

# JEFFERSON COUNTY COMPREHENSIVE PLAN

DRAFT 6/5/2020



# Acknowledgments

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**JEFFERSON** COUNTY  
COMPREHENSIVE PLAN





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SECTION

1

# INTRODUCTION





## **IN THIS SECTION:**

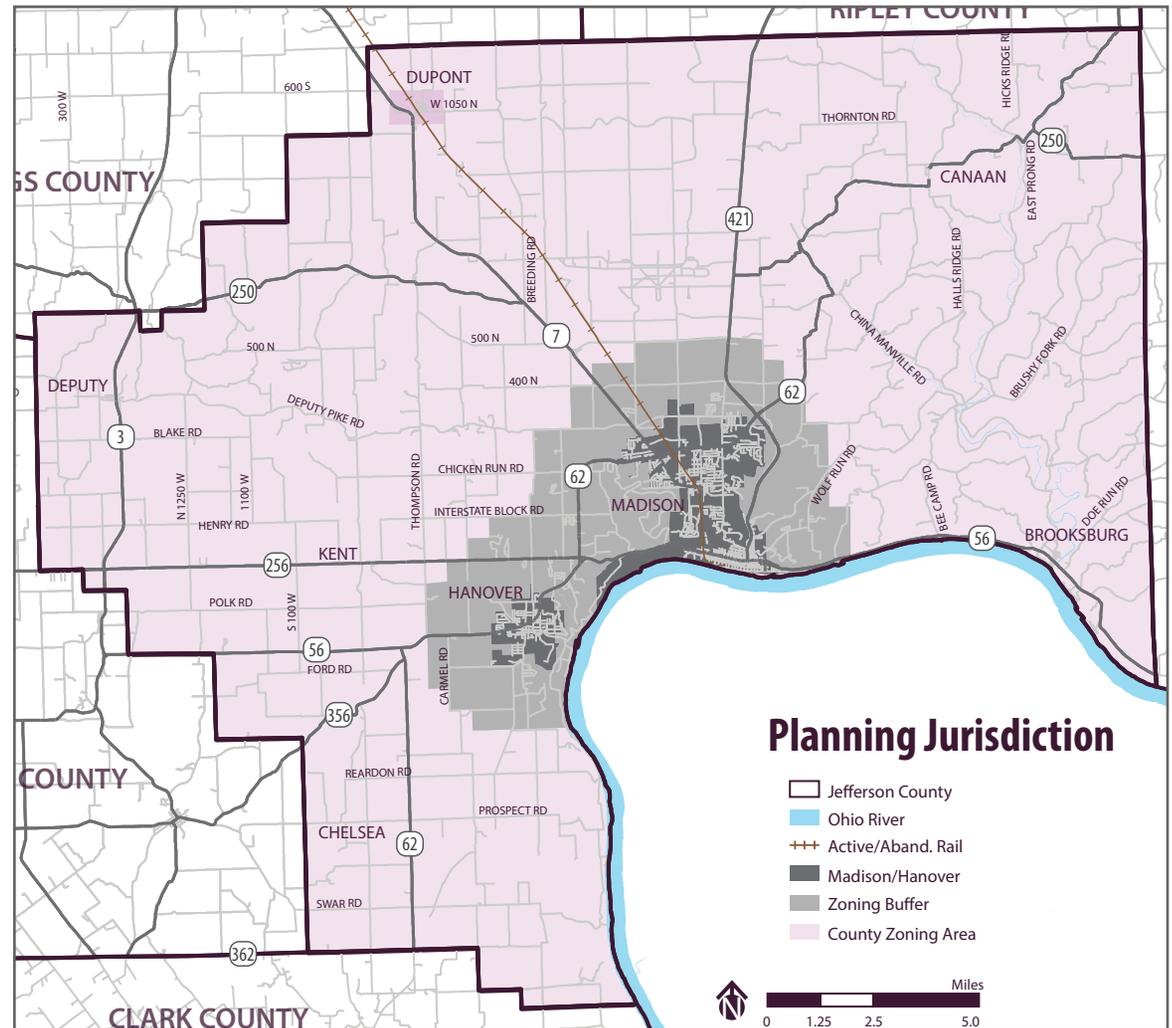
- What is a Comprehensive Plan?
- Planning Process
- Public Input Summary
- Demographic Snapshot

## What is a Comprehensive Plan?

The Jefferson County 2040 Comprehensive Plan provides a foundation for land use decisions and establishes a county-wide vision for future growth and development. This plan is a tool to assist decision makers regarding future policies, programs, and projects that were established based on community input and existing conditions. This comprehensive plan strives to reach beyond guidance for only land use, transportation, and utilities to include recommendations to strengthen agriculture, community services, economic development, quality of life, and more.

## What Areas Does this Plan Cover?

The Jefferson County Plan Commission currently has planning and zoning jurisdiction over everything within the county except areas within Madison city limits, Hanover town limits, and the buffer areas around Madison and Hanover. Both Madison and Hanover administer and have planning and zoning jurisdiction over land within their corporate limits and the buffer areas surrounding each community. However, infrastructure (such as roads), county-wide services/programs, and community issues do not necessarily align with these planning and zoning jurisdictions and have been developed with consideration for the entire county.



# Planning Process

The planning process for the Jefferson County 2040 Comprehensive Plan began in June 2019 and was developed over a 14-month period. This planning process included three distinct phases:

## Phase 1: Existing Conditions & Visioning

Phase One involved gathering and interpreting existing physical, demographic, and economic conditions of the county, including current planning efforts in each community. The existing conditions provided the starting point for the plan and hundreds of residents, business owners, and community partners identified issues, big ideas, and future projects. Community input was gathered through an online survey, steering committee meetings, public open house, focus group meetings and was supplemented with input from individual township meetings held by Jefferson County leadership and staff.

## Phase 2: Strategic Planning

Phase Two established the vision, goals, and objectives for Jefferson County based on the information gathered in the previous phase. This included developing recommendations needed to achieve the community’s vision, as well as the major plan elements, such as Land Use & Housing, Transportation & Infrastructure, Economic Development, and Quality of Life/Place. After the goals and objectives were created, a public open house was held for residents to review the plan’s recommendations and provide feedback.

## Phase 3: Implementation Strategies

Phase Three of the planning process included the creation of an implementation action plan for the objectives and recommendations set forth in the previous phase. The implementation plan includes individual action steps that are needed, including timeline, partners, resources, and funding.



# Public Input Summary

Public engagement is the foundation of a successful planning endeavor. Gathering input from residents, businesses, partner organizations, and visitors is crucial in order to understand where Jefferson County wants to be in the future. There were multiple opportunities for public engagement during the planning process that helped shape the goals, objectives, and recommendations of this plan. The following offers a brief snapshot of public engagement from this planning process, and a full summary of all public engagement is included in Appendix B (page 122).



Public Vision Workshop

## 362

Total Participants

## 1,428

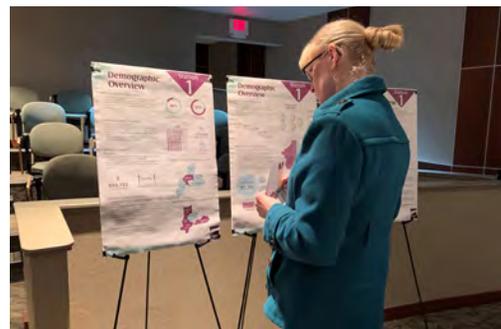
Unique Comments

## 9

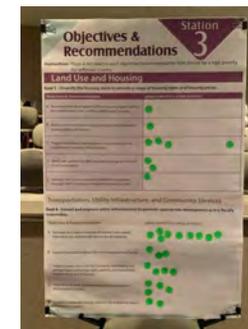
Public Engagement Opportunities



Public Vision Workshop Floor Map Exercise



Public Open House

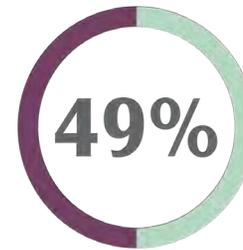
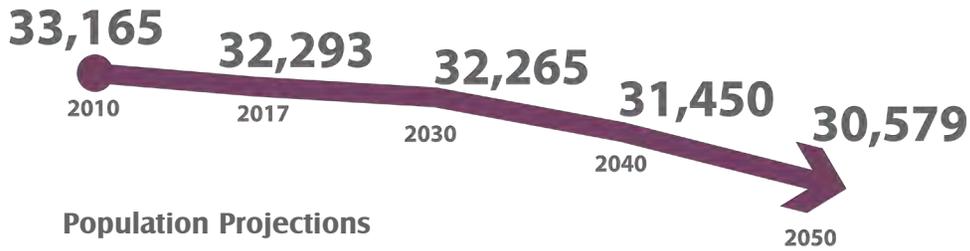


Public Open House Objectives & Recommendations Activity



Analyzing Jefferson County's existing demographic conditions is an essential part of the planning process because it provides an understanding of where the county is today and what trends can be expected in the future. The following provides a brief snapshot of Jefferson County's current (2017) demographic and economic conditions. A full existing conditions analysis can be found in Appendix A (page 96).

# Demographic Snapshot



Population Living in a City, Town, or Place



Median Household Income



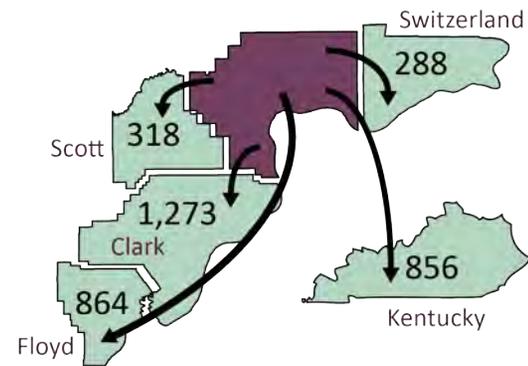
Renter Occupied



Unemployment Rate



High School Degree or Higher (25 and older)



Commuting from Jefferson County

SECTION

2

VISION & GOALS





## **IN THIS SECTION:**

- How is the Plan Organized?
- Vision Statement
- Goals & Objectives
- Plan Elements

## How is the Plan Organized?

This plan is organized into four distinct sections: Introduction, Vision and Goals, Plan Elements, and Implementation Plan.

**Introduction:** The first section of the Jefferson County 2040 Comprehensive Plan describes the planning process in addition to a high-level summary of demographic conditions and public input. It gives a basic background for the plan and identifies where the county is today.

**Vision and Goals:** This section articulates the overarching vision for Jefferson County and includes a vision statement, goals, and objectives. These will help guide growth and development of the county over the next twenty years.

**Plan Elements:** The plan elements (Land Use and Housing, Transportation and Utilities, Economic Development, and Quality of Life and Place) are outlined in this section. Related goals, objectives and action steps are provided for each plan element. Objectives are further explained in this section of the plan and accompanied with precedent imagery, maps, and other graphics. Objectives and recommendations are based on public input and strives to address the major challenges for the county.

**Implementation Plan:** The purpose of this section is to outline action steps to implement the ideas and recommendations presented in the previous section. This section includes an implementation timeline, potential partners, tools/resources, and action step tables. As Jefferson County implements the action steps included in this comprehensive plan, this section should be referenced to determine when the action step should be completed, what partners should be involved, who the leader or champion should be, and what tools or resources are available to support implementation.



## Vision Statement

A vision statement defines the ideals and values a community holds and should capture the desired long-term direction for the community. This is a broad, future-oriented statement that helps frame the goals, objectives, and recommendations identified in this plan. The vision should guide and influence the goals, objectives, and recommendations and provide the basis for future planning decisions. Jefferson County's vision statement can be seen below.

### JEFFERSON COUNTY'S VISION:

“Jefferson County will be an inclusive and welcoming community with strong neighborhoods, thriving businesses, successful agriculture, health lifestyles, distinguished schools, and an exceptional quality of place for all people.”

## Plan Elements

Four themes, or plan elements, emerged as the vision and goals were developed for this plan. These elements fulfill the Indiana Code requirements of a comprehensive plan and organize the goals, objectives, and action steps. The plan elements include:



### LAND USE & HOUSING



### TRANSPORTATION & UTILITIES



### ECONOMIC DEVELOPMENT



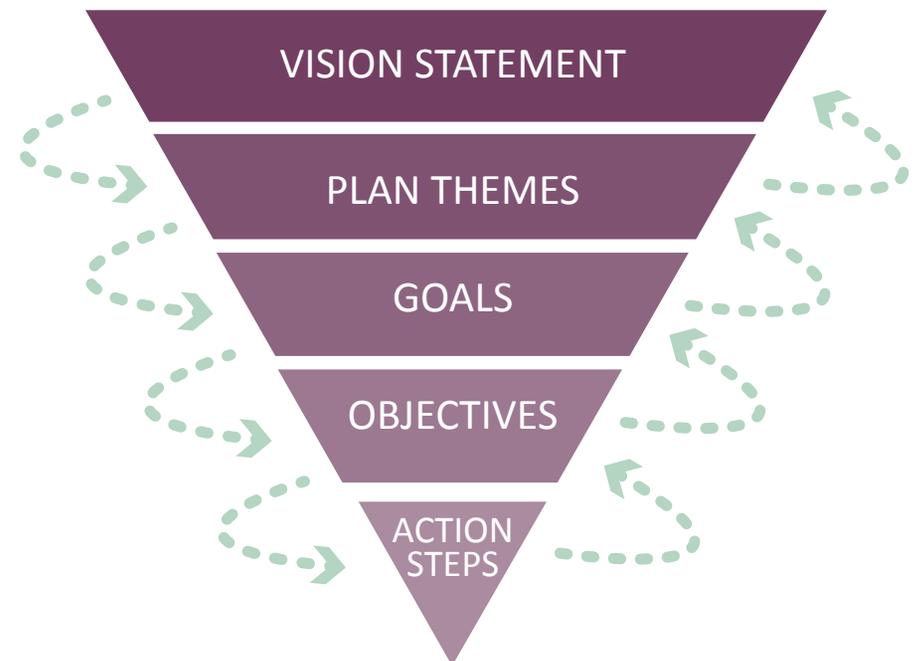
### QUALITY OF LIFE & QUALITY OF PLACE

Within these themes emerged twelve separate goals that were identified as priorities, they were further broken down into the objectives seen on the following pages.

## Goals & Objectives

Goals are intended to be lofty and provide direction on a particular topic or overarching concept such as land use or transportation. Each goal should support and build upon the vision statement but is not intended to describe specific action that needs to be taken. Many issues and ideas emerged from the community to form the goals of this plan. Jefferson County's goals are listed in the following section.

Within each goal, several objectives were developed as part of this planning effort. All were in response to the feedback collected during engagement opportunities and the existing conditions report. While these objectives offer a comprehensive view of the ideas and issues related to Jefferson County, not all can be or should be completed at once.





## LAND USE & HOUSING

### Goal 1:

Support the viability of agriculture in Jefferson County.

- Preserve or incorporate vistas, wooded, scenic, and other environmentally sensitive areas as development occurs.
- Protect agricultural land and support the success of farming and the right to farm.
- Promote and encourage agri-tourism and areo-tourism in Jefferson County.
- Work with partners to attract businesses that are related to and support value-added agricultural in the county.

### Goal 2:

Balance and guide growth and redevelopment in Jefferson County to protect the health, safety, and welfare of the community.

- Reference and implement the Comprehensive Plan for all land use decisions.
- Track progress annually through measurable outcomes and key metrics.
- Revise the county property maintenance ordinances to include 2-mile buffer zone.
- Improve vacant and neglected properties through enforcement and incentives.

### Goal 3:

Diversify the housing stock to provide a range of housing types and housing prices.

- Incentivize the development of new housing types such as low-maintenance and workforce/affordable housing.
- Attract and incentivize housing development tailored for young adults and seniors.
- Target new housing development in areas that can be supported by existing infrastructure.
- Work with partners to offer educational programs for first time homebuyers.
- Promote IHEDA Owner-Occupied Rehabilitation (OOR) program to improve existing housing stock.



## TRANSPORTATION & UTILITIES

### Goal 4:

Extend and improve utility infrastructure to promote appropriate development as it is fiscally responsible.

- Facilitate the implementation of reliable, high-speed internet access and cellular service for all residents.
- Improve sewer service in the county by addressing raw sewage issues, enforcing septic permits, and expanding infrastructure as it is feasible.
- Expand rural water and wastewater infrastructure as development occurs.
- Consider renewable energy options if an additional source of energy is needed.

## **Goal 5:**

**Promote multi-modal connectivity between county and regional destinations.**

- Review and administer roadway standards throughout Jefferson County.
- Expand transportation services for elderly, veterans, and persons with disabilities.
- Partner with organizations to provide after school transportation for programs such as the Boys & Girls Club, school clubs, and school sports.
- Improve the safety and prioritize improvements of local roadways with poor conditions.
- Promote the use and development of local airports for commerce, recreation, and tourism.
- Develop and enforce ordinances for golf carts and ATVs on public roads and/or trails.
- Work with INDOT to enhance access and improve safety with a focus on: access to I-65, widening SR 62, improving the intersections of SR 56 & SR 62, widening SR 56, and constructing a new road from SR 62 to SR 256.
- Provide improved connectivity with trails, bike paths, and sidewalks.

## **Goal 6:**

**Increase the County's ability to respond to emergencies, disasters, and community needs.**

- Clean-up and improve the appearance of the County through a formalized system to dispose large items, county-wide clean-up days, and improved convenience of recycling.
- Enhance police protection in the County through additional staff.
- Continually update the County Hazard Mitigation Plan and Emergency Response Plan administered through the Local Emergency Planning Committee.
- Develop an alternative use for the existing County Jail Facility.
- Improve fire protection and EMS services in areas with poor response times or limited access.



## ECONOMIC DEVELOPMENT

### Goal 7:

**Focus efforts to grow, retain, and attract talent and businesses in Jefferson County.**

- Develop a welcoming culture to residents, visitors, and businesses.
- Work with partners to enhance Jefferson County's regional appeal by reinforcing the county's role as an employment center.
- Attract and incentivize entertainment businesses, restaurants, and retail in Jefferson County.
- Offer programs and resources for local businesses to grow and small business start-ups.
- Create a Youth Council to focus on quality of life initiatives to reduce "brain drain," increase entertainment options, and create an environment to attract young professionals.

### Goal 8:

**Support initiatives that increase opportunities to obtain high-wage jobs.**

- Create internal communication and customer service protocol for business inquiries in Jefferson County.
- Develop a Comprehensive Economic Development Strategy that focuses on target industries, workforce development, and cluster businesses.
- Leverage available economic development tools to provide incentives for growth in jobs.
- Work with the partners to attract diverse high-paying jobs to Jefferson County.
- Continue to develop assets for training and industrial development at the Jefferson Proving Grounds.
- Increase interaction with state and federal military organizations to capitalize on business development centered around regional installations.

### Goal 9:

**Increase educational attainment including High School diplomas, trade certifications, and post-secondary degrees.**

- Work with businesses and all schools in the county to develop programs that provide productive citizens.
- Work with partners to offer local internships and apprenticeships in county government, local businesses, and partner organizations to encourage youth to stay in Jefferson County.
- Support efforts to increase lifelong learning opportunities in Jefferson County.



## QUALITY OF LIFE & QUALITY OF PLACE

### Goal 10:

**Establish Jefferson County as a diverse and welcoming community.**

- Improve visual appeal of gateways in Jefferson County.
- Consider hiring staff focused on media relations and marketing Jefferson County.
- Create a one-stop shop and website for information about Jefferson County.
- **Establish a county-wide Health and Human Relations Commission with members appointed by the County Commissioners.**
- Develop communication and collaboration between community organizations and businesses to facilitate employee involvement in local organizations.

### Goal 11:

**Grow county-wide recreation efforts in Jefferson County.**

- Support the strategic plan, programs, and events facilitated through the Jefferson County Tourism Board.
- Develop and enhance unique recreational amenities for youth, teens, families, arts, and culture such as:
  - Full-Service Camping/RV Facilities
  - Ice Skating Rink
  - ATV/Motorcross Park
  - Outdoor Adventure Activities (zipline, paintball, archery, adventure/obstacle course, etc.)
  - Art Festivals
- Expand use of existing recreational amenities such as the Fairgrounds.
- Expand recreational amenities and programming at Jefferson Proving Grounds.
- Attract businesses that provide recreational entertainment options such as bowling alleys, skating rinks, movie theaters, and river boat trips.
- Market unique tourism opportunities such as aero-tourism and agri-tourism in Jefferson County.
- Partner to expand music venues and attract visiting artists/traveling theaters.
- Create a county-wide arts council that focuses on public art, art education, and local artists.

## Goal 12:

**Provide high-quality assets and programming that contributes to healthy lifestyles.**

- Improve homelessness through the creation of a homeless ordinance, transitional housing, and other support services.
- Work with healthcare providers in efforts to expand mental health services and training.
- Support healthcare providers in efforts to increase health care professionals for elderly, veterans, and serious illnesses.
- Support efforts of local partners to provide access to affordable family planning, women's health, and educational programs.
- Work with healthcare providers and other partners to provide local treatment, prevention, and rehabilitation efforts for addiction and substance abuse.
- **Expand the efforts of the Healthy Communities Initiative to a county-wide focus.**

SECTION

3

PLAN ELEMENTS





## **IN THIS SECTION:**

- Future Land Use Plan
- Land Use & Housing
- Transportation, Utilities & Community Services
- Economic Development
- Quality of Life & Quality of Place



# FUTURE LAND USE PLAN

## Introduction

The Future Land Use Plan is a tool that provides guidance for county officials and decision makers when reviewing proposed land use changes such as a rezoning or map amendments. As new development and growth occurs it is important to minimize land use conflicts and ensure that proposed uses can be supported by municipal infrastructure and services. The Future Land Use Plan includes both the Future Land Use Map and Location criteria in this section. The Future Land Use Map identifies appropriate land use patterns for future growth, and the location criteria outlines additional guidelines that should be considered when development proposals and/or proposed land use changes are brought before the Plan Commission, County Commissioners, or Board of Zoning Appeals.

## Future Land Use Map

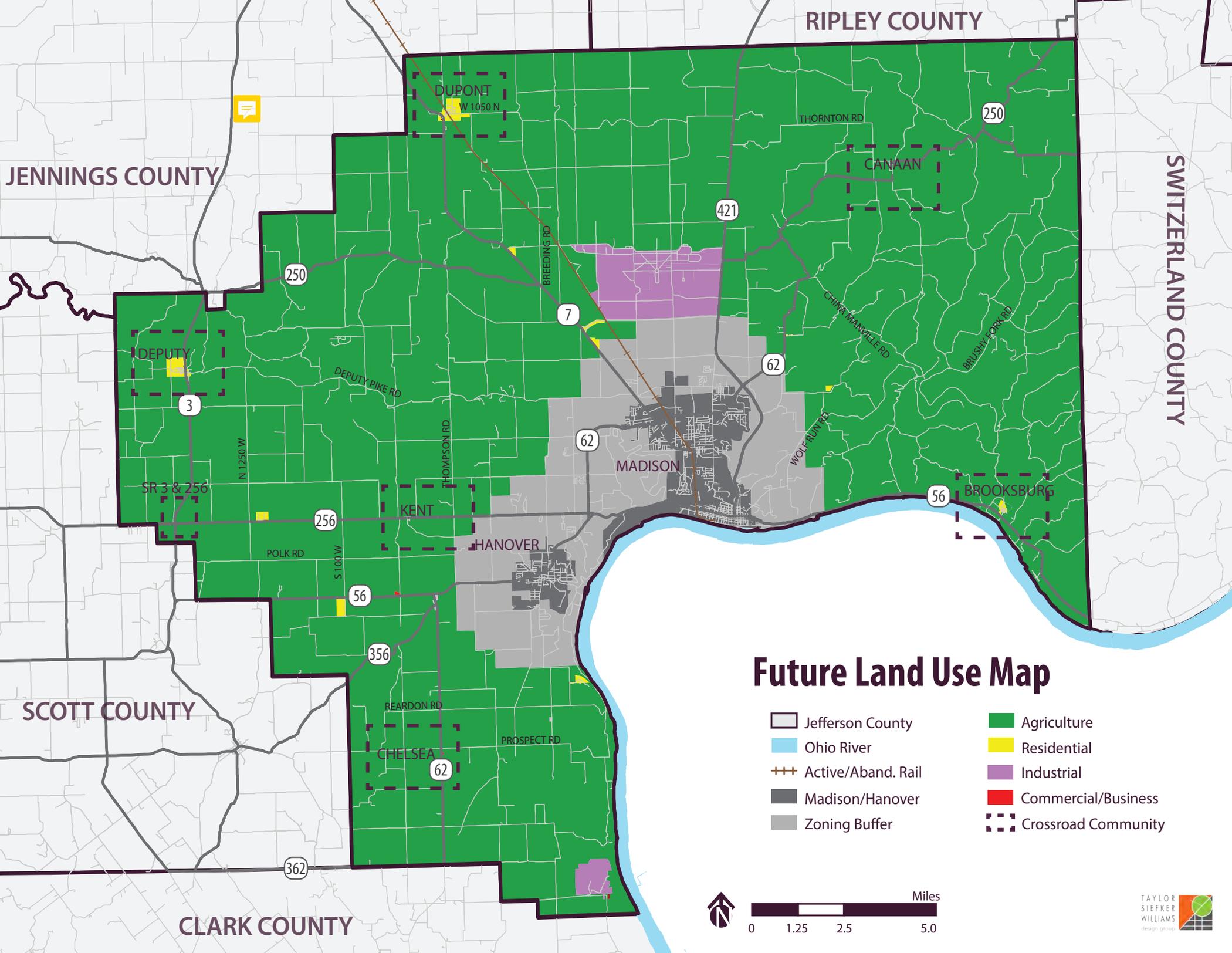
The recommended future land use patterns, as articulated in the Future Land Use Map, were developed based upon existing land uses, zoning, and areas that were logical for future growth and development. The descriptions further explain the intended character for each classification on the Future Land Use Map.

**Agriculture:** This land use includes agricultural uses as well as preservation and protection of prime farmland, wooded areas, water features, flood hazard areas, and other natural lands. This can also include public or semi-public open spaces, recreation space, and conservation purposes.

**Residential:** This includes single- and multi-family residential (including duplexes, apartments, townhomes, etc.). It is intended to provide areas for new housing developments and can have varying lot sizes depending on the scale of the development. In general, the residential areas identified on the Future Land Use Map are intended for low densities but can include higher density housing around major intersections or the county's individual communities if it is compatible with surrounding uses.

**Commercial/Business:** This is a broad land use category that includes developments intended to serve both the surrounding neighborhoods and the region. Commercial developments can include retail, offices, restaurants, and other service-oriented uses. Businesses may also serve the retail needs of those traveling along major roadways in the county such as grocery stores or shopping centers.

**Industrial:** The purpose of the industrial land use is to provide suitable areas for manufacturing, warehousing, production, and technology-based development. This includes manufacturing types that are clean and cause little disruption and those that produce higher quantities of waste, noise, smell, and other disruptive factors. Industrial areas are located near existing infrastructure or areas where infrastructure could be reasonably provided.



RIPLEY COUNTY

JENNINGS COUNTY

SWITZERLAND COUNTY

SCOTT COUNTY

CLARK COUNTY

# Future Land Use Map

- Jefferson County
- Ohio River
- Active/Aband. Rail
- Madison/Hanover
- Zoning Buffer
- Agriculture
- Residential
- Industrial
- Commercial/Business
- Crossroad Community



## Location Criteria

The following location criteria should be used by the Plan Commission and County Commissioners in land use decisions and should be referenced along with the Future Land Use Map to determine if the proposed development complies with the comprehensive plan. It is important to develop consistent rationale that can be used by county leaders when determining the future land use of a parcel. The location criteria outlined in this strategy were used during the Future Land Use Map's creation and should be referenced when deciding future land use decisions and rezoning. The following criteria are intended to provide additional guidelines that should be met before development occurs.

### All Development

- Development should occur in areas that are already serviced by adequate infrastructure; the focus of new development also should include reinvesting in sites that are abandoned, dilapidated, or underutilized if possible.
- All development should be located adjacent to compatible land uses and incorporate proper transitions (land use, densities, etc.) between non-compatible land uses.
- All development should be placed in sustainable areas and avoid the floodplain or incorporate design considerations to mitigate flooding environmentally sensitive areas or sites that are unsuitable for development.
- High traffic areas should focus on safety improvement for both vehicles and pedestrians, including needed crosswalks and curb cuts.
- Development located along major roadways should include appropriate access control measures.
- All development should be served by adequate water and sewer utilities; upgrading water and sewer infrastructure should be considered with redevelopment if needed.
- Areas with steep slopes should be developed only with all appropriate engineering and architectural requirements.

### Residential

- Connectivity for all modes of transit (car, bicycle, pedestrian) should be encouraged within and between subdivision as well as other adjacent developments.
- Residential development should be buffered from non-compatible land uses, such as industrial and to a certain extent agricultural.
- Appropriate land use mixes, such as neighborhood-oriented commercial, should be encouraged in appropriate transitions and buffers.
- New residential development should not negatively impact surrounding natural or environmentally sensitive areas.
- Residential development should occur within areas with soil types suited for septic systems and other needed utilities and infrastructure.

### Commercial/Business

- Commercial development should minimize curb cuts on roadways and maintain a defined roadway edge with specific points for ingress/egress; shared driveways with cross-development access should be required when possible.
- Commercial parking should have proper setbacks and physical separation from the right-of-way so that vehicles are not utilizing the roadway to directly access individual parking spaces.
- Commercial development should gain access from a collector or arterial roadway.
- Commercial uses should be allowed in appropriate places to provide for the daily needs of residents; these should be small-scaled and provide appropriate transitions and buffers to surrounding residential uses.

## Industrial

- Abandoned or underutilized industrial sites should be environmentally remedied before redevelopment occurs.
- Industry should be encouraged in locations that do not create land use conflicts and are not visually intrusive; additionally, areas that are prime locations for redevelopment by other land uses should be avoided.
- Industrial development should gain access from an arterial roadway, railways, and/or waterways. Shared driveways/access points should be encouraged when feasible.
- New industrial development should not negatively impact the surrounding natural or environmentally sensitive areas.
- Industries that produce hazardous materials should have proper separation from public uses and residential areas.

## Crossroad Communities

Jefferson county has many unique rural communities that not only reinforce the county's identity but also provide a sense of community and options for a rural lifestyle. These communities are each unique and have their own sense of place. As new development or redevelopment occurs in these areas, additional considerations are needed to preserve their identities while still encouraging growth.

The Future Land Use Plan places a focus on these "Crossroad Communities" that include Brooksborg, Canaan, Chelsea, Deputy, Dupont, and Kent by identifying them on the Future Land Use Map and outlining specific Location Criteria. The intent of the Crossroad Communities is to provide additional direction for development and encourage the needed services in each individual community. All new development or redevelopment in close proximity to a Crossroad Community should consider the impact on utilities, transportation, and adjacent land uses. All development should provide adequate sewage treatment (septic or sanitary sewer), electricity, and water. Large farms or other intensive land uses

should be located on the edge or outside of the Crossroad Community. Within these areas there may be a need for commercial or housing that serves the local community, and this development should aim to improve the quality of place rather than detract from it.

The following location criteria should be referenced as new land uses develop in the Crossroad Communities.

### Crossroad Residential

- New development should focus on low to moderate density development (single-family homes or duplexes) rather than high density (apartments).
- All housing should have adequate sewage treatment (septic or sanitary sewer if feasible) and water.
- New residential should provide a buffer from existing non-compatible uses (such as active farms or intensive industrial).

### Crossroad Commercial & Agricultural Tourism

- Commercial and retail should serve the local crossroad community.
- Ag-tourism uses are indented to serve larger region for tourism.
- Site access should be located on at least minor collector road and adequately accommodate the anticipated traffic.
- Traffic should not impact the transportation network (such as creating traffic issues because of events)
- All parking should be provided on-site.
- New development or redevelopment should have adequate water and sewer utilities prior to development occurring.
- All development should not conflict with adjacent land uses and provide a buffer from existing non-compatible uses.
- The site and building design should reinforce the local identity and sense of place.

## Transportation Plan

Although Jefferson County does not have a current long-range transportation plan or capital improvement plan, there are still a number of transportation-related projects set to occur in the near future. Most of these projects will be lead by INDOT, with the county mainly focusing on road repairs and repavement (Appendix A, page 124). The only INDOT new construction projects within the county are located in Madison, outside the county’s planning jurisdiction, but the following chart outlines a list of future state preservation and replacement.

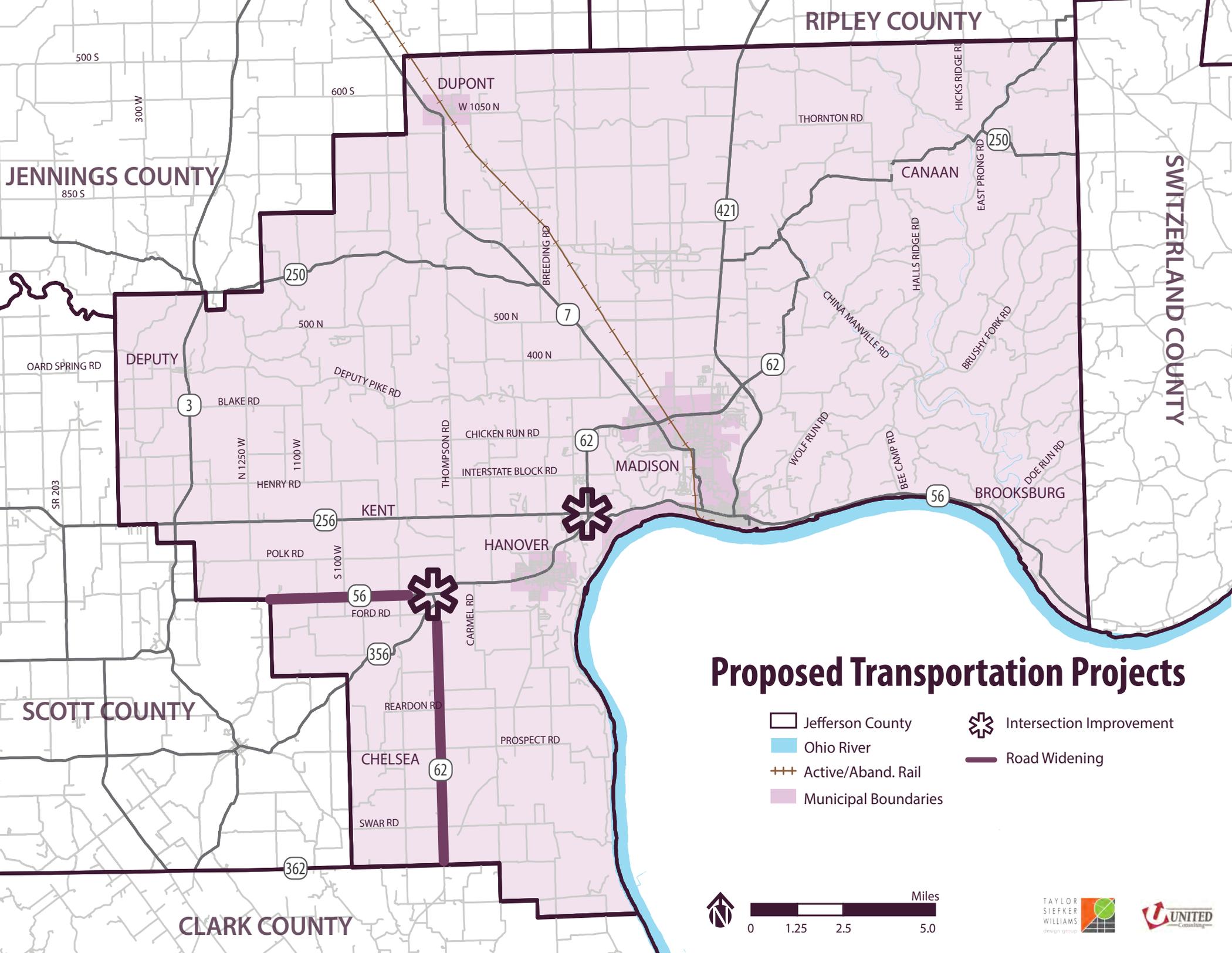
Jefferson County Future Roadway Projects 2020 - 2024		
Sponsor	Work Type	Location
INDOT	Small Structures Replacement with Bridge	3.0 Miles E of U.S. 421
Jefferson County	Bridge Inspection	Countywide Bridge Inspection and Inventory Program for Cycle years 2018-2021
INDOT	Bridge Deck Replacement	2.99 miles W of SR 7, over Big Camp Creek
INDOT	Bridge Deck Overlay	5.05 miles W of SR 62, over Little Creek
INDOT	Box Culvert Replacement	0.30 miles E of U.S. 421 at Ferry Street
INDOT	Box Culvert Replacement	6.1 miles E of SR 3
INDOT	Slide Correction	4.7 miles E of the E Jct of U.S. 421
INDOT	Bridge Replacement	0.59 miles W of SR 250 at E Fork Indian-Kentucky Creek
INDOT	Bridge Replacement	8.36 miles E of U.S. 421 at Lost Fork Creek
INDOT	Single Location Bridge Replacement	Madison Milton Bridge of the Ohio River FY 2020/2021
INDOT	HMA Overlay, Preventive Maintenance	E Jct of SR 56 to 1.4 miles W of SR 7 (Bridge over Big Clifty Creek)

In addition to the listed INDOT roadway projects, there are five additional projects that have been identified through this plan that should be considered as funds are available. These projects are further outlined in Goal 5, Objective G (page 46) and include:

- Access to I-65
- Widening SR 62
- Improving the intersections of SR 56 & SR 62
- Widening SR 56
- Constructing a new road from SR 62 to SR 256

These were found through the identification of operational needs and safety issues present in the county as well as public input. Access to I-65 is critical for the economic well-being of the county and can help direct truck traffic, and widening SR 56 and SR 62 can also help improve access to I-65. Clark County, and Scott County. Improving the intersections of SR 56 and SR 62 is also needed to help reduce the current high crash frequencies at these locations. These projects should be coordinated with INDOT as future projects are considered.

The map on the following page (page 29) shows the locations of these proposed projects within the county.



RIPLEY COUNTY

JENNINGS COUNTY

SWITZERLAND COUNTY

SCOTT COUNTY

CLARK COUNTY

DUPONT

DEPUTY

KENT

HANOVER

MADISON

CANAAN

BROOKSBURG

CHELSEA

THORNTON RD

HICKS RIDGE RD

EAST PRONG RD

HALLS RIDGE RD

CHINA MANVILLE RD

BRUSHY FORK RD

WOLF RUN RD

RD JAMES

DOE RUN RD

OARD SPRING RD

BLAKE RD

DEPUTY PIKE RD

CHICKEN RUN RD

INTERSTATE BLOCK RD

HENRY RD

POLK RD

CARMEL RD

REARDON RD

PROSPECT RD

SWAR RD

## Proposed Transportation Projects

-  Jefferson County
-  Ohio River
-  Active/Aband. Rail
-  Municipal Boundaries
-  Intersection Improvement
-  Road Widening





# LAND USE & HOUSING

## Introduction

As Jefferson County moves into the future, developing sound land use and housing policies will become increasingly important to not only meet future demands but also incentivize new growth. Jefferson County's population has declined slightly over the last decade (decrease of 0.31% from 2010 to 2017) and is projected to slowly decline in the upcoming years. This presents a challenge for Jefferson County in regards to changing and introducing policies that not only adapt to recent declines in the county's demographic and market conditions but also create policies and programs that can reverse the current trends and spur new growth.

Agriculture is the predominate land use in Jefferson County, with small pockets of low-density residential and commercial land uses throughout the county. The only areas that greatly differ from this land use pattern include the Jefferson Proving Grounds, Brooksborg, and an area of Heavy Industrial at the intersection of SR 62 and SR 356. Although less than 1% of the planning area is zoned for residential development, over half (52.5%) of the housing units within Jefferson County are outside Madison and Hanover.

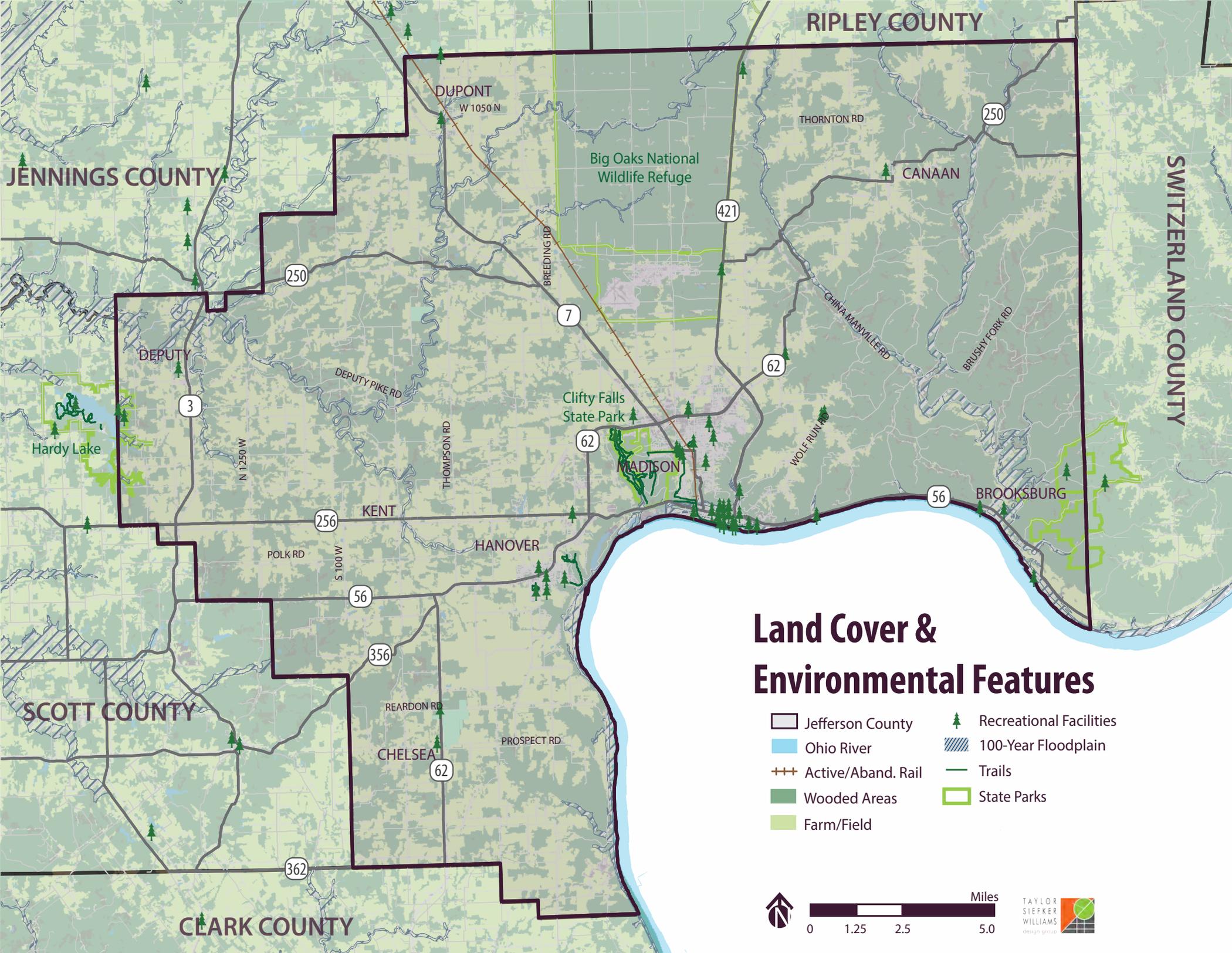
## Goal 1:

Support the viability of agriculture in Jefferson County.

- A. Preserve or incorporate vistas, wooded, scenic, and other environmentally sensitive areas as development occurs.

Jefferson County is home to a large number of natural resources in the form of state parks, nature preserves, river systems, wooded areas, and farmland, all of which have helped the county create an identity centered around natural landscape and agriculture. While development is wanted in the county, special attention should be paid to ensure the natural assets are preserved. The map to the right identifies existing land cover and natural assets within the county.

The county should create a database/GIS map that identifies areas within the county that are environmentally sensitive and require additional development standards. This database can be used when determining appropriate locations for new development and should be available to developers and property owners. It can also include locations where invasive species pose a threat to the environment, highlighting areas that may need intervention in order to remain sustainable. This could even include light pollution, as developments with bright lights may negatively impact the surrounding environment. Additionally, protection of these natural assets can be included in the zoning ordinance and subdivision control ordinance. Creating guidance for environmentally sensitive areas could help enforce their preservation and ensure development in that location is appropriate. Protecting areas with sensitive natural features and preserving bluffs and vistas for their beauty will not only promote Jefferson County as an agricultural destination, but it can also provide new recreational and economic benefits for the county.



RIPLEY COUNTY

JENNINGS COUNTY

SWITZERLAND COUNTY

DUPONT  
W 1050 N

Big Oaks National  
Wildlife Refuge

CANAAN

250

421

250

DEPUTY

7

62

Hardy Lake

3

62

Clifty Falls  
State Park

MADISON

BROOKSBURG

56

256

KENT

HANOVER

56

SCOTT COUNTY

356

CHELSEA

62

CLARK COUNTY

362

# Land Cover & Environmental Features

- Jefferson County
- Ohio River
- Active/Aband. Rail
- Wooded Areas
- Farm/Field
- Recreational Facilities
- 100-Year Floodplain
- Trails
- State Parks



TAYLOR  
SIEFKER  
WILLIAMS  
design group

**B. Protect agricultural land and support the success of farming and the right to farm.**

Farming and other agricultural industries have been rooted in Jefferson County's way of life over the past decades, and that trend continues today with agricultural land uses making up roughly 97.4% of the county's jurisdiction. This high percentage reflects natural resources (see Goal 1, Objective A) as well as any land that is currently used for agricultural purposes such as crops, livestock, farmsteads, hobby farms, and others. Due to the importance of these land uses, it will become increasingly important to ensure these lands are protected as future development occurs.

Prime farmland should be identified within the county and included in the database in Goal 1, Objective A. Additional considerations should be provided to preserve prime farmland such as cluster subdivisions or conservation subdivisions. Revisions to the county's subdivision regulations should be considered to incorporate these options.

Another important factor that can also go overlooked in communities is protecting the right to farm. Ensuring farmers can operate without nuisance suits that are brought on by adjacent property owners is important to retain the county's agricultural heritage.

**C. Promote and encourage agri-tourism and areo-tourism in Jefferson County.**

An emerging industry in many rural communities is agri-tourism. Agri-tourism includes activities that bring the public to a farm or agricultural setting for educational, recreational, or commercial purposes. It can also incorporate nature preserves and rural trail systems. An example of agri-tourism currently in the county are the multiple wineries. Aero-tourism has also become a niche in communities like Jefferson County who have local airports which draw in visitors. Madison Municipal and Lee Bottom Flying Field are two entities within the county which can bring in both commercial and tourism related revenue.

Commercial businesses can create regional attractions and provide new jobs for the county. Locations featuring agri-tourism amenities are widely used by both visitors and residents, but local ordinances can make agri-tourism difficult by not allowing for large parking areas, commercial lighting, and other needs in agricultural zoning districts. Jefferson County should consider revisions to the zoning ordinance to allow for these types of businesses. Regulations that should be considered include parcel size, facility size, setbacks, parking, signage, hours, noise, and other factors that may have influences on surrounding properties.

The county should also revise zoning ordinances to include an overlay district around both public use airports to protect these community assets. At a minimum, the overlay district should reflect the state and federal regulations with regard to structure height and noise that are currently required. Including this in a local ordinance increases awareness, but this district could also include additional local regulations to limit non-compatible land uses and enhance safety margins. The regulations in a potential overlay should also be coordinated with Madison, Hanover, and Kentucky because the airspace for the two local airports cross planning jurisdictions.

D. Work with partners to attract businesses that are related to and support value-added agricultural in the county.

The county should focus on attracting businesses and industries that support traditional and non-traditional agriculture. These can include businesses directly related to agriculture, such as farm equipment supply and repair, or can be supply chain related, such as a restaurant working with local farmers to create a farm-to-table menu. These businesses can also include industries that take the raw products and use them to produce something new, such as wineries using grapes to produce wine or a specialty shop who creates unique types of jams similarly related goods.

Attracting industries that can benefit from the existing strong agricultural presence in Jefferson County can not only support existing farms and businesses but can diversify the county's industrial base. This diversification can lead to attracting potential residents looking for jobs or experiences that may not be offered elsewhere in the region. Finding ways to supplement Jefferson County's agricultural base through diversification can be an important step in order to preserve and strengthen the county's largest land use.



Agri-tourism Example  
Source: Stream Cliff Farm

## Goal 1: Action Steps

1.1 Identify and map environmentally sensitive areas and prime farmland.

1.2 Update zoning ordinance and subdivision regulations to consider:

- Subdivision types that preserve prime farmland and environmentally sensitive areas.
- Preservation of environmentally sensitive areas and scenic vistas/overlooks.
- Light pollution guidelines in environmentally sensitive areas.
- Development standards and regulations to better accommodate agri-tourism.
- Regulations for areas surrounding public use airports.

1.3 Support local farms and agri-tourism through:

- Local incentives to support expansion and creation of new agricultural uses.
- Local programs that support value-added agriculture.

## Goal 2:

Balance and guide growth and redevelopment in Jefferson County to protect the health, safety, and welfare of the community.

### A. Reference and implement the Comprehensive Plan for all land use decisions.

The Future Land Use Plan serves as the community's guide for rezoning, map amendments, subdivisions, special exceptions, variances, and other land use decisions. The Future Land Use Plan, referenced on page 24, should be used by the Plan Commission and County Commissioners when determining the locations of future development. The plan includes a map, highlighting future growth areas, and location criteria that should be followed regarding residential, commercial, and industrial development. The county should plan to review the map and location criteria every five years, updating it as needs and demands change.

### B. Track progress annually through measurable outcomes and key metrics.

As Jefferson County makes decisions for future growth and development and begins implementation, any progress gained should be tracked and reviewed to ensure the plan and its strategies are working as intended. This review should include a number of variables that are easy for county staff to gather and interpret. A list of possible criteria and key metrics for measuring outcomes include:

- Increased Population Growth
- Continued Growth of Employment and Businesses
- Increased Median Household Income and Per Capita Income
- Increase in Number of Issued Building Permits
- Increase in Homeownership

An annual report card should be prepared for both county officials and residents regarding any progress made on the comprehensive plan. This report should inform residents and officials on the progress of projects and objectives, provide an overview of what should be accomplished in the next year, and provide suggestions for plan revisions as needed. This work would mainly fall on planning staff, but will include multiple county departments who are also responsible for implementation as well.

C. Revise the county property maintenance ordinances to include 2-mile buffer zone.

Jefferson County's property maintenance ordinances are currently located within the zoning ordinance. This presents an issue because the county zoning ordinance does not have jurisdiction within the two-mile buffer, but the county does have jurisdiction over the two-mile buffer for property maintenance. The county should remove property maintenance sections from the zoning ordinance and adopt an independent property maintenance ordinance that will be effective in the two-mile buffers.

D. Improve vacant and neglected properties through enforcement and incentives.

Vacant and neglected properties were identified as a high priority during the planning process. These neglected areas and vacant buildings impact property values of neighbors and contribute to a negative perception when visible along major roads and entry points that should welcome visitors and commuters.

To combat neglected properties, Jefferson County should begin taking steps towards higher levels of enforcement, using ordinances and building codes for properties within the county's jurisdiction. Additional staff can prioritize this process by performing on-site checks as a first step in this process, and also creating a working list of problematic properties. If the properties are truly abandoned, the county could attempt to gain control of the property through a land bank or other legal means. The property could then be held by the county for future development or utilities, sold back to a private entity, or converted back into a natural state. If the property owners are still on site, or if an outside party expresses interest in site development, incentives could be given to spur redevelopment or ensure upkeep.



Clean-up of Hatcher Hill in 2016 for America's Best Communities Contest  
Source: Madison Chamber & Industrial Development

## Goal 2: Action Steps

- 2.1 Review the Future Land Use Plan (map and location criteria) every five years and update as needed.
- 2.2 Finalize the key metrics to track measurable outcomes that should be used to measure success.
- 2.3 Complete the report card annually that measures progress of the plan and is available to county staff and residents.
- 2.4 Consider possibility of county hiring a dedicated staff member for planning, property maintenance/enforcement, and communications.
- 2.5 Remove language regarding property maintenance from the county's zoning ordinance and adopt an independent ordinance regarding property maintenance.
- 2.6 Identify and map properties that are vacant or abandoned.
- 2.7 Consider the possibility of creating a land bank that could hold vacant or abandoned properties for clean-up and reuse.

## Goal 3:

Diversify the housing stock to provide a range of housing types and housing prices.

### A. Incentivize the development of new housing types such as low-maintenance and workforce/affordable housing.

The majority housing units in Jefferson County are owner-occupied (71.7%), but the number of renters has slowly risen since 2000 and is projected to continue (which includes Hanover and Madison). As these housing trends and the county's population continue to shift, Jefferson County should begin incentivizing and planning for more diverse housing options.

Diversifying housing can mean catering to renters, first time homeowners, and lower income households. In order to introduce more of these housing types into the county, incentives such as Residential Tax Increment Financing (TIF), tax abatement, density bonuses, land banking programs, or extension of infrastructure and services could be provided by the county. Additionally, the permitting process could be streamlined if the development included the preferred housing types or was located in a prime area targeted by the county. **Development of low-maintenance and workforce/affordable housing should be developed to help create local partnerships to assist residents with finding affordable housing.**

**B. Attract and incentivize housing development tailored for young adults and seniors.**

Two of the largest age groups present in Jefferson County (based on 2017 ACS 5-Year Estimate data) are people between 15-19 years of age and 45-55 years of age. As these two age groups continue to age, they will become drivers of demand within the county for community services, entertainment, housing, and more. Young adults and seniors typically prefer homes that are low-maintenance and are convenient to local amenities. These types of housing could include multi-family housing or age-in-place housing such as patio homes. Housing that requires little or no property upkeep for the tenant could also assist those who are physically unable to perform the upkeep themselves.

The county should evaluate incentives to attract the development of multi-family and senior living options that are in demand within these age groups. These incentives, similar to Objective A, can include tax abatement, residential TIF, density bonuses, or creating shovel ready sites that have supporting utilities in place. The county should also identify areas that would be most suitable for these developments that are located in closer proximity to services such as shopping, healthcare facilities, and parks.



Low-Maintenance Patio Homes Example  
Source: Drees Homes

**C. Target new housing development in areas that can be supported by existing infrastructure.**

When looking to develop housing within the county, areas with existing infrastructure with capacity should be given priority. Creating new infrastructure is an expensive process, especially within a rural county that can increase the cost of new development. Targeted locations within the county for new housing development should include quick access to major roadways, ease access for emergency services, and be within a 20-minute drive from amenities and daily needs (grocery, gas station, entertainment, parks, etc.). Additionally, new development should be targeted in areas that can have adequate water and sewage treatment options and locations that will not cause strain on the natural environment.

The county should work with existing water and sewer districts to identify the priority areas for new housing based on utility capacities and ability to expand.



Single-Family Home Construction  
Source: moving.com

**D. Work with partners to offer educational programs for first time home-buyers.**

The process of buying a house is a complex process for anyone, but especially first time homebuyers. Educating first time homebuyers can include the loan process, inspections, and additional financial resources. To help facilitate this educational outreach, Jefferson County should begin partnering with local realtors, financial businesses, non-profits, and educational institutions. These groups could include Hanover College, Ivy Tech Madison, banks, governmental bodies, and other local organizations. Educational outreach could be a combination of classes, pamphlets, an online guide, and other resources that are free and easily accessible. Helping educate home-buyers can be a first step in increasing the quality of housing within the county.

**E. Promote IHCD Owner-Occupied Rehabilitation (OOR) program to improve existing housing stock.**

Providing programs to assist homeowners with housing rehabilitation can help promote homeownership in the county and increase the quality of the overall housing stock. The IHCD Owner-Occupied Rehabilitation (OOR) program allocates grant funds through the Community Development Block Grant (CDBG) to provide habitable and affordable housing as well as economic opportunities for low- and moderate-income persons. The program works to improve the quality of existing housing stock within Indiana.

The grant funding is provided to eligible local governments, such as Jefferson County, and the funding (up to \$25,000 per home) can be used to complete repairs on owner-occupied residential properties to address conditions such as furnace replacements, unsafe electrical wiring and plumbing, and lead-based paint abatement and mold remediation. This program does not fund housing projects that include mobile homes or rehabilitation of rental units. Jefferson County should evaluate applying for this grant program and determine the feasibility of county staff to become certified to administer the grant funding.



Housing Rehabilitation  
Source: Maine Seacoast Mission

## Goal 3: Action Steps

- 3.1 Evaluate incentives for desired housing types, such as low-maintenance, workforce/affordable, or young adult and senior, that include residential TIF, density bonuses, tax abatement, land bank, infrastructure extension, and expedited permitting.
- 3.2 Apply for IHEDA OOR funding that can be used to assist homeowners within the county with housing rehabilitation.
- 3.3 Develop an online guide to provide education for first time homebuyers.
- 3.4 Work with water and sewer districts to identify priority areas for new housing based on capacity and expansion.



# TRANSPORTATION & UTILITIES

The existing transportation and utility networks in Jefferson County have been evaluated by assessing the existing conditions and obtaining feedback from stakeholders. Improvements to both the transportation network and multiple utilities are needed to meet current demands and accommodate future needs. Ensuring these two systems can meet future demands is paramount for the county's future growth. The following goals and objectives have been created in response to the current challenges Jefferson County is facing and to assist in the development of an improved transportation network and utilities.

## Goal 4:

Extend and improve utility infrastructure to promote appropriate development as it is fiscally responsible.

- A. Facilitate the implementation of reliable, high-speed internet access and cellular service for all residents.

Based on feedback received by the public, there are areas of the county that do not have reliable, high-speed internet and/or cellular service. Reliable service in all areas of the county is desired to promote economic development and improve the quality of life for residents in rural areas.

The county should first identify areas that do not have high-speed internet and/or cellular service as well as current and new providers. The county should help facilitate coordination with providers and determine feasible expansion through federal, state, and private programs such as Next Level Connections through the Office of Community and Rural Affairs (OCRA).

The Regional Develop Authority, Our Southern Indiana, identified broadband as a regional initiative and Jefferson County should continue to coordinate with the RDA on this issue.

B. Improve sewer service in the county by addressing raw sewage issues, enforcing septic permits, and expanding infrastructure as it is feasible.

Many residents voiced concerns regarding septic permit enforcement and sewer system infrastructure expansion during this process. The current system sufficiently meets today's needs of the residents, but planning is essential for ensuring the county can be a desirable location for economic growth. Through the permitting process, use of septic systems should be limited to where soil conditions are adequate for use. Soil conditions that are not conducive for septic systems include Avonburg silt loam, Cincinnati silt loam, Cobbs fork silt loam, and Eden flaggy silty clay. Existing ordinances (including the zoning ordinance and subdivision regulations) should be reviewed, and new ordinances that assist in the regulation of environmental health, construction, maintenance, operation, and repair of these systems should be established.

The creation of guidance documents and additional staff to enforce septic permits is also recommended to mitigate health concerns related to the current septic permitting process. Advertisement of the location of the septic permit application and an explanation of when a permit is needed should be provided to the residents on the county website. Coordination with the City of Madison and other municipalities should take place to enforce permitting to ensure all entities in the county are following the same guidelines.

C. Expand rural water and wastewater infrastructure as development occurs.

Residents desire expanding water and wastewater systems in the future to areas previously served by septic. A study to identify high density septic use in the county is recommended to identify potential locations for sanitary system expansion. Water and wastewater infrastructure should be maintained and expanded at a rate suitable for economic growth. Evaluation of the current water and wastewater infrastructure in rural and urban areas is recommended to assess the capacity and condition of the existing infrastructure. Funding resources should be explored to expand the existing system or fund new infrastructure. The development of a 5- or 10-year expansion plan based on future land use is recommended.



Utility Construction  
Source: Construction Executive

D. Consider renewable energy options if an additional source of energy is needed.

Renewable energy options were identified in the planning process with the desire to create jobs and improve air quality. As the county grows, additional energy sources may be necessary, especially if there is a desire to replace non-renewable sources with renewable sources. Identification of available renewable energy options, such as wind and solar power, for the county can be considered.

The feasibility of wind and solar power should be evaluated for Jefferson County. The county should also consider any additional zoning regulations that are needed for large-scale production as well as site-level installation for a single home or building. The Indiana Office of Energy Development website should also be advertised to residents wishing to utilize existing funding resources available for residential renewable energy.



Example Solar Field  
Source: Going Solar

## Goal 4: Action Steps

- 4.1 Identify areas without broadband and/or cellular service and work with providers to expand coverage areas.
- 4.2 Evaluate current and new regulations related to new development on septic systems and provide adequate staffing levels for enforcing permits and providing educational resources to residents.
- 4.3 Develop a five to ten year rural water and wastewater infrastructure plan based on current capacities and future growth areas.
- 4.4 Identify the renewable energy options best suited to Jefferson County and consider revisions to the zoning ordinance as needed.

## Goal 5:

Promote multi-modal connectivity between county and regional destinations.

### A. Review and administer roadway standards throughout Jefferson County.

An assessment and revisions to the existing roadway standards in the county should be completed. County roadway standards should be developed and implemented on new roadway projects or repairs to existing roadways. The design standards should provide guidance on appropriate lane and shoulder widths, roadside safety, pavement sections, drainage standards, and other roadway features to ensure that the standards promote safe and efficient design and construction of roads. The consultation of manuals or guidance documents produced by other agencies (such as the Indiana Department of Transportation) is recommended since many agencies have published documents that are the result of extensive research. Where possible, roadway standards from the county, Madison, and Hanover should be coordinated to prevent development issues. **Coordination with major facilities or destination points within the county is needed as well, such as roads leading to airports or state parks.**

An assessment of county-owned roadways should also be completed and coordinated with a schedule for new projects to ensure that funding is properly allocated. Revisions to the roadway standards and the assessment of current and future roadway projects also requires on-going administration to be successful. This should be done by an in-house county engineer or consultant.

### B. Expand transportation services for elderly, veterans, and persons with disabilities.

The expansion of public transportation services is needed for residents within the county. "Catch-A-Ride" is the existing transportation service in the county and should be evaluated with performance measures for route expansion into rural areas of the county. The expansion of the existing transportation service, rather than the establishment of a full public transit system, is recommended due to the density required to operate a larger bus or transit system. Regions of the county with a high proportion of elderly or disabled residents as well as locations with medical offices or shopping destinations should be identified. Potential routes and an operational plan for implementation of service should be developed. Funding opportunities through the Indiana Rural Transit Program should be investigated to develop new options for residents of the county.



Catch-a-Ride Transportation Services  
Source: Lifetime Resources

- C. Partner with organizations to provide after school transportation for programs such as the Boys & Girls Club, school clubs, and school sports.

Transportation for after school programs is needed since many youth do not have a car and/or a driver's license, and parents may be unable to pick up their child. Transportation options for youth could help maintain and increase youth enrollment in after school activities.

A partnership between the school districts, non-profit organizations (such as Boys and Girls Club), and the county should be explored. An inventory of programs and meeting locations should be evaluated to determine the feasibility of a transportation service serving multiple organizations. Communication with the school corporations and organizations hosting after-school activities will be critical in determining what activities are prioritized and how service will be funded. Since the Boys & Girls Club offers a variety of after-school activities, communication and partnership with this organization will be especially valuable.



Jefferson County Rural Paved Highway  
Source: Elevation Map Finder

- D. Improve the safety and prioritize improvements of local roadways with poor conditions.

The condition of the local roads throughout the county should be evaluated. There are numerous intersections and curves on county roads with substandard conditions, such as narrow lanes, deteriorating pavement, and poor sight distance. Jefferson County completed an Asset Management Plan in 2019, documenting future roadway infrastructure needs and projects. The purpose of the Asset Management Plan is to provide an overview of the assets and outline the necessary operation and maintenance considerations. This type of plan is the most cost-effective and efficient approach for maintenance and should be followed to ensure proper road maintenance is achieved. INDOT also requires a current Asset Management Plan in order to apply for Community Crossing funding.

A Capital Improvement Plan should also be developed and implemented to ensure essential projects are given priority for funding secured through state or federal funding programs. A Capital Improvement Plan can include all capital projects and not necessarily only roadways projects. Roadway projects should be prioritized based on the need, traffic counts, and destinations (such as schools, shopping, airports, parks, etc.). The plan should outline upcoming projects and provide guidance for financing these costs. INDOT and other state agencies and organizations offer training and workshops that would benefit the county highway department.

E. Promote the use and development of local airports for commerce, recreation, and tourism.

The maintenance of local airports and promotion of these facilities is an important factor in the growth of the county's economy. Jefferson County has two local airports; Madison Municipal and Lee Bottom Flying Field. Local airports support businesses within Jefferson County and also provide a local impact from recreational flights. Jefferson County also has the unique opportunity to develop a tourism market centered around aero-tourism that allows recreational pilots to extend their local stay with festivals, shopping, and dining.

Madison Municipal is funded through government grants and taxes from Federal, State and local sources. Lee Bottom Flying Field is funded through private funds and donations with no money from government sources. However, both provide a public facility which are open to pilots and benefit the community in which they serve. Improvement and maintenance projects for both airports should be identified and included in potential economic development and tourism plans for potential funding from non-FAA sources.

Airport events, such as the Fly-In, should be coordinated with tourism and promoted. A list of current industries and destinations commonly visited by frequent flyers can be used as a tool for attracting and/or retiring specific businesses. Due to the fundamental differences between the targeted patrons for each airport in the county, separate activities could be held at each location without infringing on the business of the other.



Local Jefferson County Airfield  
Source: Lee Bottom Flying Field

F. Develop and enforce ordinances for golf carts and ATVs on public roads and/or trails.

Concerns were voiced about safety issues regarding golf carts and ATVs on public roads, particularly since the ordinances in place are not well enforced. Because enforcement is difficult to achieve, locations with a high number of crashes or incidents should be prioritized by local law enforcement. The promotion of safety for users of ATVs and golf carts should be encouraged.

If golf carts and ATVs are allowed on public roads and/or trails, a licensing program that includes education on local laws and safety, as well as insurance requirements, should be required. Once established, the program should require periodic renewals and provide avenues for effective enforcement.

G. Work with INDOT to enhance access and improve safety with a focus on:

- Access to I-65
- Widening SR 62
- Improving the intersections of SR 56 & SR 62
- Widening SR 56
- Constructing a new road from SR 62 to SR 256.

Improvements to state-owned highways and intersections are often the result of the identification of an operational need or safety issue. Access to I-65 is critical for the economic well-being of Jefferson County. County officials and staff should coordinate with the Indiana Department of Transportation (INDOT) to identify specific locations where the roadway network is deficient. Improvements identified in this plan include the widening of SR 62 and SR 56 in the western portion of the county to improve access to I-65 in Clark County and Scott County, respectively. The addition of passing lanes should also be discussed due to the truck traffic that uses SR 56 and SR 62 to access I-65. Intersection improvement projects at locations with high crash frequencies along SR 56 and SR 62 should be identified as well.

The development of a county thoroughfare plan is encouraged for use as a planning tool to provide guidance on the transportation system and future needs. A thoroughfare plan consults a land use plan to determine the significance of routes based on land use throughout the county. This type of plan provides minimum design criteria and ensures that routes are upgraded at the proper time for all transportation modes. Future land use growth will point to future needs for the roadway network or new corridors. The addition of a new connector roadway from SR 62 to SR 256 would be investigated as part of the thoroughfare plan. County authorities are encouraged to work with INDOT to voice concerns or identify future needs. INDOT includes a scoping phase for projects where participation by counties and municipalities is encouraged.

## H. Provide improved connectivity with trails, bike paths, and sidewalks.

An improved trail, bike path, and sidewalk network is desired within Jefferson County. The county currently does not have an extensive, connected system of trails, bike paths, and sidewalks outside of Madison and Hanover, this type of system is desired to increase recreational and tourism opportunities.

The development of a pedestrian and bicycle master plan is encouraged to identify potential infrastructure enhancements and existing facilities. This type of plan focuses on promoting travel options for pedestrians and bicyclist safety, and improving the size and condition of the network to accommodate future growth. This plan will help with the identification of significant pedestrian and bicycle corridors and encourage the development of alternative transportation in the future. Once the plan is developed, funding opportunities should be investigated to implement the recommended enhancements to the local trail system.

## Goal 5: Action Steps

- 5.1 Revise current roadways standards as appropriate and provide adequate staffing for administration.
- 5.2 Evaluate expansion of "Catch-a-Ride", including additional service areas, potential routes, operational plans, and funding sources.
- 5.3 Form a partnership to identify programs and feasibility of after school transportation programs.
- 5.4 Follow the current Asset Management Plan and continue to update intersections and roads in poor condition and with high crash rates.
- 5.5 Develop a Capital Improvement Plan for roadways and other capital projects within the county.
- 5.6 Work with partner organizations to implement airport projects that attract businesses and increase tourism.
- 5.7 Create a licensing program and enforcement for golf carts and ATVs on public roads and/or trails.
- 5.8 Create a county thoroughfare plan.
- 5.9 Work with INDOT on needed access and safety projects on identified state roads.
- 5.10 Create a pedestrian and bicycle master plan to identify potential projects, partners, and funding.

## Goal 6:

**Increase the County's ability to respond to emergencies, disasters, and community needs.**

- A. Clean-up and improve the appearance of the County through a formalized system to dispose large items, county-wide clean-up days, and improved convenience of recycling.

Disposal of large items not covered by a standard waste management group is an issue in rural communities where trash and recycling drop-off points may be inconveniently placed or are inaccessible to residents. When this occurs, illegal dumping or burning of waste may occur which can be damaging to the environment and the county's image. While cities and towns may be able to integrate single drop off points, that becomes more difficult at a county level where a resident may need to drive over half an hour to dispose of a single item.

The creation of multiple sites that could be used for large item drop-off within the county could reduce dumping that occurs. These locations could be in targeted areas that hold a higher population density or where trash has been illegally dumped in the past. Providing physical locations for drop-off in these areas may incentivize residents to take the few extra minutes in order to ensure their garbage is properly disposed. Communication Rumpke Waste & Recycling, the current waste disposal group for the county, would be a partner so these drop-off points could be cleared out on a regular basis. This could operate similar to the current Jefferson County trash cards, but would be for large items. Another option could be working with trash removal services to create a program where large items could be individually picked up for a small fee, foregoing the need for residents to transport the waste themselves. These drop-off locations could also incorporate recycling.

In addition to improving trash and recycling disposal, county-wide clean-up is an item that was highlighted as an issue. Clearing ditches and environmentally sensitive locations of trash can not only help improve the overall appearance of Jefferson County, but will also protect the natural environment. Clean-up days are something more often found on a neighborhood or small community level, due to the time commitment or labor needed for the clean-up. If the county wanted to implement a clean-up day, officials should focus on particular areas that are highly visible such as major corridors into the county. Focused efforts can help target the locations that need it most. Clean-up programs should be coordinated with Goal 2, Objective D to also get private properties cleaned up in highly visible locations.

Finally, there should be a better defined channel for residents to file complains about problem properties, or those with large amounts of trash on them. Currently, this is only enforced through a complaint and it is difficult for a resident to track the progress of the county's follow up actions. A comprehensive system would give the county a way to not only file a complaint, track issue properties, and identify where garbage is being illegally dumped, but it would also provide a means to keep track of what issues have been addressed and those issues that are not resolved.



Community Provided Dumpster Example  
Source: City of Jeffersonville

**B. Enhance police protection in the County through additional staff.**

Providing adequate police coverage of rural areas within Jefferson County is important to protect the health and safety of Jefferson County residents. This not only includes protection from crimes and keeping the peace, but also reducing the use of illegal substances. Providing adequate staff or officers can increase the effectiveness of the current police services and can ensure all rural residents have access to the protection they require. This will also be important in the future as Jefferson County creates new development and grows in population.

Local law enforcement should identify areas that may have slow response times due to distance or poor access. Local staffing levels should be evaluated to align with needs and areas with poor response times should be considered for additional infrastructure improvements sheriff's office locations.



Jefferson County Officers  
Source: Jefferson County

**C. Continually update the County Hazard Mitigation Plan and Emergency Response Plan administered through the Local Emergency Planning Committee.**

As Jefferson County continues to grow and develop, it will be important to continually update the existing County Hazard Mitigation Plan and Emergency Response Plan. These documents work to reduce the impact of natural hazards to citizens and property within the county and outline actions that can be taken to lessen the effects of potential hazards. The county should set annual meetings with local agencies and the Local Emergency Planning Committee to ensure the two documents still adequately cover the residents and properties of the county. A primary partner for this objective should be the Emergency Management Agency, a Jefferson County department linked with the Indiana Department of Homeland Security and Federal Emergency Management Agency. This group assists with community warning systems, evacuations/sheltering, flood monitoring, and the EMA Mass Notification System that provides Jefferson County residents real-time updates of any localized hazard or natural disaster.

D. Develop an alternative use for the existing County Jail Facility.

The current jail facility was renovated in 2005 and opened for business in 2006. Due to increased numbers of inmates since the renovation, the county is building a new facility outside Madison that can adequately serve current and future needs. The county will need to evaluate and identify a new use for the current building. Based on local needs, potential adaptive reuses of the jail facility could include mental health treatment, addiction treatment, and juvenile facilities.

An example program that could be considered is the Jail Chemical Addiction Program (JCAP). It aims to help drug and alcohol related offenders improve their character and receive treatment that may normally cost thousands of dollars for private sessions, helping lessen the amount of repeating offenders.



Jefferson County Jail  
Source: WDRB

E. Improve fire protection and EMS services in areas with poor response times or limited access.

Similar to enhancing police protection throughout the county (Goal 6, Objective B), it is equally important to expand fire protection and EMS services in the county as growth occurs. The county should work with local fire districts and EMS providers to determine the current level of service and what services the county may need. If response time is found to be a issue for specific locations within the county, officials should consider the possibility of building a new facility or expanding infrastructure to improve service. Areas for service improvements may include Deputy and Paris Crossing on the west side of the county and the north east portion of the county near Canaan.

## Goal 6: Action Steps

- 6.1 Collaborate with trash removal services to create new drop-off points for trash and/or recycling with special attention to large or hazardous items and enforce fines for illegally dumping.
- 6.2 Create a monthly or seasonal clean-up days that encourages residents to clean-up highly visible corridors and areas.
- 6.3 Evaluate staffing levels for law enforcement and consider needed improvements for areas with slower response times.
- 6.4 Annually update the County Hazard Mitigation Plan and Emergency Response Plan.
- 6.5 Identify and work with potential partners to develop uses for the jail facility that ultimately provides a needed benefit to the community.
- 6.6 Evaluate fire protection and EMS services and consider needed improvements for areas with slower response times.



# ECONOMIC DEVELOPMENT

Building a strong and resilient economy is tied to directly to creating a great community where people want to live and work. People are attracted to great places with a variety of housing choices, amenities, and transportation choices.

Issues such as employment attraction, educational opportunities, population growth, and affordable housing all play an important role in economic development. The following objectives outline recommended strategies for growing, retaining, and attracting talent and businesses in Jefferson County.

## Goal 7:

Focus efforts to grow, retain, and attract talent and businesses in Jefferson County.

### A. Develop a welcoming culture to residents, visitors, and businesses.

Many communities are recognizing the economic and social benefits of creating a welcoming culture. This includes welcoming new residents, new businesses that relocate or open, and visitors just staying for a short trip. There is also an increasing recognition that the workforce, (international, national and intrastate) is a force and an opportunity that can be leveraged for positive change and development. Communities are developing welcoming agendas with the goal to attract and retain a global workforce and leverage the local growth opportunities and economic development that newcomers bring.

**B. Work with partners to enhance Jefferson County's regional appeal by reinforcing the county's role as an employment center.**

Attracting and retaining talent is one of the most significant ongoing challenges for any community in today's job market. The foundation of this effort should be rooted in the workforce.

Engaging the current workforce is a first step in retaining the community's top talent. Economic development organizations can work with employers to identify the concerns of the current workforce, desired community amenities (such as schools, parks, entertainment, etc.), and other factors that are needed to retain/attract a competitive workforce. Trends can be identified from this information and used by economic development organizations and employers to identify change and strategies that are needed to be more competitive. These strategies or plan should include documenting the need, identifying impacts of strategies, and measuring success. Documenting needs or concerns that have been voiced and new policies and programs that are introduced as a result is important in reinforcing the county as a competitive employment center.

Long term success will also depend upon establishing trust and an open dialogue with the community. Communicating the plans that emerge from this workforce engagement to the current workforce, community as a whole, and larger region is also critical to success in growing Jefferson County's population and workforce.

**C. Attract and incentivize entertainment businesses, restaurants, and retail in Jefferson County.**

Many residents felt Jefferson County lacks a variety of entertainment, restaurant, and retail. If these desired businesses, restaurants, and retail services are not located in Jefferson County today, it's because there is not a market demand, or those businesses don't believe they can succeed in Jefferson County. However, these perceptions can be changed. The first step is understanding what businesses the community would support, and then determine what those businesses need to enter the market. National chains typically have very specific criteria that have to be met for any given site from lot size, location, traffic, demographics, wages, age, and even adjacent businesses. Local or regional businesses are more likely to be open to opportunities and are more flexible with site and community requirements.

This makes it vital to understand what the community wants to attract and then determine if the community can meet the requirements of those respective businesses. The county and partner organizations should gather data regarding needs and gaps in entertainment and actively seek out businesses of these identified needs or gaps with incentives to locate in Jefferson County. Incentives could include developing a revolving loan fund that could be for short or midterm loans, low-interest loans, or even forgivable for startup businesses. Other tools such as tax abatement or tax increment financing (TIF) could be used to spur economic development.

**D. Offer programs and resources for local businesses to grow and support small business start-ups.**

Starting a business can be an exhilarating and daunting process. Having a map or guide can make the process less intimidating and may allow the entrepreneur to achieve success faster and with potentially fewer missteps. It is in the best interest of the community to have these businesses be successful as they can provide employment, increased tax base, and population attraction to the county. Aiding on a variety of topics including strategy, market research, business planning, incentives, production, financing, and resources is critical.

Developing a Small Business Development Center, or group of qualified counselors with a wealth of experience from a wide range of business and management backgrounds, who can offer counseling services and educational products at no charge to the public can play an important role in the success of business startups and existing businesses. These advisors could assist with each business' unique needs, with face-to-face counseling sessions where they can answer questions and help each entrepreneur develop or improve a plan for their business' success. These advisors could provide information on a variety of topics including strategy, market research, business planning, incentives, production, financing, and other existing or new resources and funding options that could be provided. If a local business development resource is not feasible, a short-term solution could include engaging the Indiana Small Business Development Center in New Albany to leverage their services. As part of this process the county could also engage the small business incubator, Venture Out Business Center, in Madison to foster new businesses throughout the county.

**E. Create a Youth Council to focus on quality of life initiatives to reduce “brain drain,” increase entertainment options, and create an environment to attract young professionals.**

Having a pipeline of new talent and leadership is important to the long-term success of Jefferson County. Developing a Youth Council consisting of high school-aged students that can provide a meaningful way to engage the youth of the community is needed. This council can provide a variety of initiatives that aim to teach practical life skills and help people effectively communicate both personally and professionally. These in-person and online programs that include how to get out of debt, personal budgeting, nutrition, public speaking and interviewing, leadership, and community participation. Youth programs could even include a high school business planning competition or a “pitch night” competition for entrepreneurs to pitch business ideas. Additionally, a youth council should be developed, consisting of high school-aged students with the purpose of identifying and completing service projects in the County. This will increase youth engagement in Jefferson County and serve as a pipeline for leadership and community engagement.

The Youth Council should also be developed with the purpose of identifying and being a key partner for implementing community projects that will retain young professionals in Jefferson County. This ownership in the county's future will help to increase youth engagement and serve as a pipeline for the next generation of leadership.

## Goal 7: Action Steps

- 7.1 Work with the Health and Human Relations Commission to identify next steps and become a welcoming community for residents and visitors.
- 7.2 Work with partners to identify needs to retain and attract a competitive workforce.
- 7.3 Identify desired entertainment, restaurant, and retail and incentives that could be offered to attract them.
- 7.4 Establish a Small Business Development Center to support small and start-up businesses.
- 7.5 Consider establishing a revolving loan fund for small business expansion and start-up businesses.
- 7.6 Create a Youth Council to develop life skills, provide insight into small business development, and develop community projects to retain young professionals.

## Goal 8:

**Support initiatives that increase opportunities to obtain high-wage jobs.**

With more than one million jobs to be filled in Indiana over the next 10 years there is a focus on high-demand, high-wage jobs for today and tomorrow. This focus will help ensure a long-term success of Jefferson County. County leaders can play a crucial role in helping residents become more attractive to employers by implementing policies and practices that expand economic opportunities and mobility.

County departments that plan economic development projects with local workforce development and education institutions should be aligned. County leaders can promote strong communication and alignment between departments that oversee economic development and those that operate education and training programs as a way to strengthen career pathways for residents. Too often these departments do not work together to prepare residents for jobs created by new or future economic development projects. For example, large-scale county construction projects are often planned many years in advance, which allows time to develop new training and recruitment options for local workers and employers.

**A. Create internal communication and customer service protocol for business inquiries in Jefferson County.**

Businesses looking to relocate or start frequently look for reasons to cross locations off the list. Having an easy to navigate process is critical to engage people and businesses considering Jefferson County. Having a specific link on the County's website with contact information as well as pertinent information about Jefferson County such as business climate, workforce, living in the community, site selection, demographics is important to prospective business owners. It will also be important to have a dedicated point of contact that can assist business owners with questions and help navigate the county processes. A point of contact for business interest should also be identified and provided on the website. Other resources such as Indiana Career Ready and Next Level Jobs should be utilized for attracting business interest to Jefferson County.

**B. Develop a Comprehensive Economic Development Strategy that focuses on target industries, workforce development, and cluster businesses.**

Having a strategic economic development plan is integral to achieving sustainable and measurable economic growth, as well as providing quality of place. With a formal plan, communities can take control of their economic development future, set clear and attainable economic development objectives, and design policies and programs to achieve them. Without a plan, Jefferson County is reactive and its future is in the hands of others.

It is important recognize the need for a plan with key milestones, mission, goals, strategies and actions. The implementation of the plan should include key policies, projects, and programs for short, medium and long-term goals. The planning process for economic development is an ongoing process that should engage potential partners, identify funding sources, and determine appropriate models including public, private, or non-profit, based on market demand and feasibility.

### C. Leverage available economic development tools to provide incentives for growth in jobs.

There are a variety of incentives that can assist in retaining and attracting businesses to Jefferson County. Some local tools include tax increment financing (TIF) that require the creation of a redevelopment commission. The redevelopment commission has a variety of powers and duties and provides the county with options that otherwise are not available. The county should consider creating a redevelopment commission and identify areas for both conventional TIF and residential TIF. The County can also utilize the variety of tax abatements tools available to local governmental entities. Typically, these are for real and personal property for up to 10 years. The state, through the Indiana Economic Development Corporation, has 11 different incentive programs that should also be leveraged locally.

### D. Work with the partners to attract diverse high-paying jobs to Jefferson County.

Attracting diverse high-paying jobs means that Jefferson County is competing not just against neighboring communities but against every community in the United States and frankly the world. For a local community to not just survive, but thrive, they must attract, and just as importantly retain, decent wage-paying jobs. Statistics show this can be a significant challenge even under the best of circumstances. There are two methods that typically produce results. Most common, and the least effective approach, is to pursue companies that relocate or start up each year around the nation. This puts Jefferson County in competition with at least 5,000 other communities competing for the same business. The success rate is extremely low due to competition. Business leaders look for basic metrics such as suitable transportation, quality schools, and adequate infrastructure followed by overall quality of life. Businesses look at the vibrancy of a local community that can include leisure activities, sense of place, food and entertainment options. A vibrant county seat can reflect the pride of a local community, while boarded up or vacant buildings can show no community vibrancy. To be competitive, Jefferson County must have a vibrant and attractive community with a high quality of life and a unique social atmosphere.

A second approach is to support and encourage homegrown expansion and creation. This can be accomplished by growing internal job opportunities through enhanced innovation, creativity, and encouragement of the local entrepreneurial mindset. This allows communities to take the lead in determining their own future. Creating jobs internally, through innovation, creativity and entrepreneurship takes dedication and commitment from the business, community and county leaders as well as each citizen of the community.

As part of this effort, the county should designate staff or resources to pursuing businesses that provide high-paying jobs. There should also be a concerted effort in targeting specific industries that make sense with the local economy and developing assets that attract those industries and businesses.



Pitch-Night Example  
Source: Entrepreneur.com

#### E. Continue to develop assets for training and industrial development at the Jefferson Proving Grounds.

The Jefferson Proving Grounds is a great asset that provides existing infrastructure that can be leveraged for new development. This resource has a tremendous amount of potential for additional development and training facilities with the ability to attract business development, research, and industry. This could be done by working with the chamber of commerce, property owners, and state and local agencies to support major opportunities for the private sector. Factors, such as labor force pools, attractive land and development costs, superior schools, and transportation systems make military bases a strong focus for major business development activity. Existing infrastructure should be leveraged for development, and the county should identify niches that compliment the existing uses on site.



Jefferson County Proving Grounds  
Source: Jefferson County

**F. Increase interaction with state and federal military organizations to capitalize on business development centered around regional installations.**

Economic development centered around military bases and the emphasis on homeland security in the post 9/11 era has been an area of economic opportunity. It's not only the big defense contractors who benefit from development around military bases - \$55 billion in U.S. Department of Defense spending goes to small businesses, according to The New York Times.

The county should work with or learn from other local communities that have gone through base closures to determine the best practices for leveraging the Jefferson Proving Grounds. The county should identify opportunities to leverage the proximity of existing bases as well. Reuse of the Jefferson Proving Grounds is desired, however a plan for reuse has not been developed. The Regional Development Authority also identified military reuse as a high priority, and efforts for redevelopment could be coordinated at a regional level to maximize development opportunities. A strong vision for the Jefferson Proving Grounds will be needed in order to determine next steps for development.

## Goal 8: Action Steps

- 8.1 Develop information for perspective businesses looking to locate in Jefferson County on the county's website.
- 8.2 Create an Economic Development Plan that identifies sectors the county should pursue, requirements to attract those businesses (such as workforce, quality of life, and housing), niches that compliment existing land uses, and needed staffing levels for administration of the plan.
- 8.3 Consider the creation of a Redevelopment Commission.
- 8.4 Evaluate the use of TIF, tax abatement, and other state programs to support job growth.
- 8.5 Work with partners to attract high-paying jobs through retainment and attraction efforts as well as developing local entrepreneurial businesses.
- 8.6 Work with partners to identify opportunities to leverage proximity to military bases and redevelopment opportunities at the Jefferson Proving Grounds.

## Goal 9:

**Increase educational attainment including High School diplomas, trade certifications, and post-secondary degrees.**

Human capital, or talent, is a term used to describe an economy's available workforce. It's not just the people living in one county, it's also their skills and abilities to learn and adapt as a workforce.

As a community, the county is faced with a challenge many communities face. Jefferson County can either grow an educated workforce by providing quality educational opportunities to current residents, attracting new talent, or allowing that talent to move away and benefit other communities. Developing a process to steadily increase of these skilled workers is a key to Jefferson County's success in business and beyond. If Jefferson County can retain educated talent in the county while attracting new talent, those workers will move Jefferson County forward.

### A. Work with businesses and all schools in the county to develop programs that provide productive citizens.

Fostering knowledge and promoting the development of skills that prepare people to be informed, thoughtful, and productive individuals and citizens is an important objective. Self-regulation, perseverance, and social skills play an important role in a person's academic, career, and life outcomes. For Jefferson County to compete globally, the community must prepare students with strong life skills that could include finances, time management, communications, personal health (including mental health), and civic duties. It is especially critical for people to master these skills as the number of jobs created by new businesses has substantially changed over time. The number of business startups has now returned to pre-2007-to-2009 recession levels, but such activity has declined over the long term compared to peaks in the 1980s. Promoting the development of these skills can prepare people for later in life and prepare them for employment or entrepreneurship. Ultimately, the goal should be to employ holistic teaching principles that encourages citizens to find identity, meaning, and purpose through connections to the community, natural world, and humanitarian values. Opportunities that are grown from these efforts, may include more volunteers or opportunities for citizens to be engaged on local boards, commission and committees.

**B. Work with partners to offer local internships and apprenticeships in county government, local businesses, and partner organizations to encourage youth to stay in Jefferson County.**

The first step in connecting the youth of Jefferson County to employment opportunities is to provide internships and apprenticeships with local businesses, county government, and other partners. This will provide youth exposure to a range of opportunities and experiences that may help them determine their next steps from post-secondary degrees to certifications and skill-sets necessary for them to attain their preferred career path.

By engaging local businesses, government, and partners to provide these apprenticeships, it provides youth with a broader range of options that they may not have been aware of previously, but also connects them with local employment opportunities. The county should identify specific partners willing to develop or continue internship and apprenticeship programs and also develop a mentoring or internship program within county departments as a pilot program. These public and private programs should be coordinated with the local school districts.



Jefferson County Ivy Tech Community College  
Source: Ivy Tech

**C. Support efforts to increase lifelong learning opportunities in Jefferson County.**

Lifelong learning is a form of self-initiated education that is focused on personal growth and development. While there is no standardized definition of lifelong learning, it generally refers to learning that typically occurs outside of a formal educational institute as a school or university. However, lifelong learning does not have to restrict itself to informal education.

Lifelong learning is also used to describe a education employers are seeking within their organization. Employers are recognizing that formal education credentials are not the only way to recognize and develop talent and that the ability to continue to gain skills is a desired trait. Today, organizations are seeing lifelong learning as a core component in employee development and employees should engage in constant personal learning. This allows the business to be adaptable and flexible and ultimately for the community to stay competitive and relevant. This type of personal learning is often referred to as continuous learning.

The county should encourage local education providers to offer certification programs and courses that contribute to lifelong learning with in-person or online opportunities. This could also include expanding access to educational resources by incorporating library technology that allows users to access non-print collections and other resources online.

## Goal 9: Action Steps

- 9.1 Work with businesses and all school districts to develop programs for life skills.
- 9.2 Identify and provide opportunities for citizens to be engaged (boards, commissions, committees).
- 9.3 Identify specific partners willing to develop internship and apprenticeship programs, including a mentoring/internship program with county departments as a pilot program.
- 9.4 Work with local businesses and partners to identify life long learning and continuing education opportunities as well as certificate programs.

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# QUALITY OF LIFE & QUALITY OF PLACE

Quality of life and quality of place can encompass multiple factors, including diversity, inclusion, parks and recreation, health and wellness, and more. Additionally, the perception of the community, both internal and external, can impact the quality of place and how residents and visitors perceive Jefferson County. This plan element strives to not only provide the policies, projects, and programs that increase the quality of life, but it also strives to create a community that is welcoming through:

## Diversity and Inclusion

A part of Jefferson County's vision is to become a welcoming community for all people. Working towards this goal can include outreach, education, government and employer discrimination policies, and collaboration between the community and schools, businesses, and other partners. A welcoming community doesn't just benefit from a cultural standpoint, but it can also benefit the local economy through a diverse workforce and promote the county as a welcoming place to both visit and live.

## Parks and Recreation

Jefferson County is home to a vast amount of natural land that is used for both recreational and preservation purposes. Clifty Falls State Park, Big Oaks National Wildlife Refuge, and many community parks are major attractions and provide numerous recreational opportunities for residents and visitors. The focus on preservation of natural areas can be tied to the strong agricultural roots of the county and an understanding of the value of natural resources.

Combining the county's natural resources with recreational assets can continue to grow Jefferson County as a tourism destination. According to Indiana Department of Natural Resources,<sup>1</sup> Clifty Falls had approximately 389,181 visitors between June 2017 and July 2018 -- this shows the significant number of visitors the park attracts each year that could be further leveraged and expanded to include agritourism, music, historic tours, arts and culture, and more.

## Health and Wellness

Due to Jefferson County's rural nature and aging population, health and wellness is an important consideration for the county's future. Health and wellness can include factors such as access to recreational spaces, healthcare facilities, mental health, availability of programs, and more. Jefferson County is faced with health issues such as substance abuse and mental health disorders. Moving forward, it is important there are strategies in place that can help strengthen existing assets (such as the Healthy Communities Initiative) and improve upon those issues that are most critical.

There is one major healthcare provider in Jefferson County, King's Daughters' Health, with locations in downtown Madison and northeast of Madison along Highway 62. Additionally, there are smaller private-practices and urgent care centers that offer healthcare services to residents of the county. However, all of these services are located within or adjacent to Madison, making it potentially difficult for those living in rural areas of the county to access needed healthcare, if the services they need can even be found within the county.

1 - INDNR 2017/2018 Estimated Fiscal Year Visits for Indiana State Parks

## Goal 10:

Establish Jefferson County as a diverse and welcoming community.

### A. Improve visual appeal of gateways in Jefferson County.

Gateways are often the first impression visitors have when entering a new community and should leave a positive impression for those passing through the county. Gateways and aesthetic improvements should be applied at key points or entrances rather than every entry. Prominent corridors in the county that would benefit from an improved gateway include highways such as SR 7, SR 56, SR 62, and SR 256.

The design of the gateway elements should provide a cohesive identity that reflects Jefferson County but also be set apart from standard roadway signage. Landscaping and lighting could be included in each location, further highlighting the signage and aesthetic appeal to welcome visitors. Corridors that receive gateway treatments could also include directional signage to destinations, amenities, and recreational opportunities. Creating gateways is not only a way to help brand and promote the county, but it can become a guide for those visiting and create a sense of place for the community.



Gateway Sign Example  
Source: Littleton Report

### B. Consider hiring staff focused on media relations and marketing Jefferson County.

Marketing Jefferson County as a diverse, welcoming, and fun place to live and visit is a key component of this goal. To accomplish this adequate staffing is needed to act as a liaison between the county and its residents. Communities working towards stronger promotion and media presence can often benefit from a staff member that can focus on branding, advertising, and promotion. This staff member would be tasked with operating the county's social media and other online platforms, creating marketing initiatives, assisting the creation of community-wide events, creating press releases, and promoting the community as a positive place to visit and live. This person could work with local businesses and organizations who may need assistance in creating their own branding, and they could also help inform residents of local news, such as new developments or serve weather warnings.



Clifty Falls State Park  
Source: Visit Indiana

### C. Create a one-stop shop and website for information about Jefferson County.

Jefferson County's current website provides its residents with a wide range of information including details on the county's governmental bodies and departments, public health and safety, job openings, permit applications, and more. The county can help expedite many business functions of the county with a one-stop shop that would be hosted online. This provides a central location for all information related to starting a business to local regulations and permitting. Many communities are centralizing their permitting and zoning functions into one location that provides a streamlined process that is also available online. This portal could also house information that is only visible to emergency responders, such as building plans for publicly-owned building, that would allow better emergency response if an event or disaster occurs.

Additionally, information related to tourism is hosted on Visit Madison's website. While Visit Madison hosts an annual calendar of events, it is difficult to capture an up-to-date community-wide calendar of events that is easily accessible to residents and visitors. This requires require collaboration among the county, local governments, Vision Madison as well as the hundreds of local organizations, businesses, and partners that host events. Adequate staffing is needed to help build, maintain, and execute a calendar of this scale.

### D. Support and expand efforts of the Human Relations Commission.

Many people are striving to create a welcoming atmosphere in Jefferson County. Madison established a Human Relations Commission but this effort is not focused county-wide. The county should expand these efforts and establish a county-wide Human & Health Relations Commission (HHRC) that is appointed by the County Commissioners to address issues more comprehensively. The overarching mission of this organization should be to stop discrimination or messages of hate within the community and affirm the equality of all people. Additionally the HHRC can document complaints of discrimination in the community and can be contacted if a member of the community has a concern, question, or a possible case of discrimination against themselves or someone they know. This commission should also coordinate with efforts underway in Madison rather than work completely independently.

Once formed the Health and Human Relations Commission should be tasked with creating a plan that outlines the strategy and next steps that are needed. This plan should be reviewed by the County Commissioners but the HHRC should be responsible for implementation, building partnerships, and measuring success.

**E. Develop communication and collaboration between community organizations and businesses to facilitate employee involvement in local organizations.**

The greatest proponents of quality of life and quality of place in rural communities are often local organizations based within them. Local organizations, non-profit or otherwise, are often more attuned to the community's needs and are able to better support those in need if they have the proper resources and support. Developing communication and increasing collaboration between organizations and businesses within Jefferson County can facilitate new support and involvement in the county's local organizations and partnerships who work to improve life. Collaboration can include a range of opportunities from donations and manpower, to helping with administrative tasks, and implementing events. With more support, local organizations are able to make a larger impact.

## Goal 10: Action Steps

- 10.1 Design and construct gateways at key entry points and high-traffic corridors and a wayfinding system throughout the county.
- 10.2 Evaluate staffing levels needed for marketing initiatives.
- 10.3 Create a one-stop shop for business information and to expedite permitting.
- 10.4 Establish a county-wide Health and Human Relations Commission with members appointed by the County Commissioners.
- 10.5 Create a Health and Human Relations Strategic Plan.
- 10.6 Facilitate a central platform that can connect local residents and employees with local volunteer organizations to encourage community involvement and local pride.

## Goal 11:

### Grow county-wide recreation efforts in Jefferson County.

#### A. Support the strategic plan, programs, and events facilitated through the Jefferson County Tourism Board.

The Jefferson County Tourism Board provides leadership, programing, and funding in order to increase tourism-related activities within the county. Increasing activities can lead to more tourism revenue in the form of hotels, restaurants, and other related businesses. Jefferson County has multiple assets that can be leveraged to increase tourism activities, including natural lands such as parks and waterways. County leadership should continue to support the goals and strategies outlined in Tourism Board's strategic plan, as well as participating in community-wide events and programs. Identifying where the county can best fit within the board's plan should be the first step of this process. This could include having an active role with the board and providing information and insight into future programs and initiatives.



Chautauqua Arts Festival  
Source: Visit Madison

#### B. Develop and enhance unique recreational amenities for youth, teens, families, arts, and culture.

Jefferson County is in a unique position when compared to other communities because of its existing natural assets. The county is home to Clifty Falls State Park, Big Oaks National Wildlife Refuge, the Ohio River and its tributaries, and other environmental features that have recreational potential. Floodplains are limited in terms of new development but provide ideal locations for parks and open space. This limits damage due to flooding and provides a useful space for the public to enjoy sources of passive recreation such as hiking and fishing, and could be expanded to include additional activities including:

- Full-Service Camping/RV Facilities
- Ice Skating Rink
- ATV/Motorcross Park
- Outdoor Adventure Activities (zipline, paintball, archery, adventure/obstacle course, etc.)
- Art Festivals

These amenities are a few possibilities for the county but is not a complete list of what could be implemented. These amenities could also be done in collaboration with Madison and Hanover, as new destinations may rely on hotels and entertainment options not available throughout the county. These recreational assets can be capitalized upon through marketing and could include social medial print advertisements and other forms of media that can reach the surrounding region.

While Madison and Hanover have multiple spaces for festivals or events, the county holds a large potential for recreational events that should be capitalized upon in the future. These events can include things such as special event days in local parks or having holiday celebrations at campgrounds. The county should create a Five-Year Parks and Recreation Plan that defines these needs, facilities and programs.

C. Expand use of existing recreational amenities such as the Fairgrounds.

County fairgrounds are often underused recreational assets available to many rural communities that may be used just a few weeks or months out of the year. Other recreational areas are affected by colder weather, which often deters people from outdoor activities. Expanding the uses and programs that could be offered year-round at the fairgrounds can attract a greater number of visitors throughout the year and fully utilize existing amenities.

The fairgrounds are home to the Jefferson County 4-H Fair, which typically takes place in the summer. Although the event attracts a large number of visitors to the county when it is active, it remains minimally used for a majority of the year. New programming options should be explored that make use of the fairground's facilities that could include concerts, car shows, ice-skating, tractor pulls, or agriculturally based events.



Jefferson County Fairgrounds  
Source: Madison Courier

D. Expand recreational amenities and programming at Jefferson Proving Grounds.

The Jefferson Proving Grounds was previously used to test munitions for the U.S. military and has since held multiple other uses. Currently, the site is home to an assortment of offices with uses ranging from manufacturing to institutional but could be expanded to include new recreational amenities. Due to the Proving Grounds' prime location in comparison to Big Oaks Natural Wildlife Refuge, developing new amenities and programming that revolve around the refuge could increase the number of visitors each year. These could include expanding existing uses such as hunting and fishing, but it could include forming new amenities such as kayak/canoe launches, new trail heads, mountain biking, or even a firearm/archery range.

Another option suggested during public input was an arboretum. An arboretum is similar to a botanical garden but composed mainly of trees. These are separate from a typical wooded area because they are designed and hold species that may not typically be found in that region. An arboretum would provide a low-impact outdoor activity and could also be used for educational purposes.

Existing assets within the Proving Grounds could be leveraged or re-purposed. This could include reuse of the old airstrip for community events such as rural festivals or smaller groups like model airplane enthusiasts and drone training. Forming new programs and events would expand the recreational viability of the area by catering to different recreational interests.

E. Attract businesses that provide recreational entertainment options such as bowling alleys, skating rinks, movie theaters, and river boat trips.

Providing quality entertainment options for all age groups is key when working to grow and maintain a community's population. Although Jefferson County has multiple recreational options like parks and other outdoor activities, other entertainment options are missing. The county should incentivize development that brings new entertainment options to the area, such as bowling, movie theaters, river boat trips, camping, concerts, or community game nights. The county can offer incentives for these types of businesses, including tax abatement, TIF, or streamlining the permitting process.



Bowling Example  
Source: Primetime Amusements

F. Market unique tourism opportunities such as aero-tourism and agri-tourism in Jefferson County.

As part of a similar objective to promote agri-tourism within Jefferson County (Goal 1, Objective C), marketing efforts for these destinations should be expanded. Jefferson County also has a unique tourism opportunity in the form of areo-tourism, with multiple surrounding airfields including the Madison Airport and Lee Bottom Flying Field. Rural airfields are an often-underutilized resource in communities, as they can hold a number of yearly events that bring in visiting pilots and those wanting to see antique and vintage aircraft. They provide needed stops for those traveling across the state or country in their personal aircraft, and these airports can collaborate with local communities to direct visitors to other amenities such as campgrounds or restaurants. These airfields can also function as locations for pilots in the surrounding region (Indianapolis, Louisville, Cincinnati) to hanger their aircraft and potentially entice them to relocate to the area.

Future efforts to support areo-tourism could include marketing the county as “aviation-friendly” and supporting improvements that aid tourism and economic development efforts. Marketing the county as being aviation-friendly can create a draw for pilots wanting to explore different states and regions throughout the county. Expansion of facilities is already taking place within the county and should be supported whenever possible. Lee Bottom Flying Field was recently approved by the FAA to add an additional runway on the Ohio River, allowing for seaplanes and other related aircraft to visit Jefferson County.

**G. Partner to expand music venues and attract visiting artists/traveling theaters.**

Music venues and shows provide entertainment for all age groups in a community and can draw in large numbers of visitors each year for their various shows. Madison is home to multiple music venues that attract a variety of musical guests and shows, both indoor and outdoor. Creating partnerships with the city to help expand those venues, and potentially create a venue farther out in the county, could lead to increased hotel stays and dollars spent within the county.

While the city has seen success with these venues, it may be more beneficial for the county to provide supporting services and look for ways to expand those programs instead of attempting to replicate them. This partnership can also include the owners of the music venues, if it is not the city, allowing them potentially hold music events and shows outside their physical location. While it may not be possible to use the state protected parks as venues, the county still has multiple locations that can blend art and the natural environment such as the Proving Grounds or near Clifty State Park.

**H. Create a county-wide arts council that focuses on public art, art education, and local artists.**

A catalyst for tourism in many small and rural communities across the country includes arts and culture. Towns such as Nashville, Indiana have become destinations because of their ability to integrate public art into the community and their support of local artists. Jefferson County could take steps towards becoming a more art-centered community by forming a county-wide arts council to focus on creating programs and events that can help support local art initiatives. This council could include members from throughout the community who have ties with existing arts and cultural programs, including groups within Madison, Hanover, and the local colleges. Programs and projects could range from installing public art installations along trails or in parks to forming events that introduce art to people of all ages and educational programs that provide art classes.



**Case Study: Electric Forest Festival**

An example of a rural community taking advantage of their open space and surrounding natural features to use for festival purposes is Rothbury, Michigan. This is a town of less than 500 people, and is home to the Electric Forest Festival. Rothbury is located over an hour north of Grand Rapids, Michigan and is about a 20-minute drive from Lake Michigan. This festival brings roughly 70,000 people to the area over a two-weekend period. While a festival of this size has grown overtime, the example shows how a rural community can draw in thousands of visitors each year due to the strong influence of music, using their natural landscape and recreational amenities as a base for success.

## Goal 11: Action Steps

- 11.1 Continue to support efforts of the Jefferson County Tourism Board including the unique natural resources Jefferson County can leverage to create new recreational amenities.
- 11.2 Create and implement a Five-year Parks and Recreation Master Plan.
- 11.3 Work with local organizations to expand existing programming that can leverage recreational amenities such as the county fairgrounds.
- 11.4 Work with partners to identify and implement activities and programs at the Jefferson County Proving Grounds.
- 11.5 Evaluate incentives for preferred entertainment options in target areas throughout the county.
- 11.6 Support tourism activities and programs with aero-tourism and agri-tourism.
- 11.7 Partner with existing aero-tourism organizations to promote the county as being aviation friendly, and adopt policies that may help progress this endeavor.
- 11.8 Work with partners to create more opportunities for music events and venues.
- 11.9 Create an Arts Council to outline public art initiatives and education.

## Goal 12:

**Provide high-quality assets and programming that contributes to healthy lifestyles.**

### **A. Improve homelessness through the creation of a homeless ordinance, transitional housing, and other support services.**

Homelessness is an issue for more than those directly affected and can be a challenge for a community who does not have proper infrastructure or services. It is often hard to fully address because there are usually multiple underlying issues. To begin combating any current or future homelessness issues, the county should support efforts such as transitional housing, assistance programs for those in need, and the possible creation of a homeless ordinance.

Transitional housing is an effective means to not only help people overcome chronic homelessness, but it can help those escaping domestic abuse, reduce crime in a community, provide support for those struggling with addiction, and often times includes workforce assimilation and other support programs. While transitional housing can greatly benefit a community in terms of homelessness, a set of development guidelines is needed to limit impacts on surrounding land uses. The county should revise zoning ordinances to ensure this form of housing, and other related programs, are permitted and properly regulated. Additionally, Jefferson County should consider a homeless ordinance that can include regulations such as preventing loitering, sleeping in certain areas, or preventing officers from removing someone's camp without prior notice.

## B. Work with healthcare providers in efforts to expand mental health services and training.

In rural communities, access to mental health facilities is a challenge including substance abuse, suicide, and other mental health disorders. Expanding the mental healthcare services within Jefferson County to increase the available treatment facilities and programs could improve the county's overall health and wellness. Improving treatment options could include new physical office locations, 24-hour call lines, community support groups, and community programming that can help create an atmosphere for social interaction and help reduce stress.

While assistance from private or non-profit organizations in creating programs and providing assistance is needed, the county should partner with healthcare providers who focus on mental health services. The County Commissioners should lead the process of investigating community-based options and programs for mental health and substance abuse. King's Daughters' Health has multiple locations within the county, mainly focused in Madison, that serve the vast majority of the county's healthcare needs, but KDH does not currently provide adequate mental healthcare services or facilities. The county needs to identify and understand the healthcare needs are present and how outside partners could take on the mental healthcare role.



Transitional Housing Example  
Source: Family Supportive Housing

## C. Support healthcare providers in efforts to increase health care professionals for elderly, veterans, and serious illnesses.

As the county's population ages, more services and healthcare professionals will be needed to meet the rise in demand. Elderly and veterans often need higher levels of healthcare services, not only due to higher health risks but also because transportation can be an issue.

Distance and ease of access is also an issue regarding serious illness within the county. Those living more than 30 minutes away from a medical facility may be extremely limited in available options if a major medical issue occurs when at home or elsewhere within the county. This distance may force some to drive themselves if no other options are available or forego heading to a facility all together. It can also be an issue for those living at home with chronic illnesses, who aren't able to easily reach physical facilities. In addition to the expansion of physical healthcare facilities, affordable and convenient transportation services that bring people to health care facilities should be supported. This service could be offered by the community's major healthcare provider and the county but can also include smaller organizations who assist these population groups such as Veteran's Services, supporting the existing Catch-A-Ride system.

**D. Support efforts of local partners to provide access to affordable family planning, women’s health, and educational programs.**

Support for existing health programs and organizations within the county can expand provided health services currently available residents, creating the opportunity for future programs. King’s Daughters’ Health is the primary source of women’s health and educational outreach within the county, outside of smaller, private practices. There are no family planning organizations currently within the county. The county should begin communications with the existing healthcare providers in order to better understand the needs and demands of residents. If gaps in healthcare are found, steps should be outlined to address these gaps. These could include medical facilities, as well as education of youth.



Local Healthcare Provider: King’s Daughters’ Health  
Source: King’s Daughters’ Health

**E. Work with healthcare providers and other partners to provide local treatment, prevention, and rehabilitation efforts for addiction and substance abuse.**

Substance abuse and addiction impacts not only the individual but the larger community as well. In Indiana alone, the negative economic impacts of alcohol abuse and overdose-related deaths total nearly \$6 billion annually, including healthcare related costs and the loss of a productive workforce. Issues related to substance abuse are becoming more prevalent in rural communities where law enforcement and treatment facilities are limited.

Partnering with healthcare providers and other partners within Jefferson County can begin the process of assessing current needs and creating goals to address gaps. Efforts should involve treatment, prevention, and rehabilitation and build upon current plans. Treatment within the county is tied to physical healthcare facilities that are equipped to deal with habitual substance users, expanding the services and programs of these facilities can help reach and treat more patients. Prevention is closely tied with law enforcement and education, supporting local officers and equipment them with the resources necessary can help keep substances from entering the county.

Early education is one of the best preventors regarding substance abuse, making sure the dangers of substance abuse is taught in Jefferson County schools could lead to less first-time users. Rehabilitation can include support groups, such as the PRIME for Life program, and helping find employment opportunities for past users. Helping integrate current and past users back into the community can help boost the economy and help prevent future relapses.

F. Expand the efforts of the Healthy Communities Initiative to a county-wide focus.

The Healthy Communities Initiative (HCI) is a collaborative effort between King's Daughters' Health and the Envision Healthy Communities Committee. It focuses on bringing community members together to address the major health needs of the community in order to make Jefferson County a healthier and safer place to live but the primary focus is on Madison.

HCI uses the Community Health Needs Assessment (CHNA) produced for King's Daughters' Health to identify the major health concerns. The most recent assessment found the following to be the greatest issues today in Jefferson County:

- Substance Abuse/Addictions
- Suicide/Mental Health
- Overweight and Obesity
- Tobacco Use
- Lack of Physical Activity
- Chronic Disease

Through the HCI, a number of teams have been created with the goal of addressing these key issues. The teams are a combination of professionals, organizations, and community members all dedicated to improving the health and wellbeing of the community. The county should collaborate with HCI to expand focus to county-wide efforts, offering guidance and providing resources when able in order to reach all residents of Jefferson County.

## Goal 12: Action Steps

- 12.1 Revise zoning ordinance to allow for transitional housing.
- 12.2 Work with local non-profits and healthcare providers to expand services to those in the county battling homelessness and related issues.
- 12.3 Consider adoption of a homeless ordinance.
- 12.4 Work with the County Commissioners to target partners that could improved mental health facilities and services.
- 12.5 Support local healthcare organizations in their efforts to expand healthcare facilities, services, and affordable transportation options.
- 12.6 Work with partners to determine the need for additional family planning, women's health, and educational programs within the county.
- 12.7 Work with partners to develop treatment, prevention, and rehabilitation for substance abuse.
- 12.8 Collaborate with Healthy Communities Initiative (HCI) to expand its focus county-wide.

SECTION

4

IMPLEMENTATION PLAN





## **IN THIS SECTION:**

- Implementation Overview
- Plan Maintenance
- Implementation Partners
- Completion Timeline & Action Step Tables
- Potential Tools, Resources, & Funding

## Implementation Overview

The adoption of the Jefferson County 2040 Comprehensive Plan represents the hard work and collaboration of the community to define a vision for the county. But the hard work cannot end; the most challenging tasks lie ahead with the implementation of the recommendations established in the plan. This implementation section provides a framework for completing the objectives identified in this plan and provides detailed action steps for planning objectives by identifying potential partners, a completion timeline, tools, funding sources, and other resources to facilitate progress.

## Implementation Partners

The Jefferson County Comprehensive Plan isn't intended to be implemented by the county alone; rather success relies on collaboration among several community partners. Over the next twenty years, it is expected that partnerships will be created and strengthened to help complete the objectives identified in this plan. Although the county government will ultimately be in charge of implementation and tracking progress of the plan, the full implementation process relies on leveraging partnerships to fully realize this plan.

The following list of potential partners is not an exhaustive list, but it rather identifies partners who should be involved. Partners provide several benefits, such as authoritative support (County Commissioners or Plan Commission), monetary support, staff or technical support, volunteer support, and more. It is recommended that partners not listed in the comprehensive plan are included in the implementation process as necessary.

## Public & Non-Profit Partners

Agriculture Extension Office  
Aircraft Owners and Pilots Association  
Aviation Indiana  
Canaan Water Utility  
City of Madison  
Dupont Water Company  
Human Relations Commission  
Indiana Department of Transportation (INDOT)  
INDOT - Aviation Division  
Indiana DNR (IDNR)  
Hanover College  
Indiana Housing & Community Development Authority (IHCDA)  
Ivy Tech Community College  
Jefferson County 911 Communications Administrative Board  
Jefferson County Board of Zoning Appeals (BZA)  
Jefferson County Commissioners  
Jefferson County Council  
Jefferson County Emergency Management Agency  
Jefferson County Fire & EMS Operational Advisory Committee  
Jefferson County Government  
Jefferson County Health Department

Jefferson County Highway Department  
Jefferson County Industrial Development Corporation  
Jefferson County Jail  
Jefferson County Parks Board  
Jefferson County Plan Commission  
Jefferson County Zoning & Building Inspector  
Jefferson County Sheriff's Office  
Jefferson County Staff  
Jefferson County Soil & Water  
Jefferson County Tourism Board  
Jefferson County Veterans Service Office  
Jefferson Proving Grounds  
Madison Area Chamber of Commerce  
Madison Municipal Airport  
Madison Water Department  
Office of Community and Rural Affairs (OCRA)  
Southeastern Indiana Regional Planning Commission (SIRPC)  
School Systems of Jefferson County  
State of Indiana  
Strucker Fork Water Utility  
Town of Brooksbury  
Town of Dupont  
Town of Hanover  
Visit Madison Inc.

## Private Partners

Charter Communications  
CMN-Rus  
Catch-A-Ride  
EDP Renewables  
King's Daughters' Health  
Lee Bottom Flying Field  
Lending Institutions  
Local Businesses  
Local Developers  
Local Healthcare Providers  
Local Service Organizations  
Local Faith-Based Organizations  
Metro Fibernet  
Orion Energy  
OVEC-IKEC - Clifty Creek Plant  
Property Owners  
Rumpke  
Southeastern Indiana Rural Telephone Corporation  
Utility Providers  
Vision Energy  
WGL Energy

## Completion Timeline and Action Step Tables

The action step tables presented on the following pages include tasks, potential partners, potential funding sources, resources and tools, and time anticipated for completion. The action step tables are organized based on priority and what should logically come first. These fall into five separate categories for completion:

- Ongoing
- Immediate (2020-2021)
- Short-Term (2022-2025)
- Mid-Term (2026-2030)
- Long-Term (2031-2040)

The completion of action steps may be accelerated or delayed depending upon outside influences such as funding availability, community support, economic conditions, or shifts in social preferences following the adoption of the plan. It is intended that these timelines be flexible to account for any unforeseen circumstance effecting these action steps.

## Plan Maintenance and Evaluation

While this plan sets the stage for the next twenty years, many factors are likely to unpredictably change in the future. To best adapt and respond to these dynamic conditions, this comprehensive plan should be reviewed and updated every five years. Five-year updates typically do not result in a change to the vision statement or goals, but it allows the county to gauge progress, adjust objectives or strategies, and update the future land use plan. This will also allow the community to remove objectives or action steps that have been completed or no longer apply, as well as add new ideas or unforeseen challenges that have occurred since the adoption of the plan. The county should also perform annual assessments of comprehensive plan implementation to evaluate progress and allow officials and staff to identify next steps.

### Monitor Progress and Compare Metrics

Evaluation of progress is an important step as the county moves forward by allowing for county leadership to determine if the strategies and action steps are producing the intended outcomes and results. This can be done in two ways:

1. Annual Report Card: Progress can be monitored through an annual report card that objectively documents the status of each action step that should have been undertaken over the past year.
2. Comparing Metrics: In addition to monitoring progress, it is equally important to develop metrics or demographic/economic indicators that can document if the action steps are driving the change that was anticipated. As each action step is evaluated, the specific metrics that are used to gauge success should be determined. A preliminary set of metrics are identified below:
  - a. Increased Population Growth
  - b. Continued Growth of Employment and Businesses
  - c. Increased Median Household Income and Per Capita Income
  - d. Increase in Number of Issued Building Permits
  - e. Increase in Homeownership

Because this plan has a 20-year horizon, the report cards and metrics should also be compared from year-to-year to document long-term impacts in addition to those impacts that can be seen annually.

### Adjust Objectives and Action Steps

Based on the documented progress and metrics, the county can determine if an action strategy has been successful or has underperformed. If the strategy has been successful, the related objective and action steps should be expanded to encourage further success based on current conditions and needs. If a strategy has underperformed, the county should identify the issue within the action step and adjust the plan accordingly. Creating small adjustments in a plan over its active life helps better achieve the long-term vision and ensures it is a dynamic plan that produces positive results.

## Ongoing Action Steps

	 Action Step	Partners	Potential Funding & Resources
2.1	Review the Future Land Use Plan (map and location criteria) every five years and update as needed.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Plan Commission</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
2.2	Finalize the key metrics to track measurable outcomes that should be used to measure success.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
2.3	Complete the report card annually that measures progress of the plan and is available to county staff and residents.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
5.5	Develop a Capital Improvement Plan for roadways and other capital projects within the county.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Highway Department</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>Community Crossing Grant</li> <li>INDOT - Local Public Agency</li> </ul>
5.9	Work with INDOT on needed access and safety projects on identified state roads.	<ul style="list-style-type: none"> <li>Highway Department</li> <li>INDOT</li> </ul>	<ul style="list-style-type: none"> <li>Community Crossing Grant</li> <li>INDOT - Local Public Agency</li> </ul>
6.4	Annually update the County Hazard Mitigation Plan and Emergency Response Plan.	<ul style="list-style-type: none"> <li>Emergency Management Agency</li> <li>Fire &amp; EMS Operational Advisory Committee</li> <li>IDNR</li> </ul>	<ul style="list-style-type: none"> <li>Federal Emergency Management Agency (FEMA)</li> </ul>
7.2	Work with partners to identify needs to retain and attract a competitive workforce.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Industrial Development Corporation</li> <li>Madison Area Chamber of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>Department of Workforce Development (DWD)</li> <li>Next Level Jobs</li> </ul>
8.5	Work with partners to attract high-paying jobs through retainment and attraction efforts as well as developing local entrepreneurial businesses.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Industrial Development Corporation</li> <li>Jefferson Proving Grounds</li> <li>Madison Area Chamber of Commerce</li> <li>SIRPC</li> </ul>	<ul style="list-style-type: none"> <li>Department of Workforce Development (DWD)</li> <li>Next Level Jobs</li> </ul>
9.2	Identify and provide opportunities for citizens to be engaged (boards, commissions, committees).	<ul style="list-style-type: none"> <li>County Government</li> <li>County Staff</li> <li>Local Businesses</li> <li>Madison Area Chamber of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>

## Ongoing Action Steps

9.4	Work with local businesses and partners to identify life long learning and continuing education opportunities as well as certificate programs.	<ul style="list-style-type: none"> <li>• Hanover College</li> <li>• Industrial Development Corporation</li> <li>• Ivy Tech Community College</li> <li>• Local Businesses</li> <li>• School Systems of Jefferson County</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Workforce Development (DWD)</li> <li>• Educational Institutions &amp; School Districts</li> <li>• Local Businesses</li> </ul>
11.1	Continue to support efforts of the Jefferson County Tourism Board including the unique natural resources Jefferson County can leverage to create new recreational amenities.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Local Businesses</li> <li>• Parks Board</li> <li>• Visit Madison</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Natural Resources (DNR)</li> <li>• Indiana Office of Tourism Development (IOTD)</li> <li>• Next Level Trails</li> </ul>
11.6	Support tourism activities and programs with aero-tourism and agri-tourism.	<ul style="list-style-type: none"> <li>• County Tourism Board</li> <li>• Lee Bottom Flying Field</li> <li>• Madison Municipal Airport</li> <li>• Visit Madison</li> </ul>	<ul style="list-style-type: none"> <li>• Federal Aviation Administration (FAA)</li> <li>• Indiana Economic Development Corp. (IEDC)</li> <li>• Indiana Office of Tourism Development (IOTD)</li> </ul>
12.2	Work with local non-profits and healthcare providers to expand services to those in the county battling homelessness and related issues.	<ul style="list-style-type: none"> <li>• City of Madison</li> <li>• Health Department</li> <li>• King's Daughters' Health</li> <li>• Local Faith-based Organizations</li> <li>• Local Service Organizations</li> <li>• Veterans Service Office</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Housing &amp; Urban Development (HUD)</li> <li>• Indiana Housing &amp; Community Development Authority (IHCDA)</li> <li>• Healthcare Providers</li> <li>• U.S. Department of Health &amp; Human Services (HHS)</li> </ul>
12.5	Support local healthcare organizations in their efforts to expand healthcare facilities, services, and affordable transportation options.	<ul style="list-style-type: none"> <li>• Catch-A-Ride</li> <li>• County Commissioners</li> <li>• Health Department</li> <li>• King's Daughters' Health</li> <li>• Veterans Service Office</li> <li>• 911 Communications Administrative Board</li> </ul>	<ul style="list-style-type: none"> <li>• Healthcare Providers</li> <li>• INDOT</li> <li>• U.S. Department of Health &amp; Human Services (HHS)</li> </ul>

## Immediate (2020-2021) Action Steps

	Action Step	Partners	Potential Funding & Resources
1.2	<p>Update zoning ordinance and subdivision regulations to consider:</p> <ul style="list-style-type: none"> <li>Options for subdivisions that preserve prime farmland and environmentally sensitive areas.</li> <li>Preservation of environmentally sensitive areas and scenic vistas.</li> <li>Consider light pollution guidelines in environmentally sensitive areas.</li> <li>Development standards and regulations to better accommodate agri-tourism.</li> <li>Overlay districts surrounding public use airports.</li> </ul>	<ul style="list-style-type: none"> <li>Aircraft Owners and Pilots Association</li> <li>Aviation Indiana</li> <li>County Commissioners</li> <li>INDOT (including Aviation Division)</li> <li>Lee Bottom Flying Field</li> <li>Madison Municipal Airport</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>Federal Aviation Administration (FAA)</li> <li>Private Funding</li> </ul>
2.5	Remove language regarding property maintenance from the county's zoning ordinance and adopt an independent ordinance regarding property maintenance.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
3.2	Apply for IHEDA OOR funding that can be used to assist homeowners within the county with housing rehabilitation.	<ul style="list-style-type: none"> <li>Indiana Housing &amp; Community Development Authority (IHEDA)</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>Owner-Occupied Rehabilitation (OOR) Program</li> </ul>
4.1	Identify areas without broadband and/or cellular service and work with providers to expand coverage areas.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Local Broadband Providers</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>Local Broadband Providers</li> <li>Next Level Connections</li> </ul>
5.8	Create a county thoroughfare plan.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Highway Department</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
6.1	Collaborate with trash removal services to create new drop-off points for trash and/or recycling with special attention to large or hazardous items and enforce fines for illegally dumping.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Local Businesses</li> <li>Property Owners</li> <li>Rumpke</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
7.6	Create a Youth Council to develop life skills, provide insight into small business development, and develop community projects to retain young professionals.	<ul style="list-style-type: none"> <li>Hanover College</li> <li>Ivy Tech Community College</li> <li>Local Businesses</li> <li>School Systems of Jefferson County</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>

## Immediate (2020-2021) Action Steps

8.1	Develop information for perspective businesses looking to locate in Jefferson County on the county's website.	<ul style="list-style-type: none"> <li>• Jefferson County Staff</li> <li>• Industrial Development Corporation</li> <li>• Madison Area Chamber of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>• Indiana Economic Development Corp. (IEDC)</li> <li>• Indiana Small Business Administration (SBA)</li> </ul>
8.3	Consider the creation of a Redevelopment Commission.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• County Council</li> <li>• Plan Commission</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
8.4	Evaluate the use of TIF, tax abatement, and other state programs to support job growth.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• County Council</li> <li>• Industrial Development Corporation</li> <li>• Plan Commission</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
10.1	Design and construct gateways at key entry points and high-traffic corridors and a wayfinding system throughout the county.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• County Council</li> <li>• County Tourism Board</li> <li>• Highway Department</li> <li>• INDOT</li> <li>• Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>• INDOT</li> <li>• Local Businesses/Sponsors</li> <li>• Indiana Office of Tourism Development (IOTD)</li> </ul>
11.2	Create and implement a Five-year Parks and Recreation Master Plan.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Lee Bottom Flying Field</li> <li>• Parks Board</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Natural Resources (DNR)</li> </ul>

## Short-Term (2022-2025) Action Steps

Action Step		Partners	Potential Funding & Resources
1.1	Identify and map environmentally sensitive areas and prime farmland.	<ul style="list-style-type: none"> <li>County Staff</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
2.4	Consider possibility of county hiring a dedicated staff member for planning, property maintenance/enforcement, and communications.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>County Council</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
2.6	Identify and map properties that are vacant or abandoned.	<ul style="list-style-type: none"> <li>County Staff</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
3.1	Evaluate incentives for desired housing types, such as low-maintenance, workforce/affordable, or young adult and senior, that include residential TIF, density bonuses, tax abatement, land bank, infrastructure extension, and expedited permitting.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>County Council</li> <li>Local Developers</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>Indiana Housing &amp; Community Development Authority (IHCDA)</li> <li>Department of Housing &amp; Urban Development (HUD)</li> </ul>
5.1	Revise current roadways standards as appropriate and provide adequate staffing for administration.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Highway Department</li> <li>INDOT</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
5.3	Form a partnership to identify programs and feasibility of after school transportation programs.	<ul style="list-style-type: none"> <li>Boys and Girls Club</li> <li>School Systems of Jefferson County</li> </ul>	<ul style="list-style-type: none"> <li>INDOT</li> <li>Non-Profit Grants</li> <li>U.S. Department of Health &amp; Human Services (HHS)</li> </ul>
5.4	Follow the current Asset Management Plan and continue to update intersections and roads in poor condition and with high crash rates.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Highway Department</li> <li>INDOT</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
5.7	Create a licensing program and enforcement for golf carts and ATVs on public roads and/or trails.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Highway Department</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
6.2	Create a monthly or seasonal clean-up days that encourages residents to clean-up highly visible corridors and areas.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Highway Department</li> <li>Local Businesses</li> <li>Parks Board</li> <li>Property Owners</li> </ul>	<ul style="list-style-type: none"> <li>Local Businesses/Sponsors</li> </ul>

## Short-Term (2022-2025) Action Steps

6.3	Evaluate staffing levels for law enforcement and consider needed improvements for areas with slower response times.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• County Jail</li> <li>• Emergency Management Agency</li> <li>• Sheriff's Office</li> <li>• 911 Communications Administrative Board</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
6.6	Evaluate fire protection and EMS services and consider needed improvements for areas with slower response times.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Emergency Management Agency</li> <li>• Fire &amp; EMS Operational Advisory Committee</li> <li>• 911 Communications Administrative Board</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
7.3	Identify desired entertainment, restaurant, and retail and incentives that could be offered to attract them.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Local Businesses</li> <li>• Local Developers</li> <li>• Redevelopment Commission (if created)</li> </ul>	<ul style="list-style-type: none"> <li>• Tax Abatement</li> <li>• TIF</li> <li>• Revolving Loan</li> </ul>
8.2	Create an economic development plan that identifies sectors the county should pursue, requirements to attract those businesses (such as workforce, quality of life, and housing), niches that compliment existing land uses, and needed staffing levels for administration of the plan.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• County Tourism Board</li> <li>• Jefferson Proving Grounds</li> <li>• Industrial Development Corporation</li> <li>• Local Businesses</li> <li>• Local Developers</li> <li>• Plan Commission</li> <li>• RDA</li> <li>• Utility Providers</li> <li>• Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>• Indiana Economic Development Corp. (IEDC)</li> </ul>
9.3	Identify specific partners willing to develop internship and apprenticeship programs, including a mentoring/internship program with county departments as a pilot program.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Industrial Development Corporation</li> <li>• Local Businesses</li> <li>• School Systems of Jefferson County</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
10.2	Evaluate staffing levels needed for marketing initiatives.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• County Council</li> <li>• County Tourism Board</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>

## Short-Term (2022-2025) Action Steps

10.3	Create a one-stop shop for business information and to expedite permitting.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• County Staff</li> <li>• Plan Commission</li> <li>• Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
11.5	Evaluate incentives for preferred entertainment options in target areas throughout the county.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Local Businesses</li> <li>• Local Developers</li> <li>• Plan Commission</li> <li>• Redevelopment Commission (if created)</li> <li>• Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
11.8	Work with partners to create more opportunities for music events and venues.	<ul style="list-style-type: none"> <li>• County Tourism Board/Visit Madison</li> <li>• Local Businesses</li> <li>• Madison Area Chamber of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>• Indiana Office of Tourism Development (IOTD)</li> <li>• Local Businesses/Sponsors</li> <li>• Visit Madison</li> </ul>
12.6	Work with partners to determine the need for additional family planning, women's health, and educational programs within the county.	<ul style="list-style-type: none"> <li>• Health Department</li> <li>• King's Daughters' Health</li> <li>• School Systems of Jefferson County</li> </ul>	<ul style="list-style-type: none"> <li>• Healthcare Providers</li> <li>• U.S. Department of Health &amp; Human Services (HHS)</li> </ul>

## Mid-Term (2026-2030) Action Steps

	Action Step	Partners	Potential Funding & Resources
1.3	Support local farms and agri-tourism through: <ul style="list-style-type: none"> <li>Local incentives to support expansion and creation of new agricultural uses.</li> <li>Local programs that support value-added agriculture.</li> </ul>	<ul style="list-style-type: none"> <li>Agriculture Extension Office</li> <li>County Commissioners</li> <li>Local Businesses &amp; Farmers</li> <li>Plan Commission</li> </ul>	<ul style="list-style-type: none"> <li>Indiana Office of Tourism Development (IOTD)</li> <li>Indiana State Department of Agriculture (ISDA)</li> <li>U.S. Department of Agriculture (USDA)</li> </ul>
2.7	Consider the possibility of creating a land bank that could hold vacant or abandoned properties for clean-up and reuse.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Habitat for Humanity</li> <li>Plan Commission</li> <li>Redevelopment Commission (if created)</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
3.3	Develop an online guide to provide education for first time homebuyers.	<ul style="list-style-type: none"> <li>County Staff</li> <li>Local Lending Institutions</li> <li>Local Realtors</li> <li>Visit Madison</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
4.2	Evaluate current and new regulations related to new development on septic systems and provide adequate staffing levels for enforcing permits and providing educational resources to residents.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Health Department</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
5.2	Evaluate expansion of "Catch-a-Ride", including additional service areas, potential routes, operational plans, and funding sources.	<ul style="list-style-type: none"> <li>Catch-A-Ride</li> <li>County Commissioners</li> <li>Health Department</li> <li>Veterans Service Office</li> </ul>	<ul style="list-style-type: none"> <li>INDOT</li> <li>U.S. Department of Agriculture (USDA)</li> <li>U.S. Department of Health &amp; Human Services (HHS)</li> </ul>
7.1	Work with the Health and Human Relations Commission to identify next steps and become a welcoming community for residents and visitors.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>County Council</li> <li>Human Health &amp; Relations Commission</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
7.4	Establish a Small Business Development Center to support small and start-up businesses.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>County Tourism Board</li> <li>Local Businesses</li> <li>Madison Area Chamber of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>Indiana Small Business Administration (SBA)</li> <li>Next Level Jobs</li> </ul>

## Mid-Term (2026-2030) Action Steps

9.1	Work with businesses and all school districts to develop programs for life skills.	<ul style="list-style-type: none"> <li>• Hanover College</li> <li>• Ivy Tech Community College</li> <li>• Local Businesses</li> <li>• School Systems of Jefferson County</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
10.4	Establish a county-wide Health and Human Relations Commission with members appointed by the County Commissioners.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Health Department</li> <li>• Human Relations Commission</li> <li>• Parks Board</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
10.5	Create a Health and Human Relations Strategic Plan.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Health Department</li> <li>• Health &amp; Human Relations Commission (once created)</li> <li>• Human Relations Commission</li> <li>• Parks Board</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
10.6	Facilitate a central platform that can connect local residents and employees with local volunteer organizations to encourage community involvement and local pride.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• County Staff</li> <li>• County Tourism Board</li> <li>• Local Businesses</li> <li>• Madison Area Chamber of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
11.3	Work with local organizations to expand existing programming that can leverage recreational amenities such as the county fairgrounds.	<ul style="list-style-type: none"> <li>• County Staff</li> <li>• County Tourism Board</li> <li>• County Extension Office</li> <li>• Local Businesses</li> <li>• Parks Board</li> <li>• 4-H Fair Board</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Natural Resources</li> <li>• Indiana State Department of Agriculture (ISDA)</li> <li>• Local Businesses/Sponsors</li> <li>• U.S. Department of Agriculture (USDA)</li> </ul>
11.4	Work with partners to identify and implement activities and programs at the Jefferson County Proving Grounds.	<ul style="list-style-type: none"> <li>• County Staff</li> <li>• County Tourism Board</li> <li>• Industrial Development Board</li> <li>• Jefferson Proving Grounds</li> <li>• Local Businesses</li> <li>• Parks Board</li> </ul>	<ul style="list-style-type: none"> <li>• Buse Realignment and Closure (BRAC)</li> <li>• Department of Natural Resources (DNR)</li> <li>• Department of Workforce Development (DWD)</li> <li>• INDOT</li> <li>• Indiana Office of Tourism Development (IOTD)</li> <li>• U.S. Environmental Protection Agency (EPA)</li> </ul>

## Mid-Term (2026-2030) Action Steps

11.7	Partner with existing areo-tourism organizations to promote the county as being aviation friendly, and adopt policies that may help progress this endeavor.	<ul style="list-style-type: none"> <li>• County Tourism Board/Visit Madison</li> <li>• Lee Bottom Flying Field</li> <li>• Madison Municipal Airport</li> </ul>	<ul style="list-style-type: none"> <li>• Federal Aviation Administration (FAA)</li> <li>• Indiana Economic Development Corp. (IEDC)</li> <li>• Indiana Office of Tourism Development (IOTD)</li> </ul>
12.1	Revise zoning ordinance to allow for transitional housing.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Plan Commission</li> <li>• Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
12.4	Work with partners to develop improved mental health facilities and services. Work with the County Commissioners to target partners that could improved mental health facilities and services.	<ul style="list-style-type: none"> <li>• Fire &amp; EMS Operational Advisory Committee</li> <li>• Health Department</li> <li>• King's Daughters' Health</li> <li>• Local Healthcare Providers</li> <li>• Parks Board</li> <li>• Veterans Service Office</li> </ul>	<ul style="list-style-type: none"> <li>• Healthcare Providers</li> <li>• Indiana Department of Mental Health &amp; Addiction (DMHA)</li> <li>• U.S. Department of Health &amp; Human Services (HHS)</li> </ul>
12.7	Work with partners to develop treatment, prevention, and rehabilitation for substance abuse.	<ul style="list-style-type: none"> <li>• Fire &amp; EMS Operational Advisory Committee</li> <li>• Health Department</li> <li>• King's Daughters' Health</li> <li>• Parks Board</li> <li>• Sheriff's Office</li> <li>• Veterans Service Office</li> </ul>	<ul style="list-style-type: none"> <li>• Healthcare Providers</li> <li>• Indiana Department of Mental Health &amp; Addiction (DMHA)</li> <li>• Next Level Recovery</li> <li>• U.S. Department of Health &amp; Human Services (HHS)</li> </ul>
12.8	Collaborate with Healthy Communities Initiative (HCI) to expand its focus county-wide.	<ul style="list-style-type: none"> <li>• Health Department</li> <li>• King's Daughters' Health</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>

## Long-Term (2031-2040) Action Steps

	Action Step	Partners	Potential Funding & Resources
3.4	Work with water and sewer districts to identify priority areas for new housing based on capacity and expansion.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Plan Commission</li> <li>Water &amp; Sewer Utility Providers</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
4.3	Develop a five to ten year rural water and wastewater infrastructure plan based on current capacities and future growth areas.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Emergency Management Agency</li> <li>Plan Commission</li> <li>Soil &amp; Water District</li> <li>Water &amp; Sewer Utility Providers</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
4.4	Identify the renewable energy options best suited to Jefferson County and consider revisions to the zoning ordinance as needed.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Energy Utility Providers</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
5.6	Work with partner organizations to implement airport projects that attract businesses and increase tourism.	<ul style="list-style-type: none"> <li>Aircraft Owners and Pilots Association</li> <li>Aviation Indiana</li> <li>County Commissioners</li> <li>County Tourism Board</li> <li>INDOT - Aviation Division</li> <li>Industrial Development Corporation</li> <li>Lee Bottom Flying Field</li> <li>Madison Municipal Airport</li> </ul>	<ul style="list-style-type: none"> <li>Federal Aviation Administration (FAA)</li> <li>Indiana Economic Development Corp. (IEDC)</li> <li>Indiana Office of Tourism Development (IOTD)</li> </ul>
5.10	Create a pedestrian and bicycle master plan to identify potential projects, partners, and funding.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Highway Department</li> <li>Parks Board</li> <li>Plan Commission</li> <li>Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>INDOT</li> <li>Next Level Trails</li> </ul>
6.5	Identify and work with potential partners to develop uses for the jail facility that ultimately provides a needed benefit to the community.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>County Jail</li> <li>Sheriff's Office</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
7.5	Consider establishing a revolving loan fund for small business expansion and start-up businesses.	<ul style="list-style-type: none"> <li>County Commissioners</li> <li>Industrial Development Corporation</li> <li>Redevelopment Commission (if created)</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>

## Long-Term (2031-2040) Action Steps

8.6	Work with partners to identify opportunities to leverage proximity to military bases and redevelopment opportunities at the Jefferson Proving Grounds.	<ul style="list-style-type: none"> <li>• County Commissioners</li> <li>• Jefferson Proving Grounds</li> <li>• Industrial Development Corporation</li> <li>• Madison Area Chamber of Commerce</li> <li>• Plan Commission</li> <li>• RDA</li> <li>• Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>• Buse Realignment and Closure (BRAC)</li> <li>• Department of Natural Resources (DNR)</li> <li>• Department of Workforce Development (DWD)</li> <li>• INDOT</li> <li>• Indiana Office of Tourism Development (IOTD)</li> <li>• U.S. Environmental Protection Agency (EPA)</li> </ul>
11.9	Create an Arts Council to outline public art initiatives and education.	<ul style="list-style-type: none"> <li>• County Tourism Board</li> <li>• Jefferson County Staff</li> <li>• Local Artist</li> <li>• School Systems of Jefferson County</li> <li>• Visit Madison</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
12.3	Consider adoption of a homeless ordinance.	<ul style="list-style-type: none"> <li>• City of Madison</li> <li>• County Commissioners</li> <li>• Plan Commission</li> <li>• Zoning &amp; Building Inspector</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>

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## Potential Tools, Resources, and Funding

The tools, resources, and funding referenced in the previous action step tables are further described in the following pages. Like the potential partners, this is not an exhaustive list and is intended to serve as a starting point for future projects. Additionally, funding sources and programs change frequently and should be updated as needed. The organizations that provide these resources are likely to continue similar programs in the future and can be referenced online for the most up-to-date information.

### American Planning Association - Plan4Health

The American Planning Association and the American Public Health Association (APHA) work to build local capacity to address health goals and promote health in non-traditional sections for communities across the country. The program focuses primarily on the accessibility of healthy foods in a community and introducing new physical activity into schools, the workplace, and day-to-day life.

### Bonds

Bonds are backed by the credit and taxing power of the issuing jurisdiction. A bond is a government debt issued in order to raise money for needed capital improvements. Its retirement is paid for by property tax and other predictable forms of local income.

### Capital Improvement Planning

A capital Improvement Program (CIP) is a group of documents that lays out the needed short-term capital improvements in a community. A CIP identifies projects, timelines, estimated costs, and funding sources and is linked to a community's budgeting process. Planning a community's capital improvements ahead of time ensures future projects are allocated proper funding for full implementation. The

county's CIP would include all funding needed for projects, regardless of what department would ultimately be responsible for operating and maintaining the investment.

### Center for Disease (CDC) - Healthy Communities Program

The Healthy Communities Program provides communities with funding, tools, strategies, and training for creating environmental changes to improve people's health. The CDC works with local partners and communities to help reduce chronic diseases and achieve healthier lifestyles.

### Developer-Funded Infrastructure

Similar impact fees, communities can also fund infrastructure improvements by having the developer cover those costs directly. These can include roadway improvements, stormwater infrastructure, and other related utilities that may need expanded due to development. However, the improvement must be directly related to and proportionate to the new development's impact.

### Economic Development Assistance Program, Economic Development Administration (EDA)

The EDA takes applications from rural and urban areas to provide investments that support construction, non-construction, technical assistance, and revolving loan fund projects under EDA's Public Works and EAA programs. These grants are intended to leverage existing regional assets and support the implementation of economic development strategies in distressed communities. They support economic development, foster job creation, and work to attract private investment to communities in need.

## **Impact Fee**

An impact fee is paid by new development that helps cover the cost of infrastructure and related services that are necessitated by the new development. The fee is based on the type of development and the direct impact to current infrastructure. Fees are used for infrastructure improvements and amenities including parks, transportation, and multi-modal projects.

## **Indiana Association of Area Agencies on Aging (IAAAA)**

IAAAA advocates for quality programs and services for older adults and those with disabilities. This program offers information about resources and service providers, assesses needs for service, makes referrals to case managers, and monitors quality of life for those in need. Subsidies are available based on age, level of disability, income and assets.

## **Indiana Department of Natural Resources (IDNR)**

IDNR provides resources such as Residential Historic Rehabilitation Tax Credits, land and water conservation for park projects, and recreational trails programs.

## **Indiana Department of Transportation (INDOT)**

INDOT's mission is to plan, build, maintain, and operate a transportation system that encourages safety, mobility, and economic growth. They provide assistance to smaller communities through Local Public Agency (LPA) Programs, Community Crossings grants for paving projects, and Transportation Alternative funding for roadway, sidewalk, trail, and streetscape projects.

## **Indiana Housing and Community Development Authority (IHCDA)**

This organization provides assistance to residents through providing housing opportunities, promoting self-sufficiency, and strengthening the community through programs such as the Business Expansion and Entrepreneurship Development (BEED) Program, Community Enhancement and Economic Development (CEED) Loan Program, and Low Income Housing Tax Credits.

## **Indiana Office of Community and Rural Affairs (OCRA)**

OCRA works with local, state, and national partners to provide resources and technical assistance for communities wanting to grow their economic development. Some of the programs include:

- Planning Grants
- Public Facilities Program (PFP)
- Stormwater Improvement Program (SIP)
- Wastewater and Drinking Water Program
- Blight Clearance Program (BCP 2.0)
- Stellar Communities
- Broadband Readiness Pilot Planning Grant
- Next Level Connections (for broadband)

## **Indiana Office of Tourism Development (IOTD)**

This organization offers matching grants to cities, towns, counties, and non-profit groups in Indiana for assistance with marketing and destination development projects.

### **National Endowment for the Arts - Our Town Program**

The Our Town Program supports place-making projects that help transform communities into lively and resilient places with arts and culture at their core. They offer support for projects that have a focus on representing the character and quality of the community, and provide technical assistance for place-based work and education.

### **Prosperity Indiana**

Prosperity Indiana provides tools, research, online resources, and technical assistance for housing rehabilitation and construction, real estate development, industrial and business development, social services, and employment generating activities.

### **Redevelopment Association of Indiana (RAI)**

This is a membership organization for redevelopment board members and staff representing 460 cities, towns, and counties in Indiana. The Redevelopment Association operates under the premise that while there are legally mandated action and commonly adopted practices, there also is abundant room for local innovation and Indiana ingenuity. One of the association's principal missions is to serve as an informational and educational resource for existing redevelopment commissions and units of government considering the establishment of a redevelopment commission. Redevelopment Association members are available to share their experiences.

### **Smart Growth American Technical Assistance Workshop**

This workshop can help communities push their ideas for growth into action. They teach local leads about the technical aspects of smart growth development and provide advice on how communities can use and benefit from smart growth. They also offer direct technical assistance to communities across the country.

### **Southeastern Indiana Regional Planning Commission (SIRPC)**

SIRPC is a community and economic development agency that serves a range of communities and organizations within Southeastern Indiana. On top of community and economic development, the organization also assist with project development, education, small business assistance, industrial development, and housing. They fund a set number of projects each year and frequently work with OCRA and IHCDA.

### **Tax Abatement**

This tool is a phased approach of property taxes that is intended to encourage development in areas unlikely to grow through conventional means. This tool allows developers to pay decreased property taxes for improvements for a set time period. Communities can abate up to 100% of local property taxes for up to ten years. However, a smaller abatement, time period, or combination of both could occur.

### **TIF**

A Tax Increment Financing (TIF) district used by many communities to fund local infrastructure improvement projects. Tax rates for developments within the district are locked at a set rate, and as property values rise within the district, any additional tax revenue generated is used to fund improvement projects within the district instead of using it for typical purposes. These districts are often criticized because they redirect tax revenue from other groups within the county, but can be very effective at pushing new development in the area.

## **United States Department of Agriculture (USDA)**

The USDA offers leadership on food, agriculture, natural resources, rural development, nutrition, and related issues based on public policy and effective management. They assist rural America through economic innovation in promoting agricultural that can better react to an ever-growing world. They also strive to protect natural resources through conservation, restored forests, improved watersheds, and healthy private working lands. A few of their assistance programs include:

- Intermediary Relending Program (IRP)
- Rural Business Enterprise Grant (RBEG)
- Rural Business Opportunity Grant (RBOG)
- Rural Economic Development Grant
- Rural Micro-entrepreneur Assistance Program

SECTION

5

APPENDIX





## **IN THIS SECTION:**

- **Appendix A: Existing Conditions**
  - Demographic Analysis
  - Housing Analysis
  - Economic Analysis
  - Physical Conditions
- **Appendix B: Public Input**

# Appendix A: Existing Conditions

## Introduction

The foundation of a comprehensive plan is primarily based on the community's vision for their future. However, there are other factors that play a role in guiding that vision that can't be over looked, such as historic trends, demographic information, and physical conditions. This chapter dives into the community profile of Jefferson County, giving an idea a picture of where the county is today and what they should prepare for in the future. The following data that was gathered and analyzed for this plan primarily came from the American Community Survey, U.S. Census Bureau, and U.S. Bureau of Labor statistics. This data was available information from 2017, unless otherwise stated, and should be updated as new data is released to ensure accuracy.

An important step in the early stages of the planning process is to look for unique trends an area may have based on demographic and economic information. This is done by comparing Jefferson County to other communities in the region as well as the state and nation. These comparisons will ensure trends can be identified, helping form a more complete picture of the county.

In addition to Indiana and the United states, a total of six comparison communities were used when analyzing Jefferson County's data. Four of these were surrounding counties: Clark County, Jennings County, Ripley County, and Scott County. These areas are similar in size, geography, and can also directly compete with Jefferson County. The two largest cities in Jefferson County, Madison and Hanover, were also chosen as comparison communities. It is important to see if a county's trends follow or deviate from it's peers.

## Demographic Analysis

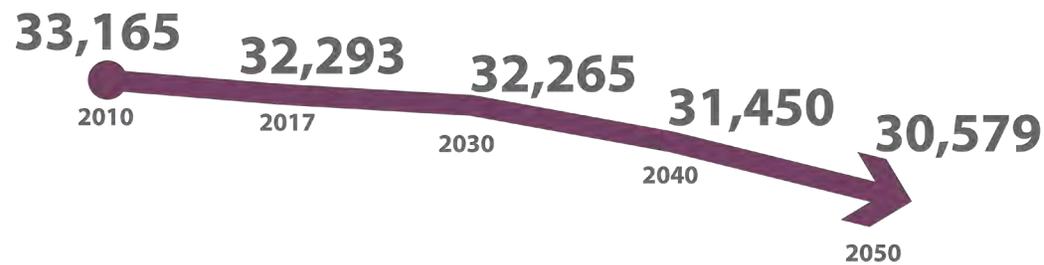
The beginning of any analysis is rooted in an understanding of an areas demographic profile. Population, growth, age structure, race & ethnicity, and education are all important in identifying growth and development trends but also for understanding the needs of the community over the next 20 years.

## Population

Jefferson County's population in 2017 was 32,293 people, a decrease from 2010 of 135 people (about -0.42%). This population loss isn't just affecting Jefferson County, but can be seen in neighboring counties including Scott County (-1.61%), Jennings County (-2.40%), Ripley County (-1.55%) during this same time period. While Jefferson County experienced a slight population decline, Madison (-0.55%) and Hanover (-1.78%) showed slightly more decline than the county. The only comparison community that has seen a population gain since 2010 is Clark County, growing by 4.23%.

Population Change 2010-2017	
Clark County	4.23%
United States	3.97%
Indiana	2.01%
Jefferson County	-0.42%
Madison, IN	-0.55%
Ripley County	-1.55%
Hanover	-1.78%
Scott County	-1.90%
Jennings County	-2.40%

Source: 2017 American Community Survey 5-year estimates



Although Jefferson County has lost population, it is still at a slower rate of population loss than nearby counties and communities. Besides Clark County, it appears the region surrounding Jefferson County is experiencing overall population loss.

Jefferson County experienced substantial growth from 1940 to 1980, gaining over 10,000 people. The first population decline the county experienced was in 1990, followed by a resurgence of growth to the year 2000. Jefferson County's trend since 2000 is a slow decline, which is predicted to continue for the next 20 years, when the population is projected to decline to 31,450 people by the year 2040 as seen on the line graph to the right.

Jefferson County's population total includes the incorporated areas of Madison, Hanover, Dupont and Brooksbury. Madison's estimated 2017 population was 11,920 people and Hanover's estimated 2017 population was 3,483 people, Dupont's was 303 people and Brooksbury's was 109 people. The population outside incorporated areas as in 2017 was 16,393 people. While the planning jurisdiction for this comprehensive plan does not include Madison, Hanover or the Buffer Areas around these two communities, it does include Dupont and Brooksbury. Because the Buffer Area boundaries around Madison and Hanover do not align with the Census Tract or Census Block boundaries through the Census, an

accurate population for this plan's jurisdiction cannot be pinpointed. It is helpful in understanding this breakdown, the citizens of Madison, Hanover, Dupont and Brooksbury are all county residents and will need to be taken into account for planning purposes.

Changes in population occur for a couple of different reasons. One is natural, the difference between births and deaths. For Jefferson County there were slightly more births (373) than deaths, (347) for a difference of 26 natural increase. The birthrate has slowly been dropping since 1990 until 2010 when deaths exceeded births. The other reason is migration, either inbound or outbound. For Jefferson county there were 120 domestic inbound migrations and 15 international inbound migrations (2017-2018 ACS).

Combining the birth and death rates together and domestic and international migration, Jefferson County has seen its population fluctuate almost annually since 2000. Overall, from 2000 to 2018, the County gained 537 residents due to migration from other states, and 224 residents due to international migration and 532 residents due to natural increase.

## Age

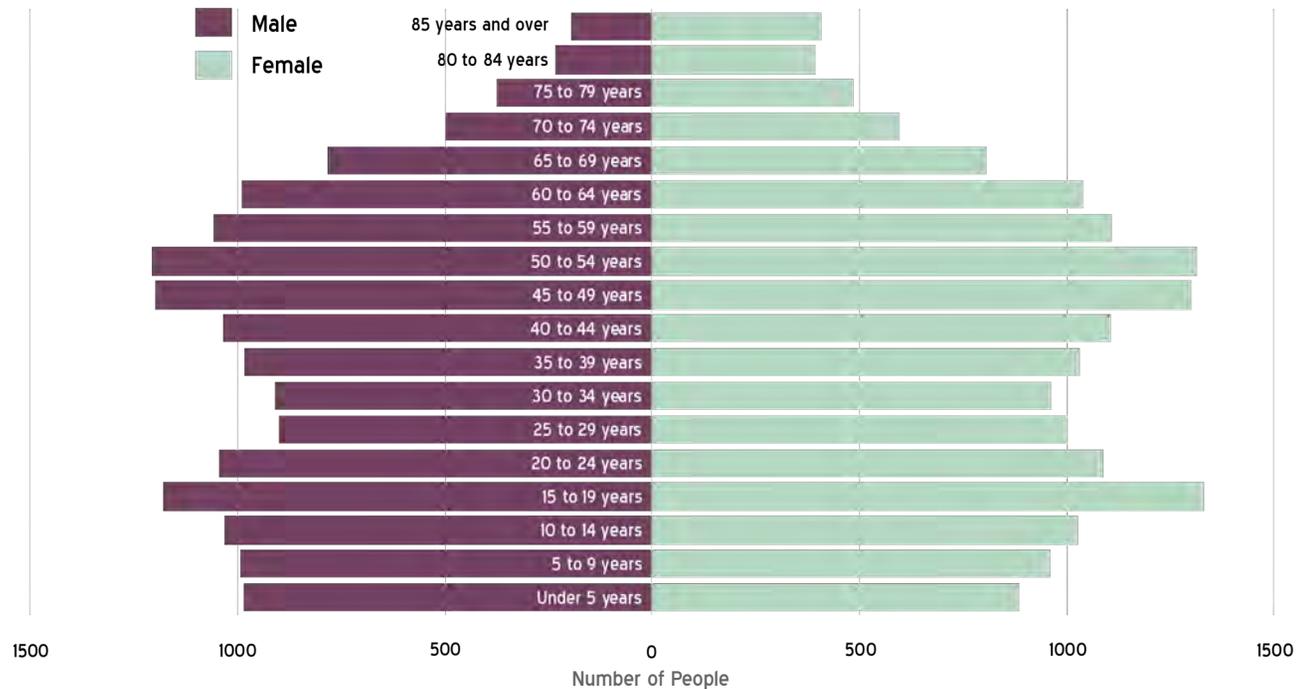
Jefferson County's age group distribution can be seen in the 2017 population pyramid pictured below. A stable population would generally have equal numbers for all age groups except the oldest, a wide base indicates high birth rates (or growing population), and a narrow base represents low birth rates (naturally declining population). It is also important to look at the baby boomer and millennial population groups to help further explain trends in the county.

Jefferson County has a narrower base, indicating slight population decline, a large number of baby boomers (born 1946-1964), and a low number of millennials (born 1981-1996), and a high number of post-millennials (born 1996-present). The higher baby boomer population could mean Jefferson County has an aging population, or a population that will continue to experience decline because youth and young

adults aren't staying in the county. It will also mean Jefferson County will need to prepare for a large number of elderly residents in the next 10 years.

In addition to the population pyramid, the following breakdown of Jefferson County's population by generation includes:

- The Silent Generation: Born 1928-1945 (73-90 years old). This group makes up about 7% of the population.
- Baby Boomers: Born 1946-1964 (54-72 years old). This group makes up about 24% of the population.
- Generation X: Born 1965-1980 (38-53 years old). This groups makes up about 20% of the population.



- Millennials: Born 1981-1996 (22-37 years old). This group makes up about 25% of the population.
- Post-Millennials: Born 1997-Present (0-21 years old). This group makes up about 24% of the population.

Jefferson County has a higher median age (40.6 years old) than the state (37.5) and nation (37.8). Clark County has the lowest median age out of the comparison communities at 38.8 years old (although Hanover has the lowest median age, it is vastly skewed due to the college).

Median Age 2017	
Madison, IN	42.6
Scott County	40.7
Jefferson County	40.6
Ripley County	40.6
Jennings County	39.6
Clark County	38.8
United States	37.8
Indiana	37.5
Hanover	24.8

Source: 2017 American Community Survey 5-year estimates

## Race & Ethnicity

Jefferson County's population was 95.3% white in 2017, which is less diverse than Clark County (88.3%), Indiana (83.9%), and the United States (73%), but more slightly more diverse than the other county comparisons (all surrounding counties are above 97% white). Madison and Hanover are both more diverse than the county, having white populations of 92.3% and 93.5% respectively.

In 2017, 2.6% of Jefferson County's population identified as being of Hispanic or Latino origin. Of those identifying as Hispanic or Latino, 53.9% (456 people) identify as Mexican, 45% (381 people) identify as Puerto Rican and 1.10% (9 people) identify as other. This is again lower than Clark County (5.3%), Indiana (6.7%), and the country (17.6%), but higher than the other surrounding counties. Madison is similar to state levels with at 6.0% of its population Hispanic or Latino.

% Of Population White & Hispanic or Latino Origin 2017		
Community	White	Hispanic or Latino origin
Scott County	97.6%	2.2%
Ripley County	97.2%	1.8%
Jennings County	97.1%	2.3%
Jefferson County	95.3%	2.6%
Hanover, IN	93.5%	1.6%
Madison, IN	92.3%	6.0%
Clark County	88.3%	5.3%
Indiana	83.9%	6.7%
United States	73.0%	17.6%

Source: 2017 American Community Survey 5-year estimates

## Educational Attainment

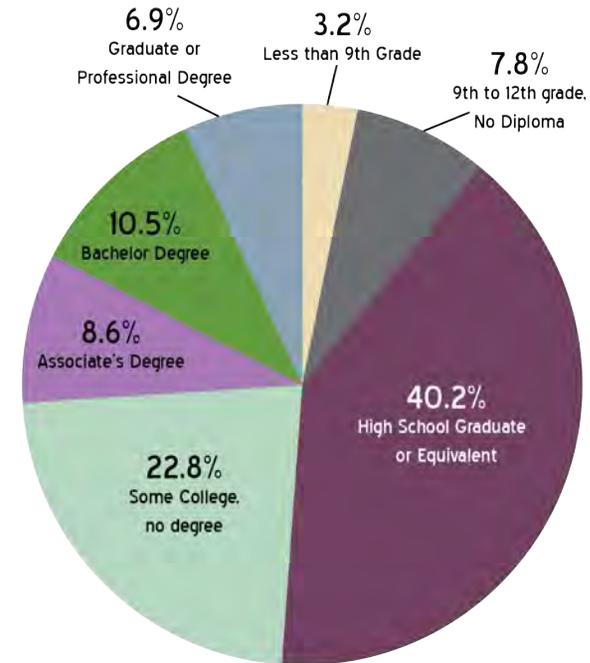
In Jefferson County, there is a higher percentage of the population over the age of 25 who have a High School Diploma or higher (89.0%) than all other comparison communities except Clark County (91.3%) and Madison (89.4%).

About 10.5% of Jefferson County's population has Bachelor's degree and 6.9% have a Graduate or Professional degree. This is less than Madison (10.9% and 7.9%), Clark County (13.9% and 6.1%), Indiana (16.2% and 9.2%), and United States (19.1% and 11.8%).

The post-secondary education sector, including Hanover College, are important drivers of economic vitality and provide important resources for business and industry, setting Jefferson County apart from other southern Indiana counties. This particular sector will become even more critical over time as the County works with the post-secondary education sector to take advantage of opportunities to benefit from their unique resource in innovative ways.

Primary and secondary education services also provide employment opportunities in Jefferson County through Madison Consolidated Schools.

## Educational Attainment, 2017



### High School Graduate or Higher 2017

Clark County	91.3%
Madison, IN	89.4%
<b>Jefferson County</b>	<b>89.0%</b>
Hanover, IN	88.4%
Indiana	88.3%
Ripley County	88.0%
United States	87.3%
Jennings County	85.4%
Scott County	84.9%

Source: 2017 American Community Survey 5-year estimates

## Population Trends Highlights

- Jefferson County has seen a slowly declining population since 2000, with a 2017 population of 32,293 people. Although the county has lost population, it has been at a slower rate than surrounding counties.
- Madison and Hanover have more diversity than Jefferson County as a whole, but Jefferson County is less diverse than Indiana and the United States.
- Jefferson County has a high percentage of baby boomers and a low percentage of millennials, leading to a higher median age than other communities.
- 89.0% of Jefferson County's population had a high school diploma or higher in 2017, which is higher than the state and nation.
- If younger residents choose to stay in Jefferson County, there could be a larger population entering the work force but this could be offset by the baby boomers reaching retirement age. Both of these groups will have an impact on the housing market, services, amenities and will have slightly different expectations.
- As the baby boomers age, it is likely that they will look at downsizing their housing accommodations or look at possibly relocating either in the area if the desired housing is available or outside the area that has the amenities they seek if they aren't available in Jefferson County.

## Housing Analysis

Housing tenure and the housing market can tell much about a community and its existing conditions, including what household types make up the majority of the community, how many of those are owned, and what the current market demand is for new housing. Understanding these can help a community update policies that help create housing which appeals to current and new residents.

### Households & Families

There are approximately 14,417 housing units in Jefferson County (2017 ACS 5-Year Estimates), with 7,568 (52.5%) of those residing outside Madison and Hanover. Of the total housing units in the entire county, 12.1% are vacant or abandoned, with 74.4% of those being single-unit, detached structures. The second largest housing type in Jefferson County are mobile homes (9.3%), with the least common housing structure being those with 20 units or more (1.5%). Since 2010, Jefferson County has seen a rise in single and 2-unit houses, both detached and attached, with a decrease in all other housing types. Single-unit detached housing saw the largest growth, with an estimated rise of 5.5% between 2010 and 2017.

The average household size of 2.55 peoples per unit is lower than most comparison communities with only Ripley County (2.54) and Madison (2.41) being smaller. Hanover has a very high average household size of 3.44 people per household, but this could be attributed to the presence of a college.

Approximately 69.1% of households in Jefferson County are family households. Of those family households, 48.8% are married couples, 12.8% are single women, and 7.6% are single men. Jefferson County has a lower percentage of single-person households (26.5%) than both the state (28.3%) and country (27.7%). Jefferson County has a lower percentage of single-person households than both Madison (37.8%) and Hanover (28.8%).

### Average Household Size 2017

Hanover, IN	3.44
United States	2.70
Scott County	2.67
Clark County	2.63
Indiana	2.61
Jennings County	2.59
Jefferson County	2.55
Ripley County	2.54
Madison, IN	2.41

Source: 2017 American Community Survey 5-year estimates

## Housing Tenure

Approximately 47.5% of Jefferson County's 14,417 housing units are located within Madison (5,773) and Hanover (1,076). Jefferson County's vacancy rate was 12.2%, which is on par with the United States (12.2%) and slightly higher than Indiana (11.1%). Hanover is the outlier of the comparison communities, with a vacancy rate of only 5.9%. Only 37 permits were issued for single family homes in 2017 with no building permits for multi-family units.

Housing demand is also a factor that is considered when considering growth and development. By looking at the percent of homes for sale in Jefferson County, it can indicate if there is additional demand for housing. According to realtor.com, there were 174 houses for sale as of September 2019 and zillow.com listed 195 houses for sale. This would indicate a housing demand considering that only about 1.35% of the total housing units in Jefferson County area available.

The majority of housing units in Jefferson County are owner-occupied (71.7%), which is fairly similar to most surrounding counties but higher than Indiana (68.9%). Madison and Hanover are very different from Jefferson County, with owner-occupied rates of 58.4% for Madison and 54.6% for Hanover. Jefferson County has experienced a slight increase in renters from 27.2% in 2010 to 28.3% in 2020. However, this data may fluctuate more frequently due to the high number of renters in Hanover.

### Housing Values

Jefferson County's median home value is \$120,000, which is lower than all comparison communities except Scott County (\$98,000), Jennings County (\$99,900), and Hanover (\$84,900). The median rent for Jefferson County is \$723 per month, which is similar to most comparison communities (Ripley County is the lowest at \$682), but still much lower than the national median rent (\$982).

Age of housing can provide key insights into the need for housing rehabilitation. Jefferson County has an older housing stock, with 65.2% of housing units over 50 years old, and 21.6% of all housing structures were built before 1940. According to census data, only 49 housing structures have been built in Jefferson County since 2014.

Median Home Value 2017	
United States	\$193,500
Ripley County	\$139,500
Clark County	\$131,500
Indiana	\$130,200
Madison, IN	\$125,000
<b>Jefferson County</b>	<b>\$120,000</b>
Jennings County	\$99,900
Scott County	\$98,800
Hanover, IN	\$84,900

Source: 2017 American Community Survey 5-year estimates

Zillow's housing statistics research database, information was gathered on home sales within Jefferson County. As of 2020, the median price of listed homes in Jefferson County was \$148,900 (approx. \$96 per square foot); this is almost \$30,000 more than the median home value of \$120,000. This median listing price is not reflective of the entire county, as Madison and Hanover have much lower median home prices of \$116,300 and \$108,100 respectively. The Zillow database shows the median price of sold homes in Jefferson County has risen 5.2% in 2019 alone, and it is projected to raise another 4% by 2021. As of February 2020, there were 163 homes listed for sale and 7 units listed for rent. Since 2018, there were approximately 461 houses sold in Jefferson County (according to Zillow), with a 14.1% decline in sales from 2018 to 2019.

### Housing Trends Highlights

- Jefferson County has a high number of owner-occupied units (71.7%) when compared to the nation, but its two largest cities are both less than 60%.
- Jefferson County has a 12.2% vacancy rate, which is similar to the state and nation.
- Jefferson County's median home value (\$120,000) and rent (\$723) are both in the middle of its comparison communities.

Issued Building Permits					
Year	Dwelling	Mobile Home	Improvement	Commercial	Demolition
2019	26	4	74	1	3
2018	26	4	78	1	1
2017	24	3	86	1	2
2016	22	5	85	6	2
2015	33	1	93	0	1

Source: Jefferson County Plan Commission

## Economic Analysis

The final section of the community profile looks at economic conditions of Jefferson County. These categories, when combined with the analysis previously discussed, helps identify the trends used for economic and business development. The following outlines the workforce, unemployment, commuting, income, poverty, wages and employment statistics for Jefferson County.

### Workforce & Unemployment

Approximately 58.4% of Jefferson County’s population of 16 years or older were in the labor force as of 2017, with 3.4% of those being unemployed. The county has a lower unemployment rate than most of the comparison communities, with the exception of Clark County (3.4%) and Indiana (3.4%). The surrounding counties all had higher unemployment rates than both Indiana (3.4%) but lower than the United States (3.9%).

Jefferson County’s annual estimated (not seasonally adjusted) labor force in 2018 was 15,100 people. Of those in the labor force, 14,582 residents were employed and 518 were unemployed which resulted in a 3.4% unemployment rate in 2018. As of July 2019, the unemployment rate had slightly increased to 3.7% (BLS 2019 Seasonally Adjusted Rates).

Unemployment Rates 2018	
United States	3.9%
Scott County	3.9%
Jennings County	3.6%
Ripley County	3.6%
Jefferson County	3.4%
Clark County	3.4%
Indiana	3.4%

Bureau of Labor Statistics. 2018 yearly averages

## Income & Poverty

Jefferson County’s median household income is \$50,722, which is lower than the state (\$52,182), but similar to the surrounding counties (highest was Ripley County at \$53,698). Jefferson County was also similar when comparing per capita income (\$25,429), being lower than Indiana (\$27,305), but still higher than most other comparison communities. Per capita income is frequently used in measuring a standard of living, but can be skewed because it does not reflect income distribution.

Coupled with median household income data is the percentage of Jefferson County residents living at or below the poverty level. Poverty status is determined by comparing pre-tax income against a threshold that is needed to cover basic needs. The poverty rate in 2017 was 13.7%, which was an increase from 10% in 2010. Additionally, the poverty rate among children under 18 years of was 20.4% in 2017 for Jefferson County, again an increase from 14.1% in 2000.

Median Household Income 2017	
United States	\$57,652
Ripley County	\$53,698
Clark County	\$52,834
Indiana	\$52,812
Jefferson County	\$50,722
Scott County	\$49,243
Jennings County	\$48,362
Madison, IN	\$46,4444
Hanover, IN	\$45,043

Source: 2017 American Community Survey 5-year estimates

Commuting Patterns 2017				
Community	Average Commute (minutes)	% Drove Alone	% Carpooled	% Walked
Ripley	27.2	85.1%	7.6%	1.5%
United States	26.4	76.4%	8.8%	2.1%
Jennings County	26.3	83.6%	10.2%	1.5%
Scott County	26.0	86.1%	8.7%	0.7%
<b>Jefferson County</b>	<b>24.2</b>	<b>83.2%</b>	<b>8.1%</b>	<b>3.0%</b>
Clark County	24.0	85.7%	8.3%	0.9%
Indiana	23.4	83.0%	8.8%	2.1%
Hanover, IN	21.4	76.2%	2.5%	13.7%
Madison, IN	18.0	82.4%	9.0%	2.1%
Source: 2017 American Community Survey 5-year estimates				

### Commute & Place of Work

In Jefferson County, 83.2% of people commute to work by driving alone, which is similar to most other comparison communities. Jefferson County also had low percent of people who commute by carpooling (8.1%), with only Hanover being lower (2.5%). Although Hanover didn't have many carpoolers, it is once again an outlier with 13.7% of its employed population walking to work, over five times the national average (2.7%). This again is likely a direct impact of Hanover College.

The mean travel time to work in Jefferson County is 24.2 minutes, which is less than the average for other comparison communities (the lowest was Madison with a time of 18 minutes). This shorter commute time may suggest that workers are commuting to surrounding counties, and not necessarily crossing into Louisville/Kentucky for employment.

Virtually every community both imports and exports workers. Jefferson County is importing about a net of about 1,900 workers daily. This can be the result of lack of housing, amenities, cost of living or other circumstances. Whether it is the goal of the County to import or export workforce is dependent on how best to deploy the resources of County.

The Jefferson County workforce includes Hanover College (and other post-secondary) students and residents of adjacent Counties. Available Internal Revenue Service statistics (2017 Indiana IT-40 Returns) indicates that in 2017 the total workforce in Jefferson County was 23,280 people. The number of workers who lived and worked in Jefferson County was 18,177, while workers who lived outside of the County but were employed in Jefferson County was 5,103. Approximately 18% of the total workforce in Jefferson County is coming from other counties. Additionally, approximately 9.4% of Jefferson County residents commuted to other counties for employment.

## Jobs, Wages & Earnings

Jefferson County's average wage per job has steadily risen over the last decade from \$32,984 to \$40,141 in 2018. This represents an increase of \$7,157 or a 21.70% increase. Over that same period the number of business establishments dropped from 757 to 653. This represents a loss of 104 establishments or a drop of 13.70%. Jobs have fluctuated over the same period with a low in 2011 of 11,838 jobs to high of 12,711 jobs in 2008. This represents a loss of 377 jobs or -3.00% and can be in the table on the top of the following page.

Income per Capita 2017	
United States	\$31,177
Indiana	\$27,305
Clark County	\$26,875
<b>Jefferson County</b>	<b>\$25,429</b>
Ripley County	\$25,385
Scott County	\$24,186
Madison, IN	\$24,128
Jennings County	\$22,901
Hanover, IN	\$17,198
Source: 2017 American Community Survey 5-year estimates	

## Industries & Occupations

The largest industries in Jefferson County as of 2017 were manufacturing (31.5%); educational services, and health care and social assistance (21.1%); and transportation, warehousing, and utilities (11.2%).

Almost a third of Jefferson County's labor force was involved in the management, business, science, and arts occupation (30.0%), with the second largest occupation being production, transportation, and material moving (20.4%).

Growth in retail and service businesses has been a leading factor in local economic growth as has been typical of most of the country. Aside from local government units - typically a major service provider - the student population and regional access have created an expanding local market for consumer goods and services. Small businesses provide most private sector retail and service-based jobs. In 2017, retail trade and health care and social assistance contributed more than 28.4% of total private jobs in Jefferson County.

When examining the retail service sector in Jefferson County, it must be approached with the understanding that the retail impact is extensive. Restaurants and many specialty shops are supported by tourist dollars. Consumers are able to find both wide variety and competitive pricing in goods and services. A large medical services sector, centered on Kings Daughter Health, has also emerged to meet regional demand.

Jobs and Wages for Jefferson County 2010-2018			
Year	Establishments	Jobs	Average Wage
2018	653	12,344	\$40,141
2017	652	12,332	\$38,919
2016	658	12,409	\$38,268
2015	665	12,544	\$37,671
2014	676	12,272	\$36,795
2013	691	12,465	\$35,608
2012	708	12,189	\$34,797
2011	717	11,838	\$34,180
2010	715	11,856	\$33,466
10-Year Change	-104	-377	\$7,157
10-Year Percent Change	-13.7%	-3.00%	21.7%

Source: BLS Wages by Area and Occupation

Jefferson County, Largest Occupations 2017	
Management, Business, Science, and Arts	30.0%
Production, Transportation, and Materials Moving	20.4%
Sales and Office Service	17.7%
Natural Resources, Construction, and Maintenance	16.0%
	9.5%

Source: 2017 American Community Survey 5-year estimates

## Economic Trends Highlights

- Jefferson County workers tend to drive alone to work, except for the large population in Hanover who tend to walk.
- Jefferson County has the one of the lowest unemployment rates out of the comparison communities, on par with the state average.
- The 2017 median household income was \$50,722, which is higher than most comparison communities.
- Average annual wages in Jefferson County have increased 21.7% between 2010 and 2018 while the number of establishments employing people decreased by 13.7%.
- Jefferson County imports workers daily, totaling about 18% of the county's workforce.

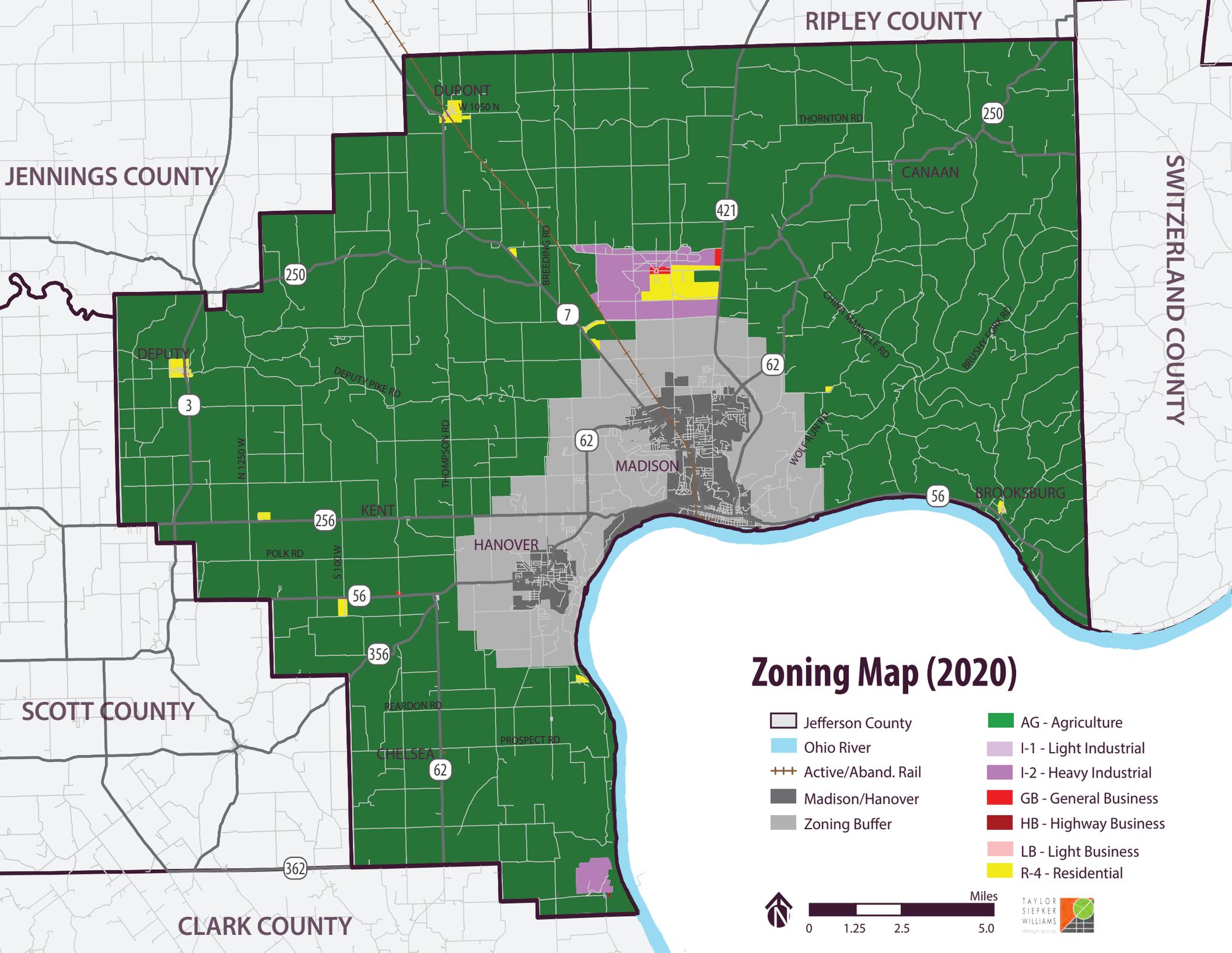
# Physical Conditions

## Existing Zoning

The existing zoning map (page 113) shows the zoning for each parcel within Jefferson County's planning jurisdiction as of January 2020. As zoning map amendments are approved, a current version of Jefferson County's zoning can be found on the county's website.

The agricultural zone (AG) dominates the county comprising 97.4% of the county's planning jurisdiction. Heavy Industrial (I-2) is the second largest zoning district (1.62%), and Low Density Residential (R-4) makes up just 0.79% of land. The additional 0.20% of land includes:

- Recreation (G-1), 0.11%
- General Business (GB), 0.07%
- Highway Business (HB), 0.01%
- Light Industrial (I-1), 0.01%



RIPLEY COUNTY

JENNINGS COUNTY

SWITZERLAND COUNTY

SCOTT COUNTY

CLARK COUNTY

# Zoning Map (2020)

- Jefferson County
- Ohio River
- Active/Aband. Rail
- Madison/Hanover
- Zoning Buffer
- AG - Agriculture
- I-1 - Light Industrial
- I-2 - Heavy Industrial
- GB - General Business
- HB - Highway Business
- LB - Light Business
- R-4 - Residential



## Environmental Considerations

Due to the significant amount of agricultural and natural land in Jefferson County, environmental conditions should be considered prior to development occurring. Constraints such as prime farmland, topography, floodplains, and wetlands can limit, impact, or prevent development from occurring in the county. The following factors should be considered to preserve those natural resources.

**Prime Farmland & Forests:** The vast majority of land within the county's jurisdiction is used for agricultural purpose or natural land. Approximately 94.7% of the county's jurisdiction is zoned agricultural, and almost 63% of land in Jefferson County is forested or farmed.<sup>2</sup>

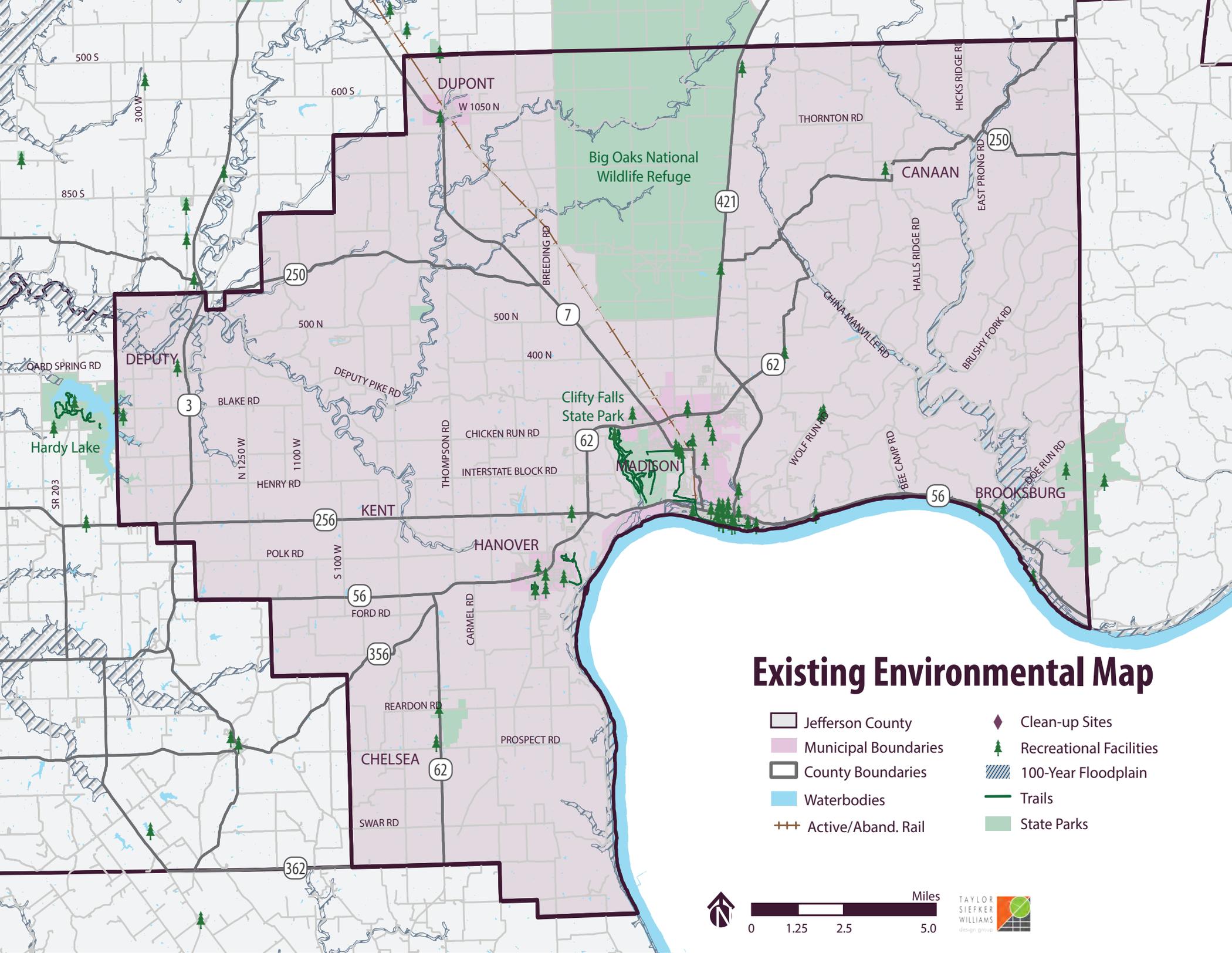
**Topography:** Jefferson County has many areas with steep slopes and changes in elevations – some of which are regional destinations such as Clifty Falls State Park. Steep slopes require additional engineering considerations prior to development occurring and typically result in higher construction costs. Development challenges on steep slopes can include long-term stability, potential road or driveway wash out, increased run-off and erosion, and other natural deterioration issues. Any location with a slope greater than 15% should have appropriate measures in place before development can occur.

**Soil:** Soil types also play a large part in determining areas that can support new development. Soils have different classifications depending on color texture, structure, and other properties; each soil type has ratings that indicate its suitability to support built structures. Determining the locations of suitable soil types in the county is an important step when determining where new development should occur, and should also be compared with prime farmland. Although a particular area within the county may be well suited to development, if it is also prime farmland additional criteria should be addressed before development occurs.

**Floodplains and Wetlands:** Jefferson County contains multiple waterbodies that limit development due to floodways, floodplains, and wetlands. Ensuring proper steps are taken to maintain these areas can help limit property loss from potential flooding and ensure environmentally sensitive locations are preserved. Any development occurring within a floodplain, or watershed conservation district, should comply with current plans, ordinances, and regulations. Wetlands should also be considered during development and are important to ecological systems that protect natural wildlife and produce other positive benefits. Wetlands are protected by state and federal law and additional permitting may be required from state and federal agencies (such as IDEM, IDNR, and/or USACE) if new development plans to fill, drain, level, or divert water run-off from a wetland.

**Forests:** Out of Jefferson County's total acreage 39,976 acres<sup>3</sup> are forested. Of that number 20,033 are classified as federally owned forests, 16,565 are privately owned, and 3,378 are state owned<sup>3</sup>. The vast majority of forested lands are found in the northern (Big Oaks National Wildlife Refuge) and eastern portions of the county.

2 - USDS NASS Agriculture Census Report  
3 - INDNR GIS Database



# Existing Environmental Map

- Jefferson County
- Municipal Boundaries
- County Boundaries
- Waterbodies
- 100-Year Floodplain
- Recreational Facilities
- State Parks
- Active/Aband. Rail
- Clean-up Sites
- Trails



## Existing Utilities

### Water

There are five water utilities that serve Jefferson County. Madison Water Company, Dupont Water Company, Kent Water Company, Stucker Fork Water Utility, and Canaan Water Utilities Corporation. The following provides an overview of each of the water utilities that serve Jefferson County.

#### Madison Water Company:

The City of Madison operates its own water utility and obtains all of its water from seven wells. These wells are 100' to 130' deep and are located along the Ohio River at three locations. In accordance with Indiana State law, a Wellhead Protection Plan is in place to ensure the safety of the wells. Water from the wells is treated with chlorine for disinfection, and fluoride for tooth decay prevention. The treated water is distributed via approximately 120 miles of water pipe for delivery to approximately 6,200 customers.

The distribution system also includes six storage tanks with a total capacity of 3.9 million gallons. The system also has six high service pumps as well as four booster pumps. The Madison Water Department also supplies water for the Ryker's Ridge Water Company, Canaan Water Utilities, Dupont Water Company, Clifty Falls State Park, and Jefferson Proving Ground. The estimated population receiving water from the Madison Water Department's wells is approximately 20,000 people. There are currently no future projects planned for the water and sewer systems in the City of Madison.

#### Dupont Water Company:

The Dupont Water Co. serves 3,812 customers by using purchased groundwater from the Madison Water Company, Jennings Water Inc., and North Vernon Water Department.

#### Kent Water Company:

The Kent Water Company serves around 2,200 customers in Jefferson County by purchasing groundwater from the Madison Water Company, Dupont Water Company, and Stucker Fork Water Utility. About 500 of these customers are served by the City of Madison sewer system.

#### Strucker Fork Water Utility:

The Stucker Fork Water Utility provides water through the use of its two water treatments plants in Austin and Marble Hill. Water sources for the utility include the Muscatatuck River near Austin and wells located near the Ohio River in Jefferson County.

#### Canaan Water Utility:

The Canaan Water Corporation is a not-for-profit located in the City of Madison and serves Jefferson and Ripley Counties. The utility has 4,428 customers and uses purchased groundwater the Madison Water Company, Aberdeen Pate Water Company Inc., and the Patriot Water Department.

#### Ryker's Ridge Water Company:

The Ryker's Ridge Water Company is a rural water company within Jefferson County. Water served by Ryker's Ridge is purchased from the City of Madison and serves approximately 800 customers. The company's current infrastructure does not include water storage tanks, however future needs are being evaluated to determine if infrastructure improvements are required.

## Sewer

The following entities handle wastewater in Jefferson County: Town of Hanover, Town of Dupont, Town of Brooksborg, Jefferson Proving Grounds, and City of Madison. The capacities for each wastewater treatment facility are displayed below:

Jefferson County Wastewater Treatment Facilities				
Facility	Plan Design Average Flow (MGPD*)	Design Peak Hourly Flow (MGPD*)	Typical Average Flow (MGPD*)	Expansion Plans
Town of Hanover	0.75	3	0.4	No
Town of Dupont	0.06	N/A	0.03	No
Town of Brooksborg	0.02	N/A	0.004	No
Jefferson Proving Grounds	0.4	N/A	0.12	No
City of Madison	3.6	10.2	2.7	No

\*MGPD - Million Gallons Per Day

The city of Madison, the largest community in Jefferson County with 11,967 residents, has the largest plant design average flow, design peak hourly flow, and typical average flow of all five facilities. The current facility can handle the average flow and additional flow that may be needed in the future if the population of the city increases. Hanover (population 3,546) has the second-highest flow rates in the county; the wastewater treatment facility in Hanover can also accommodate future growth based on current capacities. Dupont (population 339), Town of Brooksborg (population 81), and Jefferson Proving Grounds all have relatively low flow/rates in their wastewater treatment facilities. There are currently no plans to expand any of the five wastewater treatment facilities in Jefferson County.

Of the 32,293 residents in the County, about 16,400 residents (51%) in the rural portions of the county use septic. The Jefferson County Health Department has issued 5,179 permits since the department began collecting data in 1963. The wastewater systems in Madison or other municipalities may require future expansion to serve areas previously served by septic.

The City of Madison sewer system serves approximately 6,000 customers in the following areas: City of Madison, Ryker's Ridge Regional Sewer District (RSD), Jefferson County (RSD), the Madison State Hospital Facility, and Clifty Falls State Park. In 2002, there was about 252,700 linear feet of separate sanitary sewer and 92,500 linear feet of combined sewer in the system. The city's partially combined sewer collection system has three permitted combined sewer overflow (CSO) locations. When rain events occur that exceed the capacity of the city's wastewater facilities, the three CSO locations discharge the untreated sewage into tributaries of the Ohio River. A State of Indiana requirement is that the city must contain a 10-year, 1-hour Level of Control (LOC) Design Storm Event without discharge at a CSO site, which is equivalent to a two-inch rainfall event in one hour.

There are three main interceptors in the system - State Road 7, Crooked Creek, and Vaughn Drive. The State Road 7 interceptor carries wastewater from the areas of the city at a higher elevation down to the Crooked Creek interceptor. The Crooked Creek interceptor carries wastewater from north to south along U.S. 421 and from east to west along Crooked Creek. The Vaughn Drive interceptor carries wastewater east to west to the city's Water Pollution Control Facility (WPCF) along the Ohio River.

The city recently completed a project in September 2016 that entailed spending over \$1 million by performing sewer separation, cured-in-place pipe rehabilitation, and manhole rehabilitation throughout the city. The goal of this project was to reduce infiltration and inflow into the collection system.

For water pollution control, the city operates a Class III, 3.6 MGD activated sludge WPCF. The WPCF was recently expanded in 2016 to increase the peak hydraulic secondary treatment capacity from 5.4 MGD to 10.2 MGD for 2.6 hours. The WPCF consists of the following parts – a mechanical fine screen, a submersible influent pump station, a vortex grit removal system, six rectangular primary clarifiers, six aeration tanks, three circular final clarifiers, and ultraviolet light disinfection. The effluent is discharged through a gravity outfall sewer into the Ohio River. When the Ohio River water level is high, the city is able to use its effluent pump station to discharge treated effluent into the river. The sludge is processed by two aerobic digesters, dewatered using a belt filter press, and land applied for disposal.

The following items comprise a list of recently completed projects to address sanitary sewer overflow (SSO), CSO, and phosphorous removal.

- 0.75 million gallon storage facility in the north portion of the City
- 1.0 MGD lift station for the Hilltop storage facility
- 0.5 million gallon storage facility at the WPCF
- 3.3 MGD excess flow lift station at CSO location 010
- 3.0 MGD upgrade of the existing Vaughn Dr lift station
- 12” diameter force main at all three lift station sites
- 12” gravity sewer into the Hilltop storage facility
- 8” diameter relief sewer from Str. 1-1-102 to 1-1-100
- 10” diameter relief sewer from Str. 1-1-214A to 1-1-500

- 12” diameter relief sewer from Str. 1-1-500 to 1-1-904
- 18” diameter relief sewer from Str. 1-3-200 to 1-3-303
- Chemical building at the WPCF
- Chemical storage tank and chemical feed pumps
- Chemical feed piping at the WPCF

### **Regional Water Supply**

According to the RDA Work Plan for Jefferson County, the county is a regional partner in the regional water supply; the regional water supply in southern Indiana has been a concern for many years. It has been difficult to conduct widespread implementation of sustainable water supply projects due to issues related to the source as well as regulatory and affordability challenges. Additionally, smaller communities struggle to obtain high quality, resilient water supplies.

### **Electric & Gas**

The electric utilities in the county are Duke Energy and REMC, while the gas utility in the county is Vectren. In Indiana, Duke Energy provides 6,600 megawatts of owned electric capacity to 840,000 customers statewide. REMC serves Jefferson County, along with six other counties, by providing power generated by five energy sources: solar, wind, hydro, natural gas, and coal. Vectren serves 1.2 million customers through 22,000 miles of distribution pipelines in Indiana and Ohio.

## Broadband

The county has the following providers for broadband service: Charter Communications, CMN-RUS, Metro Fibernet, and the Southeastern Indiana Rural Telephone Coop. Charter Communications, CMN-RUS, and Metro Fibernet serve the City of Madison and rural areas immediately west and east of Madison. The Southeastern Indiana Rural Telephone Coop serves the rural, northeastern portion of Jefferson County. As displayed below, CMN-Rus Inc. and Metro Fibernet have the fastest download and upload speeds in the County.

According to the RDA Work Plan for Jefferson County, about 31% of the County does not have access to broadband services. Close to 22% of households are not subscribing to the Internet and about 17% of households do not have a computer. Increasing access to broadband services, particularly in rural areas, should be a priority.

Jefferson County Broadband Providers		
Utility	Download Speed (Mbps)	Upload Speed (Mbps)
Charter Communications	400	20
CMN-Rus	1,000	50
Metro Fibernet	1,000	50
Southeastern Indiana Rural Telephone Coop	100	20

## Existing Utilities Highlights

The existing utilities currently meet the needs of the county and have capacity to accommodate future growth. Continuing to monitor the county's utilities will be critical to ensure the residents of Jefferson County are obtaining the highest quality services available to maintain the best quality of life possible. The extension of broadband service to the rest of Jefferson County will help the county remain competitive with other areas of the state.

## Existing Transportation

The primary goal of a transportation network is to increase connectivity and promote healthy and vibrant community. Jefferson County's transportation system provides connections between local communities and provides access to major thoroughfares in adjacent counties. Primary access to the County is granted through U.S. 421, SR 62, SR 7, SR 256, and SR 356. Additional access is provided by the local county road network.

U.S. 421 provides important access north through the Town of Versailles and City of Greensburg to access I-74. SR 62 travels south through the Town of Hanover and Town of Charlestown providing a critical link to the metropolitan areas of Jeffersonville and Louisville. SR 7 journeys in a northwesterly direction across the county, proving access to I-65 via the City of North Vernon and City of Columbus, approximately 30 miles north of Jefferson County. Other connections to I-65 directly west of Jefferson County include SR 256 and SR 356.

This section focuses on the existing transportation network within Jefferson County and examines its effectiveness in connecting all areas of the county. Assessing the existing network will identify potential deficiencies and allow a plan to be developed which will meet the future needs of the county and promote connectivity and growth.

## Functional Classification

A functional classification is used to categorize streets and highways into classes or systems based on the character of service they provide. Functional classification is used to provide an overview of the flow of traffic in a highway network by identifying the roles of particular roads and streets. This information can also be used to identify the traffic volume at critical points throughout the network. Functional classification assists planners and designers in program and project

prioritization, asset management, safety programs, highway design, and traffic control. The three functional classes are arterials, collectors, and local roads; these classes are summarized below and shown on the Existing Transportation Map on page 121.

### Arterial

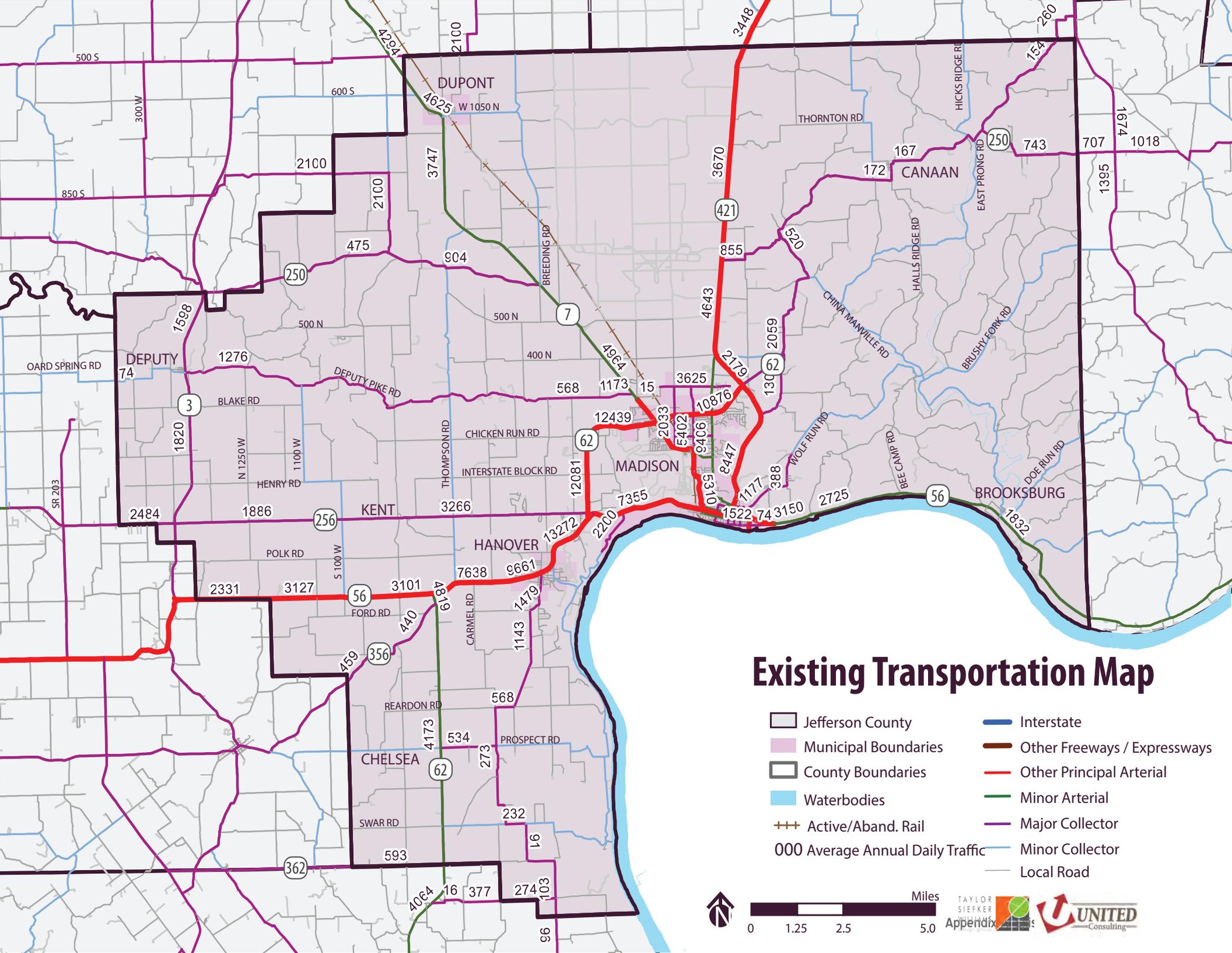
An arterial is used for long trips and high travel speeds to provide maximum mobility for the user. Arterials are designed to serve major centers of activity, corridors with high traffic volumes, and through traffic desiring to pass through the area with minimal interruptions. For rural and urban areas, arterials are subdivided into two types - principal and minor arterials. Principal arterials are typically for statewide or interstate travel, while minor arterials have mostly interregional travel. The following roads are arterials within Jefferson County:

#### Other Principal Arterial:

- U.S. Highway 421
- SR 3
- SR 7
- SR 56
- SR 62

#### Minor Arterial:

- SR 250
- SR 256
- SR 356
- Michigan Road



# Existing Transportation Map

- Jefferson County
- Municipal Boundaries
- County Boundaries
- Waterbodies
- Active/Aband. Rail
- Interstate
- Other Freeways / Expressways
- Other Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road

↑
Miles
0 1.25 2.5 5.0
TAYLOR SIEFKER
Appendix
UNited Consulting

## Collector

A collector is intended to provide a balance between mobility and accessibility for the user. Collectors typically have a lower traffic volume and speed than arterials and serve travel within the county. Collectors link local roads to the arterial system and are further classified into minor and major collectors. Major collectors are commonly longer in length, have higher speed limits, higher annual average daily traffic (AADT), and more travel lanes than minor collectors.

Multiple routes in Jefferson County have been classified as major or minor collectors by the Jefferson County Highway Department. Of the 15 routes designated as major collectors, some are streets extending from the City of Madison to rural destinations, while other routes connect rural destinations within the county. Examples of roads classified as major collectors include:

- Telegraph Hill Rd
- Fulton St
- Deputy Pike
- Paynesville Rd
- Hutchinson Ln

There are 35 roadways classified as minor collectors, most of which connect rural destinations. Examples of roads classified as minor collectors include:

- River Bottom Rd
- Prospect Rd
- Tate Ridge Rd
- CR 400 N
- Thompson Rd

## Local Road

A local road is a route which has not been classified as an arterial or collector. Local roads are shorter than arterials and collectors, have low travel speeds, and provide maximum accessibility for the user. The majority of roads in Jefferson County are classified as local roads.

## Traffic Counts

Traffic count information for Jefferson County is available through INDOT's Traffic Count Database System (TCDS) website. Traffic counts are available for all arterials, as well as some collectors. INDOT has not performed traffic counts on the local roads in Jefferson County.

Traffic counts are highest in the portion of the county near the City of Madison and Town of Hanover, as these locations are centers of employment and have the highest population density. The numbers can be seen on the Existing Transportation Map (page 121).

## Pavement Surface Evaluation and Rating Study (PASER)

Jefferson County has implemented an Asset Management Plan using the Pavement Surface Evaluation and Rating (PASER) Study. The Jefferson County Highway Department owns and maintains approximately 530 miles of asphalt, chip and seal, and gravel roads. Maintenance on state roads within the limits of Jefferson County is completed by the Indiana Department of Transportation.

The county utilizes the PASER system is used to assess the condition of road segments by rating each segment on a scale from 1 (worst condition) to 10 (best condition, new pavement) for asphalt pavement. For gravel roads, the scale is from 1 (worst condition) to 3 (best condition). These ratings correspond

to the remaining service life as well as maintenance activities that should be completed. PASER ratings should be updated annually for all roads that receive improvements, pavement, or preservation work.

### **PASER Program Overview**

The Jefferson County Highway Department maintains an inventory of roads with information such as functional class, surface type, length, width, and PASER rating. The PASER ratings help the Jefferson County Highway Department identify roads that are candidates for preservation techniques as well as roads in need of reconstruction. The PASER ratings are used to maintain the Asset Management Plan for the next five years and help the Jefferson County Highway Department establish goals for maintaining and improving the highway network. The County utilizes their Asset Management Plan as a living document and provides updates on a continual basis. The county is striving to reduce their gravel road inventory by 10% over the next five years by upgrading the roads to chip seal, Hot Mix Asphalt (HMA), or Cold Constructed Asphalt Pavement (CCAP).

### **Distress Types**

The PASER rating system is separated into categories based on asphalt and gravel pavement types, which have different distresses that are specific to each pavement. It is important to identify the distress and determine the cause so that each road can be properly improved. When selecting the appropriate PASER rating and identifying required maintenance or rehabilitation techniques, it is important to know the reason for the roadway conditions and distress types observed. An asphalt road with significant distresses such as base failure, alligator cracking, or rutting would be rated a 4 or below. To ensure the new pavement does not experience the same types of extensive failure, asphalt roads with a rating of 4 or below would need to be completely reconstructed or experience heavy

rehabilitation. As for gravel roads, segments with a rating of 2 or below would require more gravel and major drainage improvements. The four major categories of common asphalt distresses and five evaluation items for gravel roads include:

### **Asphalt Surface Distresses:**

- Surface Defects: Raveling, Flushing, and Polishing
- Surface Deformation: Rutting, Distortion (including rippling and shoving, settling, and frost heave)
- Cracks: Transverse, Reflective, Slippage, Longitudinal, Block, and Alligator Cracks
- Patches & Potholes

### **Gravel Surface Distresses:**

- Crown
- Drainage
- Gravel Layer
- Surface Deformation: Washboard, Potholes, Ruts
- Surface Defects: Dust, Loose Aggregate

## Maintenance and Repair Alternatives

Jefferson County relies on a tiered system for determining roadways in need of repair or preservation treatments. A description of the tier criteria and typical preservation techniques include:

### Paved Roads:

- PASER Rating 9-10 - No preservation techniques required.
- PASER Rating 6-8 - Preservation includes the use of crack filling on the roadway.
- PASER Rating 4-5 - Roadways with a rating of 4-5 will be considered for chip seal, HMA overlays of 1.5” to 3”, or Full Depth Reclamation (FDR)/reconstruction based on the Average Annual Daily Traffic (AADT) traffic volume.
- PASER Rating 1-3 - County owned roadways with a rating at or below 3 will be considered for reconstruction with a 2” HMA overlay, 1”-3” Cold Constructed Asphalt Pavement (CCAP) with patching and repair prior to overlay, or FDR/milling prior to overlay.

For gravel roads, no specific preservation treatment is correlated to the PASER rating for a gravel road within Jefferson County. However, general maintenance of the gravel road system includes regular grading to remove unwanted vegetation, preservation of drainage ditches, and the addition of calcium chloride to combat dust issues.

## Current/Recent Road Improvement Projects and Funding

There have been several road improvement projects completed recently or in the planning stages to improve the arterials in Jefferson County. A segment of Indiana SR 7 experienced a slide correction, and a segment of SR 7 has had a hot-mix asphalt (HMA) overlay. The U.S. 421 bridge connecting the City of Madison to Milton, Kentucky was recently completed, and the U.S. 421 reconstruction

in downtown Madison is under construction. The City of Madison and Town of Hanover received Community Crossings Grants Awarded in 2019. Madison received \$757,820.50 while Hanover received \$390,000.50.

In addition to the projects described above, the county has several on-going or planned projects which can be found in the table below:

Jefferson County On-going and Planned Projects					
Year	PASER Rating	Treatment	Est. Cost/ Mile	Miles	Total Project Est.
2018	< 4	HMA Overlay	\$90,000	9	\$810,000
2018	> 4	Chip Seal	\$9,000	18	\$162,000
2018	5-8	Crack Seal	\$5,000	20	\$100,000
2019	< 4	HMA Overlay	\$90,000	10	\$900,000
2019	> 4	Chip Seal	\$9,000	20	\$180,000
2019	5-8	Crack Seal	\$5,000	20	\$100,000
2020	< 4	HMA Overlay	\$90,000	9	\$810,000
2020	> 4	Chip Seal	\$9,000	20	\$180,000
2020	5-8	Crack Seal	\$5,000	20	\$100,000
2021	< 4	HMA Overlay	\$90,000	10	\$900,000
2021	> 4	Chip Seal	\$9,000	20	\$180,000
2021	5-8	Crack Seal	\$5,000	20	\$100,000
2022	< 4	HMA Overlay	\$90,000	10	\$900,000
2022	> 4	Chip Seal	\$9,000	20	\$180,000
2022	5-8	Crack Seal	\$5,000	20	\$100,000
2023	< 4	HMA Overlay	\$90,000	10	\$900,000
2023	> 4	Chip Seal	\$9,000	20	\$180,000
2023	5-8	Crack Seal	\$5,000	20	\$100,000

The RDA Work Plan for Jefferson County also identifies transportation projects that have had an impact on Jefferson County, as well as recommended future projects. There have been improvements to SR 62 in nearby Clark County as a result of the River Ridge Commerce Center development. However, SR 62 is still a two-lane road from Charlestown to Madison that can become unsafe when congested. The Work Plan recommends improvements to SR 62, as well as improvements to Main St in the City of Madison to promote tourism and economic development.

### Public Transit

There are “park and ride” locations in the Town of Hanover and unincorporated community of Chelsea to assist commuters traveling to and from the River Ridge Commerce Center in Jeffersonville. The “Catch-a-Ride” service from Lifetime Resources is the public transit service that the City of Madison offers to help residents travel from their home to a destination. It is an on-demand, by appointment service that operates Monday-Friday in Jefferson County, as well as five other southeastern Indiana counties.

### Boat Travel

Since the Ohio River is classified as a federal waterway, all traffic on the river is regulated by the United States Coast Guard. However, traffic counts are not available on the portion of the river in the county. A significant portion of traffic on the river is boats pulling utility coal. Other commodities on boats passing through the area include petroleum products, chemicals, aggregates, grains, ores and minerals, and iron and steel. The county does not have a major port, but there is a major port downstream in Jeffersonville.

### Rail

There are currently no active railroads in the county. According to the railroad division of INDOT, the railroad line extending from Madison to Dupont has been abandoned.

### Airports

Jefferson County is served by the Madison Municipal Airport, located just west of Madison. The airport has a 5,000 foot long runway and 56 based aircraft. The airport is open seven days a week and there is a 24-hour self-serve fuel station. Gosman Aviation supplies maintenance, parts, and support at the airport, and the Kentucky Flight Training Center offers flight training at the airport. Lee Bottom Flying Field is a private airfield located south of Hanover, and offers services for personal aircraft in the region.

### Existing Transportation Highlights

The county continues to upgrade the existing transportation network through regular maintenance and proactive project planning. The continuation of the county’s Asset Management Plan will be critical in identifying roadways in need of repair or replacement. Committing to the elimination of gravel roads within the county will continue to improve the network and provide more user-friendly facilities for local residents.

## Appendix B: Public Input

### Introduction

Throughout the three phases of development of this plan (page 9), public engagement was a key driver for creation of the plan's vision, goals, and objectives. There were multiple strategies used to engage the public during the process that resulted in over 1,400 individual comments. The following pages highlights some of the key information from the public engagement opportunities that helped shape the goals and objectives of this plan.

### Steering Committee Meetings

#### Steering Committee Meeting #1 - 06/24/19

The Steering Committee met for the first time on Monday, June 24, 2019 from 5:30-7:00 pm at the County Courthouse to kick off the planning process for the Jefferson County Comprehensive Plan. Eight steering committee members attended including the consultant team. The meeting began with a brief presentation of the project planning process, roles, and demographic trends. Following the presentation, the consultant facilitated two visioning exercises, where the committee was asked to identify key issues or opportunities as well as topics that should be addressed in the plan.

#### Steering Committee Meeting #2 - 09/24/19

The second Steering Committee Meeting was held after the initial public workshop at Ivy Tech Madison. The purpose of this meeting was to review and provide feedback on the initial vision statement, overarching goals, and strategies for the plan. All plan components discussed were updated and revised based on the feedback received from the group.

#### Steering Committee Meeting #3 - 02/10/20

The third meeting was held after Steering Committee members held individual township meetings, which were a unique public engagement method used to gather more input from those unable to attend the first public workshop. After input from the township meetings was reviewed, the committee worked through finalizing the vision statement, goals, and objectives.

#### Steering Committee Meeting #4 - 05/04/20

The final Steering Committee Meeting gave members the opportunity to give comments on a draft version of the final comprehensive plan. The main focus of the meeting was to review the Future Land Use Plan and the individual action steps for each plan objective. Members were asked to also provide feedback on the location criteria that would influence development in specific areas of the county. The draft plan was then updated based on the feedback from the steering committee members and additional responses from county staff in order to prepare it for final adoption.

## Public Meetings

### Public Workshop - 07/30/19

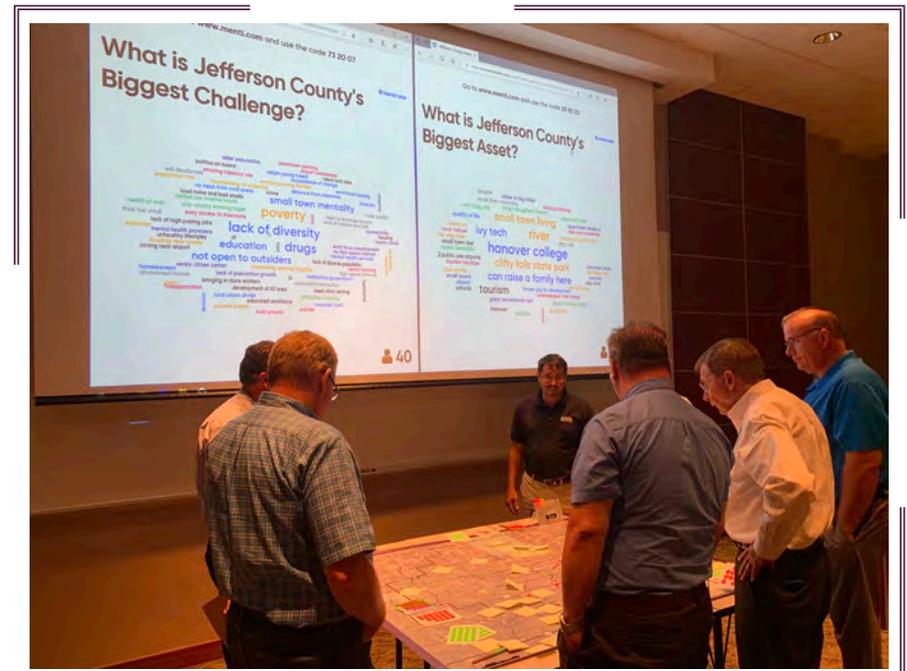
The first public meeting was held at Ivy Tech Madison from 6pm - 8pm on July 30th. Each meeting was publicized in the county's newsletters, the county's website, the plan's website, and various other social media outlets. This meeting was supplemented by the public input gathered from the online survey, which was active before and after the public meeting. There were a total of 55 people who signed in at the workshop. The following highlights the comments recorded during the process.

### What is Jefferson County's Biggest Asset?

- Clifty Falls State Park
- Hanover College
- Heritage Trail
- Small town living
- Ivy Tech
- Tourism
- Ohio River
- Scenery
- Historical significance
- Place to raise a family

### What is Jefferson County's Biggest Challenge?

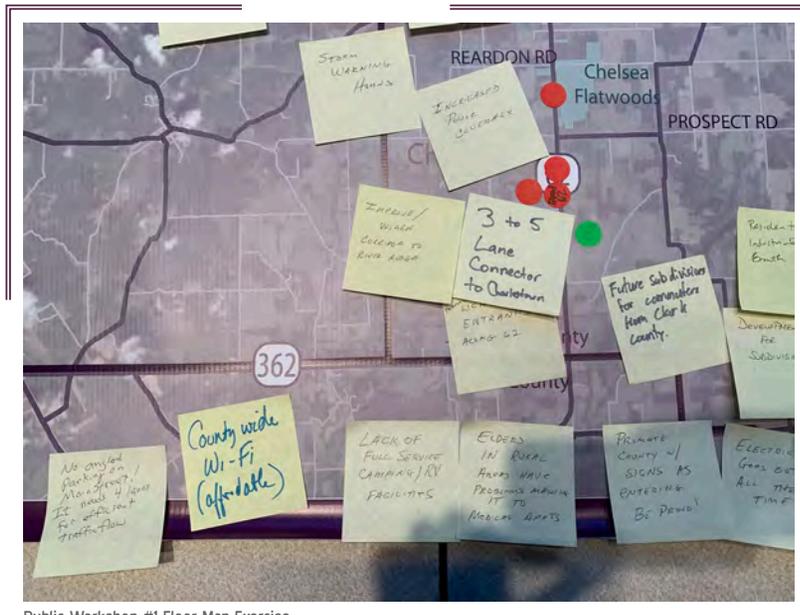
- Lack of diversity
- Poverty
- Illegal substances
- Education of workforce
- Small town mentality
- Not open to outsiders
- Retaining younger population/talent
- Housing options
- High-speed internet



Public Workshop #1 Floor Map and Wordcloud Exercise

## Jefferson County Mapping Exercise

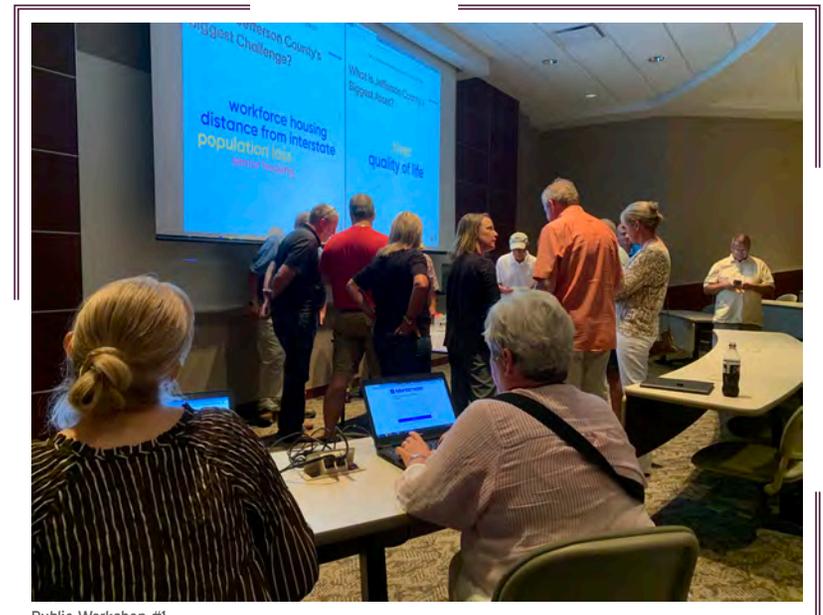
- Elders in rural areas have problems making it to medical appointments
- Better internet and cell service in rural areas
- Improved/Expanded sewer and water infrastructure
- County-wide recycling
- Increased police coverage
- Jefferson Proving Grounds
- Get rid TIF
- Improve intersection of SR 62 to SR 256
- Increased fire protection
- Railroad tourism opportunities
- Future subdivisions for commuters from Clark County along SR 62 near Chelsea and the county line
- Promote county with signs as entering



Public Workshop #1 Floor Map Exercise

## What's Your Big Idea for Jefferson County?

- Youth and teen activities
- Public transportation options
- Youth and recreation commission
- Clean-up the county
- Family entertainment
- Affordable Housing
- Develop more medical and mental healthcare avenues and include VA
- Greater tourism initiatives county-wide
- Outdoor adventure, obstacle course, camping
- Arts & culture, music venues, visiting artists, and traveling theaters
- Increase and encourage healthy active lifestyles
- Drug task force
- Attract and retain young families and talent



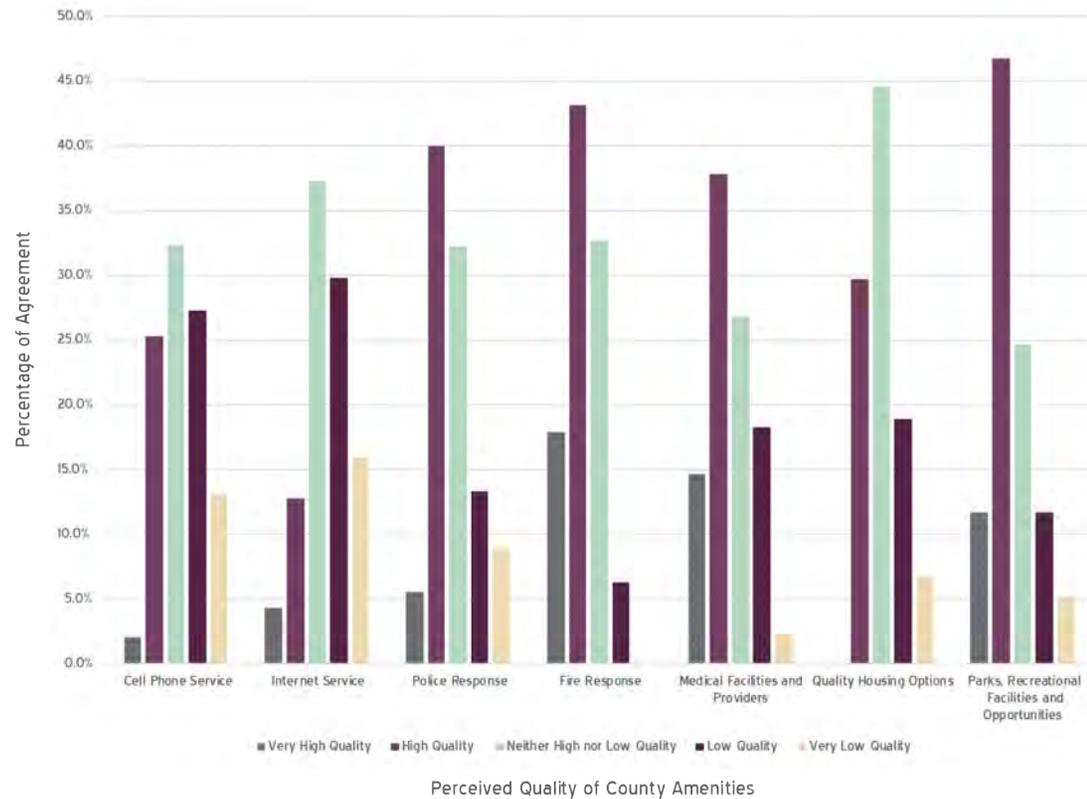
Public Workshop #1

## Township Meetings - September - December 2019

Between the second and third steering committee meetings, Steering Committee members held five additional meetings for those unable to attend the first public workshop. These meetings were held in Chelsea, Rykers Ridge, Graham Township, and Madison Township and asked attendees many of the same questions presented at the first public workshop. A unique printed survey was also prepared that added additional background information when crafting the vision, goals, and objectives for the plan. The following chart highlights how residents perceived quality of county amenities and popular trends are listed in the comments to the right.

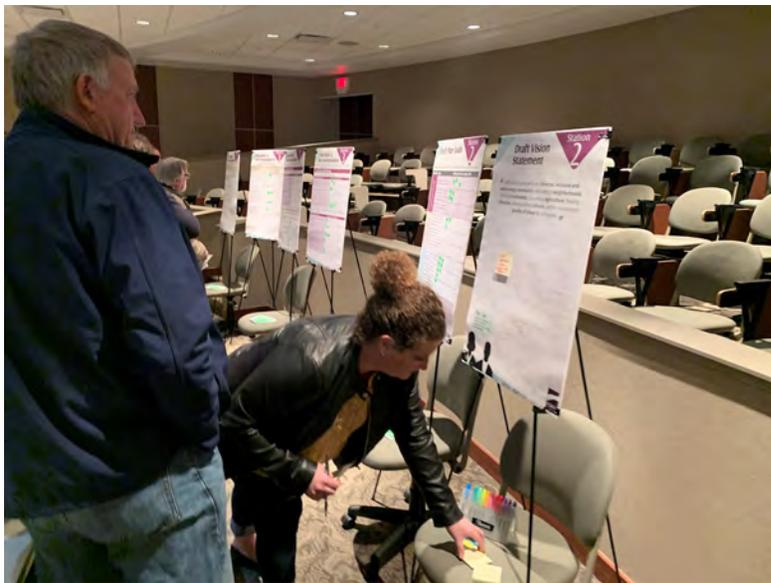
## Additional Comments

- Increase service levels of fire, police, and EMS
- More funding for rural fire departments is needed
- Increased zoning inspections for issue properties is needed
- Eliminate zoning buffers
- Solve the substance abuse issues
- Better attention is needed for rural road maintenance
- Improved cellular service is needed
- Wetland preservation is needed
- Urgent care center in southern part of county is needed



## Public Open House - 03/02/20

A second public workshop was held on March 2, 2020 at Ivy Tech from 6:00-8:00 PM. Approximately 22 people attended the meeting to provide feedback on the comprehensive plan progress. During the meeting, attendees were asked to review and provide feedback on the draft vision statement, goals, and objectives. Attendees were also asked to prioritize the goal statements and objective statements using dots to indicate their top priority. Participants had the opportunity to leave additional comments or talk one on one with county officials and/or consultants regarding any questions or feedback they wanted to share. The following provides a summary of the top priorities identified during this meeting. A survey was released following the meeting to capture additional feedback from county residents.



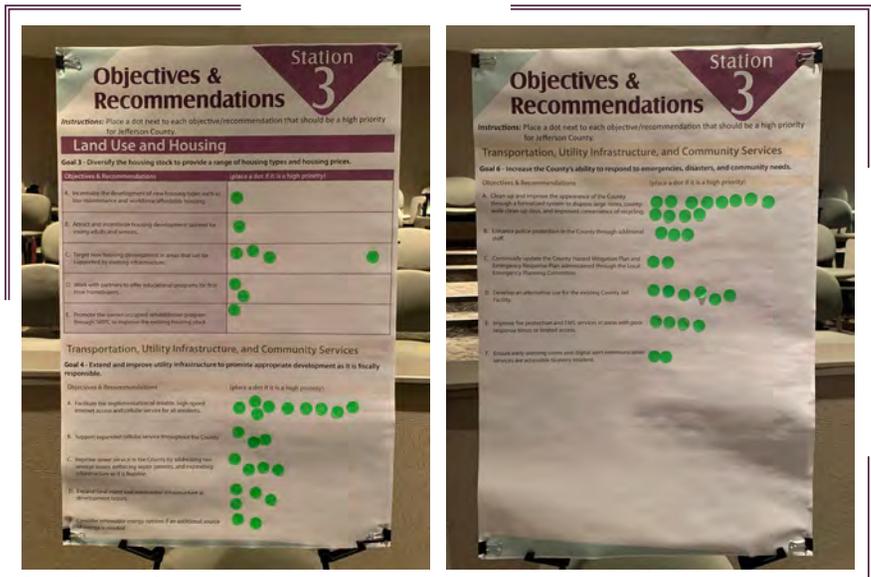
Public Workshop #2

## Top Goals Identified

- Extend and improve utility infrastructure to promote appropriate development as it is fiscally responsible.
- Balance and guide growth and redevelopment in Jefferson County to protect the health, safety, and welfare of the community.
- Grow county-wide recreation and tourism efforts in Jefferson County.

## Top Strategies Identified

- Clean-up and improve the appearance of the County through a formalized system to dispose large items, county-wide clean-up days, and improved convenience of recycling.
- Facilitate the implementation of reliable, high-speed, internet access and cellular service for all residents.
- Work with partners to attract businesses that are related to and support value-added agriculture in the county.



Public Workshop #2

## Adoption Hearings

To be inserted after adoption meetings are held.

## Online Engagement

In addition to the public workshops and township meetings, this plan also included an online survey and project website. The website served as a source of information about the plan for those who may not have seen the county's press release or information on social media platforms. It provided updates on the planning process, allowing the public to see progress being made and view the draft plan. The website, and other county media platforms, also provided a way for residents to provide additional input outside of the public workshops and survey.

The online survey also provided community members a meaningful way to participate in the planning process if they were unable to attend any of the public meetings. Questions on the survey included rating the quality of life and current infrastructure, as well as identifying assets, challenges, big ideas, and types of development needed in the county. There were 143 online surveys completed with key topics that included:

- Improving broadband and cellular services
- Addressing perceived discrimination within the county
- Expanding transportation options
- Building upon the county's natural resources
- Promoting the small town atmosphere as a great place to live and visit
- Continuing to strengthen the county's quality of life

