



SHELBY COUNTY —INDIANA—

2019 COMPREHENSIVE PLAN

APPROVED OCTOBER, 2019

RESOLUTION NUMBER 2019- 6

SHELBY COUNTY COMPREHENSIVE PLAN

A RESOLUTION APPROVING THE ADOPTION OF THE 2019 COMPREHENSIVE PLAN FOR SHELBY COUNTY, INDIANA.

WHEREAS, The Board of Commissioners of Shelby County, Indiana recognizes the need for orderly growth and development within Shelby County and those areas within its planning jurisdiction, and

WHEREAS, Indiana Code 36-7-4-501 requires the Shelby County Plan Commission to prepare the Comprehensive Plan as well as a resolution for adoption, and

WHEREAS, the proposed Comprehensive Plan contains the minimum elements as prescribed by Indiana Code 36-7-4-502 as well as several elements which may be included as prescribed by Indiana Code 36-7-4-503, and

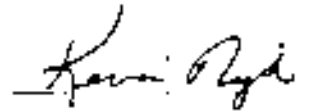
WHEREAS, public notice was given for at least one public hearing on the Comprehensive Plan in accordance with Indiana Code 36-7-4-507, and

WHEREAS, The Shelby County Plan Commission has approved the Comprehensive Plan and certified its approval to the Shelby County Board of Commissioners as required by Indiana Code 36-7-4-508 (b),

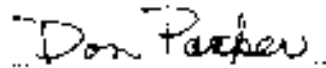
NOW THEREFORE BE IT RESOLVED by the Board of Commissioners of Shelby County, Indiana that the Shelby County Comprehensive Plan is approved and adopted as required by Indiana Code 36-7-4-509 (a)(b), and that said plan is now in full force and effect.

BE IT FURTHER RESOLVED BY THE Board of Commissioners of Shelby County, Indiana that further elements of the plan may be adopted as prescribed by Indiana Code 36-7-4-509 (c)

ADOPTED this 7th day of October 2019, by a vote of 2 ayes and 1 nays of members of the Board of Commissioners of Shelby County, Indiana



Kevin Nigh, President



Don Parker, Member



Chris Ross, Member

ATTEST:



Amy Glackman
Shelby County, Indiana

Shelby County Plan Commission

25 West Polk Street, Room 201
Shelbyville, Indiana 46176
(317) 392-6338

Planning Director
Desiree Calderella, AICP

CERTIFICATION OF RECOMMENDATION

September 24, 2019

To: Shelby County Commissioners
From: Desiree Calderella, AICP
Planning Director

RE: Comprehensive Plan Adoption

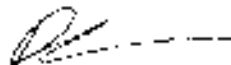
In accordance with IC 36-7-4-508, the Shelby County Plan Commission hereby certifies the following recommendation to the Shelby County Commissioners with regard of the updated 2019 Shelby County Comprehensive Plan.

At their meeting on September 24, 2019, the Shelby County Plan Commission gave a **FAVORABLE** recommendation to adopt the updated Shelby County Comprehensive Plan.

The Board voted 5-0 in favor of the plan. The public did not have any comments at the meeting.

The proposed Plan is on file in the office of the Shelby County Plan Commission. The adopted Plan will remain on file in the office of the Shelby County Plan Commission.

Respectfully,



Desiree Calderella, AICP
Planning Director
Shelby County Plan Commission

ACKNOWLEDGMENTS

SHELBY COUNTY COMMISSIONERS

Kevin Nigh- President - Center District

Don Parker- Vice President - South District

Chris Ross -North District

SHELBY COUNTY PLAN COMMISSION

Jon Kevin Carson

Charity Mohr

Daniel Scott Gabbard

Steven Mathies

Chris Ross

Terry Smith

Michael C. McCain

Taylor Summerford

Doug Warnecke

STEERING COMMITTEE

Adam Rude

Amy Haacker

Ann Sipes

Brian Asher

Bryan Fischer

Bryant Neihoff

Chris Hoke

Chris Ross

Doug Warnecke

Jim Douglas

Jon Kevin Carson

Mark McNeely

Nancy Smith

Scott Gabbard

Terry Smith

Tony Titus

SHELBY COUNTY STAFF

Desiree Calderella- Planning Director

Samuel Booth - Planning Director: 2011-2018

PREPARED BY:



HWC Engineering

135 N. Pennsylvania Street, Suite 2800

Indianapolis, IN 46204

(317) 347-3663

PAGE INTENTIONALLY LEFT BLANK

TABLE OF CONTENTS

CHAPTER	PAGE #
01 INTRODUCTION	10
02 EXISTING CONDITIONS ANALYSIS	18
03 COMMUNITY CHARACTER	36
04 NATURAL RESOURCES	46
05 TRANSPORTATION AND UTILITIES	60
06 LAND USE	82
07 ECONOMIC DEVELOPMENT	96
08 CRITICAL SUB AREAS	106
09 ACTION PLAN	122

PAGE INTENTIONALLY LEFT BLANK

PAGE INTENTIONALLY LEFT BLANK





01

INTRODUCTION

PLAN PURPOSE

PURPOSE OF THE COMPREHENSIVE PLAN UPDATE

Communities are enabled to complete a comprehensive plan under Indiana Code 36-7-4. That code establishes the minimum requirements for the comprehensive plan. This comprehensive plan is intended to be a tool used by Shelby County staff, the public and elected officials to guide the county in future decision making. It is a policy guide, not a legally enforceable land use code. All future development must comply with the Shelby County Unified Development Ordinance or obtain approval from the county through the public hearing process. The plan was developed through a public participation process and presented to the plan commission for approval recommendation through a public review process. Final approval of the plan is done by the county commissioners.

Comprehensive Plans may also include additional components to address unique local concerns and particular areas of focus for the community. Prioritized projects and achievable action items have been created within the plan to aid in future implementation. These projects and action items are the result of extensive public input, stakeholder interviews and steering committee involvement.

HOW CAN WE KEEP THIS PLAN FROM SITTING ON A SHELF UNUSED?

The most common criticism of planning documents is that they get put on a shelf when they are finished, and do not get looked at again.

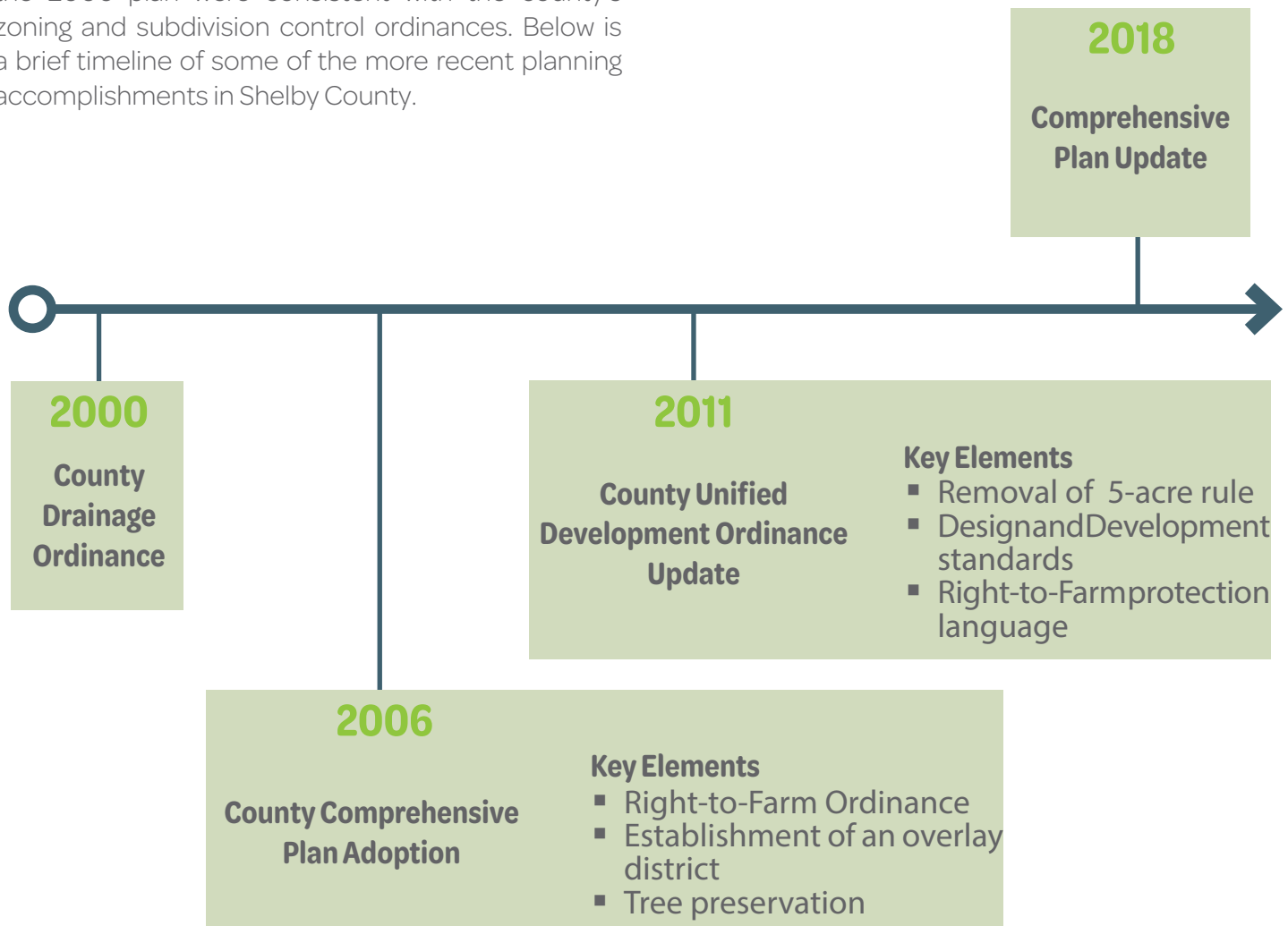
In our experience, plans that get used have these elements:

- 1 The plan should provide a clear vision for the community
- 2 The plan should have public support
- 3 The plan should include clear action items
- 4 The plan should assign responsibility for completing the action items
- 5 The plan should focus on realistic goals

WHAT HAVE WE ACCOMPLISHED?

Since 2000, Shelby County has instituted several land use policies to guide future growth and development. Some notable examples include the adoption of a county-wide drainage ordinance which placed greater emphasis on protecting natural resources from future development, a right-to-farm ordinance that protects farming operations within the county, and establishment of an overlay district identifying desired development for specific areas of the county. This plan update reflects the progress made through previous accomplishments.

In 2011, the Shelby County Unified Development Ordinance (UDO) was updated as a follow-up to the goals outlined in the previous comprehensive plan. This update helped ensure community goals and desired development patterns identified in the 2006 plan were consistent with the county's zoning and subdivision control ordinances. Below is a brief timeline of some of the more recent planning accomplishments in Shelby County.



PLANNING PROCESS SUMMARY

Public feedback was an important part of the comprehensive plan update. Listening to a wide variety of resident ideas and opinions provided a deeper understanding of the needs, vision and goals for the county's future. Many of the ideas shared by residents are represented in this document. Below is a summary of some of the public input strategies used during development of this plan:

Stakeholder/Focus Group Meetings

Interviews with many individual Shelby County stakeholders were conducted over an intensive three day period. Individuals at these meetings represented a variety of interests including, agriculture, farming, local businesses, real estate, county staff, public and private utilities and transportation. Some of these meetings were also conducted cooperatively with the City of Shelbyville Comprehensive Plan update, which was being updated simultaneously with the Shelby County Comprehensive Plan update.

Steering Committee Meetings

The steering committee was a volunteer group dedicated to guiding the planning process. The committee met four times throughout the planning process and consisted of a broad cross section of citizens including farmers, plan commission representatives, utility providers, real estate professionals and school district representatives. Their primary function was to validate public input findings, guide the project vision, refine goals, and review initial draft documents. A complete list of Steering Committee participants is included in the plan acknowledgments.

SURVEY RESULTS SUMMARY

- ◆ **545 total responses were received**
- ◆ **More than 50% of respondents share the following attributes:**
 - Residents of the county for more than 40 years
 - Work in the City of Shelbyville
 - Are college graduates
 - Stay informed using social media
- ◆ **More respondents enjoy shopping, dining and entertainment options within Shelby County as opposed to going elsewhere.**
- ◆ **Those that do travel elsewhere commonly go to the following adjacent communities:**
 - Greenwood,
 - Franklin,
 - Greenfield and
 - Greensburg
- ◆ **Many respondents think that rental housing needs to be better maintained**
- ◆ **Many respondents agree with needing more outdoor recreation opportunities (i.e. natural parks, trails, bike routes)**
- ◆ **A need for high speed Internet throughout the county was identified.**
- ◆ **Many respondents would like to see improvements in smaller communities such as sidewalks, improving blighted properties, and general clean up**
- ◆ **Better land management around the City of Shelbyville was a strong desire**
- ◆ **There was a preference for redeveloping existing sites before building new development**
- ◆ **Common concerns include pollution, crime, drugs and lack of community involvement**

Online Public Survey

One major component of the public outreach approach was an online survey. The survey was formatted as a series of multiple choice and fill in the blank questions designed to get resident feedback on a broad cross section of topics. There were also multiple opportunities for survey participants to provide ideas and comments in an open ended format. A summary of the survey results is presented on the preceding page..

Public Input Workshops

Another important public outreach tool was a series of public workshop meetings. One public workshop was held in each of the four county school districts to provide opportunities for all county residents to participate. The following public workshops were held at the beginning of the planning process:

- Triton High School on May 6, 2018
- Waldron High School on May 14, 2018.
- Morristown High School on May 21, 2018
- Southwestern High School on June 27, 2018

All four of these public input workshops provided high quality discussion about the desires of residents for the future of Shelby County. Some key themes which surfaced during the public survey and workshops include the following:

- Capitalizing on commercial, retail and residential opportunities along the I-74 corridor.
- Encouraging new development opportunities only within specific areas of the county.
- Providing utilities and quality of life amenities only in areas where growth is being encouraged.
- Allowing for smaller residential development lots.
- Encouraging positive, managed growth and change.



Public input session #1 at Triton Central High School



Public input session #4 at Southwestern High School



Public input session #3 at Morristown High School

KEY THEMES

REFINED AND DEVELOPED THEMES OF THIS PLAN

The key themes of this plan were developed based on the previously mentioned public process including stakeholder meetings, online survey responses and public input workshops. The Steering Committee then further refined the information provided by residents. The key themes that surfaced during this process are summarized below. These themes were used to form the basis of the goals and vision for Shelby County's comprehensive plan.



INVEST FOR MANAGED GROWTH WITHIN SPECIFIC AREAS OF THE COUNTY WHERE NEW DEVELOPMENT IS DESIRED



EXPAND UTILITIES AND HIGH SPEED INTERNET SERVICE TO DESIRED FUTURE GROWTH AREAS



ENHANCE AGRIBUSINESS EXPANSION WHILE PROTECTING EXISTING AGRICULTURAL ENTITIES



PROMOTE REGIONAL CONNECTIVITY AND ECONOMIC DEVELOPMENT COOPERATION



SUPPORT SCHOOLS THAT OFFER DIVERSE, HIGH-QUALITY OPPORTUNITIES

PAGE INTENTIONALLY LEFT BLANK



1820

MARION

FIRST TOWN
SHELBY COUNTY



02

EXISTING
CONDITIONS
ANALYSIS

THE SHELBY COUNTY COMMUNITY

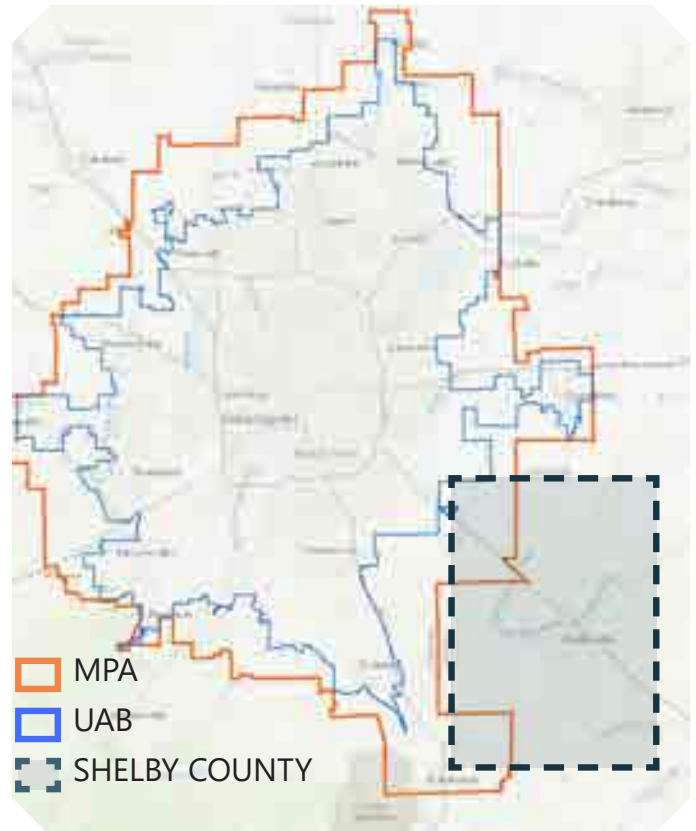
LOCATION IS KEY

Shelby County is located southeast of Marion County and Indianapolis, within the Indianapolis-Carmel-Anderson Metropolitan Statistical Area. The northwestern corner of the county is also included within the Indianapolis Metropolitan Planning Organization (Indy MPO) Metropolitan Planning Area (MPA). The MPA is the outer loop of the Urbanized Area Boundary (UAB) that most counties surrounding Indianapolis and Marion County are included within. Shelby County is not currently included within the Indianapolis UAB. Being part of the MPA is important for the county as the Indy MPO has the ability to assist in the development and funding of transportation network improvements to these surrounding counties. Shelby County, being partially included in the MPA has the opportunity to participate in the available funding cycles for projects located within the MPA. Because of the heavy influence of the Indianapolis MSA on Shelby county many of the statistics in this chapter will be compared against both state and MSA averages.

The US Census designates over fifty populated places in Shelby County, including five incorporated areas: Shelbyville, Morristown, Fairland, Edinburgh, and Saint Paul. Unique to incorporated areas in Indiana, Edinburgh and Saint Paul also lie partially in adjoining counties. Shelbyville has the largest population of the five incorporated areas and serves as the County Seat.

Historically, according to STATS Indiana, Shelby County has seen stagnant growth. Despite this, the projected population between 2018 and 2023 is expected to see a 0.15% rate increase. This may be attributed to the overall growth of Shelbyville, the largest city within Shelby County. Shelbyville's population is expected to grow to 19,387 residents with an annual average growth rate of 1%. A few other larger communities within Shelby County have seen a small population increase as shown on the facing page.

INDIANAPOLIS MPO URBANIZED AREA MAP



Source: INDYMPO.ORG

According to STATS Indiana, Shelby County was ranked 32nd in population growth between 2010 and 2015. This is low compared to the other counties immediately surrounding Marion County. Below is the state-wide ranking of the other counties immediately surrounding Indianapolis-Marion County based on population growth:

- ◇ Hamilton: 2nd
- ◇ Hendricks: 5th
- ◇ Boone: 7th
- ◇ Johnson: 6th
- ◇ Morgan: 25th

◇ Hancock: 13th

Shelby County is classified as a rural/mixed county according to the 2013 Rural Indiana Stats Geographic Classification Map. A summary of what this classification entails is included below:

- Population: 40,000 – 100,000
- Density (people per square mile): 100 - 200
- Population of largest city: 10,000 – 30,000
- Identity: Rural with larger town(s)

Of all of the counties surrounding Indianapolis Shelby, Hancock, Morgan and Boone counties are all currently classified as rural/mixed while Johnson, Hendricks, and Hamilton are classified as urban counties within the region. Just outside of the Indianapolis regional area, Madison County is classified as a rural/mixed county and is experiencing population loss similar to Shelby County. While Madison County's overall population is higher than Shelby County, both counties share similar characteristics including their proximity to the Indianapolis UAB and major interstate corridors, average wages, educational attainment and

SHELBY COUNTY COMMUNITY FACTS

Morristown's 2010 population was recorded at **1,218** residents and had risen to **1,348** residents in 2017.

Fairland's 2010 population was recorded at **315** residents and had risen to **578** residents in 2017.

Edinburgh's (second largest community within Shelby County) 2010 population was recorded at **3,906** residents and had risen to **4,647** residents in 2016.

Information Sourced from: US Census Fact Finder

DEMOGRAPHIC SNAPSHOT

SHELBY COUNTY

INDIANA

	POPULATION (2010)	
44,436		6,483,802
COMMUNITY DEMOGRAPHICS		
95%	White	85.4%
1%	Black/African American	9.7%
0.5%	Asian	2.4%
3.5%	Hispanic or Latino	7.0%
1.2%	Other race or two or more races	2.1%
EDUCATIONAL ATTAINMENT (2018 ESTIMATES)		
8.5%	No High School Diploma	7.9%
35.2%	High School	33.72%
19.7%	Some College	20.5%
8.3%	Associates Degree	7.9%
11.1%	Bachelors Degree	14.8%
6.6%	Graduate/Professional Degree	8.4%
3.0%	Unemployment Rate (March 2018)	3.2%
MEDIAN INCOME (ESRI BUSINESS ANALYST 2018 ESTIMATES)		
\$57,296		\$53,531
MEDIAN HOME VALUE (ESRI BUSINESS ANALYST 2018 ESTIMATES)		
\$113,358		\$143,367

Unless noted otherwise, data above is from the 2010-2015 American Community Survey by the U.S. Census Bureau.

AGE

The graph below depicts Shelby County’s population distribution by age compared to state and Indianapolis MSA data. Shelby County’s median age of 41.6 is slightly higher than Indiana’s median of 38.2 years. By age cohort, Shelby County’s population is more highly concentrated in residents between the ages of 50-64 and significantly trails the state’s majority cohort population within the 20-24 age group. This indicates that Shelby County’s overall population is older than both state and MSA averages, however the majority of this is within populations under 65. Shelby County’s population is in line with state and regional averages beyond age 65. Considering the needs for specific population cohorts is an important factor to consider when planning for future county improvements. For example, with a higher average age in Shelby County key needs for an older demographic such as ease of access to healthcare facilities, assistance with building and property maintenance, greater reliance on transportation services and assistance with daily activities such as grocery shopping and meal preparation may need to be given greater consideration as decisions are made.

TOTAL POPULATION GROUPED BY AGE

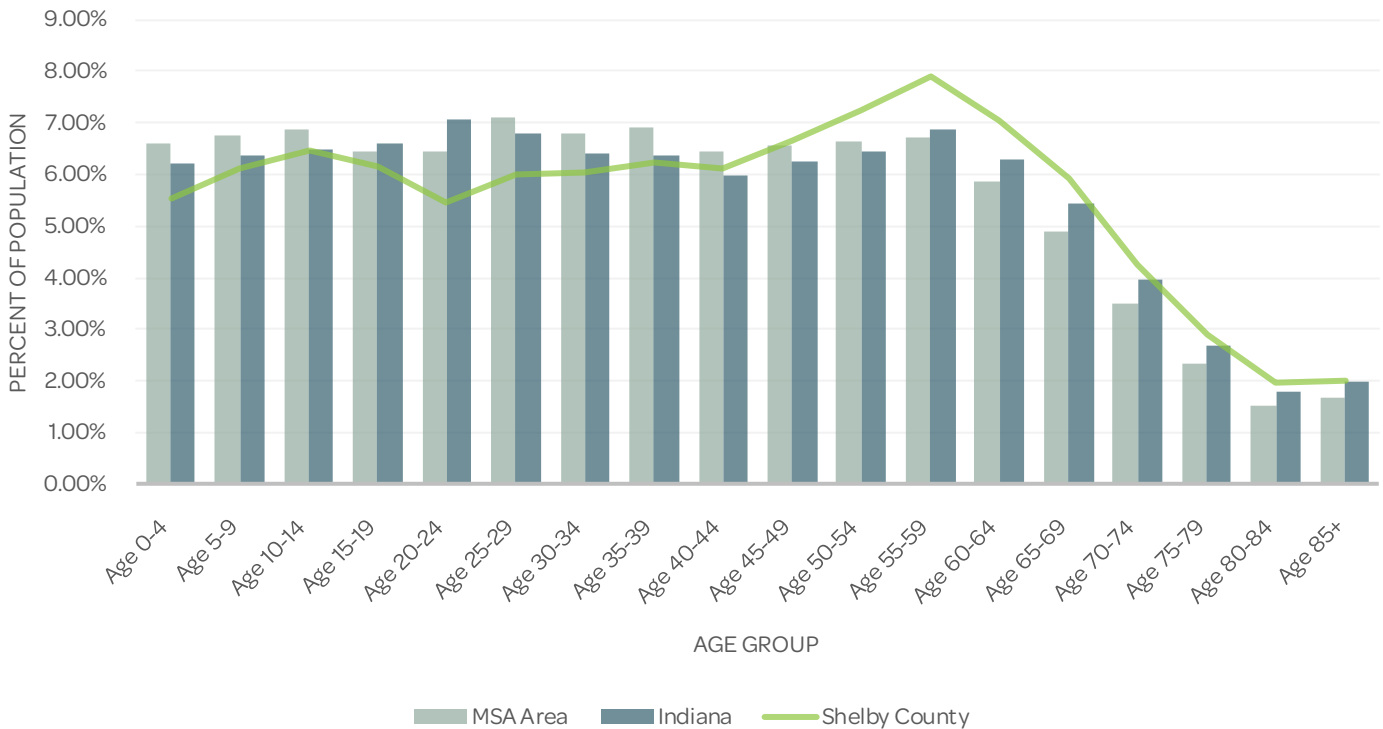


Image Source: HWC ENGINEERING
 DATA Source: ESRI

INCOME

The graph below presents comparative household income statistics for Shelby County. The median household income for Shelby County is \$57,296 while the state’s average is \$53,531. Shelby County’s comparative income is positive despite its slightly declining population. Despite Shelbyville’s large influence within the county, Shelbyville’s median household income in 2017 was \$42,802, much lower than the county median. This indicates a comparatively higher level of affluence within the county in relation to both Shelbyville and other communities in Indiana.

HOUSEHOLD INCOME DISTRIBUTION

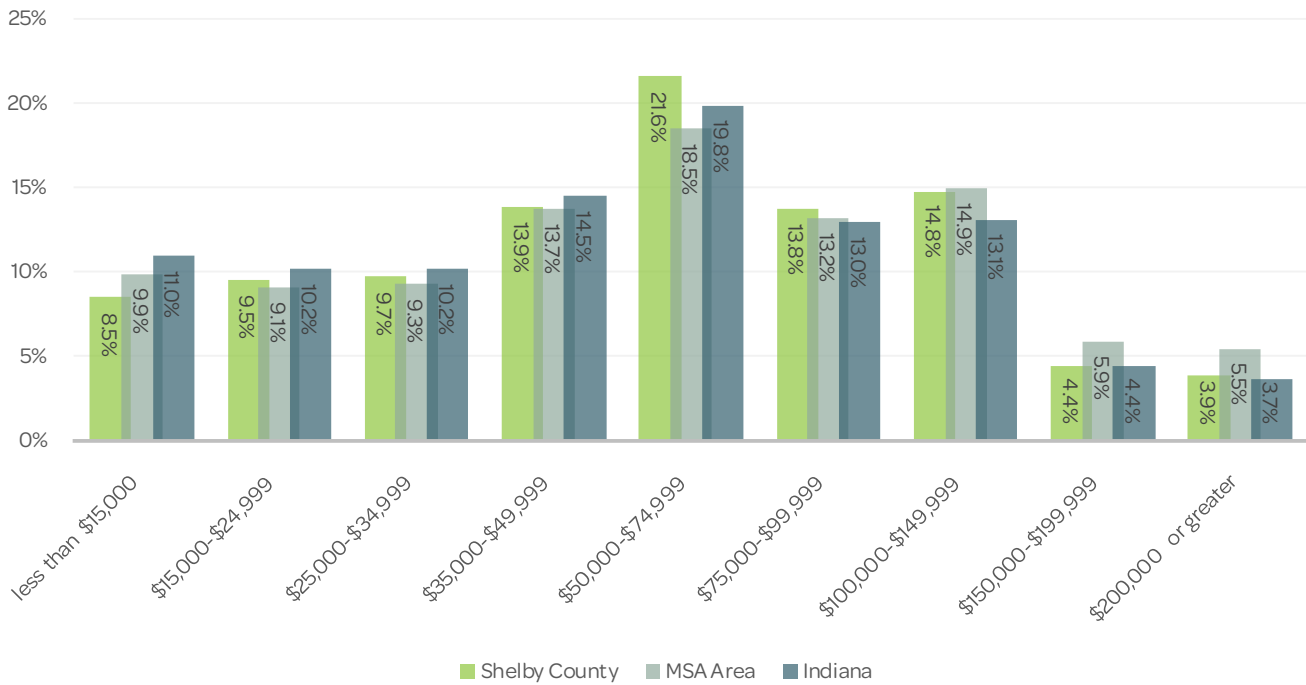


Image Source: HWC ENGINEERING
 DATA Source: ESRI

POVERTY

Another key factor in determining overall community health is the percentage of people below the poverty line. The graph below shows a comparison between Shelby County's current poverty status compared to both the State of Indiana and the Indianapolis MSA. Shelby county currently has just over 11% of households below the poverty level, which is lower than both state and MSA averages. Even though county poverty statistics are trending lower than comparative averages it is important to note that there are still 11% of households within the county who live in poverty, a statistic that should remain a focus of continual improvement.

HOUSEHOLDS BELOW THE POVERTY LEVEL

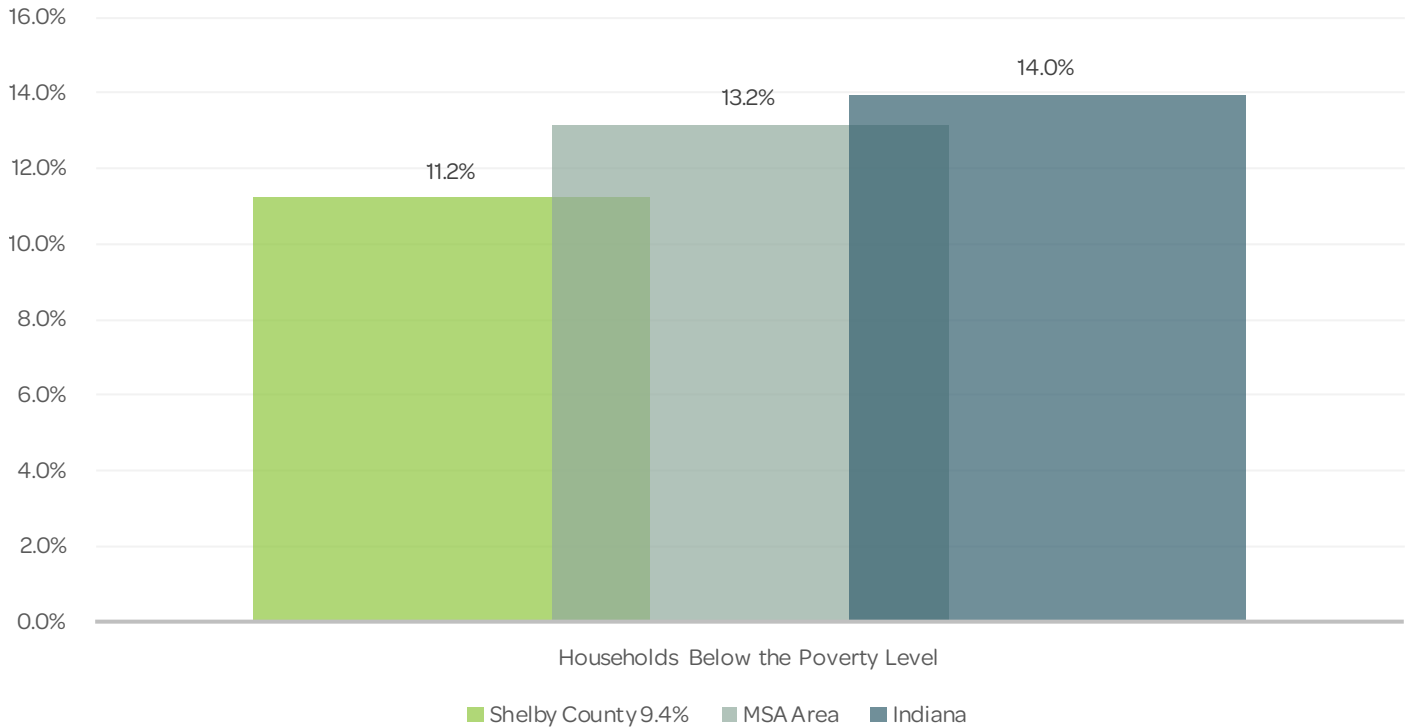


Image Source: HWC ENGINEERING
DATA Source: ESRI

EMPLOYMENT

The chart below shows the statistical breakdown of jobs by major employment classification. The largest employment sector within Shelby County is manufacturing. Manufacturing jobs currently represent more than 27% of county employment. Shelby County has recently outpaced both the State of Indiana and the Indianapolis MSA in manufacturing by at least 9%. This indicates a local labor force that is heavily weighted within a single sector. This could present significant challenges when economic headwinds force a decline in this sector of the economy. The second highest employment sector is health care and social assistance. This sector has seen growing nationally and is expected to experience above average growth for an extended period of time as the nation's population ages overall.

EMPLOYMENT BY SECTOR

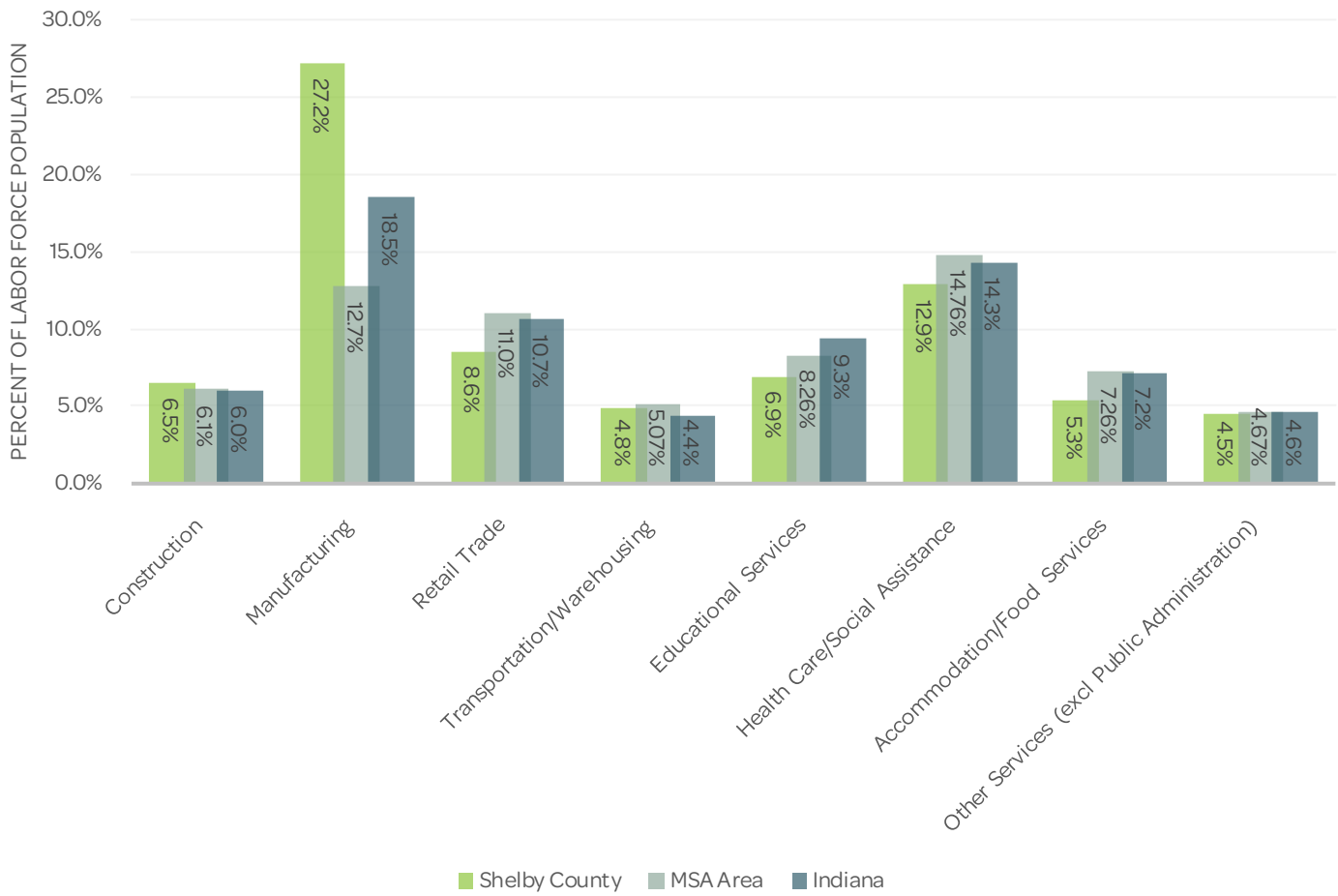
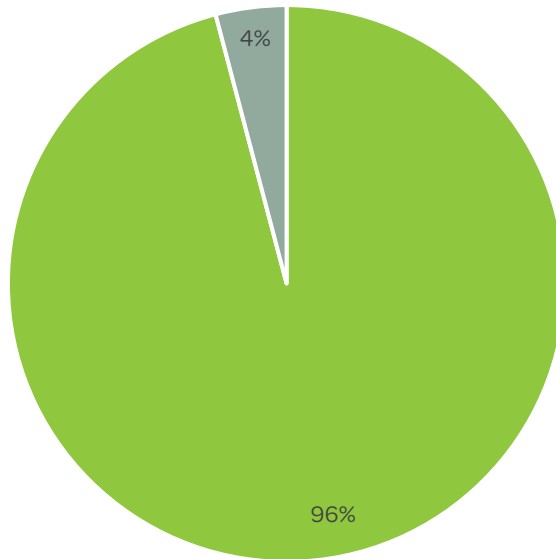


Image Source: HWC ENGINEERING
 DATA Source: ESRI

Shelby County's employment distribution is an important factor for the county's economic development climate and any future economic expansion. Shelby County's 2018 unemployed population was about 1,028 individuals, while the employed number of individuals able to work within Shelby County was over 24,000 of the population. This unemployed population number was a small representation of the total population within the labor force and isn't considered a major factor for the county.

CURRENT UNEMPLOYMENT



■ 2018 Employed Civilian Population Age 16+ ■ 2018 Unemployed Population Age 16+

Image Source: HWC ENGINEERING
DATA Source: ESRI

HOUSING

As shown below, a majority of Shelby County residents own their home rather than rent, which is in line with statewide owner-occupied housing trends. According to the U.S. Census Bureau American Fact Finder the median home value in Shelby County is just over \$150,500. This is higher than the statewide median home value of \$143,367 but lower than the Indianapolis MSA median home value of just over \$163,000. Vacancy rates within the county are slightly lower than statewide averages at just over 9%.

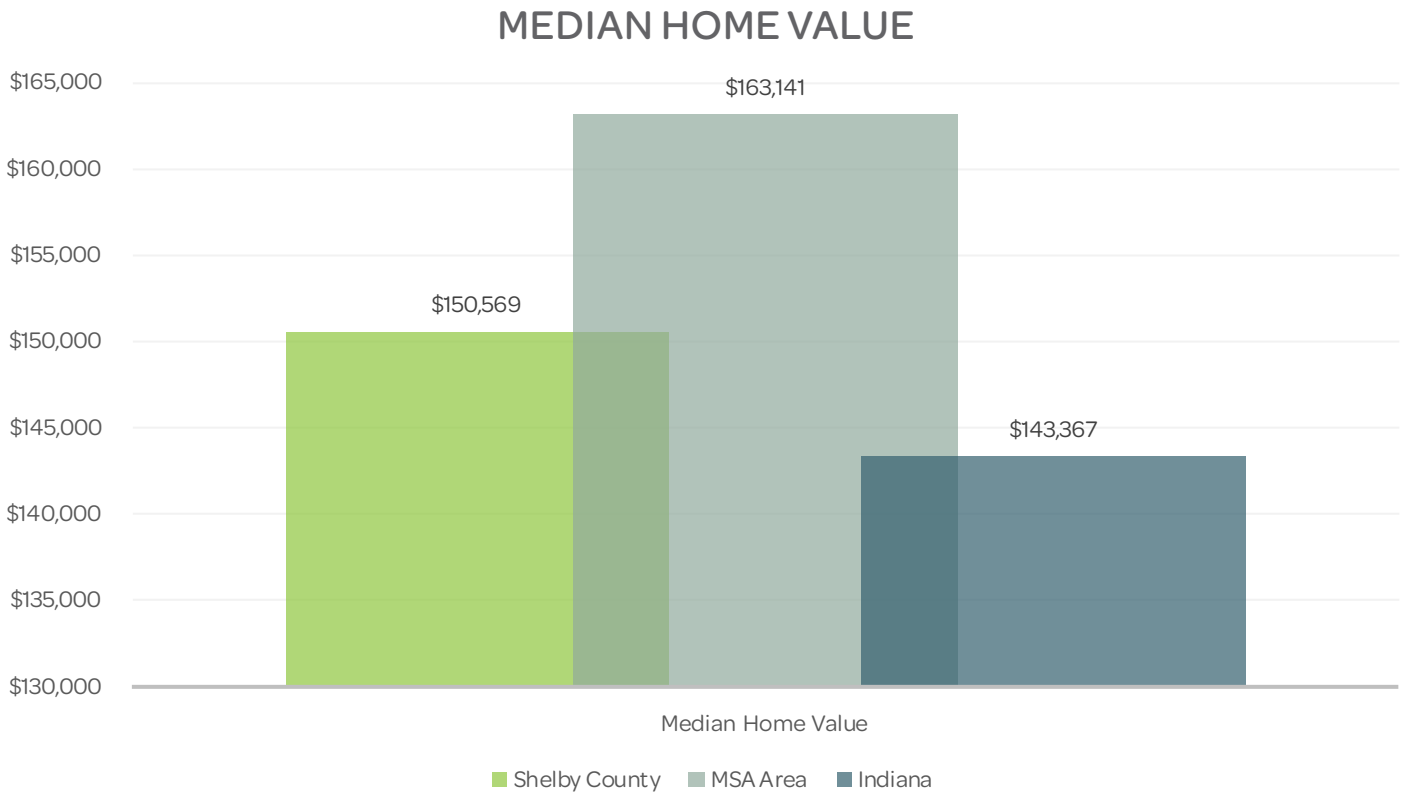


Image Source: HWC ENGINEERING
DATA Source: ESRI

One serious concern facing Shelby county is the prevalence of abandoned and unkept properties in the rural areas. Statistically Shelby County does not show any more vacant housing that comparative peer communities but the housing quality in many of the smaller settlements around the county have seen significant recent decline as more people move away from these areas. This leads to concentrations of blight throughout the county that demands greater investment of county resources to address compliance with health, safety and welfare concerns associated with unkept properties

OCCUPIED & VACANT HOUSING UNITS

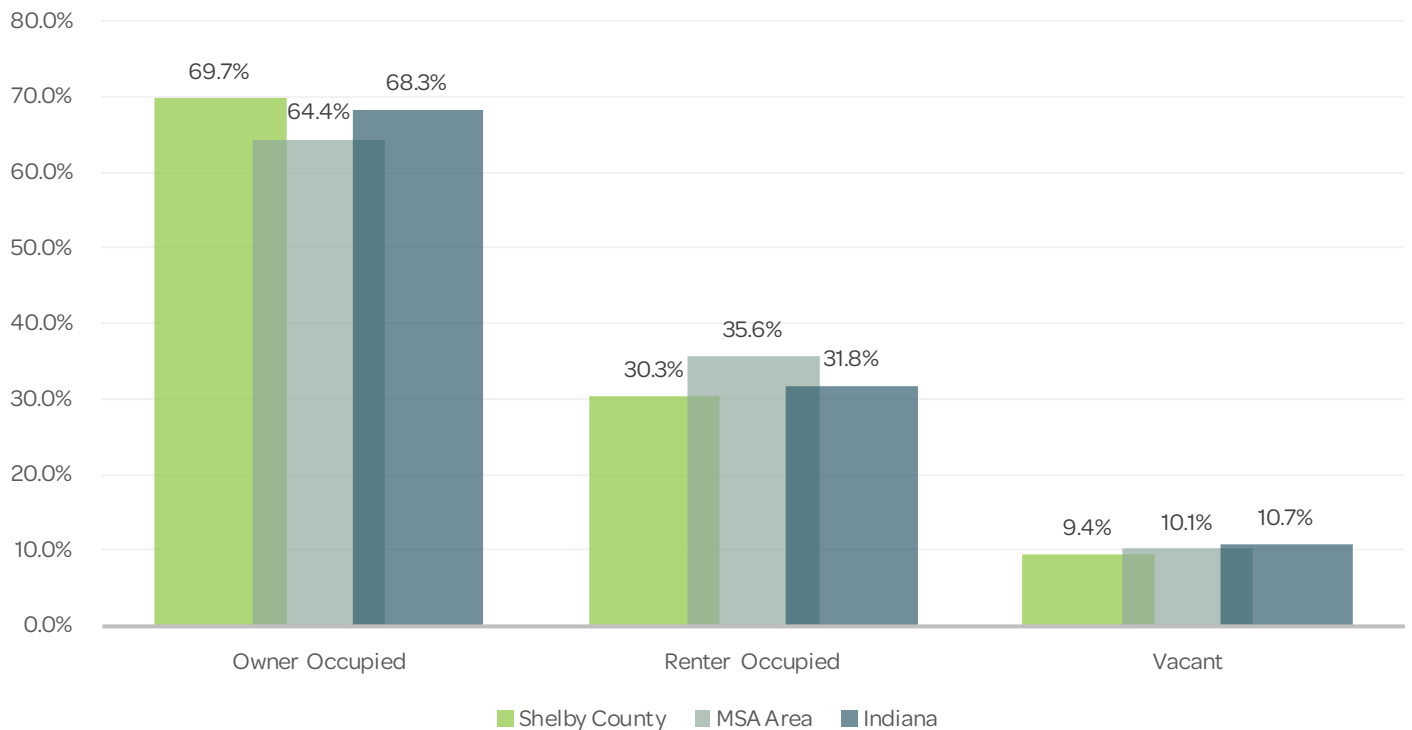


Image Source: HWC ENGINEERING
 DATA Source: ESRI

SCHOOL ENROLLMENT

Shelby County has three school corporations outside of the City of Shelbyville: Shelby Eastern, Southwestern Consolidated and Northwestern Consolidated School Corporations. These three school corporations are rated above average according to greatschools.org.

- Shelby Eastern: Rated 5/10
- Southwestern Consolidated: 8/10
- Northwestern Consolidated: 6/10

All county school districts are facing an overall enrollment decline which has a negative impact on available state school funding. Shelby Eastern and Northwestern Consolidated have the highest number of students while Southwestern Consolidated is much lower. This may be because the overall population is concentrated within the northern half of the county where access to transportation, shopping and larger metropolitan areas creates greater resident demand.

SCHOOL ENROLLMENT

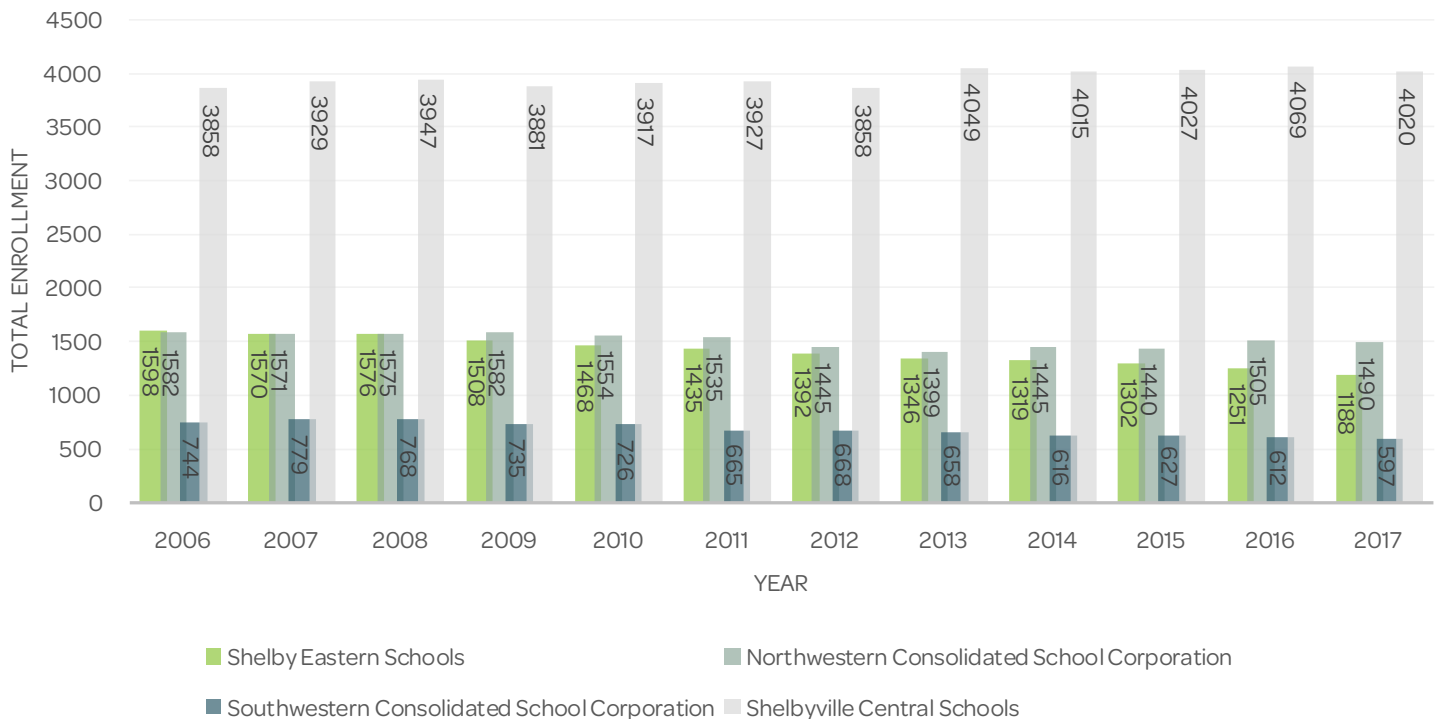


Image Source: HWC ENGINEERING
 DATA Source: IDOE Compass

FREE AND REDUCED LUNCHES

Signs of economic distress often manifests in schools before it does in other areas of a community. The graph below shows the historical data for free and reduced lunches served in Shelby County schools between 2006 and 2017. The numbers had been gradually increasing until the 2014/2015 timeframe, at which point a gradual decline began. This decline could be indicative of successful implementation of programs specifically targeting this issue or it could be indicative of an overall increase in economic prosperity. It is important to continue monitoring and evaluating how a decreased reliance on free and reduced school lunches can be maintained over time.

NUMBER OF STUDENTS RECEIVING FREE OR REDUCED LUNCHES

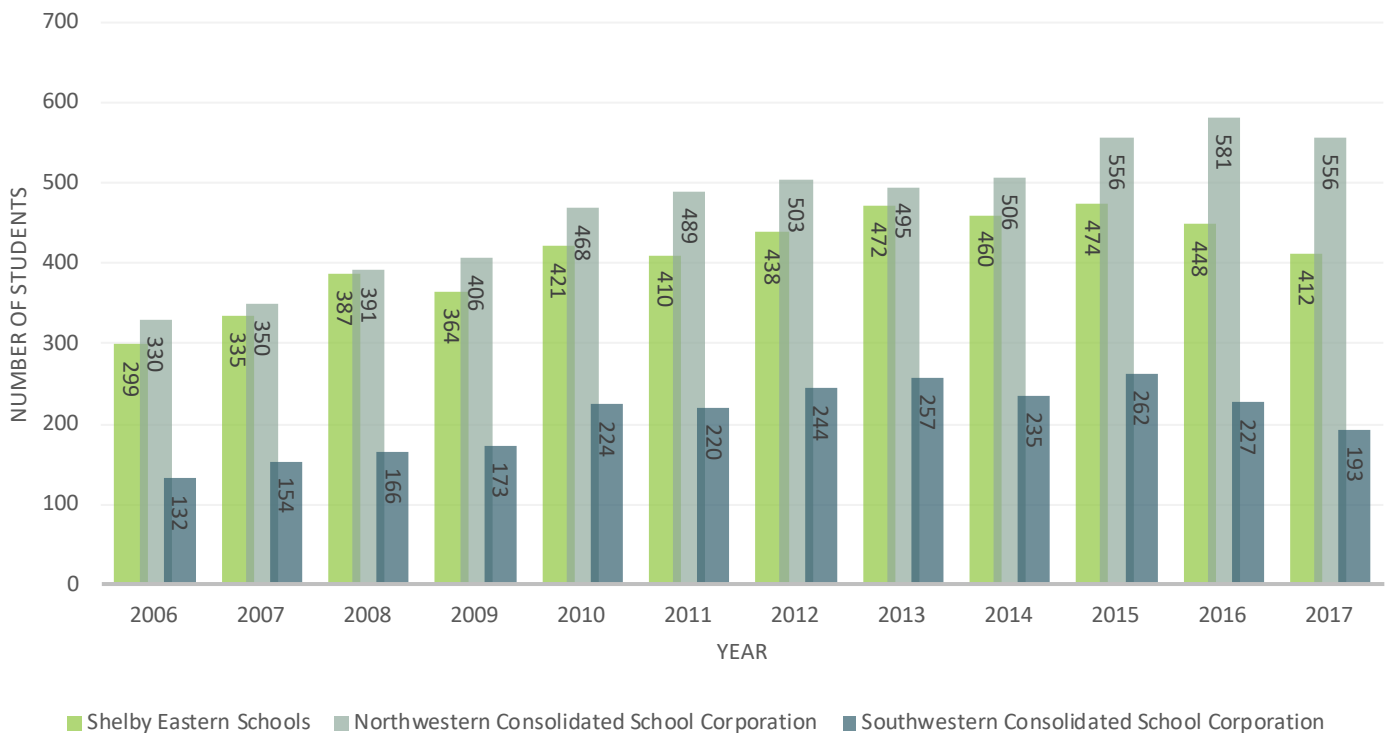
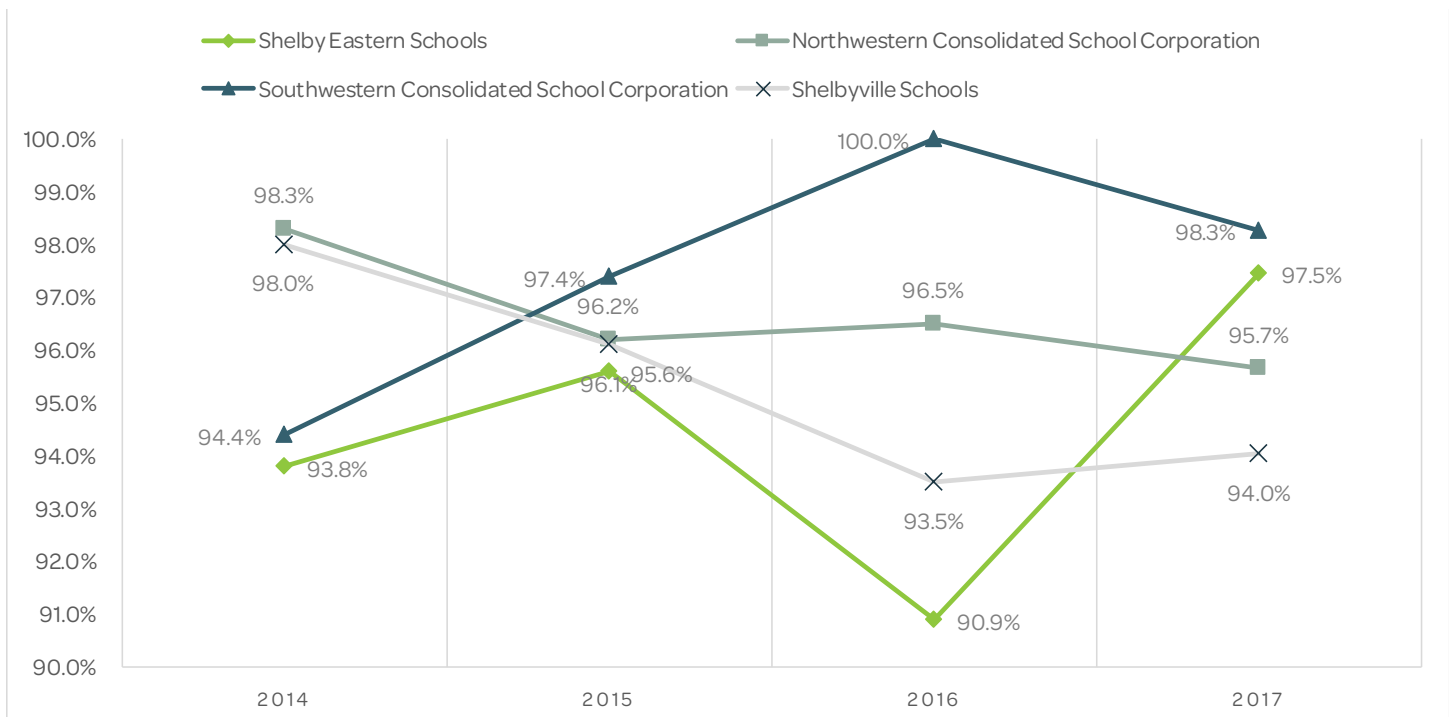


Image Source: HWC ENGINEERING
DATA Source: ESRI

GRADUATION RATES

The county's high school graduation rate in all school districts is higher than the 2017 State of Indiana average of 87.2%. The chart below shows historical graduation rates for all three county school districts and Shelbyville Schools since 2014. While the graduation rates in each district fluctuate each year, it is important to observe that they all maintain a rate higher than the typical statewide average. Maintaining and expanding high quality educational opportunities is one important factor in attracting new residents to the county.



EDUCATIONAL ATTAINMENT

The graph below shows the overall educational attainment rates for Shelby County residents compared to the Indianapolis MSA and State of Indiana averages. Shelby County has a higher percentage of people who have entered the workforce directly out of high school than the state or Indianapolis MSA. This translates into a much lower percentage of the population who have gone on to complete post-secondary education.

EDUCATIONAL ATTAINMENT

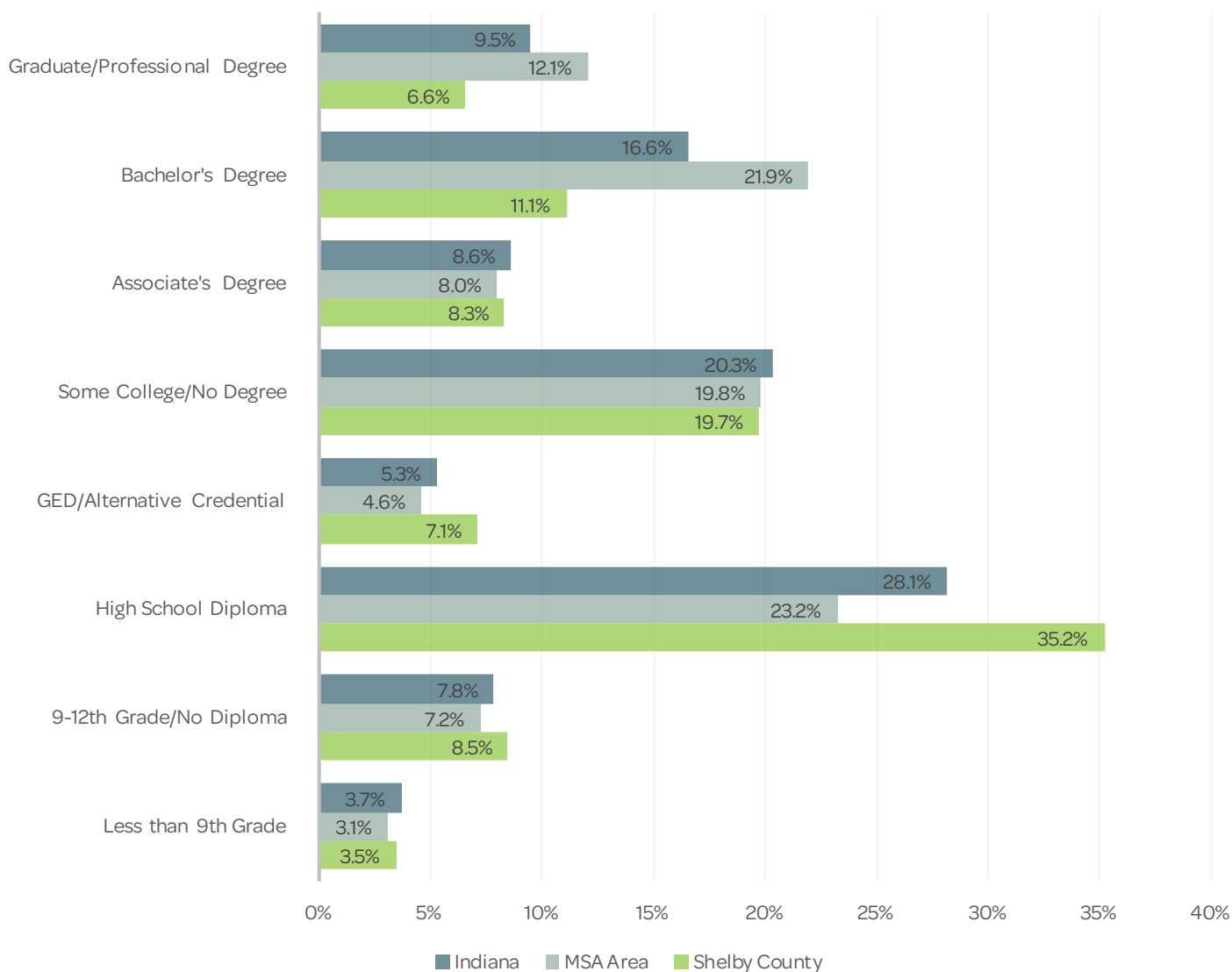


Image Source: HWC ENGINEERING

DATA Source: ESRI

COMMUTING

Shelby County’s commuting patterns are important in determining the total number of potential workers available for local jobs. The maps to the right depict commuting patterns for Shelby County. According to the Stats Indiana data, over 40% of Shelby County residents work and live within the county while over 6,800 residents, or nearly 60% of individuals, commute to a job outside of Shelby County. The highest number of residents travel out of the county to Marion County for work.

Shelby County does welcome approximately 3,500 workers from many surrounding counties to work. The highest number of people commuting into Shelby County come from Rush County, followed by Marion County and Hancock County. The average commute time to work within Shelby County is 23.7 minutes. This is important to note because easy access to a major thoroughfare such as I-74, SR 9, SR 44 and SR 252, makes it more convenient for people to live within Shelby County and drive to adjacent counties for work.

SHELBY COUNTY COMMUTING PATTERNS

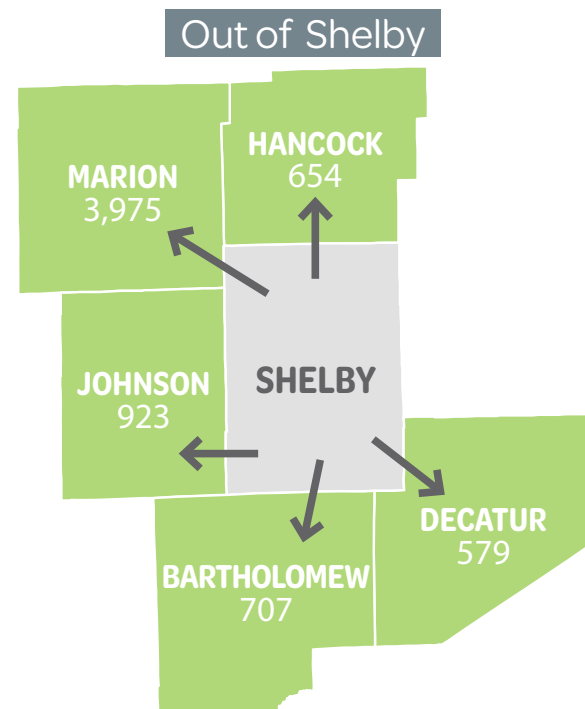
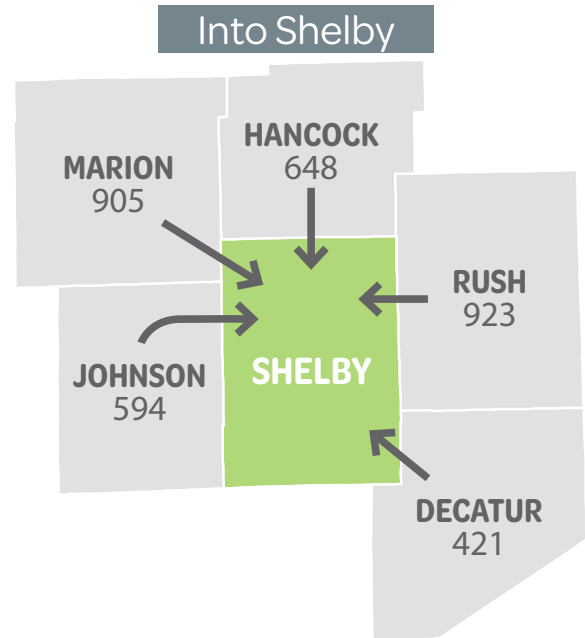


Image Source: HWC ENGINEERING

DATA Source: STATS Indiana Commuting Profiles Tax Year 2016

PAGE INTENTIONALLY LEFT BLANK





03

COMMUNITY
CHARACTER

INTRODUCTION

PRIDE AND PROGRESS

Shelby County's recent successes have been focused on its agricultural and rural characteristics. Based on feedback from the public, residents of Shelby County have confirmed that they love Shelby County because of its safe, small town feel, the rural setting, and natural aspects.

Striking a balance between preservation of the rural community character and the desire for growth in smart and managed ways is key to retaining existing residents while also encouraging measured population growth. A recurring theme during plan development was the expressed desire to encourage new development in specific areas of the county while also ensuring that new development remain sensitive to the County's existing agricultural and rural context.

WHAT SHELBY COUNTY SAYS:

Residents of Shelby County feel that the small towns are losing their population due to the lack of investment in areas other than the City of Shelbyville. While Shelbyville is the largest community driving economic development for the county, other incorporated communities should try to focus on proactive planning and utilizing funding resources beyond county government.

Residents also indicated that the County has great schools, but declining enrollment numbers are an important concern. One primary goal of this plan is to identify ways to attract investment into the county where it makes sense and to improve quality of life and quality of place elements that will encourage moderate population growth.



Example of housing within a small community within the County.

Image Source: HWC Engineering



Example of small community commercial buildings

Image Source: HWC Engineering

RURAL VS. AGRICULTURAL LIVING

Shelby County's lifestyle has traditionally been rural in character, with farming being the dominant land use. With the rural lifestyle recently gaining broader appeal more individuals have been purchasing land and building homes within the county. However, conflicts can occur when well intended individuals build in rural areas near intensive agricultural uses. Where this is occurring something as seemingly insignificant to farming, such as night time harvesting, can become a source for potential disruption to new neighbors.

Even with the potential conflicts that could occur between rural residential areas and agriculture, new rural residential development provides many benefits. Some measurable benefits from new rural residential development include additional county tax revenue and increased assessed land values. Since 2010, Shelby County has seen an increase in subdivided parcels of farm land into rural estate lots to provide opportunities for rural residential development.

Agriculture will continue have an important role in the county as it is still very important to most of the Shelby County residents participating in this plan. Finding positive ways to support the need for measured growth while also enabling continued agricultural operations is an important need for the future of the county. One positive step toward this need was the adoption of specific right-to-farm language and rural residential development standards within the county Unified Development Ordinances (UDO).



Image Source: HWC Engineering



Image Source: HWC Engineering

Rural residential development standards as well as this right to farm language enable farmers and agricultural operators to manage and operate their farms by applying development standards such as fencing and structure setbacks for non-farming related development. As the county continues to grow and thrive, additional non agricultural uses can be expected, therefore, educating residents with an overall knowledge of what it means to live in an agricultural area will be more important in future years.

COMMUNITY ASSETS

Shelby County is home to many important community assets. The map to the right shows some of the many community resources that serve the residents and visitors of the county.

AIRPORTS

- 1 Shelbyville Municipal

CULTURAL

- 1 Cooper-Alley House
- 2 Saint George Lutheran Church
- 3 Liberty Township Schoolhouse No. 2
- 4 Middletown Bridge
- 5 Rudicel, George, Polygonal Barn
- 6 Shelbyville-Shelby County Public Library
- 7 Grover Museum

EDUCATIONAL

- 1 Intelliplex Conference Center
- 2 Ivy Tech Community College
- 3 Triton Elementary School
- 4 Triton Middle School
- 5 Triton High School
- 6 Morristown Jr-Sr High School
- 7 Morristown Elementary School
- 8 Waldron Jr-Sr High School
- 9 Waldron Elementary School
- 10 Especially Kidz Health & Rehab Center
- 11 Blue River Career Center
- 12 Blue River S.E. Preschool
- 13 Shelbyville High School
- 14 Shelbyville Middle School
- 15 Coulston Elementary School
- 16 Hendricks Elementary School
- 17 Loper Elementary School
- 18 Southwestern High School
- 19 Southwestern Elementary School

HEALTH & SAFETY

- 1 Major Hospital
- 2 Emergency Medical Ambulance Service
- 3 Waldron Fire Dept
- 4 Morristown Vol. Fire Department
- 5 Flat Rock Vol. Fire Department
- 6 Marietta Vol. Fire Department
- 7 Fairland Vol. Fire Department
- 8 Moral Township Vol. Fire Department
- 9 Fountaintown Vol. Fire Department
- 10 Shelbyville Fire Dept Sta 3
- 11 Shelbyville Fire Dept Sta. 1
- 12 Shelbyville Fire Dept Sta 2
- 13 Shelby County Sheriff Dept
- 14 Morristown Police Dept.
- 15 Shelbyville Police Dept

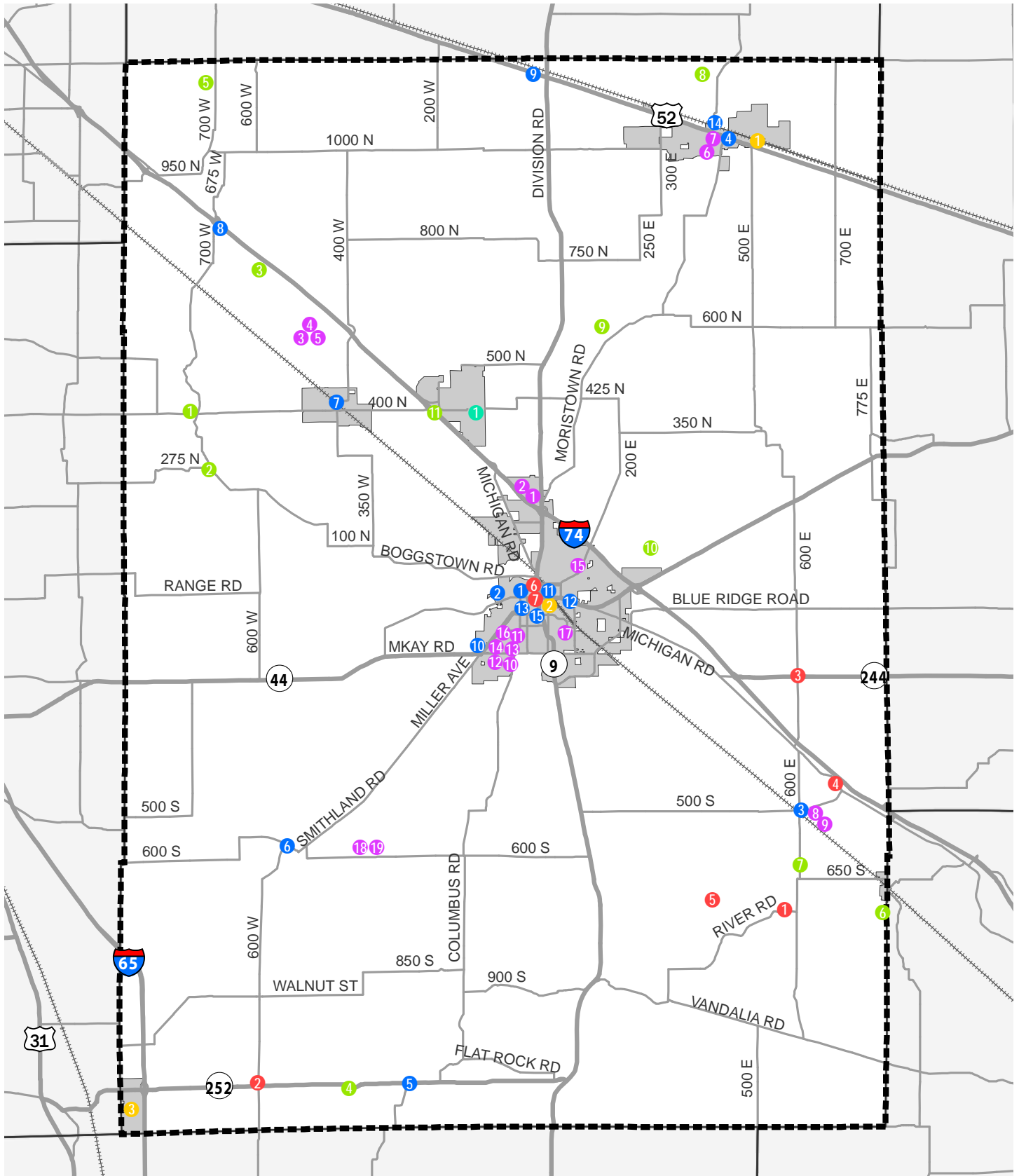
INDUSTRIAL PARKS

- 1 Morristown Industrial Park
- 2 Northridge Site
- 3 King Property

RECREATION FACILITIES

- 1 Walnut Grove Campground
- 2 Sugar Creek Community Park
- 3 Wells Lake
- 4 Flat Rock River Public Access Site
- 5 The Links Golf Course
- 6 White Rock Park
- 7 Blue Springs Park
- 8 Blue River Long Rifle Club
- 9 Roger Shaw Park
- 10 Redbud Acres Campground
- 11 Fairland Recreation Club

COMMUNITY ASSETS MAP



Legend

- Airport
- Educational
- Industrial Park
- Unincorporated Area
- Cultural
- Health and Safety
- Recreational
- County Boundary



AGRICULTURAL AND ECONOMIC PRODUCTION

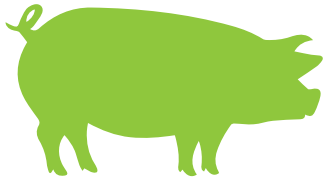


TOTAL FARMS
569

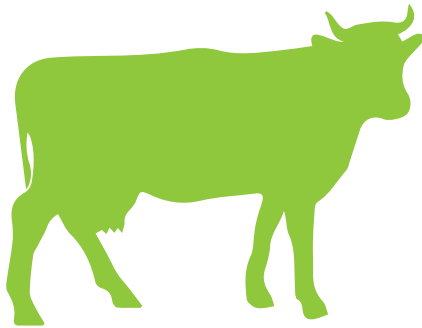
Of the over 413 square miles, or 264,000 acres, of land within Shelby County, 233,000 acres are used for farming. According to the USDA Census of Agriculture, as of 2012 there were 569 individual farms in the county and an average of 410 acres per farm. Of those farms, 323 are operated by individuals who list farming as their primary occupation.

CATTLE + PIG FARMS

16
farms
190,278
hogs/pigs sold
\$13.3 mil
2012 revenue



100
farms
1,936
cattle/calves sold
\$1.9 mil
2012 revenue



FARM SIZE

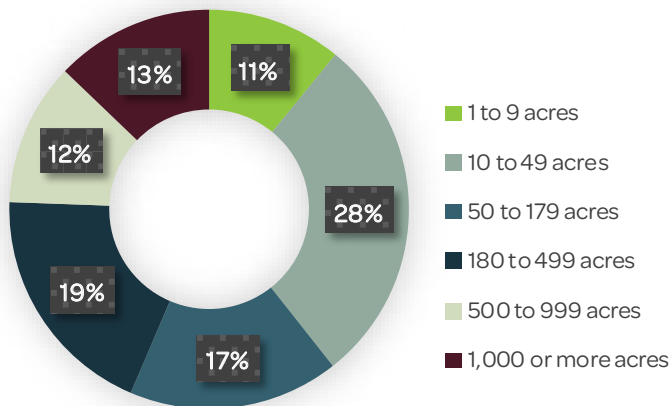


Image Source: HWC ENGINEERING
DATA Source: 2012 Census of Agriculture



Image Source: HWC Engineering

A majority of the farms in the county are used for the production of grain crops or nursery and greenhouse stock rather than livestock and poultry products. The market value of the agricultural products sold per farm is just over \$226,000. A majority of the farms within Shelby County generate more than \$100,000 in annual revenue and the average cash net income from farming operations per farm is just over \$62,000. This is closely related to the overall median income of the county and higher than the state average of \$52,861,

Based on these statistics it is important that Shelby County continues to be proactive in protecting agricultural uses and that the County makes strategic decisions on where to encourage development and growth.



COMMUNITY CHARACTER (CC) GOALS + STRATEGIES

HOW CAN WE ENHANCE OUR COUNTY-WIDE QUALITY OF LIFE?

The following pages introduce the future goals and strategies related to Shelby County's Community Character (CC). Each goal represents a specific area to focus on for future change and improvement. Strategies represent individual steps that can be completed to help achieve each goal. All of the goals and strategies presented here are also contained in the Action Plan at the end of the document. The Action Plan also includes more detailed information on targeted completion time frames. It is important to remember that the goals and strategies shown in each section of the plan represent the culmination of many different ideas and opinions collected, discussed and vetted during the planning process. There will undoubtedly be additional strategies identified as important over time as this plan is implemented and updated.

CC GOAL 1

Focus on re-investment and improvement within existing populated areas and rural town centers

-  **CC STRATEGY 1.1:** Provide opportunities for future regional marketing efforts with incorporated areas of the county and regularly share plans for improvements and growth with residents.
-  **CC STRATEGY 1.2:** Develop a plan to incrementally improve blighted areas in unincorporated towns and populated areas.
-  **CC STRATEGY 1.3:** Encourage and support improvements to properties and amenities in communities where it is desired to retain and attract residents.
-  **CC STRATEGY 1.4:** Work to create additional entertainment and shopping opportunities which appeal to future generations.
-  **CC STRATEGY 1.5:** Provide opportunities and resources which allow communities to grow in population.

CC GOAL 2

Protect and promote Shelby County's rural heritage and agricultural assets.



STRATEGY CC2.1: Promote the county's agricultural heritage, natural resources, and quiet rural lifestyle as unique assets to attract new businesses and residents to Shelby County.

POLICY STRATEGIES

Below are some ways Shelby County can improve its physical character through policy-based actions:



Increase collaboration with towns and communities about their needs/desires.



Provide grants to promote facade and construction of structures that need reinvestment.



Create/expand code enforcement to focus on improvement of blighted properties.





04

NATURAL
RESOURCES

INTRODUCTION

WHAT ARE NATURAL RESOURCES?

Natural resources within Shelby County are more than just rivers and streams. Floodplains, wetlands, topography, soil types, aquifers, managed forests and recreational areas are all natural resource elements that should be considered key components of the natural resource inventory in the county. Most of the undeveloped land within Shelby County is being used for agricultural production or has floodplain challenges.

One of Shelby County's most prominent natural assets are the rolling hills in the southwestern corner of the county. This asset has attracted homebuilders desiring estate home features such as scenic views and walk-out basements. Residential estate development works well here since topographical change is attractive for home building but poses challenges to productive farming practices.

The Natural Resources Map later in this chapter shows where many of Shelby County's important natural features.

FLOODWAY PROTECTION

The Big Blue River flows through the heart of Shelby County and contains the largest floodplain in the county. As the graphic below shows, potential floodplain impacts include the floodway and river channel as well as any flood fringe areas. While most of the land around this floodplain is not developed, it is important to consider this natural resource when discussing any future growth and development plans. With nationwide flooding occurrences increasing in frequency there should be a greater effort underway for preserving and protecting these resources. To keep these rivers and streams clean, there should be policies in place to protect them from development runoff.

TYPICAL FLOODPLAIN FEATURES

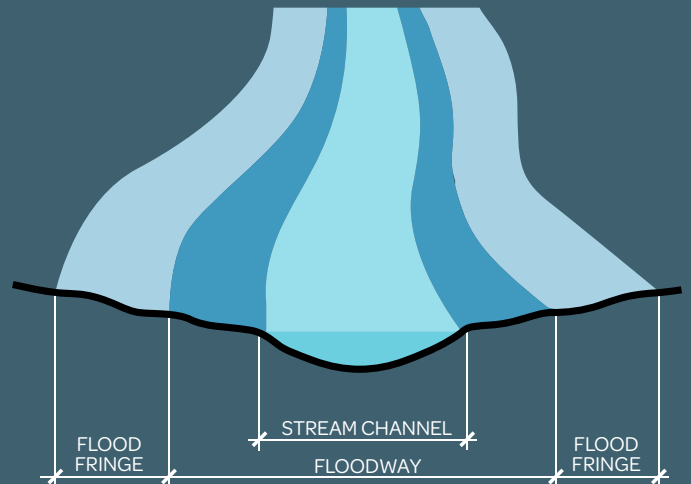


Image Source: HWC Engineering

PROTECTION VS. PRESERVATION

Based on feedback from the public input process and steering committee discussions, ensuring the preservation of soils prime for agriculture and crop production is of great importance to the county. This means that those areas defined as having the most productive agricultural land need to be protected from development. Another important topic during planning discussions was the protection of county water sources.

According to the Indiana Department of Natural Resources (IDNR) there are two types of bedrock aquifer systems within Shelby County, the Silurian and Devonian carbonate systems. These aquifers cover most of the county and typically range from 15 to 50 feet in depth. The typical aquifer water yield ranges between 5 to 15 gallons per minute on average. This depth and volume is capable of meeting the needs of most domestic users within the county. There is one other aquifer in the county but it is not considered a good source for ground water.

The Waldron Conservancy District is one of the key areas of the county where wellhead protection is important for the long term viability as the primary drinking water source for the areas surrounding the Town of Waldron. The Shelby County Soil and Water Conservation District is responsible for the improvement and protection of the soils and water quality within the county.



Image Source: HWC Engineering



SOURCE: IN.GOV



CLEAN WATER INDIANA

The Clean Water Indiana (CWI) Program is a federal program through Indiana Soil Conservation (ISDA) that can provide financial assistance to landowners and county officials to conserve environmentally sensitive land. Agricultural production and crop farmers can benefit from the Clean Water Indiana Program as it makes land more profitable with appropriate conservation practices.

NATURAL CONSTRAINTS AND OPPORTUNITIES

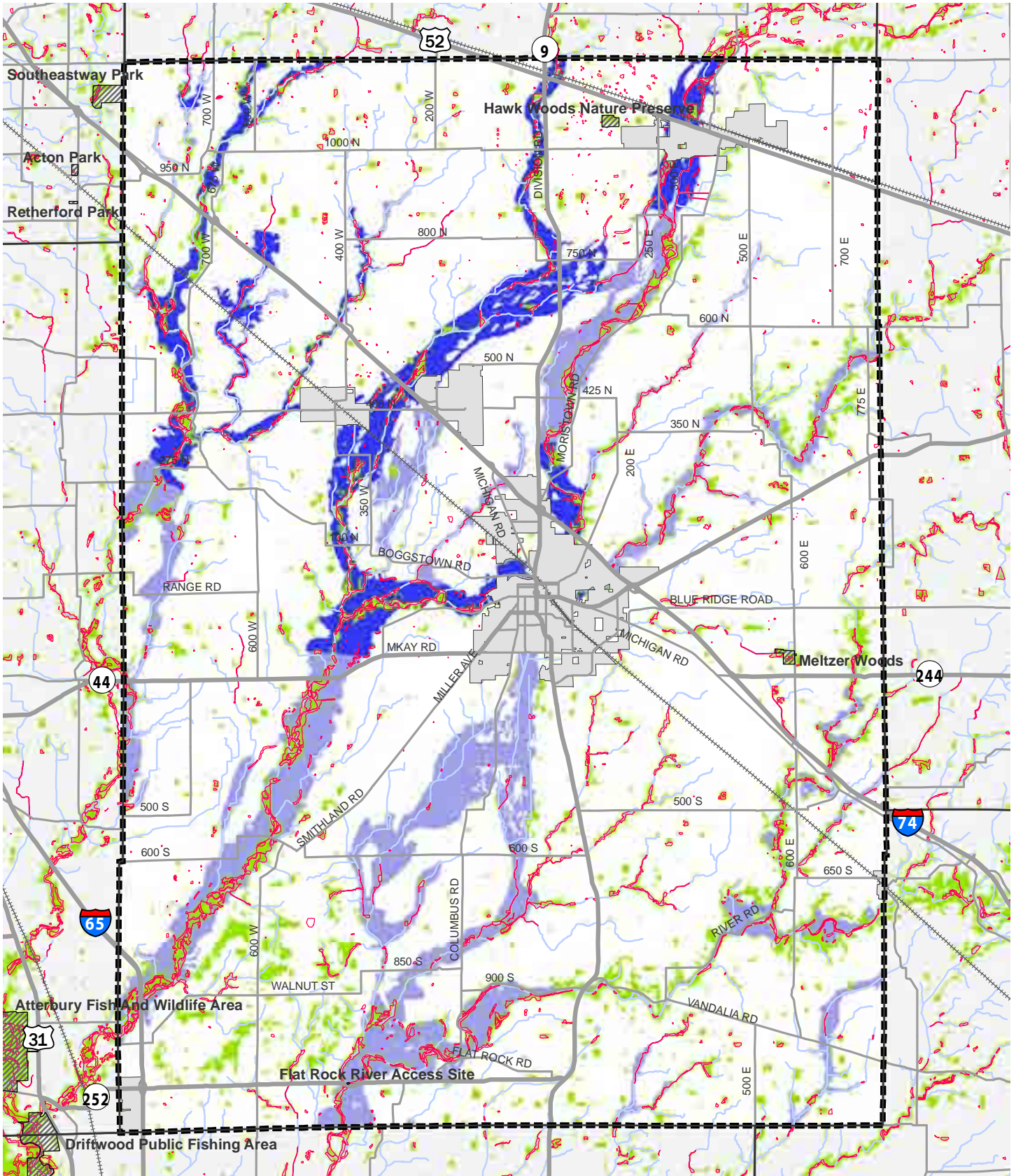


Image Source: HWC Engineering

As illustrated on the Natural Resource Map to the right, many areas of Shelby County have soil and hydrological properties which make the land well suited for both agricultural production and new development. Areas that may be most constrained for all productive uses are typically located within watersheds which primarily follow the Blue River. Residential development is often popular along significant topographical features which afford an opportunity to capture views of the surrounding rural setting. Since many of these areas are also not as suitable for farming, attracting residential development to these areas of the county can help retain the flat fertile portions of the county for agricultural uses.

Most people within Shelby County feel as though the rivers, streams and waterways are assets to the County that are not utilized to their full potential. As shown on the map, the floodplain and river areas take up a large portion of the county. This is an opportunity for the county to utilize the rivers for park space and public access spots. Increasing and improving river access for activities such as kayaking, canoing, fishing and hiking will provide important recreational amenities while also protecting and preserving these important assets from encroaching development.

NATURAL RESOURCES MAP



Legend

- Rivers & Streams
- Flood Zone A
- Managed Lands
- Deciduous Forest
- Flood Zone AE
- Wetlands

County Boundary

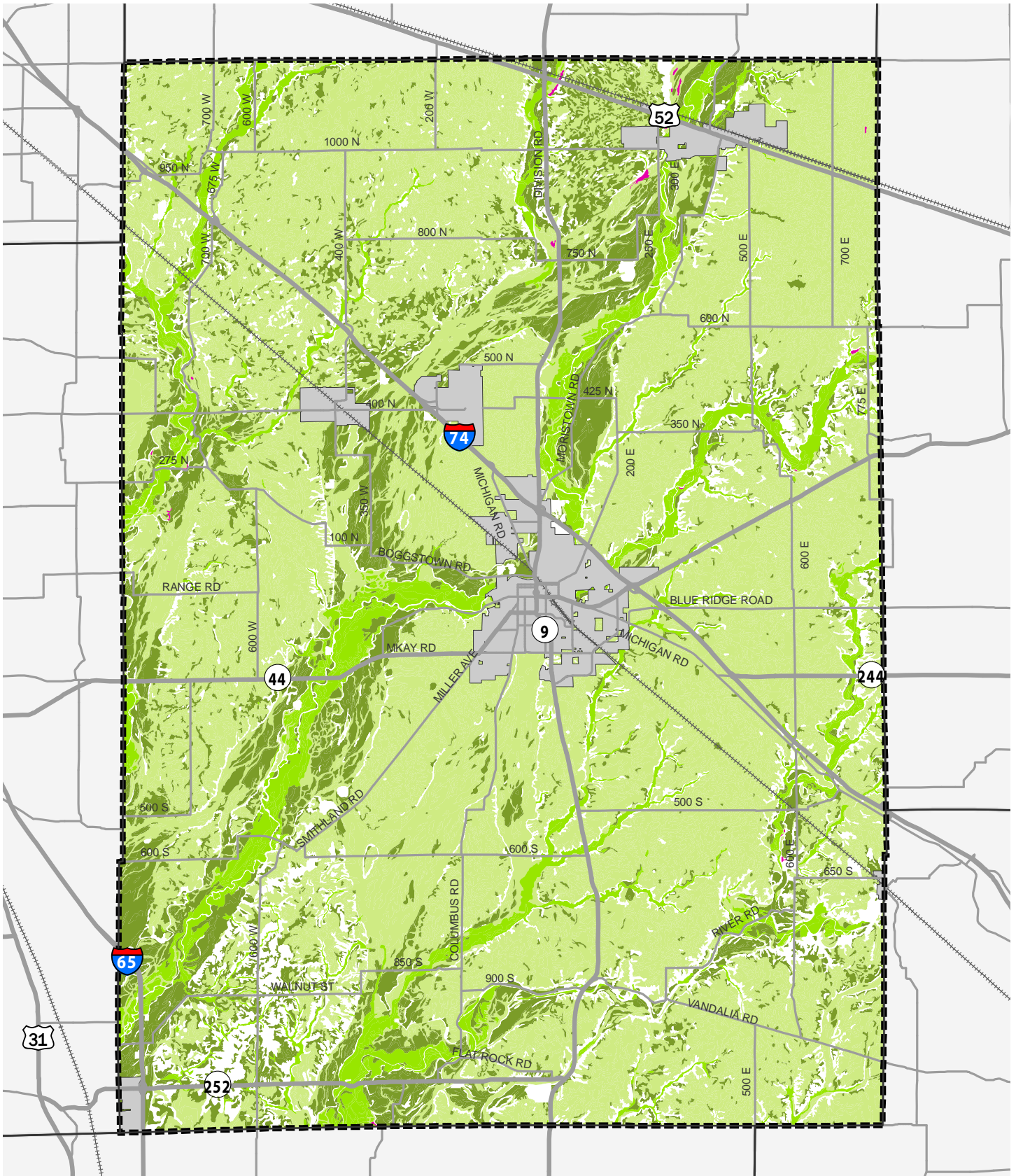


PRIME FARMLAND

The map to the right shows the areas of prime farmland within the county. The data depicted in the map was consolidated into a few broader categories from multiple state data sets for clarity. The map indicates that a majority of the land within the county is considered prime farmland, which is also supported by the high agricultural production data for county farms.

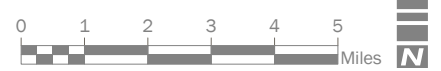
Many of the same features that make the land highly suitable for farming also make the land highly capable of supporting building and development. This creates potential conflicts between competing high value land uses. As future decisions are made about when and where to allow development to occur it will be important to look beyond strictly agricultural capabilities of the land to inform the decision making process. Other important factors that should be considered for determining ideal locations for future development potential include transportation and utility access, proximity to schools and availability of services. All of these factors are discussed in other chapters of this plan.

PRIME FARMLAND MAP



Legend

- All areas are prime farmland
- Prime farmland if drained
- Conditional
- Farmland of statewide importance
- Not prime farmland
- County Boundary



DEVELOPMENT SUITABILITY ANALYSIS

The analysis on the following pages provides a simple framework for key discussion topics surrounding future conversations on what portions of Shelby County are most suitable for new development.

WATERSHEDS, FLOODWAYS AND FLOODPLAINS

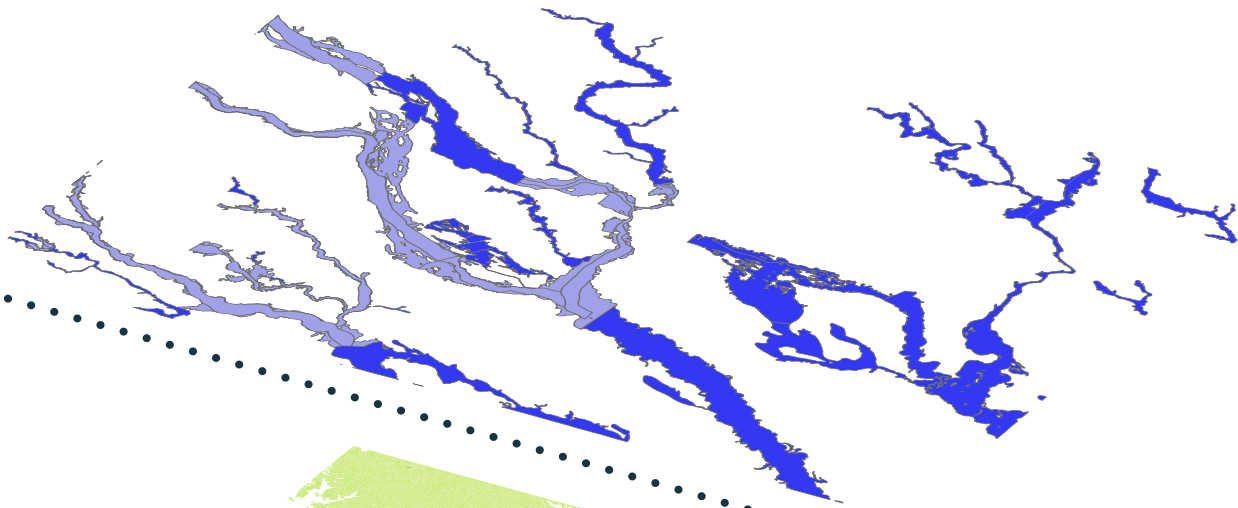
Because of the Big Blue River's large footprint within the county, it is important to take into consideration the waterways, streams and protected lands around this feature. This layer of developable land analysis shows the areas of the county where development is not feasible at this time due to the prevalence of major watershed and floodway features.

PRIME FARMLAND

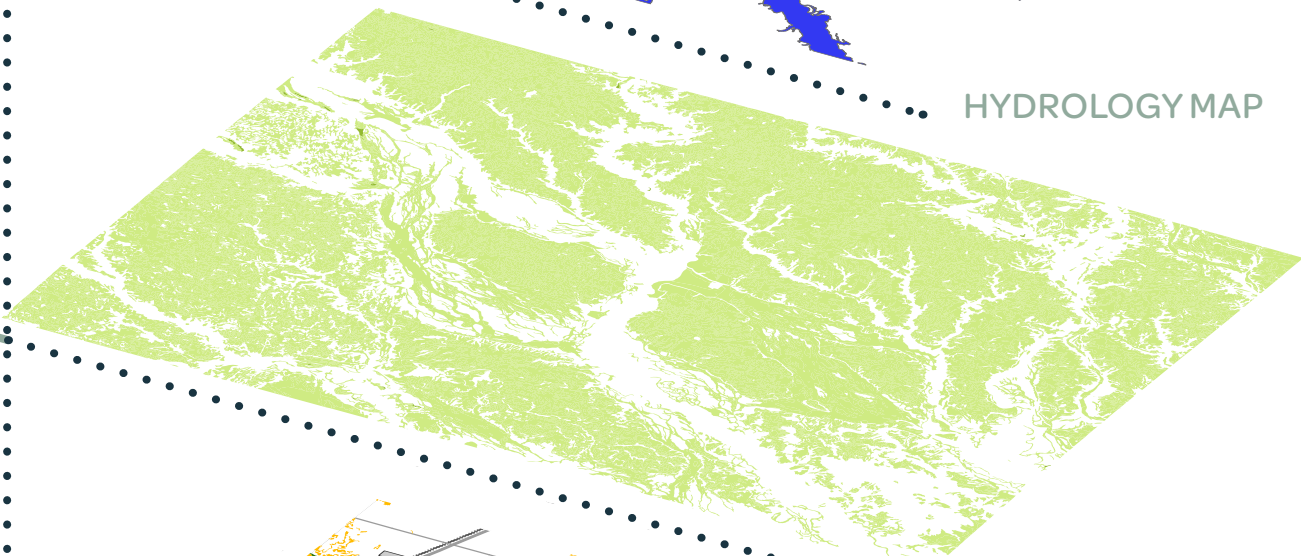
For the purposes of identifying land for future development, areas that were defined as "all areas are prime farmland" on the preceding map have been removed from this analysis mapping area. Most areas that are considered prime farmland are also considered the best areas for development because both consider site topography, drainage characteristics and frequency of flooding,

SUITABLE SOILS

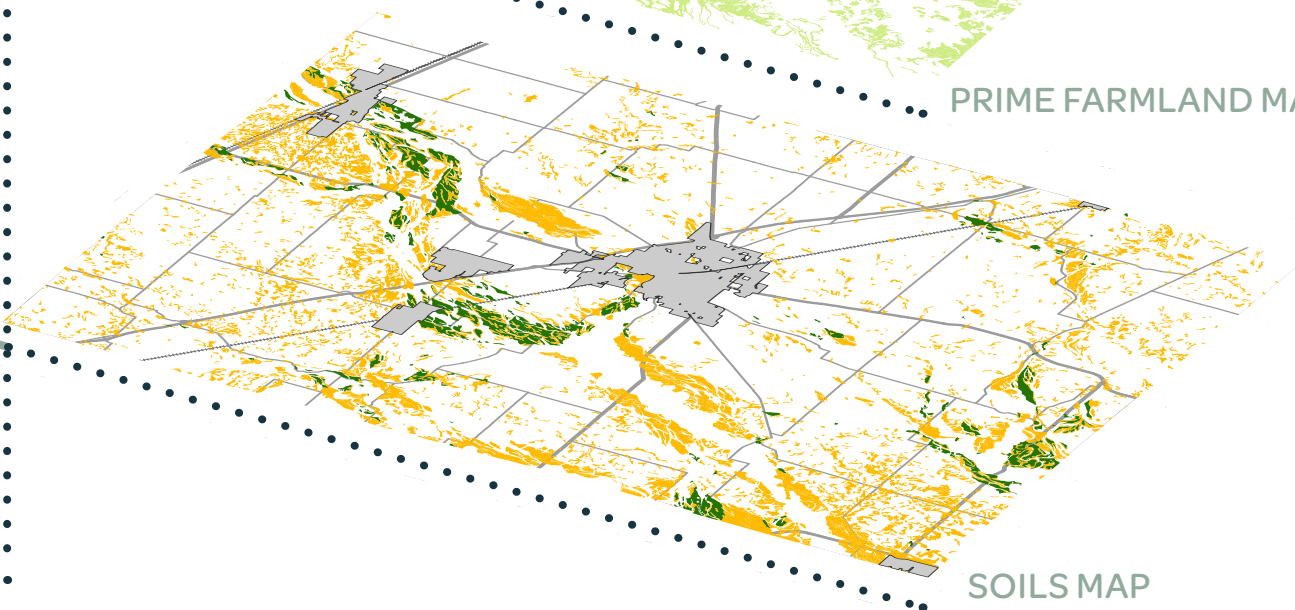
Soil suitability is essential to determining if land can be used for development. Because specific soil types are best for commercial, residential or industrial uses rather than agricultural and farming uses, it is important to consider the existing soil types when identifying areas where development occurs.



HYDROLOGY MAP



PRIME FARMLAND MAP



SOILS MAP

DEVELOPMENT SUITABILITY

The map to the right was created by overlaying the three previously described analysis categories. It illustrates the areas of Shelby County that this plan recommends for new, non-agricultural development. These areas are out of any floodplain and waterway, have the best soil types for residential, industrial or commercial development and avoid key prime farmland areas.

The map also showcases the potential for competing interests within the county since many of the features that make land suitable for development also make it suitable for farming. It represents a good starting point to inform the decision making process for future development proposals. However, with so much land in the county being classified as “prime farmland if drained”, further factors such as transportation access and utilities will also need to be considered during development review to help balance community desires and interests.

NATURAL CONSTRAINTS AND OPPORTUNITIES

An abundance of natural resources adds to the high quality-of-life found in Shelby County. There are also a number of possible constraints that can threaten the long term quality of those resources. The list below highlights some of the best examples of both natural resources constraints and opportunities.

Identified Constraints:

- The lack of a formal park system prevents access and enjoyment of many natural features.
- Many houses constructed along the Flatrock River are aging and not well maintained, creating concerns for possible septic contamination of the river.
- Rural small towns are aging and have many homes with septic systems that no longer meet state health dept standards. Many of these systems are beginning to leak which can cause ground water and surface water contamination.

Identified Opportunities:

- Partnerships with outside organizations, such as the Blue River Community Foundation, are creating new recreational opportunities in the county.
- The Willow Park area, which was purchased with FEMA funding after the 2008 flooding has the potential to become an enjoyable county recreational area.
- Blue River Long Rifle Club near Morristown is developing a canoe launch on the Blue River.
- Melzer Woods – a Central Indiana Land Trust & Blue River Foundation partnership is preserving old growth forest and a walking trail in the county.

NATURAL RESOURCES (NR) GOALS + STRATEGIES

HOW CAN WE BETTER CAPITALIZE ON OUR NATURAL RESOURCES?

The following pages introduce the future goals and strategies related to Shelby County's Natural Resources (NR). Each goal represents a specific area to focus on for future change and improvement. Strategies represent individual steps that can be completed to help achieve each goal. All of the goals and strategies presented here are also contained in the Action Plan at the end of the document. The Action Plan also includes more detailed information on targeted completion time frames. It is important to remember that the goals and strategies shown in each section of the plan represent the culmination of many different ideas and opinions collected, discussed and vetted during the planning process. There will undoubtedly be additional strategies identified as important over time as this plan is implemented and updated.

NR GOAL 1

Develop improved access to existing natural resource assets for recreational activities.



NRSTRATEGY 1.1: Encourage the use of existing natural assets for recreational activities and tourism development.



NRSTRATEGY 1.2: Increase the development of public natural areas and fishing sites.



NRSTRATEGY 1.3: Preserve woodland, wetland, and agricultural resources for future generations.



NRSTRATEGY 1.4: Work with landowners and other community organizations to develop campgrounds and other outdoor recreational activity areas.

NR GOAL 2

Protect and enhance local water-based resources, such as surface water, groundwater and wetlands



NR STRATEGY 2.1 Establish protective development buffers surrounding lakes, rivers, wetlands, and other significant hydrological features.



NR STRATEGY 2.2: Establish written watershed best management practices for all significant water features.



NR STRATEGY 2.3: Protect and enhance the county's land-based natural resources, such as floodplains, wooded areas, riparian areas and soils.



NR STRATEGY 2.4: Map out best soil types for development/agriculture for site analysis mapping.

POLICY STRATEGIES

Below are some ways Shelby County can improve the quality and quantity of its natural resources through policy-based actions:



Review and adopt county wide floodplain management policies.



Encourage development on lands that are not constrained by watersheds or farmland, instead encourage residential development on topographical areas where farming is difficult.





05

TRANSPORTATION
& UTILITIES

INTRODUCTION

WHY TRANSPORTATION NETWORKS AND UTILITIES ARE IMPORTANT TO SHELBY COUNTY

As indicated in the Existing Conditions Analysis chapter, over 6,800 people commute outside of Shelby County for work daily. According to the Indianapolis MPO projections Shelby County's population is estimated to increase from 44,436 to 61,051 by 2045. This will put additional strain on the local road infrastructure over time.

While commuting patterns are an important factor to consider for roadway maintenance frequency there are many other factors that can influence the transportation network's need for upgrades and expansion. Construction of new residences, industries and businesses will place new burdens on the existing transportation system. As new building occurs the existing roadways will need increased maintenance and other improvements as routes not originally intended to carry high levels of traffic see increased use.



Image Source: HWC Engineering

Utility infrastructure is just as important when determining locations for new community growth and development. Incorporated communities (with the exception of Fairland) provide municipal water and sewer utilities within their boundaries. Rural areas of the county have more limited utility service options and often rely on well and septic systems to provide for their daily needs. As technology and digital communication becomes more pervasive providing high-speed Internet or broadband systems have become a necessity for all communities. Current broadband services within Shelby County are limited and one major need repeatedly mentioned throughout the planning process was expansion of high speed Internet service availability. As the education system continues to transition to electronic versions of books and e-learning techniques it is critical for families to have reliable and cost effective internet access in their private residence.



NOT LIMITED TO VEHICLES

Transportation networks are not limited to only vehicular traffic. Many times there are avid runners and bicyclists on rural county roads. While bicycle lanes are not warranted on most county roads, it is important to ensure there is a wide enough shoulder and wide lanes for easy and safe sharing of the road with other vehicles.



Image Source: JBarCycling.com

EXISTING TRANSPORTATION NETWORK

Classifications of roadways are identified by the available right-of-way, speed, function and overall amount of traffic demanded on these networks. The functional classification for roadways within Shelby County is indicated in the existing functional classification map to the right.

The Federal Highway Administration (FHWA) defines functional classification designations based on through traffic priority and frequency of adjacent land access from the roadway. Other important factors related to functional classification include access control, speed limit, traffic volume, spacing of routes, number of travel lanes and regional significance.

Shelby County's current transportation network is well maintained. Roadway functional classifications are adequate and should remain the same in most areas of the county with updates or expansion identified for particular areas. Some areas identified for future improvements include areas surrounding Shelbyville, Edinburgh, and along the I-74 corridor. Each of these locations have experienced additional residential and truck traffic which will necessitate updates to the functional classifications and maintenance needs for roadways in these areas of the county.

FHWA ROADWAY CLASSIFICATIONS

INTERSTATES: such as Interstate 74, are the highest classification of roadway. Interstates prioritize mobility and have extremely limited access. Interstates are high speed, high volume and have statewide or national significance. Interstates are planned and maintained by state authorities with federal oversight.

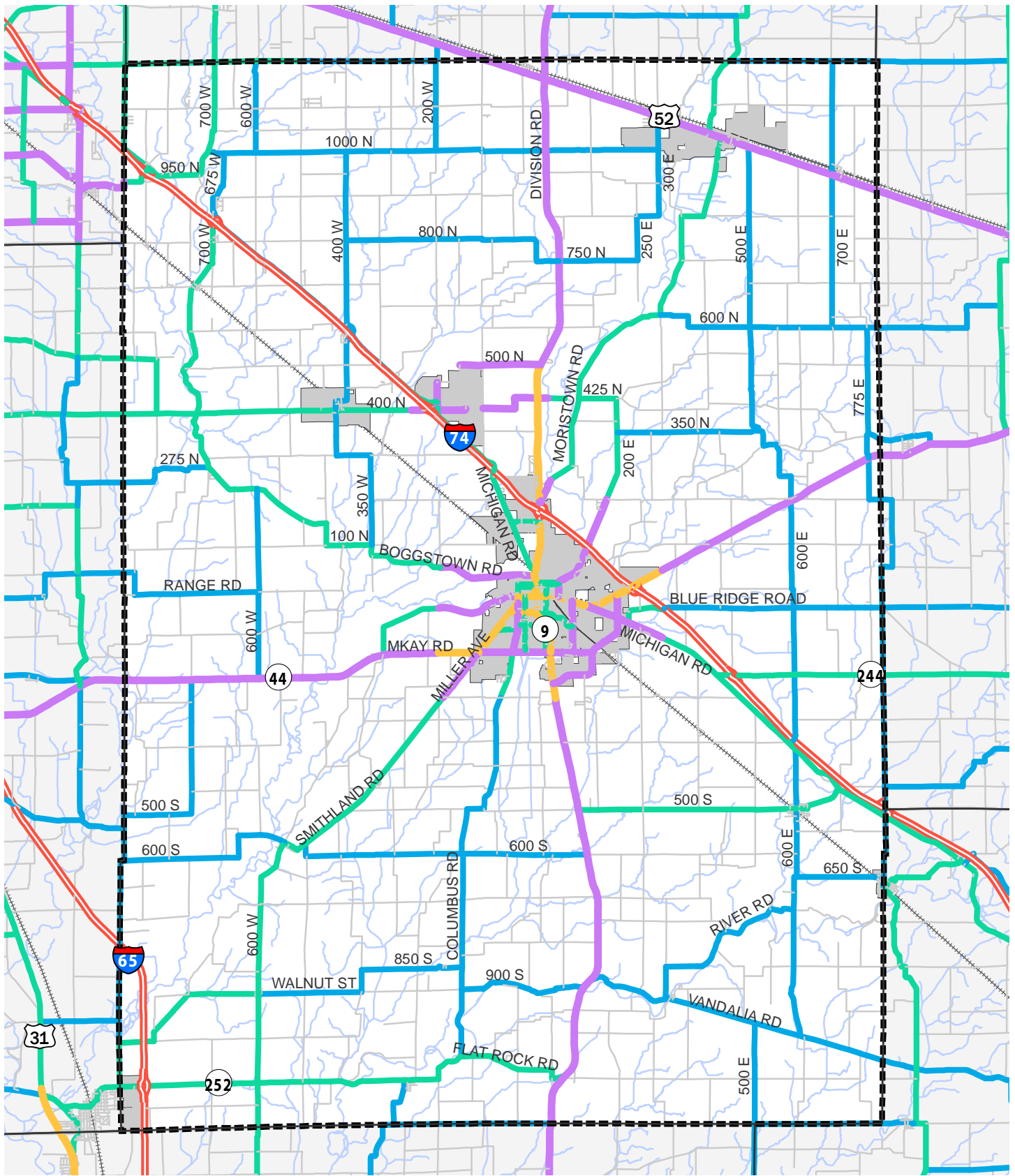
OTHER PRINCIPLE ARTERIALS: carry high volumes of regional traffic. Principle Arterials serve major cities from multiple directions and provide connectivity between cities and communities in rural areas. Principle Arterials provide direct access to adjacent land, but may limit the number of intersections and driveway to give generally higher priority to through-traffic. Principle Arterials are spaced at two to three miles in suburban areas and farther apart in rural areas. SR 9 is an example of a principle arterial.

MINOR ARTERIALS: are similar to principle arterials, but are spaced more frequently and serve trips of moderate length. Spacing of minor arterials is one to three miles in suburban areas and further apart in rural areas. Minor arterials connect most cities and larger towns and provide connectivity between principal arterials. IN 44 and SR 9 south of the City of Shelbyville are examples of currently classified minor arterials.

MAJOR COLLECTORS: gather traffic from the local roads and connect them to the arterial network. Major collectors provide a balance between access to land and corridor mobility. Major collectors provide connectivity to traffic generators not already on the arterial system, such as schools, parks and major employers. Boggstown Road and SR 9 north of the City of Shelbyville are examples of currently classified major collectors.

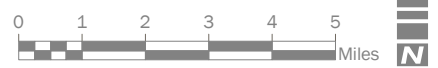
MINOR COLLECTORS: are similar to major collectors, but are used for shorter trips. Minor Collectors provide traffic circulation in lower-density developed areas and connect rural areas to higher-class roadways. CR 400 W, CR 600 S and Blue Ridge Road are examples of currently classified major collectors.

LOCAL ROADS: make up the largest percentage of roadways in the county. The primary function of local roads is to provide access to parcels. Trips are short, speeds are lower and cut-through traffic may be discouraged. All remaining roads that are not arterials or collectors are considered local roads. In most cases, local roads are not part of the system of roads eligible for federal funding.



Legend

- Interstate
- Other Principal Arterial (OPA)
- Major Collector
- Minor Collector
- Minor Arterial
- Local
- County Boundary



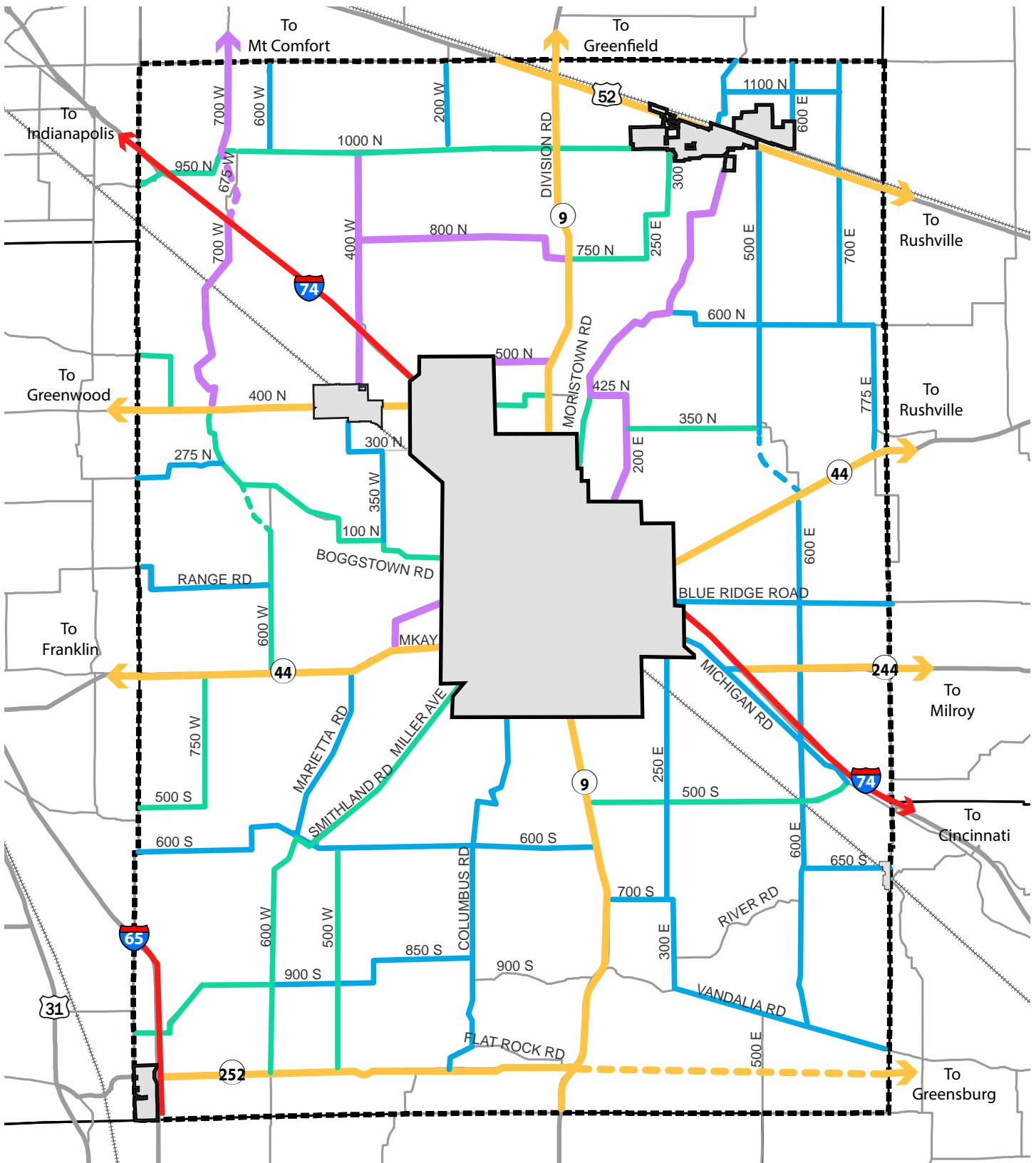
EXISTING FUNCTIONAL CLASS MAP

FUTURE TRANSPORTATION NETWORK

Specific corridors where upgrades need to be completed to accommodate future county transportation needs are identified in the objectives and strategies at the end of this chapter. While some changes are large upgrades, others are fairly small and intended to ensure proper allocation of traffic along specific corridors. A summary of major recommended upgrades to the future transportation network are listed below and indicated on the map to the right:

- ◆ SR 252 improved to a minor arterial due to the increased residential and truck traffic on this roadway. As development continues to occur at the I-65 interchange, through traffic is likely to increase. Planning ahead for larger shoulders and lanes can ease any congestion issues to other major corridors such as SR 9 and CR 600 W.
- ◆ CR 700 W, from CR 400 N to the County Line improved to a minor arterial due to anticipated growth north and south of I-74.
- ◆ CR 400 N, west of I-74 improved to a principal arterial. This roadway connects I-74 to I-65 through Shelby and Johnson Counties. Traffic will likely increase when Johnson County completes planned upgrades to its section of the corridor. The town of Fairland is also located along this roadway. The anticipated growth of Fairland is defined in the Land Use chapter.
- ◆ SR 44 and SR 9 improved to a principal arterial. These roadways are currently experiencing high levels of traffic coming in and out of the City of Shelbyville. Upgrades to these roadways are ideal for the future as growth strategies continue within Shelbyville and Shelby County.
- ◆ CR 400 W, from CR 400 N to CR 1000 N improved to a minor arterial due to an anticipated increase in traffic through Fairland from CR 400 N. This corridor is a north/south connector that crosses I-74 without an interchange.
- ◆ CR 800 N improved to a minor arterial to provide an efficient connection between SR 9 and CR 400 W, the connector road to I-74. CR 800 N is the best direct access to areas around the City of Shelbyville as well as connecting Morristown to the east side of the county.

FUTURE THOROUGHFARE MAP



Legend

- Interstate
- Other Principal Arterial (OPA)
- Minor Arterial
- Minor Collector
- Major Collector
- Local
- Future Improvements
- Incorporated Planning Areas
- County Boundary

RECOMMENDED RIGHT OF WAY STANDARDS

The table below represents the desired minimum spatial standards for functionally classified roadways within Shelby County.

Functional Class	Proposed ROW Width	Number of Moving Lanes	Moving Lane Width	Street Parking	Shoulder Width	Median Width	Pedestrian / Bicycle Facilities
Local	50'	2'	12'	NA	5'	NA	8'
Local Interior Subdivision Roads	60'	2'	10.5'	8'	2'	10'	19.5'
Minor Collector	100'	2'	12'	NA	5'	NA	8'
Major Collector	100'	2'	12'	NA	20'	NA	10'
Minor Arterial	100'	2'	12'	NA	20'	NA	10'
Other Principle Arterial*	130'	4'	12'	NA	12'	14'	10'

* County roads only. State Roads, US Roads and Interstate standards are governed by INDOT.

TRAIL AND SIDEWALK NETWORKS

According to the Indiana Department of Natural Resources (IDNR) database, there is just over 6.5 miles of trails in Shelby County, including its communities and the City of Shelbyville. It was voiced through the public input process that expanding a comprehensive trail network within the county is not an achievable goal in the next five years but projects to expand existing trail networks identified in the 2015 City of Shelbyville Bicycle & Pedestrian Plan is an achievable goal.

Many of the small communities within Shelby County currently have significant missing segments of sidewalk, or no sidewalks at all, throughout their community. Sidewalks that are existing are aged and need maintenance and repair such as the one shown in the photo below. Within incorporated communities, the local government should provide and maintain sidewalks, however, the County has provided sidewalk support in the past and responsibility of maintenance has become inconsistent.

Regardless of responsibility it is important to have continuous sidewalks throughout these communities to ensure people of all ages and abilities can travel and move without having to rely on a vehicle for local trips. The county can establish a complete streets policy for county roadways would allow for grant opportunities to provide additional transportation infrastructure for non-vehicular transit (i.e. sidewalks, trails, bike paths).



Image Source: HWC Engineering

TRUCK ROUTES

As areas of the county continue to grow, the existing roadway infrastructure may not be able to accommodate expected future residential traffic and commercial truck traffic. Grain, petroleum and manufacturing plants are high truck traffic users and there has been a growing interest in sites throughout Shelby county for this type of use.

Large industrial uses that have been recently annexed into the City of Shelbyville from Shelby County will still have impacts on the county-wide transportation system. Trucks utilizing narrow two-lane county roads increase congestion and cause damage to the integrity of the roadway over time. Establishing specific truck routes to areas where there are high volumes of truck traffic will aid in repairing roadways where residential and county-living should be preserved.

Truck routes need different roadway design standards than a typical road section. Some differences include wider paved shoulders, wider travel lanes and thicker pavement. Providing truck routes to ease access to major corridors such as SR 9, I-74 and SR 40 should be high priority as Shelby County looks to attract future development and continue to provide high quality roadways.



Image Source: HWC Engineering

THE TOP 5 PRIORITY PROJECTS FOR TRANSPORTATION IMPROVEMENTS

- 1 CR 400 N TO FAIRLAND/I-74 INTERCHANGE:** Upgrade this road segment to have additional connection to I-74 and eventually to CR 400N that runs into Whiteland Road in Johnson County. Direct access to Johnson County and Greenwood would be achieved by upgrading this county road to a two-lane curb and gutter street section.
- 2 CR 300 N FROM I-74 TO TOMHESSION DRIVE UPGRADES:** Resurface and upgrade roadway to two-lane curb and gutter road section to accommodate industrial truck traffic.
- 3 CR 500 E FROM SR 44 TO CR 100 N UPGRADE:** Resurface and upgrade roadway to two-lane road section to accommodate agricultural truck traffic.
- 4 CR 600 E FROM US 52 TO CR 1100 N UPGRADE:** Resurface and upgrade roadway to two-lane curb and gutter road section to accommodate industrial truck traffic.
- 5 SR 252 EXTENSION:** Extend SR 252 past SR 9 to eastern Shelby County boundary by upgrading CR 1100 S to state road design standards.

TRANSPORTATION (TS) GOALS + STRATEGIES

HOW CAN WE IMPROVE OUR TRANSPORTATION SYSTEM?

Planning ahead for future transportation needs will allow Shelby County to allocate appropriate resources for improvements. The following series of goals and strategies were identified for the transportation network in Shelby County. These ideas were derived from public comments and interviews with stakeholders familiar with the specific transportation needs for the county and identify improvements to roadways and corridors that aid in providing an efficient and safe road network. It will be important to remain proactive in planning for and providing transportation improvements to accommodate the growth expected by the Indianapolis MPO in certain portions of the county. It is important to remember that the goals and strategies shown in each section of the plan represent the culmination of many different ideas and opinions collected, discussed and vetted during the planning process. There will undoubtedly be additional strategies identified as important over time as this plan is implemented and updated.

TS GOAL 1

Coordinate with adjacent jurisdictions to identify opportunities for future transportation and expansion of utilities.



TS STRATEGY 1.1: Plan ahead for an efficient and effective roadway system.



TS STRATEGY 1.2: Ensure CR400N upgrades are completed and work to capitalize on the opportunities the interstate connector provides to Shelby County.



TS STRATEGY 1.3: Identify a road system of collectors around the City of Shelbyville (400 N, 600 W, 500 E).



TS STRATEGY 1.4: Improve roads and infrastructure to areas identified for future development. Ensure roadways can handle future traffic volumes and vehicle types based on intended and anticipated future uses.



TS STRATEGY 1.5: Plan ahead for roadway improvement needs throughout the county including provisions for repairs, upgrades and funding sources.



TS STRATEGY 1.6: Implement PASER Rating Studies in order to prioritize transportation improvements where they are needed most.

TS GOAL 2

Support the development of a more robust alternative transportation network throughout Shelby County



TS STRATEGY 2.1: Plan ahead to identify a future potential trail that connects potential state and regional trails.

POLICY ACTIONS

Below are some policy actions that Shelby County can take to ensure an improved future transportation and utility network that helps meet its long term community goals:



Run traffic count analysis on major corridors.



Seek to do a Paser Rating Study to help prioritize quality of roadways and required improvements.



Provide trail connections to existing trail networks.



Require a traffic impact study to be completed to understand possible impacts for any new major development.



Complete a Capital Improvements Plan (CIP) to help budget prioritized roadway projects.



Establish truck routes.



Require developer to build road that can accommodate additional traffic generated by new development.



Establish a complete streets policy for county-wide street improvements.



Require any new development, even if private, to build and maintain a paved roadway.

EXISTING UTILITIES

EXISTING UTILITY INFRASTRUCTURE

Utilities in Shelby County are provided by a combination of both public and private entities. The map to the right shows the current service limits for gas and electric services within the county. The list below shows the largest typical service providers for utilities within the county:

ELECTRIC SERVICE

- Rush-Shelby Energy
- Cinergy PSI
- Duke Energy

SANITARY SEWER

- Town of Morristown
- Waldron Conservancy District
- City of Shelbyville

WATER

- Indiana American Water Town of Morristown
- City of Shelbyville
- St. Paul Water

GAS

- Fountaintown Gas
- Vectren Energy

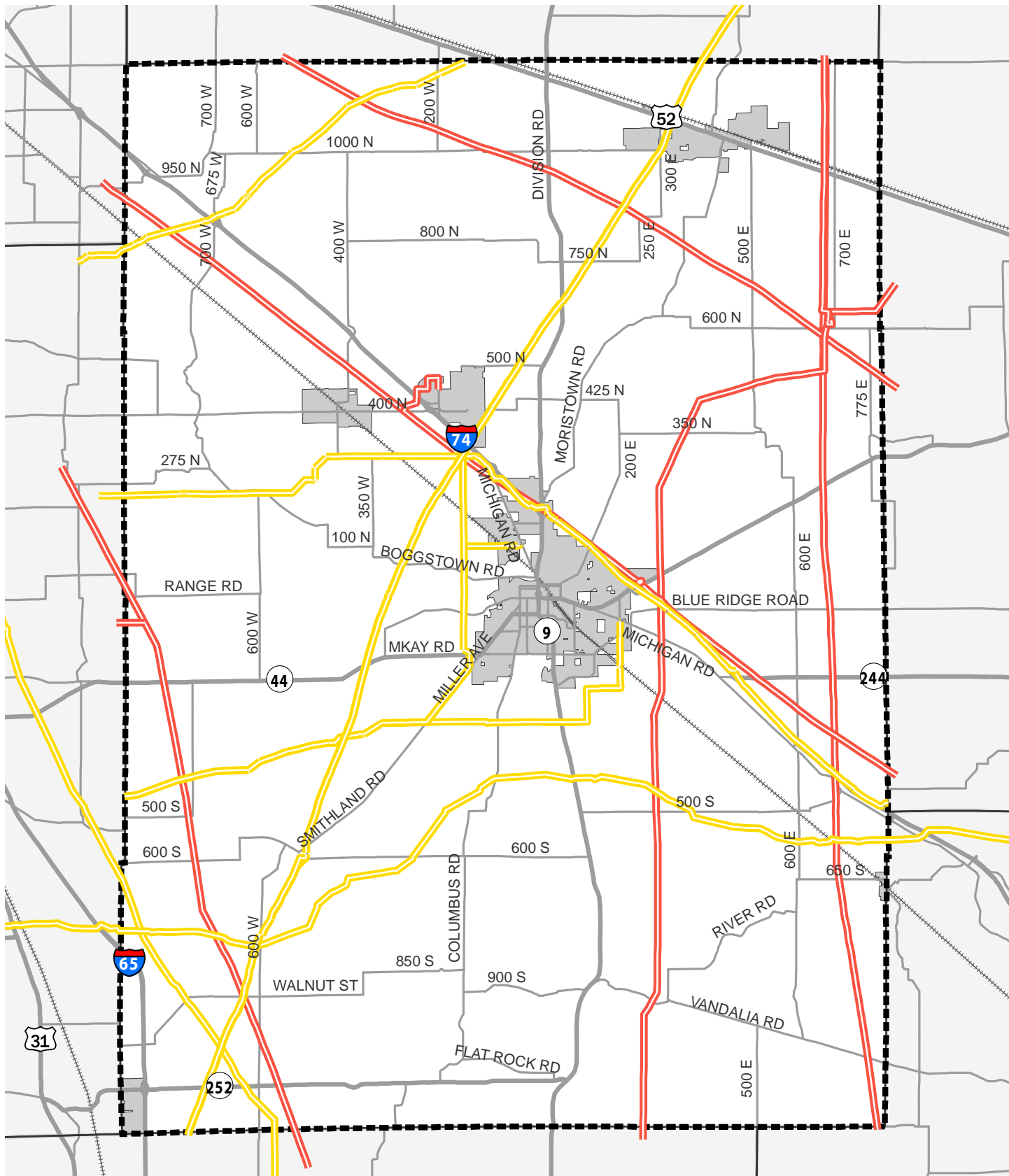
TELECOM

- Ameritech SBC
- Sprint
- TDS

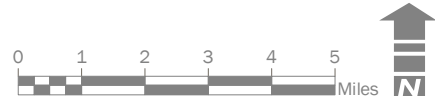
There are other utility service providers throughout the county that may provide limited regional or local services. One example of this is each school district within the county has its own sewage treatment capabilities built for the needs of the school campuses but they do not typically provide publicly available services. One primary factor limiting growth potential in certain areas of the county is sanitary sewer service availability.

Most residents in rural areas of the county beyond incorporated communities rely solely on septic systems and private wells to provide for their daily sewer and water needs. This is not a concern in areas where lot sizes are adequate to allow for expansion or replacement of failing septic systems but there are small settlements where lots were originally platted in quarter acre or half acre increments. As these communities age their infrastructure is aging too and typical lot sizes do not meet current State of Indiana minimum standards for septic system replacement. In these instances it becomes nearly impossible to rehabilitate existing properties because they have no means for providing the necessary sanitary sewer needs required for habitation.

EXISTING UTILITIES MAP



- Legend**
- Gas, Natural Gas, and Petroleum
 - Electric
 - County Boundary




FUTURE UTILITIES


FUTURE UTILITY INFRASTRUCTURE


Immediately providing utilities everywhere throughout the county is recognized as unrealistic but there are specific areas where there is a demand and desire for expanded utility infrastructure. Providing new utilities to areas not currently serviced can be costly. Because of the investment required certain areas need to be a top priority. Utility infrastructure availability is a primary consideration in attracting new residential, commercial, and industrial development. The following goals and strategies include immediate needs and future needs for utility infrastructure throughout the county.

Leveraging development interest in specific areas of the county will require either existing utilities or plans for future expansion of utilities. The map to the right shows the three primary areas identified for future residential, commercial, or industrial growth within Shelby County. Utility services expansion needs to be carefully evaluated as plans are made to attract growth to these areas. The text below describes each expansion area in more detail.

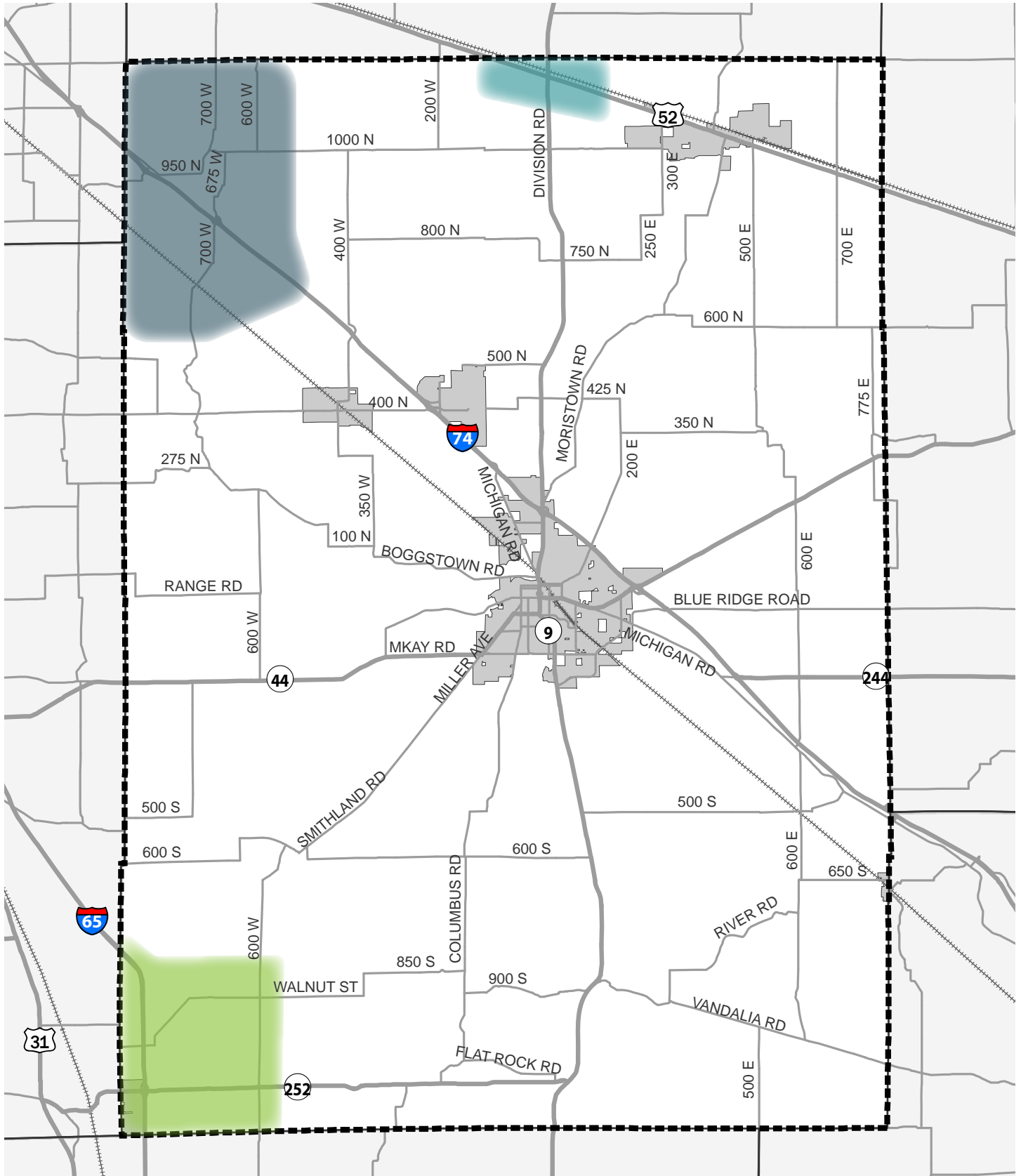
DESIRED EXPANSION AREAS

 Northwest Area: This area is within the Indianapolis MPO where extension of utilities is viable. Development is also most likely to occur at this northwestern corner of the County.



 Southwest Area: At the southwestern corner of Shelby County, this area is experiencing development outside of the City of Edinburgh. This area is also within the Columbus MPO.

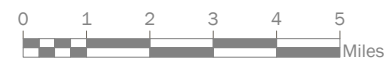
 SR 9 + US 52 Area: This area outside of the Town of Morristown is experiencing development interest. This intersection of SR 9 and US 52 experiences high levels of traffic and can accommodate development.

FUTURE UTILITIES EXPANSION MAP



Legend

-  County Boundary
-  Unincorporated Area



UTILITY INFRASTRUCTURE (UI) GOALS + STRATEGIES

HOW CAN WE PLAN AHEAD FOR OUR UTILITY INFRASTRUCTURE?

The following pages introduce the future goals and strategies related to Shelby County's Utility Infrastructure (UI). Each goal represents a specific area to focus on for future change and improvement. Strategies represent individual steps that can be completed to help achieve each goal. All of the goals and strategies presented here are also contained in the Action Plan at the end of the document. The Action Plan also includes more detailed information on targeted completion time frames. It is important to remember that the goals and strategies shown in each section of the plan represent the culmination of many different ideas and opinions collected, discussed and vetted during the planning process. There will undoubtedly be additional strategies identified as important over time as this plan is implemented and updated.

UI GOAL 1

Coordinate with adjacent jurisdictions to identify opportunities for future transportation and expansion of utilities.



UI STRATEGY 1.1: Increase coordination and participation with IndyMPO planning and project efforts.



UI STRATEGY 1.2: Identify a road system of collectors around the City of Shelbyville (400 N, 600 W, 500 E).



UI STRATEGY 1.3: Improve communication with surrounding counties.



UI STRATEGY 1.4: Maintain continuous cooperation and coordination between the City of Shelbyville and Shelby County on future development goals/projects.



UI STRATEGY 1.5: Improve the primary transportation gateways into the county along I-74 and I-65 to make them more efficient and noticeable.

UI GOAL 2

Provide utility infrastructure support and coordination resources to support targeted growth.



UI STRATEGY 2.1: Identify and plan ahead for where future utility expansion should be located as indicated on Future Land Use Map.



UI STRATEGY 2.2: Make needed investments (upgrades, utility infrastructure, high speed internet, etc.) to areas where growth is being promoted. Focus on areas that support school sustainability.



UI STRATEGY 2.3: Provide utilities to areas for residential growth.



UI STRATEGY 2.4: Encourage the expansion of broadband internet access across the entire county.



UI STRATEGY 2.5: Invest in critical infrastructure needs within targeted growth areas.



UI STRATEGY 2.6: Encourage infrastructure investment and development along the I-74 corridor as identified on the Future Land Use Map.



UI STRATEGY 2.7: Encourage residential development within a walkable distance to schools offering a diverse, high quality education.

PAGE INTENTIONALLY LEFT BLANK





06

LAND USE

GROWTH AND LAND USE

INTRODUCTION

Shelby County has a strong history and reputation as one of the leading agricultural producing counties in the state, based on total land area. It is the agricultural heritage and rural character that survey respondents most mentioned as their favorite features of the county. This agricultural heritage has led to a strong local identity and many generational family farms. However, it was also widely recognized during the planning process that the location of Shelby County directly adjacent to the Indianapolis Marion County border provides great opportunities for future neighborhoods, retail development and industrial complexes. This is where the potential conflict exists and why having a clearly defined set of land use policies is so important to the future success of the county.

The story of land use in Shelby County is one which includes the following opportunities and contrasts.

Opportunities:

- Gently rolling woodlands and farmlands in the north.
- Hilly terrain and opportunities to capture great views to the south.
- Wooded river bottoms and streams.
- Scenic and serene rural character.

Contrasts:

- Strong rural heritage with rapidly encroaching urban pressures from Indianapolis.
- Significant development opportunities along major roadways with a strong desire to not over develop.
- Historic rural settlements with accelerating blight and population decline.

All of these conditions amplify the need to take a closer look at planning for a well-structured future. This chapter focuses on strategies that can be implemented to begin to overcome inherent challenges and capitalize on important opportunities.

FACTORS SHAPING CURRENT LAND USE

There are many factors that will shape future development patterns in Shelby county. Many of these factors are directly related to future policy decisions that will establish expectations and focus areas for investment and resource commitments in the future. Others include tools, such as the recently updated Unified Development Ordinances (UDO) that will shape and define successful future development character and locations. What follows is a list of some of the primary factors influencing the development and revision of Shelby county's future land use policies and tools.

Small Town Decline

Many of the small, unincorporated, settlements within the county have seen significant decline in recent years. This decline is anticipated to accelerate over the coming years as existing structures continue to age beyond their useful lifespan and people continue to vacate these areas of the county for more convenient locations elsewhere. This decline is a significant issue which the county needs to address moving forward. Some of the primary factors contributing to small town decline in Shelby County include:

- Most of these communities were platted with 1/5 of an acre lots. This lot size is not large enough to qualify for installation of a new septic system.
- As existing septic systems become inoperable many current residents simply choose to abandon their homes. This leaves a deteriorating property that becomes a health/safety/welfare concern for neighboring properties and eventually requires county resources to resolve.
- As properties are abandoned and fall delinquent on tax payments, they eventually turn over to county ownership – increasing the inventory of county owned property and requiring eventual tear downs at county expense.

Agricultural/Rural Residential Use Conflicts

One of the primary places people choose to build within the county is in rural areas. Most people are attracted to the serene rural setting that Shelby County has to offer but may not be aware of some specific needs that their agricultural neighbors have to operate their farms. This creates potential conflicts due to the following primary concerns:

- More driveway cuts and additional traffic create potential concerns for farmers being able to access their fields with larger farm equipment.
- Fence rows and other desired vegetative buffers between properties are often non-compatible with required pesticide and herbicide applications.
- Larger farming equipment requires more open land for efficient operation, necessitating additional space between adjacent uses.
- Higher potential for undesirable or unhealthy impacts to residential uses from farming such as noise, noxious odors, spray drift and dust.
- Impacts to native drainage patterns and an increase in runoff concentration from land cover changes.

Incorporated Community Fringe Development

Managing fringe area development around currently incorporated communities is a primary land use consideration for Shelby County moving forward. Many participants in the planning process expressed concern about a perceived land grab, through annexation, around Shelbyville. This discussion was brought forward during the planning process primarily due to an unforeseen annexation initiated by a major industrial development opportunity within Shelbyville. This afforded a prime case study for discussion of major concerns surrounding fringe area development in all portions of the county located near incorporated communities. Below are some of the primary concerns voiced during these conversations:

- Perception of uncontained sprawl and depletion of prime farmland within the county.
- Possible tax increases associated with being annexed within an incorporated jurisdiction.
- Legacy of a negative history of annexation within the community.

This will be an important conversation for the county to continue into the future. It will require close conversations and cooperation with all incorporated communities in Shelby County, specifically with the following communities:

- Shelbyville
- Fairland
- Morristown
- Edinburgh
- Saint Paul

Alternative Energy Uses

Another important land use consideration which surfaced during the planning process was how to deal with an increasing potential for alternative energy facilities within the county. This conversation was brought forth through an approval request for the first ever solar ‘farm’ within the county. This is a topic that surrounding counties have been embroiled in for quite some time, specifically relating to wind farm requests. These types of requests are anticipated to increase in coming years as technological advancements increase scalability of these facilities at lower costs. It will be important to develop specific land use desires to address these facilities quickly to ensure that opportunities presented by these facilities are capitalized upon while potential negative consequences are avoided.

Commercial and Industrial Agricultural Uses

A number of people expressed a desire for Shelby County to begin more aggressively marketing itself for larger commercial or industrial agricultural uses. This idea merits discussion since many of the same infrastructure and resource requirements that make crop production a viable enterprise also lends itself to larger scale agricultural business uses. This can also become a lucrative way for the county to strengthen its existing agricultural economic base with compatible commercial or industrial operation. As this conversation advances in the coming years it will be important to determine what types of uses should be considered in what portions of the county. This will help maintain focus on preservation of prime farmland and decrease potential long-term infrastructure costs related to supporting such ventures.

Generational Turnover in Farming Families

One constant conversation in many rural communities is the consequences of generational turnover of farming operations. The primary concerns surrounding this conversation include the following:

- As farms are handed down future generations are often not interested in continuing the family farming tradition. When this occurs the land which was once the source of family livelihood quickly becomes an investment asset or cash flow interest, making sale to the highest bidder a real possibility; regardless of who the bidder is.
- Less interest in farming also typically equates to less interest in preserving prime land for agricultural uses, making land protection and resource preservation efforts much more difficult.

Pop-up Businesses/Home Based Businesses

The current UDO does not clearly define allowable types and locations for home-based businesses, leading to a wide variety of pop-up businesses throughout the county. This creates a limited framework from which available code enforcement staff can work to curb undesirable facilities or activities. The county will need to develop a clear framework for how these activities should be regulated within the county and formalize that through updates to the UDO.



*Existing agricultural business within Shelby County.
Image Source: HWC Engineering*

Lack of Homeowners Associations within County Neighborhoods

There are a number of small to medium residential neighborhoods which have developed in recent years. These developments have been reviewed and approved under a variety of past development standards and all have a unique character. Unfortunately all of these share one common characteristic, no discernible formal HOA body to govern visual quality. This presents a number of challenges for the county including:

- Lack of formal oversight or governing structure promotes a variety of individual maintenance issues such as tall weeds and grasses, junk vehicles and general upkeep of structures.
- No collective maintenance agreements or formal shared cost structure among homeowners often leads to repeated requests for county assistance to address private roadway maintenance and drainage concerns.
- Limited county personnel resources make enforcement of code violations an ever-increasing challenge.
- The UDO addresses many issues related to property maintenance, however, specific cases are addressed on a complaint basis due to lack of county personnel resources.

Ordinances

Recent updates to the Shelby County UDO have been aimed at streamlining the review and approval process and addressing recurring concerns. However, in order to ensure that the UDO accurately reflects the community's desires represented in this comprehensive plan, the County should complete a thorough review and update of current zoning ordinance regulations. The ordinance review should be comprehensive and consider other opportunities, such as safety, cleanliness, and providing a property maintenance code that can be easily enforced.



*New residential construction within the county
Image Source: HWC Engineering*



*Example of an existing commercial use within the county
Image Source: HWC Engineering*

LAND USE OPPORTUNITIES

Participants in the plan update process expressed a number of ideas which influence the shape of future land uses within the county including the following key desires:

- Focusing on prime farmland protection and agricultural use preservation.
- Expanding open space preservation efforts and increasing public access to key natural resources.
- Manage growth on the fringes of existing incorporated communities based on the premise that growth in the county is not projected to be high enough in coming decades to warrant substantial expansion of developed area.
- Encouraging more efficient use of land and public resources through various development standards that require and incentivize healthier fringe development patterns.
- Reducing identified locations for future residential and commercial uses by reclassifying most land within the county to primarily agricultural uses.
- Identifying areas for focused new residential commercial and industrial development opportunities within the county near major activity centers.
- Defining locations for desired development that have or can easily obtain necessary infrastructure services to support development activities. Those areas identified during the planning process include:
 - The I-74 corridor near existing interchanges.
 - CR 400 corridor (economic development corridor opportunity).
 - Near the I-65 interchange in Edinburgh.
- Streamlining the review and approval process for pre-defined development focus areas.
- Reverting to agricultural land uses in all other areas of the county in an effort to require a slower and more deliberate review and approval process before converting agricultural land to another use.
- Strengthening code enforcement capabilities by hiring additional code enforcement officers.
- Clarifying the agriculture related permit process.
- Assisting incorporated communities within the county to strengthen their local planning capabilities.

FUTURE LAND USE MAP

By definition, the future land use map is a central component of any comprehensive plan. In most cases, future land use maps are eye-opening because they illustrate – via a map of the community – where community leaders think homes, businesses, industry, office, commercial and other uses should go in the future. By extension, they also specify where they are not desired. Overall, all good future land use maps share the following core concept:

Communities engage in planning to ensure the needs of the whole community are considered, not just benefits to individuals or individual properties.

Community planning is a discipline based upon the central theme of protecting the health, safety, and welfare of the public. To achieve this, some individual flexibility in the use of private land is sacrificed in exchange for creating a community in which the interests of all are equally considered. When communities plan well, they establish and implement public policy for decisions on development and redevelopment. Plans help a community achieve a character that residents of the community recognize and support.

Comprehensive plans, and by extension their future land use maps, are not the same as a development ordinance and zoning map. Zoning maps, and their accompanying regulations, are legally enforceable. In contrast, future land use maps are policy documents that establish the broad framework for how the community's land uses relate to one another. Future land use maps are developed under the Indiana Administrative Code and should be used to inform regulatory discussions but they are not legally enforceable in the same manner as zoning ordinances and zoning maps. Comprehensive plans specify where potential uses, such as agricultural, residential, commercial, light industry, heavy industry, open space or transportation infrastructure are desired to be located.

The future land use map in this document reflects desired future land uses for the entire county. It also reflects cooperation with the city of Shelbyville comprehensive plan to formally define the outside the corporate extraterritorial planning jurisdiction of the City of Shelbyville, often called the fringe planning area. Under Indiana statutes, an incorporated community has authority to exercise planning jurisdiction over fringe planning area without actually annexing the areas; this also allows the city to manage its growth. Because of this, city county cooperation is critically important at the fringe areas and the results of that cooperation are depicted in this version of the county future land use map:

- Significant changes from the previous plan include:
- Reduction in amount of land identified for residential and mixed use in rural areas.
- Changes in land uses in the northwestern portions of the county to allow for future development potential to be realized.
- Addition of more agricultural land uses throughout the county.

FUTURE LAND USE MAP DEFINITIONS

The following definitions match the categories given in the legend of the land use map.

Agriculture

The purpose of this category is to provide for traditional agricultural practices (such as crop production and livestock grazing) and modern agricultural practices (such as agricultural research facilities and CAFOs). Rural home sites may also occur within this category, however, the emphasis should remain on agriculture. New residential subdivisions that remove prime farmland from production should be discouraged. The residential density of this category should be one lot for every five acres.

Commercial

The purpose of this category is to provide a full range of commercial, retail, office and service uses for residents, businesses, and visitors. This category includes commercial activities with direct contact with customers ranging from neighborhood convenience stores to regionally oriented specialty stores.

Industrial

The purpose of this category is to provide for a full range of light and heavy industrial uses. Types of uses include manufacturing, processing, distribution and storage. The designation should accommodate a variety of industrial establishments which:

- Employ high environmental quality standards
- May function as an integral part of an overall development area
- Require large tracts of land because of their nature and function
- Have minimal impacts on adjacent uses.

Institutional

The purpose of this category is to provide land for buildings for government or private institutional use such as schools, churches, hospitals and museums.

Parks, Open Space, & Conservation

The purpose of this category is to provide for passive and active recreational activities, permanent preservation of significant natural areas, and preservation of natural features within clustered developments. This category applies to public and private lands.

Suburban Residential

This purpose of this category is for the transition of land use from agricultural and estate residential uses to low to medium-density, single-family residential subdivisions as water and sewer facilities become available.

Estate Residential

The purpose of this category is to provide for new rural residential housing opportunities in rural areas not well-suited for agriculture. New residential development should have reasonable access to roads and utilities and should not significantly disrupt agricultural activities. The residential density of this category should not exceed one lot for every two acres.

FUTURE LAND USE

FUTURE LAND USE MAP

The Future Land Use Map to the right was created based on the analysis of a series of factors including existing land use and growth patterns, public input, steering committee guidance, restricted and protected lands, as well as future transportation networks.

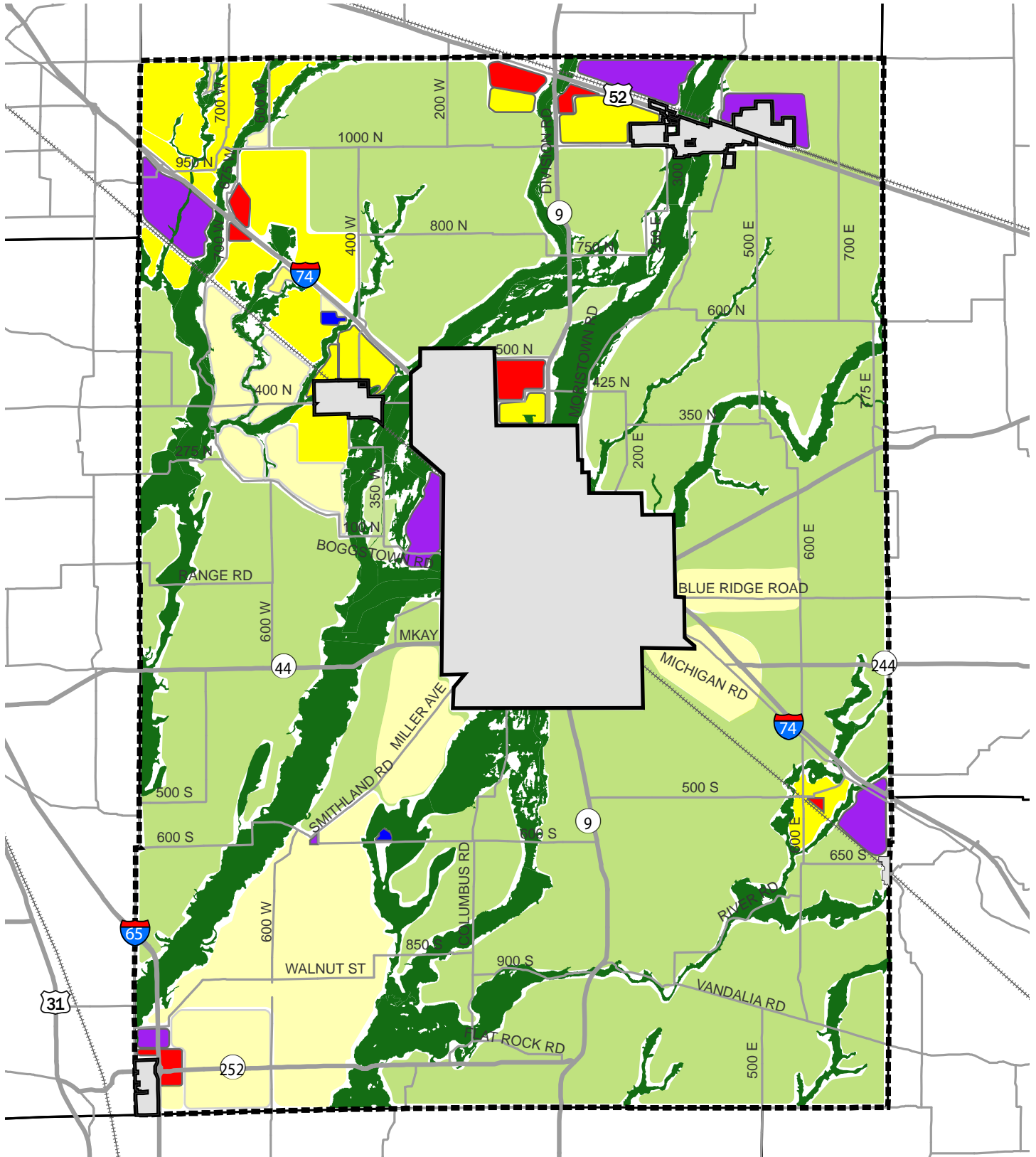
As illustrated, a majority of the county's future land use is classified as Agriculture. This land use may include traditional agriculture or modern agriculture uses. Modern agricultural uses may include high intensity commercial agriculture and should be considered in appropriate locations away from existing development. Areas where high intensity commercial agriculture may be best suited is in high traffic corridors or by existing industrial areas.

The industrial areas identified have been located along main transportation corridors into the county. These areas are also prime for development as they are located near existing populated areas and also within the Indianapolis MPO and Columbus MPO areas. These areas are advantageous for development to capture taxes and increase assessed value for the county.

Future development around the unincorporated population areas should be consistent with the use categories as indicated on the future land use map, however, existing development within these towns and populated areas should be maintained and improved.

The existing institutional uses within Shelby County have been highlighted previously in the Community Character chapter, these uses are not intended to change.

FUTURE LAND USE MAP



Legend

- Parks, Open Space & Conservation
- Commercial
- Industrial
- Suburban Residential
- Incorporated Planning Areas
- Agriculture
- Institutional
- Estate Residential
- County Boundary

OBJECTIVES + STRATEGIES

WHAT DOES THE FUTURE OF SHELBY COUNTY'S LAND USE LOOK LIKE?

LU GOAL 1

Welcome and promote future development in appropriate areas of the county.

-  **STRATEGY LU1.1:** Balance development patterns and character with available transportation and utility resources and existing character context.
-  **STRATEGY LU1.2:** Encourage additional development of residences, recreational venues, industries, and retail establishments in areas which will benefit currently populated portions of the county.
-  **STRATEGY LU1.3:** Identify and promote development areas for all major land use types identified on the Future Land Use Map.
-  **STRATEGY LU1.4:** Clearly identify appropriate future land uses in fringe areas around Shelbyville.
-  **STRATEGY LU1.5:** Actively recruit investment at identified prime locations/ destinations/ opportunity areas.
-  **STRATEGY LU1.6:** Focus resources on areas having infrastructure that will support development and encourage transition of developed areas without infrastructure to agricultural uses.

LU GOAL 2

Ensure future development decisions enhance and don't detract from our rural character and agricultural function.



STRATEGY LU2.1: Preserve prime farm land and agricultural field road frontage in rural areas of the county.



STRATEGY LU2.2: Conserve agricultural land.



STRATEGY LU2.3: Implement regional watershed plan to ensure runoff and other potential development impacts don't cause problems with nearby farms.

LU GOAL 3

Encourage investment and improvement within our existing cities and towns first.



STRATEGY LU3.1: Provide opportunities for future regional marketing efforts and regularly share plans for improvements and growth with residents.



STRATEGY LU3.2: Focus on improving blighted areas in towns and other areas populated throughout the county.



STRATEGY LU3.3: Encourage and support improvement decisions in communities which will retain and attract residents.



STRATEGY LU3.4: Work to create additional entertainment and shopping opportunities which appeal to future generations.



STRATEGY LU3.5: Provide opportunities and resources which allow our communities to grow their population.



A photograph of a farm scene. In the foreground, there is a lush green field. In the middle ground, several large, cylindrical metal silos are visible, along with some smaller structures and a conveyor system. The background shows a cloudy sky. The top left corner of the image has some bare tree branches. A dark blue rectangular overlay is positioned on the right side of the image, containing white text.

07

ECONOMIC
DEVELOPMENT

COUNTY ECONOMY

INTRODUCTION

The focus of economic development has been shifting over the past several years. Historic economic development activities have focused on building wealth in a community by creating high wage jobs, building infrastructure to support assessed valuation growth and tax base, and finding ways to provide support and incentive to local business within the community. More recently, economic development has supported more traditional methods with a focus on the development of quality of place assets. With the state's shift away from a traditional property tax structure to a more income/sales tax-based structure, it is becoming increasingly more important where someone chooses to live and shop than where they work. While building quality places has always been an important factor in economic development, the need to attract and retain a talented workforce for your community and region has never been more important than now. This chapter will focus on the future economic opportunities within Shelby County. Strategies out of this chapter are listed out in the Implementation chapter of this plan.

KEYS TO ECONOMIC DEVELOPMENT SUCCESS

Economic development is a competitive process. Factors such as regional amenities and trade areas influence a community's ability to successfully drive economic success. There are fundamental local criteria that must be in place for any community to experience successful economic growth within a very competitive economic development environment. For Shelby County, one of the driving forces behind its future economic success will be agriculturally based businesses and attracting new residents to the high-quality lifestyle offered throughout the county.

ATTRACTING THE RIGHT OPPORTUNITIES

People involved in site selection decisions are looking to mitigate risk. With heavy competition for new development communities must seek ways to continually make development expectations and approval processes easily understandable. Ways to help make this happen include:

- Being responsive to information requests.
- Clearly outlining county development expectations and desires.
- Providing specific review and approval timeframes for standard development items.
- Consistently applying standards across every project.

Implementation of these strategies will create trust and confidence in potential development partners that their investment will be protected, as well as mitigate some of the risk inherent to private capital investment decisions. This responsiveness will require coordination and collaboration of local economic development efforts and, as best as possible, the creation of a single point of contact and responsibility for economic development efforts.

STRATEGIC INVESTMENT IS ESSENTIAL TO LONG-TERM SUSTAINABILITY

Being ready for development opportunities is a critical part of being successful. While site selection decisions were formerly made over several months, they are now made in a few weeks. This means that communities that have not invested in critical infrastructure, or are not prepared to do so as part of a public/private partnership, are often left with unmarketable sites and lose prospective developments. Shelby County continues to see larger commercial and industrial uses developing further out into the county which is putting pressure on county roads and infrastructure resources that were never intended for such uses. This trend is also creating potential compatibility issues with adjacent farmers and residences.

Within Shelby county there are a number of high-quality locations which already have, or are able to quickly and efficiently obtain the transportation and utility infrastructure necessary for increased development activity. It is very important that emphasis be placed on attracting future county economic development activities in these areas and reserving the remaining portions of the county for agriculturally based activities. Planning ahead and funding strategic infrastructure investments is also an opportunity to direct where this type of activity is welcome. The primary locations for this type of activity identified by plan participants include the following areas:

- Areas surrounding the I-74 corridor, especially interchanges.
- Smithland Road, a heavily traveled commuter route between Shelby County and the regional employment center of Columbus, IN.
- CR 400 N, which will soon become a new regional connector between I-65 in Johnson County and I-74 (at the Fairland Road interchange) in Shelby County. This corridor has the following significant opportunities:
 - Announcement of the construction of a new Amazon distribution facility at I-65 in Johnson county.
 - An alternative east-west connection strategically located just south of areas experiencing heavy traffic in and out of Indianapolis.
 - High potential for future Industrial/Commercial/Residential demand.
- SR 252 which already experiences heavy truck traffic due to quarry operations and highway construction.
- The US 52/SR9 intersection which is primed for growth if a sanitary sewer connection from Morristown can be completed.
- Areas around CR 1200 N and 600 W which, with improvements, would provide an important regional connector to Mt. Comfort Rd. in Hendricks County and US 40.
- Pleasant View, which currently boasts a small industrial complex and has appropriate heavy industrial zoning along with the following important features.
 - Interstate Access
 - Municipal water access
 - Nearby sanitary sewer access

KEY ECONOMIC DEVELOPMENT PRINCIPLES FOR SHELBY COUNTY

Marketing and Branding

Economic development is often the strongest unifying force among various facets of a community. Economic opportunity can be used as a framework to bring together and organize disparate interests into and articulate and unique community story. In order to compete with other regions and communities economically Shelby County must work to develop and hone its story into a compelling differentiator from regional and global competition. Specific ways Shelby County can market itself include:

- Coordinate with Shelbyville and other communities to form a strong regional partnership and create a well- organized regional marketing strategy.
- Convey the county's story through a clear vision for what the county would like to achieve in the future and the unique aspects of the local economy.
- Create a well-designed website and other promotional materials to serve as the first point of contact for site selection and decision-making processes.
- Use visibility along the I-74 corridor as a key strategic marketing platform for what Shelby County has to offer.

Promoting Tourism

Attracting external disposable income into the region is a key aspect of growing and supporting the local economy, especially for retail establishments. An increase in tourism activity can boast strong advantages for the region and pay dividends for the county. The County's location along the I-74 corridor near Indianapolis and Cincinnati along with the

abundance of cultural and natural resource assets make identifying, developing and capitalizing on unique tourism assets an important way to increase visitor traffic throughout the county. Some cultural and natural resource assets that Shelby County should promote include: 4H Fairgrounds, Big Blue River, regional trail systems from the City of Shelbyville and adjacent counties and unique town centers.

Quality of Place

In order to experience strong economic development success communities must also implement strategies to enhance their attractiveness for livability. Numerous metrics are used to gauge relative quality of place, but they generally include:

- Quality K-12 education systems
- Higher education opportunities
- Diverse healthcare options
- Diverse neighborhoods
- Strong public safety factors
- Sufficient density to support certain local services
- Specific amenities such as individual sports facilities, trails, public gathering spaces, and recreation areas
- Local and regional shopping and restaurants
- Community activities and culture
- Community heritage

People are choosing to move to communities that offer high proportions of quality of life amenities. Businesses and industries are selecting communities with these assets because these places are where their next generation of talented employees would like to live. Communities with a high quality of life are experiencing an economic renaissance more rapidly

than other communities across the country.

Small Business Development

Small businesses play a leading role in local economic development across the nation. According to the United States Small Business Administration:

- The 28 million small businesses in America account for 54 percent of all U.S. sales
- Small businesses provide 55 percent of all jobs and 66 percent of all net new jobs since the 1970s
- Small businesses represent 99.7 percent of all employer firms
- Since 1995, small businesses have generated 64 percent of new job growth in the United States

Many of the farms and agriculturally based businesses within Shelby County are small, local businesses. While good economic development focuses on an aggressive approach to attracting and retaining a diverse business base in the area, it is unlikely that the county can remain economically sustainable without a strategy to encourage the creation of, and support for, the growth of small businesses.

Small businesses are also important for connecting to the millennial generation, young professionals and the creative class of entrepreneurs that tend to be more involved with small businesses. Much of local economic growth is connected to the success of small businesses and small business owners tend to live within the community they work in. This helps support the local tax base and increases corporate citizens and volunteers within the community.

Existing Business Retention/Expansion

Existing business retention and expansion typically nets more local investment than large business attraction. Many statistics show that up to 70 percent of job growth in a community comes from existing businesses, not new businesses. Helping existing businesses grow and expand helps expand and stabilize the local economy and foster a sense of community stewardship in the businesses themselves. Therefore, business retention and expansion will help ensure long-term economic stability.



Photo source: HWC Engineering

Streamlined Administration

Much of Shelby county's success in economic development will hinge upon how well development and redevelopment projects are internally managed. Important ways this can be improved include:

- Efficiently and effectively establishing local policy
- Internally managing plan reviews
- Ensuring timely responses to information requests
- Coordinating local resources and data gathering
- Leading local zoning/development review
- Managing economic development projects

Facilitating successful process management requires the correct resources to be allocated in the correct manner. Pre-zoning specific property uses, developing public private partnerships, establishing economic development/redevelopment areas and developing a fast-track internal review process are all methods which will prepare the county for future economic success. Some of this work has already been completed in Shelby County but work remains to to be able to maximize future efficiency.



Photo source: HWC Engineering

Public/Private Partnerships

Modern economic development requires a combination of both public and private investment to be successful. Public/private partnerships can take many forms, but are ultimately successful when a common vision is implemented in a more efficient and cost-effective manner than may exist without such coordination, limiting risk to both parties as much as possible. Public/private partnerships may result in the construction of needed infrastructure, vertical construction of buildings for sale or lease, development of public amenities such as parks and open spaces, or in cross marketing and competitive incentivization to targeted business types. Whichever approach is chosen, such partnerships are key to attracting new development opportunities desired in Shelby County.

Regional Geographic Position

The Interstate 74 corridor is a tremendous opportunity which has been underutilized for long-term growth in Shelby County. This corridor must be used to strengthen Shelby County's future position in the region. Due to Shelby County's strategic position between the Cities of Indianapolis and Cincinnati, the I-74 corridor provides the opportunity to become a destination to serve and be served by both metro regions. This strategic position expands potential economic development targets that may find "mid-point" locations attractive and enhances regional potential for new residential development, supporting families that need proximity to both cities. Stakeholder feedback helped identify this corridor as one of the most desired locations to encourage new housing, retail and commercial activity. This strategy offers a dual advantage for Shelby county by also focusing development into portions of the county where it is most appropriate and reducing pressure on prime agricultural lands for similar uses.

Regional Policy Coordination

Coordination and collaboration with other jurisdictions within and adjacent to Shelby County are important to establishing an integrated and coordinated regional economic development policy. Cooperation with incorporated areas such as Morristown, Fairland and Shelbyville are important as well as coordination with not-for-profit organizations such as the Blue river Community Foundation and the Shelby County ECDC. Future success at the county level is essentially tied to a unified and cooperative economic development policy that is recognized amongst all agencies. This will ensure that the proper messaging, business outreach, business retention and business attraction efforts are implemented among all involved stakeholders.

Cross County Connectivity to Interstate 65

When connected, the CR 400 corridor will provide a new primary connection between I-74 in Shelby County and I-65 in Johnson County. This connection is important because it allows for an alternate route between these corridors that bypasses heavy traffic in Indianapolis. Taking advantage of this new connection will be important for the long-term economic success of the Shelby County region. This also provides tremendous opportunities for the Town of Fairland to strategically position itself as an important anchor for new development and redevelopment activity on the Shelby County end of this route.

High Speed Data Connectivity

In today's economic climate, access to high speed internet is as critical to business attraction efforts as is the availability of sewer and water infrastructure. Planning participants repeatedly mentioned the need to expand high speed data connections county wide. Partnering with data service providers to expand services throughout the county provides a unique opportunity to use broadband connectivity as a strategic advantage and differentiator within the region. This data connectivity is also important for Shelby County to be an attractive destination for future residential growth.

Community Gateways

Appropriate community gateway enhancements are key to the long-term economic success of Shelby County. The collection of uses that are present at an interchange or primary transportation gateway sets a critical tone for the experience that takes place for visitors to the community. This experience may ultimately result in a person choosing to return to Shelby County after a first visit or spending more time in the community with each visit. Furthermore, the look and feel of a gateway often determines whether a consumer makes that first visit at all. The current gateway areas within Shelby County do not create the inviting, progressive image desired by the community and they do little to encourage visitors to continue their drive into the community in order to experience other local assets like downtown Shelbyville. Future development, and the quality and character of the primary gateways into the county will need to be improved to help drive regional economic development opportunities.

ECONOMIC DEVELOPMENT (ED) GOALS + STRATEGIES

HOW CAN SHELBY COUNTY ENHANCE ITS ECONOMIC AND REGIONAL ADVANTAGE?

The following pages introduce the future goals and strategies related to Shelby County's Economic Development (ED). Each goal represents a specific area to focus on for future change and improvement. Strategies represent individual steps that can be completed to help achieve each goal. All of the goals and strategies presented here are also contained in the Action Plan at the end of the document. The Action Plan also includes more detailed information on targeted completion time frames. It is important to remember that the goals and strategies shown in each section of the plan represent the culmination of many different ideas and opinions collected, discussed and vetted during the planning process. There will undoubtedly be additional strategies identified as important over time as this plan is implemented and updated.

ED GOAL 1

Attract new residents, business and employers to key parts of the county.



STRATEGY ED1.1: Encourage development of commercial/retail, multi-family, and single family housing along the I-74 corridor.



STRATEGY ED1.2: Identify and target specific areas for residential development along the I-74 corridor in Moral Township.



STRATEGY ED1.3: Identify and promote compact residential development in Moral Township along the I-74 corridor.



STRATEGY ED1.4: Encourage housing in existing communities and ensure appropriate amenities are included with new development.



STRATEGY ED1.5: Develop incentives to encourage residential building and development in desired growth locations.

ED GOAL 2

Encourage diversity in business and industry throughout the county.



STRATEGY ED2.1: Research key desirable market sectors and actively recruit and attract prospects to locate within the county.



STRATEGY ED2.2: Enhance agricultural research.



STRATEGY ED2.3 Identify Industrial development locations.



STRATEGY ED2.4: Encourage development of alternative energy production facilities in sparsely populated areas and in industrial areas along the I-74 corridor.





08

FOCUS AREAS

FOCUS AREAS

EFFECTIVELY DIRECTING RESOURCES

One of the primary policy recommendations coming from the planning process is one of welcoming growth in appropriate portions of the county. Some of the primary considerations for determining where new growth should be encouraged include existing development, existing roadway infrastructure, and the current availability of some of the required utility infrastructure. As goals were being developed there were three areas of the county that were consistently mentioned as areas where many of the desired factors were already in place to welcome future growth and development. Those three areas are identified on the map to the right and in the list below:

- Focus Area #1- The Northwest Corner
- Focus Area #2- The Southwest Corner
- Focus Area #3- Fairland Drive/ I-74

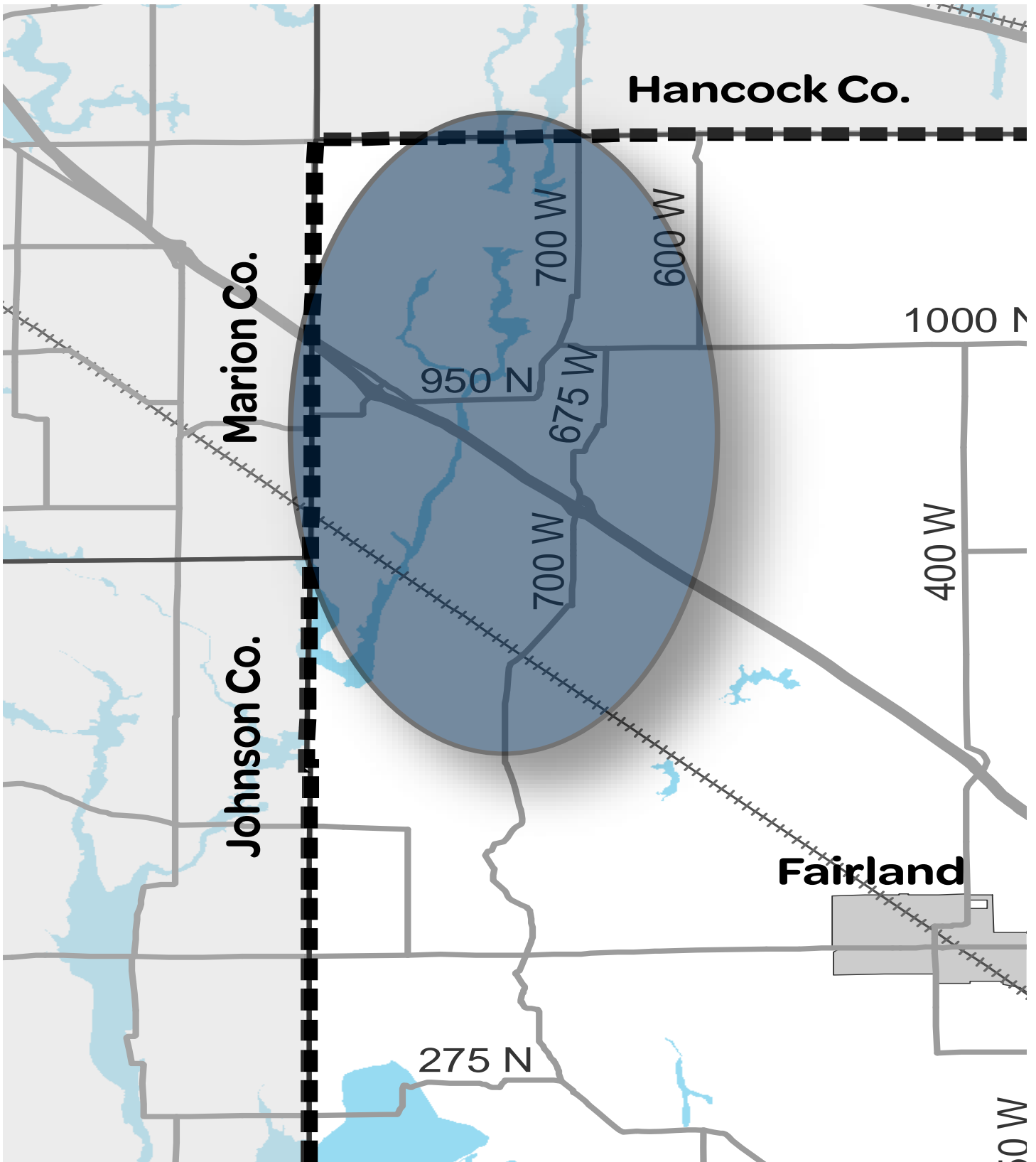
These three focus areas are discussed in greater detail in this section of the plan. One noticeable feature shared among all three of these areas is their location relative to the two major interstates that run through Shelby County, I-74 and I-65. Because of their prime location they have already seen some growth and development since the completion of the last plan. As Indianapolis metro growth continues to move closer to surrounding counties these locations should offer early opportunities for the county, and nearby communities, to leverage existing physical attributes for the attraction of future public and private investments. These areas will likely attract investors due to their accessibility and visibility from interstate traffic.

SMART AND STRATEGIC EFFORTS

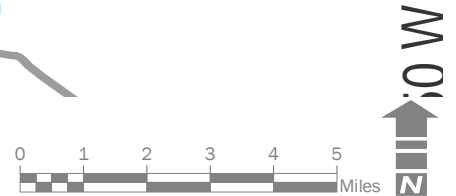
Focusing investment on areas of the county that are best suited for development and strategic growth allows for smart planning and allocation of limited county resources. Utilizing the existing Indianapolis and Columbus metropolitan planning areas that reach into Shelby County is one way to better allocate resources and identify projects. Focus Area #1 and focus Area #2 are located within the MPA where funding can be available for transportation infrastructure projects. Cooperating with the regional MPO gives Shelby County advantages to attract additional money for certain improvements, stretching the effectiveness and return on local dollars spent on qualifying projects.

PAGE INTENTIONALLY LEFT BLANK

FOCUS AREA #1 - NW CORNER



- Legend**
- Incorporated Area
 - County Boundary
 - Floodplain



FOCUS AREA #1

NORTHWEST CORNER

FOCUS AREA #1 INTENT:

Provide an updated vision for the future of this interchange area which has been identified as a key opportunity for both Shelby County and the City of Shelbyville.

INFLUENCING FACTORS:

Indianapolis Metropolitan Planning Area

- Part of MPA where potential funding opportunities can aid in infrastructure improvements.

Utility availability

- Water and sanitary services able to be extended along I-74.
- Natural Gas and Petroleum line runs through area.
- Electric available along I-74.

Schools

- Northwestern Consolidated School District – Triton Schools located just outside of Fairland town limits.

Transportation/logistics

- Existing industry/commercial development, airport proximity, and I-74 access.

Existing Land Uses

- Commercial and light industrial uses (trailer sales, electric servicing, farm equipment manufacturing and sales, pump and mechanical equipment manufacturing and sales).
- Single-family residential subdivisions offer rural living in a managed area.
- Buck Creek Winery is an entertainment focal point.

Location

- Adjacent to Marion County and near highly populated areas.

Land availability

- Large segments of land are currently used for agricultural production available for future development.
- Significant portions of open land are classified as prime farmland – creates a direct conflict with county land use goals for preserving prime farmland.

Public safety

- Moral Township Fire Department serves this entire area. Fire Department training facility is located in this area.

CHALLENGES AND OPPORTUNITIES:

CHALLENGES:

Complete Transportation Network

- Need for county roads to connect to interchange to ensure a complete transportation network to and from I-74.

Floodplains

- A floodplain outlines sugar creek that runs along London Road by the I-74 interchange. Development would be ideal at this interchange for highway accommodation and services, however, floodplain mitigation would be required for development of this interchange.

Utilities

- Lack of access to water and sewer facilities and aging septic systems

Public safety

- Lengthy current emergency response times.

OPPORTUNITIES:

Gateways

- First interchanges off I-74 into Shelby County- an opportunity to market Shelby County communities make this a prime location for increasing/encouraging development for job creation. Job creation may also boost residential growth.

Floodplains

- High potential for enhanced recreational and agricultural development options in flood prone portions of the study area.

Soils

- Development potential of areas that are not identified as prime farmland along Sugar Creek.

I-74

- I-74 has the highest regional traffic volumes of any other roadway – this drives development potential for areas within a few miles of the interchange with easy access.
- High desirability for travel related services and attractions.
- Interchange access creates potential high value development opportunities.

Railroad

- Railroad travels parallel to I-74 to Indianapolis- this is a major transit opportunity for industry attraction.

Land uses

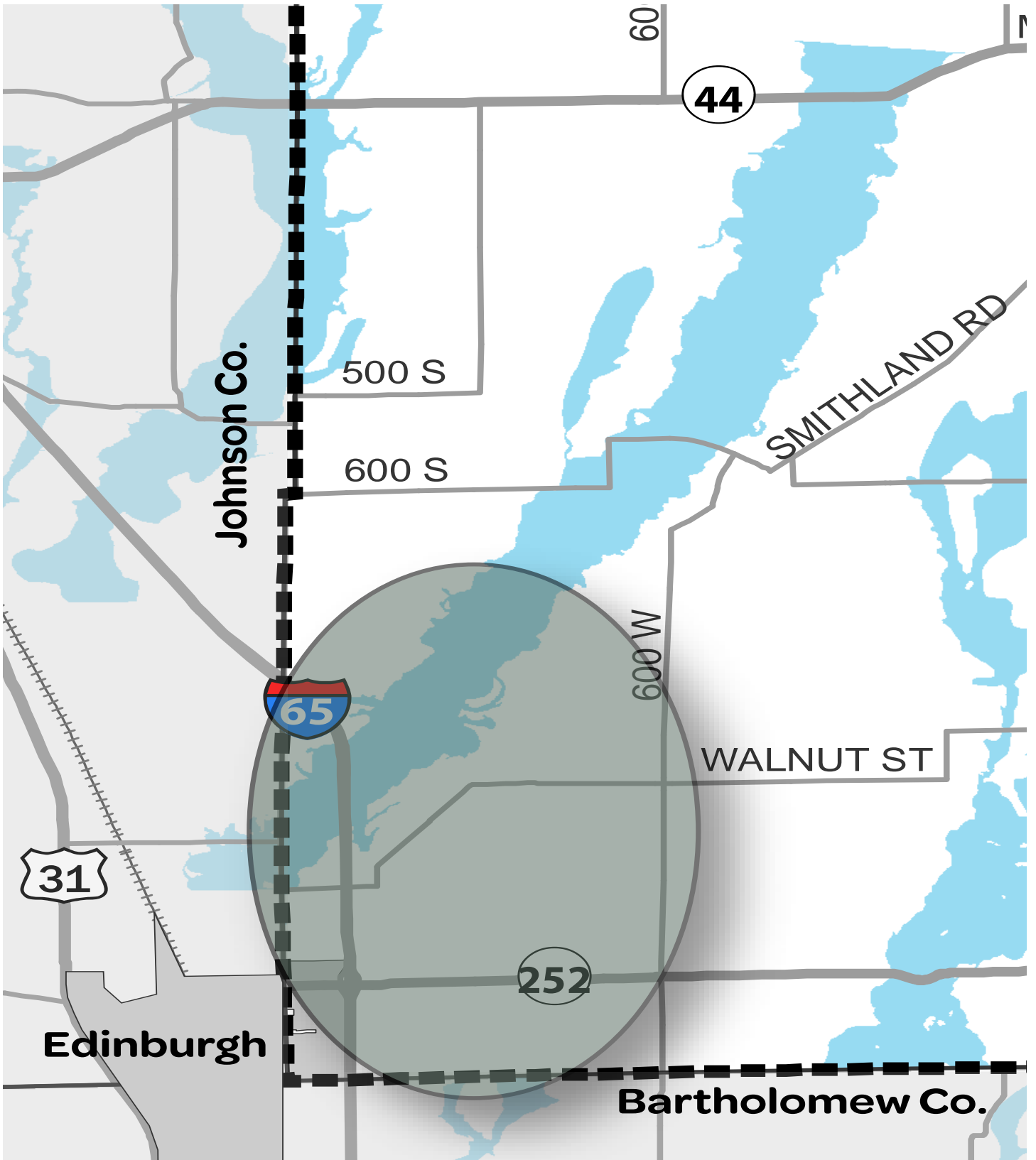
- Attractive area for residential development- just outside of Marion County, close to highway networks (I-65, I-465, I-74).

RECOMMENDED NEXT STEPS:

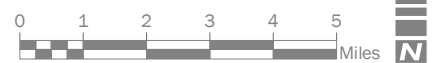
- 1. Cooperate with Indy MPO for project inclusion and future funding applications.**
- 2. Build county partnerships for future development potential- focus on residential and commercial opportunities utilizing non prime farmland and suitable soil conditions as development opportunities.**
- 3. Target residential, commercial, and industrial development near existing interchanges.**
- 4. Take advantage of the gateway opportunity into Shelby County; utilize this portion of the county as a highly visible marketing opportunity for Shelby County and its communities.**
- 5. Encourage the extension of public water & sewer facilities to this area.**
- 6. Take advantage of the opportunities associated with the floodplain and encourage floodplain mitigation in areas targeted for development.**

PAGE INTENTIONALLY LEFT BLANK

FOCUS AREA #2 - SW CORNER



- Legend**
- Incorporated Area
 - County Boundary
 - Floodplain



FOCUS AREA #2

SOUTHWEST CORNER

INTENT:

- Develop a master plan for future development patterns and intended character for this portion of Shelby County. This intersection serves as the primary southern gateway into the county along the Indiana 252 corridor from Franklin and I-65 in Johnson County.

INFLUENCING FACTORS:

CAMPO – Columbus Area Metropolitan Planning Organization

- Part of 20-year transportation plan and identifies key transportation projects where funding may be available for Shelby County.

I-65 Corridor

- I-65, that connects Indianapolis to Louisville, is a major commerce corridor that attracts many vehicles and many industries which only consider locations near this major interstate.

Town of Edinburg

- The Town of Edinburg is primarily located on the western side of I-65 but portions of the town are located within the southernmost corner of Shelby County.
- Edinburg is a destination as it provides jobs to industry and retail as well as residential opportunities.

Land Availability

- Large portions of available undeveloped land at the I-65 and S.R. 252 interchange.

Drainage and Soils

- No significant drainage issues exist in this portion of Shelby county, however portions of land immediately outside of Edinburg's city limits are prime farmland areas .

Utility Availability

- Existing utilities are available to extend from Edinburg and along S.R. 252.
- Natural gas and petroleum are available in this area.

INCLUSION OF CAMPO

The Columbus Area Metropolitan Planning Organization (CAMPO) is located within this small area of Shelby County. The advantages of having the CAMPO is that the organization, like the Indianapolis MPO, creates and budgets a 20-year transportation plan and identifies key transportation projects that benefit the entire CAMPO area. With a major interstate running through this area, any new development and investment will require funding from Shelby County to provide proper infrastructure to developable areas. In order to reduce the burden of funding these improvements solely from the county, submitting projects for future infrastructure needs to the CAMPO can help qualify funding opportunities towards these projects.

CHALLENGES AND OPPORTUNITIES:

Challenges

Clearly Defining a Vision for the Future of the Area

- Planning ahead for Edinburgh and S.R. 252 growth.

S.R. 252

- Heavy truck traffic from SR 252 generates significant heavy traffic on surrounding county roads, many of which were not designed to handle high volumes and heavy loads.
- There has been some discussion about possible relinquishment of S.R. 252 by INDOT; the positives and negatives associated with this need to be discussed in further detail.

Opportunities

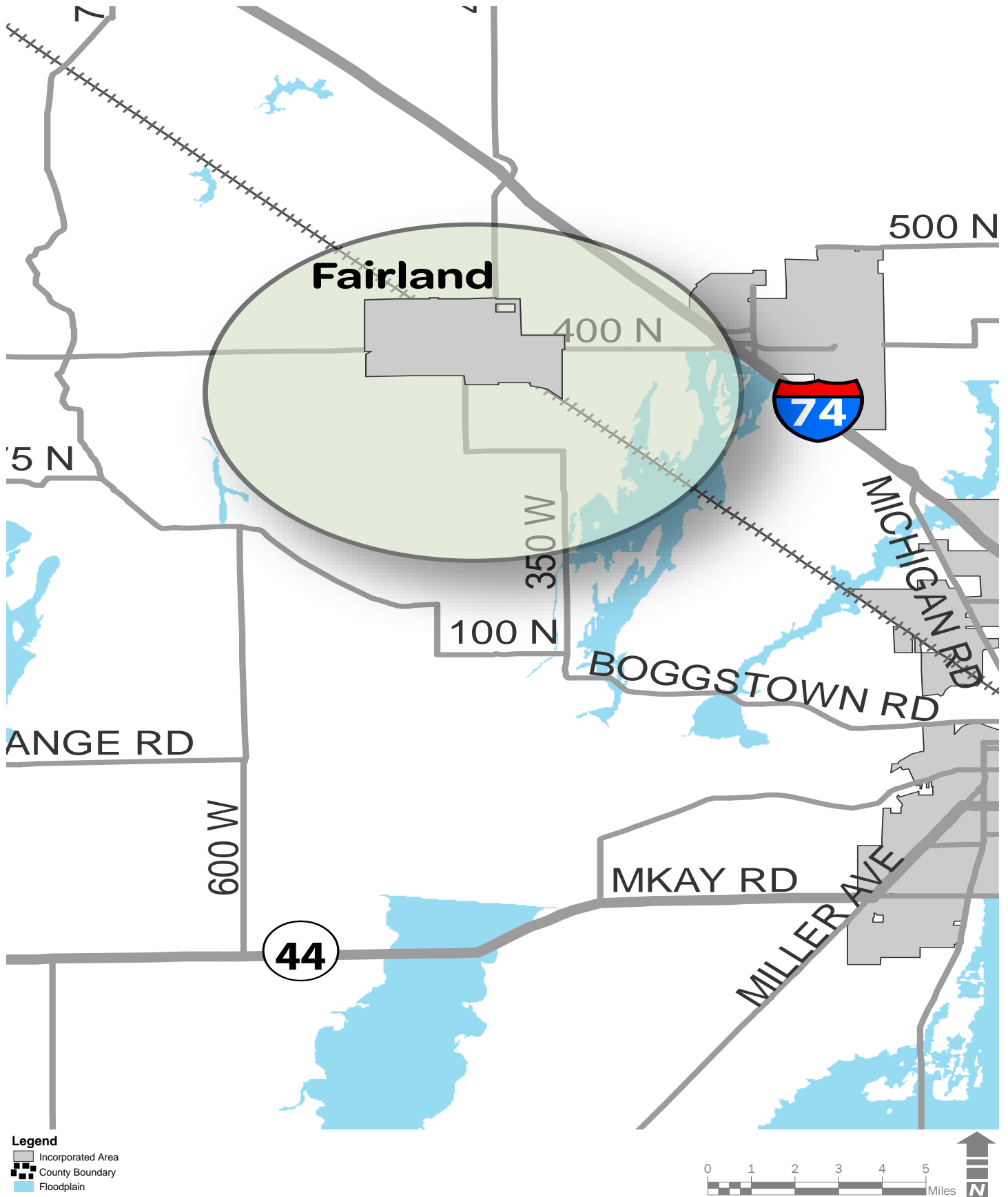
- Jobs and services in Edinburgh and access to I-65 provide opportunities for residential and commercial growth.
- Current zoning already allows for some of these desired uses.
- CAMPO provides funding opportunities.

NEXT STEPS:

- 1. Identify desired land uses for this area and develop an overlay to provide more detailed future land use policy.**
- 2. Encourage additional single-family residential development in this area. Define the desired character and development standards for future residential construction.**
- 3. Encourage commercial and retail development near the I-65 interchange to service area residents and commuters.**
- 4. Designate desired truck traffic routes on county roads servicing quarries along S.R. 252. Develop new roadway standards for these routes that can safely accommodate heavy truck traffic.**
- 5. Encourage the extension of public water and sewer facilities to this area.**

PAGE INTENTIONALLY LEFT BLANK

FOCUS AREA #3 - FAIRLAND RD./I-74



FOCUS AREA #3

FAIRLAND/I-74

INTENT:

- Provide an updated vision for the future of this interchange area
- Framework for updates to this focus area plan was established within the Shelbyville 2008 Fairland Exit Small Area plan - much of the background work developed in that study was used to formulate the assumptions and recommendations here.
- Identify a direction for further definition of future improvements which will help further define aesthetic, land use, and functional updates.

INFLUENCING FACTORS:

Shelbyville

- This location was also identified as a focus area of the recently completed City of Shelbyville Comprehensive Plan.

I-74

- I-74 traffic volumes has attracted previous retail, commercial, and restaurant development.

Fairland

- Incorporated town under County planning jurisdiction.
- Aging development with no access to water/sewer services.

Casino and Race track

- Indiana grand racing and casino is located in the northwest quadrant of the interchange.
- One of the largest tourism attractions in the state of Indiana.

Current Land Use Mix

- The existing mix of land uses is indicative of the types of future development which could be attracted to this interchange and corridor.

- This includes commercial, restaurant, and traveler convenience business types, and those accommodating the Casino immediately adjacent to the interchange

C.R. 400 extension

- Plans to extent to I-65/Worthsville road in Johnson County

Tom Hession Drive

- Significant investment in the first phase of Tom Hession.

Floodplains

- A floodplain runs through this area, north of interchange intersection.

Brownfields

- Former gas station properties located in the area have a high likelihood of contaminated underlying soils.

CHALLENGES AND OPPORTUNITIES:

CHALLENGES:

Existing Uses

- Distressed/dilapidated properties detract from the character and positive image of the community.
- Redeveloping poorly maintained properties into desirable and higher value uses could take significant time.
- Deficient access to sewer services, many rely on degrading septic systems.
- Shelby County's industrial heritage has dotted the landscape with Brownfields.

Floodplains

- Floodplain mitigation would be required to develop property east of Fairland.

Transportation Networks

- Heavy truck traffic utilizing Brandywine Road.

Airport

- Safe zones/protection boundaries around the airport limits development potential north and south of the airport. – this is clearly defined in the airport compatibility overlay zoning.

OPPORTUNITIES:

Creating Distinct Local Character

- A large number of vehicles pass through the Town of Fairland along CR 400 N on a daily basis. The visibility of Fairland provides an opportunity to attract investment into the community.

Transportation Networks

- Highly visible interchange and high traffic volumes creates high value location for new development interest.

Utilities and Zoning

- The availability of utility services along with existing local zoning classifications provides low barriers of entry for new development in this area.

Corporate Boundaries

- Large portions of the available land surrounding this interchange are outside of the current Shelbyville corporate boundaries.
- Because of the opportunities and common interests within this focus area there are many good opportunities for county/city collaboration that can net positive and far reaching regional benefits.

Tom Hession Drive

- Tom Hession drive has opened up new areas for industrial growth.
- Opportunities for the county to reap development interest because of the successes at Tom Hession.

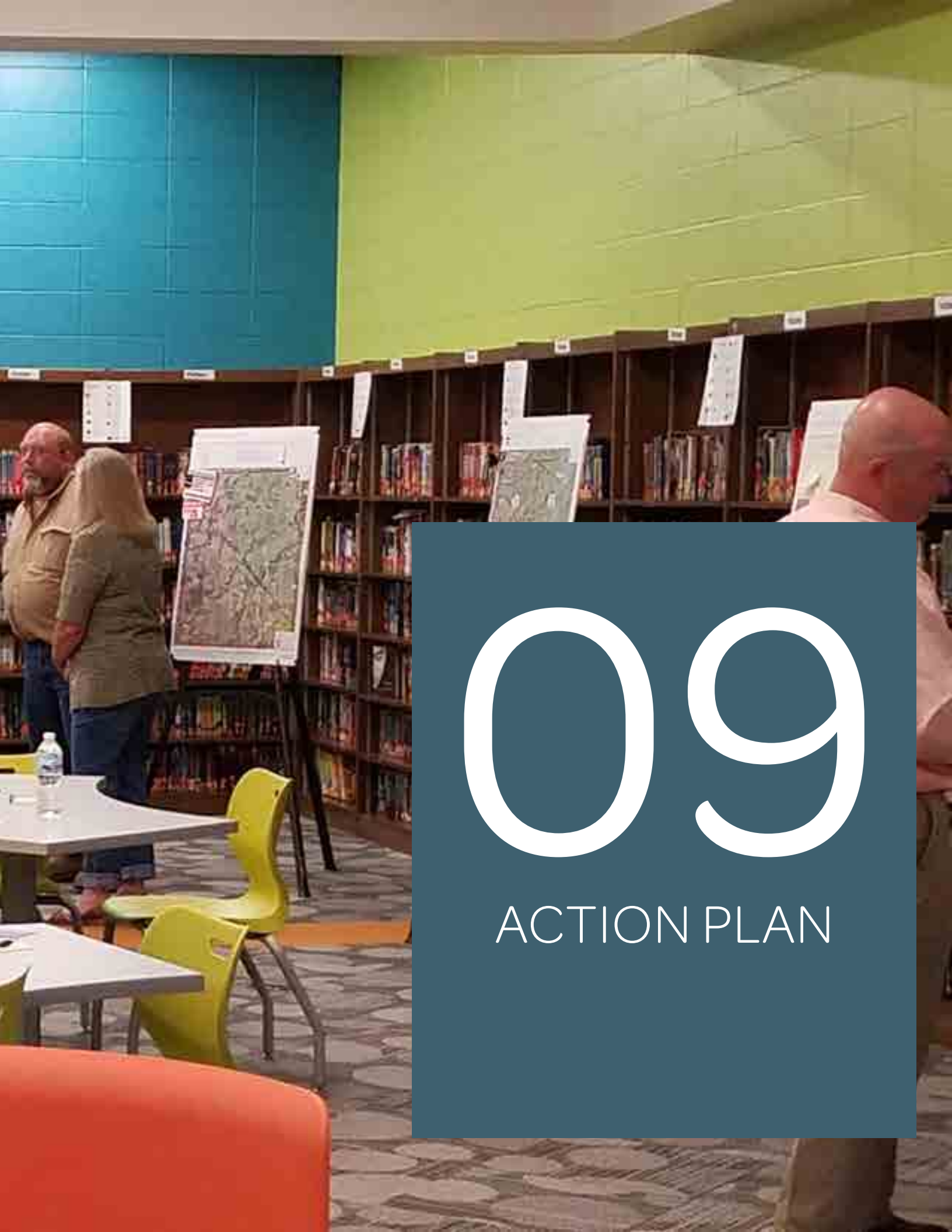
Floodplains

- Floodplain restrictions do not necessarily preclude development of recreational facilities.
- High potential for enhanced recreational and agricultural development options in flood prone portions of the study area.

NEXT STEPS:

- 1. Work with Johnson County officials on a committed timeline for completing the C.R. 400 extension through to I-65.**
- 2. Develop a detailed planning study for desired land uses and development patterns surrounding Fairland and along the C.R. 400 corridor.**
- 3. Collaborate with Fairland on plans for transitioning the town to a stand alone planning entity.**
- 4. Cooperate with the City of Shelbyville to study and implement future regional gateway treatments and corridor enhancements within this focus area.**
- 5. Encourage the extension of public water and sewer facilities to this area.**
- 6. Take advantage of the opportunities associated with the floodplain and encourage floodplain mitigation in areas targeted for development.**
- 7. Encourage compliance with and enforce property maintenance and design guidelines.**





09

ACTION PLAN

ACTION STEPS



COMMUNITY CHARACTER (CC)

GOAL 1: FOCUS ON REINVESTMENT AND IMPROVEMENT WITHIN EXISTING POPULATED AREAS AND RURAL TOWN CENTERS

	ACTION	TIMELINE
STRATEGY CC1.1	Provide opportunities for future regional marketing efforts with incorporated areas of the county and regularly share plans for improvements and growth with residents.	Ongoing
STRATEGY CC1.2	Develop a plan to incrementally improve blighted areas in unincorporated towns and populated areas.	Long-Term
STRATEGY CC1.3	Encourage and support improvements to properties and amenities in communities where it is desired to retain and attract residents.	Ongoing
STRATEGY CC1.4	Work to create additional entertainment and shopping opportunities which appeal to future generations.	Ongoing
STRATEGY CC1.5	Provide opportunities and resources which allow communities to grow in population.	Ongoing

GOAL 2: PROTECT AND PROMOTE OUR RURAL HERITAGE AND AGRICULTURAL ASSETS.

	ACTION	TIMELINE
STRATEGY CC2.1	Promote the county's agricultural heritage, natural resources, and quiet rural lifestyle as unique assets to attract new businesses and residents to Shelby County.	Ongoing



NATURAL RESOURCES (NR)

GOAL 1: DEVELOP IMPROVED ACCESS TO EXISTING NATURAL RESOURCE ASSETS FOR RECREATIONAL ACTIVITIES

	ACTION	TIMELINE
STRATEGY NR1.1	Encourage the use of existing natural assets for recreational activities and tourism development.	Ongoing
STRATEGY NR1.2	Increase the development of public natural areas and fishing sites.	Long-Term
STRATEGY NR1.3	Preserve woodland, wetland, and agricultural resources for future generations.	Ongoing
STRATEGY NR1.4	Work with landowners and other community organizations to develop campgrounds and other outdoor recreational activity areas.	Long-Term

GOAL 2: PROTECT AND ENHANCE LOCAL WATER-BASED RESOURCES, SUCH AS SURFACE WATER, GROUND WATER AND WETLANDS

	ACTION	TIMELINE
STRATEGY NR2.1	Establish protective development buffers surrounding lakes, rivers, wetlands, and other significant hydrological features.	Long-Term
STRATEGY NR2.2	Establish written watershed best management practices for all significant water features.	Long-Term
STRATEGY NR2.3	Protect and enhance the county's land-based natural resources, such as floodplains, wooded areas, riparian areas and soils.	Ongoing
STRATEGY NR2.4	Map out best soil types for development/agriculture for site analysis mapping.	Short-Term



TRANSPORTATION SYSTEM (TS)

GOAL 1: COORDINATE WITH ADJACENT JURISDICTIONS TO IDENTIFY OPPORTUNITIES FOR FUTURE TRANSPORTATION AND EXPANSION OF UTILITIES.

	ACTION	TIMELINE
STRATEGY TS1.1	Plan ahead for an efficient and effective roadway system	Ongoing
STRATEGY TS1.2	Ensure CR 400 N upgrades are completed and work to capitalize on the opportunities the interstate connector provides to Shelby County.	Short-Term
STRATEGY TS1.3	Identify a road system of collectors around the City of Shelbyville (400 N, 600 W, 500 E).	Short-Term
STRATEGY TS1.4	Improve roads and infrastructure to areas identified for future development. Ensure roadways can handle future traffic volumes and vehicle types based on intended and anticipated future uses.	Ongoing
STRATEGY TS1.5	Plan ahead for roadway improvement needs throughout the county including provisions for repairs, upgrades and funding sources.	Ongoing
STRATEGY TS1.6	Implement PASER Rating Studies in order to prioritize transportation improvements where they are needed most.	Short-Term

GOAL 2: SUPPORT THE DEVELOPMENT OF A MORE ROBUST ALTERNATIVE TRANSPORTATION NETWORK THROUGHOUT SHELBY COUNTY.

	ACTION	TIMELINE
STRATEGY TS2.1	Plan ahead to identify a future potential trail that connects potential state and regional trails.	Long-Term



UTILITY INFRASTRUCTURE (UI)

GOAL 1: COORDINATE WITH ADJACENT JURISDICTIONS TO IDENTIFY OPPORTUNITIES FOR FUTURE TRANSPORTATION AND EXPANSION OF UTILITIES.

	ACTION	TIMELINE
STRATEGY UI 1.1	Increase coordination and participation with Indy MPO planning and project efforts	Ongoing
STRATEGY UI 1.2	Identify a road system of collectors around the City of Shelbyville (400 N, 600 W, 500 E).	Short-Term
STRATEGY UI 1.3	Improve communication with surrounding counties	Ongoing
STRATEGY UI 1.4	Maintain continuous cooperation and coordination between the City of Shelbyville and Shelby County on future development goals/projects.	Ongoing
STRATEGY UI 1.5	Improve the primary gateways into the county along I-74 and I-65 to make them more efficient and noticeable.	Short-Term

GOAL 2: PROVIDE UTILITY INFRASTRUCTURE SUPPORT AND COORDINATION RESOURCES TO SUPPORT TARGETED GROWTH

	ACTION	TIMELINE
STRATEGY UI 2.1	Identify and plan ahead for where utilities are located and where future expansion should be located as indicated on Future Land Use Map.	Short-Term
STRATEGY UI 2.2	Make needed investments (upgrades, utility infrastructure, high speed internet, etc.) to areas where growth is being promoted.	Long-Term
STRATEGY UI 2.3	Provide utilities to areas for residential growth.	Long-Term
STRATEGY UI 2.4	Encourage the expansion of broadband internet access across the entire county.	Long-Term
STRATEGY UI 2.5	Invest in critical infrastructure needs within targeted growth areas.	Ongoing
STRATEGY UI 2.6	Encourage Infrastructure investment and development along the I-74 corridor as identified on the Future Land Use Map.	Long-Term
STRATEGY UI 2.7	Encourage residential development within a walkable distance to schools offering a diverse, high quality education.	Long-Term



LAND USE (LU)

GOAL 1: WELCOME AND PROMOTE FUTURE DEVELOPMENT IN AN APPROPRIATE AREAS OF THE COUNTY.

	ACTION	TIMELINE
STRATEGY LU1.1	Balance development patterns and character with available transportation and utility resources and existing character context.	Ongoing
STRATEGY LU1.2	Encourage additional development of residences, recreational venues, industries, and retail establishments in areas which will benefit currently populated portions of the county.	Ongoing
STRATEGY LU1.3	Identify and promote development areas for all major land use types identified on the Future Land Use Map.	Short-Term
STRATEGY LU1.4	Clearly identify appropriate future land uses in fringe areas around Shelbyville.	Short-Term
STRATEGY LU1.5	Actively recruit investment at identified prime locations/ destinations/ opportunity areas.	Ongoing
STRATEGY LU1.6	Focus resources on areas having infrastructure that will support development and encourage transition of developed areas without infrastructure to agricultural uses.	Ongoing

GOAL 2: ENSURE FUTURE DEVELOPMENT DECISIONS ENHANCE AND DON'T DETRACT FROM THE COUNTY'S RURAL CHARACTER AND AGRICULTURAL FUNCTION

	ACTION	TIMELINE
STRATEGY LU2.1	Preserve prime farm land and agricultural road frontage in rural areas of the county.	Ongoing
STRATEGY LU2.2	Conserve agricultural land.	Ongoing
STRATEGY LU2.3	Implement a regional watershed plan to ensure runoff and other potential development impacts don't conflict with agricultural production.	Long -Term

GOAL 3: ENCOURAGE RE-INVESTMENT AND IMPROVEMENT WITHIN OUR EXISTING CITIES AND UNINCORPORATED TOWNS FIRST

	ACTION	TIMELINE
STRATEGY LU3.1	Provide opportunities for future regional marketing efforts and regularly share plans for improvements and growth with residents.	
STRATEGY LU3.2	Focus on improving blighted areas in towns and other areas populated throughout the county	
STRATEGY LU3.3	Encourage and support improvement decisions in communities which will retain and attract residents.	
STRATEGY LU3.4	Work to create additional entertainment and shopping opportunities which appeal to future generations.	
STRATEGY LU3.5	Provide opportunities and resources which allow our communities to grow their population.	



ECONOMIC DEVELOPMENT (ED)

GOAL 1: ATTRACT NEW RESIDENTS, BUSINESSES AND EMPLOYERS TO KEY PARTS OF THE COUNTY.

	ACTION	TIMELINE
STRATEGY ED1.1	Encourage development of commercial/retail, multi-family, and single family housing along the I-74 corridor.	Ongoing
STRATEGY ED1.2	Identify and target specific areas for residential development along the I-74 corridor in Moral Township.	Short-Term
STRATEGY ED1.3	Identify and promote compact residential development in Moral Township along the I-74 corridor.	Ongoing
STRATEGY ED1.4	Encourage housing in existing communities and ensure appropriate amenities are included with new development.	Ongoing
STRATEGY ED1.5	Develop incentives to encourage residential building and development in desired growth locations.	Short-Term

GOAL 2: ENCOURAGE DIVERSITY IN BUSINESS AND INDUSTRY THROUGHOUT THE COUNTY.

	ACTION	TIMELINE
STRATEGY ED2.1	Research key desirable market sectors and actively recruit and attract prospects to locate within the county.	Ongoing
STRATEGY ED2.2	Enhance agricultural research.	Ongoing
STRATEGY ED2.3	Identify Industrial development locations.	Short-Term
STRATEGY ED2.4	Encourage development of alternative energy production facilities in sparsely populated areas and in industrial areas along the I-74 corridor.	Ongoing

PAGE INTENTIONALLY LEFT BLANK