

Fayette County Comprehensive Plan

September 2011



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Chapter 1

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Chapter 2

Introduction



INTRODUCTION

Fayette County's Comprehensive Land Use Plan was last updated in 1969, when Richard Nixon was president and gas cost 35 cents a gallon.

Of the many changes (and price increases) since then, one that's had the biggest impact on land use planning in Fayette County is population size. Forty-two years ago, there were projections that the county would grow to 30,000 people. Plans were made accordingly.

But that growth didn't occur. In fact, Fayette County now has about 24,000 people, fewer than the year that man first landed on the moon.

The community may not be growing, but that doesn't mean it isn't changing.

Houses have sprung up; businesses have come and gone; and unforeseen issues have arisen concerning traffic patterns, water usage and many other topics.

Although past predications turned out to be faulty, this question remains: Is Fayette County more likely to achieve its goals and its residents to prosper with or without a plan for the future?

It is difficult to plan for growth because you can't guarantee you'll get it, but you can set the groundwork to manage future change. Additionally, many of the conditions that residents complain about life in Fayette County require planning to address; that is, they need concentrated research and decision making followed by action.

With these thoughts in mind, elected leaders gathered a committee together to update the Fayette County Comprehensive Land Use Plan.

ORIGINS OF THE PLAN

The Fayette County Comprehensive Plan was funded by a grant from the Indiana Office of Community and Rural Affairs. The Fayette County Board of Commissioners contributed a 10 percent match to receive the grant.

THE PLANNING PROCESS

In Indiana, comprehensive planning is permitted by the 500 Series of Title 36-7-4 of the Indiana Code. This law empowers towns, cities and counties to adopt plans. Any plan adopted in Indiana must contain at least the following three elements:

- A statement of objectives for the future development of the jurisdiction.
- A statement of policy for the land use development of the jurisdiction.
- A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

In addition, the law provides for a number of optional elements, including, but not limited to parks and recreation, flood control, transit and natural resource protection. While each planning process should be custom-designed to meet community needs, nearly all contain the same core elements as found in this plan:

- Evaluate existing conditions, including strengths and weaknesses, community character, demographics, natural features, etc.
- Establish goals and objectives for the future.
- Identify alternatives for meeting the goals and objectives.

- Select the most desirable alternative.
- Devise and adopt tools to implement the plan (zoning, subdivision control, capital improvement programming, etc.).
- Evaluate the success of the plan.
- Revise the plan.

These steps are part of a continuing process. Plans must be evaluated and updated as the community changes. These community changes can be gradual, such as demographic trends, technological change or slow economic growth or decline. Sometimes change is more sudden, such as the location of a large new industry in a small community or the loss of a major employer.

A 26-member steering committee oversaw creation of the Fayette County Comprehensive Plan. The committee included elected officials, business owners, farmers and others. Key elements of the process included:

- Key Stakeholder Focus Groups: Focus groups were held to gather input from members of the agricultural community, residents of unincorporated areas and community leaders.
- Key Stakeholder Interviews: Representatives from utility companies, officials from incorporated communities and others were interviewed during the process.
- Steering Committee Meetings: The committee met six times to set priorities and discuss options. Review teams made up of committee members edited every chapter.
- Project Website: This site (www.sdg.us/fayette.php) was used to post minutes from steering committee meetings as well as draft chapters of the plan.

USING THE COMPREHENSIVE PLAN

For the comprehensive plan to produce results, it must be understandable and able to be implemented. We believe this plan meets those criteria. The following paragraphs will assist in understanding how to use the plan.

TOPIC CHAPTERS

Topic chapters include quality of life, land use, economic development, housing, natural resources, utilities, transportation, and critical sub areas. The chapters are mostly self-contained examinations of specific issues. They include research, strategies and recommendations. Besides making the reader well versed in the topic, they outline years of projects for tackling problems. All of the recommendations are gathered together in the Implementation Plan.

TIPS FOR PLAN COMMISSIONERS AND COUNTY OFFICIALS

When properly applied, a comprehensive plan can make the life of the decision-maker easier. Community leaders can point to the research or maps while explaining how they reached their decision. They can refer to the input of the local leaders and residents whose opinions helped shape the plan's goals.

They can also ask themselves how people can make decisions without a plan. Certainly their experience in Fayette County guides their judgment, but a group of people making decisions based on their individual perceptions may not lead to a shared vision of the county's future. The comprehensive plan provides a defensible, unified vision.

TIPS FOR DEVELOPERS

Developers typically ask for “more predictability” from decision makers in order to maximize their investments. This plan spells out the community’s preferred future; where it wants to extend infrastructure and where it wants housing, industrial and commercial development.

The plan also suggests updating the zoning code and subdivision regulations. Whether you agree or disagree, now is the time to weigh in.

TIPS FOR CITIZENS

After finding your house on the future land use map, the next step is to read up on community issues that interest you. For example, consult the Land Use or Housing chapters.

CHANGES TO THE COMPREHENSIVE PLAN

The final word on the Fayette County Comprehensive Plan is that circumstances change, and the plan should be modified to change along with them.

This may not mean a complete update, but every year or so the plan commission and others should review the plan to make sure it is current.

It would be a poor use of the resources poured into creating this plan to let it slowly grow outdated, while the need for current planning does not.

WHAT HAPPENS NEXT?

That depends upon the people of Fayette County. Once the comprehensive plan is completed a county can take many actions – or none at all. The Implementation Plan provides a step-by-step guide to working toward the plan’s goals.

But whatever the final results, the entire community now has a document that lists its challenges and priorities, along with the research, maps and strategies to address Fayette County’s future.

Chapter 3

Executive Summary



“I hope this plan gets used.”

“We need new types of jobs to replace all the ones we’ve lost.”

“More people need to get involved in this community’s future.”

Those were three of the most common concerns heard during the planning process. As a result, the steering committee created a common sense plan designed to incrementally address Fayette County’s problems while explaining to residents why action is needed.

This plan is not filled with recommendations for new rules and restrictions. Instead, it is designed to:

1. Show the importance of planning and investment, even if both the local economy and population are not growing.
2. Emphasize the need to revitalize areas that have already been developed instead of allowing growth and the extension of costly infrastructure into new areas.
3. Highlight areas around the county where immediate attention is needed in order to preserve community character and set the stage for future growth.

Concerning the first point, the idea of investing in the community during lean times can seem foolhardy or impossible. But this plan shows that there are consequences and costs to *not* investing, just as there are costs to *not* planning.

For example, during this planning process Connersville Utilities was working in the industrial park when a 4-foot section of an old, brittle water main blew out and started to fill the ditch with water. The system was antiquated; it has been so long since improvements were made that no one knew where all the valves were to turn the water off.

The fire departments brought in their pumps to keep the pit clear, but they all failed as the pit kept filling with water. It was necessary to turn off all the water system, leaving the entire town without water. Businesses and the courthouse were closed down until the pipes were fixed.

The next two points underscore the idea that community planning is a critical tool for maintaining and improving vital assets; for example, economic development, infrastructure and quality of life.

In a rural community with limited options for large-scale growth, it is important that a comprehensive plan is not simply a checklist of everything the county lacks (better roads, higher-paying jobs, nicer housing, etc.).

Nor should it spend much effort planning for economic windfalls that are unlikely to occur in large numbers or in the short-term.

Instead, the plan should focus on realistic solutions to the everyday problems facing residents.

Because many rural communities lack the resources to tackle problems immediately, the emphasis should be on setting priorities and building capacity for growth.

A review of 35 previous planning documents done in Fayette County over the last 15 years shows a remarkable consistency in the community's goals and priorities. Rather than re-invent all the research that went into those previous plans, the steering committee used the previous efforts to create the foundation for this comprehensive plan.

The steering committee's top priorities will be shown in this chapter. At every step of this process, using newspaper notices, public meetings, a website and other resources, the committee strived to create this plan in an open and transparent manner. That same approach will be used as Fayette County takes its next steps toward planning.



Everton Subdivision Pflums Rolling Hills

WHAT ARE THE KEY FINDINGS FROM THE RESEARCH?

LAND USE

- The community growth forecasted in the 1970s has not occurred, yet the community has maintained plans to support that growth.
- Agricultural land use has changed in character over the years.
- Patterns of growth and then abandonment have left empty commercial and industrial areas throughout the community.

ECONOMIC DEVELOPMENT

- Although health care and social assistance is the county's largest employer, agriculture is also a large contributor to the Fayette County economy.
- Fayette County lags behind the Indiana average in educational attainment and per capita income.
- Fayette County is a net exporter of workers, strongly linking the county economy with the regional economy.

HOUSING

- The population of Fayette County declined by 5 percent from 2000 to 2009.
- Connersville has a higher percentage of vacant housing than the county and state.
- Building permit issuance has decreased in the last 10 years as the population of Fayette County also decreased.



Railroad Trestle in Connersville.

NATURAL RESOURCES

- Local water resources – including groundwater and the Whitewater River – are outstanding assets that should be protected and shared.
- The community’s parks are well-used and appreciated by residents. To maintain the quality of the parks into the future, the community will need to secure funding for improvement of existing facilities – and to add new walking and bicycling trails.
- Development in rural portions of the county must be completed in a responsible manner. Additional protections are needed to promote responsible development in floodplains and in rural subdivisions.

UTILITIES

- Provision of quality utility service to already developed areas is the community’s highest utility priority. Serving undeveloped areas with new utilities should be a low priority.
- While extending infrastructure is generally a low priority, there are many county residents without any suitable water supply. A county-wide water plan needs to be developed that will provide service, in a manner that does not cause unmanaged sprawl. Such a plan will show developers where in the county they can expect to have utility water.
- The community’s groundwater supply is an economic development resource that should be used to attract and grow business and industry.

TRANSPORTATION

- Improvement of transportation infrastructure serving existing neighborhoods, commercial areas and industrial developments is the community's highest transportation priority.
- Standards should be adopted to encourage transportation improvements to address all modes of transportation – including vehicular, pedestrian and bicycles.
- Mettel Field is an economic development asset for the community. Investments in that asset will be required to achieve its potential.
- Cooperation between railroads is necessary for the community's future economic development.

WHAT DEVELOPMENT PRINCIPLES DOES THE PLAN INCLUDE?

Development principles are the foundation of the comprehensive plan and should guide decision makers as they interpret the document. They answer the question: "What is important to our community?"

Downtown

Downtown is the most visible expression of our community and should be its cultural and economic hub. Because the free market has not delivered everything we want downtown, public investment such as infrastructure is needed to spur private growth.

Reinvestment vs. New Growth

Patterns of growth and then abandonment have left empty commercial and industrial areas throughout our community. Revitalizing those areas takes precedence

over allowing growth and the extension of infrastructure into new areas. We believe in the use of incentives to encourage this reinvestment.

Land Use Planning & Enforcement

We believe in committing resources for fair and consistent code enforcement. Money, time and political will are all needed to ensure that the rules protecting our quality of life are enforced.

Economic Development

Global trends have permanently altered our local economy. While the industrial sector is still important, we must build and promote other assets, such as quality of life and tourism. Improving quality of life *is* economic development, and increasing amenities for community residents will also boost tourism offerings.

Recreation and Greenspace

More can be done to create recreational opportunities, including biking and walking paths and use of the Whitewater River. An emphasis must be placed on creating links between recreational areas to create a community wide system.

Agricultural Land

In order to protect our rural heritage, farmers should be allowed more opportunities to generate income from their land with agricultural-related businesses.

Housing

The county's housing plans should be aligned with current demographic trends, such as a declining population and incomes. Emphasis should be placed on revitalizing existing neighborhoods over building new ones, and ensuring adequate housing for people of all stages of life.

WHAT ARE THE GOALS AND STRATEGIES OF THIS PLAN?

The following pages include the goals and strategies set by the steering committee that pertain to land use issues.

Land Use

- ❑ Revise the zoning map to adequately reflect community goals in three areas:
 - ❑ **Commercial:** Encourage redevelopment of existing areas over creation of new commercial districts. Add a new zoning designation for the downtown business district.
 - ❑ **Residential:** Limit future residential growth to areas already served by existing utilities.
 - ❑ **Agricultural:** Incorporate a third agricultural land use to reflect the mixed use agricultural/rural residential nature of the southern portion of the county and to protect sensitive natural resources such as forests and steep slopes.
 - ❑ Convene citizen-based advisory groups to tackle important but unresolved issues. Citizen initiative and participation were behind the recently adopted CAFO and wind energy ordinances, and will be needed to resolve other issues such as:
 - Preserving agricultural life
 - Urban agriculture
 - The Village of Orange
- ❑ Update the zoning code to address these issues:
 - ❑ Plan review requirements
 - ❑ Home occupation regulations
 - ❑ Agricultural-related special exceptions
 - ❑ Lot and yard requirements
 - ❑ A downtown zoning district

- ❑ Airport protection district
- ❑ Well head protection overlay district
- ❑ Revised neighborhood development patterns
- ❑ Update the subdivision code to address these issues:
 - ❑ Road requirements
 - ❑ Green engineering
 - ❑ Landscape requirements
 - ❑ Effect of subdivision standards on affordability
- ❑ Create and maintain a Capital Improvement Plan.

After Planning

- ❑ Adopt a county nuisance ordinance that focuses on residential areas with issues such as trash, noise, overgrown properties and dangerous buildings.
- ❑ Adequately fund litigation and enforcement line items in the budget of authorized county departments. Currently, the budget allows for only occasional, small enforcement actions.
- ❑ Adjust permit fees to cover the actual costs of services such as inspections, plan reviews and petitions.
- ❑ Create an inventory of vacant and undeveloped properties zoned for business and industrial uses and inventory spot zones and speculation rezones that were never acted on by the petitioner.
- ❑ Continually examine how stretching code interpretations and making decisions that are **not** consistent with the zoning and subdivision regulations create unintended consequences.

Economic Development

- ❑ Create, implement and manage revitalization plans for the downtown and commercial corridors.
- ❑ Develop industrial sites (new & expanding) with the

following characteristics:

- Served with infrastructure (at least to the property line).
- 100 or more useable acres.
- Actual or prospective rail access.
- Have appropriate zoning and development ready.
- Make a unified commitment to the redevelopment of the Connersville Industrial Park.
- Establish a specific geographic area as the targeted *economic revitalization area* by the City of Connersville.
- Protect the airport from commercial and residential encroachment.
- Pursue funding for the reconstruction of Western Avenue as a major business retention and expansion initiative.
- Continue planning and moving forward with greenway projects and initiatives.

Housing

- Explore options for neighborhood revitalization projects including both aesthetic and structural improvements, including the importance of infrastructure improvements to streets, sidewalks and curbs.
- Encourage occupancy of existing housing over new developments.
- Develop a plan to provide phase-down as well as exclusive housing for seniors.
- Find a housing organization to routinely look for housing grants and other housing opportunities relevant to Fayette County.

Natural Resources

- Protect the groundwater supply for local use and economic development.
- Protect the groundwater quality from environmental contamination.
- Develop a plan to share the water supply throughout the county.
- Implement watershed protection measures along the Whitewater River.
- Develop additional river access points in the county.
- Construct walking trails along the Whitewater River.
- Prioritize improvement of existing parks over establishment of new parks.
- Implement the community's plans for a network of walking and bicycling paths.
- Establish park boards and create a five-year Park and Recreation Master Plan to become eligible for DNR funding for parks.
- Update floodplain ordinances to prohibit occupied structures in floodplains.
- Require conservation subdivisions for new subdivisions in rural areas.

Utilities

- Develop a strategy for promoting local economic development based on the water supply.
- Develop strong ordinances to preserve local water rights for Fayette County aquifers.
- Encourage strong water quality protections, especially within the Whitewater Valley Aquifer.
- Create a County-Wide Water Plan that establishes a strategy for providing potable water service to rural

areas throughout the county where appropriate.

- ❑ Prioritize maintenance of existing systems over extension of new utilities.

Transportation

- ❑ Prepare an updated Thoroughfare Plan.
- ❑ Pursue final decision on the potential Western Avenue upgrade to SR 1.
- ❑ Finalize a solution for truck routing issues related to the low railroad underpasses.
- ❑ Update street standards to incorporate complete streets policies in all districts.
- ❑ Create a Capital Improvements Plan for local road and street work.
- ❑ Develop plans for the joint pursuit of priority city/county projects.
- ❑ Implement the recommendations for Mettel Field from the 2010 Connersville Intermodal Feasibility Study.
- ❑ Work with Wayne County to establish appropriate land use protections for Mettel Field.
- ❑ Evaluate and implement a zoning overlay district to enact improved land use protections for Mettel Field.
- ❑ Work with local railroads to resolve past differences and work together for the good of the community.

Critical Sub Areas

- ❑ **Downtown:** Create long-term goals to revitalize downtown through improvements to infrastructure and by increasing the stock of stores and services. For example, continue with plans to create a downtown meeting place by redesigning the area around the courthouse parking lot.

- ❑ **Downtown:** Place wayfinding signage in key areas to point visitors to important landmarks.
- ❑ **Neighborhoods:** Reinvest in traditional neighborhoods with activities such as city sponsored “clean up days” and subsidized grant for home repairs/remodeling.
- ❑ **Neighborhoods:** Use Hartford City’s Build a Better Blackford program as a template to create a volunteer organization that demolishes blighted and dilapidated houses and buildings.
- ❑ **Park Road:** Discourage additional commercial expansion to the north on SR 1 beyond what has already been rezoned.
- ❑ **Park Road:** Continue public investments in Park Road to revitalize the area.
- ❑ **Park Road:** Make it a priority of economic development and city officials to actively recruit quality tenants for the Park Road district.
- ❑ **Park Road:** Create public-private partnerships to keep the district strong.
- ❑ **Industrial Park:** Develop an incremental utility extension plan to service new industrial sites.
- ❑ **Industrial Park:** Offer incentives to encourage businesses to locate in existing areas and take advantage of existing infrastructure capacity.
- ❑ **Industrial Park:** Create and implement a redevelopment plan for the old industrial park.
- ❑ **Western Avenue:** Pursue funding and complete design for Western Avenue.
- ❑ **Western Avenue:** Develop Western Avenue as a gateway into the city.
- ❑ **Western Avenue:** Use Western Avenue to revitalize the old industrial park as part of a business retention effort.

WHAT HAPPENS NEXT?

Implementation is the most important factor in ensuring the success of a comprehensive plan. The final chapter of this report includes a detailed implementation guide.

After implementation, periodic review is needed to keep the goals of the plan alive. Every year or so the planning commission, city council and other leaders should review the implementation plan and make note of possible future changes.

For example, the biannual comprehensive review team might include:

- APC members
 - APC president
 - One additional BZA member
 - City council representative
 - County commissioners representative
 - County council representative
- Other members
 - Mayor
 - Economic development representative
 - Housing authority representative
 - School corporation representative
 - Ministerial association representative
 - Agricultural representative
 - Fayette County Foundation representative

Chapter 4

After Planning



PLANNING DECISIONS

Decisions about land use live on for years.

In fact, almost everything you like and don't like about your community's planned environment represents a series of decisions; usually a mixture of rules and compromises between public officials and private developers.

Seen in this light, it can be beneficial to tour a community looking for problematic land uses, and then working backwards to examine what decisions led to the conditions.

By looking beyond planning, to items like implementation and enforcement, local leaders can see the positive and negative consequences of their choices. The three sections of this chapter will:

- Look at existing land use conditions in the county.
- Review case studies on how well-intentioned decisions can lead to problems.
- Suggest ways to make the most out of planning efforts.

UNINTENDED CONSEQUENCES

This section examines the consequences – unintended and otherwise – of planning and of not planning. It also touches on what happens when local regulations are not enforced.

Land use decisions can create problems that do not become apparent until much later, and routinely granting exemptions to regulations create both opportunities and costs.

The photo in Exhibit 1 was taken in the county. It is an example of what can be called a “de facto subdivision.”

The landowner did nothing improper or illegal, but the project has grown into a small subdivision without all the possible ramifications of a subdivision being considered. Note the surrounding farmland; there is no other housing cluster in the area.

From a planning perspective, there are disadvantages to allowing piecemeal development. For example, it may not be in keeping with its rural surroundings. It may also create a mini-demand for services such as water, sewer, fire protection, etc., in a fairly isolated area.



Exhibit 1: De Facto Subdivision

The photos at right, taken while standing in one spot in southern Fayette County, show three types of land uses.

Exhibit 2 is an example of a spot zoning decision which permitted a business to build in an agricultural zone. The building is now empty.

Assuming the building gets a proposed re-use before it falls into disrepair, decision makers will have to determine if the new use is appropriate to the rural area. They may also get a proposal that would not be a good fit for the neighborhood, but decide it would be better than allowing the structure to deteriorate.

Exhibit 3 shows the property directly across the street; a fairly new and well-kept single family home.

Should other nice homes be encouraged in the area? If so, what should happen with the empty business across the street? Which takes precedence, permitting almost any new type of business to fill the empty property or prohibiting some types of businesses in order to encourage residential growth?

Exhibit 4 shows the area just beyond the business' parking lot. Rolling farmland can be seen in the background, along with a few, widespread homes set back from the road.

Considering that there are businesses, homes and farmland right next to each other, what type of neighborhood is this? What type of neighborhood is it likely to become?

While some mixing of uses is appropriate in a rural area such as Fayette County, it provides little direction to those making land use decisions. For property owners, it is also difficult to determine where to build a house or business because there's no certainty about what will be allowed next to their property in the future.



Exhibit 2: Spot zoning decision for a business



Exhibit 3: Residential property



Exhibit 4: Farmland

Exhibit 5 at right is from a county subdivision. The roads are paved but there are no curbs or sidewalks.

Consequences arise when county government assumes control of subdivision streets. Without regulations that require sidewalks or streets built to certain standards, the county will eventually inherit sub-standard roads which require taxpayer money to repair and maintain.

Also, in some subdivisions, parking on substandard streets can reduce fire department access.

CASE STUDIES

When making decisions about a proposed development, local leaders obviously have no method of looking into the future to see if it will turn out as planned.

But they do have a method of looking back at the past.

The goal of this section is not to champion one course or solution, but to create awareness about how land use decisions can inadvertently damage existing assets while shifting costs to the wider public and local government.

CASE STUDY FOR UNINTENDED CONSEQUENCES: THE CHIROPRACTOR

A local chiropractor receives approval to operate his chiropractic office out of his home. He claims hardship; he cannot afford to start the business in a commercial district. He needs a special exception because the business is not an allowed use in a residential area.

Local planning bodies, in the spirit of promoting all economic development, grant the exception. Possible consequences:



Exhibit 5: No curbs or sidewalks

1. The new business, operating out of the chiropractor's home, has much lower overhead and thus can charge less.
2. Meanwhile, another chiropractor who has had a downtown office for 12 years loses customers. To save money, he closes his downtown office and seeks cheaper rent outside of downtown.
3. The owner of the downtown chiropractor's building, without a tenant, cannot afford to make the renovations necessary to attract a wider range of new businesses. The building sits empty.
4. The chiropractor and his staff stop having lunch downtown every day.
5. There are no longer customers from the downtown chiropractor to do errands or spend other money downtown. Those businesses lose the profit margins necessary to make investments in growth.
6. Local planning bodies get a petition to allow a landscaping service to operate out of a home in a residential neighborhood. Having granted the previous exception, they also grant this one.

7. Local planning bodies get a petition to allow a beauty parlor to operate out of a home in a residential neighborhood. Having granted the previous exceptions, they also grant this one.
8. Residents of core neighborhoods begin to complain about heavier traffic, storage of materials, road wear and other problems on the previously quiet streets.
9. The long-time beauty parlor on the edge of downtown moves out for cheaper rent further from the city.

Alternatives: Enforcement of existing codes is about the APC and BZA making decisions consistent with the zoning code and subdivision regulations. These organizations should be leery of variances from development standards. The community could also create a micro-business incubator to foster downtown businesses.

CASE STUDY FOR REVITALIZATION VS. EXPANSION: THE 24ST STREET BRIDGE

Residents concerned about traffic at 5th and Eastern have proposed a new bridge to cross the river on the north side of the city. Residents in the northeastern portion of the city argue that this will cut down on the number of vehicles at 5th and Eastern, and the number of people crossing the 5th Street bridge. Possible consequences:

1. The bridge will improve connectivity for +/- 1,000 people in northeast Fayette County.
2. Bridge improves connectivity to this area, and opens up new areas for housing.
3. Developers construct new housing along 24st street east of the river. Existing residents relocate to the new housing.

4. Residents relocating to the new housing depopulate core neighborhoods.
5. Changes in driving patterns result in changes in traffic patterns that affect business activity along 5th Street, in downtown and the lower end of Park Road.
6. A new fire station needs to be constructed to improve response times to new developments farther from downtown, and new fire trucks and equipment are purchased.
7. Additional police are needed to provide security.
8. An increase in property taxes is required to provide the needed fire and police protection.
9. Even though the developer pays to extend utilities, the city has to pay costs for additional maintenance for water/sewer in the area. This causes rates to go up for everyone in Connersville.

Alternatives: Focus on redevelopment of core neighborhoods. Fixing roads, investing in housing, adding sidewalks, etc. adds value to existing homes and strengthens assessed valuations and tax base.

CASE STUDY FOR REVITALIZATION VS. EXPANSION: INDUSTRIAL PARKS

Since many businesses are looking for previously undeveloped sites to grow, the city provides utilities to a number of sites west of the airport. Water and sewer utilities are improved to these areas. Possible consequences:

1. Funding is focused on constructing new infrastructure at the new industrial park.
2. Infrastructure improvements at the existing

industrial park are deferred so there is funding for the new industrial park.

3. Existing businesses at the old industrial park relocate to the new industrial park.
4. Deferred investments could also lead to businesses leaving the city.
5. Businesses at the new industrial park ask for help in paying for the cost to get rail service to the new industrial park (even though they had it previously at the old industrial park).
6. Buildings in old industrial park continue to deteriorate because of lack of investment.
7. City has to pay operation and maintenance costs on utilities remaining in the old industrial park, plus the new infrastructure serving the new industrial park.
8. Remediation of old industrial park environmental issues is left to the city after most businesses in that district relocate elsewhere in or out of the county.
9. City begins bussing service to help people get to work on the north side of town. These people could have walked to work previously.

Alternatives: Redevelop quality buildings at the existing industrial park. Demolish failing buildings and clean up environmental issues. Reinvest in existing infrastructure to make this park viable.

CASE STUDY FOR REVITALIZATION VS. EXPANSION: SHOPPING AREAS

Downtown was the original commercial district for the city. Huge investments were made in infrastructure to

make growth possible.

When 30th Street was developed, the center of commercial activity shifted to this district. Additional huge investments were made in infrastructure.

When Wal-Mart was developed, activity shifted to Park Road. As with the previous sites, there were large public and private investments in the area. Wal-Mart is now scheduled to leave Park Road and other big box retail stores have already done so. Possible Consequences:

1. Anchor business relocates to new area.
2. Supporting businesses do not renew leases in current locations, and either relocate to the new area or simply close. Few “new” businesses are created in the process.
3. Empty “gray boxes” are left when businesses move out. A series of less desirable tenants move in and out of these buildings for several years before they eventually just sit vacant.
4. Vandalism becomes an issue in the old commercial districts.
5. When large buildings are closed, all public and private utilities cease. This means no alarms and no water to the sprinkler system. Vandalism can easily turn to arson.
6. The city steps up fire and police protection to help with issues for the new development – while also keeping a presence in the former area.
7. The city has additional streets and utilities to maintain, but has not increased their assessed valuation in the course of the development. Other services are cut to pay for these services.

8. Neighborhoods connected to old commercial areas falter.

Alternatives: Limit commercial areas to those that have already been defined or would be suitable in the future. Create public-private partnerships to ensure that those areas remain viable for future commercial growth.

BOTTOM LINE

Development for the sake of development with a short-term focus on taxes and physical investment can result in unanticipated long-term costs.

Allowing “growth at any cost” means you don’t apply planning principles evenly. People who obey rules are put at an unfair disadvantage by people who are given exemptions from the rules. Those individuals may prosper, but the costs of the exemptions are transferred to the entire community.

MAKING THE MOST OUT OF PLANNING

As this chapter demonstrates, having planning and zoning is just the first step in guiding the county toward a more predictable future.

Even-handed enforcement of those regulations is the second step. Directing resources –money, education and political willpower – toward carrying out the plan is the third step. The last step would be periodic review of the plan’s goals and implementation.

Following are some suggestions for moving beyond planning and achieving the goals of this document.

- Adopt a county nuisance ordinance that focuses on residential areas with issues such as trash, noise, overgrown properties and dangerous

buildings.

- Clearly identify the agencies responsible for the various nuisance problems and the board or commission responsible for enforcement. For example, trustees maintain authority over Indiana weed laws in nonresidential areas.
- Make it clear to the public where appeals are directed, who is responsible for litigation costs, what county department will be charged with the tasks of removing dangerous buildings, cleaning up junk properties and creating clearly written rules of procedure.
- Adequately fund litigation and enforcement line items in the budget of authorized county departments. Currently, the budget allows for only occasional, small enforcement actions.
- Adjust permit fees to cover the actual costs of services such as inspections, plan reviews and petitions. Increase administration fees such as the improvement location permit and certificate of occupation to help cover the costs of more aggressive code enforcement, particularly if a county nuisance code is adopted and to help fund a dangerous buildings program.
- Develop decision trees for the APC, BZA and legislative bodies to filter petitions and to encourage reuse of vacant and infill properties as an alternative to rezones and new development and extension of new utilities.
- Create an inventory of vacant and undeveloped properties zoned for business and industrial uses and inventory spot zones and speculation rezones that were never acted on by the petitioner. Consider returning these properties

to the original zoning designation.

- Continually examine how stretching code interpretations and making decisions that are consistent with the zoning and subdivision regulations create unintended consequences.

Chapter 5

Quality of Life



FAYETTE COUNTY HISTORY

Fayette became an official Indiana county by a Legislative act that took effect on January 1, 1819. It is named for French General Lafayette and located in Eastern Indiana, about 50 miles east and south of Indianapolis. The county seat and largest city, Connersville, was officially designed by John Conner in 1817, though his trading post was established in 1805.

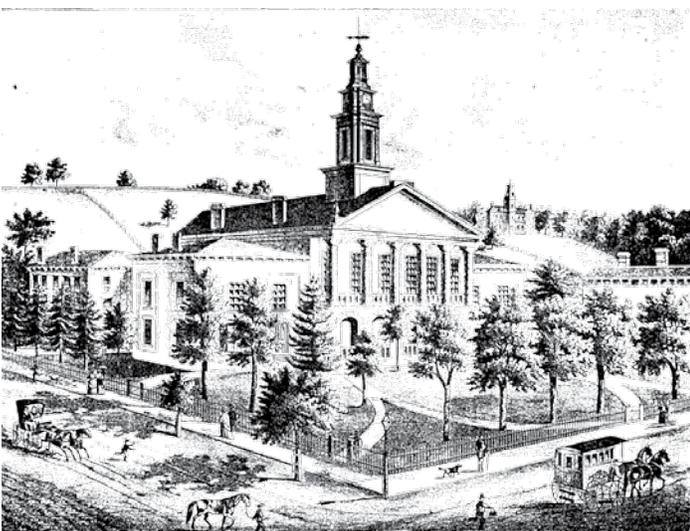
Connersville is situated on the White Water Valley Canal and was thought to be one of the most promising towns in Eastern Indiana in the 1850s. Anyone residing in the county before December 31, 1825 is considered a “pioneer” of Fayette County, according to the Society of Indiana Pioneers. In 1849, residents constructed the county’s second courthouse. It was known as “one of the most spacious, convenient, and substantial buildings of its size in the State” (Indiana Gazetteer, 1849).

Around 1880, a beautiful ceiling painting was introduced; a decade later the courthouse was remodeled to the appearance it would keep until the most recent remodeling

in 2006. Since this courthouse was established before any in Indianapolis, it served residents of the state capital as well.

Connersville eventually became known as a furniture and carriage town because there were several factories nearby. Most of the furniture factories were established in the late 1800s and had showrooms all over the United States. After the introduction of motorized vehicles, the industry changed to automobile factories which were so successful the town was known as “Little Detroit.”

Indiana’s first free fair was held in Connersville in September of 1852, and the country’s first high school concert band was established in 1906 at Connersville High School. Some famous historic Connersvillians include Caleb Blood Smith, Secretary of Agriculture under Abraham Lincoln, O. H. Smith, railroad builder and United States Senator from 1837-1843, J. N. Huston, 1889-1891 Secretary of the United States Treasury, Howard Garns, creator of the logic game Sudoku, and Robert Wise, one of early Hollywood’s most acclaimed directors and producers.



Fayette County Courthouse 1849



Fayette County Courthouse after 2006 renovations

FAYETTE COUNTY CHARACTER

Fayette County maintains a rural feel though it is only about 50 miles away from Indianapolis, Cincinnati, OH and Dayton, OH. Locally, residents enjoy abundant natural resources, plenty of events year-round, beautiful wildlife, and long-standing traditions. One of the county's oldest traditions is the Fayette County Free Fair, held in Connersville. The fair includes tractor pulls, fiddle and banjo contests, a corn hole tournament, a demolition derby, and a colorful parade, among other exciting events.

The county's rich history is preserved and exhibited in the Fayette County Historical Museum in Connersville. Also in Connersville, the Canal House, originally built as headquarters of the Whitewater Valley Canal Company, is now a historic building and holds 19th century Canal accounting records. The Canal House acts as a reminder that waterways were once the primary form of transportation and this man-made structure connected the area to all major rivers in the Midwest. The Whitewater Valley Railroad has also been a great asset to the area and still acts as a tourist destination. The railroad attracts visitors by transforming into "The Polar Express," "Rails to Romance," "Thomas the Tank Engine," and "The Pumpkinliner."

The county's natural resources also add to its great character. The Shrader-Weaver Nature Preserve, a National Nature Landmark, is home to 28 acres of old-growth upland forest. The park includes a pioneer homestead and 96 acres of open fields, woods, and streams. The Mary Gray Bird Sanctuary occupies more than 700 acres and is owned and operated by the Indiana Audubon Society. The sanctuary preserves beautiful forests, meadows, and streams and acts as a wildlife refuge for birds and other native organisms. In nearby Milton, Manlove Park and the adjacent dam and lake offer a beautiful vista, and a fine campground. The Whitewater River Campground offers all the camping amenities and is located on the scenic Whitewater River.

For entertainment, visitors and residents can enjoy an eight-screen Showtime Cinema, several bowling centers, a beautiful country club, and various canoe and kayak rentals, along with the local festivities offered year-round. Eklund's Crazy Acres has a seasonal corn maze, weekend haunts, wagon rides and other autumn festivities. Connersville provides fun and competitive youth and adult athletic leagues and there are local health clubs in town to help keep everyone in shape. Other special events include the Pushmobile 400, where Boy Scouts



Free Fair 1909



Free Fair 2009



Eklund's Crazy Acres Corn Maze

race their handmade push cars down Connersville streets, the city's Armed Forces Day Parade, the Jaycees' Springfest Carnival, the annual Easter Egg hunt in Roberts Park, Fayette County Free Fair, Connersville's "Little Detroit" Go Cart Race, and the Fall Festival and Car Show, which has games, arts and crafts, classic cars and live entertainment.

FAYETTE COUNTY COMMUNITY AND CULTURAL RESOURCES

CULTURAL RESOURCES

Fayette County has a variety of historic and contemporary cultural resources. The county has seven places (The Canal House, Elmhurst, Fayette County Courthouse, William Lawry House, Thomas Ranck Round Barn, Longwood Covered Bridge, and Roots Company Factory) designated as historic by the National Register of Historic Places:

The Canal House was built in 1842 and was the headquarters of the Whitewater Valley Canal Company, although the Canal did not reach to Connersville until 1845. The Whitewater Valley Canal Company was created to finish the incomplete canal after the State of Indiana could no longer afford to finish the Whitewater Canal. After the Whitewater Valley Canal Company took

over, the Canal spanned from Lawrenceburg, Indiana to Hagerstown, Indiana.

Elmhurst is a historical mansion that was once owned by Caleb Smith, the Secretary of the Interior under President Lincoln. The mansion was built in 1831; since then, it has been used as a residential house, a link on the Underground Railroad, a sanitarium, an exclusive girls' school, a military institute, and, finally, a Masonic lodge.



Elmhurst Girls School

The Fayette County Courthouse is located in the heart of Connersville and has served as the county courthouses since the 1820s and has undergone several reconstructions. It was recently renovated and refurbished, highlighting the beautiful historic ceiling paintings and frescoes.



Fayette County Courthouse

The William Lowry House is located in Bentonville. It was built around 1825 and is a fine example of Federal style architecture. Although it was once abandoned and in ruins, the house has been restored and is now in the National Register of Historic Places.

The Thomas Ranck Round Barn is located near the Fayette-Wayne county line. Many round barns were built in Indiana in the late 19th and early 20th century, but this is one of the most elaborate in design.



Thomas Ranck Round Barn

The Longwood Covered Bridge is Fayette County's last surviving covered bridge. It originally crossed Williams Creek northeast of Glenwood, but was moved in 1984 to Robert's Park in Connersville to honor its historic significance. It was built by the Kennedy Brothers in 1884 and was given its name because its original location was near the Longwood Station of the B&O Railroad.



Longwood Covered Bridge

The Roots Factory was originally a woolen mill built in 1846. In 1892 a factory was erected and used to produce furniture for the Connersville Furniture Company that shipped to all parts of the United States. Throughout the years, the product of the factory changed from furniture to cabinets, caskets, blowers and vacuum pumps.

In addition to those places in the National Register of Historic Places, Fayette County has several other culturally significant resources:

Five churches in the downtown area considered outstanding examples of period church architecture by Historic Landmarks Foundation of Indiana and are important parts of the physical character of downtown.

1. Saint Gabriels Catholic Church, 929 Grand Ave
2. First United Methodist Church, 729 Central Ave
3. Central Christian Church, 800 Central Ave
4. First United Presbyterian, 700 Central Ave
5. Trinity Church, 215 E 6th St

The Whitewater Valley Railroad Museum operates trains and special events throughout the year. The railroad operated historically significant diesel locomotives and open window coaches on a regular schedule, running from Connersville to Metamora. From there, a train carries passengers on an excursion along the restored canal, past the Canal Boat dock, a working aqueduct, and a restored lock.

Community historical events include the Free Fair, which has taken place in Connersville since September of 1852, and concerts of the country's first high school marching band, which was established in 1906 at Connersville High School.



Connersville Public Library, Dedicated March 25, 1909

The Fayette County Public Library is a cultural focal point in Connersville. The building was erected in 1909 and the entrance of the Library includes a long atrium walkway with exhibits displayed in windows on either side. Yearly circulation exceeds 175,000.

Fayette County has a number of contemporary cultural resources that complement those commemorating the past. These contemporary resources include:

John H. Miller Community Center is a beautiful building made possible through a generous donation from Patsy Miller in honor of her late husband. The Center includes an elegant banquet hall, meeting rooms, and a large multi-purpose room.

2900 Park Rd
Connersville, IN 47331-3069
(765) 825-5244

Fraternal Order of Eagles
800 North Eastern Avenue
Connersville, IN 47331-2064
(765) 825-4041

Knights of Columbus
921 North Central Avenue
Connersville, IN 47331-2051
(765) 825-4621

Senior Citizens Center
477 North Grand Avenue
Connersville, IN 47331-1905
(765) 827-1511

EDUCATION

Public Schools:

CFR Special Services

1200 Spartan Drive

Connersville, IN 47331

(765) 827-8400

Everton Elementary School

2440 E Everton Rd

Connersville, IN 47331

(765) 825-5840

Alquina Elementary School

4397 E Alquina Rd

Connersville, IN 47331

(765) 825-2995

Orange Elementary School

8318 W Key St

Glenwood, IN 46133

(765) 827-0180

Connersville Senior High School

1100 Spartan Dr

Connersville, IN 47331

(765) 825-1151

Connersville Middle School

1900 Grand Ave

Connersville, IN 47331

(765) 825-1139

Eastview Elementary School

401 S Fountain St

Connersville, IN 47331

(765) 825-5541

Fraze Elementary School

600 W 3rd St

Connersville, IN 47331

(765) 825-6811

Grandview Elementary School

2620 Iowa Ave

Connersville, IN 47331

(765) 825-2981

Maplewood Elementary School

1800 Eastern Ave

Connersville, IN 47331

(765) 825-3941

Fayette Central Elementary

2928 N CR 225 W

Connersville, IN 47331

(765) 825-6261

Whitewater Technical Career Center

1300 Spartan Dr

Connersville, IN 47331

(765) 825-0521

Non-Public Schools:

St. Gabriel Parochial School

224 W 9th Street

Connersville, IN 47331

(765) 825-7951

Community Christian School

3672 N. Western Ave

Connersville, IN 47331

(765) 827-9600

Faith Christian School
380 E Veterans Memorial Drive
Connersville, IN 47331
(765) 827-5561

HEALTHCARE

Altman Foot & Ankle Clinic
1475 E State Road 44
Connersville, IN 47331-8292
(765) 825-0800

American Optometric Association
124 East 6th Street
Connersville, IN 47331-2025
(765) 825-4127

Area 9 Agency on Aging
715 West 21st Street
Connersville, IN 47331-1750
(765) 827-1502

Associated Orthodontists of Indiana
1910 Virginia Avenue, Connersville
(765) 827-9876

Center for Relaxation and Rehabilitation
126 East 4th Street
Connersville, IN 47331-1921
(765) 827-5991

Christie Family Dentistry
2628 Western Ave
Connersville, IN 47331-1803
(765) 825-2941

Connersville Medical Center
3542 Western Avenue
Connersville, IN 47331-3427
(765) 825-4184

Dunn Mental Health Center
392 Erie Avenue
Connersville, IN 47331-3177
(765) 827-1367

Eye Center of Connersville
2045 Virginia Avenue
Connersville, IN 47331-2921
(765) 825-600

Family Dentistry
1605 Ohio Avenue
Connersville, IN 47331-2851
(765) 825-8449

Fayette Regional Health System
1941 Virginia Avenue
Connersville, IN 47331
(765) 825-5131

Gary Weber Family & Cosmetic Dentistry
1910 Virginia Avenue
Connersville, IN 47331
(765) 825-1121

The Healthy Touch Massage Therapy
746 Northside Ct
Connersville, IN 47331
(765) 265-3826

Heritage House Rehabilitation and Health Care Center
281 S County Road 200 E
Connersville, IN 47331-8220
(765) 825-2148

Hickory Creek at Connersville
2600 North Grand Avenue
Connersville, IN 47331-2499
(765) 825-9771

Lincoln Center Healthcare
1039 East 5th Street
Connersville, IN 47331-3301
(765) 827-6125

Moore Family Dentistry
210 West 7th Street
Connersville, IN 47331
(765) 825-5155

Whitewater Valley Care
450 Erie Avenue
Connersville, IN
(765) 827-7890

FIRE DEPARTMENTS

Everton Volunteer Fire Department
5495 S State Road 1
Connersville, IN 47331-9448
(765) 825-3031

Glenwood Fire Department
105 North Main Street
Glenwood, IN 46133
(765) 679-5111

Connersville Fire Department
204 West 6th Street
Connersville, IN 47331-1504
(765) 825-1113

LAW ENFORCEMENT

Connersville Police Station
100 East 5th Street
Connersville, IN 47331-2021
(765) 825-2111

Fayette County Sheriff's Office
123 West 4th Street
Connersville, IN 47331-1996
(765) 825-1110

PARKS AND RECREATION

Natural resources have largely shaped the park landscapes and prospects for recreation in Fayette County. The county has beautiful old forests and cherished nature preserves.

Roberts Park is a beautiful recreation area in Connersville. There is a large amphitheater, a pavilion, several buildings for community events, tennis and basketball courts, horseshoes, picnic and playground facilities, an outdoor swimming pool, and a baseball field. A highlight of the park is Longwood Bridge, Fayette County's last surviving covered bridge.

Roberts Park
2900 Park Road
Connersville, IN 47331
(765) 825-5244

Manlove Park is another green area that provides cultural activities. The park is operated by the Fayette County Conservation Club and boasts an 18-acre lake, 123 acres of campgrounds, hiking trails, a horse track, a nature center, and a lodge. It is about ten miles northwest of Connersville.

Manlove Park
6632 N. Manlove Road
Milton, IN 47357
(765) 478-4080

Mahan Park, which was made possible by a donation of land by the Mahan family, provides the only public access to the Whitewater River in Fayette County. This 12.91 acre property, owned by Fayette County Park Board, is entered immediately north of "five mile bridge" where Williams Creek joins the Whitewater River.

Big Bear Boy Scout Camp in Jackson Township offers family oriented camping when no Boy Scout activities are scheduled.

The Shrader-Weaver Nature Preserve, a National Nature Landmark, is home to 28 acres of old-growth upland forest. The park includes a pioneer homestead and 96 acres of open fields, woods, and streams.



Manlove Park



Mary Gray Bird Sanctuary

Shrader Weaver Nature Preserve
Co. Rd. 450 W. & 600 N.
Connersville, IN 47331
(765)-478-3813

The Mary Gray Bird Sanctuary occupies more than 700 acres and is owned and operated by the Indiana Audubon Society. The sanctuary preserves beautiful forests, meadows, and streams and acts as a wildlife refuge for birds and other native organisms.

Mary Gray Bird Sanctuary
3499 S Bird Sanctuary Rd
Connersville, IN 47331
(765) 827-5109

Willowbrook Country Club
1982 Country Club Road
Connersville, IN 47331
(765) 825-2216

Smalley's Lake
State Road 121 South
Connersville, IN 47331
(765) 825-5244

Plaza Bowling Lanes
3150 Ohio Avenue
Connersville, IN 47331
(765) 825-6761

Robinson's Whitewater River Campground & Canoe Rental
1618 S. State Road 121
Connersville, IN 47331
1-866-822-CAMP

ECONOMIC DEVELOPMENT ORGANIZATIONS

Connersville Chamber of Commerce
504 North Central Avenue
Connersville, IN 47331-2046
(765) 825-2561
<http://www.connersvillechamber.com>

Connersville Tourism Board
524 Central Ave
Connersville, IN 47331
<http://www.tourconnersville.com/>

Economic Development Group
504 N Central Avenue
Connersville, Indiana 47331
(800) 943-2432
edg@edgconnersville.com

Fayette County Foundation
P.O. Box 844
Connersville, IN 47331
(765) 827-9966
<http://www.fayettefoundation.com/>

Fayette County Area Plan Commission
114 W 4th St
Connersville, IN 47331
(765) 825-9808

PUBLIC BUILDINGS AND INSTITUTIONS

Fayette County Annex Building
111 West 4th Street
Connersville, IN
(765) 825-8412

Fayette County Health Department
401 North Central Avenue
Connersville, IN 47331
(765) 825-4013

Fayette County Courthouse
401 North Central Avenue
Connersville, IN 47331
(765) 825-3251

Fayette County Highway Department
1931 S State Road 121
Connersville, IN 47331
(765) 825-5981

Fayette County Sherriff's Office
123 W 4th St
Connersville, IN 47331
(765) 825-1110

CHURCHES

Places of worship are prevalent resources in Fayette County. The following list of 49 churches was compiled based on information in the Yellow Pages and Indiana Home Town Locator. It is possible that churches included on this list are no longer in operation or that churches absent from this list have opened in Fayette County.

TABLE 5.1 FAYETTE COUNTY PLACES OF WORSHIP	
Church	Town
Alquina United Methodist Church	Connersville
Believe in God Transportation	Connersville
Bethany Evangelical Lutheran Church	Connersville
Bether Apostolic Church	Connersville
Bible Believers Baptist	Connersville
Bible Missionary Church	Connersville
Buena Vista Christian Church	Connersville
Cavalry Baptist Church	Connersville
Central Christian Church	Connersville
Christ Church of Connersville	Glenwood
Church of Jesus Christ of Latter Day Saints	Connersville
Community Gospel	Connersville
Connersville Apostolic Light House	Connersville
Connersville Church of Christ	Connersville
Connersville Church of God	Connersville
Connersville Seventh Day Adventist	Connersville
East Side United Methodist	Connersville
Eastview Baptist Church	Connersville
Everton Southern Baptist	Connersville
First Baptist Church of Connersville	Connersville
First Church of Christ Scientist	Connersville
First Church of Nazarene	Connersville
First Presbyterian Church	Connersville
First United Methodist Church	Connersville
Freedom Worship Center	Connersville

TABLE 5.1 CONTINUED FAYETTE COUNTY PLACES OF WORSHIP	
Church	Town
Full Gospel Church	Connersville
Garrison Creek Baptist Church	Connersville
Gortner Memorial Church of Nazarene	Connersville
Gospel Revelation Inc.	Connersville
Grace United Methodist Church	Connersville
Grandview Word of Life Church	Connersville
Greater Vision Church	Connersville
Growing Branches for Christ	Connersville
Harrisburg Union Church	Connersville
Higher Praise Worship Center	Connersville
Jehovah’s Witness, Kingdom Hall	Connersville
Kingdom Hall	Connersville
Living Waters Assembly of God	Connersville
Mount Zion Missionary Baptist Church	Connersville
New Heights Church of Christ	Connersville
Park Place Church of God	Connersville
Park Road Christian Center	Connersville
Peace Lutheran Church	Connersville
Pentecostal Tabernacle Church	Connersville
Solid Rock Community Church	Connersville
St. Gabriel Catholic Church	Connersville
St. Paul Lutheran Church	Connersville
Trinity Pentecostal Holiness Inc.	Connersville
Western Avenue Baptist Church	Connersville

Sources

- Manlove Park Online
<http://manlovepark.com/>
- Fayette County Foundation
<http://www.fayettefoundation.com/>
- Eklund's Crazy Acres
<http://cornyfun.com/>
- Cross Roads of America: Early Indiana History Fayette County
<http://www.countyhistory.com/fayette/start.html>
- Fayette County Historic Information
<http://www.co.fayette.in.us/history.htm>
- Fayette County Courthouse Preservation, Benjamin L. Ross
<http://b-levi.com/preservation/fayette.php>
- The Beginning of Connersville
<http://www.powellre.com/history.html>
- Tour Connersville
<http://www.tourconnersville.com/annual-events/free-fair.html>
- Connersville Chamber- History of Connersville Indiana
http://www.connersvillechamber.com/tourism/tourism_history.htm
- Indiana Historical Society
<http://www.indianahistory.org/search?SearchableText=CONNERSVILLE>
- Indiana Audubon Society
<http://www.indianaudubon.org/MaryGrayBirdSanctuary/tabid/61/Default.aspx>
- Whitewater Canal Scenic Byway
http://www.whitewatercanalscenicbyway.org/fayette_county.htm
- Fayette Chamber of Commerce
<http://fayettechamber.org/>
- National Register of Historic Places
<http://www.nps.gov/nr/>
- William Lowry House Nomination to the National Register of Historic Places
http://www.ljarchitect.com/310_LowryHouse.html
- City of Connersville
<http://www.connersvillecommunity.com>
- Connersville Community Profile
http://www.villageprofile.com/indiana/connersville_old/connersville.bk
- Fayette County Public Library Pictorial History
<http://www.fcplibrary.lib.in.us/anniv.htm>
- Visit Connersville Indiana
<http://www.visitconnersville.com/>

DEMOGRAPHIC PROFILE

This section provides an in-depth look at the Fayette County demographic makeup. Most of the demographic data available for Fayette County as of December 2010 is based on the U.S. Census data from 2000. The most recent survey was taken in April 2010. The Appendix includes a more detailed demographic profile of Fayette County.

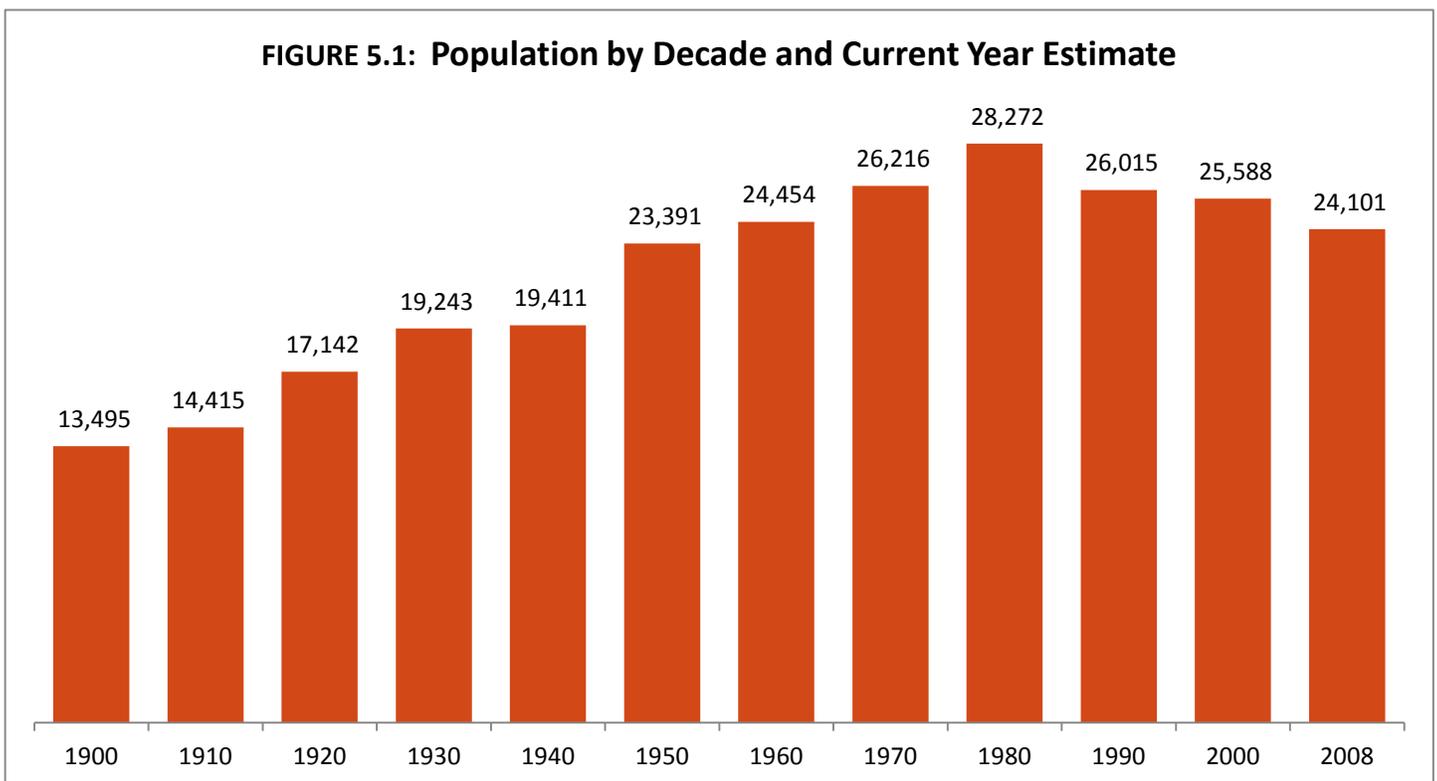
POPULATION

The population in Fayette County has fluctuated since 1900. As Figure 5.1 shows, the population of Fayette County grew steadily, with the exception of a near plateau of growth from 1930 to 1940, until 1980. Declines in population occurred following the 1980 peak of 28,272. The last census, recorded in 2000, revealed a population loss of 2,684 since 1980. Fayette County consisted of 0.38 percent of total statewide population in 2009 and ranked 62nd out of the 92 counties in Indiana.

Figure 5.2 illustrates the population estimate by year for Fayette County from 2000 to 2009. It is estimated that over the course of this 10 year period the population decreased by 1,455. Again, in 2000 Fayette County's population was ranked 62nd out of the 92 counties, however when looking at current trends that population ranking is expected to decline further in the coming years.

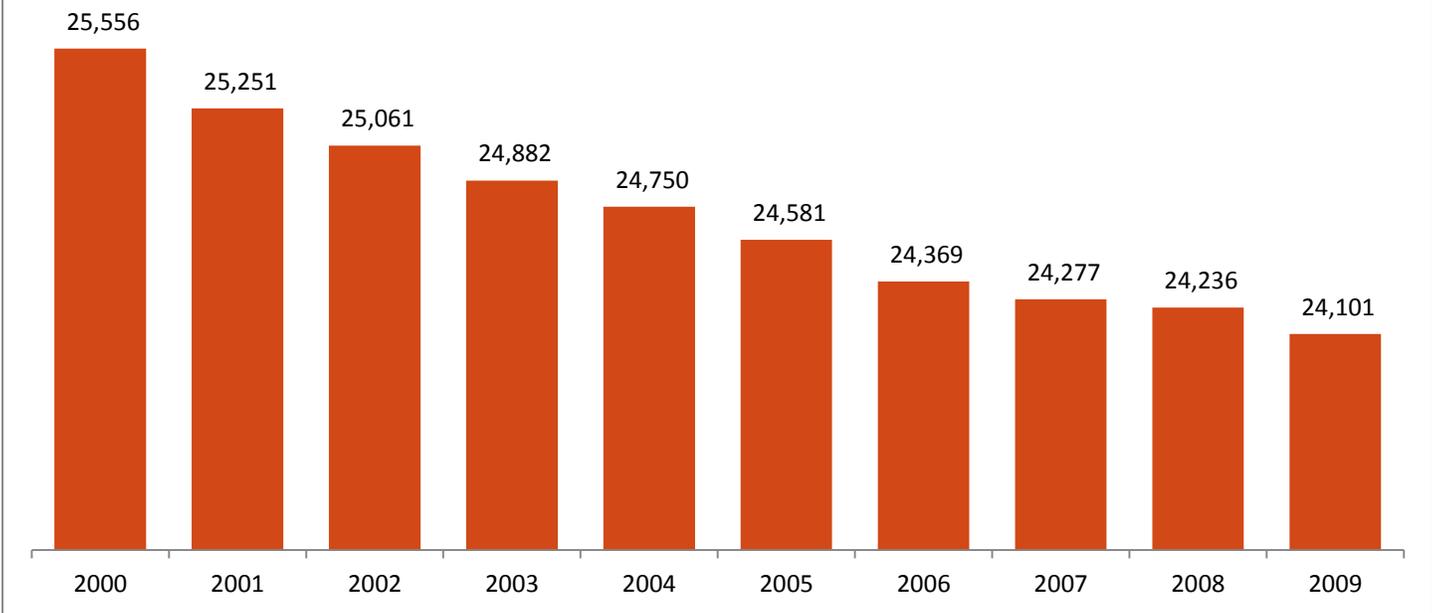
AGE

Figure 5.3 shows age distribution estimates for both Fayette County and Indiana in 2009. Fayette County's age distribution differs slightly from the state average. For the age group of 45 and up Fayette County is shown to have a higher percentage than the state average. For the ages 44 and under, Fayette County's percentage is below the state average.



Source: U.S. Census Bureau

FIGURE 5.2: Population Estimates by Year



Source: STATS Indiana

Figure 5.4 shows the median projected age for Fayette County. The age gap for Fayette County and Indiana is projected to increase over the next 15 years, and then reduces slightly between 2025 and 2035, before continuing to increase after 2035. The gap is measured at 1.8 in 2010 and it is estimated to increase to about 3.8 in 2040.

EDUCATIONAL ATTAINMENT

The total Fayette County enrollment record, beginning in the 2005 to 2006 school year, has experienced varied enrollment levels without a particular trend. The data show a high of 4,243 students within the Fayette County School Corporation in 2008-09 and a low of 4,184 in the 2009-10 school year.

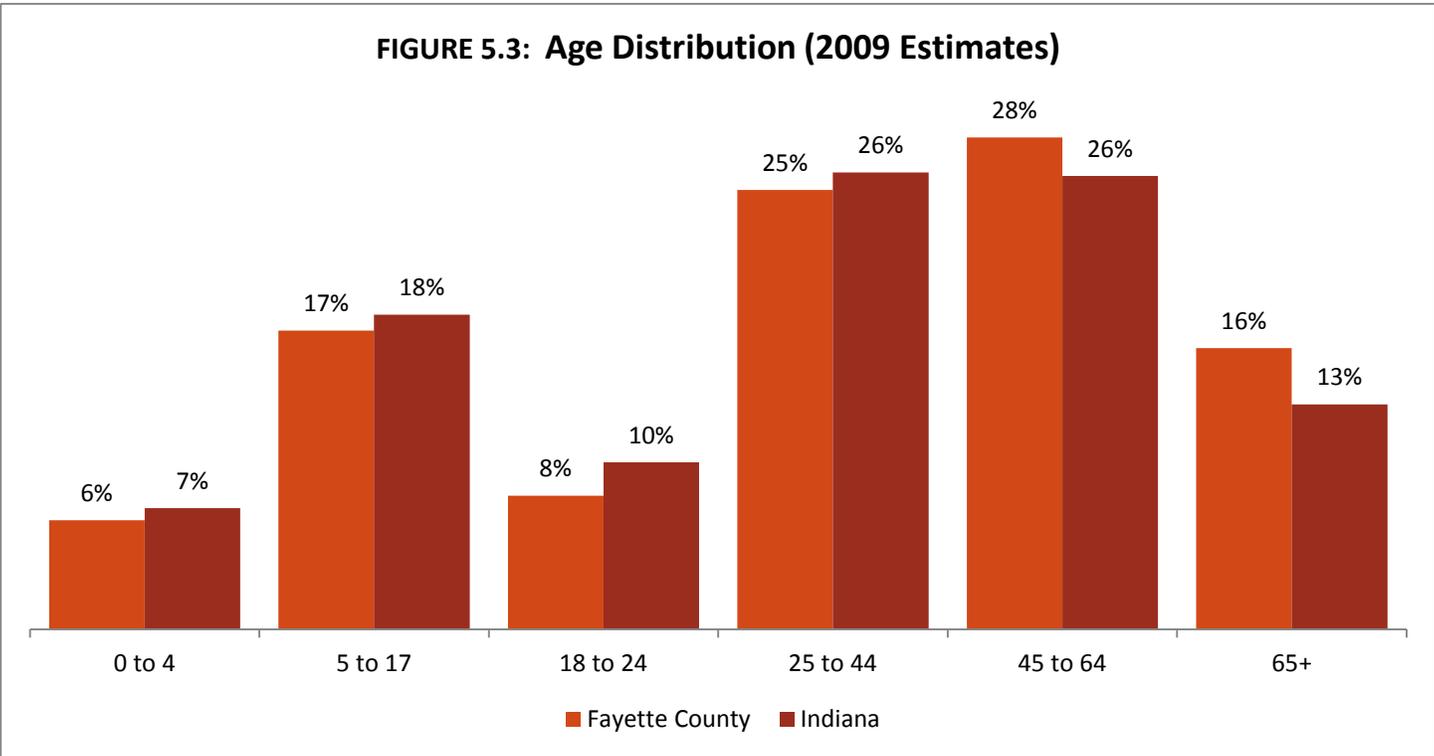
Fayette County is slightly lower when compared to Indiana as a whole in attaining a high school degree. Fayette County was able to close this gap from 1990 to 2000, moving from 11.7 percent below the state average

of high school graduates in 1990 to 8.4 percent below the state average in 2000.

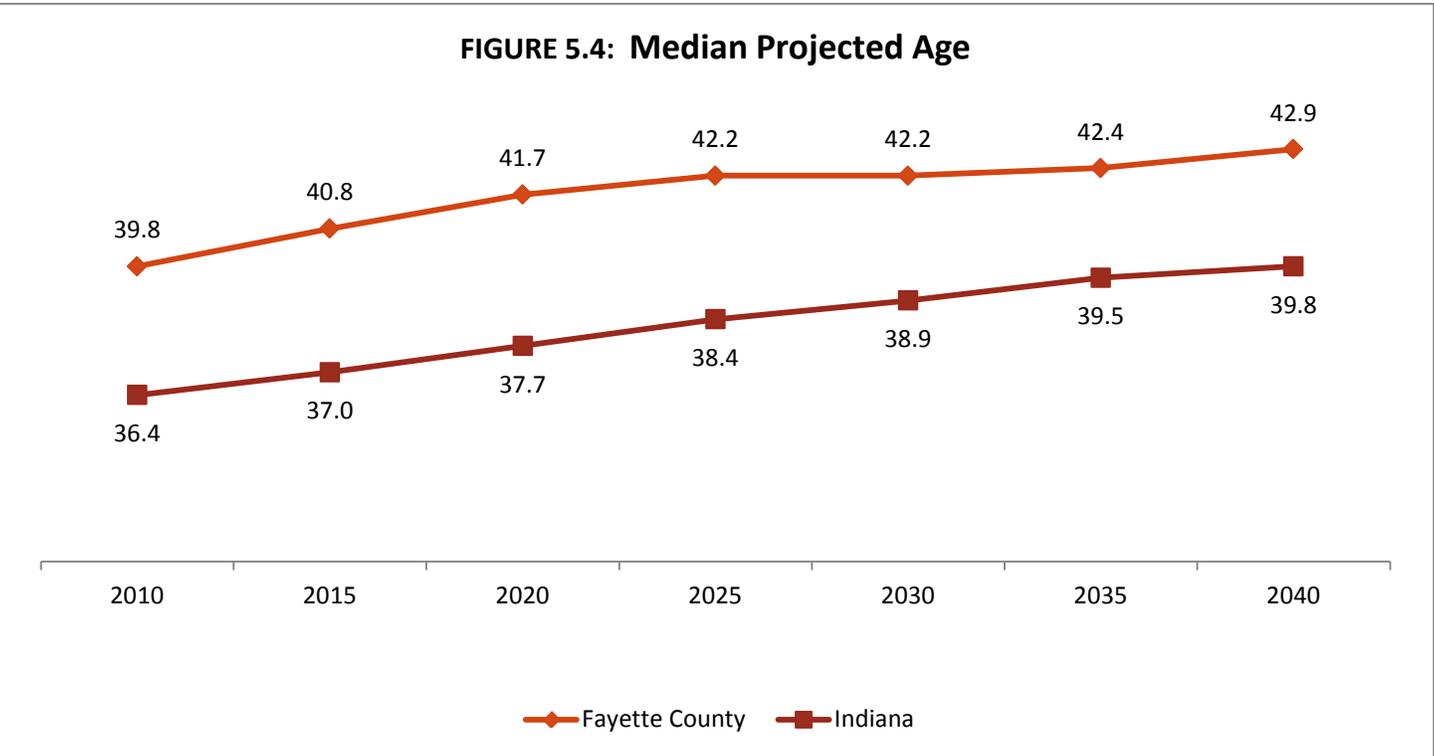
The state trends, when including and evaluating earlier state data, show a slow but steady rise in percentage of graduates pursuing college. In comparison, the trend for the percent of Fayette County graduates pursuing college is less conclusive, although the 3 percent rise from the 2007-08 class to the 2008-09 class is a positive sign.

POVERTY

The poverty rate tracks the percentage of individuals who are below the poverty threshold. Poverty thresholds are the dollar amounts used to determine poverty status, and vary according to the size and age of family members. The same thresholds are used throughout the United States and do not vary geographically. Fayette County has moved within 1.6 percent of the state average for Indiana. Income



Source: Stats Indiana, Indiana Business Research Center



Source: STATS Indiana

INCOME

Income is generally the aggregate of wages and salaries, net farm and non-farm self-employment income, interest, dividends, net rental and royalty income, Social Security and railroad retirement income, other retirement and disability income, public assistance income, unemployment compensation, Veterans Administration payments, alimony and child support, military family allotments, net winnings from gambling, and other periodic income. The median divides the income distribution into two equal parts, one having incomes above the median and the other having incomes below the median. For households and families, the median income is based on the distribution of the total number of units, including those with no income.

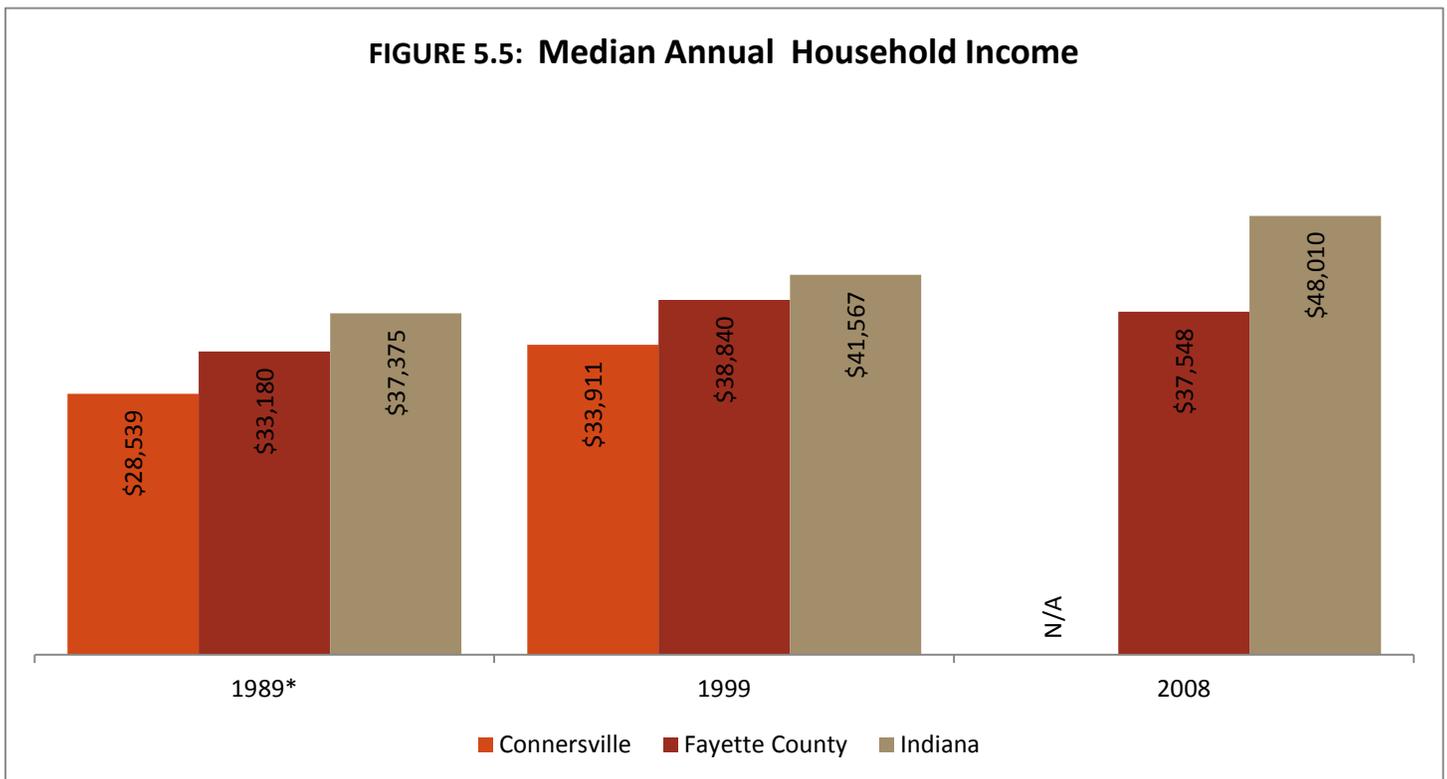
The Fayette County median household income increased by 17.1 percent from 1989 to 1999; outpacing Indiana

household income growth by 5.9 percent during the period. Between 1999 and 2008, Fayette County experienced a contraction of growth by 3.3 percent in median household income, while Indiana had continued growth of 15.5 percent.

EMPLOYMENT

In 2000, Fayette County's largest industries were (1) manufacturing, (2) educational, health, and social services, and (3) retail trade. Fayette County's employment by industry is near consistent with the state average in many employment categories; however, manufacturing employment in Fayette County is 14 percent higher than the state average. Other sectors are no more than 3 percent greater or lower than the state average.

According to the U.S. Bureau of Economic Analysis's most recent report (2007), Fayette County has a higher percent



* 1989 income is adjusted to 1999 dollars

Source: STATS Indiana; U.S. Census American Community Surveys

of manufacturing jobs than in the state as a whole. The average earnings per job are higher in nearly every industry for Indiana when compared to those in Fayette County, which correlates with the median household incomes. Fayette County has a higher average than the state of Indiana for the percent of residents employed in the farm, construction, manufacturing, and government industries.

COMMUTING

County workers are classified into two groups when discussing commuting trends: the work force and the resident labor force. The Fayette County work force is defined as the number of people who work in Fayette County regardless of residence – meaning that they live either in Fayette County or elsewhere. The Fayette County resident labor force is the number of people who live in Fayette County and work in the county or elsewhere. If the size of the work force exceeds the size of the resident labor force, a county is a net importer of workers. Otherwise, the county is a net exporter.

Fayette County is a net exporter of workers because the number of people who commute into the county to work is less than the number of people who live in Fayette County but are employed elsewhere.

Fayette County is a net exporter of workers and the gap between those entering the county for work and those leaving is growing each year. In 2003, the gap was 858 but the gap has increased to 1,858 in 2008. The type of jobs available in Fayette County and the pay associated with those jobs could be playing a major factor in the commuting trends for county residents.

Fayette County receives most of its workers from Wayne, Franklin, Union, and Rush Counties with a notable amount

coming from Henry County. Residents who commute out of Fayette County predominately commute to Wayne County, with 818 residents commuting there. Other counties with more than 300 commuters from Fayette County are Rush, Shelby, and Franklin Counties. Over 300 residents commute out of state for work as well.

HOUSING

In 2000, Fayette County had 10,199 housing units with an occupancy rate of 92.9 percent. This rate was 0.6 percent more than the state average of 92.3 percent. 66.4 percent of the housing was owner occupied, which is again 0.6 percent greater than the Indiana state average rate. Fayette County's renter occupancy rate was slightly greater than the state average by 0.2 percent. Vacancy rates in Fayette County were 0.6 percent less than that of the Indiana state average rate.

The largest increase in median home values was between 1990 and 2000 for Fayette County. This period saw a 49.5 percent increase in median home values, outgrowing the state average of 36.9 percent. The values for Fayette County lagged behind the state in growth with a meager 9.9 percent rate of growth from 2000 to 2008, while the state average rate of growth in median home values was 30.2 percent.

AMERICAN RECOVERY AND REINVESTMENT ACT (ARRA) FUNDING

Recovery.org tracks money spent by government agencies through money allocated in the American Recovery and Reinvestment Act (ARRA), the federal economic stimulus bill passed in 2008. According to the website, there were 4 projects funded by the ARRA in Fayette County valued at a total of \$50,931 as of November

2010. These projects are primarily categorized as local transportation enhancement, which is being completed by the Indiana Department of Transportation, and mobility enhancement for the disabled and handicapped, which is being overseen by Amtrak.

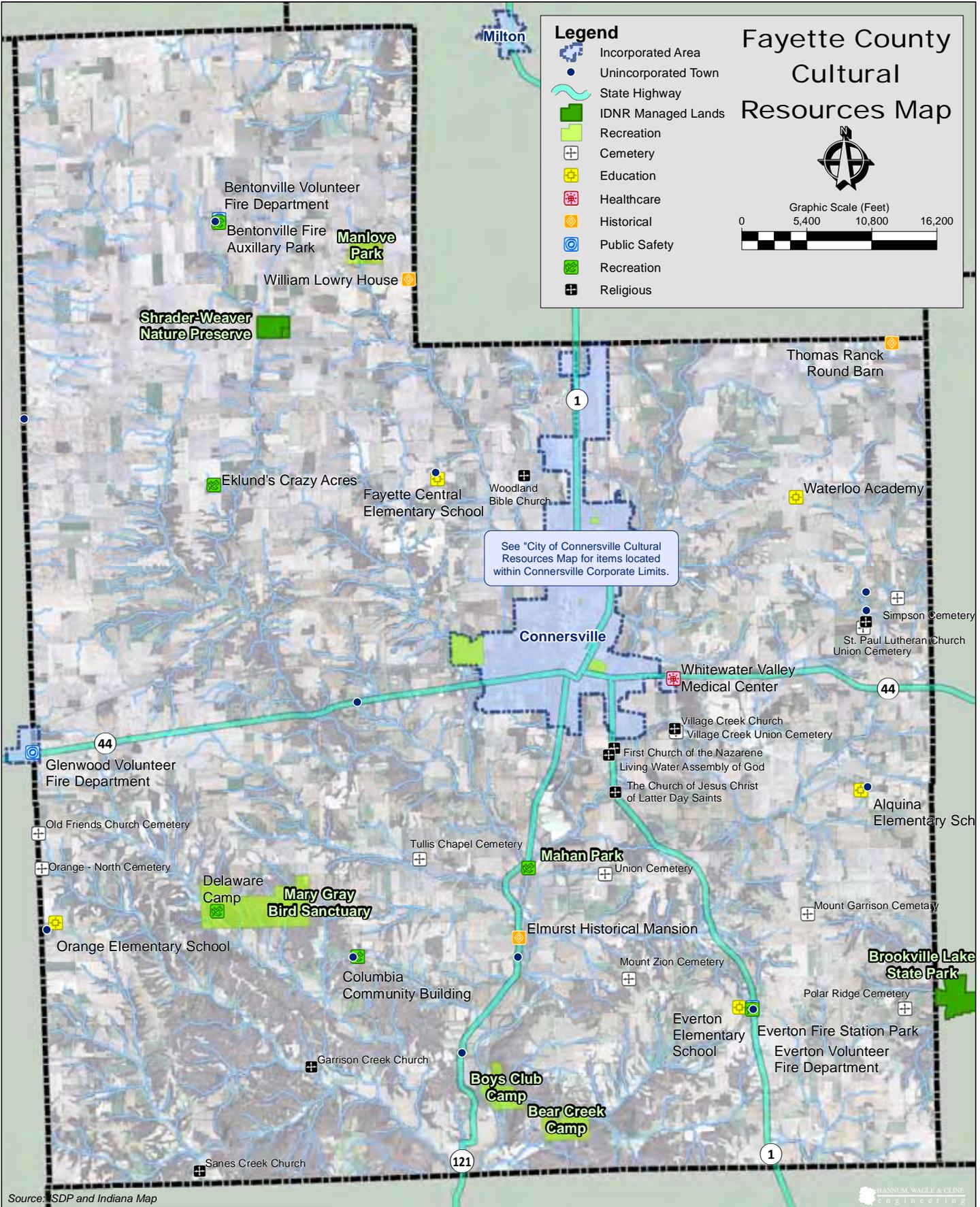
The funds allocated to Fayette County account for around .0013 percent of the more than \$3.82 billion given to 1,854 projects throughout Indiana as of November 2009. The majority of ARRA money allocated to Indiana is being used for projects in Marion County and surrounding areas.

INDEX OF RELATIVE RURALITY (IRR)

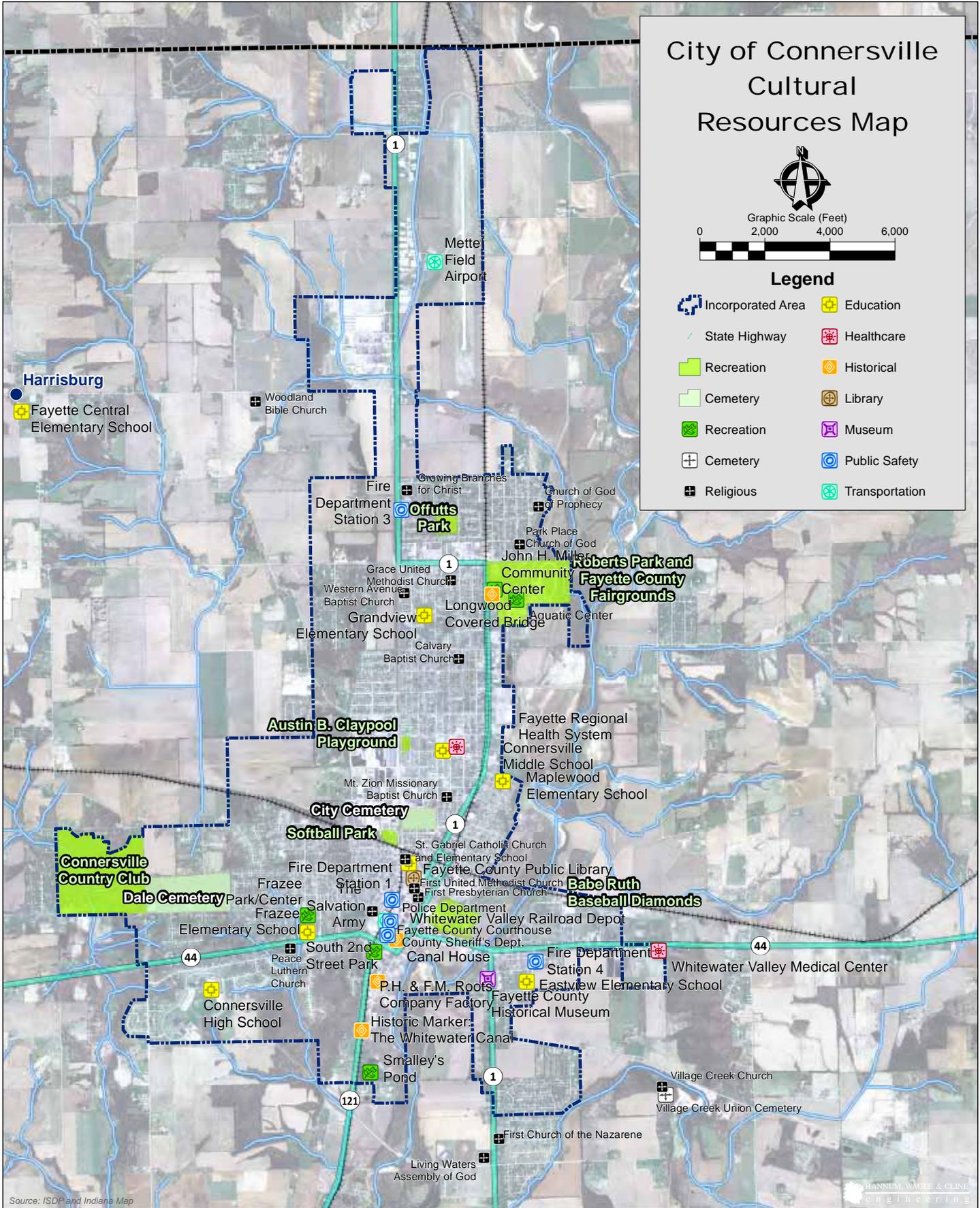
The IRR measures to what degree a county is rural based on its population, population density, extent of urbanized area, and distance to nearest metropolitan area. All U.S. counties receive a score that falls on a scale between 0 and 1, with 0 representing the most urban place and 1 representing the most rural.

The most recent figures, released in 2000 and analyzed by the Indiana Business Research Center (IBRC), show Fayette County to have an IRR score of .398, ranking it 64th in Indiana. Counties surrounding Fayette, such as, Union, Rush, Franklin, and Decatur Counties tended to be more rural. Wayne and Henry Counties are the two less rural counties surrounding Fayette County. This means Fayette is somewhere in the middle, leaning to the least rural, as compared to the surrounding counties and all Indiana Counties.

MAP 5.1 FAYETTE COUNTY CULTURAL RESOURCES MAP



MAP 5.2 CITY OF CONNERSVILLE CULTURAL RESOURCES MAP



City of Connersville Cultural Resources Map

Graphic Scale (Feet)
0 2,000 4,000 6,000

Legend

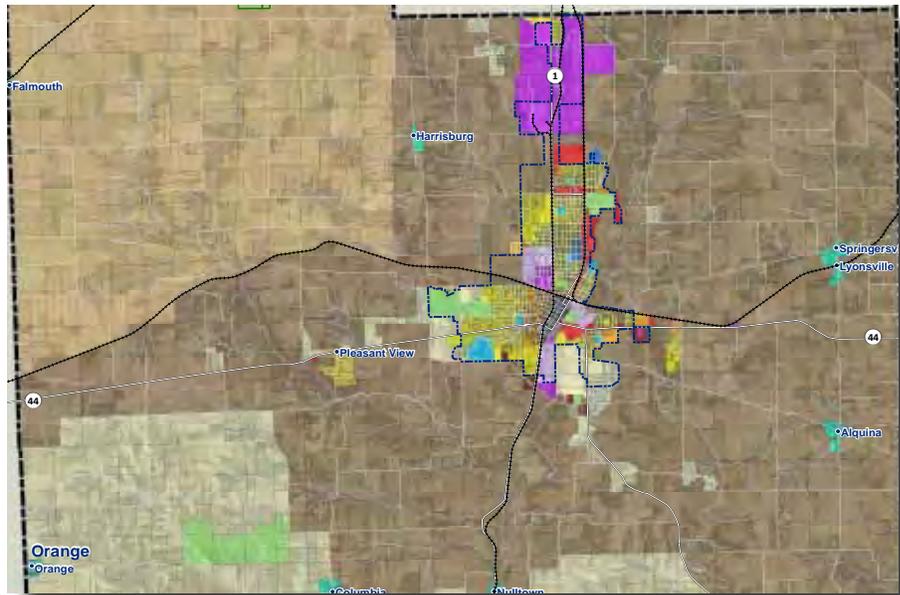
Incorporated Area	Education
State Highway	Healthcare
Recreation	Historical
Cemetery	Library
Recreation	Museum
Cemetery	Public Safety
Religious	Transportation

Source: ISDP and Indiana Map

HANNUM WAGLE & CLINE
ENGINEERING

Chapter 6

Land Use



KEY POINTS

- ☑ **The community growth forecasted in the 1970s has not occurred, yet the community has maintained land use plans to support that growth. This plan will amend future land use maps to reflect current land use needs.**
- ☑ **Agricultural land use has changed in character over the years. This plan calls for modernizing agricultural districts by creating a special district for the hilly southern portion of the county, establishing a new district for the hamlets in the county, and simplifying rules for rural business uses.**
- ☑ **Patterns of growth and then abandonment have left empty commercial and industrial areas throughout the community. This plan recommends policies to give redevelopment of existing areas precedence over allowing growth in new areas.**

INTRODUCTION

Indiana law requires a comprehensive plan to develop land use policies. At their most basic, these policies are designed for public health and safety, such as forbidding home construction in flood zones. Other plans are considerably more complicated, but most have similar, overarching goals such as to:

- Protect existing landowners from new development that might have a negative impact on their property.
- Direct different types of growth – housing, commercial, industrial, etc. – to areas best suited for them.
- Achieve a community goal, such as farmland preservation or environmental protection.

A comprehensive land use plan *does not* create the regulations to reach those goals, but it does make clear

what the local priorities are, and also begins the discussion on how to achieve them.

To develop Fayette County’s land use policies, this chapter takes information about all the goals, concerns and traditional uses of land gathered during the planning process and shows what they would look like mapped out over the next 20 years.

The chapter begins with an elemental review of historic and existing land use patterns, and then examines how Fayette County’s plans for the future might be translated into reality.

GEOLOGICAL CONDITIONS

Local land use starts with the community’s geologic makeup. One of the biggest historical determinants in Fayette County’s land uses were glaciers, which created level land well suited for cultivating crops in the northern half of the county.

Table 6.1 Subdivisions outside city limits (excludes original village plats such as Bentonville)					
		Total	1990 to 2011		
	Total	Subdivision	Primary and secondary approval		Percent
Townships	Subdivisions	Lots	Developed	Undeveloped	Developed
Columbia	4	29	27	2	93
Connersville***	59	1,135	890	245	78
Fairview	0	0	0	0	0
Harrison**	21	265	215	50	81
Jackson	10	176	149	27	85
Jennings	14	110	92	18	84
Orange	1	5	5	0	100
Posey	0	0	0	0	0
Waterloo	4	79	71	8	90
Total	113	1,799	1,449	350	81

*Under the Subdivision Regulations sub-divider must get secondary approval from APC within four years, otherwise primary approval expires.

**The twenty subdivision lots in Gorton Estates Section 2 were purchased and demolished by the airport board are not developable.

***There are 36 undeveloped subdivision lots within the City of Connersville. Of the 209 undeveloped subdivision in unincorporated Fayette County 37 are located in Riverbend, 22 in Village Creek and 47 in Woodside Village.

Glaciers stopped just south of Connersville, which left the southern portion of the county dominated by steep slopes and dissected uplands.

The highest point, in the northwestern part of the county, is about 1,000 feet above sea level. The lowest point is 720 feet above sea level, where the West Fork of the Whitewater River leaves the county. Most of Fayette County is within the Whitewater River Basin.

LAND USE TRENDS

With 215 square miles, Fayette County is the sixth smallest of Indiana's 92 counties. Its population density is also below the state average; Fayette County has about 112 people per square mile compared to Indiana's 179.

Development is mostly concentrated in the center of the county, with most growth radiating out to the north. In general, the northwest holds mostly cultivated crops. The

northeast is an agricultural mix of cropland and pastures. The southern end of the county is hilly, with a mix of woods and pastures and some smaller fields used for row crops that are mostly located in the valleys.

Fayette County is a rural community, and agriculture plays a large role both in the local economy and lifestyle. However, the agricultural economy is slowly diminishing, as illustrated by these three facts from the 2007 Census of Agriculture:

- The number of farms dropped 8 percent from 424 to 391 from 2002-2007.
- The land area in farms declined 13 percent from 106,905 to 92,505 acres during that same period.
- The average farm size decreased from 252 to 237 acres during that same period.

What is happening to the farmland?

Map 6.1 *City of Connersville Land Cover Change (1992-2003)* gives a snapshot of current development patterns. It shows where grassland, farmland and forests have been converted to urban uses, mostly housing. This map is from Local Decision Maker, a website (www.ldm.agriculture.purdue.edu) dedicated to assisting Indiana communities with planning.

The map shows growth radiating out from Connersville north-south along SR 1 and east-west along SR 44. Most of the converted land was grassland (shown in green) and forest (shown in red).

Changes in other areas of the county are much rarer and seemingly random. Note the spotty, unrelated growth in the northwest and northeast quadrants.

These development patterns provide important information to local leaders. It can help them determine where investments in infrastructure are more likely to pay off in additional growth, and where approving new housing and commercial development is not likely to be followed by more growth.

It is worth noting that while Fayette County is losing “land in farms” as well as “cropland,” the loss is much slower than the state average. For example, the state average loss in cropland from 2002-2007 was 1.5 percent, while Fayette County’s loss was only 1 percent – 33 percent slower.

As shown in Table 6.1, between 1990 and 2011 there have been 113 subdivisions created outside city limits. Of the 1,799 subdivision lots created during this time, to date, 1,449 or 81 percent have been developed.

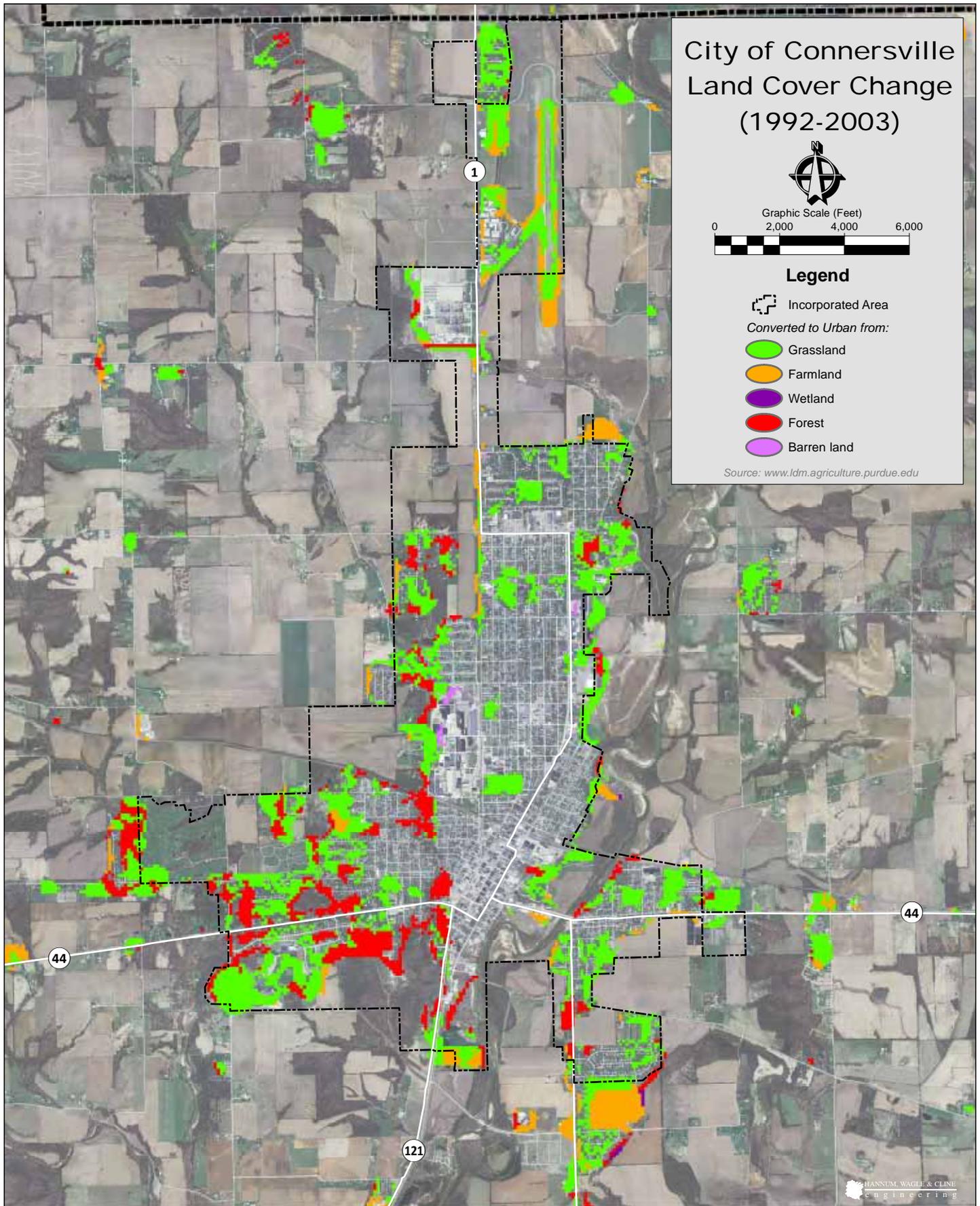
As shown in Table 6.2, rezoning of land in unincorporated areas is a contributing factor to changes in land use in the county. While, between 1993 and 2010 there were no rezones of A1 agricultural land, there were 17 rezones of A-2 land totaling 706 acres. Connersville Township (6) and Harrison Township (5) had the largest number of rezones. Of the 706 acres of A-2 that were rezoned, 218 acres were converted to R-1 (residential) and 398 acres to I-1 (industrial).

TABLE 6.2 A2 REZONES IN UNINCORPORATED AREAS (1993-2010)

Rezone	Columbia		C'ville Township		Fairview		Harrison Township		Jackson		Jennings		Orange		Waterloo		Total Acres
	No.	Acres	No.	Acres	No.	Acres	No.	Acres	No.	Acres	No.	Acres	No.	Acres	No.	Acres	
A2 to R1	0	0	3	192	0	0	0	0	2	21	0	0	0	0	0	0	218
A2 to R2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A2 to R3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A2 to RS	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A2 to GB	0	0	1	10	0	0	3	46	0	0	0	0	0	0	0	0	60
A2 to LB	0	0	0	0	0	0	0	0	0	0	1	0.05	0	0	0	0	1.05
A2 to PB	0	0	1	10	0	0	0	0	0	0	0	0	0	0	0	0	11
A2 to MS	0	0	0	0	0	0	1	14	0	0	0	0	0	0	0	0	15
A2 to I1	0	0	1	4	1	310	1	65	0	0	0	0	1	15	0	0	397
A2 to I2	0	0	0	0	0	0	0	0	1	1	0	0	0	0	0	0	2
Total	0		6	216	1	310	5	125	3	22	1	0.05	1	15	0	0	706

Source: Fayette County Area Plan Commission

MAP 6.1 CITY OF CONNERSVILLE LAND COVER CHANGE (1992-2003)



EXISTING LAND USE MAP

Land use patterns vary throughout Fayette County. To the north, the dominant land use is agricultural with a few residential uses mixed in. As you travel south, topography becomes more hilly and residential uses are much more widespread. Homes are more concentrated in the hamlets and along the state highways.

In Connersville, commercial land uses follow SR 1 along 30th Street, Park Road, and in the downtown. Traditional neighborhoods dominate areas west of SR 1 between 30th Street and the downtown. Modern subdivision style residential developments are located west and south of downtown.

Industrial land uses are located in the old industrial park along Western Avenue and in newer industrial areas to the north surrounding the airport and the former Visteon plant.

Homes are more concentrated around the hamlets and along state highways and particularly along county highways in Jennings, Jackson, Columbia and Orange townships.

Maps 6.2 and 6.3 show the existing land use for Fayette County and the City of Connersville respectively.

DETERMINING LAND USE POLICIES

This report is filled with statistics about housing patterns, population trends, industrial growth and the other variables of land use planning. The steering committee spent hours discussing this data and how it might be applied to Fayette County's future.

But in most land use planning projects all the facts and discussions are eventually translated onto maps. It is at

this point – when the community's preference for future land use is clearly laid out – that some people jump up and ask, "Where did this idea come from? Why are you changing things?"

This section is designed to show that the mapping decisions were not arrived at arbitrarily. The steering committee is making these suggestions only after months of research and debate.

To help understand the committee's reasoning, the following statements capture some of the core beliefs behind the recommendations. Included below are the development principles as well as the rationale behind their creation.

DEVELOPMENT PRINCIPLES

Development principles are the foundation of the comprehensive plan and should guide decisions makers as they interpret the document.

DOWNTOWN

Downtown is the most visible expression of our community and should be its cultural and economic hub. Because the free market has not delivered everything we want downtown, public investment such as infrastructure is needed to spur private growth.

REINVESTMENT VS. NEW GROWTH

Patterns of growth and then abandonment have left empty commercial and industrial areas throughout our community. Revitalizing those areas takes precedence over allowing growth and the extension of infrastructure into new areas. We believe in the use of incentives to encourage this reinvestment.

LAND USE PLANNING & ENFORCEMENT

We believe in committing resources for fair and consistent code enforcement. Money, time and political will are all needed to ensure that the rules protecting our quality of life are enforced.

ECONOMIC DEVELOPMENT

Global trends have permanently altered our local economy. While the industrial sector is still important, we must build and promote other assets, such as quality of life and tourism. Improving quality of life *is* economic development, and increasing amenities for community residents will also boost tourism offerings.

RECREATION & GREENSPACE

More can be done to create recreational opportunities, including biking and walking paths and use of the Whitewater River. An emphasis must be placed on creating links between recreational areas to create a community wide system.

AGRICULTURAL LAND

In order to protect our rural heritage, farmers should be allowed more opportunities to generate income from their land with agricultural-related businesses.

HOUSING

The county's housing plans should be aligned with current demographic trends, such as a declining population and incomes. Emphasis should be placed on revitalizing existing neighborhoods over building new ones, and ensuring adequate housing for people of all stages of life.

RATIONALE

Residential Land Use Policies

- Our established neighborhoods are the foundation of our community. Investment and redevelopment of these neighborhoods will be required to preserve them as an attractive place to live.
- Since the county's population is not growing, new housing development should be proportionate to housing demand. Accordingly, we will discourage new residential growth in undeveloped areas. Extension of utilities to new growth areas should also be discouraged.
- Significant land had been identified in previous years for residential development surrounding Connersville. Due to population decline, this land is no longer needed for residential growth – and allowing growth would result in unwanted sprawl. These areas should be re-designated for agricultural use.
- While home-based businesses are unobtrusive in many instances, there must be limitations on their use to prevent disruption to neighbors. Even more, home-based businesses should not be a substitute for a business that has customers and deliveries that more appropriately belongs in a commercial district.

Commercial Land Use Policies

- The county has sufficient commercial land already developed. Further development of new commercial land would perpetuate the cycle of abandonment of empty commercial areas and should be discouraged. Redevelopment of existing commercial land will be encouraged

through these restrictions and through incentives.

- While a new shopping area was approved on SR 1, rezoning of additional land for expansion of this center would perpetuate the cycle of abandonment of other existing commercial areas – and therefore should be discouraged.
- Connersville’s downtown is a significant asset. Public investment is needed to spur private investment in the downtown.
- Current zoning ordinances do not distinguish between general business districts and the downtown business district. Creation of a unique downtown business district is warranted to protect and encourage appropriate downtown development.

Industrial Land Use Policies

- With reinvestment, Connersville’s old industrial park” on Western Avenue can become a stronger economic development asset. Without reinvestment, it will undoubtedly continue to decay. Investments in existing infrastructure and buildings within the park and serving the park will be required to spur redevelopment.
- Along with the reinvestment, improved land use controls are needed for Connersville’s old industrial park. Specifically, residential land use in the park should be phased out.
- It is recognized that a mix of new “greenfield” sites and existing redevelopment sites are necessary for attracting industry. Nonetheless, existing infrastructure is already spread thin. When greenfield industrial sites are necessary, industrial development should be limited to sites that are already served with existing infrastructure. Areas

surrounding the former Visteon Plant and Mettel Field are the preferred locations for new industrial development.

Agricultural Land Use Policies

- County land use plans reflect only two categories of agricultural use – prime agriculture and general agriculture.
- A large portion of land in the southern section of the county is characterized by steep, forested slopes that are unsuitable for significant row crop production. Lands that are suitable are located in limited valleys and upland areas. Because level areas in valleys often have surface streams and groundwater availability (albeit limited), the lands are desirable for both agriculture and residential uses. Land use regulations should be developed to balance these competing uses in this unique portion of the county.
- Agricultural zoning districts are currently fairly restrictive to only farming operations. Local residents have expressed interests in allowing smaller, non-farm related businesses as a way of supplementing farm income. For example, a farmer wants to operate a small welding shop out of one of his farm buildings. Current rules should be amended to define what types of businesses would be appropriate, and to minimize the amount of regulation imposed on those businesses.
- There are many unincorporated hamlets throughout the county. These areas are under an agricultural or residential zoning that prohibit commercial uses. Instead of spot zoning each time a business wants to open in these areas, a mixed use district should be formed that would define what is appropriate in these small communities.

FUTURE LAND USE MAP

When the community's previous future land use map was created, Fayette County was in an aggressive growth mode. In the 1970s, population projections showed Connersville growing to over 30,000 persons.

Because of those projections, the community allocated significant amounts of land for future residential, commercial and industrial growth. Additionally, water and sewer upgrades were made to support the forecasted population. Road upgrades were also planned, including a full bypass around Connersville.

In the 1980s, manufacturing plants started to close and there has since been a steady decline in jobs and population.

Even though forecasted growth did not occur (the current population estimate is 13,944), the community's future land use plan and zoning maps have continued to dedicate significant amounts of land for future development. Infrastructure plans to support that growth, such as the proposed bypass, had also been maintained as part of previous plans.

Through this planning process, community leaders faced the realities of their situation. In light of tough times, leaders agreed that infrastructure expansion, significant residential growth and a community bypass are no longer viable, and have agreed to adjust the plan accordingly. This led to the creation of an updated Future Land Use Map.

Based on these findings and the land use policy statements presented earlier in this chapter, a series of changes to the land use map were generated. Maps 6.4 and 6.5 show the future land use for Fayette County and the City of Connersville respectively.

- **Commercial Changes:** Future commercial uses have been limited to what is already zoned for commercial. This plan encourages redevelopment of existing areas over creation of new commercial districts. Additionally, a new zoning designation for a downtown business district has been added.
- **Residential Changes:** Future residential growth has been limited to areas already served by existing utilities. Areas to the west of Connersville shown reserved for future residential use have been designated for agricultural uses.
- **Agricultural Changes:** The plan incorporates a third agricultural land use district. This allows for the current prime agricultural district, the current general agricultural district as well as a third district to reflect the mix of agricultural uses that occur in the hilly southern portion of the county. Details on this are summarized in the following paragraphs.
- **Industrial Changes:** The plan shows designating the entire area of the old industrial park on Western Avenue for industrial use – and phasing out residential uses in that area over time. It also reflects the community's plans to develop new greenfield industrial sites on SR 1 near the airport.

As a further note, the Future Land Use Map is designed as a tool for discussion; it does not have the legal weight of changing the zoning map. After reviewing this report local leaders may want to alter zoning, but that process would come later and require additional public input. Maps 6.6. and 6.7 show the existing zoning for Fayette County and the City of Connersville respectively.

UPDATING OF THE AGRICULTURAL ZONING DISTRICT

The current zoning map for the county indicates two agricultural land use categories: a prime agricultural land use district, and a general agricultural district that accommodates more of an agricultural/residential mix. This plan proposes a third agricultural district be developed for the hilly southern portion of the county to reflect the unique aspects of this district.

This southern district is characterized by steep slopes, forested hillsides, and narrow valleys often located in floodplain. While there is crop production in some areas, agriculture in the southern portion of the county includes significant land used for hilly pastures and timber production. Activity in this area is focused into a limited number of level valley areas. These areas often have surface streams and some measure of groundwater availability, making the lands desirable for both agriculture and residential uses.

The proposed Agriculture – Natural Resources district would include specific land use regulations that address the unique characteristics of this district. It would limit housing development because of water limitations and encourage a variety of appropriate types of agriculture beyond just crop production. Lot sizes and setbacks would have more flexibility because of topographic requirements in the area. These regulations are intended to balance protections for current agricultural practices, protect use and value of rural non-farm residential properties, protect the character that makes the area desirable for rural single family dwellings, protect surface and groundwater from contamination, and protect/improve the long-term viability of the local forest products industry.

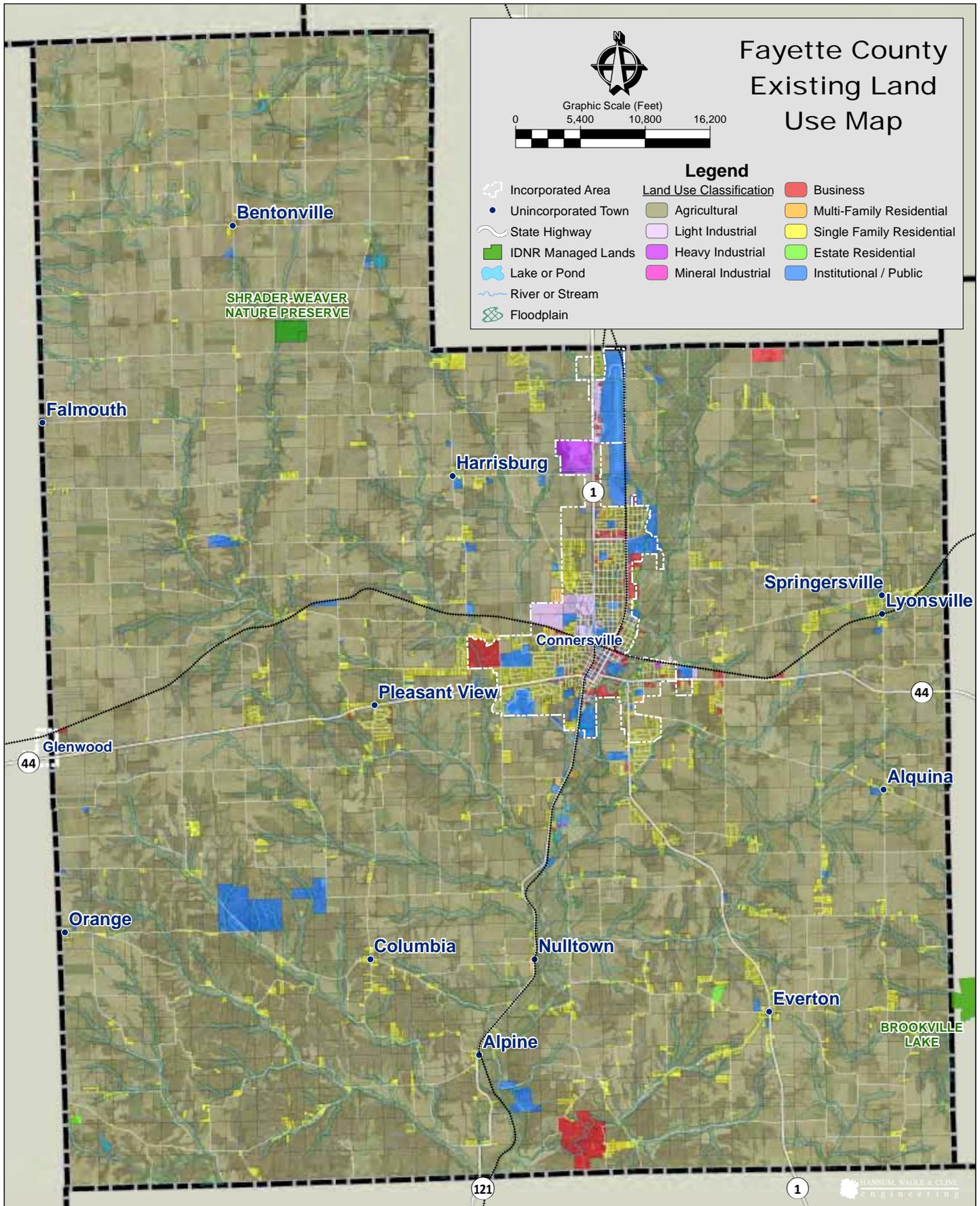
In establishing this area, a key issue was defining the

boundaries of the district. In making this determination, the focus is on protecting not only individual farms, but in making sure that there is sufficient land dedicated to farming to preserve the entire agricultural sector. In other words, we want to make sure that there is enough farming activity to support the grain elevators, implement dealerships, and other agriculture-related businesses necessary for the farms to be successful.

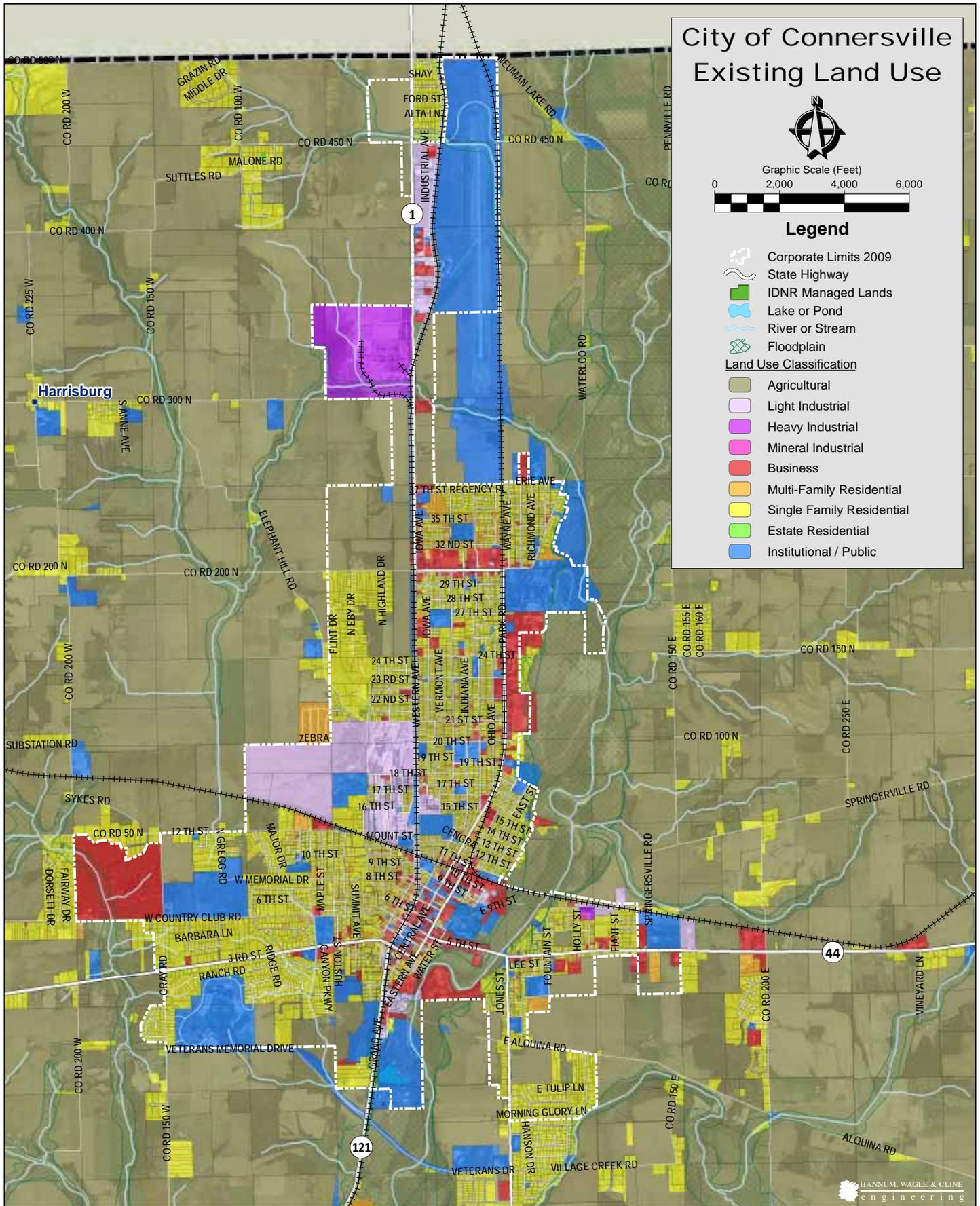
This evaluation began by reviewing a map of the current agricultural intensity throughout the county (as measured by percentage of the land that is cultivated for crops) was examined. Map 6.8 *Fayette County Agriculture Intensity Map* indicates that the northwest quadrant of the county is generally over 75 percent cultivated. This coincides well with the existing zoning map for the A-1 district. Even more, this configuration protects almost 38,000 acres of land in the prime agriculture district, which is sufficient to maintain the associated agricultural sector businesses that make up a large portion of Fayette County's economy. As a result, it is recommended that the current A-1 district remain in its current configuration.

Next, the agricultural intensity map was reviewed to see if there was a clear trend to separate the remaining agricultural areas further. Upon examination, it was apparent that the central and far southeast portions of the county were over 50 percent cultivated, while the southwest portion of the county was less than 50 percent cultivated. The remaining agricultural districts were divided along these general lines. This left the central portion of the county still in the current limited agricultural district, with the southwestern portion of the county falling under the new Agriculture – Natural Resources (or A-3) district. The resulting map is included on the following pages.

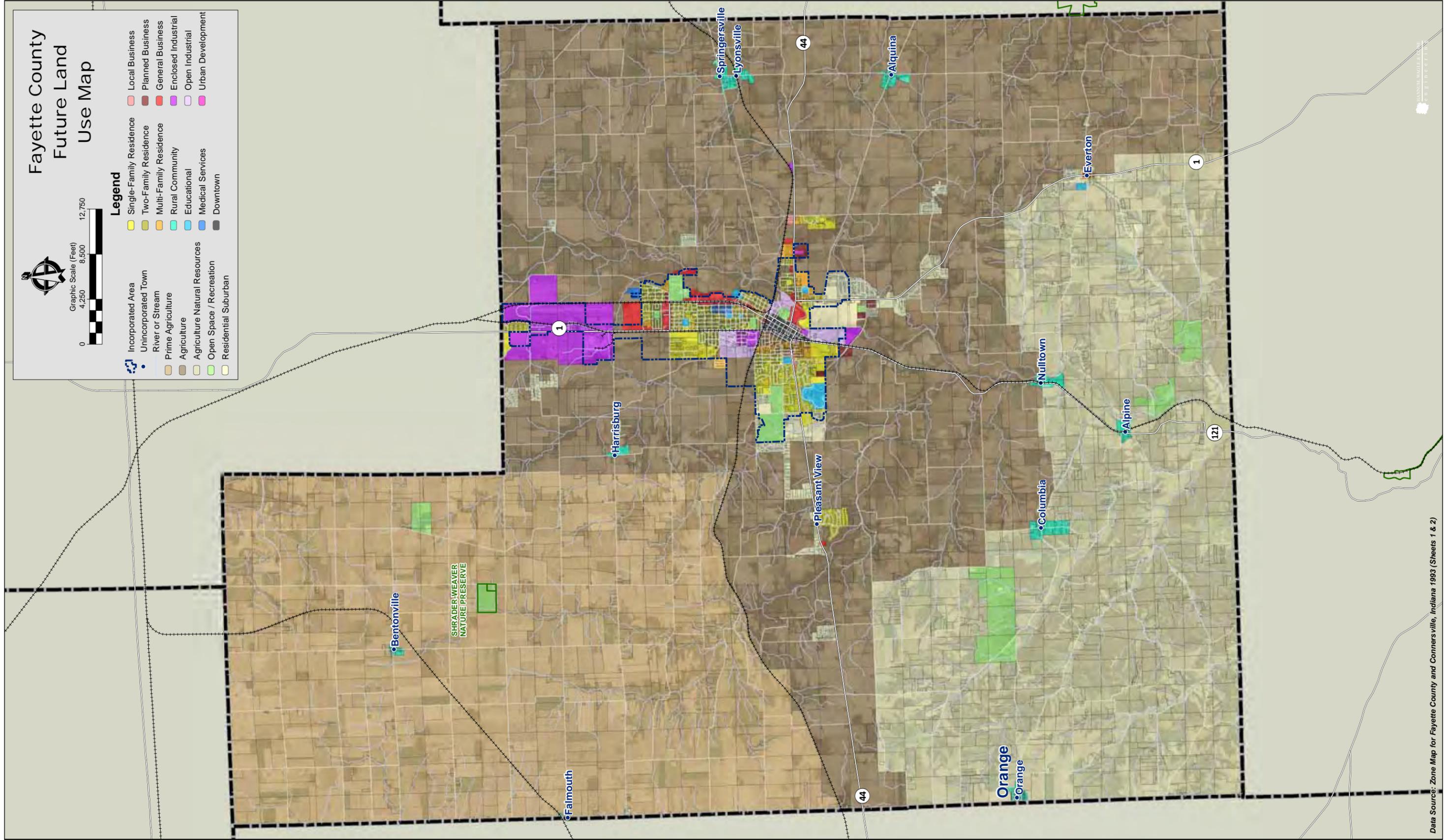
MAP 6.2 FAYETTE COUNTY EXISTING LAND USE MAP



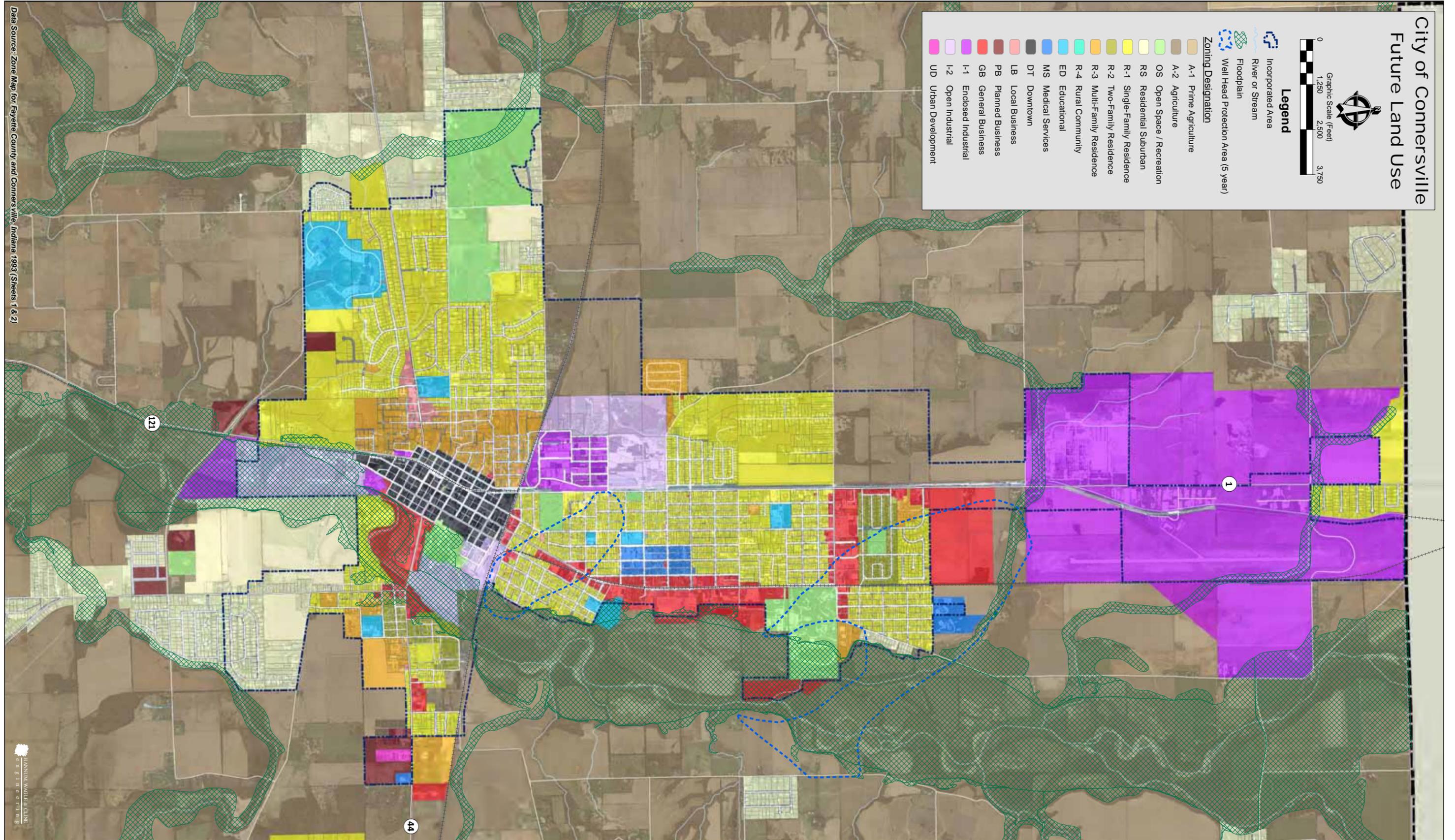
MAP 6.3 CITY OF CONNERSVILLE EXISTING LAND USE



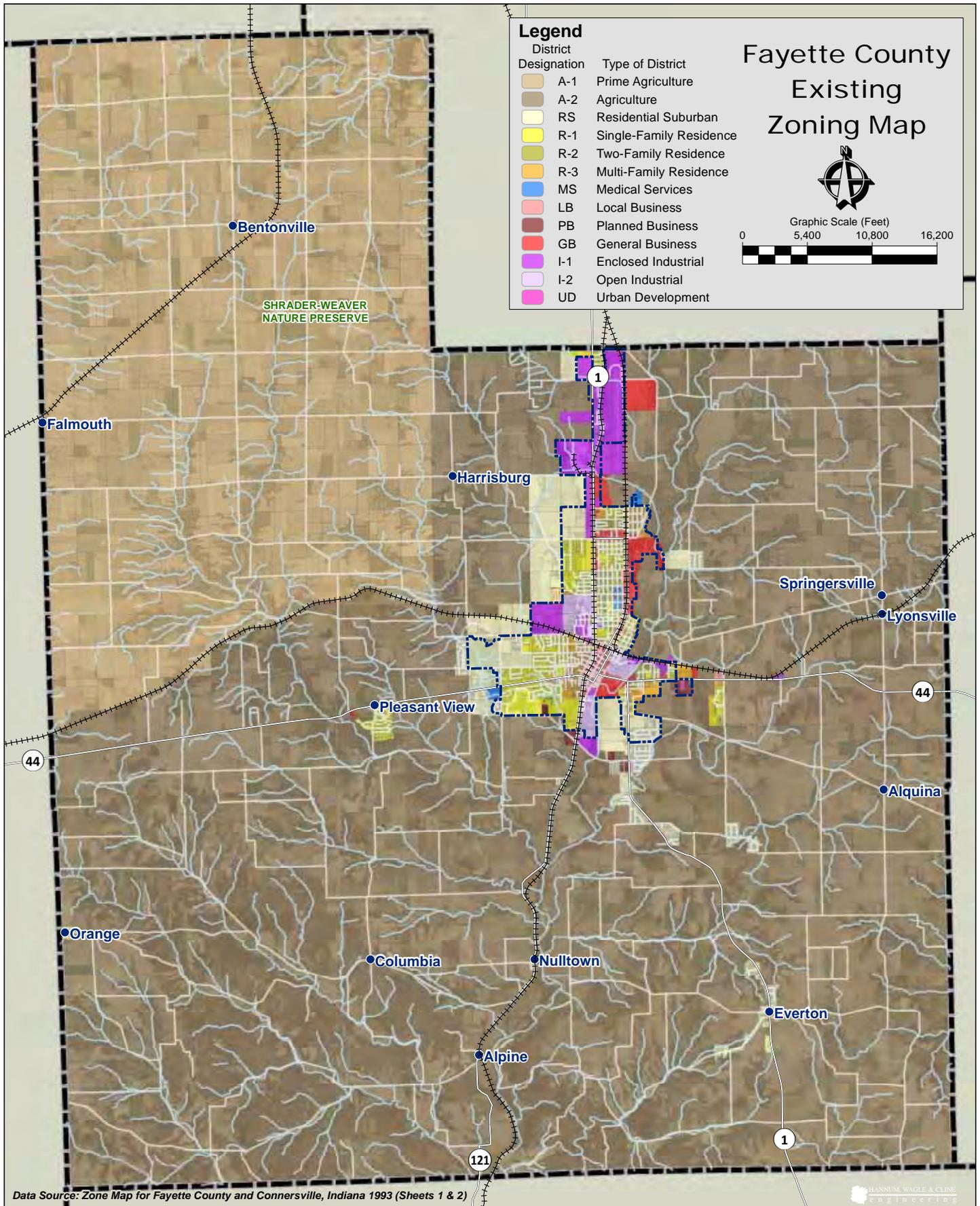
MAP 6.4 FAYETTE COUNTY FUTURE LAND USE MAP



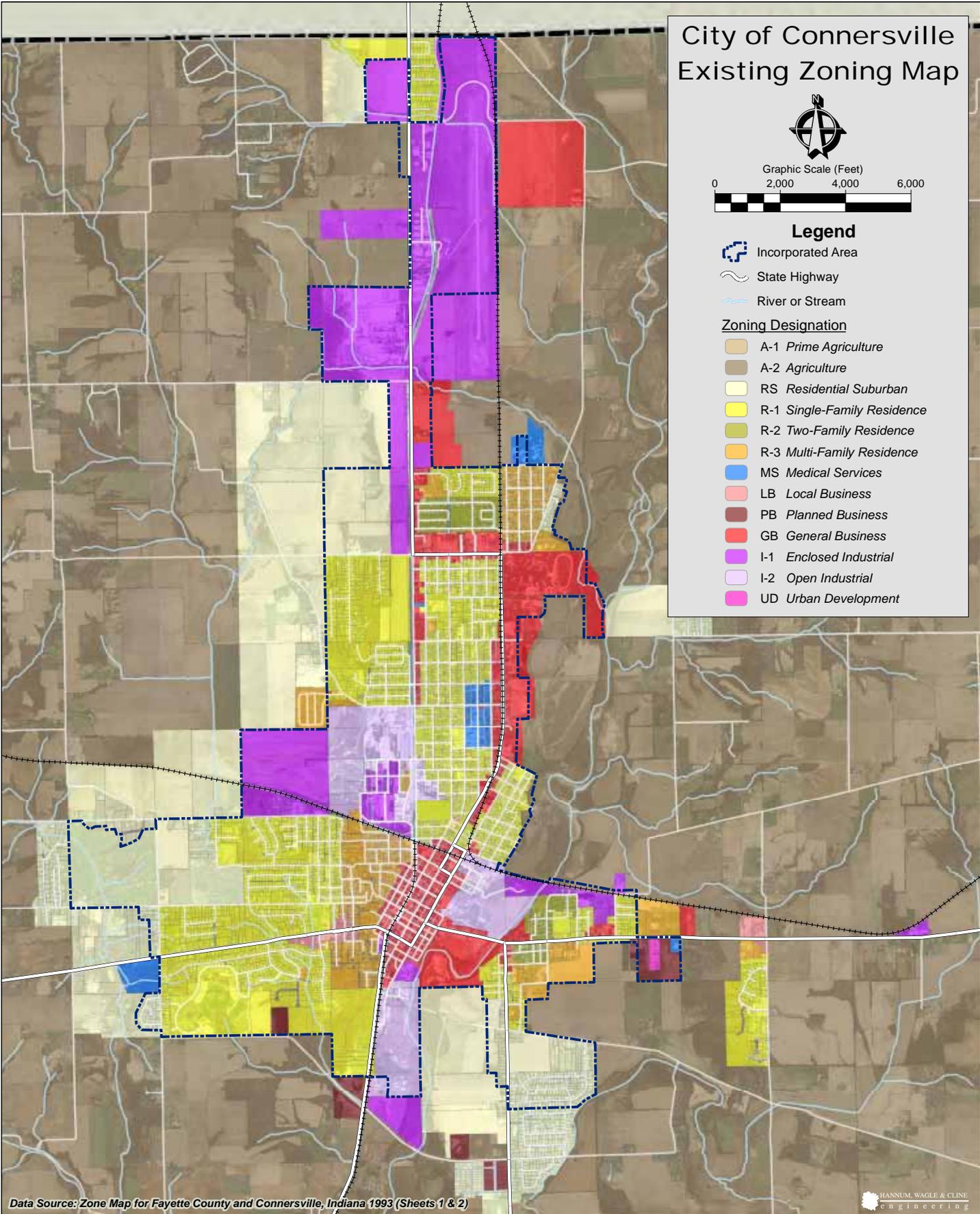
MAP 6.5 CITY OF CONNERSVILLE FUTURE LAND USE MAP



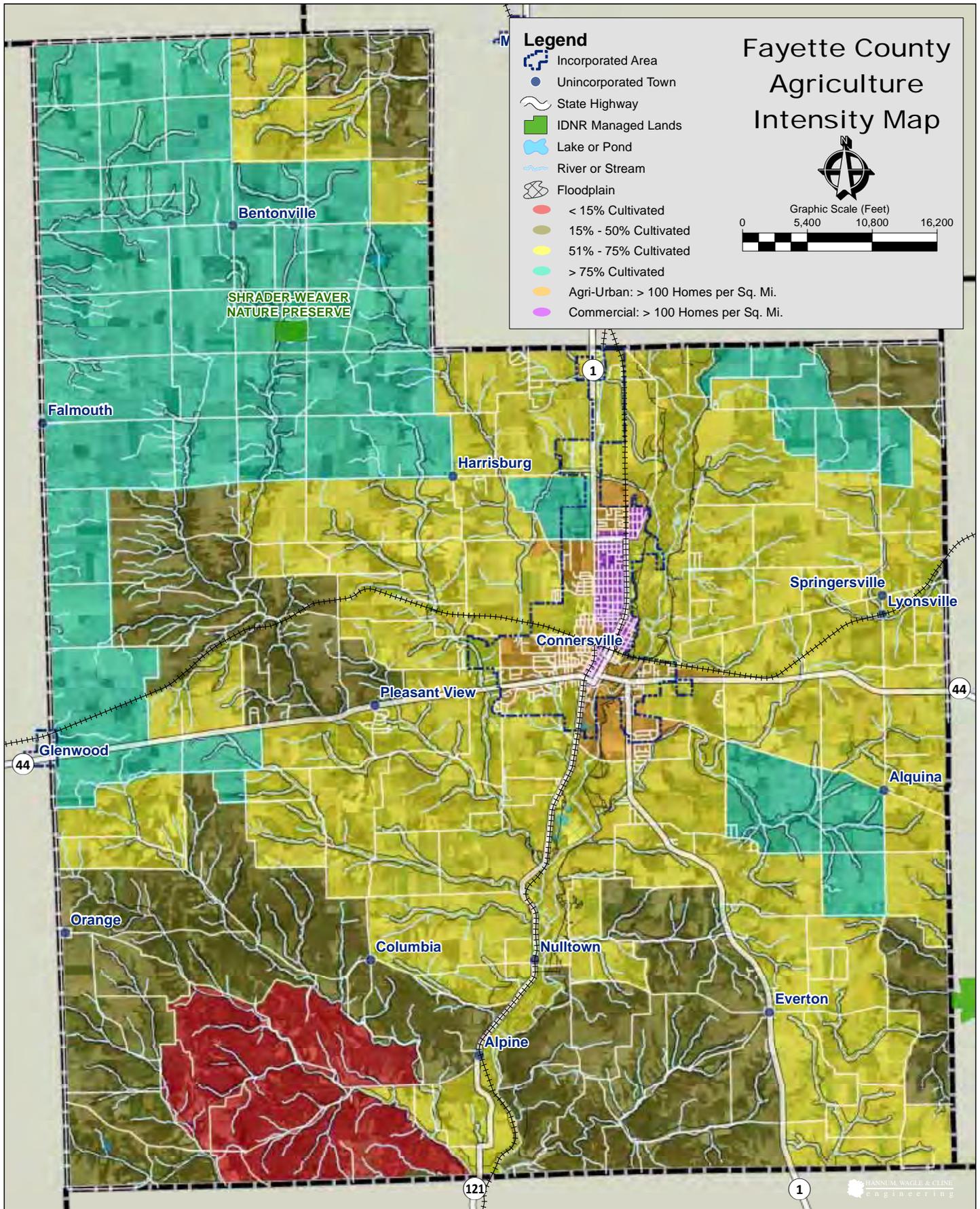
MAP 6.6 FAYETTE COUNTY EXISTING ZONING MAP



MAP 6.7 CITY OF CONNERSVILLE EXISTING ZONING MAP



MAP 6.8 FAYETTE COUNTY AGRICULTURE INTENSITY MAP



GUIDELINES FOR FUTURE DECISION MAKING

As mentioned, the comprehensive plan does not make a final determination on legally binding ordinances or the zoning map. But comprehensive plans should list community priorities and identify tools to achieve the plan's goals.

This section introduces important but unresolved land use issues for Fayette County and outlines possible decision points. With this foundation, decision makers can determine if further action, such as new regulations, are needed.

Local leaders can get help in making decisions from technical advisory groups. These volunteer-driven groups, usually comprised of people with direct experience in the subject, can research best practices and help determine local priorities.

Fayette County already has some experience with this model – the Agriculture Advisory Group started in the wake of the confined feeding debate in 2007. Hearings concerning the debate were contentious, and decision makers said they did not have local information to guide them. The group helped put together data for the new siting requirements.

The group is currently dormant but could be brought back to life to assist with some of the following issues.

CONCENTRATED ANIMAL FEEDING OPERATIONS

Background: The National Conference of State Legislatures gives this summary of CAFOs:

“The specialization and industrialization of

American agriculture during the past several decades has resulted in an increased number of agricultural facilities that house and feed a large number of animals in a confined area. These facilities, known as concentrated animal feeding operations (CAFOs), offer a more efficient system to feed and house animals through specialization, increased facility size and close confinement of animals.

They also pose increased environmental and health problems for neighboring properties and communities. Because more waste is generated in CAFOs than other less-dense animal farm facilities, the potential for greater air, water and land pollution increases in nearby areas.”

For these reasons, state, local and federal authorities regulate CAFOs. These regulations can be very controversial, with heated arguments emanating from the many sides of the issue. Some argue that the operations produce jobs in rural areas that desperately need them, and that they are simply an extension of traditional agricultural practices.

Others argue that CAFOs pollute nearby groundwater and drive down the value of neighboring properties. These statements only scratch the surface of the argument, and in fact a Fayette County committee spent more than a year researching and debating before proposing new regulations.

Status: CAFO siting regulations were adopted by the county and city in June of 2011. Final regulations include the commissioners' six proposed amendments. The amendments with the greatest effect on the location and amount land potentially available for a CAFO were providing a one-mile separation distance for hamlets

and rural subdivisions similar to that provided to the incorporated communities of Connersville and Glenwood, churches, schools and public use areas such as Manlove Parks and Bear Creek Boy Scout Camp.

Next steps: There is a possibility that the county commissioner's may propose an amendment that will modify or eliminate the cemetery separation distance because the active cemeteries are already protected by residential, church, hamlet and subdivision separation distances.

Another possible amendment concerns the water availability study. The current requirement does not clearly specify professional requirements nor identify study methodology nor appropriate data sources. As written, the requirement only affects CAFOs, not other users of groundwater including rural residential uses, which are the primary users of water in areas not served by public water and are a part of the dry well problem in parts of the county, particularly in the upland areas in the south.

Land Use Questions: Unintended consequences to watch for and questions to answer include:

- How much potential remains for siting CAFOs in Fayette County? How much actual potential was there in Fayette County due to rural residential sprawl?
- Will there be a negative effect or no effect on the quality of surface and ground water in Fayette County from existing CAFOs?
- Will there be a long-term negative effect on groundwater supplies in the vicinity of existing CAFOs?
- Will rural residential sprawl continue in Fayette

County and have a negative effect on the ability of farmer's to develop CAFOs on their property?

- How much of an effect will rural residential sprawl have on local farmer's ability to adopt more intensive agricultural practices in the future? The greater the nuisance potential to rural nonfarm residences and property value damage the less likely that these more intensive agricultural uses will be permitted in the future.

WIND FARMS

Background: Wind turbines convert kinetic energy from the wind into mechanical energy, which is used to produce electricity. It is one of the fastest growing energy sources, and large-scale operations have been set up in several places in Indiana.

Wind farms can also bring economic benefits, particularly to landowners who make their property available for the turbines. These transactions can strengthen an otherwise shrinking tax base.

Status: There are plans for a large-scale windmill project in Fayette County. Next Era Energy, which is a division of Florida Power and Light, is in the process of signing a deal to install 120 wind mills over 27,000 acres of privately owned farmland in the northwest corner of Fayette County by Fairview and Posey townships.

It is estimated to be a \$300-plus million dollar project with a dozen permanent local jobs, a company spokesman said. Power generated from the windmill farm will go into the national grid, and local farmers will be paid royalties for having the mills on their land.

Next step: Meteorological towers were installed in the Fall of 2010. Next Era is waiting for wind and environmental

data to determine if winds are sufficient to support a wind farm in the county and determine whether or not any endangered species such as the Indiana bat are present in the project area.

If winds prove sufficient to support a wind farm, Next Era must petition the APC and BZA for permission to develop the project. Next Era has the legal burden to demonstrate that their project meets the legal criteria for granting a special exception. Remonstrators bear the burden to demonstrate the project does not meet the criteria. Both must supply data that supports their contentions.

Land Use Questions: Unintended consequences to watch for and questions to answer include:

- There is an ongoing discussion that assessed values of properties with windmills should not increase and “burden” landowners who stand to benefit from the wind farm. However, without an increase in assessed valuation, the county will receive only minor financial benefit from the wind farm. A careful study to address this is warranted to sort through the financial impacts of these plans on residents and county government.
- What will the effect be on farm and rural dwelling property values?
- Will wind energy opponents’ contentions concerning health effects prove correct or unfounded?
- How would a wind farm affect residential sprawl in Posey and Fairview townships?

PRESERVING AGRICULTURAL LIFE

Background: As detailed earlier in this chapter, the number of farms in Fayette County’s is shrinking, as are the size of farms and acres in production. At the same time, the community is eager to protect its rural heritage.

As an additional land use concern, local leaders do not want farmland being eaten up with random subdivisions and non-agricultural development. These types of projects – when isolated from similar development – can increase the public’s cost of providing infrastructure, health and safety protection, etc.

For those reasons, if a community wants to keep small farms in the hands of local farmers, they may need to help them generate additional income from their land. This is especially important because the factory jobs that many small farmers relied on to help keep their property no longer exist.

From a land use perspective, communities wanting to preserve farmland have several options. One method is to make it difficult for farmers to sell their land for housing subdivisions. This is usually done by requiring a minimum acreage size for the subdivisions, which prohibits densely packed housing growth.

Another option is to take steps to avoid problems that often happen when housing subdivisions are put in heavily rural areas. In some cases, new property owners complain about the side effects of farm life such as spraying and slow-moving vehicles.

One method is to have new homeowners sign a waiver saying they are aware they are locating in an agricultural area, called a notice of agricultural activity.

Status: Fayette County already has a minimum lot size

of 1 acre in the A-2 zoning district and 3 acres in the A-1 district in their zoning code for rural properties, and there have been discussions about making the minimum size even larger.

However, the steering committee is also very interested in changing current zoning codes to allow more types of farm-related businesses in prime agricultural areas.

Land Use Questions: Unintended consequences to watch for and questions to answer include:

- What would the effect be on the future of agriculture in Fayette County if rural residential sprawl continues?
- Is it possible to preserve agricultural land in Fayette County with the current minimum of 1 and 3 acres?
- Are there programs to help farmers and other rural property owners identify markets for specialty and niche agricultural products and those interested in different types of direct sales?
- Do any local restaurants or institutions such as the hospital, schools, nursing homes or the jail buy produce grown in Fayette County?
- The notice of agricultural activity (mentioned above), only offers minimal protection under the Indiana Right to Farm Law - it is not absolute defense from nuisance lawsuits. Does the community want to explore stronger protections?
- As local leaders explore changes to the zoning code, here are some possibilities:
 - Allow a farmer to legally sell what is raised or processed on farm. For example:
 - Small dairies to produce and sell products

such as cheese and ice cream on the premises.

- Livestock farms to sell freezer beef, swine, fowl, etc., on their property.
- Allow farm machine shops, equipment repair and welding shops that can cater to rural community needs.
- Allow non-farm related businesses as a secondary use on farms, such as such as B&B's and rural inns, seasonal storage of boats and recreational vehicles. For example, it is difficult to enforce current recreational vehicle storage requirements because there are no local storage options.

URBAN AGRICULTURE

Background: Urban agriculture is the practice of cultivating, processing and distributing food within a city.

“Urban agriculture includes food products, from different types of crops (grains, root crops, vegetables, mushrooms, fruits) and animals (poultry, rabbits, goats, sheep, cattle, pigs, guinea pigs, fish, etc.) as well as non-food products (like aromatic and medicinal herbs, ornamental plants, tree products, etc.) or combinations of these,” according to the Resource Centers on Urban Agriculture and Food Security.

Most urban farming is done to generate income, but many people do it for recreation and relaxation. It is a land use issue because many cities forbid or restrict such things as raising chickens.

Status: Fayette County's zoning ordinances make no mention of urban farming. Planning staff, however, regularly receive questions about such things as raising

chickens and bee keeping. No provision is made for kids in 4-H to raise even small animals such as rabbits in the city.

Land Use Questions: As local leaders explore changes to the zoning code, here are some considerations:

- Is it possible to make use of abandoned vacant lots or small surplus city and county property for urban farming, whether for personal, business or institutional/social service organizations?
- What sort of poultry and livestock should be allowed and what forbidden? Are chickens okay, but goats prohibited?
- For allowed uses, how many “head” are permissible? For example, how many chickens on a quarter-acre property?
- Are potential urban farmers required to get the approval of their directly adjacent neighbors?
- Who is responsible for ensuring the health and safety of the livestock’s housing conditions? For example, the City of Bloomington permits urban chickens in the zoning code, but regulates them through other city departments.

VILLAGE OF ORANGE

Background: The Village of Orange is in trouble. This community of several hundred people has experienced significant set backs with the closing of the local elementary school and contamination of the water supply, mostly from faulty septic systems.

This – admittedly harsh – question must be asked: Is Orange worth saving?



Burned out house in Orange overlooking condemned home.

If nothing is done, local leaders can predict Orange’s future; a chilling image of a community of burned out and abandoned homes. The photo above was taken in Spring 2011 along the main street, and local leaders can expect more of the same unless something is done.

On the other hand, a “rescue mission” of laying pipes for clean water and sewer to the isolated village seems far beyond what the county can afford.

Land Use Questions: As local leaders decide what to do, here are some considerations:

- The discussion must start with the people of Orange. A community meeting is needed to explore options. For example, can historic structures be saved?
- If the decision is made to help save the community, then immediate research must be done on funding sources as well as uses for the old elementary school.
- If the decision is made to let Orange die, then direct action is still needed. For example, a system to tear down buildings and acquire the property.

An example on how to do this can be found in the Neighborhoods Critical Sub Area.

- If no decision is made there must still be tools and a budget in place to enforce nuisance actions and remove dangerous buildings or else the current problems will get worse.

MOVING FROM THE COMPREHENSIVE PLAN TO ZONING ORDINANCES

The comprehensive plan is only the first step in updating Fayette County's planning. There are many possible directions, as explained in another chapter of this document called *After Planning*. However, the most common tools used to ensure that the community's goals are reached are:

1. Updating the zoning code.
2. Updating the subdivision code.
3. Creating a Capital Improvement Plan.

If these actions are not taken, then there is little reason to believe that the community can move toward its goals.

Even if local leaders decide not to act upon the goals of the comprehensive plan, fundamental work is still needed on the county's ordinances.

Most of the county's regulations are unchanged since being written in 1993, and that version of the code was based upon the 1969 comprehensive plan. It is outdated to the point of losing effectiveness.

There are changes in Indiana law as well as court rulings and generally accepted planning practices that are not reflected in the county's current code. These changes include new state code on home-based day care, group housing for persons with disabilities, manufactured homes

and other local provisions that might be preempted under Indiana law.

Fortunately, Fayette County has professional staff capable of updating the code. While some outside advice might be sought for a revised subdivision ordinance, most of the work can be done "in-house."

In fact, the county planner has already been working with a local agriculture zoning committee to draft code updates. This comprehensive plan was designed to help that group by laying the foundation for future changes to the ordinances. The advisory group's findings and recommendations are discussed below.

ZONING CODE UPDATE

There is a disconnection between types of dwellings permitted in the current regulations and the type of housing that's actually needed. Current regulations get in the way of providing lifestyle housing for aging population and affordable housing for an increasingly poor population.

Current codes also encourage development patterns that place the long-term costs of infrastructure maintenance for roads and utilities on taxpayers. Specific proposals for changes to the code include:

Plan Review Requirements: Plan review allows decision makers to determine if a proposed development fits with the community's goals and its surrounding environment.

Currently, if a proposal meets basic requirements (parking, drainage, etc.), it must be approved, even if it's out of character with the neighborhood or is likely to cause traffic problems or other issues.

One remedy for this situation would be to adopt a plan review requirement for different intensities of development:

- a. Less than 1 acre - staff level approval, drainage plan approval by city utilities or county drainage board, drive approval by city street department, county highway department or INDOT, water and sewer approval by utility with authority, or septic and well approval by health department.
- b. 1 to 5 acres - review/plat committee approval, drainage plan approval by city utilities or county drainage board, drive approval by city street department, county highway department or INDOT, water and sewer approval by utility with authority, or septic and well approval by health department, Rule 5 plan approval by SWCD, or Connersville Utilities, traffic impact assessment.
- c. Greater than 5 acres - APC approval, drainage plan approval by city utilities or county drainage board, drive approval by city street department, county highway department or INDOT, water and sewer approval by utility with authority, or septic and well approval by health department, Rule 5 plan approval by IDEM, traffic impact assessment, community fiscal impact analysis.

Home Occupation Regulations: Home-based business rules should reflect the current economy, professions, occupations and technology, rather than a Depression-era model that was designed to mitigate inappropriate mixes of uses from that era.

Proposals include replacing home occupation regulations to differentiate between appropriate urban and rural uses. Specifically prohibit uses that are no longer appropriate home occupations, such as medical offices, and exclude

items that should be treated as special exceptions, such as kennels.

An example of questions that should be considered are whether a bed & breakfast be a home-based business that is regulated as a temporary use that requires an annual permit or a special exception?

Agriculture-Related Special Exceptions:

This issue was discussed previously, when it was mentioned that current rules make it difficult for farms to do anything that isn't directly related to agriculture.

For example, opening a rural bed & breakfast or other tourism-related activity would require a complete rezoning to multifamily or business then a special exception public hearing.

Proposed changes would allow the types of activities described above as permitted uses or as special exceptions, thus encouraging farms to try new, agricultural-sensitive operations.

Lot and Yard Requirements: Unclear language in the current code makes it difficult to determine what sort of minimum acreage, setbacks and other issues are appropriate for rural areas. For example, the current code requires a new accessory structure to be smaller than the existing main building.

Proposed changes would shift the emphasis to determining appropriateness by the proposed building's use (such as additional lodging), not just by its size.

SUBDIVISION CODE UPDATE

The subdivision code could be entirely rewritten to provide more flexibility and reflect current planning practices.

For example, higher standards are needed for the width and thickness of roads built in subdivisions. Otherwise, when a subdivision is eventually turned over to the county, they inherit sub-standard roads which require taxpayer money to repair and maintain. No sidewalks are required in the existing code, even for large subdivisions.

In another example, current regulations for drainage require retention ponds and hard engineering rather than the types of green engineering which can save money and reduce environmental damage. There are no suggestions for conservation subdivisions, which can help new housing fit in a predominately rural area.

Proposed changes include creating subdivision regulations that prioritize infill and urban redevelopment and differentiate between minor and major subdivisions.

New regulations should encourage design and layout options that reduce the infrastructure cost per housing unit and provide green storm water management options. New landscape requirement should at a minimum require street trees.

Larger subdivisions should be required to do traffic and community fiscal impact studies, and to be contiguous to developed areas with public water and sewer.

CAPITAL IMPROVEMENT PLAN

Fayette County has a capital plan, as required for its Economic Development Income Tax. However, there is not a fully integrated Capital Improvement Plan (CIP) which lists the order and timeline for the community's building priorities.

The CIP allows local leaders to manage the community's debts. It is easy to image what happens without it: the community finishes paying off one big project (such as a

new jail), and then immediately begins the argument over tax assessments and how to pay for the next big project. The CIP allows them to minimize individual battles by laying out the order of future work.

Showing a rational process for construction projects can also help a community's bond rating.

WHAT TO DO NEXT

- Review Critical Sub Area Plans for the county.
- Review Project Sheets in the appendix for ideas on:
 - Conservation Subdivisions.
 - Traditional Neighborhood Development.
- Consult the Implementation Plan to begin discussions on revisions to the zoning and subdivision ordinances.

Chapter 7

Economic Development



KEY POINTS

- ☑ **Although health care and social assistance is the county's largest employer, agriculture is also a large contributor to the Fayette County economy.**
- ☑ **Fayette County lags far behind the state in educational attainment and per capita income.**
- ☑ **Fayette County is a net exporter of workers, strongly linking the county economy with the regional economy.**

LOCAL ECONOMIC BASE AND LABOR FORCE

Fayette County's largest employment sector is health care and social assistance. In 2009, health care and social assistance jobs accounted for over 24 percent of county-wide employment with 1,594 jobs, according to the Bureau of Labor Statistics.

The average wage for these workers was \$30,812 in Fayette County. Though the health care and social assistance sector makes up a smaller percentage of Indiana State employment at about 14 percent, the average salary for health care and social assistance workers statewide was over \$9,000 more than Fayette County at \$40,022.

Having health care and social assistance as the primary employer can be advantageous for a county. In 45 states from 2009 to 2010, only two sectors, health care and social assistance and educational services, increased their total number of workers. In this period in the 45 states, the health care and social assistance sector increased total workers by 1.7 percent. In comparison, manufacturing lost over 10 percent of its workers in these states.

From 2005 to 2009, the Fayette County workforce dropped from 8,833 to 6,479. In that same time, Fayette County's net job flow, which is the difference between current and previous employment, increased on the health care and

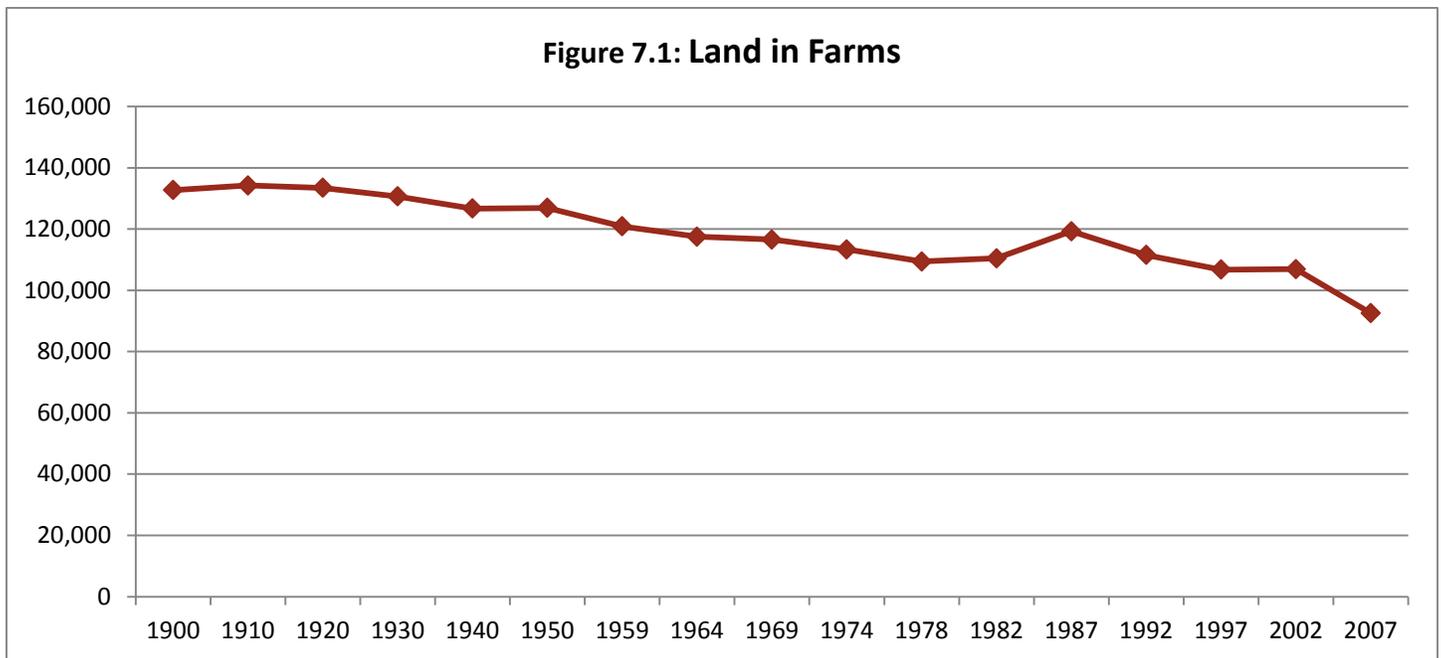
social assistance sector by 309 jobs. The manufacturing sector net job flow in Fayette County from 2008-2009 decreased by 1,737 jobs.

After the three largest employment sectors in Fayette County, health care and social assistance, retail trade, and manufacturing, the fourth largest employment sector is accommodation and food service, which has very low average wages. The average wage of the three largest sectors is \$32,523; unfortunately, the average wage for accommodation and food service is only \$10,205. Accommodation and food service workers make up about 8.3 percent of the Fayette County workforce, according to the Bureau of Labor Statistics.

AGRICULTURE IN THE ECONOMY

Although health care and social assistance is the county's largest employer, agriculture is also a large contributor to the Fayette County economy.

According to the 2007 Census of Agriculture, there are 606 farm operators on 391 farms in Fayette County. The term farm operator is defined as a person who operates a farm, either manually working or making day-to-day decisions about such things as planting, harvesting, feeding and marketing. Approximately 92,505 acres of land make up the current farms, which has decreased from the 106,905 acres of farm land in 2002.



Source: U.S. Department of Agriculture, Census of Agriculture

As illustrated in Figure 7.1, the area of county land in farms has decreased steadily from 132,695 acres in 1900 to 92,505 acres in 2007. However, while the overall acreage of farmland is decreasing, the value of the farmland is not. In fact, from 2002 to 2007 the value of land in farms went from \$245 million to \$297.5 million, despite an overall decrease in acreage.

It is also worth noting that actual farm acreage in the county might differ from the figures reported due to how the state records farm acreage each year. Farmers are asked to report where their farm is based, and while they may farm many acres in Fayette County, if they indicate another county as their base on their reporting form, their Fayette County acres are actually county for their base county.

Figure 7.2 illustrates that the vast majority, 82 percent, of land in farms is crop land. The second largest category is woodland at 9 percent, followed by pasture at 5 percent, and other uses at 4 percent.

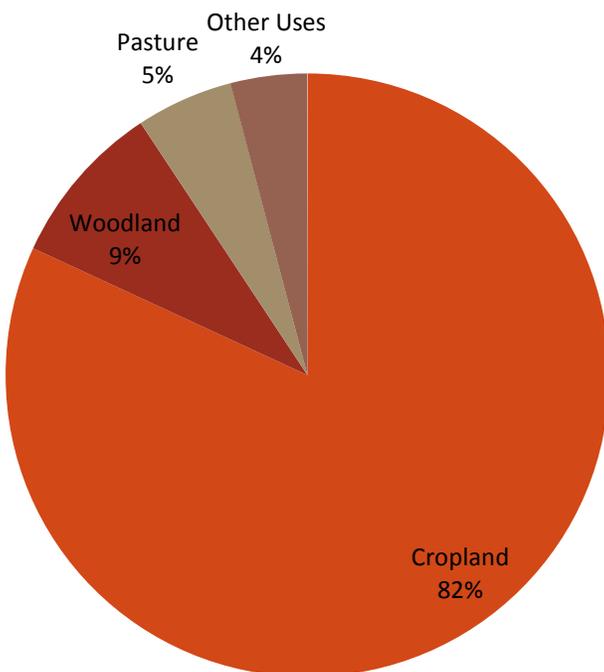
The market value of products sold in 2007 was \$34,165,000,

ranking Fayette County 74th among Indiana's 92 counties for the total value of agricultural products sold, according to the Census of Agriculture.

Figures 7.3 and 7.4 show that Fayette County farms range in their sale values and sizes. The most numerous group is farms which sell less than \$2,500 in goods, but the second most numerous group is large farms with \$100,000 or more in sales. The majority of Fayette County's farms sell less than \$2,500 a year (Figure 7.3). Farms of 1,000-2,000 acres make up 25 percent of agricultural land (Figure 7.4).

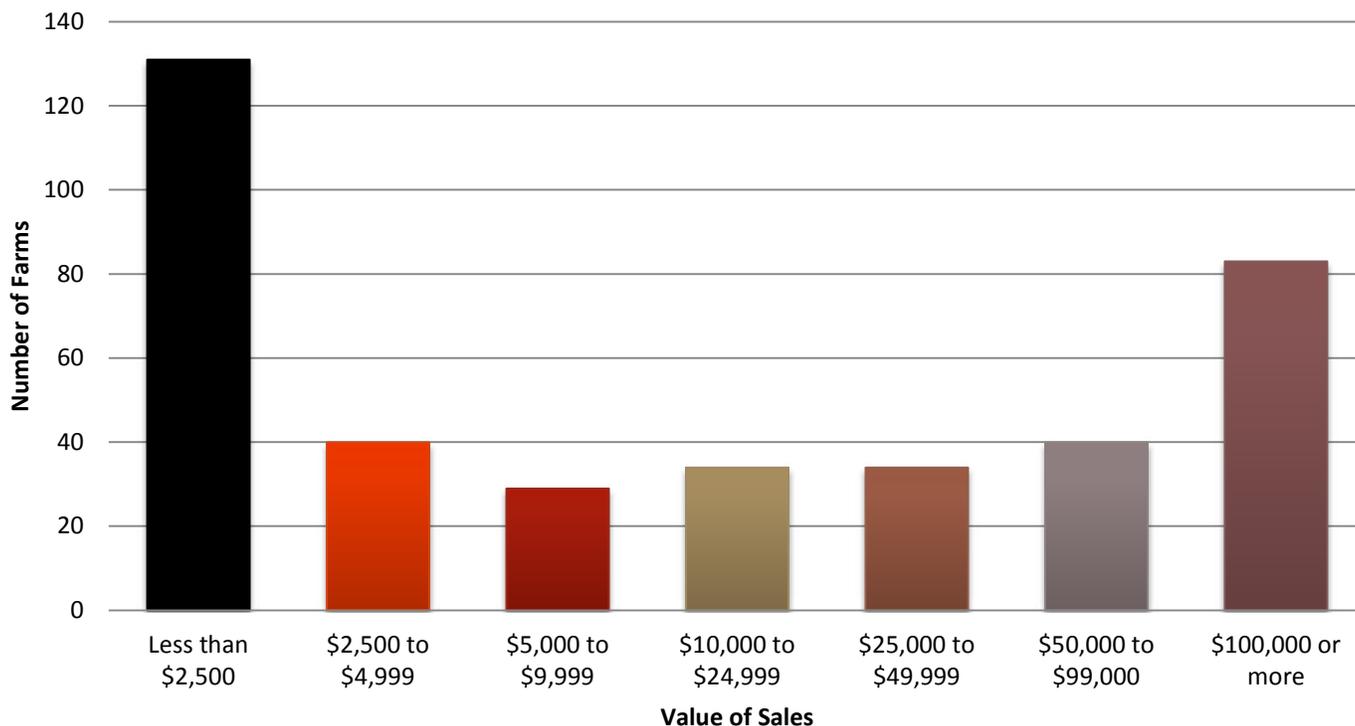
Figure 7.4 shows farmland in Fayette County and how much is used by each farm size category. Farms with land areas from 1,000 to 1,999 acres use the most land by farms in Fayette County, according to the latest Census of Agriculture. Farms of this size account for 23,596 acres, or 25.6 percent, of land used for farming in Fayette County. Farms sized from 500 to 999 acres make up the second largest group and account for 23 percent of total farmland in Fayette County, which is 21,778 acres of land. There are four farms in Fayette County with more than 2,000 acres of land; these farms account for 10,784 acres of land.

Figure 7.2: Land in Farms by Type of Land, 2007



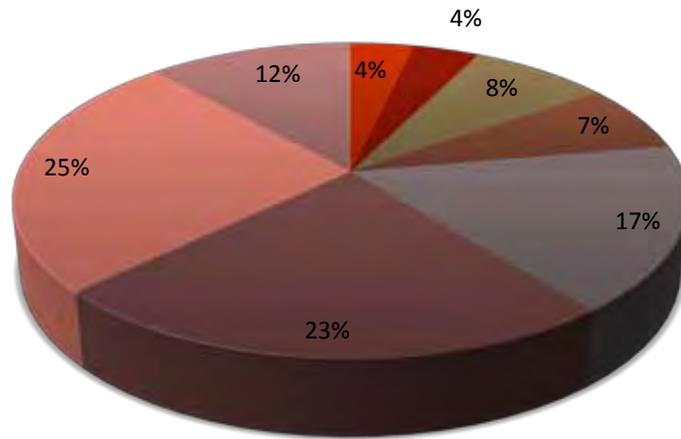
Source: U.S. Department of Agriculture, 2007 Census of Agriculture

Figure 7.3: Fayette Farms by Value of Sales, 2007



Source: U.S. Department of Agriculture, 2007 Census of Agriculture

Figure 7.4: Fayette County Farm by Size Category and Total Land Use, 2007



■ 1 - 49 acres
 ■ 50 - 99 acres
 ■ 100 - 179 acres
 ■ 180 - 259 acres
■ 260 - 499 acres
 ■ 500 - 999 acres
 ■ 1,000 - 1,999 acres
 ■ 2,000+ acres

Source: U.S. Department of Agriculture, 2007 Census of Agriculture

As illustrated in Table 7.1, the agricultural sales in Fayette County are dominated by the grains, oilseeds, and dry legumes category. This category makes up 93.2 percent of the total value of crops and 74.8 percent of the sale of

crops and livestock, poultry, and their products combined. The hogs and pigs group is the most valuable livestock group in Fayette County accounting for \$3.8 million in 2007.

TABLE 7.1 VALUE OF SALES BY COMMODITY GROUP, FAYETTE COUNTY, 2007

Commodity Group	US Dollars
Total value of crops	\$27,420,000
Grains, oilseeds, dry beans, dry peas	\$25,556,000
Fruits, tree nuts, and berries	\$126,000
Cut Christmas trees and short rotation woody crops	\$18,000
Other Crops	\$1,720,000
Total value of livestock, poultry, and their products	\$6,745,000
Hogs and pigs	\$3,829,000
Cattle and calves	\$1,993,000
Milk and other dairy from cows	\$773,000
Sheep, goats, and their products	\$79,000
Horses, mules, ponies, donkeys	\$60,000
Poultry and Eggs	\$6,000
Other Animals and Animal Products	\$5,000

Source: US Department of Agriculture, 2007 Census of Agriculture

FOREST LAND

Timber is a natural and economic resource for Fayette County. 1.4 million board feet of timber were harvested in Fayette County in 2008. At an estimated \$0.43 per board foot, timber production from woodlands contributed approximately \$602,000 to the Fayette County economy in 2008. Value per board foot may vary from \$0.25 to \$5 or above based on the type of timber and the quality. There are 33,675 acres of forest in Fayette County. Of these acres, 102 are publicly owned and 33,573 are in private ownership. There are over 15 million live trees on forestland in Fayette County accounting for almost 59 million cubic feet of total wood volume. Forest land is estimated to comprise 18.8 percent of the total land area in Fayette County. Of the 92 counties in Indiana, Fayette ranks 35th for percentage of land comprised of forests.

Forestland has an additional economic impact through the recreational activities that it fosters. Bird watching is the biggest outdoor recreation activity in the U.S. According to the 2006 U.S. Department of Commerce and the U.S. Fish and Wildlife Survey, on average bird watchers spend \$19 for supplies on and travel, per acre of land suitable as bird habitat. This implies a recreation value of bird watching of \$640,000 for Fayette County woodlands.

In 2010 Fayette County accounted for 0.6 percent of, or 855 of the 134,004, deer hunted and killed in Indiana. The most recent survey by the U.S. Department of Commerce

and the U.S. Fish and Wildlife Service in 2001 estimated that Indiana residents spent \$13.9 million on hunting. Applying Fayette County’s proportion of the deer hunted implies that \$89,000 was spent on hunting in the county. However, this does not necessarily mean that all of this money was spent on purchases made in the county.

POPULATION TRENDS

Table 7.2 shows that Fayette County’s population has decreased in the last 20 years, while the state population has increased over the same time period. Although the decreasing population in Fayette County and Connersville is economically undesirable, the age of the population is lower in Fayette County than the State of Indiana. The 65+ age group makes up 16.37 percent of the state population, but only 12.9 percent in Fayette County. The 18-24 age group makes up 7.75% of the state population and 10 percent in Fayette County. This relatively young population provides a good workforce and future outlook for the county.

EDUCATIONAL ATTAINMENT

Fayette County lags far behind the state in educational attainment, particularly in the percentage of the adult population that holds a bachelor’s degree or higher. As state and national economies become more knowledge-based, it is important that local economies have an educated workforce to remain competitive.

Table 7.2 Population Trends

	1990			2000			2010			1990-2010 Growth Rate
	Population	Rank in State	% of State	Population	Rank in State	% of State	Population	Rank in State	% of State	
Indiana	5,544,159	-	-	6,080,485	-	-	6,483,802	-	-	16.948%
Fayette	26,015	55	0.469%	25,588	62	0.421%	24,277	63	0.374%	-6.681%
Connersville	15,550	45	0.280%	15,411	50	0.253%	13,481	61	0.208%	-13.305%

Note: Rank in State compares Fayette County to Indiana’s 92 other counties and Connersville to other Indiana cities.

Source: US Census Bureau

TABLE 7.3 EDUCATIONAL ATTAINMENT RATES OF RESIDENTS 25 AND OLDER, 2009

Degree	Fayette County	Indiana
High School Diploma, GED, or Higher	76.6%	85.7%
Bachelor's Degree or Higher	8.5%	21.9%

Source: US Census Bureau, American Fact Finder, 2009

TABLE 7.4 INCOME OF FAYETTE COUNTY RESIDENTS

Income Category	Fayette County	County Rank	Indiana Average
Per Capita Personal Income, 2008	\$27,989	81	\$35,543
Median Household Income, 2009	\$35,343	92	\$45,427

Source: US Census Bureau, American Fact Finder, 2009

INCOME

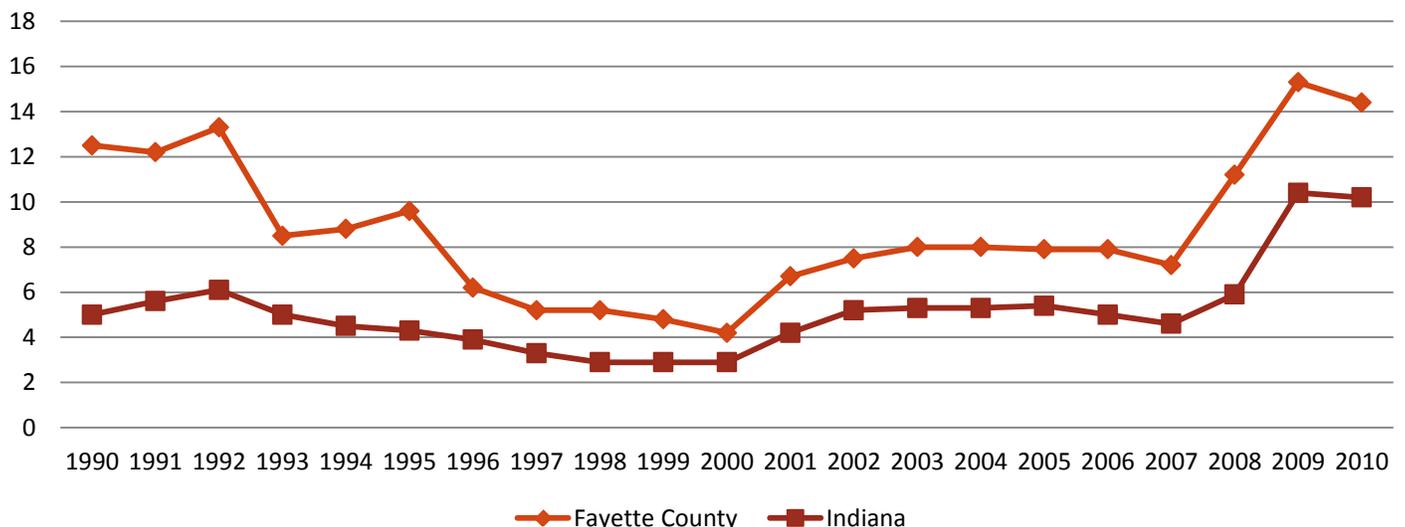
Income levels are negative indicators for the Fayette County economy. The median household income in Fayette County ranks the lowest out of all Indiana counties. The per capita personal income is also low-ranking at 81 out of the 92 counties in Indiana. This is particularly troubling since Indiana's income is below the national average.

UNEMPLOYMENT

Fayette County's unemployment rate is very high in a state that has higher than average unemployment. The latest monthly numbers, from May 2011, show Fayette County's unemployment decreased to 12.0 percent and the State of Indiana's unemployment decreased to 8.3 percent below that of the national average of 8.7 percent. Though these numbers are improvements, Fayette County has the highest unemployment rate of all Indiana counties.

Historically Fayette County's unemployment rate has been higher than that of the state. Between 2000 and

Figure 7.5: Annual Unemployment Rate (Not Seasonally Adjusted)



Source: U.S. Bureau of Labor Statistics

2010 the unemployment rate in Fayette County followed the statewide trend of remaining relatively constant before increasing significantly between 2007 and 2009.

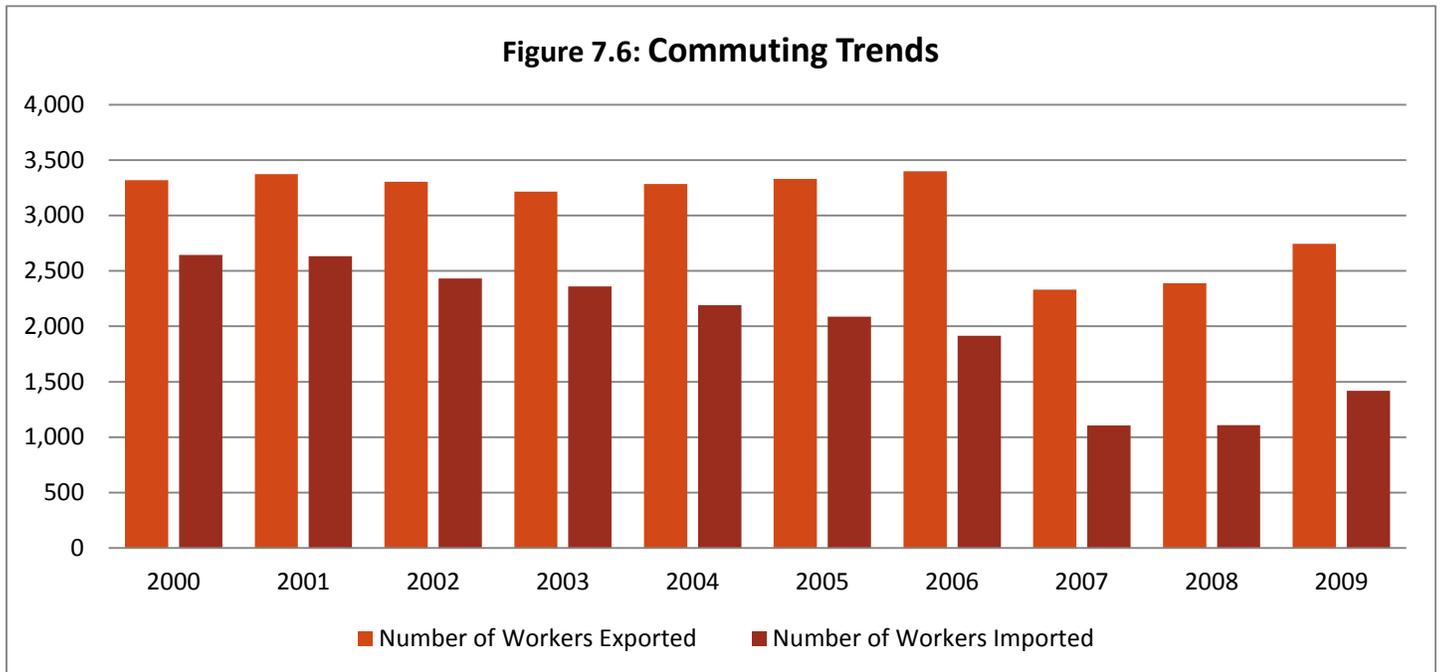
Although the unemployment numbers are discouraging, they suggest that unemployed residents in Fayette County are still attempting to find work. The unemployment rate includes unemployed persons able to work and actively looking for employment. Discouraged workers are unemployed persons able to work but not actively looking for work; they are not considered in the unemployment statistic. People who have given up looking for work or who are underemployed are not included in the unemployment calculations.

TABLE 7.5 UNEMPLOYMENT RATE, ANNUAL AVERAGE 2010 (NOT SEASONALLY ADJUSTED)	
Fayette County	14.4%
Indiana	10.2%
United States	9.6%
<i>Source: US Census Bureau of Labor Statistics</i>	

REGIONAL ECONOMIC BASE AND LABOR FORCE

Fayette County's economy is strongly linked with the regional economy. Fayette County is a net exporter of workers, meaning that less workers commute in from other counties than commute out from Fayette County. In 2008, roughly 3,505 members of the Fayette County resident labor work force commuted out of the county for work, while only 1,647 people living in other counties commuted in for employment. Most of the commuting is between Fayette and Wayne counties. Approximately 420 workers come into Fayette County from Wayne and approximately 818 workers commute to Wayne County from Fayette County.

During the last decade Fayette County has been a net exporter of workers. Exporting more workers than the county imports indicates that the county is a bedroom community for a significant share of the population. Effects of this could include residents spending more money outside of the county (at their jobs elsewhere)



Source: U.S. Bureau of Labor Statistics

and increased likelihood that they could eventually move closer to where their job is.

State government has grouped Indiana’s 92 counties into regions. Fayette County is in Economic Growth Region 6 (EGR6) along with eight other counties: Blackford, Jay, Delaware, Randolph, Henry, Wayne, Rush and Union. Approximately 865 of the 1,647 workers commuting into Fayette County come from counties in EGR6, which accounts for 52.5 percent of the incoming workers.

Of the 3,505 workers from Fayette County commuting to other counties, approximately 1,499 work in EGR6 counties. This accounts for 42.8 percent of the workers commuting from Fayette County. Approximately 316 workers from Fayette County travel out of state to work. EGR 6 has a higher unemployment rate than the rest of the state. The December 2010 unemployment rate for EGR6 was 10.4 percent, compared to the state’s rate of 9.1 percent. As of December 2010, EGR6 had the second highest unemployment rate of Indiana’s 11 EGRs.

MAJOR EMPLOYERS

Some major employers in Fayette County include the Fayette County School Corporation, Residential CRF and Fayette Regional Health Systems. In 2009, these three businesses employed 2,049 individuals, or approximately 20.5 percent of the workforce. After these three major employers, the employee figures drop to a more evenly dispersed employment field.

LOCAL ECONOMIC DEVELOPMENT PROGRAMS, TOOLS, AND RESOURCES

Five organizations serve the community in the area of economic development: Connersville Chamber of Commerce, Connersville Tourism Board, Economic Development Group, Fayette County Foundation

TABLE 7.6 MAJOR EMPLOYERS IN FAYETTE COUNTY (2009)

Company	Employees
Fayette County School Corporation	750
Residential CRF	650
Fayette Regional Health Systems	649
Dresser Roots	175
Stant Manufacturing Inc.	150
Keener Corporation	80
Sapa Aluminum Technologies	77
Fayette Tool and Engineering	55
Hassler Textiles	54
H and E Machine	34
<i>Source: Economic Development Group</i>	

and Fayette County Area Planning Commission. The Connersville Chamber of Commerce directs activities in regards to retail business development. The Connersville Tourism Board, as implied, promotes tourism in the area. The Economic Development Group is a not-for-profit corporation serving the area by fostering economic and employment opportunities in Fayette County. The Fayette County Foundation promotes and organizes philanthropy in the county, using donations and grants to improve the community through renovations, scholarships and quality of life improvements. The Fayette Area Plan Commission organizes local zoning and regulations.

- Connersville Chamber of Commerce
<http://www.connersvillechamber.com>
- Connersville Tourism Board
<http://www.tourconnersville.com/>
- Economic Development Group
www.edgconnersville.com

- Fayette County Foundation
<http://www.fayettefoundation.com/>
- Fayette County Area Plan Commission
(765) 825-9808

AVAILABLE INDUSTRIAL PROPERTIES

According to the Economic Development Group of Connersville, there are several industrial sites available in Fayette County.

- The Airport Industrial Park on State Rd 1 N has 29 acres with CNC Railroad access. The site is zoned I-1, enclosed industrial. The site is 10 miles to I-70 and seven miles to U.S. 40. It is at the Connersville Airport and has direct access to the 6,500' x 100' runway. The airport has an Automated Observing System, category I Instrument Landing System and Ground Communications Outlet. The site has electricity, gas, sewer and water utilities.
- The Atkins Site is located on S. State Road 121. There are two buildings on the site built in 1985 and 1996. The buildings have combined 5,504 square feet plus 1,104 square feet of office space. The site has electricity, gas, a septic system and well water. The site is zoned A2 and is within a flood hazard area.
- The Barker Property on Harrisburg Road is 298 acres zoned agricultural (A-2). The property is 10 miles to I-70 and seven miles to U.S. 40 and is equipped with sewer, water, electric and gas utilities.
- The Connersville Industrial Center on N Illinois Avenue is a warehousing or manufacturing facility. It includes 17.4 acres of land and is zoned A-2 with

rail access. The site is approximately 10 miles to I-70 and seven miles to U.S. 40 and is equipped with sewer, water, electric and gas utilities.

- The former Greene Manufacturing Building is on Georgia Avenue. It is zoned open industrial (I-2) and has 45,000 square feet plus an additional 4,000 square feet of office space. The site is 14 miles to I-70, 10 miles to U.S. 40, and 1 mile to State Rd 1 and is equipped with sewer, water, electric and gas utilities.
- The Madison Avenue site is on Madison Street. The building is 25,000 square feet, has three drive-in doors, and is zoned enclosed industrial. It is equipped with a fire alarm and security system and has outside storage available. The site is 15 miles from I-70, 15 miles from U.S. 27, and 1/2 mile to State Rd 44. It is served by CNC Railroad and has sewer, water, electric and gas utilities.

LAND USE GOALS FROM THE MULTIMODAL FEASIBILITY STUDY

In 2010 a multimodal feasibility study was conducted for the City of Connersville. The study included a number of recommendations concerning future economic development for both the City of Connersville and greater Fayette County. Below are the recommendations relevant to land use and the other categories covered in the comprehensive plan.

LAND AS AN ASSET

- Economic development efforts in Connersville/ Fayette County have historically sought to promote what is believed to be one of the greatest assets to prospective businesses – available land. While not technically wrong, this

approach is fundamentally the same as most other communities in the region and fails to differentiate Connersville/Fayette County from other communities (Connersville Intermodal, page 52).

DOWNTOWN REVITALIZATION

- Create, implement and manage revitalization plans for the downtown and commercial corridors (Connersville Intermodal, page 18)

INDUSTRIAL SITE DEVELOPMENT

- Develop industrial sites (new & expanding) with the following characteristics:
 1. Served with infrastructure (at least to the property)
 2. Sites of 100 or more useable acres
 3. Sites with actual or prospective rail access are desirable
 4. Have appropriate zoning and development ready (Connersville Intermodal, page 43)

REDEVELOPMENT OF CONNERSVILLE INDUSTRIAL PARK

- Make a unified commitment to the redevelopment of the Connersville Industrial Park:
 1. Prepare a redevelopment process guide/roadmap to help identify key and necessary steps to undertake
 2. Build consensus among community and local government officials to incrementally take action

3. Brief key stakeholders (business) and solicit stakeholder input (Connersville Intermodal, page 58)

- Establish a specific geographic area (ERA or RDA) as the targeted economic revitalization area by the City of Connersville.

1. This area should be focused on the existing business and significant properties in the Industrial Park and along Western Avenue immediately adjacent to the three entrances of the Industrial Park (Connersville Intermodal, page 58)

AIRPORT DEVELOPMENT

- A long term economic development plan specifically oriented toward the utilization and build-out of real estate in and around the airport (Connersville Intermodal, page 32).

- Protect the airport from commercial and residential encroachment

1. Adopt land use goal of establishing airport overlay district as part of the Fayette County APC's new Comprehensive Plan. An APC Technical Advisory Committee has begun working on an overlay district.

2. Utilize model airport overlay ordinance and FAA land use recommendations to aid development of zoning protections (Connersville Intermodal, page 30).

- Design considerations for the contemplated new airport terminal, need to portray the airport as "a place to do business," be appealing to business owners and executives as a "commerce" oriented

regional facility (Connersville Intermodal, page 32).

RECONSTRUCTION OF WESTERN AVENUE

- Leverage the economic development aspects of needed infrastructure investments that also enhance safety, efficiency and transportation for the community where ever possible. Such public infrastructure investment meeting these criteria would be the Reconstruction of Western Avenue between 30th and 3rd Street. (Connersville Intermodal, page 25)
- Pursue funding for the reconstruction of Western Avenue as a major business retention and expansion initiative.
 1. Meet with INDOT to discuss the need to rebuild Western Avenue
 2. Commission a Preliminary Engineer's Report to establish budget parameters
 3. Initiate funding discussions with local, state and federal agencies
 4. Formulate a marketing plan for the initiative (Connersville Intermodal, pages 24-27).

GREENWAY PROJECTS

- Continue planning and moving forward with Greenway projects and initiatives (Connersville Intermodal, page 18).

EXTENDING INFRASTRUCTURE TO AVAILABLE PROPERTIES

- Real estate marketing must be tied to planning and extending public and private infrastructure to available properties in order to differentiate offerings:
 1. Use modern graphic technologies and illustrate vision, planning, conceptual design and desired utilization of available land and buildings (Connersville Intermodal, page 53)
 2. Prepare preliminary site development plans with infrastructure to help forecast costs, prospective plats/lots available for development and integrate with graphic technologies to promote development ready properties(Connersville Intermodal, page 50)
 3. Formulate strategy to extend public and private infrastructure to the Connersville Technology Park property and leverage the Milton Sewer investment into Connersville. Position the infrastructure investment to be eligible for prospective EDA funding (Connersville Intermodal, pages 51-52)

Chapter 8

Housing



KEY POINTS

- ☑ **The population of Fayette County declined by 5 percent from 2000 to 2009.**
- ☑ **Connersville has a higher percentage of vacant housing than the county and state.**
- ☑ **Building permit issuance has decreased in the last ten years as the population of Fayette County also decreased.**

RESIDENTIAL LAND USE

This section of the Comprehensive Plan documents the present need for housing, assesses the condition of the local housing stock and develops policies to address the demand for a range of housing options.

The Table 8.1 below compares data for Connersville, Fayette County and Indiana on key housing indicators.

TABLE 8.1 FAYETTE COUNTY HOUSING DATA									
Characteristic	Connersville, 2009	% of total	% change, 2000-2009	Fayette County, 2009	% of total	% change, 2000-2009	Indiana, 2009	% of total	% change 2000-2009
Current Population	13,944	-	-9.52%	24,313	-	-4.98%	6,342,469	-	4.31%
Projected Population, 2020		-		23,462	-	-	6,739,126	-	-
Total housing units	6,906	100%	-0.89%	11,323	100%	3.11%	2,775,849	100%	9.62%
Occupied housing	5,942	86.0%	-6.89%	10,111	89.3%	-0.86%	2,468,006	88.9%	5.64%
Owner-occupied	4,083	68.7%	14.92%	7,323	72.4%	23.68%	1,764,450	71.5%	27.96%
Renter-occupied	1,859	31.3%	-19.59%	2,788	27.6%	-0.64%	703,556	28.5%	7.56%
Vacant housing units	964	14.0%	64.51%	1,212	10.7%	54.99%	307,843	11.1%	57.05%
Median home value	\$72,900	-	5.19%	\$87,500	-	11.46%	\$120,200	-	27.47%

Source: U.S. Census, American Community Survey; STATS Indiana

INVENTORY AND ASSESSMENT— SINGLE FAMILY

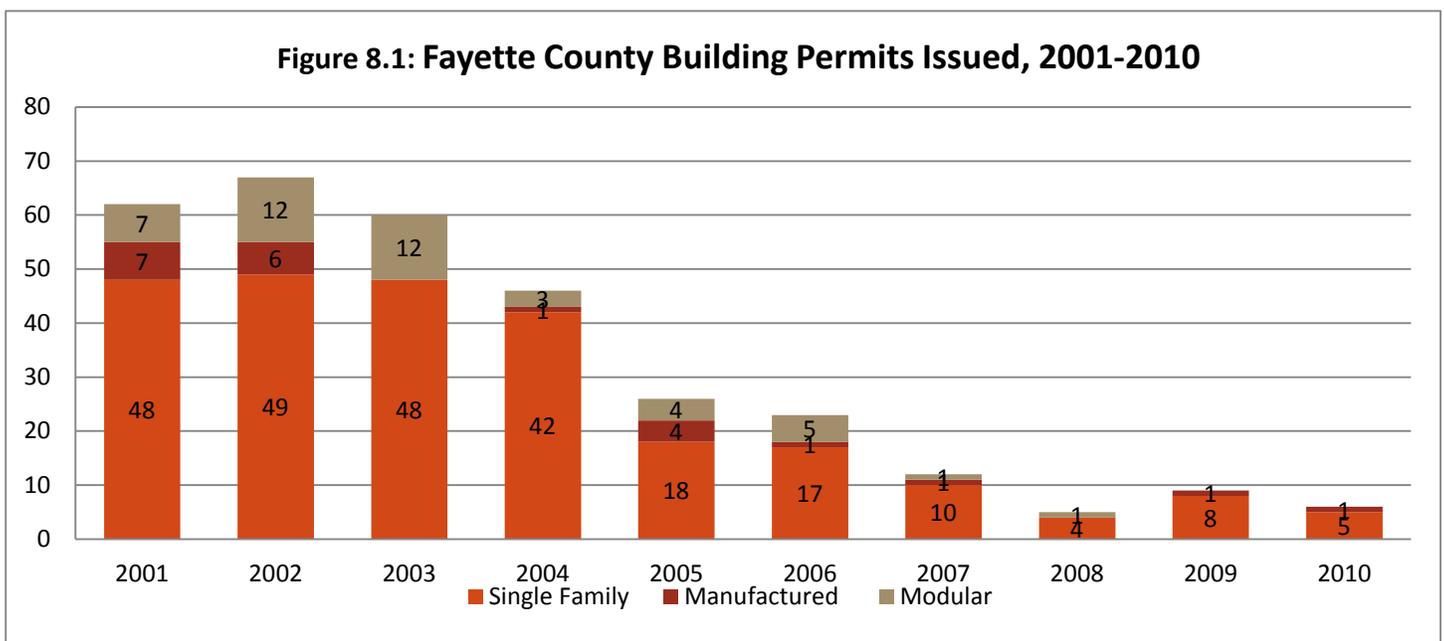
The majority of housing units in Fayette County are occupied by single families. The most recent Census data reveals the following trends:

- The number of housing units in Fayette County increased 3.1 percent from 2000 to 2009, compared to the 9.6 percent increase in the state as a whole.
- Median home values between 2000 and 2009, increased in Connersville and Fayette County by substantially smaller percentages than for Indiana as a whole. Connersville home values grew by 5.2 percent, Fayette County by 11.5 percent and Indiana by 27.5 percent.
- Occupied housing in Connersville decreased by 6.9 percent between 2000 and 2009. During this same time period Fayette County experienced a decline of less than 1 percent and occupied housing Indiana increased by 5.6 percent.

- While renter-occupied housing units decreased in Connersville by 19.59 percent and Fayette County by .64 percent, they rose by 7.5 percent in the state as a whole.
- From 2000 to 2009, the population of Connersville decreased by 9.5 percent and the population Fayette County decreased by 5 percent. During this same time period, the population of Indiana increased by 4.3 percent. This trend is projected to continue. The 2020 Fayette County population is projected to decrease by 3.5 percent, while the state population is projected to increase 6.25 percent in the same time period.

BUILDING PERMITS

Building permit figures are good indicators of housing growth. Building permits are issued for single family, manufactured and modular housing. Between 2001 and 2010, the vast majority of building permits have been issued for single-family homes.



Source: Fayette County Area Plan Commission

Permit issuance has decreased in the last ten years as the population of Fayette County also decreased. There were 62 building permits issued in 2001 and only 6 in 2010. The ten-year high was 67, in 2002, and the ten-year low was 5 in 2008. This is likely related to the statistic showing that the number of vacant housing units has increased over 50 percent in both the county and state from 2000 to 2009.

INVENTORY AND ASSESSMENT—APARTMENTS AND RENTAL UNITS

In 2009, Fayette County’s and Indiana’s percentages of rental units were similar. However, this number was a .64 percent decrease for Fayette County and a 7.56 percent increase for Indiana from 2000. This suggests that Fayette County is moving away from rental units while the state is increasing rental unit use.

Sixty-four multi-family housing units were permitted in 2000 and again in 2002. There are few rental houses available in Fayette County, especially ones larger than one-or-two bedroom.

CURRENT HOUSING MARKET SNAPSHOT

To get a better idea of the current housing market in Fayette County, we took a snapshot of real estate listings in Fayette County in May 2011. Of the 149 properties listed, 3 are listed as farms, 131 are listed as residential,

and 15 are listed as multi-family. 103 listings are in the city and 46 are in the county. Eight of the properties are listed as being real estate owned, which means houses foreclosed on by the bank.

The majority, 96 out of 149, of Fayette County listings are valued at less than \$100,000. A significant number of properties, 31, are valued between \$100,000 and \$150,000; 10 properties are between \$150,000 and \$200,000, while 11 are valued in excess of \$200,000. This data suggests that there are properties on the market in all price ranges, with the majority of the housing stock being of low- to mid-value.

REALTOR PERSPECTIVES

Local real estate and housing professionals were asked to weigh in on residential land use issues such as anticipated future growth and possible areas for redevelopment.

Although the Fayette County median home value listed by the U.S. Census was \$87,500 in 2009, Connersville housing professionals note that the median value of homes listed for sale through the MLS system is probably closer to \$59,950. Housing professionals have also determined that the average house listing price is higher than the median, closer to \$66,065 in 2009 and \$70,490 in 2010. Having a higher average house listing price than the median listing price indicates that there may be high

TABLE 8.2 PRICE RANGE & NUMBER OF PROPERTIES FOR SALE, MAY 2011					
	<\$50k	\$50-100k	\$100-150k	\$150-200k	>\$200k
Farm				1	2
Multifamily	9	3	1		2
Residential	35	50	30	9	7
Fayette Total	43	53	31	10	11
<i>Source: Powell Real Estate Co. ECI-Multiple Listings Service</i>					

value properties listed that are outliers from the rest of the housing market. There were approximately 218 residential properties sold in Fayette County in 2009 and 172 in 2010.

ANTICIPATED FUTURE GROWTH

Although new subdivision development is not a current goal of the county, there are areas that have newly developed executive-style housing. There are wooded lots near the Connersville High School where very nice homes are being developed. One real estate professional noted that there is area for expansion here, although there has not been much building lately. Similarly, the Timber Creek, Ridge Road, Riverbend and the Woodside Village areas are sections of the county with nice, newer housing available. Other areas listed as desirable neighborhoods are most areas past 12th Street north, Eastern Avenue east, and 3rd Street Hill west out of town, near the country club and high school. It was noted, "Overall, such a range of homes are being sold in all neighborhoods. No one neighborhood is more desirable than any other."

Presently there is not a large demand for new homes. "Since 2005, you have seen very few new homes being built. Subdivisions have stopped. We are not developing right now. I have been in real estate for 37 years this is the worst for new development that I have ever seen."

Unlike some other areas of the state, the market for green or sustainable housing has not emerged in Fayette County. Realtors note that the market is much more driven by economic factors, "People are trying to do more for their homes for efficiency. They are willing to do anything to save costs, buy new windows, insulate better, etc."

REDEVELOPMENT

Areas for redevelopment are scattered throughout Fayette County and there are no areas of exclusively decrepit housing. "In the city, there are older rental homes that the landlords haven't been able to keep up because of taxes. These properties that need to be revitalized are scattered throughout the city. Several houses here and there need to be improved but it is not a whole neighborhood," one real estate agent said.

There are some areas where redevelopment and revitalization have been suggested, mostly around downtown Connersville. There have been suggestions to revitalize the loft properties above downtown businesses where there are empty properties and adequate living spaces; realtors argue that these are excellent housing opportunities and the spaces could be gorgeous if the lofts were remodeled. There are also larger districts where revitalization would be helpful from 3rd Street Hill to 10th Street Hill.

SENIOR HOUSING

There is a lack of housing that is dedicated only for seniors: "Demand exists for housing in a protected environment exclusively for seniors where they can feel safe living." It was noted that there are some condos available that might appeal to seniors but that in many cases these condos are priced beyond what seniors can afford.

HOUSING ALTERNATIVES

Fayette County's population continues to mirror the state by demonstrating a clear consumer preference for detached, single-family housing. From 2005 to 2009, single-unit detached housing made up 78.5 percent of occupied housing for Fayette County and 74.2 percent

of occupied housing for Indiana. Rented housing units make up approximately 27.6 percent of occupied housing in Fayette County. However, this number seems to be decreasing as demonstrated by the drop in occupied rental units from 2000 to 2009.

The number of vacant housing units has increased greatly in Fayette County and the state since 2000. The 2009 rate of vacant housing units in Fayette County is 10.7 percent, which is slightly lower than the state’s vacancy rate of 11.1 percent. Most of the vacancy in Fayette County is in rental units: the homeowner vacancy rate is 3.1 percent and the rental vacancy rate is 13.9 percent in Fayette County.

SUBSIDIZED HOUSING

The availability of rental housing for low-income tenants is important. In Indiana, such housing typically comes in the form of Section 8 housing developments. According to the Indiana Housing and Community Development Authority website, “A project-based Section 8 development provides rental assistance to make affordable rental units [for] low-income people. When you get help through a project-based section 8, you have to live in that particular housing development.”

As shown in Table 8.3, Fayette County’s low-income housing is located in Connersville at Conner Court, which has 128 units; Fountain Place, which has 102 units; Valley Place, which has 34 units; Vantage Point Apartments, which has 46 units; and Woodside Village Apartments IV, which has 32 units. It was suggested that in Fayette County demand for subsidized housing is exceeding the supply. “There is currently a waiting list of 1 to 1.5 years to receive subsidized housing. Demand for subsidized housing reached its peak a year ago and now we receive 10 to 15 inquiries a day,” said one official.

SUSTAINABLE HOUSING GROWTH

Fayette County’s natural resources are an integral part of its character. The forests, rivers, and farmland are essential to the local economy, while amenities such as the Shrader-Weaver Nature Preserve and Mary Gray Bird Sanctuary enhance quality of life and public health. As such, it is important that local policy makers explore “sustainable” options for economic and housing growth to account for the impact of development on the local environment and existing natural resources. There are many creative strategies that Fayette County can pursue to preserve natural lands and protect critical environmental areas.

TABLE 8.3 PROJECT-BASED SECTION 8 DEVELOPMENTS

Development	Address	City	# of Units	Telephone #
Conner Court Apartments	1465 E. SR 44	Connersville	128	(765) 377-4134
Foundation Place Apartments	701 Fountain St.	Connersville	102	(630) 627-3103
Valley Place Apartments	625 McCann	Connersville	34	(765) 825-4677
Vantage Point Apartments	1889 E. SR 44	Connersville	46	(765) 825-8116
Woodside Village Apartments IV	1889 E. SR 44	Connersville	32	(765) 825-8116

Source: Indiana Housing & Community Development Authority

The Environmental Protection Agency’s “smart growth” agenda includes several feasible strategies:

- Attract mixed-use developments that combine residential and commercial properties with parks, churches, and other amenities to reduce transportation costs and minimize land use.
- Implement regulations to promote green, compact, energy-efficient housing developments.
- Promote policy that preserves open space, farmland, natural beauty and critical environmental areas.

LOCAL HOUSING ORGANIZATIONS

Community Housing Development Organizations (CHDOs) assist communities with housing development. Fayette County is currently not being served by any regional

Community Housing Development Organizations.

Organizations within the county working on housing issues include the Housing Authority and Habitat for Humanity.

HOUSING GRANTS

As shown in Table 8.4, Fayette County has received \$2,837,758 in awards from the Indiana Housing & Community Development Authority since 2005.

Fayette County has also received funding through grants shared with multiple counties. (See Table 8.5) While the value of these shared grants since 2005 totals almost \$32 million, the portion actually received by Fayette County cannot be determined. These shared grants range from being shared by 2 other counties to as many as 37 counties.

TABLE 8.4 FAYETTE COUNTY HOUSING GRANTS

Year	Grant Recipient	Grant Type	Grant Amount
2005	Dunn Mental Health Center, Inc.	HOME Funds	\$640,000
2005	Individuals of Fayette County	Down Payment Assistance	\$6,700
2005	Individuals of Fayette County	First Home	\$6,700
2006	Individuals of Fayette County	Down Payment Assistance	\$38,100
2006	Individuals of Fayette County	First Home	\$326,232
2006	Dunn Menal Health Center, Inc.	HOME Funds	\$640,000
2006	Community Education Coalition	Neighborhood Assistance Program	\$37,500
2006	Richmond/Wayne County Halfway House	Neighborhood Assistance Program	\$15,000
2007	City of Connersville	Community Development Block Grant	\$300,000
2007	Fountain Place Apartments	Rental Housing Tax Credits	\$310,250
2008	Community Education Coalition	Neighborhood Assistance Program	\$20,828
2008	Individuals of Fayette County	First Home	\$128,148
2008	City of Connersville	Community Development Block Grant	\$250,000
2009	The Board of Commissioners of the County of Fayette	Community Development Block Grant	\$118,300
		Total	\$2,837,758

Source: Indiana Housing & Community Development Authority

TABLE 8.5 SHARED HOUSING GRANTS

Year	Grant Recipient	Shared With	Grant Type	Grant Amount
2006	The Center for Mental Health	6 counties	Housing Opportunities for Persons with AIDS	\$21,897
2006	Community Action of East Central Indiana	2 counties	Energy Assistance Program	\$1,089,253
2006	Community Action of East Central Indiana	2 counties	Weatherization	\$221,616
2007	Community Action of East central Indiana	2 counties	Community Service Block Grant	\$202,041
2007	Community Action of East Central Indiana	2 counties	LIHEAP	\$170,433
2007	Community Action of East Central Indiana	2 counties	SWEEP	\$34,625
2007	Community Action of East Central Indiana	2 counties	Weatherization	\$155,455
2007	Community Action of East Central Indiana	2 counties	HOME Funds	\$82,670
2008	Community Action of East Central Indiana	2 counties	Community Service Block Grant	\$166,145
2008	Community Action of East Central Indiana	2 counties	Energy Assistance Program	\$1,117,076
2008	Community Action of East Central Indiana	2 counties	Weatherization	\$176,209
2009	Community Action of East Central Indiana	2 counties	Community Service Block Grant	\$161,769
2009	The Center for Mental Health	9 counties	Housing Opportunities for Persons with AIDS	\$31,520
2009	Community Action of East Central Indiana	2 counties	Weatherization	\$192,766
2009	Community Action of East Central Indiana	2 counties	Community Service Block Grant (ARRA)	\$452,477
2009	Indiana Builders Association	37 counties	Energy Conservation Program (ARRA)	\$20,725,963
2009	Dunn Mental Health Center, Inc.	4 counties	Homeless Prevention and Rapid Re-Housing	\$582,000
2009	Community Action of East Central Indiana	2 counties	Indiana Foreclosure Prevention Network	\$10,000
2010	Apire Indiana	25 counties	Housing Opportunities for Persons with AIDS	\$164,840
2010	Hoosier Energy Rural Electric Co-Op	21 counties	Energy Conservation Program (ARRA)	\$5,815,569
2010	Eastside Community Center	9 counties	Indiana Foreclosure Prevention Network	\$125,000
2010	Hoosier Energy Rural Electric Co-Op	21 counties	Community Development Block Grant- Disaster	\$289,236
			Total	\$31,988,550

Source: Indiana Housing & Community Development Authority

PRIORITIES AND ACTION ITEMS

The community noted several priorities for housing:

- Restore and revitalize existing stock of housing.
- Provide a full range of housing options.
- Ensure Fayette County is aware of and pursuing grant and other funding for housing that it is eligible for.

ACTION ITEMS:

- 1. Explore options for neighborhood revitalization projects including both aesthetic and structural improvements.**
- 2. Encourage occupancy of existing housing over new developments.**
- 3. Develop a plan to provide phase-down as well as exclusive housing for seniors.**
- 4. Find a housing organization to routinely look for housing grants and other housing opportunities relevant to Fayette County. For example Washington County, which has a similar population to Fayette County, is served by four Community Housing Development Organizations. Community Housing Development Organizations can provide a critical link for communities to resources that are available to them.**

Chapter 9

Natural

Resources



KEY POINTS

- ☑ **Local water resources – including groundwater and the Whitewater River – are outstanding assets that should be protected and shared.**
- ☑ **The community’s parks are well-used and appreciated by residents. To maintain the quality of the parks into the future, the community will need to secure funding for improvement of existing facilities – and to add new walking and bicycling trails.**
- ☑ **Development in rural portions of the county must be completed in a responsible manner. Additional protections are needed to promote responsible development in floodplains and in rural subdivisions.**

INTRODUCTION

Throughout the nation and across the globe, issues of sustainability, livability, walkability, context sensitive design, smart growth and quality of life pervade our conversations about communities. These terms have become an integral part of our discussion not because it is a trend, rather, because these issues are valid and important to the way each of us lives, works and plays.

Whatever your perspective on how we are affecting changes in our environment, there is a need and growing interest in planning and building our communities with a more thoughtful consideration of impacts to natural resources and the environment. This is especially important in Fayette County where the natural environment is a significant reason why people live in the community, and why many tourist visits the region.

This section of the plan will address the environmental aspects of sustainability as it relates to Fayette County’s natural resources. Park and recreation issues are also addressed in this chapter, as parks are often used to protect important local natural resources.

GROUNDWATER

The Whitewater Valley Aquifer system supplies much of Fayette County’s drinking water. While wells in the area are quite productive, the aquifer is limited to areas near the Whitewater River. Rural areas further from these basin wells generally have a very limited capacity – resulting in quite a disparity.

In the utility section of this plan, the groundwater issues and recommendations are described in detail. As a brief summary for this section, key issues and action steps follow:

ACTION ITEMS:

- 1. Protect the groundwater supply for local use and local economic development.**
- 2. Protect the groundwater quality from environmental contamination.**
- 3. Develop a plan to share the water supply throughout the county.**

WHITewater RIVER

The Whitewater River flows from south to north through Fayette County. It joins the east fork of the river in Brookville, then empties into the Ohio River south of Harrison, Ohio. The river is popular with canoeists because of the undeveloped hillsides along large portions of the route – and because it falls six feet per mile on average, creating several areas of rapids.

The community noted several priorities for the river:

- **Protect the scenic nature of the river corridor through the county:** The steep hillsides and wooded areas along the river enhance the beauty of the area. Even more, this vegetation provides natural water quality protections for the river. These areas should be protected to maintain the river as a natural asset.
- **Improve access to the river:** There is only one public river access point in the county. Additional access points in Fayette County would allow for shorter trips, making the river more accessible for local residents.
- **Create walking trails along the river:** Development of walking trails would not only provide a recreational resource, but it would improve visibility and access to the river.

ACTION ITEMS:

1. **Implement watershed protection measures along the Whitewater River.**
2. **Develop additional river access points in the county.**
3. **Construct walking trails along the Whitewater River.**

PARKS AND RECREATION

Parks are regularly cited as one of the strengths of the Fayette County community. Residents are proud of the local parks, and are generally supportive of making improvements to existing parks. Several key issues related to parks and recreation were identified in this plan, as follows:

PARK EXPANSION

Residents noted that while they are supportive of existing parks, there was limited support for adding more parks. Instead, residents stated that the priority should be on the continued improvement of existing park lands and facilities to accommodate current and future needs.

WALKING AND BICYCLING TRAILS

The one area where residents strongly supported new parks facilities were in the development of walking and bicycling trails. Residents and community leaders alike cited strong support of park department plans to create multi-use walking and bicycling paths that would improve connectivity between various local destinations.

Key locations where trails should be developed are summarized as follows:

- Greenway north of Park Road along an abandoned railroad corridor.
- Greenways (or on-street bicycle routes) to connect parks and natural assets in the county.
- Greenway along the Whitewater River.
- Greenway following the canal route.
- Bicycle route following the Whitewater Canal

Scenic Byway.

As described in the transportation chapter, there is also a strong need in the community to improve existing sidewalks and to provide new sidewalks throughout the community. Any investment in trails should be complimented by a parallel effort on improving sidewalks in local neighborhoods.

This is especially a concern because existing sidewalks are in a deteriorated condition throughout Connersville. Sidewalks downtown have flaked away leaving unsafe surfaces. Walks in the downtown and throughout the community also need upgraded to meet current accessibility standards. In residential areas, sidewalks have heaved from tree roots resulting in unsafe conditions. Additionally, there are many places in the community with no sidewalks at all. Additional effort should be placed on improving sidewalk conditions and the walkability of neighborhoods throughout the city.

FUNDING FOR PARKS INITIATIVES

One of the key challenges for implementing parks initiatives is obtaining funding for those efforts. The primary source of parks funding in Indiana is through the Indiana Department of Natural Resources (DNR). To become eligible for parks funding, the DNR requires that local communities have a formally established parks board, and that they have a master plan for park improvements that is updated every five years.

Since neither Connersville nor Fayette County currently have a parks board, the community is severely limited in what funds can be utilized for capital projects in the parks. Before undertaking any capital improvement projects related to parks, the city/county will need to evaluate the need to establish one or more parks boards in order to become eligible for corresponding grant funds. The

benefits of becoming eligible for grant funding will need to be weighed against the drawbacks of having another board in the community.

It is ultimately recommended that both Connersville and Fayette County evaluate re-establishing park boards in compliance with DNR requirements. That action should be followed up by creating qualifying 5 year master plans for the work. It should be noted that the Indiana Office of Community and Rural Affairs regularly provides grants to prepare the required master plans.

ACTION ITEMS:

- 1. Prioritize improvement of existing parks over establishment of new parks.**
- 2. Implement the community's plans for a network of walking and bicycling paths.**
- 3. Establish park boards and create a five year Park and Recreation Master Plan to become eligible for DNR funding for parks.**

FLOODPLAINS

Floodplain areas exist not only along the Whitewater River, but in steep ravines throughout the county. Because of the risks involved in development in these floodplains, the community has adopted regulations to manage this development. By following federal recommendations for floodplain development, the community maintains eligibility for flood insurance.

To maintain flood insurance eligibility, it is recommended that the community continues to monitor and update their standards to meet federal recommendations.

Furthermore, the community desires to take additional steps to limit development in floodplains. Specifically,

the community should implement rules to prohibit construction of occupied structures in floodplains (i.e. homes and businesses). This would still allow unoccupied structures such as agricultural buildings to be built in floodplains, but would eliminate high-risk structures from floodplains.

ACTION ITEMS:

- 1. Update floodplain ordinances to prohibit occupied structures in floodplains.**

CONSERVATION SUBDIVISIONS

The rolling hillsides in the southern portion of Fayette County continue to attract residential development. However, there is growing concern that the popularity of the area will soon deteriorate the natural setting. Even more, goals to extend water to the area could make the area more popular – causing an increase in the number and density of housing.

The Future Land Use Plan takes a first step in addressing this concern by recommending the establishment of a new Agricultural – Natural Resources zoning district for this area. This district would allow single family houses in low density development in the district.

Since it is expected that property owners and developers will want to build denser development in places, the community will need to take steps to protect the natural resources and beauty of the area. To accomplish this, it is recommended that the community prohibit traditional subdivision development in rural areas – and instead require conservation subdivisions for any development more than a single family home.

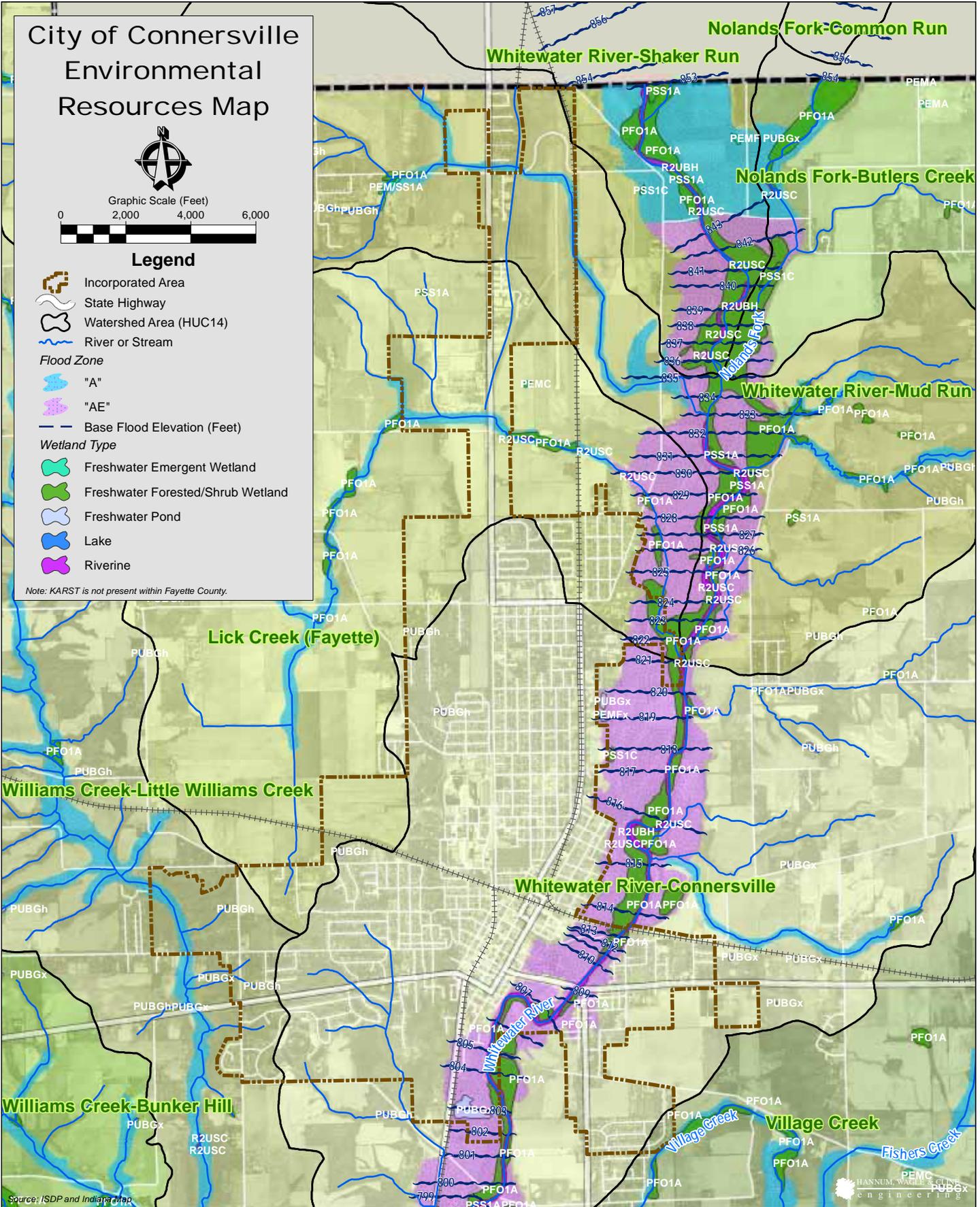
A conservation subdivision (also called a cluster subdivision) generally locates single family homes on

smaller parcels of land, while the additional land that would have been allocated to development is converted into common space for the subdivision residents. Typical development standards are changed to better preserve existing hillsides, streams, open space and natural areas. More information on conservation subdivisions can be found in the Appendix.

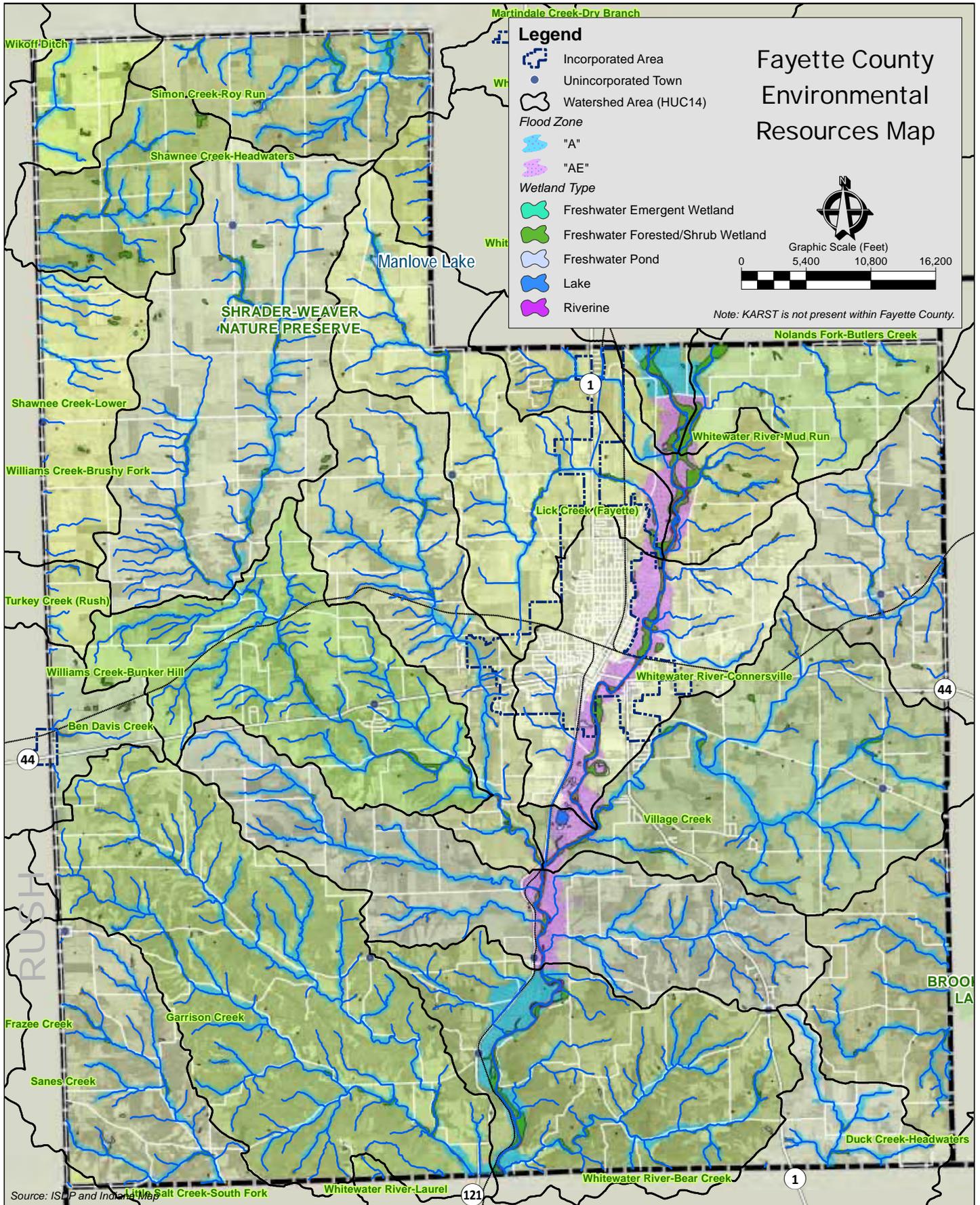
ACTION ITEMS:

- 1. Require conservation subdivisions for new subdivisions in rural areas.**

MAP 9.1 CITY OF CONNERSVILLE ENVIRONMENTAL RESOURCES MAP



MAP 9.2 FAYETTE COUNTY ENVIRONMENTAL RESOURCES MAP



Chapter 10

Utilities



KEY POINTS

- ☑ **Provision of quality utility service to already developed areas is the community’s highest utility priority. Serving undeveloped areas with new utilities should be a low priority.**
- ☑ **While extending infrastructure is generally a low priority, there are many county residents without any suitable water supply. A county-wide water plan needs to be developed that will provide service, but in a manner that does not cause unmanaged sprawl.**
- ☑ **The community’s groundwater supply is an economic development resource that should be used to attract and grow business and industry for Fayette County.**
- ☑ **The community’s groundwater supply is a resource that needs to be protected.**

INTRODUCTION

In the late 1960s when Fayette County’s industrial base was growing quickly and the City of Connersville was expanding, the community made significant investments in its water and sewer utilities. That resulted in a system that had significant capacity to supply potable water to growing residential and industrial, and then to treat large volumes of industrial wastewater.

In the 1970s population in Connersville was projected to top 30,000. Then in the 1980s, manufacturing plants started to close and there has been a steady decline in jobs and population ever since. The volume of water pumped from the city’s wells and treated at the city’s wastewater plant has declined at an equally fast rate. Water usage today is currently half of what it was in the 1970s.

The result is Connersville is now a community with water and sewer utilities designed for a twice its current population. That means the city can certainly use this utility capacity in its economic development efforts. But it also means that the utility must take care of large systems, with limited funding.

These realities brought on tough questions for the community to answer during this planning process. How do you take advantage of utility capacity? How do you decide when it is appropriate to extend utility infrastructure to new development areas when maintenance of the existing system is already challenging?

UTILITY DEVELOPMENT POLICIES

- Provision of quality utility service to already developed areas is the community’s highest utility priority. Serving undeveloped areas with new utilities should be a low priority.
- Most of the community is blessed with an abundant groundwater supply. Unfortunately, many rural residences and communities do not have access to this water supply. A county-wide water plan needs to be developed that will provide service, but in a manner that does not cause unmanaged sprawl. Such a plan will show developers where in the county they can expect to have utility water.

- The community's groundwater supply is an economic development resource that should be used to attract and grow business and industry for Fayette County. It should not be used as a commodity to be sold outside the community where it would not result in jobs for local residents.
- The community's groundwater supply is a resource that needs to be protected. Provisions to protect the quality of the water supply should be made.

WATER SUPPLY AND TREATMENT

AREA WATER UTILITY PROVIDERS

Water service is provided to the major portions of Fayette County by two providers. Connersville Utilities serves the City of Connersville and some adjoining areas. Connersville Utilities sells water wholesale to Pleasant View, which distributes water in a residential area on SR 44 west of Connersville. The St. Jude Village Water Corporation provides 18 service connections.

Everton Water provides water service to the unincorporated Everton community. The utility also provides rural water service to the southeast quadrant of the county. Additionally, there is a public water system in Glenwood. However, Glenwood is not currently under the jurisdiction of the Area Plan Commission.

CONNERSVILLE WATER

Water Supply and Treatment: The city currently operates two water treatment plants. The first is the water treatment plant at 9th and Fayette. Three water wells feed the plant, with a maximum capacity of up to 4.0 million gallons per day (mgd). Wells are located in east of the plant on East 9th Street. This was the city's only water

source until 1967. Today it serves as their "standby" plant.

The primary water supply for the City of Connersville is provided by a water treatment plant near Roberts Park. The plant itself is on Park Road, near 26th Street. Five wells are located east of the plant along the Whitewater River, just southeast of Roberts Park. Up to 8.0 mgd is possible at this plant.

While the total "theoretical" capacity of the two plants is up to 12.0 mgd, utility officials noted that a 5-6 mgd is the more likely sustained output possible before upgrades would be needed to the plant.

Average water usage is 1.9 mgd spread over approximately 6,000 customers, with peak usage reaching 2.2 mgd. In contrast, the city pumped twice this amount of water in the 1970s when industrial use was at its peak capacity. This means that the city has significant excess water capacity. Water usage could double or triple from current volume to support economic development without putting a significant burden on the system.

Wellhead protection areas for the city's drinking wells are illustrated on the future land use maps included in Chapter 6 Land Use. The five year time of travel for the wells includes multiple existing potential contaminant sources. Protecting the groundwater supply from contamination is a high city priority. For the city's primary wells at Roberts Park, the city has installed 2 inch diameter test wells upstream of the groundwater flow to monitor potential contamination.

Treatment at the water plant includes aeration, filtration and chlorination.

Storage: The city operates three storage tanks. The main tank is a 1.8 million gallon ground level storage tank. The second is a 150,000 gallon elevated tank. The third is

a 1.0 million gallon ground level tank. Storage capacity is believed to be adequate for current use plus growth.

Planned Projects: The utility’s primary focus is on operating and maintaining existing equipment. Some projects are currently being planned. This includes a water extension to Harrisburg and the school in that community. Additionally, upgraded water service to the industrial park north of the airport is being designed.

KEY WATER ISSUES

Much of Fayette County’s drinking water comes from the Whitewater Valley Aquifer system. This system is characterized by having high groundwater potential (up to 1,200 gallons per minute) and numerous wells of this size have been installed in the area. While wells in this aquifer are highly productive, outside the river basin well output quickly diminishes. In the rural areas of the county, well potential of 0-10 gallons per minute is more likely. Many rural residences have not been able to drill a productive well, and are forced to haul tanks of drinking water to their residences. Map 10.1 shows groundwater potential in this section.

In this process, local residents repeatedly cited that they want to “protect our water”. Even more, residents and community leaders were strongly in favor of sharing water from productive wells with rural Fayette County homes, farms and businesses.

Protecting the Water Supply - Quantity: Because of the significant groundwater potential, large cities have considered opportunities for drilling wells in the aquifer and pumping it out of Fayette County to support growth and economic development many miles away.

Local leaders are against such a use, and instead want to see businesses chose to locate in Fayette County because of its plentiful water supply. In that manner, the water supply can spur economic development in this county, instead of supporting it elsewhere.

ACTION ITEMS:

1. **Develop a strategy for promoting local economic development based on the water supply.**
2. **Develop strong ordinances to preserve local water rights for Fayette County aquifers.**

Protecting the Water Supply – Quality: The Whitewater Valley Aquifer ranges in depth from 10 to 100 feet. Its shallow water level, combined with a lack of clay layers, makes it highly susceptible to contamination. The community will continually have to monitor and take appropriate actions to prevent contamination from entering its groundwater supply.

ACTION ITEMS:

1. **Encourage strong water quality protections in the community, especially within the Whitewater Valley Aquifer.**

Providing Rural Water: Residents in Connersville, Everton and in the southeast quadrant of the county generally have access to municipal water. Outside of these areas, there are only a few other places in the county where well water is consistently reliable. The challenge is particularly an issue at rural elementary schools. The school in Harrisburg is on their third well in recent years. Before it was closed, the school in Orange had to treat water for arsenic.

The vision discussed in planning meetings is to share Connersville's plentiful water supply with rural areas of the county. Community leaders noted that the process of extending water into the rural areas needed to begin with a County-Wide Water Plan.

This plan would need to identify service territory, distribution piping plans, cost estimates, analysis of grant funding opportunities, organizational structure, and other considerations. Leaders assumed that water to serve the county would come from the excess capacity in Connersville, but that would need to be considered as well.

Planning to serve rural areas with drinking water must also consider the unintended consequences of making rural water readily available. Development in these rural areas is currently limited because of the unavailability of water. Once that barrier is removed, an increase in development in rural areas may occur. Even more, since there is little growth going on in the community – any new development in the county is likely to be people moving out of Connersville into the area. This could further slow revitalization efforts in Connersville. Such development in rural areas also could displace agricultural activities with residences. Such a plan needs to be enacted concurrent with agricultural preservation planning initiatives.

Based on this understanding, a brief review of the conditions in each township related to these issues was completed. Recommendations are summarized in Table 10.1.

ACTION ITEMS:

- 1. Create a County-Wide Water Plan that establishes a plan for providing potable water service to rural areas throughout the county.**

OTHER WATER PROVIDERS

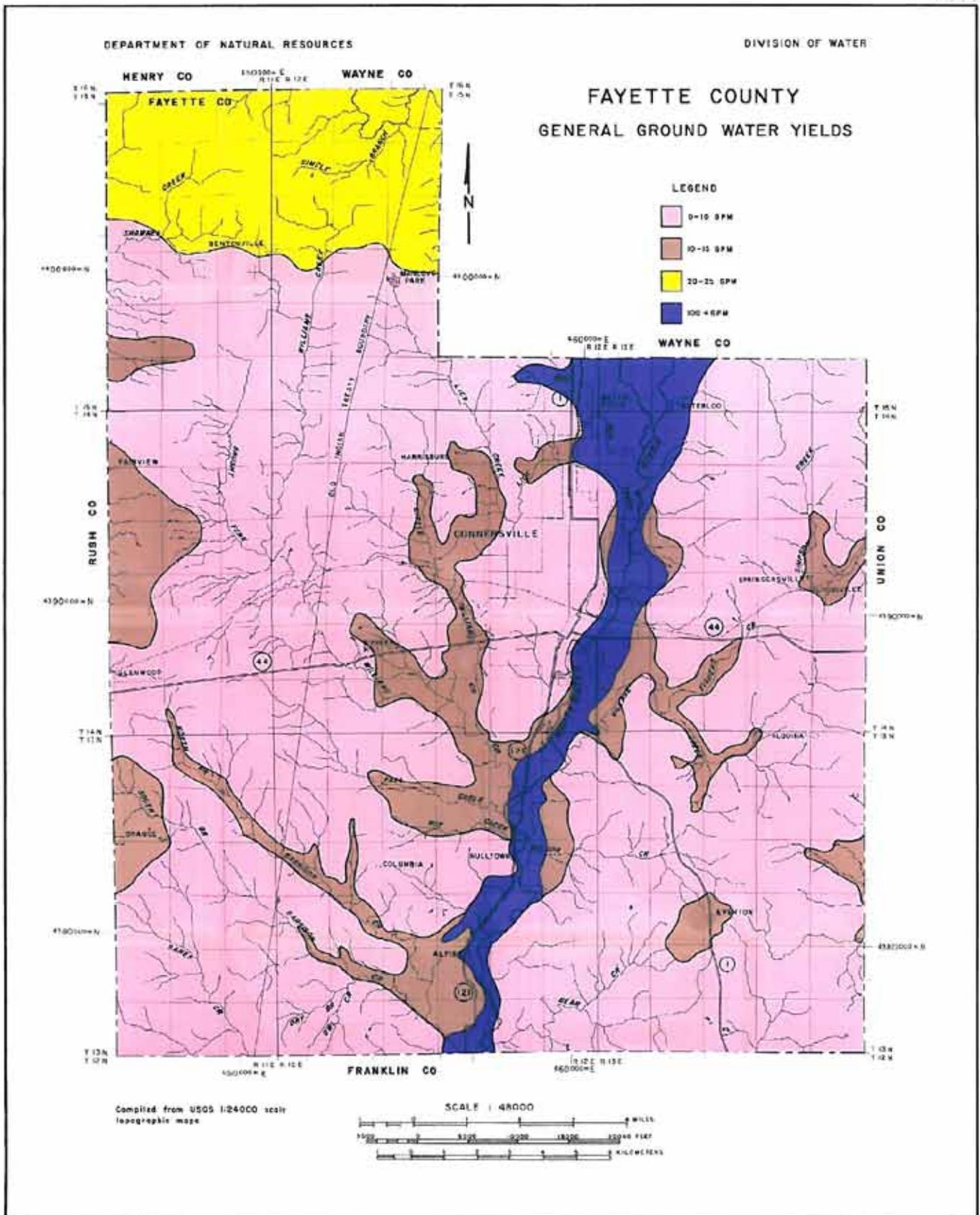
In addition to Connersville, water service is provided by the following entities:

- Everton Water supplies water to the Town of Everton and surrounding rural areas in portions of Jackson and Jennings Townships.
- Pleasantview Utilities provides water service to the Pleasantview subdivision.

TABLE 10.1 RECOMMENDATIONS FOR EVALUATION OF RURAL WATER SERVICE BY TOWNSHIP

Township	Considerations for Rural Water Service	Feasibility of Delivering Water Service
Posey	<ul style="list-style-type: none"> ● Prime agricultural area. ● Low population density. ● Long distance to water supply. 	Not recommended.
Fairview	<ul style="list-style-type: none"> ● Prime agricultural area. ● Low population density. ● Long distance to water supply. 	Not recommended.
Orange	<ul style="list-style-type: none"> ● Arsenic documented in water supply in Orange. ● Long distance to water supply. ● Southern Orange Township could see increased development with new water supply. ● Significant need for water service, but exceptionally high cost because of distance to water sources. 	Study recommended.
Columbia	<ul style="list-style-type: none"> ● There may be sufficient density in the Nulltown, Alpine and Columbia communities to support regional water service. 	Warrants detailed study of impacts.
Connersville	<ul style="list-style-type: none"> ● Much of the area is already provided with suitable water service, or is within a short distance of water service. 	Existing.
Harrison	<ul style="list-style-type: none"> ● A service extension to Harrisburg has been planned. ● High potential for additional development. 	Warrants detailed study of impacts.
Waterloo	<ul style="list-style-type: none"> ● Low population density. ● Providing water would likely prompt additional development in the township. ● Additional development could prompt the need for another bridge over the Whitewater River into Connersville. ● Potentially a high cost of development. 	Not recommended.
Jennings	<ul style="list-style-type: none"> ● Rural water service is provided to much of the area. 	Existing.
Jackson	<ul style="list-style-type: none"> ● Rural water service is provided to much of the area. 	Existing.

MAP 10.1 FAYETTE COUNTY GENERAL GROUND WATER YIELDS



Source: Hydrogeology of Fayette County, Indiana by Robert Reynolds, 1993.

SANITARY SEWER SERVICE

AREA SANITARY SEWER PROVIDERS

Sanitary sewer service is provided to the City of Connersville and some adjoining areas by the Connersville Utilities. The only other sanitary sewer provider in the county are Everton and Pleasantview Utilities.

CONNERSVILLE SEWER

Treatment: Connersville operates a 10.8 million gallon per day (mgd) class 3 activated sludge treatment facility. The plant is located off SR 121 on the south side of Connersville, just north of Veterans Memorial Drive. The plant was constructed in 1956, and received major upgrades in 1974 and 1997.

Current dry weather flows to the plant average 4.0 mgd.

Collection: Connersville’s collection system is largely a combined sewer system. Approximately 60-70 percent of the system is combined. There are four combined sewer overflows (CSOs) in the system. These are located along the river at the far southern end of Eastern Avenue, at 1st Street, at 7th Street and at 19th Street.

The city is actively implementing its CSO Long Term Control Plan (LTCP) with a target completion date of 2028. Notably, a large storm/sanitary sewer separation project was completed in eastside neighborhoods north of 11th Street. The next LTCP project the city is working on is separation of storm and sanitary sewers in the neighborhoods surrounding the hospital.

Planned Projects: Connersville Utilities is working with Milton to accept wastewater from a new system serving that community. Wastewater will be pumped

to the Connersville system near the airport, where it will be conveyed through Connersville’s collection system. The utility is using this opportunity to provide service to a planned industrial park on the north side of the community. Wastewater from Milton will be pumped to an existing lift station at the industrial park. The lift station then conveys flows from Milton and the industrial park into Connersville’s system.

OTHER SANITARY SEWER PROVIDERS:

- Everton provides sewer service to areas along SR 1 in the unincorporated town of Everton. It does not provide sewer service to its entire customer base. Everton discharges its wastewater to the City of Connersville for treatment at Connersville’s wastewater treatment facility.
- Pleasantview utilities provides sanitary sewer collection and treatment at a package treatment plant for the subdivision.

KEY SANITARY SEWER ISSUES

In discussing priorities of the sanitary sewer utility with local officials, it was noted that the community’s priority will continue to be maintaining aging sanitary sewer infrastructure. With the system sized to accommodate more flows and customers than it currently has, the work needed is likely to outpace revenues for years to come.

ACTION ITEMS:

1. **Prioritize maintenance of existing systems over extension of new utilities.**

Chapter 11

Transportation



KEY POINTS

- ☑ **Improvement of transportation infrastructure serving existing neighborhoods, commercial areas and industrial developments is the community's highest transportation priority.**
- ☑ **Standards will be adopted to encourage transportation improvements to address all modes of transportation – including vehicular, pedestrian and bicycles.**
- ☑ **Mettel Field is an economic development asset for the community. Investments in that asset will be required to achieve its potential.**
- ☑ **Cooperation between railroads is necessary for the community's future economic development.**

INTRODUCTION

Growth in the industrial base of Fayette County and other eastern Indiana communities in the 1960s prompted a series of planned improvements to local and regional transportation networks. For Eastern Indiana, state transportation officials were planning a new highway that would essentially connect Fort Wayne to the greater Cincinnati region. That highway was planned to pass just east of Connersville. The highway held great promise for local residents in that it would allow quicker access to I-70 and it would provide connectivity to other new regional markets.

In Connersville, traffic stemming from industrial growth was resulting in significant congestion on local streets. With predictions of the population booming to over 30,000 people, the community developed a strategy of constructing an outer beltway around the city. This would address the traffic congestion in the community, and better connect the city to the new highway being planned.

TODAY'S TRANSPORTATION CHALLENGES

In subsequent years, growth in Fayette County stalled, and population began to decline. Plans for the new highway were put on the shelf. Even without the anticipated growth, traffic congestion still remained, so the community kept the plans for the outer beltway as a means of addressing the issue. Parts of that beltway have now been built south of Connersville.

The challenges facing the community's transportation systems today are very different than the growth model that was discussed during the previous comprehensive plan. Infrastructure is in place to support a larger population than currently exists. Residents still want to see improved traffic flow on major roads and better access to interstate highways – but repairing and upgrading existing infrastructure is consuming local resources. The beltway that was once envisioned is no longer a necessity, and funding for it is unlikely to be available.

With current realities in mind, this transportation plan seeks to establish a new strategy for approaching

improvements to the local transportation network, guiding Fayette County towards achieving their long term goals and objectives.

TRANSPORTATION DEVELOPMENT POLICIES

Following is a summary of new transportation policies as a result of this plan:

- Connersville’s population is now 2,000 persons less than it was in the 1960s when policies to support growth were adopted. With population forecasted to continue to decline, former policies to support significant transportation growth are no longer valid.
- Former plans for a full outer beltway were appropriate when they were developed, but are no longer a necessary or cost-effective solution to the community’s transportation needs.
- Improvement of transportation infrastructure serving existing neighborhoods, commercial areas and industrial developments is the community’s highest transportation priority.
- Standards will be adopted to encourage transportation improvements to address all modes of transportation – including vehicular, pedestrian and bicycles. “Complete Streets” policies and practices should be adopted to support economic development of business districts and the vitality of neighborhoods.
- Mettel Field is an economic development asset for the community. Investments in that asset will be required to achieve its potential.
- Enhanced cooperation between railroads is

necessary for the community’s future economic development.

OVERVIEW OF TRANSPORTATION SYSTEMS

A number of existing transit systems exist in Fayette County that will be reviewed in this section of the plan:

- Existing road and street system – including city streets, county roads and state highways.
- Existing rail transportation – including the Whitewater Valley Railroad, private railroads and Amtrak.
- Existing public transportation – including rural transit service.
- Existing air transportation – including Mettel Field.

ROAD AND STREET SYSTEMS

OVERVIEW OF ROAD AND STREET SYSTEMS

Connersville is located in east central Indiana at the crossroads of SR 1 and SR 44. SR 44 runs east-west and connects Connersville to Rushville, Liberty and Ohio communities. SR 1 travels north-south and connects the community to Cambridge City and I-70. SR 1 also provides the community with access to Brookville Lake and I-74 to the south. Additionally, SR 121 originates in Connersville and connects SR 44 with US 52 south of the city.

The Federal Highway Administration has established a functional classification system to group roads based on their intended use. The categories of the classification system include the following: principal arterials, minor

arterials, urban collectors, major collectors, minor collectors and local streets. Each category was created based on how the road accesses both the flow of traffic and access to land.

Maps of existing road and street classifications are provided in this section.

PLANNED INDOT PROJECTS

INDOT plans the future investment strategy for the state highway system by means of a report called the Long Range Transportation Plan. This document was most recently updated in 2007 and plans ahead to 2030.

In this current version of the Long Range Transportation Plan, there are no projects identified in Fayette County.

KEY ROAD AND STREET SYSTEM ISSUES

Through the process of this planning effort, the community identified the following issues as being the highest priorities:

UPDATED THOROUGHFARE PLAN

With the previous beltway version of the thoroughfare plan no longer considered valid, a new thoroughfare plan will need to be prepared for the community. This plan must focus on improvement of existing transportation systems within existing development areas as the highest priority. Specific priorities within this plan are included in the following paragraphs and with the graphic included at the end of this section.

ACTION ITEMS:

1. Prepare updated Thoroughfare Plan.

24TH STREET BRIDGE

One of the elements from the 1969 thoroughfare plan that residents are still interested in is a new bridge over the Whitewater River on the north side of Connersville. Residents note that there are no suitable river crossings north of 5th Street, and argue that the new bridge would reduce traffic on the busy 5th Street bridge. In discussing the project with the steering committee, local leaders made several observations:

- The bridge provides primary benefit to a limited number of persons in the northeast portion of the county – less than 1,000 persons per current census tract data.
- An unintended consequence from improvement of this corridor is likely to be demand for new housing on the east side of the river in this area.
- New housing development would require improving roads, extending utilities and put additional demands on fire and police service.
- Since the community is not growing, it is most likely that residents locating in this area would be moving out of existing core neighborhoods. This could result in further deterioration of the community's older neighborhoods.

Because of the potential unintended consequences of further development east of the river, and the community's stated development policy to focus on existing development areas – community leaders recommend against a new bridge. Instead, leaders recommend that the community direct funding to infrastructure and housing programs in existing neighborhoods.

TRUCK ROUTES THROUGH CONNERSVILLE

Trucks traveling north-south through Connersville must maneuver multiple ninety degree turns and navigate past railroad underpasses with a low clear height. The turns slow traffic considerably, and the underpasses frequently “catch” a tractor trailer.

The community has been planning improvements to Western Avenue as a solution to address this issue. During the preparation of the 2010 Multimodal Feasibility Study, the improvement of Western Avenue was considered as part of the community’s overall economic development strategy. The approach considered in that plan was to route SR 1 from down Western Avenue from 30th Street to Veteran’s Memorial Parkway. SR 1 would then follow Veteran’s Memorial Parkway to current SR 1 and continue south.

Details on the benefits and concerns with this plan are discussed in the SR 1 Critical Sub Area Plan included in this document.

Whether the community chooses to upgrade the current SR 1 or if they relocate SR 1 to Western Avenue, it is essential that the final solution have a long term resolution of truck routing concerns. More specifically, it must address the limitations of the railroad underpasses.

ACTION ITEMS:

- 1. Pursue final decision on the potential Western Avenue upgrade to SR 1.**
- 2. Finalize a solution for truck routing issues relative to the low railroad underpasses.**

STREET AND SIDEWALK STANDARDS

During planning, residents regularly noted that the community needs to take steps to make its streets more attractive, and more accommodating for pedestrians.

The needs expressed by residents are part of a growing trend to consider streets for more than just their ability to quickly move vehicles from one place to another. Initiatives such as “Complete Streets” are encouraging engineers and planners to build road networks that are designed to accommodate and be safe for all users – pedestrians, bicyclists, motorists and public transportation users.

Complete streets vary by their use and location. An urban complete street often incorporates bicycle lanes, wide pedestrian walks, clear pedestrian crosswalks, space for outdoor dining, and other amenities. In a neighborhood, complete streets incorporate sidewalks and appropriate landscaping. Rural roads can also be complete streets by a parallel multi-use path – or even just a paved shoulder. For more information on complete streets policies, reference www.completestreets.org.

ACTION ITEMS:

- 1. Update street standards to incorporate complete streets policies in all districts.**

LOCAL ROAD AND STREET FUNDING

Critical to any of the plans included in this section is securing adequate funding for the needed improvements to local roads, streets, sidewalks and related infrastructure. Local funding simply will not be sufficient for the improvements needed, meaning the community will need to leverage state and federal grant monies to implement the needed improvements. Nonetheless,

matching funds for these grant programs is expected to be limited. Creation of a prioritized capital improvements plan, with specific funding allocations, is a tool that can be used to help manage these efforts.

For larger high priority projects (such as Western Avenue/ SR 1), the city and county will need to work together to accomplish overall community goals. The two entities will need to collaborate to develop justifications for the needed projects, allocate needed matching funds and to prepare funding requests.

ACTION ITEMS:

- 1. Create a capital improvements plan for local road and street work.**
- 2. Develop plan for the joint pursuit of priority city/county projects.**

AIRPORT

INVENTORY

Mettel Field is a general aviation airport located on the north side of Connersville. It is managed by a Board of Aviation Commissioners. Investment has been made at Mettel Field over the years and has resulted in the addition of an automated weather reporting station, a full instrument landing system, and lengthening of runway 18/36 to 6,500 feet. While airside facilities the economic downturn has resulted in decreased aircraft utilization.

2010 CONNERSVILLE MULTIMODAL FEASIBILITY STUDY

As part of the 2010 Connersville Multimodal Feasibility Study, the role of Mettel Field was investigated and

consideration was given to its role in the community. Notably, the plan concluded that Mettel Field was one of the region's greatest under-utilized and most promising economic development assets.

The plan recommended that "Connersville/Fayette County government, business, and business development communities, in partnership with the Connersville Aviation Board of Commissioners, need to develop:

1. A specialized and professional aviation marketing plan geared towards increasing the number of operations and based aircraft. The marketing component should target the Cincinnati-Dayton aerospace corridor's industrial businesses and suppliers.
2. A long term economic development plan, specifically oriented toward the utilization and build-out of real estate in and around the airport. The focus of this should be on leveraging the airport as the principle business attraction asset and creating jobs consistent with the mission of the airport.
3. Design considerations for the contemplated new airport terminal, need to portray the airport as "a place to do business," be appealing to business owners and executives as a "commerce" oriented regional facility.
4. Business attraction efforts of the airport and community should be focused upon "Just In Time" (JIT) aviation oriented manufacturers, service providers that can benefit from airport's proximity to other major markets, or small aviation operators that can benefit from the flexibility Connersville can offer in terms of cost and project delivery schedule as compared to major market

and regional airports.

5. It is recommended that a third party firm/consultant be used to help to secure businesses for the airport and support collaborating activities with the EDG (Economic Development Group) to help with the transition of the marketing of the airport to the EDG's scope of responsibility."

This plan supports the conclusions and recommendations of the Multimodal Study, and herein adopts Section 3 of that plan by reference. A copy of the relevant section of the plan is included in the Appendix.

ACTION ITEMS:

- 1. Implement the recommendations for Mettel Field from the 2010 Connersville Intermodal Feasibility Study.**

AIRPORT LAND USE CONSIDERATIONS

Key challenges facing the airport related to land use follow:

1. The airport is located adjacent to the Wayne County border. While development protections are warranted, Fayette County has no direct control over development in Wayne County. Cooperation with Wayne County is needed to protect this as a regional asset.
2. Development is planned around the airport. Such development should receive appropriate protections for its unique use characteristics. The community should evaluate the merits of creating a separate zoning overlay for this district.

ACTION ITEMS:

- 1. Work with Wayne County to establish appropriate land use protections for Mettel Field.**
- 2. Evaluate and implement a zoning overlay district to enact improved land use protections in Fayette County for Mettel Field.**

RAILROADS

INVENTORY

There are multiple railroad companies currently operating in Fayette County.

- CSX Transportation operates a rail line running east-west through the county. This rail line provides direct connectivity to Indianapolis and indirect connectivity to other major Midwestern cities. Amtrak provides passenger service along this rail line via a depot in Connersville.
- The Whitewater Valley Railroad is a not-for-profit railroad. It provides a popular passenger operation on 18 miles of track between Connersville and Metamora. This service is a significant tourist attraction to Fayette County.
- The C&NC railroad (Connersville and New Castle Railroad) is a Class III short line railroad extending from the CSX line in Connersville to the Norfolk Southern line in New Castle, Indiana.

ISSUES

Multiple areas of concern exist for railroad operations.

- Multimodal service
- A feasibility study was completed in 2010 for a proposed intermodal yard near Mettel Field. The study concluded that this was not viable. No further action on this is recommended.
- Community Cooperation

The presence of multiple rail services in Fayette County is a significant tourism and economic development asset. However, its value is currently limited because of various disagreements between railroads. The latest disagreement resulted in the physical removal of tracks between the Whitewater Valley Railroad and the C&NC Railroad. Lost in the disagreement are businesses who previously used both rail services to move freight.

While this plan does not seek to assign fault or blame in any manner, community leaders were united in calling for both sides of the dispute to negotiate their disagreements with the best interests of the entire Fayette County community in mind.

ACTION ITEMS:

- 1. Work with local railroads to resolve past differences and work together for the good of the greater community.**

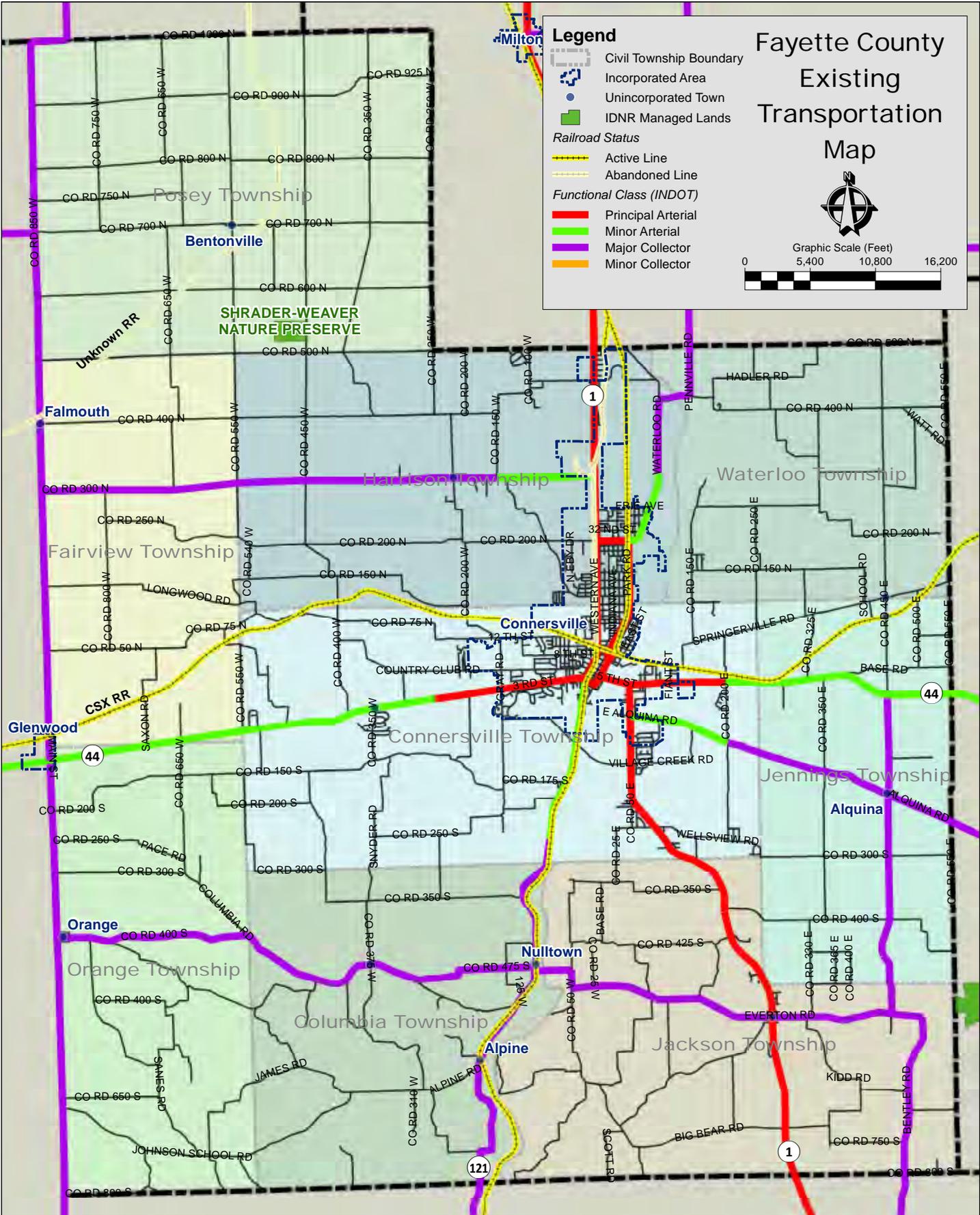
TRANSIT

INVENTORY

Public transportation is provided through the following agencies:

- Amtrak provides passenger rail service to Connersville residents. According to 2010 data, approximately two persons per day use the service. This makes it the least busy of Indiana's 11 Amtrak stations.

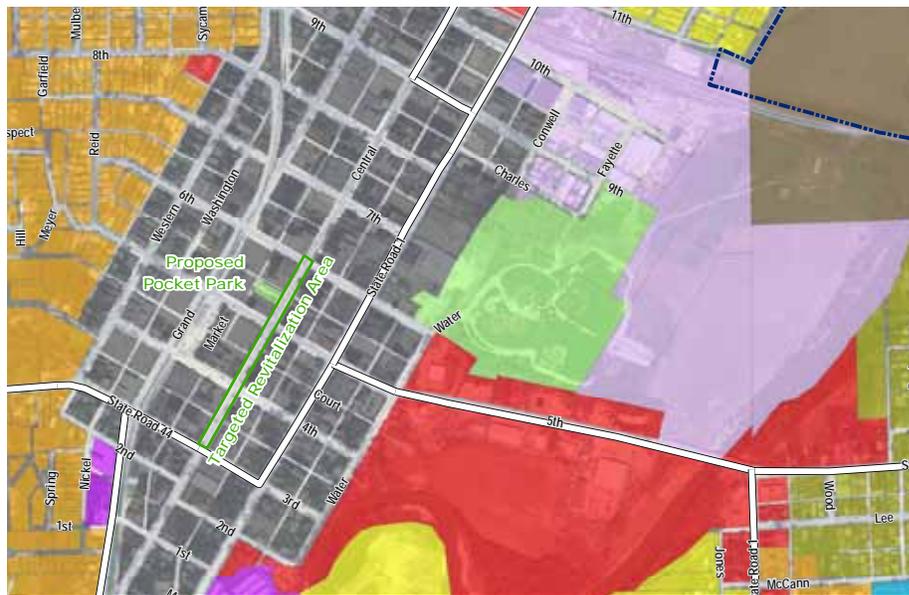
MAP 11.2 FAYETTE COUNTY EXISTING TRANSPORTATION MAP



Chapter 12

Critical Sub Areas

CSAs are parts of the community where land use decisions need to be made soon.



STATE ROUTE 1

INTENT

Previous studies have proposed rebuilding Western Avenue with the intent to designate it SR 1.

ISSUES AND OPPORTUNITIES

There are several challenges with current highways. Traffic counts no longer support Connersville's long-range plan for a full bypass. Additionally, truck utilization of SR 1 through Connersville is challenging because of an existing railroad overpass and sharp turns. Finally, Western Avenue is nearing the end of its service life and warrants reconstruction.

The 2010 Multi-Modal Feasibility Study proposed reconstructing Western Avenue and designating it as SR 1 as an economic development strategy. Benefits cited include:

- Directing truck traffic to Western Avenue facilitates the revitalization of the industrial park by promoting truck access.
- The additional traffic from SR 1 could serve as a catalyst to economic development improvements along the corridor.
- Improved railroad crossings will expand accessibility to the old industrial park.
- The route avoids railroad overpass conflicts on current SR 1.
- The proposed route follows the route of the Whitewater Canal Scenic Byway.

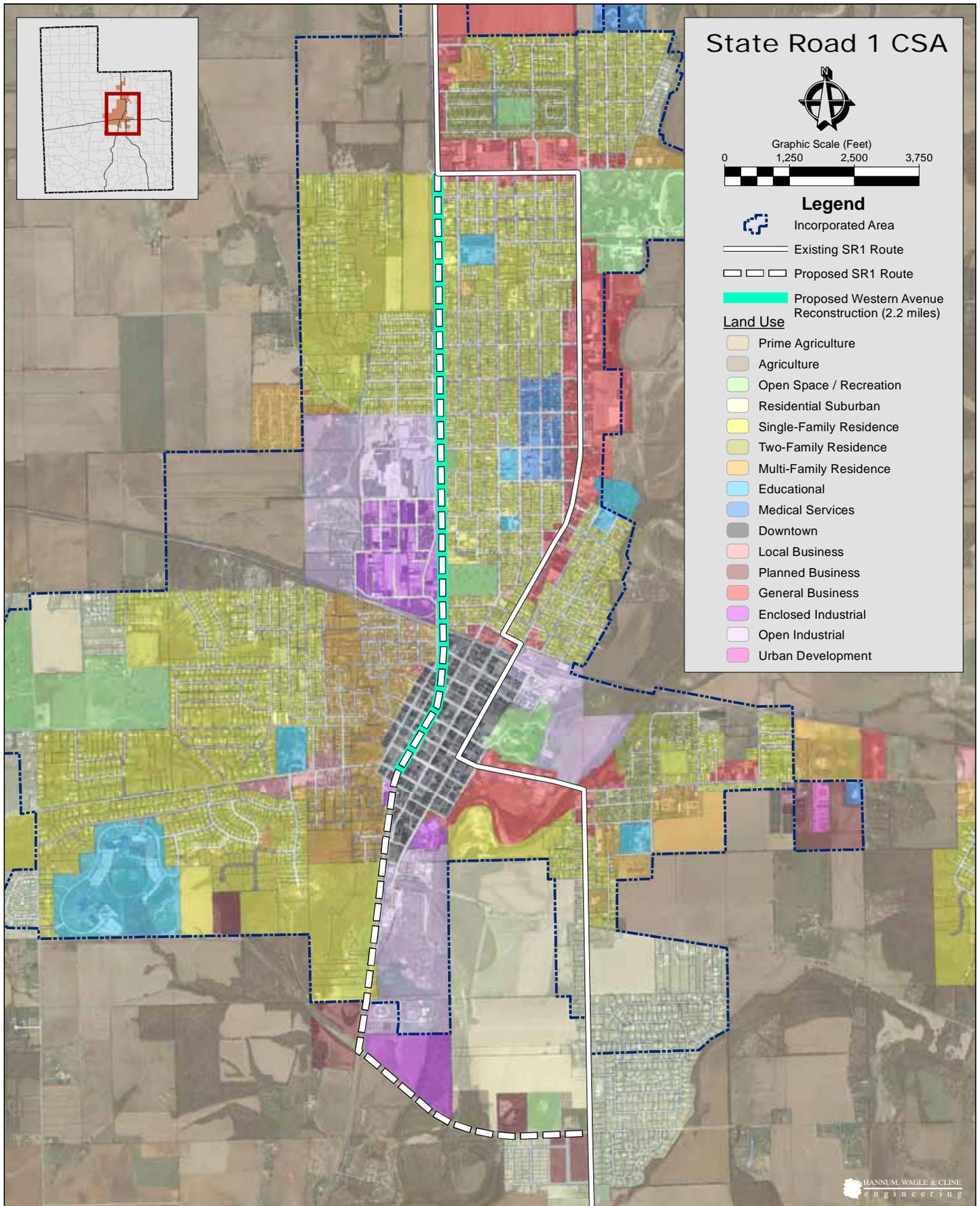
While there are many cited benefits, there are also concerns about the proposed designation of Western Avenue as SR 1. Notably, Wal-Mart has relocated away from Park Road. This falls on the heels of K-Mart closing in that same district. Community leaders are concerned that redirecting traffic away from Park Road could be devastating to remaining business in these areas – and would prohibit any redevelopment opportunities.

NEXT STEPS

The initial vision to designate Western Avenue as SR 1 had significant merit. But, the community simply cannot ignore the economic realities caused when Wal-Mart left Park Road.

Additional study of the options is warranted before taking any action. Such an evaluation should include a full public dialog on what improvements are needed to SR 1, how to resolve the issues with the railroad crossings, how to improve access to the old industrial park, as well as other city/county transportation issues. The analysis should also include quantifying the economic impact of proposed the alternatives. Such a study should also include a complete update of the community's thoroughfare plan and future land use plan to reflect how the decision impacts traffic patterns.

MAP 12.1 STATE ROAD 1 CSA



PARK ROAD

INTENT

Promote the revitalization of existing commercial areas.

ISSUES AND OPPORTUNITIES

Downtown was the original commercial district for the city. Huge investments were made in infrastructure to make growth possible. When 30th Street was developed, the center of commercial activity shifted to that district. Additional huge investments in infrastructure were made. When Wal-Mart was developed on Park Road, activity shifted again to Park Road. As with the previous sites, there were large public and private investments in the area.

As new growth occurred, supporting businesses relocated to the new area or simply closed. A series of less desirable tenants have moved into the older commercial districts, while many buildings remain vacant.

Wal-Mart has now relocated away from Park Road, and other big box retail stores have already done so. The result could be a devastating loss of business vitality in the Park Road district. This Critical Sub Area Plan will address strategies for stopping this cycle and providing Connersville with a sustainable plan for commercial development.

NEXT STEPS

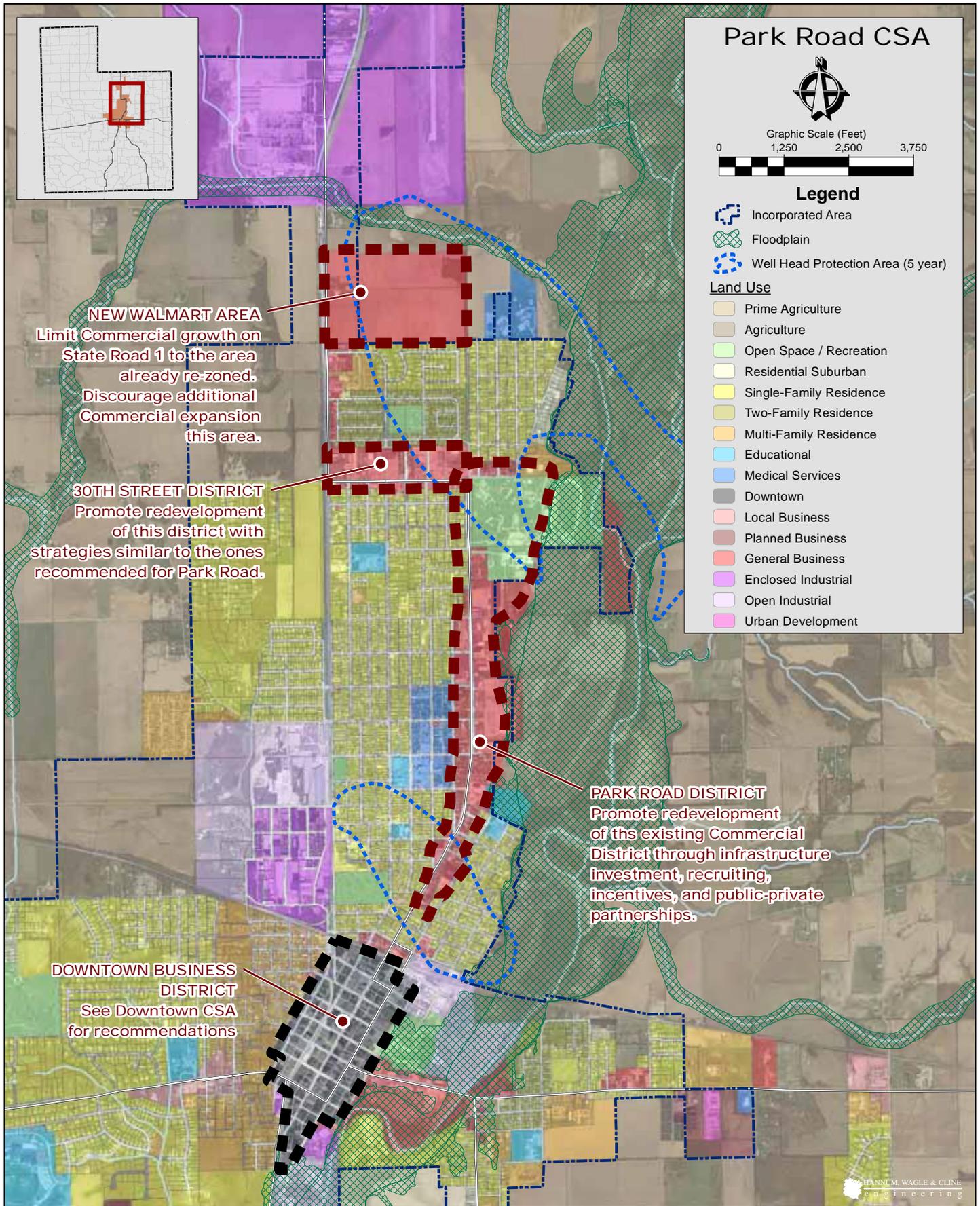
1. Stop the Cycle of Growth and Then Abandonment: The existing commercial areas provide more than sufficient area for commercial development in town. The first priority is to limit rezoning of land for additional commercial districts. Additional commercial expansion to the north on SR 1 should be strongly discouraged beyond what has already been rezoned.

2. Continue Investments in Older Commercial Districts: The second priority is to continue public investments in Park Road (as well as in the downtown and the 30th Street districts). The lighting and sidewalk improvements on Park Road are a good example of how public investment can support private investment in the districts.

3. Actively Recruit Quality Tenants for the Park Road District: Wal-Mart’s relocation will mean there are multiple empty big-box buildings in the district. The city will need to actively pursue imaginative re-uses for empty buildings. For example, another Indiana city recruited a new movie theater to locate in a former K-Mart building. While Connersville already has a newer theater, similar creative ideas could attract tenants to vacant buildings.

4. Create Public-Private Partnerships: A retail corridor like Park Road can benefit from a merchants association just as much as a downtown district. By working together, merchants can partner with the city to promote the district and recruit other complimentary businesses. Public incentives should be considered to attract quality businesses. Coordinating special events at Roberts Park would draw shoppers to the area.

MAP 12.2 PARK ROAD CSA



DOWNTOWN

INTENT

Downtown is the most visible expression of our community and should be its cultural and economic hub. Because the free market has not delivered everything we want downtown, public investment such as infrastructure is needed to spur private growth.

ISSUES AND OPPORTUNITIES

The first order of business is a community discussion on the importance of preserving and restoring downtown, particularly as the community plans for its bicentennial in 2013. Some people have become so disheartened at downtown's slow decline that they cannot image a brighter future. However, progress is being made in small downtowns across Indiana (such as Farmland and Union City) and beyond.

Coordination between public and private groups is critical to restoring downtown; it will not happen without a concerted effort. The Main Street group, Fayette County Foundation and Historic Connersville are leading the way by envisioning downtown projects, but city and county government must play a role by investing in the area.

Much of downtown's visual character was lost as older buildings were allowed to decay and collapse. In January 2011, the city council passed an ordinance creating its first historic preservation commission.

Local leaders are working with Indiana Landmarks to establish design guidelines to restore and protect the area's historical features.

Connersville's current Main Street program has been transitioning from a small independent committee run by the chamber of commerce to an active non-profit organization under the city's umbrella. They have recruited downtown business owners, property owners, and community members with various backgrounds to serve on the organization, design, economic structuring, promotion, and revolving loan committees.

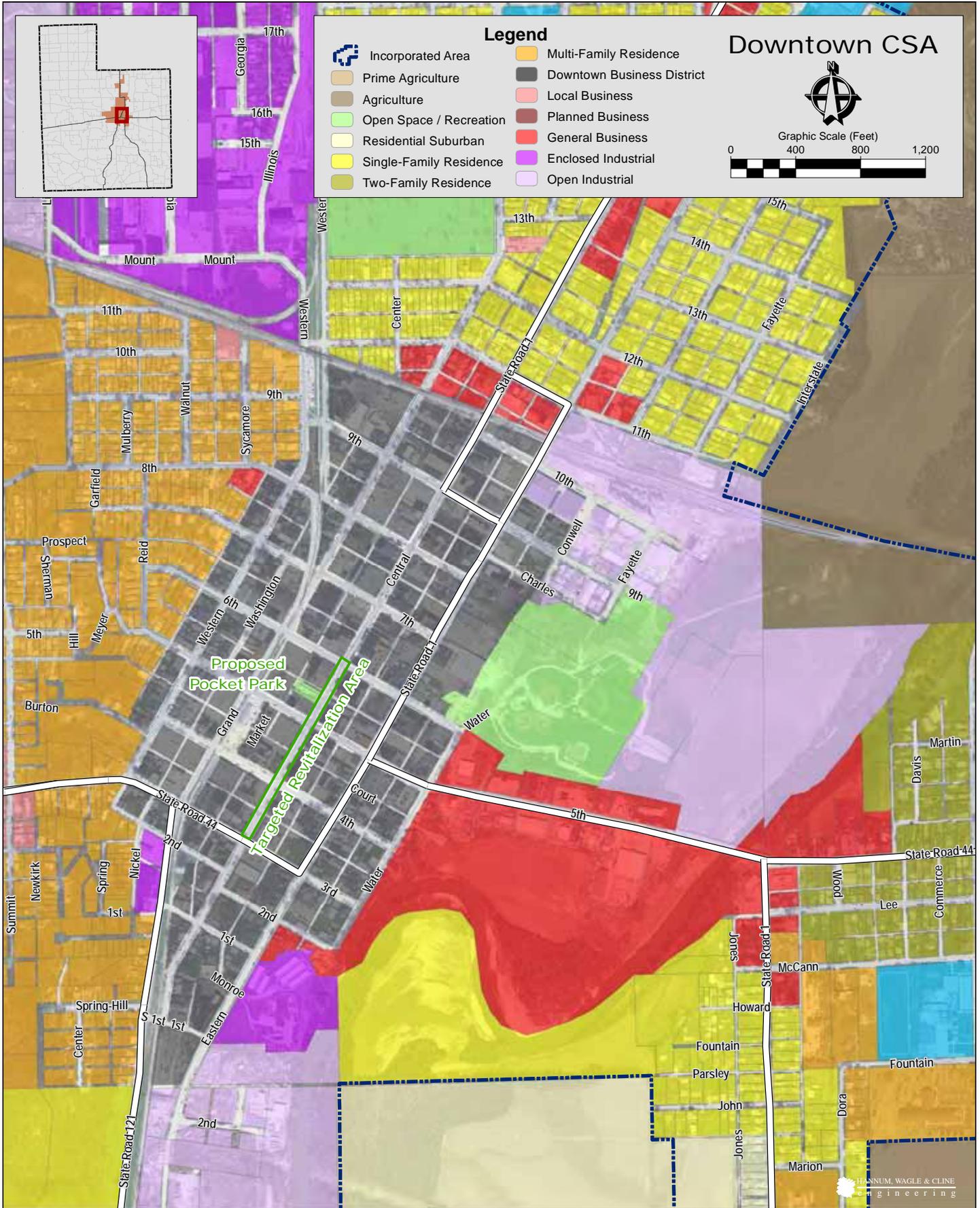
NEXT STEPS

Both planning and infrastructure work is needed to prepare downtown Connersville for its 2013 birthday and beyond. Downtown leaders have proposed a project that includes redesigning the courthouse parking lot to become the heart of downtown.

Besides transforming this area into a hub of activity for festivals, concerts and other community events, a more general touch-up is needed. This could include sidewalk and accessibility improvements, investment in downtown buildings/façade, better signage and lighting improvements. This infrastructure work should be accompanied by recruitment efforts for new small, local businesses.

MAP: THE TARGETED REVITALIZATION AREA AND THE PROPOSED POCKET PARK ARE HIGHLIGHTED IN THE MAP AT RIGHT.

MAP 12.3 DOWNTOWN CSA



NEIGHBORHOOD

INTENT

Revitalizing older neighborhoods is not about nostalgia. Preservation-based community development protects a community's heritage and is a viable alternative to sprawl. Revitalization creates affordable housing, generates jobs, supports independent businesses, increases civic participation, and bolsters a community's sense of place.

ISSUES AND OPPORTUNITIES

Without attractive areas within the city core, many people chose to live in newer developments in fringe areas. Development around the city's perimeter requires extension of new infrastructure that the city is ultimately responsible for upgrading and maintaining. Fire and police protection must serve the new area – meaning higher costs for those services.

Cities have found that if they reinvest in their traditional neighborhoods first, they will reduce the cost of infrastructure and services, spur private reinvestment in the neighborhoods, reduce crime and ultimately increase the tax base in a sustainable manner.

NEXT STEPS

Fayette County has many neighborhoods that still have a large stock of attractive homes, but also contains abandoned or eye-sore properties. The community could single out one neighborhood as a pilot project for restorations. For instance, the area could border 5th Street on the south, Summit Avenue on the west, 8th Street on the north and Western Avenue to the east.

Steps to reinvest in traditional neighborhood districts include:

- City sponsored “clean up days” help to reduce the trash and debris in neighborhoods.
- City subsidized grant and loan programs for home repairs/remodeling that help spur private reinvestment.
- Indiana Housing & Community Development Authority funded homeowner investment programs should be explored.
- Street/sidewalk reconstruction has been shown to drive community pride and reinvestment.
- Local efforts should be directed toward code enforcement, sidewalk and curb maintenance where applicable and street upgrades.

CASE STUDY

Case Study: Hartford City, Ind. is a town of 6,000 people with an excellent neighborhood revitalization group. Build a Better Blackford (BBB) is a volunteer organization that demolishes blighted and dilapidated houses and buildings. To date, over 100 properties have been raised by BBB.

Through its use of volunteers and grant funding, BBB tears down houses for a fraction of what it would usually cost. For example, to tear down a 1,400-square-foot home usually costs \$7,000. BBB can tear it down for \$500. BBB works directly with property owners. Many of the blighted properties have not had their taxes paid so they go through a tax sale. Neighbors or others interested in seeing the property cleaned up can take possession of the property through the tax sale and then contact BBB to make arrangements to clean up or tear down the blighted building.

More information about BBB can be found at the following web address: <http://www.4blackfordco.org/>

Before



After



In some towns, new neighborhoods are being created using old fashioned design standards.



Placing identifying signs can help establish neighborhood pride.

INDUSTRIAL PARK

INTENT

Connersville's economic development strategy includes revitalization of its old industrial park, as well as offering "greenfield" sites for prospective industries.

ISSUES AND OPPORTUNITIES

Today's industries expect infrastructure to be in place before committing to a site. Even though the economic development group has control over hundreds of acres of land, many of the sites do not have infrastructure. Extending infrastructure to these prospective sites comes with many complications. Of first concern is the cost. The construction of infrastructure is costly enough, but maintaining the infrastructure must also be considered. Maintenance costs are especially an issue for Connersville, where considerable investment is being deferred in existing portions of the system due to budget limitations.

The unintended consequences of development must also be considered. Patterns of growth and then abandonment have left existing industrial areas largely vacant. Reinvestment in those areas will be needed to either make them attractive for business recruitment now – or to clean up the sites for an alternative use later.

In spite of these challenges, the community can strike a proper balance between development of

new sites and redevelopment of its existing sites. By pursuing both concurrently and with equal effort, the community can offer a wide variety of cost effective sites in existing industrial areas – as well as new sites at the north "gateway" into the community for businesses with specific requirements.

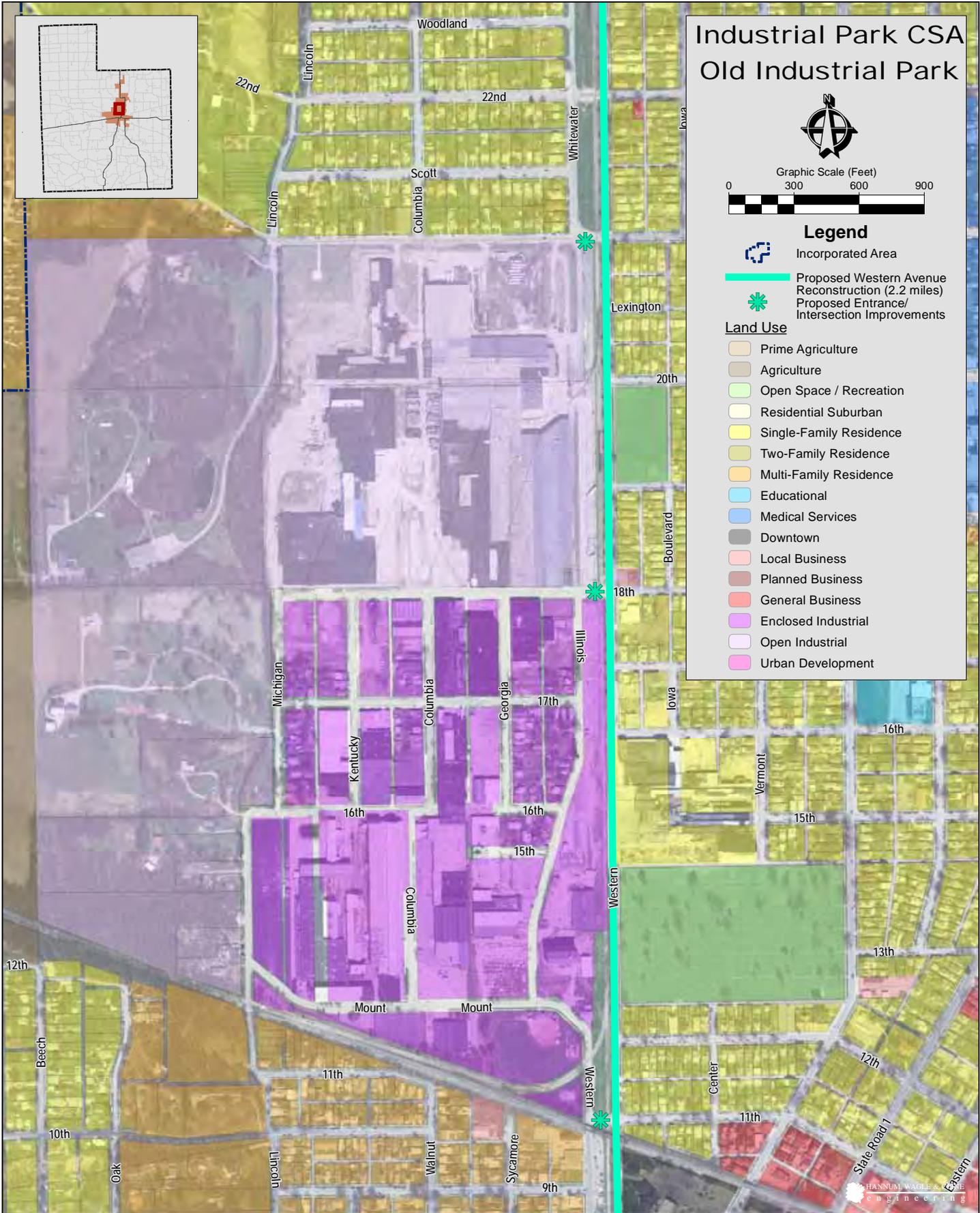
NEXT STEPS

1. Strategically Plan Infrastructure Investments to New Sites: An incremental utility extension plan should be developed and implemented to service new industrial sites. The first phase of this plan has already been implemented. This took advantage of the construction of sewers for Milton to provide utility service to the Connersville Technology Park.

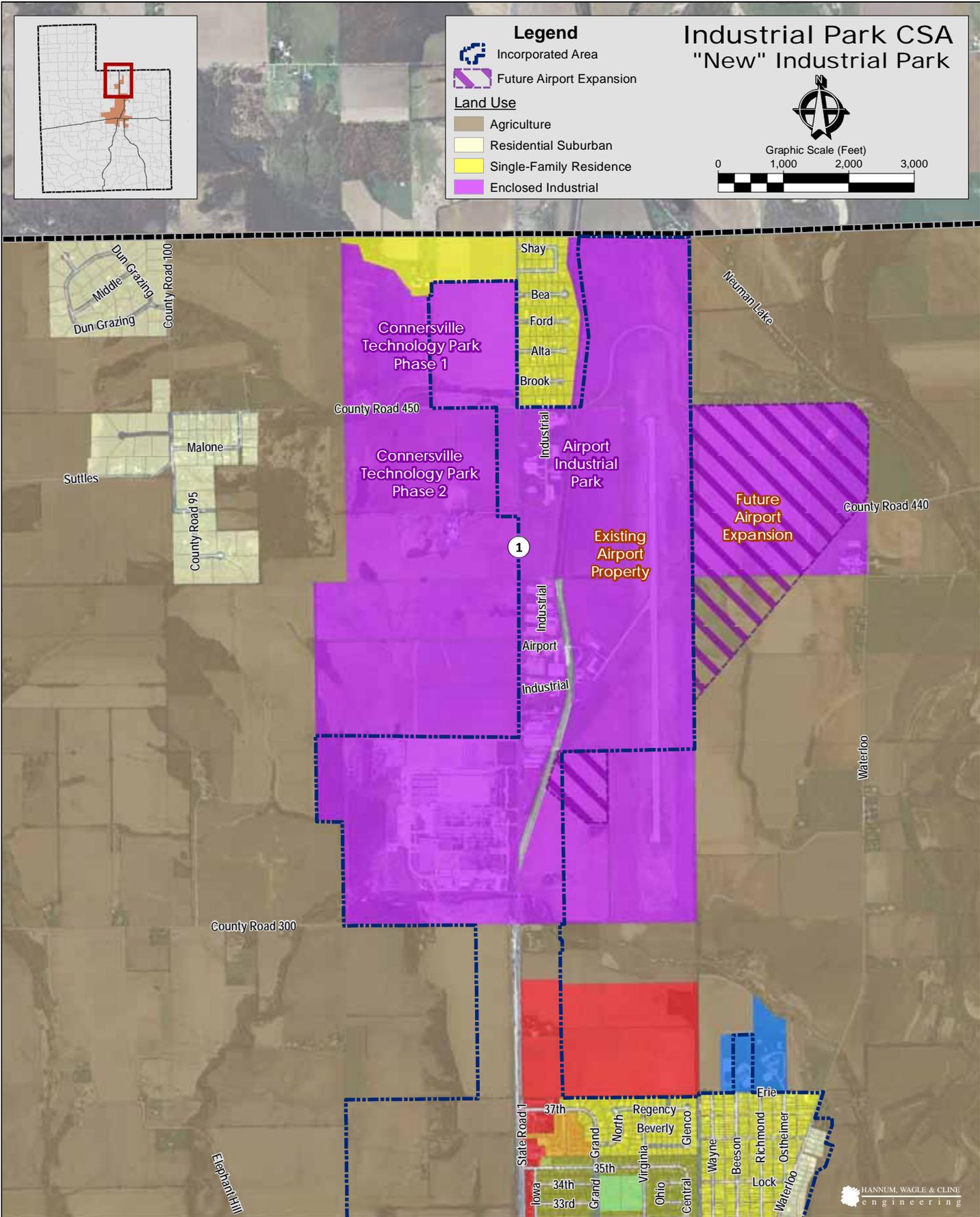
2. Carefully Direct Business Sites: There are multiple existing parcels suitable for small- and medium-sized businesses in the community. The community should offer incentives to encourage businesses to locate in existing areas and take advantage of existing infrastructure capacity.

3. Create and Implement a Redevelopment Plan for the Old Industrial Park: A strategy must include building assessments, site assessments, environmental assessments, infrastructure revitalization plans, funding strategies and a detailed implementation plan. The redevelopment of the existing industrial park must be actively managed as a priority project to have a chance to be successful.

MAP 12.4 INDUSTRIAL PARK CSA OLD INDUSTRIAL PARK



MAP 12.5 INDUSTRIAL PARK CSA "NEW" INDUSTRIAL PARK



Chapter 13

Implementation Plan



IMPLEMENTATION PLAN

A lot of community time and resources went into the completion of this comprehensive plan and it will take even more energy for it to succeed. This section details the steps needed to implement the plan, but it starts with a discussion about what could go wrong.

WHY COMPREHENSIVE PLANS FAIL

Most plans aren't plans; they are just high-level ideas.

Many comprehensive plans can be found in pristine condition, untouched atop of filing cabinets. Although every unsuccessful plan fails under its own set of circumstances, there are some miseries common often enough to warrant further attention. The obstacles that get mentioned most when a community plan doesn't deliver include:

LOUSY COMMUNICATION

Some communities do little or nothing to distribute their plans, not even making them available on a public website. This means that citizens are not sufficiently informed about the process, do not participate in decisions or don't identify with the goals.

Creators of the strategy have to get out enough information for people to understand what they're supposed to do. In a related failure, expectations about the plan are not shared openly or effectively.

To tackle this problem, a specific group – or better yet, specific person – must be assigned to the task of spreading the word and generating momentum through an overall communication plan.

WHO'S IN CHARGE?

When responsibility for decision-making about capital improvements and provision of services is diffused among public agencies, private vendors and individual citizens, confusion is bound to follow.

This diffusion makes accountability and coordination even more difficult. In short, who are we following?

Weak leadership brings improper resource allocation, poor follow-through, and inefficient rewards and punishments. In this category, there is enough blame to go around: the problem doesn't just rest with the main person in charge, but includes the lack of ability or willingness from other people who are needed to step up. We are all called to lead from wherever we are, even if we're not at the top.

WHAT'S IN IT FOR ME?

Elected officials are often focused on self-preservation while some businesses ignore public welfare to achieve their own ends.

Many planning initiatives fail because the people responsible for implementing them are not convinced of their value. More effort is needed to help people understand how getting behind the community's goals can support their personal goals. This solution leads back to communication and education.

NO MONEY

There's rarely enough money to get everything done, and in tough times even the most worthy and desirable projects can get delayed. Neighborhoods lack needed amenities and economic development is inadequately organized and lacks focus.



Focus group with elected officials.

The first step – and one that must be revisited constantly – is setting priorities.

LACK OF CAPACITY

This bedeviling circumstance is similar to lack of money, but it's wider ranging and warrants a longer look. Capacity refers to a community's resources to carry out a project, including:

- Technical (someone with expertise)
- Managerial (someone to oversee)
- Funding
- Political Will

The first two bulleted items could be covered by a staff member or a volunteer of heroic proportions.

The third bullet might include tools such as Tax Increment Financing. The fourth bullet is the most difficult to quantify

but easy to spot. Local resources should be considered before determining future planning. For example, a solution which requires an extensive amount of staff to administer would not be appropriate for a community with few or no planning staff.

HELPING PEOPLE UNDERSTAND THE PLAN

To get the most out of planning, some effort is needed to help stakeholders understand its basic goals and tools. Following are two strategies for getting the word out about how planning can help build the community's future.

TRAINING FOR PUBLIC OFFICIALS

All planning process participants have the responsibility to explain and support the comprehensive planning process, respect the others involved and to encourage citizen participation. It is important that elected and appointed officials get the training they need to do the best job they can on planning and zoning matters.

State law and even our local ordinances are often complicated. Kentucky now requires their plan commission members to receive training in order to serve; Indiana's laws do not currently require that, but training is always a good idea. The following suggestions can assist the county in getting that training to public officials:

- Take advantage of membership in the American Planning Association (APA). This group publishes a magazine, several newsletters, books and reports on planning topics, and also hosts an annual national conference that includes sessions for citizen planners. For more information consult www.planning.org

- Become a member of the Indiana Chapter of the American Planning Association (IN-APA). This group offers annual conferences that includes sessions for citizen planners and offers the INDIANA CITIZEN PLANNER’S GUIDE free online at www.indianaplanning.org. This publication includes several chapters that can be used as training materials for elected officials, plan commission members, board of zoning appeals members, neighborhood organizations, and citizen committees and contains information specific to Indiana. The chapters include:
 - Part 1: Plan Commission Basics
 - Part 2: Board of Zoning Appeals Basics
 - Part 3: Avoiding Pitfalls
 - Part 4: Communications
 - Part 5: Rules of Procedure
 - Part 6: Ethics
 - Part 7: Comprehensive Plans
 - Part 8: Zoning Ordinances
 - Part 9: Subdivision Control Ordinances
 - Part 10: Site Plan Review
- Attend or offer to host a “Nitty Gritty” Training Session. These low-cost basic training sessions for citizen planners are held several times per year around Indiana, and are sponsored by IN-APA, Indiana Farm Bureau, Purdue Cooperative Extension Service, Ball State’s College of Architecture and Planning, the Metropolitan Indianapolis Board of Realtors and IUPUI’s Center for Urban Policy & the Environment.
- Use Purdue Extension’s Land Use Team Publications, on such topics as Public Hearings and Agricultural Land Preservation, available at <http://www.ces.purdue.edu/landuse/landuse2/pubs.html>. The Purdue Land Use Team is also available to present several different land use programs in your community; contact your local extension office for more information. In addition, Purdue offers their “IP Video Series” training, which is free and broadcast live to extension sites around Indiana. Past presentations are available at <http://www.ces.purdue.edu/landuse/video.html> and have included topics such as, “Green Infrastructure” and “Staying Legal.”
- Support planning staff in their efforts to receive continuing education, and request that they share the results with local planning officials.

EDUCATING THE PUBLIC ABOUT PLANNING AND ZONING

Most citizens do not understand planning and zoning because it is not something they encounter every day. The normal human reaction is often to fear what we do not understand. For this reason it is important to educate the public on the importance of planning and zoning and how it works.

During creation of a comprehensive plan, it is important to keep the process in the spotlight. Developing a relationship with local media representatives will help get the message out in newspapers and on radio. The county’s website should include updates about upcoming public meetings. All public meetings and hearings should have an educational component, where the purpose of the plan and an overview of the process are explained.

After the public hearing and adoption of the plan, the

county should make the plan available on-line and in local libraries, as well as consider providing training sessions for anyone interested in how to use the plan.

Plan commission and board of zoning appeals hearings can also be educational opportunities. Many people in the audience have never attended one of the meetings and don't know what to expect. The surrounding property owner notification letters should be written so they are easily understood. The commission or board president can help make the meeting more understandable by making some remarks at the beginning, explaining what will happen at the meeting. They can also assist by delivering a "play-by-play" or translation of the meeting, so that it is understandable to people in the audience.

The commission and board can also remove much of the mystery of why they make certain decisions by sharing what state and/or local law criteria they are required to consider. The criteria can be posted on the wall, included on the back of the agenda, etc. Having a public discussion before voting will also help clarify why you are voting the way you do.

HOW IS THE PLAN ADOPTED?

After a comprehensive plan is completed, there is still one more important step to finish in the planning process. The comprehensive plan is not official until it is adopted. The Fayette County Area Plan Commission, Connersville City Council and the Fayette County Board of Commissioners all must adopt the comprehensive plan.

WHAT ADDITIONAL PLANNING IS NEEDED?

Comprehensive plans include all of the major land use elements, but they do not take the place of technical

studies for issues such as infrastructure and roads. To complete future planning for Fayette County some additional research is needed. These studies are:

County-Wide Water Plan: This report should plan for the extension and rehabilitation of water and sewer lines and other services. It needs to distinguish between rehabilitation of existing infrastructure (paid for by ratepayers) versus new infrastructure for economic development (paid by developers/economic development funds). It should also recommend future utility corridors.

Capital Improvement Plan: This document is related to the Infrastructure Master Plan but is broader in scope. It lists the approximate location, size, time of availability and estimates of costs for public facilities or improvements to be financed with public facility fees, usually over a five-year period. This plan can include road improvements.

Parks Master Plan: This plan takes a long-term look at the outdoor and recreational needs of a community. It is required in order to qualify for park grants from the state.

Thoroughfare Plan: This plan identifies the general location and classification of roadway facilities that serve traffic from existing and planned development in the city. The plan also indicates where major roadway improvements – either on existing or new alignments – are to be implemented.

FUNDING SOURCES

A list of potential funding sources for the implementation items derived from the Fayette County Comprehensive Plan is included in the Appendix.

WHAT TO DO NEXT

This document provides years worth of suggestions for projects. It can be overwhelming to think about undertaking all of the recommendations.

Fortunately, it's possible to look ahead to the near future and take the steps needed to implement the comprehensive plan.

The following pages of this chapter consist of an Implementation Guide that presents all of the action items from this plan along with information regarding timelines and responsible parties for each item.

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Land Use	Revise the zoning map to adequately reflect community goals in three areas: (1) Commercial (2) Residential (3) Agricultural.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • APC Technical Advisory Committees (representatives from city and county government, EDG, real estate, Farm Bureau, Township Trustees, utilities, public safety, city and county residents, Ministerial Association)
	Convene citizen-based advisory groups to tackle important but unresolved issues: <ul style="list-style-type: none"> • Preserving agricultural life • Urban agriculture • The Village of Orange 				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • Citizen advisory groups • Orange Crime Watch
	Update the zoning code to address these issues: <ul style="list-style-type: none"> • Plan review requirements • Home occupation regulations • Agricultural-related special exceptions • Lot and yard requirements • A downtown zoning district • Airport protection district • Well head protection overlay district • Revised neighborhood development patterns 				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • APC Technical Advisory Committees
	Update the subdivision code to address these issues: <ul style="list-style-type: none"> • Road requirements • Green engineering • Landscape requirements • Effect of subdivision standards on affordability 				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • APC Technical Advisory Committees

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Land Use	Create and maintain a Capital Improvement Plan.				<ul style="list-style-type: none"> • City Council • County Commissioners • Board of Public Works and Safety • Connersville Utilities • Connersville Street Department • County Highway Department • School Corporation • Parks Department • Library Board
Economic Development	Create, implement and manage revitalization plans for the downtown and commercial corridors.				<ul style="list-style-type: none"> • City Council • Area Plan Commission • EDG • Board of Public Works and Safety • Connersville Utilities • Street Department • County Commissioners • County Council • Fayette County Foundation • Historic Connersville • Urban Enterprise Association • Mainstreet Association • Connersville Historic Commission
	Develop industrial sites (new & expanding) with the following characteristics: <ul style="list-style-type: none"> • Served with infrastructure (at least to the property line). • Sites of 100 or more useable acres. • Site with actual or prospective rail access are desirable. • Have appropriate zoning and development ready. 				<ul style="list-style-type: none"> • City Council • Area Plan Commission • EDG • Board of Public Works and Safety • Connersville Utilities • Street Department • County Commissioners • County Council

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Economic Development	Make a unified commitment to the redevelopment of the Connersville Industrial Park.				<ul style="list-style-type: none"> • City Council • Area Plan Commission • EDG • Board of Public Works and Safety • Connersville Utilities • Street Department • County Commissioners • County Council • Urban Enterprise Association
	Establish a specific geographic area as the targeted <i>economic revitalization area</i> by the City of Connersville.				<ul style="list-style-type: none"> • City Council • Area Plan Commission • EDG • County Council
	Protect the airport from commercial and residential encroachment.				<ul style="list-style-type: none"> • Area Plan Commission • Airport Board • City Council • County Commissioners • APC Technical Advisory Committees
	Pursue funding for the reconstruction of Western Avenue as a major business retention and expansion initiative.				<ul style="list-style-type: none"> • City of Connersville • EDG
	Continue planning and moving forward with Greenway projects and initiatives.				<ul style="list-style-type: none"> • Area Plan Commission • Airport Board • City Council • County Commissioners • Parks Department
Housing	Explore options for neighborhood revitalization projects including both aesthetic and structural improvements.				<ul style="list-style-type: none"> • Area Plan Commission • City of Connersville • Connersville Historic Commission

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Housing	Encourage occupancy of existing housing over new developments.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • APC Technical Advisory Committees • Housing Authority
	Develop a plan to provide phase-down as well as executive housing for seniors.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • APC Technical Advisory Committees • Housing Authority
	Find a housing organization to routinely look for housing grants and other housing opportunities relevant to Fayette County.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • APC Technical Advisory Committees • Housing Authority
Natural Resources	Protect the groundwater supply for local use and local economic development.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • Connersville Utilities • Board of Public Works and Safety • Soil and Water Conservation District • EDG • APC Technical Advisory Committees
	Protect the groundwater quality from environmental contamination.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • Connersville Utilities • Board of Public Works and Safety • Soil and Water Conservation District • APC Technical Advisory Committees

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Natural Resources	Develop a plan to share the water supply throughout the county.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • Connersville Utilities • Board of Public Works and Safety • Soil and Water Conservation District • Everton Water • Glenwood Water
	Implement watershed protection measures along the Whitewater River.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • Connersville Utilities • Board of Public Works and Safety • Soil and Water Conservation District
	Develop additional river access points in the county.				<ul style="list-style-type: none"> • City Council • County Commissioners • Parks Departments
	Construct walking trails along the Whitewater River.				<ul style="list-style-type: none"> • City Council • County Commissioners • Parks Departments
	Prioritize improvement of existing parks over establishment of new parks.				<ul style="list-style-type: none"> • City Council • County Commissioners • Parks Departments
	Implement the community's plans for a network of walking and bicycling paths.				<ul style="list-style-type: none"> • City Council • County Commissioners • Parks Departments • Street Department • County Highway Department • INDOT • School Corporation
	Establish park boards and create five year Park and Recreation Master Plans to become eligible for DNR funding for parks.				<ul style="list-style-type: none"> • City Council • County Commissioners

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Natural Resources	Update floodplain ordinances to prohibit occupied structures in floodplains.				<ul style="list-style-type: none"> Area Plan Commission City Council County Commissioners
	Require conservation subdivisions for new subdivisions in rural areas.				<ul style="list-style-type: none"> Area Plan Commission County Commissioners
Utilities	Develop a strategy for promoting local economic development based on the water supply.				<ul style="list-style-type: none"> Area Plan Commission City Council County Commissioners Connersville Utilities Board of Public Works and Safety EDG
	Develop strong ordinances to preserve local water rights for Fayette County aquifers.				<ul style="list-style-type: none"> Area Plan Commission City Council County Commissioners Connersville Utilities Board of Public Works and Safety APC Technical Advisory Committees
	Encourage strong water quality protections in the community, especially within the Whitewater Valley Aquifer.				<ul style="list-style-type: none"> Area Plan Commission City Council County Commissioners Connersville Utilities Board of Public Works and Safety
	Create a County-Wide Water Plan that establishes a plan for providing potable water service to rural areas throughout the county.				<ul style="list-style-type: none"> Area Plan Commission City Council County Commissioners Connersville Utilities Board of Public Works and Safety Everton Water Glenwood Water

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Utilities	Prioritize maintenance of existing systems over extension of new utilities				<ul style="list-style-type: none"> • City Council • Connersville Utilities • Board of Public Works and Safety • Everton Water • Glenwood Water
Transportation	Prepare updated Thoroughfare Plan.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • County Surveyor • Streets Department • County Highway Department • Board of Public Works and Safety • APC Technical Advisory Committees
	Pursue final decision on the potential Western Avenue upgrade to SR 1.				<ul style="list-style-type: none"> • City Council • Streets Department • Board of Public Works and Safety • EDG
	Finalize a solution for truck routing issues relative to the low railroad underpasses.				<ul style="list-style-type: none"> • City Council • Streets Department • Board of Public Works and Safety • Connersville Police Department • CSX Railroad • INDOT
	Update street standards to incorporate complete street policies in all districts.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • County Surveyor • Streets Department • County Highway Department • Board of Public Works and Safety

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	Create a capital improvement plan for local road and street work.				<ul style="list-style-type: none"> • City Council • County Commissioners • County Surveyor • Streets Department • County Highway Department • Board of Public Works and Safety
	Develop plan for the joint pursuit of priority city/county projects.				<ul style="list-style-type: none"> • City Council • County Commissioners • County Council
	Implement the recommendations for Mettel Field from the 2010 Connersville Intermodal Feasibility Study.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • Airport Board
	Work with Wayne County to establish appropriate land use protections for Mettel Field.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • Airport Board
	Evaluate and implement a zoning overlay district to enact improved land use protections in Fayette County for Mettel Field.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • County Commissioners • Airport Board • APC Technical Advisory Committees
	Work with local railroads to resolve past differences and work together for the good of the greater community.				<ul style="list-style-type: none"> • County Commissioners • EDG • Whitewater Valley Railroad • C&NC Railroad

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
CSAs	Downtown: Create long-term goals to revitalize downtown through improvements to infrastructure and by increasing the stock of stores and services.				<ul style="list-style-type: none"> • City Council • County Commissioners • Fayette County Foundation • EDG • Urban Enterprise Association • Historic Connersville • Connersville Historic Commission • Mainstreet Association
	Downtown: Place wayfinding signage in key areas to point visitors to important landmarks.				<ul style="list-style-type: none"> • City Council • Board of Public Works and Safety • Fayette County Foundation • Urban Enterprise Association • Mainstreet Association
	Neighborhoods: Reinvest in traditional neighborhoods with activities such as city sponsored “clean up days” and subsidized grant for home repairs/ remodeling.				<ul style="list-style-type: none"> • City Council, County Commissioners • Board of Public Works and Safety • Urban Enterprise Association • Ministerial Association
	Neighborhoods: Use Hartford City’s Build a Better Blackford program as a template to create a volunteer organization that demolishes blighted and dilapidated houses and buildings.				<ul style="list-style-type: none"> • City Council • Board of Public Works and Safety • Urban Enterprise Association • Ministerial Association
	Park Road: Discourage additional commercial expansion to the north on SR 1 beyond what has already been rezoned.				<ul style="list-style-type: none"> • Area Plan Commission • City Council
	Park Road: Continue public investments in Park Road to revitalize the area.				<ul style="list-style-type: none"> • City Council • Board of Public Works and Safety
	Park Road: Make it a priority of economic development and city officials to actively recruit quality tenants for the Park Road district.				<ul style="list-style-type: none"> • City Council • EDG
	Park Road: Create public-private partnerships to keep the district strong.				<ul style="list-style-type: none"> • City Council • EDG • Chamber of Commerce

FAYETTE COUNTY COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
CSAs	Industrial Park: Develop an incremental utility extension plan to service new industrial sites.				<ul style="list-style-type: none"> • City Council • Board of Public Works and Safety • Connersville Utilities
	Industrial Park: Offer incentives to encourage businesses to locate in existing areas and take advantage of existing infrastructure capacity.				<ul style="list-style-type: none"> • City Council • EDG
	Industrial Park: Create and implement a redevelopment plan for the old industrial park.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • Board of Public Works and Safety • EDG • APC Technical Advisory Committees
	Western Avenue: Pursue funding and complete design for Western Avenue.				<ul style="list-style-type: none"> • City Council • Board of Public Works and Safety
	Western Avenue: Develop Western Avenue as a gateway into the city.				<ul style="list-style-type: none"> • Area Plan Commission • City Council • Board of Public Works and Safety • EDG • Fayette County Foundation
	Western Avenue: Use Western Avenue to revitalize the old industrial park as part of a business retention effort.				<ul style="list-style-type: none"> • City Council • Board of Public Works and Safety • EDG

Appendix



Fayette County Demographic Report

INTRODUCTION

This report provides an in-depth look at the Fayette County demographic makeup. It explores important topics such as employment, education, age, and poverty. Each section is comparative, meaning that Fayette County is examined side-by-side with state, and sometimes regional, trends. Additional insights are frequently provided to give the reader a complete and accurate picture of Fayette County today, and reveal where it is headed in the future.

Most of the demographic data available for Fayette County as of December 2010 is based on the U.S. Census data from 2000. The most recent survey was taken in April 2000. While the Census Bureau conducts smaller scale surveys between decennial years, the Bureau does not analyze geographic areas with a population of 65,000 or less based on the Census Bureau population estimates.

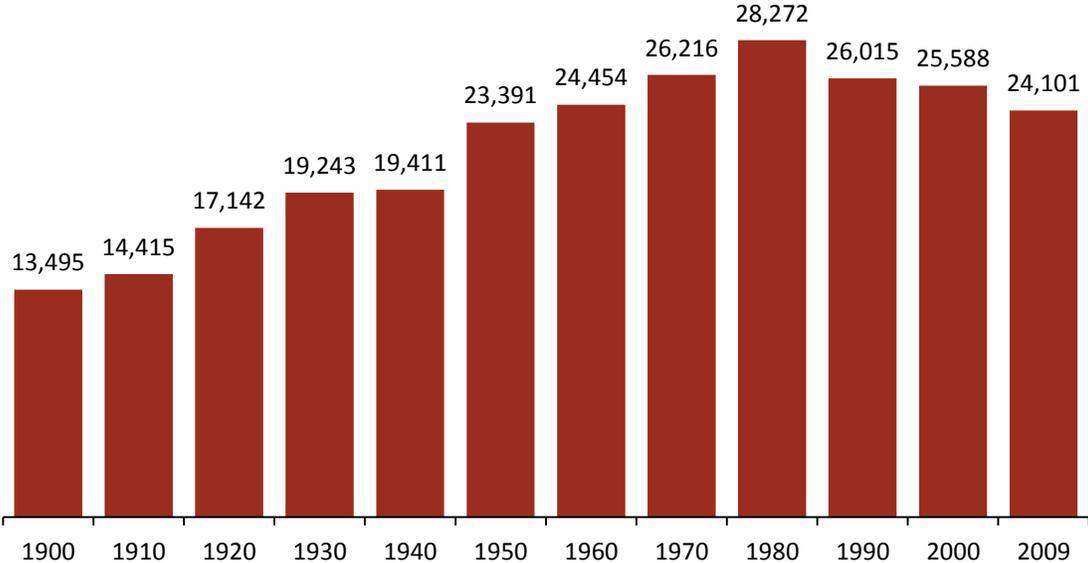
According to the U.S. Census Bureau, data was made available for all areas of 20,000 or more in 2008. Beginning in 2010, and every year thereafter, the nation will have a five-year period estimate available, a resource that will show change over time, even for neighborhoods and rural areas.

The data used in this report is from sources including the Indiana Department of Education, the Indiana Department of Revenue, and the National Low Income Housing Coalition. Additionally, demographic information estimates for 2009, from the U.S. Census, were used frequently for analysis of Fayette County.

POPULATION

The population in Fayette County has fluctuated since 1900. As **Figure 5.1** shows, the population of Fayette County grew steadily, with the exception of a near plateau of growth from 1930 to 1940, until 1980. Declines in population occurred following the 1980 peak of 28,272. The last census, recorded in 2000, revealed a population loss of 2,684 since 1980. The U.S. Census Bureau in 1990 ranked Fayette County’s population as 55th out of 92 Indiana counties, however by 2000 Fayette County’s population ranking had contracted by seven to 62nd out of 92. The total state population estimate of Indiana in 2009 was 6,423,113, meaning that Fayette County consisted of 0.38% of total statewide population.

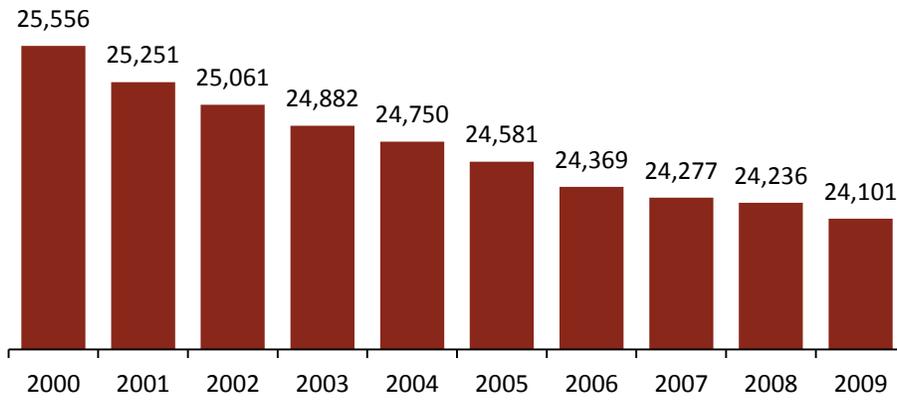
FIGURE 5.1. Population by Decade and Current Year Estimate



Source: U.S. Census Bureau

Figure 5.2 illustrates the population estimate by year for Fayette County from 2000 to 2009. The county as a whole saw the population decrease over the period. It is estimated that over the course of the 10 year period the population decreased by 1,455. The largest loss of population, a 1.2% decline, occurred during the 2000 to 2001 period. Again, in 2000 Fayette County’s population was ranked 62nd out of the 92 counties, however when looking at current trends that population ranking is expected to decline further in the coming years.

FIGURE 5.2: Population Estimates by Year

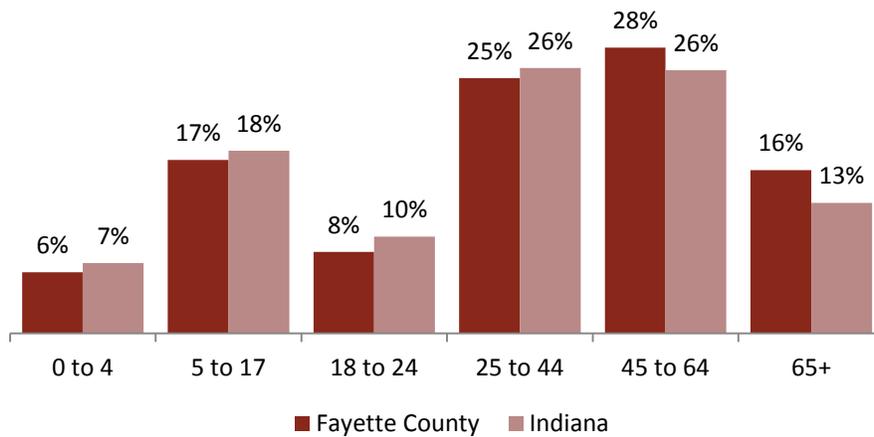


Source: STATS Indiana

AGE

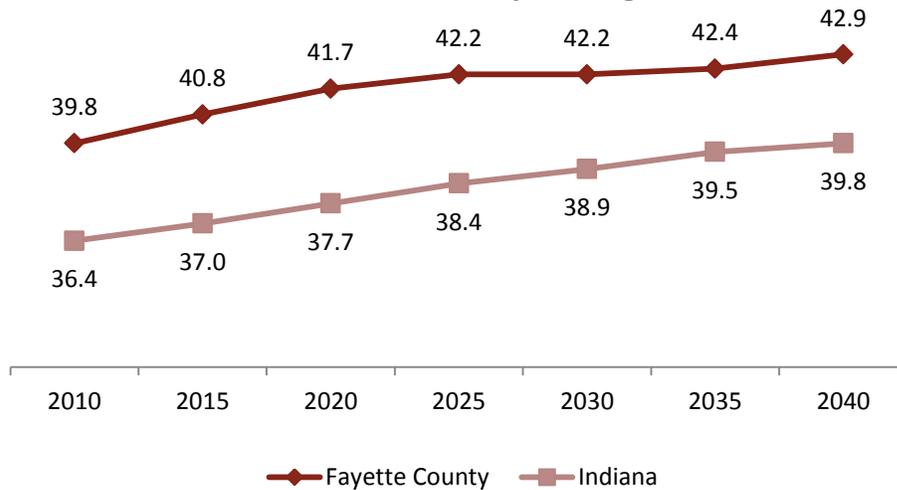
Figure 3 shows age distribution estimates for both Fayette County and Indiana in 2009. Fayette County's age distribution differs slightly from the state average. For the age group of 45 and up Fayette County is shown to have a higher percentage than the state average. For the ages 44 and under, Fayette County's percentage is below the state average. **Figure 4** shows the median projected age for Fayette County. The age gap for Fayette County and Indiana is projected to increase over the next 15 years, and then reduces slightly between 2025 and 2035, before continuing to increase after 2035. The conclusion to be derived from this data is that Fayette County is getting older and not attracting new younger citizens. The term younger, meaning those in or below the 25 to 44 age bracket or below the median age of Fayette County.

FIGURE 5.3: Age Distribution (2009 Estimates)



Source: Indiana Business Research Center, STATS Indiana

FIGURE 4. Median Projected Age

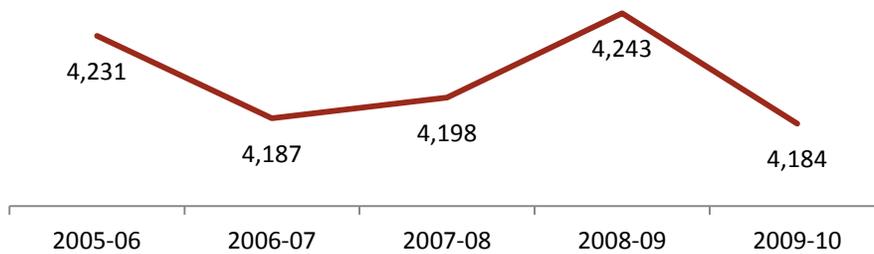


Source: Indiana Business Research Center, STATS Indiana

EDUCATIONAL ATTAINMENT

Figure 5 shows the school enrollment for Fayette County. The total enrollment record, beginning in the 2005 to 2006 school year, has experienced varied enrollment levels without a particular trend. The data show a high of 4,243 students within the Fayette County School Corporation in 2008-09; this high is an increase of 1.34% from the enrollment low of 4,187 students in 2006-07. However, following the 2008-09 peak, enrollment fell to 4,184 students the lowest level in the 5 year period. This enrollment decline represented a 1.39% decrease between the 2008-209 and 2009-10 school years.

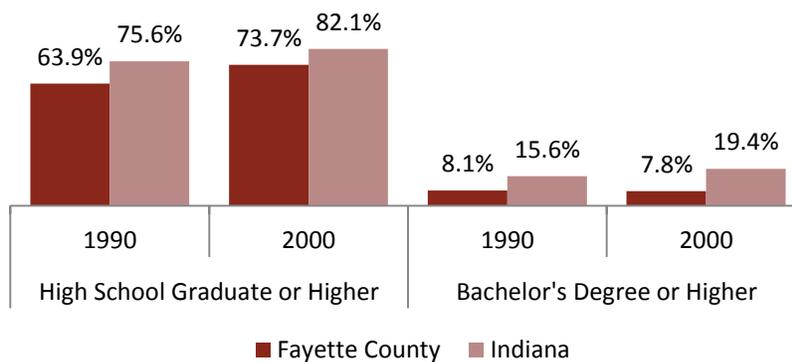
FIGURE 5. Fayette County School Corp



Source: Indiana Department of Education

Figure 6 below illustrates the educational attainment from 1990 to 2000 for both Fayette County and Indiana. Fayette County is slightly lower when compared to Indiana as a whole in attaining a high school degree and significantly lower when compared to Indiana in attaining a bachelor’s degree. Fayette County was able to close the gap with the state average in high school graduates from 1990 to 2000. Out of the 92 counties in Indiana, Fayette County ranked 86th in the percentage of those with a high school diploma in the year 2000. Conversely to the growth in high school graduates, those attaining a Bachelor’s degree or higher have decreased by 0.3% in Fayette County over the ten year period, while state attainment in the same category increased by 3.8%.

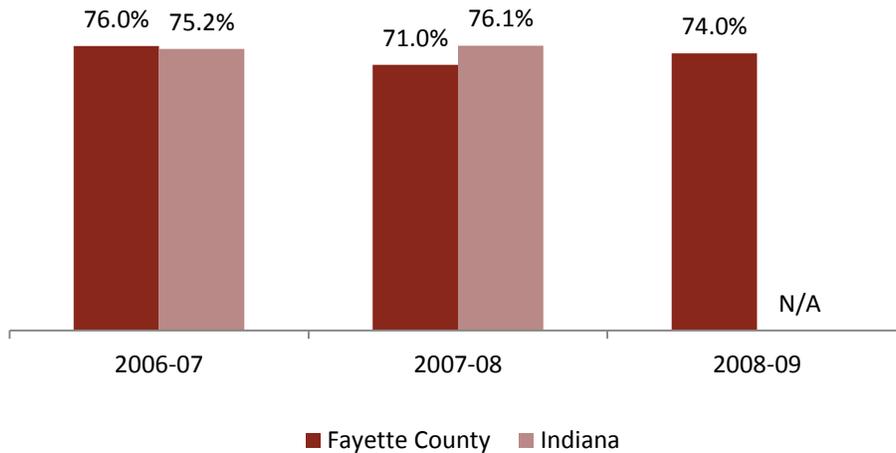
FIGURE 6. Educational Attainment, 1990-2000



Source: STATS Indiana

Figure 7 illustrates the percent of graduates pursuing college for Indiana compared to Fayette County. Fayette County had a slightly higher amount of graduates pursuing college for the 2006-07 class in comparison to the Indiana state average. The following year the amount for Fayette County contracted by 5 percent; while the state average grew by nearly 1 percent. The state trends, when including and evaluating earlier state data, show a slow but steady rise in percentage of graduates pursuing college. In comparison, the trend for the percent of Fayette County graduates pursuing college is less conclusive, although the 3 percent rise from the 2007-08 class to the 2008-09 class is a positive sign.

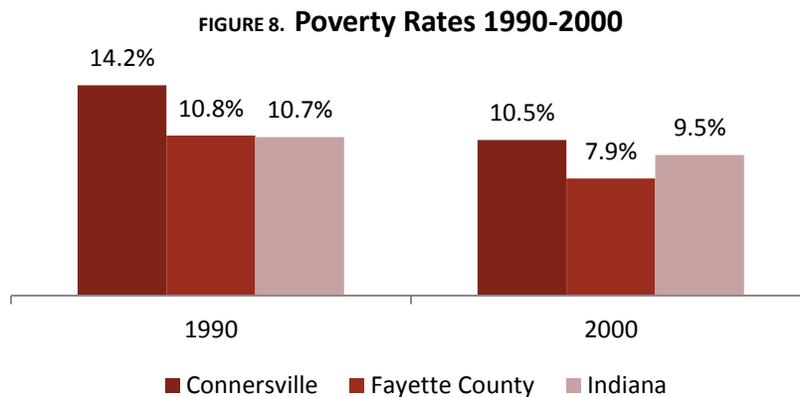
FIGURE 7. Percent of Graduates Pursuing College



Source: Indiana Department of Education

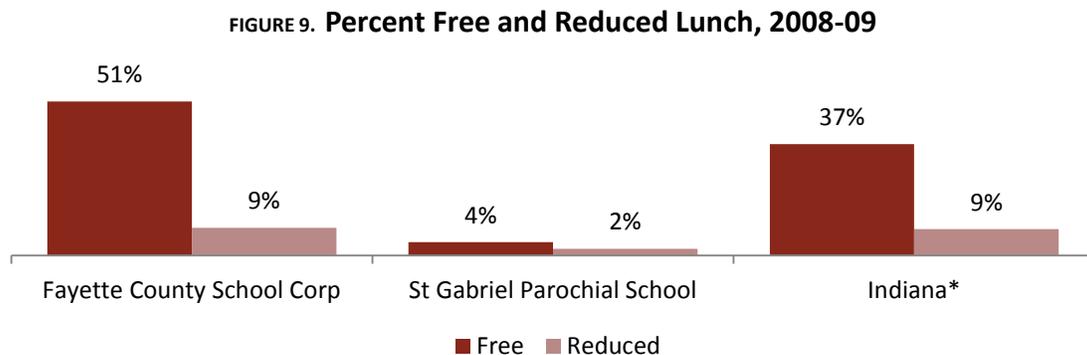
POVERTY

The poverty rate tracks the percentage of individuals who are below the poverty threshold. Poverty thresholds are the dollar amounts used to determine poverty status, and vary according to the size and age of family members. The same thresholds are used throughout the United States and do not vary geographically. **Figure 8** shows the poverty rates in 1990 and 2000 for Indiana and Fayette County. Fayette County has seen a significant reduction in its poverty rate. The County's poverty rate decline was 1.7% greater than the reduction in the poverty rate of Indiana. The City of Connersville also experienced a 3.7% reduction in level of poverty.



Source: U.S. Census Bureau

The percent of free lunches served is another indicator of economic distress. As shown in **Figure 9**, the percent of free lunches for the Fayette County School Corporation, at 51%, was well above the state average as well as the average for the St Gabriel Parochial School. The percent of reduced lunches for Fayette County School Corporation is equal to that of the percent of reduced lunches for the state of Indiana. The St. Gabriel Parochial School shows the lowest rates for free and reduced lunch within Fayette County.



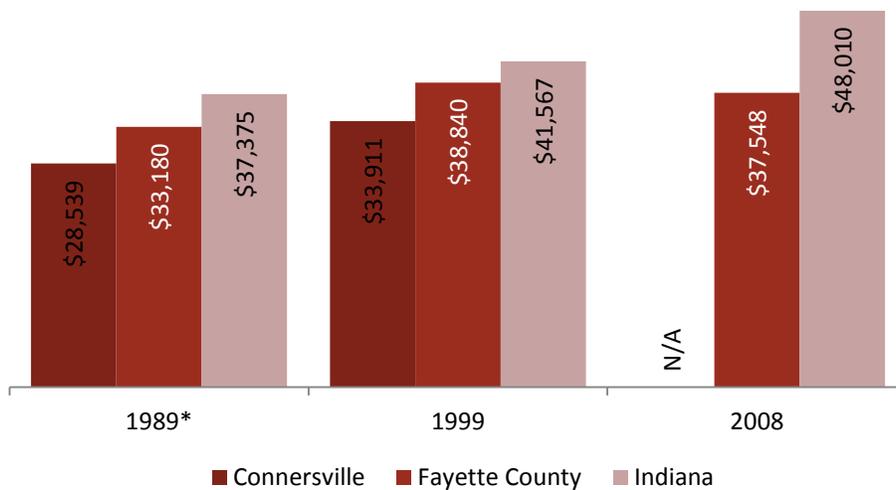
Source: Indiana Department of Education
 * = Public Schools Only

INCOME

Income is generally the aggregate of wages and salaries, net farm and non-farm self-employment income, interest, dividends, net rental and royalty income, Social Security and railroad retirement income, other retirement and disability income, public assistance income, unemployment compensation, Veterans Administration payments, alimony and child support, military family allotments, net winnings from gambling, and other periodic income. The median divides the income distribution into two equal parts, one having incomes above the median and the other having incomes below the median. For households and families, the median income is based on the distribution of the total number of units, including those with no income.

As shown in **Figure 10**, the Fayette County median household income increased by 17.1% from 1989 to 1999; outpacing Indiana household income growth by 5.9% during the period. Between 1999 and 2008, Fayette County experienced a contraction of growth by 3.3% in median household income, while Indiana had continued growth of 15.5%.

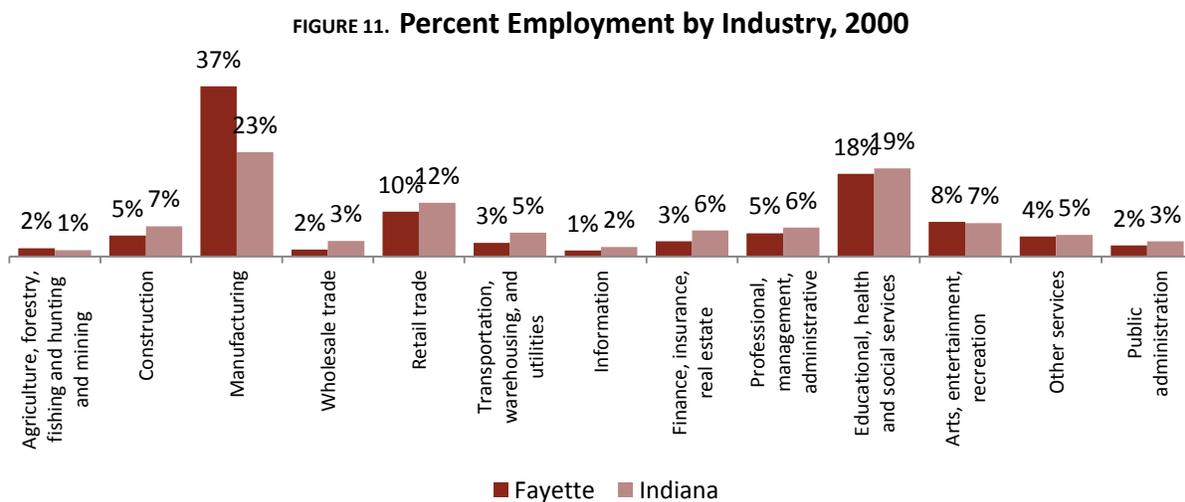
FIGURE 11. Median Annual Household Income



Source: STATS Indiana, U.S. Census American Community Surveys

EMPLOYMENT

Figure 11 depicts employment by industry in 2000. Fayette County’s largest industries were (1) manufacturing, (2) educational, health, and social services, and (3) retail trade. Fayette County’s employment by industry is near consistent with the state average in many employment categories, however, manufacturing employment in Fayette County is 14% higher than the state average. Other sectors are no more than 3% percent greater or lower than the state average. The only two sectors that are greater than the state average, other than manufacturing are; agriculture, forestry, fishing and hunting and mining and arts, entertainment, and recreation. **Figure 12** lists the major employers in Fayette County including school corporations.



Source: STATS Indiana

FIGURE 12. Major Employers of Fayette County (2009)

Company	# of Employees
Fayette County School Corporation	750
Residential CRF	650
Fayette Regional Health Systems	649
Dresser Roots	175
Stant Manufacturing Inc.	150
Keener Corporation	80
Sapa Aluminum Technologies	77
Fayette Tool and Engineering	55
Hassler Textiles	54
H and E Machine	34

Source: Economic Development Group, <http://www.edgconnersville.com>

More recent industry data is available at the county level from the U.S. Bureau of Economic Analysis. **Figure 13** shows the percent distribution of employment and average earnings for Fayette County and Indiana. Fayette County has a higher percent of manufacturing jobs than in the state as a whole. The average earnings per job are higher in nearly every industry for Indiana when compared to those in Fayette County, which correlates with the median household incomes from **Figure 10**. Fayette County has a higher average than the state of Indiana for the percent of residents employed in the farm, construction, manufacturing, and government industries.

FIGURE 13. Employment and Earnings by Industry 2007 (NAICS)

Industry	Pct. Dist. in Indiana	Pct. Dist. in Fayette County	Average Earnings per Job (Indiana)	Average Earnings per Job (Fayette County)
Farm	1.7%	3.6%	\$41,947	\$37,424
Accommodation, Food Serv.	6.8%	6.2%	\$17,123	\$12,596
Arts, Ent., Recreation	1.9%	1.2%	\$25,809	\$12,417
Construction	5.9%	D	\$47,078	N/A
Health Care, Social Serv.	10.3%	17.7%	\$48,062	\$37,536
Information	1.3%	1.2%	\$52,842	\$28,807
Manufacturing	14.4%	11.9%	\$69,340	\$75,647
Professional, Tech. Serv.	4.4%	3.7%	\$52,926	\$22,907
Retail Trade	10.7%	12.3%	\$25,846	\$26,890
Trans., Warehousing	4.0%	1.9%	\$47,613	\$31,031
Finance Insurance	3.8%	3.0%	\$50,935	\$30,830
Real Estate, rental, leasing	3.7%	4.1%	\$14,398	\$7,198
Wholesale Trade	3.6%	1.6%	\$63,856	\$54,969
Other Private (not above)	5.6%	8.6%	\$31,588	\$25,473
Government	12.3%	13.4%	\$51,016	\$45,054

*These totals do not include county data that are not available due to BEA non-disclosure requirements

D = not shown to avoid disclosure of confidential information

Source: U.S. Bureau of Economic Analysis

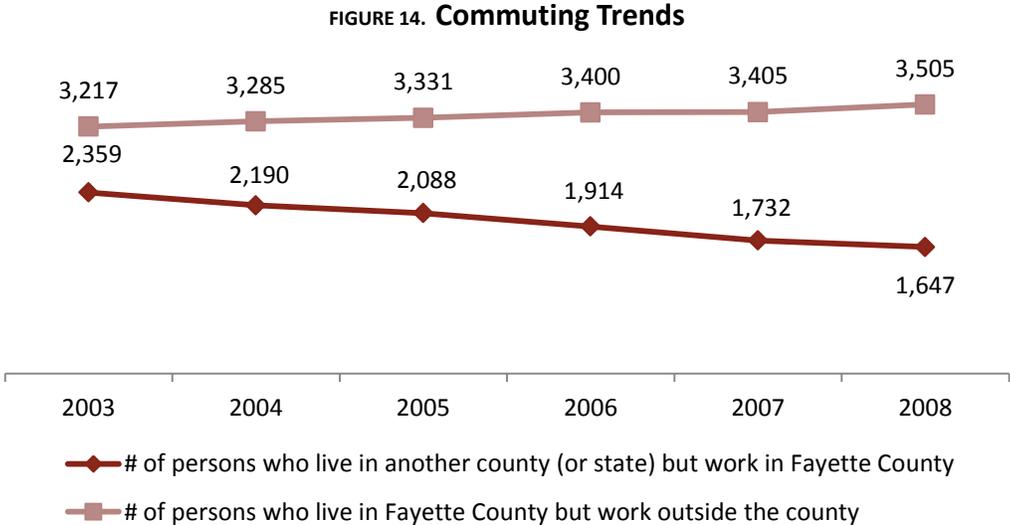
COMMUTING

County workers are classified into two groups when discussing commuting trends: the *work force* and the *resident labor force*. The Fayette County *work force* is defined as the number of people who work in Fayette County regardless of residence – meaning that they live either in Fayette County or elsewhere. The Fayette County *resident labor force* is the number of people who live in Fayette County and work in the county or elsewhere. If the size of the work force exceeds the size of the resident labor force, a county is a net importer of workers. Otherwise, the county is a net exporter.

Figure 14 shows that Fayette County is a net exporter of workers because the number of people who commute into the county to work is less than the number of people who live in Fayette County but are employed elsewhere.

Fayette County is a net exporter of workers and the gap between those entering the county for work and those leaving is growing each year. In 2003, the gap was 858 but the gap has increased to 1858 in 2008. The type of jobs available in Fayette County and the pay associated with those jobs could be playing a major factor in the commuting trends for county residents.

Fayette County receives most of its workers from Wayne, Franklin, Union, and Rush Counties with a notable amount coming from Henry County. Residents who commute out of Fayette County predominately commute to Wayne County, with 818 residents commuting there. Other counties with more than 300 commuters from Fayette County are; Rush, Shelby, and Franklin Counties. Over 300 residents commute out of state for work as well.



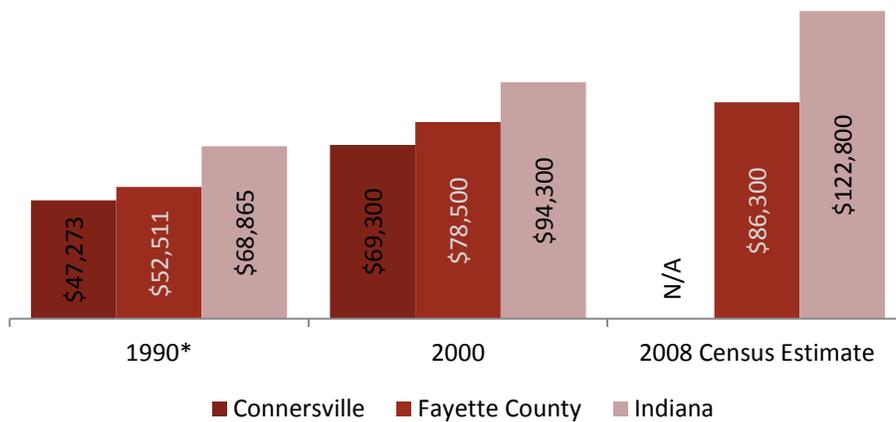
Source: Indiana Department of Revenue, STATS Indiana

HOUSING

In 2000, Fayette County had 10,199 housing units with an occupancy rate of 92.9%. This rate was 0.6% more than the state average of 92.3%. 66.4% of the housing was owner occupied, which is again 0.6% greater than the Indiana state average rate. Fayette County’s renter occupancy rate was slightly greater than the state average by 0.2%. Vacancy rates in Fayette County were 0.6% less than that of the Indiana state average rate.

As shown in Figure 15, the largest increase in median home values was between 1990 and 2000 for Fayette County. This period saw a 49.5% percent increase in median home values, outgrowing the state average of 36.9%. The values for Fayette County lagged behind the state in growth with a meager 9.9% rate of growth from 2000 to 2008, while the state average rate of growth in median home values was 30.2%.

FIGURE 15. Median Home Values



Source: U.S. Census, STATS Indiana

*Adjusted for inflation to year 2000 dollars

While affordable housing covers many different income levels and price ranges, what makes housing “affordable” is the ratio of housing costs to household income. To determine the affordability, a comparison of the fair market rent (FMR) and median family income is made at different burden levels. FMR is considered to be 30 percent of the monthly income of a family earning 80 percent of the median family income.

The National Low Income Housing Coalition (NLIHC) provides research and data on affordable housing. NLIHC’s report, *Out of Reach 2007-2008*, provides the following information specific to Fayette County and other nearby counties.

Each year, the federal government calculates the median income for communities across the country to use as guidelines for federal housing programs. Area median incomes (AMI) are set according to family size. Low and moderate income households earn between 50 percent to 120 percent of the AMI, and often pay half of their income toward housing. The area median income for Fayette County was \$55,600 in 2009. Notably the area median income was \$5,713 less than the state median, according to the U.S. Department of Housing and Urban Development.

In Fayette County, the FMR for a two-bedroom apartment is \$603. In order to afford this level of rent and utilities, without paying more than 30 percent of income on housing, a household must earn \$24,120 annually. Assuming a 40-hour work week, 52 weeks per year, this level of income translates into a housing wage of \$11.60 (60 percent higher than the current federal minimum wage of \$7.25 per hour).

The housing wage in Indiana is \$13.41. This is the amount a full time (40 hours per week) worker must earn per hour in order to afford a two-bedroom unit at the area’s FMR. The Housing Wages for selected areas are shown in **Figure 16**.

FIGURE 16. Housing Wages, 2009	
County	Housing Wage
Fayette	\$11.60
Wayne	\$11.62
Union	\$12.02
Franklin	\$14.10
Decatur	\$12.83
Rush	\$12.00
Henry	\$12.06
Indiana Average	\$13.41

Source: National Low Income Housing Coalition

According to the NLIHC, which uses 2008 minimum wage data (the minimum wage has since increased from \$5.85 to \$7.25):

In Fayette County, a minimum wage worker earns an hourly wage of \$6.55. In order to afford the FMR for a two-bedroom apartment, a minimum wage earner must work 71 hours per week, 52 weeks per year. Or, a household must include 1.8 minimum wage earner(s) working 71 hours per week year-round in order to make the two bedroom FMR affordable.

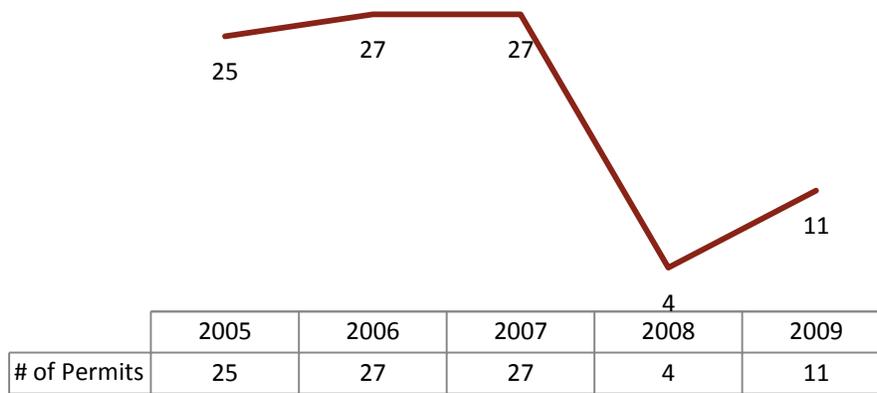
In Fayette County, the estimated mean (average) wage for a renter is 11.56 an hour. In order to afford the FMR for a two-bedroom apartment at this wage, a renter must work 40 hours per week, 52 weeks per year. Or, working 40 hours per week year-round, a household must include 1.0 worker(s) earning the mean renter wage in order to make the two-bedroom FMR affordable.

Monthly Supplemental Security Income (SSI) payments for an individual are \$674 in Fayette County. If SSI represents an individual's sole source of income, \$202 in monthly rent is affordable, while the FMR for a one-bedroom is \$485.

The county's estimated median renter household income is \$30,849 (2009), meaning that a renter earning the median renter income can afford rent of no more than \$771. This leaves 40 percent of renters unable to afford the Fair Market Rent for a 2-bedroom unit. A renter earning the minimum wage must work 71 hours per week to afford a 2-bedroom unit at the Fair Market Rent.

Building permits are another indicator of growth in communities. As **Figure 17** shows, Fayette County has slowed significantly in issuing building permits since 2005. There was an 84 percent decrease in building permits between 2005 and 2008. However, after reaching a low point in 2008 residential building permits began to show signs of rebounding with a 175 percent increase in 2009.

FIGURE 17. Residential Building Permits, 2004-2008



Source: U.S. Census Bureau

OTHER HIGHLIGHTS

This section discusses other indicators relevant to this demographic report, including details on the American Recovery and Reinvestment Act (ARRA) and the Index of Relative Rurality (IRR).

American Recovery and Reinvestment Act (ARRA) Funding

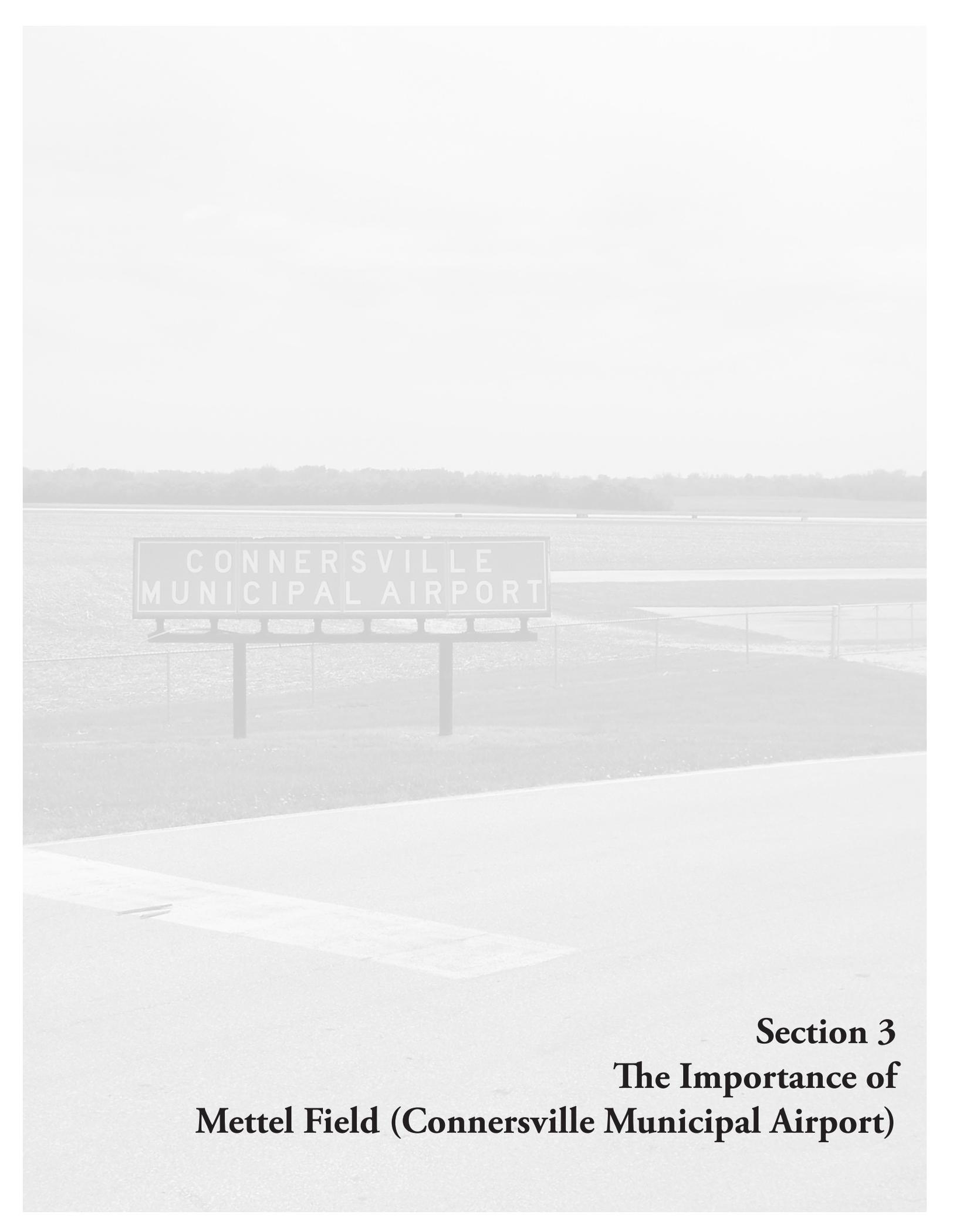
Recovery.org tracks money spent by government agencies through money allocated in the American Recovery and Reinvestment Act (ARRA), the federal economic stimulus bill passed in 2008. According to the website, there were **4 projects** funded by the ARRA in Fayette County valued at a total of **\$50,931** as of November 2010. These projects are primarily categorized as local transportation enhancement, which is being completed by the Indiana Department of Transportation, and mobility enhancement for the disabled and handicapped, which is being overseen by Amtrak.

The funds allocated to Fayette County account for around .0013 percent of the more than \$3.82 billion given to 1,854 projects throughout Indiana as of November 2009. The majority of ARRA money allocated to Indiana is being used for projects in Marion County and surrounding areas.

Index of Relative Rurality (IRR)

The IRR measures to what degree a county is rural based on its population, population density, extent of urbanized area, and distance to nearest metropolitan area. All U.S. counties receive a score that falls on a scale between 0 and 1, with 0 representing the most urban place and 1 representing the most rural.

The most recent figures, released in 2000 and analyzed by the Indiana Business Research Center (IBRC), show Fayette County to have an IRR score of .398, ranking it 64th in Indiana. Counties surrounding Fayette, such as Union, Rush, Franklin, and Decatur Counties tended to be more rural. Wayne and Henry Counties are the two less rural counties surrounding Fayette County. This means Fayette is somewhere in the middle, leaning to the least rural, as compared to the surrounding counties and all Indiana Counties.



CONNERSVILLE
MUNICIPAL AIRPORT

Section 3
The Importance of
Mettel Field (Connersville Municipal Airport)



The Importance of Mettel Field (Connersville Municipal Airport)

The Task

This section of the study focuses on one of Connersville's most important economic assets, the publicly owned and operated airport. Connersville's municipal airport, like other general aviation airports throughout the Midwest, is often prone to be overlooked as an economic asset.

General aviation refers to all flights other than military, scheduled airline, and regular cargo flights. General aviation flights range from gliders to large non-scheduled cargo jets. According to the U.S. Aircraft Owners and Pilots Association, general aviation contributes more than one percent to the United States GDP and accounts for 1.3 million jobs in professional services and manufacturing.¹

AOPA, through their general aviation advocacy association, reports that more progressive manufacturers are establishing operations within ten (10) miles of public use airports in order to allow them to send or receive time-critical parts, facilitate executive/management travel, and realize other competitive business advantages.

Interestingly, industrial utilization of general aviation has been a mainstay of Connersville's Municipal Airport (Mettel Field) for more than four decades. While Visteon and other area manufacturers have utilized the Connersville Municipal Airport for a wide variety of aviation purposes in the past, the closing of the Connersville Visteon plant in 2007 is compelling the Connersville Board of Aviation Commissioners, Connersville and Fayette County to consider how the airport can contribute to the region's economic future.

In cooperation with the leadership of the Board of Aviation Commissioners; the role, function and future utilization of Mettel Field has been examined and a collection of implementable strategies have been developed to move the Connersville Municipal Airport forward.

Like other local government entities, the Board of Aviation Commissioners seeks to leverage its available resources, experiences and assets as much as possible to make needed improvements and upgrades at the airport. Consequently, the project team's efforts focused not only on planning and analysis, but also on implementing the tangible components of the planning efforts undertaken as part of the Intermodal/Multimodal Study.

Prior to work on the Multimodal Study commencing, the Board of Aviation Commissioners had worked to maintain the Airport's standing of "statewide importance" in the Indiana Aviation System. The Board has done this by consistently following their long term capital improvement plan and successfully implementing a series of significant capital improvements to the Connersville Municipal Airport. These have included:

- the addition of an automated weather reporting station
- a full instrument landing system (ILS)
- the lengthening of runway 18/36 to 6,500 feet

These improvements have collectively enabled the Connersville Municipal Airport to improve its airside facilities in spite of a severe nationwide economic downturn, decreased aircraft utilization resulting from scaled back company operations, and the eventual closing of the Connersville Visteon plant.



The Board of Aviation Commissioners' adherence to the airport's capital plan also enabled a fairly straight forward determination of what critical analysis and planning activities needed to be integrated into the Connersville Intermodal/Multimodal Study, in order to achieve the greatest near term positive economic impacts for the region.

These activities included:

1. Preliminary site planning for a new airport terminal and filing an updated Airport Layout Plan with the Federal Aviation Administration (FAA)
2. Examining anticipated airport improvements, enhancements, and operations in the context of proposed improvements to State Highway 1 being, currently being studied by the Indiana Department of Transportation
3. Contemplating a broader role for the municipal airport in prospective economic development, planning, and education initiatives in the community

Work and Discoveries

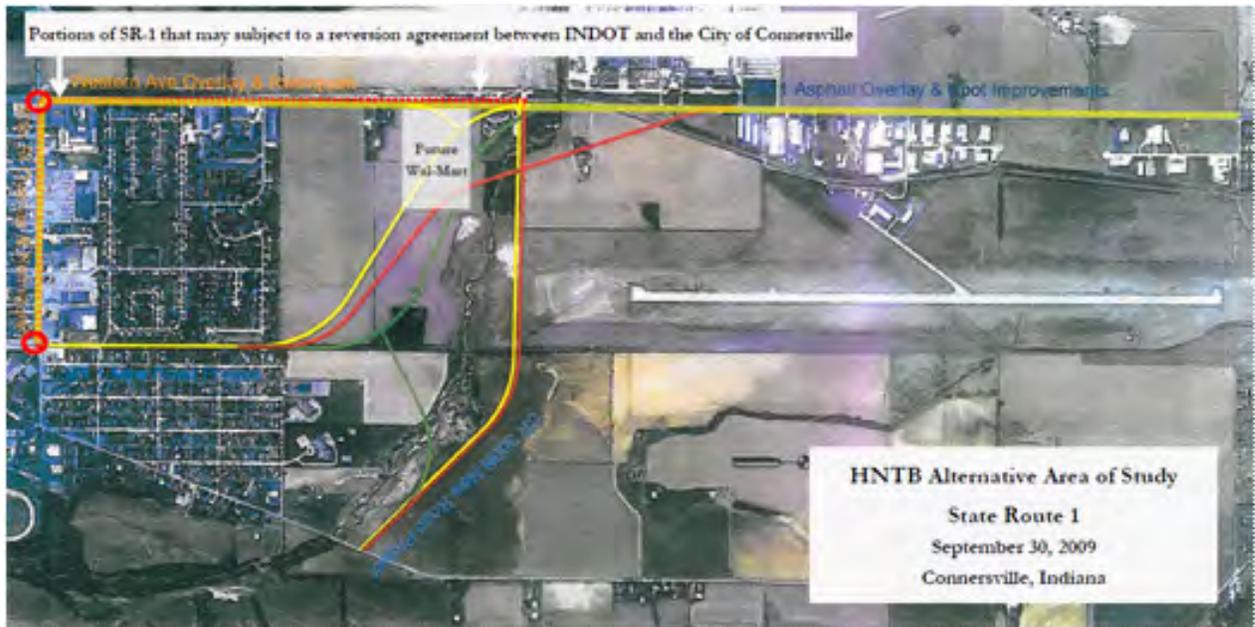
The initial activity undertaken in this section focused upon the process of selecting a future location for a replacement airport terminal. The planning and site selection process utilized for the site selection was undertaken and documented in accordance with FAA policies and regulations governing general aviation airports.

The selected location with a new airport entrance was incorporated into an updated Airport Layout Plan (ALP), and submitted to the FAA for preliminary approval. The revised and approved ALP is one of the threshold requirements of the FAA for prospective grant funding for the new terminal. By utilizing the planning resources of the multimodal Study, the Board of Aviation Commissioners was able to effectively integrate required aviation planning protocols for a new terminal into the larger multimodal study and generate a study deliverable that facilitates the FAA process required for funding the new terminal.



The complete description of the terminal location planning process coordinating with other third party adjacent thoroughfare and land use planning efforts, and the "updated" Airport Layout Plan filed with the FAA in January 2010 can be found in the *Exhibit 4* of this report.

Additionally, as the new terminal site selection process unfolded, the project team examined emerging development and land use planning activities around the airport. Federally funded thoroughfare planning for the extension of Park Street north to SR 1, a preliminary Fayette County thoroughfare plan to extend CR 300 North to Waterloo Road and the recent rezoning approval of the Area Plan Commission were studied in context with the Connersville Municipal Airport's Master Plan.



Significant land use, thoroughfare, and aviation conflicts were recognized and documented for immediate discussion with local community leaders.

While the project team recognizes that these types of emerging conflicts are not unique to Connersville and Fayette County, they are believed to be representative of the challenges associated with intergovernmental planning in general. Too often good organizations lose sight of other organization's initiatives and efforts. The result of the failure to continually coordinate throughout the various stages of a project's development yields a disjointed, inefficient and expensive outcome, if any real outcome is ever realized.

Analysis of these activities also revealed a significant long term challenge for the municipal airport; residential and commercial encroachment, coupled with the geographic boundary of Fayette County, could limit the airport's long term growth and expanded utilization. Consequently, one of the land use recommendations offered by the project team focused on the establishment of a special zoning designation to protect not only the airport but also elements of the community that are in proximity to the airport. The development of this recommendation was carefully discussed with a representative of the Fayette County Area Plan Commission, the Board of Aviation Commissioners, and local community leaders. The project team also provided a copy of a model airport overlay zoning district ordinance to these parties to serve as a road map for the implementation of this recommendation.

The project team also compared Connersville Municipal Airport (Mettel Field) to other general aviation airports in Indiana and portions of nearby Ohio in order to assess how the airport might be ranked in the pursuit of future FAA funding for future landside improvements, such as the new terminal and airport entrance. The project team compared the number of airport operations (landings & takeoffs) and the number of based aircraft with a half a dozen airports in the region and noted the apparent impact of the Visteon Plant closing on this data. It is anticipated that as the competition for what is certain to be more limited funding resources increases, the



Connersville Municipal Airport will not be as competitive regionally in future funding requests unless airport utilization metrics increase substantially.

Conclusions and Recommendations

As a result, the project team recommends what amounts to a fundamental shift in how the Connersville Municipal Airport should be perceived within a 50 mile radius of Connersville. This “shift” in perception needs to begin and be championed locally.

The project team views Mettel Field as one of the region’s greatest under utilized and most promising assets because the airport already links Connersville/Fayette County with other regional, national and global industrial sectors.

Collaboration between the City of Connersville, Fayette County and the Connersville Board of Aviation is imperative in order to successfully market and develop the airport as a regional economic development asset.

The champion of this economic development collaboration should be the Economic Development Group. The EDG, the City of Connersville, Fayette County officials, and the Board of Aviation Commissioners need to operate in a manner that appears to outsiders as seamless, working towards increasing the airport’s number of operations and based aircraft.

Recommendations

The Connersville/Fayette County government, business, and business development communities, in partnership with the Connersville Aviation Board of Commissioners, need to develop:

1. A specialized and professional aviation marketing plan geared towards increasing the number of operations and based aircraft. The marketing component should target the Cincinnati-Dayton aerospace corridor’s industrial businesses and suppliers.
2. A long term economic development plan, specifically oriented toward the utilization and build-out of real estate in and around the airport. The focus of this should be on leveraging the airport as the principle business attraction asset and creating jobs consistent with the mission of the airport.
3. Design considerations for the contemplated new airport terminal, need to portray the airport as “a place to do business,” be appealing to business owners and executives as a “commerce” oriented regional facility.
4. Business attraction efforts of the airport and community should be focused upon “Just In Time” (JIT) aviation oriented manufacturers, service providers that can benefit from airport’s proximity to other major markets, or small aviation operators that can benefit from the flexibility Connersville can offer in terms of cost and project delivery schedule as compared to major market and regional airports.
5. It is recommended that a third party firm/consultant be used to help to secure businesses for the airport and support collaborating activities with the EDG to help with the transition of the marketing of the airport to the EDG’s scope of responsibility.

Acknowledgements:

¹ AOPA USA’s General Aviation website

Commercial Design Standards

The following table lists different components of commercial design standards and their typical implementation tools, indicating the difficulty in establishing each of the tools in most communities.

	Tools that Require Little Political Will & Resources	Tools that Require More Political Will & Resources	Tools that Require Considerable Political Will & Resources
Building Orientation	Continue to allow building to be placed and oriented in any location on the site, as long as no other provisions of the zoning ordinance are violated (i.e., setbacks).	Amend the zoning ordinance to prohibit a commercial building from "turning its back" to the highway corridor.	Amend the zoning ordinance to require development plan approval by the plan commission for all commercial buildings in the highway corridor.
Parking Location	Continue to allow parking to be placed in any location on the site, as long as no other provisions of the zoning ordinance are violated (i.e., sight distance).	Amend the zoning ordinance to limit the amount of parking that can be placed in front of the commercial building, in effect pulling the building closer to the road.	Amend the zoning ordinance to prohibit parking in front of a commercial building, so that resulting parking is on side and rear, opening up the commercial building to the road.
Exterior Building Materials	Amend the zoning ordinance to prohibit certain exterior building materials (i.e., concrete block and prefabricated steel panels)	Amend the zoning ordinance to include a section on exterior building materials that lists acceptable materials and gives the developer guidelines for using them (i.e., each wall must have at least 2 different materials, or 80% of the front elevation must be masonry).	Amend the zoning ordinance to create an architectural review committee to approve exterior building material selection for each commercial building elevation.
Signs	Follow existing zoning ordinance commercial sign regulations.	Amend the zoning ordinance to include unique sign regulations for the corridor.	Amend the zoning ordinance to create a sign review committee to approve each commercial sign plan and design.
Landscaping	Rely on existing zoning ordinance landscape standards as only guide.	Amend the zoning ordinance to include a section on landscape standards for the corridor that sets minimum standards for things like buffers and lists multiple options for the developer of each site to choose from.	Amend the zoning ordinance to require the same landscaping for every commercial site within the highway corridor, resulting in a uniform look.
Building Design	Rely on existing zoning ordinance developmental standards (i.e., maximum height) as only guide.	Amend the zoning ordinance to include a section on architectural standards that sets minimum standards and lists multiple options for the developer to choose from.	Amend the zoning ordinance to create an architectural review committee to approve each commercial building design.
Trash & Recycling	Rely on existing zoning ordinance developmental standards as only guide.	Amend the zoning ordinance to prohibit this where visible from the road, in addition to requiring screening.	Amend the zoning ordinance to require this be considered as part of development plan approval by the plan commission for all commercial buildings in the

			highway corridor.
Outside Storage & Display	Rely on existing zoning ordinance developmental standards as only guide.	Amend the zoning ordinance to limit the location and duration of outside storage and display in the corridor.	Amend the zoning ordinance to prohibit all outside storage and display.

Residential Design Standards

The following table lists different components of residential design standards and their typical implementation tools, indicating the difficulty in establishing each of the tools in most communities.

	Tools that Require Little Political Will & Resources	Tools that Require More Political Will & Resources	Tools that Require Considerable Political Will & Resources
Exterior Building Materials	Amend the zoning ordinance to require that exterior building materials meet quality standards (i.e., vinyl siding minimum width and installation standards).	Prohibit the use of certain exterior building materials (i.e., vinyl siding).	Amend the zoning ordinance to include a section on exterior building materials that lists required materials (i.e., each wall must be 80% masonry).
Landscaping	Rely on existing zoning ordinance landscape standards as only guide.	Amend the subdivision ordinance to require that at least one street tree be planted on each residential lot.	Amend the subdivision ordinance to require the developer to get a landscape plan for the entire subdivision approved by the plan commission and post a financial guarantee to ensure that the landscaping is installed.
Architectural Design	Continue to Rely on existing zoning ordinance developmental standards (i.e., maximum height) as only guide.	Amend the zoning ordinance to include Anti-Monotony Provisions (i.e., limit the number of times the same house design may be used within the subdivision).	Amend the zoning ordinance to include a full set of architectural design standards (i.e., allowable window and roof styles, etc.).
Garage Placement	Continue to allow attached and detached garages to be placed in any location on the site, as long as no other provisions of the zoning ordinance are violated (i.e., setbacks).	Amend the zoning ordinance to allow attached front loading garages only if the impact is minimized by acceptable choice (i.e., garage has a greater front setback than the front elevation of the home).	Amend the zoning ordinance to prohibit front-loading garages.
Accessory Buildings	Rely on existing zoning ordinance developmental standards as only guide.	Amend the zoning ordinance to limit the size and placement of accessory buildings, in order to minimize their visual impact.	Require that accessory buildings be architecturally compatible with the house (i.e., use same building materials and style).

TRADITIONAL NEIGHBORHOOD DEVELOPMENT

Traditional Neighborhood Development (TND), loosely interchangeable with the term New Urbanism, combines certain common principles from a history of neighborhood development and uses these principles to direct development of new neighborhoods. These principles and their importance vary depending on the developer and location, but can be generally recognized by the terms listed below.

Walkability and Connectivity

A central idea for a TND is to have the majority of a resident's necessary amenities within a walkable distance from his/her residence and/or place of work. A part of this is a gridded road network with pedestrian friendly design elements—sidewalks, buildings next to the sidewalks, trees, on-street parking, lower vehicular speed limits, etc.

Mixed-Use and High Density

For a walkable and connected community, the zoning must allow for mixed-use development and encourage high density development.

Traditional Neighborhood Structure

The typical structure of a TND includes boundaries that are easy to define and a "center" that serves as a hub of activity. Usually development in and near the "center" is the highest density, decreasing as development moves towards the outer edge.

Housing Diversity

A range of housing styles and prices should be included in the neighborhood to diversify the offers to future residents.

Quality Architecture

An emphasis is placed on creating beauty in the architecture of the buildings and the craft of the infrastructure and elements surrounding them. This encourages pedestrian travel, and provides a greater sense of place and comfort.



Chicago, IL

Sustainability

High-density development and an emphasis on walkability and connectivity usually produce a more sustainable environment. There is less pollution from driving and less strain on the infrastructure due to centralization. In general, with a focus on local consumption and recreation, less energy is used.

A TND can be developed by a private developer, much like a regular subdivision, or a municipal/developer partnership can be organized. Incentives such as tax increment financing (TIF) or other funding benefits for the private developer can be used to foster TND. However, many benefits of TND are being recognized by developers outside of municipality encouragement. These benefits include: Potential for greater income due to higher density development, quick approval for communities that have adopted TND principles, less impact on transportation and utility infrastructure, and faster sales due to interest in TND and more diverse offerings to consumers in the various residential and commercial ranges.



Dunn Street Development
Bloomington, IN

The benefits of TND for municipalities can be quantifiable as well: less strain on infrastructure, a steady tax base, less traffic due to the inherent walkability of the area, less crime because of more people in a smaller area, a greater sense of place and pride in the neighborhood and more. TND can be implemented on a small scale (single buildings, city blocks, etc.) or on a large scale (full neighborhoods, towns, etc.). The best way to encourage TND is to plan for it by integrating it into existing zoning and development codes.

Source: I-69 Community Planning Program Toolbox

CREATING A NEIGHBORHOOD ASSOCIATION

Neighborhood associations can be defined as a voluntary association of homeowners and businesses gathered together to protect their property values and to improve the neighborhood. A neighborhood association can build relationships among neighbors, create a unified voice in local government decision making and provide the basis for neighborhood improvement.

Neighborhood associations are different from homeowner associations, where developers create a set of covenants, conditions and restrictions for each lot in their subdivision in addition to common areas in the development. Homeowner associations are generally mandatory for property owners where they exist, and they can be recorded on individual property deeds.

Components of a successful neighborhood association include:

- **Defining Clear Goals & Objectives**

Clearly defined goals promote communication and provide members with direction and a sense of accomplishment. Goals and objectives need to be realistic and attainable.

- **Written Operating Procedures**

To ensure continuity from year to year, especially when officers and leaders change, your association needs to have written operating procedures and policies, such as a set of bylaws. The written procedures should address the purpose of the association, the boundaries it serves, titles and duties of your group's leadership, when and how leaders are selected, frequency of meetings, voting procedures, definition of membership, etc.

- **Democratic Process of Leadership/Officer Elections**

Through the election of officers/leadership, members are able to participate in the development and direction of the association. Election of officers such as president, vice-president, secretary and treasurer, also helps to promote officer/leadership accountability to the members.

- **Solid Leadership**

A neighborhood leader needs to have the vision and the ability to build consensus, to delegate duties and authority to others, to encourage neighbor involvement and maximize neighborhood talent.

- **Committees**

Committees allow the neighborhood leadership to delegate issues (identify and research problems and solutions) and meet its goals by involving a number of members. Standing committees, which operate continually, could address key issues such as newsletter and communication, welcome, safety, social functions, etc.

- **Neighbor Input and Involvement**

The key to a vital and active association is members - neighbors involved in their association. A neighborhood association serves as the foundation to bring neighbors together to address neighborhood issues, promote team building, and serve as a vehicle for neighbors to pool their resources and maintain the integrity of their neighborhood.

- **Funding**

Neighborhood associations have expenses and should operate with a budget capable of supporting association goals. Membership dues are the main source of funding for neighborhood associations. The association leadership, specifically the treasurer, should provide a monthly report of the revenues, expenses and balance on hand.

The Hillsborough County Office of Neighborhood Relations in Florida suggests the following steps to determine if there is support for a neighborhood association in your area:

1. Inventory the neighborhood – get together with neighbors and friends and form a committee to identify housing, schools, businesses, recreation areas. Determine what can be improved.
2. Find a meeting place and select a meeting date convenient to most.
3. Create meeting announcement flyers and distribute as many places as you can think of.
4. Request articles in local papers announcing meeting.

5. Invite community leaders (both local and surrounding areas), heads of community organizations, House and Senate representatives, police and/or sheriff, city/county department heads, etc who can explain the benefits of an association in your neighborhood.
6. Night of meeting – have your committee set-up tables and chairs; set out refreshments; have greeters at the door with sign up sheets and “interest lists” – put out nametags.
7. Introduce your special guests and have them say a few motivating words.
8. Have audience members introduce themselves (name/occupation).
9. Discuss if there’s a need for an association.
10. Invite questions, comments or concerns from the audience.
11. Invite attendees back to second meeting
12. Thank everyone for coming.
13. Have the committee assist with clean up.

Source: Organizing Neighborhood Associations, Hillsborough County, Florida Office of Neighborhood Relations, 2003 (full text available at www.hillsboroughcounty.org)

CONSERVATION SUBDIVISION

A conservation or cluster subdivision generally sites single-family homes on smaller parcels of land, while the additional land that would have been allocated to individual lots is converted to common open space for the subdivision residents. Typically development standards, including road frontage, lot size, setbacks, etc. are changed to allow the developer to better preserve the desirable open space. Some definitions from Zoning Ordinances around the country are noted below:

- A subdivision in which the lot sizes are reduced below those normally required in the zoning district in which the development is located, in return for the provision of permanent open space. (*Muskegon, Mich.*)
- A residential use that divides land into not more than the number of lots permissible in a conventional subdivision of the same property in the same zone, but where the size of individual lots may be reduced in order to gain common open space. (*Deering, N.H.*)
- A form of development for single-family residential subdivisions that permits a reduction in lot area and bulk requirements, provided there is no increase in the number of lots permitted under a conventional subdivision and the resultant land area is devoted to open space. (*Bondurant, Iowa*)
- A clustered neighborhood design with gross density comparable to nearby rural/semirural subdivisions. (*Wayne, OH*)

Note: most communities have standards for what is and is not acceptable as common open space. Common open space should be land area that the community wants to preserve, such as historic sites, wetlands, floodplains, wooded areas, pasture or cropland, or even regular ground that stays undeveloped.

Differences between Conservation or Cluster Subdivisions and Regular Subdivisions

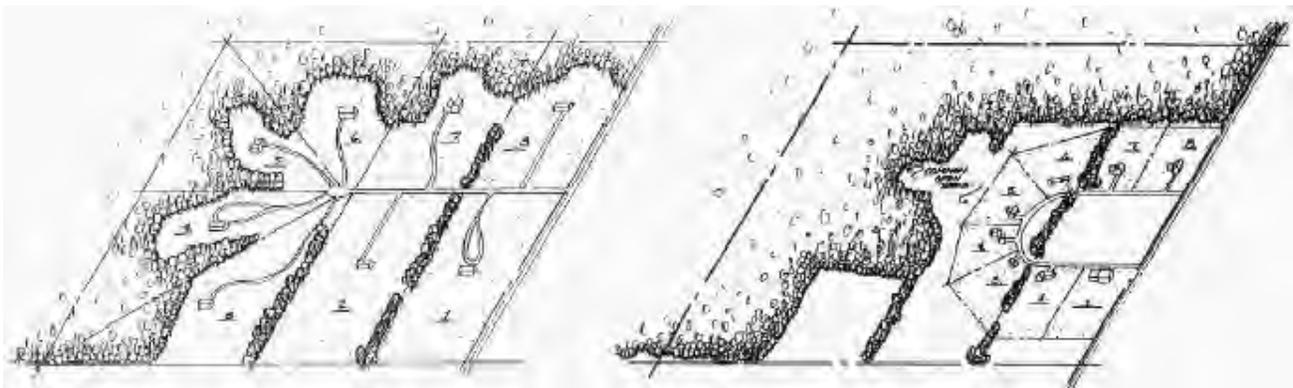
Consider the following distinction between a conventional subdivision and a conservation or cluster subdivision. With a conventional subdivision in mind, imagine a developer subdividing a 100-acre piece of land into 50 two-acre parcels, each with a single-family home. Under a conservation or cluster subdivision design, a developer would plan differently to get the 50 single-family homes, this time putting each on 0.5-acre parcels, "clustered" together in groups. This would only use 25 acres of land for residences and would

leave 75 acres of "open space." Typically, the open space areas are in the midst of the development and are designed around the natural or man-made features of the landscape. In our hypothetical 100-acre parcel, for example, we might have three separate areas of open space averaging 25 acres each. One might be centered around a section of woods, one around a pond or a creek, and one around a meadow.

In a typical cluster subdivision, each homeowner has access to all of the open space areas, which may be permanently preserved by a conservation easement -- a restrictive covenant forbidding any type of development in perpetuity. To provide maximum protection for both the open space and the residents, the conservation easement should be assigned to at least two organizations, a homeowners' association, whose membership includes all the homeowners in the subdivision, and a local government agency or land trust. The conservation easement should specify the types of activity permitted on the open land, i.e., recreation, type of agriculture, woodland protection, or stream buffers. The easement should be placed on the property prior to the development of the conservation or cluster subdivision.

Cluster or conservation subdivisions have been very popular in rural areas in the eastern United States. Surveys show that residents generally rate them very highly as places to live, and they have maintained their property values. In Indiana, Michigan City's *Tryon Farm* is a well-known example that preserves 120 of the property's 170-acres.

The following illustrations are from the State of Wisconsin's Model Conservation Subdivision Ordinance



Standard Subdivision

Conservation Subdivision

Advantages of a Conservation or Cluster Subdivision

- Maintaining rural character of the area
- Open space for residents
- Preserving critical land
- Cheaper infrastructure costs, leaving developers more money for amenities
- Meeting a market need for low-maintenance housing
- Reducing the impacts of development on watersheds
- Can provide a buffer between residential lots and agricultural

Disadvantages of a Conservation or Cluster Subdivision

- Current zoning and subdivision regulations don't support this type of development
- Takes extra effort for developer if regulations aren't already in place (variances, etc.)
- Maintenance of common open space requires creation of homeowners' association
- Homeowners have extra cost for maintenance fees (taxes, insurance, and general upkeep) not typically incurred in a conventional subdivision
- Smaller-sized lots result in close proximity to neighbors' homes

Sewage disposal in a Conservation or Cluster Subdivision

In areas where public sewers are not available, advances in technology allow creation of small community systems where wastewater is transported and treated in a safe, economically feasible, and aesthetically pleasing manner.

Differences between Conservation or Cluster Subdivisions and Planned Unit Developments

Planned Unit Developments (PUDs) may include a mix of residential, commercial, industrial, or other uses, whereas the conservation or cluster subdivision normally only includes single family housing. Within the PUD, development standards need not be uniform with the community's zoning code. One major difference between PUDs and conservation or cluster development is the amount of open space. Where PUDs typically contain 20 percent open space or less, most conservation or cluster developments strive for 40 percent.

Source: Conservation or Cluster Subdivision Fact Sheet, by K.K. Gerhart-Fritz, AICP of the Planning Workshop

AGRICULTURAL LAND PRESERVATION



Agricultural land boosts local economies directly through sales, jobs, support services, and businesses such as feed and seed stores, farm machinery retailers, and secondary businesses such as food processing. It also provides stabilizing diversity to the state's economy. Farmland is one of Indiana's most important resources.

Farmland demands fewer public services than residential, commercial, and industrial land uses. This irreplaceable natural resource provides high quality and increasingly popular locally-grown food as well as water filtration, groundwater recharge, floodwater storage, habitat for wildlife and recreation. Maintaining the scenic, cultural, and historic features of agricultural landscapes also preserves a rural way of life and a scenic getaway.

Loss of prime farmland occurs due to a myriad of reasons. According to Rick Chase, Ag and Natural Resources Educator at the Purdue University Cooperative Extension Service, the five most common reasons agricultural land is converted to other uses are as follows:

Increased Demand on Land

During the 1990s, population and economic growth in the U.S. stimulated competition for land. This demand has caused increased development pressure on lands previously used for production of agricultural crops, commodities, livestock, or forests. Agricultural land is desirable for building because it tends to be flat, well drained and generally is more affordable to developers than to farmers or ranchers.

Agricultural Business Realities

Farming is a risky business subject to the fluctuations of nature and government policies, and further aggravated by the farmers' inability to set prices for their products. Over time the land owned by farmers becomes their insurance against unplanned events. Land is often used as a hedge against future economic demands, such as those caused by poor health, retirement, or economic recession. This is also one reason many farmers want to retain control over the fate of their private property

Local Zoning Policies

In an attempt to discourage sprawl, many local communities in Indiana have required large lot minimums for residential development. These minimums usually range from five to 40 acres. The intention of these minimums is to discourage homebuilders in rural areas by

requiring the purchase of large lots (5-10 acres in most cases). However, the result is usually the opposite of what is intended. People's desires to build homes in the country outweigh the cost of large tracts of land. So persons who really want only a small tract of land for a home feel forced to purchase a larger tract. The result is often a loss of agricultural land and continuation of sprawl in agricultural areas.

Other Government Policies

Tax policies such as tax abatements for industry, capital gains taxes, and income tax deductions for homeowners contribute to the conversion of farmland to non-farm uses. These policies provide financial encouragement for nonfarm businesses and new homebuilders to invest in new construction.

Highway construction policies can contribute to farmland depletion. The construction of new highways contributes to the loss of much prime farmland. It is more desirable to build roads on flat, productive land than on rocky hills with little topsoil. Highways and interstates also make it more convenient for workers to live farther away from their places of work. Most people want better, more convenient highways, but easy commutes from rural residences to urban centers give homeowners the incentive to live farther away from work.

The building permit and development approval process is often more expensive and lengthy in urban areas than in the rural community. Consequently, land developers are attracted to the plentiful land and fewer regulations in rural counties.

The Desire for a Rural Setting

The rural character of agricultural areas can be attractive to families wanting to escape urban centers. Persons fleeing cities often cite noise, pollution, crime, and weak educational systems as problems that plague urban areas. The rural life is often characterized as slower, more peaceful, and having less pollution and crime. However, as more people move to the country, an increased demand for public services, retail businesses, and more subdivisions often result, thus creating some of the same problems from which people were retreating when they left the cities.



Farmland Preservation Techniques

The issue of farmland preservation is more than preserving farmland – it encompasses the landscape in cities, suburbs, rural communities and transportation zones between town and country. Farmland preservation efforts are destined to fail if they are anti-development or

anti-growth. To be successful, the efforts must preserve prime farmland and direct industrial, residential and commercial growth to areas less suitable to farming.

Techniques for farmland preservation can be implemented in several ways, such as the examples listed below:

1. Enact agricultural preservation programs and policies for agricultural land.

- Assess and document existing or remaining farmland in the county.
- Identify and map agricultural soils and resources in the county.
- Initiate agricultural land mapping and monitoring programs, such as GIS, in order to document the amount of land in farm production and the rate at which it is being converted to non-farm uses.
- Compile and annually track data on the rate of urbanization and the conversion of agricultural land.
- Adopt agricultural zoning ordinances as an appropriate technique for protecting agricultural land. Such agricultural zones would limit non-agricultural development to densities and development patterns that are consistent with the continuation of agriculture.
- Create agricultural zones with minimum lot areas of at least 40 but preferably 160 acres where dense residential development is prohibited.
- Plan and zone for smaller residential lot sizes, townhouses, and apartments within already urbanized areas to increase development density, removing pressure for development on farmland.
- Update zoning and subdivision ordinances to support and encourage conservation design, which allows development and farmland to co-exist.
- Update the comprehensive plan to establish clear goals and policies with regard to community character, agricultural protection, and suburban growth
- Update the comprehensive plan to address the preservation of Agricultural Land and to specify programs and techniques for its protection
- Use the county comprehensive plan to identify agricultural priority areas and other areas suitable for development.
- If applicable, eliminate exemptions from the subdivision ordinances and processes that would result in the division of agricultural land into parcels that are too small for commercial farming.

- Enact enabling legislation to adopt the following programs: Agricultural District Programs, Purchase of Development Rights and Transfer of Development Rights.
 - ✓ Agricultural District Programs are voluntary programs designating special areas for agricultural use only. In exchange for enrollment in the program, farmers receive benefits that vary from state to state. The State of Kentucky has such a program and details can be found on their website at: www.conservation.ky.gov/programs/agdistrict/.
 - ✓ Purchase of development rights (PDR) programs pay landowners for the development rights to their property. An appraisal is made of the difference between the property value as agriculture land and its value if sold for development. The landowner is paid the difference, and the land is permanently protected from development. Several states, including Michigan, Massachusetts, New Jersey, and Pennsylvania have these programs. Indiana has adopted such a program, but the funding is limited.
 - ✓ Transfer of Development Rights (TDR) programs allow the transfer of development rights from one parcel of land (sending parcel) to another (receiving parcel). The sending parcel is then permanently protected by a conservation easement. This shift in land uses allows locally designated growth areas to receive the growth while protecting agricultural lands. Communities will need to identify areas where increased density would be appropriate so that such a receiving zone can be established. In Indiana, TDR's are not widely used.
- Adopt policies and ordinances, such as a right-to-farm law, that recognize prime farmland as an important environmental, economic, and community asset.
- Implement policies to limit premature expansion of urban infrastructure (such as roads and sewers) into agricultural areas.

2. Use development design principles to integrate development with agricultural preservation.

- Direct growth to already built-up areas, where developable land is available, through infill development, brownfield redevelopment, and transit-oriented development.
- Encourage greater housing densities in developed areas with existing infrastructure, ultimately reducing pressure on perimeter agricultural land.
- Develop incentives to encourage development where infrastructure is in place.

- Use clustered designs and conservation development techniques on non-prime farmland in areas where development of agricultural land is unavoidable.

3. Encourage farming practices that sustain the soil, fertility, and environmental quality of the land.

- Practice soil conservation and erosion control to keep fertile soil on the fields. This includes practices such as no-till farming, tilling along contours, and installing windbreaks.
- Reduce the use of environmentally damaging fertilizers and pesticides.
- Install natural buffers and filter strips along water bodies to slow water runoff and filter agricultural fertilizers, pesticides, and other chemicals.
- Practice crop rotation to maintain healthy soil.
- Integrate some natural habitat and wetlands into agricultural land management plans for wildlife protection.
- Practice conservation irrigation (using only the amount of water that is absolutely necessary for plant growth) to conserve groundwater resources.



4. Reduce the incentive for farmers to sell their land by improving the profitability of farming.

- Help maintain the viability of small farms by promoting, marketing, and supporting alternative farming strategies such as specialty and niche farming, roadside stands and markets, organic or other value-added produce, small-scale farming operations, alternative crops, and community-supported agriculture (CSA) operations, which connect local growers to local consumers.
- Encourage local farmers to use state and federal programs that assist farmers who protect natural resources.
- Apply lower property tax rates or tax credits to agricultural land, making agriculture more profitable.
- Work with farmers to discover innovative ways to use farmland for mutual benefit, such as wind farms, bio-fuel production, on-farm composting of municipal yard waste, and irrigation of crops with treated municipal wastewater.



Sources:

Policy Guide on Agricultural Land Preservation, American Planning Association, 1999

Agricultural Land Preservation, Sustainable Development Series, Northeastern Illinois Planning Commission and the Campaign for Sensible Growth, 2004

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Protecting Prime Farmland in Indiana, by B. R. Wheeler and G. C. Steinhardt, Department of Agronomy; and C. A. Sargent, Department of Agricultural Economics, Purdue University, Agronomy Guide, AY 245

The Deck Is Stacked Against Farmland, by Tom Condon, courant.com, August 31, 2008

DOWNTOWN PLAN / MAIN STREET PROGRAM



Rensselaer, IN Downtown Plan

Downtown plans and “Main Street” programs are similar in that they are plans with specific goals for specialized areas. Downtown plans refer generally to a type of plan that can be prepared by the local planning authority or a consultant. Using a range of approaches, Main Street Programs are more structured and are accredited by a national entity that reserves the right to the name Main Street as a protected brand. Both serve the community for a common goal, and are able to complement each other in revitalizing the downtown area(s).

Problems evolving in many small community downtown’s stem from a number of trends ranging from access and parking, changing roles of the downtown, and the phenomenon of big box retail offering more varieties of goods, to name a few. Historically, downtowns and main streets have been the vibrant centers of many communities. However, when chain stores and strip developments are located on the fringes of a community, these areas suffer. Fueled by the automobile and convenience of the one-stop-shop, many downtowns and main streets have become less competitive for business and a lively citizen presence.

There are many good examples of small Indiana communities such as Madison, Crawfordsville, and Newburg which have revitalized their downtowns through well conceived planning programs.

Downtown plans generally identify ways to revitalize downtowns that have suffered from population and commercial decline. They are meant to be a guide for the future. They promote smart use of existing land, identify area development needs, encourage pedestrian friendly streetscapes, analyze existing traffic and plan for future traffic, and identify methods and incentives to spur growth and revitalization.

General issue categories are usually condensed into unique goals with milestones—based on cost—to reach them (immediate, short-term, long-term). The ultimate goal of a downtown plan is to provide a lasting influence that revitalizes an area to where it becomes self-sustaining.

In addition to making recommendations for physical development, downtown plans may also include an economic analysis of the current conditions. From this they can include

suggestions on how to increase the economic vitality based on community needs or how to institute promotion and marketing programs for the downtown area.

Main Street Programs

Most Main Street programs exist as nonprofit, single-entity organizations, or as a sub-entity of organizations that already have a vested interest in the area in which the Main Street program is to be implemented.

Main Street programs seek to revitalize downtown areas that have lost pedestrian traffic and commercial activity into the sustainable areas they once were. This established process has been distilled into four points:

1. Organization
2. Promotion
3. Design
4. and Economic Restructuring



Mooresville, IN

These four points are further supported by eight principles that guide the implementation of a successful Main Street program. For more information on these principles, as well as the four points and the entire Main Street program visit <http://mainstreet.org/>.

The Main Street program is monitored by a national organization that oversees and accredits all Main Street programs. This allows for a strong network of cities with Main Street programs and provides credibility for the endeavor.

Source: I-69 Community Planning Program

CAPITAL IMPROVEMENT PLAN

A Capital Improvements Plan (CIP) identifies capital projects (and some major equipment purchases) during a five year period, providing a planning schedule and identifying opportunities for financing the projects in the plan. Capital Improvements Plans coordinate community planning, financial capacity, and physical development.

A CIP typically includes:

- List of capital improvements (projects or major equipment) to be made
- Projects ranked by priority
- Project cost estimates
- Plan for financing the projects
- Schedule for construction or completion of the projects

There are a number of benefits that may be realized from the Capital Improvements Plan process including:

- Coordination between capital needs and operating budgets
- Enhancement of the community's credit rating, control of its tax rate, and stability in debt service obligations
- Identification of the most economical means of financing capital projects
- Coordination of public capital investments with other public and private development initiatives (Massachusetts Municipal Association, 1997)

The process for developing a Capital Improvements Plan varies by community but may include the following steps:

- Establish a capital planning committee (often the department heads or superintendents)
- Inventory existing assets
- Evaluate projects that have been previously approved, are incomplete, or have not been implemented
- Assess the community's financial capacity

- Identify new projects by soliciting and evaluating requests from staff
- Prioritize projects
- Develop a financing plan
- Adopt a Capital Improvements Plan
- Monitor and manage the projects included in the plan
- Update periodically (typically annually)

The inventory of assets should include all buildings and major equipment and, if possible, utilities, roads, and sewers. It should document the need for replacement, expansion, or repair of all physical assets in the community. This is facilitated by documenting the year the facility (or equipment) was purchased or acquired, the date(s) of improvement(s), the condition and extent of use of the facility or equipment, and any scheduled dates for reconstruction, expansion, or replacement (Massachusetts Municipal Association, 1997).

While some communities use specific “grading systems” for establishing the priority ranking of their projects, including cost-benefit analysis is not always necessary. Some priorities are difficult to establish using fixed systems and may not reflect the social or political realities of the community. Nonetheless, establishing a prioritization for projects is important for scheduling and budgeting purposes.

The financing plan should include not only the estimated initial cost of construction, but also estimates of the annual operating and maintenance costs. These represent long-term financial commitments and should be included in the long-term operating budget.

Source: I-69 Community Planning Program Toolbox

Funding Sources

A list of potential funding sources for implementing the Fayette County Comprehensive Plan is shown below.

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
State Revolving Loan Fund (SRF)	low-interest (2.7-3.95%) loans, 20-year term Note: An additional .50% reduction may be permitted if a non-point-source project is financed along with a point source project.	Indiana Finance Authority SRF	Incorporated cities/towns, counties, sanitary/conservation or regional sewer/water districts Private & Not-for-profit facilities are eligible only for DWSRF loans	Planning/design/construction of Treatment plant improvements Water line extensions Water storage facilities Wetland protection and restoration; On-site sewage disposal; BMP for ag & stormwater; Riparian Buffers & Conservation; Wellhead Protection Planning/design/construction of Treatment plant improvements Sewer line extensions to unsewered Combined sewer overflow corrections
Small Issue Loan Program	low-interest; 10-year term up to \$150,000; reduced closing costs no cost SRF PER review	Indiana Finance Authority	SRF-eligible communities	Any project addressing existing pollution abatement: Wastewater, Drinking Water Non-point source
Arsenic Remediation Grant Program	Grant Program	Indiana Finance Authority	Municipalities, political subdivisions, privately owned Community Water Systems and non-profit Nontransient Noncommunity Water System Must serve less than 10,000 residents	Construction of Treatment Facilities (Precipitate Process, Adsorption Processes, Ion Exchange Processes, Membrane Filtration, Point of Use Devices) Planning & design Activities System Consolidation System Restructuring

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Rural Community Assistance Partnership Revolving Loan Fund	short-term financing (\$100,000) for predevelopment costs associated with proposed water & wastewater	Rural Community Assistance	Serve rural areas that aren't located within the boundaries of a municipality with a population of 10,000 or greater.	Existing water or wastewater systems and the short-term costs incurred for replacement equipment, small-scale extension of services, or other small capital projects that aren't part of O&M.
Rural Development (RD)	Grants up to 75% of project cost and loans 40yr term; 4.25-4.5% interest	US Dept. of Agriculture	Rural areas/towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Lower income areas qualify for more grant assistance.	Developing water and waste disposal systems in rural areas
Rural Development Planning Grants	Grants for up to 75% of cost of planning or up to \$15,000 25% match required	US Dept. of Agriculture	Rural areas/towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Must be qualified for the "poverty" bracket - 80% of the statewide nonmetro MHI	Water and Wastewater Infrastructure Planning

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Rural Development Community Connect Grant Program	Broadband Grants minimum \$50,000 (no max) matching funds required	US Dept. of Agriculture	Project must: (a) serve a rural area (b) serve one and only one community recognized in latest U.S. census; (c) Deploy Basic Broadband Transmission Service, free for 2 years to all Critical Community Facilities; (d) Offer Basic Broadband; (e) Provide a Community Center with at least 10 computer access points	Establish broadband access to rural communities which are unserved
Community Focus Fund (CFF)	Grants up to \$600,000, minimum 10% local match (\$350,000 for Fire Stations)	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low-to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Projects that contribute to long-term community planning and development Projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population Often requires income survey to determine low-income eligibility
CFF Planning Grant	Grants up to \$50,000, \$30,000 (for single utility), minimum 10% local match	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low-to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Planning activities for projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population. Planning activities must be completed w/in 12 mos. Often requires income survey to determine low-income eligibility

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Watershed Projects Grant (104(b)(3))	Grants 5% local match	IN Dept. of Environmental Management		Projects that lead to the reduction and elimination of pollution, increase the effectiveness of the NPDES program
Flood Control Revolving Fund: Rural Water Supply	Loans up to \$150,000	IN Dept of Natural Resources	Cities, towns, conservancy districts, special assessment districts, with population under 1,250 who have been authorized to maintain/operate the system; entity is unable to borrow funds elsewhere; cannot exceed 2% of assessed valuation	Projects that establish or modernize water supply systems
Public Works & Economic Adjustment Grants	Grants for up to 50% of project costs, 80% if severely distressed; 20-50% match required	Economic Development Administration	Counties, cities, towns, sewer districts Sometimes townships and economic development corporations	Projects the will lead to job creation and retention in severely distressed communities including water and wastewater projects
Industrial Development Grant Fund (IDGF)	Grants (typically \$2,500 per job) Typically not exceed 50% of cost	Indiana Economic Development Corp.	City, Town, County, Special taxing district, economic development commission, nonprofit corporation, corporation established under IC 23-17, Regional water, sewage, or solid waste district, Conservancy district	Construction of airports, facilities, tourists attractions; sanitary sewer lines, storm sewers or drainage; water; roads; sidewalks; rail spurs and sidings; information and high tech. infrastructure; property; surveys

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Special Appropriations Projects (SAP)	Grants average award \$2,000 to \$300,000 45% local match required	Congressional Appropriation	Incorporated cities/towns, counties, sanitary/conservation or sewer/water districts qualify for SAP, also known as the State and Tribal Assistance Grants (STAG)	water, wastewater, non-point source and stormwater infrastructure SRF, CDBG, USDA, RD can be used as local match
Federal Transportation Aid to Local Communities	Federal Aid Approx. \$30M available per year 80/20 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Roadway improvements
Hazard Elimination and Safety (HES)	Federal Aid Approx. \$6M available per year 90/10 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Safety improvements at Intersections, signage, pavement markings, signal modifications, lighting improvements