



City of Shelbyville, Tennessee

Strategic Plan – 2023

April 2023



Municipal Technical Advisory Service
INSTITUTE *for* PUBLIC SERVICE

Table of Contents

	<u>Page</u>
Importance of Strategic Planning	2
Background	2
Mission Statement	2
2019 Strategic Plan - Implementation Status	3
SWOT Analysis	5
Department Priorities	7
2023 Strategic Plan	9
Implementation	13

Mission Statement

The City of Shelbyville shall provide services and distribute public funds efficiently to improve the quality of life of our citizens, visitors and businesses.

Importance of Strategic Planning

A strategic plan for local government establishes a long-term direction of where a city wants to be in the future and key goals and objectives that will be needed to realize the vision. In essence, the strategic plan provides a road map that assists decision-makers with prioritization of program and project initiatives, measurements of success, and the allocation of fiscal resources to ensure proper implementation.

Background

On March 1, 2023, the Mayor and City Council held a strategic plan work session at the Shelbyville Recreation Center. In attendance were Mayor Randy Carroll, Councilmember William Christie, Councilmember Marilyn Ewing, Councilmember Henry Feldhaus, Councilmember Gary Haile, and Councilmember Bobby Turnbow. Councilmember Stephanie Isaacs was not able to attend the Work Session. Also in attendance were Scott Collins, City Manager, Kay Parker, Treasurer, Lisa Smith, City Recorder, Ginger Bobo Shofner, City Attorney, and other municipal staff. The work session was facilitated by Chuck Downham, MTAS Municipal Management Consultant.

Mission Statement

During the 2019 Strategic Planning Retreat, the Board of Commissioners prepared the following mission statement for the municipal corporation that provides the organizations purpose.

Mission Statement

The City of Shelbyville shall provide services and distribute public funds efficiently to improve the quality of life of our citizens, visitors and businesses.

During the 2023 Strategic Plan Work Session, the Mayor and Councilmembers reviewed the Mission Statement in consideration of the following questions:

1. *Does the statement capture the essential nature of the City's reason for being?*
2. *Is the statement community oriented as opposed to being inwardly or organizationally bound?*
3. *Does the statement represent a relatively stable anchor point for the City organization, one that will not require frequent change?*
4. *Does the statement describe the desired result rather than focusing on activities?*

The Mayor and Councilmembers concluded the Mission Statement continues to reflect and embody the desired mission and vision for the organization.

2019 Strategic Plan - Implementation Status

During the 2019 Strategic Planning Retreat, the Mayor and Councilmembers confirmed over-arching goals and objectives to be implemented over a multi-year time horizon. The objectives were established with equal priority.

The 2019 Strategic Plan was organized into four broad goal areas, each of which underscored the fundamental mission and purpose of local government for the City of Shelbyville.

Goal - Protect Health and Safety / Ensure the Delivery of Basic Services

Goal - Enhance City Attractiveness and the Quality of Community Life

Goal - Economic Growth and Community Prosperity

Goal - Maintain the Fiscal Integrity of the City

During the 2023 Strategic Plan Work Session, Scott Collins, City Manager, presented the following summary of the implementation status for each of the objectives and initiatives contained in the 2019 Strategic Plan.

CITY OF SHELBYVILLE, TENNESSEE
2019 Strategic Goals and Objectives - Implementation Status

Goal - Protect Health and Safety / Ensure the Delivery of Basic Services

Objective	Description	Responsibility	Target Date	Status	Comments
1	Create an inventory of existing sidewalks	Public Works Director	March 30, 2021	On-going	A grant was received in 2022. Report should be available in Spring 2023.
2	Create an annual budget allocation for repair/replacement of sidewalks	Public Works Director/Treasurer/City Manager	June 30, 2021	On-going	Public Works is seeking to get an annual bulk rate on concrete.
3	Identify walkability gaps and focus grant funding efforts on filling these gaps	Public Works Director/Administration	N/A	On-going	The 2022 grant will aid in identifying gaps.
4	Continue pursuing existing and new grant programs (Example: TAP)	Administration to work with other Departments	N/A	On-going	Currently have a TAP grant, Multi-Modal grant, and applying for a CDBG for sidewalks.

Goal - Enhance City Attractiveness and Quality of Community Life

Objective	Description	Responsibility	Target Date	Status	Comments
1	Create report on property maintenance enforcement efforts and barriers to improve service	Building & Codes Director	N/A - Ongoing	On-going	Incomplete. Working to improve reporting on substandard housing and improved property maintenance.
2	Establish local process for pursuing demolition of dilapidated and/or abandoned properties	Building & Codes Director	N/A	On-going	Progress has been slow, but a meeting is being scheduled to define scope of authority.
3	Work with County on improvement of river access from Downtown	N/A	N/A	On-going	Meetings will be scheduled with County officials in relation to TAP Riverwalk grant.
4	Create promotion plan for Downtown area "Tell the Story of the Square"	Economic Development Director (New Position?)	N/A	Incomplete	Although sidewalks improvements complete, no further action is known at this time.
5	Establish and promote a community focused festival	Economic Development Director (New Position?)	N/A	Incomplete	Recommend the creation of an event committee to explore options.

Goal - Economic Growth and Community Prosperity

Objective	Description	Responsibility	Target Date	Status	Comments
1	Review current priorities and structure of existing Chamber of Commerce and Economic Development organization	N/A	December 30, 2019	Completed (Charter Review)	
2	Create report on any/all success stories regarding economic growth	N/A	N/A	Item Deleted by Council	
3	Identify existing barriers to industrial recruitment and retainage	N/A	N/A	Completed (Charter Review)	Only minimal industrial acreage publically owned.
4	Evaluate feasibility of the purchase of the Kyle Bonding building	N/A	N/A	Completed	City purchased buildings. Need direction from City Council on options to proceed.

Goal - Maintain the Fiscal Integrity of the City

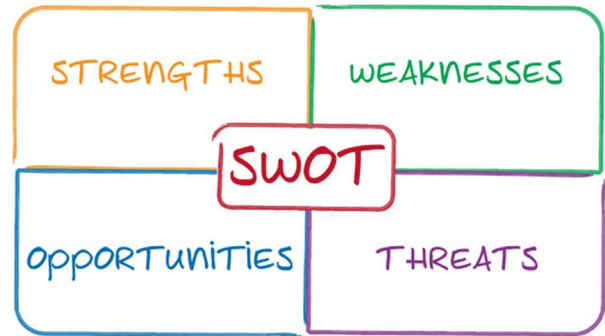
Objective	Description	Responsibility	Target Date	Status	Comments
1	Evaluate City's annual allocation to economic development efforts	N/A	N/A	Under review	
2	Examine local sales tax allocation	N/A	N/A	Incomplete	Requesting City Council authorization.
3	Identify existing barriers to industrial recruitment and retainage	N/A	N/A	Item Deleted by City Council	
4	Evaluate feasibility of the purchase of the Kyle Bonding building	N/A	N/A	Item Deleted by City Council	

Other 2019 Strategic Plan City Council Priorities

	Description	Responsibility	Target Date	Status	Comments
	Hotel/Motel Recruitment	Chamber of Commerce?	N/A	On-going?	Partnership - Private developers.
	Sidewalks Repair/New	N/A	N/A	On-going	
	Prioritized Capital Plan with Funding	N/A	N/A	On-going	
	General Roadway Maintenance	N/A	N/A	On-going	
	Community Festival (w/ food trucks)	N/A	N/A	Inactive	Some groups host events; City could do more
	HVAC to Arena	Chamber of Commerce?	N/A	Unknown	
	Water Park	N/A	N/A	No progress	
	Regional Sports Tournament	N/A	N/A	Inactive	
	Downtown Revitalization	N/A	N/A	On-going	Sidewalks & lighting complete. Façade pending
	Comprehensive Plan Update	N/A	N/A	Completed	
	(flowers/flags/lighting)	N/A	N/A	Completed	Downtown completed
	Property Maintenance (junk cars/tall grass/trash/demolition)	N/A	N/A	On-going	
	Incentivize River Use	N/A	N/A	On-going	
	Sales Tax Review (School Building Program)	N/A	N/A	Inactive	Requires City Council authorization
	Property Tax Review (County Fire Service)	N/A	N/A	Inactive	Requires City Council authorization

SWOT Analysis

In 2019, the Mayor and Councilmembers undertook a SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis to identify indicators to support change and growth, issues that may hinder future initiatives, future opportunities, and unresolved problems. The resulting 2019 SWOT Analysis is summarized below.



2019 SWOT ANALYSIS

Strengths:

- Strong agency relationships
- Overall communication
- Transparency
- Grant opportunities
- Airport
- Natural resources (river)
- Vocational Training
- Public safety
- Fiscally responsible governing body
- Strong city finances
- Strong leadership (Council and staff)
- Invested in community
- Available utilities (water, sewer, electric gas)
- Location
- Affordable property
- Reasonable cost of living
- Community safety

Weaknesses:

- Too much government housing
- Low citizen participation
- Low initiative and follow through on goals
- Park amenities (bathrooms, concessions)
- Industry recruitment
- Sales tax leakage
- Proximity to bigger population centers
- Low variety of retail
- Lack of community events
- City promotion
- Utilization of technology
-

Opportunities:

- Varied arena use
- Funding for execution of opportunities
- Capitalization on leisure time for travel
- Lynchburg partnership
- Long-term comprehensive plan with downtown focus
- Walkability (rail/trail)
- Urban growth boundary expansion
- Capitalize on regional growth
- Commercial and industrial recruitment
- Chamber of Commerce (City lead)
- Improve government cooperation
- City Charter review
- Expansion of existing industry
- Capitalize on natural resources

Threats:

- Annexation limitations
- Fringe growth
- Demand on local school system
- Demographics

During the 2023 Strategic Plan Work Session, the Mayor and Councilmembers undertook a SWOT Analysis to identify current Strengths, Weaknesses, Opportunities and Threats. There were common themes between the 2019 and 2023 SWOT Analysis that continue to carry forward. The Council recognized the financial stability of local government, leadership (elected officials and staff), and natural resources including the Duck River as strengths as well as the opportunities provided continued growth and development. Notable continued threats to success include growth and development and the challenges growth places upon the provision of public infrastructure and services.

2023 SWOT ANALYSIS

Strengths:

- Financial stability
- Diversity
- History/Heritage
- Quality of life
- Economic Development
- Retail/Industrial base
- Highway 231
- Leadership (Council/staff)
- Airport
- Duck River
- "Small Town U.S.A."
- Citizens - "People"
- Public Safety
- TCAT - vocational training

Weaknesses:

- 41-A East
- "Small City U.S.A."
- Diversity
- Beautification - Enforcement vs. Pride
- Imbalance on where development is occurring
- Water supply (flow/pressure)
- Sewer service - extensions and upgrades needed
- Internet service
- Communication
- Planned Growth
- Growth preparedness
- Business/Industry retention
- Low variety of retail
- Underdeveloped property
- Inability to annex

Opportunities:

- Better jobs/wages
- Duck River - Development
- Industrial sites/park
- TCAT Expansion
- Define how much/type of growth & development
 - Sales Tax allocation
 - Committee to engage
 - Consensus on way forward
- Transition from Small to Medium-sized City
- 41-A East Corridor (focus growth)
- Increase tourism
- Beauty of City
- State Financial Assistance w/ development impacts
- By-Pass (development planning and access control)

Threats:

- Work ethic/attitudes
- Unemployment benefits (disincentive to employment)
- Moving too fast
 - Growth & Development
 - Fiscal resources
 - Community character and identity
- Rental Housing
- Bedroom Community - Sales tax leakage

Department Priorities

In preparation for the Strategic Plan Work Session, Scott Collins, City Manager, facilitated a series of meetings with City departments to identify and discuss departmental priorities. Department priorities are as follows:

Police Department

- New Police Department headquarters
- Three (3) additional officers
- Staff Dispatch with two full-time Dispatchers 24/7
- Facility Manager/Custodian

Fire Department

- New Fire Department headquarters
- Offer Tennessee Consolidated Retirement System (TCRS) benefit
- Continuing Training & Education
- Forestry fire fighting equipment

Public Works Department

- New Fleet Services Building
- Plan of Action to address Flume/Flood Pump Issues
- Improvement Plan of Action for Fairfield Pike
- Improvement Plan of Action for Midland Drive

Parks & Recreation Department

- Development of new property – 60 acres dedicated to soccer fields
- Seek grant opportunities for additional tennis and pickleball courts
- Expand baseball and softball fields
- Improvement of trails experience

Aviation Department

- Develop standardized training program of Operations Technician
- Work to make the terminal building ADA compliant
- Improve the overall customer experience
- Work with MTSU on the Shelbyville Aviation Campus

Finance Department

- Provide accurate financial information to City Council & departments
- Maintain excellent customer service
- Continue to receive favorable audits
- Provide cross-training for all Finance Department personnel

Purchasing Department

- Update Purchasing Policy
- Implement annual training for staff of all departments
- Improve the Purchasing webpage on the City website
- Design a brochure “Doing business with the City of Shelbyville” to provide information to vendors

Planning Department

- Balance infrastructure with growth and environment
- Guide development – not be guided by development
- Engage all stakeholders
- Non-political recommendations

Building & Codes Department

- Relocate to the Chamber building
- New Ford Explorer vehicles
- Engage all stakeholders
- Strategy on blight removal

City Recorder

- Update Municipal Code
- City Council Meeting Chamber
- Agenda software
- Record retention policy

Human Resources

- Balance needs of employees and needs of the City
- Develop effective leadership program with continuing education and training
- Ensure diverse workforce in a safe and supportive environment
- Strategies for employee retention
- Update/revise Personnel Policy

City Manager

- Seek high level of services while maintaining fiscal integrity
- Seek new funding opportunities to alleviate burden on property owners
- Create an ECD Team to coordinate with Shelbyville/Bedford Partnership for expanded opportunities
- Development of the Duck River Riverside Park

2023 Strategic Plan

The establishment of goals and objectives is an integral element of the strategic plan process. *Goals* provide purpose and direction for the city while *Objectives* provide a city with clear measurable statements that describe a desired outcome that advances a goal.



Specific - *Precise, well-defined, clear*

Measurable - *Define how progress will be measured*

Achievable - *Attainable and not impossible to achieve*

Realistic - *Within reach, relevant to mission statement*

Time-based - *Clearly defined end-date*

A city typically will have numerous objectives contained in its strategic plan. Importantly, objectives should be SMART: the objectives should be Specific, Measurable, Achievable, Realistic, and Time-based. Objectives may require more than one fiscal year to complete and may have to be carried forward from year to year. Objectives may also require refinement from time to time to ensure alignment with fiscal resources and the desired outcome as well as the ever-changing dynamics and needs of the city itself.

During the 2023 Strategic Plan Work Session, the Mayor and City Council identified as their top priorities the following:

1. Design and Construct New Police Department Headquarters
2. Address Sales Tax Allocation Between City and Bedford County
3. Install new Flood Pumps and Repairs to Flume for Flood Mitigation
4. 231-North/41-A East - Expand Utilities to Support Growth and Development
5. Design and Construct Rail-to-Trail Project
6. Downtown Riverfront - Complete Master Plan and Secure Grants

The 2023 Strategic Plan Work Session organized goals, objectives, and initiatives into six (6) broad categories. Accompanying each objective or initiative is a designation of responsibility corresponding with the City department (unless otherwise

designated) and a Target Date for completion of the objective or initiative to achieve a SMART approach in the formulation of objectives and initiatives. The Mayor and City Council established objectives and initiatives and then prioritized the various objectives and initiatives utilizing a “dot exercise” where they each provided their top first, second and third choice in each of the six categories.

City of Shelbyville 2023 Strategic Plan Update Objectives and Initiatives by Category			
Priority	Category/Objectives/Initiatives	Responsibility	Target Date (Fiscal Year)
Public Safety			
1	New Police Department Headquarters	City Manager, Police Chief	2025-26
	Land Acquisition	City Manager, Police Chief	2023-24
	Facility Needs Assessment	City Manager, Police Chief	2023-24
	Design	City Manager, Police Chief	2023-24
	Construction	City Manager, Police Chief	2024-25
	Funding	City Manager, Police Chief	2023-24
2	New Fire Department Headquarters	City Manager, Fire Chief	2025-26
	Land Acquisition	City Manager, Fire Chief	2023-24
	Facility Needs Assessment	City Manager, Fire Chief	2023-24
	Design	City Manager, Fire Chief	2023-24
	Construction	City Manager, Fire Chief	2024-25
	Funding	City Manager, Fire Chief	2023-24
3	Increase Staffing (Police and Fire)	Police Chief, Fire Chief	Ongoing
Finance and Administration			
1	Sales Tax Allocation	City Manager, City Council	2023-24
2	Council Chambers - Dedicated Meeting Space	City Manager	2024-25
	Facility Needs	City Manager	2023-24
	Chamber Building	City Manager, Public Works	2022-23
	Design and Renovation	City Manager, Public Works	2022-23
3	IT	City Manager	2023-24
	Staffing	City Manager	2023-24
	Resources (Hardware/Software/Training)	City Manager, IT	2023-24
	Staffing Strategy	City Manager, Finance Director	Ongoing
	Training	City Manager, Finance Director	Ongoing
	Recruitment/Retaining	City Manager, Human Resources	Ongoing
	Succession/Continuity Plan	City Manager, Finance Director	2024-25
	Purchasing Policy Update	City Manager, Purchasing	2023-24
	Personnel Policy Update	City Manager, Human Resources	2023-24
	Records Management Policy/Implementation	City Manager, City Recorder	2023-24

Priority	Category/Objectives/Initiatives	Responsibility	Target Date (Fiscal Year)
Public Works			
1	Flood Pumps and Flume Repair Project	City Manager, Public Works	2023-24
2	Fleet Maintenance Facility	City Manager, Public Works	2027-28
	Facility Need	City Manager, Public Works	2023-24
	Land Acquisition	City Manager, Public Works	2023-24
	Design	City Manager, Public Works	2023-24
	Construction	City Manager, Public Works	2024-25
3	Fairfield Pike	Public Works Director	2025-26
	Pavement Management System	Public Works Director	Ongoing
	Annual Pavement Evaluation/Report	Public Works Director	Ongoing
	Funding	Public Works Director	Ongoing
	Midland Drive	Public Works Director	2025-26
	Cemetery	Public Works Director	Ongoing
Utilities			
1	231N/41-A East - Expand Utilities to Support Growth and Development	Utility Providers	2024-25
2	Uniform Growth Strategy between City and Utility Providers	City Council, Utility Providers	2023-24
	Water and Sewer Capacity	Utility Providers	Ongoing
3	Water Production	Utility Providers	Ongoing
	Sewer Processing	Utility Providers	Ongoing
	Utility Asset Management	Utility Providers	Ongoing
	Repair/Replace Utilities (including I&I)	Utility Providers	Ongoing
Parks & Recreation			
1	Rail-to-Trail Project	City Manager, Mayor, Park and Recreation	2023-24
2	60-Acre Park	Park and Recreation Director	2025-26
	Funding Strategies (P3s, Grants, LPRF, etc.)	Park and Recreation Director	2023-24
	Soccer Complex (1st Phase)	Park and Recreation Director	2024-25
3	Trail Development - City-wide	Park and Recreation Director	Ongoing
	Expand Park Facilities	Park and Recreation Director	Ongoing
	Soccer Fields	Park and Recreation Director	Ongoing
	Baseball/Softball Fields	Park and Recreation Director	Ongoing
	Pickleball Courts	Park and Recreation Director	Ongoing

Priority	Category/Objectives/Initiatives	Responsibility	Target Date (Fiscal Year)
Economic and Community Development			
1	Downtown Riverfront	Parks & Recreation; City Manager	2024-25
	Master Plan	Parks & Recreation	2023-24
	Grants	Parks & Recreation	2024-25
2	Expand Celebration - Use of Facilities	City Manager, Celebration CEO	2023-24
	Hotel Tax - Use for more shows/events year-round	City Manager, Tourism Comm.	2023-24
3	Elderly Housing Opportunities	Planning, Partnership, SHA	2024-25
3	Tourism	Tourism Committee	
	Tourism Committee	Tourism Committee	2023-24
	Spending Plan	Tourism Committee	2023-24
	Tourism Strategy	Tourism Committee	2023-24
	Promotions	Tourism Committee	Ongoing
	Events	Tourism Committee	Ongoing
	Whiskey & Horses Proposal	Tourism Committee	2023-24
	Staff Position - Tourism	Tourism Committee	2024-25
	Expand Retail and Hospitality	City Manager, ECD Committees	Ongoing
	Airport - ADA Accessibility (Terminal Bldg)	Airport Director	2025-26
	Expand Industrial Base	City Manager, IDB, Partnership	Ongoing
	Industrial Sites	City Manager, IDB, Partnership	Ongoing
	Recruitment and Retention	City Manager, IDB, Partnership	Ongoing

The Mayor and City Council were asked a series of questions at the conclusion of the prioritization session on priorities for the next one to five years and their responses were as follows:

- A. The single most important thing we could accomplish in the next year is:
 1. [Sales Tax Allocation between City and Bedford County \(Top Priority\)](#)
 2. [Completion of Flood Pumps and Flume Repair Project](#)

- B. The two most important things we could accomplish in the next 2-3 years are:
 1. [231-N/41-A East Utility Extensions \(Top Priority\)](#)
 2. [Police and Fire Facilities \(Top Priority\)](#)
 3. [Growth Strategies for City and Utilities](#)
 4. [Sewer Extension](#)

- C. The two most important things we could accomplish in the next 3-5 years are:
 1. [Riverfront Master Plan \(Top Priority\)](#)
 2. [Fairfield Pike \(Top Priority\)](#)
 3. [60-Acre Park - Soccer Facilities \(Initial Phase\) \(Top Priority\)](#)

- D. If we could eliminate one problem we will soon be facing it would be:
 1. [231-N/41-A East Utility Extensions](#)
 2. [Completion of Flood Pumps and Flume Repair Project \(Top Priority\)](#)

The Mayor and City Council also identified an open-item involving property maintenance that included concerns raised regarding deteriorated buildings, noxious vegetation, and other nuisance violations along with junk vehicles as issues for City staff and in particular code administration staff to thoroughly address throughout the city.

Implementation

The Strategic Plan provides a clear and formalized statement of direction for city government and the community. The goals and initiatives identified in the Strategic Plan provide measurable means for evaluating the progress and attainment of goals, objectives, and the various program and project initiatives.

The 2023 Strategic Plan should be reviewed and adopted by the City Council as part of the City's annual budget and capital improvement plan process. The Strategic Plan will serve as a cornerstone for the annual budget and capital improvement plan process by establishing priorities for programs, capital projects, and fiscal resources to provide the necessary means for advancing the goals and objectives set forth in the plan in a comprehensive, orderly, and cohesive manner.

Once adopted, it is recommended the Strategic Plan be evaluated on an annual basis as part of the fiscal budget and capital improvement plan process. The annual review of the Strategic Plan will provide the opportunity to evaluate progress and to also identify where refinements may be necessary to address a change in condition or priority or perhaps a fiscal limitation within the organization or community that necessitates a refinement to the plan. At the end of three years, it is recommended the City consider undertaking an overall update to the Strategic Plan to provide the opportunity to review the City's mission statement and core goals as well as objectives and initiatives to ensure alignment with the desired direction of the city.

Mission Statement

The City of Shelbyville shall provide services and distribute public funds efficiently to improve the quality of life of our citizens, visitors and businesses.



Municipal Technical Advisory Service
INSTITUTE *for* PUBLIC SERVICE

mtas.tennessee.edu