

## SECTION 7

## IMPLEMENTATION PROGRAM

### BACKGROUND AND PURPOSE

Most components of the comprehensive plan indicate *what* the municipality intends to do. This section tells *how* the municipality intends to do it. Here the municipality describes the official controls and public programs that ensure implementation of the comprehensive plan and protection of public infrastructure.

Minnesota statute outlines three areas the implementation program chapter of the comprehensive plan must include:

- official controls  
(Handbook, page 7-1)
- a capital improvement program  
([Handbook, page 7-3](#))
- a housing implementation program  
([Handbook, page 3-8](#))

Each of these is further addressed by Metropolitan Council policies.

The implementation component of the comprehensive plan must include:

- a description of all relevant ordinances, public programs and fiscal devices that ensure protection of the infrastructure and implementation of the comprehensive plan, and
- a current zoning map and a description of zoning districts that include allowable densities/intensity of use, and lot sizes.

[Minn. Stat. 473.859, Subd. 4](#)

**OFFICIAL CONTROLS**

Official controls include ordinances, fiscal devices and other actions the municipality uses to implement the comprehensive plan. Official controls may include zoning and subdivision ordinances, mixed use development ordinances, natural resource conservation ordinances, and the like.

**Which official controls are relevant?**

Official controls are required to guide zoning, subdivision, water supply and private sewer systems. To be consistent with the *2030 Regional Development Framework*, the municipality should adopt official controls to:

- accommodate levels of growth consistent with *2030 Regional Development Framework* forecasts,
- provide land use and transportation connections,
- protect natural resources, and
- implement the comprehensive plan.

[Minn. Stat. 473.865](#)

**Resources for official controls**

[Local Planning Assistance staff](#) can provide sample ordinances developed by the Council or other state agencies, as well as examples of ordinances from other metropolitan area municipalities.

<http://www.metrocouncil.org/planning/assistance/staff.htm>

The Handbook's Section 5, Water Resources Management, contains [resources for managing the municipality's water supply, surface water and wastewater](#).

<http://www.metrocouncil.org/planning/LPH/LPHSect5.pdf>

The Metropolitan Council's Natural Resources Task Force has prepared a list of [strategies intended to help municipalities identify and protect their significant natural resources](#). Municipalities may use these in updating their comprehensive plans and drafting ordinances.

<http://www.metrocouncil.org/planning/landuse/NRProtectionStrategy.pdf#page=16>

The Local Government Environmental Assistance Network provides [an extensive Web site on protecting the environment and public health](#).

<http://www.lgean.org/html/toolbox.cfm>

**THE CAPITAL  
IMPROVEMENT  
PROGRAM (CIP)**

Comprehensive plans are required to include a capital improvement program (CIP) for four areas:

- transportation,
- wastewater,
- water supply, and
- parks and open space facilities.

The CIP shows how the municipality will support and implement the timing and financing of public improvements necessary for the municipality's planned growth.

***CIP relates to land  
use and  
infrastructure***

In the CIP component, the municipality specifies the timing and sequence of major local public facilities that will ensure development of the municipality occurs in accordance with the plan.

***CIP requirements***

To meet statutory requirements, the comprehensive plan must include the municipality's five-year CIP. That CIP, in turn, must include budgets and expenditure schedules for transportation, sewers, water supply, and parks and open space facilities.

The Metropolitan Council reviews the five-year CIP to determine that it implements the comprehensive plan and coordinates the planned projects with the development financing schedule.

[Minn. Stat. 473.859 Subd. 4\(2\)](#)

[Minn. Stat. 473.852 Subd. 4](#)

**REVIEW, UPDATE AND  
SUBMIT OFFICIAL  
CONTROLS**

With each comprehensive plan amendment or update, including the decennial review in 2008, the municipality needs to review its official controls. This review must establish that official controls

- are consistent with the *2030 Regional Development Framework*,
- conform to the metropolitan system plans, and
- are congruent with all other elements of the comprehensive plan.

Municipalities have nine months after updating or amending their comprehensive plan to update the corresponding official controls. If a revision is required to bring the local controls into alignment with the comprehensive plan, the municipality must submit one of the following:

- a copy of the original official control and a copy of the revision which has been approved by the local unit of government, or
- a copy of the original control with changes approved by the local unit of government marked.

**Official controls may  
not conflict...**

Municipalities may not adopt any new official controls that conflict with the comprehensive plan, and they may not permit activities that conflict with the metropolitan system *Policy Plans*.

Communities in the Diversified Rural area communities with a Long-Term Service Area designation for post-2030 regional wastewater services (*2030 Water Resources Management Policy Plan*) should take care to ensure that their residential development and subdivision ordinances are consistent with the Council's density policy of one dwelling unit per 10 acres, under normal circumstances.

[Minn. Stat. 473.865, Subd. 3](#)

[http://councilmeetings.metc.state.mn.us/council\\_meetings/2008/082708/0827\\_2008\\_94.pdf](http://councilmeetings.metc.state.mn.us/council_meetings/2008/082708/0827_2008_94.pdf)

To handle situations in which communities create “flexible development ordinances” that may deviate from the standard density policy, the [Metropolitan Council has adopted guidelines](#) for Diversified Rural communities to follow. The purpose of these guidelines is to reserve land and ensure its availability to accommodate future urbanized development. If communities choose to implement flexible residential development ordinances (such as cluster developments, open space ordinances, and density bonuses, to name a few), they should ensure that those ordinances:

1. Contain a purpose that describes the need to reserve land resources for efficient future urbanization when appropriate infrastructure is available to support that development.
2. Describe the characteristics of the land required for future urbanization and seek to preserve tracts of land in a size and configuration capable of supporting future development.
3. Allow no more than 25% of the *developable* land in a project to be developed. For the purposes of future urbanization, larger future urbanization parcels should be reserved, limiting the cluster to a development area that covers a minority of the area.
4. Require that the parcel(s) set aside for future urbanization be covered by a temporary development agreement or deed restriction, rather than a permanent conservation easement or other permanent restriction.
5. Provide for the rezoning of the future urbanization parcel to a residential zoning classification at densities consistent with Council policy at such time that urban services are available to the parcel.
6. Encourage the use of community wastewater treatment systems to serve the temporary cluster and to allow for smaller lot sizes within the development.

[See more information on the guidelines for diversified rural communities and the rationale for their adoption.](#)

[p://councilmeetings.metc.state.mn.us/council\\_meetings/2008/0827\\_2008\\_124.pdf](p://councilmeetings.metc.state.mn.us/council_meetings/2008/0827_2008_124.pdf)

<http://www.metrocouncil.org/planning/LPH/GuidelinesRuralArea.pdf>