

LAND USE PLAN

City of Foley, MN





About

The Foley Land Use Plan is a policy document that provides guidance for land use decisions in the City of Foley, MN. This document builds off of the City's Comprehensive Plan, which was last updated in 1993. The Foley Land Use Plan should be considered a supplement to the Comprehensive Plan and should be used by city officials when making land use decisions.

The Foley Land Use Plan was adopted by the Foley City Council on _____, 2021, via Resolution No. XX-21



Acknowledgments

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Foley City Hall



Introduction

The Foley Land Use Plan is a policy document adopted by the City Council to provide guidance and direction for land use decisions. The Plan is used to help guide the form of development and redevelopment of land in the City over the next 20 years.

What is Land Use Planning?

Broadly, “land use” is a framework of looking at a city’s systems and needs based off of the physical pattern of land as well as how that land is used. The layout and development pattern of land has an impact on all other aspects of community planning.

Understanding the Big Picture

Land use planning not only looks at uses of specific properties, but how all facets and functions of community life influence, and in turn are influenced by, the layout of uses and land development patterns. The data collection, analysis, and public engagement that informs the Land Use Plan provides a holistic view of community conditions and needs. This holistic view allows for future planning and decision making to be based on an informed and factual understanding of the community.

Framework for Local Decision Making

The goals and policies outlined in this Plan provide a basis for local decision making and ensure that future actions respond to the desires, priorities, and concerns expressed through the public engagement process.

Guidance for Landowners and Developers

By articulating a vision for future land uses, public investment priorities and policies, and development and redevelopment goals, the Land Use Plan provides guidance, resources, and reassurance to property owners and developers looking to build or reinvest in the community.

Inform and Engage the Public

The planning process is an avenue for informing community members about the Land Use Plan, gaining input on the community goals and priorities, and encouraging broader discussions about community improvement. Just as the public plays a critical role in creating this Plan, they are also a key to its successful implementation. Community members play a role as future advocates for the Plan, as well as active participants in its implementation.

Mobilize for Action

The Land Use Plan is intended to be future-oriented, recommending actions that can be implemented by the City in the future. Many of the actions recommended in the Plan focus on next steps (zoning code updates and financing tools) and provides a basis for future partnership and collaboration.

Document Organization

The Land Use Plan is organized into the following parts:

Foley Today

This section provides a summary of the social, economic and physical features and forces that are influencing land use and community development patterns at the time in which the Land Use Plan was developed.

Planning for the Future

This section describes the community's preferred land use and development patterns and explores the development potential of land in the City. It provides a visual map of where change is expected to occur.

Goals and Policies

This section summarizes the community's desires for the future through a series of goals and policy statements. The goals are general statements the City of Foley hopes to accomplish in the future. The policies are specific statements and measurable strategies used to help achieve a goal. Combined, these statements provide the City direction and guidance for making future land use decisions.

Implementation

This section identifies how the Land Use Plan will be implemented to achieve the community's goals and policies by presenting recommendations for public and private actions.

THIS PLAN IS DYNAMIC

While intended to guide change, this Plan must also remain flexible to respond to changing needs, conditions and emerging trends. City officials must understand that they are responsible for the future of their community and they must consider carefully the merits of adjustments to the Plan. This is a critical step in the community development process; proposals need to be evaluated against the goals and policies laid out in this Plan.

PUBLIC ENGAGEMENT ACTIVITIES

- Online Survey/Comment Form
- City Newsletter
- Social Media Posts
- Targeted Property Owner Interviews
- City Council & Planning Commission Workshop
- Stakeholder Presentations (e.g., Chamber of Commerce and Falcon National Bank Board of Directors)
- Pop-Up Event (e.g., Music in the Park)
- Public Hearing and Adoption

UNFORESEEN CIRCUMSTANCES

This plan was developed in 2020 and completed in 2021. The COVID-19 public health crisis impacted nearly the entire planning process. In order to continue, most of the community engagement activities were shifted online, taking advantage of online tools and virtual meetings.

Planning Process

The planning process occurred over eight months, starting in February of 2021 and ending in September 2021. The Foley City Council adopted the Land Use Plan on XX, Month, 2021.

The overall planning process was a combined effort of City Staff, Project Consultants, City Council, and the Planning Commission.

Public Engagement Process

Community engagement is a vital part of the planning process, ensuring that recommendations in the Plan are based on a well-rounded understanding of community needs, values, issues, and opportunities. This project utilized a number of modes of public engagement and provided a range of opportunities for public input throughout the process (see sidebar).

Participants gave input on a variety of topics related to land use and growth (e.g., housing, neighborhoods, parks and open space, and downtown). Input received from the public engagement activities were used to formulate goals and policies and confirm preferred land use patterns.

Common Themes from Engagement

- Community members would like to see single-family housing as the primary housing type, but would also like to see other housing options throughout the city.
- Infill and redevelopment in downtown remains a priority for the community – they especially want to invest in those things that contribute to the “small-town feel” of Foley.
- Preserving natural areas and providing a variety of park and recreation opportunities throughout the city is a priority for residents.
- Community members view trail and sidewalk connections as a priority.
- Respondents want economic development to focus on high-quality jobs, as well as downtown infill, and greater commercial options along highways



This section of the Land Use Plan is intended to provide a high-level overview of Foley’s existing conditions by using a combination of available data sets (Census) and past planning initiatives.

Foley is located 15 miles northeast of St. Cloud, MN and located along Minnesota Highway 23 and 25. The highway system plays an important role in Foley's vitality by providing surrounding townships convenient access to goods and services. In some respects, Foley acts as a town center for those who live in rural parts of the County and choose not to travel greater distance (St. Cloud Metropolitan Area) for goods and services. Many people also choose Foley as a place to live for its schools and hometown feel, while staying relatively close to larger city centers (Princeton, Milaca, Little Falls, and St. Cloud).

Past Planning Efforts

1993 Comprehensive Plan

The City of Foley's Comprehensive Plan was adopted 1993. The 1993 Comprehensive Plan sets a vision for Foley and provides a series of goals and policies to inform and guide future decision-making. The Comprehensive Plan has chapters relating to Land Use, Housing, Transportation, Parks and Open Space, Downtown, and Utilities. As it has been almost 30 years since the adoption of the Comprehensive Plan, there are a number of new trends and ideas that are impacting Foley. The City's expansion of Wastewater Treatment Facilities, as well as the Orderly Annexation Area in particular necessitated an update on the topic of land use. This Land Use Plan should be considered a supplement to the Comprehensive Plan and all land use related decisions of the City should follow this Plan's guidance.

Orderly Annexation Agreement

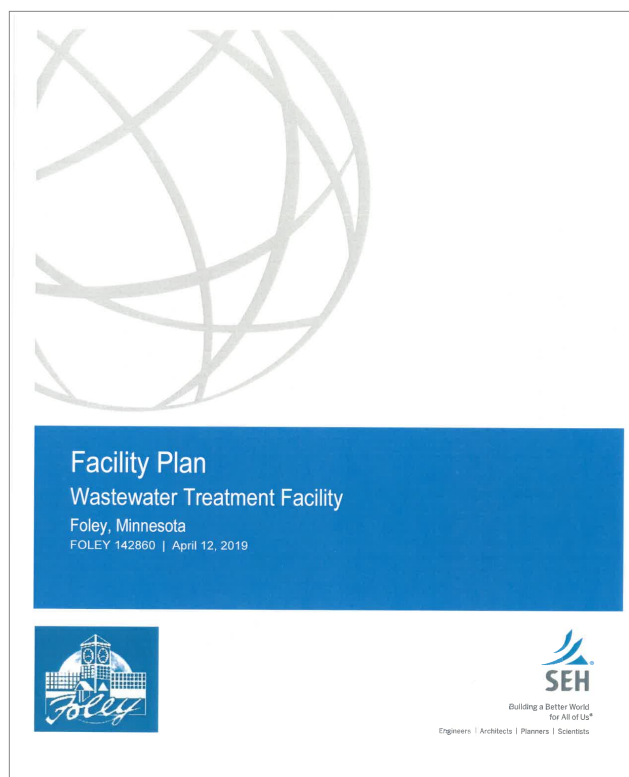
Gilmanton Township and the City of Foley have identified areas of the community that are about to become urban or suburban, and because the City anticipates being capable of providing city services to these area within a reasonable time, an Orderly Annexation Agreement (OAA) was established. The purpose of the OAA is to conserve agricultural lands and manage growth and development in the OAA boundary in a sustainable manner (see Figure 1) until annexation occurs.

The Township and City also agree that lands within the OAA should be governed by the land use controls of the City instead of Benton County. In the interim, however, the intent of the Township and City is to maintain and preserve the current rural character of the OAA until property is annexed into the City. This means allowing agricultural uses and homesteads at a density of 4 per 40 acres and restricting subdivisions for building purposes that result in lots smaller than 40 acres. Nothing in this Amendment is intended to impair or restrict the rights of lots of record or legal nonconformities.

Wastewater Treatment Facility Expansion

Development and growth in Foley has been limited in the past decade by a wastewater treatment facility that is at maximum capacity. To understand the needs of the City's growth as well as it's context in a regional setting, the City of Foley studied and established a *Wastewater Treatment Facility Plan*, which was adopted in 2019.

The Facility Plan analyzed the city's existing wastewater treatment facilities and the demands for growth to understand what expansion options would best meet the needs of the city. Through careful analysis, it was determined that the City will expand the wastewater treatment system by pursuing regionalization with the City of St. Cloud, and connect to St. Cloud's regional wastewater treatment system through a forcemain. This regional connection will generally run southwest towards St. Cloud, as seen in Figure 2 and should be completed by 2022.



Foley Wastewater Treatment Facility Plan, adopted in 2019

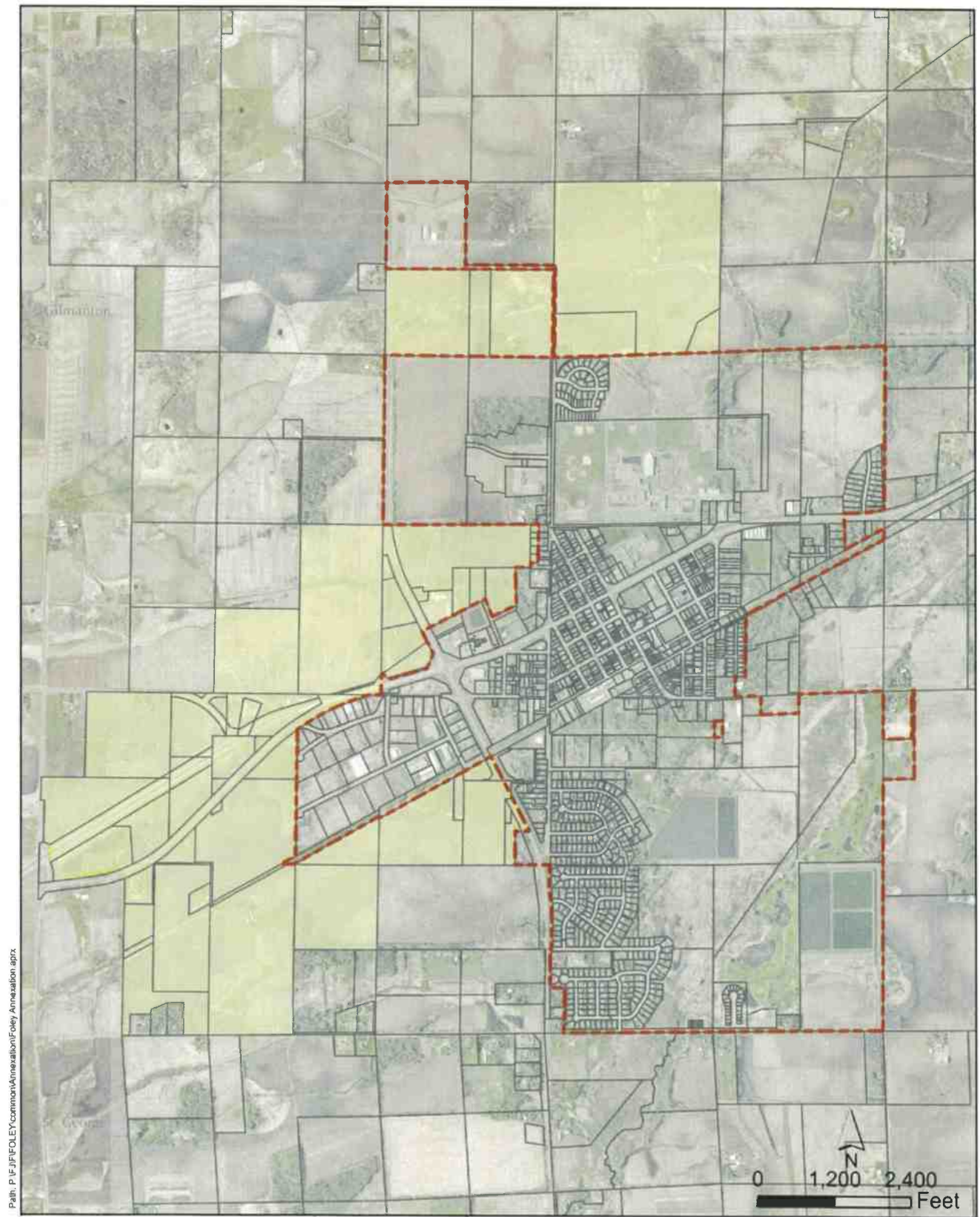
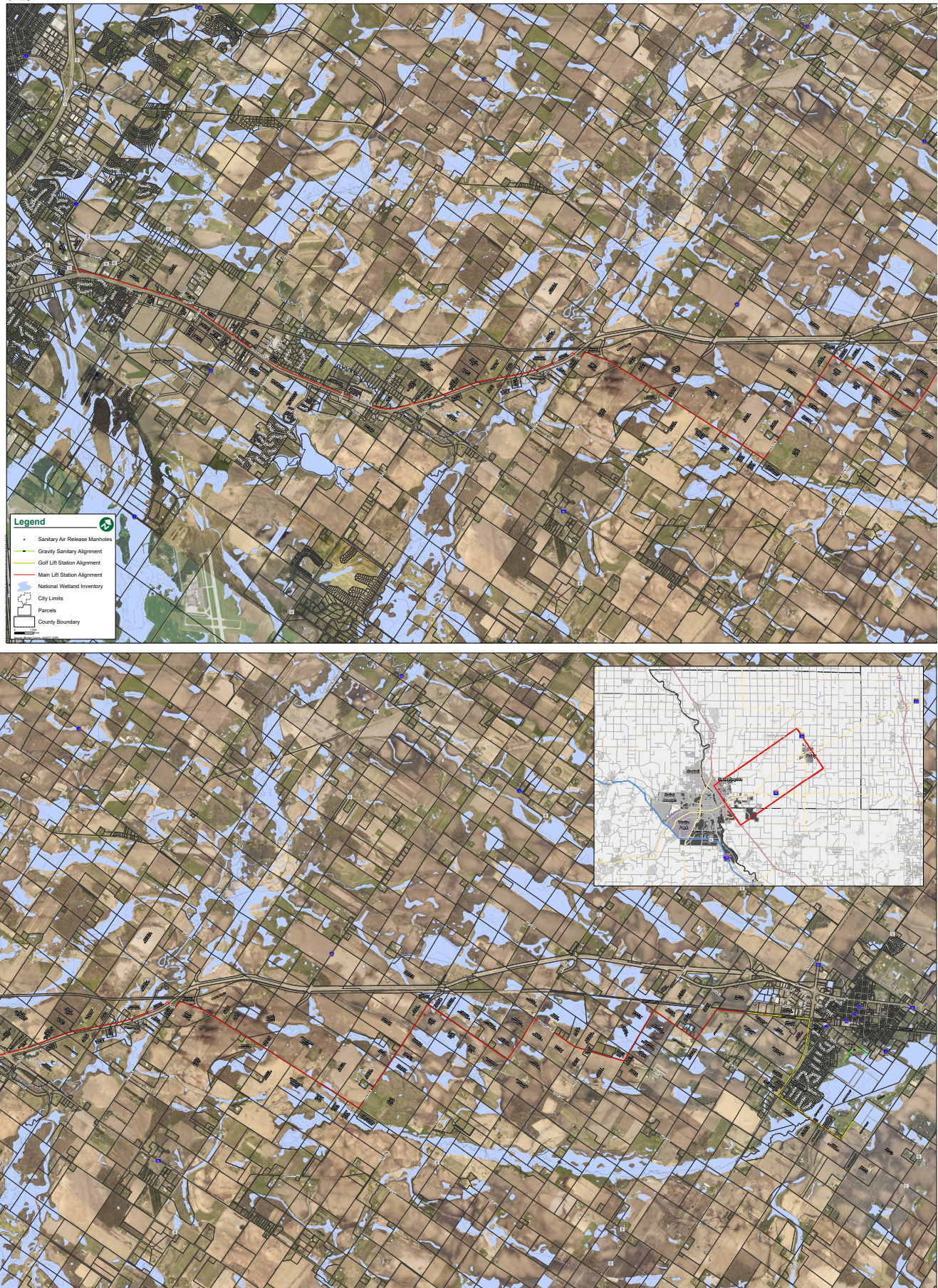


Figure 1. Orderly Annexation Area

Figure 2. Regionalization Forcemain Alignment



Existing Land Uses

As seen in Figure 3 and Table 1, the City currently has a variety of existing land uses. The predominate land use is institutional (government, education, and health care), which has some correlation to the City being the Benton County seat. The Benton County Government Center is located near Downtown and a larger swath of land north of Highway 23 is owned by the Foley School District. Most of Foley's commercial and industrial (light-manufacturing) areas are located along Highway 23 and 25, while the majority of Foley's single-family homes are concentrated in the core just outside of Downtown. There is still a fair amount of agricultural/rural land located along the fringe and redevelopment/infill opportunities present themselves throughout older parts of town.

Property within the Orderly Annexation area is zoned A-1 Agricultural in accordance with the City of Foley's zoning ordinance with the exception of properties that are zoned B or B-2 Business. These properties have retained all permitted and conditional uses allowed for these zoning districts under the Benton County's zoning ordinance. The current zoning map may be seen in Figure 4.

Table 1. Existing Land Use within Current City Boundary

Existing Land Use	Acres
Agricultural/Rural	293.35
Single-Family Home	263.07
2 to 3 Unit Dwelling	1.36
4+ Unit Dwelling	27.63
Manufactured Home Park	22.92
Commercial	89.10
Industrial	35.53
Institutional	448.22
Park & Recreation	210.43
ROW/Roadway	20.43
Utilities	24.85
Vacant	28.45
Total	1,465.33

Source: Benton County Assessor & HKGi, 2021

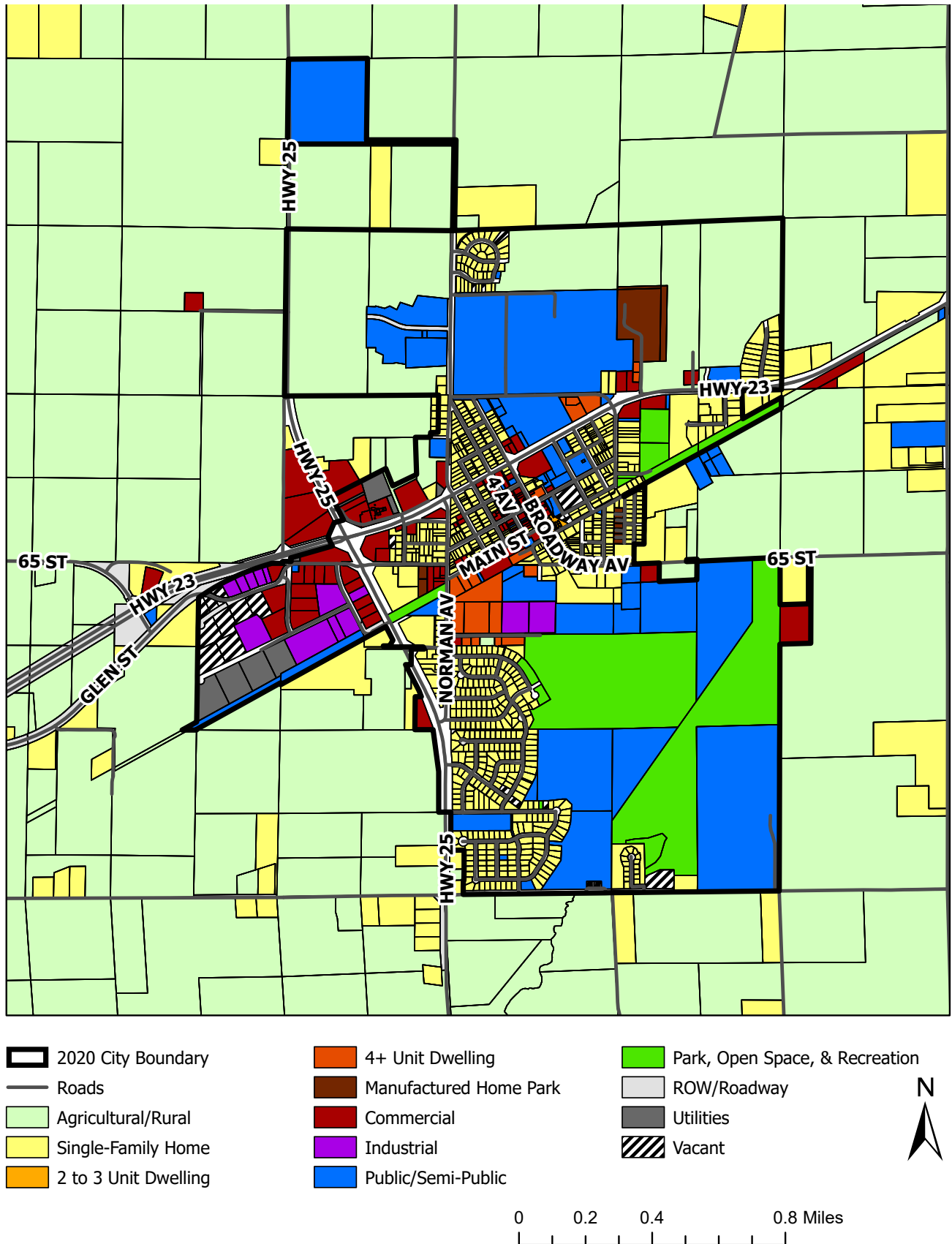


Figure 3. Existing Land Use (2020)

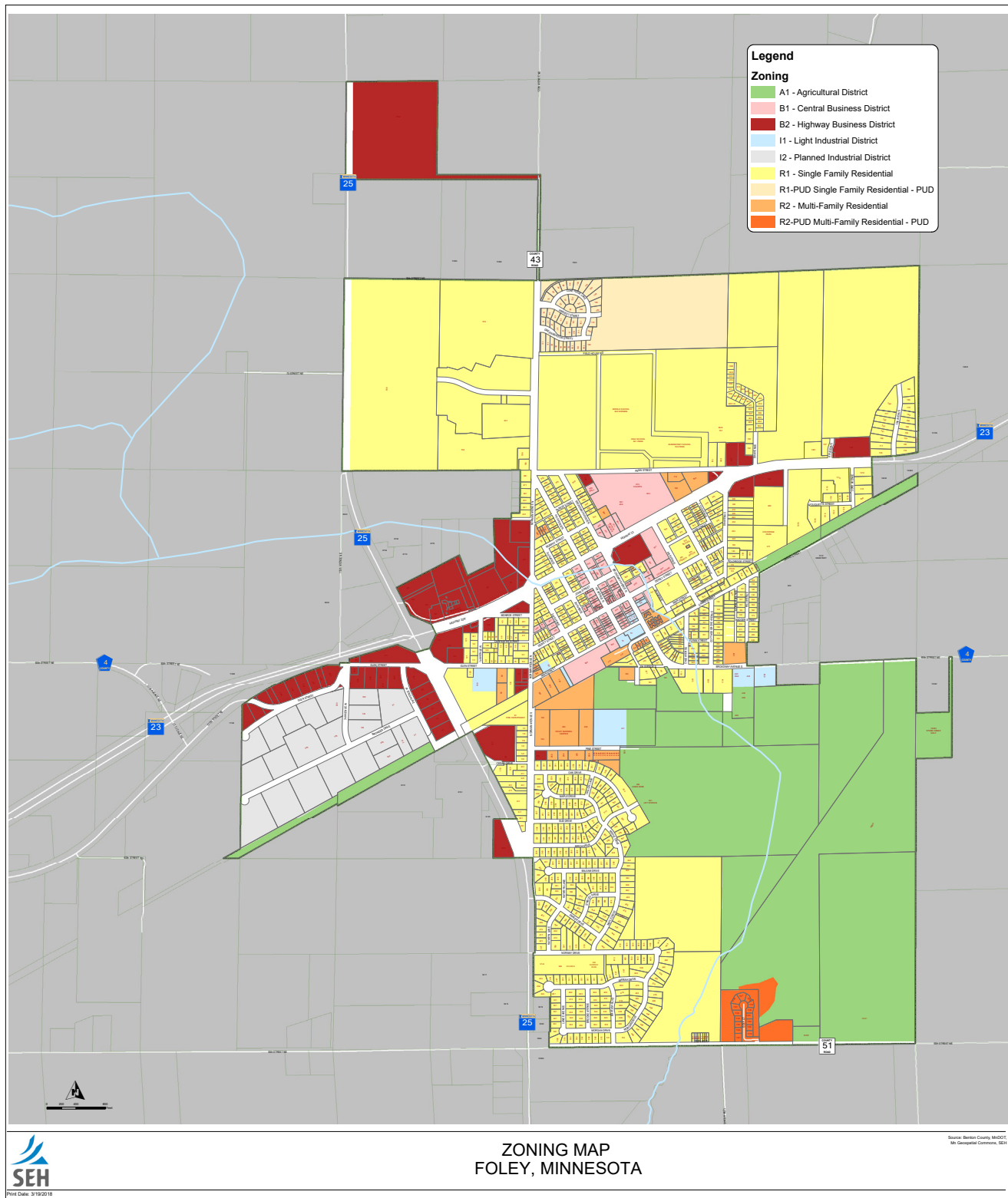


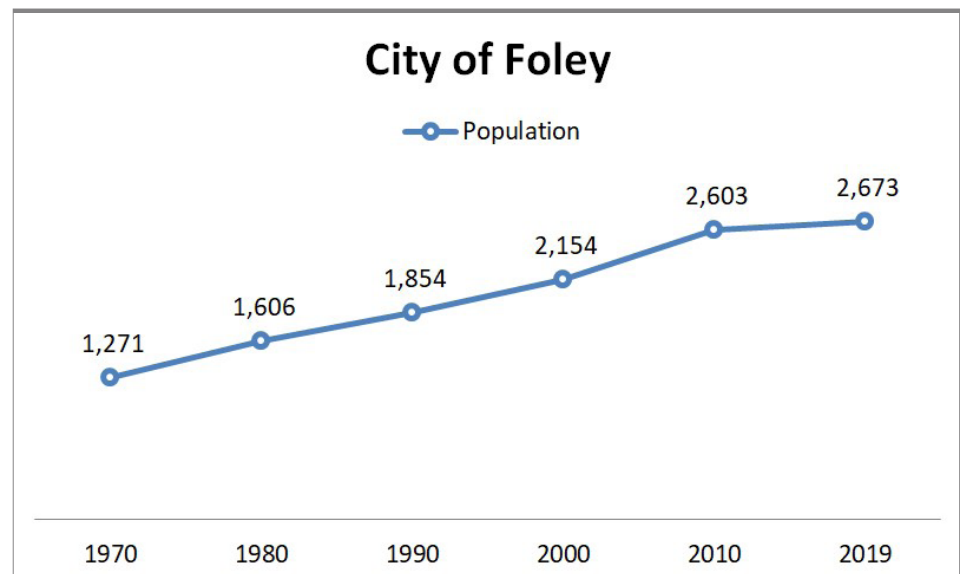
Figure 4. City of Foley Zoning Map

Demographic Profile

Understanding population and demographic trends helps communities prepare and properly plan for future land, infrastructure, service, and programming needs. For instance, if it can be determined that a large cohort of residents are likely going to be retiring over the upcoming decades, adequate shared-maintenance housing in walk-friendly neighborhoods could be a focus of planning.

In 2019, according to US Census American Community Survey (ACS) estimates, the population of Foley was estimated to be at 2,673 residents. In 2019, Foley was estimated to have 1,000 households. As seen in Figure 5, the City has grown over the last 50 years. Between 1970 and 2010, the growth was at least 15% per decade. But between 2010 and 2019 growth slowed to 3%, which can be credited to the City's inability to grow without the expansion of the wastewater treatment facility.

Figure 5. Foley's Population Growth 1970-2019



Community Report Card

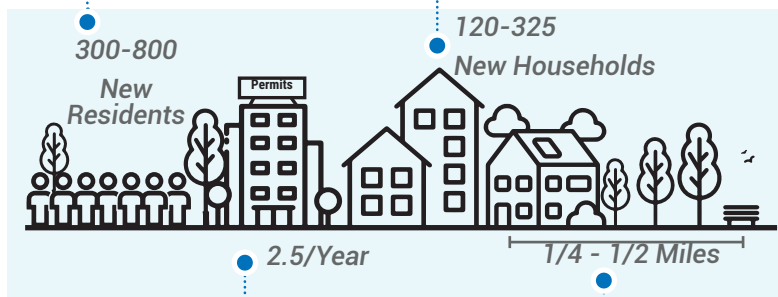
The following pages contain a “snapshot” of how the community has been changing in recent years. These changes and trends influence where the City is headed and have informed the direction of the Land Use Plan.

Growth

Facts & Trends

Foley is expected to add **300 to 800 new residents and 120 to 325 new households by the year 2040**. The State Demographer has projected modest growth projections for Benton County between the year 2020 (41,012) and 2040 (44,093).

Foley can expect **modest growth in employment based on demographic trends**.



On average, **Benton County has issued 2.5 building permits annually** (2011 – 2021) in Gilmanton Township. Prior to 2011, Gilmanton Township was averaging 6 building permits annually (1990 – 2010).

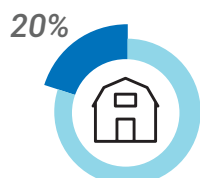
Most homes are within a ¼ to ½ mile walking radius to a park, open space, or recreational opportunities (e.g., Foley School Campus).

Findings

- The City and Gilmanton Township have adopted an Orderly Annexation Agreement (OAA) to address growth projections.
- The City will be expanding/improving its wastewater treatment facility to meet current and future needs (e.g., growth and aging infrastructure).
- A growing population may mean more demand for City services.
- In general, growth projections are expected to add 6+ new households per year, which mirrors the growth Gilmanton Township experienced between 1900-2010
- There are opportunities to expand the City’s park and open space systems to align with projected growth.

Agricultural/Rural

Facts & Trends



293 acres (20%) of Foley’s existing land uses are classified as rural or agriculture.



The City is working with Gilmanton Township to incorporate **840 acres** of land.



There are approximately **12 small gravel pits** located in Foley or within proximity.

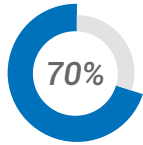
Findings

- A growing population and new development may put pressure on rural and agricultural land uses in the region.
- The City will need to plan for new growth and determine methods for guiding and zoning new property that may be incorporated into the city.

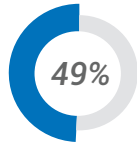
Housing



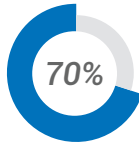
Facts & Trends



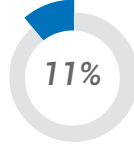
70% of Foley's housing stock is **owner-occupied**.



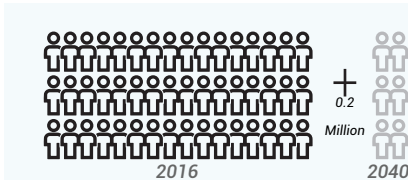
49% of Foley's housing stock was **built 40+ years ago**.



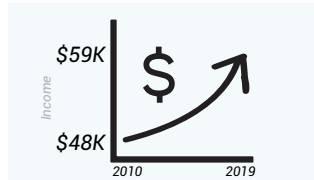
70% of Foley's housing stock is **single family homes** (1-unit detached).



11% of households **do not have a vehicle**.



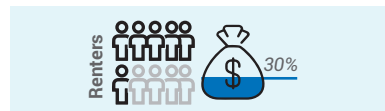
The **number of people per household** is projected to be **2.7 by the year 2040**. This is a slight increase from the year 2016 (2.5).



The **median household income** has steadily **increased** over the years (2010 est. – \$47,955 | 2019 est. \$59,375)



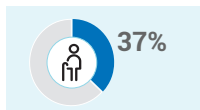
11.6% of Foley's population lives below the poverty level (2018), which is a slight decrease from 2012 (12.4%).



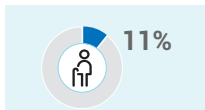
60% of people renting spend 30% or more of their income on housing.



13% of people who own their home spend 30% or more of their income on housing.



37% of households with one or more people are **over the age of 60**.



11% of all households are **over the age of 65** and living alone.



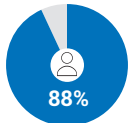
32% of renters are **over the age of 65**.

Findings

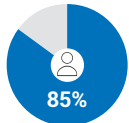
- Foley is in need of a wider variety of housing types, as well as an increase in the overall number of housing units (e.g., affordable rental options, affordable senior living facilities, and affordable options for first-time home buyers).
- As existing house stock ages, maintenance costs become a major priority. Without regular upkeep and maintenance, larger, more expensive repairs can cause homes to become unaffordable to stay in, or alternatively become substandard and no longer fit for occupation.
- When a household pays more than 30% of its income on housing costs it is classified as a "housing burdened household." Housing is considered unaffordable beyond this threshold and regionally there is a shortage of affordable housing options.
- An aging population may shape housing demands.
- There is a larger percent of owner-occupied single family homes with larger median incomes.

Jobs/Economic Development

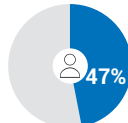
Facts & Trends



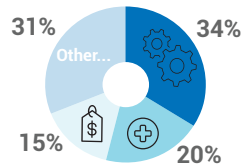
There are **1,286 people working in Foley** – 88% of those workers live outside of Foley.



85% of people living in Foley **work in other parts of the region.**

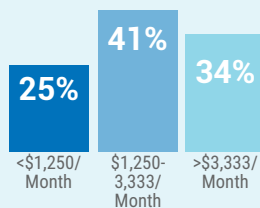


47% of Foley's workforce is **between the ages of 30 and 54.**

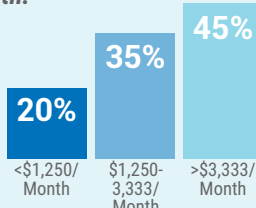


A large part of Foley's work force is employed in the **manufacturing (34%), health care/social assistance (20%), or retail (15%)** sector.

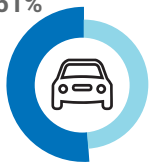
25% of people working in Foley **earn \$1,250 per month or less, 41% earn \$1,251 to \$3,333 per month, and 34% earn more than \$3,333 per month.**



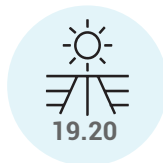
20% of Foley residents working outside of Foley **earn \$1,250 per month or less, 35% earn \$1,251 to \$3,333 per month, and 45% earn more than \$3,333 per month.**



51%



51% of people **living in Foley** have a 10 to 25 minute commute.



The existing **industrial/business park** has **19.24 acres** of undeveloped land.

Findings

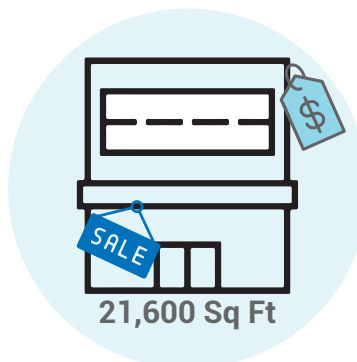
- There is a larger inflow of people living outside of Foley that work in the community, while a large number of Foley residents are working in other communities (e.g., St. Cloud, Sartell, Sauk Rapids, Elk River and Minneapolis).
- In general, those who live in Foley and work in other parts of the region are earning more money compared to those working in the community.
- National trends, especially during COVID-19, have shown an increase in telecommuting and working from home. This may result in long-term shift in travel patterns as people are less likely to drive to work or St. Cloud for their shopping needs. This shift may result in a stronger demand for services in Foley.

Downtown

Facts & Trends

There are currently **21,600 sq. ft. of vacant building space in downtown** for sale (as of 02/24/21) :

- Foley Movie Theater (**8,000 sq. ft.**)
- 351 Dewey St. (**4,680 sq. ft.**)
- Foley Drug (**4,680 sq. ft.**)
- 100 4th Ave. (**4,300 sq. ft.**)



Findings

- One of Foley's greatest assets is the distinct historic character of its core Downtown District.
- It is the City's policy (2015 Downtown Redevelopment Plan) to seek redevelopment and investment opportunities for vacant sites in and surrounding downtown, as well as encouraging re-investment in existing properties.

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Planning for the Future

This section provides a foundation for understanding Foley's potential growth and future land uses needed to accommodate that growth over the next 20 years.

Growth Projections

The Land Use Plan helps allocate sufficient land to accommodate future growth. The amount of land needed is directly related to the quantity of growth that is expected to occur. In order to assess land demand needs, growth trends were examined. Thus, the Land Use Plan is based on the following assumptions:

- In 2019, the City had 2,647 residents, with 1,000 total housing units.
- By the year 2040, the City is expected to add 300 to 800 new residents and 120 to 325 new households (see Table 2). Most of this growth will likely occur after investments are made to the City's wastewater treatment facility and may result in higher growth rates than expected.

SITE SUITABILITY FOR DEVELOPMENT

The following circumstances can limit the development potential of otherwise open land:

- Floodplain
- Wetlands
- Soil Types
- Steep Slopes
- Required buffers from Rivers and Streams
- Significant Natural Habitat

The map in Figure 6 shows these areas in red and “unsuitable for development”

Development Potential

Predicting when development will occur over the next twenty years is difficult. Development will depend on when the market supports new uses, property-owners willingness to sell, and a site’s suitability for development (see sidebar). 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 and are summarized throughout this section using two geographical areas:

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

As seen in Table 3 and 4, from 2020 through 2040, Foley has the capacity to add as few as 1,500 households and as many as 5,000 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 (see page 27). 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 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)

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

City Boundary				
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 Area				
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				
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
Low-Medium Density Residential	10	74.70	12.23	869
Medium-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 Area				
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.

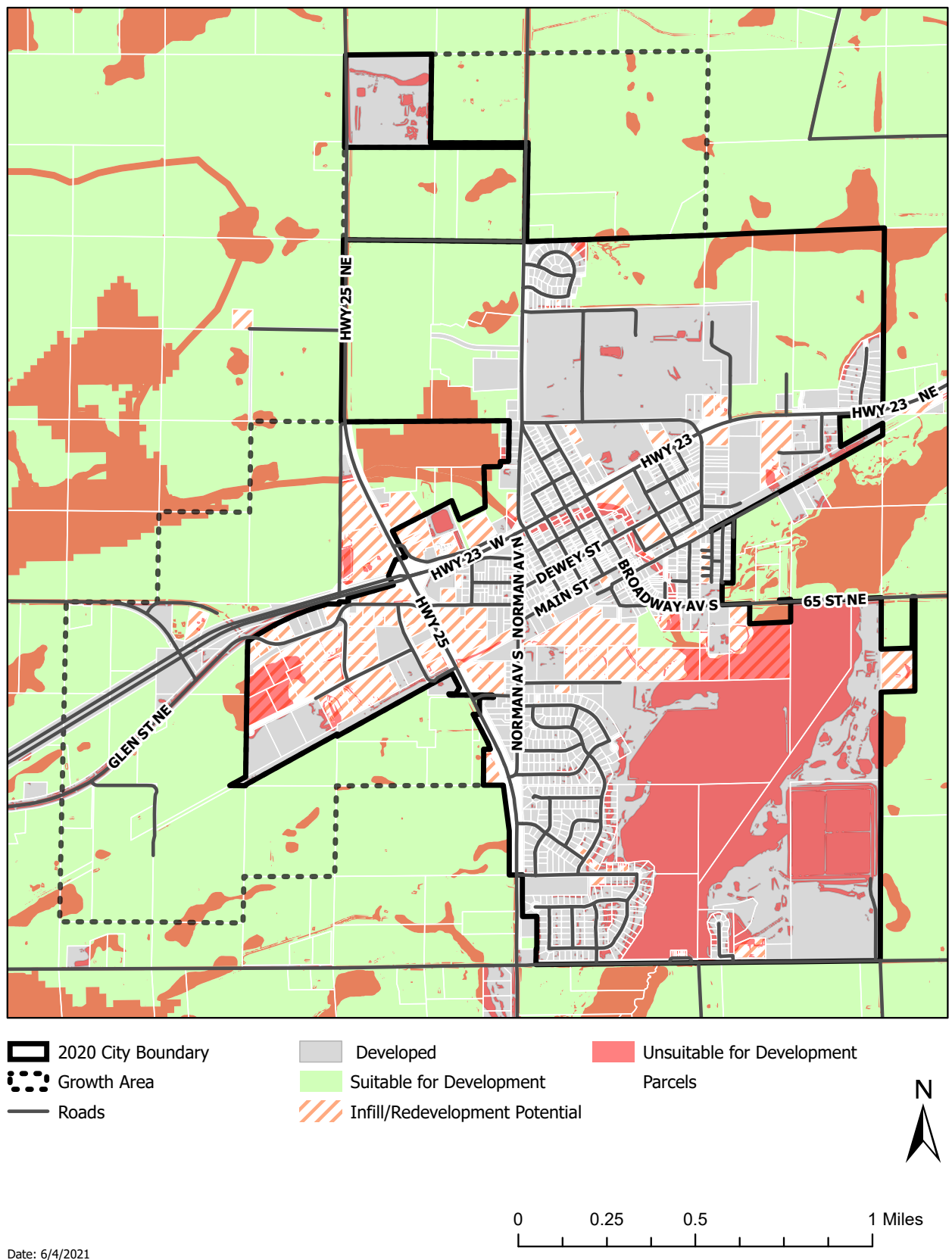


Figure 6. Development Suitability Map

In general, there are ample opportunities to grow within the existing city limits before pursuing development in the growth areas. For example, Figure 6 identifies areas suitable for new development and infill. These areas represent 216 acres of vacant/agricultural land (suitable for new development) and 55 acres of infill opportunities (see Table 3). If these areas develop to their fullest potential, there is enough land to well exceed the City's growth projections.

While redevelopment of deteriorated or obsolete properties can supply some of the required land to meet the City's projections, it is assumed most of the growth will be accommodated by new development. It is also important to recognize that not all of this land is truly available for development. Some of the factors that affect land availability include:

- Some sites are constrained by wetlands, utilities, and contamination issues that make development challenging (see Figure 6). The land capacity analysis (see Tables 3 and 4) has taken these constraints into consideration for planning purposes. A more detailed site analysis will be needed as part of a development proposal.
- Locational choices are often driven by factors such as road access, visibility, tax incentives, site amenities, etc.
- Economics is a significant driver of land choices. Conversion of agricultural land to urban uses may be hampered due to land costs. In addition, infrastructure costs may influence land demand.
- The state of the economy heavily influences growth rates and overall land demand. The ability to expand housing and businesses is influenced by current lending practices and the availability of financing.

Future Land Use Plan Map

The Future Land Use Plan map (see Figure 7) provides a visual representation of what the community is expected to look like in the future.

As the City continues to meet its development potential, the Future Land Use Plan map will guide decision makers, developers and residents on where certain types of development may take place. The Future Land Use Plan map strives to find an appropriate balance of public facilities, housing, employment, services, and recreational uses. Table 5 summarizes the mix of land uses being planned throughout the community.

Table 5. Future Land Use Gross Acreage

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

Future Land Use Plan Designations

The future land use categories were created to represent the preferred land use patterns of Foley. Their boundaries are based on existing land use patterns, location relative to existing City infrastructure, and suitability for future development (topography, soils, wetlands, roadway access, etc.). The following designations correspond with the Future Land Use Plan map.

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.



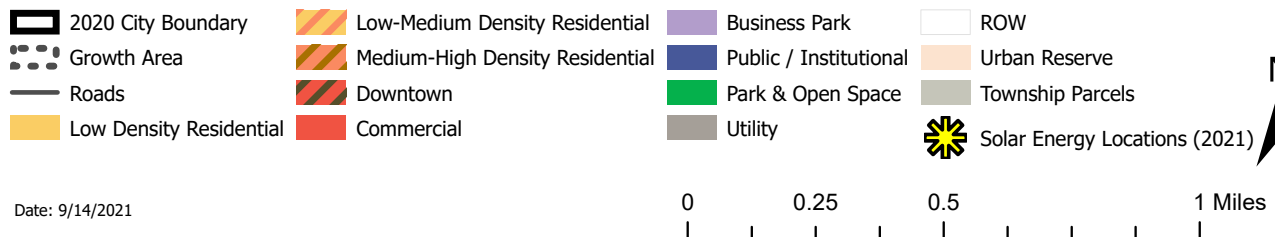
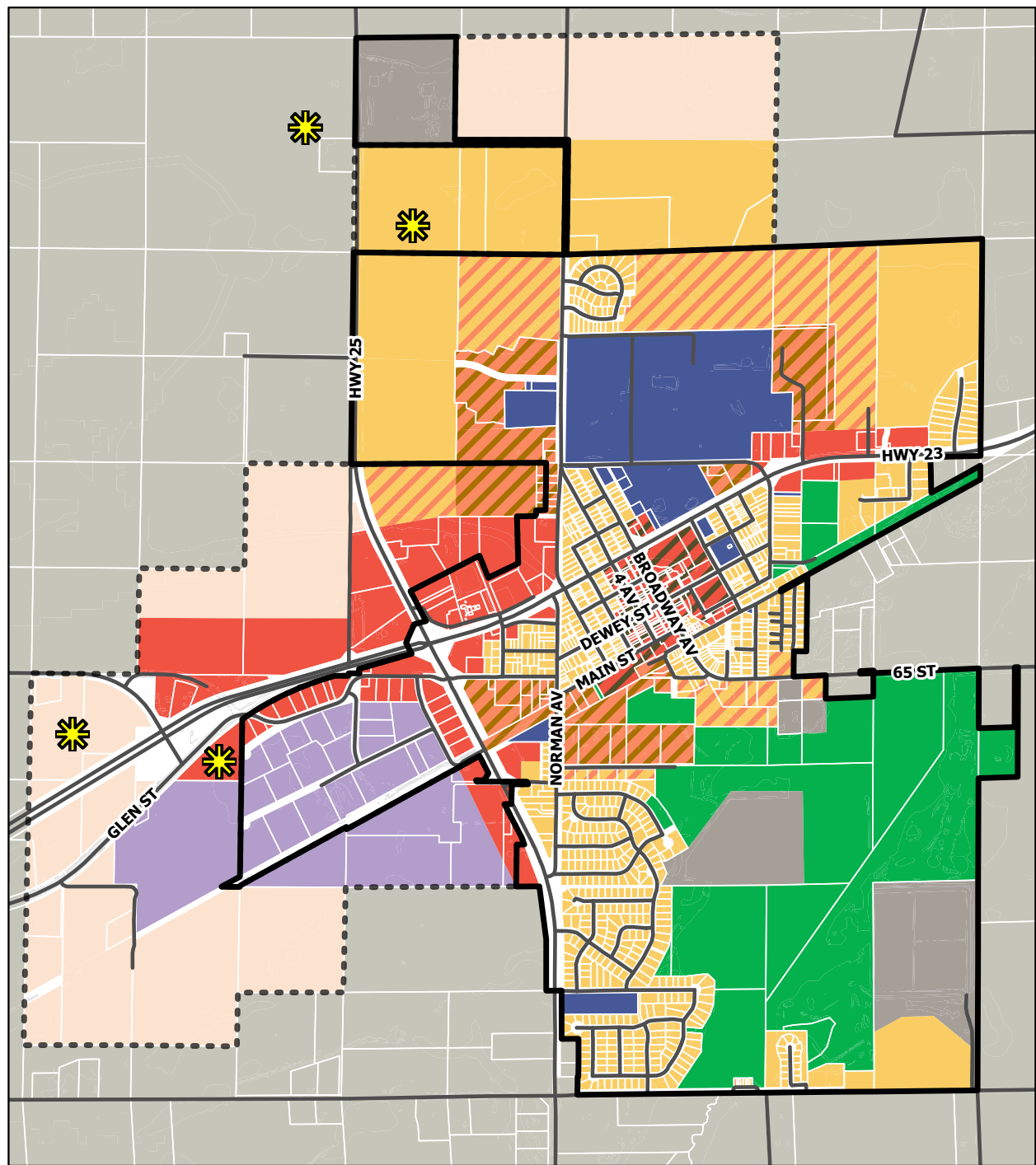


Figure 7. Future Land Use

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 “place 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 encompasses 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 “place 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 located in this area.

Areas of Change & Opportunity

The Foley Land Use Plan presents areas of change and opportunities that will allow the City to accommodate new type of land uses and housing markets. Some of the bigger moves and ideas for Foley are highlighted throughout this section.

Encourage Medium- to High-Density Residential near Foley Public Schools

The Foley Public School District is an asset to the community and the surrounding rural areas. As the City's population grows, it's important to have a wide variety of housing types, in particular, those that are affordable to young families. Encouraging medium- to high-density residential uses near the school campuses will provide more students with the possibility to live close to their school.

Promote Economic Diversity

The City has recently expanded its industrial park by purchasing 26 acres with an option to purchase an additional 26 acres (as of September 2021). The preservation of lands for commercial and industrial uses will allow Foley to provide for a strong jobs base and tax base in the future. It is important for the City and Economic Development Authority (EDA) to continue to promote economic diversity within the City of Foley.

Balance Housing and Infrastructure

Many community members would like to see single-family residential homes remain the prominent housing type available in the community. The Land Use Plan has set aside large areas for these housing types. However, forecasting must also take into consideration the cost of infrastructure. Small-lot single family developments allow for the cost of roads and utilities to be spread among more households.

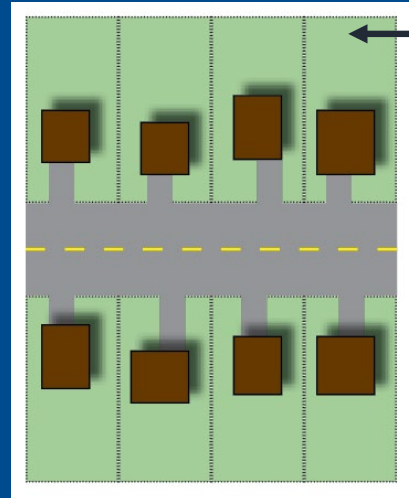
Provide Flexibility

The real estate market and the needs of the community are constantly shifting. As such, it's important to build flexibility into land use designations. Commercial and Medium- to High-Density Residential land use should allow for some flexibility that ingrates a mix of housing and commercial uses. This mix of uses does not need to be a traditional mixed-use building with commercial located on the first floor, while residential is located above. Instead, this flexibility is allowing for a stronger concentration of uses to be located adjacent to one another.

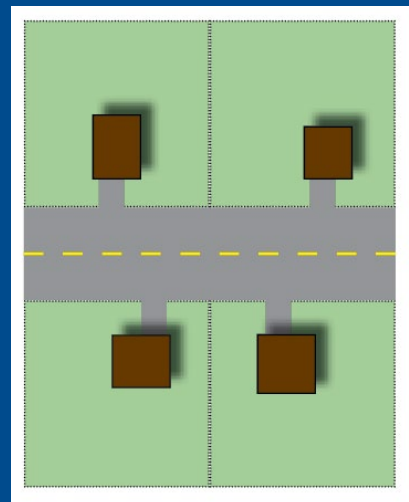
HOUSING & INFRASTRUCTURE

Cities must consider the long-term cost associated with infrastructure (roads and utilities).

There is a stronger demand and market for smaller lots compared to traditional large lot developments.



The cost of infrastructure per household for installation, maintenance, and replacement, is spread out more when more units are allowed in an area.



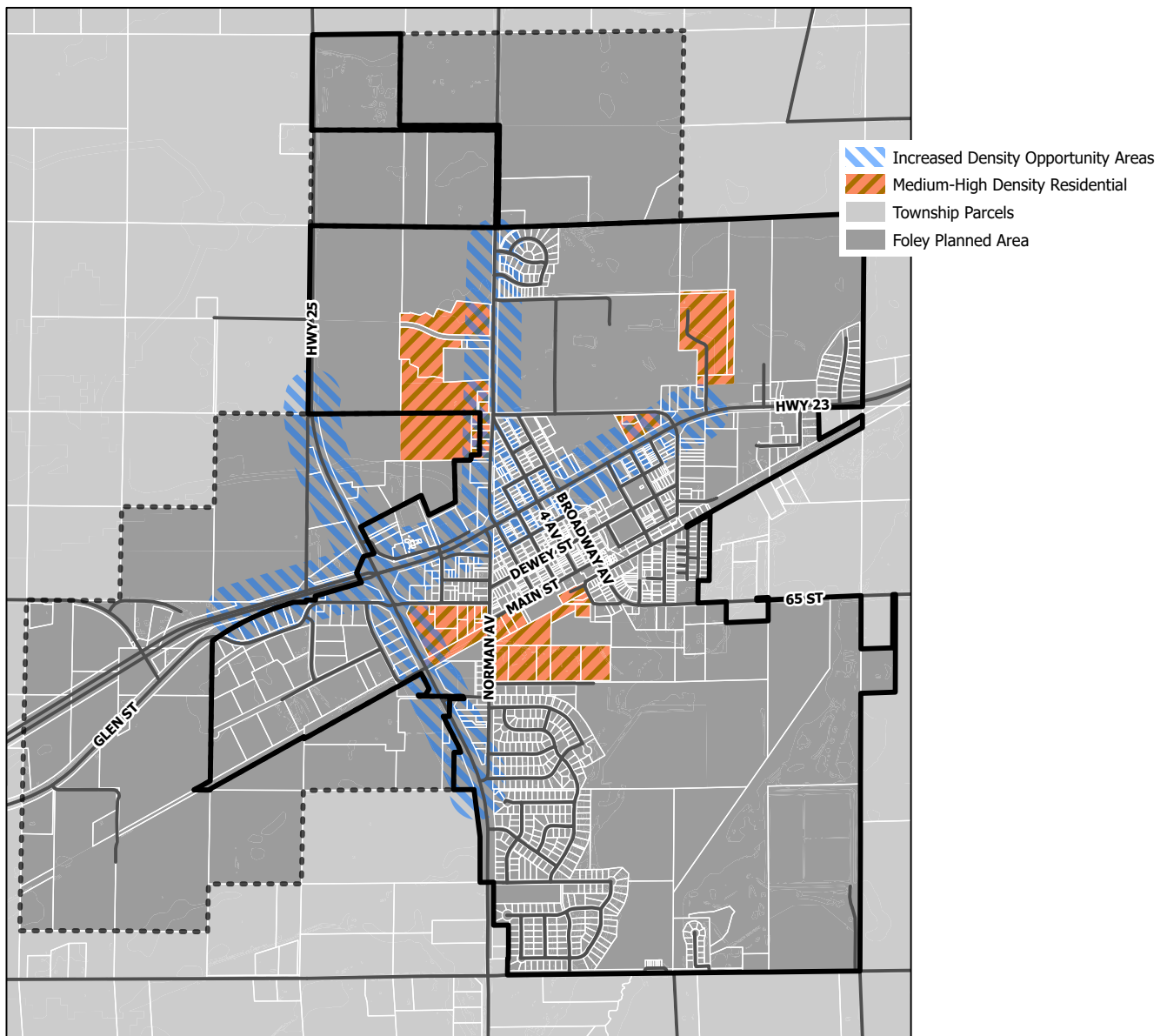


Figure 8. Opportunity Areas for Increased Density

Support Areas for Increased Density

The City recognizes that certain areas of the community may be appropriate for higher densities that deviate away from the density ranges described in the land use plan designations. Those areas are typically served by major roads and can provide a transition between other land uses and single family neighborhoods. These areas are depicted in Figure 8 and should be viewed as an overlay to support greater opportunities for medium to high density residential uses as long as the following are considered:

- Access and circulation is managed to keep vehicle traffic from developments off of local roads.
- 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.



Goals and Policies

The Land Use Plan is guided by a set of goals and policies that have their origins in 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.

These goals and policies provide direction for future land use investment, development, redevelopment, and land use decision making within Foley. They also provide direction to maintain the quality of life and working environment.

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

Foley will continue to have more residents, more households, and more jobs over the next 20 years. Meeting the needs of that growth is a primary focus of land use planning.

Goal 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.

Goal 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.

Goal 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 premature 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 and able to develop and pay for the extension of city services to the property.
- 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 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

Land use planning needs to ensure there are enough homes to meet the needs of existing and future residents and ensure that those homes are in locations that people want to live and thrive.

Goal 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.

Goal 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. Encourage neighborhoods/developments 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.

Goal 6. Provide housing that incorporates appropriate levels of density and design standards that support 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 "Opportunity Areas for Increased Density" on page 32 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.

Downtown

Downtown Foley is the geographic and cultural center of the City. Planning for investment and revitalization in the area will help this area become a destination for residents and visitors.

Goal 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 streetscapes in Downtown for pedestrians.
- d. Embrace any current and future opportunities to expand public open space within and adjacent to Downtown.
- e. Encourage 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

In order for land use planning to be successful, areas where businesses can thrive must be identified and located where potential employees and customers can easily access them.

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

Policy

- a. Work with business leaders 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.

Goal 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. Restrict strip commercial development.
- e. Regulate the use of land in order to ensure the orderly expansion of industry.

Goal 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

A vibrant and robust park system improves the overall well-being and health of a community.

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

Policy

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

Goal 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. Plan ahead for growth 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. Ensure future park locations are fronted by public right-of-way and not relegated to backyards, to provide 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

Maintaining and protecting Foley's natural resources benefits the community as a whole.

Goal 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.

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Implementation

This Plan is a valuable tool in helping guide the development and redevelopment of land in the City as long as the goals and policies called out in the Plan are implemented. The purpose of the implementation section is to identify specific strategies and action items that the City will undertake, over the course of several years, to ensure that the goals and policies set forth in the Plan will be carried out by the decisions of the City.

Comprehensive Plan Amendment

The Land Use Plan should be adopted and recognized as an amendment to the City's 1993 Comprehensive Plan when it comes to guiding the development and redevelopment of land in the City. Since 1993, there have been a number of planning efforts, not to mention significant growth, changing demographics, emerging trends, and new community values and aspirations for the future. To reflect these changes, as well as recognizing the new Orderly Annexation Area, an overall update to the Comprehensive Plan is recommended.

Official Controls

Official controls, such as zoning regulations, subdivision regulations, and official zoning map, must be consistent with the Land Use Plan. These controls should be reviewed and updated within the next 6 to 12 months. These controls represent the rules and regulations that govern city decisions regarding growth and development. Updates to the official controls to ensure consistency with the Land Use Plan include the following items:

- Update the official zoning map to be consistent with the land use designations recommended on the Future Land Use Plan map.
- Review and update if necessary, the existing residential zoning district requirements and subdivision regulations to ensure that the densities allowed in the Plan can be achieved.
- Review and update zoning districts to:
 - » 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.
 - » Allow for some flexibility to integrate commercial uses as part of a residential development, as long as it is not the predominant use.
 - » Allow medium to high density development along major transportation corridors.
- Develop or review, as necessary, design standards to ensure high quality residential, commercial and industrial development in the community.
- Review and update if necessary, the park dedication requirements to ensure appropriate amount of dedication is required to develop future parks and trails based on the updated plans.

Economic Development Initiatives

Both the City of Foley and Benton Economic Development Partnerships can help protect a strong local economy by creating and retaining desirable jobs and diversifying the housing stock, while strengthening the local tax base. In an effort to improve and diversify the local tax base and increase jobs, the Land Use Plan has established various economic goals and policies. Implementing these goals and policies requires economic development investments at the local and regional level. The investment of public dollars to achieve economic development objectives should be guided by several key principles:

- **Financial resources are limited:** The City has limited funding to apply to economic development initiatives, so the use of resources must be targeted to achieve the greatest effect on the community.
- **Financial decisions require long-term perspective:** The current use of financial resources may reduce monies available in the future. In evaluating short-term opportunities, it is important to question the long-term impact on community development.
- **Public funds should lead to private investment:** While this section focuses on public finance actions, economic development cannot become reality without private investment. The use of public funds should be targeted to actions that encourage private investment in Foley.

The following is an overview of some commonly used finance tools available to cities to help support economic development initiatives. Please note that this overview focuses on the highlights of those tools, but the specific statutory requirement and limitations for using them is not fully described. In addition, the laws governing these programs change over time. Finance plans for actual projects should be made using appropriate technical and legal advice.

Housing Improvement Area:

The City has the power to establish a special taxing district to make improvements in areas of owner-occupied housing (Minnesota Statutes, Sections 428A.11 through 428A.21). The housing improvement area is similar in concept to the special service district. It is a special taxing district that can be used to finance a variety of improvements. However, there is an important administrative difference with the housing improvement area. The City has the ability to assign the procedures for imposing “fees” and administering the area to another “authority,” such as the Housing Redevelopment Authority (HRA) or Economic Development Authority (EDA).

Park Dedication Fees:

Some cities may require developers to dedicate land and/or build trail segments as part of their subdivision improvements. This financing tool is commonly used in developing communities. In cases where land dedication or park and trail construction is required the developer will receive credit for these dedications toward satisfaction of park dedication requirements. The authority for park dedication comes from Minnesota Statutes, Section 462.358.

Special Assessments:

Public improvements are often financed using the power to levy special assessments (Minnesota Statutes Chapter 429). A special assessment is a means for benefiting properties to pay for all or part of the costs associated with improvements, and to spread the impact over a period of years. This tool can be applied to both the construction of new improvements and the rehabilitation of existing improvements.

Special assessments can be used to finance all of the public improvements resulting from the plan. Eligible improvements include sanitary sewer, water, storm sewer, streets, sidewalks, street lighting, park, streetscape, and parking.

Special Service Districts:

A special service district is a tool for financing the construction and maintenance of public improvements within a defined area. Minnesota Statutes, Sections 428A.01 through 428A.10 govern the creation and use of special service districts. A special service district provides a means to levy taxes (service charge) and provide improvements and service to a commercial area. A special service district can be applied to both commercial and industrial areas. The district can provide an alternative means of financing the construction of any of the public improvements discussed previously with special assessments.

Tax Abatement:

Tax abatement acts like a simpler and less powerful version of tax increment financing. With Tax Increment Financing (TIF), the city controls the entire property tax revenue from new development. Under the abatement statute (Minnesota Statutes, Sections 469.1812 through 469.1815), the city, county, and school district have independent authority to grant an abatement.

Tax Increment Financing:

Tax Increment Financing (TIF) is the primary development finance tool available to Minnesota cities (Minnesota Statutes, Sections 469.174 through 469.179). TIF is simple in concept, but complex in its application. Through tax increment financing, the property taxes created by new development (or redevelopment) are captured and used to finance activities needed to encourage the development. The challenge in using TIF lies with the complex and ever-changing statutory limitations. These complexities make it impractical to provide a thorough explanation of tax increment financing as part of this plan. Instead, this section highlights the use of TIF as it relates to the implementation of the plan.

