

CITY OF FOLEY

2008 COMPREHENSIVE PLAN

SENSE OF PLACE

ENVIRONMENT

NEW DEVELOPMENT

REGIONALISM



The Vision

To create a city that has sense of place, protects and preserves its natural environment, celebrates its agricultural history and context, and accommodates anticipated growth and development for the area.

City of Foley Planning Advisory Committee
November, 2006



Conceptual Renderings-Auburn University-School of Architecture
From The Foley Design Charette
Sponsored by Barge Waggoner Sumner & Cannon, Inc

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Acknowledgements

The Design Based Planning Group of Barge Waggoner Sumner & Cannon, Inc wishes to acknowledge and thank the City of Foley for its support and accommodation of the comprehensive planning project team. Special thanks to the following stakeholders and participants:

Mayor John Koniar

Foley City Council

Foley Planning Advisory Committee

Foley Planning Commission

Perry Wilbourne- City Manager

Miriam Boutwell- City Planner

The Citizens of Foley

Developed by:

Barge Waggoner Sumner & Cannon, Inc
Design-Based Planning Group

Introduction

For a comprehensive plan to be effective, it must reflect the desires, hopes and concerns of citizens and city leaders. Following are citizen comments relative to development of Foley's Comprehensive Plan:

Citizen Comments:

"The Downtown area needs to be developed as a destination for tourists."

"There is a very real" small town USA" attractiveness that could be enhanced in Foley which is not found in the beach communities. Improvements to the city of Foley will complement the beach resort areas and attract more year round residents"

"The community has so much to offer—Goals and aspirations should be set higher"

"Natural resources protection is an issue for the entire area, especially with the growth and development pressures."

"I would like to see Foley concentrate on quality of life issues in the way of bike paths, walking trails or sidewalks. Less strip malls with poor quality buildings."

"Develop a multi-use park facility."

"My main concern for the future is that we have employment with competitive wages and that we plan housing that is affordable."

"Encourage traditional and niche developments that will enhance Foley and invite upper middle class management to want to live in Foley."

"Encourage support of sporting cultural and entertainment events on a larger scale".

"Get to work on the historical district."

"Help to promote a more vigorous cultural life."

"The city has outgrown the highway system"

"The infrastructure of Foley should be first on the list"

"Foley needs to adopt much higher standards in terms of the developments it approves/attracts and must do a better job of protecting the quality of life"

"(Storm) Drainage should be one of the highest priorities!"

"What is Foley doing to attract Industry?"

“Billboards and street clutter detract from the beauty of the city”

“Is it possible to create attractive competitively priced planned residential communities that avoid maximum density cookie cutter houses and virtually no landscaping aesthetic?”

“The codes and design of buildings should be standardized to create a harmonious community look”

“My hope for the future would be investing in improved parks and recreation for our children, better roads, and continued growth of the downtown”

Executive Summary

Citizen Driven Plan

Without question, citizen input and participation provided the framework and guiding principles for the City of Foley’s Comprehensive Plan. Citizen Comments noted in the Introduction were taken from a collection of citizen input documented over the past year through various public meetings and forums designed to engage citizen input and participation. Accordingly, the comments represent majority viewpoints provided by citizens and city leaders reflecting a heartfelt and passionate concern for the current challenges and inherent opportunities facing the City of Foley.

A comprehensive plan is only as good as its ultimate level of implementation. If the plan’s recommendations are relevant to the place and to the desires of its citizens, then it will gain widespread support for implementation. When citizens believe in the ultimate benefits of the plan then sensitive issues such as public funding, zoning, and others find the necessary buy-in and support allowing implementation to proceed.

As such, the developers of this plan utilized citizen input to identify the guiding principles which are then enhanced with suggestions for implementation in accordance with standard planning practices and the “*coordinated, adjusted and harmonious development of the municipality and its environs*” as outlined in the State of Alabama code- Section 11-52-9 regarding master planning.- See Appendix – Section IV.

Purpose and Intent

As a result of an extensive public planning process, this plan provides a common vision for Foley in managing the challenges of explosive growth and development. Using this plan as a guide, the City can preserve Foley’s hometown sense of place, while taking advantage of positive opportunities for additional growth and development.

The comprehensive plan is intended to define the big picture with general concepts for future development that Foley desires to see implemented over a long-range period of time. As such, the plan becomes a guide for the City’s day to day decision making responsibilities providing goals, strategies, and policies necessary for implementing the plan vision.

Using the Plan

The plan will be used to assist The Planning Commission, City Council, Mayor and City Staff with the tasks of making detailed decisions regarding growth and development within the City. The plan provides benchmarks for evaluating requests and proposals that come before the requisite governing bodies. As such, the plan defines the City's general direction and intent regarding land utilization and future development. Disclosing the City's desired future land use benefits Foley's citizens, landowners, and developers who are the primary stakeholders affected by guidelines, policies, and decisions relating to the physical development and overall appearance of the city. Compliance with the plan will result in consistent and complementary decision making which benefits the community through unified "forward" progress. Accordingly, the plan's content provides direction to community leaders when considering:

- Development of land use policy details
- Evaluation of future development proposals
- Adoption and administration of laws including zoning and subdivision ordinances
- Budgeting for capital improvements and utilization of public funds
- Coordination of initiatives involving regional partners

Policy Recommendations

Much of the Comprehensive Plan's value is centered on policy recommendations written to provide a framework for addressing specific needs expressed by citizens and city leaders. Where policy recommendations correspond with customary and established standards of application, the plan also provides supporting general policy guidelines. Policy Recommendations and General Policy Guidelines serve as a critical resource in the City's first actions toward implementation; that of selecting, refining, and further developing recommendations for application. Accordingly, the document is arranged in a format that largely reflects the planning process: from assessment and collection of public input (Section 1.0) to development of vision and guiding principles (Sections 2.0) to development of policy recommendations supported with general policy guidelines (Sections 4.0-8.0) and the final step of recommendations for implementation (Section 9.0).

Plan Framework

The Plan's framework is defined in Section 2.0- *Plan Vision and Guiding Principles*. Section 2 provides a synopsis informed by the volumes of background information and input received throughout the planning process. The framework supports subsequent policy recommendations for Land Use and other elements deemed essential to the future development of Foley. Guiding Principles are philosophical elements that can and often do apply to numerous segments of the plan; as such they could also be referenced as "guiding philosophies". Section 2 captures the major philosophical drivers defined by the citizens and leaders of Foley and outlines the primary policies and actions necessary to implement the plan in concert with guiding principles for a consistent and harmonious pattern of growth and development in Foley.

NOTE: To reduce redundancy within the plan document, appendix references are indicated in most sections directing users of the plan to appropriate policy guidelines. Policy guidelines are included in select sections of the plan for definition purposes.

Primary Objectives

Primary objectives identified in concert with input from citizens and city leaders assisted the planning team's first action of determining appropriate elements of focus and guiding principles for development of Foley's comprehensive plan. Primary Objectives represent the "big picture" and are therefore general in nature, but provided the essential framework supporting development of the plan's content including policy recommendations and general guidelines for application. Following are the plan's Primary Objectives:

Primary Objectives of Foley's Comprehensive Plan

- Provide practical guidance for preserving Foley's sense of place and utilizing that asset for sustainable economic growth and development.
- Capitalize upon Foley's Tree City designation with a framework of green infrastructure providing for environmentally enhance connectivity throughout the City.
- Suggest how the physical appearance of Foley might reasonably develop over time.
- Suggest potentials for future enhancement and redevelopment of established areas within the City.
- Suggest potentials for The Downtown and Historical Districts
- Provide guidance and support for making decisions related to Foley's zoning and public financing decisions.
- Guide Foley's future physical development: the plan provides guidance for the city's development of various ordinances and standards intended to reflect functional and visual integrity in both residential and commercial development.



Mixed Use Centers



Parks



Greenway

Throughout the plan development process, planning team members including the advisory committee and city leaders remained collectively focused on crafting the plan document to reflect the above primary objectives. The referenced objectives then became the basis for development of the Plan's guiding principles which then evolved to the development of policy recommendations and policy guidelines as facilitation to implementation.

The Firm of Barge Waggoner Sumner & Cannon, Inc is honored to have assisted the City of Foley with the comprehensive planning process. In conclusion, we believe the City of Foley is poised for continued economic prosperity complemented by standards of physical growth and development that maintain the City's heritage and sustain the strong sense of "community" that is the essence of Foley, Alabama.

Section 1.1

Existing Conditions

An analysis of existing conditions was conducted as the beginning of the planning process and served as a benchmark and guide for development of the Comprehensive Plan. Existing Conditions are a good “quality of life” indicator reflecting the community’s assets as well as areas in need of improvement. A brief analysis of the downtown and historic district; existing land uses including housing, commercial, industrial, and agricultural; utilities; drainage features; roadway system; and community services are provided.



Downtown and Historic District

The heart of Foley is its historic downtown area centered at the intersection of State Highway 59 (McKenzie Street) and U. S. Highway 98 (Laurel Avenue). Efforts are currently underway for the formalization of a Downtown Historic District.



Typical of growing communities across the US, Foley’s Downtown has suffered from the movement of the primary retail district from the Downtown to peripheral areas with strip center development.

Downtown Foley has remained active due to the fact that government and community facilities such as City Hall, Heritage Park, and the South Baldwin Chamber of Commerce are located in the district. In addition, numerous retail businesses have remained in the downtown. A prosperous boutique shopping district has also evolved.



In the early 1980’s, the Alabama Department of Transportation completed the four-lane SR 59 which expanded McKenzie Avenue and divided the once cohesive and walkable downtown district.

As a result of excessive growth and development along the coast and throughout Baldwin County, traffic congestion along the primary downtown roadways of Laurel and Hwy 59 has become increasingly problematic and represents a major concern for Downtown merchants.



The city is pursuing initiatives to improve traffic conditions, streetscape aesthetics, sidewalk and pedestrian connectivity and other measures to further revitalize the Downtown and Historical District.

Housing



Of the developed land within the corporate limits of Foley, detached single-family residential is the dominant land use. Older, more established neighborhoods are those in close proximity to the downtown district and along the two major transportation corridors within Foley, US 98 and SR 59. According to the 2000 Census, the number of housing units in the city totaled 3,468, of which approximately 90% were occupied.

New developments, including single-family, duplex and multi-family, have dramatically increased in the past decade, particularly in the northwest, southwest and southeast quadrants of the city. However, between 2004-2006, the City experienced a dramatic increase in the number of planned developments within its planning jurisdiction. During that timeframe, the Planning Commission granted final approval for plans involving over 2,700 residential lots totaling 1,570 acres. In addition, more than 1,700 permits were issued for residential construction; approximately 77% of those were for single-family, 21% for multi-family and 2% for duplexes.

A surge in multi-family housing construction occurred in 2005 in part due to the passage of the Gulf Opportunity Zone legislation which created favorable tax benefits to developers for rebuilding housing damaged by hurricanes that year. The City of Foley placed a moratorium on new multi-family construction which was lifted in late 2007.

A breakdown of residential building permits between 2001-2006 is provided in the table below.

Total Residential Building Permits Issued 2001-2006
City of Foley

Year	Single-Family	Duplex	Multi-Family	Total
2001	232	0	0	232
2002	168	4	29	201
2003	293	12	93	398
2004	438	6	11	455
2005	553	18	184	755
2006	344	10	162	516
Total	2,028	50	479	2,557

Commercial



A significant portion of Foley’s commercial land use, which includes retail, service and wholesale, are located along the State Highway 59 and U.S. Highway 98 corridors. Highway commercial uses on these corridors provide for the larger scale commercial opportunities and a pattern of strip development exists that is not easily accessible to pedestrians and causes traffic flow problems on the highway, especially on SR59 where a majority of commercial development is located. Smaller scale commercial areas are scattered throughout the City.



Foley has long been known as a shopping destination due in large part to the Tanger Outlet Center located on SR 59, approximately 2.5 miles south of downtown. The Center offers 125 stores that draw over 5 million visitors annually and is currently undergoing a \$30 million renovation and expansion project. In addition, the unique specialty shops, boutiques, and restaurants of Downtown Foley provide another retail draw for the City.



Agricultural



Agricultural land use involves production farming, excavation, and mineral extraction. According to the City’s 1998 Community Development Plan, the number of acres of land in agricultural use totaled over 2,000 acres within the corporate limits and constituted almost 52% of Foley’s developed land. By 2004, the number of acres had increased to over 3,200; however, only 38% of the City’s developed land due to annexations and urban development.



Industrial

Industrial land use occupies approximately 250 acres within the corporate limits, most of which is north of U.S. Highway 98, primarily within the Foley Industrial Park. According to the Baldwin County Economic Alliance, three of the ten largest manufacturers in the county are located in Foley. As of 2007, Goodrich Aerospace and Aerostructures Group employs 791, Vulcan employs 250 and Solutia employs 185.

Utilities

Water and sewer services within the corporate limits are provided by Riveria Utilities which is owned by the City of Foley. It provides potable water to approximately 6,800 homes in the Foley area. Riveria Utilities also serves neighboring communities such as Bon Secour, Daphne, Elberta, Gulf Shores, Lillian, Loxley, Magnolia Springs, Robertsedale, and Summerdale. Its two water treatment plants have a combined available capacity of 4.25 million gallons per day (MGD) with a peak usage reported at 2.40 MGD.

Sanitary Sewer Service in Foley is also provided by Riveria Utilities. It operates a 2 MGD wastewater treatment facility which averages approximately 1.3 MGD. An upgrade of 1.5 MGD is planned for the treatment facility and construction should begin within the next two years. The Baldwin County Sewer Service (BCSS), a privately-owned business, also provides sewer service to portions of the Foley planning jurisdiction. The BCSS has treatment plants in Lillian, and Fort Morgan.

Electricity is provided in the area by Riveria Utilities and Baldwin County Electric Membership Cooperative. Riveria Utilities also serves Foley with natural gas.

Drainage Features

Foley is situated within two drainage basins. Within the eastern section of the City, Wolf Creek and Sandy Creek flow into the Wolf Bay Watershed which composes a portion of the Perdido Drainage Basin.. In west Foley, Magnolia River and Bon Secour River provide natural drainage to the Mobile Basin. The City's stormwater drainage system consists of culverts, covered drains, and open ditches. Because of the relatively flat topography of the coastal region, effective drainage during moderate and heavy rain events has proved to be a challenge in the past, especially in the downtown area. However, a comprehensive drainage study was completed in 2003 for the northwest and southeast quadrants of the City and included recommendations on how best to divert stormwater runoff to protect property owners. City officials have continued to add drainage improvement projects to its capital improvements plan each year to address this issue.

Roadway System



State Highway 59 is the primary north-south route through Foley and it is the main road taken from I-10 to reach the Gulf Coast beaches approximately 10 miles south of the city. SR 59 has five lanes with a center turn lane within the corporate limits and is a heavily traveled roadway for both local and through traffic. According to the City's 2007 Roadway System Report, it carried over 36,000 vehicles per day in the vicinity of the Tanger Outlet Center in 2007.

U.S. Highway 98 is an east-west route which also runs through Foley and is primarily used by trucks and through traffic traveling from Alabama to Florida. US 98 is a four-lane divided highway, but becomes two lanes within Foley and handles approximately 10,000 vehicles per day.

The Foley Beach Express (FBE) to the east of the City was constructed in 2000 to serve as a bypass of SR 59. It is a four-lane divided toll road with limited access every quarter of a mile. Currently, design is underway for an extension of FBE to connect to I-10 and is slated for completion in 2012. The proposed extension could greatly affect Foley in terms of revenue and traffic flow from tourists who choose to use the Express to bypass SR 59.

Major Arterial: SR 59, US 98, and the Foley Beach Express are all classified as major arterial roads which are defined as streets of high speed and limited access that provide a link from city to city.

Minor arterials Are roadways used for through trips within a city as well as to neighboring cities in the general area. Minor arterials within Foley include County Road 26 and County Road 20, both of which run in an east-west orientation south of downtown, and County Road 65 which is a north-south route located on the west side of the City. The remaining roadways in the City are considered local streets that provide access to residential neighborhoods and businesses. The local street pattern is based on right-angle intersections between streets, particularly more prevalent in the downtown area and in the more established neighborhoods. The grid has become more organic in the outer-lying areas consistent with current residential development trends.

City Services



Government, a significant portion of municipal services are located in the downtown area. The City Hall/Civic Center complex, constructed in 1976, is located on East Laurel Avenue. The complex provides offices for the administration and operations of the City. In addition, the complex houses the Council Chambers and the Civic Center for public meeting and events. The Civic Center has a 430-seat capacity and is available for receptions, seminars, and special events. However, the need for a larger facility has been acknowledged by City leaders and an event center feasibility analysis was prepared in 2006.



The Foley Public Library, a 7,000 square foot structure built in 1984, was recently renovated. It is immediately adjacent to the City Hall/Civic Center complex on East Laurel Avenue. The City Museum Archives Department operates out of the restored L&N Railroad Depot at the intersection of SR 59 and US 98. The Convention and Visitor's Bureau is less than one-half mile to the west.



The Sanitation Department, offers curbside pickup of household garbage and yard debris biweekly in addition to street sweeping and mosquito control. The closest landfill is Magnolia Sanitary Landfill located in Magnolia Springs, west of Foley. Curbside pickup of recyclable products is also offered by the City on a weekly basis.



The Foley Fire Department, is staffed with 15 full-time paid firefighters and 14 part-time firefighters. The department operates out of two stations, one at South Alston Street and West Verbena Avenue and a second station on County Road 20 West. The department also has a training facility on US 98 with a four-story tower and a two and one-half story residential structure. In late 2007, a fire engine and ladder truck were acquired. The Insurance Services Office (ISO) rating inside the corporate limits is "3" and is the same rating outside of the corporate limits if the structure is within 1,000 feet of a fire hydrant.. Cities and towns with a low ISO rating receive better insurance premiums for the citizens living there.

The City of Foley Justice Center, is on East Section Street, approximately one mile north of City Hall. It houses the Foley Municipal Court and the Foley Police Department. Presently, the Department has 49 officers which serve to protect citizens with approval for additional officers to result at 63 when fully staffed. The Baldwin County Commission operates a satellite courthouse on East Section Street across from the Justice Center.

The Foley Post Office, a 14,000 square foot building on US 98 (Laurel Avenue) in downtown. The facility, owned by the City of Foley and leased to the U.S. Postal Service, serves Foley and surrounding communities.

The Foley Municipal Airport, has a 3,700 foot runway with a fixed based operator that offers aircraft fuel service and maintenance, T-hangars, aircraft rental, flight instruction, car rentals, and a lounge. The airport is situated on Fern and Hickory Streets, approximately 3 miles northwest of downtown Foley.

Parks and Recreational



The City of Foley's Parks Department maintains approximately 163 acres of parks, recreational facilities, and open space.

Heritage Park. 4-acre facility located in the downtown area at the intersection of East Laurel Avenue and SR 59. Annual events such as the Heritage Harbor Days and Let it Snow take place at the park, which is also home to the Foley Depot Museum.

John B. Foley Park. Another park in the downtown area along SR 59. The 3-acre park's fountain and shade trees provide a relaxing setting for many events including Arbor Day, Christmas in the Park, Art in the Park and the Chili Cook-off.

Melvin Roberts Park. 20-acre facility located on the corner of Cedar and Section Streets and includes baseball fields, lighted tennis courts, a basketball court, covered pavilion, playground equipment as well as a nature trail with a gazebo.

The Max Griffin Park. 13-acre facility on Alston Street between Verbena and Roosevelt Avenues. It features the Griffin Pool as well as the *Foley Kids Park* designed with input from local children.

Aaronville Park. Includes a pool, baseball and softball fields as well as basketball courts situated on 2 acres at the corner of 5th Avenue and Cedar Street.

Beulah Heights Park. 8-acre park with baseball and softball fields, tennis courts and playground equipment. This facility is located at the intersection of Pecan Street and Jackson Street.

Evans Park. 14 acres of open space on Park Avenue just south of Foley High School. This space is available for passive, unorganized recreation.

The Foley Horse Arena. Located on McKenzie Street in the northern portion of the city. The 10-acre facility has a lighted arena, concession stand, horse stalls, announcer booth and restrooms.

The Foley Hike-Bike Trail. A landscaped trail along the railroad right-of-way east of Highway 59 and passes by Heritage Park and John B. Foley Park.

Foley Soccer Park. 89-acre facility on UA 98 in west Foley. It has lighted soccer fields and a concession building. Plans to expand the park are currently under design which will include a softball/baseball complex, eight tennis courts

Graham Bayou Park. City leaders are making preparations for another new recreational facility; Graham Bayou Park. The park will be situated on a portion of a 483-acre in the southeast quadrant of Foley. Graham Bayou is a tributary of Wolf Bay and runs throughout the property.

Medical and Health Care



Although not operated by the City, the **YMCA** on South Pine Street near Foley High School also offers recreational programs to area citizens. In addition, the **Foley Senior Center** has been providing service and activities to area seniors for more than 20 years at its location on East Rose Avenue.

Health and Human Services. Foley is home to the South Baldwin Regional Medical Center, a 162,000 square foot facility with 112 beds serving over 140,000 patients annually. Recent expansion and improvement efforts include a new wing of 28 general medical and surgical rooms, installation of a fixed base PET/CT scanner for the detection and treatment of cancer, and the introduction of a new group of emergency room physicians.

The Medical Arts Associates. A privately-owned facility located on North McKenzie Street, provides out-patient medical services. Behind this facility is the Foley Nursing Home which has the capacity to serve up to 154 patients. A small group domiciliary facility, the Rockstall-Rogers House, is located in the downtown area on North Alston Street and has a 16-bed capacity. Also in downtown, the Baldwin County Mental Health Department has an office on East Laurel Avenue

Live Oak Independent and Assisted Living Community, located on North Cedar Street, is a gated community that offers independent one and two bedroom apartments for senior citizens as well as one bedroom assisted living apartments.

Schools



Presently in Foley, there are five public schools operated by the Baldwin County Board of Education and two private/parochial schools. The breakdown of schools includes the following:

School Name	Location	Grades Taught	Capacity (students)
Public			
Foley Elementary	N. Cedar St	K-3	750
Magnolia Elementary	Jaguar Loop	K-6	600
Foley Intermediate	S. Cedar St	4-5	300
Foley Middle	N. Pine St	6-8	700
Foley High	Pride Drive	9-12	1,500
Private			
Open Door Christian	CR 12	K-12	200
Victory Christian Academy	CR 12	K-8	50

Foley Demographic Profile

The City of Foley is the third largest of 12 municipalities located in Baldwin County, which is a coastal county in the southernmost part of Alabama. Baldwin County has a 2000 population of 140,415 persons and is the second fastest-growing county in Alabama, following only Shelby County. Other municipalities in Baldwin County include Bay Minette (the County Seat), Daphne, Elberta, Fairhope, Gulf Shores, Loxley, Orange Beach, Robertsdale, Silverhill, Spanish Fort, and Summerdale. Population in the municipalities ranges from 552 person in Elberta to 16,581 persons in Daphne.

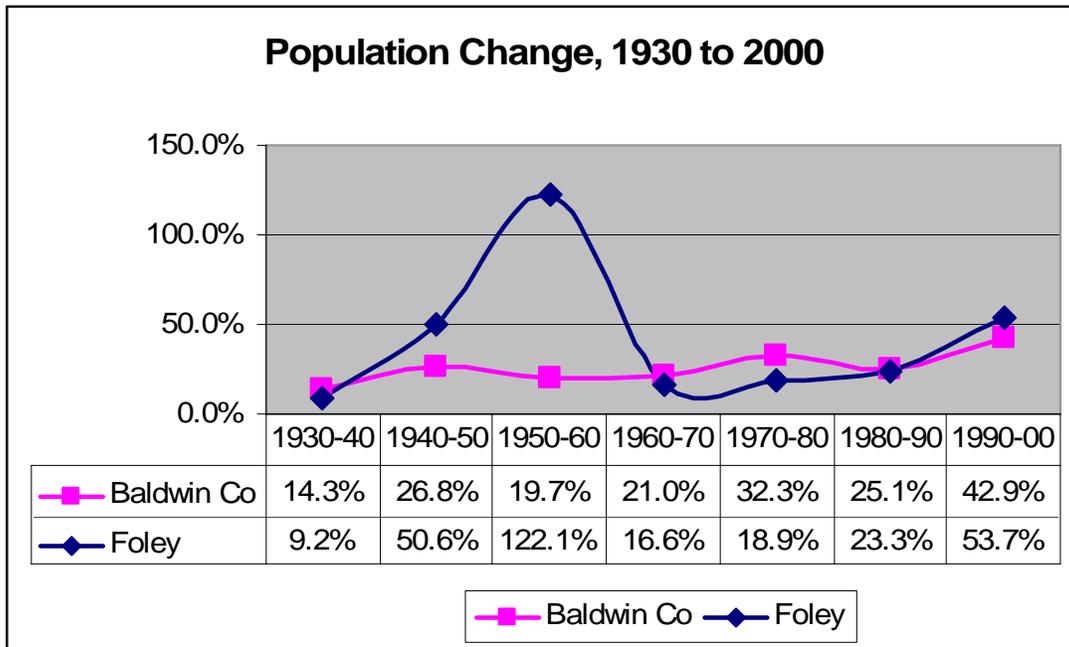
The following is a demographic profile of the City of Foley that includes information about the city's population, and education and income levels. For comparison purposes, information may be provided for the United States, the State of Alabama, Baldwin County and the other municipalities in Baldwin County. Unless otherwise noted, all data has been obtained from the U.S. Bureau of Census or the University of Alabama Center for Business and Economic Research, which houses the Alabama State Data Center.

Population

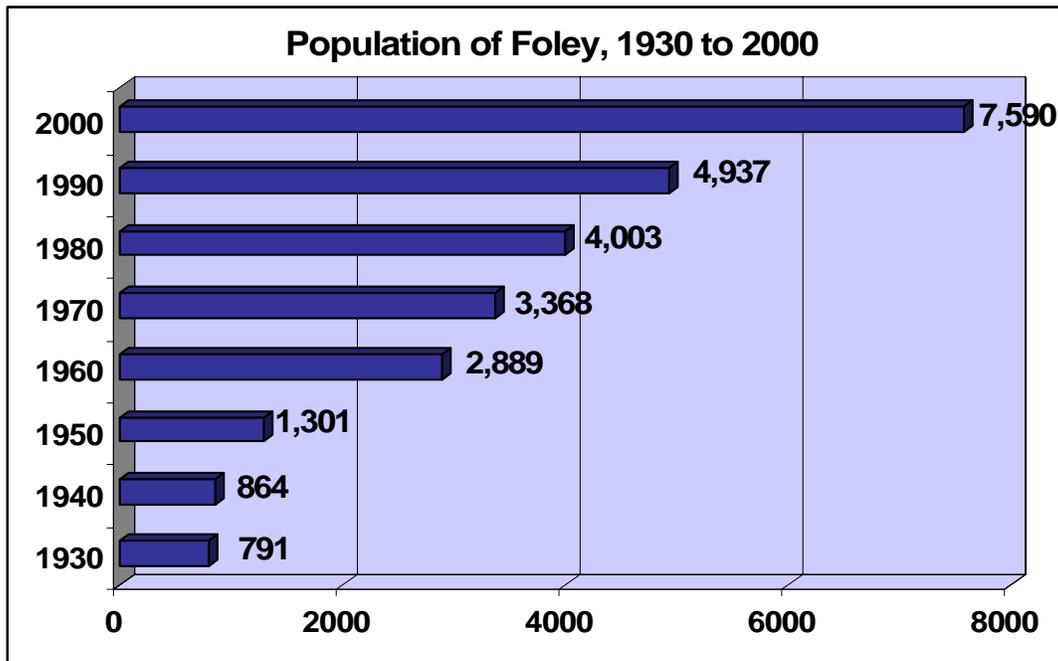
According to the 2000 Census, Foley has a population of 7,590 persons and encompasses 14.29 square miles, which is 0.7 percent of the total land area of Baldwin County. Foley has a population density of 531.8 persons per square mile, which is considerably higher than the population density of Baldwin County, at 88.0 persons per square mile. In comparison to the other municipalities in Baldwin County, however, the population density of Foley is fairly low, with only Gulf Shores, Orange Beach, Silverhill, and Summerdale being less densely populated.

Comparison of Population Density, 2000					
Municipality	2000 Population	Density (persons per square mile)	Municipality	2000 Population	Density (persons per square mile)
Bay Minette	7,820	977.6	Loxley	1,348	571.3
Daphne	16,581	1,230.5	Orange Beach	3,784	363.9
Elberta	552	736.9	Robertsdale	3,782	692.6
Fairhope	12,480	1,133.5	Silverhill	616	517.5
Foley	7,590	531.8	Summerdale	655	125.7
Gulf Shores	5,044	274.3	Spanish Fort	5,423	844.2
<i>Source: U.S. Bureau of Census, 2000</i>			Baldwin County	140,415	88.0

Both Baldwin County and the City of Foley have experienced tremendous population growth during the last 70 years. Between 1930 and 2000, the population of Foley increased more than eight-fold from 791 persons in 1930, with a gain of 6,799 persons by the 21st century. Comparably, Baldwin County experienced a four-fold increase from 28,289 persons in 1930 to 140,415 persons in 2000, which is an increase of 112,126 persons during the 70-year time period. Baldwin County has seen a fairly steady rate of increase with an average increase of 26 percent per decade. Between 1990 and 2000, however, the County experienced a more significant increase of 42.9 percent. The growth rate of the City of Foley has not been as stable as Baldwin County. The average rate of population increase in Foley is 42.1 percent per decade between 1930 and 2000. Foley's population growth, however, has come in sporadic events, with a 50.6 percent increase between 1940 and 1950, a 122.1 percent population increase between 1950 and 1960, and most recently, another 53.7 percent increase between 1990 and 2000.



Source: U.S. Bureau of Census

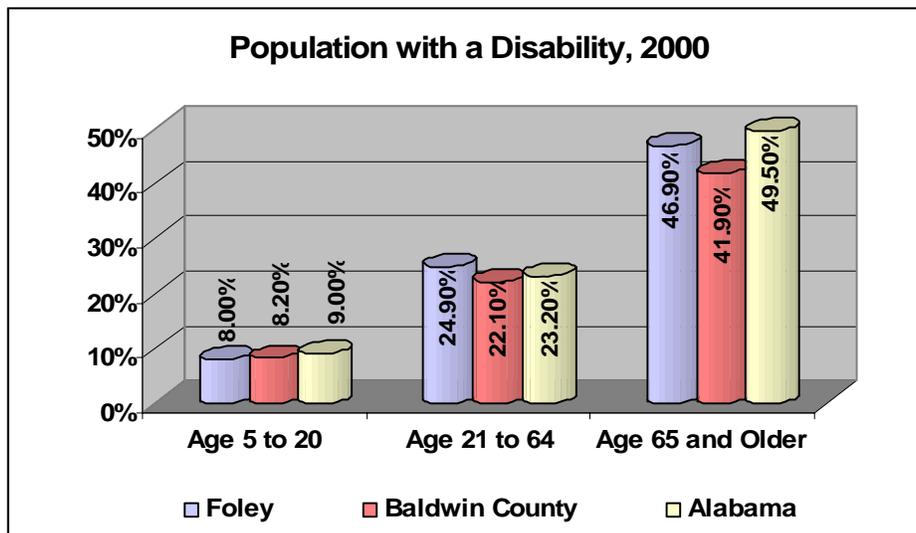


Source: U.S. Bureau of Census

Foley has a majority white population, at 74.49 percent of the total population. African-Americans comprise 21.86 percent of the population, 2.50 percent are persons of another race, and 1.15 percent are persons of two or more races. Of the total population, 4.6 percent, or 352 persons, are Hispanic, the majority of which are Mexican. The racial composition of Baldwin County is very similar to that of Foley, with a majority white population, at 87.15 percent. African American comprises 10.29 percent of the total County population, 1.52 percent are persons of another race, and 1.04 percent are persons of two or more races. The Hispanic population of Baldwin County is less than that of Foley, at 1.8 percent of the total population.

Of Foley’s total population, 45.8 percent are male and 54.2 percent are female. The median age is 39.6. Both of these statistics are out of line with the state and most other communities in Alabama. Gender breakdown for the state is 48.3 percent male and 51.7 percent female. The median age for the state is 35.8, considerably lower than that of Foley. Furthermore, Foley has a higher percentage of female population that is age 65 or older, at 13.4 percent, in comparison with 7.8 percent for the State of Alabama. The proportion of males and females in Baldwin County is more similar to the State, with 49.0 percent of the population being male, and 51.0 percent female. The percentage of females age 65 and older in Baldwin County, at 8.5 percent, is also in line with the State. The median age of Baldwin County, at 39.0, however, is more comparable to Foley.

In contrast, Foley also has a lower percentage of population with a disability in the older age brackets than that of the State; however, it is still higher than that of Baldwin County. Of the total Foley population, age 5 to 20 years, 8.0 percent have a disability, while 8.2 percent of the same age group in Baldwin County have a disability, and 9.0 percent of the Alabama population. In the 21 to 64 age bracket, which is generally considered to be the working age population, 24.9 percent in Foley are disabled in comparison to 22.1 percent for Baldwin County, and 23.2 percent for the State. Of the population age 65 and older, 46.9 percent in Foley have a disability, while 41.9 percent in Baldwin County are disabled and 49.5 percent of the total elderly populations for the State are disabled.



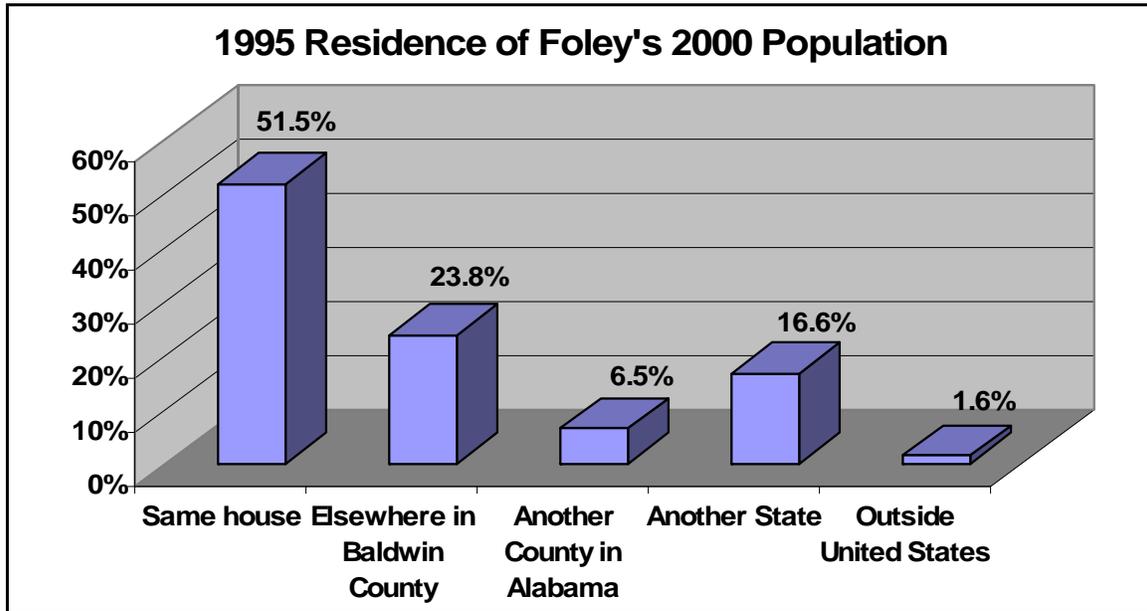
Source: U.S. Bureau of Census, 2000

There are a total of 3,126 households in Foley, of which 67.4 percent are family households and 32.6 percent are non-family households. Of the family households, 48.4 percent are married couples, of which 16.6 percent have children under 18 years of age. In comparison, 15.7 of the households have a female head of household, with no husband present, of which 9.3 percent have children under the age of 18. The average household size is 2.35 persons and the average family size 2.85 persons. Foley has a higher percentage of non-family households and female head of householders than the State of Alabama, at 30.0 percent and 14.2 percent, respectively. The female-headed households with children present is also higher in Foley than for the State, at 8.1 percent.

As evidenced by the high population increase between 1990 and 2000, Foley has a somewhat transient population. Only about half of Foley citizens are native Alabamians, with 49.9 percent being born in Alabama. Of the remaining 50.1 percent, 45.4 percent were born in another state, 0.9 percent are U.S. citizens born outside of the United States, and 3.8 percent were foreign-born. Of those that were foreign-born, 1.8 percent are naturalized citizens and 2.0 percent are not U.S. citizens. The majority of the foreign-born population, at 63.1 percent, entered the United States between 1990 and 2000. The majority of the Foley population, age five and older, speaks English as their primary language. Of the 5.7 percent of the population that speak a language other than English as their primary language, 2.1 percent speak English

less than “very well,” according to the 2000 Census. The second most prominent language is Spanish, with 4.2 percent of the population speaking Spanish at home.

Of the total population that is five years of age and older, just over half (51.5 percent) did not move in the five years prior to the 2000 Census. Of the remaining 48.5 percent of the population that moved between 1995 and 2000, 23.8 percent moved within Baldwin County, 16.6 percent moved to Foley from another state, 6.5 percent moved to Foley from another county in Alabama, and 1.6 percent moved to Foley from another country.

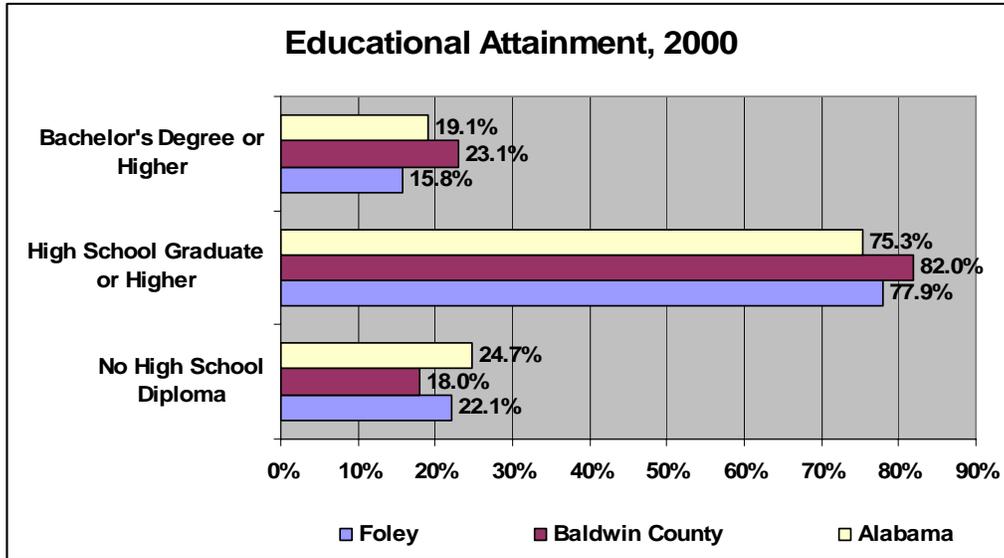


Source: U.S. Bureau of Census, 2000

Education

As of the 2000 Census, the population of Foley (age 3 and over) enrolled in school is 1,626 persons, of which 5.6 percent are in nursery school or pre-school, 4.8 percent are in kindergarten, 50.7 percent are in first through eighth grade, 24.4 percent are in high school and 14.6 percent are in college or graduate school.

Foley has a population, age 25 and older, of 5,139 persons, of which 22.1 percent do not have a high school diploma. In comparison, 18.0 percent of the same population group in Baldwin County have less than a high school education and 24.7 percent of the State of Alabama population, age 25 and older, do not have a high school diploma.

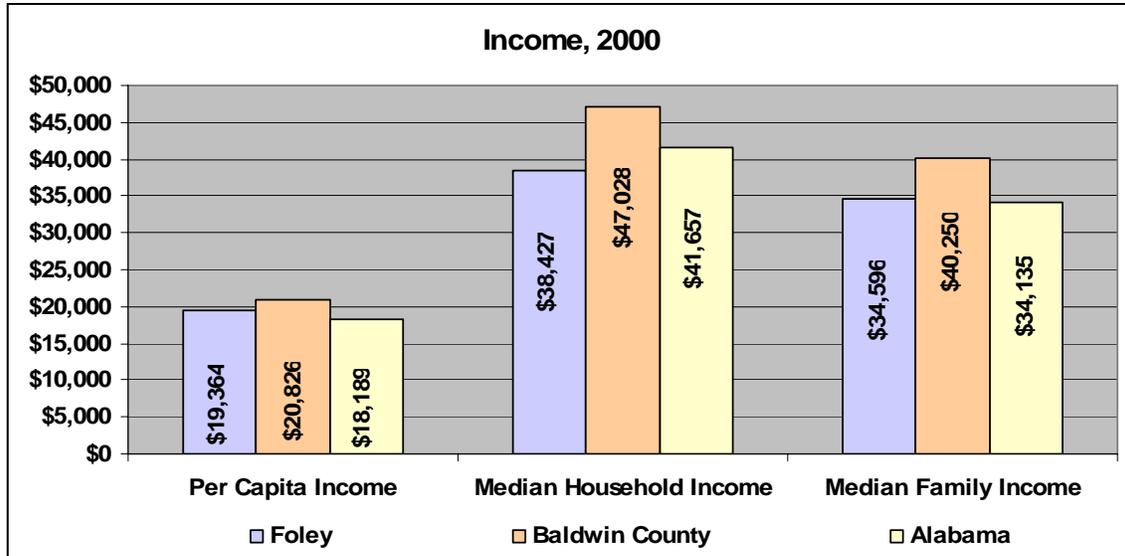


Source: U.S. Bureau of Census, 2000

Of the remaining 77.9 percent of the Foley population, age 25 and older, 34.7 percent have either earned a high school diploma or an equivalency diploma; 24.5 percent have some college, but no degree; 3.3 percent have an Associate's degree; 10.3 percent have a Bachelor's degree; and 5.2 percent have a graduate or professional degree. In comparison to the State of Alabama, of the 75.3 percent of the state population, age 25 or older, that have a high school education or more, 30.4 percent have earned a high school or equivalency diploma; 20.5 percent have some college but no degree; 5.4 percent have an Associate's degree; 12.2 percent have a Bachelor's degree; and, 6.9 percent have a graduate or professional degree.

Income

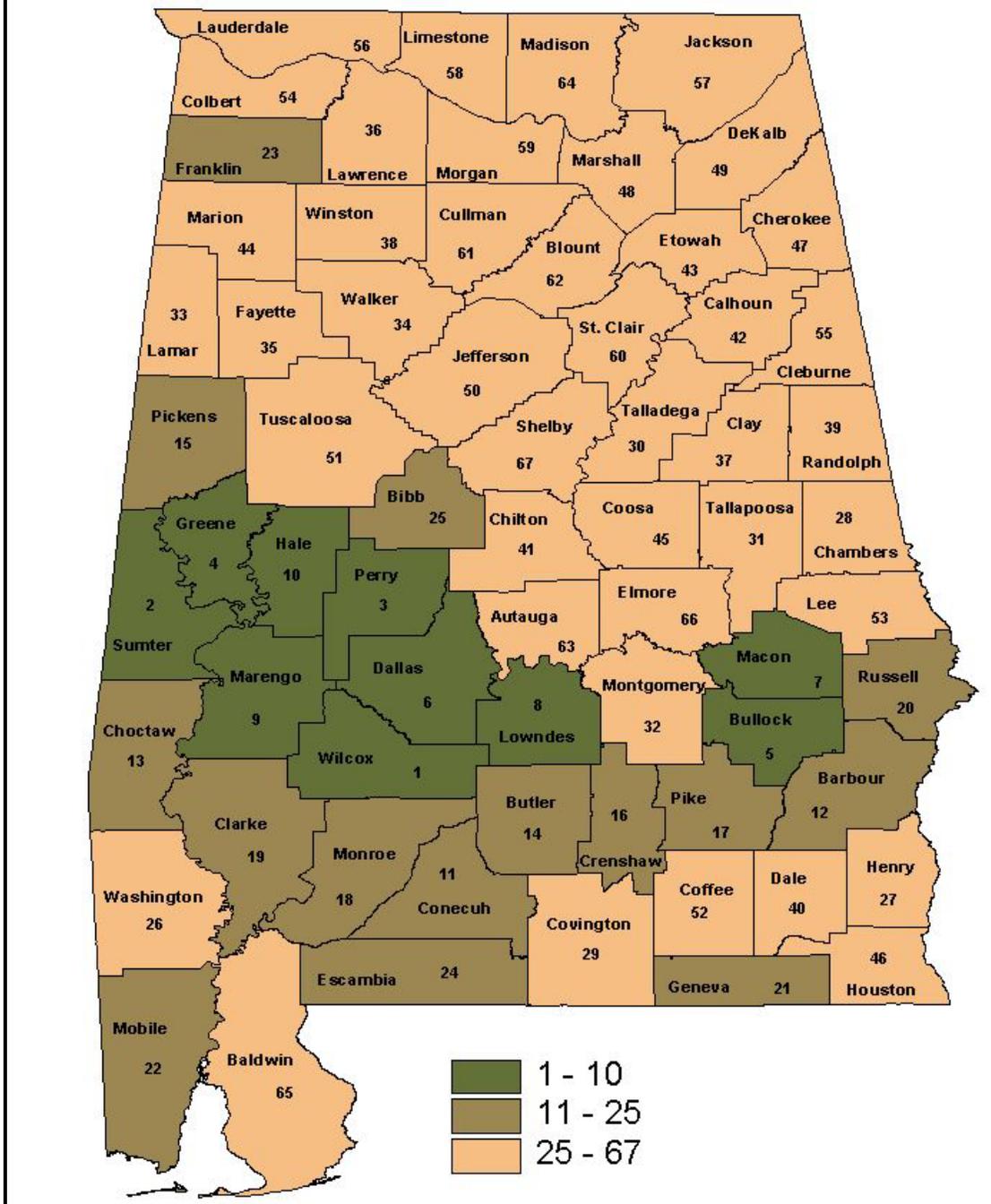
Baldwin County has some of the highest income levels in the State, ranking fourth in highest per capita income and ranking fifth in highest median family and median household incomes. While income levels in Foley are generally higher than a great majority of the State, they are lower than the overall income levels of Baldwin County. Foley has a per capita income of \$19,364, in comparison to the per capita income of Baldwin County, at \$20,826, and the State, at \$18,189. Median family income and median household income follow the same pattern. The median family income for Foley is \$38,427. For Baldwin County, the median family income is \$47,028; and for the State, it is \$41,657. The median household income for Foley is \$34,596; for Baldwin County, it is \$40,250; and for the State, the median household income is \$34,135.



Of the 3,076 households in Foley, 11.4 percent have a household income of less than \$10,000; 23.6 percent have a household income between \$10,000 and \$24,999; 25.8 percent have an income between \$25,000 and \$49,999; 50.1 percent have an income between \$50,000 and \$74,999; and 12.7 percent have a household income of \$75,000 or more. The median earnings for male, full-time, year-round workers are \$28,523; and for females, the median earnings are \$20,660. In comparison in Baldwin County, median earnings for males are \$34,507, and for females are \$23,069; and for the State, median earnings for males are \$32,383, and for females, the state median earnings are \$22,518.

Baldwin County has the third lowest family poverty in the state with only 7.6 percent of the families living below poverty level, in comparison to 12.5 percent of families in the State of Alabama living below poverty level. The percentage of families living in poverty in Foley is similar to that of Baldwin County, at 7.1 percent. In contrast, poverty levels for families with female householders is considerably lower in Foley, at 19.1 percent, than in Baldwin County, at 25.0 percent, or in the State, at 35.6 percent. Individual poverty level in Foley falls between Baldwin County and the State. The percentage of individuals in Foley living at or below poverty level is 11.5 percent. In comparison, the percentage of individuals in Baldwin County living at or below poverty level is 10.1 percent; and, for the State, is 16.1 percent. The poverty level for individuals age 65 and older in Foley is slightly higher, at 12.0 percent, than the individual poverty rate for the city. In contrast, the poverty level for persons age 65 and older is lower than the individual poverty rate in both Baldwin County and the State of Alabama, at 8.9 percent and 15.5 percent, respectively. Across the state, poverty reaches as high as 36.1 percent of the total families and 39.9 percent of all individuals in Wilcox County. In fact, 12 Alabama counties have individual poverty higher than 25 percent of the population; and eight counties have family poverty higher than 25 percent of the total families.

Rank by County- Family Poverty, 2000

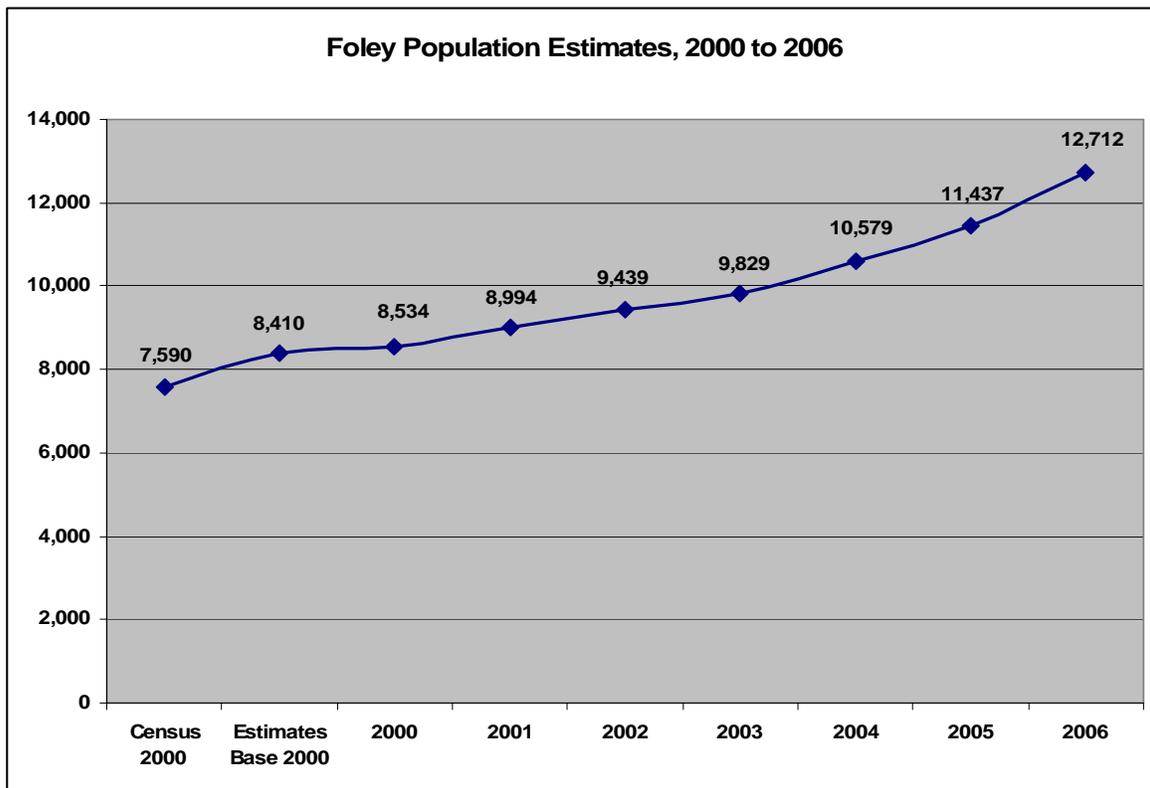


Source: The Center for Business and Economic Research, University of Alabama; U. S. Census Bureau, Census 2000

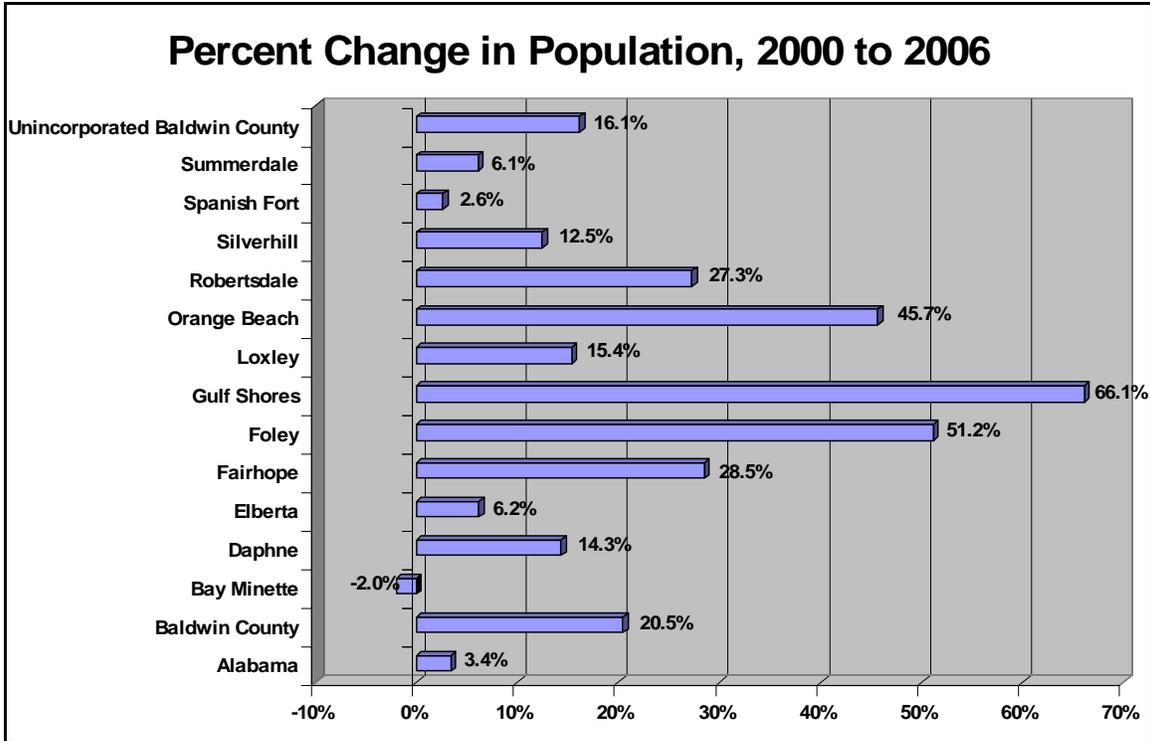
Population Trends

Population estimates, provided by the Alabama State Data Center at the University of Alabama's Center for Business and Economic Research (CBER) for the six years following the April 1999 Census count for 2000 indicate a continuing population increase across Baldwin County. The population of Foley that was used as a base for the population estimates was 8,410 persons as of April 2000. From 2000 to 2006, population estimates are based on the population as of July for each year. The CBER population estimates indicate population growth for the City of Foley of 4,302 persons between April 2000 and July 2006, which is an increase of 51.2 percent.

The CBER population estimates also indicate that the City of Foley is experiencing the second highest population increase in Baldwin County. Only Gulf Shores is experiencing a more significant population increase, at 66.1 percent. In fact, the population estimates show that, of the 12 municipalities in Baldwin County (including Foley and Gulf Shores), eight have had population growth in excess of 10 percent between 2000 and 2006. Three of the municipalities (Elberta, Spanish Fort and Summerdale) experienced population increases between 2.6 and 6.2 percent. Only Bay Minette had a population decrease. In comparison, the CBER estimates show that, during the same time period, the population of all of Baldwin County increased 20.5 percent, the population of the unincorporated part of Baldwin County increased 16.1 percent, and the population of the State of Alabama increased 3.4 percent.



Source: Center of Business and Economic Research, University of Alabama



Source: Center of Business and Economic Research, University of Alabama

While the Alabama State Data Center does not provide population projections for non-urban areas, it does provide projections for Alabama counties and metropolitan areas that are based on the Census counts and estimates. The projections indicate that Baldwin County should continue to experience population growth that well exceeds the anticipated growth rate of the State. It is projected that between by 2025, the Baldwin County population will reach 248,436 persons, which is a projected increase of 76.9 percent, or 108,021 persons. In comparison, the population of the State of Alabama is expected to increase 21.1 percent, or 938,897 persons, during the same time period.

Alabama County Population 2000 and Projections 2005-2025								
County	Census 2000	2005	2010	2015	2020	2025	Change 2000 - 2025	
							Number	Percent
Alabama	4,447,100	4,644,503	4,838,812	5,028,045	5,211,248	5,385,997	938,897	21.1%
Baldwin	140,415	162,314	184,375	206,251	227,727	248,436	108,021	76.9%

Source: Center of Business and Economic Research, University of Alabama

Vision and Guiding Principles

2.1

Vision

Create a city that has sense of place, protects and preserves its natural environment, celebrates its agricultural history and context, and accommodates anticipated growth and development for the area.

2.2

Guiding Principles



Enhance Sense of Place

The plan should in every way protect, promote and ensure the unique sense of place that defines and reflects Foley including its landscape, its built environment, its history, and its culture.



Preserve Environmental Features

The plan should protect the environment and capitalize on the City's natural features. Including development of a city wide greenway, parks and open space, tree canopy, and landscape standards for all future development and redevelopment within the City of Foley



Raise Development Standards

The plan will suggest "raising the bar" with regard to development standards through recommendations for *Expressway Design Standards* to guide development along the Foley Beach Express, and other future development and redevelopment including residential and mixed use.



Promote Responsible Regionalism

The plan should in every manner possible define and recommend actions to facilitate the City's desire to serve as a principal partner in support of regional growth and development. Context sensitive development, historical preservation, nature-based tourism, industrial recruitment and support for the school system are key issues with regional impacts that should be supported throughout the plan.

2.2 Enhance Sense of Place

The plan should in every way protect, promote and ensure the unique sense of place that defines and reflects Foley including its landscape, its built environment, its history, and its culture.

Sense of place is a critical element that must be understood and incorporated if a comprehensive plan is to reflect the wonderfully unique elements that make a place different and highly desirable for its citizens and residents. Comments documented early in the planning process from citizens and city leaders reflect a strong desire that the City of Foley enhance and preserve its sense of place and the quality of life that residents have come to love and appreciate as their hometown.

In fact, it could be argued that all input, survey results, identification of community assets and community needs collected during the planning process speaks to the sense of place residents' desire. As such, those elements formed the basis of the plan's guiding principles.

Strategies:

- ***Make Downtown a Destination***
 - Incorporate Mixed Use Development*
 - Incorporate Downtown Residential*
 - Ensure Pedestrian Friendly Walkable Community*
 - Incorporate a Green Infrastructure*
 - Establish a Historical District*
 - Develop a Downtown District Master Plan*
- ***Develop a City wide Greenway***
- ***Adopt Architectural Design Standards***
- ***Establish Gateways***
- ***Preserve Historical Context***



2.2 Preserve Environmental Assets

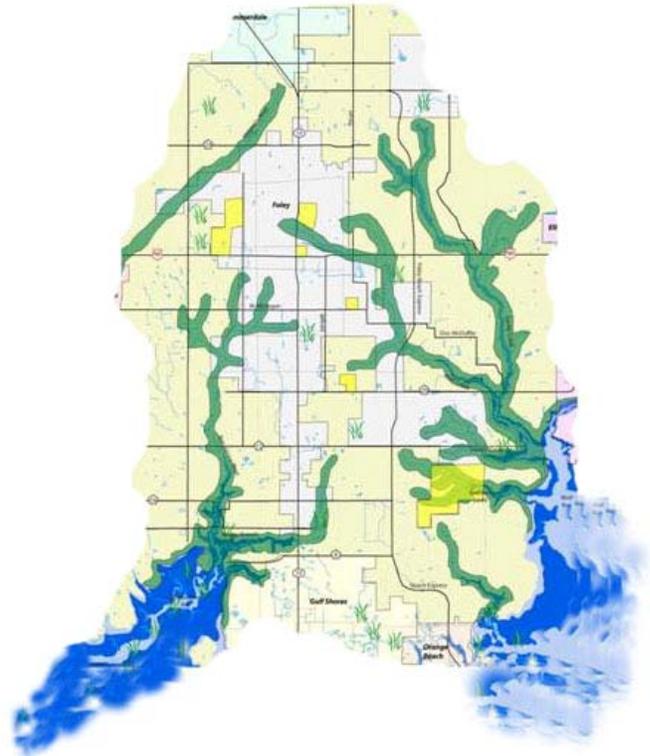
The plan recommends and supports policies that provide for enhancement of Foley's environment and capitalize on the city's natural features. As such the plan promotes actions reflecting a green city characterized by greenways, parks, preservation of tree canopy, open space, and landscape standards for all future development (and redevelopment) within the City of Foley.

Capitalizing upon Foley's progressive actions toward making the city greener and more aesthetically pleasing, the planning team set the tone for Foley's comprehensive plan with the suggestion of a highly visible greenway element that serves as a strong impact within the urban framework and defines the City's commitment to environmental integrity, recreation, healthy living, and social and physical connectivity throughout the city.

Paired with Foley's past and present actions toward preservation of tree canopy (complementary for the Historical District), the greening of downtown with landscape elements, and the meticulous maintenance of the downtown park and municipal properties, Foley has set the stage to become a model city demonstrating policies and practices that combine preservation of green space with development for successful outcomes regarding the need for sustainability within the context of urban design.

Strategies

- *Develop a City-wide Greenway*
- *Pursue stream mitigation strategies*
- *Promote stormwater management regulations*
- *Develop a master plan for parks and recreation facilities*
- *Develop alternative design standards incorporating green buffers and landscape standards*
- *Preserve and protect tree canopy*
- *Preservation of Foley's Agricultural Context*



2.2 Raise Development Standards

The plan should incorporate a consistent message supporting actions to “raise the bar” regarding development standards within the City of Foley. In particular citizens and city leaders have expressed a vision for innovative design standards for guiding development along the Foley Beach Express. The plan should include recommendations in support of mixed use development and other leading-edge development typologies as a methodology for attracting desirable residential population and enhancing the quality of life for all residents of the City of Foley.

As a crucial component of raising development standards, the plan should in every way possible encourage incorporation of green infrastructure within new development as a reinforcement of Foley’s historic sense of place and appeal for new markets of residential growth.

Strategies:

- *Create and Adopt Expressway Design Standards*
- *Revise Architectural standards*
Residential
Commercial
PUD
- *Develop a Walkable Community*
- *Develop Green Infrastructure*
- *Define Special Districts and Specify Aesthetics*

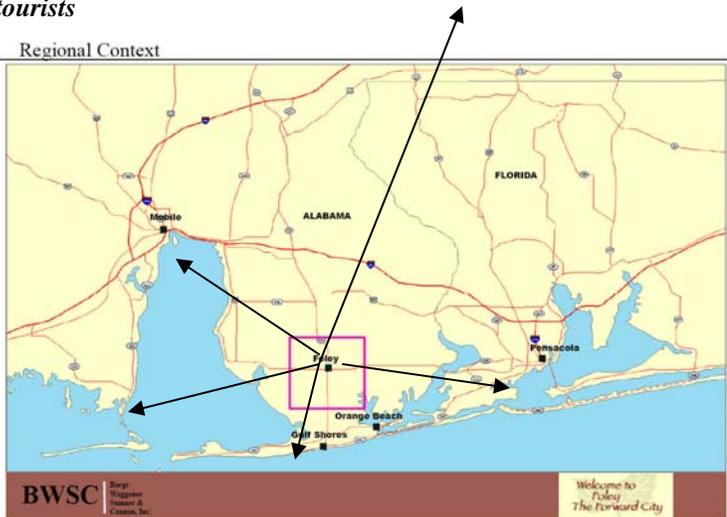


2.2 Promote Responsible Regionalism

The plan should in every manner possible define and recommend actions to facilitate the City's desire to serve as a principal partner in support of regional growth and development. Context sensitive development, historical preservation, nature-based tourism, industrial recruitment and support for the school system are key issues with regional impacts that should be supported throughout the plan.

Strategies:

- *Protect and preserve the critical watersheds and natural areas that provide for the scenic beauty of the area*
- *Provide adequate transportation infrastructure providing efficient travel routes for both local residents, and tourists*
- *Encouraging context sensitive design and development*
- *Provide Residential Housing Options*
- *Enforce access management standards along the Foley Beach Express*
- *Engage with Schools and School Boards*
- *Pursue Industrial Recruitment*
- *Promote Nature-Based Tourism*



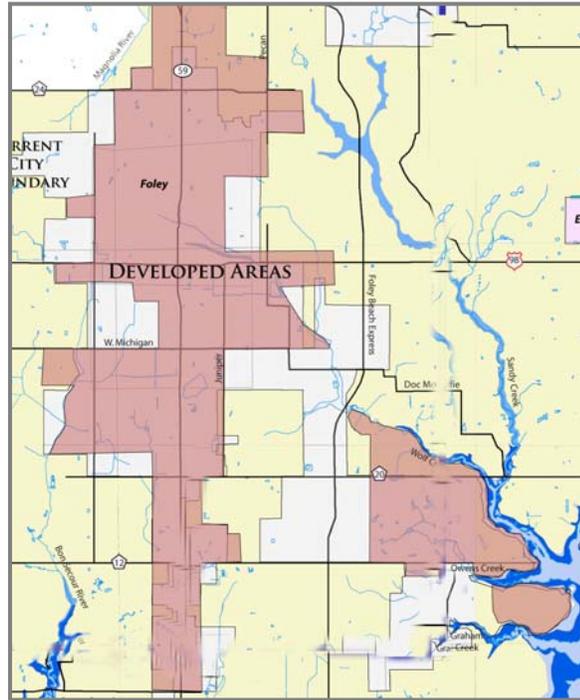
From Vision to Structure

Following development of the City's vision and guiding principles, significant volumes of citizen comment and input were merged to establish options for structure of future land use within the City of Foley. The planning team synthesized all input and vision into two alternatives which were presented to the public for additional comment and input. Section 3.0 which follows provides details of the two alternatives.

Structure Plans: Strategies for Future Land Use

Since The City of Foley is surrounded by vast tracts of undeveloped land, future land use considerations represent the single most critical factor in determining Foley’s future sustainability and impact upon sense of place.

Informed by the community assessment and citizen input phases, the planning team developed two alternative land use “structure plans” which were presented to the public in an open meeting held at Foley City Hall on April 25, 2007. The conceptual alternatives were posted in City Hall and on the City’s website for ongoing citizen review and comment. From that input, a third option was developed reflecting preferred elements from each alternative. Those preferred elements were merged to form the final future land use model which then served as a guide for development of policy recommendations and the resulting plan document.



Developed and Undeveloped Lands- Foley, Alabama

Structure Plans provide a means of synthesizing the community’s desires with traditional land planning techniques

to form a **conceptual model** for guiding future land use decisions. Structure Plans (also commonly referred to as *Future Land Use* plans) **are not to be inferred as zoning**.

Rather, **they represent “conceptual” and philosophical planning principles** that merely suggest and inform city leaders in decision making processes relative to land use. Further, while consideration was given with regard to the primary existing structure within Foley, the conceptual structures were not developed to reflect Foley’s current zoning and they are not parcel specific.

Each option represents a logical, realistic, and functionally sound potential pattern of land use. Response to the two options served as a method of further detailing the City’s overall preferences as indicated by the plan’s defined *Vision & Guiding Principles*.

General Policies Guiding Development and Application of Structure Plans

General Policies are designed to result in the most appropriate development at the most appropriate locations, while ensuring such development is compatible with the natural environment and respects sites and areas with historical significance. In addition, general policies address non-conforming activities including the preservation of affordable housing stock, accessibility and design standards, as these issues affect all types of development. General Policies were utilized by the planning team in recommending and crafting reasonable alternatives for defining *Future Land Use Structure*.

Choosing a Structure Plan Category

The choice of a structure plan category (zone) should not be decided on the basis of existing land uses. The guidelines in this and other planning documents may show that a given area is best suited for uses other than those which already exist in the area, and these guidelines should be used to Facilitate the City's efforts to determine a "best and most appropriate use" for a given area within the city.

Determining Boundaries of Structure Plan Areas

In some instances, the boundary between two different Structures (zones) is not readily apparent. This most often tends to be the case in undeveloped areas. Consequently, guidelines are necessary to aid in determining the boundary between two structure plan areas that best carries out the intent of both categories. Some boundaries are obvious, such as those formed by natural features, including streams and sharp topographic breaks, or those formed by predominant artificial features. If those are not available, screening features should be created on the property of the more intensive use. To determine land use policy boundaries that are not definitive on the Structure Plan, the following guidelines are suggested:

- An existing significant natural or man-made feature that forms a barrier between areas and can serve as an effective boundary should be identified and used to the greatest extent possible. Major utility easements, rail lines, streams, prominent hills or changes in elevation, ridge lines, and tree lines are features that can serve as effective boundaries.
- The description of the structure plan categories should be reviewed to determine whether the geographic extent of the area is implied (depth, length, area, etc.).
- The edge of a sensitive natural environmental feature should serve as the boundary for structure plan categories that are not intended to apply in areas with environmental constraints to development.
- Established development that is to be retained, such as residential neighborhoods, should be delineated. Generally, the boundary of a different structure plan area should not encroach into the area to be retained.
- Existing uses that serve as transitions, such as office uses, institutional activities, open space areas, or parks, should be identified and used as boundary enhancers.
- Where a boundary is indefinite, and the need exists to establish a boundary, the development design should be such that it clarifies and defines the boundary. Availability of services and potential expansion should also be considered in determining structure plan area boundaries.

Land use structure plans for the City of Foley were developed utilizing the following generally accepted functional Land use categories:

Land Use Categories

	RR- Rural Residential
	RL- Rural Low Density
	RM- Residential Medium Density
	RHM- Residential Medium High Density
	RCC-Retail/Commercial Concentration
	NC- Neighborhood Commercial
	MXU- Mixed Use/ Commercial Residential
	IN- Industrial
	CPB- Civic Public Benefit/Greenspace
	AR-Airport

Rural Residential- Areas that are physically suitable for development, but community desires to maintain its rural character by encouraging low density residential and agricultural uses.

Residential Low Density- Residential development designed with a density range of about 2 to 4 units per acre.

Residential Medium Density- Residential development designed with a density range of about 4 to 7 units per acre.

Residential High Density- Residential development designed with a density range of about 9 to 15 units per acre.

Retail/Commercial Concentration- Areas located at a focal point for neighborhood traffic that accommodate uses that provide routinely needed goods and services such as grocery stores, restaurants, dry cleaners and video rental stores.

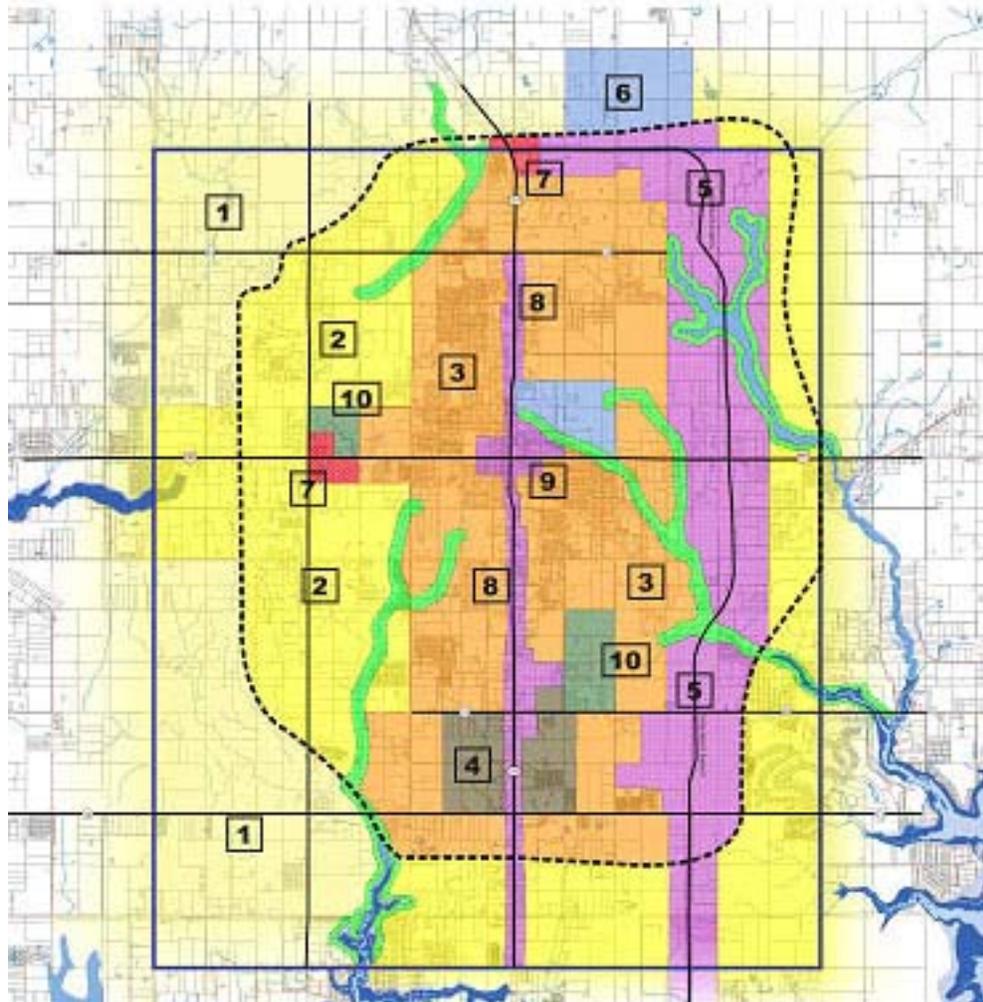
Neighborhood Commercial- Small, intense areas that may contain multiple functions such as single- and multi-family residential, public benefit activities, small scale office and commercial uses. These are intended to act as local centers of activity.

Mixed Use Commercial/Residential- Areas designed to encourage a diverse blend of compatible land uses for living, working and shopping such as residential, commercial, recreational, cultural and community facilities.

Industrial District- Areas designed for activities such as manufacturing, assembly and warehousing.

Civic or Public Benefit- General classification involving a range of public, private not-for-profit, and membership-based open space and recreational activities.

Structure Plan -Option One



This alternative is characterized by a widespread mixed use development pattern encompassing the primary transportation corridors of Hwy 59 and the Foley Beach Express. It suggests multi family housing clustered in one area, and provides for a peripheral band of low density housing.

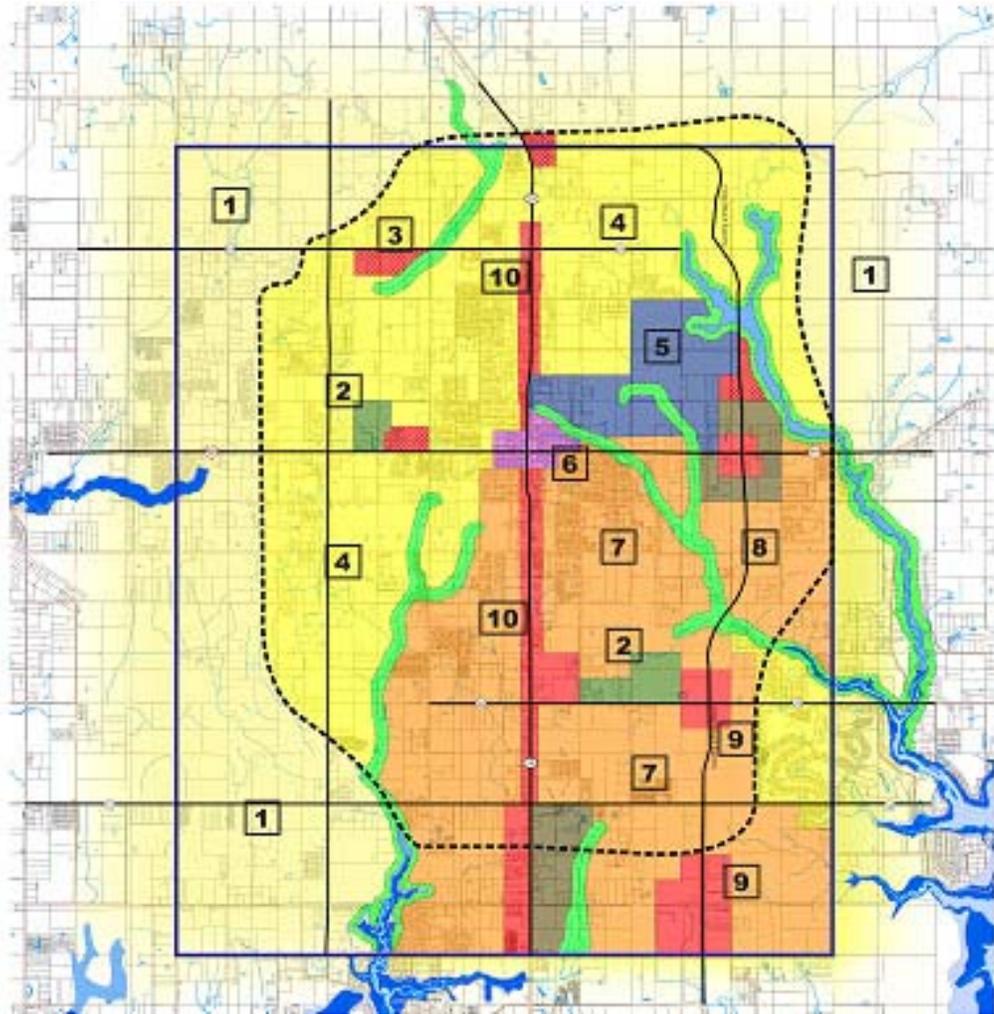
Option I: Notes

1. Western “frontier” areas (outside the UGB) to be rural/agrarian in nature and include large single family detached uses or farming.
2. Western “edge” areas (inside the UGB) to be suburban in nature (RL – Residential Low Density) and include single family detached units (1 to 3.5 units per acre).

Option I Notes Continued

3. Central core area and higher growth areas to be RM – Residential Medium Density planned unit developments (PUD’s) and include mixture of product types, including single family detached and attached, townhomes, etc. at densities ranging from 3.5 to 7 units per acre.
4. Targeted location for new multi-family developments. Proximity to large employment centers and highways required, as well as strict development and infrastructure and design standards.
5. Mixed Use corridor along Foley Beach Express. PUD plans required of new developments to show densities, product types, and design standards and aesthetic treatment of the Express “streetscape” and critical travel routes into the City core (i.e. East Laurel, County Road 20, etc.).
6. Proposed industrial location near the future extension of the Foley Beach Express to Interstate 10. Industrial uses not recommended for parcels fronting the Express, but ancillary uses to the industrial (office, restaurants, limited commercial, etc.) are envisioned in these areas.
7. Proposed Commercial “nodes” to serve as locations for new community and neighborhood shopping for the surrounding residential areas.
8. Mixed Use corridor along Highway 59 that encourages redevelopment of underutilized parcels by allowing a combination of residential, commercial, and office uses in a “main street” palette. Strong streetscape elements are needed (sidewalks, “build to” lines, etc.) to promote the new vision for this area.
9. Downtown Mixed Use District proposed to encourage the development of new mixed used projects (residential, commercial, and office) to provide a new momentum for downtown. New government offices should be located in this district to anchor the employment and customer base that is needed to maintain a vibrant economy for the downtown area.
10. Proposed Civic “hub” at the new Recreation/Soccer Park and the new Events Center to serve as the primary civic focal point for these areas of town. Create a critical mass of public uses (parks, buildings, safety, schools, etc.) to enhance the quality of life for these areas.

Structure Plan- Option Two



This alternative is characterized by traditional commercial development along the Hwy 59 corridor and along the Foley Beach Express limited to major intersections. It suggests clustering low density housing in the northwestern areas and medium density in the southeastern area, and multi family housing in two separate areas.

Option II Notes

1. Urban Growth Boundary (UGB) defines the limits of an agrarian and rural “fringe” to the City of Foley. New development is encouraged within the UGB so that the City can focus their infrastructure improvements at the least cost to taxpayers. Proposed uses are large lot single family or farming.

Option II Notes Continued

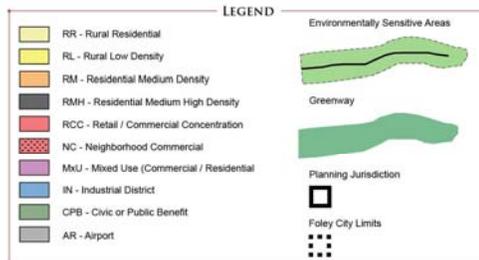
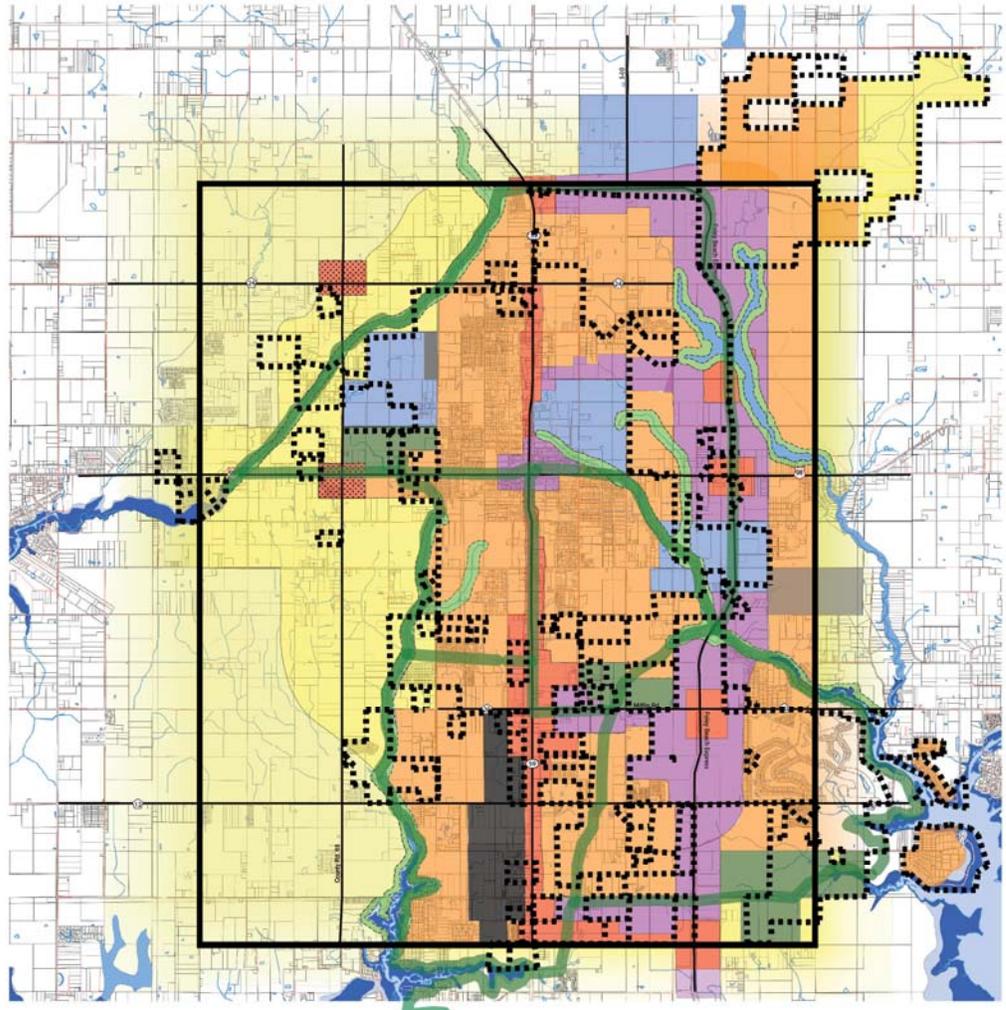
2. Proposed Civic “hub” at the new Recreation/Soccer Park and the new Events Center to serve as the primary civic focal point for these areas of town. Create a critical mass of public uses (parks, buildings, safety, schools, etc.) to enhance the quality of life for these areas.
3. Proposed Commercial “nodes” to serve as locations for new community and neighborhood shopping for the surrounding residential areas.
4. City’s western and northern “edge” areas (inside the UGB) to be suburban in nature (RL – Residential Low Density) and include single family detached units (1 to 3.5 units per acre).
5. Proposed Planned Business Park area near the existing industrial park and the intersection of the Express and U.S. 98. Strong design standards and PUD zoning is required for this new employment area (light industrial, office, back office functions, distribution, etc.).
6. Downtown Mixed Use District proposed to encourage the development of new mixed used projects (residential, commercial, and office) and provide a new momentum for downtown. All government offices are to be located herein to anchor the district’s employment/customer base.
7. High growth areas in the southeastern portions of the City to be RM – Residential Medium Density planned developments (PUD’s) and include a mixture of product types, including single family detached and attached, townhomes, etc. at densities ranging from 3.5 to 7 units per acre.
8. Targeted location for new multi-family developments. Proximity to large employment centers and highways required, as well as strict development and infrastructure and design standards.
9. Selected locations for commercial concentrations along Foley Beach Express. PUD zoning and plans required that depict densities, product types, and design standards. Aesthetically-pleasing treatment of the Express “streetscape” and critical travel routes into the City core (i.e. East Laurel, County Road 20, etc.) are recommended.
10. Commercial Concentration corridor along Highway 59 that encourages redevelopment of underutilized parcels by allowing a combination of commercial and office uses. Recommend design standards to minimize negative visual clutter (i.e. signage) and encourage strong landscape and architectural treatments for new developments.

3.3

The Future Land Use Plan

Following a period of review and comment from citizens and city leaders, The *Final Land Use Plan* was developed. The land Use Plan is represented by the following map and is more fully defined in Section 4.0 of the plan document.

FUTURE LAND USE PLAN



Section 4.0

Land Use Plan

The land Use Plan reflects Foley's preferred *Master Concept for potential Future Land Use* and serves as the core of the comprehensive plan. The Land Use plan reflects the community's preferences relative to future growth and development as defined by the Plan's *Vision and Guiding Principles*.

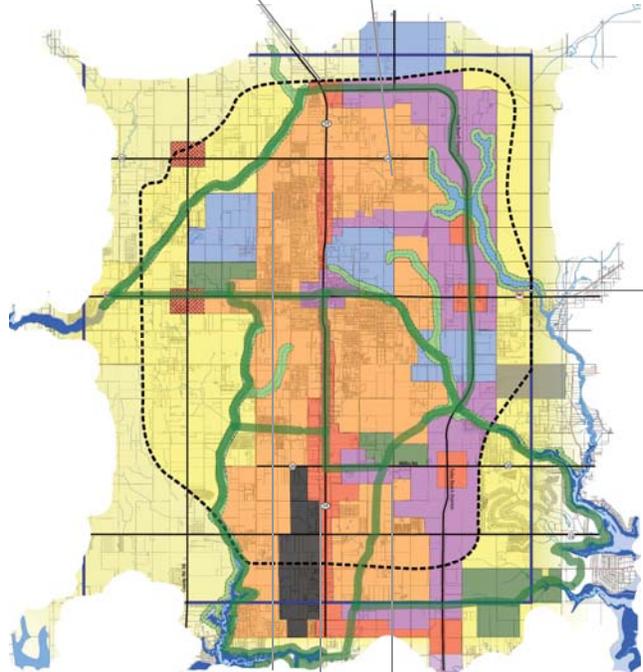
Land Use Policy Recommendations were then developed to reflect those preferences and define Foley's primary planning tasks.

Accordingly, the purpose of a comprehensive plan is to focus the community on specific issues regarding its preferences for a sustainable and prosperous future. Policy Recommendations provide the basis and framework regarding specific issues that the City should pursue. As such, once the plan is adopted, the City will be required to undertake the task of deciding which recommendations to pursue and the development of details including additional guidelines and ordinances, and zoning changes necessary for implementation of the plan.

Where applicable, *General Policy Guidelines* are also provided as supplemental support for specific land use policy recommendations. As such, the specified policies and guidelines provide a methodology for enabling the City with the task of bringing the plan to life through implementation.

The Land Use Plan defines a relevant combination of *Foley specific* and otherwise *general land use* recommendations including:

- Downtown District
- Historical District
- Foley Beach Express Corridor
- Hwy 59 Corridor
- Green Infrastructure
- Residential Districts
- Mixed Use, Commercial, and Residential Retail Districts
- Industrial Districts



Future Land Use: Evolves with Development

Section 4.1

Downtown District

Downtown Foley is vital to the City’s sense of Place. Citizens voiced strong enthusiasm regarding their desire for a revitalized Downtown Foley:

- “The Downtown area needs to be developed as a destination for tourists.”
- “There is a very real “ small town USA” attractiveness that could be enhanced in Foley”
- “Can we put more concentration on getting and keeping downtown Foley beautiful?”

Revitalization Plan

Consistent with typical development trends across the US, Foley’s traditional downtown has suffered from the shifting of new retail business away from the town center, locating along fringe areas and primary arterial transportation routes. Foley’s retail center has followed the trend and over the years has substantially relocated along Highway 59 heading southward toward the neighboring resort communities of Gulf Shores and Orange Beach. Highway 59 has become a highly congested roadway with numerous retail strip centers, hotel and lodging facilities, free standing big box operations, and Tanger Outlet Mall; a major retail draw.

Fortunately, Downtown Foley has progressed toward a viable reuse model signifying a strong entrepreneurial spirit on the part of business and property owners in the downtown district. The Plan applauds Downtown Foley’s revitalization achievements while providing additional recommendations to strengthen and enhance future progress.

4.1.1

Policy Recommendation - Develop Downtown as a Destination

Given the established pattern of successful high volume retail clustered along the Highway 59 corridor, the plan recommends a strategy for capitalizing upon the existing retail structure as a means for enhancing revitalization and expansion of specialized retail in the downtown district. To



do this requires the City’s consideration for new and varied functions and uses for existing properties in the downtown district.

In fact, the plan applauds efforts on the part of the City and downtown property owners to save the original buildings and character of the traditional downtown and bring niche shopping to the town center. The plan also applauds the City’s forward thinking initiatives regarding establishment of a Historical District and development of a downtown streetscape plan.

Develop Additional Boutique Shops, Dining and Lodging

Downtown Foley projects a warm, nostalgic ambiance with quaint shops delivering high end shoppers with opportunities to purchase boutique, and one of kind items including antiques, art decorative items, and more. Accordingly, downtown Foley provides a very different shopping experience from that offered by franchise retailers located along the 59 Corridor. The City of Foley should develop a strategy to expand the volume and variety of shops and restaurants in downtown and strongly market what downtown Foley has to offer. In addition, the city should consider development of additional lodging within the Downtown District. Many visitors would greatly prefer to lodge within the village ambiance of downtown Foley providing pedestrian access to the park, proposed greenway, shopping and dining amenities.

4.1.2

Policy Recommendation: Define the Downtown District

The Plan strongly recommends that the City define the geographical parameters of the Downtown District. There are many reasons and potential advantages to accomplishing that task including the potential (if found desirable & feasible) for the city to declare special tax increment financing (TIF) and other advantages such as application of specialized ordinances and guidelines suitable for infill within highly urbanized areas. A defined district also provides for a clear communication of the extents and limits of infrastructure and aesthetic character unique to the downtown district including: period lighting, brick sidewalks, customized street furniture, traffic calming features, consistent landscape treatments, and more. See: Appendix/ Maps/ A

4.1.3

Policy Recommendation- Develop a Downtown District Master Plan

Development of a design-based master plan is recommended as a component for ensuring successful downtown redevelopment. Concern exists regarding potential fragmentation of efforts as related to various active revitalization initiatives impacting the Downtown District. The Plan applauds actions taken to address the Historical District, a streetscape plan, and the downtown merchants and property owner's passionate desire to participate in the downtown renaissance. However, those actions need thoughtful and professional coordination as provided by through a Master Plan, ensuring a coherent, organized and homogeneous outcome.

4.1.4

Policy Recommendation - Incorporate Mixed Use Development

To complement the existing retail activity, Downtown Foley should incorporate mixed-use development appropriate for a retail village center. Mixed use provides for a broader range of functions and purposes for downtown properties which in turn increases the level of population and activity providing greater sustainability for downtown merchants. Mixed use development would allow for the integration of residential housing with specified allowable standards including an exclusion from residential dwelling on street level to maintain retail and commercial functions on the street. Downtown residential then becomes a significant sustainability factor for retail business further encouraging the nearby traditional neighborhoods to support downtown retail as well.

4.1.4

General Policy Guidelines for Mixed Use Developments:

4.1.4 (a)

Mixed Use (MU) is a policy category designed to encourage an integrated diverse blend of compatible land uses ensuring unique opportunities for living, working, and shopping. Land uses found in this category include: retail commercial, recreational, cultural community facilities and residential. Appropriate uses include the following:

- Retail – shops offering a wide variety of retail goods, markets, restaurants
- Commercial- professional business offices and lodging
- Civic and Community Facilities- governmental offices, museums, parks, theaters and performance centers
- Residential- medium, medium-high and high density are allowable, depending upon appropriateness as integrated with other uses for the downtown.

See: General Policy Guidelines: Section 4.1.4 for additional details.

4.1.4 (b) Downtown

Mixed Use Guidelines would reasonably permit rezoning of Downtown Foley for mixed use under the following provisions:

- Mixed use policy is suitable for appropriate locations identified within the downtown district to encourage a blend of employment and residential opportunities.
- Mixed use policy may be appropriate for areas experiencing market driven changes in use such as the decline in downtown retail occupancy due to the migration of retail to big box locations outside the town center.
- Mixed use policy may be appropriate in undeveloped or under developed areas where its application would be in keeping with sound planning principles.
- Higher intensity mixed use areas should border or have good accessibility to arterial streets and be within one-quarter mile of scheduled or planned mass transit service.

4.1.5

Policy Recommendation - Incorporate Residential

Downtown residential units are in growing demand by those who prefer an urbanized type dwelling surrounded by activity, amenities and conveniences. The typical urban condominium or loft dweller is defined as professional, upwardly mobile or upper-middle income. They are attracted to communities that offer recreational amenities and prefer the dwelling to be within walkable distance of restaurants, shopping, markets, parks, and greenways. Cities and towns of all sizes are experiencing great demand for such housing which typically brings a very high market value per square foot. Foley should diversify its housing options to include downtown residences, while helping the city attract its fair share of professionals and baby boomer retirees from across the region. Also, consideration for senior housing in the downtown district provides another viable option for downtown residential use.

4.1.6

Policy Recommendation - Ensure Pedestrian Friendly and Walkable Community

Consistent with Citizen input regarding the desire for a walkable and connected community, the City of Foley should address the issue of ensuring a pedestrian friendly community with a sidewalk/bicycle pedestrian plan. This element is highly recommend since much of the appeal and draw for advancing the Downtown and Historical Districts toward greater sustainability is centered upon the desires of residents and inhabitants to experience an active and inhabited street life. Achieving that requires implementation of infrastructure complementing a “walkable community” status through development of safe, attractive, functional sidewalks and (automobile) traffic calming interventions. Walkability also provides options for continued independence for senior citizens, and others who do not drive automobiles. As such, senior citizens housing options provide another profitable option to consider for downtown revitalization. A good network of sidewalks also connects residents to access the downtown parks and subsequent access to greenway for more challenging physical activity. See: section 6.2: *Mobility*.

Build a Connector Over and Across Highway 59

Particular to Downtown Foley is the challenge of mitigating the obstacles of excessive traffic congestion along Hwy 59 through the heart of downtown Foley. The intersection of Laurel Avenue and Hwy 59 is a natural crossing point for pedestrians in the downtown district. However, the existing condition provides for a highly uncomfortable pedestrian crossing and contributes to an unfortunate segmentation of the Downtown District. From a pedestrian friendly/walkable community perspective, the beautiful downtown park and government center are divided from the downtown retail center. There is a critical need for development of safe and comfortable pedestrian crossings on Highway 59. The plan suggests further study to include elements such as pedestrian controlled crossings with slightly raised brick crosswalks and overhead warning signals. In addition, the suggestion of an elevated crosswalk with ADA compliant elevator access is also an attractive potential solution. An elevated crosswalk could be structurally detailed to enhance and complement the historical architectural integrity of the downtown while serving as an iconic element announcing the center of a “connected” and “forward” thinking City.

4.1.7

Policy Recommendation - Incorporate Green Space for a Green Infrastructure

Foley has a tremendous opportunity to reinforce its designation as the “*Forward City*” with a strong commitment to the incorporation of greenspace as “connective tissue” for much of the City. The Plan applauds Foley’s actions toward developing elements in support of a “green city”. Those elements include Foley’s designation as a *Tree City* through the thoughtful preservation of tree canopy throughout the historical segments of the city. Other green city indicator are noted in the impeccable maintenance and care for the City Park located at the geographical heart of Foley, and the City’s desire to recognize and celebrate Foley’s creeks, streams and watershed systems as a greenway infrastructure providing for connectivity and environmental preservation throughout the city. Accordingly, The Plan recommends development of a Greenspace Master Plan, incorporating the suggested city wide greenway and its connection to parks and other open space throughout the City.

The plan also recommends the City review all landscape guidelines and ordinances and develop a consistent and coherent application of such guidelines resulting in a greener city with highly visible vegetated buffers and additional tree canopy. For example, the city might consider adoption of stringent green buffering consistent with that recommended in the plan for new development and high density residential housing on undeveloped property. Exceptions could include development of infill's and PUD's under guidelines for development in the defined Historical and Downtown districts.

4.1.8

Policy Recommendation - Define, then Incorporate the Historical District

The plan acknowledges and applauds the City's initiative toward development of a Downtown Historical District. From public information sources, we have documented the following definition of the district as: "Parts of Alston, N & S McKenzie, AL 98, E & W Laurel, Myrtle, Rose, and W. Orange, Foley". The district is reported to encompass 2500 acres and includes 79 existing buildings.

This represents a significant and powerful element in the context of the comprehensive plan as revitalization of the Downtown is critical to the future of Foley from the standpoints of sense of place and as an important factor in the mix of economic engines for the city.

The plan recommends that the Historic District be more fully defined both in terms of geographical parameters, documented policies, ordinances, and compliance requirements, and any available concepts and renderings. Such information will inform citizens and potential investors/developers and encourage forward progress toward redevelopment potential for complementary new development within the downtown. In addition, publicizing and promoting the district projects a strong message of commitment from the city to the downtown property owners and retail merchants ensuring that a nostalgically desirable, "sense of place" driven redevelopment concept will result in Downtown Foley.

See: **General Policy Guideline-4.1.8(a): Sites and Areas with Historical Significance**

See: **Appendix: Maps: Proposed Historical District**





Section 4.2

Historic Preservation

Historic Preservation provides a methodology for enhancing Foley’s unique sense of place, while capitalizing upon the City’s historic sustainability to capture new markets for future sustainability. Citizens expressed their desires for historic preservation as follows:

- “I would love to see the Foley get back the “Old Community” feel with the stores on Main Street having bright attractive doors, window designs and landscape”.
- “Foley has the historical buildings not found in the coastal areas therefore there are opportunities to protect and preserve these quaint attractions”
- “Get to work on the Historical District”

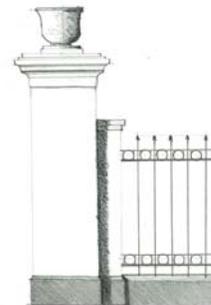
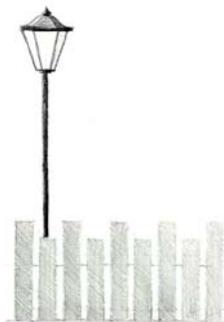
The richness of small town culture in the Deep South is superbly represented in the downtown and traditional sections of Foley’s residential and retail fabric. Citizen input indicated a strong desire to preserve features that make Foley unique. As noted in section: 4.1.8, the City has begun a focused action toward development of a Historical District within the downtown area. The comprehensive plan recommends aggressive action to finalize and implement the district as a highly effective means for addressing the plan’s four major guiding principles: *Enhance Sense of place; Preserve Environmental Assets, Raise Development Standards and Promote Responsible Regionalism.*

4.2.1

Policy Recommendation- Develop a Historic Preservation Ordinance

Due to citizen input and community assets identified in the planning process, The Plan is compelled to recommend the development of a Historic Preservation Ordinance and the requisite authority to pursue establishment of Historical Districts. The City should employ historic preservation as a valuable means to identify and maintain resources within the community that provide a link to Foley’s architectural, cultural, and economic history. In addition, successfully revitalized Historical Districts generate potential for significant tourism and economic development revenues: See Section 8.0 *Economic Development Concepts.*

See: **General Policy Guidelines: 4.1.8**



Foley possesses an abundance of well preserved historical properties and architectural elements
Historical sketches- Auburn University- Foley Design Charette

Section 4.3

Foley Beach Express Corridor

The Foley Beach Express provides the City of Foley with possibly the greatest potential asset of the City’s history, at least in terms of physical development if not economic development as well. Relevant citizen comments include:

- *“Undeveloped land (an asset) providing the opportunity to plan the growth of the City through proper planning and annexation”*
- *“there seems to be so much space in Foley to develop (Foley Beach Express) but everything seems to be on 59”*

The Foley Beach Express (FBE) was developed as a public private partnership intended to relieve the increasingly problematic traffic congestion on Hwy 59 through the heart of Foley- See: *City of Foley Roadway System Report* prepared by Volkert Engineering. Foley is to be commended for its inherent vision in bringing the Express to reality and for incorporating limited access along the roadway. Access management ensures FBE’s original intent as a traffic congestion reliever for Foley’s downtown district and contiguous traditional neighborhoods, greatly facilitating the community’s desire to preserve sense of place.

As Foley continues to experience a very high level of growth and development, (consistent with the general trend for Baldwin County and adjacent coastal communities) large tracts of undeveloped lands surrounding the FBE corridor (and to the east beyond the corridor) are prime for development. As such, the plan recommends Foley pursue actions for defining the corridor and adopting development standards that complement the City’s desired manner of growth and development.

With future plans for the extension of FBE to Interstate 10, travelers will increasingly discover the convenience of traveling to the coast via the Express. This presents opportunities for Foley to maintain its share of retail dollars captured as travelers and vacationers traverse the city limits of Foley. In addition, the plan recommends efforts to develop greater diversification of retail options along the FBE, providing Foley with an increased “share of wallet” from those traveling to and from the coast as well as the potential for keeping a greater share of citizen purchases in Foley.



Available Lands Along FBE



Proposed Vernacular for FBE

4.3.1

Policy Recommendation - Define Parameters for the Foley Beach Express Corridor

The plan recommends establishment of a defined Foley Beach Express Corridor for the purpose of appropriate consideration for annexation, zoning, and overall consistency of architectural and streetscape elements. The corridor should be established as a north/ south linear dimension encompassing the expressway and designed to capitalizing upon visibility and exposure to a large market of tourists, while providing for a variety of uses and functions necessary to local residents.

4.3.2

Policy Recommendation: Define Within the Corridor Areas of Specified Land Use

In concert with the future land use plan, specified zones within the corridor should be defined and approved for development. Recommended uses include:

- Mixed Use: Commercial/ Residential
- Retail Commercial Nodes at Major Intersections
- Greenspace/ Greenway as Civic or Public Benefit
- Industrial Parks

4.3.3

Policy Recommendation: Incorporate Mixed Use Commercial/Residential as the Primary Land Use Along the Corridor

The plan highly recommends Foley pursue mixed use development along the majority of the Foley Beach Express Corridor. Mixed use zoning will attract avant-garde development potential, opening multiple opportunities for sustainable growth and development that would otherwise divert to other contiguous communities. Mixed use density is consistent with the traditional village aesthetic which complements Foley's distinctive sense of place, while conserving acreage for more appropriate land uses. Also, with the anticipated shift of tourist travel from Hwy 59 to the Beach Express, mixed use development will serve as a draw for attracting tourist's purchases. Mixed use developments have strong appeal attracting desirable residential populations including young professionals, retirees, baby boomers, and empty nesters. The convenience of essential goods and services combined with residential is a proven market demand. In addition when combined with potential for connecting to *Traditional Neighborhood Developments* (TND), numerous positive sustainability factors are enhanced including neighborhood support of proximate businesses and the walkability factor desired by citizens.

See: **General Policy Guideline- 4.1.4: Mixed-Use Development**

4.3.3

Policy Recommendation – Incorporate Retail Commercial Town Center Development at Primary Intersections

Retail, including big box and national franchise establishments tend to follow population and residential rooftops. Given that Foley's eastern expansion is likely to continue with significant residential development, the plan recommends embracing the expected pressure for retail/commercial space but in a controlled and limited capacity. The city should adopt and incorporate guidelines and ordinances that support the need for retail/ commercial development along the corridor in specified locations defined as Town Center or Town Village developments. In addition, given Foley's quaint village style architecture along Laurel and 59, the city could

chose to reflect a complementary style in the development of a pattern book guide defining scale, style and exterior finishes for buildings within approved town center nodes. The obvious locations for Town Village Centers are the intersection of FBE and Hwy 98, FBE and Hwy 20, and FBE and Peachtree (if extended in the future).

See: **General Policy Guidelines- 4.3.3: Retail Town Centers**

4.3.4

Policy Recommendation - Ensure Consistent Architectural Style and Streetscape

The Beach Express will increasingly project Foley's identity to tourists and others traveling to and from the coast. As such, the plan recommends Foley adopt stringent development standards for all new development within the defined FBE corridor. Travelers should recognize a consistent and appealing aesthetic that becomes the signature of Foley along the corridor. Incorporating a unique style of retail/commercial architecture resulting in a *Foley Vernacular* achieves numerous objectives including the reinforcement of Foley's defined sense of place (reflecting historical Downtown Foley), while projecting a consistent vernacular into progressive new developments. In addition this provides a draw for attracting desirable residential population who find the convenience and connection associated with a small town neighborhood village lifestyle highly appealing.

4.3.4(a)

Policy Guidelines: Foley Beach Express Architectural Standards

The city should define a *Foley Vernacular* architectural style for application to mixed use and Traditional Neighborhood Developments then adopt standards for development of properties along Foley Beach Express addressing:

- **Site Layout:** Proposed developments must submit for approval a detailed site layout plan or master plan. The layout of major developments must reflect a traditional town center or town village structure. Each village should have an individualized layout and street grid pattern supporting internal traffic circulation with limited access to the Beach Express and alternative access to feeder roads and adjacent residential areas.
- **Village Commons:** Each village should contain a central organizing village commons area. The commons can contain a combination of greenspace and hardscape in the form of plaza, water feature and open pavilions. The commons serves a variety of purposes including reinforcement of Foley's *Tree City* designation and commitment to green infrastructure. In addition, it supports Foley's sense of place as a metaphorical reflection of the City's prominent downtown park. Commons also supplement the city's civic space as gathering places for neighborhood and community events, including small concerts and celebrations as well as passive activities.
- **Building Scale:** Buildings should be at least two stories and no more than three stories providing for a comfortable human scale, and reflecting the traditional scale of downtown Foley. Building heights including parfaits and other architectural embellishments should be varied reflecting the individualized character of historical retail architecture All street level units must serve a retail or commercial purpose; upper stories may serve additional retail, commercial, professional office space or residential uses.

- **Building Orientation:** Buildings should be oriented to hold the street edge with comfortable sidewalks and street front parking. In some developments it may be appropriate to incorporate service alleys facilitating development of multiple-sided street frontages. However, other parts of a development may benefit from holding street activity to one side, while the back side may incorporate a parking deck or other parking facilities as well as service accommodations.
- **Access and Entry Points:** While primary entry points would relate to major intersections along the Beach Express, site development patterns should facilitate internal traffic circulation and incorporate multiple options for gaining access to and from the village town center. This reduces the need for local traffic on the expressway by ensuring connection to the surrounding residential neighborhoods. Village entry points should address Foley Beach Express with Gateways. Entry streets should contain building facades oriented in a manner to provide interesting sightlines enticing Express travelers.
- **Architectural Style and Exterior Finishes:** All exterior finishes should reflect an early 20th century vernacular. As with building heights, materials, size and placement of windows and doors, awnings, overhangs and paint selections should be varied throughout the development. The plan would discourage the city from approval of architectural specifications which contain repetitive features often referred to as “cookie cutter” design schemes. An active architectural review committee or commission should be appointed to provide meticulous oversight and screening for recommendation to the City’s planning and zoning commission for approval.
- **Parking Design with Tree Canopy and Green Buffers:** Traditional street front parking should be incorporated for purposes of convenience and in keeping with the typical and desirable look of an active, populated, and vibrant town center. Additional parking in the form of traditional lots should be buffered with landscape and vegetated material in accordance with city landscape standards. Since parking lots are a major source of heat, the suggested percentage of canopy-type trees for new development in the designated *Tree City* should be highly dense (minimum of 70 percent shade at maturity). In addition, the city is encouraged to consider innovative stormwater runoff methodologies such as aesthetically designed retention ponds, and surrounding of the parking lots with green buffers designed as working bio swales for filtration and reduction of storm water pollution.
- **Green Buffers:** Given the inherent density of the suggested land use plan for the Beach Express, green buffers should be required for separation of commercial and adjacent residential areas. The city should require vegetated berms containing evergreen plant materials providing year round screening effects, as well as deciduous shade tree canopy for the summer months. The city should establish stringent maintenance requirements for all buffers.
- **Tree Specifications and Planting Pallets:** The city should develop and adopt approved tree and planting pallets in concert with native varieties reflecting Foley’s environmental character and traditional sense of place.
- **Sidewalks and Bicycle Accommodations:** As a *Tree City* with a commitment to green infrastructure, the city should require a sidewalk connectivity plan for each mixed use and village/ town center development proposal. Sidewalks should be of comfortable width (in no case less than 5 feet) and may have varied

surfaces ranging from concrete to brick and stone, to add interest. In addition, bicycle access lanes should be required. Both sidewalks and bicycle lanes should connect throughout any town center and adjacent neighborhoods. Bicycle lanes should be designed with input from local bikers to both encourage and accommodate safety and utilization. Where possible, bike lanes should be separated from vehicular lanes with a vegetated bio swale or median. Attractive Bicycle racks should be incorporated throughout mixed use and town center developments.

- **Ensure Linkage to Proposed Greenway:** Every effort should be made to connect each village to the proposed city-wide greenway system. This accommodates the City's desire for a city-wide green infrastructure.
- **Signature lighting, Signage and Street Furnishings:** The city should determine a defined period and style for selections of street lighting, signage and street furnishings. This should be consistent with the above recommended architectural style (early 20th century).

4.3.5

Policy Recommendation: Incorporate the Proposed Greenway as Civic Benefit Greenspace

The plan recommends making the most of opportunities to develop the Beach Express District as a model of urban development reflecting avant-garde design and development practices while projecting a desirable message for the City of Foley. As a city committed to development of green infrastructure, Foley should establish requirements for green buffers, tree canopy and inclusion of the city wide greenway within the FBE District: See section 4.5.1.

4.3.6

Policy Recommendation: Ensure Appropriate Aesthetic and Buffering of Industrial Operations within the Foley Beach Express District.

The existing presence of industrial land use along FBE necessitated the incorporation of such land use within the Corridor District. Given the otherwise upscale development potential for the FBE District, the plan recommends the city amend standards for industrial development facilities to include buffering of industrial operations.

4.3.6

Policy Guidelines: Buffers for Industrial Operations

Industrial properties along the Foley Beach Express should be fully buffered to facilitate a desirable visual aesthetic, and mitigate potential noise and air pollution typical to industrial operations.

- Typical fencing is not an appropriate buffer
- Require earthen berms along FBE of sufficient height to fully buffer operations when vegetated with mature evergreen plantings for year round screening.
- Green buffer and berm specifications may be increased for parcels that represent a transition edge adjacent to mixed use or residential uses.
- Berms should be constructed in a manner not impeding any greenway or pedestrian amenities planned for the district and with consideration for drainage and storm water runoff concerns.
- Berms and buffers are subject to other landscape maintenance requirements and ordinances as determined by the City of Foley.

Highway 59 Retail District

In many ways, the city of Foley is identified by Highway 59. As the heart of Foley’s traditional retail economy, efforts should be made to facilitate continued retail success along the corridor while working to improve traffic flows and address redevelopment planning. Citizen comments voiced a range of concerns as follows:

- “Highway 59 has become an absolute driving hazard...far too many entrances/exits from and onto Hwy59”
- “Billboards and street clutter detract from the beauty of the city”
- “The codes and design of buildings should be standardized to create a harmonious community look”

Preserve and Revitalize

From a community planning perspective, existing conditions along the Highway 59 Corridor represent a particularly interesting and challenging task. Citizen input expressed significant concern regarding the highly congested traffic conditions that exist, particularly during the coastal tourist seasons. Much of Hwy 59’s traffic congestion is the result of high concentrations of retail business along the roadway. Big Box retail and strip center convenience shopping are realities and must be factored into a City’s plan for growth and development. Accordingly, the plan recognizes the economic success provided to the City of Foley by retail business along the 59 corridor and recommends a balanced approach to improve traffic congestion and aesthetic character while maintaining strong retail sales and its corresponding revenues for the City.



Retail Character- Hwy 59

As future tourist travel shifts to the Foley Beach Express as a north/south connection between Interstates 10 and 65 and the Gulf Coast, significant retail and commercial development is anticipated along the Expressway. As that development occurs Foley’s retail presence will be shared between Hwy 59 and FBE. Changes in traffic and retail concentration will open opportunities for redeveloping portions of the Hwy 59 Corridor in a manner more pleasing and efficient for residents and those who will continue to utilize the Corridor as a destination for retail and commercial services.

4.4.1

Policy Recommendation: Define and Established a Hwy 59 District

The City should define and establish a Hwy 59 retail/commercial district. Consideration should be given for existing use, but with an effort to keep the district as linear and narrow along the roadway as possible. The plan recommends no additional expansion or encroachment of retail into the traditional residential neighborhoods that boarder the retail areas. Defining the district will facilitate the successful incorporation of Policy Recommendations 4.4.2 through 4.4.4.

4.4.2

Policy Recommendation: Maintain Retail Viability of Hwy 59

Although much new retail development will cluster along the Foley Beach Express, the plan recognizes and recommends that Hwy 59 maintain its retail/commercial character. As overall traffic congestion is relieved through a combination of short term improvements as recommended in The Roadway System Report (see: 6.1) and increased travelers use of the Beach Express, businesses along Hwy 59 will continue to thrive and contribute to the City's sales tax base. The City should protect and maintain that source of prosperity for the benefit of business owners as well as the City.

4.4.3

Policy Recommendation: Establish a Redevelopment Master Plan for the Hwy 59 Corridor

Once geographically defined, the City should develop a master plan for the Corridor. Much like the recommended Downtown Master Plan, the City should establish guidelines for redevelopment of vacated or abandoned strip centers, big box retail and other parcels. The master plan should also address infill and undeveloped properties. Primary objectives guiding redevelopment decisions should include:

- Attempts to reduce ingress/egress points on Hwy 59 and seek greater opportunities for connectivity with adjacent neighborhoods through establishment of good sidewalks safe bike lanes and connections to the proposed citywide greenway.
- Increase on-site greenspace incorporating greater tree canopy density. Require green buffers on transition edges bordering residential neighborhoods.
- Incorporate a combination sidewalk/ bike lane along 59 with a safe green buffer median from the road edge.
- Apply design standards consistent with those recommended for Foley Beach Express retail town center nodes, (see: section- 4.3.4).
- Incorporate infrastructure and provisions to accommodate mass transit.

4.4.4

Policy Recommendation: Establish and Adopt Design Guidelines for the 59 Corridor

As a means to ensure consistent and desirable redevelopment, the city should define, and then adopt design guidelines for the corridor. The plan recommends utilizing to the greatest extent possible design patterns and guidelines established for the retail/ commercial villages along the Beach Express. Such consistency contributes toward the reinforcement of Foley's desired sense of place, reflecting the traditional architecture of the existing historical downtown.

See **General Policy Guidelines- Retail Town Center: 4.3.3 and 4.4.4.**

See: **General Policy Guideline: 4.4.4 Commercial Arterial Existing (CAE)**



Future redevelopment along Hwy 59 could be designed and implemented in a style and manner to reflect small town village ambiance, vs. the typical strip center design. Such development would become consistent with that proposed along The Foley Beach Express.

4.4.5

Policy Recommendation: Take Action to Improve Traffic Conditions on Hwy 59

The plan recommends active pursuit of recommendations contained in The Foley Roadway System Report prepared by Volkert Engineering. All efforts should be made to reduce traffic congestion and incorporate alternative routes facilitating local travel.

4.4.5

Policy Guideline: City of Foley Roadway System Report, 2007

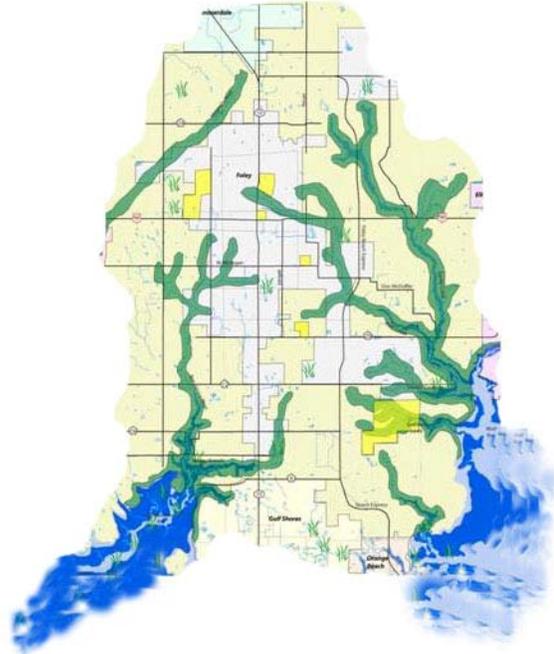
Note: see numerous references to Hwy 59 traffic congestion noted in the report. Also noted are short-term improvements which have the potential to substantially relieve congestion for local trips by residents. (See: 6.1)

Greenway, Parks, Recreational, and Open Space

The City of Foley is uniquely positioned to become a model city for the incorporation of green infrastructure as the connective fabric within one of the nation's most rapidly growing cities.

Citizens expressed desire for more trails, parks and open space:

- *“I would like to see Foley concentrate on quality of life issues in the way of bike paths, walking trails or sidewalks.”*
- *“I would love to see the city become more walkable and bike friendly”*
- *“My hope for the future would be investing in improved parks and recreation for our children”*
- *“I would like Foley to become more of an outdoor community with bike trails, sidewalks etc...”*
- *“Be aware of greenspace and encourage recycling and conservation”*
- *“ Natural Resource protection is an issue for the entire area, especially with the growth and development pressures”*



4.5.1

Policy Recommendation: Establish a Citywide Greenway System:

As a major component of Future Land Use, the plan recommends development of a city-wide greenway system. The proposed greenway capitalizes upon opportunities for incorporating natural systems along portions of the street grid to result in a greenway offering a variety of venues for walking, running, and biking. It is recommended that wherever possible, the greenway be linked to existing sidewalk systems. In addition, new developments should be required to make connection to the greenway.

4.5.2

Policy Recommendation: Establish a Stream Mitigation and Conservation Easement

Plan: The city should consider establishment of a plan to both daylight and buffer the creek, stream and river systems, as feasible, to facilitate establishment and development of the city wide greenway. Right of ways acquired would provide the framework for locating the greenway trail. Substantial tax credits exist for establishment of stream restoration and buffering. The city should investigate and consider establishment of a program to take advantage of such credits via a trust or foundation. Revenue generated from the trust would provide a perpetual source of funds for greenway property acquisitions and future maintenance.

4.5.3

Policy Recommendation: Establish a Parks, and Recreational Facilities Master Plan

Through the parks and recreations department board, the city should commission development of a master plan for accommodating recreational needs and desires of the population.

4.5.4

Policy Recommendation: Finalize Plans for a New Civic Center:

The citizens of Foley expressed a strong desire for a state of the art events and entertainment venue. The city has outgrown the capacity to host events drawing large crowds as its present civic center facility in the Laurel Street Municipal complex. Community wide gatherings are an important aspect of life in the City of Foley. Citizens voiced concern over losing the personal and social interaction among and between the citizens. That personal connectivity is one of the many great aspects of living in Foley, and the opportunity for citizens to come together continues strong among the desires of the citizens. Gathering Places can encompass a variety of multi functional spaces including parks, plazas. In addition, citizens are highly supportive of school related programs and events which require space as typically provided by a contemporary municipal civic center. In addition, a state of the art civic center facility affords the city with opportunity to expand its attraction of regional events including various meetings and live entertainment including concerts, theatrical performances, and competition type events. The Plan recognizes that design for a 55,000 square foot center is being finalized for a city-owned site on County Road 20 (Mifflin Road) between South Juniper Street and Beck Road. Accordingly, the Plan encourages exploration of connectivity among and between Tanger Mall, the new civic complex, and proposed park , all with a predominant access connector on Foley Beach Express: see: **Section 8.1- Tanger Mall** .

4.5.5

Policy Recommendation: Protect Open Space and Environmentally Sensitive Areas

Foley resides in a highly sensitive watershed impacting Wolf Bay to the east and Mobile Bay to the west. The vast tracts of farmland and woodlands surrounding Foley have provided a natural filter for stormwater including absorption of typical flood waters resulting from heavy runoff. As a condition of rapid development, Foley's farmlands will increasingly be converted to impervious surfaces (buildings, parking lots, roads) further complicating issues related to stormwater runoff, nonpoint source pollution, filtration of flood waters and other impacts on the natural habitat. Preservation of open space and natural systems should be balanced with the need for development. The City may want to consider conservation easements, land trusts, land banking and other mechanisms as a means for respecting the concerns of the property owner while preserving open space.

See: **General Policy Guideline- 4.5.5 (a): Public Benefit-Open Space**



Residential Development

The City of Foley has a tremendous opportunity to capture highly desirable residential population growth through development of residential communities that complement Foley’s home town culture and sense of place while providing housing options for a rapidly changing residential market. Citizen comments include:

- “Encourage traditional and niche developments that will enhance Foley and invite upper middle class management to want to live in Foley.”
- “Is it possible to create attractive competitively priced planned residential communities that avoid maximum density cookie cutter houses and virtually no landscaping aesthetic?”

4.6.1

Policy Recommendation: Preserve the Hometown Character

Foley is the quince-essential *Hometown USA*. Citizen comments expressing the desire to maintain that hometown spirit and culture as the city proceeds with the necessary growth and development were consistently voiced throughout the planning process. Accordingly, The Plan recommends that Foley’s residential expansion be guided by a philosophy of neighborhood centers as a structure for maintaining a strong sense of community. Strong residential neighborhoods facilitate hometown qualities including interaction and familiarity among residents, proximity to neighborhood schools and neighborhood retail nodes, walkability, and connection to parks and recreational facilities.

4.6.2

Policy Recommendation: Provide Housing Variety and Options

Another important factor with regard to Foley’s residential planning strategy is the need to include a variety of housing options attracting and providing for the needs and desires of various income levels. In addition, if the city desires to attract young professionals and the growing class of retiree baby boomers, then nontraditional housing options including town center lofts and condominiums, and townhouses and cluster homes connected to centers of activity and recreation are essential. (See: section 4.7- *Mixed Use Development*.) Many of those housing options fall under Planed Unit Developments (PUDS) for which the City has established guidelines. A final category of extreme importance to the preservation of Foleys’ landscape and history as an agricultural community is the sensitive development of the outer edges. The land use structure identifies rural categories, but also encourages landowners and developers to consider ecologically friendly options such as *conservation subdivisions* where development is dense surrounded by vast greenspace, and other suggested strategies to include the newly emerging market demand for agricultural subdivisions that are built to incorporate working farmlands as greenspace .



Residential Housing Concepts: Source Auburn University- Foley Design Charette

General Policies for Residential Development

Residential uses typically comprise the largest single type of development in a community. The type and pattern of residential development, therefore, has a significant impact on the overall urban structure. An urban setting requires a diversity of housing options to accommodate the varying needs and lifestyles of different household types. At the same time, care must be taken to ensure compatibility with other land use types and among different housing types.

The delivery of many urban services is influenced to a great extent by the spatial pattern of residential development. In general, urban densities are preferred for new residential development as these densities allow for fiscally responsible service delivery. However, the carrying capacity of the land should be respected.

Ideally, residential development should occur as part of a complete neighborhood. Complete neighborhoods are often referred to as *Traditional Neighborhood Developments (TND's)*. Most TND's were built before the mid-1950 but some have been developed in recent years. A complete neighborhood is one that includes opportunities for living, shopping, social interaction and recreation within a walkable area. A walkable neighborhood is about a five-minute walk, or one-quarter of a mile, from its center to its edge. For market reasons, convenience commercial uses are unlikely to be found within all neighborhoods but are instead more likely to be found along corridors or at major intersections between residential areas. In addition, a complete neighborhood will contain a variety of housing types. The compatibility of this variety of housing types is ensured through good design.

In contrast, conventional residential areas generally feature the segregation of different housing types, although some mixture of single-family and duplex development is relatively common. These areas are usually quite large in their geographic extent, unlike the compact areas of traditional neighborhood development. Conventional suburban residential areas frequently have disconnected street networks with numerous cul-de-sacs. This pattern places a burden on the few streets that do connect and tends to result in traffic congestion on those streets.

The ideal of a complete neighborhood is not often achieved in areas of conventional development, where large contiguous areas of one housing type are common. A higher than typical level of completeness in these areas can be achieved through compact application of the various conventional residential policy categories, interconnected street networks, and the application of convenience and neighborhood scale retail policies at appropriate locations. The policies in this section are common to Residential Low Density, Residential Medium Density, and Residential Medium-High Density.

Land Use

The primary land use in residential policy areas is permanent residential development.

Other Uses

Other uses generally found within or at the edge of residential areas include recreational, civic, and other community facility activities.

Infill Development

Most areas, even those that appear fully developed will have some pockets of vacant land. When these pockets are developed, the process is referred to as “infilling.” In residential areas, the character of new infill development should be compatible with the character of the surrounding area. It is important that the design of infill development protect and enhance the neighborhood environment. Infill development should be designed so that building scale, massing height, and orientation to the street are in keeping with the scale, massing, height, and orientation to the street of the majority of buildings in the surrounding area unless the lot being developed is substantially larger than surrounding lots. In these cases a somewhat greater degree of design flexibility may be employed as long as the overall character of the streetscape in the area is preserved and enhanced.

Density

Most of the residential land use policy categories allow ranges of densities. Density, usually measured by dwelling units per acre, should apply to developments individually. In most cases, low densities in one area cannot be justified by applying high densities in another location. The converse is also true; high densities cannot be justified by assigning low densities elsewhere within the same policy classification area. In certain cases, however, residential infill development that is at a higher density than the policy category would normally allow is appropriate. Infill development within the density range of the next highest density policy category (i.e., Residential Medium Density range when in a Residential Low-Medium Density policy area)) is appropriate where all of the following conditions are met:

- 1) The property is along an arterial or collector street that is served by transit; and
- 2) The property is a corner lot; and
- 3) A Planned Unit Development of Urban Design overlay must be used, and
- 4) There is no Detailed Neighborhood Design Plan, Urban Design Overlay, Redevelopment District, or Special Policy in place that would not support the proposal; and
- 5) For lots that are of comparable size to surrounding lots, the infill building must be of similar scale and massing to the majority of surrounding buildings. For lots that are larger than surrounding lots, the design of the infill building must be compatible with the surrounding buildings.

Non-residential Activities

Non-residential activities in a residential area should be roughly compatible in scale and intensity (building size, shape and footprint) to the residential uses in the area.

Housing Mix

Cities should incorporate a variety of housing choices to meet the increasingly diverse needs and preferences within each community. To provide market flexibility and afford the opportunity for a variety of housing choices, a mixture of single and multi-family housing types is generally appropriate.

Nonconforming Development

There may be existing nonresidential development within residential policy areas that does not conform to the policy. Expansion of such uses through changes in zoning is not recommended. Areas with nonconforming nonresidential uses are encouraged to redevelop in accordance with applicable policy whenever the nonconforming uses cease. Communities are sometimes confronted with proposals for adaptive reuse of areas where existing nonconforming nonresidential activities are no longer viable. For example, someone may propose to redevelop the site of an old service station in the midst of a residential area into a store. Such adaptive reuses should be considered on their merits provided:

- they would generate minimal non-local traffic and can be adequately served
- they would not increase the degree of nonconformity
- appropriate zoning can be applied that, in the course of accommodating the acceptable use, does not expose the adjoining area to the potential for incompatible land uses; and
- the proposed use is acceptable to the community

In the absence of acceptable adaptive reuses or zoning to accommodate them, areas that contain existing nonconforming uses that are no longer viable are recommended to revert to residential zoning and development in accordance with the applicable policy

See: General Policy Guidelines-4.6.3: Residential Housing

Policy guidelines detailed in the Plan Appendix relative to residential housing development:

4.6.3(a)

Residential Medium Density

Residential development designed with a density range of about 4 to 7 units per acre.

4.6.3 (b)

Residential Medium High Density

Residential development designed with a density range of about 9 to 15 units per acre.

4.6.3 (c)

Residential Low Density

Residential development designed with a density range of about 2 to 4 units per acre.

4.6.3 (d)

Residential Rural Density

Areas that are physically suitable for development, but community desires to maintain its rural character by encouraging low density residential and agricultural uses.

4.6.3 (e)

Residential Mixed Use

areas designed to encourage a diverse blend of compatible land uses for living, working and shopping such as residential, commercial, recreational, cultural and community facilities.

Section 4.7

Mixed Use, Retail Commercial, Neighborhood Commercial

Foley should adopt avant-garde land use categories as a strategy for attracting upscale developments and the corresponding residential population. Citizen comments include:

- “(Foley) needs to take the lead and think outside the box”
- “Foley needs to adopt much higher standards for the developments it approves/ attracts”

With the advent of *New Urbanism*, *New Ruralism*, and other avant-garde structures for land use and zoning considerations, The City of Foley has a tremendous opportunity to incorporate a progressive and “forward” thinking set of land use policies that will greatly enhance attraction of quality development within the City. If adopted, such policies will provide Foley with the opportunity to attract desirable residential population growth while making efficient use of the city’s infrastructure and the thoughtful preservation of greenspace. Attracting such population would greatly complement Foley’s economic sustainability, ensuring greater volumes of revenue from local retail sales.



Mill Pond: A Mixed Use Development

4.7.1

Policy Recommendation: Adopt Mixed Use Zoning for Downtown and FBE Districts

The plan recommends the city pursue development of a mixed-use zoning land use category with appropriate amendment to Foley’s zoning ordinance accommodating such development at locations in the Downtown (See: section 4.1.2) and Foley Beach Express Districts (See: section 4.3.3) and General Policy Guidelines 4.3.3.

4.7.2

Policy Recommendation: Adopt Zoning for Retail Commercial Concentration Centers

The Plan recommends development of zoning ordinances allowing Retail Commercial Concentration Centers primarily along the Hwy 59 Corridor and at limited locations along Foley Beach Express. This land use category makes allowance for high traffic and big box retail operations as well as all other retail concerns. (See: General Policy Guidelines 4.6)

4.7.3

Policy Recommendation: Adopt Zoning for Neighborhood Commercial Centers

The Plan recommends the city pursue development of Neighborhood Commercial Centers (NCC) accommodating essential retail convenience needs for edge communities and rural residential developments. Incorporation of this land use category encourages the development of conservation subdivisions and preservation of agricultural lands and open space.

See: General Policy Guidelines: Mixed Use, Commercial, Retail

The Following are policy guidelines are detailed in the Policy Guidelines Appendix for assisting with future development decisions:

4.1.4 (a)

Mixed Use (Commercial/Residential)

Areas designed to encourage a diverse blend of compatible land uses for living, working and shopping such as residential, commercial, recreational, and cultural and community facilities

4.7

Retail/Commercial Concentration

Areas located at a focal point for neighborhood traffic accommodating routine needs such as groceries and market goods, restaurants, dry cleaners, pharmacy, video rental stores and more.

4.3.3

Neighborhood Commercial

Small intense areas that may contain multiple functions such as single- and multi-family residential, public benefit activities, small scale office and commercial uses. These are intended to act as local centers of activity.



Example: Appropriate Scale for Foley Mixed Use Development: source Auburn University -Foley Design Charette

Section 4.8

Industrial Development

With the state of Alabama leading the US in industrial development and expansion of manufacturing, the city of Foley is well positioned to take advantage and participate.

Citizen comments:

- “What is Foley doing to attract industry?”
- “My main concern for the future is that we have employment with competitive wages...”

The City of Foley is as well positioned as any community in the State to take advantage of Alabama’s phenomenal industrial expansion. The city and surrounding areas are comprised of highly desirable flat terrain, proximate to one of the nation’s largest port facilities, proximate to major interstates and future direct connection to I-10, significant rail capacity, and a providing a strong educational system to support work force development.

4.8.1

Policy Recommendation: Identify Prime Sites for Industrial Development

Industrial operations provide valuable diversification for the local economy. The plan recommends the City select appropriate areas for industrial development, ensure proper zoning, and develop a comprehensive inventory of available sites, including those with potential to aggregate for sizable operations. Following are Policy Guidelines for assembling an industrial district.

See: **General policy Guidelines- 4.8.1 Industrial District**

4.8.2

Policy Recommendation: Develop a Vigorous Industrial Recruitment Strategy

The plan recommends the city work with various economic development entities to promote Foley as potential for major industrial recruitment. The Alabama Economic Development Partnership, Alabama Development Office, Baldwin County Economic Development Authority, Baldwin County Chamber of Commerce and others provide valuable partnerships in efforts to attract industry. In addition, the city should promote its industrial capacity via the internet; most companies initiate their prospecting for new sites via internet search. The city should post site information in accordance with typical attributes and parameters evaluated by economic developers in typical site selection processes. (See: section 8.2: *Economic Development*)



Architectural Concepts-Industrial/Commercial Park-
Source Auburn University Foley Design Charette

Gateways

With three major transportation corridors traversing the city, Foley has a tremendous opportunity to capitalize on its identity and sense of place through establishment of memorable gateways. In the words of one citizen regarding gateways:

- “Advertise Foley! One doesn’t know when you have reached the city limits of Foley ...”

Build Memorable Gateways

Gateways play an important role by defining entrances to the community and providing intrigue regarding its sense of place. In addition, they become practical tools serving as geographical reminders for citizens who prefer to support their city by purchasing (to the greatest extent possible) within the city. Visual impact is the key to effective gateways. The physical design and aesthetics of gateways are therefore crucial in setting the tone for experiencing the community. Typically, gateways are poorly designed, cheaply constructed, inadequately maintained and in many cases would better serve the community if removed. The following recommendations are designed to provide the City of Foley with a framework for development of a model gateway plan.



Special District Gateway, Carmel Indiana

5.1

Policy Recommendation: Appoint a Gateway Commission or Committee

The plan recommends that Foley appoint a commission or committee to research, study, and propose a signature gateway design and vocabulary for the Hwy 59 and The Foley Beach Express corridor with similar adaptations proposed for secondary gateways. Gateways should have adequate and proper lighting, lavishly landscaped surroundings, and meticulous maintenance by the city. Poorly designed and maintained gateways have the power to detract or divert potential visitors vs. the intended purpose. Accordingly, gateways should be avoided or delayed until adequate resources are available for proper establishment and maintenance.

5.2

Policy Recommendation: Develop Primary Gateways Plan

The plan recommends a strong focus on primary gateways as a strategy for expanding retail sales and revenue generated by tourists traveling to and from the Gulf Coast. In particular, the City should develop a gateway plan for the Hwy 59 and Foley Beach Express Corridors. The City of Foley must compete with other nearby cities for the purchasing power of those travelers and

tourists utilizing Highway 59. In addition, with growing utilization of Foley Beach Express as a by-pass for Hwy. 59 traffic congestion, Foley must entice its fair share of travelers to stop and purchase in Foley. Gateways have the power to attract and draw travelers and visitors into Foley as a favored place for shopping the outlet mall, refueling, enjoying a meal, and novelty shopping in the Downtown District.

Highway 59

With the fast moving and congested traffic along Highway 59, it is difficult to realize the borders or Gateways of Foley. Impressive structural gateways announce the city for the benefit of travelers and residents who prefer to support merchants within the limits of Foley vs. those of surrounding municipalities. In addition, the 59 Gateways are a great opportunity to visually announce Foley’s distinctive sense of place and quality of life.

Foley Beach Express

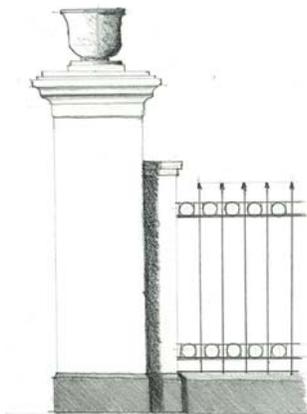
Although the Express is located primarily within the City of Foley, gateway structures should clearly mark the entry and exit to the City. More importantly, the inclusion of gateways at major intersections including Hwy 98 and County Road 20 could serve an important function as elements to entice travelers into the Historic and Downtown Districts, for the opportunity to enjoy shopping and dining in a small town village atmosphere.

5.3

Policy Recommendation: Establish and Adopt Ordinances for Secondary Gateways

All gateways are significant and should have indication of entrance into the city. Minor gateways do not require the same scale as the primary gateways at Hwy 59 and Foley Beach Express, but should reflect the same level of quality, design, and composition ensuring continuity and distinctly announcing entrance into the city. Secondary Gateway standards should be developed for the following specific applications within the City of Foley:

- Downtown District
- Historical Districts
- Town Centers
- Planed Unit Developments
- Neighborhoods



Gateways should reflect Foley’s History and Sense of Place

Transportation and Mobility

Due to Foley’s rapid growth and development, issues related to transportation, congested roadways and general mobility have emerged as a key concern for citizens and city leaders. Citizen comments include:

- “Traffic should be diverted to avoid congestion on (hwy) 59”
- “Traffic through downtown and close areas is very crowded. We need some alternative routes”
- “I would love to see the city become more walkable and bike friendly.”
- “ more sidewalks for several blocks around the schools to encourage students to walk and ride bikes”

6.1

Policy Recommendation: Implement Recommendations outlined in the Roadway Report

As a key component in the planning process, a study and evaluation of roadway and transportation issues was commissioned by the City of Foley with Volkert Engineering. The Comprehensive Plan endorses recommendations contained within the Roadway Report as reasonable solutions to current and long term transportation enhancements for the City of Foley.

Summary of Roadway Report: City of Foley, Alabama Roadway System Report- 2007:

The Roadway report contains an analysis of existing conditions for major roadways including traffic counts, level of service definition, and analysis of traffic patterns (origins and destinations), each defined by specific roadway. In addition, for the recommended improvements, the report contains additional details including estimated costs for each specific roadway improvement. According to the 2007 Roadway System Report, State Highway 59 is the only roadway in the City that experiences high traffic volumes and a low level of service. However, this is anticipated to change as new residential and commercial developments emerge and planned roadway improvements are constructed. Excerpts from the report include the following as a summary reference within the plan:

Short-Term Improvements

- Extension of Airport Road from Peachtree Avenue to County Road 24
- Extension of Fern Avenue from State Highway 59 to Foley Beach Express
- Extension of Pecan Street from Fern Avenue to Peachtree Avenue and from County Road 29 to 9th Street
- Widening of Juniper Street
- Widening of County Road 20 to a five-lane road between State Highway 59 and the Foley Beach Express. This project is currently underway.
- Traffic signal improvements at the intersections of U.S. 98 and Hickory Street, Hickory Street and County Road 20, Juniper Street and County Road 20, and Michigan Avenue and Juniper Street

Long-Term Improvements

- Widening of County Road 24
- Widening of County Road 12
- Widening of Hickory Street
- Widening of County Road 65
- Extension of County Road 20 from County Road 65 to Hickory Street

- Extension of Pride Drive from Juniper Street to the Foley Beach Express
- Traffic signal improvements at the intersections of Juniper Street and U.S. 98, Pecan Street and U.S. 98, and Fern Avenue and State Highway 59

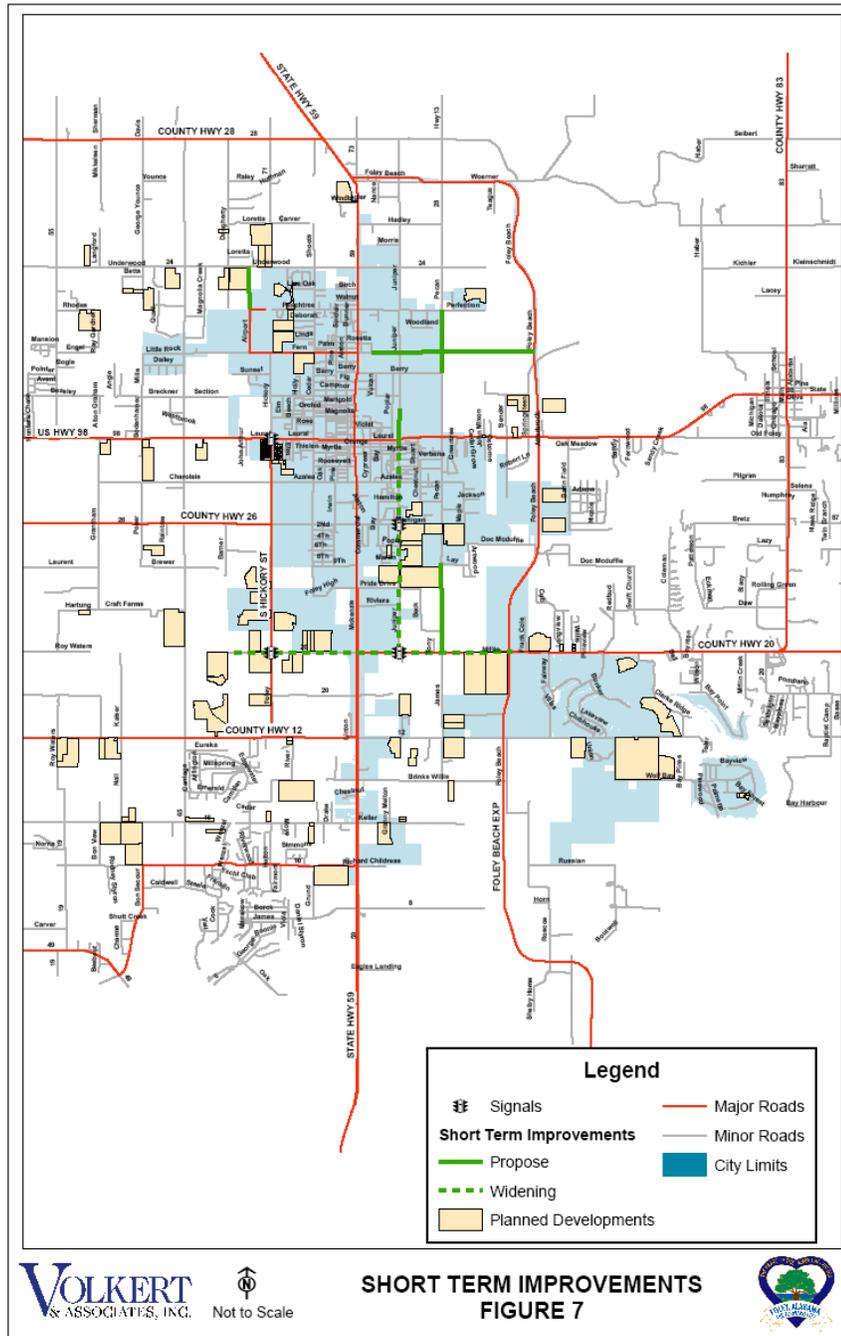


Typical Traffic Conditions along Hwy 59

The Roadway report States:

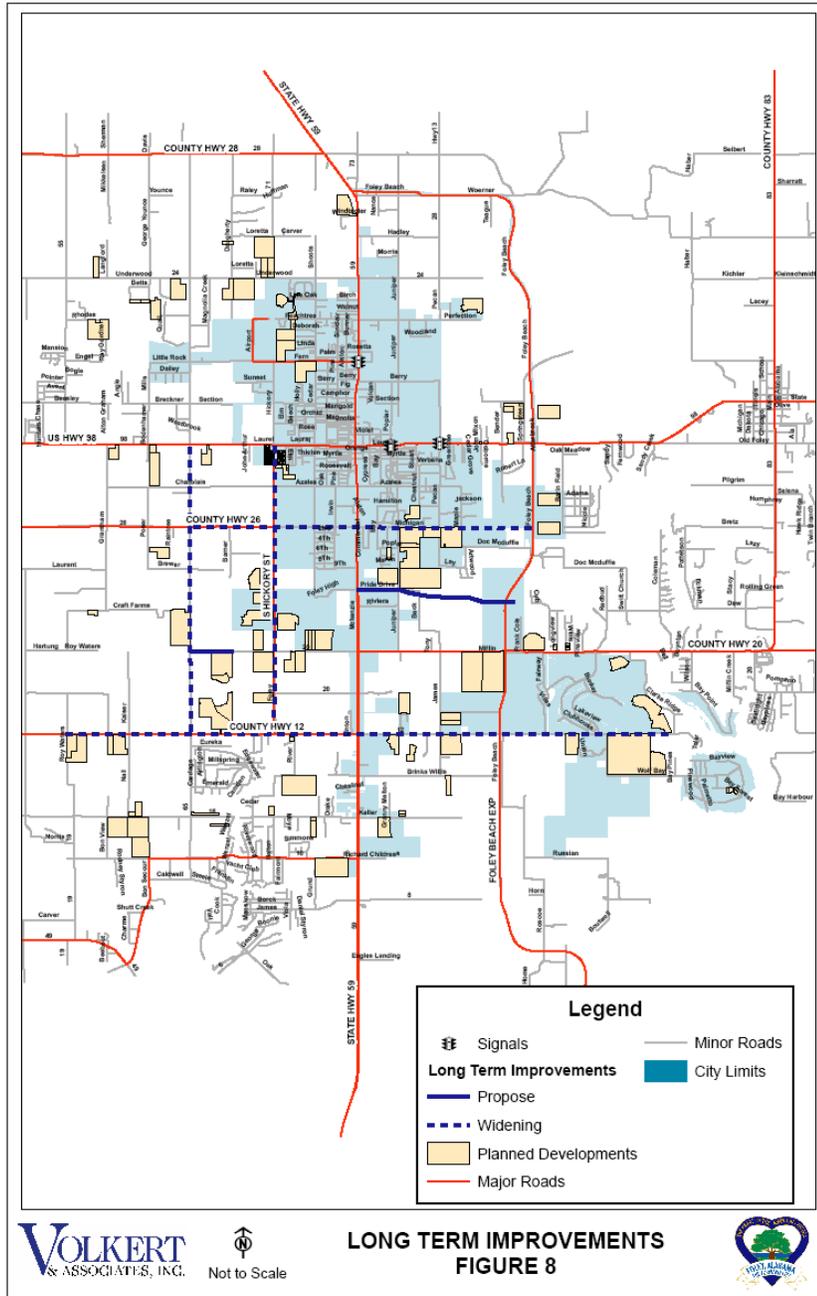
“Standard criteria for the roadway improvements are recommended in the report so that the City of Foley may develop their roadway system using standard procedures. The standard criteria provide the city with an outline of recommended standards to be used for roadway design and construction.” The following maps provided by Volkert engineering indicate recommended improvements for both short tem and long term recommendations.

**6.1.1:
Short Term Improvements Map**



Source: City of Foley, Alabama Roadway System Report-2007

6.1.2:
Long Term Improvements Map:



Source: City of Foley, Alabama Roadway System Report-2007

6.2 Mobility

Mobility references how citizens move about the community. It includes consideration for the availability and range of options provided for movement such as accommodations for walking, cycling, and the availability of public transportation. Mobility impacts all segments of the population and represents a significant quality of life indicator for a given community. Mobility is therefore a critical consideration in development of any comprehensive planning strategy. Key issues related to the impact of mobility upon successful planning and community enhancement in Foley include support for:

- Mixed Use and TND Development Patterns
- City Wide Greenway Network
- Downtown and Historical District Revitalization
- Public Health Benefits
- Environmental Benefits
- Public Transportation
- Improvements to the Street Grid for Greater Interconnectivity

Walkability

To a great extent, mobility and its related topics are captured under the contemporary dialogue of the “Walkable Communities” movement. The following statement sourced from *Walkable Community’ Inc.* provides a powerful summary of benefits for incorporating physical enhancements toward becoming a “Walkable Community”:

“Walkability is the cornerstone and key to an urban area’s efficient ground transportation. Every trip begins and ends with walking. Walking remains the cheapest form of transport for all people, and the construction of a walkable community provides the most affordable transportation system any community can plan, design, construct and maintain. Walkable communities put urban environments back on a scale for sustainability of resources (both natural and economic) and lead to more social interaction, physical fitness and diminished crime and other social problems. Walkable communities are more livable communities and lead to whole, happy, healthy lives for the people who live in them”.

Source: Walkable Communities Inc. 120 N. Orange Avenue Orlando, FL 32801



Citizens of Foley voiced a strong desire for “walkability”, with desire for incorporating trails greenways and bicycle friendly elements thru out the city. The plan has consistently and woven elements of walkability into each major area of planning focus, providing powerfully consistent and complementary recommendations for incorporating essential elements of walkability within the City’s master plan for future development.

To eliminate redundancy, See previous segments of the plan with recommendations related to walkability, and greenway & pedestrian connectivity: See: section 4.1.6 and 4.1.7.

6.2.1

Policy Recommendation: Develop a Comprehensive Mobility Plan

The Plan recommends development of a strong focus and commitment to improving infrastructure related to walkability including its implied emphasis on cycling, public health, and the need for public transportation. Given the broad scope of issues relative to mobility and the requisite “walkability” desired by the community, the plan recommends focusing tasks under three primary categories.

- Sidewalks and Roadway Crossings
- Greenways and Trails
- Public Transportation

The City may consider establishing and appointing mobility & walkable community commission or sub-committees of existing related commissions. The commission should be tasked with conducting city wide assessment of conditions, researching and developing policy recommendations, and conducting ongoing periodic reviews of infrastructure supporting and facilitating desirable standards of mobility and progress toward walkable community status..

6.2.1 (a)

Policy Guidelines Sidewalks and Roadway Crossings

- Conduct city wide analysis of sidewalk network and development of a long-range phased plan to ensure effective sidewalk connectivity throughout the city.
- Develop a sidewalk master plan
- Establish varied sidewalk guidelines and standards of application for commercial/institutional and residential settings.
- Incorporate traffic calming elements in congested areas such as the Downtown District and other areas with high safety concerns such as school zones, parks and residential neighborhoods.
- Incorporate pedestrian tunnels, crosswalks and bridges where needed to ensure connectivity over or under high volume roadways where pedestrian connectivity is essential to Foley’s city wide connectivity plan.
- Develop other pedestrian crosswalk



standards including raised crossings, pedestrian friendly crossing signals, incorporation of varied surfaces, and other design techniques for increasing safety and encouraging pedestrian use.

- Develop a phasing plan and prioritized ranking of sidewalk/crosswalk improvements for implementation.

6.2.1 (b)

Policy Guidelines Greenways and Trails

- Conduct city wide analysis of feasible locations for greenway, cycling lanes, and trails enhancing mobility and ensuring connectivity thru-out the city.
- Develop a detailed greenway and trail master plan.
- Develop a right of way acquisition plan for those links without right of way access subject to private ownership.
- Incorporate standard provisions for various surface conditions ranging from paved surfaces to less costly soft surfaces.
- Ensure all surfaces are subject to water filtration (porous) properties.
- Require new developments to incorporate greenway connections wherever possible, or provide sidewalk connectors extending from the development to connect with existing or planned city sidewalks.
- Develop signage standards as a way finding element along the greenway and to indicate defined bicycle routes.
- Incorporate resting points along greenway, trail, and bicycle routes.
- Develop a prioritized ranking of greenway/trail link implementation and phasing to guide development of the system.



Concept: Trail and Activity center connections-
Auburn University- Foley Design Charette

6.2.1 (c)

Policy Guidelines- Public Transportation Plan

- Conduct analysis of public transportation service routes and availability
- Develop a transportation master plan.
- Ensure continued provision of service for destinations between Downtown Foley and major destinations such as Tanger outlet Mall, parks, schools, and other major retail activity centers.
- Evaluate need to add additional routes, establishing stops at strategically determined points along the proposed greenway which also represent activity centers.
- Incorporate waiting stops with weather shields and adequate seating.

Section 7.0

Schools

Schools are important physical elements within any community. They are iconic landmarks serving as important segments of the built fabric and often serve as drivers of residential development and local market demand. Citizen comments include:

- “Need to support children, work with the County School Board to support education.”
- (Add) “more sidewalks around the schools to encourage students to walk and ride bikes to school”

Schools and Sense of Place

Foley’s schools represent significant factors in the definition of “place”. As physical elements they represent important and memorable places upon the landscape. In addition, in the City of Foley, schools provide for an important aspect of “community building”; they are sources of community pride, citizen and community interaction, and they are providers of sustainable resources for the future and continued success of the place called Foley. Accordingly, typical to cities of its size, much of the Foley’s common bond is experience through its schools.

The plan respectfully recognizes the authorities and responsibilities of school boards to address all policies regarding the quality of education for the district they serve. As such, issues related to the local education system are not typically addressed in community comprehensive plans. However, throughout Foley’s planning process, numerous citizens voiced a desire for the comprehensive plan to recognize the importance of the school system.

The plan points to the importance of addressing schools from the standpoint of the City’s responsibility for addressing infrastructure including traffic and accessibility issues which are directly linked to schools. As Foley is expected to have continued rapid growth in residential population, increased classroom capacity will become a major issue to be addressed. The plan recommends that planning for additional schools be approached as a collaborative between The Baldwin County Board of Education and the City of Foley.



School Locations

As a point of clarification, Foley's public schools are within the Baldwin County Public School System. There are currently five campuses located at various points across the city. In addition, there are two private schools located in Foley.

- **Foley High School:**
Students: 1,148; Location: 1 Pride Place. Grades: 09 – 12
- **Foley Middle School:**
Students: 719; Location: 201 North Pine Street; Grades: 06 - 08
- **Foley Elementary School**
Students: 564; Location: 200 North Cedar Street; Grades: KG - 03
- **Magnolia Elementary School:**
Students: 471; Location: 13317 County Road 55; Grades: KG - 06
- **Foley Intermediate School:**
Students: 269; Location: 2000 South Cedar Street; Grades: 04 – 05
- **Open Door Christian School:**
Students: 197; Location: 20774 County Road 12 E; Grades: PK - 12
- **Victory Christian School:**
Students: 52; Location: 20511 County Road 12; Grades: KG - 8

7.2

Connectivity Benefits- Proximity to Proposed Greenway

From the perspectives of city planning and urban design, the consensus viewpoints agree that the concept of *Neighborhood Schools* provides for a variety of beneficial sustainability and community building impacts. Just the issue of walkability, eliminating the need for massive carpooling and busing and encouraging children to engage in greater physical activity, is reason enough to support the siting of schools proximate to residential populations. Accordingly, it is worth noting that the proposed citywide greenway overlay is proximate to six of the seven local school campuses. If constructed, the greenway could serve as a pedestrian collector, with potential for numerous connections to adjacent neighborhoods in the form of sidewalks, pathways and secondary greenways. A network of that nature would have a strong impact on walkability for school children and all other citizens as well: See Figure 7.2.

7.3

Policy recommendation: Establish a Liaison Committee Facilitating communications between the City Government and the Baldwin County Board of Education.

The city should make every effort to ensure ongoing communications and successful working relationships among and between city leadership, and school board officials. The plan recommends establishment of a formalized body for the purpose of communication and discussion with the school board regarding campus facilities and related infrastructure demands required by the city. Such issues include traffic management, safety and accessibility. This body would provide a venue for discussion of those and other common stakeholder interests such as planning for future school campus locations, further connecting the City of Foley with its schools.

7.4

Policy Recommendation: Establish a School Siting plan

As an accommodation to the interests of both the Baldwin County School Board, and citizens of Foley, the City is encouraged to establish a strategy and process of planning for *potential* future school sites. Through continuous dialogue supported with credible research and data relative to

potential school sites, the City of Foley and The Baldwin County School Board can discover mutually agreeable solutions for meeting their shared primary goal of educating the city's children and strengthening Foley's future sustainability and quality of life.

7.4.1

Policy Guidelines- School Siting Plan

Following are primary considerations regarding thoughtful planning for future school campus locations:

- Proximity to residential neighborhoods
- Walkability factors
- Proximity to existing parks and recreational facilities
- Bicycle /Pedestrian access
- Greenway accessibility
- Potential for Shared facilities for civic use: space for meetings, programs and presentations and performances and recreational uses.
- Traffic and safety issues



Master Plan: Ross Bridge, Hoover, Al. Neighborhood School indicated in Red
Source: www.rossbridge.com

7.4.2

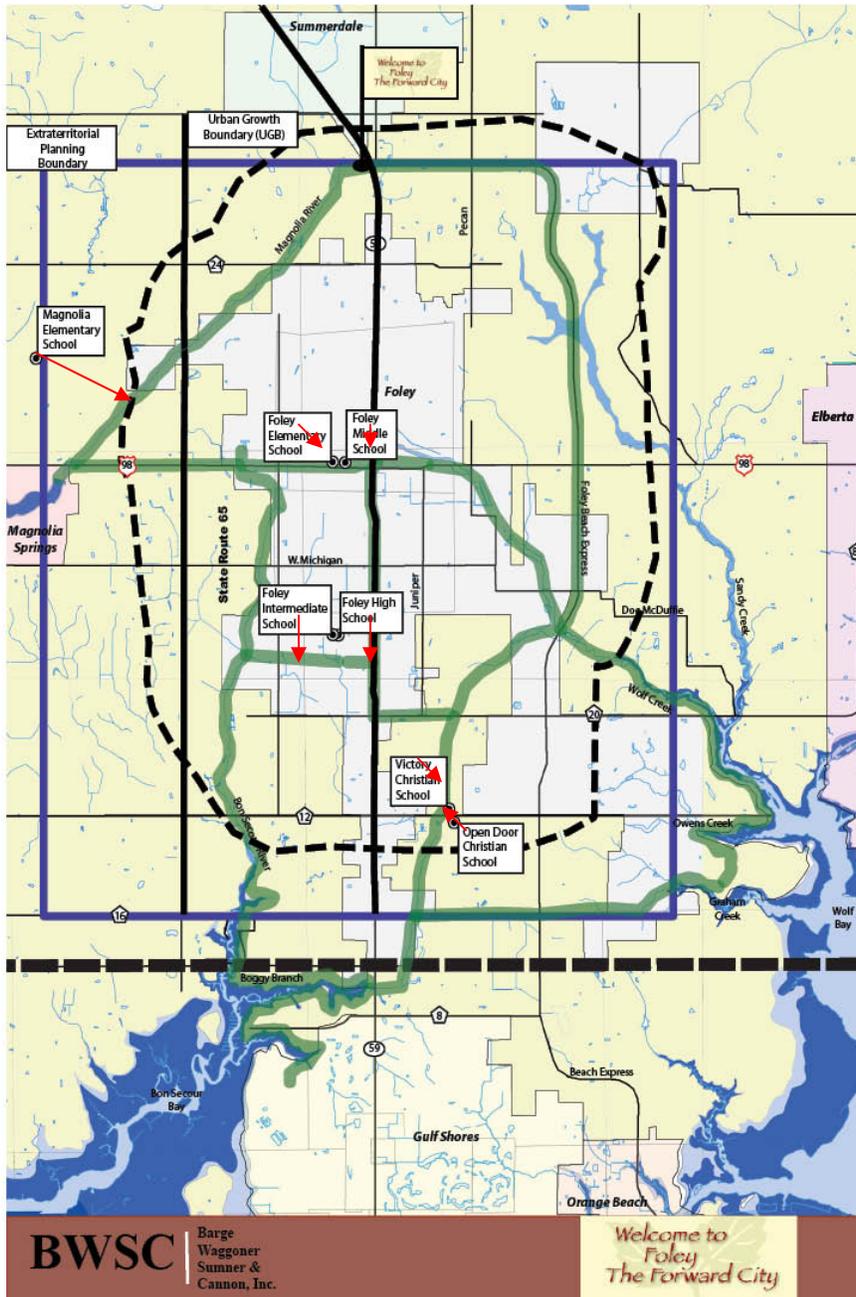
Additional Guideline References

See the following publications and web based resources for additional guidance toward policy development:

1. [Connecting Public Schools to Community Development](#)
2. [US EPA- Travel and Environmental Implications of School Siting](#)
3. Web based resources:
 - <http://www.smart-schools.org/>
 - http://www.plannersweb.com/sprawl/solutions_sub_schools.html
 - <http://www.communityschools.org/index.php?option=content&task=view&id=4&>
 - http://www.epa.gov/livability/school_travel.htm

Figure 7.2
Greenway and Schools Connectivity

GREENWAY



Economic Development Concepts

The City of Foley should capitalize upon its unquestionable assets of Location, Landscape, Natural Phenomena, and History as catalysts for a diverse and healthy economic model.

The City of Foley has shown great ability to adapt its economic development and suitability model from its original agricultural focus to that of a retail based economy. The plan encourages a concerted effort on the part of the city to continue evolving the local economy through diversification. As such, The Plan recognizes a healthy correlation between certain desires of the community as expressed by citizen input and a tremendous potential for developing those desires into powerful economic engines.

The Plan recommends an economic development strategy designed to capitalize upon Foley's obvious assets. Those assets include: sense of place, natural conditions and existing economic successes. Accordingly, The Plan recommends focusing on the following three main categories:

- Capitalize Upon Existing Retail Success
- Capitalize Upon Availability of Land for Industrial Development
- Capitalize Upon Natural Conditions for Nature Based Tourism

8.1

Policy Recommendation: Capitalize Upon Existing Retail Success

The City of Foley has successfully developed a strong retail based economy producing significant sales tax revenues for the city. Capitalizing upon that proven success, The Plan recommends development of a strategy to strengthen, expand, and diversify Foley's retail package.

Tanger Mall

Ensure the continued success of Tanger Mall as a primary attraction of retail shoppers and tourists to the City of Foley. With the anticipate shift of travelers from Hwy 59 to FBE, Tanger's continued success could be impacted by the loss of exposure to those traveling to the coast. The plan recommends thoughtful study and consideration for an auxiliary connector of Tanger Mall to the east, connecting with FBE. An appropriately designed FBE Gateway to Tanger could have high impact on travelers and ensure continued success and potential expansion of the retail center. In addition, with consideration for the propose new Civic Center and adjoining park facility, the proposed connecting corridor could serve multiple benefits as an access route to the Civic Park, which could also be planned and designed to incorporate complementary retail, commercial, and mixed use in a "main street" vernacular supporting and enhancing Foley's sense of place. In addition, that vision and concept would provide Foley with an opportunity to created another "hub" or major activity center within the community.

Highway 59 Corridor

The 59 retail corridor is critical to the local economy and should be preserved and improved over time. The Plan recommends implementation of roadway and traffic

improvements as defined in the traffic study and analysis report: section 6.1. In addition, revised development standards for future development and redevelopment along the corridor would greatly enhance desirability, functionality, aesthetics, and retail variety all of which are critical components to the rapidly changing preferences of retail customers.

Downtown Foley

With the vast tourism market at Foley's disposal, Downtown Foley has great potential to become a boutique destination. The city must pursue revitalization and accessibility improvements as earlier described with Policy Recommendations. **See- Section 4.1: Downtown District**

Foley Beach Express

The Foley Beach Express should be carefully developed serving the City as an attractor of tourist and traveler's retail purchases, ensuring growth and sustainability for Foleys retail economy. In addition, incorporating concepts such as town centers, mixed use, and residential components opens Foley to new markets of residential consumers, further energizing and sustaining the local economy. **See Section 4.3: Foley Beach Express Corridor**

8.2

Policy Recommendation: Capitalize Upon Availability of Land for Industrial Development

The State of Alabama is leading the nation in announcements for major industrial plant expansions and relocations. While the City may not desire to attract major industrial operations due to infrastructure demands and other practical considerations, the Plan highly encourages the City to position and market appropriate properties for attracting desirable second and third tier manufacturing operations.

The Plan encourages Foley to establish an industrial expansion strategy designed to take advantage of the City's location, abundance and availability of large tracts of flat lands (highly attractive to industrial operations), and quality of life. The city should establish a local industrial development authority tasked with the following:

- Define areas appropriate for industrial development
- Assemble an inventory of suitable properties in cooperation with interested landowners
- Build coalitions with regional industrial development authorities, and state agencies that recruit and market properties.
- Work with local Schools and Colleges to facilitate Workforce Development.
- Market the city's openness and desire for industrial recruitment by utilizing the City website to attract prospective industries. Note: Today's industrial recruitment is largely driven via internet search for viable locations which become the "short list" of potential expansion sites, prior to contact with the local community. An effective web presence is crucial for support of this strategic recommendation. In addition, the proposed local industrial development authority would take responsibility for networking and communications with State, Regional, and other groups of economic development professionals.

8.3

Policy Recommendation: Capitalize Upon Natural Conditions for Nature Based Tourism

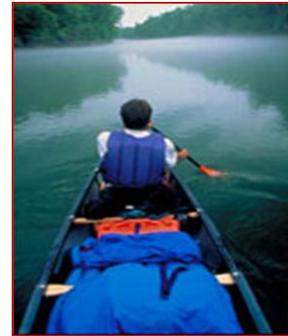
Nature based tourism is one of the most rapidly growing segments of the vacation and tourism industry. Foley is uniquely situated to have extraordinary success with development of venues that would attract the masses of Gulf Coast tourists who often seek nearby venues that provide variety and contrast from that of the ocean front. In addition, early in the planning process, two important elements were identified that provide a strong framework for nature based tourism in Foley: the concept of establishing an ‘eco park’ at Faust, and the concept of a citywide greenway system. The plan highly recommends the development of those two elements as the foundation for ancillary attractions under the nature based caption. In addition, The Plan has detailed and recommended numerous policies that collectively provide substantial support for development of nature based tourism

Establish an Eco Park at Graham Creek

The City should capitalize on its property along the Wolf Bay waterfront in the area of Graham Creek. This setting provides an opportunity to connect and expose many potential nature based venues within the City of Foley. Wolf Bay has received ADEM's "Outstanding Alabama Water" designation; ADEM's highest water use classification and the only estuarine system in Alabama to have this designation. This provides Foley with a highly marketable venue for nature based tourism activities while speaking to the City's potential for reclaiming its water heritage. Following are potential eco park attractions:

Canoeing and Boating

The natural phenomenon of the Wolf Bay waterfront provides attraction for numerous waterfront activities including all forms of boating and canoeing. Canoeing is a major tourist attraction with strong appeal to young professionals.



Birding

The abundance of unencumbered woodlands and wetlands make Faust a tremendous venue for attracting birders. Birding is a rapidly growing recreational activity fueled by tremendous participation in the sport from the baby boomer market segment. Birders are typically upper-income, and spend large sums on lodging, dining, souvenirs, and boutique shopping. Each spring, Dauphin Island, Alabama receives approximately 40,000 birders during a two to three week period emerging as a significant national birding destination. Foley should capitalize on that market, attracting and introducing birding enthusiasts to Faust and Foley on their birding trail. A strategic plan should include consideration for attracting birds to special sanctuaries, establishment of birder viewing points, trails, and marketing strategy.



Camping

Camping is another popular nature based activity .The plan recommends development of a variety of camp site options attracting various groups of camping enthusiasts. For example, the potential park site provides opportunities for various options including wilderness camping, designated camp sites with camping platforms, and a thoughtfully designed RV campsite. In addition, RV campers are likely to seek out unique shopping and dining venues and would be a good source of sustainability for Foley merchants.



Wolf Bay

Cycling Trails- A Major Attraction

Cycling is a recreational activity experiencing rapid growth. In fact, good cycling routes attract the young and upwardly mobile residential market. Cyclists desire non-congested areas with relatively level terrain, and designated cycling lanes. Foley should develop a cycling network master plan, capitalizing on the beautiful rural setting and conducive topography. Major cycling events (many are charitable) provide opportunity to attract notoriety and exposure for the city while providing sales revenue from the occasional weekend-long cycling event. Such events attract large visiting audiences including participants, spectators, and vendors. The plan suggests establishment of a cycling route(s) followed by actively marketing the route/trail as an event venue.



Cycling enthusiasts are known for traveling great distances to experience various trails and landscapes. Accordingly, they contribute to local retail sales through uses of lodging, restaurants, gasoline, entertainment, and shopping. Vacationing tourists and those with secondary residences along the coast provide a vast potential market of trail users. A rural trail cycling venue would therefore provide regional benefits as additional activity for Gulf Coast vacationers.

Hiking

Hiking venues are sought by numerous tourists groups, but predominant are young professionals with disposable income. In addition, Hikers are also attracted to venues that incorporate camp grounds and a variety of nature based activities. Faust should be developed with trails, connecting to the citywide greenway providing attraction for tourists as well as the obvious benefits relative to citizen desire for such amenities.

Agri-Tourism

Agri-tourism is another rapidly growing segment of the tourism market. In fact interest has become so strong that numerous agri-tourism organizations have now formed and provide interested communities with web-based online references and toolkits for developing such tourism venues. Agri-tourism appeals as a recreational and learning activity to those who live in highly urbanized environments and desire connection with the land. Another growing trend in the development of agri-tourism are farms that serve as cooperatives for citizens of the region who desire to participate in the cultivation, care and harvesting of fruits and vegetables. The plan recommends that Foley capitalize on its agricultural history and abundance of local farming operations to develop a “*Foley Agri-tourism Trail*”.



Seasonal Festivals Crop Cultivation and Harvesting are attracting Agri-Tourists

Historic Districts

Recent research suggests that nature based and non-mass marketed tourist attractions are rapidly gaining in share of market. The typical visitor is profiled as baby boomer and senior citizen with disposable income. Interpretation: the growing market of retirees is attracted to unique, nostalgic, and culturally interesting venues: Historical Districts with quaint buildings, pedestrian friendly tree lined streets; boutique shopping and great restaurants stand to generate substantial business and sustainable economies for the district. Foley is encouraged to capitalize upon the Historical Town Center as a destination for attracting tourists.



Historical Venues in Downtown Foley

8.4

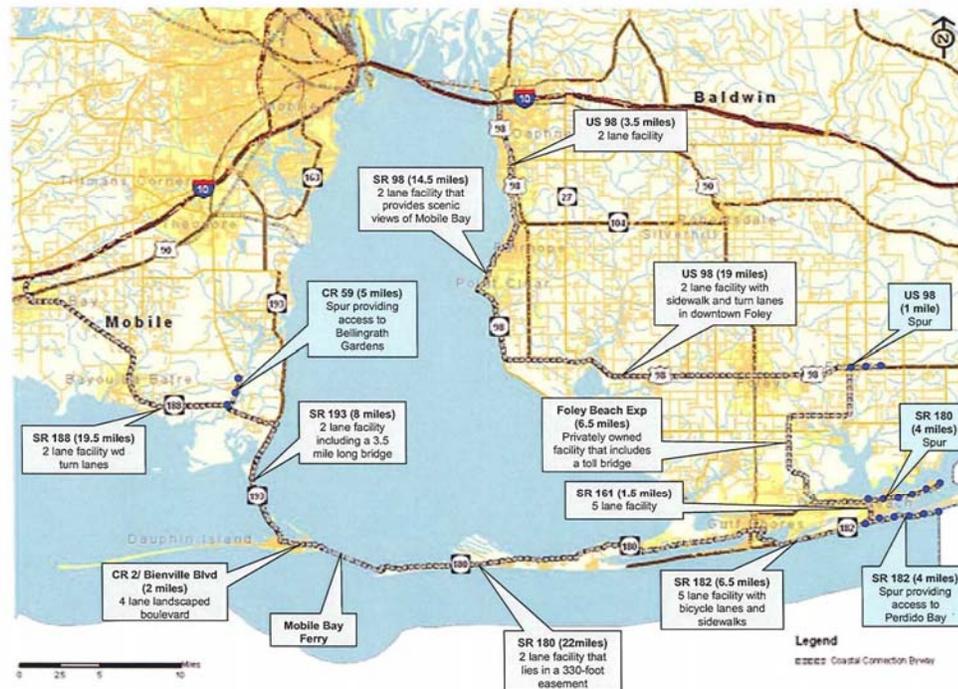
Policy Recommendation: Incorporate Support for Scenic Byways

The Alabama Scenic Byway organization has developed a corridor management plan for a defined route identified as the *Coastal Connection Scenic Byway Corridor*. Major objectives within the corridor management plan are consistent with Foley’s Comprehensive plan vision and guiding principles. For example the Corridor Plan states as its primary objective: *“to provide a guide for the preservation and enhancement of this roadway and corridor and its intrinsic resources”*. And its vision: *“to create a sense of place, a destination, where coastal Alabama’s natural, historic and recreational assets are all a part of an enjoyable and educational experience for visitors and where the spirit and importance of coastal stewardship is encouraged.”*

The city of Foley is prominently included in the Coastal Connection Scenic Byways Plan within “segment 4” of the proposed byway. At many levels, The Scenic Byways plan and the Comprehensive Plan share common goals: Preserve environmental features, Preserve and protect sense of place, promote nature based tourism, and participate in a collaborative framework for the betterment of the coastal region/

The plan recommends Foley’s consideration in support of the Scenic Byways initiative. The City should appoint a representative, or establish a Foley Scenic Byways committee for the purpose of facilitating communication between the City of Foley and the Byway’s Corridor Advocacy Group.

Figure 4-4: Coastal Connection Byway – Roadway Facility



Annexation Strategy

9.1

Strategy

Substantial expansion of Foley's city limits will be necessary to accommodate projected growth as indicated by the Future Land Use Plan. Accordingly, the City of Foley should develop an organized and analytical approach for addressing future annexation activities.

Cost and Revenue Considerations:

Since Alabama's property tax levels are exceptionally low, annexing large volumes of surrounding acreage under the assumption that the additional property tax revenue from such annexation would cover the required City services for newly annexed areas is highly flawed and unadvisable. In Alabama, financial sustainability for municipal governments is driven by the retail sales tax. The City of Foley is fortunate to have a strong base of retail business enabling the City to pursue annexation in a more aggressive manner than that of the typical Alabama municipality.

In fact, most recommendations contained within the Comprehensive Plan are pragmatically grounded in upon Foley's reasonable ability to generate significantly increased volumes of retail sales tax revenue as the City's residential population expands. Increased residential population translates into greater consumption of goods and services and increased revenues for the City, given that those goods and services are provided by retail establishments located within the limits of Foley.

It should be noted that the Comprehensive Plan contains strongly protective policy recommendations for preservation of Foley's existing retail strength generated by businesses located along Highway 59 in addition to the revitalization of Downtown retail, and the development of the Foley Beach Express retail as the new frontier of revenue production for the city. Accordingly, the Plan recommends the following Policy Recommendations as a framework and guide for annexation activities:

9.2

Policy Recommendation- Appoint an Annexation Committee

The City should appoint a special commission or committee to address annexation concerns. This will ensure continual and focused attention to this highly important element of Foley's ability to implement the comprehensive plan and maintain valuable market share with regard to future retail sales revenue generated within the region. The committee would reasonably consist of members of the City council, Planning Commission, and one or two citizen representatives.

9.3

Policy Recommendation: Establish Annexation Analysis Criteria

Parcels surrounding Foley's existing city boundary should be analyzed for potential annexation. Following are critical factors and determinants that should be used to guide annexation decisions:

1. **Compatibility with the Comprehensive Plan's general philosophy and framework.** A short-cut analysis could be as simple as a thoughtful discussion based upon a comparison and contrast against the *Vision & Guiding Principles* as outlined in the plan document.
2. **Revenue Analysis:** Careful analysis of impact regarding reasonably anticipated revenue generation. Factors such as planed zoning, potential for retail sales generation, and other factors should be considered.
3. **Capital Budgeting Compatibility:** Careful analysis of impact on the city's capital budget for provision of essential services and infrastructure to the

potential annexation. For undeveloped lands the analysis should consider the cost for provision of city services prior to revenue generation and the expected period of time before revenues meet expenses.

4. **Geographical Compatibility:** Typically, economies of scale surface when considering annexation of parcels that result in a cohesive and connected city boundary. Such logical pattern of growth and development facilitates cost effective delivery of police fire and emergency services, and the connection or extension of sewer, water utility and road infrastructure. Consideration should be given for geographical connectivity when considering annexation.

9.4

Policy Recommendation: Develop an Annexation Phasing Map

The City should develop a parcel coded map of desired annexation properties with a high medium and low priority coding. This will assist with prioritization of efforts, and targeted communications toward the requisite property owners.

9.5

Implementation Policy Recommendation:

A. General Policies

1. City of Foley will pursue annexation of contiguous properties within its urban growth area using appropriate methods allowed under state law.
2. Timing of annexation proposals will be determined based on what is most beneficial to the citizens of the community, which includes incorporated area and unincorporated area within the Foley urban growth area (UGA).

B. Unincorporated Islands

1. Foley will actively encourage annexation of unincorporated islands within its UGA.
2. To the extent possible, Foley will not allow annexations that create new unincorporated islands or unincorporated areas substantially surrounded by annexed areas.
3. Foley will approve annexations that lessen the size of existing unincorporated islands if it is not feasible to annex the entire island.

C. Municipal Boundaries

1. To maintain efficient city service provision, Foley will discourage annexations that would result in irregular city boundaries.
2. Annexations will include the largest practicable area contiguous to city limits that still results in logical city boundaries.

D. Comprehensive Planning and Zoning

1. Foley will approve only annexations that lie completely within the urban growth boundary established in the Joint Plan and which are consistent with the policies of the Joint Plan.
2. Land use designations shown on the Future Land Use map will be continued for annexed properties for at least one year following annexation.

E. Extension of Services

1. Foley will support extensions of public water and sewer services within the urban growth area that are consistent with: Sewer and Water Utility requirements and the Foley Comprehensive Plan.

2. Owners of unincorporated properties must annex to receive City water or sewer service if the properties are contiguous to city limits and are configured in a manner that conforms to annexation policies.
3. In order to receive City water or sewer service (including on-site community septic systems maintained by the City), the owners of unincorporated properties not required to annex will be required to sign a waiver of protest/special power of attorney agreement which runs with the land and binds the property for future annexation.
4. Foley will consider the existing boundaries of special purpose districts when reviewing annexation proposals. Affected districts will be notified and provided the opportunity to comment on annexation proposals.

Summary and Action Plan

As stated in the introduction, a comprehensive plan is of little value unless elements contained within the plan are ultimately implemented. Implementation is a long and sometimes tedious process, but once adopted, the plan becomes a blueprint for guiding the city's future development.

The City of Foley has a strong infrastructure of governmental leadership and other legal bodies including appointed commissions, and committees empowered to take actions and make recommendations for progressing implementation. In addition, The City is advised to utilize the plan document to develop then amend various regulations including those that impact:

- Zoning Regulations
- Subdivision Regulations
- Capital Improvement Plans and Budgets
- Landscape and Tree Ordinances
- Stormwater Ordinances

And other authorized guidance mechanisms which shape and impact the physical existence of the City. Following is a bullet point summary of major recommendations contained in the plan intended to serve as both a quick reference and review of recommendations, but also as an analysis tool for city leaders to rank and determine priorities for implementation.

10.1: Summary Recommendations

Downtown Districts

1. Define the Downtown District
2. Develop a Downtown District Master Plan to coordinate and address: Streetscape, Historical, Revitalization, Zoning, Mobility, Landscape and Parks, Residential, and Retail/Commercial Expansion.
3. Incorporate Mixed-Use Zoning
4. Develop a Downtown Greenspace and Landscape Plan
5. Build a Pedestrian Connector over Highway 59

Historical Districts

1. Adopt and Implement the Foley Historic Preservation Ordinance.
2. Define the Downtown Historical District

Foley Beach Express

1. Define the Foley Beach Corridor
2. Address Zoning needs within the defined corridor
3. Ensure Mixed Use Development as the primary zoning use
4. Incorporate Town Center Development at major FBE intersections
5. Incorporate FBE Architectural Standards for development within the defined corridor.
6. Incorporate Greenway Access as civic benefit
7. Incorporate ordinance requiring landscape buffering of industrial operations along FBE.

Highway 59 Corridor

1. Define and Establish the Highway 59 Corridor/Business District

2. Establish a long-range Redevelopment Master Plan for the 59 Corridor
3. Incorporate 59 Corridor Architectural Standards
4. Address Roadway Improvements and Alternative Transportation Options

Greenways Parks Recreational and Open Space

1. Establish a Citywide Greenway System
2. Establish a Stream Mitigation and Conservation Easement Plan
3. Establish a Parks and Recreational Facilities Master Plan
4. Finalize Plans for a New Civic Center
5. Establish Policies allowing for protection of environmentally sensitive areas and preservation of open space.

Residential Development

1. Upgrade Subdivision Regulations to ensure Variety of Housing Options
 - a. Medium Density
 - b. Medium High Density
 - c. Low Density
 - d. Residential Rural
 - e. Residential Mixed Use

Industrial Development

1. Identify prime sites for industrial development
2. Develop an Industrial Recruitment Strategy

Gateways

1. Appoint a Gateway Commission
2. Develop a Primary Gateways Plan
3. Develop a Secondary Gateways Ordinance

Transportation and Mobility

1. Implement Recommendations as defined by the 2007-Foley Roadway System Report
2. Develop a Comprehensive Mobility Plan- ensuring a walkable community
3. Develop Sidewalk and Crossing Design Standards
4. Develop a Public Transportation Plan

Schools

1. Establish a formal Liaison Committee
2. Establish a School Siting Plan

Economic Development

1. Expand Upon Existing Retail Success with focus on Distinctive Markets:
 - a. Foley Beach Express
 - b. Hwy 59 Corridor
 - c. Downtown Foley
2. Capitalize upon Availability of development ready land for industrial development
3. Capitalize Upon Natural Conditions for Nature Based Tourism Attractions
 - a. Establish an Eco Park at Graham Creek: canoeing, birding, camping
 - b. Establish Cycling Routes
 - c. Hiking Trails- at Faust and citywide greenway- a regional attraction
 - d. Develop Agri-Tourism- a growing tourism market
 - e. Promote Historic Districts
 - f. Promote the Scenic Byways Coastal Connection Trail.

Conclusion

The City of Foley is faced with a double-edged sword of challenges and opportunities. Equipped with The Comprehensive Plan addressing those challenges and opportunities specific to Foley, The City is armed with a powerful tool for shaping the future in agreement with the hopes and desires of citizens and city leaders.

The plan provides a framework for implementation of the vision. However, significant tasks remain for implementation of plan recommendations. As such, the document should not be considered an immediate remedy to many of the issues and concerns addressed. Rather, The Plan should be utilized as a guidance tool, one that can and will be revised and amended in accordance with the dynamics of change experienced by the City of Foley.

While Foley has grown rapidly over the past few years, demographic and statistical analysis indicates *explosive* growth will likely occur over the next three to six years. Accordingly, Foley has an opportunity to also experience rapid implementation of the plan, which if addressed with consistency, will result in significant and noticeable impacts.

We encourage The City to keep The Plan operative by determining priorities and focusing on manageable tasks in accordance with manpower and capital budgeting resources. In addition, we strongly recommend the establishment and appointment of various committees and commissions to supplement implementation demands and oversight of key recommendations while further engaging citizens and stakeholders.

The firm of Barge Waggoner Sumner & Cannon, Inc is honored to have assisted the City of Foley with the comprehensive planning process. In conclusion, we believe The City is poised for continued economic prosperity complemented by standards of physical growth and development that maintain the City's heritage, and sustain the strong sense of "community" that is the essence of Foley, Alabama.

Appendix Contents

Contained in the appendix is supplemental information , and references to assist the user with location of certain policy recommendations and Policy Guidelines.

- I. Policy Recommendations Summary-
See plan document: Summary

- II. Policy Guidelines-Page 2-21

- III. Historical Summary- page 22

- IV. Reference: State of Alabama Code- Page 23-28
Sections11-52-1 through 11-52-10

- V. Maps
Future Land Use- Page 29
Historic District- Page 30
Visioning- Page 31

General Policy Guidelines

4.1.4(a) **Mixed Use Development**

MU is a policy category designed to encourage an integrated, diverse blend of compatible land uses ensuring unique opportunities for living, working, and shopping. Land uses found in this category include residential, commercial, recreational, cultural, and community facilities. Commercial uses appropriate to MU areas include offices and community, neighborhood, and convenience scale activities. Residential uses will most likely be medium, medium-high, or high density. Other types of uses may be appropriate if they can be successfully integrated with other uses.

The different land uses and sections of MU policy areas are functionally and physically integrated. In appropriate areas, horizontal and vertical integration can range from the turn of the century apartment above the butcher's shop to modern, multi-storied office and hotel towers connected by a retail concourse at the street level. Pedestrian connections, both at street level and above, and focal points such as landscaped open space and parks, art work, water features, and street level plazas are not merely amenities but a fundamental and necessary unifying component. This integration and pedestrian orientation is a major distinction between mixed-use areas and other policy categories.

Mixed-use areas should be developed in accordance with a coherent plan or overall working concept of the desired end. For each area zoned MU, the land use policy plan should give guidance to the types and scale of land use, appropriate ranges of intensity and, if needed in a particular application, general locations within the area where different types of development should be encouraged. Plans including an architectural and/or design review component, such as some type of historic or special district overlay, are appropriate to help ensure compatible development and protection of valuable existing resources.

Policy Application:

- Areas which have been rezoned from residential to non-residential but retain a significant concentration of residential uses are suitable for application of MU policy if the outlook for complete transition to commercial use is:
 - a. No longer desirable based upon sound planning principles;
 - b. Expected not to occur, or,
 - c. Reversing course.
- Areas where the transition from residential to non-residential use is well underway and expected to continue and which meet the principles established in this document for commercial development should not be zoned MU.
- Areas with a unique historical and architectural character may be zoned MU, provided the introduction of non-residential uses has started or would contribute to the stability of the areas.
- MU policy would be suitable for appropriate locations identified in the General Plan within the downtown area to encourage a blend of employment and residential opportunities.
- Access to MU areas should reflect the intensity of the MU development. Higher intensity mix-use areas should border or have good accessibility to arterial streets and be within one-quarter mile of regularly scheduled or planned mass transit service. In some instances, existing commercial development along older arterial streets may benefit from application of MU policy. The accessibility of higher intensity mixed-use areas should not be through a lower density policy area.
- MU policy may be appropriate in undeveloped or under developed areas where its application would be in keeping with sound planning principles.

- MU policy is not appropriate where existing commercial uses whose operations have significant adverse impact on residential uses are expected to remain throughout and even beyond the planning period.
- Proposals in MU Areas. In areas designated Mixed Use on the Structure Plan, residential, mixed use, and nonresidential development proposals other than civic and public benefit uses should meet all of the following criteria to be considered on their merits.
 1. Development exceeding three stories may only be appropriate along arterial streets and when it is in context with existing development; development exceeding six stories is inappropriate.
 2. If available, the proposed land use regulation is an optional TND type of regulation that allows low rise mixed residential or mixed use development. The TND regulations should include provisions that govern the building typologies and styles permitted, setbacks, building orientation, and parking, all of which, ideally, there is no authority to grant a variance to. If TND regulations are not available, the proposal includes:
 - One of the following conventional zoning districts: RS5, RS3.75, R6, RM9-RM20, or MUN at any location, or RM40 or MUL only if the site fronts on an arterial street with 4 or more lanes, and
 - An accompanying Urban Design or Planned Unit Development overlay district or site plan, to assure appropriate design and that the type of development conforms with the intent for MU areas and the location in question.
 3. No special policy applies to the site that expressly makes an exception to this policy or does not support the proposal.

If the above criteria are not met, proposals for civic activities and low-rise public benefit uses may be considered on their merits.

4.1.4 (b) Downtown

Mixed Use Guidelines would reasonably permit rezoning of Downtown Foley for mixed use under the following provisions:

- Mixed use policy is suitable for appropriate locations identified within the downtown district to encourage a blend of employment and residential opportunities.
- Mixed use policy may be appropriate for areas experiencing market driven changes in use such as the decline in downtown retail occupancy due to the migration of retail to big box locations outside the town center.
- Mixed use policy may be appropriate in undeveloped or under developed areas where its application would be in keeping with sound planning principles.
- Higher intensity mixed use areas should boarder or have good accessibility to arterial streets and be within one-quarter mile of scheduled or planned mass transit service.

4.1.8 Sites and Areas with Historical Significance

Protection and preservation of historic features or structures should be encouraged. The following policies are recommended for areas and sites that are determined to be of historical significance.

- Property owners should be encouraged to preserve such buildings and structures in conjunction with any proposed development of the site and work closely with a locally empowered Historical Commission.

- Proposed developments in historical districts should be approved with cautious consideration for maintaining the historical context and integrity of the district.
- Formalization of a Historical District is recommended.
- Appointment of an empowered Historical Commission is recommended.

4.3.3

Retail Town Center/ Neighborhood Commercial (NC)

Town Center or Neighborhood Commercial is the Structure Plan classification for small, intense areas that may contain multiple functions and are intended to act as local centers of activity. Ideally, a neighborhood commercial is a “walk-to” area within a five minute walk of the surrounding neighborhood it serves. The key types of uses intended within NC areas are those that meet daily convenience needs and/or provide a place to gather and socialize. A NC area may consist of no more than a single-use or mixed-use “neighborhood-scale commercial” development on one corner of an important intersection within the neighborhood. Examples might include a barbershop or a mixed-use building with a small grocery store on the ground level and an office and/or apartment above. Or, it could be an area partially or completely surrounding and focused on a small open space area. Although neighborhood-scale commercial is scarce in modern times, the opportunity to walk five minutes to a corner store for a quart of milk and a newspaper presents residents with an alternative to driving or being driven everywhere for daily needs. Residential development in these areas generally consists of a mix of medium to high density single- and multi-family housing. The provision of higher density housing in a Neighborhood Commercial area allows for more “eyes on the street” to protect the activity center (street intersection or public space) it surrounds. If a neighborhood’s character is more of a Neighborhood Urban pattern rather than a Neighborhood General pattern, a Neighborhood Commercial might consist of more commercial or mixed-use development. All NC areas are intended to be integral elements of planning neighborhoods.

Application

Neighborhood Commercial is intended to apply to established areas that function, and are envisioned to continue functioning, as small mixed centers of activity for the neighborhoods they serve. NC is also intended for emerging and undeveloped areas that are planned to be future centers serving the neighborhood in which they are located.

Appropriate Land Uses

Generally appropriate activities in NC areas include single- and multi-family residential, public benefit activities and small scale office and commercial uses. Also conditionally appropriate as secondary uses subject to strict regulation, are small-scale non-nuisance type crafts and other “cottage” industrial uses. Small open spaces (parks, greens, squares, plazas) that are not designated as such on the Structure Plan or a detailed neighborhood design plan are appropriate and to the extent possible, should be integrated into the overall open space system. Activities other than those already described, are not appropriate in NC areas and those that already exist are nonconforming.

Design Principles

A random development pattern is inappropriate in NC areas. The specific arrangement and interrelationship of activities by type intended within NC areas should be carefully articulated in detailed design plans prepared for these areas. General design principles are as follows.

- Neighborhood commercials do not always occur at the geographic center of the neighborhood. NC areas located at the edge of a neighborhood may actually serve two neighborhoods.
- Development along interfaces with adjoining Structure Plan areas should be designed to provide a smooth, seamless transition from one area to the other.
- Building setbacks in these areas are shallow or non-existent. Again, the closer the buildings are to the street, in these areas, the more eyes there are for a neighborhood watch.
- In these areas, buildings are primarily alley-loaded with parking located to the rear or side of a building, not in front of it (except for on-street parking).
- Neighborhood Commercial areas may be located at street intersections or centered on a public space and/or a community building. A single neighborhood may have multiple Neighborhood Commercial areas.

Town Center Neighborhood Commercial :Option 2 (NC2)

General Characteristics and Intent

- The NC2 Structure Plan category is designed to accommodate uses that provide routinely needed goods and services.
- NC2 concentrations typically serve a customer base of about 2,500 to 20,000 people.
- The aggregate amount of commercial floor area intended in NC2 policy areas is from about 30,000 to about 100,000 square feet.

Application

- The site should be at the intersection of either an arterial or a collector street or two collector streets that are a focal point for neighborhood traffic.
- Clusters of NC2 uses should space themselves out in order to secure separate market areas. Typical spacing for NC2 clusters from one another or from larger scale retail policy areas is about three miles in lower density residential market areas and about one and a half miles in higher density areas. Under certain circumstances, market demand may be such that closer spacing of an NC2 cluster would be appropriate.

Appropriate Land Uses

Predominant uses in NC2 areas include smaller grocery stores, video rental stores, restaurants, dry cleaners, and convenience scale retail. Upper floor residential uses are also appropriate in buildings with ground floor commercial.

Design Principles

- Similar to a neighborhood, an NC2 area includes a wide range of building setbacks that are specific to building type and location.
- Although these areas typically are designed primarily for automobile access, some level of pedestrian access to and within individual developments should be provided in the design. At a minimum, this should include providing sidewalks. Safe crossing areas should be provided across parking lots through such means as markings, textured pavement, or other walkways.
- Ideally, these areas should redevelop over time to become more pedestrian-friendly centers, with buildings set close to the street with parking placed to the rear.
- Development along interfaces with adjoining Structure Plan areas should be designed to provide a smooth, seamless transition from one area to the other.

4.4.4

Commercial Arterial Existing (CAE)-HWY 59

CA is a Structure Plan category designed to recognize existing areas of “strip commercial.” Strip commercial development is characterized by commercial uses that are situated in a linear pattern along arterial streets between major intersections.

The intent of this policy category is to stabilize the current condition, prevent additional expansion along the arterial, and ultimately redevelop these areas into more pedestrian-friendly Community Center areas. Also, these areas preferably will also redevelop to a nodal pattern, with larger commercial concentrations at major intersections.

Commercial zoning between major intersections should not be intensified unless special circumstances apply, such as an existing pattern of intensive commercial zoning. If an applicant seeks to rezone to an intensive commercial zoning district such as CS at a location between major intersections, the applicant shall submit a) a market study demonstrating that there is a shortage of available CS zoned property within a 1.5 mile radius of the subject site and b) evidence that adjacent affordable housing will not be displaced or otherwise rendered unstable by the commercial expansion.

Arterial access is characteristic of CA areas.

Many older CA areas contain obsolete or marginal development and generally economically distressed conditions. Revitalization, improved design, and adaptive reuse of existing development is of particular importance in these areas. The long-term goal for existing CA areas is redevelopment into a more compact form, with community scale clusters at major intersections and mixed use, higher density residential (where higher density locations criteria can be met), RN, or RLC clusters in between.

Within CA areas, small to moderate-sized development is appropriate. Single commercial uses which take up large amounts of land may be appropriate at major intersections within CA areas.

Application

- Strip commercial is generally not considered a desirable development pattern. CA is meant to apply only to existing areas of strip commercial.
- Expansion is appropriate only to maintain the viability of existing businesses and to reconfigure the area into a more compact nodal form. Generally, the deepening of non-residential use to improve the function and enhance transition to a nodal pattern is encouraged, as long as the deepening does not encroach into residential areas that are intended to be conserved.
- CA policy should not be applied to small areas of existing or committed arterial commercial development that are not expected to urbanize during the planning period (areas not expected to urbanize during the planning period are designated IRU, Interim Rural).

Appropriate Land Uses

- The predominant uses found in CA areas are retail and office activities such as eating establishments; automobile sales, rental, and service; hotels and motels; and consumer services. Also found, to a lesser degree, are product assembly, distribution, and storage and residential uses.

Design Principles

Since CA areas are intended to redevelop into Community Center areas over time, the design principles for those areas should be consulted for the ultimate design of CA areas. However, it is likely that conventional suburban patterns, with parking in front of buildings, automobile-scaled signage, and multiple curb cuts will continue to be found.

The following design principles should be followed for conventional suburban development within CA areas.

- When buildings are set back from the street with parking in front, it is especially important to substantially landscape the parking lots, both along the perimeter and within the interior.
- Substantial landscaping should also be used at the interfaces with predominantly residential areas.
- Lighting should be directed away from residential areas.
- Although these areas typically are designed primarily for automobile access, some level of pedestrian access to and within individual developments should be provided in the design. At a minimum, this should include providing sidewalks. Safe crossing areas should be provided across parking lots through such means as markings, textured pavement, or other walkways.
- Development along interfaces with adjoining Structure Plan areas should be designed to provide a smooth, seamless transition from one area to the other.

4.5.5(a) Open Space/ Public Benefit

Open space consists of a variety of large and small features. It includes parks, greenways, recreational fields, preserves and areas set aside for wildlife habitat. Also includes are swamps lakes, ponds, wetlands, streams, creeks and rivers.

Uses range from active and passive recreational activities, to preserves and land trusts, to civic use space which is open to the benefit and use of all citizens. Open spaces can be expansive in size or as small as a school playground.

Application

The Open Space structure plan is intended to apply to areas that are to be conserved and areas that are planned to be open space in the future.

Design Principles

- Preferably, open space areas are connected to form a local greenspace network.
- Open Space may occur along the edges of neighborhoods. Examples include neighborhood parks, greenways, and linear parks.
- Generous setbacks with landscaped buffers should be incorporated along the perimeter of open space. This is to minimize the impact of buildings and to provide for a transitional area from recreational to other activities.
- Open space should be accessible at highly visible locations
- Attempts should be made to ensure open space has access to a collector or higher order of street.
- Civic activities are encouraged

4.5.5(b) Areas With Sensitive Environmental Features

Areas Subject to Flooding

These policies are designed to encourage flood plain preservation and reduce pressure for modification and development of areas subject to flooding. The policies apply to the areas within all Structure Plan categories, except Natural Conservation (NCO),

Downtown Core (DC), Central Business District (CBD), and older traditional neighborhood areas that are subject to flooding.

Land Use

- Only low intensity, non-structural types of land uses are appropriate in areas subject to flooding.

Development Arrangement and Intensity

- Development should be clustered on the portion of the site that is not flood prone.
- In order to maintain water quality, facilitate flood control, and ensure public safety, the development potential for the flood prone portion of a site should be lower than it is for the developable portion of a site.

Natural Preservation

- In general, preservation of flood prone areas in their natural state is recommended.
- Disturbance and alteration is discouraged and should be kept to a minimum.

Areas With Other Environmentally Sensitive Natural Resources

These policies are designed to encourage preservation of areas with unstable soils, sensitive geological formations, rare species, and other sensitive natural features and reduce pressure for modification and development of these areas. The policies in this section apply to the areas within all Structure Plan categories except Natural Conservation, Downtown Core, Central Business District, and older developed traditional neighborhood development areas that have unstable soils, geological formations, rare species, or other natural features that can be a significant constraint to development.

Land Uses

- Structural land uses should be avoided in areas of unstable soils, geological formations, rare species, or other sensitive natural features.

Development Arrangement and Intensity

- Development should be clustered on the portion of the site that does not contain unstable soils, geological formations, rare species, or other sensitive natural features.

4.6 Community Commercial CC

Super community scale concentrations serve essentially the same function as community scale concentrations but are generally larger in size and provide a wider array of goods and services.

- Although many uses in CC areas have trade areas similar to those of RCC areas (radius of one to five miles), some of the less common large scale retail activities intended in CC areas may draw from a wider area (radius of eight to ten miles or more.).
- The aggregate amount of floor space appropriate in CC areas not at freeway interchanges is between 500,000 and 1,000,000 square feet for all non-residential activities. CC areas that are located at freeway interchanges may be larger to accommodate freeway-oriented uses.

- Accessibility to and within CC areas is of particular importance due to the concentration and high rates of traffic generated by the types of uses in these areas and the distance of some trips attracted to the areas. The limits of CC areas should be clearly established in advance using significant natural features or transitional land uses.

Application

- Super community retail centers serve populations that are generally larger than that of a single subarea. Therefore, the retail needs of adjoining subareas should be considered when planning this retail policy.
- Preferred locations are intersections of a six-lane and four-lane arterial street or at the interchange of a freeway and a four-or-more-lane arterial. An intersection of two four-lane arterials may be appropriate as a last resort in areas with a scarcity of preferred locations.
- Super community and regional retail activities may be combined by locating super community policy near regional activity centers.
- In general, CC policy should not be applied to locations needed for activity centers (RAC), major transportation, or industrial uses. However, where appropriate locations for CC policy are less available than industrial policy locations, application of CC policy should be favored.

Appropriate Land Uses

- Predominant CC uses include retail shops, consumer services, restaurants, and entertainment. CC areas located at highway interchanges also allow a limited amount of uses to serve travelers. CC areas may also include large, single specialized retail stores such as Home Depot that draw customers from a wider market. Also appropriate in CC areas are higher density residential uses and upper floor residential uses in buildings with ground floor commercial.

Design Principles

- A generalized design plan for CC areas should be provided in subarea plans to guide the development and arrangement of uses in and adjacent to these areas.
- While new designs in these typically suburban areas must accommodate parking and other automobile-oriented needs, they should also include strong pedestrian connections between uses that allow customers the choice of parking once and walking to various shops or to drive from shop to shop.
- When buildings are set back from the street with parking in front, it is especially important to substantially landscape the parking lots, both along the perimeter and within the interior.
- Substantial landscaping should also be used at the interfaces with predominately residential areas.
- Lighting should be directed away from residential areas.
- Ideally, these areas should redevelop over time to become more pedestrian-friendly centers, with buildings set close to the street with parking placed to the rear or provided in parking structures with commercial uses at the ground level.
- Development along interfaces with adjoining Structure Plan areas should be designed to provide a smooth, seamless transition from one area to the other.

4.8

Industrial (I) **General Characteristics and Intent**

- IN is a Structure Plan area classification for one of several types of special districts. IN areas are dominated by one or more activities that are industrial in character. Types of uses intended in IN areas include non-hazardous manufacturing, distribution centers and mixed business parks containing compatible industrial and non-industrial uses. Large IN areas are elements of the community's structural framework; smaller ones are elements of planning neighborhoods.

Application

- IN is intended to apply to areas of existing predominantly industrial development that are expected to remain indefinitely, and to any areas planned for similar such activities.

Appropriate Land Uses

- Typical activities appropriate in IN areas include light to heavy "non-hazardous" manufacturing, storage, distribution, contractor businesses, and wholesaling. Uses that support the main activity are appropriate. Examples include administrative and storage functions, food service, and convenience services. Open space areas are appropriate as a support activity for workers and/or patrons of industrial activities and for transition and buffering. In general, mixed-use and permanent residential activities are not appropriate in IN areas. An exception may be the edge of an IN area along the interface with an area in which residential activities are appropriate. Such exceptions should be considered case by case, with careful attention to both land use compatibility and design.

Design Principles

IN areas can contain a wide variety of activities, some of which have the potential to adversely affect adjoining development, heightening the importance of design for these areas also. General design principles are as follows.

- Similar to a neighborhood, an IN area includes a wide range of building setbacks that are specific to building type and location.
- Some IN areas may include both alley-loaded and front-loaded building product.
- For IN areas that involve large campus-style sites, the layout of development, setbacks, and building orientation should be established in a master plan for the site. To the extent practical, such areas should be structured and designed to function like neighborhoods. Public spaces and/or buildings that serve the area and/or the general public, may become the focal point of the IN area.
- To the greatest extent possible, smaller IN areas imbedded within planning neighborhoods should be designed as integral components of the larger neighborhoods in which they are located.
- The interface of large IN areas should also be designed to the extent possible as an integral element of the surrounding area, rather than walled-off compounds isolated from adjoining neighborhoods.
- Development along interfaces with adjoining Structure Plan areas should be designed to provide a smooth, seamless transition from one area to the other.

Industrial and Distribution (IND)

Description and Characteristics

- IND is a policy category designed to provide for existing and future areas of industrial and distribution development. Most types of industrial and distribution uses are found in this policy category including: storage, business centers, wholesale centers, and manufacturing. Certain support uses such as sales, service, and office facilities will also be present in IND areas.
- Good accessibility is essential for IND areas due to the high volumes of overall traffic generated by those uses and/or the high volumes of truck traffic they may generate.
- Like OC areas, IND areas may emerge as a collection of unrelated developments or as a single industrial park. Because industrial parks make more efficient use of scarce industrial sites, their development is preferred in IND areas, although it is expected that individual uses will likely develop within the industrial park.

Guidelines for Applying Industrial and Distribution (IND) Policy

- IND policy should be applied to both new and established areas of industrial and distribution development.
- Application of IND policy in close proximity to areas of existing or planned residential development should be done with great care. Natural features or land use transitions should be identified or developed to shield residential uses from the negative effects of industrial policy.
- IND policy should be provided in areas with good regional accessibility. Preferred locations are those along and directly accessible to arterial streets with at least four lanes which are at or in the vicinity of interchanges with freeways. IND policy may also be appropriate at locations not fronting directly on a major arterial, provided that access to the arterial is through a commercial or industrial policy area.
- IND policy should not be applied to locations needed during the planning period for a regional activity center or major transportation uses, because these uses are more difficult to locate than are IND activities.
- Industrial and distribution structures are usually single-story with a large building footprint. Sites that are fairly flat are preferred due to the lower site development costs.

Guidelines for Areas in Transition to IND

- In instances where a residential area is becoming industrial, IND development should proceed in a way which is sensitive to remaining short-term residential uses.
- The assembly of larger sites, especially where residential areas are transitioning to industrial, should be encouraged.

The transition should be gradual, with the sites with the best accessibility becoming industrial before sites in the interior of the area undergo transition.

4.6.3 General Policies for Residential Development

Residential uses typically comprise the largest single type of development in a community. The type and pattern of residential development, therefore, has a significant impact on the overall urban structure. An urban setting requires a diversity of housing options to accommodate the varying needs and lifestyles of different household types. At the same time, care must be taken to ensure compatibility with other land use types and among different housing types.

The delivery of many urban services is influenced to a great extent by the spatial pattern of residential development. In general, urban densities are preferred for new residential development as these densities allow for fiscally responsible service delivery. However, the carrying capacity of the land should be respected.

Ideally, residential development should occur as part of a complete neighborhood. Complete neighborhoods are often referred to as *Traditional Neighborhood Developments (TND's)*. Most TND's were built before the mid-1950 but some have been developed in recent years. A complete neighborhood is one that includes opportunities for living, shopping, social interaction and recreation within a walkable area. A walkable neighborhood is about a five-minute walk, or one-quarter of a mile, from its center to its edge. For market reasons, convenience commercial uses are unlikely to be found within all neighborhoods but are instead more likely to be found along corridors or at major intersections between residential areas. In addition, a complete neighborhood will contain a variety of housing types. The compatibility of this variety of housing types is ensured through good design.

In contrast, conventional residential areas generally feature the segregation of different housing types, although some mixture of single-family and duplex development is relatively common. These areas are usually quite large in their geographic extent, unlike the compact areas of traditional neighborhood development. Conventional suburban residential areas frequently have disconnected street networks with numerous cul-de-sacs. This pattern places a burden on the few streets that do connect and tends to result in traffic congestion on those streets.

The ideal of a complete neighborhood is not often achieved in areas of conventional development, where large contiguous areas of one housing type are common. A higher than typical level of completeness in these areas can be achieved through compact application of the various conventional residential policy categories, interconnected street networks, and the application of convenience and neighborhood scale retail policies at appropriate locations. The policies in this section are common to Residential Low Density, Residential Medium Density, Residential Medium-High Density.

Land Use

The primary land use in residential policy areas is permanent residential development.

Other Uses

Other uses generally found within or at the edge of residential areas include recreational, civic, and other community facility activities.

Infill Development

Most areas, even those that appear fully developed will have some pockets of vacant land. When these pockets are developed, the process is referred to as "infilling." In residential areas, the character of new infill development should be compatible with the character of the surrounding area. It is important that the design of infill development protect and enhance the neighborhood environment. Infill development should be designed so that building scale, massing height, and orientation to the street are in keeping with the scale, massing, height, and orientation to the street of the majority of buildings in the surrounding area unless the lot being developed is substantially larger than surrounding lots. In these cases a somewhat greater degree of design flexibility may be employed as long as the overall character of the streetscape in the area is preserved and enhanced.

Density

Most of the residential land use policy categories allow ranges of densities. Density, usually measured by dwelling units per acre, should apply to developments individually. In most cases, low densities in one area cannot be justified by applying high densities in another location. The converse is also true; high densities cannot be justified by assigning low densities elsewhere within the same policy classification area. In certain cases, however, residential infill development that is at a higher density than the policy category would normally allow is appropriate. Infill development within the density range of the next highest density policy category (i.e., Residential Medium Density range when in a Residential Low-Medium Density policy area) is appropriate where all of the following conditions are met:

- 1) The property is along an arterial or collector street that is served by transit; and
- 2) The property is a corner lot; and
- 3) A Planned Unit Development of Urban Design overlay must be used, and
- 4) There is no Detailed Neighborhood Design Plan, Urban Design Overlay, Redevelopment District, or Special Policy in place that would not support the proposal; and
- 5) For lots that are of comparable size to surrounding lots, the infill building must be of similar scale and massing to the majority of surrounding buildings. For lots that are larger than surrounding lots, the design of the infill building must be compatible with the surrounding buildings.

Non-residential Activities

Non-residential activities in a residential area should be roughly compatible in scale and intensity (building size, shape and footprint) to the residential uses in the area.

Housing Mix

A given city should incorporate a variety of housing choices to meet the increasingly diverse needs and preferences within each community. To provide market flexibility and afford the opportunity for a variety of housing choices, a mixture of single and multi-family housing types is generally appropriate.

Nonconforming Development

There may be existing nonresidential development within residential policy areas that does not conform to the policy. Expansion of such uses through changes in zoning is not recommended. Areas with nonconforming nonresidential uses are encouraged to redevelop in accordance with applicable policy whenever the nonconforming uses cease. Communities are sometimes confronted with proposals for adaptive reuse of areas where existing nonconforming nonresidential activities are no longer viable. For example, someone may propose to redevelop the site of an old service station in the midst of a residential area into a store. Such adaptive reuses should be considered on their merits provided:

- they would generate minimal non-local traffic and can be adequately served
- they would not increase the degree of nonconformity
- appropriate zoning can be applied that, in the course of accommodating the acceptable use, does not expose the adjoining area to the potential for incompatible land uses; and
- the proposed use is acceptable to the community

In the absence of acceptable adaptive reuses or zoning to accommodate them, areas that contain existing nonconforming uses that are no longer viable are recommended to revert to residential zoning and development in accordance with the applicable policy.

4.6.3(a) Residential Medium Density -RM

- RM is a Structure Plan category designed to accommodate residential development within a density range of about four to seven dwelling units per acre.
- Good accessibility is essential for development at the upper end of the density range.
- Development at the upper end of the density range is appropriate at locations along and in the vicinity of arterial and collector streets, provided the accessibility of sites is not through a lower density area. Development at the lower end of the range is appropriate at locations along and in the vicinity of arterial, collector, or local streets, provided the accessibility of sites is not through a lower density area.

Application

- RM policy should be applied to areas which are currently developed at about four to seven dwelling units per acre and to undeveloped or underdeveloped areas that are suitable for medium density policy.
- Predominantly developed areas designated RM should have character and discernible boundaries that distinguish them from the surrounding areas.
- Application of RM policy to underdeveloped areas should be in areas that are adjacent to existing development and are in the path of urban expansion and the extension of support services, particularly sewers and major transportation facilities.
- Areas designated RM should have direct or good indirect access to collector or arterial streets. Indirect access should not be through lower density policy areas.
- Areas designated RM should be convenient to neighborhood or community scale commercial centers and other community services.
- Isolated, undeveloped areas that are next to existing medium density residential uses and derive access through the residential area should be included in the area designated RM.
- RM policy should not be applied to locations needed during the planning period for higher density residential, commercial, or industrial uses.
- RM policy should not be applied to small pockets or clusters of medium density residential development that are in the midst of generally higher density areas and should, themselves, redevelop at higher densities.

Appropriate Land Uses

- A variety of housing types are appropriate in RM areas. The most common types include compact, single-family units; townhomes; and walk-up apartments.
- Civic and public benefit activities are appropriate within RM areas.
- Small open spaces (parks, greens, squares, plazas) that are not designated as such on the Structure Plan are appropriate and to the extent possible, should be integrated into the overall open space system. The continuation of nonconforming activities is appropriate only at locations specified by a special policy. Activities other than those already described are not appropriate in RM areas. Nor are existing nonconforming uses that cannot be adequately buffered from surrounding development.

General Design Principles

- Building setbacks (the distance of a building from a property line) are typically deep.
- Civic activities are encouraged at prominent, highly visible locations.
- Development along the interface of adjoining Structure Plan areas should be designed to provide a smooth, seamless transition from one area to the other.
- It is important that the street network have a high level of connectivity.

4.6.3(b) **Residential Medium High Density-RMH**

General Characteristics and Intent

- RMH is a Structure Plan category designed and intended for existing and future residential areas characterized by densities of about nine to fifteen dwelling units per acre.
- Good accessibility is essential for all RMH areas. All developments in RMH areas should have direct or good indirect access to a collector or arterial street. Indirect access should not be through lower density areas.
- Development at the upper end of the density range is appropriate at locations close to non-residential policy areas providing commercial services or employment opportunities.

Application

- RMH policy should be applied to residential areas which have already developed at densities of nine to fifteen units per acre, and to undeveloped and underdeveloped areas which are suitable for High density residential development.
- Predominantly developed areas designated RMH should have discernible boundaries that distinguish them from the surrounding areas.
- Application of RMH policy to provide opportunities for growth should always be in areas that are adjacent to existing development and are in the path of urban expansion and the extension of support services, particularly sewers and major transportation facilities.
- Areas designated RMH should have direct or good indirect access to a collector or arterial street. Indirect access to RMH areas should not be through lower density policy areas.
- Areas designated RMH should be close to community or super community scale commercial centers, employment centers, or major arterial streets.
- In the application of RMH policy, locations within about one-quarter of a mile of existing or planned scheduled mass transit service should be given preference over locations with no transit service.
- RMH policy is not appropriate in the interior of established lower density areas that are to be conserved.
- Isolated, undeveloped areas that are next to existing Medium-High density residential use and derive access through the residential area should be included in the area designated RMH.
- RMH policy should not be applied to locations needed during the planning period for commercial or industrial uses.

Appropriate Land Uses

- A variety of multi-family housing types are appropriate in RMH areas. The most common types include attached townhomes and walk-up apartments.
- Civic and public benefit activities are appropriate within RMH areas.
- Small open spaces (parks, greens, squares, plazas) that are not designated as such on the Structure Plan are appropriate and to the extent possible, should be integrated into the overall space system. The continuation of nonconforming activities is appropriate only at locations specified by a special policy. Activities other than those already described are not appropriate in RMH areas. Nor are existing nonconforming uses that cannot be adequately buffered from surrounding development.

General Design Principles

- Civic activities are encouraged at prominent, highly visible locations.

- Development along the interface of adjoining Structure Plan areas should be designed to provide a smooth, seamless transition from one area to the other.
- It is important that the street network have a high level of connectivity.

4.6.3(c) **Residential Low Density-RL**

General Characteristics and Intent

- RL is a Structure Plan category designed to accommodate residential development within a density range of about two to four dwelling units per acre.

Application

- RL policy should be applied to existing conventional suburban residential areas developed at densities of two to four dwelling units per acre and to underdeveloped and undeveloped areas suitable for development in that density range.
- Predominately developed areas designated RL should have a character and discernible boundaries that distinguish them from the surrounding areas.
- Application of RL policy to provide opportunities for growth should be in areas that are adjacent to existing development and are in the path of urban expansion and the extension of support services, particularly sewers and major transportation facilities.
- Generally, local and collector roads provide RL areas with adequate capacity for internal circulation and access to the major street system.
- Isolated, undeveloped areas that are next to existing Low density residential uses and drive primary access through the residential area should be included in the same designated RL.
- RL policy should not be applied to locations needed during the planning period for higher density residential, commercial, or industrial uses.
- In general, RL policy should not be applied in undeveloped areas suitable for urbanization in the following situations.
 - a. If the area is in the vicinity of intense, non-residential development;
 - b. Sites with highly accessible, competitive locations in the vicinity of major intersections, freeway and expressway interchanges, and areas with a high level of transit service; and
 - c. Areas along arterial streets in close proximity to major concentrations of retail development of employment opportunities.
- RL policy should not be applied to small pockets or clusters of Low density residential development that are in the midst of generally higher density areas and should, themselves, redevelop at higher densities.

Appropriate Land Uses

- The predominant development type in RL areas is single-family residential.
- Civic and public benefit activities are appropriate within RL areas.
- Small open spaces (parks, greens, squares, plazas) that are not designated as such on the Structure Plan are appropriate and to the extent possible, should be integrated into the overall open space system. Continuation of nonconforming activities is appropriate only at locations specified by a special policy. Activities other than those already described are not appropriate in RL areas. Nor are existing nonconforming uses that cannot be adequately buffered from surrounding development.

General Design Principles

- Building setbacks (the distance of a building from a property line) are typically deep.
- Civic activities are encouraged at prominent, highly visible locations.
- Development along the interface of adjoining Structure Plan areas should be designed to provide a smooth, seamless transition from one area to the other.
- It is important that the street network have a high level of connectivity.

4.6.3(d) Rural Residential-RR

General Characteristics and Intent

- RR is a category designed for areas that are generally physically suitable for urban or suburban development but for which the community has chosen that they remain predominantly rural in character.

Application

- RR policy should be applied to rural areas that are generally physically suited for development but for which the choice has been made that they should remain rural in character. Because of the need to accommodate population growth in the county over time, these areas will be few in number, and should be areas where population increases are expected to be limited. Another reason that they will remain few in number is that the choice of a permanent rural environment is also provided in the NCO policy areas, which cover a substantial portion of the county's land area.
- Areas designated RR should be remote from services necessary to support urbanization, especially sewers that would be costly to provide and operate.
- Minimal accessibility is necessary to serve development in RR areas.

Appropriate Land Uses

- The predominant type of development in RR areas is low density residential that is rural in character. Agricultural uses and low intensity community facility uses are also found in RR areas.
- To preserve rural character and avoid the creation of expensive sprawl, residential densities should be one dwelling unit per two acres or lower. Slightly higher gross densities may be warranted when the development is clustered and a substantial portion of the site is preserved as open space.

Design Principles

- Development in RR areas should be clustered on a site to preserve the open nature of the rural environment and important features such as woodlands, hillsides, prime farmland, and viewsheds. Ideally, development will take the form of a rural hamlet or somewhat larger rural village.

4.6.3(e) Mixed Use-MU

Description and Characteristics

- MU is a policy category designed to encourage an integrated, diverse blend of compatible land uses ensuring unique opportunities for living, working, and shopping. Land uses found in this category include residential, commercial, recreational, cultural, and community facilities. Commercial uses appropriate to MU areas include offices and community, neighborhood, and convenience scale activities. Residential uses will most likely be medium, medium-high, or high

density. Other types of uses may be appropriate if they can be successfully integrated with other uses.

- The different land uses and sections of MU policy areas are functionally and physically integrated. In appropriate areas, horizontal and vertical integration can range from the turn of the century apartment above the butcher's shop to modern, multi-storied office and hotel towers connected by a retail concourse at the street level. Pedestrian connections, both at street level and above, and focal points such as landscaped open space and parks, art work, water features, and street level plazas are not merely amenities but a fundamental and necessary unifying component. This integration and pedestrian orientation is a major distinction between mixed-use areas and other policy categories.
- Mixed-use areas should be developed in accordance with a coherent plan or overall working concept of the desired end. For each area zoned MU, the land use policy plan should give guidance to the types and scale of land use, appropriate ranges of intensity and, if needed in a particular application, general locations within the area where different types of development should be encouraged. Plans including an architectural and/or design review component, such as some type of historic or special district overlay, are appropriate to help ensure compatible development and protection of valuable existing resources.

Guidelines for Applying Mixed-Use (MU) Policy

- Areas which have been rezoned from residential to non-residential but retain a significant concentration of residential uses are suitable for application of MU policy if the outlook for complete transition to commercial use is:
 1. No longer desirable based upon sound planning principles;
 2. Expected not to occur, or,
 3. Reversing course.
- Areas where the transition from residential to non-residential use is well underway and expected to continue and which meet the principles established in this document for commercial development should not be zoned MU.
- Areas with a unique historical and architectural character may be zoned MU, provided the introduction of non-residential uses has started or would contribute to the stability of the areas.
- MU policy would be suitable for appropriate locations identified in the General Plan within the downtown area to encourage a blend of employment and residential opportunities.
- Access to MU areas should reflect the intensity of the MU development. Higher intensity mix-use areas should border or have good accessibility to arterial streets and be within one-quarter mile of regularly scheduled or planned mass transit service. In some instances, existing commercial development along older arterial streets may benefit from application of MU policy. The accessibility of higher intensity mixed-use areas should not be through a lower density policy area.
- MU policy may be appropriate in undeveloped or under developed areas where its application would be in keeping with sound planning principles.
- MU policy is not appropriate where existing commercial uses whose operations have significant adverse impact on residential uses are expected to remain throughout and even beyond the planning period.
- Proposals in MU Areas. In areas designated Mixed Use on the Structure Plan, residential, mixed use, and nonresidential development proposals other than civic and public benefit uses should meet all of the following criteria to be considered on their merits.
 1. Development exceeding three stories may only be appropriate along arterial streets and when it is in context with existing development;
 - development exceeding six stories is inappropriate.

2. If available, the proposed land use regulation is an optional TND type of regulation that allows low rise mixed residential or mixed use development. The TND regulations should include provisions that govern the building typologies and styles permitted, setbacks, building orientation, and parking, all of which, ideally, there is no authority to grant a variance to. If TND regulations are not available, the proposal includes:

- One of the following conventional zoning districts: RS5, RS3.75, R6, RM9-RM20, or MUN at any location, or RM40 or MUL only if the site fronts on an arterial street with 4 or more lanes,
- and An accompanying Urban Design or Planned Unit Development overlay district or site plan, to assure appropriate design and that the type of development conforms with the intent for MU areas and the location in question.

3. No special policy applies to the site that expressly makes an exception to this policy or does not support the proposal.

If the above criteria are not met, proposals for civic activities and low-rise public benefit uses may be considered on their merits.

6.2

Mobility

General Accessibility

“Access” is the means by which a person or vehicle can get to and from a particular place, such as a building or a property. Access is an important consideration for both pedestrians and vehicles, including bicycles. Adequate and safe access for both pedestrians and vehicles needs to be insured through the design of a development.

The terms direct and indirect access are used in this document when dealing with vehicular access. An example of direct access is a building that has a driveway leading to a major street, alley, or other road that must be used to get from the driveway to a major street.

Access and Intensity

Areas of more intense development, such as commercial or mixed use, should be located in areas with the greatest accessibility and mobility options. This means that such uses should be located along major streets, such as arterials and key collectors and those streets that are in close proximity to them. Direct access to arterial streets needs to be limited by using methods such as shared driveways and medians in order to maintain the operational integrity, and optimize the capacity, of the roadway.

Access Policies for Local Streets

The purpose of local streets is to provide access to property in a manner suited to the type and density of development served.

- Local street networks should be designed with a high level of connectivity both within a development and to adjacent developments. Connectivity is an important means of preventing traffic congestion and providing people with adequate choices in reaching their destinations.

- Although connectivity is important, the layout of local residential streets should be designed to avoid direct through connections on local streets between higher order streets (collectors and arterials) that would result in “shortcut” routes. Non-local, through traffic is considered a harmful intrusion to residential areas and would cause destabilization and deterioration.
- Streets should be designed in a manner that is appropriate for the intended activity along them. This can be accomplished through such means as an interconnected street network that disperses traffic, avoiding excessively wide streets, and providing on-street parking.

History

The City of Foley's namesake is John B. Foley, a successful manufacturer from Chicago who traveled to Baldwin County in early 1902. Although he remained living in the North, Foley was heavily involved in the development of the community. He purchased 40,000 acres of timber land in what is now the City of Foley and formed the Magnolia Springs Land Company shortly after his first visit. By 1903, he began having roads surveyed and ultimately had over 100 miles of roadway built without governmental assistance.

Foley provided the ties for the Louisville and Nashville (L&N) Railroad to construct a branch line through the area in 1905. The branch line became very important to the fledging town, and to Baldwin County as a whole, by serving the logging operations and delivering agricultural products throughout the South. The region's mild climate and fertile soil are ideal for growing a variety of vegetables and fruits. In addition, many made a living from the production of turpentine. Acres of pine woods began to be developed at a steady pace by potential land owners that the L&N brought from the Midwest twice a month. The community of Foley soon had a post office, general store, a one-room school, blacksmith shop, and a newspaper plant which produced a weekly newspaper called The Onlooker.

The original L&N Railroad depot, constructed in 1905, was destroyed by a fire in December 1908. A larger depot was soon rebuilt and today serves as the Foley Archives and History Museum in the heart of downtown. Also in 1908, the Magnolia Hotel opened and became "a social center" with music provided by the innkeepers' daughter, according to Doris Rich's *When Foley Was Very Young (1900-1921)*.

The Town of Foley was incorporated on January 8, 1915. Around this time, John Foley made several more significant contributions by providing funding to construct the Foley High School, donating land for another school known as the Baldwin County Agricultural School, and installing a new \$40,000 electric plant. He continued his support to the town and area schools, civic organizations, and churches until his death in 1925.

Through hurricanes, a major fire in downtown, the stock market crash of 1929, and the Great Depression, the town remained and its economy continued to be largely based on farming and its L&N railroad branch. According to *Foley Steps Forward: An Anecdotal History since 1921*, there were three public initiatives in the 1930's that altered Foley's future economy providing for today's prosperity. The initiatives included the dredging of the Intracoastal Water in Gulf Shores as well as the donation and selling of land by George Meyer to the State for what would become Gulf State Park. The third public initiative that also greatly affected Foley was President Roosevelt's administration programs which included the creation of Fort Morgan Highway by the Works Progress Administration and bringing power to rural Baldwin County by the Rural Electrification Administration. More and more people became drawn to the Gulf Coast by this development and many of those found a home in Foley.

During World War II, the town benefited from a new Navy Auxiliary Field named Barin Field, which closed five years later in 1947. It was reopened again during the Korean War : 1952-1958. Through the 1960's and 1970's, south Baldwin County continued to attract people to its coastline not only for permanent residence, but also as a vacation destination. In 1977, Foley leaders adopted the slogan "The Forward City" as its fabric changed from primarily agricultural to more retail, service, and manufacturing oriented.

Although the Louisville & Nashville Railroad stopped running through Foley in 1971, today the City's economy is stronger than before with retail, tourism, and industrial development success. Residential growth has exploded in the past decade as more and more people are drawn to the coastal region. A Community Development Plan was completed in 1998 and updated in 2004 to assist in guiding development in the City's planning jurisdiction. With rapidly changing conditions underway, the citizens and community leaders now seek to update their Comprehensive Plan once again to encourage growth while at the same time maintain Foley's sense of place.

State of Alabama Code: Section 11-52-1

SOURCE: State of Alabama Code website:
<http://www.legislature.state.al.us/CodeofAlabama/1975/coatoc.htm>

As Related to Municipal Planning

Definitions:

When used in this chapter, the following words or phrases shall have the following meanings, respectively, unless the context clearly indicates otherwise:

- (1) MUNICIPALITY or MUNICIPAL. Cities or towns.
- (2) MAYOR. The chief executive of the municipality, whether the official designation of his office be mayor, city manager or otherwise.
- (3) COUNCIL. The chief legislative body of the municipality.
- (4) COUNTY COMMISSION. The chief administrative or legislative body of the county.
- (5) STREETS. Streets, avenues, boulevards, roads, lanes, alleys, viaducts and other ways.
- (6) SUBDIVISION. The division of a lot, tract or parcel of land into two or more lots, plats, sites or other divisions of land for the purpose, whether immediate or future, of sale or of building development. Such term includes resubdivision and, when appropriate to the context, relates to the process of subdividing or to the land or territory subdivided.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §786.)

Section 11-52-2

Adoption, amendment, execution, etc., of municipal plan and creation of municipal planning commission authorized; designations of planning commissions.

- (a) Any municipality is hereby authorized and empowered to make, adopt, amend, extend, add to, or carry out a municipal plan as provided in this article and to create by ordinance a planning commission with the powers and duties herein set forth.
- (b) The planning commission of a city shall be designated city planning commission and the planning commission of a town, town planning commission, as its council may specify.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §787.)

Section 11-52-3

Municipal Planning Commission - Composition; qualifications, appointment, terms of office, compensation and removal of members; vacancies.

(a) The commission shall consist of nine members: The mayor, or his or her designee, one of the administrative officials of the municipality selected by the mayor, a member of the council to be selected by it as a member ex officio and six persons who shall be appointed by the mayor, if the mayor is an elective officer, otherwise by the officer as the council may in the ordinance creating the commission designate as the appointing power; provided, that in any Class 1 municipality, the commission shall consist of 16 members: The mayor, one of the administrative officials of the municipality selected by the mayor, two members of the council to be selected by it as members ex officio, and 12 persons who shall be selected by the council. In the event the mayor designates a person to sit in his or her place on the municipal planning commission, the person so appointed shall serve during the term of the mayor, unless the original appointment shall be limited to a term certain of not less than 12 months at time of appointment.

In addition to regular members, the mayor and each of the council members of Class 1 municipalities serving on the commission may each appoint, from the administrative staff of the mayor and council exclusively, a supernumerary member who shall be authorized to be counted for the purpose of determining a quorum, and, while serving, to act with all of the power and authority of a regular member whenever such municipal official is not personally in attendance.

In addition to the regular members, in all cities having populations of not less than 175,000 nor more than 275,000, two supernumerary members shall be appointed to serve on the board at the call of the chair only in the absence of regular members, and while so serving, they shall have and exercise the power and authority of regular members.

(b) All members of the commission shall serve without compensation, and the appointed members shall hold no other municipal office, except, that one of the appointed members may be a member of the zoning board of adjustment or appeals, except in all cities having populations of not less than 175,000 nor more than 275,000, according to the most recent federal decennial census, wherein no member of the commission may be a member of the zoning board of adjustment or appeals and wherein all members of the commission shall be bona fide residents and qualified electors of such cities, except that the 12 appointed members of any commission elected by the council in Class 1 municipalities, under subsection (a) of this section, upon adoption of a resolution by the city council approving Acts 1994, No. 94-672, shall be paid twenty-five dollars (\$25) per meeting for each meeting of the commission attended by the members. No member shall be paid more than fifty dollars (\$50) in any one month, and any appointed member who is an elected official or an employee of the municipality shall not be eligible to receive the compensation.

(c) The terms of ex officio members shall correspond to their respective official tenures, except that the term of the administrative official selected by the mayor shall terminate with the term of the mayor selecting the member.

The term of each appointed member shall be six years or until the successor takes office, except that the respective terms of five of the members first appointed shall be one, two, three, four, and five years, provided, that in any city having a 16 member commission as provided in subsection (a) of this section, the respective terms of five pairs of the members first appointed by council shall be one, two, three, four, and five years, and provided further, that in all cities having populations of not less than 175,000 nor more than 275,000, the term of each appointed member of the commission shall be for three years.

(d) Members other than the member selected by the council may, after a public hearing, be removed by the mayor for inefficiency, neglect of duty or malfeasance in office, provided, that in any city having a 16 member commission, as provided in subsection (a) of this section, members may, after a public hearing, be removed by the council for any of the above reasons or for continued failure to attend meetings. The council may for like cause remove the member or members selected by it. The mayor or council, as the case may be, shall file a written statement of reasons for such removal.

(e) Vacancies occurring otherwise than through the expiration of term shall be filled for the unexpired term by the mayor in the case of members selected or appointed by him or her, by the council in the case of the member, or other members selected by it and by the appointing power designated by the council in municipalities in which the mayor is not an elective officer.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §788; Acts 1955, No. 446, p. 1000; Acts 1965, No. 587, p. 1098; Acts 1966, Ex. Sess., No. 429, p. 573; Acts 1971, No. 663, p. 1371; Acts 1983, No. 83-437, p. 618; Acts 1983, No. 83-476, p. 668; Acts 1988, No. 88-215, p. 332; Acts 1994, No. 94-672, §1.)

Municipal Planning Commission - Chairman and other officers; meetings; adoption of rules of procedure; maintenance of record of resolutions, transactions, etc.

The commission shall elect its chairman from among the appointed members and create and fill such other of its offices as it may determine. The term of office of the chairman shall be one year, with eligibility for reelection. The commission shall hold at least one regular meeting in each month. It shall adopt rules for transaction of business and shall keep a record of its resolutions, transactions, findings and determinations, which record shall be a public record.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §789.)

Section 11-52-5

Municipal Planning Commission - Appointment, etc., of employees; contracts with consultants, etc.; expenditure of funds.

(a) The commission may appoint such employees as it may deem necessary for its work, whose appointment, promotion, demotion and removal shall be subject to the same provisions of law as govern other corresponding civil employees of the municipality.

The commission may also contract with city planners, engineers, architects, and other consultants for such services as it may require.

(b) The expenditures of the commission, exclusive of gifts, shall be within the amounts appropriated for the purpose by the council, which shall provide the funds, equipment and accommodations necessary for the commission's work.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §790.)

Municipal Planning Commission - Powers and duties generally.

(a) In general, the commission shall have such powers as may be necessary to enable it to fulfill its functions, promote municipal planning or carry out the purposes of this chapter.

(b) The commission shall have power to promote public interest in and understanding of the master plan and to that end may publish and distribute copies of the plan or of any report and may employ such other means of publicity and education as it may determine.

(c) Members of the commission, when duly authorized by the commission, may attend municipal planning conferences or meetings of municipal planning institutes or hearings upon pending municipal planning legislation, and the commission may, by resolution, spread upon its minutes, pay the reasonable traveling expenses incident to such attendance.

(d) The commission shall, from time to time, recommend to the appropriate public officials programs for public structures and improvements and for the financing thereof.

(e) It shall be part of the duties of the commission to consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations and with citizens with relation to the protecting or carrying out of the plan.

(f) The commission shall have the right to accept and use gifts for the exercise of its functions.

(g) All public officials shall, upon request, furnish to the commission within a reasonable time such available information as it may require for its work.

(h) The commission, its members, officers and employees, in the performance of their functions, may enter upon any land and make examinations and surveys and place and maintain necessary monuments and marks thereon.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §795.)

Section 11-52-7

Municipal Planning Commission - Powers as to zoning.

The commission shall have all powers heretofore granted by law to the zoning commission of the municipality and, from and after the creation of a planning commission in such municipality, all powers and records of the zoning commission shall be transferred to the planning commission; provided, that, in the event that the existing zoning commission shall be nearing the completion of its zoning plan, the council may, by resolution, postpone the said transfer of the zoning commission's powers until the completion of such zoning plan, but such postponement shall not exceed a period of six months.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §796.)

Section 11-52-8

Adoption, etc., of master plan for physical development of municipality by commission — Authorization and procedure generally; contents of plan.

It shall be the function and duty of the commission to make and adopt a master plan for the physical development of the municipality, including any areas outside of its boundaries which, in the commission's judgment, bear relation to the planning of such municipality.

Such plan, with the accompanying maps, plats, charts and descriptive matter shall show the commission's recommendations for the development of said territory, including, among other things, the general location, character and extent of streets, viaducts, subways, bridges, waterways,

waterfronts, boulevards, parkways, playgrounds, squares, parks, aviation fields and other public ways, grounds and open spaces, the general location of public buildings and other public property, the general location and extent of public utilities and terminals, whether publicly or privately owned or operated, for water, light, sanitation, transportation, communication, power and other purposes, the removal, relocation, widening, narrowing, vacating, abandonment, change of use or extension of any of the foregoing ways, grounds, open spaces, buildings, property, utilities or terminals; as well as a zoning plan for the control of the height, area, bulk, location, and use of buildings and premises.

As the work of making the whole master plan progresses, the commission may from time to time adopt and publish a part or parts thereof, any such part to cover one or more major sections or divisions of the municipality or one or more of the aforesaid or other functional matters to be included in the plan.

The commission may from time to time amend, extend or add to the plan.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §791.)

Section 11-52-9

Adoption, etc., of master plan for physical development of municipality by commission - Conduct of surveys and studies; purpose of plan.

In the preparation of such plans the commission shall make careful and comprehensive surveys and studies of present conditions and future growth of the municipality and with due regard to its relation to neighboring territory.

The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity and general welfare as well as efficiency and economy in the process of development, including, among other things, adequate provision for traffic, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds and the adequate provision of public utilities and other public requirements.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §792.)

Section 11-52-10

Adoption, etc., of master plan for physical development of municipality by commission — Procedure for adoption, etc.

The commission may adopt the plan as a whole by a single resolution or may by successive resolutions adopt successive parts of the plan, said parts corresponding with major geographical sections or divisions of the municipality or with functional subdivisions of the subject matter of the plan and may adopt any amendment or extension thereof or addition thereto.

Before the adoption of the plan or any such part, amendment, extension or addition, the commission shall hold at least one public hearing thereon, notice of the time and place of which

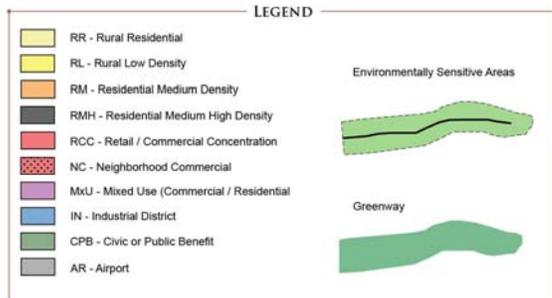
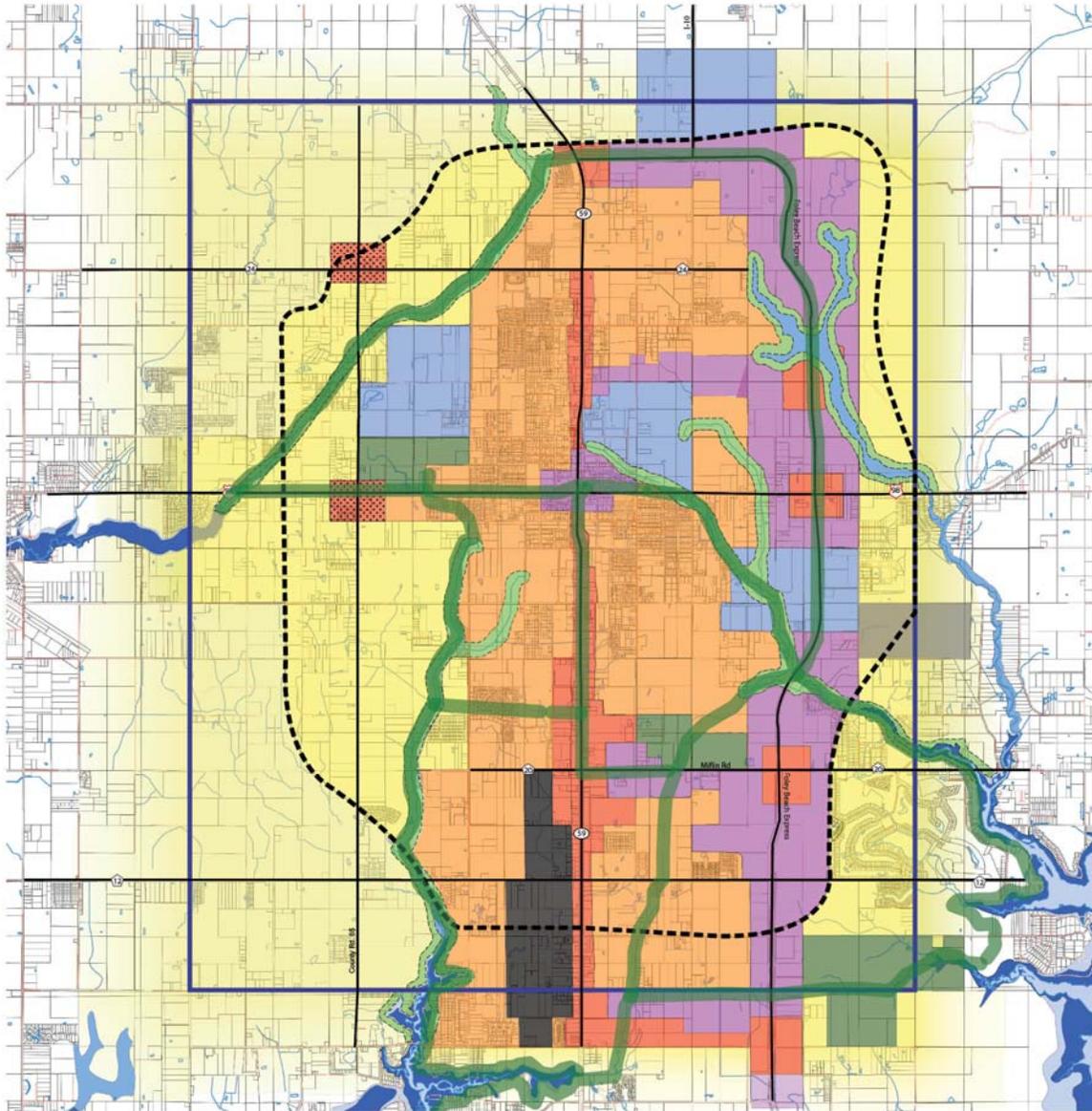
shall be given by one publication in a newspaper of general circulation in the municipality and in the official gazette, if any, of the municipality; provided, that the planning commission may dispense with such public hearing prior to the approval or disapproval of a plan when the municipal governing body to whom the plan will be submitted will be required to hold a public hearing, and give notice thereof before the plan can be adopted by such municipality.

The adoption of the plan or of any such part or amendment or extension or addition shall be by resolution of the commission carried by the affirmative votes of not less than six members of the commission or, in any city having a 16-member planning commission as provided in subsection (a) of Section 11-52-3, by the affirmative votes of not less than 12 members of the commission. The resolution shall refer expressly to the maps and descriptive and other matters intended by the commission to form the whole or part of the plan, and the action taken shall be recorded on the map and plan and descriptive matter by the identifying signature of the chairman or secretary of the commission. An attested copy of the plan or part thereof shall be certified to the governing body and to the county probate judge.

(Acts 1935, No. 534, p. 1126; Code 1940, T. 37, §793; Acts 1953, No. 857, p. 1147; Acts 1955, No. 428, p. 974.)

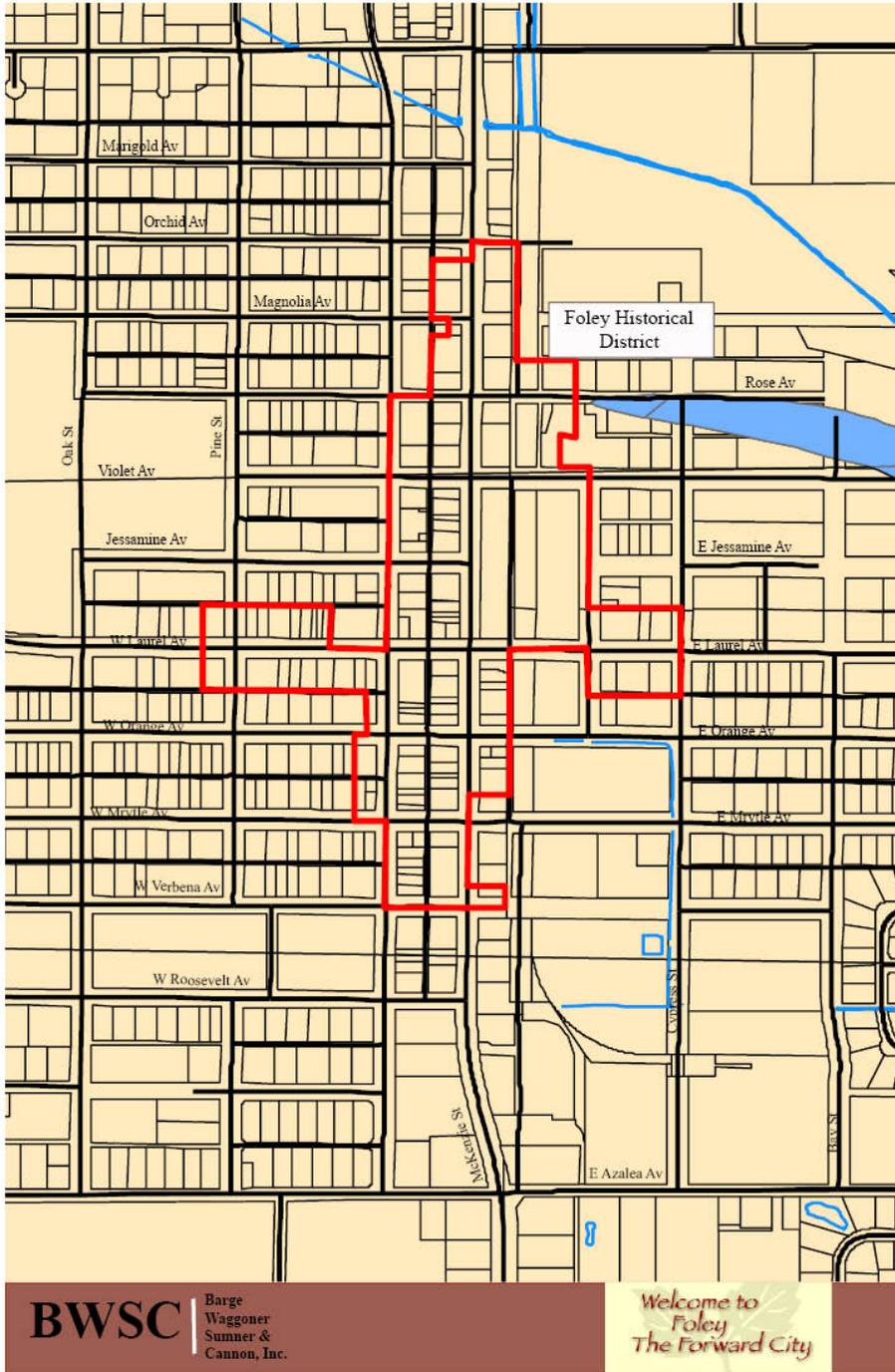
FUTURE LANDUSE MAP

STRUCTURE PLAN



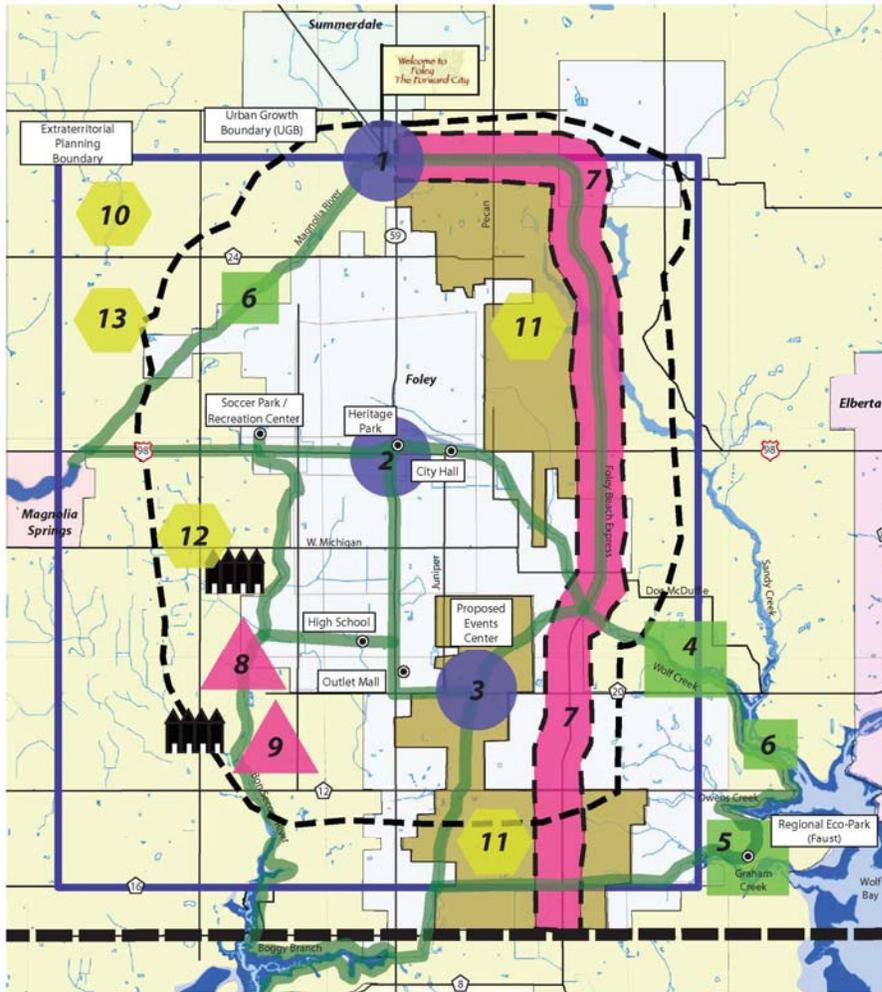
Downtown and Historic District

HISTORICAL DISTRICT



Visioning Map

CONCEPT & VISION PLAN



OVERALL PLAN GOALS

"Sense of Place"

- Promote a northern gateway.
- Protect & promote the historic downtown.
- Create a civic "critical mass" at Events Center location.

"Protect the Environment"

- Promote stormwater/watershed management regulations.
- Create a nature park and trail-head at Faust.
- Develop community greenway network.

"Raise the Bar"

- Create and adopt Expressway design standards.
- Create and adopt new subdivision regulations.
- Create and adopt new infrastructure standards.

"Responsible Regionalism"

- Develop and implement an Urban Growth Boundary (UGB)
- Pursue prioritized annexation of Expressway areas & keep the "Express" in the Expressway.
- Promote and adopt regional affordable housing strategy.
- Develop enhanced design standards for City's extrateritorial planning area.

BWSC
BARGE
WAGGONER
SUMNER &
CANNON, INC.

Welcome to
Foley
The Forward City