



Chapter 14

Implementation Strategy

The Comprehensive Plan sets forth an agreed-upon “road map” for growth and development within the Town of New Carlisle during the next fifteen years. It represents considerable effort on the part of the Town Council, the Comprehensive Plan Steering Committee, Town staff, and the New Carlisle community. However, in many ways the planning process in New Carlisle has just begun. Completion of the new Comprehensive Plan is only the first step, not the last.

This chapter briefly highlights the next steps that should be undertaken to begin the process of plan implementation. These include:

- » Use the Comprehensive Plan on a day-to-day basis to guide Town policies and decision-making
- » Review and update the Zoning Ordinance and other development controls to reflect policies presented in the Comprehensive Plan
- » Develop and utilize a Capital Improvements Program (CIP) to plan for recommended improvements
- » Promote cooperation and participation among various agencies, organizations, community groups and individuals
- » Prepare a 5-year action plan to prioritize objectives and list accomplishments of preceding years on an annual basis
- » Explore possible funding sources and implementation techniques
- » Enhance public communication about plans and decision-making
- » Update the Comprehensive Plan at regular intervals.

USE THE PLAN ON A DAY-TO-DAY BASIS

The Comprehensive Plan is New Carlisle’s official policy guide for improvement and development. It is essential that the Plan be used on a regular basis by Town staff, boards and commissions to review and evaluate all proposals for improvement and development within the community, prioritize public expenditures and encourage private sector investment. Specifically, agencies and service providers should reference the Plan when assessing investment in new facilities, infrastructure, or programming. The Town Council should refer to the Plan for guidance in making regulatory recommendations and actions that impact development.

REVIEW THE ZONING ORDINANCE AND OTHER DEVELOPMENT CODES

Zoning is an important regulatory tool for implementing planning policy. It establishes the types of uses to be allowed on specific properties, and prescribes the overall character and intensity of permitted development.

A review and update of the Town’s various development controls including zoning, subdivision regulations, property maintenance and other related codes and ordinances should be conducted to ensure that all are consistent with and complement the Comprehensive Plan.

The Comprehensive Plan sets forth policies regarding the use of land within the Town and establishes guidelines for the quality, character and intensity of development. The Plan’s policies and guidelines should greatly assist the Town in formulating and revising zoning and development code regulations that better reflect the unique needs and aspirations of the New Carlisle community.

**INSERT ADDITIONAL NARRATIVE REGARDING THE TOWN’S CURRENT
AND POTENTIAL NEW ZONING ORDINANCE AND RELATED
DEVELOPMENT CODES AS PART OF PHASE TWO.**

CAPITAL IMPROVEMENTS PROGRAM (CIP)

As a critical tool for implementing the recommendations of the Comprehensive Plan, the Town should establish a Capital Improvements Program (CIP). A CIP is a comprehensive schedule of prioritized public improvement projects, typically extending over a five-year period. In creating a CIP, the Town first prepares a list of all public improvements that will be required in the next five years. Then all projects are reviewed, priorities are assigned, cost estimates are prepared, and potential funding sources are identified.

The Capital Improvements Program typically schedules the implementation of a range of specific projects related to the Comprehensive Plan, particularly the restoration and upgrading of existing utilities and infrastructure facilities. Expansion or improvement of Town facilities would also be included in the Capital Improvements Program.

New Carlisle's financial resources will always be limited and public dollars must be spent wisely. The Capital Improvements Program would allow the Town of New Carlisle to provide the most desirable public improvements, yet stay within budget constraints.

Non-governmental entities frequently use a Capital Improvement Program to map out growth and investment in facilities and infrastructure. As the Town develops and monitors its own Capital Improvement Program, Town staff should coordinate with other community facilities providers to ensure that investment is occurring in a logical manner and synergies can be created between public, quasi-public, and private improvements.

INSERT ADDITIONAL NARRATIVE REGARDING THE TOWN'S CIP PROJECTS AS PART OF PHASE TWO.

PROMOTE COOPERATION & PARTICIPATION

The Town of New Carlisle should assume the leadership role in implementing the Comprehensive Plan. In addition to carrying out the administrative actions and many of the public improvement projects called for in the Plan, the Town may choose to administer a variety of programs available to local residents, businesses and property owners.

However, in order for the Comprehensive Plan to be successful, it must be based on a strong partnership between the Town, other public agencies, various neighborhood groups and organizations, the local business community, and the private sector.

The Town should be the leader in promoting the cooperation and collaboration needed to implement the Comprehensive Plan. The Town's partners should include:

- » Other governmental and service districts, such as the New Carlisle United School Corporation, the New Carlisle Fire Territory, St. Joseph County, MACOG, the Indiana Department of Transportation (INDOT), New Carlisle Parks and Recreation, etc.
- » Private and not-for-profit service providers, such as St. Joseph Regional Health or private education entities, who are not directly under the purview of local government but provide critical community-based services and amenities.
- » The Development community, which should be encouraged to undertake improvements and new construction that

conforms to the Plan and enhances the overall quality and character of the community; and

- » The New Carlisle community. All residents and neighborhood groups should be encouraged to participate in the on-going planning process, and all should be given the opportunity to voice their opinions on improvement and development decisions within the Town.

INSERT ADDITIONAL NARRATIVE REGARDING ASPECTS OF COOPERATION AND PARTICIPATION IN THE IMPLEMENTATION OF THE COMPREHENSIVE PLAN AS PART OF PHASE TWO.

PREPARE AN IMPLEMENTATION ACTION AGENDA

The Town should prepare an implementation “action agenda” which highlights improvement and development projects or activities to be undertaken during the next few years. For example, the “action agenda” might consist of:

- » A detailed description of the projects and activities to be undertaken;
- » The priority of each project or activity;
- » An indication of the public and private sector responsibilities for initiating and participating in each activity; and
- » A suggestion of the funding sources and assistance programs that might potentially be available for implementing each project or activity.

The Capital Improvement Program described earlier is one component of the Implementation Action Agenda. However, the “action agenda” must go beyond the Town’s investments in capital in order to address programs or policies that may require the efforts of several stakeholders, including Town staff, local interests, or citizens of New Carlisle. In order to remain current, the agenda should be reviewed and updated regularly.

INSERT ADDITIONAL NARRATIVE REGARDING ASPECTS OF THE IMPLEMENTATION ACTION AGENDA AS PART OF PHASE TWO.

ENHANCE PUBLIC COMMUNICATION

The process undertaken to create the Comprehensive Plan was, in and of itself, an important step in educating the community about the relevance of planning and the Town's role in defining its future. Through the Comprehensive Plan Steering Committee, community workshops, resident and business questionnaires, and interactive social media engagement, much positive momentum has been forged. In order to build on this foundation the Town should ensure that the Plan's major recommendations and "vision" for the future are conveyed to the entire community.

The Town should also consider additional techniques for responding quickly to public questions and concerns regarding planning and development. For example, the Town might prepare a new informational brochure and online information on how to apply for zoning, building, subdivision and other development related permits and approvals. It might also consider special newsletter and/or webpage features that focus on frequently raised questions and concerns regarding planning and development.

UPDATE THE PLAN ON A REGULAR BASIS

It is important to emphasize that the Comprehensive Plan is not a static document. If community attitudes change or new issues arise which are beyond the scope of the current Plan, the Plan should be revised and updated accordingly.

Although a proposal to amend the Plan can be brought forth by petition at any time, the Town should regularly undertake a systematic review of the Plan. Although an annual review is desirable, the Town should initiate review of the Plan at least every two to three years. Ideally, this review should coincide with the preparation of the annual budget and capital improvement program. In this manner, recommendations or changes relating to capital improvements or other programs can be considered as part of the upcoming commitments for the fiscal year. In turn, development regulations may need to be amended to most accurately reflect the intent of any modifications to the Comprehensive Plan. Routine examination of the Plan will help ensure that the planning program remains relevant to community needs and aspirations.

The Town should:

- » Make the plan available online for free, provide hard copies at the Town Hall available for purchase and have a copy on file at the public library for reference;
- » Provide assistance to the public in explaining the Plan and its relationship to private and public development projects and other proposals, as appropriate;
- » Assist the Town Council in the day-to-day administration, interpretation and application of the Plan;
- » Maintain a list of current possible amendments, issues or needs which may be a subject of change, addition or deletion from the Comprehensive Plan; and
- » Coordinate with and assist the Town Council in the Plan amendment process.

EXPLORE FUNDING SOURCES & IMPLEMENTATION TECHNIQUES

Many of the projects and improvements called for in the Comprehensive Plan can be implemented through administrative and policy decisions or traditionally funded municipal programs. However, other projects may require special technical and/or financial assistance.

The Town should continue to explore and consider the wide range of local, state, and federal resources and programs that may be available to assist in the implementation of planning recommendations. For example, initiatives related to economic development, neighborhood stabilization and housing, or sustainability and environment can receive assistance from grant programs established for specific categories of actions or projects.

POTENTIAL FUNDING SOURCES

A description of potential funding sources currently available is summarized below. It is important to note that the Town should continue to research and monitor grants, funding agencies and programs to identify new opportunities as they become available.

INSERT ADDITIONAL NARRATIVE REGARDING POTENTIAL FUNDING SOURCES AND PROGRAMS RELATED TO THE IMPLEMENTATION OF THE COMPREHENSIVE PLAN AS PART OF PHASE TWO. BELOW ARE GENERAL FUNDING SOURCES THAT CAN BE PART OF THIS NARRATIVE.

GENERAL FUNDING SOURCES

TAX INCREMENT FINANCING (TIF)

Tax Increment Finance (TIF) utilizes future property tax revenues generated within a designated area or district to pay for improvements and incentivize further reinvestment. As the Equalized Assessed Value (EAV) of properties within a TIF District increases, the incremental growth in property tax over the base year that the TIF was established is invested in the area. Local officials may then issue bonds or undertake other financial obligations based on the growth in new tax revenue within the district.

The maximum life of a TIF district in the State of Indiana is 30 years. Over the life of a TIF district, the taxing bodies present within the district receive the same amount of tax revenue that was generated in the base year in which the TIF was established. There are provisions that allow for schools to receive additional revenue. In Indiana TIF Districts can be designated as either redevelopment areas or economic development areas, depending on factors related to alleviating blight or creating jobs and new investment.

BUSINESS IMPROVEMENT DISTRICT

A municipality may designate, after public hearings, an area of the municipality as a Business Improvement District (BID). While business district designation does not provide a funding source, it empowers a municipality to carry out a business district development or redevelopment plan through the following actions:

- » Approve all development and redevelopment proposals;
- » Acquire, manage, convey or otherwise dispose of real and personal property acquired pursuant to the provisions of a development or redevelopment plan;
- » Apply for and accept capital grants and loans for business district development and redevelopment; Borrow funds as it may be deemed necessary for the purpose of business district development and redevelopment;
- » Sell, lease, trade or improve property that may be acquired in connection with business district development and redevelopment plans;
- » Expend public funds as may be necessary for the planning, execution and implementation of the business district plans;
- » Establish by ordinance or resolution procedures for the planning, execution and implementation of business district plans;

- » Create a Business District Development and Redevelopment Commission to act as an agent for the municipality for the purposes of business district development and redevelopment.

ECONOMIC IMPROVEMENT DISTRICT

An Economic Improvement District (EID) is designed to allow property owners in a given area to collect a fee, pool that money, and then use it to fund programs that might otherwise not happen through local government action. Because the fees in an EID are assessed equally and in a formal process, the possibility that some businesses will carry more financial burden for improvements than others is eliminated. The Town should consider establishing a Downtown New Carlisle EID to facilitate various improvements to the district such as:

- » Capital improvements for streetscaping and other physical improvements like lighting, street furniture, and landscape installation and maintenance.
- » A Downtown marketing and branding campaign.
- » Economic development activities that assist new and existing local businesses in a manner that is beneficial to the larger downtown district.
- » Joint maintenance services such as street and sidewalk maintenance, snow removal, trash collection, and other services.
- » Parking management and wayfinding program.
- » On-site security where necessary.

COMMUNITY DEVELOPMENT CORPORATIONS

Many communities use Tax Increment Financing (as appropriate) to fund the start-up and/ or operation of a Community Development Corporation (CDC) that oversees a range of redevelopment activities for a specific geographic area, particularly commercial areas and central business districts. CDCs are often funded through public-private partnerships with financial commitments from local financial institutions or businesses and a public funding source such as TIF to provide for both operating expenses and programs.

CHAMBER OF COMMERCE

CDCs may undertake traditional roles such as marketing, promotion, workforce development, information management, and technical assistance to small businesses, but may also administer loan programs or acquire and redevelop property in the community. Many communities create CDCs under the umbrella structure of an established chamber of commerce in the community so that missions are complementary and do not overlap. The Town should work with the New Carlisle Chamber of Commerce to evaluate the potential for a CDC within New Carlisle.

CDC LOAN PROGRAM

An example of a distinctive CDC activity is the facilitation or administration of a revolving loan fund or a community lending pool capitalized by commitments from local financial institutions to provide low-interest/low-cost loans. Such funds typically target both new and expanding businesses for such redevelopment activities as interior improvements, façade and exterior enhancements, building additions, site improvements, etc. Some state and federal small business assistance programs are also structured to work in combination with CDC-administered loan programs.

INCENTIVES

The Town can use a variety of incentive programs to help the community achieve its goals. These incentives can be used to help attract new development to the area, to help improve existing development, and to encourage business owners to stay in the community and continue to impact the community in a positive way.

While this list of possible incentive programs is not exhaustive, it is representative of the range of options that are available and will provide a good starting point for the creation of a comprehensive incentive program that will help the town achieve its objectives.

FACADE & SITE IMPROVEMENT PROGRAMS

Facade and Site Improvement Programs can be used to help improve and retain existing businesses by offering low interest loans, grants, or rebates earmarked for improving the exterior appearance of designated properties. In addition to existing businesses within the Town's downtown area, this program should also be considered for businesses in other areas of the Town including the Michigan Street corridor.

Facade Improvement Programs can cover things such as improved signage, windows, painting, shutters and awnings, stairs and porches, walls, cornices, and other exterior components and details. While a property owner typically applies for such programs, in many cases, a business that leases space can also apply for such programs.

While the store owner certainly benefits from a facade improvement program, the community as a whole benefits as well since a shopping district with an attractive appearance will bring in more shoppers and will help create a positive image for the community as a place to live, work, and shop.

RECREATION IMPACT FEES

Recreation impact fees are imposed on new development to offset the capital costs of maintenance, construction or expansion of infrastructure such as roads, parks, sewers, etc. needed to serve the development. Impact fees provide additional funds for capital improvements rather than imposing new taxes in an area. This is especially beneficial in growing communities. According to Indiana State Law, municipalities can enforce an impact fee on developers during the development approval process by adopting an Impact Fee Ordinance. An impact fee ordinance must include a schedule stipulating the amount of fees that may be imposed for each type of infrastructure and a formula stating how these fees are derived. The Town currently has an impact fee ordinance established to fund the acquisition and improvement of parkland throughout the community.

TAX ABATEMENT

Tax abatement is a tool used by municipalities to attract private investment and job creation by exempting taxes on all or a portion of the increased assessed value resulting from new investment. Tax abatement can be granted on either real or personal property for a period of 1 to 10 years. Unlike TIF, tax abatement is granted on a sliding scale so at least some level of new assessed value is added to the tax role as soon as the second year of the abatement period. Tax abatement is based on an applicant's ability to achieve development goals such as jobs and new investment. Tax abatement is one of the most commonly used local financial incentives in Indiana.

INDUSTRIAL REVENUE BONDS

Industrial Revenue Bonds and Economic Development Bonds provide a financing method for economic development projects. Bonds can be issued by a Town and with proceeds loaned to a private company. The company then issues a promissory note and the bonds are payable from the payment on the note. A key aspect of Industrial Revenue Bonds is that the Town does not have any liability.

INDUSTRIAL DEVELOPMENT GRANT FUND

The Indiana Economic Development Corporation (IEDC) provides financial support for infrastructure improvements for projects creating jobs and generating capital investment in Indiana. This grant provides money to local governments for infrastructure projects associated with an expansion of an existing Indiana company or the location of a new facility in Indiana. State funding through the IDGF program must be matched by a combination of local government and company financial support. Approval is based on the number and quality of jobs being created, the community's economic need, a local match of funding, and capital investment being made by the company. Typically, this grant does not exceed 50 percent of project costs. This may include: construction of airports, airport facilities and tourist attractions, construction, extension or completion of sanitary sewer lines, storm sewers and other related drainage facilities, waterlines, roads and streets, sidewalks, rail spurs and sidings, Information and high technology infrastructure, leasing, purchase, construction, repair and rehabilitation of property, both real and personal, and the preparation of surveys, plans and specifications for the construction of publicly owned and operated facilities, utilities and services.

OTHER PROGRAMS

INCUBATOR PROGRAMS

Business incubators provide low-cost space and specialized support services to small companies. Such services might include administrative consulting, access to office equipment and training, and assistance in accessing credit. Incubators are typically owned by public entities such as municipalities or economic development agencies who then subsidize rents and services with grants. In addition to job creation and generating activity, the goal is to have startup businesses grow and relocate to larger spaces within the Town.

OCRA PLANNING GRANT

The State of Indiana Office of Community and Rural Affairs (OCRA) division provides planning grants to aid communities to shape their vision for economic development and encourage planning for long-term community development. Planning Grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD).

MAIN STREET REVITALIZATION PROGRAM

The goal of the Main Street Revitalization Program (MSRP), a grant program administered by OCRA, is to encourage communities to focus on long-term community development within the downtown area. A variety of projects are eligible to receive MSRP funding, but these grants are typically used to pay for downtown infrastructure, streetscape and façade improvements, promotional campaigns, program branding and other initiatives related to improving a downtown.

FOUNDATION AND SPECIALIZED GRANTS

The successful implementation of the Plan requires realization of projects that range in scale and scope. One type of funding source that becomes increasingly significant when issue-specific projects or programs (tourism, performing arts, historic preservation, small business assistance, etc.) are considered is foundation grants. The Town should continue to dedicate resources to monitoring and exploring the foundation grant as a funding tool.

INDUSTRY SPECIFIC PROGRAMS

There are several state programs that can be used to incentivize development or relocation of business and industry within New Carlisle.

TRANSPORTATION FUNDING SOURCES

SAFE ROUTES TO SCHOOL (SRTS)

SRTS specifies that eligible infrastructure related projects include the planning, design, and construction of infrastructure related projects that will substantially improve the ability of students to walk and bicycle to school, including:

- » Sidewalk improvements,
- » Traffic calming and speed reduction improvements,
- » Pedestrian and bicycle crossing improvements,
- » On-street bicycle facilities,
- » Off-street bicycle and pedestrian facilities,
- » Secure bicycle parking facilities, and
- » Traffic diversion improvements in the vicinity of schools.

CONGESTION MITIGATION AND AIR QUALITY IMPROVEMENT PROGRAM (CMAQ)

The CMAQ program focuses on projects that provide solutions to regional congestion and air quality problems. Eligible project types include transit improvements, commuter parking lots, traffic flow improvements, bicycle/pedestrian projects and projects that result in emissions reductions. These projects are also federally funded at 80 percent of project costs.

PARKS AND OPEN SPACE FUNDING SOURCES

RECREATIONAL TRAILS PROGRAM

The federal “Recreational Trails Program” (RTP), was created through the National Recreational Trail Fund Act (NRTFA) as part of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and reauthorized by the SAFETEA-LU. This program provides funding assistance for acquisition, development, rehabilitation and maintenance of both motorized and non-motorized recreation trails. By law, 30% of each States’ RTP funding must be earmarked for motorized trail projects, 30% for non-motorized trail projects and the remaining 40% for multi-use (diversified) motorized and non-motorized trails or a combination of either. The RTP program can provide up to 80% federal funding on approved projects and requires a minimum 20% non-federal funding match. Eligible applicants include municipalities and counties, schools, and private, non-profit and for-profit businesses.

LAND AND WATER CONSERVATION FUND (LWCF)

Land and Water Conservation Fund grants are available to cities, counties and school districts to be used for outdoor recreation projects. Projects require a 55% match. All funded projects are taken under perpetuity by the National Park Service and must only be used for outdoor recreational purposes. Development and renovation projects must be maintained for a period of 25 years or the life of the manufactured goods.

ACTION AGENDA

The following Action Agenda presents a summary of specific strategies and related actions necessary to implement the recommendations of the Comprehensive Plan. The Action Agenda also identifies potential participants in implementation and assigns a priority level to each item.

POTENTIAL PARTICIPANTS & PARTNER ORGANIZATIONS

With regard to citing those entities responsible for implementation, it should be noted that it is anticipated that, from a policy standpoint, the Town Council will be involved in the majority of these actions. The list of potential participants and partner organizations is not intended to be exhaustive, but rather serves as a starting point from which the Town can build. Action Agenda items, such as recommended technical studies and analyses, that would likely benefit from outside expertise have also been highlighted.

TIME FRAME

Each action agenda item has been assigned a value of 'S', 'M', or 'L' which indicates the time frame within which that item should be achieved. These values are defined as follows:

- 'S' = Short Term (1-2 years)
- 'M' = Mid Term (3-5 years)
- 'L' = Long Term (5+ years)

Where projects are likely to span several years, a time frame range (e.g. S-M) has been provided. Those items which represent a long term policy stance or require immediate action with an on-going effort, such as the continued implementation of existing plans, have been assigned a value of 'S-L'.

Insert Action Agenda (SAMPLE SHOWN BELOW)

STRATEGY	ACTION	TIME FRAME	POTENTIAL PARTICIPANTS & PARTNER ORGANIZATIONS