resource. The balance of the site must be reserved as a platted outlot and reserved for future urban development. This outlot may not be developed until urban services are available.

General Density Objectives

Ultimately, urban density development is envisioned for land within Bismarck's USAB. Although it is impractical to provide a detailed master plan for an urban outlot that will not develop for many years, agreements should recognize general development objectives for the outlot. This ensures that present and future homeowners in the rural residential component of the development are aware that the balance of the land will be subject to future urban density development. A subdivision agreement and deed restrictions should clearly state that future development of the outlot will:

- Accommodate a variety of urban density uses provided with city sewer and water service.
- Have overall residential densities that produce a target gross density necessary to make urban infrastructure feasible.
- Allow for other urban uses, including schools, parks, churches, apartments, and other civic and supporting facilities.

Location of Rural Residential Development

The location of the rural residential development on the overall development parcel will vary with site context, but should be located according to specific criteria. The application should present criteria justifying the location of the rural residential portion of the development, in respect to an overall parcel master plan. Locations for the rural residential portion of the development may include, but not be limited to:

- The part of the larger parcel most distant from or most difficult to serve with future water, sanitary sewer or other urban services, as defined by the parcel master plan.
- Ridgelines and high points on the site. Water and sewer service will generally be provided through the lower parts and valleys of the site. Also, since higher density housing typically generates more urban runoff, locating the rural residential component uphill may reduce the amount of runoff carried over long distances by conduits.
- Areas on the site that might be environmentally unsuitable for urban density development, including slopes or wooded areas. Major environmental resources, such as wetlands, may be bundled into the rural residential portion of the site.
- Areas that have soil conditions or types most suitable to septic systems or for installation of community systems such as constructed wetlands.
- Areas located away from future arterials or collectors, or separated from the major circulation network for the overall development.

Urban Framework Master Development Plan

An urban framework master development plan for the outlot must be submitted and approved along with the initial and transitional rural residential plats. This master plan establishes the major systems that serve the overall development, documenting the relationships between the rural residential plat and ultimate urban development of the outlot. The urban framework master development plan indicates:

- The layout of arterial and collector streets on the site. These will typically include streets approximately on the half and quarter-section lines, along with connections to adjacent parcels.
- Major infrastructure lines, including water distribution, sanitary sewers, and storm sewers, if part of the stormwater management plan.

- A master stormwater management plan, indicating general grading concepts and directions, stormwater retention and detention structures, and storm sewers.
- Easements and dedications for all utility services.
- Parks and open spaces, consistent with comprehensive plan objectives.
- Trails and greenways, including connections to the current trail system.
- Resource conservation or preservation areas, including wetlands, wooded areas, streams and waterways, and other features that will be maintained and incorporated into future development concepts.
- A recognition that the ultimate objective is the development of the outlot to urban density. This is generally defined as a target gross residential density for the combined rural residential and urban portions of the development. The urban framework master development plan may propose a site-specific land use master plan.

Design Standards

The idea that architectural and urban design can have an impact on quality of life and development in Bismarck surfaced very clearly during the development of the Policy Framework. The desire for good quality design is referenced in several goal areas, and can be addressed through use of design standards as part of the development review process.

- The rural residential portion of the development should utilize street standards that are appropriate to low-density development, but will expedite eventual conversion to urban standards. This includes adequate right-of-way for surface drainage, some of which can be vacated if and when drainage courses are replaced by storm sewers; street paving; a street profile that encourages urban section conversion; and a roadway section sufficient to accommodate pedestrians.
- Projects using community wastewater systems should build all trunk and service lines to City standards. The subdivision agreement should require abandonment of the central collection or treatment facility when city sewer service becomes available. The cost of abandonment and closure of the interim facility will be assessed to property owners in the rural residential area.

- In projects with individual systems, all lots in the rural residential plat must connect to the city system, with the abandonment of private septic or other individual systems when sewer service is available. The subdivision agreement should waive the right to protest assessments for the cost of local sewer lines in this event.

- All water trunk and service lines should be installed to city standards. When municipal water is available, all rural residential development must connect to city water supply.

- The rural residential component of the parcel must detain storm water in such a way as to produce no net increase in the volume of storm water that drains onto neighboring property, including the outlot reserved for future urban development. Alternatively, a portion of the outlot may include a retention or detention structure that holds incremental run-off from the rural residential development.

Capital and Conversion Costs

These standards will result in significantly higher development costs than conventional rural development. As a result, those who desire a rural residential estate in a close-in location will pay a premium for their lot – a reasonable public policy that will tend to direct lower-cost rural residential into rural areas in the county that are beyond the reach of conceivable future urban service extensions. Current practice of rural residential development within the city jurisdiction indicates preferences for paved streets and, in many cases, community wastewater and water systems; therefore, the market appears to support the costs associated with these higher standards.

Implementation

It will take several years to implement this Growth Management Plan. In order to effectively implement the Plan, an initial action plan has been developed to set priorities. This summary action plan should be reviewed on an annual basis and revised as needed to keep pace with the evolving community.

Short Term (Within One Year)

Update zoning ordinances to add an "Urban Transition" zoning district to allow implementation of the Rural Residential Cluster land use category and Build-Through Acreages development control technique.

Determine appropriate administrative mechanisms for incorporating Rural Residential Cluster and Build-Through Acreages development control techniques into the development review process and/or subdivision ordinances.

Develop an inventory or database of sensitive environmental features that would serve as a reference during the development review process, especially for parcels using the Conservation Cluster or Build-Through Acreages techniques.

Medium Term (One to Five Years)

Begin building support for implementation of the proposed funding and financing techniques outlined in the Plan among local constituents, and as needed, with other policy makers at the regional and state levels.

Identify small and medium-scale transportation projects and program into the CIP.

Identify large-scale capital transportation projects that need substantial federal and state funding assistance, and ensure concurrency with the regional LRTP and TIP.

Long Term (Five + Years)

Initiate update to the Growth Management Plan to reflect actual population and employment trends and development growth patterns, and consistency with regional growth projections.

Annually

Review governing plans to ensure they are current and relevant.

Review Phasing Plan areas relative to actual development patterns, and adjust as needed to promote geographically balanced growth.

Review USAB and ETA boundaries to reflect changes in development patterns or political realities.

As Needed

Update zoning map as developments are proposed, to support the FLUP.

Appendix A: Input to the Plan

The process to prepare the 2014 Growth Management Plan has included technical guidance and input from a range of sources. The City of Bismarck's Department of Community Development engaged an outside consulting team of URS Corporation, RDG Planning & Design and SRF Consulting to provide technical expertise in growth management, transportation and land use planning to assist Planning Division staff and to lead the update process.

Project Committees

Two committees were convened to provide oversight and guidance to the development of the Plan: an Advisory Committee, and a Technical Committee. While both committees shared insight into City, County and regional issues, reacted to ideas, and signed off on principles and concepts, each also brought specialized perspectives. The Advisory Committee, composed of public officials and community and business leaders in the fields of real estate, development and engineering, provided broad policy-oriented guidance and served as the voice of public interests and market forces. The Technical Committee provided much more detailed feedback and input on the analytical aspects of the plan, ranging from population and growth trends, transportation patterns, funding and financing tools, and legal analysis. Members of each committee are named in the Acknowledgements section at the beginning of the Plan.

Land Owners

Property owners in the undeveloped areas outside of the developed urban core, and particularly outside corporate limits, have a vested interest in the recommendations of this Plan. This is especially true with the designation of Future Land Uses and the proposed Phasing Plan for development and infrastructure investment. Throughout the course of the process to update this Plan, the study team attempted to engage each landowner to learn about potential plans for development and uses of the land, and to gain feedback on some aspects of the Plan as they were being developed. Landowners were contacted by paper and electronic mail and phone, invited to stakeholder interviews, received individualized notification about public meetings, and directed to electronic media. Comments received from land owners have been incorporated into the Plan.

General Public

Members of the general public were invited to participate in the Plan update process through a number of channels.

A project website was created and updated regularly with information about the Plan update process, www.bismarckgrowthplan.com. Interim or draft work products were posted on the website for viewing and download, with means for providing comments or asking questions directly via the website or to a project-specific email address.

Two open-house workshops were conducted on June 19, 2013 and November 19, 2013 to present research findings, draft concepts, and recommendations. These events were publicized on the project website, the City's website, via newspaper advertisements, and through press releases.

Both meetings were held on weekday evenings at the Tom Baker Room of the City-County Building at 221 N. 5th Street. The meetings included a structured presentation of Plan elements and research findings, with open house time before and afterwards. The presentation portions of each meeting were taped for broadcast on Cable Channel 2 (Dakota Media Access Government Channel) and replay on www.freetv.org.; copies of the presentations are available on the website for review and download. Approximately twenty people attended each meeting, including a range of land owners, City and County residents, business owners, public officials, and professionals from the real estate and engineering industries. Participants provided clarifications and suggestions for the Future Land Use Plan map and associated transportation network based upon their current and intended plans for individual properties. Questions or points of concern among meeting participants almost exclusively had to do with the topic of funding and financing: distributing costs appropriately and equitably, ensuring that no one should pay more than his or her fair share, and making fiscally responsible public investments.

An online survey was also created to capture feedback after the second public meeting. This was accessible with a link from the project website, and advertised by press release. While responses were limited, they were generally supportive of the Plan; the few points of concern mirrored the discussion about funding and financing that occurred at the November public meeting.

Appendix B: Frequently Asked Questions

Terms

What is the purpose of all of these plans and maps contained in the 2014 Growth Management Plan?

- The Future Land Use Plan illustrates the broad future use of land and development character in blocks, across the area in which the City has planning jurisdiction.
- The Phasing Plan presents an organized progression of development for the purpose of staging the infrastructure necessary to serve developed areas.
- The City's Zoning Map, which is not included in this document, shows the permitted use, mass, bulk and character that is allowed at the individual parcel level. It reflects the broader character illustrated in the FLUP.

The Extraterritorial Area boundary around Bismarck was just renegotiated with Burleigh County. What does that have to do with the Growth Management Plan?

- The Extraterritorial Area, or ETA, is the area outside the municipal boundary of the City, within which the City has planning jurisdiction. It is considered an area of influence on the City, so the Growth Management Plan has identified appropriate future land uses in this area, as well as a phasing plan for infrastructure.
- The ETA boundary was renegotiated to provide a defined area of jurisdiction for land use regulation between the City and the County.
- The City also has zoning, platting and building inspection authority within the ETA.

Annexation

My property is shown on the Future Land Use Plan. Is the City going to annex my land?

- The Future Land Use Plan shows all the land that is within the City's planning jurisdiction – including land within City limits and the ETA. It does not suggest an annexation plan, nor does the City have plans for any forcible annexations.

My property is shown in one of the three phases of the Phasing Plan. Is the City going to annex my land?

- The Phasing Plan shows all the land that is within the City's planning jurisdiction – including land within City limits and the ETA. It does not

suggest an annexation plan, nor does the City have plans for any forcible annexations in the immediate future.

What is the City's process for annexing land?

- Historically, the City has almost always annexed property at the request of the property owner when he or she wanted to obtain municipal water and/or sanitary sewer services. The exception to this has been when connecting streets with utilities went through an annexed area and served annexed property on both sides of the annexed area.

What do I do if I want the City to annex my land?

- The City has an application process for the annexation of land. For a property to be annexed, it needs to be contiguous to the existing corporate limits. In addition, when the City annexes property, it needs to be able to provide that property with services. If the City cannot provide the property with services, it is unlikely the City would annex the property.

Land Use Guidance

I am currently using my property differently than what is shown on the FLUP. Do I have to change what I'm doing now?

- No. Current land uses are allowed until such time as the use of the property changes. The existing zoning of the property regulates land use. The FLUP shows how the land can be used in the future and the property would need to be rezoned in order to implement the FLUP.

I have different plans in mind for my land than what is shown on the FLUP. Am I forced to do something I don't want to?

- It depends. If the desired use of your property contributes to the overall character of the land use block shown (even if the parcel varies from the block's land use) it may be permissible. Other differences would need to be addressed with the City's Community Development Department and Planning and Zoning Commission during development proposals, and might not be approved.

Infrastructure

What kind of City services and infrastructure does this Phasing Plan apply to?

- Physical infrastructure includes water, sewer, storm sewer, and roadway infrastructure. The City does not currently – and does not intend to in the future - provide water, sanitary sewer, storm sewer and local roads infrastructure in rural residential areas.

My property is in one of the Rural Residential zones, and I don't want City infrastructure services. Is this going to be forced on me?

- No. The Growth Management Plan is not an annexation plan, nor does the City have plans for forcible annexation.

My property is in one of the Rural Residential zones, and I want City infrastructure services. Is this an option for me?

- Maybe. It is possible that your subdivision could contract with the City for services, if the trunk infrastructure to serve you is available.

Benefits

Why should the City invest in infrastructure proactively, ahead of development? Isn't that a waste of money?

- Regarding the roadway infrastructure, the City's road building responsibilities have had a hard time keeping pace with growth. The result is that new traffic is forced onto existing roadways, causing cut-through traffic where it doesn't belong, and congestion and delays for everyone. A forward-thinking roadway network balances traffic and improves everyone's quality of life.
- Additionally, if the City is following development when building roads, it is probably not building this infrastructure in the most cost-effective way, since it is probably more scatter-shot than logically-organized, or extending existing roads incrementally.

This sounds expensive. Who's going to pay for all this?

- Like with the current system for funding and building the utility infrastructure (water main, sanitary sewer, and stormwater), the idea is for those who need or benefit from the roadway investment to pay for it.

- The beneficiaries of some roadway extensions are highly local, such as for a local road or collector, and costs would be borne by that subdivision or discrete group of property owners.
- Other extensions or improvements, such as the major arterials or cross-town expressways, benefit a larger area, and so costs would be distributed more broadly.
- The City will continue to pay for trunk utility systems.
- This Plan contains recommendations for additional resources to assist with front-funding the development of the arterial and collector roadway network to keep pace with growth.

Appendix C: Policy Framework

The 2014 Growth Management Plan is meant to be a planning tool to help the City of Bismarck meet the needs of current and future residents. Respecting the work completed by many residents over the past years was important to this process. To understand what priorities and principles that should guide the Growth Management Plan, numerous other visioning and plan documents were reviewed. These included:

- 2003 Growth Management Plan
- 2012 Strategic Plan
- Bismarck Public Schools District Master Plan, 2012
- Bismarck Parks and Recreation District, 2013-2015 Strategic Plan
- Bismarck Park and Recreation District Parks Comprehensive Plan: Trails, Facilities & Programming, 2010
- Bismarck Airport Master Plan Updated 2008
- Mayor's Economic Development Advisory Group (MEDAG), 2009
- 2012 North Dakota Statewide Housing Needs Assessment: Lewis & Clark Regional Summary
- Bismarck-Mandan Regional Future Land Use Plan, 2007

Based on these documents, plan goals and strategies were identified. Goals are broad development principle statements that residents hope to accomplish, while strategies are more specific approaches that can be taken to achieve the goals. Tactics are specific, measurable actions to meet the strategies. These statements were then reviewed and validated by the members of the Bismarck Growth Management Plan Advisory Committee and Technical Committee. The Advisory Committee represented a broad spectrum of community interests and was convened to offer primary guidance to the plan. The Technical Committee included staff from a variety of city departments.

All of these goals, strategies and tactics form the policy foundation of the 2013 Growth Management Plan, and serve as the basis for the detailed recommendations and implementation steps anticipated in the Plan. Developing this framework is an important step in the planning process, for a number of reasons:

- Provides advance notice to private decision-makers, including developers, builders, and property owners, about basic principles that will guide Bismarck's public decisions.
- Provides a framework for consistent decision-making, while allowing for flexibility in the review of individual situations.
- Keeps decisions oriented to overall community goals.
- Increases inter-agency communication and cooperation, assuring that different bodies act in accordance with similar assumptions.
- Provides a firm basis for evaluating the costs and benefits of public investments, and their consistency with overall policy objectives.
- Provides a general basis for interpreting and applying the Growth Management Plan, and maintaining the flexibility to respond to individual situations.
- Gives staff a context for developing recommendations for actions by local government.

The following summarizes the policy framework of the 2013 Growth Management Plan, and strategies and tactics for achievement of growth management Goals.

Sources in parentheses: Strategic Plan, 2012 (STP); Bismarck Parks and Recreation District Comprehensive Plan, 2010 (BPRDCP); 2003 Growth Management Plan (GMP 2003); Consultant Team (CT)

Growth Management and Development Staging Goal #1: Managed growth will help unify the City through attractive and sustainable land and infrastructure development. (CT)	
Strategies	**Tactics**
• Maintain a compact and orderly pattern of urban growth and development to promote an efficient use of present and future public investments in roadways, utilities and other services. (GMP 2003)	• Continue to plan for the staging of infrastructure and utilities to serve urban growth. (GMP 2003) • Use the City's capital improvement program to install utilities in advance of development to direct growth to designated areas. (GMP 2003) • Identify locations for long-term infrastructure extension. (CT) • Continue required submittal of concept development plans with requests for preliminary plat approval for all contiguous property under common ownership. (GMP 2003) • Provide incentives for revitalizing neighborhoods in the core of the city. (GMP 2003) • Maintain and publicize the City's inventory of vacant lots to encourage the development of vacant land within the corporate limits, using existing infrastructure and services. (GMP 2003)
• Preserve the ability of the City to expand its corporate boundaries to accommodate future urban growth. (GMP 2003)	• Monitor the Urban Service Area Boundary and expand as needed to accommodate City growth over the next 10 to 15 years. (GMP 2003) • Use Urban Reserve Zone zoning for areas outside the 20-year growth projection so the City's Extra Territorial Area can absorb growth. (CT) • Maintain compatibility between urban and rural development standards, allowing rural developments to be absorbed as the corporate limits expand. (GMP 2003) • Design and construct rural residential developments in a manner that will simplify annexations and incorporation. (GMP 2003) • Identify transitional or incremental growth areas as rural residential areas for eventual City incorporation. (CT)

Growth Management and Development Staging, continued Goal #1: Managed growth will help unify the City through attractive and sustainable land and infrastructure development. (CT)	
Tactics	
• Guide location and staging of development according to type, scale and infrastructure requirements. (GMP 2003 & CT)	• Direct rural residential developments with densities requiring minimal provisions of utilities and services to areas outside the City's Urban Service Area. (GMP 2003) • Limit rural residential development to locations that neither inhibit the County's economic development nor create negative fiscal impacts to City. (GMP 2003 & CT) • Encourage infill of vacant rural residential subdivisions before allowing new land conversions. (GMP 2003)
• Proactively guide growth through partnerships and programs. (STP 2012)	• Coordinate land use planning with Burleigh County, Lincoln, and the adjacent townships. (GMP 2003) • Work closely with Burleigh County and the Bismarck-Mandan Metropolitan Planning Organization on transportation policy and development within the Extra Territorial Area. (CT & GMP 2003) • Continue to work with the FAA to improve and expand the Bismarck Airport to meet the City and region's air transportation needs and capitalize on air service to the City. (CT) • Collaborate with Bismarck Airport to protect airspace and airport operations, maintain compatible land uses surrounding the Airport. (CT) • Coordinate land use planning with other agencies including Bismarck School District and Bismarck Parks and Recreation District. (CT) • Work with other agencies and jurisdictions on the expansion of a regional trail system. (GMP 2003 & CT)

Land Use and Image **Goal #2: The City's land use and urban design policies should encourage orderly development of unique neighborhoods, commercial and industrial areas, redevelopment of existing neighborhoods, and preservation of environmental features. CT**	
Strategies	**Tactics**
• Maintain balanced land use patterns that provide for residential, commercial, industrial, and public uses as the City grows. (GMP 2003)	• Support mixed use developments to create neighborhoods rather than tracts of housing in growing areas of the City. (GMP 2003) • Within the City's future land use plan provide transitional land uses between general commercial, industrial and residential land uses. (GMP 2003 & CT)
• Identify and provide appropriate locations within the City limits for expanding commercial and industrial uses that support economic vitality. (GMP 2003)	• Direct commercial and industrial land uses to locations where adequate municipal services are available, including access to major roadways. (GMP 2003) • Allow development of commercial centers to serve surrounding neighborhoods at intersections of collector and arterial streets. (GMP 2003 & CT) • Promote development that supports the central business district as the cultural, economic and governmental center of the region. (GMP 2003)
• Encourage and support development that enhances the City's image and identity. (GMP 2003)	• Review design standards related to signage, landscaping, screening, and public spaces to promote high quality development. (CT & GMP 2003) • Require new development to be compatible with adjacent existing continuing uses. (GMP 2003) • Maintain public facilities in a visually pleasing manner. (GMP 2003) • Require underground placement or screening of utilities where possible. (GMP 2003)
• Evaluate and enhance as needed the current buffering and screening requirements for transition areas between higher and lower intensity uses. (GMP 2003 & CT)	• Continue the use of buffers and greater setbacks for new residential neighborhoods adjacent to arterial streets. (GMP 2003 & CT) • Continue to require landscape buffer and screening between incompatible land uses and along high visibility corridors. (CT & GMP 2003)
• Incorporate open spaces and natural areas in developing areas to maintain adequate service levels. (STP & CT)	• Continue to coordinate stormwater management, open space and recreation needs by designing greenway drainage corridors and accessible regional detention/retention facilities. (GMP 2003)

Transportation **Goal #3: The City should develop and support an efficient, comprehensive and aesthetically-pleasing transportation system to serve future vehicular, bicycle, and pedestrian circulation and access needs. (CT & GMP 2003)**	
Strategies	**Tactics**
• Implement transportation investments according to an organized vision and plan. (CT)	• Continue to follow or upgrade existing infrastructure master plans, providing sidewalks, ground water-impacted streets, and the preservation/acquisition of rights-of-way, and develop new plans for areas without one. (STP) • Support the continued update of the Fringe Area Road Master Plan within the Long Range Transportation Plan (LRTP). (CT & GMP 2003) • Establish and update an official transportation map within the LRTP that identifies non-section line arterial and collector roadways in advance of development. (CT & GMP 2003)
• Ensure all developments are adequately served by the multimodal transportation system, avoiding enclaves that are disconnected from the balance of the City. (GMP 2003 & CT)	• Consider functional classification, existing level of service, and current and projected traffic counts when making land use decisions. (GMP 2003) • Continue to require sufficient right-of-way dedication to preserve corridors for future arterial and collector roadways. (GMP 2003) • Require traffic impact studies coordinated with appropriate jurisdictions for proposed developments expected to impact collector or arterial roadway. Findings for incremental capacity requirements shall be implemented at the developer's expense. (CT)
• Apply Complete Street standards to all new and reconstructed streets. (STP & CT)	• Provide a roadway system that is sensitive and appropriate to the adjacent land uses. (CT & GMP 2003) • Provide a network of pedestrian and bikeways to connect residential areas with City destinations. (GMP 2003 & CT)
• Create a positive image along high volume corridors that serve as gateways into the City. (GMP 2003)	• Limit placement of billboards along Interstate 94 and other major arterials and entrances into the City. (GMP 2003) • Use stringent development standards to discourage strip development along arterial roadways. (GMP 2003) • Develop a corridor overlay district with specific development standards for arterial and critical collector streets. (GMP 2003 & CT)

Parks, Open Space, and Greenways **Goal #4: The City's quality of life should be maintained, promoted, and supported by providing attractive and accessible recreation resources to residents and visitors. (CT)**	
Strategies	**Tactics**
• Maintain the City's existing level of park service for future residents. (STP & CT)	• Complete and maintain a detailed Parks master plan that identifies specific sites for future facilities and establishes necessary policies and regulations for expansion of the City's park system. (CT) • Reinvest in existing parks, programs and facilities to maximize community access and usability. (BPRDCP) • Integrate park and open space areas into urban residential neighborhoods wherever feasible. (CT) • Identify funding sources for expansion of the neighborhood park system. (CT)
• Provide a high-quality parks, recreation and open space system in developing areas that includes both active and passive recreation opportunities to meet the needs of residents. (GMP 2003)	• Assist cooperative efforts between the Bismarck Parks & Recreation District and the Burleigh County Park Board to provide park and recreation services within the Extra Territorial Area. (CT) • Connect the City's parks, open spaces and recreational facilities through a system of multi-use trails, sidewalks, and greenways to promote active and healthy lifestyles. (CT & STP)
• Protect and enhance the City's natural resources. (GMP 2003 & STP)	• Limit the development activity in close proximity to sensitive natural resources and require the retention of native vegetation on steep slopes. (GMP 2003) • Use extended and expanded greenway corridors to preserve sensitive environments, mitigate erosion, and provide stormwater management. (GMP 2003) • Protect sensitive land by retaining flood-ways, drainage-ways, steep slopes and other sensitive areas as open space for recreation and environmental protection and enhancement. (GMP 2003) • Encourage the preservation of natural features in the design of subdivisions. (GMP 2003) • Allow for adequate access to the Missouri River for all residents. (STP)

Housing **Goal #5: Through partnerships with the private sector, the City should encourage a variety of housing types and support reinvestment in the existing housing stock. (CT)**	
Strategies	**Tactics**
• Ensure balanced neighborhoods with a variety of safe and well-maintained housing that is well connected to City destinations. (STP & CT)	• Complete a housing feasibility study to determine the existing and future needs of the community along with implementation strategies. (STP & CT) • Encourage upper story residential in the downtown. (CT) • Design and aggressively enforce rental regulations and maintenance codes that support quality housing. (CT) • Promote a diversity of housing types in all new urban residential areas. (GMP 2003)
• Expand the stock of affordable housing options for all income levels. (CT)	• Assess needs for additional workforce and affordable senior housing. (CT) • Work with local agencies to develop a housing development corporation that can focus on affordable housing needs. (CT) • Establish incentives for the development of affordable entry-level housing. (CT)

Community Infrastructure and Services **Goal #6: The City and the private sector should maintain existing infrastructure, schools, and police and fire services, and expand in growth areas in a resource conserving way that supports land use, transportation and growth management goals of this plan. (CT)**	
Strategies	**Tactics**
• Maintain or exceed current levels of infrastructure, including transportation and parks and recreation, as the City's population grows. (STP & CT)	• Provide public infrastructure proactively. (STP) • Ensure that the capital improvement program is updated annually and seek other funding sources to complete projects in a timely and efficient manner. (STP)
• Maintain adequate staffing levels and current response times for police and fire as the City grows geographically. (CT)	• Identify funding sources and policies that facilitate the implementation of existing plans and the extension of services to meet growth demands. (CT & STP) • Continue development of a regional public safety training center. (STP)
• Maintain school facilities with a balanced approach across the City. (CT)	• Continue to identify future school sites to serve growth areas. (CT)