# Selected Health and Health-Related Content from Local Comprehensive Plans in Indiana



Compiled by
**Community Voices for Health in Monroe County (CVHMC)**
**Community Justice and Mediation Center (CJAM)**
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(Rev. 6.27.22)

**Selected Health and Health-Related Content
from Local Comprehensive Plans in Indiana**

The selected health or wellness information in this document has been pulled from assorted Indiana county and city comprehensive plans. Each of the following excerpts consists of a specific comprehensive plan's cover page, its full table of contents, and the identified health-related language from that plan. The health content identified in each plan may be related to the development of the plan itself or to activities, actions, or other goals called for in the plan.

Comprehensive Plan excerpts included here are from the following Indiana county, city, and town comprehensive plans:

>       Allen County Comprehensive Plan
>       City of Bloomington Comprehensive Plan
>       Town of Ellettsville Comprehensive Plan
>       City of Evansville/Vanderburgh County Comprehensive Plan
>       Howard County Comprehensive Plan
>       City of Indianapolis Comprehensive Plan
>       Madison County Comprehensive Plan
>       Monroe County Comprehensive Plan
>       Randolph County Comprehensive Plan
>       City of South Bend Comprehensive Plan

A table of contents for this full document follows below on page 2. We have created page numbers for this full document (centered at the bottom of each page) while also maintaining the original page numbers from the specific comprehensive plan pages included. Any highlighting in this document is as found in the comprehensive plans themselves.

These examples of health or wellness related language found in selected individual Indiana county and city comprehensive plans have been compiled by Community Voices for Health in Monroe County (CVHMC) and the Community Justice and Mediation Center (CJAM), assisted by IU O'Neill School of Public and Environmental Affairs graduate students.

For the full *Selected Resources for Development of Health and Public Engagement-related Plans, Practices, and Policies* compiled by Community Voices for Health in Monroe County (CVHMC) and Community Justice and Mediation Center (CJAM) see:
http://cjamcenter.org/wp-content/uploads/2022/05/CVHMCSelectedResourcesRev2-25.22.pdf
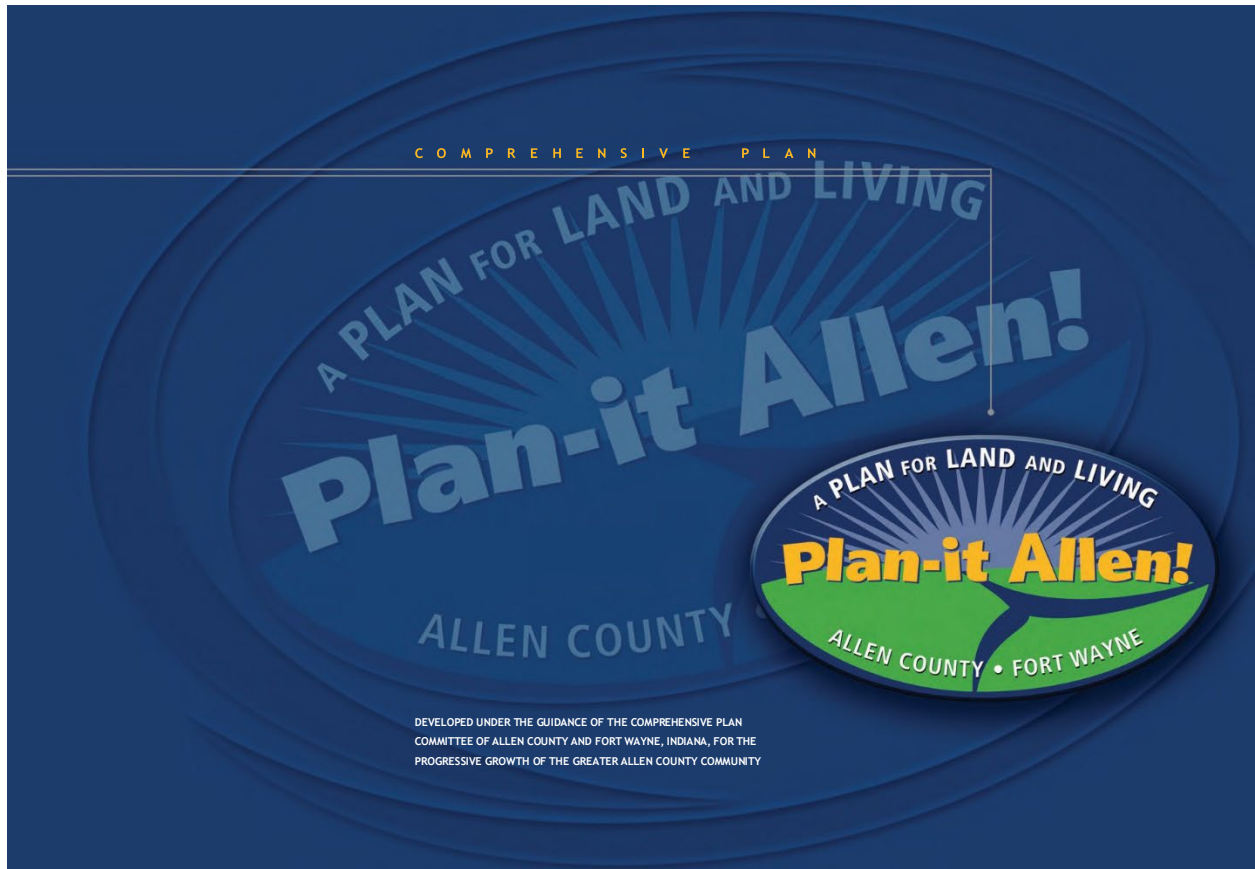This Selected resources document offers an inventory of resources, through provided links, that can be useful to municipalities interested in developing more effective, inclusive, equitable, and sustaining capacities to bring voices of the public into health and health-related policymaking and other decisions.

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*Selected Health-Related Content from Indiana Local Comprehensive Plans*

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COMPREHENSIVE PLAN

A PLAN FOR LAND AND LIVING

Plan-it Allen!

ALLEN COUNTY

DEVELOPED UNDER THE GUIDANCE OF THE COMPREHENSIVE PLAN
COMMITTEE OF ALLEN COUNTY AND FORT WAYNE, INDIANA, FOR THE
PROGRESSIVE GROWTH OF THE GREATER ALLEN COUNTY COMMUNITY

A PLAN FOR LAND AND LIVING
Plan-it Allen!
ALLEN COUNTY • FORT WAYNE

## Health-Related Excerpts from Allen County Comprehensive Plan

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center  (CJAM)

# Inside:

Allen County Courthouse, constructed in 1904
and re-dedicated in 2004.

Selected Comprehensive Plan Health-Related Content:

"Over the years, our community has changed dramatically. Our challenges continue to come faster and faster. And our lives are more interconnected and interdependent than ever. The importance of building a healthy, livable and competitive community as a whole, in all its parts and for all our citizens is a goal we can all embrace."

Page 6: Welcome to Plan-It Allen!
"Indiana State law says that the primary goal of a Comprehensive Plan is the "promotion of public health, safety, morals, convenience, order, or the general welfare, and for the sake of efficiency and economy in the process of development," – Indiana Code 36-7-4- 501"

Page 8: Why We Need a Plan Now
"Our community has changed dramatically. Our lives are interconnected and interdependent. By working together, we can build a healthy, livable and competitive community as a whole, in all its parts and for all our citizens."

Page 12: Executive Summary

Environmental Stewardship
"A healthy, sustainable, and enjoyable environment with clean air and water, greenways and open spaces for residents, habitats for wildlife, protection from flooding, utilization of rivers, protection of other environmental assets (farmland, woodlands and wetlands), and promotion of a strong ethic among residents and businesses to control pollution and support environmental stewardship efforts."

Community Facilities
"Quality facilities that promote recreation and cultural enjoyment, ensure public health and safety, provide educational opportunities, and encourage tourism and investment; collectively building a thriving, accessible and welcoming community for all ages and backgrounds."

Page 113: Community Facilities

Goal
"The following goal for community facilities was developed by the Comprehensive Plan Committee based upon citizen input: Quality facilities that promote recreation and cultural enjoyment, ensure public health and safety, provide educational opportunities, and encourage tourism and investment; collectively building a thriving, accessible and welcoming community for all ages and backgrounds."

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# 2018 Comprehensive Plan City of Bloomington



**Health-Related Excerpts from Bloomington Comprehensive Plan**

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center (CJAM)

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# Selected Comprehensive Plan Health-Related Content

Page 16: Housing & Neighborhoods

"Encourage healthy lifestyles by providing high quality public places, green space and parks, and an array of recreational activities and events"

------------------------------------------------------

Page 21: Future Projections

"Fastest growing group will need a community that prioritizes health care, supportive housing,

and increased mobility services."

------------------------------------------------------

Page 30: Municipal Services

"Survey community health and satisfaction levels regularly, identifying changing needs and quality of

local services.

------------------------------------------------------

Page 36: Diversity

"Ongoing efforts in program areas from volunteerism and healthy living to community outreach foster diversity."

"The natural beauty of the area, the high quality of healthcare and supportive services, the high level of education, the outstanding sports and cultural activities, and the wealth of opportunities for lifelong learning help to build and sustain this concept"

------------------------------------------------------

Page 38: Equity

"Bloomington is a regional health care center for much of South Central Indiana. Providing equal access to health care is one area where the City of Bloomington has worked closely with other non-access to affordable health care services. These services may include, but are not limited to, substance abuse counseling, mental health evaluations, and general health care services."

-------------------------------------------------

Page 68: Health Impacts of Transportation

"Obesity and physical inactivity are serious public health problems that are related to transportation. According to the Center for Disease Control, approximately 80% of adults do not regularly get the recommended amount of aerobic and are either overweight or obese, and childhood obesity (ages County, 21% of adults were considered obese (Centers for network that encourage walking and bicycling will result in healthier and more active lifestyles."

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# Town of Ellettsville, Indiana

**Comprehensive Plan**

**Adopted**
**August 27, 2018**

## Health-Related Excerpts from the Town of Ellettsville Indiana Comprehensive Plan

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center  (CJAM)

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**Selected Comprehensive Plan Health-Related Content**

Page 44: Parks, Trails, and Open Space

"Goal #1: To provide a convenient, safe, and pleasant pedestrian, bicycle and trail network connecting parks, schools, and community destinations throughout Ellettsville and Monroe County as well as promoting a healthier community and lifestyle."

"Monroe County ranks 18th in the state for overall health outcomes with 23% of adults considered obese, 21% of adults with no leisure-time physical activity, and 83% of adults with access to exercise opportunities. In a 2015 survey (see Appendix B), the community expressed a desire for more focus on family and fitness, connection of Town with bicycle paths, more park space, outdoor fitness, more trails and pedestrian paths."

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**Health-Related Excerpts from the Evansville-Vanderburgh County Comprehensive Plan**

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center (CJAM)

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# PUBLIC SAFETY AND HEALTH

## CONSIDERING LOCAL PUBLIC HEALTH IN PLANNING/URBAN DESIGN

Extensive data is available on public health at the national, state and local levels. Depending on what health factor indices and data are focused on, the conclusions drawn in the analysis of this data and in the frequently published health ratings (some of which have portrayed our local health in a negative light) can vary greatly. Although we should not ignore new health data or ratings, we also should view the data in total to accurately assess the bigger picture.

The most recent local assessment of our region is the 2015 Tri-State Health Survey by the Welborn Baptist Foundation. The data from this effort shows both positive and negative results. For example, it shows that we have higher instances of certain diseases such as arthritis, high blood pressure and mental health issues; while also having higher rates than the state and nation for some risky behaviors such as poor nutrition, smoking and unhealthy weight. On the positive side, we ranked higher than the state and nation for the rate of cancer screenings, routine primary medical care, and vision care. Although somewhat mixed, this survey highlights the areas where we need improvement. From the standpoint of our major facilities and providers, the health related needs of the regional population are being served well. However, as discussed in Section 4, a look at smaller geographic areas shows that much of the Urban Core is considered to be medically underserved.

## DESIGNING FOR HEALTH

Since the Comprehensive Plan recommends policies for community growth and illustrates the desired future land use pattern, its implementation impacts both private development and community facilities (parks and streets), and thus our built environment. There is growing interest in and understanding of the link between the built environment and health. As a result, there is a new emphasis in urban planning on incorporating health concepts into the types of plans that impact the built environment.

Studies of the many communities using this approach show that a built environment providing healthy urban design and community facilities encouraging active living can have long-term effects on health outcomes. **Active Living Communities** is a prevalent term on this topic that describes the use of urban design to provide opportunities for people of all ages and abilities to incorporate physical activity into their daily routines.

Urban design is practiced at two different levels via plans, policies and land development regulations/standards:

- **Community-scale** -- involving the arrangement of land uses with residential areas near stores, jobs, schools, parks, etc.; connected and complete streets accommodating transit and active travel, and improved appearance and safety.
- **Street-scale** -- involving improved street lighting, landscaping and safety of pedestrian crossings using traffic calming measures such as speed humps, as well as provisions for multiple modes of travel.

Studies show that incorporating health concepts into planning and urban design can be very effective in improving the level of physical activity (measured by the number of walkers and bicyclists). According to the Center for Disease Control, using these approaches in plans and policy can result in many community benefits that go beyond increased physical activity. These benefits include:

- Reversing obesity
- Reducing risk of heart disease, high blood pressure and diabetes
- Improving air quality
- Reducing traffic injuries
- Providing safer streets for all modes of travel
- Providing for a stronger more enjoyable community and
- Reducing safety hazards and crime.

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As we learn more by observing the changes in communities with healthy design, it is becoming clearer as to how the built environment affects physical activity and promotes active living. The available literature indicates that there are many other links between health and the built environment, ranging from air quality to food access. The communities that invest in and are committed to health can be transformed through many strategies dealing with walkable development, multi-modal street standards, building design standards, street trees, transit service, neighborhood centers, infill development, and careful siting of public facilities. The resulting changes have also helped these communities to be more sustainable, attractive, and desirable.

The future outlook for medical services in the region is positive. In particular, the current research and development occurring in the local health care industry has the potential to significantly expand through new partnerships with the universities and the proposed IU Medical School. The excellent medical facilities and services based in Evansville and Vanderburgh County meet the present health care needs of the Tri-State region and are expected to meet our future needs as well.

## CEMETERIES

There are numerous public and private cemeteries throughout Evansville and Vanderburgh County. The two public cemeteries owned by the City of Evansville are Oak Hill and Locust Hill. The private cemeteries include Alexander Memorial Park, St. Joseph, Sunset Memorial Park, Park Lawn, Rose Hill, and Mt. Carmel. There are also several small historic cemeteries.

## HEALTH ACTION PLAN

Source: Area Plan Commission and Welborn Baptist Foundation's
Movement Initiative's Blueprint

### GOAL

- Endorse lifestyles, programs and initiatives that bring lasting
changes toward becoming an "Active Living Community" and a
"Healthy Community."

### OBJECTIVE

- Improve physical activity through creating a more attractive,
safe and convenient built environment with walkable
development and facilities for active modes of transportation.

### POLICIES

- Facilitate increased accessibility to health care services for all
regional residents, especially the uninsured, underinsured, and
medically underserved.
- Continue to meet future health care needs of the Tri-State
region by providing quality medical facilities and services.
- Encourage public education and participation in lifestyle
modification programs that promote physical activity and/or
improved fitness.
- Connect strategies for active transportation (bike and walk) to
public health programs and service.
- Support the completion and increased usage of the Pigeon
Creek Greenway as a means to achieve community-wide
fitness.
- Support addressing food access and nutritional issues by
creating new and unique opportunities for residents. Endorse
new full service grocery stores in neighborhoods without
access to healthy food choices.
- Support creating "Healthy Community" demonstrations to
evaluate the effects of broad range health-promoting policies
and programs.
- Encourage and support establishing farmer's markets and
community gardens.

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Other Selected Comprehensive Plan Health-Related Content:

-Page 3, Introduction

" Vision Statement: We envision Evansville and Vanderburgh County as a prominent regional
center that offers prosperity, growth, and a vibrant and healthy place to live, learn, work,
play, invest and visit."

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**Comprehensive Plan**

## Howard County, IN
Draft C

**Health-Related Excerpts from Howard
County Comprehensive Plan**

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center (CJAM)

# Foreword

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# Foreword

## PLANNING OVERVIEW

Howard County undertook this comprehensive planning initiative as a step toward proactively planning for the community's future. This plan will enable the community to identify and record its future goals and challenges, as well as capitalize on opportunities. The documents' strength stems from a wide range of interest group, citizen and community leader input.

Howard County seeks to address growth, development, economic prosperity, environmental quality, agriculture, government services, and quality-of-life issues; and when conflicts exist, strive to balance the issues in a manner that best serves the community. This comprehensive plan will serve to document the direction and manner in which the county's issues will be addressed.

The Howard County planning initiative began in February of 2003 with the goal of creating a new comprehensive plan for the county. The county did not previously have an adopted comprehensive plan, but was utilizing zoning and subdivision control ordinances to manage growth.

The initial goals and objectives generated by the community in this planning process are intended to be relevant for the next ten years. However, in order for the plan to remain relevant, it must be reviewed and revised every five years. It has been determined that reviewing the plan every five years is the most fiscally responsible method for maintaining a comprehensive plan. Revisions every five years also results in a local culture that supports planning and assures the plan content will never be more then five years old.

## BENEFICIARIES

The comprehensive plan is designed to benefit the entire community as a whole, as opposed to a single property owner or single municipality. As a result, from time to time, implementation of this plan may adversely affect a single property owner or a small group of property owners. However difficult or controversial, the greater good of the community will be served through the implementation of this plan. No community has ever successfully improved itself without some controversy, opposition or adverse effects on small numbers of property owners.

The county has committed to implement, to the extent possible, this plan with the greater good of the community in mind. As a check and balance, each project, program, or policy that results from this plan will first be evaluated to confirm the end result will positively move the community forward. Unforeseen conditions and situations must be considered in respect to where the community is at that time.

# General Themes

## GENERAL THEMES INTRODUCTION

The following two pages list and describe Howard County's broad and overriding themes. These themes are considered essential for successful and meaningful community planning. Because these themes are broad, their essence can also be found interlaced throughout the entire document. In other words, they address community-wide issues and cannot be written into any single topic discussed later in this comprehensive plan.

The General Themes for Howard County are:

## HEALTH, SAFETY AND WELFARE

**THEME:** Protect and improve the health, safety and welfare within Howard County.

The health, safety and welfare theme is the only theme in this chapter that was not directly derived from community input. Health, safety and welfare is the core to which all community planning is based. In fact health, safety and welfare is a part of the enabling legislation (State Code) that allows communities to establish comprehensive plans and zoning. Health, safety and welfare is still considered the primary reason for implementing planning in a community.

Howard County should always strive to protect its residents from potentially hazardous situations and environments. The areas of protection include, but are not limited to the following:
- fire,
- disease,
- flood,
- dilapidated structures,
- terrorism or other man-made threats
- community-wide economic deterioration, and
- hazardous materials.

For community planning to be successful, decisions should be made to benefit the community as a whole and doing so may adversely affect some persons or properties. In addition, increasing property values community-wide should be considered a means to improve health, safety and welfare. Community decisions shall strive to avoid decreasing any district's property values.

## QUALITY OF LIFE

**THEME:** Preserve and enhance the quality of life for the residents of Howard County.

The quality of life in Howard County is influenced by a lot of factors, both tangible and non-tangible. Some of the factors include:
- economic vitality,
- consumer opportunity,
- infrastructure,
- transportation,
- public services,
- health and safety,
- education,
- spirituality/religious opportunity,
- housing,
- land-use and growth management,
- environment,
- recreation,
- arts and culture,
- community character, and
- community life.

Part of the purpose of this Comprehensive Plan was to determine which of the above factors are most likely to improve quality of live. It is clear from the public and interest group input that all of the factors are desirable, but certain categories seem to be more important than others.

Out of the above "quality of life" factors infrastructure, economic vitality, land use and growth management, environment quality and recreation are clearly more important issues to the community. That is not to say the others factors are not important. Rather the others, in many cases already meet or exceed the public's expectations.

The tone of this comprehensive plan emphasizes the need to improve infrastructure, economic vitality, land use and growth management, environmental quality, and recreation. It also buttresses the need to maintain the other quality of life factors as they are in place today.

# Public Services

## OBJECTIVES

1) Develop and maintain an expansion plan for public services to correspond with county growth.
2) Enhance public facilities and services available for physically disabled, children, young adults and the elderly.
3) Encourage high quality educational facilities and opportunities for citizens of Howard County.
4) Provide public infrastructure within reasonable capital expenditure with a design and distribution plan which ensures adequate service to the community.
5) Provide basic infrastructure such that it supports the other goals and objectives of the community as found in this document.
6) Develop and maintain a funding program to best utilize grants, low interest loans, local resources, bonding capacity and miscellaneous funding sources.
7) Encourage development practices that minimize public capital burden and debt.
8) Develop guidelines to allow facilities to connect to utilities outside corporate limits.
9) Assure that public health, safety and welfare programs are in place, efficient and effective.

## STRATEGIES

1) **Coordinate with the municipalities in the county to jointly provide public parks and recreation facilities.**
2) **Encourage the municipalities in the county to prepare annexation plans and utility service area plans to better predict and manage growth.**
3) **Maintain a five-year priority list of regulated drain improvements necessary to re-establish the original capacity of drains and promote effective drainage of the county.**
4) **Strongly restrict building in floodplains and strive to purchase homes that are in floodplains and in harms way.**
5) Maintain a high quality police, fire, and emergency services for the existing and future community.
6) Ensure that planning and zoning services are maintained and adequately address the needs of the community.
7) Work with the municipalities to identify residential growth areas and to provide adequate public infrastructure.
8) Maintain a public infrastructure plan which supports the future land use goals of the community.
9) Ensure that high quality public services are maintained in order to complement economic development efforts.
10) Increase awareness of health screenings and events within the community.
11) Work with schools and other existing organizations to increase substance abuse counseling and prevention programs.
12) Encourage immunization in the county through education and coordination with clinics.
13) Maintain a public health system that keeps pace with growth.

\*   The bold strategies listed above are considered higher priorities based on citizen and steering committee input.

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**Health-Related Excerpts
from the City of Indianapolis
Bicentennial Agenda
Comprehensive Plan**

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center  (CJAM)

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# About Plan 2020

Plan 2020, the partnership between city government and community partners, is purposefully different. It redefines the community planning process. The vision comes from the community, as does the ownership and responsibility for getting things done.

An underlying purpose of Plan 2020 was and is to stitch as many existing plans, ideas and initiatives together into a broader, cohesive storyline. Plan 2020 acknowledges city government as a critical player in shaping the future of Marion County, but it further acknowledges that Marion County's full planning capacity reaches well beyond city government. Plan 2020 aims to leverage the full capacity of Marion County's diverse array of leaders, institutions, organizations, enterprises and movements. Plan 2020 established a framework for an unprecedented degree of coordination and collaboration required to realize the community's collective vision.

Through Plan 2020, the entire Indianapolis community is better able to achieve the community's collective vision, which starts with the update or creation of seven planning documents. For the first time, the city is planning for significant coordination and reinforcement between these seven key documents, which include:

The **Bicentennial Plan,** which serves to inspire systemic changes throughout local government, businesses and not-for-profits and move partners throughout the community to action. View the plan at plan2020.com

The **Marion County Land Use Plan,** an element of the Comprehensive Plan for Indianapolis and Marion County, establishes local policies regarding the use, preservation, development and redevelopment of all land in Marion County.

The **Marion County Thoroughfare Plan,** an element of the Comprehensive Plan for Indianapolis and Marion County, establishes policies regarding the development of a multi-modal transportation network for all major streets and corridors in Marion County.

The **Marion County Parks, Recreation and Open Space Plan,** an element of the Comprehensive Plan for Indianapolis and Marion County, guides the development of the community's park system.

The **Indianapolis Regional Center Plan,** an element of the Comprehensive Plan for Indianapolis and Marion County, promotes the sustained growth of Indiana's economic engine, the Downtown central business district.

The **Indianapolis HUD Consolidated Plan** outlines community development strategies that promote prosperous neighborhoods and lays out how city government will invest the community development funds it receives from the federal government.

The **Central Indiana Comprehensive Economic Development Strategy,** led by the Indy Chamber, is a road map to diversify and strengthen the Central Indiana economy. It is a guide for establishing regional economic development goals and objectives, developing and implementing a regional plan of action, and identifying investment priorities and funding sources to enhance economic growth.

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## A Healthier City

The environments in which people live, work, learn and play have a tremendous impact on their health. The quality of the local environment, meaning the condition of our land, air and water, is paramount to the health of Marion County's residents. Increases in air quality-related illnesses, health care costs or environmental degradation that future generations will pay for down the road only exacerbate some of the problems that exist today. And while the health of our natural resources, air and water are crucial to our region's resiliency, nothing is more vital to the long-term prosperity of our city and the security of its people than the physical and mental health of our population.

Human health stretches far beyond what medical service providers can offer. Human health is determined by a number of societal factors. Social determinants of health are the economic and social conditions – and their distribution among the population – that influence individual and group differences in health status. They are conditions outside of our genetics and medical care that influence our health. Housing, transportation, education,
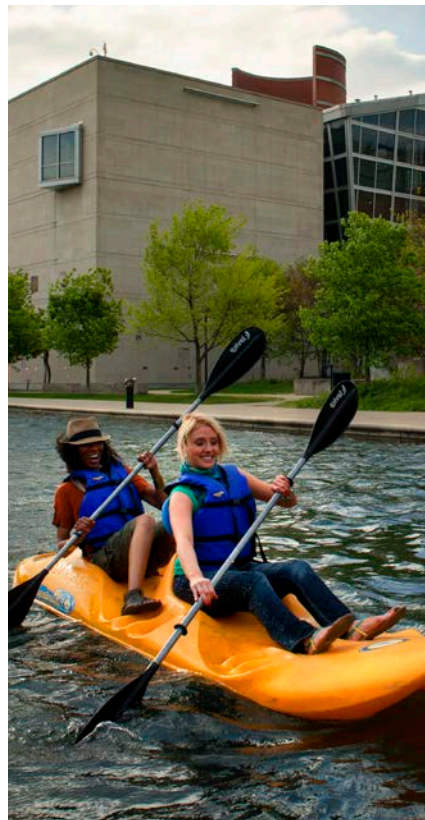


employment and criminal justice systems – the policies that they create and uphold – impact one's health more than the health care industry. Making Indianapolis a more healthy community will require that we collectively address these social determinants by incorporating health as a consideration in all policy decisions. A healthy city is one that equitably meets the needs and recognizes the human rights of all its residents.

We must build a city that promotes access to nutritious food and active living. We must embrace a new attitude and accompanying policies that value the health and well-being of our residents and invests accordingly. We must decrease the burden of chronic disease, increase the number of children and adults at healthy weights, and improve the overall health of Marion County's residents.

The Bicentennial Plan joins efforts to make Indianapolis a healthier community. The Bicentennial Plan seeks to lay the foundation for additional work, locally and regionally, to answer the following questions:

NEIGHBORHOODS
How do we begin to reconnect work and public health with neighborhood and community development?

DISPARITIES
What policy and structural changes are needed to eliminate disparities in health, education, employment, income, housing, and the justice system?

FOOD SECURITY
What does it take to ensure that every resident has reliable access to a sufficient quantity of affordable, nutritious food and beverages, if and when the (for profit) market is not able or no longer able to make the math work in a particular neighborhood?

SAFETY
How does a healthier community contribute to a safer community?

NATURAL RESOURCES
How can we better protect, enhance and leverage our natural resources to support clean air, water and soil, which dramatically contribute to the health of our community?

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**Other Selected Comprehensive Plan Health-Related Content:**

-Page 22, Heading: Urbanization

"Architects, urban planners and other designers will need to ensure that the people-packed cities of the future are livable, prosperous, healthy places."

-Page 30, Heading: Vision

"Four defining qualities describe not what the Indianapolis community is, but what it wants to become, which is to make Indianapolis a HEALTHIER , more RESILIENT, more INCLUSIVE, more COMPETITIVE city. These defining qualities are mutually reinforcing. In many ways, they are dependent on one another."

-Page 36, Marion County Community Health Assessment

"Marion County Public Health Department (MCPHD) convened a steering committee of providers, consumers and experts in the public health field to guide creation of a Community Health Assessment. The assessment compares the community health status of Marion County to urban peers and national standards, identifies important health trends and disparities, identifies significant causes of poor health, and prioritizes the identified issues by age group and for Marion County as a whole."

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# 2035

## FORWARD
## MADISON
## COUNTY
## Comprehensive
## Plan

04/09/20

**Health-Related Excerpts from Madison County
Comprehensive Plan**

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center (CJAM)

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# Contents

# FOCUS AREAS

**AD**

**ST**      **EN**

**PR**      **IM**

**MA**

**AD**MINISTRATING

**EN**HANCING SERVICE AMENITIES

ARTS & CULTURE/PUBLIC SAFETY/WELLNESS

**IM**PROVING INFRASTRUCTURE

TRANSPORTATION/UTILITIES & INFRASTRUCTURE

**MA**NAGING GROWTH

AGRICULTURE/HOUSING

**PR**OMOTING ENVIRONMENTAL STEWARDSHIP

ENVIRONMENT/SUSTAINABILITY & ENERGY

**ST**RENGTHENING ECONOMIC PROSPERITY

ECONOMIC DEVELOPMENT

# ENHANCING SERVICE AMENITIES

Institutions and resources like schools, libraries, parks, etc. establish foundations for resilient communities, because they offer more economic opportunities and provide people with a strong sense of place. Madison County residents should have ample options to sustain a healthy lifestyle, so more healthy foods and opportunities for physical activity should be made available countywide. Unique public spaces promote greater social resilience within communities, because they make interactions between people of all ages and abilities possible. Public spaces should represent communities' artistic and cultural identities, so residents should protect their local historic sites and create artworks to install on/in public facilities. Emergency services and public safety educational opportunities also enhance community well-being, but these assets require sufficient staffing and funding.

This section contains three goals and seven objectives pertaining to arts and culture, three goals and eight objectives pertaining to public safety, and three goals and thirteen objectives pertaining to wellness. This section of the plan addresses expanding the service amenities and improving the general wellness of Madison County's residents.

## IMPROVING INFRASTRUCTURE

Infrastructure systems servicing residents, businesses, and industries in Madison County must evolve to meet the future's demands. Many of these systems are deteriorating, ceasing to perform as intended, and preventing safe usage due to poor long-range planning and inadequate funding over the last twenty years. Transportation systems must be updated to improve connections in all of Madison County's communities and to accommodate the needs of all of Madison County's residents. Infrastructure assets must be maintained long-term, so implementing a **Capital Improvement Plan (CIP)** as well as pursuing state and federal grant funding will preserve the county's vital infrastructure elements.

This section contains three goals and twelve objectives pertaining to transportation, and two goals and eleven objectives pertaining to utilities and infrastructure. This section of the plan addresses the needs of transportation and the abilities of Madison County's infrastructure to adjust to future growth.

## STRENGTHENING ECONOMIC PROSPERITY

Diverse and robust economies provide opportunities for business growth and employment variance, which in turn foster stable and healthy economies. Redeveloping underutilized, **blighted**, or abandoned properties allows communities to create innovative commercial spaces that support local startups. Supporting local businesses will offer benefits to the county's tax base and reduce retail leakage. Connecting local employers to educational institutions will provide valuable opportunities for students and employers. Students will be encouraged to continue working within the county after they graduate, and employers will have a larger pool of unique candidates to choose from to hire. In addition, Madison County must develop productive economic policies and programs and a toolset for implementing them. The toolset should be reactive to changing markets and sensitive to new, innovative technologies that affect aspects of every business. Madison County should also form an Economic Development Forum to create a cohesive, comprehensive approach to multi-jurisdictional economic development.

This section contains four goals and twenty-one objectives pertaining to ways of improving Madison County's economy.

# Introduction

The *Forward Madison County 2035 Comprehensive Plan* will guide the county's future growth and development for the next 20 years. Residents' input helped develop the plan, a volunteer group of county representatives serving as the Steering Committee helped organize the plan, and MCCOG's urban planning staff coordinated the plan.

This plan addresses many pressing issues facing the county that require considerable attention and concerted action. With these issues in mind, the comprehensive plan defines a unique, aspirational countywide vision that serves as the document's guiding principle.

In order to effectively transform Madison County for the better and to prepare for future growth and development, the comprehensive plan will follow the Smart Growth Principles.

Smart Growth Principles:

- Encourage community and stakeholder collaboration in development decisions.

- Make development decisions predictable, fair, and cost-effective.

- Strengthen and direct development towards existing communities.

- Foster distinctive, attractive communities with a strong sense of place.

- Create a wide range of housing opportunities and choices.

- Create walkable neighborhoods.

- Take advantage of compact building design.

- Preserve open spaces, farmlands, and critical environment areas.

- Have a mix of land uses.

- Provide a variety of transportation choices.

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## A Vision for the Future

> "Madison County in 2035 is a place for collaborative innovation, opportunities, and progress providing positive futures for all."

Madison County is uniquely identified for its achievements, cultures, and industries, which led to its historic prosperity. The earliest settlers followed dreams of a prosperous future along a broad river surrounded by fertile soil. These modest beginnings allowed communities to form, to grow, and to be defined by their shared desires to innovate, transform, prosper, and connect with the world. Moving forward into 2035, Madison County will continuously strive to be a place where leaders, thinkers, and doers unite to provide opportunities and positive futures for all.

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# FOCUS AREAS

⌄

**ADMINISTRATING**

**ENHANCING SERVICE AMENITIES**

Arts & Culture, Public Safety, and Wellness

**IMPROVING INFRASTRUCTURE**

Transportation and Utilities & Infrastructure

**MANAGING GROWTH**

Agriculture and Housing

**PROMOTING ENVIRONMENTAL STEWARDSHIP**

Environment and Sustainability & Energy

**STRENGTHENING ECONOMIC PROSPERITY**

Economic Development

# GOALS AND OBJECTIVES

⌄

**Goal:** Encourage residential infill development in existing communities, neighborhoods, and downtown areas.

## Objectives

1  *Form a Regional Development Committee to coordinate development regulations across jurisdictions better.*

# WHY AND HOW

⌄

**Why:** The I-69 exit at SR-13 (Exit 214) is a major threshold in which southern Indiana enters Madison County, because it is a nexus between the three incorporated areas Lapel, Ingalls, and Pendleton. This area is forecasted to develop the fastest over the next 25 years, so it is important that developers have a unified regulatory environment to prevent traffic congestion, improve safety, and create a sense of place.

**How:** Madison County should create a Regional Development Committee with representatives from the major municipalities of Alexandria, Anderson, Chesterfield, Elwood, Ingalls, Lapel, and Pendleton to better coordinate development that has multi-jurisdictional impacts. The CED, Madison County Chamber of Commerce, and Madison County Plan Commission should help form the committee.

# ENHANCING SERVICE AMENITIES

## ENHANCING SERVICE AMENITIES

## Public Safety

**Goal 1:** Advocate for consistent public safety education for all Madison County residents.

**Objective 1:** Establish active shooter and emergency preparedness simulations to help residents prepare for emergencies. See **action matrix** on p. 286.

**Why:** The best way to prevent damage from disasters is to prepare for them. An emergency can occur with minimum negative externalities if residents are educated and prepared. Active shooter and emergency preparedness simulations are not currently included in all Madison County school corporation curricula, so the county should take advantage of federal disaster preparedness programs.

**How:** The Madison County Sheriff's Office should partner with all Madison County school corporations to provide active shooter simulation programs. Madison County should also partner with the Federal Emergency Management Agency (FEMA) to recognize National Preparedness Month and offer emergency preparedness programs to educate citizens about natural disasters.

**Objective 2:** Create a public safety Public Service Announcement advertisement campaign. See **action matrix** on p. 286.

**Why:** Public Service Announcements (PSA) inform people about various subjects and aim to raise awareness about them. These subjects cover public safety concerns like fire safety, firearm safety, and criminal activity, or other issues such as drug addiction and drunk driving dangers. PSA's are most effective when they educate people and create advocates out of their audience. To this end, PSA's should raise awareness and demonstrate the importance of general problems or community issues, convey relevant information about them, and promote behavioral changes.

**How:** Madison County's Information Technology (IT) Department, Health Department, Sheriff's Department, and municipalities should partner with an advertising firm familiar with public service campaigns to design and implement a PSA campaign. The campaign should span all forms of media including but not limited to: print, radio, TV, and social media outlets to inform the general public about public safety issues facing the county. Major public safety issues facing Madison County include drug addiction, drunk driving, fire safety, firearm safety, criminal activity, and natural disasters.

# ENHANCING SERVICE AMENITIES

**Goal 2:** Expand public safety and emergency services in Madison County to make sure that residents and visitors feel safe, comfortable, and welcome in all public spaces at any time of the day.

**Objective 1:** Develop a countywide Internet application allowing residents and visitors to report issues. See **action matrix** on p. 287.

**Why:** Residents surveyed during the public engagement stage indicated a desire for increased transparency, accountability, and responsiveness for dealing with these public safety issues. Modern technology allows for easily implemented solutions. A countywide Internet application allowing residents and visitors to report issues would make it easier for local governments to identify and solve public safety issues.

**How:** Madison County Council of Governments (MCCOG) could manage a SeeClickFix application that oversees the whole county. SeeClickFix is a 3-1-1 request service for increasing citizen engagement and ensuring that every voice is heard. It equips citizens with the tools they need to submit service requests and gives governments the systems they need to organize, track, and manage requests.

**Objective 2:** Embrace community policing with the Nextdoor online/phone applications that enable residents and visitors to report issues. See **action matrix** on p. 287.

**Why:** Community policing gives citizens more control over their community's quality of life and overall safety. Meaning, citizens can make their communities safer by allowing police to be a part of them. When police become part of the neighborhood, they know better how to meet residents' needs, and residents develop greater trust in the police because they are so close to home. The Nextdoor online/phone applications are a modern way to empower citizens to make their communities and neighborhoods safer.

**How:** Madison County's agencies like the Sheriff's Department, municipal police departments, and the IT Department should use Nextdoor to improve their communication with municipalities and townships. Once partnerships between county agencies, municipalities, townships, and Nextdoor have been established, county agencies should promote using the application to encourage citizen engagement. Neighborhood associations in both the incorporated and unincorporated areas should be primary targets for promoting the applications.

## ENHANCING SERVICE AMENITIES

**Objective 3:**  Educate residents and municipal employees with a program about cyber threats. See **action matrix** on p. 287.

**Why:** Small entities and individual citizens are at greater risk for cybersecurity breaches than large institutions. Symantec indicates that identity theft impacts over 60 million Americans a year and that the number of cyberattacks on businesses continues to rise annually. According to the most recent cybersecurity statistics published by Verizon, 61% of data breach victims were entities with less than 1,000 employees. In most cases, it takes at least six months to detect a data breach.

**How:** Madison County should partner with municipal police departments, neighborhood associations, and the Madison County Sheriff's Department to provide public information and training about IT security. The county should also partner with local school corporations and universities to provide educational opportunities about how to prevent identity theft and how to manage general cybersecurity.

# ENHANCING SERVICE AMENITIES

**Goal 3:** Support emergency service providers so staff and volunteers can adequately address community needs.

**Objective 1:** Pursue grant funding opportunities to fund a county public safety initiative. See **action matrix** on p. 288.

**Why:** Grants provide resources for organizations to carry out projects or provide services they would not be able to otherwise. There are many state and federal grants available to fund public safety programs and operation budgets.

- Secured School Safety Grant Program

- Indiana Homeland Security Foundation Grant Program

- Indiana Homeland Security Foundation Scholarship Program

- Information on the Homeland Security Foundation

- State Homeland Security Program

- Emergency Management Performance Grant

- Hazardous Materials Emergency Preparedness Grant Program

**How:** Madison County's nonprofit organizations, municipal police departments, Planning Department, and Sheriff's Department should coordinate to apply for applicable state and federal grants for public safety programs listed below.

- Assistance to Firefighters Grant

- State Fire Training Systems Grant (National Fire Administration Grant)

- Indiana Department of Homeland Security (IDHS) Infrastructure Fund

- Hazard Mitigation Grant Program Grants

- Nonprofit Security Grant Program

- FEMA Natural Disaster Mitigation Grants

- Department of Homeland Security (DHS) Individual Safe Room Program

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## ENHANCING SERVICE AMENITIES

**Objective 2:** Promote volunteer firefighter programs to increase the number of first responders in Madison County. See action matrix on p. 288.

**Why:** Volunteer fire departments' memberships have been declining throughout Madison County. According a 2018 Herald Bulletin article titled "Volunteer Fire Departments Say: Help Wanted," for every 100 volunteers, 10 to 15 are available to assist with emergencies. These low enrollment numbers pose a massive threat to county residents, because all county fire departments are operated by volunteers except for those in the City of Alexandria, the City of Anderson, and the City of Elwood.

**How:** Madison County's municipal and township volunteer fire departments should partner with the Indiana Volunteer Firefighter's Association and Madison County school corporations to increase firefighter recruitment. MCCOG, local businesses, other nonprofits, and the Madison County Planning Department should facilitate implementing more firefighter explorer and cadet programs to recruit and retain more first responders in the county.

**Objective 3:** Promote reserve officer programs to increase the number of first responders in Madison County. See action matrix on p. 288.

**Why:** Police recruitment numbers have been declining throughout Madison County, and the county lacks officers cross-trained in Emergency Medical Services (EMS). According to a 2019 Herald Bulletin article titled "Fewer Qualified Applicants Create Police Recruitment Shortage," there are 27 deputies in total patrolling Madison County, and there can be as little as 4 deputies on duty at a time. In addition, the county's dispatch call volumes are increasing, and agencies are facing increased training requirements.

**How:** Madison County's Planning Department, Sheriff's Department, and municipal police departments should coordinate to increase the amount of public safety classes offered in the county. All residents should have ample opportunities to participate in entry-level fire and EMS training programs. Offering more public safety courses will help prepare, recruit, and retain more reserve police officers in the county. Offering more opporunities for residents to participate in public safety training programs will help first responders meet increased training requirements.

## ENHANCING SERVICE AMENITIES

### Wellness

**Goal 1:**   Improve wellness education for Madison County's young citizens.

**Objective 1:** Apply for grants to secure funding for community wellness programs. See action matrix on p. 289.

**Why:** A hindrance to implementing extracurricular activities promoting healthy, active lifestyles in schools is available funding and qualified teachers or volunteers. There are many private foundations and state agencies offering grant programs that provide supplemental financing to schools for these programs.

**How:** Madison County should partner with the local school corporations and apply for grants from organizations liked the Lilly Endowment and Central Indiana's United Way to provide more physical education and fitness opportunities for young students.

**Objective 2:**  Work with county school corporations to expand physical education and fitness opportunities. See action matrix on p. 289.

**Why:** Obesity is a leading cause of preventable diseases among Americans. According to our analysis of the 2017 Behavioral Risk Factor Surveillance System (BRFSS) data, 31.3% of adults are obese. Madison County's obesity prevalence rate is 36.8%, which is 2% higher than the state average and 8.4% higher than the national average. Madison County has the ninth-highest obesity rate for youth ages 10-17 in Indiana. Children who are obese are more likely to have a decreased quality of life and are at an increased risk of developing serious health conditions compared to children at a healthy weight.

Increasing the amount of moderate-to-vigorous activity that children engage in during physical education and fitness time would benefit Madison County's future.

**How:** Madison County's healthcare providers and nonprofits like United Way should partner with local school corporations to reduce the childhood obesity rate by increasing the amount of moderate-to-vigorous physical activity that children engage in. All parties should work together to implement the Coordinated Approach to Child Care (CATCH) program, a direct education intervention aiming to prevent obesity in school-aged children.

## ENHANCING SERVICE AMENITIES

**Objective 3:** Increase walkability in Madison County by improving and building more sidewalks. See **action matrix** on p. 289.

**Why:** Madison County overall lacks walkability because its sidewalks are deteriorating and in short supply throughout the county. Well-maintained sidewalks create increased walkability for communities, and walkability is important from a health standpoint, because people are more likely to become obese if they do not have access to walkable areas. A National Association of Realtors (NAR) article states that people living in "sprawling" non-walkable areas are more likely to be obese and suffer from associated illnesses like high blood pressure, diabetes, and heart disease.

**How:** Madison County should adopt a **Complete Streets** policy as outlined by the 2018 Elements of a Complete Street Policy published by the National Complete Streets Coalition and Smart Growth America. Madison County should also partner with local school corporations to implement a Safe Routes to School Program to identify routes from neighborhoods within a half-mile of a public school that students could safely walk. Students living within a half-mile of their school would be encouraged to walk to school through a walk-to-school policy.

# ENHANCING SERVICE AMENITIES

**Goal 2:** Support the general wellness of all residents by increasing access to healthy foods.

**Objective 1:** Reduce the obesity rate of Madison County residents by increasing access to healthy foods. See **action matrix**

**Why:** Obesity is a leading cause of preventable diseases among Americans. According to our analysis of the 2017 BRFSS data, 31.3% of adults nationwide are obese. Adults who are obese are more likely to have a decreased quality of life and are at an increased risk of developing serious health conditions than those at a healthy weight. Madison County's obesity prevalence rate is 2% higher than the state average and 8.4% higher than the national average, which indicates that county residents have an increased risk of developing serious health conditions and may have a decreased quality of life. These rates also indicate that there may be insufficient access to healthy foods in the county, and obesity can be directly linked to what individuals consume; thus, if consumers have better access to healthy foods in Madison County, its obesity rates should decline.

**How:** The Madison County Health Department, county's healthcare providers, and other nonprofits including United Way should work together to set aside public land to establish community gardens within or near each municipality. These parties should partner with Community Hospital Anderson as well as the Purdue Extension Office to facilitate the creation of these spaces. Madison County should partner with the City of Anderson to construct a permanent, centrally located farmers' market to prevent countywide competition for customers and locally grown produce. Madison County should also provide tax incentives to farmers who devote some of their acreage to growing vegetables and sell them at a farm stand or the local farmers' market to offset the loss of revenue from not planting standard field crops.

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## ENHANCING SERVICE AMENITIES

**Objective 2:** Promote healthy foods at county events to improve residents' qualities of life. See action matrix on p. 290.

**Why:** Madison County hosts a variety of county and municipal carnivals, street festivals, and fairs that contribute to the county's quality of place and residents' qualities of life. These events include the 4-H Fair, Elwood Glass Festival, June Jamboree, and Frankton Heritage Days that feature several food trucks and other food vendors. Therefore, these events provide opportunities to promote healthy eating habits to Madison County residents to improve their qualities of life.

**How:** Madison County's Health Department and agricultural community should partner with local public event coordinators, local businesses, and food truck vendors to provide healthy food alternatives at all county and municipal events. Countywide carnivals, street festivals, and fairs are unique opportunities that enhance the county's overall quality of place with the potential to improve residents' qualities of life through promoting healthy eating habits.

**Objective 3:** Improve walkability to and around healthcare centers by improving sidewalk and trail networks. See action matrix on p. 290.

**Why:** Madison County residents indicated a collective difficulty to access healthcare providers countywide via transit during the public engagement stage. Even though all county residents are within a fifteen-minute driving trip from at least one healthcare facility, pedestrian and transit accessibilities are lacking. Major hospitals offer their own transportation services to patients, but these services are in high demand and resources to provide them are limited.

**How:** Madison County should work with healthcare and public transit providers to improve transit access to all healthcare facilities. Madison County should also perform a sidewalk inventory of all facilities within a half-mile of major healthcare facilities. Road segments that neither have sidewalks nor are **Americans with Disabilities Act (ADA)** compliant should be prioritized for improvements.

# ENHANCING SERVICE AMENITIES

**Goal 3:** Modernize parks and recreation opportunities to encourage more active lifestyles.

**Objective 1:** Create a county parks department to oversee and manage newly created county parks, trails, and recreational facilities. See **action matrix** on p. 291.

**Why:** Madison County does not currently have a parks department, nor does the county maintain any public parks. All public open space is currently owned and maintained by either the municipalities or the state. Residents have expressed great interest in increasing the sizes and amounts of public open spaces through-out the county. One idea commonly shared was creating a linear greenway network that could connect all municipalities to one another and extend into neighboring counties.

**How:** Madison County should create a parks department and support it from the general fund. This department should pursue grants to supplement the depart-ment's activities.

**Objective 2:** Pursue grant funding opportunities to provide funding for the creation and maintenance of public open spaces. See **action matrix** on p. 291.

**Why:** Offering more public open spaces countwide will increase residents' qualities of life, because they will present more opportunities to engage in active lifestyles. However, creating and maintaining public parks and open spaces requires significant funding. There are many state and federal grants available to provide supplemental funding for the creation and maintenance of public parks and open spaces.

**How:** Madison County should pursue the following grant opportunities to provide supplemental funding for the creation and maintenance of public parks and open spaces:

- Land & Water Conservation Fund (LWCF)

- Recreational Trails Program (RTP)

- President Benjamin Harrison Conservation Trust Fund

- Home Depot Foundation: Community Impact

- Community Facilities Direct Loan and Grant Program – Rural Communities

- Keep America Beautiful Community

## ENHANCING SERVICE AMENITIES

**Objective 3:**  Survey residents to determine how they would use the parks system. See **action matrix** on p. 291.

**Why:** Madison County residents are interested in expanding the size and amount of public spaces throughout the county. Public input does not only reflect on public parks, so there is more information on the subject that could be collected in a survey. County residents also desire increased transparency from their decision makers, so sharing the survey's results and possible next steps with residents and visitors could increase trust between the parties.

**How:** The Madison County Planning Department should partner with the parks department to issue a countywide survey. It should cover how residents and visitors would use the parks system, where parks should be located, and if any access or activity fees would be acceptable for new county parks. Survey responses should be compiled and analyzed, then the information should be published so residents and visitors can be informed about what next steps could be taken.

**Objective 4:** Develop a parks improvement plan based on public input. See **action matrix** on p. 292.

**Why:** There are many existing parks and open spaces in Madison County controlled by municipalities or state agencies. These facilities may be out of date, are no longer used as originally intended, or require extensive maintenance. Residents and visitors require recreational public spaces that are functional and safe, because these spaces encourage active lifestyles and contribute to the county's overall quality of place.

**How:** Both the Madison County Planning Department and the Madison County Parks Department should partner with the state and municipal agencies controlling existing recreational public spaces to improve or expand them to fit residents' needs. Information gathered from the parks survey should be used to guide future improvements to existing parks and open spaces.

## ENHANCING SERVICE AMENITIES

**Objective 5:** Create a county parks network to provide more recreation opportunities to Madison County residents. See **action matrix** on p. 292.

**Why:** During the public engagement stage, Madison County residents expressed concerns about the lack of a cohesive sense of place for the county as a whole, because the county currently feels like a collection of independent towns and cities separated by rural land. Creating a parks network that connects Madison County's independent communities will create a strong sense of place countywide, conserve open spaces, preserve the county's natural beauty, offer new transportation options for residents, and improve residents' general wellness by allowing for more active lifestyles.

**How:** Madison County should develop a network of linear parks and green spaces that connect all municipalities and include a multi-use trail for pedestrians, bicyclists, and horseback riders to travel between communities. Madison County should enable developers to provide a broader spectrum of parks and open spaces to residents by allowing options to meet open space standards, including payment-in-lieu-of fees. The county's subdivision ordinances should incentivize developers to provide spaces that are active and allow for multiple functions year-round.

**Objective 6:** Create a parks **Asset Management Plan (AMP)** to better evaluate their conditions. See **action matrix** on p. 292.

**Why:** During the public engagement stage, residents expressed that existing recreational assets are poorly managed, maintained, and funded. Residents frequently expressed that if new infrastructure or facilities were constructed for parks or open spaces, then there should be a concrete plan for providing long-term maintenance to minimize or prevent their deterioration. Currently, long-term maintenance for existing recreational infrastructure and facilities is severely lacking, which can lead to unsafe facilities and other problems.

**How:** Madison County should create an AMP for any new park or open space created and managed by the county's parks department. The plan should be revisited annually to assess the conditions of both existing and future parks. The plan should be used for planning and financing the maintenance of existing as well as new parks created in the future. After parks' conditions have been assessed plans have been made for financing their maintenance, the public should be informed about where, when, and what maintenance will be performed.

## ENHANCING SERVICE AMENITIES

**Objective 7:** Increase the number of indoor facilities that all members of the public can access. See **action matrix** on p. 293.

**Why:** Despite some private recreational facilities in the county, there are currently no public indoor spaces available for recreational purposes in Madison County. Incorporating indoor facilities into the county's public parks would provide residents with recreational spaces that can be used regardless of season or weather conditions. Indoor spaces would be especially useful during winter months when it is too cold to utilize outdoor recreational spaces.

**How:** Madison County should incorporate public indoor facilities into the designs of any new park or open space. These facilities should be accessible to all users so they can enjoy a wide range of activities regardless of the season or weather conditions. People of all ages and abilities should be able to access public spaces for recreational purposes year-round, because everyone should have opportunities to sustain an active, healthy lifestyle.

# IMPROVING INFRASTRUCTURE

## IMPROVING INFRASTRUCTURE

## Transportation

**Goal 1:** Ensure existing transportation infrastructure is adequately maintained.

**Objective 1:** Develop a countywide application allowing residents and visitors to report infrastructure issues. See **action matrix** on p. 294.

**Why:** Residents and visitors of Madison County currently cannot report issues with the transportation network easily. There is a "Report a Pothole" hotline, but it is hard to find on the county's webpage and goes directly to a county employee's voicemail. People who call this number don't know if their complaint has been received, or if their reported issue will be fixed at all. However, Madison County's local government can use modern technology to improve the county's transportation network and residents' as well as visitors' relations with decision makers. Transparency, accountability, and responsiveness can be easily implemented into and maintained by Madison County's local government using a web application for resolving transportation network issues. These issues affect both residents and visitors, so Madison County's decision makers should demonstrate their willingness to listen, follow through on, and respond to network complaints.

**How:** Madison County's IT department, Highway Department, Surveyor's Office, and municipalities should work together to create a web application allowing residents and/or visitors to locate any problems with the transportation network countywide. Users should be able to report the location of an issue on a map and to describe what issue they are reporting. Reported issues should be timestamped and contain fields showing when the county received the complaint, when the reported issue is being or has been fixed, and the date the issue was resolved. Transparency is demonstrated by the county government creating the web application and making it accessible to residents and visitors. Accountability is demonstrated through the county government resolving issues addressed in complaints. Responsiveness is demonstrated by the county government providing timely, accurate reports of when complaints are received and resolved.

# IMPROVING INFRASTRUCTURE

**Objective 2:** Create a roadway condition inventory system to understand Madison County's roadways' conditions. See **action matrix** on p. 294.

**Why:** A roadway condition system does not currently exist in Madison County, so roadways are repaired or repaved solely based on roadway segments' maintenance histories. Roadway condition inventory systems can include information about roadway segments' pavements, shoulders, regulatory signs, lights, and signals. Maintenance histories are usually on a six-year repair schedule. Maintaining roads this way is ineffective because it is impossible to maintain the entire roadway network comprehensively, and there is no flexibility to allow for funding if emergencies arise. Both the National Highway Administration (NHWA) and the American Road and the Transportation Builder Association (ARTBA) recommend that roads and highways be maintained regularly, because this results in less long-term maintenance costs than constant reconstructions. Furthermore, a roadway inventory system will ensure access to some grant funding sources.

**How:** Madison County should create a roadway condition inventory system that contains information about the following items:

- Roadway segments' pavement conditions.

- Roadway segments' maintenance histories.

- Roadway shoulders' conditions.

- Regulatory signs' conditions and locations.

- Protective barriers' conditions and locations.

- Lights' conditions and locations.

- Signals' conditions and locations.

Madison County should create a plan to maintain and update the roadway condition inventory system biennially.

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# IMPROVING INFRASTRUCTURE

**Objective 3:** Create an AMP to prioritize funding and better preserve county transportation assets. See **action matrix** on p. 294.

**Why:** AMP's allow local municipalities to plan and prioritize future capital improvements and costly maintenance projects. The Community Crossings Matching Grant (CCMP) program is a 50/50 match grant program providing funding to local public agencies so they can maintain their roads. This is a significant funding source, but the program's application has several stipulations like requiring applicants to submit a current AMP previously approved within one calendar year by the Indiana Local Technical Assistance Program- Purdue University (LTAP).

**How:** Madison County should prioritize creating an AMP to submit for LTAP approval, because the county's transportation assets require costly maintenance projects. Parties such as the Madison County Engineer, Surveyor's Office, and Highway Department should partner with agencies such as the Madison County Planning Department and MCCOG to create the AMP. The plan should be reviewed and maintained annually to allow the county to apply for CCMP grants when necessary.

**Objective 4:** Improve rural roads to ensure safe and efficient planting and harvesting seasons. See **action matrix** on p. 295.

**Why:** Madison County is predominantly rural, and the rural land is primarily used for agricultural purposes. Many county roads have an 18-ft cross-section, so these roads often have little to no shoulder and are accompanied by a drainage ditch; therefore, there may not be enough room for an automobile to pass or be passed by large farm equipment. Automobile traffic is primarily affected by farm equipment obstructing rural roads during planting and harvesting seasons.

**How:** Madion County's agricultural community, engineer, surveyor, highway department, and the Indiana Department of Transportation (INDOT) should coordinate to assess rural roads' safety features and make adjustments where necessary. Adjustments would include widening roadways or shoulders to allow vehicles to pass farm equipment, especially during planting and harvesting seasons. Making such adjustments will ensure safer and more efficient planting as well as harvesting seasons.

## IMPROVING INFRASTRUCTURE

**Goal 2:** Use a Complete Streets approach to roadway design to connect communities by incorporating beautification and multi-modal amenities on all transportation corridors.

**Objective 1:** Collaborate with municipalities when improving roadways that intersect municipal boundaries to create a cohesive sense of place. See **action matrix** on p. 296.

**Why:** Several roads are uninterrupted from one side of the county to the other, so they cross one or more municipalities. Meaning, responsibility for maintenance changes from the county to the municipality, but maintenance schedules are not usually synchronized, which creates a disjointed roadway network that prevents a cohesive sense of place.

**How:** Since many roadway segments cross multiple municipal boundaries in Madison County, the county should create interlocal agreements with its municipalities to synchronize roadway improvements or reconstruction projects crossing multiple boundaries. Fostering collaboration on roadways will establish a cohesive sense of place throughout Madison County.

**Objective 2:** Create a network of multi-modal roads and trails that connect all municipalities to improve bicyclist and pedestrian accessibilities. See **action matrix** on p. 296.

**Why:** One key takeaway from public engagements was that residents desire to travel between municipalities through a network of multi-use paths and/or trails. This sentiment was echoed in the public survey feedback and wellness pop-up events. Such a trail network would improve the county's overall quality of place, public health, and reduce motor vehicle trips that result in greenhouse gas emissions.

**How:** Madison County should create a network of multi-modal roads and multi-use trails that connect municipalities to one another. The Madison County Engineer, Madison County Planning Department, Madison County's municipalities, and INDOT should coordinate to create the multi-modal roads and multi-use trails. These roads and trails will improve both bicyclist and pedestrian accessibilities countywide.

# IMPROVING INFRASTRUCTURE

**Objective 3:** Work with neighboring counties to construct connections to larger trail networks. See **action matrix** on p. 296.

**Why:** Madison County is strategically located between two large regional trail networks: the Monon Trail that extends from Indianapolis to Noblesville, and the Cardinal Greenway that extends from Richmond to Marion. The Next Level Trails grant program awards up to $25 million for regionally significant trail projects, or up to $5 million for locally significant trail projects. This grant is provided at an 80/20 match, and grant award preferences are given to projects that connect multiple cities, towns, or counties. Creating a trail through Madison County along the White River will allow someone to travel from Indianapolis to Richmond and considerably improve Madison County's quality of place.

**How:** Madison County should partner with Delaware County and Hamilton County to perform preliminary planning and engineering estimates for a regional trail connecting the Monon Trail to the Cardinal Greenway along the White River. Madison County should apply for funding through the Next Level Trail grant program for the trail's initial design and construction, because this trail is regionally significant.

**Objective 4:** Improve access to and usage of county amenities and destinations by implementing wayfinding signage. See **action matrix** on p. 297.

**Why:** Madison County covers a large geographical area and contains ten municipalities that each have their own unique amenities and assets. One reccurring comment presented during public meetings was that:

> "There is a lot to do in Madison County, but no one knows it."

The county could improve local tourism as well as the overall sense of place by implementing wayfinding and signage programs.

**How:** Madison County should create a list of community assets, tourist locations, and attractions in the county that is maintained regularly and published digitally. The county should use the list to develop a wayfinding and point-of-interest signage plan, then the county should contract with an appropriate third party who is familiar with marketing, signage, and wayfinding to design consistent wayfinding placards installed throughout the county. These signs should be noted in the roadway inventory system and the AMP. A plan should be created to keep installed wayfinding plans up-to-date and replaced as needed.

# IMPROVING INFRASTRUCTURE

**Objective 5:** Implement a Complete Streets policy for all county roadways. See **action matrix** on p. 297.

**Why:** A Complete Street is a road enabling safe access for all users regardless of their ages or abilities. They are designed to allow for bicyclists, pedestrians, and mass transit to coexist and travel efficiently alongside motor vehicle users. A Complete Streets policy will improve the safety, accessibility, and quality of place for all users when implemented correctly. Complete Streets policies are also beneficial because they increase the walkability of a community and present more cost-effective measures for managing stormwater.

**How:** Madison County should adopt a Complete Streets policy as outlined by the 2018 Elements of a Complete Street Policy published by the National Complete Streets Coalition and Smart Growth America. The Madison County Board of County Commissioners (BCC), Planning Department, INDOT, and the county's municipalities should partner to adopt a Complete Streets policy countywide. Madison County should also include a requirement in its subdivision control ordinances that require pedestrian connections between adjacent residential uses where appropriate.

## IMPROVING INFRASTRUCTURE

**Goal 3:** Ensure the Madison County transportation network is complete, safe, and user-friendly for all modes of transportation.

**Objective 1:** Establish a formal transit system to administer and operate transit services between all municipalities. See **action matrix** on p. 298.

**Why:** In the early 20th century, public transit in Indiana and its surrounding states centered around the interurban electric railway system. The interurban system relied on streetcars carrying passengers with more frequent and often-times faster schedules than steam railroads and limited automobile travel. However, the interurban system was abandoned statewide in the 1940s and replaced by the bus system. Madison County is currently in need of another wide range transit system much like the interurban. For further reading see **References 17** and **18** in **Appendix 6** (p. 354).

Transit for Rural Areas of Madison County (TRAM) is a rural, demand-response public transit service available for trips within Madison County. Trips may originate or terminate within Anderson but cannot originate and terminate within Anderson because the City of Anderson Transit System (CATS) already provides these trips to any interested person regardless of age or purpose. A TRAM trip rider must call a toll-free number at least 48 hours in advance to schedule. A trip is not guaranteed even if scheduled in advance, because scheduling is based upon driver and vehicle availabilities.

**How:** Madison County should fund TRAM so it can effectively serve the whole county's needs. A pilot program should be developed to test how feasible it is to provide rural transit service between select municipalities at regular intervals and times. Providing service with regular intervals and times will make TRAM more reliable and convenient for residents to use, because they will be able to count on guaranteed trips to certain municipal-ities. The pilot program should continue to expand as needed if demand for the service continues to increase. The county should develop a long-term plan to expand the TRAM service so it provides regularly scheduled service between all Madison County communities. The demand for a countywide transit system has been increasing steadily over time, so service should be expanded according to residents' needs. Expanding TRAM to reliably serve communities at regular intervals will also enhance the county's sense of place because it will effectively connect residents with a large portion of the county, much like a modern version the previous interurban electric railway system.

# IMPROVING INFRASTRUCTURE

**Objective 2:** Create **Transit-Oriented Development (TOD)** ordinances for new subdivisions to make sure future developments are accessible by all modes of transportation. See **action matrix** on p. 298.

**Why:** TOD focuses on transit accessibility and neighborhood walkability instead of automobile accessibility. Developments are usually designed to include open spaces and recreation facilities accessible through a comprehensive neighborhood sidewalk network. Developments are either near existing transit hubs or create transit hubs within or on the boundary of a project to maximize transit accessibility and pedestrian walkability. Madison County currently lacks connections between comprehensive neighborhood sidewalk networks and multi-modal transit stops.

**How:** Madison County should create a zoning ordinance for TOD that requires existing and future neighborhoods to include easily accessible sidewalks and transit stops in developments. The ordinance should require developments to make neighborhoods and sidewalks easily connected to existing or future neighborhoods through sidewalk networks. There should be TOD zones established along the boundaries of large urbanized areas to maximize pedestrian and transit accessibilities.

**Objective 3:** Diversify available transportation options to improve access to amenities. See **action matrix** on p. 298.

**Why:** Transportation technologies are about to undertake rapid changes in the near future. These changes include the advent and adoption of 5G wireless connectedness, exclusively electric vehicles, and connected autonomous vehicles. These advancements will change how people move from place to place as well as the urban fabric itself. Madison County should make sure its policies and ordinances are proactive and allow for new transportation technologies to be easily implemented in the future to improve and maximize access to the county's amenities.

**How:** Madison County's traffic engineering design standards must be flexible enough to account for any new or advanced transportation technologies emerging in the next 20 years. There should be electric vehicle charging stations available for permitted use in Local Commercial, General Commercial, and Highway Commercial districts. There should be autonomous truck stations available for permitted use in Highway Commercial districts. The county should update its permitting process and zoning regulations to allow for 5G wireless communications and microcellular communications towers per IC 8-1-32.3-4.2.

## IMPROVING INFRASTRUCTURE

**Objective 4:** Create a comprehensive Thoroughfare Plan that will be amended into the *Forward Madison County 2035 Comprehensive Plan.* See action matrix on p. 299.

**Why:** During the public engagement process, meeting attendees expressed that they want to preserve the individual characters of their communities. Communities are connected by their road networks, and road networks contribute to creating communities' characters. The county can exert power over how its roads are developed and influence how they are developed in communities. Therefore, the county can influence how community characters evolve. State law outlines additional items that may be contained in a governing entity's comprehensive plan, and IC 36-7-4-503 (6) indicates that a Thoroughfare Plan is an optional item that can be included in a comprehensive plan. There are additional benefits of a Thoroughfare Plan beyond those granted by Indiana Code. For example, it would allow the Madison County Plan Commission to prioritize short- and long-term infrastructure investments, implement policy and/or design functions for roadway facilities, and collect data useful for travel modeling.

**How:** Madison County should create a comprehensive Thoroughfare Plan as outlined by IC 36-7-4-503 (6). A Thoroughfare Plan amended into the comprehensive plan should provide insight for specific questions surrounding transportation policies. In addition, it should identify the location and type of transportation facilities needed to meet projected growth, contain recommendations for transportation improvements, and identify if expansions to the existing transportation network are needed over the next 25 years. Once the Thoroughfare Plan is completed, it should be reviewed by the Comprehensive Planning Committee for recommendation to be amended into the *Forward Madison County 2035 Comprehensive Plan.*

# IMPROVING INFRASTRUCTURE

**Objective 5:** Madison County should create a Right-of-way Dedication Ordinance to preserve the integrity of the county's major transportation corridors. See **action matrix** on p. 299.

**Why:** This ordinance is essential to preserving existing and proposed transportation corridors expected to require improvements due to increasing traffic. Acquiring the right-of-way necessary to support future transportation demand is costly and possibly detrimental for community development. The ordinance would establish the method by which the county systematically preserves right-of-way as development occurs. It would directly reference the Thoroughfare Plan to designate the appropriate right-of-way widths that must be preserved.

**How:** Madison County should enact an ordinance requiring the dedication of right-of-way to the county with the prescribed width indicated in the current Thoroughfare Plan as a condition of approving new development or redevelopment. Such dedications should be required when it is necessary to mitigate the impact on the transportation system directly resulting from proposed development, improve the transportation system directly serving the development, or maintain the transportation system directly serving the development.

**Objective 6:** Madison County should create an Access Management & Control Ordinance to preserve the integrity of the county's major transportation corridors. See **action matrix** on p. 299.

**Why:** Unregulated access to thoroughfares presents dangers to all road users, reduces an area's quality of place, and creates significant problems when a roadway facility needs to be upgraded or maintained. Madison County can exert broad police powers to preemptively control, reduce, or eliminate property access to a thoroughfare through an Access Management & Control ordinance. Madison County should be proactive with its Access Management & Control ordinance, because once access to a thoroughfare from a property is granted, it may be difficult to legally revoke.

**How:** Madison County should enact an Access Management & Control ordinance in accordance with the INDOT Access Management Guide. The ordinance should establish the county's minimum regulations for access to property from a road's right-of-way. The ordinance should establish standards for new roads, driveways, shared access, parking lot cross access, and service roads. The ordinance should directly reference the county Thoroughfare Plan to designate which roadways have access management and the access control methods that are to be used.

# STRENGTHENING ECONOMIC PROSPERITY

## STRENGTHENING ECONOMIC PROSPERITY

# Economic Development

**Goal 1:** Provide quality housing stock to attract new businesses, build the county workforce, and retain existing employees.

**Objective 1:** Create a strategy to encourage developing housing stock that keeps pace with Madison County's economic growth. See **action matrix** on p. 324.

**Why:** The public engagement stage revealed that lacking readily available housing is a significant barrier to the county's economic development. Businesses wanting to relocate to the region desire a workforce that is skilled, well-educated, and within reasonable commuting distance from their place of work; however, Madison County is lacking this kind of workforce.

**How:** Madison County should partner with the Metropolitan Indianapolis Board of Realtors (MIBOR) and the Corporation for Economic Development (CED) to develop a housing strategy that increases how many units are available in the county, and then use the strategy to amend existing residential control ordinances. Both the strategy and ordinances should be evaluated and revised every five years.

**Objective 2:** Develop a Shared Equity Home Loan Program to incentivize residents to purchase or construct a home in Madison County. See **action matrix** on p. 324.

**Why:** Shared Equity Home Loan Programs provide down payment assistance for part of or all of the payment from a nonprofit entity for qualified home buyers. Qualified home buyers include first-time buyers, buyers with bad loan/credit history, or buyers lacking the necessary resources to make a down payment on a market-rate home. In exchange, the buyer agrees to pay back the initial down payment investment and a share of any equity gained from the home at resale. These programs can also provide assistance for affordable rental and commercial spaces.

**How:** Madison County businesses should partner with an existing mortgage finance company and a nonprofit organization to develop and implement a Shared Equity Home Loan Program. The Madison County BCC and County Council should regulate and spearhead the program's implementation. The US Federal Housing Administration (FHA) also offers mortgage assistance grants for Indiana residents such as the First Time Home Buyer Down Payment Assistance, Homebuyers Assistance Program, and Next Home.

## STRENGTHENING ECONOMIC PROSPERITY

**Goal 2:** Coordinate economic development efforts between communities in Madison County to enable a regional economic development strategy.

**Objective 1:** Create an Economic Development Forum to identify challenges, pool resources, and develop unified strategies to strengthen economic development efforts in Madison County. See **action matrix** on p. 325.

**Why:** During the public engagement stage, residents expressed concerns about equal apportionment of economic development across the county at large. Residents in rural communities felt like development opportunities only went to urban centers, so rural communities felt the need to compete against each other to attract and accept any economic development regardless of community impact.

**How:** Madison County should partner with the CED, the Chamber of Commerce, and local municipalities to create a Economic Development Forum. The forum should consist of representatives from all municipalities, local businesses, CED, and Madison County at large. The forum should identify challenges, pool resources, and develop unified strategies to strengthen economic development efforts.

**Objective 2:** Create a Strategic Economic Development Improvement Plan (SEDIP) developed by the Economic Development Forum and the CED to form a Regional Economic Development Strategy. See **action matrix** on p. 325.

**Why:** A SEDIP is a strategy-driven plan for regional economic development intended to facilitate the build capacity, economic prosperity, and resiliency of a region. It engages community leaders, leverages investment and involvement of the private sector, and establishes a blueprint for collaboration on regional projects when implemented correctly. Creating a SEDIP will help the county's Economic Development Forum form a Regional Economic Development Strategy.

**How:** Madison County should partner with the CED to form a Regional Economic Development Strategy that encourages expanding existing businesses in as well as attracting new businesses and corporate headquarters to Madison County. The SEDIP should be used to form the Regional Economic Development Strategy. The SEDIP aims to create at least 25,000 new jobs by 2035 because of Madison County's projected future economic development.

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## STRENGTHENING ECONOMIC PROSPERITY

**Objective 3:** Coordinate development and land use goals in areas where municipal boundaries are directly adjacent to each other to encourage organized regional growth. See **action matrix** on p. 325.

**Why:** During the public engagement phase, communities in southern Madison County expressed concerns about the future of the area surrounding I-69's Exit 214, because the area is immediately adjacent to several new housing developments in Hamilton County. Two truck stops cause congestion problems for the SR-13 corridor, and many municipalities are trying to attract development to a quadrant of the intersection that they control.

**How:** Adjacent municipalities should sign an interlocal agreement in the form of a Memorandum of Understanding (MoU) to formalize a cohesive, comprehensive economic development process for land areas immediately surrounding Exit 214. Development in this area should occur in a managed and planned fashion since Exit 214 is the major southern gateway into Madison County.

**Objective 4:** Establish a formal process for the Economic Development Forum to give input on multi-jurisdictional projects to create a cohesive development strategy for the county. See **action matrix** on p. 326.

**Why:** Developers use economically depressed areas' desires for progress against them too often, which is detrimental to whole communities. The county also suffers when this occurs in multi-jurisdictional geographic areas because the effects of poorly planned quick developments can have impacts that last for decades. There are currently no checks nor balances in place to protect the county from unplanned and/or rushed projects.

**How:** Madison County should work with its municipalities to establish a formal process in which the Economic Development Forum offers input on multi-jurisdictional economic development projects. This formal process will establish checks and balances against unplanned or rushed projects. All involved entities should evaluate large projects with proposed economic development that could impact them to make sure any new development benefits the county as a whole.

## STRENGTHENING ECONOMIC PROSPERITY

**Objective 5:** Provide consistent, dedicated funding for economic development programs as a part of the county budget. See **action matrix** on p. 326.

**Why:** The CED is the primary institution propelling economic development programs in the county. The CED provides valuable services for Madison County and has attracted more than $2 billion of new investments along with over 6,500 new jobs since its inception. Its operational budget currently only consists of approved funding from Food and Beverage (FAB) taxes. The CED's activities are severely hampered since it lacks a consistent, dedicated funding source.

**How:** Madison County should prioritize its economic development by providing the CED with consistent, dedicated funding, instead of relying solely on FAB taxes for its operational budget. The Madison County Council and BCC should coordinate to create a dedicated line item in the county's budget to provide the CED with a consistent annual funding source. Providing the CED with consistent, dedicated funding will promote the creation of more beneficial economic development programs in Madison County.

**Objective 6:** Develop a countywide marketing strategy to attract new businesses. See **action matrix** on p. 326.

**Why:** Branding and marketing are the primary ways that consumers interact with goods and services. Communities are now turning to marketing professionals to create community brands to better enable them to "market" themselves effectively to potential job providers and developers. An effective marketing strategy will attract new businesses and promote business diversity as well as employment variance countywide.

**How:** Madison County's Chamber of Commerce, Planning Department, and municipalities should coordinate to partner with a marketing and advertising professional service to develop a county "brand." Developing this "brand" will help facilitate economic development efforts in Madison County by attracting new businesses. Attracting new businesses will lead to more employment opportunities and employment variance, which will increase residents' qualities of life.

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# STRENGTHENING ECONOMIC PROSPERITY

**Objective 7:** Eliminate retail leakage from Madison County by attracting new businesses. See **action matrix** on p. 327.

**Why:** Madison County's businesses aren't providing enough retail options to satisfy household demand, so consumers must spend money elsewhere. Economic benefits of money spent elsewhere don't stay here, and according to analytics from Environmental Systems Research Institute's (ESRI) Business Analyst, about $314,642,727 leaked out of the county's retail economy last year. Local businesses recapturing this economic activity could generate about $258 million induced economic impact or secondary transaction activity.

**How:** Madison County should prioritize narrowing the retail leakage gap. According to Business Analyst, the following industries account for the most retail business leakage:

- Furniture and Home Furnishings
- Clothing and Clothing Accessories
- Sporting Goods, Hobby, Books, and Music
- Miscellaneous (Florists, Office Supplies, Used Merchandise)
- Grocery

**Objective 8:** Expand and diversify employment opportunities in Madison County. See **action matrix** on p. 327.

**Why:** Madison County lost 27,000 jobs when General Motors (GM) ceased operations in 2006. Only 30% (9,000) of the lost jobs have been replaced by relocations or expansions of other businesses since then. Madison County's economic issues stem from its over-reliance on a single industry sector for most of its employment. Before the Great Recession, the automobile manufacturing industry accounted for 23.06% of the total jobs in Madison County. While the county is slowly recovering by adding new businesses, the lack of employment diversity persists.

**How:** Madison County's Chamber of Commerce and BCC should work with CED to attract a diverse set of new businesses to the county. These parties should also work together to expand existing businesses in the county. The Madison County Chamber of Commerce should partner with local school corporations and universities to pair new employment opportunities with the local talent bank. Forming a local talent bank would reduce recruitment costs, reduce time needed to hire candidates, and help businesses identify quality, qualified candidates.

## STRENGTHENING ECONOMIC PROSPERITY

**Goal 3:** Remove existing barriers that discourage or prevent small business startups.

**Objective 1:** Survey Madison County businesses once every four years to determine what regulatory processes are hindering or discouraging current economic development. See **action matrix** on p. 328.

**Why:** Business needs and market trends change rapidly, so ordinances and economic development strategies should define and provide a consistent ground for development to occur. Ordinances allow communities to be resilient against economic downturns and to be flexible for the advent of future technologies.

**How:** The Madison County Chamber of Commerce should survey businesses countywide once every four years to determine what regulatory processes hinder or discourage economic development. These survey results should be shared with the Economic Development Forum as well as the CED.

**Objective 2:** Compile a list of existing economic and business development resources in Madison County. See **action matrix** on p. 328.

**Why:** Many participants in the Economic Development focus groups expressed what the main hurdle for small business startups is in Madison County. Small business startups countywide lack easily accessible and consistent government information. There are existing economic and business development resources available, but small business owners don't know where to look for these resources, and if their resources are up to date.

**How:** The Madison Chamber of Commerce should publish a list of economic and business development resources in Madison County on an annual basis. This list should be made available on the Internet as well as through the county's social media accounts. The CED and the county's municipalities should assist the Chamber of Commerce in identifying existing resources and compiling them into an easily accessible, consistently updated list.

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## STRENGTHENING ECONOMIC PROSPERITY

**Objective 3:** Have the Madison County Plan Commission review the county's existing zoning ordinances to identify outdated ordinances or those that otherwise hinder economic development. See **action matrix** on p. 328.

**Why:** The existing zoning ordinances for Madison County were enacted in 2002, and much has changed in the county since then. The county has changed significantly in terms of both its demographics and its economic climate. The ordinances currently in place may no longer serve their original purposes and/or may hinder economic development efforts. In addition, the county's zoning maps may no longer properly depict the county's current development codes.

**How:** The Madison County Plan Commission should review the county's existing zoning ordinances to identify ordinances that are outdated or otherwise hinder economic development. In addition, the Plan Commission should examine the county's current zoning map and revise it as needed. The Plan Commission should coordinate with the Madison County Chamber of Commerce and the CED to revise the ordinances and reexamine the zoning map to make revisions promoting economic development.

**Objective 4:** Create a program to develop and manage a small business incubator space within Madison County. See **action matrix** on p. 329.

**Why:** Business incubator spaces are for new and early-stage startups, and there is currently no small business incubator space within Madison County. Incubator spaces also focus on business mentorship and allow businesses to scale up their services if need be. They are usually run by industry-specific companies or groups that offer businesses the necessary support and expertise. Such a space would foster innovation and allow entrepreneurs to start businesses in the county with relative ease.

**How:** Madison County should partner with the Purdue Polytechnic Institute and local businesses to create a small business incubator space within the county. Creating an incubator space will encourage further business diversification and employment variance, which will increase Madison County residents' qualities of life. The incubator space should be maintained by local businesses, the CED, and the Madison County Chamber of Commerce.

# STRENGTHENING ECONOMIC PROSPERITY

**Objective 5:** Provide clear and consistent information to residents about tax assessment practices in the county. See **action matrix** on p. 329.

**Why:** During the public engagement process, residents expressed that the county level of Madison County's government lacks transparency and clarity for answering questions. Public meeting participants are frustrated with the inability to clearly discern which departments deal with what issues. Public meeting participants are specifically interested in accessing information about how property taxes are assessed, appealed, and reassessed.

**How:** Madison County should implement a "no wrong door" policy for the county government center. County employees should participate in cross-department training to know about all general procedures. County employees should be able to quickly tell residents which department can solve their issue. Answers to the most common "frequently asked questions" regarding how property taxes are assessed, assigned, and appealed should be pubilshed on Madison County's website and social media accounts.

**Objective 6:** Form a 501(c)(3) land bank to facilitate redeveloping dilapidated commercial and industrial properties. See **action matrix** on p. 329.

**Why:** Land banking is used for commercial or industrial purposes as well as residential redevelopment. Large contiguous land parcels must be available for infill economic development, and such parcels are easily acquired when rural areas are developed, but such development can be burdensome to municipalities in the long-run and lead to urban sprawl. Land banks easily unify parcels held within their portfolios and offer land to developers at prices comparable to greenfield development.

**How:** Madison County should include land banking and residential urban infill development in its Regional Economic Development Strategy. The county land bank should try to acquire vacant or abandoned commercial parcels and/or assemble small adjacent parcels into single large contiguous properties for commercial and light industrial development. Redeveloping dilapidated commercial and industrial properties will promote Madison County's economic development efforts and enhance the county's sense of place.

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# STRENGTHENING ECONOMIC PROSPERITY

**Objective 7:** Enrich Madison County's Geographic Information Systems (GIS) databases to better facilitate economic development. See **action matrix** on p. 330.

**Why:** Businesses rely on current data and analytics to make decisions, so GIS data can help businesses make these important decisions. GIS is a powerful tool that businesses can use to determine where they should locate in a community and what customers they could reach. GIS is a powerful computer software that compounds data as a map and evaluates potential project sites' suitabilities, capacities, and possible impacts. These maps can help the user gain a deeper understanding of trends and relationships between disparate sets of data. In addition, business professionals can offer decision makers a data-driven perspective on proposed new development. The CED uses GIS databases for accessing several diferent types of information. However, the CED has identified some deficiencies in their access to GIS that if remedied would further facilitate economic development for the county.

**How:** Enrich Madison County's GIS databases to better facilitate its economic development. The CED has identified the following deficiencies in the county's GIS:

- Access to ArcGIS Pro and a license for Arc Viewer.
- Access to ESRI's Business Analyst data products.
- Access to the current building footprint information.
- Access to the Madison County Assessor's Office property card database.
- Access to the MCCOG Cadastral database.
- Access to the MIBOR real estate listings database.

## STRENGTHENING ECONOMIC PROSPERITY

**Goal 4:** Encourage businesses to partner with educational institutions to streamline employment opportunities.

**Objective 1:** Inventory available employment opportunities by creating a countywide clearinghouse that existing businesses and organizations update frequently. See **action matrix** on p. 331.

**Why:** An accessible countywide clearinghouse or database containing current job postings helps residents determine what jobs are available. The clearinghouse also helps businesses attract more applicants so they can choose the correct fits for their offered positions while broadening their candidate pools.

**How:** Use a countywide system so all available jobs are in one place. Internships, apprenticeships, and career opportunities are listed and updated continuously. A local advisory board should constantly establish new partnerships and provide more options.

**Objective 2:** Increase higher education post-graduation opportunities in Madison County. See **action matrix** on p. 331.

**Why:** Increasing how many post-graduation opportunities are available in the county will help retain a talented and qualified workforce. Population declines over time show that young residents are choosing to move when they can, whether in search of new employment or other quality of life factors, and very few are returning. In addition, Madison County lacks many higher education post-graduation opportunities to students, so students have to leave Madison County to find these opportunities.

**How:** Develop programs that incentivize continuing education and other post-graduation opportunities in Madison County. Survey businesses countywide once every two years to determine the challenges in hiring qualified workers, the types of skills needed, and the projected numbers of workers in the future. Award at least one scholarship annually to a Madison County resident or residents for the purpose of attending either a higher education institution or a trade school after high school.

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## STRENGTHENING ECONOMIC PROSPERITY

**Objective 3:** Create partnerships with local universities and businesses to better facilitate placing graduates into available county jobs. See **action matrix** on p. 331.

**Why:** Partnerships between universities and businesses bridge the gap of filling jobs and helping students gain real-world experience. Partnerships benefit both groups because they streamline the hiring process and help students find available opportunities. Streamlining the process creates a more prepared workforce that supports community growth. Most local businesses want to invest in their communities, so this is an excellent way to do so.

**How:** A local advisory board could help schools set up partnerships by inviting local businesses to their classrooms. Partnerships could include school-to-career activities (career awareness programs) and corporate sponsorship programs (adopt-a-school program). Schools must decide which program they would like to use at the policy level, and then once partnerships are implemented schools should evaluate them regularly.

**Objective 4:** Develop a program to increase the amount of Madison County students who enroll in trade schools. See **action matrix** on p. 332.

**Why:** Even though skilled trade jobs are in high demand, there is a national shortage of skilled trade workers, so those job positions are difficult to fill. Many students consider higher education instead of working in trades, but trade schools offer opportunities for people who choose not to go to college. Increasing trade or vocational school opportunities will open doors for Madison County residents and increase the resident retention rate.

**How:** Trade or vocational schooling could be integrated into high schools and help students gain experience while potentially connecting them directly to employers who offer post-graduation opportunities. High schools should arrange presentations for students from local skilled trade companies and hold career fairs involving many different local companies and skilled trade employers.

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# MONROE COUNTY COMPREHENSIVE PLAN

*Preserving Monroe County's Heritage and Guiding Its Future*

ADOPTED: FEBRUARY 14, 2012

EFFECTIVE: MARCH 20, 2012

*Maps Adjusted for Accuracy June 2013

## Health-Related Excerpts from Monroe County Comprehensive Plan

Compiled by
Community Voices For Health in Monroe County (CVHMC)
Community Justice and Mediation Center (CJAM)

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**Figures**

**Selected Comprehensive Plan Health-Related Content**

Pg. 66 - "While social services ranging from health clinics to church-based welfare organizations are primarily found in Bloomington, a wide range of services are distributed throughout the County, either as community organizations or as outreach services from the Bloomington-based groups."

Pg. 72- "Monroe County has special environmental conditions and resources. These irreplaceable resources, which sustain the health, welfare, and quality of life for Monroe County residents, can be protected while allowing for the land necessary to accommodate projected population and economic growth. Therefore, these resources shall be protected."

Pg.91 "To protect the health and safety of the public and to assure quality construction and compatibility with existing uses, site design standards for manufactured housing developments should generally mirror the standards for site-built residential development, including stormwater management features. Storm protection facilities and/or shelters should be required."

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# RANDOLPH COUNTY

## COMPREHENSIVE PLAN

3.21.2018DRAFT

**Health-Related Excerpts from Randolph County Comprehensive Plan**

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center (CJAM)

# Contents

## PLAN SUMMARY

The key takeaways from the planning process and resulting plan are:

- Randolph County offers a welcoming and hospitable environment for future growth and development.

- Randolph County is a people-centric community, meaning that everyone from elected and appointed officials to business owner and residents strives to improve the physical, environmental, economic, and social systems that exist throughout the county for the benefit of the entire community.

- Three key themes including aging in place, workforce and economic development, and rural renewal were consistently heard throughout the planning process from the steering committee, key stakeholders, and the general public when describing the threats and opportunities of the county's future.

The community's collective approach to planning and economic development is growth-based. What that means is that local decision makers are committed to:

- Maintaining a clear and concise vision for future growth and development;

- Proactively pursuing ways in which to increase the number and type of public, private and philanthropic investments;

- Accommodating most land uses and types of development at the most appropriate locations within the county;

- Improving upon existing conditions and increasing the number of assets available throughout the community;

- Remaining focused on the future;

- Seeking solutions that improve the quality of life that Randolph County currently offers.

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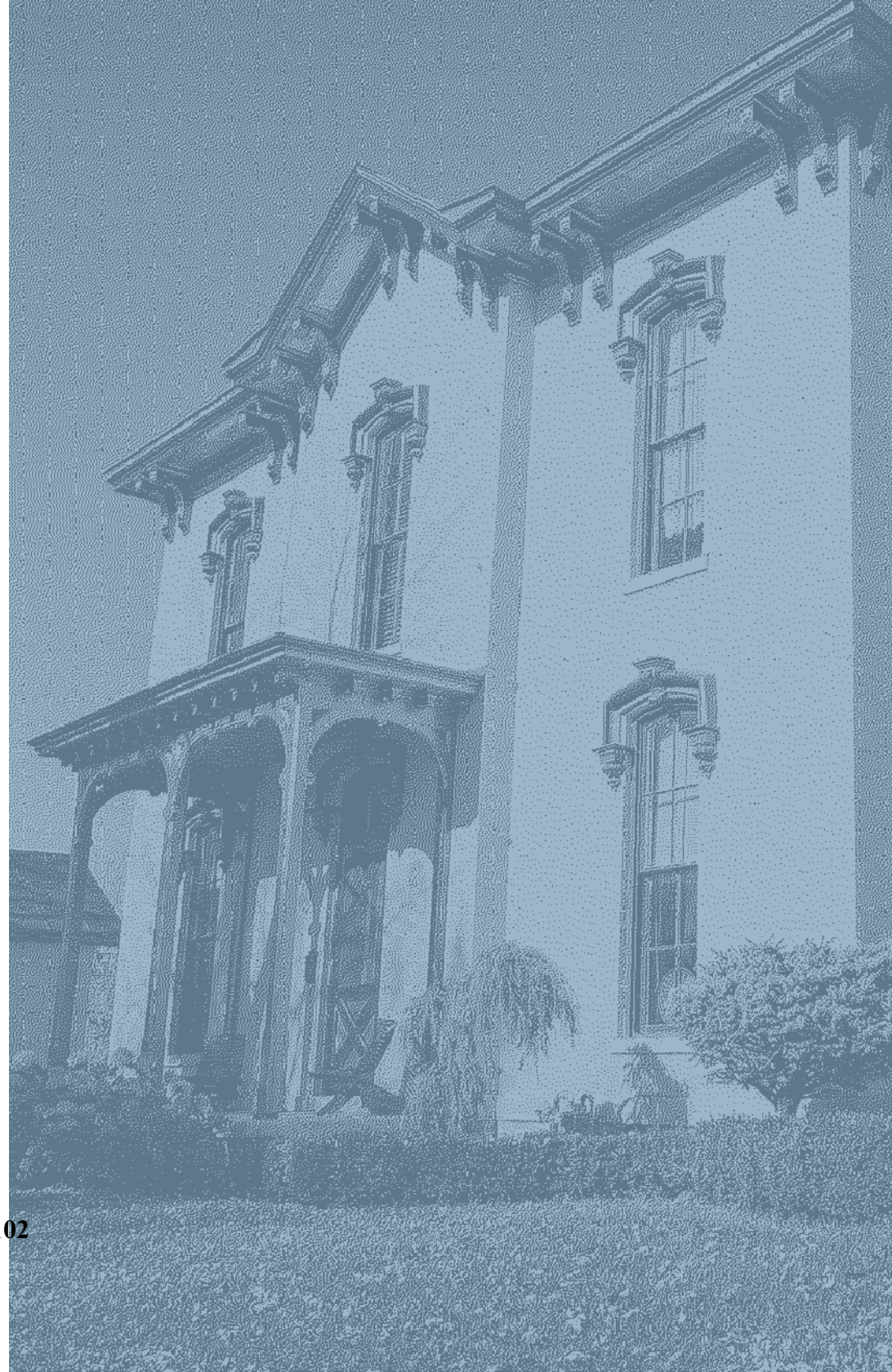
## COMMUNITY VISION

For the purposes of this plan, a vision statement is not a declaration about what the community is, but rather what it wants to become. It is an indicator of the types of development and infrastructure investments that it hopes to retain or attract.

The community vision statement below was crafted using input from the steering committee to best describe the desired future for Randolph County.

*"RANDOLPH COUNTY IS BECOMING THE REGION'S LEADING COMMUNITY FOR HEALTH, WELLNESS, EDUCATION, BUSINESS, AND ECOLOGICAL OPPORTUNITIES.*

*RANDOLPH COUNTY IS A VIBRANT AND WELCOMING COMMUNITY WHERE PROGRESSIVE LEADERSHIP AND COMPASSIONATE PEOPLE ENCOURAGE GROWTH AND ECONOMIC DEVELOPMENT TO CULTIVATE AN EXCELLENT QUALITY OF LIFE WITHIN THE COMMUNITY."*
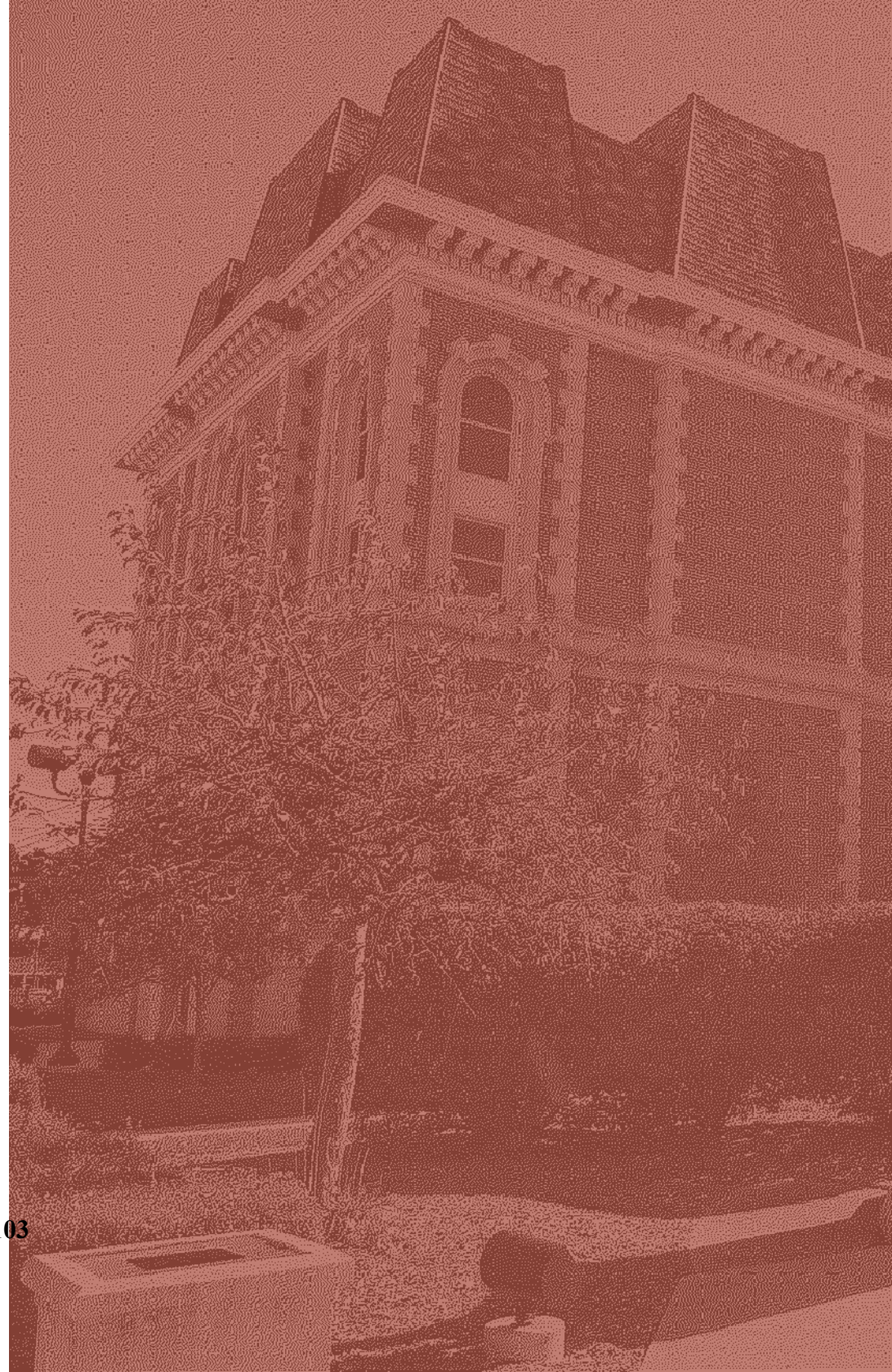
## COMMUNITY VALUES

The following guiding principles, or value propositions serve as a set of promises to the Randolph County of the future.

In Randolph County you can...

1. Find a home that suites for your life stage and/or lifestyle.

2. Find quality dependent child care.

3. Receive the education and training that puts you on a promising career path.

4. Access career opportunities with employers that pay, at a minimum, self-sustaining wages.

5. Age-in-place.

6. Rely on adequate, reliable utilities.

7. Safely move about the county with relative ease.

8. Adopt a healthy and active lifestyle.

9. Have access to a variety of shopping, dining and entertainment options.

10. Enrich your life through a number of civic and recreational options.

11. Be surrounded by a community that is attractive and well cared for.

12. Be one of the "people" that this community values so deeply.

**Selected Comprehensive Plan Health-Related Content:**

-Page 16:

"While most people view Randolph County's low cost of living as a strength, some believe the opposite to be true; these people consider the community's low cost of living to be a threat to the county's continued (economic) health and vitality."

"Most people favor development of any kind; however, there is a stronger preference for more commercial retail, educational institutions, community service providers, healthcare providers, and more single-family residential housing"

-Page 27:
"Given the disproportionate number of older adults, creating a more inclusive may also mean ensuring that making Randolph County a county that caters to all stages (ages) of life, including creating opportunities for health, participation, and security for people of all ages and all abilities.

-Page 29:
"Adequately addressing the top issues attributable to creating a more inclusive community begins with making Randolph County a welcoming community for everyone. By creating more opportunities for improved health, participation in the community, and security for the county's aging and low income populations, people of all ages and all abilities, and people in the middle- to upper-income ranges stand to benefit as well."

-Page 53:
"In order to better support the county's various civic, institutional, and public serving agencies, Randolph must CREATE: community that proactively builds relationships with area healthcare providers and partners to ensure quality care for its local residents."

-Page 75:
"Of particular importance to the larger Randolph County community is the need to: Expand and strengthen access to healthcare services"

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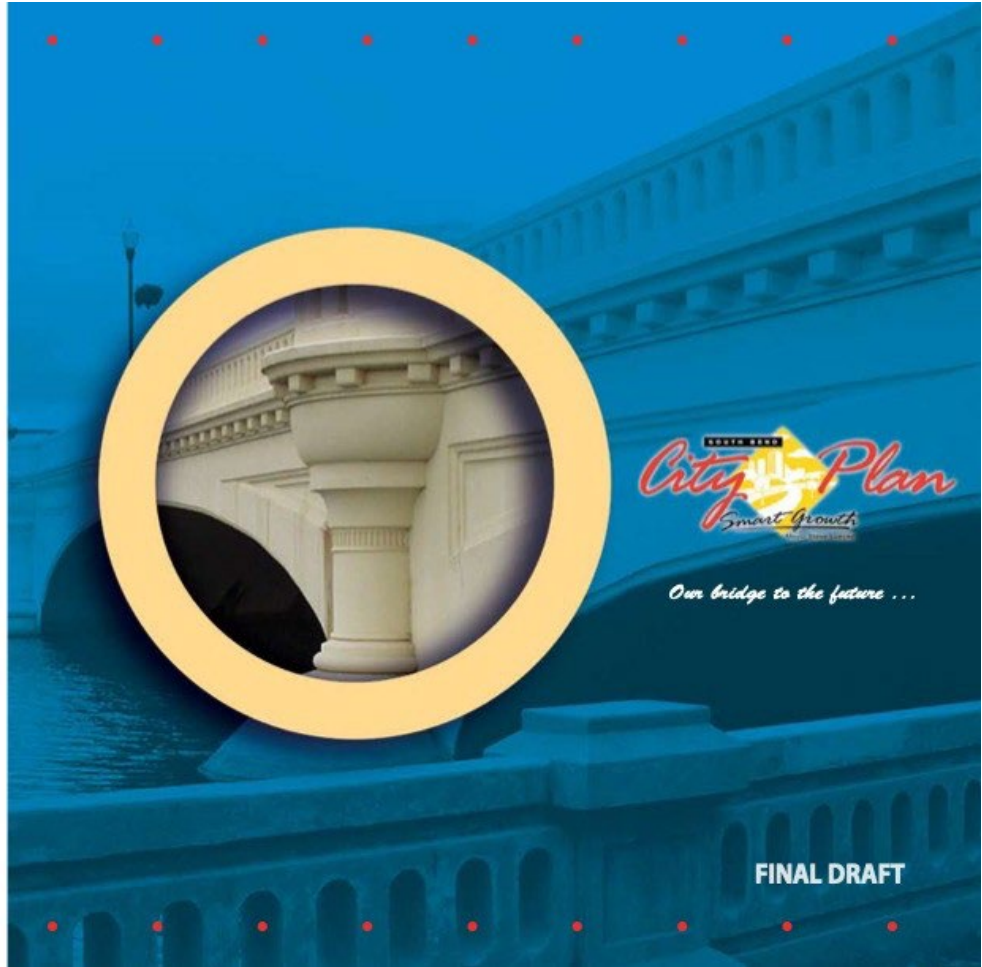
**Health-Related Excerpts
from the City of South Bend
Comprehensive Plan**

Compiled by
Community Voices for Health in Monroe County (CVHMC)
Community Justice and Mediation Center (CJAM)

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# Health Section

county in 2005, an average of more than 46 incidents per day. Average response times remained constant during 2004-2005 *(see Table 5.3)*. The Fire Department offers monthly EMS training for all firefighters, and the department's two sponsoring hospitals offer four monthly in-service trainings for all EMS certified persons within the county. All firefighters receive 20 weeks of fire fighting and emergency medical technician (EMT) training. In 2005, the department had 61 paramedics, 24 intermediate EMTs, 27 advanced EMTs, 99 basic EMTs, and 20 first responders. The department plans to eventually require all firefighters to obtain paramedic certification; currently, all new hires are required to obtain intermediate EMT certification within three years of their swearing-in date.

*Public Education and Fire Prevention:* The Fire Prevention Division carries out the following responsibilities relating to inspections, public education, and investigations:

**Building Inspection:** The Inspection Bureau performs code enforcement activities for commercial buildings and buildings with three or more apartments.

**Public Education:** Three public education officers speak on fire safety to groups in the community and at schools. The department dramatizes fire safety through the use of a "Safety House," a portable house trailer in which fire dangers can be simulated. The department also distributes free smoke detectors.

**Fire Investigation:** The Arson Bureau is comprised of two South Bend firefighters and one South Bend police officer who investigate fires for origin and cause. In 2005, 219 fires were investigated in South Bend, of which 158 were residential, 46 commercial, and 15 in vehicles. A total of 84 were considered to be arson.

*Special Operations:* This division is responsible for the areas of the department not directly related to fire suppression or EMS. Services provided include:

**Hazardous Materials Response Team:** Includes one hazardous materials truck.

**Swiftwater Response Team:** Provides river rescue services.

**Tactical Rescue Response Team:** Includes a tactical rescue truck.

**Administration of the Indiana River Rescue School:** Provides training for firefighters from across the country who learn water rescue techniques on the East Race and St. Joseph River.

Nationwide, hazardous materials units have been given the task of weapons of mass destruction (WMD) preparedness. The Special Operations Division is the homeland security branch of the Fire Department with one dedicated truck. Response teams respond to calls not only within South Bend, but also throughout the Indiana Homeland Security District #2 which covers seven counties.

*Disaster Preparedness:* The St. Joseph County Emergency Management Agency (EMA) manages the mitigation, preparedness, response, and recovery from natural and human-made disasters. The EMA assists local municipalities, public institutions, private businesses, and schools with emergency planning. In times of emergency or declared disasters, it maintains a list of County resources and capabilities and provides coordination of response agencies with additional resources needed to bring back normal, day-to-day function. During and following disaster events, the EMA is responsible for filing necessary documentation, and coordinating with agencies and individuals who may claim assistance.

The administrative "infrastructure" exists for health and disaster planning in St. Joseph County. It is essential that units of government work together to ensure that the organizations remain flexible, active, and prepared. The City of South Bend remains a significant and engaged partner in these planning functions.

## G. PUBLIC HEALTH PLANNING

The increasing integration of the global economy has made imported goods, overseas travel, and undocumented workers commonplace. This has increased the importance of planning and preparing for the possible outbreak of infectious diseases. It is equally important to prepare for other undesired possibilities, such as natural disasters and terrorist incidents. All these planning activities require coordination and collaboration of key local institutions and organizations. The government's role in health and disaster planning is crucial to assist this process in determining where investment is most needed and will produce the greatest good.

### Access to Health Care

The lack of equitable access to affordable health care is a national issue that no individual community or jurisdiction can address on its own. However, local

*Memorial Hospital main entrance in downtown South Bend.*

communities still have to deal with the consequenc-es of this lack of access. Access to quality health care is largely determined by whether or not a household has health insurance.

The St. Joseph County Health Department published the *St. Joseph County Community Health Assessment* in 2004 using self-reported health status, determinants of health data from Indiana's Behavioral Risk Factor Survey, and mortality data from the Indiana State Department of Health. This assessment showed more than 13 percent of county residents lacked health insurance. Research indicates that the unemployed and lower-income households are more likely to lack health insurance than the general population. In recent years, these populations within the county tend to be concentrated in South Bend.

There are seven extremely high-quality health clinics in South Bend that provide care to the eligible uninsured. The Healthy Communities Initiative (HCI) coordinates a program in which physicians provide a limited amount of volunteer care to people involved in the program. These are two excellent examples of what can be done when the community works together to address a recognized need. However, many still lack access to basic health care. There are limited steps a jurisdiction can take to assist people who lack access to needed healthcare services. City government can support institutions and organizations that deal with these issues in a variety of ways other than direct financial support.

**Disease Prevention**

Currently (in 2006), there is no comprehensive health plan for the community that identifies areas of particular need and coordinates efforts to address them. The St. Joseph County Health Department began a planning process in 2003-2004 called Mobilizing for Action through Planning and Partnerships (M.A.P.P.), a communitywide strategic planning tool promoted by the federal Centers for Disease Control and Prevention (CDC). The purpose was to assist the community in prioritizing public health issues and identifying resources for addressing those issues. The sole result of this process was the creation of the Community Health Improvement Alliance (CHIA), an administrative structure for an alliance of local governments, medical establishments, healthcare providers, and nonprofit organizations. The CHIA can provide the infrastructure for comprehensive healthcare planning and is a good start in achieving this important objective.

The City of South Bend has limited statutory authority or financial resources to affect health-related issues directly, other than the responsibilities previously


*River Park Family Medicine neighborhood clinic on Ironwood Drive.*

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mentioned. However, the City can support, encourage, and collaborate with other governmental entities, medical establishments, healthcare professionals, and nonprofits in a variety of ways that promote good health. The support of educational strategies is one such step.

A combination of factors influence individual health: biological, environmental, and behavioral (i.e., personal choice). Sometimes choices are made due to personal preference and sometimes to a lack of information and other external circumstances. Disease prevention strategies seek to educate individuals to assist them in making informed lifestyle choices. Indiana's state health plan (*A Plan for Community Health Improvement, 2004-2007*) emphasizes prevention as the key and best strategy for improving health and health status.

There are many ways hospitals and healthcare professionals reach out to people in the community to provide needed care. St. Joseph County Health Department, Memorial Hospital and Health System, Saint Joseph Regional Medical Center, Healthy Communities Initiative, and several other nonprofit agencies, all offer free educational programs which encourage a healthy lifestyle and help improve the quality of life for those living with a chronic disease. Other programs screen children and educate parents about the dangers of lead poisoning from lead-based paint. Some of the ways the City supports improvement of public health is to prevent the onset of preventable diseases through education and informed choices.

## To achieve the community's Vision . . .

The City will need to coordinate planning and development activities for municipal buildings and facilities. Community assets such as schools and libraries will need to be maintained and enhanced.

Traffic patterns will need to be improved and efficient and environmentally friendly streets and public ways will need to be designed and constructed. The City will need to ensure that the maintenance of public ways provides higher levels of safety for bicyclists and pedestrians.

The City should ensure coordinated and efficient planning for all utilities, maintain a clean and dependable water supply, and provide an efficient wastewater collection, treatment, and disposal system to protect the natural environment while serving the needs of the community.

The City will need to encourage the development of a telecommunications infrastructure that enhances the local economy and the City's level of communication and service.

The City will need to provide and maintain a range of parks and recreational facilities throughout the community and develop a well-connected and safe park system.

The City will need to recruit a diverse workforce and retain highly qualified police and fire personnel who will respond in an efficient and coordinated fashion to the community's public safety and emergency medical needs. The City will need to partner with others to establish and maintain communications equipment that coordinates public safety and emergency medical needs across jurisdictions.

Comprehensive health planning will need to be promoted and the community encouraged to pursue a healthy lifestyle. The City will need to work with its partners to increase access to affordable healthcare services for the entire community.

PF 6.2.2 Collaborate with other jurisdictions and organizations in the region to maintain emergency plans for natural disasters, epidemics, hazardous spills, and acts of terrorism. *(Emergency Preparedness, p. 149)*

PF 6.2.3 Establish and maintain formal agreements that coordinate the activities of law enforcement, fire, and emergency medical services in the region.

**Objective PF 6.3: Maintain equipment that co-ordinates public safety and emergency medical needs in the region.**
*Policies*

PF 6.3.1 Maintain compatible state-of-the-art communication equipment that provides the best level of service to the community.

PF 6.3.2 Ensure interoperability of voice, data, image, and video communication systems between and among area law enforcement, fire, and emergency medical services within St. Joseph County.
*(Emergency Preparedness, p. 149)*

**7. PUBLIC HEALTH PLANNING**

**Objective PF 7.1: Promote comprehensive health planning.**
*Policies*

PF 7.1.1 Support the provision of services that effectively meet the changing healthcare needs of residents.

PF 7.1.2 Encourage the local health department, institutions of higher education, and health-care providers to identify and investigate causes of existing local health disparities.

PF 7.1.3 Partner with medical, governmental, and nonprofit entities to ensure local disaster preparedness for health emergencies.

**Objective PF 7.2: Encourage the community to pursue a healthy lifestyle.**
*Policies*

PF 7.2.1 Support efforts that educate uninsured and underserved populations on proper care for chronic diseases.

PF 7.2.2 Promote dissemination of information to parents with infants and to seniors on the importance of immunization.

PF 7.2.3 Support healthcare programs that provide preventive screening.

PF 7.2.4 Partner with public and private entities to support implementation of health, exercise, and weight loss programs.

PF 7.2.5 Support organizational partnerships that encourage a healthy lifestyle and help educate the public about the importance of preventative care.

PF 7.2.6 Support regional and national health promotion and disease prevention activities.

PF 7.2.7 Support efforts to reduce tobacco use in the community.

PF 7.2.8 Promote good nutrition and health education in schools.

PF 7.2.9 Support a youth development approach for prevention/intervention on health issues related to behavior.

**Objective PF 7.3: Increase access to affordable healthcare services for the entire community.**
*Policies*

PF 7.3.1 Support dynamic, effective health outreach activities that serve difficult-to-reach and underserved populations.

PF 7.3.2 Encourage the provision of culturally appropriate health services.

PF 7.3.3 Encourage the establishment of health and wellness centers.

PF 7.3.4 Encourage healthcare organizations to increase the number and the proportion of minority physicians practicing within the community.

PF 7.3.5 Support efforts to develop a volunteer system to supplement healthcare services.

**Other Selected Comprehensive Plan Health-Related Content:**

- Page75: Economic Development
"A community measures its quality of life by its ability to supply employment and an educated workforce, offer good schools and healthy neighborhoods, maintain quality public services and infrastructure, and provide effective land use and transportation planning.

- Page79: Impact of Large Employers
"The area's second largest employer is Memorial Health System, located in downtown South Bend. Memorial Health System employs approximately 3,600 people and continues to expand its hospital campus near Leeper Park.

- Page111: Areas of Concentrated Poverty
"Concentrated poverty is a complex issue confronting many urban areas. A holistic approach–coordinating economic development, workforce development, health and safety initiatives, and the provision of social services–offers the best prospect for success."

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