

Town of Southern Shores

Planning Report and Recommendations

January 20, 2009

What Questions Were Asked?

- What are the Planning Board's planning duties?
- What are TOSS's urgent planning issues?
 - Does TOSS need a “town planner”?
 - How can we get critical planning work done within existing staffing & budgeting constraints?
- What 5 concepts/principles are critical to improving the quality of TOSS planning?

TOSS's Urgent Planning Issues

- CAMA grant \$ spent; still work to do
 - Lack “Comprehensive Plan” framework
 - Multiple LR plans & “stand alone” processes
 - LR Plan elements inconsistent &/or incomplete
 - “Shelf” plans lack implementation programs/projects
 - Interdependencies & synergies between plans unknown
 - Plans not integrated or linked to priorities, CIP and budgets
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*Potential for promises we cannot keep,
“inconsistent” zoning decisions, partially funded
programs that fail &/or wasted resources*

1. Planning Needs To Be Integrated

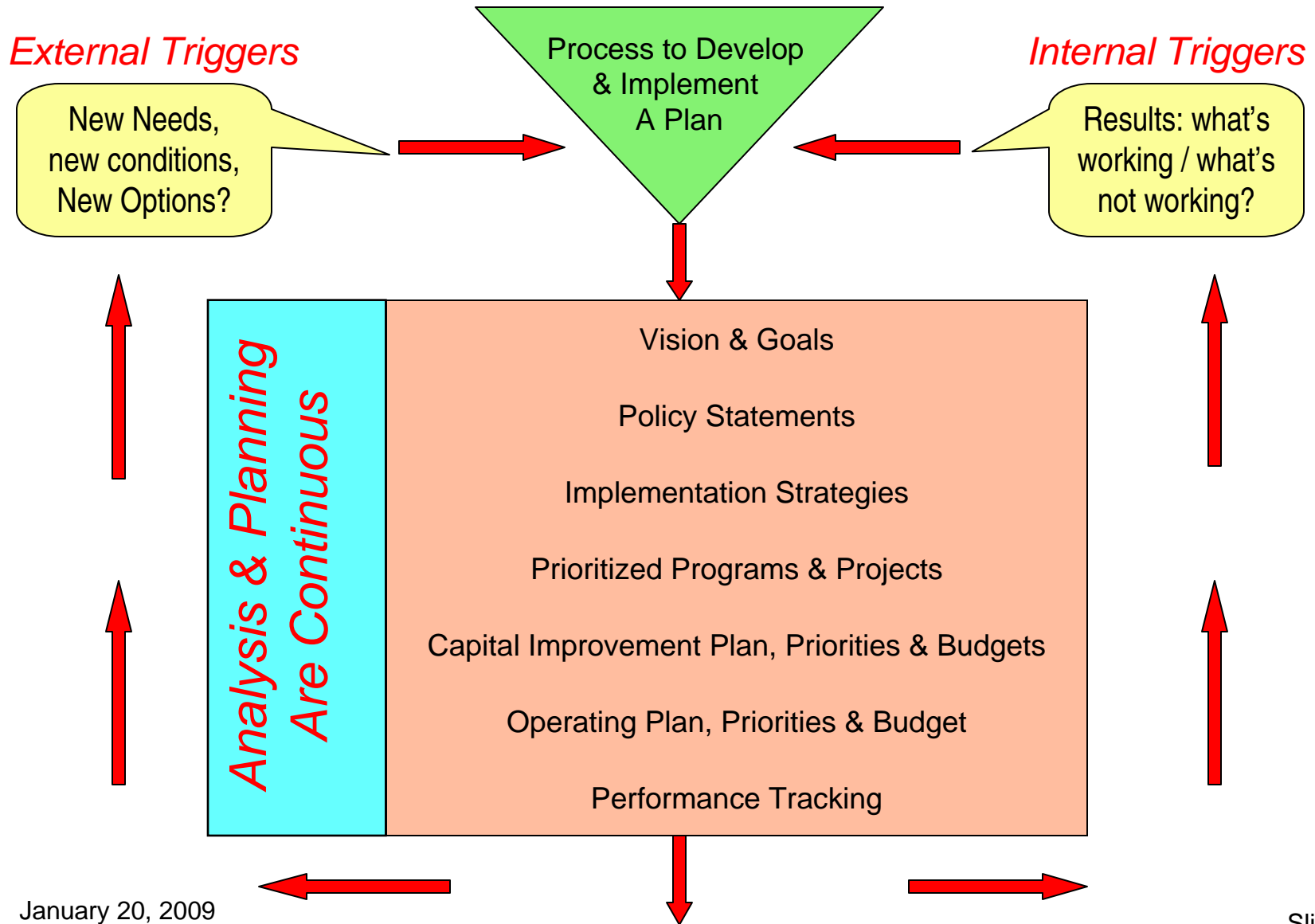
AREAS OF PLANNING WORK

		Zoning Decisions "Consistency" Criteria / Tool								
PLANNING HORIZONS	10-20 yrs	Long Range / Comprehensive "Planning"	Administrative Services Plans	Municipal Services Plans	Infrastructure: Roads, Bridges, Canals	Parks, Rec, Open Spaces Plans	Stormwater Management Policy	Hazard Mitigation Plan & CRS	Emergency Mgmt/Disaster Recovery	Natural Resources Plan - CAMA LUP
	10 yrs									
	5-10 yrs									
	3-5 yrs	Capital Improvement Planning & Prioritization								
	3 yrs									
	1 yr	Annual Planning & Budgeting								

Most plans drive programs, priorities, budgets & actions

Some plans drive land use & ordinance changes. These changes may enable or limit if/how other plans are implemented

2. Action Derives From Visions & Goals



Visions, Goals & Strategies

January 9, 2009

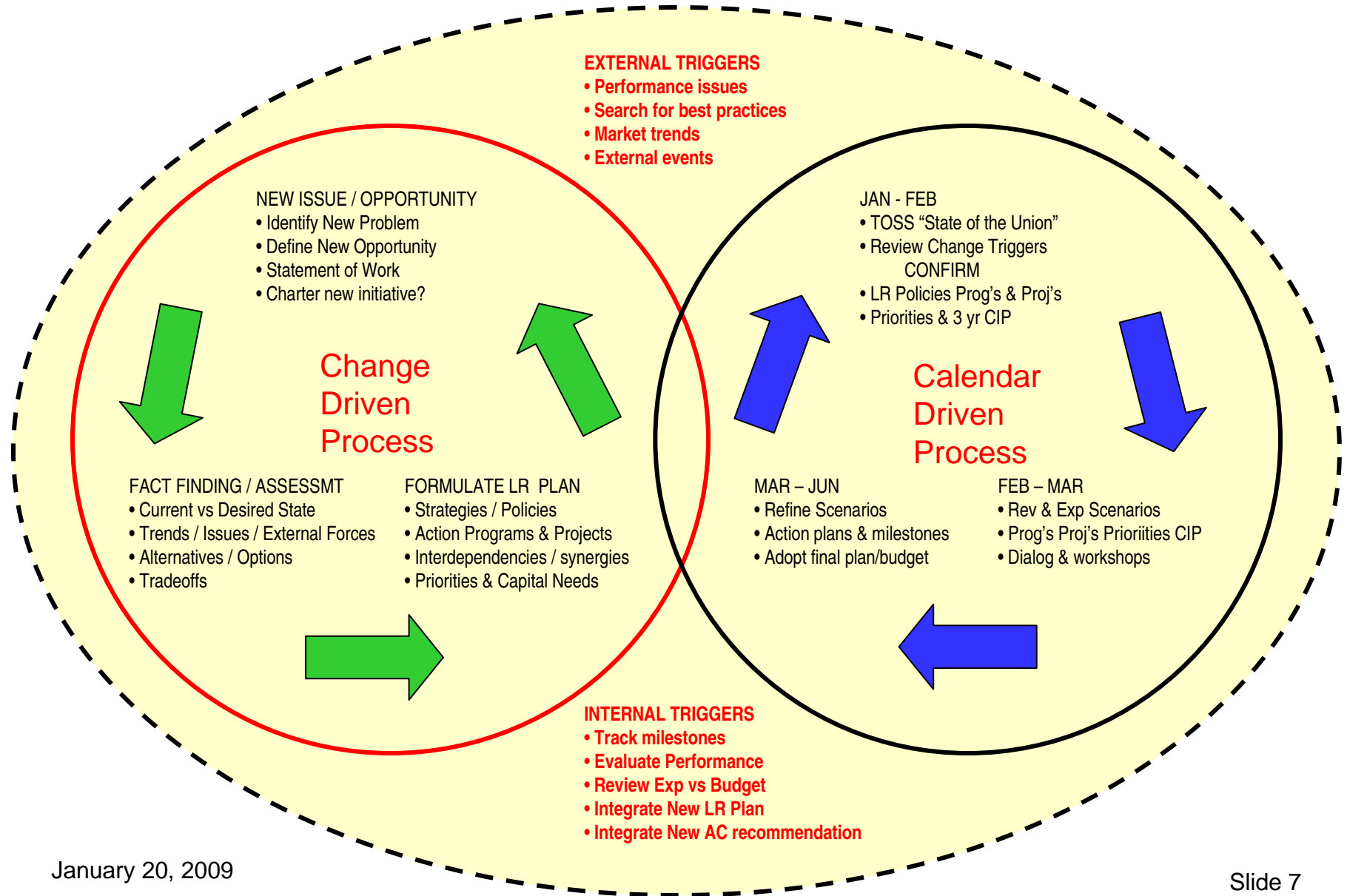
Elizabeth Warren, Chair

Bailout Congressional Oversight Panel Report

“A strategy is a plan or method that is designed to achieve a goal. Treasury has identified its goals, and announced its programs, but it has not yet explained how the programs chosen constitute a coherent plan to achieve those goals.”

3. LR Planning & Budgeting Processes

Different, Linked & Continuous



4. ALL Stakeholders Have Seat at Table



5. Use Meeting Time Wisely

MEETING PRINCIPLES & GUIDELINES

- Open meetings, transparent decision making and efficient use of volunteer time are EQUALLY important goals.
- All PAG meetings will be open to the public.
- PAG teams will differentiate between meetings that are “team working sessions” and meetings that are “community outreach workshops.”
- “Team working sessions” focus on discussion among active team members (those responsible for work products) & can only afford to spend a limited amount of time on public comment by “observers” (those not responsible for work products) & still get their work done.
- “Community outreach workshops” focus on public education, answering questions and listening to public comments and suggestions. Workshops provide the primary opportunities for “observers” to learn about issues and to provide input to planning & decision making processes.

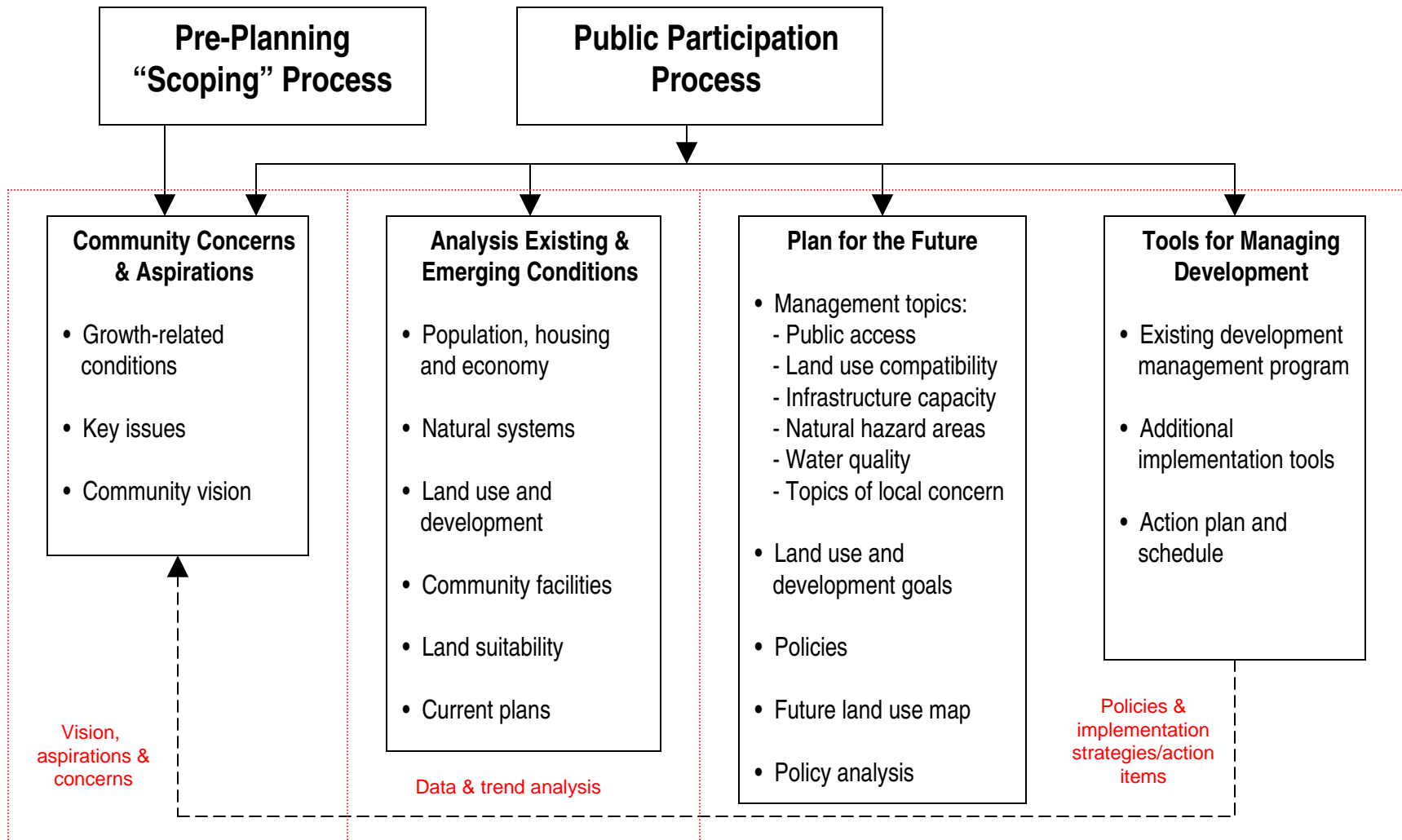
CAMA: Goals

- To provide a management system capable of preserving and managing the natural ecological conditions of the estuarine system, the barrier dune system, and the beaches, so as to safeguard and perpetuate their natural productivity and their biological, economic and esthetic values;
- To insure that the development or preservation of the land and water resources of the coastal area proceeds in a manner consistent with the capability of the land and water for development, use, or preservation based on ecological considerations;
- To insure the orderly and balanced use and preservation of our coastal resources on behalf of the people of North Carolina and the nation;
- To establish policies, guidelines and standards for:
 - Protection, preservation, and conservation of natural resources including but not limited to water use, scenic vistas, and fish and wildlife; and management of transitional or intensely developed areas and areas especially suited to intensive use or development, as well as areas of significant natural value;
 - The economic development of the coastal area, including but not limited to construction, location and design of industries, port facilities, commercial establishments and other developments;
 - Recreation and tourist facilities and parklands;
 - Transportation and circulation patterns for the coastal area including major thoroughfares, transportation routes, navigation channels and harbors, and other public utilities and facilities;
 - Preservation and enhancement of the historic, cultural, and scientific aspects of the coastal area;
 - Protection of present common-law and statutory public rights in the lands and waters of the coastal area;
 - Any other purposes deemed necessary or appropriate to effectuate the policy of this Article. (1973, c. 1284, s. 1; 1975, c. 452, s. 5; 1981, c. 932, s. 2.1.)

CAMA LUP: Background

- Required & approved by State
- Review & revise every 5 years
 - Interim changes must be approved by the State
- Used by State during CAMA permit decisions
- No TOSS LUP = TOSS under Dare Co. LUP

Major Components of CAMA LUP



CAMA LUP: Status

- Current Draft dated August 2008
 - Does not reflect all Steering Committee comments/changes
 - Submitted to State for review without TOSS review
- Does not follow CAMA rules (format or process)
- Insufficient public input (one 2 hour session on goals)
- Poor quality:
 - Community issues & rankings based on flawed data
 - Contains non-TOSS information
 - Policies without actions
 - Actions unrelated to land use
- State comments received December 2, 2008
- Commits TOSS to actions without adequate analysis, review, community understanding or support

CAMA LUP *DRAFT* Vision

“Southern Shores is friendly, family oriented residential community that preserves and enhances its unique natural environment from the Ocean to the Sound. The Town values its quiet neighborhoods, large lots and single family homes with expanses of open space, vegetation, wildlife and natural beaches. The Town prides itself on its citizen volunteers and public involvement, responsive government, and small efficient commercial area.”

KEY

Blue = social elements

Red = natural resources elements

Black = land use elements

CAMA LUP: Next Steps This Cycle

- Complete & certified by State
 - Limit scope to CAMA requirements & TOSS related items
 - Respond to State's comments
 - Review / revise vision, goals, policies & actions
 - Provide additional opportunities for community input
 - Work closely with State
- Possible use as TOSS' land use/natural resources "chapter" of comprehensive plan

CAMA LUP: Action Plan & Timetable

TASK	RESOURCE	2008	2009									
		DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT
REVIEW State Comments	TOSS Team	Blue	Blue									
MEET DCM clarify minimum requirements	TOSS Team		Blue									
REVISE Data, Analysis, Maps	Consultant		Red	Red								
REVISE Vision, Goals, Policies, Actions	TOSS Team		Blue	Blue	Blue							
OUTREACH Vision, Goals, Policies, Actions	TOSS Community					Yellow						
APPROVE Vision, Goals, Policies, Actions	Town Council					Green						
SUBMIT Revised LUP to DCM / CRC	TOSS Team						Blue	Blue				
REVIEW State Comments	TOSS Team							Blue	Blue			
REVISE LUP DRAFT as required	TOSS Team								Blue	Blue		
OUTREACH Final LUP DRAFT	TOSS Community									Yellow		
REVIEW Final LUP DRAFT	Town Council									Green		
PUBLIC HEARING	Town Council										Green	
SUBMIT to State for certification	TOSS Team										Blue	
APPROVE & ADOPT CAMA LUP	Town Council											Green

RESPONSIBILITY KEY: ROYAL BLUE Volunteers & Town Staff; RED Consultants; YELLOW Community; GREEN Town Council

Separate CAMA LUP, “Comprehensive Plan” & Consistency Criteria/Tool

*“These cases and statutes emphasize that in North Carolina, **substantive, rational planning and thought, rather than a formal plan document entitled “Comprehensive Plan,”** are vital to justify zoning and rezoning decisions. Planning studies also provide technically competent analyses of the issues being considered and examine the long-term implications and the effects on other aspects of individual land use decisions. Documented consideration of small area plans, traffic plans, open space plans, redevelopment plans, and the like, as well as consideration of the comprehensive plans, provide important support to rezoning decisions both in terms of meeting the statutory requirements and the **constitutional admonition to avoid arbitrary and capricious decision making.**”*

Excerpted from: Land Use Law in North Carolina, David Owens Chapter 22 State Statutory Limitations page 191

LR/Comprehensive Planning

- Step 1** – Discover & document TOSS Visions
(Distinguish between land use & other visions)
- Step 2** – Define a “Model LR Plan”
(What elements are common to every LR plan?)
- Step 3** – Assess existing LR Plans
(Are they complete? Relevant? Do they drive action?)
- Step 4** – Create a tool to ensure zoning decisions are “consistent”
with TOSS “Comprehensive Plan” & land use visions,
goals, strategies, programs & priorities.

Step 1- Discover & Document TOSS Vision

- Multiple aspects of vision captured in text
 - Limit vision statement in CAMA LUP to land use
 - Move social elements of vision to other LR Plans
- Other dimensions of vision captured in graphics
 - Diagrams / blueprints / presentation materials
 - Photographic journal of TOSS history
- Innovate new ways to engage stakeholders
 - Interview “community elders” David Stick, Mickey Hayes, etc.
 - Interview community, “new comers” full time & part time
 - Look for visions in old plans, documents, books, photo’s, etc.
 - Community Workshop to determine what citizens want to preserve and what they want to change
 - Other innovative approaches?

Step 2 - Define “Model” Plan

- Describe elements of “good” LR Plan
 - Vision, Goals or Objectives of the Plan
 - Current State vs. Desired Future State
 - Relevant Trends / Issues / Options / Tradeoffs
 - Strategies / Programs / Projects
 - Priorities (urgency, synergies, interdependencies)
 - Appendices (supporting data as needed)
- Provide guidelines for plan development
- Define requirements for integration

Step 3 - Assess Existing Plans

- CAMA LUP's 1980, 1986, 1992, 1997, 2008-09
- TOSS LR Plans 2005-06
- SSCA LR Plans 1990-2000, 2007-?
- CPOA LR Goals 2007?
LR Plan?
- Other Organizations?
- Canal Dredge Plan (transfer to TOSS June 2004)
- Roads Evaluation 2008
- Stormwater Policy 2007
- Hazard Mitigation 2005 & 2008
- Emergency Mgmt 2006
- Wireless 2008-09

Step 3: Inventory & Assessment Scorecard

	Vision & Goals	Internal Assessment	External Assessment	Strategies, Programs, Projects	Priorities & Integration
Cama LUP 2008 - 2009					
TOSS LR Plan 2005 - 2006					
Canal Dredge Plan					
Roads Advisory Committee Plan 2008					
Stormwater Advisory Committee Plan 2007					
Wireless Advisory Committee Plan 2009					
Hazard Mitigation Plan 2008-09					
Emergency Management Plan 2008-09					
Disaster Recovery Plan					

Step 4 - Create “Comprehensive Planning” Consistency Criteria / Tool

- TOSS Land Use Vision (text & graphic versions)
- Consolidate vision statements, principles & policies that are relevant to land use decisions into TOSS “criteria for consistency”
- Provide a tool to apply the criteria whenever the PB or TC makes a zoning decision that requires a written statement of “consistency”

Budget Planning and Development - Principles and Guidelines

1. Balanced Budget

- ✓ Projected operating and capital expenditures cannot exceed expected revenues.
- ✓ Projected expenditures include contributions to reserves and contingencies to maintain appropriate levels.
- ✓ Reserves and contingencies cannot be used to balance the proposed budget.

Budget Planning and Development - Principles and Guidelines

2. Maintain Appropriate Operating and Capital Reserves and Contingencies

- ✓ Determine a minimum reserves and contingencies requirement as a percent of annual operating and capital expenditures (e.g., 75%).
- ✓ When reserves and contingencies exceed the minimum requirement, additional contributions are optional.
- ✓ Designate separate reserves and contingencies for specific needs (e.g., disaster recovery, maintenance and repairs, revenue shortfalls, critical project cost overruns).

Budget Planning and Development - Principles and Guidelines

3. Develop a Range of Revenue Projection Scenarios

- ✓ Project revenues by source of revenue (e.g., property taxes, occupancy taxes, etc.)
- ✓ Revenue projections should clearly state assumptions (e.g., expected 2% increase in property tax receipts) underlying each revenue source.
- ✓ Develop a “best case”, “worst case” and “probable case” projection for each source of revenue.

Budget Planning and Development - Principles and Guidelines

4. Develop Separate Operating and Capital Budgets

- ✓ Operating budget to include both recurring and nonrecurring programs, services and activities exclusive of capital asset acquisition and maintenance.
- ✓ Capital budget should include expenditures for fixed and moveable capital assets (i.e., >\$10,000 & useful life of at least 10 years).
 - Examples – road repair and construction, canal dredging and maintenance, facilities maintenance, new construction and land acquisition.

Budget Planning and Development - Principles and Guidelines

5. Identify “Core” Operating Budget Components

- ✓ The “Core” operating budget is defined as expenditures for essential programs, services, functions and activities.
- ✓ The Core budget is the highest priority for expenditures and takes precedence over all other operating and capital needs.
- ✓ Core budget programs, services, functions and activities are by definition recurring expenditures.
 - Examples: police and fire protection, essential staff functions such as code enforcement and permitting, finance and overall management.
- ✓ Budgetary constraints may require adjusting the level and scope of Core budget priorities and spending.
- ✓ Budgetary constraints may require reductions in the number or service level of municipal services
- ✓ Maintaining a minimum level of reserves and contingencies is considered part of the Core budget.

Budget Planning and Development - Principles and Guidelines

6. Determine Operating and Capital Budget Priorities Based on Approved Long-Range and Comprehensive Plans

- ✓ Link budget needs and priorities to approved planning documents:
 - Municipal Services Plans (Police, Fire, Waste Management, etc.)
 - Infrastructure Plans (Roads, Bridges, Canals)
 - Parks/Recreational “Joint” Plan with SSCA
 - Stormwater Management Plan
 - Hazard Mitigation Plan
 - Emergency Mgmt/Disaster Recovery Plan
 - Land Use Plan (LUP)
 - Capital Improvement Plan (CIP)
- ✓ Rank order all proposed programs/projects from approved LR Plans
 - Allocate funds starting with highest priority program/project
 - Set aside funds for the entire program/project (i.e., set aside funds for however many years the program/project will take to complete)

Budget Planning and Development - Principles and Guidelines

7. Develop expenditure budgets consistent with revenue projection scenarios (“best case”, “worst case” and “probable case”).

- ✓ Core and Non-Core spending based on approved operating and capital budget priorities
- ✓ Expenditure priorities guided by approved planning documents.
- ✓ Reserves and contingencies are designated for specific purposes and cannot be used to as a revenue source to balance the budget.

Budget Planning and Development - Principles and Guidelines

8. Operating and Capital budgets should be projected for a 2-3 year time frame and updated annually.

- ✓ Revenues and expenditures should be projected for a 2-3 year period and re-projected annually.
 - Revenue projection assumptions should be clearly stated.
 - Operating and capital expenditure projections should be linked to identified spending priorities.
- ✓ Capital budget priorities should be driven by the Capital Improvement Plan (CIP).
 - CIP projects rank-ordered by year.

Budget Planning and Development - Principles and Guidelines

9. The budget represents an approved spending plan based on revenue assumptions.

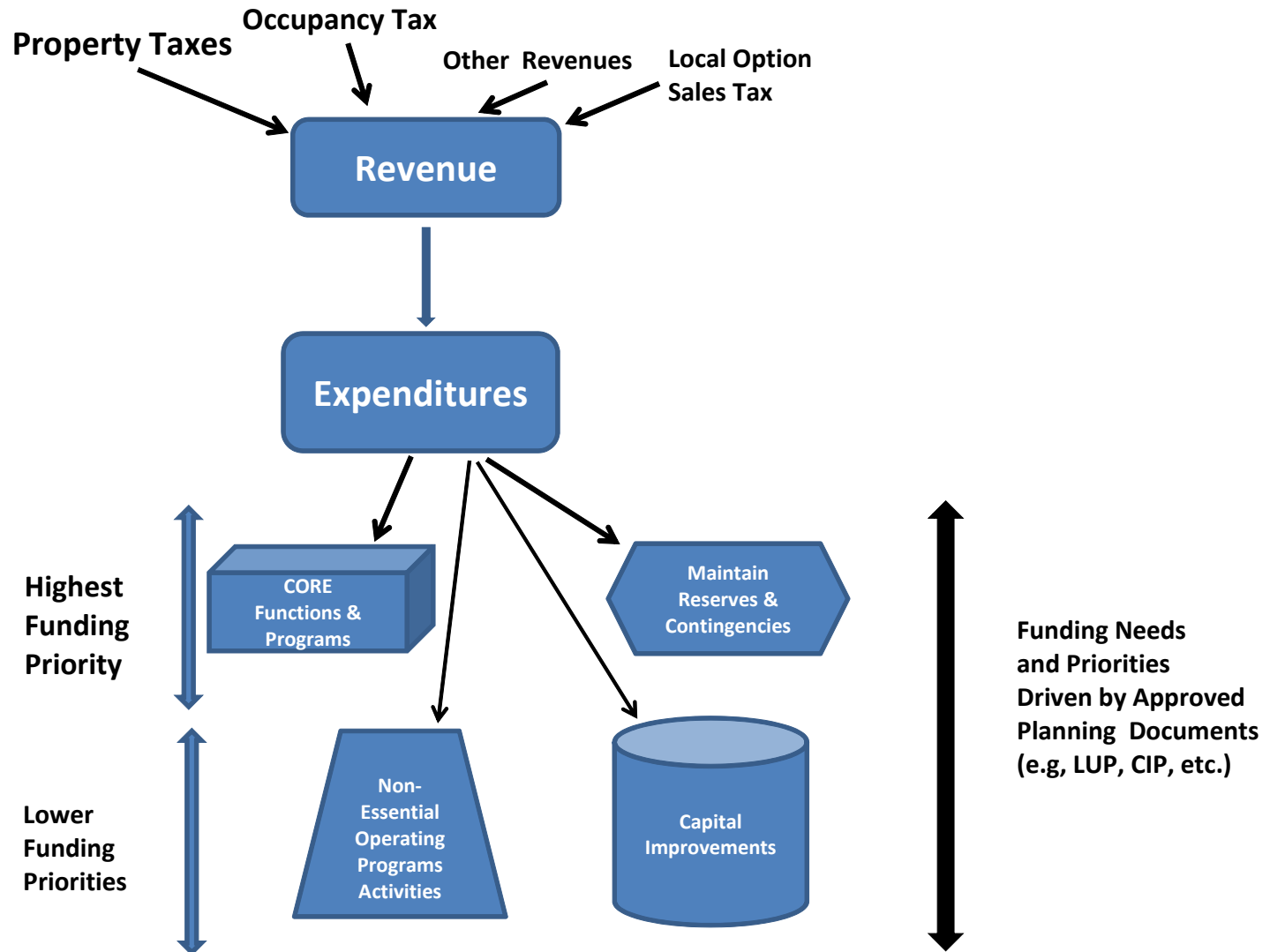
- ✓ Quarterly budget reporting needed to monitor variances of actual revenue and expenditures versus the budget.
- ✓ Unforeseen conditions may require mid-year budget corrections and adjustments.
 - Actual revenue collections may be below or above the budgeted amount.
 - Critical new programs/projects may need to be funded
 - Consequently, alterations in budgeted expenditures may be necessary.
- ✓ Emergency situations may arise (e.g., storms) necessitating the use of reserves and contingencies.

Budget Planning and Development - Principles and Guidelines

10. Transparency: The budget process represents a series of choices, openly debated and ultimately based on the perceived and expressed needs of the community.

- ✓ The citizens of Southern Shores should be encouraged to be actively engaged in the budget planning and development process.
- ✓ Spending priorities must be justified and understood by the citizens.
- ✓ Community workshops are conducted at each decision point in the annual cycle (setting reserve levels, prioritizing proposed projects, determining the appropriate tradeoff between municipal service levels & tax rate) to facilitate citizen input
- ✓ Planning & budgeting DRAFTS will be published on the website prior to each community workshop or Town Council meeting

Budget Process Overview



Allocate Available Revenue to Expenses

MUST FUND

Core operating expenses required to run town offices & deliver essential services

Capital expenditures to fix roads, maintain canals, replace essential vehicles / equipment at end of useful life

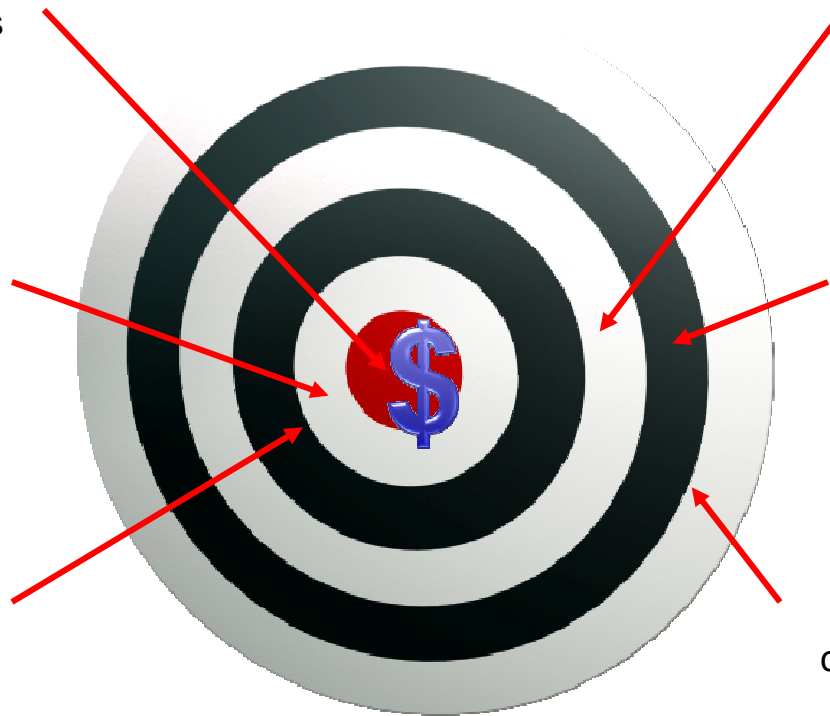
Maintain appropriate reserves for storm emergencies & other contingencies

MAY FUND

Discretionary new municipal services &/or improved levels of existing services

Recurring discretionary expenses i.e., staff training, public works projects &/or enhanced outreach tools

Non-recurring discretionary capital expenditures i.e., new fire station, community center, recreational facility



Budget Planning and Development: Actions & Timetable, FY 2010

- ❑ February 2009 - Adopt Budget Principles & Guidelines
 - ✓ Meet individually with department heads to discuss budget priorities and initiatives
 - ✓ Conduct budget planning discussion at Town Council's retreat
- ❑ March/April 2009 - Develop Preliminary Budget
 - ✓ Develop revenue projection scenarios by source of revenue (e.g., best case, worst case and probable case)
 - ✓ Identify "core" budget programs, functions and activities
 - ✓ Separate budget into operating and capital (CIP) components
 - ✓ Use existing planning documents to guide budget prioritization process
 - ✓ Identify budget interdependencies/linkages
 - ✓ Use scenarios (test different assumptions, understand options/tradeoffs & prepare contingency plans)
 - ✓ Hold public workshop(s) to solicit community input
- ❑ May/June 2009 - Finalize and Approve FY 2010 Budget
 - ✓ Conduct public hearing(s) to review proposed budget
- ❑ July 2009 – Implement Budget
- ❑ July 2009 – June 2010: Monitor Actual vs. Budgeted Revenues and Expenditures
 - ✓ Milestones, tracking & funding go/no go points
 - ✓ Process for changing priorities, CIP &/or budget mid-cycle (i.e., to add a project must drop something & reset priorities)
 - ✓ Approve budget amendments as needed.

Summary & Next Steps

- Planning Board appoint a Planning Advisory Group
- PAG prepare a SOW to address urgent planning issues
- PAG approach/actions/timetables as follows:
 - Limit scope of CAMA LUP & do outreach
 - Engage community in visioning process
 - discover & document common ground
 - use words, pictures, maps & examples
 - Create “Comprehensive Planning” consistency criteria / tool
 - Assess LR Plans, complete missing elements & integrate
 - Implement CIP / budgeting principles & processes
- Does the TC support these three actions?