

Chapter 14. Implementation

Introduction

The *Comprehensive Plan* is an official public document that serves as a policy guide for decision-making regarding the development of the community. For the plan to be effective, an implementation plan must be developed that identifies the City's strategy for carrying out the stated objectives and reaching the desired goals. Once the *Comprehensive Plan* is adopted, a detailed Implementation Plan will be developed based on the recommended actions identified in each chapter. These recommended actions will serve as the framework of this plan. The plan will include the following components:

- Program administration and development
- Tools
- Monitoring
- Fiscal considerations
- Administration

Program Administration and Development

Many of the *Comprehensive Plan's* recommended actions will be carried out through programs that the City currently administers. These programs include economic development, community facilities (i.e. transportation, sewer, water), parks and recreation, public safety and emergency management, and environment. To achieve the *Plan's* goals, these programs may need to be modified so the policies and recommended actions can be implemented. Some of the recommended actions may also require new initiatives. These initiatives involve existing programs such as transportation and economic development but also expand to other areas such as housing, historic preservation and education. The following sections briefly describe these new initiatives and their purpose.

Transportation -- Transit and Travel Demand Management

Purpose: To encourage the use of transit as an alternate transportation mode within the community and reduce the demand on the City's roadways

The City will expand its efforts to encourage the use of transit and travel demand management within the community through its transportation-planning program. This initiative will not only include reviewing local transportation regulations or policies but also requires being proactive in transit on the regional level. The education of both the residential and business community will also be vital to this effort.

Economic Development -- Targeted Redevelopment Areas

Purpose: To promote redevelopment and enhance economic opportunities within the community

Through this initiative, the City recognizes that redevelopment will be necessary to maintain a healthy, viable community. Targeted redevelopment areas include those areas within the City that do not convey the overall development values of the community in visual appearance or use. The City has identified these areas and established long-range strategies to encourage redevelopment.

Housing

Purpose: To insure adequate, safe housing for all residents by implementing the policies and recommended actions of the plan.

Components of the housing program will include but may not be limited to housing maintenance, neighborhood preservation and renewal, financial assistance, lifecycle and affordable housing and education.

Historic Preservation

Purpose: To preserve and/or document historic sites and lands that have contributed to the community's cultural heritage.

The historic preservation program may be developed in conjunction with or independently of the creation of a Heritage Preservation Commission and adoption of a Historic Preservation Ordinance. To determine how this program would affect city residents, the City needs to first conduct a formal inventory of historic sites. Once completed, the City will review the feasibility of adopting an ordinance regulating historic properties. This program may also provide information or seek sources of funding for acquisition, preservation and education.

Education

Purpose: To provide information to the public so they can make educated decisions regarding their personal lives that may have a community-wide impact.

In general, government plays a vital role in the education of its citizenry. Through education, citizens will be able to make wise choices regarding matters that not only affect their personal lives but also may affect the larger community. The programs currently administered by the City and those new programs identified should contain an education component. The education program will serve as the base for these other programs. This program will include public relations, community outreach, media and technology.

Tools

Several tools are currently being used and will continue to be used to carry out the policies of the *Comprehensive Plan*. These include both regulatory and financial tools.

Development Ordinance

The Development Ordinance, which is already in place, includes the City's zoning ordinance, subdivision ordinance and housing code. These ordinances will be reviewed to determine if inconsistencies exist with the *Comprehensive Plan*. The ordinance will be amended within nine months of the *Plan's* adoption to not only address these inconsistencies but also to assist in implementation.

Capital Improvement Program (CIP)

The CIP is a planning document which is updated annually that makes a general policy statement through its allocation of financial resources to various community needs and requests. The document states the City Council's prioritization of the financial resources available for capital project spending by identifying which projects should be included, when they should be constructed and how they will be financed.

But the CIP is more than a plan, because it also represents the City's tentative commitment to comply with that plan unless circumstances or priorities change in the future. The commitment is more certain in the first year of the CIP and becomes increasingly more tenuous in subsequent years. Nevertheless, the CIP can be thought of as the City's present plan and priority for improvements over the next 5 years. Even though the CIP represents a tentative commitment, adoption of the CIP does not authorize the construction of projects, because state statutes and City policies must be followed to authorize expenditures.

This program implements the plan by providing the necessary funding for short-range infrastructure and capital improvement projects.

Comprehensive Infrastructure Replacement Plan and Policy (CHIRP)

Planning and providing financing for capital replacement costs is a difficult challenge for governmental entities. It involves evaluating assets and their expected useful lives, projecting replacement costs, examining financing options, determining bonding levels, estimating user fees and tax levies and evaluating impacts on property owners. This issue is addressed through the annual budgeting process as well as the broader capital improvement program (CIP). While both of these approaches are important components of any capital planning process, neither provides enough information about long-term replacement needs.

Planning for long-term replacement needs is even more essential in the City of Shoreview given that the City is almost fully developed and City policy has been to pay for replacement costs through tax levies or user fees rather than special assessments.

In response to these issues, the City Council adopted a Comprehensive Infrastructure Replacement Plan and Policy (CHIRP). This plan describes the policies and presents information derived through analysis of replacement needs for over the next fifty years. Examining future needs well in advance helps identify trends and allows the City to develop strategies for meeting future demands. The infrastructure replacement policy requires a long-term analysis of replacement needs in an effort to:

- Moderate changes in tax levies and user fees.
- Manage debt levels.
- Predict and plan for future debt issuance.
- Maintain quality services.
- Limit the use of special assessments.

The policy defines eligible replacement costs and establishes a structure for the accumulation of resources dedicated to replacement costs. Costs are accounted for within two capital project funds, three enterprise funds, and one internal service fund. These funds provide for the long-term replacement needs for street renewal, city facilities, and utilities including sewer, water, and stormwater management systems.

Tax Increment Financing

Tax Increment Financing (TIF) is a funding technique that takes advantage of development or redevelopment to pay public development or redevelopment costs. The tax increment is the difference in tax capacity and tax revenues generated after development has occurred compared with the tax capacity and tax revenues previously generated. The City then uses this “captured value” to repay incurred public costs that are eligible expenditures (i.e., acquiring property, removing structures, site and utility improvements).

It has been the general philosophy of the City of Shoreview to use the “pay as you go” approach for assisting a development through tax increment financing. With this approach, the City limits its financial risk by reimbursing the developer for those agreed upon and eligible project costs after the development has been constructed. This policy ensures that increments will be generated from the new construction and the City does not issue bonds for financing a project. TIF is an implementation device for economic development and redevelopment.

Twin Cities Community Capital Fund

The City of Shoreview is a participating member of the Twin Cities Community Capital Fund (TCCCF), a relatively new economic development financing resource for the seven county Twin Cities Metropolitan Area. The TCCCF is a nonprofit economic development loan fund that offers customized, flexible financing to fit most business needs. The long-term, subordinated, fixed-rate loans are made in partnership with local banks, other commercial lenders and member economic development organizations, such as the City of Shoreview.

The fund is self-sustaining, by recapitalizing the Loan Fund through the sale of the loans to the national secondary market. Using this approach, businesses within the City of Shoreview are able to originate an unlimited number of loans, subject to meeting all qualifying rules. This provides the advantage of offering much larger loans than would be possible with limited local resources, greater gap-lending flexibility for financing local development projects, and significantly lower loan risk—all with the support and services of a professional fund manager and experienced loan officers at no cost to Fund members. These loan funds are designed to be secondary to main project financing, but could assist with an array of capital related needs such as fixed assets, building construction, machinery and equipment and working capital.

Monitoring

The City will enact a monitoring program as part of the implementation plan to measure the City's progress towards carrying out the policies of the *Comprehensive Plan* and achievement of goals.

Through this program, the City will:

- Establish and monitor benchmarks that measure progress.
- Identify and assess problems that have been encountered in the plan implementation.
- Identify and assess emerging issues, challenges and opportunities.
- Proactively address those concerns stated above and revise or amend the plan as necessary.
- Prepare an annual work program that describes the City's work efforts, specific action steps, short and long-term outcomes, financial resources and staff responsibility.
- Formally review the plan every five years and process revisions and amendments as needed.

Fiscal Considerations

The implementation of the plan will require the City's financial commitment and support to carry out the policies and achieve the community's goals. These financial commitments include existing programs and policies the City currently has in place such as the Capital Improvement Program and Comprehensive Infrastructure Replacement Plan. Although it is the City's intent to administer this plan with the current financial resources available, monies may need to be set aside in future budgets to carry out some of the recommended actions. The adoption of the *Comprehensive Plan* does not authorize expenditures for its implementation. The City Council, in accordance with state statutes and City policies, may authorize the financial resources to implement the plan.

Funding may also be available from outside sources. When opportunities become available and make sense financially, the City should seek funds through grants, loans and other financial resources.

Administration

The administration of the plan will require the coordinated action of the various departments within the City, other governmental agencies and with local elected/appointed groups. The involvement of citizens will also be key to the *Plan's* implementation.

City Council

The City is managed by a Council-Manager form of government that provides for the Council to exercise the legislative power of the City and to establish all matters of policy. The City Manager is responsible for the administrative operation of the City and is responsible to the Council for the proper administration of all affairs relating to the City.

Advisory Commissions and Committees

To assist with the development and implementation of policies, the City Council created several Advisory Commissions and Committees. These commissions and committees serve in an advisory capacity to the Council providing assistance regarding their areas of expertise. Under the Council's direction, these advisory groups will play an important role in the implementation of this plan. These commissions/committees may be charged with modifying their respective programs to implement the recommended actions and carry out the *Plan's* policies pursuant to Council Direction. These advisory groups currently include:

Bikeways and Trailways Committee. Advises the City Council on matters concerning the development of bikeways, trailways and alternative means of transportation and to promote the implementation thereof.

Economic Development Commission. Advises the City Council on matters regarding economic development, redevelopment and business retention.

Environmental Quality Committee. Provides recommendations to the City Council on issues relating to the environment, water quality and solid waste.

Human Rights Commission. Advises and aids the City Council by establishing and promoting a community standard of equal opportunity and freedom from discrimination.

Lake Regulations Committee. Advises the City Council on all policy matters concerning the safety, use and enjoyment of the City's lakes.

Parks and Recreation Commission. Advises the City Council and staff on Community Center recreation programs, recreation facilities and programs, parks, open space and forestry to promote quality of life and represent a diversity of interests.

Planning Commission. Assists the City Council with long-range planning in the community and fosters high quality development.

Public Safety Committee. Assists and advises the City Council in all policy matters relating to public safety in the City including police, fire, paramedic service, animal control, and civil defense.

Snail Lake Improvement District Board. Provides recommendations to the City Council on matters relating to the management of Snail Lake.

Telecommunications and Technology Committee. Assists the City Council on matters regarding the City's electronic media, to enable Shoreview residents to better understand the operation and function of local government, and to become more active participants in community life.

Administration of the *Plan* may also require the formation of temporary ad-hoc committees to address specific short-term issues. The plan may also require the formation of other advisory groups such as a Heritage Preservation Commission.

City Staff

The Community Development Department will administer the plan at the direction of the City Manager. The *Comprehensive Plan* addresses a wide range of activities that the City provides or is involved in. Therefore, the administration of the plan will require participation from all City departments. The Community Development Department staff will coordinate the administration of the plan with these departments.

Citizen Involvement

Broad-based citizen participation in the planning process is important to the success of the *Plan*. Citizen participation was essential during the formation of this plan. This participation should not end with the *Plan's* adoption. It is important that the citizens have a sense of ownership for it to be carried out. With this ownership, citizens will ensure that the *Plan* will remain intact over time and not change as local officials come and go. When changes are needed, citizen involvement in the amendment process is also desired to ensure the *Plan* is meeting the changing needs of the citizens and community. Citizen involvement should also be sought and encouraged during the review of development and redevelopment projects.