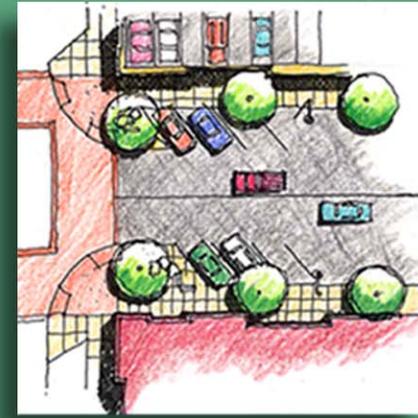
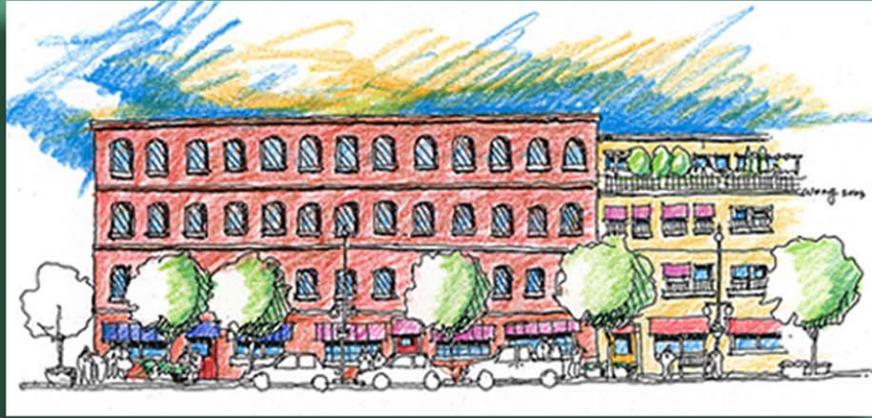


# Downtown Mandan and Memorial Highway Redevelopment Plan



City of Mandan, North Dakota

**URS**

December 2003

# Downtown Mandan and Memorial Highway Redevelopment Plan

December, 2003

Prepared for:  
City of Mandan, North Dakota

Prepared by:

**URS** Corporation

# TABLE OF CONTENT

	PAGE
<b>Executive Summary</b> .....	<b>5</b>
<b>I. Introduction</b> .....	<b>17</b>
<b>II. Inventory and Analysis</b> .....	<b>21</b>
<b>III. Vision, Goals and Objectives, and Design Principles</b> .....	<b>32</b>
<b>IV. Framework and Alternative Plans</b> .....	<b>35</b>
<b>V. Recommended Concept Master Plan</b> .....	<b>43</b>
<b>VI. Implementation Strategy</b> .....	<b>59</b>
<b>VII. Project Costs</b> .....	<b>72</b>
<b>VIII. Phasing</b> .....	<b>76</b>
<b>Appendix</b> .....	<b>79</b>
<b>1) Survey Results</b>	
<b>2) Public Participation Input</b>	
<b>3) Market Study Report</b>	



## **Consultant**

URS Corporation

*Planning and Urban Design*

Augustine Wong, RLA, Project Manager

Robert Kost, RLA AICP

Tim Blankenship, Graphic Designer

Karen Wittbrot, Graphic Designer

*Market Analysis*

Jon DeVries, AICP, National Director

Karen Gross, AICP, Project Manager

Timothy Butler, Senior Planner

## **Funding**

Funding for this study has been provided by the HUD CDBG funds through the Lewis and Clark Regional Development Council and the Governor's Discretionary Fund and secured by Bismarck Mandan Development Association. This study was also funded by the Waste Management Division of the North Dakota Department of Health.

## EXECUTIVE SUMMARY

### Purpose of the Plan

Downtown Mandan, once a thriving and vibrant Central Business District, has seen its property values and structures deteriorate, and increase vacancies in the last decade due to a series of unfortunate events. These events included the reduction of rail traffic, development of shopping malls in Bismarck, and the discovery of the environmental contamination in 1985.

Despite these happenings, a contributing factor to the decline of the local economy, the downtown continues to be the center for city and county government and recent developments continue to be catalyst for downtown revitalization.

The purpose of the Downtown Plan is *to provide guidance to the future land use of downtown (Master Plan), develop strategy for economic activity (Market Study) and create a proactive implementation program.*

The Memorial Highway, also known as the Strip, an economic engine for the City of Mandan in recent years, still has large tracts of vacant land for future development. Development in recent years has been on an ad hoc basis with minimum land uses or aesthetics qualities.

The purpose of the Memorial Highway (Strip) Plan is *to provide a coordinated plan for future development, beautification program and implementation strategy.*

### Plan Development Timeline

The development process of this plan began in March 2002 when the International Economic Development Council (IEDC) began its Peer Review Report of Mandan. Recommendations of the report, as mentioned in the Bismarck Mandan Development Association November 2002 Newsletter, included hiring a

redevelopment coordinator to assist in the planning and a consulting firm to prepare a strategic redevelopment vision for the downtown area impacted by the BNSF fuel spill. The timeline of the various events is identified below.

- Mar 2002 - IEDC begins Peer Review of Mandan.
- May 2002 - IEDC completes Peer Review Report.
- Sep 2002 - City hires Fritz Schwindt as Redevelopment Coordinator
- Oct 2002 - City Commission and Mandan Development Committee hire URS to prepare a Strategic Redevelopment Vision for the Downtown and the Memorial Highway (Strip).
- Nov 2002 - URS initiates site visit, meets and interviews stakeholders
- Jan 2003 - URS presents initial Market Study report and conducts Public Visioning session.
- Mar 2003 - URS presents final Market Study and Alternative Plans.
- May 2003 - URS presents recommended Concept Master Plan.
- Jun 2003 - URS submits DRAFT Redevelopment Plan Document.
- Dec 2003 - URS submits Final Redevelopment Document Plan and Final Market Study Report.

### Public Visioning Summary

The creation of the Downtown Mandan and the Strip Redevelopment Plan was guided by distinct yet complementary vision statements. The Downtown Mandan vision is *to establish the downtown as a place where residents and visitors can work, live, shop, and play in a pedestrian-friendly and safe environment*, and the Strip vision is *to establish the corridor as a regional commercial/service corridor that supports a mix of uses, provides flexibility and compatibility in design standards unified by an improved “greenscape” infrastructure*, were

unfolded after a series of community work sessions involving the citizenry, stakeholders, and the City. The outcome of the community work sessions provided direction and focus for developing the goals and objectives, design guiding principles, and a recommended master plan.

### **Planning Process**

The basis of this redevelopment plan was the result of the public visioning session and, the conclusions and recommendations of the market study. The public visioning session was conducted in two parts; the first was a page-long survey, and the second was small groups' discussion. The result of the survey, described in detail in Section II and the questionnaires attached in the Appendix, indicated that the public desires, for the Downtown, a variety of attractions and services such as shopping and restaurants, employment opportunities, and parking.

The survey results indicated that a larger portion of the respondents live, work, or own property in and/or near the downtown as compared to the Strip, resulting in more frequent trips to the downtown. The respondents saw the importance of creating a healthy mix of commercial activity with ample parking to improve the downtown's vitality. However, the respondents also saw the importance of strengthening the Strip through more commercial developments and aesthetic improvements, recognizing its importance to Mandan's economy.

The results of the large and small groups' workshop regarding the strengths, weakness, opportunities and threats of the Downtown and the Strip are attached in the Appendix.

### **Redevelopment and Remediation projects by the City**

Despite the BNSF fuel spill impacting the downtown core, the City of Mandan has completed several downtown projects to attract new businesses as well as to proceed with the downtown

redevelopment plan. The projects, outside of the downtown core and completed in 2003, included relocating the City's library to the former freight house located on West Main Street and adjacent to the park, Library Square on First Street and the Fire Station on Collins Avenue.

BNSF and the North Dakota Department of Health are currently providing remediation activities on the impacted area in the downtown. The City is also actively pursuing other funding mechanisms such as third party liability transfer to remediate the fuel spill so redevelopment of the downtown core could commence.

### **Market Study Report**

The Market Study Report, attached as an Appendix, provided a comprehensive analysis of the regional market trends, strengths, weakness, opportunities, and threats.

The Downtown and the Memorial Highway (Strip) redevelopment plans were developed using the conclusions and recommendations of the market study.

As a result of our research and analysis, a number of redevelopment/development opportunities have been identified for the Downtown and the Strip Study Areas. These opportunities are highlighted below, and presented in detail in the Market Study Report.

### ***Downtown Study Area***

The following potential developments are recommended for the Downtown Study Area:

### **Office Potentials**

- Select state of North Dakota departments and agencies
- Bismarck State College expansion (office and classroom space)

- Local business expansion
- Native American Businesses
- Creation of a business incubator

#### **Residential Potentials**

- Condominiums, 24-32 units
- Rental Apartments, 30-40 units
- Encouragement of area wide home improvement through rehabilitation and systematic code enforcement

#### **Retail Potentials**

- Niche retail, such as specialty apparel shops, Native American collectables, art boutiques, and hand crafted jewelry
- Casual/family dining restaurant

#### **Event Facility Potentials**

- Civic Center facility

#### ***The Strip Study Area***

The following potential developments are recommended for the Strip Study Area:

#### **Office/Flex-Space Potentials**

- Office complex for select State of North Dakota departments and agencies
- Local business expansion in need of office/flex-space
- Native American Businesses in need of office/flex-space

#### **Retail Potentials on the Western End of the Strip**

- Car/mobile home/boat dealerships
- Farm implements
- Warehousing/self storage

#### **Retail Potentials on the Eastern End of the Strip and along 46th Ave SE**

- Regional big box retail, such as *Home Depot*, *Meijer's*, *Best Buy* or *Circuit City*
- Fashion Department Store such as *Kohl's*
- Casual/family dining restaurant
- Neighborhood retail such as a freestanding drug store or video store

#### ***Office/Institutional Market Conclusions***

Attracting new office development - a driver in employment, is key to the redevelopment of the Downtown and the Strip Study Areas, as well as the overall economic well being of the City of Mandan. By building employment in the Study Area, overall economic activity will be stimulated, increasing the demand for shopper/convenience goods, professional services, food and entertainment, as well as residential development.

Unfortunately, the City of Mandan is currently in a difficult position to attract new office and institutional development due to the existing concentration of office space and post-secondary educational institutions in neighboring Bismarck. To help overcome perceptions of Mandan being an inferior employment center location due to its older building stock and accessibility issues, the City must target specific office niches to help grow its office base and employment.

Through our interviews with local businesses and institutions we identified such development niches, which include the following office and institutional development/expansion opportunities:

- State government departments and agencies
- Bismarck State College (office and classroom space)
- Local business expansion
- Native American businesses
- Creation of business incubator

A critical component to successful business attraction is the use of public assistance to provide the gap financing necessary to create space of equal or better quality with lower lease rates than the building inventory located in Bismarck. Recommended local economic development tools that the City could use to help attract businesses and institutions in the area include:

- Land and building acquisitions
- Land write-downs
- Building write-downs
- Property tax abatements
- Tax increment financing (TIF)
- Low interest loan programs
- Renaissance Zones

These tools, as well as State and Federal funding tools, are discussed in more detail in the Economic Development Tools Section of this report and in the Market Study Report.

### **Recommended Locations**

The recommended location for potential business development strongly depends of the particular needs of each of the businesses. General office is recommended to be located in the downtown area to help bring employment and activity to the area. Many of the existing underutilized buildings could be renovated to fit the needs of today's office users, such as: efficient office design layout, internet accessibility, and energy efficient buildings. Construction of new buildings may be necessary to meet these needs.

For businesses seeking office/flex-space, this type of space is recommended for the Strip, particularly on the west end. This area of the Strip is currently industrial/warehouse in character and such similar uses should be encouraged to continue. There is available vacant land on the west end of the Strip which could be targeted for flex-space users, such as construction related businesses, warehousing, and distribution.

### **State Government Departments and Agencies**

The Strip, with its ample vacant land, is the recommended location for a potential new State government office complex. A Strip location is favored over a downtown location, since the Strip is closer to Bismarck, minimizing the commute time for its employees and the distance to the Capital grounds. However, the Department of Health has also expressed interest in relocating to a Downtown Mandan location.

### **Bismarck State College (BSC)**

There are a number of vacant and underutilized buildings in the downtown area, which could be utilized by BSC for various vocational/technical programs, as well as for office space use. A downtown location for BSC would be appropriate since close proximity to Bismarck is not critical to its operations as compared to the various State agencies. Due to the services and programs it offers, BSC becomes a destination wherever it is located, drawing its users to its facilities. However, it is important for BSC to have the appropriate type of space to accommodate specific programs. It may require open flex-type space to accommodate its various vocational/technical programs and such space may not be available in the downtown, unless there is new construction.

### ***Residential Market Conclusions***

#### **The Downtown Study Area**

The Downtown Study Area is recommended for future residential development. Residential development in this area could help revitalize the downtown by bringing people into the area, helping to create an active and vibrant downtown. Persons looking to be near the downtown stores, business and government services, cafes and restaurants, should find the downtown as a desirable place to reside. In terms of residential development, denser housing types, such as condominium and rental developments, and mixed-use developments are recommended for the downtown to maximize the immediate

population density to help create an energized and growing downtown area.

Currently, the downtown is built-out and does not have sites available for new residential construction. If the building stock in the downtown remains as is, it is recommended that the upper floors be renovated and converted into market rate apartments. However, if it is determined that building demolition will be required for environmental remediation, it is recommended that some of these cleared sites be used for new residential development. Due to the uncertainty and the many unknowns that currently exist with the environmental contamination, it is difficult to identify redevelopment sites and project the number of new residential units that could be built in the downtown area. Therefore, the projected number of residential units presented in the below table are solely based on market demand factors and not on land availability.

**Residential Product**

The following table highlights the recommended residential development program for downtown. The recommended development program is based on analysis of current and historical residential development trends within the Bismarck-Mandan area, key interviews with real estate professionals and developers in the area, as well as a survey of rental and for-sale

residential development projects in Mandan and Bismarck.

As presented in more detail in the report, our market research indicated that there would not be a large enough demand to warrant residential development projects to be built specifically for the student and/or senior market. But rather, the target markets for the proposed developments would be a mix of empty nesters, retirees, students, young couples, and single adults.

**Recommended Residential Development Program**

<b>Unit Type</b>	<b>Number of Units</b>	<b>Unit Size (sf)</b>	<b>Number of Bedrooms / Baths</b>	<b>Sales Price/ Monthly Rent</b>	<b>Target Market</b>
Condominiums	24 - 32	1,200 - 1,400	2 / 1.5	\$100,000 - \$120,000	Empty Nesters, retirees, single adults
Rental Apartments	30 - 40	700 - 800 1000 - 1,200	1 / 1 2 / 1-1.5	\$500 - \$625 \$650 - \$700	Retirees, young couples, students, single adults
<b>Total Units</b>	<b>54 - 72</b>				

*Source: URS Corporation*

### **The Strip Study Area**

The Strip's physical and economic characteristics do not support residential development. Currently, the Strip is where the majority of the economic growth is occurring in Mandan with new retail and business openings and it is recommended that the Strip be reserved for similar developments in the future. Recognizing the Strips' economic importance to the City of Mandan, residential development would not be the highest and best use for this area.

### **Area Wide Home Improvement Strategy**

In addition to the new residential construction recommended for the downtown area, a rehabilitation program for the existing housing in the surrounding blocks north of downtown is recommended. Improvements to the neighboring residential area will help improve the appearance, character, and property values of the neighborhood, which in turn will have a positive affect on the image of downtown and will draw additional residents to the downtown area. Ways in which to promote such investment and improvements are presented in the Residential Market Analysis Section of the Market Study Report

### ***Retail Market Conclusions***

#### **The Downtown Study Area**

Since a concentration of national retailers has been developed in neighboring Bismarck, it will be difficult to attract such retailers to a Downtown Mandan location. In addition, the downtown is not highly trafficked, which is a critical criterion for national retailers in selecting site locations. Taking this into consideration, niche retail should be targeted in the downtown, creating a retail destination area different from what currently exists in Bismarck.

Potential types for niche retailers could include:

- Specialty apparel shops,
- Native American collectables

- Art boutiques
- Hand crafted jewelry

Targeting such boutique type stores would help compliment similar types of stores that already do business in downtown Mandan, such as the *Five Nation's Arts*, *For the Birds & More*, and *Mandan Western Shop*.

### **The Strip Study Area**

The western end of the Strip has a number of large tracts of available vacant land that could be developed as highway commercial. This area exhibits strong market potential for commercial use such as car/mobile home/boat dealerships, farm implements, and warehousing/self-storage. If such development is encouraged, this area could easily become a regional draw for car/mobile home/boat dealerships, building upon the current concentration of dealerships along Memorial Highway and on East Main Street.

The Strip's east end is in close proximity to both Bismarck and Interstate 94. Due to its easy accessibility to the larger Bismarck market and since large tracts of vacant land are available for development, it is recommended that this area be developed as large scale, big-box regional retail operators such as *Home Depot* or *Meijers*. Also, in its favor is the adjacent large upscale residential subdivision, which is currently under development. Completion of this development will increase the area's attractiveness to potential national retailers, since there will be a larger population and disposable income base to draw from.

### ***Convention/Hotel Market Conclusions***

Based on interviews with local meeting and hotel professionals in the Bismarck-Mandan area, URS concludes that there is not demand to support another full-service hotel in Mandan. Neither study area location is suitable for such development, in that they are not easily accessible to the majority of hotel visitors, who

typically want to be near the Bismarck office market and/or the airport. Currently, there is no incentive for the hotel visitor to drive to Mandan while there are an ample number of hotels to choose from in Bismarck.

We found that between the *Best Western Seven Seas*, the *Ramkota Inn*, the *Radisson*, and the *Bismarck Civic Center*, meeting/conference/convention space demand is sufficiently being met. The Civic Center's Arena and Exhibit Hall can accommodate groups between 1,000 to 10,000 persons and its 15 meeting rooms can accommodate smaller groups between 10 – 800 persons. The larger hotels can accommodate small meeting groups, as well as larger groups, ranging between 200 – 1,300 persons.

However, we did identify the need for a civic center, accommodating 100-300 people. Currently, the *Mandan Community Center's* gymnasium is being used almost every weekend for events such as flea markets, art shows, weddings, gun shows, and auctions. The Park District ultimately would like to use this space for athletic programs and activities on the weekends rather than the above-mentioned events. Downtown would be an ideal location for a community events center due to its centralized location. The civic center would help bring people to the downtown, creating an active and energized town center.

### Goals and Design Guiding Principles

Goals for Downtown Mandan are:

- Unified Appearance
- Image/Marketing
- Circulation/Parking
- New Sites/New Uses
- Sustainability/Maintenance

Design Guiding Principles for Downtown Mandan are:

- Mixed-use
- Safe Green Streets
- Civic Space
- Local Architecture
- Design Codes and Regulation

Goals for the Strip are:

- Unified Corridor Appearance
- Image/Marketing
- New Sites/New Uses
- Sustainability/Maintenance

Design Guiding Principles for the Strip are:

- Mixed-use
- Green Infrastructure
- Design Codes and Regulation

### Alternative Plans

With the vision statement, goals and objectives, and the design guiding principles, the consultant developed three alternative plans for downtown Mandan and a plan for the Strip. These plans were presented to the City, the Mandan Redevelopment Committee, and the public. Public comments and input were gathered and incorporated into a recommended master plan.

### Recommended Concept Master Plan

Although the concept master plan showed physical changes with new buildings, streetscape improvements and new uses, the master plan should be **flexible**. The plan needs to stay flexible to respond to market changes, funding availability as well as public interest. The recommended concept master plan for downtown Mandan envisions a multi-functional Public Square adjacent to the existing park on West Main Street. The Public Square will complement a new Civic Center. New uses in the downtown will include parking structures with commercial on ground level. In

addition, the Bismarck State College and the Health Department are anticipated to have offices and classrooms in downtown. Other mixed-use businesses are also envisioned in new buildings and in rehabbed old buildings. Medium density housing such as townhomes and apartments are anticipated to enter the downtown market area. Streetscape improvements along 1<sup>st</sup> Street and West Main Street are also planned.

For the Strip, the recommended Master Plan includes a corridor with three districts to take advantage of the individual site conditions. New uses in the Eastern District will include a regional big box retailer with some mixed-use commercial. In addition, select State Departments are anticipated to locate in this district. The Central District will accommodate existing business expansion or new auto/vehicular related dealerships. The Western District will be a district for light industrial activity and flex space to support downtown Mandan's business climate.

### **Implementation Strategy**

The implementation strategy recommends, as a first step, to restore the image of Downtown as a thriving and vibrant Central Business District. An Economic Development Corporation is highly recommended to champion and be the facilitator of the plan. This corporation, in cooperation with the City, would be able to spearhead land use controls, zoning changes and design guidelines, funding and other development activities. Several funding tools and preliminary public projects costs are included to provide the city with long term capital improvement costs and potential funding sources.

The redevelopment plan, with its proposed new uses and improvements, may encounter opposition from the public for the physical and behavioral changes the plan would impose. This challenge of change must be addressed by a spirit of cooperation and civic duty with a clear strategy for accomplishing the goals identified in this Master Plan.

### **Benefits of the Implementation**

The potential benefits resulting from full development of the Downtown Plan include the following:

- Estimated 365 new employees and 300 students
- Parking structures
- Public Square with a Civic Center
- New buildings and rehabbed old buildings
- New housing units
- Pedestrian friendly streetscape
- Active and safe downtown atmosphere
- Increased tax revenue

The potential benefits resulting from full development of the Memorial Highway Plan include:

- Estimated 850 new employees
- Improved corridor image
- Three complimentary districts
- A variety of new businesses
- Increased tax revenue



**Residential**

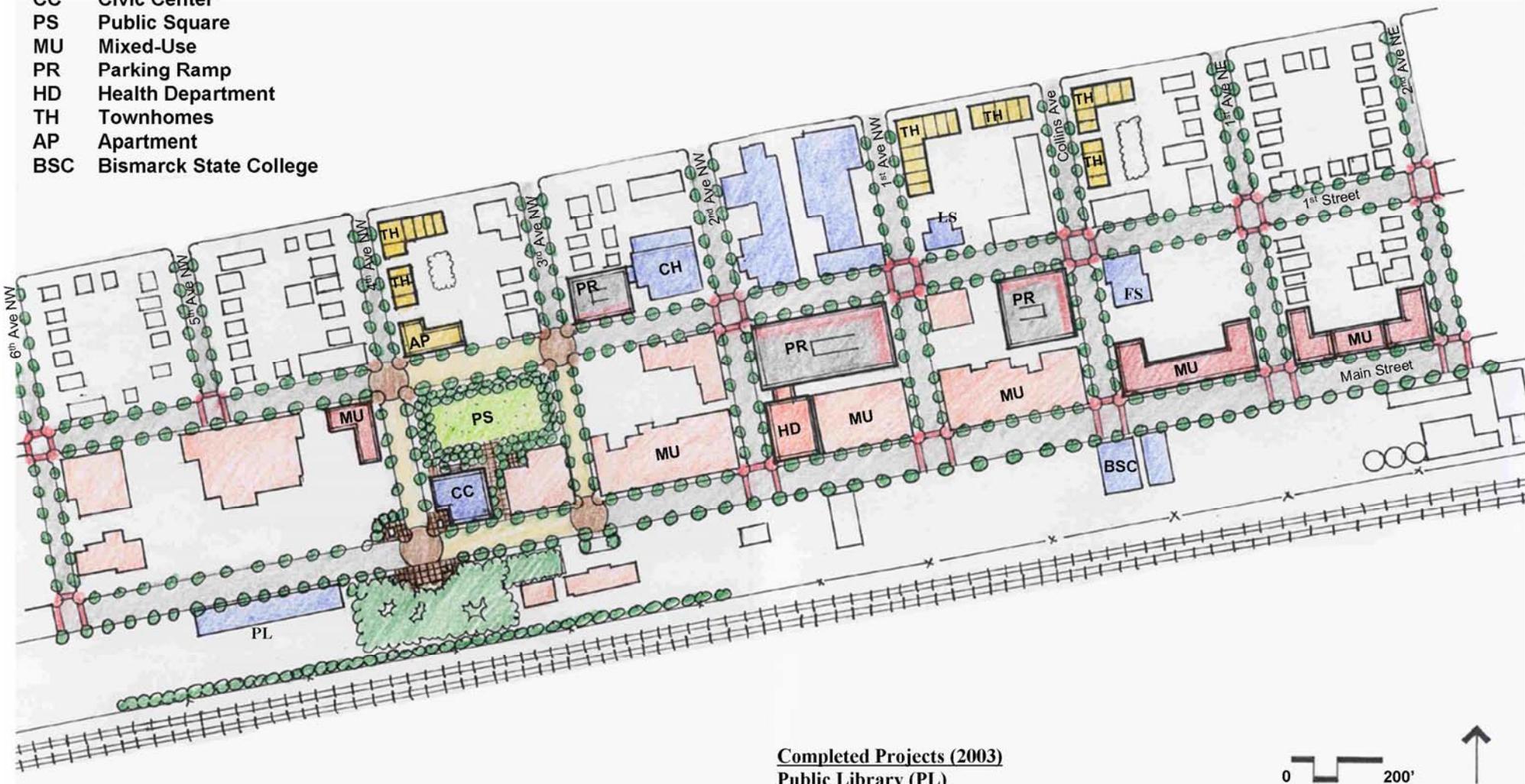
**Streetscape**

**Public Square**

**Mixed-use Buildings**

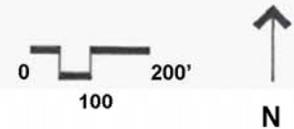
**Downtown Mandan Redevelopment Plan – Examples**  
Mandan, North Dakota  
December 2003

- CH City Hall
- CC Civic Center
- PS Public Square
- MU Mixed-Use
- PR Parking Ramp
- HD Health Department
- TH Townhomes
- AP Apartment
- BSC Bismarck State College



**Completed Projects (2003)**

- Public Library (PL)
- Library Square (LS)
- Fire Station (FS)



# Master Plan

## Downtown Mandan Redevelopment Plan

Mandan, North Dakota

December 2003

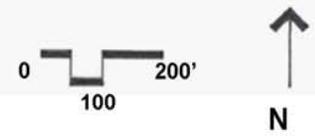


- CH City Hall
- CC Civic Center
- PS Public Square
- MU Mixed-Use
- PR Parking Ramp
- HD Health Department
- TH Townhomes
- AP Apartment
- BSC Bismarck State College



Completed Projects (2003)  
 Public Library (PL)  
 Library Square (LS)  
 Fire Station (FS)

- Phase One Projects
- Phase Two Projects
- Phase Three Projects



# Implementation Projects & Phasing Downtown Mandan Redevelopment Plan

Mandan, North Dakota

December 2003





**Memorial Highway (Strip) Master Plan**



**Memorial Highway (Strip) Implementation Projects and Phasing**



**Boulevard Treatment**



**Commercial Node Treatment**

## I. INTRODUCTION

The City of Mandan, in Morton County, has a population of 17,000 and is located directly west of North Dakota's capital city, Bismarck. The Missouri River, which flows north to south, separates these two cities.

Downtown Mandan, once a thriving and vibrant Central Business District, has seen its property values and structures deteriorate, and increased vacancies in the last decade due to a series of unfortunate events. These events included the reduction of rail traffic, development of shopping malls in Bismarck, and the discovery of the environmental contamination in 1985. Despite these events the downtown continues to be the center for city and county government and recent developments continue to be a catalyst for downtown revitalization.

The environmental contamination in the form of underground diesel spill plume was discovered under some of the architectural significant buildings in downtown Mandan. This discovery has made it difficult for businesses in the diesel plume area to seek financial assistance for business expansion and improvement. The City is faced with either demolishing all the buildings within the contaminated area or to selectively demolish buildings if these building do not have the structural integrity to support new uses or if buildings are single story and do not have architectural significance. The consequences of demolishing all the buildings within the contaminated area would not only erase any architectural history of Downtown Mandan but would not solve the underground contamination.

Using new building technology and capping existing basements as an alternate approach to demolishing buildings may provide opportunities to remediate the underground contamination. These would also save buildings from the wrecking ball while creating safe environment for the new downtown users. Detailed engineering and environmental studies are needed to determine

the type of remedial activities for the affected properties in downtown. The City has been working with all related parties and agencies to find ways to mitigate the underground contamination.

The Strip, an economic engine for the City of Mandan in recent years, still has large tracts of vacant land for future development. Development in recent years has been on an ad hoc basis with minimum aesthetics qualities.

URS Corporation was commissioned by the City of Mandan to conduct a market study and redevelopment plan for Downtown Mandan and the Strip. A separate market study report has been prepared and the market study conclusions and recommendations were incorporated in the planning of the master plan for the downtown and the Strip.

### Objective

The purpose of the Downtown Plan is *to provide guidance to the future land use of downtown (Master Plan), develop strategy for economic activity (Market Study) and create a proactive implementation program.*

The purpose of the Strip Plan is *to provide a coordinated plan for future development, beautification program and implementation strategy.*

### Market Conclusions and Recommendations

Highlights of the potential developments for the Downtown area as recommended by the market study are:

#### Office Potentials

- Bismarck State College (office and classroom space – 70,000 SF)
- State office expansion (up to 50,000 SF)
- Local business expansion

- Native American Business
- Creation of a business incubator

#### *Residential Potentials*

- Condominiums, 24-32 units
- Rental Apartment, 30-40 units
- Encouragement of area wide home improvement through rehabilitation and systematic code enforcement

#### *Retail Potentials*

- Niche retail, such as specialty apparel shops, Native American collectables, art boutiques, and hand crafted jewelry
- Casual/family dining restaurant

Recommended potential developments for the Memorial Highway (The Strip) corridor were:

#### *Office/Flex-Space Potentials*

- Office complex for select State of North Dakota departments and agencies
- Local business expansion in need of office/flex-space
- Native American Businesses in need of office/ flex-space

#### *Retail Potentials on the Western and Central Districts of the Strip*

- Car/mobile home/boat dealerships
- Farm implements
- Warehousing/self storage

#### *Retail Potentials on the Eastern End of the Strip and along 46<sup>th</sup> Avenue SE*

- Regional big box retail, such as Home Depot, Meijers, Best Buy or Circuit City

- Fashion Department Store such as Kohl's
- Casual/family dining restaurant
- Neighborhood retail such as a freestanding drug store or video store

### **Recommended Locations**

The market study also recommends locations for potential business development. While business locations depend on the particular needs of each business, general office is recommended to be located in the downtown area to help bring employment and activity to the area. Many of the existing underutilized buildings could be renovated to fit the needs of today's office users.

For businesses seeking office/flex-space, warehousing, distribution and construction related business, the recommended location is along the west end of the Memorial Highway.

### **Planning Process**

In October 2002, the City of Mandan and the Mandan Redevelopment Committee commissioned URS Corporation to create a visioning and redevelopment plan within Downtown and the Memorial Highway (Strip). The Strip, a commercial corridor that is important to Mandan's economic profile, connects the City of Mandan to its neighboring city, Bismarck. The redevelopment plan consisted of two planning activities; 1) the Market Study (in a separate report) and 2) the Redevelopment Plan.

In developing the Market Study and the Redevelopment Plan reports, the following questions were addressed:

- What should be the role of downtown Mandan and the Strip in the economic well-being of the community?

- How would the environmental contamination affect the downtown social, economic and recreation milieu as well as its overall image?
- What types of development should be promoted and appropriate for downtown and the Strip?
- Where would be the ideal location for future development?
- What potential sources of funding can be used to implement the redevelopment plan?
- Who would be the “facilitator” of the Plan?
- When would the potential projects occur?
- Why develop a Plan?

Arriving at answers to these questions required a community effort involving the:

- a) City Council;
- b) Mandan Redevelopment Committee;
- c) City staff;
- d) Public-at-large, who participated during the goals setting and community workshops; and
- e) The Consultant Team.

### **Public Participation**

Central to the planning process was the public participation which included meetings with the Mandan Redevelopment Committee, visioning and goal setting session, completing the one page survey and meetings with the public. Presentations were made to the Mandan Redevelopment Committee, the City Council and the public at each milestone of the project. In addition, local media coverage was maintained during each public presentation. The call for public attendance and participation was also advertised prior to all of the presentations.

The planning process and public participation were organized into four phases: the Analysis, Visioning, and Goal Setting;

Preliminary Design Alternatives; Recommended Master Plan; and the Plan Document.

### **Analysis, Visioning, and Goal Setting**

The URS team began with a trip to Downtown Mandan and the Strip in November 2002 to meet with the Redevelopment Committee to discuss, among other issues, the vision elements, tour of the project area with City staff, and conduct project area photography. Data on land use, zoning, previous studies, and transportation were collected for use in the analysis. A one-page survey was distributed during the visioning session. Small and large group discussions were conducted to gather public input regarding the downtown and the Strip’s existing and future environment.

The products of this phase include: base maps with photographs, site analysis maps, and the public survey. Public input is attached in the appendix of this report.

### **Preliminary Design Alternatives**

Along with the summary results of the public survey and the public workshop, a vision statement for the Downtown and the Strip was refined. In addition, goals and objectives, which act as a policy guide, were established as well as a set of design principles which will guide the physical design component of the project area. Preliminary framework and three alternative plans for downtown and one plan for the Strip were developed. Potential streetscape improvements were also provided with land use components.

Presentations were made to the Mandan Redevelopment Committee, the City Council and the public. Local media coverage was also provided during this phase. Public comments and input were gathered and incorporated in the Preferred Master Plan.

The products of the preliminary design alternative phase include: summary results of the survey and public workshops, preliminary design alternatives, sketches and sections, and summary description.

### **Recommended Concept Master Plan**

The draft recommended Master Plan was developed by incorporating the comments and public input from the previous session and an implementation strategy which identifies key projects, phasing and public improvement costs. These were presented to the Mandan Redevelopment Committee, the City Council and the public. Similar to the previous presentations, local media coverage such as television and newspaper, was available throughout the recommended concept master plan presentation.

The products of this phase include: a plan, sections and character sketches, and a draft implementation strategy.

### **Plan Document**

The plan report was prepared to document the planning process, master plan, and implementation strategy. This document, with input from the City and upon adoption by the City Council, will guide the City of Mandan in their efforts to focus on the long term redevelopment of the Downtown and the Strip. It will also assist the City in securing funding and generate interest, and support within and outside the community.

## II. INVENTORY AND ANALYSIS

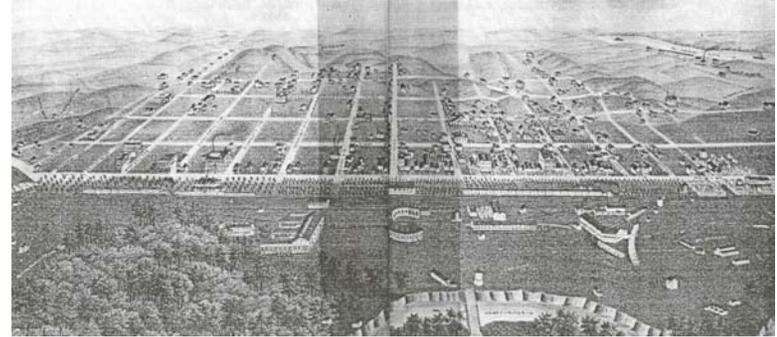
This section provides a detailed summary of the existing physical conditions and character of downtown and the Strip. It also addresses the forces that could impact the type of current and future development. Development of this section was done using data provided by the City, site tour and visual assessment.

### Historical Perspective

#### Brief Early History

According to the book “*Mantani – A History of Mandan-Morton County*” by Sarah Tostevin, the early settlers occupying North Dakota during historic times were by eight distinct tribes of Indians: the Chippewa; Yanktonai Sioux; Teton Sioux; Assiniboin; Cheyenne, Mandan, Hidatsa, and Arikara. The Mandan tribe moved up the Missouri River to the Heart River where they established their villages. The Mandan Indian village, located at the east end of present day Mandan in 1738, was known as the village of Good Fur Robe. The village was also known as the village of “The Crying Hill”, so designated because the inhabitants used the hill top as their mourning place.

On December 14, 1878, the city was named Mandan which is a derivation of the Dakota Indian word “Mantani” or “people of the bank,” descriptive of the Mandan Indian villages along the Missouri River. In the winter of 1879, the Northern Pacific Railroad crossed the Missouri River from Bismarck to Mandan bringing about development to Mandan. The Northern Pacific Railroad also platted Mandan immediately after its arrival to the area. Mandan was incorporated in 1881. The railroad became the means of transportation of goods and services to the other parts of the region.



*Circa. 1883 Bird's Eye View of Mandan. Source: Sarah Tostevin*



*Northern Pacific Railroad Depot. Date unknown. Source:: Sarah Tostevin*

The Memorial Highway Bridge, the first vehicular bridge to span the Missouri River in North Dakota, was dedicated in 1922 in honor of those who served in the First World War.

#### Downtown Mandan

Downtown core is bounded between 2<sup>nd</sup> Ave NE to 6<sup>th</sup> Ave NW and between West Main Street and 2<sup>nd</sup> Street.

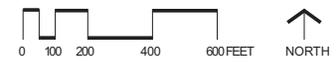


Aerial Taken April 25th 2001

# CBD Boundary - West Main Street Downtown Mandan Redevelopment Plan

Mandan, North Dakota

December 2003



URS

### **Block Layout**

The grid block system was platted starting from the Burlington Northern Railroad and going north. Each block measures at 300 feet by 300 feet and the typical street right-of-way is approximately 80 feet wide. The grid system and the relatively short dimension blocks allow for reasonably easy connection between blocks and are geared towards pedestrian circulation.

### **Built Form**

Buildings heights along West Main Street vary from a single story to a maximum of four stories. The buildings are mostly located north of West Main Street since the majority of the property south of West Main Street is under railroad ownership. Buildings south of West Main Street include grain elevators, the railroad Depot, the Mandan library, an office building and several prefab structures. Civic buildings such as the City Hall, Post Office, and County Offices are located on the north side of 1<sup>st</sup> Street. Most of the older buildings were built in the early 1900's and the building materials include clay bricks, limestone or sandstone, concrete, and stucco with natural stone accent. No particular architectural style dominates the downtown built form which gives it more of an eclectic character. The condition of the buildings varies from being well-maintained to façade needing enhancement to structurally unstable. Some buildings may need detailed engineering studies for structural integrity.

### **Land Use**

The land uses within Downtown Mandan include housing, commercial, light industrial, office, civic buildings and open space. Housing such as single family and some apartments are generally found north of 1st Street and outside of the downtown core. Commercial and office uses are found along West Main Street and in the downtown core. Intermittent light industrial use is found along the south side of West Main Street adjacent to the railroad. Civic buildings are mostly located along 1st Street and

an open space is located on the south side of West Main Street on 4<sup>th</sup> Avenue NW.



*City Hall*



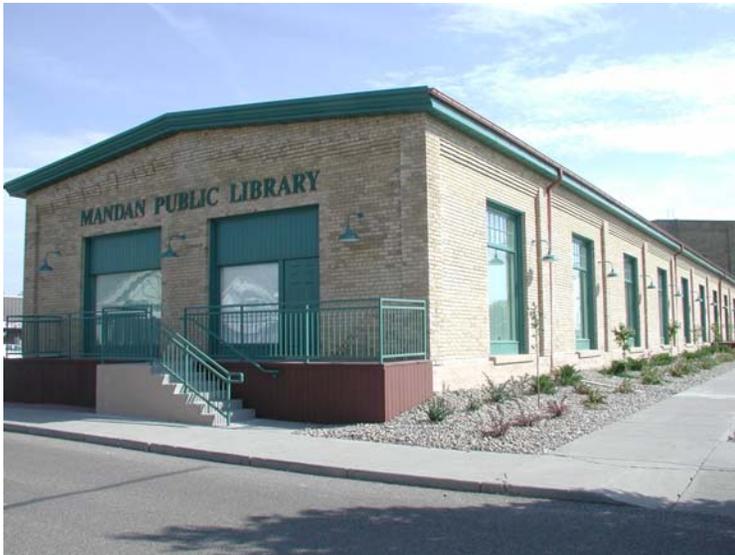
*County Building*



*Lewis and Clark Hotel*



*Single Family Residential on 2<sup>nd</sup> Street*



*New Mandan Public Library*



*Farm Implement Businesses on West Main Street*

### **Circulation**

West Main Street is a two-way four-lane truck route and gets heavy traffic volumes. On-street parallel parking is available only on the north side of this street. 1<sup>st</sup> Street is a two-way with on-street angled parking. Other side streets are also two-way with on-street parallel parking. The average daily traffic volume on West Main Street varies from around 10,900 vehicles from 6<sup>th</sup> Avenue NW to Collins Avenue to around 17,300 vehicles at 12<sup>th</sup> Avenue NE. Collins Avenue adds much of the traffic volume at 12<sup>th</sup> Avenue NE. 1<sup>st</sup> Street, in the downtown core, has an average daily traffic volume of about 5,200 vehicles.

1<sup>st</sup> Street seems to accommodate mostly local traffic while Collins Avenue and West Main Street, particularly east of Collins Avenue, seem to get more regional traffic.



*West Main Street*



*1<sup>st</sup> Street*

Urban sidewalks (from curb to building face) are found in the downtown core and residential sidewalks (between the boulevard and the front yard) are found in areas outside of the downtown core. These sidewalks are relatively in good shape.

### **Green Spaces**

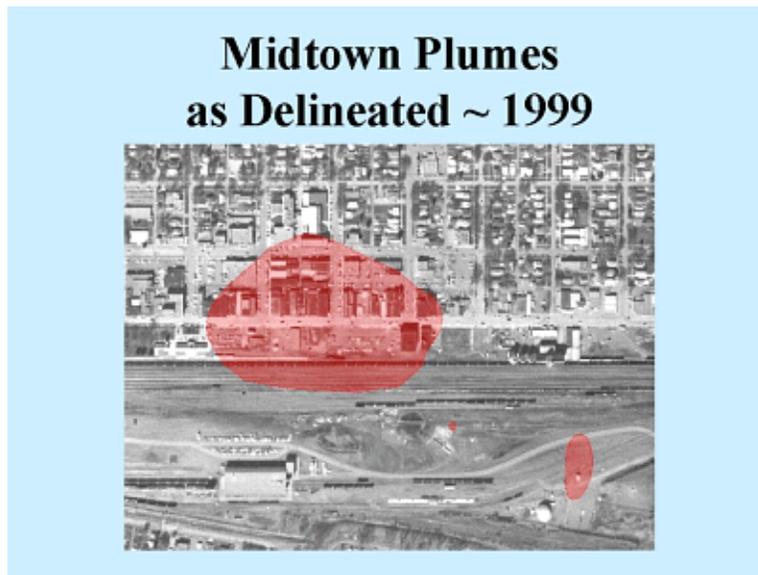
In the downtown core the only available green space is the public park located between the railroad Depot and the new Library. Despite its location, adjacent to the railroad and accessible only from West Main Street, this park continues to become a place where holiday events, summer gathering and other public events are held. The fast and heavy traffic on West Main Street and lack of identifiable traffic calming devices along the park edges make this park difficult for pedestrians to safely get to at times. There are no other parks within two or three blocks of the downtown core. Intermittent street trees are found on some streets in the downtown core. Outside of the downtown core, there are mature street trees to provide shade and enhance the residential street character.



*Public Park Between the Depot and Mandan Public Library*

### **Underground Contamination**

Underground contamination in the form of diesel spill plume was found in 1985 in areas adjacent to the Burlington Northern Railroad Depot to 1<sup>st</sup> Street. According to the North Dakota Department of Health Fuel Recovery History, the Burlington Northern rail yard fueling activities in downtown Mandan started around 1950. In 1985 the Health Department investigated the extent of the fuel plume after fuel was discovered at the site of the Law Enforcement Center. Since then various cleanup and monitoring activities have taken place by Burlington Northern and the North Dakota Department of Health. Per the Health Department Fuel Recovery History in 1999, the fuel plume delineation occurred from the railroad tracks to north of 1<sup>st</sup> Street and between 3<sup>rd</sup> Avenue NW to half block east of Collins Avenue on West Main Street.

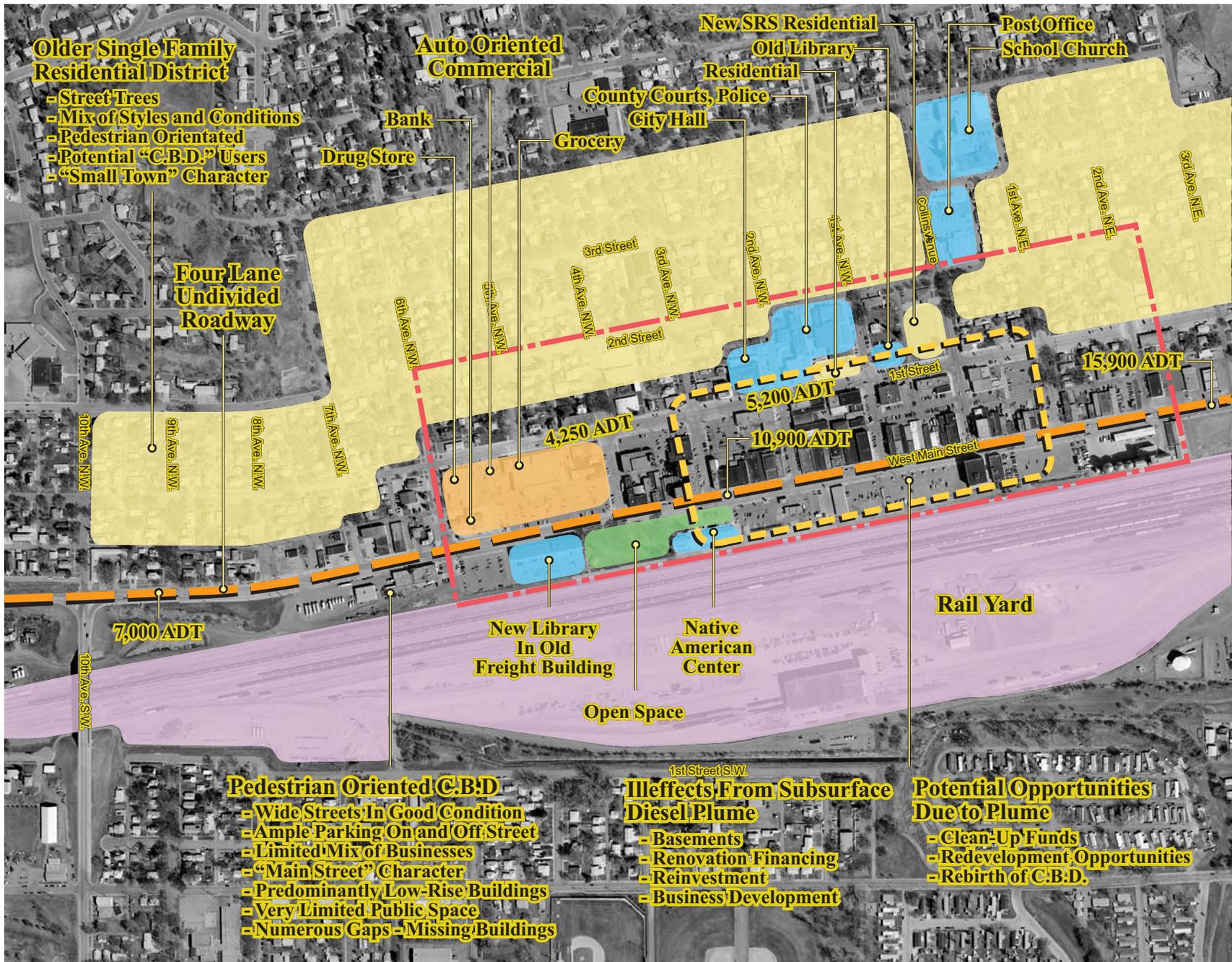


*Source: North Dakota Department of Health*

The North Dakota Department of Health's website documents the chronology of the fuel recovery in Downtown Mandan and has other studies regarding this issue available for viewing. The Health Department has also performed remedial work on this site.

The City is currently working simultaneously with the redevelopment and remediation plan for the downtown. The City plans to proceed with the redevelopment activities for the downtown even as remediation tasks continue. Working with the North Dakota Department of Health and other stakeholders, the City continues to seek opportunities to hasten remediation of the site.

The City's redevelopment efforts to date have included relocating the library to the former freight house on West Main Street adjacent to the park, developing Library Square and renovation of the Fire Station. These projects were completed in the 2003.

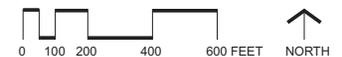


Aerial Taken April 25th 2001

## CBD Forces and Issues - West Main Street Downtown Mandan Redevelopment Plan

Mandan, North Dakota

December 2003



URS

### **The Memorial Highway (Strip) Corridor**

The boundary of the Strip commercial development is between Mandan Avenue south of West Main Street and east of 46<sup>th</sup> Street SE.

### **Block Layout**

Block layout is non-existent along this linear-type commercial corridor and interrupted only by occasional cross streets. Intersections at these cross streets vary from right angle to diagonal intersections. These intersections would present some challenges for vehicle clear view and site planning as development intensifies along the corridor.

### **Built Form**

Intermittent buildings are found along the corridor and these buildings are generally single story. Most of these buildings are medium to large size single story to accommodate the type of use they house. Architecturally, no particular style was found and the building materials were primarily prefabricated metal sheeting. Development seems to be concentrated at the two ends of the corridor and these may be due to the easy access to downtown Mandan and the freeway. Surface parking lots also tend to dominate the parking characteristics of the corridor. Burlington Northern railroad runs along the north end of the corridor creating a narrow width of lands for development on the west end of the corridor.

### **Land Use**

The land uses along the corridor include housing, commercial, light industrial, and office. Housing such as mobile homes and apartments are located along Countryside Lane and 46<sup>th</sup> Avenue SE. Farm equipment and automobile dealerships are located along the central area of the corridor with intermittent light industrial facilities. Some of the businesses along the corridor include Krull's Diner, Runnings Farm & Fleet, storage facilities,

Kist Livestock Sales, garages, restaurants, and a seasonal racetrack.



*KIST Livestock Sales*



*Krull's Diner*



*Community Bank*



*Windsor Square – Commercial*



*Auto Dealership*



*Steel Fabricating Facilities*

## **Circulation**

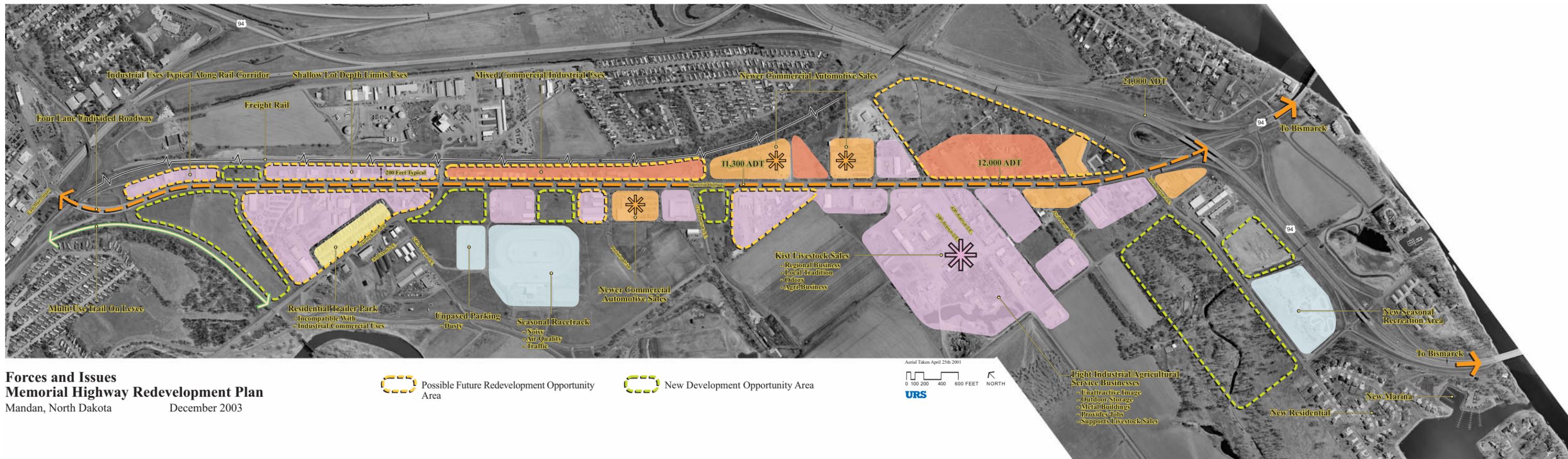
Memorial Highway is a four-lane undivided roadway with a gravel shoulder and no curb. The 2001 Average Daily Traffic volume was approximately 12,000 vehicles. The highway connects Downtown Bismarck on the east and Downtown Mandan on the west. The roadway section is rural in nature with grass swales at each side of the road. Street trees are not found along the corridor adding to the stark corridor character. Also, the corridor does not provide any sidewalk for safe pedestrian circulation.



*Four Lane with Center Turn Lane*

## **Green Spaces**

Other than intermittent vacant lands along the corridor, no public green spaces were found. A golf course is located about a quarter mile south of the corridor on Redwing Drive.



### **Public Workshop and Survey**

Several public workshop sessions and a survey were conducted to gather public input regarding the vision, goals and objectives for Downtown Mandan and the Strip.

The following is a summary of the survey results.

#### **Downtown Mandan**

A) In the vision category, the top five “Very Important” were:

- Unique shopping, restaurants, entertainment, tourism amenities 81%
- Increased employment opportunities 78%
- Parking 63%
- General retail businesses 55%
- Professional and service types of business 42%

B) In the features of downtown, the top five most desirable were:

- Unique shopping, restaurants, entertainment, tourism amenities
- Professional and service types of businesses
- Parking
- General retail business
- Increase employment opportunities

C) 42% of the respondents visit downtown at least once a week and 52%, at least five times or more a week.

D) 42% own properties in the downtown area and 34% work in downtown.

#### **The Strip**

E) For the Memorial Highway Strip, 23% visit the area at least five times or more a week and 44%, at least once a week

F) 26% live near the Memorial Highway Strip and about 60% do not live, work, own property or operate a business in the area.

#### **Survey Conclusion**

The survey results indicated that a larger portion of the respondents live, work, or own property in and/or near the downtown as compared to the Strip, resulting in more frequent trips to the downtown. The respondents saw the importance of creating a healthy mix of commercial activity with ample parking to improve the downtown’s vitality. However, the respondents also saw the importance of strengthening the Strip through more commercial developments and aesthetic improvements, recognizing its importance to Mandan’s economy.

The results of the large and small groups’ workshop regarding the strengths, weakness, opportunities and threats of the Downtown and the Strip are attached in the Appendix.

### III. VISION STATEMENT, GOALS AND OBJECTIVES, AND DESIGN PRINCIPLES.

The vision, goals and objectives for Downtown Mandan and the Strip were developed through a communicative process involving the public, the Mandan Redevelopment Committee, the City Commission, and City Staff. A series of work sessions earlier in the planning process assisted in refining the vision statement, and the goals and objectives.

#### PURPOSE OF VISION STATEMENT

The purpose of the **vision** is to provide **guidance** and **framework** for a **holistic approach** relating to the economy, social, cultural and recreational well-being. **Master Plans** should be **flexible** to capture market trends and opportunities but the ideals of the vision must be maintained throughout the tenure of the redevelopment plan.

#### GOALS AND OBJECTIVES

The establishment of the goals and objectives will assist the City in developing its policy to address each goal. It also allows the City to focus on specific objectives. As a policy guide, the goals and objectives ensure that the vision is made into reality.

#### DESIGN GUIDING PRINCIPLES

Design principles are developed to ensure that the vision statement is achievable through a set of physical design elements for redevelopment of the Downtown and the Strip. Similar to the vision statement and the goals and objectives, the design guiding principles were established through a series of work sessions with the community, the Mandan Redevelopment Committee, City Commission and City Staff. The outcome of these work sessions was a development of five design guiding principles.

### DOWNTOWN MANDAN VISION STATEMENT

To establish downtown Mandan as a place where residents and visitors can work, live, shop and play in a pedestrian-friendly and safe environment.

#### GOALS AND OBJECTIVES

##### Goal 1: Unified Appearance

Developing a unified appearance for both the horizontal and vertical elements in downtown will assist in enhancing and embellishing the overall character as well as setting the tone for downtown activity and livability.

A unified appearance can be achieved by the following objectives.

- Develop design guidelines.
- Improve overall street character.
- Establish incentive programs for participants.

##### Goal 2: Image/Marketing

Improving the image and marketing of downtown will be crucial in accepting and acting on the downtown vision. Transforming the image of downtown into a place where people want to live, work, shop, and play will be a major component to the action implementation plan.

The following objectives will help improve the overall image of downtown.

- Improve image and character through investment, beautification, and heritage.
- Work with convention bureau and local business community to develop a marketing plan.
- Utilize and build on historic/architecturally significant buildings.

### **Goal 3: Circulation/Parking**

Crucial in the success of any downtown is ensuring safe circulation and adequate parking. Structured parking, way-finding signage, and pedestrian and vehicular circulation, are some of the ways to improve circulation and parking needs. In addition, the following objectives will need to become part of the action plan.

- Reduce reliance on surface parking.
- Create safe and attractive pedestrian areas along streets.
- Calm through traffic
- Review parking ordinance for compatibility with “urban” CBD character.
- Improve the image and attractiveness of surface parking areas.

### **Goal 4: New Sites/New Uses**

The downtown will also need to look at other opportunities of creating and maintaining critical mass. A critical component to building this critical mass is to encourage vertical mixed-uses in new and existing buildings.

The following objectives are required to achieve this goal.

- Encourage mixed-use and increase density.
- Selectively remove buildings to provide opportunities for infill development.
- Allow and provide incentives for developing residential use above commercial uses.

### **Goal 5: Sustainability/Maintenance**

To ensure longevity of project improvements is maintained throughout the downtown district, a maintenance plan or sustainability program must be built into the long-term redevelopment strategies. An active downtown requires a

proactive maintenance schedule. The following objectives will assist in achieving this goal.

- Implement redevelopment plan with a variety of funding tools.
- Enforce codes and regulations to maintain buildings and downtown.
- Develop a downtown public space maintenance plan and explore options for funding its implementation.

## **DESIGN GUIDING PRINCIPLES**

### **1) Mixed-use**

Promote mixed-use areas to support the function of daily life: employment, retail, recreation and education.

### **2) Safe Green Streets**

Develop green and safe streets for all users through clear definition of streets and public space, green spaces and places of shared use.

### **3) Civic Space**

Create and Promote Civic space for year round use through a network of activities and settings. The current community center attracts large crowds to Mandan for events such as arts and crafts fairs, weddings and large group meetings. CBD needs to have attractions and services for these crowds to shop and recreate prior to leaving the community.

### **4) Local Architecture**

Respond to local architecture for new development to enhance image and character of downtown.

### **5) Design codes and regulation**

Improve codes and regulation to ensure downtown livability is maintained as well as a tool for guiding future development.

## **THE STRIP**

### **VISION STATEMENT**

To establish a regional commercial/service corridor that supports a mix of uses, provides flexibility and compatibility in design standards unified by an improved, "greenscape" infrastructure.

### **GOALS AND OBJECTIVES**

#### **Goal 1: Unified Corridor Appearance**

Having a unified appearance will present the corridor as a place of identified character with complementary building design and materials. It will also be a place where creative architecture could co-exist with functional architecture. The following objectives need to be established.

- Develop design guidelines.
- Improve overall corridor character.
- Establish incentive programs for participants.

#### **Goal 2: Image/Marketing**

To extend the unified appearance beyond its physical milieu, a proactive marketing plan needs to be developed to address the image. The marketing plan should work with other agencies including Downtown Mandan for an effective and comprehensive marketing strategy. The following objectives will be required to achieve this goal:

- Improve image and character through investment and beautification.
- Work with convention bureau and local business community to develop a marketing plan.

#### **Goal 3: New Sites/New Uses**

Since the Strip has several tracts of vacant land, the ideal use for these vacant sites must be properly planned. Ideal uses should strengthen rather than weaken, through competition, the overall

commerce of the corridor. The following objectives need to be adopted.

- Encourage mixed-use.
- Establish district for better land use and physical planning.

#### **Goal 4: Sustainability/Maintenance**

To ensure long term viability of the improvement is achieved, a proactive maintenance plan must be built into all improvement projects. Objectives are:

- Implement redevelopment plan with a variety of funding tools.
- Develop codes and regulations to maintain buildings and sites.
- Develop a greenscape infrastructure and explore options for funding its implementation.

### **DESIGN GUIDING PRINCIPLES**

#### **1) Mixed-use**

Promote mixed-use areas to support employment, retail, and recreation.

#### **2) Green Infrastructure**

Develop green infrastructure to provide character and safe pedestrian connections.

#### **3) Design codes and regulation**

Improve codes and regulation to ensure corridor districts are maintained as well as a tool for guiding future development.

## **IV. FRAMEWORK AND ALTERNATIVE PLANS.**

### **DOWNTOWN MANDAN**

#### **Preliminary Framework Plan**

The preliminary framework plan for downtown Mandan evolves around three important elements: the public participation activity, the site forces and issues, and the recommendation of the market study.

2<sup>nd</sup> Avenue NE and 6<sup>th</sup> Avenue NW would form the eastern edge and western edge of downtown while Main Street and 2nd Street would form the northern and southern edges. Streetscape improvements such as traffic calming, civic green space, street furniture and landscaping would be undertaken along these streets. In addition, street improvements along West Main Street could be extended to Mandan Avenue.

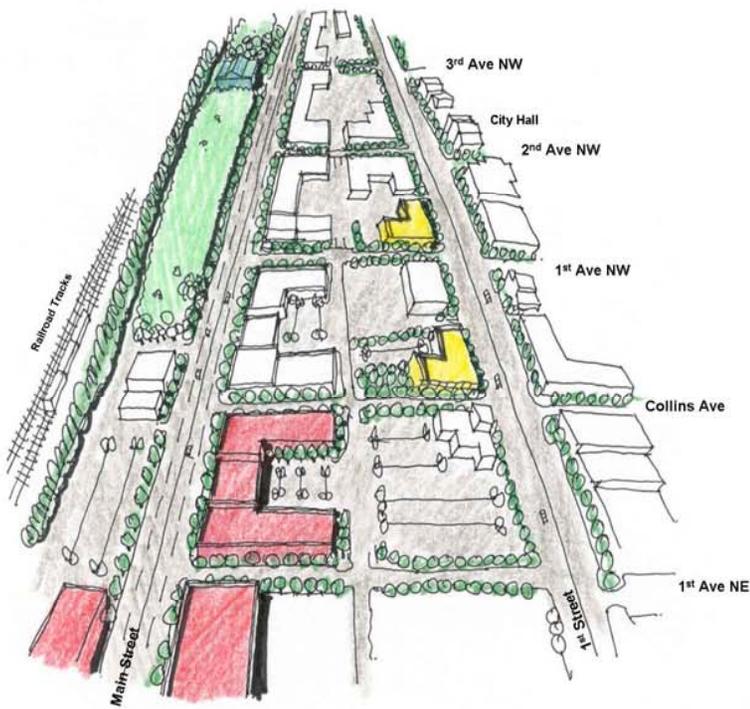
Mixed-use infill development would take place at selectively demolished buildings sites and other architecturally significant buildings could be converted to mix-uses, such as residential and education. The preliminary framework plan also calls for public gathering space.

#### **Alternative 1**

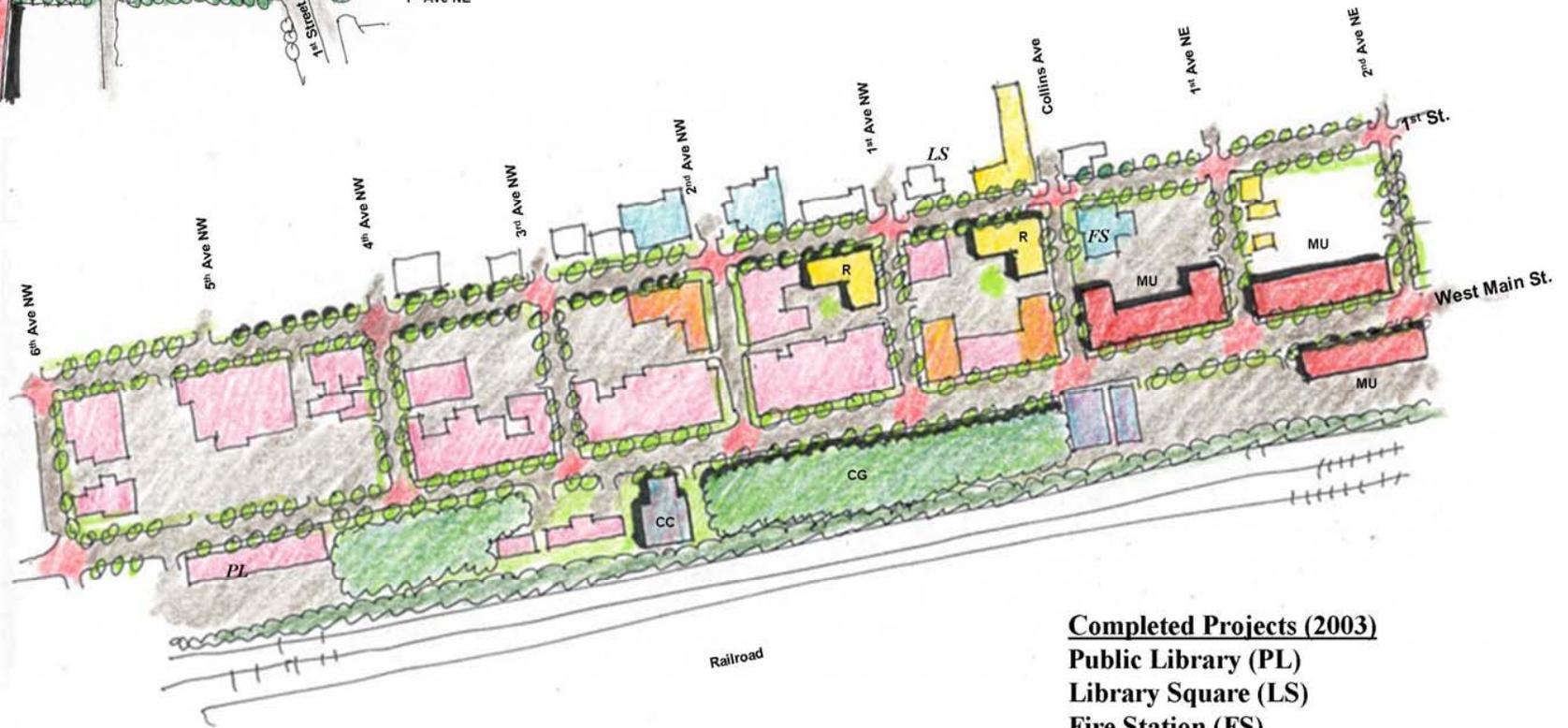
Alternative 1 proposes to develop West Main Street and 1<sup>st</sup> Street as safe and green pedestrian streets, maintain on-street angled parking, and enhance pedestrian safety at intersections through the use of bump-out curb and gutter and a change in pavement colors. The Bismarck State College would occupy the existing buildings at the southside of West Main Street and Collins Avenue. The new Community Center would be developed on the southside of West Main Street between 2<sup>nd</sup> Avenue NW and 3<sup>rd</sup> Avenue NW. The space between the Civic Center and Bismarck State College would be developed as the downtown green space with some surface parking.

New mixed-use buildings would be constructed on West Main Street between Collins Avenue and 2<sup>nd</sup> Avenue NE. Some of these areas seem to have significant underground diesel plume and the existing buildings are either structurally unstable or architecturally insignificant. New buildings should be at least two stories high to have greater flexibility for future space needs. New residential areas would occur at the corner of Collins Avenue and 1<sup>st</sup> Avenue NW on 1<sup>st</sup> Street. Other existing buildings should be allowed to have residential or office above the first floor.

This alternative would minimize the demolition of existing buildings but would not add a significant amount of additional surface parking spaces.



**Residential (R)**  
**Mixed-use (MU) (commercial/office/residential)**  
**Civic Greenspace (CG)**  
**Community Center (CC)**



**Completed Projects (2003)**  
**Public Library (PL)**  
**Library Square (LS)**  
**Fire Station (FS)**

**Alternative 1**

**Downtown Mandan Redevelopment Plan**

Mandan, North Dakota

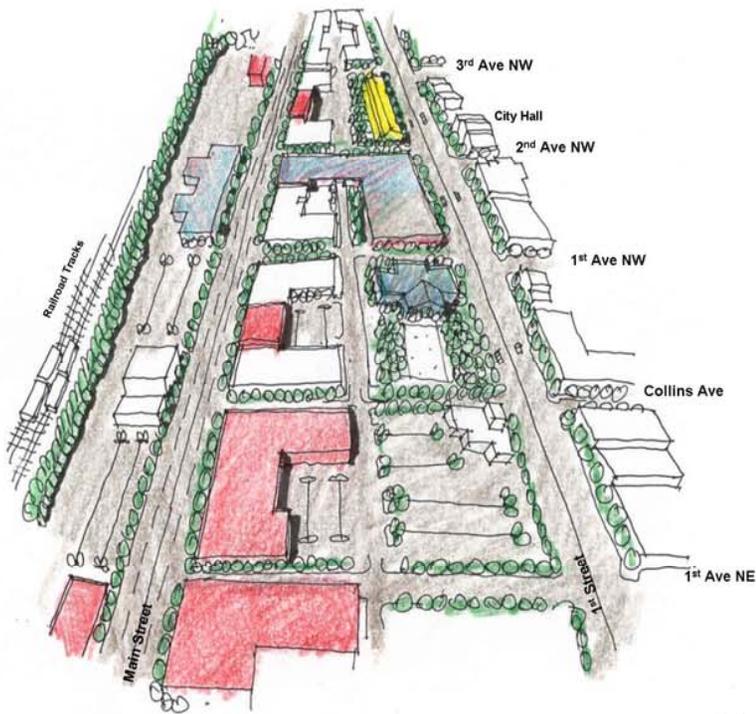
December 2003



## **Alternative 2**

Alternative 2 would have new buildings along the southside of West Main Street with off-street surface parking. New infill mixed-use buildings would occur in the significant areas of the underground diesel plume and in the areas where existing buildings are not architecturally significant. The new Bismarck State College with structured parking would occupy most of the block between 1<sup>st</sup> Avenue NW and 2<sup>nd</sup> Avenue NW, new residential units along 1<sup>st</sup> Street between 2<sup>nd</sup> Avenue NW and 3<sup>rd</sup> Avenue NW, and a new Civic Center with civic green space between Collins Avenue and 1<sup>st</sup> Avenue NW.

Alternative 2 would significantly increase the amount of parking spaces with structured parking. It would also increase the space needs as well as enhance the overall vernacular with the new infill development. In addition, the Civic Center, the green space, and the Bismarck State College are centrally located in the downtown.



Residential (R)  
Mixed-use (MU) (commercial/office/residential)  
Commercial (C)  
Bismarck State College (BSC)  
Vocational (V)  
Civic Greenspace (CG)  
Community Center (CC)



Completed Projects (2003)  
Public Library (PL)  
Library Square (LS)  
Fire Station (FS)

**Alternative 2**

**Downtown Mandan Redevelopment Plan**

Mandan, North Dakota

December 2003

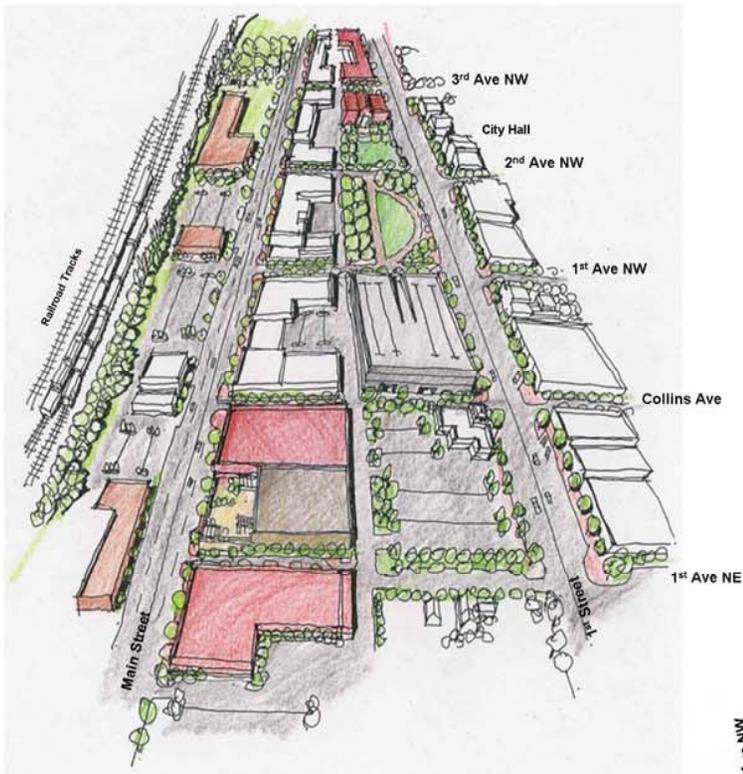


### **Alternative 3**

Alternative 3 would look at developing the southside of West Main Street with new mixed-used buildings with surface parking. Bismarck State College would occupy the existing buildings at Collins Avenue and Main Street. New mixed-use buildings with off-street side parking would be developed on West Main Street between Collins Avenue and 2<sup>nd</sup> Avenue NE. A new multi-level parking structure with liner shops on the street level would be developed on 1<sup>st</sup> Street between Collins Avenue and 1<sup>st</sup> Avenue NW, and a new Civic greenspace would be located west of the parking structure. A new Civic Center with its green plaza and a new mixed-use building complete the development of this alternative.

This alternative would significantly increase the amount of parking spaces through various parking options, provide an ample amount of central green space for year round use such as farmers market, festival grounds, holiday season outdoor activities, and minimize the disruption of the build form along Main Street. It would also address the underground diesel plume through better land use planning.

All three alternatives would encourage façade improvement and enhancement within the downtown district to be consistent with the surrounding vernacular.



Parking (P)  
 Mixed-use (MU) (commercial/office/residential)  
 Bismarck State College (BSC)  
 Vocational (V)



Mixed-use (MU)  
 Community Center (CC)  
 Civic Greenspace (CG)

Completed Projects (2003)  
 Public Library (PL)  
 Library Square (LS)  
 Fire Station (FS)

### Alternative 3

## Downtown Mandan Redevelopment Plan

Mandan, North Dakota

December 2003



## **THE Memorial Highway (Strip) Preliminary Framework Plan**

The preliminary framework plan centers upon the Memorial Highway to be divided into three auto oriented development districts; the eastern district as the regional destination, the western district as the local development, and the central district as existing business expansion between these two districts. These three districts would be connected by the Memorial Highway “green” corridor. The Memorial Highway would be developed into an urban roadway section with trails/sidewalks, landscaping and decorative street lighting.

### **Redevelopment Plan**

The redevelopment plan, with proposed new uses and improvements based on conclusions and recommendations by the Market Study Report, consist of the following.

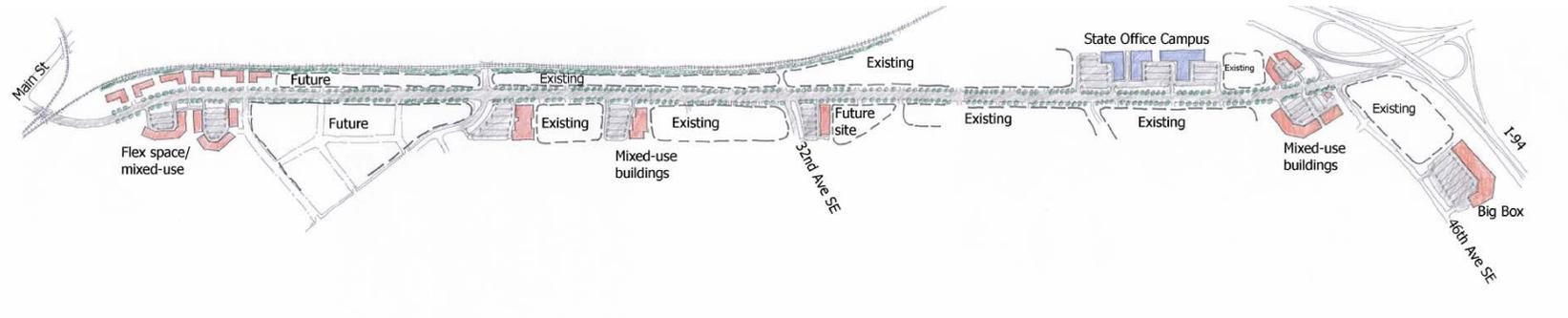
The **Eastern District** is recommended for big box retail, occupying the vacant lands along 46<sup>th</sup> Avenue SE with potential expansion to the north. A series of mixed-use buildings to house regional retailers such as Kohls Department Store and others would occupy the new development site east of Windsor Square. An office development, housing select State departments and agencies, is recommended to be located on the north side of Memorial Highway providing critical mass to this district.

The **Central District** is positioned to support new or expansion needs of the existing businesses in the area, such as farm equipment, and automobile/boat dealerships. The concentration of such businesses in one area would help create a regional destination bringing people to Mandan.

The **Western District** is positioned to accommodate several flex-space buildings to be used as industrial, storage or office space. The Burlington Northern Railroad tracks on the north side of Memorial Highway restrict the lot depths in this area, and

thereby limits its development potential. Due to this limitation, it is recommended that this area capitalize on uses such as storage and flex-space, which are more forgiving in terms of site size requirements as compared to office and commercial uses.

Streetscape improvements would include curb and gutter with street lighting, landscaping and trails/sidewalks to connect these districts as well as to Downtown Mandan and to the surrounding areas.



## Memorial Highway Preliminary Plan

## **V. RECOMMENDED CONCEPT MASTER PLAN**

### **DOWNTOWN MANDAN**

#### **Framework Plan**

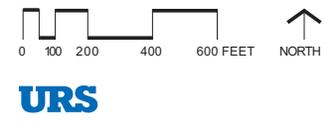
2<sup>nd</sup> Avenue NE and 6<sup>th</sup> Avenue NW would form the eastern edge and western edge of downtown while West Main Street and 2<sup>nd</sup> Street would form the northern and southern edges. Streetscape improvement such as traffic calming, public square, street furniture and landscaping would be undertaken along these streets. In addition, street improvement along West Main Street could be extended to Mandan Avenue.

Mixed-use infill development would take place at selectively demolished buildings sites and other architecturally significant buildings could be converted to mixed-use such as residential and education. The framework plan also calls for public gathering space.



Aerial Taken April 25th 2001

**Framework Plan - West Main Street - CBD**  
**Mandan Downtown Redevelopment Plan**  
 Mandan, North Dakota                      December 2003





Aerial Taken April 25th 2001

# Framework Plan -East Main Street - Transition Downtown Mandan Redevelopment Plan

Mandan, North Dakota

December 2003



URS

## Master Plan

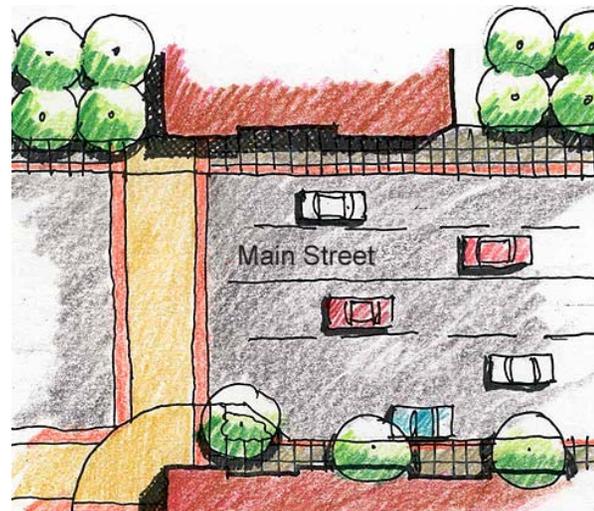
The attached recommended master plan was developed through a review of the plan alternatives by the City and the public. Common elements evolved during the review sessions, which include: a) improve streetscape, b) develop Civic Center and Public Square, c) attract State Office and Bismarck State College, d) convert existing buildings to mixed-use, e) add residential units along 2<sup>nd</sup> Street, f) build parking structures, and g) develop new mixed-use building at the east corner of Collins Avenue and West Main Street.

## Streetscape

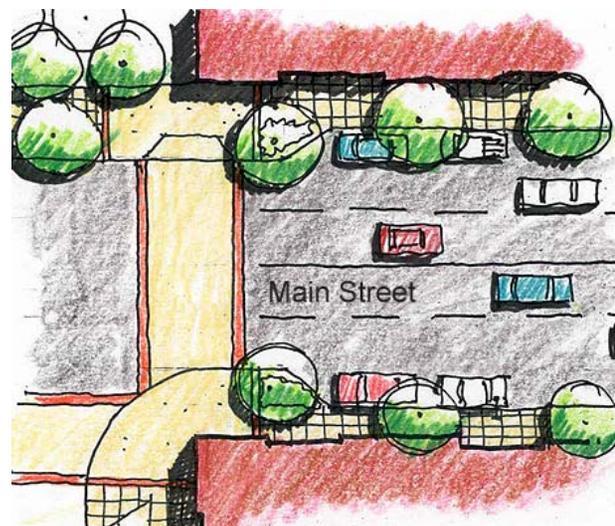
New streetscape will be constructed along 1<sup>st</sup> Street from 6<sup>th</sup> Avenue NW to 2<sup>nd</sup> Avenue NE, the proposed downtown business district boundary. Keeping the angled on-street parking, additional improvement will include street trees, sidewalks, benches, planters, decorative street lighting with seasonal banners and flower baskets, and signage. At each intersection, a sitting area with additional plantings in addition to new street paving will be developed to allow for improved pedestrian safety, create intermittent gathering spaces, and provide local “landmarks” to drivers.

West Main Street streetscape will also be developed in cooperation with the County and State Department of Transportation with similar treatments as on 1<sup>st</sup> Street. However, maximum intersection treatment will occur at 4<sup>th</sup> Avenue NW and 3<sup>rd</sup> Avenue NW due to the direct connections from the Public Square and the Civic Center to the existing park located south of West Main Street.

Street improvements are also recommended for the transition area along West Main Street from 2<sup>nd</sup> Avenue NE to Mandan Avenue, which connects the downtown district to the Strip. The street improvement would include parking lot screening, street trees, decorative lighting with banners and flower boxes.



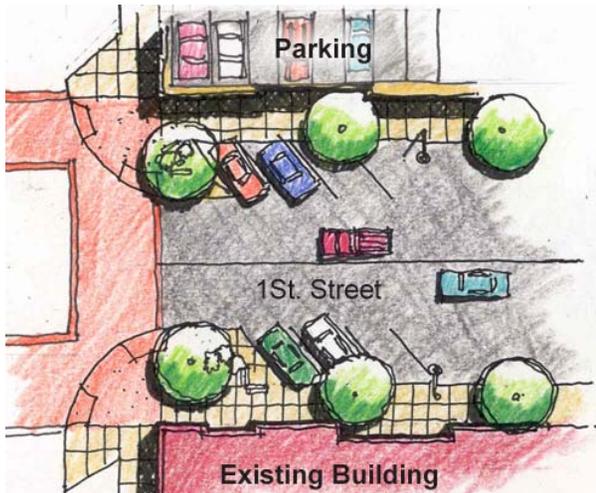
*West Main Street: Single Side Parking*



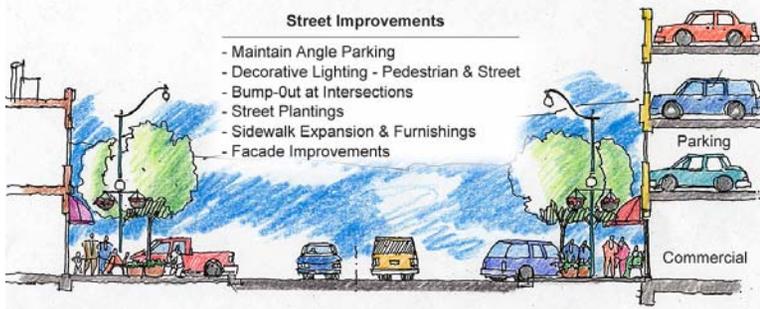
*West main Street: Two side Parking*



Main Street



1<sup>st</sup> Street Plan



1<sup>st</sup> Street Elevation



Streetscape Treatment Example



Urban Plaza Treatment Example

### Civic Center and Public Square

The proposed two to three-story Civic Center, located on West Main Street overlooking the Public Square, will become the center for culture and social events for the community. Shared

parking with Miracle Mart and local surrounding banks is encouraged during the evenings and weekends to accommodate the Civic Center's short-term parking needs. Long-term parking needs can be accommodated once the parking structures are constructed.

The Public Square will be the hub for year round activities in downtown. This multi-functional Public Square will be the home for an outdoor farmer's market, a popular activity in many downtowns. Program uses can include weekend activities for kids and adults such as P-Wee soccer, arts and crafts fair, local music events and in the winter, it can house boot hockey, ice skating and holiday decorations. These activities will encourage new businesses to locate to downtown to take advantage of the "captured" customers and the critical mass generated from this activity node. The Public Square is also within walking distance from the residential, commercial, employment areas, and other civic buildings making it an ideal location for all to enjoy during the lunch or after work.



*Multi-Functional Public Square*



Public Square as Gathering Place



Farmers Market in Public Square

### State Office and Bismarck State College

The proposed location for the North Dakota Department of Health's new facility is at the corner of 2<sup>nd</sup> Avenue and West Main Street. This facility is planned to be connected to a parking structure which will have commercial space on the ground floor and parking above. The parking structure will also accommodate the parking needs of the County offices, City Hall and other downtown attractions.

Bismarck State College off-campus location is recommended to occupy the existing four-story building located south of West Main Street at Collins Avenue. This building will provide the college with flexible space needs for classroom and office. Its easy access to West Main Street and other downtown attractions will make this building an ideal location. Ample parking is also available on the site, as well as within walking distance.



*Bismarck State College Future Off-Campus Building*

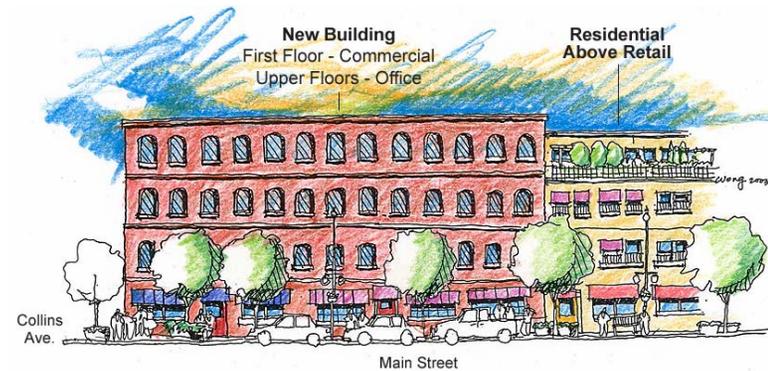
### Convert Existing Buildings to Mixed-use

Existing buildings that are not identified as new development sites along West Main Street between Collins Avenue and 4<sup>th</sup>

Avenue NW should be converted into mixed-use to increase the flexibility of the downtown building spaces. This flexibility of spaces for housing or offices will attract potential businesses into downtown to take advantage of the various new attractions.

### New Mixed-use Buildings

New two to three-story mixed-use buildings are recommended to be developed along West Main Street between Collins Avenue to 2<sup>nd</sup> Avenue NE. These buildings will have residential units above commercial or office spaces. On-site parking will be provided with additional spaces to be provided at the new nearby parking structures. Potential uses for the buildings will include the relocated businesses from the new residential sites on 2<sup>nd</sup> Street.



*Infill Development*



Infill Building Example



Infill Building Example

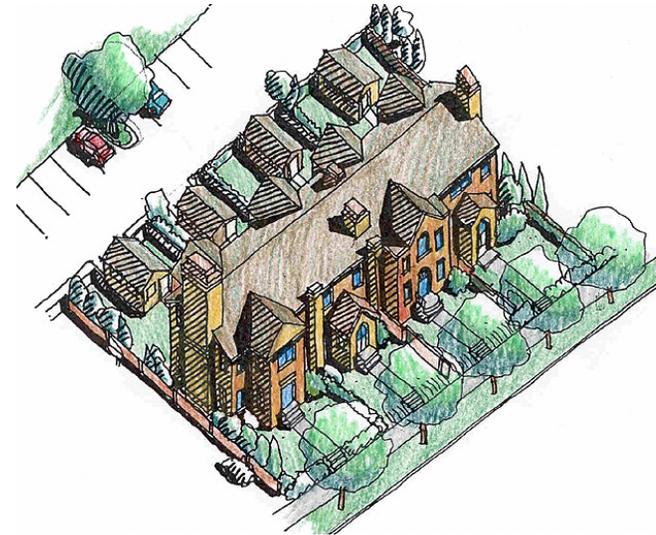
### Residential Units

In addition to the conversion of existing buildings into mixed-use residential, it is envisioned that new townhomes and apartment units will be developed in areas north of 1<sup>st</sup> Street as infill residential development. The townhomes and apartment

will provide a transition from the downtown to single-family residential to the north. It will also increase the residential units in Downtown Mandan.



Apartment Building



Townhomes (A)



*Townhomes (B)*



*Townhomes Example*



*Apartment Building Example*

### **Parking Structure**

To accommodate increased parking needs in the downtown, the construction of three parking structures is recommended. These parking structures are located in different areas for better accessibility to businesses. The recommended locations and approximate parking spaces include the following:

- Corner of Collins and 1<sup>st</sup> Street, (240 spaces)
- 1<sup>st</sup> Street between 1<sup>st</sup> and 2<sup>nd</sup> Avenues, (550 spaces)
- Next to City Hall at the corner of 3<sup>rd</sup> Avenue NW and 1<sup>st</sup> Street. (135 spaces)

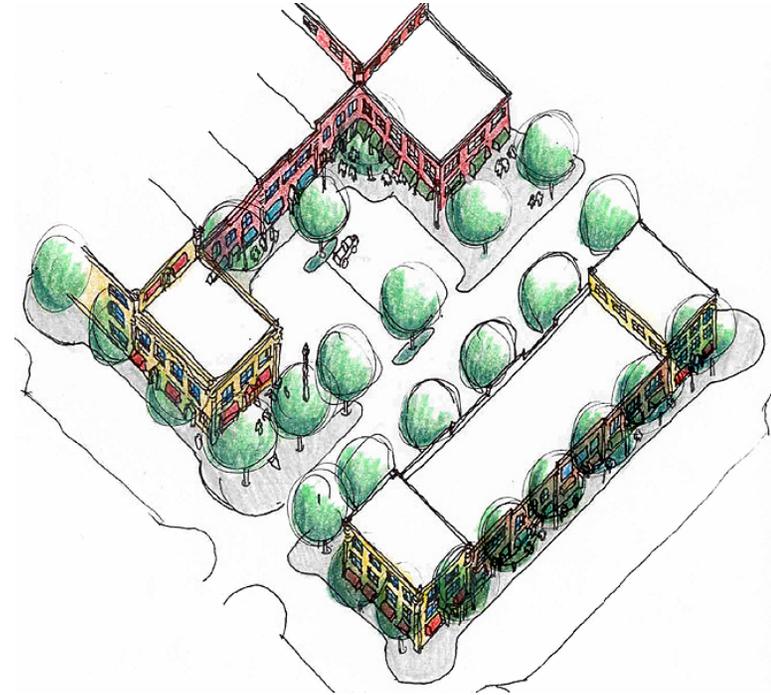


1St. Street

*Structured Parking with Ground Floor Commercial*

These parking structures will have commercial space on the ground floor, which will help create an energized and attractive environment with pedestrian and street-level activity.

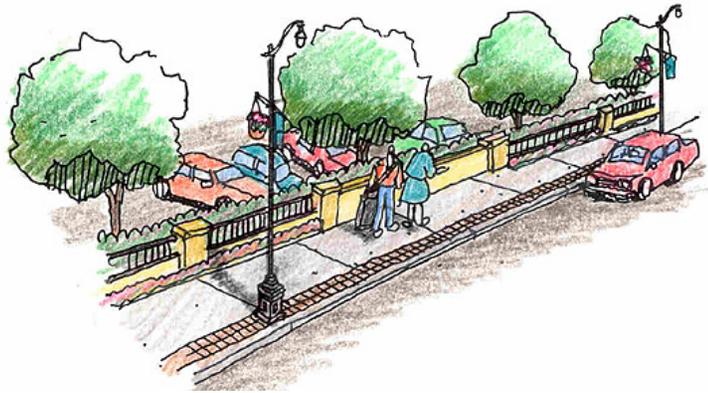
Existing surface off-street parking within the CBD and along West Main Street to Mandan Avenue should be landscaped to reflect the design principles.



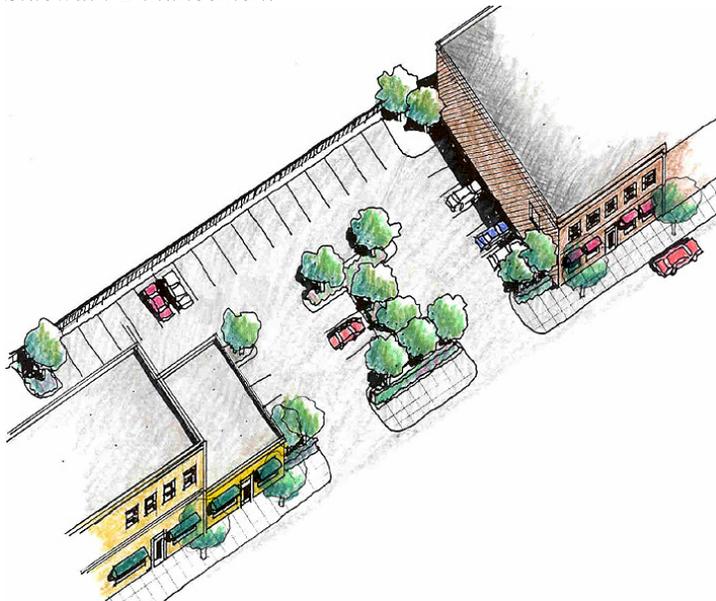
*Courtyard Parking*



*Parking Lot Screening Section*

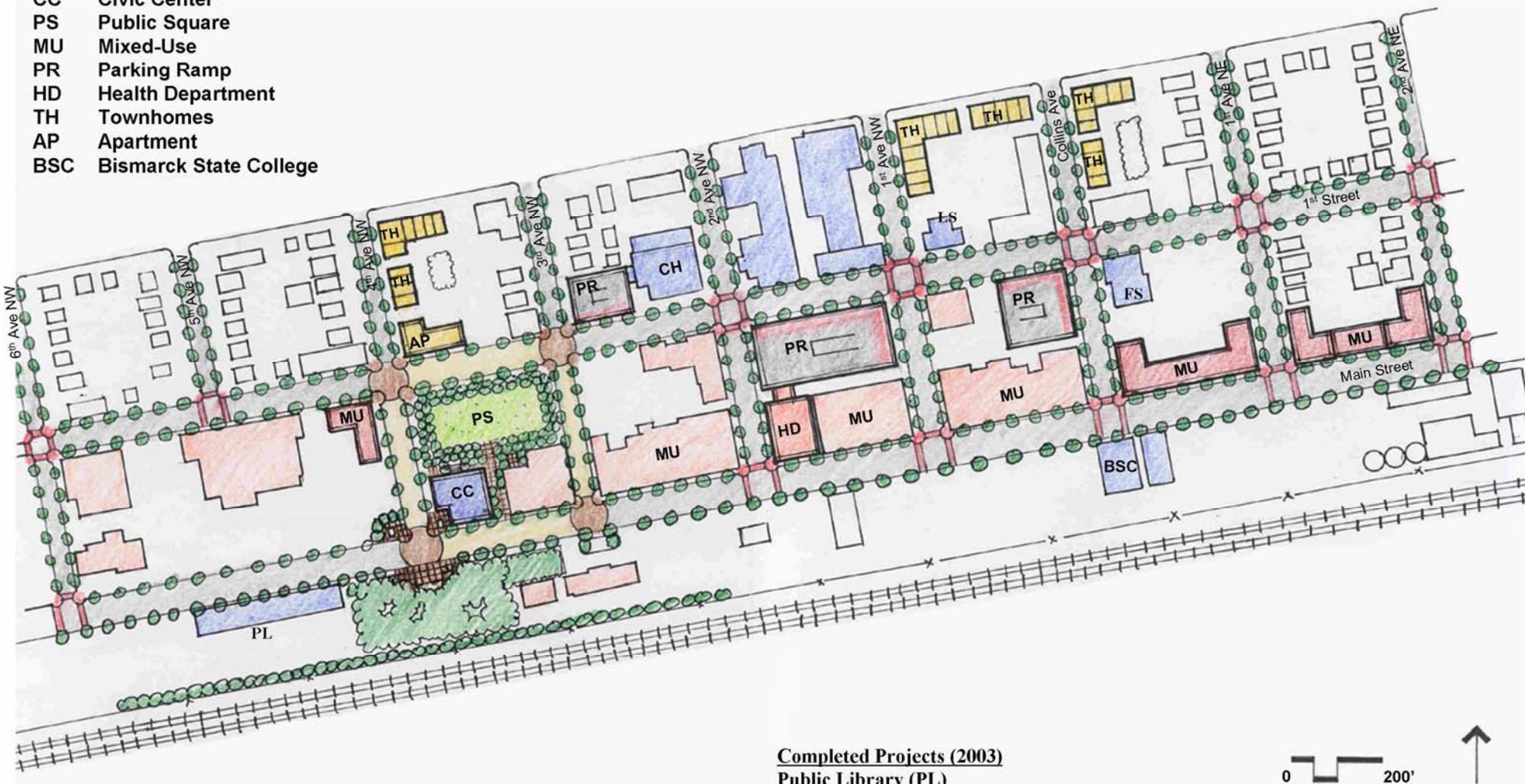


*Sidewalk Enhancement*



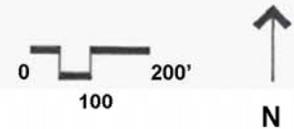
*Side Parking with Landscaping*

- CH City Hall
- CC Civic Center
- PS Public Square
- MU Mixed-Use
- PR Parking Ramp
- HD Health Department
- TH Townhomes
- AP Apartment
- BSC Bismarck State College



**Completed Projects (2003)**

- Public Library (PL)
- Library Square (LS)
- Fire Station (FS)



# Master Plan Downtown Mandan Redevelopment Plan

Mandan, North Dakota

December 2003



## THE Memorial Highway (Strip)

### Framework Plan

The framework plan envisions the corridor to be divided into three auto-oriented development districts; 1) the **Eastern District**, 2) the **Central District**, and 3) the **Western District**. The Eastern District will primarily be positioned towards businesses that serve the regional market area, the Western District will be geared towards the local market, and the Central District will be a commercial district that allows for local business expansion that serves both the region and local markets. These three districts will be connected by a “green boulevard” Memorial Highway with an urban roadway section with trails/sidewalks, landscaping and street lighting.

### Master Plan

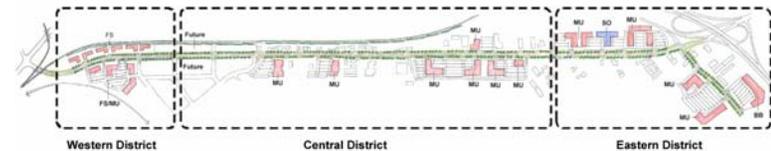
The **Eastern District** has the potential for big box retail, such as Home Depot, occupying the vacant land along 46<sup>th</sup> Avenue SE. In addition, other businesses in this district could include Kohl’s Department-type store. Additional mixed-use buildings will be developed on smaller vacant sites in the area. This district will also be an ideal site for a State office development due to its proximity to Bismarck and the State Capitol Campus.

The **Central District** is positioned to support new or expansion needs of the existing businesses in the area, such as farm equipment, and automobile/boat dealerships. Relocation of existing businesses may be necessary to assemble sites to accommodate such new business creation and/or business expansion. However, the long-term goal of concentrating such businesses in one defined area would be to create a regional auto/boat/farm dealership destination bringing people to Mandan.

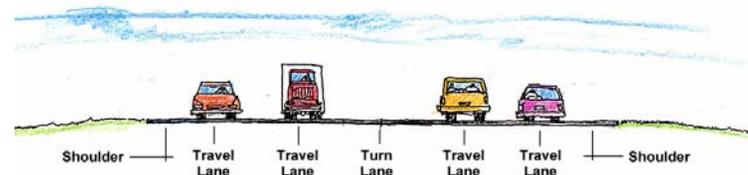
The **Western District** is positioned to accommodate several flex-space buildings to be used as industrial, storage or office space. The Burlington Northern Railroad tracks on the north

side of Memorial Highway restrict the lot depths in this area, and thereby limits its development potential. Due to this limitation, it is recommended that this area capitalize on uses such as storage and flex-space, which are more forgiving in terms of site size requirements as compared to office and commercial uses.

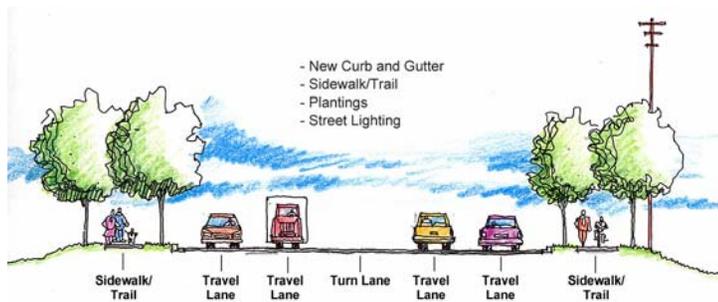
It is also recommended that Memorial Highway be redeveloped as a “Green Boulevard”. Such improvements would include: curb and gutter with decorative street lighting, landscaping, and trails/sidewalk. The green boulevard would provide pedestrian connection between the three districts to downtown and the surrounding areas. The curb and gutter improvement would also attract clientele that would otherwise not consider shopping or setting up businesses in this area.



*Memorial Highway Framework Diagram*



*Existing Memorial Highway Roadway Section*



*Proposed Memorial Highway Roadway Section*



*Aerial View of the Eastern District*

The Memorial Highway “Green Boulevard” will provide not only the aesthetic amenities along the corridor, the improvement will discourage traffic speed, encourage commercial activity and create pleasant commercial experience.

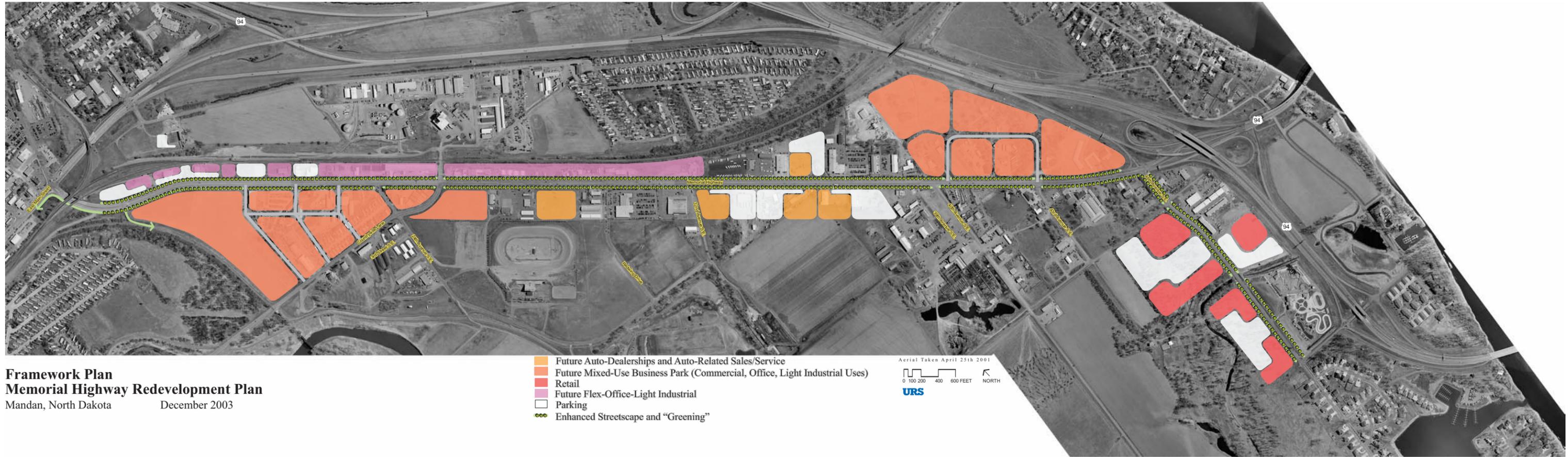
In addition, unified design guidelines can improve the built form and the environment of the corridor’s commercial districts. The following are examples of corridor landscaping and commercial node improvement.



*Green Boulevard*



*Commercial Node Landscaping*



**Framework Plan**  
**Memorial Highway Redevelopment Plan**  
Mandan, North Dakota      December 2003

- Future Auto-Dealerships and Auto-Related Sales/Service
- Future Mixed-Use Business Park (Commercial, Office, Light Industrial Uses)
- Retail
- Future Flex-Office-Light Industrial
- Parking
- Enhanced Streetscape and "Greening"

Aerial Taken April 25th 2001  
0 100 200 400 600 FEET  
URS  
NORTH



**FS** Flex-Space  
**MU** Mixed-use  
**SO** State Office  
**BB** Big Box

**Master Plan**  
**Memorial Highway Redevelopment Plan**  
 Mandan, North Dakota      December 2003

## **VI. IMPLEMENTATION STRATEGY**

The implementation of the Downtown Mandan and the Memorial Highway (Strip) Redevelopment Plan, with the proposed new uses and improvements, may encounter opposition from the public for the physical and behavioral changes the plan would impose. The challenge of change must be addressed by a spirit of cooperation and civic duty with a clear strategy for accomplishing the goals identified in this Master Plan.

### **Downtown Mandan**

The Downtown offers a wonderful mix of architectural significant buildings which is an important element in the redevelopment plan. These buildings should be restored and rehabbed where feasible and new mixed-use buildings should respond and reflect the downtown architecture to help preserve the historic character of the area.

The Downtown Master Plan envisions a place where residents and visitors can work, shop live and recreate in a pedestrian-friendly and safe environment throughout the year. However, the environmental contamination must be addressed as it affects public health. This issue is a growing public concern, and rightfully so, ever since it was first discovered. It would be good public policy to address this issue prior to making any progress on the redevelopment plan.

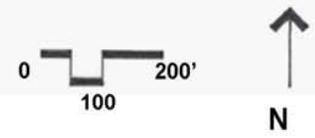
The environmental liability has also given the downtown a negative perception which has made it difficult to secure financial assistance for business improvement. Currently, the City leaders are aggressively pursuing remediation efforts including third party liability transfer while continuing their plans to develop properties outside of the affected areas.

- CH City Hall
- CC Civic Center
- PS Public Square
- MU Mixed-Use
- PR Parking Ramp
- HD Health Department
- TH Townhomes
- AP Apartment
- BSC Bismarck State College



**Completed Projects (2003)**  
 Public Library (PL)  
 Library Square (LS)  
 Fire Station (FS)

- Phase One Projects
- Phase Two Projects
- Phase Three Projects



# Implementation Projects & Phasing Downtown Mandan Redevelopment Plan

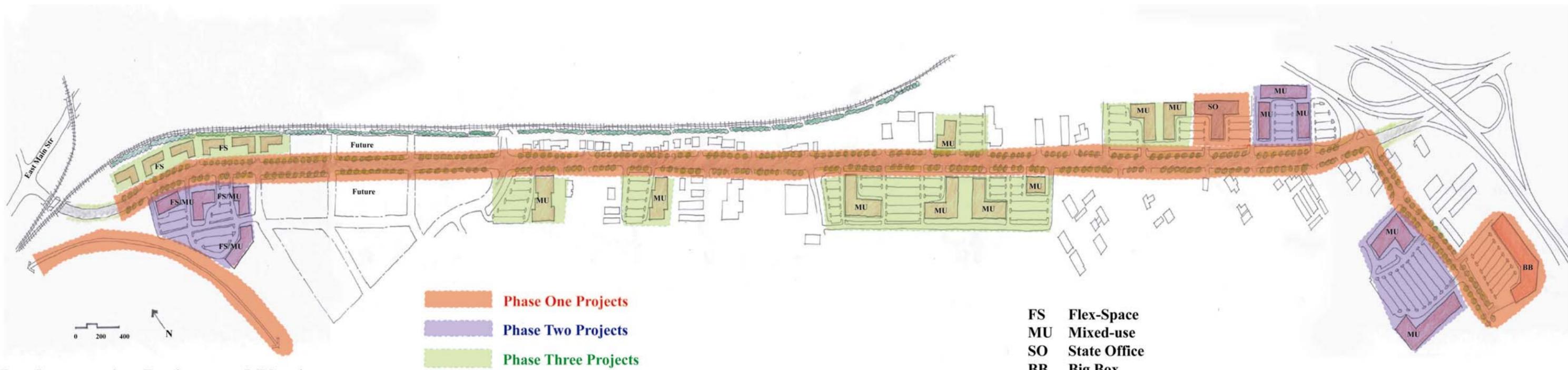
Mandan, North Dakota

December 2003



### **The Memorial Highway (Strip)**

The Strip provides an environment with close proximity to Downtown Mandan, Downtown Bismarck and the surrounding areas. With planning and dividing the corridor into three districts, the corridor can improve its commercial experience as well as complementing the businesses in Downtown Mandan.



**Implementation Projects and Phasing**  
**Memorial Highway Redevelopment Plan**  
 Mandan, North Dakota      December 2003

### **Benefits of the Implementation**

To realize the vision of the Downtown and the Strip Redevelopment Plans through the implementation strategy, all levels of government, stakeholders and the concerned public must cooperate. Only through cooperation can the Downtown and the Strip achieve its full development potential as an active, safe and prosperous environment.

Fully developed, the Downtown Plan would provide:

- 45,000 SF of public square
- a multi purpose Civic Center (20,000sf – 40,000sf) (3-4 employees)
- 40,000 SF State Office (150-200 employees)
- Bismarck State College off-campus site (est. 70,000sf) (25-30 employees and 200-300 students)
- 72 housing units
- 3 parking structures (3-6 employees)
- Business expansion and creation (100-125 employees)
- pedestrian friendly streetscape
- improved Downtown Image
- increased annual tax revenues
- **Estimated new downtown employment: 280-365 employees, 200-300 students.**

For the Strip, it would provide:

- three complementary development districts
- 100,000 SF State Office space (est. 400-500 employees)
- 100,000 SF big box retailer (est. 300-350 employees)
- ample sites for new businesses or for existing business expansion
- creation of a regional destination
- improved corridor image
- increased annual tax revenue
- **Estimated new Strip employment: 700-850 employees**

### **Underground Diesel Spill Plume**

Parts of the downtown area have been identified as an area with underground diesel spill plume and as a result, development in these affected areas has been very difficult to achieve. Some buildings have been rehabbed through engineering and architectural intervention and are fully occupied. However, other measures such as area-wide remediation work needs to be considered as well. Currently, the City of Mandan is working with the State Department of Health and other agencies to develop a remediation strategy and to rebuild the positive image of the affected area.

### **Adopt and Approve the Master Plan**

The first step to implementing the Master Plans for the Downtown and the Strip is their adoption by the Planning Commission, with recommendation for approval to the City Commission. Other governmental agencies may have other interests but the City of Mandan will be the ultimate holder and facilitator of the Master Plans. By adopting and approving the Master Plans, it will set the direction for physical improvement of the Downtown and the Strip.

### **Economic Development Corporation (EDC)**

It is also recommended that a single-purpose entity be created to facilitate implementation of both the Master Plans and promote redevelopment of the Downtown area and the Strip corridor. Depending on the City Hall organizational structure and staff availability, this single-purpose entity may not be required. However, should this need arise creation of this new entity becomes the second step of implementing the redevelopment plan. The new EDC will act as a champion for the redevelopment effort, building support in the community including area businesses and private land owners, and lobbying for grants. The responsibilities of the corporation staff will be to promote implementation of projects described in the Plans, identify priorities, advise elected officials, write grant requests,

communicate with citizen organization and the media and raise funds.

In addition, corporation staff would seek proposals for new construction in the identified redevelopment areas, refine development guidelines and review development site plans with city staff. The Master Plans should act as an outline for desired land uses and urban design components, with flexibility to seize opportunities that the market may propose.

### **Property Rezoning, Land Use Control and Design Guidelines**

The next step of implementing the plan will be to review the zoning and other land use regulations. The zoning ordinance has the power to set regulations for acceptable uses in the Downtown area and the Strip corridor. Private property identified in the Plans for land-use change should be rezoned to bring about new uses as part of the overall zoning district. Rezoning of property does not imply an immediate change, but rather results in a regulatory and classification change. Existing uses are allowed to continue as current use as a “non-conforming use” for an indefinite period. However, if fifty percent of the assessed value of the non-conforming use property is destroyed, then the new use must conform to the new zoning classification. Rezoning precludes expansion of non-conforming uses on the property. Zoning then is an important tool to bring about long-term transformations in land use, such as those proposed in the Plans. Regulatory actions are an important component of implementing both the Master Plans.

Development of the Master Plans Design Guidelines will also allow future development to conform to the Plans. The intent of the Design Guidelines is not to restrict creativity but to allow for flexibility in architectural design, promote context sensitive design and create a safe pedestrian environment.

## **Funding Tools**

Providing funding opportunities for economic development in the downtown would require cooperation between the City of Mandan and the Bismarck Mandan Development Association (BMDA). The BMDA, as the facilitator, could assist the City in securing other funding mechanism as well as attracting developers, and the City could augment this opportunity by offering their own funding tools to attract potential developers to the area.

### **Existing Mandan Strategies**

The City of Mandan and the (BMDA) have several economic development tools in place to encourage private investment within the City. These tools include:

- Mandan Growth Fund
- Property tax abatements
- Tax Increment Financing (TIF)

### ***Mandan Growth Fund***

In 1991, the City of Mandan established the Mandan Growth Fund (MGF), a funding mechanism intended to provide assistance to businesses that desire to expand or locate in the Mandan area. MGF is funded by a portion of the City's 1% general retail sales tax revenue. The annual average appropriation for the MGF is approximately \$250,000 to \$300,000. In the past, the funds needed to be used on an annual basis. However, this practice was recently changed to allow for "banking of funds", which will equip the City with an effective tool to undertake large-scale redevelopment and economic development projects.

### ***Property Tax Abatements***

The City of Mandan currently uses property tax abatements to assist new business development within the area. A number of developments have been granted 5-year property tax abatements,

including the Burlington Street Plaza, 507 East Main Street Plaza, 517 East Main Street Plaza, and the Bill Barth Ford Mercury Dealership on Memorial Highway.

### ***Tax Increment Financing (TIF)***

The City of Mandan currently uses TIF to encourage economic development within the city. There is presently one TIF district in downtown, which was created in 2001 to assist the affordable senior housing "Library Square" development project, located at the northwest corner of Collins and 1<sup>st</sup> Street NW.

TIF can be an extremely effective economic development tool for large-scale redevelopment projects. By designating a large area, such as the downtown, rather than a single site, municipalities have a long-term funding tool in place to effectively respond to redevelopment opportunities as they arise over time. This is extremely important when the redevelopment opportunities are time sensitive and require timely response by the City. Also, TIF gives a municipality the authority to exercise the power of eminent domain, which could greatly expedite a large-scale redevelopment project, such as Downtown Mandan. Eligible costs that TIF revenue can be used for include the following:

- Property acquisition
- Building demolition and site preparation
- Building rehabilitation
- Public improvements, such as the construction/reconstruction of streets, utilities, parks, and other public works or improvements necessary for the redevelopment project
- All interest and redemption premiums paid on bonds, notes, or other obligations issued by the municipality to provide funds for the payment of eligible TIF project costs.

### **Additional Economic Development Tools**

In addition to the above economic development tools, the following tools are also recommended to foster economic growth within the City of Mandan:

#### ***Local Funding Tools***

- Land assembly and write-down
- Building acquisition and write-down
- Guarantee of property value
- Permit fees waived
- Special Service Areas (SSAs)/Business Improvement Districts (BIDs)
- Low interest/forgivable loan programs

#### ***State Funding Tools***

- Renaissance Zones
- State Administered Community Development Block Grant (CDBG) Funding
- MATCH Program
- PACE Fund
- Income tax exemption and incentives
- Job Training Assistance

#### ***Federal Funding Tools***

- Section 108 Loan Guarantee Program
- Economic Development Initiative (EDI) Grants
- Brownfields Economic Development Initiative (BEDI) Grants
- U.S. EPA Brownfield Assessment Grants
- U.S. EPA Brownfield Revolving Loan Fund Grants
- U.S. EPA Brownfield Cleanup Grants

### ***Local Funding Tools***

#### **Land Assembly and Write-Down**

Land assembly is an effective way for the City to ready itself for redevelopment. Development projects are much easier and timely if the land is already assembled and under one ownership. Many times when property is under the control of multiple property owners, it can be difficult for the prospective developer to gain ownership of all the sites at a fair market price and in a reasonable time frame.

Land write-downs is another way in which the City can provide gap financing to help Mandan be competitive to Bismarck locations.

#### **Building Acquisition and Write-Down**

Similar to land assembly, the City should be proactive and begin to acquire buildings targeted for redevelopment. By having ownership of buildings, the City is in a better position to direct the type of development it envisions for the area, as well as having the ability to provide building write-downs to potential businesses looking to expand or locate to the City of Mandan.

#### **Guarantee of Property Value**

In light of the current environmental issues currently surrounding the downtown area, it is recommended that the City take out an insurance policy guaranteeing property values for future property owners. This will help eliminate possible fears and uncertainty regarding investing in downtown property.

#### **Permit Fees**

To help reduce the cost of development, the City should waive permit fees for targeted areas in the City.

### **Special Service Areas (SSAs)/Business Improvement Districts (BIDs)**

SSAs and BIDs are community imposed taxing authorities within a designated project area. Funding typically is generated from a tax levy on property values but it can also generate through a flat rate per owner. Revenues can be used for capital improvement projects, landscaping, marketing, administration, safety, transportation, and maintenance.

### **Low Interest/Forgivable Loan Programs**

Low interest loans are an effective way to assist new and expanding businesses in obtaining loans that would have a higher degree of risk than would normally be acceptable to a lending institution. The State of North Dakota owns, controls, and operates its own development bank, the Bank of North Dakota. The Bank of North Dakota currently has such program already established which businesses can utilize.

### ***State Funding Tools***

#### **Renaissance Zones**

The City of Mandan should take advantage of the State of North Dakota's Renaissance Zone Program, where a City can designate an area of up to twenty square blocks as a Renaissance Zone for a period not to exceed 15 years. A city may not propose or be part of more than one renaissance zone. Businesses and individuals may qualify for income and property tax exemptions and credits for purchasing, leasing, or making improvements to residential and commercial property located in a renaissance zone.

#### **State Administered CDBG Funds**

The primary objective of the CDBG program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for persons of low- and moderate-income. The State must ensure that at least 70 percent of its CDBG grant funds are

used for activities that benefit low- and moderate-income persons over a one-, two-, or three-year time period selected by the State.

In 2002 the North Dakota State Program was granted \$6,410,000 in CDBG funding. Of this funding, approximately \$2.5 million is retained by the Governor's office to be allocated to special projects.

**Eligible Activities** include the following:

- Acquisition of property for public purposes
- Construction or reconstruction of streets, water and sewer facilities, neighborhood centers, recreation facilities, and other public works
- Demolition
- Rehabilitation of public and private buildings
- Public services
- Planning activities
- Assistance to nonprofit entities for community development activities
- Assistance to private, for profit entities to carry out economic development activities

#### **MATCH Program**

The MATCH Program is designed to encourage and attract financially strong companies to North Dakota. The program targets manufacturing, processing, and value-added industries. Through this program, the Bank of North Dakota will participate in loans to financially strong companies and provide interest rates at some of the lowest in the nation.

#### **PACE Fund**

The PACE Fund assists North Dakota's communities in expanding their economic base by fostering new job development. This program has two major elements, which include:

- The participation by the Bank of North Dakota with a local lender in a community based loan.
- The participation by the PACE Fund with the local community in reducing the borrower's overall interest rate.

### **Income Tax Exemption and Incentives**

The State has a number of programs in which businesses can take advantage of to help reduce their overall cost of doing business. For instance, the State grants an income tax exemption for up to five years for a new or expansion project in a primary sector business or tourism. Also, a corporation doing business in North Dakota for the first time may take an income tax credit equal to:

- 1% of wages and salaries paid during the tax year for each of the first three years of operation; and
- ½% of wages and salaries paid during the tax year for the fourth and fifth years.

### **Job Training Assistance**

A State program is available that assists a new or expanding primary sector business with training new employees. The cost of the training under the program is paid for in whole or in part with the income tax withheld from the new employees.

### ***Federal Funding Tools***

#### **Section 108 Loan Guarantee Program**

Section 108 Loan Guarantees are designed to enable cities to undertake large-scale redevelopment projects, by allowing cities to borrow against future CDBG funds. This funding offers flexibility in terms of how the money can be spent, which is key in taking on complex and unconventional types of projects. Activities that are eligible for funding with these loan guarantees include:

- Acquisition of real property
- Rehabilitation of publicly owned real property
- Construction, reconstruction, or installation of public facilities and infrastructure
- Environmental cleanups
- Related relocation costs
- Demolition
- Clearance and site preparation
- Payment of interest and financing costs
- Housing rehabilitation eligible under CDBG

State assisted public entities may apply for up to five times the latest approved CDBG amount received by its State, minus any outstanding Section 108 commitments and/or principal balances on Section 108 loans for which the State has pledged its CDBG funds as security.

The maximum repayment period for a Section 108 loan is twenty years. Repayment of the loan is possible through the following methods:

- Resale value of clean sites
- Tax increment financing (TIF) proceeds
- Interest earned on the loan drawdown prior to payout
- Cost recovery from the parties responsible for contamination
- EDI Grants

To date Section 108 Loan Guarantees have not yet been undertaken in the State of North Dakota.

#### **EDI Grants**

EDI provides grants to local governments to enhance both the security of loans guaranteed through the Section 108 Loan Program and the feasibility of the economic development and revitalization projects they finance.

Because Section 108 loans represent a potential risk to local governments' Community Development Block Grant (CDBG) allocations which governments pledge against potential repayment shortfalls, the EDI program offers communities a way to decrease the level of risk to their CDBG funds. A local government may use an EDI grant to provide additional security for the Section 108 loan (as a loan-loss reserve or debt-service, for example), thereby reducing the exposure of its CDBG funds in the event of a default in loans made locally with the 108 funds. Or it may use this flexible grant to simply make the project more feasible by paying some of the project costs with grant funds or by reducing the interest rate to be paid from a revolving loan fund. Increasing access to capital for entrepreneurs and small business has emerged as a key component of the job growth strategy powered by the EDI grant program.

EDI grant funds can only be used in projects also assisted by the Section 108 Loan Program as identified above.

### **BEDI Grants**

BEDI is designed to assist cities with the redevelopment of abandoned, idled and underused industrial and commercial facilities with expansion and redevelopment of *real or perceived* environmental contamination. HUD emphasizes the use of BEDI and Section 108 Loan Guarantee funds to finance projects and activities that will provide near-term results and demonstrable economic benefits, such as job creation and increases in the local tax base. HUD does not encourage applications whose scope is limited only to site acquisition and/or remediation (i.e., land banking), where there is no immediately planned redevelopment. BEDI grants must be used in conjunction with a new Section 108 guaranteed loan commitment. However, there has been discussion to eliminate this requirement possibly for Year 2004, which would allow for greater eligibility for the BEDI Grants.

**Eligible activities** include the following:

- Land write-downs
- Site remediation costs
- Funding reserves
- Over-collateralizing the Section 108 Loan
- Direct enhancement of the security of the Section 108 Loan
- Provisions of financing to for-profit businesses at a below market interest rate

These activities are eligible as long they meet one of the CDBG Program's three national objectives:

- Benefit low and moderate income persons
- Prevent or eliminate slum or blight
- Address imminent threats and urgent needs

**Grant Amount.** In FY 2001 a total amount of \$25 million was available and a maximum BEDI grant amount was \$2 million per project with a minimum BEDI to Section 108 ratio of 1:1.

**U.S. EPA Brownfield Grants**

The U.S. EPA has several brownfield grants which could be utilized to help redevelop Downtown Mandan. These grants are highlighted in the table below.

Program	Eligible Activities	Available Funding	Required Match	Performance Period
Assessment Grant	Inventory, characterize, assess and conduct planning and community involvement	Maximum \$400,000 (\$200,000 for hazardous substance sites and \$200,000 for petroleum contaminated sites); waivers possible for maximum of \$700,000 (\$350,000 for hazardous substances and \$350,000 for petroleum)	none	2 years
Revolving Loan Fund Grants	Capitalize a revolving loan fund and provide subgrants for cleanup on sites contaminated by petroleum and hazardous substances, pollutants, or contaminants. At least 60% of funds capitalize a revolving loan fund. No more than 40% may be awarded as cleanup subgrants. The loan recipient can not subgrant to itself.	\$1 million per eligible entity	20% cost share (contribution of money, labor, material or services)	5 years
Cleanup Grant	Cleanup activities	\$200,000 per site (maximum of 5 sites)	20% cost share (contribution of money, labor, material or services)	2 years

### **Economic Development Tools Conclusions**

Large-scale redevelopment projects, such as Downtown Mandan, require a combination of funding tools from various levels of government. Due to the complexity and diversity of issues typically involved in redevelopment projects, such as environmental, transportation, infrastructure, land acquisition/assembly, building demolition/ rehabilitation, and business recruitment issues, a municipality needs a number of resources to tap to help address the varying aspects of the redevelopment project. However, locally controlled economic development tools cannot be stressed enough. From working with other municipalities across the country, we have found that the local funding tools have proved critical in the implementation process. This is because, local funding tools, such as TIF, property tax abatements, land acquisition/write-downs, empower municipalities to guide redevelopment and provide timely assistance, which is critical to today's development projects.

Working with BMDA, the City of Mandan could greatly improve their chances of attracting new businesses into downtown and securing funds for implementing the redevelopment plan.

## VII. PROJECT COSTS

The estimated cost for implementing the public construction projects for the Downtown Master Plan and the Strip Master Plan is based on standard practices for estimating engineering projects. Relocation of businesses, demolition and acquisition costs of buildings have not been included in this estimate.

The following project cost estimates serve as a guide to assist the City of Mandan plan for its long-term capital improvement costs.

The total estimated cost for public projects in Downtown Mandan as identified in this Master Plan is approximately \$13.2 million and for the Strip, the estimated cost is approximately \$4.9 million.

### DOWNTOWN MANDAN

<b>Public Square: 45,000SF</b>	Qty	Unit Cost	Total
1) Special Paving: SF	15,000	\$ 20	\$ 300,000
2) Lighting with Banners	35	\$ 3,750	\$ 131,250
3) Benches	20	\$ 600	\$ 12,000
4) Planters	20	\$ 300	\$ 6,000
5) Trees	75	\$ 300	\$ 22,500
6) Sod: SY	3500	\$ 2	\$ 7,000
7) Signage: Lump Sum	1	\$ 50,000	\$ 50,000
8) Removals: Lump Sum	1	\$ 200,000	\$ 200,000
9) Mobilization: Lump Sum	1	\$ 50,000	\$ 50,000
10) Contingency:25%			\$ 194,688
11) Design and Engineering:25%			\$ 243,359
	<b>Total</b>	<b>\$</b>	<b>1,216,797</b>

<b>1st Street: 8 Blocks</b>	Qty	Unit Cost	Total
1) Sidewalk Paving: SF	38,000	\$ 3	\$ 114,000
2) Accent Paving: SF	7,600	\$ 10	\$ 76,000
2) Decorative Lighting with Banners	120	\$ 3,750	\$ 450,000
3) Benches	40	\$ 600	\$ 24,000
4) Planters	40	\$ 300	\$ 12,000
5) Trees	150	\$ 300	\$ 45,000
6) Signage: Lump Sum	1	\$ 100,000	\$ 100,000
7) Removals: Lump Sum	1	\$ 300,000	\$ 300,000
8) Mobilization: Lump Sum	1	\$ 150,000	\$ 150,000
9) Utilities: Lump Sum (Sanitary, Water, Sewer)	1	\$ 500,000	\$ 500,000
10) Contingency:25%			\$ 442,750
11) Design and Engineering:25%			\$ 553,438
	<b>Total</b>	<b>\$</b>	<b>2,767,188</b>

<b>North South Streets: 17 Blocks</b>	Qty	Unit Cost	Total
1) Sidewalk Paving: SF	81,500	\$ 3	\$ 244,500
2) Accent Paving: SF	16,300	\$ 10	\$ 163,000
2) Decorative Lighting with Banners	200	\$ 3,750	\$ 750,000
3) Benches	40	\$ 600	\$ 24,000
4) Planters	30	\$ 300	\$ 9,000
5) Trees	300	\$ 300	\$ 90,000
6) Signage: Lump Sum	1	\$ 200,000	\$ 200,000
7) Removals: Lump Sum	1	\$ 500,000	\$ 500,000
8) Mobilization: Lump Sum	1	\$ 200,000	\$ 200,000
9) Utilities: Lump Sum (Sanitary, Storm, Water)	1	\$ 1,500,000	\$ 1,500,000
10) Contingency:25%			\$ 920,125
11) Design and Engineering:25%			\$ 1,150,156
	<b>Total</b>	<b>\$</b>	<b>5,750,781</b>

<b>Main Street: 8 Blocks</b>	Qty	Unit Cost	Total
1) Sidewalk Paving: SF	38,000	\$ 3 \$	114,000
2) Accent Paving: SF	7,600	\$ 10 \$	76,000
2) Decorative Lighting with Banners	120	\$ 3,750 \$	450,000
3) Benches	40	\$ 600 \$	24,000
4) Planters	40	\$ 300 \$	12,000
5) Trees	150	\$ 300 \$	45,000
6) Signage: Lump Sum	1	\$ 100,000 \$	100,000
7) Removals: Lump Sum	1	\$ 500,000 \$	500,000
8) Mobilization: Lump Sum	1	\$ 150,000 \$	150,000
9) Utilities: Lump Sum (Sanitary, Water, Storm)	1	\$ 750,000 \$	750,000
10) Contingency:25%		\$	555,250
11) Design and Engineering:25%		\$	694,063
	<b>Total</b>	<b>\$</b>	<b>3,470,313</b>

## THE STRIP

1) Corridor: Street Trees @ 40' On Center, 1 1/2" cal. Bare Root	600	\$	200	\$	120,000
2) 46th Avenue: Street Trees @ 40' On Center, 1 1/2" Cal. Bare Root	100	\$	200	\$	20,000
3) Curb and Gutter	27,000	\$	8	\$	216,000
4) Trail/Sidewalk: 8' Wide Bituminous Pavement	48,000	\$	12	\$	576,000
5) Decorative Lighting @ 60' On Center	400	\$	3,500	\$	1,400,000
6) Seeding: Acres	25	\$	1,200	\$	30,000
7) Removals: Lump Sum	1	\$	250,000	\$	250,000
8) Mobilization: Lump Sum	1	\$	250,000	\$	250,000
9) Grading: Lump Sum	1	\$	250,000	\$	250,000
10) Contingency: 25%				\$	778,000
11) Design and Engineering: 25%				\$	972,500
	Total			\$	<b>4,862,500</b>

## VIII. PHASING

To help guide the redevelopment process, identified below is the recommended phasing for the projects proposed within this redevelopment plan. The phasing recommendations are based on market demand and the impact these projects have on improving the image of the area.

### DOWNTOWN MANDAN

#### Recommended Phase One Projects and Priorities

- 1) Mixed-use building (60,000 SF -between Collins and 1<sup>st</sup> Ave, NE)
- 2) Public Square (45,000 SF)
- 3) Civic Center Building (40,000-60,000SF)
- 4) State Office (40,000 SF)
- 5) 1<sup>st</sup> Streetscape Improvements (from 6<sup>th</sup> Ave NW to 2<sup>nd</sup> Ave NE)
- 6) Bismarck State College Off-Campus Location
- 7) Conversion of existing buildings to residential and office (between Collins and 1<sup>st</sup> Ave.)
- 8) Parking Structure (between 1<sup>st</sup> Ave NW and 2<sup>nd</sup> Ave NW)

#### Recommended Phase Two Projects and Priorities

- 1) Parking Structure with ground floor commercial/office space (between Collins Ave and 1<sup>st</sup> Ave NW)
- 2) Apartment building (between 3<sup>rd</sup> and 4<sup>th</sup> on 1<sup>st</sup> Street)
- 3) Infill Townhomes on 2<sup>nd</sup> Street
- 4) Parking Structure with ground floor commercial on Collins and 1<sup>st</sup> street.
- 5) Conversion of existing buildings to mixed-use along West Main Street.

#### Recommended Phase Three Projects and Priorities

- 1) Mixed-use building at corner of 1<sup>st</sup> Street and 4<sup>th</sup> Ave. NW (40,000SF)

- 2) Main Street Streetscape Improvements
- 3) Open Space improvements ( Railroad Property)
- 4) Extend Main Street Improvement to East
- 5) Parking Structure (between 2<sup>nd</sup> Ave NW and 3<sup>rd</sup> Ave NW)
- 6) Parking lot screening

## **THE STRIP**

### **Recommended Phase One Projects and Priorities**

- 1) Regional retail store
- 2) Memorial Highway Streetscape Improvement

### **Recommended Phase Two Projects and Priorities**

- 1) State Office Campus grounds (100,000 SF)
- 2) Mixed-use building site (eastern district)
- 3) Flex space in western district (north side of Highway)
- 4) Business expansion in Central District
- 5) Industrial Park development in Western District

## References:

1. URS Corporation, 2003. *Market Study for Downtown Mandan and The Strip, Mandan, North Dakota.*
2. Tostevin, Sarah. Undated. "Mantani" – *A History of Mandan-Morton County.*
3. Ulteig Engineers, Inc. 2001. *Bismarck-Mandan Metropolitan Area Long Range Transportation Plan.*
4. SRF Consulting Group, Inc. 2001. *Bismarck-Mandan Transit Plan.*
5. Economic Research Associates. 1993. *Mandan Economic Development Strategy, Final Report.*
6. Urban Renewal Task Force. 1987. *Downtown Area Development Plan, Mandan, North Dakota.*
7. K. Bordner Consultants. 1981. *Central Business District Needs Analysis Study. Mandan, North Dakota.*
8. High Plains Consortium. 2002. *General Boundary of Diesel Spill Plume, Mandan, North Dakota.*
9. Department of Health, North Dakota. 2000. *Fuel Recovery History, Mandan, North Dakota.*
10. Bismarck Mandan Development Association. *November 2002 Newsletter.*

## **APPENDIX**

- 1) Survey Results**
- 2) Public Participation Input**
- 3) Market Study Report**

If you were planning an ideal downtown for Mandan, how important is each of the following to your vision? Circle the number which represents your opinion of the importance of each.

	Very Important	Important	Somewhat Important	Not Important
Low to moderate housing	10%	23%	42%	18%
Mixed housing (low, moderate upscale)	34	39	18	5
<i>Unique shopping, restaurants, entertainment, tourism amenities</i>	<b>81</b>	13	5	0
<i>General retail businesses</i>	<b>55</b>	36	7	0
Corporate offices	36	34	13	5
<i>Professional and service types of business</i>	<b>44</b>	44	10	0
<i>Increased employment opportunities</i>	<b>78</b>	13	2	0
Cultural arts and recreational opportunities	28	42	23	0
Educational opportunities	31	31	31	5
Public open areas and green spaces	21	44	28	2
<i>Maintain historic character</i>	<b>42</b>	23	26	7
Pedestrian/bike accessibility	36	34	23	0
<i>Parking</i>	<b>63</b>	34	2	0

Of the following 14 features of downtown, rank the top five that are the most desirable to your ideal vision. Use a “1” to indicate the most desirable feature you would like to see, and up to a “5” as the fifth most desirable feature.

- |   |   |
|---|---|
| <u>55%</u> <i>General retail business</i>                     | <u>36%</u> Cultural arts and recreational opportunities                         |
| <u>44</u> Maintain historic character                         | <u>23</u> Educational opportunities   |
| <u>7</u> Upscale housing                                      | <u>28</u> Public open areas and green spaces                                    |
| <u>15</u> Pedestrian/bike accessibility                       | <u>44</u> Mixed housing (low, moderate, upscale)                                |
| <u>65</u> <i>Professional and service types of businesses</i> | <u>36</u> Corporate Offices   |
| <u>7</u> Low to moderate housing                              | <u>89</u> <i>Unique shopping, restaurants, entertainment, tourism amenities</i> |
| <u>60</u> <i>Parking</i>                                      | <u>50</u> <i>Increased employment opportunities</i>                             |

How many times to you visit the downtown area in an average month?

- Five times a week or more (52%)*  *Once a week (42%)*  2-3 times per month (7%)  Once a month or less (0%)

Which of the following statements apply to you (check all that apply)?

- |   |  |
|---|--|
| <input type="checkbox"/> I live near the downtown area (21%)              | <input type="checkbox"/> I live in the downtown area (2%)                        |
| <input type="checkbox"/> <i>I own property in the downtown area (42%)</i> | <input type="checkbox"/> I operate a business located in the downtown area (26%) |
| <input type="checkbox"/> <i>I work in the downtown area (34%)</i>         | <input type="checkbox"/> These statements do not apply to me (28%)               |

How many times to you visit the Memorial Highway Strip (MHS) in an average month?

- Five times a week or more (23%)*  *Once a week (44%)*  2-3 times per month (21%)  Once a month or less (10%)

Which of the following statements apply to you (check all that apply)?

- |   |  |
|---|--|
| <input type="checkbox"/> <i>I live <u>near</u> the MHS area (26%)</i> | <input type="checkbox"/> I live <u>in</u> the MHS area (2%)                |
| <input type="checkbox"/> I own property in the MHS area (10%)         | <input type="checkbox"/> I operate a business located in the MHS area (7%) |
| <input type="checkbox"/> I work in the MHS area (10%)                 | <input type="checkbox"/> <i>These statements do not apply to me (60%)</i>  |

**January 9, 10 Public Participation Input  
Group 1**

**Downtown**

Unique shopping

- Downtown
- New anchors – on the strip

Image – western  
History  
Tourism  
Lewis and Clark

Cooperation: City/School/Parks/State

Parking

- Necessary, publicize, manage

Committee/chamber/focus on Mandan

Residential –yes, sunbirds

**Group 2**

**Downtown**

Residential over shops

1<sup>st</sup> class bedroom community

Place to live

Traffic redirection

More services

Pedestrian focus

More compact – walkable

Parking Ramps

Aim actions @circumstances

Focus on demolition of a lot of Downtown

For parking structures

New buildings (Main St. east of Collins)

Absentee landlords a big issue

Residential Focus – with public investment

- Mandan needs to take care of itself
- Keep downtown cleaner

Outlet mall City “Albertville” Concept

Specialty shops cultural heritage

Leavenworth Washington Sister City Swiss “theme” local business anchor

Merchants working more together on promotions and events

Tired of “old west” theme need to clean up and move on

Too many bars/strip joints

Grow and look better

- Less residential – have lots of rentals
- BSC – office focus – not liking TIF for housing

“The way it used to be”

- Be selective about demo’s
- Build on heritage or older bldgs.
- “Fire Station” style

Specialty stores – more living units more density

- Butcher block
- Bakery

Mid upper end condo’s (120k-175k)

- Most move over to Bismarck

Professional offices

- Specialty shops

Residential over shops – good

- Lower income would have to be focus market

Drunks/noise

Mix of uses is critical

- Residential – Office

**The Strip**

Wouldn’t be easy to easy to do

- Newer big boxes

Self esteem issue

**Group 3**

**Ideal downtown**

Bed and Breakfast

- Connect with convention bureau

8 to 5 retail accessibility

Enforce parking requirement  
Visibility and accessibility to business  
Main Street – unsafe for pedestrian  
Entertainment – legalized gambling (e.g. deadwood)  
Yr round 4<sup>th</sup> of July theme  
Extend business hours to 8pm  
Resolve plume issue  
Limit truck off Main Street

**Strip**

Continue as is  
Big tax base  
Beautification  
Planning problem – evolutionary process. Agri then to commercial  
Gambling might be better

**Attribute**

Specialty stores  
Churches – community very religious  
Family oriented  
Assessing potential of historic character

**1 thing to change in Downtown**

Fewer bars  
Parking

**The Strip**

Better planning to eliminate conflicting uses

**Group 4.**

**Downtown**

- Parking
  - Supply
  - Age of Bldgs
  - Restrict Reuse

- Professional Services

- Legal, Insurance, acctg

Mixed of Housing

- Condos/TH (Side by Side) Low’s 100k
- John Iverson Bldg (lofts/parking problem – must have covered/security

More Activity

- Public places, restaurants, etc.

Improve Image

- crime, bars, rundown

Raise expectation for paying good rent

More offices

Fewer Bars / poor organization of business community

Only report bad news

Selective Demolition

Draw visitors

- special events
- festivals/heritage/culture/4<sup>th</sup> of July
- motorcycles
- tourism (coordinate with Bismarck)

Green Space Town Square

Sustainability

Themed Focused – specialty shops “Arts” Bohemian Atmosphere

Rents aren’t cheap (Bismarck is competitive)

Rural Econ. Disadvantage. County “Morton County” gives business advantage to bid on federal contracts

**THE STRIP (Ideal)**

Olive Garden

Applebee

Not planned ( helter skelter)

Beautify

Be careful not to pull downtown out to the Strip – Balance

Get Home Depot into the area! Focus efforts

Develop the plan and stick to it.

## **Group 5**

### **Ideal Downtown**

Mixed use building (GF-retail, upstairs-residential)  
Selective demolition of buildings to accommodate “medium box” like Walgreens w/parking  
Professional office mix  
Limit number of bars, sport bars “maybe”  
Increase downtown population  
Indoor/outdoor multipurpose community center (teen areas, children activities, meeting rooms, exhibit halls, wedding, parking shopping, auditorium seating for 2000)  
Increase parking  
“Build it and they will come”

### **The Strip**

Need a Big Box  
Bigger retail stores

### **Attribute**

Safe area  
Semi destination for activities from surrounding communities (2 hour driving radius)  
Need a gathering, multi purpose building  
Need corporate office

### **Change 1 thing**

Limit “adult type” establishment especially bookstores  
Image (agricultural western verses modern retail)  
Code enforcement to maintain buildings  
25’ storefronts need to be changed  
Morning cleanup from adult establishment.

### **ETC**

Relocate grain elevators  
Aesthetic improvement along Main Street  
CBD boundary should not be more than 4 blocks