

WASHINGTON COUNTY COMPREHENSIVE PLAN



November 2010

This page is intentionally blank.

TABLE OF CONTENTS



TABLE OF CONTENTS

1. ACKNOWLEDGEMENTS	1
2. INTRODUCTION	5
Origins of the Plan	7
The Planning Process	7
Using the Comprehensive Plan	8
<i>Topic Chapters</i>	8
<i>Tips for Plan Commissioners and County Officials</i>	8
<i>Tips for Developers</i>	8
<i>Tips for Citizens</i>	8
<i>Changes to the Comprehensive Plan</i>	9
What Happens Next?	9
3. EXECUTIVE SUMMARY	11
What Are the Key Findings from the Research?	13
<i>Land Use</i>	13
<i>Economic Development</i>	13
<i>Housing</i>	13
<i>Natural Resources</i>	14
<i>Utilities</i>	14
<i>Transportation</i>	14
What Development Principles Does the Plan Include?	14
<i>Land Use Planning</i>	14
<i>Environmental Protection</i>	14
<i>Agricultural Protection</i>	14
<i>Economic Development</i>	14
<i>Transportation</i>	15
<i>Housing</i>	15
What are the Goals of the Comprehensive Land Use Plan?	15
What Happens Next?	15

4. MAKING THE CASE FOR PLANNING	17
Collective vs. Individual Rights	19
Planning in Indiana	20
Washington County Growth Patterns	22
Protection of Natural Resources	23
Economic Development	24
An Example	24
Conclusion	25
5. QUALITY OF LIFE	27
Washington County History	29
Washington County Culture	30
Washington County Community and Cultural Resources	30
<i>Cultural Resources</i>	30
<i>Education</i>	32
<i>Healthcare</i>	33
<i>Parks and Recreation</i>	34
<i>Economic and Community Development Organizations</i>	35
<i>Public Buildings and Institutions</i>	35
<i>Town Halls</i>	35
<i>Churches</i>	35
Demographic Profile	37
<i>Population</i>	37
<i>Age</i>	38
<i>Educational Attainment</i>	38
<i>Poverty</i>	39
<i>Income</i>	39
<i>Employment</i>	39
<i>Commuting</i>	40
<i>Housing</i>	41
<i>American Recovery and Reinvestment Act (ARRA) Funding</i>	41

	<i>Index of Relative Rurality</i>	42
6.	LAND USE	43
	Key Points	45
	Land Use Trends	45
	Geological Conditions	46
	Land Use Ratios	46
	Local Variables for Land Use Planning	48
	Development of a Future Land Use Map	48
	Future Land Use Map Categories	48
	Setting Priorities	50
	<i>Concentrated Animal Feeding Operations (CAFOs)</i>	50
	<i>Natural Resource Protection</i>	50
	<i>Subdivision Control</i>	50
	<i>Working with Incorporated Communities</i>	51
	<i>Capital Improvement Planning</i>	51
	<i>Enforcement</i>	51
	Moving from the Comprehensive Plan to Zoning	52
	<i>Agriculture</i>	52
	<i>Residential</i>	53
	<i>Industrial</i>	54
	<i>Natural Resources</i>	54
7.	ECONOMIC DEVELOPMENT	63
	Key Points	65
	Local Economic Base and Labor Force	65
	<i>Agriculture in the Economy</i>	65
	Regional Economic Base and Labor Force	69
	Local Economic Development Programs, Tools and Resources	69
	Goals and Strategies for Economic Development	70
	Industrial Land Use	72

<i>Available Properties</i>	72
<i>Special Designations: Shovel Ready Sites and Certified Tech Parks</i>	73
8. HOUSING	75
Key Points	77
Residential Land Use	77
<i>Inventory and Assessment – Single Family</i>	78
<i>Inventory and Assessment – Apartments and Rentals</i>	79
<i>Realtor Perspectives</i>	79
<i>Anticipated Future Growth</i>	79
<i>Redevelopment</i>	79
<i>Housing Alternatives</i>	79
<i>Subsidized Housing</i>	80
<i>Sustainable Housing Growth</i>	80
9. NATURAL RESOURCES	83
Key Points	83
Overview of Washington County’s Natural Resources	83
Inventory & Assessment - Natural Resources	83
Inventory & Assessment - Bodies of Water: Lakes, Rivers, and Streams	83
Inventory & Assessment - Forests and Parkland	84
Inventory & Assessment - Wetlands	84
Inventory & Assessment - Agricultural/Farmland	84
Inventory & Assessment - Steep Slopes	84
Inventory & Assessment - Karst	85
Natural Resources Recommendations	85
10. UTILITIES	101
Key Points	103
Overview of Washington County’s Utilities	103
Inventory and Assessment: Water and Wastewater	103

Inventory and Assessment: Electric	104
Inventory and Assessment: Gas	105
Inventory and Assessment: Telecommunications	106
Utility Recommendations	108
11. TRANSPORTATION	113
Key Points	115
Overview of Washington County’s Transportation	115
Inventory and Assessment: Roadways and Streets	115
<i>Roadway Classifications</i>	115
<i>Traffic Volumes</i>	116
<i>Road Maintenance</i>	116
<i>Road Standards</i>	116
<i>Road Projects</i>	116
Inventory and Assessment: Railroads	117
Inventory and Assessment: Airport	117
Inventory and Assessment: Alternative Transportation	118
Transportation Recommendations	118
12. IMPLEMENTATION PLAN	125
Why Comprehensive Plans Fail	127
<i>Lousy Communication</i>	127
<i>Who’s in Charge?</i>	127
<i>What’s in it for Me?</i>	127
<i>No Money</i>	127
<i>Lack of Capacity</i>	128
Fundamentals of Land Use Planning	128
<i>Why Do Communities Plan?</i>	129
<i>Planning offers many benefits for the community:</i>	129
<i>Why Can’t We Just Use Someone Else’s Plan?</i>	130
<i>What is the Comprehensive Planning process?</i>	130

<i>Who does what in the Comprehensive Planning Process?</i>	130
<i>Training for Public Officials</i>	131
<i>Educating the Public about Planning and Zoning</i>	132
<i>Giving Up a Little for Lots of Protection</i>	133
<i>How Does Zoning Fit In?</i>	133
<i>How is the Plan Adopted?</i>	133
Taking the Next Steps Toward Planning & Zoning	133
Zoning Ordinance	134
<i>Basic Zoning Ordinance Elements</i>	135
<i>Additional Zoning Ordinance Elements</i>	140
Zoning Maps	142
Subdivision Ordinance	143
What Additional Planning is Needed?	145
Funding Sources	145
What to Do Next	145
<i>First 3 Months</i>	145
<i>First 6 Months</i>	146
<i>First 9 Months</i>	146
<i>First 12 Months</i>	146
<i>Looking Ahead</i>	147

APPENDIX 149

Capital Improvement Plan Project Sheet
Conservation Subdivision Project Sheet
Hillside / Steep Slope Protection Project Sheet
Overlay Zones Project Sheet
Funding Sources
Detailed Demographic Profile

MAPS

Map 6.1: NLCD Land Cover, 2001	55
Map 6.2: Septic Tank Absorption Suitability	57
Map 6.3: Salem Future Land Use	59
Map 6.4: Washington County Future Land Use	61
Map 9.1: Natural Resources Map	86
Map 9.2: Bodies of Water Map	87
Map 9.3: Open Space Map	89
Map 9.4a: Southern Wetlands Map	91
Map 9.4b: Northern Wetlands Map	93
Map 9.5: Prime Farmland Map	95
Map 9.6: Steep Slopes Map	97
Map 9.7: Karst Map	99
Map 10.1: Electric Utilities Map	109
Map 10.2: Gas Pipelines Map	110
Map 10.3: Telecommunications Map	111
Map 11.1: INDOT Functional Road Classification Map	121
Map 11.2: 2001 Average Daily Traffic Map	122
Map 11.3: Indiana Railroads Map	123

FIGURES

Figure 5.1: Population by Decade and Current Year Estimate	38
Figure 5.2: Population Estimates by Year	39
Figure 5.3: Age Distribution (2008 Estimates)	40
Figure 5.4: Median Projected Age	41
Figure 7.1: Number of Bushels Produced in Washington County	65
Figure 7.2: Number of Livestock Raised in Washington County	66
Figure 8.1: Building Permits Issued, 2004-2009	78

TABLES

Table 5.1: Washington County Churches	36-37
Table 6.1: How Land-Use Ratios Changed in Small Cities	47
Table 6.2: Future Land Use Map Categories	49
Table 7.1: Population Trends	67
Table 7.2: Adult Educational Attainment Rates, 2008	67
Table 7.3: Income, 2008	68
Table 7.4: Unemployment Rate, May 2010 (Not Seasonally Adjusted)	68
Table 7.5: Washington County Major Employers	72
Table 7.6: IEDC List of Available Industrial Sites, Washington County	73
Table 8.1: Washington County Housing Data, 2008	77
Table 8.2: Project-Based Section 8 Housing Developments	80
Table 11.1: Statewide Transportation Improvement Program: Washington County 2010-2013	119-120
Table 12.1: Basic Zoning Ordinance Elements	136-139

CHAPTER 1

ACKNOWLEDGMENTS



Community ownership is a key to the success of any plan. For this reason, we wish to acknowledge the participation and hard work of Washington County’s citizens. Residents who consented to be interviewed, attend focus groups or took part in public meetings all made valuable contributions.

Special thanks are extended to the steering committee that guided the planning process. The members were:

Leslie Batt	Plan Commission
Laura Bishop	Resident
Shenan Campbell	Plan Commission
Todd Campbell	Resident
Laurie Carr	Resident
Jim Day	County Council, Plan Commission
Ervin Day	Resident
Lane Freiburger	Resident
Donnie Hacker	Resident
Pam Hardwick	Resident
David Hoar	Plan Commission
Greg Hopkins	Resident
Burl Jean	Resident
Kerry Lewis	Resident
Scott Maudlin	Resident
Terry McNeely	Plan Commission
John Mishler	County Commission, Plan Commission
Kelly Mollet	Resident
Eric Rusby	Plan Commission
Brad Shelton	County Extension Agent, Plan Commission
Jeff Souder	County Surveyor, Plan Commission

Appreciation is also expressed to the Indiana Office of Community and Rural Affairs for funding this planning project.

Members of the consulting team who facilitated the process are grateful for the opportunity to learn more about your community. We are proud to have taken part in this plan and in particular would like to thank Washington County Plan Commission President Terry McNeely for his unflagging energy and guidance.

Scott Burgins, Strategic Development Group
Sarah Colvin, Strategic Development Group
Andrew Young, Strategic Development Group
Michael Krosschell, The Schneider Corp.

CHAPTER 2

INTRODUCTION



How can land use planning improve the quality of life for Washington County residents?

An examination of that question begins with how the county's land is currently used. Of course Washington County has a mix of homes, businesses, recreation and other land uses. But are those uses evenly proportioned to meet all of the county's needs? Are there areas clearly designated to promote economic development or thriving neighborhoods?

The leaders who took part in this study concluded that there are not. Despite its image as rural and agricultural, Washington County is not predominately flat, open land with endless opportunities for development or farming. There are many limitations to land use.

One method to address those limitations and help achieve the right balance of land use is planning. As of October 2010, Washington County had never adopted a comprehensive plan nor created any regulations for directing growth.

Additionally, many of the conditions that residents would like to improve in the community will require planning to address. With these thoughts in mind, elected leaders gathered a steering committee to create the first Washington County Comprehensive Land Use Plan.

Origins of the Plan

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

The Planning Process

In Indiana, comprehensive planning is permitted by the 500 Series of Title 36-7-4 of the Indiana Code. This law

empowers towns, cities and counties to adopt plans. Any plan adopted in Indiana must contain at least the following three elements:

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

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

- Evaluate existing conditions, including strengths and weaknesses, community character, demographics, natural features, etc.
- Establish goals and objectives for the future
- Identify alternatives for meeting the goals and objectives
- Select the most desirable alternative
- Devise and adopt tools to implement the plan (zoning, subdivision control, capital improvement programming, etc.)
- Evaluate the success of the plan
- Revise the plan

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

A 21-member steering committee oversaw creation of Washington County Comprehensive Plan. The committee included elected officials, business owners, farmers and others. Key elements of the process included:

- **Key Stakeholder Focus Groups:** Focus groups were held to gather input from members of the agricultural community, residents of unincorporated areas and community leaders.
- **Key Stakeholder Interviews:** Representatives from utility companies, officials from incorporated communities and others were interviewed during the process.
- **Steering Committee Meetings:** The committee met six times to set priorities and discuss options. Review teams made up of committee members edited every chapter.
- **Project Website:** This site - www.sdg.us/washington_county - was used to post all of the minutes from steering committee meetings as well as draft chapters of the plan. The site also contained a link to Indianaproud.com, where residents could find video and audio recording of the steering committee meetings.

Using the Comprehensive Plan

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

Topic Chapters

Topic chapters include land use, economic development, housing, natural resources, utilities, and transportation. The chapters are mostly self-contained examinations of specific issues. They include research, strategies and recommendations.

Besides making the reader well versed in the topic, they outline years of projects for tackling problems. All of the recommendations are gathered together in the Implementation Plan.

Tips for Plan Commissioners and County Officials

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

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

Tips for Developers

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

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

Tips for Citizens

After finding your house on the future land use map, the next step is to read up on community issues that interest you. For example, consult the chapter on Making the Case for Planning or the Housing chapter.

Changes to the Comprehensive Plan

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

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

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

What Happens Next?

That depends upon the people of Washington County. Once the comprehensive plan is completed a county can take many actions – or none at all.

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

CHAPTER 3

EXECUTIVE SUMMARY



“The plan needs to be flexible.”

“The plan cannot be ultra-regulated or overbearing on Washington County residents.”

“The plan needs to save the beauty and rural heritage of Washington County.”

Those were three of the most common concerns heard during the planning process. As a result, the steering committee settled upon an incremental and fairly cautious plan - what members called a “common sense” approach to planning.

Although the steps may be incremental, they should still move toward providing more protection for what the community sees as worth preserving, steering committee members said. That list always included Washington County’s rural character and natural resources.

If those prime assets weren’t threatened, local leaders probably would not have instituted formal land use practices. Every steering committee member could point to some eyesore in the county and say, “We don’t want any more of *that*.”

Not everybody will agree with the goals of the plan or the tools suggested to reach those goals. In fact, some steering committee members are not fully in agreement. But there was consensus that a more active approach for the future was needed.

This plan is designed to:

1. Establish Washington County’s priorities for the next 20 years: what the community wants to change; what the community wants to protect.
2. Lay the groundwork for the next step in formal planning – zoning and regulations – if the community decides to proceed.

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

What Are the Key Findings from the Research?

Highlights from the topic chapters of the report include:

Land Use

- The county’s rural heritage is still intact and most land is not intensely developed.
- One factor in why the county is relatively undeveloped is its rough terrain, which includes ridges, sinkholes, floodplains and other limitations to land use. Because of these conditions, care must be given to development of the land.

Economic Development

- While manufacturing is the leading economic driver in Washington County, agriculture is also a large contributor.
- Washington County lags far behind the state in educational attainment and per capita income.
- The county’s economic development is mostly overseen by the Washington County Economic Growth Partnership.

Housing

- The number of housing units increased 7 percent between 2000 and 2008.
- Median home values were \$97,000 in 2008, while

the Indiana median home value was \$122,800.

- The number of building permits issued reached a peak in 2004 and then has decreased each year since then.

Natural Resources

- Washington County's farmland and forestlands are valuable resources. Care should be taken to allow for their sustainable use far into the future.
- Because karst areas pose a potential threat to groundwater supplies, development in these areas should be carefully considered and overseen.
- Residential development should be concentrated in designated areas to allow preservation of large intact tracts of prime agricultural land.

Utilities

- Extensions of infrastructure should be targeted toward areas slated for economic development.
- Extensions should be contiguous, avoiding the inefficiency of leap-frogging over undeveloped areas.
- Existing facilities, such as water and gas lines should be extended to existing development, upgrading service for current residents.

Transportation

- Roadways must be maintained at the existing level of service or better, even as development continues along them.
- Roadway improvements must continue ahead of economic development opportunities to facilitate attracting new business.

- A strategic plan should be developed to allow the county to plan and budget for upcoming maintenance needs.

What Development Principles Does the Plan Include?

Development principles guide decision makers as they interpret the comprehensive plan. They are more specific than goals, but not as detailed as objectives. These broad statements can be used as justifications for decisions made by plan commissioners and other local leaders. The development policies that primarily affect Washington County's land use decisions are:

Land Use Planning

We believe that without some regulation, the future will bring changes that could damage our community's rural character. Recognizing that this will be Washington County's first land use plan, we are advocating a process that is incremental and flexible.

Environmental Protection

Conserving Washington County's natural resources means protecting its lakes, rivers, floodplains, forests, karst topography and other environmental features.

Agricultural Protection

Because we value the county's prime agricultural land, we believe that most residential and commercial growth should be steered only to where there is the existing infrastructure to support it.

Economic Development

We are committed to creating opportunities for job growth in appropriate areas of the county. In general, higher density commercial growth should be limited to existing commercial areas or to places that have the infrastructure to support it. Industrial development

should be directed away from residential areas and toward areas with compatible nearby uses.

Transportation

Our community wants to keep its railroads open as well as promote other forms of alternative transportation.

Housing

More work is needed to develop Washington County’s options across the full spectrum of housing types, including well designed manufactured homes.

What are the Goals of the Comprehensive Land Use Plan?

The following pages include the goals set by the steering committee that pertain to land use issues. The goals include the tools needed to implement them.

Goal 1: Indicate areas of the county most suitable for specific types of development, such as residential, commercial or industrial uses.

TOOLS

- Future Land Use Map
- Zoning Map
- Zoning Code

Goal 2: Maintain the county’s rural way of life.

TOOLS

- Agricultural Preferred zoning district
- “Right to Farm” nuisance waivers for new residential subdivisions
- Conservation subdivisions instead of traditional subdivision design
- Parks Master Plan

Goal 3: Protect the most fragile parts of the county’s environment, particularly the lakes and water systems.

TOOLS

- Education campaign
- Regulate development in a watershed
- Regulate development on steep slopes
- Regulate development in areas of karst topography

Goal 4: Discourage incompatible land uses from creating conflicts with property owners.

TOOLS

- Education campaign
- Zoning Map
- Zoning Code

Goal 5: Prevent private development practices that result in net costs to county taxpayers.

TOOLS

- Subdivision Code
- Zoning Code

What Happens Next?

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

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

CHAPTER 4

MAKING THE CASE



If Washington County made it 196 years without formal planning, why start it now?

And even if planning is legal, why would local elected officials tell property owners what they can or cannot do? Are the benefits of formal planning worth the restrictions it may place on residents?

This chapter tackles these questions while recognizing that some residents hold such deep beliefs about the sacrosanct rights of landowners that they are unlikely to change their minds. In fact, no amount of discussion will get them to see any benefit to formal planning.

But it's unknown what percentage of the local population opposes all planning efforts. Or, what percentage is open to dialogue about some planning. In land planning - as in many public policy debates - opponents are often the most vocal but not necessarily the majority.

In the interest of public dialogue, this piece makes the case for land use planning, starting with broad points about individual rights and finishing with specific issues about Washington County. The outline of this case is:

- Collective vs. Individual Rights
- Planning in Indiana
- Washington County Growth Patterns
- Protection of Natural Resources
- Economic Development
- An Example

Collective vs. Individual Rights

Let's start with a summary of facts that most people can agree with:

1. Natural resources such as land are not limitless.
2. Mankind has organized itself into societies.

3. Those societies require natural resources such as land.
4. Human societies continue to increase both in population and in their use of natural resources.
5. Opinions differ on the best use of limited natural resources.

The potential for conflict is easy to spot in these statements. Different countries, during different periods, have responded to these conflicts in various ways. The response to this tension in the United States can be traced back to this line of the Declaration of Independence:

“We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain unalienable Rights that among these are Life, Liberty and pursuit of Happiness. That to secure these rights, Governments are instituted among Men, deriving their just powers from the consent of the governed.”

In other words, our democracy allows for elected officials to make into law the more-or-less common opinion of the people. If those elected officials fail in reflecting the opinion of most people, they can be voted out of office and the law changed.

The Declaration of Independence's next line is, “That whenever any Form of Government becomes destructive of these ends, it is the Right of the People to alter or to abolish it ...”

While acknowledging that some property owners may be angry enough to consider toppling the government

over private property issues, history has shown that the large majority of Americans do not believe that land use planning has reached the point of “absolute Despotism” required by the declaration to throw off the government.

The exact boundaries of government’s power to regulate land use is still being decided by new regulations and by legal challenges to those regulations, but the right of elected officials to institute land use planning is well established in this country and state.

Granting a solid legal foundation to planning, the questions remain: Why would locally elected officials tell property owners what they can or cannot do? What are the benefits?

One summary of the reasons for land use planning in rural communities was captured in a paper entitled “Land Evaluation” by David Rossiter, of Cornell University’s College of Agriculture & Life Sciences. It stated: “...To prevent or solve conflicts between individuals or with needs and values of society as a whole.” Rossiter goes on to say: **“It is not practical to allow landowners to do whatever they want with their land, for several reasons:”**

1. Possible direct effects on other land owners or resource users; the classic example is discharge of waters into a stream that is then used by others.
2. Possible indirect and/or delayed effects on other land owners or resource users; a good example is aquifer depletion following excessive water use.
3. Possible direct effects on the resource base, e.g. water pollution.
4. Possible indirect and/or delayed effects on the resource base.
5. Society may have a collective interest (valid or not) in discouraging certain land uses and promoting others.

6. Different land uses have different infrastructure requirements (roads, schools) which the state may or may not be prepared to meet, e.g., an industrial park will certainly require the government to build new roads.

Community planning is based upon a concept of the public interest. Some flexibility in the use of individual land is given up in exchange for creating a community in which the interests of all are considered.

Readers who cannot accept that concept have probably come to the end of what they will agree with in this comprehensive plan. On the other hand, readers who believe that the concept is useful in discussing land use planning in Washington County will find additional information on why it is necessary and how it might benefit their community.

Planning in Indiana

Washington County does not have planning and zoning but community leaders are using the comprehensive planning process to explore the possibility of implementing it.

In Indiana, comprehensive planning is permitted for towns, cities and counties by the 500 Series of Title 36-7-4 of the Indiana Code.

The state requires communities to have a comprehensive plan in place before instituting zoning. The comprehensive plan provides general guidance about land use, but it does not have the same level of detail – or the same legal weight – as zoning regulations.

As shown in the map below, in Indiana the overwhelming majority of counties have planning.

We are not making the claim that Washington County should institute planning just because most other Indiana counties have it. However, it would also be hard to argue that Washington County is absolutely unique, and free from the challenges and issues that led other counties to institute planning.



Indiana Counties with Planning

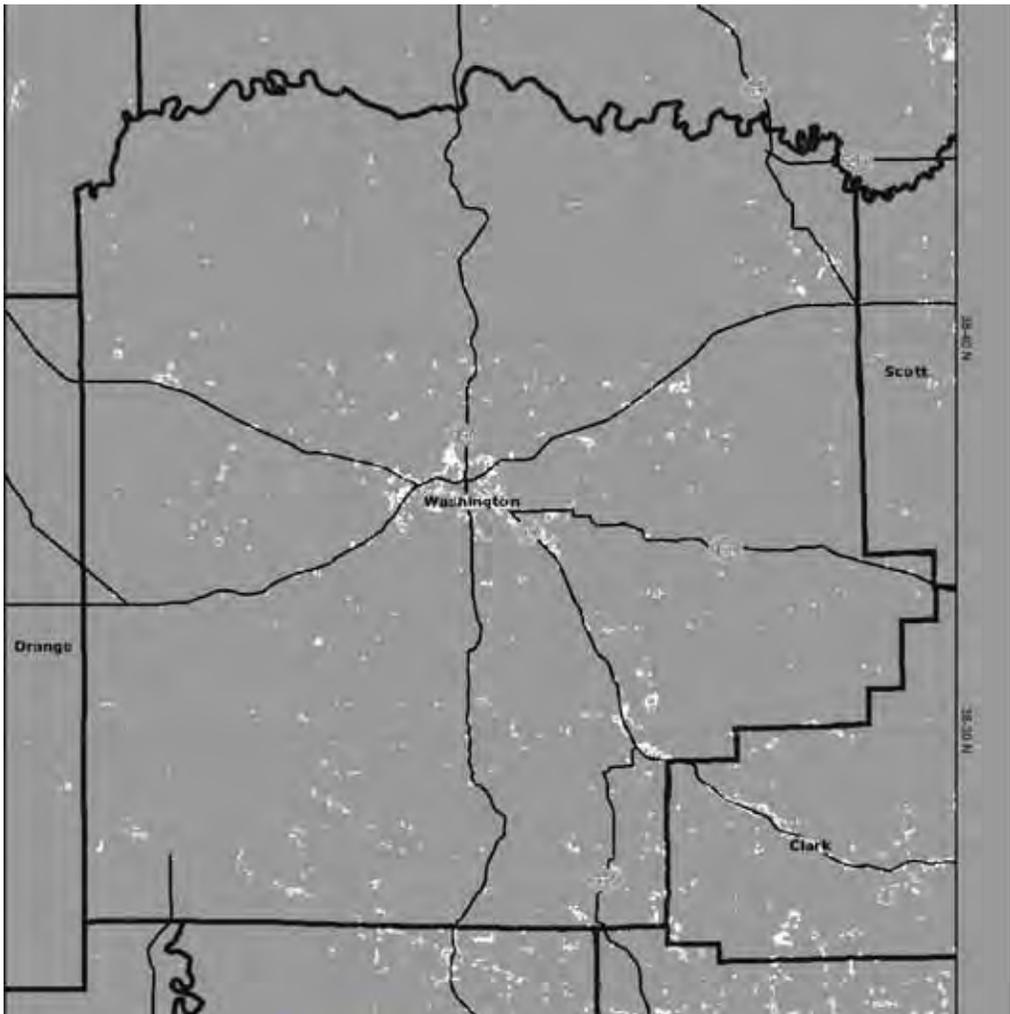
Washington County Growth Patterns

In 1814 when Washington County was incorporated, the pace of life was dramatically different. The county's physical setting – its land – changed at a slower pace, which allowed for slower, adoptive changes to land use.

In modern times, change can happen much faster, without much time for trial and error. And if no one is formally assigned to keep an eye on planning, land use changes can occur without notice. Some of those changes may not be what's best for the community as a whole.

For example, the local steering committee that worked on this comprehensive plan was surprised to see how land has developed in Washington County.

The map below shows – with a small white dot - every piece of farmland, grassland or forest that was developed from 1992-2003. **The first thing you notice about the pattern of development is that there is no pattern – it looks splattered.** With the exception of the Salem area, land has gone from grassland to urban seemingly randomly around the county.



Washington County farmland, grassland or forest that was developed from 1992-2003

As one steering committee member said, “Allowing the ‘splatter’ will get expensive. Just because development is happening rapidly in very rural areas does not mean that it is feasible to bring utilities and other development to that area.”

Members also raised issues of fairness about scattered, unregulated development. For example, suppose a company buys land that is inexpensive because it is rural; far from good roads and water and sewer. The developer puts in new roads, but there are no construction standards for those roads. As frequently happens with subdivisions, the local government is eventually asked to take ownership of those roads. When they do, they are immediately saddled with roads in need of repair; at a cost to taxpayers who did not profit from or live in the subdivision.

At the same time, much of Washington County’s soil is not suitable for long-term septic systems; they will fail eventually. Failing septic systems – and the damage they can do to natural water systems and the rest of the environment – pose a risk for the entire community.

Protection of Natural Resources

Washington County residents are proud of their home’s rural heritage and beauty. It was the No. 1 asset mentioned during the interviews conducted during this process.

But how is the community protecting that asset, or planning for its enhancement or growth? For example, Lake John Hay and Lake Salinda serve as drinking water sources for the county. Note the two photographs, each taken within a few minutes of each other, from a helicopter in spring 2010. The first shows Lake John Hay. Even from that height, the water appears fairly blue and clear. Note that heavy woods surround most of the shoreline.



Lake John Hay

Now look at the muddy waters of Lake Salinda. Note that the buffer of trees is much smaller and the surrounding agricultural land uses.



Lake Salinda

The goal here is not to point fingers at individual landowners, but to show the effect of generations of land use on a natural system. Erosion upstream is slowly causing Lake Salinda to fill with silt. Estimates indicate that as many as 40 acres of the original surface area of the lake (approximately 30 percent) have been lost to siltation.

Watershed protection regulations would have helped avoid what has now become a costly problem.

Economic Development

If rural beauty was the No. 1 asset listed for Washington County, then the No. 1 challenge was economic development.

For example, the county's per capita income of \$28,496 in 2008 was more than \$6,000 a year less than the Indiana average.

Put simply, county leaders want to attract companies that pay good wages, and those types of companies generally prefer a community with some sort of plan for its land. Without planning, a manufacturer runs the risk of building a new plant but later developing problems with neighbors when a new subdivision is constructed next door.

In order to protect their investment, many industrial businesses request buffering around their operation. It is in the best interest of economic development to direct industrial uses to specific areas of the county, residential uses to specific areas, etc. Washington County currently does not make those distinctions in its land uses.

An Example

What sort of goals come from comprehensive plans? How do communities achieve those goals?

Let's look at how Morgan County aligned their recently completed comprehensive plan to their community's values. Their plan looks at many subjects – infrastructure, transportation, etc. – but this example focuses on agriculture and the county's rural heritage.

It starts with their vision statement, which includes this line: "The irreplaceable natural beauty of Morgan County is a haven from big city life. As honorable stewards of the land, we will balance residential and commercial development with agricultural uses, and provide quality of life amenities and opportunities for all Morgan County residents."

Next the plan contains the county's development policies, which are intended to guide decisions makers as they interpret the comprehensive plan. The development policy for agricultural protection reads: "We believe in the use of planning and zoning to direct growth away from prime agricultural land while at the same allowing for flexibility in decision making."

The Morgan County plan then lists nine goals, with the first one being "Maintain the community's rural way of life."

The plan also includes data on why this goal is important, including statistics on loss of farmland and development pressure in traditionally rural areas.

Having established its principles and goals, the plan then gives community leaders options on how to achieve those goals. In this case, it listed five possible strategies:

- Using GIS, annually track data on the rate of urbanization and the conversion of agricultural land.
- Use zoning to discourage residential development on prime agricultural land.
- Require the incorporation of open space in new large-scale development and appropriate redevelopment sites.
- Use subdivision controls to encourage cluster development.
- Protect the county's natural hillsides by enacting steep slope ordinances.

Note that the options range from monitoring the loss of agricultural land for possible action in the future to creating ordinances to preserve land now. The plan also included further explanation and examples of planning tools such as cluster development.

What happens next? That depends upon the community. Once the comprehensive plan is completed a county can take many actions – or none at all. Elected officials may opt to pursue new regulations, or a group of residents may champion an implementation strategy.

But whatever the final results, the entire community now has a document that lists important issues and then provides background information - including statistics, maps, and examples– for deciding what to do next.

Conclusion

The comprehensive land use plan is Washington County’s guide to the future. It answers fundamental questions such as: What do we want to change? What do we want to protect?

It also addresses another question that may arise during the process: Why does the county need this plan? That question is best answered in reverse: What happens without a plan?

Make no mistake, the planning process is not about telling a farmer what type of corn he can grow or what color his barn must be. It is about determining the community’s priorities and mapping a route toward its goals.

Perhaps a litmus test could be this question: Is Washington County more likely to achieve its goals and its residents to prosper with or without a plan for the future?

CHAPTER 5

QUALITY OF LIFE



Washington County History

Washington County, named for former U.S. President George Washington, is located in south central Indiana less than 25 miles from the Kentucky-Indiana border at the Ohio River. The City of Salem is the county's largest community, in addition to being the county seat. Washington County is divided into the following 13 Civil Townships: Brown, Franklin, Gibson, Howard, Jackson, Jefferson, Madison, Monroe, Pierce, Polk, Posey, Vernon and Washington.

The first permanent settler of Washington County has not been determined with complete certainty, though George Brock, a German hunter, and Jesse Spurgeon, a squatter who lived with the Native Americans, are credited with settling the land now known as Washington County between 1805 and 1807. Quakers who migrated from the east coast comprised the largest group of settlers in the Salem area. Washington County was officially established in 1814 through legislation that took land from Clark and Harrison Counties.

In the six years following the county's establishment, three new counties were created from its newly acquired land, Orange and Jackson counties in 1815 and Scott County in 1820. The removal of land to create Scott County reduced the county's size to that of its present day boundaries. The county's population grew rapidly during this time of territorial expansion and reduction, increasing from 250 to 9,039 between 1810 and 1820. This rapid growth marks the largest population increase during a single decade in the county's history.

The county's early growth was coupled with a rise in the number of local mills, distilleries, factories, general stores and tanneries. One such mill was Beck's Mill, in Salem, which is one of only 20 historic mills still standing in Indiana. Mills and other manufacturing enterprises sprouted in the mid 1800s in Salem, the

county's center of economic activity, including a tread-wheel powered cotton mill erected in 1825 which gained notoriety throughout the state and region as the first mill to spin cotton yarn in Indiana. The cotton industry began to expand, with a new steam powered factory being erected in 1830. The factory's equipment was soon removed and soon became a center of community activity, first as a church, then a Masonic Lodge, and finally as the county's first schoolhouse.



Beck's Mill

Washington County is famous for being the site of one of the two Confederate forays into northern territory during the U.S. Civil War. During that foray, General John Morgan captured Salem and settled with his troops to enjoy a meal that had been prepared by Salem residents for Union troops who were expected to arrive later that day. As a result of Morgan taking his time in Salem, he and his troops were successfully caught by the Union. Morgan and his men unsuccessfully attempted to capture Washington County citizen Thomas Rodman, inventor of the Rodman gun, a weapon the South was unable to access during the war despite the gun's reputation as the best field artillery piece in the Civil War era.

Many natives of Washington County have attained prominence through the years, including John Milton Hay, another Civil War-era figure who served as former U.S. Secretary of State after being President

Abraham Lincoln's private secretary and biographer. Other prominent Washington County natives include DePauw University benefactor Washington C. Depauw (donated funds to the University in the 1870s) and former Indiana Governor Winfield T. Durbin (served as governor from 1901-1905). Washington County was also the birthplace of Everett Dean, a former Indiana University student and basketball coach who, as head coach of Stanford University's basketball and baseball teams, led the Cardinals to the 1942 NCAA basketball championship and 1953 College World Series.

Washington County Culture

Washington County maintains a rural feel, but still offers nearby access to big city amenities due to its close proximity to Louisville, KY. Even locally, residents enjoy plenty of activities in the county, largely due to the area's rich history, abundant natural resources, and longstanding traditions. One of the county's most famous traditions is held in the Washington County town of New Pekin, which holds the longest-running annual Independence Day celebration in the entire United States.

The county's rich history is preserved through historical sites and museums. The Stevens Memorial Museum preserves local heritage and the John Hay House honors the life of Washington County's most famed native son John Hay. Local events and exhibits further bring to life the county's history, such as Old Settler's Day, which pays homage to early migrants to Washington County, and The Pioneer Village, a "living village" that reconstructs life in Washington County in the 1840s.

Natural resources also add to the county's character. The Jackson-Washington State Forest stretches across much of northeast Washington County, providing an abundant natural space for wildlife and hiking. Water sources include John Hay Lake, which is frequently used for boating and Lake Salinda, a popular spot for fishing tournaments.



Salem Speedway

Local entertainment can come simply in the form of a community gathering at Salem Community Park or Riley's Place at Depauw Park, or residents can enjoy a lively night of automobile racing at the Salem Speedway. The Speedway itself has a rich history, with many racing legends, including Indianapolis 500 winners, having raced for checkered flag before going on to achieve fame and success.

Washington County Community and Cultural Resources

Highlights:

- Washington County has a blend of cultural resources commemorating the area's history and enhancing the day to day quality of life of county residents.
- The County's natural resources provide opportunities for outdoor recreation for area locals and visitors.

Cultural Resources

Washington County has a variety of historic and contemporary cultural resources. The county has seven places designated as historic by the National Register of Historic Places:

Beck's Mill is a historic gristmill and is the only mill of the 65 that operated in Washington County still



Beck's Mill c. 1900

standing. The mill is also one of the only 20 mills still standing in the state of Indiana. In addition to being placed on the National Register of Historic Places in 1990 the mill has been listed as one of the 10 most Endangered Historic Landmarks in Indiana. The mill is located southwest of Salem at the corner of Mill Road and Mill Creek.

Beck's Mill Bridge was added to the National Register of Historic Places in 2007. The bridge which is located by Beck's Mill was designed by Daniel Luten a renowned Indiana engineer.

Salem Downtown Historic District was added to the National Register of Historic Places in 1997 and is defined by Mulberry and Hackberry Street on the north, Hayes Street on the east, CSX railroad tracks on the south, and Brock Creek to the west.

First Baptist Church is located within the Salem Downtown Historic District at 201 N. High Street. Noted for its Romanesque style architecture, the church was placed on the National Register in 1985.

Hay-Morrison House is part of the John Hay Center at 106 S. College Ave which is located in the Salem Downtown Historic District.



Washington County Courthouse

Washington County Courthouse is a Richardsonian Romanesque building built in 1886 and located in the Salem Historic District. The Courthouse was placed on the National Register in 1980.

Washington County Jail and Sheriff's Residence was built in the Second Empire architectural style and was placed on the National Register in 1984.

In addition to those placed on the National Register of Historic Places, Washington County has several other culturally significant resources:

John Hay Center which includes: The Stevens Memorial Museum, The Pioneer Village, The John Jay House, and The Washington County Historical Society Genealogy and Historical Library

307 East Market Street
Salem, IN 47167

812-883-6495

<http://johnhaycenter.org>

The Depot Railroad Museum

206 South College Ave.

Salem Indiana 47167

Phone: 812-883-1884

<http://salemdepot.com/>

Hicksite Church Building, located near Salem, was built in 1815 and illustrates the Quaker history in Washington County.

Annual events commemorating the county's history include New Pekin having the oldest continuous Independence Day celebration in the nation dating back to 1830 and the late September tradition of Old Settler's Day in Salem.

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

Salem Speedway

Highway 56

Salem, IN 47167

812-883-6504

<http://www.salemspeedway.com>

Salem Farmer's Club was founded in 1892 and meets monthly at a family's home to discuss topics relevant to community farmers.

Washington County Family YMCA

1709 North Shelby Street

Salem, IN 47167

Community Learning Center of Washington County

1707 N. Shelby St.

Salem, IN 47167

Senior Citizens Center

1705 N. Shelby Street

Salem, Indiana 47167

Education

Within Washington County there are three public school corporations and four nonpublic schools. Special education services for students in the county

are provided by the South Central Area Special Education Cooperative.

Salem Community Schools

- Bradie M Shrum Lower Elementary Grades KG-02
1103 N Shelby St Salem, IN 47167-1678
(812) 833-3700
- Bradie M Shrum Upper Elementary Grades 03-05
1101 N Shelby St Salem, IN 47167-1678
(812) 883-4376
- Salem High School Grades 09-12
700 N Harrison St Salem, IN 47167-1684 (812)
883-3904
- Salem Middle School Grades 06-08
1001 N Harrison St Salem, IN 47167-1685 (812)
883-3808

East Washington School Corporation

- East Washington Elementary School Grades KG-04
1020 N Eastern School Rd Pekin, IN 47165-9489
(812) 967-2929
- East Washington Middle School Grades 05-08
1100 N Eastern School Rd E-5 Pekin, IN 47165-



Eastern High School

9489 (812) 967-5000

- Eastern High School Grades 09-12
1100 N Eastern School Rd E-3 Pekin, IN 47165-9488 (812) 967-3931

West Washington School Corp

- West Washington Elem School Grades KG-06
8030 W Batt Rd Campbellsburg, IN 47108-8559
(812) 755-4934
- West Washington Jr-Sr High School Grades 07-12
8028 W Batt Rd Campbellsburg, IN 47108-8559
(812) 755-4996

South Central Area Special Ed

- South Central Area Special Ed SP-ED
600 Elm St - Ste 2 Paoli, IN 47454 (812) 723-2089

Non-Public Schools

- East Salem Parochial School Grades 01-08
7125 E New Philadelphia Rd Salem, IN 47167
- Elk Creek Parochial School Grades KG-08
1824 N Leval Ratts Rd Salem, IN 47167
- Southern Hills Mennonite School Grades KG-08
4124 Hardinsburg Livonia Rd Campbellsburg, IN 47108-0000 (812) 755-5339
- Twin Oaks Amish School Grades KG-08
6438 S Rosebud Rd Salem, IN 47167-0000 (812) 755-5358

Healthcare

There are three primary health care centers in Washington County located in the communities of Campbellsburg, Pekin, and Salem.

Campbellsburg Family Health Center

112 W Oak St.
Campbellsburg, IN 47108

Pekin Community Health Center
7820 S Voyles Rd
Pekin, IN 47165
812 967-6900

St. Vincent Salem Hospital (Formerly known as Washington County Memorial Hospital)
911 North Shelby Street, Salem, IN 47167
(812) 883-5881[†]

Fire Departments

Fire protection for the county is provided by seven fire departments:

Blue River Fire Department, Inc.
8105 S Becks Mill RD Salem, IN Telephone: 812-883-1949

Gibson Township Little York Fire Department
489 N ST RD 39 Scottsburg, IN 47170 Telephone: 812-752-3444

While the fire station is located in Scottsburg, Indiana outside of Washington County the department provides services to Gibson Township and the town of Little York which are located in Washington County.

Livonia Volunteer Fire and Rescue, Inc.
120 N Church ST Campbellsburg, IN Telephone: 812-755-4605

Jackson Township Volunteer Fire Company, Inc.
4330 E. Martinsburg Fire Road Palmyra, Indiana 47164
Telephone: (812) 967-2880

While the address is located in Palmyra, which is outside of Washington County, Jackson Township Volunteer Fire Company serves the citizens of Martinsburg in Washington County.

Pierce Polk Volunteer Fire Department
132 S Third ST Pekin, IN 47165 Telephone: (812) 967-3131

Posey Township Volunteer Fire Company, Inc.
10550 S Radcliff RD Pekin, IN 47125 Telephone: (812) 472-3465

Salem Fire Department
38 Public SQ Salem, IN 47167 Telephone: (812) 883-4970

Law Enforcement

Law enforcement for Washington County is provided by the following three departments:

City of Salem Police Department
38 Public Square — Salem, Indiana 47167
Phone: (812) 883-5100

Washington County Sheriff
801 Jackson Street, Salem, IN 47167-1218
(812) 883-1882[†]

Pekin Town Marshal
75 South Mill Street, Pekin, IN 47165-7852(812) 967-3271[†]

Parks and Recreation

Natural resources have largely shaped the park landscape and prospects for recreation in Washington County.

The Jackson-Washington State Forest provides opportunities for outdoor recreation such as hiking, hunting, camping, and fishing. The Jackson-Washington State Forest encompasses 18,000 acres spanning between Jackson and Washington Counties.

The Knobstone Trail, Indiana's longest continuous hiking trail, passes through the Clark State Forest,



Knobstone Trail

Jackson-Washington State Forest and the Elk Creek Fishing area. The Elk Creek Public Fishing Area is located between Little York and Salem.

Delaney Creek Park is located north of Salem off of Indiana State Highway 135. The park which is owned and operated by the Washington Parks and Recreation Department provides opportunities for boating, hiking, fishing, and camping.

John Hay Lake is a 210 acre surface area lake located in Rush Creek Valley six miles northwest of Salem.

Lake Salinda is an 88 acre surface lake two miles south of Salem.

Salem Community Park located on the east side of Salem provides facilities for recreation ranging from ball fields and picnic areas to a skate park and merry-go-round.

DePauw Park & Riley's Place

Located inside DePauw Park west of the Salem Square, Riley's Place contains playground equipment and wooden structures for children.

Economic and Community Development Organizations

There are four economic and community development organizations located in and focused on Washington County:

Washington County Economic Growth Partnership, Inc.
1707 N Shelby Street, Suite 109
Salem, IN 47165
<http://wcegp.org/>

Washington County Community Foundation
PO Box 50
1707 North Shelby Street, Suite 100
Salem, IN 47167
812-883-7334
<http://www.wccf.biz>

Washington County Chamber of Commerce
Suite 104
201 E. Market Street
Salem, IN 47167
812-883-4303
<http://www.washingtoncountychamber.org>

Washington County Tourism Bureau
210 E. Market St., Suite 104
Salem, IN 47167
812-883-4303
<http://www.washingtoncountytourism.org>

Public Buildings and Institutions

There are four main public buildings in Washington County:

Washington County Courthouse
99 Public Square
Salem, IN 47167

Washington County Government Building (which includes the County Health Department)

806 Martinsburg Road, Salem, IN 47167-5907

Washington County Building Commissioner and Highway Department
600 Anson Street
Salem, IN 47167

Washington County Emergency Management and Sheriff's Department
801 South Jackson St.
Salem, IN 47167

Town Halls

Campbellsburg Town Hall
21 West Oak Street
Campbellsburg, IN 47108

New Pekin Town Hall
75 S. Mill St.
New Pekin, IN 47165

Salem Town Hall
201 East Market Street
Salem, IN

Churches

Places of worship are prevalent resources in Washington County. The following list of 93 churches organized alphabetically by town name was compiled based on information provided in the Yellow Pages and the Indiana Home Town Locator. It is possible that churches included on this list may no longer be in operation and that churches not included on the list may have opened in Washington County.

TABLE 5.1: WASHINGTON COUNTY CHURCHES	
Church	Town
Fort Hill Church	Becks Mill
Kansas Church	Becks Mill
Mill Creek Church	Becks Mill
Mount Tabor Church	Becks Mill
Smedley Church	Becks Mill
Emmanuel Church	Borden
Cave Town Church	Campbellsburg
First Baptist Church	Campbellsburg
Methodist Church	Campbellsburg
Sugar Creek Church	Campbellsburg
Westview Christian Church	Campbellsburg
College Hill Church	Corydon West
Fredericksburg Church of Christ	Fredericksburg
Kays Chapel	Fredericksburg
Mount Carmel Church	Fredericksburg
United Methodist Parsonage	Fredericksburg
Beech Grove Church	Georgia
Baptist Hill Church	Hardinsburg
Fellowship Baptist Church Parsonage	Hardinsburg
Hardinsburg Assembly of God	Hardinsburg
Fairview Church	Henryville
New Chapel Church	Henryville
Blue River Church	Kossuth
Blue River Quaker Church	Kossuth
Crossroads Church	Kossuth
Delaney Church	Kossuth
Franklin Church	Kossuth
West Point Church	Kossuth
Blue River Church	Laconia
Lost River Church	Livonia
Posey Church	Livonia
Mount Carmel Church	Mitchell
Mount Hebron Church	Mitchell
Borden Community Church Parsonage	Pekin
First Baptist Church of Pekin	Pekin
Free Gospel Fellowship	Pekin
Full Gospel Assembly	Pekin

TABLE 5.1: WASHINGTON COUNTY CHURCHES	
Church	Town
Martinsburg Church of Christ	Pekin
Merrill Bright Tabernacle of God	Pekin
Pekin United Methodist Church Office	Pekin
The Highway Church	Pekin
Assembly of God	Salem
Blue River Baptist Parsonage	Salem
Blue River Church	Salem
Canton Christian Church	Salem
Canton United Methodist	Salem
Christian Heritage Chapel	Salem
Christian Life Baptist Church	Salem
Church of Christ Parsonage	Salem
Church of God of Prophecy	Salem
Church of Jesus Christ of Latter Day Saints	Salem
Church of the Nazarene	Salem
Eastview Church of Christ	Salem
Enon Baptist Church	Salem
Faith Lutheran Church	Salem
Family Harvest Church	Salem
First Baptist Church of Salem	Salem
First Christian Church	Salem
Jehovah's Witnesses Kingdom Hall	Salem
Legacy Life Church	Salem
Love & Life Ministries	Salem
Mill Creek Baptist Church	Salem
Mount Pleasant Church	Salem
New Beginning Baptist Church of Salem	Salem
New Hope United Methodist Church	Salem
New Liberty Baptist Church	Salem
New Salem First Church of God	Salem
Old Blue River Friends Church	Salem
Salem Agape Ministeries	Salem
Salem Presbyterian Church	Salem
Salem Southern Baptist	Salem

TABLE 5.1: WASHINGTON COUNTY CHURCHES

Church	Town
Salem United Methodist Church	Salem
St. Patricks Catholic Church	Salem
Westside Baptist Parsonage	Salem
Westside Church of Christ	Salem
Temple Baptist Church	Scottsburg
Enon Church	Smedley
Highland Friends Church	Smedley
Mount Carmel Church	Smedley
Mount Eden Church	Smedley
Mount Zion Church	Smedley
New Zion Church	Smedley
Oak Grove Church	Smedley
Rush Creek Church	Smedley
Walnut Grove Church	Smedley
Walnut Ridge Church	Smedley
Bunker Hill Church	South Boston
Conoway Church	South Boston
Mount Bethel Church	South Boston
Mount Zion Church	South Boston
Olive Branch Church	South Boston
Faith Southern Baptist Church	Vallonia
Haleysburg Nazarene Parsonage	Vallonia

Sources

- Washington County Visitor Information
<http://www.washingtoncountyindiana.com/Additional/visitorinformation.html>
- Washington County Chamber of Commerce
<http://www.washingtoncountychamber.org/Joomla15/>
- Washington County Economic Growth Partnership, Inc.
<http://wcegp.org/>
- National Register of Historic Places

<http://nrhp.focus.nps.gov/natreghome.do?searchtype=natreghome>

- Indiana Department of Education
<http://mustang.doe.state.in.us/SEARCH/s3.cfm>
- Fire Department Directory
<http://firedepartmentdirectory.com/location/County-Fire-Departments.aspx?state=Indiana&county=Washington>
- Indiana Hometown Locator
<http://indiana.hometownlocator.com/features/cultural,class,church,scfips,18175.cfm>
- YellowBook Churches in Washington County Indiana
<http://www.yellowbook.com/yellow-pages/?what=Churches&where=Washington+County%2c+IN&page=2>

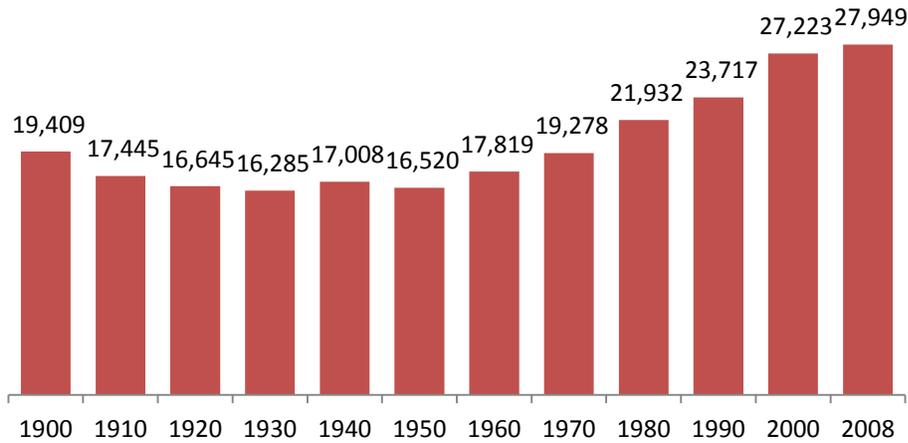
Demographic Profile

This section provides an in-depth look at the Washington County demographic makeup. Most of the demographic data available for Washington County in December 2009 is based on the U.S. Census data from 2000. The most recent survey was taken in April 2000. The Appendix includes a more detailed demographic profile of Washington County.

Population

The population in Washington County has fluctuated since 1900. As Figure 5.1 shows, the recorded population in 1930 was the low point for the past century. Since 1950, the overall population has been steadily growing and in 2008 the census was 27,949 ranking it 57th out of 92 Indiana counties, which is up from 61 in 1990. The total population for the state of Indiana in 2008 was 6,376,792 meaning that

FIGURE 5.1: Population by Decade and Current Year Estimate



Source: STATS Indiana

Washington County consisted of 0.4 percent of the statewide population. From 1990 to 2000, Washington County saw the largest percentage growth rate for a decade at 14.8 percent which ranked 19th in the state of Indiana.

Figure 5.2 illustrates the population estimate by year for Washington County from 2000 to 2008. The county as a whole saw the population decrease in a one year span twice. The 2003 and 2005 reported census showed that there were slight losses in total population, however, from 2005 to 2006 Washington County saw its largest rate of growth with .7% and the population has continued to grow since. Out of Indiana’s 92 counties, Washington County ranked 58th in the year 2000.

Age

Figure 5.3 shows age distribution estimates for both Washington County and Indiana in 2008. Washington County’s age distribution differs slightly from the state average. From the age of 25 and up, Washington

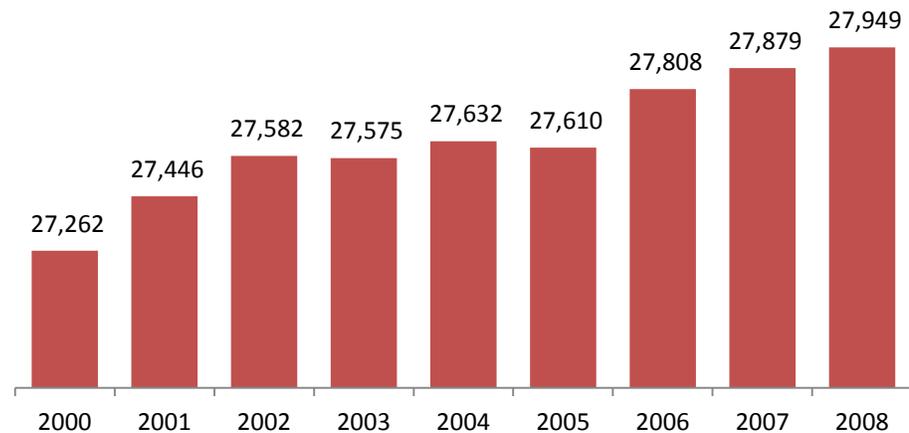
County is shown to be above the state average. For the ages of 24 and under, Washington County is mostly below the state average except for the age group of 5 to 17. Figure 5.4 shows the median projected age for Washington County. The age gap for Washington County and Indiana is shown to increase from 2010 to 2040. The gap is measured at 1.8 in 2010 and it is estimated to increase to about 3.8 years in 2040.

Educational Attainment

Total enrollment has been recorded to be steadily decreasing since the five year peak during the 2005-06 school year. School enrollment in Washington County has decreased by 3.9 percent since the 2004-05 academic year.

Washington County is slightly lower when compared to Indiana as a whole in attaining both a high school degree and a bachelor’s degree. Washington County was able to close the gap with the state average in high school graduates from 1990 to 2000. Out of the 92 counties in Indiana, Washington County ranked 81st in

FIGURE 5.2: Population Estimates by Year



Source: STATS Indiana

the percentage of those with a high school diploma in the year 2000.

Poverty

The poverty rate tracks the percentage of individuals who are below the poverty threshold. Poverty thresholds are the dollar amounts used to determine poverty status, and vary according to the size and age of family members. The same thresholds are used throughout the United States and do not vary geographically. Washington County has moved to within 1.1 percent of the state average for Indiana.

Income

Income is generally the aggregate of wages and salaries, net farm and non-farm self-employment income, interest, dividends, net rental and royalty income, Social Security and railroad retirement income, other retirement and disability income, public assistance income, unemployment compensation, Veterans Administration payments, alimony and child support, military family allotments, net winnings from

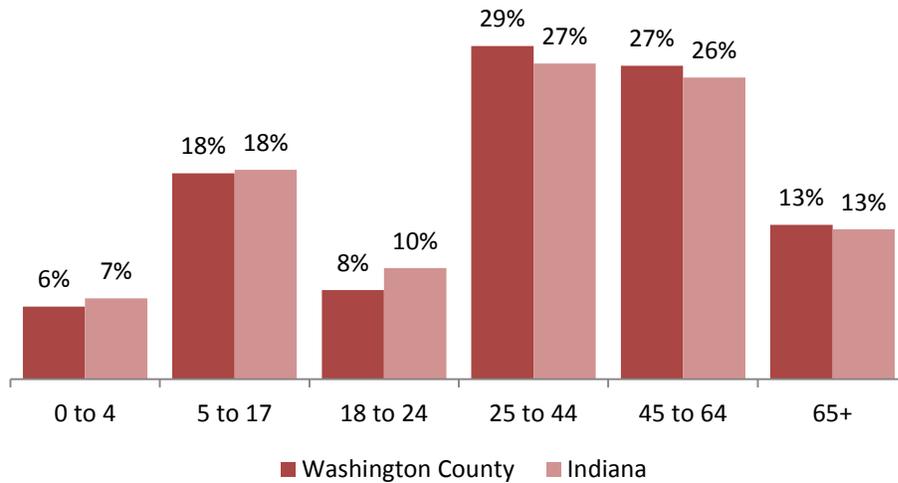
gambling, and other periodic income. The median divides the income distribution into two equal parts, one having incomes above the median and the other having incomes below the median. For households and families, the median income is based on the distribution of the total number of units, including those with no income.

The Washington County median household income increased by 23.3 percent from 1989 to 1999 which was the largest growth for the two sets of data. The median annual income for Washington County continues to lag behind the state average for Indiana, even after this increase in annual household income.

Employment

Washington County's largest industries were (1) manufacturing, (2) educational, health, and social services, and (3) retail trade. Washington County's employment by industry is not consistent with the state average in many employment categories, primarily because the county's manufacturing sector

FIGURE 5.3: Age Distribution (2008 Estimates)



Source: Indiana Business Research Center, STATS Indiana

takes up 10 percent more of its employment than the state average and 5 percent less in the educational, health, and social services sector. Washington County was ahead of the Indiana average by 3 percent for agriculture, forestry, fishing, hunting, and mining.

More recent industry data is available at the county level from the U.S. Bureau of Economic Analysis. Washington County has a higher percent of manufacturing jobs than in the state as a whole. The average earnings per job are higher in every industry for Indiana when compared to those in Washington County. Washington County has a higher average than the state of Indiana in the farm, construction, manufacturing, and government industries.

Commuting

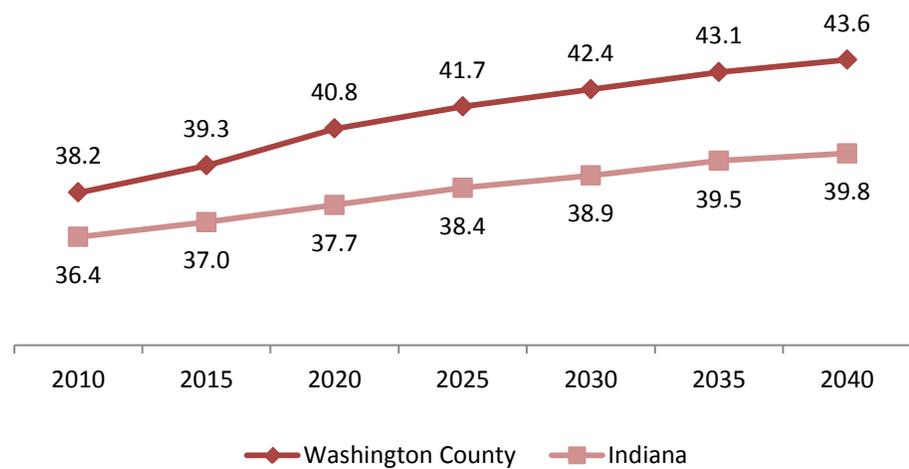
County workers are classified into two groups when discussing commuting trends: the work force and the resident labor force. The Washington County work force is defined as the number of people who work in Washington County regardless of residence – meaning that they live either in Washington County

or elsewhere. The Washington County resident labor force is the number of people who live in Washington County and work (in the county or elsewhere). If the size of the work force exceeds the size of the resident labor force, a county is a net importer of workers. Otherwise, the county is a net exporter.

Washington County is a net exporter of workers and the gap between those entering the county for work and those leaving is growing each year. In 2003, the gap was 4,831 but the gap has increased to 5,254 in 2007. The type of jobs available in Washington County and the pay associated with those jobs could be playing a major factor in the commuting trends for the county residents.

Washington County receives most of its workers from Orange, Lawrence, and Clark counties with a good number also coming from Scott and Floyd counties. Residents who commute out of Washington County most frequently head to Clark County and the nearby state of Kentucky. Floyd, Scott, and Jackson counties also receive a large portion of workers from

FIGURE 5.4: Median Projected Age



Source: Indiana Business Research Center, STATS Indiana

Washington County.

Housing

In 2000, Washington County had 10,658 housing units which was an occupied rate of 88.3 percent. This rate was less than 1 percent below the state average of 88.7 percent. About 77 percent of housing was owner occupied which was 5 points ahead of the Indiana average of 72 percent. Washington County's renter occupied rate was about 23 percent which is lower than the Indiana average of 28 percent. Both the Indiana and Washington County vacant units rate were about 11 percent.

The largest increase in median home values was between 1990 and 2000 for Washington County. This period saw a 94 percent increase in median home values. The values for Washington County continue to lag behind those for the state of Indiana. Estimates released for 2008 by the U.S. Census reveal that Washington County has significantly lower median home values than the state, which is in large part due

to the fact that Indiana saw a 30 percent increase in median home values.

American Recovery and Reinvestment Act (ARRA) Funding

Recovery.org tracks money spent by government agencies through money allocated in the American Recovery and Reinvestment Act (ARRA), the federal economic stimulus bill passed in 2008. According to the website, there were 11 projects funded by the ARRA in Washington County valued at almost \$5 million as of December 2009. These projects are primarily categorized as local transportation enhancement, which is being completed by the Indiana Department of Transportation, and educational enhancement, which is being overseen by the Indiana Department of Education.

The funds allocated to Washington County account for less than .01 percent of the more than \$2.3 billion given to 1,240 projects throughout Indiana as of December 2009. The majority of ARRA money allocated to Indiana is being used for projects in Marion County

and surrounding areas.

Index of Relative Rurality (IRR)

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

The most recent figures, released in 2000 and analyzed by the Indiana Business Research Center (IBRC), show Washington County to have an IRR score of .533, ranking it 19th in Indiana. Counties surrounding Washington tended to be less rural, except for Harrison and Crawford counties. Crawford county is listed to have the highest IRR score in Indiana. The other six surrounding counties had lower IRR scores, meaning that Washington County is one of the area's most rural counties.

CHAPTER 6

LAND USE



Key Points

- ☑ **The county's rural heritage is still intact and most land is not intensely developed.**
- ☑ **One factor in why the county is relatively undeveloped is its rough terrain, which includes ridges, sinkholes, floodplains and other limitations to land use. Because of these conditions, care must be given to development of the land.**

Land Use Trends

Washington County is relatively big, with 514 square miles of land, but it is not densely populated. The county has 54 people per square mile, compared to the Indiana average of 179.

For a look at how the county's land is being used, note the land cover map on the last pages of this section, which shows land cover in 2001. The various shades of green represent types of forest, grassland or pasture. The light brown represents cultivated crops.

It is clear that the county's rural heritage is still intact, and that most land is not intensely developed, which is depicted by the scarcity of orange, brown or red on the map.

This map, and most others used in this chapter, are from Local Decision Maker, a website at www.idm.agriculture.purdue.edu dedicated to assisting Indiana communities with planning.

Agriculture remains important in Washington County. The number of local farms has dropped, but the amount of cropland has increased. As a point of reference, according to the 2007 USDA Census, there were 893 farms containing 199,942 acres in Washington County.

Except for the cluster of higher density development around Salem, there is no clear pattern to local land use, especially in regards to the mix of commercial and residential properties.

For example, the photo below shows three types of land uses all visible from one corner in Washington County.



Three types of land uses all visible from one corner in Washington County.

A local business is in the right of the photo, while across the street there's a housing subdivision. In the background agricultural land is evident from the farm silo.

Other examples of unplanned land uses can be found throughout the county. There are small commercial properties in remote areas, and scattered housing units that are not organized into neighborhoods.

While some mixing of uses is appropriate in a rural area such as Washington County, it provides little direction to those making land use decisions. For property

owners, it is also difficult to determine where to build a house or business because there's no certainty about what will be allowed next to their property in the future.

Geological Conditions

Despite its image as rural and agricultural, Washington County is not predominately flat, open land with endless opportunities for development or farming. There are many limitations to land use.

Geological factors include the leftover effects of glaciers, such as a rolling topographic countryside with moderate to steep slopes. The northern and eastern parts of the county are broken with frequent ravines. There are creeks, which flow northerly and empty into the East Fork of the White or the Muscatatuck rivers.

From the vicinity of Salem westward to the county line the land is generally level. The central and southern parts of the county are, in many places, considerably uneven, but the land is not as rough as much of the north and east.

Limestone formations underground, also known as karst topography, while prevalent in the southwest part of the county, also exist in the western half. Karst topography presents a challenge because it makes the landscape above susceptible to sinkholes, which are a public safety concern.

Karst formations resemble Swiss cheese in that they contain many holes, fissures, and pits. Also, karst areas often do not contain a great deal of soil, which helps to store and filter rainwater. Because of these physical properties, there may be very limited surface and groundwater in karst areas.

Much of the county contains a hard pan layer, known as a fragipan. A fragipan is the result of a reaction between silicate and aluminum particulates, which

forms a cement like compound. Close in texture to clay, this material presents a serious challenge for septic systems.

Map 6.2, the Septic Tank Absorption Field Suitability map, shows how little land is ideal for construction. The map shows what soil is somewhat limited for septic tanks in yellow and very limited in purple.

The community has an interest in well maintained septic systems. A malfunctioning system can contaminate groundwater that might be a source of drinking water. From homeowners, their septic system must be in good working order if they're going to sell their home.

Land Use Ratios

How much land will be needed for housing in Washington County's future? How much for commercial, recreational or agricultural uses?

The county has no system in place to determine what ratio is a good fit for the community, so local leaders cannot base their decisions on anything other than anecdotal evidence and gut instinct. An understanding of ratios can help those leaders determine what mix of land uses should be encouraged in the future.

This section starts with an examination about how land is used in the average community nationally. The information is based on a national study (not of Washington County) done in 1955 and 1992. Local information would be more useful, of course, but the historical data is not available.

Land use ratios are calculated as a percentage of the developed land within a community, so they do not include vacant or agricultural land. Since land use categories may differ by community, the data were consolidated into four overall categories: residential, commercial, industrial and public. Public lands include three subcategories; parks & recreation, institutional and transportation & utilities.

Since the first national study was done in 1955, residential land has always been the biggest category, growing to 52 percent of all developed land in small towns in 1992. Of residential land, an average of 73 percent was single-family, 14 percent multi-family and 3 percent mobile homes.

increased slightly between 1955 and 1992, from 10 percent to about 13 percent.

Transportation and utilities, including streets and rights-of-way, consistently covered the second highest amount of land in a community.

TABLE 6.1: HOW LAND-USE RATIOS CHANGED IN SMALL CITIES

Year of Survey	Residential (single-family)	Commercial	Industrial	Public	Institutional	Parks
1992	52% (41%)	10%	7%	31%	NA	NA
1983	48%	7%	8%	37%	13%	5%
1955	42 (36) %	2%	8%	48%	11%	4%

Nationally, commercial property, which includes office and retail, has consumed an increasing amount of land, growing from about 3 percent in 1955 to about 10 percent in 1992. The biggest factor in that increase is the inclusion of parking in commercial property, which often has more parking spaces (and consumes more land) than required by local government.

Overall, industrial land use peaked in the late 1970s and then began to decline. In small cities and suburban areas, industrial land use has remained steady at 7.5 percent since 1955.

The rule of thumb for public land, which includes parks, is one acre of land per 1,000 residents. However, many communities fall short, partly because of the availability of school properties, private open space in neighborhoods, etc. Many small communities have less than 5 percent park land.

The amount of land occupied by institutional uses

In fact, the amount of land for roads increases as single-family units increase. Many communities do not measure the amount of land consumed by this category.

Caution: No community should rely solely on national averages to chart its future land use ratios; the following table is included only as an example. Every community has different factors impacting its land use distribution.

Local Variables for Land Use Planning

One key variable when making countywide land use decisions is the amount of land that is actually under the county's control. The eight incorporated communities in the county – Salem, New Pekin, Campbellsburg, Fredericksburg, Hardinsburg, Little York, Livonia, and Saltillo - would not have to automatically adopt any new regulations launched by the county.

Salem also controls planning in the two-mile fringe around its city limits. Because the Salem area is also the population center and economic engine of the county, it is worth taking a closer look at their recently completed comprehensive plan, including the Salem Future Land Use Map, or Map 6.3.

Note that the city has dedicated a lot of land for light and heavy manufacturing business (shown in light and dark purple) within its planning jurisdiction. The city has also indicated land for large-scale retail uses (shown in red). These designations make sense because the Salem area has the infrastructure (sewer, water, roads, etc.) that are likely to attract these types of development.

In other words, Salem is likely to absorb most of the commercial and industrial development in Washington County during the 20-year lifetime of this plan. For housing in the 2-mile fringe, the city plans for less intense development called "rural residential" (shown in brown).

Given these factors and the projections for modest growth, land use planning in Washington County is more about establishing predictable and compatible types of uses than it is preparing for widespread growth. But even with a relatively slow growth rate, there needs to be a clear plan that lets everyone know the preferred area for a variety of land uses.

Development of a Future Land Use Map

County commissioners, county council and plan commission members, developers and others can use the future land use map to see the community's expectations of what Washington County will look like in the future.

The land use map is general in nature, and the categories are broadly defined. The steering committee which created this plan wanted to keep the uses flexible in order to adapt to changing conditions.

To develop the future land use map, the steering committee started by examining local issues – such as farmland preservation and natural resource protection – and worked on projecting those issues into land use zones.

Future Land Use Map Categories

A series of zoning districts have been proposed to implement the land use recommendations within this plan. These categories match those given in the legend of the future land use map, or Map 6.4. These districts are in the table on the following page.

TABLE 6.2: FUTURE LAND USE MAP CATEGORIES

District	Description
Prime Agricultural	This district is intended for the most rural, most agricultural portions of the county where farming is the dominant land use and infrastructure is limited. It preserves highest quality farmland and subdivision of land is discouraged.
Agricultural	This district is intended for rural areas where, due to topography, crop production is mixed with estate residences, rural home sites, stables, etc. Emphasis is still on agriculture, but with smaller lot sizes allowed. Residential subdivisions are discouraged. Confined Animal Feeding Operations would be a special use.
Sensitive Area Overlay Zone	This district applies to sensitive lands in the county where development is to be discouraged to allow for preservation of steep slopes, karst topography, watershed protection, etc.
Rural Residential	These are areas that are not well suited for agriculture and have reasonable access to higher functioning roads, utilities, etc. This district is a way to absorb demand for rural housing on properties that would not overly disrupt agricultural operations. Higher density housing is allowed where water and sewer utilities are provided. Lower density is required otherwise.
Industrial	The purpose of this category is to provide for a range of industrial uses that are appropriate for existing nearby uses and infrastructure. Most industrial growth is planned for Salem’s two-mile fringe.
Protected Park Land	This category includes green spaces such as are found in parks.
Commercial	The purpose of this land use category is to provide commercial retail, office and service uses that are appropriate for existing nearby uses and infrastructure. Most commercial uses will be gathered into “nodes” that serve the immediate neighborhood. Large-scale commercial operations are planned for Salem’s two-mile fringe.

Setting Priorities

During the planning process steering committee members were asked what local issues they want the comprehensive plan to address. The following items were the most mentioned.

Concentrated Animal Feeding Operations (CAFOs)

A representative from the Indiana State Department of Agriculture spoke to the committee about possible ordinances for agricultural zoning, including CAFOs.

Generally, local government has broad authority over where an activity such as a CAFO can take place but limited authority on how it operates.

Proposals for agricultural land use zoning can be found in the Implementation Plan of this report. All of the information about this type of zoning prepared by the state's Indiana Land Resources Council can be found at their website: www.in.gov/isda/2545.htm.

Natural Resource Protection

The committee has said it wants to protect Washington County's most environmentally sensitive land, including steep slopes, rivers, lakes and karst topography.

Many Indiana communities use an overlay zone or district as an additional layer of regulation in areas that are particularly sensitive. For example, they may have a wellhead protection district to insure that the local water source is not contaminated. Proposals for overlay districts can be found in the Implementation Plan of this report.

Subdivision Control

Many committee members said that a lack of regulations have left Washington County with poorly designed subdivisions haphazardly scattered around the community.

Subdivision control ordinances guide the division of land for new growth. These include the fundamentals of good urban planning including right-of-ways, sidewalks, connectivity to other roads and many other issues.

Washington County, like much of the rest of the country in 2010, is not in a growth cycle. However, in keeping with its goal of raising the community's image, the steering committee expressed interest in learning about more options and tools, particularly new trends such as conservation subdivisions.

A conservation or cluster subdivision generally sites single-family homes on smaller parcels of land, while the additional land that would have been allocated to individual lots is converted to common open space for the subdivision residents. Typically, development standards, including road frontage, lot size, setbacks, etc., are changed to allow the developer to better preserve the desirable open space.

The illustrations on the next page, from the State of Wisconsin's Model Conservation Subdivision Ordinance, show a traditional subdivision on the left, and a conservation model on the right. As with the zoning changes, no decisions are finalized in this comprehensive plan.

Advocates list the following advantages of conservation subdivisions:

- Saves money: Preserves land at no cost to your community.
- Preserves 50% to 70% or more of the buildable land (in addition to unbuildable wetlands, steep slopes and floodplains).
- Is fair to developers and landowners:
 - Same number of home sites as conventional subdivision development;



Traditional Subdivision



Conservation Subdivision

- Proven more profitable, faster selling and less costly.

- Protects water quality. Reduces storm water run-off and treatment costs. Preserves groundwater.
- Reduces NIMBY (Not in my backyard!) complaints from current residents.
- Reduces costs: Municipal service costs are cheaper when homes are not widely scattered.
- Preserves local tourism and agricultural economies.

Proposals for conservation subdivisions and other regulations can be found in the Implementation Plan of this report.

Working with Incorporated Communities

Washington County's comprehensive plan – and any regulations the county later enacts – will not apply to the many incorporated communities, including Salem, New Pekin and Campbellsburg.

The county will control a lot of acres, but not necessarily a lot of areas with the most development or highest rates of growth. For that reason, it is vital for county leaders to work with these communities on a shared vision of the future.

One option is a series of meetings with leaders of the incorporated communities to explain the goals of the planning efforts. In the future, the county might also approach these communities about forming an area plan commission, with a shared set of regulations.

Information about forming an area plan commission can be found in the Implementation Plan.

Capital Improvement Planning

Because Washington County has limited resources but a never-ending list of demands, it is vital that community leaders prioritize projects.

A capital improvement plan can serve as a guide to future infrastructure and other projects. While this document does not include a capital improvement plan, the goals and strategies laid out in the Implementation Plan are the first steps toward a shared work schedule for the future. More information on capital improvement planning can be found in the project sheet in the Appendix.

Enforcement

Adopting a comprehensive plan is a community's first step toward determining how its land will be used in

the future. Creating zoning and other regulations is the second step.

However, many Indiana communities have completed both these steps and still complain that its planning goals are not being met. Why? Lack of enforcement is the most common reason given.

Lack of enforcement can take place at many levels. For instance:

- Staff is inadequately trained to explain or enforce the regulations with developers.
- Staff enforces the regulations but gets overturned by elected officials.
- The plan commission or county commission grants exemptions that are not in line with its stated goals and rules.
- The board of zoning appeals routinely grants exemptions, giving as a reason hardship to the developers.

There is no quick fix for poor enforcement, particularly when it results from a lack of willpower among elected or appointed officials. Putting aside the political pressures officials face, the most common methods of increasing enforcement is hiring trained staff and using the comprehensive plan as an educational tool, showing the public (and the officials) how planning is needed to achieve the community's goals.

Moving from the Comprehensive Plan to Zoning

The comprehensive plan is only the first step in formal planning for Washington County. The next logical step – if community leaders decide to pursue it – is instituting planning and zoning regulations.

If the community stops with the comprehensive plan, it will have a general guideline for land use decisions in

the future. If the community takes the next step, then planning and zoning would turn those guidelines into regulations enforceable as law.

How should a community with no history of land use planning move from the comprehensive plan to planning and zoning? It is usually done in a separate process that begins immediately after finishing the comprehensive plan.

In some cases, the plan commission undertakes the project, doing their own research and borrowing regulations from similar communities. Other communities hire consultants to guide them through the process and draft the ordinances. Because their budget is so tight, Washington County leaders might want to do most of the work themselves and then have the final product reviewed by outside experts.

Fortunately, much of the preparation work needed for regulations was completed during this planning process. Whoever undertakes the next step should start with a thorough review of this comprehensive plan, which details the community's land use goals and provides strategies for achieving them (including suggestions for regulations).

The following section is particularly important because it summarizes the general views of the steering committee which created this document. Their concerns centered on four priority categories: agriculture, residential, industrial and natural resources.

Agriculture

The topography of Washington County poses many challenges for agricultural industries. Members of the steering committee suggested creating different classifications of agriculture with different requirements that address limitations of use.

The main goal is to minimize the environmental impact

in sensitive areas without constricting all use. An example of how classes could be outlined is as follows:

- Class A = Productive cultivated with no limitations.
- Class B = Prime forest.
- Class C = Ag area with limitations (wetlands, karsts, slopes, etc.).
- Class D = Fringe agriculture around towns and subdivisions.

The committee feels that pasture and forest acreage are equally important as bare crop acres in supporting the economic structure in the county.

During the next stage of planning, these suggested classes should be further defined and split among the identified prime and regular agricultural land categories identified in the future land use map.

Organizations such as the Natural Resources Conservation Service (NRCS) and the Soil and Water Conservation District (SWCD) suggest practices that could serve as regulatory guidelines.

Many issues associated with confined animal feeding operations are addressed by the Indiana Department of Environmental Management's (IDEM) permit process;



Agricultural Property

however, most Washington County operations fall below the head count threshold needed to trigger state regulations. This leaves most operations unregulated unless there is a water quality violation.

The committee recognized the need for some form of regulation to ensure the quality and safety of the land and resources when locating new confined feeding operations.

The committee suggests that future confined feeding operations located in environmentally sensitive areas (as identified on the Future Land Use Map) be regulated to ensure that they do not damage water sources, karst topography or other natural resources.

Residential

Several issues were raised about residential growth. While the committee generally favors conservation subdivisions, they do have concerns about the locations of these subdivisions in regard to town sewer availability and compatibility with traffic flow.

Concerns were also raised about mobile homes and trailer parks, which in some cases were identified as run-down or posing septic problems. Mobile homes and trailer parks provide much-needed affordable housing for low-income residents. However the health, safety and property values of neighbors must also be considered when allowing the location of mobile homes.

As shown on the map on p. 22, residential growth in the county has not followed an orderly pattern. When housing – or manufacturing or retail growth – is allowed to occur without any direction, it can create burdens for the community including traffic congestion and the increased public cost of maintaining roads and other infrastructure in previously non-residential areas. By planning to direct future housing to specific areas best suited for it, a community can maximize public money

spent on growth.

Industrial

The committee stated that industrial development should stay near existing infrastructure such as roads, rails and utilities to avoid huge extensions or capital outlays. The exception is communities with cabinet factories and pallet mills and for farmers creating a second income on their farm.

It was also suggested that retail development be concentrated nearby (maybe within walking distance) of population growth centers.



Livestock Operation

Natural Resources

Sensitive areas that need attention in the county include karst terrain, floodplains and watersheds. These areas need to be identified and treated recognizing the limitations of their use.

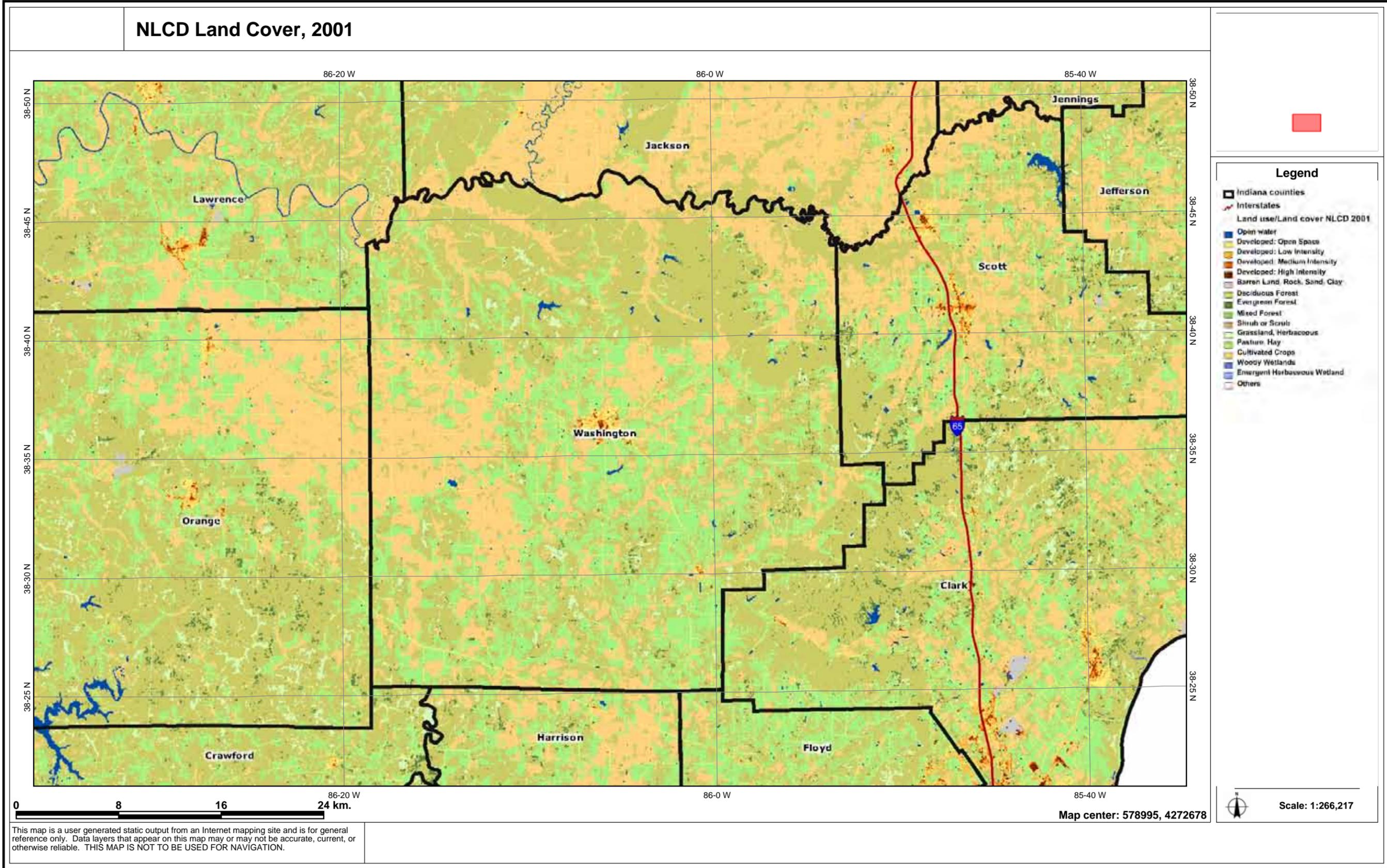
Even though some of these environmental conditions exist within agricultural areas, they may not be suitable for all agriculture practices. Local leaders should work with the NRCS, SWCD, extension office and others to develop and implement practices and standards that minimize environmental impact.

For conservancy districts, the county should work with Salem officials as they are looking into the feasibility of building ponds to prevent flooding. Their

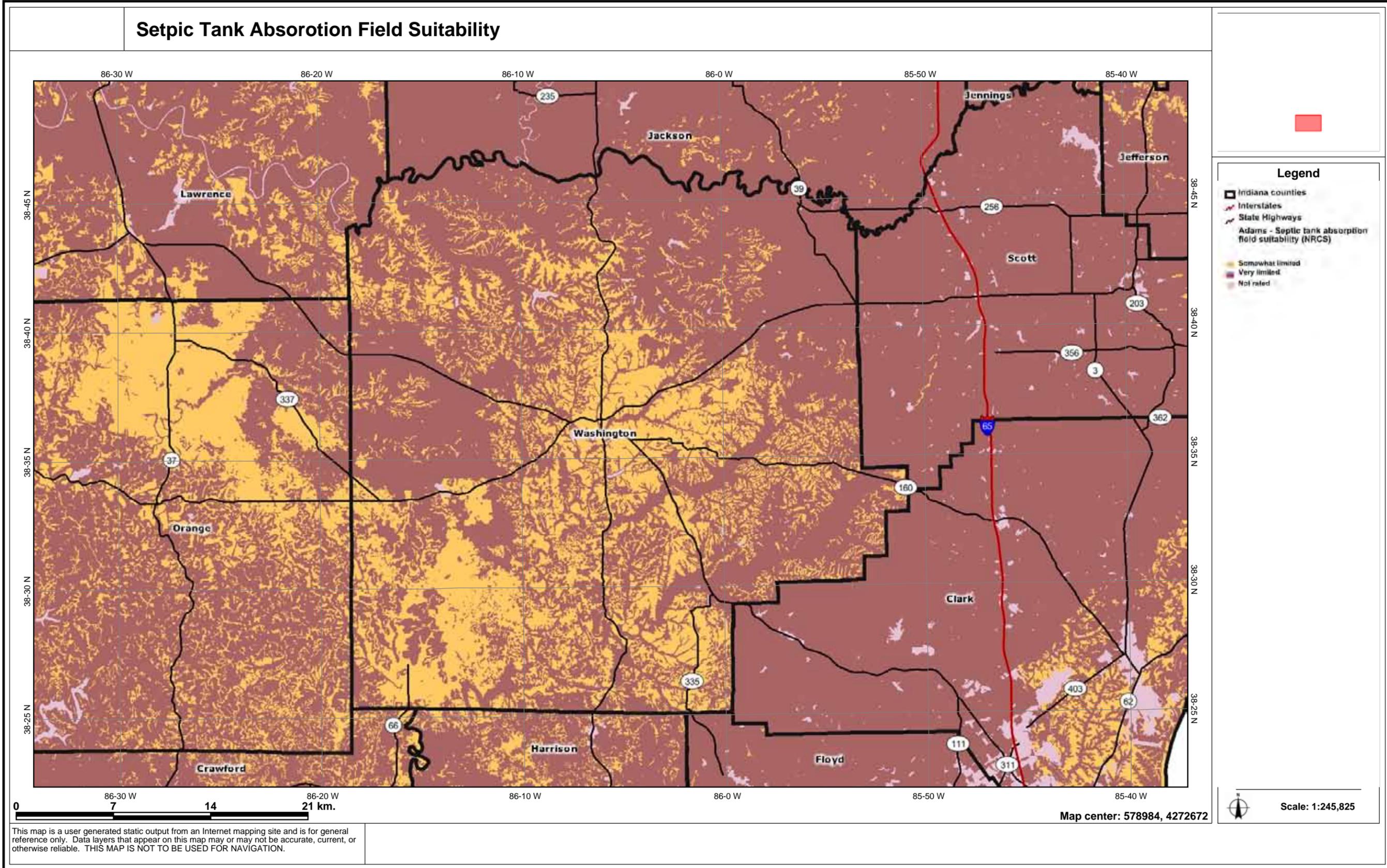
comprehensive plan states:

“Parks and Conservancy districts have a unique factor in our county’s appearance and fiscal responsibilities. The asset of public safety and public use is a very underestimated asset to this county and has been neglected in several areas. The Watershed conservancies (Elk Creek, Delaney Creek, Twin Rush and Muddy Fork) are taxing units of government but have limited powers in development within those watersheds. They maintain and inspect structures with which they have control of costs and budgeting, but they have little control in construction of houses and businesses in the floodplains below dams.”

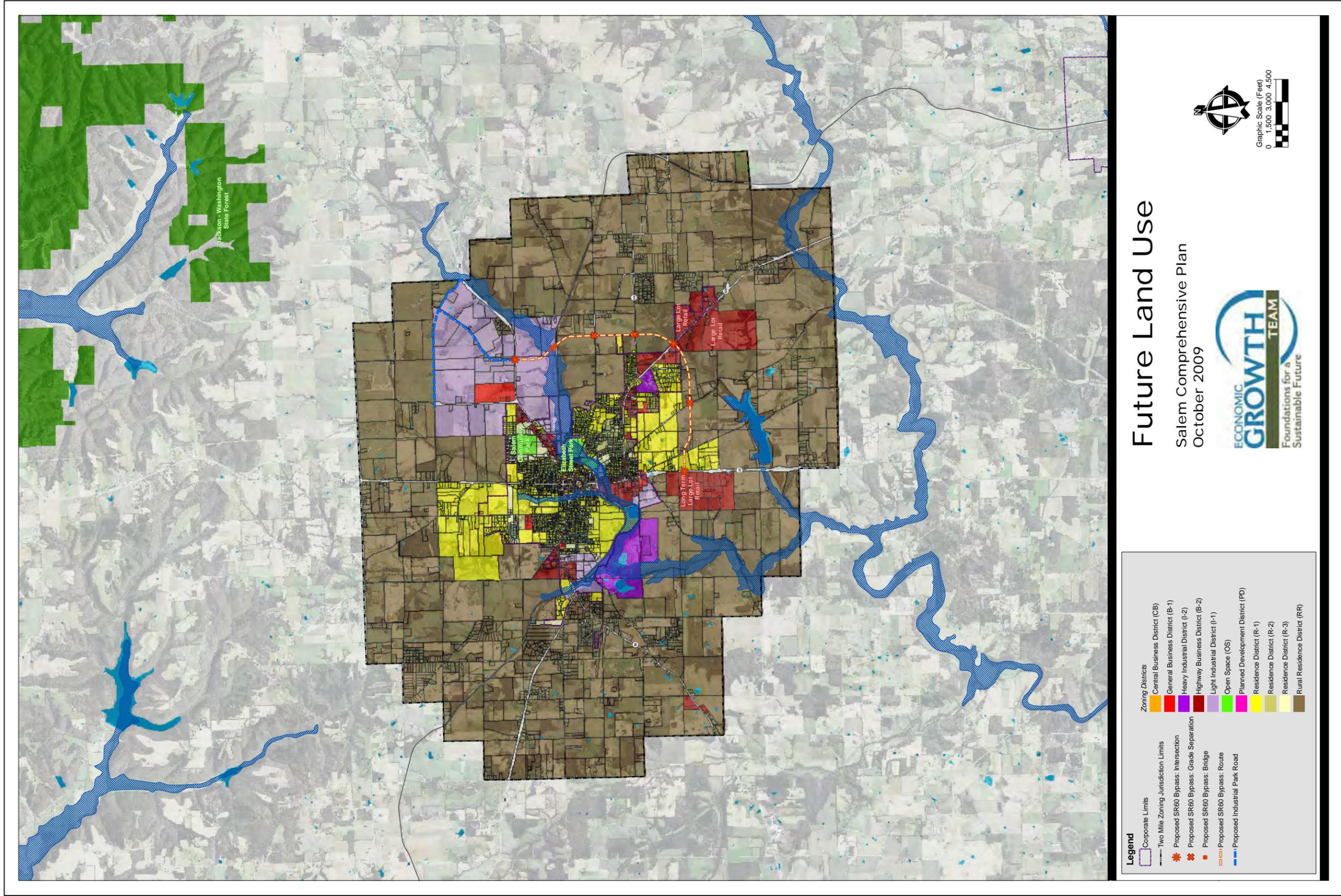
“John Hay Lake is part of the Twin Rush conservancy district and has a operating agreement with the city of Salem for water. This unique entity has many heads and directions which impact public health and economic development in our area. The structure is well maintained but has little to no long range plan in upper watershed management to lake body. The upper watershed is mainly pasture, forest and a lower percentage of cultivated crops.”



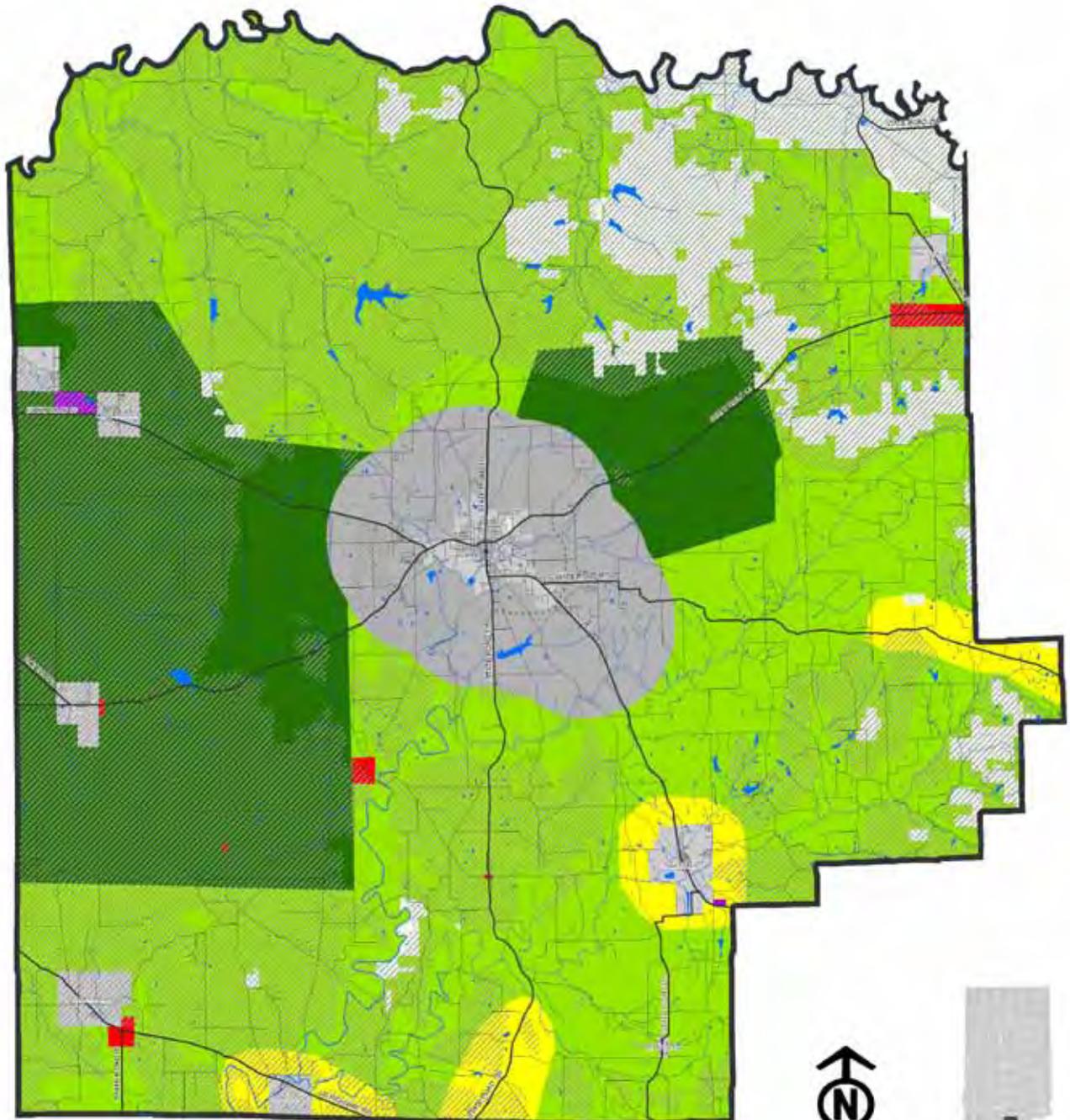
Map 6.1: NLCD Land Cover, 2001



Map 6.2: Septic Tank Absorption Suitability

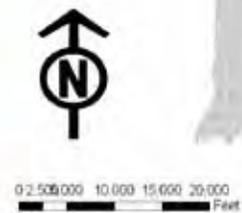


Map 6.3: Salem Future Land Use



- Future Land Use**
- Sensitive Areas (karst, floodplain, heavy tree canopy, steep slope)
 - Excluded Area (Corporate Boundary)
 - Excluded Area (Salmon 2 mi buffer)
 - Commercial
 - Industrial
 - Protected Park Land
 - Rural Residential
 - Presrve Agricultural
 - Agricultural

Washington County, IN Future Land Use Map



This map does not represent a legal document,
it is intended to serve as an aid in graphic representation only.
Map Revision Date 9/08/10
Source: IndianaMap & Local Decision Maker

Map 6.4: Washington County Future Land Use

CHAPTER 7

ECONOMIC DEVELOPMENT



Key Points

- ☑ While manufacturing is the leading economic driver in Washington County, agriculture is also a large contributor.
- ☑ Washington County lags far behind the state in educational attainment and per capita income.
- ☑ The county’s economic development is mostly overseen by the Washington County Economic Growth Partnership.

Local Economic Base and Labor Force

Washington County’s largest economic sector is manufacturing. In 2008, manufacturing jobs accounted for over 27 percent of county-wide employment, according to the Bureau of Labor Statistics. The county’s manufacturing sector provides some of the highest-paying jobs locally and accounted for 28 percent of total county earnings in 2007. However, at an average annual wage of \$44,572, Washington County’s manufacturing jobs pay far less than the state average, which is over \$70,000.

Unstable national or regional economies are often unkind to areas that depend heavily upon manufacturing. This has been the case with Washington County. Between 2004 and 2008, the county lost 413, or 20.3 percent, of its manufacturing jobs, according to the Indiana Department of Workforce Development (DWD). This accounted for the majority of all jobs lost during this time period. Only the construction sector, which lost 100 jobs between 2004 and 2008, came close.

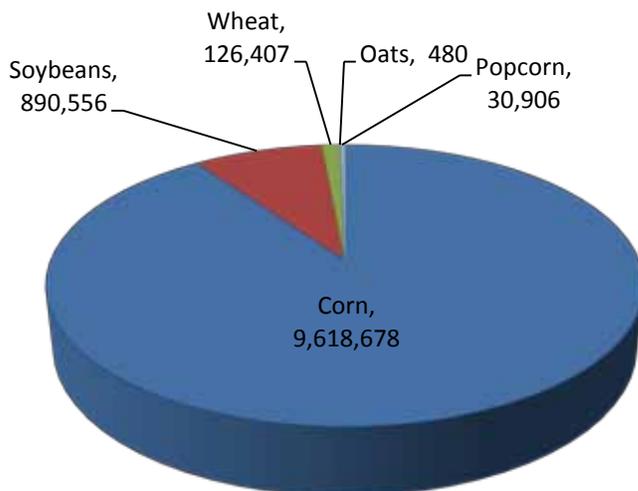
Washington County also relies on retail trade, construction, and health care for a large portion of its job base. However, the

DWD reports that each of these industries is on the decline in the county and has a lower average salary than the state’s. Data also shows that just four percent of the county’s population is employed in high paying knowledge-based jobs. These are most frequently found in the information industry or the professional and technical services sector.

Agriculture in the Economy

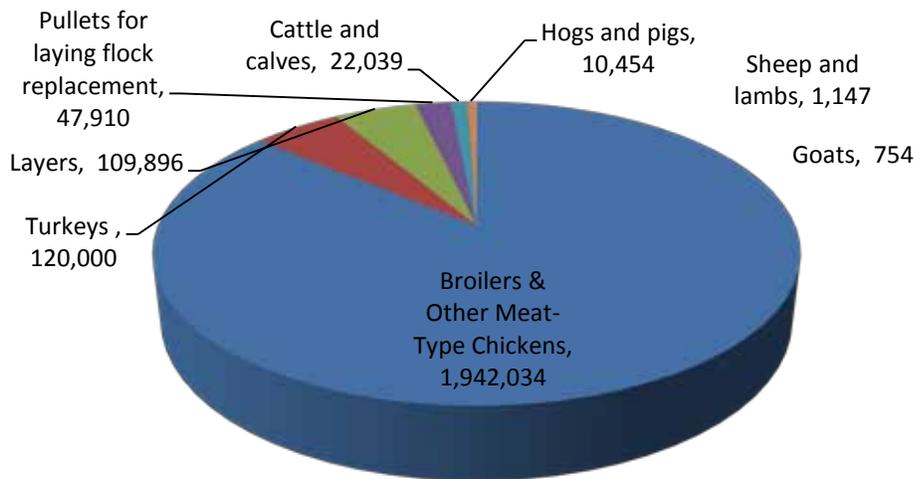
While manufacturing is the leading economic driver in Washington County, agriculture is also a large contributor. The county has 893 farms containing over 199,942 acres. Figure 7.1 shows output:

FIGURE 7.1: Number of Bushels Produced in Washington County



Source: Indiana State Department of Agriculture; Census 2007; USDA
Data for apples, sweet corn, and tomatoes not available.

FIGURE 7.2: Number of Livestock Raised in Washington County



*Source: Indiana State Department of Agriculture; Census 2007; USDA
Data for dairy products and specialty animals not available.*

As you can see from Figure 7.1, corn is clearly the most produced crop in Washington County. According to the USDA, sales in the county totaled \$31,020,000 in 2007. The second largest crop, soybeans, brought in \$8,742,000.

Broilers and other meat-type chickens is the leading livestock category raised in Washington County. The USDA reported that the county's poultry industry alone generated \$29,491,000 in the county in 2007. The value of sales in 2007 is listed below for the selected commodity groups:

- Cattle and calves (\$7,686,000)
- Hogs and pigs (\$1,990,000)
- Sheep, goats and their products (\$92,000)

Per the 2007 Agricultural Census, sales from the top crops and top livestock amounted to over \$69,000,000 in Washington County. Agriculture also accounts for over 27 percent of the major employers' work base and

40 percent of the largest employers are in agricultural production.

The county is sixth in the state for wood manufacturing, eleventh for furniture manufacturing, and is seventh for livestock sales, according to the Indiana State Department of Agriculture.

Numbers for the livestock shown in Figure 7.2 come from the Indiana State Department of Agriculture and were released in 2007. It is recognized that these numbers probably do not reflect the actual numbers for livestock today and will most likely change when the state updates its agriculture census in 2012.

Other indicators of the county's economic strength can be found in the following tables:

TABLE 7.1: POPULATION TRENDS			
Year	Population	Rank in State	Percent of State
1990	23,717	61	0.43%
2009	27,729	56	0.43%
Growth Rate	17%	Indiana: 16%	

Table 7.1 shows that Washington County’s population has grown faster than the state’s since 1990. Population growth is a good indicator, but it is important to recognize that Washington County’s population is significantly older than elsewhere in Indiana, which presents challenges for the future. Currently, young adults (ages 18 to 24) comprise a much smaller percentage of the population in Washington County than in the state as a whole. Recent population projections from the Indiana Business Research Center estimate that Washington County’s median age will increase from two years older than the state average in 2010 to nearly four years older than the state average in 2040. This data is an indicator of the need for more young families in the area.

TABLE 7.2: ADULT EDUCATIONAL ATTAINMENT RATES, 2008		
Degree	Washington County	Indiana
High School diploma or higher	79.8%	85.7%
B.A. or higher degree	9.9%	22.3%

As shown in Table 7.2, Washington County lags far behind the state in educational attainment, particularly in the area of residents who hold bachelor’s degrees or higher. As the state and national economies become increasingly knowledge-based, it is important that local economies have an educated workforce to remain competitive.

TABLE 7.3: INCOME, 2008			
Income Category	Washington	County Rank	State Average
Per Capita Personal Income (annual)	\$28,496	77	\$34,543
Median Household Income	\$42,017	75	\$48,010

Income levels in Washington County are below the state average. Per capita personal income and median household income are ranked in the bottom twenty statewide. This is particularly troubling because Indiana's income is below the national average.

TABLE 7.4: UNEMPLOYMENT RATE, MAY 2010 (NOT SEASONALLY ADJUSTED)	
Washington County	9.4%
Indiana	9.7%

Washington County's unemployment rate reached a peak of 13.2 percent in June 2009 before beginning a steady decline to 9.4 percent in May 2010, making it nearly identical to the state's overall unemployment rate of 9.7 percent. The drop in unemployment is primarily due to discouraged job-seekers giving up their search for a job, as the size of the Washington County labor force decreased by 1,200 people between June 2009 and May 2010. As a result, the unemployment rate is not good reflection of the true number of people who are out of work in Washington County – the true figure is significantly higher.

Regional Economic Base and Labor Force

Washington County's economy is strongly linked with the regional economy. Washington County is a net exporter of workers, meaning that less workers commute in from other counties than commute out from Washington County. In 2008, roughly 6,467 members of the Washington County resident labor force commuted out of the county for work, while only 987 people who live in other counties commuted in for employment.

State government has grouped Indiana's 92 counties into regions. Washington County is in Economic Growth Region (EGR) 10 along with five others: Clark, Crawford, Floyd, Harrison, and Scott. Over 3,300 of the people who reside in Washington County but commute outside the county to work are employed in these counties. About 1,550 commute across the state border into Kentucky. Because of this, Washington County is also grouped in the Louisville Metro Area.

EGR 10 has a lower unemployment rate than the state, currently at 8.8 (May 2010) compared with a state average of 9.7. Of the 11 EGRs, it is ranked 9th-lowest.

Local Economic Development Programs, Tools and Resources

Four organizations serve the community in the area of economic development; the Washington County Economic Growth Partnership (WCEGP), the Washington County Chamber of Commerce, and the Washington County Tourism Bureau, and the Washington County Community Foundation (WCCF). The WCEGP takes the lead in industrial development. The Chamber of Commerce directs activities in regards to retail business development. The Tourism Board, as implied, leads the way in tourism development. The WCCF is a grantor of endowments.

These resources can be accessed online at:

- <http://www.wcegp.org> (Washington County Economic Growth Partnership)
- <http://www.washingtoncountychamber.org> (Washington County Chamber of Commerce)
- <http://www.washingtoncountytourism.org> (Washington County Tourism Bureau)
- <http://www.wccf.biz> (Washington County Community Foundation)

Goals and Strategies for Economic Development

The following set of vision statements and strategic goals have been set by the Washington County Economic Growth Partnership:

Vision #1: Existing businesses in Washington County have a variety of services available to them from the Partnership.

STRATEGIES:

- The Partnership will provide information and assistance on tax abatements. (Long- and Short-Term)
- The Partnership will provide information and assistance on Urban Enterprise Zone benefits to local businesses. (Long- and Short-Term)
- The Partnership will provide information for services available from local, state and federal agencies and assist where needed. (Long- and Short-Term)

Vision #2: Existing businesses have assistance from the Partnership for the expansion of their business.

STRATEGIES:

- The Partnership will provide the latest information on assistance for expansion from the Indiana Economic Development Corporation (IEDC), the Small Business Association (SBA), Federal agencies such as the United States Department of Agriculture (USDA) and the Office of Community and Rural Affairs (OCRA). (Long- and Short-Term)
- The Partnership will provide information and assistance on tax abatements for expansion. (Long- and Short-Term)

- The Partnership will provide research on available sites and buildings for the expansion of existing businesses. (Long- and Short-Term)
- The Partnership will provide information on programs for the training of employees of companies in Washington County. (Long- and Short-Term)

Vision #3: An atmosphere of entrepreneurship exists in Washington County.

STRATEGIES:

- The Partnership will provide information for starting a new business and assist in the accomplishment of the start of a new business. (Long- and Short-Term)
- The Partnership will work with County and City officials to ensure a cooperative approach for the support of new enterprises. (Long- and Short-Term)
- The Partnership will host workshops for businesses on topics that will provide information for business to become more successful and efficient. (Short-Term)
- The Partnership will develop programs where a new small business may receive aid in start up and begin with limited overhead. (Short-Term)
- The Partnership will work with the Hometown Competitiveness Program for the development of entrepreneurship. (Long- and Short-Term)
- The Partnership will encourage businesses to join the Partnership for the creation of a team atmosphere. (Long- and Short-Term)
- The Partnership will work in a supportive and co-operative relationship with the Chamber of Commerce and the Tourism Board on projects

that impact the well being of the citizens of the county. (Long- and Short-Term)

- The Partnership will work with the regional organizations, SCIED and Radius Indiana, to maximize resources for marketing.

Vision #4: Washington County and the business/industrial sites are marketed with professional materials in Indiana, the U.S.A. and overseas to entice new businesses to locate in Washington County.

STRATEGIES:

- The Partnership will have professionally produced marketing materials of Washington County. (Short-Term)
- The Partnership will participate in regional organizations that provide the marketing for Washington County. (Long- and Short-Term)
- The Partnership will participate in marketing trips to spotlight and market Washington County. (Short-Term)

Vision #5: J.F. Helsel Commerce Park is fully developed with business and industry.

STRATEGIES:

- The Partnership will have core drillings done. (Short-Term)
- The Partnership will market and advertise a “virtual building” in the Park including a virtual plan for a completed Park. (Short-Term)
- The Partnership will solicit estimates on the cost of constructing a spec building based on the “virtual building”. (Short-Term)
- The Partnership will build a “spec” building in the Park. (Long-Term)

- All infrastructure will be completed as needed. (Long-Term)

- When opportunities arise, the Partnership will explore the expansion of the Park. (Short-Term)

- The Partnership will investigate other locations for an industrial park and arrange options with landowners. (Long-Term)

Vision #6: The Partnership will become self-sufficient

STRATEGIES:

- The Partnership will apply for grants for funding. (Short-Term)
- The Partnership will utilize tax abatement fees. (Long- and Short-Term)
- The Partnership will sell land in the Commerce Park when able. (Long-Term)
- As a source of income, the Partnership will buy or construct buildings for lease to companies. (Long-Term)
- The Partnership will pursue expanded membership. (Short-Term)

Industrial Land Use

As of July 2010, the county's major employers and their approximate workforces are:

TABLE 7.5: WASHINGTON COUNTY MAJOR EMPLOYERS			
Company Name	Employees	Company Name	Employees
Flexcell d/b/a Kimball Office - Salem	350	Green Banner Publications	49
NetShape f/k/a Hawk	252	International Wood, Inc.	44
GKN Sinter Metals, Inc.	250	Saroyan Hardwoods	36
St.Vincent-Salem Hospital	220	Hoosier Precast	30
Speedflex	143	Frank Miller Lumber Company, Inc.	26
Jay C	117	Mould-Rite	25
Peerless Gear	113	Next Wave	25
Jeans Extrusions	110	Leader Publishing Company	24
The Fabri-Form Company	72	Cottongim Enterprises	24
John Jones GMC	70	Blue River Cabinetry	22
Temple & Temple	65	United Producers, Inc.	21
Eddie Gilstrap Motors, Inc.	59	Salem Hardwood Lumber Company	18
<i>Source: Washington County EGP</i>			

The local economy relies heavily on employers with more than 50 employees, with twelve businesses and nearly 2,000 employees falling into this category. Manufacturing jobs make up the bulk of these businesses, but the fourth-largest employer in the county is the St. Vincent-Salem Hospital, providing a stable base of jobs in the growing health care sector.

Available Properties

The Indiana Economic Development Corporation (IEDC) maintains a list of available industrial sites around the state that can be accessed electronically at <http://www.iedc.iupui.edu>. While no Washington County properties are actually zoned as industrial sites due to the absence of zoning in the county, the IEDC lists six buildings and sites designated for industrial use in Washington County.

TABLE 7.6: IEDC LIST OF AVAILABLE INDUSTRIAL SITES, WASHINGTON COUNTY

Name	City	Building/Site Details	Acreage	Jurisdiction	Designations
J.F. Helsel Commerce Park	Salem	Light industrial, industrial park	140	Economic Revitalization Area, Tax Increment Finance District	Site, Shovel Ready
Day Site	Salem	Light industrial, stand-alone site	229	No zoning, current use: agriculture	Site
Temple Building 2	Salem	Free-standing commercial site	10	No zoning	Building
Childcraft Warehouse	Salem	Industrial/manufacturing, in a flood plain	18	Enterprise zone, planned for manufacturing use	Building
Campbellsburg Site	Campbellsburg	Light industrial, stand-alone site	277	No zoning, current use: agriculture	Site
Koetter Property	Pekin	Light industrial, stand-alone site	20	No zoning, current use: agriculture	Site

Special Designations: Shovel Ready Sites and Certified Tech Parks

There are two special designations for industrial sites in Indiana: shovel ready sites and certified tech parks. The J.F. Helsel Commercial Park in Salem, a shovel ready site, is the only Washington County property with a special designation. There are no certified tech parks in Washington County.

Shovel ready sites are prepared for business development by communities in partnership with the IEDC to make local development more attractive for businesses. The Shovel Ready Program is a valuable economic development tool because it lowers site development costs for firms, improves the efficiency of the permitting process and enhances site marketability. The availability of site information prior to development eliminates the potential risk for investing and improving new land that can be a deterrent for business relocation or development. According to the IEDC, the program provides grants to:

- Certify sites to expedite the location and permitting processes for business development
- Help local communities identify and prepare sites for economic development

- Identify and fast track the state, federal and local permits necessary for a specific site (dependent on the end user)

The Certified Technology Park is another site designation aimed at economic development. The program's goal is to attract high-technology business in Indiana and promote opportunities for technology transfer. Further, Certified Tech Parks can recapture some state and local tax revenue for the purposes of investing it in the park's development.

More information about the Shovel Ready and Certified Tech Park programs can be accessed via the Indiana Economic Development Corporation website, www.in.gov/iedc.

There are two Tax Increment Financing districts (TIF) in Washington County. One TIF area is an approximately 1,000-acre tract which encompasses the industrial park. The second is about 3,000 acres and encompasses the area around the airport and the Salem Speedway.

CHAPTER 8

HOUSING



Key Points

- ☑ The number of housing units in Washington County increased 7% from 2000 to 2008.
- ☑ Median home values in Washington County were \$97,000 in 2008, while the Indiana median home value was \$122,800.
- ☑ The number of building permits issued decreased each year from 2004 to 2009 after reaching a peak in 2004

Residential Land Use

This section of the Comprehensive Plan documents the present need for housing, assesses the condition of the local housing stock and develops policies to address the demand for a range of housing options. The table below compares data for Washington County and Indiana on key housing indicators.

TABLE 8.1: WASHINGTON COUNTY HOUSING DATA, 2008

Characteristic	County, 2008	% of total	% change, 2000-2008	Indiana, 2008	% of total	% change, 2000-2008
Current population (2009)	27,729	-	-	-	-	-
Projected population, 2020	30,015	-	-	-	-	-
Total housing units	11,968	100%	6.9%	2,776,916	100%	9.7%
Occupied housing	10,568	88.3%	3.0%	2,463,700	88.7%	5.5%
Owner-occupied	8,166	77.3%	-1.9%	1,772,901	72.0%	6.2%
Renter-occupied	2,402	22.7%	23.8%	690,799	28.0%	3.5%
Vacant housing units	1,400	11.7%	51.0%	313,216	11.3%	59.8%
Median home value	\$97,900	-	26.3%	\$122,800	-	30.2%

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

Inventory and Assessment – Single Family

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

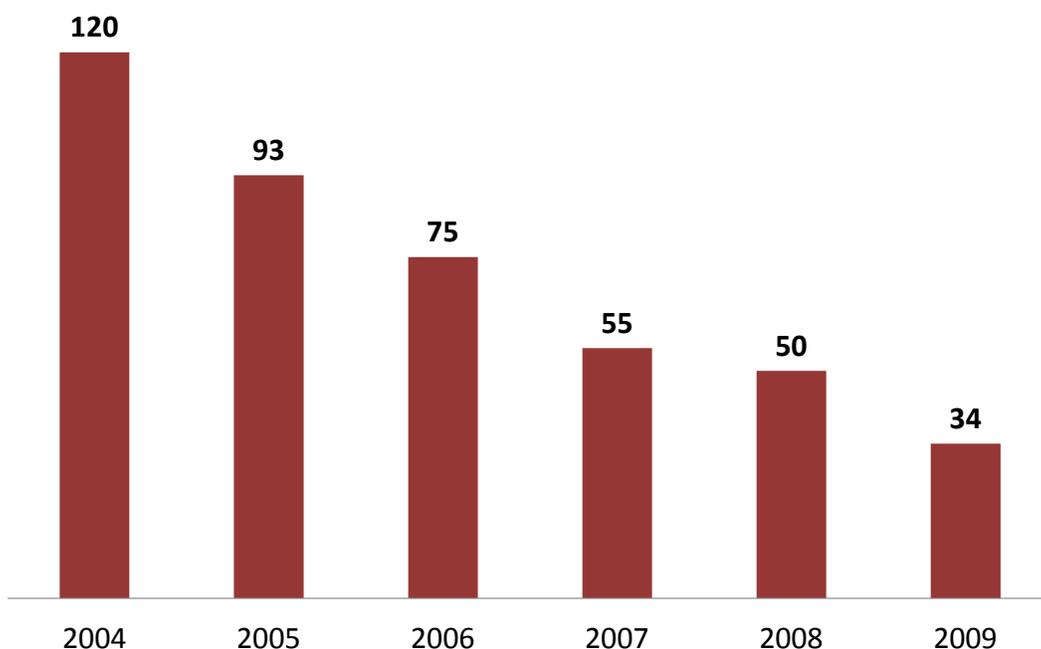
- The number of housing units in Washington County increased 7% from 2000 to 2008, compared with an increase of 10% in the state as a whole.
- Median home values in Washington County were \$97,000 in 2008, while the Indiana median home value was \$122,800. Median values in Washington County increased 26% between 2000 and 2008, a slightly lower increase than the state average of 30%.
- Between 2000 and 2009, Washington County's population increased 1.7%. The state as a whole grew at a much faster rate of 5.4%.

- Washington County's population is projected to grow by 8.2%, nearly 2,300 people, by 2020. However, it is likely that this projection is inflated, as indicated by slower-than-anticipated growth over the last three years.

Building permit figures are good indicators of housing growth. Permit issuance was slow in the 1990s, but there were a high number of permits issued between 2000 and 2006. This was likely the result of developers recognizing the need for more single family housing after the home-owner vacancy rate fell to 1.7% in 2000.

The chart on the previous page shows that the number of building permits issued decreased each year from 2004 to 2009 after reaching a peak in 2004. One local real estate professional noted that the high level of permit activity from 2004-2006 may be the result of subdivisions built in Salem that added many new homes.

FIGURE 8.1: Building Permits Issued, 2004-2009



Inventory and Assessment – Apartments and Rentals

In 2008, about 23 percent of Washington County's occupied units were rentals, compared with 28 percent for Indiana as a whole. In the past, Washington County has been less reliant on rentals than the state as a whole. However, data indicates that rental housing trends are changing for both Washington County and Indiana.

On average, Indiana counties have become less reliant on rentals since 2000, but the opposite is true for Washington County. Between 2000 and 2008, the number of rentals as a percent of occupied housing units in Washington County increased from 18.9% to 22.7%. In Indiana, the number of rental units as a percent of occupied housing dropped from 28.6% to 28%.

Realtor Perspectives

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



Single family home converted into rental housing

Anticipated Future Growth

There was a general consensus on anticipated future growth in Washington County. Most development is expected to occur along the Indiana Highway 60

corridor in the southeast portion of the county on available land near Salem and New Pekin.

The possibility for growth also exists along U.S. Highway 150, which has a short stretch in the southwestern part of Washington County, near Fredericksburg. Growth along this corridor would be unlikely, given the low existing population density in that part of the county, but U.S. Highway 150 does provide a direct route to the Louisville metro area.

Redevelopment

In addition to being highlighted as a potential growth area, the Fredericksburg area was also mentioned as a possible location for redevelopment. One real estate agent noted that growth in the area was stunted after local business properties in a flood plain were purchased by the federal government. Redevelopment outside the flood plain could be a viable development strategy given the access to Louisville provided by nearby U.S. Highway 150.

Other than the Fredericksburg area, realtors were reluctant to identify any concentrated area as in need of redevelopment, though neighborhoods surrounding downtown Salem were mentioned as possibilities.

Housing Alternatives

Washington County's population continues to mirror the state by demonstrating a clear consumer preference for detached single family housing. The percent of occupants who choose this type of housing is 68.2% (the state average is 63.8%). Just over 20% of Washington County's housing units are renter-occupied. However, it appears that more and more Washington County residents are beginning to rent their housing units, as demonstrated by the 23.8% increase in rental units from 2000 to 2008.

The percent of vacant housing units increased from 8.3% in 2000 to 11.7% in 2008, slightly higher than the state average of 11.3%. Most vacant units in Washington County are rental units, but the homeowner vacancy rate is also on the rise, having doubled locally between 2000 and 2008.

Subsidized Housing

The availability of rental housing for low-income tenants is important. In Indiana, such housing typically comes in the form of Section 8 housing developments. According to the Indiana Housing and Community Development Authority website, “A project-based section 8 development provides rental assistance to make affordable rental units low-income people. When you get help through a project-based section 8, you have to live in that particular housing development.” Washington County’s low-income housing is located in Salem at Grandview Manor North, which has 25 units, and Grandview Manor South, which has 24 units.

Sustainable Housing Growth

Washington County’s natural resources are an integral part of its character. Farmland is essential to the local economy, while amenities such as the Jackson-Washington State Forest and the Big Spring Nature Preserve enhance quality of life and public health. As such, it is important that local policy makers explore “sustainable” options for economic and housing growth to account for the impact of development on the local environment and existing natural resources.

There are many creative strategies that Washington County can pursue to preserve natural lands and protect critical environmental areas. The Environmental Protection Agency’s “smart growth” agenda includes several feasible strategies:

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

TABLE 8.2: PROJECT-BASED SECTION 8 HOUSING DEVELOPMENTS IN WASHINGTON COUNTY

Development	Address	City	State	Zip Code	# of Units	Phone
Grandview Manor North	4 Grandview Dr	Salem	IN	47167	25	812-883-5916
Grandview Manor South	4 Grandview Dr	Salem	IN	47167	24	812-883-7171

Source: Indiana Housing and Community Development Authority

CHAPTER 9

NATURAL RESOURCES



Key Points

- ☑ **Washington County’s farmland and forestlands are valuable resources. Care should be taken to allow for their sustainable use far into the future.**
- ☑ **Because karst areas pose a potential threat to groundwater supplies, development in these areas should be carefully considered and overseen, especially CAFO development.**
- ☑ **Residential development should be concentrated in designated areas to allow preservation of large intact tracts of agricultural land.**

Overview of Washington County’s Natural Resources

There continues to be an emphasis on planning, designing and building communities with a more thoughtful, careful, and sustainable approach. This can minimize the impact on our natural resources.

It is Washington County’s goal to find a balance between the preservation and protection of natural resources and economic growth and development, directing development in a manner that preserves and enhances the area’s natural resources. Washington County’s natural resources are an integral part of its character. Farmland is essential to the local economy, while amenities such as the Jackson-Washington State Forest enhance quality of life and public health. There are many creative solutions that Washington County can employ to preserve natural lands and protect critical environmental areas.

Inventory & Assessment - Natural Resources

The natural resources map (Map 9.1) depicts agricultural lands in the county. The dark pink is classified as prime farmland, with the light pink classified as prime farmland if drained. The white areas are not forested and have less than favorable soils for crops. The greens depict forested lands. These natural resources are the foundation of Washington County’s economy and are valuable to protect.

Inventory & Assessment - Bodies of Water: Lakes, Rivers, and Streams

All sources of water from nearby rivers and streams form the watershed of a lake. Stormwater also adds water to the lakes. All these sources of water contribute to the quality of lake drinking water. It is important for Washington County to protect its watersheds to prevent flooding, erosion, and water pollution.

There are several bodies of water scattered throughout Washington County. Major bodies of water include Lake Salinda, Lake John Hay, Blue River, and Lost River, all shown on Map 9.2 Bodies of Water.

The Nature Conservancy has designated the Blue River as a “pristine” river because of its natural, scenic and recreational qualities. Washington County and the Nature Conservancy have been actively working to improve the quality of the river habitat with several conservation and restoration efforts. State resources classify the Lost River and Blue River as outstanding streams. Delaney Creek, Buffalo Creek, Lake Salinda, Lake John Hay and several other bodies are classified as impaired streams or lakes.

There is a benefit to additional stormwater control to prevent flooding in areas northeast of Salem and in upstream of Fredricksburg. These facilities could also serve recreational and drinking water needs.

Inventory & Assessment - Forests and Parkland

One asset for Washington County is its areas of significant forestland containing heavy tree canopies. As for parkland amenities, the Jackson-Washington State Forest (<http://www.in.gov/dnr/forestry/4820.htm>) encompasses more than 16,500 acres in Jackson and Washington counties. The forest area has scenic views, hiking trails, a forest office, and campgrounds. In addition, Washington County's Delaney Park (<http://delaneypark.com/>) offers camping, hiking, and fishing.

Map 9.3 depicts these forested areas in green. They are spread throughout the county. This resource provides timber for harvest, recreation land and watershed protection.

For more information on the specific forested areas and parks, see the following online resources:

- Jackson Washington State Forest: <http://www.in.gov/dnr/forestry/4820.htm> and
- Washington County's Delaney Park: <http://delaneypark.com/>.

Inventory & Assessment - Wetlands

Wetlands contain soil which is saturated with moisture either permanently or seasonally. Such areas may also be covered partially or completely by shallow pools of water. Wetlands include swamps, marshes, and bogs, among others. Wetlands are considered the most biologically diverse of all ecosystems with both plant and animal life. According to the National Wetland Inventory, there are a number of wetland areas throughout Washington County.

Map 9.4 shows a concentration of wetlands along the north edge of the county beside the Muscatatuck River as well as in some of the stream valleys in the northwest corner of the county. Small wetlands are

located throughout the county.

Owners of privately held wetlands should be encouraged to conserve this valuable resource.

Inventory & Assessment - Agricultural/Farmland

Farmland shown in Map 9.5 is classified by the National Resources Conservation Service (NRCS.) This map identifies prime farmland, farmland of statewide importance, farmland of local importance, and unique farmland. These locations and soils are best suited to food, feed, fiber, forage, and oilseed crops.

The prime farmland map depicts prime farmlands as green. These are concentrated in the west-central part of the county, as well as just northeast of Salem.

Prime farmlands are of primary importance, but all farmland has been deemed important by Washington County. Care should be taken to develop rural homesites wisely, to prevent the breakup of large farm tracts.

Inventory & Assessment - Steep Slopes

There are areas with steep slopes in Washington County, particularly in the northern portion of the County. Topography with steep slopes of greater than 20 percent can be problematic for development. It is ideal to focus development in areas without steep slope conditions. These slopes are easily susceptible to erosion and should be disturbed as little as necessary. This erosion not only degrades the land itself, but pollutes the streams and lakes further down the watershed. Map 9.6 illustrates areas of steep slope in Washington County.

Inventory & Assessment - Karst

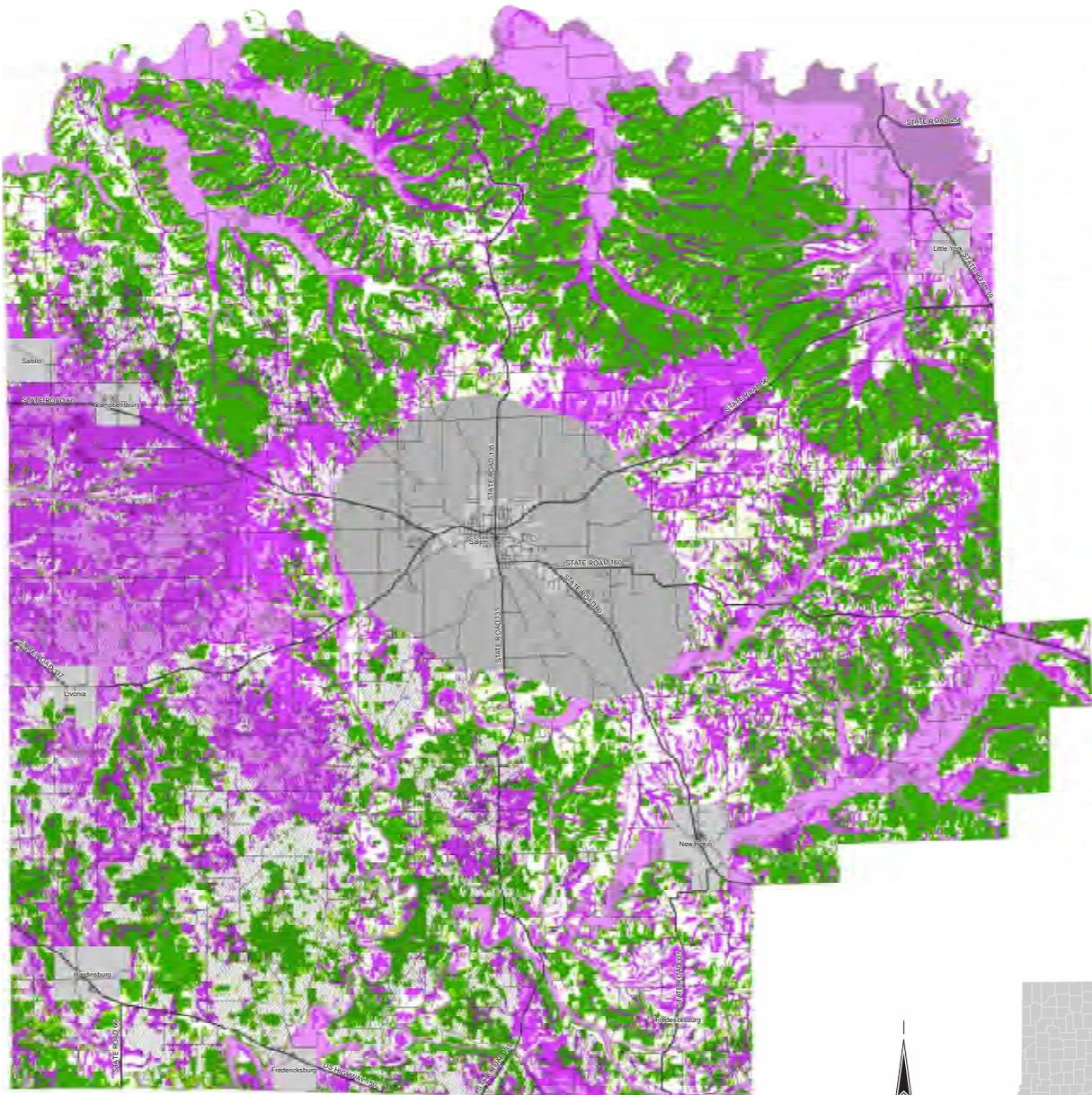
Karst is a landscape shaped by layers of bedrock which can dissolve under certain conditions. The karst bedrock can resemble Swiss cheese because it has many holes and, as a result, there may be very limited surface water above karst formations. Water supplies from wells and the general groundwater in karst topography may be unsafe, since the normal filtering that occurs underground is bypassed. The karst topography itself also poses difficulties for humans.

Sinkholes can develop gradually as surface openings enlarge, but quite often progressive erosion is unseen and the roof of a cave may suddenly collapse. In other areas of the country with sinkholes, such events have swallowed roads, homes, cattle, cars, and farm machinery.

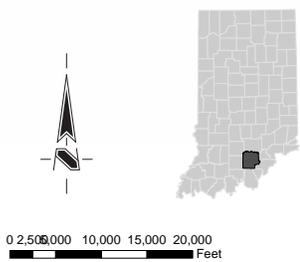
There are karst areas in many portions of Washington County which should be protected. Development should be evaluated, with construction of residences and feeding operations allowed with proper setbacks. Construction of lagoons should be carefully considered in karst areas. Map 9.7 shows these areas concentrated in the west and south-west portions of Washington County. Much of this area is also classified as prime farmland.

Natural Resources Recommendations

- Special care should be given to Lake John Hay to improve the quality of its water, and thereby the drinking water for the City of Salem. This may include additional land preservation or modification of farming and logging practices.
- Use of existing parks and state forests should be maximized. Private forests should remain in sustainable production as much as possible, preserving jobs and the tax base.
- Protect Washington County's cultural and historic resources by clustering development, allowing prime farmland and associated rural development to remain intact.
- CFO and CAFO development in karst areas should be monitored and allowed with proper design and construction of manure storage structures.
- Protect Washington County's watersheds by preventing flooding, erosion, and polluted water. Additional stormwater control structures could reduce flooding.
- Protect Washington County's natural areas by carefully scrutinizing development in floodplains, wetlands, karst areas and areas of steep slope.
- Protect the county's water assets by discouraging development below dams.



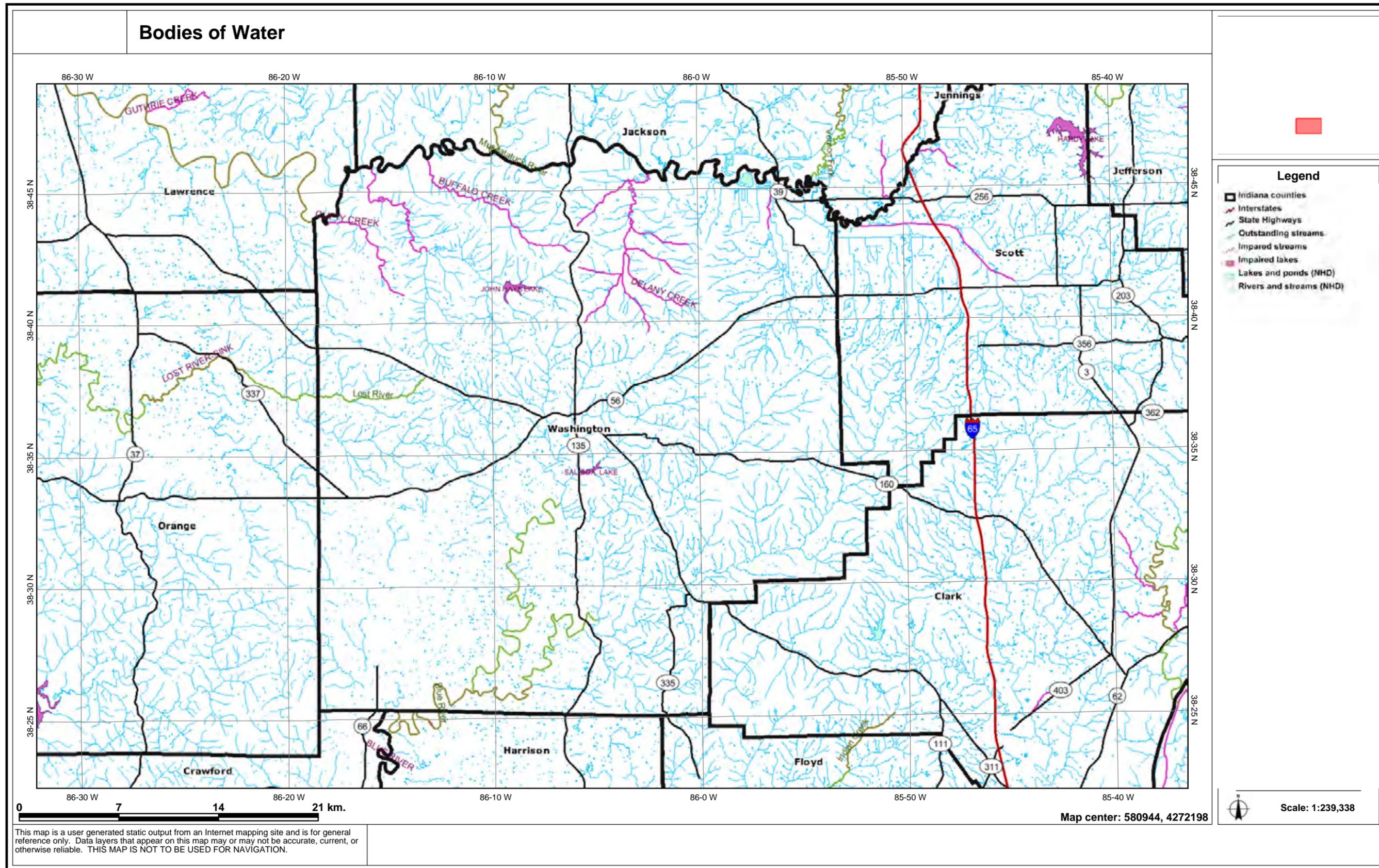
- Excluded Area (Corporate Boundary)
- Excluded Area (Salem 2 mi buffer)
- Karst
- Prime Farmland
- Prime Farmland If Drained
- Tree Canopy Cover (2001)**
- 0 - 22%
- 22-62%
- 63-100%



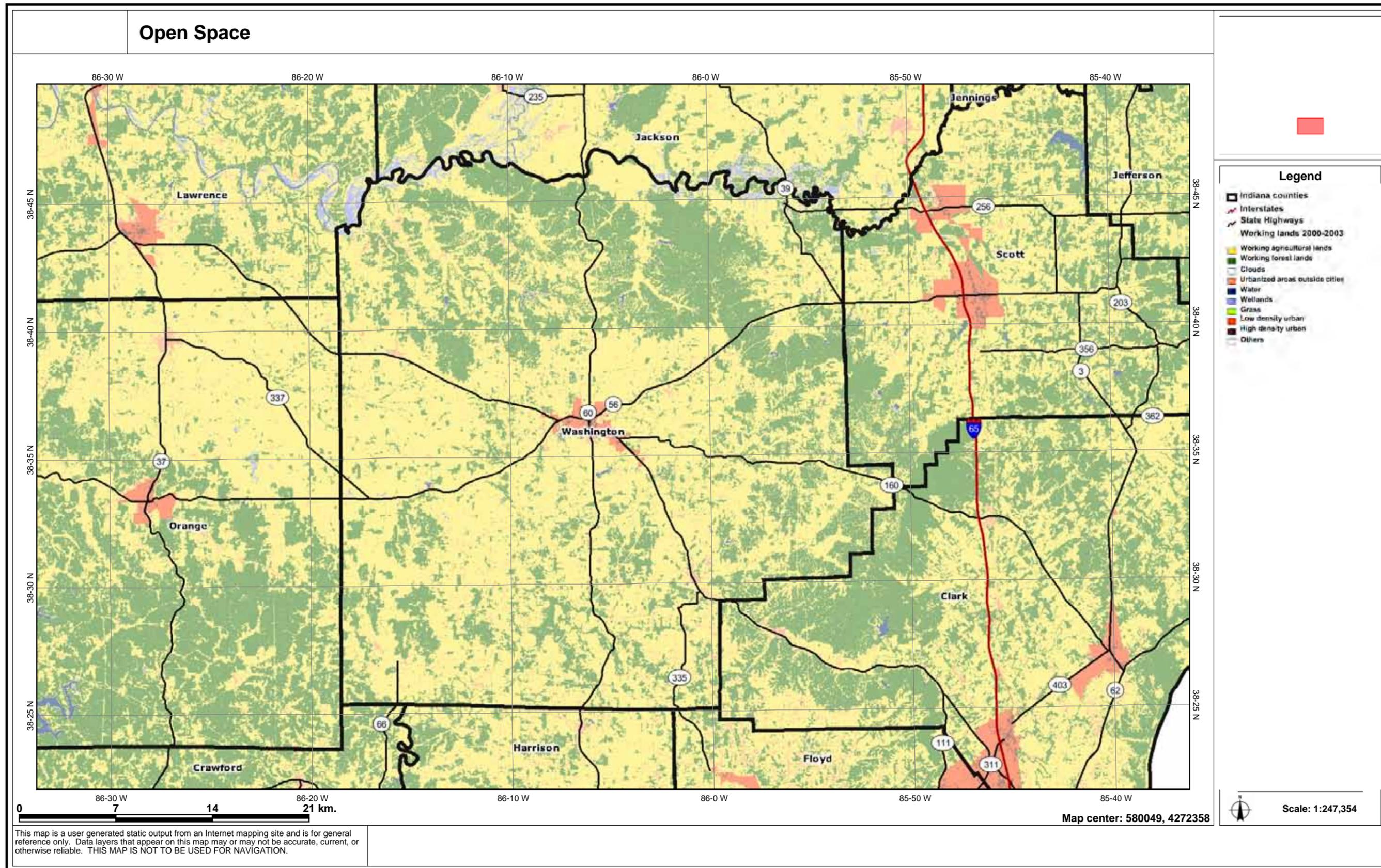
This map does not represent a legal document.
 It is intended to serve as an aid in graphic representation
 Map Revision Date 5/18/10
 Source: IndianaMap & Local Decision Maker

Washington County, IN

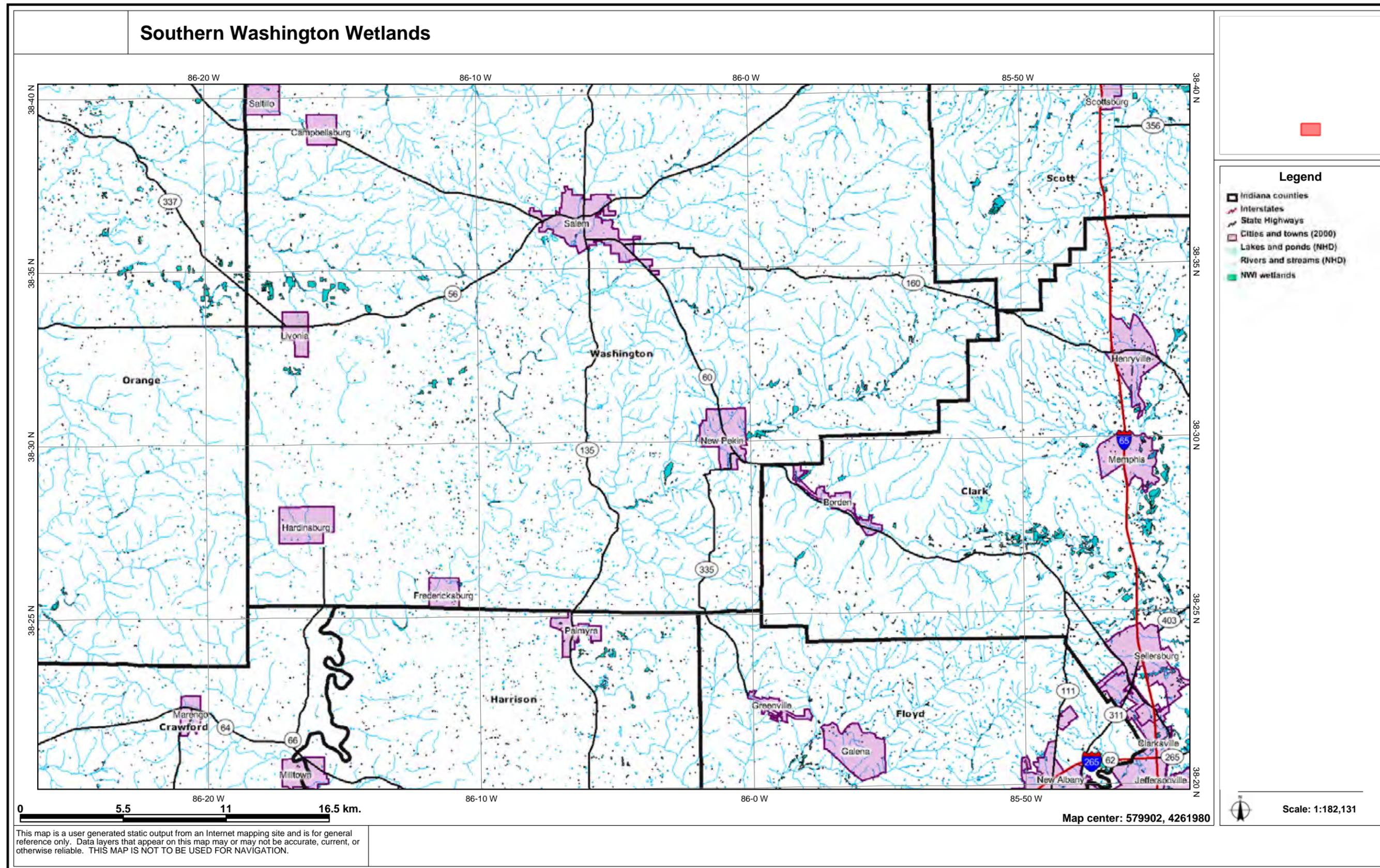
Map 9.1: Natural Resources Map



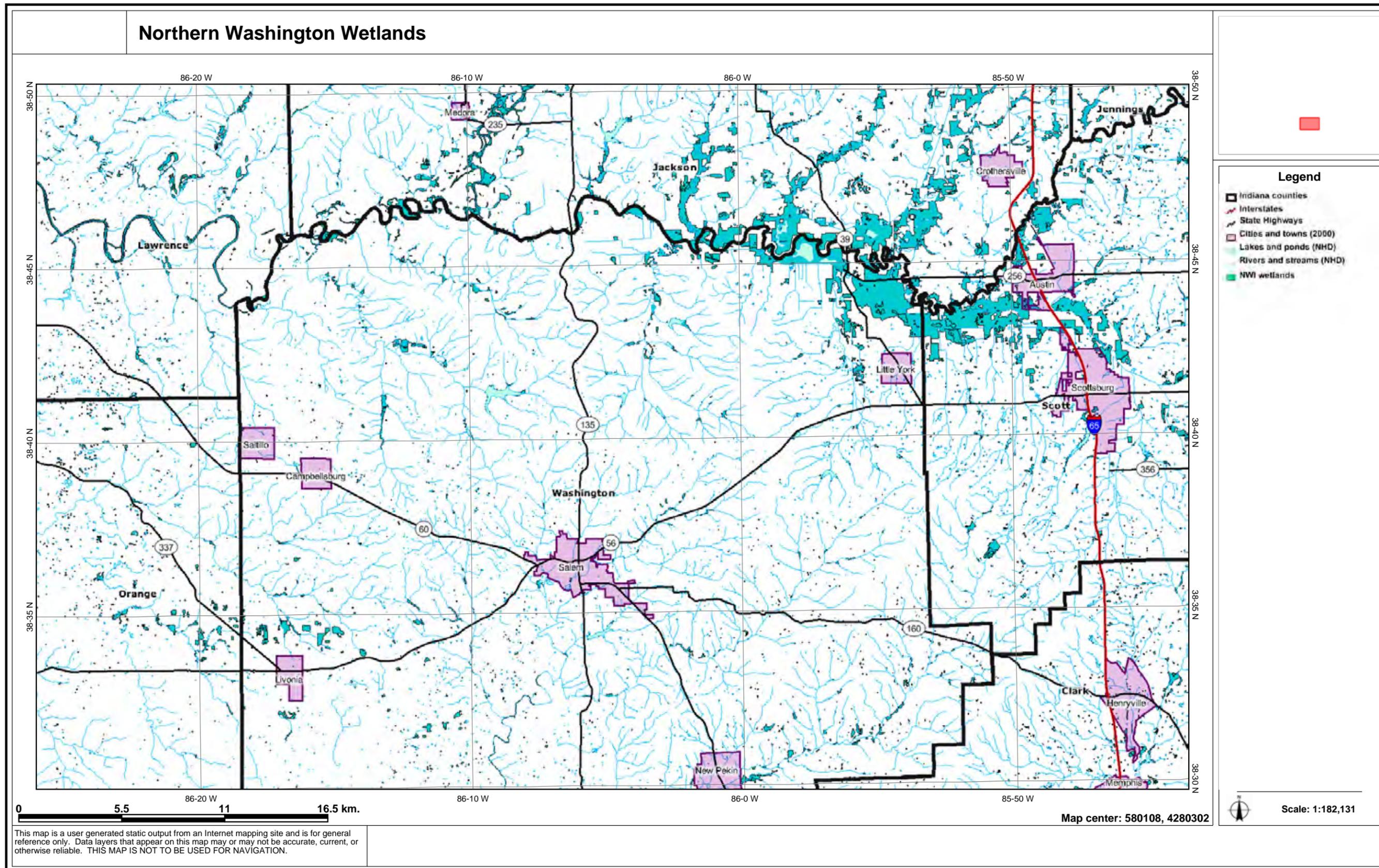
Map 9.2: Bodies of Water Map



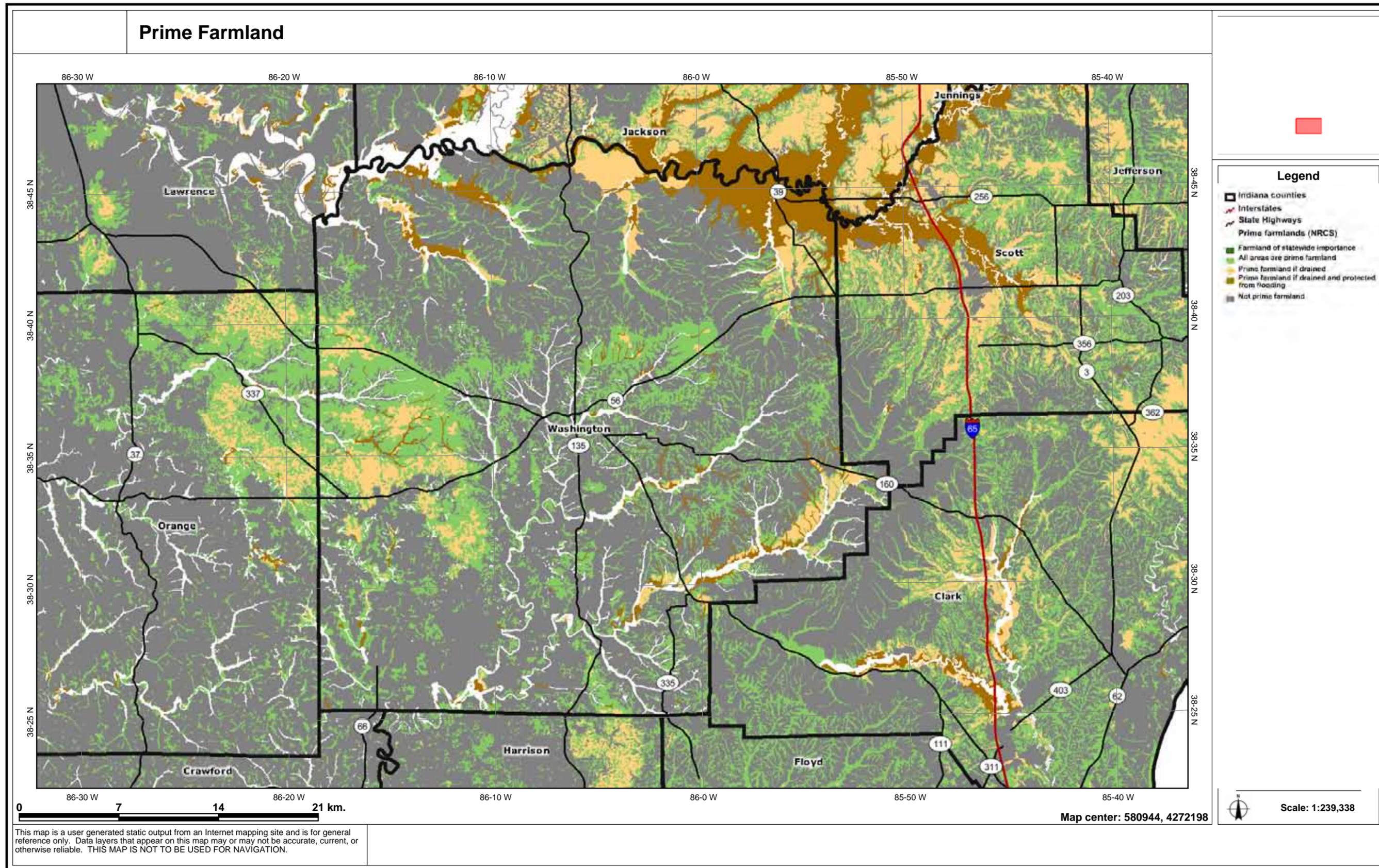
Map 9.3: Open Space Map



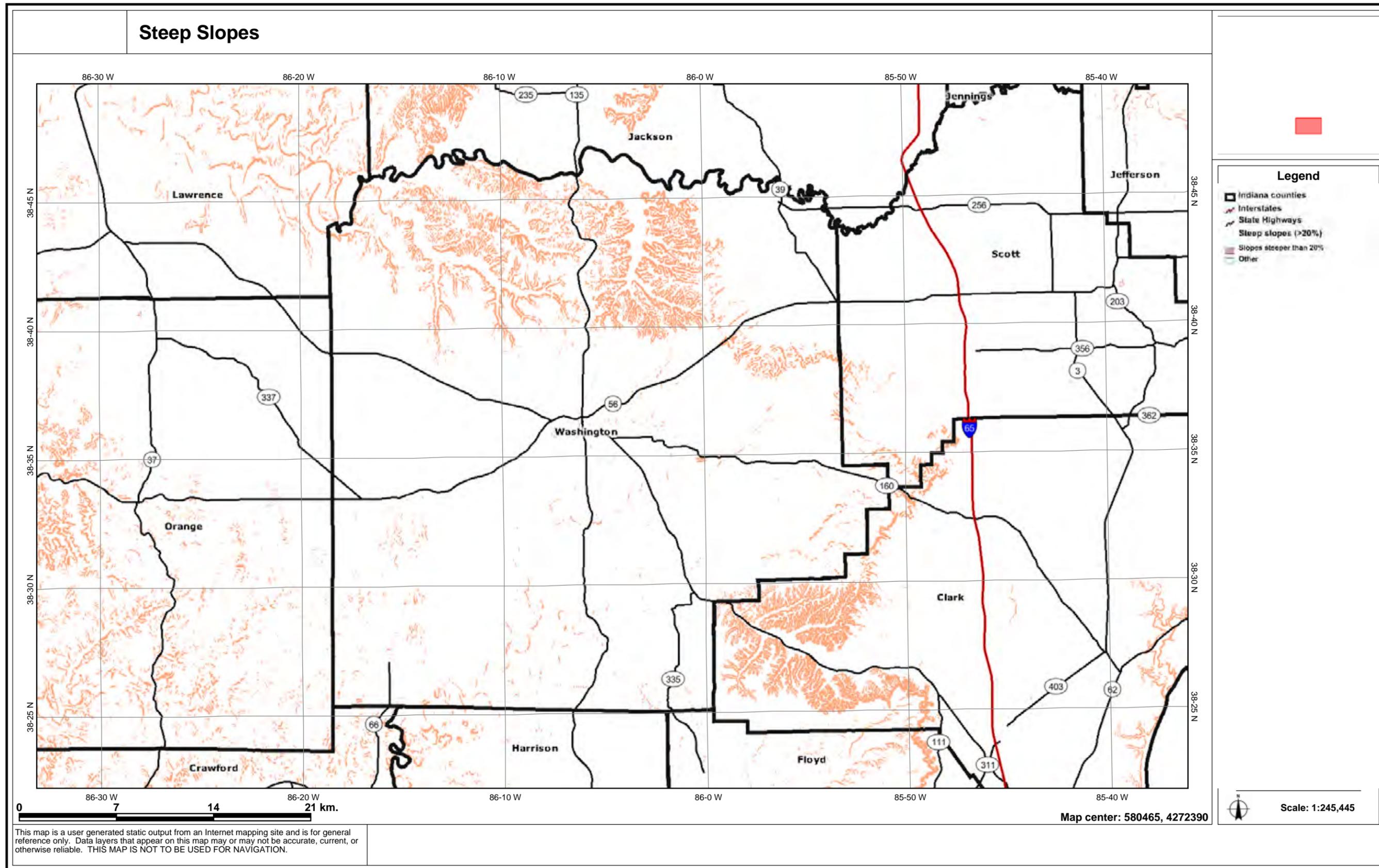
Map 9.4a: Southern Wetlands Map



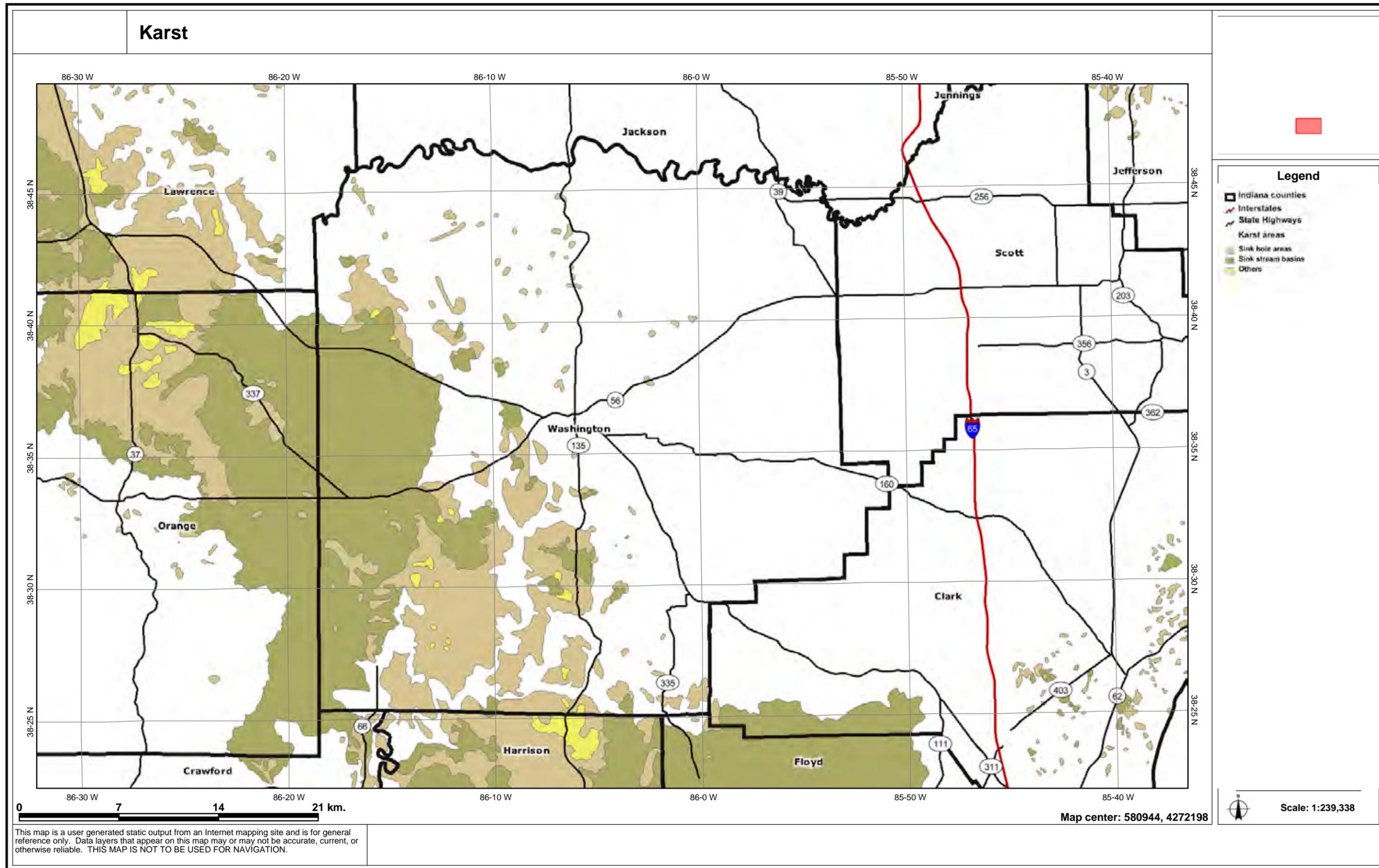
Map 9.4b: Northern Wetlands Map



Map 9.5: Prime Farmland Map



Map 9.6: Steep Slopes Map



Map 9.7: Karst Map

CHAPTER 10

UTILITIES



Key Points

- ☑ **Extensions of infrastructure should be targeted toward areas slated for economic development.**
- ☑ **Extensions should be contiguous, avoiding the inefficiency of leap-frogging over undeveloped areas.**
- ☑ **Existing facilities, such as water and gas lines should be extended to existing development, upgrading service for existing residents.**

Overview of Washington County's Utilities

Land use is often influenced by the types and capacities of utilities provided to an area. For example, commercial areas, industrial areas, and residential neighborhoods typically require access to water and sewer utilities, whereas individual residences can sometimes be served by only private septic systems and wells. Utility services in Washington County are provided by a mix of public, private, and member-owned entities. This utility chapter addresses water and wastewater resources, electric, gas, and telecommunications services.

Inventory and Assessment: Water and Wastewater

In Washington County there are several private water service providers. In addition, individual residences are serviced by private wells. Wastewater management in the county is provided by both sewer systems and individual septic systems. The City of Salem, Town of Campbellsburg, Town of Palmyra, and Town of New Pekin provide both water and wastewater services. Growth and development will likely focus around these areas, so the extension of utilities and their capacities need to be planned.

The following is a list of water and wastewater service providers in Washington County.

- **Borden Tri-County Regional Water District**

Contact Info: Daryl Naville, Manager,
btcwater1@yahoo.com

- **Town of Campbellsburg**

Contact Info: Chris Boulett, Street Superintendent,
812-755-4809

- **East Lawrence Water Authority**

Contact Info: Donald Apple, Superintendent,
812 -279 -9562

- **East Washington Rural Water Corporation**

Contact Info: Mike Boling, 812-883-6429,
ewrw@blueriver.net

Description: Purchases water wholesale from City of Salem and serves areas south of Lake Salinda.

- **Town of Palmyra**

Contact Info: Randy Trett, Street Superintendent,
812-364-6106, townpal@juno.com

- **Pekin Municipal Utilities**

Contact Info: Gary Nale, Town Manager,
812-967-3777

Description: Supplied by Salem WaterWorks

- **Posey Township Water Corporation**

Contact Info: Jerry Overstreet, 812-472-3432, ptwcjody@blueriver.net

- **Salem Water Pollution Control Facility**

Contact Info: Terry Pennington, 812-883-4267, TLPennington@aquaamerica.com,

John Smedley, 812-883-4267, john.smedley@cityofsalemin.com,

Description: Responsible for approximately 50 miles of sanitary sewers and storm drainage servicing the Salem City limits. The utility has made some good strides in recent years such as the elimination of sewer system over flows, but more work remains. Many long-term capital improvement projects need to be identified to insure maintaining compliance with state and federal regulation. Aqua Indiana, a division of Aqua America, is the independent agency that oversees and monitors the waste water plant and processes currently in use by the city.

Additional Info: <http://www.cityofsalemin.com/departments/waste-water-intro.html>

- **Salem Water Works**

Contact Info: Russell Brown, 812-883-6146, water.treatment@cityofsalemin.com

Description: Salem’s Water Department serves the Salem community as well as other areas in and around Washington County including East Washington, Pekin and Posey Township. There are two surface water treatment plants from Lake Salinda and Lake John Hay.

Additional Info: <http://www.cityofsalemin.com/departments/water-resource.html>

- **Stucker Fork Water Utility**

Contact Info: Larry W. McIntosh, 812-794-0650, sfork1@c3bb.com

Description: Stucker Fork Water Utility is part of the Stucker Fork Conservancy District, operating in much the same way a non-profit utility would. Its rates are regulated by the Indiana Utility Regulatory Commission. They have a surface water plant in Austin, Indiana and ground water plant located along the Ohio River near the Clark and Jefferson county line. Stucker Fork only serves Gibson Township in Washington County.

Inventory and Assessment: Electric

Electric service is provided to Washington County by Clark County Rural Electric Membership Corporation (REMC), Duke Energy, Harrison County REMC, Jackson County REMC, and Orange County REMC. The following map illustrates the service area coverages.

The following is a list and description of electric service providers in Washington County.

- **Clark County REMC**

Contact Info: David A. Vince, 812-248-7517, dvince@theremc.net

Dave Barton, 812-248-7517, dbarton@theremc.net

Description: Clark County REMC is an electric cooperative, purchasing power from Hoosier Energy Rural Electric Cooperative and providing electric service to nearly 22,000 members located in parts of Clark, Floyd, Scott, Jefferson, and Washington Counties.

Additional Info: www.theremc.com

- **Duke Energy**

Contact Info: Kevin Hammersmith, 812-285-663,
Kevin.Hammersmith@Duke-Energy.com

Description: Duke Energy generates and sells wholesale electricity to utilities, cooperatives, municipalities and other large energy users to support electric reliability. Duke has approximately 6,000 customers and approximately 789 miles of line.

Additional Info: www.Duke-Energy.com

- **Harrison County REMC**

Contact Info: Kevin Burch, 812-738-4115,
kburch@harrisonremc.com

Description: An electric distribution provider serving a small part of south central Washington County.

Additional Info: www.harrisonremc.com

- **Hoosier Energy Rural Electric Cooperative**

Contact Info: Steven Smith, 812-876-2021,
webmaster@hepn.com

Description: Hoosier Energy is a generation and transmission cooperative providing electric power to 18 member electric distribution cooperatives in central and southern Indiana and one member cooperative in Illinois. Based in Bloomington, Indiana, Hoosier Energy operates coal, natural gas and renewable energy power plants and delivers power through a 1,450 mile transmission network and 15 primary substations. Interconnections link Hoosier Energy with seven other major utilities in Indiana and neighboring states. An estimated 800,000 residents, businesses, industries and farms in 48 Indiana counties and 11 southeastern Illinois counties rely on the power supplier's member distribution cooperatives for electric power.

Additional Info: <http://www.hepn.com/>

- **Jackson County REMC**

Contact Info: Jed Wheatley, 812-358-4458,
jwheat@jacksonremc.com

Brad Pritchett, 812-358-4458,
bpritchett@jacksonremc.com

Description: Jackson County REMC is a member-owned rural electric cooperative. There are approximately 20,000 members served by 24,200 active meters in place on 2,836 miles of line. The Jackson County REMC is one of the three largest of 38 REMC's in Indiana, both in area and number of members.

Additional Info: www.jacksonremc.com

- **Orange County REMC**

Contact Info: Marty Frank, 812-865-2229,
mfrank@myremc.coop

Description: Orange County REMC is a small co-op of around 8,000 customers with close to 1,100 miles of line with Hoosier Energy being the power supplier.

Inventory and Assessment: Gas

Natural gas and refined product interstate pipelines run through Washington County. Midwest Natural Gas Corporation has pipes providing local service. Propane is available in non-serviced areas.

The following are companies with gas lines in Washington County.

- **Marathon Petroleum Company (interstate pipes shown in blue)**

Contact Info: Somkiet Kaiser, 1046
Pleasant Valley Road, Owensboro, KY

Description: Marathon Petroleum Company owns interstate pipes which move refined products. These pipes run through Madison

and Posey Townships but do not provide direct local service to these areas.

Additional Info: <http://www.marathon.com/>

- **Midwest Natural Gas Corporation (intrastate pipes shown in orange)**

Contact Info: Terry Shafer, 812-752-2230, tshafer@midnatgas.com

Description: Midwest Natural Gas Corporation owns intrastate pipes to move natural gas. They serve approximately 15,000 Indiana customers in Clark, Daviess, Green, Jackson, Jennings, Orange, Scott, and Washington Counties. Local service is provided to the northern portion of Washington County (yellow area in following map).

Additional Info: <http://www.midnatgas.com/>



Midwest Natural Gas Service Area

- **Texas Eastern Gas (interstate pipes shown in green)**

Contact Info: Glen Ingram, 937-545- 4305

Description: Texas Eastern Transmission connects Texas and the Gulf Coast with high

demand markets in the northeastern United States, supplying fuel for electric generation facilities and helping to meet peak-day demands. These interstate pipes move both natural gas and refined products. These pipes run through Brown and Jefferson townships but do not provide direct local service to these areas.

Additional Info: http://www.spectraenergy.com/what_we_do/businesses/us/assets/texas_eastern/

Inventory and Assessment: Telecommunications

A variety of companies provide telecommunication services to Washington County for both consumer and business use. There are some limitations for service areas based on area topography.

The following are companies providing telecommunications service in Washington County.

- **Blue River Networking**

Contact Info: Craig Brown, 812-586-0229

Description: A full service internet provider offering dial up, DSL, and wireless service in Southern Indiana.

Additional Info: [http://www.blueriver.net /](http://www.blueriver.net/)

- **Citizens Communication**

Contact Info: Stacie Skinner, 812-752-7204, stacieskinner@c3bb.com

Description: Citizens Communications is an extension to the City of Scottsburg's electrical department, providing a broadband wireless internet network. Citizens Communication provides service to Scott, Jackson, Washington, Jefferson and Clark Counties.

Additional Info: <http://www.c3bb.com>

- **Indiana Fiber Network**

Contact Info: Jim Royer, 317-777-7115,
jroyer@indianafiber.net

Description: Indiana Fiber Network (IFN) was formed in 2002 by a group of twelve independent telephone companies to explore the formation of a statewide fiber optic network to bring state of the art technology services and economies of scale to its owners. Today, IFN has over 1,900 route miles of fiber optic cable across Indiana. IFN has 20 members and serves over 100 additional customers with several different telecommunication services. The fiber route enters the southern portion of Washington County (black line in following map).

Additional Info: <http://www.indianafiber.net/>



Indiana Fiber Service Area

- **Insight Communications**

Contact Info: David Brown, 502-357-4400

Description: Insight Communications provides cable television, phone, and broadband services in the following townships: Brown, Franklin, Gibson, Jackson, Jefferson, Madison, Monroe, Pierce, Polk, Vernon, and Washington. The map below shows Insight Communications' video service areas throughout Washington County (in blue) as reported to the Indiana Utility Regulatory Commission.

Additional Info: <http://www.myinsight.com/>

- **Verizon**

Contact Info: Mary Ruth Willis, 309-454-1470

Description: Provides cable television, phone, and internet services to the majority of Washington County. In addition, limited broadband is available locally in Salem.

Additional Info: <http://www22.verizon.com/>

- **Washington County Rural Telephone/ Tele-Media Solutions**

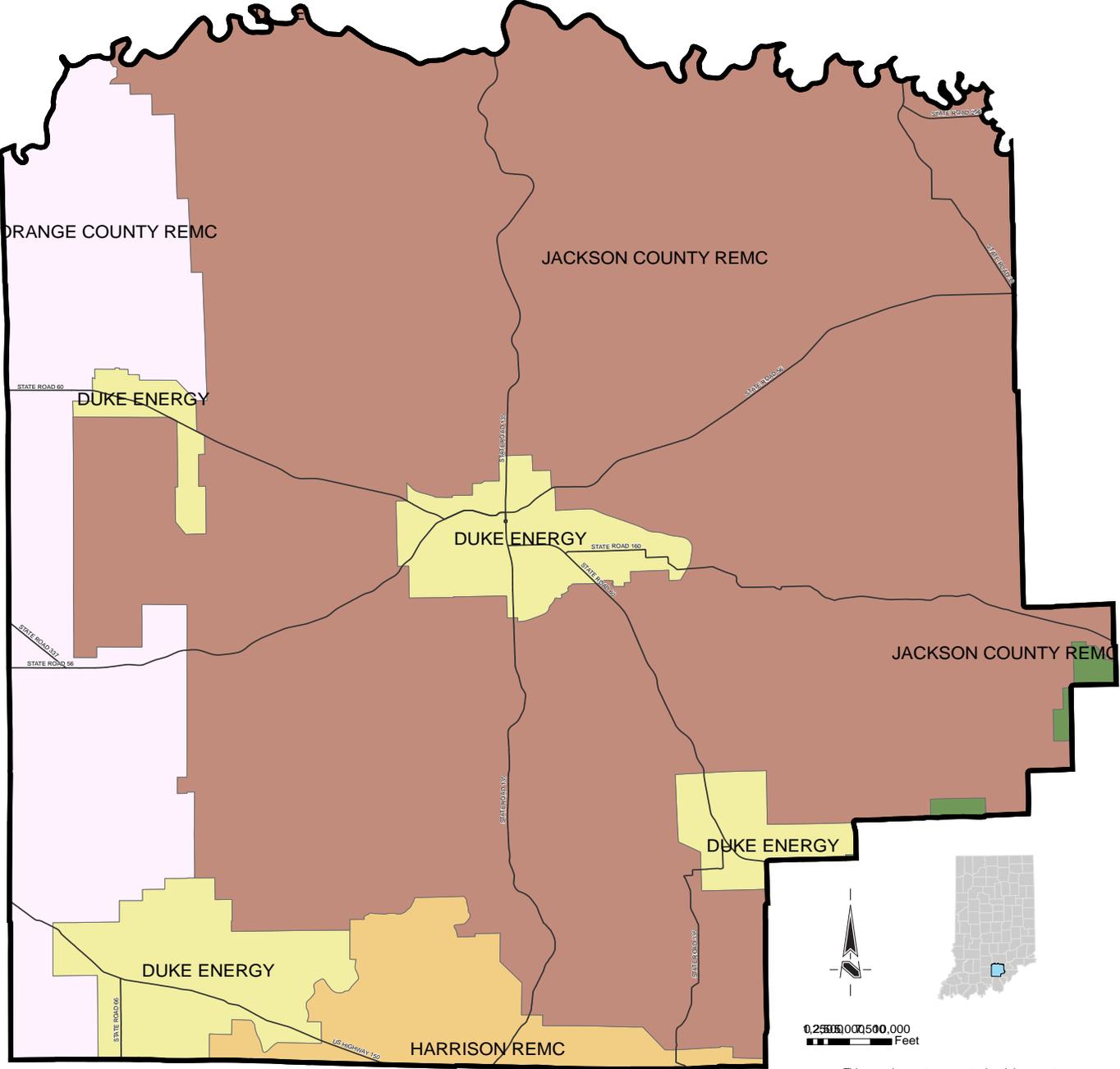
Contact Info: Charles Coon, 812-967-5501,
charles.coon@tele-mediasolutions.coop

Description: An interexchange carrier since 1953, Tele-Media Solutions is a telephone, broadband and video provider serving 120 square miles in parts of Clark, Floyd, Scott and Washington counties. The service area in Washington County includes the southeastern 1/3 of the county.

Additional Info: <http://www.tele-mediasolutions.coop/>

Utility Recommendations

- Cities, towns and the county should direct future development to areas already served with adequate utilities. Development that ‘leap frogs’ over undeveloped areas should be discouraged. Areas identified for future growth should develop infrastructure plans to serve this growth, for example, wastewater facilities in the Pekin area or Campbellsburg Water in the direction of West Washington School.
- Development should be directed to areas with sanitary sewer facilities available or adjacent to minimize the long-term problems that come with septic systems.
- Subdivision codes should address quality and quantity of proposed utility services; including water, sanitary sewer, sanitary treatment capacity, electricity, natural gas and stormwater drainage.
- Cities and towns need to protect quality drinking water by addressing flooding and storm water quality requirements and mitigating drainage problems.
- Utility expansion and upgrade locations should be selective and cost effective to support economic development opportunities and residential land use areas, avoiding costly extensions to rural and agricultural areas.
- Continue to encourage the extensions and upgrades of electric, natural gas, and telecommunication networks, for example, new laterals from existing gas lines.
- In areas where broadband wireless is not available, advocate for wireless access.
- All major infrastructure extensions should be coordinated with other county utility providers.
- Support communities with efforts to receive water and sewer services in developed areas with inadequate drinking wells and/or septic systems, for example, in the East Washington Rural Water District.

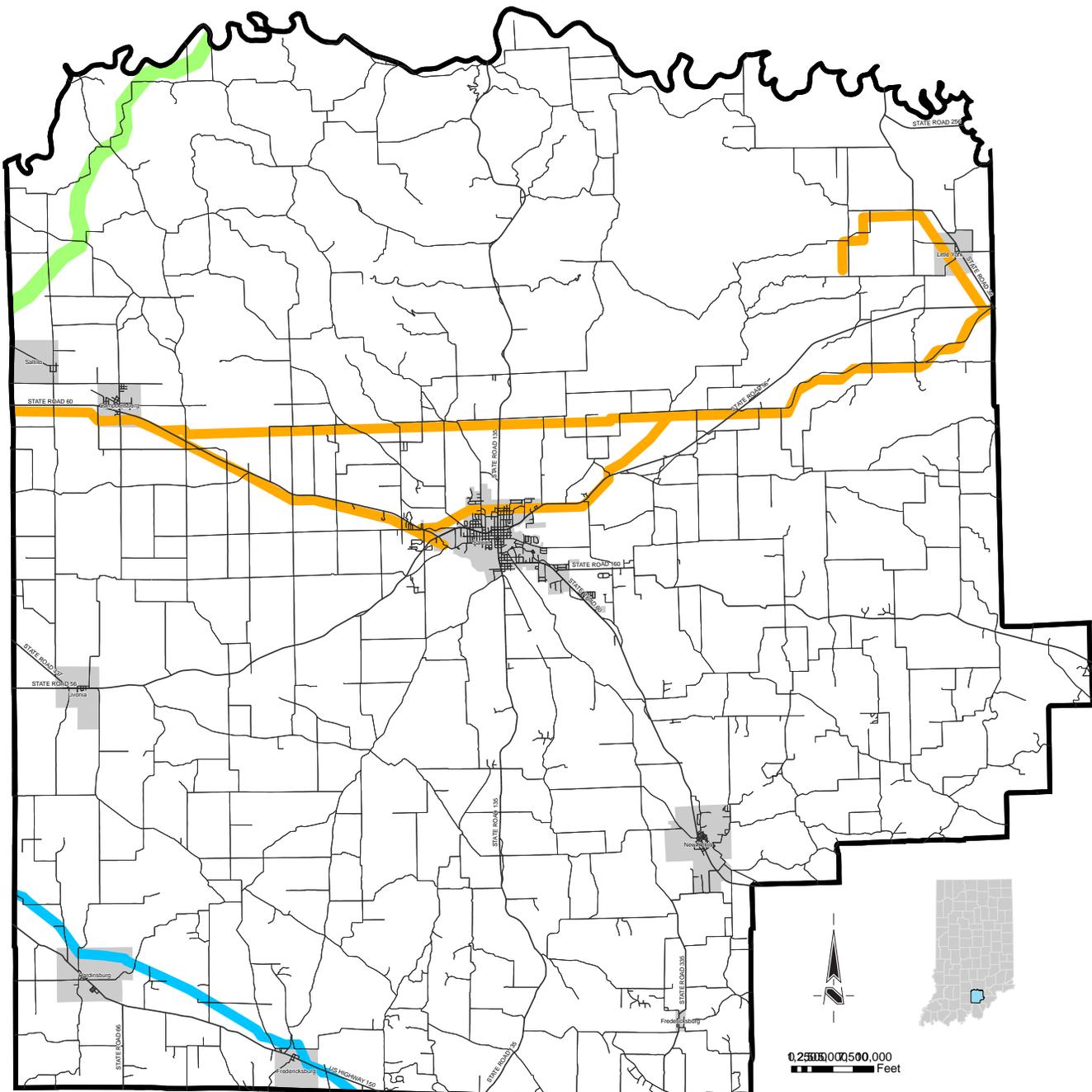


- County
- highways
- WashingtonCoElectric_EST
- UtilityNam
- CLARK COUNTY REMC
- DUKE ENERGY
- HARRISON REMC
- JACKSON COUNTY REMC
- ORANGE COUNTY REMC

Washington County, IN

This map does not represent a legal document. It is intended to serve as an aid in graphic representation only. Map Revision Date 3/30/10

Map 10.1: Electric Utilities Map



- roads
- highways
- County
- pipelines_igs_in selection**
- CO_NAME**
- Marathon Pipe Line Co.
- Midwest Natural Gas Corp.
- Texas Eastern Transmission Corp.
- corporate boundaries

Washington County, IN

Map 10.2: Gas Pipelines Map

This map does not represent a legal document.
 It is intended to serve as an aid in graphic representation only.
 Map Revision Date 3/30/10

CHAPTER 11

TRANSPORTATION



Key Points

- ☑ **Roadways must be maintained at existing level of service or better, even as development continues along them.**
- ☑ **Roadway improvements must continue ahead of economic development opportunities to facilitate attracting new business.**
- ☑ **A strategic plan should be developed to allow the county to plan and budget for upcoming maintenance needs.**

Overview of Washington County's Transportation

This chapter describes Washington County's existing transportation system. There are many supporting efforts and factors which must be considered when addressing transportation goals. Not only are a variety of agencies involved with local, county, and state (INDOT) projects, but the transportation context must address transportation modes beyond the vehicle.

Inventory and Assessment: Roadways and Streets

Roadway Classifications

The Federal Highway Administration has established a functional classification system to group roads based on their intended use. The categories of the classification system include the following: principal arterials, minor arterials, major collectors, minor collectors, urban collectors, and local streets. Each category was created based on how the road addresses both the flow of traffic and access to land. INDOT produces a Functional Class Map, labeled as Map 11.1, for Washington County, assigning each road a category. In addition, each road is identified as being either urban or rural. In Washington County, a majority of the roadways are rural except for a few segments as they go through the City of Salem, which are classified as urban. The following describes each roadway category and the map that follows identifies classified roads in Washington County.

Principal Arterial

Principal arterial streets are intended for high traffic with minimal road or driveway cuts. These types of roads are meant for long trips and high travel speeds. Roads categorized as principal arterials include SR 60, SR 56, and SR 135 within the urban area boundary of Salem.

Minor Arterial

Minor arterial streets connect with principal arterial streets, allowing a lower level of traffic mobility but with more road and driveway cuts. These types of roads are meant for moderate trips. They provide intra-community connectivity in urban areas and inter-regional connectivity in rural areas. Roads categorized as minor arterials (outside of Salem's urban area boundary) include SR 60, SR 56 east of Salem, SR 135, and US 150.

Major Collector

Major collectors are rural roads that serve large towns not served by higher classified roads, and other important intra-county generators of traffic such as consolidated schools, county parks, and agricultural areas. Examples of roads categorized as major collectors include SR 160, SR 56 west of Salem, Becks Mill Rd, and SR 335.

Minor Collector

Minor collectors are rural roads, spaced at intervals that guarantee all smaller developed areas are a short distance from a collector road. Examples of roads categorized as minor collectors include Cox Ferry Road, New Philadelphia Road, and West Washington School Road.

Urban Collector

Urban collectors both circulate traffic and provide land access in residential, commercial and industrial areas. Unlike arterial streets, urban collectors can enter residential neighborhoods to link travelers with their destination. Examples include Market Street, Washington Boulevard, Harrison Street, Homer Street, Anson Street, and Martinsburg Road.

Local Street

Local streets offer the lowest level of movement and provide direct access to abutting land. They include roads or streets that are not more highly classified as arterials or collectors. Any road not classified on the map is considered a local street.

Traffic Volumes

INDOT collects, summarizes, and interprets information on the traffic traveling the state's highway system. This data is used to assess transportation needs, system performance, and to develop highway planning and programming recommendations. Map 11.2 shows the average daily traffic volumes for Washington County in 2001.

This shows that the most heavily traveled roads are SR 60 in Salem and SR 56 in Salem. US 150 is twice as heavily traveled at the Harrison County Line as it is at the Orange County line. SR 135 is heavily traveled around Salem, with low volumes coming in from Jackson County. SR 60 entering Clark County is also much more heavily traveled than most roadways in the county.

Road Maintenance

The regular scheduled maintenance of roads is key in providing a safe transportation network for Washington County. County residents living in a rural setting rely on county roads as the major form of transportation. The County should continue to prioritize and fund improvements to ensure roadway safety.

Presently, the County evaluates road conditions annually, setting priorities for the worst conditions in each of three districts. Developing an inventory is a goal for the County to be able to plan for repairs years in advance. The County is considering micro-paving as a cost-effective solution to some roadway deterioration problems.

One maintenance project in progress by the County is the replacement of Bridge #113 over Big Blue River on Fredericksburg Road, scheduled to be completed in late 2010.

Plans are also in place for a \$1.7 million project at the intersection of SR 160 and Paynter Lane.

Road Standards

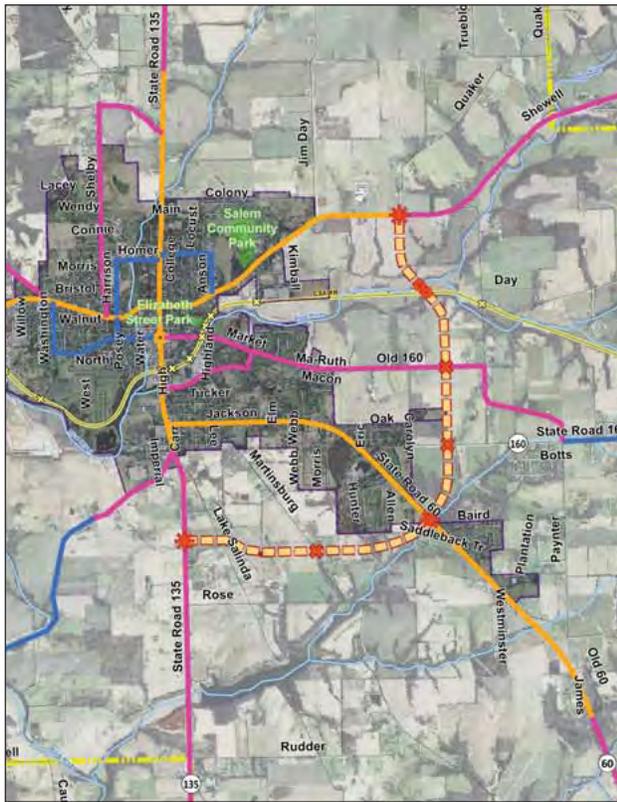
County road standards include details on road widths, pavement thickness, right-of-way widths, etc. Such standards are recommended in order to have more effective roadway maintenance programs. It is recommended the county review their road standards to ensure that new roadway construction will meet basic standards of safety, longevity and can be maintained. Expectations for new construction must be enforced universally to keep the roadway system in a high standard of repair.

Road Projects

INDOT develops a four-year planning document that lists all projects expected to be funded with Federal funds called a Statewide Transportation Improvement Program (STIP). Table 11.1 shows projects in

Washington County which are part of the 2010- 2013 STIP. These are projects for which construction and operating funds can reasonably be expected to be available.

Major projects in INDOT's program include a new pavement surface overlay on SR 56 east of Salem in 2010, new pavement overlay on SR 60 between SR 135 and New Pekin and a roadway reconstruction on SR 56 east of Salem in 2012.



Section of INDOT Long Range
Transportation Plan Concept

The County is interested in a widening of SR 60 from I-65 to Salem. This is a heavily traveled roadway, and will become increasingly busy in future years. There are a couple of options for this widening including the addition of a turn lane for a three-lane section to a full four-lane section. This project would relieve many safety concerns along this busy roadway, as well as facilitate economic development along the corridor.

INDOT also develops a long-range transportation plan for the state. INDOT's long-range transportation plan identifies the construction of 6.64 miles of new road from SR 56 to SR 60 in Salem (dashed orange line shown in map below). With the goal of directing truck traffic away from downtown Salem, the community and INDOT evaluated options and decided to develop a bypass around the south and east sides of the community. In the first phase of the project, the bypass will route traffic from SR 60 to SR 56. The route begins on SR 60 near the Saddleback Trail intersection and routes in a north-south manner to SR 56 near the intersection of Quaker Road. It is proposed as one lane in each direction, with no intersecting streets. An overpass is proposed at SR 160 and at the railroad crossing. In the second phase of the project, SR 135 will be added to the bypass. It will also have one travel lane in each direction, with grade separation at Martinsburg Road. It will connect to SR 135 just south of Salinda Drive and will connect to SR 60 near Saddleback Trail at the intersection described above. As of July 2010, the bypass project is reported to be back on INDOT's letting schedule for 2011.

Inventory and Assessment: Railroads

While there is not a significant amount of current traffic on the rail lines, the CSX rail line that runs through Washington County is an important asset and should be preserved as an intact rail corridor in order to allow for future revival as a rail line or other long-term uses such as a utility corridor or as a multi-use trail/greenway. Preserving the line will take long-term and persistent negotiations with CSX representatives. Map 11.3 shows Indiana's railroad network.

Inventory and Assessment: Airport

There are air service options providing access to Washington County. The following air services were identified using the National Transportation Database:

- Morgan Airfield (near Salem) is privately owned

with one 1,700' grass/sod runway.

- The Washington County Hospital has a heliport used for medical purposes.
- Salem Municipal Airport, located along SR 56 has one 2,738' asphalt runway. In 2009, the airport saw an average of 21 aircraft operations per day, with approximately 73 percent as local general aviation and 27 percent as transient general aviation.
- Hardin Airport (near Salem) is privately owned with one 2,000' grass/sod runway.
- Spring Lake Airport (near Pekin) is privately owned with one 1,000' grass/sod runway.
- Lowells Landing Airport (near Hardinsburg) is privately owned with one 860' grass/sod runway.

Washington County has agreed to contribute \$225,000 toward a new runway project. This is a large project to be completed over the next 5-10 years. It is to be done in stages. The total cost of the project is 22 million dollars. Plans are to replace the existing 2,700 foot runway at the Salem Municipal Airport with a 5,000 foot runway. The first phase will be constructing a 3,000 foot runway, allowing the sale of the old airport for economic development. The FAA will allow the use of up to 20 acres of the land acquisition for a small industrial site located next to the runway. The FAA has approved the project and the County has decided to move forward.

Inventory and Assessment: Alternative Transportation

Currently there is limited pedestrian, bicycle, and public transportation opportunities in Washington County. There is a need to encourage and expand non-vehicular transportation alternatives to businesses and residents.

Existing streets in downtown areas in Salem and Campbellsburg have sidewalks for pedestrian use. These sidewalks do not extend throughout the communities or beyond city limits.

Recreational trails for pedestrian or bicycles exist in park and forest land in Washington County (Beck's Mill, Trails at Jackson-Washington State Forest). In addition, trails are planned connecting Salem to Lake Salinda Park.

The Southern Indiana Transit System (SITS) is a demand-response public transportation service for Washington County. They have regular mini-vans, fourteen passenger vans, and wheelchair accessible vans. The website is <http://www.bsinc.org/html/transportation.htm>.

Transportation Recommendations

- Future subdivision codes must establish and reference minimum standards for roads, sidewalks, etc.
- Driveway access to roadways should be carefully evaluated to keep higher functioning roadways at a high level of service.
- Work with INDOT to encourage safety improvements to SR 60 because of the mix of farm vehicles and large trucks. The county sees the possibility of widening as an asset to future development.
- Coordinate roadway maintenance plans with city, town and INDOT.
- Preserve CSX rail corridor.
- Encourage the use of alternative transportation by providing transit and recreational facilities.

Sponsor	Des Number	Route Number	Type of Work	Project Location	District	Miles	Federal Category	Program	Phase	Federal	Match	2010	2011	2012	2013	Estimated Cost to Complete	Protect
Washington County																	
Washington County	0500817	IR 1001	Bridge Rehabilitation Or Repair	Rehab and Relocate Washington #113 to Strawtown Park, NB# 8800075	Greenfield	0	STP	Local Trans Enhancement Program	CN	756,000					\$756,000	\$	756,000
Salem	0500891	ST 1001	Road Reconstruction (3R/4R Standards)	Shelby St from Bradle Shum Elem School to the Senior Center	Seymour	0.6	STP	Group III Program	CN	730,000				\$730,000		\$	730,000
Salem	0600373	VA 0	Enhancement	Salem Multi-use pathway system - Phase 1	Seymour	0	STP	Local Trans Enhancement Program	CN	883,200				\$883,200		\$	883,200
Salem	0810444	SP 0	Safety Revisions	Shelby St, Harrison St, Bristol St and Posey St	Seymour	0	STP	Local Safety Program	CN	211,000			\$211,000			\$	211,000
Washington County	9982610	IR 1000	Br Repl. Comp. Cont. Pres. Con c. Beam	Bridge #113 over Big Blue River on Fredericksburg Rd	Seymour	0.25	STP	100% Local Funds	RW1		21,000	\$21,000				\$	759,403
Salem	0901130	ST 1005	HMA Overlay, Preventive Maintenance	Washington Blvd from Mulberry St. to Market St.	Seymour	0.7	STP	Group IV Program	CN	183,500						\$	183,500
Salem	0901145	ST 1001	HMA Overlay, Preventive Maintenance	Market St. from Washington Blvd to Alpine St.	Seymour	0.7	STP	Group IV Program	CN	177,000						\$	177,000
INDOT	0101535	SR 160	Bridge Replacement	Bridge over Branch Middle Fork Blue River, 5.60 miles E of SR 60	Seymour	0	STP	District Consulting - Seymour	PE	24,000	6,000	\$30,000				\$	129,000
INDOT	0900229	SR 60	HMA Overlay, Preventive Maintenance	SR-135 to 1.4 miles W Pekin	Seymour	6.28	STP	District Construction - Seymour	CN	1,280,000	320,000	\$1,600,000				\$	1,600,000
INDOT	0900231	SR 56	HMA Overlay, Preventive Maintenance	East of Jim Day Road to Washington / Scott CL	Seymour	11.85	STP	District Construction - Seymour	CN	2,240,000	560,000	\$2,800,000				\$	2,800,000
INDOT	9902750	SR 60	Sight Distance Improvement	At Old SR 160/Paynter Lane	Seymour	0	STP	Safety - Construction	CN	864,384	216,096		\$1,080,480			\$	1,293,980
INDOT	0014640	SR 56	Road Reconstruction (3R/4R Standards)	From 0.1 km to 3.5 km E of SR 135	Seymour	1.75	STP	Major Preserv-Const Seymour	CN	4,117,297	1,029,324			\$5,146,621		\$	5,946,621
INDOT	0300322	SR 56	Signing Installation/Repair	From 0.1 km to 3.5 km E of SR 135	Seymour	1.75	STP	Major Preserv-ROW Seymour	RW	640,000	160,000	\$800,000				\$	18,450

Table 11.1: Statewide Transportation Improvement Program: Washington County 2010-2013

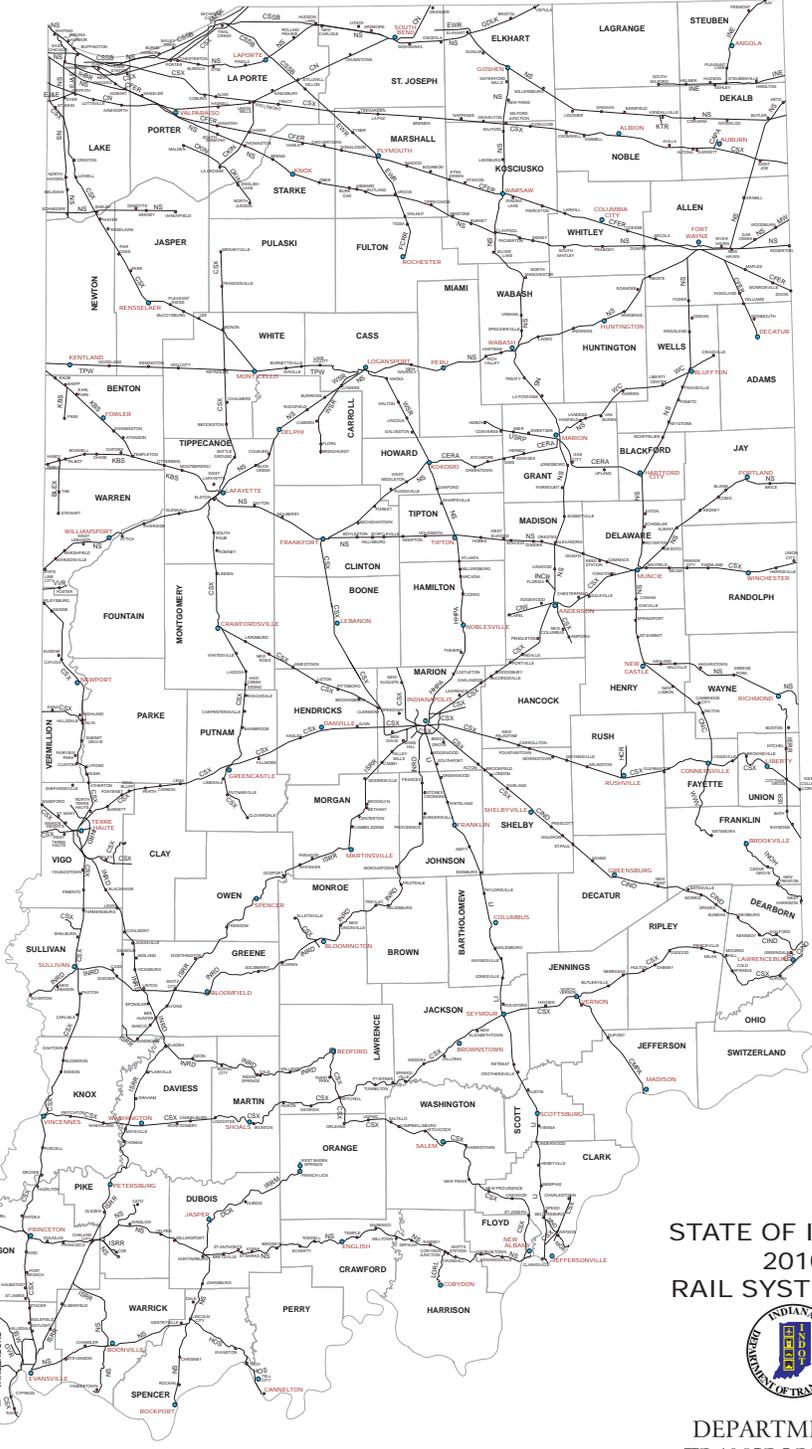
Sponsor	Des Number	Route Number	Type of Work	Project Location	District	Miles	Federal Category	Program	Phase	Federal	Match	2010	2011	2012	2013	Estimated Cost to Complete Project 10,200			
INDOT	0810403	SR 160	Scour Protection (Erosion)	6:05 E SR-60	Seymour	0	STP	District Construction - Seymour District ROW - Seymour	CN RW	6,880 1,280	1,720 320	\$1,600	\$8,600	\$6,499,003	\$1,465,080	\$6,778,271	\$756,000	\$	

Table 11.1: Statewide Transportation Improvement
Program: Washington County 2010-2013

INDIANA RAILROADS

INDIANA RAILROADS AND ABBREVIATIONS

AMTK	AMTRAK
BLRR	BEE LINE RAILROAD
CAPA	CITY OF ALBURN PORT AUTHORITY
CERA	CENTRAL RAILROAD CO. OF INDIANAPOLIS
CFER	CHICAGO, FT. WAYNE & EASTERN RR
CKN	CHESAPEAKE & INDIANA RAILROAD
CND	CENTRAL RAILROAD CO. OF INDIANA
CIW	CENTRAL INDIANA & WESTERN RAILROAD CO.
CMRA	MADISON RAILROAD, DIV. OF CITY OF MADISON PORT AUTHORITY
CN	CANADIAN NATIONAL RAILROAD/GRAND TRUNK RAILROAD
CNC	C & N C RAILROAD
CSBR	CHICAGO, SOUTHWEST, & SOUTH BEND RR
CSX	CSX TRANSPORTATION INC.
DCR	DUBOIS COUNTY RAILROAD
EJE	ELGIN, JOUET & EASTERN RAILWAY CO.
EVWR	EVANSVILLE WESTERN RAILROAD
EW	ELKHART & WESTERN RAILROAD
GDK	GRAND ELK RAILROAD
FCRR	FULTON COUNTY RAILROAD
HCR	HONEY CREEK RAILROAD
HRA	HOOPER HERITAGE PORT AUTHORITY
HOS	HOOPER SOUTHERN RAILROAD
IERR	INDIANA EASTERN RAILROAD
IHR	INDIANA HARBOR BELT RAILROAD
INE	INDIANA NORTHEASTERN RAILROAD
INCR	INDIAN CREEK RAILROAD CO.
INOH	INDIANA & OHIO RAILROAD INC.
INDR	INDIANA RAILROAD CO.
IRRM	INDIANA RAILWAY MUSEUM
ISRR	INDIANA SOUTHERN RAILROAD
ISW	INDIANA SOUTHWESTERN RR
KBS	KANKAKEE, BEAVERVILLE, & SOUTHERN RR
KTR	KENDALLVILLE TERMINAL RAILWAY
LI	LOUISVILLE & INDIANA RAILROAD CO.
LORL	LUCAS OIL RAIL LINE
MSR	MD RAILROAD
MW	MAUMEE & WESTERN RAILROAD
NS	NORFOLK SOUTHERN
OVR	OHIO VALLEY RAILROAD
SIND	SOUTHERN INDIANA RAILWAY INC.
SWR	SOUTHWARD RAILROAD
TPW	TOLEDO, PEORIA, & WESTERN RAILWAY CORP.
USRP	US RAIL CORPORATION
VVR	VERMILION VALLEY RAILROAD
WC	WABASH CENTRAL RAILROAD
WSR	WINAMAC SOUTHERN RAILROAD
WWV	WHITEWATER VALLEY RAILROAD



STATE OF INDIANA 2010 RAIL SYSTEM MAP



DEPARTMENT OF
TRANSPORTATION

Mitchell E. Daniels, Governor
Michael W. Reed, Commissioner

Base Map Generated from
U.S. Geological Survey
&
U.S. Census Tiger Files
The preparation of this publication has been
financed in part through a grant from the
United States Department of Transportation



Map 11.3: Indiana Railroads Map

CHAPTER 12

IMPLEMENTATION PLAN



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

Implementing the plan raises these questions for community leaders:

- Why do some comprehensive plans fail?
- What is our capacity to do this plan?
- What is the Implementation Plan?
- Who is going to do it?

Why Comprehensive Plans Fail

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

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

Lousy Communication

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

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

To tackle this problem, a specific group – or better yet, specific person – must be assigned to the task

of spreading the word and generating momentum through an overall communication plan.

Who's in Charge?

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

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

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

What's in it for Me?

Government is often focused on self-preservation while some businesses ignore public welfare to achieve their own ends.

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

No Money

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

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

Lack of Capacity

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

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

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

The third bullet might include tools such as Tax Increment Financing. The fourth bullet is the most difficult to quantify but easy to spot. Local resources should be considered before determining future planning. For example, a solution which requires an extensive amount of staff to administer would not be appropriate for a community with few or no planning staff.

Fundamentals of Land Use Planning

There are different ways to implement a comprehensive plan. One method is for local leaders to create the regulations and direct the money and other resources needed to support the plan's goals.

But where resources or widespread agreement may be lacking, the comprehensive plan can be used to create a vision for the community's growth and then to launch a dialogue about how planning can help obtain that vision.

The steering committee believes this plan will have a greater chance of success if more time is taken to develop public understanding and acceptance of its goals.

Accordingly, the first priority of this plan is an outreach campaign to elected and appointed officials who did not take part in the process, and to county residents. It is not necessary for residents to become professional planners, but a basic familiarity with the concepts of planning can only help local leaders direct the county's future. This basic familiarity should include:

- Land use planning processes, procedures, and vocabulary
- Physical processes that effect land uses and development
- Costs and benefits of development
- Map reading
- Goal and problem identification
- Problem solving
- Agency responsibilities

Most of those issues are covered in this section. When determining how to convey this information and gain understanding of how planning works, community based workshops are often effective. Lecture-based workshops are less useful. Instead, create a problem solving exercise where a hypothetical situation is presented along with the type of data needed to solve it (available regulations, restraints in resources, etc.).

This section can be used independently of the rest of this document as a primer on planning. It should serve as a foundation for creating community dialogue.

Why Do Communities Plan?

Historically communities in the United States were planned, even before the advent of modern comprehensive plans. The earliest settlements were laid out according to plans. To make the settlements easier to defend, pioneers sought locations with clear views of the surrounding area.

Settlers also tried to select areas with abundant water, but located on uplands, where there was safety from floodwaters. Central locations were chosen for efficiency in commerce and in the affairs of local government. Farms were established in outlying areas, providing a buffer of green space for the city and protecting the city from the dust and odors from animals and cultivation. Industrial areas were separated from residential areas. All these actions were proactive efforts to make a successful community, a place people would want to settle in.

The basic reason for planning our communities has not changed over time: to make the best community we can. Today, most Indiana counties, cities and towns engage in comprehensive planning. These communities recognize that there are many benefits to taking their own future in hand. Other groups, such as utility companies and the Indiana Department of Transportation (INDOT), are making plans that impact local communities. If local government does not plan for their own future, they will be in a position where they are reacting to the plans of others, which is never a position of power.

Establishing your own plan for your community's future will allow you to have a major influence on the plans that others create. A plan for the future will help elevate your community from an ordinary place to a great place. The comprehensive plan helps focus on two things that distinguish a great place: satisfactory local government services and desirable amenities (a high quality of life). Remember, comprehensive planning's fundamental goal is to improve your community.

Planning offers many benefits for the community:

1. It can be used to link local government spending to the community's priorities
2. It results in managed growth that helps keep taxes low
3. It helps local government provide services efficiently
4. It helps ensure that developers pay their fair share of improvements
5. It directs development to areas with sufficient infrastructure capacity to support it (i.e., new subdivisions in locations where there are available classrooms, industries where utilities are available)
6. It coordinates development and future capital expenditures such as streets, sewage treatment plants, civic buildings, and schools
7. It saves state and local government and utility providers from paying for remedies for poorly planned development, such as purchasing right-of-way or easements to widen streets or extend utilities
8. It protects property values by ensuring that adjacent properties are not developed in a way that will have negative impacts
9. It preserves and enhances community character
10. It improves quality of life by consciously spotlighting it in the plan
11. It helps determine how to make different uses more compatible
12. It can make communities healthier by making development "walkable"
13. It provides local standards for safe streets and sidewalks

- 14. It can prevent unwise development, such as residences in flood areas or without proper sewage disposal
- 15. It can protect environmental quality

Why Can't We Just Use Someone Else's Plan?

While it is tempting to just find a successful community and "borrow" their plan, saving time and resources, comprehensive plans are definitely not "one size fits all." Comprehensive plans are intended to help a community achieve a character of its own, one that residents of the community recognize and support.

If all our communities were the same, one plan would suffice for all. But each county, city and town is different, and a plan should enhance the unique characteristics of each place. One county may wish to emphasize its historical importance while another may pride itself on being a community of the future. Many Indiana communities have a distinct character that makes them different from one another. A plan that works for one community will not work for another! Through the planning process, residents decide what their community character should be. Attitudes and values differ from one place to another, and a good plan will reflect the local culture and values.

What is the Comprehensive Planning Process?

While each comprehensive planning process should be custom-designed to meet community needs, nearly all contain the same basic steps:

- 1. Evaluate existing conditions, including strengths and weaknesses, community character, demographics, natural features, etc.
- 2. Establish goals and objectives for the future
- 3. Identify alternatives for meeting the goals and objectives
- 4. Select the most desirable alternative

- 5. Devise and adopt tools to implement the plan (zoning, subdivision control, capital improvement programming, etc.)
- 6. Evaluate the success of the plan
- 7. Revise the plan

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

Who does what in the Comprehensive Planning Process?

Local officials are trustees of the future, and have a responsibility to help prevent growth patterns that result in wasteful and inefficient use of public resources. When you engage in the comprehensive planning process, you establish and implement public policy for the community, creating a guideline for decisions on development.

In Indiana, it is the plan commission's responsibility to prepare and adopt a plan and to recommend it to the legislative body for adoption. In preparing a plan, state law says the commission may be assisted by planning staff, consultants, volunteers, or any combination of the three.

Elected officials are also essential to the planning process. The decisions they make determine the shape of the community. The comprehensive plan should guide their votes on such things as petitions for rezoning land, where to construct and upgrade public streets and utilities, where to locate public facilities and when to build them. If elected officials don't agree with the contents of the plan or don't understand

what is in it, their decisions won't further the plan's objectives, so it is very important that they are part of the entire planning process.

A comprehensive plan must have the support of the majority of those who will be affected by it, or it will fail. The planning process relies on community input and consensus. Not only do we need citizen observations and views about the community, we need to ensure that the input includes a full range of perspectives.

Specifically it is helpful to understand what the role of each group is in the planning process:

- County commission members are elected officials, so they have a responsibility to balance all things (they have to look at the big, wide picture). The county commission members adopt the comprehensive plan by resolution (IC 36-7-4-509), including any amendments.
- The Plan Commission is the local expert on land use and the comprehensive plan. They are charged with preparing the comprehensive plan (IC 36-7-4-501) and all updates and amendments. The plan commission holds the official public hearing for a plan and provides a recommendation to the legislative body (county commissioners). The advisory committee or steering committee for a comprehensive plan is generally considered a subcommittee of the plan commission and it is the commission's responsibility to appoint steering committee members.
- The Board of Zoning Appeals is the relief valve for zoning. They do not have a direct role in creating the comprehensive plan, but are expected to support the process.
- Planning staff are typically responsible for coordination of the planning process, including communication and logistics for meetings. Planning staff may be assigned to prepare the comprehensive plan or to assist with research and preparation if a consultant is involved. Planning staff supports the process and assists others involved in the process.
- The Steering Committee is composed of members that act as representatives of the entire community, from different geographic areas, with differing experiences and interests. Their primary role is to give feedback to whoever is preparing the plan and to make sure the rest of the community gets a chance to participate in the planning process.
- A planning consultant is a professional planner who guides the comprehensive planning process. Major responsibilities are typically to educate planning process participants and to prepare the plan as directed.

Training for Public Officials

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

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

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

for citizen planners. For more information consult www.planning.org

- Become a member of the Indiana Chapter of the American Planning Association (IN-APA). This group offers annual conferences that includes sessions for citizen planners and offers the INDIANA CITIZEN PLANNER'S GUIDE free online at www.indianaplanning.org. This publication includes several chapters that can be used as training materials for elected officials, plan commission members, board of zoning appeals members, neighborhood organizations, and citizen committees and contains information specific to Indiana. The chapters include:
 - Part 1: Plan Commission Basics
 - Part 2: Board of Zoning Appeals Basics
 - Part 3: Avoiding Pitfalls
 - Part 4: Communications
 - Part 5: Rules of Procedure
 - Part 6: Ethics
 - Part 7: Comprehensive Plans
 - Part 8: Zoning Ordinances
 - Part 9: Subdivision Control Ordinances
 - Part 10: Site Plan Review
- Attend or offer to host a "Nitty Gritty" Training Session. These low-cost basic training sessions for citizen planners are held several times per year around Indiana, and are sponsored by IN-APA, Indiana Farm Bureau, Purdue Cooperative Extension Service, Ball State's College of Architecture and Planning, the Metropolitan Indianapolis Board of Realtors and IUPUI's Center for Urban Policy & the Environment.

- Use Purdue Extension's Land Use Team Publications, on such topics as Public Hearings and Agricultural Land Preservation, available at <http://www.ces.purdue.edu/landuse/landuse2/pubs.html>. The Purdue Land Use Team is also available to present several different land use programs in your community; contact your local extension office for more information. In addition, Purdue offers their "IP Video Series" training, which is free and broadcast live to extension sites around Indiana. Past presentations are available at <http://www.ces.purdue.edu/landuse/video.html> and have included topics such as, "Green Infrastructure" and "Staying Legal."
- Support planning staff in their efforts to receive continuing education, and request that they share the results with local planning officials.

Educating the Public about Planning and Zoning

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

During creation of a comprehensive planning, it is important to keep the process in the spotlight. Developing a relationship with local media representatives will help get the message out in newspapers and on radio. The county's website should include updates about dates of upcoming public meetings. All public meetings and hearings should have an educational component, where the purpose of the plan and an overview of the process are explained. After the public hearing and adoption of the plan, the county should make the plan available on-line and in local libraries, as well as consider providing training sessions for anyone interested in how to use the plan.

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

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

Giving Up a Little for Lots of Protection

One of the reasons that communities engage in a planning process is to ensure that the needs of the whole community are considered, not just benefits to individuals. Local planning and zoning is based upon a concept of the public interest or public good. Some flexibility in the use of individual land is given up in exchange for creating a community in which the interests of all are considered. Having a community plan and the zoning to back it up ensures that individual property owners are protected from development or uses nearby that might negatively impact their property.

How Does Zoning Fit In?

Zoning is one of the two major implementation tools for your comprehensive plan (the Subdivision Control Ordinance is the other one). Without these implementation tools, which are local laws, the

comprehensive plan will be ineffective because it is only a guideline with very few "teeth." Zoning is the basic way that your community can control how land is developed.

This means that zoning has the power to regulate activity by private persons for the health, safety, morals and general welfare of the public. This power is delegated to state legislatures by our federal system, and local governments only have this power when it is delegated to them by the state ("planning and zoning enabling legislation"). The U.S. Supreme Court has upheld zoning as a valid use of that power.

Indiana Code's enabling legislation says that when a legislative body adopts a zoning ordinance, it shall act for the purposes of:

- securing adequate light, air, convenience of access, and safety from fire, flood, and other danger;
- lessening or avoiding congestion in public ways;
- promoting the public health, safety, comfort, morals, convenience, and general welfare; and otherwise accomplishing the purposes of this chapter.

How is the Plan Adopted?

After a comprehensive plan is completed and adopted, there is still one more important step to finish in the planning process. The comprehensive plan is not official until it is adopted. Both the Washington County Plan Commission and the Washington County Board of Commissioners must adopt the Comprehensive Plan.

Taking the Next Steps Toward Planning & Zoning

It is important to note the distinction between a comprehensive plan and a zoning ordinance. Comprehensive plans are guiding documents for

future development that establish a community’s vision, goals, and objectives. The zoning ordinance is the legally binding regulatory tool that helps to make the comprehensive plan a reality. Under Indiana law, zoning is not allowed unless the local government first adopts a comprehensive plan.

Implementing the Washington County Comprehensive Plan will occur through the development of several tools including the zoning map and ordinance, subdivision ordinance and capital improvement planning. A community’s zoning and subdivision ordinances are typically the two biggest implementation tools for its comprehensive plan.

The newly formed Washington County Plan Commission will need to recognize the importance of having reasonable zoning and subdivision codes that encourage development, but balance the needs of property owners in the process. Successful zoning codes consider industry standards, protect private property and help spur growth and development.

By initiating the comprehensive plan process and creating a plan commission, Washington County has taken the first step toward developing zoning regulations. While zoning can provide a multitude of benefits to the community, it does not resolve all existing land use and development conflicts. To be clear, zoning cannot:

- change or correct past land uses;
- prohibit farm buildings or farming decisions, such as crop or livestock selection;
- guarantee that its adoption will be followed by industrial, commercial or tourism development;
- assure proper interpretation and administration of the ordinance, no matter how good it may be;
- assure that land uses will be permanently assigned a certain zoning district;

- guarantee the structural soundness of buildings constructed in zoned districts;
- serve as a building code.

It is important to remember that zoning ordinances are also not the final word for land use. Through processes such as variances, parcels of land may be allowed to develop with differences from the zoning code.

Whenever these variance requests arise, the community’s comprehensive plan must be consulted to ensure that the type of development is occurring in the right quality, quantity, and location. Variances should be critically reviewed and approved only when the petitioner can prove that he meets the state code’s criteria for a variance, which includes such things as the subject site has unique physical features that prevent the petitioner from developing according to the zoning code. Rezoning is also possible in response to changing conditions and unanticipated opportunities, and, like variances, is also guided by a set of state law criteria, that include compatibility with the comprehensive plan.

A summary of each implementation tool is described in the following section.

Zoning Ordinance

Zoning is the most common technique local governments use to influence the location and density of development. Zoning can promote economic development by designating adequate sites for business uses; it can protect individual property owners from undesirable adjacent land uses and it can give Washington County protection from becoming a “dumping ground” for “Nimby” (not in my back yard) and “LULU” (locally unwanted land use) development that is made very difficult or even prohibited in other communities that have zoning.

Euclidean Zoning, where communities divide their land up into districts with distinct bulk regulations and uses, has been the standard form for zoning codes. Over the past generation, newer forms of zoning codes have been created. Form based zoning; incentive zoning and performance zoning are examples of these new code types and are currently used in large cities such as Chicago. Washington County would be best served using a traditional Euclidean zoning code, since most of the county is rural and current development pressures are minimal.

A standard zoning ordinance has two parts: text and a map. The text describes the different land use zones or districts, bulk standards, allowable and non-allowable uses, development standards and the administration of the process. The zoning map shows the location of the various zoning districts.

The Indiana State Statutes lists many elements that a local zoning code may include; however, there is no state standard model zoning ordinance that the county must follow. Washington County must recognize the goals and objectives that are important to the community and create regulations which will get the community to where they want to be over the next twenty years.

Because zoning ordinances are locally devised regulations, they differ dramatically across the spectrum of communities. Some ordinances regulate very little other than the location of heavy industrial and commercial uses, while others regulate in much more detail, including architectural style or the color of paint allowed on the exterior of a building.

What may be beneficial and warranted in a nearby community's zoning regulations may not work in Washington County. Development pressures, natural land features and community values that shaped the goals of the comprehensive plan will also form the basis for the county's zoning ordinance.

Basic Zoning Ordinance Elements

Ideally, the Washington County Zoning Ordinance would contain all of the basic elements listed in the following chart. The chart was created to highlight the basic framework for a zoning ordinance. Additional topics specific to Washington County that could also be included in a future zoning ordinance are listed further in this section.

The charts on the next pages list ordinance categories in addition to examples or reasoning for the inclusion of such topic:

TABLE 12.1: BASIC ZONING ORDINANCE ELEMENTS

CATEGORY	EXAMPLE OR SUGGESTED PROCEDURE
Purpose Statement	<ul style="list-style-type: none"> ● Should reference the state statute IC 36-7-4-600 ● Should reference the Comprehensive Plan Goals and Objectives ● Each Zoning District should contain its own purpose statement
Administrative Procedures	<ul style="list-style-type: none"> ● Procedures for Map Amendments (rezoning) ● Procedures for Text Amendments ● Process for unlisted uses and other interpretations ● Appeals ● Penalties, etc.
Definitions	<ul style="list-style-type: none"> ● Definitions must be clear and concise ● Zoning code terms and concepts can be very subjective – the plan commission should collectively agree and record their interpretation in the definitions ● Example: Lot coverage can include primary and accessory structures on a lot. Will the definition of accessory structure also include uncovered front porches or decks?
Zoning District Regulations	<ul style="list-style-type: none"> ● Establishment of Zoning Districts that regulates the uses of land throughout the county ● Each District describes its purpose ● Each District defines uses permitted, prohibited or allowed by special exception/ conditional use ● There are four major types of zoning Districts, all listed below. The types included in an area depend on the complexity of the county’s development, and can include additional districts to more accurately define the land uses in the county: <ul style="list-style-type: none"> ○ Agricultural Districts ○ Residential Districts ○ Business Districts ○ Industrial Districts <p><i>(Additional and more in-depth descriptions of all zoning classifications can be found in Chapter 8 of the Indiana Citizen Planner’s Guide http://www.indianaplanning.org/associations/9760/files/8_ZoningOrdinance_2005.pdf.)</i></p>

TABLE 12.1: BASIC ZONING ORDINANCE ELEMENTS

CATEGORY	EXAMPLE OR SUGGESTED PROCEDURE
Agricultural Districts	Agricultural districts allow agricultural activity as the principal use of the land. While agricultural production does not prohibit other uses, agricultural districts protect production agriculture from nuisance complaints and assessments for public use. Some ordinances require the land to meet minimum criteria to be eligible. Eligibility tests can include minimum production capabilities, minimum time to be designated in the district, and a minimum tract size requirement. Modern zoning ordinances often contain more than one agricultural zoning district, each having a different level of intensity.
Residential Districts	Residential districts may be established in several categories, depending on the type of development already established or anticipated. Factors that must be considered are density of population, existing and proposed streets and utilities, variety of housing types, and variety of housing-price groupings. Cluster development or planned unit development are some methods that provide flexibility in zoning regulations. Use distinctions often vary depending on density and lot size.
Business Districts	Business districts include land zoned for commercial use. They should be based on need and not just on proximity to major thoroughfares. Zoning excessively large road frontages for commercial use permits undesirable strip development. Service roads, performance standards, and loading and storage standards are part of the development planning that can benefit business districts.
Industrial Districts	Industrial districts may or may not be needed, depending upon the location of the area to be zoned and its present mix of land uses. Having areas properly zoned for industry can be an additional incentive for industrial expansions and new industry. By using the industrial zone, the community indicates that it wants to protect its industry from possible nuisance suits and is providing “protected” land for future growth. Communities can build flexibility into this type of zoning district by using performance standards for compatibility with non-industrial neighboring areas.
Other Possible Districts	Open Space / Recreational – districts comprised of parks, state forests or similar uses – where land uses are generally owned by a public entity and perpetually used for recreation Institutional / Civic Uses – zone for hospitals, schools, churches and similar land uses

TABLE 12.1: BASIC ZONING ORDINANCE ELEMENTS

CATEGORY	EXAMPLE OR SUGGESTED PROCEDURE
Development Standards	<ul style="list-style-type: none"> ● Development standards are the measurable rules contained in zoning ordinances that tell people how high, wide, and deep structures can be and what site requirements (e.g., parking, landscaping, etc.) must be followed ● Development standards generally include yards, setbacks, bulk, density, coverage, height, accessory structure regulations, etc. ● Development standards can include, but are not limited to, the following examples below
Minimum Lot Size	<ul style="list-style-type: none"> ● Residential lot sizes in areas without sewers are larger than those areas that can connect to municipal sewers i.e. – one acre lot minimum for no sewer, 8,000 sq. ft. for lots that connect to sewer
Minimum Lot Width	<ul style="list-style-type: none"> ● Varies depending on zoning district. Intended to prohibit development of “flag” lots that are only connected to public road by driveway, and are hidden behind other lots
Minimum Yard Requirements and Setbacks	<ul style="list-style-type: none"> ● Front yard setbacks can vary depending on what type of street the lot is located: from 30’ on a local street to 75’ off of a higher traffic, higher speed arterial street. Double frontage lots (a lot that fronts on two parallel streets) are typically prohibited. ● Side yards can be dependent on the width of the lot, with a set minimum and maximum depth, i.e. – in an R1 district, 10% of the lot width, not less than 5’ and not greater than 15’ ● Corner lots are typically considered to have two front yards. Rear yards are generally a set distance, like 25’ ● Accessory structure setbacks must be defined ● Define distances between structures, similar to a fire code i.e.: 10’ must be maintained between primary and accessory structures ● Define setbacks from floodways and other water features
Height Limitations	<ul style="list-style-type: none"> ● Remember to define how to measure building heights (average grade of lot to peak of roof, etc.) ● R1 maximums are typically around 35’ ● May exempt church steeples, flag poles, etc.
Lot Coverage	<ul style="list-style-type: none"> ● Generally 30% in residential districts ● Purpose is to limit impervious coverage and preserve green space

TABLE 12.1: BASIC ZONING ORDINANCE ELEMENTS

CATEGORY	EXAMPLE OR SUGGESTED PROCEDURE
Other Development Standards	<ul style="list-style-type: none"> ● These standards apply to other aspects of land development, those items beyond buildings ● Examples of categories include, but are not limited to, the following examples below:
Parking Requirements	<ul style="list-style-type: none"> ● Typically 2 per single-family dwelling unit (in driveway), not including garage or covered parking spaces ● Commercial uses parking standards vary depending on specific use (e.g., doctor’s office, restaurant, etc.) ● Industrial uses can be based on total number of employees and / or sq. footage of certain uses ● Some communities are using parking maximums, to steer away from large areas of impervious pavement that are rarely used to their capacity and require major drainage efforts
Landscaping	<ul style="list-style-type: none"> ● Consider comprehensive plan goals here – does the community just want buffering or screening for commercial or industrial regulations? Multi-family residential? ● Ensure capacity to implement and enforce landscaping regulations
Signs	<ul style="list-style-type: none"> ● Signs can be highly charged issues – regulate sign structure (e.g., size, height, etc.)
Nonconformities	<ul style="list-style-type: none"> ● With the creation of the new zoning ordinance, certain existing uses will inevitably be either in the wrong zoning district or do not meet the development standards of the new ordinance ● Provisions should be made for things that were legally built, or uses that were legally already in operation, that do not conform to the new “zoning”—the non-conformities ● In Indiana, a zoning ordinance must allow continuance of a legally existing non-conforming use, but may limit or prohibit extension, expansion, or change unless to a conforming use or conforming standards
Severability Clause	<ul style="list-style-type: none"> ● In the event that a judge finds an ordinance provision invalid, it is important that the ordinance has a severability clause stating that if one provision is invalid, the rest of the ordinance remains in effect

Additional Zoning Ordinance Elements

Above and beyond the “basic” elements of a standard zoning ordinance, Washington County should incorporate other regulations specific to the needs of the community. Throughout the comprehensive planning process, topics such as mobile homes, water quality and confined animal feeding operations were consistently listed as subjects in need of attention and regulation. Below is a list of some of the other elements that the Washington County Plan Commission may want to address in the new zoning ordinance.

Karst Landscape Protection

Karst is a distinctive type of landscape or topography. Karst landscapes usually occur where carbonate rocks (limestone and dolostone) underlie the surface. Freely circulating slightly acidic rainwater and the water in the soil slowly dissolve the fractures in the limestone and create sinkholes, caves, and other features that characterize karst landscapes.

The western portion of Washington County is identified as karst landscape. A karst landscape is sensitive to contamination because most of the area surface water flows directly into the landscape and is not filtered by soil and bedrock.

Washington County should enact regulations that limit uses in and around karst landscapes, in addition to development standards. For example, the zoning ordinance could restrict development by establishing a fixed radius or delineated area around the karst landscape. This strategy helps to reduce non-point source pollution by maintaining vegetation and tree cover.

Watershed Protection (Lakes John Hay and Salinda)

Zoning and subdivision controls that limit the amount of impervious surface, encourage open space, and promote compact development in a watershed will provide some level of protection for Lake John Hay and

other watersheds within Washington County. Within these broad tools, a number of specific techniques are available, including:

- Restricting the density of residential development in sensitive areas
- Requiring special use permits for development within particularly sensitive areas
- Utilizing an overlay zone to establish additional specialized land use regulations (further described in the overlay zone tool in this section)
- Requiring cluster subdivisions or planned unit developments that cluster residential lots outside areas of concern
- Requiring or encouraging vegetated filter strips or buffers between a pollutant source and wetlands or surface water bodies to provide runoff treatment and prevent soil erosion (subdivision code)
- Requiring erosion control measures during and following construction (subdivision code)

Washington County should map their watersheds, especially the Lake John Hay watershed, and incorporate the footprints into their zoning map.

Home Occupations

Home occupations or home businesses ideally operate in such a manner that the surrounding neighbors are barely aware of their existence, and the business is compatible with the property surroundings. Home occupations can become problematic when neighbors or adjacent landowners have to deal with the sight of outdoor storage or increased traffic from deliveries and/or customers.

Home-based businesses have become quite common, especially with the downturn of the economy. When starting a new business venture, many people incubate the business at home which eliminates the

rent or purchase price of operating space. Daycares, landscape businesses, auto repair and contractors are just few examples of businesses that people run out of their homes.

Washington County should develop regulations for home occupations that address storage, employees, parking, signage, etc. that acknowledge the mostly rural nature of the community. For example, agricultural equipment repair could be allowed in a rural zone on lots over two acres, provided that all of the work is contained in a building.

Alternatively, if certain home businesses are perceived to be a problem or have historically presented unique difficulties for the community, they could be prohibited as home businesses or could be required to get a special exception from the Board of Zoning Appeals. This would ensure an additional level of review and allow input at a public hearing.

Mobile Homes

Mobile homes have long been perceived as the solution for affordable housing in rural Indiana. They are relatively inexpensive to purchase and may be transportable at any time; therefore, mobile homes frequently dot the rural landscape where other affordable housing options such as multifamily units do not exist.

Washington County has an unusually high proportion of their housing units that are mobile homes, compared to other counties and state/national averages. Because mobile homes are not taxed and assessed like other residential structures, but require the same residential services, the county should consider what regulations can help mobile home properties keep or increase their value.

Regulations could be created for new mobile home parks or subdivisions that require such things as a permanent foundation. Washington County could

also develop regulations that allow the location of new mobile home parks only in specific areas. For example, a new mobile home park might be allowed in specific rural or residential districts by special exception or in existing mobile home parks as a permitted use. This method would allow for placement of solitary mobile homes but also create some guidelines for mobile home parks or subdivisions.

Overlay Zones / Districts

An Overlay Zone or District serves as an additional layer of regulation in areas that are particularly sensitive. The underlying zoning district does not change, there are generally more requirements pertaining to the overlay. In some cases the overlay district may reduce the requirements for setbacks, landscaping, or parking to preserve a specific character (such as in a downtown area).

An overlay district in some instances will modify the permitted uses of the district in order to preserve or promote the character of the district. Overlay districts may cover more than one underlying zoning district and can help to unify a multi-zone area with common regulations (i.e., special sign and landscaping regulations along an entry corridor).

Many Indiana communities have a wellhead protection district. The purpose of adding this overlay is to protect the community's wellhead or water source. Developments within a wellhead protection district may be required to submit documentation to the local water utility company before development and then periodically to be sure that the community's water source is not contaminated.

Other areas that could be regulated with overlay zones include: roadway corridors, flood hazard areas, watersheds, historic areas, airport zones and natural resource areas.

Planned Unit Development (PUD) Districts

Planned unit development (PUD) provisions promote flexibility in land use while offering more certainty and better protection for neighboring property owners when new developments are proposed. A PUD may include varied and compatible land uses, such as housing, recreation, and commercial centers within one defined development or subdivision, and are often used to accommodate mixed use developments. The base requirements and process for a PUD are generally established in the zoning ordinance.

In Indiana, planned unit developments are approved by ordinance. Typically the ordinance would include a description of the uses permitted and the development standards. A specific plan for the development of the property must also be approved, but may be done in another step. Some PUD ordinances require a high level of detail: design, colors and materials to be used for buildings and signs, landscaping plans with the location and species of each plant, parking and circulation details.

While a high level of detail is reassuring to neighbors, it can be costly and limiting for developers.

Washington County will need to determine the level of regulation that works best for the local community. The ordinance should contain provisions for amendment or modification of approved PUDs as well as provisions for dealing with development phasing and also abandoned projects.

Concentrated Animal Feeding Operation (CAFO)

Concentrated animal feeding operations (CAFOs) are livestock operations that confine a large number of animals to a small area, usually in buildings. The Indiana Department of Environmental Management (IDEM) regulates these operations, as well as smaller operations which have violated water pollution rules or laws.

When a new CAFO is proposed to be built, IDEM must

perform the process that state law and regulations have provided. Approval from IDEM does not relieve the farm from complying with any local zoning requirements.

In order to ensure that CAFO's are placed where the community would prefer them, Washington County could enact regulations regarding the placement of new facilities, in addition to promoting best management practices for existing operations.

At a minimum, CAFO regulations should focus on what agricultural zoning districts are appropriate for such uses, in addition to lot sizes and setbacks from nearby towns, residences, water features and other sensitive land uses. Additional design requirements could be incorporated to address local concerns such as: covering solid manure storage structures to reduce air emissions or requiring synthetic liners for waste lagoons to prevent release of contaminants into the environment.

Other regulatory possibilities include making CAFO's special exceptions in specific agricultural or rural zones so that they require a public hearing and additional layers of review by the Board of Zoning Appeals.

Zoning Maps

The Zoning Map is important because it establishes the zoning classification for each property. Developing a zoning map largely depends on the existing land use patterns in the community. The zoning maps should be as clear as possible, so that staff and citizens can easily determine the zoning classification for a particular piece of property.

Some communities draw the official zoning map on auditor's plat maps, so that each property is easily identified. Other communities utilize Geographic Information Systems (GIS) to prepare, maintain, view, and print maps. GIS allows communities to print at

various scales, and to include other map layers with zoning, such as utility locations. Washington County has previously worked with consultants to develop GIS-based maps, and should pursue this technology to develop the Washington County Zoning Map.

Zoning maps generally show each zoning district as a different color or hatched pattern. If color is used, the following color scheme is generally used and accepted by planners. Yellow to orange should be used for residential districts. The least dense residential should be the lightest yellow, and the densest should approach orange. Commercial districts are generally a variety of reds. The most intense commercial district should be the darkest red. Industrial districts are generally purple or grey. Recreational and agricultural districts are typically shades of green. Institutional uses, such as churches and schools are typically blue, as are public buildings and lands (i.e., fire stations).

Zoning all of the property in Washington County will take considerable effort. A combination of windshield surveys, property record research and mapping or aerial photo referencing may be used to provide an accurate land use map to start from. Inevitably, the zoning map will label some properties inconsistent with the current land use.

It is important to note that creating a zoning district cannot be used to take away a property owner's right to continue to use their land or building for any legal existing use. For example, if a person operates a retail store and the zoning is changed to residential, he or she can continue to operate the store until they either voluntarily change the use or it is destroyed or abandoned. This situation is referred to as a Legal Non-Conforming Use, also noted in the Basic Zoning Ordinance Elements chart.

Subdivision Ordinance

Subdivision regulations control how land is subdivided and developed. A subdivision occurs whenever any

parcel of land is made into two or more individual parcels. This could include a tract of land that is 100 acres split into two 50 acre parcels or four 25 acre parcels. The review of a subdivision of land is an additional process - aside from zoning - that will allow Washington County to influence the character of land development, including standards for streets, drainage, etc.

Subdivision ordinances serve a wide range of functions. They help create adequate land records and simple legal descriptions and they ensure adequate public facilities and infrastructure to handle the development of the lots created by the subdivision. This includes accessibility through streets, street capacity, pedestrian ways, and/or alleys. It can also include water service (for homes and emergency service), sewer service, treatment capacity, electricity, natural gas, drainage, and other utilities.

The subdivision ordinance should also be connected (at least by reference) to the zoning ordinance development standards. For example, if a subdivision is created in a residential zone, each lot should conform to that zoning district's minimum bulk requirements of lot area, minimum lot width and length.

An official subdivision of land also includes a plan for long-term maintenance of infrastructure. It is common for the local government to take over the maintenance of the infrastructure - like streets and some utilities, including drainage. It is imperative that Washington County clearly defines their standards for street and utility construction to ensure that what the county inherits is well-constructed and easily maintained.

Sometimes the subdivision process includes the creation of a homeowners' association to maintain infrastructure like detention ponds, and/or common areas. The subdivision process generally serves as assurance to a potential lot purchaser that infrastructure is provided and perpetual maintenance

is accounted for. If the county will not be taking over the long-term maintenance of any feature in proposed subdivisions, the plan commission needs to ensure that maintenance of the same is addressed for the duration of the subdivision's lifetime.

According to the Indiana State Code, the subdivision control ordinance must specify the standards by which the commission determines whether a plat qualifies for primary approval. Indiana Code requires a subdivision control ordinance to include standards for minimum lot width, depth, and area; public way width, grade, curves and coordination with existing and planned public ways; and the extension of water, sewer, and other services. What those standards actually are is totally up to each local government.

Indiana Code goes further stating that a plan commission may also include provisions for the allocation of an area to be used as public ways; parks; schools; public/semi-public buildings; utilities; and "anything else related to the purpose" of the subdivision of land.

The general regulations included in most subdivision control ordinances include:

- Lot area, width, and length to depth ratio
- Block length
- Street width, alley width, cul-de-sacs length, turning radii
- Provisions to include utilities and appropriate easements for utilities
- Provisions for pedestrian access
- Monumentation and markers
- Subdivision name
- Street names
- Lot addresses

Today, many communities are taking subdivision control even further to include "real community

character issues." These regulations can include for the provision of amenities such as parks and other recreational facilities, requiring conservation of naturally-sensitive lands, aesthetic regulations, and landscaping.

The subdivision control ordinance not only specifies how the land can be subdivided, but also the process that developers and land owners must follow to apply for approval of their proposed actions. At a minimum, the ordinance should include a list of required documents for plat approval, such as plan drawings, application forms including proof of ownership, etc.

In Indiana, if a subdivision proposal meets all requirements and standards of the subdivision control ordinance, the plan commission must approve the submittal. Once the plan commission makes their written findings with a signed decision, the applicant may begin construction on agreed upon infrastructure improvements, which are typically covered by financial guarantees (bond or letter of credit) to local government in order to ensure construction. When completed, the developer turns the infrastructure over to the local government, typically with a maintenance bond.

Sources

- Purdue University Cooperative Extension Service – Zoning—What does it mean to your community?
- Indiana Chapter of the American Planning Association, Citizen Planner Training Manual
- Indiana Geological Survey @ <http://igs.indiana.edu/geology/karst/karstInIndiana>
- I69 Planning Toolbox @ www.in.gov/indot/div/projects/i69planningtoolbox
- The Effect of Rural Zoning on the Allocation of Land Use in Ohio by Wen-hua Hsie, Elena G. Irwin and Lawrence W. Libby; August 2001
- Planning with Power: Protecting Our Water

and Environmental Resources: @ www.planningwithpower.org

- Indiana Department of Environmental Management- Confined Feeding Operations @ www.in.gov/idem
- St. Joseph County, Indiana; Concentrated Animal Feeding Operations Permitting and Inspection Program @ www.stjosephcountyindiana.com

What Additional Planning is Needed?

Comprehensive plans include all of the major land use elements, but they do not take the place of technical studies for issues such as infrastructure and roads. To complete future planning for Washington County some additional research is needed. These studies are:

- Stormwater and Waste Water Master Plan: This report should plan for the extension and rehabilitation of water and sewer lines and other services. It needs to distinguish between rehabilitation of existing infrastructure (paid for by ratepayers) versus new infrastructure for economic development (paid by developers/ economic development funds). It should also recommend future utility corridors.
- Capital Improvement Plan: This document is related to the Infrastructure Master Plan but is broader in scope. It lists the approximate location, size, time of availability and estimates of costs for public facilities or improvements to be financed with public facility fees, usually over a five-year period. This plan can include road improvements.
- Parks Master Plan: This plan takes a long-term look at the outdoor and recreational needs of a community. It is required in order to qualify for park grants from the state.
- Thoroughfare Plan: This plan identifies the general location and classification of roadway facilities that serve traffic from existing and planned development in the city. The plan also indicates where major roadway improvements – either on existing or new alignments – are to be implemented.

Funding Sources

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

What to Do Next

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

Fortunately, it's possible to look ahead to the near future and take the steps needed to implement the comprehensive plan. Following are a few benchmarks to get started after the plan has been adopted by the county commission.

First 3 Months

- Communicate the plan to the media and to the general public.
 - Make presentations to fraternal organizations, incorporated communities and other groups.
 - Parts of this report can be detached and printed separately to serve as a handout at public meetings: “Fundamentals of Planning” from this chapter and the “Making the Case for Planning” chapter.
- Responsible Parties: County board of

commissioners, plan commission and members of the steering committee.

First 6 Months

- Form a committee to create planning and zoning regulations.
 - The section of this chapter called “Basic Zoning Ordinance” lays out the entire structure for zoning codes, zoning maps and subdivision codes. Use it to “fill in the blanks” for standards that suit Washington County.
 - Study the files “Part 8: Zoning Ordinance” and “Part 9: Subdivision Control Ordinance” and others at the Indiana Planning Association website at www.indianaplanning.org, under the tab “Education” click “Citizen Planner”.
 - Study the codes of similar communities with zoning for ideas and specific language. Many codes are online, such as those of Harrison County at www.harrisoncounty.in.gov/pdf/HarrisonCountyZoningord.pdf.
- Responsible Parties: Plan commission and members of the community selected to serve on the study group.

First 9 Months

- Zero in on the topics that were the most important or controversial during the comprehensive plan process. Subcommittees should study the topics, make the tough decisions and craft language for the code. These topics include:
 - Agriculture: What – if any - classifications should be assigned to prime farmland and other agricultural land in the zoning map?

- Confined animal feeding operations: Can the county require all confined feeding operations, regardless of size, to acquire a permit from IDEM? What other regulations might apply?
 - Residential: Should mobile homes/trailer parks be zoned for specific areas?
 - Subdivisions: What should be required of new subdivisions: roads built to stricter standards, sidewalks, limited cuts on busy roads? How can the county direct new development to areas with supporting infrastructure? Would conservation subdivisions work in Washington County?
 - Industrial: Should the zoning map and code include exceptions for communities with cabinet factories and pallet mills and for farmers creating a second income on their farm?
 - Natural Resources: How strict is the county willing to get in limiting development around steep slopes, wetlands and karst topography. For example, should it prohibit building within 25 feet of a sinkhole?
- Responsible Parties: Plan commission and members of the community selected to serve on the study group.

First 12 Months

- Discuss the pros and cons of forming a Washington County Area Plan Commission with the incorporated communities which have no planning.
- Work toward completion of the zoning code; it is important not to lose momentum.

- Meet with representatives from incorporated communities such as Salem, New Pekin and Campbellsburg to ensure they understand the county's plans.
- Responsible Parties: County Board of Commissioners and Plan Commission.

Looking Ahead

- Study options on how to enforce new regulations. This might include partnering with incorporated communities to share the cost of an enforcement officer.
- Constantly review how the comprehensive plan is holding up against "real world" petitions heard by the plan commission. Are changes needed?
- Responsible Parties: County board of commissioners and plan commission.

APPENDIX



CAPITAL IMPROVEMENT PLAN

A Capital Improvements Plan (CIP) identifies capital projects (and some major equipment purchases) during a five year period, providing a planning schedule and identifying opportunities for financing the projects in the plan. Capital Improvements Plans coordinate community planning, financial capacity, and physical development.

A CIP typically includes:

- List of capital improvements (projects or major equipment) to be made
- Projects ranked by priority
- Project cost estimates
- Plan for financing the projects
- Schedule for construction or completion of the projects

There are a number of benefits that may be realized from the Capital Improvements Plan process including:

- Coordination between capital needs and operating budgets
- Enhancement of the community's credit rating, control of its tax rate, and stability in debt service obligations
- Identification of the most economical means of financing capital projects
- Coordination of public capital investments with other public and private development initiatives (Massachusetts Municipal Association, 1997)

The process for developing a Capital Improvements Plan varies by community but may include the following steps:

- Establish a capital planning committee (often the department heads or superintendents)
- Inventory existing assets
- Evaluate projects that have been previously approved, are incomplete, or have not been implemented
- Assess the community's financial capacity

- Identify new projects by soliciting and evaluating requests from staff
- Prioritize projects
- Develop a financing plan
- Adopt a Capital Improvements Plan
- Monitor and manage the projects included in the plan
- Update periodically (typically annually)

The inventory of assets should include all buildings and major equipment and, if possible, utilities, roads, and sewers. It should document the need for replacement, expansion, or repair of all physical assets in the community. This is facilitated by documenting the year the facility (or equipment) was purchased or acquired, the date(s) of improvement(s), the condition and extent of use of the facility or equipment, and any scheduled dates for reconstruction, expansion, or replacement (Massachusetts Municipal Association, 1997).

While some communities use specific “grading systems” for establishing the priority ranking of their projects, including cost-benefit analysis is not always necessary. Some priorities are difficult to establish using fixed systems and may not reflect the social or political realities of the community. Nonetheless, establishing a prioritization for projects is important for scheduling and budgeting purposes.

The financing plan should include not only the estimated initial cost of construction, but also estimates of the annual operating and maintenance costs. These represent long-term financial commitments and should be included in the long-term operating budget.

Source: I-69 Community Planning Program Toolbox

CONSERVATION SUBDIVISION

A conservation or cluster subdivision generally sites single-family homes on smaller parcels of land, while the additional land that would have been allocated to individual lots is converted to common open space for the subdivision residents. Typically development standards, including road frontage, lot size, setbacks, etc. are changed to allow the developer to better preserve the desirable open space. Some definitions from Zoning Ordinances around the country are noted below:

- A subdivision in which the lot sizes are reduced below those normally required in the zoning district in which the development is located, in return for the provision of permanent open space. (*Muskegon, Mich.*)
- A residential use that divides land into not more than the number of lots permissible in a conventional subdivision of the same property in the same zone, but where the size of individual lots may be reduced in order to gain common open space. (*Deering, N.H.*)
- A form of development for single-family residential subdivisions that permits a reduction in lot area and bulk requirements, provided there is no increase in the number of lots permitted under a conventional subdivision and the resultant land area is devoted to open space. (*Bondurant, Iowa*)
- A clustered neighborhood design with gross density comparable to nearby rural/semirural subdivisions. (*Wayne, OH*)

Note: most communities have standards for what is and is not acceptable as common open space. Common open space should be land area that the community wants to preserve, such as historic sites, wetlands, floodplains, wooded areas, pasture or cropland, or even regular ground that stays undeveloped.

Differences between Conservation or Cluster Subdivisions and Regular Subdivisions

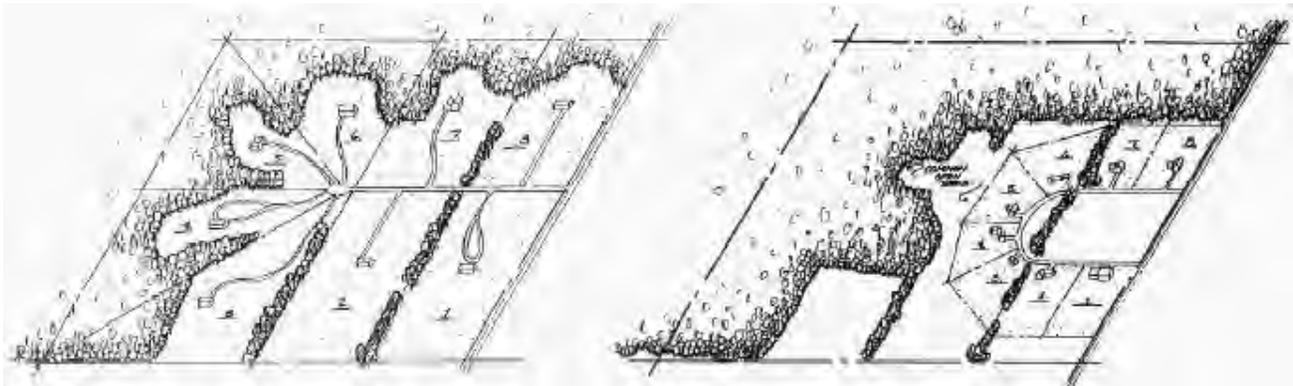
Consider the following distinction between a conventional subdivision and a conservation or cluster subdivision. With a conventional subdivision in mind, imagine a developer subdividing a 100-acre piece of land into 50 two-acre parcels, each with a single-family home. Under a conservation or cluster subdivision design, a developer would plan differently to get the 50 single-family homes, this time putting each on 0.5-acre parcels, "clustered" together in groups. This would only use 25 acres of land for residences and would

leave 75 acres of "open space." Typically, the open space areas are in the midst of the development and are designed around the natural or man-made features of the landscape. In our hypothetical 100-acre parcel, for example, we might have three separate areas of open space averaging 25 acres each. One might be centered around a section of woods, one around a pond or a creek, and one around a meadow.

In a typical cluster subdivision, each homeowner has access to all of the open space areas, which may be permanently preserved by a conservation easement -- a restrictive covenant forbidding any type of development in perpetuity. To provide maximum protection for both the open space and the residents, the conservation easement should be assigned to at least two organizations, a homeowners' association, whose membership includes all the homeowners in the subdivision, and a local government agency or land trust. The conservation easement should specify the types of activity permitted on the open land, i.e., recreation, type of agriculture, woodland protection, or stream buffers. The easement should be placed on the property prior to the development of the conservation or cluster subdivision.

Cluster or conservation subdivisions have been very popular in rural areas in the eastern United States. Surveys show that residents generally rate them very highly as places to live, and they have maintained their property values. In Indiana, Michigan City's *Tryon Farm* is a well-known example that preserves 120 of the property's 170-acres.

The following illustrations are from the State of Wisconsin's Model Conservation Subdivision Ordinance



Standard Subdivision

Conservation Subdivision

Advantages of a Conservation or Cluster Subdivision

- Maintaining rural character of the area
- Open space for residents
- Preserving critical land
- Cheaper infrastructure costs, leaving developers more money for amenities
- Meeting a market need for low-maintenance housing
- Reducing the impacts of development on watersheds
- Can provide a buffer between residential lots and agricultural

Disadvantages of a Conservation or Cluster Subdivision

- Current zoning and subdivision regulations don't support this type of development
- Takes extra effort for developer if regulations aren't already in place (variances, etc.)
- Maintenance of common open space requires creation of homeowners' association
- Homeowners have extra cost for maintenance fees (taxes, insurance, and general upkeep) not typically incurred in a conventional subdivision
- Smaller-sized lots result in close proximity to neighbors' homes

Sewage disposal in a Conservation or Cluster Subdivision

In areas where public sewers are not available, advances in technology allow creation of small community systems where wastewater is transported and treated in a safe, economically feasible, and aesthetically pleasing manner.

Differences between Conservation or Cluster Subdivisions and Planned Unit Developments

Planned Unit Developments (PUDs) may include a mix of residential, commercial, industrial, or other uses, whereas the conservation or cluster subdivision normally only includes single family housing. Within the PUD, development standards need not be uniform with the community's zoning code. One major difference between PUDs and conservation or cluster development is the amount of open space. Where PUDs typically contain 20 percent open space or less, most conservation or cluster developments strive for 40 percent.

Source: Conservation or Cluster Subdivision Fact Sheet, by K.K. Gerhart-Fritz, AICP of the Planning Workshop

HILLSIDE / STEEP SLOPE PROTECTION

There are a number of issues associated with development on steep slopes, hillsides, and ridgelines. Foremost among them are health, safety, and environmental considerations that arise when planning development in steep areas. Another factor is the aesthetic quality of hillsides and ridgelines that can be lost when they are developed. Protecting hillsides and steep slopes from development helps to preserve those unique environmental qualities that people value. Furthermore, development on steep slopes can have an adverse effect on water quality as a result of increased erosion and sedimentation.



Historically, development on hillsides and steep slopes were avoided due to increased cost of development as opposed to flat terrain.

However, with new and improved engineering and construction techniques, combined with the value of the scenic views, development on hillsides or steep slopes is becoming increasingly more common.

Some communities have found that there is a local desire to protect the hillsides both for their aesthetic qualities and for safety reasons. Options for protecting hillside and steep slopes involve creating regulations for their protection, routinely placed in the zoning ordinance.

In his 1996 article "Planning for Hillside Development", University of Illinois professor Robert Olshansky outlined ten topics that should be considered prior to implementing hillside regulations. These ten topics, which are outlined below, can be used as a framework to build a solid justification for regulating steep slopes, hillsides, and ridgelines:

- Topography
- Slope Stability
- Drainage and Erosion
- Infrastructure
- Access
- Aesthetics
- Natural Qualities

- Fire Hazard
- Recreational Values
- Open Space

Source: Innovative Land Use Planning Techniques, 2007, New Hampshire Department of Environmental Services

OVERLAY ZONES

An overlay district is a “transparent” zone that lies on top of the existing zoning. It is typically used to add additional design standards or restrictions beyond those required by the existing zoning. Unless specifically modified by the overlay district, development adheres to the base district (existing zoning).

Overlay Districts are used differently in different communities, but they generally are used to unify streetscape and architecture without monotony, control traffic problems and signage, and provide for open space and landscaping. Overlay Districts do not attract development, but they ensure that the development that occurs is higher quality.

An overlay district is usually used when there is a special public interest to be served that does not coincide with already mapped traditional zones. An overlay district may cover parts of several zones or only a portion of an underlying zone. Generally, the underlying zone determines the permitted land uses, while the overlay district restricts the design, requires additional setbacks, or sets into place any other restrictions that meet the district’s purpose. In cases where there is a conflict between the requirements of the overlay district and the underlying zoning, the overlay restrictions apply (Zoning News, 1991).

Overlay districts are most common for:

- Downtown areas
- Historic areas
- Corridors
- Airport development
- Natural resource areas (rivers, shore lines, etc.)

Some of the other types of overlay districts are:

- Transit supportive (or oriented) development
- Infill
- Pedestrian walkability

In some cases the overlay district may reduce the requirements for setbacks, landscaping, or parking to preserve a specific character (such as in a downtown area). An overlay district in some instances will modify the permitted uses of the district in order to preserve or promote the character of the district.

The following can be regulated in an overlay district:

- Lot size
- Accessory buildings
- Building height and area
- Architectural design
- Landscaping
- Storage and loading areas
- Parking
- Lighting
- Signage
- Access points
- Development review procedure
- Land uses



Westbrook, ME Overlay Zone

A local government's authority to create an overlay district is implied in the delegation of the power to enact zoning restrictions and create zoning districts. One purpose of zoning is to ensure consideration for the character of areas and their suitability for conserving the value of buildings and encouraging the most appropriate use of the land (Pace, 2001). In Indiana the statutes say that "A geographic area may be subject to more than one (1) district," hence authorizing the use of overlay zones.

Overlay zones are adopted the same as any other zoning amendment. When the text amendment is made creating the regulations for the overlay zone, a map amendment should also be adopted to establish the boundaries for the overlay zone. When an applicant seeks to vary from the requirements of an overlay district, they must apply to the Board of Zoning Appeals for a variance just as they would if they were varying from the requirements of the base district.

Source: I-69 Community Planning Program Toolbox

Funding Sources

A list of potential funding sources for implementing the Washington County Comprehensive Plan is shown below.

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
State Revolving Loan Fund (SRF)	low-interest (2.7-3.95%) loans, 20-year term Note: An additional .50% reduction may be permitted if a non-point-source project is financed along with a point source project.	Indiana Finance Authority SRF	Incorporated cities/towns, counties, sanitary/conservation or regional sewer/water districts Private & Not-for-profit facilities are eligible only for DWSRF loans	Planning/design/construction of Treatment plant improvements Water line extensions Water storage facilities Wetland protection and restoration; On-site sewage disposal; BMP for ag & stormwater; Riparian Buffers & Conservation; Wellhead Protection Planning/design/construction of Treatment plant improvements Sewer line extensions to unsewered Combined sewer overflow corrections
Small Issue Loan Program	low-interest; 10-year term up to \$150,000; reduced closing costs no cost SRF PER review	Indiana Finance Authority	SRF-eligible communities	Any project addressing existing pollution abatement: Wastewater, Drinking Water Non-point source
Arsenic Remediation Grant Program	Grant Program	Indiana Finance Authority	Municipalities, political subdivisions, privately owned Community Water Systems and non-profit Nontransient Noncommunity Water System Must serve less than 10,000 residents	Construction of Treatment Facilities (Precipitate Process, Adsorption Processes, Ion Exchange Processes, Membrane Filtration, Point of Use Devices) Planning & design Activities System Consolidation System Restructuring

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Rural Community Assistance Partnership Revolving Loan Fund	short-term financing (\$100,000) for predevelopment costs associated with proposed water & wastewater	Rural Community Assistance	Serve rural areas that aren't located within the boundaries of a municipality with a population of 10,000 or greater.	Existing water or wastewater systems and the short-term costs incurred for replacement equipment, small-scale extension of services, or other small capital projects that aren't part of O&M.
Rural Development (RD)	Grants up to 75% of project cost and loans 40yr term; 4.25-4.5% interest	US Dept. of Agriculture	Rural areas/towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Lower income areas qualify for more grant assistance.	Developing water and waste disposal systems in rural areas
Rural Development Planning Grants	Grants for up to 75% of cost of planning or up to \$15,000 25% match required	US Dept. of Agriculture	Rural areas/towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Must be qualified for the "poverty" bracket - 80% of the statewide nonmetro MHI	Water and Wastewater Infrastructure Planning

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Rural Development Community Connect Grant Program	Broadband Grants minimum \$50,000 (no max) matching funds required	US Dept. of Agriculture	Project must: (a) serve a rural area (b) serve one and only one community recognized in latest U.S. census; (c) Deploy Basic Broadband Transmission Service, free for 2 years to all Critical Community Facilities; (d) Offer Basic Broadband; (e) Provide a Community Center with at least 10 computer access points	Establish broadband access to rural communities which are unserved
Community Focus Fund (CFF)	Grants up to \$600,000, minimum 10% local match (\$350,000 for Fire Stations)	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low-to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Projects that contribute to long-term community planning and development Projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population Often requires income survey to determine low-income eligibility
CFF Planning Grant	Grants up to \$50,000, \$30,000 (for single utility), minimum 10% local match	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low-to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Planning activities for projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population. Planning activities must be completed w/in 12 mos. Often requires income survey to determine low-income eligibility

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Watershed Projects Grant (104(b)(3))	Grants 5% local match	IN Dept. of Environmental Management		Projects that lead to the reduction and elimination of pollution, increase the effectiveness of the NPDES program
Flood Control Revolving Fund: Rural Water Supply	Loans up to \$150,000	IN Dept of Natural Resources	Cities, towns, conservancy districts, special assessment districts, with population under 1,250 who have been authorized to maintain/operate the system; entity is unable to borrow funds elsewhere; cannot exceed 2% of assessed valuation	Projects that establish or modernize water supply systems
Public Works & Economic Adjustment Grants	Grants for up to 50% of project costs, 80% if severely distressed; 20-50% match required	Economic Development Administration	Counties, cities, towns, sewer districts Sometimes townships and economic development corporations	Projects the will lead to job creation and retention in severely distressed communities including water and wastewater projects
Industrial Development Grant Fund (IDGF)	Grants (typically \$2,500 per job) Typically not exceed 50% of cost	Indiana Economic Development Corp.	City, Town, County, Special taxing district, economic development commission, nonprofit corporation, corporation established under IC 23-17, Regional water, sewage, or solid waste district, Conservancy district	Construction of airports, facilities, tourists attractions; sanitary sewer lines, storm sewers or drainage; water; roads; sidewalks; rail spurs and sidings; information and high tech. infrastructure; property; surveys

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Special Appropriations Projects (SAP)	Grants average award \$2,000 to \$300,000 45% local match required	Congressional Appropriation	Incorporated cities/towns, counties, sanitary/conservation or sewer/water districts qualify for SAP, also known as the State and Tribal Assistance Grants (STAG)	water, wastewater, non-point source and stormwater infrastructure SRF, CDBG, USDA, RD can be used as local match
Federal Transportation Aid to Local Communities	Federal Aid Approx. \$30M available per year 80/20 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Roadway improvements
Hazard Elimination and Safety (HES)	Federal Aid Approx. \$6M available per year 90/10 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Safety improvements at Intersections, signage, pavement markings, signal modifications, lighting improvements

Detailed Demographic Profile: Washington County, Indiana

Introduction

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

Most of the demographic data available for Washington County in December 2009 is based on the U.S. Census data from 2000. The most recent survey was taken in April 2000. While the Census Bureau conducts smaller scale surveys between decennial years, the Bureau does not analyze geographic areas with a population of 65,000 or less based on the Census Bureau population estimates.

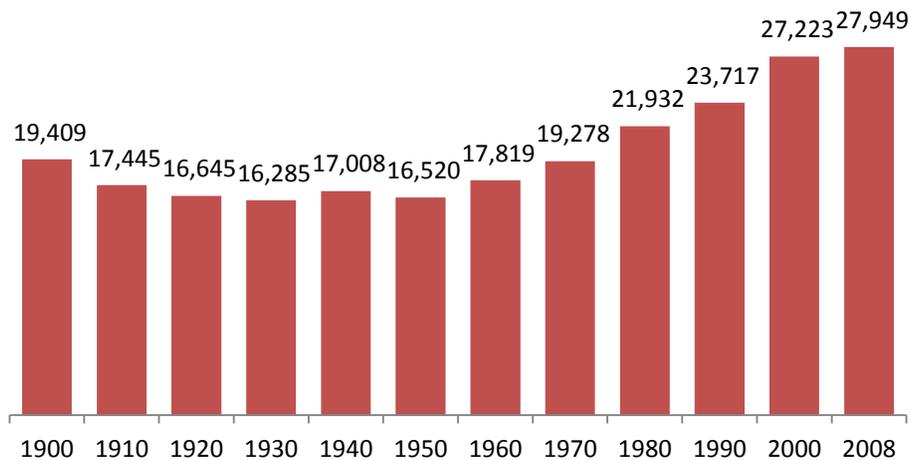
According to the U.S. Census Bureau, data was made available for all areas of 20,000 or more in 2008. Beginning in 2010, and every year thereafter, the nation will have a five-year period estimate available, a resource that will show change over time, even for neighborhoods and rural areas.

This data came from sources such as the Indiana Department of Education, the Indiana Department of Revenue, and the National Low Income Housing Coalition. Additionally, demographic information for Washington County was frequently used because estimates provided by the U.S. Census are available for 2007.

Population

The population in Washington County has fluctuated since 1900. As **Figure 1** shows, the recorded population in 1930 was the low point for the past century. Since 1950, the overall population has been steadily growing and in 2008 the census was 27,949 ranking it 57th out of 92 Indiana counties, which is up from 61 in 1990. The total population for the state of Indiana in 2008 was 6,376,792 meaning that Washington County consisted of .4 percent of the statewide population. From 1990 to 2000, Washington County saw the largest percentage growth rate for a decade at 14.8 percent which ranked 19th in the state of Indiana.

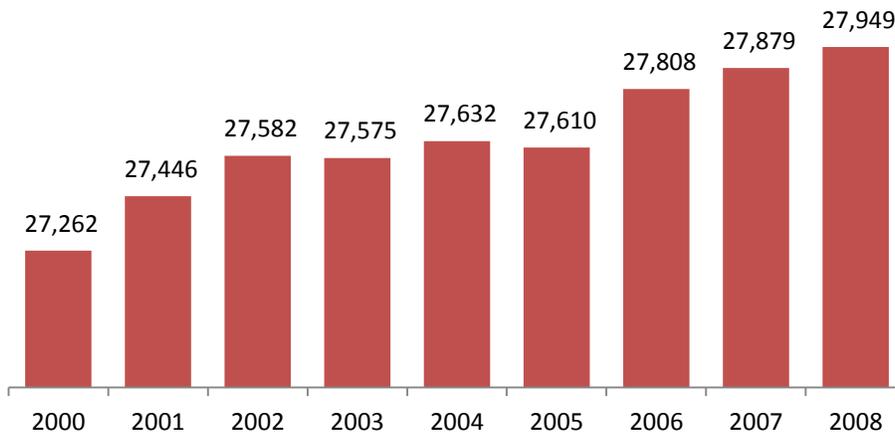
FIGURE 1. Population by Decade and Current Year Estimate



Source: STATS Indiana

Figure 2 illustrates the population estimate by year for Washington County from 2000 to 2008. The county as a whole saw the population decrease in a one year span twice. The 2003 and 2005 reported census showed that there were slight losses in total population, however, from 2005 to 2006 Washington County saw its largest rate of growth with .7% and the population has continued to grow since. Out of Indiana's 92 counties, Washington County ranked 58th in the year 2000.

FIGURE 2. Population Estimates by Year

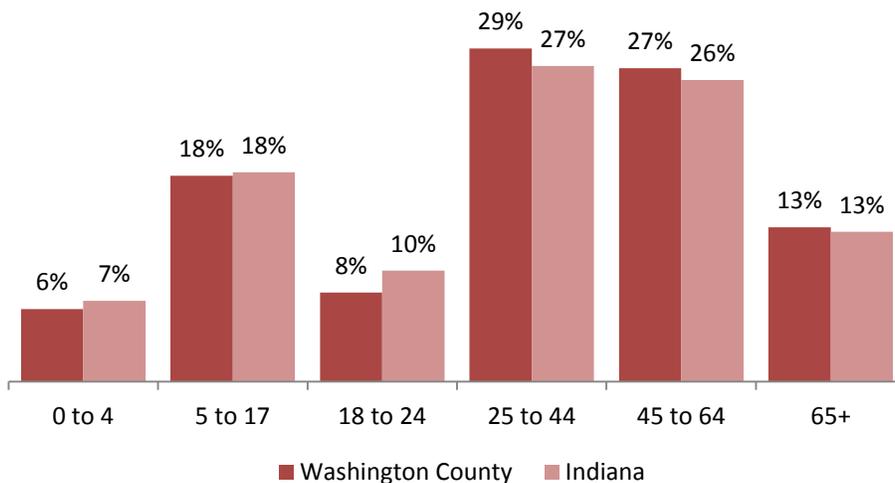


Source: STATS Indiana

Age

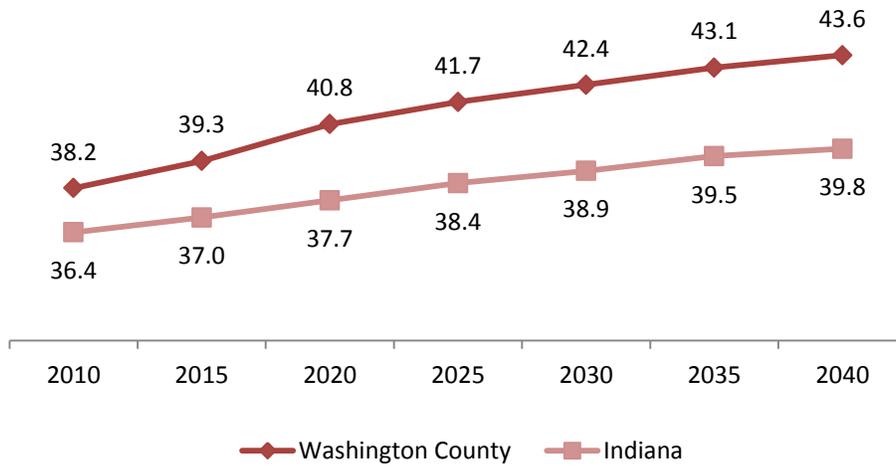
Figure 3 shows age distribution estimates for both Washington County and Indiana in 2008. Washington County’s age distribution differs slightly from the state average. From the age of 25 and up, Washington County is shown to be above the state average. For the ages of 24 and under, Washington County is mostly below the state average except for the age group of 5 to 17. **Figure 4** shows the median projected age for Washington County. The age gap for Washington County and Indiana is shown to increase from 2010 to 2040. The gap is measured at 1.8 in 2010 and it is estimated to increase to about 3.8 years in 2040.

FIGURE 3. Age Distribution (2008 Estimates)



Source: Indiana Business Research Center, STATS Indiana

FIGURE 4. Median Projected Age

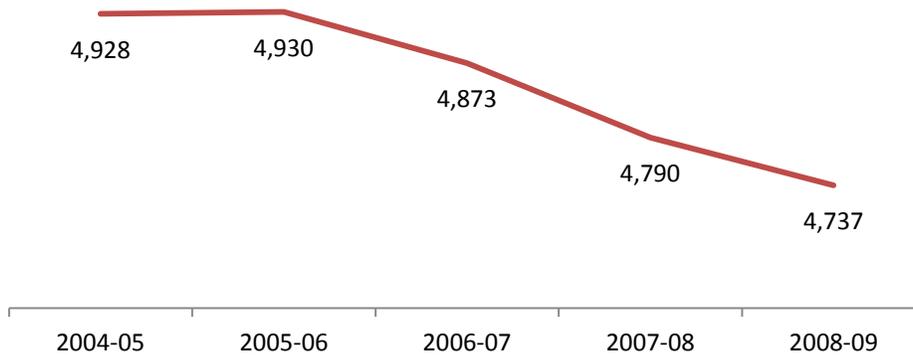


Source: Indiana Business Research Center, STATS Indiana

Educational Attainment

Figure 5 shows the school enrollment for Washington County. Total enrollment has been recorded to be steadily decreasing since the five year peak during the 2005-06 school year. School enrollment in Washington County has decreased by 3.9 percent since the 2004-05 academic year.

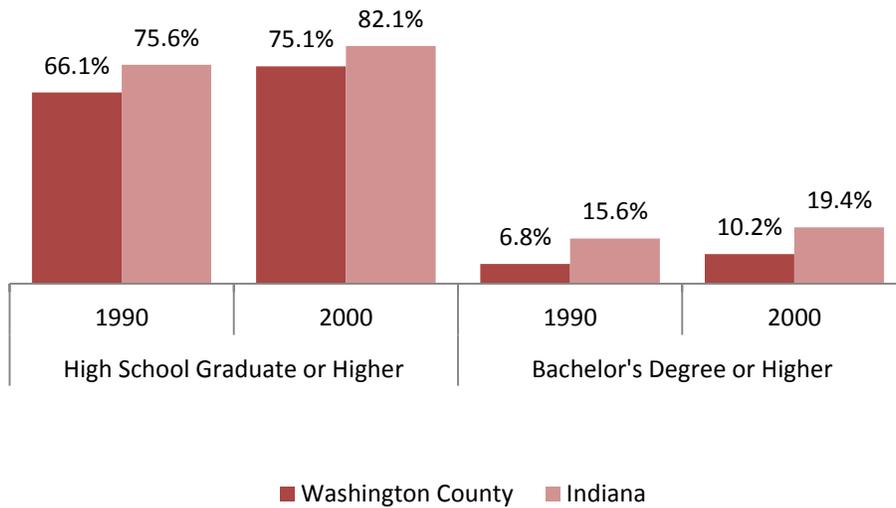
FIGURE 5. Washington County School Enrollment



Source: Indiana Department of Education

Figure 6 below shows the educational attainment from 1990 to 2000 for both Washington County and Indiana. Washington County is slightly lower when compared to Indiana as a whole in attaining both a high school degree and a bachelor’s degree. Washington County was able to close the gap with the state average in high school graduates from 1990 to 2000. Out of the 92 counties in Indiana, Washington County ranked 81st in the percentage of those with a high school diploma in the year 2000. All figures have increased for both Washington County and Indiana during the ten year time span.

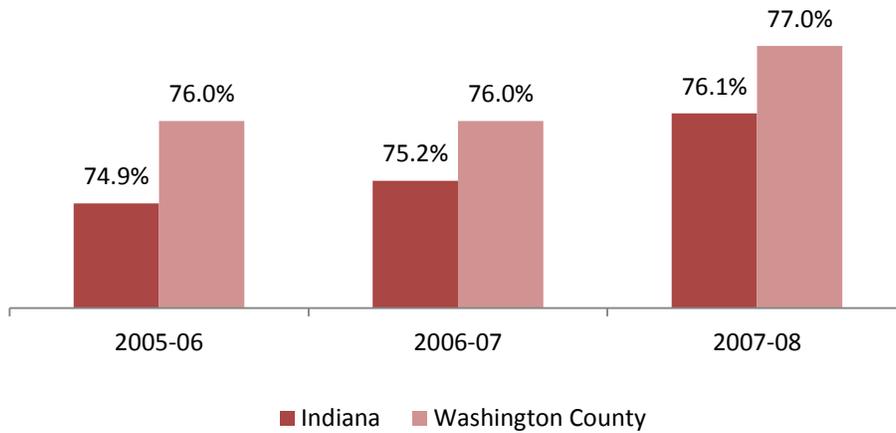
FIGURE 6. Educational Attainment, 1990-2000



Source: STATS Indiana

Figure 7 illustrates the percent of graduates pursuing college for Indiana compared to Washington County. Indiana is slightly lower as a state compared to the Washington County rates for the three years listed. The state trends were increasing at a slow, but steady, pace in comparison to the Washington County Schools which show that for the three years listed roughly over 75 percent of graduates will be pursuing college.

FIGURE 7. Percent of Graduates Pursuing College

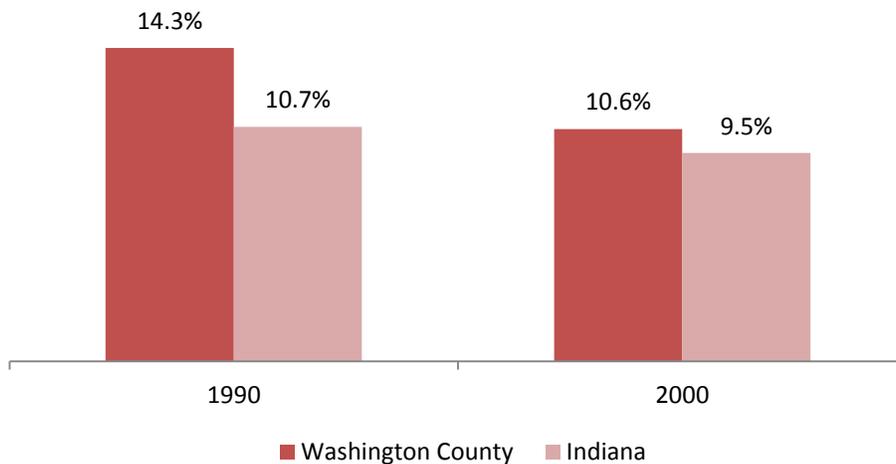


Source: Indiana Department of Education

Poverty

The poverty rate tracks the percentage of individuals who are below the poverty threshold. Poverty thresholds are the dollar amounts used to determine poverty status, and vary according to the size and age of family members. The same thresholds are used throughout the United States and do not vary geographically. **Figure 8** shows the poverty rates in 1990 and 2000 for Indiana and Washington County. Washington County has moved to within 1.1 percent of the state average for Indiana. Both poverty rates have decreased since 1990, especially the rate for Washington County which saw a decrease of 3.7 percent.

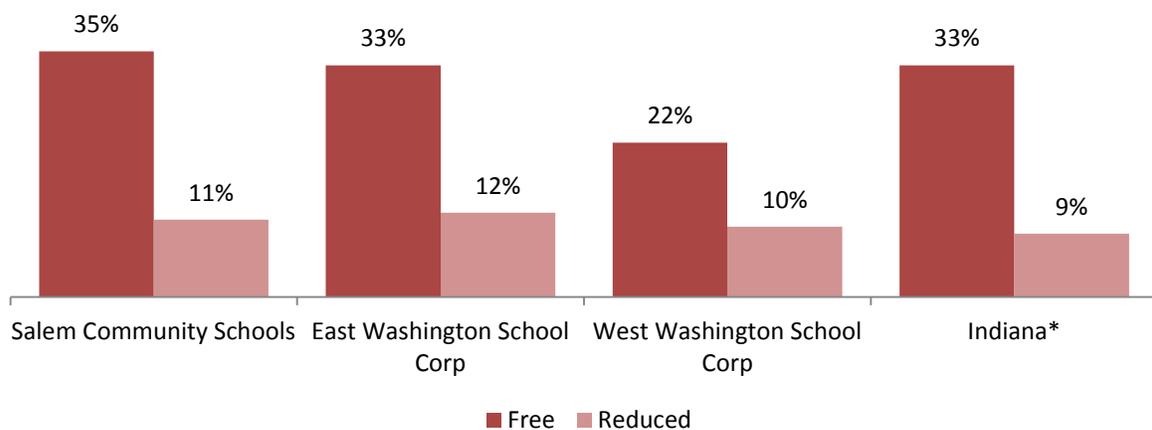
FIGURE 8. Poverty Rates 1990-2000



Source: U.S. Census Bureau

The percent of free lunches served is another indicator of economic distress. As shown in **Figure 9**, the Salem Elementary schools are both above the state average as well as the averages for the other two school districts in Washington County for free lunches. The percentage of reduced lunches for the Washington County schools does not vary by more than 2 percentage points off the state average. The West Washington Schools show the lowest rate of free lunches at 22 percent which is well below the averages for the other two districts and the state of Indiana.

FIGURE 9. Percent Free and Reduced Lunch, 2008-09



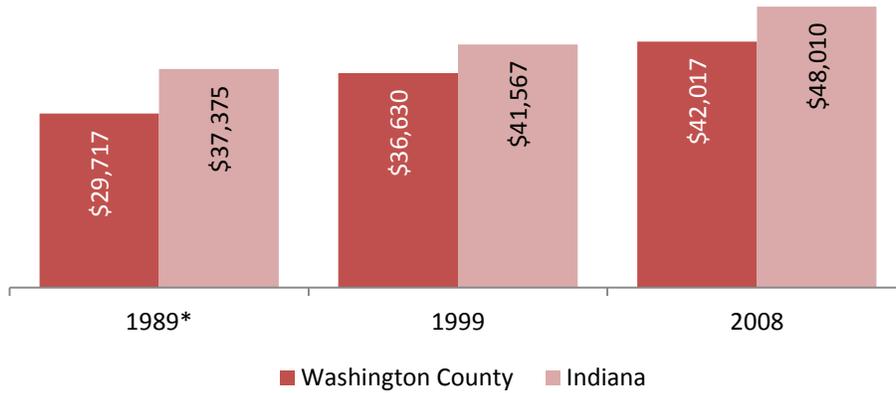
Source: Indiana Department of Education
 * = Public Schools Only

Income

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

As shown in **Figure 10**, the Washington County median household income increased by 23.3 percent from 1989 to 1999 which was the largest growth for the two sets of data. The median annual income for Washington County continues to lag behind the state average for Indiana, even after this increase in annual household income.

FIGURE 10. Median Annual Household Income

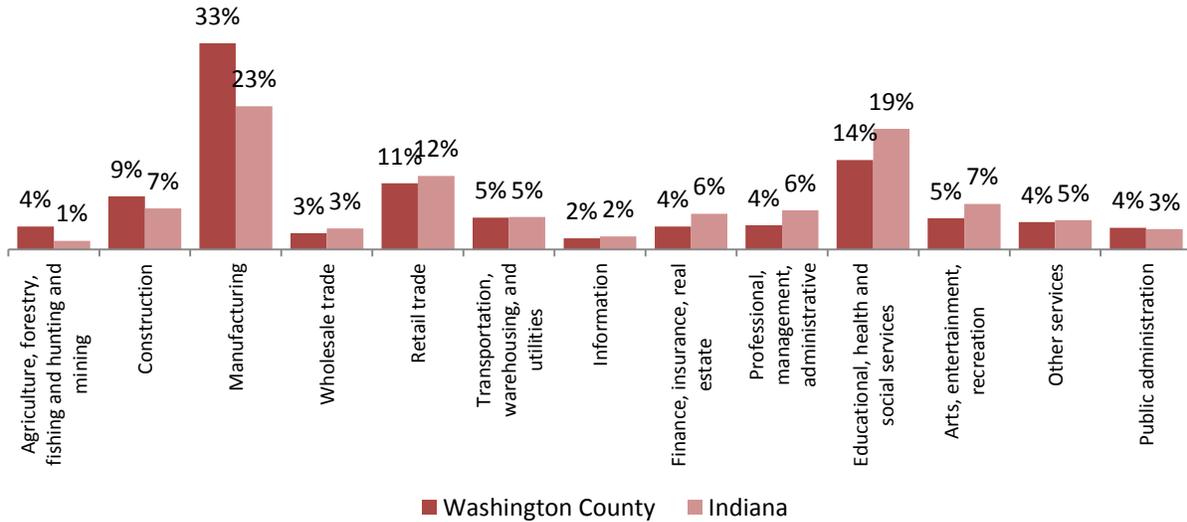


Source: STATS Indiana, U.S. Census American Community Surveys

Employment

Figure 11 depicts employment by industry in 2000. Washington County's largest industries were (1) manufacturing, (2) educational, health, and social services, and (3) retail trade. Washington County's employment by industry is not consistent with the state average in many employment categories, primarily because the county's manufacturing sector takes up 10 percent more of its employment than the state average and 5 percent less in the educational, health, and social services sector. Washington County was ahead of the Indiana average by 3 percent for agriculture, forestry, fishing, hunting, and mining. They also showed a 2 percent greater rate in construction when compared to the state average. **Figure 12** lists the major employers in Washington County with the exception of school corporations.

FIGURE 11. Percent Employment by Industry, 2000



Source: STATS Indiana

FIGURE 12. Major Employers of Washington County (2009)

Company	# of Employees
Flexcell d/b/a Kimball Office – Salem	327
Washington County Memorial Hospital	290
Tecumseh Power Company	239
GKN Sinter Metals, Inc.	223
NetShape f/k/a Hawk	210
Kroger Food Stores	117
Jeans Extrusions	115
Speedflex	72
The Fabri-Form Company	72

Source: Washington County Economic Growth Partnership, Inc.

Employment (continued)

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

FIGURE 13. Employment and Earnings by Industry 2007 (NAICS)				
Industry	Pct. Dist. in Indiana	Pct. Dist. in Washington County	Average Earnings per Job (Indiana)	Average Earnings per Job (Washington County)
Farm	1.9%	10.4%	\$18,286	\$12,923
Accommodation, Food Serv.	6.8%	4.7%	\$15,484	\$14,346
Arts, Ent., Recreation	1.9%	0.9%	\$26,713	\$5,011
Construction	6.1%	7.8%	\$44,166	\$19,190
Health Care, Social Serv.	10.1%	D	\$44,379	N/A
Information	1.3%	1.1%	\$52,484	\$35,196
Manufacturing	15.1%	18.3%	\$70,827	\$44,572
Professional, Tech. Serv.	4.2%	3.0%	\$54,412	\$27,231
Retail Trade	11.0%	10.1%	\$24,039	\$19,080
Trans., Warehousing	4.0%	2.6%	\$44,997	\$30,970
Wholesale Trade	3.7%	2.2%	\$60,531	\$27,900
Other Private (not above)	21.9%	12.3%*	\$33,076	\$28,864*
Government	12.0%	16.0%	\$48,569	\$45,349

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

D = not shown to avoid disclosure of confidential information

Source: U.S. Bureau of Economic Analysis

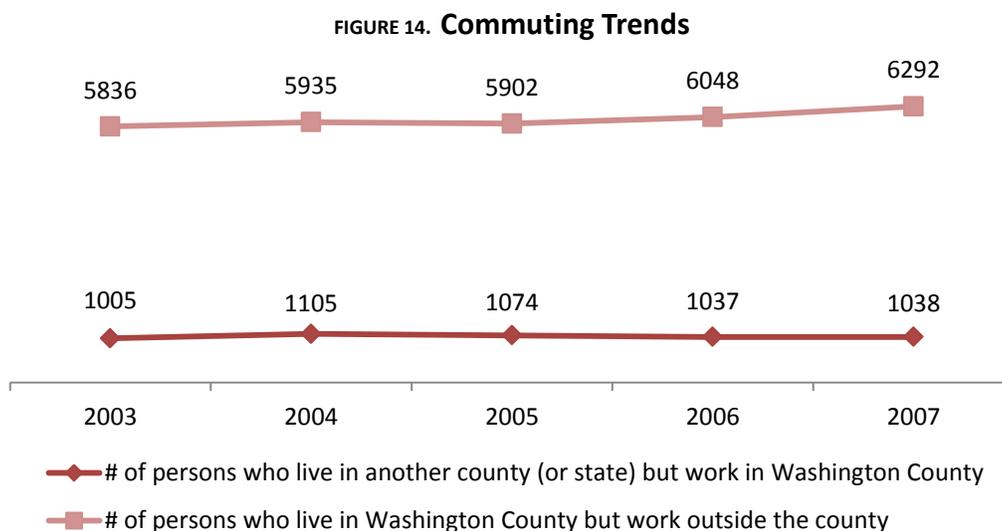
Commuting

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

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

Washington County is a net exporter of workers and the gap between those entering the county for work and those leaving is growing each year. In 2003, the gap was 4,831 but the gap has increased to 5,254 in 2007. The type of jobs available in Washington County and the pay associated with those jobs could be playing a major factor in the commuting trends for the county residents.

Washington County receives most of its workers from Orange, Lawrence, and Clark counties with a good number also coming from Scott and Floyd counties. Residents who commute out of Washington County most frequently head to Clark County and the nearby state of Kentucky. Floyd, Scott, and Jackson counties also receive a large portion of workers from Washington County.



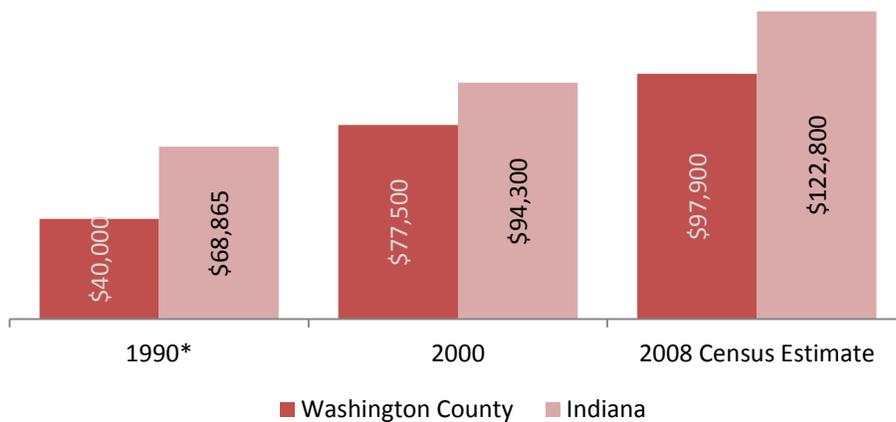
Source: Indiana Department of Revenue, STATS Indiana

Housing

In 2000, Washington County had 10,658 housing units which was an occupied rate of 88.3 percent. This rate was less than 1 percent below the state average of 88.7 percent. About 77 percent of housing was owner occupied which was 5 points ahead of the Indiana average of 72 percent. Washington County's renter occupied rate was about 23 percent which is lower than the Indiana average of 28 percent. Both the Indiana and Washington County vacant units rate were about 11 percent.

As shown in **Figure 15**, the largest increase in median home values was between 1990 and 2000 for Washington County. This period saw a 94 percent increase in median home values. The values for Washington County continue to lag behind those for the state of Indiana. Estimates released for 2008 by the U.S. Census reveal that Washington County has significantly lower median home values than the state, which is in large part due to the fact that Indiana saw a 30 percent increase in median home values.

FIGURE 15. Median Home Values



Source: U.S. Census, STATS Indiana

*Adjusted for inflation to year 2000 dollars

Housing (continued)

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

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

Each year, the federal government calculates the median income for communities across the country to use as guidelines for federal housing programs. Area median incomes (AMI) are set according to family size. Low and moderate income households earn between 50 percent to 120 percent of the AMI, and often pay half of their income toward housing. The area median income for Washington County was \$42,017 in 2008, according to the U.S. Department of Housing and Urban Development.

In Washington County, the FMR for a two-bedroom apartment is \$577. In order to afford this level of rent and utilities, without paying more than 30 percent of income on housing, a household must earn \$23,080 annually. Assuming a 40-hour work week, 52 weeks per year, this level of income translates into a Housing Wage of \$11.10 (53 percent higher than the current federal minimum wage of \$7.25 per hour).

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

FIGURE 16. Housing Wages, 2008	
County	Housing Wage
Crawford	10.67
Scott	11.37
<i>Washington</i>	<i>10.67</i>
Floyd	12.75
Orange	10.67
Clark	12.75
Jackson	12.12
Harrison	12.75
Lawrence	11.88
<i>Indiana Average</i>	<i>12.95</i>

Source: National Low Income Housing Coalition

Housing (continued)

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

In Washington County, a minimum wage worker earns an hourly wage of \$6.55. In order to afford the FMR for a two-bedroom apartment, a minimum wage earner must work 68 hours per week, 52 weeks per year. Or, a household must include 1.7 minimum wage earner(s) working 68 hours per week year-round in order to make the two bedroom FMR affordable.

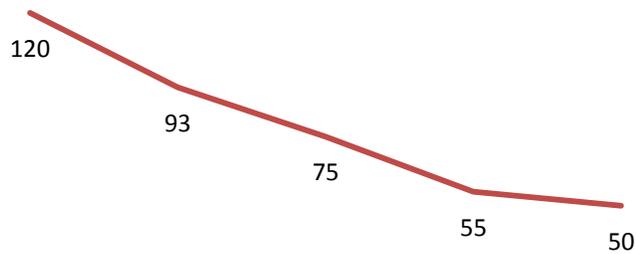
In Washington County, the estimated mean (average) wage for a renter is \$8.74 an hour. In order to afford the FMR for a two-bedroom apartment at this wage, a renter must work 51 hours per week, 52 weeks per year. Or, working 51 hours per week year-round, a household must include 1.3 worker(s) earning the mean renter wage in order to make the two-bedroom FMR affordable.

Monthly Supplemental Security Income (SSI) payments for an individual are \$674 in Washington County. If SSI represents an individual's sole source of income, \$202 in monthly rent is affordable, while the FMR for a one-bedroom is \$491

The county's estimated median renter income is \$28,279 (2009), meaning that a renter earning the median renter income can afford rent of no more than \$707. This leaves 41 percent of renters unable to afford the Fair Market Rent for a 2-bedroom unit. A renter earning the minimum wage must work 68 hours per week to afford a 2-bedroom unit at the Fair Market Rent.

Building permits are another indicator of growth in communities. As **Figure 17** shows, Washington County has slowed significantly in issuing building permits since 2004. There is a 58 percent decrease in building permits overall from 2004 to 2008, however, the decrease does appear to be leveling off compared to years past.

FIGURE 17. Residential Building Permits, 2004-2008



	2004	2005	2006	2007	2008
# of Permits	120	93	75	55	50

Source: U.S. Census Bureau

Other Highlights

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

American Recovery and Reinvestment Act (ARRA) Funding

Recovery.org tracks money spent by government agencies through money allocated in the American Recovery and Reinvestment Act (ARRA), the federal economic stimulus bill passed in 2008. According to the website, there were **11 projects** funded by the ARRA in Washington County valued at almost **\$5 million** as of December 2009. These projects are primarily categorized as local transportation enhancement, which is being completed by the Indiana Department of Transportation, and educational enhancement, which is being overseen by the Indiana Department of Education.

The funds allocated to Washington County account for less than .01 percent of the more than \$2.3 billion given to 1,240 projects throughout Indiana as of December 2009. The majority of ARRA money allocated to Indiana is being used for projects in Marion County and surrounding areas.

Index of Relative Rurality (IRR)

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

The most recent figures, released in 2000 and analyzed by the Indiana Business Research Center (IBRC), show Washington County to have an IRR score of .533, ranking it 19th in Indiana. Counties surrounding Washington tended to be less rural, except for Harrison and Crawford counties. Crawford county is listed to have the highest IRR score in Indiana. The other six surrounding counties had lower IRR scores, meaning that Washington County is one of the area's most rural counties.