



# CHAPTER 13 IMPLEMENTATION

## WHAT YOU WILL FIND IN THIS CHAPTER

- » Implementation Plan
  - Tools
  - Fiscal Considerations
  - Administration
- » Implementation Matrix

The purpose of the Implementation Chapter is to set forth the actions that the City will take to ensure that the plans, programs, and policies set forth in the plan will be carried out by the decisions that the City makes on a daily basis. This chapter provides guidance for policymakers and staff to determine priority for a wide range of strategies recommended to carry out the plan.

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# IMPLEMENTATION PLAN

The Comprehensive Plan is an official public document that serves as a policy guide for decision-making regarding the development of the community. To achieve the vision, the desired outcome for the community, and 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. The recommended actions of this plan will serve as the framework of this plan. The plan will include the following components:

- » Tools
- » Fiscal considerations
- » Administration
- » Implementation

## 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 Property Maintenance 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 City anticipates the ordinance will be amended to not only address these inconsistencies but also to assist in the implementation of the Plan.

### Capital Improvement Program

The Capital Improvement Program (CIP) is a planning document 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 five

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

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.

### 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 Authority.** Also serves in the capacity of the Housing and Redevelopment Authority and works to facilitate economic growth and housing opportunities. Provides recommendations to the City Council on these matters.
- » **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.
- » **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.

Administration of the Plan may also require the formation of temporary ad-hoc committees to address specific short-term issues.

### 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.

# IMPLEMENTATION MATRIX

The implementation matrix outlines a work plan for the recommended actions or strategies in each Chapter required by the Metropolitan Council. The matrix identifies the timeline for completions, potential funding sources and who is responsible for carrying out the task. This matrix will be incorporated into the City's decision-making process, budgeting and program choices, the Capital Improvement Program (CIP) and other activities such as an annual work plan. Action or strategies may need to shift based on changes in priorities or funding. Implementation actions and strategies are listed in the matrix by plan chapter.

The timelines are defined as follows:

- » Ongoing – the continual implementation of the task
- » Short-term: 0 to 5 years
- » Medium-term: 5 to 10 years
- » Long-term: 10 to 20 years

# 13 - IMPLEMENTATION

## LAND USE

Action or Strategy	Timeline	Funding Source
<p><b>Zoning</b> Revise and update the zoning ordinance to; conform to the adopted land use plan, adopt site and building design standards, and to provide adequate land area to meet our forecasted housing needs.</p>	Short Term	General Fund
<p><b>Planning Studies</b> Continue to work toward implementation of the <i>Highway Corridor Transition Study and the Town Center Redevelopment Plan, Shoreview Commons Master Plan</i>  Where noted in the land use plan, pursue further studies for particular areas.</p>	Ongoing	General Fund EDA Levy TIF Outside Funding Sources
<p><b>Partnerships</b> Partner with adjacent communities, Ramsey County, the Metropolitan Council, non-profit organizations, and for-profit developers to achieve the goals and policies of the land use plan.</p>	Ongoing	General Fund
<p><b>Communication</b> Continue to actively involve City residents and the business community in land use decisions.</p>	Ongoing	General Fund
<p><b>Land Use and Development</b> Where noted in the land use plan, actively seek redevelopment opportunities that will implement the goals and policies of the land use plan.  Coordinate land use decisions with the goals, policies, and recommended actions included in other elements of the Comprehensive Plan.</p>	Ongoing	General Fund EDA Levy TIF

## TRANSPORTATION

Action or Strategy	Timeline	Funding Source
<p><b>Roadways – Principal &amp; A-minor arterials</b> Work with Ramsey County, Metropolitan and State transportation departments on proposed improvements as described in the agency's Transportation Improvement Plans.</p>	Ongoing	Municipal State Aid Outside Fund Sources
<p><b>Trails, Bikeways, and Walkways</b> Continue to expand and fill in gaps in the City's existing trail system infrastructure, partnering with Ramsey County when possible.</p>	Ongoing	Municipal State Aid Community Investment Fund General Fund Outside Fund Sources

## HOUSING

Action or Strategy	Timeline	Funding Source
<p><b>Programs</b></p> <p>Administer public programs that maintain the high quality of life in our neighborhoods:</p> <ul style="list-style-type: none"> <li>Code Enforcement</li> <li>Rental Housing Licensing</li> <li>Economic Development/Housing and Redevelopment Authority</li> </ul>	Ongoing	General Fund HRA Levy
<p><b>Financial Tools</b></p> <p>Utilize programs and resources to assist in the preservation, development and rehabilitation of housing affordable to low and moderate-income residents.</p> <p><b>State of Minnesota</b> – All programs available through the Minnesota Housing Finance Agency, Department of Employment and Economic Development and other departments.</p> <p><b>Ramsey County</b> – All programs available through the County including: Community Block Grant Funding and HOME Funding.</p>	Ongoing	Outside sources
<p><b>City of Shoreview</b></p> <ul style="list-style-type: none"> <li>Shoreview Home Loan Program</li> <li>Tax Increment Financing</li> <li>Land Cost Write-down</li> <li>Municipal Tax-Exempt Bonds</li> <li>Tax Abatement</li> </ul>	Ongoing	Local sources
<p><b>Neighborhood and Housing Reinvestment</b></p> <p>Continue using the Code Enforcement, SHINE and Rental Licensing Programs to ensure that residential properties and dwellings are maintained in accordance with community standards.</p> <p>Explore the feasibility of using infrastructure and landscaping improvements as a catalyst for housing renewal in older neighborhoods.</p> <p>Market, promote and educate property owners about property and housing maintenance standards, available programs and resources sustainable design/practices, green building and active living.</p> <p>Explore housing preservation and reinvestment strategies for our apartment and townhome communities and neighborhoods identified in the Highway Corridor Transition Study.</p>	<p>Ongoing</p> <p>Short-term</p> <p>Ongoing</p> <p>Short-term</p>	General Fund HRA Levy

## HOUSING CONTINUED...

Action or Strategy	Timeline	Funding Source
Support neighborhood and community oriented events and recognize organizations and individuals who volunteer and assist property owners in maintaining their property and home.	Ongoing	
Develop a working relationship with townhome and condominium homeowners associations to address property and housing maintenance needs in their communities.	Mid-term	
Facilitate discussion with the manufactured housing park owner and park residents to identify community and housing needs. Explore potential resources that may provide assistance where needed.	Mid-term	

Action or Strategy	Timeline	Funding Source
<p><b>Mixed-Income Housing and Affordability</b></p> <p><b>Land Use Plan and Zoning:</b></p> <p>Designate sufficient land area for residential development to accommodate the City's share of regional household growth, including affordable units.</p> <p>Consider changing development standards to provide flexibility regarding building height, structure setbacks, and housing types or styles.</p>	<p>Short-term</p> <p>Short-term</p>	<p>General Fund HRA Levy TIF</p>
<p><b>Senior Housing</b></p> <p>Explore assistance for senior citizens and households with special needs and investigate working with neighboring cities and Ramsey County to assess the changing need for specialized housing and prepare a coordinated response.</p> <p>Examine the senior population's housing needs and develop strategies or tools that support affordable and accessible housing for senior citizens.</p>	<p>Mid-term</p> <p>Mid-term</p>	
<p><b>Mixed- Income Housing Policy</b></p> <p>Recommend the adoption of the following or other mixed-income housing policies and actions to preserve naturally occurring affordable housing as identified in the "Crafting a Mixed-Income Housing Strategy" report.</p>	Short-term	

## HOUSING CONTINUED...

Action or Strategy	Timeline	Funding Source
<b>Infill and Redevelopment</b>		
<b>Zoning</b>		
Evaluate the performance and design standards and consider revisions to minimize the impact of development on existing residential neighborhoods.	Short-term	General Fund HRA Levy Outside sources
Require the mitigation of impacts when non-residential or multi-family development is adjacent to a lower density residential neighborhood	Short-term	TIF
<b>Redevelopment</b>		
Work towards implementation of the Shoreview Town Center and Core Area Framework Plan, including redevelopment, infill development, land use changes, mixed-use zoning, public landscaping and other infrastructure improvements that could provide opportunities to add a variety of housing choices and related services.	Long-term	
Evaluate development proposals located in Policy Development Area's in accordance with the designated land use and policies.	Ongoing	
Enhance connections to housing for the local workforce.	Ongoing	
<b>Partnerships</b>		
Partner with non-profit, government and other organizations.	Ongoing	General Fund

## WASTEWATER

Action or Strategy	Timeline	Funding Source
<b>Inflow &amp; Infiltration (I&amp;I)</b>		
Identify capital improvement projects to mitigate I&I issues on the City's sanitary sewer infrastructure.	Ongoing	Sewer Fund Outside Fund Sources
Evaluate potential cost-share programs and funding sources to address I&I mitigation on City owned and private sewer services.	Mid-term	

## WATER SUPPLY

Action or Strategy	Timeline	Funding Source
<b>Supply &amp; Distribution System</b>		
Continue to analyze the City's water supply and distribution system and program system upgrades and replacements as well as routine maintenance projects as necessary to optimize operation.	Ongoing	Water Fund
Extend water services, where feasible, to properties in the City not currently served by City water as described in the City's current Capital Improvement Plan.	Short-term	Water Fund
<b>Water Conservation</b>		
Continue to educate residents on the importance of water conservation and what they can do to reduce the amount of water they use.	Ongoing	General Fund
Continue to enforce water conservation measures specified in City ordinances.	Ongoing	Water Fund
Continue to perform water audits and leak detection surveys to maintain unaccounted water loss to less than 10%.	Ongoing	Water Fund
Implement a rebate program for outdoor water management.	Medium-term	Water Fund

## SURFACE WATER

Action or Strategy	Timeline	Funding Source
<b>Local Implementation Plan/Program</b>		
Complete projects described in the City's current Capital Improvement Plan.	Short-term	Surface Water Fund Outside Fund Sources