An Assessment of Shelby County:

Strategies for Economic Resiliency and Growth

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Tags: #EconomicDevelopment #QualityOfPlace #Education #StateAndLocalGovernment

Introduction

Shelby County, Indiana, has a long and positive history of civic engagement, planning, and implementation of programs. This has been especially apparent over the past 15 years. Indeed, in fall 2014, an effort was started to try to bring clarity to all of these plans and programs by organizing the plans and strategies in a way that civic leaders and elected officials would be able to make strategic and coordinated investments that would put the communities in stronger position for the future.

About the Authors

David Terrell is director of the RUPRI Center for State Policy and the director of economic development policy at Ball State University. He previously served two Indiana lieutenant governors in various positions, including senior advisor and deputy chief of staff, where he oversaw five state agencies. He also lead the Office of Community and Rural Affairs, a state agency dedicated to rural community economic development garnering national attention.

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About the Indiana Communities Institute

The Indiana Communities Institute at Ball State University utilizes a framework of research, policy, and practice to continually improve the model for community-focused economic development.

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In fall 2014 the Blue River Community Foundation (BRCF) contracted with Ball State University to help facilitate this process. The extent of Ball State's involvement included:

- Working with the executive director of the BRCF to organize and implement a process of understanding the priorities and goals of the various organizations of the community. This had its own set of challenges. While there were meetings and discussions throughout this process, it was the strong desire of the leadership to keep meetings to a minimum. The community has been "meetinged-out" over the years, and had reached the point of saturation of various strategic planning sessions. The end result is that, while the community is well-organized in many respects, there was the desire to establish priorities, and 'pull everything together' into one document (as much as possible). Therefore, the BRCF and Ball State tried different approaches at different times to accomplish this task.

- Working with elected officials to understand their priorities through this process, and to gain an understanding of where they saw the community's strengths and challenges moving forward.

- Provide data analysis of the community to provide a comparison of the perception of the leaders to what the data show.

Perception versus Reality

Shelby County is one of the "doughnut counties" of Indianapolis. The counties of this region have enjoyed robust growth spurts in recent decades as result of growing diversity of the regional economy away from traditional manufacturing to higher-skilled employment and also because of aggressive place-based investments in schools and amenities, led by the communities in Hamilton County, but also in the other surrounding counties.

Through a series of interviews with leadership throughout the county, the general view is that Shelby County has mixed reviews. There appears to be a general feeling that Shelby County lags behind adjacent counties and the state as a whole in economic growth, population growth, and standard of living. Moreover, there appears the sense that the community is growing across other aspects of quality of life. On the contrary, Shelby County measures up quite well with the state and other peer counties on many critical measures. Additionally the Shelby County community is very blessed with strong civic engagement as well as with very collaborative elected leadership. Evidence of this is in the action plans in *Appendix A*.

A small benchmark study on some key data points helps us understand this broader perspective. We compared Shelby County with Morgan County (a doughnut county, on the southwest corner) and Lawrence County (south-central Indiana), as well as with the state, on different variables.

Important Economic Variables

On economic variables, such as per capita income, poverty rate, and unemployment rate, Shelby County is comparable to both the state average as well as surrounding counties (see *Figure 1*). With a poverty rate of 12.9 percent in 2013, Shelby County has a lower percentage of people in poverty than both the state average and Lawrence County. While behind the state average, both Shelby and Morgan show population growth, while Lawrence County shows population loss. Shelby County also reported an unemployment

Figure 1. Economic Variables Comparison

Source: U.S. Census Bureau, American Community Survey; Bureau of Economic Analysis; Bureau of Labor Statistics.

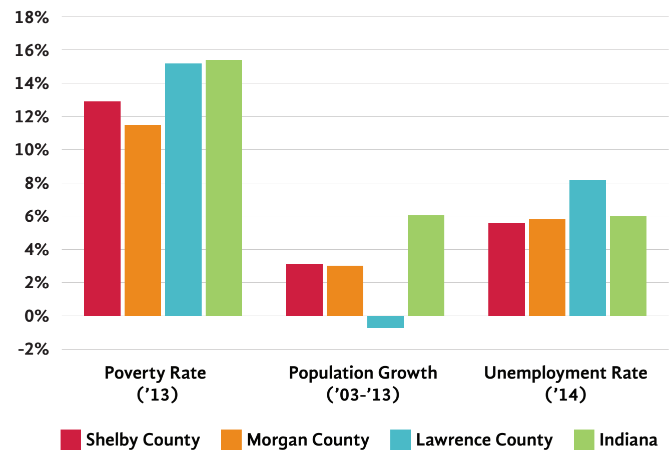


Figure 2. Comparison of Per Capita and Median Household Income

Source: U.S. Census Bureau, American Community Survey; Bureau of Labor Statistics.

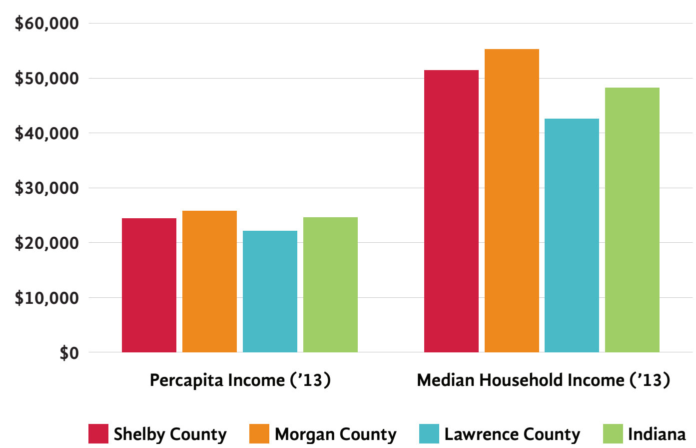


Figure 3. Shelby County Labor and Employment Comparison

Source: U.S. Census Bureau, American Community Survey; Bureau of Labor Statistics.

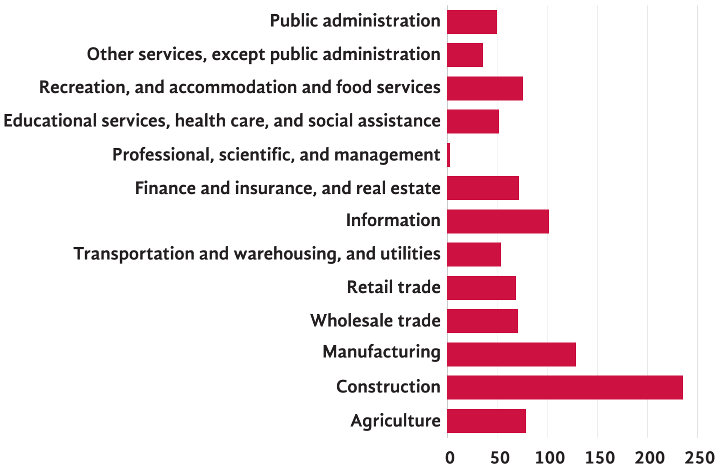


Figure 4. Housing Variables, Shelby County

Source: U.S. Census Bureau, American Community Survey

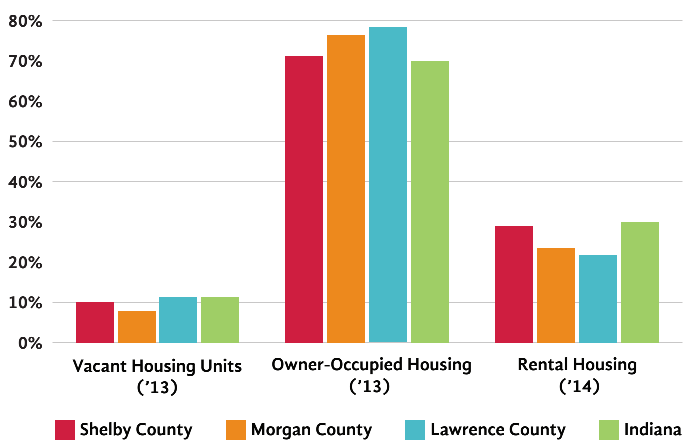
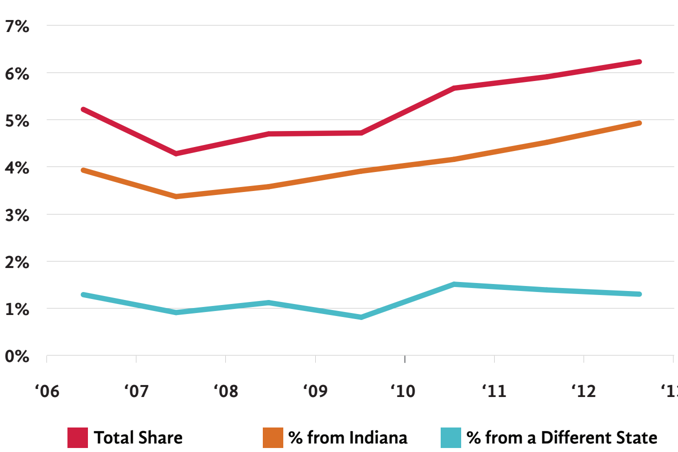


Figure 5. Movement to Shelby County

Source: U.S. Census Bureau, American Community Survey



rate of 5.6 percent in 2014, which is slightly better than Morgan County and the Indiana state average, as well as significantly better than Lawrence County.

Shelby County's per capita income of $24,459 is almost identical to the Indiana state average (see *Figure 2*). Although it is slightly better than Lawrence County, it is slightly fewer than Morgan County. This is also the case for the median household income. Shelby County's median household income is $51,440 which is slightly better than the Indiana state average (see *Figure 2*).

Shelby County has performed better than the Indiana state average on several key categories (see *Figure 3*). Shelby County has a higher labor force participation rate and fewer people using SNAP shares (Supplemental Nutrition Assistance Program, the USDA program formerly known as Food Stamps).

Housing

In discussions regarding housing in the community, there was the perception that much of the housing is subsidized, or that there is more-than-average housing stock that is rental, sometimes seen as an indication of instability in the community. The data shows that, while Shelby County is similar to Morgan and Lawrence counties, they perform slightly better than the state average in terms of percentage of vacant housing and percentage of owner-occupied housing (see *Figure 4*). Of the houses in Shelby County, 71.1 percent are owner-occupied. While Shelby County has more rental housing (28.9 percent) than either Morgan or Lawrence, it is still slightly better than the state average.

Movement

A key indicator of community health remains migration patterns and overall net population growth. Since 2010, there has been a slight increase in the number of people moving to Shelby County (see *Figure 5*). This is due to the increase in people moving from within other counties in Indiana. While the percentage of people moving from other states to Shelby County has decreased slightly, the overall increase illustrates that the county is not falling behind the surrounding counties.

Figure 6. Movement to Shelby County from within Indiana by Age Group

Source: U.S. Census Bureau, American Community Survey
Note: See Appendix Table D1 for complete graph

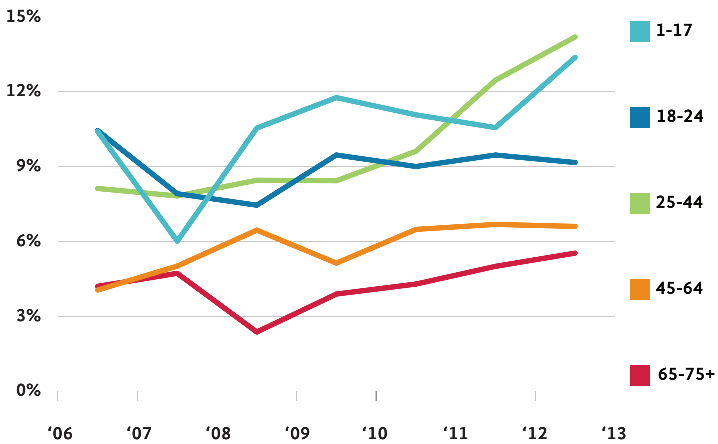


Figure 7. Out-of-State Movement to Shelby County by Age Group

Source: U.S. Census Bureau, American Community Survey
Note: See Appendix Table D2 for complete graph

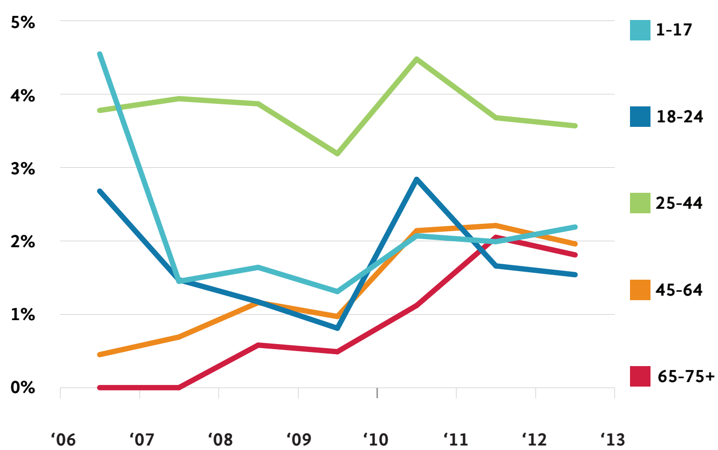
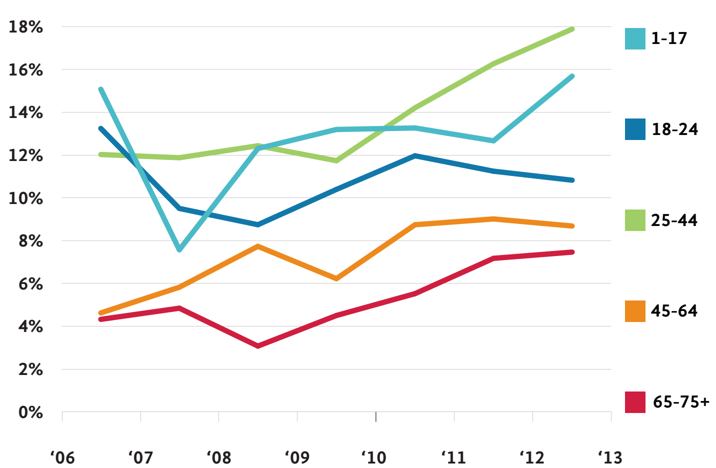


Figure 8. Overall Movement to Shelby County by Age Group

Source: U.S. Census Bureau, American Community Survey
Note: See Appendix Table D3 for complete graph



Since 2010, there has been a significant increase in people between the ages of 1 to 4 and 25 to 34 moving to Shelby County from other areas within Indiana (see *Figure 6*). This illustrates that in recent years, more young families with small children have decided to leave their homes in other Indiana counties to move to Shelby County. There is also a steady high percentage of 18 to 24 year olds moving to Shelby County (see *Figure 6*). So contrary to the perception that Shelby County is falling behind its surrounding counties, the data supports the idea that young people from surrounding counties are moving to Shelby County which will move the economy of the county forward.

While instate movement towards Shelby County seems to be increasing, the movement from out of state does not appear as promising. Since 2010, the movement of several large groups, including 18 to 34 year olds, to Shelby County has decreased significantly (see *Figure 7*). The only age group that appears to be increasing in moving to Shelby County from outside Indiana is 35 to 44 year olds. However, since 2006, the percentage of people in all age groups moving to Shelby County from outside of Indiana has stayed between the small window of zero and 3 percent (see *Figure 7*).

Overall, the age groups with the highest percentage of people moving to Shelby County are 18 to 24 year olds, 25 to 34 year olds, and 35 to 44 year olds (see *Figure 8*). With the exception of 18 to 24 year olds, all of the movement towards Shelby County for these groups has been increasing over the past few years (see *Figure 8*). This leads to the overall size and population of Shelby County to be increasing, which will in turn lead to an increase in the Shelby County economy.

Education

Regarding educational attainment, Shelby County is substantially behind the state average in one category: percentage of the population with a bachelor's degree or higher (14.8 percent), but still similar to the two benchmark counties (see *Figure 9*). It is also behind

Figure 9. Education Attainment

Source: U.S. Census Bureau, American Community Survey

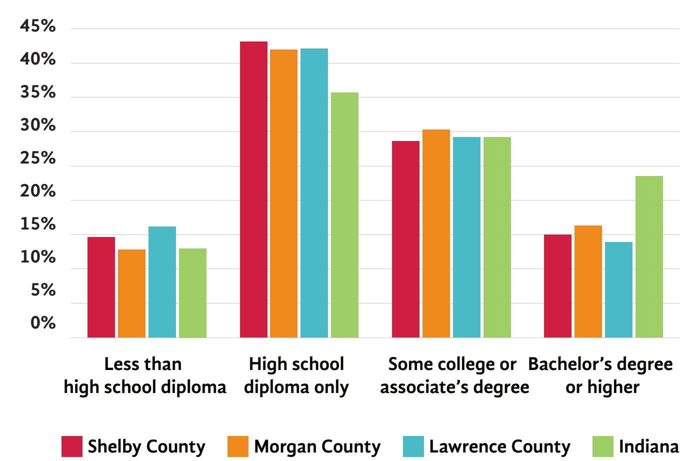


Figure 10. The School Dimension

Source: Indiana Department of Education

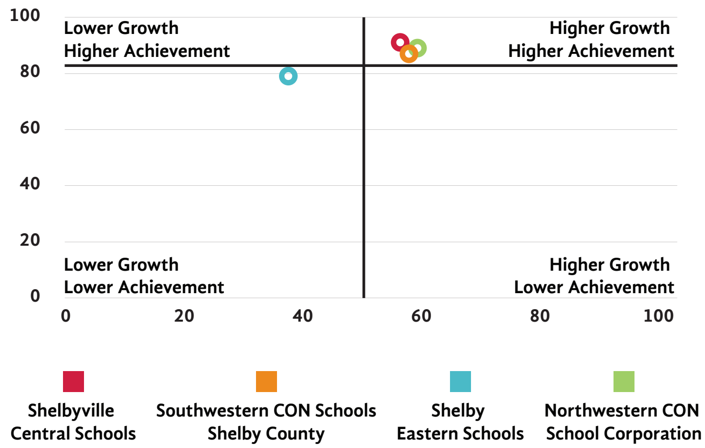
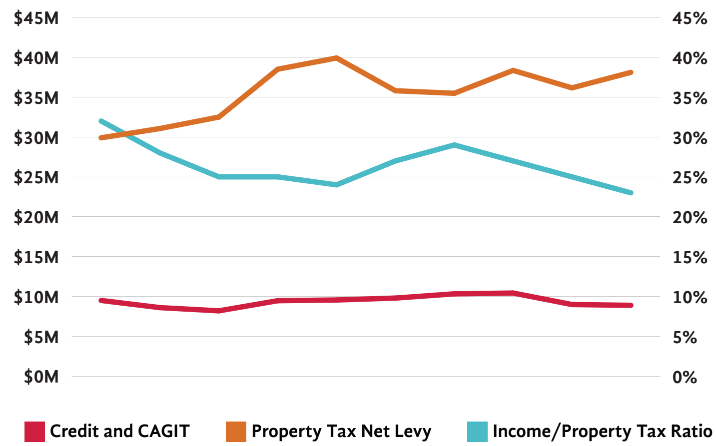


Figure 11. Ratio of County Income Tax Revenue to Property Tax Revenue

Source: U.S. Census Bureau, American Community Survey; Bureau of Labor Statistics.



the state average (though not quite so much) with percentage of the population with some college. Shelby County performs quite well in terms of percentage of population with high school diplomas, but does have higher than average population with less than high school diploma (14.4 percent, compared to 12.8 percent statewide) (see *Figure 9*). Some of these variables may be affected by the county's legacy of traditional manufacturing, and the workforce has not yet gone through the 're-tooling' that is necessary to keep up with the changing economy.

There is a bright spot regarding education in the county. By various measures, Shelby County has strong school systems. According to the Indiana State Department of Education accountability grades data release, three of the four school corporations received a letter grade of 'A' for overall performance in 2014. All four school corporations are demonstrating improvement over time, in terms of individual student growth and overall performance (see *Figure 10*). This is a real strength on which the county can capitalize.

Economic Development and Future Investments

Community leaders want to explore the question 'what kind of community are we' and 'where should our strategic investments go?' This is grounded in the idea that historically, Shelby County (especially Shelbyville) considered itself a manufacturing community. The county was an early-entry in Indiana into the traditional economic development strategy of business (i.e. manufacturing) attraction. This was as much for the employment opportunities as well desire by local officials to grow its property tax base through these new manufacturing facilities. This was an effective strategy, but over time its effectiveness is diminished.

There are various reasons for this; however there are two variables that are mentioned here. From a local revenue generation perspective, the landscape has changed dramatically, due to the implementation of local property tax caps and the ability of local governments to implement local income taxes. The result is that there is a trend where a shift is occurring, from almost total reliance on property taxes, to more burden on local income taxes, as well as other special use taxes, such as inn keepers tax. Additionally, communities have shifted the cost of some services that have generally been supported by the general fund (property tax income), to user fees. A simple example of that is, recently, a rural county used to absorb the cost of posting trash collection points throughout the county. Currently users must purchase an annual 'drop-off' card in order to use this service.

To this point, statewide, in 2007, 80 percent of local revenue was dependent on property taxes. Currently, almost 40 percent of all local budgets and 60 percent of all municipal budgets are dependent on property taxes. Interestingly, right now, Shelby County is bucking this trend. The ratio of local income tax revenue to property tax revenue has declined over time from 32 percent in 2003 to 23 percent in 2012 (see *Figure 11*). This ratio may be a function of an increase in assessed values as a result of reassessments, resulting in more income from property tax, while income from income remained constant (see *Figure 11*). The variable, over time, that other communities are confronting is the impact of the property tax caps.

Another notion that is being tested, considering total revenue for a community (combined property tax and local income tax), is that large facilities (i.e., manufacturing or warehousing) are the bedrock of such revenue. This may not necessarily be the case. A new study conducted by Ball State compares the total income generated by a $100 million manufacturing investment that is tax-abated over 10 years vs. the total income generated by 80 new households for that same period (Hicks and Faulk, 2015). The data shows that the total income generated from the 80 households is far greater than that of the tax-abated property. Consider also, the idea that over time, most of the property tax on the manufacturer is likely on personal property, which is quickly depreciated; while over time the household should rise, as should home property values.

Table 1. Distribution of Business Tax Collections

Source: Hicks and Faulk (2015). • Note: The distributions are averages across all business types

	2.5% Property Tax Rate			3% Property Tax Rate			3% w/ Abatement of BPPT, Manufacturing Only		
	$1 M	$10 M	$100 M	$1 M	$10 M	$100 M	$1 M	$10 M	$100 M
County	11,499	174,680	1,863,523	11,847	179,973	1,919,993	2,997	22,026	390,255
Township	2,029	30,826	328,857	2,091	31,760	338,822	529	3,887	68,868
City/Town	12,851	195,230	2,082,761	13,241	201,146	2,145,875	3,349	24,617	436,167
School	27,732	421,286	4,494,378	28,572	434,052	4,630,571	7,227	53,121	941,202
Library	2,706	41,101	438,476	2,788	42,347	451,763	705	5,183	91,825
Special District	4,735	71,927	767,333	4,878	74,106	790,585	1,234	9,069	160,693
Redevelopment	5,411	82,202	876,952	5,575	84,693	903,526	1,410	10,365	183,649

Table 2. Residential Development Tax Distribution

Source: Hicks and Faulk (2015).

Note: Column sum may not add to column total due to rounding. The distribution also takes into account the wheel tax and local option income taxes.

	Old	Growing-Dense	Affluent	Apartment
County	47,530	250,432	232,621	94,796
Township	3,714	20,018	22,092	10,581
City/Town	17,428	93,938	103,668	49,653
School	853,705	1,873,152	1,253,410	364,004
Library	4,571	24,638	27,190	13,023
Special District	7,142	38,498	42,486	20,349
Total	934,091	2,30,0677	1,681,466	552,407

Hicks and Faulk (2015) developed a business tax model that offers revenue insights from business personal and business real property. *Table 1* shows the distribution of taxes for various scenarios of property tax rates and revenues derived from their model. Hicks and Faulk (2015) also estimate the tax distribution associated with four types of residential development – old, growing-dense, affluent, and apartment. *Table 2* shows the distribution of taxes across these types using median development size (100 to 120 families).

This statement is not to suggest communities should not participate in business attraction activities. However, it does suggest that alternative approaches should be considered when weighing tax incentives and resource allocation. Fundamentally, the question is 'What is the best approach for a community to insure its own economic security and resiliency,' which will be explored later in this document.

The other variable of importance is the global change in our economy. While Indiana is still a leader in manufacturing, this sector as an employer is declining. Michael Hicks, director for the Center for Business and Economic Research (CBER) conducted research that illustrates this.

Over time our consumption of manufacturing has declined, as a share of our income (see *Figure 12*). Additionally, employment growth in footloose firms (primarily manufacturing) remains flat to declining the past four decades (see *Figure 13*). Footloose firms are

Figure 12. Share of US Consumption in Goods and Services

Source: Bureau of Economic Analysis, National Income and Product Accounts, Author's calculations

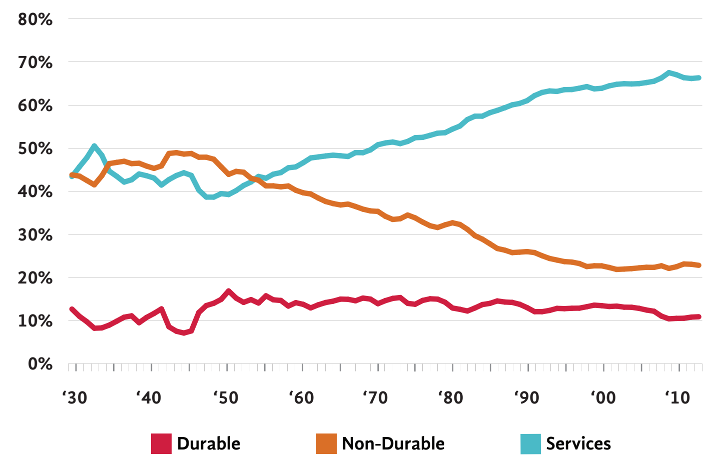
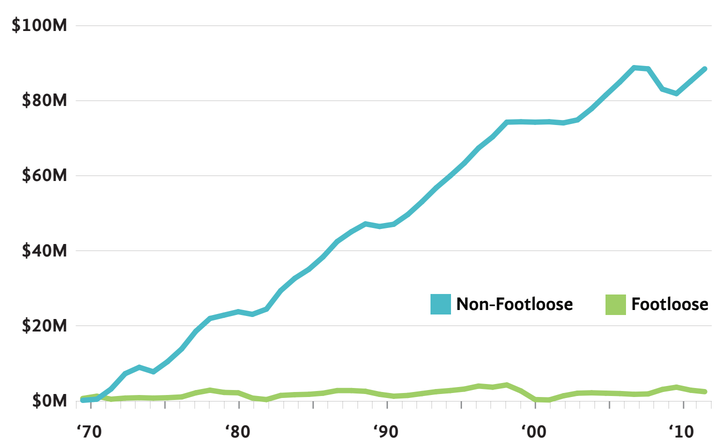


Figure 13. Cumulative Job Growth in Footloose/Non-Footloose Firms, US

Source: Bureau of Economic Analysis, and author calculations



those firms that can essentially move anywhere. These are usually manufacturing firms, but also could be in the service industry such as call centers.

A major reason for flat to declining job growth is that labor productivity is increasing. More is invested in equipment (see *Figure 14*). Indeed, many existing manufacturers that request tax abatement for new equipment do so for labor productivity, resulting over time in fewer employees. Labor productivity of most industries has also been mostly flat since 1987 (see *Figure 15*). The major exception to this is the semiconductors industry, which was extremely small in 1987 and has grown exponentially since. The light trucks and utility vehicles industry has also been increasing in labor productivity, though not nearly as significantly as the semiconductors industry (see *Figure 15*).

Regarding new firm location, the occurrence of these is declining precipitously. On average, in every year since 1990, there has been seven less manufacturing firms with more than 500 employees open than in the previous year (see *Figure 16*).

While there is merit in a business attraction function, there is deeper understanding that this cannot be the sole activity for the community. Communities that are more resilient over time strive to have a diverse portfolio of employers. They understand the need for a quality workforce and excellent school systems. They understand that new jobs do not necessarily equate to population growth. They understand their strategies need to focus on talent development, retention and attraction.

Community-Focused Development

The new paradigm is community economic development. The understanding is that people will live in communities where they are attracted and that companies and job growth will go to where the people are located. The more successful, resilient communities are evolving toward investment strategies that embrace Primacy of Place.

Such strategies would consider these factors:

- Arts, culture and tourism
- Community design
- Community collaboration for educational excellence
- Community well-being
- Municipal (local) governance
- Community readiness for change

It appears a lot of the leadership in the community has evolved toward this acceptance, especially the civic community. There is still the question of, what kind of community are we? Ball State University, through the Center for Business and Economic Research (CBER) and the Center for Community Economic Development (CCED) developed a tool to determine the direction, or type, of community it may be in terms of economic growth. The five areas are production, residential, wholesale (logistics), retail, and

Figure 14. Capital to Labor Ratio in US Manufacturing

Source: US Census National Income Accounts, US Department of Labor, and author calculations

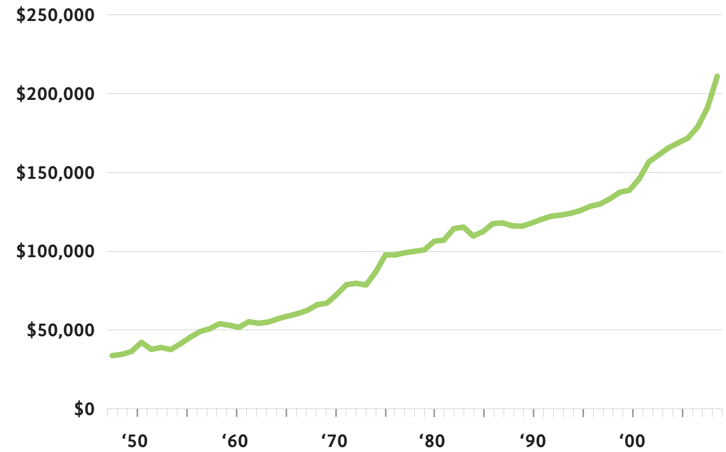


Figure 15. Labor Productivity by Selected Industries in US

Source: Bureau of Labor Statistics

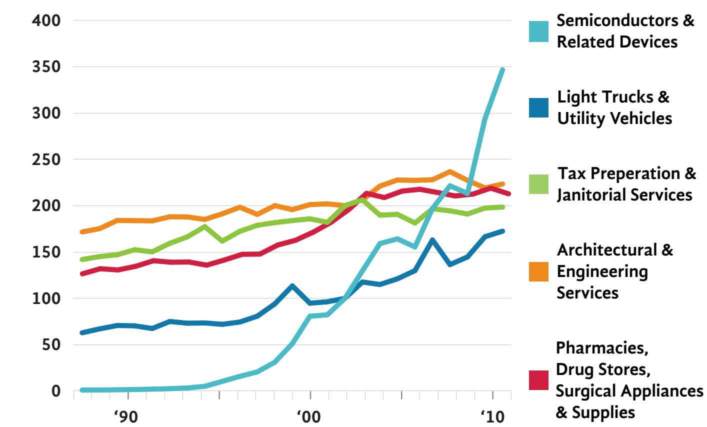


Figure 16. Birth of Manufacturing Firms with 500+ Employees, US

Source: US Census Bureau

recreation. Understanding this, the leadership might better understand how to allocate local investments.

For example, if a community is considered to have potential in residential growth, it might direct more investment toward housing infrastructure, amenity development, or education. If it has potential in production, it might consider more investments in business park infrastructure and workforce training. The community might have strengths in two or more areas.

A first step was to poll the cohort of elected leadership (municipal and county) to ascertain their perception of the county's potential. This then was compared to the data analysis. A key finding was that the elected leadership ranked production first, and residential last (5th). This is understandable, given the legacy of manufacturing and business attraction activity in the county.

In contrast, the analysis shows that residential is first, and production second. While manufacturing is still important to the county, this implies that there is greater potential in focusing a little more attention on residential growth.

A community that has great potential for residential growth should consider allocation of resources, and development of policies and programs that encourage this activity. Such considerations would include:

- Review/update the comprehensive plan to ensure appropriate housing development.
- Insure the infrastructure is in place to support desired housing growth, especially sewer and water systems, as well as broadband.
- Consider ordinances and investments to make the communities walkable. This would include sidewalks and curbs, ADA considerations, investments in trail systems.
- Prioritize downtown development in communities, and also public meeting and recreation spaces with an emphasis on attractive aesthetics.

The analysis of Shelby County shows that residential assets should rank first, and production second. While manufacturing is still important to the county, there is greater potential in focusing a little more attention on residential growth.

- Amenity development is important, both private and public. Consider incentivizing private investments in strategic locations (such as restaurants or entertainment venues); or incentivizing market rate housing alternatives such as second–story housing.
- A critical economic player that cannot be overlooked is the role agriculture plays in the county. It is a key variable in the production economy in the county. The green space that is created by the 'working landscape' of the countryside adds value to the communities in the context of place making. The communities need to have an agreement on that value, and translate it into policy. Shelby County and its communities need to factor in this sector, and the use of farmland, as they develop their growth strategies and land use planning.

These are just a few examples of what resilient and growing communities are doing. We cannot forget that while we see the greatest potential is in residential development, there is still potential in production. Strategies and programs should focus on talent development, retention, and attraction. Attention to the existing employers should be emphasized. There should be meaningful purposeful conversations with these companies. What are their needs? What are their challenges? This activity would be the cornerstone of further attraction activity. The same discussions should include the challenges the local leadership face, including resource allocation.

In the final analysis, Shelby County has several variables in its favor to strengthen its economic resiliency. The data show steady population growth in key age groups, and that the schools in the county perform well. There is strong civic engagement, as demonstrated by active public participation, and very strong initiatives. Continued policies and investments that encourage further talent attraction and retention should be pursued. The community has a leg up on much of this. The local hospital is a very active partner in the community, and the new facility that is being built will add stature to the community. Shelbyville is implementing its downtown development plan and also constructing a trail system. Morristown and Waldron have strong civic engagement and community improvement activities. The current elected leadership, across the board, appears to be very collaborative in their activities.

Appendix A is a compilation of plans and action priorities. This is a result of years of planning, implementation, trial and error, and looking forward. It is evidence of community that is resilient and striving to move forward.

Credits

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BALL STATE UNIVERSITY INDIANA COMMUNITIES INSTITUTE

The Indiana Communities Institute at Ball State University utilizes a framework of research, policy, and practice to continually improve the model for community-focused economic development.

We strive to lead an economic transition among Indiana communities from an economy based primarily on physical capital toward an economy based more heavily on human capital. Although our efforts focus on strengthening communities throughout Indiana, this strategy serves as a model for university economic development efforts throughout the nation.

We're focused on improving the quality of life in communities through our Primacy of Place initiative. Additionally, our Center for Community Economic Development offers sustainable growth education and training courses throughout the year.

Appendix A.
Shelby County: A Compilation of Plans & Objectives

Health & Healthy Lifestyles

1. Active Living/ Active Transportation

a. Complete Streets

Task 1. Review of current ordinances and development standards to determine gaps and identify areas for the appropriate application of "complete streets"

City of Shelbyville Planning Department

Task 2. Adopt a Complete Streets ordinance that directs new development to incorporate these standards and identifies existing streets appropriate for retrofitting (connectivity, traffic patterns).

City of Shelbyville Planning Department; Livable Communities; Active Transportation Committee

Task 3. Relinquishment of key areas identified in Task 2, if applicable

City of Shelbyville/ SDOT, INDOT

Task 4. Pursue funding for complete streets implementation (Safe Routes to Schools; INDOT; OCRA; TIF, etc)

City of Shelbyville, Shelby County, SIRPC, Mainstreet

b. Access to multi-use trails for meaningful (location, accessibility, distance, destination) active transportation

Task 1. Develop a master trail plan

City of Shelbyville; Active Transportation Committee; Livable Communities; other community stakeholders (Girls Inc, Boys Club, school)

Task 2. Complete construction of the Blue River Trail

City of Shelbyville

c. Increase opportunities for exercise and activity in schools and at places of employment

Task 1. Offer fitness events for students at all levels (ref. SCS Strategic Plan: Human Capital)

Task 2. Offer incentives for staff participation in health related programs (ref. SCS Strategic Plan)

Task 3. Scale the SCS programs to other schools and places of employment by working with school admin's and human resource departments. Collect data among groups participating vs. population

2. Expand access to care, health programs and supportive services for all population sectors

a. High quality facilities that provide well-connected services

Major Health Partners, Shelby Health Clinic

b. Engage more people in preventative care

Task 1. On-site clinics

MHP; Schools; SC Health Dept, employers

Task 2. Get more uninsured covered under new HIP

Shelby Health Clinic, Health Dept

c. Evaluate barriers to access to care

MHP Social Workers, Senior Services, SC Health Dept, others

3. Prevention programming and health promotion

a. Youth programming

Task 1. Develop and implement strong tobacco/ alcohol/ drug prevention programs (ref. SCS strategic plan)

Shelbyville Central Schools, SC Drug Free Coalition, HSC

Task 2. Other healthy lifestyle programming and promotion directed specifically to children/teens

Girls Inc/ Boys Club, MHP, Shelbyville Central Schools, Pregnancy Care Center, Turning Point

b. Senior specific programming

Shelby Senior Services, MHP Community Networking Group

4. Access to healthy choices

a. Work with the Parks Department to offer healthy options in concessions

HSC, Parks Department

b. Work with industry HR departments to offer healthy vending choices

HSC, local employers

Public Spaces & Environment (Built & Natural)

1. Aesthetic improvement along major corridors and gateways

a. Complete Streets Design (see tasks and responsibilities above)

b. Reduce the negative impact of vacant/blighted properties

Task 1. Strict code enforcement

City of Shelbyville, SCSWMD

Task 2. Pursue funding for Brownfields and blighted property redevelopment, offer development incentives

City of Shelbyville, SIRPC, Shelby County, SCDC, realtors/ private developer

c. Greening and Street Tree program/ partnership

Task 1. Explore a designation or certification such as "Tree City USA", or similar program.

Master Gardeners, City of Shelbyville Planning Department, MS4, Soil and Water Cons. District

Task 2. Identify a partner group or organization to coordinate appropriate street-tree planting with utilities, property owners (private or public) and city; develop maintenance plan.

City of Shelbyville, others

Task 3. Develop funding for cost-share program for street trees on private property

Task 4. Beautification/ landscaping of islands and other underutilized right-of-way spaces such as abandoned railroad right-of-way, grassy islands, with a focus on highly visible gateways.

Neighborhood organizations, City of Shelbyville, others

2. Revitalization of Historic Downtown Shelbyville

a. Compile a comprehensive planning team with expertise in development, architecture, real estate, and engineering design to lead an integrated approach (attachment)

City of Shelbyville, SDOT (Shelbyville Downtown Opportunities Team), Mainstreet Shelbyville, other stakeholders

b. Emphasize quality in design with regards to the rehabilitation grant programs and streetscape improvements

Task 1. Adopt design guidelines and a historic preservation ordinance

Mainstreet Shelbyville, City of Shelbyville, SDOT, property owners

c. Continue the trend of high-quality events and entertainment that are widely promoted, engage the downtown businesses and incorporate the arts organizations; promote outside of community.

Mainstreet Shelbyville, Strand Theatre, First Fridays Committee, Tourism, businesses

3. Revitalize Rural Town Centers

a. Identify historic buildings and sites and establish a redevelopment plan/ protection plan.

Shelby County, SC Historical Society, Joseph Boggs Soc., Town Councils

b. Increase and promote communication strategies with regards to opportunities in each of Shelby County's communities.

Waldron Will, Morristown Matters, Hometown Area Funds (BRCF), Chamber of Commerce and other stakeholders

c. Grow and support efforts to hold public events in each SC community that highlight each of their unique characteristics

SC Tourism, volunteer groups, Town Councils, Chamber of Commerce, other stakeholders

4. Protect Shelby County open space, natural resources, and rural character

a. Identify, protect, and restore critical environmental areas

CILTI, DNR, City of Shelbyville MS4, Shelby County, Purdue Extension

b. Review current code for gaps in protections for open space and agriculture

Shelby County, Purdue Extension

c. Adopt a long term infrastructure/ capital improvements plan that supports agriculture and compact residential development around existing communities

Ball State Planning, Shelby County, Town Councils

5. Parks and Recreation

a. Connect parks to natural resources for recreation

Task 1. Complete the Blue River Trail

City of Shelbyville

Task 2. Provide recreation opportunities with the Big/Little Blue River – canoe rental/ drop, fishing, scenic spots, clean up

City of Shelbyville Parks, MS4, SWCD

Task 3. Incorporate Arts/ Culture in Parks and Public Spaces

Shelby Arts Alliance, Arts Fest, Parks Department

Vibrant & Safe Neighborhoods

1. Increase or maintain safety

a. Create neighborhood associations within key neighborhoods

Task 1. Identify key neighborhoods county-wide to hold public meetings (ideally at a neighborhood church or other community building)

Residents, Ministerial Assoc; SPD; County Sheriff; Morristown Matters, Waldron Will, other stakeholders

Task 2. Identify leadership/ contact persons for each neighborhood association and work with a representative group to establish some goals/ identify issues

On-foot & bike SPD, neighborhood leadership

b. Expand programming to engage at-risk youth to prevent crime

Task 1. Maintain good communication between the family and youth-serving organizations to identify at-risk youth.

Schools; Community Corrections; DCS; Juv. Court; CASA; Boys and Girls Club; Girls Inc

Task 2. Establish a Shelby County Youth Assistance Program *(YAP)*

2. Decrease blight and improve the condition of existing housing stock in established neighborhoods

a. Assistance for elderly and disabled through home-owner occupied housing rehabilitation programs
CICOA, City of Shelbyville, Shelby County, Senior Services, Human Services, volunteers

b. Rehabilitation of blighted, vacant properties into single family homes
Habitat for Humanity, Rupert's Kids, City of Shelbyville, Ball State or Indiana Landmarks

3. Increase diversity and availability of residential opportunities

a. Develop/ promote Shelby County as a "bedroom community"

Task 1. Evaluate and expand utilities (internet, water/sewer) to key areas to promote "bedroom community" development for young professionals/ young families.
Shelby County, Town Councils, SIRPC, SCDC, Realtors, Utilities, Schools

Task 2. Promote Shelby County communities to young professional families/ commuters
Realtors, SCDC, Morristown Matters, Waldron Will, schools, Chamber of Commerce

b. High quality residential options for aging population

4. Increase "walkability" and pedestrian-scaled aesthetics of neighborhoods

a. Identify neighborhoods without sidewalks and streetlights and accessible curbs/ crosswalks
Livable Communities, HSC

b. See "complete streets" above

c. See "street tree program" above

Arts/Culture & Educational Enrichment

1. Improve promotion and resulting participation in arts-related events and activities in Shelby County

a. Develop the capacity of an organization to serve as an 'umbrella' and represent the arts community
SC Tourism, Shelby Arts Alliance, community organizations and ind. artists

Task 1. Establish a clear work plan for the umbrella organization with broad participation

Task 2. Explore the feasibility of a paid staff person to serve in this role

b. Engage art teachers and students in local arts and culture events and programming
Schools, Arts Alliance, SAGA

2. Explore the feasibility and sustainability of an Arts Center with shared programming space for arts and certain civic or service organizations

City, County government, Arts organizations, Senior Services, other org's with space needs

3. Grow and support arts programming in Shelby County schools

a. Expand Triton Central's Clowes Hall/ Kennedy Center partnership to all county schools
Clowes Hall, Triton staff (lead), school staff

b. Engage local artists with students through community and public art

c. Coordinated county-wide juried shows

d. Engage schools arts programming with the "umbrella organization" to promote

Economic Development & Workforce Development

1. Attract skilled professionals to live and work in Shelby County

a. Promote existing amenities that relate to young families through a comprehensive marketing plan (explanation using ball state data on school strength, residential opportunities strength).

Task 1. Survey higher income professionals that work but do not live in Shelby County and those who do to find out why
SCDC, Chamber of Commerce, realtors, employers (SHRM, MHP)

Task 2. Secure funding and hire a marketing firm to connect the existing disjointed efforts and create a compelling, highly visible campaign specifically to appeal to young professionals and young

families.
Led by SCDC, support from realtors, City of Shelbyville, Shelby County, Chamber (Young Professionals, Leadership SC), others

b. Increase housing stock (see neighborhoods above)

Task 1. Find benchmark community to assess needs in price range, types of housing
Mibor, SCDC, Chamber of Commerce

2. Business and Industry diversity and growth.

a. Create a strategy for business attraction and promotion based upon the momentum of the new investments at Intelliplex: The Purdue Equine Center and new Major Hospital Construction. See attract skilled professionals above.

Task 1. Engage SCDC leadership and City community development, MHP business development and Purdue development staff in a joint strategy.

Task 2. Engage IEDC for assistance in regional and national promotion following the establishment of a local strategy
City of Shelbyville, SCDC, MHP, Purdue, IEDC, Shelby County

Task 3. Leverage a Public Private Partnership with regards to the fiber optic infrastructure
City/ County Fiber Board, MHP

b. Support the small, locally owned businesses through collaborative promotion and incentives.

Task 1. Continue financial incentive programs (façade grant, interior rehab grant, rent assistance) for Downtown Shelbyville Businesses, and regularly re-evaluate the needs and available resources to attract and retain high-quality retail and entertainment businesse
Mainstreet Shelbyville, SDOT, City of Shelbyville, Shelby County

Task 2. Better promote and utilize SBA/ SBDC presence and programs
SCDC, Chamber of Commerce, SBDC, partner banks

c. Invest in high-tech, high-skilled manufacturing.

Task 1. Continue to expand programs that offer skills training and certifications to residents to build available workforce for high-skilled, high-tech employment opportunities.
Blue River Career Programs, Ivy Tech, Rose-Hulman, Work One, Duke Energy, SHRM, City of Shelbyville

Task 2. Invest in Shovel Ready and explore a PPP for a SPEC building.
SCDC, IEDC, City of Shelbyville, Shelby County

Task 3. Invest in a proactive Business Retention and Expansion (BRE) Program and market it to existing businesses.
City of Shelbyville, SCDC, Shelby County

Task 4. Economic Development fund as percent of Tax Abatement to partially fund above efforts.

d. Expand the service/ entertainment industry

Task 1. Professional effort on behalf of the Blue River Sports Authority to attract large multi-day tournaments to parks, and evaluate and expand fields and amenities where the opportunities are currently limited by available fields, diamonds, etc.
Tourism, BRSAA, City of Shelbyville, Shelby County

Task 2. Recruit a larger diversity of overnight options (hotel at Fairland Road intersection; Residence Inn or boutique hotel/ B&B)
Indiana Grand, developers, SCDC,Town of Fairland, City of Shelbyville, SDOT, Shelby County

Task 3. Market and develop the front service-related lots at Intelliplex
City of Shelbyville, MHP, SCDC

Task 4. Evaluate the implementation of a local Food and Beverage Tax to fund above efforts

e. Vacant property redevelopment

Task 1. Evaluate and pursue a use for Major Hospital property downtown
Blue River Community Foundation, MHP, SDOT, City of Shelbyville, other stakeholders

Task 2. Create a local commercial real estate committee that evaluate the marketability of vacant or underutilized commercial buildings on East SR 44; create marketing strategy
SCDC, Realtors, City of Shelbyville (Building and Planning)

Task 3. Pursue EPA Brownfields Funding or other blight removal funding for the remediation or elimination of BrownfIeld sites/ other unmarketable blighted properties to create a more marketable commercial site
City of Shelbyville, SIRPC, Shelby County

Task 4. Evaluate the historic significance of certain historic buildings in Shelby County communities and create a preservation, rehabilitation or re-use plan, if appropriate.
Shelby County, Town Councils, Historical Society, Indiana Landmarks

Youth Programming & K-12 Education

1. Enrichment in STEAM programs

a. Increase access to and participation in the multiple robotics programs already occurring in the County
Southwestern team, 4H/ Purdue, Girls Inc

b. Continue to promote the Rose-Hulman Impact 2016 Partnership and adapt programming to increase participation.
RHIT, City of Shelbyville, BRCP

c. Increase enrollment in Dual Credit and College-Entrance Prep Class, participation in Technical Honors Program
SCS Strategic Plan, BRCP

d. Incorporate arts programming throughout the curriculum

Task 1. Expand the Clowes/ Kennedy Center Partnership with Triton to schools county-wide

TCS, SCS, SES, SWS, Clowes Hall, Shelby Arts Alliance

Task 2. Create partnerships between schools and local community groups for arts programming and/or instruction

Ref. SCS Strategic Plan, Alumni Associations, Shelby Arts Alliance, SAGA, SC Players

2. Increase the academic and extracurricular opportunities available to students, especially under-represented groups (Ref. SCS Strategic Plan)

a. Engage middle school and late elementary age kids in meaningful programs during school breaks with a focus on role models and mentorships

Girls Inc, Parks Department, Boys and Girls Club, Library, other community partners

b. Assist in removing obstacles so minority and subgroup populations participate in extracurricular opportunities

SCS Strategic Plan, Girls Inc, Boys and Girls Club

c. Identify at-risk youth and engage them in meaningful, prevention-oriented programming (Youth Assistance Program)

The Youth Assistance Program coalition of members

3. Young children will consistently increase academic achievement, as measured by accepted school standards

a. Jump-Start or another pre-kindergarten or preschool program will ensure kids arrive in kindergarten ready to learn

Ref. SCS Strategic Plan, school corp's strategic plans, other preschool providers

b. Summer reading and tutoring programs

Duke Energy, SCS Strategic Plan

References & Documents for Appendix A

"Active Living Workshop, City of Shelbyville, Summary Report" Health by Design, May 12, 2015

"Findings from the AdvantageAge Initiative Survey in Shelby County, IN" Communities for a Lifetime. April 2015

"Shelbyville Central Schools Corporation Strategic Plan 2015-2020" Shelbyville Central Schools Administration, April 2015

"Community Health Needs Assessment" Major Health Partners

"City of Shelbyville Comprehensive Plan" City of Shelbyville, 2010

"Shelby County Comprehensive Plan" Shelby County, September 2006

Comprehensive Five-Year Park Master Plan 2013-2017, Shelbyville Parks and Recreation Department, February 2013

"A Combined Senior/Arts Facility: Shelby Senior Services and Community Arts" Miah Michaelsen Indiana Arts Commission, December 2012

Strategic Community Investment Plan (Stellar Communities Grant Application) City of Shelbyville, 2010

City of Shelbyville Downtown Opportunities Plan, Remenschneider and Associates, pending

Bike and Pedestrian Master Plan, City of Shelbyville and Remenschneider and Associates, pending

School Improvement Plans, Shelbyville Central Schools Corporation, 2014

Appendix B. Supporting Documentation of Activities

Interviews

Amy Dillon, President and CEO Girls Incorporated

Angie Davies, director of Shelby County United Fund for You (SCUFFY)

Tom DeBaun, Mayor of Shelbyville

Chris Ross, Tony Titus, Scott Asher Shelby County Council

Kevin Nigh, Shelby County Commissioner

Dan Theobald, Executive Director Shelby County Development Corporation

Larry Lux, Board President of Shelby County Tourism and Blue River Sports Authority

Kent Apsley, Shelby County Prosecutor

John Hartnett, Boys and Girls Club

Mary Harper, Shelbyville Central Schools Assistant Superintendent

Jack Horner, Major Hospital CEO

Denise Holland, Major Hospital Community Liaison and coordinator for Healthy Shelby County

Brandy Coomes, Director of Mainstreet Shelbyville

McKeel Bowden and Melissa Lapinski, president and VP of the Ministerial Association

Leigh Langkable and Shirley Shepherdson, Morristown (City Council and Township Trustee)

Dianna Pandak, Senior Services

"Community Readiness Initiative: Leader Alignment Data Requests" Survey of elected and appointed government officials

City of Shelbyville Board of Works (3)

Common Council of City of Shelbyville (7)

Mayor of City of Shelbyville (1)

Shelby County Council (7)

County Commissioners (2)

Shelby County Sheriff (1)

Shelby County Auditor (1)

Public Meetings

Public kick-off meeting, presentations by David Terrell of Ball State Indiana Communities Institute; Drew Klacik of IU School of Public Policy, Strand Theatre April 30, 2014

Arts and Culture Work Session, Knights of Columbus, March 11, 2015

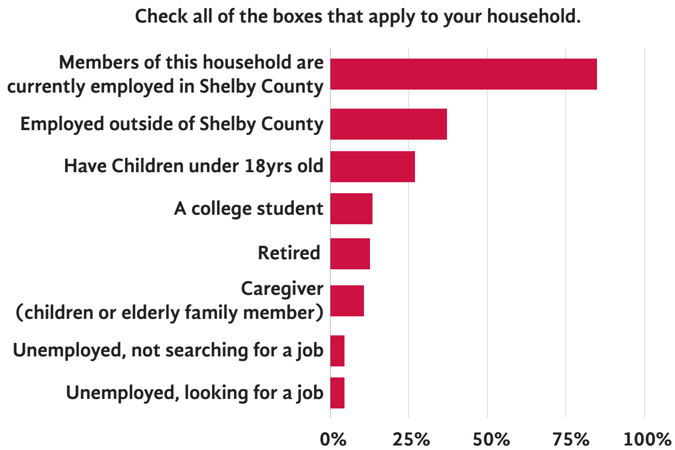
Public Spaces and Environment Work Session: Carl McNeely Civic Center, Parks Department, March 19, 2015

Active Living Workshop, Health by Design, ISDA; Strand Theatre May 12, 2015

Appendix C. Survey Responses

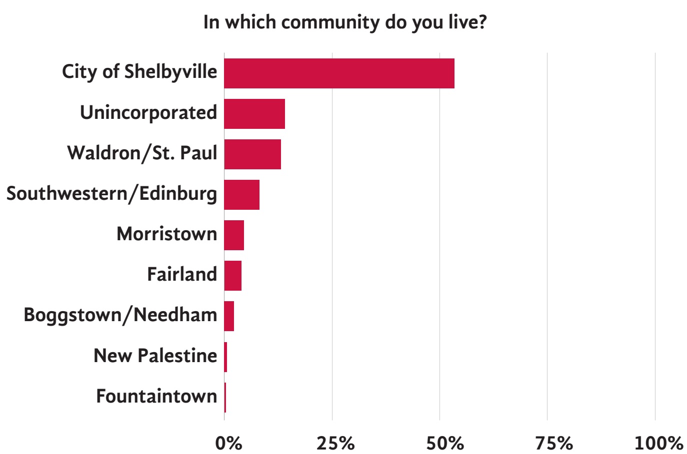
C1. Employment Status of Household Members

Source: Bureau of Labor Statistics



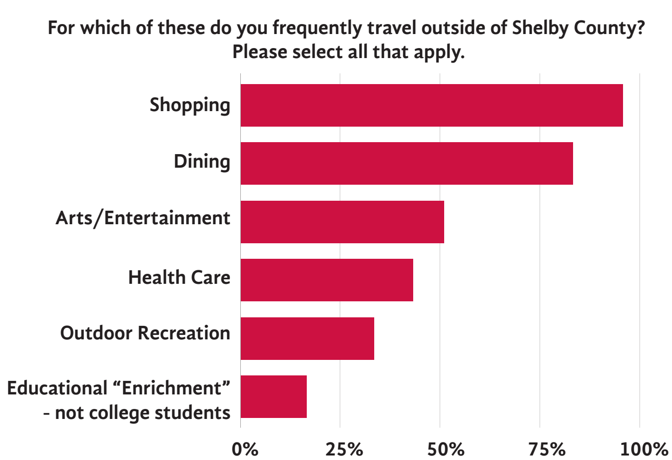
C2. Communities Where Respondents Live

Source: Bureau of Labor Statistics



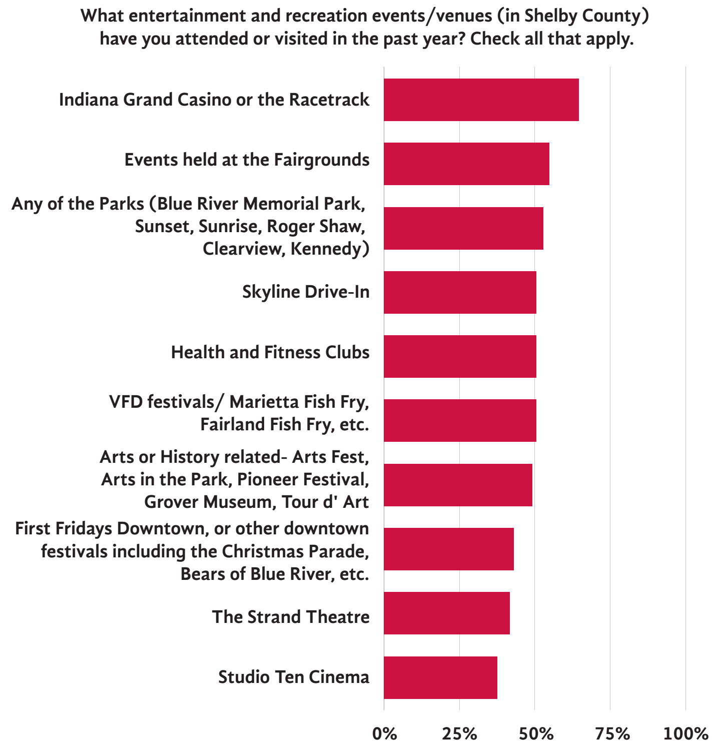
C4. Reasons Why Respondents Travel Outside of Shelby County

Source: Bureau of Labor Statistics



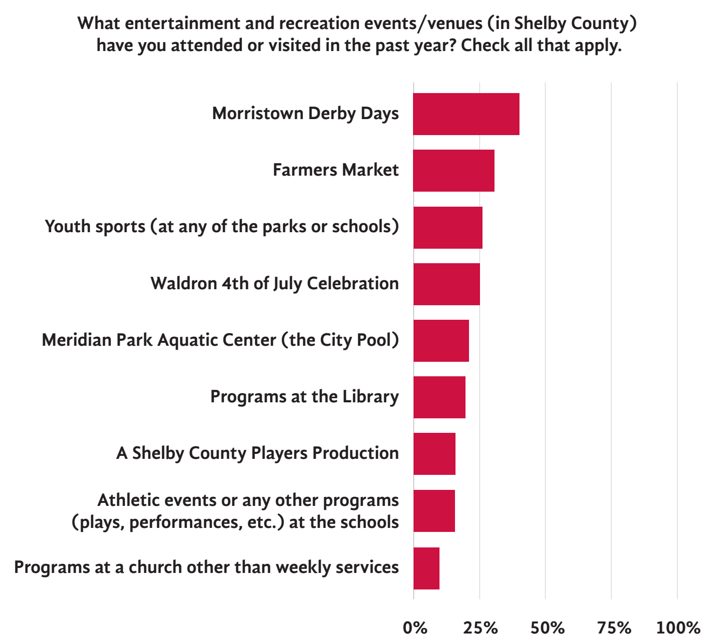
C3a. Top 10 Places in Shelby County Visited by Respondents

Source: Bureau of Labor Statistics



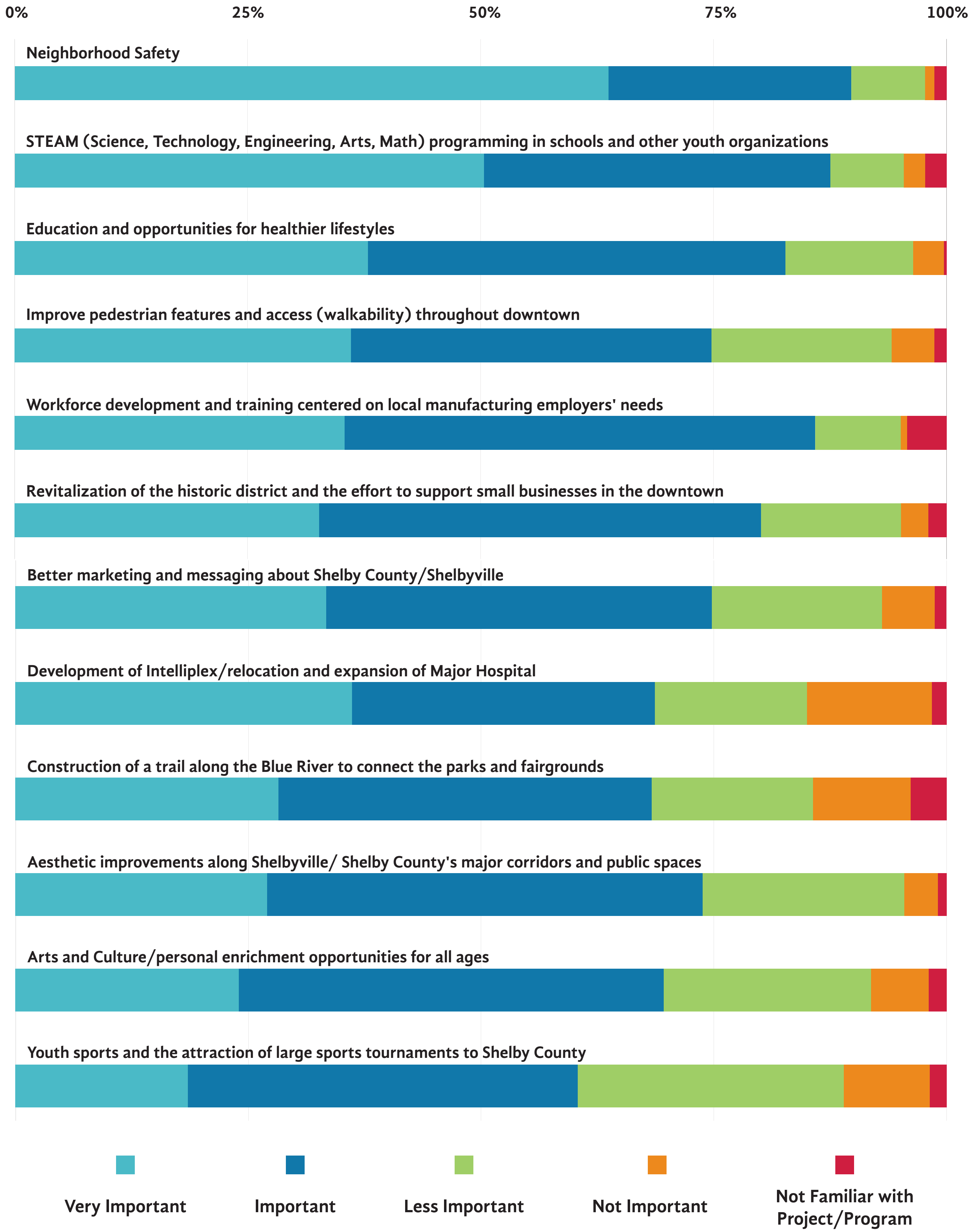
C3b. Places in Shelby County Visited by Respondents (Cont.)

Source: Bureau of Labor Statistics



C5. How Respondents View the Rank of Importance of Current and Future Projects

Source: Bureau of Labor Statistics



Appendix D. Corresponding Data for Figures 6-8

Table D1. Movement to Shelby County from within Indiana by Age Group

Source: U.S. Census Bureau, American Community Survey
Note: See corresponding data Figure 6 on pg. 7

Age Group	1-4	5-17	18-24	25-34	35-44	45-54	55-64	65-74	75+
Year									
2006-2007	6.14%	4.26%	10.44%	5.27%	2.85%	2.89%	1.16%	1.57%	2.63%
2007-2008	3.83%	2.18%	7.91%	5.19%	2.63%	3.69%	1.32%	3.09%	1.63%
2008-2009	8.46%	2.08%	7.45%	4.86%	3.59%	3.63%	2.82%	1.78%	0.59%
2009-2010	8.27%	3.49%	9.46%	5.03%	3.40%	3.09%	2.04%	2.34%	1.55%
2010-2011	7.86%	3.21%	9.00%	5.47%	4.14%	3.32%	3.16%	3.30%	0.99%
2011-2012	8.00%	2.56%	9.46%	7.56%	4.90%	3.79%	2.89%	3.05%	1.95%
2012-2013	10.18%	3.19%	9.16%	8.48%	5.71%	3.60%	3.00%	2.08%	3.44%

Table D2. Movement to Shelby County from Out-of-State by Age Group

Source: U.S. Census Bureau, American Community Survey
Note: See corresponding data Figure 7 on pg. 7

Age Group	1-4	5-17	18-24	25-34	35-44	45-54	55-64	65-74	75+
Year									
2006-2007	2.61%	1.94%	2.68%	1.73%	2.05%	0.00%	0.45%	0.00%	0.00%
2007-2008	0.94%	0.50%	1.47%	2.32%	1.62%	0.45%	0.24%	0.00%	0.00%
2008-2009	0.00%	1.64%	1.17%	2.81%	1.06%	1.16%	0.00%	0.58%	0.00%
2009-2010	0.61%	0.70%	0.81%	2.10%	1.09%	0.75%	0.22%	0.49%	0.00%
2010-2011	0.56%	1.51%	2.84%	2.65%	1.83%	1.65%	0.49%	0.73%	0.39%
2011-2012	0.52%	1.47%	1.66%	1.46%	2.22%	1.49%	0.72%	1.73%	0.32%
2012-2013	0.78%	1.41%	1.54%	1.10%	2.47%	1.29%	0.67%	1.46%	0.35%

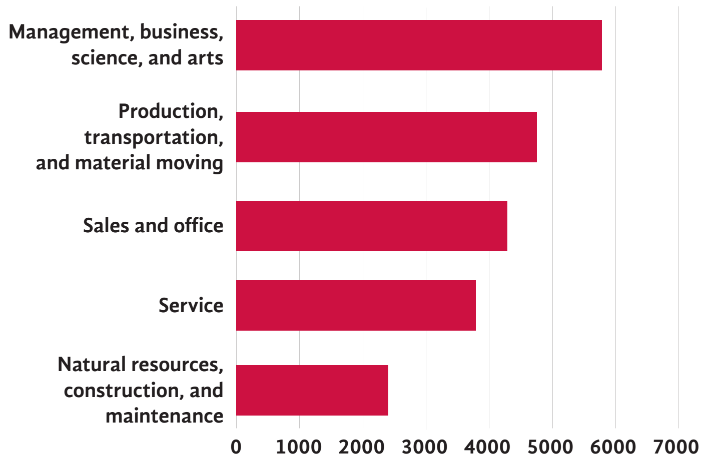
Table D3. Overall Movement to Shelby County by Age Group

Source: U.S. Census Bureau, American Community Survey
Note: See corresponding data Figure 8 on pg. 7

Age Group	1-4	5-17	18-24	25-34	35-44	45-54	55-64	65-74	75+
Year									
2006-2007	8.75%	6.20%	13.12%	7.00%	4.90%	2.89%	1.61%	1.57%	2.63%
2007-2008	4.77%	2.68%	9.38%	7.50%	4.25%	4.13%	1.57%	3.09%	1.63%
2008-2009	8.46%	3.72%	8.62%	7.67%	4.64%	4.79%	2.82%	2.37%	0.59%
2009-2010	8.88%	4.19%	10.27%	7.13%	4.48%	3.84%	2.26%	2.83%	1.55%
2010-2011	8.42%	4.72%	11.84%	8.12%	5.96%	4.97%	3.65%	4.02%	1.38%
2011-2012	8.52%	4.02%	11.12%	9.02%	7.12%	5.28%	3.61%	4.78%	2.27%
2012-2013	10.96%	4.60%	10.70%	9.58%	8.18%	4.89%	3.67%	3.55%	3.79%

Appendix E.
Shelby County Community Employment Survey

E1. Where Respondents Are Employed by Occupation
Source: Shelby County



E2. Where Respondents Are Employed by Sector
Source: Shelby County