

MEMORANDUM

To: City of Foley Council Members and Planning Commissioners
From: Lance Bernard, Planning Consultant, HKGi
Date: July 13, 2021
RE: FUTURE Land Use Plan - DRAFT ELEMENTS FOR DISCUSSION PURPOSES

The following memorandum will be used at the July 13, 2021 City Council and Planning Commission workshop to help facilitate a discussion regarding the development of the City's Future Land Use Plan. The workshop will include a presentation by HKGi.

Future Land Use Plan

The Land Use Plan gives people a visual representation (see Figure 1) of what the community is expected to look like in the future. The text, maps and images contained in this Plan identify a framework for the future of land in Foley. The Plan helps guide the form of development and redevelopment of land in the City for the next 20 years. In doing so, it establishes how areas where people live, shop and work are anticipated to look and function in the future.

Using this Plan the City will determine how best to balance and link all the necessary land uses including housing, commerce, industry, parks, public uses, and open spaces. It should also be used to help facilitate development projects and to ensure that resources will be available to provide a consistent level of public services (roads, utilities, and parks) to the community.

Land Use Plan Designations

The Future Land Use Plan designations (see Figure 1) are the product of both past, present and anticipated future influences. These designations articulate the City's expectations for future land use patterns and uses throughout the community. The Future Land Use Plan is summarized in Table 1 by using two geographical areas:

- City Boundary – Land uses are summarized by using the City's 2021 municipal boundary.
- Growth Area – Land uses area summarized by using the Orderly Annexation Agreement (OAA) between the City of Foley and the Town of Gilmanton, which includes approximately 880 gross acres.

Table 1 – Future Land Use Plan Gross Acres

Future Land Use Plan Designation	City Boundary	Growth Area (OAA)
Low Density Residential	395.12	244.95
Low-Medium Density Residential	146.80	18.20
Medium-High Density Residential	108.04	17.05
Downtown	32.21	-
Commercial	89.72	172.36
Business Park	67.76	108.07
Public / Institutional	134.63	-
Park & Open Space	318.70	-
ROW	31.23	51.13
Utility	141.12	-
Urban Reserve	-	274.62
Total	1,465.33	886.38

Urban Reserve (UR)

The Urban Reserve (UR) land use designation is intended to maintain existing rural and agricultural uses on land not served by urban services (water, sewer, etc.). Rural residential uses are also permitted to continue, but new rural residential neighborhoods, with lots averaging larger than 1 acre and not serviced by city services are discouraged. The Urban Reserve areas act as an agricultural preserve, until such a time that the city and land owners decide to extend city services to pursue development. Maximum density for these areas are **1 unit per 10 acres**.

Low Density Residential (LDR)

The Low Density Residential (LDR) designation captures the traditional forms of single family housing found in Foley and most rural cities. The average density ranges from **2.0 to 6.0 units per acre**. The LDR typology includes predominantly single family detached homes with limited opportunities for two- to four-unit dwellings, as well as attached housing types such as duplexes or townhomes. Existing neighborhoods within the city-center have potential for conversion of individual lots from one-unit dwellings to two-unit, three-unit, and four-unit dwellings, while new neighborhoods are encouraged to provide various options of low density housing beyond single family detached.

Low-Medium Density Residential (LMDR)

The Low-Medium Density Residential (LMDR) designation represents greater density residential development than LDR, consisting of more attached housing products. This land use pattern would include small-lot single family detached housing, typically clustered together, as well as some more moderate density housing consisting of attached side-by-side products such as townhomes or condos. Density in this land use pattern would fall in the **4.0 to 10.0 units per acre** range.

Medium-High Density Residential (MHDR)

The Medium-High Density Residential (MHDR) designation includes a variety of unit types including townhomes, patio homes, apartments, condominiums, and various forms of senior

housing. The predominant form of housing is attached side-by-side products, as well as vertical stacked orientation (e.g., two to four stories). Generally, this land use category would not include single family detached homes and would exceed **8.0+ units per acre**.

This land use designation also allows for some flexibility to integrate commercial/office uses as part of an MHDR development, as long as it is not the predominant use. This approach helps create “live-work” housing and “placing making” features and provides added patronage to maintain economic vitality. Commercial uses should be complementary to the residential uses. Potential uses may include a restaurant, coffee shop, office space, pharmacy, or medical.

Downtown (D)

The Downtown (D) designation encompass the existing Downtown Foley district. This designation envisions a continuation of walkable, mixed-use development in the district, including smaller scale retail or office buildings, vertical mixed use buildings with retail or office uses on the ground floor and other uses (including office or residential) on upper floors of buildings. Residential developments in the Downtown district should achieve a minimum of 24 units per acre. The community’s vision for the downtown has been documented in the City’s *Community Vision Plan for Downtown Redevelopment and Pedestrian Connections (2015)*.

Commercial (C)

Areas designated as Commercial (C) are typically located along collectors or arterial road corridors, or near key intersections. They are intended to serve the retail and service needs of Foley residents and employees, as well as the needs of the community in the surrounding townships. Many of these areas will primarily be oriented toward vehicle access, but connections to pedestrian and trail networks are encouraged and highly desired.

This land use designation will also allow for some flexibility to integrate residential uses (attached or detached) as part of a commercial development, as long as it is not the predominate use. This approach helps create “live-work” housing and “placing making” features and provides added patronage to maintain economic vitality.

Business Park (BP)

The primary intent of the Business Park (BP) designation is to enable and promote development of high paying and high quality jobs within Foley. This designation primarily includes office or light industrial uses, focusing primarily on the Foley Industrial Park, or as individual uses such as a variety of showroom, flex space, data center, and manufacturing space, of varying square footages. Proximity to major road corridors is an important locational factor. Site amenities such as trails, open space, and architectural detail are supportive of higher level employment and business opportunities.

Public/Institutional (P/I)

The Public/Institutional (P/I) designation includes uses such as government facilities, public and private schools, fire stations, libraries, water-system facilities, religious institutions, and cemeteries.

Park and Open Space (POS)

Foley intends the Parks and Open Space (POS) designation to represent active or passive recreation areas. Some uses are informal recreation areas, while others are more formal with groomed fields. This designation includes Community Parks, Neighborhood Parks, Private

Parks, and Golf Courses as well as trails, habitat restoration, or preserves. Areas unsuitable for development due to floodplain, steep slopes, or significant ecological impact may also fit within this designation.

Utilities (U)

The Utility (U) designation may include uses such as, but not limited to, electrical substations, telecommunication towers, and wastewater facilities.

Right-of-Way (ROW)

ROW or “Right-of-Way” represents the areas of Foley that are dedicated to roads, sidewalks, trails, and the preservation of land for future unbuilt transportation infrastructure. Linear utilities such as power lines and data lines may be collocated in this area.

Future Growth

The City of Foley is expected to add 300 to 800 new residents and 120 to 325 new households by the year 2040 (see Table 2). Most of this growth will likely occur after investments are made to the City’s Wastewater Treatment Facility. This includes a pipe that will run from Foley to the regional treatment facility in St. Cloud.

Predicting when development will occur over the next twenty years is difficult. Development (phasing) will depend on when the market supports new uses and a property-owners willingness to sell. Regardless of these factors, the potential areas of change have been largely guided for residential and commercial uses that offer flexibility for a mix of uses. These areas of change are depicted in Figure 2 as areas “Suitable for Development” or areas that present “Infill/Redevelopment” opportunities. Figure 2 also depicts potential development constraints (e.g., wetlands, topography, and natural areas) that may be unstable for development.

Table 2 – Population and Household Projections

Year	Low Growth		Medium Growth		High Growth	
	Population	Households	Population	Households	Population	Households
2019 est.	2,647	1,000	2,647	1,000	2,647	1,000
2040	2,944	1,104	3,098	1,166	3,451	1,309
Difference	+297	+104	+451	+166	+804	+309

Source: *Foley Wastewater Treatment Facility Plan (2019)*

Future Land Demand

Based on population and household projections (see Table 2) documented in the Foley Wastewater Treatment Facility Plan (2019), land requirements for future land development can be calculated. As seen in Table 3 and 4, from 2020 through 2040, Foley has capacity to add as few as 1,500 households and as many as 5,00 new households. These households will be accommodated in a number of types of residential dwellings at varying densities according to the Future Land Use Plan designations. The actual types of units that will be built and the corresponding land that is required will be determined by the needs of the new residents and general market conditions.

Table 3 – Future Land Use Plan Development Capacity (Full Build Out) – Minimum # of Units

City Boundary				
Future Land Use Plan Designation	Min. Units Per Acre	Suitable for Development (net acres)	Infill Opportunities (net acres)	Number of Units
Low Density Residential	2	110.43	7.66	236
Low-Medium Density Residential	4	74.70	12.23	348
Medium-High Density Residential	8	31.23	27.39	469
Downtown	12	0.00	8.60	103
Sub Total		216.36	55.88	1,053
Growth Boundary				
Future Land Use Plan Designation	Min. Units Per Acre	Suitable for Development (net acres)	Infill Opportunities (net acres)	Number of Units
Low Density Residential	2	167.82	0.00	336
Medium Density Residential	4	12.20	0.00	49
High Density Residential	8	11.13	0.00	89
Sub Total		191.15	0.00	473
Total		407.51	55.88	1,526

Table 4 – Future Land Use Plan Development Capacity (Full Build Out) – Maximum # of Units

City Boundary				
Future Land Use Plan Designation	Max. Units Per Acre	Suitable for Development (net acres)	Infill Opportunities (net acres)	Number of Units
Low Density Residential	6	110.43	7.66	709
Medium Density Residential	10	74.70	12.23	869
High Density Residential	40	31.23	27.39	2,345
Downtown	40	0.00	8.60	344
Sub Total		216.36	55.88	3,923
Growth Boundary				
Future Land Use Plan Designation	Max. Units Per Acre	Suitable for Development (net acres)	Infill Opportunities (net acres)	Number of Units
Low Density Residential	6	167.82	0.00	1,007
Medium Density Residential	10	12.20	0.00	122
High Density Residential	40	11.13	0.00	445
Sub Total		191.15	0.00	1,574
Total		407.51	55.88	5,497

* Net acres were determined by subtracting site's development constraints (e.g., wetlands, natural areas, and steep slopes) and 30% of the land's area for future roads and parks from the overall gross area.

Findings & Opportunities

The land capacity analysis shows there is plenty of space to grow. The following strategies have been suggested by the consultant team to ensure orderly growth:

- A.) An Urban Reserve has been recommended for areas at the edges of the city's growth boundaries. This encourages growth to happen closer to the city before it extends outwards. Outward expansion requires the expansion of city services (roads, utilities, etc.), which can be financially unsustainable if facilities are extended in a "leapfrog" manner. The narrative on page 9 provides more detail on when a property with an Urban Reserve designation should be changed to another land use designation.
- B.) Allow for some flexibility to integrate residential uses (attached or detached) as part of a commercial development, as long as it is not the predominant use. The land use category for "Commercial" allows for this flexibility.
- C.) Allow for some flexibility to integrate commercial uses as part of a residential development, as long as it is not the predominant use. The land use category for "Medium-High Density Residential" allows for this flexibility.
- D.) Allow medium to high density development along major transportation corridors. The narrative on page 11 provides more detail on areas that may be appropriate for an increase in density.

Draft Goals and Policies

The Future Land Use Plan is guided by a set of goals and policies that have their origins from past planning efforts and the 1993 Comprehensive Plan. The goals and policies are focused on reflecting historical development patterns in Foley, while helping position the City for future growth. They represent the community's vision for future development, redevelopment and change.

The following goals and policies are not in any particular order of priority, but instead are meant to cover the full spectrum of land use related topics.

Growth

1. New development and redevelopment projects will incorporate creative site design.

Policy

- a. Preserve and incorporate outstanding natural (such as woodlands, steep slopes, wetlands), cultural, historical and unique features as part of development projects.
- b. Ensure that a connected and contiguous network of open space corridors are preserved within new developments in growth areas.
- c. Provide pedestrian and bike connectivity to parks, employment areas, businesses/services, and neighborhood institutional uses such as schools and churches.
- d. Create neighborhood identity and/or unique features that are representative of Foley.
- e. Provide sufficient open space for new developments for the recreational benefit and enjoyment of the residents.
- f. Provide for flexibility in land use and design within Planned Unit Developments.

2. Ensure adequate land is planned to manage a sustainable and responsible growth pattern.

Policy

- a. Preserve areas suitable for residential development from encroachment by commercial and industrial developments.
- b. The extension of service to properties outside the corporate limits without an agreement as to the annexation of that property shall not be allowed.
- c. All development shall be in accordance with the orderly expansion of City services (e.g., sewer and water, streets, and other municipal services)(see page 9 for more information).
- d. Appropriate areas be designated for residential growth based on utility extension plans and land suitability for development.

3. Ensure high-quality utilities are available to meet all the needs of residents and employees.

Policy

- a. Provide residents and businesses with affordable potable water that is safe and of high quality.
- b. Extension of utilities should be phased accordingly to accommodate growth areas.

POLICY FOCUS: Urban Reserve

The Urban Reserve land use category helps support orderly and smart growth by concentrating growth within the city limits before city services are extended.

Purpose of Urban Reserve

- Encourage existing agricultural and rural residential uses to continue until such a time that there is demand and desire to develop.
- Prevent pre-mature subdivision of land that would be difficult to bring into city services in the future.
- Ensure the expansion of city services is thoughtful and deliberate to avoid “leap-frog” development, which can be costly.

When will Urban Reserve Develop?

The following should be considered before a property with an Urban Reserve designation is developed or reguided for higher intensity use:

- The property owner is willing to develop.
- Adjacent parcels or properties within 400 feet are already served by City sewer and water or can extend city services in a cost effective manner.
- The developer is responsible for the cost of the extension of services to the property
- The Planning Commission and City Council find the proposed land use meets the goals of the Comprehensive Plan and does not negatively impact the developability of other urban reserve areas.

Housing

4. Maintain and enhance Foley's physical character and identity through property maintenance, rehabilitation, and redevelopment.

Policy

- a. Support the rehabilitation and upgrading of the existing housing stock.
 - b. Support ongoing maintenance and upkeep of residential properties.
 - c. Ensure that redevelopment and infill projects maintain the integrity of existing neighborhoods.
 - d. Encourage the use of quality, durable building and landscaping materials to maintain a high-quality standard in residential development.
5. Provide a full range of housing choices that are affordable, so members of the community can "age-in-place" at every stage of their lives.

Policy

- a. Individual neighborhoods/developments are encouraged to contain a variety of housing types.
 - b. Promote the development of a balanced housing stock that is available to a range of income levels.
 - c. Support the development of multi-family housing in a dispersed pattern throughout the community as opposed to creating large concentrations of such housing.
6. Provide housing that incorporates appropriate levels of density and design standards that supports long-term neighborhood sustainability.

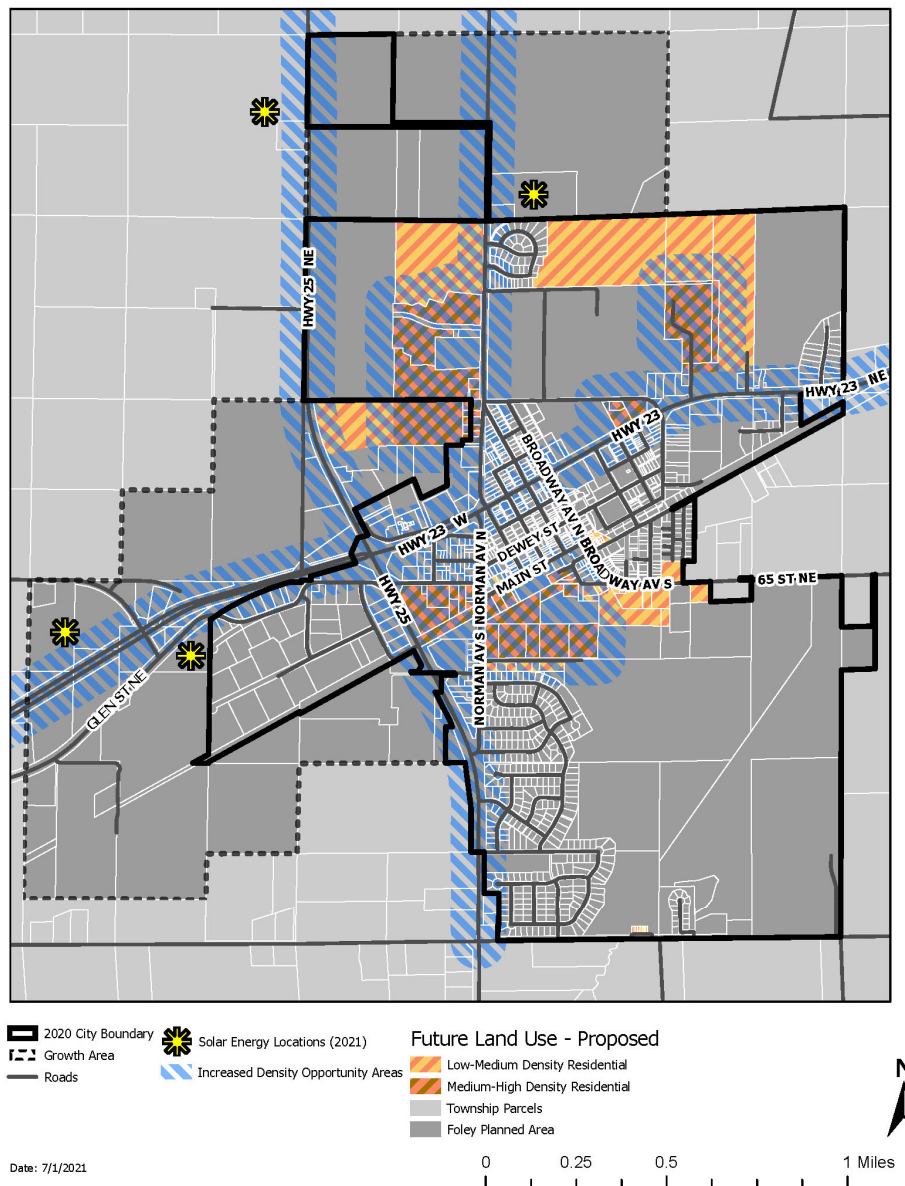
Policy

- a. Ensure that the density and intensity of development will be compatible with the general characteristics of the surrounding area.
- b. Support the development of multi-family housing on high amenity sites such as adjacent to woodlands, parks, lakes and ponds; dispersal on amenity sites will help ensure quality developments which will be compatible with single-family neighborhoods, and which will maintain their value over the long term.
- c. Allow for an increase in housing density along major transportation corridors (see callout box on page 11 for more information).
- d. Encourage a diversity of housing types and forms by ensuring larger developments are not dominated by a single form or pattern of product type. This limitation will help provide the community with a variety of housing styles and prices and make neighborhoods less vulnerable to downturns in any one product line due to changes in consumer preferences and trends.

POLICY FOCUS: Opportunity Areas for Increased Density

The Future Land Use Plan provides guidance for the density of future development in Foley. In addition to those designations, the City recognizes that certain areas may be appropriate to allow an increase in density, as those areas are served by major road corridors or buffer between higher density areas and single family neighborhoods.

Map of Opportunity Areas



These areas are appropriate for development of medium-high density residential uses as long as the following are considered:

- Access and circulation is managed to keep vehicle traffic of developments off of local roads with individual driveway access.
- Meets City, County and State access management guidelines.
- High quality site design (landscaping) is utilized to buffer the development between lower density residential uses.
- Pedestrian and bicycle circulation and connections are prioritized.

Downtown

7. Maintain and establish Downtown Foley as a unique, historic, vibrant, and attractive local and regional destination.

Policy

- a. Promote the redevelopment of properties in Downtown as mixed use, in order to strengthen retail and commercial uses in the district and to integrate new households and employment into the district.
- b. Seek redevelopment and investment opportunities for vacant sites in and surrounding Downtown, as well as encouraging re-investment in existing properties.
- c. Create an aesthetically appealing and social streetscapes in Downtown for pedestrians.
- d. Embrace any current and future opportunities to expand public open space within and adjacent to Downtown.
- e. Encourages the development and location of specialty commercial uses, such as unique restaurants and shops in the downtown, to be a regional draw for the city.
- f. Allow existing non-traditional downtown uses (e.g., light manufacturing and landscaping businesses) to continue, but over time encourage those uses to relocate to more appropriate places in the City.

Economic Development

8. Maintain a thriving Business Park that provides employment and a secure tax base for the community.

Policy

- a. Work with business leasers and workers to ensure a variety of high-quality employment opportunities are available in the city.
- b. Promote and attract new industries that foster innovation and sustainability practices.

9. Develop identifiable commercial and industrial nodes, districts, and neighborhoods.

Policy

- a. Focus commercial development along major thoroughfares.
- b. Focus industrial and manufacturing development in business parks.
- c. Ensure that the density/intensity of development will be compatible with the general characteristics of the surrounding area.
- d. Strip commercial development is restricted.
- e. Regulate the use of land in order to ensure the orderly expansion of industry.

10. Encourage and support the development of strong commercial and industrial districts that respect the values and standards of the residents.

Policy

- a. Promote high quality industrial, commercial, and office development and redevelopment to build the tax base and generate revenues sufficient to support residential development.

- b. Guide development to achieve appropriate transitions between different types of land uses and different levels of densities to ensure that new development is compatible with existing areas.
- c. Require that the location, size, number, and appearance of signage throughout the community is appropriately regulated.

Parks & Recreation

11. Maintain and establish a robust park system for today and tomorrow's residents.

Policy

- b. Make park improvements and "lifecycle" replacements based on demonstrated need.
- c. Preserve crucial public places like parks, recreation areas, wetlands, and open spaces.
- d. Existing and future neighborhoods should have access to a park within a ¼ mile.
- e. Acquire park land on a willing seller basis.

12. Provide all members of the community convenient access to parks and opportunities to recreate.

Policy

- a. Work closely with the school district to maintain parks and facilities that complement the district's recreational investments, rather than duplicating them.
- b. Regarding growth, the City should Plan ahead to ensure that land given in the form of park dedication is useful and necessary for new parks, trail connections, or preserved open space.
- c. Future park locations are fronted by public right-of-way and not relegated to backyards, ensuring good access from surrounding neighborhoods, safe park space with increased visibility, and good access for maintenance.
- d. Construct trails as opportunities arise and in coordination with roadway construction projects or part of a new development.

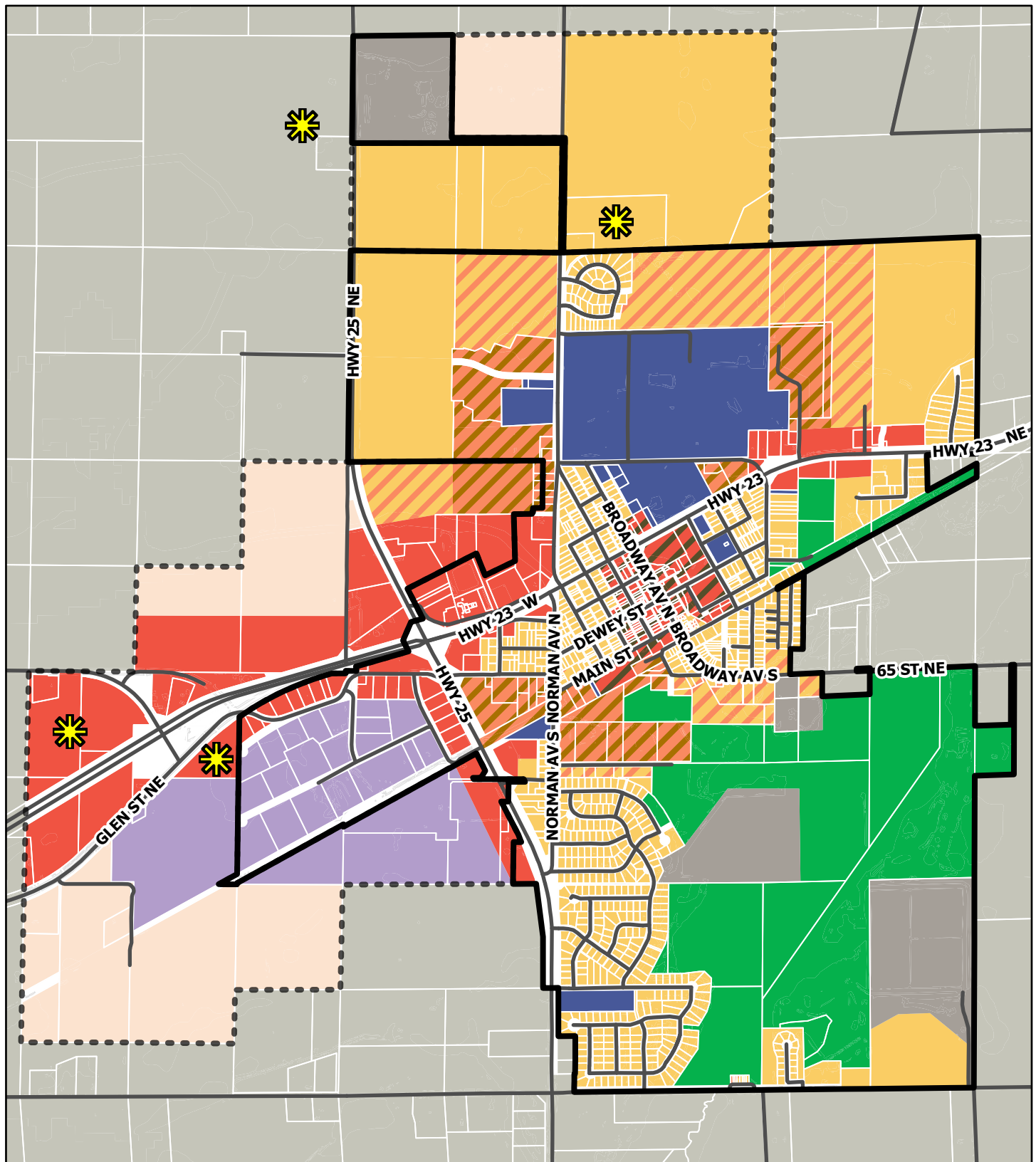
Natural Resources

13. Protect and manage natural areas within the city for environmental benefits and scenic beauty.

Policy

- a. As opportunities arise, partner with private land owners and public agencies to protect high quality natural areas within the city.
- b. Preserve and restore native landscapes, steep slopes, wetlands, and woodlands within and adjacent to parks, open spaces, and trail corridors.

City of Foley - Future Land Use Plan (Proposed)



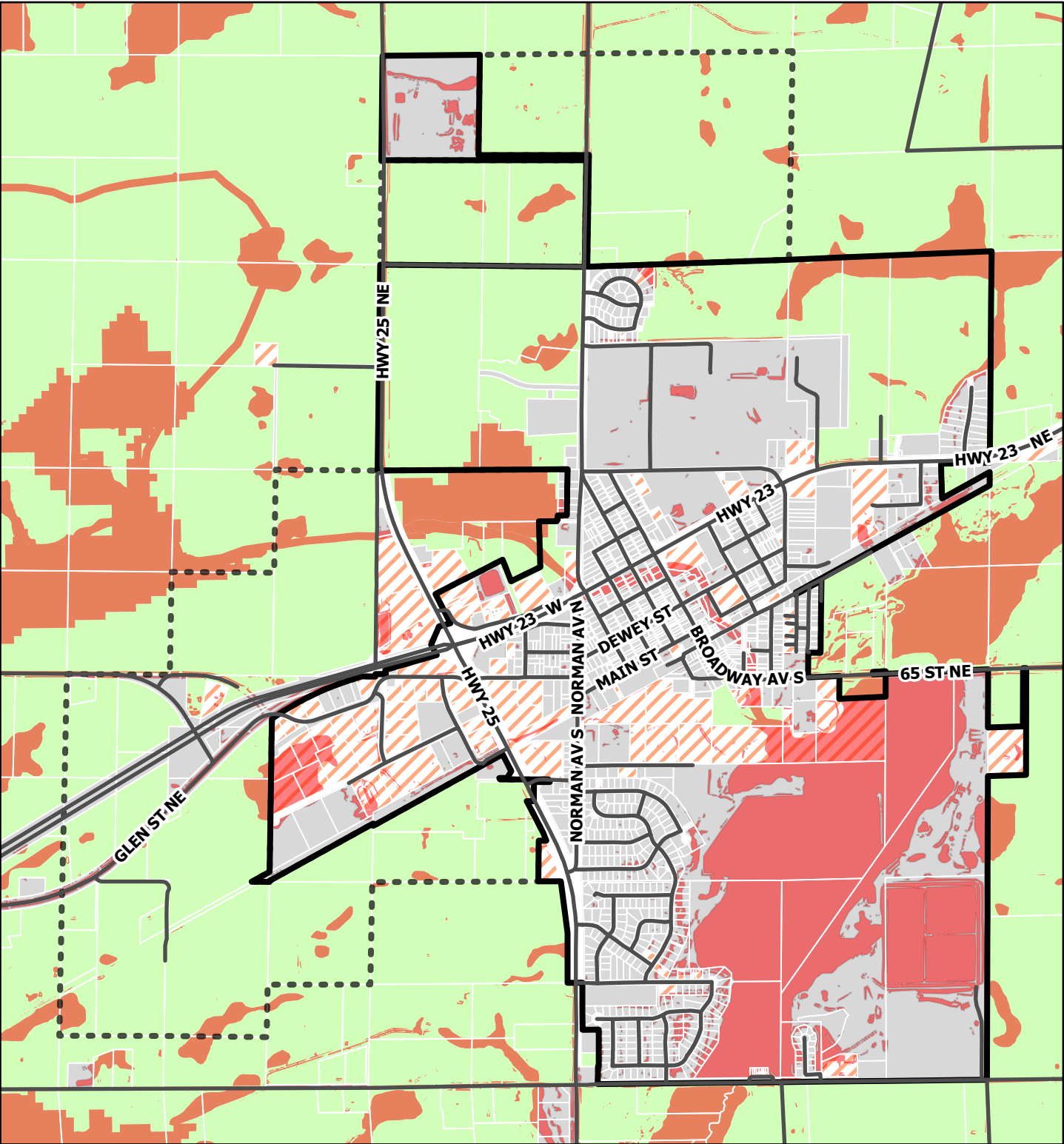
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|-------------------------|---------------------------------|------------------------|------------------|-------------------------------|
| 2020 City Boundary | Low-Medium Density Residential | Business Park | ROW | Solar Energy Locations (2021) |
| Growth Area | Medium-High Density Residential | Public / Institutional | Urban Reserve | |
| Roads | Downtown | Park & Open Space | Township Parcels | |
| Low Density Residential | Commercial | Utility | | |

Date: 7/1/2021

0 0.25 0.5 1 Miles



Development Constraints & Considerations



2020 City Boundary
 Growth Area
 Roads

Developed
 Suitable for Development
 Infill/Redevelopment Potential

Unsuitable for Development
Parcels

