



Comprehensive Municipal Plan

Frost, MN

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1. Introduction

As stated in MN Statutes 492 as amended; municipalities are faced with mounting problems in providing means of guiding future development of land so as to insure a safer, more pleasant and more economical environment for residential, commercial, industrial and public activities, to preserve agricultural and other open lands, and to promote public health, safety, and general welfare. Municipalities can prepare for anticipated changes and by such preparations bring about significant savings in both private and public expenditures. Municipal planning, by providing public guides to future municipal action, enables other public and private agencies to plan their activities in harmony with the municipality's plans. Municipal planning will assist in developing lands more wisely to serve citizens more effectively, will make the provision of public services less costly, and will achieve a more secure tax base.

The Planning and Zoning Department has been working towards updating the Faribault County Comprehensive Land Use Plan. In that process, it was presented to the cities as part of the planning process for the county, a "baseline plan" that would be consistent with the minimum obligations of a "Comprehensive Municipal Plan" be developed on behalf of each community.

A "Comprehensive Municipal Plan" means a compilation of policy statements, goals, standards, and maps for guiding the physical, social and economic development, both private and public, of the municipality and its environs, and may include, but is not limited to, the following:

- Statements of policies, goals, standards;
- Land use plan, including proposed densities for development;
- Community facilities plan;
- Transportation plan, and recommendations for plan execution;
- Capital improvement program;
- Official map of the city;
- Details identifying any urban growth areas.

The Municipal Plan will work in conjunction the Faribault County Comprehensive Plan. By consolidating these plans, the communities within the county will have a true all-encompassing plan. These two plans work side by side, various sections in the main body of the plan refer to the addendums and the municipal plans refer to sections in the main Comprehensive Plan.

1.1 Process Used

Putting together a plan of this type is a task for any community, let alone communities the size of those in Faribault County. As the County embarked on the updating of the existing 1967 Faribault County Comprehensive Land Use Plan, it only made sense to provide all of the communities with a baseline plan. Organization of the document could not have been done without the help of city staff, public officials and local landowners.

A baseline workbook established to be utilized as a Municipal Plan. Cities were presented with the workbook and were responsible for supplying the Faribault County Planning and Zoning Department with the needed information. All information received was incorporated into the Municipal Plan.

The general Strengths, Opportunities, Weaknesses and Threats (SWOT) analysis done for the County as a whole was utilized for the completion of the Municipal Plans. Cities can progress further than the

baseline plan by conducting their own SWOT analysis for a more personalized plan. To keep the main document as up to date as possible, any modifications made to the Municipal Plan need to be forwarded to the Planning and Zoning Department.

1.2 Sections of this Plan

According to MN Statute 462 as amended; each municipality is encouraged to prepare and implement a community-based comprehensive municipal plan. Any municipality that prepares a plan shall coordinate its plan with the plans, if any, of the county and the municipality's neighbors both in order to prevent the plan from having unfavorable impact on the other jurisdictions and to complement the plans of the other jurisdictions. Under the joint exercise of power provisions in MN Statute 471.59, a municipality may establish a joint planning district with other municipalities or counties that are geographically adjacent to adopt a community-based comprehensive plan for the district. At a minimum, plans must address any urban growth areas identified in a county plan and may establish urban growth areas for the municipality. The plan must establish a stated process for boundary adjustments to include the urbanized area within city limits as the urban growth area is developed and provided municipal services. Within the urban growth area, the plan must provide for the staged provision of urban services, including, but not limited to; water, wastewater collection, wastewater treatment, and transportation.

The following sections are included in this plan and once fully completed will meet the needs of MN Statute 462 to serve as a municipal plan.

Each section, excluding the Community Profile, of the plan will include an Introduction, Data (what currently exists and what is needed) and Actions (how the municipality desires move forward).

- Community Profile
- Community Facilities
- Transportation
- Land Use
 - Urban Growth Area
- Capital Improvement Program
- Funding Options

1.3 Plan Review Process

Before a community-based comprehensive municipal plan is incorporated into a county's plan under MN Statute 394.232, subdivision 3 as amended; a municipality's plan must coordinate with adjacent municipalities in the county. As soon as practical after the development of a community-based comprehensive municipal plan, the municipality shall provide a copy of the draft to adjacent municipalities within the county for review and comment. An adjacent municipality has 30 days after receipt to review the plan and submit written comment. If a city does not plan for growth beyond its current boundaries, the city shall submit its plan to the county for review and comment. A county has 60 days after receipt for review and comment. As provided in MN Statute 394.33, the town plan may not be inconsistent with or less restrictive than the county plan. The town may amend its plan based on the county's comments.

1.4 Approval Process

If a city plans for growth beyond its current boundaries, the city's proposed community-based comprehensive municipal plan and proposed urban growth area must be reviewed and approved by the county before the plan is incorporated into the county's plan. The county may review and provide comments on any orderly annexation agreement during the same period of review of a comprehensive plan.

2. Community Profile

2.1 History

The City of Frost was organized in 1899. An earlier settlement called Blaine was moved about two miles west after being missed by the new railroad. The new settlement was named for Charles S. Frost, a Chicago architect with the firm of Frost & Granger, which designed depots along the railroad. The railroad Townsite Company purchased the land from early homesteaders Ole Halverson and Eric Amundson.

Many of the early area settlers were from Norway. The prairie farmland of the Frost area was a welcome contrast to the mountainous farm of their home country.

Frost had one of the first radios in the county. Hoe Maland was very interested in the new invention and persuaded a few men to jointly purchase one.

The rich farmland in the area made Frost a center for agriculture. The record sugar beet tonnage shipped by rail from Frost in 1931 earned Frost the nickname, “Sugar Beet Capitol of the World.” Today, zero sugar beets are grown in Faribault County.

Frost had an active medical clinic for several decades. Dr. Lewis Hanson personified every description of a “country doctor.” He was known for his amazing diagnostic skills, his ability to see up to 100 patients a day, his fast-paced energy, and his church and community leadership. He reported delivering more than 3,000 babies while practicing in Frost. Dr. Hanson was the founding father of St. Luke’s Lutheran Care Center in Blue Earth. The Frost Area Community Club name Dr. Hanson its “Citizen of the Century” during the town’s centennial.

Frost was the birthplace of J. Royden Stork, a highly decorated bomber pilot who took part in Lt. Col James H. Doolittle’s daring, one way, aerial raid on Tokyo following the Japanese attack on Pearl Harbor in 1941. His honors include the Congressional Gold Medal, the Distinguished Flying Cross and the Air Medal for meritorious achievement.

Frost is also the birthplace of Mark Davis, CEO of Davis Holdings, one of Minnesota’s largest family businesses. Mark’s father, Stan, was the butter maker at the Frost Creamery. The family’s current holdings include: Sun Country Airlines, Cambria and multiple dairy and cheese operations.

Frost native Neil Kittlesen wrote the popular book, “*Growing Up in Frost*,” for the Centennial celebration in 2000.

2.2 General Overview

Frost is located off Minnesota State Highway 254 about 5 miles south of Interstate 90 and 5 miles north of the Iowa border. Frost undoubtedly owes its existence to the Iowa, Minnesota and Northwestern Railroad. The town was platted and last sold September 28, 1899 and was officially incorporated December 11, 1903. The new town attracted business at once.

2.3 Adjacent Townships

Emerald Township received its name from the Emerald Isle, under the impression that most of the settlers were Irishmen. Ironically, the township was often called Norway because of the large amount of Norwegian inhabitants. There were also a solid number of German

descendants, particularly on the northern border. The greater portion of Lake Ozahtonka, once the largest lake in the county, was located near the northern boundary of the township. Lake Ozahtonka does not remain today, row crops are grown where the lake once was. The Village of Dell was the hub of the township for many years prior to the railroad and settlement of the Village of Frost. Dell had a schoolhouse, post office, blacksmith shop, several dwellings and a general store. Today the church, parsonage and cemetery still remain in operation and are a landmark of the original Village of Dell. In remembrance of the Norwegian decadence, Dell Church still holds one of the state's largest Lutfisk Feeds the second Sunday in February.

Rome Township was first called Campbell in honor of James Campbell, who was one of the earlier settlers in Elmore Township but never lived in Rome Township. The name was changed to Grant in honor of Ulysses S. Grant, but because the name quickly became over used it was once again changed. In 1868, the present name of Rome was established, after the City of Rome in New York State. Fred Everton, the second settler to the township proposed the name. It was uninhabited in 1860 and by 1880 it had 504 residents.

	Population (2013)	193
	Population Forecast (2018)	194
	Households (2013)	85
	Labor Force (2012 Q2)	102
	Education (Completed High School)	88.81%
	Education (Bachelor's Degree or Higher)	11.89%
	Median Household Income (2010)	\$50,499

2.4 Adjacent Municipalities

The closest geographic municipalities to Frost is Blue Earth to the west and Brice lyn to the east.

2.5 Economic Development

The City of Frost promotes economic development within the city.

2.6 Housing

The City of Frost has single and multi-family housing available.

3. Community Facilities

A Community Facilities Plan is a compilation of policy statements, goals standards, maps and action programs for guiding the future development of the public or semipublic facilities of the municipality such as recreational, educational and cultural facilities.

3.1 Introduction

Community facilities play an important role in defining the community and shaping its development. Several elements relate directly to community facilities.

- Community facilities help define the City of Frost. In many cases, community facilities are keepers of the city's history and heritage.
- Municipal buildings, libraries, schools, churches, health care and a variety of other elements all form the mixture of what residents want and need in the community.
- Residents place value on the quality and variety of educational opportunities available, schools or school districts may become the focal point of the community.

Community facilities also house services and activities provided by government, non-profits or other similar entities. Planning for community facilities is important for several reasons:

- These facilities represent important community services;
- Community facilities are often the location for community events;
- Facilities should be accessible to residents and visitors;
- These facilities often represent significant elements of the community's heritage and identity;
- Community facilities may influence the pattern of traffic and adjacent land use; and
- The future growth of any city may lead to the expansion of the existing facilities and the need to build new facilities.

3.2 Critical Facilities

Frost is serviced by Bevcomm for phone, television and internet and Alliant Energy for Utilities.

3.3 Educational Facilities

Library

The library is located in the Viking Community Center and is open Tuesday and Thursday afternoons from 1:30-6pm.

3.4 Cultural Facilities

United Lutheran Church

A community church with services on Sunday mornings and Wednesday night Church School.



Opportunities



City of Frost



Future



Updating

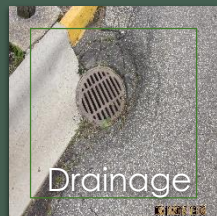
City of Frost

City Facilities Plan 2015

Facilities Plan

City & Fire Hall

- Recently updated
- Energy Efficient Site
- ADA accessible
- Excess runoff
- No Landscaping

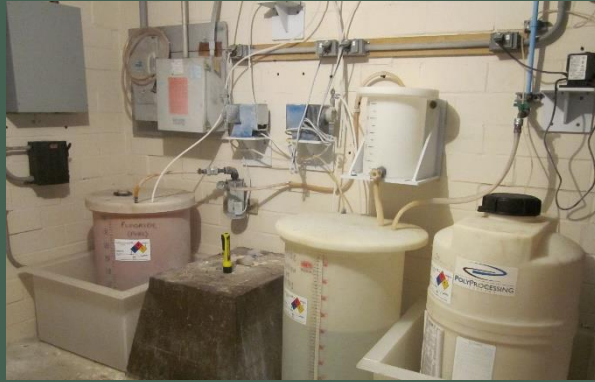




Facilities Plan

Public Works

- Outdated Building
- Low efficiency
- Not enough space



Facilities Plan

Water Plant

- Updated equipment
- Outdated building
- Leaking roof
- Damaged façade
- Direct drain



Facilities Plan

Stormwater Infrastructure

- Stormwater Infrastructure Map
- Retrofitting with Green Infrastructure Practices
- No major upgrades done or planned



Facilities Plan

Hansen Park

- Newly updated play equipment
- No ADA facilities
- Updating needed to bathroom facilities
- Rentable picnic shelter



Facilities Plan

School Park

- Youth park facility
- Not updated
- In need of upgrades



Facilities Plan

City Parcels

- Ball field site
- Structures need updates
- Stormwater Infrastructure retrofits planned



Facilities Plan

Viking Community Center

3.5 Actions

The City of Frost needs to look at transitioning some of its facilities to be energy efficient and ADA accessible. The City of Frost will continue to work with the surrounding township governments in joint powers adventures for the continuation of providing services to the community and surrounding area.

- The City of Frost constructed a sanitary sewer system and holding ponds which were finished in 1999. Maintenance and any upgrades will be the focus of future sanitary planning. At this time, the City of Frost does not have any inflow and infiltration (I/I) concerns but will continue to monitor the situation.
- An arsenic treatment facility was installed in 2005.
- The City of Frost has completed the well head protection plan and has capped all of the known private wells within the city limits.
- In 2008, the City of Frost built a new public safety building which houses the Fire and Ambulance Departments, Township Office, City Hall Office and meeting room.
- The Community Center/Senior Center is located in the former Frost School Building. The City of Frost will continue to monitor public building space and make improvements or expansions as appropriate and to make them ADA accessible.
- Future acquisitions that the City of Frost would acquire by purchase or tax forfeiture would be considered for economic development, community development and green space.
- The City of Frost has two parks –Hanson Park’s play equipment was upgraded in 2010; the Dewey St/4th St. park has aging equipment. This will need to be upgraded to entice users.
- Aging facilities will impact the community in the future. The facilities have been updated over the years and this must continue into the future to keep the city alive and vibrant in order to attract families to our community to live.
- Possible future recreation facilities could include trails, Frisbee golf and additional rain gardens.

4. Transportation

A transportation plan is a compilation of policy statements, goals, standards, maps, and action programs for guiding the future development of the various modes of transportation of the municipality and its environs, such as streets and highways, mass transit, railroads, air transportation, truck and water transport, and includes a major thoroughfare plan.

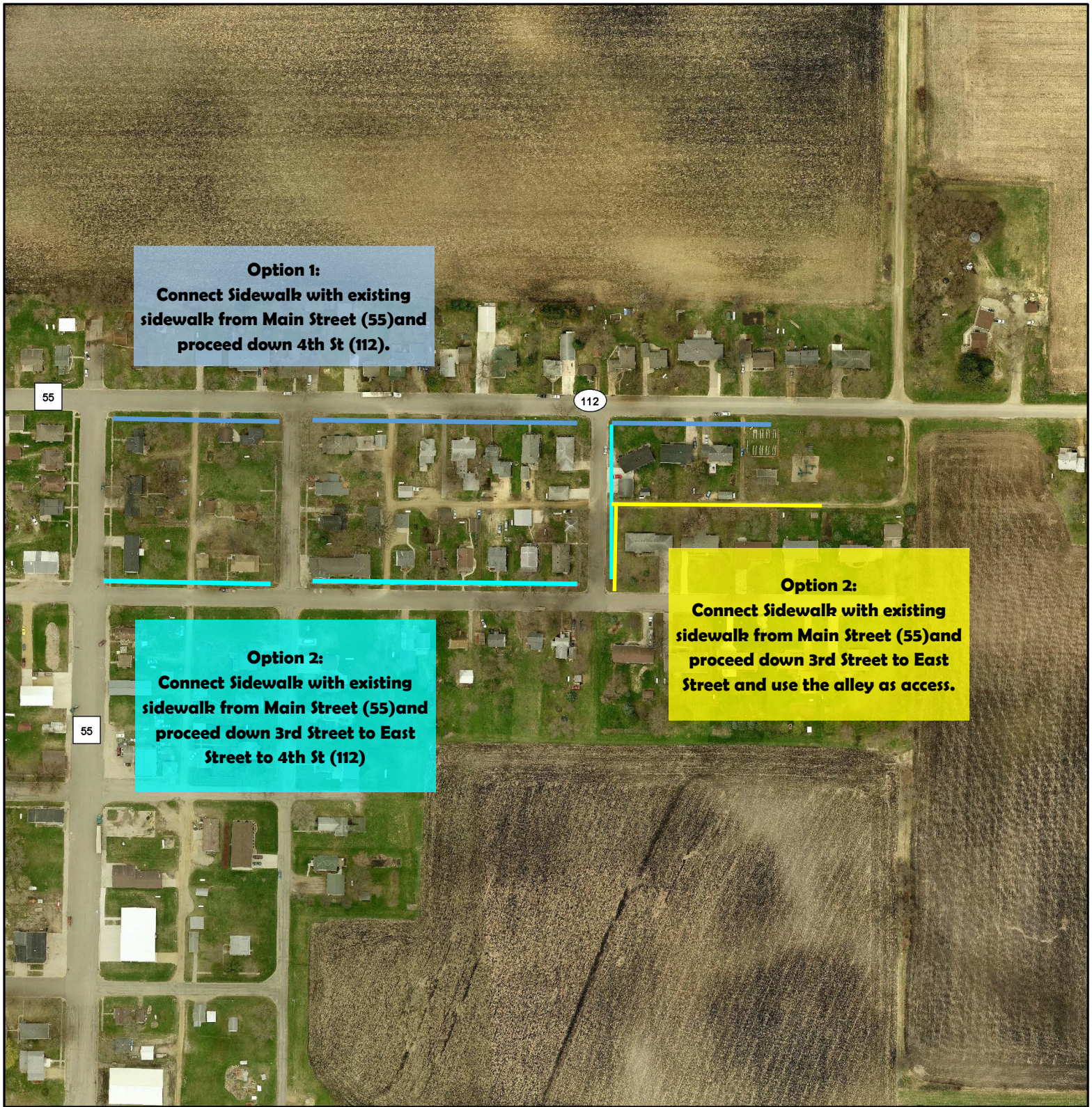
4.1 Introduction

Simply stated, transportation is the movement of people and goods. However, modern day transportation systems have evolved into intricate inter-modal networks that provide multi-dimensional service. Transportation contributes to the value-added of goods and services, facilities, economic scales, influences land (real estate) value. Transportation provides links between regions, economic activities and populations, which makes it one of the most important of all human activities. Transportation and its infrastructure is an indispensable component of the economy and can stimulate growth and development. Consequently, transportation systems have a strong influence on the growth patterns and urban form of a city. Therefore, careful consideration is needed in regard to transportation planning.

The transportation plan identifies the location, character and capacity of transportation facilities which are compatible with the planned land uses in the city. Road and street plans should encourage optimal community development while allowing for transit in a safe, fast and efficient manner. The transportation network must accommodate the planned pattern of employment, shipping and institutional related facilities. At the same time, transportation improvements should not be construction which produces severe and lasting impacts on the city's residential and commercial areas. Each street improvement should be given careful design attention to ensure compatibility with the scale and quality of the city and its neighborhoods. Heavy through-traffic can be a nuisance and a distraction from an otherwise quiet and safe neighborhood. Advance knowledge of the designation and location of major traffic arteries can result in greater neighborhood stability in which residents have the assurance that traffic conditions will remain relatively consistent in future years.

Early knowledge of planned major streets and their locations permits the proper arrangement of other elements so the Municipal Plan. This includes the prescription of the land uses and provisions of public facilities such as schools, parks, and utility improvements. Thus, the public sector and private developers must know the future locations of streets and highways in order to proceed intelligently with individual project plans.

4.2 Data



Option 1:
Connect Sidewalk with existing sidewalk from Main Street (55) and proceed down 4th St (112).

Option 2:
Connect Sidewalk with existing sidewalk from Main Street (55) and proceed down 3rd Street to East Street to 4th St (112)

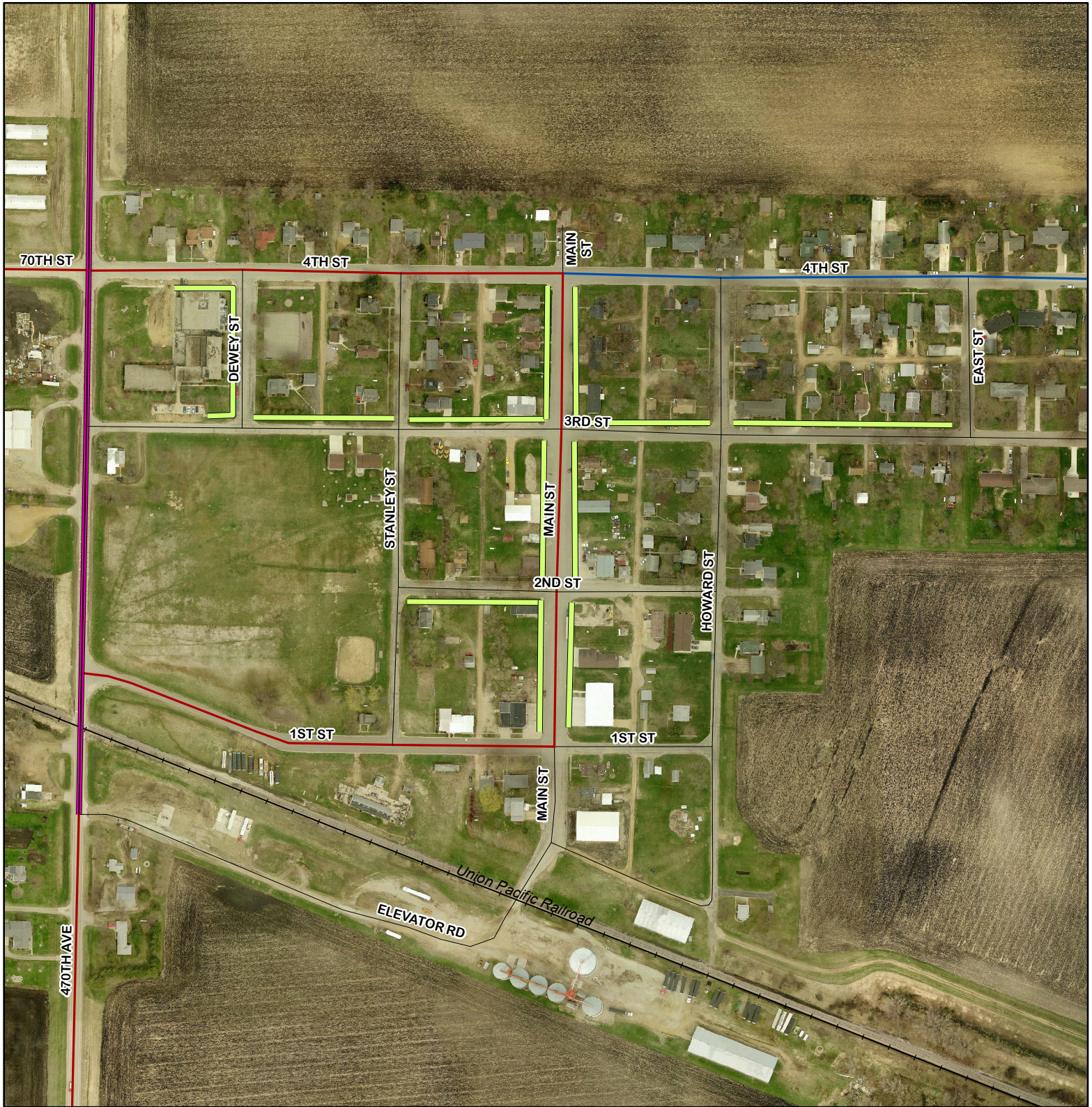
Option 2:
Connect Sidewalk with existing sidewalk from Main Street (55) and proceed down 3rd Street to East Street and use the alley as access.



City of Frost
Transportation Plan
New Sidewalk Route
Park Access

**FARIBAULT COUNTY
SOIL & WATER CONSERVATION DISTRICT
AND
PLANNING & ZONING**

Disclaimer: Faribault County and Faribault County SWCD do not warrant or guarantee accuracy of the GIS data. The data is meant for reference purposes only and should not be used for official decisions. The data contained in the maps were compiled from the best available records that could be found and may contain errors or omissions.

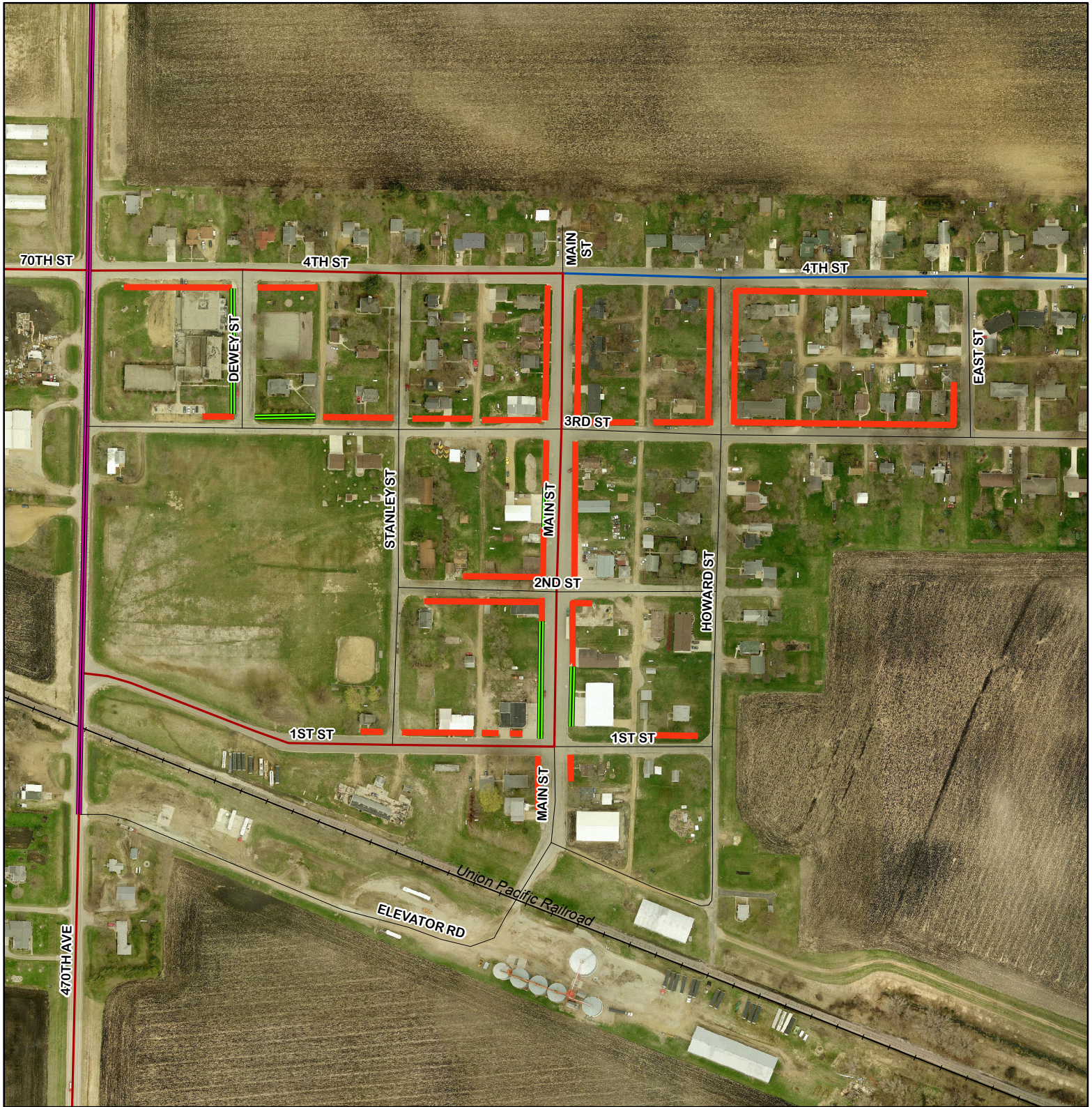


City of Frost
Transportation Plan
Proposed Sidewalk Plan

www.faribaultcountyswcd.com

FARIBAULT COUNTY
SOIL & WATER CONSERVATION DISTRICT
AND
PLANNING & ZONING

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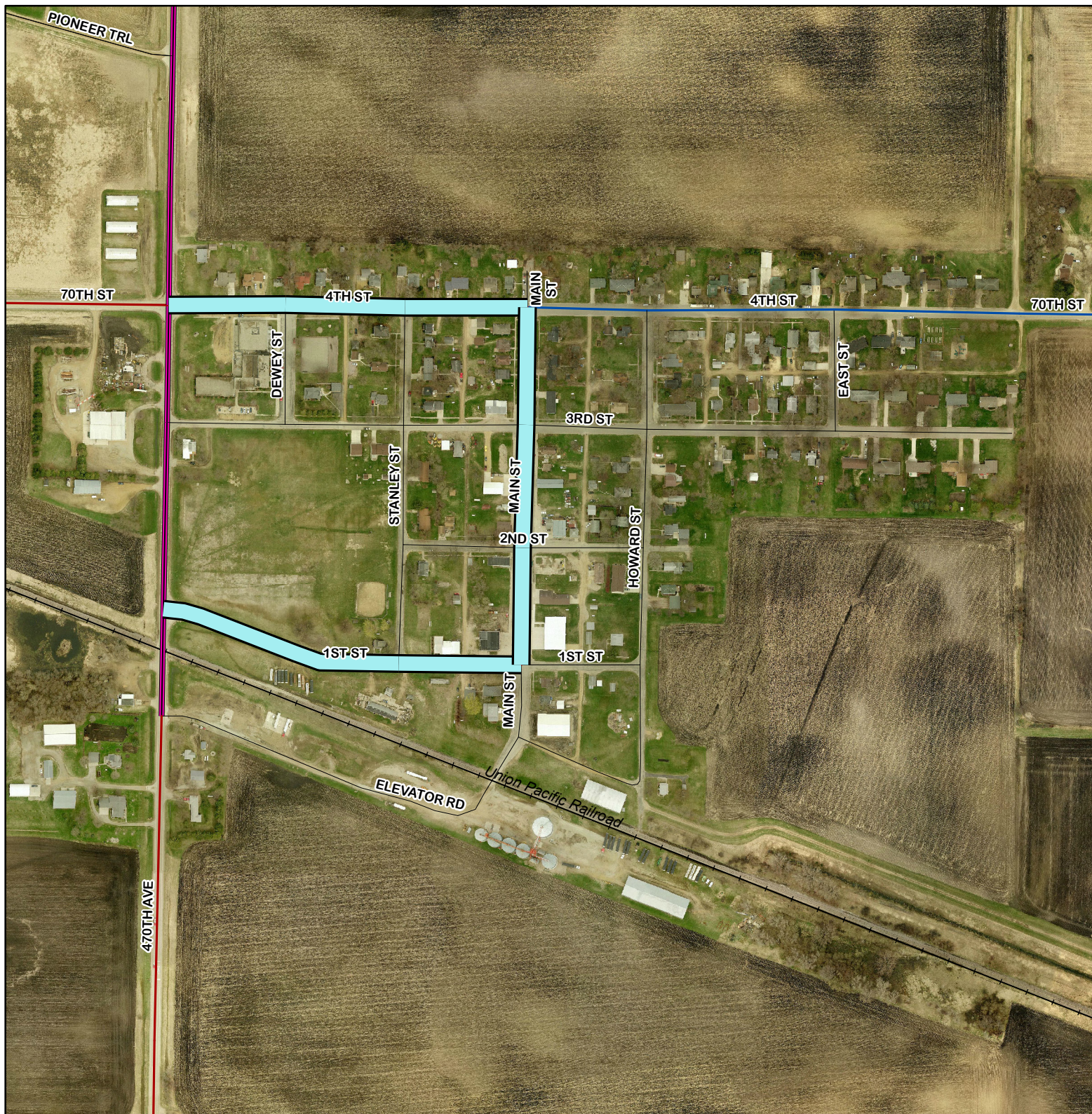


City of Frost
Transportation Plan
Existing Sidewalk Assessment

www.faribaultcountyswcd.com

FARIBAULT COUNTY
SOIL & WATER CONSERVATION DISTRICT
AND
PLANNING & ZONING

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City of Frost **Transportation Plan** Truck Route

FARIBAULT COUNTY **SOIL & WATER CONSERVATION DISTRICT** **AND** **PLANNING & ZONING**

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4.3 Actions

A strong, dependable and upgraded transportation system is critical and binds a city together. A strong and efficient transportation system provides businesses with access to materials and markets, and provides people with access to goods, services, recreation, jobs and other people.

- The City of Frost has two county roads that run thru the town CHAS 55 which is Main St. and the west part of First St. to Main St. Also county road 112 which is 4th St. The west border of the City of Frost is State Highway 254.
- The city has no parking on any street until the snow removal has been completed.
- The City of Frost has unsafe sidewalks in the community and would like to replace and/or remove them.
- The City of Frost has shared services with the townships of Emerald, Rome and Brush Creek.
- Police protection is provided by the Faribault County Sheriff's Office.
- The City of Frost will continue to monitor the condition of the streets in the City of Frost and perform the necessary repairs when needed.
- The City of Frost feels a trail would be beneficial in the community for biking and walking.

5. Land Use

A Land Use Plan is a compilation of policy statements, goals, standards, maps, and action programs for guiding the future development of private and public property. The term includes a plan designating types of uses for the entire municipality as well as a specialized plan showing specific areas or specific types of land uses, such as residential, commercial, industrial, public or semipublic uses or any combination of such uses. A land use plan may also include the proposed densities for development.

5.1 Introduction

Zoning allows a city to control the development of land within the community; both the type of structures that are built and the uses to which the land is put. Most buildings in a community is done by private individuals and businesses seeking to develop property for their own private use; whether this is residential, commercial or industrial. Zoning is one important tool for guiding this private development, so that land is used in a way that promotes both the best use of the land and the prosperity, health and welfare of the city's residents.

Zoning is normally accomplished by dividing the land in the city into different districts or zones and regulating the uses of land within each district. Generally, specific districts are set aside for residential, types of commercial and various industrial uses. The city can also use zoning to further to agriculture and open space objectives.

By creating zoning districts that separate uses, the city assures that adequate space is provided for each use and that a transition area or buffer exists between distinct and incompatible uses. Adequate separation of uses prevents congestion, minimizes fire and other health and safety hazards, and keeps residential areas free of potential commercial and industrial nuisances such as smoke, noise and light.

Zoning regulations may also constrain the types and locations of structures. The regulation must be the same within each district, but may vary from district to district. These regulations often control:

- Building location, height, width, bulk
- Type of building foundation
- Number of stories, size of buildings and other structures
- The percentage of lot space which may be occupied
- The size of yards and other open spaces
- The density and distribution of population
- Soil, water supply conservation
- Conservation of shorelands
- Access to direct sunlight for solar energy systems
- Flood control

5.2 Data

The City of

5.2.1 Ordinances

1989 City Code

General Provisions and Administration

- 100 – Title and Citation of Codification

- 105 – Definitions
- 110 – Incorporation of State Law
- 115 – Election of Council
- 120 – Officers and Employees
- 125 – Rules of Council Procedure
- 130 – Fire Department
- 135 – Police

Municipal Regulations

- 200 – Garbage
- 205 – Water
- 215 – Public Ways
- 220 – Parking Regulations
- 225 – Street Naming and Numbering
- 230 – Shade Tree Diseases
- 235 – Open Burning
- 240 – Cable Television

Licenses

- 300 – Liquor
- 305 – Beer
- 310 – Entertainment

Public Health, Safety and Offenses

- 400 – Traffic
- 405 – Firearms
- 410 – Junked Cars
- 415 – Nuisances
- 420 – Animals
- 425 – Curfew
- 430 – Snowmobiles & All-Terrain Vehicles
- 435 – Use and Handling of Toxic Liquids

Land Use Regulation (Zoning)

- 500 – Intent and Purpose
- 505 – Definitions
- 510 – General Provisions
- 515 – Administration
- 520 – District Provisions
- 525 – Agricultural Preservation (AG)
- 530 – Residential (R-1)
- 535 – Multiple Family Urban District (R-2)
- 540 – General Business District
- 545 – Limited Industry (L-1)
- 550 – Performance Standards

5.2.2 Zoning Districts

The City of Frost adopted a Land Use Ordinance in 1989 with the purpose of protecting the public health, safety, morals, comfort, convenience and general welfare; promoting orderly, development of the residential, commercial, industrial, recreational and public areas; conserving the natural and scenic beauty and attractiveness of the city; conserving the developing natural resources; and

providing for the compatibility of different land uses and the most appropriate use of land throughout the city.

5.2.2.1 *Agricultural Preservation (AG)*

Agricultural Preservation areas are established for the purpose of preserving, promoting, maintaining and enhancing the use of land for commercial agriculture purposes, to prevent scattered and leap-frog non-farm growth, to protect expenditures for such public services as roads and road maintenance, police and fire protections, and schools.

Permitted Uses;

- Agricultural Land Uses,
- Farmstead residences,
- Single family residences,
- Forestry and nurseries,
- Seasonal produce stands,
- Essential services (telephone, telegraph, power transmission lines and necessary appurtenant structures,)
- Public recreation,
- Historical sites and areas.

5.2.2.2 *Residential (R-1)*

The major purpose of this district is to allow the continuation of existing residential development and infilling of existing lots in the older residential areas of the city where central water systems are available.

Permitted Uses;

- Single Family detached residences,
- Golf courses,
- Churches,
- Community center,
- Forestry,
- Nurseries, excluding greenhouses,
- Public recreation,
- Essential services (telephone, telegraph, power transmission lines and necessary appurtenant structures.)

5.2.2.3 *Multiple Family Urban District (R-2)*

An R-2 District is established to allow multiple family dwellings in areas that are provided with city water and sewer systems.

Permitted Uses;

- All uses permitted in Urban/Rural Residential Districts,
- Single family attached dwellings,
- Multiple family dwellings,
- Duplexes,
- Rest homes, hospitals,

- Community center,
- Boarding or lodging houses,
- Churches,
- Schools,
- Essential services (telephone, telegraph, power transmission lines and necessary appurtenant structures,)
- Public recreation.

5.2.2.4 *General Business District (B-1)*

The General Business District is intended to provide a district that will allow general retail and commercial uses to serve existing population.

Permitted Uses;

- Commercial recreation,
- Hospitals,
- Hotel and motel,
- Offices and medical centers,
- Retail trade,
- Government buildings,
- Wholesale businesses,
- Indoor recreation (movie theaters),
- Restaurants, cafes and supper clubs,
- Passenger transportation terminal,
- Drive-in business,
- Clubs, lodges,
- Automobile service stations,
- Essential services (telephone, telegraph, power transmission lines and necessary appurtenant structures,)
- Off-Sale liquor establishments,
- Farm implement dealers,
- Drive-in mobile theaters,
- Recreation equipment sales,
- Seasonal produce stands,
- Auto sales lot.

5.2.2.5 *Limited Industry (L-1)*

An L-1 District is intended to provide for industrial uses that may suitably be located in areas of relatively close proximity to non-industrial development. As such, industries that pose problems of air pollution, noise, vibrations, etc., will be restricted from L-1 District.

Permitted Uses;

- All industries not started as a conditional or prohibited use provided said industry can conform to prescribed performance standards,
- Transportation or freight terminal,
- Wholesale business,
- Warehouse.

5.3 Actions

The process of preparing this plan lead to the following action goals. These initiatives are actions to be undertaken by the City of Frost to achieve the policy objectives related to land use.

- The City of Frost needs to review their ordinances and policies to ensure that they are updated and current today.
- The City of Frost should look into partnerships with other cities and/or the county to work on digital parcel and zoning programs.

6. Capital Improvement Plan

A Capital Improvement Plan (CIP) is a community planning and fiscal management tool used to coordinate the location, timing and financing of capital improvements over a multi-year period – usually 4-6 years. Capital improvements refer to major, non-recurring physical expenditures such as land, buildings, public infrastructure and equipment. The CIP includes a description of proposed capital improvement projects ranked by priority, a year-by-year plan schedule of expected project funding, and an estimate of projects costs and financing sources. The CIP is a working document and should be reviewed and updated annually to reflect changing community needs, priorities, and funding opportunities.

Preparation of the CIP and annual budget are closely linked. The first year of the CIP, known as the capital budget, outlines specific projects and appropriates funding for those projects. Plans are usually adopted in conjunction with the annual operating budget. Projects and financing sources outlined for subsequent years are not authorized until the annual budget for those years is legally adopted.

A CIP is a powerful tool for implementing a community’s municipal plan. Capital investments such as utility extensions, highway improvements, and the purchase of parkland or environmental corridors can have a substantial impact on patterns of growth and development.

Department Summary

• Water Fund	\$3,100.00
• Sewer Fund	\$1,500.00
• Administrative	\$1,000.00
• Streets	\$5,500.00
• Parks	\$2,000.00
• Community Center	\$250.00
• Pagers	\$5,000.00