2050 LAND USE PLAN

City of Grand Forks

April 2022

CITY OF GRAND FORKS NORTH DAKOTA

Grand Forks - East Grand Forks
METROPOLITAN PLANNING ORGANIZATION

SRF

PRAXIS Strategy Group

A RESOLUTION UPDATING THE GRAND FORKS MASTER PLAN FOR THE CITY OF GRAND FORKS, NORTH DAKOTA, AND PROVIDING FOR THE AMENDMENT THEREOF, PURSUANT TO CHAPTER 40-48, NORTH DAKOTA CENTURY CODE, AND FOR THE REPEAL OF ALL SECTION CONFLICT HEREWITHIN.

WHEREAS, the governing body of the City of Grand Forks has created a Planning & Zoning Commission in accordance with state law, and

WHEREAS, Chapter 40-48, North Dakota Century Code, empowers the Planning & Zoning Commission to make and adopt an official Master Plan and to provide for its administration, enforcement, and amendment thereof, and

WHEREAS, the Grand Forks Year 2045 Land Use Plan Update was made with the general purpose of providing a program for orderly growth of the City of Grand Forks and its environs in the future, which in accordance with present and future needs will provide amenities of life, health, safety, morals, order, convenience, prosperity, and general welfare, and

WHEREAS, the existing land use element of the Grand Forks Master Plan is due for update which is planned to occur every five years, and

WHEREAS, the Grand Forks City Planning & Zoning Commission has given due public notice of the hearing related to amending the land use element of the Master Plan, and

WHEREAS, all requirements of Chapter 40-48, North Dakota Century Code, with regard to the preparation of the plan have been adhered to and met:

NOW, THEREFORE, BE IT ORDAINED BY THE GRAND FORKS CITY PLANNING & ZONING COMMISSION OF GRAND FORKS, NORTH DAKOTA, THAT WE DO ADOPT THE GRAND FORKS YEAR 2050 LAND USE PLAN AS AN AMENDMENT TO THE GRAND FORKS MASTER PLAN.

Dated this 1st day of June, 2022

Meggen Sande
Secretary, Grand Forks Planning and Zoning Commission

Steven Wasvick
President, Grand Forks Planning and Zoning Commission

ORDINANCE NO. 4830

AN ORDINANCE AMENDING THE COMPREHENSIVE PLAN, AMENDING CHAPTER XVIII ARTICLE 8, COMPREHENSIVE PLAN; SECTION 18-0802, ELEMENTS OF THE GRAND FORKS CITY CODE OF 1987, AS AMENDED, PERTAINING TO THE GRAND FORKS-EAST GRAND FORKS 2050 LAND USE PLAN UPDATE.

BE IT ORDAINED BY THE CITY COUNCIL OF GRAND FORKS, NORTH DAKOTA, THAT:

Section 1. Amending Clause

Section 18-0802 is hereby amended as follows:

(A)The Grand Forks Year ~~2045~~ **2050** Land Use Plan Update, together with all maps, information and data contained therein.~~, including the follow changes:~~

~~1.Map Amendment #1 (Figure 3.11: 2045 Growth Tiers Map).~~
~~2.Amendment # 2 (Text Amendment Change to 1.2% annual growth rate).~~
~~3.Map Amendment #2 (South 42nd Street).~~

Section 2. Effective Date

This ordinance shall be in full force and effective after its passage and approval as provided by law.

Brandon Bochenski, Mayor

ATTEST:

Maureen Storstad, City Auditor

Introduction and first reading: 04/18/2022
Public Hearing: 05/16/2022
Second reading and final passage: 05/16/2022
Approved: 05/16/2022
Published: Not Required by law
Recorded:

Contents

Executive Summary **1**
Plan Elements 1
City Profile 1
Chapter 1. Livability Principles 1
Chapter 2. Goals and Objectives 1
Chapter 3. Land Use 1
Chapter 4. Activation Areas 1
Chapter 5. Supportive Elements 1
Chapter 6. Fringe and Infill Development in Context 2
Chapter 7. Growth Plan 2
Chapter 8. Implementation 2
Using The Plan 2
Stakeholders 3
Process 3
Stakeholder and Community Engagement Activities 4
Chapter 1. Livability Principles **9**
Provide More Transportation Choices 10
Walkable City 10
Transit-Supportive Development 12
Promote Equitable, Affordable Housing 14
Enhance Economic Competitiveness 15
Industrial Focus 16
Support Existing Communities/ Value Communities and Neighborhoods 18
Coordinate Policies and Leverage Investment 18
Ladders of Opportunity 18
Opportunity Zones 18
Justice 40 Initiative 18
Chapter 2. Goals and Objectives **20**
Introduction 20
Goals and Objectives 20
Chapter 3. Land Use **26**
Existing Land Use 26

Future Land Use Categories 26
Agricultural 26
Rural Residential 26
Urban Residential 26
Commercial 27
Industrial 28
Mixed Use 28
Public/Semi-Public 29
Recreation/Open Space 29
Future Land Use Map 29
Chapter 4. Activation Areas 34
Activation Corridors 34
Gateway Drive 34
University Avenue 36
42nd Street 38
32nd Avenue S 39
Washington Street 41
Activation Sites 41
Opportunity Intersections 43
Parking Lots 44
Chapter 5. Supportive Elements 45
Land Use And Transportation 45
Land Use and Public Health 45
Land Use and Housing 49
Planning and Zoning for Housing Affordability 49
Planning for the Right Housing Mix 49
Tools for a New Economy 50
Defining Economic Development 51
A Structure for Action 51
A Foundation for Aggression 52
Trends Aligning on the Great Plains 52
Improving the Consumer Economy and Property Tax Base 53
The Way Forward 54
General Development Considerations 56

Grand Forks International Airport 56
Interstate 29 61
Flood Protection 61
Infrastructure Considerations 62
Emergency Services 64
Schools 64
Grand Forks Air Force Base 64
Chapter 6. Fringe and Infill Development in Context 67
Fringe Development 68
The Cost 68
Additional Cost Considerations 69
The Revenue 70
Infill Development 70
Locations 70
The Cost 71
Initial Cost 71
Additional Cost Considerations 71
The Revenue 72
Residential Tax Revenue and Land Use 73
Commercial Tax Revenue and Land Use 74
Summary 76
Lessons 76
Chapter 7. Growth Plan 77
Introduction 77
Population Trends 77
2050 Population Projection 79
2050 Growth Tiers 79
Land Use Capacity Analysis 83
Growth Tier Calculations 83
Assumptions 84
Chapter 8. Implementation 90
Keys to Success 90
Land Use Plan Committee 90
How to use this Guide 90

Implementation Tables 91

Figures

Figure 1. Transit Routes, Density, and Walksheds 13
Figure 2. Industrial Suitability Assessment 17
Figure 3. Justice 40 Census Tracts and Opportunity Zones 19
Figure 4. Future Land Use Map 30
Figure 5. Future Land Use and Developed Areas 31
Figure 6. Activation Sites and Corridors 35
Figure 7. University Avenue Corridor Plan 37
Figure 8. 32nd Ave S Commercial Corridor 40
Figure 9. Columbia Mall Redevelopment Concept 42
Figure 10. Future Land Use Map with Existing Roadway Classifications 47
Figure 11. Access to Schools, Parks, Medical, and Grocery Stores 48
Figure 12. To what extent should the City be involved in contributing efforts and resources to pursue economic prosperity (economic development) for Grand Forks citizens? 50
Figure 13. What is the most important goal for our region's economy? 50
Figure 14. Taxable Value per Capita, 2020 53
Figure 15. Airport Compatibility Zones 58
Figure 16. Airport Area Jurisdiction 59
Figure 17. Airport Expansion Plan 60
Figure 18. Fringe Area Infrastructure 63
Figure 19. Existing Fire Station Service Coverage 65
Figure 20. Modified Fire Station Service Coverage with Station Relocations 66
Figure 21. Annual Tax Revenue per Acre by Housing Type 73
Figure 22. Annual Tax Revenue per Acre by Residential Lot Size 73
Figure 23. Annual Tax Revenue per Acre by Commercial Year Built 74
Figure 24. Population Change from 2000 to 2020 78
Figure 25. 2050 Growth Tiers 80
Figure 26. City Boundary and Growth Tier Changes from 2045 Plan to 2050 Plan 81
Figure 27. 2050 Land Use Plan and Growth Tiers 82
Figure 28. Future Land Use, Priority Growth Areas, and TAZs 89

Tables

Table 1. Land Use Summary 32
Table 2. Airport Compatibility Zone Standards 56
Table 3. Development Costs by Phase (Prairiewood Estates) 68
Table 4. Unit Development Costs (Prairiewood Estates) 69
Table 5. Annual Tax Revenue in Prairiewood Estates 70
Table 6. Annual Tax Revenue in Select Infill Developments 72
Table 7. Commercial Tax Revenue by Development Type 75
Table 8. Growth Tier Area Changes (Gross Acres) 83
Table 9. Gross Available Acreage – All Planning Areas 84
Table 10. Population, Housing, and Employment Capacity of City Infill + County Islands 85

Table 11. Population, Housing, and Employment Capacity of Tier 1 85
Table 12. Population, Housing, and Employment Capacity of Tier 2 86
Table 13. Population, Housing, and Employment Capacity of Tier 3 86
Table 14. Growth Tier Capacity Summary 86
Table 15. Redevelopment Impact 87
Table 16. Land Use Comparison – 2050 Plan versus 2045 Plan 88

EXECUTIVE SUMMARY

PLAN ELEMENTS

City Profile

The City Profile shares a range of existing conditions data that helps to tell the story of Grand Fork's history and current conditions. The City Profile helps to set the stage for the 2050 Land Use Plan and can be found in **Appendix A**.

Chapter 1. Livability Principles

Chapter 1 shares how the Partnership for Sustainable Communities' Livability Principles are woven throughout many elements of the Land Use Plan. There are six principles, which are listed below.

- Provide more transportation choices
- Support existing communities
- Promote equitable, affordable housing
- Coordinate policies and leverage investment
- Enhance economic competitiveness
- Value communities and neighborhoods

Chapter 2. Goals and Objectives

The goals and objectives define and drive the overall vision and direction of the Land Use Plan. They are based on community engagement, land use subcommittee input, and other relevant City and related agency directives and plans. The goals and objective set the tone for key plan strategies, such as the future land use map and implementation actions.

Chapter 3. Land Use

The Land Use chapter showcases the future land use map that guides land use development to 2050. The future land use categories are detailed, in addition to consistent existing and potential future City zoning.

Chapter 4. Activation Areas

Activation areas are unique element that overlays the future land use map. The intention is to highlight several infill and fringe areas and specific locations that have the potential for "activation", or, in other words, areas targeted for reinvestment, recreation, and revitalization. The chapter provides conceptual ideas of how some areas discussed during the development of the land use plan may be activated.

Chapter 5. Supportive Elements

This chapter provides context to the Goals and Objectives, and elements that support future land use development. It also captures much of the community, land use subcommittee, and other stakeholder input around the supportive elements. The five supportive elements are listed below.

- Transportation
- Housing
- Public Health
- Economic Development
- General Development

Chapter 6. Fringe and Infill Development in Context

A task of the 2050 Land Use Plan was to provide a clearer understanding of the issues that should be taken into account when considering development proposals on the fringe of the City versus infill. The Land Use Plan takes the approach of providing case studies of fringe development and infill development. The chapter provides a dive into infrastructure cost and revenue considerations for each type of development. The intent is to provide a starting point in helping the city and other stakeholders to quantify development cost and revenue expectations.

Chapter 7. Growth Plan

As the title of the chapter infers, the focus is on quantifying projected city growth to 2050 and explaining the mechanisms the city will employ to guide growth. The key mechanism is the growth tier system, which is detailed in the chapter.

Chapter 8. Implementation

This chapter is composed of tables that detail implementation actions intended to ensure that the Land Use Plan is a living, actionable document. The implementation actions are framed around the below element areas.

- Housing
- Transportation
- Public Health
- Economic Development
- General Development

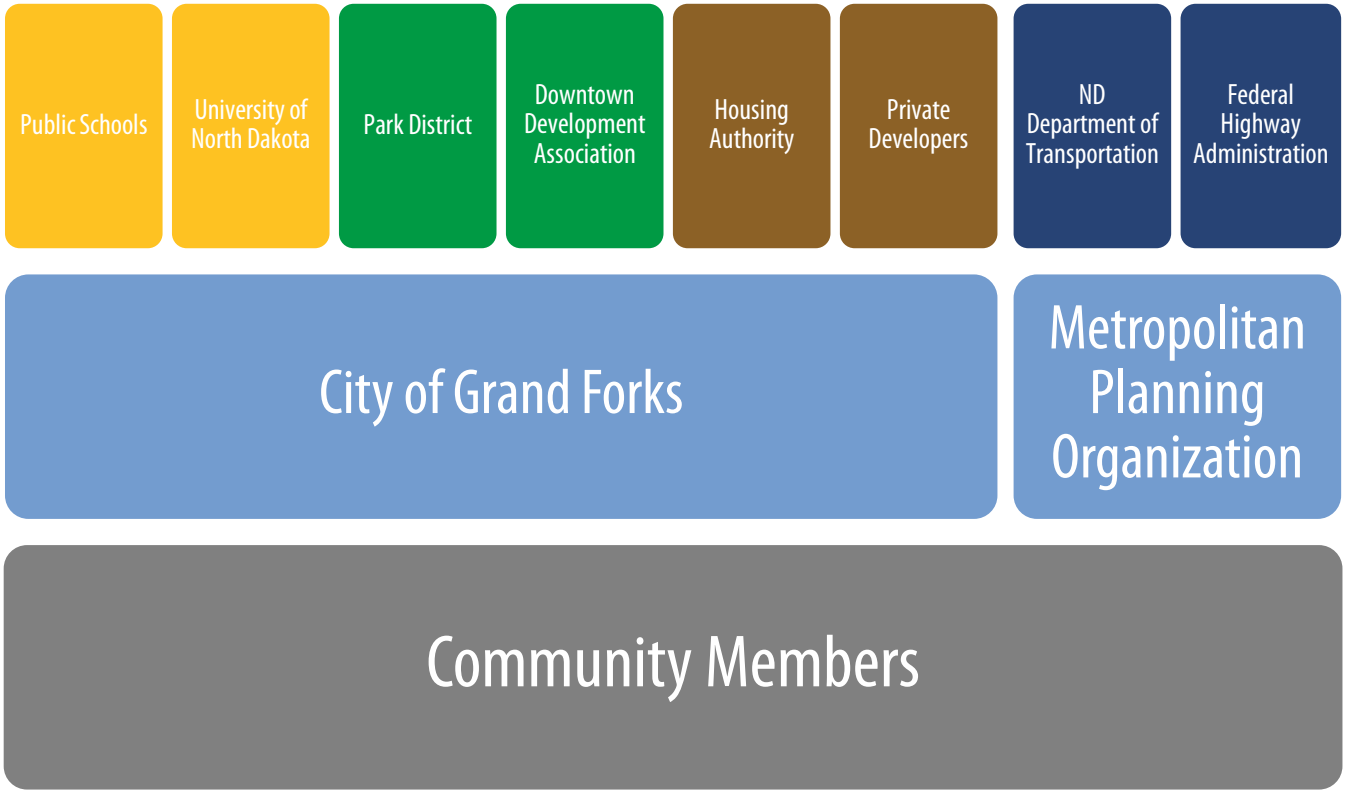
USING THE PLAN

City leaders, elected officials, staff and the community should look to the 2050 Land Use Plan as the guide for important land use and development-related policies and decisions. The city will use the plan and its supplements to:

- **Connection to Other Plans:** Provide a framework and common goals for other city plans, especially other plans that together make up the city's comprehensive plan: the MPO's Metropolitan Transportation Plan and the Downtown Action Plan.
- **Basis for Regulations:** Inform changes to city regulations, especially with respect to the city's Land Development Code and zoning map amendments.
- **Development Character:** Provide a vision for desired development character.
- **Development Costs and Benefits:** To help stakeholders evaluate the costs and benefits of various development strategies.
- **Budgeting Decisions:** Inform the city's resource and budgeting decisions, especially related to land use and development.
- **Measuring Stick:** Evaluate and measure progress toward achieving citywide goals.

STAKEHOLDERS

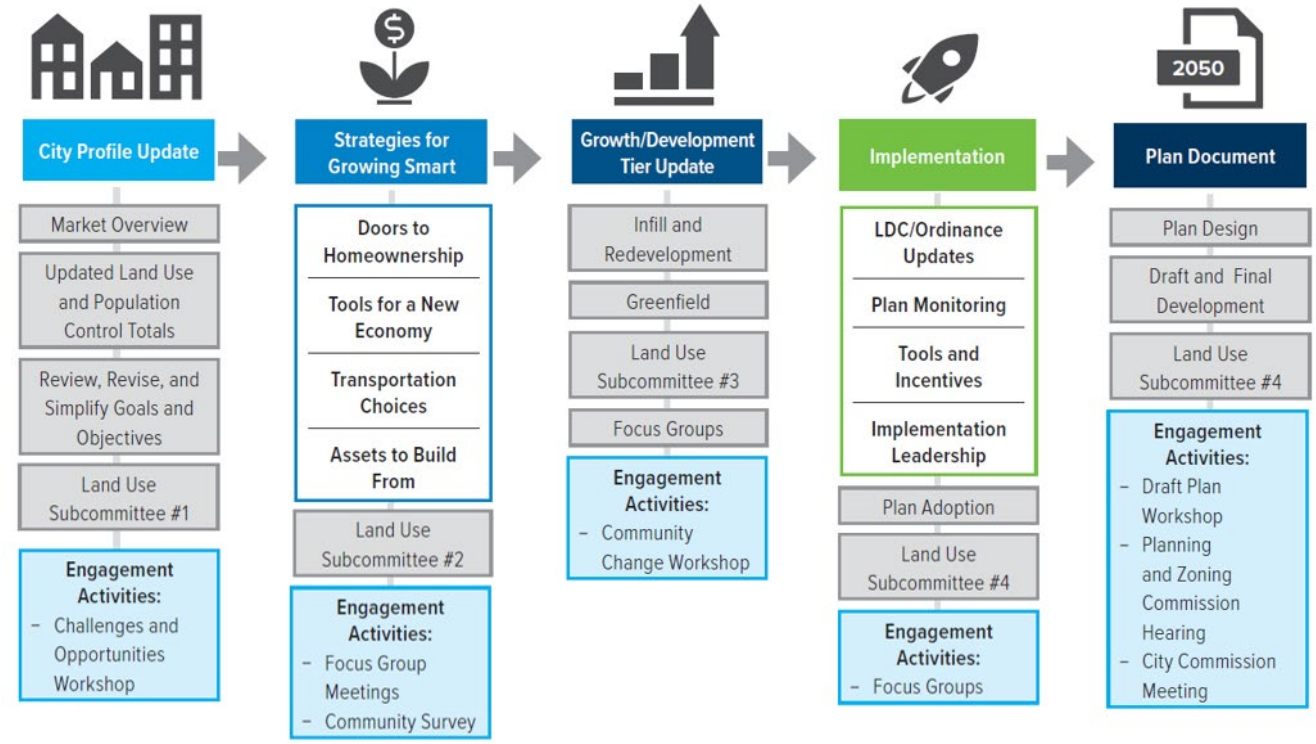
Various organizations with a stake in the future of the Grand Forks community were instrumental to the development of the Land Use Plan and will be key to the success of this Plan through 2050. The below graphic providers an overview of Plan stakeholders. Community members are the foundational stakeholders, the City and MPO ultimately serve the public and their input was essential to informing the Plan. The top row provides insight into some of the key organizations who were given multiple opportunities to guide Plan development.



PROCESS

The below graphic outlines the overall Land Use Plan process and the five major phases:

- City Profile Update – existing conditions information development
- Strategies for Growing Smart – development of Plan goals, objectives, and supporting context
- Growth/Development Tier Update – development of the future land use map and associated mapping
- Implementation – development of implementation actions designed to carry the Plan into the future
- Plan Document – development of this document and associated elements



Stakeholder and Community Engagement Activities

Land Use Subcommittee

The Land Use Subcommittee (LUS) met at five key intervals during the planning process. The LUS provided decision-making guidance, helped communicate with community stakeholders, and reviewed key items prior to distribution. LUS members included (affiliation in parenthesis):

- Jamie Lunski (Planning Commissioner)
- Alex Reichert (Planning Commissioner)
- Steven Wasvick (Planning Commissioner)
- Ken Vein (City Council Member)
- Brandon Bochenski (Mayor)
- Wayne Zacher (NDDOT)*
- Kristen Sperry (FHWA, North Dakota)*

*Technical support committee member

City staff also supported each LUS meeting, representing the Planning, Community Development, Engineering, Building Inspection, Public Information Center, and Public Health Departments. Summaries of each LUS meeting and associated materials can be found in **Appendix B**.

Focus Groups

Key stakeholders were invited to participate in focus group discussions at two points in the planning process. Four focus groups were tapped, with stakeholders representing the following focus areas:

- Housing
- Assets/Amenities
- Public Infrastructure
- Economic Development

In the initial round of meetings, focus group participants were asked questions to help understand opportunities and constraints generally around the four focus areas. The second round of meetings brought draft goals and objectives back to the groups for additional insight and modifications. **Appendix C** includes a detailed summary of input collected from the focus groups.

Community Activities

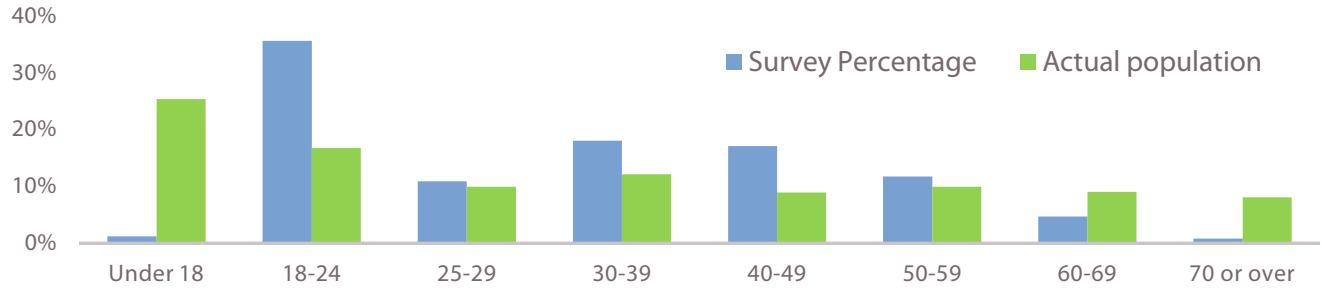
Initial Workshop

To engage the public early in the process, the planning team hosted a public information and work session dedicated to understanding current challenges and opportunities experienced by community members and stakeholders. The workshop was held on May 11th, 2021 and hosted at Grand Forks city hall with a virtual meeting platform also provided. **Appendix D** includes a detailed workshop summary.

Community Survey

To gather input on the existing conditions and future goals for the City of Grand Forks, a public engagement survey was distributed. The survey consisted of approximately forty questions and was available from May 6th through June 21st, 2021. The goals of the survey included understanding what makes Grand Forks a great place to live, and what opportunities exist for future improvement. A total of 890 responses were collected. **Appendix E** includes a detailed survey summary.

Who Did We Hear From?



What is Your Favorite Thing About Grand Forks?

What Would You Improve About Grand Forks?

Favorite Places

*Our favorite places are places that come immediately to mind when we think of Grand Forks. These are places with **things to do.** They are places to **gather, recreate, learn,** and **experience** the community. They are "**third places"** – not home or work, but other places that **anchor** the community and facilitate **activity** and social **interaction**. Our favorite places are **accessible** to everyone. They promote social, mental, and emotional **well-being** for residents of all ages.*

Schools

Lake Agassiz Elementary
Valley Middle School
Ben Franklin Elementary

Parks

Bringewatt Park
Elks Park and Pool
Sertoma Park
Soccer fields
Splash Pad

Amenities

Alerus Center
Library
ICON Sports Center
Ralph-Englestad Arena

Businesses

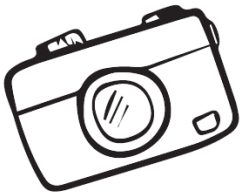
Ray Richards Golf Course
Northern Air
Judy's Tavern
Pumpkin Patch
Parrot's Cay
Walmart

Pop-up Event in the Park

The planning team conducted a pop-up event for Potato Bowl at the Park on September 16th, 2021 at University Park. The event catered towards children of all ages. Kids and parents were asked to draw, build, or tag their favorite community places on a map of Grand Forks. Children took photos of their creations with a Polaroid camera. **Appendix F** includes additional information about the event.

What's your favorite place in Grand Forks?

You drew it, pinned it, built it, and shared your photos

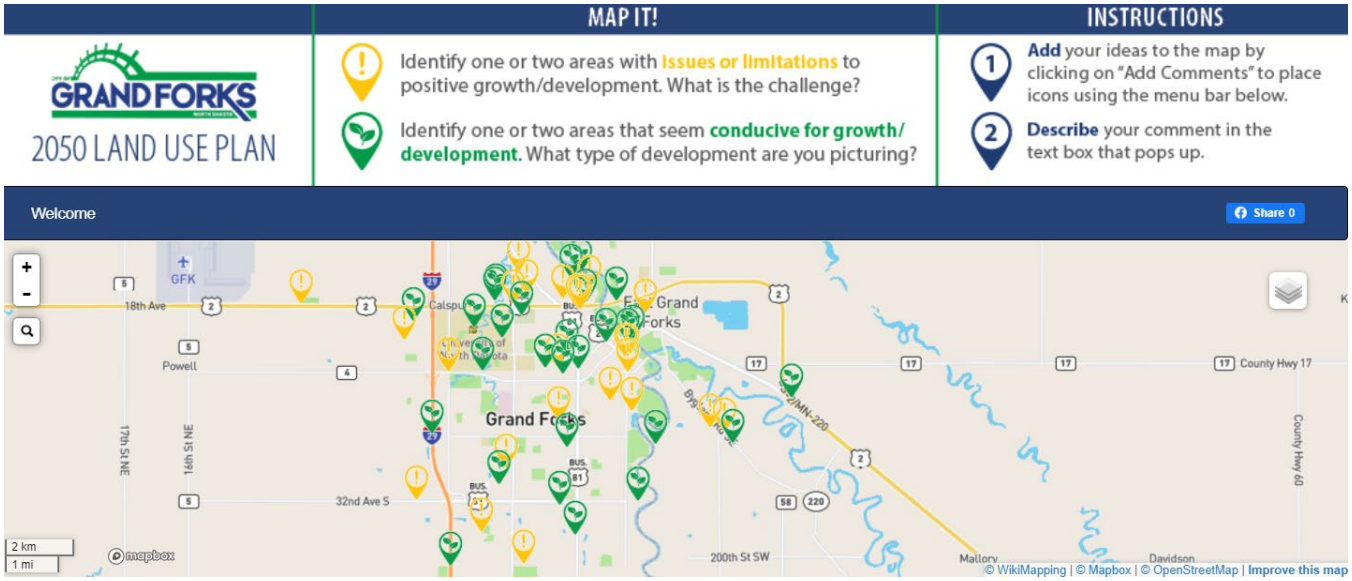


Online Map Input

Grand Forks residents used Wikimap to identify areas with potential for positive growth/development and areas with limitations to growth/development. Users could place a "pin" at locations with a corresponding comment, respond to comments that were placed previously, and like/dislike existing comments. A total of 69 pins were placed on the interactive and 335 comments left on the interactive map, spread across the Grand Forks area. **Appendix G** includes all comments and sentiment data.

69 Pins

335 comments



Draft Plan Open House and Community Feedback

A final open house to review the draft plan was conducted on March 8, 2022, at Grand Forks City Hall. City staff and consultants discussed the project with residents and stakeholders. Final feedback was incorporated into the Plan. **Appendix H** includes a list of meeting and attendees and comments received on the draft plan.

CHAPTER 1. LIVABILITY PRINCIPLES

Livability is a key focus of the 2050 Land Use Plan, as it is for related planning documents. To create a foundation for coordination within the United States Department of Transportation (USDOT), the Partnership for Sustainable Communities created six Livability Principles. These guide policies, tools, and resources utilized to create equitable housing and development patterns. The Livability Principles are woven throughout many elements of the 2050 Land use Plan and are central to previous and related planning documents for the City of Grand Forks. The principles are as follows:

- Provide more transportation choices
- Promote equitable, affordable housing
- Enhance economic competitiveness
- Support existing communities
- Coordinate policies and leverage investment
- Value communities and neighborhoods

Image source: visitgrandforks.com

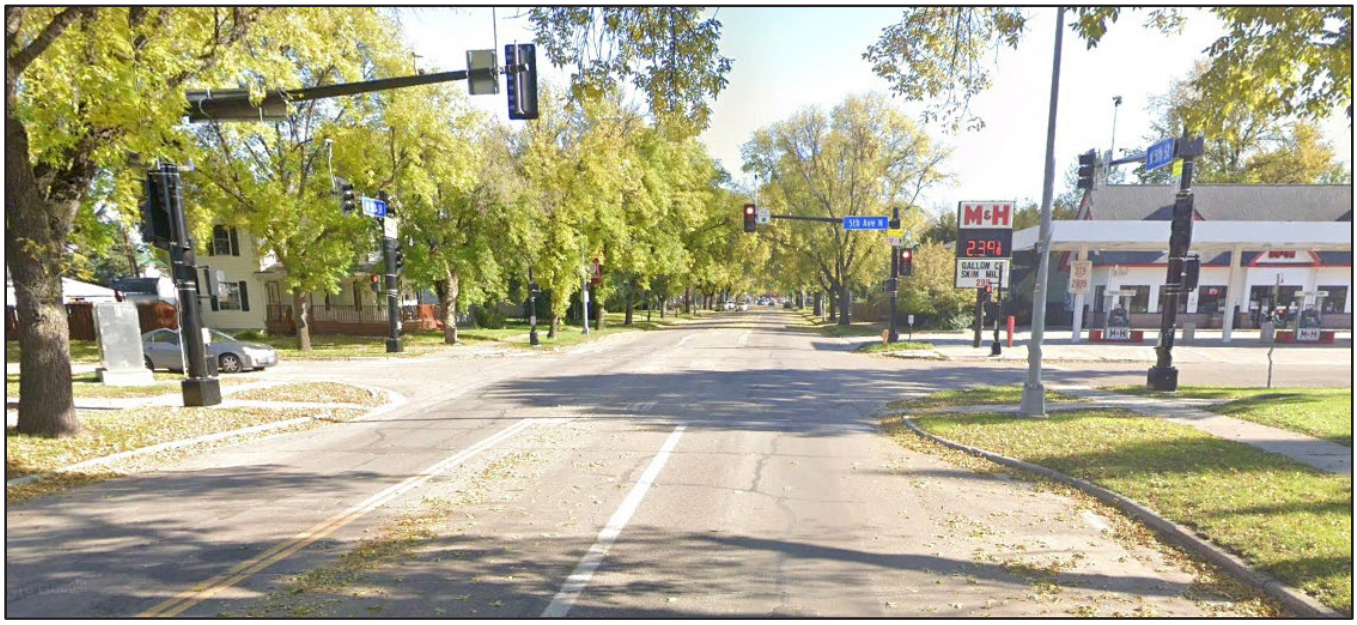
PROVIDE MORE TRANSPORTATION CHOICES

Walkable City

Walkable communities are tied to positive public health outcomes, such as lower rates of obesity and improved mental health. Research also shows that walkable neighborhoods create opportunities for positive social encounters and help foster a strong sense of community. Designing a walkable community takes more than complete streets. The 2050 Land Use Plan also promotes walking through supportive neighborhood design, infill, and mixed-use development.

What makes a walkable neighborhood?

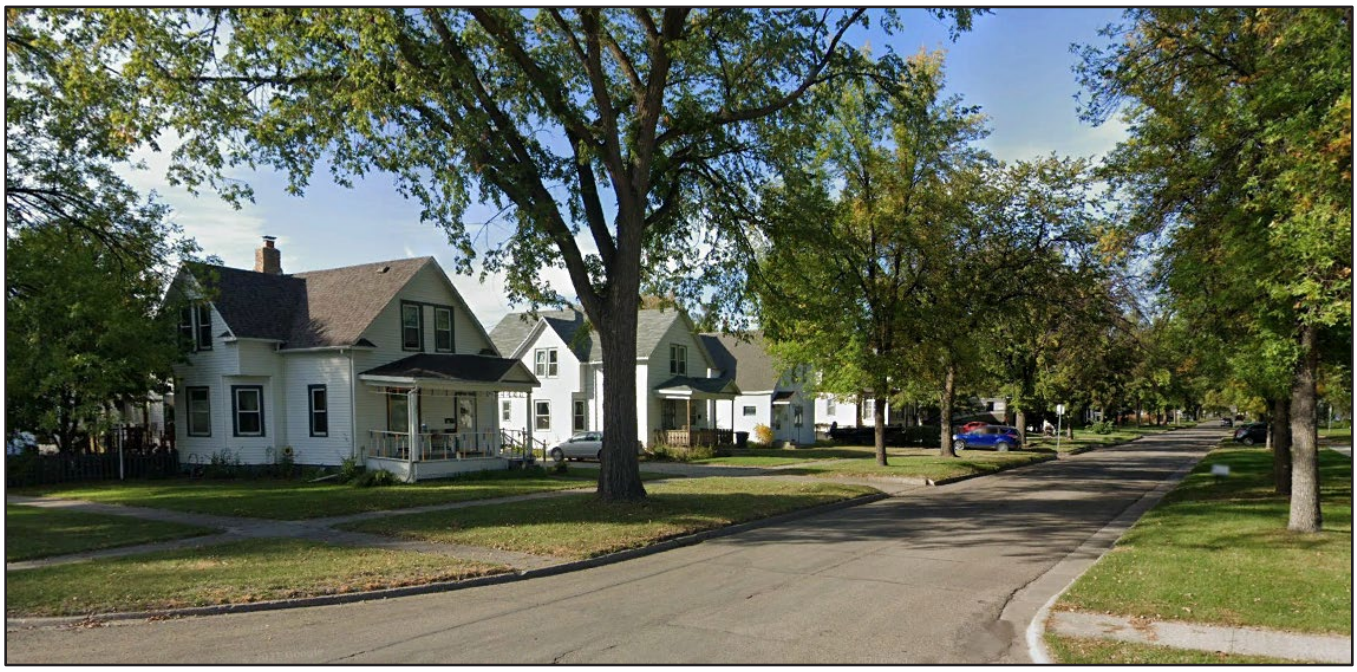
- **Complete Streets:** Streets designed for pedestrians, bicycles, transit, and other modes
- **Neighborhood center:** A neighborhood focal point, such as a main street, school, or public space
- **Mixed use and mixed income:** Workforce housing located near neighborhood businesses
- **Parks and open space:** Public places to gather and play
- **Compact development:** A compact, connected street network creates small block sizes and provides numerous routes for bicycle and pedestrian trips
- **Urban design:** Walkable neighborhoods are designed at the human scale; buildings are placed close to the right-of-way, with active streetscapes and building facades



Core neighborhoods demonstrate several walkability principles. Here, N 5th Street supports a mix of uses and naturally occurring affordable housing (NOAH). Buildings are located close to the street. Complete sidewalks, curb ramps, and bumpouts support walkability. (Image source: Google Earth)

Above: *Complete sidewalks and density support walkability in this twin home development, but design is still geared toward vehicle traffic, as evidenced by the row of wide driveways and front-loading garages. (Image Source: Google Earth)*

Below: *Older neighborhoods de-emphasize the garage. Instead, porches and articulated entryways mark the transition between public and private space and encourage social interaction. Narrow setbacks and a narrow street enhance the pedestrian feel. (Image Source: Google Street Earth)*



Transit-Supportive Development

Transit is a key component of any multimodal city. Not everyone owns a vehicle, is able to drive, or prefers to drive for every trip. Grand Forks' fixed route bus system provides an important alternative to solo driving and connects users to critical services and urban amenities. The bus system relies on ridership to remain viable and sustain service. Land use planning can support ridership by promoting development of Transit-Supportive Areas (TSAs) – areas with a high enough residential or employment density to sustain bus service. The industry standard is a residential density of three or more households per acre or an employment density of four or more jobs per acre. As density increases, a greater level of service can be provided (e.g., reducing headways or moving from part-time service to full-day service). For high-capacity service, the target residential density is 15-20 households per acre.

One way to evaluate service coverage is to gauge how TSAs overlap with transit walksheds (**Figure 1**). Walksheds are defined as the areas within ¼ of transit routes in Grand Forks. This is the distance that most people are willing and able to walk to a transit stop – about 5 minutes. As Figure X shows, there are several areas in Grand Forks within ¼ mile of transit routes that do not meet the minimum household densities for TSAs. Adding households or employment density within transit walksheds would build support for the Grand Forks' bus transit system.

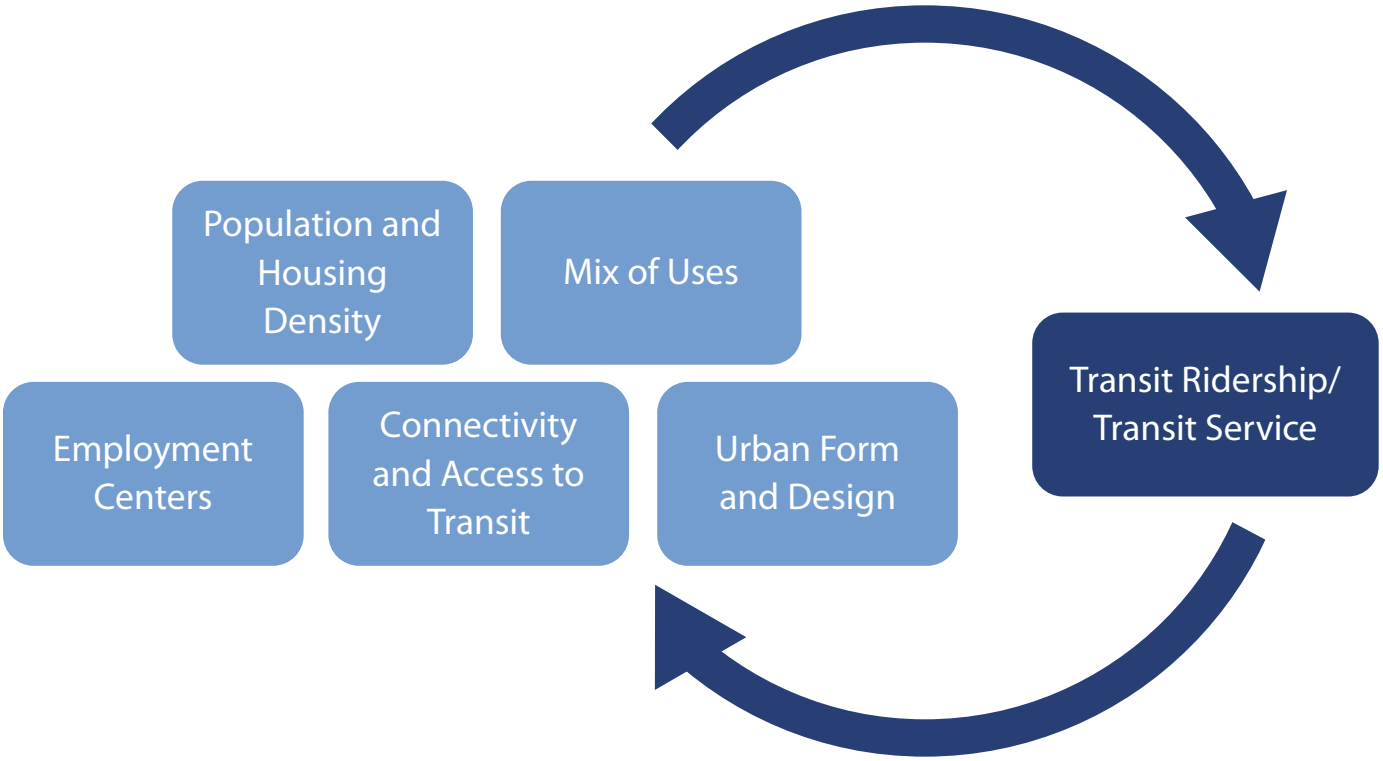
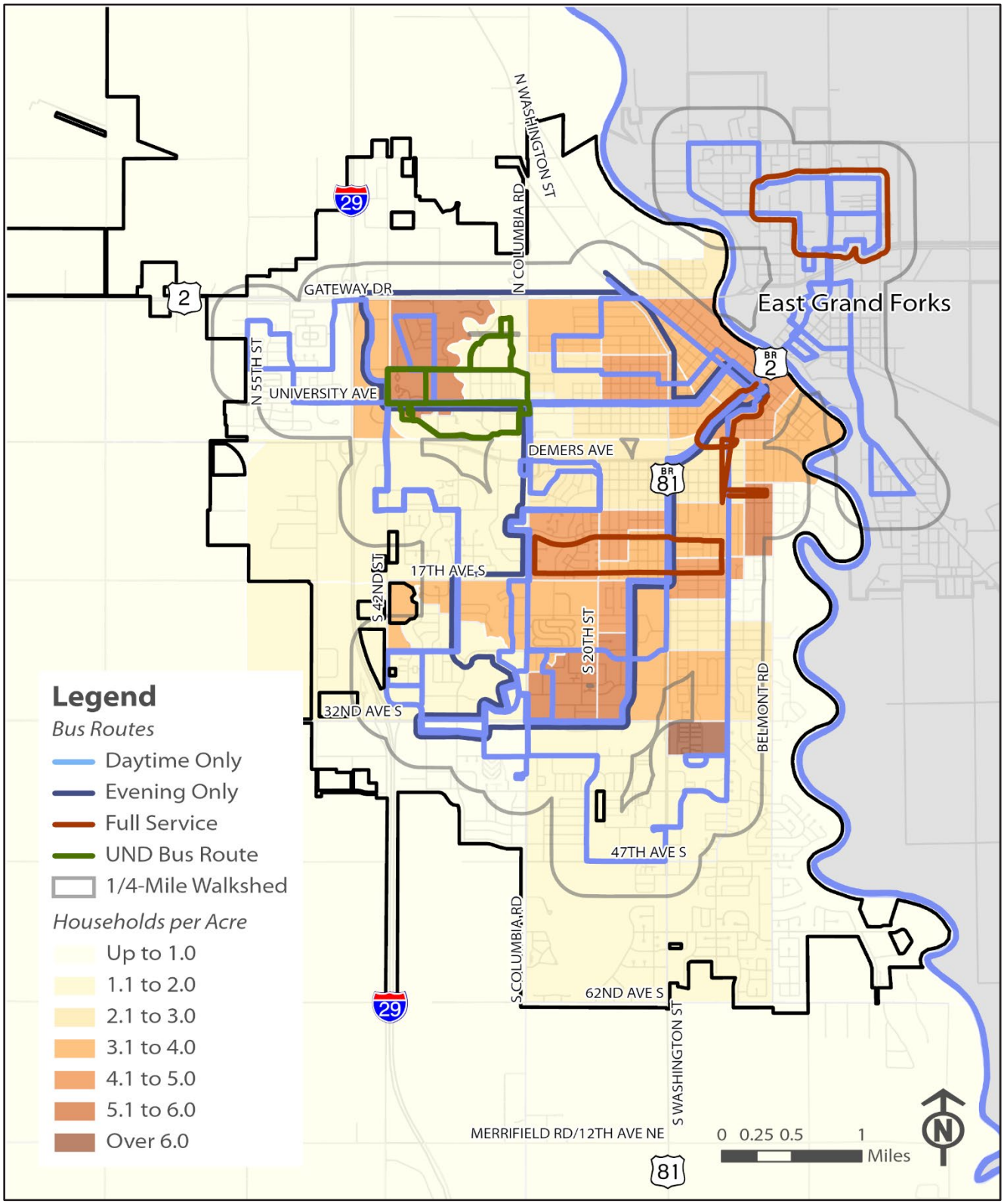


Figure 1. Transit Routes, Density, and Walksheds



Source: Grand Forks-East Grand Forks MPO; TIGER/Line Shapefiles – U.S. Census Bureau; 2019 ACS Estimates

PROMOTE EQUITABLE, AFFORDABLE HOUSING

Livable communities provide a mix of affordable, equitable housing. In general, housing stock needs to match community needs. A good housing mix provides lifecycle housing, ensuring that suitable housing is available at each household stage (renting households, first-time buyers, move-up buyers, empty nesters, etc.) To meet varied needs, Grand Forks must provide a diverse housing stock with a mixture of housing types at various price points. The City's housing goals are inextricably linked to economic development. Good-quality homes affordable to workers are a key component of Grand Forks' workforce development and retention program. To help retain recent UND graduates, for example, it is imperative to ensure that moderately-priced rental and home ownership opportunities are available.

What is "affordable" housing?

There are various definitions. While the Department of Housing and Urban Development (HUD) defines income thresholds for federal housing aid, note that the need for affordable housing in the U.S. far surpasses available subsidies. Most of Grand Forks' affordable housing is unsubsidized. Therefore, the private sector has a large role to play in addressing the affordable housing gap.

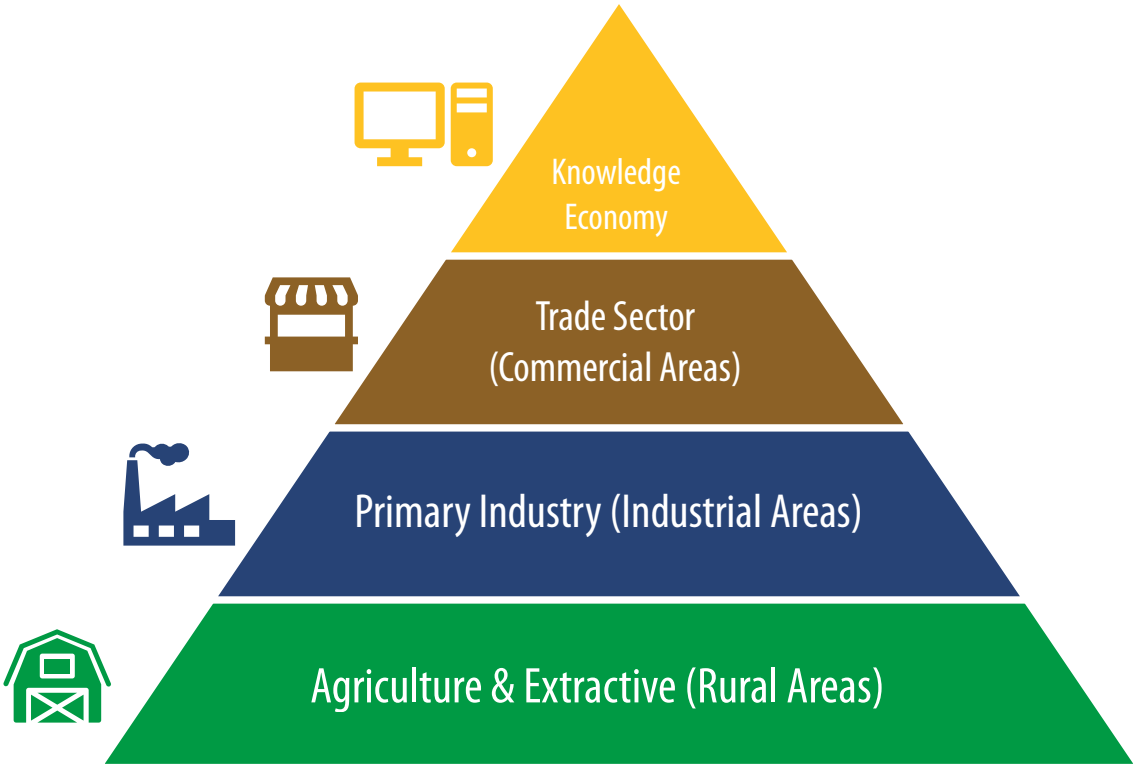
Workforce housing is housing that is affordable to households earning between 60 and 120 percent of area median income (Urban Land Institute).

Naturally Occurring Affordable Housing (NOAH) refers to residential properties that are affordable but are unsubsidized by any federal program. For example, NOAH typically includes rental buildings and complexes built between 1940 and 1990. NOAH properties are a valuable community asset but are also risk due to market speculation or building upgrades that result in higher rents and lost affordability.

Image Source: Google Maps

ENHANCE ECONOMIC COMPETITIVENESS

Grand Forks is a growth-oriented community. The 2050 Land Use Plan both anticipates and enables growth by providing sufficient development capacity for growth to occur. The Plan primarily supports economic development by providing substantial acreage employment-based uses, including commercial and industrial areas. Grand Forks is invested in creating good job opportunities for residents (e.g., jobs that pay above median income). Existing and future industrial development opportunities hold enormous potential, along with commercial, office, and other uses.



A well-developed economy.

Land Use and Economy Relationship

Rural and agricultural areas support agricultural and extractive areas.

Industrial areas represent primary industries, which convert raw products into consumable goods or other inputs to production. Industries that export goods to other regions are "basic" industries – these industries are vital because they increase regional wealth.

The commercial land use category provides retail- and non-retail space to support the local trade economy, finance sector, and other uses.

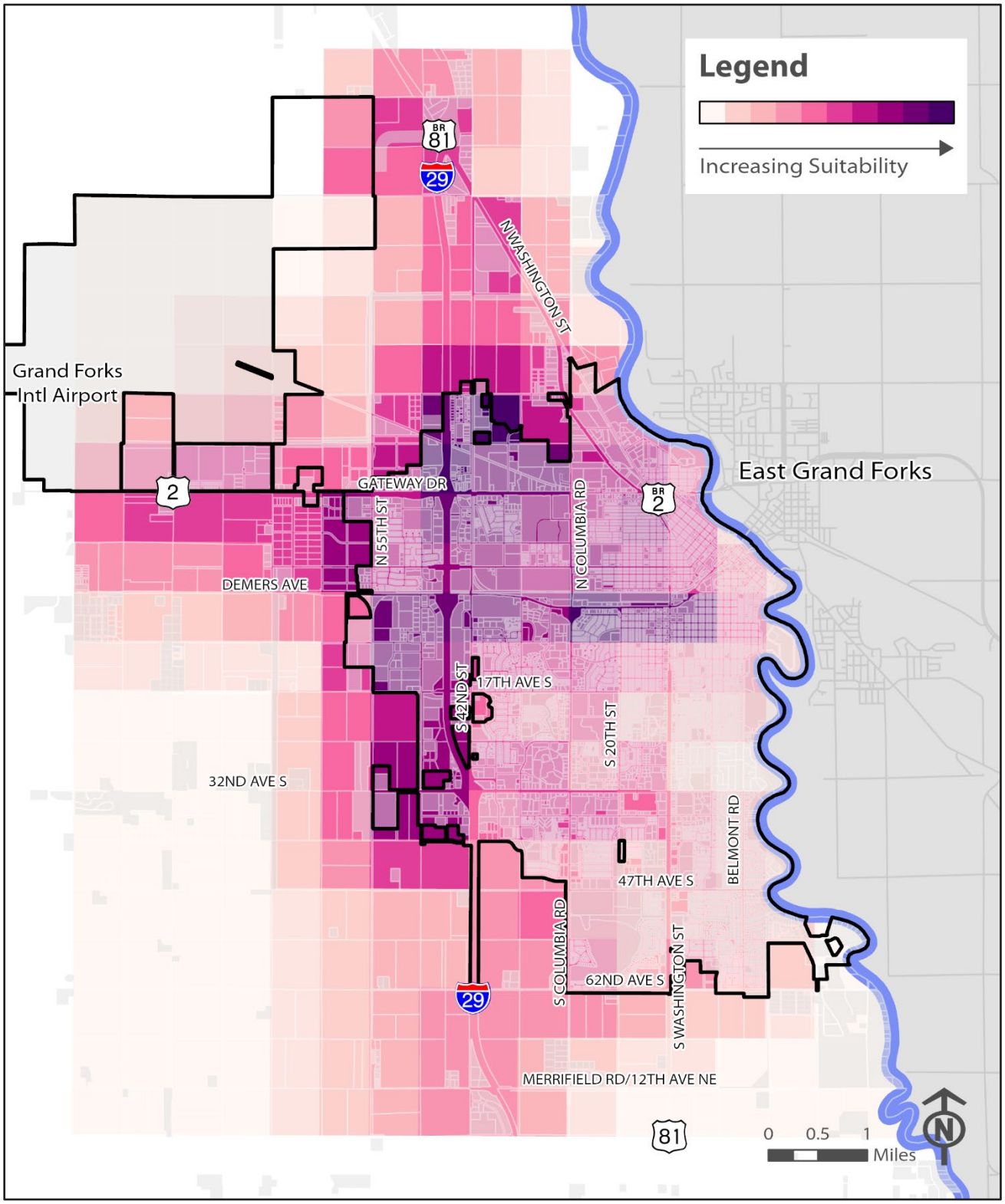
A variety of commercial office and industrial space is needed to support the knowledge economy and high-tech industries.

Industrial Focus

Industrial development is unique. Industrial uses need access to high-capacity roads and infrastructure, including water mains, lift stations, and rail. Often, development requires significant land. Sometimes, industrial uses create externalities (e.g., light or noise pollution) that impact other uses, the City Ordinance encourages separation of uses. Since there are a limited number of areas that satisfy these conditions within Grand Forks, the siting of future industrial locations in many ways drives the rest of the land use plan. Overlay techniques were used to determine the best locations for industrial growth within and around Grand Forks (**Figure 2**). Each quarter-section was scored for proximity to highways, railroads, lift stations, high-capacity water mains, and existing compatible development. On Figure 2, suitability increases with color intensity. Areas of existing development are overlaid in transparent gray, revealing the most suitable locations for future industrial growth. These locations generally align with the Strategic Infrastructure Growth (SIG) areas. The map illustrates the importance of preserving suitable areas for industrial development.

Industrial uses require access to robust highway and rail freight systems and other infrastructure. (Image Source: Google Earth)

Figure 2. Industrial Suitability Assessment



Source: City of Grand Forks, Grand Forks-East Grand Forks MPO

SUPPORT EXISTING COMMUNITIES/ VALUE COMMUNITIES AND NEIGHBORHOODS

The 2050 Land Use Plan primarily supports existing communities and neighborhoods by promoting infill as a strategy to improve the land use mix, increase access to critical services and amenities, and increase property values. However, it is important to recognize that planning needs to strike a balance that supports neighborhood stability where desired and promotes transition in the most sensible locations. The community also needs to carefully weigh the pros and cons of redevelopment – for example, how can reinvestment be used to provide greater opportunities in low-income neighborhoods while minimizing negative effects such as loss of NOAH and displacement of at-risk populations. Chapter 3, Land Use, and supporting elements set the foundational vision for this Plan, which can help the community navigate tricky conversations pertaining to infill development.

COORDINATE POLICIES AND LEVERAGE INVESTMENT

Ladders of Opportunity

A key theme for the 2045 Land Use Plan was Ladders of Opportunity, an Obama-era initiative that leveraged transportation infrastructure investments to promote community revitalization and economic opportunities for low- and middle-income Americans. The 2050 Land Use Plan continues to support these objectives, recognizing the role that transportation plays in providing access to jobs and opportunities. The Plan also recognizes the role that transit plays in enhancing access to employment, education, and training opportunities, and the need to provide residential and mixed-use areas at densities that satisfy workforce demand for housing types, price points, employment access, etc. Access is improved through infill development and a mixed use.

Opportunity Zones

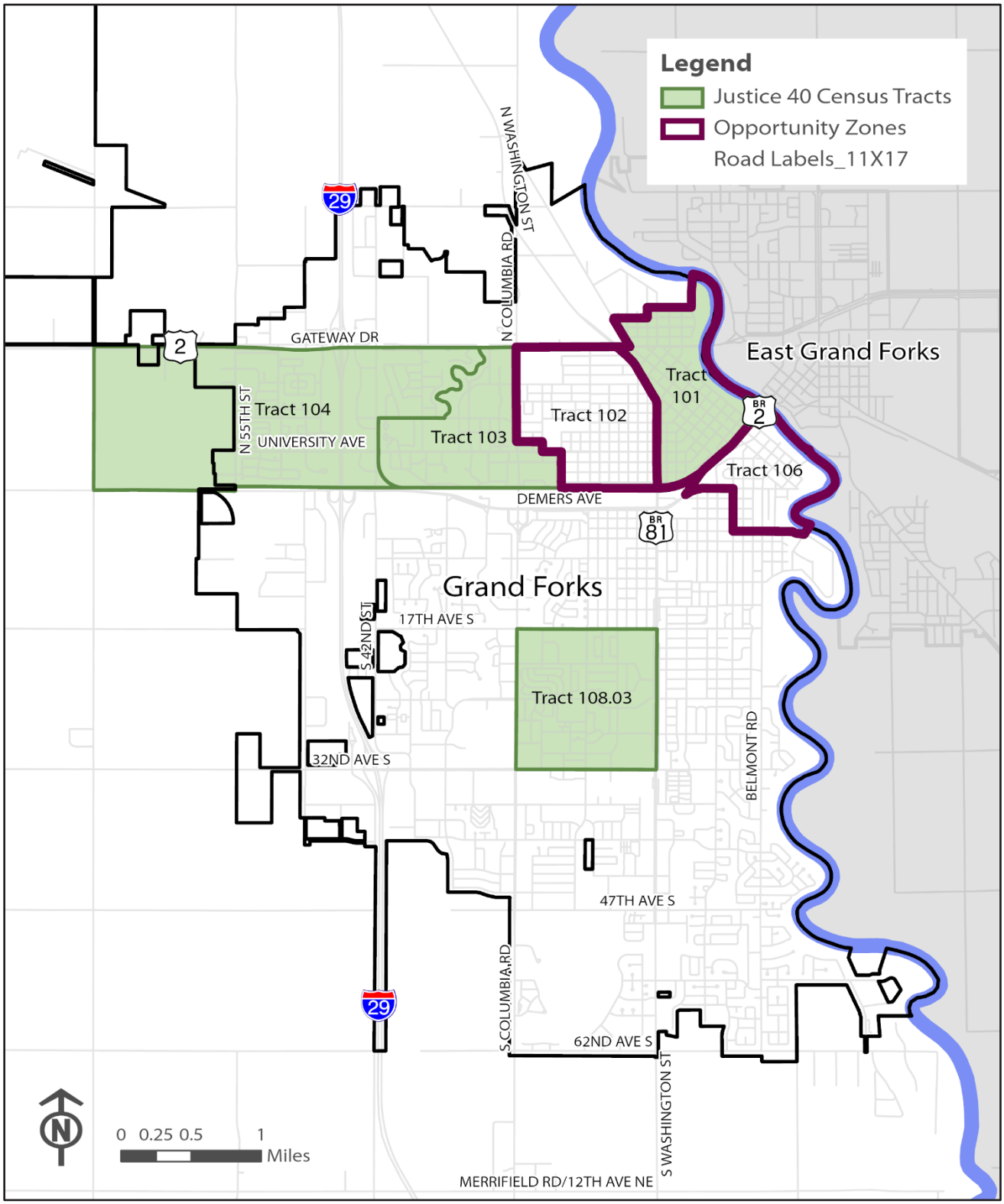
Opportunity Zones are a federal economic development program that is designed to encourage economic development and jobs creation in low-income communities. The policy provides tax cuts to private investors to incentivize development in distressed areas. In Grand Forks, Census Tracts 101 and 102 are designated Opportunity Zones **(Figure 3)**. Census Tract 101 has also been targeted by the Justice 40 Initiative. These tracts feature include core neighborhoods with strong bones that benefit from compact design and convenient access to downtown and other amenities. However, there is revitalization potential as much of the housing stock is 100 years old or older.

Justice 40 Initiative

The Justice 40 Initiative is a current federal initiative designed to advance environmental justice and economic development in disadvantaged communities. Justice 40 aims provide 40% of benefits from federal investments in climate and clean energy programs to disadvantaged communities. Policy objectives include investments to replace aging or substandard infrastructure, such as lead pipes, and efforts to rehabilitate and retrofit affordable, resilient housing. The initiative targets Census Tracts that have experienced "persistent poverty." Census Tracts 101, 103, 104, and 108.3 in Grand Forks were identified, along with Census Tract 202 in East Grand Forks **(Figure 3)**.

Census Tract 101 is located adjacent to downtown, where typical housing stock is 90-100 years old. Tracts 103 includes the UND Campus and University housing, where the student population lowers median income. Tracts 104 and 108.3 include manufactured home parks and concentrated areas of higher-density housing. Note that Census Tract 101 is also designated as a federal Opportunity Zone. Both programs, Justice 40 and Opportunity Zones, can help Grand Forks advance community equity and revitalization efforts.

Figure 3. Justice 40 Census Tracts and Opportunity Zones



Source: TIGER/Line Shapefiles – U.S. Census Bureau

CHAPTER 2. GOALS AND OBJECTIVES

INTRODUCTION

This set of goals and objectives ensures the overall vision and direction of the Plan are actionable. Goals and objectives are based on community engagement, project team input, and other relevant City and related agency directives and plans. Further details on the community engagement process can be found in **Appendix B-G.** Goals guide the long-term actions and direction of Grand Forks and are purposefully high-level. The goals are to be viewed holistically, ensuring that all city systems are considered. Note that the listed objectives were drawn and updated from prior land use plans.

A **goal** is a statement of the desired vision.
Objectives are more specific steps to take in pursuing each goal.

GOALS AND OBJECTIVES

Housing

Goal 1.	***Create and maintain stable and accessible residency across all housing types.***
Objective A	Increase a well-maintained mix of housing opportunities to provide for the full spectrum of existing and potential residents.
Objective B	Maintain and strengthen the unique identity of existing neighborhoods and establish neighborhood identity in new areas.
Goal 2.	***Encourage the free-market system to build housing suitable for families at various income levels.***
Objective A	Support involvement of major regional employers in accommodating housing needs for employees.
Objective B	The City will not constrain the housing supply with unnecessary regulation and will ensure regulations allow housing types that families that can buy or rent.
Objective C	The city will continue to find creative ways to incentivize developers to supply housing units for low to moderate income families.

Stable housing means having choice over when and under what circumstances a household wants to move. Housing stability ensures that children can do well in school and that parents can have a consistent commute to work, each of which reduces overall stress and financial stress for the households. *Source: Prosperity Now*

Accessible housing has accommodations to make everyday living and mobility easier for residents with disabilities. *Source: US Department of Housing and Urban Development*

Transportation

Goal 1.	***Ensure that the transportation system and associated land use patterns provide high quality, accessible choices for all users.***
Objective A	Grand Forks will strive for 30 percent of all commuting to be met through alternatives to driving alone and working from home.
Objective B	Enhance access to work and basic services for individuals currently lacking ready access to transportation.
Objective C	Economic development planning and related physical development must consider access to all modes of transportation.
Goal 2.	***Ensure that future land use patterns respond to new transportation technologies.***
Objective A	Encourage development features that accommodate emerging transportation technologies and systems.
Goal 3.	***Improve and expand facilities related to multimodal transportation.***
Objective A.	Ensure zoning regulations and development review processes promote compact development patterns and support all transportation modes.
Objective B.	Close gaps in the pedestrian and bicycle network within one-half mile of basic services and improve street crossing safety where necessary.

Multimodal in Goal 3 above refers to transit and active forms of transportation, such as walking and biking.
Compact development is development that uses land efficiently through creative and intensive site and neighborhood design.
Basic services as referenced in Objective 3.B includes hospitals, medical clinics, grocery stores, parks, and schools.

Image source: Google Earth

Public Health

Goal 1.	***Consider public health as an integral aspect of land use planning and development.***
Objective A	Support the expansion of physical and behavioral health facilities as components of a healthy community.
Objective B	Ensure that all residents have access to healthy and fresh food, medical services, educational facilities, and opportunities for physical exercise outside of the home.
Objective C	Through flexibility in land use controls, support the adaptation of live and work patterns to the impact of infectious disease that results in a locally declared emergency.

Safety related to the transportation system is a key issue in Grand Forks that can be considered as an element of public health. Since Goal 1 above refers to public health in connection with the built environment, transportation safety and prevention is addressed from a policy perspective within the Grand Forks-East Grand Forks Metropolitan Transportation Plan.

Objective 1.C. above refers to **infectious disease that results in a locally declared emergency**. The COVID-19 pandemic was a recent example.

Image source: Google Earth

Economic Development

Goal 1.	***Create and sustain a stable and economically viable local (non-traded) business environment.***
Objective A	Continue to enhance and support Downtown as a regional shopping destination and a desirable place to live.
Objective B	Reinvent underutilized commercial space in the community to take advantage of the "highest and best use."
Goal 2.	***Aggressively accommodate expansion of the traded sectors, such as manufacturing and high-tech businesses.***
Objective A	Continue to partner with other public and private organizations to ensure availability of real estate and infrastructure to support industry needs.
Objective B	Strengthen the workforce by supporting housing, training, and quality of life amenities.
Goal 3.	***Provide and promote amenities that improve quality of life for residents and visitors.***
Objective A	Leverage available funding to invest in quality-of-life initiatives.
Objective B	Work with partner organizations to expand the availability of year-around permanent entertainment and recreational attractions.
Objective C	Amplify promotion of existing regional entertainment and recreational opportunities.

Image Source: Grand Forks Region EDC

General Development

Goal 1.	***All residential and related neighborhood development is to be focused on the preservation of the small-town and family-friendly environment of Grand Forks.***
Objective A	Prioritize pedestrian and bike activity when designing new neighborhoods and improving existing neighborhoods.
Objective B	Include family-friendly amenities accessible to residential development.
Objective C	Partner with developers and residents to ensure that infill and new neighborhood development creates a unique, identifiable place.
Goal 2.	***Encourage and integrate mixed use development in strategic locations outside of Downtown.***
Objective A	Provide regulatory and financial incentives to encourage compact, mixed use neighborhood centers.
Objective B	Accommodate innovative mixed and shared use development opportunities.
Goal 3.	***Promote environmental, financial, and socially sustainable development.***
Objective A	Identify and pursue shared use of public facilities.
Objective B	Conserve prime agricultural land not anticipated for development by 2050.
Objective C	Annexation will be used as a tool for equity, providing a system where all residents and landowners share in the benefits and costs of municipal services.
Objective D	The City will make a concerted effort to ensure growth is directed toward areas where full public services may be provided as cost effectively as possible, relying upon infill opportunities and the growth tier system.
Objective E	Reasonably plan and develop new community growth that is resilient from natural disasters.
Objective F	Encourage collaboration between Grand Forks International Airport, the city, and other adjacent jurisdictions in order to set reasonable expectations for development in the area influenced by current and future flight patterns.

Objective 3.D is closely related to the **Future Land Use Map**. Infill within city limits is encourage as a primary development opportunity, followed by fringe growth within the tiered system – starting with Tier 1, then Tier 2, and lastly Tier 3. The Future Land Use Plan map features these growth areas.

A family-friendly environment is a place that is appropriate and inviting for all ages.

Related neighborhood development referenced in Goal 1 above refers to neighborhood commercial, parks, schools, and other development integrated with and in support of residential neighborhoods.

Environmental sustainability involves the processes, systems and activities that reduce the environmental impacts (e.g. stormwater, farmland, or natural areas) that result from development.

Financial sustainability focuses on strategies that promote cost-efficient development practices, such as development that promotes positive financial return in addition to net positive city revenue.

Social sustainability focuses on balancing the needs of an individual or a subset of the population with the balance of the population. An example includes ensuring park and recreation opportunities are well-distributed across the community versus focused in certain areas.

Goal 4.	***Facilitate an open, efficient, and reliable planning process accessible to all ages and abilities.***
Objective A	Implement and maintain an efficient review process.
Objective B	Encourage and promote citizen participation by providing multiple opportunities for public input throughout various planning and zoning processes.
Objective C	Ensure that the land use plan is an active document that is heavily relied upon by decision making across city departments and leadership and is accessible to the public.

CHAPTER 3. LAND USE

EXISTING LAND USE

The City Profile document describes existing land use in detail. Acreage breakdowns are given for each growth tier (2045 alignments). Maps and discussion provide the foundation for the 2050 Land Use Plan.

FUTURE LAND USE CATEGORIES

These changes are consistent with the 2045 Land Use Plan and similar as above, with the following changes:

- The vacant category is removed, as all available land is assumed to be used for development or agricultural purposes
- The residential category is stratified into urban residential and rural residential
- The Future Land Use Map adds a mixed-use category

Agricultural

The agricultural category provides for farming, ranching, and related uses. Agriculture is intended to locate outside city limits, but Grand Forks has jurisdictional authority within its extraterritorial area. The intent of this Plan is to limit residential density to 1 dwelling per 40 acres within agricultural zones (one farm dwelling per quarter-quarter). The rural residential category is applied to areas with greater residential density (i.e.., rural subdivisions). This framework is intended to organize fringe development, preserve agricultural land, and reserve space for urban growth. The A1 zoning district is used for agricultural preservation, while the A2 district reserves areas that are envisioned for long-term development.

Image Source: Grand Forks Herald

Rural Residential

The rural residential category is applied to residential areas in Growth Tier 3. These areas are located outside the current limits of city flood protection. As a policy, the City will not extend infrastructure to Tier 3 except in extenuating circumstances (e.g., to enable a significant economic development opportunity). There are several large-lot subdivisions within the extraterritorial area with lots available for development. The Future Land Use Map does not designate new areas of rural residential.

Urban Residential

Urban residential is a broad category that encompasses all urban housing types. This Plan does not differentiate categories for low-density (single-family), high-density (multifamily), etc. Rather, urban residential areas are intended to accommodate a complementary housing mix. This allows the city to retain zoning flexibility and reduces amendments to the Future Land Use Map. All urban residential is located within Growth Tier 1 and is within the limits of existing flood protection.

Image Sources: ApartmentGuide.com, Zillow.com

Commercial

The commercial category provides for a variety of retail and non-retail businesses. These businesses support the local economy and provide valuable goods and services. The spectrum of commercial uses varies from small shops and restaurants to shopping malls, power centers, and office parks. Grand Forks uses four zoning districts to encompass the wide array of commercial development needs and impacts. Limited commercial is also allowed as an accessory to other uses. The 2050 Land Use Plan focuses new commercial within the I-29 corridor, south of 32nd Ave S. New standalone commercial is limited in other growth areas. Neighborhood commercial is encouraged when scaled, sited, and designed in way to enhance neighborhood character; however, the Plan does not designate specific locations for commercial infill or changes in use.

Brick-and-Mortar Trends

The Covid-19 pandemic brought accelerated change to commercial business in America. Several chains filed for bankruptcy in 2020 and 2021. Other companies, including CVS and Starbucks, announced they will close several hundred locations beginning in 2022. Even prior to the pandemic, U.S. retail space was generally acknowledged to be overbuilt. While online shopping booms, brick-and-mortar retail and restaurants grappled with a widespread worker shortage through 2021. Adapting to worker shortage and customer demand, businesses transitioned to mobile ordering and curbside pickup. City planning must likewise adjust to the post-Covid economy. **Planning and zoning can provide support existing brick-and-mortar, provide flexibility for adaptive reuse, and encourage development of more adaptable spaces.**

Bed Bath & Beyond closed its Grand Forks location in 2019. (Image Source: Grand Forks Herald)

Industrial

The industrial land use category promotes economic development. Industry includes a range of uses that are generally associated with goods manufacturing, processing, storage, and transport. Like commercial uses, industrial activities vary in scale and intensity. Heavy industrial activities produce negative site impacts (e.g., light, noise, or noxious emissions). These uses are generally sited away from urban residential areas and other incompatible uses, although industrial impacts can be mitigated through buffering, landscaping, and other development standards. Other industrial activities have limited impacts – in some cases, the nature of the activity may not be identifiable outside the building. Grand Forks uses two industrial zoning districts, I-1 and I-2, for light and heavy industrial, respectively.

Since the 2045 Plan was adopted, Grand Forks has seen a significant upward trend in industrial development. Supporting continued industrial growth is a pillar of the City's economic development strategy. The 2050 Plan designates substantial areas for future industrial development within key highway and rail corridors. Industrial is also integrated in areas that preclude other types of development, such areas around the airport and stormwater ponds.

Mixed Use

This use category is intended to improve the neighborhood land use mix by integrating compatible uses. Mixed use design improves neighborhood accessibility to goods and services and promotes a better jobs-housing balance. Uses can be mixed within a building (vertical mixed use) or in separate buildings across the development site (horizontal mixed use).

The mixed-use category also provides flexibility. This Plan recognizes that parcel use can change many times within 30 years. Areas that are prone to transition include Downtown, vacant or underperforming buildings, and the activation corridors identified in this Plan. The application of mixed use in these areas allows for various development, infill, and redevelopment possibilities that suit neighborhood character.

The Future Land Use map redesignates several developed areas within Grand Forks as mixed use. This does not mean that every area that is shown as mixed use will be redeveloped or change use by 2050. Rather, the intent is to provide flexibility to allow for redevelopment and infill to occur when opportunities arise, and to guide a development pattern that supports the goals of this plan, including increased densification including compatible infill within transit supportive areas.

Blu by Epic, a new mixed-use community on Broadway in Minot, North Dakota. (Image Source: Epic Companies)

Public/Semi-Public

This category encompasses a range of uses, including buildings designated for public or non-profit use (i.e., non-taxed) and semi-public uses that serve a similar function. Examples include academic and religious institutions, City government land and buildings, and the Grand Forks International Airport. Grand Forks uses special zoning districts for the airport and UND. Future schools and religious buildings will generally be integrated with areas shown as urban residential. **No new public/semi-public areas are shown on the Future Land Use Map.**

Recreation/Open Space

The recreation/open space category supports community and environmental health. The Park District manages a variety of parks, including neighborhood parks, dog parks, pocket parks, golf courses, and sports complexes. This category also includes open areas that used for other purposes, such as stormwater management. To ensure that open space is preserved and accessible, Grand Forks generally requires that 10% of development area is dedicated for this purpose.

The Future Land Use Map shows conceptual open space areas that satisfy the City's park dedication requirement. These areas are arranged to maximize access – for example, adjacent to future mixed-use areas and along the section lines and quarters that will form the backbone of the future roadway grid. Including park acreage on the Future Land Use Map also improves the accuracy of the land capacity analysis and future traffic forecasting efforts.

Community Voices

At the Potato Days engagement event, young residents repeatedly told us that parks are their favorite places in the city.

Sertoma Park (Image Source: VisitGrandForks.com)

FUTURE LAND USE MAP

Figure 4 depicts the Future Land Use Map. All urban uses are contained within existing flood-protected areas.

Figure 5 depicts the same land use layer with existing developed areas grayed out, except for mixed-use areas. This map conveys the extent of areas prioritized for growth and development through 2050.

Table 1 summarizes the future land use categories and compatible zoning districts.

Figure 4. Future Land Use Map

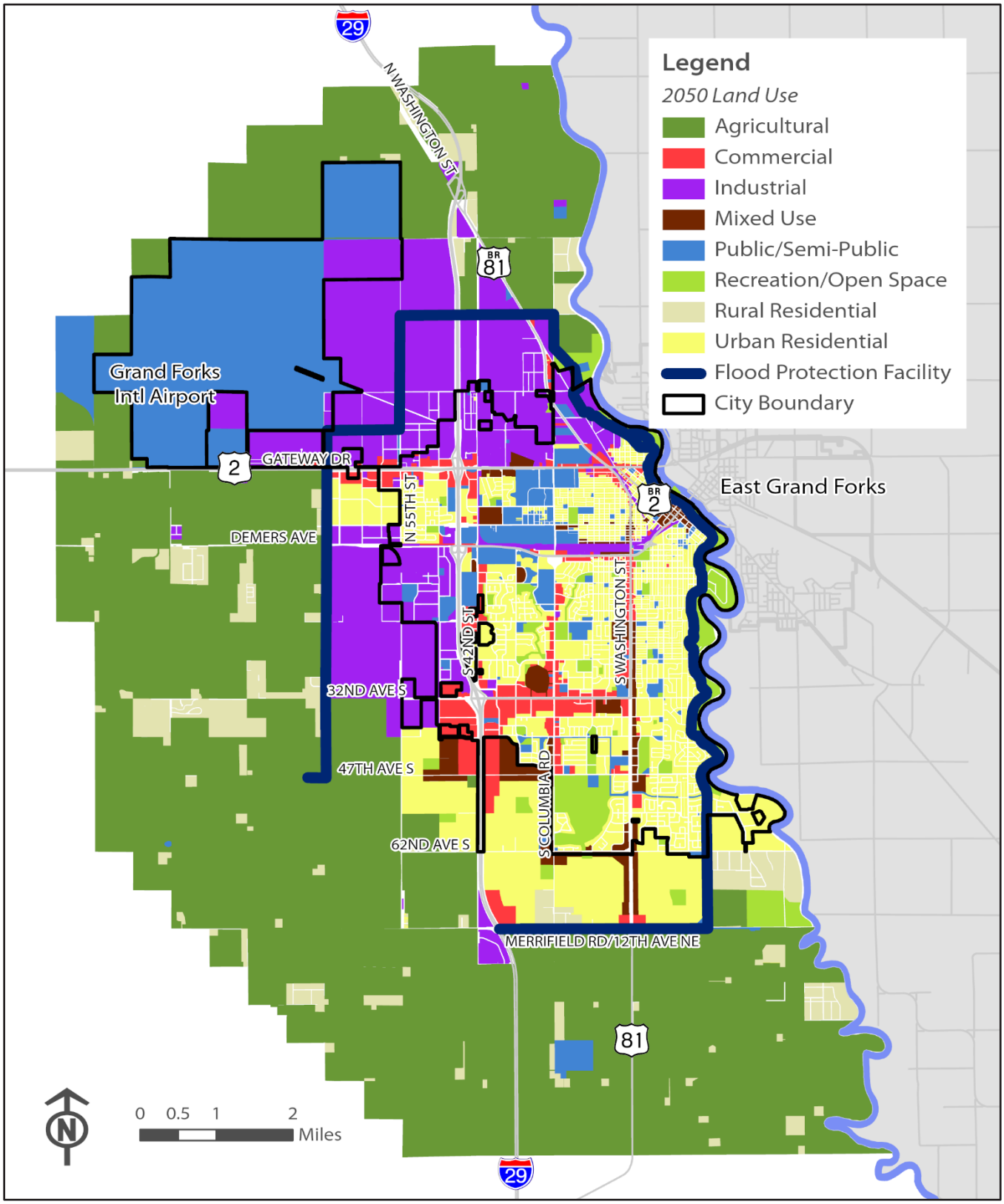


Figure 5. Future Land Use and Developed Areas

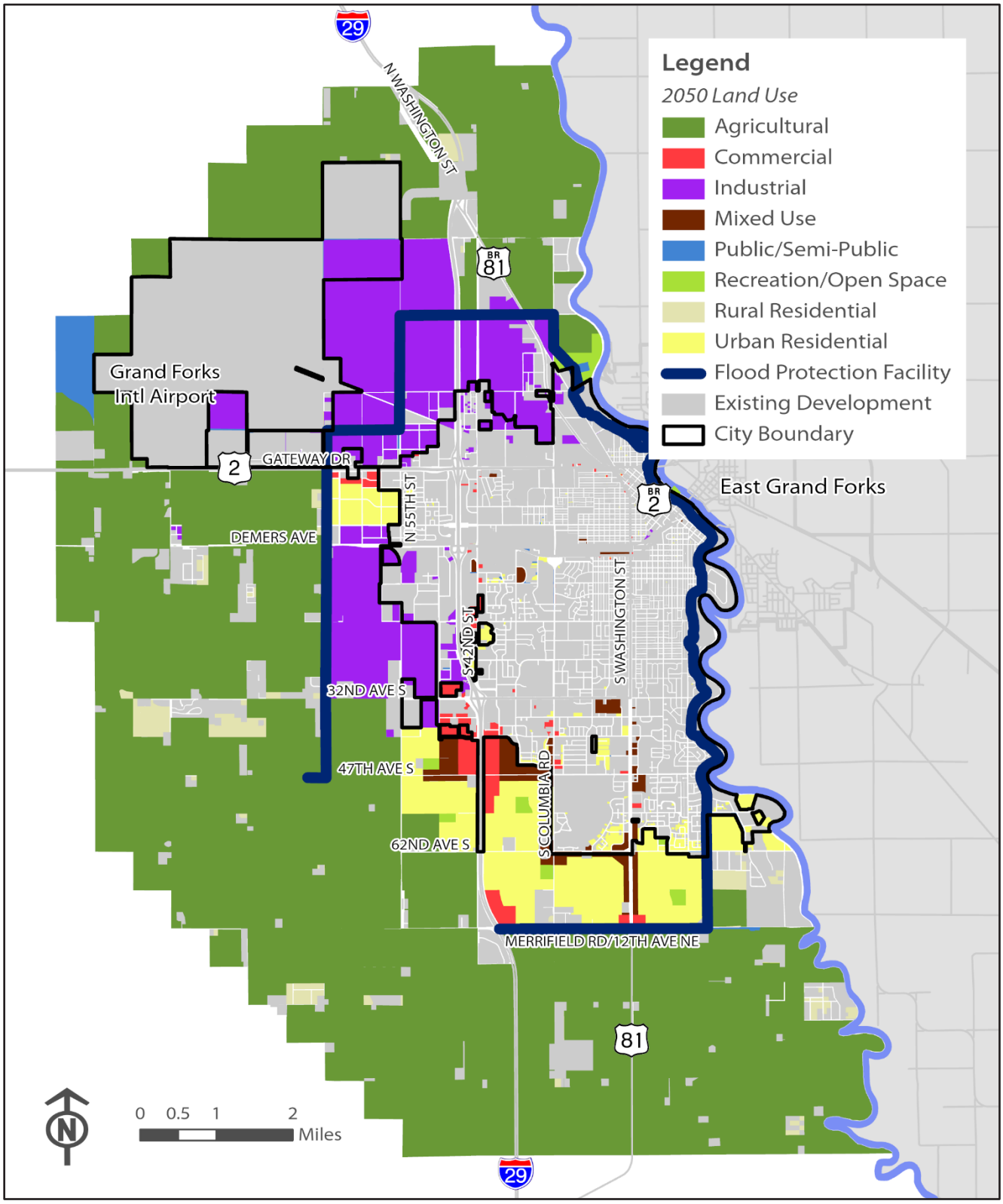
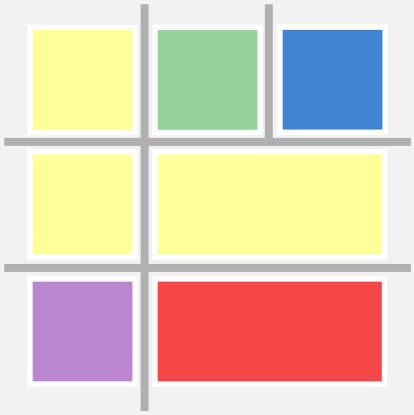


Table 1. Land Use Summary

Color	Category	Category Description	Compatible Zoning
	Agricultural	Predominantly farming, ranching, and accessory uses.	A-1 Agricultural Limited Development A-2 Agricultural Reserve
	Rural Residential	Farm residences and rural residential subdivisions that are unannexed and/or disconnected from urban water and sewer infrastructure.	A-1 Agricultural Limited Development A-2 Agricultural Reserve
	Urban Residential	Predominantly residential uses including single-family homes; duplexes, triplexes, and quadplexes; townhomes and condominiums; and various multifamily housing types.	R-1 Single Family Residential R-2 One & Two Family Residential R-3 Multifamily Residential R-4 Multifamily Residential R-5 Mobile Home Residential PUD Planned Unit Development
	Commercial	Predominantly retail and service businesses selling a range of products and services. Includes professional offices, banks, clinics, and similar uses that serve a variety of clientele.	B-1 Limited Business B-2 Shopping Center B-3 General Business B-4 Central Business District
	Industrial	Industrial, manufacturing, storage, distribution, and warehousing areas. This land use category is intended to provide high-quality employment opportunities and promote economic development	I-1 Light Industrial I-2 Heavy Industrial
	Mixed Use	Mix of residential, retail, office, service, entertainment, and public/semi-public uses, generally located along a major transportation corridor or node. This use category is intended to provide flexibility for redevelopment, infill, and master-planned areas. Mix may be vertical (variety of uses within one building) or horizontal (a variety of buildings used for different purposes).	Planned Unit Development Form-based code Downtown overlay Corridor overlay
	Public/Semi-Public	Public and quasi-public uses such as hospitals, airport, schools, colleges, religious institutions, police and fire protection, libraries and museums, flood protection, wastewater treatment infrastructure, and other public utilities and facilities	Residential Districts Commercial Districts Agricultural Districts A-D Airport UD University
	Recreation/Open Space	Parks and recreational facilities, conservation areas, stormwater ponds and drainage areas, cemeteries, and other open space	All Districts

Land Use and Zoning Relationship

Land Use and Zoning are related concepts that are frequently confused. Zoning has legal power, but the Land Use Plan does not. The Future Land Use Map guides City zoning decisions within Grand Forks and its extraterritorial area. It uses eight land use classifications. Meanwhile, Grand Forks' current zoning ordinance has five residential districts, four commercial districts, two industrial districts, and many others. Each district applies specific regulations to use. In most developed areas, zoning and land use classifications are aligned. In areas intended for development or change, zoning and land use may not align. In such cases, a zone change is needed to facilitate desired development (e.g., A-2 to R-1). The zone change should correspond with the Future Land Use Map. If it does not, the Future Land Use Map should be amended to support the zone change or the zone change should be denied. **In this way, the Land Use Plan provides assurance that zone changes are not arbitrarily made.**



CHAPTER 4. ACTIVATION AREAS

This chapter highlights several infill and fringe locations with activation potential. These locations include key corridors, intersections, underutilized parking lots, and specific sites identified by the Land Use Subcommittee. The intent is to promote revitalization and active use through infill and redevelopment, identify areas where transition is desirable, convey the magnitude of infill opportunities, and provide a vision for development form and function that supports the goals of this Plan.

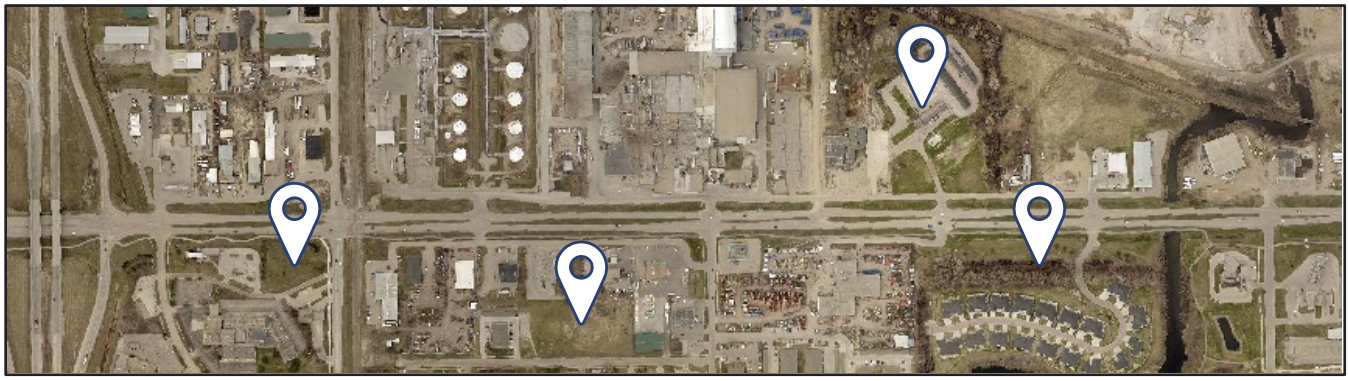
ACTIVATION CORRIDORS

The Land Use Subcommittee identified five activation corridors with revitalization potential **(Figure 6)**. These corridors include:

- Gateway Drive from I-29 to Downtown
- University Avenue from Columbia Road to Downtown
- S 42 Street from Demers Avenue to south
- S Washington Street from 17th Avenue south to 42nd Avenue S
- 32nd Avenue S from I-29 to S Washington Street

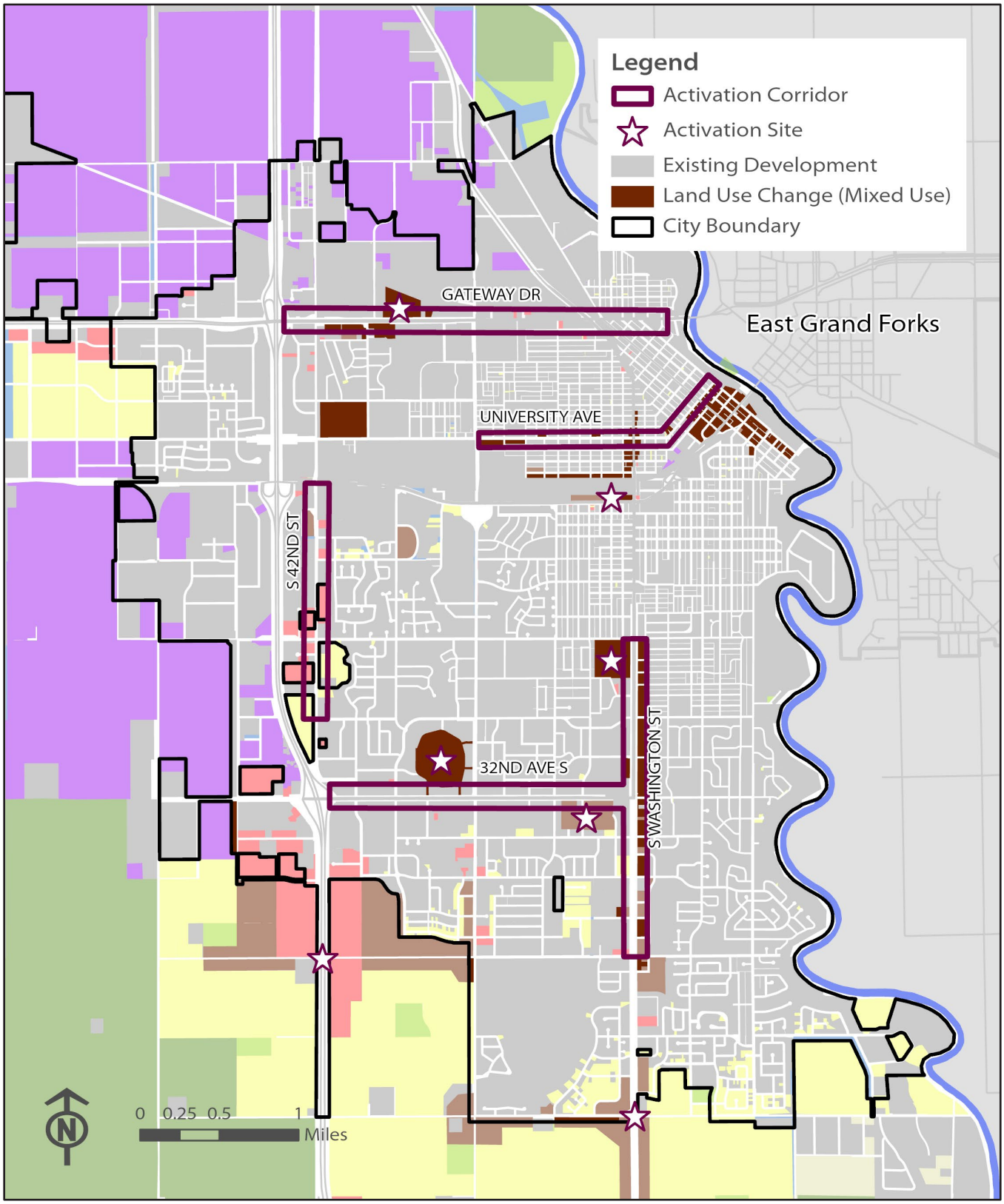
Gateway Drive

Gateway Drive from I-29 to Downtown is primarily an industrial corridor. The vision for 2050 is to improve corridor operations and aesthetics through infill, streetscaping, and other corridor improvements. The corridor contains several sites with infill or redevelopment potential, including the Budget Inn Express property:



Gateway Drive looking east near Burger King

Figure 6. Activation Sites and Corridors



University Avenue

University Avenue is a vital corridor that connects the University of North Dakota campus to Downtown. A corridor study was completed in 2021. This study provides a comprehensive blueprint for corridor enhancement through safety improvements, integration of all transportation modes, and site activation (**Figure 7**). The corridor study identified anchor development opportunities (vacant lots) and lots with redevelopment opportunity. These parcels are shown as mixed use on the Future Land Use Map. The corridor study provides a model for active streets that suits University Avenue, but its central planning concepts are transferrable to other thoroughfares in the urban core.

Image Credit: University Avenue Corridor Study (JLG Architects)

Figure 7. University Avenue Corridor Plan

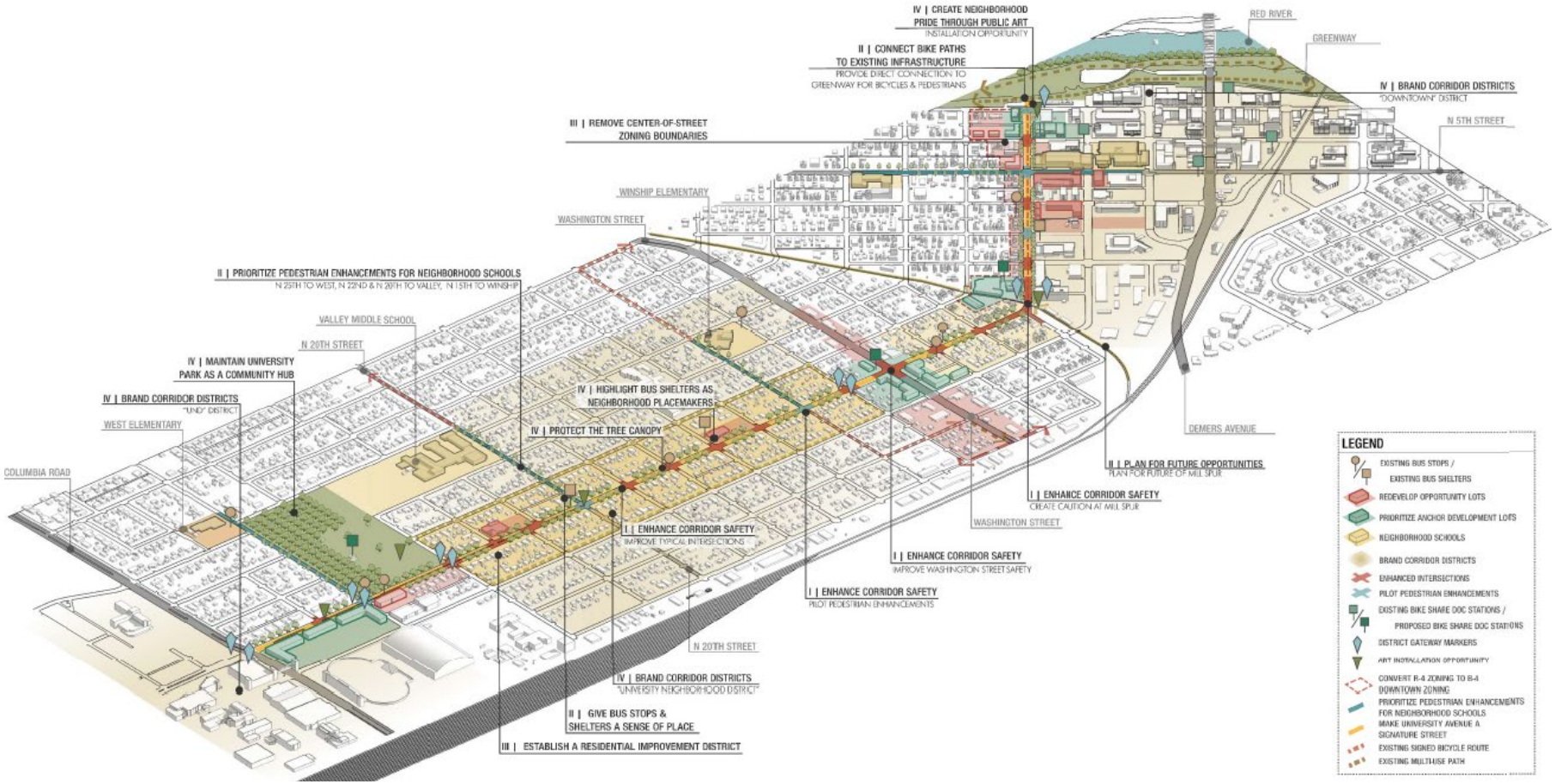


Image Credit: University Avenue Corridor Study (JLG Architects)

Community Voices

In addition to University Avenue, survey respondents identified Dyke Avenue, a parallel corridor, as a revitalization opportunity. Multiple commenters expressed the need for supportive commercial in this area, including restaurants or cafes within walking distance of the UND medical center. Other comments noted that Dyke Avenue and other parallel corridors could provide supplemental bicycle and pedestrian facilities.

Dyke Avenue looking west toward UND. Aging properties and vacant space show this area's revitalization potential. (Image source: Google Earth)

42nd Street

From Demers Avenue to the south, S 42nd Street provides a significant opportunity for urban infill. Several tracts are undeveloped and unannexed. The city has prioritized these "County Islands" for short-term annexation. The Future Land Use Map shows a mixture of residential, commercial, and mixed use along this corridor. The vision is for higher density infill that will support extension of bus service to 42nd Street and that is compatible with existing development, which includes the Alerus Center.

Unannexed "County Islands" on S 42nd Street

32nd Avenue S

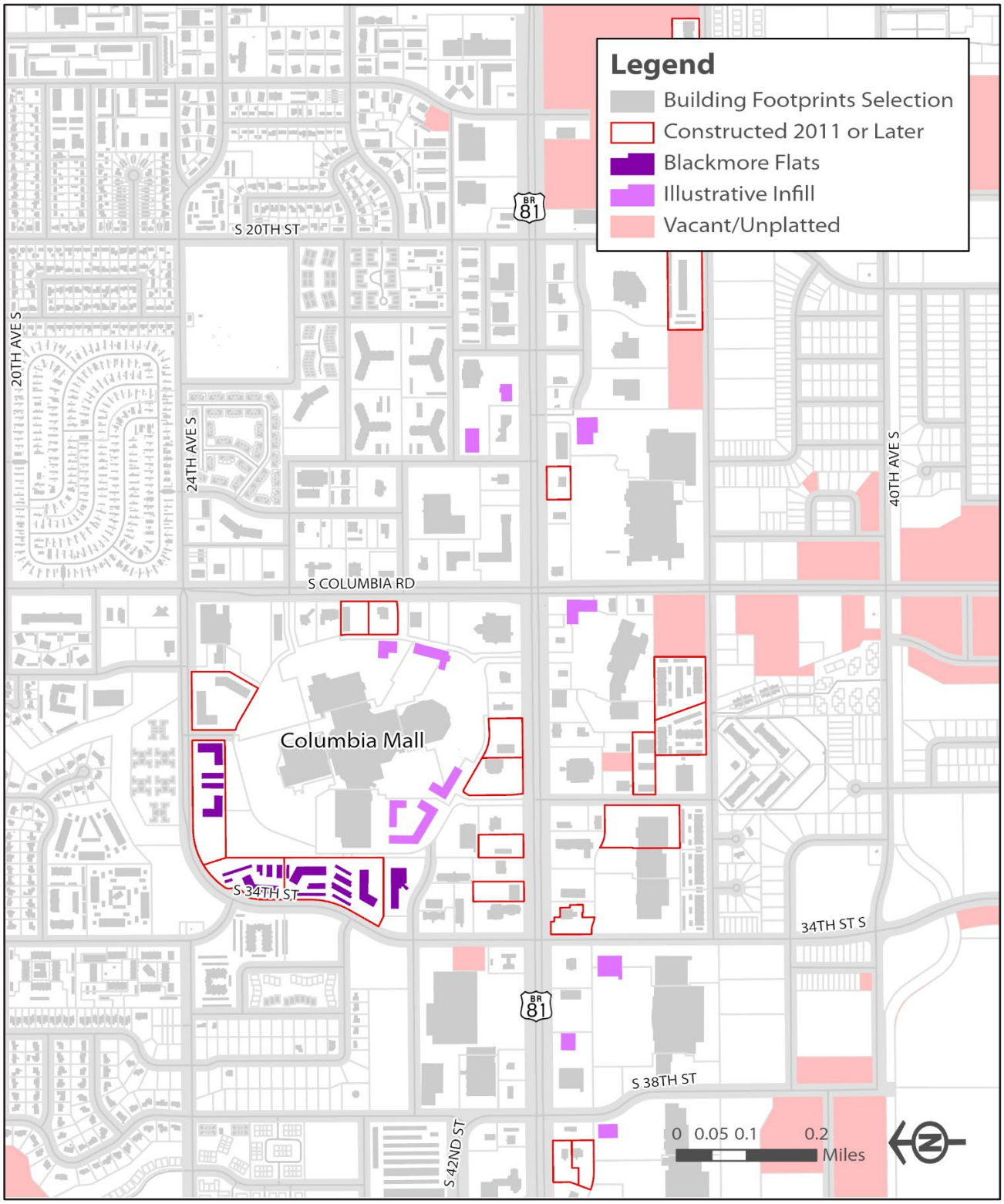
32nd Avenue S is a four-lane arterial road with managed access to strip retail developments, supercenters, the Columbia Mall, and other commercial uses. Many uses appear to have excess parking that could be reclaimed for urban infill. Indeed, several outlot properties have been developed in the last 10 years **(Figure 8)**. The corridor could perhaps continue on a similar trajectory with incremental infill with no major policy changes or physical improvements (i.e., no revisions to parking code, no changes to street grid). Alternatively, structural changes in this area could spur an even greater transformation. For example, if the Columbia Mall site were redeveloped, this would provide an opportunity to break up superblocks, enhance connectivity, and create a more walkable environment. In addition to enhancing connectivity, new street connections that parallel 32nd Avenue S, Columbia Road, or Washington Street would enhance system capacity and may allay concerns that this area cannot support additional development.

As the 32nd Avenue S corridor has evolved, its definition has been enhanced by outlot development and matured plantings, yet there are still opportunities to convert underutilized space to more active uses. (Image source: Google Earth)

Although there are wide sidewalks on both roadway frontages and pedestrian facilities at major intersections, this section of 32nd Avenue S is not particularly conducive for walking or bicycling, due to wide intersections, long blocks, expansive setbacks, and the high volume of roadway vehicles. The distance from Target to Menard's, which face the corridor on opposite sides, is one quarter mile. If someone wanted to cycle or walk between these stores, they would have to go out of their way to 34th Street S or 42nd Street and presumably wait through a long signal phase to cross the road. The corridor right-of-way is approximately 160 feet from sidewalk to sidewalk, with grassy medians and buffers that could converted to accommodate a six-lane facility. The long-range traffic forecasts shows that that 32nd Avenue S would eventually need to be widened to a six-lane arterial if an interchange is not constructed at 47th Avenue S; this type of capacity improvement would further degrade the environment for pedestrians and cyclists.

Expanding 32nd Avenue S to six lanes would further inhibit active transportation and may thwart revitalization efforts

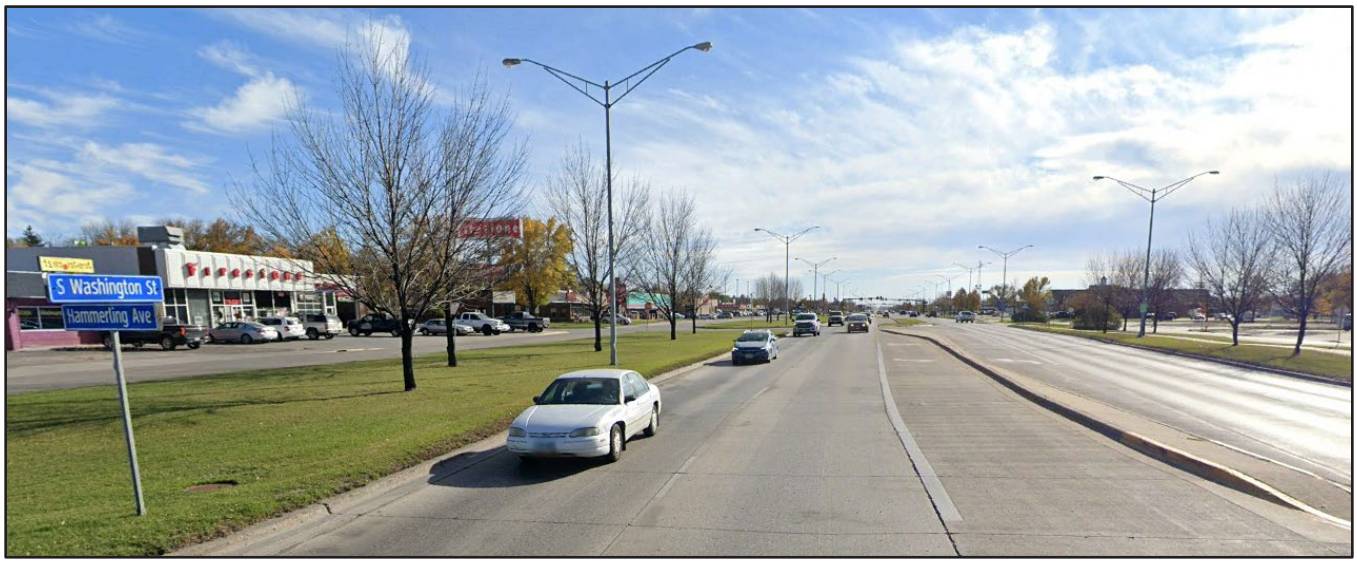
Figure 8. 32nd Ave S Commercial Corridor



Source: City of Grand Forks

Washington Street

Like 32nd Avenue S, Washington Street is primarily developed with commercial uses. However, this commercial strip is more adaptable than 32nd Avenue, with smaller parcels, consistent setbacks, and buildings that are supported by surrounding neighborhoods. The structure and scale of the corridor position it for adaptive reuse, infill, or redevelopment when opportunities arise. Much of the corridor is designated as mixed us in the Future Land Use Plan. As previously discussed, this does not mean that every property will change in use or appearance by 2050, but it provides flexibility for change to occur. With a wide median, boulevards, and frontage roads, S Washington Street could potentially be streamlined to provide additional space for development, streetscaping, or other improvements.



S Washington Street, looking south at Hammerling Avenue. Roadway dimensions are similar as 32nd Avenue South, but the overall development pattern is more adaptable for mixed use. (Image source: Google Earth)

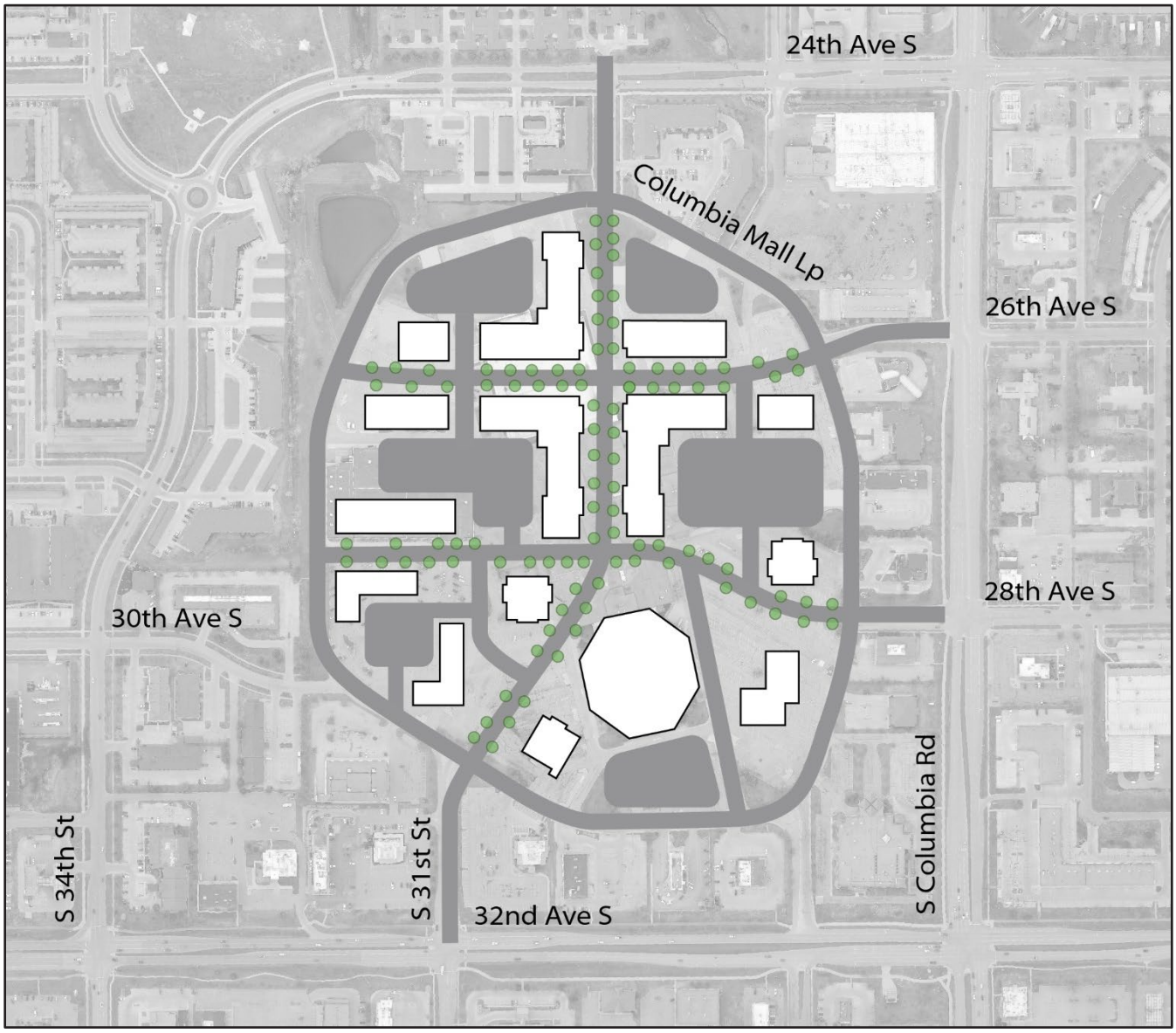
ACTIVATION SITES

In addition to the five activation corridors, Figure X highlights seven specific locations with activation potential. Some sites will anchor future development, while others could trigger revitalization and reinvestment in existing neighborhoods and corridors. These sites are:

- The vacant Budget Inn Express property on Gateway Drive (future mixed use)
- Available railyard frontage at Demers Avenue and Washington Street (future mixed-use building)
- Gateway Mall (future mixed use)
- Columbia Mall (future mixed use/redevelopment site)
- A 37-acre agricultural tract on 32nd Avenue S near Washington Street (future commercial)
- Future I-29 interchange, shown at 47th Avenue S (future commercial)
- S Washington Street and 62nd Avenue S (future mixed use)

Each of these sites presents unique opportunities and challenges, but Columbia Mall has the biggest potential for urban transformation. Development and infill have occurred around the perimeter of the mall, most recently with construction of the Blackmore Flats apartments in 2019, and marginal development may continue in commercial outlots without impacting the mall. If the site were redeveloped, this would enable a much more impactful transformation (**Figure 9**).

Figure 9. Columbia Mall Redevelopment Concept



The Columbia Mall site occupies about 56 acres near the intersection of 32nd Avenue S and S Columbia Road. The 2050 Land Use Plan shows this site as mixed use. Additional uses could be integrated along the Columbia Mall Loop without impacting the mall itself. Alternatively, the site could be completely redeveloped. The figure above is intended to illustrate a generalized redevelopment concept that improves the street grid by extending 26th Avenue S, 28th Avenue S, and S 31st Street through the existing mall property. These connections would break up the superblock and enable development of a mixed-use node in the interior of the site. New buildings front the streets with minimal setbacks. Parking is generally located to the rear of buildings. This orientation creates a more walkable environment and allows for shared parking arrangements, which reduce the total parking area. This concept also shows a how a portion of the existing mall structure could be retained and perhaps adapted for another use (in this case, the former Macy's located at the south end of the mall).

Railyard Site

The railyard site on Demers Avenue near Washington Street is envisioned as a mixed-use development or apartment community, with the Boden Apartments at Columbia Road providing a template for development. This site is a prime location with access to Downtown and the arterial roadway system.

Image Source: TheBodenUND.com

OPPORTUNITY INTERSECTIONS

Major intersections are highly visible locations with excellent access to the roadway system, yet several intersections in Grand Forks are partially undeveloped. Stakeholders identified the following intersections with development potential in at least one quadrant:

- N 42nd Street and Gateway Drive
- S Columbia Road and Demers Avenue
- Washington Street and 17th Avenue S
- S Columbia Road and 32nd Avenue S
- Demers Avenue and Washington Street

Each presents a unique opportunity. Many intersections areas establish land use transitions. A variety of commercial, residential, or industrial uses could be appropriate at these locations.

PARKING LOTS

Parking lots are one of the least productive uses of urban space. On a good day, they sit unused most of the time. Expansive parking lots, and the ordinances that enable them, produce inefficient development patterns that thwart other planning objectives – from VMT reduction to affordable housing initiatives. While parking appears "free" to most users, each space costs about $5,000-$10,000 dollars. These costs are absorbed in rent and passed to consumers. From the City's perspective, parking imposes additional costs, because parking lots are generally deducted from tax assessment. When it is not the best and highest use of land, an underutilized parking area represents an opportunity cost to the community. Additional costs occur in the form of externalities – hidden costs such as lowered public health outcomes that are associated with more auto-oriented communities.

Like many communities, Grand Forks regulates parking supply. Sometimes, the minimum amount of parking required by code exceeds market demand. Recognizing that businesses often have a better sense of their parking needs, many cities have removed minimum parking requirements in one or more districts, leaving parking supply to the market. Another strategy is uncoupling the cost of parking from other development costs. For example, workers may choose to drive less if they are offered payment to give up a parking space. Likewise, households may choose to give up a space if offered the option to rent or purchase a unit at a lower cost.

Parking Requirements

Zoning rules prescribe a minimum amount of parking for different uses. The required number of parking spaces may be linked to building area, the number of workers on a busiest shift, the number of anticipated clients or customers, or other criteria.

When code produces 3 parking spaces per 1,000 square feet of a one-story building, the area for parking is roughly equivalent to the area of a building.

Often, parking is designed to meet projected demand on the busiest days of the year (traditionally Black Friday), so space is underutilized most of the time.

Underutilized parking could be converted to a "better, higher use".

CHAPTER 5. SUPPORTIVE ELEMENTS

LAND USE AND TRANSPORTATION

Land use and transportation systems are highly connected. At a fundamental level, land use planning guides the use of developable parcels and buildings. The Future Land Use Map provides places to live, work, and play. Meanwhile, the transportation system is the connective tissue that links each use to others, allowing us to access our homes, schools, businesses, and more. The arrangement of uses generates trips on the transportation network. By showing areas for future households and employment, the 2050 Land Use Plan sets the stage for the Long-Range Transportation Plan.

The Future Land Use Map was developed with careful consideration of the transportation system **(Figure 10)**. Industrial is geared toward major highways and rail corridors. Commercial is located around key highway nodes. Collectors and local roads complete the fabric of our neighborhoods, providing access to homes, schools, and other neighborhood uses.

Transportation Objective 1A states that Grand Forks will strive to achieve a 30% share of alternative modes for commuting – travel modes other than driving alone or working remotely – by 2050. Achieving this goal requires the city not only to invest in multimodal facilities, but perhaps more importantly, to develop supportive land use patterns that facilitate walking, bicycling, and transit. The two related strategies are infill growth and mixed-use development. **Chapter 1** describes how strategic land use planning supports the regional transit system.

This Plan identifies five activation corridors where infill and mixed-use development are focused. These corridors are suitable for a variety of uses, including commercial, medium-to-high density residential, and mixed-use buildings. Transportation improvements need to support the land use vision and vice versa. For example, right-of-way reallocation could be considered to develop more complete streets that support an active, mixed-use environment. Active corridors are more than "traffic sewers" that funnel vehicles from point A to point B – they can desirable destinations in their own right.

LAND USE AND PUBLIC HEALTH

Like transportation, land use planning impacts public health and quality-of-life. In turn, a vibrant, healthy community becomes the cornerstone of economic development strategies centered on attracting visitors and new residents to Grand Forks. Key health indicators include:

- **Walkability:** How easy or desirable is it to get places on foot or bike?
- **Access to Healthy Food:** How easy is it to access healthy food options at grocery stores, markets, community gardens, etc.?
- **Access to Parks and Recreation:** To what degree is each neighborhood connected to community parks, recreational facilities, and the trail system? Can children safely access parks and rec facilities? Do parks provide the right balanced of facilities and equipment for the neighborhoods they serve? In addition to promoting physical health, Parks and recreation facilities are vital to our mental and emotional wellbeing.
- **Access to Schools and Education Opportunities:** Elementary schools anchor our neighborhoods. A healthy community provides a well-balanced school system, with safe routes for children to walk and bike. When school realignment leads to the loss of a neighborhood school, this can dramatically change the neighborhood's identity.

Strategic infill development can strengthen neighborhoods by promoting access to businesses, services, and employment. For example, the jobs-housing balance can be improved by integrating housing near areas with concentrated employment or vice versa. Certain assets, such as neighborhood schools and parks, may even increase the value of a home. To support our neighborhoods, this Plan aims to leverage schools, parks, grocery stores, and other amenities to produce and sustain infill development. Vacant or underutilized locations near such uses should be prioritized for investment **(Figure 11)**. Figure 11 maps the location of schools, parks, grocery stores/community gardens, and clinics, along with vacant property. This provides a framework for the City to evaluate infill development opportunities and develop supportive policy. A 1/2-mile radius is drawn around schools, stores, and clinics to indicate general walksheds. The most accessible areas have a high concentration and variety of such uses. In general, core neighborhoods are more accessible than outer areas.

The Greenway trail system is a unique amenity that promotes active lifestyles and community well-being. (Image Source: GrandForksIsCooler.com)

Figure 10. Future Land Use Map with Existing Roadway Classifications

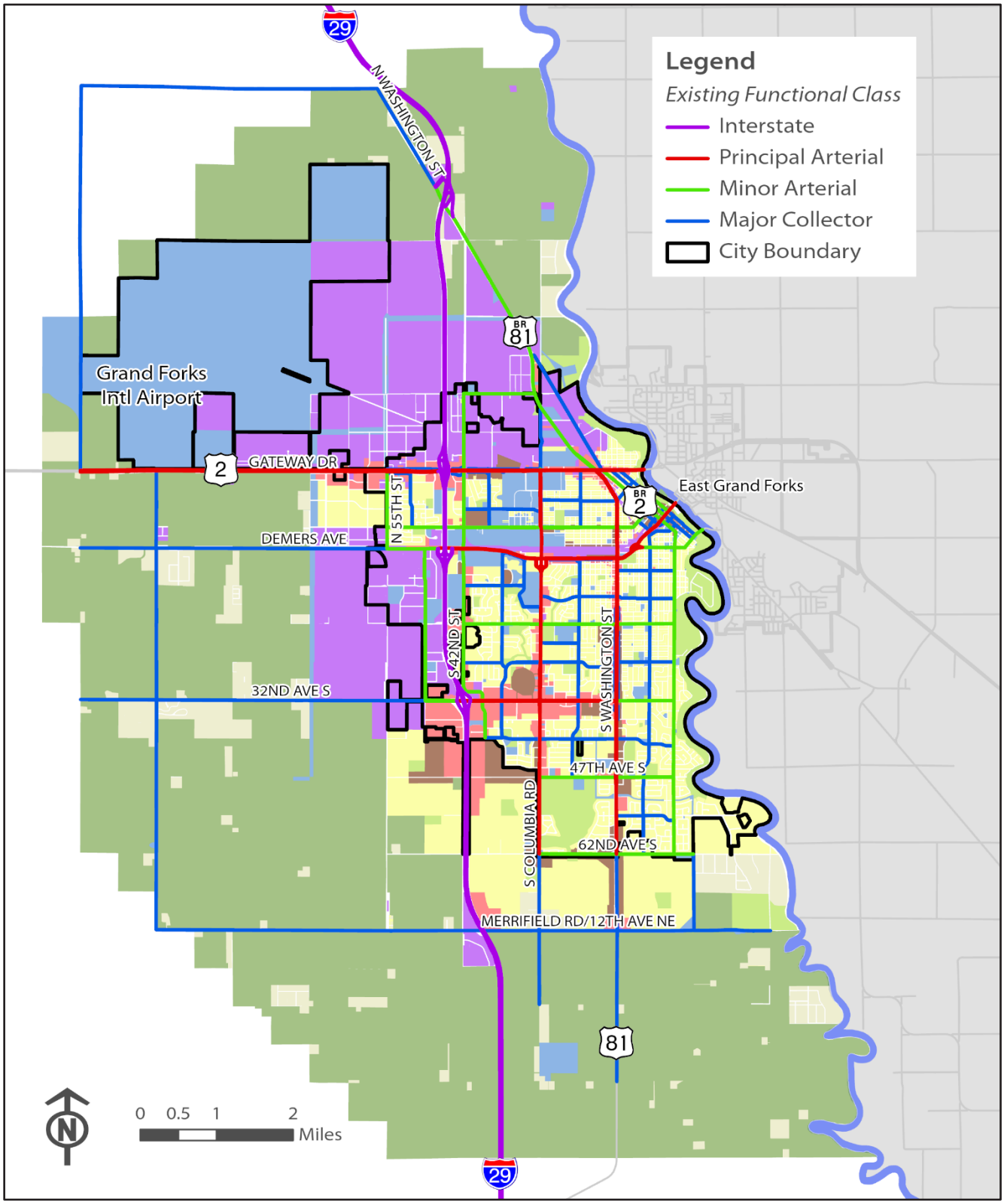
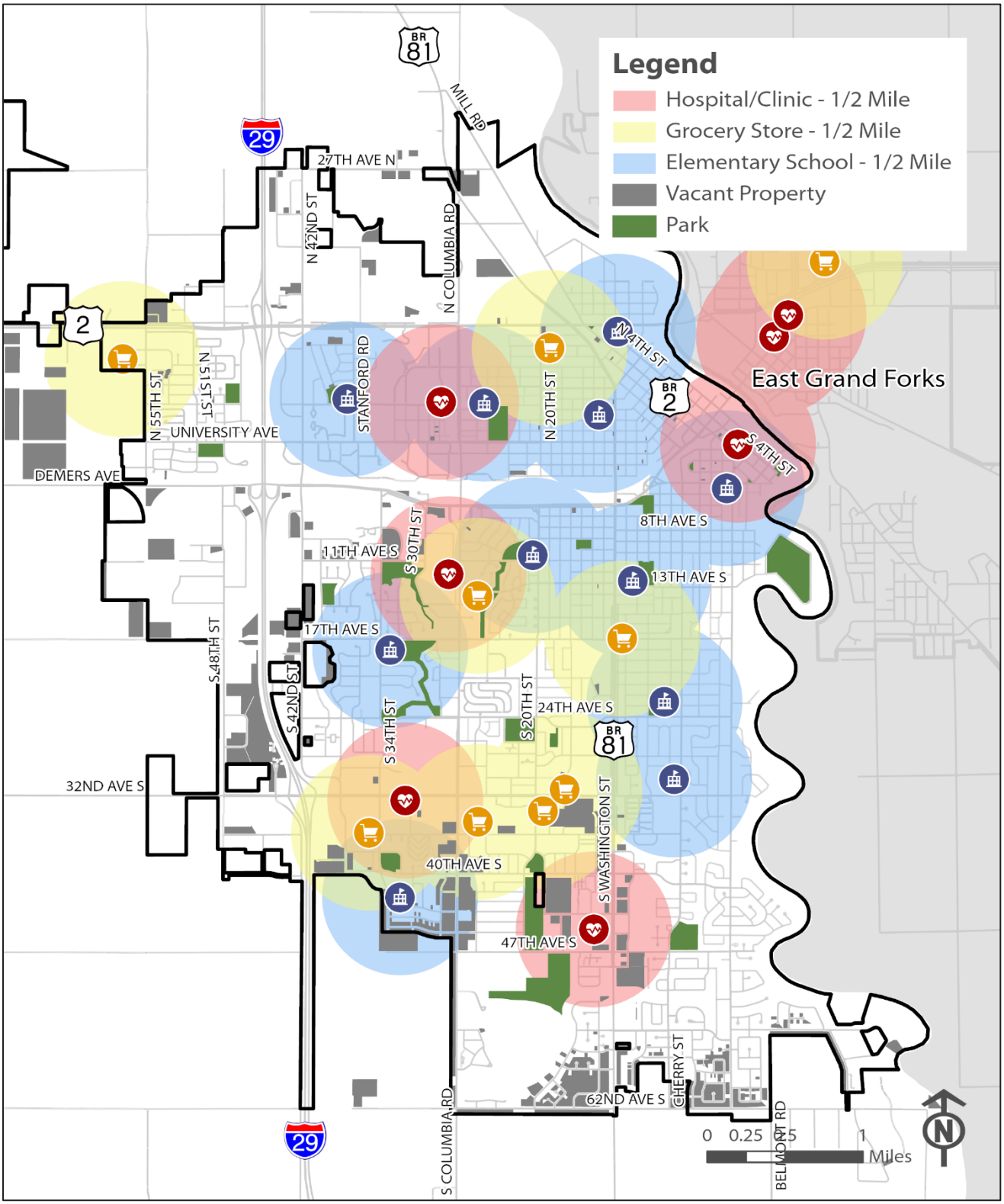


Figure 11. Access to Schools, Parks, Medical, and Grocery Stores



LAND USE AND HOUSING

Land use planning and zoning set the table for housing development. Used effectively, these mechanisms can promote the desired mix of housing types and help reduce the cost of housing.

Community Voices

In a community survey conducted for this plan that received 890 responses, fully two-thirds of residents rated the cost of housing in Grand Forks to be poor or fair, with 30% calling it poor. And while residents feel the community is doing a good job meeting the housing needs of college students and luxury housing, survey respondents were more pessimistic about housing options for middle-income workers, new households entering the region, singles, and multi-generational households. Most residents were generally positive about other aspects of the community that are related to housing and neighborhoods, such as athletic facilities and events, the look and character of development, parks, privacy and space, and trail facilities.

Planning and Zoning for Housing Affordability

Cities can and do increase affordable housing through regulation. However, Grand Forks prefers to a market-driven approach. Creative measures are needed in part because federal housing programs do not fully address the problem. From the perspective of the Land Use Plan, the City can use its zoning authority and development policy to support its housing goals.

Zoning determines building height, minimum lot size, density restrictions, and off-street parking requirements, all of which affect the types and prices of homes that are built. Similarly, the development review process imposes additional development costs. Potential related actions that support housing affordability include:

- Easing height and bulk restrictions and/or minimum lot size requirements in certain zones
- Relaxing or eliminating off-street parking requirements that increase building costs and create an inefficient use of space
- Amending the zoning code to permit accessory dwelling units to help satisfy demand for multi-generational households
- Streamlining development review for infill projects that tap into underutilized land or repurpose existing buildings
- Waiving development fees for projects that meet the City's affordability threshold

Planning for the Right Housing Mix

The 2050 Land Use Plan has two housing categories – urban and rural residential. The urban residential category is broadly defined. This provides flexibility for developers to respond to the market. Likewise, flexible zoning tools such as PUDs can be used to create the right housing mix. Residents have indicated that there is a substantial gap in the housing market, as Grand Forks' housing stock consists primarily of single-family homes and apartment complexes. Additional options are needed for single residents, multi-generational households, and workforce housing. Providing suitable housing for a growing workforce and diversifying households is critical to achieve Grand Forks' economic development goals. Grand Forks needs to be meticulous about promoting housing development that addresses market gaps.

TOOLS FOR A NEW ECONOMY

Over the past two decades, Grand Forks has seen modest growth while fighting against significant headwinds. These negative external impacts include two significant Air Force Base mission reductions, a major natural disaster, two recessions, and a downturn in the state economy that produced significant budget cuts at the University of North Dakota. Yet the local economy has largely persevered, developing a strength in the emerging new industry of unmanned systems and establishing a local manufacturing sector growing at a rate well above national average in the past decade.

Community Voices

Grand Forks residents generally support an aggressive approach to economic development. Of the 890 respondents questioned as part of this project, 57% support increased City involvement and resources devoted to economic development, while just 15% felt resources should be decreased.

Figure 12. To what extent should the City be involved in contributing efforts and resources to pursue economic prosperity (economic development) for Grand Forks citizens?

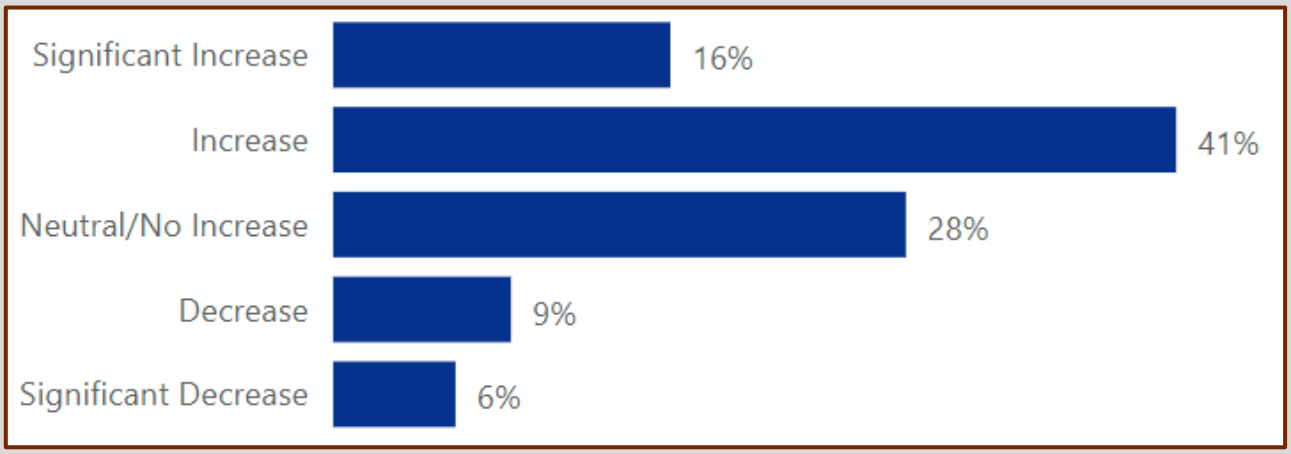
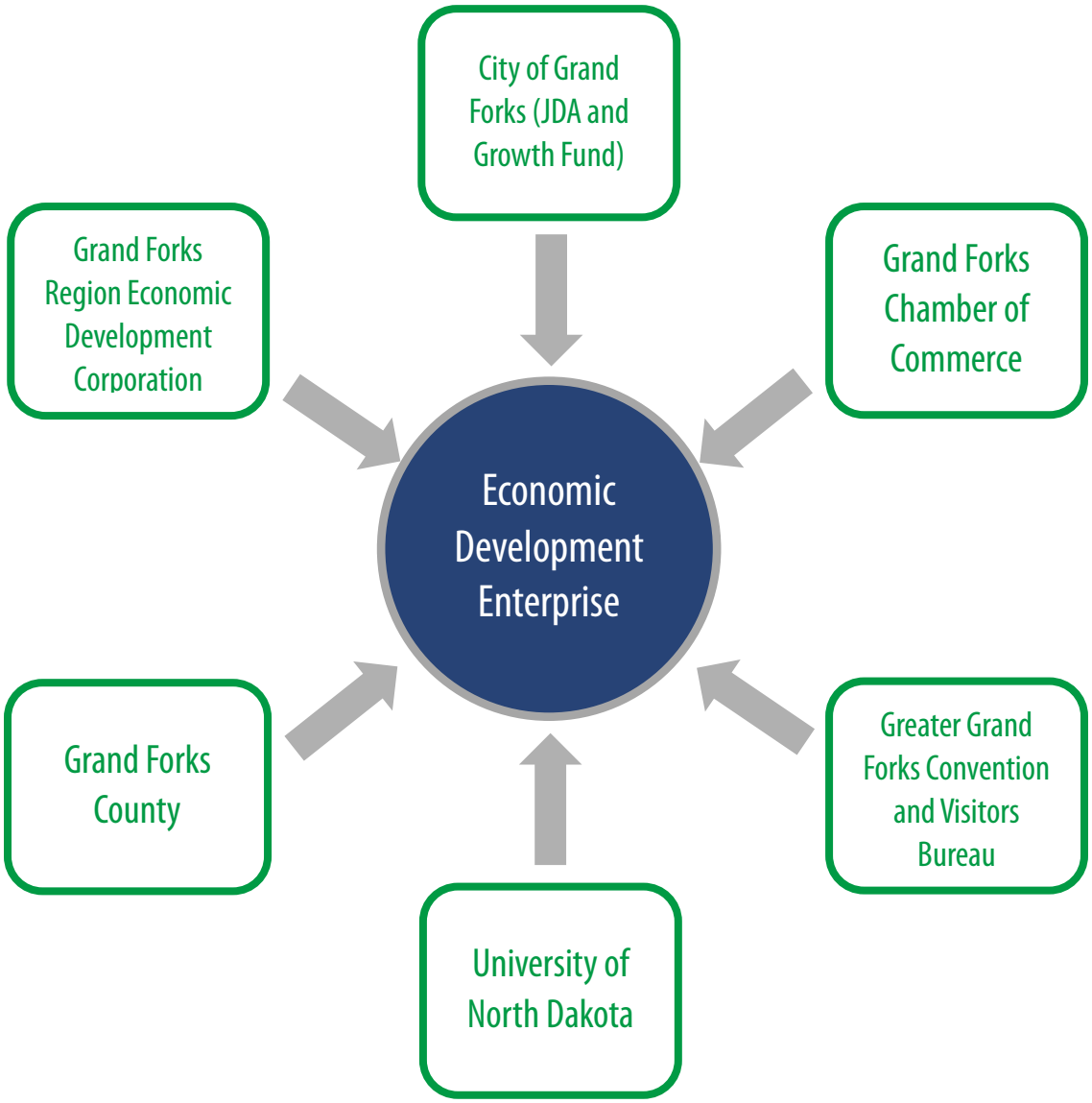


Figure 13. What is the most important goal for our region's economy?

Defining Economic Development

Residents increasingly see economic goals to be less driven by growth for its own sake in favor of gains in prosperity and quality-of-life improvements. The shift away from growth as a sole motivation for economic development work is partly motivated by the need to attract and train residents to fill existing open jobs. Local businesses and leaders engaged in economic development work are largely supportive of this priority shift.

A Structure for Action



"Team Grand Forks" – a coalition of entities working in concert to align the community's economic development priorities.

The community's economic development enterprise comprises several key partners, led by the Grand Forks Region Economic Development Corporation (GFREDC), a publicly- and privately funded non-profit organization chartered to work on economic development. The City of Grand Forks manages the Jobs Development Authority (ADA) and Growth Fund. Other key partners include the Grand Forks School District, City of East Grand Forks and its Economic

Development Authority, Northland Technical College, Red River Regional Council, and other regional cities and counties.

Partners take great pride in this collaboration and view it as an explicit strategy. Recent successes produced by this approach include:

- Leadership has assembled "Team Grand Forks," a coalition of entities listed above working in concert to align the community's legislative priorities for each state session.
- The City and County – along with support from the Chamber and GFREDC – are primary partners working to promote the future of the Grand Forks Air Force Base.
- Led by the GFREDC and Grand Forks Public Schools and strongly supported by the city, partners recently conceived, planned, and raised several million dollars of private support for a new Career and Technical Education center in Grand Forks.
- Working through the County, partners successfully established the Grand Sky business park, an enhanced-use lease of federal property at the Grand Forks Air Force Base to become an economic development asset for the unmanned systems sector.

A Foundation for Aggression

The community is well-positioned for potential economic growth and prosperity gains. Much work has been done to create the local partnerships needed for action, residents and the business community are supportive of economic development, and trends are aligning for small metropolitan areas in the middle of the country.

Community Voices

Grand Forks residents generally support an aggressive approach to economic development. Of the 890 respondents questioned as part of this project, 57% support increased City involvement and resources devoted to economic development, while just 15% felt resources should be decreased.

Trends Aligning on the Great Plains

Several small metropolitan areas on the Great Plans have seen economic success in the past 20 years. As economic opportunities have improved, these smaller regions have the potential to compete for higher-end industries that once concentrated only in the largest metropolitan areas. Several trends are aligning to make this possible:

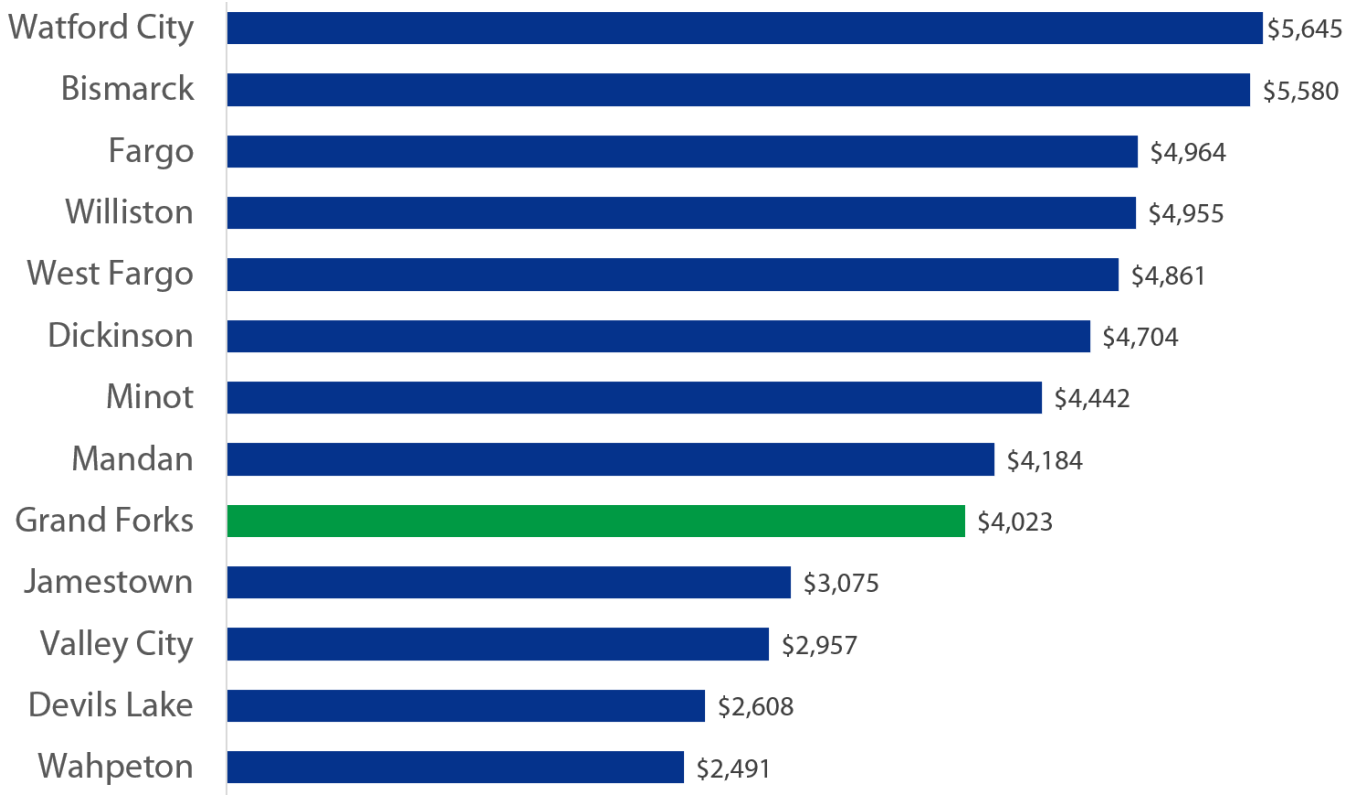
- The rise of tele-work and the ability for knowledge-based services firms to access larger markets from smaller places;
- Relatively affordable housing and cost of living relative to large enterostatin areas;
- The potential for a greater work-life balance with reduced commutes compared to suburban areas;
- A strong portfolio of local quality of life amenities, such as the Greenway, quality school systems, youth arts and sports programs, and recreation facilities already existing in Grand Forks;
- Generally younger, more educated populations, strong technical training programs, and proximity to universities, positioning small regions like Grand Forks to compete more successfully in the workforce development challenge;
- Reshoring of industry accelerated by supply chain challenges exacerbated by the COVID-19 pandemic
- A concentration of value-added agriculture and food products industries;
- The ability to pivot and act quickly if local leadership is aligned.

While the external environment is primed with opportunity, success will not come to all places. Grand Forks holds many of the advantages listed above, and it has already weathered several major negative economic shocks, making it well-positioned to grow in the future.

Improving the Consumer Economy and Property Tax Base

Grand Forks is hampered by a relatively smaller commercial and residential property tax base compared to other major North Dakota Cities **(Figure 14)**. Because of this, taxing entities in Grand Forks must levy higher rates to generate the same total revenues to serve their populations. Recognizing this, a key part of the Grand Forks economic development strategy is to work to increase the local commercial property tax base to relieve the burden currently carried by existing businesses and residents.

Figure 14. Taxable Value per Capita, 2020



Source: North Dakota League of Cities Taxable Valuation Survey, March 2021

The Way Forward

Putting tools in place and positioned in a relatively positive competitive economic environment, Grand Forks is positioning itself to execute on an economic development strategy with three main focus areas:

1 SUPPORT THE LOCAL **CONSUMER-BASED ECONOMY**

2 **TARGET PRIMARY SECTORS** FOR ECONOMIC DEVELOPMENT

3 **DEVELOP ATTRACTIONS** TO ATTRACT VISITORS AND NEW RESIDENTS

Supporting the Consumer Economy

Noting the recent decline in the local retail sector and the need to grow the commercial tax base, Grand Forks created the Market Capture Project and strategy to support local consumer-based businesses. This research produced several key takeaways:

1. **More young families are living in the Grand Forks Area**
    - Since 2010, residents in their 30s grew 21%, more than double the national rate
    - Since 2010, kids under age 15 grew 10% while this age group declined nationally
    - The Market Capture project showed that out of 71 customer types, Grand Forks area was very strong in several types of young, active families
2. **Youth amenities are an opportunity to attract more visitors**
    - 75% of overnight U.S. visitors to the Grand Forks area live within 300 miles
    - 45% of U.S. overnight visitors come from the Minneapolis-St. Paul and Fargo metro areas
    - The Market Capture project showed that 10 of the 15 "primary target" customer types for Grand Forks overnight visitors were young, active families
3. **Amenities and events drive customers to local businesses in Grand Forks**
    - In early 2020, event days were the busiest days at local retailers, restaurants and bars, and hotels in Grand Forks
    - 54% of Alerus Center visitors shop on 32nd Ave and 60% stay in hotels
    - 64% of Downtown visitors shop on 32nd Ave and 41% stay in hotels
    - Just 34% of total hotel visitors also shop on 32nd Ave
    - Grand Forks area is far below national average for amusement, recreation, museums, and other attractions

The community is using these and other research findings to assist local business with targeting new niches and development new opportunities, knowing that targeting the emerging demographic of young families also appeals to households of all ages.

The City continues to support business development activities by incentivizing new housing development, including the use of tax incentives for new mixed-use properties with amenities that fill gaps in the community. These new developments will add considerable taxable value to the community over time while also adding to the array of home offerings and aiding the attraction of new residents.

Targeting Primary Sectors for Economic Development

Primary – or "traded" – economic sectors are those with customers outside the immediate region. These sectors tend to deliver the greatest overall economic impact, providing an environment for local business to grow. Grand Forks has identified several key sectors where it has competitive advantage:

1. **Unmanned Systems.** Building on critical assets of the Grand Sky Business Park; Northern Plains Test site; UND Aerospace and its unmanned systems degree programs; key firms such as Northrop Grumman, General Atomics, and several startups; and access to airspace.
2. **Agribusiness.** Already anchored by key firms such as Simplot and American Crystal Sugar, Grand Forks has been successful in growing its agribusiness sector in the past decade. Major new industrial expansions are in the pipeline and local leaders are aligned on the desire to continue to pursue more expansion of this sector.
3. **High Tech and Knowledge-Based Services.** While Grand Forks lags in this sector, local leaders are placing increasing efforts towards building it, including accessing new state incentive programs, developing a technology accelerator downtown under the City's leadership, and repositioning existing programs such as the Grand Forks Growth Fund to target earlier-stage companies in technology industries. Partners in this effort include entrepreneurial support organizations such as Evolve Grand Forks and the UND Center for Innovation.

Developing Attractions to Attract Visitors and New Residents

Knowing that visitors are important drivers of the local hospitality and retail economy, Grand Forks is specifically targeting attractions and draws that will appeal to visitors and new residents alike:

1. Continued support of the Alerus Center and aggressive pursuit of events
2. Annual City funding for arts organizations and new event development
3. Including community amenities as public-private partnerships in new real estate developments
4. Committing to strong support of the Convention and Visitors Bureau efforts to promote the region
5. Targeted messaging about the community with the Grand Forks is Cooler program, a local workforce marketing resource.
6. Development of new loan funds within the Grand Forks Growth Fund to target ventures to create new attractions

Image Source: GrandForksIsCooler.com

GENERAL DEVELOPMENT CONSIDERATIONS

This section reviews general development considerations, including various opportunities and constraints for fringe area growth that shape the 2050 Land Use Plan. The location of schools, infrastructure, flood protection, existing development, and other features will impact the direction of future growth. Effective planning guides each land use type to the most appropriate locations.

Grand Forks International Airport

The Grand Forks International Airport is a unique land use that limits the City's ability to expand in its northwest growth area. The Airport Authority needs to be involved in planning activities that impact or are impacted by the airport. The area around the airport has significant development potential. Currently, the City is awaiting the results of a plume study for the proposed $2.5 billion Northern Plains Nitrogen (NPN) facility.

Airport Land Use Compatibility Zones

The GFK Land Use Compatibility Plan (2006) identified four airport compatibility zones with guidelines for acceptable and unacceptable uses and other considerations **(Table 2 and Figure 15)**. Zone A is located immediately around the runways and Zone D is farthest away. Restrictions ease from Zone A through Zone D. These zones are loosely based on calculated noise exposure contours for 2006 and noise exposure contours that were projected for 2025. This framework can be a guide for City and regional land use decisions, but it is dated and it has not been officially adopted by Grand Forks.

Table 2. Airport Compatibility Zone Standards

Zone	Location	Unacceptable Uses	Other Development Considerations
Zone A	Runway Protection Zone	• All structures except ones set by aeronautical function • Assemblages of people • Objects exceeding FAR Par 77 height limits • Storage of hazardous materials	• Avigation easement dedication
Zone B	High Noise and Inner Approach/Departure Zones	• Children's schools, day care centers, libraries • Hospitals and nursing homes • Places of worship • Buildings with > 2 aboveground habitable floors • Aboveground bulk storage of hazardous materials • Highly noise-sensitive outdoor non-residential uses	• Locate structures maximum distance from extended runway centerline • Critical community infrastructure facilities generally unacceptable • Potential NLR requirement of 20 dB in residences and office buildings • Airspace review required for objects > 35 feet tall • Avigation easement dedication
Zone C	Flight Corridor Zone	• Children's schools, day care centers, libraries • Hospitals and nursing homes • Buildings with > 3 aboveground habitable floors • Highly noise-sensitive outdoor non-residential uses	• Airspace review required for all objects > 70 feet tall • Deed notice required
Zone D	Airspace Protection Buffer Area	• Highly noise-sensitive outdoor non-residential uses	• Major spectator sports stadiums, concert halls, amphitheaters generally unacceptable • Airspace review required for objects > 100 feet tall • Deed notice required

The zoning framework presented in the GFK Land Use Compatible Plan has not been adopted by Grand Forks. Noise exposure contours should be updated to match current flight patterns to determine if conditions have changed. The airport zoning framework may be improved to avoid unnecessary development constraints while maintaining protection for public health, safety, and general welfare.

Airport Noise Overlay Zone

One common tool for regulating land use around airports is through an Airport Noise Overlay Zone (ANOZ). An ANOZ promotes compatible land uses within the overlay zone. Overlay zones correspond to identified noise exposure contours. Within the ANOZ, restrictions are placed on land uses and building heights to protect the public health, safety, and welfare from the adverse impacts of noise. The GFK Airport Land Use Compatibility Plan studied noise exposure contours, but the community has not formally established an ANOZ to implement land use compatibility standards.

Jurisdictions

Grand Forks is not the only local government jurisdiction in close proximity to the Airport **(Figure 16)**. The City exercises land use control largely to the east and southeast of the Airport through extraterritorial zoning. Grand Forks County exercises land use control largely to the west of the Airport. In addition, Rye Township and Falconer Township exercise zoning authority within the Airport's sphere of influence. In other impacted townships, Grand Forks County administers zoning on the townships' behalf. This patchwork of local jurisdiction control over the areas surrounding the Airport makes coordination in working towards land use compatibility difficult. Jurisdictional coordination is needed to resolve development issues in this area.

Airport Land Use Compatibility Forum

In order to further land use compatibility, it would be beneficial for the Airport and the surrounding jurisdictions to work together to further land use compatibility. Such a forum could be used to advance cooperation concerning updates to Airport plans and provide a means to explore various actions that may be mutually beneficial for the Airport and all surrounding jurisdictions.

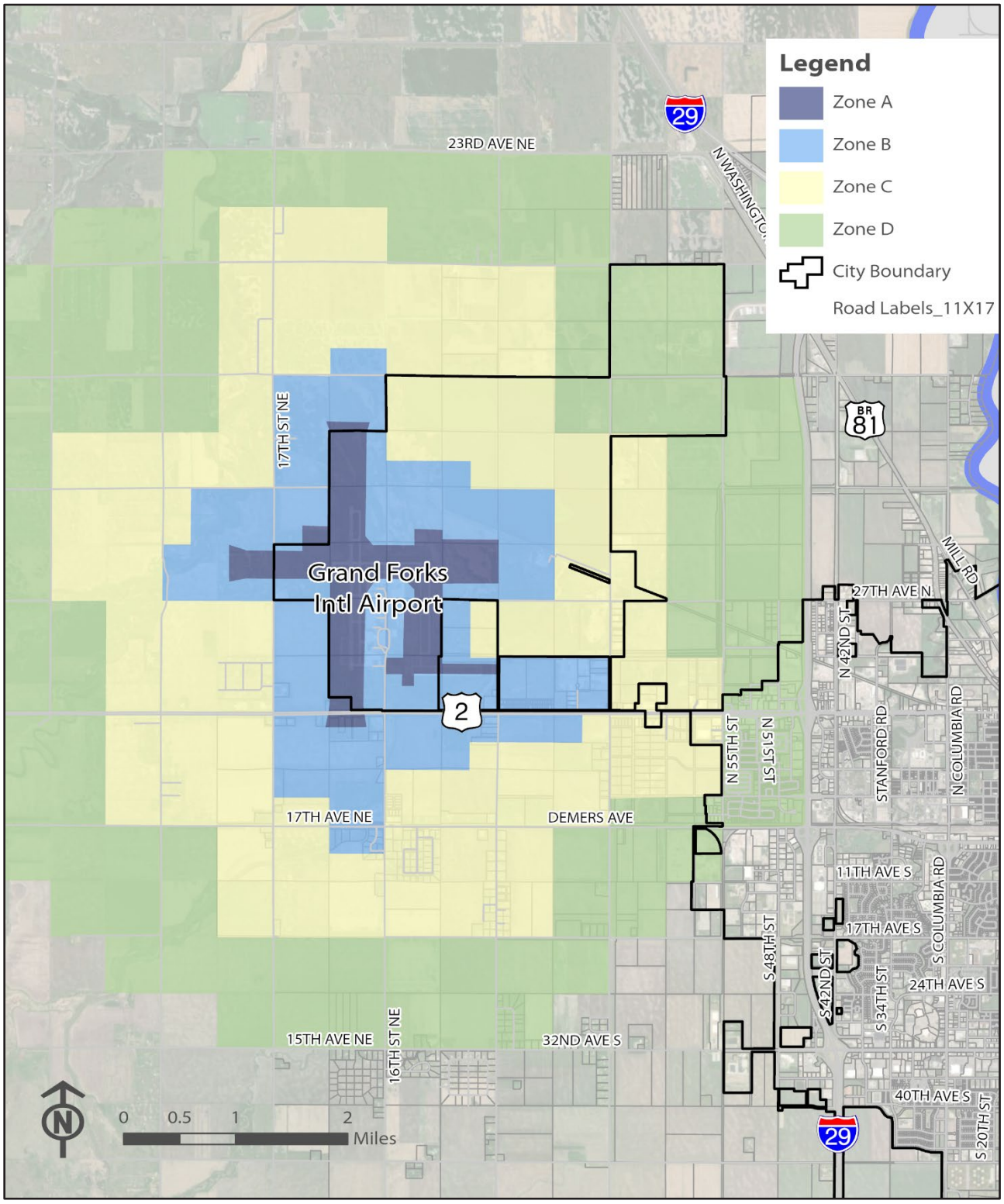
Airport Expansion Plans

The Future Land Use Map accounts for Airport plans moving forward **(Figure 17)**. The east/west runway on the northside of the airport is planned to be extended to the west. Figure 17 indicates the location of the runway expansion and the corresponding roadway and land use adjustments. Growth tier boundaries have been adjusted to reflect this change.

FAA Guidance

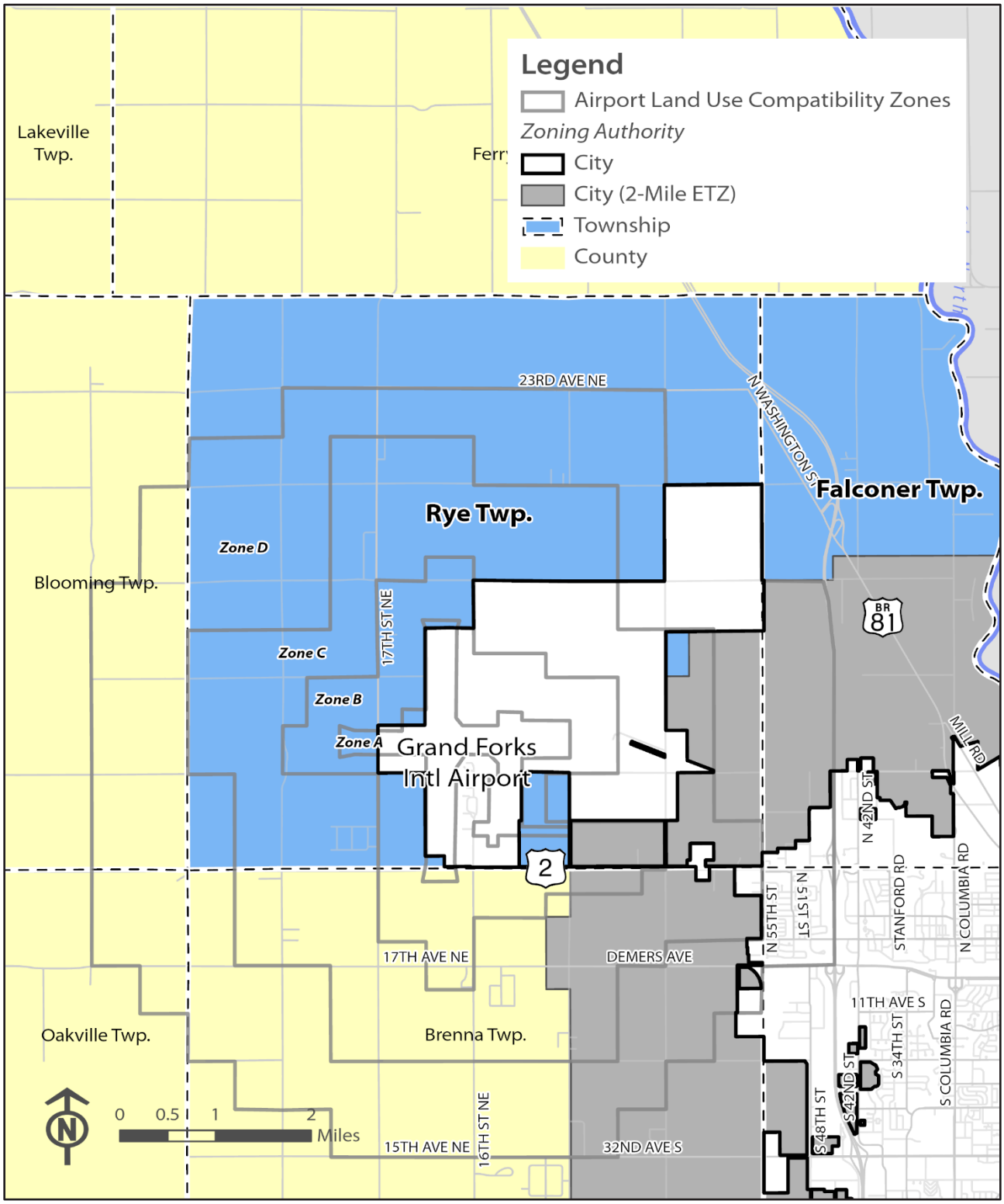
The Federal Aviation Administration (FAA) released a draft advisory circular (AC) in June 2021 with updated guidance for airport-land use compatibility planning. The AC states: "Through federal grant assurances, airport sponsors and owners are obligated to pursue all reasonable and appropriate actions to secure and promote compatible land use and development within their local areas. Airports owned and operated by the same jurisdiction that is the land use authority (e.g., city or county owned airport) are expected to adequately control land use near the airport and prevent new incompatible development," including residential uses within airport noise contours. Grand Forks is not legally bound to follow these standards, but failure to comply jeopardizes the Airport's ability to receive federal funding. Potential options could be explored through the FAA for minor changes to this area.

Figure 15. Airport Compatibility Zones



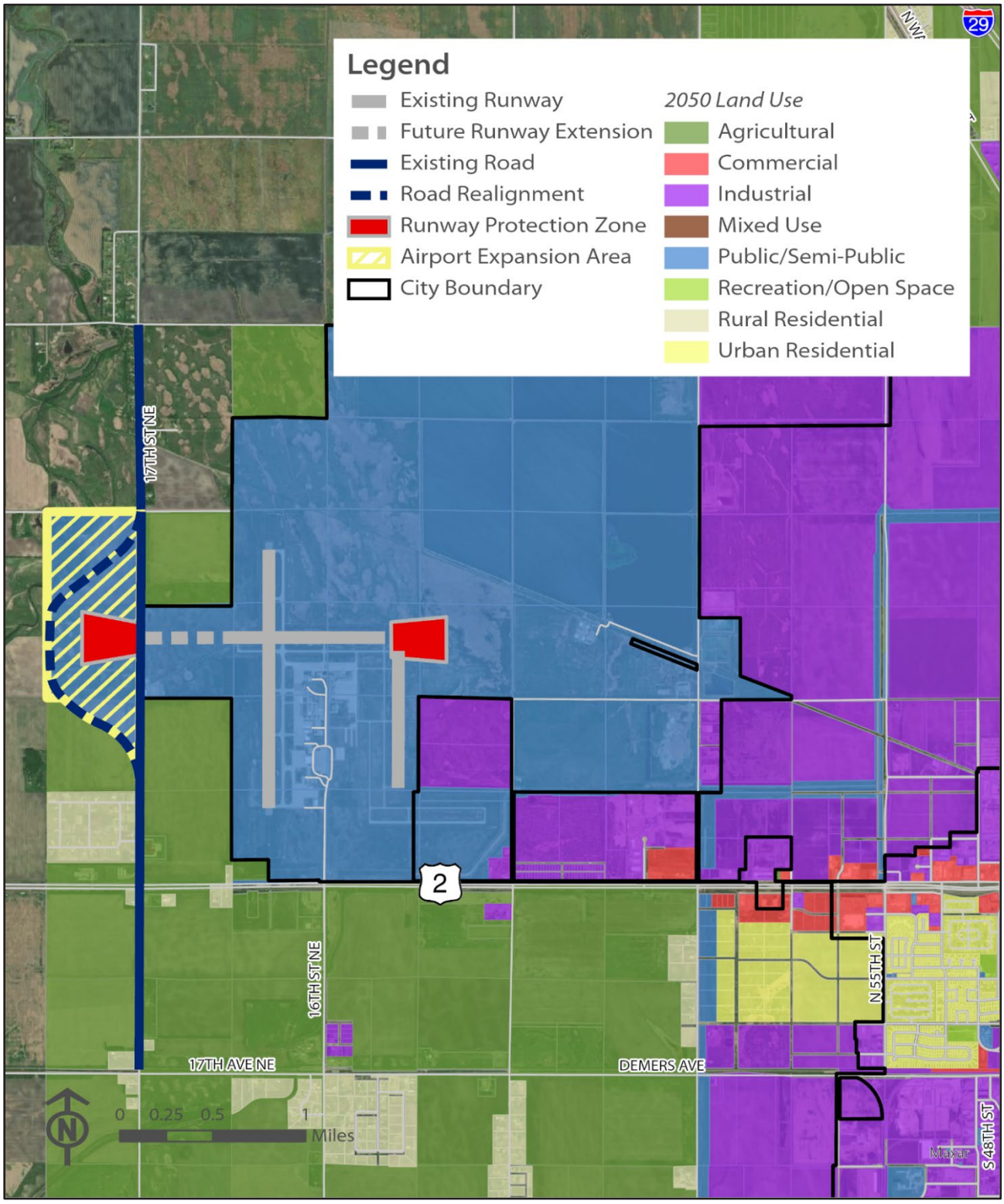
Source: GFK Land Use Compatibility Plan

Figure 16. Airport Area Jurisdiction



Source: North Dakota GIS Hub, City of Grand Forks, GFK Land Use Compatibility Plan

Figure 17. Airport Expansion Plan



Interstate 29

Limited development has occurred west of I-29. The Future Land Use Map indicates a mixture of urban residential and industrial uses west of I-29, but experience shows that development west of I-29 needs a catalyst, such as construction of a new interchange or a major development project. Initial development will likely include high-density residential to attract other uses and support expansion of this growth area. Ideally, development will provide a mix of complementary uses to support neighborhood function, as these areas are separated from existing amenities and services. Planning should consider if or when a new school may be needed west of I-29 and identify suitable sites before significant development occurs. If a school is located west of I-29, this will impact neighborhood design and the types of housing that are developed. In addition, transit service should be extended to growth areas west of I-29. Currently, one route provides daytime-only service west of I-29, along University Avenue and N 55th Street.

Future Interchange

Future interchanges have been considered at multiple locations south of 32nd Avenue S. A possible interchange at 47th Avenue S has been discussed for several years. The 2045 Land Use Plan and subsequent 2045 Street/Highway Plan Update support an interchange at this location to alleviate congestion on 32nd Avenue S. The highway capacity analysis showed that this interchange would be necessary for 32nd Avenue S to continue functioning as a four-lane roadway in the future. Otherwise, it would need to be expanded to a six-lane arterial.

The Future Land Use Map assumes that an interchange will be constructed at 47th Avenue S. Three quadrants are shown for future commercial, while the southwest quadrant is developed with an RV park. If an interchange is constructed on the existing 47th Avenue S alignment, the RV park would be impacted. To avoid impacting this use, the interchange alignment could shift to the south. This could open additional development opportunities, but it would force a realignment of 47th Avenue S east of I-29, which would impact traffic operations.

Another potential location for a future interchange is 62nd Avenue S. However, an interchange at this location would not provide the same relief to 32nd Avenue S. Interchanges could be installed at both locations and meet NDDOT access spacing requirements, unless the alignment for a 47th Avenue S interchange is forced to the south. **With respect to the interstate, the Future Land Use Map should be interpreted as a generalized guide to growth. If interchange plans change, the map can be amended to match the future roadway system.**

Flood Protection

Flood protection is a crucial component of the City's infrastructure. Priority development areas, including all Strategic Infrastructure Growth areas, are located within the flood-protected area. The flood levee essentially forms an urban growth boundary at Merrifield Road. Likewise, development is constrained beyond the diversion channel. Areas outside flood protection are unsuitable for urban development. The flood-protected area can accommodate all projected growth through 2050, as indicated on the Future Land Use Map. If development is proposed outside flood-protected areas, alternative mitigation measures should be considered.

Infrastructure Considerations

Growth is enabled by infrastructure and services. In turn, infrastructure financing is enabled through development via special assessments, tax-increment financing (TIF), the general fund, and other avenues. Grand Forks strives to ensure that infrastructure is available where and when it is needed to support development.

Most urban development needs to be connected to the municipal water, sanitary sewer, and stormwater systems. System sizing will depend on nature of development – the proposed use and the density or intensity of development. When development is proposed, infrastructure cost estimates can be compared against the number of units or total building square footage to show the overall efficiency of development. Locating development close to existing infrastructure helps avoid unnecessary system expansion costs.

Development needs to be supplied with right-sized infrastructure and services.

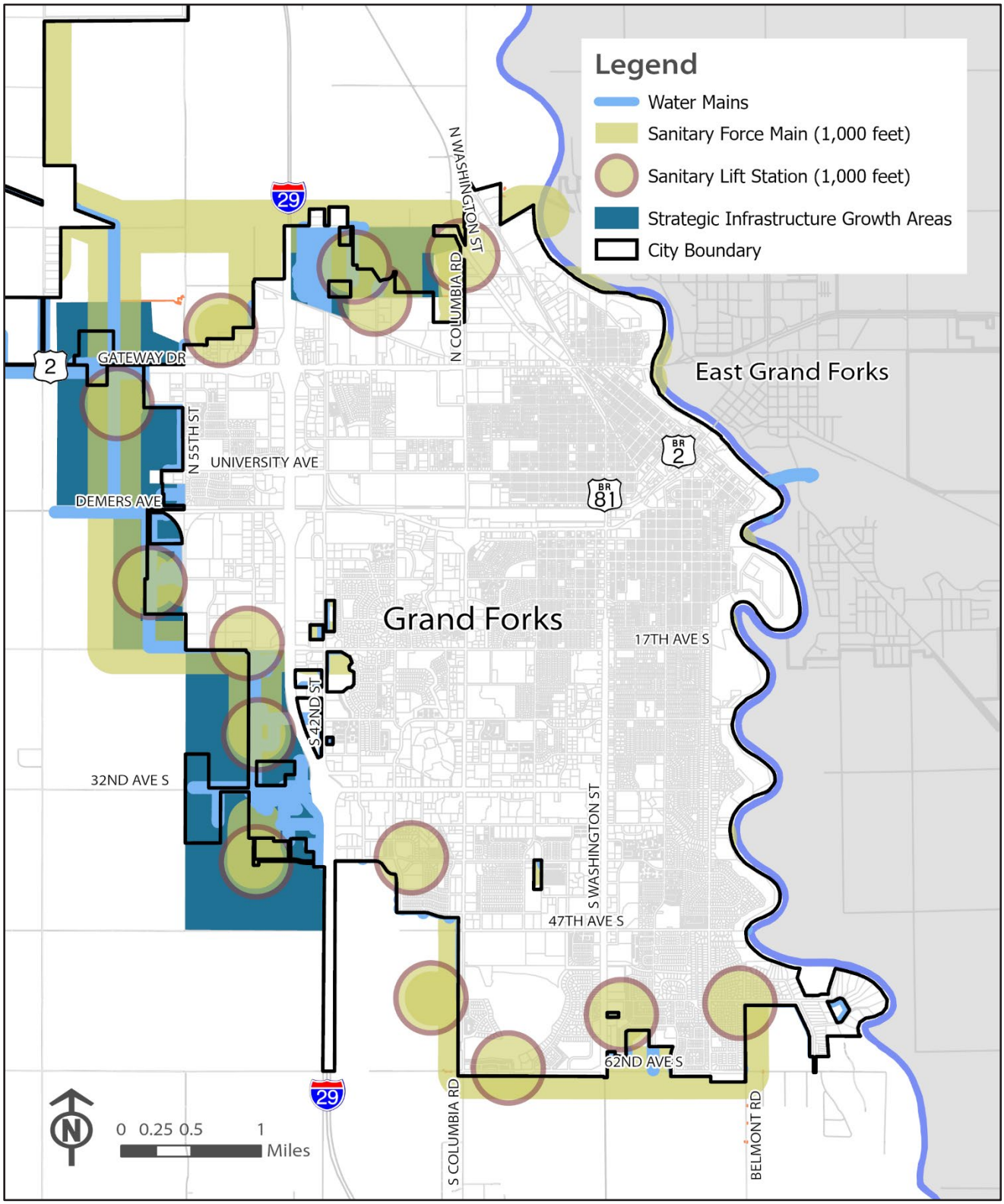
Lift Stations

In a large, flat city like Grand Forks, there are practical limitations to gravity-based sewer. Lift stations are essential pieces of infrastructure that move wastewater from one elevation to a higher elevation through a series of sump pumps and pressurized force mains. Grand Forks typically plans for one lift station per section, but some developments may require additional capacity. Locating development near a lift station with available capacity is one of the most effective ways to reduce infrastructure costs.

Strategic Infrastructure Growth Areas

The City of Grand Forks has developed a Strategic Infrastructure Growth (SIG) Plan to coordinate infrastructure investments **(Figure 18)**. Infrastructure has been planned or installed in these areas. The SIG Plan indicates how the city wishes to leverage infrastructure investments to encourage growth in targeted areas. This plan also recognizes the need to create shovel-ready sites with access to water, storm, and sewer. It has also helped to secure land with rail access for future industrial development. The 2050 Land Use Plan aligns priority growth tiers to conform with SIG areas.

Figure 18. Fringe Area Infrastructure



Source: City of Grand Forks

Emergency Services

Growth planning must also consider emergency services, including fire protection and emergency medical service (EMS). These services must be able to respond to an emergency as soon as possible.

Currently, five fire stations provide full coverage to the city. Most of the city can be reached within 4 minutes or less (**Figure 19**). The current arrangement of fire stations does not provide full coverage to Growth Tier 1, but coverage could be improved with fire station relocation. The Fire Department has reviewed multiple scenarios, including relocating Station 3 to 47th Ave S (future interchange location) and relocating Station 4 to N 42nd Street. This would provide more balanced coverage to new growth areas (**Figure 20**).

Schools

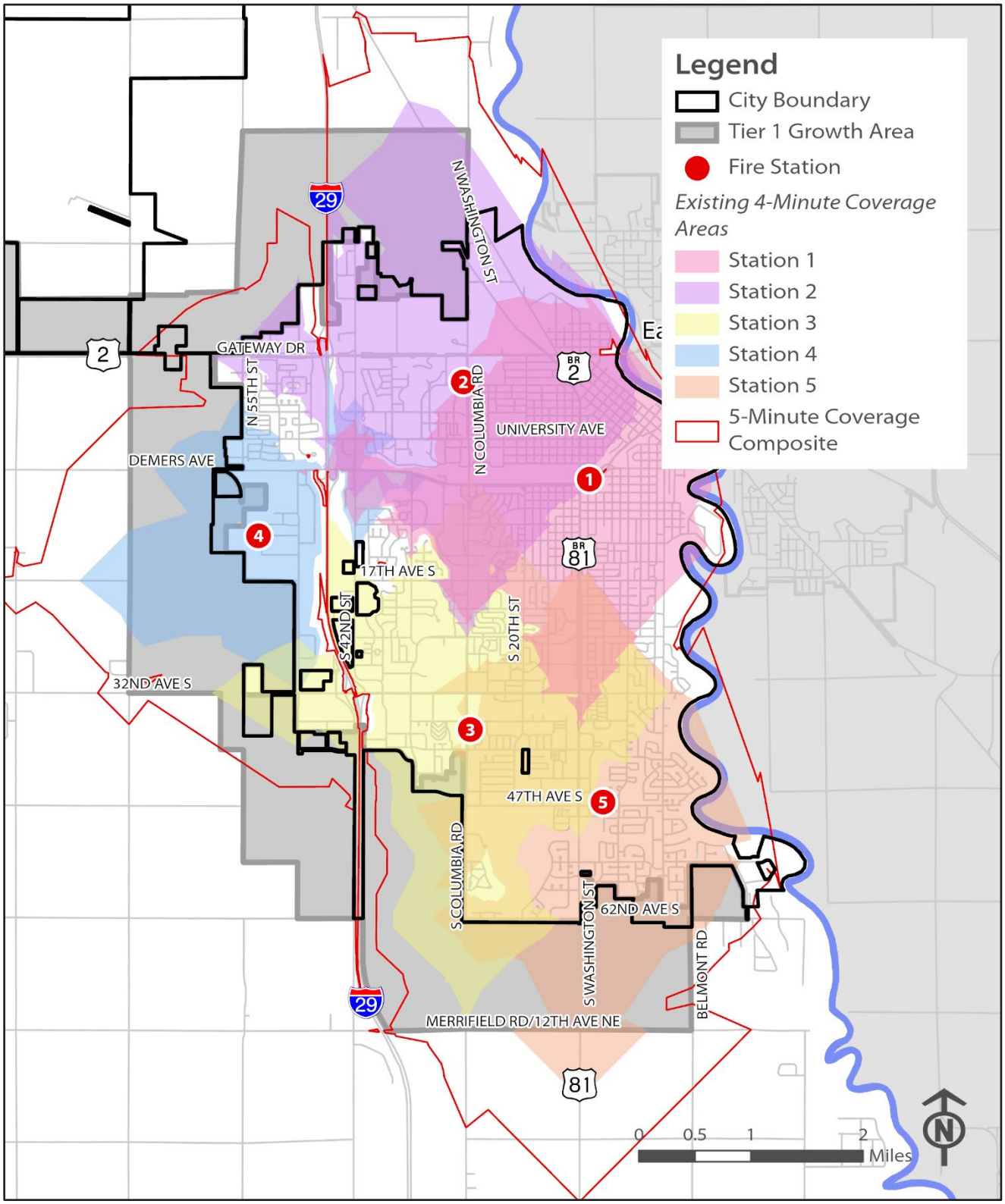
School District needs and development plans will significantly impact the timing, location, and pattern of future development. Future school locations have not been firmly established at this time, but one or more new elementary schools are likely in residential growth areas. One location has been proposed near 62nd Avenue S and Washington Street in south Grand Forks. In addition, schools will make western growth areas self-supportive and may be necessary to trigger development west of I-29. New schools should be designed with walkable neighborhood connections and coordinated with planning for parks and open space.

Grand Forks Air Force Base

The Air Force Base is an important stakeholder and partner in planning. The Air Force has divested housing in recent years and has no plans to expand housing on the Base. Because of this, the City of Grand Forks plans to provide additional housing for Air Force personnel. This Plan assumes that no future housing will be developed on the Base. The Future Land Use Map provides ample residential acreage to satisfy projected demand through 2050.

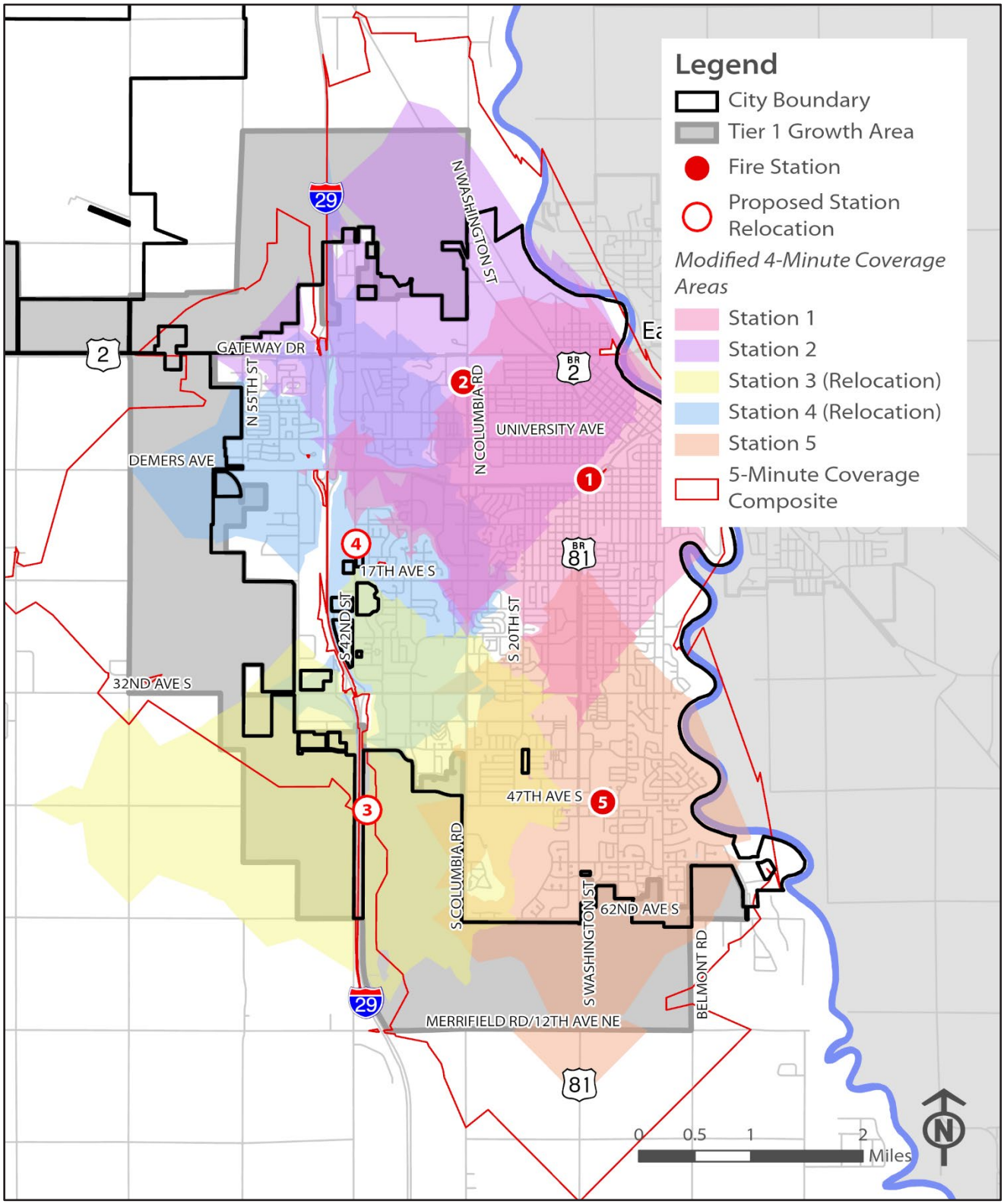
There is unmet demand for workforce housing in the northwest planning area, with convenient access to the Air Force Base, but airport-land use compatibility is an issue, as previously discussed. To improve access to the Base, stakeholders have explored carpooling, ride sharing, and other transportation options. However, these programs have not had sustained success. Until the Base has a higher population, the community may struggle to support carpooling and ride sharing programs.

Figure 19. Existing Fire Station Service Coverage



Source: City of Grand Forks Fire Department

Figure 20. Modified Fire Station Service Coverage with Station Relocations



Source: City of Grand Forks Fire Department

CHAPTER 6. FRINGE AND INFILL DEVELOPMENT IN CONTEXT

This chapter is intended to help planners, developers, and elected officials understand the costs and benefits of greenfield development (building out) versus infill development (building in). This information is critical to land use planning and is best understood from the local context. How does a typical residential greenfield development function from a cost/benefit perspective in Grand Forks? How does infill development pencil out? Answering these questions helps staff, decision makers, and the public to make better decisions about development proposals and future planning decisions. This information also provides a financial context to why certain development types are supported throughout this Plan.

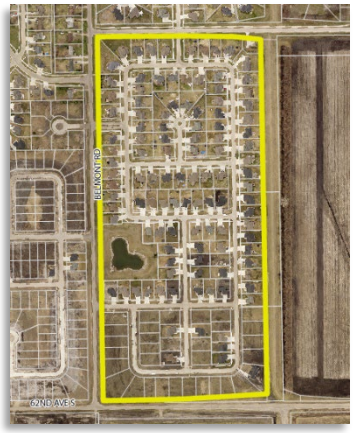
The City of Grand Forks typically has two options when development occurs: fringe or infill. Fringe development is the use of unoccupied land along the outside of city limits, which typically does not have adequate city services such as water, sewer, or roadways. The second alternative, infill development, develops space that is already being utilized and may involve redevelopment or development of a vacant area that has been bypassed or that is surrounded by urban development. This can occur in many ways, such as turning a parking lot into apartments, adding onto an existing building, or converting a space from one use to another. Developers are usually only interested in infill development when city services already exist in the area and minimal upgrades outside of the project's footprint are necessary.

As part of the 2050 Land Use Plan, it is important to understand the cost differences between fringe and infill development. Does one present significant economic benefit? It is important to understand cost differences to help City staff and decision makers to weigh the benefits and drawbacks of either development type. To understand these differences, three recent examples of development within Grand Forks were analyzed:

Fringe Development	Infill Development	
Prairiewood Estates Residential Development along Belmont Road	**Blackmore Flats** Apartment Complex behind Columbia Mall	**Lumber Yard Development** Apartment Complex at the site of the Lumber Exchange
Example of typical new fringe development	***Example of infill development in underutilized suburban setting***	***Example of infill in the older city core close to Downtown***

FRINGE DEVELOPMENT

Prairiewood Estates is located along Belmont Road, in the southern portion of Grand Forks. It was built in a mostly residential area and occupies approximately 69 acres.



The Cost

To understand the unit cost for varying infrastructure elements, the project team collected detailed development information. Costs were obtained for each phase of the project along with the units associated with each element. Prairiewood Estates had a total of 4 additions, each with 1-2 phases. Additions are signified with "A" and phases with "P" in the Table 2. The total cost to the city was around $8.36 million. The cost per acre was estimated to be $121,170.

Table 3. Development Costs by Phase (Prairiewood Estates)

Infrastructure	Total Cost					Units				
	A1 P1	A1 P2 and A2	A3 P1	A3 P2	A4	A1 P1	A1 P2 and A2	A3 P1	A3 P2	A4
Sanitary Sewer (8" PVC)	$159,819	$199,770	$107,014	$161,841	$204,117	A1 P1	A1 P2 and A2	A3 P1	A3 P2	A4
Water Main (8" PVC)	$118,327	$144,281	$140,016	$108,067	$139,910	1,890 ft	1,925 ft	956 ft	1,830 ft	1,859 ft
Storm Sewer	$179,987	$320,372	$96,817	$322,003	$258,494	2,863 ft	2,311 ft	2,193 ft	1,652 ft	2,263 ft
Paving (6" Concrete)	$274,475	$668,405	$1,104,957		$569,839	2,494 ft	3,026 ft	924 ft	2,143 ft	2,129
Streetlights	$27,692	$28,500	$55,320		$44,724	7,390 ft	7,845 sq. ft	10,855 sq. ft	NA	6,710 sq. ft
Stormwater Pond	NA	NA	$382,647	NA	NA	NA	NA	NA	NA	NA
Belmont Rd. Reconstruction	$1,732,464					11,482 sq ft				
Lift Station*	$810,890					1				
Total City Cost	**$8,360,748**					**$121,170 per acre**				

**Note that the lift station serves more than just the Prairiewood Development, but total project cost includes the entire cost. Dollar amounts given for year of construction.*

The City's Proforma

Developers use a proforma to assess the financial viability of a project. They weigh develpoment costs against property income and project their cashflow on a timeline. Fiscal impact analysis (FIA) is the City's version of the proforma. FIA asks whether the public revenues of development (property tax, sales tax, or fees) are sufficient to cover the resulting costs of providing and maintaining infrastructure and services, and projects net income on the City's timeline.

The values in Table 2 were then used to create a cost per unit for each element of infrastructure per phase, and from that an overall average per unit cost, as shown in Table 3.

Table 4. Unit Development Costs (Prairiewood Estates)

Infrastructure	A1P1	A1 P2, A2	A3 P1	A3 P2	A4	Average Cost Per Unit
Sanitary Sewer (8" PVC)	$84.56	$103.78	$111.94	$88.44	$109.80	**$99.70 per ft**
Water Main (8" PVC)	$41.33	$62.43	$63.85	$65.42	$61.83	**$58.97 per ft**
Storm Sewer	$72.17	$105.87	$104.78	$150.26	$121.42	**$110.90 per ft**
Paving (6" Concrete)	$37.14	$85.20	$101.79		$84.92	**$77.26 per sq. ft**
Streetlights			NA		NA	NA
Stormwater Pond	NA	NA	$112,543.24	NA	NA	**$112,543.24 per acre**

Dollar amounts given for year of construction

Additional Cost Considerations

In addition to the quantifiable costs listed above, a development may require additional studies, analysis, or project work depending on the size and location (it should be noted that these analyses and mitigation efforts may be needed for infill development as well). Potential added costs will likely originate in transportation or wet infrastructure needs.

Transportation

Dependent on the size of the development, a study of the impacts on the existing transportation system may be needed. This type of analysis includes an identification of traffic volume, congestion, safety, and efficiency impacts utilizing an assumed number of residents in the new development. If significant, the project may need to include mitigation efforts to reduce negative effects on the local system. As the transportation system is an interconnected network, these mitigation efforts may occur on site, adjacent to, or non-adjacent to the development.

Wet Infrastructure

Impacts on wet infrastructure, such as water, sewer, and storm sewer systems, may be required as part of development. Using the estimated number of residences and users, the changes in volume and use of wet systems can be projected. If necessary, these systems may need to be upgraded to accommodate the new development. Upgrades could include items such as sanitary sewer lift stations or stormwater detention facilities.

Public Services

Growth will also put increased pressure on existing public services. These include libraries, parks, police and fire departments, transit, and waste management services. It is important to understand the distances and connected service time and cost of each of these services. It is critical to understand services that will be stretched beyond their intended service area, or if the proposed development will overwhelm existing capacities.

Life-cycle Costs

Life-cycle costs are the long-term costs of maintaining public infrastructure. These costs need to be considered during development review. Generally, the greater the amount of public infrastructure installed, the greater the life-cycle costs. Street width is a common consideration. Street widths should be closely reviewed to ensure desired widths are justified based on practical needs such as safety and proposed vehicular use.

The Revenue

Annual tax revenue for Prairiewood Estates is estimated by applying the effective property tax rate to the net total value of each parcel. The 2021 mill rate of 317.82 equates to an effective tax rate of 1.43% of total value for residential parcels. All data was obtained from City of Grand Forks Records. This analysis ignores any temporary property tax reduction incentives.

Annual Property Tax Revenue

In total, the development generates nearly $700,000 in total property tax revenue per year, including $212,000 per year to the City (at a 96.99 mill rate). Adjusting for size, the development generates about $17,500 in annual tax revenue per acre and about $65 per year per foot of fronted street.

Table 5. Annual Tax Revenue in Prairiewood Estates

Subdivision	Number of Parcels	Total Property Value	Total Parcel Sq. Ft.	Median Year Home Built	Residential Tax Revenue	Residential Tax Value per Acre	Residential Tax Revenue City Only	Sum of Lot Frontage	Res. Tax Revenue per Frontage Foot
Prairiewood 1st Add.	62	$28,724,200	938,550	2013	$410,811	$19,067	$125,368	5,484	$75
Prairiewood 2nd Add.	3	$1,090,100	37,200	2012	$15,591	$18,256	$4,758	240	$65
Prairiewood 3rd Add.	41	$15,928,500	544,877	2017	$227,808	$18,212	$69,521	3,640	$63
Prairiewood 4th Add.	15	$2,737,800	209,715	2020	$39,156	$8,133	$11,949	1,265	$31
Total	**121**	**$48,480,600**	**1,730,342**	**2012**	**$693,366**	**$17,455**	**$211,596**	**10,629**	**$65**

Dollar amounts given for 2021

In aggregate across the entire city, residential parcels generate $15,200 per acre. Assuming the land devoted to right-of-way, stormwater, or other untaxed used is similar to other areas of the city, at $17,500 per acre, the Prairiewood development compares favorably to the city as a whole.

INFILL DEVELOPMENT

Locations

Two infill developments were assessed for this study, the Blackmore Flats Apartments, and the Lumber Yard Development.

Blackmore Flats

Blackmore Flats Apartments are located behind Columbia Mall, along the eastern edge of South 34th Street. It was built on the boundary between residential and commercial development and occupies approximately 20 acres.

Lumber Yard Apartments

The Lumber Yard Apartments are built on the old Lumber Exchange site along the Western edge of the Red River. The 2.7-acre site is surrounded primarily by residential development to the south, and commercial and retail to the north.

The Cost

The cost of infill development is a qualitative exercise, as much of the infrastructure it relies on is already in place. The cost to install this infrastructure is not directly tied to infill development, but the new development does have quantifiable impacts on those infrastructure systems. The list below explores some of the related costs of infill development.

Initial Cost

The initial cost to the city of infill development is usually low, as it will likely occur only in locations with suitable existing infrastructure due to the initial "financial ease" of development at such a location. In ideal infill situations, no new water mains, lift stations, pipes, or roadways will need to be constructed as the development is taking advantage of what already exists. In areas with underutilized existing infrastructure, infill development is immensely cost effective and an efficient use of city systems.

Additional Cost Considerations

Accelerated Infrastructure Wear

Although infrastructure may already be in place when infill development occurs, the increased density will accelerate the rate of wear on these systems. Systems such as water and sewer will be processing more volume through the existing system, leading to repairs that will happen more frequently.

Cost of Maintenance and Replacement

As mentioned previously, the existing systems will be under increased strain after infill development occurs. In underutilized systems, maintenance and replacement will not likely increase significantly as the overall system is not exceeding capacity. However, when infill occurs within systems already at or near capacity, maintenance and replacement will need to occur more often to keep these systems running at acceptable levels.

Traffic Congestion

As more residents are added to an existing plot of land, there will be an increase in transportation usage along all connected systems. Depending on location, the use of sidewalks and bikeways may increase, buses may collect more residents at nearby stops, and roadways may experience increased congestion. In the long-term, these impacts will have monetary consequences because of the infill.

Utility System Capacity

Understanding the limits of existing utilities is a complex undertaking. When developers assess infill sites, they usually want to know how much density can be added to an already developed area. Although general estimates can be provided, producing a more specific and accurate value can be time consuming and costly for the city. Dependent on the size of development, a detailed study or analysis of utility impacts may be necessary.

Public Services

The additional residents or users of infill development will also put increased pressure on existing public services. These include libraries, parks, police and fire departments, and transit. In areas with existing capacity in these services, infill development will cause insignificant increases to their operating budget. However, if the new residents or users push a service over capacity, this may result in increased costs of maintenance, employment, operation, and safety.

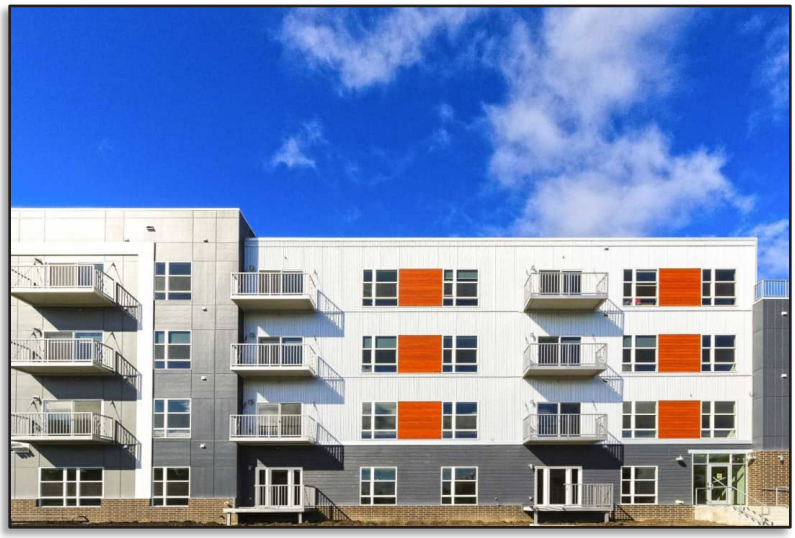
The Revenue

Annual tax revenue for Blackmore Flats and Lumber Yard Apartments is estimated by applying the effective property tax rate to the net total value of each parcel. The 2021 mill rate of 317.82 equates to an effective tax rate of 1.59% of total value for residential parcels. All data was obtained from City of Grand Forks Records. This analysis ignores any temporary property tax reduction incentives.

Table 6. Annual Tax Revenue in Select Infill Developments

Development	Total Property Value	Parcel sq. ft.	Stories	Year Built	Commercial Tax Revenue	Commercial Tax Revenue City Only	Commercial Tax Revenue per Acre
Blackmore Flats	$8,804,000	219,850	3	2018	$139,904	$43,082	$27,720
Lumber Exchange	$6,063,100	119,163	4	2016	$96,349	$29,670	$35,220

Dollar amounts given for 2021



Top: Blackmore Flats (Image source: Midwest Nest Magazine)

Bottom: The Lumber Exchange (Image source: apartmentguide.com)

RESIDENTIAL TAX REVENUE AND LAND USE

Accounting for about 71% of all residential parcels in Grand Forks, single-family/owner occupied homes generate about $14,800 in annual tax revenue per acre, just below the citywide average. The next two largest housing types: Townhomes (10% of units) and Condominiums (6%) generate far more tax dollars per acre than single-family homes **(Figure 21)**. The 660 twin-homes in the city (5%) generate more than $22,000 per acre. The least productive residential parcel type is single family rentals, with 365 units generating $13,000 per acre per year.

For residential parcels in Grand Forks, annual tax revenue generally correlates with lot size with smaller parcels generating far more annual tax revenues when adjusted for size **(Figure 22)**. The smallest lot sizes are mostly condominium and townhome units, while those lots over 5,000 square feet are dominated by single family homes. The 65 largest parcels – those above 40,000 square feet – hold homes with a median value of $769,000, yet these parcels generate an average of just $4,500 per year per acre, less than 30% of a typical Grand Forks residential parcel.

Figure 21. Annual Tax Revenue per Acre by Housing Type

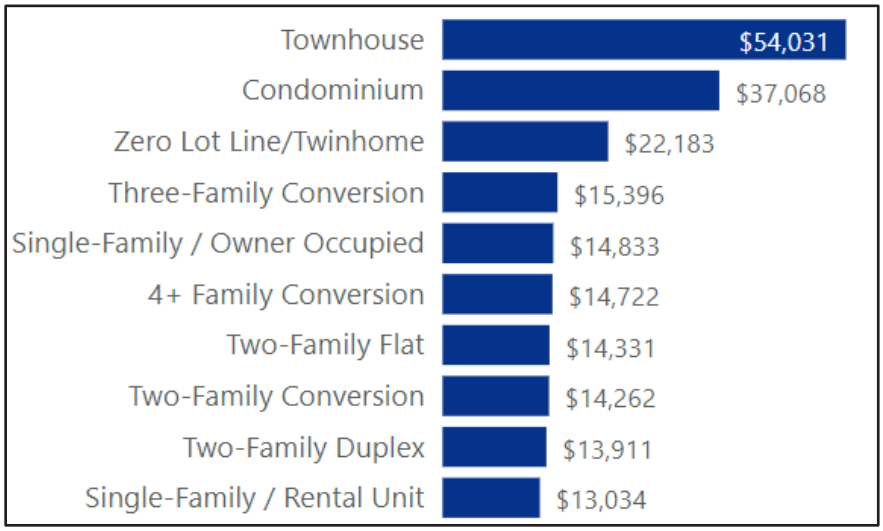
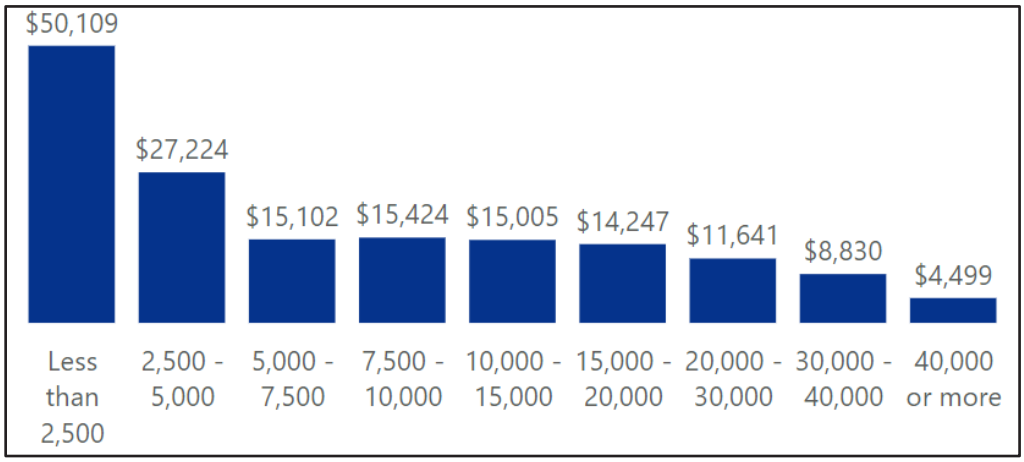


Figure 22. Annual Tax Revenue per Acre by Residential Lot Size



COMMERCIAL TAX REVENUE AND LAND USE

Across the city, commercial properties constructed prior to 1930 generate about $28,000 in annual tax revenue per acre, much more than citywide average of $11,253 for commercial properties (**Figure 23**). Yet these are just 103 of the nearly 1,700 commercial parcels in the city. Commercial properties constructed from 1940 to 1980 show particularly low value per acre, while those constructed in the last 15 years are valued above the overall average.

At $705 million, apartments account for about 36% of the total commercial property value in Grand Forks. The second largest categories are large retail stores and general office buildings, at roughly $110 million each. Apartments generate about $18,500 in commercial property tax revenue per acre, significantly more than the $11,250 average of all commercial development types.

Other commercial development types generating higher-than-average tax revenue per acre include hotels, medical and dental offices, restaurants, and financial institutions. Notably, 98 small retail stores in the city generate $17,700 per acre in tax revenue while 28 large retail stores just $12,700. Development types with low tax revenues per acre include warehouses, nursing homes, grocery stores, anchor store shopping centers, storage unit facilities, shops, and regional malls.

Figure 23. Annual Tax Revenue per Acre by Commercial Year Built

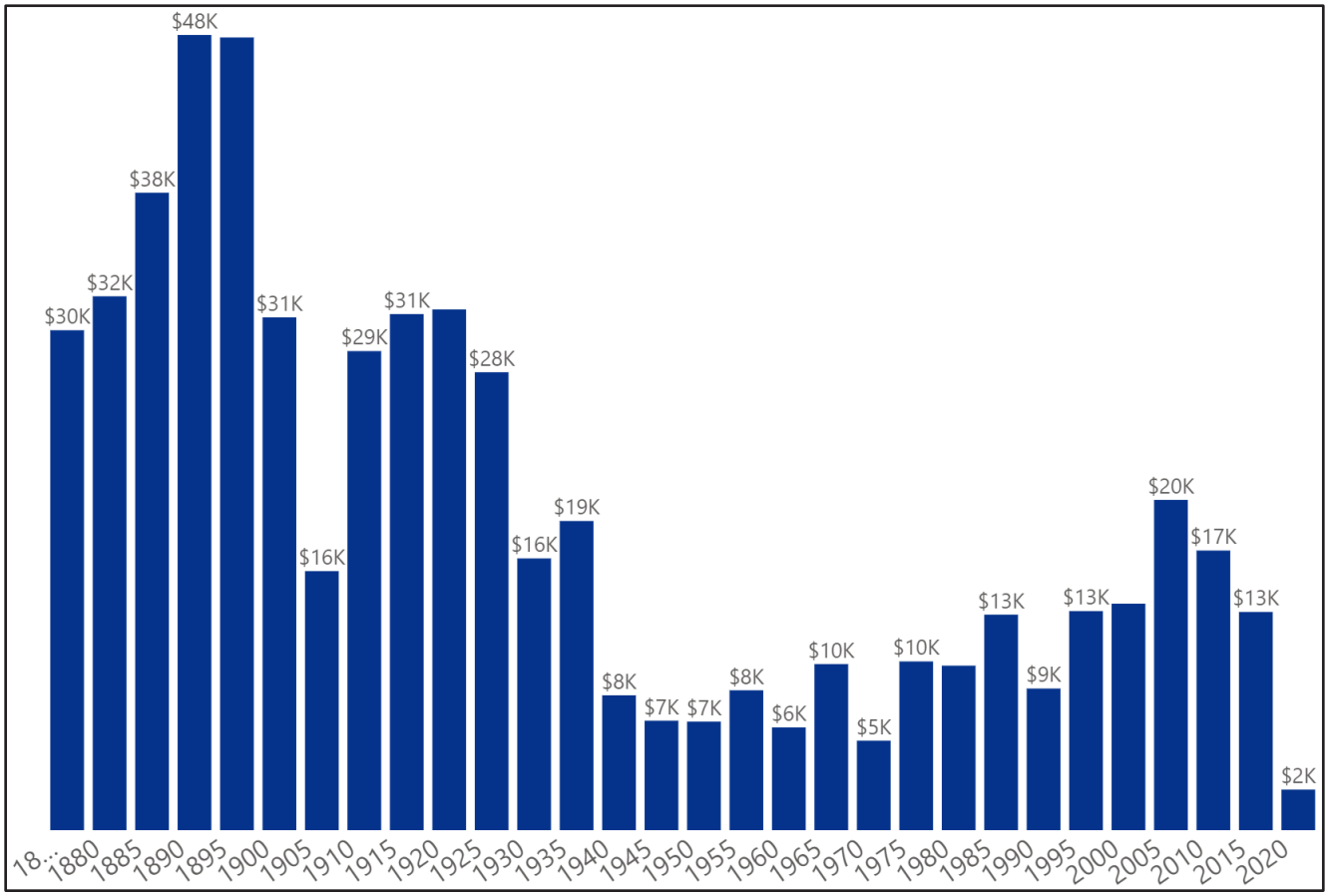


Table 7. Commercial Tax Revenue by Development Type

Commercial Development Type	Total Property Value	Commercial Tax Revenue	Commercial Tax Revenue City Only	Median Year Built	Number of Parcels	Commercial Tax Revenue per Acre
High Rise Hotels and Motels	$16,639,600	$264,420	$80,694	2006	1	$95,984
Office - General w/Apart. Uppers	$12,370,600	$196,581	$59,991	1920	10	$29,611
Bank - Branch	$20,827,600	$330,971	$101,003	2002	13	$23,868
Office - Medical / Dental	$67,701,300	$1,075,841	$328,317	1996	38	$23,273
Hotel / Motel	$88,066,800	$1,399,470	$427,080	1978	48	$20,785
Bank - Main	$21,081,800	$335,011	$102,236	2001	10	$18,733
Apartment	$705,572,900	$11,212,259	$3,421,676	1977	480	$18,539
Store - Retail Small	$44,421,900	$705,908	$215,424	1961	98	$17,743
Restaurant	$30,547,400	$485,429	$148,140	1982	32	$16,828
Hospital	$13,185,800	$209,536	$63,945	2012	4	$15,397
Restaurant - Fast Food	$30,282,000	$481,211	$146,853	1993	38	$14,756
Auto Repair	$9,806,300	$155,832	$47,556	1984	14	$14,231
Shopping Center - Neighborhood	$79,400,100	$1,261,747	$385,051	1996	37	$14,107
Auto / Impl. Showroom & Sales	$25,241,500	$401,113	$122,409	1970	15	$13,884
Store - Retail Large (> 10000 SF)	$111,353,100	$1,769,512	$540,007	1998	26	$12,732
Metal Retail Store - Steel Frame	$11,774,000	$187,101	$57,098	1976	11	$11,490
Office - General	$109,803,300	$1,744,884	$532,491	1980	172	$11,353
Store - Convenience	$26,574,100	$422,289	$128,871	1991	24	$10,886
Bars and Lounges	$8,625,900	$137,074	$41,831	1954	20	$10,588
Auto / Impl. Service	$25,573,500	$406,388	$124,019	1971	17	$10,219
Nursing Home	$26,184,400	$416,096	$126,981	2003	8	$9,723
Store - Grocery	$21,290,900	$338,334	$103,250	1982	7	$8,995
Shopping Center - Regional Mall	$11,300,000	$179,568	$54,799	1977	1	$8,309
Mini - Storage	$19,096,700	$303,466	$92,609	2011	12	$8,012
Shopping Center - Anchor Store	$20,929,900	$332,597	$101,500	1977	5	$7,542
Metal Warehouse - Steel Frame	$58,468,900	$929,129	$283,545	1983	67	$6,822
Warehouse	$96,617,900	$1,535,355	$468,549	1965	80	$6,294
Shop	$13,645,500	$216,841	$66,174	1975	45	$4,058

Dollar amounts given for 2021

SUMMARY

A full accounting is given in this chapter for one greenfield development example, Prairiewood Estates, which generates $17,455 per acre in property tax revenue. This compares favorably to city-wide residential development (average $15,200 per acre). As a development, Prairiewood Estates generated about $693,000 in property taxes for 2021. Meanwhile, public development costs were estimated at $8.3 million.

The costs of infill development are project-specific and difficult to quantify. Infill saves on the costs of land acquisition and capital outlays, but public costs do occur as infill places increased demand on existing roads and infrastructure. Other costs may include site remediation and building renovation.

Two infill apartment complex projects, Blackmore Flats and the Lumber Exchange, were analyzed. The annual commercial tax revenue for Blackmore Flats and the Lumber Exchange is $139,904 and $96,349, respectively, which translates to $27,720 and $35,220 per acre. Again, this revenue compares favorably to other types of development. On average, only high-rise hotel developments produce more revenue per acre than the Lumber Exchange. Note that for traditional mixed-use buildings in downtown (median year built 1920), the average revenue per acre is $29,611 (see "Office – General w/ Apart. Uppers"). Both developments far exceed the average revenue for apartments ($18,539 per acre).

LESSONS

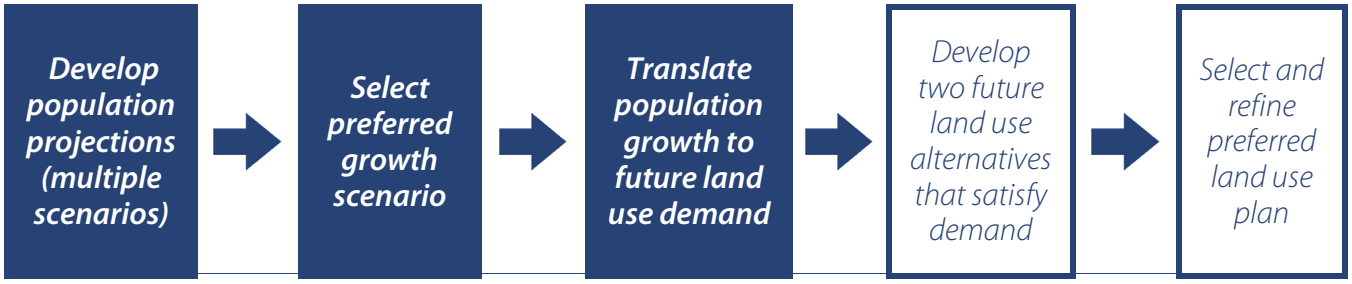
For development financing to pencil out, infill almost always increase the density of an area. Projects often face local resistance (i.e., NIMBYism), so it is important for city leaders to frame contentious projects in a positive way. From a quality-of-life perspective, infill can "revitalize" core neighborhoods, improve access to downtown, connect people to jobs and services, make Grand Forks more walkable, and help serve the community's economic development goals. Infill done right improves the neighborhood, which can help allay citizens' concerns about impacts to property values.

Throughout this Plan, infill is promoted as a viable and desirable alternative to greenfield development. However, the Plan also acknowledges infill capacity limitations and forecasting difficulties – i.e., where and to what extent neighborhoods will transition through infill development over the next 30 years. For these reasons, the Future Land Use Map and Growth Plan (**Chapter 7**) assume that most growth through 2050 will occur through outward expansion.

CHAPTER 7. GROWTH PLAN

INTRODUCTION

This chapter describes how manage projected growth through 2050. First, it projects the population for 2050. Then, the population projection is translated to future acreage needs. Using a land use capacity analysis, growth targets are analyzed for residential and employment-based uses. Future acreage assumptions are derived for each land use category. In an iterative process, the Future Land Use Map was refined to match growth expectations. The Plan develops a growth management framework, assigning development in future land use categories within a set of three growth tiers.

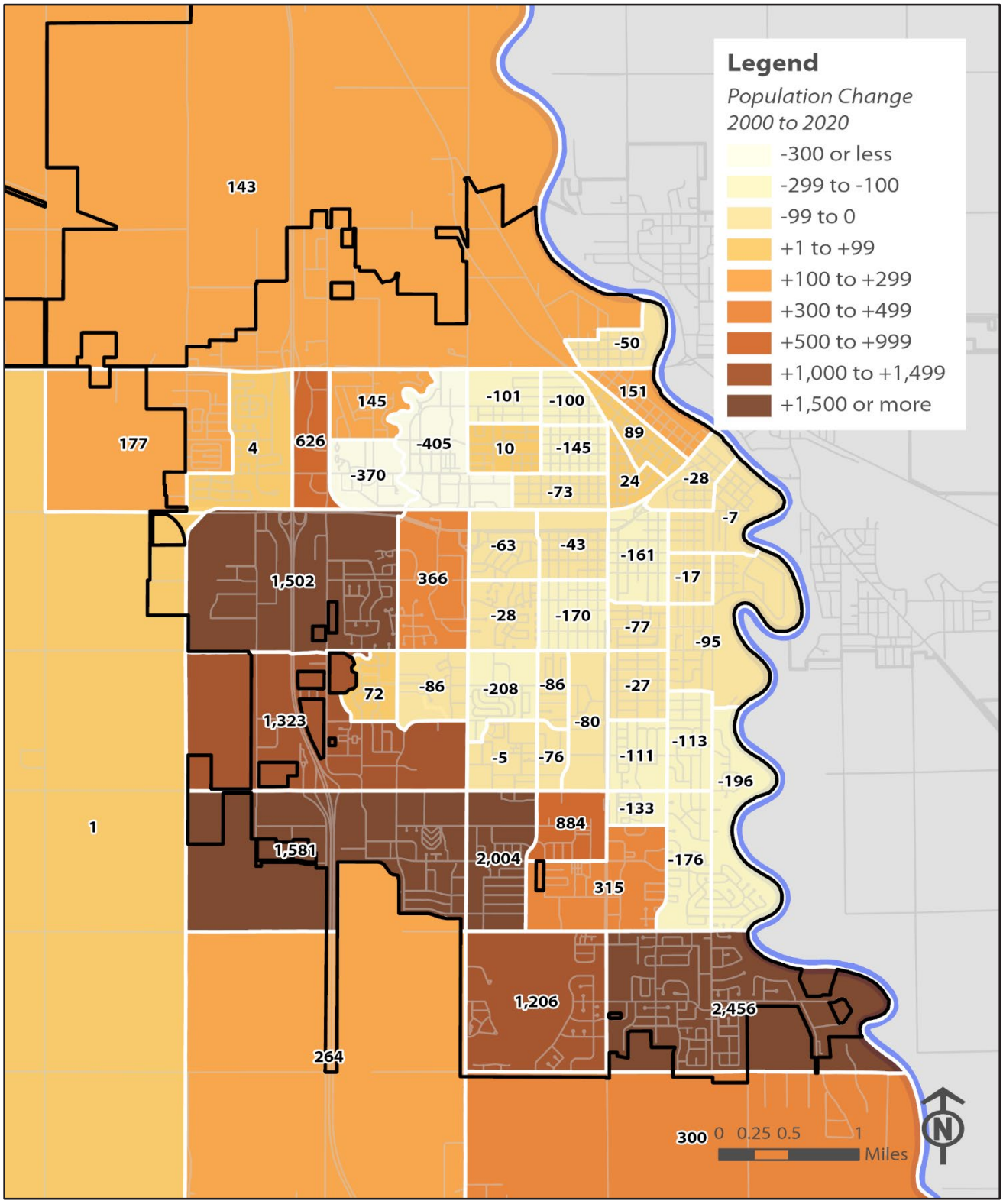


POPULATION TRENDS

2020 Census counted a population of 59,166 for Grand Forks. While the Census is generally the most reliable source of demographic data, the accuracy of the 2020 count is questioned, as block-level data indicate a significant decline in the population around UND that has not been observed locally It appears that a large segment of the student body did not respond to the Census, resulting in an undercount. Assuming no change in the student population, the 2020 population was estimated to be 60,543. This revised population estimate is assumed for 2020 and used as the baseline for population projections.

Over the last 20 years, growth was overwhelmingly focused in fringe areas around the city **(Figure 24)**. Six Block Groups around the city's western and southern fringe accounted for a population increase of 10,072. Marginal growth occurred in core neighborhoods northwest of downtown (+240). Figure 24 also highlights undercounting in block groups located around UND.

Figure 24. Population Change from 2000 to 2020



Source: U.S. Census, Grand Forks-East Grand Forks MPO

2050 POPULATION PROJECTION

The first step in creating a realistic, effective future land use plan is to project future land use needs. The Land Use Plan must strike a balance – it needs to provide sufficient space for growth to occur, while not oversupplying land for development. If future growth areas are undersized, the plan will quickly outrun its useful life. On the other hand, if growth areas are oversized, the plan may unintentionally encourage inefficient development patterns.

Accounting for historic undercounts in the Census and ACS, the stakeholder group adopted an annual growth rate of 1.56% for the 2050 Land Use Plan. (The previous plan used a growth rate of 1.2%.) Using this growth rate, the 2050 population is projected as 96,326. The 30-year growth increment is +35,783 (59% increase). Note that stakeholders preferred to err on the side of overestimating population growth.

The population of Grand Forks in 2020 was estimated as 60,543. Using an annual growth rate of 1.56%, the 2050 population is projected as 96,326, an increase of 35,783 residents.

The 2050 population projection has numerous ramifications for planning. Physical growth (land consumption) through 2050 is derived from this projection. In turn, the Land Use Plan sets the stage for the MPO to update its long-range transportation plan. The population projection is stratified into future households and employment. These are the primary inputs into the travel demand model, which is used to forecast vehicle trips and identify future roadway capacity issues. Given these ripple effects, it is important to update the population projection, Land Use Plan, and travel demand model periodically to avoid issues that could arise from significantly over- or under-forecasting city growth.

2050 GROWTH TIERS

This Plan adopts three growth tiers to manage long-term development within the City's extraterritorial area. Each growth tier is associated with a general policy toward development:

1	**PRIORITY GROWTH AREA**	**Tier 1 is intended to accommodate all anticipated urban growth through 2050. It contains 6,958 raw developable acres.**
2	**URBAN RESERVE**	**This tier can accommodate additional growth if needed. It contains 7,145 raw developable acres.**
3	**RURAL RESERVE**	**This tier is reserved for agriculture and rural uses. It contains 26,963 undeveloped acres, most of which is farmland.**

The three-tier growth framework is similar as it was in the 2045 Plan, but growth tier boundaries and sizes have changed. **Figure 25** shows the updated growth tiers for 2050. **Figure 26** illustrates boundary changes to the previous growth tiers developed for 2045. **Figure 27** overlays the growth tiers with the Future Land Use Map.

Figure 25. 2050 Growth Tiers

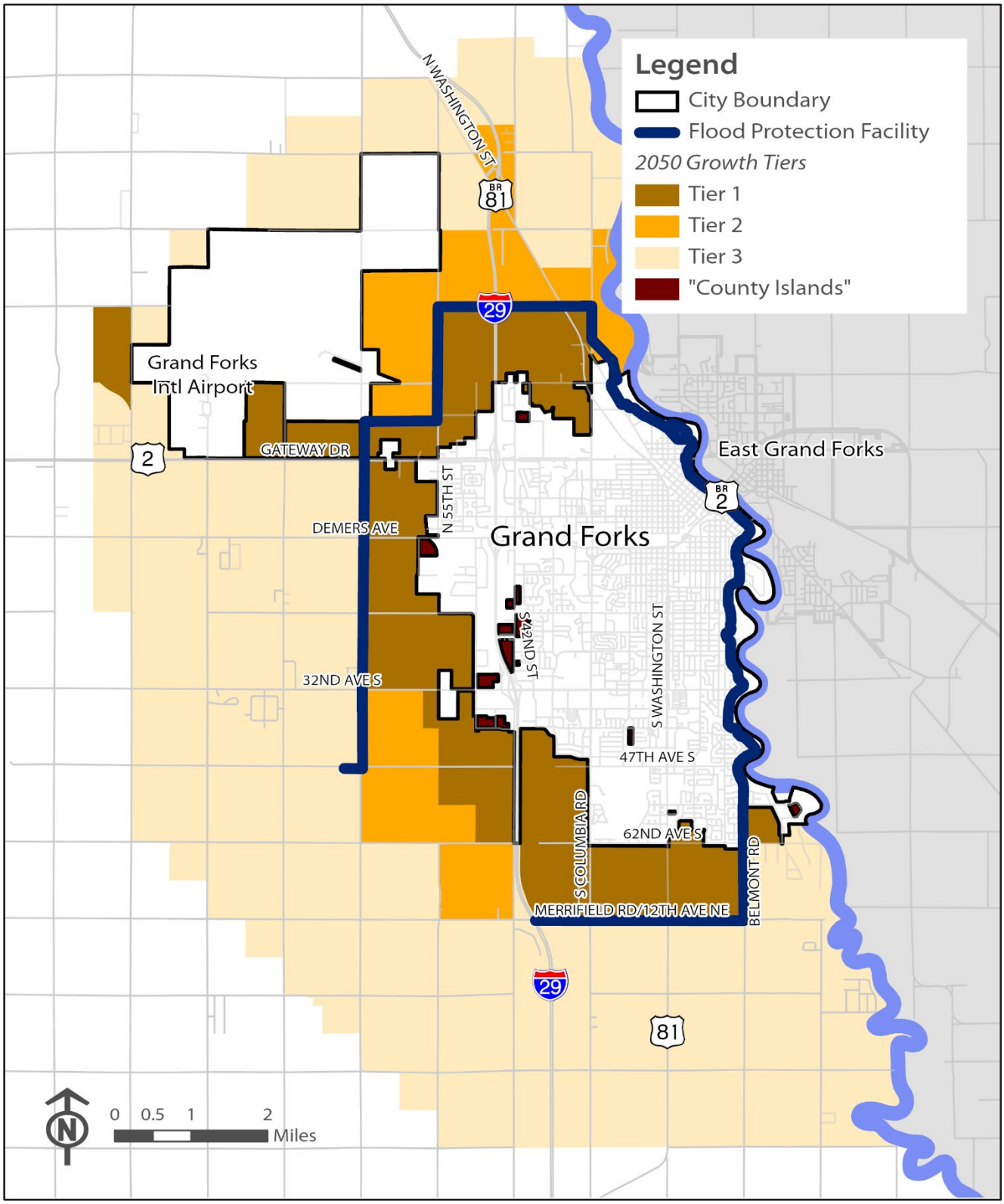


Figure 26. City Boundary and Growth Tier Changes from 2045 Plan to 2050 Plan

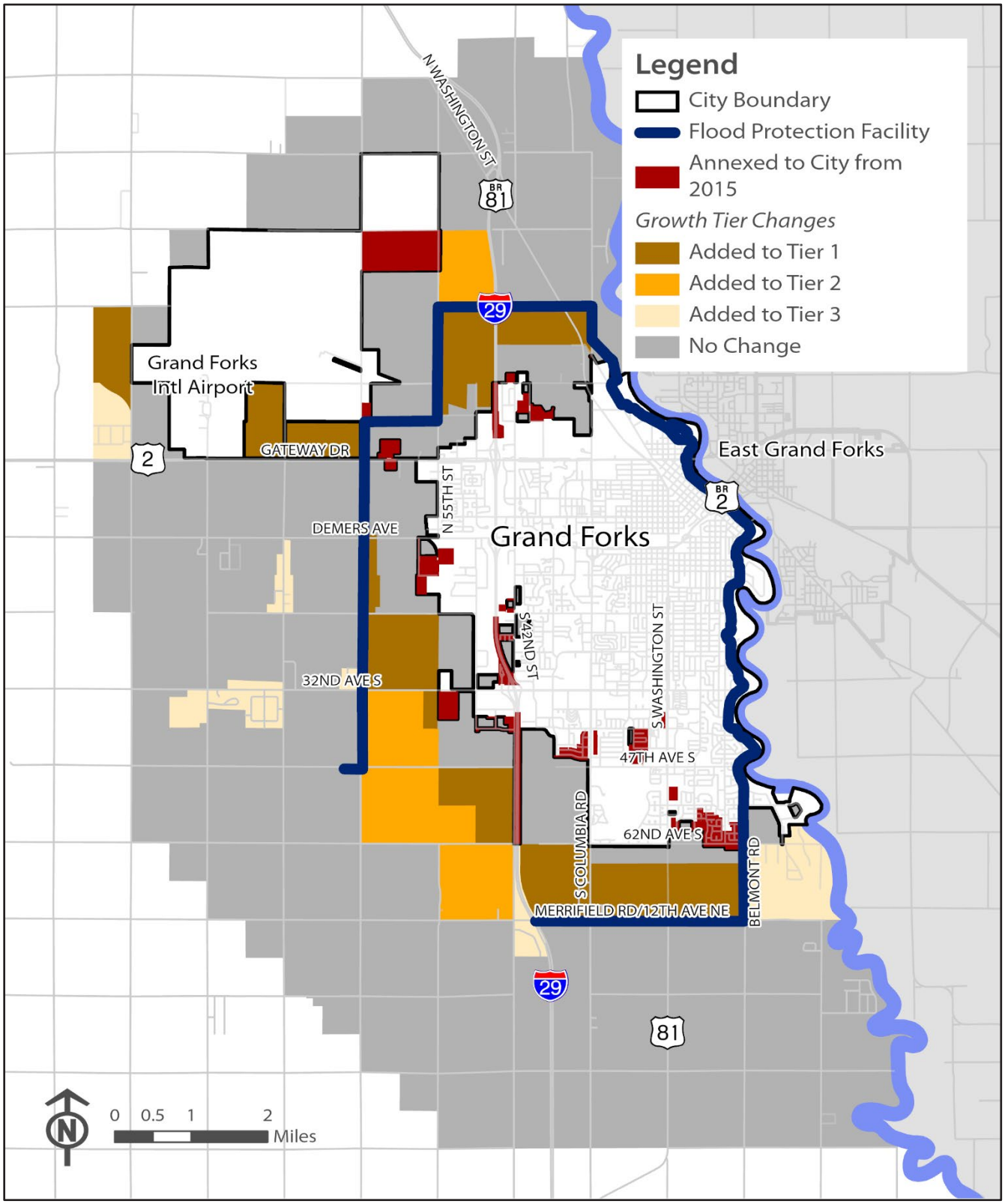
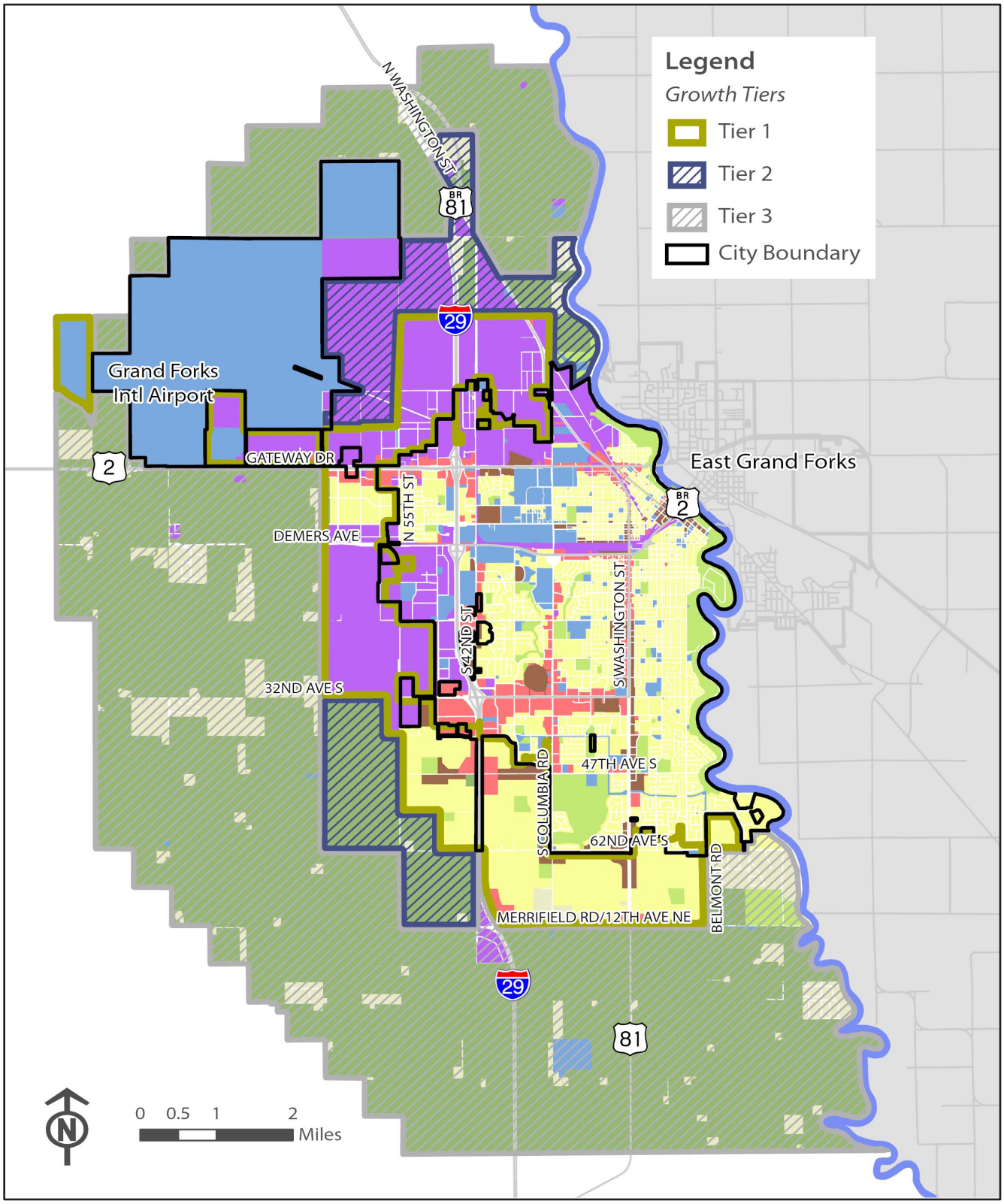


Figure 27. 2050 Land Use Plan and Growth Tiers



Growth tier changes are summarized below:

- The Tier 1 boundary was adjusted to align with the City's Strategic Infrastructure Growth (SIG) areas, flood levee, and diversion channel. These changes impacted the alignments for Tier 2 and Tier 3, which were adjusted accordingly.
- A small Tier 1 area was added west of the airport to align with the Airport's runway expansion plan.
- Tier 2 was expanded in the southwest growth area and around the airport.
- Several rural residential areas in the outer ETA were moved from Tier 2 to Tier 3.
- The size of Tier 1 increased 4,886 acres. This change reflects the increased growth projection for 2050.
- The acreage for Tier 2 and Tier 3 is reduced.

Table 8 summarizes acreage changes from 2045 to 2050. Areas are given in *gross acres* (total developed and undeveloped land). In Tables 8-11 on the following pages, areas are given in *net developable acres* (raw undeveloped acres), which were used to determine growth capacity.

Table 8. Growth Tier Area Changes (Gross Acres)

Growth Tier	2045 Acres	2045 %	2050 Acres	2050 %	Acreage Change
Growth Tier 1	4,557	9.7	9,443	19.8%	+4,886
Growth Tier 2	6,282	13.4	5,007	10.5%	-1,275
Growth Tier 3	36,122	77.0	33,187	69.7%	-2,935
Total	**46,961**	**100.0%**	**47,637**	**100.0%**	**+676**

LAND USE CAPACITY ANALYSIS

The 2050 growth increment was translated to acreage needs for housing and employment-based uses, and future growth areas were sized accordingly. **The growth framework was designed so that the entire growth increment could be accommodated within Tier 1.**

Growth Tier Calculations

Future development capacity was calculated for each growth tier using GIS. First, the land use acreage was calculated for each land use category. Then, the amount of developable space was determined by subtracting the acreage of existing developed areas. Next, developable space was converted to dwelling units and employment. The land use map and growth tier boundaries were adjusted in an iterative process to ensure that Growth Tier 1 would be able to accommodate the full growth projection.

Table 9 provides the gross available acreage (total undeveloped acres) for infill areas and the three growth tiers. Gross acreages were translated to household and employment capacity through a series of calculations, including an acreage reduction to account for right-of-way (net developable acres). **Appendix H – 2050 Land Use Capacity Analysis Technical Memorandum** details this process. Tables 10-13 provide the attainable population, household, and employment numbers for infill areas and growth tiers 1, 2, and 3, respectively. **Table 14** summarizes this information for the planning area.

Table 9. Gross Available Acreage – All Planning Areas

Land Use Category	Infill (Vacant City + County Islands)	Tier 1	Tier 2	Tier 3	Total
Agricultural	15	1	5,357	26,293	31,666
Rural Residential	1	7	123	561	692
Urban Residential	320	2,780	2	39	3,141
Commercial	207	380	0	1	588
Industrial	720	3,218	1,533	8	5,479
Mixed Use	178	391	0	0	569
Public/Semi-Public	48	65	31	61	205
Recreation/Open Space	3	116	99	0	218
Total	**1,492**	**6,958**	**7,145**	**26,963**	**42,558**

Assumptions

Acreage assumptions are derived from observed patterns for residential non-residential development. The following assumptions were used to translate developable acreage to households, employment, and population:

- Floor-area Ratio (FAR) for non-residential uses
- The proportion of each land use category dedicated for retail employment, non-retail employment, and residential purposes (e.g., 70/30/0 for commercial, 30/30/40 for mixed use, and 0/0/100 for urban residential)
- Number of employees per 1,000 square feet for retail (1.6) and non-retail (0.8-1.0) employment-based uses
- Gross area reduction for commercial and industrial uses, which accounts for public and private open space (such as stormwater ponds, parking lots, and landscaped areas).
- Density assumptions (units per acre) for residential land use categories and mixed use.
- Residential occupancy rate (95%)
- Persons per household (2.1 for urban residential and rural residential; 1.3 for mixed use)

Residential Density Calculation

This Plan assumes the following densities for residential land use:

- 10 units/acre for mixed use
- 5 units/acre for urban residential
- 0.7 units/acre for rural residential

Of these categories, urban residential is by far the largest. The density for this land use category was derived from a study of three typical residential areas that feature a variety of housing types, including single-family detached, attached, and multifamily. Note that the 2050 Land Use Plan does not include a category for high-density residential/multifamily but assumes that high-density development will constitute a portion of urban residential growth areas. City planning and zoning staff prefer this flexibility to a more rigid land use framework. By accounting for multifamily within urban residential, the density assumption for urban residential was increased to 5 units per acre from 3 units per acre in the 2045 Plan.

Table 10. Population, Housing, and Employment Capacity of City Infill + County Islands

Land Use Category	Gross Available Acres	Retail Employment	Non-retail Employment	Dwelling Units	Attainable Population
Agricultural	15	0	0	0	0
Rural Residential	1	0	0	1	2
Urban Residential	320	0	0	1,599	3,189
Commercial	207	1,410	302	0	0
Industrial	720	0	3012	0	0
Mixed Use	178	743	371	710	877
Public/Semi-Public	48	0	0	0	0
Recreation/Open Space	3	0	0	0	0
Total	**1,491**	**2,153**	**3,685**	**2,310**	**4,068**

Table 11. Population, Housing, and Employment Capacity of Tier 1

Land Use Category	Gross Available Acres	Retail Employment	Non-retail Employment	Dwelling Units	Attainable Population
Agricultural	1	0	0	0	0
Rural Residential	7	0	0	5	10
Urban Residential	2,780	0	0	13,902	27,734
Commercial	380	2,593	556	0	0
Industrial	3,218	0	13,457	0	0
Mixed Use	391	1,636	818	1,565	1,933
Public/Semi-Public	65	0	0	0	0
Recreation/Open Space	116	0	0	0	0
Total	**6,958**	**4,229**	**14,831**	**15,472**	**29,677**

Table 12. Population, Housing, and Employment Capacity of Tier 2

Land Use Category	Gross Available Acres	Retail Employment	Non-retail Employment	Dwelling Units	Attainable Population
Agricultural	5,357	0	0	0	0
Rural Residential	123	0	0	86	172
Urban Residential	2	0	0	11	22
Commercial	0	0	0	0	0
Industrial	1,533	0	6,412	0	0
Mixed Use	0	0	0	0	0
Public/Semi-Public	31	0	0	0	0
Recreation/Open Space	99	0	0	0	0
Total	**7,145**	**0**	**6,412**	**97**	**194**

Table 13. Population, Housing, and Employment Capacity of Tier 3

Land Use Category	Gross Available Acres	Retail Employment	Non-retail Employment	Dwelling Units	Attainable Population
Agricultural	26,293	0	0	0	0
Rural Residential	561	0	0	393	783
Urban Residential	39	0	0	194	387
Commercial	1	5	1	0	0
Industrial	8	0	35	0	0
Mixed Use	0	0	0	0	0
Public/Semi-Public	61	0	0	0	0
Recreation/Open Space	0	0	0	0	0
Total	**26,983**	**5**	**36**	**587**	**1,170**

Table 14. Growth Tier Capacity Summary

Growth Tier	Population	% Population	Dwelling Units	% Units	Employment	% Employment
City Infill and County Islands	4,068	12.0%	2,310	12.0%	5,838	18.6%
Growth Tier 1	29,677	87.4	15,472	83.8%	19,060	60.8%
Growth Tier 2	194	0.6%	97	0.5%	6,412	20.5%
Growth Tier 3	1, 170	3.4%	587	3.2%	41	0.1%
Total	33,939	100.0%	18,466	100.0%	31,351	100.0%

Redevelopment Impact

In addition to development of vacant property and greenfields, the Land Use Plan redesignates several areas of existing development within the corporate limits of Grand Forks. In all cases the alternate future land use designation is mixed use to allow for market flexibility and compact, higher-density redevelopment opportunities. **Table 15** identifies these areas based on the existing land use classifications. If all areas were redeveloped, this would produce a net increase in jobs, households, and total population. However, these estimates are not included in the 2050 future land use capacity analysis due to the uncertainty of redevelopment.

Table 15. Redevelopment Impact

Land Use Category	Acres
Commercial	217.4
Industrial	16.4
Public/Semi-Public	71.5
Residential	12.4
Total	**317.7**
Projected Impact	
Population Impact	+1,446
Housing Impact	+1,209
Employment Impact	+121

Comparison of 2050 Plan to 2045 Plan

Table 16 compares the gross available acreage within each land use category from the 2050 Plan to the 2045 Plan. Adopting a higher growth rate for 2050 (1.56% versus 1.2%) increases the amount of residential acreage shown on the future land use map. In addition, the 2050 Plan designates significantly more acreage for industrial. Stakeholders felt it is important to err on the side of oversupplying industrial land to support primary sector development and provide locational flexibility to firms. This is also consistent with business trends – as firms continue to increase automation, the number of workers per unit area decreases, even as many industrial activities require larger land inputs to production.

Meanwhile, the acreage of standalone commercial has been slightly reduced from the 2045 Plan. This acknowledges changes in the retail sector, which is still grappling with the effects of Covid-19, inflation, workforce shortages and a shift to remote work, and a general surplus of retail space.

Table 16. Land Use Comparison – 2050 Plan versus 2045 Plan

Land Use Category	2045 Plan		2050 Plan		
Planning Area	**All**	**Tier 1**	**All**	**Tier 1**	**Infill**
Agricultural	NA	NA	31,666	1	15
Urban Residential	2,675	2,010	3,361	2,780	327
Rural/Suburban Residential	754	6	692	7	1
Commercial	520	512	476	380	207
Industrial	2,819	1,780	5,261	3,218	720
Mixed Use	1,304	1,034	498	391	178
Recreation/Open Space	51	5	228	116	3
Public/Semi-Public	47	40	205	65	48
Non-Ag Total	**8,170**	**5,387**	**10,721**	**6,958**	**1,491**

**Gross available acres (undeveloped land).*

Planning for the Interim – 2030 to 2035

This Plan provides a roadmap to 2050. However, it is important to consider the shorter-term impacts of growth. Using the 1.56% growth rate, the projected population for 2030 is 70,679 (+10,136). As Table 13 shows, the capacity of vacant infill areas and County Islands is about 4,226 people, or 42% of the 2030 growth increment. This demonstrates that infill areas have capacity to accommodate a large portion of growth in the short-term. Assuming full development of vacant infill areas and County islands, greenfield development would need to accommodate the growth remainder (5,910 or 58%). Roughly 560 acres of additional residential land would be needed to accommodate this growth (5,910 new residents at 2.1 persons per households and 5 units per acre).

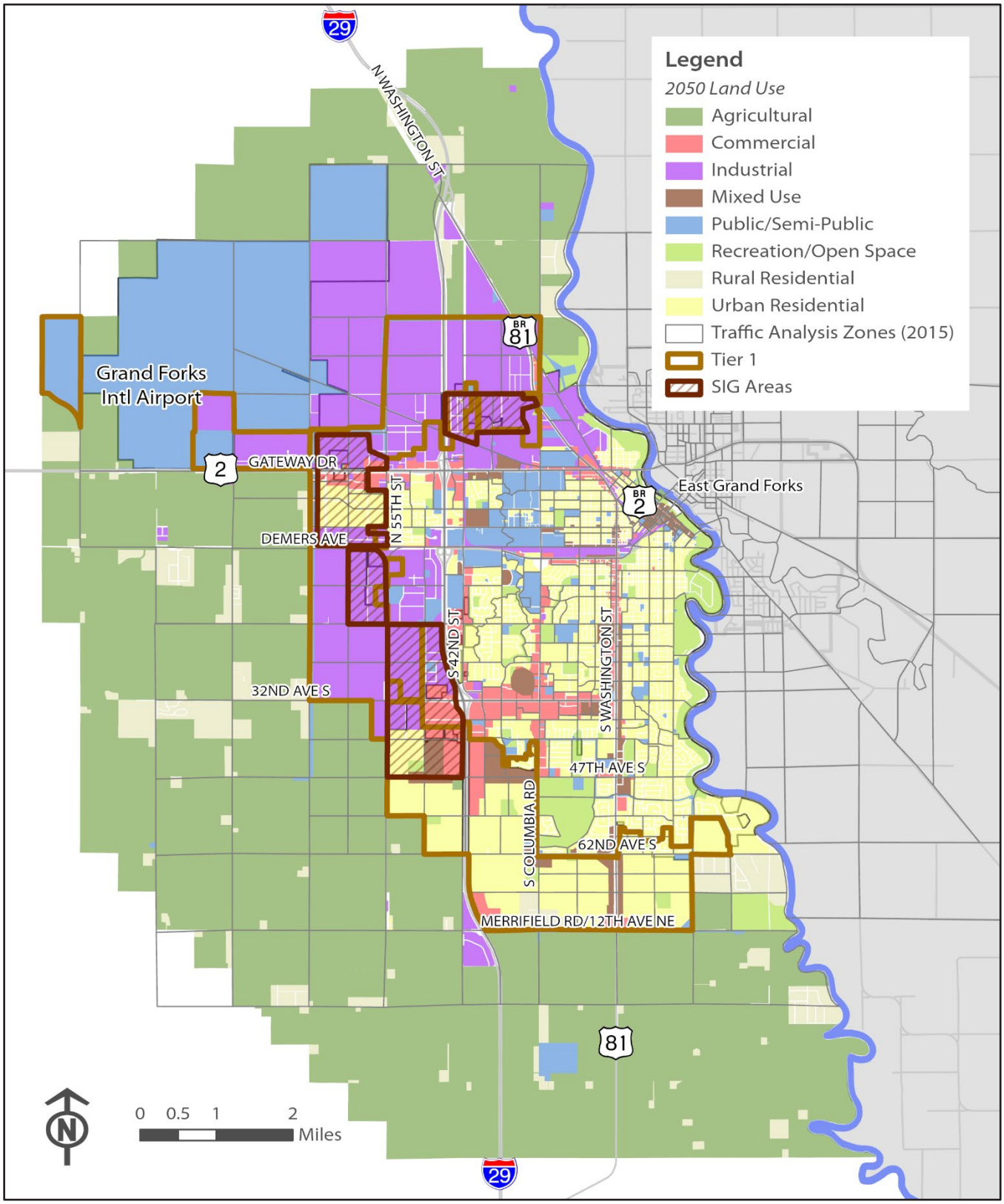
Following adoption of the 2050 Land Use Plan, the Grand Forks-East Grand Forks MPO will begin the process of updating its Long Range Transportation Plan (LRTP). The LRTP will update forecasts for 2050 and 2035. One of the first steps in the traffic modeling process is to assign household and employment growth to traffic analysis zones (TAZs). Using trend analysis to maintain a uniform share of households and jobs relative to the future population, 2035 projections are given as follows:

- +15,824 residents
- +7,937 private sector jobs
- +8,770 households

This growth represents 44% of the 30-year growth increment and a similar fraction of the growth capacity of Tier 1. Because Tier 1 will be only partially developed in 2035, traffic forecasters must make informed assumptions about where growth will occur. For example, short-term employment growth could be focused in the strategic infrastructure growth areas, where the City has made it a priority to increase infrastructure capacity. In addition, short-term household growth could be prioritized in the southern growth area, as residential development west of I-29 is unlikely to occur at a large scale until another overpass in constructed to serve the southern part of the city.

Figure 28 overlays the Future Land Use Map with Growth Tier 1, The Strategic Infrastructure Growth Areas, and the existing TAZ structure. **Appendix I** documents methodology used for the growth projections and the land capacity analysis.

Figure 28. Future Land Use, Priority Growth Areas, and TAZs



CHAPTER 8. IMPLEMENTATION

KEYS TO SUCCESS

Land Use Plan Committee

The success of this Plan will rely on a Land Use Plan Committee appointed by the City Council. As part of the Plan adoption, it is recommended that the Council appoint a committee representing important local stakeholders, much like the Land Use Subcommittee that helped create the Plan. The Land Use Plan Committee should meet annually and focus on closely monitoring 3-5 issues at a time. The Committee needs to select individuals or groups to take on each implementation task shown in the Implementation Table below.

How to use this Guide

The topics in this guide include:

Housing	Transportation	Land Use & Public Health	Economic Development	General Development

Implementation actions are organized utilizing the following format:

A1. First Implementation Action for this To

The timeline of the action will be highlighted (either ongoing, 1, 2, or 3 years)

Detailed description of the Implementation Action

ONGOING	1 YEAR	2 YEARS	3 YEARS

LEAD DEPARTMENT	Department that will lead the action				
SUPPORTING DEPARTMENTS	Departments that will support the lead department				
COST	$	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	List of potential barriers to implementation				
RELEVANT GOALS & OBJECTIVES	List of Plan goals and objectives supporting the implementation action				
RELEVANT PLANS	Other adopted plans that relate to the implementation action				
RESOURCES & PARTNERS	Internal and external resources to help achieve the action				

How was the Lead Department defined?

The governmental entity (City department, for example) that will be responsible for leading the action.

How were the Supporting Departments defined?

Other City departments that can support the completion of the action.

Cost

$: up to 40 hrs or $2,000

$$: 41-100 hrs or $2,001 - $5,000

$$$: 101-500 hrs or $5,001 - $25,000

$$$$: 501+ hrs or $25,000+

IMPLEMENTATION TABLES

Housing

H1. Enlist major employers to help solve housing needs

Convene a roundtable of major regional employers and regional housing agencies to discuss solutions to address workforce housing needs. Major employers include, but are not limited to, UND, GFAFB, health care providers, and large manufacturers.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Community Development			
SUPPORTING DEPARTMENTS	Planning			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Housing Goal 2, Objective A			
RELEVANT PLANS	NA			
RESOURCES & PARTNERS	Grand Forks Region EDC, City of East Grand Forks, Grand Forks County, Polk County, Grand Forks Housing Authority			

H2. Increase units for low- and moderate-income families

Incentivize multifamily developers to include units for low- and moderate-income families. Utilize development agreements are other tools available to set aside units. Promote the use of innovative tools, especially community land trusts, throughout the city to ensure the provision of low- and moderate-income units.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS	
LEAD DEPARTMENT	Community Development				
SUPPORTING DEPARTMENTS	Planning	Legal			
COST	$	$$	$$$	$$$$	**UNKNOWN**
BARRIERS TO IMPLEMENTATION	Funding, Staff capacity				
RELEVANT GOALS & OBJECTIVES	Housing Goal 2, Objective C				
RELEVANT PLANS	NA				
RESOURCES & PARTNERS	Grand Forks Housing Authority				

H3. Ensure land development regulations do not constrain housing supply

Review the City's Land Development Code and identify potential barriers to allowing housing development that is responsive workforce and market demands. Make necessary code changes. Consider action item in conjunction with similar code review and amendment action items.

TIMELINE	ONGOING	1 YEAR	**2 YEARS**	3 YEARS	
LEAD DEPARTMENT	Planning				
SUPPORTING DEPARTMENTS	Community Development				
COST	$	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Funding, Staff capacity				
RELEVANT GOALS & OBJECTIVES	Housing Goal 2, Objective B				
RELEVANT PLANS	NA				
RESOURCES & PARTNERS	Grand Forks Housing Authority, Grand Forks Region EDC				

H4. Promote the City's Housing Dashboard

The City's Housing Dashboard provides a wealth of valuable information about housing and related issues in Grand Forks, such as growth indicators. Promote the dashboard to the public, real estate professionals, and others. Leverage the city's social media system.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Community Development			
COST	$	**$$**	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	NA			
RELEVANT PLANS	NA			
RESOURCES & PARTNERS	Grand Forks Area Association of Realtors			

H5. Continue support of replacement, rehabilitation, and adaptive reuse of sub-standard housing

Continue existing program and add programs as capacity allows that will support the replacement or rehabilitation of sub-standard housing. Pursue funding that supports adaptive and innovative reuse/renovation of deteriorating property.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Community Development			
SUPPORTING DEPARTMENTS	Planning			
COST	$	$$	$$$	$$$$	**UNKNOWN**
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Housing Goal 1, Objective A			
RELEVANT PLANS	NA			
RESOURCES & PARTNERS	Grand Forks Housing Authority			

Transportation

T1. Close gaps in the bike and pedestrian system adjacent to basic services

Identify and map bike and pedestrian system gaps with ½ mile from basic services. Basic services include hospitals, medical clinics, grocery stores, parks, and schools. Prioritize improvements to close identified gaps and improve related safety issues; incorporate projects into the City's 6-Year Capital Improvement Program (CIP) when possible.

TIMELINE	ONGOING	1 YEAR	2 YEARS	**3+ YEARS**
LEAD DEPARTMENT	Engineering			
SUPPORTING DEPARTMENTS	Planning			
COST	$	$$	$$$	**$$$$**	UNKNOWN
BARRIERS TO IMPLEMENTATION	Funding, staff capacity			
RELEVANT GOALS & OBJECTIVES	Transportation Goal 1, Objective B Transportation Goal 3, Objective B			
RELEVANT PLANS	Metropolitan Transportation Plan, CIP			
RESOURCES & PARTNERS	MPO, Public Works			

T2. Build on recent success of the bikeshare program

Continue to support the Downtown bikeshare program and explore opportunities to expand the program.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Administration			
SUPPORTING DEPARTMENTS	Engineering and Planning			
COST	$	$$	$$$	$$$$	**UNKNOWN**
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Transportation Goal 1, Objective A			
RELEVANT PLANS	Downtown Action Plan, Metropolitan Transportation Plan			
RESOURCES & PARTNERS	Downtown Development Association			

T3. Create a working group that considers development features needed to accommodate emerging transportation technology

Convene transportation and industry experts to stay on top of trending transportation technologies that will impact transportation infrastructure and local development. Determine initiatives and/or regulatory changes to ensure that new development accommodates new and/or emerging technologies.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Engineering			
SUPPORTING DEPARTMENTS	Planning			
COST	$	$$	$$$	$$$$	**UNKNOWN**
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Transportation Goal 2, Objective A			
RELEVANT PLANS	Metropolitan Transportation Plan			
RESOURCES & PARTNERS	Grand Forks Region EDC, MPO, Cities Area Transit			

T4. Partner with the EDC early in the project development process to coordinate workforce access

Multimodal access opportunities need to be reviewed with the Grand Forks Region EDC to help support workforce access to potential projects. Review access opportunities other than driving alone.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Community Development			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Transportation Goal 1, Objective C			
RELEVANT PLANS	Metropolitan Transportation Plan			
RESOURCES & PARTNERS	Grand Forks Region EDC, Cities Area Transit			

T5. Development review assesses the ability of proposals to accommodate modes other than driving

Development proposals within city limits (or expected to be annexed) will be reviewed based on their ability to accommodate modes of transportation other than driving. Such modes may include walking, biking, transit, or a combination of such modes.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Engineering			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Transportation Goal 3, Objective A			
RELEVANT PLANS	Metropolitan Transportation Plan			
RESOURCES & PARTNERS	MPO, Cities Area Transit			

T6. Preserve adequate right-of-way for transportation corridors

Plan for future vehicular facility and bike path needs and preserve adequate right-of-way for all defined transportation corridors. Follow the transportation principles and planned and illustrative facility maps identified in the current Metropolitan Transportation Plan.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Engineering			
COST	$	$$	$$$	$$$$	**UNKNOWN**
BARRIERS TO IMPLEMENTATION	Funding, Agency cooperation			
RELEVANT GOALS & OBJECTIVES	Transportation Goal 3, Objective A			
RELEVANT PLANS	Metropolitan Transportation Plan			
RESOURCES & PARTNERS	MPO, Park District, NDDOT			

Public Health

LP1. Physical health is made integral to the design of City neighborhoods

New neighborhoods are to be designed with sidewalk access. Neighborhood development and redevelopment shall be additionally evaluated based on access to the Greenway, other outdoor park and recreation facilities, and indoor recreation opportunities.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Engineering			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Public Health Goal 1, Objective A			
RELEVANT PLANS	Park District Strategic Master Plan			
RESOURCES & PARTNERS	Park District			

LP2. Make regulatory changes necessary to accommodate land use development changes post-COVID-19 Pandemic

Review the City's Land Development Code and identify areas influenced by COVID-19. Consider the need for changes to regulations for home occupations, accessory structures, flexibility in commercial and industrial uses, and other potential changes. Make necessary code changes. Consider action item in conjunction with similar code review and amendment action items.

TIMELINE	ONGOING	1 YEAR	**2 YEARS**	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Engineering and Health Department			
COST	$	$$	$$$	**$$$$**	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity, funding			
RELEVANT GOALS & OBJECTIVES	Public Health Goal 1, Objective C			
RELEVANT PLANS	NA			
RESOURCES & PARTNERS	Grand Forks Region EDC			

LP3. Plan and implement special strategies focused on improving community health

Engage the local health care community and other partners invested in community health to plan and implement targeted efforts to improve community health. Ensure that such efforts take concrete steps that are consistent with and that further the Land Use Plan.

TIMELINE	ONGOING | 1 YEAR | 2 YEARS | 3+YEARS
LEAD DEPARTMENT	Health Department
SUPPORTING DEPARTMENTS	Planning
COST	$ | $$ \| $$$ | $$$$ | UNKNOWN
BARRIERS TO IMPLEMENTATION	Lack of collaboration between local agencies and stakeholders, City Council support
RELEVANT GOALS & OBJECTIVES	Public Health Goal 1, Objectives A & B
RELEVANT PLANS	Park District Strategic Master Plan
RESOURCES & PARTNERS	Local health care providers, major employers

Economic Development

ED1. Continue implementation of the Downtown Action Plan

Memorialize mechanisms that will ensure continued, long-term implementation of the City's Downtown Action Plan.

TIMELINE	ONGOING | 1 YEAR | 2 YEARS | 3 YEARS
LEAD DEPARTMENT	Planning
SUPPORTING DEPARTMENTS	Community Development Engineering
COST	$ | $$ \| $$$ | $$$$ | UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity, funding
RELEVANT GOALS & OBJECTIVES	Economic Development Goal 1, Objective A
RELEVANT PLANS	Downtown Action Plan, Downtown Transportation Study
RESOURCES & PARTNERS	Downtown Development Association

ED2. Make regulatory changes that allow and incentivize redevelopment of underutilized commercial areas

Identify the range of redevelopment opportunities available within Activity Corridors and Sites shown in this Plan. Find regulatory obstacles to promoting redevelopment of Activity Corridors and Sites and make necessary code changes. Consider action item in conjunction with similar code review and amendment action items.

TIMELINE	ONGOING	1 YEAR	**2 YEARS**	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Community Development			
COST	$	$$	$$$	**$$$$**	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity, funding			
RELEVANT GOALS & OBJECTIVES	Economic Development Goal 1, Objective B			
RELEVANT PLANS	University Avenue Corridor Study (Community Foundation)			
RESOURCES & PARTNERS	Community Foundation, Grand Forks Region EDC			

ED3. Establish a primary sector development forum

Create a forum of city officials, regional economic developers, and real estate professionals who will meet on a regular basis to discuss needs to accommodate primary sector industry. Discussion should focus on real estate and infrastructure needs.

TIMELINE	ONGOING	**1 YEAR**	2 YEARS	3 YEARS
LEAD DEPARTMENT	Community Development			
SUPPORTING DEPARTMENTS	Engineering			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Economic Development Goal 2, Objective A			
RELEVANT PLANS	NA			
RESOURCES & PARTNERS	Grand Forks Region EDC			

ED4. Prioritize and invest in permanent, year-around quality-of-life amenity opportunities

City staff, the Growth Fund Committee, and real estate professionals will meet to identify and prioritize year-around quality of life amenity opportunities that may need additional city support. Pursue prioritized opportunities and continue to take advantage of the FlexPACE loan program and other available funding as necessary.

TIMELINE	**ONGOING** | 1 YEAR | 2 YEARS | 3 YEARS
LEAD DEPARTMENT	Community Development
SUPPORTING DEPARTMENTS	Planning
COST	$ | $$ \| $$$ | $$$$ | **UNKNOWN**
BARRIERS TO IMPLEMENTATION	Staff capacity
RELEVANT GOALS & OBJECTIVES	Economic Development Goal 2, Objective B Economic Development Goal 3, Objectives A, B, & C
RELEVANT PLANS	NA
RESOURCES & PARTNERS	Grand Forks Region EDC, Growth Fund Committee

General Development

GD1. Accommodation of active transportation is a priority in neighborhood development

Active transportation (walking, biking, rolling, etc.) is a priority in the design of new neighborhoods, neighborhood redevelopment, and access to institutional and commercial facilities within and adjacent to neighborhoods. Associated private development proposals and public improvement proposals shall accommodate active modes of transportation. Incorporate active transportation review into private and public development review processes.

TIMELINE	**ONGOING** | 1 YEAR | 2 YEARS | 3 YEARS
LEAD DEPARTMENT	Planning
SUPPORTING DEPARTMENTS	Engineering
COST	**$** | $$ \| $$$ | $$$$ | UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff Capacity
RELEVANT GOALS & OBJECTIVES	General Development Goal 1, Objective A
RELEVANT PLANS	Metropolitan Transportation Plan & Park District Strategic Master Plan

RESOURCES & PARTNERS	Park District

GD2. Facilitate coordination between the city, Park District, and School District to consider park and recreation opportunities at the development concept stage

New neighborhood development and redevelopment proposals shall include pre-application coordination with the City, applicant, Park District, and School District to identify park and recreation opportunities. Ways to share in the ownership and maintenance of such facilities should be discussed.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Park District and School District			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Lack of staff and organizational capacity, lack applicant willingness to participate			
RELEVANT GOALS & OBJECTIVES	General Development Goal 1, Objectives A & B			
RELEVANT PLANS	Park District Strategic Master Plan			
RESOURCES & PARTNERS	Park District, School District			

GD3. Evaluate and find appropriate, flexible development standards to encourage mixed use development within the Plan's Activity Corridors and Sites

Evaluate current development regulations in place for Activity Corridors and Sites identified in this Plan. Identify potential changes that will encourage the flexibility needed to achieve compact, mixed-use design. Consider form-based standards and/or modified Planned Unit Development standards. Evaluate and pursue changes to the city's parking regulations to unlock the development potential of sites with expansive parking lots not fully used. Consider action item in conjunction with similar code review and amendment action items.

TIMELINE	ONGOING	1 YEAR	**2 YEARS**	3 YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Engineering			
COST	$	$$	$$$	**$$$$**	UNKNOWN
BARRIERS TO IMPLEMENTATION	Funding, Staff Capacity			
RELEVANT GOALS & OBJECTIVES	General Development Goal 2, Objectives A & B			
RELEVANT PLANS	NA			

RESOURCES & PARTNERS	Grand Forks Region EDC

GD4. Stress transit-oriented design within Activity Corridors and Sites

Incorporate transit-oriented design into mixed-use development within Activity Corridors and Sites and ensure provision of sufficient amenities for pedestrians and bicyclists (for example, bike racks, lighting, sidewalks). Coordinate with Cities Area Transit to identify transit stops of primary focus. Amend development regulations to facilitate transit-oriented design. Consider action item in conjunction with similar code review and amendment action items.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3+ YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Engineering and Cities Area Transit (CAT)			
COST	$	$$	$$$	$$$$	**UNKNOWN**
BARRIERS TO IMPLEMENTATION	Developer support, staff capacity, City Council support			
RELEVANT GOALS & OBJECTIVES	General Development Goal 2, Objectives A & B			
RELEVANT PLANS	Metropolitan Transportation Plan			
RESOURCES & PARTNERS	Cities Area Transit			

GD5. Create an airport land use compatibility forum

Bring together Grand Forks International Airport and jurisdictions with zoning authority within the airport's influence to discuss areas with existing and/or potential land use conflict. The goal of the forum would be to identify means of resolving land use conflicts in a mutually beneficial way.

TIMELINE	ONGOING	1 YEAR	2 YEARS	**3+ YEARS**
LEAD DEPARTMENT	Airport Authority			
SUPPORTING DEPARTMENTS	Planning			
COST	$	$$	$$$	$$$$	**UNKNOWN**
BARRIERS TO IMPLEMENTATION	City Council and/or Airport Authority Board support			
RELEVANT GOALS & OBJECTIVES	General Development Goal 3, Objective F			
RELEVANT PLANS	Airport-related plans			

RESOURCES & PARTNERS	Grand Forks International Airport, Grand Forks County, Adjacent Townships

GD6. Implement a comprehensive development rating system used to understand Land Use Plan consistency

Use a modified version of the City's current Annexation Point Rating System to address different types of development, whether annexation is required or not. The new rating system should apply to most planning and zoning applications and uses objective measures to understand Land Use Plan consistency.

TIMELINE	ONGOING	**1 YEAR**	2 YEARS	3+ YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	NA			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Planning and Zoning Commission and/or City Council support			
RELEVANT GOALS & OBJECTIVES	General Development Goal 4, Objective C			
RELEVANT PLANS	NA			
RESOURCES & PARTNERS	NA			

GD7. Quantify development cost and revenue expectations in consideration of development applications

Use the fringe and infill development case studies provided in the Land Use Plan (Chapter 5) as a starting point to approximate development infrastructure costs and city revenue expectations. Maintain coordination between the Planning Department and Engineering Department to keep infrastructure cost examples and revenue estimates current. Create a section in planning and zoning staff reports that approximates likely development infrastructure costs and revenue expectations.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3+ YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	Engineering and Community Development			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity			
RELEVANT GOALS & OBJECTIVES	Development Goal 3, Objective C			
RELEVANT PLANS	NA			

RESOURCES & PARTNERS	NA

GD8. Further property owner understanding of the City's extraterritorial zoning jurisdiction

Meet with the County and Townships within the City's extraterritorial zoning jurisdiction on an annual basis to ensure that property owners within the two-mile are of zoning jurisdiction are aware of the City's zoning authority. If determined necessary, develop a mailer and/or content for social media posting.

TIMELINE	ONGOING	**1 YEAR**	2 YEARS	3+ YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	County and Townships			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	Funding and staff capacity			
RELEVANT GOALS & OBJECTIVES	General Development Goal 4, Objective C			
RELEVANT PLANS	NA			
RESOURCES & PARTNERS	Grand Forks County, Townships			

GD9. Maintain density limitations in Tiers 2 and 3 to support farming operations and reserve land for potential city expansion

Continue to use regulatory controls to limit residential development in Tiers 2 and 3 to one unit per 40 acres. Do not allow any additional rural residential subdivisions in Tiers 1, 2, and 3. Existing rural residential subdivision are legal nonconforming uses. No urban utilities and services are to be extended into Tier 3.

TIMELINE	**ONGOING**	1 YEAR	2 YEARS	3+ YEARS
LEAD DEPARTMENT	Planning			
SUPPORTING DEPARTMENTS	NA			
COST	**$**	$$	$$$	$$$$	UNKNOWN
BARRIERS TO IMPLEMENTATION	City Council support			
RELEVANT GOALS & OBJECTIVES	General Development Goal 3, Objectives B & D			
RELEVANT PLANS	NA			
RESOURCES & PARTNERS	Grand Forks County and Area Townships			

GD10. Support the efforts of adjacent jurisdictions in agricultural preservation

Work with the county and townships to ensure the preservation of active agriculture and to prevent scattered urban development on the city/county zoning jurisdiction boundary.

TIMELINE	ONGOING	**1 YEAR**	2 YEARS	3+ YEARS

LEAD DEPARTMENT Planning

SUPPORTING DEPARTMENTS County and Townships

COST	**$**	$$	$$$	$$$$	UNKNOWN

BARRIERS TO IMPLEMENTATION City Council support

RELEVANT GOALS & OBJECTIVES General Development Goal 3, Objective B

RELEVANT PLANS NA

RESOURCES & PARTNERS Grand Forks County, Area Townships, Grand Forks International Airport

GD11. Provide annual Land Use Plan progress updates

On an annual basis, the Planning Department already evaluates building permit, platting, and general land development activity. Continue to provide such information as a report accessible to the public and City decision makers. Expand the updates to measure progress made toward implementation of the Land Use Plan, and specifically to determine progress made in developing infill, Plan Activity Areas, and Tier 1 areas.

TIMELINE	ONGOING	**1 YEAR**	2 YEARS	3+ YEARS

LEAD DEPARTMENT Planning

SUPPORTING DEPARTMENTS Community Development

COST	**$**	$$	$$$	$$$$	UNKNOWN

BARRIERS TO IMPLEMENTATION Staff capacity

RELEVANT GOALS & OBJECTIVES General Development Goal 4, Objective C

RELEVANT PLANS NA

RESOURCES & PARTNERS NA

GD12. Ensure development master plans are consistent with the Land Use Plan

Require development master plans for new residential address Land Use Plan goals and objectives in accommodating a diverse range of housing types, that active transportation is prioritized, and mixed use opportunities are addressed where possible.

TIMELINE	ONGOING / **1 YEAR** / 2 YEARS / 3+ YEARS
LEAD DEPARTMENT	Planning
SUPPORTING DEPARTMENTS	Engineering
COST	**$** / $$ / $$$ / $$$$ / UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity and City Council support
RELEVANT GOALS & OBJECTIVES	General Development Goal 1, Objectives A, B, & C General Development Goal 2, Objective B
RELEVANT PLANS	NA
RESOURCES & PARTNERS	NA

GD13. The city will evaluate and adjust strategic infrastructure growth areas to correspond with annexation priority areas in Tier 1

The City's strategic infrastructure growth areas (SIGs) will be adjusted based on annexation priority areas, or in other words development areas that the city has prioritized within Tier 1. The city will continue to identify funding for supportive infrastructure improvements, such as arterial roadways and sanitary sewer lift stations. Application to state and federal grant programs is encouraged. General obligation infrastructure projects shall be programmed in the Six-Year Capital Improvement Program.

TIMELINE	ONGOING / **1 YEAR** / 2 YEARS / 3+ YEARS
LEAD DEPARTMENT	Administration
SUPPORTING DEPARTMENTS	Planning
COST	**$** / $$ / $$$ / $$$$ / UNKNOWN
BARRIERS TO IMPLEMENTATION	City Council support
RELEVANT GOALS & OBJECTIVES	General Development Goal 3, Objective D
RELEVANT PLANS	NA
RESOURCES & PARTNERS	NA

GD14. The city prioritizes the annexation of county islands

City staff will proactively pursue annexation of areas 100% surrounded by the city limits, also known as "county islands".

TIMELINE	ONGOING	1 YEAR	**2 YEARS**	3+ YEARS

LEAD DEPARTMENT Planning

SUPPORTING DEPARTMENTS Administration Mayor's Office

COST	$	$$	$$$	$$$$	**UNKNOWN**

BARRIERS TO IMPLEMENTATION Staff capacity, City Council support

RELEVANT GOALS & OBJECTIVES General Development Goal 3, Objectives B, C, & D

RELEVANT PLANS NA

RESOURCES & PARTNERS City Council, Grand Forks County

GD15. Develop context-sensitive design requirements for all development

Ensure development regulations help to avoid adverse impacts to adjoining developed properties, especially adjoining residential development. Make sure development is appropriately scaled and in character with the surrounding development context. Consider action item in conjunction with similar code review and amendment action items.

TIMELINE	ONGOING	1 YEAR	**2 YEARS**	3+ YEARS

LEAD DEPARTMENT Planning

SUPPORTING DEPARTMENTS Engineering

COST	$	$$	$$$	**$$$$**	UNKNOWN

BARRIERS TO IMPLEMENTATION Staff capacity, funding

RELEVANT GOALS & OBJECTIVES General Development Goal 1, Objective C
General Development Goal 2, Objective B

RELEVANT PLANS NA

RESOURCES & PARTNERS NA

GD16. Partner with the Park District in their long-range planning efforts

Seek to have a place at the table in the Park District's long-range planning efforts, especially development of the next strategic master plan. Work to achieve consistency with the Land Use Plan. Identify and pursue opportunities for City planning efforts to support existing and planned park facilities. Where feasible, accommodate shared use opportunities between private development, city, park district, and other agency facilities.

TIMELINE	**ONGOING** | 1 YEAR | 2 YEARS | 3+ YEARS
LEAD DEPARTMENT	Planning
SUPPORTING DEPARTMENTS	Public Works, Engineering, School District, and Community Development
COST	**$** | $$ \| $$$ | $$$$ | UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity, Park District and City Council support
RELEVANT GOALS & OBJECTIVES	General Development Goal 3, Objective A General Development Goal 4, Objective C
RELEVANT PLANS	Park District Strategic Master Plan
RESOURCES & PARTNERS	Park District

GD17. Partner with the School District in their long-range planning efforts

Seek to have a place at the table in the School District's facility planning efforts, such as planning for future school sites and school boundary adjustments. Work to achieve consistency with the Land Use Plan. Identify and pursue opportunities for City planning efforts to support existing and planned school facilities. Where feasible, accommodate shared use opportunities between private development, city, school district, and other agency facilities.

TIMELINE	**ONGOING** | 1 YEAR | 2 YEARS | 3+ YEARS
LEAD DEPARTMENT	Planning
SUPPORTING DEPARTMENTS	Engineering and Park District
COST	**$** | $$ \| $$$ | $$$$ | UNKNOWN
BARRIERS TO IMPLEMENTATION	Staff capacity, Park District and City Council support
RELEVANT GOALS & OBJECTIVES	General Development Goal 3, Objective A General Development Goal 4, Objective C
RELEVANT PLANS	School District Facility Improvement Plan
RESOURCES & PARTNERS	School District

GD18. Be an active partner in future Airport planning processes

The best way to bring about mutually beneficial change is to work together. As Grand Forks International Airport considers updates to its own plans, the City should seek a seat at the table in the development of such plans with the goal of a mutually beneficial plan(s) and implementation.

TIMELINE	ONGOING	1 YEAR	2 YEARS	**3+ YEARS**

LEAD DEPARTMENT	Planning
SUPPORTING DEPARTMENTS	NA

COST	$	$$	$$$	$$$$	**UNKNOWN**

BARRIERS TO IMPLEMENTATION	City Council and/or Airport Authority Board support
RELEVANT GOALS & OBJECTIVES	General Development Goal 3, Objective F
RELEVANT PLANS	Airport-related plans
RESOURCES & PARTNERS	Grand Forks International Airport, Grand Forks County, Adjacent Townships