



# **Jamestown, ND**

## **Growth Management Plan**



**July 2013**

# Jamestown Growth Management Plan

July 2013

Prepared for:  
The City of Jamestown, North Dakota  
&  
Jamestown/Stutsman Development Corporation

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## Introduction

The City of Jamestown is located along Interstate 94 in east central North Dakota, near the confluence of the James River with its tributary, the Pipestem River. Jamestown is almost equal distance from the Capitol City of Bismarck and the eastern border community of Fargo (see Figure 1). The City has maintained a relatively stable population over the past 50 years, fluctuating between 15,000 and 16,000 people. Although Jamestown is, for the most part, nearly 150 miles from oil field drilling activity, the general increase in economic activity through much of North Dakota is being experienced. Furthermore, the city's location along Interstate 94, US Highway 281, and US Highway 52 has made it a transportation hub and a regional destination for jobs, education, medical care and retail sales and service. Free from many urban problems such as traffic congestion and crime, Jamestown offers a high quality of life that is increasingly recognized by current and prospective residents and businesses. Jamestown is being looked at as a place of opportunity, and as a result, interest in commercial and industrial development and housing demand has increased significantly. In addition, the Jamestown/Stutsman Development Corporation (JSDC) is actively involved in working with businesses that will bring jobs, investment, and economic activity to the City and surrounding area. The City has decided to take action by updating their future land use plan to ensure that the expected growth has a positive impact on the community's future. By taking this proactive approach, the community will be better prepared to analyze the need for infrastructure improvements and respond to requests for zoning changes and subdivisions.

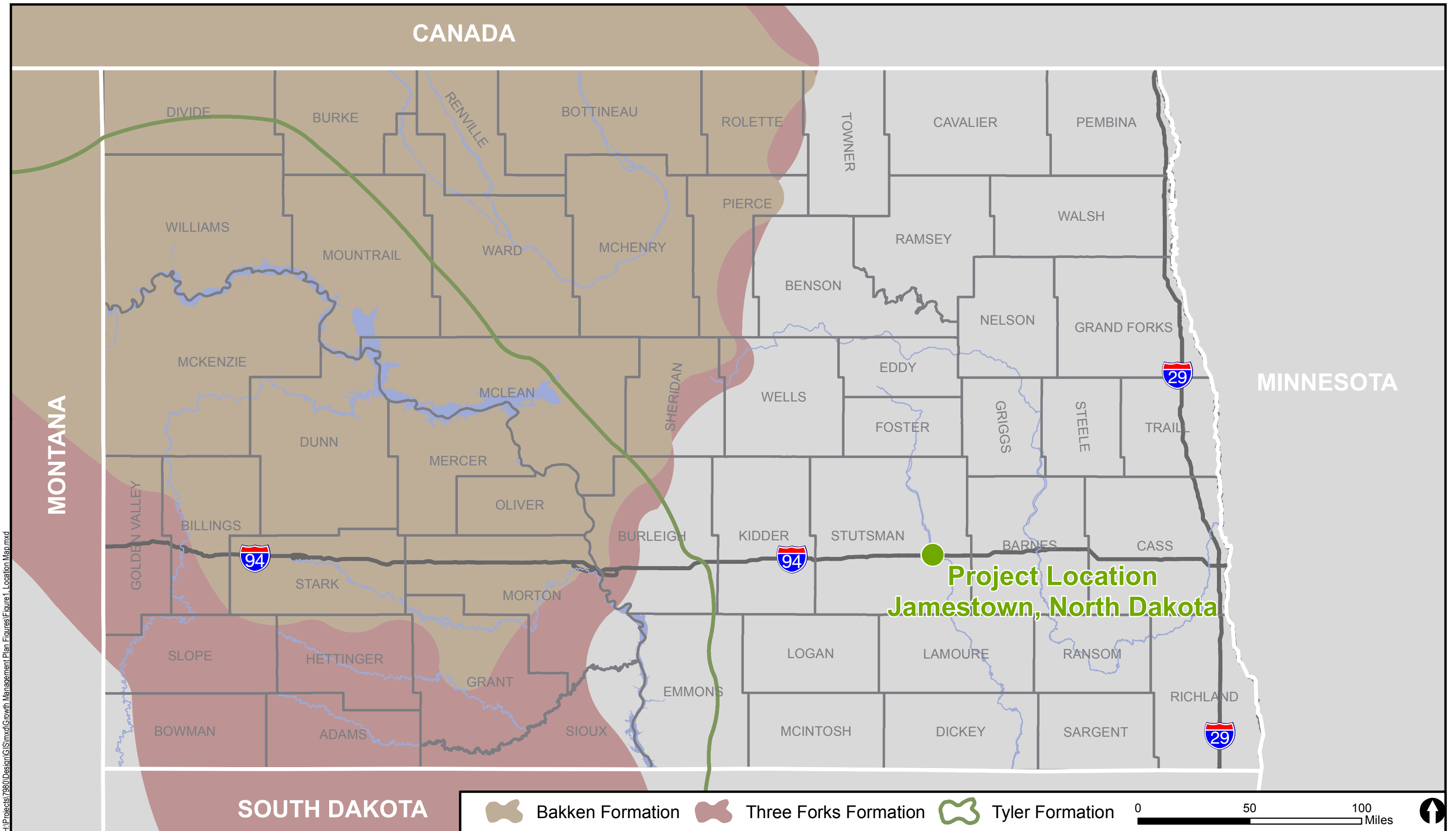
### Purpose of the Plan

A future land use plan is extremely important for a community because the plan helps a city envision future growth. Once enacted, the plan guides the Planning Commission and the City Council with future zoning decisions. Jamestown city staff, Jamestown/Stutsman Development Corporation staff, and elected officials can also utilize the plan in discussing various opportunities and constraints with potential residents, established residents, land owners, and developers.

A future land use plan is meant to be a living document. In other words, updates to the document may be necessary as development occurs or trends change. Updates are not exclusively initiated by one party, and in fact, can be initiated by city staff, land owners, or developers. An update should be pursued in the same manner as the adoption of the plan. Additionally, when a zoning change application is received and the future land use plan does not coincide with a requested zoning change, the requested land use amendment should always be reviewed and considered, and ultimately approved prior to approving the zoning change request. In some cases, the city will determine that a requested change is not in the best interests of the community.

When discussing future amendments to the land use plan, the following questions should be considered:

- Will the potential land use change be compatible with adjacent uses, or will additional amendments be required to maintain compatibility?



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- Is the proposed change compatible with other adopted plans and policies of the city?
- Does the proposed land use amendment have the potential to generate more traffic than the land use plan as currently adopted, and if so, will the existing or planned transportation system be able to accommodate additional volumes?
- Does the proposed land use plan amendment allow planned infrastructure to be carried out in a way that provides continuity?
- Will water and sewer demand of the proposed change in land use exceed the planned or existing capacity of the water and sewer mains?

In some cases, a proposed amendment will simply not be acceptable, due to compatibility issues, lack of consistency with other adopted plans and policies, or the capacity of roads and utilities. If policy makers are satisfied that the above questions have been answered and addressed to their satisfaction and have come to the conclusion that the change poses no problems to the community, a land use plan amendment can be approved. Once the land use plan amendment has been officially adopted, a zoning change can proceed.

In addition to being a living document, the future land use plan takes various elements into consideration, including existing land use and zoning, recent development patterns, the existing street network, topography, water features, public amenities, and infrastructure demand and functionality.

Furthermore, a future land use plan serves as a tool to guide future development, whereas zoning sets the standards and regulations for development within each zoning district. The plan addresses the compatibility of land use and land use transitions, resulting in better development patterns and protection of existing property investments. Additionally, the land use plan helps the community through the process of city growth, and once finalized, identifies the potential growth areas and potential growth phasing areas. Lastly, the plan can ascertain potential land use transition or redevelopment areas – i.e. areas of existing development that the community wishes to redevelop with different land use classifications.

As mentioned above, the land use plan guides zoning, which sets the standards and regulations for development within each zoning district. Zoning is the process that allows a jurisdiction to regulate the use of land and set standards for developments that protect the general health, safety, and welfare of the community.

While a land use plan and zoning map focus on the community as a whole, a more detailed planning tool, sometimes referred to as a master plan, focuses on specific areas, such as an individual neighborhood. The master plan defines development specifics, such as the location of roadways, parks, and other amenities. Figure 2 illustrates the difference between land use planning, zoning, and master planning.

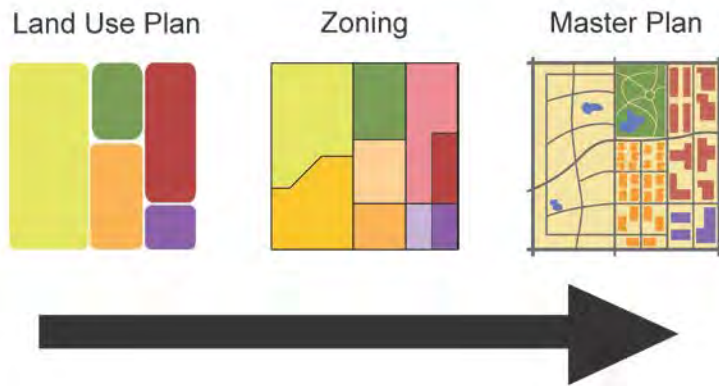


Figure 2, Development Transition Graphic

## Why Plan?

A growth management plan is aimed at guiding the actions and decisions of city leaders and citizens that will affect the future expansion of the community. The plan is intended to be a living document that is referred to before decisions are made. The plan may need to be amended as time goes on to reflect up-to-date ideas that were not considered during the development of the plan, or to accommodate a desirable change in future land use or city policies. The plan must engage citizens, community leaders, and business owners and help them realize the needs and envision the possibilities for the city's future. For this reason, public participation is an integral part of the development of a land use plan. Communities experience change over time. The issues and values that once drove certain land use decisions in the past may no longer be valid, and/or issues and community values become more prominent. When city leaders make a decision to update their growth plans, they are acknowledging these changes and lay the ground work to take advantage of new opportunities to guide the future of their city.

## North Dakota Century Code Basis for the Comprehensive Plan

The North Dakota Century Code (NDCC) addresses city planning in reference to zoning and long range decision making. The NDCC provides the framework for planning, zoning, and subdivision requirements that place certain responsibilities on cities. The applicable sections are noted below:

- Pertaining to Home Rule in Cities: Chapter 40.05.1-06(11). Powers.  
 . . . Such city, and the citizens thereof, shall, if included in the charter and implemented through ordinances, have the following powers set out in this chapter:  
 (11) To provide for zoning, planning, and subdivision of public or private property within the city limits. To provide for such zoning, planning, and subdivision of public or private property outside the city limits as may be permitted by state law.

- Pertaining to City Zoning: Chapter 40-47-01. Cities may zone – Application of regulations.

For the purpose of promoting health, safety, morals, or the general welfare of the community, the governing body of any city may, subject to the provisions of chapter 54-21.3 [State Building Code], regulate and restrict the height, number of occupied, the size of yards, court, and other open spaces, the density of population, and the location and use of buildings, structures, and land for trade, industry, residence, or other purposes.

- Pertaining to City Zoning: Chapter 40-47-03. Regulation for zoning made for what purposes.

The regulations provided for in this chapter shall be made in accordance with a comprehensive plan and shall be designed to:

- Lessen congestion in the streets;
  - Provide for emergency management. “Emergency management” means a comprehensive integrated system at all levels of government and in the private sector which provides for the development and maintenance of an effective capability to mitigate, prepare for, respond to, and recover from known and unforeseen hazards or situations, caused by an act of nature or man, which may threaten, injure, damage or destroy lives, property or our environment;
  - Promote health and the general welfare;
  - Provide adequate light and air;
  - Prevent the overcrowding of land;
  - Avoid undue concentration of population; and
  - Facilitate adequate provisions for transportation, water, sewage, schools, parks, and other public requirements.
- Pertaining to City Zoning: Chapter 40-51.2-02. Declaration of purpose

It is hereby declared that the policies and procedures contained in this chapter are necessary and desirable for the orderly growth of urban communities in the State of North Dakota [regarding annexation and exclusion of territory].

- Pertaining to Municipal Master Plans and Planning Commissions: Chapter 40-48-02. Official master plan may be established – Filing – Effect – Purpose.

Any municipality, by an ordinance of its governing body, may establish an official master plan of the municipality. . . . The official master plan is declared to be established to conserve and promote the public health, safety and general welfare of the municipality.

The statutes clearly state those cities, such as Jamestown, with a population between 5,000 and 25,000, have the ability to exercise sole zoning authority out to their one (1) mile extraterritorial area (ETA). The city also has the ability to share zoning and subdivision authority with the

township (if the city desires) in the outer one (1) mile of the city's ETA. Townships may relinquish this authority to the County, in which, the City of Jamestown would have to share zoning authority with the County, rather than the township. All of the townships surrounding Jamestown have retained their zoning authority at this time. Zoning authority should be initiated by the city's action of approving city zoning districts for land in the ETA.

Cities, counties, and townships are required by state statutes to base their zoning on a comprehensive plan, which is to be "a statement in documented text setting forth explicit goals, objectives, policies and standards of the jurisdiction to guide public and private development within its control." Furthermore, the statutes address the subdivision authority of cities, stating that subdivision regulations may include provisions for ensuring that the location, layout, or arrangement of a proposed subdivision conforms to the comprehensive plan of the city.

### How to Use This Plan

As decisions are made by policy-makers in the City of Jamestown, this growth management plan should be referenced to ensure that the decisions support the plan. These decisions may range from a zone change of a single parcel to new roadway construction. As development proposals are made or issues arise in the City of Jamestown, staff, the Planning Commission, the City Council, and interested citizens should refer back to this plan to note any related topics and implementation measures. An important aspect about the plan is that it is a living document, and therefore, after careful consideration and examination, amendments are important and expected. The plan should be considered a foundation upon which the City evaluates proposed actions, developments, and programs, which allow the City an opportunity to step back and consider changes in the context of how those changes benefit the immediate area and the community as a whole.

## Community Overview

The community overview chapter of this land use plan is meant to provide a general summary of the existing conditions in the City of Jamestown. This section provides a snap-shot of the most pertinent and recent information available, and presents the general context of the City's current situation relative to growth development and public facilities.

### Existing Land Use

Existing land uses in Jamestown, at the time of this plan, are shown in Figure 3. Existing land use both the city and its extraterritorial area is shown in Figure 4.

#### CITY LIMITS

Jamestown, like many other North Dakota communities, displays a tightly knit, compact design. Outside of its core, a large portion of the city is devoted to residential land use. In fact, when compared to the other land uses, low density residential land use ranks second in total acreage, making up 16.76% of the city (public/institutional land use form 42.86% of the city). In the aggregate, low density residential, medium density residential, and high density residential total 18.85% of the city, almost twice the size of the industrial and vacant land use areas.



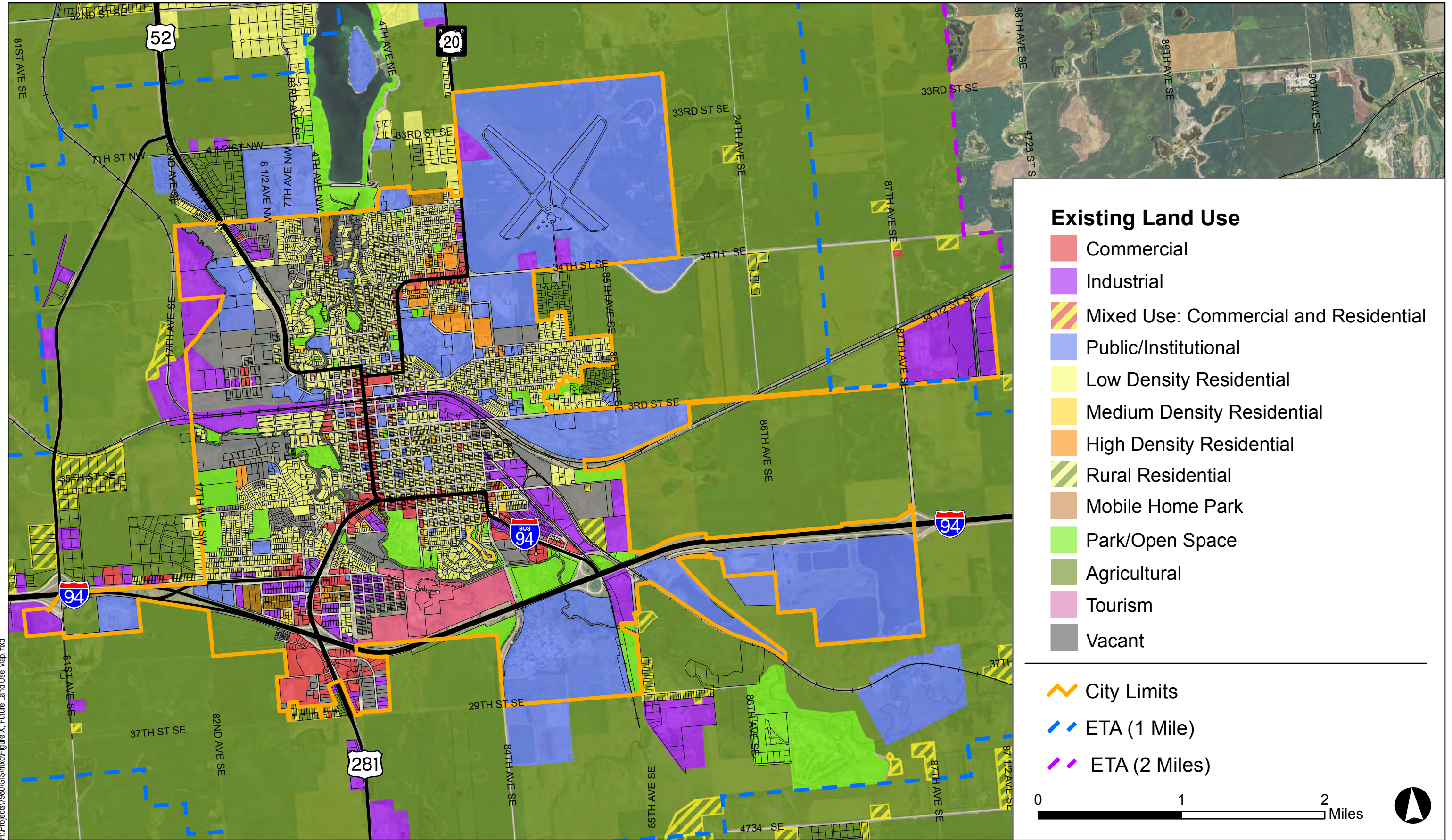
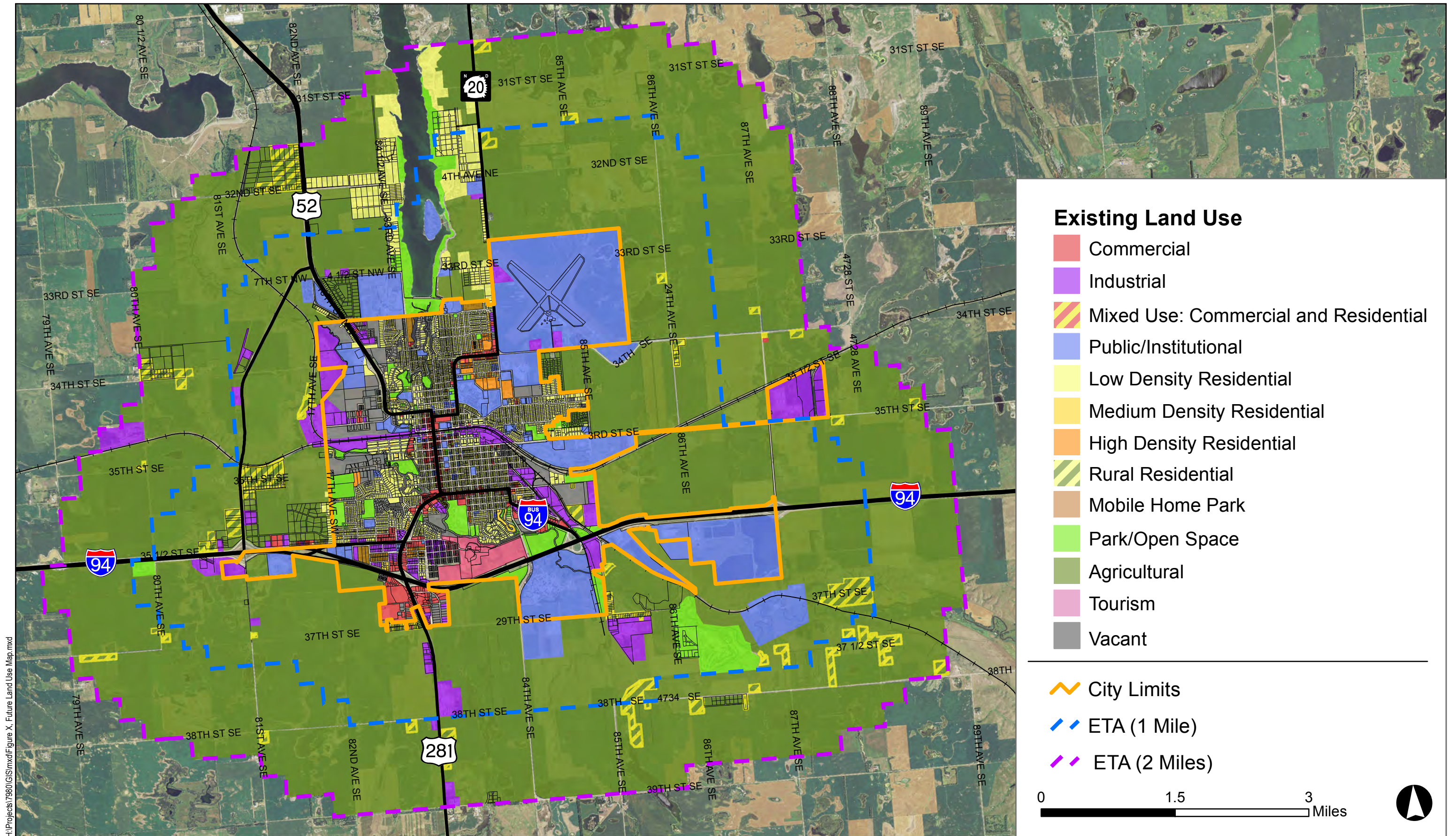


Figure 3







Low density residential land use is located throughout the city; however, the more predominant areas of this land use are located in the north, east, and southwest portions of the city. The medium and high density residential land uses are located throughout the city, and not situated in one specific area.

A large portion of the commercial land use classification is located on the Interstate 94 business route in the southern portion of the city. A significant amount of commercial land use extends north from the business route and into the downtown area. A significant amount of commercial use is also located at the I-94 and US Highway 281 interchange, and along ND Highway 20 north of Jamestown College and towards the outskirts of the city.

The majority of industrial land use is located around the railroad and in the southeast portion of the city. A noteworthy amount of industrial use is also located north of Interstate 94, along US Highway 281. Other notable industrial sites are Titan Machinery, located in the western portion of the City at the interchange of I-94 and the US Highway 52 bypass, and Cavendish Farms, Inc., on the eastern edge of the City.

Several areas of park and open space land uses are located along the James River and the Pipestem River, which both intersect Jamestown. This land use classification only makes up 6.00% of all the area inside city limits. On the other hand, the public/institutional land classification makes up 42.86% of the city. These sites are largely located on the outskirts of the city. This high percentage can be attributed to facilities such as the airport, the sewage lagoons, Jamestown College, the state hospital and the Jamestown Regional Medical Center.

#### **EXTERRITORIAL AREA**

The vast majority of Jamestown's extraterritorial area is comprised of agricultural land use. However, each bordering township contains unique land use characteristics.

##### ***Midway and Bloom Townships***

In 1918, Midway Township agreed to relinquish land east of the Jamestown Reservoir to Bloom Township. Over time, the land within these Townships, adjacent to the Jamestown Reservoir, began to be used as low density residential. Later, in an effort to preserve open space and prevent development adjacent to the reservoir, the Bureau of Reclamation obtained a significant amount of land. As a result, a vast amount of land surrounding the reservoir is unbuildable, although residential structures continue to exist on some of the land acquired by the federal government. Rural residential land use exists on both federal and privately owned land along both sides of the James Reservoir.

Additionally, Midway Township contains a small amount of industrial land use spread out in the extraterritorial area. The majority of these industrial uses are located along the US Highway 52 bypass, with a stockyard located on the western border of city limits. A large grain handling facility is located along the north side of the railroad tracks approximately one mile west of the US Highway

52 bypass. The Stutsman County fair grounds and a cemetery along the northern border of Jamestown are also located in Midway Township.

Aside from the low density residential land use adjacent to the Jamestown Reservoir, Bloom Township does not contain any other notable land use classifications beside agricultural. Currently, the strip annexation boundaries of Cavendish Farms, Inc. are located in Bloom Township; however, since the right of way is less than 100 feet wide, the extraterritorial area boundary is not extended one and two miles east of the plant. The runway protection zones (RPZs) and approach zones at the Jamestown Airport affect the existing and future use of land in Bloom Township.

### *Homer Township*

Outside of the agricultural land use designation, Homer Township also contains a great deal of park and open space. The Jamestown County Club is located southeast of the city along the south side of the James River. Homer Township also contains Homer Park, established in the 1920's, and located on the southwest border of city limits. Just east of the county club and across the James River is the Northern Prairie Wildlife Research Center, designated as a public/institutional land use. The US Geological Survey (USGS) has dedicated this area for research in an effort to "fulfill the Department of the Interior's responsibilities to the Nation's natural resources."

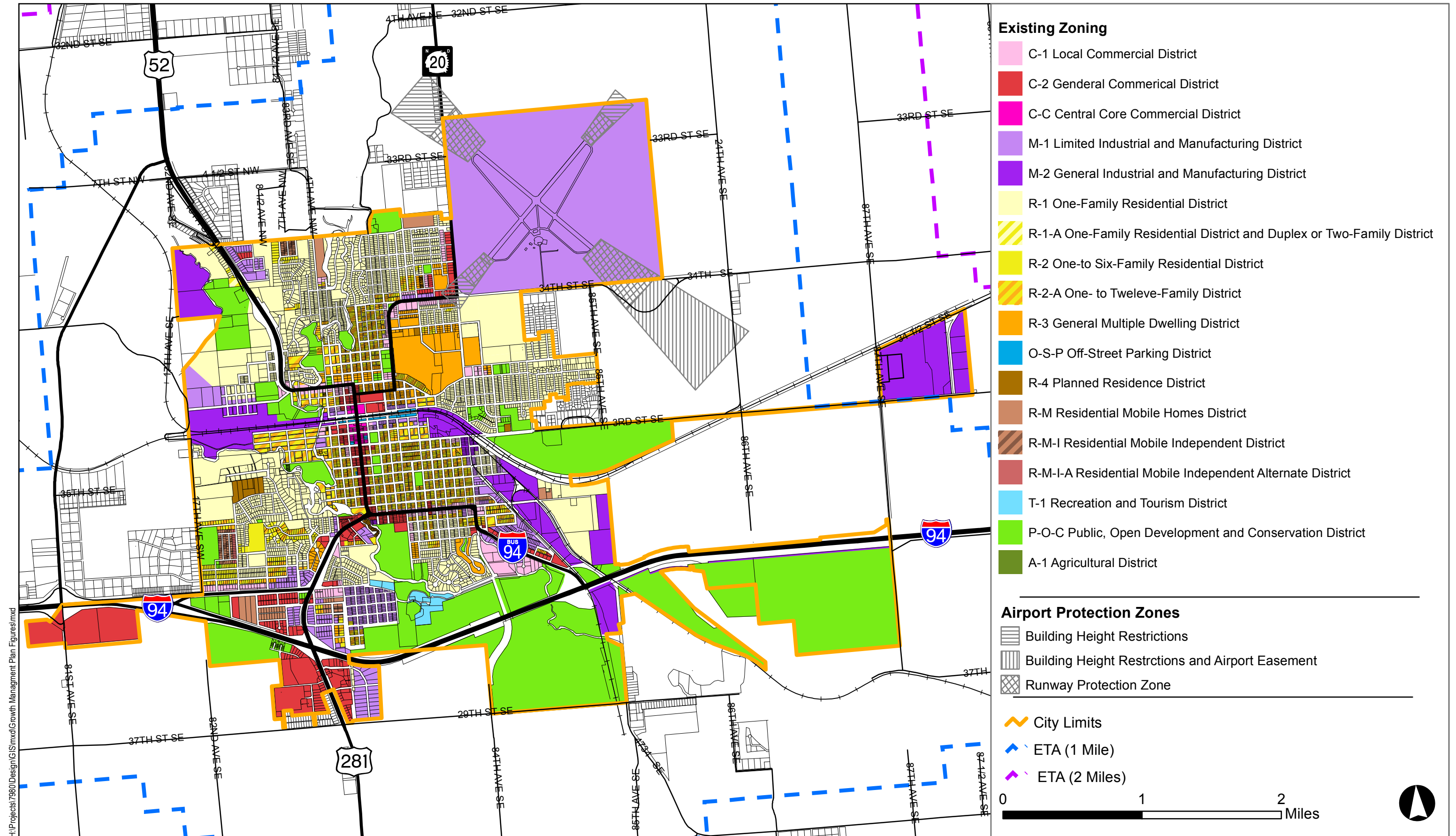
Homer Township is particularly beautiful due to the topography along the James River. As a result, it has been a popular location for rural residential housing, most of which is located within a mile of the river.

### *Woodbury Township*

Similar to Bloom Township, Woodbury Township is essentially all agricultural, with small pockets of rural residential land use and commercial/industrial land use. The commercial/industrial uses are primarily along US Highway 281. In addition, Woodbury Township has an abundance of wetlands and drainage channels.

## **Existing Zoning**

The City of Jamestown currently has zoning authority within its city limits and all of its one (1) mile ETA, as shown in Figure 5. The City has the ability to have joint zoning authority in the outer mile of ETA with Bloom, Homer, Midway and Woodbury Townships, but in the past, did not choose to exercise this authority.



## CITY LIMITS

There are currently 18 zoning districts allowed within the City of Jamestown's zoning ordinance, as shown in Figure 5 and identified below.

- (P-O-C) Public, Open Development and Conservation District
- (R-1) One-Family Residential District
- (R-1-A) One-Family Residential District and Duplex or Two-Family District
- (R-2) One- to Six-Family Residential District
- (R-2-A) One- to Twelve-Family District
- (R-3) General Multiple Dwelling District
- (R-M) Residential Mobile Homes District
- (R-M-I) Residential Mobile Independent District
- (R-4) Planned Residential District
- (C-1) Local Commercial District
- (C-2) General Commercial District
- (C-C) Central Core Commercial District
- (M-1) Limited Industrial and Manufacturing District
- (M-2) General Industrial and Manufacturing District
- (O-S-P) Off-Street Parking District
- (A-1) Agricultural District
- (R-M-I-A) Residential Mobile Independent Alternate District
- (T-1) Recreation and Tourism District

When viewing the core of the City, the area is zoned central core commercial (C-C) and general commercial (C-2). The area also contains some limited industrial and manufacturing (M-1). Nearly all of the commercial related districts (C-1 and C-2) are located along the I-94, the Interstate 94 business route, US Highway 281, US Highway 52, and North Dakota State Highway 20. One of the bigger general commercial districts, which includes Wal-Mart and the Buffalo Mall, is located just south of Interstate 94, along US Highway 281. Another substantial commercial district is located in the southwest portion of the city, which includes Titan Machinery.

Sizable industrial districts are located along the railroad tracks and along the Interstate 94 business route. The notable locations of the general industrial and manufacturing district (M-2) are: Cavendish Farms, Inc., located in the annexed area east of the city; an area in the northwest section of the city, abutting US Highway 52; the western portion of the city along the railroad tracks; and in the eastern portion of the city, wedged between the railroad tracks and the Interstate 94 Business Loop. A large portion of the limited industrial and manufacturing districts (M-1), excluding the airport, is located in both of the areas where the Interstate 94 Business Loop intersects with I- 94.

When moving away from the major transportation routes of Jamestown, the remaining area of the city is predominantly zoned a residential related district or the public, open development and conservation (P-O-C) district. The majority of the area adjacent to the highway, with the exception of the southwest portion of Jamestown along the Interstate



94 business route, is zoned Public, Open Development and Conservation (P-O-C). These areas include land adjacent to National Buffalo Museum, the state hospital, the sewage lagoons, and wetland/park like areas.

Also, when moving away from the core of the city, especially south of the railroad, the One- to Twelve-Family zoning district (R-2-A) is prevalent. The R-2-A districts extend to the western portion of the City, as well as to the southeast portion of Jamestown. To the north of the core, the General Multiple Dwelling district (R-3) has been established, and includes Jamestown College. The area extending to the northwest from the core of the City is zoned One-Family Residential (R-1). More of the R-1 districts are found on both the east and west sides of the city.

Some other notable districts include:

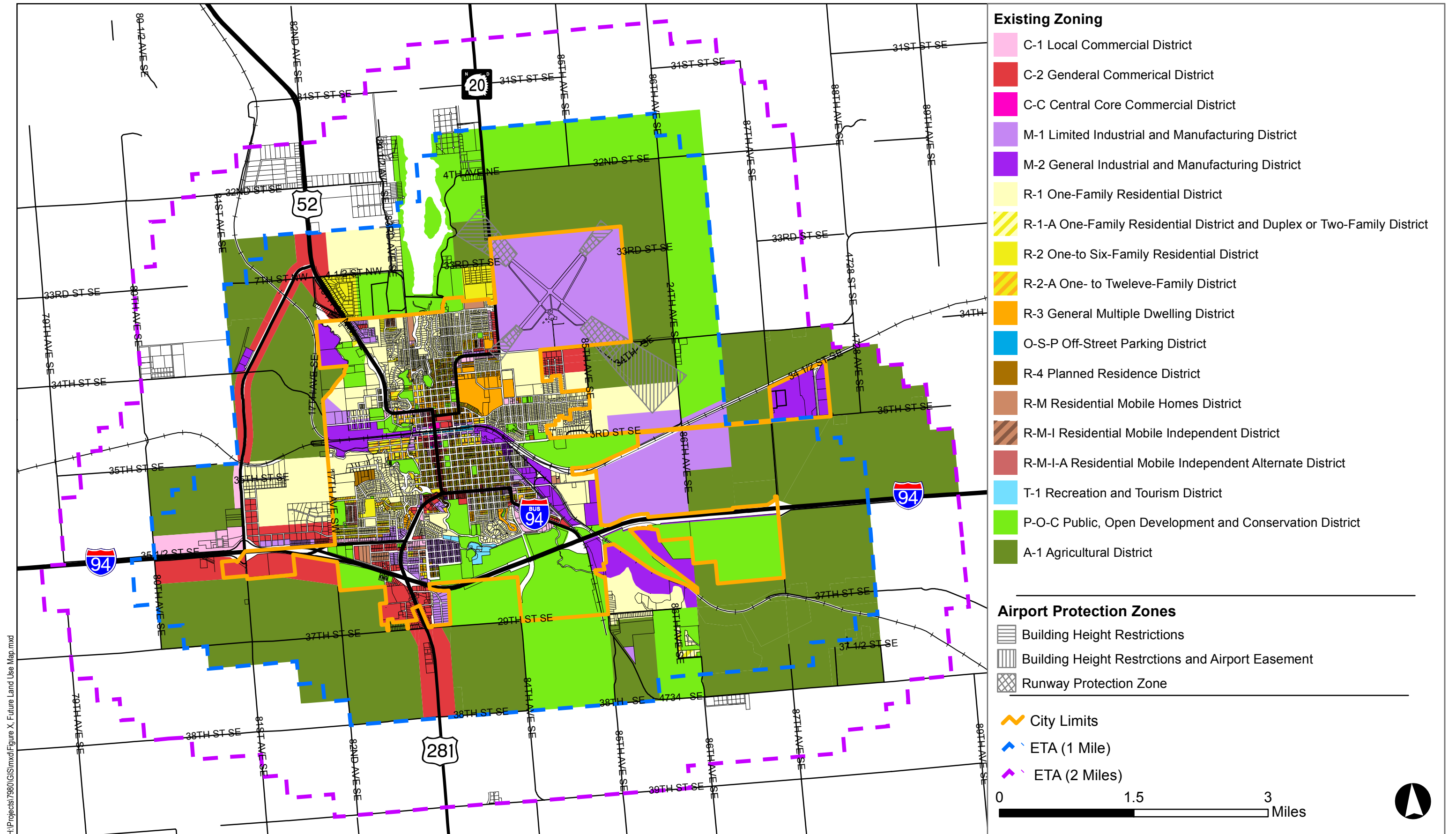
- the Recreation and Tourism district (T-1), located in the southern portion of Jamestown, around the National Buffalo Museum,
- An Off-Street Parking district (O-S-P) is contained along the railroad tracks in the core of the city,
- A Residential Mobile district (R-M) is located at the foot of the reservoir on the northern border of the city's limits, as well in the southwest portion of the City, adjacent to the Interstate 94 Business Loop, and
- A Residential Mobile Independent alternate district (R-M-I) is located just south of the fairgrounds, along the northern border of the city's limits, and in the southwest portion of the city, adjacent to two parks.

#### EXTRATERRITORIAL AREA

There are currently nine zoning districts within the City of Jamestown's extraterritorial area, as shown in Figure 6 and identified below.

- (P-O-C) Public, Open Development and Conservation District
- (R-1) One-Family Residential District
- (R-1-A) One-Family Residential District and Duplex or Two-Family District
- (R-2) One- to Six-Family Residential District
- (C-1) Local Commercial District
- (C-2) General Commercial District
- (M-1) Limited Industrial and Manufacturing District
- (M-2) General Industrial and Manufacturing District
- (A-1) Agricultural District

The majority of Jamestown's first extraterritorial mile zoned Agricultural (A-1). The area on both sides of the US Highway 52 bypass is zoned commercial. A commercial district has also been placed on both sides of I-94, west of the city's limits, as well as both sides of US Highway 281, south of city limits. The negligible amount of area zoned in the second mile of the extraterritorial area is zoned agricultural.



A limited industrial and manufacturing district (M-1) is located in the eastern part of the extraterritorial area, north of the sewage areas. Furthermore, a general industrial and manufacturing district (M-2) is located in the southeast portion of the extraterritorial area, near the sewage lagoons and State Hospital.

Lastly, various low density residential districts are located throughout the extraterritorial area. The largest residential district is zoned one-family residential, and is located west of city limits and north of Interstate 94. Another one-family residential district is located south of the airport. Other notable residential districts are located west of US Highway 52 and southwest of the sewage lagoons.

## Natural Features

A community's natural features are often what distinguish it from other communities. Whether those features are aesthetically pleasing natural characteristics, recreational opportunities, or economic assets in the form of farmland, mineral deposits, petroleum reserves, or simply land that supports development, they work together to create the unique combination of characteristics that make each community individually unique.

Jamestown is surrounded by agricultural land, several water bodies, and rolling topography. These features are described in greater detail below.

### AGRICULTURAL LAND

Jamestown is surrounded by agricultural land, both in the form of cropland and grazing land. Agriculture has played a vital role in the economy of Jamestown, Stutsman County, and the greater region. A majority of the land surrounding Jamestown consists of hay/pasture and cultivated crops, such as, corn, wheat and soy, which are the major crops grown in Stutsman County.

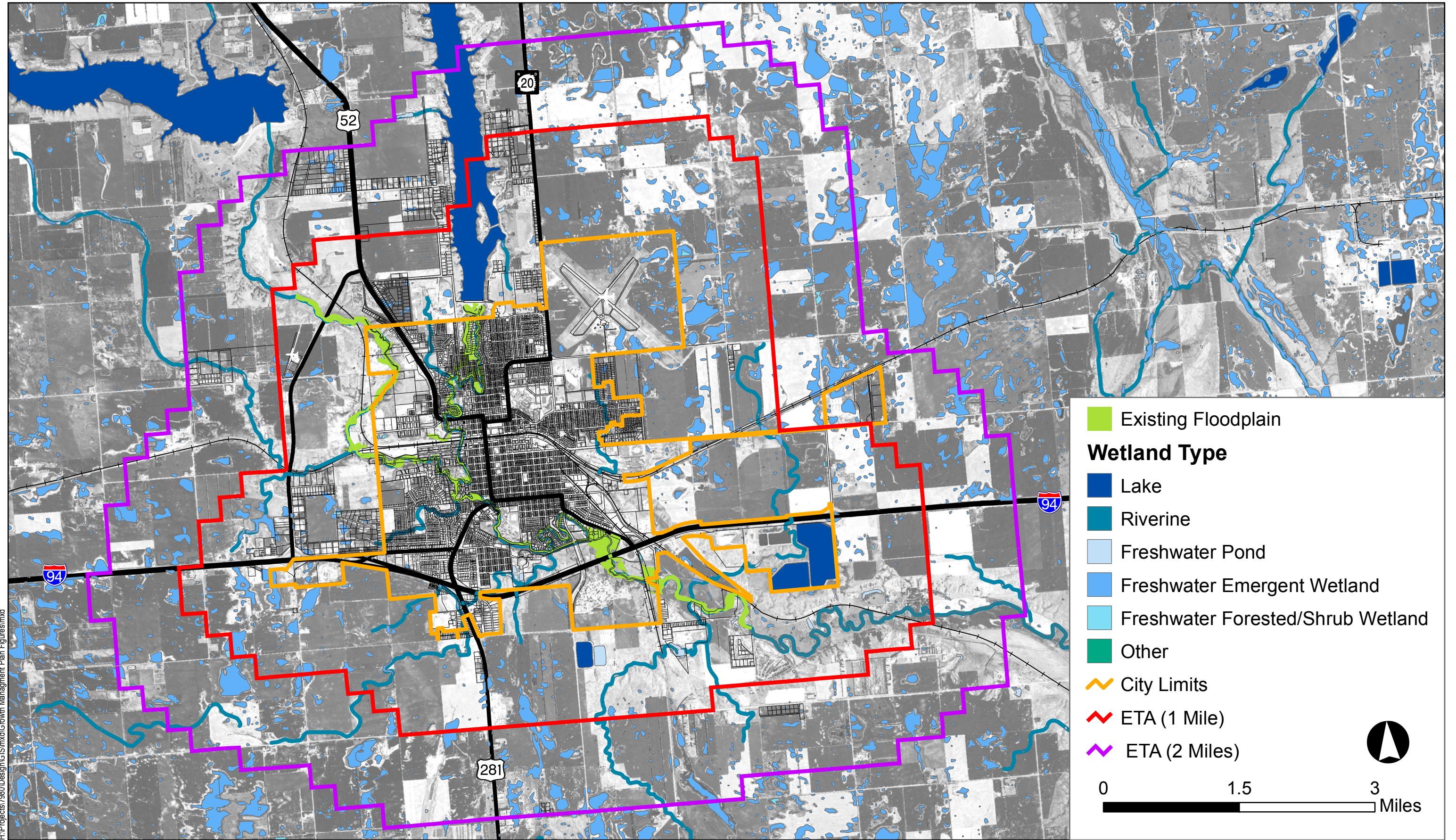
### WATER BODIES/RIVERS

Existing water body features within Jamestown's extraterritorial area are shown in Figure 7. The most predominant water feature in the extraterritorial area is the Jamestown Reservoir, located north of city limits. The Jamestown Reservoir discharges water into the James River, which flows south into the City's core. The James River connects with the Pipestem River, and then flows in a southeasterly direction



James River





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Figure 7



into Homer Township. The Pipestem Reservoir is located to the northwest of Jamestown, just outside the extraterritorial, in Midway Township. The Pipestem Reservoir discharges water into the Pipestem River, which flows southeast into the core of the City where it connects with the James River.

Due to the prominence of the Pipestem River and James River, the areas surrounding the rivers are susceptible to flooding. Figure 7 shows the existing Floodplains around the Pipestem River and the James River in the city and within the first mile of the extraterritorial area. The mapped floodplain stretches from Midway Township, and the northern area of Jamestown, to Homer Township. The areas impacted by the most by flooding are the neighborhoods directly to the south of the Jamestown Reservoir, and an area in the southeast portion of the city, around the Interstate 94 Business Loop exit.

In addition to the Jamestown Reservoir, Pipestem Reservoir, Pipestem River, and James River, the extraterritorial area contains numerous freshwater emergent wetlands and freshwater ponds scattered throughout. Of the four townships, Bloom Township exhibits the most wetlands; however, Woodbury Township contains tributaries, which are essential for drainage. As Jamestown grows, these areas provide the opportunity for recreational sites with increased bicycle and pedestrian connectivity, as well as onsite amenities.

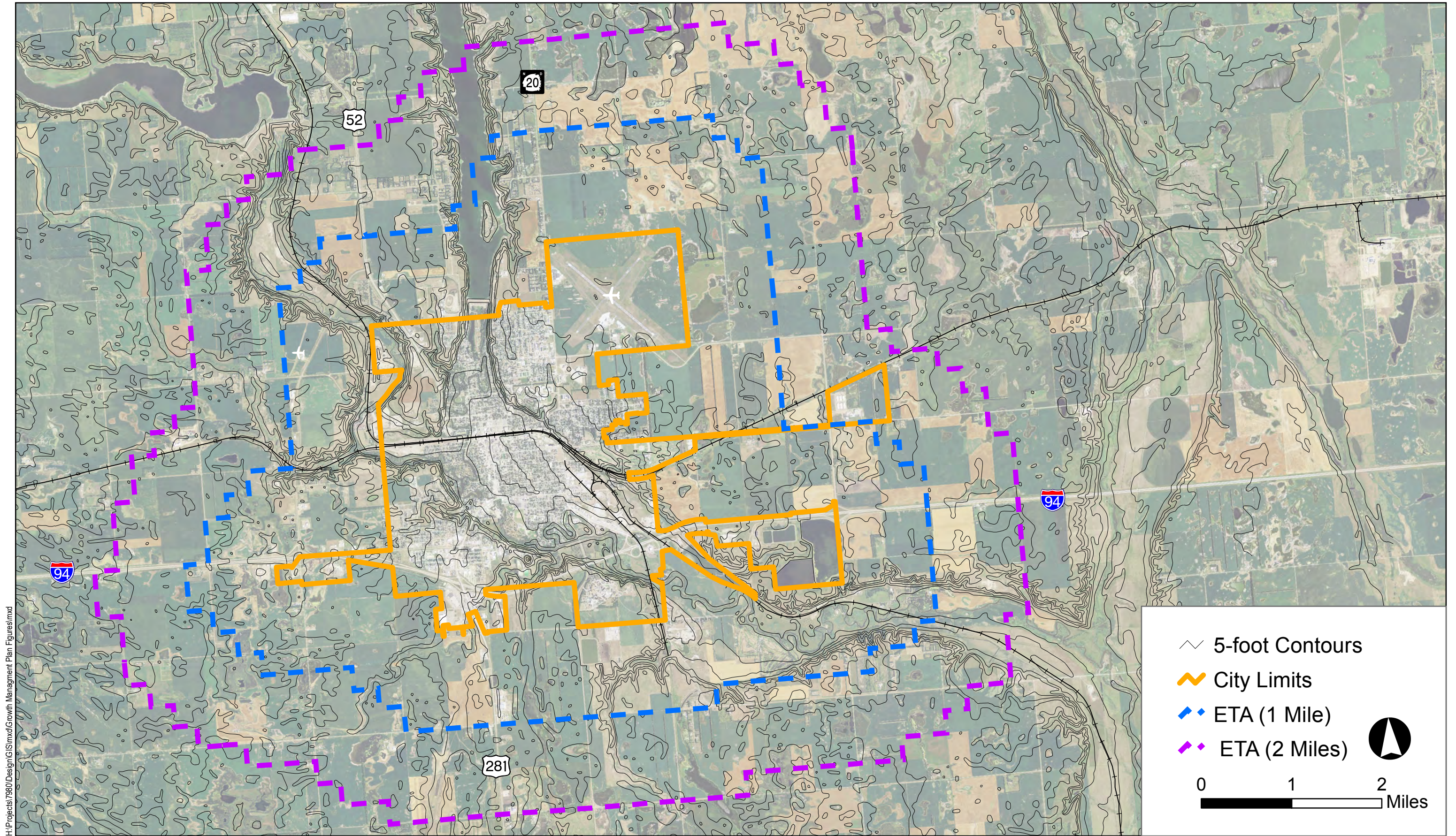
#### TOPOGRAPHY

The land surrounding Jamestown is generally rolling topography; Midway and Homer Townships exhibit dramatic topography, which add visual uniqueness and drama to the landscape. Figure 8 shows, by way of 5 ft. contour lines, the topography around Jamestown. For example, the land adjacent to the Pipestem River leading into the City is not ideal for building due to the severe terrain. Homer Township presents similar terrain around the James River as it exits the city. Although these features cannot be used for raising crops and have limited value for grazing cattle, they support wildlife, and in some cases, serve as a source for aggregate material. However, their primary value is in the beauty they add to the landscape, as well as the potential for parks, trails, and other recreational features that will help attract both tourism and residents. Studies have shown that young professionals, such as teachers, medical staff, etc., are far more likely to relocate to cities in close proximity to a high level of outdoor recreational opportunities.



Rolling topography in Midway Township





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The areas directly adjacent to the Jamestown Reservoir are also not ideal for development, and further development is not possible on the federally owned property. The terrain along the reservoir is dramatic; however, most of this land has been preserved by the Bureau of Reclamation, and therefore, growth in these areas is highly unlikely.

The extraterritorial area within Bloom and Woodbury Townships is generally flat or rolling, and ideal for City growth. Midway and Homer Townships also have land that is suitable for development, but in Homer Township this land tends to be separated from Jamestown by the more severe topography along the James River, and in Midway Township, there are topographic challenges with development of land between the US Highway 52 Bypass and the incorporated area of Jamestown. In both cases, these areas are valuable habitat areas for wildlife and plants, and are part of what makes the Jamestown area unique and beautiful.

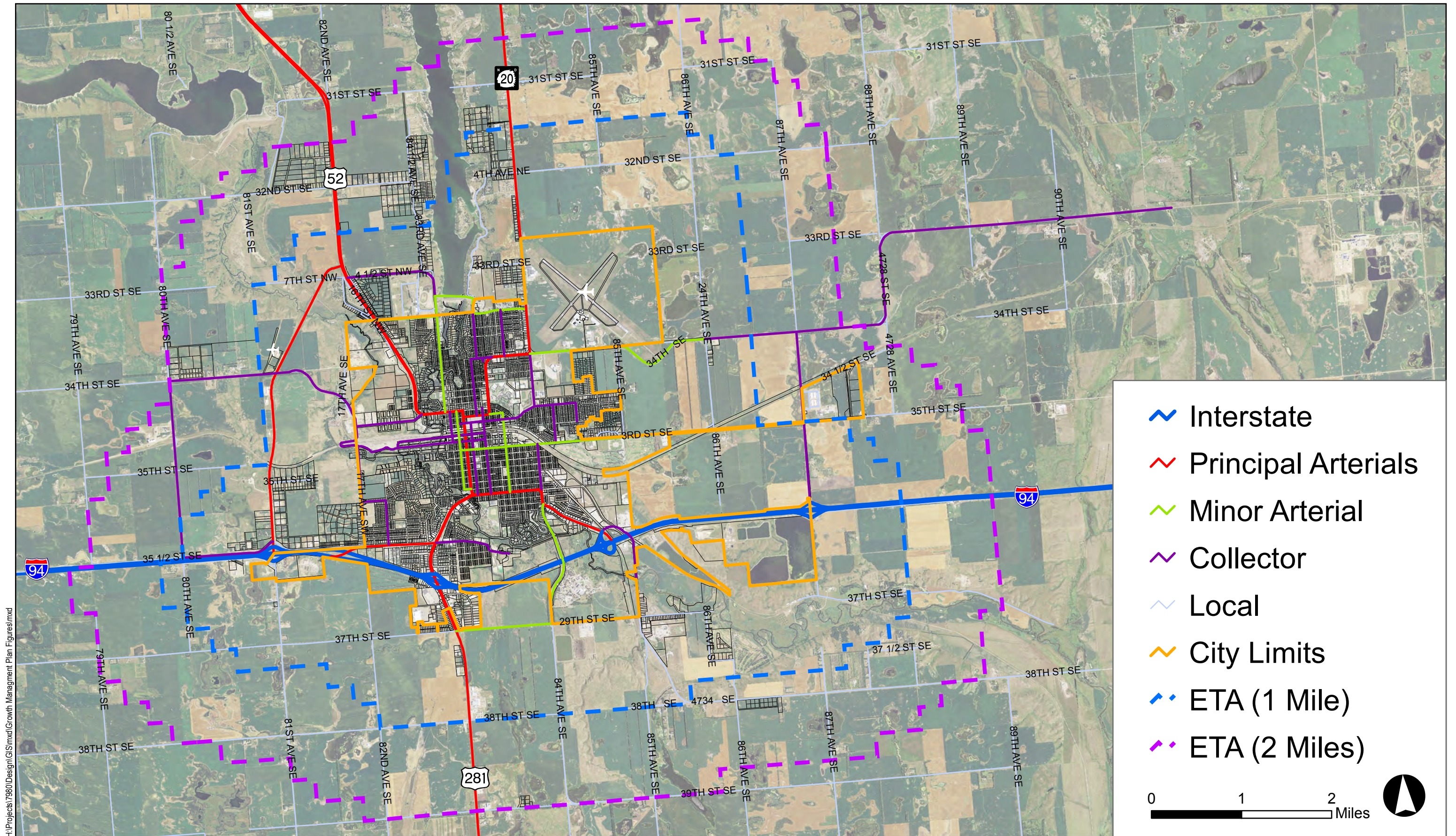
## Transportation

The City of Jamestown is intersected by I-94, US Highways 52 and 281, North Dakota State Highway 20, and a railroad. These modes of transportation are crucial for a thriving community, and also provide residents of the surrounding communities access to the growing hub. Generally speaking, Jamestown's roadway system lacks a high level of continuity due to the railroad tracks, the James River, the Pipestem River, and areas of steep topography. With the exception of limited railroad crossings, the core of the city, lying east of the James River, has excellent street continuity due to the traditional grid pattern of development. However, as the city grew outward, the features mentioned above have created barriers to roadway connectivity. Future growth of the city and its transportation system will need to be carefully planned to ensure the preservation of corridor right of way and to prepare for funding of grade separations and alignment variations that are needed to create good connectivity.

### FUNCTIONAL CLASS

Figure 9, Existing Functional Class, shows the functional classifications currently assigned to the roadways within Jamestown's city limits and the 2-mile ETA. Roadway functional classification categories are defined by the role of streets and highways in the overall roadway system. The intent of the function classification system is to create a hierarchy of roads that collect and distribute traffic from neighborhoods to the highway system. Roadways with a high functional classification (highways and arterials) generally provide for longer trips, have more mobility, have limited access, and connect larger centers. Roadways with a lower functional classification (collectors and local streets) generally provide for shorter trips, have lower mobility, have more access and connect to higher functional roadways. A balance of all functions of roadways is important to any transportation network. Figure 10 depicts the relationship of the various function classifications to access and mobility.







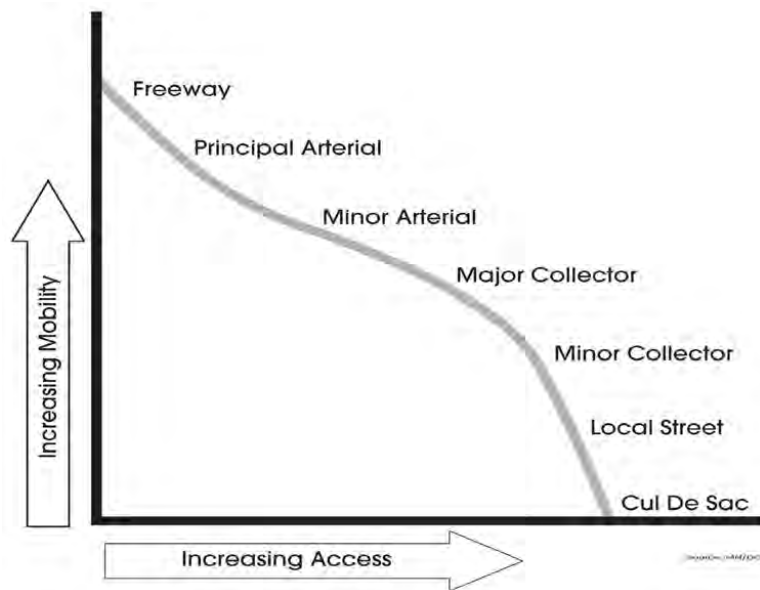


Figure 10, Access/Mobility Relationship

### *Interstate*

Interstates are intended to be the highest level of mobility with very limited access, providing mass transportation and a continuous transportation system to other principal arterials and municipalities. The interstate system in Jamestown includes Interstate 94, which runs east to west in the southern part of the City. Since Jamestown is located midway between Fargo and Bismarck, interstate highway access is significant because it provides travelers the opportunity to seek amenities such as food, gas, and lodging. Furthermore, the interstate access provides educational opportunities for students and employment opportunities for employees.

### *Principal Arterials*

Principal arterials are also intended to provide a high level of mobility with very limited access, connecting major activity centers and providing a continuous transportation system as they establish connections with other principal arterials. The principal arterial system in Jamestown includes the Interstate 94 business route, US Highway 52, the U. S. Highway 52 bypass, U. S. Highway 281, and North Dakota State Highway 20. The Interstate 94 business route is located in the southern part of the City, providing access to a large number of businesses. The business route loops into the City connecting to Interstate 94 on both ends. US Highway 52 runs from north to south, approaching the City from the northwest, converging with ND Highway 20 in the core of the City. The US Highway 52 bypass runs from north to south in the first mile of the city's extraterritorial area, west of City limits, connecting US Highway 52 and Interstate 94. US Highway 281 runs from north to south, approaching the City from the south, and converging with US Highway 52 and N D Highway 20 at the

core of the City. It remains paired with US Highway 52 between Jamestown and Carrington. Lastly, N D Highway 20 runs from north to south, approaching the City from the northeast, and converging with US Highway 52 and US Highway 281 at the core of the City. All of these principal arterials serve as major freight connections to Jamestown, and provide alternative routes of travel to Jamestown.

### *Minor Arterials*

Minor arterials also emphasize mobility over land access, serving to connect adjacent neighborhoods and the highway system. Major business concentrations and other important traffic generators are usually located along minor arterial roadways. In urbanized areas, one or two mile spacing of minor arterials is considered appropriate. A well-planned and adequately designed system of principal and minor arterials will allow the City's overall street system to function the way it is intended and will discourage through traffic from using residential streets. Volumes on principal and minor arterial roadways are expected to be higher than those on collector or local roadways. Providing the capacity for these higher volumes will keep volumes on other streets lower. North/south minor arterials include portions of 4<sup>th</sup> Avenue NW, 2<sup>nd</sup> Avenue NE/SE, 7<sup>th</sup> Avenue NE/SE, and 12<sup>th</sup> Avenue SE. East/west minor arterials currently include 13<sup>th</sup> Street NE east of ND Highway 20, 3<sup>rd</sup> Street SE/SW, and 37<sup>th</sup> Street SE. As the city grows, it will be important to identify additional minor arterials that extend through the city and from the core of the city to the surrounding growth areas.

### *Collectors*

Collectors are designed to serve shorter trips, providing access from neighborhoods to other collector roadways, as well as and the arterial system. They are expected to carry less traffic than arterial roads and to provide access to some properties. Collectors may be categorized as major and minor collectors if it helps to clarify the function of the roadway system. Major collectors can link both local streets and minor collectors to minor arterials, while minor collectors typically connect local streets to other collectors. Jamestown's street system includes several collector streets throughout the city. As the city grows, it will be important to identify a collector street system with a high level of continuity within neighborhoods and segments of the community.

### *Local*

Local streets provide access to adjacent properties and neighborhoods. They are generally low speed, and designed to discourage through traffic.

## **RAILROADS**

One railroad intersects the City of Jamestown from east to west. The railroad parallels the Cavendish Farms property in a northeast to southwest direction, crosses 3<sup>rd</sup> Street SE, then curves to the northwest, crossing 3<sup>rd</sup> Street SE again before entering the

urbanized area. Just south of Jamestown College, the railroad alignment becomes straight east/west between 1<sup>st</sup> and 2<sup>nd</sup> Streets and leaves the west end of the city on this alignment.

## Planning Process

This growth management plan is a product of a planning process, which included participation from Jamestown city leaders and staff and input from residents, property owners and people with development interests.

### Kick Off Meeting

The planning process began in December of 2012, with an initial meeting of the Steering Committee. Nine committee members were in attendance, along with three members of the consultant team. During this meeting, the general scope and timeline for the project were discussed. Data gathering needs were also identified during the meeting.

### Data Collection

Two major data collection efforts occurred in the beginning of the planning process. Data collection began with meetings with city staff to obtain a variety of existing conditions information, including digital basemaps, previously completed studies, zoning ordinances and maps, and recent development trends. This information was then used to create digital maps that would be used throughout the plan process. The second effort focused on gathering existing land use data for parcels within the City of Jamestown and the two-mile extraterritorial area, and was collected through windshield surveys. This information provided a basis for beginning the future land use plan alternative process.

### Township Meetings

A meeting was held with each of the surrounding Townships (Bloom, Homer, Midway and Woodbury) over a two week span in an effort to discuss current issues, challenges, existing conditions and development feasibility. Each of the surrounding Townships expressed a desire for better communication between them and the City. Some of the other notable concerns and issues are noted below:

- Homer and Midway Townships both include rough terrain where Jamestown's extraterritorial area is located, making development less practical;
- All of the townships have expressed various types of road maintenance issues in close proximity to the city due to traffic generated within the city, including on existing roads for which the right of way is half inside city limits and half outside city limits;
- Woodbury Township expressed a concern regarding the newly developed Jamestown Regional Medical Center having only one access point and very limited options for getting to that access point; and
- All of the townships expressed a concern about addressing the inconsistency between the Townships and the City regarding building restrictions, setback requirements, and lot requirements. In particular, city setbacks are too small for developments along



township section line roads and county roads due to road ditches, maintenance practices, and future roadway expansion needs.

After the Township Meetings were completed, the information gathered was integrated into the land use alternatives, which were presented to the growth management steering committee in the following weeks.

### **Steering Committee Meetings**

Two Steering Committee meetings were held in late February/early March. The objective of the steering committee meetings was to ascertain the direction of the land use plan. Feedback, discussion, and comments were encouraged at each of the meetings in an effort to obtain the best land use plan.

The first Steering Committee Meeting was held on February 28, 2013. Three draft land use alternatives were presented to the steering committee members. Feedback and comments gathered from this meeting were used to prepare one draft land use plan. This modified plan was presented to the steering committee in a second meeting held on March 8, 2013. The feedback gathered during this meeting was used to modify and refine the draft land use plan for the Public Open House.

A third Steering Committee Meeting was held on May 3, 2013 to review input gathered at the public open house, changes made as a result of that input, and various elements of the draft Growth Management Plan.

### **Public Open House**

A public open house was held on April 4, 2013, with over 150 people in attendance. A variety of information was displayed for review, including existing land use, zoning, and transportation networks along with the draft future land use plan and transportation network. Members of the steering committee and consultant team were available during the open house to answer questions or concerns from the public. Attendees were also asked to provide written comments to the project team. Several written comments were received at the meeting, and several emailed comments were received after the open house.

### **Planning Commission**

The Jamestown Planning Commission held a public hearing at the regularly scheduled meeting on June 10, 2013. The Draft Growth Management Plan was available for review prior to the public hearing at the JSDC's website and in paper form at the Alfred Dickey Public Library, Jamestown City Hall, and the JSDC Offices during regularly scheduled business hours. The Planning Commission recommended approval of the Growth Management Plan with the exception that the Northwest quadrant of the I-94 and Hwy 52 Bypass be changed from Industrial to Commercial to the City Council on a unanimous vote.

### **Adoption**

To be added following the appropriate City Council meeting.

## The Plan

### Future Land Use Plan

The land use plan consists of two components: 1) a map that identifies the designated land use categories for the city's growth areas, and 2) this supporting text, describing the intent of each land use category. As mentioned earlier, the purpose of the land use plan is to serve as the basis for the city's zoning decisions, which is required by the North Dakota Century Code (NDCC). In this way, the land use plan serves as an updated component of the city's comprehensive plan for the purpose of guiding zoning decisions, and to provide information about the City's intent to both property owners and prospective developers.

Since the purpose of a land use plan is also to establish a reliable source of information about future development and to serve as the basis for zoning decisions (i.e. decisions that are consistent with the plan), a public process for considering land use plan amendments, consisting of notifications and public hearings by both the Planning Commission and City Council, is established in this plan. To allow for organized growth that maintains Jamestown's functionality, the preparation, adoption, and consistent use and updating of the future land use plan is very important. Managing the pace and growth area will allow for the development of the city's personnel, capital and operational resources at the same rate.

The land use plan for Jamestown has been prepared for the city's existing boundaries and the city's extraterritorial area as allowed by the North Dakota Century Code (See Figure 11, Future Land Use Plan).

The land plan designates transitions and boundaries between one land use and another land use. The exact location of a boundary between land uses is not as critical as the transition itself, and the consideration of compatibility between transitions. This should be recognized during implementation (i.e. during consideration of zoning decisions). If changes are considered in the future, examining the land use categories, transitions, and boundaries of the surrounding area will be important in order to determine if additional changes are warranted. In some cases, creating a buffer can be accomplished by introducing a land use category such as commercial, open space, or a higher density residential land use. In other cases, creating a buffer is not feasible. For example, creating a commercial buffer between a residential and industrial land use would not be reasonable or feasible if the location does not provide a high level of accessibility or visibility. In these situations, providing a buffer that consists of a suitable land use, open space, a park or a planting area (such as a tree planting easement), or requiring a greater lot depth and building/storage setback to protect the less intense use from the impacts of the more intense use is important. In the long run, this approach would also protect the operations of the more intense use because fewer complaints about its operation would be vocalized, and less opposition would occur when expansion is proposed.



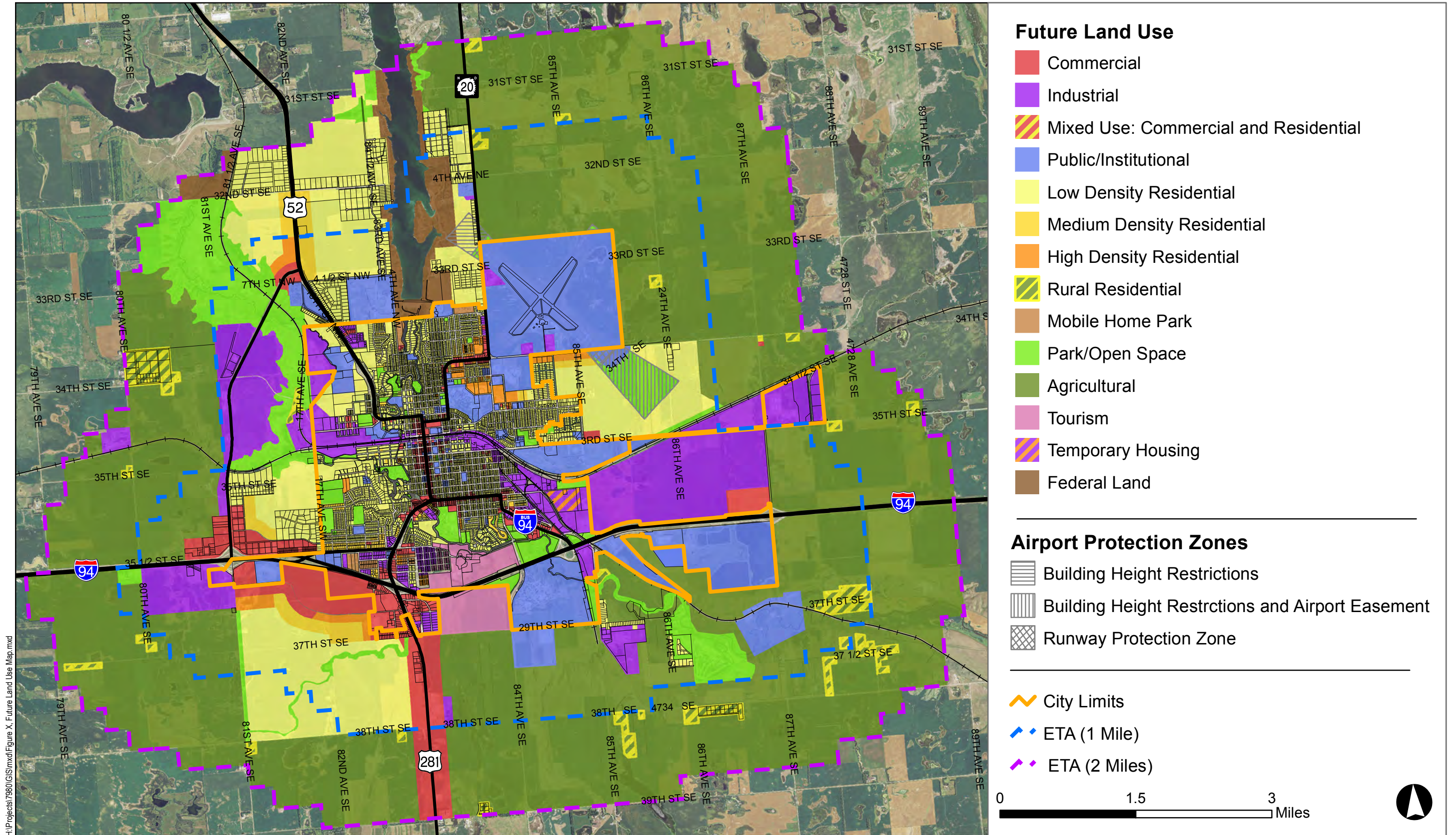


Figure 11



This land use plan focuses primarily on the undeveloped areas of the extraterritorial area that border city limits; however, the plan does address the infill of vacant areas within the core of the city. These areas were given future land use classifications that are compatible with the existing zoning district and the surrounding land use. The plan calls for very little change of developed land within city limits, with the exception of a few areas in the southwest portion of the City and a few parcels in the southeast portion of the City. Each of the land uses shown on the plan are described below.

#### DIFFERENT TYPES OF LAND USE

The land use designations used in the future land use plan are shown in Table 1, and are described below. The boundaries of each land use designation are not meant to be strictly defined by this plan. The acreage of each land use is based on logical amounts of development for that particular land use.

<b>Table 1, Jamestown Land Use Descriptions</b>	
Land Use	Description
Commercial	Retail Sales and Services, Light Automobile Repair and Sales, Indoor Service, Office, Home Occupations
Industrial	Manufacturing, Outdoor Storage
Public and Institutional	Public Buildings, Schools, Churches, Hospitals
Mixed Use: Residential and Commercial	Retail Sales and Service and Dwelling Units
Low Density Residential	3-6 Dwelling Units Per Acre
Medium Density Residential	6-12 Dwelling Units Per Acre
High Density Residential	12+ Dwelling Units Per Acre
Rural Residential	Large Lot Single-Family Residential Dwelling Units
Mobile Home Park	
Park and Open Space	Preserved open space or parks
Agricultural	Undeveloped Areas, Involved in Some Form of Agricultural Production
Tourism	
Temporary Housing	

#### Commercial

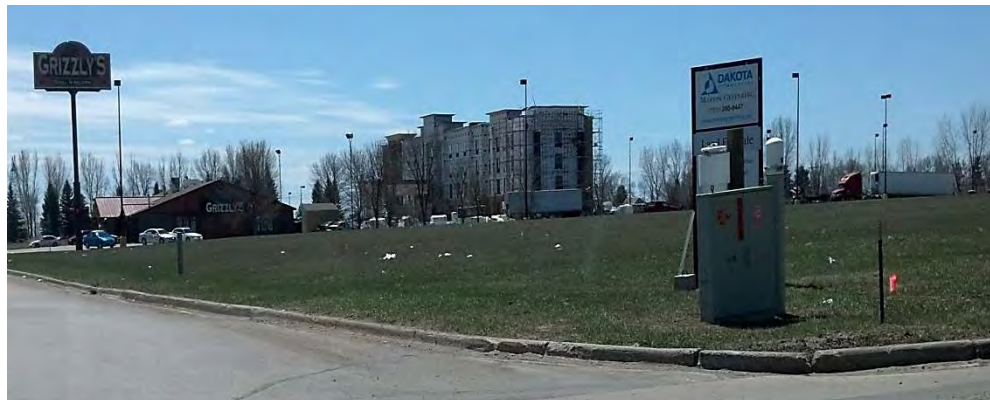
The commercial land use classification is shown in red on the future land use plan. This land use designation is used to represent areas of retail sales and service, office, automobile sales and service, and hotels or motels. Commercial businesses such as stores and restaurants generate higher volumes of traffic than residential and open space uses, and are, for the most part, not fully compatible with residential neighborhoods. Many commercial businesses need, and want, to be visible to high volumes of traffic, which allows them to easily attract both local and regional clientele.

Although a majority of commercial land uses are not fully compatible with residential land uses, local residents benefit from small areas of neighborhood commercial uses located along the arterials or collector roadways in residential areas, which often provide neighborhood services and conveniences. The City of Jamestown should continue discussions with developers and citizens about the creation of new commercial districts in an effort to promote neighborhood retail.



Commercial district in downtown Jamestown

In 2012, a Community Assessment, Target Industry Analysis, & Economic Development Implementation Plan was completed by Foote Consulting Group. The study focused on what type of industries and businesses that would be attracted to the Jamestown area by comparing several of the area's features



New hotel under construction along U.S. Highway 281 near Wal-Mart

and characteristics to other Midwestern cities,<sup>1</sup> such as Fargo, N.D.; Aberdeen, S.D.; Minneapolis, M.N.; Brookings, S.D.; Bismarck, N.D.; and Winnipeg, M.B. The study noted that that retail businesses are not considered a primary target industry, as “retail will naturally follow the attraction of targets over time.” One weaknesses of the Jamestown area for expanding target industries is the lack of

<sup>1</sup> The features and characteristics included the following: transportation/logistics, labor costs, labor availability, labor quality, electric power/other utilities, sites/buildings, taxes, incentives, quality of life, and education.

availability of office building options. Of the target industries, call/data centers/software/IT industries would likely be an industry that utilizes a commercial land use. The study noted that there is potential for inbound/outbound customer service centers; however, as mentioned earlier, there is a concern regarding the availability of office space.

Within city limits, future commercial uses have been designated in the area adjacent to the Jamestown Regional Medical Center, and the area west of the Wal-Mart and the Buffalo Mall. In the adjacent extraterritorial area, the commercial designation has also been expanded to include an area along both sides of US Highway 281, and west of Wal-Mart extending to the hospital. Commercial development is encouraged in this area due to the high volume of traffic entering and leaving the City, as well as the excellent visibility from the highway.



Future commercial land west of the hospital and south of I-94

Future commercial land use is also recommended in the northwest quadrant of I-94 and 87th Avenue SE (the Bloom exit). This area provides easy interstate access and high visibility. Additional future commercial land use is recommended north of the cemetery along the US Highway 52 bypass and along 3<sup>rd</sup> Street E to provide residents with convenient access to basic retail sales and services.

### **Industrial**

Industrial land use shown in purple on the future land use plan. Operations such as manufacturing, storage, warehouse, and freight movement uses are designated by this land use. This land use is an essential designation to any community as it provides a large percentage of jobs within a community. Industrial development also increases the need for commercial, residential and public land uses, which provide services for the industries and their employees. Jamestown, like many communities, has two industrial zoning districts. One district allows for lighter types of industrial land uses such as manufacturing and

warehousing operations. The other zoning district allows for heavier industrial uses such as industrial service businesses and waste-related uses. Though industrial uses are less intense in one of the two districts, neither is fully compatible with residential land uses, and land use transitions or buffers should be incorporated when possible.

According to the Community Assessment report mentioned above, Jamestown is an ideal location for the following final top target industries: oil & gas equipment manufacturing/distribution, food processing, transportation/warehouse-distribution centers, and industrial machinery manufacturing. Regarding the oil & gas equipment manufacturing/distribution



Cavendish Farms is a potato processing facility in Jamestown

target, Jamestown was considered to be a good location because of the “potential for oil patch suppliers as costs rise and labor availability declines closer to oil fields.” Furthermore, Jamestown is considered to be an excellent location for food processing because of the excellent potential for various types of operations, rail accessibility, interstate access, the low cost of steam power, and the presence of other local operations. Transportation/warehouse-distribution centers are an ideal fit for Jamestown because of the city’s potential to become a regional facility, rail and interstate access, the low cost of steam power and presence of other local operations. Jamestown’s last final top target industry, industrial machinery manufacturing, is an ideal fit for the area due to the potential for many types of operations, interstate and rail access, low cost of steam power, and the presence of other local operations. The presence of these industries in the Jamestown area is important for the region’s growth, and has been reflected in the land use plan and described below.

Within city limits, the industrial land use classification has been expanded on the western border of the city, north of the train tracks. The industrial land use classification has also been designated in areas south of the railroad track on the eastern side of the city. This land use classification is ideal for these locations due to easy accessibility to the railroad.

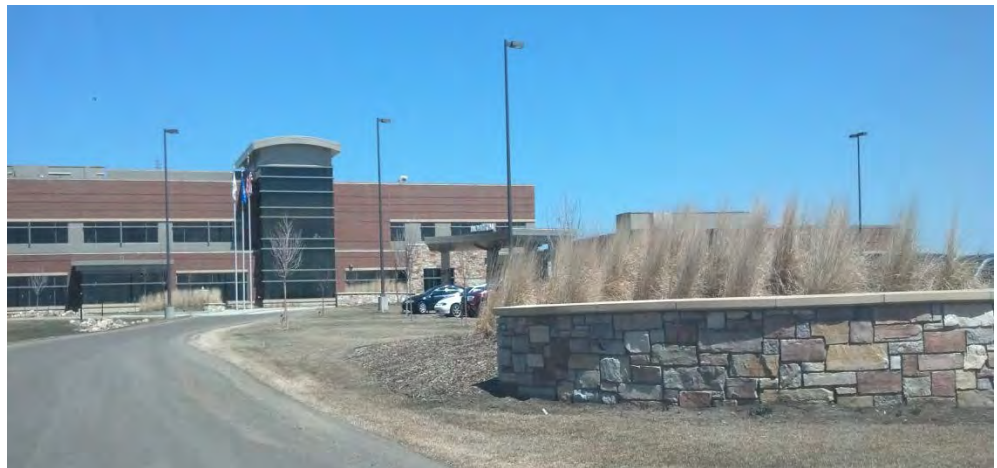
Future industrial land uses located in the extraterritorial area have been confined to three areas. The first area is located east of the City’s boundaries between the route to Cavendish Farms, Inc. and I-94. This area is ideal for



industrial land use due to easy interstate access, the proximity to Cavendish Farms, Inc., the feasibility of infrastructure, and the desirability of the rail. The second area is located west of city limits, along Interstate 94. This area is also ideal for industrial land use because of interstate access, and to remain consistent with existing uses. The last area where industrial land use is most feasible is along the US Highway 52 bypass. This area also has easy access to the interstate, and due to the topography, is sufficiently buffered from the adjacent land uses. Furthermore, all of these areas are ideal locations to accommodate the final top target industries mentioned in the 2012 Community Assessment report, and should also help to ease the concern of limited office space.

### *Public and Institutional*

Public and institutional land uses are represented by the color blue on the future land use plan. This designation represents publicly owned buildings and uses such as schools, churches, government buildings, and hospitals. Public and institutional land use is used to designate the current location of Jamestown Regional Airport, Jamestown College, Jamestown High School, Hillcrest Municipal golf course, Jamestown Regional Medical Center, the State Hospital, the waste water lagoons, city hall, land owned by the national guard, public recreation spaces, and various church and public facilities.



Jamestown Regional Medical Center

In the extraterritorial area, the public fair grounds, the Highland Home Cemetery, the old state hospital waste water lagoons, and the Northern Prairie Wildlife Research Center area are all designated as public and institutional. The designation of future public and institutional land has not been undertaken in this plan, as these uses are typically sited based on the size and intensity of the particular use and the compatibility with surrounding land uses. The future location of these types of facilities should be determined by the context of the neighborhood, and placed accordingly.



A Housing Needs Assessment was completed in June 2013 by Maxfield Research Inc. The assessment reviewed the projected housing needs for nine counties in North Dakota, including Stutsman County. The results of the assessment indicate a demand for 1,041 housing units in Stutsman County by 2020, a majority of which (approximately 95%) would be located in Jamestown. The need for single-family, multi-family and senior housing was defined within the report.

### *Low Density Residential*

Low density residential land uses are shown in light yellow on the future land use plan. Areas that are designated as low density residential are meant to resemble traditional neighborhood developments. A low density residential neighborhood would typically consist of 3 to 6 dwelling units per acre. The predominant housing



A single-family neighborhood in Jamestown

style is single family housing; however, other housing types such as twin homes, townhomes or cottage style attached senior housing units are suitable, particularly in areas transitioning to a more intense land use such as higher density housing, commercial, or industrial. Areas with this classification should be developed in a manner that extends the existing grid street network, where possible, and public facilities such as city water and sanitary sewer lines. These areas could look like other established neighborhoods within the City of Jamestown, or be arranged around a park or some other amenity such as a pond. The designated low density areas do not show locations for parks or institutional needs like schools. Land for those features should be included as requirements in the platting process when developments are proposed.

Within the existing municipal boundary of Jamestown, there are a few remaining areas designated for low density residential growth. One of these areas is located in the northwest portion of the city adjacent to land own by the National Guard. Additionally, low density residential has been recommended in the western part of the city, south of the railroad tracks. This area would be an extension of an already existing low density residential neighborhood.

Aside from agricultural, the majority of the future land use designations in the extraterritorial area are low density residential. Low density residential has been recommended in four key areas. The first and largest of these is the area surrounding the Jamestown Reservoir, adjacent to the federal land (Bureau of Reclamation) around the reservoir. This area already contains low density residential, and therefore, a continuation of this land use is sensible. The second area, which is currently partially platted and zoned, is the area south of the airport. This area would be an extension of the low density residential area that is already developing in this area. The third, and second largest area of low density residential, is southwest of Jamestown. With the expected commercial growth, and the ideal topographical features (discussed above), low density

residential ultimately fit this area well. The last recommended area of low density residential is north of Interstate 94, between the US Highway 52 bypass and city limits. This area would be an extension of the low density residential already present in the western side of the city.

### *Medium Density Residential*

This designation is shown in dark yellow on the future land use plan. The main purpose of this type of land use is to provide for multiple family dwellings. Development under this classification would include 6 to 12 dwelling units per acre. Mobile home parks and institutional living could also be shown as medium density residential, but



Multi-plex apartment complex in Jamestown

are not suitable in all locations where this designation is used, and would need to be considered on a case-by-case basis. The medium density residential land use designation tends to be more affordable than lower density housing options.

The medium density residential land use designation within Jamestown is located in several areas of the future land use plan, mainly as a transition from more intense land uses to lower intense land uses. In city limits, medium density residential is primarily recommended in the western part of the City, along 36<sup>th</sup> Street SE. In the extraterritorial area, the medium land use designation is recommended in the following locations: adjacent to US Highway 52, along the recommended road connecting Wal-Mart and the Jamestown Regional Medical Center; south of the airport; and as a transitional land use north of Interstate 94, west of Jamestown's current city limits.

### *High Density Residential*



Senior living housing facility in Jamestown

The high density residential land use category is shown in orange on the land use plan. The area is primarily intended for 12 or more dwelling units per acre. These are important housing options for many people within a community. Apartments and condominiums tend to be more affordable than lower density housing options, and are suitable for people who are in a transitional phase of

their lives, or for those who do not want the maintenance responsibilities that come with a free-standing dwelling or home ownership. In some cases, apartments and condominiums are attractive to people not because of their affordability, but because of the amenities they offer, such as recreational components, social opportunities, and services provided. Ideally, this land use category is reserved for the most intense type of multiple family housing. Within this land use category, scaling down to medium density residential, such as townhomes, small apartments, and condominium buildings, could serve as an acceptable transitional land use between high density residential and low density residential.

The high density land use designation has been located in several areas of the land use plan. Inside existing city limits, high density residential has been located south of Jamestown High School, due to its proximity to Jamestown College, and west of the National Buffalo Museum, just north of Interstate 94 due to the intensity of the location. In the extraterritorial area, these designations are located directly south of the airport, along portions of the proposed route between Wal-Mart and Jamestown Regional Medical Center, and along US Highway 52. High density residential has been used in these locations as a transition from higher density land use to lower density land use.

It is important to provide multiple family residential uses in a variety of settings around the community. Some prospective apartment dwellers prefer a quiet residential setting, near lower density residential areas and schools, while others prefer a setting near a commercial area, allowing convenient pedestrian access to jobs and/or retail sales and services.



### Rural Residential

Rural residential is shown on the land use plan in a green and yellow hatch mark. This designation represents single family residences developed on larger lot sizes than those within the low density residential designation. Low density residential land use typically consists of between three and six dwelling units per acre, while the density of rural residential is one dwelling unit per acre or more. A comparison of these development types is shown in Figure 12.

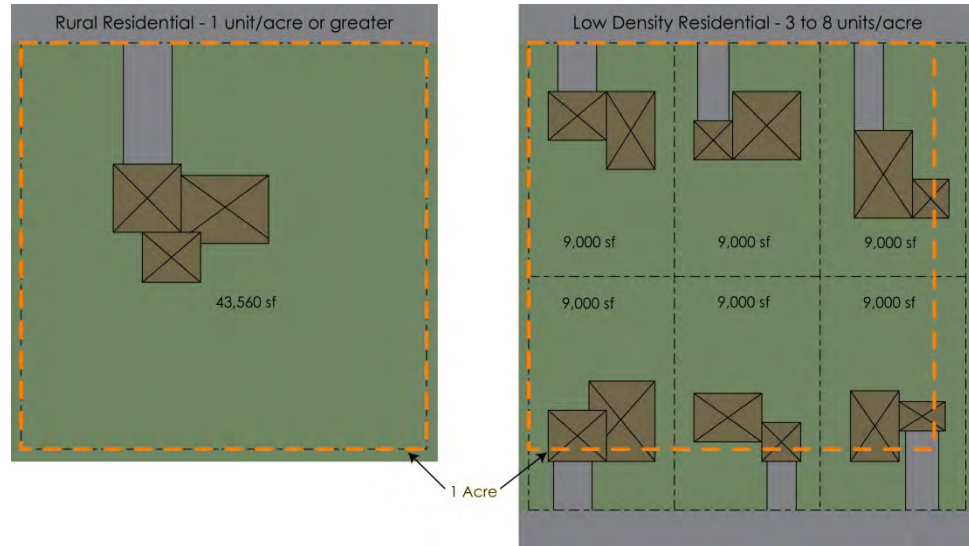


Figure 12, Rural Residential and Low Density Residential Comparison

The majority of these designations are located in the extraterritorial area, outside of city limits. Due to location and large lot sizes, dwellings on these properties will utilize an on-site septic system and drain field to handle waste water.

All existing locations of rural residential remain static, and there are no additional areas of rural residential land use shown on the future land use plan. Feedback from the townships indicated that non-farm rural residential land use presents higher demand for road maintenance, and sometimes interferes with farming operations. From the standpoint of preparing for city growth, non-farm rural residential land use typically creates a barrier to urban growth, commonly generating protests to annexation, and opposition to nearby urban density development when the city grows out to the location of a rural non-farm subdivision. Therefore, it is not designated as an expanding future land use in the city's growth area.



### *Mobile Home Park*

The mobile home land use classification is shown as light brown on the future land use plan. The use of this land use category is limited to existing mobile home parks. In the future, the city will need to determine, on a case-by-case basis, if mobile home parks are acceptable in any of the areas designated for future residential land use.

### *Park and Open Space*

Areas designated as park and open space are represented in a light green color. Generally, this designation is used in areas where development is unsuitable due to the topography, the floodplain, wetlands, lakes or streams, or where parkland already exists in the City's growth area. For example, Jamestown County Club, a golf course located in the southeast portion of the extraterritorial area is designated as this land use category.

In city limits, future park and open space has been designated in two areas. The first area is on the western portion of the City, north of Fort Seward Park. This area could provide an extension of the existing park. Furthermore, public and open space is ideal for this area due to the large amount of low density residential in the surrounding area. The second



Hillcrest municipal golf course

area of public and open space is located in the southeast corner of the City, just south of the Interstate 94 business route. This area has been designated as public and open space because of the areas susceptibility to flooding.

In the extraterritorial area, land located in the floodplain in Homer Township, and a tributary in Woodbury that is susceptible to flooding, have been identified as future park and open space.

There are three designations shown on the land use plan for land that is impacted by the runways. They include:

- Runway Protection Zones (RPZs) – These areas are closest to the ends of the runways, and therefore have the highest level of land use restrictions. They must remain free from development of any kind. These areas are designated

with a cross-hatch pattern. The majority of the land designated as the RPZ is within the airport's jurisdiction; however, RPZ land not within the airport's boundaries, is designated as park and open space.

- **Building Height Restriction Area** - The building height restriction designations, marked with horizontal lines, are areas where development is permitted; however, height restrictions are applied to the buildings. This designation applies to the southwest, northwest, and northeast corners of the airport.
- **Building Height Restrictions and Airport Easement** - The last designation, building height restrictions and airport easement, marked with vertical lines, applies to land southeast of the airport. This designation is the same as the previously described designation; however, this area contains an airport easement, are therefore, park and open space has been suggested for this area.

Buildings are permitted in areas marked with height restrictions, but should be carefully considered due to their proximity to the airport.

Additional park and open spaces should be considered beyond the designations in this future land use plan. Most park areas and trail connections need to be specifically planned in context of a proposed subdivision, or a detailed master plan of a small development area to ensure connectivity with the proposed development.

### *Agricultural*

The agricultural land use designation is shown in dark green on the future land use plan. This land use designation is used to represent areas of land that are in agricultural production as either crop or grazing land, or have been developed with farm dwellings and are outside anticipated future development areas within the next 25-30 years. At this time, these areas serve as a reminder of the clear importance of a well-defined edge between urban and rural, which helps to preserve agricultural production and quality of life in Stutsman County. Furthermore, the designation of agricultural land use helps establish a clear distinction between urbanizing and rural areas, which in turn encourages an efficient development pattern for the city. These areas are best suited for agricultural land use until the extension of city services makes development feasible, preventing urban sprawl. From time to time, the City should reevaluate the land use plan, and consider updates to designate uses other than agricultural.

Some areas designated as agricultural on the future land use plan are unsuitable for development due to the presence of wetlands, floodplain, or steep topography. These areas may be suitable for low intensity land uses, which



should be considered on a case-by-case basis if warranted, keeping in mind the feasibility of the extension of city services and the impact on surrounding natural and agricultural features.

### *Tourism*



National Buffalo Museum

Tourism land use is shown on the future land use plan as pink. The tourism designation consists of land used for cultural or natural resources that are unique to the community and serve as an attraction to visitors and source of pride for the city and surrounding area. A tourist attraction is important to a community is important because of the increased revenue the attraction can generate. Therefore,

protecting this site, and land around the site, is extremely important.

The tourism land use designation has been confined to one area, which lies partly inside and partly outside city limits. The new designations have been extended to the west of the area already established as tourism land use classification to provide more of a buffer from the established industrial sites adjacent to the National Buffalo Museum. Furthermore, the tourism land use designation has been extended to the south into the extraterritorial area, some of which is used as a grazing area for the bison. This land will also be used to provide a buffer for the National Buffalo Museum from the projected growth.

### *Temporary Housing*

The temporary housing land use district is shown on the future land use plan as a purple and orange hatch mark. This area has been identified as appropriate for a temporary crew housing facility. The area has the advantage of being inside city limits, where city services can be made available, yet adequately spaced from existing residential neighborhoods. The advantage to having temporary crew housing in this location is that the residents of the facility are in close proximity to city businesses and services. In the identified location, access to industrial construction sites such as Cavendish Farm or Spiritwood Energy Park is facilitated by easy access to I-94 or to 3<sup>rd</sup> Street E via the I-94 Business Loop East.

### *Federal Land*

Areas owned by the Bureau of Reclamation and the Army Corps of Engineers have been designated in a dark brown color on the future land use map. Some of these properties, particularly along the James Reservoir, are currently occupied by single family detached dwellings. However, the underlying status of the land is that it is owned by the federal government and is considered very limited in use for the long term protection of the areas in close proximity to both the James and Pipestone Reservoirs.

### **Amending the Land Use Plan**

Over time, land use plans need to be amended. An amendment is necessary when the city needs change or when a worthy development proposal that garners the support of the community, and adjacent property owners, requires a zoning change that is inconsistent with the adopted land use plan. While the plan is to serve as a guide for zoning and subdivisions, and meant to be referred to on a frequent basis as developers come forward with proposed projects, acknowledging that the plan is meant to be a living document is important. The plan is meant to be drawn on, tweaked, refined, and have detail built into it from the inside out, starting with the most immediate growth areas adjacent to existing development. Additionally, the plan is not meant to be ignored, nor is it meant to be relegated to the status of irrelevant. For example, wholesale changes should not be made without regard to how they affect other planned land uses in the surrounding area. The best way of keeping a land use plan up to date and relevant, and also to consider the impacts of another land use on surrounding properties, is to follow a formal process for considering amendments to the plan. No matter how much study and scrutiny is put into the original development of a land use plan, over time, existing and future property owners will see different opportunities and constraints with respect to the use of land. These opportunities will not justify amending the land use plan in all cases, but in some situations, a change may be a positive step.

The North Dakota Century Code requires that zoning decisions are consistent with the comprehensive plan. For this reason, a city must act in accordance with the plan, or carefully consider amendments to its plan based on an approved process. Keeping a record of City decisions that follow its plan and/or making thoughtful amendments to its plan based on an approved process is important so potential developers, and the general public, can see that the city has respect for the process when considering prospective development.

A proposal inconsistent with the plan should be identified prior to placing the project on an agenda for a zoning change or subdivision. Inconsistency could be in the form of:

- Land use (the type or size of a proposed land use area),
- Specific land uses allowed by the proposed zoning district that would be inconsistent with the intent of the plan, or
- Street or highway alignment and/or continuity.

For example, if industrial zoning is proposed where commercial land use is shown on the land use plan, an inconsistency occurs since industrial land use has its own designation. If the property owner wishes to pursue a zoning application for the industrial zoning district, he/she must also request a land use plan amendment. A proposed subdivision that fails to include a right of way for a collector street connection shown in the plan is an inconsistency that must be corrected; otherwise, the plan must be amended with some acceptable alternative, if one is found to exist.

As another example, if a commercial zoning district is proposed in an area identified for commercial land use, and that particular commercial zoning district allows industrial types of uses, it should not be applied, particularly along corridors with high visibility or in areas adjacent to less intense land use such as residential. In other words, to avoid inconsistencies, all allowed uses of each zoning district should be reviewed for compatibility with the future land use designation during an application for a zone change.

Ensuring that this does not happen will likely result in the need to amend some of the city's zoning districts to build in the assurance that a commercial district really does develop as intended, with retail sales and services, restaurants, and offices, rather than uses of an industrial nature.

The process of amending the land use plan is as follows:

1. Identify the inconsistency.
2. Prepare a sketch of the proposed land use change.

This can be as simple as drawing on a copy of the land use plan, or using tracing paper over the land use plan to show the proposed change.

At this point, it is important for the property owner to decide if they wish to move ahead with a land use plan amendment. The issues should be discussed with city staff responsible for planning, engineering, and zoning administration. A meeting with surrounding property owners may be advisable at this stage.

3. Require the property owner to apply for a land use plan amendment if they wish to move ahead with their proposal.

Public notice similar to that of a zoning change should be required prior to both the Planning Commission and City Council hearings. Notice to surrounding property owners, informing them of the proposed change, should be mailed in advance of the hearings.

Provide a staff analysis of the following findings associated with the proposed change:

- a. Is the proposed land use compatible with existing land uses, existing zoning designations, or approved subdivisions?



- b. Is the proposed change compatible with surrounding future land uses, or does it result in the need for other land use plan changes to bring about future land use compatibility? If so, have those changes been included in the proposed amendment?
- c. Does the proposed change create a spot-zoning situation by forming an “island” use or activity within a body of dissimilar designated land use?
- d. Does the proposed change result in the need for changes to streets and roadways to bring about existing or future continuity and connectivity? If so, have those changes been included in the proposed amendment?
- e. Can the proposed change be accommodated by the surrounding infrastructure (roadways and utilities)?
- f. Is the proposed change consistent with the other adopted plans and policies of the city?

#### 4. Planning Commission Public Hearing

Based on the staff findings and recommendations, combined with the input received at the public hearing, the Planning Commission will decide if it agrees with the findings of staff or if it feels differently on some point. The Planning Commission must be careful to document its findings and share their recommendation for approval or denial of the requested land use plan amendment with the City Council.

#### 5. City Council Public Hearing

Based on the staff findings and recommendations, along with those of the Planning Commission and the input received at the public hearing, the City Council needs to determine if it agrees with the findings of staff and the Planning Commission. A final decision will be made by the Council, and if they feel differently on some point, they must be careful to document the findings that led them to approve or deny the requested land use plan amendment.

#### 6. Modify the Land Use Map

If the land use plan amendment is approved, the map needs to be revised to show the approved change. An updated map should be posted on the City’s website, both as a stand-alone map and as a part the comprehensive plan.

Once steps 1-5 have been taken, the City will have completed its review and consideration of a proposed land use amendment. If approved as part of step 5, the change will be official, and only step 6 will remain as a matter of completing the process by communicating the change on the land use map.

## Phasing Plan

As development is proposed within Jamestown and its extraterritorial area, annexations will be made to provide space for new development with city services. To guide redevelopment and new development into areas where the city is best able to extend city services in an efficient and orderly growth pattern, development phasing areas were identified. Four phases of growth and development have been mapped to provide guidance to city leaders, citizens, property owners, and prospective developers. At this time, these phases appear to make sense for the City of Jamestown based on the current level of utility planning that has been carried out. However, a master utility plan for the city will help to further guide and refine growth phasing by identifying major utility investments that are needed to serve varying amounts of growth or certain areas of growth. Once that information is known, refinements to the phasing plan may be warranted. The phasing plan is meant to be a guide for the City's development, but as mentioned, changing circumstances and the development of the city may alter the order and/or boundaries of how each phase is implemented. Each area is described below, and shown in Figure 13.

### PHASE ONE

Phase One is shown on the phasing plan as light green. This phase includes areas where infrastructure and other city services can most likely be made available within the next few years. In these areas, the planning and design of infrastructure needs to be undertaken in the very near future if it is not already underway. Some of these areas already have infrastructure and/or utilities or are close enough to existing city infrastructure and/or utilities to serve efficiently. The notable areas within in Phase One include vacant parcels within city limits; the area southwest of city limits, between Jamestown Regional Medical Center and Wal-Mart; the area west of US Highway 281; an area west of city limits, north of Interstate 94 and east of the US Highway 52 bypass; the area immediately south of the airport; an area east of city limits, between the railroad tracks and Interstate 94; and the remaining area within in the Cavendish Farms annexation.

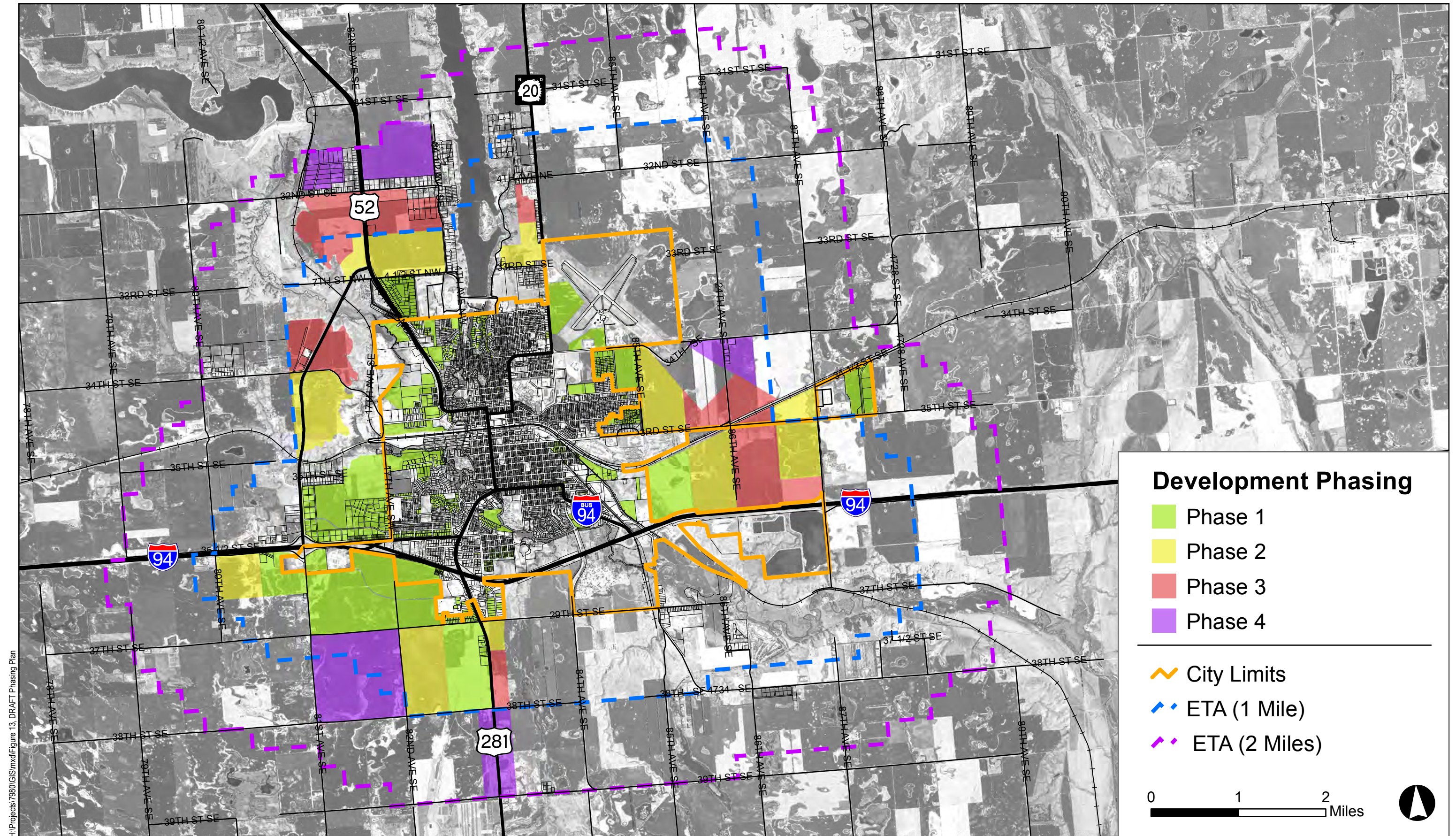
### PHASE TWO

Phase Two is shown on the phasing plan as yellow. Development is recommended within these areas after the area within Phase One has been developed. Phase Two areas will be more feasible for development as the infrastructure and utilities are extended into the Phase One areas. Some of the areas include the following: land adjacent to the US Highway 52 bypass; areas adjacent to US Highway 52; an area adjacent to the Jamestown Reservoir; a portion of the area between 13<sup>th</sup> Street NE and 3<sup>rd</sup> Street NE; areas to the east of city limits, and areas southwest of city limits.

### PHASE THREE

Phase Three is shown on the phasing plan as red. Development is recommended within these areas after the areas within Phase One and Phase Two have been developed. It is important to note that extending city services into these areas may present significant





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challenges, and that a utility master plan will help determine the infrastructure investments that will be needed to ensure feasibility of serving these areas with city utilities. The following areas are recommended as phase three developments: additional areas adjacent to the US Highway 52 bypass; additional areas adjacent to US Highway 52; an expanded area adjacent to the Jamestown Reservoir; an area adjacent to US Highway 281; and additional areas east of city limits, between the airport and I- 94.

#### **Phase Four**

The last phase, Phase Four, is shown on the phasing plan as purple. Development is recommended within these areas after the area within Phases One, Two and Three have been developed. Once again, it is important to note that extending city services into these areas may present significant challenges, and that a utility master plan will help determine the infrastructure investments that will be needed to ensure feasibility of serving these areas with city utilities. The following areas are recommended as phase four developments: an area southwest of city of limits; the areas adjacent to US Highway 281; areas adjacent to US Highway 52, and an area southwest of the airport.

### **Process of Annexation**

Annexation occurs in two primary processes: 1) annexation by petition (also known as annexation by ordinance), and 2) annexation by resolution. The process of annexation by petition is shown in Figure 14. The process of annexation by resolution is shown in Figure 15.

The process of annexation by petition begins with a written petition for annexation that contains “signatures of at least three-fourths of the qualified electors or the owners of not less than three-fourths in assessed property value of the properties.” Upon submission of the petition to City Staff, the appropriate city officials must review the petition and determine the size and contiguity of the annexation area. At this point, the petition must be published in the official newspaper, and notice must be sent to property owners who failed to sign the petition. Following publication, the annexation plat, legal description and annexation ordinance should be prepared. Publication regarding the first and second reading of the ordinance is then prepared. Once publication is satisfied, the first reading of the ordinance can proceed, followed by a public hearing, and finally, the second reading of the ordinance. After this process is complete, the annexation map and ordinance can be established and recorded.

In order to annex by resolution, the City must begin by determining the size of the annexation area and its ability to provide services. Once the city fulfills those requirements, the City can proceed by preparing the annexation plat and legal description. Shortly thereafter, a resolution of annexation should be prepared and published. Afterward, a mailing list is created, and notification is sent to property owners in the annexation area. Following notification, a 30-day protest period begins, at which time individual property owners can protest the annexation of their property. A calculation of the protest area based on acreage is determined. Once the protest period passes, a public hearing is held. If the protest area is 25% or more of the desired annexation area, the City and protesting residents enter into mediation, or the City can reconfigure the desired annexation area and start the process over. However, if the protest area is less than 25% of the desired annexation area, the City records the annexation map and the resolution.

# Annexation by Petition

Create written petition for annexation and obtain signatures of at least 3/4 of the qualified electors or the owners of not less than 3/4 in assessed property value of the properties

Submit Petition to City Staff

City officials must review petition and determine size and contiguity of annexation area

Publish petition in Official Newspaper & Mail Notice to property owners who did not sign petition

Prepare Annexation Plat, Legal Description, and Annexation Ordinance

Publish Notice for first and second reading of ordinance and public hearing

First Reading of Ordinance

Public Hearing

Second Reading of Ordinance

Record Annexation Map and Ordinance

# Annexation by Resolution

Determine Size of Annexation and Ability of City to Provide Services

Prepare Annexation Plat and Legal Description

Prepare Resolution of Annexation

Adopt Resolution of Annexation & Publish

Create Mailing List of Property Owners in Annexation Area & Send Notifications - Begins 30-Day Protest Period

Public Hearing

Calculate Protest Area Acreage and Percentage of Total Acreage

Protest Area is 25% or More

Enter into Mediation or Reconfigure and Start Over

Less than 25% Protest Area

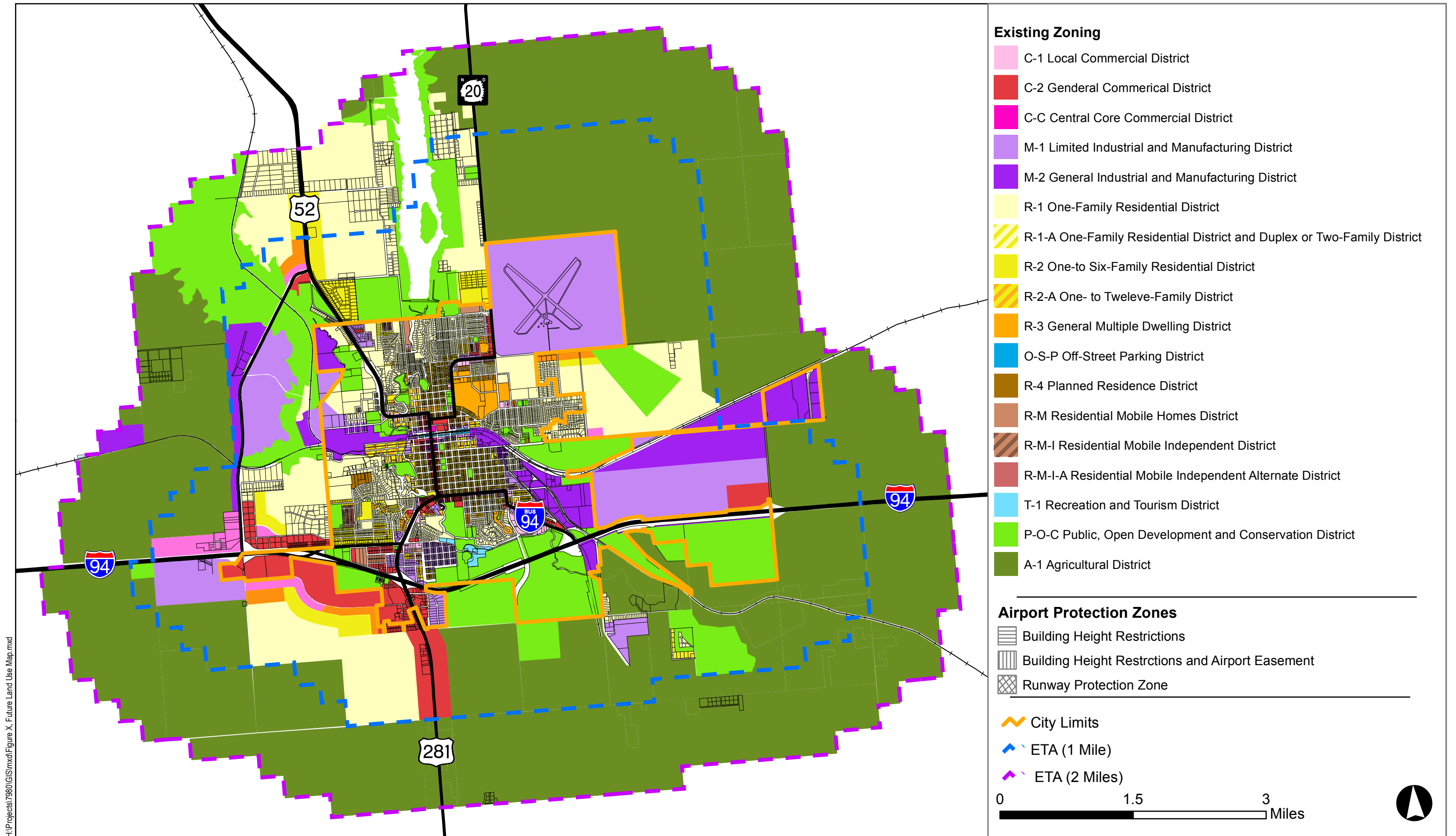
Record Annexation Map and Resolution



## Zoning Recommendations

Zoning districts for inside city limits and the two mile extraterritorial area are shown in Figure 16. The map shows suggested zoning districts that are consistent with the future land use map (see Figure 11). Other similar city zoning districts may also be determined to be consistent with the land use plan. Again, the future land use plan is meant to guide zoning decisions and future development in the community. As a result, a land use designation boundary is not meant to be a permanent fixture, but rather, to illustrate the transition from one land use designation to another transition. Therefore, an area that has been designated low density residential land use may include different intensities of residential zones in the transition area. To further illustrate this point, an industrial land use designation could translate to either the M-1 limited industrial and manufacturing district or the M-2 general industrial and manufacturing district. Another example pertains to the commercial land use designation, where zoning designations could include the C-1 local commercial district, C-2 general commercial district, and C-C central core commercial district zones. The area on the Recommended Zoning District map (Figure 16) that best illustrates this occurrence is east of city limits, between Cavendish Farms and Interstate 94. This area has been designated as industrial land use on the future land use plan; however, on the recommended zoning district map, this area has been divided into suggested two zoning districts: heavy industrial land use along the railroad and light industrial adjacent to the highway.

The majority of Jamestown's one-mile extraterritorial area has already been zoned a district other than agricultural by the city; however, the majority of the outer mile, referred to as the joint jurisdictional area, has not been zoned by the City of Jamestown, and remains under the zoning authority of the Townships. If Jamestown chooses to establish zoning in the outer mile – the joint jurisdiction area – the Agricultural zoning district is recommended for the majority of the area.



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# Jamestown Existing Zoning (City Limits and ETA)

Jamestown Growth Management Plan  
City of Jamestown

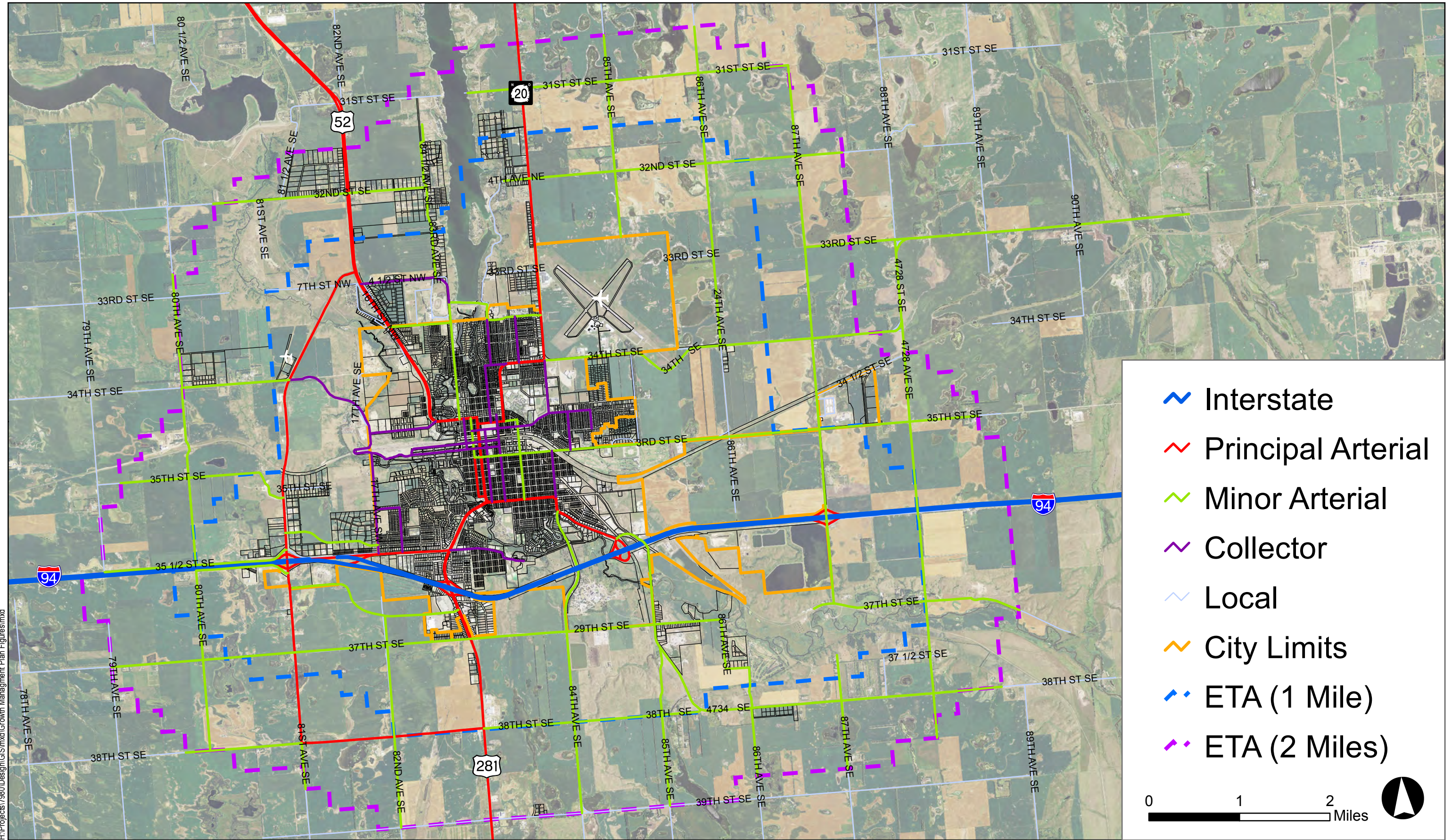
Figure 6

## Future Roadway Network

The functional classification of future roadways is shown in Figure 17, which includes local, collector, principal and minor arterial roadways, and Interstates. Additional local and collector roadways will need to be extended into the extraterritorial area, but the alignment should be determined during the development layout process. The streets shown on the future functional classification map reflect roadways for which continuity and connectivity are particularly important. For example, not all collector streets need to extend beyond the boundaries of a neighborhood or a certain area of the city, but it is important to the future mobility of Jamestown that key roadways at one-mile and half-mile intervals provide east/west and north/south connectivity into and through new growth areas. The alignment of these streets do not need to follow the alignment shown on the figure, but should be defined through the subdivision process or through a more detailed corridor study.

Private roads and streets are created when a roadway is constructed, but right-of-way is not dedicated to the city or county. The land owner, developer, or property owners' association is responsible for maintaining these roadways, including snow removal. The party responsible for private roadway maintenance is often unclear and controversial unless formally designated in conjunction with the subdivision plat and recorded with the county in a separate document.





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Cities, townships and counties are frequently asked to either accept right of way dedication for private roads or to take on the maintenance of private roads without dedication of right of way. This is rarely advisable, and will only be considered by Jamestown if the private roadway is first reconstructed to meet city standards. Without this, the City is likely to someday be convinced to take on responsibility and ownership of a substandard roadway and both on-going maintenance and roadway reconstruction will be costly and controversial.

As development occurs within the City's limits and the extraterritorial area, maintaining an up-to-date functional classification map is important. This includes ensuring that section line roads are shown as arterials where ever appropriate, and that there is at least one east/west and one north/south collector through each square mile of growth area. With exceptions made for water bodies, existing development, and railroad tracks, this criteria is shown in the future functional classification map.

The future functional classification map shows a recommended minor arterial connecting the Wal-Mart/Buffalo Mall business area to the existing roadway south of the Jamestown Regional Medical Center in the southwest portion of the City. Also in the southwest, a minor arterial road is recommended from the western city limits to the US Highway 52 bypass, north of the Interstate 94 on-ramp. The alignment of this recommended roadway places the intersection with US Highway 52 approximately  $\frac{1}{4}$  mile north of the westbound ramps of the I-94 interchange, which will provide improved sight distance of the interchange area from the north, particularly for traffic exiting the city and making a left turn onto the southbound US 52 bypass. In addition to those proposed routes, the section line roads have been recommended as minor arterials, with the recommendation that within each section, a high level of collector road continuity is planned and implemented.

## Appendix A

### Figure A, Future Land Use Map



