FARGO/WEST FARGO PARKING & ACCESS REQUIREMENTS STUDY

Prepared for:
Fargo-Moorhead Metropolitan Council of Governments (Metro COG)

October 2018

Ulteig partnering with Sam Schwartz Transportation Consultants

TABLE OF CONTENTS

INTRODUCTION

Mobility and parking are key, interdependent elements that drive the region's transportation system. As Fargo and West Fargo undergo unprecedented growth, ensuring that visitors, employees, and residents can get to the places they need to go is key to supporting economic development and enhancing the region's overall quality-of-life. The purpose of this study is to analyze how parking plays a role in site development, how street networks can be best laid out to create efficiency in the transportation network, and how modifications to both access and parking regulations can achieve the goals of Metro COG, Fargo, and West Fargo.

The key goals of this study are to:

- Develop guidelines that encourage safe traffic flow, as well as a comfortable walking and biking experience
- Develop access and roadway guidelines that complement land use form, as opposed to just functional classifications
- Reduce the need to build excess off-street parking
- Enable sustainable development patterns

Recommendations aim to improve the efficiency of the transportation network and its connection to land use, enhance mobility and access, and encourage sustainable development patterns. In a region like the greater Fargo area, particularly its growth areas, a balance needs to be struck that ensures compact, walkable neighborhoods and corridors that are not congested with traffic. This study discusses how establishing distinct Street Types that specifically correlate to the surrounding land uses will help create livable neighborhoods that enhance the urban environment and assist in long-term planning decisions. And how better development patterns, illustrated by the Development Prototypes, can support the overall transportation network through an intentional street framework and "Right-Sized" Parking footprint.

Study Review Committee

This study was a collaborative process with a Study Review Committee (SRC) made up of Metro COG and staff from Fargo and West Fargo. The group was responsible for steering the study and providing feedback on critical project direction. At major milestones, the project team met to discuss and collaborate on key issues, potential solutions, and next steps. The names and affiliations of SRC members are listed below:

Fargo-Moorhead Metropolitan Council of Governments

Michael Maddox, AICP
Senior Transportation Planner

City of West Fargo

Tim Solberg, AICP
Director of Planning and Zoning

City of Fargo

Aaron Nelson, AICP
Planing Coordinator
Jeremy Gordon. PE, PTEO
Division Engineer - Transportation

EXISTING CONDITIONS

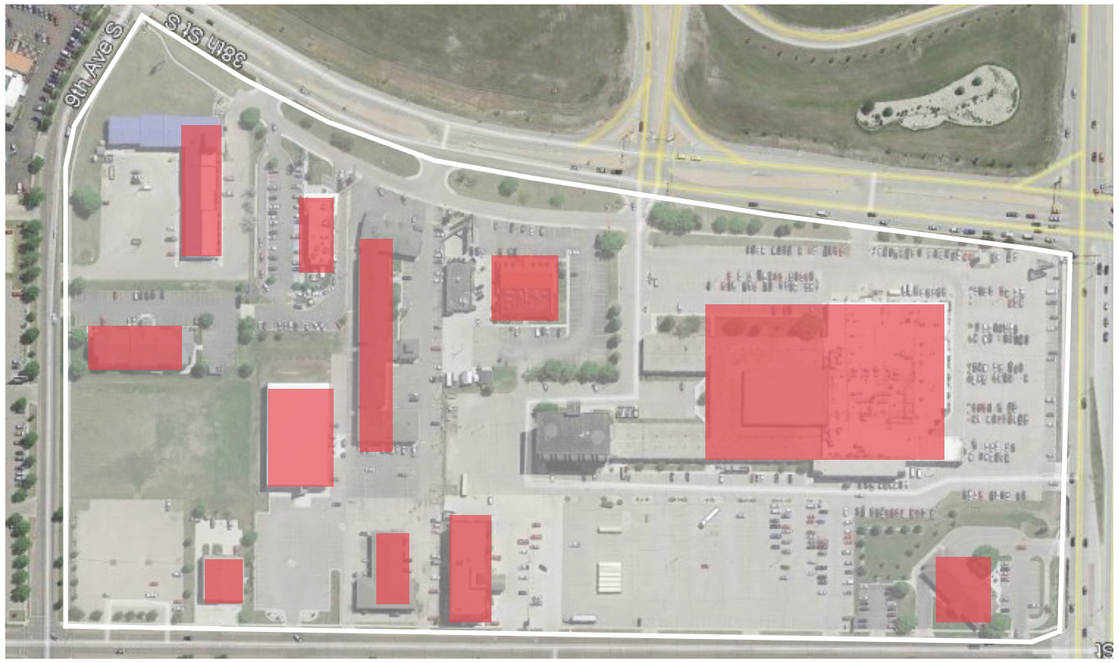
Fargo and West Fargo consist of a variety of residential, commercial, office, and industrial land uses that serve over 150,000 residents daily, and is experiencing continued, exponential growth creating a seamless connection between the street network and parking system is key to establishing smart growth. As is common in this country, the area roadway classification system is separated from parking requirements and land use patterns, which can lead to sprawling, segmented, and car-centric development patterns.

This section identifies the core issues of the region's transportation and development process through assessing existing land uses, surveying parking utilization patterns, and conducting stakeholder interviews.

Development pattern assessment

The region's land use patterns are a product of the existing zoning codes, regulations, and transportation policies currently in place. Assessing the site design elements in Fargo and West Fargo today provides valuable insights into which design tools and strategies should be used in shaping the future. Five primary issues were identified and are outlined below.

Separated land uses



KEY ISSUES

Within this single block in Fargo, there are 11 separate land uses, which are each surrounding by their own separate parking field. This type of development pattern segments land uses, encourages additional car trips, disconnects traffic flow and travel patterns, and discourages pedestrian traffic and cross shopping.

BEST PRACTICES

Businesses and retail services located adjacent to one another encourage cross shopping and discourage additional car trips. Smaller block sizes increase circula¬tion while providing opportunities for on-street parking.

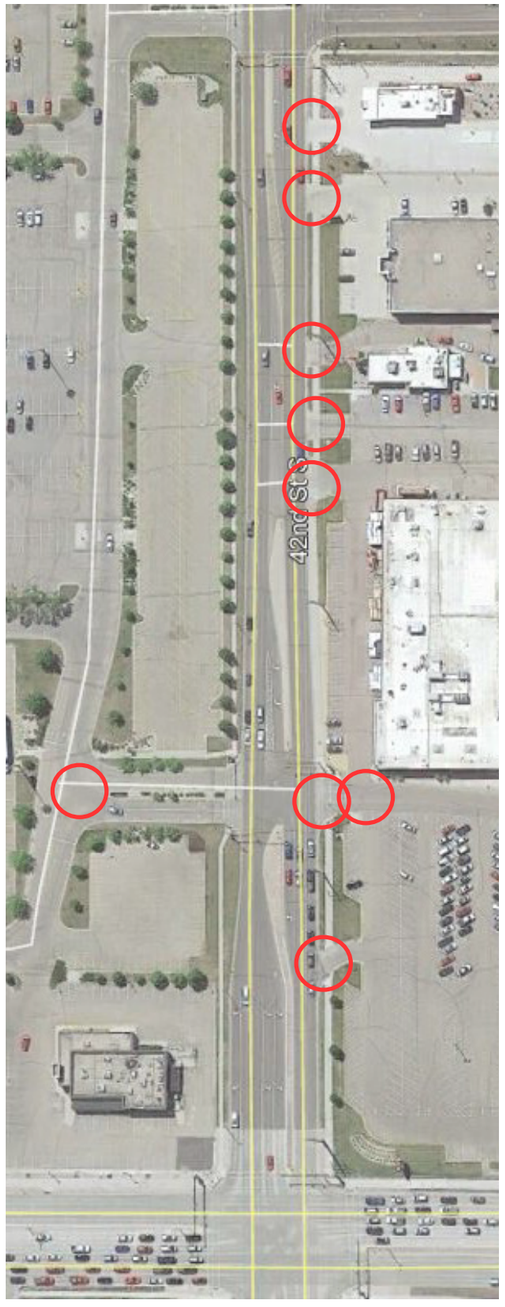
Large number of curb cuts

KEY ISSUES

This example examines a portion of 42nd Street South between 13th Avenue South and 15th Avenue South. The east side of the street has seven driveways (curb cuts) to access land uses, while the west side of the street has one driveway to access businesses. Many curb cuts along a single blockface creates an uncomfortable and unsafe pedestrian environment, encourages additional car trips if cross access is not provided, segments land uses, and interrupts traffic flow/ circulation.

BEST PRACTICES

Reducing the number of driveways creates a more continuous pedestrian environment while improving traffic flow.



Site design barriers between land uses

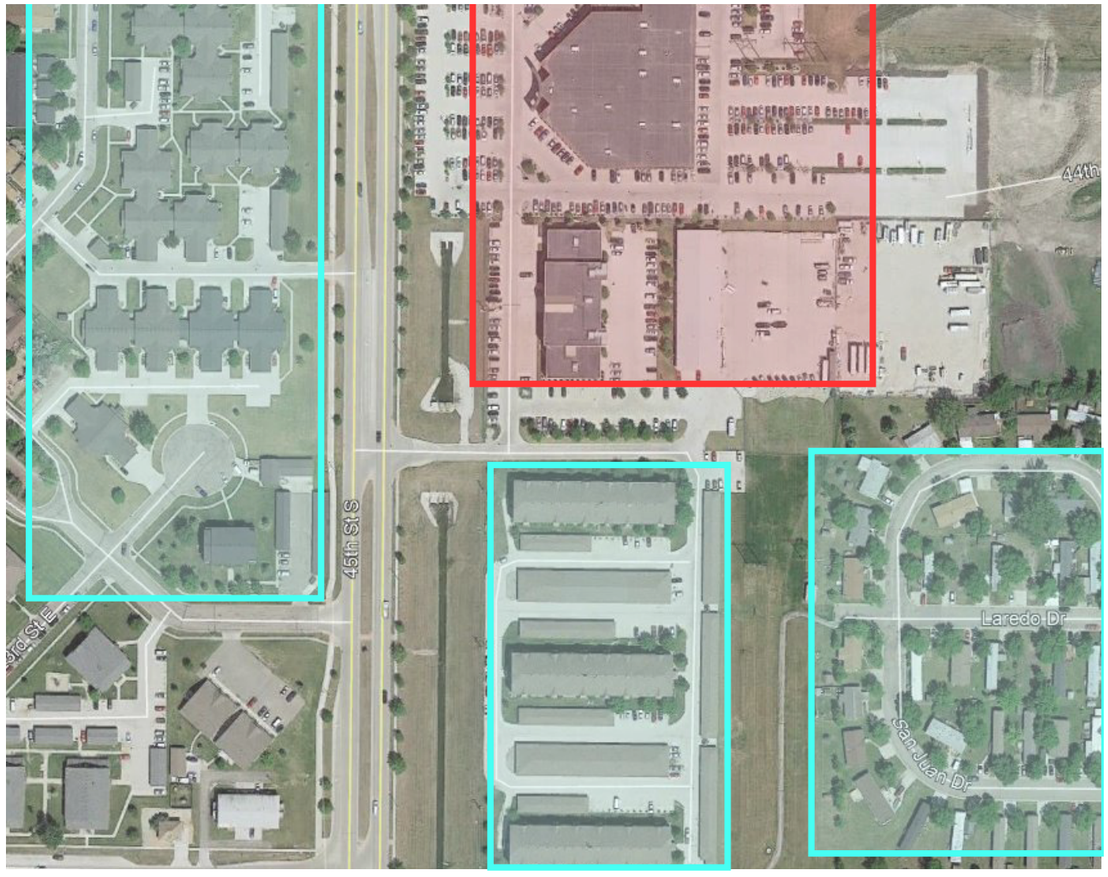
KEY ISSUES

Osgood Plaza located on 40th Avenue South and 45th Street South offers a variety of services for the needs of adjacent residents; however, with entrances exclusively facing the parking toward the arterial, as well as a lack of pedestrian connections, the large building acts as a physical barrier and residents are forced to drive to access these services. This type of development pattern encourages additional car trips and discourages walking trips.

BEST PRACTICES

Establishing convenient and safe connections between residential and commercial land uses enhances the pedestrian experience, increases density, and reduces the parking footprint. This can be accomplished through building orientation and block-level pedestrian infrastructure.

Roadway barriers between land uses



KEY ISSUES

The shopping/office plaza located along 45th Street South between Main Avenue and 9th Avenue South, like the previous example, offers services that benefit adjacent residents. However, none of these services are accessible due to limited pedestrian amenities, water detention infrastructure, and entrances exclusively facing the parking lot/arterial roadway. Self-contained and separated residential and commercial development patterns create oversized and car-centric land use patterns.

BEST PRACTICES

Integrating residential and commercial land uses creates a more dense, walkable environment, using land more productively while encouraging shared parking among land use typologies.

Separated Garages

KEY ISSUES

A series of residential developments on 9th Avenue South is shown that have single-story row garages (in red). This type of development increases the land dedicated to parking and disconnects travel patterns. Stakeholder interviews and anecdotal evidence have informed us that these garages are often used for personal storage, as opposed to vehicle storage.

BEST PRACTICES

Parking shared among residents on surface lots or in first-floor garages is more efficient and produces walkable sites.

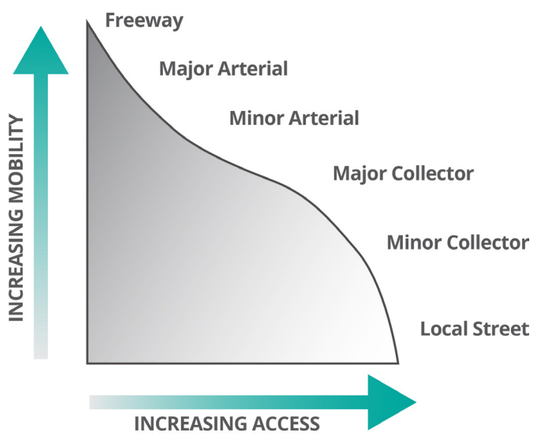
Standalone row garages may be appropriate in certain locations that wouldn't be a barrier to the pedestrian connections.

Functional Classifications

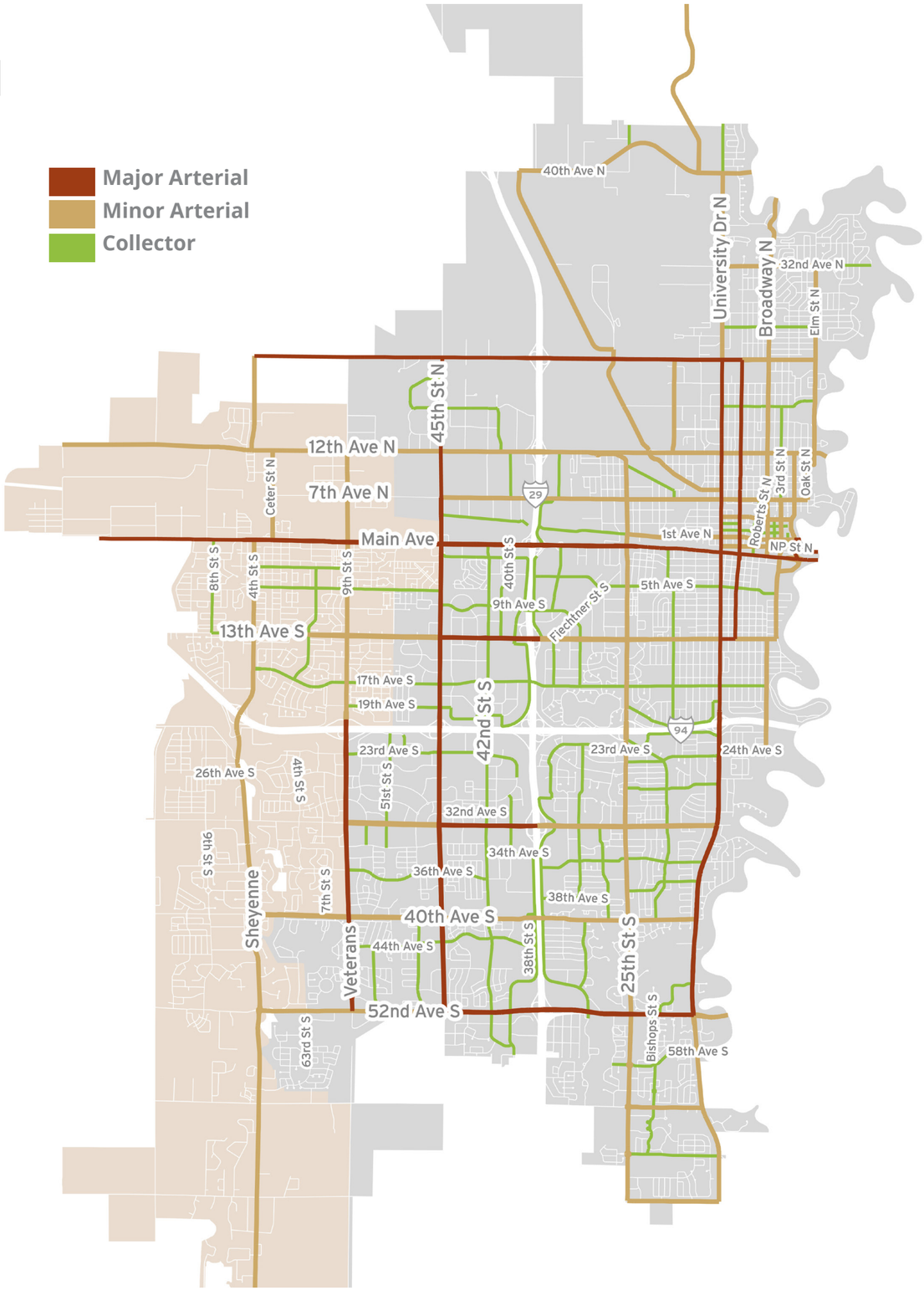
Streets across the United States are typically classified according to the Federal Highway Administration's (FHWA) functional classification system of arterial, collector, and local streets. The intended purpose of the functional classification system is to define a street's role in moving cars within a larger highway network, balancing the movement of vehicles with property access.

Why does a street's classification matter? Functional classifications dictate the way a street is designed, from the width of the lanes to the distance between traffic signals. The classifications also dictate how many access driveways are provided as policies are implemented that minimize/control the number of conflict points on a corridor. The design standards associated with the functional classification system are primarily focused on moving cars without delay. Prioritizing moving cars too quickly though, can create streets that are unsafe, disconnected, and inhospitable for people walking, biking, or waiting for the bus. It can also lead to designing roads that are bigger than they need to be, which means spending extra money on materials, construction, and maintenance.

The current network classifications in the greater Fargo and West Fargo area are no exception and follow a system generally consisting of the following hierarchy:



- Interstate – serve the longest uninterrupted distances at high speeds with limited access opportunities
- Principle Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local – serve short, localized trips and provide frequent access opportunities to adjacent properties



Zoning & Variance Procedures

In recent years, Fargo and West Fargo have seen increased requests for variances, waivers, and reductions to the parking requirements prescribed by local zoning codes for both residential and commercial areas, indicating preferences towards lowering parking minimum requirements and increased flexibility. The following section of the report outlines existing policies and procedures surrounding parking requirements and variance requests.

Existing zoning code

Parking minimum requirements for both Fargo and West Fargo were examined and compared to national standards. The table below outlines the minimum requirements in comparison to national standards for major land uses. While the single and multi-family households are aligned with—or slightly below—national standards, the minimum parking requirements in Fargo and West Fargo were higher than the national standard for all other land uses. Implementing minimum parking requirements that are greater than the demand for parking raises the cost of construction for developers, increases the distance that land uses can locate between one another, and expands the street and infrastructure system.

Parking Minimum Requirements for major land uses in Fargo, West Fargo, and National Standards

Landuse	City of Fargo	City of West Fargo	National Standard	Unit
Single family	2.00	2.00	2.00	Bedroom
Multi-dwelling household	1.25	1.00	1.23	Dwelling Unit
Office - medical	5.00	5.00	3.20	1,000 sqft
Office - general	3.33	5.00	2.84	1,000 sqft
Restaurant/bar/tavern/lounge	13.33	10.00	10.60	1,000 sqft
Religious Institutions	0.40	0.33	0.20	Seat

Variance request procedures

While West Fargo does not have stipulations to reduce the City's minimum parking requirements, the City of Fargo provides developers seeking to supply parking below the minimum parking requirement with two types of review/approval procedures for parking reductions: (1) an administrative review for small reductions in parking or (2) review by the Planning Commission for larger reductions. Parking reductions approved administratively are referred to as Alternative Access Plan (AAP), and reductions approved by the Planning Commission are referred to as Conditional Use Permits (CUP)1 . The process in obtaining a CUP is shown in the figure to the right, demonstrating that there are four key steps to complete prior to a Planning Commission hearing including submitting an application, scheduling a hearing, public notice, and staff review. The City of Fargo has received 19 CUP and AAP applications since 2015. Key data points for each of these reduction permit types are summarized below:

Conditional Use Permit (CUP)

- 14 applications since 2015
- The majority of applicants were pursuing shared parking agreements
- The average reduction rate was 40%
- The most common land uses submitting CUP applications were medical, religious institutions, and retail

Alternative Access Plan (AAP)

- 5 applications since 2015
- The majority of applicants were making a case for lower parking demand for their development
- The average reduction rate was 18%
- The most common land uses submitting AAP applications were medical, office, and residential land uses

Other zoning stipulations

In addition to the previously outlined parking policies, the City of Fargo provides the following zoning stipulations for transportation demand management and shared parking. These polices are intended to provide developers with increased flexibility for the amount of parking they are required to construct while encouraging alternative modes of transportation and more dense development patterns.

Transportation Demand Management

May authorize a reduction in the number of required off-street parking spaces for developments that institute and commit to maintain a transportation management program. The applicant must submit a study that clearly indicates the types of transportation management activities and measures proposed.

- Posting and Distribution of Information
- Transportation Coordinator. Disseminating information on ride-sharing and other transportation options
- Off-Peak Work Hours. Allow employees to arrive at times other than the peak morning commute period
- Preferential Parking. Specially marked spaces for each registered car pool and van pool
- Financial Incentives. Financial incentives for employees commuting by car pool, van pool and transit may

Shared Parking

Developments or uses with different operating hours or peak business periods may share off-street parking spaces if approved as part of an Alternative Access and Parking Plan.

- Location. Unless shuttles are provided, parking must be located within 600 feet of entrances
- Zoning Classification. Shared parking areas serving uses located in nonresidential zoning districts must be located in nonresidential zoning districts. Serving uses located in residential zoning districts may be located in residential or nonresidential zoning districts.
- Shared Parking Study. Study must address the size/type of the proposed development, the composition of tenants, turnover rate and anticipated peak for all uses
- Agreement for Shared Parking. A shared parking plan will be enforced through written agreement among all owners of record.

Parking Utilization Surveys

To better understand parking demand patterns in Fargo and West Fargo today, a parking inventory and utilization survey was completed on three major land use typologies: (1) residential, (2) commercial, and (3) mixed use. Separate sites that best represent each of these land uses were identified and surveyed during peak demand periods. The location of each of the surveyed sites are identified in the figure to the right; the names of each site, as well as the hours surveyed can be seen below.

A map of the selected sites can be seen in the correlating figure. The names of each site, as well as the hours surveyed can be seen below.

Residential Typologies

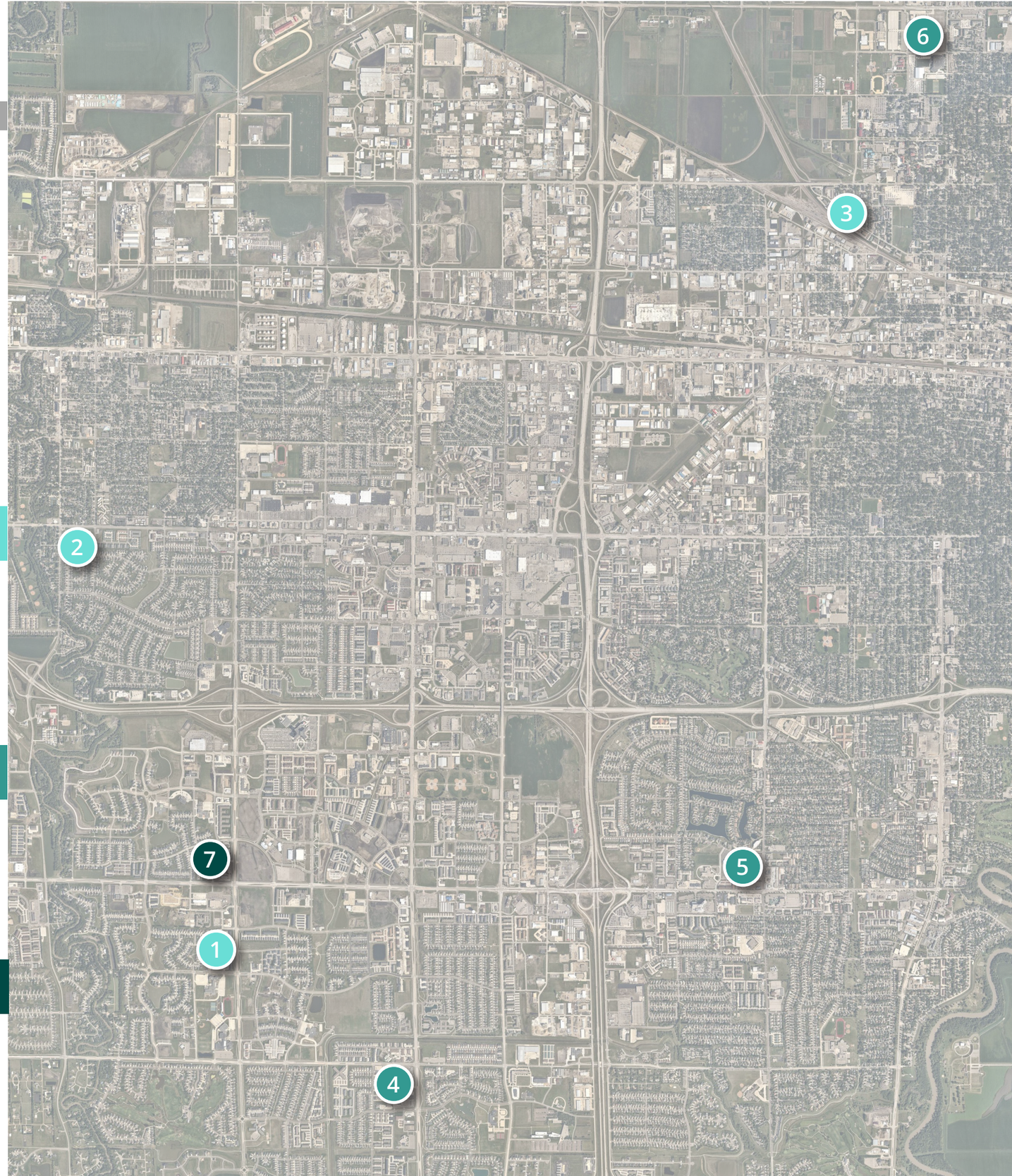
1. Shadow Ridge/Shadow Bay Apartments
2. Sheyenne Crossing's retirement center
3. NDSU student house units

Commerical

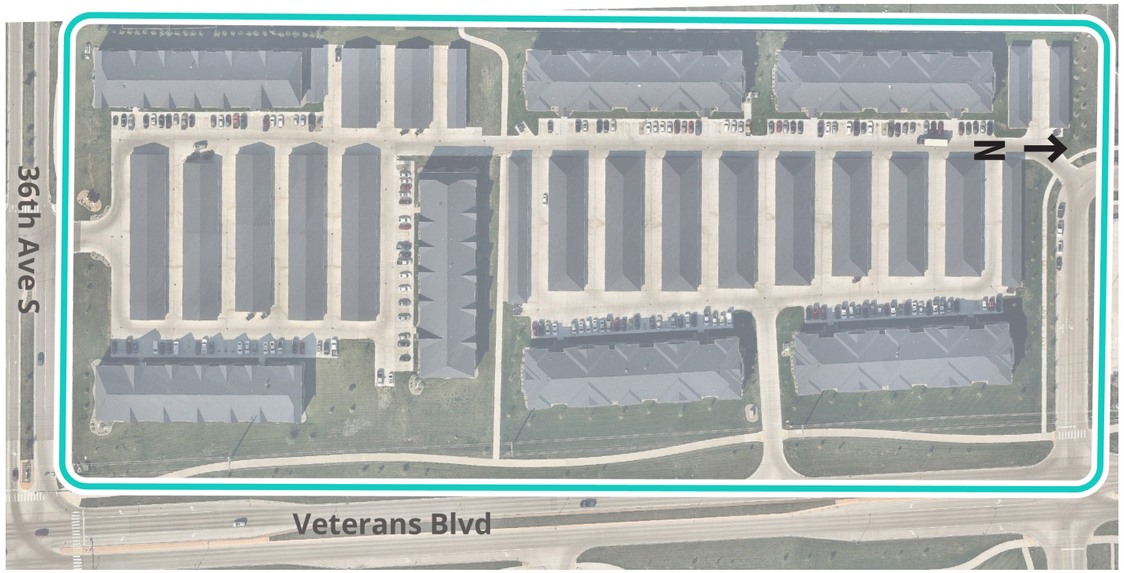
4. Osgood Plaza
5. 1st International Plaza
6. Northport Plaza

Mixed use Typologies

7. Boulevard Square



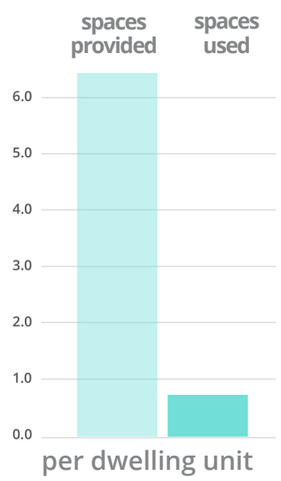
① Shadow Ridge/ Shadow Bay
Multi-family apartments



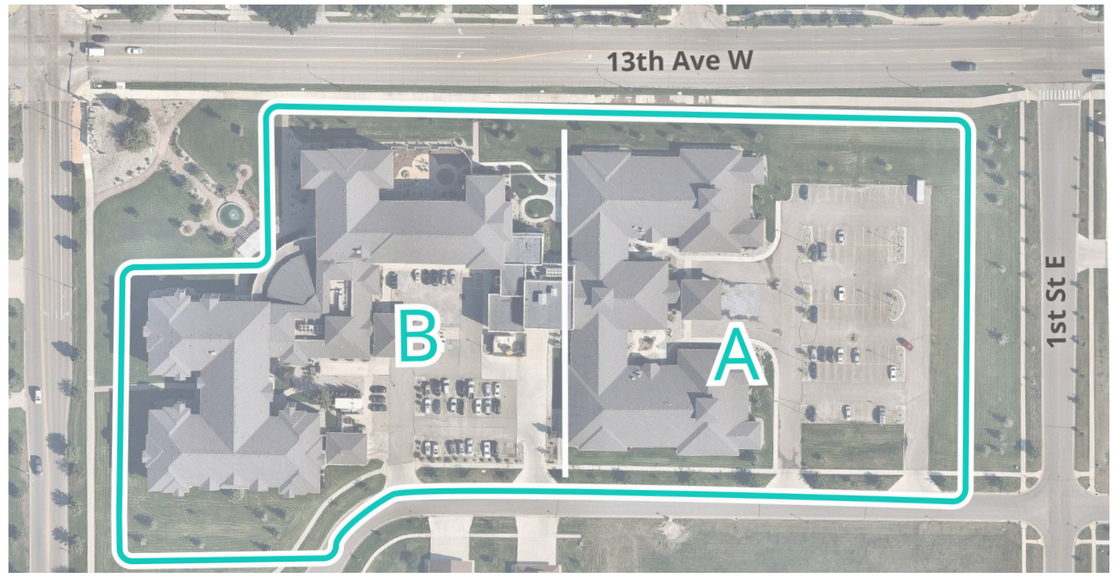
A 108-dwelling unit complex with a variety apartment types ranging from studio to three-bedroom apartments. While there are 188 outdoor parking spaces, there are also 516 enclosed garage spaces, which were unable to be examined as part of the utilization survey (assumed full).

Utilization survey results

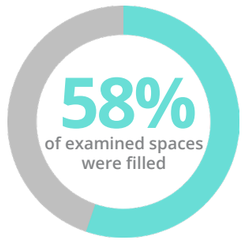
Type	Inventory	Demand
On-street	7	7
Surface lot	188	163
Garage spaces	*516*	-



② Sheyenne Crossings
Retirement community

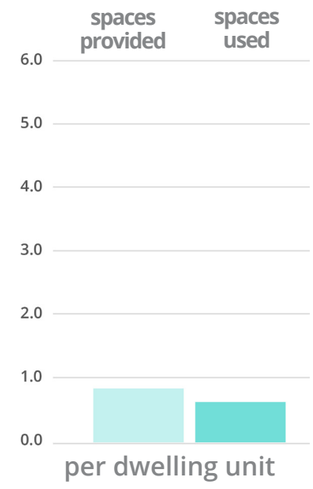


A retirement community that provides a full range of lifestyle and service options from independent living, assisted living, memory care, transitional care, home care, memory care and skilled nursing care. Sheyenne Crossings has 193 units with a total of 137 parking spaces for employees and residents.

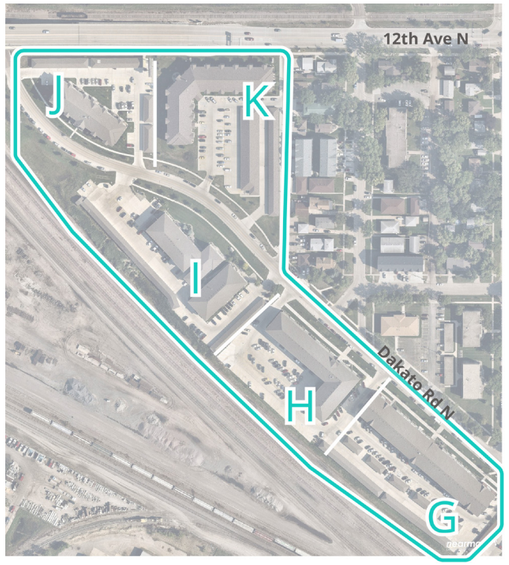


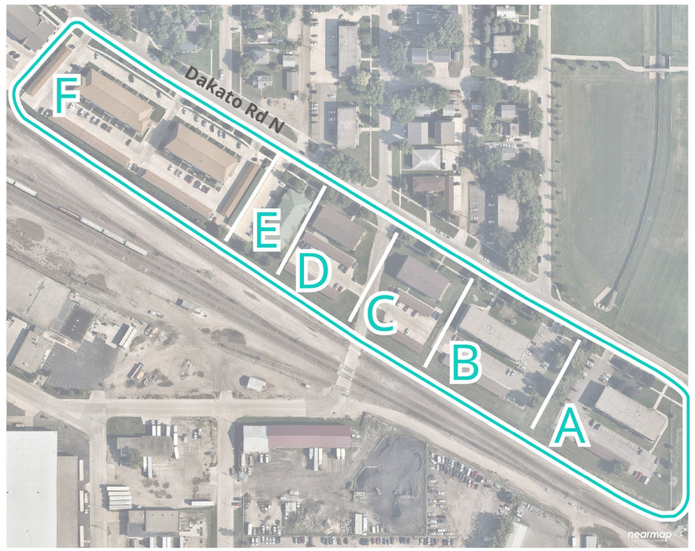
Utilization survey results

ID	Type	Inventory	Demand
A	Visitor parking	89	44
B	Employee parking	48	35
	Total	137	79



③ North Dakota State University, student housing



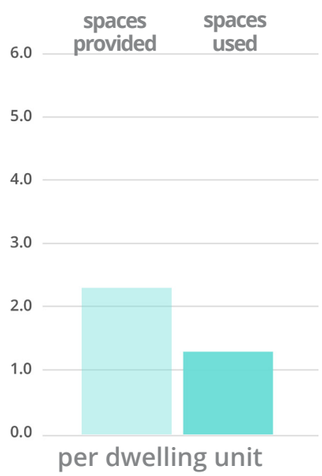


The 11 sites examined are representative of typical student housing developments in that they are mid- to high-rise apartment buildings that are ½- to 1-mile away from the NDSU campus. Similar to the Shadow Bay apartments, several of the examined sites have separated enclosed garages that could not be examined as part of the utilization survey. In addition to the demand in the off-street lot and garages, over 60 vehicles were parked along adjacent side streets, indicating that the demand for parking in this area is high.

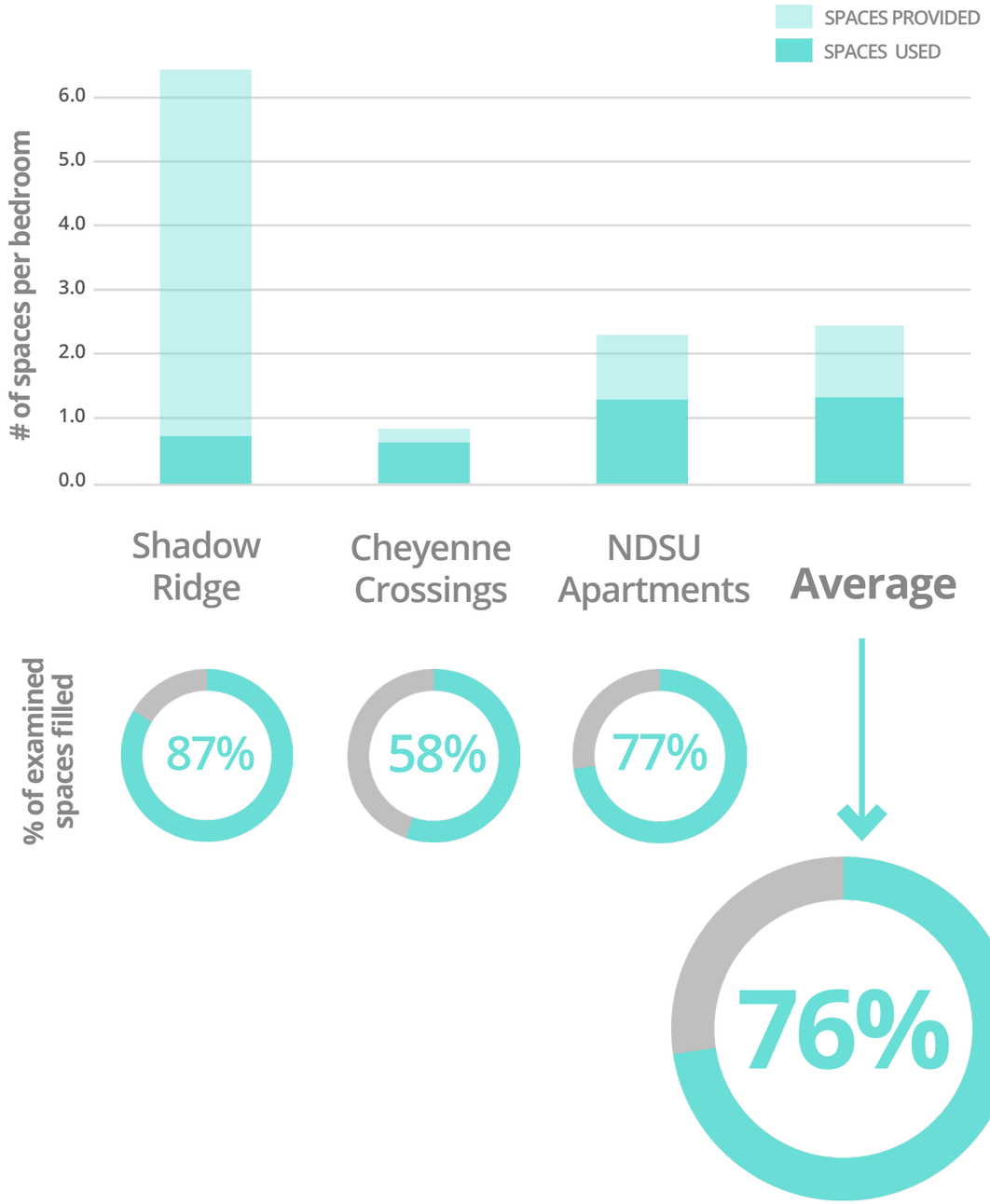
Utilization survey results

ID	Type	Inventory	Demand
A	*On-street*	*10*	*10*
	Surface lot	69	39
	Garage	*12*	-
B	*On-street*	*10*	*10*
	Surface lot	61	42
	Garage	*14*	-
C	Surface lot	21	13
	Garage	*17*	
D	Surface lot	12	10
	Garage	*12*	
E	Surface lot	18	13
	Garage	*14*	
F	Surface lot	91	52
	Garage	*63*	

ID	Type	Inventory	Demand
A	*On-street*	*10*	*10*
	Surface lot	69	39
	Garage	*12*	-
B	*On-street*	*10*	*10*
	Surface lot	61	42
	Garage	*14*	-
C	Surface lot	21	13
	Garage	*17*	
D	Surface lot	12	10
	Garage	*12*	
E	Surface lot	18	13
	Garage	*14*	
F	Surface lot	91	52
	Garage	*63*	

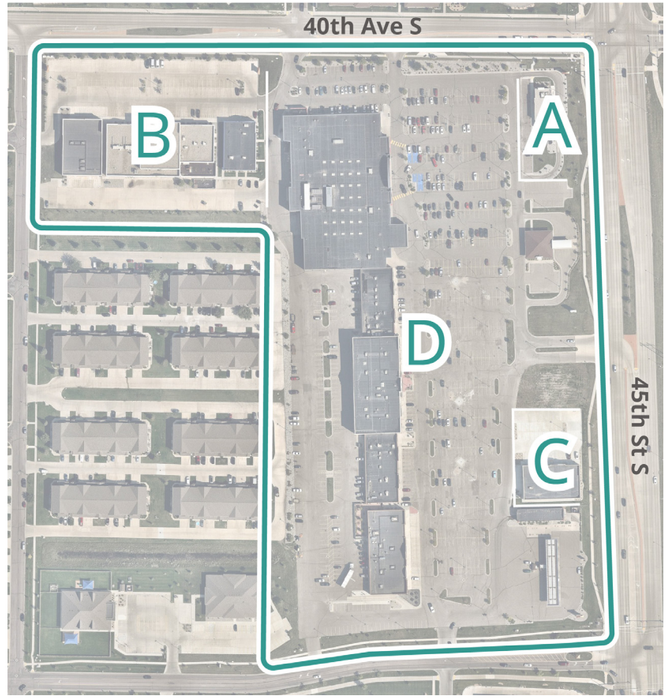


Summary of Residential Land Uses



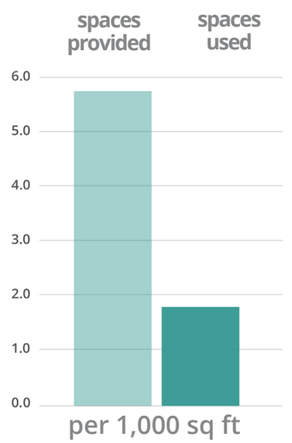
4 Osgood Plaza, 4151 45th Street

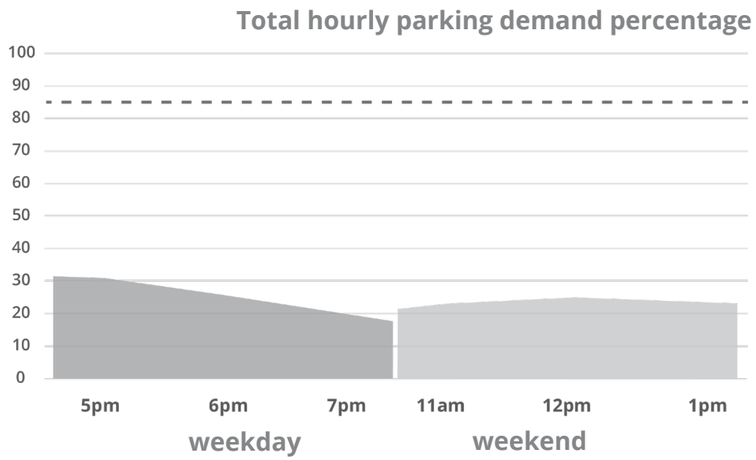
The shopping center is anchored by Hornbacher's and includes other personal services such as a Men's Hair Company, Nail Spa, Cherry Berry, Jimmy john's, and Bulldog Tap. Area A is a Dairy Queen, Area B includes an Essentia Health Day Clinic, Lil Bloomers, Chiropractor, and other restaurants. This site is surrounded by residential housing developments.



Utilization survey results

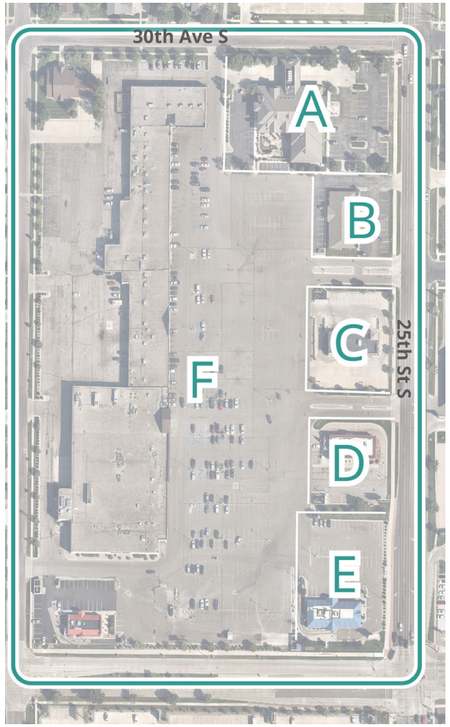
ID	Subsection	Inventory	Demand					
			Weekday			Weekend		
			5pm	6pm	7pm	11am	12pm	1pm
A	Dairy Queen	12	**3**	2	4	4	9	2
B	Western retail	240	**75**	31	19	16	14	12
C	T+Mobile area	35	**1**	1	1	0	1	1
D	Main lot	948	**298**	268	200	263	279	275
	TOTAL	**1,235**	**377**	**302**	**224**	**283**	**303**	**290**





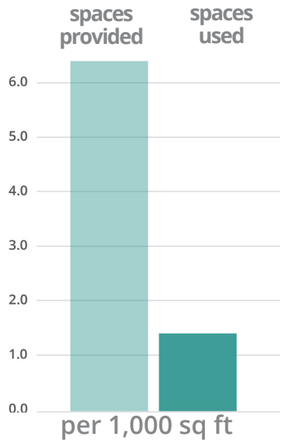
5 1st International Plaza, 3051 25th Street

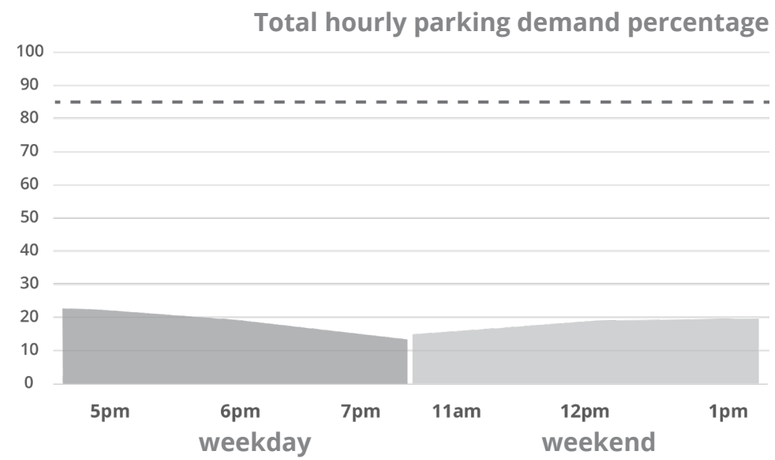
The largest of the three commercial sites examined, it has the largest number of retail stores, with Area F including a Coinstar, Family Fare Super market, Caribou Coffee, Royal Liquors, Pizza Hut, Great Clips, Boppa's Bagels, Shang Hai, and a Men's Hair Company. Area A is a First National Bank & Trust; Area B is a Schmidt's Gems & Fine Jewelry; Area D is an Arby's; and Area E is a Culver's. The site is primarily surrounded by commercial land uses with some residential.



Utilization survey results

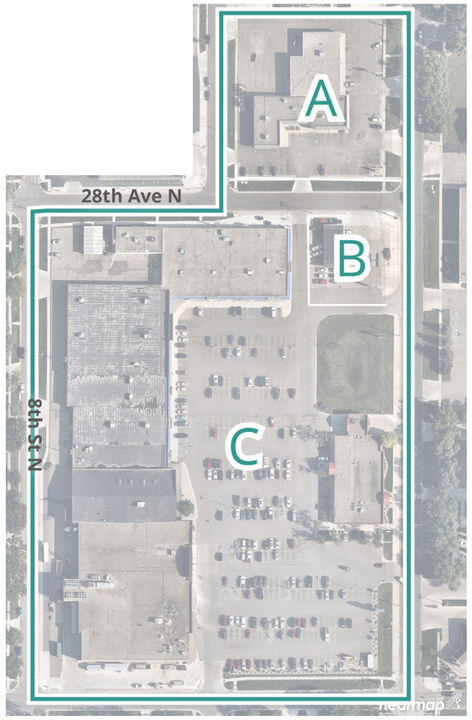
ID	Subsection	Inventory	Demand					
			Weekday			Weekend		
			5pm	6pm	7pm	11am	12pm	1pm
A	First Int'l Bank	81	**29**	9	9	12	10	11
B	Jewelry Store	30	**11**	4	3	3	3	4
C	KFC	39	**8**	10	5	1	6	9
D	Arby's	36	**4**	4	3	2	3	4
E	Culvers	56	**12**	14	11	6	11	13
F	Main lot	711	**149**	143	98	132	151	145
	TOTAL	**953**	**213**	184	129	156	184	186





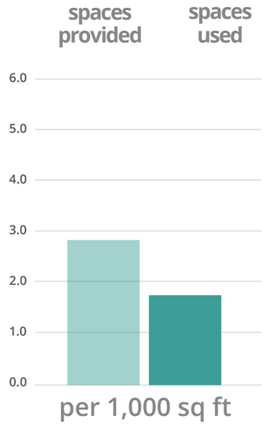
⑥ Northport Plaza, 2602 Broadway North

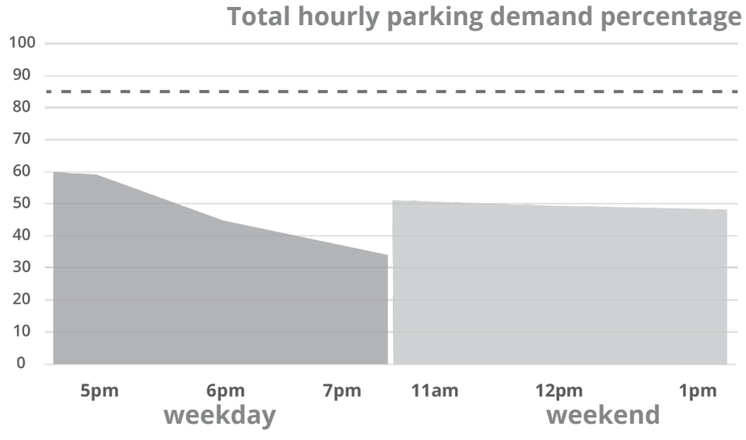
Considered to be one of the older retail developments in the region with several larger tenants in Area C including a Hornbacher's, Ace Hardware, Anytime Fitness, and Fargo Public Library. Area A consists of a Family Dollar and Dog Grooming facility; and Area B is a Tesero gas station. There is a combination of residential and retail uses surrounding the Northport Plaza.



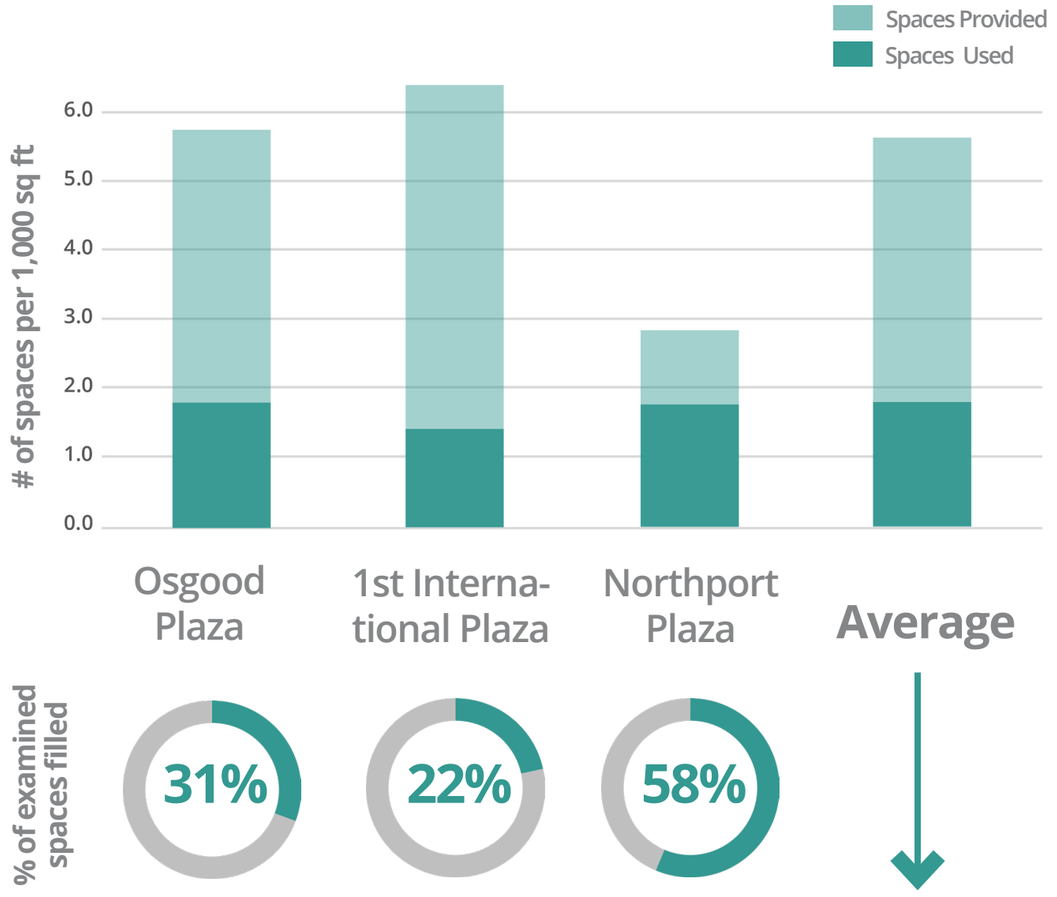
Utilization survey results

ID	Subsection	Inventory	Demand					
			Weekday			Weekend		
			5pm	6pm	7pm	11am	12pm	1pm
A	Family dollar	52	**27**	14	13	14	15	12
B	Gas station	13	**12**	11	6	15	15	15
C	Main lot	366	**213**	167	136	188	181	180
	TOTAL	**431**	**252**	**192**	**155**	**217**	**211**	**207**



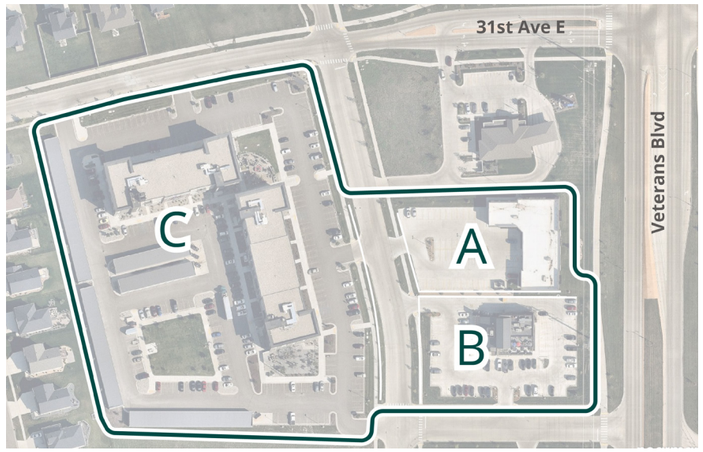


Summary of Commercial Land Uses



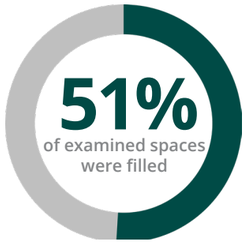
⑦ Boulevard Square, 745 31st Avenue East

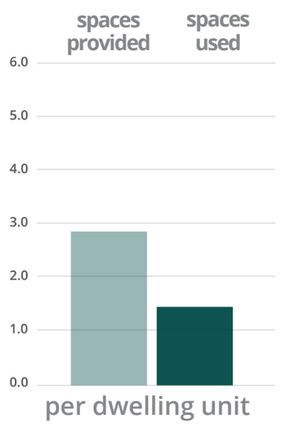
Boulevard Square was recently constructed and includes a variety of retail stores such as Spicey Pie, Flatland Brewery, Pub West, Summit Software, and TrueIT, as well two stories of residential units above the commercial amenities. Area A consists of a Steep Me A Cup of Tea, Insurance Agent, and Glacial Peak Cryotherapy; and Area C consists of a Boulevard Pub.

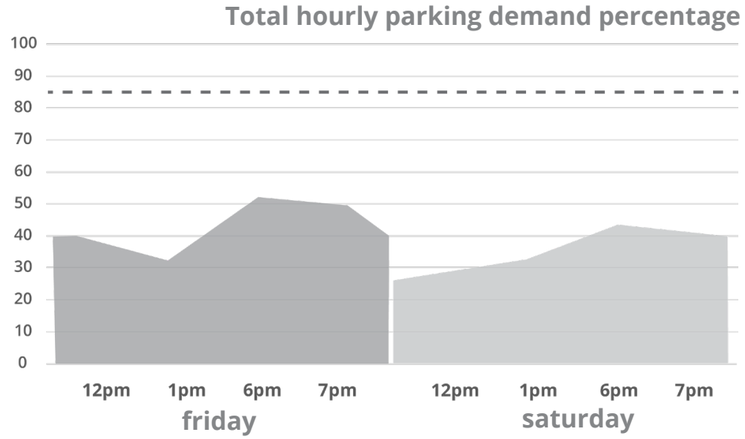


Utilization survey results

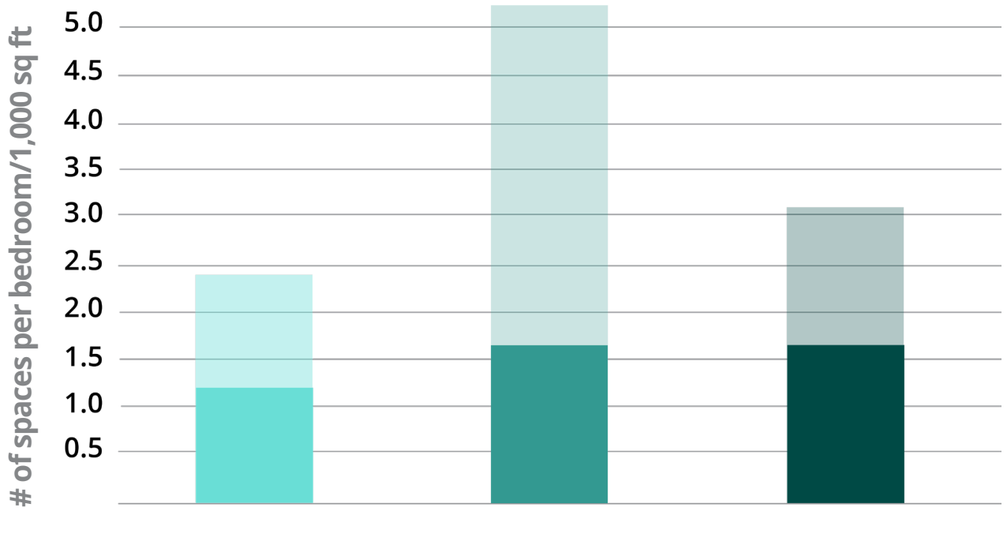
ID	Subsection	Inventory	Demand							
			Friday				Saturday			
			12pm	1pm	**6pm**	7pm	12pm	1pm	6pm	7pm
A	Steep me a cup	47	16	14	**0**	0	8	8	0	0
B	Boulevard Pub	75	26	22	**50**	54	14	27	47	45
C	Retail	285	119	98	**159**	146	97	100	129	120
	Structured garages	*71*								
	TOTAL	407	161	134	**209**	200	119	135	176	165

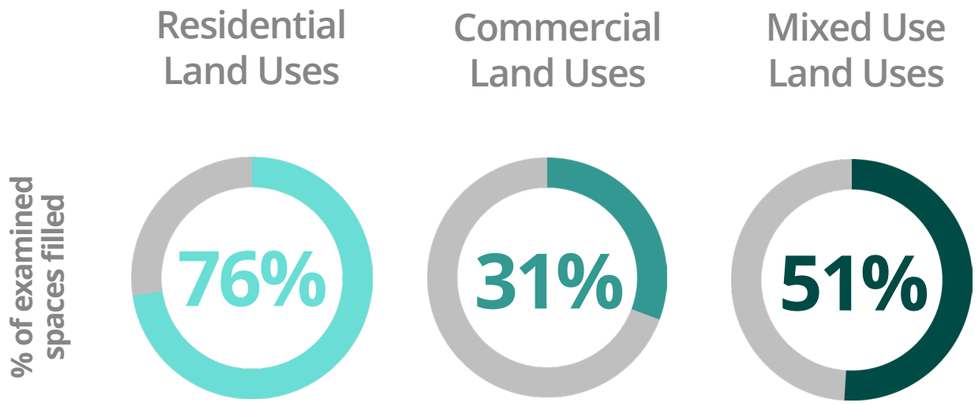






Summary of All Land Uses





Stakeholder Interviews

With the area's primary parking and access issues quantified, hearing from residents, employees, customers, and other day-to-day users provided us with a more complete picture. One-on-one interviews with developers, financial institutions, and non-profit organizations were conducted to understand the specific parking needs, challenges, and opportunities for alterations in the development process.

The key stakeholders identified for this process were determined by the SRC and consultant team. Those willing to be interviewed included:

- Homebuilders Association
- Greater Fargo/Moorhead Economic Development Corporation
- Goldmark Commercial Real Estate
- Kilbourne Group
- Investor Group
- Dietrick Construction
- Terry Welle Construction

"Whenever you want to do anything that is out of the norm, you have to spend a lot of time and money"

Overall, developers were interested in letting the market dictate development, allowing them to build more of what is selling and less of what is not. Six of the seven stakeholders interviewed were aware of options to alter minimum parking requirements but commented that the City is stringent on their minimum parking requirements, stating that they would be very unlikely to offer a variance. Those that were aware of the opportunity to reduce minimum parking requirements in Fargo through a CUP or AAP commented on the increased time and money spent on in filling out the application, preparing the proper documentation and studies, and presenting at the Planning Commission. Developers commented that they prioritize "following the path of least resistance" and are not likely to reduce the number of spaces supplied because it would take more time and cost more money. They are more likely to continue developing the same (or similar) projects since they have successfully done so in the past and feel more secure in the profitability. Several stakeholders stated interest in learning more about the procedures associated with reducing parking supply, shared parking, and other zoning regulations that could be applied to their developments in the future.

Some of the key other points stated by the stakeholders interviewed are outline below:

- The cost of building in the metro area has increased dramatically due to infrastructure costs associated with flood protection. This has led the majority of residential construction to occur in the surrounding neighborhoods. However, the majority of jobs (schools, hospitals, healthcare, etc) are still located—and being constructed—in Fargo, which leads to a large number of commuters between Fargo and the surrounding region. Residential housing stock in Fargo tends to be multi-family rental.

- Generally, the design of homes is a direct reaction to market preferences – builders build homes that are selling. The goal is to find a balance between what the consumer is willing to pay for, what regulations allow, and what is affordable. One example stated that there was a push for neo-traditional development with alleyways and front porches but people do not want to walk to and from their car and wanted larger garages so that is what is built.

- Senior housing is a common housing development type but the parking requirement for this land use is much higher than the demand for parking. Many senior housing residents want a 2-bedroom unit for one resident. About 60 to 75% of residents do not have a car and none have 2 cars which leads to an oversupply of parking for these developments.

- There are several developments in which the developer spent a ton of money on parking that is just sitting there remaining unused. And reducing the volume of parking requires the developer to spend additional money and time to hire a firm to complete a parking study to justify it. When everything is purely by the book, the characteristics of the individual sites are neglected. The City should have guidelines to allow for substantiated parking reductions, why would they not allow developers to downscale to a level that is adequate? There are several developments in which they spent a ton of money on parking that is just sitting there remaining unused

- Developers, builders and property management companies understand the preferences of the region, so the City should give these entities more flexibility and independence moving forward.

"There are several developments in which we spent a ton of money on parking that is just sitting there unused."

- Parking is an element for every business that considers locating in Fargo and West Fargo; it has never been the sole reason that a business or company has chosen not to locate in the Fargo, but it has been a contributing factor.

- Preferences in downtown and nodal areas is mixed use development, for which shared parking has become easier to get approval on. Residents living in these units understand that it is an urban environment and that walking is part of that experience. Office employees can be more challenging since the employees are more likely to be commuting from further and expect parking directly in front of the office.

Issues & Opportunities

! **ISSUE.** Many of the streets in Fargo and West Fargo are designed to maximize traffic flow, with several lanes and high speeds. It negatively impacts walkability and creates safety issues for all users.

+ **OPPORTUNITY.** Not all streets are used the same way, and their amenities need to reflect that. Different streets should accommodate different users based on the distinct characteristics and land use patterns.

! **ISSUE.** Fargo and West Fargo's non-vehicular networks are limited and disconnected from one another, preventing people who are walking, biking, or accessing transit from reaching their destination.

+ **OPPORTUNITY.** Future development needs to be more compact and connected to give people more options when traveling in and around Fargo. Managing street intervals and driveways is a key factor in shaping development pattern.

! **ISSUE.** Developers are attuned to the distinct parking characteristic for different land uses, but are more likely to follow existing regulations than challenge parking minimum requirements as it would slow down the approval process.

+ **OPPORTUNITY.** Giving developers the flexibility to provide less parking is a key aspect of satisfying market demand and increasing affordability.

! **ISSUE.** The amount of parking supplied vastly exceeds demand. All three of the land use types surveyed did not require the amount of parking that was supplied. Creating too much parking diminishes a neighborhood's vitality and walkability, creating sprawled development patterns, and leading to vehicle-dominated neighborhoods.

+ **OPPORTUNITY.** When planned holistically, parking can accommodate residents, employees, and businesses, without detracting from the vitality of the public realm. Creating policies and regulations that accurately reflect the parking demand, costs, and economic characteristics of a particular location is essential in achieving a balanced parking supply overall.

FRAMEWORK FOR THE FUTURE

Recommendations presented in this section consider the intrinsic connection between land use, parking and transportation, and specifically address the key access issues identified through this study. The following framework establishes distinct street types that specifically correlate to the surrounding land uses, supporting the development of livable neighborhoods and the right amount of parking.

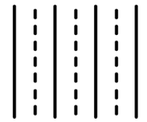
Streets for the Future

In a region like the greater Fargo area that needs to provide a broad range of infrastructure facilities to support its current footprint and upcoming developments, establishing distinct typologies that consider the residents of the region first will improve the efficiency of the transportation network and assist in long-term planning decisions. Streets of the future will be classified to better reflect how people use the street and the street's character, in addition to the street's role in the network. The typologies will align the way streets are designed with the surrounding land uses.

Seven Street Types were identified that encapsulate the variety of street functions needed to create a complete transportation network. The street typologies are designed to align with the existing and future land uses, as well as the more traditional corridor classifications. Thus, the street typologies follow a similar naming convention, combining the predominate land use with the scale (e.g., residential + neighborhood or mixed use + arterial).

The Street Types explained on the following pages will guide Fargo and West Fargo in designing streets and deciding what elements to include on certain streets, such as on-street parking, a landscaped median, or crosswalks. The street typologies will also help inform important policy decisions that impact all users if the streets, such as setting speed limits that are comfortable and safe and providing convenient access to housing and businesses.

The design and configuration of a street has a major impact on how safe and easy it is to cross the street for people walking, how efficient it is for cars, trucks and buses, and how comfortable it is to visit with friends or shop at local businesses. For each of the street types, guidelines detailed below will help decide which street elements (e.g., medians, on-street parking) should be included on which streets, the spacing and/or configuration of those elements, and other important factors such as speed limit.

 Land Use	Since street design should be informed by context, compatible land use types are important in determining street type.
 Speed Limit	Speed is a crucial factor in the number of traffic crashes that occur on streets and a major determinant of the severity of those crashes.Speed should be linked to access, context, users, and purpose.
 Travel lanes	Streets should have enough lanes to move people, within reasonable delay parameters, driving but also consider the impact on people crossing the street, how a wider a street can alter a community's character, and the added construction and maintenance costs of building larger streets.
 Median	On streets with multiple lanes of traffic moving in opposite directions, providing physical separation will improve safety, regulate access, and present an opportunity for landscaping and traffic calming benefits.
 Parking	On-street parking is convenient for residents and visitors, leads to more efficient land use, and provides safety benefits for all street users; however, on streets with higher speeds and traffic volumes, on-street parking may not be appropriate.
 Pedestrian Crossing	The appropriate type of pedestrian crossing depends on vehicle speeds and volumes along the street and should be tailored to the surrounding land uses.
 Access spacing	Managing street intervals and driveways is a key factor in shaping development pattern. On streets with higher speeds and traffic volumes, increasing the distance between full access points or traffic signals improves traffic flow; however, controlled access must be balanced with a connected, walkable street network.

Regional Arterial. Act as a secondary alternative and direct connection to the Interstate system, serving large traffic volumes with highly controlled/ limited interruptions.

Commercial Arterial. Act as gateways, connecting people from Fargo, West Fargo, and the wider region to the area's major destinations.

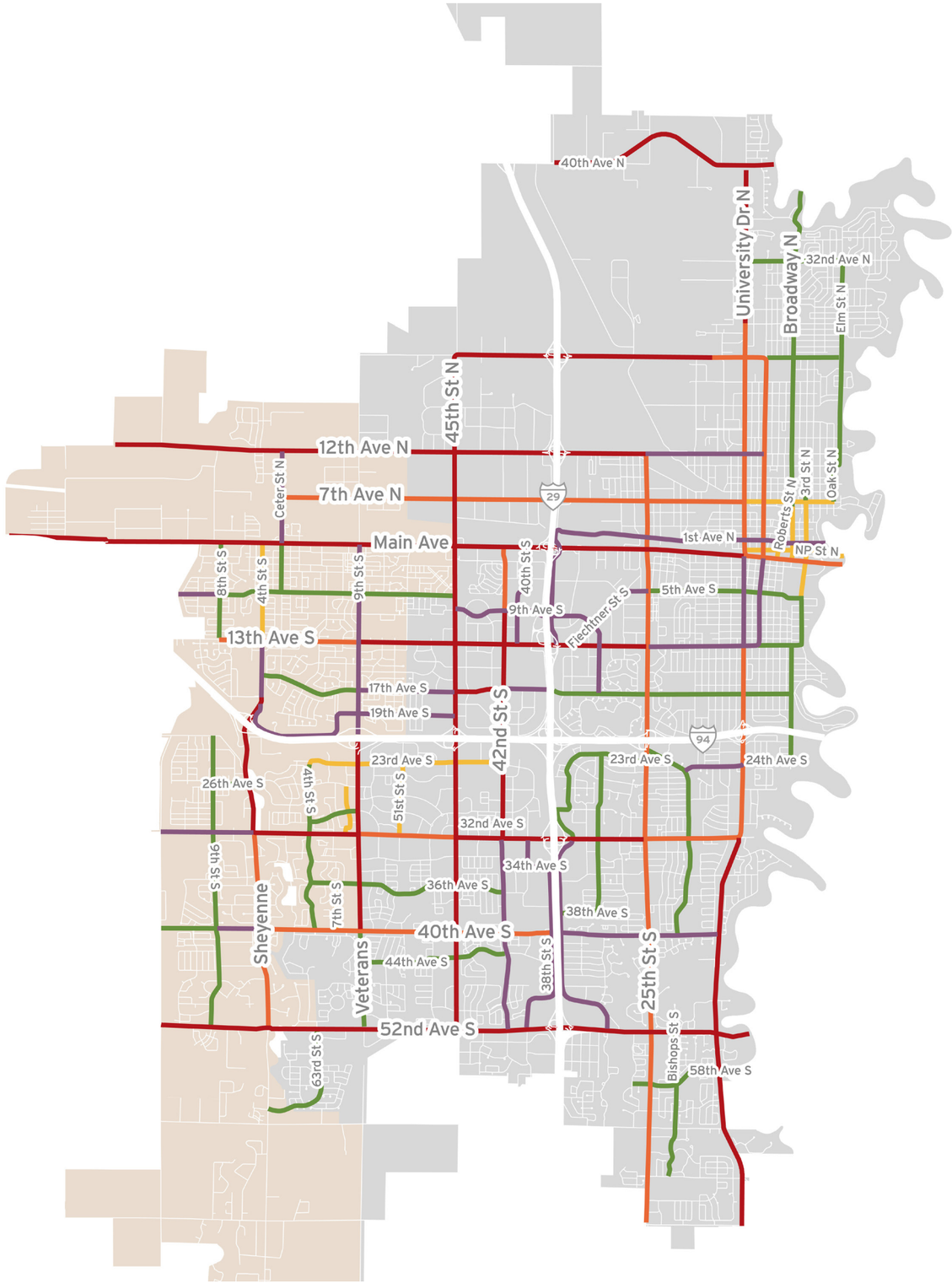
Mixed Use Arterial. Act as cross-town links and business corridors where people live, shop, dine, and work while supplying parking to support economic activity.

Mixed use Collector. Connect residents from their neighborhoods to commercial nodes and corridors and are critical in enabling economic activity

Residential Collector. Connect neighborhoods and link residents with important facilities like libraries, schools and parks.

Mixed Use Neighborhood. Prioritize pedestrian safety and comfort over the mobility of cars.

Residential Neighborhood. Connect residents to each other and serve as shared space for neighbors to socialize and play.



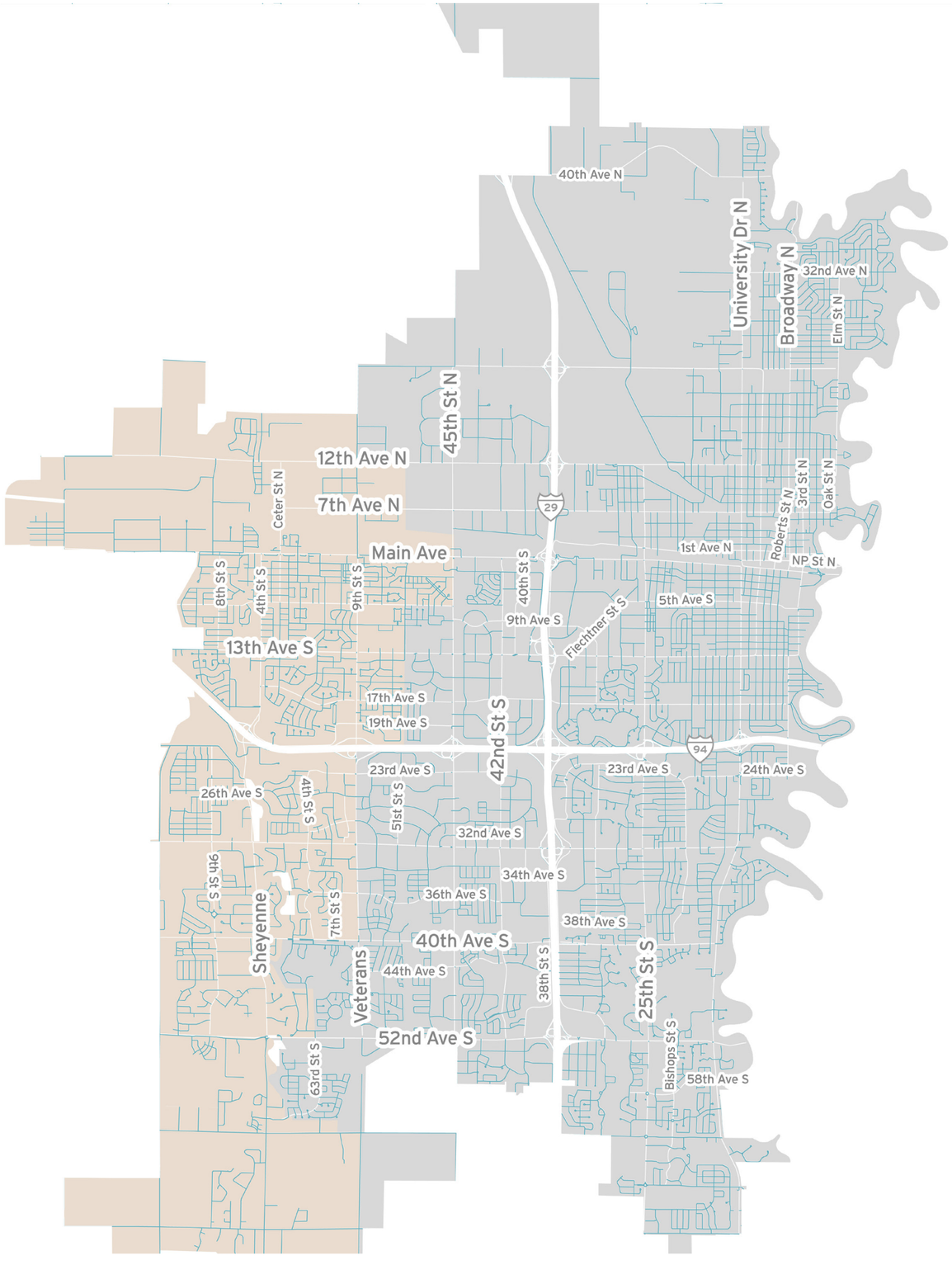
RESIDENTIAL NEIGHBORHOOD

Residential Neighborhood streets are calm and connect residents to each other and nearby destinations, carrying low traffic volumes at low speeds. These streets serve as much as a place for neighbors to socialize and play as they do to move vehicles. Neighborhood residential streets are predominately fronted by single family houses or other low-density housing and access occurs at the property level. Direct property access is a functionality of this street type.

	Land Use Low-density Residential, Civic
	Speed Limit 25 mph maximum
	Travel lanes 2 travel lanes
	Other No median
	Parking On-street parking
	Pedestrian Crossing Crosswalk

Access spacing

Traffic Signal:	Unsignalized Full Access:	Right-in/Right-out:	Driveways:
N/A	block-level (300-400 feet)	N/A	30-50 feet



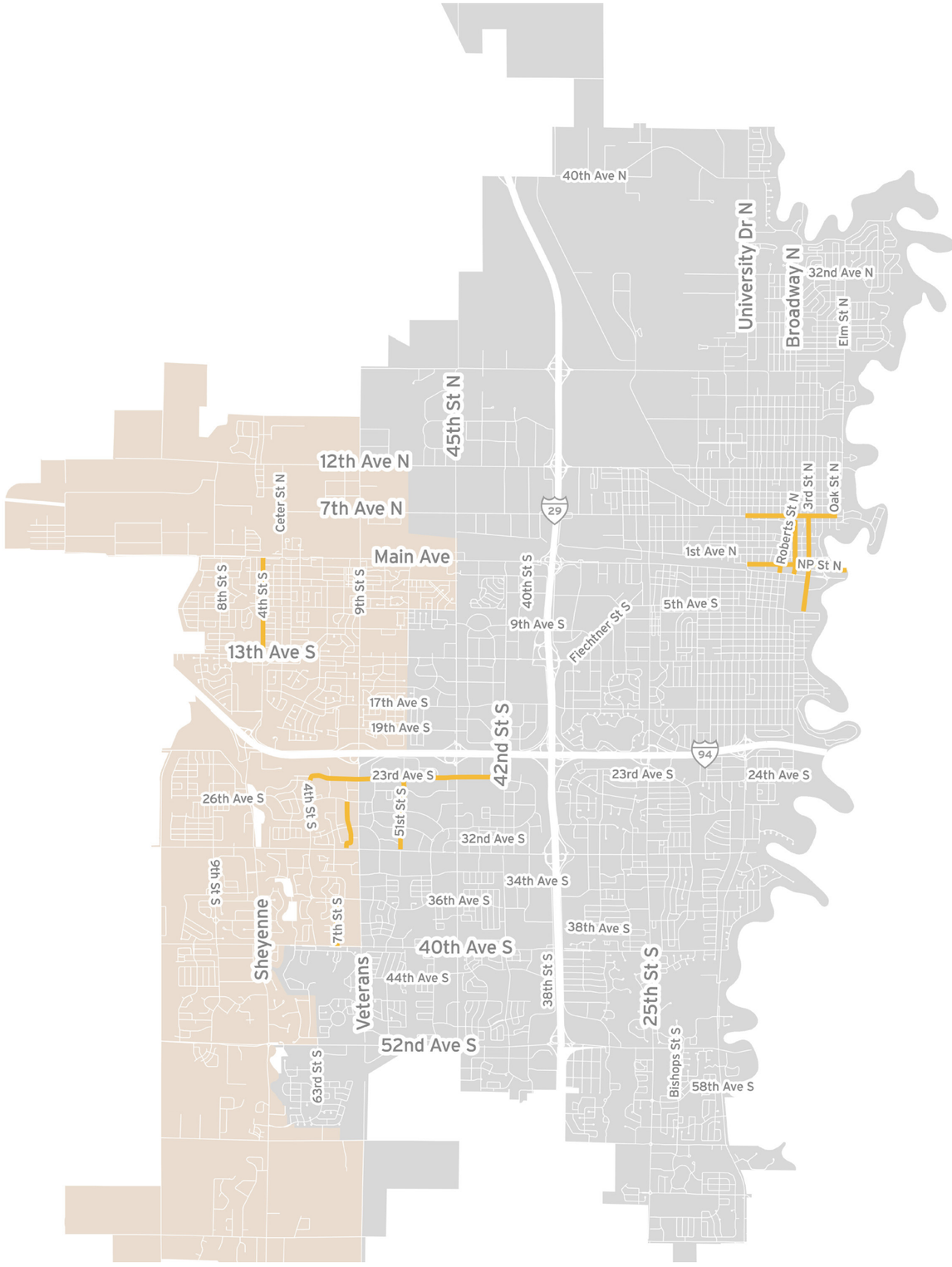
MIXED USE NEIGHBORHOOD

Mixed Use Neighborhood streets have a particular focus on prioritizing pedestrian safety and comfort over the mobility of cars. These streets are activity corridors that foster economic interaction and provide convenient parking opportunities to that effect. Mixed Use Neighborhood streets accommodate traffic at low speeds but limit access points to minimize pedestrian conflicts.

	Land Use Multi-family Residential, Pedestrian-oriented Commercial
	Speed Limit 25 mph maximum
	Travel lanes 2 travel lanes
	Other No median
	Parking On-street parking
	Pedestrian Crossing Crosswalk

Access spacing

Traffic Signal:	Unsignalized Full Access:	Right-in/Right-out:	Driveways:
300-400 feet	Block Level (300-400 feet)	N/A	150-200 feet

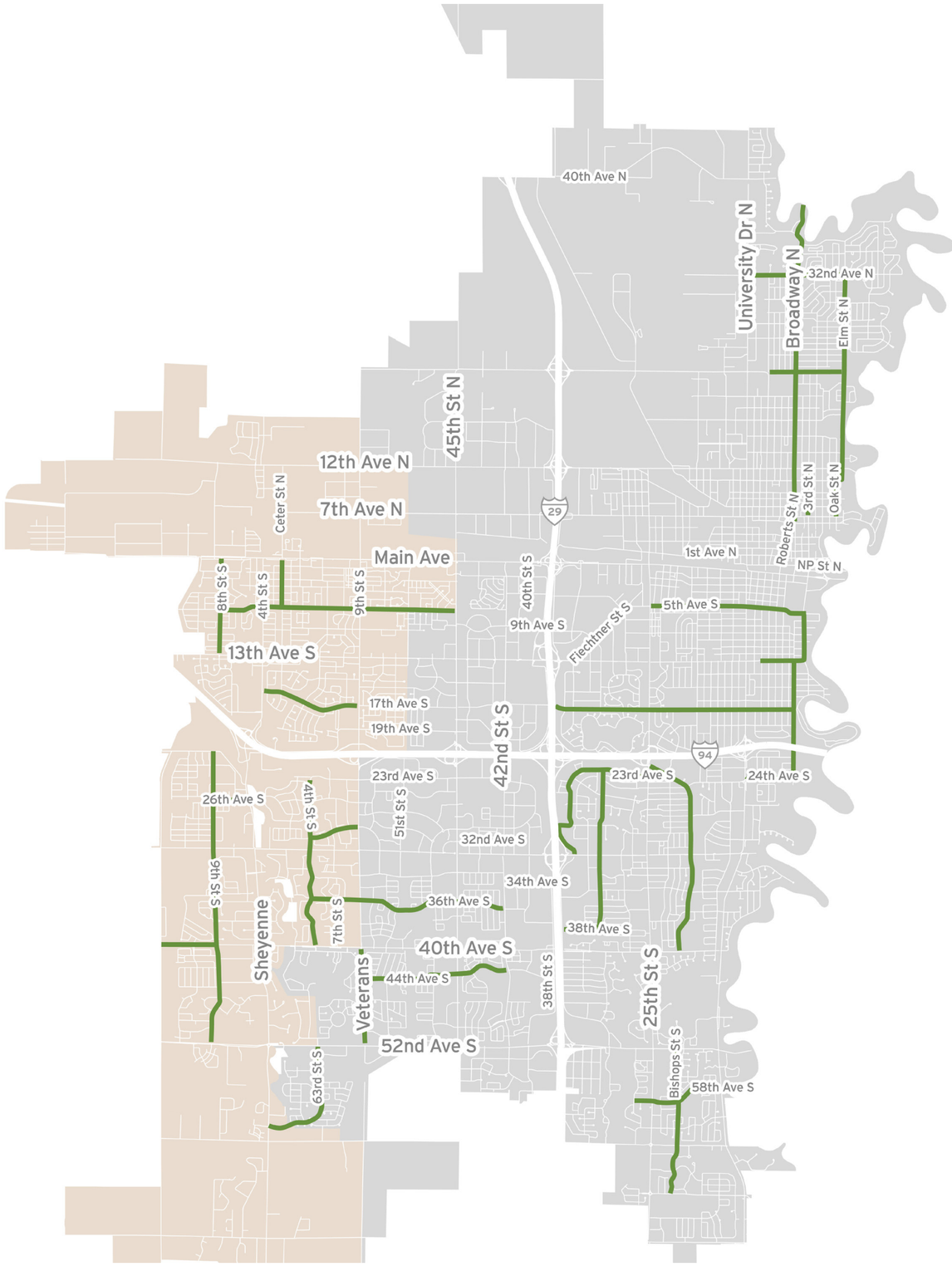


RESIDENTIAL COLLECTOR

Residential Collector streets connect neighborhoods and link residents with important institutional and recreational facilities like libraries, schools, and parks. These streets act as important links in the network for people using all modes of travel. There are a variety of housing types along these corridors from single family homes to apartment buildings, as well as community facilities. While these streets carry a moderate level of vehicular traffic, Residential Collector streets should also support community uses and character. These streets function to funnel traffic to defined access points on the arterial system that are usually attenuated by a traffic signal, allowing for ease of access.

Land Use	Variety of Residential, Institutional
Speed Limit	30 mph maximum
Travel lanes	2 travel lanes
Other	Roundabout
Parking	On-street parking
Pedestrian Crossing	Crosswalk

Access spacing	Traffic Signal:	Unsignalized Full Access:	Right-in/Right-out:	Driveways:
	N/A	Block-Level (300-400 feet)	N/A	50-100 feet

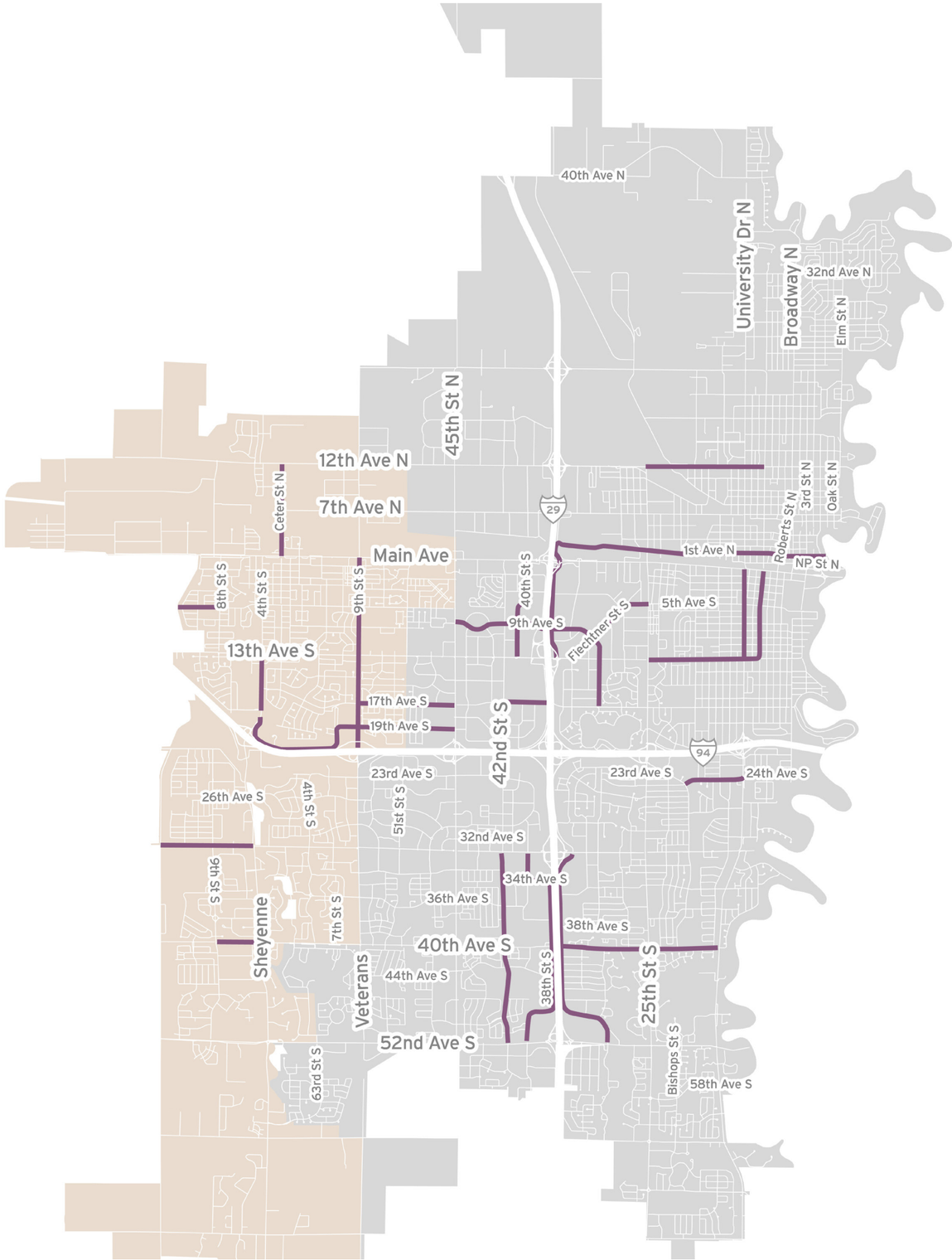


MIXED USE COLLECTOR

Mixed Use Collector streets connect residents from their neighborhoods to commercial nodes and corridors and are critical in enabling economic activity. There is a mix of uses along these types of streets, including multi-family housing, employment centers, and businesses. Mixed Use Collector streets should accommodate a moderate level of vehicles, as well as buses, delivery trucks, and people walking for daily errands.

	Land Use Multi-family Residential, Commercial, Office
	Speed Limit 30 mph maximum
	Travel lanes 3 travel lanes
	Other Landscaped median or center turn lane
	Parking On-street parking
	Pedestrian Crossing Median-protected crosswalks

Access spacing	Traffic Signal:	Unsignalized Full Access:	Right-in/Right-out:	Driveways:
	600-800 feet	Block Level (300-400 feet)	N/A	200 feet

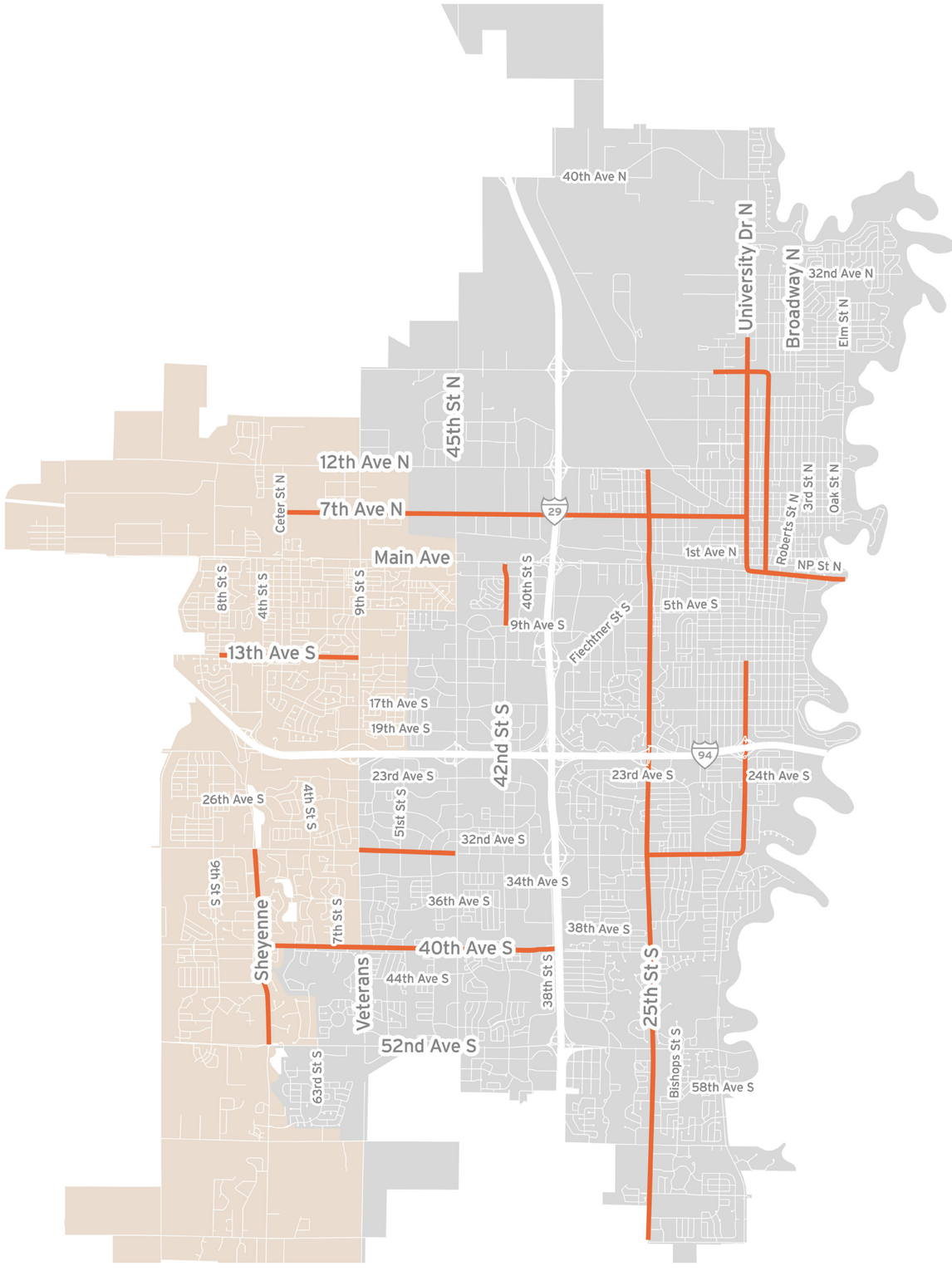


MIXED USE ARTERIAL

Mixed Use Arterial streets are business corridors where people live, shop, dine, and work. Mixed Use Arterial streets provide cross-town links to employment and commercial centers. These types of streets carry a higher volume of cars while providing access to a walkable street network. On-street parking should be allowed on these types of streets to encourage economic activity, as well as calm traffic and create a pedestrian buffer.

	Land Use Multi-family Residential, Commercial, Industrial
	Speed Limit 35 mph maximum
	Travel lanes 3-5 travel lanes
	Other Landscaped median or center turn lane
	Parking On-street parking
	Pedestrian Crossing Signal or median-protected crosswalk

	Traffic Signal:	Unsignalized Full Access:	Right-in/Right-out:	Driveways:
Access spacing	600-800 feet	Block-Level (300-400 feet)	200 feet	200 feet

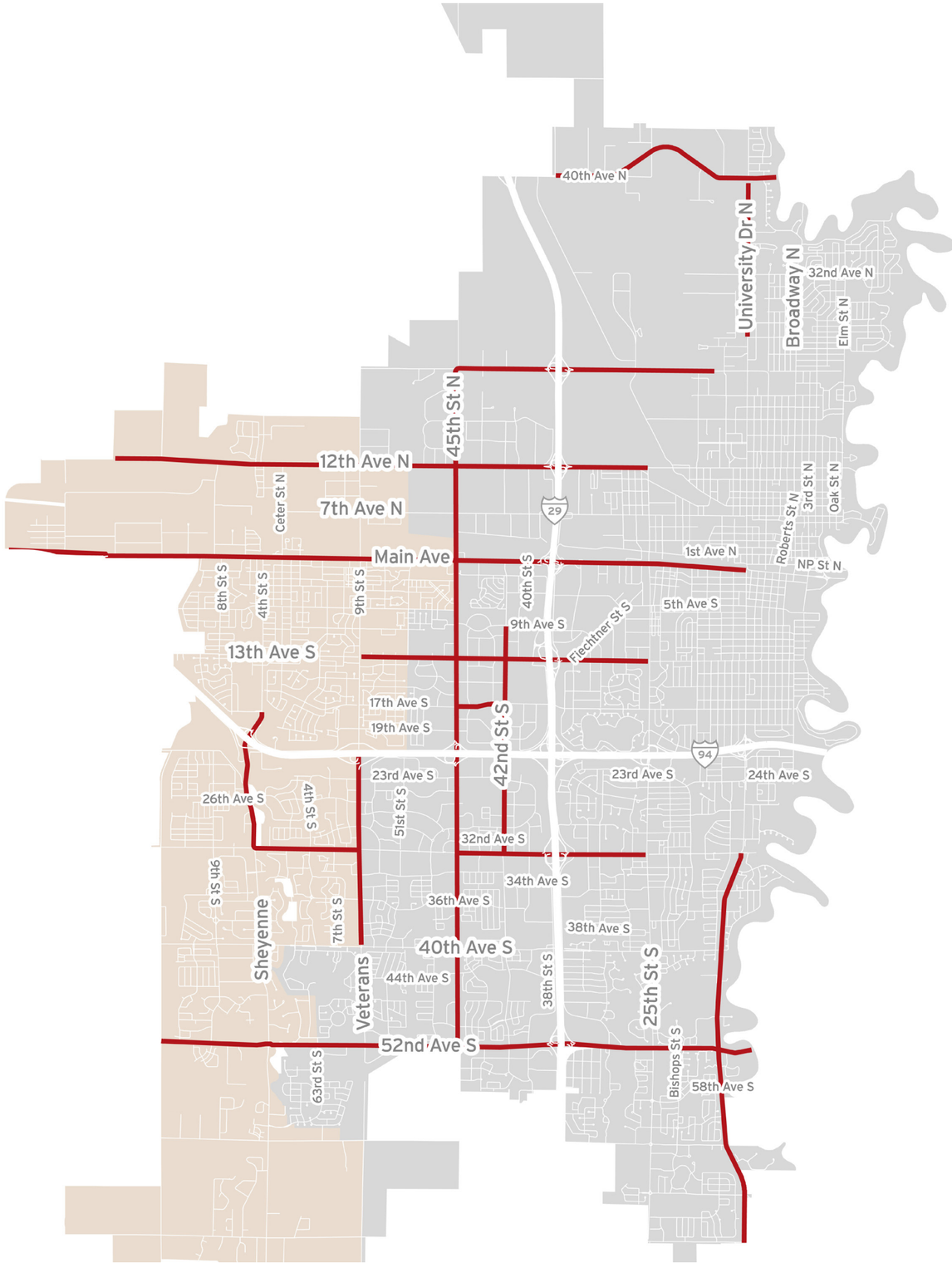


COMMERCIAL ARTERIAL

Commercial Arterial streets act as gateways, connecting people from Fargo, West Fargo, and the wider region to the area's major destinations. Because these streets link everyone to important points of interest, it is critical that pedestrians have safe crossing opportunities. Access is more stringently managed on these types of streets, and on-street parking is generally not appropriate, so that a high volume of cars, trucks, and buses can travel efficiently.

	Land Use Commercial, Multi-family
	Speed Limit 40 - 45 mph
	Travel lanes 4-6 travel lanes
	Other Landscaped medians
	Parking No on-street parking
	Pedestrian Crossing Signalized crosswalks only

Access spacing	Traffic Signal:	Unsignalized Full Access:	Right-in/Right-out:	Driveways:
	1/4 Mile	None	400 feet	None

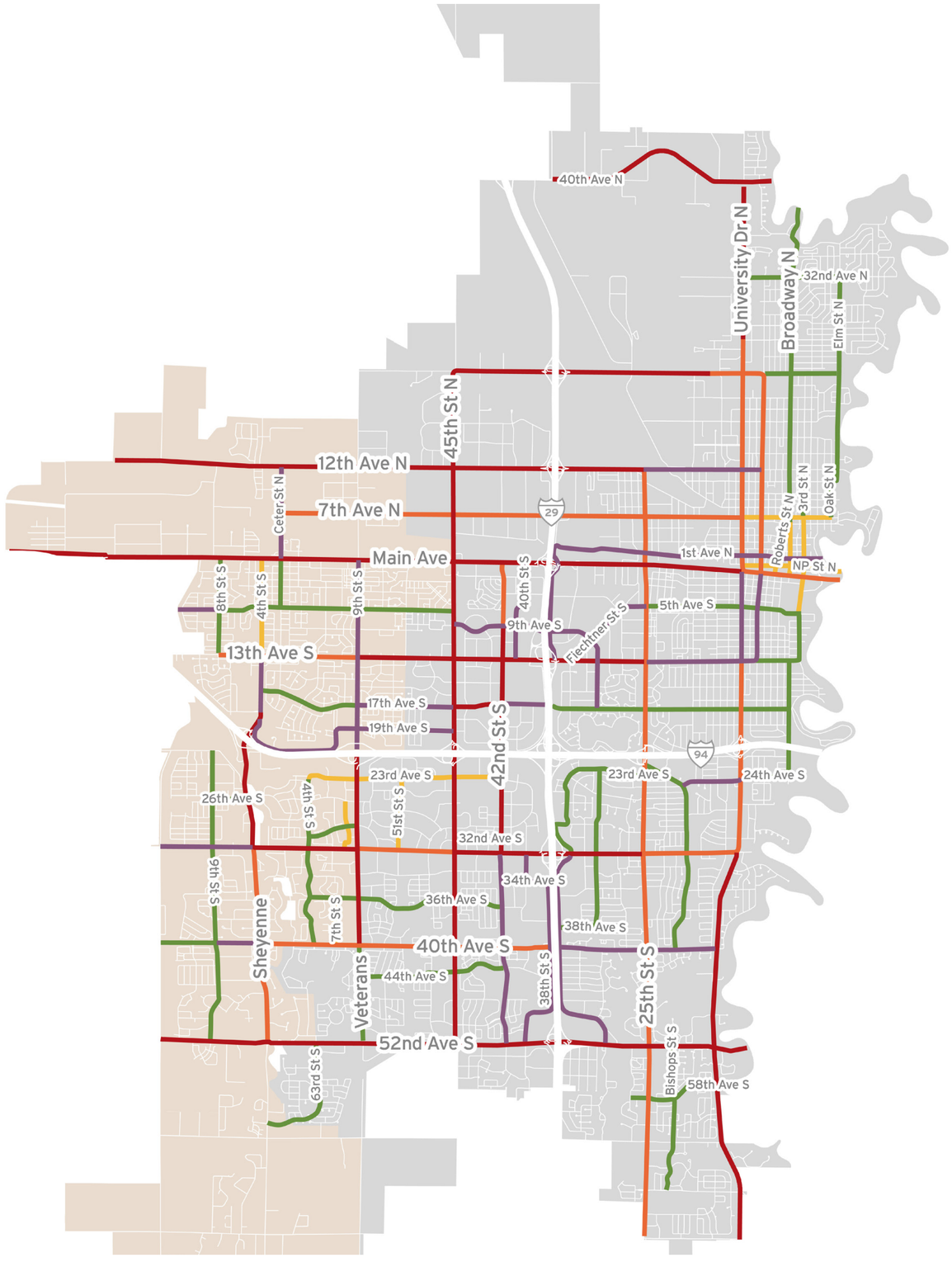


REGIONAL ARTERIAL

Regional Arterial streets are intended to serve large traffic volumes with highly controlled interruptions and function as a secondary alternative and direct connection to the Interstate system. This type of street does not exist currently in the Fargo/West Fargo area and is intended to be used for future planning purposes.

	Land Use Commercial, Industrial, Multi-family
	Speed Limit 45 - 50 mph
	Travel lanes 4 travel lanes
	Other Divided roadways
	Parking No on-street parking
	Pedestrian Crossing Grade-separated or signalized crosswalks

Access spacing	Traffic Signal:	Unsignalized Full Access:	Right-in/Right-out:	Driveways:
	1/2 mile	None, frontage system	1/4 mile	None



Guidelines for each street type are summarized in the table.

Street Type	Functional Classification	Compatibility	Pedestrians	Median	Typ. Cross Section (lanes)	Speed (mph)	Parking	Grade Separation	Spacing			
									Traffic Signal	Unsignalized Full Access	RIRO	Driveways
Regional Arterial	Primary Artery	-Commercial -Industrial -High-density residential	-Grade Separation -Signal	Yes	4	45-50	No	Interstate, other Regional Arterials, possibly Suburban Arterial	½-mile	None/frontage system	¼-mile	none
Commercial Arterial	Primary Artery Minor Artery	-Commercial -Mixed Use -Multi-Family	-Signal	Yes	4-6	40-45	No	Interstate, possibly Regional Arterial	¼-mile	None	400’	none
Mixed Use Arterial	Minor Artery	-Neighborhood Commercial -Mixed Use -Institutional	-Signal -Median Protected	Yes/No	3-5	30-35	Yes	Interstate	600-800’	300-400’	200’	Preferred on minor street
Mixed Use Collector	Major Collector	-Commercial -Mixed Use -Multi-Family	-Median Protected -Crosswalk	No	3	30	Yes	No	600-800’	300-400’	n/a	200’
Residential Collector	Minor Collector	-Mixed Use -Residential	-Crosswalk	No	2	30	Yes	No	n/a	300-400’	n/a	50-100’
Mixed Use Neighborhood	Minor Collector Local	-Pedestrian-Oriented Commercial -Mixed Use -Residential	-Highest Priority	No/Blvd	2	25	Yes	No	600-800’	300-400’	n/a	100-200’
Residential Neighborhood	Local	-Residential	-Crosswalk	No	2	25	Yes	No	n/a	300-400’	n/a	30-50’

Parking Recommendations

Parking plays a critical role in site development and overall development patterns and, as this study determined, Fargo and West Fargo have significant areas of underutilized parking. Several strategies can be implemented by the communities, and supported by MetroCOG, that allows for “Right Sized” parking.

Minimum + maximum requirements

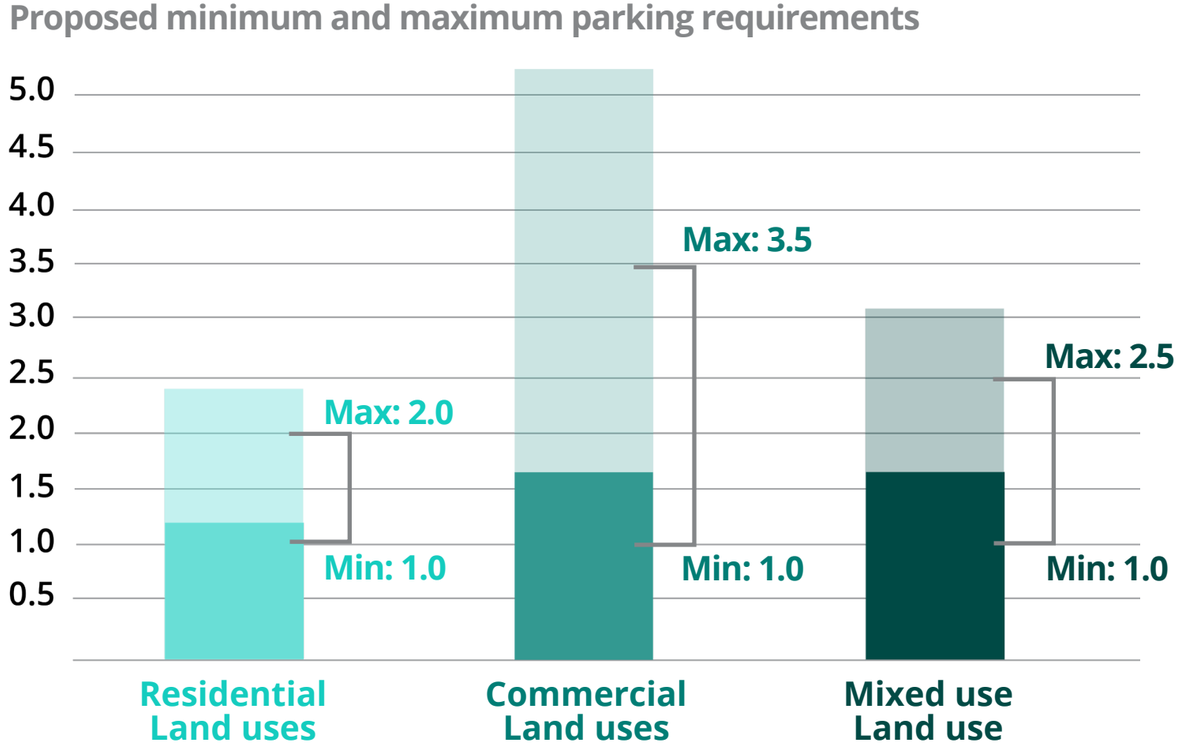
Recommendation: Excessive parking requirements make market-rate housing more expensive, reduce the amount of space for non-parking uses, increases impervious surface, and encourages people to drive more frequently. When minimum parking requirements are implemented, even those that do not drive share in the cost of parking through higher retail prices, higher rents, and other taxes. Deregulating off-street parking allows the market to determine parking supply levels, creates more walkable development patterns, and begins to level the playing field for all travel modes. Additionally, mobility services like Uber and Lyft, and – eventually – widespread adoption of driverless vehicles, are likewise contributing to a trend toward needing less parking and more pick-up/drop-off space. Even if traffic volumes and driving mode split were to stay the same, parking demand will decline, making the implementation of parking maximums a powerful tool to prepare for emerging transportation trends.

Fayetteville, AR

In 2015, Fayetteville eliminated all nonresidential parking requirements citywide. This was part of the City’s “Smart Parking” approach in it’s Master Plan, along with the adoption of shared parking standards. The impetus of this initiative came from the community’s commercial real estate brokers who had growing frustrations filling vacant commercial spaces with new uses. After two years of this program being in place, the City’s planning staff have found that businesses continue to provide the maximum amount of parking in more auto-oriented suburbs, while others, closer to the downtown core, have made use of the increased flexibility to fill spaces that were previously vacant.

It is recommended that the cities of Fargo and West Fargo adopt parking maximums in combination with minimum requirements to provide developers with the flexibility to provide parking over demand while preventing excessive parking from being constructed. The proposed minimum and maximum parking requirements, shown below, are guided by the current parking demand surveyed for each of the land uses. Each of the minimum requirements is set below the existing demand to ensure that enough parking is provided, but the maximums are set below the volume of parking that is currently provided to ensure that excess parking is not constructed. It is worthy to note that the parking maximum does not include on-street parking, which could increase a projects parking supply significantly, depending on the configuration of the site.

Proposed minimum and maximum parking requirements

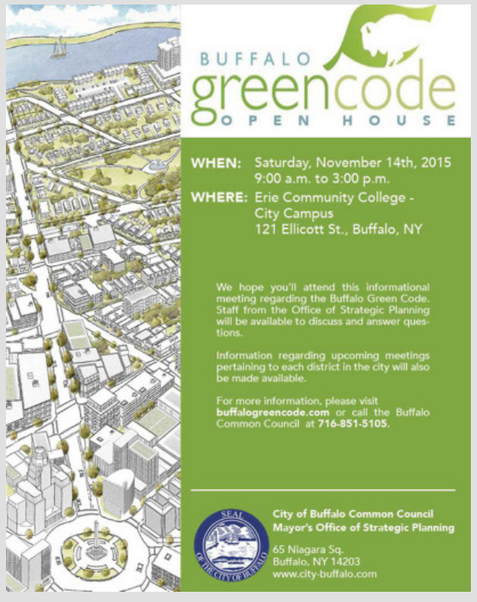


Variance requirement changes

Recommendation: Supplemental to the proposed minimum and maximum parking requirements will be changing the procedures associated with requesting and receiving a parking variance. It is suggested that, if a development wishes to provide parking below the minimum requirement, they make up for the cost through a payment in lieu of parking, as discussed in the subsequent recommendation. And if a development provides parking above the maximum requirements, a TDM or shared parking analysis must be completed, justifying that the project will generate the additional demand requested and demonstrating that the demand cannot be fulfilled through shared parking initiatives or other transportation programs. Since developers are likely to "follow the path of least resistance," existing policies enable them to construct parking beyond their demand. The goal of the proposed policy changes is to make it more difficult to provide parking that is not necessary by having to justify the need.

TDM requirement. Buffalo, NY

Buffalo New York became the first city in the United States to remove parking minimum requirements city-wide. This alteration was part of the Buffalo Green Code, a Unified Development Ordinance that replaced standard land use-based code with form-based code. In addition to eliminating parking requirements, the code required certain buildings to prepare a TDM plan justifying that the project accommodates the travel demand it generates and specifying the tools that are used to accommodate that demand (bicycle parking, subsidized bus passes, alternative work schedules, etc.).



Fee-in-lieu of Parking Program

Recommendation: Under a fee-in-lieu of parking program, a developer is given the choice to opt out of providing the minimum amount of parking required in substitution for a payment given to a governing entity which is used towards alternative transportation initiatives, constructing a shared parking facility, or upgrading existing parking assets. While some entities set fees-in-lieu on a case-by-case basis, most set a uniform rate for all incoming development. The majority of fee-in-lieu rates do not cover the full cost of providing a public parking space but aim to be high enough to pay for parking and low enough to attract development. Considering these factors, we recommend setting a uniform fee-in-lieu rate that is based on the cost to construct a surface parking lot in Fargo and West Fargo.

Miami's Cocunut Grove, FL

Miami's Coconut Grove allows developers to pay the City a flat rate or monthly payment in lieu of constructing the required amount of parking for a site. This money goes towards the City's public parking and other mobility efforts. Since the program was adopted, developers have opted out of approximately 1,000 spaces, generating approximately $3 million in revenues. Funds from this program have been used to:

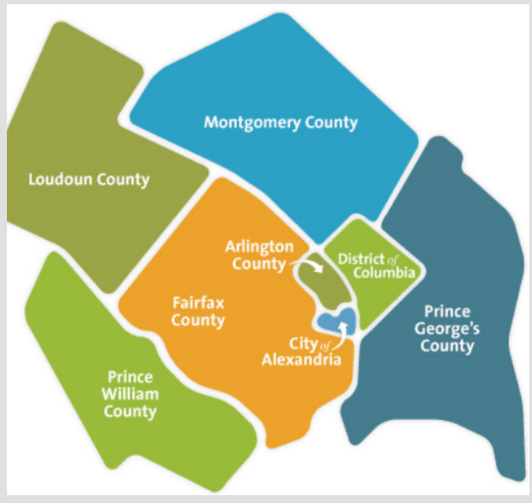
- Develop a 416-space garage with ground floor retail
- Fund a study for a downtown circulator shuttle
- Pursue landscaping improvements
- Install traffic control devices to improve parking and pedestrian access

Shared Parking Program

Recommendation: Shared parking is at the core of smart parking initiatives but can hold up development financing as dated parking standards are used by lenders to guide underwriting. By establishing parking management districts around key commercial nodes, the cities can officially deem that parking is a shared resource, giving the developer and lenders ease-of-mind.

Montgomery County, VA

Montgomery County has established several parking management districts that correspond with commercial nodes or central business districts. In each city, a shared parking program has been developed and is part of a long-term strategy to offer parking as a shared resource. City officials have found that financial lenders are more accepting of shared parking when these districts are established, which has worked successfully promoting mixed use and more dense development patterns in these areas.



Development Prototypes

To translate how Street Types and their associated access guidelines can set a successful and connected development pattern, three prototypes were developed and presented below. These prototypes illustrate how each of the roadway typologies should be accessed by different land uses, while incorporating parking in a shared and effective manner. These prototypes are meant to be used as guidelines to reference when approving building permits, initiating parking policy changes, or constructing new roadways.

The following prototypes represent three land uses, with key features highlighted throughout:

(1) commercial
(2) mixed use
(3) residential

The dimensions of the blocks and buildings included in each prototype, were derived from existing land uses throughout the region to ensure that these models are aligned with the regions market and preferences.

Commercial Prototype

The framework presented here on this ¼-mile by ¼-mile tracts uses regular block sizes to set a walkable grid pattern with sidewalks and plentiful on-street parking to reduce the need for large surface parking lots. Shared parking fields are made feasible by slow traffic speeds and safe pedestrian crossing points. Building fronts are generally oriented toward the street. This development illustration is bordered by a Regional Arterial, which allows only stringent right-in/right-out vehicular access, so neighborhood connections are maintained with sidewalks and grade-separated pedestrian crossings.

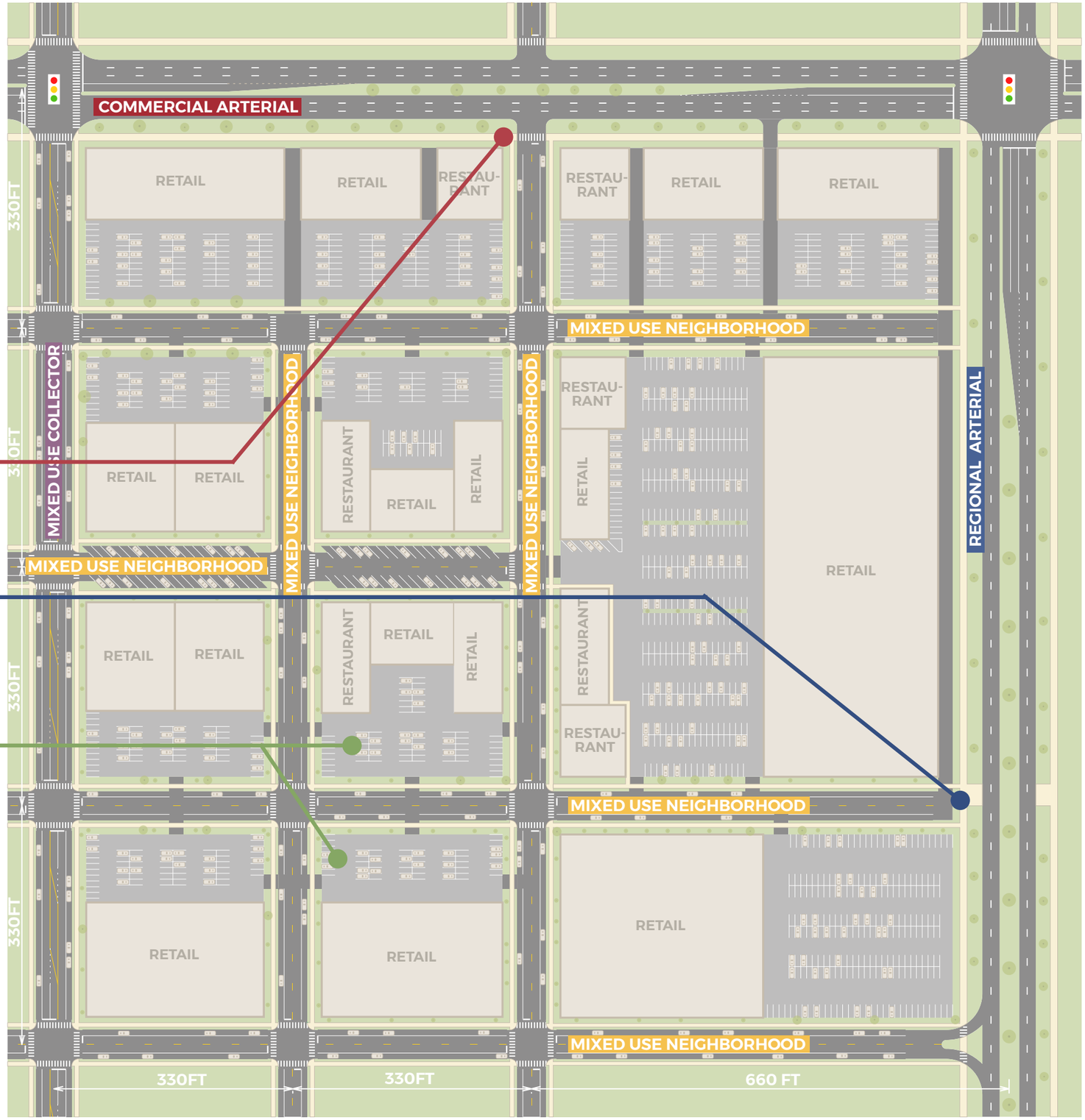
Access points managed along the arterial streets while still allowing for a connected, walkable grid

Grade-separated pedestrian crossings needed along Regional Arterial to connect neighborhoods

Shared surface parking lots increase the efficiency of the parking pool and encourages walking

Parking

Off-street parking	On + off- street parking
2.85	3.83



Mixed Use Prototype

The framework presented here on this 1/8-mile by 1/8-mile tracts assumes typical blocks at the intersection of a Commercial Arterial and Mixed Use Arterial. The commercial and residential uses are connected with sidewalks to encourage walking trips. Plentiful on-street parking is provided along the Mixed Use Arterial street, as well as the Residential Neighborhood streets, to slow traffic and create a buffer for pedestrians. Building fronts are generally oriented toward the street with parking in the rear.

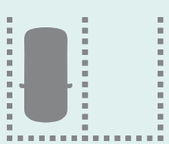
Retail, office, and mixed use buildings are oriented towards the arterial streets and residential buildings are oriented toward the Residential Neighborhood streets. Underground or 1st floor residential parking is assumed.

On-street parking on the Mixed Use Arterial street supports businesses, reduces the off-street parking footprint, and calms traffic

Sidewalks and crosswalks encourage walkability between blocks.

Parking

Off-street parking

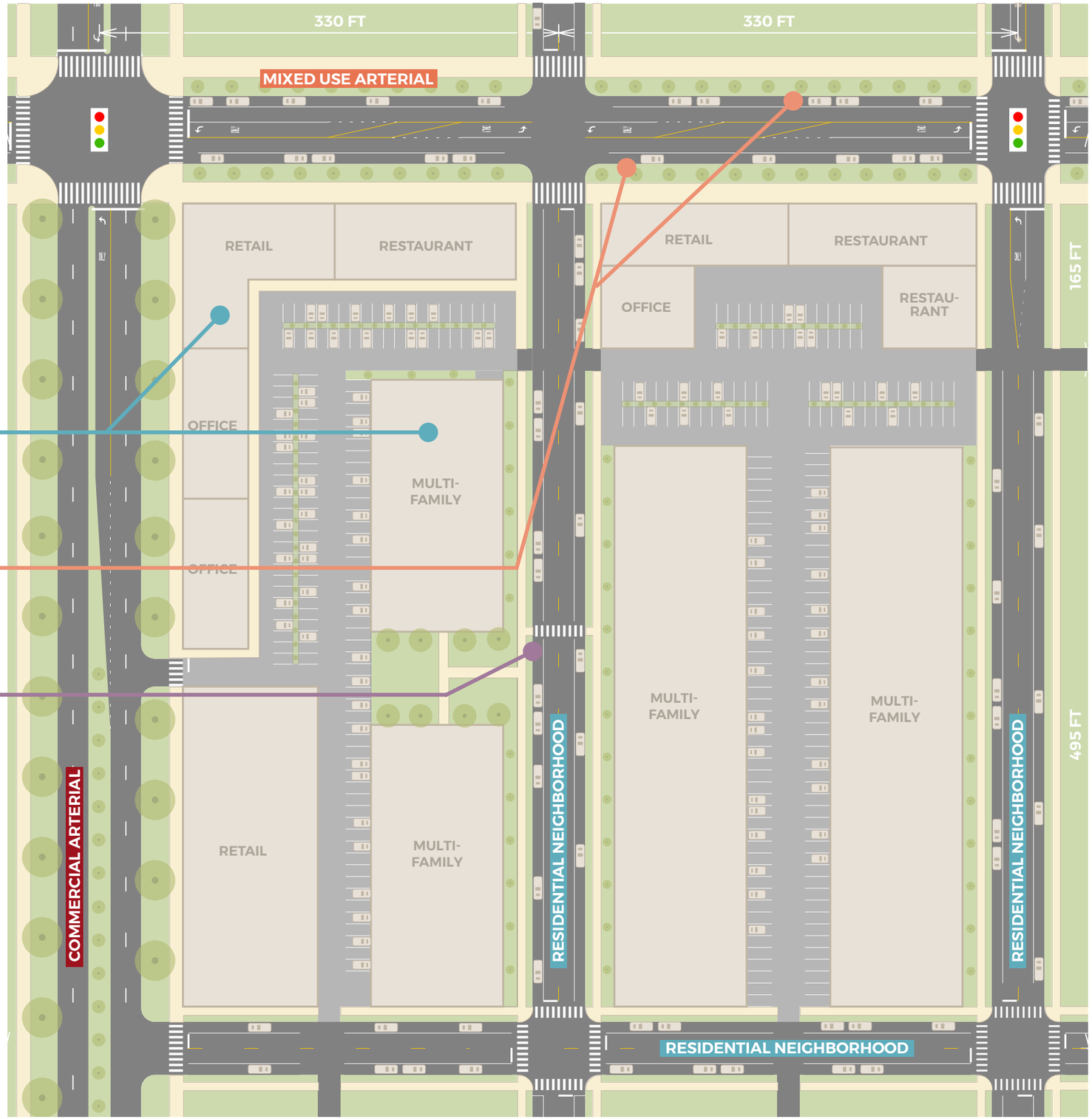


1.54

On + off- street parking

1.74

*Assumes for approximately 350 residential units between multi-family structures and on top of retail office spaces



Residential Prototype

The framework presented here on this ¼-mile by ¼-mile tracts uses regular block sizes to set a walkable grid pattern even though a Regional Arterial borders the site and limits street connections. Neighborhood connections are maintained with sidewalks and signalized/grade-separated pedestrian crossings. Multi-family housing and mixed use buildings are oriented along the Regional Arterial and Commercial Arterial streets, respectively, while single-family homes front the Residential Neighborhood streets. Interior residential parking garages eliminate the need for a separated, covered garages.

Multi-family residential parking is shared with retail land uses during non-peak hours. Enclosed row garages may be appropriate along the Regional Arterial.

Multi-family residential buildings are oriented away from the Regional Arterial, with surface parking facing the corridor.

Access to driveways, on-street parking, and crosswalks slow traffic and encourage walking.

Parking

Off-street parking	On + off- street parking
1.08	1.51