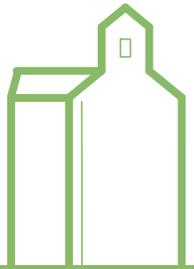


2045



# COMPREHENSIVE PLAN



## Acknowledgments

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Chelsey Johnson – Horace City Council

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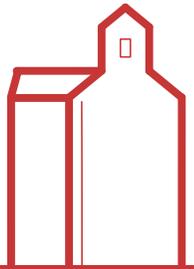
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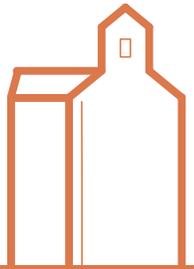
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# Table of Contents

Chapter 1   <b>Introduction</b> .....	5
Chapter 2   <b>Vision Framework</b> .....	16
Chapter 3   <b>Future Land Use</b> .....	19
Chapter 4   <b>Plan Elements</b> .....	27
Chapter 5   <b>Growth Management</b> .....	29
Chapter 6   <b>Community Character</b> .....	32
Chapter 7   <b>Transportation &amp; Connectivity</b> .....	39
Chapter 8   <b>Small Area Plans</b> .....	59
Chapter 9   <b>Housing</b> .....	82
Chapter 10   <b>Economic Vitality</b> .....	89
Chapter 11   <b>Municipal Infrastructure, Facilities, and Services</b> .....	93
Chapter 12   <b>Parks and Recreation</b> .....	100
Chapter 13   <b>Natural Resources</b> .....	108
Chapter 14   <b>Implementation</b> .....	111



## List of Figures and Tables

### Figures:

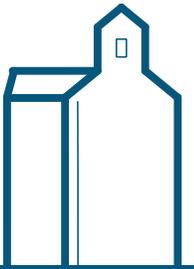
Figure 1-1: Development on northern edge of City .....	7
Figure 1-2: Northern Border Area in 2015 v. 2019.....	8
Figure 1-3: City-limits and extraterritorial jurisdiction . .....	8
Figure 1-4: Existing Land Use Map .....	9
Figure 1-5: Horace and extraterritorial jurisdiction .....	10
Figure 1-6: Horace 2045 Process.....	11
Figure 1-7: Horace 2045 Website.....	12
Figure 1-8: Announcement in the Horace Happenings..	13
Figure 1-9: Parks and recreation voting.....	13
Figure 3-1: Future Land Use Map.....	21
Figure 3-2: Future Land Use (Core Area) Map.....	22
Figure 3-3: Corridor Overlay, Future Land Use Map.....	26
Figure 6-1: "What's best about Horace?" .....	33
Figure 6-2: Small town character .....	33
Figure 6-3: Preserving unique community feel .....	34
Figure 6-4: Maintaining Horace's residential form.....	36
Figure 7-1: Existing Roadway Classification Map.....	41
Figure 7-2: Relationship Between Access and Mobility ...	41
Figure 7-3: 76th Avenue South Corridor Study .....	42
Figure 7-4: Traffic Volumes and Roadway Projects Map.	43
Figure 7-5: SWMTP Study Area and Municipalities.....	44
Figure 7-6: Community Survey Responses (pt. 1).....	45
Figure 7-7: Community Survey Responses (pt. 2).....	46
Figure 7-8: Existing and Proposed Bike and Ped Map ....	47
Figure 7-9: Small Area Plan Locations.....	48
Figure 7-10: Future Roadway Functional Classification ...	49
Figure 7-11: Future Street Typology Map.....	51
Figure 7-12: Core Area Future Street Typology .....	53
Figure 7-13: Crosswalk setback from roundabout.....	54
Figure 7-14: Series of roundabouts .....	54
Figure 8-1: Small Area Plan Locations.....	60
Figure 8-2: Summit West, Bend Oregon).....	61
Figure 8-3: Heart of the City, Burnsville, Minnesota .....	61
Figure 8-4: Snoquamie Ridge, Washington.....	61
Figure 8-5: Concept Development Plan .....	62
Figure 8-6: Available land in the 17/76 area.....	63

Figure 8-7: 17/76 Character Districts .....	64
Figure 8-8: 17/76 Area Future Functional Classification...	66
Figure 8-9: 17/76 Area Future Street Typology .....	67
Figure 8-10: 17/76 Area Park, Trail, & Open Space Map.	69
Figure 8-11: 17/76 Core Area Design Standards.....	70
Figure 8-12: 17/76 Mixed Use & Urban Res. Standards.....	70
Figure 8-13: Available land in the Old Town area.....	71
Figure 8-14: Old Town Character Districts .....	71
Figure 8-15: Old Town Area Future Functional Class.....	73
Figure 8-16: Old Town Area Future Street Typology .....	73
Figure 8-17: Old Town Area Parks Map.....	75
Figure 8-18: Old Town Mixed Use Design Standards .....	76
Figure 8-19: Old Town Area Urban Res. Prototype .....	76
Figure 8-20: General Design Standards .....	79
Figure 9-1: Housing by type.....	83
Figure 9-2: Percent of housing stock by decade built....	84
Figure 9-3: Housing preferences.....	84
Figure 9-4: Cost burdened households in Horace.....	85
Figure 10-1 Industry Groups in Horace.....	90
Figure 10-2 Occupations in Horace .....	90
Figure 10-3: Non-residential acres/100 persons .....	91
Figure 11-1: Existing Municipal Water System (2015) .....	95
Figure 11-2: Existing Sanitary Sewer System (2015) .....	96
Figure 11-3: Fargo Moorhead Diversion.....	97
Figure 12-1: Parks and Trails Map.....	102
Figure 12-2: Existing Parks and Future Land Use Map ....	104
Figure 12-3: Land Suitability for Parks and Trails .....	105
Figure 13-1 Soil Suitability.....	110

### Tables:

Table 1-1: Existing Land Use (Acres) .....	8
Table 3-1: Compatibility of Future Land Use with Zoning	26
Table 7-1: 'Metro Grow' Identified Roadway Projects ....	44
Table 7-2: SWMTP Identified Projects.....	45
Table 7-3: Future Bicycle and Pedestrian Projects .....	48
Table 12-1: Existing Horace Parks .....	101
Table 13-1: Operation With Sales (2017).....	109

**HORACE**  
2045



# CHAPTER 1

# INTRODUCTION

---

# HORACE 2045 SEEKS TO “GUIDE PUBLIC AND PRIVATE DEVELOPMENT” IN A LOGICAL AND EFFICIENT MANNER IN RESPONSE TO POPULATION AND JOB GROWTH.

Horace Comprehensive and Transportation Plan (Horace 2045), presents a long-range vision for the future and the steps to accomplish that vision.

Horace 2045 is for the people who live, work, and visit Horace. It is also for those who will make up the Horace community in the future. This includes not only the children of current residents but also the newcomers who will arrive from other parts of the Fargo-Moorhead Metropolitan area and beyond to share the quality of life that is treasured by today's residents.

Horace 2045 is the primary land use policy document to guide the future of the City. All zoning, transportation, infrastructure and land use related decisions shall be consistent with the Comprehensive Plan. If the Comprehensive Plan is inconsistent with any other plan, or regulation, the Comprehensive Plan shall take precedence.

## FOUNDATION OF HORACE 2045

Horace 2045 is built on a solid foundation with many elements of the City's 2007 Comprehensive Plan remaining valid today. These elements include the Plan's recommended compact and balanced development pattern, the expectation for significant growth in Horace, and its recognition of the importance of capitalizing on the City's location both as an attractive setting and an important part of the metropolitan community.

Horace 2045 is also informed by Envision Horace, which the City Council initiated in 2017, to understand the community's aspirations and concerns about the City's future.

## WHY PLAN NOW?

Horace is growing and change is inevitable. The City is planning now to ensure that anticipated growth and economic development are compatible with the community's vision of the future and provide benefits to all current and future residents.

*“As the City of Horace grows the need for additional land to accommodate new residential, commercial, recreational, and public areas increases. To maximize the financial resources of the City, a compact and balanced development pattern serves best the interest of the City. Horace has the opportunity to capitalize on its location in an attractive setting and as an important part of the metropolitan community. The pattern of growth needs to reflect the people's needs in a way that produces wholesome, integrated activities and services.”*

(Horace Comprehensive Plan, 2007)

The City's previous Comprehensive Plan is now over 10 years old. The Plan did not anticipate statewide and national economic trends including demographic and lifestyle changes, groundbreaking on two new schools, the potential I-29 interchange at 76th Avenue South and the current alignment of the Fargo-Moorhead Diversion (F-M Diversion) project. Finally, projected growth is anticipated to outpace the estimates from the previous Comprehensive Plan.

The updated Comprehensive and Transportation Plan will help prepare the City for this anticipated population and related commercial and employment growth. The Plan will guide where growth should be encouraged and what that growth will look like in Horace.

Horace 2045 also asks how to best focus on development within the City's existing footprint. To truly address the long-term issues facing Horace, the Comprehensive and Transportation Plan necessarily addresses those difficult questions that arise from an honest assessment of the challenges



and the hard choices needed to achieve the City's vision for the future. The uncertainty and complexity associated with planning for the next 25 years can be daunting.

By engaging an array of community stakeholders, the planning process has allowed the City to articulate where growth should be encouraged and where it should be discouraged. Horace 2045 will comprehensively update current goals, objectives, and policies. It also places a greater emphasis on transportation, economic development, and land use strategies that encourage variety and balance in future developments, while supporting the City's vision for growth.

## DOCUMENTS CONSULTED

In preparing Horace 2045, the planning team consulted a number of documents in addition to the 2007 Comprehensive Plan. They include the adopted:

- Southwest Metro Transportation Plan
- Metro 2040 Long Range Transportation Plan
- 2018 Cass County Comprehensive and Transportation Plan
- 52nd Avenue Cooperative Planning and Environmental Report, Phase 1
- Sheyenne Street Corridor Study
- Metropolitan Bicycle and Pedestrian Plan
- Sheyenne Diversion, Sheyenne Street Bicycle and Pedestrian Study
- F-M Diversion Acquisition and Mitigation Plan v.2
- Demographic Forecast Study for the FM Metropolitan Area

In addition, the planning team followed on-going studies as they relate to Horace:

- FM Diversion Recreation Plan
- 76th Avenue South Corridor Study
- Metro GROW: 2045 Long Range Transportation Plan

## REGIONAL CONTEXT

Understanding the City's regional context within the region's growth patterns provides insight into Horace's challenges and opportunities today and in the coming years.

The City of Horace occupies an advantageous position in eastern North Dakota at the southern edge of the rapidly expanding cities of Fargo

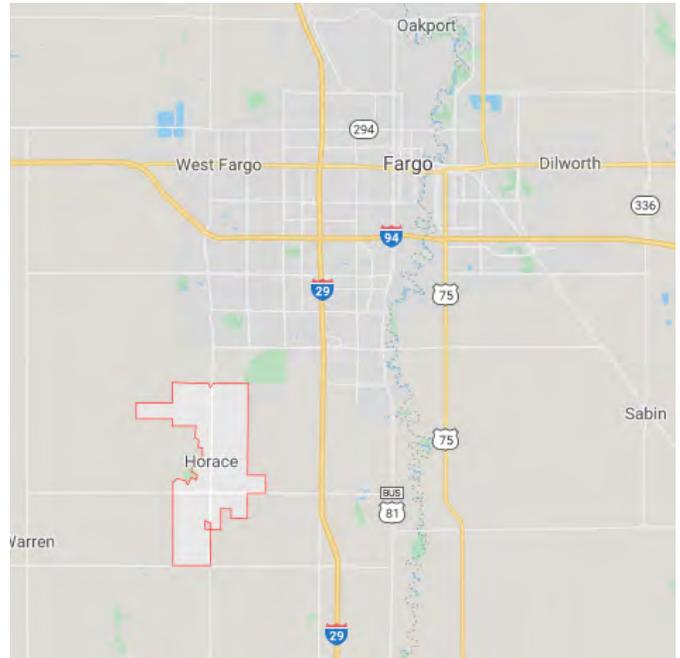


Figure 1-1: The proximity to Fargo and West Fargo is driving rapid development at the northern edge of the City (Source: Stantec)

and West Fargo within the Fargo-Moorhead Metropolitan area.

Most Horace residents work, shop, and go to school in Fargo or West Fargo. This dynamic will likely shift with construction of the middle and high school in the northern part of the City. Horace has nearby access to I-29 and I-94, providing a clear route to Fargo and Grand Forks to the north and Minneapolis to the southeast.

Besides providing convenient access for commuters, Horace also benefits from being only about 16 miles from the Hector International Airport with direct service by American, Delta, Frontier and United airlines to Chicago, Dallas, Denver, Las Vegas, Minneapolis/St. Paul and Phoenix-Mesa. Seasonal service is provided to a few other cities.

The City's infrastructure and municipal services are also tied to the rest of the region. Water service is provided to roughly 50% of the homes within City limits, with the remainder of the homes utilizing private wells. The wastewater is addressed by a combination of an existing lagoon system and numerous lift stations located throughout the City of Horace. While transportation networks provide direct access to adjacent communities throughout the region, pedestrian trails and connectivity to surrounding trail systems is limited.



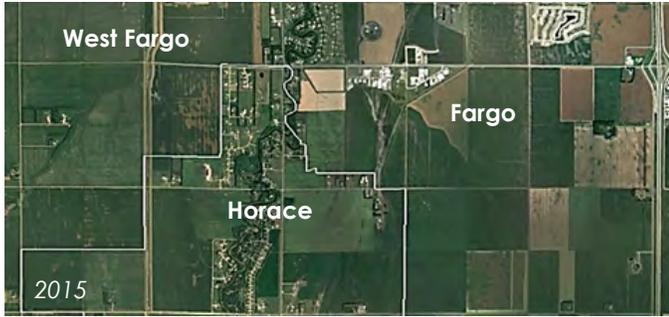


Figure 1-2: The proximity to Fargo and West Fargo is driving rapid development at the northern edge of the City (left) Horace's Northern Border Area, 2015 (right) Horace's Northern Border Area, 2019

## PLANNING AREA

The planning area for Horace 2045 includes the City of Horace and its extraterritorial jurisdiction (ETJ) depicted in pink in [Figure 1-3](#). When implemented, the Plan will also affect and inform planning efforts

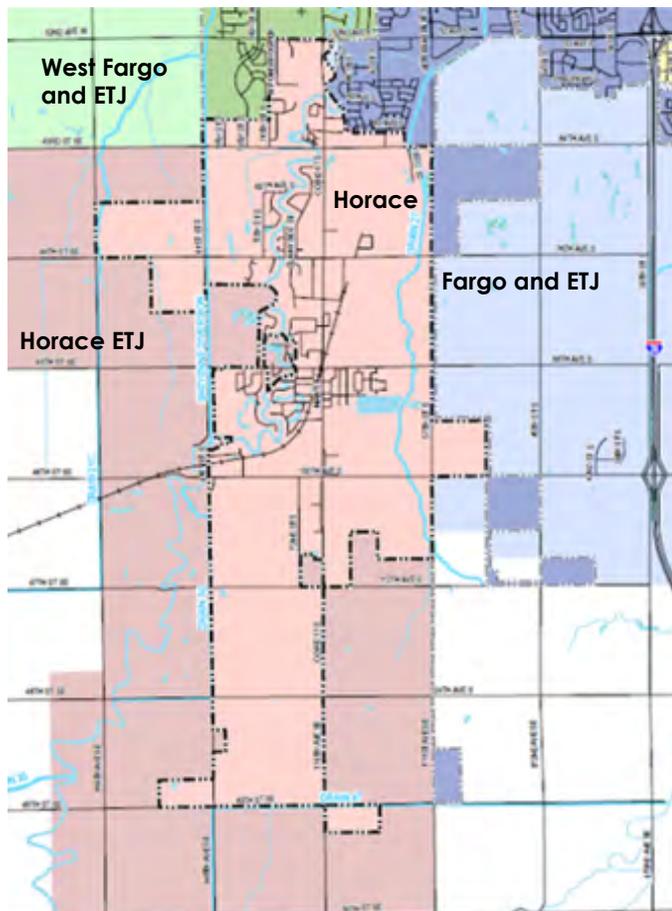


Figure 1-3: Planning efforts in Horace, along with the adjacent cities of Fargo and West Fargo, include the areas within city-limits as well as areas defined as extraterritorial jurisdiction (ETJ).

of the Fargo-Moorhead Metropolitan Council of Governments (Metro COG) of which Horace has been a member since 2017. While Horace 2045 is a policy and planning document, it does not alter or negate previously adopted plans and is meant to guide plans as they are updated in the future.

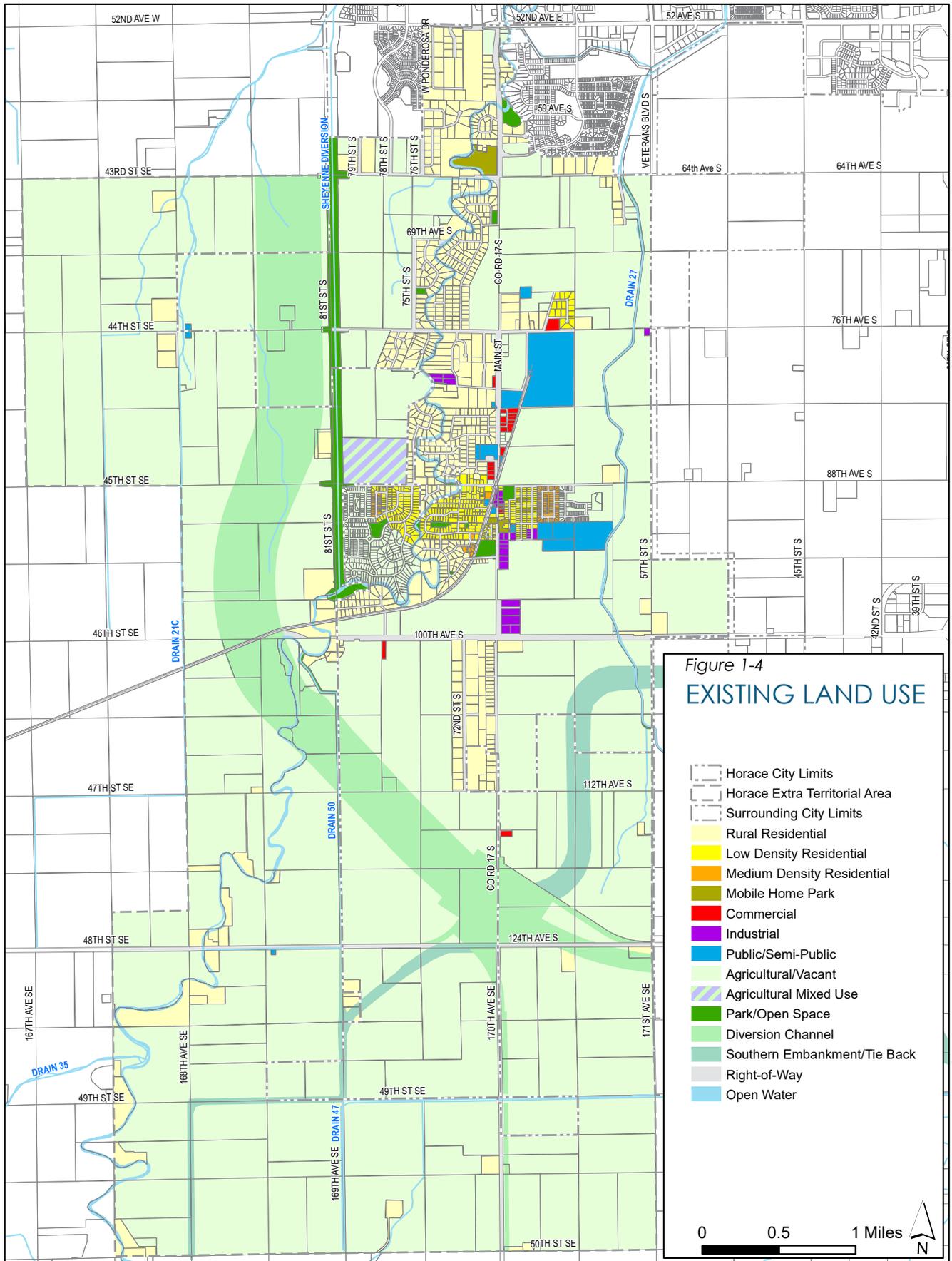
## LAND USE AND DEVELOPMENT PATTERNS

### EXISTING LAND USE

All properties in the City have been classified as to their existing land use – how the land is being used, not what it is planned or zoned. Existing land use is summarized in [Table 1-1](#) and illustrated in [Figure 1-4](#).

Table 1-1: Existing Land Use (Acres)

Category	in EJT	in City	Total
Rural Residential	467.08	1,095.99	1,563.07
Low Density	0.00	163.70	163.70
Medium Density	0.00	25.77	25.77
Mobile Home Park	0.00	28.25	28.25
Commercial	1.76	17.19	18.95
Industrial	0.00	46.62	46.62
Public/Semi-Public	1.73	81.79	83.52
Park/Open Space	142.41	96.93	239.34
Agricultural	8,331.64	5,342.70	13,674.35
Right-of-way	68.62	486.57	555.19
<b>Total</b>	<b>9,013.25</b>	<b>7,385.50</b>	<b>16,398.75</b>



## Agricultural Area

Agricultural land use makes up the largest overall land use category in the City, surrounding the developed area and accounting for approximately 72% of the City. Much of this area will be impacted by the proposed F-M Diversion.

## Residential Area

Residential land use, shown in shades of yellow on the Existing Land Use Map (Figure 1-4), makes up the next largest overall land use category, accounting for approximately 18% of the City. Most of this area is considered as “Rural Residential” and the balance includes more recent developments of varying densities and the mobile home parks.

## Commercial and Industrial Uses

The City's 19 acres of commercial uses, indicated in red, are located along CR 17 mostly in the Old Town area. The old town area surrounds the

intersection of CR 17 and 88th Avenue, extending about a half mile north and south and about one eighth mile east and west of CR 17. Established industrial uses total about 47 acres and extend along CR 17 from the southern part of Old Town to the intersection of CR 17 to 100th Ave. South. There are additional small nodes of industrial uses south of 100th Ave. South.

## LAND SUPPLY AND DEVELOPMENT CONSIDERATION

To determine the amount of land that could be available for future development, a land supply analysis was conducted. The supply is derived from an inventory of available land (vacant or undeveloped land) and underutilized land (land likely to be redeveloped or be further developed with infill). All developed land that is not likely to be redeveloped is considered utilized and therefore not part of the supply.

## DEVELOPMENT CONSTRAINTS

Currently, there are few physical limitations on future development. With some low-lying areas, most of the City is protected by the Sheyenne Diversion. The areas with high water tables and lacking sanitary sewer capacity prior to the Fargo wastewater agreement may pose some challenge for development, as might changing boundaries of neighboring jurisdictions.

The planned Fargo-Moorhead Diversion project has potential to limit the City's future development. The Diversion, which is slated for construction beginning in 2021, will run along the western edge of Horace City Limits. Bridges will be constructed at both 100th Avenue South and 76th Avenue South to allow traffic to cross but limited access will likely discourage development to the west.

While the Diversion may limit potential westward expansion, it will likely improve development potential within City limits as the Diversion is anticipated to remove the area from the 100-year flood plain. This will open up development opportunities within Horace that were previously not ideal locations due to the extra requirements for building within the flood plain.

As the city grows, there is a common desire to maintain the existing small-town character. Compatibility with existing neighborhoods is an important consideration for any future development proposals.

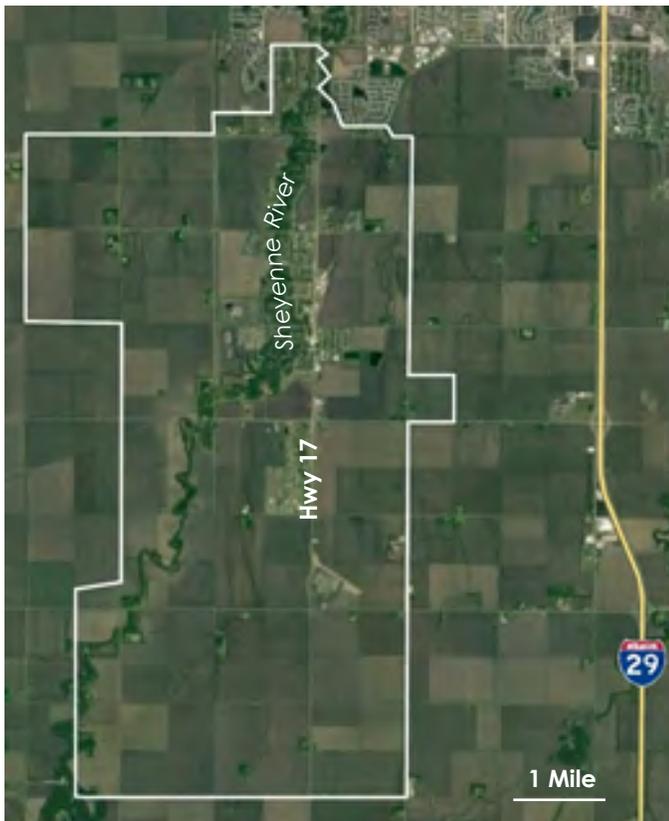


Figure 1-5: Horace and its corresponding extraterritorial jurisdiction (outlined in white) include agricultural land with development predominantly along the Sheyenne River and Highway 17 (Source: Stantec)

## REDEVELOPMENT OPPORTUNITIES

To build upon Horace's appealing character and to enhance commercial vitality, some areas of town will warrant reinvestment. Nationally, developers are revitalizing older urban areas for redevelopment and infill sites. As such, the Old Town area, and the area at the intersection of CR 17 and 76TH Ave. South are included as Small Area Studies (see [Chapter 8](#)).

## PLAN PROCESS AND ENGAGEMENT

Horace 2045 represents an update of the City's 2007 Comprehensive Plan. The fundamental principles of that plan - supporting local preferences on development patterns and character, encouraging compatible land uses, promoting orderly growth, and encouraging a variety of housing options - are reflected in Horace 2045.

The planning process for Horace 2045 began in Fall of 2018 and extended over a year. A variety of opportunities were offered for Horace and the larger community to provide input and feedback. The following provides an overview of the planning phases, as well as several key sources of the community input that informed and inspired the contents of this document.

## PHASES AND TIMELINE

Building on a review of the City's existing Comprehensive Plan and related documents, the first phase of the process focused on stakeholder interviews and the development of Horace Today, an existing conditions background report and Peer Cities, a Benchmarking Study for Horace ND.

With those reports complete, the process shifted toward developing population projections for the planning area, and understanding development

trends, community aspirations, preferences and the impact of the F-M Diversion project on Horace's development potential. Phase 2 was followed by a policy analysis review and the development of preliminary goals and policies. Because of development pressures experienced by the City, drafting the Future Land Use Map was advanced in the overall process.

The planning team studied recent growth trends and projections for the future and quantified the acreage of various land uses to support the anticipated growth. This information was reviewed with the Study Review Committee and the public, and results used as basis for the land use framework. The planning team then prepared alternative future land use scenarios reflecting an understanding of development suitability, market forces, community preferences and backbone municipal infrastructure networks.

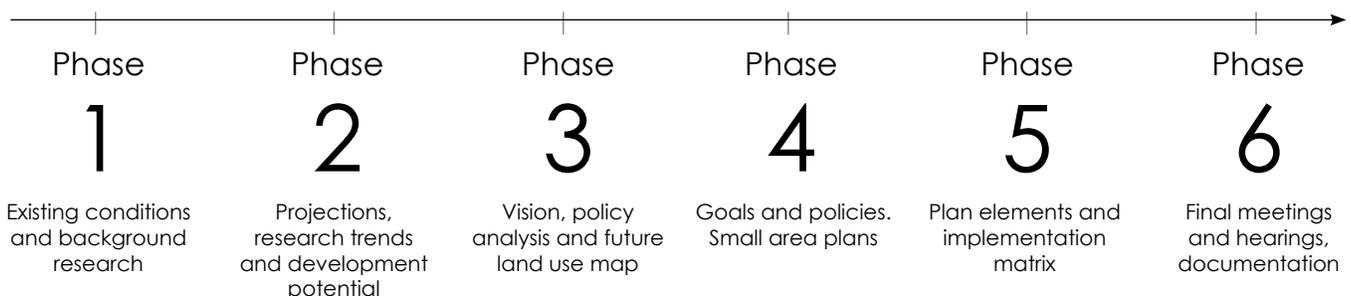
With the intense development interest in Horace, the Future Land Use Map element of the overall Horace 2045, which was initiated in Phase 3, was moved forward within the project and adopted in June 2019. See Appendix 1 for a description of the development of the Future Land Use Map.

In Phase 4, the draft goals and policies were refined and two Small Area Plans were completed, one for Old Town and another for the area at the intersection of 76th Avenue South and CR 17.

Individual plan elements and the Implementation Matrix were addressed in Phase 5. The final phase of the process included the last community meetings and the adoption hearings.

Throughout this process, an ongoing community involvement process utilized several techniques to reach a cross-section of the community and spread the word about the project. Each emphasized the importance of having a voice in shaping the City's future.

Figure 1-6: Horace 2045 Process



## COMMUNITY ENGAGEMENT

Key to developing Horace 2045 was its community engagement process. Understanding the priorities and aspirations shared by residents and policymakers was crucial in creating a plan that advances the priorities of the community over the long-term.

Community engagement included a variety of activities ranging from community events, surveys, and web-based activities and social media.

### HORACE2045.COM

The project website ([www.Horace2045.com](http://www.Horace2045.com)) was live from the beginning of the project. It provided the opportunity for interested parties to review project materials and draft documents, submit comments or questions to the project team and sign up for project updates.



Figure 1-7: The Horace 2045 website functioned as a landing page for the project, hosting project materials and announcing upcoming engagement events (Source: Stantec)

## HORACE HAPPENINGS

Horace 2045 was featured in an edition of Horace Happenings. Horace happenings is a monthly publication distributed (via mail) by the communications director at the City of Horace. It provides notifications to residents on various community activities, events and projects underway and was a beneficial communication tool for this project. A brief project overview and a link to the project website was provided. An invitation to Bean Days was also included.

## COMMUNITY WORKSHOPS AND MEETINGS

See Appendix 4 for details.

The Horace 2045 planning team received important input to Horace 2045 through the four community meetings. Each was designed in a workshop format with interactive displays and PowerPoint presentations with keypad polling of significant issues.

These workshops provided the opportunity for property owners, residents, business owners and other key stakeholders to define City priorities and develop the 2045 Land Use Map. All feedback provided during the community workshops was recorded and considered in developing the Plan's Goals, Policies and the Future Land Use Map. Each of the community workshops and meetings had a different focus:

### FEBRUARY 12, 2019 WORKSHOP

This initial community workshop presented a project overview and information boards. Participation in keypad polling was also included.

### FEBRUARY 28, 2019 WORKSHOP

This workshop focused on a Future Land Use Map exercise with participants putting colored sticky dots on a base map indicating their preferred location for residential, commercial and industrial land uses. Exercise results are included in Appendix 4.

### MARCH 26, 2019 WORKSHOP

This workshop, which was combined with a "State of the City" meeting, presented results of the previous map exercise workshop and a draft 2045 Future Land Use Map.

## MAY 28, 2019 PLANNING AND ZONING COMMISSION MEETING

The 2045 Future Land Use Map was addressed at this regular Planning and Zoning Commission meeting. After an overview of the map and the land use categories, the commission members provided comments and suggested map changes.

## BEAN DAYS POP UP

On Saturday, September 7, 2019, the Horace 2045 presentation included the Future Land Use Map and a visual preference survey on the community's park and recreational preferences.

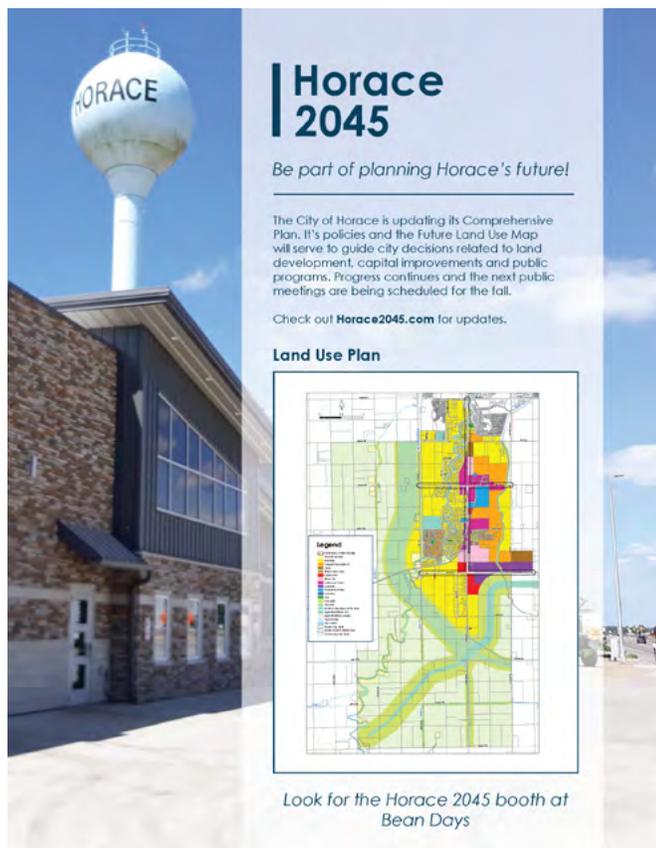


Figure 1-8: A presentation of the Future Land Use Map at Bean Days was announced in the Horace Happenings, prior to the event (Source: Stantec)

## FEBRUARY, 2020 WORKSHOP

This workshop focused on a review of the draft Horace 2045 Comprehensive Plan. The document was reviewed, and participants were encouraged to provide comments before the plan was presented to the City for adoption.

## SURVEYS

A significant source of public input came from the community surveys. In total, there were five surveys. The first three surveys, the community-wide survey, residential preference survey and commercial preference survey were available online and paper copies of the community survey were available at community meetings. That survey was designed to determine significant priorities for the City of Horace and to understand the public's aspirations for the City's future. A summary of all survey results is provided in Appendix 3.

The policy survey was introduced at a community meeting on February 28, 2019. There, participants indicated their preferences by placing a sticky dot on a large exhibit. In response to participants' requests, that survey was also added to the project website.



Figure 1-9: Community members voted on their favorite and least-favorite elements of parks and recreation facilities (Source: Stantec)



The old center of Horace, called Old Town, consists of a few small commercial buildings and is demarcated by large grain elevators, which are the tallest structures in the area (Source: Stantec)

The parks and recreation survey, a visual preference survey, was introduced at a community meeting on March 26, 2019. There, participants indicated on a scorecard their preferences for various parks and recreation options. Discussion of the results of the parks and recreational survey are reflected throughout Horace 2045.

## SURVEY RESPONSES

Select responses to “Horace’s greatest assets are...”

*Rural living with access to urban amenities (Fargo). Conservative values but with less oversight than urban living. You should be strong but tolerant to live in Horace. Great people.*

*Community feel with events, great school, glad more schools are being built. Love the grain elevators that give a country feel.*

*Larger lots, open space, rural living, ability to ride an atv, snowmobile, etc.*

*Its school and large lots for houses.*

*Out of the hustle and bustle of Fargo, small town feel, large yards, friendly people (I know all of my neighbors), low specials, easy access to snowmobile trails.*

*Beautiful tree growth, desirable because houses aren’t on top of each other, nice acre lots with big beautiful homes. Small town feel.*

*Small town feel close to amenities of Fargo/ Moorhead streets that aren’t busy. Family friendly safe neighborhoods*

*The people. The small town feel while having the amenities of a big city close by.*

*Short distance from Fargo. Great law enforcement presence.*

*Well run City: Mayor, Council, Park Board. Insight to develop at a decent pace.*

---

## PLAN ORGANIZATION

The Comprehensive Plan is organized into four major sections. Each section contains multiple chapters. The purpose of each major plan section is summarized below.

### SECTION 1: BACKGROUND AND VISION

The first section, which includes three chapters provides an orientation to the purpose, structure and foundation of Horace 2045. This section includes a plan introduction, an overview of assets, challenges and opportunities, and the vision framework. The vision framework includes the updated vision for Horace, a set of guiding principles and the cross-cutting themes that guide the entire Horace 2045 effort.

### SECTION 2: FUTURE LAND USE MAP

The second section provides an overview of the Future Land Use Map, the foundation for the overall plan and what the City envisions over the coming decades. Descriptions of the land use categories are also included in this Section.

### SECTION 3: PLAN FRAMEWORK

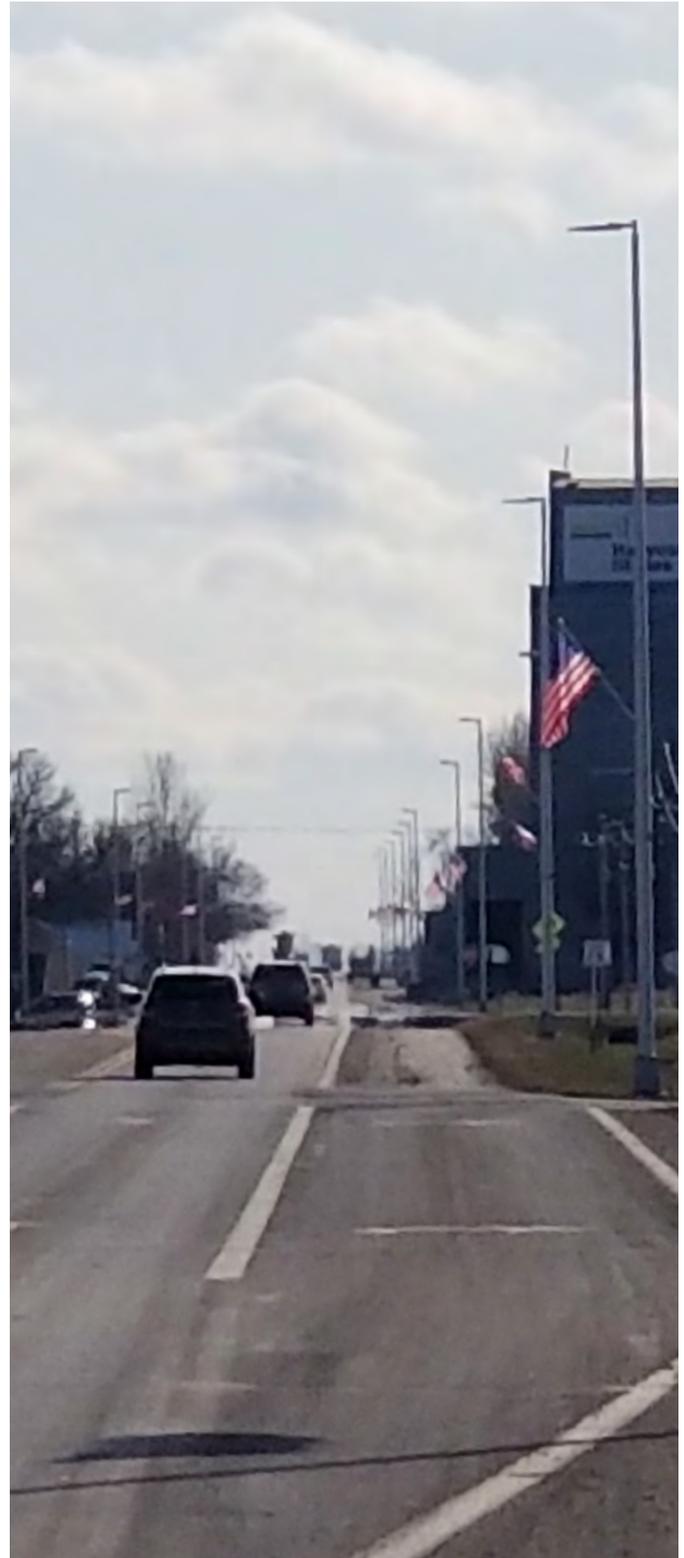
Section 3 of Horace 2045, which includes nine chapters, dives into the individual plan element topic areas. After the presentation of an overarching plan element framework, the section devotes a chapter to each of the nine plan elements. Each chapter includes an overview of major issues and challenges specific to each element with a set of goals and policies to set the direction for how the Horace community will respond to or address its challenges.

### SECTION 4: IMPLEMENTATION

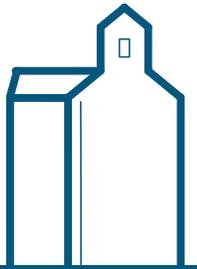
The final section focuses on implementation. It includes an overarching implementation strategy that is built on an updated approach to the City's Comprehensive Planning program. The chapter then provides detailed indicators, targets and actions that are overarching and specific to each plan element.

### APPENDICES

An appendix including five appendices have been developed as a separate document.



**HORACE**  
2045



# CHAPTER 2

# VISION FRAMEWORK

---

# THIS PAGE SUMMARIZES THE VISION, GUIDING PRINCIPLES AND OVERARCHING THEMES THAT WERE DEVELOPED THROUGHOUT THE HORACE 2045 PLANNING PROCESS.

The Vision Framework provides the direction for all subsequent sections and chapters of Horace 2045. The Plan Framework, the Plan Element goals and policies, as well as the specific implementation strategies are intended to position the City of Horace and the larger community to realize the future envisioned throughout this chapter.

## VISION

The City of Horace envisions itself in 2045 as a community with a high quality of life and expanding economic opportunities which embraces its historic heritage and protects the environment, while carefully planning for future development and utilizing the proximity to the metropolitan area as an asset and a positive economic driver. Horace's growth will be planned with strong neighborhoods, diverse economic generators, interconnected mixed-use centers, parks, public spaces, recreational facilities, and unique natural environments that fosters belonging and creates a sense of place. The City strives to be a highly valued place to live, work, and visit.

Horace is a city of residential neighborhoods and will continue to place priority on maintaining the quality of life that the residents enjoy. Where appropriate, the City will encourage the development of diverse housing options, walkable mixed-use centers, employment and commercial centers, government offices, medical facilities, gathering places, parks, outdoor plazas, and other open spaces; greenways and trails; through Comprehensive Plan policies and land development regulations that support the City's unique community character and priorities.

## GUIDING PRINCIPLES

The following principles establish a higher-order decision-making framework to guide the growth and evolution of Horace for the next 25 years. The guiding principles were developed through the planning process to support the vision and set clear priorities for plan development. The guiding principles articulate the overarching direction of the plan recommendations while also framing a set of criteria for evaluating unanticipated opportunities and potential deviations from the specific direction set in this document.

*Provide sufficient land area and densities to meet Horace's projected needs for housing, employment, and public facilities.*

*Minimize adverse impacts on lower intensity uses, such as residential uses.*

*Champion a diverse economy that supports existing businesses, encourages entrepreneurs, and attracts new employers.*

*Encourage a healthy and sustainable business environment that continues to invest in infrastructure and build a community that is attractive to employers and their workers.*

*Continue to support revitalization efforts in Old Town.*

*Encourage a variety of housing types for a range of incomes and age groups.*

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## GUIDING PRINCIPLES (CONT'D)

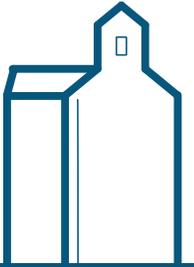
*Continue to support strong and sustainable neighborhoods protected from negative impacts.*

*Encourage development at the City's gateways and along key transportation corridors that provides a positive image to City visitors and residents.*

*Continue to be a safe City in which to live, work, study, and visit.*

*Support an efficient and well-designed transportation system that enhances safety and mobility.*

*Systematically invest in City infrastructure that supports current and future population and businesses.*



# CHAPTER 3

# FUTURE LAND USE

---

# THIS CHAPTER ESTABLISHES A LAND USE FRAMEWORK FOR FUTURE DEVELOPMENT IN HORACE OVER THE NEXT 25 YEARS.

The 2045 Future Land Use Map and accompanying land use policies will be used to guide future development decisions, infrastructure improvements, and public and private investment. This Chapter outlines how this map was developed and how it is different from the City's zoning map.

## FUTURE LAND USE MAP

The 2045 Future Land Use Map for the City of Horace reflects a development pattern that balances the economic, social, and environmental needs of the city, strengthens the local economy, and preserves the quality-of-life for all residents. The Future Land Use Map was adopted by the City on June 15, 2019.

The Future Land Use Map and related policies provide both general guidance and flexibility to decision makers in their considerations of future population and job growth, land development and open space areas, and public investments in infrastructure. The Future Land Use Map is based on the City's historic and developing growth patterns, population projections and the acreage needed to accommodate a 2045 population of between 10,000 and 14,000 while accounting for site constraints and the community preferences expressed through the community survey and public meetings. For the process and considerations included in developing the Future Land Use Map, see Appendix 1.

The map is descriptive, not prescriptive, conveying the community's desires for the future and the flexibility needed to accommodate unforeseen opportunities.

The Future Land Use Map should be interpreted generally and is not intended to provide the specificity or the rigidity of a zoning map or engineering document. In most cases it generally follows existing parcel lines, roadways, and other geographic boundaries. If the land use designation shown on the Future Land Use Map does not follow an existing parcel line, the actual delineation of land use categories shall be established at the time of zoning and/or development request.

Future zone changes should generally adhere to the land use categories depicted on the Future Land Use Map, but flexibility in interpretation of the boundary may be granted by the Planning and Zoning Committee, provided the proposed change is consistent with the principles, goals, and policies contained in this plan. Density ranges outlined for each land use category are based on gross acreage and are intended to define overall densities for a planning area rather than for individual parcels.

## DIFFERENCE BETWEEN FUTURE LAND USE MAP AND ZONING MAP

Both the Future Land Use Map and Zoning Map depict how land can be used and developed over time, using a set of "categories" and "zones." These categories are shown as colors on the Future Land Use map in [Figure 3-1](#). Both maps show broad categories of uses, such as residential, mixed use, industrial, commercial and open space. Both also convey information about the scale and density/intensity of future development.

A future land use map is about the future. The map depicts a long-term vision of how and where a City is expected to grow and change to accommodate expected population and job growth. As opposed to a zoning map, the Future Land Use map boundaries are not definitive delineations of where different types of development are appropriate and where they are not.

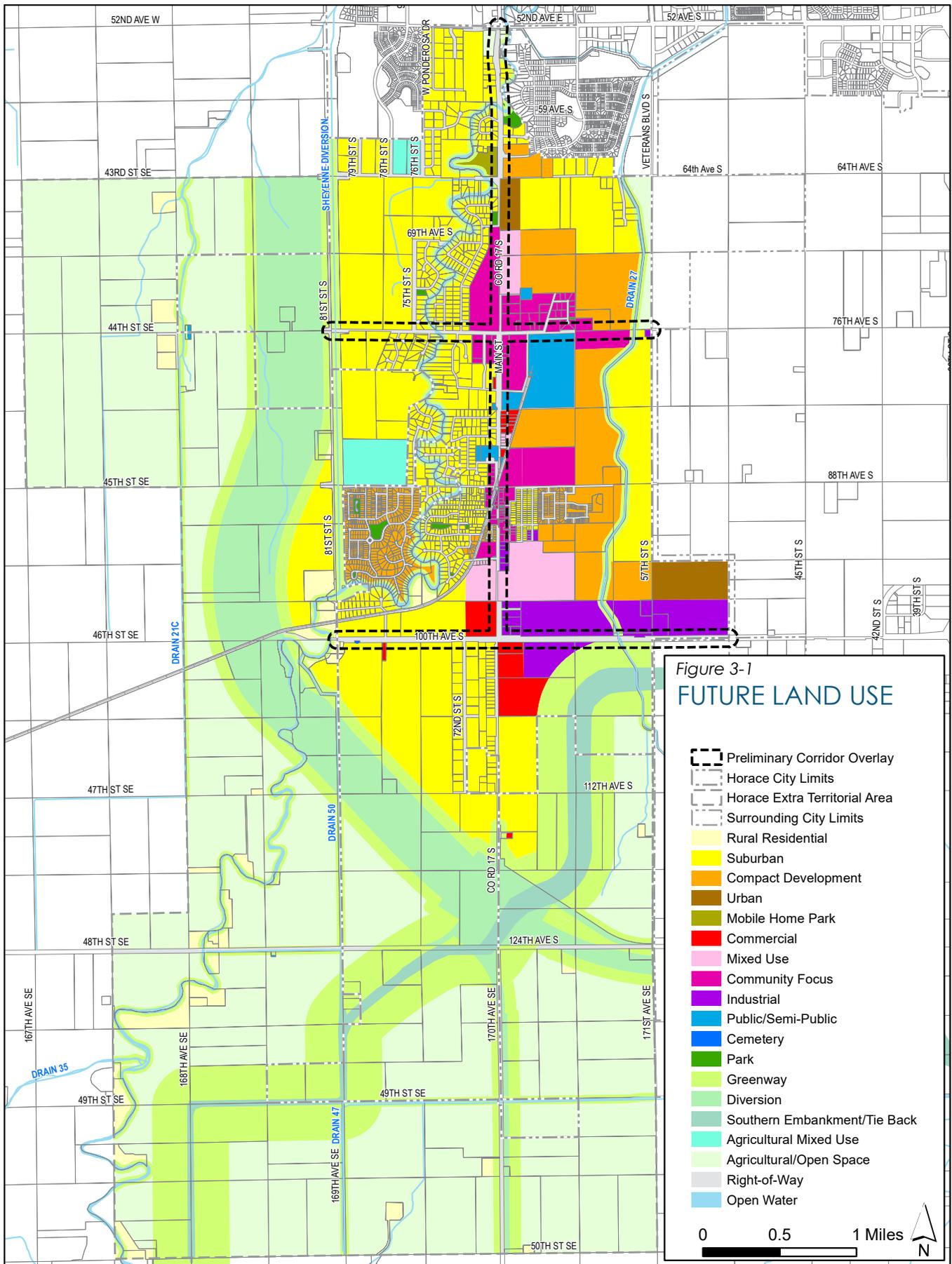
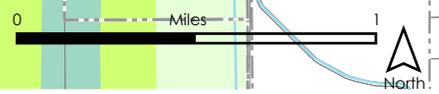
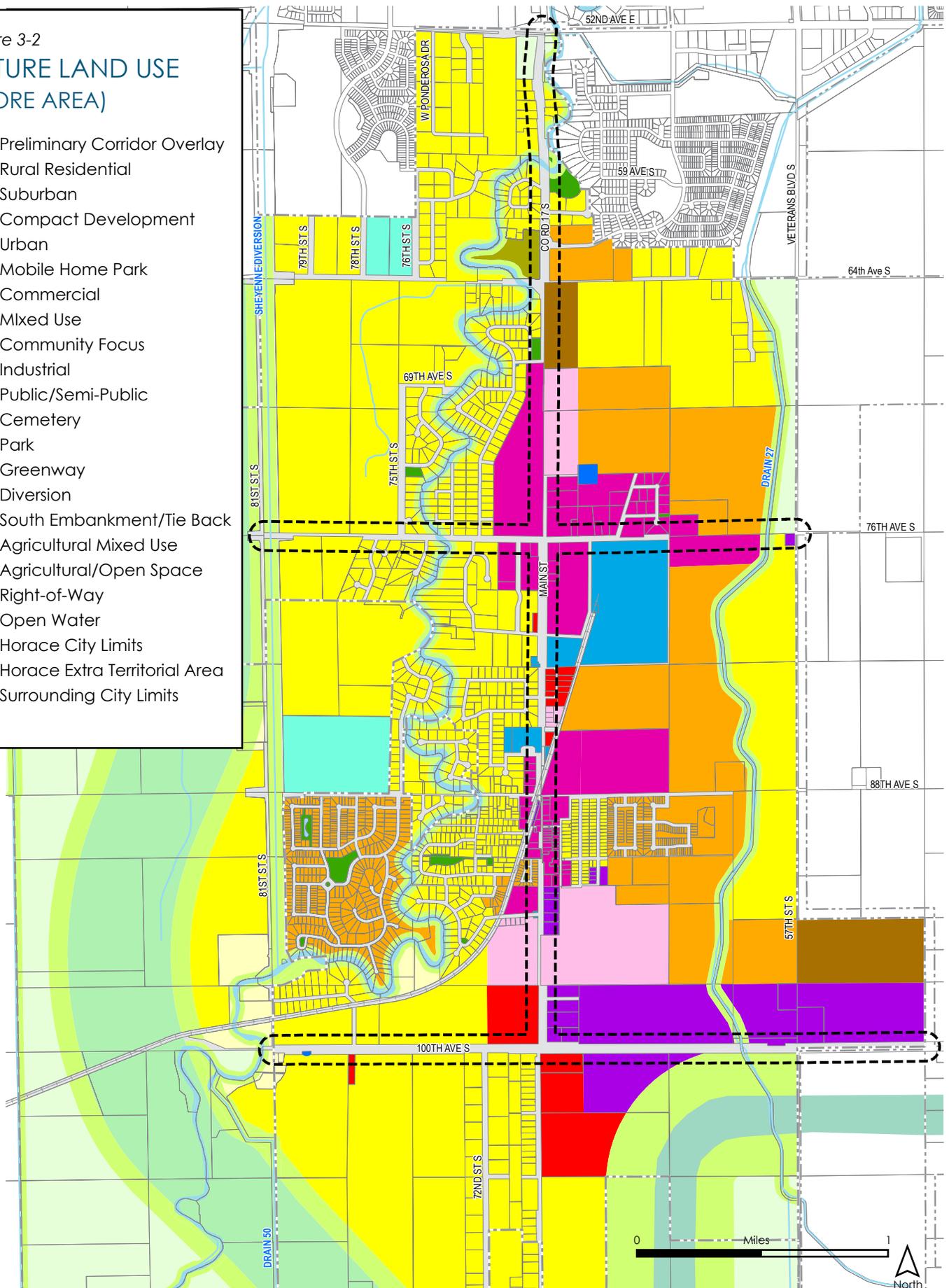


Figure 3-2

## FUTURE LAND USE (CORE AREA)

-  Preliminary Corridor Overlay
-  Rural Residential
-  Suburban
-  Compact Development
-  Urban
-  Mobile Home Park
-  Commercial
-  Mixed Use
-  Community Focus
-  Industrial
-  Public/Semi-Public
-  Cemetery
-  Park
-  Greenway
-  Diversion
-  South Embankment/Tie Back
-  Agricultural Mixed Use
-  Agricultural/Open Space
-  Right-of-Way
-  Open Water
-  Horace City Limits
-  Horace Extra Territorial Area
-  Surrounding City Limits



A future land use map is not a regulatory document. A City's zoning regulations, zoning map and land development regulations serve that role. A zoning map is about what is allowed today; it tells us how land can be used and what can be built on any given property. Zoning districts are more specific than future land use map designations and come with a set of rules (like those included in the Horace Zoning Regulations) that clarify the specific list of uses that are permitted or possible conditionally in each zoning district. The zoning regulations also specify how buildings may be developed or changed (e.g., maximum height, lot coverage and required setbacks from property lines).

The Future Land Use Map does not change any existing zoning designation. The Compatibility Matrix ([Table 3-1](#)) illustrates the relationship between the Future Land Use Map categories and the zoning districts. The Future Land Use Map designates land within the City and its planning area with broad land use categories, like "rural residential," "compact development," "mixed use," etc. and a corridor overlay designation. Each category has a description and corresponding density range. The descriptions do not propose a change to existing development; instead, they suggest a direction moving forward and list qualities to be embodied by new development and redevelopment.

## FUTURE LAND USE CATEGORIES

Fifteen land use categories and the corridor overlay are depicted on the Future Land Use Map. Each category is intended to indicate a predominant land use, or set of uses, as well as other features that define the character of the category. A brief description of each category is provided below. Each description is consistent with the ideas and vision the community has for the future development pattern. These descriptions do not propose a change to existing development within each category; instead, they suggest a direction moving forward and list qualities to be embodied by new development and redevelopment.

The Future Land Use Map ([Figure 3-1](#)) designates land use categories of varying densities and intensities to provide for a full range of land use activities appropriate to the character of the city's neighborhoods. These designations are based upon

environmental conditions, historic and developing growth patterns, and existing or future availability of public facilities and services. The Horace future land use categories are summarized as follows:

### RURAL RESIDENTIAL

Rural residential areas are distant from the core of the city, scattered within agricultural areas. Included in these areas are very low density single-family detached homes. These areas are not to be programmed to receive urban-type capital improvements, and can anticipate a continued level of public services below that of the urban areas. The City of Horace has no plans to pursue Rural Residential development in the future.

**Density:** Up to about 1 unit/acre, although densities are significantly lower in some locations.

### SUBURBAN

This category covers much of the developed area of Horace and is characterized by single family homes.

**Location:** In Horace, additional property with this designation would be located in areas where higher densities would be incompatible or where there is a desire to retain a low-density community character.

**Density:** 1 unit/acre – 3 units/acre

### COMPACT DEVELOPMENT

This category provides for a range of housing types including detached single-family homes on small lots, twin homes, duplex, triplex, and townhomes. Small neighborhood commercial uses may also be appropriate. Because of the increased density, site design must provide a transition when adjacent to existing development with lower density and provide access to open space.

**Location:** Uses in this category are located with easy access to the City's major roads and public services.

**Density:** 3 units/acre- 5 units/acre

## ■ URBAN

The Urban future land use category is characterized by a range of housing types with a distinctly urban character including apartment buildings. Small neighborhood commercial uses may also be appropriate. Because of the increased density, site design must provide a transition when adjacent to existing development with lower density and provide access to open space.

**Density:** 5 units/acre - 14 units/acre

## ■ MOBILE HOME PARK

This category is applied to the existing mobile home parks within the City.

## ■ COMMERCIAL

The Commercial future land use category provides opportunities for retail, restaurant, office, tourist facilities and is located in close proximity to existing commercial areas, employment centers and where commercial services are necessary to meet the projected needs of the city's residential areas. Developments seeking a mix of uses that include residential are encouraged to seek a Mixed Use designation.

**Location:** Commercial uses should generally be located on major roadway corridors, near existing commercial areas, employment centers and where commercial services are necessary to meet current and projected needs.

**Floor Area Ratio (FAR):** Between 0.35 and 1.0

## ■ MIXED USE

Mixed Use developments can either be a development with side by side residential and commercial buildings or a development with commercial and residential uses in the same building. Because of the flexibility provided in this category, site plan review and zoning approval are required. Walkability and internal open space must be addressed and height limits should be considered.

The Mixed Use future land use category is intended to provide flexibility to allow complementary uses within a district. A Mixed Use land use pattern generally includes a combination of higher density residential and commercial uses. The specific mix of uses will vary based on adjacent uses, location, and access. Industrial land uses are not permitted.

Because of the flexibility provided and the location of these areas, the city expects high quality design to ensure compatibility between residential and commercial uses and to create attractive, community-oriented development that positively reflects on the image and identity of Horace.

**Location:** Located along corridors, close to major intersections and internal to planned communities.

**Density:** Typically, up to 14 units/acre.

**Floor Area Ratio (FAR):** Between 0.5 and 2.0

## ■ COMMUNITY FOCUS AREAS

This future land use category has been applied to key locations within the city that require special attention. In most instances future land uses in these areas are expected to include a combination of higher density residential and commercial uses. The specific mix of uses will vary based on adjacent uses, location, and access. Industrial land uses are not permitted. In most areas within this category, special design guidelines or buffers are required to ensure compatibility with adjacent land uses.

**Locations:** Located at the intersection of CR 17 and 76th Ave South, Old Town and adjacent areas.

**Density:** Typically, up to 14 units/acre.

**Floor Area Ratio (FAR):** Between 0.5 and 2.0

## ■ INDUSTRIAL

The Industrial future land use category plays an important role in strengthening the city's economic base and will become increasingly important as the city grows in size and urban complexity. To a great extent these are the areas to which the city must look for expanded job opportunities, investments and production opportunities, and a balanced and sufficient tax base.

Predominant land uses will include light manufacturing, warehousing, mini-storage, open storage, multi-tenant industrial parks, contractors' yards, automotive repair and similar uses.

Commercial uses including convenience centers, storage facilities, restaurants, offices, and health clubs may be located within the Industrial Area.

**Location:** The Industrial area is focused at CR 17 and 100th Ave South.

**Floor Area Ratio (FAR):** Between 0.5 and 2.0

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## ■ DIVERSION AND SOUTHERN EMBANKMENT/TIE BACK

These two land use categories represent the footprint of the F-M Diversion Project. Existing uses are expected to continue for the near term. No new uses are proposed within this area, but Greenway concepts have been proposed along the Diversion and Southern Embankment/Tie Back edges.

## ■ PUBLIC/INSTITUTIONAL

The Public/Institutional areas include publicly owned lands within the city such as public schools, utilities, public transportation, and other governmental facilities. The allowable public entity uses within these areas are determined by the entity owning each such parcel and the local government having zoning and permitting jurisdiction. Typical institutional uses include hospitals and clinics, cemeteries, and places of worship. These uses are subject to City review and approval.

**Location:** Varies.

**Density or Floor Area Ratio (FAR):** Varies

## ■ PARKS AND OPEN SPACE

This future land use category encompasses existing parks, open space, and non-commercial recreational areas and is limited to such uses. Park space is generally provided by the City and its regional partners. This includes places that are open to the public as well as privately operated facilities which serve the community's recreational needs, such as golf courses.

**Location:** The locations of future parks are not designated at this time; these locations will vary based on facility type and size. Generally, neighborhood parks should be centrally located within neighborhoods to allow for bike and pedestrian access. Larger community and regional facilities should be located along major arterials and collectors to provide access from other areas of the community.

**Density:** n/a

## ■ GREENWAYS

This future land use category is applied to buffer areas along the planning area's rivers, drainageways and the proposed F-M Diversion project (Diversion and Southern Embankment/Tie Back). Uses in the Greenways category vary and some carry a required zoning setback.

## ■ AGRICULTURE MIXED USE

These areas provide for mix of traditional agricultural uses and more commercial agricultural uses, such as equestrian training facilities, that can be compatible with adjacent residential uses. The areas are not to be programmed to receive urban-type capital improvements and public services.

**Density:** Up to 1 unit/acre. Densities are significantly lower in some areas.

## ■ AGRICULTURE/OPEN SPACE

This future land use category is rural in nature and characterized by agricultural uses. These areas are not to be programmed to receive urban-type capital improvements, and they can anticipate a continued level of public services below that of the urban areas.

**Density:** 1 unit/acre. Densities are significantly lower in some areas.

## CORRIDOR OVERLAY

The Corridor Overlay indicates areas which will be guided by development standards in addition to those provided by the city's zoning districts. This corridor overlay recognizes the importance that entryways into the City of Horace play in defining the city's character. The corridor overlay protects the function of these important roadway corridors and guides the aesthetics of these very visible entry gateways. The specific development standards should be keyed to the various corridor segments to ensure that the corridors function well while identifying opportunities for design guidelines.

## ZONING COMPATIBILITY

The table below illustrates the relationship between the future land use categories and existing zoning districts. Future land use categories are shown in the first column, and zoning districts are shown in the first row. The colored boxes indicate compatible future land use categories and zoning districts.

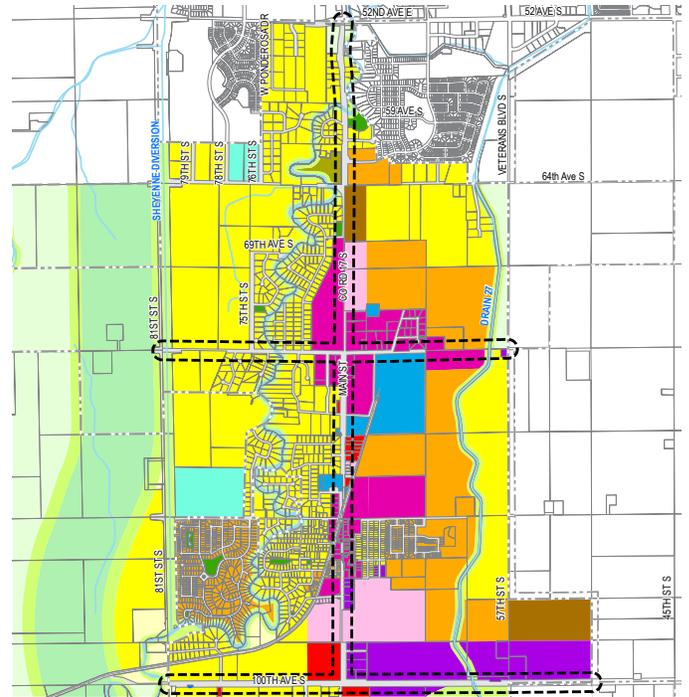
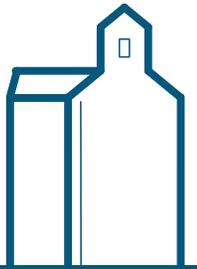


Figure 3-3: A close-up of the section of the Future Land Use map pertaining to the Corridor Overlay (Source: Stantec)

Table 3-1: Compatibility of Future Land Use with Zoning

Land Use Categories	Zoning Districts															
	S-R	R-E	R-1	R-2	R-3	R-4	R-5	R-6	MH	C-1	C-2	C-3	I-1	I-2	A	
Rural Residential	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Suburban	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Compact Development	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Urban	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Mobile Home Park	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Commercial	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Mixed Use	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Community Focus Areas	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Industrial	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Diversion and Tie Back	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Public/Institutional	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Parks and Open Space	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Greenways	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Agriculture Mixed Use	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
Agriculture/ Open Space	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	



# CHAPTER 4

# PLAN ELEMENTS

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# THIS SECTION, PLAN ELEMENTS, PROVIDES AN OVERVIEW, GOALS AND POLICIES FOR EACH OF THE NINE PLAN ELEMENTS THAT MAKE UP HORACE 2045.

## OVERVIEW

The plan elements reflect topics that are central to future development in Horace. Each plan element has its own goals and policies that will help to guide the City of Horace in its implementation of Horace 2045. The plan element chapters provide an overview of major issues and challenges specific to each element and goals and policies help to set the direction for how the community will respond to and address its challenges. The goals and policies were developed as part of the Horace 2045 plan process through engagement with the community and key stakeholders.

The following chapters of this document directly correlate with the eight plan elements that were identified by the City of Horace at the onset of this planning study.

At the beginning of each of the following chapters, brief introductions are provided to address key questions that are related to that element's goals and policies.

As planning recommendations were compiled to respond to these questions, appropriate goals and policies were identified to support implementation and strategic growth of the community. These goals and policies directly correlate to implementation measures and recommendations, outlined in the final chapter of this study document.

## PLAN ELEMENTS

The nine elements of Horace 2045 are:

- [Chapter 5: Growth Management](#)
- [Chapter 6: Community Character](#)
- [Chapter 7: Transportation and Connectivity](#)
- [Chapter 8: Small Area Plans](#)
- [Chapter 9: Housing](#)
- [Chapter 10: Economic Vitality](#)
- [Chapter 11: Municipal Infrastructure, Facilities and Services](#)
- [Chapter 12: Parks and Recreation](#)
- [Chapter 13: Natural Resources](#)

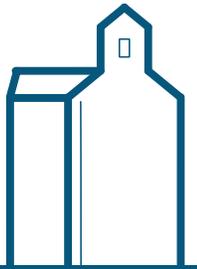
## GOALS AND POLICIES

Plan Element Goals and Policies reflect and support the City's Vision and the key Guiding Principles that characterize the City's ambitions for the next 25 years as identified by the Study Review Committee and residents of Horace through the process of community engagement.

Goals are the broadest statements of the community's desired long-term direction. Goals describe ideal end-state conditions in 2045 that would result if the Plan is successfully implemented.

Policies are statements that identify the community's preferred actions. They will be reflected in the implementation measures and are intended to serve as the foundation for targeted amendments to the City's zoning regulations.

**HORACE**  
2045



# CHAPTER 5 GROWTH MANAGEMENT

---

# THE CITY'S POPULATION AND EMPLOYMENT GROWTH ARE EXPECTED TO CONTINUE - EFFECTIVE GROWTH MANAGEMENT WILL BE KEY TO THE CITY'S SUCCESS.

## FUTURE GROWTH

Population projections for Horace indicate that about 10,000 to 14,000 people will live in Horace by the year 2045. These projections are based on the Demographic Forecast Study for the FM Metropolitan Area completed in 2017 by Metro COG, projections from the previous comprehensive plan, and a review of recent development trends and Census population estimates for the City of Horace.

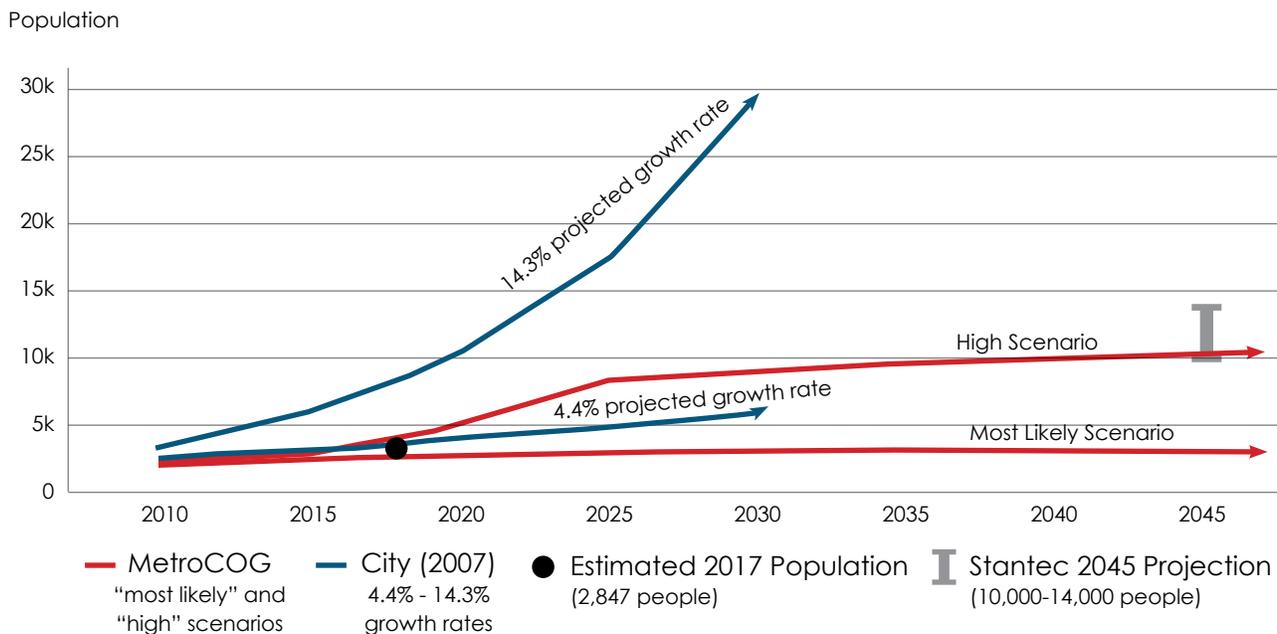
Metro COG's 2017 population estimates were higher than the "Most Likely MetroCOG" projections and were closely on-track with the 4.4% growth rate as identified in the 2007 Comprehensive Plan. Based on these projections and considering the substantial development activity underway in the community, these trends are projected to put the City's population at or above 10,000 people by 2045.

New growth is both an opportunity and a challenge for Horace. Aligning the City's land use plan with development, market demand, and consumer

and employer preferences will allow Horace to both expand and diversify housing and to preserve existing neighborhoods and natural resources. The land use plan can also help guide strategic areas for economic development opportunity. Finally, the City's land use plan can also help address issues such as housing availability and choice, income/ economic segregation and health and wellness.

Horace is proactively addressing the challenges and opportunities of growth. The issues facing the City include changing demographics and ensuring effective utilization of land supply and development patterns to ensure that Horace develops sustainably and remains economically competitive. With new growth, it is also crucial that the City create a strategy to accommodate new residents while retaining the community character and high quality of life currently enjoyed by residents. The goals and policies in this chapter aim to strategically manage anticipated growth and give the City a guide for future decision-making.

Table 5-1: Population Projections



## GROWTH MANAGEMENT GOALS AND POLICIES

### GOAL GM-1 - MAINTAIN THE FUTURE LAND USE MAP

Maintain a Future Land Use Map showing the proposed distribution, location, and extent of future land uses it will identify by type, density, and intensity to provide a balance of uses that foster vibrant, viable neighborhoods and economic development opportunities, protect natural and man-made resources, provide essential services in a cost-effective manner, and maintain community character. See Appendix A for details of the currently adopted Future Land Use Map.

Policy GM-1.1 Designate on the Future Land Use Map ([Figure 3-1](#)) land use categories of varying densities and intensities to provide for a full range of land use activities appropriate to the character of the City's neighborhoods.

Policy GM-1.2 Evaluate development proposals for consistency with the future land use map.

### GOAL GM-2 - MAKE FULL AND EFFICIENT USE OF URBAN SERVICES

Policy GM-2.1 Encourage development to locate contiguous to existing urban development.

Policy GM-2.2 Use public infrastructure efficiently and avoid development that prevents or discourages extension of urban services into appropriate areas.

Policy GM-2.3 Encourage compact development patterns.

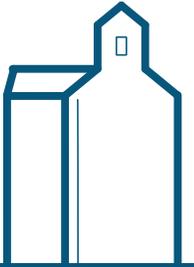
Policy GM-2.3 Encourage the rehabilitation or, if rehabilitation is not feasible, the redevelopment of aging properties in the older portions of the City.

### GOAL GM-3 - MANAGE GROWTH WITH A COMPREHENSIVE PLAN AND A ROBUST DEVELOPMENT REVIEW

Policy GM-3.1 Maintain a Comprehensive Plan and create a process which allows for annual review and updates, with the intent of rewriting the planning document after 10 years.

Policy GM-3.2 Promote community character through the implementation of planning and development practices that create an attractive, livable community, an enhanced quality of life, and foster a unique sense of place.

**HORACE**  
2045



**CHAPTER 6**  
**COMMUNITY**  
**CHARACTER**

---

# PROJECTED GROWTH WILL REQUIRE CREATIVE SOLUTIONS FOR PROTECTING THE UNIQUE CHARACTERISTICS THAT HORACE RESIDENTS VALUE.

## SMALL TOWN CHARACTER

Horace is currently experiencing exceptional growth and development interest. As discussed in the previous chapter, with growth comes a variety of opportunities and challenges. Continued population growth will demand more housing. Additional households will boost retail spending potential in the area and drive commercial development. In addition, there will be demand for more community services such as schools, parks, and recreation facilities. Expanded or new facilities for police, fire, and EMS will likely be required to adequately serve the area in the future. Similarly, infrastructure improvements will be needed to manage the demand placed on transportation and utility systems.

Preserving Horace's small-town character is very important to the City's current residents. The City has been described by residents as unique, laid back, friendly, "real", and community-oriented. Many participants in community meetings expressed strong support for Horace's small-town feel and worry that this will be lost or is already being lost as the City grows.

Many elements work together to lend Horace the feel of a small-town. Horace residents attribute the City's small town feeling to a number of different factors that all work together, including:

- Population size - with its estimated 2018 population of 2,847, the City is a small town
- Many long-time residents
- Ease of travel within the City
- Unique quality of life
- People who are friendly to strangers and greet each other on the streets
- Sense of safety and "family-friendliness"
- The slow, relaxed pace of life and down-to-earth, laid-back culture
- Unique neighborhoods with identity and character
- Ability to ride ATV's and snowmobiles within the City
- Open space and nature



Figure 6-1: A word cloud developed from responses to an open-ended community survey question, "What's best about Horace?" This graphic is highly unusual in its depiction of real consensus among survey takers. (Source: Stantec)



Figure 6-2: As Horace grows in size, it's important to intentionally preserve the small town character and traditions. (Source: City of Horace)

In community meetings, residents expressed their sense of pride in Horace as it exists today and spoke of the inevitability of development and their concern about changes to come. Some expressed concern that Horace would become an extension of development across the region that they saw as cookie-cutter and lacking trees. The challenge of preserving Horace's small town character is significant. In other communities, concerns related to losing the small town feel include gentrification, homes that are significantly different in scale and price than current homes, increased traffic and new residents who are not friendly or as community minded as current residents.



Figure 6-3: Development regulations and other planning tools can help to preserve the unique community feel in Horace. (Source: Stantec)

## THE NEIGHBORHOODS

As the City continues to grow, it's important that future development consider the context of its neighborhoods. New development should be designed consciously with its surroundings in mind and strengthen the existing sense of community. Development compatibility can and should be addressed during City review of development proposals, which could include review of general compatibility, traffic, scale, walkability, etc.

Community cohesion can be enhanced, or at least maintained, by common destinations within a community where people can gather. Initial community input has included the City's need for a 'downtown,' although its location is not specified. Interest in the downtown reflects the desire to have a place to gather, a city focus, a destination. Small shops and a family-friendly restaurant were often mentioned in the survey.

The following goals and policies are designed to help the City grapple with maintaining its small town feel, while experiencing intense development pressure. The goals and policies are also furthered by those within [Chapter 8](#), Small Area Plans, which address the area at the CR 17 and 76th Avenue South intersection and Old Town.

## COMMUNITY CHARACTER GOALS AND POLICIES

### GOAL CC-1 - COMMUNITY CHARACTER

Support Horace's unique small city character and quality of life by managing growth and development and by maintaining and executing Comprehensive Plan policies, development regulations, and other planning tools.

Policy CC-1.1 Promote community character through the implementation of planning and development practices that create an attractive, livable community, an enhanced quality of life, and foster a unique sense of place.

Policy CC-1.2 Implement and maintain high quality development standards for architecture, landscape architecture, hardscaping, site planning, landscaping and buffering, signage, lighting designs and visual appearance of developments, transportation facilities, pedestrian circulation and community amenities including public spaces and parks within mixed use and non-residential developments.

## GOAL CC-2 - HORACE NEIGHBORHOODS

Support and enhance Horace's residential character by establishing land development regulations that specifically address how the proposed residential neighborhoods:

Policy CC-2.1 Are not in conflict with adjacent uses, public facilities, and infrastructure systems;

Policy CC-2.2 Access, where applicable, nearby parks, public spaces, recreational facilities, and greenways, and natural open spaces;

Policy CC-2.3 Connect to adjacent residential developments, mixed-use centers, economic areas, public facilities, natural resources, and other community facilities; and

Policy CC-2.4 Contribute to the overall design, landscaping, and aesthetics that make up the community's character.

## GOAL CC-3 - UNIQUE NEIGHBORHOOD CHARACTER

Promote the development of the City of Horace as a community with a unique quality of life, distinct character, and diverse housing, economic, recreational, and social opportunities by:

Policy CC-3.1 Protecting the natural resources, environment, and lifestyle;

Policy CC-3.2 Establishing minimum aesthetic and design requirements;

Policy CC-3.3 Managing the type, location, quality, design and intensity of future land uses;

Policy CC-3.4 Striving to ensure that change is positive, cohesive, appropriately timed and in concert with the character of the community.

## GOAL CC-4 - PRESERVE NEIGHBORHOOD CHARACTER

Preserve the value and character of existing neighborhoods.

Policy CC-4.1 Neighborhoods with a broad range of housing types and price levels which can bring people of diverse ages and incomes into daily interaction, strengthening a sense of community.

Policy CC-4.2 Recognize the value of strong and stable neighborhoods by encouraging neighborhood identity and a sense of community in the City.

Policy CC-4.3 Promote public/private programs and activities that strengthen, stabilize, improve and enhance neighborhoods.

Policy CC-4.4 Protect residential neighborhoods from encroachment and detrimental impacts from other more intensive land uses and continue to enforce existing regulations that provide buffering from more intensive uses.

Policy CC-4.5 Promote walkable neighborhoods with defined centers and edges.

## GOAL CC-5 - RESIDENTIAL FORM

Housing choices are available in walkable and bikeable neighborhoods located near employment, retail, medical and recreational amenities.

Policy CC-5.1 New residential development should provide a safe means for residents to connect by walking or bicycling within neighborhoods and to the larger community.

Policy CC-5.2 Encourage housing to be built with, near or adjacent to retail uses.

Policy CC-5.3 Encourage higher-density housing choices in key areas of the City and along its major roadways.

Policy CC-5.4 Support and enhance Horace's residential character by ensuring that development proposals address how they:

- Are not in conflict with adjacent uses, public facilities, and infrastructure systems.
- Impact surrounding environmental and natural resources and prevent or appropriately control encroachment or alteration.
- Access, where applicable, nearby parks, public spaces, recreational facilities greenways, and natural open spaces.
- Create automotive, bicycle and pedestrian connections to adjacent residential developments, mixed-use centers, economic areas, public facilities, natural resources, and other community facilities.

Policy CC-5.4 cont'd

- Maintain and further residential character through application of codes and standards for the maintenance, development, and redevelopment of housing and by protecting the integrity of residential areas by ensuring that new developments are consistent in form and character.
- Contribute to the overall design, landscaping, and aesthetics that make up the community's character as a harmonious place with beauty, spaciousness, and a diversity of high quality residential and commercial development that positively contributes to the quality of life of Horace's residents.



Figure 6-4: Evaluating development proposals on a variety of criteria including pedestrian connections and proposed landscaping will help the City to maintain its residential form. (Source: Stantec)

## GOAL CC-6 - COMMERCIAL AND MIXED USE

Encourage the creation of distinctive and memorable commercial and mixed-use developments in which people can live, work, shop, visit, and play.

**Policy CC-6.1** Implement and maintain commercial development standards for architecture, landscaping, buffering, signage, lighting designs and visual appearance of developments, transportation facilities, and other community amenities

**Policy CC-6.2** To permit orderly and well-planned commercial development at appropriate locations, Horace will amend its Title IV, Land Use Ordinance to provide that all rezoning and development approval applications for commercial development will be reviewed and evaluated as to their compatibility with adjacent and nearby uses, including consideration of the following:

- Traffic and access impacts
- Architectural and landscape architectural design
- Site planning, interconnectivity, and public space
- Screening, landscaping and buffering
- Availability and adequacy of services and facilities
- Impact on adjacent land uses and surrounding neighborhoods
- Proximity to other similar centers
- Environmental considerations

## Policy CC-6.3 **COMMERCIAL DEVELOPMENT STANDARDS**

New commercial developments should be designed to arrange uses in an integrated and cohesive unit in order to address compatibility with the adjacent and nearby uses by adhering to the following standards:

- Provide visual harmony and screening
- Promote pedestrian movement within the development and connectivity to adjacent and nearby uses
- Utilize joint parking, access and loading facilities
- Avoid negative impacts on surrounding land uses and traffic circulation
- Protect natural resources
- Provide necessary services and facilities where they are inadequate to serve the proposed use

## GOAL CC-7 - MIXED USE DESIGN

Promote Horace's quality of life and diverse local economy by fostering compatible mixed-use centers that can serve as central gathering places for Horace's residents, business owners, and visitors.

**Policy CC-7.1** Mixed-use development shall be limited to uses that are complementary rather than conflicting based upon the character of the surrounding area, the compatibility of the uses, and the characteristics of the transportation network.

Policy CC-7.2 Development standards and criteria for mixed use development are encouraged to include the following desired attributes:

- Provisions for outdoor livability, including interconnected pedestrian and bike facilities, public plazas, and seating.
- Well defined centers and edges with public or civic space creating an element around which other development is located. When necessary, development density and intensity will gradient from the center to the edge suitable to integrated surrounding land uses.
- Development plans will create focal points of signature buildings, civic spaces, natural amenities, and other features.
- Streets and roads fronted by design features including greenspace and sidewalks which define and contribute to a pedestrian street character.
- Building design, placement, and entrances at a pedestrian scale and oriented towards streets or other public space such as parks or squares.

### GOAL CC-8 - SITE INTERCONNECTIONS

Encourage commercial developments within Horace to provide interconnected opportunities with adjacent commercial uses in order to minimize access points onto primary road corridors.

### GOAL CC-9 - STREET TYPOLOGY DESIGN GUIDANCE

Street typologies have been identified as part of this Comprehensive Plan for all collector and arterial functionally classified roadways within the City of Horace. The proposed street typologies took into consideration the proposed future land uses. All new and reconstruction projects, including new developments, should implement the recommendations from the street typology guidance including but not limited to access management, intersection control spacing, intersection control type, on-street parking, speed limits, non-motorized facilities, etc.

### GOAL CC-10 - REDEVELOPMENT AND INFILL

Encourage the redevelopment of Horace Old Town area to allow for mixed-use development. Sufficient density and intensity are needed to enable Old Town to redevelop as a community focal point for the City. See [Chapter 8](#) for the Small Area Plans.

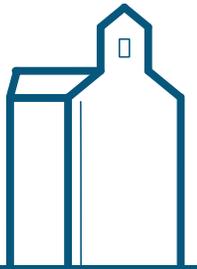
Policy CC-10.1 Encourage the redevelopment and infill of underutilized commercial and residential lands.

Policy CC-10.2 Support development and redevelopment that ensures Horace's small City character is maintained.

Policy CC-10.3 Infill development and revitalized neighborhoods provide a range of housing choices near Old Town.

Policy CC-10.4 Ensure infill development is not in conflict with existing neighborhoods.

Policy CC-10.5 Develop a revitalization toolbox available to existing neighborhoods and promote these tools to neighborhoods and developers.



**CHAPTER 7**  
**TRANSPORTATION &**  
**CONNECTIVITY**

---



A recently completed roundabout in Horace improves mobility and safety

## INTRODUCTION

A strong transportation system provides access to goods and services, employment, housing, health care, and education, increasing the economic productivity and development of a community. The City of Horace is located southwest of the primary metropolitan center of the Fargo-Moorhead area, making connections to the north and to the east particularly important.

## EXISTING TRANSPORTATION SYSTEM

The main road within Horace is County Road (CR) 17, a north/south corridor which passes through the center of the city eventually connecting with I-94 in West Fargo. The main east/west roads are CR 6 (76th Avenue South) and CR 14 (100th Avenue). CR 6 turns sharply and continues with CR 17 until 52nd Avenue South at which point it continues east along 52nd Avenue connecting with I-29. CR 14 is at the southern end of the city limits and offers a direct connection to I-29 approximately two miles east of the city's municipal boundaries.

As the cities of Fargo and Moorhead continue developing south, connections to I-29, I-94, and over the Red River will be a high priority for the overall regional transportation system. 76th Avenue South is anticipated to provide this vital connection for the southern FM area. Currently, the Metropolitan Council of Governments (Metro COG) is in the process of studying 76th Avenue South and its planned vision for the future. Although not yet complete, present findings and discussions from the 76th Avenue South Corridor Study are discussed later in the chapter.

The existing speed limit along CR 17 is 45 mph north of 76th Avenue South, 35 mph south of 76th Avenue South to Chestnut Drive/81st Avenue, and 25 mph south until Liberty Lane. At Liberty Lane, the speed limit increases to 55 mph.

## EXISTING FUNCTIONAL CLASSIFICATION

Roadways are categorized into functional highway classifications based on facility type, ownership, and the role they play in the local transportation system. Typical classifications include interstate, principal arterial, minor arterial, major collector, collector, and local roadways. Currently, the City of Horace has a minor arterial (CR 17 north of 64th Avenue) and three major collectors (CR 17 south of 64th Avenue, CR 6 west of CR 17, and CR 14) as shown in [Figure 7-1](#).

In general, roadways with a higher functional classification, such as arterials, provide for longer trips, greater mobility, limited access and are a means of connection between communities. Roadways with a lower level classification, such as collectors or local roads, provide for shorter trips, have lower mobility, have more access points, and connect to higher functioning roadways. This balance is important in the transportation network and is shown in [Figure 7-2](#).

## EXISTING CRASHES

Crash data was requested from the NDDOT during the recent completion of the 2019 Metropolitan Transportation Plan, Metro Grow. Based on the crash data provided from 2013 to 2017 none of

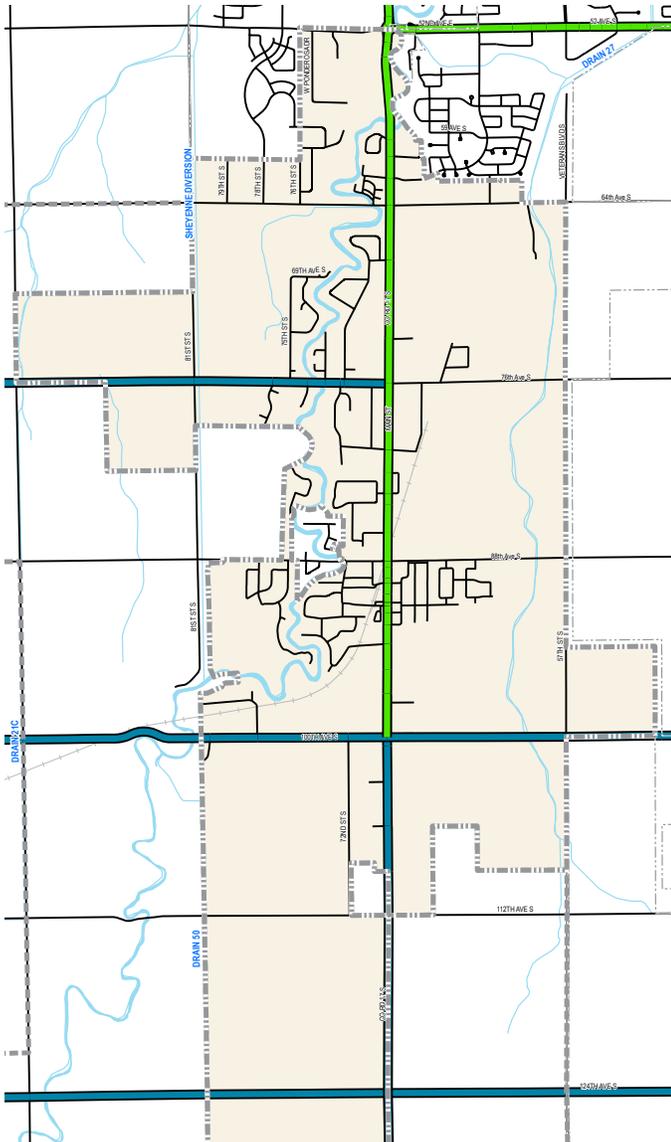


Figure 7-1:  
**EXISTING ROADWAY CLASSIFICATION**

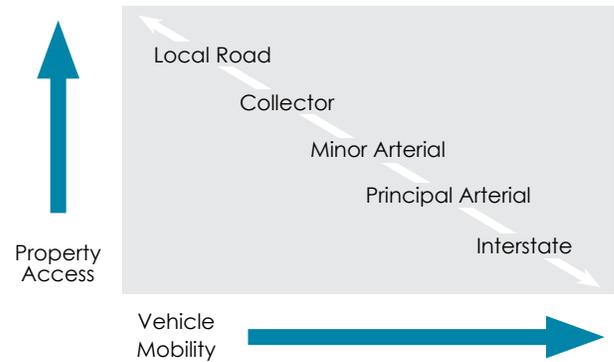
- Minor Arterial
- Major Collector
- Local Road
- City Limits
- Extra Territorial Area

North

0 Miles 1

the high crash intersections noted in Metro Grow were within the City of Horace. The most recorded crashes at any intersection within the city limits was at the far northern city boundary at Sheyenne Street (CR 17) and 52nd Avenue South. At this intersection there were 15 recorded crashes during the five-year time frame. Excluding Sheyenne Street (CR 17) and 52nd Avenue South, the most recorded crashes at any intersection within Horace was two crashes over the five-year period. Currently, Horace does not have a crash issue at any of their intersections.

Figure 7-2: Relationship Between Access and Mobility



## TRANSPORTATION PLANS

### 76TH AVENUE SOUTH CORRIDOR STUDY (ANTICIPATED COMPLETION 2020)

In the fall of 2018, Metro COG initiated a corridor study for 76th Avenue South which is a roadway on the southern fringe of the Fargo-Moorhead metropolitan area within the jurisdictions of Horace, Fargo, Cass County, and Stanley Township. Priority has been placed on this corridor to identify future characteristics such as; capacity and resultant right of way needs, functionality, access control measures, multi-modal features, and corridor aesthetics. These characteristics will ultimately come together, creating a phased approach for 76th Avenue South. The project limits for the study area from 81st Street South (current Sheyenne River Diversion) to the Red River (6.5 miles) as shown in [Figure 7-3](#).

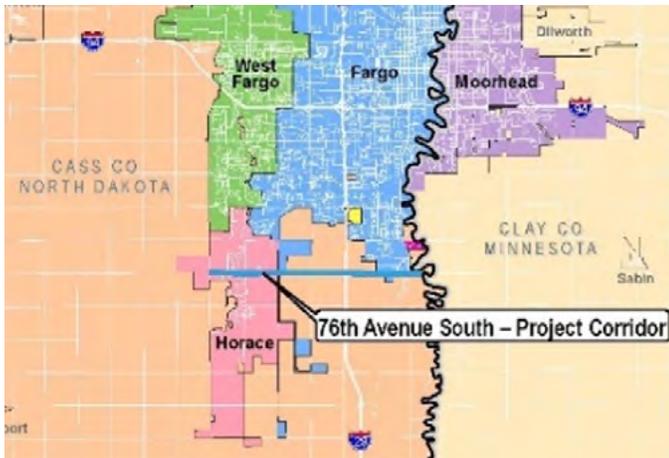


Figure 7-3: Project location for 76<sup>th</sup> Avenue South Corridor Study

The corridor study is still ongoing but has confirmed important planning level details such a future interchange connection with I-29 and continued planning efforts to preserve right of way for a long-term crossing of the Red River at or near 76th Avenue South. The connection of 76th Avenue South to the east is important to the City of Horace as it provides an additional connection to the greater F-M region. Alternatives currently being considered for the 76th Avenue South corridor include:

#### Corridor Alternatives

- Urban Expressway (Corridor with Limited Traffic Signals) also known as a Regional Arterial from Metro COG's Parking and Access Study
- Signalized Urban Corridor – also known as a Commercial or Mixed-Use Arterial from Metro COG's parking and Access Study
- A combination of both types of corridors varying along the segments of the corridor.

### CASS COUNTY COMPREHENSIVE & TRANSPORTATION PLAN (COMPLETED 2018)

The Cass County Comprehensive and Transportation Plan is a broad vision and guide for the future of Cass County, North Dakota. The transportation section summarizes issues, opportunities, and direction related to the topics of the county road and bridge network, corridor management strategies, active transportation, and mobility.

Cass County roadways within the City of Horace include County Road (CR) 6, CR 14, CR 16, and CR 17. All four of which are identified as a regionally significant corridor (RSC) within the comprehensive and transportation plan. The RSC designations are important because it assists with prioritizing investments in the county roadway network, especially for pavement treatment options.

The comprehensive and transportation plan identifies urbanizing corridors as corridors on the highway system that are changing from a rural to urban context. In terms of corridor management, urbanizing corridors are evaluated on the basis for potential turnback to the adjacent urban community. The following corridors within Horace are identified as urbanizing:

- CR 6 (76th Avenue South): CR 17 to 38th Street
- CR 17: 52nd Avenue to 100th Avenue
- CR 14 (100th Avenue): Sheyenne River to I-29

### 2045 METRO GROW (COMPLETED NOVEMBER 2019)

The Fargo-Moorhead Metropolitan Council of Governments (Metro COG) recently completed an update of its Metropolitan Transportation Plan (MTP), Metro Grow, through the planning year 2045. The MTP is the official multimodal transportation plan for Metro COG and their jurisdictions and is the result of regional collaboration and consensus on the goals, needs, priorities, and future investments of the transportation network located within the Metropolitan Planning Organization's (MPO) boundaries. An MTP is a federally mandated plan for any MPO with a population over 50,000 and must address at least a 20-year planning horizon.

Metro Grow used base year 2015 traffic counts and travel demand modeling to project traffic volumes to the year 2045. Table 8-1 shows the projects and the project types identified in Metro Grow within the City of Horace. [Figure 7-4](#) shows the future roadway projects in addition to the existing 2015 average daily traffic (ADT) volumes, forecast year 2045 ADT volumes, and forecast level of service (LOS) traffic delays within the Horace city limits.

Figure 7-4

## TRAFFIC VOLUMES AND ROADWAY PROJECTS

1,340 2015 Average Daily Traffic Volume

1,340 2045 Average Daily Traffic Volume

### 2045 Traffic Congestion:

- Below Capacity with Peak Travel Delays (LOS D/E)
- Peak Period over Capacity (LOS F)

### Roadway Projects:

- 2-Lane/3-Lane
- 4-Lane Divided
- Access Control
- Collector for Development
- Committed or Recently Constructed
- Management Projects
- Pave Rural Road
- Horace City Limits
- Horace Extra Territorial Area
- Surrounding City Limits

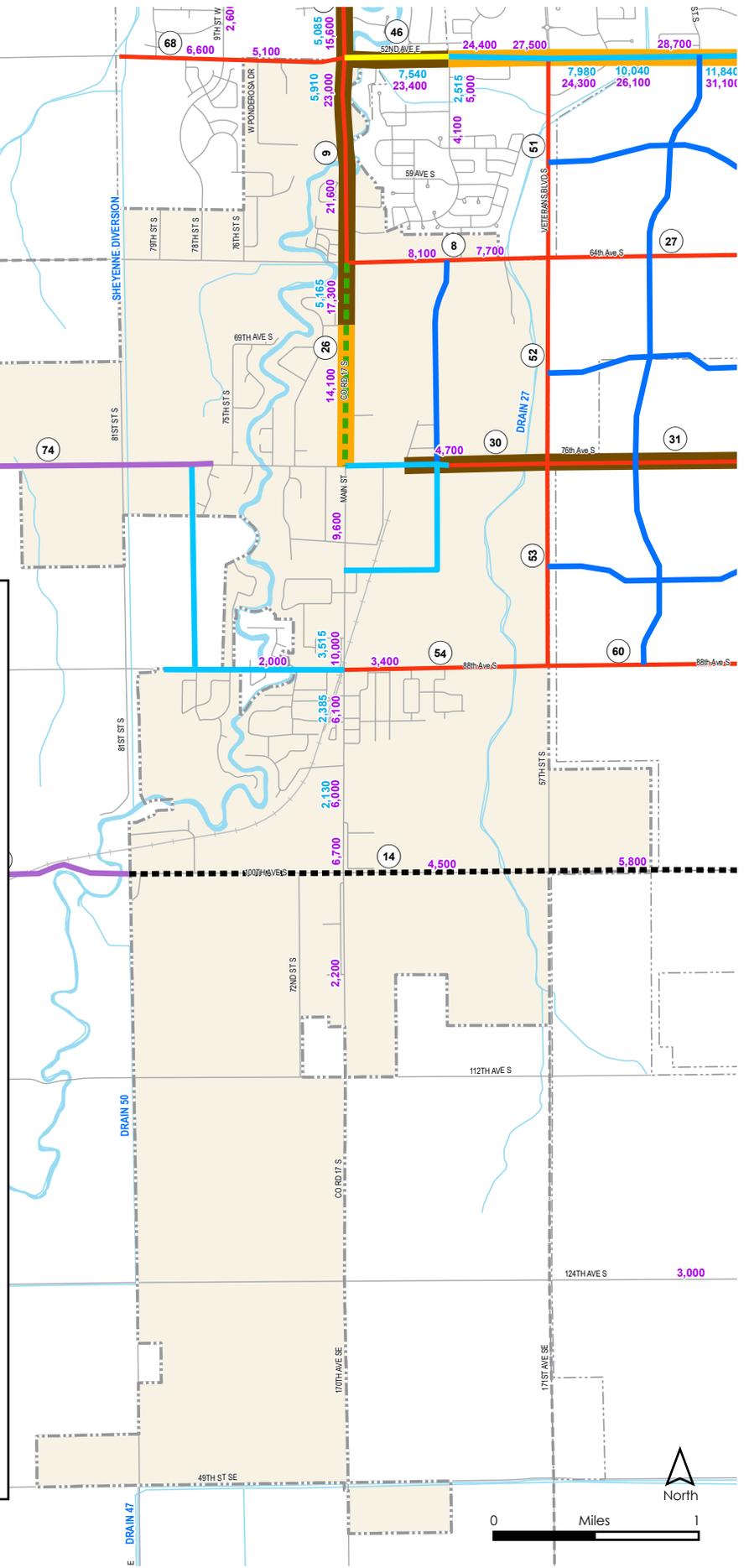


Table 7-1: 'Metro Grow' Identified Roadway Projects

Project	Corridor	From - To	Type	Specifics <sup>1</sup>	Description
8	64th Ave S	Sheyenne - Veterans Blvd	New street	2-lane with turn lanes	Arterial to support fringe area growth
9	Sheyenne St	52nd Ave S - 64th Ave S	Widening	2-lane with turn lanes	Arterial to support fringe area growth
26	Sheyenne St	64th Ave S - 76th Ave S	Widening	2-lane with turn lanes	Future growth might require turn lanes to improve operations and safety
30	76th Ave S	63rd St - Veterans Blvd	New street	2-lane with turn lanes	Arterial to support fringe area growth
51	Veterans Blvd	52nd Ave S - 64th Ave S	New street	2-lane with turn lanes	Long term vision project for high-speed access around the metro area
52	Veterans Blvd	64th Ave S - 76th Ave S	New street	2-lane with turn lanes	Expressway route would use existing paved roads
53	Veterans Blvd	76th Ave S - 88th Ave S	New street	2-lane with turn lanes	Long term vision project for high-speed access around the metro area
54	88th St	CR 17 - Veterans Blvd	New street	2-lane with turn lanes	Long term vision project for high-speed access around the metro area
58	52nd Ave	Sheyenne St - Diversion	Widening	2-lane with turn lanes	Project identified by Horace

<sup>1</sup>2-lane with turn lane projects are similar to urban 3-lane sections from a planning level. Cross-section treatments may vary from corridor to corridor - for planning purposes, costs and capacity are similar.

## SOUTHWEST METRO TRANSPORTATION PLAN (COMPLETED 2016)

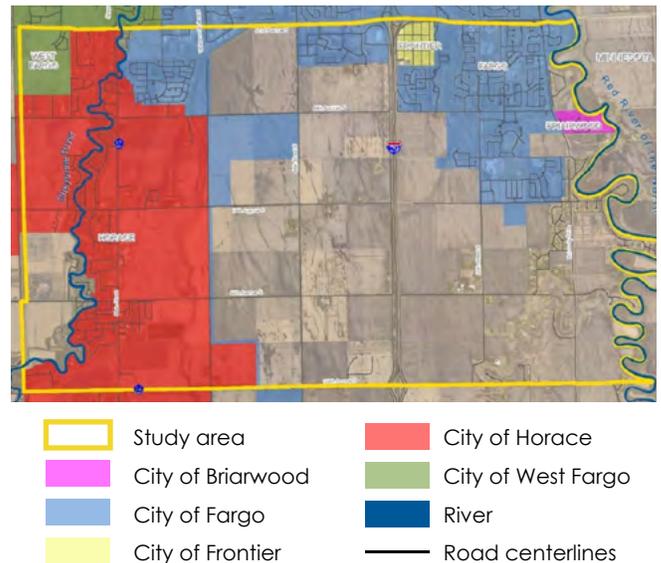
The Southwest Metropolitan Transportation Plan (SWMTP) was developed to address the steady growth of the area south of 52nd Avenue South and between the Sheyenne Diversion and the Red River. The SWMTP planning area encompasses the City of Horace east/west from the Red River to the Sheyenne Diversion and north/south from 52nd Avenue to 100th Avenue South as shown in [Figure 7-5](#).

Analysis completed as part of the SWMTP included a tiered growth approach for the best fit scenario for the years 2020, 2030, 2040, and 2040+ (Full Growth). Based on the results of the various model analysis, the SWMTP identified projects needed to accommodate future growth assumptions. The projects identified within the City of Horace are shown in Table 8-2.

## TRANSIT DEVELOPMENT PLAN

Horace was involved in development of the Transit Development Plan (completed December 2016). Though there is no fixed-route service in Horace,

Figure 7-5: SWMTP Study Area and Municipalities



discussions involved shuttle service to connect Horace with route 18 in Fargo. A new five-year plan will be initiated by MetroCOG and MATBUS in 2020.

Table 7-2: SWMTP Identified Projects

Year of Improvement	Corridor	Segment or Intersection	Identified Improvement
2020	52nd Avenue	15th St S to Veterans Blvd	Expand existing 2-lane to divided 4-lane
	64th Avenue	CR 17 to Veterans Blvd	Reconstruct gravel 2-lane as paved 2-lane
	76th Avenue S	CR 17 to I-29	Upgrade existing gravel 2-lane to paved 2-lane
2030	N/A	52nd Avenue and CR 17	Expand existing single-lane roundabout to 2-lane roundabout
	100th Avenue	Sheyenne Diversion to I-29	Mill and overlay of existing 2-lane roadway
	CR 17	52nd Ave to 64th Ave	Expand existing 2-lane to 3-lane
	64th Avenue	9th St W to CR 17	Construct 2-lane roadway
	64th Avenue	Drain 27 to Section Line	Construct 2-lane roadway with box culvert
	70th Avenue	CR 17 to 7th St E	Construct 2-lane roadway
2040	76th Avenue S	CR 17 to 48th St S	Construct 3-lane roadway
	88th Avenue	CR 17 to Wild Rice River	Upgrade gravel 2-lane to arterial 2-lane
	92nd Avenue	CR 17 to 38th St S	Construct 2-lane roadway
	CR 17	64th Ave S to 76th Ave S	Expand to 3-lane section
	7th Street	64th Ave S to 100th Ave S	Construct 2-lane roadway
	N/A	64th Ave S and CR 17	Install traffic signal
	N/A	76th Ave S and CR 17	Install traffic signal
	2040+	64th Avenue	CR 17 to 45th St S
76th Avenue S		CR 17 to 48th St S	Expand existing 3-lane to divided 4-lane
88th Avenue		CR 17 to 31st St S	Expand existing 2-lane to 3-lane
100th Avenue		CR 17 to 31st St S	Expand existing 2-lane to 3-lane
CR 17		52nd Ave S to 76th Ave S	Expand existing 3-lane to divided 4-lane
CR 17		76th Ave S to Liberty Ln	Expand existing 2-lane to divided 4-lane
7th Street		76th Ave S to 80th Ave S	Expand existing 2-lane to divided 4-lane

## PUBLIC INPUT

As noted in Chapter 1, a significant amount of community outreach was completed as part of this plan. This chapter focuses on the comments and input received that is directly related to the transportation system.

### COMMUNITY SURVEY - TRANSPORTATION

A total of five community-wide surveys were completed giving insight into many elements of the plan, including transportation. Some of the key survey results regarding transportation are shown below.

The survey questions show that the jurisdictional roadway owners within the City of Horace (Cass County and the City of Horace) are perceived as doing well in regard to managing traffic congestion, maintaining a well-connected transportation network, and pavement management techniques. Improvements could be made to both pedestrian and bicycle connectivity and general walkability; however, survey answers indicate that participants didn't all see the significance of sidewalks and walkability in new development.

Figure 7-6: Transportation-related responses from Community Survey and Polling

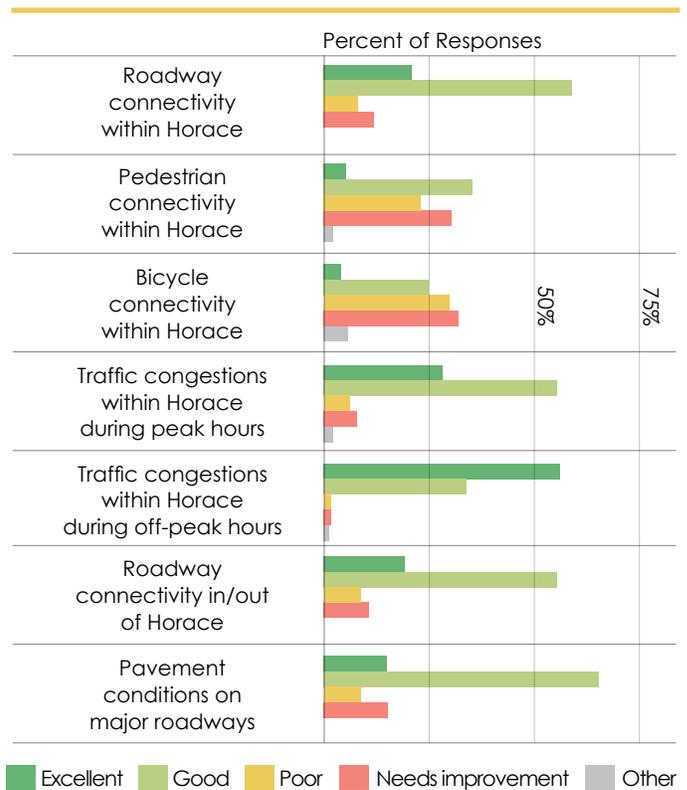
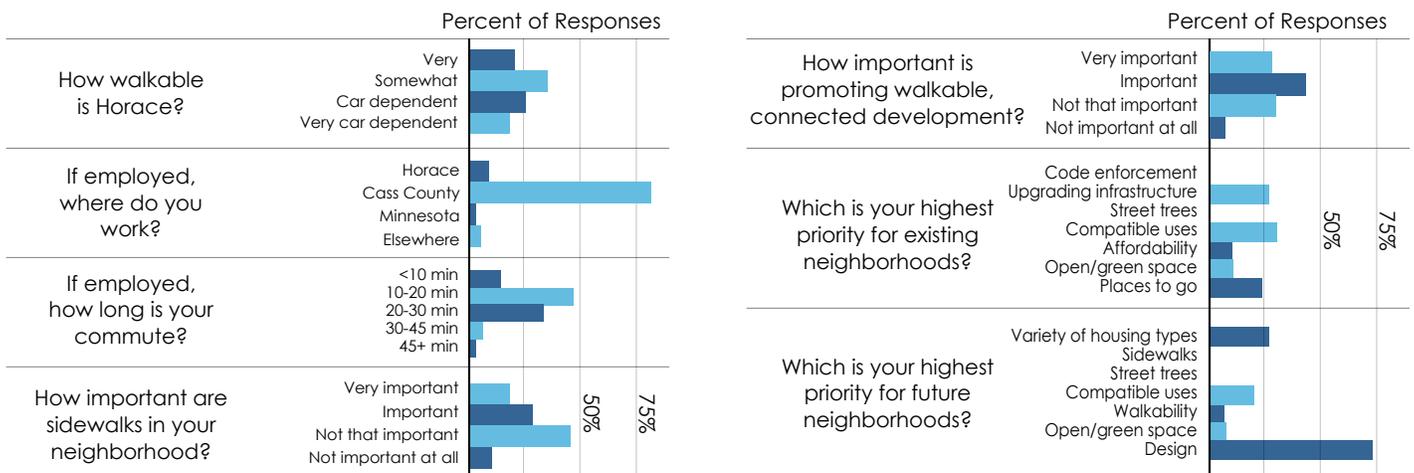


Figure 7-7: Transportation-related responses from Community Survey and Polling (continued)



## COMPLETE STREETS

Complete streets are roadways designed to accommodate all modes of transportation; including walking, biking, transit, and driving. The desire to design streets in a way that utilizes the entire right of way for safe access for all users, regardless of age, ability, or mode of transportation has grown in popularity from the largest cities to the smallest rural towns. Fargo, Moorhead, West Fargo, and Dilworth have all adopted Complete Streets policies developed by Metro COG. The layout of a complete street will vary between an urban and a rural setting; however, the idea is the same, to balance safety and convenience for all modes of transportation.

### Metro COG's Complete Streets Policy

Metro COG's adopted Complete Streets Policy calls for the incorporation of multimodal features and accommodations on the roadway network within the metropolitan area. It is understood that not all roadways are or will be suitable to all modes of transportation, but each street should be planned and designed to accommodate the modes for which that roadway is critical for system connectivity and accessibility.

## EXISTING BICYCLE AND PEDESTRIAN NETWORK

Presently Horace has minimal bicycle and pedestrian facilities. As shown in [Figure 7-8](#), a designated on-street bikeway facility is identified along CR 17, CR 14, and west of CR 17 for ½ a mile on 76th Avenue South. The identified bikeway facility is a wide shoulder along both sides of the roadway and may not be comfortable for less experienced cyclists. In addition, the city has few sidewalks creating limited sidewalk connectivity for pedestrians. Horace currently does not have any city ordinances regarding the construction of sidewalks.

## FUTURE BICYCLE AND PEDESTRIAN NEEDS

When citizens and stakeholders were asked about pedestrian and bicycle connectivity in Horace, approximately 60% of those who responded said it was poor or needed improvement. Pedestrian connectivity ranked slightly better than bicycle connectivity in the surveys. [Figure 7-8](#) and [Table 7-3](#) show the planned long-range pedestrian and bicycle improvements within the City of Horace. These projects are a part of the 2016 Fargo-Moorhead Metropolitan Bicycle and Pedestrian Plan. In addition to the recommendations from the Metropolitan Bicycle and Pedestrian Plan, strong consideration should be given to constructing a shared use path facility along Drain 27.

Metro COG is currently updating the F-M Diversion Recreation Plan. The Metro Flood Diversion Authority completed its first draft recreation plan in 2012. Since the original draft plan was developed,

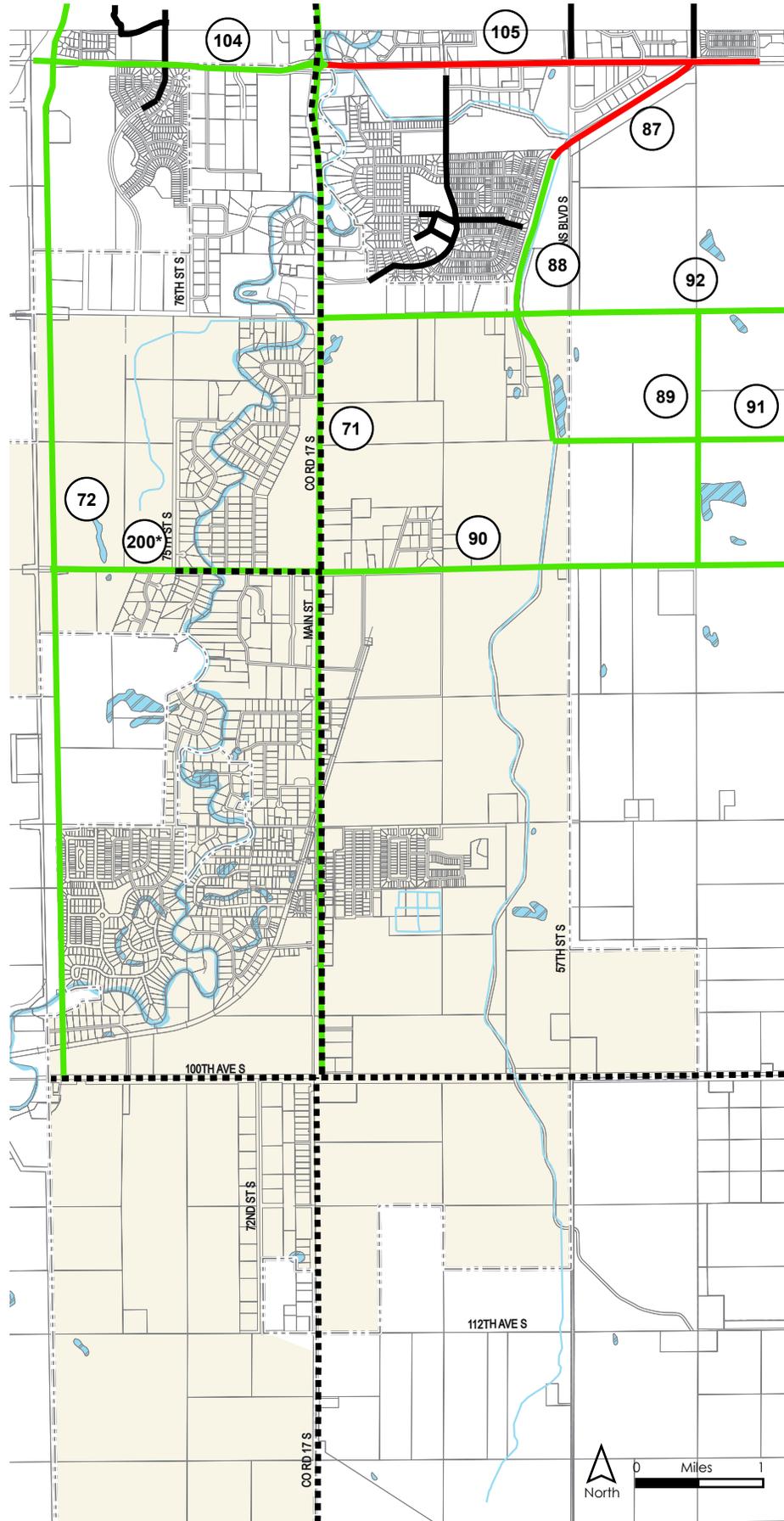


Figure 7-8

## EXISTING AND PROPOSED BICYCLE AND PED FACILITIES

- Existing On-street Bikeway
- Existing Shared Use Path
- Short-range Project
- Long-range Project
- City Limits
- Extra Territorial Area

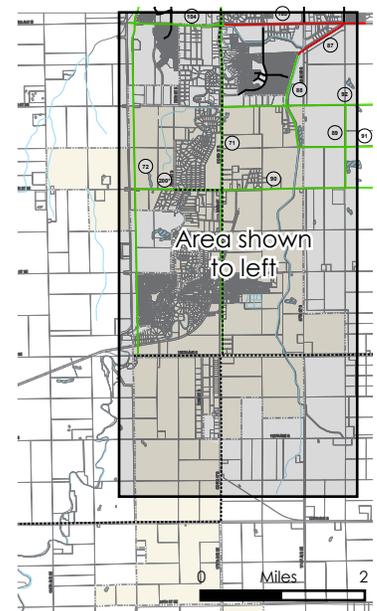
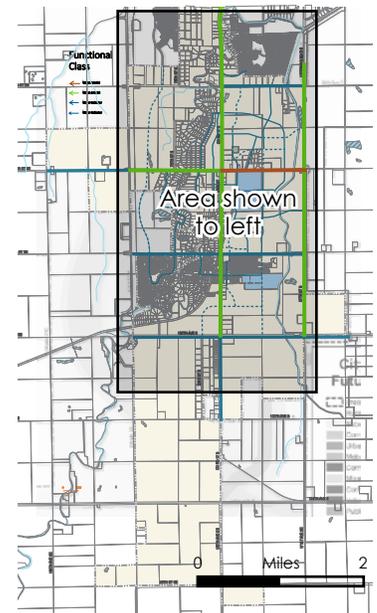
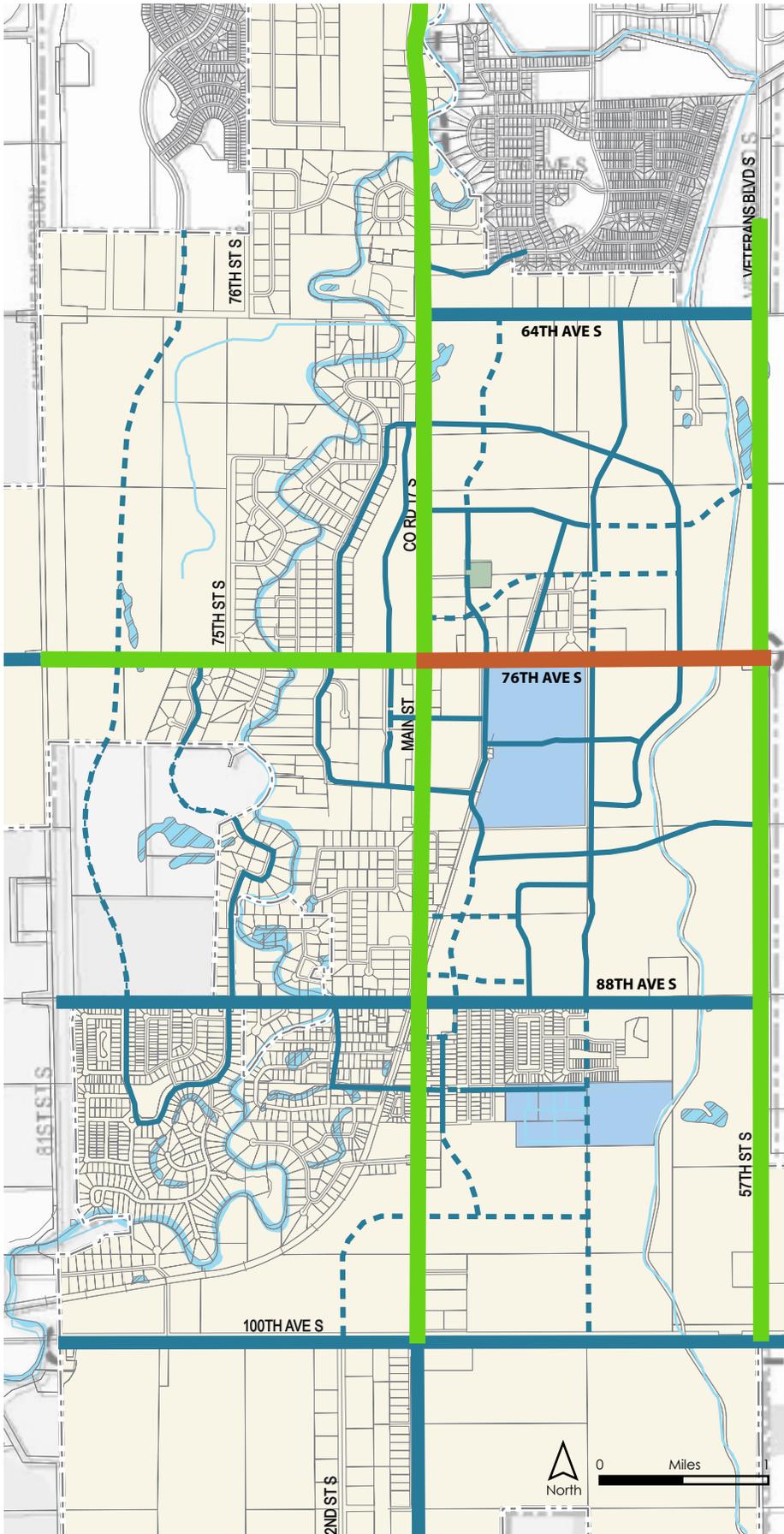




Figure 7-10

# CORE AREA FUTURE ROADWAY FUNCTIONAL CLASSIFICATION

- Major Arterial
- Minor Arterial
- Major Collector
- Collector



## FUTURE STREET TYPOLOGIES

### PARKING AND ACCESS REQUIREMENTS STUDY (Street Typologies)

In 2018 Metro COG in partnership with the cities of Fargo and West Fargo completed a parking and access requirements study. In this study seven street types were identified to capture the street functions needed to create a complete transportation network. These street typologies are designed to align with existing and future land uses and the more traditional corridor classifications. The street typologies discussed in the plan include;

#### Regional Arterial

Acts as a secondary alternative and direct connection to the interstate system, serving large traffic volumes with highly controlled/limited interruptions.

#### Commercial Arterial

Acts as a gateway, connecting people from Fargo, West Fargo, and the wider region to the area's major destinations.

#### Mixed Use Arterial

Acts as a cross-town link and business corridor where people live, shop, dine, and work while supplying parking to support economic activity.

#### Mixed Use Collector

Connects 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.

Corresponding design guidelines apply for each street type:



**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 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 uses, 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.

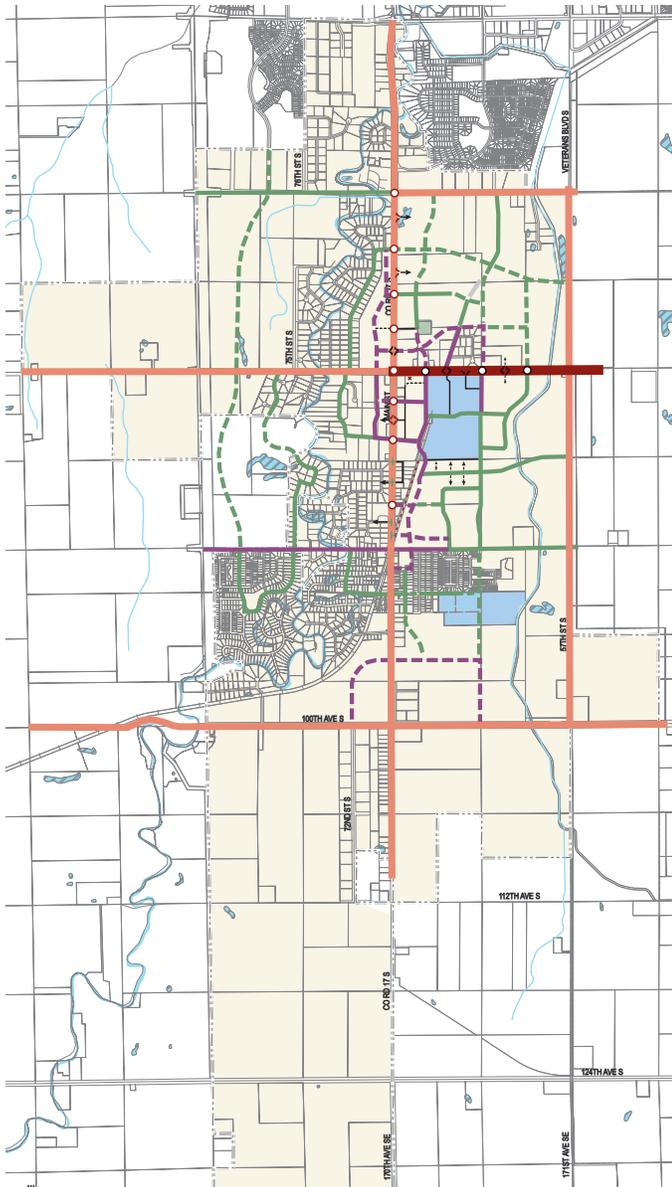


Figure 7-11

## FUTURE STREET TYPOLOGY

### Commercial Arterial

- Built/Platted
- - - Proposed

### Mixed Use Arterial

- Built/Platted
- - - Proposed

### Mixed Use Collector

- Built/Platted
- - - Proposed

### Residential Collector

- Built/Platted
- - - Proposed



## HORACE STREET TYPOLOGIES

The concept of street typologies was applied to the roads in Horace which are anticipated to see development changes by the year 2045. [Figure 7-11](#) shows the future roadway network of functionally classified roadways with street typologies assigned from the 2018 Parking and Access Requirement Study.

The following design guidelines are meant to provide general guidance on the overall cohesiveness of the future transportation network. No mixed-use neighborhood or residential neighborhood street types were identified at this point in the planning process. More specific design standards including speed limits, parking versus no parking, access control, median treatments, and recommended access spacing have been identified for the roadways classified as collector and above within the small area plans.

### Commercial Arterial

Acts as a gateway, 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 signals: 1/4 Mile
- Unsignalized full access: None
- Right-in/Right-out: 400 feet
- Driveways: None

(continued)

## Mixed Use Arterial

Acts as cross-town links and 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** - Signalized or median-protected crosswalk

**Access Spacing** -

- Traffic signals: 600-800 feet
- Unsignalized full access: 300-400 feet
- Right-in/Right-out: 200 feet
- Driveways: 200 feet

## Mixed Use Collector

Connects 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 signals: 600-800 feet
- Unsignalized full access: 300-400 feet
- Right-in/Right-out - N/A
- Driveways: 200 feet

## Residential Collector

Connects neighborhoods and links residents with important facilities like libraries, schools and parks. These streets are 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 signals: N/A
- Unsignalized full access: 300-400 feet
- Right-in/Right-out - N/A
- Driveways: 50-100 feet

## FUTURE ACCESS SPACING AND INTERSECTION CONTROL

The future roadway network functional classification system and street typologies provide guidance for many design standards as shown in the previous section. This plan has laid out recommended access spacing and intersection control needs along the arterial roadways, CR 17 and 76th Avenue South, within the Horace City limits as shown in [Figure 7-12](#). It is important to review and apply the recommended access spacings when reviewing development plats to ensure convenient access, mobility and safety are being applied. The proposed intersection control recommends roundabouts at many of the major intersections. The intent is not that all of the roundabouts are built today but instead that they are installed when traffic volumes warrant them. Platting the appropriate right of way for the future installation of roundabouts is important when reviewing and approving the development plats.

Figure 7-12

## CORE AREA FUTURE STREET TYPOLOGY

- Commercial Arterial
  - Built/Platted — Proposed
- Mixed Use Arterial
  - Built/Platted — Proposed
- Mixed Use Collector
  - Built/Platted — Proposed
- Residential Collector
  - Built/Platted — Proposed

**Notes:** (RI/RO = 'right-in/right-out')

1. No RI/RO to 76th Av from Lakeview Hts 3rd
2. Two RI/RO to 76th Av
3. Add'l RI/RO to 76th Av from Cub Creek
4. 63rd St continuity N. beyond 76th Av, connects to platted 66th St (4a.) Vacate portion of 66th St from S.
5. 70th Av continuity E. to connect with 66th St
6. Lakeview Dr continuity N. beyond 76th Av to 64th Av (6a.) 74th Av as E-W collector
7. 68th Av continuity E. from CR 17 to 66th St
8. Lakeview Dr continuity N. beyond 76th Av to 64th Av
9. Add'l RI/RO to CR 17
10. Lakeview Dr continuity S. into Old Town to 88th Av
11. E-W collector N. side of Casey's
12. Nelson Dr as continuation of Lakeview Dr S. of 88th Av
13. 63rd St continuity S. of 88th not possible now due to existing development, lagoons
14. Park Dr as E-W collector
15. Reduce block length with N-S streets

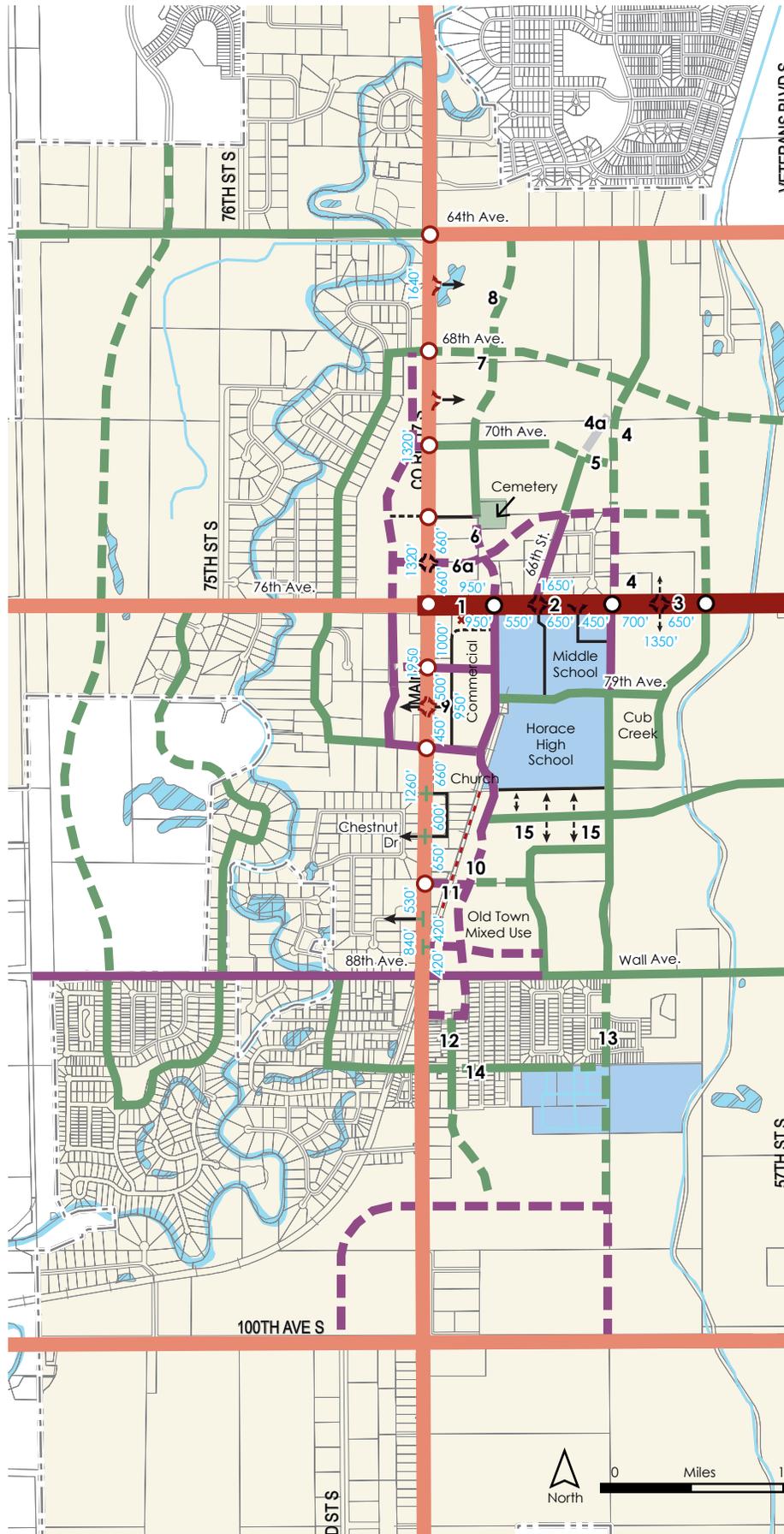
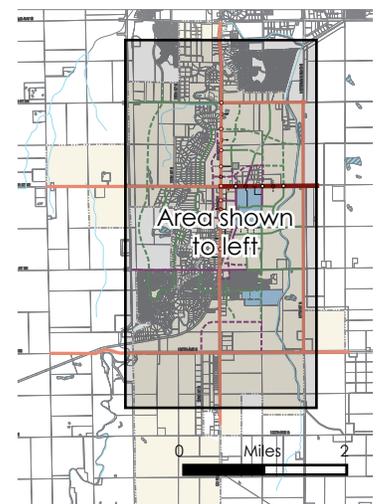




Figure 7-13: Crosswalk setback from roundabout

## ROUNDBABOUTS

The City of Horace and Cass County have already set the stage with utilizing roundabouts as a means of traffic control along CR 17 at both 76th Avenue South and further north just outside of Horace at 52nd Avenue South. It is not recommended to mix roundabouts and traffic signals within close proximity of one another as a means of traffic control. Traffic exiting a signalized intersection travels as a “platoon” of vehicles. Roundabouts work best when vehicles aren’t traveling in a “platoon” but are more intermittently spaced as they enter, travel through and exit the roundabout. From a traffic control need perspective, it makes sense to work with the existing investment and continue using roundabouts as your means of intersection control along CR 17 and 76th Avenue South.

## VOLUME PROJECTIONS AND CAPACITY NEEDS

The 2045 traffic volume projections on CR 17, south of 76th Avenue South, are less than 10,000 vehicles per day (vpd). CR 17 will be able to handle these volumes with a 2-lane roadway and single lane roundabouts at the collector streets (without the need for any additional bypass or turn lane type ramps that you are seeing at the newly constructed 76th Avenue South and CR 17 roundabout today). Given this, the roundabouts won’t need to take up as much of a footprint and should not require significant diversion of pedestrians walking on shared use paths or other pedestrian facilities in the north/south direction. The speed limits along CR 17 are low -- the roundabouts would assist in traffic calming that would help people slow down not only for the sake of pedestrians, but also to see what Horace has to offer in the way of economic vitality.

## PEDESTRIAN SAFETY AND MOBILITY

Roundabouts have a great track record for pedestrian safety and mobility. There is often some hesitation about pedestrians crossing near roundabouts as roundabouts wouldn’t require vehicles to stop the way that a 4-way stop, or traffic signal would. However, roundabouts also greatly reduce the potential conflicts (through vehicles, right turners, and left turners) v. just the vehicle exiting or entering the roundabout in one direction. It’s very safe and simple to cross a single traffic lane at a time. The crossings are set back to allow a driver to first concentrate on the pedestrian crossing before needing to pay attention to circulating vehicular traffic. In [Figure 7-13](#), a crosswalk is shown set a bit further back from the roundabout. In areas such as schools or a downtown, if any mid-block crossings are needed, they could be coupled with Rectangular Rapid Flashing Beacons (RRFBs) or other means of pedestrian crossing protection for additional safety.



Figure 7-14: This is an example of a series of roundabouts serving a median divided roadway (Source: Stantec)

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## COUNTY ROAD 17 (CR 17)

CR 17 is identified as a Mixed Use Arterial Street Typology. The recommendations for proposed full access and partial access spacing along with intersection control of roundabouts and side-street stop control meet the street typologies design guidelines all while serving the needs of existing and proposed development. Both on street parking and a landscaped median divided roadway are also supported for this type of roadway. An example of how CR 17 could look is shown in [Figure 7-14](#). The proposed median divided roadway mixed with the roundabout intersection control at major intersections will allow for better traffic flow for the partial access (right-in/right-out) locations. If a vehicle is destined for a left turn at the right-in/right-out location, they can easily make the right turn and use the nearest intersection controlled by a roundabout to make a much safer movement than a that of a U-turn at a signalized intersection.

## 76TH AVENUE SOUTH

76th Avenue South is identified as a Commercial Arterial Street Typology east of CR 17 through Horace. Although the 76th Avenue South corridor study is still under completion with additional travel demand modeling being conducted, the corridor will very likely have future connections to help move traffic in and out of the City of Horace. The recommendations for proposed full access and partial access spacing along with intersection control of roundabouts and side-street stop control meet the street typologies design guidelines all while serving the needs of existing and proposed development.

## DRAIN 27

Drain 27 is an important storm water drain that runs north/south along the eastern edge of the Horace City limits. The SE Cass Water Resources District oversees the County Drains. During discussions with SE Cass Water Resources District, they noted that Drain 27 is currently improved south of 76th Avenue South. The typical section or right-of-way on either side of the drain is currently 175-feet from the drain's centerline. Without the Red River Diversion in place, they would need to add levees on either side of the drain. However, with a Red River Diversion in place, the levees may not be needed. The SE Cass Water

Resources District Board is open to straighten the alignment of Drain 27 south of 76th Avenue South to allow for better development.

There are currently only one-mile spaced roadway crossings of Drain 27 at 64th Avenue South, 76th Avenue South, 88th Avenue South and 100th Avenue South. Metro COG has advocated for 1/2 mile spaced drain crossings of the County Drains within the greater FM area. Our proposed transportation network includes 1/2 mile spaced roadway crossings of Drain 27 both north and south of 76th Avenue South.



*A roadway demonstration used bollards to create temporary bump-outs at the intersection of Main Street and Center Avenue, with the intention to increase driver awareness and improve pedestrian safety.*

## TRANSPORTATION IMPLEMENTATION

### TRANSPORTATION FUNDING

The most recent US Census estimates (2018) set the city's population at 2,847, which is under the threshold for federal aid funding opportunities. The North Dakota Department of Transportation (NDDOT) provides funding to local public agencies with a population over 5,000 through their Federal Surface Transportation Block Grant Program (STBGP) for eligible roadways (typically those classified as collector and above). The population of Horace has been steadily increasing. At its current rate the city would reach a population of 5,000 by approximately the year 2025.

In the meantime, additional funding through special grant programs can be utilized for small towns not meeting the population threshold. Roadways owned by Cass County, within the City of Horace, are eligible for federal aid STBGP funding.

Otherwise, all other funded roadway projects are paid for by the jurisdictional owner (city or county) and are often special assessed back to the property owner per the City of Horace's special assessment policy.

### ROADWAY CONSTRUCTION AND RECONSTRUCTION

Reconstruction of existing roadway and construction of new roadways that have been identified as a future collector or arterial roadway within this chapter and the small area plans, should fully review and consider the recommendations for access spacing, intersection control, speed limits, medians, parking, and identified design standards. The recommendations from this plan considered both safety and mobility for all users of the various roadway system types at the same time as considering the economic vitality and needs of the adjacent developments and future land uses.

In addition to the small area plans and recommendations from this Chapter, other studies identified in this chapter provide important guidance on the development of the transportation system for the City of Horace. Although the 76th Avenue South corridor study is pending completion in 2020, final recommendations from that study should append the recommendations from this plan along 76th Avenue South, once completed. Recent improvements completed in 2019 along 76th Avenue South and at the intersection with CR 17 will be considered as the study is completed.

## TRANSPORTATION GOALS AND POLICIES

Horace will be guided by the adopted Goals and Policies included in the adopted 2045 Metro Grow.

### T-1 SAFETY SYSTEM & SECURITY

Provide a transportation system that is safer for all users and resilient to incidents

### T-2 TRAVEL EFFICIENCY & RELIABILITY

Improve regional mobility

### T-3 TRANSPORTATION INFRASTRUCTURE

Provide a financial plan that supports maintaining transportation infrastructure in a state of good repair

### T-4 ENVIRONMENTAL SUSTAINABILITY

Provide a transportation system that provides access equitably and limits impacts to the natural and built environment

### T-5 WALKING & BICYCLING

Increase walking and biking as a mode of transportation

### T-6 ECONOMIC DEVELOPMENT & TRANSPORTATION DECISIONS

Promote transportation projects that support regional economic goals, support freight movement, and promote projects that can be financially sustained for the long term

### T-7 TRANSIT ACCESS

Support enhanced access to the existing and future MATBUS system

### T-8 EMERGING TRANSPORTATION TRENDS

Incorporate transportation trends and new technologies in regional transportation plans

## POLICIES

Policy T-9 Manage roadway congestion through policies and actions that seek to utilize solutions and travel demand strategies rather than focusing only on investment in roadway expansion.

Policy T-10 Address peak hour traffic concerns through engaging with regional employers and educational institutions to promote flexible work start and end times.

Policy T-11 Maintain and support a high level of system connectivity for the metropolitan area's expanding fringe area road network.

Policy T-12 Improve coordination between Horace and MetroCOG regarding future land use and transportation system decisions.

Policy T-13 Promote bicycling and pedestrian facilities in future roadway development and encourage non-motorized transportation connections in Horace.

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## POLICIES CONT'D

Policy T-14 Foster a transit-supportive environment through future land use, zoning, and urban design decisions so that transit serves as a strong alternative to private vehicle use.

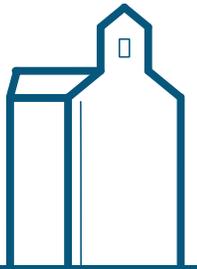
Policy T-15 Maintain current land use and transportation facilities that support freight activities and recognize that freight services are a critical aspect of the regional economy.

Policy T-16 Prioritize investments in the roadway network that preserve and maintain existing facilities rather than the construction of new ones.

Policy T-17 Consider and plan for the role of emerging transportation technologies in future roadway projects so that the metropolitan area can seamlessly integrate them into the future transportation system.

Policy T-18 Stimulate economic development through planning more walkable and livable neighborhoods that improve residential quality of life.

Policy T-19 Enact transportation-supportive land use policies that maintain system connectivity and accessibility as the metropolitan area's population and employment levels increase.



**CHAPTER 8**  
**SMALL AREA PLANS**

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## INTRODUCTION

Horace has updated its comprehensive plan anticipating significant growth in the coming decades and wanting to plan proactively to create the kind of community that can serve existing and future residents well. Within the comprehensive plan framework two focus areas have been selected for additional consideration as small area plans – the 17/76 Small Area Plan and the Old Town Small Area Plan, as shown in [Figure 8-1](#). These plans provide more guidance in the two areas of Horace where a higher level of design and character is desired and which are anticipated to attract the most new development in coming years.

The boundaries of the small area plans are illustrated below and on the attached map. Generally, the 17/76 Small Area Plan surrounds the intersection of County Road 17 and 76th Avenue, extending about 1,000 feet west of the intersection and a half mile north, east, and south of the intersection, except for the southeast quadrant which extends about three quarters of a mile east to County Drain 27.

The Old Town Small Area plan surrounds the intersection of CR 17 and 88th Avenue, extending

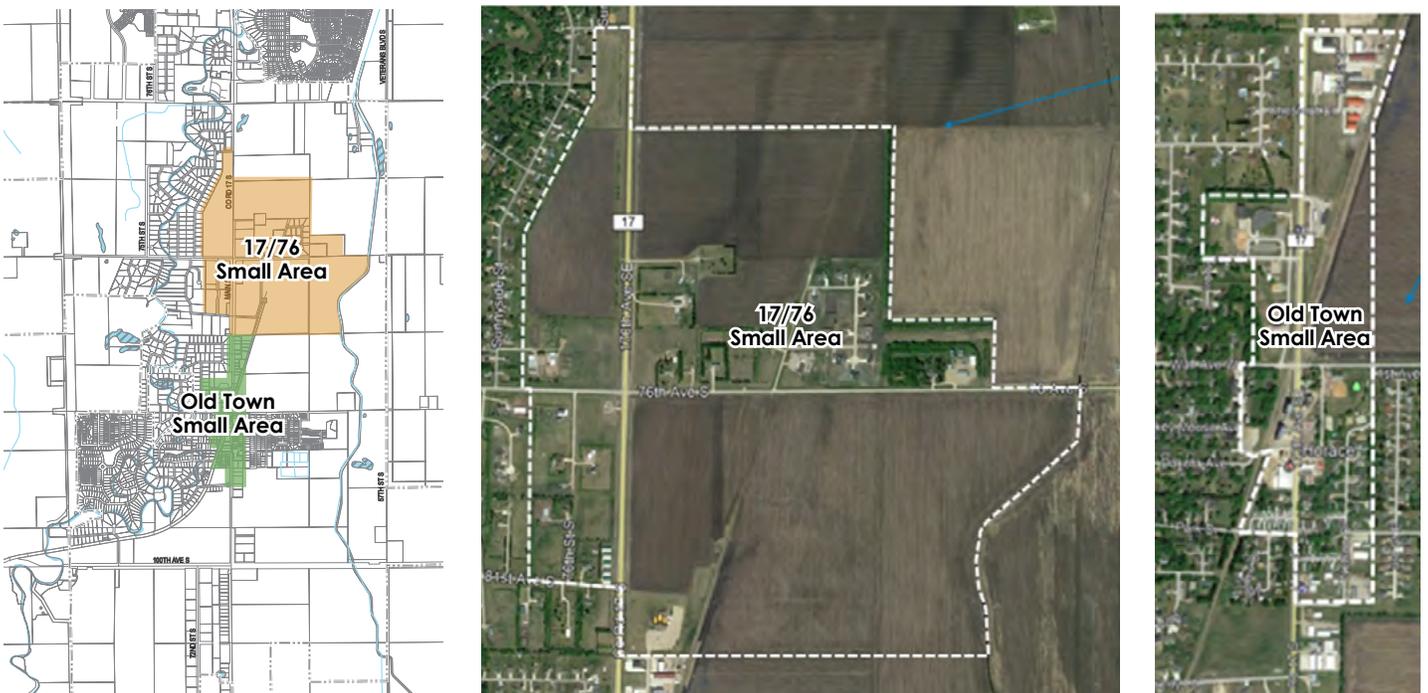
about a half mile north and south and about one-eighth mile east and west of CR 17.

### THE GOALS FOR THE HORACE SMALL AREA PLANS ARE:

To establish an identifiable character and identity, in contrast to typical new suburban development;

- To develop a mix of uses in close proximity to one another to encourage a pedestrian-friendly and bicycle-friendly environment;
- To develop a network of connected sidewalks, trails and open spaces to provide amenity and the opportunity for a more active lifestyle;
- To develop at higher residential density and higher commercial intensity to provide a critical mass of customers closer to businesses and services;
- To protect the local environment, groundwater, and other natural features through intentional and sustainable development practices.

Figure 8-1: Small Area Plan Locations



## OTHER EXAMPLES

There are numerous examples around the country of suburban places that have developed with the kind of urban character and pedestrian environment that Horace seeks to implement. These areas have many things in common:

- A "Main Street" with two-story buildings built close together
- Narrow street right-of-way – typically 60' to 80'
- Close intersection spacing between cross streets – 250' to 400', no more than 600'
- Direct access of business driveways to the Main Street
- Sidewalks
- Landscaped boulevards
- Buildings close to the street right-of-way (vs. setback 25' or more)
- Parking to the side or rear vs. in front of buildings
- High density residential within the Main Street district or immediately adjacent

A number of these examples elsewhere in the U.S. are shown in [Figure 8-2](#), [Figure 8-3](#), and [Figure 8-4](#) and summarized at the end of this section.

## CONCEPT DEVELOPMENT PLAN

A Concept Development Plan for the two Small Area Plans is illustrated on [Figure 8-5](#). It shows the general character and scale of development with the anticipated land uses, street connections and parks and open space. It is not intended as a detailed plan for the area. It represents some of the major development constraints and opportunities that are known at this time, such as the new high school and middle school campus, the Cub Creek development, and the Lakeview Addition with mixed use, residential, and future church and school uses. Other development areas are suggestions only.



Figure 8-2: A small, walkable "Main Street" in Summit West, Bend Oregon with close intersection spacing (Source: Google)



Figure 8-3: High density residential within the "Main Street" district in Heart of the City, Burnsville, Minnesota (Source: Stantec)

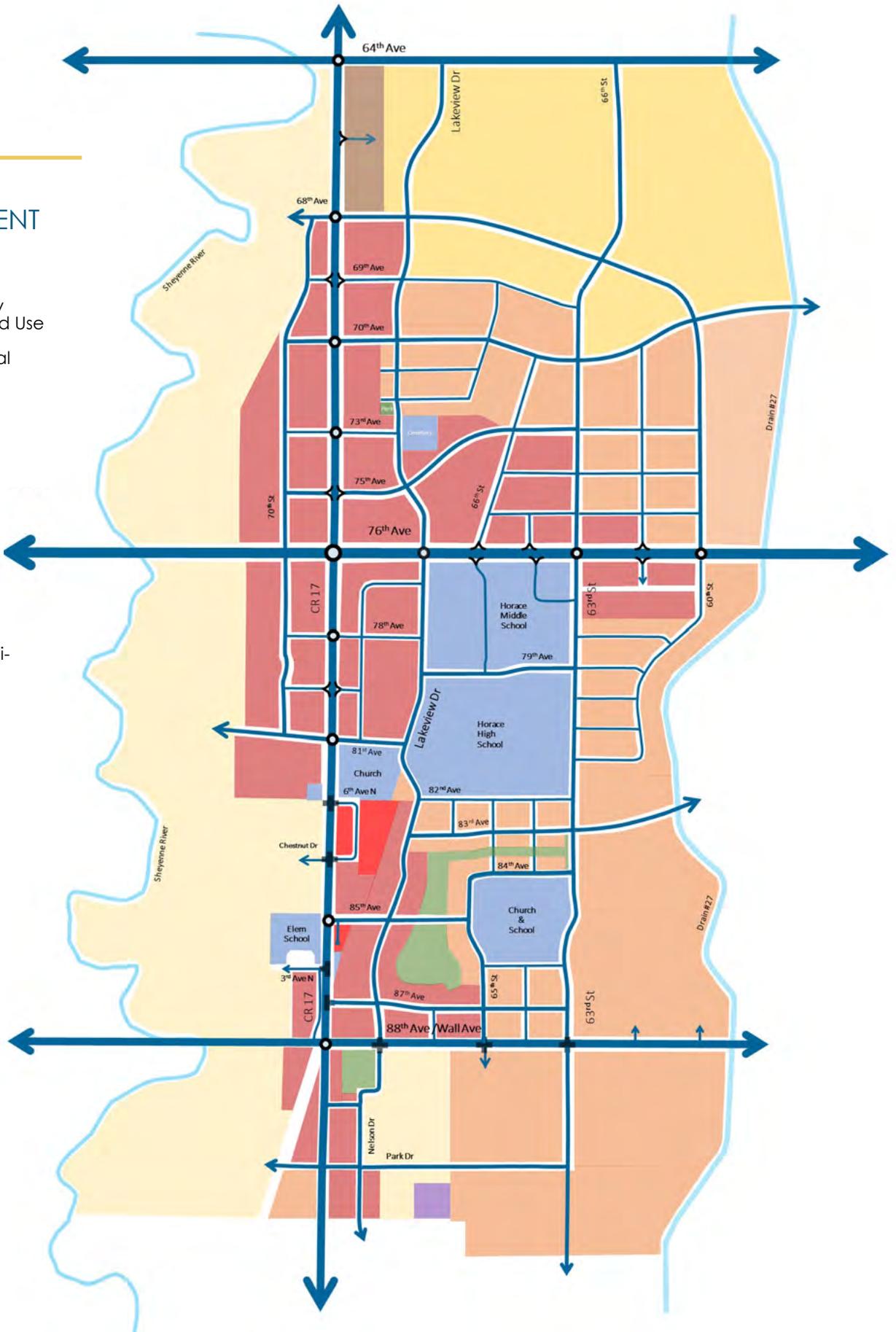


Figure 8-4: Narrow street right-of-way and narrow crossing distances in Snoquamie Ridge, Washington (Source: Google)

Figure 8-5

# CONCEPT DEVELOPMENT PLAN

- Community Focus Mixed Use
- Commercial
- Compact Residential
- Suburban Residential
- Suburban Residential (Existing)
- Urban Residential
- Park
- Public/Semi-Public
- Industrial



## 17/76 SMALL AREA PLAN

### EXISTING LAND USE

The existing land use in the 17/76 Area is mostly agriculture and large lot single family residential. There is a church and a few small commercial buildings along CR 17. The new school campus, consisting of a high school and a new middle school with associated athletic facilities, takes up a large portion of the southeast quadrant of the area, with the middle school under construction and scheduled to open in the fall of 2020. Commercial lots have been platted in the southeast quadrant of 76th Avenue and CR 17, but no development has occurred as of this writing. The Cub Creek residential development has been platted between the school campus and Drain 27, but no development has occurred there yet either. All of these developments will add significant activity and traffic to the area.

### LAND USE

The basic pattern of land uses is set forth in the comprehensive plan. The Plan calls for significant areas of Community Focus around the intersection of CR 17 and 76th Avenue, with large areas of residential Compact Development beyond that. The school campus is designated Public/Semi-Public.

### IMMEDIATE NEIGHBORHOOD

The immediate neighborhood for the 17/76 Small Area Plan can be considered the area between Drain 27 on the east and the Sheyenne River on the west, and a half mile north and south of the intersection of CR 17 and 76th Avenue South. With the goal of creating compact, more dense neighborhoods, the amount of available land is a key question. In this neighborhood area, consisting of about 800 acres, there are established single family neighborhoods on the west side along the Sheyenne River and over 90 acres taken up by the school campus. Most of the rest of the land, about 530 acres, is potentially available – either vacant agricultural land or large lot single family property that could someday be developed more intensely. Some of the vacant land has been platted for residential development already. The land that is potentially available amounts to about two thirds of the area (Figure 8-6) of the 17/76 area and bodes

well for being able to support new development to support the commercial and mixed uses that will be attracted there. In addition, 76th Avenue South is the corridor connection for a potential interchange with I-29 to the east, a major entry point to Horace, bringing traffic and development activity.

Although there is potential for new commercial development in the southeast quadrant of CR 17 and 76th Avenue, and new residential plats further north in the northeast quadrant, there are a number of relatively new single family homes in the northeast quadrant along the north side of 76th Avenue, along 66th Street and elsewhere, that will not be redeveloped any time soon. These 55 acres limit the total development picture in the short term, but still leave open significant development opportunity in the other parts of this area. With the development pressure and demand for new residential and commercial uses it is likely that both new mixed use development and existing single family neighborhoods can coexist for some time.



Figure 8-6: Available land in the 17/76 area

## CHARACTER

A key component of the Small Area Plans is the ability to create areas with distinct identity. Implementation steps following this Plan will be to adopt specific zoning code standards and design guidelines that will reinforce this. The Character Districts surrounding the 17/76 area are shown in [Figure 8-7](#).

### 17/76 Mixed Use District

Within the Mixed Use designation in this area, a mix of uses will be allowed and encouraged, with minimum two-story development and buildings close to the street in all parts of the district where possible. Some parcels may already be platted and planned, but every effort should be made to establish a more urban vs. suburban character. This character can be established by the City with a mix of building styles and materials, as well as streetscape elements.

### Schools District

With a new high school and a new middle school being constructed, along with associated ballfields, the character of this area is distinct. It will emphasize the large school buildings, large parking areas, safe and efficient bus maneuvering and drop-off areas, and large ballfields. But the district must also pay close attention to the needs of pedestrians and bicycles – students, recreational visitors, and others simply crossing through the area for other purposes, since the schools are located between a concentrated commercial/high density residential mixed use area to the west and a new residential subdivision being developed to the east.

### Compact Residential

Surrounding the Schools District is a swath of land to be developed as residential that is vital to the success of both small area plans. This area must develop with higher than normal residential development so as to provide both convenience for many families of students attending the new schools and to provide the immediate customer base for new and existing businesses in the mixed use areas.

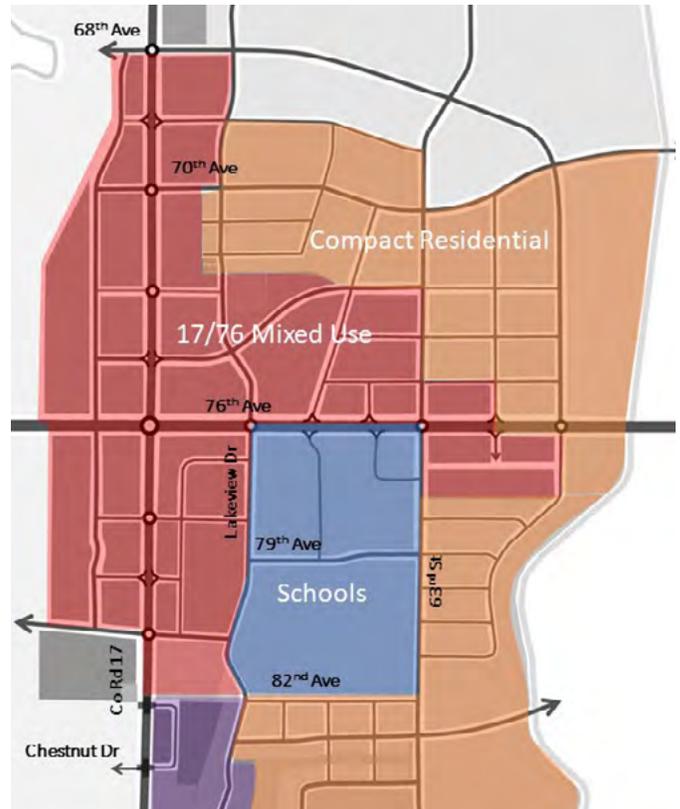


Figure 8-7: 17/76 Character Districts

## TRANSPORTATION

The small area plan is being developed along two of the main roadways serving Horace – 76th Avenue and County Road 17. The balance between the convenient access needed for robust successful mixed use development and the mobility needed for safe and efficient transportation across the community is one of the main challenges of developing these two areas. The functional class and street typologies show intersection spacing and key access points. The functional class and street typologies for the area are closely related and are discussed more fully in the Transportation Chapter. They are illustrated in [Figure 8-8](#) and [Figure 8-9](#).

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There are several principles involved in the transportation system for this area:

- Intersection spacing for full movement along County Road 17 and 76th Avenue will be generally at ¼ mile, which is longer than desirable for mixed development. By utilizing roundabouts at many of these intersections there can be fairly free-flowing traffic movement with right-in/right-out access between the roundabouts, providing a reasonable level of access to the various uses along the roadways.
- Full movement, whether at standard four-way intersections or with roundabouts, is planned for key locations, either existing or future access points, to ensure a successful transportation network. These intersections are labeled on the Transportation Framework map.
- All major roadways to the extent possible will be “complete streets” with sidewalks or trails, landscaping, effective stormwater management, and aesthetic treatment consistent with the goals of the small area plans.
- The roadway system will be developed as a fully interconnected network to the extent possible. Cul-de-sacs will be limited so that there is more than one option for access between any two points in the area.

There are also a number of important details concerning access and future roadway connections in the area:

- There are multiple numbering systems for roadways in the area, which will conflict when certain connections are made. The numbers used in this plan are intended to be internally consistent and rely on the standard of twelve street numbers per mile – existing 52nd, 64th, 76th, and 88th Avenues are one mile apart. New streets in between are assumed to be spaced more or less proportionally – six street numbers per half mile, three street numbers per quarter mile, etc. Therefore, the street numbers used are proposed and not necessarily final, but are used to be able to easily identify the various roadways between maps and text.

- 76th Avenue is an important arterial serving Horace and its future development. Access onto it will need to be carefully planned.
- There is currently a two-lane roundabout at 76th Avenue and CR 17. Ideal spacing for the next full movement intersection would be a quarter mile away, 1,320 feet, also with a roundabout, since roundabouts do not work well in close spacing to signalized intersections. Lakeview Drive is already platted and intended to serve the school campus, about 950 east of CR 17. This can be allowed, but there should be no access points in between. The commercial plat in the southeast quadrant of 76th and CR 17 had anticipated an access in this area, with a right-in/right-out to 76th, but this will need to be reconsidered, and access from this part of the commercial plat will need to be directed to Lakeview Drive instead.
- The Horace Middle School is under construction and there are three other access points planned to connect to 76th Avenue, with spacing of 450 feet, 650 feet, and 450 feet moving east along 76th Avenue from Lakeview Drive to 63rd Street. These interior intervals are too close for full movement intersections and therefore the next full movement access east of Lakeview Drive would be a roundabout at 63rd Street – the others in between would be right-in/right-out only.
- 66th Street is built north of 76th Avenue and has been platted to extend north all the way to 64th Avenue. Its intersection with 76th Avenue, however, must ultimately be as a right-in/right-out on both sides of 76th Avenue due to the access constraints cited above.
- Similar principals involve the spacing of access points in all directions along 76th Avenue and CR 17, although the spacing can be less going west, north and south, given that only 76th Avenue east of CR 17 is a Commercial Arterial, whereas 76th Avenue west of CR 17 and CR 17 in both directions are Mixed Use Arterials, with spacing of 600-800 feet allowed between full movement intersections. The intersections and intervals are shown on the functional Class and Street Typologies maps. Some streets are platted, some are suggested alignments only.



## STREET TYPOLOGY

- Commercial Arterial:
  - 76th Avenue, east of CR 17
- Mixed Use Arterial:
  - 76th Avenue, west of CR 17
  - CR 17
- Mixed Use Collector:
  - 70th Avenue, west of CR 17
  - 73rd Avenue, east of CR and west do Lakeview Drive
  - 74th Avenue, east of CR 17 and west to 63rd Street
  - 78th Avenue, east of CR 17 and west to Lakeview Drive
  - 81st Avenue, east of CR 17 to 70th Street and west to Lakeview Drive
  - 70th Street, north and south of 76th Avenue
  - Lakeview Drive
  - 66th Street, north of 76th Avenue to 74th Avenue
  - 63rd Street, ¼ mile north and south of 76th Avenue
- Residential Collector:
  - 68th Avenue
  - 70 Avenue, east of CR 17
  - 79th Avenue
  - Lakeview Drive, north of 73rd Avenue
  - 66th Street, north of 74th Avenue
  - 60th Street, north and south of 76th Avenue
  - 63rd Street, south of 79th Avenue
- Local Streets:
  - All other streets will be local streets with intersection spacing of 400' or less where feasible

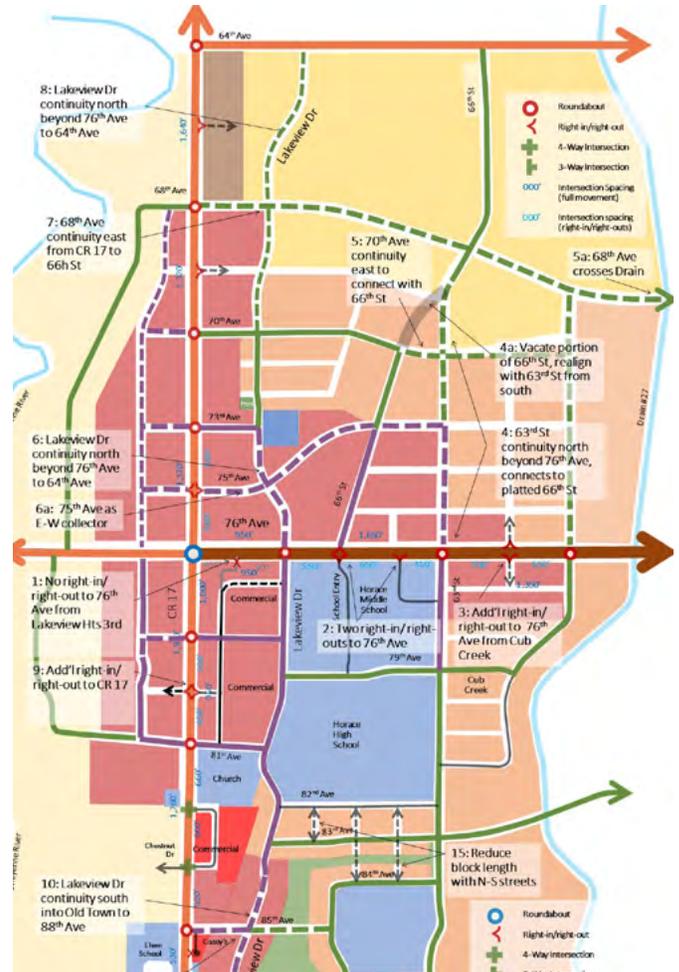


Figure 8-9

## 17/76 AREA FUTURE STREET TYPOLOGY

- Commercial Arterial (Built/Platted) (Proposed)
- Mixed Use Arterial (Built/Platted) (Proposed)
- Mixed Use Collector (Built/Platted) (Proposed)
- Residential Collector (Built/Platted) (Proposed)

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## RIGHT-OF-WAY WIDTH

The most successful mixed-use areas are developed on collector and local streets with right-of-way widths of 60' to 80'. Wider right-of-way tends to make the areas less hospitable for pedestrians. The 76th Avenue South Corridor Study is still underway and is likely to include adjacent shared use paths to accommodate east/west movement of bicycles and pedestrians. The final ROW needs along 76th Avenue South are yet to be determined but will be given in the final 76th Avenue South Corridor Study once completed.

## PARK, TRAIL & OPEN SPACE FRAMEWORK

A key element of creating the character and identity sought in the small area plans is a framework of parks, trails and open spaces. These elements, if planned properly, provide amenity, the opportunity for recreation, and the ability to walk and bike to many destinations, which has been shown to result in better health for residents. The framework shows key features such as parks and schools that offer recreation and open space and the roadways, sidewalks, and trails that will connect them in [Figure 8-10](#).

In the 17/76 Small Area Plan the key features are the new schools and their large ballfields. There is also the opportunity to extend the trail system along Drain 27 into and through this area on the east side. Along selected roadways there would be sidewalks and/or trails to connect the residential neighborhoods, the schools, the ballfields and the new commercial development closer to County Road 17. The abandoned railroad right-of-way may also provide an opportunity for a linear park or open space connection.

Where feasible on major roadways, separate bike facilities and sidewalks should be provided, which is a safer arrangement than bikes sharing either the sidewalk with pedestrians or the roadway with cars.

## IMPLEMENTATION

Implementing the 17/76 Small Area Plan will involve many action steps over many years. The key implementation steps will be:

- Rezone the entire area consistent with the Future Land Use Plan and Character Districts in this Small Area Plan.
- Adopt a Mixed Use Zoning district consistent with the intent and standards in this plan
- Adopt standards within the Zoning Code that will incorporate the Design Standards relating to:
  - Build-to lines
  - Minimum height requirements
  - Parking to the side and rear
  - Minimum residential densities to support the new commercial and mixed areas
  - Building design and building materials standards
- Adopt a Transportation Plan that will require the roadway connections shown in the Transportation Framework, including the anticipated intersection spacing on key roadways.
- Adopt a Park master plan that follows the spirit and intent of the Park, Trail & Open Space Framework, that will require new park land and trail corridors at reasonable spacing and service areas.
- Adopt standards in the Subdivision Code that will:
  - Require the planned park land and trail corridors in new subdivisions, through dedication or purchase
  - Require that sidewalks be provided in new subdivisions to connect all new development to the public features of the Park, Trail & Open Space Framework and to other neighboring properties
  - Require all future residential, commercial, and mixed-use development to follow the spirit and intent of the Small Area Plan and the adopted zoning standards.

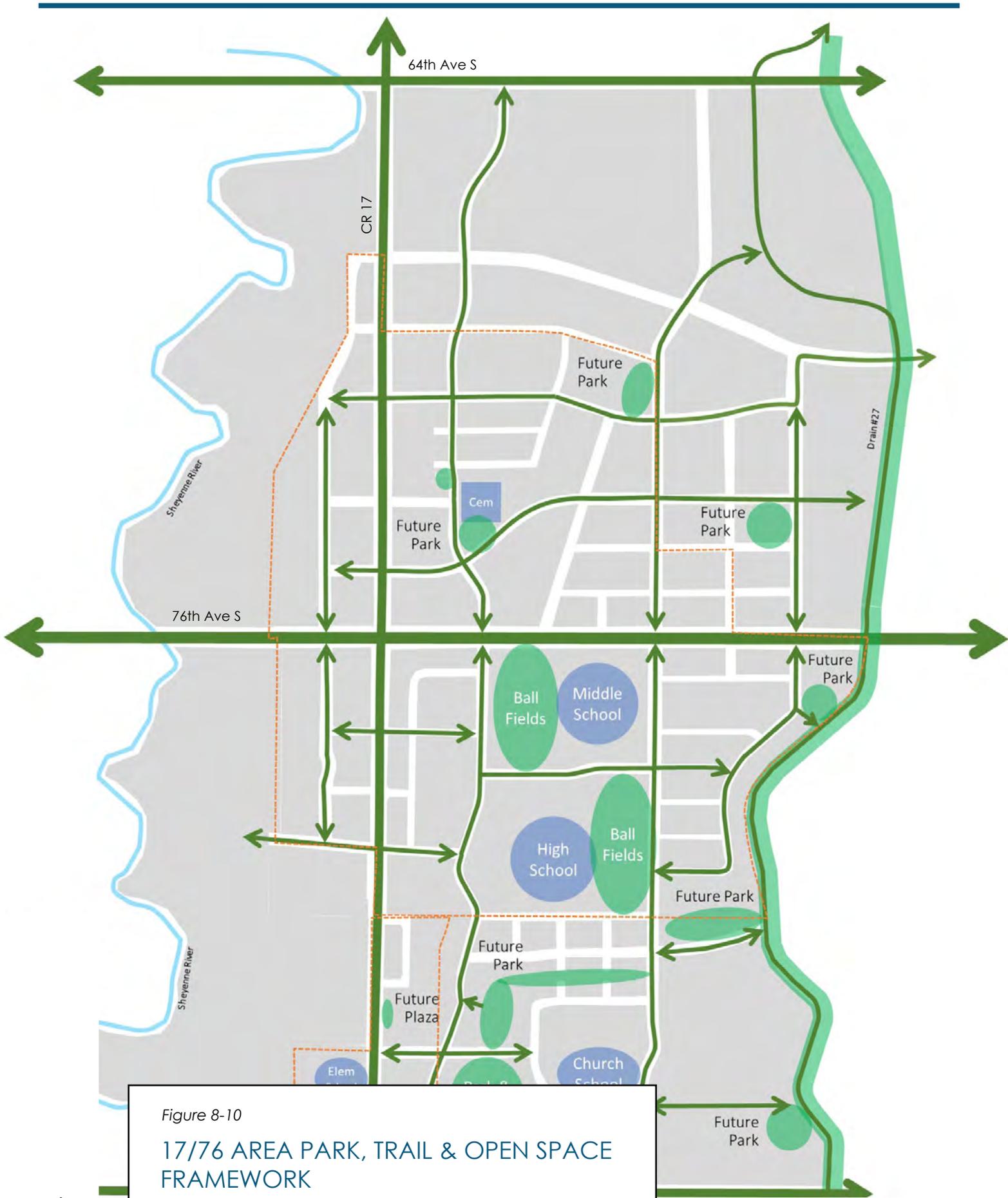


Figure 8-10  
 17/76 AREA PARK, TRAIL & OPEN SPACE  
 FRAMEWORK

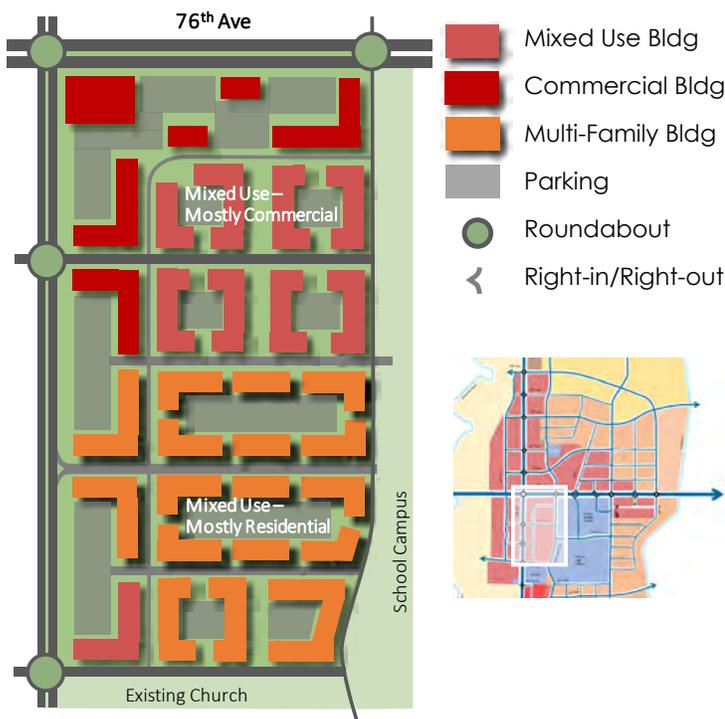
## DESIGN STANDARDS

### 17/76 CORE AREA

- Buildings 20'-30' from Commercial Arterial ROW
- Buildings 0'-10' from Mixed Use Arterial, Mixed Use Collector, & Local Street ROW
- On-street parking allowed on all streets except Commercial Arterial
- Parking off-street to the side or rear
- Minimum 2-story buildings
- Landscaped median on arterials
- Sidewalks on all streets except Commercial Arterial

Figure 8-11

### 17/76 CORE AREA DESIGN STANDARDS



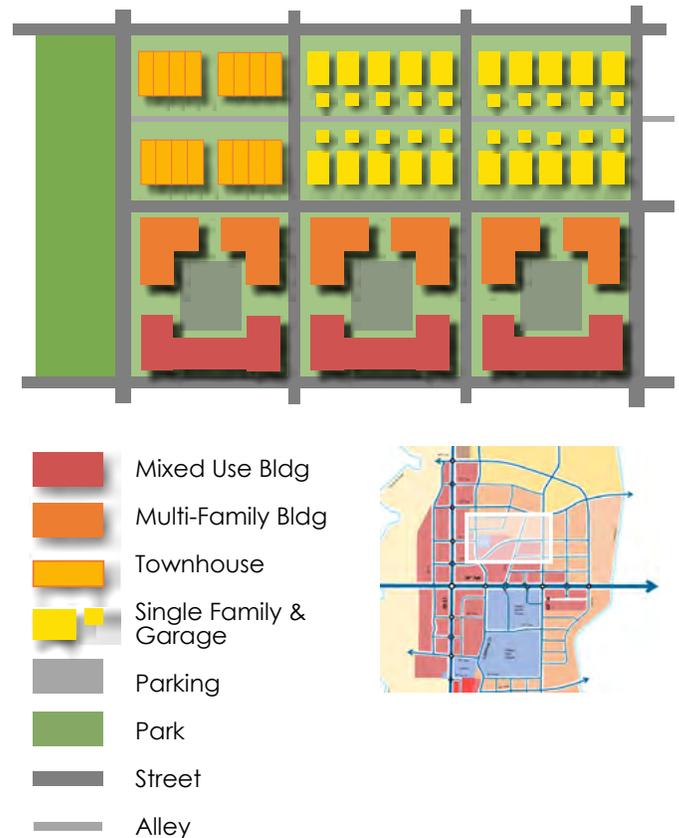
\*Building types and locations are suggestions only; actual uses and designs will follow zoning code standards and the development approval process

### 17/76 MIXED USE & URBAN RESIDENTIAL PROTOTYPE

- Mixed Use & Multi-Family Buildings 0'-10' from Mixed Use Collector, Residential Collector, and Local Street ROW
- Single Family & Townhome Buildings 15'-25' from Street ROW
- On-street parking allowed on all streets
- Parking off-street to the side or rear
- Alleys for Single Family & Townhouse
- Minimum 2-story buildings – Mixed Use & Multi-Family
- Sidewalks both sides on all streets

Figure 8-12

### 17/76 MIXED USE & URBAN RESIDENTIAL DESIGN STANDARDS



# OLD TOWN SMALL AREA PLAN

## EXISTING LAND USE

The existing land use in the Old Town Small Area consists of some commercial buildings along CR 17 and older established single-family neighborhoods in three quadrants of the intersection of CR 17 and 88th Avenue. The NE quadrant is largely vacant agricultural land.

## LAND USE PLAN

The basic pattern of land uses is set forth in the comprehensive plan. The Plan calls for significant areas of Community Focus around the intersection of CR 17 and 88th, with large areas of residential Compact Development beyond that. The Horace Elementary School is designated Public/Semi-Public on the west side of CR 17 as is a future church and school north of 88th Avenue and west of the future extension of 63rd Street.

## IMMEDIATE NEIGHBORHOOD

The immediate neighborhood for the Old Town Small Area Plan can be considered the area between Drain 27 and the Sheyenne River on the east and west sides, and a half mile north and south of the intersection of CR 17 and 88th Avenue. If the goal is to create compact, more dense neighborhoods, the amount of available land is a key question. In this neighborhood area, about 800 acres, there are established single family neighborhoods in most of three of the four quadrants around the intersection, and a future church and school in the northeast quadrant on about 30 acres. The rest of the land, about 296 acres, is vacant agricultural land and potentially available for development as shown in [Figure 8-13](#). This is only about one third of the land area in the Old Town neighborhood which means it will be difficult to achieve the same density to attract significant commercial and mixed-use development as in the 17/76 Area. Also, 88th Avenue is not the major freeway access corridor that 76th Avenue is. Still, there is potential for significant new development to bolster the Old Town Area and create a central business district for Horace, building on the existing Old Town area.



Figure 8-13: Available land in the Old Town area

## OLD TOWN CHARACTER DISTRICTS

A key component of the Small Area Plan is the ability to create areas with distinct identity. The Character Districts within the Old Town Small Area Plan are shown in [Figure 8-14](#) and described on the following page.

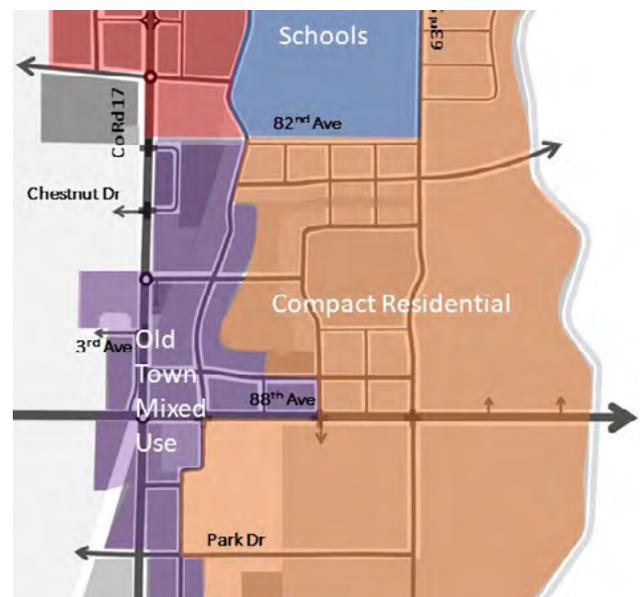


Figure 8-14: Old Town Character Districts

## Old Town Mixed Use District

Within this area, mixed uses will be allowed and encouraged, with minimum two-story development and buildings close to the street in most parts of the district. The character of the area, as the city's longstanding "downtown" will be established with architectural styles and materials, as well as streetscape elements, deemed appropriate by the city to the history of Horace.

## Urban Residential

Surrounding the Old Town Mixed-Use District is a swath of land to be developed as residential that is vital to the success of the Small Area Plan. This area must develop with higher than normal residential development to provide convenience for families with students in the new schools to the north, and also to provide the immediate customer base for new and existing businesses in Old Town and the other new mixed-use areas.

## TRANSPORTATION FRAMEWORK

The small area plan is developed for an area along two of the main roadways serving Horace – 88th Avenue South and CR 17. The balance between the convenient access needed for robust successful mixed-use development and the mobility needed for safe and efficient transportation across the community is one of the main challenges of developing these two areas. The functional class and street typologies show intersection spacing and key access points. The functional class and street typologies for the area are closely related and are discussed more fully in the Transportation Chapter. They are illustrated in [Figure 8-15](#) and [Figure 8-16](#).

There are a number of principles involved in the transportation system for Old Town Small Area Plan:

- Intersection spacing for full movement along CR 17 will be generally at 600 to 800 feet, much longer than desirable for mixed-use development. By utilizing roundabouts at many of these intersections there can be fairly free-flowing traffic movement and right-in/right-out access in between, providing a reasonable level of access to the various destinations along the roadways.
- Full movement, whether at standard three- or four-way intersections or with roundabouts, is planned for key locations, either existing or

future access points, to ensure a successful transportation network. These intersections are labelled on the Transportation Framework map.

- All major roadways to the extent possible will be "complete streets" with sidewalks or trails, landscaping, effective stormwater management, and aesthetic treatment consistent with the goals of the small area plans.
- The roadway system will be developed as a fully interconnected network, with very limited use of cul-de-sacs, so that there are multiple options for access between any two points in the area.

There are also a number of important details concerning access and future roadway connections in the area:

- A future east-west collector is platted in the Lakeview Addition as 81st Avenue, extending from Lakeview Drive on the west through the future residential development and crossing Drain 27.
- A second future east-west collector street is also platted in the Lakeview Addition to connect at a location called 85th Avenue, from CR 17 on the north side of the Casey's store east across the railroad right-of-way into the new mixed use development to the new church and school.
- A third east-west collector street, called 87th Avenue, is proposed closer to 88th Avenue, to connect CR 17 with the new mixed use development east of there.
- Lakeview Drive is platted in the Lakeview Addition as a north-south collector and will extend south to join 88th Avenue opposite Nelson Drive.
- Another unnamed future collector is platted in the Lakeview Addition to border the future church and school, connecting 88th Avenue on the south, extending north and curving east to join future 63rd Street.

## FUNCTIONAL CLASSIFICATION

- Major Arterial:
  - None in the Old Town Area
- Minor Arterial
  - CR 17
- Major Collector:
  - 88th Avenue/Wall Avenue
- Minor Collector:
  - Lakeview Drive
  - 5th Street E/84th Avenue
  - 63rd Street
  - 81st Avenue
  - 85th Avenue
  - 87th Avenue
  - Park Drive
  - Nelson Drive
- Local Streets:
  - All other streets will be local streets with intersection spacing of 400' or less where feasible

## STREET TYPOLOGY

- Commercial Arterial
  - None in Old Town
- Mixed Use Arterial
  - CR 17
- Mixed Use Collector
  - 85th Avenue, CR 17 to Lakeview Drive
  - 87th Avenue
  - 88th Avenue west of 67th Street/5th Street
  - Lakeview Drive
  - Nelson Drive, 88th Avenue to Center Avenue
- Residential Collector
  - 83rd Avenue
  - 85th Avenue, Lakeview Drive to 63rd Street
  - Nelson Drive, south of Center Avenue
  - Park Drive

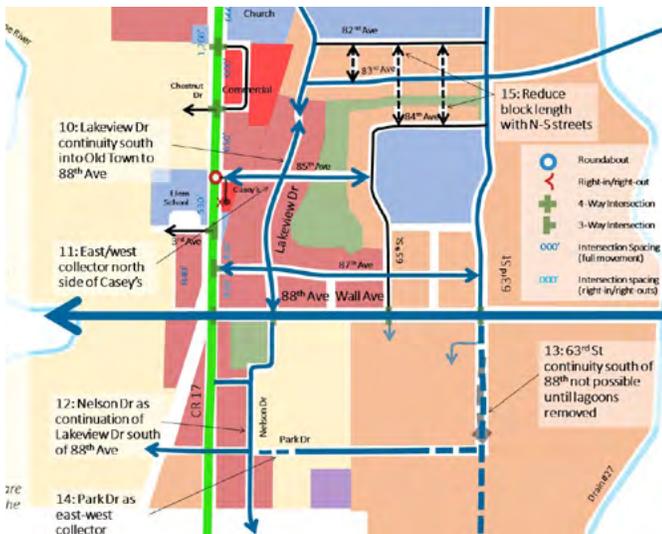


Figure 8-15



Figure 8-16

## OLD TOWN AREA FUTURE FUNCTIONAL CLASSIFICATION

- Minor Arterial (Built/Platted) (Proposed)
- Major Collector (Built/Platted) (Proposed)
- Minor Collector (Built/Platted) (Proposed)
- Local Street (Built/Platted) (Proposed)

## OLD TOWN AREA FUTURE STREET TYPOLOGY

- Commercial Arterial (Built/Platted) (Proposed)
- Mixed Use Arterial (Built/Platted) (Proposed)
- Mixed Use Collector (Built/Platted) (Proposed)
- Residential Collector (Built/Platted) (Proposed)

---

## RIGHT-OF-WAY WIDTH

The most successful mixed-use areas are developed on streets with right-of-way width of 60' to 80'. Wider right-of-way tends to make the areas less hospitable for pedestrians. CR 17 in the vicinity of Old Town and further north is expected to continue and expand its small-town feel and character and would benefit from a right-of-way width closer to the ideal narrow dimension versus its current width of 100' to 150'. This will involve more study and discussion with Cass County, city officials, and consultants to arrive at a feasible plan.

## STREET DESIGN STANDARDS

The various details of street design, such as right-of-way width, number of lanes, on-street parking, sidewalks, bike lanes, boulevard treatment, landscaping, lighting and other features are not addressed as part of the comprehensive planning process. However, design standards for these transportation networks have been outlined and described within the Design Standards section of this document.

## PARK, TRAIL & OPEN SPACE FRAMEWORK

A key element of creating the character and identity sought in the Old Town Small Area Plan is a framework of parks, trails and open spaces. These elements, if planned properly, provide amenity, the opportunity for recreation, and the ability to walk and bike to many destinations, which has been shown to result in better health for residents. The framework shows key features such as parks and schools that offer recreation and open space and the roadways, sidewalks, and trails that will connect them in [Figure 8-17](#).

In the Old Town Small Area Plan the key features are the existing Elementary School, Freed Park, the new park and trail system planned around the stormwater ponds in the Lakeview Addition, the new church and school anticipated on the east side of the area, and proximity to the new high school and middle school campus. There is also the opportunity to extend the trail system along Drain 27 into and through this area on the east side. Along selected roadways there would be sidewalks and/or trails to connect the residential neighborhoods and the new commercial development closer to County Road 17.

Where feasible on major roadways, separate bike facilities and sidewalks should be provided, which is a safer arrangement than bikes sharing either the sidewalk with pedestrians or the roadway with cars.

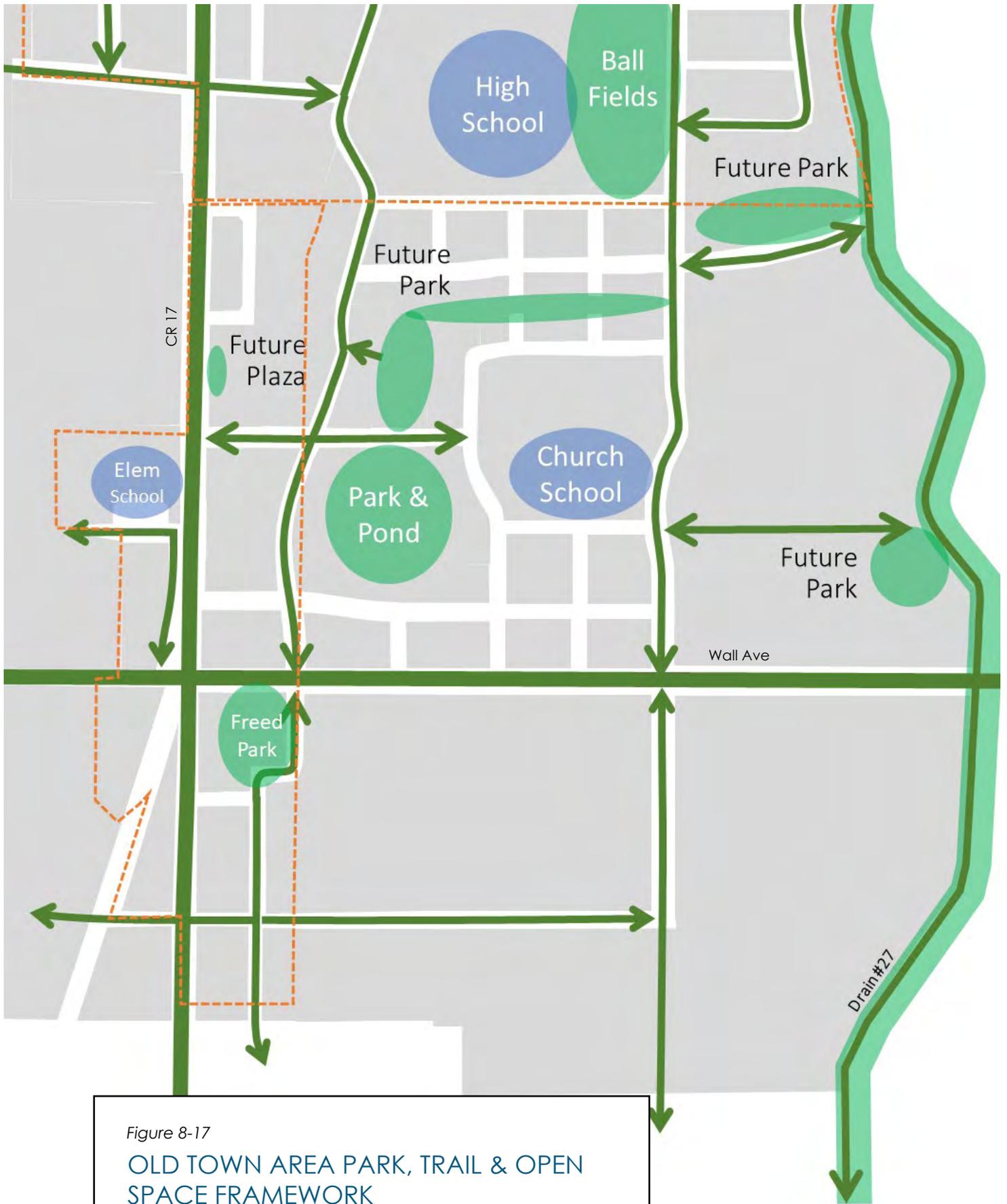


Figure 8-17  
 OLD TOWN AREA PARK, TRAIL & OPEN  
 SPACE FRAMEWORK

## DESIGN STANDARDS

### OLD TOWN MIXED USE AREA NEIGHBORHOOD PROTOTYPE

- Buildings 0'-10' from all Street ROW
- On-street parking allowed on all streets
- Parking off-street to the side or rear
- Minimum 2-story buildings
- Landscaped median on Arterial
- Sidewalks on all streets

Figure 8-18

### OLD TOWN AREA MIXED USE DESIGN STANDARDS



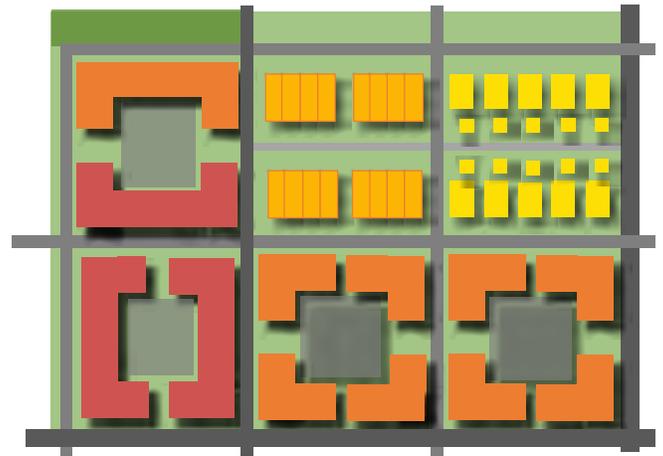
- Mixed Use Bldg
- Multi-Family Bldg
- Townhouse
- Parking
- Park
- Street
- Alley

### OLD TOWN URBAN RESIDENTIAL NEIGHBORHOOD PROTOTYPE

- Mixed Use & Multi-Family Buildings 0'-10' from Mixed Use Collector, Residential Collector and Local Street ROW
- Single Family & Townhouse Buildings 15'-25' from Street ROW
- On-street parking allowed on all streets
- Parking off-street to the side or rear
- Alleys for Single Family & Townhouse
- Minimum 2-story buildings – Mixed Use & Multi-Family
- Sidewalks on all streets

Figure 8-19

### OLD TOWN AREA URBAN RESIDENTIAL NEIGHBORHOOD PROTOTYPE



- Mixed Use Bldg
- Multi-Family Bldg
- Townhouse
- Single Family & Garage
- Parking
- Park
- Street
- Alley

---

## IMPLEMENTATION

Implementing the Old Town Small Area Plan will involve many action steps over many years. The key implementation steps will be:

- Rezone the entire area consistent with the Land Use Plan and Character Districts in this Small Area Plan.
- Adopt standards within the Zoning Code that will incorporate the Design Standards relating to:
  - Build-to lines
  - Minimum height requirements
  - Parking to the side and rear in certain areas
  - Minimum residential densities to support the new commercial and mixed areas
  - Building design and building materials standards
- Adopt a Transportation Plan that will require the roadway connections shown in the Transportation Framework, including the anticipated intersection spacing on key roadways.
- Adopt a Park master plan that follows the spirit and intent of the Park, Trail & Open Space Framework, that will require new park land and trail corridors at reasonable spacing and service areas.
  - Require the planned park land and trail corridors in new subdivisions, through dedication or purchase
  - Require that sidewalks be provided in new subdivisions to connect all new development to the public features of the Park, Trail & Open Space Framework and to other neighboring properties.
  - Require all future residential, commercial, and mixed-use development to follow the spirit and intent of the Small Area Plan and the adopted zoning standards.

## EXAMPLES OF SUBURBAN MIXED USE REDEVELOPMENT:

### ORGANIC NEIGHBORHOOD CENTERS ON RETROFITTED ARTERIALS

#### Heart of the City, Burnsville, MN



<https://tinyurl.com/vt8gl32>

- Redeveloped suburban blighted area
- 250'-400' blocks, full access all intersections
- Centers on a full block new park – Nicollet Commons Park
- Public parking ramp, city performing arts center, restaurants, and two- to four-story development surround the park
- New streetscape elements
- Design standards control materials, height and placement of buildings and parking

#### Monroe St, Spokane WA:



<https://tinyurl.com/y54lpr5z>

- 300'-400' blocks, full access all intersections
- Older main street with 1-2 story buildings up to the street
- Parking in bumpouts
- New paving, lighting, some landscaping

#### Galveston Ave, Bend OR:



<https://tinyurl.com/y6s58fzp>

- 250'-500' blocks, full access all intersections
- Urban, small, narrow-lot residential
- Narrow streets with alleys
- Mostly one-story pitched roof, including commercial
- Landscaped boulevard on all streets

#### State Street, Eagle, ID:



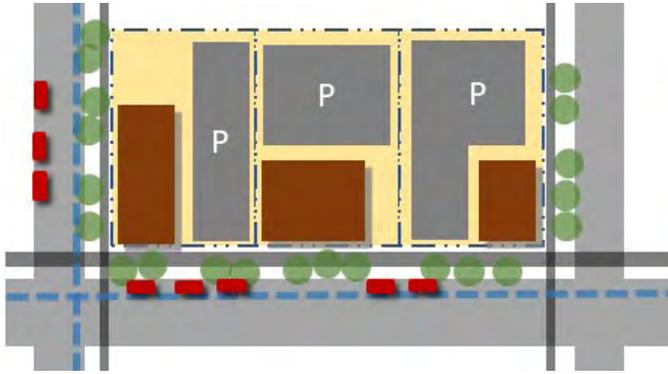
<https://tinyurl.com/y4c8ldvg>

- Urban, old main street, mostly 1-story
- Transitions to suburban, 3-lane with landscaped boulevard
- Sidewalk at curb in places

Figure 8-20

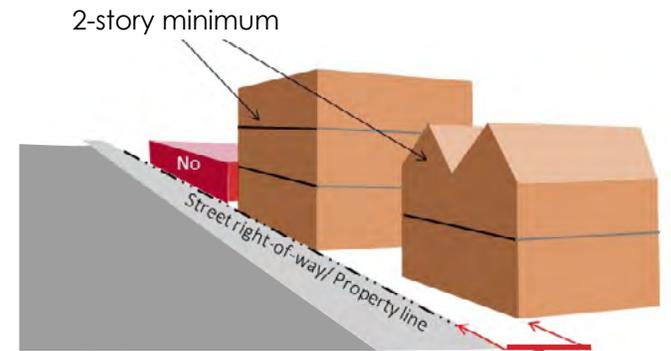
## DESIGN STANDARDS FOR BOTH SMALL AREAS

### OVERALL CHARACTER

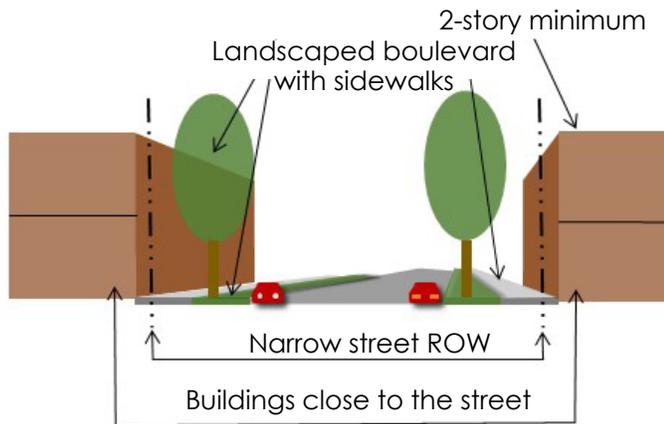


- Building close to the street
- Parking to side or rear
- Sidewalks
- Landscaped boulevard
- Bike lanes/trails
- Parking on street

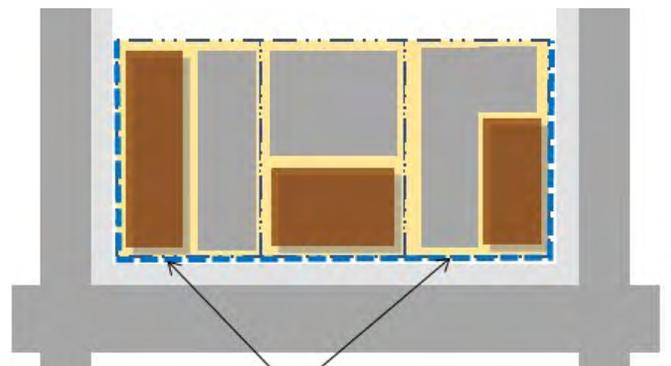
### BUILDING PLACEMENT AND HEIGHT (CONT.)



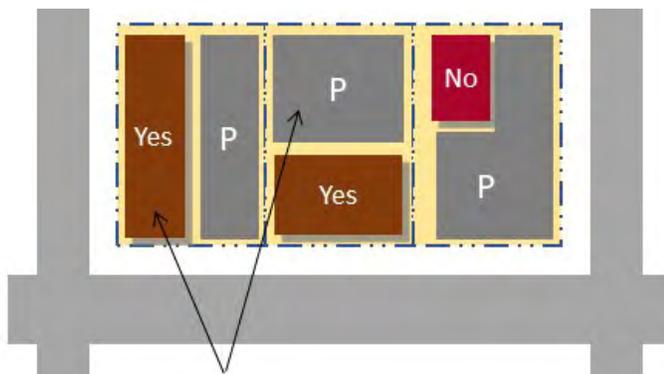
Commercial, Mixed-Use and Multi-Family buildings close to the street: Build-to-line at 0' - 10' from street right of way



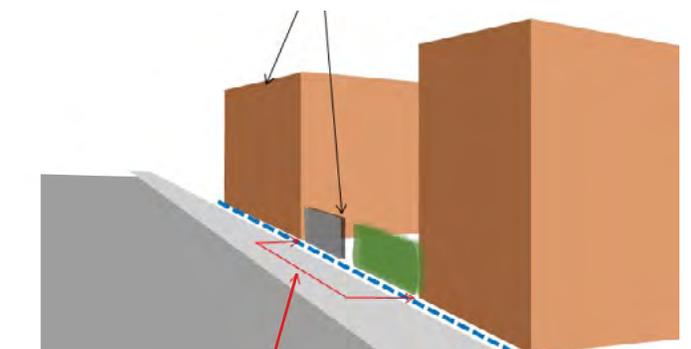
### STREET EDGE



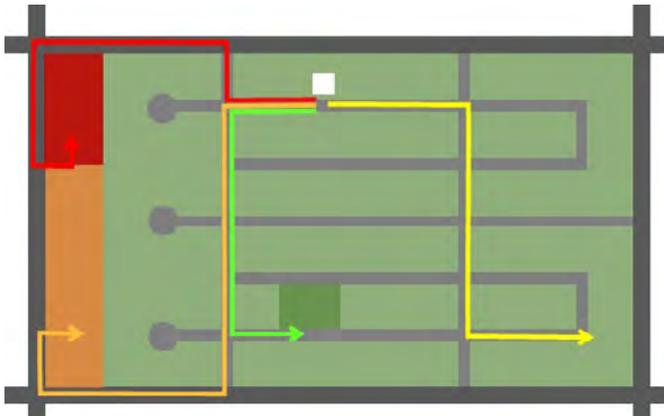
### BUILDING PLACEMENT AND HEIGHT



- Building close to the street
- Buildings at corners
- Parking to the side or rear



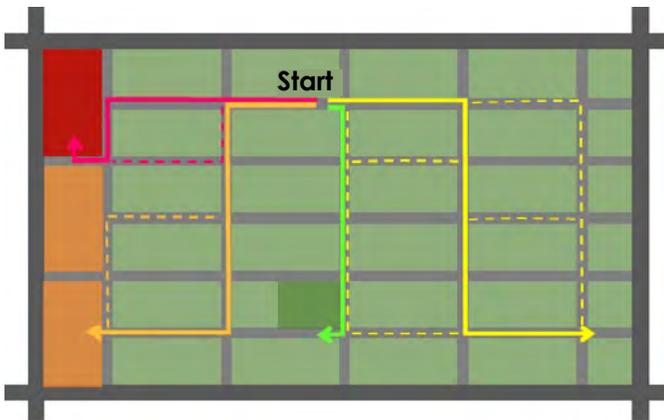
## STREET NETWORK



Suburban Model

Trip to:

- Store
  - Park
  - Friend's House
  - Friend's Apartment
- Dead-ends: loops & cul-du-sacs  
 Long blocks  
 Requires travel on major streets
- One choice of route, long, circuitous



Traditional Model

Trip to:

- Store
  - Park
  - Friend's House
  - Friend's Apartment
  - Choice of routes: Network - many connections
- Shorter routes  
 Short blocks  
 All trips stay on local streets  
 Better connectivity for detours

## BUILT-FROM-SCRATCH DOWNTOWNS

### Summit West, Bend OR:



<https://tinyurl.com/y43ezldw>

- 250'-400' block spacing, side street
- 4-block-long new main street, 2-story
- Transitions to suburban development next to main street
- Sidewalk at curb
- Parking in bumpouts

### Snoqualmie Ridge, WA:



<https://tinyurl.com/yyjxpoco>

- 1,000' spacing on main roadway, main street at right angle
- New 3-block main street of main roadway, suburban development other side
- 1- to 2-story on main street
- Brick and stucco

### Day Break, South Jordan UT:



<https://tinyurl.com/yxq4kvxo>

- Population 72k, suburban Salt Lake City UT, 1.2 million metro – 16 mi from downtown Salt Lake City
- All new, arterials leading from highway to main street (Kestrel Rise Rd)
- 4,000 ac, 20k units expected by 2040 = 60k pop
- 1-block-long new main street
- 300'-400' block spacing leading to main street
- 1-2 story on main street
- Medium to high density surrounding
- Elaborate system of small parks, green spaces, promenade, lake
- Parking in bumpouts
- 2-lane + parking + blvd + sidewalk
- Some trees, landscaping (dry desert climate)

### Forest Lake, MN:



<https://tinyurl.com/y2ou5s97>

### Holly Springs, NC:



<https://tinyurl.com/yyokh524>

## BAD DOWNTOWNS MADE BETTER:

### Carmel, IN:



<https://tinyurl.com/y27hnayd>

- Old downtown selectively redeveloped
- Arts & Design District noted with gateways
- Mix of old and new, 1- to 5-story buildings
- 250'-350' block spacing on main street

## SMARTER LARGE FOOTPRINT COMMERCIAL:

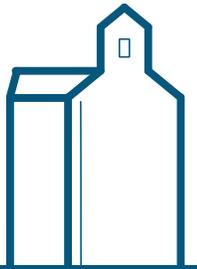
### High House Rd/Davis Dr, Cary NC:



<https://tinyurl.com/y62rxwzk>

- Suburban style development
- Heavily landscaped parkway with median
- Lots of brick on buildings
- Landscaped islands in parking lots
- Small plazas, focal points, sculpture
- Appears to be high end retail

**HORACE**  
2045



# CHAPTER 9 HOUSING

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# THE CHARACTER OF A COMMUNITY IS REFLECTED IN ITS HOUSING AND NEIGHBORHOODS.

## INTRODUCTION

The unique character of Horace is embedded in its residential neighborhoods. Most of the community is residential and is likely to continue to be residential in principal land use through the year 2045 and beyond. A variety of forces affect housing including demographic, regional and local trends, the economic climate, the availability of land, government controls and the real estate market. Housing is a key factor in the ability to provide a livable community, and Horace has done so through strong neighborhoods consisting of a variety of housing styles and types.

The housing element of Horace 2045 reviews the existing housing conditions, discusses future housing needs and opportunities and sets housing goals for the community. The housing goals in Horace 2045 are aimed at providing an adequate variety of housing which meets the needs of existing and future residents, consistent with the character of the City.



Single family developments are the predominate residential housing option throughout the community of Horace. Historically, single-family residences have been developed on large lots, adjacent to shared green space. (Source: Drone Dan)

## EXISTING HOUSING STOCK

There are an estimated 973 housing units in Horace today including farmsteads, large lot single-family development, small lot single-family development, a few multi-family buildings and two mobile home parks. Currently, there is very little high-density housing and mixed-use development that could offer a variety of options and price points.

The majority of housing in Horace consists of single-family homes (84%), with another 13% of the population living in mobile homes, and 2% living in multiple-family residences. Roughly 75% of the homes in Horace have three or more bedrooms, which is indicative of the single-family nature of the City. There is also a low vacancy rate, with approximately 97% of all housing units occupied. The majority of these units are owner-occupied, with a smaller percentage of units renter-occupied.

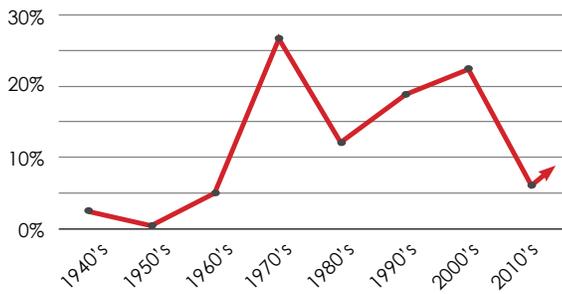
Figure 9-1: Housing by type



(Source: American Community Survey)

Housing in Horace includes a mix of units built before the city's incorporation and recently built units. Based on the most recent Census estimates, over 80% of the city's housing was constructed between 1970 and 2009. While some of the City's housing is aging, estimates show that nearly 40% of Horace residents moved into their home between 2000 and 2009. Today, the supply of housing is increasing rapidly.

Figure 9-2: Percent of housing stock by decade built



(Source: American Community Survey)

Home values in Horace are widespread. The 2017 Census estimates, there are over 300 housing units valued between \$300,000 and \$500,000. There are also over 100 homes valued under \$50,000. The 15 single-family homes listed for sale in January 2019 ranged from \$209,900 to \$777,000; of these 10 were under \$300,000. In August 2019, 51 were listed with prices ranging from \$169,000 to \$770,000. Most of these homes for sale were new construction.



Construction of single-family residences continues to dominate redevelopment activity throughout Horace. (Source: Stantec)

## FUTURE HOUSING NEEDS

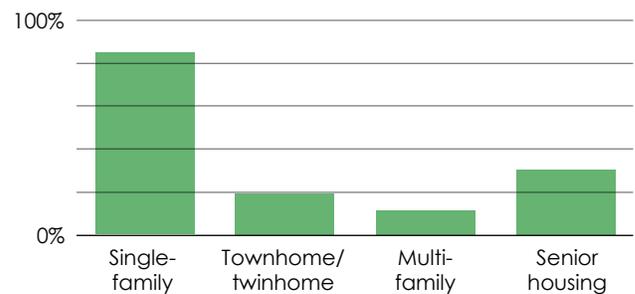
It is estimated that Horace could average 100 to 150 new households per year for the next 25 years, or approximately 2,500 to 3,500 new households by 2045. One could anticipate that the City will see demand for a range of housing types to accommodate that population. What type of housing is built and where it will be built is largely dependent on the market demand and Horace's competitive position in the area. Horace has the land area and the capacity to address the future housing needs for buyers and renters at various price levels to meet the city's land use and economic objectives.

## HOUSING PREFERENCE

Housing preference surveys clearly indicate a desire for single-family homes in Horace. Figure 9-3 shows survey responses to the question "Which of the following types of development should Horace encourage?" While the survey does indicate a strong preference for single-family homes, nearly 30% of respondents also indicated a desire for senior housing, with fewer respondents indicating preferences for townhomes and multi-family housing.

In response to another question "Horace Needs," one respondent wrote that Horace needed a "nice apartment building" and another wanted "more apartment buildings and townhomes...to accommodate the young families, students, and senior citizens instead of so many large homes, there should be many more smaller units available for rent/purchase."

Figure 9-3: Housing preferences (survey)



(Source: Stantec)

One can see from the survey responses that while the general preference is for single-family housing, there are a variety of perspectives and opportunities that should also be explored. Complete survey results are shown in Appendix 4a.

In an effort to further understand community preferences, an additional visual preference housing survey was developed. Local preference for single-family homes is clear in the surveys, as is acceptance of two to four-unit housing structures. The survey also shows a dislike of three to four story multi-family buildings, except when they are mixed use buildings with non-residential on the first floor. Complete visual preference survey results are shown in Appendix 4b.

## FUTURE HOUSING DEMAND

Horace is at the edge of the developed area to the south of Fargo and West Fargo. With ample developable land and relatively affordable housing prices, it's likely that Horace will see an increase in young families and first-time homebuyers moving from Fargo and West Fargo. A Statewide Housing Needs Assessment conducted by the North Dakota Housing Finance Agency (HFA) in 2016 identified that the greatest needs for housing in Cass County stem from the increase of first-time homebuyers and elderly homebuyers. The construction of Heritage Middle School and the new high school will also likely draw new young families and first-time homebuyers. These new residents typically desire a variety of housing products, ranging from affordable single-family homes and townhomes to multi-family rental options.

Additionally, as the population of Horace ages, more senior housing will be required to ensure that the population is able to age in place. This desire to age in place is common in many similar cities and is becoming increasingly popular as the baby boomer population ages. Senior housing can take many different forms depending on the demand of the community. Assisted living facilities with a variety of care levels including memory care and hospice are becoming increasingly popular to accommodate seniors of all abilities. As mentioned previously, there is also a need for housing that accommodates the needs of elderly homebuyers. Both first-time homebuyers and senior homebuyers will drive demand for an affordable housing product, which could include smaller lots or attached housing.

At the same time, the City and developers are indicating that there are financial challenges to continuing large-lot single family development in Horace. This approach echoes trends in other cities that see more large lot housing, and considerably less small lot and attached housing than is desired.

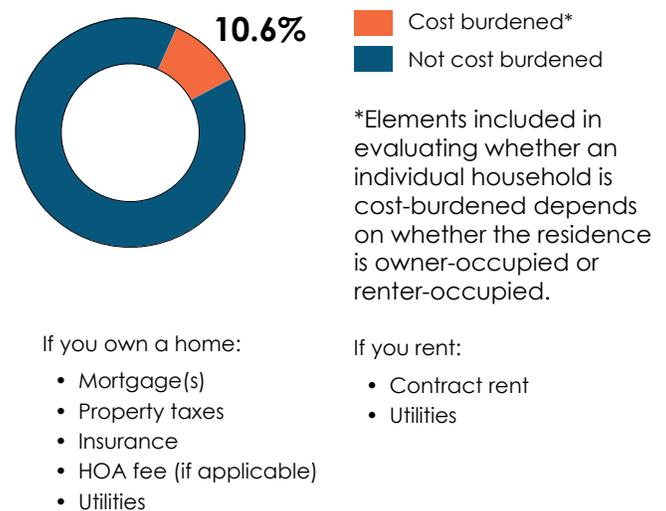
## HOUSING AFFORDABILITY

Residents across the country experience challenges affording the costs of housing. The Department of Housing and Urban Development (HUD) defines housing as "affordable" if its residents pay no more than 30% of their gross income on housing and related costs. Housing costs include rent or

mortgage payments, utility bills, HOA fees or other fees associated with living in a home. Residents that pay more than 30% of their gross income to these housing costs are considered "cost burdened".

Overall, 10.6 % of Horace residents do not meet this threshold and are considered cost-burdened. There are considerably more renters (23%) experiencing cost burden than homeowners (10%). This trend of renters experiencing greater cost burden is typical across most cities.

Figure 9-4: Cost burdened households in Horace



(Source: American Community Survey)

## LOCAL HOUSING RESOURCES

There are several organizations in the area providing housing and support services. Currently, residents of the City of Horace have access to the following resources:

- Housing Authority of Cass County: The Housing Authority of Cass County administers the Section 8 Housing Choice Voucher Program for the County. The organization seeks to provide decent, safe and sanitary housing for the low-income residents of Cass County.

## HOUSING OPPORTUNITY

Horace presents a unique window of opportunity to develop at the edge of two rapidly growing cities. The opportunity is coupled with the attraction of Horace itself. The City enjoys many features desirable by homeowners. Historically, Horace has been a family-focused community of single-family homes. Chapter 1 includes quotes from surveys on what residents like best about the city, including the elementary school, parks, child-friendly amenities, small town character and convenience to major employment centers.

Construction of the new middle school and high school adds to the list of positives, as does the potential future I-29 interchange at 76th Avenue South. The expected impact is already seen in Horace. Today, the city is seeing numerous applications for subdivision plats and building permits with the greatest interest being homes for families. Currently the young professional group is not a major demand driver in the Horace market, but there is an opportunity to intentionally attract this demographic and appeal to a wider variety of residents.

The current volume of development is expected to continue for the short term; the city is anticipated to reach a population of approximately 5,000 by

the year 2025. This estimated population is about midway between Metro COG's "Best Case" and "Most Likely" projections for the city in 2025. Currently West Fargo and Fargo have limited land for new development, but that is anticipated to change in a few years with the completion of the FM Diversion project. Upon completion of the FM diversion, Horace is expected to face more competition for residential development sites.



*Terra Gardens Development is one of several new housing developments contributing to local surges in construction activity - November 2019 (Source: City of Horace)*



*Examples of townhomes and apartments. Higher density housing can be designed with varied heights, scales, and with building materials that are appropriate to the surrounding area. (Source: Stantec)*



There was significant development in Horace in the 1960s. The supporting infrastructure is sometimes limited, with some streets lacking sidewalks and storm sewers. (Source: Google)

## GOALS AND POLICIES: HOUSING

### GOAL H-1 - HOUSING CHOICE

To create housing opportunities which offer a wide range of housing units for owner-occupancy and renter-occupancy.

**Policy H-1.1** Ensure land use designations and other policies allow for and encourage a mixture of housing types and densities including, where appropriate, a range of building types including single family, townhomes, apartments, live-work spaces, and lofts.

**Policy H-1.2** Encourage new housing development projects to provide a choice of housing types and locations for all income levels.

**Policy H-1.3** Encourage a range of housing suitable for younger and older people in addition to housing for families.

### GOAL H-2 - HOUSING FOR ALL AGES

Provide an adequate mix of safe and sustainable housing which meets the needs of Horace's existing and future residents of all ages.

**Policy H-2.1** Ensure the availability of adequate housing for the elderly and special needs populations.

**Policy H-2.2** Cooperate with appropriate agencies in order to provide adequate sites for group homes, foster care facilities and similar facilities to meet the requirements of persons with special needs.

**Policy H-2.3** Promote the design of home features that will help senior and disabled persons to live independently.

### GOAL H-3 - AFFORDABLE HOUSING

Development of affordable housing for ownership and rent

Policy H-3.1 Develop affordable housing initiatives targeting residents with incomes between 80% and 120% of the area median.

Policy H-3.2 Encourage programs that enable the elderly and fixed income households to remain in their homes rather than be displaced because of the high costs of municipal improvements, energy and property taxes.

Policy H-3.3 Consider offering tax incentives and other programs to address affordable housing.

Policy H-3.4 Encourage energy conserving design in the development of new houses.

### GOAL H-4 - HOUSING MAINTENANCE

On-going home maintenance and home improvement to enhance the existing housing stock

Policy H-4.1 Encourage improvement of existing housing stock to increase choices in housing availability particularly in the older parts of the city.



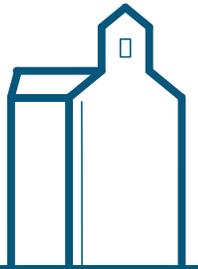
*Manufactured home parks provide rare opportunities for affordable housing that is often naturally occurring and without significant subsidies. (Photo: Google)*

Policy H-4.2 Continue to encourage rehabilitation and new construction under a Renaissance Zone Program.

Policy H-4.3 Continue to enforce the building code and zoning regulations to assure upgrading of housing units and their physical appearance.

Policy H-4.4 Continue to enforce the Title IV, Land Use Ordinance minimum requirements for manufactured home parks.

**HORACE**  
2045



**CHAPTER 10**  
**ECONOMIC**  
**VITALITY**

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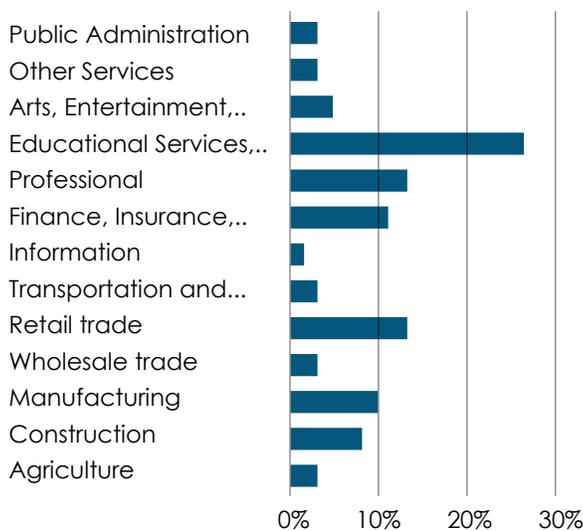
# THIS CHAPTER ADDRESSES THE CITY'S ECONOMY TODAY AND ITS ECONOMIC DEVELOPMENT GOALS.

## INTRODUCTION

Over time Horace has transitioned from a quiet country crossroad to a vibrant community closely linked with the larger metropolitan Fargo-Moorhead area. Horace's economy will continue to benefit from the connections to downtown Fargo, I-29 and I-94, and the Hector International Airport.

Employment is the backbone of a healthy economy, and therefore an indicator of economic strength in Horace. It is estimated that approximately 16,379 jobs are accessible within a 45-minute drive of Horace. According to Census data, approximately 77% of the City's population above the age of 16 are in the labor force. Almost all (95%) of Horace workers have jobs within Cass County (including Horace), with the remainder either working in other North Dakota counties or out of state. Figure 10-1 shows the industry group "educational services, health care and social assistance" makes up the greatest share of the jobs for these workers (26.6%), followed by "Professional, scientific, and management, and administrative and waste management services" (13%), "Retail trade" (11.8%), and "Finance and insurance, and real estate and leasing" (11.1%).

Figure 10-1 Industry Groups in Horace



(Source: ACS)

Figure 10-2 Occupations in Horace

Occupation	% of Pop.	ND Job Growth Outlook
Mgmt, business, science and arts	40.8%	Below Average
Service	8.58%	Avg to Near Avg
Sales and office	29.3%	Below Average
Farming, fishing, forestry	0.53%	Below Average
Construction and excavation	4.39%	Avg to Near Avg
Installation, maint., repair	6.12%	Avg to Near Avg
Production, transportation, material moving	10.31%	Below Average

Most of Horace's employed population work in either "management, business, science, and arts" (40.8%) or "sales and office" (29.3%). None of these categories are projected to have extraordinary growth but some are projected to have "average or near average growth."

Between 2000 and 2017, the City experienced strong growth in households earning between \$100,000 and \$149,000 annually. This group now makes up the largest share at 23.9% (272 out of 944 households). The number of households earning over \$100,000 annually more than doubled during this time period.

According to national targets, suburban communities should have a jobs-to-housing unit ratio between 1.0 and 1.1. The opportunity exists to strike more of a balance between residents and employment by encouraging economic development initiatives that could result in jobs for the highly educated and skilled workforce in Horace.



## LAND USE

The economic vitality of a community is one of the main factors in successful urban development. Horace is a growing community but that growth, until very recently, focused on residential single-family development. The opportunity exists to accommodate more non-residential uses in Horace. The Future Land Use Map identifies those areas where retail, office, and industrial uses are most appropriate.

When asked in the Horace 2045 community surveys, almost 85% of the responses indicated that the City did not have enough shops and restaurants (Appendix 4). Retaining existing businesses and residents as well as attracting new businesses and residents were both given priorities for the City's future. Even though Horace is a part of the Fargo-Moorhead metropolitan area and much of its commercial and employment needs are met outside of Horace, the City recognizes that the cost of municipal infrastructure and services, schools and parks requires a strong and diverse non-residential tax base and seeks to broaden its tax base beyond single-family residential. With the current interest in Horace, there are favorable conditions to promote community (economic) vitality. Retail establishments, office buildings and compatible light manufacturing facilities will meet the needs of Horace as a growing City. Healthy business and commerce are the foundation for good jobs, income, and public and private services.

## CHALLENGES:

- Incubating economic development opportunities
- Coordinating needed infrastructure
- Mitigating impact of new development on existing neighborhoods
- Improving economic vitality in a small town
- Developing strategic recommendations

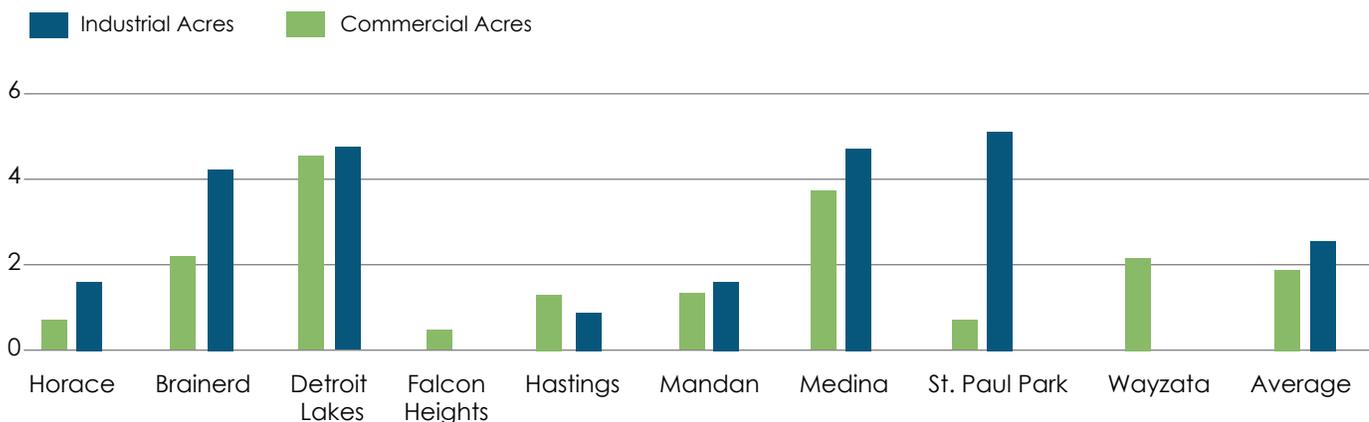
## POTENTIAL PARTNERSHIPS:

- FMWF Chamber of Commerce
- Greater Fargo Moorhead Development Corp.
- North Dakota Small Business Development Center

## FINANCE TOOLS:

- Lake Agassiz Development Group
- Community Development Block Grant
- Bank of North Dakota
- North Dakota Department of Commerce
- Renaissance Zone Program

Figure 10-3: Non-residential acres/100 persons



Compared to the other cities included in the Peer Cities, A Benchmarking Study report (Appendix 2), Horace has a low ratio of non-residential development. The study indicates the extent of non-residential uses in Horace is 0.65 commercial acres per 100 persons and 1.78 industrial acres per 100 persons. This rate is significantly lower than many of the peer cities and the average of almost 2 commercial acres per 100 persons and 2.5 industrial acres per 100 persons.

## GOALS AND POLICIES: ECONOMIC VITALITY

### GOAL EV-1

The City of Horace encourages economic development activities that benefits residents, employers, employees, entrepreneurs, and businesses that will enhance economic prosperity and improve quality of life in the City.

Policy EV-1.1 Create a vibrant and diversified economy that offers a broad range of services and employment opportunities through 2045.

Policy EV-1.2 Encourage stable and growing businesses that diversify Horace's economy.

Policy EV-1.3 Emphasize economic development programs that encourage the private sector to participate in expansion of existing businesses as well as attracting new businesses.

Policy EV-1.4 Encourage the development of areas targeting job creation and retention through specific efforts in business finance, marketing, neighborhood development, small business development, business retention and expansion, technology transfer, and real estate development.

Policy EV-1.5 Recognize the regional nature of economy and employment and encourage coordinated economic development efforts in the City and the greater Fargo metropolitan area.

### GOAL EV-2

The City's role in economic development includes maintaining an active role in encouraging business development to serve the needs and interests of the people of Horace.

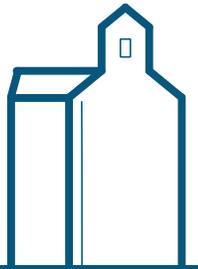
Policy EV-2.1 Consider establishing a business advisory group to address yearly plans and programs and focus on the type of industry for recruitment.

Policy EV-2.2 Recognize that the development of infrastructure is essential in attracting business development.

Policy EV-2.3 Support appropriate incentives to maintain and enhance a favorable business climate. Devices such as Renaissance Zone, tax increment financing and tax abatement are available implementing programs to be considered.

Policy EV-2.4 Participate in the Greater Fargo-Moorhead Economic Development Group, Lake Agassiz Regional Council and other local economic development programs.

Policy EV-2.5 Encourage the formation and development of a new business organization that promotes local entrepreneurship and investment in Horace.



**CHAPTER 11**  
**MUNICIPAL**  
**INFRASTRUCTURE,**  
**FACILITIES,**  
**AND SERVICES**

---

# THIS CHAPTER DISCUSSES THE CITY'S EXISTING INFRASTRUCTURE, FACILITIES AND SERVICES.

## INFRASTRUCTURE INTRODUCTION

### MUNICIPAL WATER

#### Existing Conditions

The existing water service in the City of Horace is supplied by multiple means. The City currently has three wells that supply water to the central portion of the City. The water drawn from these wells is treated at a City-owned water treatment plant that was built in 2003 and is stored at an underground reservoir (pre 1966) and a 70,000-gallon water tower (1981) located in the center of town. The City of Horace supplies water to less than 50% of the homes within City limits, at this time (Figure 11-1). There are a small number of properties (less than 10%) that are supplied water by a private well.

The remainder of the properties within the City of Horace are supplied water by Cass County Rural Water, which operates independently from the City and maintains the water supply to these properties.

#### 2045

Currently the City of Horace is at or nearing their capacity for supplying water with their current water treatment plant and storage reservoirs. The most logical and economical option would be to connect to the City of Fargo's water system and distribute water to all future development within the City of Horace utilizing water treated and supplied by the City of Fargo.

The City of Fargo has recently expanded their water treatment plant and has stated that they have capacity to provide water to the City of Horace. Utilizing a connection to the City of Fargo water system would save both capital costs by not having to expand the current water treatment system but would also save space within the City of Horace that can be used for future development. There would also be the possibility of connecting in the existing areas that are supplied by City of Horace water, which would reduce the maintenance and other costs associated with owning and operating a water treatment plant.

### SANITARY SEWER

#### Existing Conditions

The existing sanitary sewer service in the City of Horace is collected by two different means. The City currently operates a wastewater lagoon that was constructed in 1983. Wastewater from the central portion of the City is gravity drained to multiple lift stations throughout the service area and is then pumped to the lagoons for treatment (Figure 11-2). Additionally, there is a portion of properties (less than 25%) that are serviced either by individual septic systems/drain fields or smaller regional septic systems/drain fields.

In early 2017 the City of Horace and the City of Fargo executed an agreement that would allow the City of Horace to send wastewater to the City of Fargo for treatment. This was an important agreement for the City of Horace as their lagoons were reaching capacity at the time and growth was, and is, continuing at a rapid pace. The City investigated other options to address the lagoon capacity issue, such as expanding the current lagoons or building a mechanical treatment plant, however the most economical option was to connect to the City of Fargo Wastewater Treatment network. The first phase of connecting to the City of Fargo network was completed in 2017 by installing a sewer line from the lagoons in Horace to a sanitary lift station in the Deer Creek neighborhood in Fargo. This new sewer line takes pressure off of the lagoon system and has the capacity, and flexibility, to keep up with growth that the City is currently experiencing.

#### 2045

There are two main factors that affect effectiveness of the Sanitary Sewer system within the City of Horace; the conveyance of wastewater and the treatment of the wastewater. The agreement put in place in 2017 with the City of Fargo to provide treatment for the wastewater from the City of Horace was an important step in solving one of these factors. As this plan has already been put in motion, it would be the most

Figure 11-1

# EXISTING MUNICIPAL WATER SYSTEM (2015)

- Horace City Limits
- Rural Residential
- Suburban
- Compact Development
- Commercial
- Mixed Use
- Community Focus
- Industrial
- Public/Semi-Public
- Park
- Greenway
- Right-of-Way
- Open Water

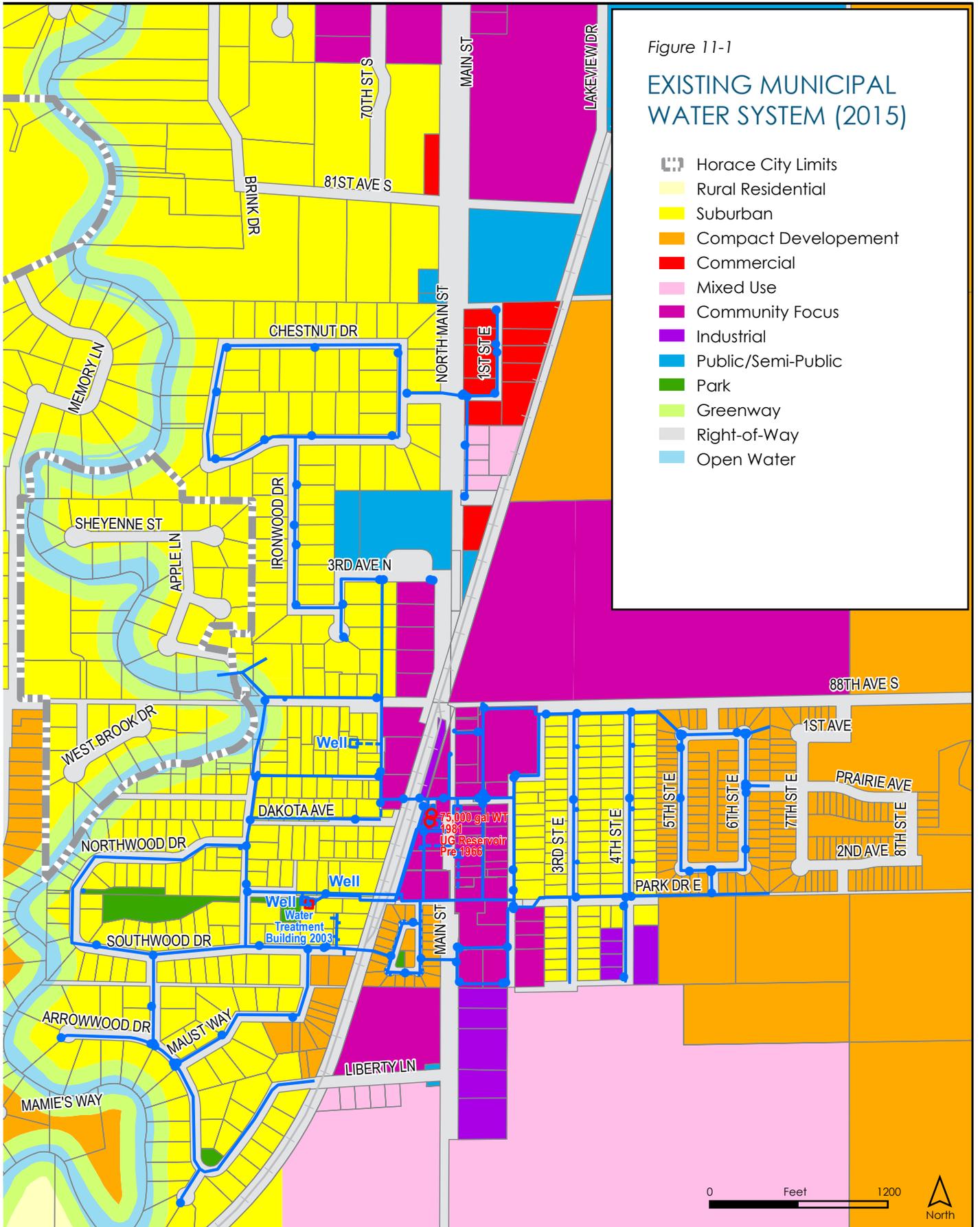
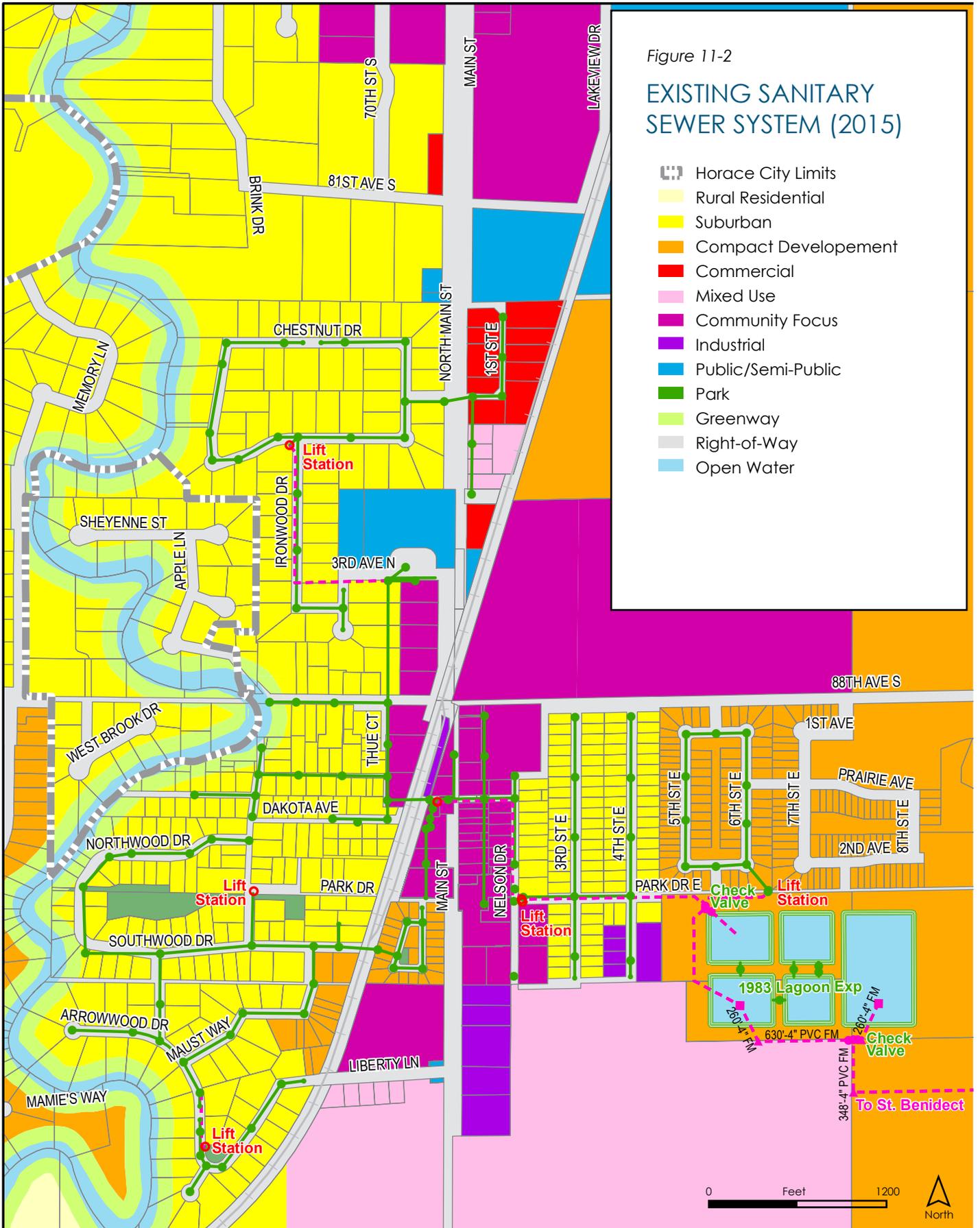


Figure 11-2

## EXISTING SANITARY SEWER SYSTEM (2015)

-  Horace City Limits
-  Rural Residential
-  Suburban
-  Compact Development
-  Commercial
-  Mixed Use
-  Community Focus
-  Industrial
-  Public/Semi-Public
-  Park
-  Greenway
-  Right-of-Way
-  Open Water



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economical and feasible plan to increase the conveyance of wastewater to the City of Fargo for treatment, instead of upgrading treatment capabilities within Horace. It is understood that the City of Fargo has additional capacity in their wastewater system at the Deer Creek Lift Station beyond what the City of Horace is currently supplying, and the Sanitary Sewer within the 52nd Avenue corridor is of sufficient size for another connection in the future. The other factor that needs to be taken into consideration is the wastewater conveyance within the City of Horace. Currently all domestic wastewater within the City is conveyed to the lagoon, where it is either treated or passed on to the City of Fargo. However as development continues to increase in Horace, the task of getting wastewater to the lagoon becomes sometimes difficult and costly, usually requiring the need for a lift station. This need however could be limited with thoughtful planning and utilizing current and future connections to the City of Fargo Wastewater system in order to send wastewater to the north instead of to the south.

## SURFACE WATER

### Existing Conditions

Currently the City of Horace has two methods on dealing with surface water drainage. The most common method is by conveying water using drainage ditches and channels and draining into the Sheyenne River. There are also portions of the City that have urban street sections with curb and gutter and storm sewer conveyance systems. These urban areas of town also drain to the Sheyenne River.

### Flooding

The City of Horace is protected by permanent flood protection in the form a diversion channel that channels the waters of the Sheyenne River.

This diversion runs south and west of Horace taking the Sheyenne River through a channel that runs 7.4 miles to the north which then connects to West Fargo Diversion south of I-94. In the 18-year history of the Diversion it has never failed.

### Fargo-Moorhead Diversion

The proposed Fargo-Moorhead (F-M) Diversion Project is designed to protect the Fargo-Moorhead-West Fargo metro area during times of extreme flooding.

The F-M Diversion project consists of 5 pieces as it relates to the City of Horace, and construction is slated to start in 2021. The southern (upstream) portion of the diversion starts with an embankment that holds back water from flooding the metropolitan area. Also, at the upstream end of the diversion, on the southern edge of Horace, water is allowed to enter the diversion channel at a controlled rate by means of the Diversion Inlet & Control Structure. The F-M Diversion channel will then run along the western edge of Horace City Limits to the north, along the west and north edges of West Fargo and Harwood where it eventually ties back into the Red River near Georgetown, Minnesota. There will be bridges constructed at both 100th Avenue South and 76th Avenue South to allow traffic to cross the diversion, and there will be an aqueduct constructed at the junction of the Sheyenne River to allow the river to cross over the diversion channel.

Although the F-M Diversion will cut off small portions of the existing City limits and limit expansion opportunities in the future, this project will remove the entire City of Horace (within the diversion)

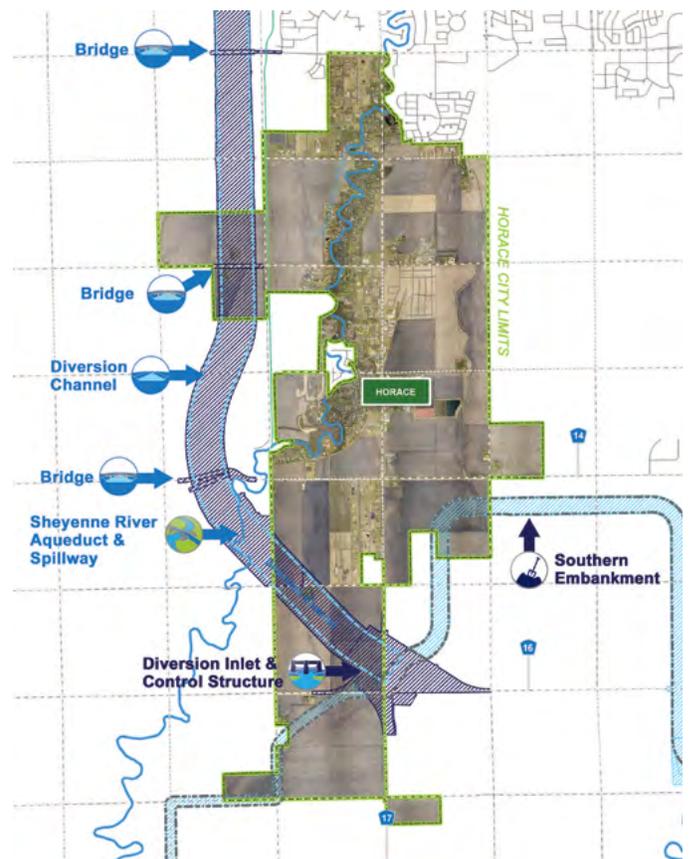


Figure 11-3: Fargo Moorhead Diversion (Source: Diversion Board of Authority)

from the 100-year flood plain. This will open up development opportunities within City limits that were previously not ideal locations due to the extra requirements for building within the 100-year flood plain. According to Diversion Board of Authority maps available at this time, there will also be areas of high ground west of the F-M Diversion along 76th Avenue South that the City of Horace could consider annexing in the future.



Horace Rural Fire District (Source: City of Horace)

## MUNICIPAL SERVICES AND FACILITIES INTRODUCTION

### LAW ENFORCEMENT

Horace is notable for its low crime rate. Its estimated crime rate is significantly lower than state and national rates. Three cities, Horace, Casselton and Kindred, contract with the Cass County Sheriff's Office for law enforcement services. Horace currently has two full-time Sheriff Deputies dedicated to serve the Horace community.

### Fire Department

Fire protection services for the City of Horace are provided by Horace Rural Fire District. The Fire Hall, built in 2016, houses the rural volunteer fire response team. Horace uses Red River Regional Dispatch in the event of a fire call to alert volunteer firemen.

The Horace Rural Fire Protection District is an all-volunteer department, funded through taxes assessed on all property in the response district. The Horace Rural Fire Protection District has stations located in Horace and Hickson, both located in Cass County. Pumper trucks, grass rigs and tenders are utilized for various calls throughout the year.

### Other Community Facilities

Horace's community facilities include its parks, recreational facilities, and schools. A post office has been operating in Horace since 1875. The Senior Center, originally the school gymnasium, is regularly used for community events: pancake breakfasts, banquets, retirement ceremonies, community fairs, bingo as well as for senior citizen activities.

### K-12 SCHOOLS INTRODUCTION

The City of Horace is a part of the West Fargo School District. Currently Horace children kindergarten through 5th grade attend Horace Elementary School. The student population was about 230 students in 2019.

Horace Elementary School opened in 1983 with numerous expansions since that time. Prior to 1983, students in grades K-6 attended school at what is now the Horace Senior Center. The current building formerly housed grades 1-12, until 1962 when the schools were joined with West Fargo Schools and middle and high school students were transferred.

Horace children in middle or high school grades currently attend Liberty Middle School and Sheyenne High School. A new middle school and high school are planned on property on 76th Avenue South just east of CR 17 within the City of Horace. The 900-capacity middle school is under construction and opening is scheduled for fall 2020. In 2020, construction on the new high school will begin.



Construction of the new middle school and high school in Horace. (Source: City of Horace)

## GOALS AND POLICIES: MUNICIPAL INFRASTRUCTURE, FACILITIES, AND SERVICES

### GOAL PS-1

To maintain a high-quality system of public water, sewer and municipal services to attract residential, commercial and industrial development.

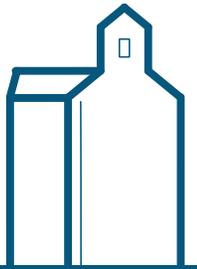
Policy PS-1.1 Before the extension of public utilities, the following items should be taken under consideration:

- Availability and capacity of existing public services;
- Location, use, and cost of services;
- Availability of the area to pay the fair-share of services, consisting of cost such as extension of services and system maintenance;
- Surcharges for those development which appear too distant away and do not prove cost-effective for the City;
- Annexation of land outside of the existing City limits adjacent to areas of proposed public utility extensions;
- Require a site plan for development of the total property even if only a part of it is under consideration for immediate development. This process requires development of realistic projects to meet the needs while the City is actively examining alternatives for expansion of services.

Policy PS-1.2 Avoid extension of public utilities to large areas of undeveloped land without a specific and detailed development plan to measure the overall impacts. This step is critical to the long-term impact of development on the City and offers choices some of which will be more people driven than market driven.

Policy PS-1.3 Evaluate and monitor the capacities in the public utilities to accommodate the anticipated future businesses and population.

Policy PS-1.4 Utilize the Capital Improvement Program for systematic expansion and development of the City utilities and services. Capital improvement is a tool for targeting development of streets, water, sanitary and storm sewer annually. It requires continual evaluation and observation of forces for successful implementation.



**CHAPTER 12**  
**PARKS**  
**AND RECREATION**

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# THIS CHAPTER DISCUSSES THE CITY'S EXISTING PARKS AND RECREATION FACILITIES.

## PARKS AND RECREATION FACILITIES INTRODUCTION

The Horace Park District, formed on February 21, 1972, manages the parks within the City of Horace. The Horace Park Board also oversees the summer recreation program for Horace area youth. Activities offered include T-ball, baseball, softball, volleyball, and tennis. The City's park system is a valuable community asset. Throughout the planning process, the community demonstrated both

appreciation and support for parks and recreation. Existing parks are located on Figure 12-1 and listed in Table 12-1.

Horace's parks can be classified as three larger Community Parks and five smaller Neighborhood Parks. Community Parks, including play areas typically require about 3-5 acres. Neighborhood parks vary in size from about 1-3 acres and typically include a general playground. Figure 12-2 locates existing parks and community trails and their service area on the Future Land Use Map to indicate the limits of the existing Horace parks to service the City's future development.

Table 12-1: Existing Horace Parks

Park	Facilities
<b>Freed</b> Community Park (4.28 Acres)	Baseball diamond, jungle gym, skate boarding, tennis court, volleyball, basketball hoops, horseshoe pit, skating in winter
<b>Horace Lions / Westwood</b> Community Park 1.98 Acres	Jungle gym & baseball diamond
<b>Meadowlark</b> Community Park 5.89 Acres	Playground, lighted hockey rink, warming house, picnic shelters, junior soccer field, youth baseball/softball field, tennis court, basketball court, connected multi-use paths, gazebo
<b>Adelman</b> Neighborhood Park 0.37 Acres	Playground
<b>Arrowwood</b> Neighborhood Park 0.30 Acres	Jungle gym, picnic table
<b>Independence</b> Neighborhood Park 3.19 Acres	Horseshoe pit, jungle gym & shelter
<b>Maple Grove</b> Neighborhood Park 1.57 Acres	Sitting bench, view of pond
<b>Willow Court</b> Neighborhood Park 0.13 Acres	Jungle gym

## FUTURE RECREATIONAL FACILITIES DESIRED BY THE COMMUNITY

When asked at a community meeting and at the 2019 Horace Beans Days, which types of parks and trails should be prioritized by the City, respondents overwhelmingly supported two specialty parks: splash pad or water play parks and dog parks as well as rural river trails with pavement and gravel options. Parks with a pastoral or rural setting and playground equipment using natural materials such as rope, and timber were the highest scoring visual preferences. The activities and programming most preferred in the visual survey results were ice-skating, sled-riding, outdoor movies, and outdoor pavilions for event space.



Visual preference surveys are a useful tools in determining which types of parks and amenities the community most desires. (Source: Stantec)

Figure 12-1  
**PARKS AND TRAILS**

- Existing Neighborhood Park
- Existing Community Park
- Existing On-Street Bikeway
- Existing Shared Use Path
- Short Range Project
- Long Range Project
- City of Horace
- Horace Extraterritorial Area
- Open Water
- Wetland

August 21, 2019  
  
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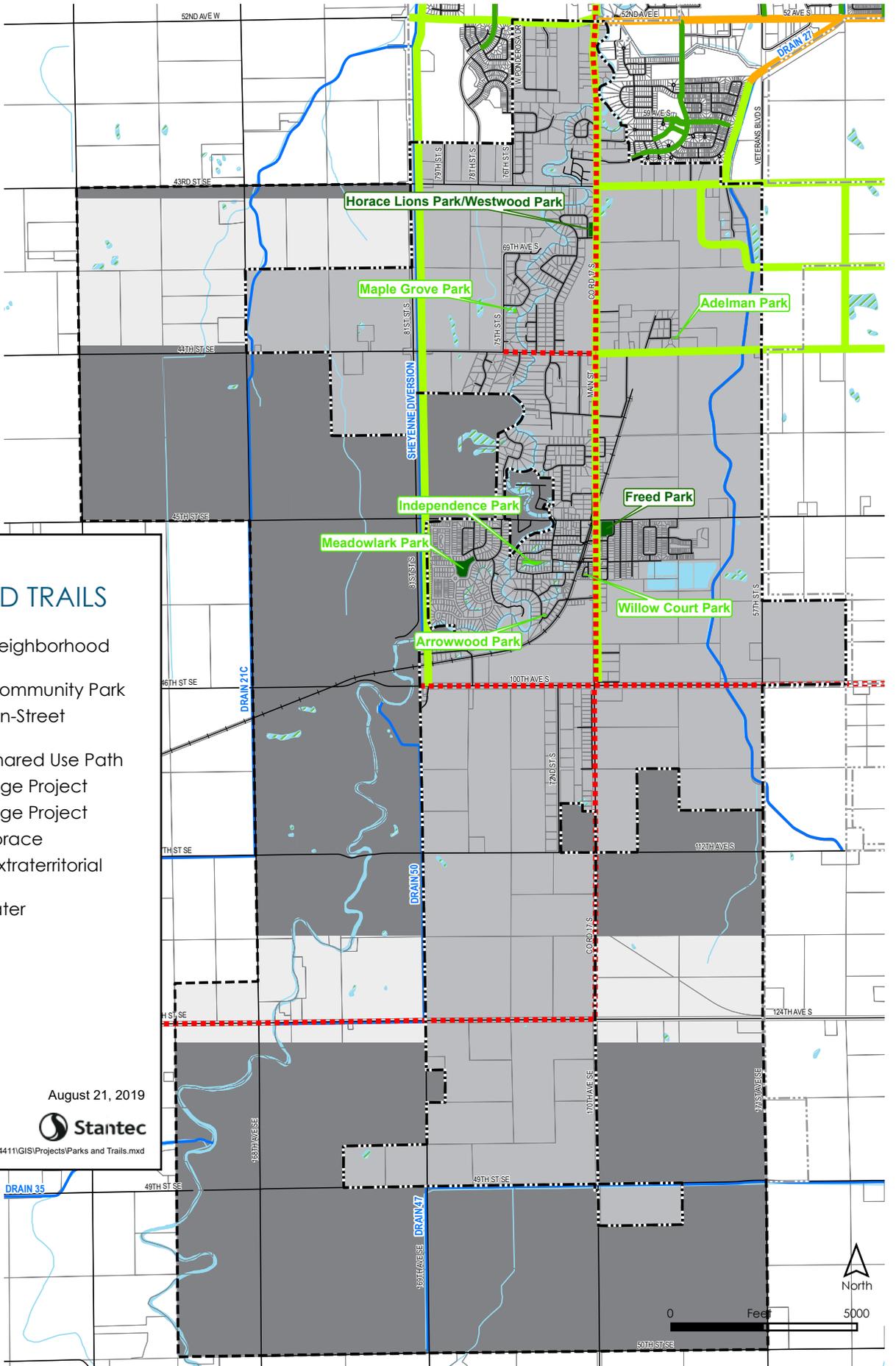
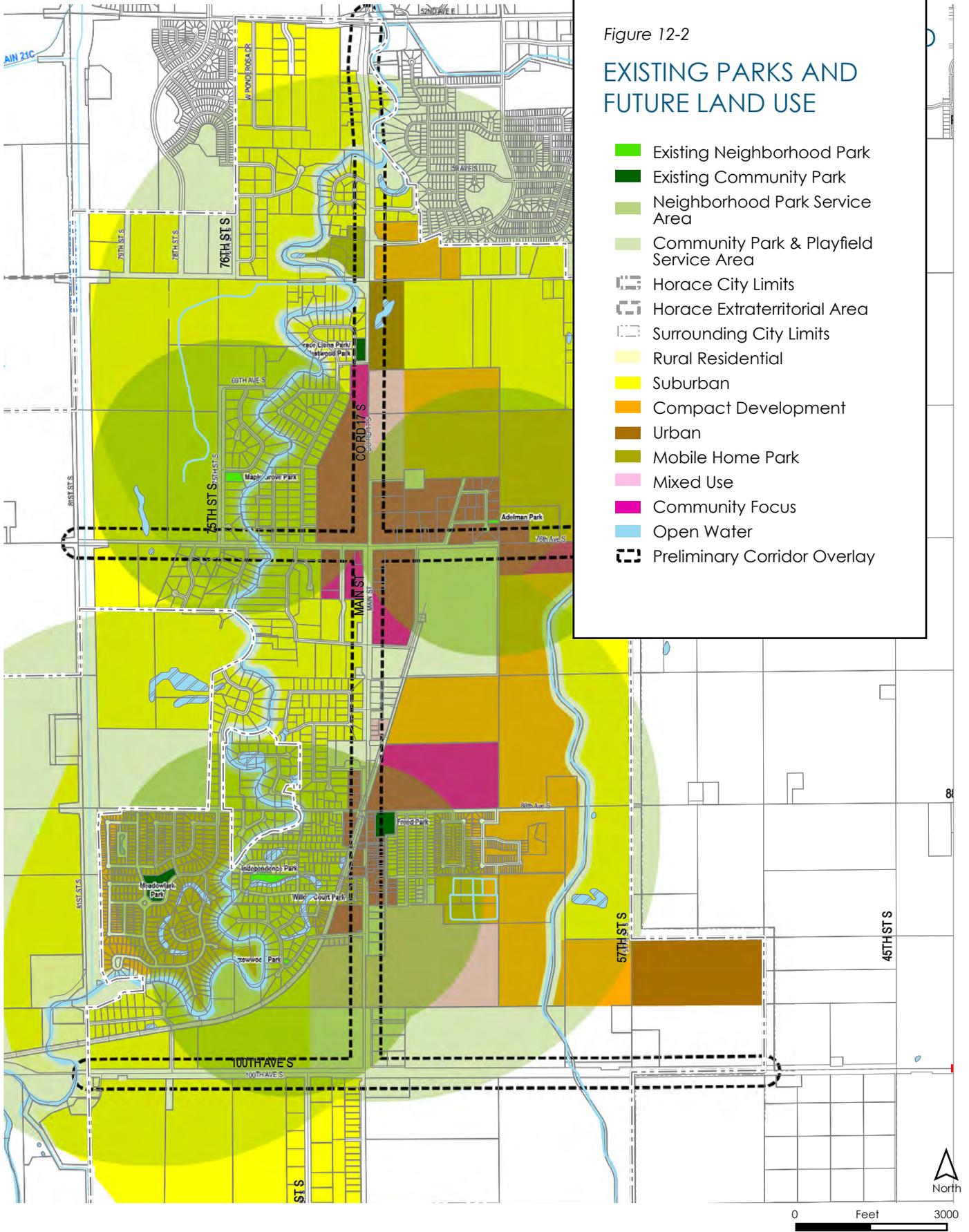


Figure 12-2

## EXISTING PARKS AND FUTURE LAND USE

- Existing Neighborhood Park
- Existing Community Park
- Neighborhood Park Service Area
- Community Park & Playfield Service Area
- Horace City Limits
- Horace Extraterritorial Area
- Surrounding City Limits
- Rural Residential
- Suburban
- Compact Development
- Urban
- Mobile Home Park
- Mixed Use
- Community Focus
- Open Water
- Preliminary Corridor Overlay



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## Greenspace and Open Space Preservation Needs

There are several farmsteads within the Horace planning area with significant regional character and planted areas including shelter belts and other ornamental plantings that should be preserved and incorporated into the parks, trail, and natural drainage system.

Through surveys and discussions with Horace residents and stakeholders the Sheyenne River became an area of focus for preservation and access. It is recommended that the Horace trail system expand on the existing facilities and create a mix of rural and suburban housing opportunities along with natural parks and trails where the Sheyenne River is visible.

Furthermore the right-of-way currently owned by the railroad should be preserved as a rails-to-trails project and play a critical role in connecting the most heavily programmed areas of the park system; an expanded Freed Park with a Town Square, a splash pad, skating rink and performance space within walking distance of the proposed school and sports center complex.

## Land Suitable for Park and Recreational Land Use

Areas most suitable for Neighborhood Parks and recreational land use are along natural features as well as within walking distance of all residential housing units, approximately ¼ to ½ mile as seen in Figure 12-3.

Areas most suitable for Community Parks must be connected to the trail system and preferably within one of the proposed 3 trail loops. Local road bridges over the diversion are planned for 41st Street, 44th Street, and 46th Street and would be good locations for community parks as they are often accessed by personal automobile.

Community park connections to future recreation/trail amenities associated with the FM Diversion should also be considered.

## Future Park Facilities

### The Sheyenne River and The FM Diversion:

The Sheyenne River is the corridor most closely linked to the F-M diversion and could provide a suitable place for the only Regional Park within the extraterritorial limits of Horace.

- Design for winter sports – motorized and non-motorized
- Connections to Off-Highway Vehicle (OHV) nodes along the F-M diversion, as of now there are two proposed near the Wild Rice and Rush Rivers Segments.
- New programming for non-motorized boat launches (minimum of 2)
- New facilities to accommodate restrooms and fish cleaning stations

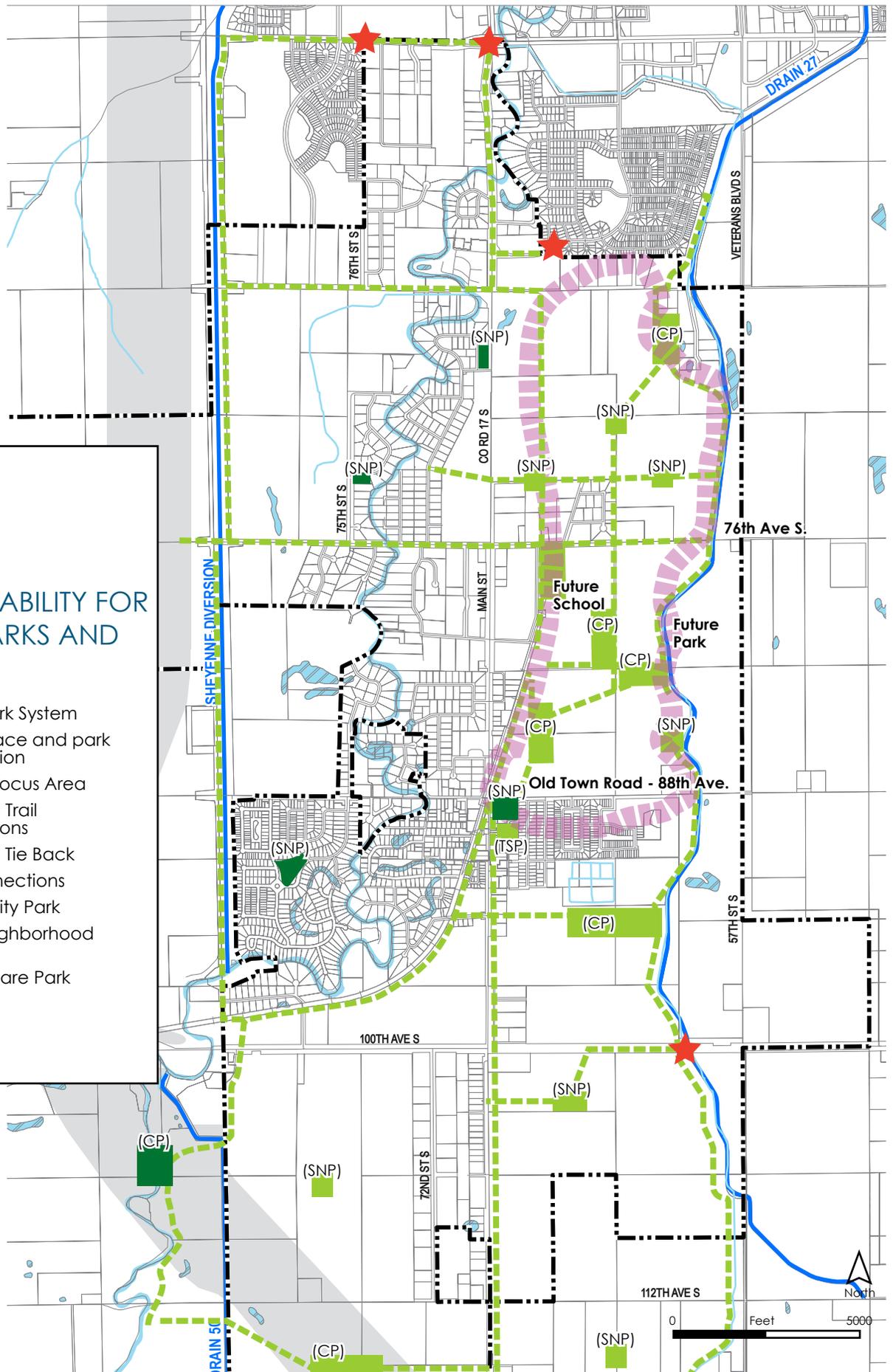
### County Drain 27

Drain 27 will play an important role in creating a safe and dedicated trail to move North and South along the park system. The area along the drain is a natural choice for current developments and will connect areas of natural drainage, the water treatment ponds, and eventually west to the Sheyenne River and F-M Diversion.

Figure 12-3

## LAND SUITABILITY FOR FUTURE PARKS AND TRAILS

- Future Park System
- Greenspace and park preservation
- Phase 1 Focus Area
- FM-Metro Trail Connections
- Diversion, Tie Back
- Trail Connections
- (CP) Community Park
- (SNP) Small Neighborhood Park
- (TSP) Town Square Park



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## Future Park Priorities

### Town Square Park (1) ~1 acre

A Town Square Park could be located on the corner of Center Avenue and Main Street. This small-town square park would be under an acre in size but could provide a gathering place in the warmer months and a skating rink and hub for winter activities.

Programming: moveable seating, food kiosk or infill restaurant, summer lawn, winter skating, interactive water feature, public artwork.

### Small Neighborhood Parks (2) ~1-3 acres

The highest priority for a new neighborhood park according to community survey data is a dog park and more walking and biking trails. The greatest opportunity for developing new trails is along 88th Ave/ Wall Street and can be tested and developed by learning from the Streets Alive Event that loops 3.7 km through the core of Horace. As future neighborhood parks develop, we suggest the following program to support and complement existing parks.

Programming: Dog park, traditional playground and unstructured play equipment (possibly interactive artwork) walking trails connected to 88th Avenue.

### Community Parks (2) - ~3-5 acres

In discussions with the Park Board and residents, the size and maintenance of parks was a high priority. As future community parks develop, we suggest the following program to support and complement existing parks.

Programming: walking and biking trails, on-street parking, natural playground, handball, pickleball, softball, and basketball/tennis courts.

### Large Community/Athletic Facilities Parks (1) – 5-50 acres

In discussions with the Park Board and residents, the size and maintenance of parks was a high priority. As future large community parks that include athletic facilities develop, we suggest the following program to support and complement existing parks.

Programming: Soccer fields (2), basketball/tennis courts, baseball diamonds, walking and biking trails, off-street parking, natural playground, stormwater features, canoe and kayak launches, fishing piers, fish cleaning stations, restrooms.

### Regional Parks (0 at this time) – 50+ acres

Programming: Soccer fields (2), walking and biking trails, off-street parking, natural playground, stormwater features, canoe and kayak launches, fishing piers, fish cleaning stations, restrooms, boat ramp and launch, snowmobile trail connections, bird watching, interpretive center and interpretive trails, amphitheater, model airplane and hobby drone flying area.

# PARKS AND RECREATION GOALS AND POLICIES

## GOAL PR-1

Promote the development of a variety of public spaces, park, and recreational facilities.

Policy PR-1.1 Expand the use, variety, and type of public spaces, parks, and recreational facilities within Horace by working with private developments to provide linkages, access, public parks, public space, and recreational amenities through the use of incentives and other development tools.

Policy PR-1.2 Encourage the use of park areas to link neighborhoods, commercial and mixed-use centers, and other open space and recreational facilities.

Policy PR-1.3 Continue to require dedication of 10% of land for residential development and 5% of the land for commercial development for parks and open spaces. Also require the dedication of drainage easements and retention ponds in each neighborhood or development area based on the drainage needs.

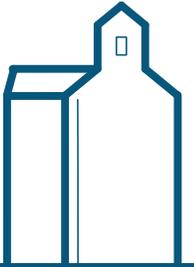
Policy PR-1.4 Continue to coordinate with the Horace Park Board regarding development proposals for the size and location of the facilities at the time of plat review and approval.

Policy PR-1.5

Park and Facilities standards include:

- Standards for small neighborhood parks, for general playground vary from 1-3 acres.
- Community parks including play areas require 3-5 acres.
- Athletic facilities' standards are based on the type and variety of the activities are 5 or more acres in size.

**HORACE**  
2045



**CHAPTER 13**  
**NATURAL RESOURCES**

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# A FOCUS ON NATURAL RESOURCES ALLOWS HORACE TO MEET TODAY'S NEEDS WITHOUT COMPROMISING THE NEEDS OF FUTURE GENERATIONS

## OPEN SPACE: INTRODUCTION

Almost 85% of the City's land area consists of designated Open Space or Agriculture. The open space areas include the City's parks and trails (see Chapter 11) and an integrated natural network of open spaces.

## RIVERS AND RIPARIAN AREAS

Areas of riparian vegetation are designated as Greenways on the Future Land Use Map and most have required setbacks. In addition to serving an important ecological function to filter pollutants and mitigate floodwaters, Riparian habitats provide opportunities to provide natural areas for passive recreation. As the City of Horace continues to grow, the utilization of existing riparian habitats should be investigated and integrated into the existing parks system for development of trails and natural features. The Red River Basin Riparian Project was established to address pollution from surrounding land uses in order to:

- Strengthen stream banks
- Capture fine sediment
- Filter out pollutants
- Increase infiltration
- Utilize excess nutrients
- Provide shade for the stream
- Provide food and shelter for fish and wildlife
- Slow runoff and reduces flood damage

Areas adjacent to the F-M Diversion, including its recreational areas, will add to these greenspace areas.

## Urban Forest

The neighborhood canopy trees, or urban forest, are vital to the City's environment, character and civic pride. The community survey indicated the importance of open space and street trees, with 85% of respondents stating that planting more street trees in Horace was either 'Important' or 'Very Important.' Another 81% of survey respondents states that improving access to parks and open space was 'Important' or 'Very Important.'

## AGRICULTURE: INTRODUCTION

As shown in the existing land use table (1.1), approximately 13,700 acres, 83%, of the planning area is dedicated to agricultural uses. The developed area of Horace is surrounded by undeveloped land, much of which is productive farmland.

Within the Horace zip code, there are a total of 70 farm operations, one over 100 acres according to the US Census of Agriculture. Crops include barley, beans, corn, oats, soybeans, sugar beets, and wheat. Four cattle operations are also listed. The US Census of Agriculture also indicates commodity sales for 2017 (Table 12-1).

Table 13-1: Operation With Sales (2017)

Farm Sales	Total
\$250,000 or more	20
\$50,000 - \$250,000	3
Less than \$50,000	33



## Soil Conditions and Suitability

There are limited areas of prime farmland within the planning area. Some of those areas are slated for development in the near future. General soil types across the planning area include loam, clay loams, sandy loams, and clay. Figure 13-1 illustrates that developments in the majority of the Horace planning area require attention to soil conditions, including residential uses without basements.

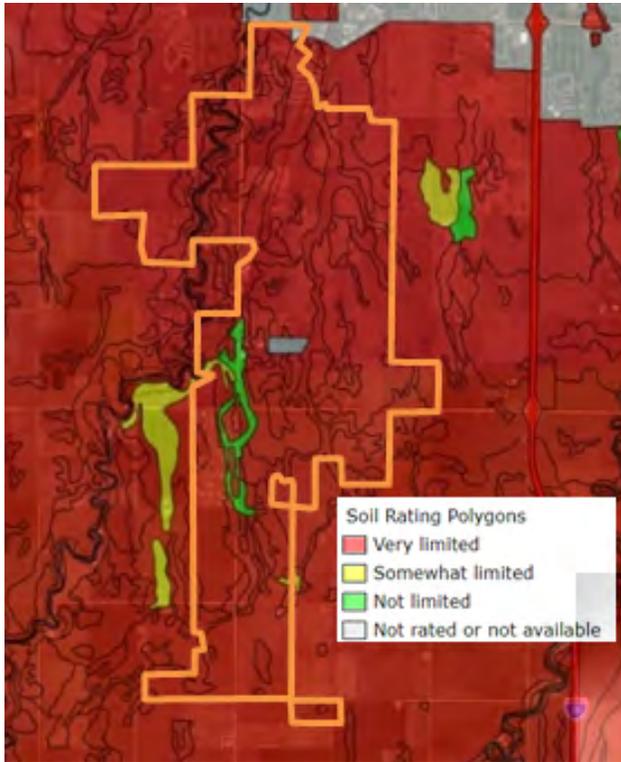


Figure 13-1 Soil Suitability in Horace (Source: USDA Natural Resources Conservation Service)

## WATER RESOURCES

Horace is known for its connection to water, urban forest, and its neighborhood canopy trees, which are vital to the City's environment and character. The scenic Sheyenne River snakes through Horace, forming the western border of the City and continuing through the northern portion of Horace. The City of Horace is protected by a diversion channel that channels the waters of the Sheyenne River. The F-M Diversion will also be located to the west of Horace, and is discussed in Chapter 11.

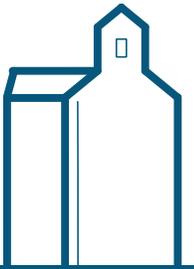
## NATURAL RESOURCES GOALS AND POLICIES

### GOAL NR-1 NATURAL ENVIRONMENT

Horace will meet today's needs without compromising the needs of future generations.

Policy NR-1.1 Plan neighborhoods to maximize the preservation of natural features, such as drainages, mature trees, documented wildlife habitat and other unique features.

Policy NR-1.2 Integrate natural features as active and passive open space, greenways or trail corridors to serve the neighborhood and the broader community, where appropriate.



# CHAPTER 14

# IMPLEMENTATION

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# THIS CHAPTER PRESENTS SPECIFIC IMPLEMENTATION STRATEGIES THAT IDENTIFY SHORT-TERM, MID-TERM AND LONG-TERM ACTIVITIES.

## OVERVIEW

Horace 2045 is intended to be a dynamic planning document for the City of Horace - one that responds to changing needs and conditions. The full benefits of the Plan can only be realized by maintaining it as a vital, up-to-date document. As changes occur and new issues within the City become apparent, the Plan should be revised. By such action, the Plan will remain current and effective in meeting the City's decision-making needs.

Implementation is one of the most important, yet most difficult, aspects of the Comprehensive Planning process. Without viable, realistic mechanisms for implementation, the recommendations contained within the Horace 2045 Plan will be difficult to realize.

The implementation matrix in this chapter provides a coordinated list of implementation strategies. Few cities have the ability to implement every recommendation or policy within their Comprehensive Planning document immediately following adoption and Horace is no exception.

Plan implementation, therefore, must be prioritized to guide ongoing priorities, short-term priorities, mid-term priorities and long-term priorities. Each of these priorities must be balanced with timing, funding, and City staff resources. While all the recommendations share some level of importance because they warranted discussion within the Plan, they cannot all be targeted for implementation within a short time period; some must be carried out over a longer period of time. Other than the delineation of these implementation strategies into ongoing, short-term, mid-term and long-term, they are in no order of priority.

## ZONING CODE UPDATE

The City of Horace zoning-related regulations are included as chapters within Title IV "Land Use Ordinance" within the overall City Ordinances and were adopted on September 17, 2007. These chapters have been updated a number of times since adoption. It is assumed that once the Horace 2045 Comprehensive Plan is adopted, strategic updates will be made to the ordinance to reflect the goals and policies in the Plan. This section, along with the implementation matrix, suggest changes that could be made to the ordinance that would ensure the ordinance:

- Is consistent with and implements Horace 2045, the Comprehensive Plan currently in development
- Is defensible and complies with State and federal requirements and current case law
- Is modern and reflects Horace today and its aspirations for the future
- Provides clear decision-making protocols and review processes;
- Incorporates graphics to create a more readable and understandable document
- Promotes high quality design
- Is clear, concise, understandable and accessible in a smart, functional, easy to use way

## Format of Ordinance

### Ease of Use

Title IV is fairly easy to use. These types of regulations vary greatly across all cities based mostly on their size and the timeframe of their last ordinance update. Today most modern development-related regulations are covered in a "Unified Development Code" including zoning, platting and stormwater regulations similar to Horace's Land Use Ordinance.



Larger cities often have distinct chapters/titles on zoning and development-related matters. For a city of Horace's size, even its projected size, the topic organization in Horace's Land Use Ordinance seems appropriate. The overall organization at the highest level is logical; cross-references would help the reader. Generally, the more readily used sections should be presented earlier in a land use document and other sections, like the "Rules and Definitions" section located at the end. Cross-references are important, and more are needed to increase ease of use.

#### **Title IV - Overall Format**

The format of Title IV needs to be consistent with the overall format and numbering system of the overall City Code, and it is. Because of its date, some terms and references need updating such as the "City Code Administrator" and the date of the comprehensive plan. Many similar ordinances have abandoned the convention of spelling out numbers. Instead of "twenty-five (25) feet"; they simply say "25 feet". Horace could adopt that convention in the next rewrite.

#### **Figures and Other Graphics**

The addition of more graphics would help to illustrate how things are measured or to illustrate intent. Graphics would be especially useful in depicting setbacks and height measurement. Zoning codes often consolidate descriptions of how setbacks, height, etc. are measured into a single section, rather than include that information in many locations. Graphics are used in those sections. Other figures that would be helpful would be diagrams of the various processes.

### **Zoning Map**

#### **Current Zoning Map**

Local government zoning regulations contain two legally adopted components, the Zoning Text and the Official Zoning Map. Both are adopted by ordinance.

A Zoning Map, like Horace's Zoning Map divides a community into different zoning districts (such as residential, commercial, industrial and agricultural districts). The zoning text spells out uniform rules that apply to each zoning district including uses of the land (permitted, conditional and prohibited uses), dimensional standards including lot size, frontage, setbacks, building height, and the density of

development.

#### **Zoning Map Recommendations**

- Provide an up-to-date zoning map and indicate where to look for updates that may not be reflected in the map.
- Consider revising the color scheme to ensure standard colors are used.
- Update the configuration of the FM Diversion project. If the current status is that the underlying zoning has not been changed, then show it as a hatch. If the underlying zoning has been changed, update the map to show it. A note describing the FM Diversion project would be helpful.

### **Definitions**

#### **Definition Recommendations**

- Add the following definitions: Adult Uses, Applicant, Auto body repair, Cluster development, Drive-Through Facility, FM Diversion, Floor Area Ratio, Garden apartments, Inoperable Vehicle, Lot(through), Map (reference to the map required for submittal), Recreational Vehicle, Vision Triangle
- Revise Flood Protection Elevation and Floodway to refer to established levels
- Revise Kennel to add a number of animals
- Revise Landscaping to remove hardscape
- Revisit the size limit in the PUD definition to eliminate reference to 5 acres - keep that number in the ordinance standards themselves
- Consider including or excluding crematories from funeral home definition
- Remove general definitions from the stormwater section and check for any other issues. Add a reference in Section 17.15.2 to the Section 17.2 definitions.
- Many definitions would benefit by adding links to state statutes.
- Most of the text under "Conditional Use" and Section 17.33.4 should be relocated to 17.11.2
- Most of the text under Home Occupation should be relocated to a new section within



## Section 17.6

- The R-3, R-4, R-6 and MH Districts include text specifying, among other things, the roof pitch and space for at least a two-stall attached garage. These requirements would fit in the 17.11.2 text.

## Zoning Districts

### Zoning District Recommendations

- Consider adding an overall table of permissible uses to improve ease-of-use.
- Expand on district descriptions to provide clear direction on what uses can be constructed in a specific area of the zoning map and the related development standards
- Consider amending list of permitted and conditional uses to consolidate similar uses.
- Make adjustments to address mixed use development and potentially more dense and intense development types than currently existing.

## Administration and Procedures

### Administration

Those using Title IV should be able to glean what Horace wants and expects of them and their subdivisions and projects. Relevant information is found in the specific process sections and in Section 17.10.2. The standards and review/approval criteria clear in some sections, but not others. Section 17.10 sets forth the roles and authority of the City Code Administrator (title needs updating), the Planning Commission and the City Council. Also mentioned are the City Engineer and City Attorney.

### Written Notice

Section 17.11.1 provides notice shall be mailed to the applicant or his/her agent and all property owners within 150 feet of the property in question for a zoning district change and a PUD, Section 17.11.2 provides for the same notice for a Conditional Use Permit and Section 17.11.2 provides the same for variances.

## Process

Setting out the timeline Section 17.10.2(1) (j) for application materials is very helpful (and often not included in similar documents). A "Pre-Consultation Meeting" is required for communications towers. Adding the process to other processes could be helpful in providing applicants with a better sense of city priorities. In addition, the Review and Approval Procedure Section 17.6.10 (4) could be adjusted to provide that the Planning Commission could recommend approval with conditions (like additional vegetative buffering for a conditional use).

### Application Submittal Requirements

Submittal requirements are listed in a number of locations within the document. Section 17.6.10 provides a listing of submittal materials. Is a survey required and if not, what is a "map"?

A site plan is required for all multi-family uses, commercial and industrial uses for rezoning, conditional use applications, as do applications for permit for communication tower and facilities, feed lots, fences and hedges, junk and salvage yards, sand and gravel operations, sanitary landfills, parking lots and signs. Requirements include "a map(s) and written materials. The Data Submission Requirements are the same for all of these uses and processes. These applications vary widely; this section should be revisited.

The potential of providing off-site parking (with Planning Commission approval) is included in the first paragraph but the location is required to be on the same lot in the Design Standards part of this section.

For some, the process is clear but for others there is a lot of text to review to find what the process is. Modifications to this material would clarify the processes; procedures included in various sections should be consolidated, where possible. Adding graphics, diagrams, to illustrate the process would be helpful.

## Review and Approval Standards

Of interest is Section 17.10.2(1) (k) an understanding of criteria for “appropriate data and information” that can be requested by the City Engineer, other city agencies, the Planning Commission and the City Council. The flexibility in timetable, Section 17.10.2(1) (k), is a bit troubling.

Standards/considerations for approval are included for most of these processes, but the text should be revisited. In addition, there are some decisions, particularly administrative decisions for which standards/considerations of approval are not always apparent. Clarification of what is required to demonstrate “purposes already permitted” in Section 17.11.2 (6)(b) would be helpful.

## Electronic Submittals and Forms

Has the City considered electronic submissions or less than the currently specified copies? City forms have not been reviewed but they are useful to convey submittal requirements, process and cost to the applicants. can be very useful and complement the regulations.

## General Recommendations

- The PUD approval process is complicated but similar to that used by other jurisdictions. A process diagram would clarify the process.
- Existing Design Standards/Design Guidelines should be revisited in light of Horace 2045 and the designated Corridor Overlay addressed.
- Sign requirements are listed for the zoning districts. To avoid confusion, consider moving the sign regulations to Section 17.6.9.

## PLAN IMPLEMENTATION TABLE

The implementation policies included within the following table, reflect the discussions and ongoing priorities identified by members of the Study Review Committee throughout this planning process. While the following list contains a large number of recommendations, the intent of this plan is to serve as a repository of suggested actions which can be referenced in the future. Ultimately, it is suggested that the City and it's partner entities identify key policies to prioritize and focus on, annually. Furthermore, an annual review of these policies can be a great opportunity to evaluate implementation progress and actively utilize this document.

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Growth Management			
CC-3.4	Continue to strive to ensure that change within the City of Horace is positive, cohesive, appropriately timed and in concert with the character of the community.	City Council	Ongoing
CC-6.2	Amend Title IV, Land Use Ordinance, to ensure proposed rezoning and development approval applications require review and evaluation for: <ul style="list-style-type: none"> <li>• Traffic and access impacts</li> <li>• Site planning, interconnectivity and public space</li> <li>• Availability and adequacy of urban services and facilities</li> <li>• Impact on adjacent land uses and surrounding neighborhoods</li> <li>• Proximity to other similar development</li> <li>• Environmental considerations</li> <li>• Conflicts with other public facilities and infrastructure systems</li> <li>• Access to nearby parks, public spaces, recreational facilities, greenways and natural open spaces</li> </ul>	City Council, Planning Commission, City Administrator, City Engineer, Community Development Director	Short-term

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Growth Management			
PR-1.2 GM-2.1 GM-2.2 GM-2.3 CC-3.1 CC-5.4 H-2.4	Amend Title IV, Land Use Ordinance, regarding proposed rezoning and development approval applications to: <ul style="list-style-type: none"> <li>• Encourage development to locate contiguous to existing urban development</li> <li>• Encourage compact development patterns</li> <li>• Use public infrastructure efficiently and avoid development that prevents or discourages extension of urban services into inappropriate areas</li> <li>• Encourage new developments to connect to adjacent residential developments, mixed-use centers, economic areas, public facilities, natural resources, and other community facilities</li> <li>• Encourage access, where applicable, nearby parks, public spaces, recreational facilities, greenways, and natural open spaces</li> <li>• Encourage protecting natural resources, environment, and lifestyle</li> </ul>	City Council, Planning Commission, City Administrator, Community Development Director	Short-term
CC-6.2	Amend Title IV, Land Use Ordinance, to provide that proposed rezoning and development approval applications for commercial development will be reviewed and evaluated for: <ul style="list-style-type: none"> <li>• Conflicts with adjacent land uses and surrounding neighborhoods</li> <li>• Architectural and landscape architectural design</li> <li>• Site planning, interconnectivity, and public space</li> <li>• Proposed screening, landscaping, and buffering</li> </ul>	City Council, Planning Commission, City Administrator, Community Development Director	Short-term
GM-1.2	Formalize a process to include a review of consistency of proposed rezoning and development approval applications with Horace 2045 including the Future Land Use Map	Planning Commission, Community Development Director	Short-term
Development Review			
CC-5.4 H-4.4	Support and enhance Horace's residential character by ensuring that existing residential neighborhoods are protected from incompatible uses and more intense development is focused away from them	City Council, Planning Commission, Community Development Director	Ongoing
Small Area Plan	Develop and complete a city-initiated rezoning application to rezone the areas within the areas designated as the Horace 2045 Small Area Plans consistent with the Land Use Plan and Character Districts for these areas	City Council, Planning Commission, Community Development Director	Short-term

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Development Review			
CC-4.2 CC-4.3 CC-4.4 CC-4.5 CC-5.2 CC-5.3 Small Area Plan Metro Grow H-2.4 PR-1.2 NE-1.2	<p>Recognize the value of strong and stable neighborhoods and encourage neighborhood identity and a sense of community in the city by amending the Title IV, Land Use Ordinance, regarding proposed rezoning and development approval applications to:</p> <ul style="list-style-type: none"> <li>• Prioritize protecting and enhancing existing neighborhoods.</li> <li>• Protect residential neighborhoods from encroachment and detrimental impacts from other more intensive land uses and continue to enforce existing regulations that provide buffering from more intensive uses.</li> <li>• Promote walkable neighborhoods with defined centers and edges.</li> <li>• Encourage higher-density housing choices are available in key areas of the city and along its major roadways.</li> <li>• Encourage housing to be built with, near or adjacent to retail uses.</li> <li>• Require that sidewalks be provided in new subdivisions to connect all new development to the public features of the Small Area Plan Park, Trail and Open Space Framework and to other neighboring properties.</li> <li>• Require all future residential, commercial, and mixed-use development within the Small Area Plans to follow the spirit and intent of the Small Area Plan recommendations.</li> <li>• Encourage commercial developments to provide interconnected opportunities with adjacent commercial uses in order to minimize access points onto primary road corridors.</li> <li>• Encourage park land and trail corridors in new subdivisions, through dedication or purchase.</li> <li>• Encourage the use of park areas or public trails to link neighborhoods, commercial and mixed-use centers, and other open space and recreational facilities.</li> <li>• Encourage the integration of natural features as active and passive open space, greenways or trail corridors to serve the neighborhood and the broader community, where appropriate.</li> <li>• Promote the design of home features that will help senior and disabled persons to live independently.</li> </ul>	City Council, Planning Commission, Community Development Director	Short-term

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Design Guidelines			
GM 3.2 CC 1-2 CC 1-2 CC-2.4 CC-3.2	Develop and adopt citywide design guidelines for the city's residential, commercial, industrial and mixed-use areas	City Council, Planning Commission, Community Development Director	Short-term
Metro Grow	<p>Consider including material in a draft design guidelines indicating that new commercial developments should be designed to arrange uses in an integrated and cohesive unit in order to address conflicts with the adjacent and nearby uses by adhering to the following standards:</p> <ul style="list-style-type: none"> <li>• Provide visual harmony and screening</li> <li>• Promote pedestrian movement within the development and connectivity to adjacent and nearby uses where such uses are compatible</li> <li>• Utilize joint parking, access and loading facilities</li> <li>• Avoid negative impacts on surrounding land uses and traffic circulation</li> <li>• Protect natural resources</li> <li>• Provide necessary services and facilities where they are inadequate to serve the proposed use</li> <li>• Focus commercial development efforts on commercial nodes to prevent the proliferation of strip commercial areas along streets and the development of commercial areas that do not relate well to surrounding land uses</li> </ul>	City Council, Planning Commission, Community Development Director	Short-term
CC-8.1	Consider including material in a draft design guidelines indicating that mixed-use development shall be limited to uses that are complementary rather than conflicting based upon the character of the surrounding area, the compatibility of the uses, and the characteristics of the transportation network	City Council Planning Commission, Community Development Director	Short-term
-	Consider establishing special entry or gateway features at key entrances to the city to create a sense of arrival and identity	City Council, Planning Commission, Community Development Director	
-	Develop and adopt one or more Gateway Corridor Overlays along the city's gateway roadway corridors indicated on the future land use map	City Council, Planning Commission, Community Development Director	Ongoing
H-2.4	Maintain and further residential character through application of codes and standards for the maintenance, development, and redevelopment of housing and by protecting the integrity of residential areas by ensuring that new developments are compatible and consistent in form and character	City Council, Planning Commission, Community Development Director	Ongoing

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Design Guidelines			
H-2.4	Contribute to the overall design, landscaping, and aesthetics that make up the community's character as a harmonious place with beauty, spaciousness, and a diversity of high quality residential and commercial development that positively contributes to the quality of life of Horace's residents	City Council, Planning Commission, Community Development Director	Mid-term
CC-8.2	<p>Consider including development standards and criteria for mixed use development are encouraged to include the following desired attributes</p> <ul style="list-style-type: none"> <li>• Provisions for outdoor livability, including interconnected pedestrian and bike facilities, public plazas, and seating</li> <li>• Well defined centers and edges with public or civic space creating an element around which other development is located</li> <li>• When necessary, development density and intensity will gradient from the center to the edge suitable to integrated surrounding land uses</li> <li>• Development plans will create focal points of signature buildings, civic spaces, natural amenities, and other features</li> <li>• Streets and roads fronted by design features including greenspace and sidewalks which define and contribute to a pedestrian street character</li> <li>• Building design, placement, and entrances at a pedestrian scale and oriented towards streets or other public space such as parks or squares</li> </ul>	City Council, Planning Commission, Community Development Director	Short-term
Small Area Plan	<p>Develop and adopt design standards for areas within the Small Area Plans relating to:</p> <ul style="list-style-type: none"> <li>• Build-to lines</li> <li>• Minimum and maximum height requirements</li> <li>• Parking to the side and rear</li> <li>• Minimum residential densities to support the new commercial and mixed areas</li> <li>• Building design and building materials standards</li> </ul>	City Council, Planning Commission, Community Development Director	
-	Review landscaping guidelines in Title IV, Land Use Ordinance to develop a clearer direction that can be more easily implemented than the current system	City Council, Planning Commission, Community Development Director	
Redevelopment and Infill			
CC-4.3	Promote public/private programs and activities that strengthen, stabilize, improve and enhance neighborhoods	City Council, Planning Commission, City Administrator, Community Development Director	Short-term

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Redevelopment and Infill			
CC-2.4	Partner with agencies to seek funding to encourage the rehabilitation or, if rehabilitation is not feasible, the redevelopment of aging properties	City Council, City Administrator, Community Development Director	Short-term
CC-9.2	Support development and redevelopment that ensures that the Horace small city character is maintained	City Council, Planning Commission,	
CC-9.1	Encourage the redevelopment and infill of underutilized commercial and residential lands	City Council, Planning Commission, City Administrator, Community Development Director	
CC-9.3	Encourage the redevelopment of underutilized and "brown field" industrial sites inside the city limits. Such areas are already served with city services and infrastructure and can contribute to the city's tax base.	City Council, Planning Commission, City Administrator, City Engineer, Community Development Director	
CC-9.3	Encourage infill development and revitalized neighborhoods provide a range of housing choices near Old Town	City Council, Planning Commission, Community Development Director	Ongoing
CC-9.4	Review proposed infill development for compatibility with existing neighborhoods	City Council, Planning Commission, Community Development Director	Ongoing
-	Encourage the growth of the Renaissance Zone to ensure continued investment and reinvestment of downtown properties	City Council, City Administrator, Community Development Director	
Housing			
CC-4.1	Encourage neighborhoods with a broad range of housing types and price levels which can bring people of diverse ages and incomes into daily interaction, strengthening a sense of community	City Council, Planning Commission, Community Development Director	
H-1.1	Ensure land use designations and other policies allow for and encourage a mixture of housing types and densities including, where appropriate, a range of building types (including mixed use) that would include single family, townhomes, apartments, live-work spaces, and lofts	City Council, Planning Commission, Community Development Director	Short-term

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Housing			
H-1.2	Encourage new housing development projects to provide a choice of housing types and locations for all income levels	City Council, Planning Commission, Community Development Director	Ongoing
H-1.3	Encourage a range of housing suitable for both younger and older people in addition to housing for families	City Council, Planning Commission, Community Development Director	Ongoing
H-2.1	Incorporate consideration of the availability of adequate housing for the elderly and special needs populations in on-going planning processes	City Council, Planning Commission, Community Development Director	Ongoing
H-2.3	Cooperate with appropriate agencies in order to provide adequate sites for group homes, foster care facilities and similar facilities to meet the requirements of persons with special needs	City Council, Planning Commission, City Administrator, Community Development Director	Ongoing
H-3.1	Encourage affordable housing initiatives targeting residents within comes between 80% and 120% of the area median	City Council, City Administrator, Community Development Director	Mid-term
H-3.2	Encourage programs that enable the elderly and fixed income households to remain in their homes rather than be displaced because of the high costs of municipal improvements, energy and property taxes	City Council, City Administrator, Community Development Director	Ongoing
H-3.3	Consider offering tax incentives and other programs to address affordable housing	City Council, City Administrator	Short-term
H-3.4	Encourage energy conserving design in the development of new houses and proximity to alternative modes of transportation such as transit, or proximity to employment opportunities that may not require a vehicle	City Council, Planning Commission, Community Development Director	Ongoing
H-4.1	Encourage improvement of existing housing stock to increase choices in housing availability particularly in the older parts of the city	City Council, Planning Commission, City Administrator, Community Development Director	Ongoing

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Housing			
H-4.2	Continue to encourage rehabilitation and new construction under a Renaissance Zone Program	City Council, City Administrator, Community Development Director	Ongoing
H-4.3	Continue to enforce the city's building code and zoning regulations to assure upgrading of housing units and their physical appearance.	City Council, City Administrator, Building Inspector	Ongoing
H-4.4	Continue to enforce the Title IV, Land Use Ordinance minimum requirements for manufactured home parks	City Council, City Administrator, Building Inspector	Ongoing
Economic Vitality			
EV-1.1	Encourage the on-going commitment to creating a vibrant and diversified economy that offers a broad range of services and employment opportunities through 2045 and beyond	City Council, City Administrator	Ongoing
EV-1.2	Encourage stable and growing businesses that diversify Horace's economy with little or no negative impact on the city's neighborhoods and quality of life	City Council, City Administrator	Ongoing
EV-1.3	Emphasize economic development programs that encourage the private sector to participate in expansion of existing businesses as well as attracting new businesses	City Council, City Administrator	Ongoing
EV-1.4	Encourage the development of areas targeting job creation and retention through specific efforts in business finance, marketing, neighborhood development, small business development, business retention and expansion, technology transfer, and real estate development	City Council, Planning Commission, City Administrator, Community Development Director	Ongoing
EV-1.5	Recognize the regional nature of economy and employment and encourage coordinated economic development efforts in the city and the greater Fargo-Moorhead Metropolitan Area	City Council, City Administrator	Ongoing
EV-2.1	Consider establishing a business advisory group within the city to address yearly plans and programs and focus on the type of industry for recruitment	City Council, City Administrator	Short-term
EV-2.2	Recognize that the development of infrastructure is essential in attracting business development	City Council, City Administrator	Ongoing
EV-2.3	Support appropriate incentives to maintain and enhance a favorable business climate. Programs such as Renaissance Zone, tax increment financing, and tax abatement are available implementing programs to be considered	City Council, City Administrator	Ongoing
EV-2.4	Participate in the Greater Fargo-Moorhead Economic Development Group, Lake Agassiz Regional Council and other local, regional and state economic development programs	City Council, City Administrator	Ongoing

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Economic Vitality			
EV-2.5	Encourage the formation and development of a new business organization that promotes local entrepreneurship and investment in Horace	City Council, City Administrator	Ongoing
Metro Grow	The review of development applications, include recognition of the fact that planning more walkable and livable neighborhoods improves residential quality of life and stimulates economic development	City Council, Planning Commission, Community Development Director	Ongoing
-	Continue to develop, manage and market events to increase the city's cultural, recreational and economic vitality	City Council, City Administrator	Ongoing
-	Play a proactive partnership role with the Cass Clay Food Partners to support food-related businesses and initiatives that advance the local economy and promote public health	Community Development Director, City Administrator	Ongoing
-	Pursue activities that both improve healthy food access and advance economic development	City Administrator, Community Development Director	Short-term
CIP and Utilities			
EV-2.2	Recognize in the CIP review process, that the development of infrastructure is essential in attracting business development	City Council, City Administrator	Short-term
PS-1.1	<p>Include the following in the city's Capital Improvement Program (CIP) review process and before the extension of public utilities, the following items should be taken under consideration:</p> <ul style="list-style-type: none"> <li>• Availability and capacity of existing public services</li> <li>• Location, use, and cost of services</li> <li>• Availability of the area to pay the fair-share of services, consisting of cost such as extension of services and system maintenance</li> <li>• Surcharges for proposed development which appear too distant away and do not prove cost-effective for the city</li> <li>• Annexation of land outside of the existing city limits adjacent to areas of proposed public utility extensions</li> <li>• Avoid extension of public utilities to large areas of undeveloped land without a specific and detailed development plan to measure the overall impacts. This step is critical to the long-term impact of development on the city and offers choices some of which will be more people driven than market driven</li> </ul> <p>Evaluate and monitor the capacities in the public utilities to accommodate the anticipated future businesses and population</p>	City Council, Planning Commission, City Administrator, City Engineer, Community Development Director	Short-term
PS-1.4	Continue to utilize the CIP for systematic expansion and development of city utilities and services	City Council, City Administrator, City Engineer	Ongoing

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
CIP and Utilities			
PS-1.4	Address the city's current infrastructure needs in an on-going systematic manner while planning for future needs	City Council, City Administrator	Ongoing
PS-1.4	Encourage the application for and participation in the numerous federal and state grant programs available for the construction of quality public utilities	City Council, City Administrator	Short-term
PR-1.1	Continue to assess public facility needs to meet demand generated by existing as well as future growth and development	City Council, City Administrator, City Engineer	Ongoing
Parks and Recreation			
PR-1.1	Continue to work with private developments to provide linkages, access, public parks, public space, and recreational amenities through the use of incentives and other development tools	City Council, Planning Commission, City Administrator, Community Development Director, Park District Board	Ongoing
PR-1.1	Continue to expand the use, variety, and type of public spaces, parks, and recreational facilities within Horace by working with private developments	City Council, Planning Commission, City Administrator, Community Development Director, Park District Board	Ongoing
PR-1.3	Continue to require dedication of 10% of land for residential development and 5% of the land for commercial development for parks and open spaces	City Council, Planning Commission, City Administrator, Community Development Director, Park District Board	Ongoing
PR-1.3	Continue to require the dedication of drainage easements and retention ponds in each neighborhood or development area based on the drainage needs	City Council, Planning Commission, City Administrator, Community Development Director	Ongoing
PR-1.4	Continue to regularly coordinate with the Park District and during consideration of development proposals for the size and location of the facilities at the time of plat review and approval. Coordination should: <ul style="list-style-type: none"> <li>• Cooperatively identify sites needed for active and passive recreation as new areas develop</li> <li>• Ensure development of core parks in proximity to residential areas and in areas with high recreation potential</li> </ul>	City Council, Planning Commission, Community Development Director, Park District Board	Ongoing

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Parks and Recreation			
Small Area Plan	Continue to require the planned parkland and trail corridors in new subdivisions, through dedication or purchase	City Council, Planning Commission, Community Development Director, Park District Board	Ongoing
Small Area Plan	Continue to require that sidewalks be provided in new subdivisions to connect all new development to the public features of the Small Area Plan Park, Trail and Open Space Framework and to other neighboring properties	City Council, Planning Commission, Community Development Director	Ongoing
Small Area Plan	Develop and adopt a Park Master Plan that follows the spirit and intent of the Small Area Plan Park, Trail and Open Space Framework, that will require new park land and trail corridors at reasonable spacing and service areas	City Council, Planning Commission, City Administrator, Community Development Director, Park District Board	Mid-term
PR-1.2	Encourage the use of park areas to link neighborhoods, commercial and mixed-use centers, and other open space and recreational facilities	City Council, Planning Commission, City Administrator, Community Development Director, Park District Board	Ongoing
-	Support the establishment and maintenance of community gardens to provide residents with easy access to healthy food	City Administrator, Community Development Director, Park District Board	Ongoing
-	Review management of locally owned public land, and take steps to establish and expand pollinator-friendly landscapes	City Administrator, Community Development Director, Park District Board	Ongoing
Transportation			
Metro Grow	Consider adopting the street typologies that have been identified as part of this comprehensive plan for all collector and arterial functionally classified roadways within the City of Horace. All new and reconstruction projects, including new developments, should implement the recommendations from the street typology guidance including but not limited to access management, intersection control spacing, intersection control type, on-street parking, speed limits, and non-motorized facilities	City Council, Planning Commission, City Administrator, City Engineer, Community Development Director	Short-term

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Transportation			
Metro Grow	Safety System and Security – continue to work toward developing a transportation system that is safer for all users and resilient to incidents	City Council, City Administrator, City Engineer	Ongoing
Metro Grow	As a part of the annual CIP process considerations of transportation infrastructure, provide a financial plan that supports maintaining transportation infrastructure in a state of good repair	City Council, Planning Commission, City Administrator, City Engineer, Community Development Director	Ongoing
Metro Grow	Address environmental sustainability in transportation planning for the city and emphasize the importance of providing a transportation system that provides access equitably and limits impacts to the natural and built environment	City Council, City Administrator, City Engineer	Mid-term
Metro Grow	In reviews of development proposals and future city planning, emphasize consideration of walking and bicycling with an aim of increasing walking and biking as alternative modes of transportation	City Council, Planning Commission, Community Development Director	Ongoing
Metro Grow	Promote transportation projects that support regional economic goals, support freight movement, and promote projects that can be financially sustained for the long term	City Council, City Administrator, City Engineer	Ongoing
Metro Grow	Support enhanced access to the existing and future MATBUS system	City Council, City Administrator, City Engineer	Ongoing
Metro Grow	Manage roadway congestion through policies and actions that seek to utilize solutions and travel demand strategies rather than focusing only on investment in roadway expansion	City Council, Planning Commission, City Administrator, City Engineer, Community Development Director	Ongoing
Metro Grow	Address peak hour traffic concerns through engaging with regional employers and educational institutions to promote flexible work start and end times	City Council, City Administrator, Community Development Director	Short-term
Metro Grow	Maintain and support a high level of system connectivity for the metropolitan area's expanding fringe area road network	City Council, City Administrator	Ongoing

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Transportation			
Metro Grow	Maintain current land use and transportation facilities that support freight activities and recognize that freight services are a critical aspect of the regional economy	City Council, City Administrator, City Engineer, Community Development Director	Ongoing
Metro Grow	Prioritize investments in the roadway network that preserve and maintain existing facilities rather than the construction of new ones	City Council, City Administrator, City Engineer	Short-term
Metro Grow	Consider and plan for the role of emerging transportation technologies in future roadway projects so that the metropolitan area can seamlessly integrate them into the future transportation system	City Council, City Administrator, City Engineer	Mid-term
Metro Grow	Review adopted city regulations regarding transportation-supportive land use policies that maintain system connectivity and accessibility as the metropolitan area's population and employment levels increase	City Council, Planning Commission, City Administrator, City Engineer, Community Development Director	Short-term
CC-5.1	Encourage new residential development to provide a safe means for residents to connect by walking or bicycling within neighborhoods and to the larger community	City Council, City Administrator, City Engineer, Community Development Director	Ongoing
Metro Grow	Promote bicycling and pedestrian facilities in future roadway development and encourage non-motorized transport alternatives in Horace	City Council, City Administrator, City Engineer, Community Development Director	Ongoing
H-2.4	In the considering the review of development applications, address the need for automotive, bicycle, and pedestrian connections to adjacent residential developments, mixed-use centers, economic areas, public facilities, natural resources, and other community facilities	City Council, Planning Commission, City Engineer, Community Development Director	Ongoing
CC-8.1	Amend Title IV, Land Use Ordinance, if necessary, regarding review of zoning applications and development review submittals to consider the capacity of the transportation network serving the proposed development	City Council, Planning Commission, City Engineer, Community Development Director	Short-term

Plan Policy	Implementation Strategies	Implementation Body	Timeframe
Plan Adjustment and Maintenance			
-	Establish an annual workshop for members of the Planning Commission and appropriate city staff to review Title IV, Land Development Ordinance and identify updates needed to respond to current issues and to implement Horace 2045	City Council, Planning Commission, City Administrator City Engineer, Community Development Director	Short-term, Mid-term, Long-term
H-1.1	Schedule an annual evaluation of Horace 2045 for members of the Planning Commission, appropriate city staff, Park District and Metro COG staff, to: <ul style="list-style-type: none"> <li>Review, propose amendments to Horace 2045, including the future land use map that reflect current issues and development patterns.</li> <li>Provide input to the city's CIP</li> <li>Address the importance of ensuring that land use designations and other policies allow for and encourage a mixture of housing types and densities including, where appropriate, a range of building types including single family, townhomes, apartments, live-work spaces, and lofts</li> </ul>	City Council, Planning Commission City Administrator, City Engineer, Community Development Director, Park District Board	Short-term, Mid-term, Long-term
GM-3.1	Schedule an annual evaluation of Horace 2045 for members of the Planning Commission, appropriate city staff, Park District and others to review, propose amendments to Horace 2045, including the future land use map that reflect current issues and development patterns	City Council, Planning Commission City Administrator, City Engineer, Community Development Director, Park District Board	Short-term, Mid-term, Long-term
GM-3.1	Amend Title IV, Section 17.11 to establish a formal process to amend the future land use map and Horace 2045 text, in addition to zoning district amendments	City Council, Planning Commission, Community Development Director	Short-term
GM-3.1	Commit to review Horace 2045 including the future land use map after the impact of the Red River Diversion on growth in the area is understood	City Council, Planning Commission, Community Development Director	Long-term