

## CHAPTER 7: COMMUNITY FACILITIES



## INTRODUCTION

Where community facilities are concerned, rural areas must rely largely on volunteer emergency services and county-wide departments operating with limited funding for a very large service area. These factors naturally result in a level of service that is lower than that found in an urban area. New residents to Franklin County often expect the same services that they received in the City of Cincinnati and its suburbs, but the County cannot keep up with the demand.

### Plan Approach

The County will likely never attain the levels of service that City residents receive for public services, nor should it. The most important thing for the County to do is to anticipate future growth and plan for the extension of critical services and utilities as that growth occurs, or prior to the growth occurring, in order to maintain the current level of service for water, sewer, roads, emergency services, recreation, and the like.

One of the most critical infrastructure issues in Franklin County is the use of septic tanks in the poorly drained soil. Septic tank failure leads to drinking water contamination and contaminated run-off into the County's ecosystem. Extension of sewer systems hold several advantages including better water quality and the potential for commercial and industrial growth. However, sewer is costly, and providing service on a large scale will be a long, slow, and expensive process. While planning for growth and knowing where to begin expansion is a good first step, measures will need to be taken in the interim to ensure the septic tanks in use are functioning properly. Further, the County can take advantage of some of the other options promoted by the state, including: cluster septic systems, lagoon systems, package plants, and step systems.

### Community Facility Goals

1. Maintain the current rural level of service for County services.
2. Coordinate infrastructure planning (water and sewer) with the Comprehensive Plan, extending services into areas poised for high growth, preferably before growth occurs so that the provision of utilities can serve as a tool to guide and direct future growth into desired areas.
3. Obtain local control over County water resources such as the underground aquifer to ensure that the County will always have an adequate water supply.
4. Consider the cumulative effects of development on poorly drained soils and on the accumulation of run-off through subdivision control and storm drainage, erosion, and sediment control regulations.
5. Reduce septic tank failure through regulations on the method of development in high risk areas, incentives for alternative forms of sewage disposal, and through a regular inspection program.

## WATER AND SEWER FACILITIES

Water and sewer service are a basic need for all types of development. In rural areas, these needs are generally met by private wells and septic systems, although Franklin

County does serve a large percentage of its population with public and private water suppliers, and sewage treatment is becoming available in several areas. While private wells and septic tanks will continue to be a viable option for large lot individual homes, large scale water and sewer providers are preferable for concentrations of development (i.e. subdivisions, commercial parks, etc). Public and private water suppliers are readily able to meet the demand of large numbers of users with high water capacities and storage capability, and sewage treatment alleviates the problems Franklin County residents face concerning septic systems in the County's poorly drained soils. Provision of these facilities by a private utility is an option, as is provision by one of the County's public providers.

Existing Conditions

Approximately 57 percent of the County is served by some type of public or private water provider. Water providers in Franklin County include:

- Hoosier Hills Water
- Tri Township Water
- Napoleon Community Rural Water
- Franklin County Water Association
- Brookville Water Works
- Batesville Water and Gas
- North Dearborn Water Corporation
- Laurel Water
- Oldenburg Water

Franklin County water providers are currently providing approximately 1,549,000 gallons of water per day throughout the County. All of the County's providers are operating below their maximum capacity, and many have plans for future expansion. Most of the County's providers are already anticipating future line extensions for new customers, and Hoosier Hills, Tri Township, and Batesville all have plans for capacity and/or storage expansions.

FIGURE 7.1: FRANKLIN COUNTY WATER PROVIDERS

Water District	Customers	Franklin County Customers	Gallons per Day (system wide)	Gallons per Day (Franklin County)	Capacity (Gallons per Day)
Hoosier Hills Regional Water	2,400	350	440,000	64,166	1,238,000
Tri-Township Water	2,850	50	2,250,000	45,000	2,600,000
Napoleon Community Rural Water	1,097	180	201,125	32,180	300,000
Franklin County Water Association	2,600	2,470	789,474	750,000	1,100,000
Brookville Water Works	1,200	1,200	290,000	290,000	1,500,000
Batesville Water & Gas		560	1,200,000	137,690	2,000,000
North Dearborn Water Corporation	1,660	133	498,000	39,900	864,000
Laurel Water	280	280	90,000	90,000	150,000
Oldenburg Water	400	400	100,000	100,000	200,000

Approximately 12 percent of the County is served by a public or private sewer service. Sewage treatment providers in Franklin County include:

- Brookville Lake Regional Waste District
- Brookville Wastewater
- Batesville Sewer
- New Point Sewer
- Laurel Sewer
- Oldenburg Sewer

This leaves 88 percent of the County on private septic systems or neighborhood treatment plants. However, most of the soil types in the County are rated as severe for septic tank absorption fields, and as more development occurs, the possibility of serious sewage treatment problems will increase. All of the County's current sewage treatment providers are operating below capacity, and some do have plans to upgrade or expand their facilities. Batesville is currently under a sewer ban, but is undergoing plant expansion to alleviate the problem. Brookville is upgrading its older facility, and the Brookville Lake Regional Waste District has plans to extend service to the Lakeshore and Twin Forks Developments, Reservoir Hill, and Pea Ridge. New Point Sewer, however, anticipates few new customers, as their line through Franklin County is primarily to pump sewage to the Batesville plant rather than to serve Franklin County customers.

FIGURE 7.2: FRANKLIN COUNTY SEWAGE TREATMENT PROVIDERS

Sewer District	Customers	Franklin County Customers	Gallons per Day (system wide)	Gallons per Day (Franklin County)	Capacity (Gallons per Day)
Brookville Lake Regional Waste District*	848	432	104,000	78,000	200,000
Brookville Wastewater	1,817	1,817	375,000	375,000	702,000**
Batesville Sewer	2,429	560	597,230	137,690	2,660,000
New Point Sewer		6		NA	NA
Laurel Sewer	280	280	45,000	45,000	150,000
Oldenburg Sewer	300	300	90,000	90,000	150,000

\* Sewage is treated by the Brookville Wastewater Treatment Plant  
 \*\* Includes capacity for the Brookville Regional Waste District

Future Development Concerns

All of the County's water and sewer providers will be impacted by future growth. However, because most of the County is provided with water, growth should be readily accommodated by existing water providers. In fact, 96 percent of anticipated residential growth by the year 2025 is expected to occur within existing water service boundaries.

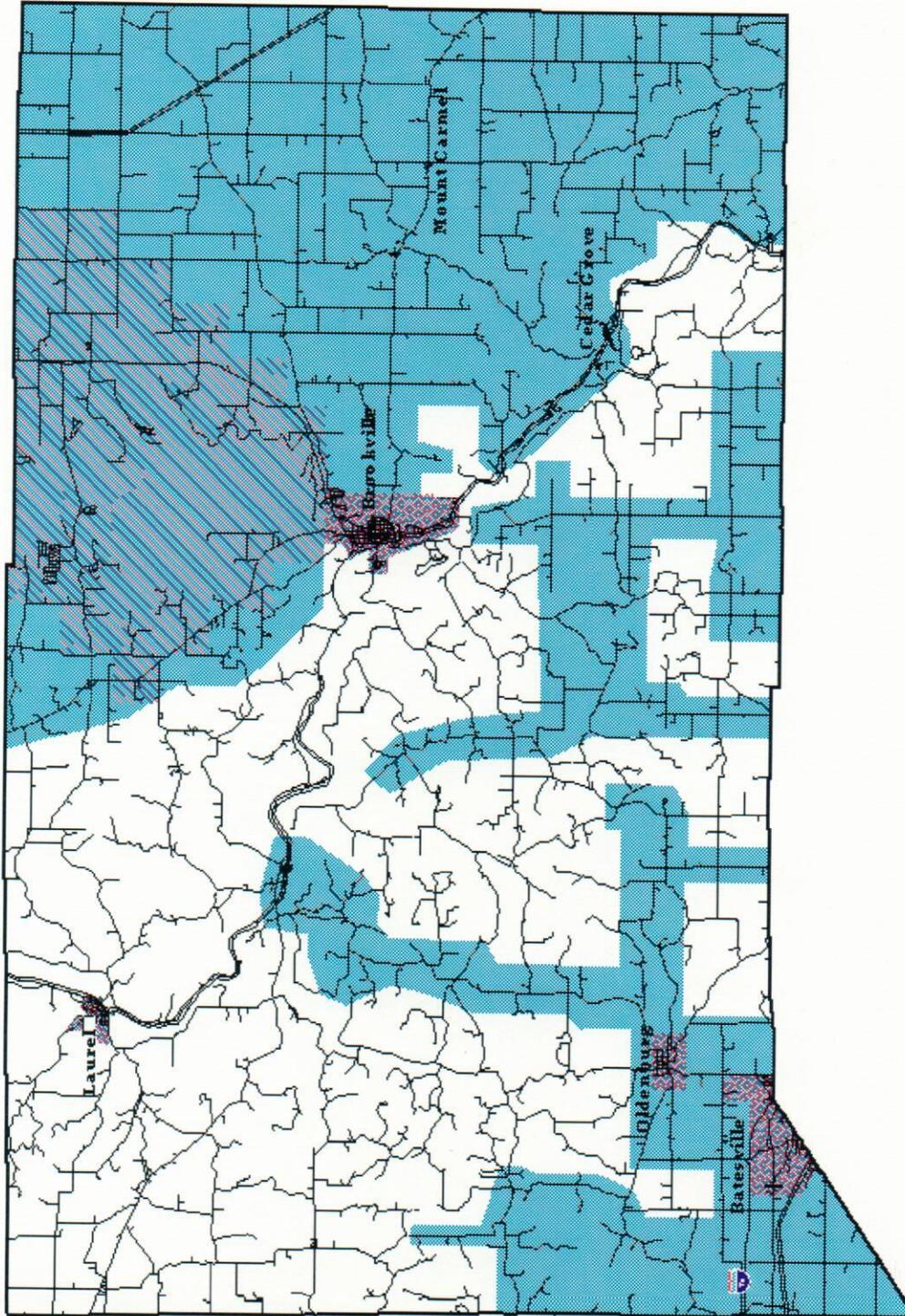
Franklin County water providers may be required to provide as much as 2,500,000 additional gallons of water per day by the year 2025. That is a 61 percent increase over what is currently supplied to County households. It is the Franklin County Water Association that will receive the most substantial growth, with a potential demand of 750,000 gallons per day over its existing capacity.

Furthermore, a few areas where development is anticipated are not yet serviced by water but are within close proximity to existing water lines and may be serviced by those districts in the future. These include approximately 70 additional households on Brookville water, 130 households on Franklin County water, and 130 households in the Laurel area which could be served by either Laurel Utilities or the proposed Whitewater Valley Regional District that is anticipated to some day serve that area.

# Map 7.1 Utility Service Areas

-  Water Service Areas
-  Sewer Service Areas
-  Brookville Lake  
Regional Waste  
District\*
-  Railroads
-  Roads

\* Represents the district boundary  
Not all areas within the boundary  
are serviced with sewer



Sewer treatment options are not as prevalent throughout Franklin County as water providers, and many more new residences will develop in areas without sewer services than without water. In fact, only 23 percent of future growth is expected to occur where sewer connections are already available. Of the existing sewer districts, the Brookville Lake Regional Wastewater District will face the greatest increase in the number of households it must service, with approximately 570 potential new customers. This would place them slightly over their existing service capacity. Oldenburg Sewer can also expect to exceed its current capacity with as many as 250 new customers by 2025. Laurel, Batesville, and Brookville can all expect increases in their customer base as well.

Seventy-seven percent of the growth in Franklin County will occur in areas that are not currently provided with sewer service. Many of these households (nearly 3,000) will be far removed from any existing provider, as they will locate primarily in Whitewater Township. The soils in this area are some of the County's worst for septic tanks, and the County will need to be proactive in this area to prevent environmental problems. The County should consider mandating alternative sewage treatment options or explore funds to create its own sewage treatment facility in this location.

There will also be growth in the areas surrounding Batesville, Brookville, and Laurel, and much of that growth will occur just outside their existing service boundaries. It is important to note that these growth projections are for a period of 24 years, and through infrastructure planning and a strategy for funding, municipalities should be able to extend services to many of these new homes as they develop. Finally, Metamora is developing a new sewage treatment plant that will provide sewage treatment to homes in Central Franklin County, an area for which the only option at this time is private septic tanks.

FIGURE 7.3: CHANGE IN NUMBER OF HOUSEHOLDS WITH WATER & SEWER SERVICE

Utility District	Number of Households			
	Existing	Growth within the District	Potential Expansion Areas	Total Projected 2025
<b>Water Providers</b>				
Hoosier Hills Regional Water	350	none projected	none projected	350
Tri-Township Water	50	none projected	none projected	50
Napoleon Community Rural Water	180	120	none projected	300
Franklin County Water Association	2,470	3,540	130	6,140
Brookville Water Works	1,200	50	70	1,320
Batesville Water & Gas	560	400	none projected	960
North Dearborn Water Corporation	133	0	none projected	133
Laurel Water	280	95	none projected	375
Oldenburg Water	400	250	none projected	650
<b>Sewer Providers</b>				
Brookville Lake Regional Waste District	432	570	93	1,095
Brookville Wastewater	1,817	70	209	2,096
Batesville Sewer	560	75	432	1,067
New Point Sewer	6	0	none projected	6
Laurel Sewer	280	95	133	508
Oldenburg Sewer	300	250	none projected	550

Commercial and industrial facilities will likewise have a great impact on local utility providers. Different types of commercial and industrial uses have different demands for water, and thus for the amount of sewage they release. Because it is unknown at this time how the County's commercial and industrial areas will develop, specific demand projections cannot be made for these uses. However, it is known that large commercial and industrial uses will demand utility services, and the County will need to investigate ways of providing these sites with water and sewer before economic development can be expected.

The commercial area immediately east of Batesville is currently served by Batesville water and is located adjacent to the existing service boundary for Batesville sewer. This area will likely be the first to be supplied with water and sewer services. The enclosed industrial area to the west of Batesville is likewise served by water and not sewer. Napoleon Water currently serves almost the entire site, but Batesville would need to extend sewer service to this area before industrial uses could develop. Another enclosed industrial node located along SR 1 just south of Southgate is likewise supplied by water (Franklin County Water) but not sewer. St. Leon Sewer is the closest facility and the most likely to be able to extend service unless the County develops its own sewage treatment facility for southeastern Franklin County. The third enclosed industrial area, as well as the commercial area located along SR 101 east of Brookville, is supplied with Franklin County Water and is almost entirely within The Brookville Lake Regional Waste District. The open industrial area along US 52 at Mound Haven is supplied with Franklin County Water but no sewer, and the open industrial site north of the SR 101 exit of I-74 is not currently serviced with any utilities. The Mound Haven site is only 1 ½ miles from the southern edge of the Brookville Sewer service area, and while it currently functions without sewer service, a sewage treatment provider should be considered prior to expansion. Provision of utility service to the site north of SR 101 will likely require long term planning. The edge of Batesville's sewer service area is 1¼ mile (straight line distance), and Sunman's district is 4 miles to the South. Hoosier Hills water, however may be expanded to the site more easily than sewer can be provided.

Finally, the various commercial nodes across the County may be served by septic systems and wells where they are small in size. Only the Andersonville node is not currently supplied by water, but only the node at SR 1 and Reservoir Hill is within a sewer district. As these nodes grow and as utilities are expanded to these areas, they should be required to connect to utility lines.

#### Water & Sewer Policies

While water and sewage treatment operators generally prepare their own master plans for expansion and upgrades, the Comprehensive Plan can be a useful source for predicting the changes that they will need to make over the next 24 years. The following policies should be considered by both the County's utility providers, and by those making land use decisions which will affect the level of service that those providers are able to maintain.

1. Develop and annually update a five year capital improvements program (CIP) for effective use of limited public financial resources.
2. Anticipate the future infrastructure needs of developing areas and size the infrastructure as required to meet the future demand.

3. Regulate the expansion and design of public utilities, such as water and sewer lines, in order to promote desired growth timing and minimize negative fiscal impacts.
4. Discourage the extension of water and sewer services into primarily agricultural areas. This will minimize the attractiveness of future residential development to agricultural areas and direct this growth into more appropriate areas.
5. Provide water and sewer services to all commercial and industrial uses as well as to all smaller lot housing developments prior to their development.
6. Water – Maintain adequate fire flow as established by the local fire protection agency, along with sufficient water storage for emergency situations and for maintenance of service pressures on an on-going basis.
7. Sewer – Maintain adequate treatment capacity such that the rated capacity of treatment facilities accepting sewage is greater than the average and peak flows.
8. Work with the Franklin County Health Department and the State of Indiana Health Department to identify alternative sewage treatment systems that are appropriate for Franklin County. Alternatives to standard in-ground septic systems may include individual mound septic systems, cluster septic systems that treat the wastewater of several homes at one larger leach field, package sewage treatment plants, and lagoon systems.
9. Institute a regular inspection program for septic systems and package treatment plants.

## EDUCATION

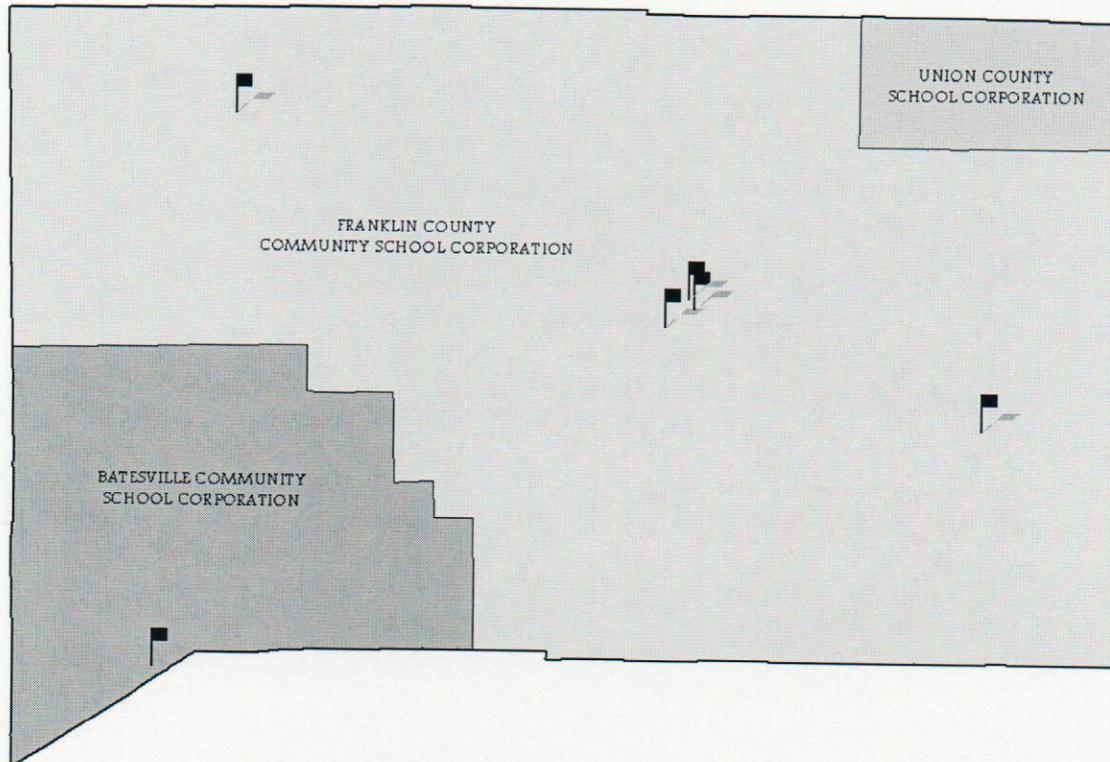
Education is likely one of the aspects of Franklin County most responsible for attracting new residents. Rural areas tend to have smaller classroom sizes and are perceived to be safer environments for children than city schools. Like many county school systems, Franklin County has a consolidated school system with one high school located in Brookville, an education structure that many in the County still question; and while the Franklin County Community School Corporation is the largest educator of Franklin County children, the Union County School Corporation and the Batesville Community School Corporation also educate Franklin County's youth.

Like many rural Counties, Franklin County struggles with the limited success in retaining its youth after graduation from high school. One potential reason is a lack of higher education facilities within the County. While many new residents move to the County to take advantage of the primary school system's small class sizes and safe and friendly learning environment, there is little higher educational opportunity for those students once they graduate from the County school system.

Existing Conditions

In 1973 the Franklin County Schools and the Brookville Metropolitan School District were consolidated. The immediate result was two new elementary schools: Laurel Elementary, built in 1976, and Mt. Carmel Elementary, built in 1977. In 1989, Franklin County further consolidated its schools by completing construction on the new Franklin County High School building which accommodated students from the former Brookville and Laurel High Schools.

MAP 7.2: FRANKLIN COUNTY SCHOOL DISTRICTS

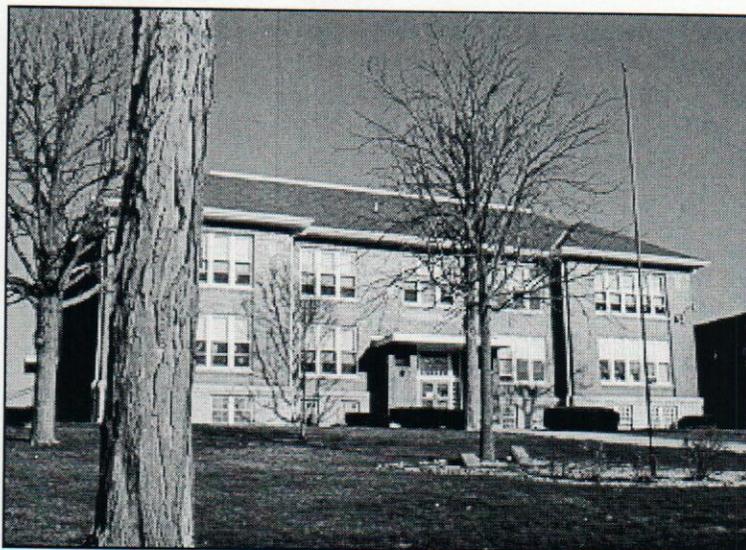


While the Franklin County Community School Corporation covers an area of more than 300 square miles, it is not the only school district in the County. Ray Township, Southern Salt Creek Township, and much of Butler Township attend schools in the Batesville Community School Corporation; while Bath Township is part of the Union County School Corporation.

The Franklin County Community School Corporation has three elementary schools. Brookville Elementary School is the largest of the three with a student population of 695<sup>1</sup> in pre-Kindergarten through the 5<sup>th</sup> grade. Laurel and Mt. Carmel Elementary Schools also teach middle school students. Laurel Elementary/Jr. High has 652 students from pre-Kindergarten through the 8<sup>th</sup> grade, and Mt. Carmel Elementary/Jr. High has 436 students from Kindergarten through the 8<sup>th</sup> grade.

<sup>1</sup> Data in this section of the Plan comes from the Indiana Department of Education ([www.doe.state.in.us](http://www.doe.state.in.us)), *Indiana K-12 School Data*. All statistics are for the 2000-2001 school year unless otherwise noted.

Middle school students living in and around Brookville attend Brookville Middle School. The school was established in 1989 as part of the County's school consolidation efforts, but the building which houses the middle school has a much longer history. Built in 1912, it was the site of Brookville College and later the Brookville High School. It is now home to 345 students grades 6<sup>th</sup> through 8<sup>th</sup>.



BROOKVILLE MIDDLE SCHOOL, FORMERLY BROOKVILLE COLLEGE

Franklin County High School is one of two high schools located within Franklin County. The school population is 886 students for grades 9 through 12. The graduation rate in 2000 for Franklin County High School was 81 percent (the state average was 90 percent), and 50 percent of the graduates of the class of 2000 had plans to attend college (the state average was 66 percent).

FIGURE 7.4: STUDENT TO TEACHER RATIOS

School	Enrollment 2000-01	Teachers (full time equivalent)	Student/ Teacher Ratio
Brookville Elementary School	695	33.5	20.7
Brookville Middle School	345	16.4	21.1
Franklin County High School	886	47.6	18.6
Laurel Elementary/Jr. High School	652	37.4	17.4
Mt. Carmel Elementary/Jr. High School	436	24.5	17.8
Batesville High School	589	34.9	16.9

The Batesville High School is also located in Franklin County. Its student population of 589, grades 9 through 12, comes from Southeastern Franklin County and portions of Ripley County. In 2000, Batesville High School had a graduation rate of 97 percent, with 73 percent of its graduates pursuing a college education.

Figure 7.4 above shows the student-teacher ratios for the schools located within Franklin County. State trends have shown a continuing decline in the number of students per teacher. In the mid-1970s, the average ratio was 22.6 students per teacher. Today it is 16.7. Franklin County's ratios are slightly higher than the state's.

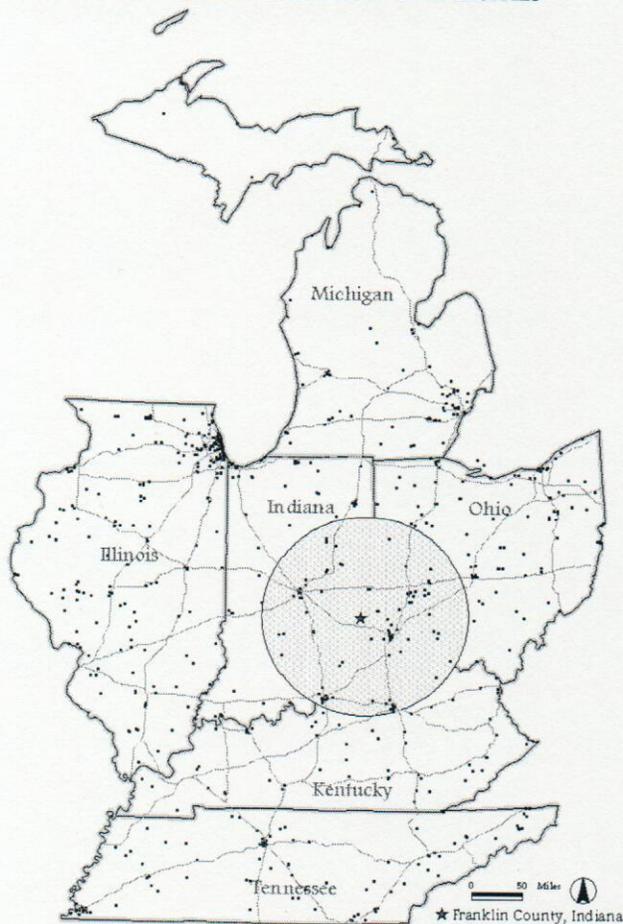
Franklin County also has two parochial schools. Historic St. Michael's Catholic School first opened in 1873. Today it teaches 238 students from grades one through eight under the leadership of the Archdiocese of Indianapolis. St. Michael's is located in Brookville. The White Water Valley Christian School is located in Metamora. White

Water Valley Christian School had an enrollment of 41 students, grades pre-kindergarten through twelve, for the 2000-2001 school year.

### Higher Education

Students of all ages in Franklin County have numerous opportunities for higher education within a short distance of home. While Franklin County itself does not currently have a college or university, residents do not have to travel far to get a degree. Indiana and its surrounding states offer a wide variety of educational options from two year colleges to graduate programs, from private or parochial colleges to state universities, and from small campuses to large. Within a 100 mile radius of Brookville, there are 21 colleges in Indiana, 19 in Kentucky, and 30 in Ohio, many with more than one campus. In fact, many universities are within a commuting distance of Franklin County. Nearby campuses include: Ivy Tech campuses in Batesville and Lawrenceburg,

MAP 7.3: LOCAL COLLEGES AND UNIVERSITIES



the College of Mt. St. Joseph, Northern Kentucky University, Thomas More College, Edgecliff College, Xavier University, the University of Cincinnati (main campus and Raymond Walters campus), Hebrew Union College, Cincinnati Tech College, Southern Ohio College, Temple Baptist College, Temple Bible College, and Miami University (main campus and Hamilton campus).

In addition to the traditional classroom setting, new advances in technology make it possible to have virtual classrooms. These virtual classes can be broadcast via cable television and the internet, and can be watched together with other students in a classroom like setting right in Franklin County, or even at home. Providing more education opportunities to Franklin County residents can be as simple as coordinating with nearby universities and promoting the availability of some of these new types of learning techniques.

### Plan Approach

Educational facilities are one of the characteristics of rural areas that attract new residents. Small classroom sizes, personal attention, friendly staff, and a safe learning environment are attractive to families moving to the area. Planning for the arrival of

more children and expanding facilities accordingly will help to maintain the quality of educational services the County currently provides.

Recent high school graduates, those considering returning to school later in life, and businesses with changing technology could all benefit higher learning and job training opportunities within the County. With the technology available today, satellite classrooms, internet and televised classes, and traveling seminars and training are all available to rural communities. Franklin County would benefit from taking advantage of some of these non-traditional learning opportunities.

#### Education Goals

1. As businesses locate within the County, create partnerships for at-work training and continuing education. Community centers and schools can be used for extension service lectures, job skills training, job fairs, and more.
2. Work with nearby colleges, universities and technical schools to create opportunities for satellite classes and the use of the internet and television to broadcast classes to facilities within Franklin County.
3. Continue to expand primary education facilities and faculty to coordinate with areas of new growth so that class sizes remain small, bus rides remain as short as possible, and education continues to be a strength in the County.

#### Education Policies

1. Maintain on-going, open communication with the school districts within the County and coordinate land development review activities with the districts' master planning efforts.
2. Promote the expansion of library facilities and services as required to meet the needs of Franklin County residents.
3. Provide convenient library facilities and book reserves in accordance with the standards of the American Library Association.
4. Work with near-by universities to establish a series of video lectures to be viewed from Franklin County facilities.
5. Provide technical training to high school students in a hands-on learning environment through coordination with nearby technical schools to coordinate these types of programs.

#### RECREATION

While the County's natural resources offer an array of outdoor recreation activities, residents still require areas for ballfields and playgrounds as well as community centers and other opportunities for indoor recreation and entertainment. The community centers in Andersonville, Laurel, and Brookville and the recreation facilities available in several of the County's towns are examples of efforts that the County should continue to undertake in the future. As unincorporated areas continue to grow, the County may

need to consider county-run facilities located outside of the limits of the County's towns.

### Existing Conditions

While Franklin County is primarily a quiet, agricultural community, it is well known throughout the region as a recreational destination. The natural features of Franklin County make it an attractive destination for boating, swimming, canoeing, fishing, hiking, and hunting. Attractions such as the Whitewater River canoe liveries, Brookville Lake, the Mounds State Recreation area, and Haspin Acres are well known places throughout southeastern Indiana, southwest Ohio, and even as far north as Indianapolis. Locals also know the best locations for canoeing, hiking, fishing, and horseback riding, and Batesville's Hildenbrand Industries chose Franklin County as the site for its retreat facility.

Yet, regional recreation areas do not always meet the needs of local residents. Children's playgrounds and ballfields are just as important to the citizens of Franklin County. These types of activities are generally found in the County's cities and towns. Batesville, Oldenburg, Laurel, and Brookville all have sizeable recreation facilities, and even smaller unincorporated areas such as Andersonville and Metamora offer recreational areas for their residents. Furthermore, schools and churches often offer playgrounds, basketball hoops, and ballfields that can be used by local residents.

However, many of the areas facing more rapid development such as Reservoir Hill near Brookville, Whitewater Township, and Pocket Road near Batesville do not have easy access to the aforementioned facilities. It is in these areas and other formerly rural areas that are now facing great development pressures where deficiencies in terms of recreation opportunities are beginning to appear.

### Plan Approach

Often, recreational land is only thought of after the need has been created and there is little available land remaining within a central location of the residents who would use it. Planning ahead for such recreational facilities ensures that the land will be available when the demand is generated.

### Recreation Goals

1. Create a County-wide park board to locate and maintain County-owned facilities and to work with local Towns to provide recreational resources to the County's population centers.
2. Increase the availability of local indoor recreational and entertainment programs, especially for the County's youth. Work with the school system to make facilities available for such purposes.
3. Provide options for walking and biking within the county by pursuing opportunities to fund and develop improved trails in heavily populated areas.

### Recreation Policies

1. Establish a system of active parks in the County comprising of 3.5 acres per 1,000 population of public parks and recreational areas.

2. Provide a wide range of recreational activities for children, adults, families, senior citizens, and area employees and businesses, along with adequate facilities to support those services.
3. In conjunction with the Indiana Department of Environmental Management, establish and maintain a system of hiking and riding trails that provide safe access into the area's natural environment.
4. Pursue the establishment of joint use school/park facilities to provide land for active recreational opportunities for selected programs.
5. Pursue programs to raise revenues from recreation facilities and activities, making them as financially self-sufficient as possible.
6. Expand recreational facilities and activities only to the extent that there are adequate long-term revenues to support them.
7. Require new, large-scale residential developments to incorporate open space areas into their design.



## CHAPTER 8: IMPLEMENTATION

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## INTRODUCTION

The Comprehensive Plan outlines a series of policies and implementation recommendations to manage and direct growth over the next twenty-four years. To carry out the recommendations of this plan, some adjustments to existing practices and procedures should be made. When and how the plan is implemented will be a function of community desires, available staff, cooperation with other agencies, political climate, and fiscal resources. The recommended implementation strategies focus on eight concepts: ordinance amendments, capital improvements programming, economic development strategies, parks and recreation planning, telecommunication enhancements, special transportation studies, intergovernmental coordination, and annual plan review.

## ADMINISTERING THE PLAN

The Comprehensive Plan text and accompanying maps represent the vision of Franklin County residents for the future development of the County. The focus of this plan is a conceptual land use map that visually depicts the development of areas within the County. This conceptual map is a result of an extensive citizen input process that reflects the objectives and values of the Franklin County community. Therefore, the goals and recommendations of this Plan should be the guiding concepts for all new development.

To respond to growth and protect the strengths of the County, the Comprehensive Plan should become an integral consideration of each development request involving rezoning, the subdivision of land, and planned unit development. Plan Commission members should review each project to ensure that it meets the criteria set forth in this Plan. If proposed projects are found to be in conflict with this plan, petitioners should indicate actions being taken to mitigate the conflict to best meet the intent of the Comprehensive Plan. The Plan Commission, in its recommendations to the County Commissioners regarding zoning matters, should include specific notes as to compliance with the Comprehensive Plan, and the extent to which it affected their recommendation.

## ORDINANCE AMENDMENTS

Comprehensive Plans are not regulatory documents. This fact often results in some confusion, since most people associated the “planning” in comprehensive planning with “zoning”, which is indeed regulatory. Because a Comprehensive Plan is not a regulatory document and the County’s ordinances are, two of the most common tools for implementing a comprehensive plan are the community’s zoning and subdivision ordinances.

Zoning is the most direct method for regulating land use. In addition to restricting uses, zoning ordinances also dictate the bulk of development (typically through height requirements, floor-area ratios, and the like) and its site placement (typically through the use of building lot setbacks).

In addition to zoning requirements, approval of the subdivision of land requires the approval of the Plan Commission, leading communities to adopt subdivision ordinances regulating aspects of the development of the land. In doing so, the burden of providing public infrastructure is placed directly upon the landowner. These regulations can therefore enforce the recommendations of the Comprehensive Plan concerning infrastructure.

Specific recommendations for Franklin County's ordinance revisions include the following: provisions to allow cluster development, regulations on the number of curb cuts permitted along County and State highways, requirements for the preservation of open space, buffer yards for homes built in agricultural areas, updated performance standards for industrial development, and design standards for commercial and economic developments built along the County's highways. The zoning amendments proposed are zoning text amendments and do not involve wide-scale updates to the zoning maps. Once these revisions are made, the County should hold a training session for the Plan Commission and the Board of Zoning Appeals to ensure that they understand the new regulations and how to administer them.

Finally, due to the environmental conditions of Franklin County, it would be wise for the County to adopt a Storm Drainage, Erosion, and Sediment Control Ordinance. While these issues are briefly covered in the existing zoning ordinance, a Storm Drainage, Erosion, and Sediment Control Ordinance would provide much more thorough specifications for protecting the natural and built environment from storm drainage, erosion, and sediment. This Ordinance may include: regulations for post-development run-off, design standards for storm sewers and open channels, standards for detention facilities, erosion control measures, sediment removal methods, and even regulations on sump pumps, down spouts, floor drains, and the like.

## CAPITAL IMPROVEMENTS PROGRAMMING

In preparing the annual budget for the County, financing for capital improvements must be discussed. The Comprehensive Plan recommends that this process be formalized and that the County engage in long-range capital improvements programming which is tied to the Comprehensive Plan. A capital improvements program (CIP) typically consists of a five-year strategy proposing specific improvements and an annual capital budget. Franklin County should utilize the Comprehensive Plan as the blueprint for selecting and prioritizing capital improvements.

Items to be considered in the development of the CIP should include both the acquisition of land and construction costs for individual projects. Some specific items for potential inclusion in the CIP are listed as follows:

- Stormwater facilities;
- Transportation, not only roads and highways, but also sidewalks, bicycle facilities, and other modes;
- Parks facilities;
- Water improvements;
- Sanitary sewers;

- Fire and police stations; and
- Large equipment items, e.g., pumper trucks, ladder trucks, and police vehicles.

In creating the CIP, Franklin County should consider whether capital improvements projects are consistent with the overall Comprehensive Plan objectives.

## ECONOMIC DEVELOPMENT STRATEGIES

### Targeted Industry Study

A Targeted Industry Study analyzes the County's existing economic conditions and determines the type of industries that would provide the greatest benefit for the County's economy. It can also recommend strategies for attracting desirable industry to the area. This type of study should be conducted so that the County can target what types of industries best fit the economy, demographics and character of Franklin County.

### Marketing Blueprint

A Marketing Blueprint takes the Targeted Industry Study a step further by setting up a plan on how to market the strengths of the county to potential industries. The Marketing Blueprint can focus on both economic development and tourism activities, and should be designed as a promotional document to distribute to potential new employers and developers.

### Business Incubators

Business Incubators are buildings which have been built especially for new businesses to rent space and make use of the building's common facilities. Business incubators are generally targeted to light manufacturing, service, and research and development firms. Tenants may also include construction-related, sales and marketing, or wholesale and distribution firms. Generally, the organization creating the incubator provides a shell building with office and/or light industrial space for rent, supplies the building with required infrastructure (water, sewer, etc.), and provides common support systems such as a receptionist, copy machine, and other technical assistance. Incubator clients generally remain in the incubator for one to five years before they "graduate" and move into facilities of their own. Common incubator-provided amenities include:

- Flexible spaces and flexible leases at competitive or below-market rates;
- Shared business services such as telephone receptionists, book keeping, secretarial help, fax and copy machines, and the like;
- Business and technical assistance in matters such as accounting, legal issues, marketing, and business planning; and
- Financing assistance, including help obtaining loans or access to federal research and development funds.

Business incubators have proved to be cost effective ways of promoting economic development. For every \$1.00 of public operating subsidy provided to the incubator, clients and graduates of the incubator generate approximately \$45 in local tax revenue;

and approximately 84 percent of incubator graduates stay in their communities once leaving the incubator. Incubators cost a community about \$1,100 per job created. However, other job creation mechanisms commonly cost more than \$10,000 per job created. Furthermore, every 50 jobs created by an incubator client, leads to another 25 jobs elsewhere in the community. In all, it is estimated that in North America, incubators have created approximately half a million jobs in the past 20 years.<sup>1</sup> Incubators have proved very successful in helping new businesses get started. Statistics demonstrate that eight out of ten new businesses in America fail within their first five years. However, that statistic is only two out of ten for businesses using business incubators.<sup>2</sup>

Business Incubation programs are widely used by government agencies, even in rural areas. In fact, 49 percent of business incubators are run by government and non-profit organizations for the purpose of economic development, and another 18 percent are joint efforts between government bodies and not-for-profit entities. Furthermore, 36 percent of business incubators are in rural areas.<sup>1</sup> There are at least five business incubators operating in Indiana: the Sample Street Business Complex in South Bend, the Lexington Business Centre in Elkhart, the STAR Center in Bloomington, the Venture Out Business Center in Madison, and A Business Center for Developing Enterprises in Evansville. The National Business Incubation Association (NIBA) is a good resource for more information on starting a business incubation program, and federal and state funding is available for assistance.

### Funding Sources

#### Public Works and Development Facilities Program

The Public Works and Development Facilities Program awards grants to help distressed communities attract new industry, encourage business expansion, diversify their economies, and generate long-term, private sector jobs. Grants are awarded for up to 50 percent of the project cost, and projects which are commonly funded include water and sewer projects that serve industry and commerce, access roads to industrial sites, and business incubator buildings. Projects must be in areas designated by the Economic Development Administration as a Redevelopment Area or an Economic Development Center. Furthermore, the area must have developed a Comprehensive Economic Development Strategy (CEDES) in order to apply for funding. Several grant types are available, with total funding up to \$1,800,000. Locally, both the Whitewater Economic Development Council and the Southeastern Indiana Regional Planning Commission have received funds from this program. For more information, contact the Economic Development Administration of the U.S. Department of Commerce.<sup>3</sup>

#### Industrial Development Grant Funds (IDGF)

Industrial Development Grant Funds are awarded to communities in order to help them meet the infrastructure needs of new or expanding businesses. Eligible projects must be related to economic development and have the potential to create new jobs. Eligible activities include water lines, sewer lines, drainage facilities, wastewater treatment

<sup>1</sup> All facts are based on two studies: National Business Incubation Association (1198), *State of the Business Incubation Industry* and The U.S. Department of Commerce, Economic Development Administration (1997), *Impact of Incubator Investments*.

<sup>2</sup> Venture Out Business Center ([www.vobc.com](http://www.vobc.com))

<sup>3</sup> U.S. Department of Commerce Economic Development Administration [www.doc.gov/eda](http://www.doc.gov/eda)

facilities, road improvements, rail spurs, and fiber optic cable installations up to the company's property line. For more information, contact the Indiana Department of Commerce, Business Development Division.<sup>4</sup>

### Community Planning Fund

The Community Planning Fund is available to cities, towns, counties, and not-for-profit organizations for assistance in preparing long range community planning. Eligible projects include feasibility studies, project plans, market studies, redevelopment plans, environmental reviews and assessments, and strategic plans. For more information, contact the Indiana Department of Commerce, Community Development Division.<sup>5</sup>

## PARKS AND RECREATION PLANNING

To ensure adequate availability of park and recreation programs and facilities, Franklin County should coordinate recreational programming, park planning, and park acquisition activities with the Indiana Department of Natural Resources, the Franklin County Community School Corporation, and the Batesville Community School Corporation. Efforts should include, but not be limited to:

- Coordination of planned locations of schools and parks with the school district, and pursuance of joint use agreements for the development and maintenance of joint school/park facilities;
- Pursuance of alternative sources of funding for the acquisition and development of active park land;
- Pursuance of the creation of revenue generating recreational activities;
- Cooperation between the County and incorporated towns in the provision of parkland to County residents; and
- Incorporation of activities of interest to young adults in the recreation programs (e.g. athletic groups, dancing and social events, small group relationship building, etc.)

A County Park Board can coordinate park planning efforts to ensure that citizens throughout the county can enjoy a variety of recreation options within proximity to where they live. Furthermore, through the creation and submittal of a five-year parks plan, the County may be eligible for recreational grants for obtaining new land for parks.

## TELECOMMUNICATIONS ENHANCEMENTS

In today's growing society of telecommuters it is increasingly important for communities to provide the necessary infrastructure for modern technology and educational advancement. To assist in this effort, the Southeastern Indiana Televillage was formed to provide a mechanism for pulling together residents of Southeastern Indiana's 10 counties, offering them an opportunity to investigate and master emerging technologies, and empowering them to use these technologies to improve their ability to

<sup>4</sup> Indiana Department of Commerce Business Development Division [www.indianaprogress.com](http://www.indianaprogress.com)

<sup>5</sup> Indiana Department of Commerce Community Development Division [www.in.gov/doc/community](http://www.in.gov/doc/community)

deliver services and products that will enrich the quality of life and economic viability of the region.<sup>6</sup>

Furthermore, the Comprehensive Plan recommends the use of these telecommunication technologies to enhance educational opportunities within the County. Federal funding of these types of programs is available through the “Distance Learning and Telemedicine Grant and Loan Program.”<sup>7</sup>

## SPECIAL TRANSPORTATION STUDIES

The Comprehensive Plan recommended three special study areas for Franklin County, each dealing with transportation issues.

- **Downtown Brookville:** A special study should be conducted to determine methods of improving traffic circulation in downtown Brookville, especially on Main Street. See page 91 for more information.
- **Transportation Corridor East of Brookville:** Should residential development continue to occur in Franklin County in the long term and should economic development and tourism increase northeast of Brookville, a north/south route may be needed as an alternative to Main Street through Brookville. See page 92 for more information.
- **Transportation Corridor between Brookville and Batesville:** Travel between Brookville and Batesville is common. However, no direct route is currently available, as the roads in southwest Franklin County are narrow and winding. The County should investigate whether a more accessible route is needed, and if so, which existing roads should be upgraded to accommodate the route. See page 94 for more information.

## INTERGOVERNMENTAL COORDINATION

Whenever possible, Franklin County should actively coordinate land use planning efforts with adjacent jurisdictions. The County should pursue the formation of ad hoc coalitions with other local agencies and community groups as a means of increasing the effectiveness of each jurisdiction’s voice in regional planning efforts and the planning efforts of adjacent jurisdictions.

One method for increasing coordination is to annually initiate discussions of issues of mutual interest with local, regional, State, and Federal agencies whose efforts could benefit or impact the Comprehensive Plan. Of particular importance is the coordination of infrastructure improvements to areas for economic development. As an added benefit, some state and federal funding sources offer larger grants or loans for joint efforts between different localities.

<sup>6</sup> Southeastern Indiana Televillage, [www.televillage-sci.org](http://www.televillage-sci.org)

<sup>7</sup> United States Department of Agriculture, [www.usda.gov/rus](http://www.usda.gov/rus)

## ANNUAL PLAN REVIEW

Throughout the next twenty-four years, community officials should review the status of the community in the context of this Plan and analyze the effects of any ordinance updates. Because of changing conditions within the County, a report on the status of the Comprehensive Plan and its implementation should be generated on an annual basis. Annual reviews should monitor such things as:

- Major differences between projected economic and demographic growth rates and actual growth;
- Requests for amendments to the Comprehensive Plan, in order to determine if there is a pattern of requested changes emerging; and
- Changes in the local/regional organizational structure that may affect the implementation of the Plan.

It is anticipated that this review may periodically result in amendments to the land use maps and policy recommendations that will keep the plan up to date and responsive to ever-changing conditions.

In order to facilitate the annual plan review, the County may wish to keep the Steering Committee and the CIC intact to meet with the Plan Commission and the Board of Zoning Appeals on an annual basis. The committees should jointly review the year's Plan Commission and BZA cases to ensure that the plan was followed. An alternative to using the Steering Committee and the CIC would be to have the analysis done by staff or by a hired planning consultant. Both the Plan Commission and the BZA may also wish to consider implementing regular training sessions in order to keep up to date on planning legislation and new ideas for implementing the Comprehensive Plan.

In order to assess the ability of the Plan to address changes in the County, information regarding the state of the County should be continuously maintained and updated. The implementation of a county-wide geographic information system (GIS) would be a significant component of information maintenance. Such a system enables the staff to accurately ascertain patterns of development, changes in population, and other new developments pertinent to the implementation of the Plan.

## FURTHER FUNDING SOURCES

For additional information on funding sources, see *The Toolbox Guide to Development Funds*, created by the Indiana Economic Development Academy at Ball State University. The Toolbox contains a comprehensive listing of Indiana community and economic development funding programs.

