

# **2028 COMPREHENSIVE PLAN**

## **CITY OF HORACE NORTH DAKOTA**

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Second Draft, September 17, 2007**

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## **COMMUNITY PROFILE**

### ***CHANGE AND CHALLENGE***

#### **Setting**

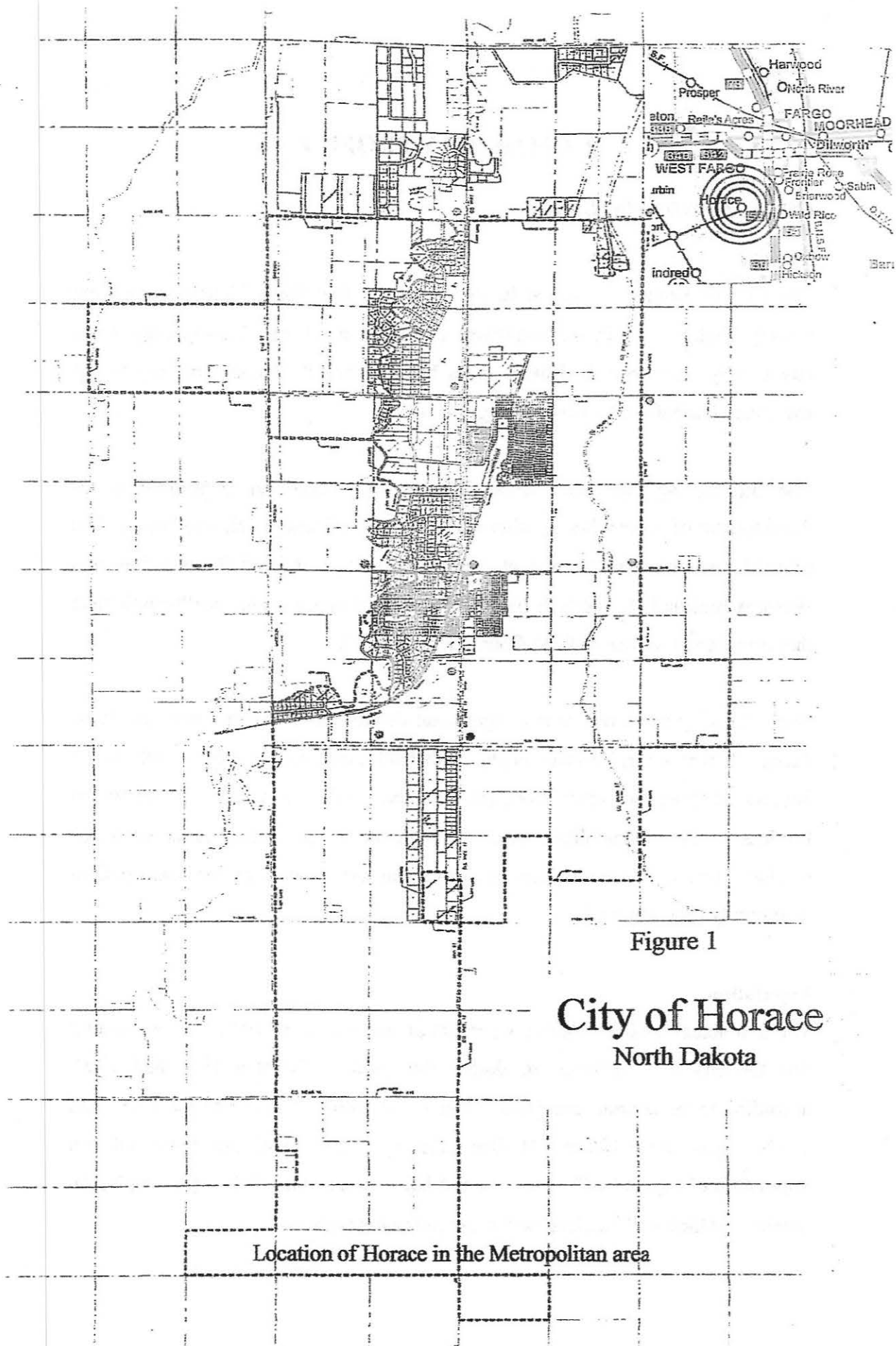
The City of Horace is located in the Sheyenne Red River Valley along Cass County Highway 17 in the southwest corner of the Fargo Metropolitan Area. Historically, settlement in Horace dates back to the 1870s and some say that it was inhabited before the City of Fargo.

The meandering Sheyenne River has provided excellent opportunities for development of several high quality single-family residential neighborhoods. The original town site platted was at the intersection of the red River valley and Western Railroad (formerly Burlington Northern) and a major north-south road that is presently known as Cass County Highway 17.

Once, the City of Horace was a significant distance away from Fargo and West Fargo. It was a rural service center with bank and retail services. But now it borders on these two cities from the east and north and it is totally reliant on services in the metropolitan area. The growth of the metropolitan area has reached Horace in recent years and now the city is part of the metropolitan community (See Figure 1).

#### **Population**

The first actual count of Horace's population appears in the 1950 census meaning that the city was incorporated during the 1940s. Between 1950 and 1960, according to the census data, Horace lost a few people. But during the 1970s and 1980s it grew from 178 to 494 (See Table 1). This growth has continued to a population of 932 in 2000. Since then it has added about 1,500 more people, the details of which will be discussed in the following pages.



Horace in comparison with similar sized cities in the region has grown about four times between 1960 and 2000 (See Table 2). It grew even faster between 2000 and 2006 with a present population of over 2,400. This growth has undoubtedly been due to proximity to the City of Fargo for employment and services, as well as the natural physical amenities that the area offers.

Two significant population changes in age groups 0-17 and 18-64 (See Table 3) show the need for a broad range of services from schools, parks to infrastructure in the coming years. School enrollment as an indicative of population growth has significantly increased.

**Table 1**  
**Population Change in**  
**Horace & Cass County, ND**

	Horace	% Change	Cass Co.	% Change
1950	190		58,877	
1960	178	(6.3)	66,947	13.7
1970	276	55.1	73,653	10.0
1980	494	79.0	88,247	19.8
1990	630	27.5	102,847	16.6
2000	932	47.9	123,138	19.7
2007*	2,400	157.5	132,525**	7.6

Source: US Census of Population

\*Estimate from School Enrollment and building permits.

\*\*2006 Census Bureau Estimate

**Table 2**  
**Population Change in Selected**  
**Cities of Eastern North Dakota**

	1960	1970	1980	1990	2000	% Change 1960-2000
<b>Horace</b>	178	276	494	630	932	423.6
Harwood	-	-	326	577	615	88.7
Kindred	580	495	568	578	614	5.9
Mapleton	180	219	306	695	612	240.0
Milnor	658	645	716	651	724	10.0
Wyndmere	644	516	550	477	553	(14.2)

Source: US Census of Population

**Table 3**  
**1980-2000 Horace Population**

	1980	1990	2000	% Change 1980-2000
under 5		71	76	
5-17	183*	156	271	89.6
18-64	291	376	543	86.6
65 & over	20	27	42	110.0
Total	494	630	932	88.7

Source: US Census of Population

\*1980 Population for under 18 years old

In examining the school enrollment data for students from Horace who attend West Fargo schools (see Table 4), we find a growth of 21.3% in grades K-12 between September 2000 and September 2006. While the enrollment growth in the 2000-2005 period was 34.8%. The enrollment data for 2007 is not available yet. There was a surprising decline of 10% in school enrollment between 2005 and 2006. We do not know the cause of this decline and whether it was actual or how it was counted. We attribute this to a breakdown of enrollment data for Horace and the school district as there has been a continuous growth and addition of new households. In 2006, a total of 20 new single-family housing units were built in Horace and 15 houses were added through annexation. In our opinion, the number of k-12 from Horace should be over 500 by the end of 2006-2007 school year. The grade school in Horace, however, shows a growth of 16.2% between 2003 and 2006, about 4% annual growth.

**Table 4**  
**School Enrollment by Grades in**  
**Horace, ND**

Grades	2000 - 2001	2001 - 2002	2002 - 2003	2003 - 2004	2004 - 2005	2005 - 2006	2006 - 2007	% Change 2000-2006
K	24	31	32	23	45	33	27	12.5
1	44	28	38	36	29	49	35	(20.0)
2	26	39	28	44	37	34	40	53.8
3	25	25	40	30	47	35	31	24.0
4	37	27	24	44	31	45	33	(10.0)
5	30	36	29	31	43	33	39	30.0
6	26	26	37	36	31	42	30	15.4
7	23	24	26	36	32	34	41	78.3
8	24	23	24	27	36	37	31	29.2
9	31	24	25	30	30	40	35	12.9
10	20	32	20	23	35	33	35	75.0
11	29	17	31	23	26	33	27	(6.9)
12	15	26	18	26	22	28	24	30.0
PK	2	2	-	-	3	4	4	100.0
Total	356	360	372	409	447	480	432	21.3

Source: West Fargo School District

The number of households as a result of population growth and annexation in 2007 has grown to 780, compared to 307 in 2000. A large majority of these households are made up of the family members. In 2000, the ratio of family households to non-family household was nearly five to one. This ratio in 2007 is over 12 to 1 showing the growth of single-family households based on the total number of houses built and the number of houses annexed to the city since 2000. In 2000 about 85% of the family households had 2-3 persons. About 1/3 of the total households had 4 family members and 22% had 3 persons. The average household size was 3.04 persons, compared with 3.33 persons in 1990.

### Income

The household income in Horace is one of the highest among the metropolitan communities. It is higher than Cass County and North Dakota by a significant amount (See Tables 5 & 6). The overall growth of household and family income is also an indication of upper income professional persons residing in Horace.

During the 1980-2000 period, the household income grew about 62% compared with 42% for Cass County and 49% for North Dakota. The family income grew 43% compared with 50% for Cass County and 52% for North Dakota.

**Table 5**  
**Median and Per Capita Income**  
**For Horace, Cass County and North Dakota**

	Median Household	Median Family	Median Non-Family	Per Capita
<b>Horace</b>				
1990	28,750	33,304	22,083	10,706
2000	46,510	47,639	29,375	15,761
% Change	61.8	43	33	47.2
<b>Cass</b>				
1990	26,806	34,221	15,332	13,240
2000	38,147	51,469	23,403	20,889
% Change	42.3	50.4	52.6	57.8
<b>North Dakota</b>				
1990	23,213	28,707	12,839	11,051
2000	34,604	43,654	20,296	17,769
% Change	49.1	52.1	58.1	60.8

Source: US Census of Population

**Table 6**  
**2000 Median Household Income**  
**In Selected North Dakota Cities**

City	Household Income	% of Cass County	% of ND
<b>Horace</b>	46,510	122.0	134.0
Casselton	43,259	113.0	125.0
Enderlin	32,589	85.0	94.0
Frontier	67,813	178.0	196.0
Gwinner	44,000	115.0	127.0
Kindred	43,250	113.0	125.0
Milnor	35,789	44.0	103.0

Source: US Census of Population, SF 3

In Table 7, we find a breakdown of the household income by age groups. Here, we find that the largest number of low-income households is in the 55+ age group, despite a relatively high median income for all households. About 40% of the households and 43% if the families had annual income in excess of \$50,000 (See Table 8). Yet, 6% of the family population and about 10% of the households earn less than \$20,000 annually. A majority of the low income households (63%) are over 55 years old.

**Table 7**  
**2000 Household Income by Age**  
**For Horace, ND**

	Under 25	25-34	35-44	45-54	55-64	65+	Total
Under 20,000	3	7	7	4	26	9	56
20,000-29,999		11	14	2	2	4	33
30,000-39,999	6	11	18	5	1		41
40,000-49,999	3	13	16	14	7		53
50,000-59,999	1	13	17	3	3		37
60,000-74,999		24	14	9	5		52
75,000-99,999		6	10	9	2		27
100,000 & over		2	-	1			3
Total	13	87	96	47	46	13	302

Source: US Census of Population

**Table 8**  
**2000 Income of Households**  
**And Families in Horace, ND**

	Households		Families	
	No.	% Total	No.	% Total
Under \$20,000	30	9.8	15	6.0
20,000-29,999	46	15.0	34	13.6
30,000-39,999	43	14.0	40	16.0
40,000-49,999	61	19.9	53	21.2
50,000-59,999	42	13.7	36	14.4
60,000-74,999	53	17.3	44	17.6
75,000 & over	32	10.4	28	11.2
Total	307		250	

Source: 2000 Census of Population, SF 3

## Housing

In Horace nearly all housing units are in single-family occupancy. There are only two small converted multi-family units. The growth of housing stock began in the 1970s. Less than 4% of the housing units date back to 1940 and before. A total of 51 units were built between 1940 and 1970 (See Table 9). Large scale annexations since 2000 added 303 housing units most of which are under 20 years old. In the meantime 157 houses have been built in the city since 2000, bringing the total number of housing units to 778. Newly developed areas are high amenity neighborhoods stretched along the tree lined Sheyenne River and are mostly on the east side. Median value, according to the 2000 Census was \$86,000. But the data for the 157 units built since then show a median house value of \$160,000 in 2000.

As expected, the condition of single-family housing is good to excellent, although there are a dozen old manufactured houses that need attention. In general, Horace thus far has attracted high quality single-family houses and is presently an upscale suburban community.

**Table 9**  
**Housing Units Built**  
**In Horace, ND**

Years	Number	% Total
Before 1940	29	3.7
1940-1949	9	1.2
1950-1959	15	1.9
1960-1969	27	3.5
1970-1979	98	12.6
1980-1989	63	8.1
1990-1999	77	9.9
2000-2007*	157	20.2
2000-2007**	303	38.9
Total	778	100.0

Source: US Census of Population, SF 3  
Horace City Building Officials

\*New houses built

\*\*Houses added through annexation



## **Water and Sewer**

### ***Water***

Horace is presently served by a three tier water system. Tier one consists of the two city owned and operated water wells each 250 feet deep and providing 300 gallons per minute (See Figure 2, Horace Public utility Service Area). This water is fluoridated and chlorinated and then stored in a 75,000 gallon tower serving 431 households and businesses. The City Engineer estimates that it would cost about \$1,200,000 to build a water treatment plant. This water has high iron content. The present city operated water wells have the capacity of serving 1,500 persons. Potential location of a new water well is limited to an area west of the railroad track near the Sheyenne River oxbow on the south side. The water mains are relatively new about  $\frac{3}{4}$  of which are less than 20 years old. Older mains are made of cast iron and asbestos lined concrete pipes. Most of the water service area is looped. Average daily water consumption in 2006 was 107,210 gallons compared with 79,675 gallons in 2000 representing a 35% increase. Water consumption in Horace for the city service area is as follows (See Table 10).

Tier two consists of Cass Rural Water serving 272 households in southwest  $\frac{1}{4}$  Section of 17, southeast  $\frac{1}{4}$  of Section 18, northwest  $\frac{1}{4}$  of Section 20, southeast  $\frac{1}{4}$  Section 19 and a part of  $\frac{1}{4}$  Section 19 west of the railroad tracks.

Tier three consists of private and community wells in some small areas such as Country Acres and Sleepy Hollow are served by private wells. Two neighborhoods are served by community wells, one serving 26 houses and another serving 20 houses.



**Table 10**  
**Water Use in Gallons**  
**in Horace, ND**

	Total	Ave. Daily
2000	29,081,200	79,675
2001	28,026,900	76,786
2002	30,696,500	84,100
2003	34,396,600	94,237
2004	29,805,600	81,659
2005	33,227,800	91,035
2006	39,132,000	107,211

Source: Gary Carlson, Horace Public Works

### ***Waste Water***

The waste water treatment is managed through a two tier system. Tier one is managed by the City of Horace for areas shown on Figure 2, Horace Public Utility Service area. Tier two consists of septic tanks serving the large lots of one or more acre in size. The sewerage system in Horace consists of a six cell lagoon with a surface area of 32.8 acres to an average depth of five feet and a total capacity of 59,134,000 gallons (See Table 11). The present use is 24,410,000 gallons. The difference between the present use and total capacity, according to the City Engineer, is misleading as during the spring time the lagoons fill up significantly and also there is a need for storage during November through March (200 days of holding). In addition, there are limits in the volume of discharge into Cass Drain #27. According to the City Engineer, there is limited room for additional volume of wastewater.

**Table 11**  
**Waste Water Treatment System**  
**(in 1,000 gallons) in Horace, ND**

	Size	Total Capacity	Present Use
Cell 1A	4.0 Acres	6,534	2,610
Cell 1B	3.9 Acres	6,371	2,540
Cell 2A	4.0 Acres	6,534	2,610
Cell 2B	3.9 Acres	6,371	2,540
Cell 3A	8.5 Acres	16,662	11,100
Cell 3B	8.5 Acres	16,662	5,550

Source: Gary Carlson, Horace Public Works

The treated effluent is released into Cass County Drain 27 from April through October, according to the guidelines of the ND State Health Department. Alternatives for additional wastewater are: (1) to expand the lagoon system; (2) to install Sequence Batch Reactor to treat the waste and release into the Sheyenne River; (3) to build a line along Cass County Highway 17 to connect to West Fargo; and (4) to work out an agreement with the City of Fargo to transfer the waste water to Fargo.

A proposal for new development in the northwest  $\frac{1}{4}$  of Section 17 and south of 76<sup>th</sup> Avenue included an idea for construction of the first phase of waste water transfer to West Fargo for 4,000 hookups at a cost of about \$4,500,000. If this proposal becomes a reality, other areas of the city may be planned for connection to this system. Such a system can accommodate a population of about 13,000.

A tax increment financing had been proposed to construct the line initially to serve 377 lots and then add on more households over time at a cost of \$1,500 per household. At this time, the City of Horace has not made a commitment toward this project.

Most of the sewer lines were constructed in about 1967. Some lines, in the old town site, were built earlier and there is clear water infiltration particularly in the trailer park area. These stations are now in good operating condition, but additional load would require adjustment and replacement of the pumps.

### **Drainage and Flood Protection**

Drainage and flood protection are an important consideration in Horace as they are in most areas in the Red River Valley and its tributaries. The County Drain 27 serves a large area east of Horace and extends to Fargo. Sheyenne River and its by-pass serve the areas west of Cass County Highway 17 which acts as the buffer for the drainage to the east and west. Because of the land elevation the city must require retention ponds in all new development to protect those areas.

Currently the City of Fargo is examining alternatives for flood protection that starts nearby in the southern part of Horace, then continues on the north side of County Drain 40 and extends east of I-29 to the far south side of the Fargo City limits. This plan is beneficial to Horace and protects much of its land east of Cass County Highway 17. The city, however, needs to monitor the changes as the area develops.

The land along County Drain 27 is lower than the adjoining properties. Future proposal for development in this area must require a minimum of 50 feet of set back beyond the drain's right-of-way.

In Horace at this time, there are only two areas served by storm sewer: River Oaks and Arrowood and supported by a storm water lift station. The remainder of the city, a vast area of developed and undeveloped land is served by drainage ditches that largely empty into the Sheyenne River. In addition to the retention pond in new areas, the city needs storm sewer in all new R-1 to R-5, C-1 to I-2 Districts to provide protection against defused surface water and sheet flooding. Storm water management is a necessary part of managing urban development regardless of location and size of development. A city wide drainage plan is needed to accomplish protecting present and future people of Horace. Horace needs to join Fargo and West Fargo in planning and development of flood protection.

## **Streets and Highways**

### ***Arterial Streets***

There are three County Highways serving Horace. Cass County Highway 17 is a major arterial street that has historically provided north-south connection to West Fargo, I-94 and Fargo. Cass County Highway 6, (52<sup>nd</sup> Avenue South) connects Horace to the east and jogs along Highway 17 one mile to the south and then extends west along 76<sup>th</sup> Avenue South to the west. This jog has not been an issue so far, but in the future years, for the ease of traffic management, it would be easier if it directly goes west across Cass County Highway 17. Cass County

Highway 14, aligned with 100<sup>th</sup> Avenue South is primarily a two lane highway and interchanges with I-29 to the east. All other streets in Horace at this time are considered local streets as they only serve individual residential units.

Cass County Highway 17, scheduled for major improvement in 2008, will have two 12 feet through traffic lanes in north-south direction. At several points, specifically at 52<sup>nd</sup> Avenue South (Cass County Highway 6 east), 64<sup>th</sup> Avenue, 76<sup>th</sup> Avenue South, 88<sup>th</sup> Avenue South (Wall Street), Cass County Highway 14 (100<sup>th</sup> Avenue South) there will be special turning lanes for the right and left hand turns. In addition, there will be 6-8 foot paved shoulders along this route that makes it convenient for biking, emergency stopping, etc. The limitation of sufficient right-of-way at 88<sup>th</sup> Avenue South (Wall Street) which requires modification of the turning lane that will be built tighter. The present curb will be removed to accommodate the turning lane but will be set back and rebuilt as an urban section. Similarly, a short distance north of Wall Street the pavement will be supplemented with curb and gutter. In this area, there are still alternatives for on street parking under consideration. One alternative is to set aside parking areas on both sides with north and south traffic lanes according to the Cass County Engineer. The second alternative is to limit parking to one side of the road, but allow turning lanes. The process is to overlay the present pavement, but add new turning lanes and paved shoulders. The total project cost is estimated at about \$3 million dollars for six miles of highway improvement.

Highway 6 east is largely within the City of Fargo and only one mile of it is presently debated for annexation by the City of Horace. The present alignment of this highway to the west is aligned with 76<sup>th</sup> Avenue South and primarily serves a small number of residences in Horace and rural areas beyond. Cass County Highway 14, newly improved is a two lane highway connects Cass County 17 east to I-29. The metropolitan highway improvement plan proposed interchanges with I-29 with 64<sup>th</sup> Avenue South, 76<sup>th</sup> Avenue South, 88<sup>th</sup> and 112<sup>th</sup> Avenue South. We agree with the positioning of the interchanges a mile apart as we



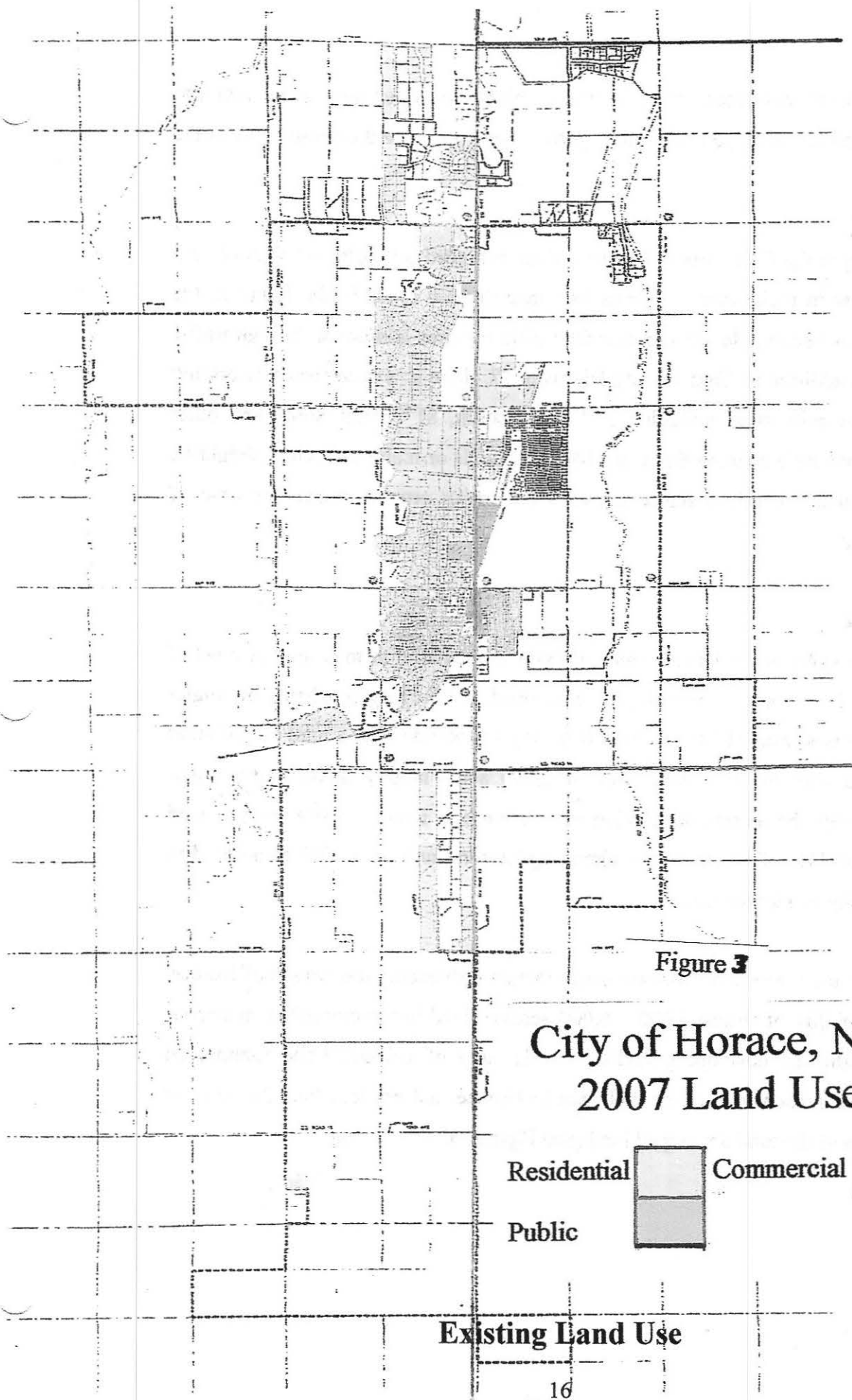
consider all of these roads as major arterial highways which need to be rebuilt to urban standards equipped with curb, gutter, storm sewer and turning lanes in the future.

According to the Cass County Engineer there is a need for sufficient right-of-way of 200 feet to make these roads as four lane divided roads in the future as the urban areas become denser and heavier traffic requires additional through traffic lanes. In addition to Cass County Highway 17, there is a need for other arterial streets one mile apart including 57<sup>th</sup> Street south, 81<sup>st</sup> Street South and other arterials one mile apart to the west. Minor arterials or major collectors should be considered at ½ mile distance between the major arterial streets for ease of movement.

#### **Land Use**

Horace has one of the largest ratios of undeveloped land to total area of most of the cities in the area. Presently, the developed land largely consisting of single-family houses, west of Cass County Highway 17, accounts for a total of 560 acres compared with the total land area of 5,540 acres largely in agricultural use. Additionally, the present annexation negotiation may result in 640+ acres of land more than 74% of which is considered agricultural and only 25% committed to low density residential uses.

Although the sewer and water are major factors influencing the growth of Horace, the availability of almost 5,000 – 6,000 acres of land in the city offers numerous opportunities for developing land for a wide range of residential and commercial uses. The present non-residential uses in Horace that are less than 30 acres or about 5% of the total developed land (See Figure 3).



**Figure 3**

**City of Horace, ND  
2007 Land Use**

Residential

Commercial

Public

**Existing Land Use**



The Fargo land use plan projects development of low density residential uses to 57<sup>th</sup> Street along 52<sup>nd</sup> Avenue South, 64<sup>th</sup> Avenue South and 76<sup>th</sup> Avenue South accentuated by commercial service uses and higher density residential area. Since Fargo has readier access to the needed water and sewer service, it may be assumed that the land east of 57<sup>th</sup> Street has a quicker potential for development. On the other hand, the availability of land and lower taxes may give an edge to the areas in Horace. If the City of Fargo continues the present annual growth rate of 1.2%-1.5% per year, we will see a growth of 2,000-3,000 persons in this part of metropolitan area. Availability of land with services will open opportunities for Horace to capture, at a minimum, 200-300 persons per year as experienced in the recent past. This growth will be predicated by two factors, however, one is less expensive developable land with water and sewer services; and two, lower municipal taxes given the fact that county taxes and school district taxes remain the same in the metropolitan area.

Presently, about half of the single-family areas consist of large lots served by septic tanks, small local streets and ditches for carrying the surface run-off. While this arrangement has served Horace to develop the riverfront areas well, the more extensive development would require two major considerations for Horace to maintain its competitive edge as a metropolitan community. One major element is lack of commercial/industrial component, as a viable tax base and another element is the land value which will be less expensive compared with West Fargo and Fargo in the near future.

It must be pointed out that water supply in the Red River Valley has major limitations at the present time. Both the surface and ground water availability pose barriers to development for all metropolitan communities. Unless additional sources, such as Missouri River Water (Garrison Diversion) are directly brought to this area, the long-term development potential for this area remains in a disadvantageous position. Another key element is surface drainage and flooding potential because of the flatness of the valley lands. While both of these could be

mitigated, the present approaches need much more coordination among all metropolitan communities and Cass County for a more effective land use planning. There are many organizations that are seriously examining alternatives for growth management, yet because of the jurisdictional interest the efforts are not as well coordinated. Here, is an opportunity for Cass County to assume a coordinating function to assure that the development efforts are more consistent and serve broader and long-term interests of all people in the area. Such effort would require consolidation of functions in providing water, sewer and flood plain management.

### **City Finance and Taxes**

The total taxable valuation (not the market value) in Horace grew from \$1,108,611 in 2000 to \$4,695,825 in 2006, a 323.6% increase. Much of this growth is due to construction of 157 new houses, annexation of 303 houses (See Table 12). About 93% of the property taxable value belongs to residential uses.

**Table 12**  
**Taxable Valuation for**  
**Horace, ND**

	2000	2001	2002	2003	2004	2005	2006	% Change 2000-2006
Residential	992,393	1,137,507	1,333,032	1,555,598	2,018,151	4,122,689	4,361,660	338.5
Commercial	78,440	90,980	152,310	174,690	243,125	325,925	281,575	259.0
Agricultural	31,480	32,380	33,900	33,095	32,425	40,895	42,755	35.8
Railroad	840	999	1,091	1,283	1,319	1,554	1,543	83.7
Electric	5,458	6,129	6,225	6,619	6,978	7,718	8,292	51.9
Total	1,108,611	1,267,995	1,526,558	1,771,285	2,301,998	4,498,781	4,695,825	323.6

Source: Cass County Auditor

**Table 13**  
**Taxable Valuation as percent of Total**  
**Valuation in Horace, ND**

	2000	2001	2002	2003	2004	2005	2006
Residential	89.5	89.7	87.3	87.8	87.7	91.7	92.7
Commercial	7.1	7.7	10	9.9	10.6	7.2	6.0
Agricultural	2.8	2.6	2.2	1.9	1.4	1.0	1.0

Source: Cass County Auditor

Compiled from Table 12

To better understand the relationship of the market value to taxable value of residential properties, the formula the State of North Dakota for residential property uses is 20 to 1. In other words the taxable value is 1/20 of the market value. The total taxable residential property value of \$4,351,660 compares with \$87,033,200 market value making an average residential property worth \$111,870, a figure we consider low. The residential property had the highest growth of 338.5% during 2000-2007 period in contrast with 269% for commercial and 52% for agricultural as presented in Table 12.

During the 2000-2007 period the city mill levy in Horace grew from 28.49 mills in 2000 to 33.81 in 2004 then it declined to 22.82 in 2005 and raised to 25.49 in 2007 (See Table 14). Other city affiliated services such as fire district and park district showed some seasoning movement and the fire district actually decline 29.3% while the park district increased 105%.

**Table 14**  
**Mill Levy Changes in**  
**Horace, ND**

	2000	2001	2002	2003	2004	2005	2006	% Change 2000-2006
City of Horace	28.49	23.36	33.06	32.59	33.81	22.82	25.49	(10.5)
Horace Fire Dist.	6.79	6.54	6.14	5.93	5.38	4.97	4.77	(29.3)
Horace Park Dist.	3.90	4.00	4.00	3.65	8.00	4.63	8.00	105.0
Cass County	65.37	62.69	65.05	65.00	65.00	62.00	61.00	(6.7)
W. Fargo School Dist	249.02	249.02	254.02	254.02	254.02	254.02	254.02	2.0
All Other*	10.70	10.33	10.31	10.56	10.67	10.36	10.26	(4.2)
Total	364.27	355.94	372.58	371.75	376.88	358.80	363.54	(0.2)

Source: Cass County Auditor

\*All other includes weed control, vector control, soil conservation, Garrison Diversion, State Medical, Southeast Cass Water Resource District

The largest mill levies go to the school district and to Cass County. In 2000 the school district mill levy was 68.36% of the total levy placed on all properties in Horace, compared to 69.87% in 2007. The county share of the mill levy actually declined 6.7% from 65.37 mills to 61 mills.

Using the mill levy data to calculate the taxes paid for the City of Horace government, the fire district, park district, Cass County and West Fargo school district, we find noticeable growth in the collected taxes, as the base for taxable

value has significantly increased (See Table 15). The Horace city government general funds from property taxes grew from \$31,534 to \$119,697. This compares with the property tax share of Cass County from \$72,470 to \$286,445 and for school district from \$276,606 to \$1,192,833.

**Table 15**  
**Number of Tax Dollars Based on the Mill**  
**Levy and Taxable Valuation in Horace, ND**

	2000	2001	2002	2003	2004	2005	2006	% Change 2000-2006
City of Horace	31,584	29,874	50,468	57,372	77,831	102,648	119,697	279.0
Horace Fire Dist.	7,527	8,293	9,052	10,504	12,385	22,356	22,399	196.9
Horace Park Dist.	4,324	5,072	5,572	6,465	18,416	20,827	37,567	768.8
Cass County	72,470	79,491	99,226	115,134	149,630	278,887	286,445	295.3
W. Fargo School Dist.	276,066	315,756	387,776	449,942	584,754	1,142,628	1,192,833	332.1
All Other	12,970	13,098	16,120	18,705	24,562	46,601	48,178	230.9
Total	404,941	451,584	568,214	658,122	867,578	1,613,947	1,707,119	322.7

Source: Derived from Cass County Auditor Taxable Valuation and Mill Levy

The annual budget for the city shows a growth of 215% from \$37,950 to \$119,675 (See Table 16). The per capita cost of Horace City government in 2000 was about \$40 per year compared to \$50 in 2007. The student per capita cost was about \$775 in 2000 and \$2,760 in 2006 which includes sizeable construction cost for the new school facilities. Similarly we see a per capita cost of about \$78 for Cass County services in 2000 compared with \$120 in 2007.

**Table 16**  
**Annual Budget Based on the Mill Levys**  
**For the City of Horace, ND**

2000	37,950
2001	31,575
2002	29,600
2003	50,450
2004	57,395
2005	77,795
2006	101,700
2007	119,675
% Change	
2000-2006	215.3

Source: Horace City Auditor

## **HORACE 2028 COMPREHENSIVE PLAN**

### ***GROWTH MANAGEMENT***

Horace, as a Fargo Metropolitan Area Community, is expected to face large scale growth in the coming years. With this growth, Horace will face many challenges in land use determination, infrastructure and transportation. The following sections attempt to address these issues and set the framework for decision making in order to guide the growth continuously in the future years.

#### **Growth and Development Pattern**

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 (See Figure 4).







#### ***Goal***

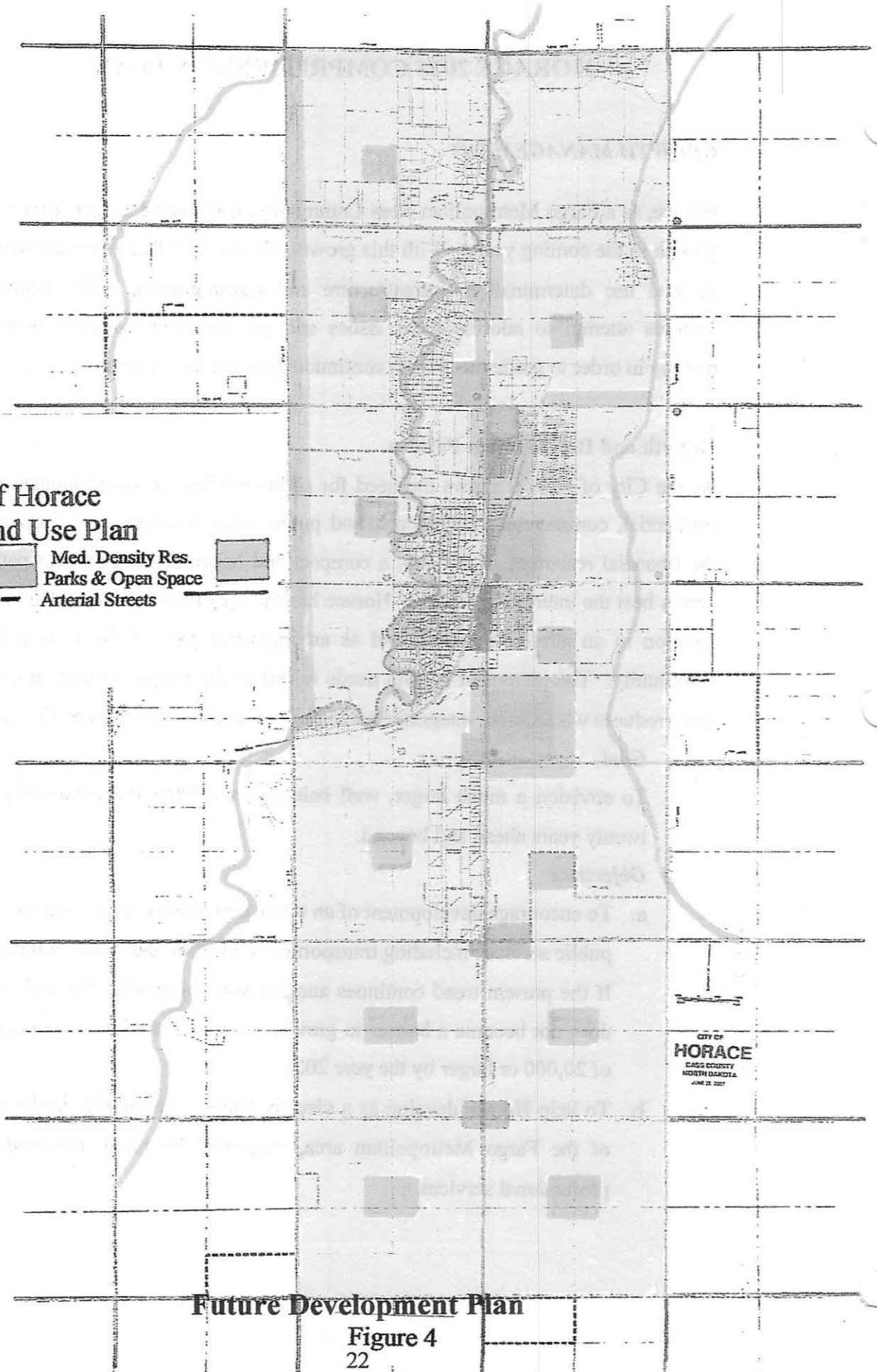
To envision a much larger, well balanced and attractive community for twenty years ahead and beyond.

#### ***Objectives***

- a. To encourage development of an urban community, supported by good public services including transportation, utilities and public protection. If the present trend continues and the availability of water and sewer does not become a barrier to growth, Horace could have a population of 20,000 or larger by the year 2030.
- b. To help Horace develop as a visually distinct community in the heart of the Fargo Metropolitan area, supported by retail, personal and professional services.

# City of Horace 2028 Land Use Plan

Low Density Res.  Med. Density Res.   
 Commercial/Ind.  Parks & Open Space   
 City Limits  Arterial Streets 



CITY OF  
**HORACE**  
CASS COUNTY  
NORTH DAKOTA  
JUNE 28, 2022

Future Development Plan

- c. To encourage development first in those areas where the sewer and water services are most economically available. Infilling should be a priority as an economic measure to assist in housing and business development. For example, the present sewer and water operated by the city is the most practical.
- d. To emphasize the area's quality of life as an ideal living environment for those who prefer a small town atmosphere in a metropolitan setting.

***Policies***

- a. Encourage the development of Horace as a unique community to maximize the use of its financial resources and investments. Horace in reality is a new town and shall be given a central theme for advertising and development to be distinct from other areas of the Fargo Metropolitan Area.
- b. Encourage balanced growth for housing, businesses and education, and emphasize quality of life in Horace. There is a need for commercial services as a new tax base and as convenient access points.
- c. Support the private sector actions that give high priority to redevelopment of available vacant and underutilized land in the city. The purpose here is to promote compact development for maximizing the city's financial resources. Compact development does not mean congestion, small lots and high density development experienced in some large cities and metropolitan areas. It addresses planned densities supported by park, open spaces, recreational development and support commercial services.
- d. Extend the city services to locations where development in the future is desirable and consistent with the city's goal for orderly, compact and cost effective development. Priority development areas to be continually examined. For example, areas west of the Sheyenne River to the Diversion area to be annexed and developed by residential uses. Development of 64<sup>th</sup>, 76<sup>th</sup> and 88<sup>th</sup> Avenues as arterial streets are



important to provide convenient access. Development of areas north of 88<sup>th</sup> Avenue and east of Cass County Highway 17 as a town center or an area south of the developed parts of the city east of Cass County Highway 17 offer many opportunities.

- e. Utilize existing utility and service capacities before extending or constructing new facilities. No extension of sewer and water services to areas outside of the city should be made, unless those areas are annexed to the city. The city has a limitation on public water and sewer particularly sanitary sewer. The priority for development should be given to those areas within the public water and sewer service area.
- f. Encourage effective communication and coordination with Fargo, West Fargo, school and park districts, Cass Rural Water District, county and townships to enhance the quality of growth and development in the area. Horace needs to work closely with its neighbors for joint project sharing and services such as sanitary sewers.
- g. Plan jointly with townships for the future development of extraterritorial area and particularly along the major and minor arterial streets. Annexation of land and maintaining an extra-territorial planning area is important to the future of Horace. Horace needs to annex those areas south and west of the city to protect its future growth areas
- h. Emphasize the importance of neighborhoods in Horace as separate but integrated community units. Horace is a city of neighborhoods and the future development pattern must address the importance of present and future neighborhoods. The principle behind this type of community development is to maintain small town environment in the metropolitan area by keeping the local streets serving the neighborhoods while connector and collector streets provide access to other parts of the city through the arterial streets. This can be accomplished by designing curvilinear streets as we presently see in



nearly all neighborhoods along the river. Through streets development should be avoided as connecting devices and only be used to connect one neighborhood to another.

## **Land Use**

Guiding the location of land uses and activities is an important part of community planning. A planned community in comparison with an unplanned community, experiences fewer problems in appearance and cost of services. Orderly development means careful placement of various uses in a community for the long-term benefit of all people. A good land use system allows each use to complement other uses and avoid conflict. There are many advantages in phasing land development based on the location and availability of infrastructure.

### ***Goal***

To create a compatible pattern of land use that is visually attractive and offers a wide range of compatible human activity and services without conflict on one another.

### ***Objectives***

- a. To encourage development of attractive, well balanced and well fitting land uses to meet the residential, commercial, public and semi public and recreational needs of Horace. This can be accomplished by keeping the agriculturally zoned land and then rezone the land according to the overall needs of the city and by the five-year planning period framework discussed in depth in the following pages under Planning Action Periods.
- b. To plan for extension and improvement of municipal services and utilities to meet the future development needs of the city. According to the City Engineer, expansion of public water system presently managed by Horace is feasible to double the present volume. Beyond that there are many questions from the capacity of aquifer that supplies the city water now. The city operated sanitary sewer has even more limitations and cannot be expanded more than 50 hook-ups beyond the

431 present hook-ups and little opportunity for expansion, unless supported by a more permanent system to transfer the waste water to West Fargo. Sequence Batch Reactors offer some choices for Horace and must be evaluated for its long term feasibility.

- c. To encourage development of land in a compact, orderly manner for the safety and convenience of the people and cost effective use of the city's financial resources. In recent years large lot development for residential uses has been popular. The increased cost of land and infrastructure may make this approach prohibitive for typical households and families.
- d. To encourage development to be close to school, park and outdoor recreational opportunities. This is for convenience of the user and at the same time makes neighborhoods more independent of each other.

#### ***Policies***

- a. Guide orderly and efficient use of land to avoid traffic and circulation problems and ensure safety, comfort and convenience of the public and at the same time maintaining and creating visually attractive neighborhoods. This would require careful rezoning of land to maintain compatibility with the surrounding uses, accessibility to streets with sufficient rights-of-way for future expansion and development for park, open spaces and other needs to emphasize neighborhood development.
- b. Target areas for development to meet the demand for residential, commercial, industrial and public uses for convenience of the people. This includes access to retail, personal, professional services and employment.
- c. Avoid over zoning of land particularly where there is a supply of appropriately zoned properties. Over zoning of land for commercial uses along Cass County Highways 14 and 17 should be avoided. Use agricultural district as a holding zone and act on rezoning request on a case by case basis under the guidelines of the Comprehensive Plan.

- d. Give priority to developing those properties where city utilities and services are available with sufficient capacity. Avoid extension of water and sewer to properties outside of the municipal limits, unless the properties are annexed to Horace.
- e. Encourage development in compact, efficient and functional forms to provide for convenient movement between residential and service areas. Encourage use of transition from one set of uses to another set of uses.
- f. Evaluate requests for rezoning for their long-term impact on the adjoining land uses and property values and the cost of municipal utilities and services. If other communities in the area initiate certain control measures such impact fees, follow suit.
- g. Encourage coordination of efforts among the school district, county, townships and other governmental entities for selection of larger sites for public facilities and uses. Coordination of plans and decisions should be a part of the long range planning process for Horace and need to be carried continually as recommended in the 5-year planning periods for implementation of programs and projects.
- h. Plan for compact commercial areas to avoid extensive strip development or leapfrogging, which often adversely impacts the use and enjoyment of adjoining properties. Designate an area for the city center site where most of the retail and service commercial would be placed. Avoid strip commercial development along County highways and arterial streets. Grouping of commercial uses is preferable to linear commercial development. This process should begin with the planning period 2008-2012
- i. Require commercial development be located in areas readily served by city utilities and services and within or adjacent to existing commercial uses. We recommend consideration of the land north of 88<sup>th</sup> Avenue (Wall Street) and east of Cass County Highway 17 or area south of the existing development east of Cass County 17.

- j. Relate major commercial development to existing and planned transportation facilities and services. Reserve sufficient land for industrial uses needing highway orientation. The sites recommended above for a town center are bound by arterial streets and would serve Horace well.
- k. The land use standards for density of residential uses are:
  - 3 or more acre lots for estate type uses for keeping of domestic animals
  - 1-3 acres for large lot residential uses
  - 15,000 square feet to one acre for low-density single-family detached units
  - 11,500 square feet to 15,000 square feet for average density single-family residential district
  - 8,500 square feet for affordable single-family residential units
  - 4,000-5,000 square feet for town houses and small apartments up to 8 units per acre
  - 3,200-3,500 square feet for apartment buildings up to 14 units per acre.

The commercial and industrial areas begin with larger tracts of land to accommodate expansion over time and keep the land uses compatible.

### **Public Services and Facilities**

Communities with up to date infrastructure have a great advantage in attracting development. Development of new land is a complex process and the key element to a successful project is location, timing and availability of public services. Also, as parts of the city age, the public facilities need extensive maintenance and replacement. Public facilities including water, sanitary and storm sewer and Parks and open spaces attract development. Water service, according to the Cass Rural Water District would be available without major limitations. Public sewer has major limitations and its development should be the city's top priority. Likewise, parks and open spaces serve a broad range of ages in the community for

sports, general outdoor activities and entertainment.

There are presently a total of 9.9 acres of land in three parks in Horace Two parks include baseball diamond. One park has horseshoe pit, tennis-basketball court. In addition to the school ground, two parks also have playground equipment. The general standard in most communities require 8%-10% of the land to be dedicated to parks for active and passive uses.

### ***Goal***

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

### ***Objectives***

- a. To maintain a system of current infrastructure to serve the existing and new development. The city needs a larger water and wastewater treatment capacity. Alternatives should be carefully examined within the near future. Horace needs to expand its storage facility by 200,000 gallons within the next 3 years. Sewer service is more critical and the city needs to meet the long term requirement of a growing community. The short term needs may be met by the limited available capacity and by on-site sewage disposal system for larger lots of one acre or larger, for standard size residential lots and other uses.
- b. To utilize the public services and facilities as a negotiating tool to enhance and improve the economic interest of the city. This is a two way street. On the one had, Horace needs extensive expansion of water and sewer. On the other had, Horace must avoid extending sewer to other areas outside the city. In addition, if Fargo or West Fargo agrees to provide sewer services to Horace, they undoubtedly will ask for some compromises on annexation to a large extent and type and location of development to a smaller scale. Horace needs to carefully walk through such complexities to keep its ability to grow without restrictive outside conditions and stipulations.

- c. To stage the development of public services and facilities in a fair and cost-effective manner. We could build the most elaborate system in Horace if there were no financial limitations, but since there are major financial limitations, Horace needs to evaluate the approach and build a system that addresses its needs including parks, open spaces and other community facilities such as libraries and a community center.

### ***Policies***

- a. Limit the extension of public services to areas designated as the city priority development area. Standards for the priority development area should include: (i) availability and capacity of public services; (ii) location, use and cost of services; (iii) ability of the area to pay the fair share of services, consisting of such costs as extension of services and maintenance; (iv) surcharges for those developments which appear too distant away and do not prove cost-effective for the city; (v) annexation of the land outside of the city. 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.
- b. 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
- c. Evaluate and monitor the capacities in the public utilities to accommodate the anticipated future businesses and population. If the priority is expansion of the tax base, Horace needs to place high priority on business development. The city needs to activate an advisory citizen group for economic development to work with the Greater Fargo Moorhead Economic Development Corporation to

develop programs and priorities for business recruitment and commercial/industrial development.

- d. 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.
- e. Require dedication of 10% of the areas 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 pond in each neighborhood or development area based on the drainage needs. Standards for small neighborhood parks, for general playground vary from 1-3 acres. Community parks including play areas require 3-5 acres. Athletic facilities, based on the type and variety of the activities are 5 or more acres in size. The City of Horace should coordinate the development proposals with the Horace Park Board for the size and location of the facilities at the time of plat review and approval.

### **Streets and Highways**

Good circulation is the life-blood of a community. It provides accessibility and mobility for people and places. Horace has good access to highways now for connecting it to other cities in the Metropolitan Area. As a metropolitan community, Horace needs a number of north-south and east-west arterial highways to connect to areas in all directions particularly to the north and east. Cass County Highway 17, the primarily north-south arterial needs extensive improvement planned for 2008 and connects with I-94 in west Fargo. Cass Highway 14 (100<sup>th</sup> Ave. S.), an east-west road, is now sufficient for existing traffic volume but needs to be widened in the coming years. Cass County Highway 6, an east-west road, dog-legs with Highway 17 the east part of which ties in with 52<sup>nd</sup> Ave. in Fargo and interchanges with I-29 four miles east. There



is a need for extension of 64<sup>th</sup> Ave., 76<sup>th</sup> Ave., 88<sup>th</sup> Ave. within the next 10 years. These roads also need to be extended west even though the Sheyenne River is a physical barrier. Improving 57<sup>th</sup> Street would open the area between Fargo and Horace. There is a need for 81<sup>st</sup>. Street and other north-south arterial streets to the west. These arterial roads at a minimum should be not more than one mile apart.

### ***Goal***

To maintain a system of streets and highway access to facilitate development of Horace in an orderly manner to serve the present and future residents and businesses.

### ***Objectives***

- a. To provide safe, convenient and efficient highway transportation services to meet the long term needs of all people in the city. This step requires designation of streets based on their functions ranging from: (i) local streets for direct access to houses, apartments and businesses; and (ii) connector and collector streets for taking the traffic to and from local streets and channeling it to and from arterial streets. We recommend designation of all streets located or to be located on section lines as major arterial streets. At one-half mile, we recommend designation of minor arterial streets. The designation of collector and connector streets will be based on the location, density and size of residential or commercial areas.
- b. To realize the full potential of existing street and highway facilities and services through an effective management, and continuing improvement. In this step we recommend selecting areas for different uses based on the recommendations of the Comprehensive Plan. Setbacks, placement of streets/access points need to be analyzed for convenient access, public safety, community appearance and fiscal impacts.
- c. To plan to utilize the existing streets and highways to encourage growth and development. Horace, because of its present development



form is a network of neighborhoods. These neighborhoods are supported by local streets connected to larger streets to carry traffic to and from largely Cass County Highway 17. Efforts should be made to maintain the qualities of these neighborhoods while the development evolves around them.

- d. To plan for a street and highway network which would guide the type of desired uses and growth pattern in Horace. This step needs close working relationship with Fargo, West Fargo, Cass County, township(s) and the Fargo-Moorhead Council of Governments.

### ***Policies***

- a. Designate and preserve the needed travel corridors that can serve the city now and in the future. Cass County Highway 17 serves as the major arterial that offers a variety of services to the community. It connects Horace to West Fargo and Fargo and other communities to the north. Cass County Highways 6 & 14 serve Horace and connect to Fargo. Also, 52<sup>nd</sup>, 64<sup>th</sup>, 76<sup>th</sup>, 88<sup>th</sup>, 112<sup>th</sup> and 124<sup>th</sup> Avenues should be designated as the east-west arterials. Likewise, 57<sup>th</sup> Street, 81<sup>st</sup> Street and other streets at one-mile interval west should be designated as north-south arterial streets, with rights-of-way of 150-200 feet and setbacks of 75 feet for a buffer to create an attractive development.

We recommend the following right-of-way width for streets in Horace:

Major Arterial Streets	150-200 feet
Minor Arterial Streets	120-150 feet
Collector Streets	100-120 feet
Connector Streets	80-100 feet
Local Streets	70 feet
Cul-de-sacs	100-120 feet diameter
Alleyway	20-30 feet

Access points to the adjoining properties must be through street intersection and no less than 660 feet apart.

- b. Encourage timely maintenance programs to preserve the existing streets and alleys to increase safety. Street upkeep is expensive and the property owners and users should be encouraged to protect this

investment. Upon construction, the routine maintenance is important to allow the street system to function to full capacity.

- c. Provide safe and efficient street system to meet the needs of all people who live, work and seek services in Horace. Following acceptable street standards such as Guidelines by the American Association of State Highway and Transportation Officials (AASHTO) emphasizes uniformity for design, construction and maintenance.

### **Business and Industry**

Horace as a part of the Fargo Metropolitan area needs to broaden its tax base beyond single-family residential uses. The cost of municipal services, schools, parks requires a strong and diverse commercial-industrial tax base that provides for the bulk of the needed infrastructures. Different size retail establishments, office buildings and compatible manufacturing will meet the needs of Horace as a growing city. The overall economic health of the city is important not only to its residents but also to a large area around it. Healthy business and commerce is the foundation for good jobs, income and public and private services.

#### ***Goal***

To create a vibrant and diversified economy that offers a broad range of services and employment such as grocery, drug, automotive, department stores, super marts, office buildings and other general or specialized personal and professional services.

#### ***Objectives***

- a. To develop a business center and sub-centers that provide retail, general and professional services and employment opportunities within 10 years. In 10 years the population of Horace is likely to reach 7,000 or more. In addition the growth of Fargo from the east will generate residential areas with a total population of 15,000 that could easily support major grocery, hardware, drugstore and supporting

personal and professional services ranging from insurance, banking to satellite health clinics and support services.

- b. To plan for clean non polluting industries that do not require heavy water consumption or produce large volumes of waste. To give preference to those businesses that generate zero effluent. Limitation of water service and storage requires selectivity in accommodating certain industries excluding agricultural processing and water-using industries.
- c. To help expand the job base in all areas of business, particularly in those areas that offer steady employment. A business advisory group must set targets, based on availability of financial resources of a program for business recruitment through assistance from the ND Department of Commerce and the Greater Fargo-Moorhead Economic Development Corporation and the Lake Agassiz Regional Council.
- d. To maintain an active city role in encouraging business development to serve the needs and interests of the people of Horace. The business advisory group in cooperation with the Planning Commission should develop yearly plans and programs and focus on the type of industry for recruitment.
- e. To help make Horace an attractive and vibrant business environment that draws new businesses and jobs. Horace needs to develop a central theme such as the City of Neighborhoods to promote a metropolitan community in a rural setting.

### ***Policies***

Planning and development of infrastructure is essential in attracting business development. Sufficient capacities for municipal water, wastewater beyond the projected residential development needs would enable Horace to attract suitable businesses.

- a. Develop appropriate capacities and incentives to maintain and enhance a favorable business climate. Devices such as Renaissance Zone, tax increment financing and tax abatement are important tools

in implementing programs that initiate growth. Being a part of the Greater Fargo-Moorhead Economic Development Group and Lake Agassiz Regional Council, Horace needs to take advantage of opportunities by being in Cass County for access to various local financial assistance.

- b. Encourage stable and growing businesses that diversify Horace's economy in compatible groupings to be located in the town center and industrial park. A town center needs a grouping of compatible businesses in a cluster of detached or attached buildings to provide retail, personal and household service needs.
- c. Emphasize economic development programs that encourage the private sector to participate in expansion of the existing businesses as well as attracting new businesses.
- d. Encourage the formation and development of new business organization that promotes local entrepreneurship and investment in Horace. A business group can help the city for reaching out to other businesses to strengthen the present business services.
- e. Provide opportunities for business owners and investors to advise the city for assisting the businesses and services to expand in the city. The City Council should be alerted of the need, availability and requirements of the businesses it wishes to recruit. The local business group together with the business advisory development committee may be able to reach out to inform potential businesses who wish to locate in a Horace type setting.
- f. Recognize the regional nature of economy and employment and encourage coordinated economic development efforts in the city and vicinity. Greater Fargo-Moorhead Economic Development Corporation and Lake Agassiz Regional Council are able to find and match businesses with the needs of Horace.
- g. Seek services of an individual to work with Horace City Council and other groups interested in community development. This could be

achieved initially through selecting a part-time person to provide leadership in the business growth for Horace.

### **City Beautification**

Horace has outstanding natural features by being located in the Sheyenne River Valley. As we travel along Cass County 17, we see vast areas of open spaces and farm lands with great potential for attractive and functional urban development. These areas need to be protected as the growth takes place. Pressure for commercial development and other urban uses should be guided to maintain the natural attraction of the area. Larger setbacks, landscaping and access control would help preservation of the natural amenities of the area. The City of Neighborhoods must protect its identity as such while it accommodates growth and development.

Major thoroughfares such as Cass County Highways 6, 14 and 17 and other east-west and north-south arterial corridors are gateways to Horace and reflect the value and taste of people in arranging and placing uses to maximize the visual experience of the residents as well as travelers.

### ***Goal***

To make Horace remain attractive in appearance while it performs as a highly functional city.

### ***Objectives***

- a. To bring the natural beauty of Horace's setting into the community. This step requires maintaining a network of open spaces connected with walk-ways and bikeways. Well spaced structures in residential, commercial and industrial areas provide a wholesome environment and maintain the high quality of the present residential environment.
- b. To encourage property owners to keep up the appearance of homes and businesses along major thoroughfares. Most of the well kept areas of Horace are not visible to travelers along the major thoroughfares

now. The new development needs guidelines to bring out the aesthetic value of Horace.

- c. To involve the city government, groups and citizens in a community beautification program.

#### ***Policies***

- a. Develop a beautification program by 2012. This should involve the business owners, homeowners, Cass County Highway Department, ND Forest Service, and some ND State agencies such as Dept of Transportation, ND Park & Recreation Dept., and federal agencies such as US Forest service
- b. Limit access to major arterial streets, in cooperation with Cass County Highway Department to Cass County Highways 6, 14 and 17 and other major roads to be developed in the future.
- c. Encourage property owners to maintain the appearance of their properties, particularly in the original town site area by emphasizing the building appearance including the treatment of the façades, windows, doors and roof lines.
- d. Require a general landscaping element as a part of a building permit, for new houses and those properties that use tax abatement and public based incentives.
- e. Prohibit collection of machine/automobile parts in the residential area.
- f. Develop a tree planting/landscaping ordinance that emphasizes beautification in all areas of the city.
- g. Steadfastly enforce the city's land development requirements for park, open spaces, dedication of drainage way easement and retention ponds.

#### **Fringe Area Development**

Cities like Horace experience visible changes on the fringes as they grow. Streets and highway corridors, based on their functions and capacity, attract development some of which may become incompatible over time and, therefore, pose

limitation for other needed development. Unplanned and piecemeal development causes traffic circulation problems, access and convenience problems, additional maintenance costs and visual problems. In the extraterritorial planning area and beyond, there will be much pressure for urban development. Cooperative planning is needed with Fargo, West Fargo, Stanley Township, Cass County Water District and Cass County to guide the future development for compatibility of uses, ease of providing water, sewer and yet avoiding premature development.

### ***Goal***

As the future part of the city, the fringe area should be kept free of incompatible land use and be kept in agricultural district.

### ***Objectives***

- a. To encourage development of an orderly pattern of land use which provides the best use of space at present and in the future for the benefit of all people.
- b. To encourage physical development of the land to be based upon the standards set forth by the city for siting, access, setbacks, landscaping and compatibility with the adjoining uses.

### ***Policies***

- a. Establish an urban development area for extension of services and utilities. Conduct annual review of the momentum of development to keep the boundary of the urban service area up-to-date in respect to availability of public water and sewer and other needed resources. Recognize that the city fringes are important parts of the community and their appearance and arrangements influence the public perception about Horace and also attract or detract the future development.
- b. Extend residential areas on a neighborhood basis. Continue the existing new residential pattern where the land is most suitable. Unless the area is ready for development as part of Horace, the designation of agricultural district as a holding zone provides opportunities for future planned development and installation of urban services. We recommend deferring the development of the fringe



areas including the lands in the extra-territorial areas. Any urban type development should require annexation to Horace. Furthermore, all fringe area development proposals should provide a detailed site plan as provided in the Land Use Ordinance.

- c. Encourage extension of streets and utilities to those areas that are mature for development and ready for receiving the full municipal services after the area is annexed to Horace. No land should receive public water and sewer unless it is annexed. A coordination and agreement with Cass Rural Water District should be initiated to avoid extension of water to areas outside of the extra-territorial jurisdiction of Horace.
- d. Avoid development of those lands that are subject to flooding or pose drainage problems, or are costly to serve by utilities. The developers should be required to provide detailed information on flood plain characteristics and soil suitability.
- e. Coordinate all efforts with the surrounding communities to consider the fringe areas as the new parts whose success or failure pose social and economic impacts on the city and its service area.
- f. Initiate a planning program with townships for the lands on Cass County Highway 6, 14, and 17 for the west and south of Horace. Appropriate development of these lands is important to the future of Horace.

### **Housing**

Horace today is a residential community in the Fargo Metropolitan Area. About 85% of its housing stock has been built since 1970 with many large lot upper priced houses in the last 15-20 years. Between 64<sup>th</sup> Ave. and 76<sup>th</sup> Ave, there are four large lot single-family neighborhoods east of the Sheyenne River. Holmen's Second Addition, Woodland Circle, Sleepy Hollow and Sleepy Hollow East accommodate 107 houses on one acre lots and larger. These neighborhoods include many upper priced houses and are served by the Cass County Rural Water and private septic tanks. On the west side of the Sheyenne River, the Maple



Grove neighborhood consists of 35 one acre in size or larger served by the Cass County Rural Water and septic tanks. The quality of the houses in this neighborhood is also high. South of 76<sup>th</sup> Ave. there are Brinks and River Oaks neighborhoods. Each one of these areas occupies ¼ section of land. Fradet neighborhood southwest of River Oakes has 27 large lots is not in the city now. Brink subdivision has 22 lots ranging from 2 to 10 acres. River Oakes is also a large lot neighborhood with 97 lots but it is served with city water and sewer. South of 88<sup>th</sup> Avenue and west of Cass County Highway 17, there are 3 neighborhoods consisting of 167 lots many of which are smaller than other neighborhoods mentioned above. This area is also served by city water and sewer.

South of 100<sup>th</sup> Avenue there are 50 very large lots with many of them having horses. On the south end of this area there are 6 lots outside of the city limits. Of the total 778 housing units in Horace now about 60% are in large lots of one or more acres. Many of these premises depend on rural water and soil absorption on site waste disposal systems, some of which may have had difficulties.

### ***Goal***

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

### ***Objectives***

- a. To encourage home ownership and home improvement to enhance the existing housing stock. We expect that single-family development, once we are over the present housing dilemma, will continue at a rapid growth at least compared to the recent rate of growth. Targeting housing units of different types by planning period discussed in the following section offers the city the desired choices as well as providing incentives to make it happen.
- b. To encourage the private sector to maintain a choice of housing types and locations for persons of all income levels. This would require

getting in contact with builders and developers and pointing out the areas suitable for different density housing.

- c. To encourage development of affordable housing for ownership and rent.

***Policies***

- a. Encourage development of a broad range of housing types and densities to offer choices in affordable price ranges by offering tax incentives and other incentives. Diversity in housing units offers more opportunities for all income level households to consider Horace as their residence. Presently, Horace offers a two-year tax exemption for the first \$75,000 of new single-family construction. If the city adopts a Renaissance Zone Program, the property owners within the zone making improvements or building new houses will be eligible for a five-year North Dakota State Income Tax Exemption up to \$2,000 per year.
- b. Encourage improvement of existing housing stock to increase choices in housing availability particularly in the older parts of the city. To encourage rehabilitation of the older single-family houses and new construction under a Renaissance Zone Program. An advantage of the Renaissance Zone Program is that it provides incentives for new housing development.
- c. 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.
- d. Support programs for affordable housing to assist the first time homebuyers and those who can only afford lower priced houses. In addition to the 2-year general tax exemption given by the city, the Renaissance Zone makes new single-family homeowners eligible for income tax exemption.

- e. Encourage planned unit development (PUD) of housing projects to meet a wide range of housing needs based on age and financial considerations. The Land Use Ordinance provides detailed requirements for this process. Laying out a whole neighborhood as a PUD emphasized the neighborhood concept with connecting roads to other neighborhoods and community facilities.
- f. Encourage compact development to reduce the costs of street, sewer, water and other municipal services.
- g. Encourage energy conserving design in the development of new houses.
- h. Discourage over concentration of housing units for low-moderate income households.
- i. Enforce the building code and zoning regulations to assure upgrading of housing units and their physical appearance.
- j. Enforce the Land Use Ordinance to meet the minimum requirements for manufactured home parks.

## ***TARGETTING PLAN***

### **Future Prospects**

Horace's future is largely connected with the growth and changes in the Fargo urbanizing area. The metropolitan growth has placed Horace in an enviable position for growth even though there are numerous challenges. The type and intensity of growth makes it necessary for Horace to look to the future for a much larger population, more residential and commercial development, larger community facilities to make the residents less dependent on services outside the city. This growth has consequences that can be avoided by continuous planning and programming. Unplanned growth is costly and places the community in a position of less justifiable compromises in meeting the needs of the city on a timely basis. There will be some hard decisions ahead that could only be addressed by deciding the type of community desired and the needed services to accommodate the growth continually.

The future will bring many changes to Horace, some of which can be predicted more easily and some based on regional and technological growth and evolution are harder to predict. We can plan for the predictable and need to be open and ready to approach the less predictable. Based on the recent changes in community demographic, we see opportunity for doubling and tripling the existing population of about 2,400. While the past growth is not always indicative of the future growth, by virtue of the location of Horace as a metropolitan community where land is available at reasonable prices and low cost of municipal services, we can confidently project large scale growth.

In the past 6 years, Horace has had growth of 158% from 932 persons in 2000 to an estimated 2,400 in 2007. This growth rate compares with 48% in the previous decade 1990-2000. As an illustration we offer a series of straight line projections in Table 17. We must emphatically note here that one cannot predict the future population with any degree of accuracy. These projections are merely based on the growth rate that Horace has experienced in recent years. Likewise we see a major change in the number of households from 3 persons per household in 2010 to 2.5 persons per household in 2020 and perhaps fewer persons per household in 2030 (See Table 18).

**Table 17**  
**Population Projection**  
**For Horace, ND**

	2000	2007	2010	2015	2020	2025	2030
Series A	932	2,400	2,720	3,325	4,065	4,970	6,070
Series B	932	2,400	3,430	5,880	10,080	17,290	29,700
Series C	932	2,400	3,070	4,500	6,600	9,700	14,200

Source: Based on growth rate of population in 1980-2007

Series A growth at average annual growth (1980-2000) of 4.43%

Series B growth at average annual growth (1980-2007) of 14.30%

Series C growth at average annual growth (1990-2007) of 9.36%

**Table 18**  
**Household Projections for**  
**Horace, ND**

	2000	2007	2010	2015	2020	2030
Series A	508	800	900	1,330	1,630	3,035
Series B	508	800	1,150	2,350	4,030	14,850
Series C	508	800	1,040	1,800	2,640	7,100

The projections in table 17 are adjusted for average of 3 persons per household to 2010  
2.5 persons per household to 2020 and 2 persons per household to 2030

The only certain thing we know is that Horace will experience a fast growth. The speed of growth is dependent upon several factors including but not limited to availability of services particularly the sanitary sewer service. Presently, about 400 households are connected to public sewer. The other nearly 400 houses are dependent on septic tanks. Septic tanks function so long as there is enough land for drain field and if the soil conditions permit. For lots over one acre, reliance on septic tank may not pose problems. But seasonal changes will pose problems for smaller lots over time. At the same time the rises in land value will become a barrier to large lot ownership. For example average single-family lots in Fargo and West Fargo are less than  $\frac{1}{4}$  acre in size. We foresee the economics of urban land in Horace will change the densities of single-family development. We will see a need for multi-family sites and commercial and industrial sites which in turn would require the investors and developers to increase the densities to make the land and building construction more affordable.

In the following pages we will address opportunities for growth based on several alternatives that most of the metropolitan communities like Horace have experienced. Again we must emphasize that no situation is self guiding. Community growth management requires consistent, continuing and coordinated planning. Events that take place outside of Horace impact Horace in a dramatic way. Level and intensity of services such as retail services, entertainment, selective shopping, health, education and professional and personal services will impact the way of life in Horace. Guided growth will provide the needed service,

employment and tax base and would enhance the quality of life. In the previous section we have set forth policies in areas of: housing; land use; public service and facilities; city beautification; and fringe area development. These policies may need to be expanded in the future years at five-year intervals to accommodate unmet needs, unanticipated changes and emerging situations. We recommend setting a framework for action based on five year implementation periods. Such a guide should be flexible to accommodate change and unforeseen situations.

### **Community Development Pattern**

Today, Horace is a suburban town with about 2,400 people in several neighborhoods. It is a linear town developed along Cass County Highway 17, without a central focal point. There are tracks of land along this highway and other major arterials suitable for development. There are very few services in the city now and the residents rely on Fargo and West Fargo for meeting their needs. This form of community will change, as its population grows. Even suburban communities need certain convenient services locally. We have seen a change in this direction in Horace in recent months. The C-Store and other buildings under construction nearby is an example. Furthermore, we have discussed the need for expansion of the tax base in addition to the residential uses. The need for more services will gradually change the form of the community. We will see more commercial service demand along the major streets in the coming years. Our goal is to guide the development into locations that serve the people of Horace effectively without encroaching on residential neighborhoods.

### ***Growth Period 2008-2012***

In this period we will see more residential development provided that the city takes steps to address the sanitary and storm sewer needs. As we stated, the present public water system can provide twice the present consumption rate in the city service area. Outside of this area, the Cass Rural Water is poised for providing the needed water to residences and businesses.

The sanitary sewer need may be overcome in the short run, by installing Sequencing Batch Reactors (SBRs). According to the City Engineer, Sequencing Batch Reactors (SBRs) could be installed relatively easily and the effluent be discharged into the Sheyenne River. It may be possible that technology of this industry will advance the effluent quality issue that larger populations can be served by adding new units in one area or separate units in different areas. For the time being however, we are still relying on the more traditional waste water treatment facilities under by ponding. West Fargo with a present population of 21,000 relies on waste water ponds for treatment. A central waste water treatment facility that presently Horace operates may not be easily expandable as the area around the waste treatment cells builds up. A proposed alternative to build a sewer interceptor to West Fargo has merit but developing another similar waste treatment facility at a different location is more expensive and perhaps not feasible.

In 2008-2012 period the City of Horace needs to earnestly examine alternatives for waste water and storm water disposal in depth. The present city operated system has limited space for expansion. During this period we assume that the short term needs of the community for water, sanitary and storm sewer and transportation can be met. The needs of households and service commercial as projected in Table 18 can be met relatively easily.

A summary of the tasks to be undertaken during 2008-2012 period includes but not limited to the following:

1. In the early part of this period, we anticipate that the annexation issue regarding sections 5 and 6 on the northern border of Horace is resolved. At the same time we recommend a process for annexing the east one-half of Section 28 and the remaining parts of Section 29 on the south side and western parts of Sections 18 and 19 to the Diversion Channel. These areas are important to the future growth of Horace and early annexation together with extension of the extra-territorial area farther out would assure



protecting the interests of Horace for orderly development, larger tax base and a stronger voice in community development. Also during this period, it is important to set a process for continuous land annexation to the south and west.

2. A detailed analysis of alternative scenarios for Horace's infrastructure needs to be translated into a Capital Improvement Plan. Such a plan must include an inventory of the infrastructure including water, sanitary and storm sewer, streets and community facilities such as parks, community center, etc. The inventory for water and sewer particularly should cover: (a) the condition, size, capacity of water and sewer lines; (b) condition and capacity of water storage, water source; (c) waste water treatment needs and workable alternatives; (d) storm water and drainage plan; and (e) solid waste management. Horace should address the need for a comprehensive drainage and storm water plan during the first year of this period. A detailed plan would also help the city to guide the growth to those areas with less drainage problems. A capital improvement plan should consider the storm sewer issue continually for existing development as well as by examining each development proposal in the future.
3. It is understood that the city needs to expand its water production. The current water storage with a capacity of 75,000 gallons is insufficient and a new water storage facility is needed. Likewise the Cass Rural Water officials point out the need for expansion of its storage capacity in Horace. A joint water storage with a capacity of 200,000-300,000 gallons or more alternative must be explored for cost effectiveness to serve the City of Horace.
4. The city should open discussions with Fargo and West Fargo for receiving sewer services. If the Garrison project is finally implemented, Horace's water need issue will be addressed for a long time. In the mean time, the City should become an active participant together with Fargo, West Fargo and other communities to finalize the plan for water diversion from the Missouri River to the metropolitan area.



5. Evaluation of other community facilities such as schools, parks and recreational facilities are essential, as the growth of households with school age children poses a new demand for larger facilities. Coordination with West Fargo School District is needed to examine alternatives for locating a new school in Horace.
6. Targeting priority areas for growth based on availability of infrastructure and the needed funds to move ahead without interruption. This plan has already recommended priorities for residential housing of all types and commercial services.
7. Work with Cass County Highway Department to continue a program for regular maintenance of Cass County Highway 6, 14, and 17. Cass County Highway 17 is scheduled for improvement in 2008 and offers a much improved traffic movement. Cass Highway 6 (52<sup>nd</sup> Ave. South) needs widening to match its extension in the City of Fargo. Cass Highway 14 has recently been improved but it may need widening depending on the volume of traffic that it can handle in the next 5-10 years. Presently, the City of Fargo is examining alternatives for 64<sup>th</sup> Avenue that will interchange with I-29. This arterial road is important to the City of Horace. The city should initiate discussion with Cass County for its designation as a county highway. A close coordination with the Fargo-Moorhead Metropolitan Council of Government is essential to place the arterial streets on the Highway Improvement Plan for analysis, planning and improvement as part of the Metropolitan Area Transportation Plan.
8. Highway improvements including access control, obtaining additional rights-of-ways for arterial and collector streets particularly 52<sup>nd</sup> Avenue South, 64<sup>th</sup> Avenue South, 76<sup>th</sup> Avenue South, 88<sup>th</sup> Avenue South, Cass County Highway 14 and other roads constructed on section lines and half section lines in north-south and east-west directions should be initiated. Also setback lines proposed in the Land Use Ordinance should be consistently administered for ease of street widening to serve the public effectively.

9. Evaluation of the city's financial resources to determine the extent of incentives that the city could grant for attracting new businesses. This evaluation should also focus on a realistic approach toward expanding the water and sewer services. A business development advisory committee needs to be formed to develop plans and programs for businesses and service development. In the beginning of this period, we recommend evaluation and adjustment of all application and permit fees to be comparable with Fargo and West Fargo.
10. The city should steadfastly examine opportunities for a town site center on a sufficiently large parcel to accommodate a broad range of service uses in the coming years. We see opportunities for one site east of Cass 17 and north of 88<sup>th</sup> Avenue S. and another site on the northeast corner of Cass County Highways 14 and 17 intersection. Such a step requires gathering a group of investors with a detailed plan. Here, the business development committee could initiate contacts with the Greater Fargo-Moorhead Economic Development and ND Department of Commerce and local agencies including the lake Agassiz Regional Council to begin a job and business development process. We recommend a series of discussion in this period to set the stage for a series of planned commercial projects beginning with basic retail services and then expanding into more specialty services including clothing, hardware, furniture, household items and the like.
11. Coordinate development process with Stanley and Warren Townships as a program for future annexation of new areas to the south and west of the city.

#### **Sub-Service Center**

This is the next stage in the growth of Horace. We assume that 2008-2012 period will add the needed infrastructure and program to stimulate commercial service development. We have recommended designation of a site large enough for a town center where a wide variety of services and facilities are developed over

time. Priority for such a site should be given to the land in SW ¼ of Section 17, north of Wall Street and east of the C-store. Another choice is the land on the north east intersection of Cass County Highways 14 and 17 or a parcel of land north of this area. Both of those sites will serve the city well. Design and access for a town center is important for the convenience of the people as well as attracting larger services and businesses in the future. Horace in its earlier history was a sub-service center and within the next 10 years will have opportunities to attract a wide ranging type of local and regional services. We understand the impact and momentum of competition from Fargo's southwest and particularly along 45<sup>th</sup> Street South and also along 52<sup>nd</sup>, 64<sup>th</sup> and 76<sup>th</sup> Avenues South over time. Yet, we see many opportunities for beginning a strong and central commercial node in Horace. Again planning, coordination and a business outreach program are needed to make things happen

#### ***Growth Period 2013-2017***

We assume that infrastructure issues particularly waste water treatment and additional water storage fully addressed and alternative courses of action for meeting the demand are taken. We anticipate a moderate population growth of 4,000-5,000 people in the beginning of the period and by the end of this period, Horace's population may exceed 7,000.

The following tasks during 2013-2017 need to be focused on.

1. Strong annexation of new areas should continue. During this period, areas on the southeast and south on both sides of Cass County Highway 17 one and one-half miles to the east and two miles to the west should be annexed. Also all lands west of the Sheyenne Diversion Channel should be annexed to the City. An aggressive annexation program would assure the uninterrupted growth of Horace. A boundary review and outreach as an advisory committee group should be set up to work with the Planning Commission, Business Development Committee and the City Council to carry the annexation program forward by reaching out and soliciting large

scale property owners to initiate annexation to Horace. This would require agreement with Stanley Township to mitigate tax impact and reduce potential conflict.

2. We assume that by the beginning of this period, the new water storage with a capacity of serving at least 6,000 people but easily expandable is in place. We recommend underground reservoirs as opposed to overhead water tower. Advantages of underground reservoirs in addition to aesthetic value are many, among which are lower cost of construction and ease of expansion of capacity as separate cells could be added. If the construction costs are reasonable the first cell should be as large as possible.
3. Close coordination with Fargo and West Fargo should be continued for addressing the long term water and sewer needs of Horace. We recommend agreement for waste water transfer as the Fargo development will be adjoining the Horace development on the north and east sides. We should point out that all future agreements must be carefully evaluated to make sure that the potentials for growth and development of the city, particularly commercial development for a town center complex is not compromised.
4. The city urgently should pursue options for a dependable waste water facility be it connection(s) to West Fargo and Fargo. Continuing the use of Sequencing Batch Reactors (SBR) should be evaluated by the City Engineer and expanded, if feasible. The key point is dependability of a system for waste water treatment and discharge and environmental suitability of the system, including the locational issues.
5. Identification of other community facilities and needs as the population passes 5,000 persons for schools, parks, library, community center and other facilities needs to be pursued. Park land dedication in every land division must be pursued. A plan for public facilities developed in 2008-2012 should be updated. The West Fargo school district should be encouraged to locate schools in the growing areas of Horace, if a process

has not begun in 2008-2012 period.

6. Business development must be given high priority as an attempt to provide services and jobs locally and also will build up the tax base, essential to the future of Horace. If a business plan and program has not been put in place during 2008-2012 it must be activated in the first two years of this period. We anticipate that a town center will be in place on a planned basis and continue for expansion during this period.
7. Reevaluation of incentive programs as a part of business development should be done as a part of physical and development of Horace by the Business Development Committee and the City Council to assure the business recruitment continues and the level of incentives are comparable with Fargo and West Fargo. We must emphasize the importance of the work of this committee and its coordination with the Planning Commission and the City Council. Because of the scarcity of financial resources in Horace, it is important that members of the committee, as a volunteer organization do a good part of the outreach and contacts with developers and potential businesses.
8. Evaluation of development areas priorities is needed to assure the City of Horace focuses on the mixes of development, based on the consideration of the market forces and interest of the city. For example, density and type of residential uses, location and access to services. By this time, Fargo is expected to have developed most of the presently vacant lands north and northeast of the city and possibly the east side. The urbanizing pressure would make it necessary for Horace to development east of Cass County Highway 17. Suitability of the land for development must be examined before the city is committed to any development that may generate negative impact on the area environmentally or places undue pressure on the city resources.
9. The growth to the south along Cass County Highway 17 and to the west is essential. By the end of this period, all areas on the east side of Horace between 64<sup>th</sup> and 88<sup>th</sup> Avenue South are expected to be developed or

planned for development. As the lands in this area are scheduled for development, in addition to the soil suitability, we must emphasize appropriate steps for drainage issue, the need for retention pond(s) and drainage easement should be steadfastly considered. We must point out that the drainage pattern on the east side of Cass County Highway 17 is largely oriented toward Cass County Drain 27. This drain needs to be expanded and additional right-of-way added to be kept up to date for increasing surface water discharge. In this regard, a close and continuing working relationship with Southeast Cass Water Resources is needed.

10. Maintaining consistent policies for adding to the right-of-way of the arterial and collector streets mentioned in the previous planning period is essential. This would require close coordination with Cass County and Fargo-Moorhead Metropolitan Council of Governments for planning and improving arterial streets. We anticipate that 64th, 76<sup>th</sup>, 88<sup>th</sup> Avenues South, 57<sup>th</sup> Street, 81<sup>st</sup> Street each have 150-200 feet right-of-way for construction of arterial streets.

### **Employment Sub-Center**

Within 10 years, Horace has an opportunity to develop capacities to become an employment sub-center. This stage of growth is dependent on the speed and momentum of the previous stages of a sub-service center development, reaching the scale and diversity that would require a variety of employment opportunities. It must be pointed out that the growth is gradual and sometimes slow, but requires a consistent, continuous support and commitment to achieve. We can learn from the experience of West Fargo in the last four decades which slowly grew from a suburban residential area to an active sub-service center to a sub-employment center and now a service center in the metropolitan area. It should be pointed out that the overall picture of the metropolitan area, as a major center for a broad range of services including retail, wholesale, manufacturing, education, health care and entertainment is a seamless web, but not totally independent of its service area and also other larger metropolitan areas and regions in the US.

Horace, in other words would be a part of this web of services and employment opportunities since a large part of the resources, including higher education, retail-wholesale services, health care and air transportation are mostly in Fargo now. For Horace, there is an opportunity to take advantage of these services and become an active satellite.

### ***Growth Period 2018-2022***

By this period, the population is anticipated to reach 10,000 placing it among the 10 largest cities in North Dakota. A city of this size naturally would require more resources including money, staff time and community volunteers (for serving as members of boards and commissions). We anticipate by this time Horace will have over 3,000 housing units of different types depending on the metropolitan housing needs and direction the community chooses for guiding residential growth. Also, the business base would likely be comparable to present business bases in the cities like Devils Lake, Valley City and Wahpeton. These changes are based on the assumption that the Fargo-West Fargo area growth in business and industrial development would continue at the present pace. Any acceleration or deceleration of growth momentum should be understood in programming for growth.

The tasks in this planning period become more complex as the size of population and its business momentum surge ahead. To stay in focus, many of the previous tasks discussed in the previous 2008-2012 and 2013-2017 may require, refinement, follow through and possibly re-direction.

1. Annexation of additional lands in large parcels to the south and west should continue. A continuing evaluation of the previous years' annexation action is needed for the city to remain on target for guiding the growth and development of Horace.
2. Evaluation of all programs of the city including economic development, planning, public works, finance, fire and police should be the first step priority to determine successes, delays, mistakes and barriers to



implementing any program. This process should be done without threat to individual staff or program. They should be done routinely and reward those department staff who in the opinion of the City Council have successfully met the goals of the city and individual program. This type of evaluation must be done at a retreat type event away from the regular city meeting agenda and with the participation of staff in the discussion. The priorities should be discussed at such meetings and finalized at regular City Council meetings with advance notices to the city residents for input. In addition a review and adjustment of all applications and permits related to land use and development is necessary. We recommend review and adjustment of all fees related to applications and permits issued by the city.

3. Infrastructure will remain an important issue. While water would be available through the Cass Rural Water, West Fargo, Fargo and possibly Garrison Diversion, the city needs to evaluate storage capacity, needed volume of water to continue its growth. A city with 10,000 population would require nearly one million gallons of water and sizable storage for over two million gallons to continue its growth uninterrupted.
4. Waste water treatment would still remain an urgent issue. It would require new sources through Fargo and West Fargo, as well as other alternatives. Again, if the Sequencing Batch Reactors (SBR) is deemed feasible by the City Engineer and its technology would prove promising, then, there would be fewer problems. Any gap in providing sufficient waste water treatment and disposal will slow down the pace and size of growth. By the beginning of this period the city should have the needed long term waste water treatment disposal in place.
5. Other community facilities also need re-evaluation to meet the needs as the city population goes beyond 10,000. A look at one segment of population, the children of school age which will be about 1,200 by 2017-2022 period deserve undivided attention for more classrooms and educational facilities, parks, open space and recreation. Likewise the 65+



population will experience significant growth and would require somewhat separate facilities for residential and recreational and health care purposes. In addition, we will have a sizeable 18-64 age group, most of whom are actively employed, requiring different types of services. These needs must be analyzed and addressed continually.

6. Planning and coordination become even more important for reaching out to provide more school rooms, library facilities, community center(s), parks and open spaces. A continuing program for joint planning and programming with the school district, park district and business community is essential for meeting the needs of a growing city.
7. The population demand for convenient access to services such as retail, education, health care would require a continuing emphasis on expansion of services and job development. The city needs to evaluate its previous five-year business development program to determine new areas to be added and the required resources are provided. Detailed citizen input sessions and getting different boards, commissions and City Council involved in jobs and priority setting are needed to maintain a focus on the type, direction and quality of development.
8. Evaluation of community pattern in relationship to demand for services is needed here to determine priorities for development areas and needed services to serve the population neighborhood by neighborhood. Neighborhood planning through volunteer participation and staff assistance would help to maintain a balanced growth pattern as the new neighborhoods emerge. Older neighborhoods, as they go through change because of physical and population change, also require consistent and regular attention.
9. Business development remains a priority to assure added employment opportunities and a wide range of service are available to Horace. Shopping Center, groupings of office facilities (office park) and industrial park would have strong appeal, as the land becomes more expensive and scarce in other parts of the metropolitan area. Targeting specific

businesses for employment and service becomes easier as the basic service may be already in place as a result of the efforts in the two previous planning periods. This does not mean that most businesses would automatically come to Horace. The business development begun in 2008-2012 should even be strengthened further for attracting large businesses. There will undoubtedly be competition by other communities in the metropolitan area and region. But, so long as the property taxes are kept at a reasonable level and a good reliable infrastructure is maintained, a good marketing plan supported by a strong outreach program can be very effective.

10. In this period, a comprehensive evaluation of financial services including comparison of taxes, service fees and revenues of Horace would be needed, as the city enters the third planning period. Review and adjustment of fees for review of applications, permits related to all requirements of the city is important and should be kept up to date annually to pay for staff time and direct costs to the city. This includes updating a realistic capital improvement plan to assure that the priorities are implemented in a timely fashion, based on the available resources.
11. Coordination with the neighboring jurisdiction including Fargo, West Fargo, Stanley Township and Cass County are important to the success of infrastructure, community facilities and business development in the coming years.

### **Balanced Sub-Center**

Within the next 15 years Horace will become a balanced sub-center in the area. Such a growth will bring more complexities and challenges for infrastructure improvements including water, sewer, streets, park, schools, community facilities such as libraries and centers for youth and adult population. While most of the commercial establishments will be directed by public demand, the city council and its support staff, volunteers serving on boards and committees will play a major role in the priority and extent of services. During this time the consistent

and coordinated planning for physical, economic and social development of Horace will become even more important. Horace, no longer will be a residential suburb in the metropolitan area. It will be an important component of the metropolitan area intertwined closely with other cities for serving a much larger region.

### ***Growth Period 2023-2027***

During this period many of the steps and focus areas discussed in the five years of planning period will need attention on a larger scale. But in this period, the foundation for a new long term planning period 2029-2048 should be laid out again at five year intervals.

In this five year period when the population of Horace may reach 20,000 or more, the city needs to determine what level of growth is appropriate for Horace in the coming years. While, because of the complexity of global, national and regional issues we can not specifically forecast the future beyond ten years, we are confident that a community like Horace will be poised for growth as a shareholder in a metropolitan setting.

The critical element is comprehensive, continuing, and consistent planning for the physical (environmental), economic and social components of regional growth and prosperity. As an identifiable center, Horace's needs should be met on a larger scale. We recommend continuing a list of priorities offered in the previous three planning periods (2008-2012, 2013-2017, 2018-2022) forcefully addressing: (1) annexation of new areas to the south and west; (2) infrastructure particularly sanitary sewer, drainage; (3) transportation including planning, design and construction of the arterial and collector streets; (4) economic development; (5) community facilities including parks, schools, library, youth and adult centers and other educational and recreational needs; (6) review and adjustment of fees; and (7) seeing general and detailed priorities for the next twenty years (2029-2048).

### **Future Development Pattern**

By 2028, we anticipate that most of the areas on both sides of Cass County Highway 17 from Cass County Highway 6 (52<sup>nd</sup> Avenue South) to Cass County Highway 14 will be developed. This would include a town center on the east side of Cass County Highway 17. In these years we anticipate that 8-10 sections of land will be annexed to Horace making the total surface area about 11,000 to 12,000 acres.

### ***Residential Areas***

Depending on the availability of sewer service, we anticipate that the concentration of growth area will be largely north of Cass County Highway 14, although depending on the growth momentum and initiatives of Horace, 124<sup>th</sup> Avenue South with direct access to I-94 and southwest Fargo will offer opportunities for growth. Extension of Cass County Highway 6 to the west directly across Highway 17 also opens up the west of the Sheyenne River Area. With construction of 81<sup>st</sup> Street as another north-south arterial, the suitable lands on the west side will be developed for residential uses and the support convenience commercial uses. Addition of 64<sup>th</sup> Avenue South, 76<sup>th</sup> Avenue South and 88<sup>th</sup> Avenue South will connect the areas for more residential and neighborhood commercial services. By this period 57<sup>th</sup> Street, the east city limit between Fargo and Horace will be fully developed. We anticipate a housing stock of over 10,000 units with a broad range of size, density, price/rent and locations.

### ***Street and Highway Pattern***

As we have emphasized, protection of street corridors are very important to the orderly and cost effective development lands in Horace. In this period we anticipate full development of 64<sup>th</sup>, 76<sup>th</sup>, 88<sup>th</sup>, 100<sup>th</sup> (Cass County 14) 112<sup>th</sup> and 124<sup>th</sup> Avenues South as arterial streets with 150-200 feet of rights-of-way and setback lines of 75 feet. Likewise, the 57<sup>th</sup>, 81<sup>st</sup> Street, and at least another north-south arterial street one mile to the west will be developed. We also anticipate that minor arterial-collector streets are put in place at ½ mile distances between

arterial streets in both directions east-west and north-south.

We recommend a close observation of the development along these arterials as they will need widening to accommodate more traffic. The development of these streets needs to be planned ahead with Cass County, Fargo and West Fargo through the Fargo-Moorhead Metropolitan Council of Governments for planning and coordination. The needed rights-of-way should be acquired through land dedication as development proposals are reviewed and approved.

### ***Service Commercial Development***

In this period we foresee development of a large commercial town center occupying 160 acres surrounded by office complexes and open spaces. In addition, we will see a cluster of convenience commercial uses at key intersections of Cass County Highway 17 and 64<sup>th</sup>, 76<sup>th</sup>, 88<sup>th</sup> and 100<sup>th</sup> Avenue and potentially near intersection of these arterials with 57<sup>th</sup> Street and 81<sup>st</sup> Street. As we have stated retail and service commercial development east of 57<sup>th</sup> Street South is a challenging factor in the future of a commercial town center in Horace. The economic development advisory groups must be given latitude and resources including staff and funds to initiate projects with good momentum to succeed.

### ***Industrial Development***

To enrich the financial base of Horace, there is a need for industrial facilities that are suitably located to complement residential areas for employment. Presently, there are a number of sites on the south side of the city suitable for industrial uses. Industrial and larger commercial facilities should be clustered in areas close to arterial streets and yet separated from residential areas. Good site planning, strict covenants and architectural guidelines would create quality environment. There are several good examples of industrial-commercial grouping found along 45<sup>th</sup> Street North in Fargo.

### ***Public Facilities and Infrastructure***

Water and sewer will be continuing issues that pose a barrier to the growth of Horace and need continuing planning and coordination with the cities of Fargo and West Fargo and also with the Cass Rural Water District.

Parks and open spaces, an important component of high quality urban life must be a part of every development proposal. Land dedication or money in lieu of land dedication is important tools for acquiring land and developing it at key locations for serving the neighborhoods and the city as a whole. We have listed the standard under the land use section and make the land dedication a requirement in all areas of the city.

Facilities such as libraries, centers for youth and adults, outdoor and indoor facilities for sports and entertainment will be needed and placed at key locations for convenience of the people of Horace.

Schools in the growth of Horace play an important part. The present grade school will need expansion. Other sites should be discussed for grade school, middle and high school with the school district. It will be practical to form an education advisory group within early in 2008-2012 years to discuss opportunities for new school facilities in Horace.

### **2029-2048 Comprehensive Plan**

Near the end of 2022-2028 period the city should start a process for a new 20 year 2029-2048 Comprehensive Plan beginning with 2029-2033 period. A total review of all plans, programs and projects in 2008-2028 is needed to move ahead effectively.