

1. Agenda

Documents:

[03-24-25 CC WS AGENDA.PDF](#)

2. Agenda Packet

Documents:

[03-24-25 CC WS AGENDA PACKET.PDF](#)

3. PowerPoint Presentation Slides

Documents:

[03-24-25 CC WS ITEMS 3 AND 4 POWERPOINT SLIDES.PDF](#)

**CITY OF SHOREWOOD
CITY COUNCIL WORK SESSION
MONDAY, MARCH 24, 2025**

**5755 COUNTRY CLUB ROAD
COUNCIL CHAMBERS
5:30 P.M.**

AGENDA

1. CONVENE CITY COUNCIL WORK SESSION

A. Roll Call

Mayor Labadie _____
Maddy _____
Sanschagrin _____
Gorham _____
DiGruttolo _____

B. Review Agenda

ATTACHMENTS

2. DRAFT 2025 STRATEGIC PLAN

City Administrator Memo

3. FINANCIAL MANAGEMENT PLAN ASSUMPTIONS

Finance Director Memo

4. 2026 BUDGET PROCESS/SCHEDULE PREVIEW*

Finance Director Memo

5. COUNCIL BYLAWS*

City Administrator Memo

6. ADJOURN

*Agenda items may be discussed if meeting time allows.

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City Council Work Session Item

Title/Subject: 2025 Strategic Plan
Meeting Date: March 24, 2025
Prepared by: Marc Nevinski, City Administrator
Attachments: Strategic Priorities Matrix (2/24/25)
Draft Strategic Priorities Work Plan

Item 2

Background

The Council and staff met in February for an all-day retreat. The Council developed its strategic priorities and discussed its various funds. On February 24th the Council reviewed and confirmed the information summarizing the retreat in the Strategic Priorities Matrix (attached). Then, using the matrix, staff developed the 2025 Strategic Priorities Work Plan (attached). These items will compete with routine work and obligations, such as audit preparation, land use applications, and agenda preparation, as well as items driven by imposed obligations or timelines, such as implementation of paid FMLA or Hwy 7 studies.

Financial or Budget Considerations:

None

Discussion Requested:

Council is asked to discuss the draft Strategic Priorities Work Plan, provide feedback and identify priorities.

Strategic Priorities Development

Shorewood City Council and Staff Retreat

February 24, 2025 – Reviewed at 2/24/25 Work Session

Retreat		Staff Review / Summary	
Ideas from Cards (summarized)	Title	Draft Strategic Priority	This Means:
• Thriving parks • Invasive species & urban forest management • Amenities	Environmental Stewardship	Environmental Stewardship	• Establishing clear and strategic environmental policies and practices • Weighing environmental implications of policies and decisions
• Transparency • Tax burden and Debt management • Stable budget • Grants/revenue streams	Fiscal Responsibility	Fiscal Responsibility	• Establishing clear and strategic financial objectives for the City's funds • Implementing best practices for financial management and budgeting
• Public safety services • Funding / JPA	Safety	Safe and Secure Community	• Maintaining strong and cost-effective public safety services • Promoting innovative, proactive, and strategic services and operations • Building and maintaining safe facilities and infrastructure
• Consistent/Synchronized policies • Process improvement • Streamline process for residents • Strategic planning for operations, investments, projects, and policies • Good governance • Generational / Strategic decision making • Data driven decision making • Premier employer – attraction and retention of high-quality staff • Collaboration with other agencies • Contractor oversight • Staffing/consultant structure • Communication • Expand resident services to new populations	Organizational Effectiveness / Strategic Integration & Alignment	Organizational Strength and Good Governance	• Thinking and planning strategically, comprehensively, and for the long term • Basing decisions on principle, data, and stakeholder input • Aligning policies and practices with plans and resources • Setting clear expectations and strive for continuous improvement
• Safe Roads • Strong, relevant, planned, resilient infrastructure • Financially sustainable and standardized infrastructure	Infrastructure	Functionally and Financially Sound Infrastructure	• Defining standards and goals for infrastructure development. • Strategically planning for infrastructure development, maintenance and replacement
• Identity and character of Shorewood • Housing variety, affordability, intergenerational • Small Business friendly /EDA • Trails / multi modal transportation	Planning & Development	Comprehensive Approach to Planning and Development	• Establishing clear standards and processes for private development with strong controls and oversight • Aligning private development with public improvements • Utilizing resources (land use controls, EDA) to achieve outcomes • Setting clear plans and diligently working to achieve them.
• Resident engagement • Robust forums/venues • Welcoming / friendly community • Accountable / transparent reputation • Responsive communication • Premier city – attract/retain residents • Events	Engagement	Effective Engagement and Communications	• Prioritizing communications and engagement • Exploring different methods of communication and engagement • Telling the story and sharing facts • Developing strategic and purposeful communications and protocols • Using a variety of communication mediums and methods • Dedicating resources (money, time, staff) for engagement and communications

General Fund

- Can increase revenue and/or reduce expenses
- Revenue opportunities
 - o Excess land, EDA, Partnerships

SCEC

- What gap does SCEC/SSSP fill?
- Task force to generate revenue ideas
- Review rates
- Make decisions

Enterprise Funds

- Ensure funding is adequate
- Consider spectrum of options
 - o Incentive to Requirement
- Sanitary sewer - Balanced budget
- Stormwater – Shift Franchise fees back to Street Fund
- Recycling

Capital Project Funds

- Increase in Franchise Fees
- Develop funding strategy and stick with it
- Create predictability
- Explain Debt – Percentage, Value, long-term trends
- Develop debt and levy policy

2025 Strategic Priorities and Work Plan

Strategic Priorities	Goals	Actions	Expected Outcome	Target Date
Environmental Stewardship	Clear and strategic environmental policies and practices	1. Develop a Vegetation Management Plan based on insights from the IPM report, Bee Safe resolution, experience, experts / best practices, and public input.	➤ Approved Plan with strategies, policies and practices	End of 2025
		2. Review Green Steps Cities program – Evaluate continued participation and outline options	➤ Report with options at a work session	End of 2025
		3. RFP for Recycling, possibly organics	➤ New contract; expanded services	Fall 2025
		4. Remove new-growth buckthorn and dead ash trees	➤ Removals	Ongoing
Fiscal Responsibility	Policies and practices that support strategic direction Best practices to support sound financial management Stable and predictable finances	1. Adopt policies and practices to guide the City’s funds; Policies to ensure sustainability of funds	➤ Adopted policies that guide 2026 budget	End Q3 2025
		2. Document financial management procedures (Internal)	➤ Further develop SOPs	Ongoing
		3. Develop long-term financial plan for operations and capital investments	➤ Budget and CIP	End Q3 2025
		4. Explore options for increasing use and revenue of SCEC; Task force to generate ideas; Marketing; Partnerships	➤ Informed decision	End Q3 2025
Safe and Secure Community	Safe built environment Strong, proactive, strategic, and cost-effective public safety services	1. Council discussion about public safety expectations and aspirations; Hear from Chiefs about departments’ directions	➤ Guidance for board representatives	June 2025
		2. Support activities regarding Hwy 7 Safety - 1) TMO Study; 2) Corridor Study by MnDOT; 3) Safety Grant (PD)	➤ Enforcement; Recommendations from studies	2025 & 2026
		3. Complete Park & Facilities Securities project	➤ Completed Project	End Q4 2025
Organizational Strength and Good Governance	Strategic and comprehensive long-term planning. Data, principled, and stakeholder driven decisions. Continuous improvement	1. Adopt Council and Commissions bylaws to define principles and practices.	➤ Adopted bylaws	April/May 2025
		2. Hold annual business meeting with commissions and volunteers to communicate Council objectives and acknowledge volunteer contributions.	➤ Event	September / October
		3. Review and discuss scope of engineering services	➤ Contract scoped / staffing	Fall 2025
		4. Continue code review and update	➤ Updated code	Ongoing
		5. Software Implementation: Agenda Management, Springbrook HR, Laserfiche	➤ Electronic agenda	Q4 2025
		6. Implement Paid FMLA (required) and review Benefits plan	➤ Updated employee policies	Q4 2025
		7. Implement cannabis management plan with Hennepin County	➤ Delegation agreement; SOPs	Q2 2025
		8. Agreements with Athletic Associations, SSSP and analysis of city events	➤ Agreements; informed budget	Q2; Q4 2025

Strategic Priorities	Goals	Actions	Expected Outcome	Target Date
Functionally and Financially Sound Infrastructure	Define standards and goals for infrastructure development Plans to finance infrastructure improvements, maintenance, and replacement	1. Update construction specifications and standards	➤ Updated document	End Q2 2025
		2. Adopt Pavement Management Plan (DONE)	➤ Adopted Plan; Use in budget	March 2025
		3. Complete 2025 Mill & Overlay project	➤ Completed project	Fall 2025
		4. Complete SE Well Filtration project	➤ Completed project	End Q4, 2025
		5. Complete Update of Park Master Plan	➤ Updated Park Plan	Q4 2025
Comprehensive Approach to Planning and Development	Clear standards and processes for private development with strong controls and oversight Align private development with public improvements Leverage resources (land use controls, EDA) to achieve outcomes Set clear plans and diligently work to achieve them. Balance desires of new and long-term residents	1. Finish Implementing 2040 Comprehensive Plan controls	➤ Modified ordinances; rezonings	4th Quarter 2025
		2. Outline role for Shorewood EDA to influence development and expand tax base	➤ Understanding of EDA as a resource	2026
		3. Begin 2050 Comprehensive Plan update process A. Engage new and long-term residents on their vision for the community. B. Establish clear standards and processes for private development with strong controls and oversight. C. Leverage land use controls to achieve desired planning and economic development outcomes. D. Align private development with public improvements. E. Incorporate strategic priorities into Comprehensive Plan.	➤ Set clear plan incorporating strategic priorities	4 th Quarter 2025 through 2028
		4. Acquire MNDOT turnback property near State Highway 7 for redevelopment	➤ Leverage resources to achieve outcomes	2026
		5. Continue comprehensive review and update to the City Code	➤ Clear standards and processes with strong controls and oversight	Ongoing
Effective Engagement and Communications	Prioritize communications and engagement Explore and experiment with different formats and mediums Be strategic about sharing information and obtaining input Dedicate time and resources to communication and engagement	1. Develop Strategic Communications Plan outlining policies, practices and protocols for City communications. Measure effectiveness of communications; Consider demographic data	➤ Strategic communications plan	Q4 2025
		2. Continue to use newsletter, website, email and social media to inform and educate residents and solicit feedback.	➤ Quarterly Communications Reports	Quarterly
		3. Engage residents on key topics; use various electronic and in person formats.	➤ Resident input as data in decisions	Ongoing
		4. Implement new public alert system with JPA partner cities	➤ Public alert software	Q3 2025



City Council Work Session Item

Title/Subject: Financial Management Plan Assumptions
Meeting Date: March 24, 2025
Prepared by: Jeanne Schmuck, Finance Director
Reviewed by: Marc Nevinski, City Administrator
Attachments: NA

Background:

At the March 10th City Council Work Session, financial planning services were discussed for the development of a long-term financial plan for the City's governmental and enterprise funds, including utility rate studies. The Council provided the direction to proceed.

The plan will contain proposed strategies and identification of key factors and objectives to monitor with respect to the financial performance of the City's Governmental Funds and Enterprise Funds. It will determine the tax levy and utility rate structure and fee schedule for the next decade to provide revenue sufficiency as well as evaluation of the sufficiency of revenues to meet current and projected financial requirements for all City Funds.

While preparing to build this document staff will utilize the existing 2022-2023 Annual Financial Reports, 2024 & 2025 Annual Budgets, 2025-2034 Capital Improvement Plan, 2025 Fee Schedule, as well as the newly adopted Pavement Management Plan.

There are many assumptions that will go into this Plan. Staff is seeking direction on items such as fund balance policies, utility rate structures, fees, and conservation, franchise fee allocations, etc. As part of the 2025 Strategic Priorities and Work Plan goal "to establish policies and practices that support strategic direction to ensure sustainability within the various City funds", these policies will be brought forward to future Council meetings.

Financial or Budget Considerations:

NA

Discussion Requested:

Staff would like to review various assumptions to provide direction in establishing the base for this plan.



City Council Work Session Item

Title/Subject: 2026 Budget Process/Schedule Preview
Meeting Date: March 24, 2025
Prepared by: Jeanne Schmuck, Finance Director
Reviewed by: Marc Nevinski, City Administrator
Attachments: Draft 2026 Budget Calendar

Item 4

Background

As in years past several budget work sessions will be held over several months, during which we will review the various City funds, discuss the proposed property tax levy and tax rate, review tax impacts on properties, update the 10-year Capital Improvement Plan (CIP), update the Fee Schedule, etc.

Although there are numerous decisions to be made through the development of the 2026 budget, the two key scheduled actions are the approval of the preliminary budget and levy in September, and the adoption of the final 2026 budget and property tax levy in December. Along with these, we will also be finalizing the 2026-2035 CIP, 2026 Fee Schedule, and other budget related actions.

While there will continue to be opportunities as we move our way through the process, one of the main objectives is for the Council to provide direction on the priorities, initiatives, and expectations for the 2026 budget.

Financial or Budget Considerations:

N/A

Discussion Requested:

Does the Draft 2026 Budget Calendar meet the expectations of the Council as we proceed through the 2026 Budget Cycle?

City of Shorewood 2026 Budget Preparation Calendar

Date	Event
Tuesday, February 18, 2025	City Council Retreat (Goals/Vision, Citizen Survey, LTFMP)
Monday, May 5, 2025	Supervisors' Budget roll out. Supervisors receive electronic access to the 2026 Budget Preparation Instructions, Budget Calendar, and Budget Forms. Review use of Extended Budget module in Springbrook software. Administrator provided budget instructions and outlines City goals and challenges.
Friday, May 30, 2025	Personnel Requests due to Finance Department with City Administrator approval.
Friday, June 6, 2025	Fee Schedule revisions due to Finance Department.
Monday, June 9, 2025	City Council Budget Work Session #1: Goal Setting Session - Schedule, Process, Council provide direction on initiatives and expectations for the 2026 budget. (City Administrator)
Friday, June 20, 2025	Budget Requests due to Finance Department via Extended Budgeting. Capital Improvement Plan (CIP) Requests due to Finance Department (2026-2035).
Monday, June 23, 2025	City Council Budget Work Session #2: Personnel, Fee Schedule, and Franchise Fees.
Friday, June 27, 2025	Updated Budget Book Information (Dept. Descriptions, Budget Goals & Objectives , Dept. Statistics , Staffing Levels, and Budget Summary) due to Finance Department.
Monday, July 7, 2025	Directors Meet with City Administrator and Finance Director to review budget goals, issues, personnel, and CIP requests.
Monday, July 7, 2025	Obtain preliminary property valuations/net tax capacity from Hennepin County.
Monday, July 28, 2025	City Council Budget Work Session #3: Presentation of the Long-Term Financial Management Plan.
Thursday, July 31, 2025	Last day for Department of Revenue to notify City of Local Government Aid amounts.
Friday, August 1, 2025	Finalize 2026 budget entries into Extended Budgeting in Springbrook.
Monday, August 11, 2025	City Council Budget Work Session #4: General Fund, Levies, and Tax Impact.
Monday, August 25, 2025	City Council Budget Work Session #5: Special Revenue & Enterprise Funds.
Friday, September 5, 2025	Obtain preliminary property valuations/net tax capacity from Hennepin County.
Monday, September 8, 2025	City Council Meeting - 7:00 p.m. City Council approves preliminary 2026 Budget, sets proposed 2026 Tax Levy, and establishes Budget Hearing Date. Adopt 2026 fee ordinances and fee schedule.
Monday, September 22, 2025	City Council Budget Work Session #6: 2026-2030 Capital Improvement Plan & Debt Service Funds.
Tuesday, September 30, 2025	Last day to certify proposed 2026 levy and budget hearing date to the County Auditor. Special for to State, if necessary.
Monday, October 13, 2025	City Council Budget Work Session #X: If necessary
Monday, October 27, 2025	City Council Budget Work Session #X: If necessary
Monday, November 10, 2025	City Council Budget Work Session #X: If necessary
Monday, November 24, 2025	City Council Budget Work Session #7: Final Review - All Funds/Levies/Fees.
Monday, December 8, 2025	City Council Meeting - 7:00 p.m. Budget Hearing - City Council approves final 2026 Budget, Tax Levies, and CIP.
Friday, December 26, 2025	Cities must certify the final property tax levy to the county auditor on or before December 28, 2025 (5 working days after December 20).



City Council Work Session Item

Title/Subject: City Council Bylaws
Meeting Date: March 24, 2025
Prepared by: Marc Nevinski, City Administrator
Attachments: Draft Bylaws

Item
5

This topic is included on the work session agenda for discussion as time allows.

Background

It is common for city councils to have bylaws or rules of procedures to document core principles, policies, or practices and processes to provide guidance and ensure consistency over time. Minn. Stat. § 412.191, subd. 2 allow cities to establish such documents. Bylaws may contain statements about values, roles and responsibilities, and meeting procedures, among other topics. The bylaws do not supersede any laws or ordinances but may provide further guidance about how the City will apply them.

At times, a lack of clear, documented procedures has created ambiguity for the Council, staff and the public about how to appropriately to proceed. Additionally, every city has its own unique set of priorities and operational preferences. By establishing bylaws, the Council creates and documents its own procedural policies to guide its members, staff and residents, rather than relying on opaque past practices or developing solutions in the moment. While bylaws may not address every situation a council may encounter, they articulate the core values and promote consistency. The Council's bylaws will also provide the foundation for similar guidance for its commissions, boards or task forces.

The Council has reviewed draft bylaws at several work sessions in 2024, discussed and debated various provisions, and arrived at a consensus of a set of bylaws but choose not to formally adopt them until after the new Council was seated and had time to further consider them.

The attached bylaws generally reflect the Council's current policies and practices. If there is a desire to change Council's practices, the bylaws discussion provides a timely opportunity to consider modifications. As drafted, the bylaws also add clarity to practices and processes where some confusion or debate has existed. They are written to be succinct rather than prescriptive; and are intended to be reviewed annually and may be modified by the Council.

The establishment of Council Bylaws aligns with the Council's stated Strategic Priority of *Organizational Strength and Good Governance*.

Financial or Budget Considerations

None

Discussion Requested

Council discussion about the bylaws is requested. Some questions for consideration include:

- What topics or matters are missing from the draft bylaws?
- What topics or policies need further discussion by the Council?
- Are there areas where more or less guidance is desired?



Bylaws of the Shorewood City Council

December 9, 2024

I. PURPOSE

The Members of the Shorewood City Council have determined that it is beneficial to adopt a set of bylaws to establish the policies and practices the council will follow in conducting the business of the City. In adopting these bylaws, the council intends to establish its procedures, outline member expectations, and promote good governance for the City of Shorewood.

II. AUTHORITY

City councils are authorized to adopt rules of procedure and provide for order at their meetings pursuant to Minn. Stat. § 412.191, subd. 2.

III. ROLES AND RESPONSIBILITIES OF COUNCIL MEMBERS

a. Duties

Council members' statutory duties shall be performed by the council *as a whole*. As individuals, council members have no administrative authority. The Council's statutory duties are to formulate policies, enter into contracts, attend meetings and vote, supervise administrative officers and affairs, and exercise city powers. Staff¹ direction shall be directed through the city administrator to ensure consistency with council direction, compliance with city policies, and regard for organizational structure.

b. Mayor's Duties

The mayor's duties and obligations are the same as those of other council members. However, the mayor also is the official head of the city, presides over meetings, represents the city and its policies, performs ceremonial duties, executes official ministerial documents, and carries out other statutory duties, including declaring local emergencies.

c. City Staff

The council is a policy-making body. It will rely on its professional staff and consultants to administer the ministerial affairs of the City in alignment with council direction, provide options and recommendations in the formulation of policy, and to implement council directives.

d. Meetings

Council members are expected to prepare and participate in council meetings and other board meetings.

¹ The term *staff* means personnel directly employed by the City, contracted personnel, and consultants.

IV. STANDARDS OF CONDUCT

a. Purpose

This code of conduct outlines appropriate behaviors and interactions of council members with each other, staff, and residents that council members agree to abide by. It does not supersede any statutory or constitutional rights or obligations of council members.

b. Public Interest

The council shall work for the common good of the residents of Shorewood and not for any private or personal interest. The council will conduct business in a civil, efficient, and cooperative manner. Members will listen intentionally, weigh all viewpoints, and consider matters thoroughly.

c. Respect

Members will strive to work collaboratively with one another, staff and residents to achieve the best outcome for Shorewood, recognizing that decisions will not always be unanimous. Members will treat all persons and matters appearing before the council in a fair, respectful and equitable manner.

d. Preparation

Members are expected to be prepared for council meetings and work sessions. Questions or concerns should be provided to staff ahead of a meeting so that responses can be provided to assist the council in its deliberations. Members will strive to learn and understand city processes, applicable laws, and community issues. The council supports annual attendance at the League of Minnesota Cities Elected Officials Training.

e. Council Assignments

Members are expected to regularly attend the board² meetings they are assigned to and adhere to the policies established by the specific board, commission or committee as well as those established by the council.

f. Ex Parte Communications and Due Process

Because the council may function in a quasi-judicial capacity, ex parte communications are prohibited to protect the city and the council member personally from a legal challenge.

Ex Parte communication means a private communication with a member of the public directed to the merits or outcome of an official city proceeding. To ensure

² The term *board* applies to boards, commissions, committees, task forces, etc...

due process, members will consider testimony and facts only at meetings open to the public to ensure council decisions are made consistent with the public interest and without improper influence. Procedural interactions with no bearing on the outcome of a proceeding are not considered ex parte communications.

g. Conflict of Interest

A member having a conflict of interest shall inform the City Administrator of the conflict as soon as possible. A member prevented from voting because of a conflict of interest must refrain from debate and voting and shall leave the chambers during debate and voting on the issue.

h. Gifts to Members

Members may not receive gifts from a person or entity with an interest in a matter the council may consider.

i. Communication

All council members shall receive the same information at the same time when deemed for distribution by staff.

j. Coordination with City Staff

City staff shall be involved when members meet with representatives from other entities regarding specific city interests to ensure support and provide guidance.

k. Confidential Information

Council members shall respect and preserve confidential information provided to them concerning matters of the city, such as personnel or legal information. They shall neither disclose confidential information without proper legal authorization nor use such information to advance their personal, financial or private interests.

l. Compliance

It is the responsibility of the council to apply and manage its Standards of Conduct. Enforcement of the standards may range from a member simply noting a concern and requesting its correction to a formal investigation and censure of a member by the full council.

m. Open Meeting Law

The Minnesota Open Meeting Law, Minn. Stat. Chapter 13D, generally requires that all meetings of public bodies be open to the public. Members must be careful not to discuss in a quorum or through serial communications City business outside of noticed meetings, including in person, or via phone, email, messaging, or social media.

In keeping with the intent of the Minnesota Open Meeting Law, members shall not use any form of electronic communications technology to communicate with one another or third parties during a public meeting in a manner that is hidden from public view.

V. COUNCIL MEETINGS

a. Quorum

A simple majority (three members) of the council shall constitute a quorum for the valid transaction of any scheduled business to come before the council.

b. Seating

Council members shall occupy the chairs assigned to them by the presiding officer. The mayor will be seated in the middle of the dais. Generally, newer council members will be seated to the right-hand side of the dais.

c. Meeting Location

All meetings, including special, recessed, and continued meetings, shall be held in the Shorewood City Council Chambers, unless otherwise designated, pursuant to Minn. Stat. § 13D.04, subd. 2

d. Virtual Meetings

The council may offer to members of the public, staff, consultants, or members the options to attend a meeting virtually, pursuant to the requirements of Minn. Stat. § 13D.02 and 13D.021. Members wishing to participate in a meeting virtually must notify the City Administrator by noon on the Wednesday preceding the meeting³ so the proper notice can be posted.

e. Organizational Meeting

The council will conduct its organizational meeting concurrent with the first regular council meeting in January of each year to:

- i. Appoint an acting mayor pursuant to Minn. Stat. § 412.121.
- ii. Select an official newspaper pursuant to Minn. Stat. § 412.831.
- iii. Select official depositories for city funds. This must be done within 30 days of the start of the city's fiscal year pursuant to Minn. Stat. §§ 427.01.02; 118A.02, subd 1; 427.09.
- iv. Review council's bylaws and make any needed changes.
- v. Approve committee and liaison duties to members.
- vi. Approve official bonds that have been filed with the clerk.

³ A member advised by a healthcare professional against being in a public place for personal or family medical reasons, per Minn. Stat. § 13D.02 Subdv. 1.(5)(b)(2) is not subject to this deadline. In such circumstances the member should notify the City Administrator of their intent to participate in a meeting virtually as soon possible.

vii. Set the regular meeting schedule for the year.

f. Meeting Schedule

Regular meetings of the city council shall typically be held on the second and fourth Mondays of the month at 7:00 PM.

g. Agenda Order

- 1) Call to Order
- 2) Roll Call
- 3) Review Agenda
- 4) Approval of Minutes
- 5) Consent Agenda
- 6) Matters from the Floor
- 7) Reports and Presentations
- 8) Public Hearings
- 9) Parks
- 10) Planning
- 11) Engineering/Public Works
- 12) General and New Business
- 13) Staff and Council Reports

h. Rules of Order

The City Council adopts Robert Rules of Order for Small Board as outlined in Appendix A.

i. Public Comment Period (Matters from the Floor)

A limited forum for residents of the City of Shorewood to speak with the council is provided on the agenda for every regularly scheduled city council meeting. Public comments during this period are subject to limitations, as outlined in Appendix B.

j. Public Hearings

When public hearings are required, notice shall be provided as required by state statute. The order of business for public hearings conducted by council shall be:

- i. The presiding officer announces the purpose of the public hearing.
- ii. Staff presents the item, followed by applicant comments, if any.
- iii. The presiding officer opens the public hearing and comments are received.
- iv. The presiding officer closes the public hearing and discussion is limited to council.

Both speakers and the council must follow the same rules in *Public Comment Period*, although the presiding officer may allow speakers additional time.

Speakers may also provide written material to the council before or at the meeting. Public hearings may be continued to a date certain.

k. Public Comment on Agenda Items

The council may receive public comment on agenda items which do not require a public hearing. Comments should be received following the introduction of the item but before discussion begins. Both speakers and the council must follow the same rules in *Public Comment Period*.

l. Presiding Officer

The mayor is the presiding officer at all meetings of the council and may participate in all discussion and votes. In the absence of the mayor, the acting mayor shall preside. In the absence of both, the City Administrator shall call the meeting to order and shall preside until the council members present at the meeting choose one of their number to act temporarily as presiding officer. The selection of a temporary presiding officer shall be accomplished by nomination and majority vote of the members present.

m. Maintenance of Order.

The presiding officer is responsible for the maintenance of order and decorum at all times. No person is allowed to speak who has not first been recognized by the presiding officer. All questions and remarks must be addressed to or through the presiding officer to the appropriate council member, staff, citizen or representative.

n. Powers of the Presiding Officer

- i. To rule motions in or out of order, including any motion obviously offered for obstructive or dilatory purposes;
- ii. To determine whether a speaker has gone beyond reasonable standards of courtesy in his or her remarks and to entertain and rule on objections from other members on this ground;
- iii. To entertain and answer questions of parliamentary law or procedure;
- iv. To call a brief recess at any time; and
- v. To adjourn in an emergency.

A decision under (i), (ii), or (iii) may be appealed to the council upon motion of any member by use of a point of order. This motion is in order only immediately after the challenged decision is announced. The member making the motion need not be recognized by the presiding officer and the motion may not be ruled out of order if it is made timely.

o. Placing items on an Agenda

The City Administrator shall place items on the agenda for each council meeting.

A council member may at any point on a regular meeting agenda request a matter to be placed on a future agenda. If at least one other council member agrees with the request, the matter will be placed on a future regular or work session meeting for further discussion by the Council.

VI. ADMINISTRATION OF RULES

These Bylaws may be amended at any regular meeting or at a special meeting that includes amendment of the rules as one of the stated items to be considered. Adoption of an amendment requires a supermajority affirmative vote of the membership of the Council.

VII. APPENDICIES

- a. Rules of Order
- b. Public Comment Policy

Appendix A Rules of Order

Essential Rules for Discussion and Debate for Small Boards (Modified)⁴

All references are to *Robert's Rules of Order Newly Revised, 11th edition*.

The word “implicit” means that in our view the rule stated is assumed by Robert’s Rules or is a logical derivative of the principles on which Robert’s Rules is based.

1. All members have an equal right to speak and make motions. *P.3*
2. Nonmembers do not have the right to speak or to make motions. *P. 648*
3. One subject is discussed at a time. *pp. xxxiii-xxxiv*
4. One person speaks at a time. *implicit*
5. No interrupting. *PP.43-44, 383-384*
6. Courtesy and respect are required at all times. *P. 43 and implicit*
7. No one may speak a second time until everyone who wishes to do so has spoken once.
PP. 31, 379
8. The presider may participate in debate and make motions *P. 488*
9. Informal discussion without a motion is allowed. *P. 488*
10. A second is needed. *P. 488*
11. Members must seek recognition from the presider. *PP. 29, 487*
12. Members may speak directly to each other. *P. 488*
13. The maker of the motion may speak first. *P. 379*
14. There is no need to alternate speakers “for” and “against”. *Implicit*
15. There is no limit to the number of speeches. *P. 488*
16. There is a limit of ten minutes per speech. *P. 387*
17. Members may “call the question” or move to limit debate. *P. 488*
18. Remarks must be relevant to the topic at hand (germane). *pp xxxiv, P. 43*
19. Members may not speak about the motives of other members. *PP. 43, 392*
20. Courtesy and respect means: no personal attacks; no insults, epithets or profanity; no disrespectful body language; no innuendo; no booing, hissing or clapping. *PP 43, 392, implicit*
21. A member may not speak against their own motion. *P. 393*
22. A member may not explain their vote while voting. *P 408*
23. A member may not comment adversely on (criticize) a prior action of the group unless
(a) the action is being considered for amendment or cancellation, or (b) they plan to introduce a motion to change the action at the end of their speech. *P. 393*
24. A member may not make statements that tend “to injure the good name of the organization, disturb its well-being, or hamper it in its work”. *PP. 643-64*

⁴ Macfarlane, A. G., & Estep, A. L. (2013). *Mastering Council Meetings*. Createspace Independent Pub.

Note: The Shorewood City Council elected to remove or modify several rules from the list. Dec 9, 2024

Appendix B
Public Comment / Matters from the Floor Policies

A limited forum for residents of the City of Shorewood to speak with the council is provided on the agenda for every regularly scheduled City Council meeting. Public comments during the public comment period are subject to these limitations:

1. Speakers must be recognized by the presiding officer before speaking and are limited to three minutes for comment.
2. Speakers may be required to sign up prior to speaking and provide a name, address, and brief summary of the subject matter they wish to address. The sign-up sheet will be available at the entrance to the city council chambers.
3. Speakers must direct their remarks toward the presiding officer and city council.
4. In providing this limited public forum, the City of Shorewood expects respectful participation. Speakers are encouraged to be courteous in their language and deportment, and to confine their remarks to those facts that are germane and relevant to the question or matter under discussion. City council meetings are public business meetings, available for viewing on television and the internet by members of the public, including children. Therefore, consistent with FCC rules, obscenity, and profane or indecent language will not be tolerated by the presiding officer.
5. Speakers are required to follow the direction of the presiding officer.
6. Speakers who do not follow the direction of the presiding officer will be warned that further disruptive conduct will result in removal from the meeting. After warning, if the conduct continues the presiding officer may ask the speaker to leave.
7. Council will generally not respond at the same meeting where an issue is initially raised by a member of the public. Members may ask clarifying questions of the speaker but should not engage in debate or dialogue. The matter may be referred to staff for further research and possible report or action at a future council meeting, or the council may ask staff to follow up with the speaker directly.
8. A summary of these rules for public comment may be provided in the council meeting room.

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Financial Management Plan Assumptions

MARCH 24, 2025

- Not less than 60% of the next year's budgeted expenditures and transfers out.
- Office of State Auditors recommendation 35%-50%

General Fund Fund Balance Policy

Shorewood Community & Event Center Fund

- Balanced Budget
 - Levy Support
 - Supplemental Staffing

- Fund Balance
 - 50% NY + 100% NY Capital
 - Saving for Future Projects
 - Self Sufficient
 - Capital Levy

- Incremental Levy
- Debt Service
 - Fund Balance
 - Sufficiency for 3 years CIP (adjusted)
 - Franchise Fees
 - Return/Increase/Additional
 - Pay-Go vs. Debt Service

Capital Funds

Enterprise Funds

- Balanced Budgets
- Revenue Sufficiency
 - Unrestricted Net Position
 - 50% Subsequent Expenses
 - Monthly Billing (30%)
 - 100% NY Capital
 - 100% NY Debt Service
 - Rate Structures
 - Base + Consumption
 - Additional Tier
 - Purchased Services Rates
 - Low Income Rates
 - Citywide Infrastructure Fee
- Connection Programs
- Street Light Utility

**City of Shorewood
2026 Budget Preparation Calendar**

Date	Event
Tuesday, February 18, 2025	City Council Retreat (Goals/Vision, Citizen Survey, LTFMP)
Monday, May 5, 2025	Supervisors' Budget roll out. Supervisors receive electronic access to the 2026 Budget Preparation Instructions, Budget Calendar, and Budget Forms. Review use of Extended Budget module in Springbrook software. Administrator provided budget instructions and outlines City goals and challenges.
Friday, May 30, 2025	Personnel Requests due to Finance Department with City Administrator approval.
Friday, June 6, 2025	Fee Schedule revisions due to Finance Department.
Monday, June 9, 2025	City Council Budget Work Session #1: Goal Setting Session - Schedule, Process, Council provide direction on initiatives and expectations for the 2026 budget. (City Administrator)
Friday, June 20, 2025	Budget Requests due to Finance Department via Extended Budgeting. Capital Improvement Plan (CIP) Requests due to Finance Department (2026-2035).
Monday, June 23, 2025	City Council Budget Work Session #2: Personnel, Fee Schedule, and Franchise Fees.
Friday, June 27, 2025	Updated Budget Book Information (Dept. Descriptions, Budget Goals & Objectives, Dept. Statistics, Staffing Levels, and Budget Summary) due to Finance Department.
Monday, July 7, 2025	Directors Meet with City Administrator and Finance Director to review budget goals, issues, personnel, and CIP requests.
Monday, July 7, 2025	Obtain preliminary property valuations/net tax capacity from Hennepin County.
Monday, July 28, 2025	City Council Budget Work Session #3: Presentation of the Long-Term Financial Management Plan.
Thursday, July 31, 2025	Last day for Department of Revenue to notify City of Local Government Aid amounts.
Friday, August 1, 2025	Finalize 2026 budget entries into Extended Budgeting in Springbrook.
Monday, August 11, 2025	City Council Budget Work Session #4: General Fund, Levies, and Tax Impact.
Monday, August 25, 2025	City Council Budget Work Session #5: Special Revenue & Enterprise Funds.
Friday, September 5, 2025	Obtain preliminary property valuations/net tax capacity from Hennepin County.
Monday, September 8, 2025	City Council Meeting - 7:00 p.m. City Council approves preliminary 2026 Budget, sets proposed 2026 Tax Levy, and establishes Budget Hearing Date. Adopt 2026 fee ordinances and fee schedule.
Monday, September 22, 2025	City Council Budget Work Session #6: 2026-2030 Capital Improvement Plan & Debt Service Funds.
Tuesday, September 30, 2025	Last day to certify proposed 2026 levy and budget hearing date to the County Auditor. Special for to State, if necessary.
Monday, October 13, 2025	City Council Budget Work Session #X: If necessary
Monday, October 27, 2025	City Council Budget Work Session #X: If necessary
Monday, November 10, 2025	City Council Budget Work Session #X: If necessary
Monday, November 24, 2025	City Council Budget Work Session #7: Final Review - All Funds/Levies/Fees.
Monday, December 8, 2025	City Council Meeting - 7:00 p.m. Budget Hearing - City Council approves final 2026 Budget, Tax Levies, and CIP.
Friday, December 26, 2025	Cities must certify the final property tax levy to the county auditor on or before December 28, 2025 (5 working days after December 20).