



# City of Shelbyville Indiana

## 2019 COMPREHENSIVE PLAN UPDATE



PLAN COMMISSION DRAFT 1/12/19

# ACKNOWLEDGEMENTS

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# 01 EXECUTIVE SUMMARY





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# PLAN VISION & MISSION

This plan represents the focus for the City of Shelbyville for the next decade and beyond. It was developed through an interactive process of asking our residents and community leaders about their ideas for the future of Shelbyville and listening to their answers. As part of this planning effort, it was readily apparent that there are many people who love Shelbyville and want to contribute in big ways to make sure their city has a vibrant future. The vision and mission statements below represent who and what Shelbyville will be in the future and what focus should be taken to get there.

The vision represents where Shelbyville is heading into the future, it encompasses the hopes and dreams of who they want to become. The mission represents what Shelbyville plans to focus on to achieve this vision. These simple statements represent the big ideas, the big dreams and the big accomplishments that Shelbyville residents said they would like to achieve. They are the focus around which the rest of this plan, and by extension the future of Shelbyville, are built around.

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## OUR VISION

“Become the premier hometown community along the eastern I-74 corridor.”

## OUR MISSION

“Maintain focus on robust community development, superior economic development and a high quality of life for existing and future residents.”



# GETTING THERE

The rest of this document presents information and ideas which will help define what the city can do as a community to achieve the vision and mission. It discusses where Shelbyville has succeeded and struggled since the completion of the last comprehensive plan in 2010. More importantly, it presents a series of specific objectives and strategies for the community to employ to incrementally work towards successfully solidifying the reputation of Shelbyville as the premier place to call home in central Indiana. Progress will not be instant if the city employs a process of disciplined decision making and strategic investment.

## EXPECTED OUTCOMES

### INCREASING PROPERTY VALUES

By focusing on reinvestment in existing neighborhoods and commercial areas, the appeal of the city increases. Greater appeal will lead to increased market interest and improved community-wide property values.

### GREATER CONNECTIVITY

The heart of Shelbyville already boasts a walk score of 70, which means that the city is considered very walkable compared to many of its peers. This may include continued investment in improvements and ideas which support the recommendations of previous plans, along with other alternative transportation improvements. This will help improve connections between neighborhoods and important community assets such as shopping. The result will be greater connectivity reaching further throughout Shelbyville.

### STRONGER PARTNERSHIPS

This planning process helped underscore how great partnerships have helped make the city what it is today. The city will continue building on its existing relationships, and forge new relationships, to partner on important community development activities. Teamwork is the only way to achieve the common vision and commitment to building the future together.

### STATE LEADING WORKFORCE OPPORTUNITIES.

Building on great successes in attracting and retaining high quality companies to Shelbyville is one initiative to work towards. The city's past success is the result of hard work and dedication by many individuals and it should continue to employ this model to expand the ability to attract increasingly diverse and innovative industries to Shelbyville. The outcome of these efforts will make Shelbyville a leader in workforce training, recruiting and retention.

### BUSINESS OPPORTUNITIES

The city should clarify where, what and how they want development to occur. This will increase confidence for existing businesses and provide a level of predictability for new businesses considering a place to start or expand. The outcome will be regular and more frequent business opportunities.

### PRIVATE INVESTMENT

Having a plan is the first step in gaining attention for Shelbyville. Executing a good plan is the key to becoming a sought after location for new investment. As the city gradually implements their ideas, and advertises their successes, they will begin seeing increased interest from outside investment in the form of new business, industry and development proposals.

### QUALITY OF LIFE

One of the most striking things learned during the public feedback process is the number of people who truly love calling Shelbyville home. These people understand all of the great things the city has which lead to an enjoyable lifestyle. The ideas in this plan are intended to enhance the aspects that make Shelbyville great and add a few new ones which will make it even greater.

### NEW NEIGHBORS

Many of the ideas and projects outlined in this plan are intended to curb the flat to negative growth outlook for Shelbyville over the coming decades. To thrive, the city needs to attract new people. As ideas are implemented, the city should expect to begin seeing steady growth in its population and other important demographic indicators.

## WHAT LED TO THIS PLAN UPDATE?

Some people may ask why Shelbyville is updating the comprehensive plan right now since it has not been that long since our previous plan was completed. The primary purpose for this plan update is because community leaders understood that the recent success in Shelbyville was due to the successful implementation of the goals in the previous comprehensive plan. Because of this, the City of Shelbyville, along with private sector community leaders, commissioned this plan to refocus community efforts by identifying the community's desires and projects for the next 10-15 years.

On the following pages you will see a plan unfold that took many months to complete. At the end of the plan you will see the action plan. The action plan details the identified steps which will help lead the city to ultimately realizing its vision for the future of Shelbyville. The action plan contains the following three key elements:

**Objectives** - Objectives are targeted activities which will be used to support the city's vision and mission.

**Strategies** - Are more specific action items the city will strive to achieve in order to complete individual objectives.

**Action Items** - Action Items are specific and measurable steps that will help the city work toward the completion of the strategies.



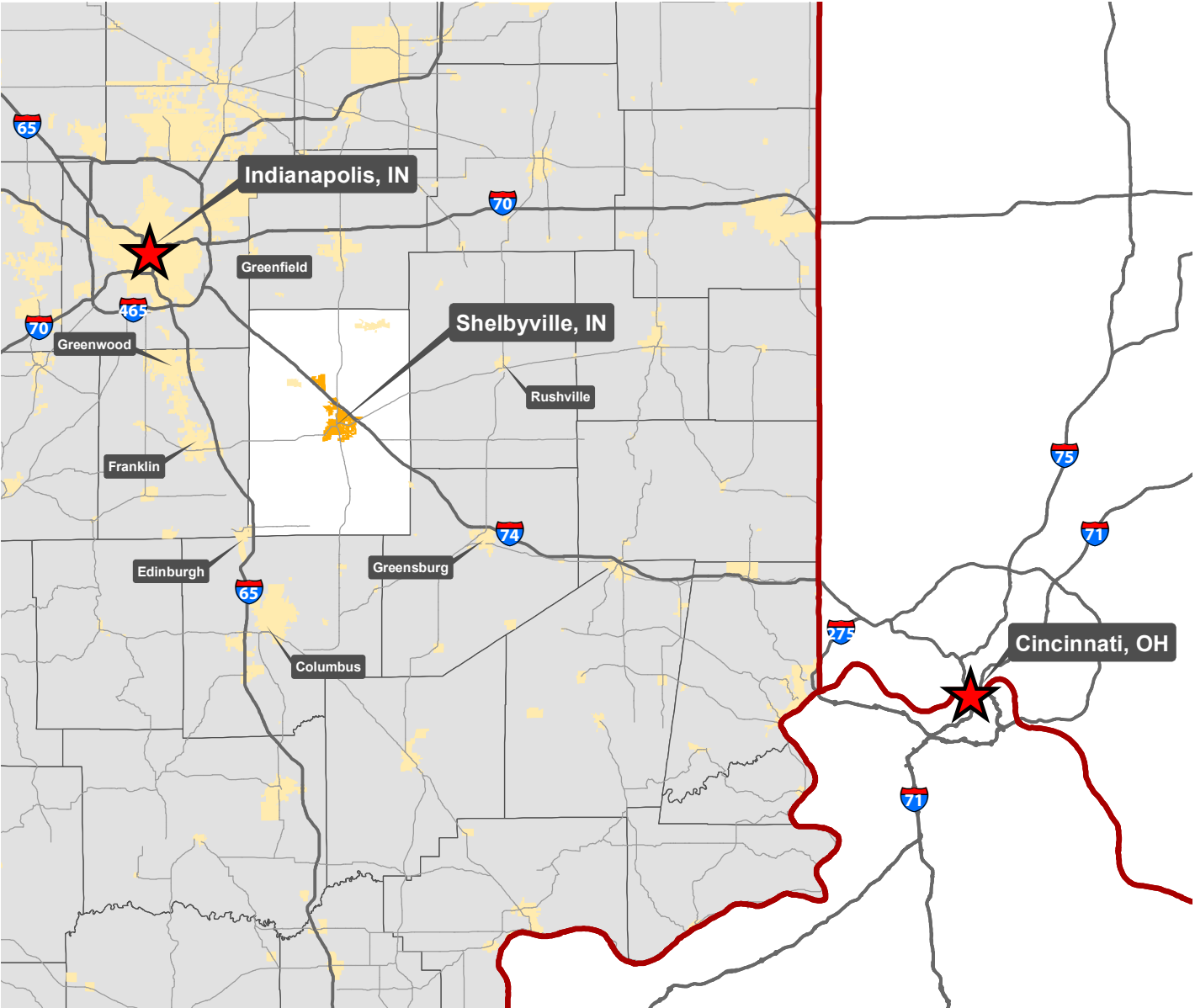
# 02 INTRODUCTION & BACKGROUND





# LOCATION IS KEY

Shelbyville consists of 11.3 square miles and is located in the center of Shelby County, Indiana. Shelbyville is within the Indianapolis Metropolitan Statistical Area (MSA) directly abutting the southeastern corner of Indianapolis and Marion County. The city's central location within the county and proximity to Indianapolis have been advantageous throughout its history and will continue to play a key role in the future. Many locations within the region have experienced significant growth due to the advantages of economic and social activity that the City of Indianapolis creates. However, unlike many other communities within Indianapolis's influence, Shelbyville's population growth has not kept pace with many of its other regional peers. Shelbyville has had flat to minimal growth over the past two decades. The map below shows its prime location within the southeastern region of Indiana and proximity to I-74 and neighboring communities such as Franklin, Greenfield, Greensburg, Rushville and Columbus. The city's location will be a driving force for Shelbyville's future and will be discussed in much more detail throughout the rest of this comprehensive plan.



# RECENT PLANNING

The city has completed many successful plans and studies in recent years. Many of these plans have been referenced to inform and guide the recommendations in this comprehensive plan. A few of the more recently adopted plans such as the 2016 Downtown Opportunities Plan, 2018 Plan for Public Art and 2015 Bicycle and Pedestrian Master Plan, include many goals which have already been accomplished. This success makes the city all the more eager and willing to use this comprehensive plan as a living and breathing document that will help shape dialogue and decision making for the foreseeable future. This Comprehensive Plan update is intended to be used as a policy tool for identifying a vision for the future of the city. It identifies specific projects and updates policy direction to be relevant to the current situation and future potential. Completing and adopting this updated plan allows the city to build on recent successes and continue to make decisions for the greater benefit of its residents, businesses and visitors.

The following plans and studies were resources for the development of this comprehensive plan update. These plans and studies have helped create and form Shelbyville as it is today.



2010 Shelbyville Comprehensive Plan



2017 Housing Demand Study



2008 Fairland Exit Small Area Plan



2015 Bicycle and Pedestrian Master Plan



2016 Economic Resiliency and Growth Assessment



2016 Downtown Opportunities Plan

# PUBLIC INPUT

This plan was developed using a public input and community leader process. Many different individuals and organizations were asked to contribute ideas through various planning activities. The first and furthest reaching effort was an online public input survey which was made available for residents to take anonymously. Because of the Planning and Building Department's efforts to market the public survey to boost response rates on existing social media platforms, more than 780 individual respondents were reached. This resulted in more in-depth information, comments and opinions on various aspects of the community.

A public input workshop was also held during the inaugural Summer First Friday event of 2018 on May 4th. This event was held outside on the downtown square where over 150 people commented on various comprehensive plan feedback exercises. The information gathered during public feedback sessions has provided valuable information and recommendations for this plan. A full summary of the feedback received at the public input meeting can be found in the appendix.

A second public meeting was held on November 1st, 2018 to allow another chance for residents to provide comments on the draft comprehensive plan before the adoption process.

## SO WHAT DID SURVEY RESPONDENTS SAY MAKES SHELBYVILLE BETTER OR DIFFERENT THAN OTHER COMMUNITIES IN INDIANA?

- Small Town/Rural Community
- History and Architecture
- Friendly People
- Proximity to Indianapolis/Cincinnati
- Small, but not too small
- Has major potential

Time was also spent speaking with groups and individuals to help inform the outcomes of this plan. Most of these conversations were conducted as focus group meetings where a group of invited citizens had round table discussions based on specific topics. All of the collected information was presented to the project Steering Committee. This committee consisted of a group of 22 members representing local business owners, city staff, real estate professionals, major employers such as Major Health Partners and Knauf Insulation, as well as public safety officials and school representatives. Our Steering Committee group met three different times to review, guide and create the plan's common themes and elements.



# DEMOGRAPHIC TRENDS

Analyzing and understanding the city's demographic data provides better clarity on its current conditions. Growth patterns, income and employment, spending and education are all very important when trying to understand its biggest issues and opportunities. Below is a summary of Shelbyville's key demographic indicators. Additional demographic details are shown on the following pages.

SHELBYVILLE		INDIANA
	POPULATION	
19,098		6,666,818
	COMMUNITY DEMOGRAPHICS	
92.5%	White	85.4%
1.9%	Black/African American	9.7%
.9%	Asian	2.4%
6.4%	Hispanic or Latino	7.0%
1.6%	Other races or two or more races	2.1%
	EDUCATIONAL ATTAINMENT (2017 ESTIMATES)	
11.7%	No High School Diploma	7.9%
35.5%	High School	33.72%
20.5%	Some College	20.5%
7.2%	Associates Degree	7.9%
8.2%	Bachelors Degree	14.8%
5.2%	Graduate/Professional Degree	8.4%
4.0%	Unemployment Rate	3.5%
	MEDIAN INCOME (ESRI BUSINESS ANALYST 2018 ESTIMATES)	
\$45,754		\$53,531
	MEDIAN HOME VALUE (ESRI BUSINESS ANALYST 2018 ESTIMATES)	
\$113,358		\$143,367

Unless noted otherwise, data above is from the 2011-2015 American Community Survey by the U.S. Census Bureau.



POPULATION GROWTH

Shelbyville’s population was expected to increase by about 200 people to 19,378 between 2010 and 2018, according to 2018 ESRI GIS Analyst data. This can be translated into a 1% annual average growth rate. The good news is that the population is not declining but the recent growth rate is flat, and considerably lower than comparative communities, as indicated in the chart below. A comparison of the projected population growth rates of Shelbyville to the rates of regional peer cities of Franklin and Brownsburg illustrates how Shelbyville is doing related to just a few of our largest regional competitors. Franklin and Brownsburg Indiana were chosen for comparison as they are comparable to the Indiana Community Index Indicators Classifications. Overall, Shelbyville’s population growth has been slow and steady but even a slight annual increase over recent averages can result in positive outcomes.

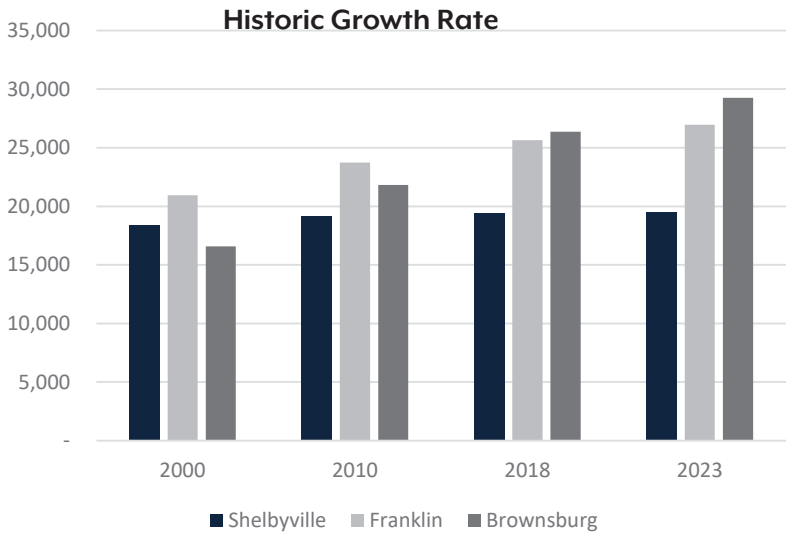


Illustration showing comparative city historic growth rates  
Source: ESRI Business Analyst

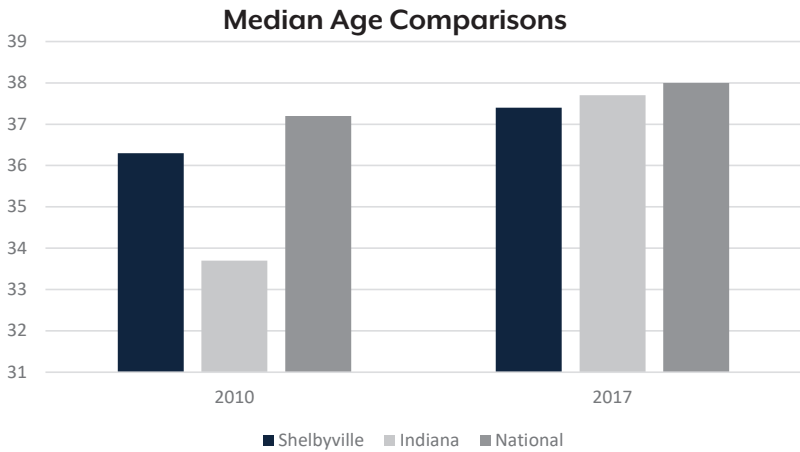


Illustration showing state and national age comparisons  
Source: STATS Indiana

According to STATS Indiana, the city’s median age was higher than the state average in 2010 and lower than the national median age. Population will continue to age over the next few decades as the baby boomer population continues getting older. As this occurs the city must be attuned to the changing needs of an aging population. Transportation, access to healthcare, food and entertainment are just a few examples of areas where special care in planning for the needs of the aging population will also have great benefits for Shelbyville as a whole.

MEDIAN INCOME

According to data available from the American Fact Finder by the US Census Bureau, Shelbyville’s median household income in 2010 was \$40,915, about \$6,000 lower than the 2010 Indiana median income of \$47,697. Both of these income numbers are lower than the nation’s median income of \$51,914. According to the 2011-2015 American Community Survey (ACS), of the 7,654 households within Shelbyville, nearly 15% are considered to be below the poverty level for the region. These are households which have received some form of public assistance within the last 12 months. This statistic is important to understand since it affects the neighborhoods and city in significant ways. Every neighbor that is below the poverty line has unique needs that must be considered. Some of the greatest needs the city will need to address include substandard housing, food deserts, healthcare and transportation access.

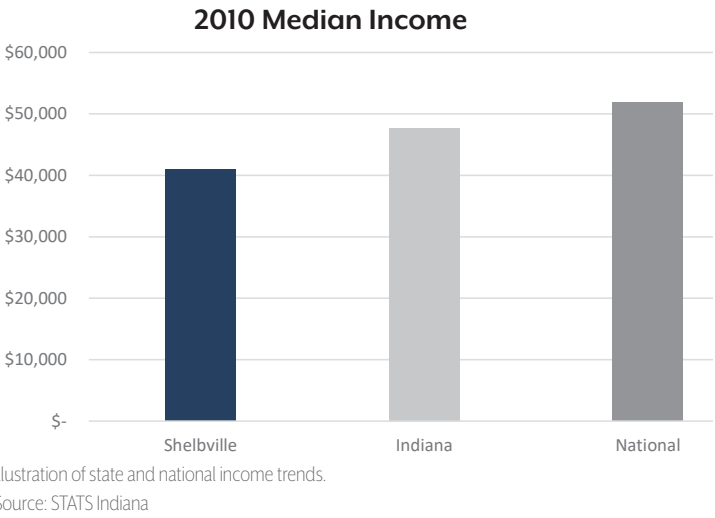


Illustration of state and national income trends.  
Source: STATS Indiana

It is important to note that there are specific areas of Shelbyville, indicated in the image below, that experience higher poverty rates and have specific needs relating to that reality. These areas do not define the city’s identity. What defines Shelbyville’s identity is how it addresses these areas and how open it is to cultural and economic diversity.

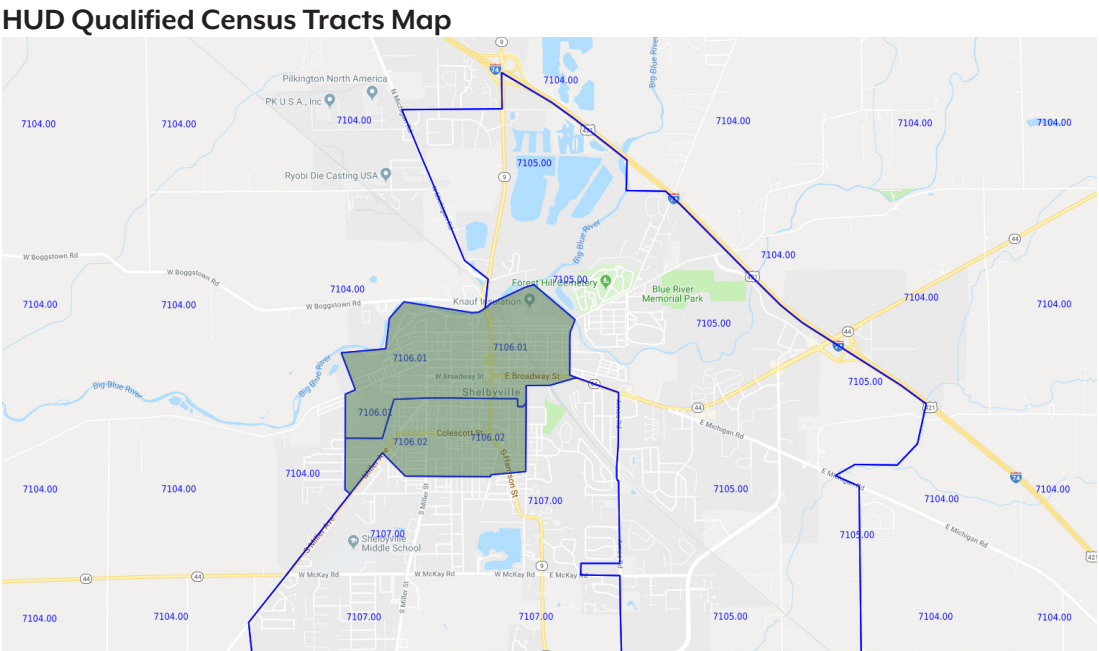


Illustration of HUD census tracts within Shelbyville.  
Source: www.huduser.gov

WORKFORCE AND EMPLOYMENT

The current unemployment rate in Shelbyville is 4.0% as of July 2018, which is comparatively higher than the state’s average but lower than the overall national average according to Sperling’s Best Places. The City employs a much higher percentage of people in retail and manufacturing jobs than many of its peer communities. According to Sperling’s Best Places (www.bestplaces.net), 38% percent of residents are employed in the manufacturing sector which is much higher than the state average of 28%. Many manufacturing jobs are considered to be ‘old economy’ jobs and provide a lower overall wage than many of the newer high technology jobs that are becoming available. This is evident when you compare Shelbyville’s overall average household income of \$41,525 per year against the state average of \$53,482.

Efforts in recent years to attract new industries and employers have paid off but the city must begin to look for ways to provide greater diversity in employment opportunities.. One of the best ways to do that is to find ways to attract new and different businesses to Shelbyville. According to ESRI Business Analyst, Shelbyville has a total number of 877 businesses. The city should work to increase this number and undertake efforts to recruit and attract targeted business types which will help achieve a higher proportion of advanced manufacturing and professional level jobs. By doing this, the city will begin to see greater diversity in employment opportunities and an increase in average wages.

Shelbyville's Top Industries

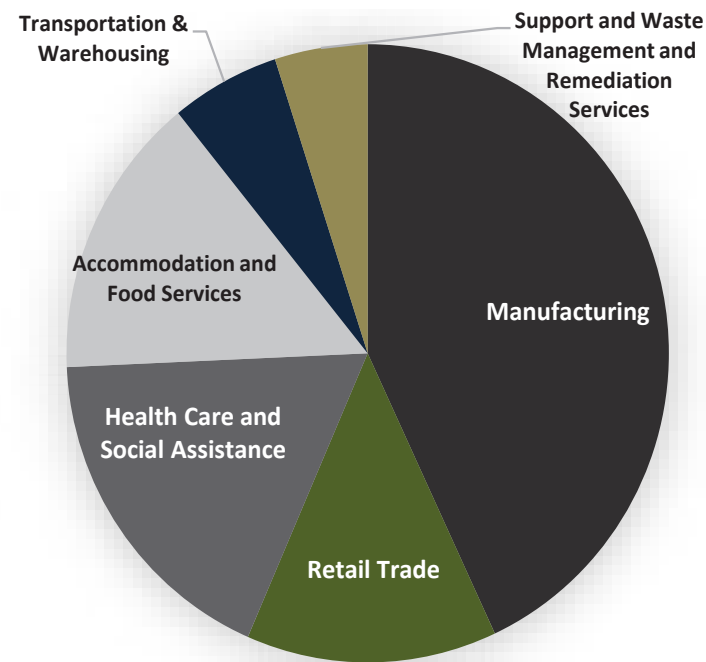


Illustration of top industries within Shelbyville.  
Source: factfinder.census.gov

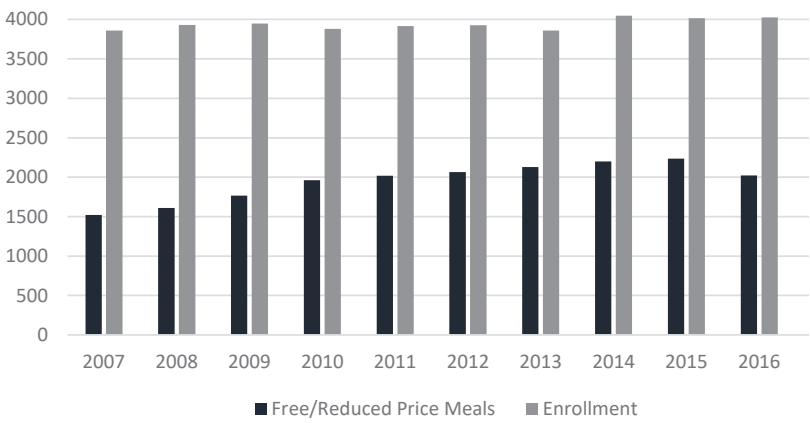
Manufacturing is the top employment industry within Shelbyville. This is representative of previous efforts to attract jobs for technical and trade-oriented skill sets. Moving forward it is important that the city attracts a balance of varied industries, skill sets and incomes to encourage people to live and work within Shelbyville rather than commute for a specialized career. Shelbyville’s second largest industry is Health Care and Social Assistance, due to the location of Major Health Partners on the north side of the city.

SCHOOLS & EDUCATION

Shelbyville’s public schools include three elementary schools, one middle school, and one high school. Private schools include St. Joseph Catholic School and Apostolic Christian School. Public schools within Shelbyville’s districts had a 93.5% graduation rate for the 2015-2016 school year which was significantly higher than the state average of 88.8% over the same period. The city also has a higher percentage of students taking Advanced Placement courses and a high percentage of students within the career and technical program (62.8%). Even though Shelbyville students are scoring higher than many important state averages, the overall trend for these indicators over the past few years has been declining. Additionally, school enrollment has been relatively flat over the past five years and the percentage of students who receive free and reduced lunches is still higher than the state average and has trended upward over the last decade.

One challenge Shelbyville schools are currently facing is the high rate of free and reduced lunches. The free and reduced lunch program is currently offered to more than half of the student population within the Shelbyville Central School Corporation. This can be seen in comparison to the overall enrollment in the accompanying chart. According to the stakeholders and focus groups, the higher than average free and reduced lunch program is indicative of larger concerns we have as a community including a higher than average unemployment rate, poverty rate, housing voucher participation and flat population growth.

Shelby Central Schools Historic Lunch Assistance Trends



Comparison illustration of free and reduced lunches to total enrollment for Shelby Central Schools.  
Source: doe.in.gov

2000 Educational Attainment for 18-24 year olds

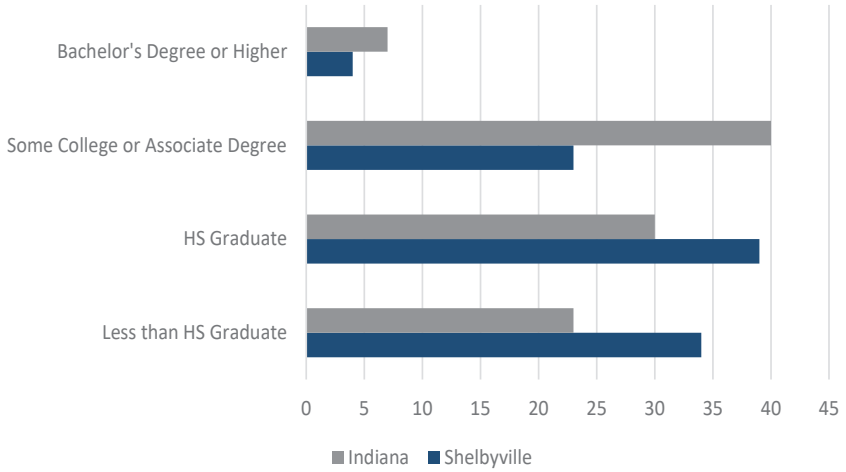
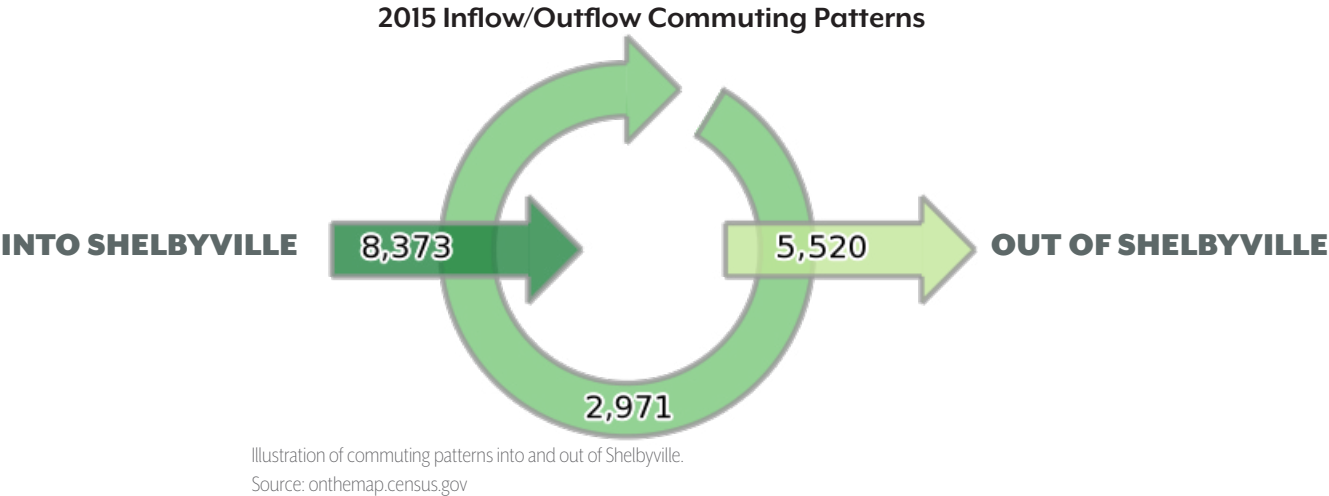


Illustration of state comparison to Shelbyville’s educational attainment.  
Source: factfinder.census.gov

Shelbyville schools are working hard to provide the best education possible, despite receiving an average of \$1,000 less in funding per student than the current State of Indiana average, according to the indiana.gov website. Resources are being stretched to offer many important classes and resources including college course prep, advanced placement curriculum programs and providing resources to encourage more college-bound students. While the overall high school graduation rate is acceptable, the city is also offering programs for technical or vocational training for those students not interested in obtaining a traditional four-year college degree post high school.

COMMUTING PATTERNS

According to onthemap.census.gov, Shelbyville sees a net in-communte of approximately 3,000 people. With over 8,000 people commuting into Shelbyville to work and over 5,500 people commuting out to adjacent counties, it can be inferred that Shelbyville is successfully driving employment within the region as more people commute into the city than out. However, about 30% of the individuals commuting into the city work in the manufacturing industry and make between \$1,251 and \$3,333 per month. This is indicative of the success of a recent focus on expanding the manufacturing base. However, the city will need to work to provide a better balance of employment opportunities and work to recruit new employers that offer higher starting wages and long term advancement opportunities. Doing so will provide the balance the city needs and will ultimately achieve greater increases in overall quality of life.



About 43% of residents travel less than 10 miles to their primary job, according to onthemap.census.gov. About 30% of people that live in Shelbyville travel 10-24 miles to their primary job to areas like Marion County and Johnson County. Commuters who are coming into Shelby County for work are primarily coming from Rush County, Marion County and Hancock County. Shelbyville's location along I-74 and adjacent to major state highways, along with short travel times to major employment centers, gives them a significant competitive advantage over many of its regional peers. As Shelbyville continues to increase the local quality of life, they will also work to become the preferred place for people working in the region to live, raise their families and retire.

PLAN ORGANIZATION

This plan is intended to be used as a guiding document to indicate the direction for key future decisions. It is a policy framework that outlines key values, vision, and principles that community leaders, residents, and others can use to influence future decision making.

The remainder of this document is organized into topical areas representing the four key elements of Shelbyville that must be considered for every decision made. Each of these elements are introduced below and will be carried forward as an organizing element throughout the remainder of the plan.

KEY ELEMENTS:

- Quality of life
- Community identity
- People and organization

KEY ELEMENTS:

- Drainage, floodplains, and soils
- Agriculture
- Preservation and protection of land



KEY ELEMENTS:

- Housing, industry and business
- Transportation
- Utilities
- Land use

KEY ELEMENTS:

- Regional advantages
- Industry
- Local Businesses
- Workforce



# 03 COMMUNITY & SOCIETY





# OUR COMMUNITY

Community and Society is, arguably, the most important topic to discuss in this plan and also the most important one to consider when making decisions for the future. Every investment made in the city should be weighed against its potential future impact on the community. Every decision comes with a series of trade-offs which will have both positive and negative influences on every resident, visitor, and organization in Shelbyville.

The 2010 comprehensive plan identified protection and improvement of local quality of life as one of the most important factors. The city has incrementally lead efforts to achieve this goal since the adoption of that plan. Some efforts are visible through improvements such as new trails and trailheads, roadway improvements and improvements downtown. Other efforts are geared more towards the programming and activities that were added such as public art , new community services and creation of events such as First Fridays and a youth council. Regardless of the visibility of recent efforts, every aspect is to help make Shelbyville the best it can be for its residents and to make it more attractive and welcoming for guests and visitors. What people see and experience as they enter, or drive through Shelbyville will leave a lasting impression and will influence future decisions on whether or not they will make a repeat visit.

The first part of this chapter provides findings uncovered during the planning process that reveal insights into internal and external perceptions of Shelbyville. There are many challenging topics discussed as well as some familiar themes that are repeated in other sections of the plan. The second part of this chapter presents future goals that will help maintain clarity on how to position Shelbyville for a successful future.

## COMMUNITY GROWTH

Even with a flat growth rate, Shelbyville is in much better shape than many state peers. However, the future vitality of the community is dependent on many factors other than population. Physically, Shelbyville has been growing, adding industry jobs, homes and has created small business opportunities downtown. The city has made significant investments over the last few decades, such as the construction of Tom Hession Drive and Progress Parkway which opens up new opportunities and helps position the city for future prosperity. There is also significant room to grow the retail and commercial business base as many buildings are currently available and ready for the right businesses to move to Shelbyville.

For future success, the city must be ready and willing to tell its story. They just need to make sure that they make improvements in those areas of the community which will leave people saying “I like this community and want to spend time here”. Or better yet, “Shelbyville is such a great community, let’s find a way to move there”. This will lead to sustained growth that will ensure Shelbyville is providing current and future residents with the quality community services they deserve and upon which future vitality depends.

One recurring conversation during this planning process was the internal and external perception of the community. Asking people what they liked most about Shelbyville during the survey elicited a broad range of responses, most of which were very insightful. Looking at the general tone of all voluntary responses, it is safe to say that people love Shelbyville. However, taking a look at Shelbyville from the outside draws forth a different response, one of a more negative nature.

# COMMUNITY PERCEPTION

Many hours were spent discussing the community’s reputation and self-perception. The goal of these conversations was to identify what aspects of the city people would like to change. Below is a brief summary of the most important outcomes from those conversations:

## The Physical Appearance and Image of our Community

There are numerous features in the city that it should be proud of. It has a welcoming and improving downtown core, quaint traditional neighborhoods, successful commercial developments, and new neighborhoods. Unfortunately, all of the positive physical attributes of the community are overshadowed by the primary gateways into the community. The gateways along SR 9, SR 44, and I-74 hold great opportunity to turn the external perception of the community into a positive one.

## Housing Condition and Quality

The condition and quality of housing was a constant topic of conversation during the planning process. The city needs to make sure the existing houses and neighborhoods are well maintained to reflect the great pride that is present within the city. Additionally, they need to find ways to attract additional new housing opportunities so people have more choices for location and lifestyle within Shelbyville.

## Self Promotion

Shelbyville is not boastful by nature, which hurts its ability to let people know all the great things its accomplishing. City officials should tell Shelbyville’s story to others, promoting their city and celebrating even small wins. Regular and repeated promotion of events, activities, and accomplishments will allow the outside world to see the truly great community Shelbyville has here and will help catapult it towards a brighter future.

It was widely identified that people think the city can’t seem to catch a break when it comes to news coverage. There were many accounts of people not being able to get any media coverage for an important event or accomplishment. And, if they did get coverage, it had a negative tone. It is common that negativity follows modern media culture, however, the external perception of Shelbyville is something it can, and should, work to address.

## WHAT WE CHERISH

The next few pages tell a short story about some of the city’s greatest assets. Going over some of the things that were mentioned residents like most about the city and also some of the aspects that need improvement. At the end of the day, all of the efforts relate directly back to Shelbyville officials doing everything they can to make the city a better place to live and work.

The information gathered from the community survey was critical to the development of this plan. Thousands of individual comments and opinions about the future of the community were received. Below is a small sampling of the most widely shared opinions about what was said and cherished most about Shelbyville through the survey responses:

**“We take pride in our community.”**

**“Nice people. Clean parks. Friendly atmosphere.”**

*“The events downtown!”*

*“Small community, full of people that are passionate about their community.”*

**“The small town friendly atmosphere.”**

*“Shelbyville is a wonderful, friendly community. I love it's sense of history the preservation of so many old buildings and homes. It's location to Indianapolis is also important.”*

**“Lots of trees and green spaces. Less traffic congestion than larger cities. Lots of churches and community activities.”**

*“I like the downtown area and it's historic feel.”*

*“Small hometown feel, historical buildings, potential.”*

**“Proximity to Indy, Cincinnati, and Louisville.”**

OUR BEST ASSETS

The Shelbyville community has much to be thankful for and they can rely upon their best assets to help propel themselves forward. As one focus group participant phrased it, “Shelbyville is right on the edge of achieving something great!”. One can feel the energy building in the city. This plan has helped identify areas of the community to invest in, improve, and also helped identify some assets which will help ensure future success. By finding fun and creative ways to celebrate its unique qualities and best assets, it can incrementally begin to improve the future of the city. So, what are some of those qualities and assets Shelbyville has going for it?

Location and Transportation Connectivity

Shelbyville is ideally located for success within the southeastern corner of the Indianapolis Metropolitan area. Since this part of the region has not experienced the rapid growth of other areas, there are ample opportunities to expand and grow. Its location along I-74, along with having SR 44 and SR 9 both running through the community, gives a superior advantage to Shelbyville to become a regional hub for industrial, commercial, retail, and residential activity.

Low Development Costs and Land Availability

Since the region has not seen the growth that other areas have experienced, it has more land available for prime development opportunities. This also means that the price pressures seen in other communities have not reached Shelbyville, making development here more feasible than in other locations within the region.

Parks and Natural Amenities

The city already has great parks but they are not taking advantage of access to other natural resources such as the Blue River. Turning these assets into opportunities will help build diversity in recreational offerings which many people seek when making decisions about where to live.

Successful Industrial Economic Model

Shelbyville has a proven model for attracting large manufacturing prospects. Recent and future investment around Tom Hession Drive help bolster the ability to bring more modern manufacturing facilities to the area, equating to more and higher paying jobs for its residents.

Housing and Lifestyle Afford-ability

According to bestplaces.net Shelbyville’s overall cost of living index is 85 compared to a national average of 100. That means Shelbyville is a more affordable option for people trying to decide where to live. The city needs to tout this as an advantage when recruiting new families to the community and working to keep current residents.

Schools

Despite the financial and social challenges Shelbyville schools face, they still rank among the best in the state on important performance benchmarks when compared to peer communities. Superior educational opportunities are a basic requirement for robust community growth and Shelbyville is well on its way toward offering one of the best educational opportunities in the state for its young residents.

Authentic Downtown and Traditional Neighborhoods

The city’s downtown square and traditional core neighborhoods have a character and quality that contribute to overall beauty. While there are many buildings that need repair and maintenance, the traditional heart of the community is largely intact as it was originally built. With the proper investment this can be a huge advantage in attracting new businesses and residents to the city.

Events and Activities

Shelbyville has many people and organizations that work tirelessly to make things happen in the city. The list of activities and opportunities available in Shelbyville is long but a few examples of some of the great opportunities include:

- The Strand Theater
- First Fridays
- Wine Walk
- Taste of Shelby County
- Farmers Market
- BBQ and Brewfest

Agricultural Community

Last but not least is the city’s agricultural community. Historically Shelbyville has been the center of commerce and activity for the agricultural community. Shelby County is one of the most productive agricultural counties in Indiana and the city has the benefit of being located in the middle of it all.

Some photos of our community assets and activities:



Source: Twitter\_@IGTammyKnox



Source: HWC Engineering



Source: Facebook\_ShelbyvilleFirstFriday



## OPPORTUNITIES FOR IMPROVEMENT

The following comments represent improvement opportunities most frequently mentioned during the survey. These thoughts help focus future efforts on areas of the community which are perceived to be most in need of improvement.

*“Please continue to develop the city. Please make sure it is a city that welcomes everyone and a city that people (east and west?) of 74 want to come to!”*

**“Shelbyville could advance with some larger businesses and popular chain fast food restaurants”**

*“Encourage more home ownership instead of the rental houses.”*

*“Time to focus making our community one where people want to come and stay.”*

**“The community needs to believe that they " can do" , improve our expectations and, instead of waiting for someone else to come along, they can have the things they want and need. It's called ‘working together’. ”**

*“We need more shopping options, and more dining options.”*

**“Please restore our old buildings, make Shelbyville a classy and fun place to live and visit, make outsiders wished they lived here!”**

## A MAJOR CHALLENGE

Poverty is a major challenge in the community. If people are living paycheck to paycheck, or worse yet, if they cannot even afford to provide the basic human needs of food and shelter, it has a lasting impact on every aspect of the city. Shelbyville's overall poverty rate is currently 12.3% which ranks it 50th in the State of Indiana according to Stats Indiana. For those under 18 years old, the poverty rate jumps to 16.4%, or 56th in the state. Additionally, Shelbyville Central Schools, with an enrollment of just over 4,000 students, has a free/ reduced lunch rate of 59%, which is well above the 2017 state average of 47%.

This means that nearly 20% of school aged children in the city not only can't afford the “extras” but they are at risk of not being able to have three square meals a day or habitable housing. Poverty influences every aspect of the community from school performance to housing quality to community-wide retail and economic opportunities.

Despite the staggering challenges that community poverty presents, the schools have been able to perform exceptionally well over the past decade with Shelbyville Central School Corporation graduation rates and ISTEP passing rates consistently exceeding the state averages. The city has also been able to launch many successful projects and programs over the last decade which are propelling them into the future such as Advantage Shelby County. Despite their successes, this poverty challenge strikes at the very heart of the community and is one that will need to be tackled head-on for future success.



# QUALITY OF LIFE

As identified within the public comments, there are many aspects of the city to be proud of and many things they need to focus on. All of these relate directly to quality of life, so continually striving to improve those opportunities for the community is vital. Below is a short list of some of the quality of life advantages Shelbyville has and also some of the opportunities to continue improving quality of life. These were derived from feedback received during the planning process. These factors will be discussed in greater detail farther along in this plan and will be reflected in the long range community goals.

### ADVANTAGES:

- People
- Location
- Small Town Atmosphere
- Downtown
- Parks and Open Spaces
- Festivals and Events
- Businesses & Industries
- Schools

### OPPORTUNITIES

- The Blue River
- I-74 Interchanges
- Existing Buildings
- Tom Hession Drive
- Common Vision
- Downtown Square
- Compact Historic Core
- Small Business Development

## PEOPLE AND ORGANIZATIONS

People and organizations are critical resources for the city's success. Recent accomplishments have been due to many different people and agencies working together in creative ways to address some of the most pressing challenges. One of the biggest challenges the city has in continuing to expand this successful model is establishing a clear direction for the future that individuals and organizations will find inspiring and be able to work towards accomplishing. The comprehensive plan sets the foundation for this vision and provides clear direction on how to get there. It is a result of feedback from many different individuals and groups of people, and it will be achieved through the cooperative participation of the entire community. Below is a list of some of the strategic partners, in alphabetical order, who have expressed sincere interest in helping achieve the vision set forth in this plan. Success hinges on the collective pool of ideas, talents and resources represented by these groups coming together under City of Shelbyville leadership to work together towards the positive outcomes they are capable of.

### STRATEGIC PARTNERS FOR OUR SUCCESS

- ADVANTAGE SHELBY COUNTY
- BLUE RIVER CAREER PROGRAMS
- BLUE RIVER COMMUNITY FOUNDATION
- CHAMBER OF COMMERCE
- FRIENDS OF BLUE RIVER
- MAINSTREET SHELBYVILLE
- SCUFFY
- SHELBYVILLE CENTRAL SCHOOLS
- SHELBY COUNTY GOVERNMENT
- SHELBY COUNTY TOURISM & VISITOR'S BUREAU
- SHELBY COUNTY DEVELOPMENT CORPORATION
- SHELBY SENIOR SERVICES
- GROVER MUSEUM
- WORK ONE





CULTURAL AND SOCIAL RESOURCES

The City of Shelbyville has a rich tapestry of cultural offerings which help enhance the community with cultural events and community activities. Many of these events are free, which allows everybody in the city to get out and enjoy spending time with their families, neighbors and guests. These friendly events continue to draw guests to Shelbyville which gives them an opportunity to showcase all that they have to offer. Below is a short list of some of the great events and activities that the organizations host:

- Strand Theater (Many different shows throughout the year)
  - First Fridays (year-long)
  - Wine Fest
  - Taste of Shelby County
  - Farmers Market
- BBQ and Brewfest
  - Riverfront Taproom Duck Derby
  - Music in the Park
  - Shelby County Fair

Some other community assets within Shelbyville that enhance its culture and quality of life are illustrated in the Community Assets Map and listed below:

Local Quality of Life Community Assets:

- Airport**

1. Shelbyville Municipal Airport
- Recreational Facilities**

1. Sunrise Park  
2. Clearwick Park  
3. Babe Ruth League Park  
4. Pioneer Park  
5. Sunset Park Access Site  
6. Blue River Memorial Park  
7. Sunset Park  
8. Carl McNeely Civic Center  
9. Morrison Park  
10. Meridian Athletic Complex  
11. Meridian Park Family Aquatic Center  
12. Kennedy Park  
13. Shelby County Fairgrounds
- Cultural**

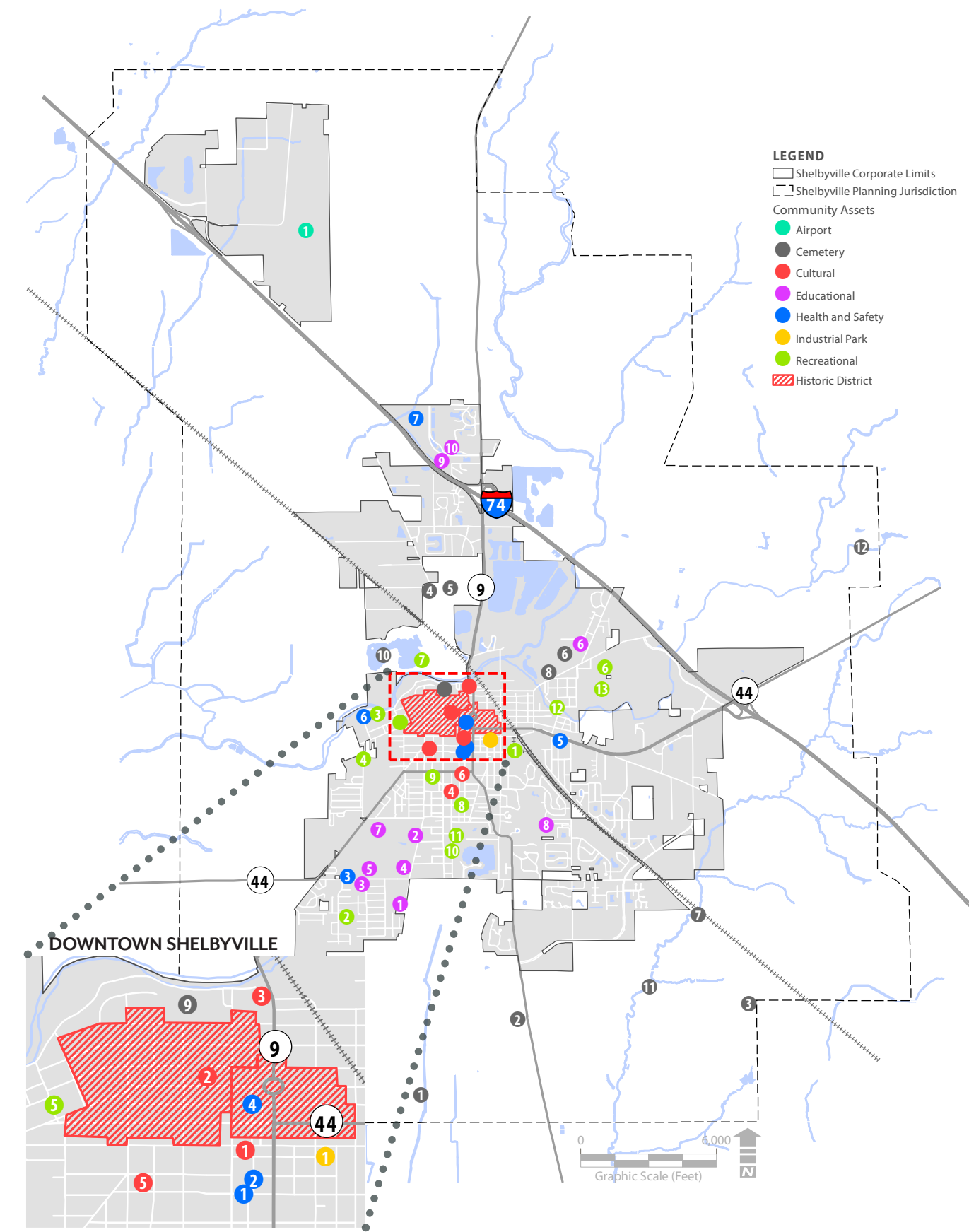
1. Grover Museum  
2. Porter Pool Bathouse  
3. Shelbyville High School  
4. Thomas A. Hendricks School  
5. Lora B. Pearson School

- Health & Safety**

1. Police Department  
2. Shelby County Sheriff Department  
3. Station 3 Fire Department  
4. Fire Department HQ, Station 1  
5. Station 2 Fire Department  
6. Shelby County Emergency Medical Ambulance Service  
7. Major Hospital
- Educational**

1. Especially Kidz Health & Rehab Center  
2. Blue River Career Programs  
3. Golden Bear Preschool  
4. Shelbyville High school  
5. Shelbyville Middle School  
6. Coulston Elementary School  
7. Hendricks Elementary School  
8. Loper Elementary School  
9. Ivy Tech Community College

COMMUNITY ASSETS MAP



Source: HWC Engineering



# COMMUNITY & SOCIETY (CS)OBJECTIVES

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CS Objective #1

Promote the city’s best accomplishments.

CS Objective #2

Actively recruit local talent and community organizations to assist in community projects and promotion.

CS Objective #3

Share the community identity in a unified manner

CS Objective #4

Invest in improving our quality of life.

# CS OBJECTIVE #1

## PROMOTE THE CITY’S BEST ACCOMPLISHMENTS

A common theme throughout the public input process was that the internal and external perceptions of Shelbyville affect a variety of factors within the community, including the lack of population and housing growth, school ratings, crime and community diversity. These factors are present in every community, however, how Shelbyville promotes itself and its overall success can help drive community pride and growth.

With the ready availability of information through social media and digital outlets, it is oftentimes difficult for the message to be read and inferred correctly. Misinformation and anonymous commenting can change a positive story into a negative one instantly. The city has made efforts to allow residents and concerned citizens to be involved and be informed through managed social media and community forums. These can be successful outlets to understand topics that are concerning and important to people, while educating the outside world of the great opportunities available within the community. It is recommended that the City utilize a marketing manager or consultant to filter responses, actions and public questions and comments through one cohesive message. This individual can be an existing employee or an outside source to aid in promoting the best of Shelbyville through every public engagement opportunity.

### PUBLIC INPUT

67% Feel that Shelbyville is a safe community.

35% Find that community issues such as pollution, crime, drugs and lack of community involvement trouble them.

70% Feel there is a strong spirit of volunteerism within Shelbyville.

### RESPONDENTS...

1 think the overall branding and marketing message for business attraction and retention is unclear.

2 feel community pride is high, but the messaging is disconnected.

Shelbyville has big things happening, but something has been holding it back in its ability to broadcast its successes to the public. Some of what has been holding back its success is the preconceived perceptions (both internal and external) of the community. Shelbyville has recently begun discussing initiatives in a variety of outlets including radio shows, Facebook and social media accounts and other traditional media outlets. One new initiative to broaden its reach to residents is Backyard Shelby. Backyard Shelby is a Facebook group that promotes the positive aspects that Shelbyville and Shelby County has. It is intended to engage and foster Shelbyville’s culture while encouraging entrepreneurial growth in shopping local and promoting local success stories.

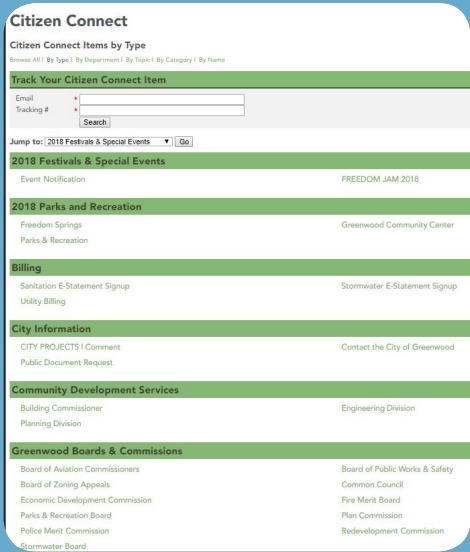
## POSITIVE MESSAGE FOR REGIONAL SUCCESS

Because of its size and location, Shelbyville can become a regional leader beyond its immediate community. It can do this by leading other cities and towns in making changes that will have broad positive impact. This leadership begins with celebrating every win that’s they experienced, both big and small. Every road project, new construction, ordinance and policy update as well as acknowledging community events is important to start changing the old perception into a new and positive message and will also allow peer communities the ability to learn from example. Pushing these accomplishments frequently and being a voice of positive change within the community can help impact adjacent communities to push their successes as well.

By providing a positive message for residents, the city can encourage those who want to be engaged to branch out and contribute to the community, either by volunteering, donating, or being a leader of a social or cultural group. Many times, the news and social media publish negative stories to evoke comments and uprising from the patrons that read them, leading to higher click rates and ad revenue. The city needs to take responsibility for creating positive connections and healthy relationships with the news outlets to benefit the community and to help tell its story regarding the many positive accomplishments that are happening.

Having transparency in ongoing or upcoming projects can also help aid in promoting Shelbyville’s accomplishments. Community forums for commenting and questioning will be another constructive outlet they will continue to develop for keeping everybody informed and engaged. Some cities have provided a general commenting forum where questions, comments, praises or concerns can be submitted directly to the city’s marketing and public relations specialist. If Shelbyville models these outlets, it will ensure comments are heard and can be addressed through one unified voice.

## LEARNING FROM PRECEDENTS...



Fishers, Indiana’s Transparency page allows visitors to keep up on ongoing road construction, job postings, GIS maps and planned ongoing initiatives or draft plans. This helps update residents on what’s going on in the community.

Greenwood, Indiana’s Citizen’s Connect is a one page resource with links to commonly requested documents and information for review.



# CS OBJECTIVE #2

## RECRUIT LOCAL TALENT AND COMMUNITY ORGANIZATIONS TO ASSIST IN COMMUNITY PROJECTS AND PROMOTION

It can be overwhelming for city staff to create new organizations or groups in order to provide additional quality of life and cultural offerings. Fortunately the city has many existing community groups and organizations that are able and willing to help provide resources in promoting the city's accomplishments. Having a unified identity and vision for the future can aid in being successful across all organizations within the city. With existing community talent, the city can rally all of its community organizations as partners in accomplishing its goals. This plan provides a vision for the future of the community, now it is time to turn the city's greatest asset and begin formulating an action plan to help accomplish its collective goals. Having a unified vision and partnering with community organizations to help find ways to implement the action plan will help ensure the identified goals, projects and programs can thrive well into the future.

As previously mentioned, Backyard Shelby is a new initiative driven to promote Shelbyville and Shelby County's positive elements, focusing on local talent and events to empower existing and future residents to dream big. According to the City of Shelbyville, early priorities for Backyard Shelby include "promoting events, opportunities and amenities as well as the close drive to Indianapolis." Backyard Shelby is focused on attracting and engaging young professionals to consider Shelbyville as their place to live, work and play.

### SHELBYVILLE'S LOCAL GROUPS & ORGANIZATIONS

The city's non-profit and local organization network is strong and eager for opportunities to be involved. Events and programs have kept the local spirit alive by keeping yearly events running. These organizations also need assistance to continue to create new ways to keep events and programs exciting. The city should coordinate and continue to support organizations that enhance the overall quality of life for its citizens and visitors.



Source: HWC Engineering

Community involvement also includes programs and services for its citizens. Mobile libraries such as the one located on the circle is a way the library can engage residents. Other programs throughout the city, like bike shares or mobile fresh produce stands, can accommodate residents who are unable to participate otherwise.

# CS OBJECTIVE #3

## SHARE THE COMMUNITY IDENTITY IN A UNIFIED MANNER

A community's identity can be many things. For Shelbyville, according to the public input received during the planning process, its identity includes being a tight-knit community that has the amenities of a big city with the convenience, comfort and affordability of a rural community. Making progressive and innovative moves to enhance the overall quality of life including the Intelliplex Technology Center, Advantage Shelby County and adopting downtown redevelopment efforts aid in preserving and promoting Shelbyville's community identity.

Providing one unified voice to market the community identity is essential. Many city departments have their own social media pages, websites and logos. This can be confusing for a new resident or visitor due to the multiple versions of branding there are. It could be helpful for the city to hire a marketing and public relations specialist who streamlines the overall identity of the city by having one logo, one website and one social media account that publishes information through a professional and educating voice. This has been successful in many communities around the state.

As information becomes more accessible, it is easy to spend time responding to every comment or question the public has. The marketing and public relations specialist could be responsible for writing and determining how and what to respond to in order to best distribute accurate and reliable information.

### SHELBYVILLE IN THE NEXT 20 YEARS...

Shelbyville's public input meeting at the First Friday event on the downtown circle gave insight into how residents wish to see the city in the next 20 years. This exercise was done to gain insight on how people view their community and the possibilities that can happen for the future.



Some comments include:

- Desire for more shopping and entertainment
- A place to live for a lifetime
- Connection of trails and parks
- Providing higher wage jobs and workforce variety
- Best kept secret close to Indy and Cincinnati
- Preserve facades and historic charm of downtown
- Place for a whole life experience
- Diverse and social community
- Small community that supports local business growth
- Available entertainment for youth

# CS OBJECTIVE #4

## INVEST IN IMPROVING OUR QUALITY OF LIFE

Because quality of life is so important to Shelbyville, it is recommended that investment be allocated and focused on achievable quality of life elements. These elements may vary, but a few to consider include:

- Provide and upgrade sidewalks
- Support programs to enhance community beautification efforts
- Establish a gateway and branding committee to effectively promote Shelbyville’s “wins”
- Provide more family friendly, low-cost or free events by utilizing sponsorships and private local investments
- Encourage educational success
- Provide local grants and funds to promote housing “clean up days” or facade grants.
- Continue to implement public art initiatives
- Invest in public facilities such as new fire and police stations to ensure proper public safety is accessible to all.
- Provide additional parks and recreational opportunities throughout the city.
- Collaborate with the Shelbyville Municipal Airport on plans for expansion and marketing to benefit the city’s tourism and attractions.

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CS4 provides tools for governmental entities to a variety of aspects that enhance overall quality of life. Developing and improving the local education system, including higher education and programs as well as providing guidance to private and public agencies and organizations.

### BEST PRACTICES

A Capital Improvements Plan is one way Shelbyville can identify and prioritize quality of life aspects that are achievable through funding and resources. A CIP plan is helpful in obtaining incremental goals to enhance the quality of life for residents and visitors. By establishing timelines and potential funding, a CIP plan allows the city to plan ahead for quality of life building elements.

Public Facilities and governmental civic and social buildings that enhance overall quality of life are included in CIP plans. Libraries, community centers, new parks and recreation facilities and public safety buildings are examples of potentially funded aspects that should be considered. Most importantly, funding for a new fire station on the north side of Shelbyville is essential for Shelbyville’s desired growth. It is recommended that a development study be done to determine the best location for this new fire station.



Source: Shelby County Tourism



# 04 NATURAL ENVIRONMENT





# NATURAL SETTING

Before the land within and around Shelbyville was developed with buildings, roadways, utilities and housing it served its purpose; to provide habitats to native species of plants and animals as well as waterways to flow freely without constrictions or pollution. To allow the city to grow, it is necessary that Shelbyville build industries, roadways, businesses. All of these activities have the ability to negatively impact the natural systems due to erosion, runoff, pollution and degradation.

The natural environment provides the backdrop for all of Shelbyville’s growth and development. It provides the setting that allows for parks, trails and infrastructure to be built. It also presents particular constraints that may inhibit the ability to do certain things in portions of the city. Sensitivity to how community development impacts the natural environment is increasingly important. Fortunately, modern technology allows a deeper understanding of the impacts growth has on these important natural systems. The next few pages outline some of the environmental constraints and opportunities the city faces as they look toward future land use, development and quality of life opportunities.

## CONSERVATION VS PRESERVATION

Both conservation and preservation are terms that can be heard in conversations about the natural environment. There is often quite a bit of confusion surrounding what each of these terms mean and how they relate to our natural resources. While both conservation and preservation require a level of protection, conservation is most often associated with restoration or protection of existing natural resources while preservation is protection of the natural environment from the built environment.

A preservation mindset is important when community growth and development decision are being made. It involves making decisions related to the best use and protection of natural resources. Identifying and considering the resources most critical to the health of Shelbyville needs to occur prior to approving future development and redevelopment proposals.

Moving forward, it’s important that the city embrace and protect the natural environment, not only to avoid and limit negative impacts, but also to be able to better enjoy the natural resources and beauty which it has. One example of how it can do this is with the large floodplain that runs along the Blue River. This floodplain runs from the north side in Shelby County, following SR 9 into the city. It then crosses I-74 into Shelbyville, staying north of the downtown circle and moving west towards Johnson County. There are still some wetlands identified in this area that runs along the waterway. This natural feature is a huge asset for the community that its not taken full advantage of for the potential creation of linear parks, recreational corridors and conservation developments. The Blue River Trail head was completed in early 2018 and it provides opportunities to walk, bike and run along the trail that will eventually connect to the master trail network identified in the city’s 2015 Bicycle and Pedestrian Master Plan.

## ACTIVITIES TO CONSIDER

Air quality has a direct impact on people’s health and also the livability of the city. Taking steps to reduce auto dependence is one major step the community can take towards ensuring good air quality for the future. Doing so requires investment in features that encourage people to make local trips using a transportation source other than a vehicle, such as walking or bicycling. The 2015 Bicycle and Pedestrian Master Plan contains many ideas relevant to building high quality transportation alternatives, some key themes from that document are outlined below:

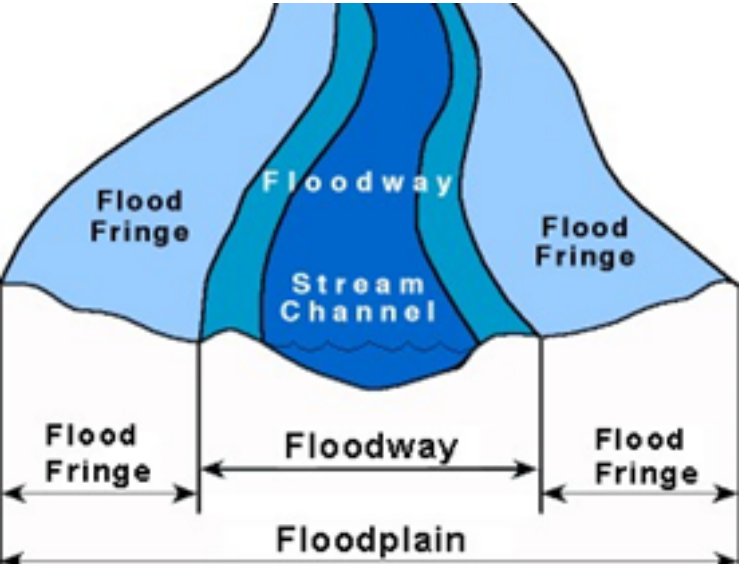
- Adoption of a Complete Streets Policy that references current pedestrian and bicycle design standards.
- Target future annexation, since this could dictate where the future growth of the Bicycle and Pedestrian Master Plan occurs
- Target areas for higher density infill development to support increased pedestrian activity.
- Adding a “Healthy Community” section that ties in with the Bicycle and Pedestrian Master Plan, giving Shelbyville additional credibility for grants, promotes a healthier community, and references Healthy Shelby County Goals.
- Designate key roadway corridors within the community as “multi-modal corridors” to foster design and planning for all modes of transportation.
- Include a Community Facilities & Services Map to help identify where important bicycle and pedestrian connections need to be.



HYDROLOGICAL FEATURES

Due to the underlying soil conditions and the regional hydrological patterns, floodplains and wetlands are some of the natural features the city must be aware of when making future growth decisions. These features provide both significant constraints and important opportunities for the future growth of the community. The largest floodplain within Shelbyville is the Big Blue River. This floodplain includes the flood way, the river itself, and the flood fringe areas. Current policies allow reasonable development within the flood fringe without requiring significant mitigation. Because of increased flood occurrence and a better understanding of the impacts of urban runoff on rivers and streams, the city needs to make greater efforts to preserve and protect these resources. This will help avoid costly damage to structures and city infrastructure. It also presents opportunity for additional natural recreational areas.

Typical Floodplain Features

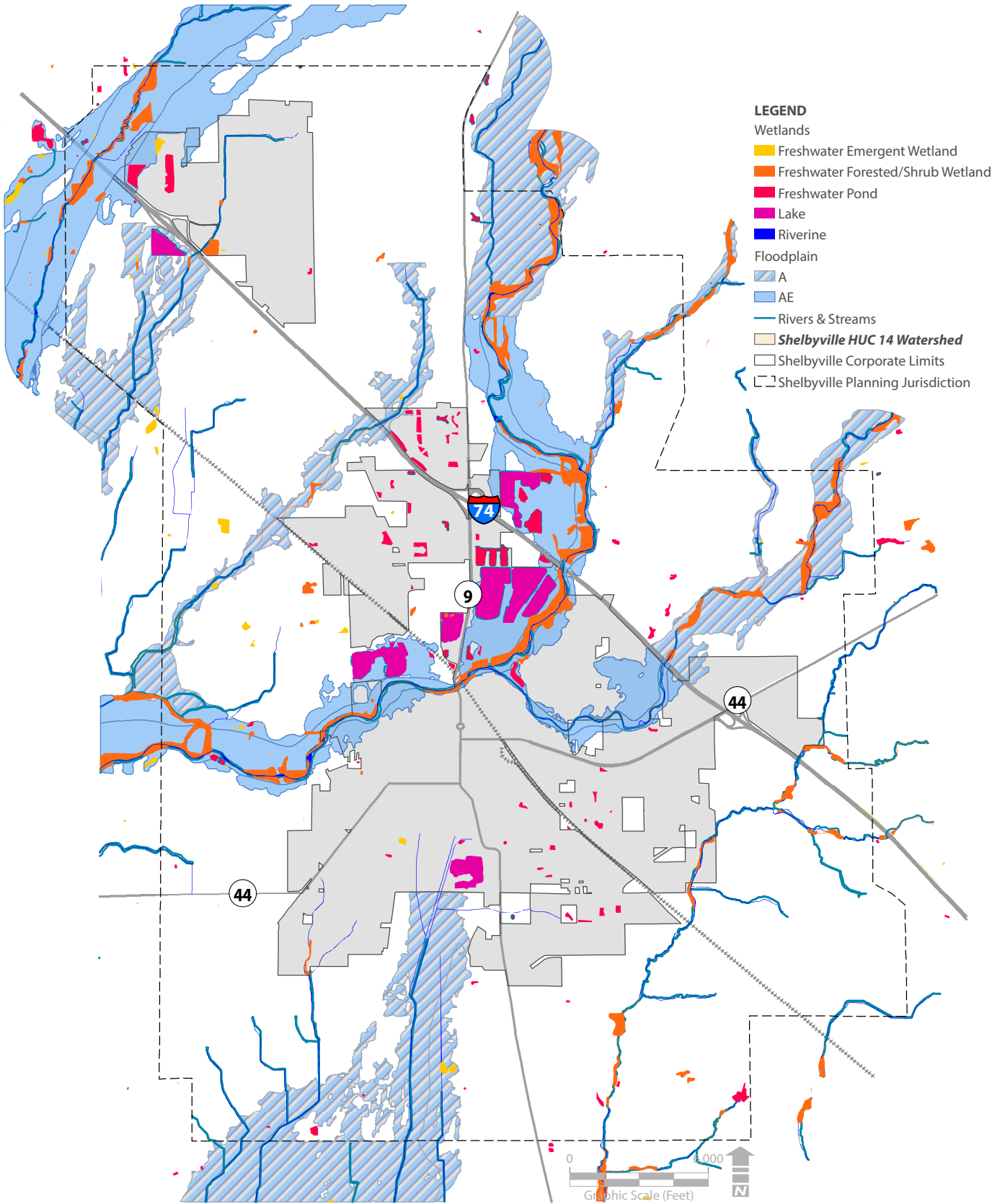


Source: HWC Engineering



Flowing through the heart of Shelbyville, the Big Blue River was mentioned as one of the best ‘untapped’ resources. Views to the river are currently mostly obscured and very few access points exist to be able to utilize the river. This is due largely to historic city planning and development policies which viewed rivers and streams as conduits for the elimination of waste rather than important natural assets to be protected and enjoyed by residents. This policy is changing and will be further evolved as this comprehensive plan is implemented. One example of how this will be accomplished is the recently developed Big Blue River Trail head that connects the community to the riverfront via a trail network. This project was well received and mentioned as an example of what residents would like to see more of; connections to their rivers, parks, recreational facilities and other community assets.

HYDROLOGICAL FEATURES MAP



Source: HWC Engineering



SOILS & PRIME FARMLAND

Existing soils are the other major natural feature that has the largest potential impact on future land use and impacts development decisions. Because different soil types are suitable for some uses and unsuitable for others, land use and development patterns will be influenced by the soils suitable for development. While there may be unsuitable soils within Shelbyville, it may increase the overall cost for development in specific areas as they have higher demand for such land. Another important soil related condition to consider as the city looks at where to allow for future growth and development is the agricultural heritage surrounding Shelbyville. Shelby County happens to be one of the most productive agricultural counties in the state, largely due to soil types. Unfortunately, the qualities which make the soil good for crop production also often makes it good for building and development which can cause potential conflicts between the urban growth needs and the needs of farming neighbors.

The map to the right indicates the areas of prime farmland and underlying soils. As noted, soils prime for farmland, illustrated as light green, are already within the current city limits. There are many areas around the perimeter of Shelbyville which are classified as prime farmland, and are currently used for agricultural production. In making decisions for future land uses and identifying areas for potential growth, it is important to weigh the impacts of development on soils best utilized for prime farmland surrounding the planning area. It is equally important to strike a balance between the urban and rural needs in order to continue to thrive as a city.



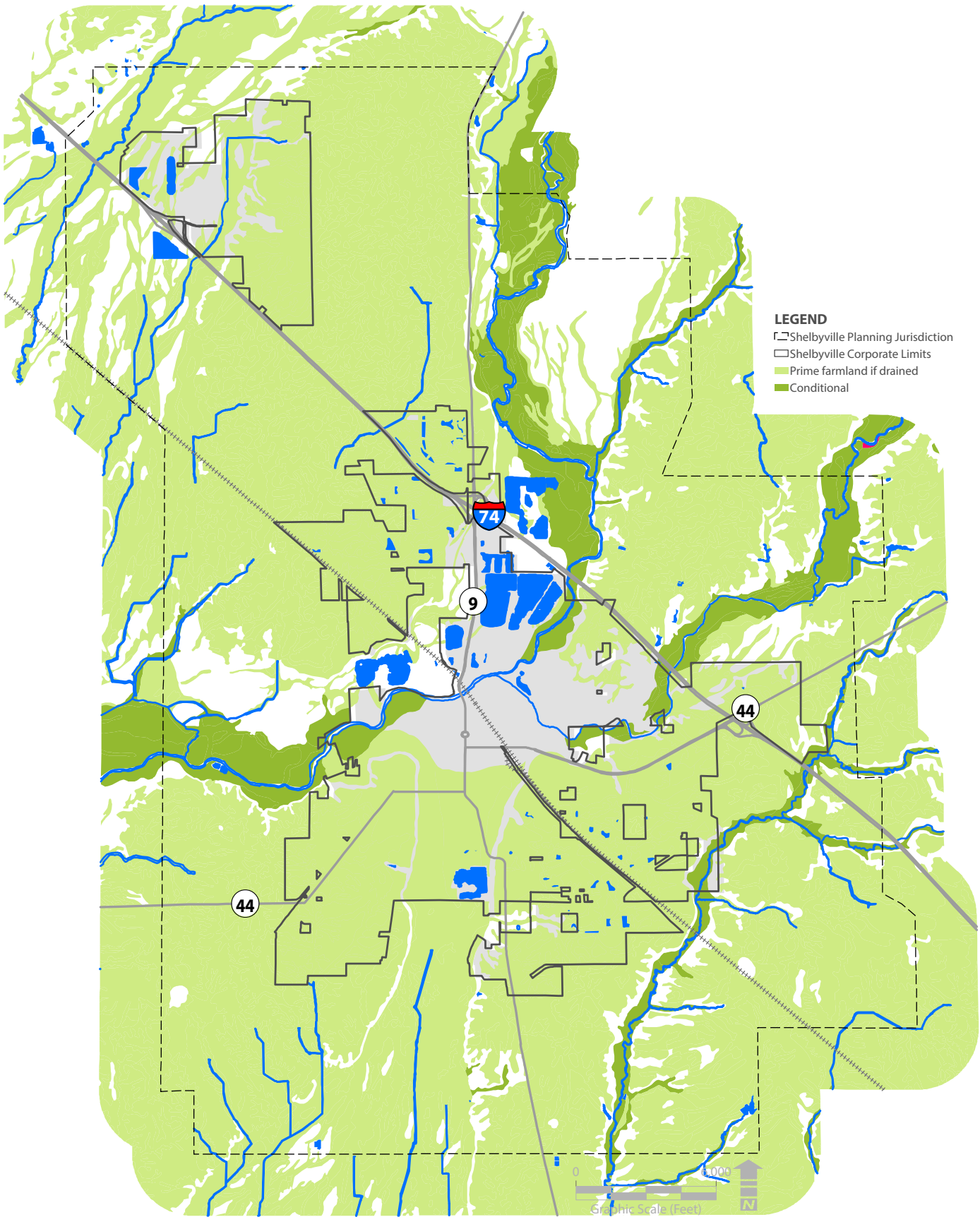
Illustration of industrial development in Shelbyville.  
Source: Shelby County Tourism



Illustration of large lot residential estates surrounding Shelbyville's planning boundary.  
Source: HWC Engineering

Areas around Shelbyville are currently dotted with a mix of rural residential estates and industrial operations. Due to the boundaries between Shelbyville and Shelby County, it is critical that coordination and conversations about the anticipated development locations are clearly identified. While attracting businesses and residential development is essential in Shelbyville's future growth, many of the areas in the fringe are prime for agricultural use.

PRIME FARMLAND MAP



Source: HWC Engineering



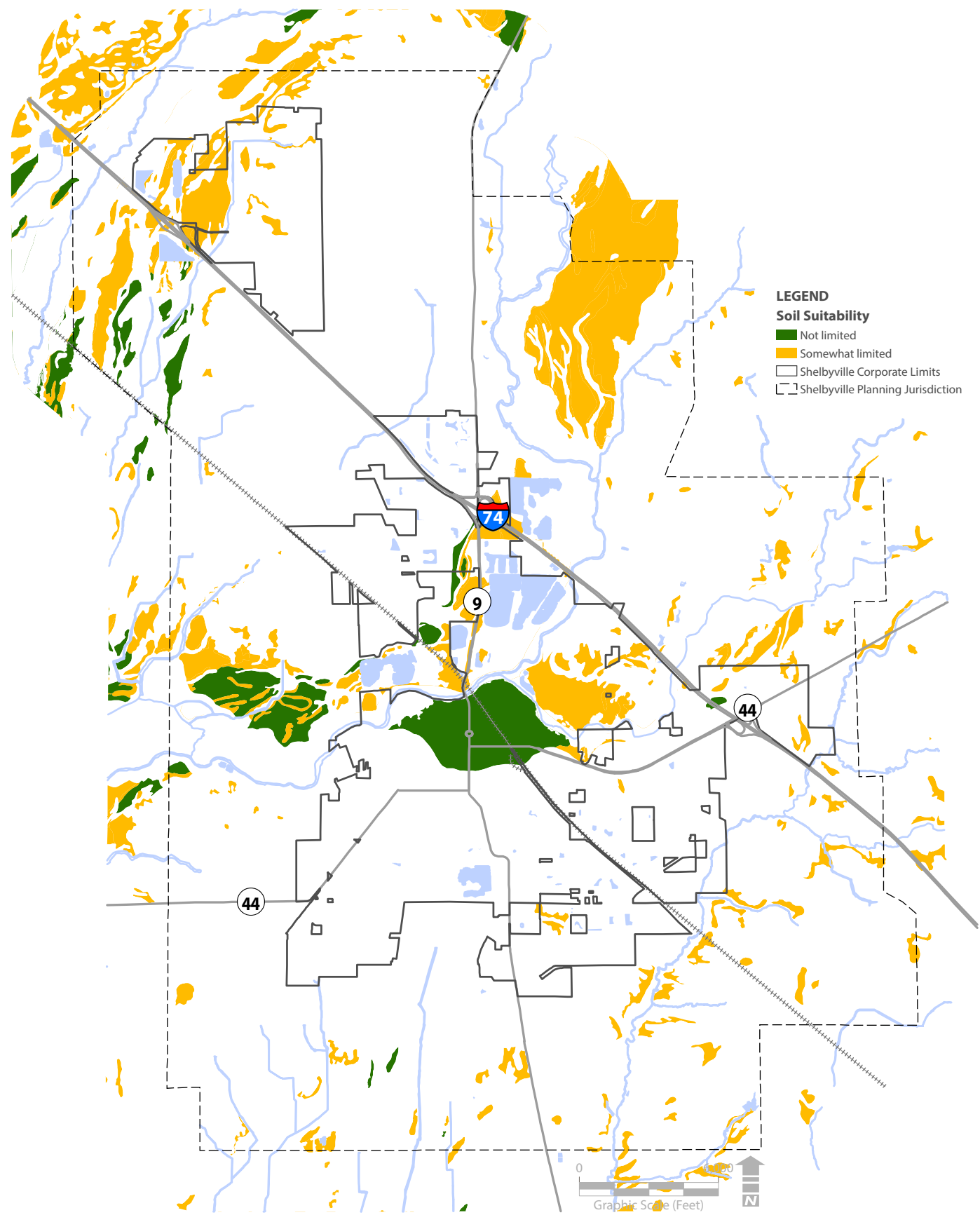
SOIL SUITABILITY

As an analysis of hydrological and soil conditions identified as prime for farming has resulted in the Soil Suitability for Development Map to the right. This map shows areas that are either not limited or somewhat limited for both farming and development. All areas not shown in color have high potential for both development and agricultural uses, highlighting the potential for use conflict. These areas that are colored are likely to be challenged by hydrological factors or areas that are best utilized for agricultural use.

Criteria for creating this developability map consists of not limited and somewhat limited soil suitable for development. Because Shelby County has fertile soil making farming and agricultural uses ideal, the majority of the prime farmland map indicates areas around within and around Shelbyville. Because prime farm land soils are also ideal for development, this means the land has proper drainage and an environment suitable for development whether it is agricultural or residential.

While these analysis maps may indicate that there are few areas that are not limited by these factors, this provides flexibility for the City of Shelbyville and its leadership to determine the highest and best use for specific areas. Because non-agricultural development is likely along the I-74 interstate, it is the city's discretion as to what occurs along this corridor.

Soil Suitability for Development Map



Source: HWC Engineering

# NATURAL ENVIRONMENT (NE) OBJECTIVES

## NE Objective #1

Provide a stronger connection to natural environment.

## NE Objective #2

Preserve and protect vital natural features from degradation.

## NE Objective #3

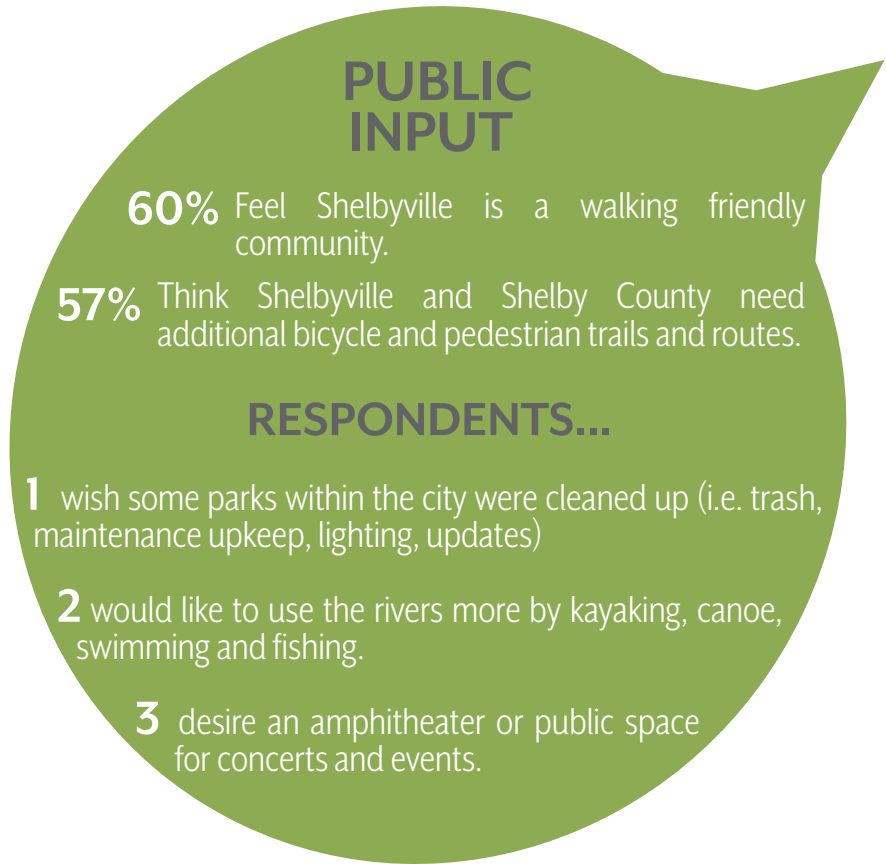
Strengthen community health and vitality.

## NE OBJECTIVE #1

### PROVIDE STRONGER CONNECTIONS TO NATURAL ENVIRONMENT

Shelbyville's proximity to state parks, natural forests and the Big Blue River provides an opportunity for amenities available to the community and visitors to enjoy. As trails and natural parks gain in popularity within communities the city needs to keep pace by implementing and expanding the goals of the 2015 Bicycle and Pedestrian Master Plan and the Parks and Recreation Master Plan. Being Shelby County's county seat, Shelbyville should also think regionally for making connections to natural assets within the county and adjacent communities.

Having the Big Blue River run through Shelbyville is an asset for Shelbyville. According to the public, the river is currently primarily known for its views and any engagement via kayak, canoe or fishing is done outside of Shelby County. Avid bicyclists and recreational hikers would like to see more efforts to provide connections via a regional bicycle network utilizing county roadways and other connections to places such as Rush County, Johnson County, Hancock County and Marion County, all of which are working to complete their own trails and bike networks. The Blue River Memorial Park currently has a Blue River Trail connection, but additional connections would open up more regional opportunities for Shelbyville.



As part of the public input process, questions were asked about how individuals utilize the rivers, trails and sidewalks, and additional thoughts on parks and open spaces throughout the city.

The survey respondents and public input findings show that residents enjoy the view of the river, but do not really use it locally. Many individuals go out of town to canoe, kayak or fish. Companies such as White River Canoe Company in Noblesville or Cave Country Canoes in Kentucky provide launching access, rentals and education for protection of the natural waterways. The community facilities and services map identifies areas where waterway access, proposed trail connections and trail hubs or facilities like a nature park or recreational facility could be located.



# NE OBJECTIVE #2

## PRESERVE AND PROTECT IMPORTANT NATURAL FEATURES FROM DEGRADATION

It is oftentimes inferred that land which doesn't currently have development is available for use. While that may be true in some areas, floodplains, preserved wetlands, conservation areas and soil types are all aspects that affect whether or not land can be successfully developed. Thus far, Shelbyville has kept most of the built environment out of the flood ways where the natural waterways can be affected. It is increasingly important that they take a stronger stance on preserving and protecting the important natural elements as flooding becomes more prevalent, weather becomes more unpredictable and the need grows to help keep the ecology thriving and the water sources clean.

The areas to preserve should include prime farmland and unsuitable soils. The Soils and Prime Farmland Map was created to illustrate areas that should be considered for preservation from development and for possible development into important community assets which they can all enjoy.

Development of all kinds can affect the environment, even though it doesn't directly affect the land it sits on. Air and noise pollution are important natural elements the city wants to ensure are addressed when approving industry and commerce. Upgrading intersections to roundabouts can aid in the amount of vehicle emissions released into our breathable air. Roundabouts lessen the amount of time vehicles idle and efficiently move them so there is less wait and overall travel time on the roads. Truck traffic has been mentioned as an issue on local roads within Shelbyville. Trucks also emit much more air pollution than a passenger vehicle. By providing an outer loop transportation network specific to trucks, this can lower both the air and noise pollution in neighborhood or pedestrian friendly areas of the city. The completion of Progress Parkway will alleviate truck traffic and potentially reduce the air pollution through the downtown square.

When considering new development within Shelbyville, som manufacturing, industry and commercial uses are likely to produce more noise and air pollution than others. Requiring EPA checks and a zero-lot light pollution standard within local ordinances will help the city be a clean and healthy community.



Source: HWC Engineering

### BROWNFIELD MITIGATION

According to IDEM online resources, there are five designated brownfield sites within Shelbyville. These sites vary from vacant lots, to gas stations and automobile sales and salvage lots. In these areas of Shelbyville mitigation will be required for redevelopment. Shelbyville is lucky there are very few of these brownfield sites as oftentimes the burden of mitigating these sites results in vacant and abandoned areas. Sites that have been cleaned up, or are in the process, according to IDEM include five sites within Shelbyville.

# NE OBJECTIVE #3

## STRENGTHEN COMMUNITY HEALTH AND VITALITY.

Becoming a healthy community takes investment, financial and social backing and support to keep the momentum going to implement the elements that help create healthy environments. Shelbyville must rally together to encourage leaders, employers, residents and neighbors to work on permanent changes to the development pattern which will result in greater community health.

This will involve more than just providing facilities and sidewalks for residents. It will also require cooperation with existing and new community organizations. For example, by providing incentives for employers to implement a health program during lunch for their employees, the employees are more likely to utilize each other's momentum in making small changes in their daily lives to benefit themselves and the environment. Bike to work days are another way businesses can incentivize employees to find an alternative way of commuting- whether it is a ride-share program, bicycling or walking to work; this reduces the reliance on vehicles.

In order to encourage businesses and employers to implement wellness programs such as these, city leadership needs to ensure they invest in infrastructure that encourages those changed behaviors. Providing safe and efficient routes to major employers, or pocket parks around the city where people can enjoy the outdoors on their lunch break are small ways the city can invest in becoming a healthy community.

Other ways to connect everyday life with health and vitality is through parks and recreation facilities. By adding additional recreation facilities throughout Shelbyville, big or small parks can make major impacts on the phycial and emotional health of residents, employees and visitors. The Big Blue River Trail is the first phase of connecting the waterways and parks such as Sunset Park and Blue River Memorial Park and has been viewed as a major asset to the community. Other parks catering to children with playgrounds that cater to age and abilities may additionally enhance the mental and physical health of Shelbyville.

### COMPLETE STREETS

Implementing a Complete Streets Policy is one step toward ensuring investment within the roadways throughout the city is consistent with a design for all users- despite age, mobility and location. Increasing the number of ADA ramps, visible cross walks and upgrading accessibility throughout the city is one step to helping create a better quality of place and healthy local economy. By encouraging alternative modes of transportation, people are more likely to utilize this infrastructure when there are reliable ways to get from destination to destination. A full complete streets recommendation is explained further in this plan. Integrating the built environment with public health.

Health By Design Indiana has been spearheading multiple efforts at providing and planning for healthy communities. By doing so, Health By Design has helped many communities offer safe routes to school, implement complete streets policies as well as holding active living workshops for community leaders to innovate and invest in providing healthy elements for their residents.

ALTERNATIVE ENERGY SOURCES

There is a nation wide interest in providing alternative energy sources to power homes, offices and vehicles. With the threat of air pollution concerns on the rise nation wide, alternative energy sources such as solar and wind power are ways to reduce the pollutants in the air. Providing electric charging stations at key locations and gateways into the city are one way to encourage the use of these alternative energy sources.



Example of car charging stations within the city scape  
Source: thecityfix.com

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LOCAL FOOD RESOURCES

Food deserts are a term used to describe areas of a community where access to grocery or food markets is either nonexistent, or difficult to get to by walking due to lack of sidewalks, dangerous routes or no public transit available. Mobile food carts on designated days are one way food access can come to these areas. Food pantries are a way people can become engaged in donating and helping one another if they cannot dedicate the time to volunteer. Food pantries collect donations and sometimes offer and prepare daily lunch or supper for individuals in need.



Example of community gardens  
Source: indianaeconomicdigest.com

COMMUNITY GARDENS

Many communities around the state have started community garden areas where city-owned property is converted to plots of land where residents, businesses and organizations can plant and grow different types of vegetables, fruits and herbs. These community gardens can be so successful that food donations can be made to organizations that provide aid from the produce grown in their own backyard.

Some community gardens have converted empty or vacant lots into greenhouses and pocket gardens as ways of infill development. Logansport, Indiana has implemented this program at its local school.



# 05 BUILT ENVIRONMENT





# TRADITIONAL ADVANTAGES

Shelbyville’s built environment includes any building, roadway, utility or other feature hat has been modified from its natural condition. Some of the most visible examples of the built environment include buildings, streets, sidewalks and parks. The existing built environment varies in age and design. This variety is what makes Shelbyville unique and provides glimpses into its history. It gives an appealing character that is only found in Shelbyville. The historic urban core, consisting of older neighborhoods, the downtown, and many of the most distinct structures has many of the features that other communities are trying to replicate. The character, walkability and density of the city’s historic core has evolved through generations of growth and gives a distinct advantage over many other communities in the state. In the community, old and new mesh together in a manner which helps downtown and the historic core become one of the most iconic downtown centers within the state of Indiana.

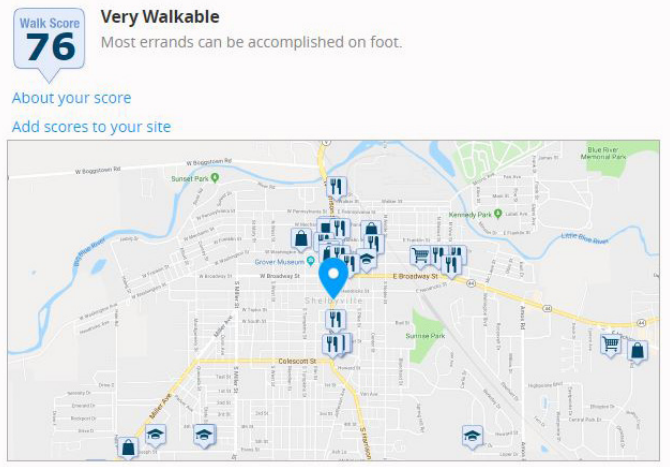
Even with all of the great qualities of the existing neighborhoods and downtown, it should be recognized that there is a lot of investment that needs to take place in order to realize the full potential of these assets. The city’s recent downtown revitalization plan as well as the 2010 Comprehensive Plan outline some ideas and strategies the city can employ to help improve these areas. The city must begin implementing these strategies to make infill development and revitalization of existing neighborhoods a policy priority as they look to the future. By combining sound revitalization strategies with new growth and development, the city will be able to enjoy the success and vibrancy Shelbyville deserves.



Source: HWC Engineering



Source: HWC Engineering



According to Walkscore.com, an online tool used to determine the walkability throughout a community, rates downtown Shelbyville as Very Walkable with a score of 76 out of 100. Factors that influence Shelbyville’s walkscore include amenities such as groceries, parks, schools, culture and entertainment and shopping where most errands can be accomplished on foot or bike. This is a success Shelbyville should embrace and work to improve for the future to promote being a healthy city.

## RECENT TRENDS

Within recent years, Shelbyville’s population and residential growth has been stagnant when comparable communities outside of Marion County have seen growth. The biggest question to ask is “why do we not see many new families move to Shelbyville?”. As mentioned, the 2017 Housing Study indicated that if Shelbyville doesn’t do anything to improve or attract new housing, it is estimated they will see about 40 new households a year until 2022. Local input on this topic indicates that there is a desire for additional growth, especially a variety of housing types at different price points. The city would like to see new faces on the street and encourage young families to view the city as a lifelong community. In order to attract more residents, there is a need to understand what drives people to choose where they live. This chapter will cover the elements that play into consideration when choosing a community to live in and how the city can take additional steps to get more than 40 residential permits per year and reach 80 to 100 residential permits per year which is considered successful.

While residential growth may be a strong focus, industrial and commercial development continues to expand due to Shelbyville’s available utilities, infrastructure, railroad and proximity to highways. The current utility service area covers all of the city, even extending outside of the city boundaries in some areas. As businesses choose to locate in Shelbyville, they are likely to choose an empty, undeveloped site rather than one with an existing building. Shelbyville currently has a stock of existing buildings and structures prime for redevelopment. Areas of the city, especially at the gateways, have former convenience or service buildings that businesses have long since left. Strip shopping centers with one or two businesses left litter the gateways with an unattractive impression. By encouraging redevelopment or demolition of these existing structures and sites, the city can transform the gateways while providing fresh spaces for businesses to locate with prime locations and access.

By maximizing the redevelopment of existing sites, open areas of the city are able to be preserved for future growth. The city’s growth boundary, identified in the 2010 Shelbyville Comprehensive Plan anticipates where it will encourage growth to occur but this boundary has not been formally adopted. This created confusion and strain during recent development proposals. This boundary is a mechanism for residents and land owners around Shelbyville to understand the potential of their land and it’s a transparency tool for county residents when annexation is required for a new company to locate in this area. Defining this growth boundary sets an expectation for the city to best utilize the land for development to the highest and best use for a site.



HOUSING TRENDS



Existing Development in Shelbyville  
Source: HWC Engineering



Existing Development in Shelbyville  
Source: HWC Engineering



Existing Development in Shelbyville  
Source: HWC Engineering

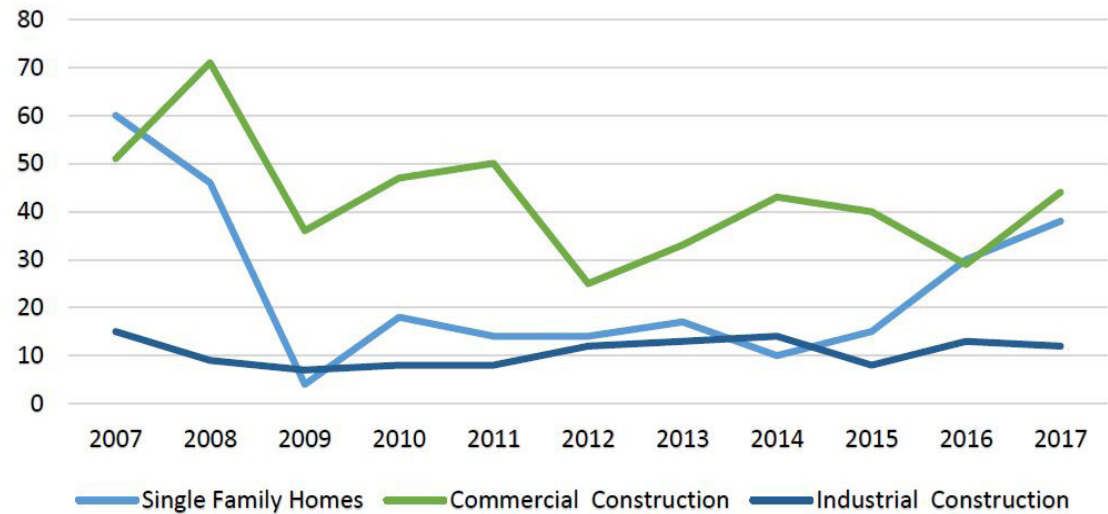
In 2017, Shelbyville issued a total of 197 building permits. Of those, 38 were for single-family residential structures which was the city’s largest single year for this type of permit since 2008. Despite the steady growth, Shelbyville has yet to see single family reach the level it was prior to the 2008 recession. This is great progress, but still falls behind some of its regional peers when it comes to new housing construction. The chart below shows building permit trends since 2007. Single family permits, indicated by light blue, shows a positive trend and appears to be accelerating. The city expects this trend to continue as they commit to better promoting the job opportunities, reasonable cost of living and high quality of life.

The current housing stock includes many traditional neighborhoods, mostly built in the early 20th century. It also includes some newer neighborhoods on one-quarter to one-half acre lots that have been platted as recently as late 2000’s. The overall median home value is \$109,006, which is well below the Indianapolis - Carmel - Anderson region median value of \$152,800. This lower number impacts property tax income and could also be an indicator of other housing concerns such as antiquated and poorly maintained housing inventory. Shelbyville has a little over 7,674 households within its city limits, according to a 2010 ESRI GIS Analyst Report. Of those households, 58% are classified as owner-occupied households which is lower than the 70% statewide owner occupied average. This means that 42% of households are renters.

A 2017 housing study indicated that there will be an increase of new housing by an annual average of 40 until the year 2022. The housing study was completed to help capture empirical information to help indicate why Shelbyville is not experiencing the robust housing development that many of its peer communities are seeing at this time. The housing study provided the starting point for a deeper conversation on how Shelbyville can improve housing inventory moving forward. This comprehensive plan dives deeper into some policy and tools Shelbyville can employ to help improve the quantity and quality of its housing.

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Building Permits 2007-2017



Data Source: City of Shelbyville

TELECOMMUNICATIONS AND DATA

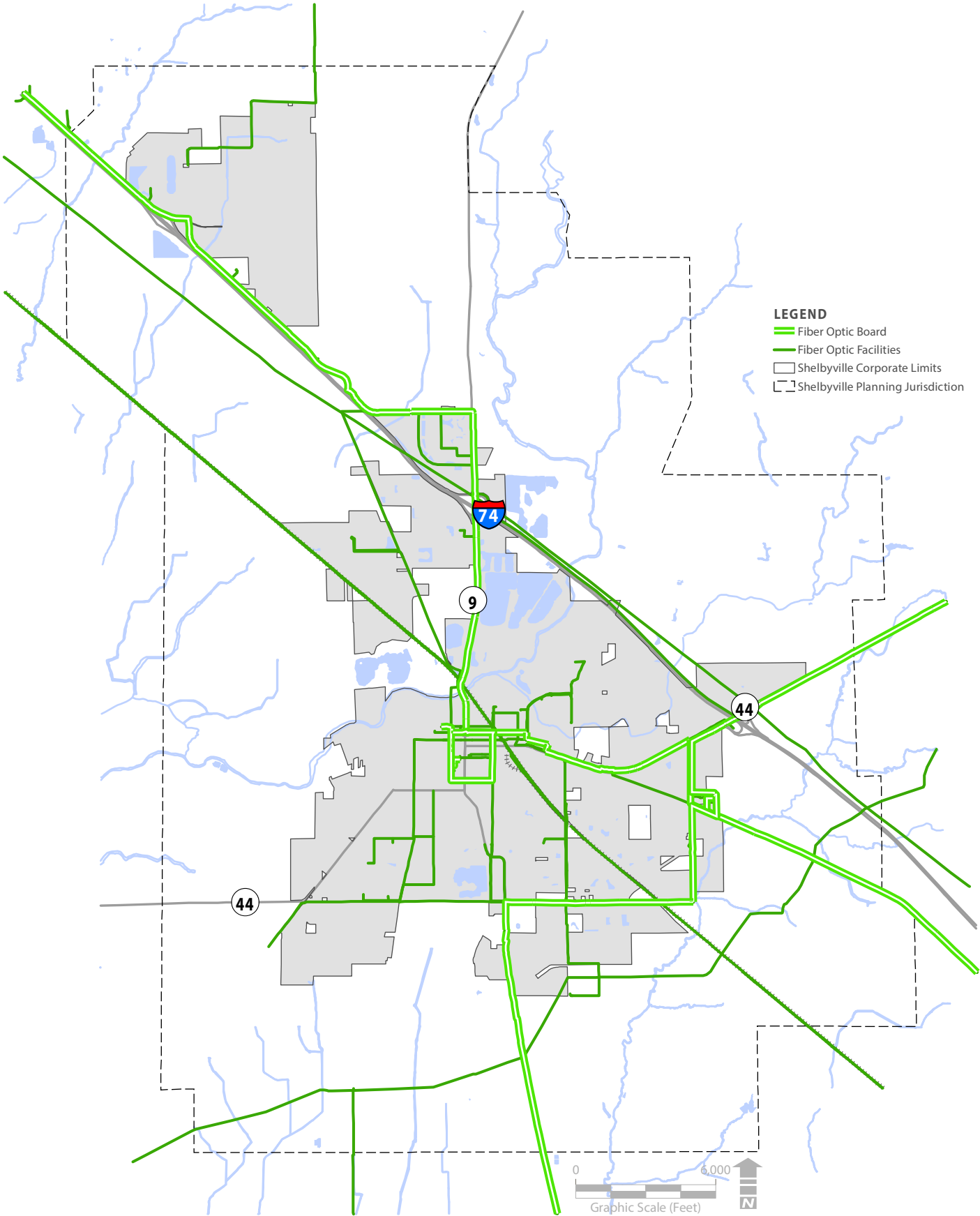
A reliable and fast communications network is essential to remain competitive in the 21st Century. This will become increasingly important as society shifts toward cloud based computing and storage systems and as network interconnectivity continues to expand.

Below is a summary of the primary residential data service providers in Shelbyville as of August 2018:

Service Provider	Maximum Download Speed	Service Type
AT&T	75 MBPS	DSL & FIBER OPTIC
CENTURY LINK	20 MBPS	DSL
NINESTAR CONNECT	100 MBPS	FIBER OPTIC
ONE COMMUNICATIONS	3 MBPS	DSL
ON-RAMP INDIANA	3 MBPS	DSL
VIASAT	25 MBPS	SATELLITE
XFINITY	300 MBPS	CABLE

Because of the recent global shift towards data accessibility, Shelbyville needs to make sure that data service availability, reliability, and speeds continue to improve throughout the city.  
Data Source: <https://www.highspeedinternet.com/in/shelbyville>

EXISTING FIBER OPTIC LOCATIONS MAP



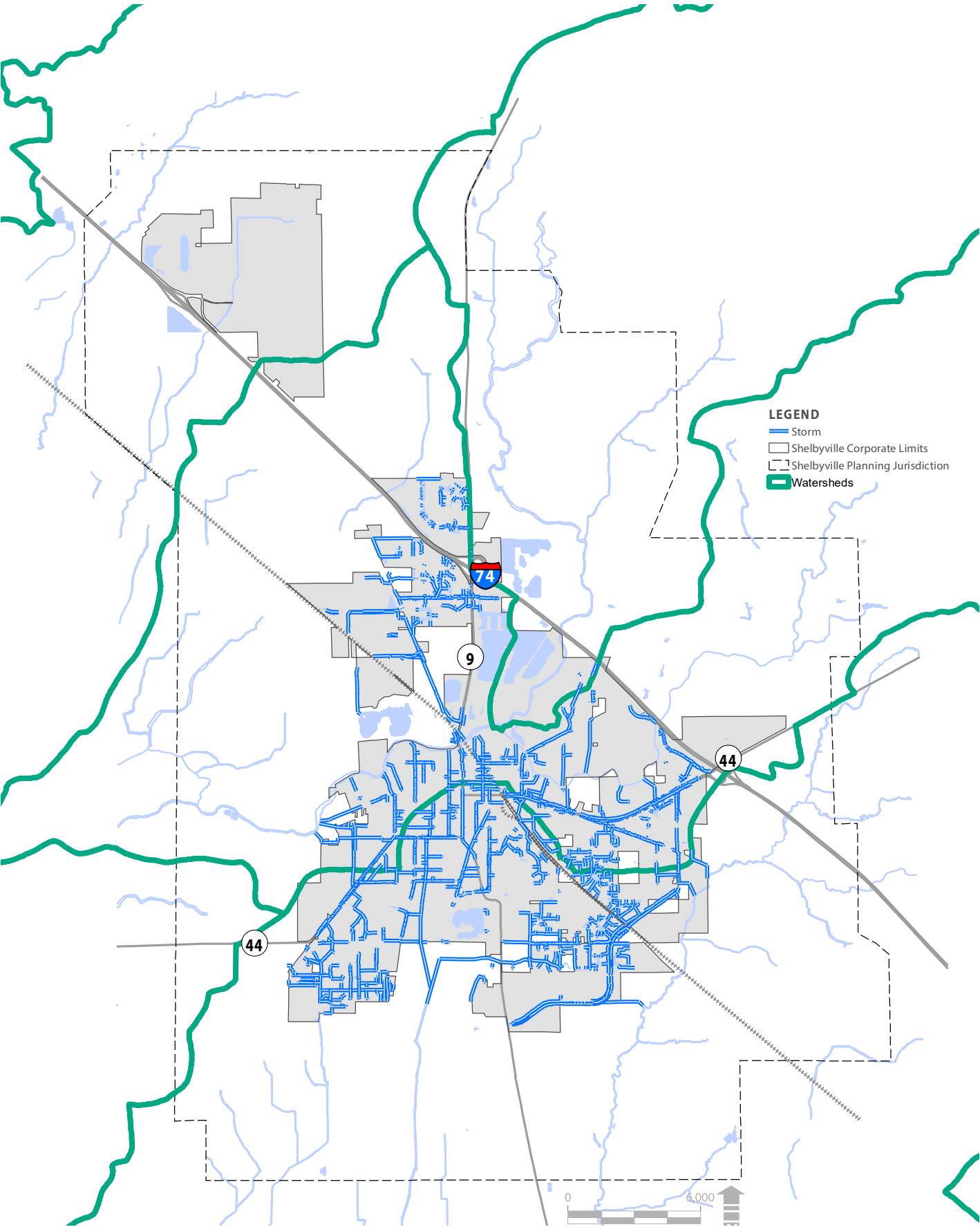


STORM WATER AND DRAINAGE

Drainage is serviced by the City of Shelbyville Storm Water Utility, which is a designated MS4 entity. Storm water runoff is collected into two watersheds; the Driftwood Watershed which serves the northern part of the community and the Flatrock-Haw Watershed which serves the southern part of the community. To efficiently convey all of the storm water runoff during rain events, this utility oversees more than 288,000 lineal feet of storm pipe. The map to the right depicts the locations of the storm pipe which make up the systems.

Overall, the storm water system is in good shape and can handle most major rain events. The biggest needs for the system will continue to be the repair or replacement of aging pipes in the older parts of the city. The city will also need to continue to look at solving some minor drainage concerns in the southern part of the city. Many of these needs are in the planning stages of being addressed through multiple small scale green infrastructure projects.

EXISTING STORMWATER SERVICE MAP



SANITARY SEWERS

Just like the city’s storm sewers, the sanitary sewers are overseen by a city utility. As indicated in the exhibit to the right, the sanitary sewer lines run along the major corridors that have been identified as areas Shelbyville wants to develop. The city currently spends roughly \$200,000 per year on sanitary sewer rehab projects which mainly consist of manhole repairs and spot upgrades. There is infrastructure near the heart of the community that has aged beyond its useful life and will need additional repairs in the near future since much of this was installed more than 100 years ago. Upgrades have been made recently to replace and upgrade some of these structures, but much work remains to be completed.

Recent upgrades to the system include a treatment facility expansion in 2001 which increased treatment capacity to 8 million gallons per day (MGD). Currently, the city has 14 lift stations which are in good repair. The last rate increase occurred in 2013 and was the final of multiple increases which occurred between 2010 and 2013. Much of the newer sanitary system has been planned and installed for future growth and the system currently extends beyond current city limits in some locations. One of the recent trends Shelbyville has seen, is the installation of on-site water reclamation capacity at many of the larger industrial facilities. This type of facility is expected to become more prevalent over the next decade and must be accounted for as they look to make plans for future treatment facility upgrades and new sanitary service areas.

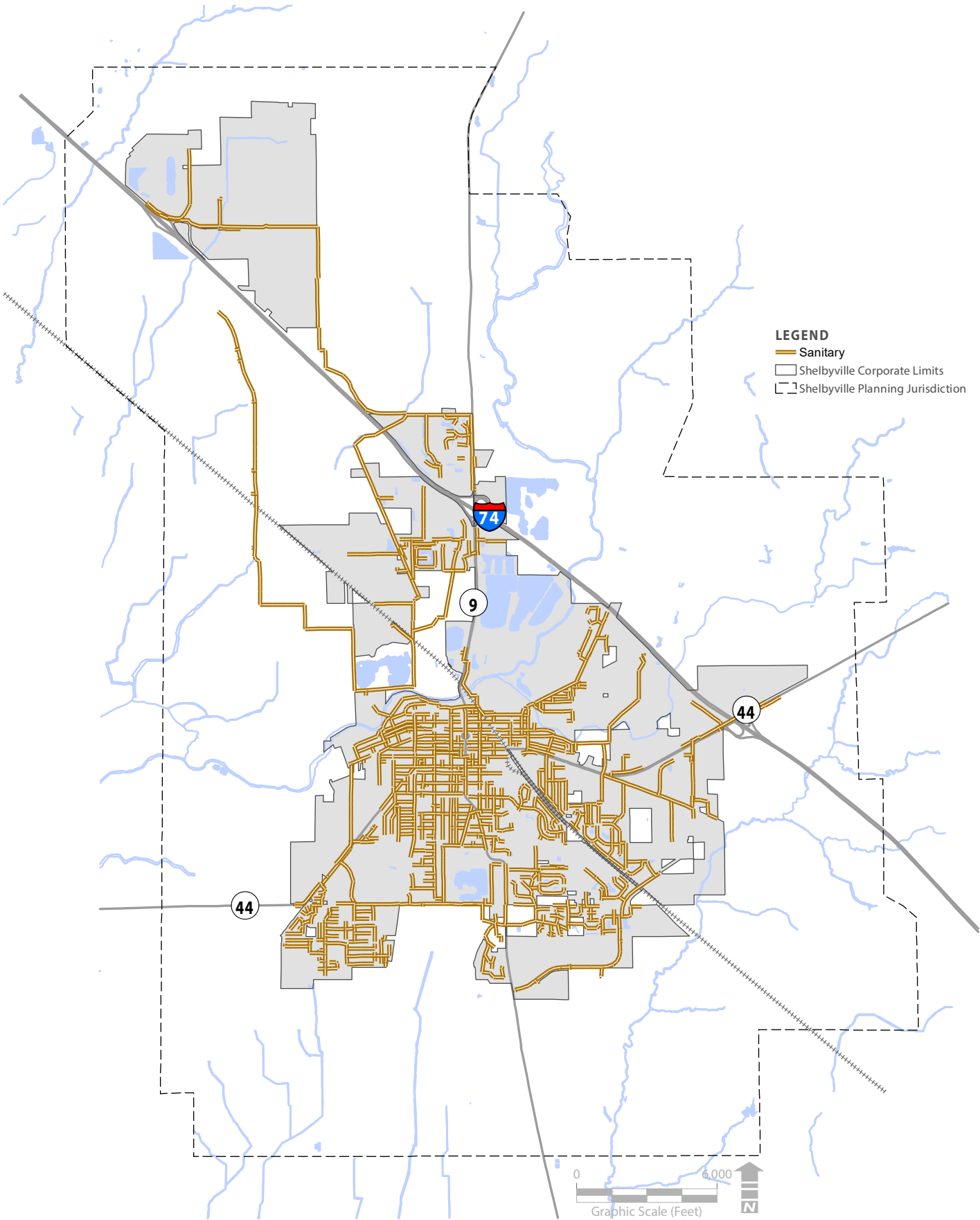
It is important to note that the sanitary sewer infrastructure has been planned for future growth and new sewers have recently been extended to many parts of the city including in the following locations: east side service extends out to the Tindall site on SR 44, east of I-74, west side service going out SR 44, service extended north along Tom Hession Drive to the Fairland Road interchange. Long term service expansion needs include new sanitary lines run to Hale Road and new sewers in the Berwick area.

WATER INFRASTRUCTURE

Indiana American Water (INAW) provides water service to Shelbyville. Their service area includes all of incorporated Shelbyville. However, as the city looks to grow and expand over the coming years, there will be a need for additional water service coverage areas, specifically in the area of the recent Tom Hession Drive infrastructure investments.

Since Shelbyville currently has a no-well ordinance, municipal drinking water service is critical to any future growth. This means that any new development is required to connect to the municipal water supply for potable water needs. The city plans to continue working with INAW to identify potential future drinking water needs and to plan ahead for extending service to these areas well in advance of the projected need. This will require close communication and cooperation.

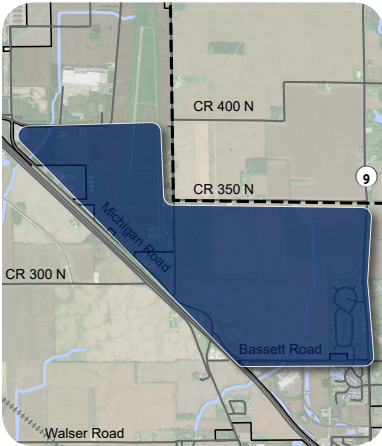
EXISTING SANITARY SEWER SERVICE MAP





FUTURE UTILITY IMPROVEMENT AREAS

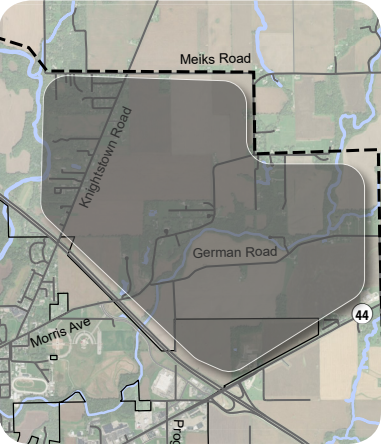
AREA 1



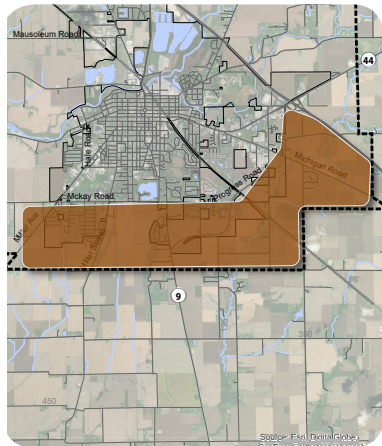
This area, identified as Area 1 is north of I-74 between the Fairland Road interchange and just north of the SR 9 and I-74 interchange. Existing residential houses dot Michigan Road that serves as a frontage road from the Shelbyville Municipal Airport to Major Health Partners Hospital and the Intelliplex center. As indicated, sanitary sewer and fiber optic infrastructure is currently in this area along the interstate. The majority of the residential properties within this area are on well or septic systems. Because area 1 has the highest potential for commercial development, it is recommended the city consider creating a cohesive city boundary and providing key utility infrastructure to spur development. By having this property within the city boundaries and providing water, sanitary and internet services, it helps keep design standards cohesive by streamlining the permitting and approval process through one entity; the City of Shelbyville.

Identified as an area prime for residential development, Area 2 is located on the north side of I-74 between the SR 9 and SR 44 interchanges. This area has hydrological challenges with the Big Blue River. If development was to occur in the few areas outside of the floodplain range, it will likely be along Knightstown Road and German Road where existing residential development is located. Like Area 1, extending utility infrastructure to this area will aid in attracting residential development, a desire and need for the city. This area will likely attract larger, estate-style housing with lower density subdivisions. The proximity to the Blue River Memorial Park, a regional draw for sporting events, makes area 2 ideal for residential development with amenities such as shopping, recreation and proximity to the interstate.

AREA 2

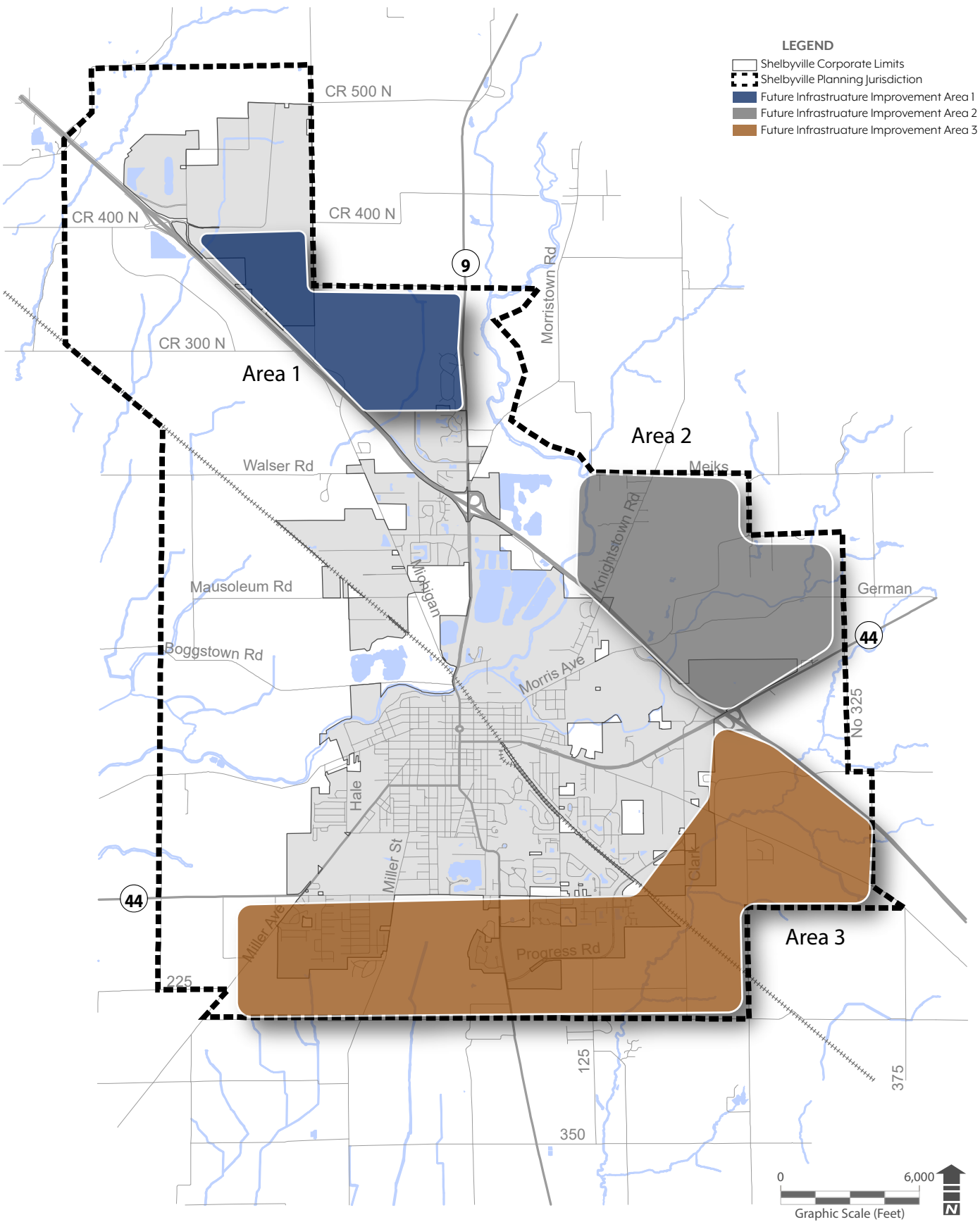


AREA 3



Sanitary, telecom and storm water infrastructure currently reaches the southernmost boundary of Shelbyville. With Progress Road running through this area, it is likely development will occur along this major corridor that will require these essential utilities. By extending essential utilities such as stormwater, sanitary sewer and water, Shelbyville can begin to attract and market additional residential development as well as some commercial development along the Miller Avenue and SR 9 corridors.

FUTURE UTILITY IMPROVEMENTS MAP



TRANSPORTATION

With three I-74 interchanges and two state highways running through the heart of the city, Shelbyville is an easy access destination for thousands of travelers every day. According to online Indiana Department of Transportation (INDOT) traffic data the I-74 corridor near Shelbyville averages between 32,000 vehicles per day (VPD) and 38,000 VPD. The northernmost I-74 interchange at Fairland Road sees approximately 5,300 VPD west and 14,500 VPD on the east, where the Indiana Grand Racing and Casino and convenience facilities are located. The middle interchange at State Road 9 sees an average of 10,500 VPD going north and 17,500 going south, which is typically considered the main entrance to Shelbyville as it provides a direct travel corridor through the downtown. State Road 9 also sees an average of 23,000 VPD just north of downtown and 7,000 VPD south of where SR 44 splits off. The SR 9 interchange also boasts some of our most recent major economic development efforts including Intelliplex Technology Park, Major Hospital and Ivy Tech Community College. The easternmost I-74 interchange is located where SR 44 and I-74 intersect. This interchange sees an average of 7,000 VPD traveling east towards Rushville and 11,600 VPD traveling west towards the main commercial corridor along SR 44. This corridor has a high volume of traffic between I-74 and downtown with an average of up to 20,000 VPD traveling SR 44 between I-74 and the downtown and 8,000 VPD traveling between downtown and I-65 to the west. These corridors have been identified as Interstates and other principal arterials (OPA) on the road classification map to the right.

OUR CURRENT FUNCTIONAL CLASSIFICATIONS

The Federal Highway Administration (FHWA) defines functional classification designations based on the priority of mobility for through-traffic versus access to adjacent land. In other words, streets are designed along opposing continuum to either connect to destinations or to carry through-traffic. Other important factors related to functional classification include access control, speed limit, traffic volume, spacing of routes, number of travel lanes and regional significance.

Interstates, such as Interstate 74, are the highest classification of roadway. They prioritize mobility and have extremely limited access. Interstates are high speed, high volume and have statewide or national significance. They are planned and maintained by state authorities with federal oversight.

Other Freeways & Expressways look very similar to interstates, but without the interstate designation. These have regional or statewide significance.

Other Major Arterials (OPA) carry high volumes of regional traffic. They serve major cities from multiple directions and provide connectivity between cities in rural areas. Arterials provide direct access to adjacent land, but may limit the number of intersections and driveways to give generally higher priority to through-traffic. Principal arterials are spaced at two to three miles in suburban areas and farther apart in rural areas.

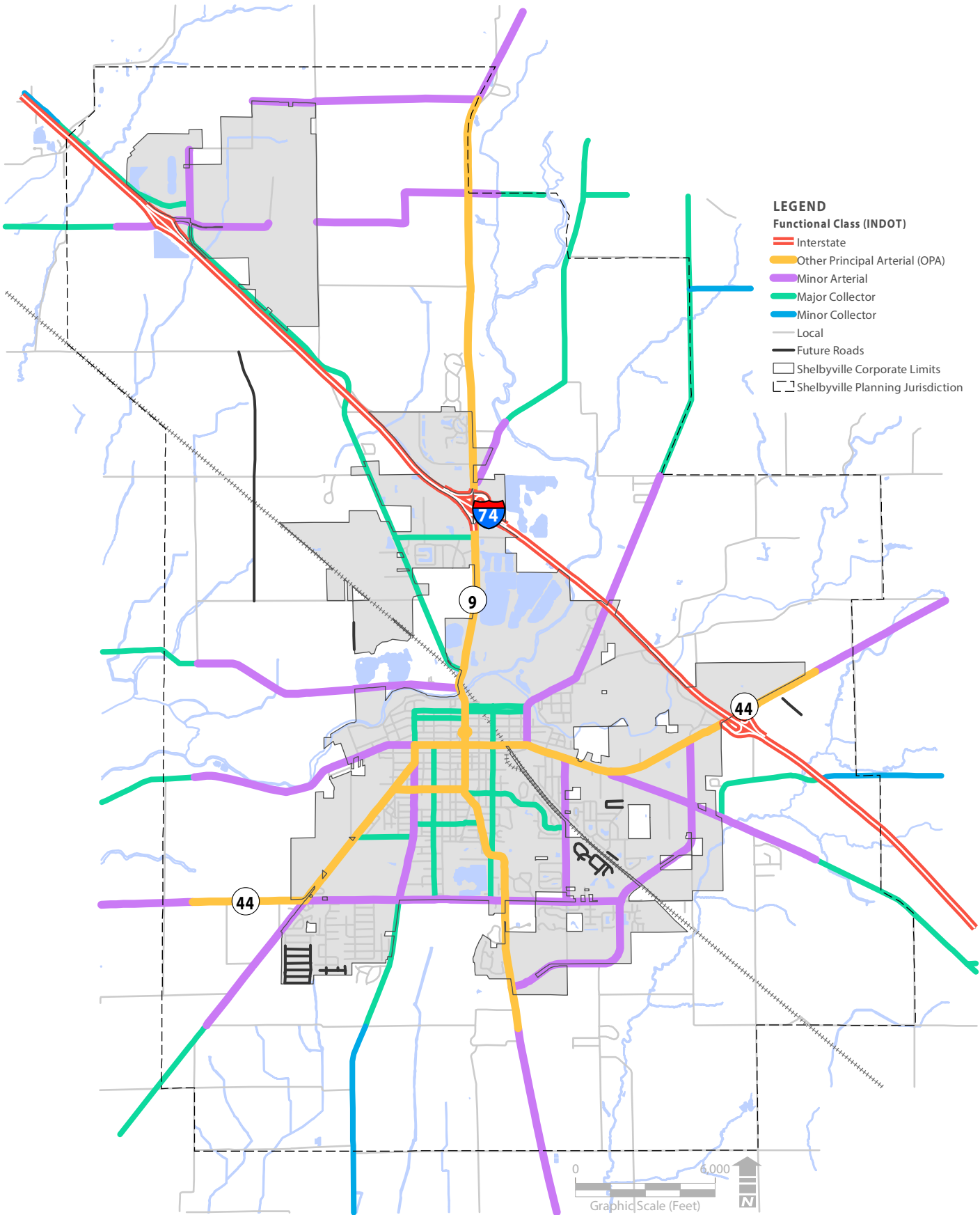
Minor Arterials are similar to principal arterials, but are spaced more frequently and serve trips of moderate length. Spacing of minor arterials is one to three miles in suburban areas and further apart in rural areas. Minor arterials connect most cities and larger towns and provide connectivity between principal arterials.

Major Collectors gather traffic from the local roads and connect them to the arterial network. They provide a balance between access to land and corridor mobility. Major collectors provide connectivity to traffic generators not already on the arterial system, such as schools, parks and major employers.

Minor Collectors are similar to major collectors, but are used for shorter trips. They provide traffic circulation in lower-density developed areas and connect rural areas to higher-class roadways.

Local Roads make up the largest percentage of roadways in the town. Their primary function is to provide access to parcels. Trips are short, speeds are lower and cut-through traffic may be discouraged. All remaining roads that are not arterials or collectors are considered local roads. In most cases, local roads are not part of the system of roads eligible for federal funding.

EXISTING FUNCTIONAL CLASSIFICATION MAP





# TRANSPORTATION ALTERNATIVES

While the primary mode of transportation is still automobiles, as Shelbyville continues to progress, there is a need to embrace and expand other forms of transportation for people to get around. These alternative modes of transportation can include walking, bicycling, ride sharing and public transit. Modern transportation planning no longer considers these alternative modes of transportation as secondary to the automobile but instead as essential components to a complete and modern transportation system. The recently completed Bicycle and Pedestrian Master Plan document provides a comprehensive framework for the future of the trails and sidewalk network in Shelbyville and should be used as the guiding policy document regarding major alternative transportation improvements moving forward. Below are some additional community resources which are important to consider as additional alternative transportation improvements are considered:

CIRTA (Central Indiana Regional Transportation Authority) provides ShelbyGo, an on-demand public transportation system, used primarily for Shelby Senior Services. The ShelbyGo Loop operates within the city limits between 9:00am to 3:00pm on Mondays thru Fridays. This bus system also services a majority of Shelby County from Fountaintown in the northern part of the county to Flat Rock in the south.

Because of its proximity to Indianapolis, Shelbyville has the opportunity to encourage an extension to the IndyGo bus system for commuters that travel I-74 to Indianapolis. Currently, the IndyGo bus system goes as far as County Line Road on the border of Marion County and Johnson County along Emerson Avenue. Another route runs along SR 31 into Johnson County.

With the popularity of private companies such as Uber and Lyft, individuals who need public transit outside of the service times are likely to utilize these services to get to work, home or school.



Illustration of trails used for bicycling and walking  
Source: trailink.com



Co-Rider companies Uber and Lyft  
Source: theatlantic.com



2012 4th Annual Mayor's Bike Ride  
Source: indianatrails.com



ShelbyGo by Shelby Senior Services  
Source: shelbysenior services.org

## COMPLETING THE TRANSPORTATION NETWORK

Other alternative modes of transportation include walking, bicycling or skating, utilizing trails, sidewalks and bicycle lanes. According to public input, a majority of residents support investment in additional trail and sidewalk connections, completing a network of safe alternative routes to key destinations. This is also representative of the public input and overall goals of the 2015 Shelbyville Bike and Pedestrian Master Plan. This plan's goals and recommendations identify what bike paths, trails and sidewalk network may look like in the future and are included in this plan by reference. The Bike and Pedestrian Master Plan helps identify where connections are to be made to key destinations throughout the city, and expand to regional bike and trail routes to adjacent communities.

CURRENT ZONING

The current zoning map to the right is used to designate appropriate uses and regulate future land uses and development throughout the comprehensive plan process.

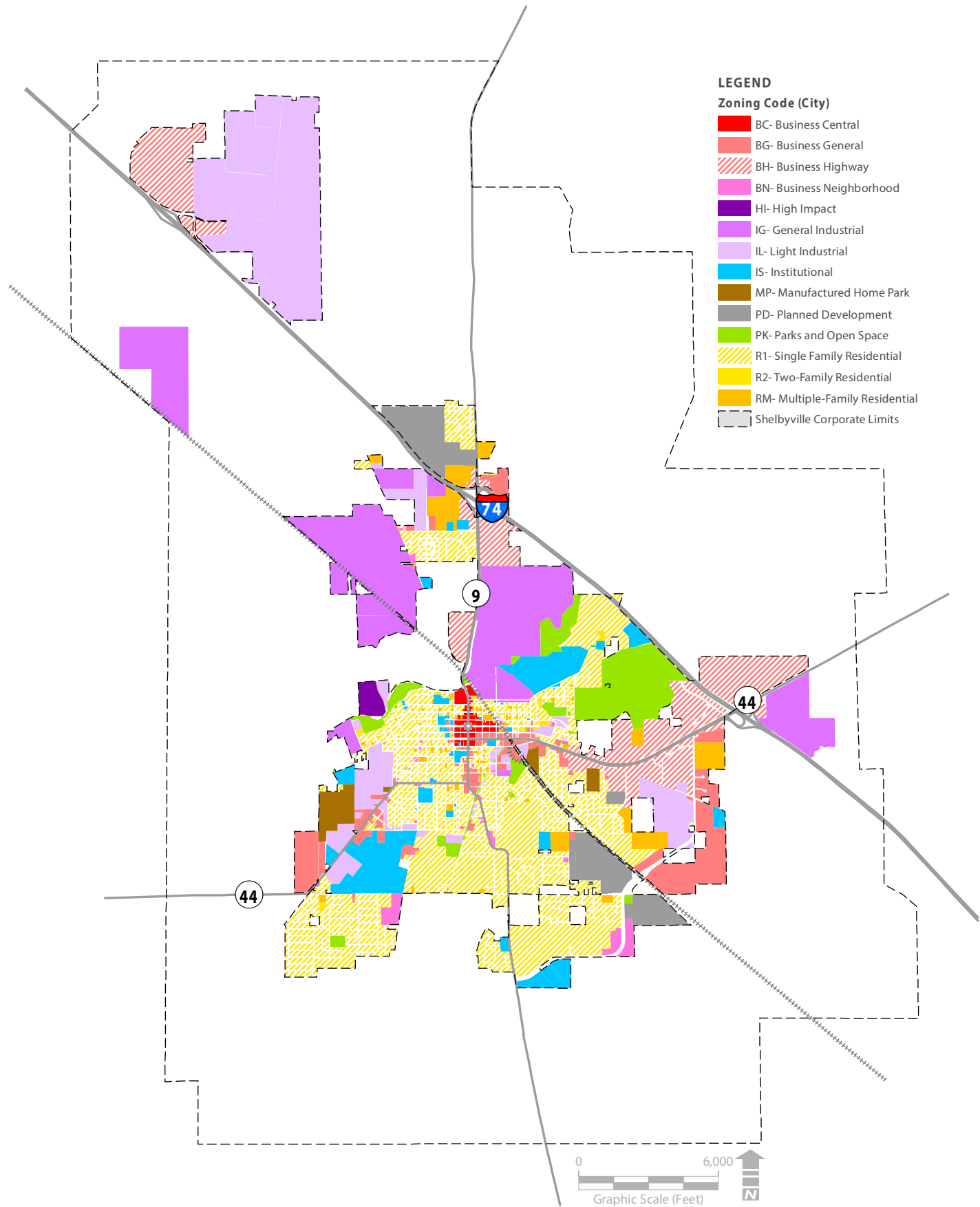
Most of central Shelbyville, around the downtown core and south of the downtown, is classified as single family residential. This residential area is a mix of densities including R1 single family residential, R2 Two-family residential, as well as RM multiple family residential.

Large portions of the city's north and northwest side are zoned IG general industrial and IL light industrial. This has been driven by the presence of readily accessible transportation infrastructure and large tracts of land. Industry in this area has also been driven by the recent focus on making strategic utility and roadway infrastructure investments, including Tom Hession Drive. Ease of utility access, available land and upgraded roadways have been planned to attract industries to locate or relocate here, and the city is experiencing positive impacts because of those investments.

Many areas along the major corridors of I-74, SR 9 and SR 44 have been zoned BH business highway. This provides flexibility to allow a variety of uses which will help drive additional commerce along these busy transportation corridors. Specific design standards have been adopted in each of the commercial zoning districts to ensure that what is built in these highly visible parts of the community meet, the architectural and aesthetic qualities that will convey a positive message about Shelbyville.

It is important to understand the density classifications and existing conditions of the community before creating the future land use map identified later in this chapter. Making sure there is consistency with existing zoning and future land use helps drive development success for both the city and any developer looking to rezone or develop.

EXISTING ZONING MAP





COMMUNITY GROWTH AND LAND USE

The largest recent community growth occurred in 2006 with the annexation of land near the airport. This new land area included the Fairland Road interchange along I-74 which is where the casino and horse racing track are located. There has been some growth in the area since it was annexed into the city but there is still a lot of opportunity left for future commercial and industrial growth.

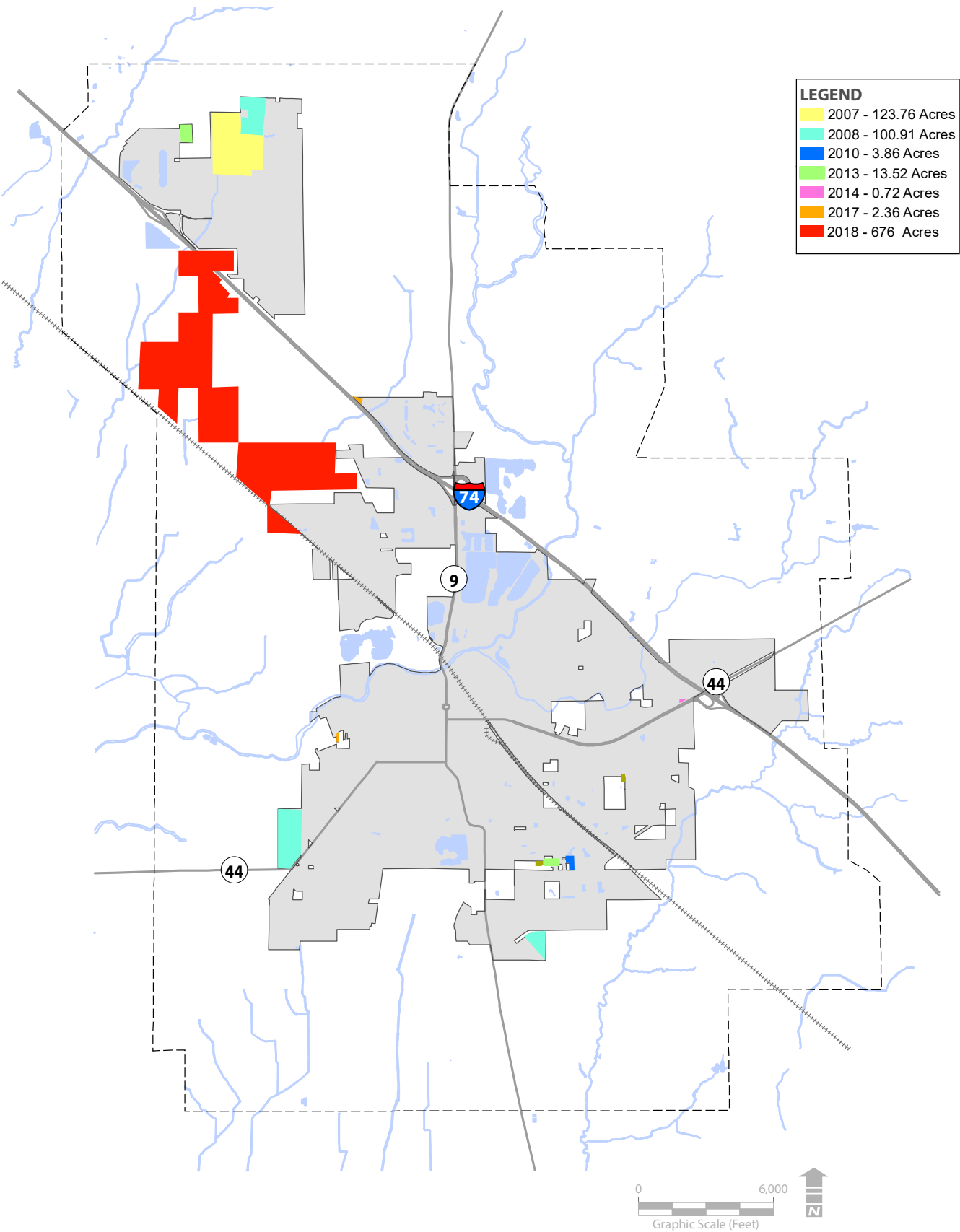
Since 2007, Shelbyville has added a little over 920 acres of additional land into the city. Most of this has largely been driven by requests related to specific economic development opportunities. The map to the right depicts the areas which have been added to the city through annexation since 2007. As illustrated, the total area added is minimal when compared to the overall size of the corporate boundaries.

The city expects the need to add land to Shelbyville to continue as new opportunities are identified. Most of this growth will likely be located where utility service is available and near recent investments such as Tom Hession Drive and Commerce Parkway. The 676 acres along Tom Hession Drive recently annexed for an industrial project is an example of the attractiveness for economic development opportunities. The investments in this area were identified during the previous plan and the growth policies in that area have remained consistent with that original vision. As the city looks to further expand industrial and commercial capacity, it should look for future opportunities to responsibly and equitably add new areas. The city's physical growth, as it occurs, will be measured in proportion to the strategic need to continue to enhance basic demographic needs.

As future growth needs are identified, it is important the city be transparent and keep consistent conversation with Shelby County neighbors to help ensure everybody's needs and concerns are adequately addressed.

Additional land use and land availability discussion occurs later in the document, including an updated future land use map and growth area boundaries map.

EXISTING COMMUNITY GROWTH MAP



# BUILT ENVIRONMENT (BE) OBJECTIVES

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## BE Objective #1

Formalize the city's future growth boundaries.

## BE Objective #2

Guide healthy development patterns using future land use mapping.

## BE Objective #3

Transform the city's current housing stock and neighborhoods.

## BE Objective #4

Invest in safe and efficient transportation networks.

## BE Objective #5

Promote development and redevelopment of existing sites and buildings.

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# BE OBJECTIVE #1

## FORMALIZE THE CITY'S FUTURE GROWTH BOUNDARIES

As previously discussed, Shelbyville has added about 920 acres to its boundary since 2007. These annexations were essential for a variety of reasons, including super-voluntary annexations where residents or businesses desired to connect with city utilities and infrastructure. New development that has established TIF districts also required annexation. While these annexations have benefitted Shelbyville, the adjacent Shelby County land owners and residents have concerns about the future of Shelbyville's boundaries. As the city continues to employ measured and sustainable growth strategies into the future, establishing planning jurisdictional boundaries may aid in any Shelby County residents concerns about the uncertainty of future city growth.

Formally establishing the future growth boundary for the future has advantages to the city and it will also help benefit its county neighbors. This growth boundary will establish a better understanding of intended growth so outside prospects know when and where they can begin looking for opportunities to come to Shelbyville and what may happen adjacent to their project should they decide to move here. Additionally, a defined growth boundary helps Shelby County neighbors better understand where the city intends to designate certain land uses. This will open the door for additional city/county partnerships that can have broad benefits for everybody.

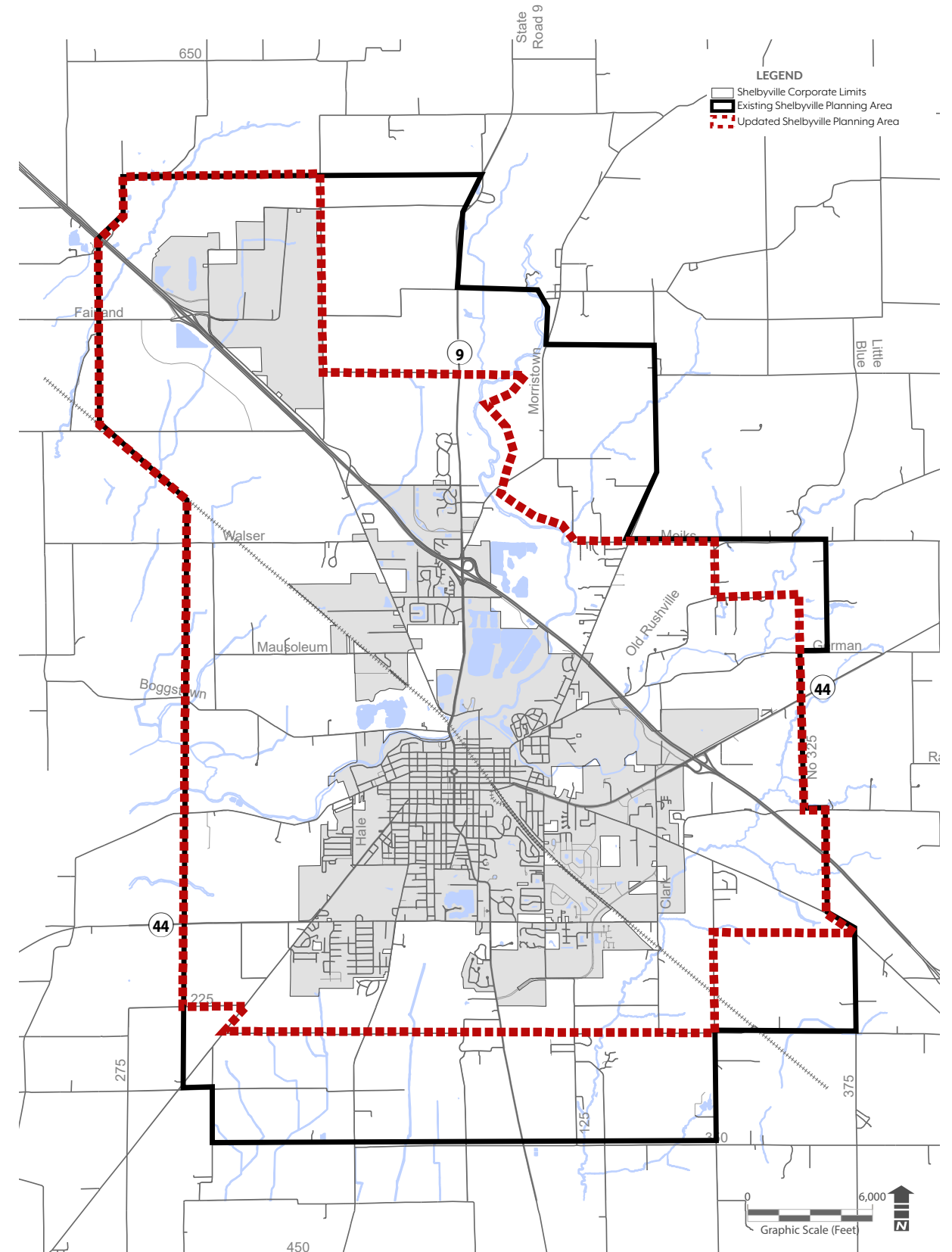
A future growth boundary will also help market specific sites and could offer unique opportunities through existing or new tax increment financing (TIF) districts as well as enable bonds to be issued to extend utility and roadway infrastructure to new development sites. The future growth boundary map on the facing page identifies the anticipated areas of growth the city expects for the next 20 years.

Once this boundary is formalized, it will enable additional planning services for everyone within its border and updated policies and ordinances.

### TRANSPARENCY

Establishing a growth boundary can help identify areas that have development potential. While development may not occur for the next 20 years, it locates the limitations of where annexations may occur. This can ease the surprise for adjacent property owners when annexation occurs. Knowing land is within the growth boundary, annexation and development may occur within this area. It is important that Shelbyville is transparent with county land owners on the fringes of the city. These land owners should also be part of any conversations regarding development, especially when roads, truck routes, drainage and infrastructure will impact their property.

## FUTURE GROWTH BOUNDARY MAP



# BE OBJECTIVE #2

## GUIDE HEALTHY DEVELOPMENT PATTERNS USING FUTURE LAND USE MAPPING.

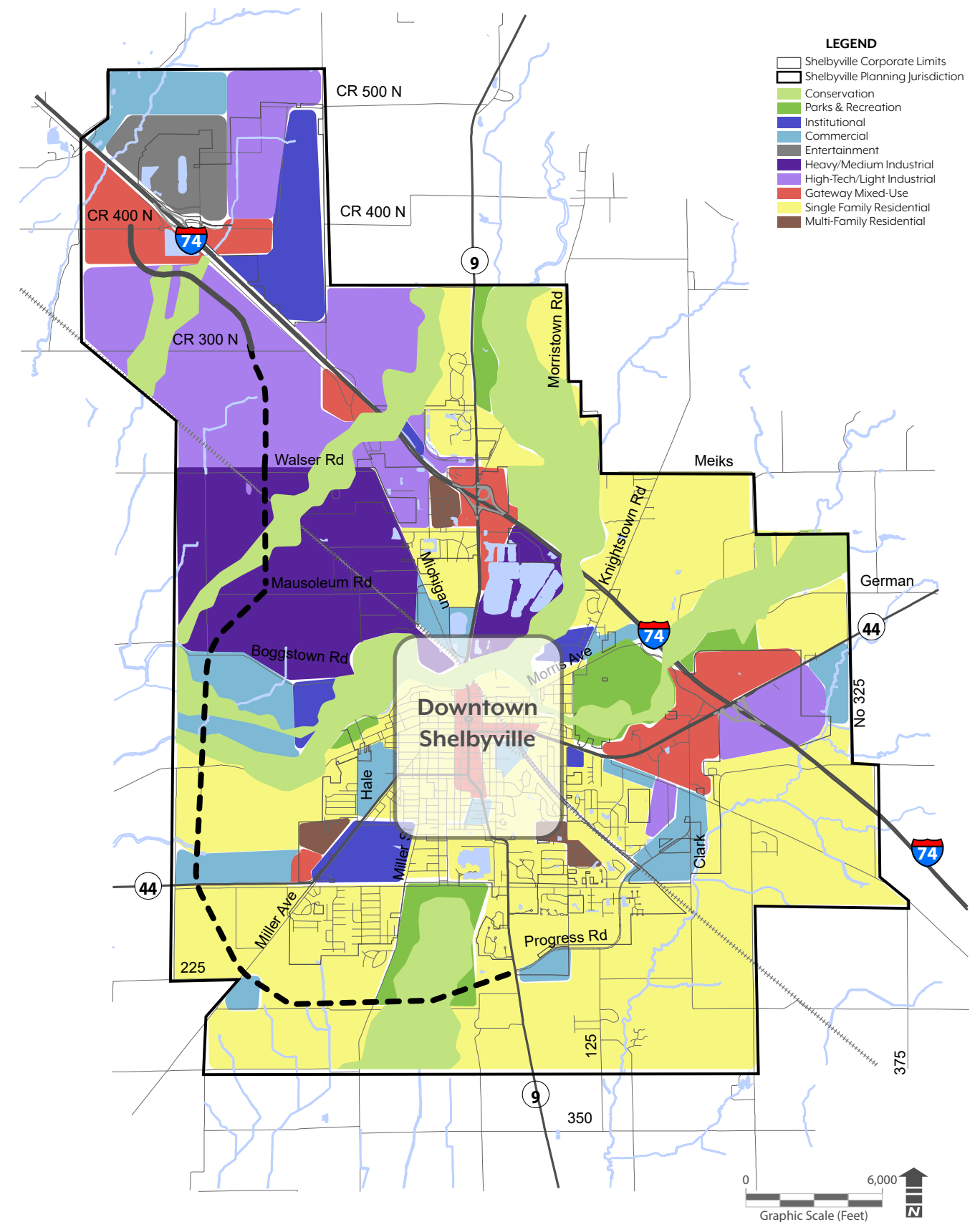
Planning ahead for where and what development occurs within and around the fringes of the city's jurisdiction is essential to attract new businesses, industry and residential development. While it is anticipated that Shelbyville won't build out to the full growth boundary within 20 years, it is important to identify areas where Shelbyville wants to focus on future growth.

Taking a closer look into land use patterns within certain focus areas is one way that Shelbyville can begin to further identify strategies for influencing use and design for development. These areas, highlighted on the future land use map to the right are explored in detail within this plan.

The future land use map to the right has been updated to include the growth boundary, focus areas, flexibility of land use classifications as well as realistic expectations for Shelbyville's future development. The land use classifications within this map have been streamlined compared to the 2010 Shelbyville Comprehensive Plan. These land use classifications have been reduced from the numerous residential and commercial classifications identified in the previous planning efforts. By reducing the number of classifications and wrapping densities into only a few classifications, this provides flexibility for developers and planning staff to determine where development based on its criteria, is best located.

Future land uses in the downtown core will be defined in the current and future downtown planning documents. This will enable a more tailored approach to land use planning which will serve ongoing downtown revitalization efforts.

### FUTURE LAND USE MAP





# FUTURE LAND USE CLASSIFICATIONS

While there may be many definitions of the classifications used within the Future Land Use Map, the following examples of density, style and character are references to determine the meaning behind these uses.

## Conservation

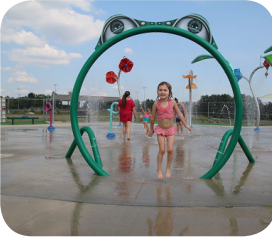


Source: forestparkforever.org



Areas of conservation identified in the Future Land Use Map are primarily located within the floodway and natural watershed areas. These areas should be protected from development. These areas could also be utilized as lineal parks to connect the built environment with nature. These areas also serve as educational catalysts to engage people with the natural environment.

## Parks and Recreation



Source: visitbloomington.com



Source: HWC Engineering

Parks and Recreation spaces are essential to a community's quality of life. Parks are not limited to only playgrounds and ball fields, they can provide gathering spaces, pavilions for families to get together, programming efforts and community spaces for events. This land use should be managed by the goals and vision of the 2018 Shelbyville Parks and Recreation Master Plan.

## Institutional



Source: facebook.com



Source: Shelby County Tourism

Quality schools and educational facilities are essential to the future of Shelbyville. Residents take pride in the school they attend, so land around the schools should be protected from certain uses to ensure the safety and future expansion plans for schools and their students. Institutional uses also include hospitals, medical facilities, fire and police stations as well as churches. Preserving land for institutional uses is important for future growth and potential for expansion.

## Commercial



Source: Meyer-najem.com



Source: utzrealestate.com

Commercial areas may include a mix of retail and commercial office. These areas identified in the Future Land Use Map are intended to act as buffers between industrial uses and residential. Commercial areas also serve the local needs of the area; convenience shopping or medical offices may serve as neighborhood commercial hubs. The commercial classification is also located along corridors where shopping, amenities and business office exposure is highest.

## Entertainment



Source: rebusinonline.com



Source: thrillist.com

Primarily located around the casino, this entertainment classification includes not only the casino and race track, but the areas surrounding the interstate interchange. The development around the interchange should compliment the casino and racetrack operations while providing an attractive city gateway. Development may include retail, hotel and restaurants.

## Heavy/Medium Industrial



Source: capitalindustries.com



Source: archiexpo.com

Shelbyville's heavy to medium intensity industrial has grown over the last decade. This use is located in areas in industrial parks and best located along major corridors or the rail line. Industrial uses should be buffered from farm and residential uses by commercial or a light industrial use.

## High-Tech/Light Industrial



Source: today.lbl.gov



Source: rebusinonline.com

As the industrial use classification is changing to more clean energy, warehouse and high-tech industrial, this classification is one that Shelbyville has been focused on. Located along the major corridors, this use is intended to capture the regional attractiveness Shelbyville has. High tech industries may be a mix of smaller buildings to large multi-level warehouses.



Gateway Mixed- Use



Source: indystar.com



Source: archamerica.com

The mixed use classification can be a variety of things to developers and city officials. This mixed use classification on the Future Land Use Map is intended for gateway-type development. In this case, mixed use development can mean retail, office, and multi-family residential. These uses may be located on the first or second floor of a scale-appropriate building, or serve as a stand alone building. This gateway mixed-use classification gives flexibility to the types of uses best suited for the gateway areas of the city.

Single-Family Residential



Source: washingtonmonthly.com



Source: shutterstock



Source: denverpost.com



Source: redfin.com

Single-family residential can indicate a few varieties of densities including high, medium and low densities. High density residential has limited set backs while medium density may be a traditional development of 2.5 units per acre and low density may include executive housing types with large lots and yards. Oftentimes utility and infrastructure needs determine the type and location of housing and if development makes fiscal sense. Because Shelbyville has strong utility and infrastructure accessibility, a variety of these single-family residential types should make sense almost anywhere there is available infrastructure. Smart growth principals have influenced planning of residential areas based on these aspects. Pocket neighborhoods are becoming popular with the desire for community-neighborhood based living. Pocket neighborhoods can be infill redevelopment opportunities on a few empty lots, or may include a new subdivision planned specifically for neighborhood engagement. With front-yard amenities and parks, pocket neighborhoods are tight-knit developments that are considered higher density than traditional residential development.

Multi-Family Residential



Source: artistryindy.com



Source: apartments.com

Just like single-family residential use classifications, multi family residential can mean a variety of types of development. Multi-level, large and high density apartment complexes are the first that come to mind. These apartments are ideal for young professionals, students, adults who travel often, or older adults who do not wish to keep up with the maintenance of a home. Large apartment complexes are becoming more attractive due to the amenities that come with the rent. Door to door trash and recycling programs, pool and recreational spaces are oftentimes available. The multi-family residential uses are located along gateways, and act as buffers between commercial/retail uses and single family residential uses. Multi-family residential should also be closely located to park spaces and shopping assets.

Downtown Shelbyville



Source: 2011 Shelbyville Comprehensive Plan



Shelbyville continues to work towards accomplishing the goals in the Downtown Opportunities Plan that references the Downtown Shelbyville Future Land Use Map. The land uses identified in this future land use map are specific to downtown, meaning the business district use is different than that of the commercial use identified in the Future Land Use Map of this plan update. By utilizing this downtown future land use map, Shelbyville can focus on downtown-specific development. The areas around downtown should compliment these uses and not compete.



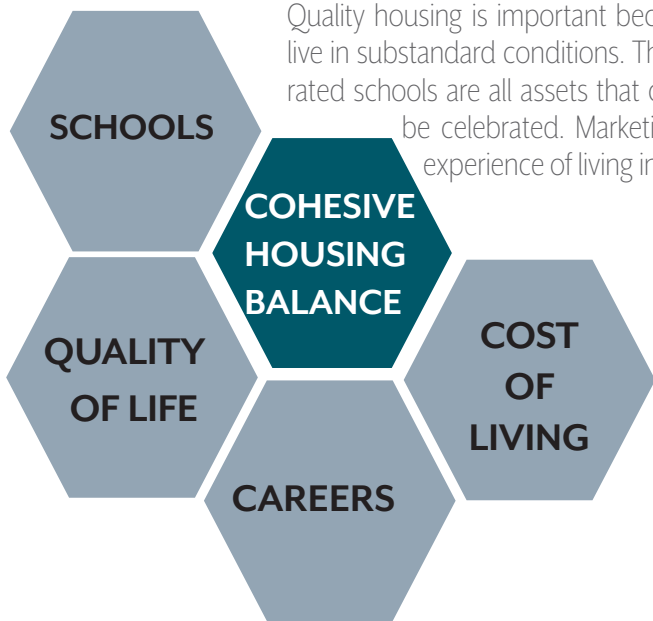
# BE OBJECTIVE #3

## TRANSFORM THE CITY’S CURRENT HOUSING STOCK AND NEIGHBORHOODS

As previously mentioned, Shelbyville’s current housing stock is aging and that adversely affects the city’s potential for recruiting new residents to the community. Many older neighborhoods boast a traditional neighborhood form that should make them attractive places to live but they have suffered from limited or no homeowner association oversight, poor property upkeep or conversion to rentals. This negatively impacts the beauty and attractiveness of these neighborhoods and has led to declining home values which ultimately hinders the ability to attract the building of new housing stock the city needs to sustain its population.

According to public input, Shelbyville is in need of different housing products than what exists today. With manufacturing, medical jobs and Shelbyville’s proximity to Cincinnati and Indianapolis, there is opportunity to broaden the current housing stock to attract people of all incomes and lifestyles. One issue facing the city is the lack of executive housing for higher income households. Many of the families that can afford a higher cost home choose to live either in the County where land is plentiful, or in adjacent communities.

Driving new housing development does not just mean building new homes, it requires investment in the community. Shelbyville’s water and sewer infrastructure can currently support new residential growth. Access to this infrastructure is reasonable in most areas of the city’s jurisdiction. Roads, streets and sidewalk infrastructure is also accessible for new development, especially in the north, northeast and east side of Shelbyville. It is important to the community that residents be able to use alternative modes of transportation to get to where they need. Providing sidewalks, trails and bike paths should be required, where applicable, for new development. This has become a standard for development requirements throughout most communities in Indiana.



Quality housing is important because it impacts everybody’s quality of life, not just those who must live in substandard conditions. The city’s rich community programs, developing trail system and highly rated schools are all assets that create a cohesive balance for successful housing growth and should be celebrated. Marketing and positive messages is one way Shelbyville can enhance the experience of living in a prideful community.

### Existing Residential Types



Source: HWC Engineering



### PUBLIC’S INPUT ON HOUSING

- 70% Agree the public education system in Shelbyville meets the needs and expectations of its residents.
- 58% Disagree rental housing is well maintained by property owners.

### RESPONDENTS...

- 1 think negative perceptions affect community pride.
- 2 feel there is an issue with blighted properties and building maintenance.
- 3 think Shelbyville can support more living options for seniors.

Rental housing is burdensome for building and code enforcement departments. To stem this, some communities with high numbers of properties owned for rental purposes have created programs for annual rental property inspections. These programs help ensure the safety and livability of all properties within the community and help enforce adherence to common maintenance requirements. Programs can be custom tailored to a community’s specific needs but they often require a property owner to register their rental property with the city and schedule annual inspections to ensure the safety of the building for occupancy. As part of the public input process, residents voiced concern regarding existing housing conditions. Assurance of maintenance can also increase overall neighborhood pride as properties are maintained and community image is restored. It is recommended that Shelbyville aid property owners with incentives such as facade grants or community clean-up days that encourage property owners and neighborhood groups to work together to improve the overall image and pride of neighborhoods.



INCENTIVE HOUSING GROWTH

The most common concern voiced by residents during the public input process was that there is not enough housing growth to sustain the schools and workforce within Shelbyville. A desire for a specific housing product was also voiced. However, there are factors that have detracted developers from locating and building in Shelbyville. The 2017 Housing Demand Study identified there will be slight residential growth each year for Shelbyville, however, it does not identify how Shelbyville can achieve greater growth and what product type is demanded for that growth. Shelbyville should consider investing in programs and messaging to attract additional residential growth.

According to the public, there is a desire for both higher level housing and demand for affordable housing. The challenge with these terms is that these differ for each community. What does affordable housing look like for Shelbyville? Affordable housing, according to Shelbyville’s median wage, is housing between the \$75,000-100,000 range.

HOUSING DIVERSITY

Providing incentives for housing developers to invest in Shelbyville will aid in managing the city’s growth and locations in which the city wants to focus on specific development types. Many cities are competing to attract young professionals and diversity in income levels. In order to do so, some cities have adopted grant and loan programs to incentivize individuals to chose to live there.

St. Clair County, Michigan provides up to \$15,000 to young graduates who have completed a degree in a STEAM program (science, technology, engineering, arts or math) to live and work within the county. This program named the Come Home Award is meant to target young people who are ready to start their adult lives.

Baltimore, Maryland provides two incentives for new home-buyers and those looking to invest in one of Baltimore’s vacant properties. A \$5,000 forgivable loan allows new residents to buy or build a new home or up to \$10,000 toward a down payment on an abandoned or vacant home.

A VARIETY OF HOUSING TYPES

What should the future of housing in Shelbyville look like? The city needs a good mix of housing types, architectural styles and price points to make sure they can supply the needs of a broader cross section of residents. One specific type of housing mentioned repeatedly during the planning process was “executive level” housing. This type of housing would appeal to professionals and executive level residents with price points beginning in the lower \$300,000 range. According to the recent real estate market indicated on realtor.com, homes within Shelbyville are listing at \$125,000 and selling for \$110,000 and are on the market for an average of 71 days. This means the city has a lot of work to do in order to attract higher price point housing products to the community. The images below depict other styles of housing to consider as the city looks to expand housing opportunities for the residents.



Source: indycondos.com

Townhouse style living is conducive to both owners and renters. Maintenance is low and offers the density of apartment living with only one or two shared walls.



Source: cooltownstudios.com

At a lower scale suitable to Shelbyville, downtown lofts are attractive to both young and elderly individuals without the hassle of outdoor maintenance.



Source: Calatlantichomes.com

Executive housing, or large-lot residential houses are attractive to executives, or higher income individuals.



Source: annexjax.com

Traditional in most communities, single family detached living is most attractive for those wanting independence from denser living such apartments, lofts or townhouses.



Source: vivahomevegas.com

Attached single-family residential units are popular for empty nester or those who want to downgrade square footage of their home.



Source: visualshows.com

Apartment and multi-family living provides amenities such as trash service, pools and recreation centers.



# BE OBJECTIVE #4

## INVEST IN SAFE AND EFFICIENT TRANSPORTATION NETWORKS

With economic success comes additional traffic on the existing roadway networks. This is an element that should be addressed at the time development is approved. With the 2017 Downtown Opportunities Plan redesign of the downtown square near the intersection of SR 9 and SR 44, truck traffic will need alternative routes to get around Shelbyville without traveling through downtown. As identified in the 2010 Shelbyville Comprehensive Plan, an outer loop roadway was proposed that would bypass Shelbyville while providing additional development opportunities. Tom Hession Drive is one segment of this outer loop that has been completed. Being completed in phases as investment occurs, the Tom Hession Drive project has already seen development interest. As it continues to develop along the western side of Shelbyville, the connection to the Progress Parkway will complete this outer collector loop.

### Complete Streets

As previously mentioned, Complete Streets aren't just roadways that provide bicycle lanes and sidewalks. What makes a complete street is providing and planning ahead for future needs and expansion. It is important that Shelbyville requires proper right-of-way to extend services such as trails, traffic calming mechanisms or additional traffic lanes where appropriate. The concept of complete streets isn't a one-size-fits-all concept and should accommodate the specific challenges roadways and streets face within the area. Some examples of complete streets for rural and highway design are below:

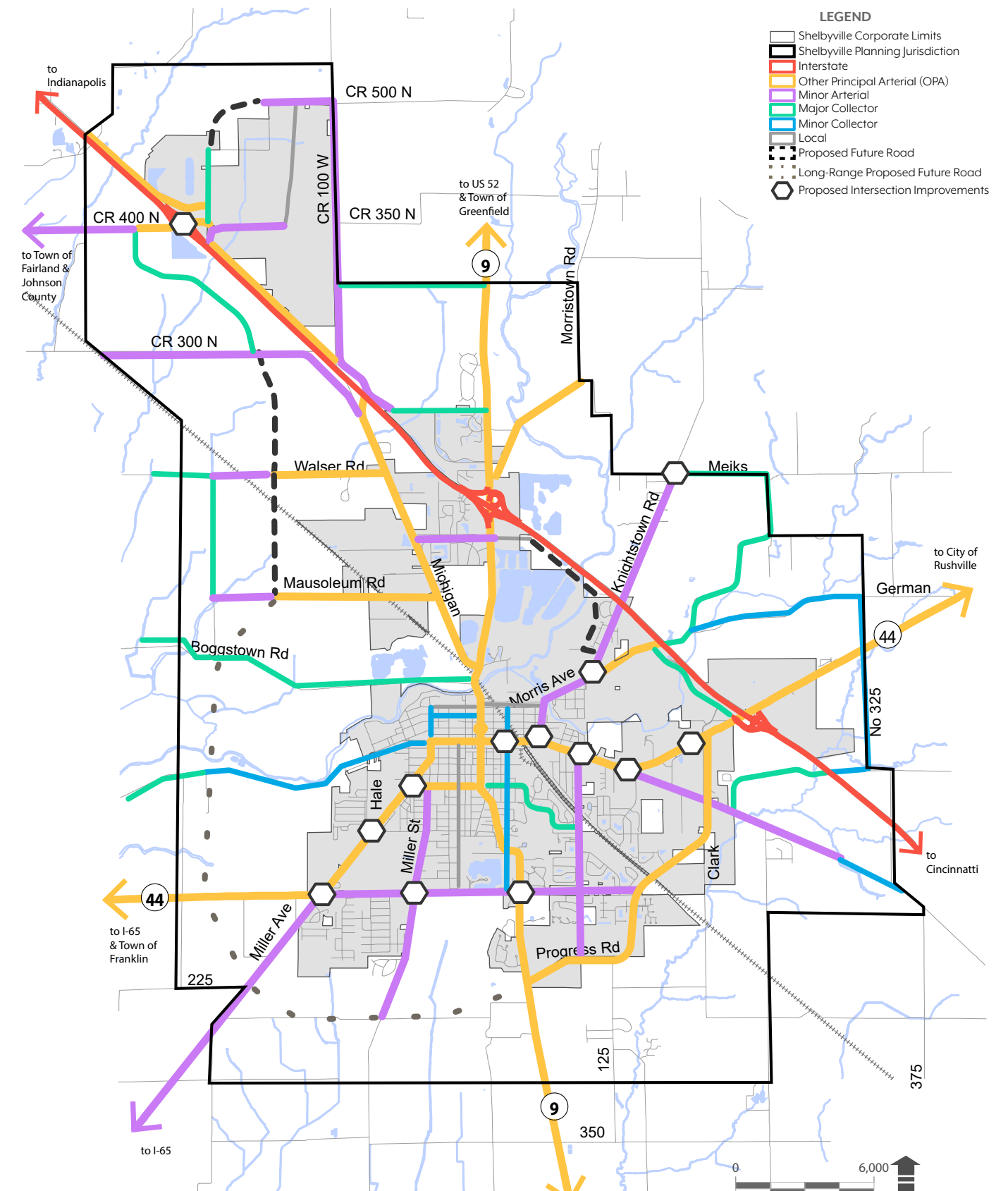


Trinity Highway, Willow Creek California  
Photo: Walkable and Livable Communities Institute



Robinsville, NJ  
Photo: Greater Mercer TMA

## FUTURE THOROUGHFARE MAP



# BE OBJECTIVE #5

## PROMOTE DEVELOPMENT AND REDEVELOPMENT OF EXISTING SITES

With the city’s unique rural-city community character, it is important that some areas around Shelbyville be preserved as rural, agricultural or open space rather than developed by warehouse, commercial, residential and industry. Historically, annexations within Shelbyville have been driven by development. While open areas are attractive to businesses and developers, there are alternative sites that are developable within Shelbyville that can be utilized as well.

Aside from greenfield sites, development can occur on existing sites that are not being utilized to their highest and best use. Sites may be small empty parcels of land or larger parcels with existing structures. Shelbyville has properties that could be considered as sites suitable for development or redevelopment without having to develop on the outskirts of the city. These developable sites may already have water, sewer and road infrastructure that can be attractive to cost-effective businesses.

### REDEVELOPMENT OPPORTUNITIES

With a variety of open and available land, it is easy for business owners to choose the path of least resistance and build a new structure than choose an existing building for redevelopment. Shelbyville has vacant properties suitable for commercial, retail and potentially industrial uses. The longer these structure sit vacant, the more opportunity for deterioration to occur. Some areas where the public has indicated potential redevelopment opportunities include the following:



Source: HWC Engineering

Located at the northeastern gateway into the city, this primarily vacant shopping center can be redeveloped as a retail hub for the community. With Wal-mart, gas stations and restaurants nearby, additional retail suitable for the community should be considered. This area is also part of a focus area within the plan. See Chapter 7 for additional details.



Source: HWC Engineering

The old hospital site located west of the downtown center is another example of a developable site ready for redevelopment. This site sits as a buffer between the downtown center retail and businesses and the existing residential neighborhoods.

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# 06 COMMERCE & ECONOMY





# COMMERCE & ECONOMY

Shelbyville's advantageous location between Indianapolis and Cincinnati has helped build the existing industrial and employment base. With a robust transportation system, Shelbyville has increased its employment by attracting manufacturing and industry. With the hospital, Ivy Tech Community College and Indiana Grand Racing and Casino at two of the three interchanges along I-74, many individuals working at these facilities are likely to come to Shelbyville from adjacent areas to work. Areas, according to the commuting information previously covered, which include Indianapolis, Johnson County, Hancock County and Rush County. In order to continue to be competitive in the modern economy, the city must continue to expand the high technology manufacturing base by improving key areas that may be more attractive to businesses and residential development. At the end of the day, Shelbyville should be a place where people live, work and play. Below is a list of the major assets and opportunities Shelbyville currently has to achieve greater economic development success, and by extension, greater prosperity.

## OUR GATEWAYS:

Shelbyville is not fully utilizing its primary community gateways along I-74 to its highest and best potential. Each of these previously discussed interchanges should be viewed as a 'welcome' to the city and possibly the only chance to make a first impression for the thousands of people traveling I-74 daily. The city has an opportunity to capture the attention of this traffic in a unique way which will lead them to explore other areas, including downtown.

## OUR DOWNTOWN:

Shelbyville has one of the most intact original downtown cores of any community in the state. The city has made great progress in recent years to identify and implement a plan to help revitalize the downtown core, but there is more that can be done. The city should embrace unique and creative ways that strengthen the traditional fabric of this symbolic heart of Shelbyville while also keeping an open mind towards future ideas that may help catapult this part of the community into a new renaissance.

## SMALL BUSINESS OPPORTUNITIES:

Expanding opportunities for additional small business activity goes hand in hand with downtown revitalization. The city already boasts a variety of successful shops and businesses, but there is a need to continue to strengthen the small business environment to help reduce barrier to entry and boost support for local businesses during those critical first five years of operation.

## THE BLUE RIVER AND OTHER NATURAL RESOURCES:

There are natural assets within the community that hold tremendous potential for increased recreational and commercial opportunities. The city needs to begin thinking of creative ways to view natural resources as an asset that can help propel local activity and tourism for Shelbyville.

## RETAIL OPPORTUNITIES:

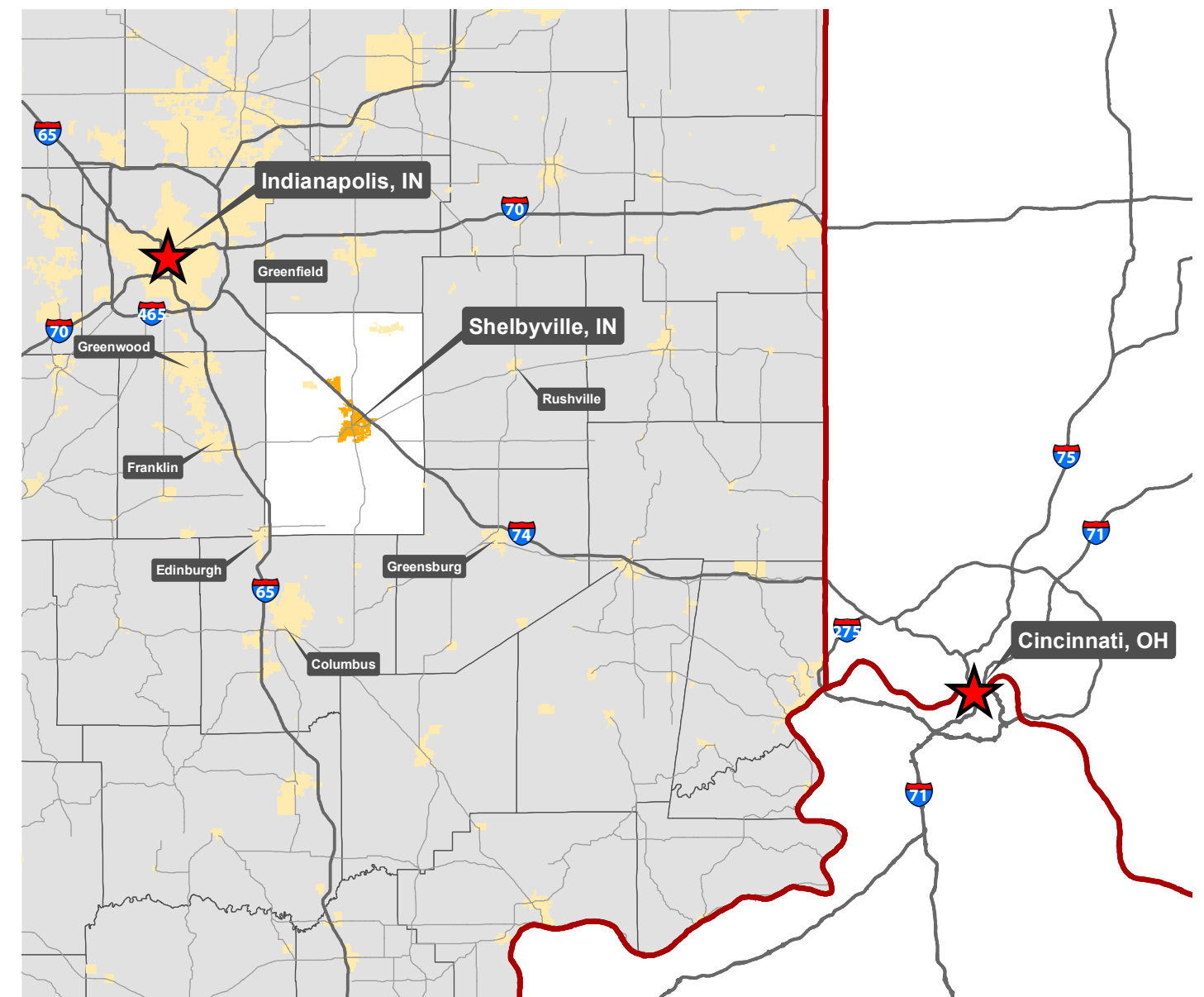
Shelbyville has a strong retail climate and the recent retail study reinforced the fact that it's already a regional shopping and dining destination. The city's current retail climate can be expanded, especially along SR 44 which is the most highly traveled commercial corridor. The city should look for ways to improve the appearance of this part of the city and fill the currently empty buildings and land with new and exciting restaurants, stores and other businesses.

## WORKFORCE DEVELOPMENT:

One major local tool is Advantage Shelby County, a partnership between Ivy Tech, Shelby County and the City of Shelbyville for college assistance. This scholarship program was the first of its kind for a community of its size and it offers higher educational opportunities to high school graduates within Shelby County through immersive learning programs for technical skilled labor workforce and office and business administrative workforce.

## REGIONAL OPPORTUNITIES

One of the primary competitive advantages is the city's prime location within the region. Shelbyville is located within the Indianapolis MSA and very close to the Cincinnati MSA. Its location along I-74, coupled with the three interchanges which exist within the city can and should be primary drivers for future economic success. The city's population, transportation network and prime location help position it to become a major regional destination for robust retail, commercial and residential growth. This plan helps identify some of the important first steps the city can take to better position and market itself as the regional economic destination.





BUILDING ON SUCCESSES

With the ease of access from three major thoroughfares, Shelbyville’s success thus far has been leveraged by attracting industrial development. This has been advantageous for the city, especially with the creation of the Intelliplex Certified Technology Park. This planned development was ahead of its time for the state of Indiana. Incubator spaces suited for the high-technology boom has helped Shelbyville create lasting relationships that have benefited the community as a whole, including the Ivy Tech Community Campus with their workforce programs, as well as the location of Major Hospital that provides externships to students. By having this technology park, Shelbyville was ahead of the curve by being one of the first to provide this amenity along the I-74 corridor. Now, Shelbyville is looking forward to the next big innovative success.

This motivation is being driven not only by the city’s leadership, but the residents and county leadership as well. One recurring theme brought up during this planning process was the importance of enhancing the gateways into the city. By beautifying the gateways, people are likely to venture into the city rather than simply viewing the community as a stop along the interstate. Design standards and quality development should be emphasized here as it is important Shelbyville plan for how these interchanges and buildings will withstand the test of time.

In order to promote and drive development along these interchanges, Shelbyville must ensure utility and road infrastructure is in place for in these locations. Promoting businesses and providing development incentives are ways the city can promote areas of interest. Other ways to incentivize development is through TIF (Tax Increment Financing) districts, where taxes created within a TIF district are reinvested in the district for public facilities, such as road and intersection improvements, as well as utility upgrades.

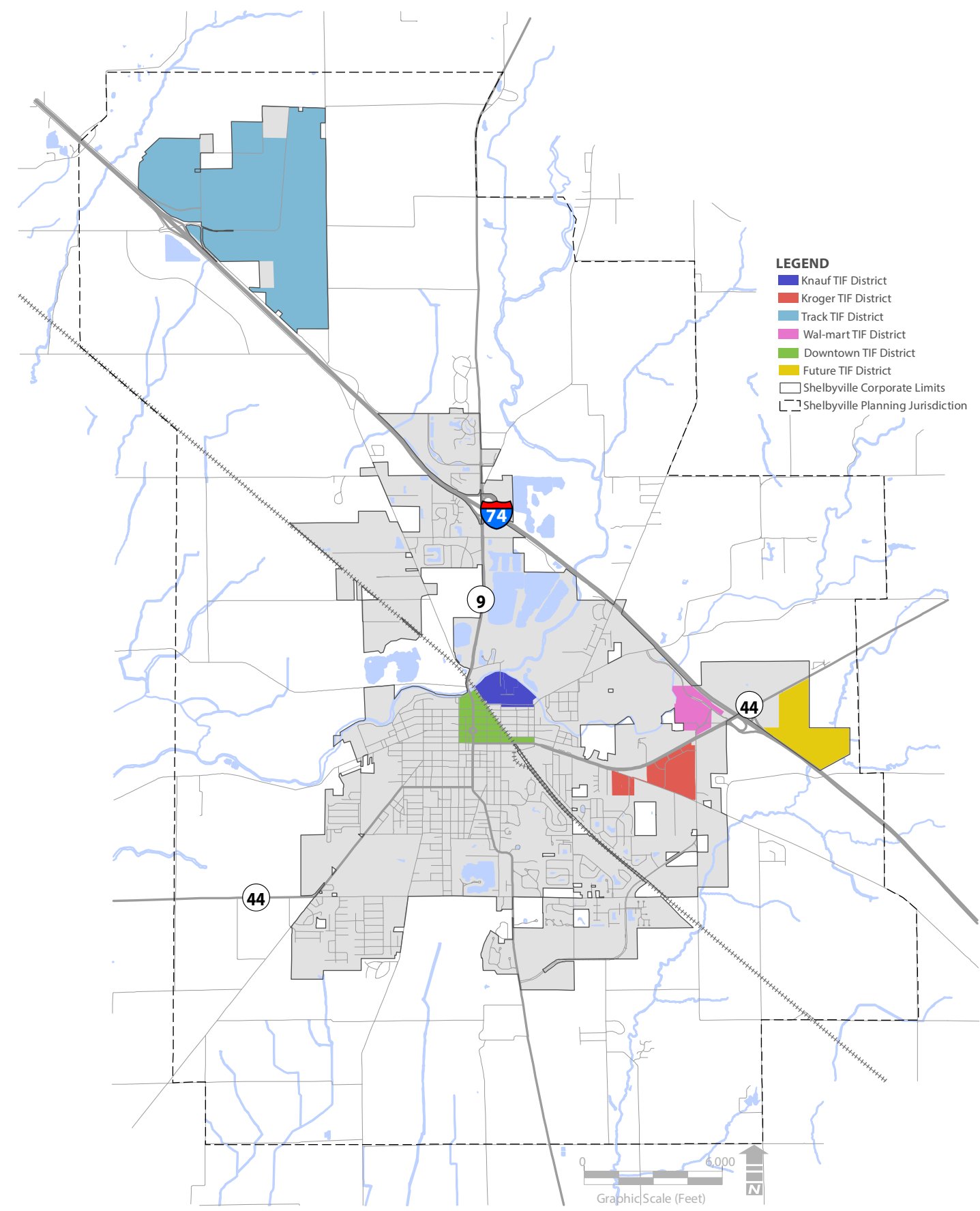
TIF AREAS

Tax Increment Finance, or TIF

With four established TIF (Tax Increment Financed) Districts, Shelbyville’s TIF districts have been primarily driven by stand-alone developers.

- [The Knauf TIF District](#)
- [The Kroger TIF District](#)
- [The Fairland TIF District](#)
- [The Wal-mart TIF District](#)

EXISTING TAX INCREMENT FINANCING DISTRICT MAP



# COMMERCE & ECONOMY (CE) OBJECTIVES

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## CE Objective #1

Promote Shelbyville as a regional destination.

## CE Objective #2

Enhance the city's primary gateways.

## CE Objective #3

Improve our infrastructure to boost future growth.

## CE Objective #4

Invest in workforce training and recruitment.

## CE Objective #5

Support local business retention and creation.



# CE OBJECTIVE #1

## PROMOTE SHELBYVILLE AS A REGIONAL DESTINATION

The combination of growth potential, location, community pride and innovation makes Shelbyville a location where people and businesses want to be. Promoting all the elements that make Shelbyville great and building upon the existing successes can make Shelbyville a regional destination as well.

Collaboration between the many organizations that promote Shelbyville can continue to be enriched with a unified voice. Promotion and marketing a unified vision is essential for the success of this plan. The city should share the overall vision for the future of Shelbyville to ensure people and organizations are on the same page to achieve a unified goal. The Chamber of Commerce is one organization that is the primary contact to regional businesses, organizations and services. By promoting and supporting local businesses as well as attracting new business to locate in the city, the Chamber of Commerce and the Shelby County Development Corporation should work very closely with the city. Whether it is promoting incentives to small businesses, connecting businesses with redevelopment opportunities, advertising education and childcare facilities or simply hosting a lunch and learning about topics around the city, the collaboration of these organizations brings together people, places and organizations to benefit the city.

As previously mentioned, a unified voice is essential in promoting and marketing Shelbyville. Updating all city staff logos, business cards, mission statements and messaging helps create a sense of unity as one established organization. Messaging about events, programs and ongoing projects should be drafted by one voice. Consistency of messaging and vocabulary is important to ensure transparency within the local government is restored.

### DEFINING OUR REGION

How is the southeastern corridor of Indianapolis different than all other developing donut areas of our state's capital? Accessibility. Affordability. Opportunity.

Being on the main corridor to regional areas such as Cincinnati, Shelbyville has an opportunity to become something different than other donut areas of Indianapolis. This connection to Cincinnati is essential to attract regional employers, residents and visitors. Building upon the city's innovation and forward thinking leadership, Shelbyville and the I-74 corridor can attract economic development and building investment by promoting and marketing the area as such.

The Blue River Memorial Park is an attractive destination for not only residents but visitors as well. Sports conferences and tournaments currently utilize this park because it has a variety of sports fields including, soccer, baseball, softball and cross country running. The Blue River Trail also runs through this park providing regional access for bicyclists and recreation enthusiasts.

Because of its proximity to I-74, SR 44 and SR 9, the Blue River Memorial Park should be a regional attraction including amenities, hotels and restaurants around it. Becoming a regional destination makes this park an economic driver for the city. By providing additional amenities around the park, families and teams from around the region, Cincinnati, Indianapolis, Fort Wayne and Kentucky will likely play, stay and eat when this area develops out. While the city can promote developable land around this area to the interstate, additional resources from the private sector will be able to spur more interest than just public marketing.

Another way the Blue River Memorial Park can become a tourism destination is to promote it as such. Engaging the local chamber, Shelby County Development Corporation, and regional sports associations to get the word out about this state of the art sports complex, conveniently located between Cincinnati and Indianapolis.

### CASE STUDY: Grand Park, Westfield Indiana

What has made Grand Park successful? It's public/private partnerships. Collaborating with a local developer and real estate professionals, the City of Westfield was able to set aside ground for a planned unit development designed to provide a regional sports complex. The area around this complex was designed specifically to attract and retain visitors for the area. Restaurants, shopping and hotels, marketed by the public/private collaboration has made this multi-million dollar park successful.



Source: visithamiltoncounty.com

# CE OBJECTIVE #2

## ENHANCE THE CITY’S PRIMARY GATEWAYS

With state highways and interstate access, Shelbyville has an opportunity to enhance the experience for visitors and residents more than any community outside Indianapolis. The city should utilize these gateways as an asset and promote them to encourage population, tourism and business growth.

While aesthetics can be considered extra spending, attractive gateways oftentimes drive additional development and aid in boosting community pride. Establishing a beautification program along specific entrance corridors is one way the city can make small aesthetic impacts that are attractive to developers, businesses and visitors.

With five prominent gateways into Shelbyville, these areas should contain unique character that not only markets the city, but draws visitors into the city center. Illustrated below are the identified gateways that Shelbyville should focus on.

### YOU HAVE ARRIVED

Gateway enhancements can make visitors and residents feel that they have arrived somewhere. Creating a specific character at interchanges and development around entrances can enhance the experience of entering the community. One reoccurring nearby success is Franklin, Indiana’s King Street improvements. These improvements include a new median and pedestrian design as well as aesthetics such as clock towers and Town logos. Elements such as these add flair and establish where you are.



### DESIGN AND CHARACTER

At these gateways, Shelbyville should consider overlay districts and unique design standards to ensure new development coincides with the city’s intended character. Overlay districts should not be so restrictive that they deter development from occurring. However, an overlay district should be a tool to help guide the look and feel of development in that area.

Overlay districts are typically one or two parcels, or a quarter of a mile off a major corridor, an example being CR 400 N to Fairland. This overlay follows the corridor where development should be focused on, or where there’s a constraint such as a river or existing development as an anchor. These overlays should have different design requirements to ensure each gateway is developed specific to how the community is promoting development. In communities such as Carmel, Indiana, the Keystone corridor is an example of one way aesthetics and specific design standards enhance the development along a gateway corridor.

## INTERSTATE GATEWAY OPPORTUNITIES

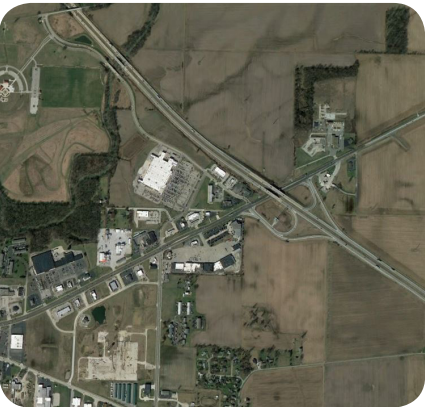
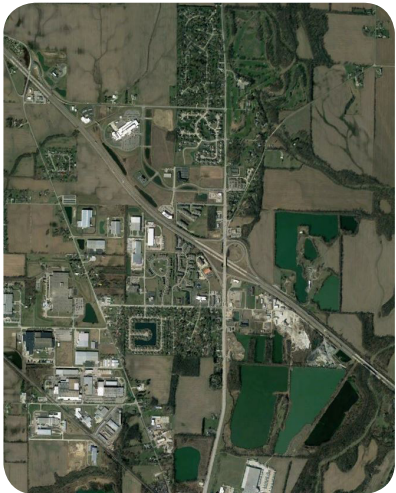


### CR 400 N + I-74

The northernmost interchange to I-74 has the greatest potential with the casino already being a regional draw. Ways to build on the success of the casino is to provide amenities that draw visitors out of the casino campus and into the county. Specific design standards can help create a gateway specific to the casino and nearby Town of Fairland. Utility infrastructure is extremely important for this gateway. Already within a TIF district, the city can expand the TIF to be able to invest in providing the necessary infrastructure to promote desired development. Additionally, the Tom Hession Drive entrance is located at this interchange. This corridor is expected to develop with industry and commercial uses. Truck traffic is an important aspect that should be considered at this interchange, especially during peak traffic times or seasons.

### SR 9 + I-74

Another gateway that can drive tourism and visitors into the city is the main interchange into Shelbyville where SR 9 and I-74 intersect. This interchange holds opportunity and potential because infrastructure currently exists, the interchange system works efficiently and there are convenience stores for highway traffic, but there is a lot of open ground available for development. This development should be designed to draw people into the city and spend time and money, not just a stop on the highway. The use of charging stations, hotels and sit-down restaurants are attractive ways to engage visitors to stay. Traveling south on SR 9 towards Shelbyville should also be considered an experience. High emphasis on design standards and specific types of development should be monitored in this area. While there can be flexible uses here, this interstate focus area is likely the first impression of the city. This is important not only to visitors, but essential in helping mold a revitalized internal perception of Shelbyville.



### SR 44 + I-74

The third interchange gateway into Shelbyville is one with the most redevelopment potential. Vacant strip shopping centers and fast-food, convenience and service shops dot the corridor into the city. Currently, the majority of people within Shelby County go to Shelbyville for their shopping needs. This interchange is where the most retail and grocery shopping is located. Redevelopment efforts at this interchange should require specific design standards to ensure that quality construction is built to the highest standard to withstand time. As the retail market is changing nation wide, it is important that buildings are able to be converted to different uses easily. Local business owners may consider repurposing existing spaces as a feasible alternative to building a facility from the ground up.



# CE OBJECTIVE #3

## IMPROVE OUR INFRASTRUCTURE TO BOOST FUTURE GROWTH

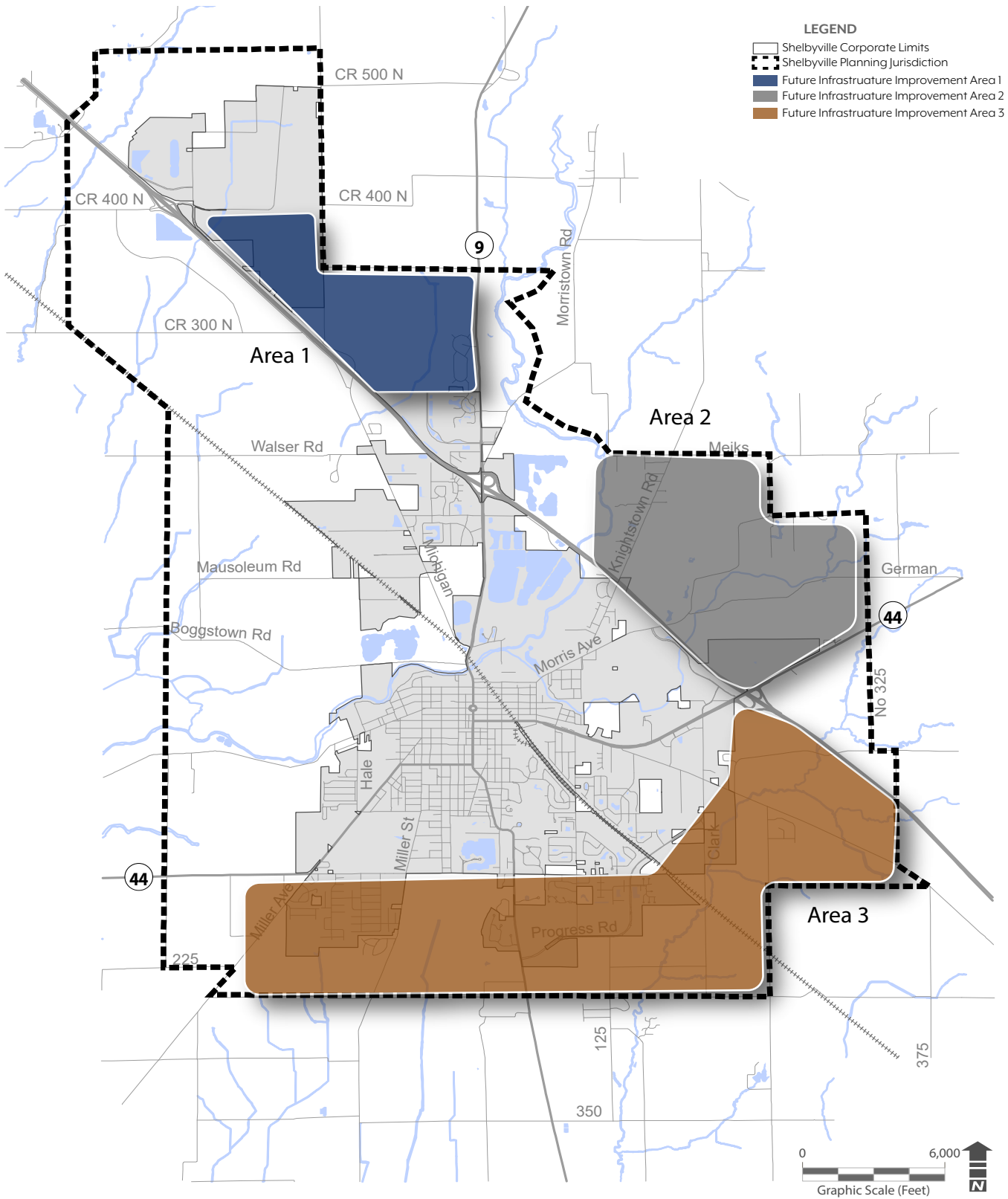
Shelbyville's current utility and road infrastructure is capable of additional growth. Identifying where that growth is located is key to providing and promoting areas where development is desired. Some of the areas identified for development include the previously mentioned interstate gateway areas and focus areas identified further in this plan. By planning ahead for anticipated growth and locations of growth, the city should invest in providing extensions to services and providing additional regional stations to service a larger area than it currently does. The map on the facing page identifies three key future infrastructure growth areas where investment should be focused on expanding storm and sewer infrastructure to become shovel-ready sites for residential and industrial development. One way to provide infrastructure to these areas is to create TIF districts in these areas. Additional funding opportunities through expanding or creating TIF districts can provide reinvestment of utility and roadway infrastructure to service the area.

### EXPANDING OUR FUTURE OPPORTUNITIES

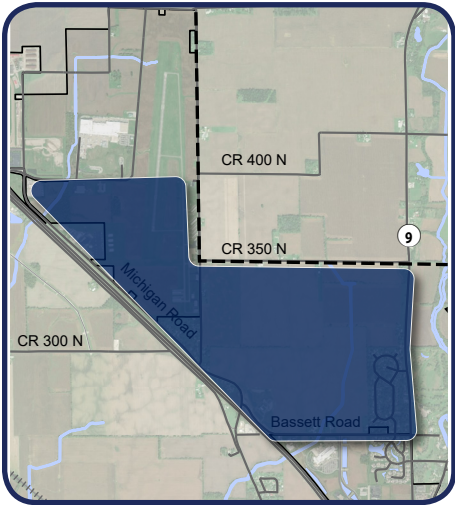
Tom Hession Drive has been a catalyst for development recently for the city. This road was created with a vision of providing an arterial roadway that connects the interstate with other areas around the city upon final completion. The first segment of this drive has already spawned development since the proper attractive infrastructure is in place, including utilities, roadway infrastructure and TIF districting.

By continuing to plan ahead with infrastructure like Tom Hession Drive in other areas of the city, new areas will become highly attractive for development and redevelopment.

PLANNED INFRASTRUCTURE GROWTH AREAS MAP

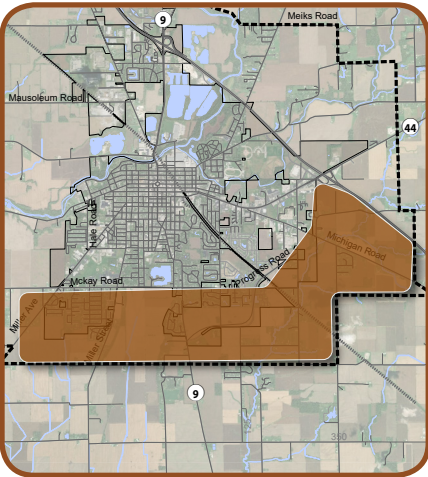
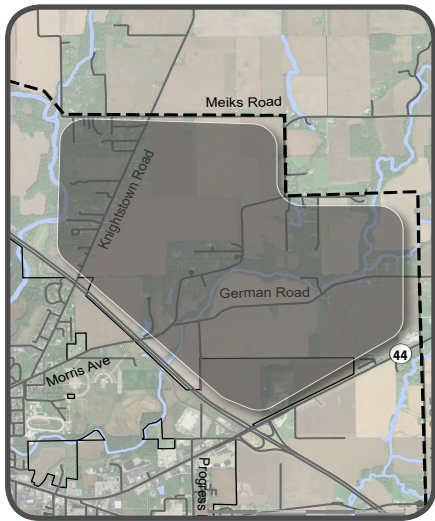


FUTURE INFRASTRUCTURE IMPROVEMENT AREAS



This area of the city was identified to help spur residential and commercial development. Sandwiched between two interstate interchanges, this area is prime for single-family residential as well as commercial office and retail development. While the southernmost corner of this area at the SR 9 and I-74 interchange currently has water and sewer service, it is important to plan ahead as this area develops out from convenience/accommodation retail and services to more high-tech commercial and development that compliments the Intelliplex campus. Single-family residential is also a land use classification that should be considered for the north SR 9 area. Because of its ease of access to the I-74 interstate and the proximity of the airport, this area is prime for high-tech business interest and executive-level housing. In order to attract this type of development, utility infrastructure should be in place to accommodate growth. An existing trunk sanitary sewer line runs up CR 100 and stops at CR 400 N. This trunk line makes it easy to expand services and hook onto the existing sanitary sewer network.

This area, identified as area #2 has great potential for residential development being limited by the floodway and floodplain, residential development will likely be the best development type for the area north of I-74 between Knightstown Road and German Road. Future eight-inch and ten-inch sewer lines have been identified in the future sanitary sewer master plan for this area. Future service lines get larger as they are located at the SR 44 and I-74 interchange. Identified as gateway mixed use in the Future Land Use Map, industrial and commercial development is likely to occur at this interchange. In order to accommodate this type of development, the existing sanitary trunk sewer and lift station at the southwest corner of the interchange will need expansion of a 21-30-inch line. Additionally, the attraction of the Blue River Memorial Park will enhance development and visitors to the area. It is important that the utility infrastructure be in place to encourage additional development that will service this park as a regional attraction for baseball, soccer, cross country and softball competitions.



Indicated in the future sanitary sewer system plan, expansion of eight-inch and ten-inch lines are proposed in this area. Lift stations located along Miller Road, McKay Road and CR 25 E are proposed for full build out of this area. Currently, the Berwick Lift Station located in the neighborhood at McKay Road and Miller Ave services a 16-inch line that can aid in expansion of the sewer line to this area. The McKay pump station is also located in this area along McKay Road and Columbus Road. This area is identified as public open space in the future land use map for any future utility expansion services, including sewer and storm water as well as any drainage and needed dentention. When development occurs in this area, it is likely to be single-family and residential development. With a few accommodation services, such as grocery or convenience retail along McKay or Miller Ave, this area is most attractive for residential development because of the proximity to the schools, proximity to SR 44 to I-65 as well as Progress Road which upon completion will expand accessibility throughout and around Shelbyville.

CE OBJECTIVE #4

INVEST IN WORKFORCE TRAINING AND RECRUITMENT

Workforce programs are on the rise in Indiana as unemployment rates are low. Workforce programs provide essential skills and trade specific education for a variety of career markets. Investing in programs, hosted either by the school system, the Chamber of Commerce or by the local government, these programs can aid in filling gaps within the labor pool.

Shelbyville's unemployment rate is a little higher than the state's average, however, that doesn't imply individuals are not looking for reliable work. By providing all the elements of this plan, including available transportation, reliable education and enhanced quality of life aspects, individuals are more likely to be able to get to a job or start career education courses.

Advantage Shelby County is a program developed to help Shelby County graduates to expand their skill set through immerse learning classes. This program is young and just had its first graduating class, so additional advertising and marketing for this local program should be considered as it benefits the city, county and adjacent communities by producing an available workforce every year through graduations.

Work One is another program established to help prepare adults for the working environment by providing workforce training programs, skills and tools to be successful in their chosen career. Work One is a program of central Indiana, located in Anderson, Franklin, Greenfield, Lebanon, Noblesville, Plainfield and Shelbyville.

INDIANA CAREER CONNECT

The State of Indiana's Career Connect Program is intended to aid students as early as eighth grade thru adult-aged individuals. Apprenticeship programs and work-based learning classes are available that help prepare and provide skills to aid in getting and choosing a career.

By providing the tools necessary for an efficient and willing workforce, the Indiana Department of Workforce Development has been able to identify sectors of work where there are gaps, fulfill those gaps and attract other businesses from outside Indiana to relocate.



# CE OBJECTIVE #5

## SUPPORT LOCAL BUSINESS CREATION AND RETENTION

With a lively downtown, Shelbyville's 2017 Downtown Opportunities Plan identifies architectural and aesthetics for the downtown. This plan also touches on ways to encourage businesses to invest in their community. It is important that Shelbyville implement the goals identified in that plan to ensure the highest and best success of the downtown area. While this is important for the downtown, it is equally important to the rest of the city. Businesses outside the downtown core should not be exempt of the benefits of being a locally owned business. Investment in local businesses should be universal around the city and should have city and resident support.

Ahead of its time, the Intelliplex Center was the first technology-based complex within the City of Shelbyville. This center has provided businesses the opportunity to open an office space and expand their business with cutting-edge support. This center is a major opportunity for local businesses to utilize due to its availability, location to metropolitan areas and technology-focused assets. As businesses and companies grow and accommodate employees, incubator spaces such as these are as popular as ever. It is likely that the city will have the demand to expand the Intelliplex Center and create opportunities for other partnering companies to join.

A county-wide retail study was done in 2017 and indicated that Shelbyville's location and proximity to major metropolitan areas as well as economic climate is suitable for additional retail. This additional retail opportunity is not limited to big box or chain-like businesses, but also extends to local businesses created within the community.

Local businesses are oftentimes overshadowed by large companies and cannot withstand the competitive pricing they offer. Because of this, most local businesses are best located in areas away from large retailers. Some individuals believe going to a local business should be an experience and not just an errand. The public indicated local businesses should be located around the downtown to enhance the local, historic and unique feel the downtown core offers.

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### LEARNING FROM PRECEDENTS...

Providing incentives for local businesses can oftentimes ease the intimidation of starting or expanding a business. Choosing to open a store front can be costly and the city should encourage businesses to grow. Cities such as Carrollton, TX have provided business owners tax breaks and grants for choosing to open their business within the community. These incentives oftentimes include a time and employee caveat to ensure money being spent for businesses is being invested responsibly.

Groups and organizations can hold "try-outs" for such incentives where votes are taken to determine the best candidate for the incentive program.



# 07 FOCUS AREAS





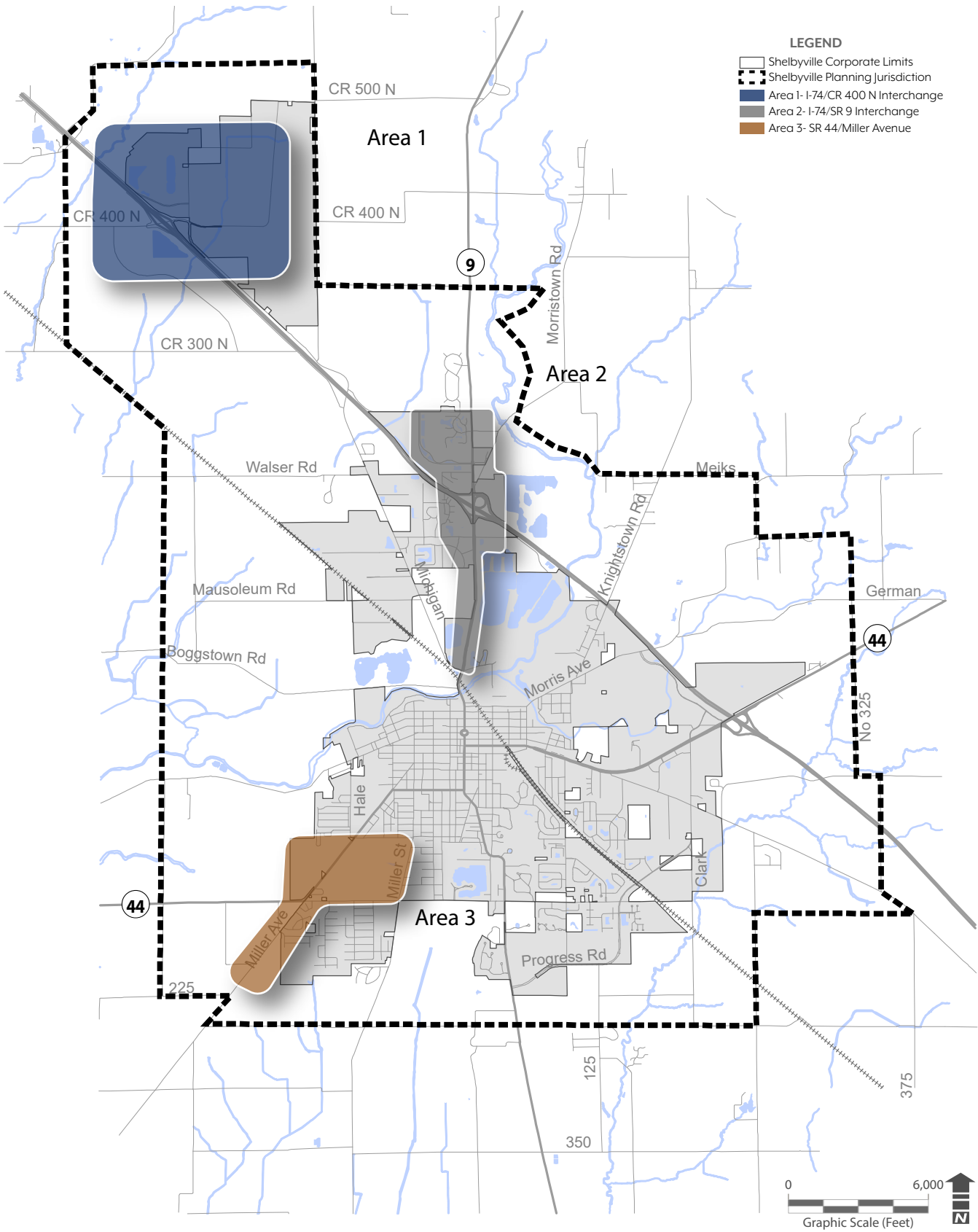
# KEY FOCUS AREAS

## INTRODUCTION

The three areas of our community identified on the map to the right have been identified as important areas for further discussion within our community. Each of these areas, in their own unique way, hold extraordinary opportunity for us to be able to make changes which will have significant long term impact for us. These focus areas are primarily located along major corridors, or entrances into the city. By calling out these special focus areas, we can understand the unique character and specific land use development that is desired and best suited for these areas.

The following pages contain more detailed discussion on the following key areas of our community, which we will focus energy and investment on due to their overall importance to our future vision:

- Interstate 74 Interchange area at Fairland Road
- Interstate 74 interchange area at State Road 9
- State Road 44 and Miller Avenue Intersection



# FOCUS AREA #1

## FAIRLAND ROAD/ I-74 GATEWAY

### AREA INTENT

The Fairland Road/I-74 interchange area was identified as a significant gateway opportunity for the City of Shelbyville. The purpose of this focus area plan is to outline the key issues and opportunities influencing future development potential at this location and to identify the desired next steps for realizing the full potential within this area of Shelbyville. The framework for this focus area was established within the 2008 Fairland Exit Small Area plan study. Much of the background work developed during that study is still relevant and was used to formulate the assumptions and resulting recommendations outlined here. One significant change from the previous study which has significant impact on the future of this study area is the transition of the horse racing casino, formerly known as Indianapolis Downs, into a full land-based casino. This casino has quickly become one of the region's most visited attractions and is currently a major land owner within the study area, making their future plans an integral piece of the overall direction for the future of the study area.

### INFLUENCING FACTORS

The following factors have been identified as having the most significant influence on the future of the Fairland Road/I-74 Gateway area. Each of these factors should be considered as future plans on the form and function development are finalized within this study area.

#### FLOODPLAINS

- Floodplains are the single largest factor influencing future development in this area because of their location and prevalence throughout the focus area.
- Significant portions of the land north and west of the interchange are within current floodplain boundaries.
- Large portions of the land south of the interstate are also within the floodplain.

#### CASINO/RACETRACK

- Indiana grand racing and casino is located in the northwest quadrant of the interchange.
- This casino has grown to be one of the largest tourism attractions in the state of Indiana.

#### CR 400 EXTENSION PLANS

- Shelby County has made long term investments in the reconstructing and upgrading the CR 400 corridor to the Shelby County/ Johnson County line.
- Future plans for this corridor include completing the roadway corridor in Johnson County from Shelby County to the Worthsville Road I-65 interchange.
- Once the connection is completed in Johnson County this will create a multi-county interstate connector between I-65 in Johnson County and the Fairland Road/I-74 interchange.

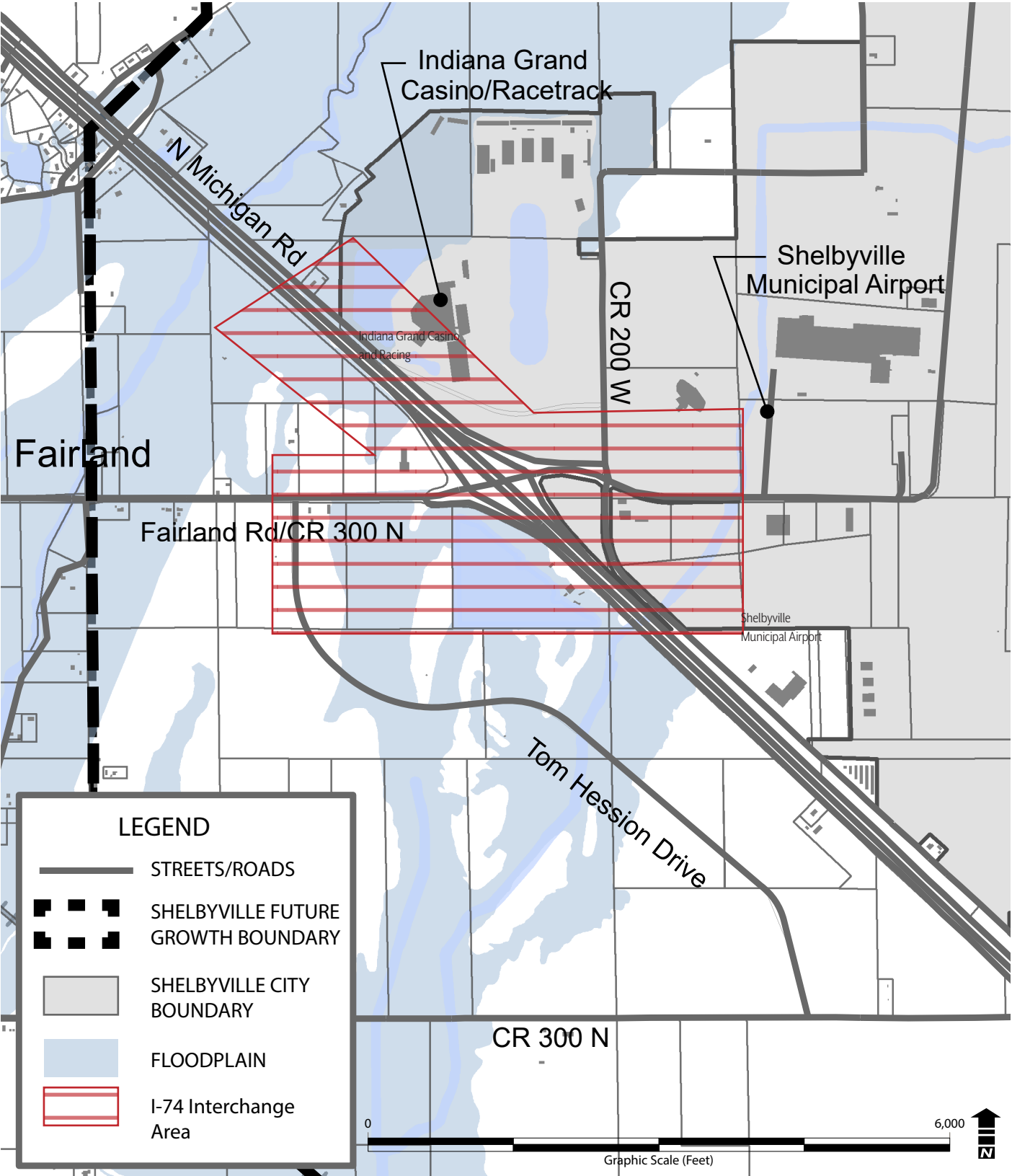
#### CURRENT ZONING

- Large portions of this area are still outside of Shelbyville corporate limits.
- Recent annexation of land for the POET project has increased available land area within Shelbyville.
- There are also existing zoning overlay districts which have been created for the airport and casino.

#### SCHOOLS

- Triton central schools, which are highly regarded county schools, are located northwest of the interchange – just outside of Fairland town limits.

### FOCUS AREA 1 MAP





UTILITY AVAILABILITY

- There is a large amount of future utility capacity in this part of Shelbyville.
- Water and sanitary services were recently extended for industrial users along Tom Hession drive, creating additional opportunities for new development in the area.

LAND AVAILABILITY

- Large segments of land within the study area are currently used for agricultural production and could present lower cost future development opportunities.
- Significant portions of open land are classified as prime farmland which creates a direct conflict with county future land use goals for preserving prime farmland.

PUBLIC SAFETY

- Current emergency response times to this portion of the city are lengthy due to location of the nearest public safety facility.

TOWN OF FAIRLAND

- The Town of Fairland is located less than 2-miles due west of I-74 along CR 400.
- Fairland was recently incorporated and now operates as its own governmental entity, with some planning support still coming from Shelby County planning.
- Recent Shelby County planning documents indicate a need to encourage future long-term growth within and around the Town of Fairland.

TOM HESSION DRIVE

- Significant investment in the first phase of Tom Hession drive has opened up new areas for industrial growth.
- The city has long range plans for eventually connecting Tom Hession Drive to progress parkway near the location of focus area plan #3.

TRANSPORTATION/ LOGISTICS

- Existing industries, airport proximity, and I-74 access make this a prime location for encouraging increased development activity for logistics related industrial development.
- One regional case study to review as an indicator of possible potential for this type of approach is the Anson development in Whitestown, Indiana in Boone County.

I-74 INTERCHANGE ACCESS

- The INDOT Traffic Count Database System indicates an average of between +/- 32,000 and +/- 37,000 vehicles per day pass through this portion of I-74.
- Direct interchange access with high traffic counts creates potential future value for commercial, retail, and residential development opportunities.

KEY CHALLENGES & OPPORTUNITIES

**FLOODPLAINS:** The presence of significant floodway and floodplain features throughout the focus area will make development of significant portions of the area north and west of the interchange unfeasible. This could include limiting possible development between the interchange and town of Fairland. Because of this, land to the east and southeast of the I-74 interchange has higher likelihood for future development potential. Floodplain presence can create significant barriers for future development of certain portions of the study area, however, restrictions do not necessarily preclude development of recreational facilities. Areas where development will be prohibitive due to floodplains should be evaluated for potential enhanced recreational and agricultural development options. This would allow flood impacted portions of the study area to be targeted for specific uses which could enhance development attraction for other portions of the study area and existing land uses.

**AIRPORT:** The presence of the airport is both an opportunity and a challenge. It presents significant challenges to future development because of the nature of safe and efficient airport operations. Factors such as safe zones, protection boundaries, and height restrictions around the airport limits development potential north and south of the airport. These restrictions have already been factored into the existing airport overlay zoning district within the Shelbyville UDO. The airport presents a unique opportunity to create high potential for additional economic development and industrial expansion opportunities including possible logistics uses. Certain airport improvements, such as runway expansion, could also enhance the feasibility of using the airport as a regional draw, very similar to what the City of Fishers is doing with the Indy Executive Airport development approach north of 96th Street in Hamilton County.

**EXISTING ROADWAY CONFIGURATIONS:** The existing I-74 exit ramp configuration creates access challenges for commercial development opportunities. Unfortunately, the footprint of the current interchange, along with the orientation of local connecting roads does not make best use of land surrounding this important focal point and limits commercial viability for certain parcels within the study area.

I-74 has the highest regional traffic volumes of any other roadway which should be driving development potential for areas within a few miles of the interchange with easy transportation access. The presence of the interstate and surrounding business along Tom Hession Drive should create a high desirability for travel related services and attractions.

As the CR 400 expansion is completed to I-65 in Johnson County it will generate additional opportunities to make this roadway a regional commerce connector between I-65 I-74 in Shelby county. Completion of this roadway extension has been identified as an important future opportunity in the draft Shelby county comprehensive plan update.

**CASINO/RACETRACK:** While the presence of the casino generates significant visits to this portion of Shelbyville, the ‘captive audience’ approach that is the nature of this type of establishment makes it less likely that casino patrons will visit other area attractions. By design, the casino essentially provides a one stop shop for all visitor needs, making it much more difficult to attract casino patrons to other area attractions. However, the high number of annual visitors generated by the casino and racetrack creates additional development attraction opportunities. A focus on developing nearby support services and attractions, such as restaurants, shopping, and lodging, could bring additional visitor attraction opportunities.

**PUBLIC SAFETY FACILITIES:** Creating a new public safety facility in this part of Shelbyville will help the study area with reduced emergency response times, translating in lower insurance rates for areas businesses and residents. This would also help reduce the response time to portions of Shelby County which are currently served by Shelbyville fire and EMS services.

## FOCUS AREA ACTION ITEMS

The following summary contain the action items identified for the study area to further define the future of this important part of the city. Some of these items may be combined together to provide a timelier and streamlined study and implementation approach.

- 1** Conduct a detailed interchange economic development study, including transportation, land use, and gateway feature analysis.
- 2** Work with Casino representatives to identify strategic partnership opportunities.
- 3** Formalize a partnership arrangement with Shelby County to formulate a cooperative approach for future development activities within the study area.
- 4** Take the lead on building a coalition between the City of Shelbyville, Shelby County, Johnson County, and the City of Greenwood to identify strategic partnership opportunities for further developing CR 400 into a regional I-65/I-74 Commerce Connector.
- 5** Conduct a feasibility assessment for necessary public safety facilities within the study area.

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# FOCUS AREA #2

## SR 9/ I-74 GATEWAY AREA

### AREA INTENT

The SR 9/ I-74 interchange has been a primary transportation gateway into downtown Shelbyville for a long time. However, a recent emphasis has been placed by the city on downtown redevelopment which has thrust this portion of the community back into consideration as the primary gateway into downtown Shelbyville. The intent of this focus area discussion is to identify a direction for further definition of future improvements which will help define long range aesthetic, land use, and functional updates to this key area. As future plans progress it will be important to identify a character that will carry through from the interstate interchange, south along SR 9 to the entrance of Downtown Shelbyville.

### INFLUENCING FACTORS

The following factors have been identified as having the most significant influence on the future of the SR 9/I-74 Gateway area. Each of these factors should be considered as future plans on the form and function development are finalized within this study area.

#### I-74

- I-74 traffic volumes have been influential in attracting existing retail, commercial and restaurant development to this interchange.
- Recent INDOT Traffic Count Database System research indicated the following 2017 traffic volumes: Mainline I-74 volumes between +/- 32,000 and +/- 38,500 vehicles per day (VPD). Ramp volumes between +/- 1,100 and +/- 4,500 VPD.
- This highly visible interchange combined with high regional traffic volumes creates a high value location for signature gateway treatments into Shelbyville.

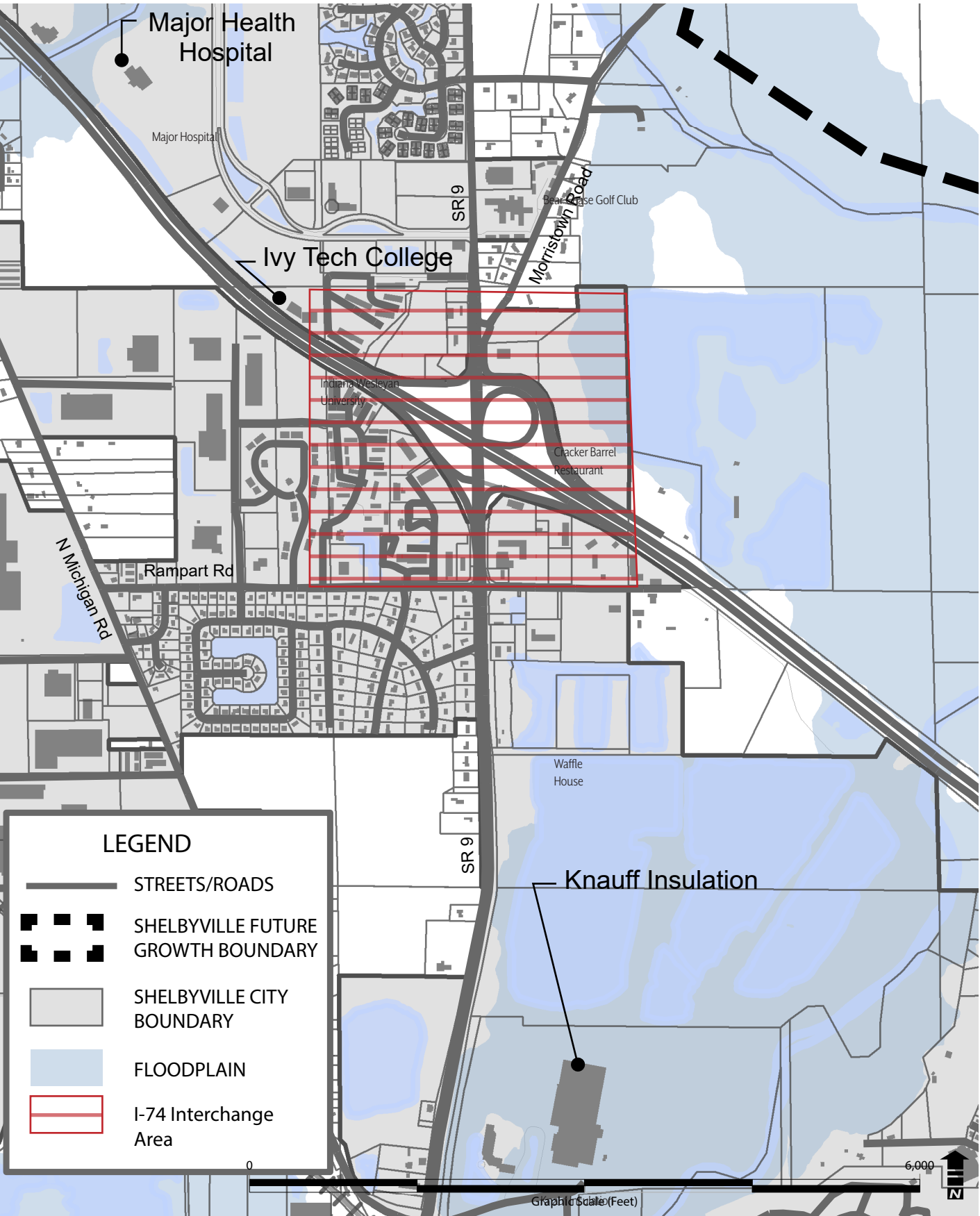
#### SR 9

- SR 9 is a highly travelled state highway that provides regional connection to neighboring communities including Greenfield to the north and Columbus to the south.
- Recent INDOT Traffic Count Database System research indicated the following 2017 traffic volumes: Traffic volumes north of I-74 are +/- 10,600 VPD. Traffic volumes south of I-74 are +/- 17,500 VPD.
- SR 9 also traverses the entire Shelbyville community from north to south and is the primary vehicle travel corridor from I-74 into the historic downtown core, based on traffic volumes.

#### AVAILABLE LAND

- Significant portions of land south of this interchange are currently vacant and/or underutilized. However, due to possible former uses of the land, and current on-site conditions, it may not be easily converted to other land uses.

FOCUS AREA #2 MAP



LAND USE MIX

- The existing mix of land uses within the interchange area is indicative of the types of future development which could be attracted to this interchange and corridor.
- Based on visibility and traffic volumes it is thought that there is potential for attracting a greater variety of use mixes to this area including commercial, restaurant, and traveler convenience business types immediately adjacent to the interchange and mixed commercial and residential uses north and south along SR 9.

VACANT PROPERTIES

- Significant portions of formerly developed land exist south of the interchange and some existing uses north of the interchange are being marketed for new types of activity.
- A high number of these vacant parcels have been cleared of existing buildings which increases redevelopment potential but it does raise additional concerns about the current environmental condition of the vacant land.

KNAUFF INSULATION

- Knauff Insulation has been a long-standing community partner and its campus has expanded over the decades to become a dominant feature on the east side of SR 9 south of the I-74 interchange. The campus is a readily visible feature as you approach Downtown Shelbyville along SR 9.

WATER FEATURES

- The Blue River is a prominent land feature south of this interchange and acts as a natural gateway into the heart of the historic downtown core. Current and planned trails are focused around this asset including recently constructed trailhead at SR 9 and Boggstown Rd.
- No major floodplains exist in the area immediately adjacent to the interchange, however, significant sized ponds from what appears to be previous mining activities exist just north and south of the interchange. These are primarily located on the east side of SR 9.

EXISTING BUSINESSES

- Many existing businesses are currently located in the area surrounding the interchange and south on SR 9 into Shelbyville.
- The existence of these businesses indicates current commercial viability and long-term growth potential, however, there also appears to have been significant business loss over the decades as indicated by the number of vacant parcels within the study area.

SR 9 INDOT RELINQUISHMENT

- Recent efforts aimed at relinquishment of the SR 9 corridor by INDOT will provide greater local control over future roadway improvements and greater access control along this roadway. This will allow the city to make improvements which can provide a significant character change along the SR 9 corridor south of the I-74 interchange into the historic downtown.

KEY CHALLENGES & OPPORTUNITIES

EXISTING LAND USES: The current character of this interchange area is predominantly established by the character of the existing uses surrounding the interchange. Transitioning to more desirable and higher value uses could take significant time and investment to accomplish. Additionally, significant vacant land availability, especially west of SR 9 and south of I-74, allows for establishment of greater local control over future uses and stricter development requirements through the zoning process.

In order to market vacant land, proper utilities should be available. The availability of existing utility services along SR 9, along with existing local zoning classifications provides lower barriers to entry for new development in this area. This can lead to lower investment costs for new development, increasing project viability and interest attraction.

CORPORATE BOUNDARIES: Large portions of the available land surrounding this interchange are outside of the current Shelbyville corporate boundaries, including large portions of land south of I-74 just west of SR 9.

TRUCK TRAFFIC: SR 9 is a dominant route for heavy truck traffic through Shelbyville, this could limit the desirability of the corridor for local travel which could result in lower desirability for developers. Heavy truck traffic already creates significant noise and vibration within the historic downtown core and the same condition can be expected along SR 9 if not adequately addressed.

FUNDING: Designing and constructing more desirable and visually pleasing improvements at the interchange and along the SR 9 corridor leading into downtown will require significant capital resources. Some of the funding can come from the relinquishment agreement but significant additional local investment should be expected to transform this area into a signature gateway for Shelbyville.

DEFINING GATEWAYS AND COMMUNITY CHARACTER: The visibility and traffic volumes passing by and through this interchange area on a daily basis provides significant opportunity to create a signature gateway statement that serves to draw people into the community. This will help build additional commercial support for other ongoing efforts such as planned downtown redevelopment. The existing development pattern and amount of land utilization within the study area provides an ability to define and control a more desirable future development pattern and character.



# FOCUS AREA ACTION ITEMS

The following summary contain the action items identified for the SR 9/I-74 Gateway study area to further define the future of this important part of the city. Some of these items may be combined together to provide a timelier and streamlined study and implementation approach.

- 1

Complete an Interchange gateway economic development study. The following recent studies from other communities should be used as precedents for study approach and contents:

  - City of Franklin SR 44/I-65 Interchange Economic Development Plan
  - City of Angola SR 22/I-69 Interchange Economic Development Study
- 2

Commission a gateway treatment and corridor enhancement design study.
- 3

Explore the development of local legislative tools, such as overlay districts or UDO revisions, to better define desired future land uses and visual character within the I-74 gateway area and along the SR 9 corridor into downtown.

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# FOCUS AREA #3

## MCKAY ROAD/MILLER AVENUE

### AREA INTENT

The Miller Avenue corridor has significant potential to once again be a major gateway corridor into the Shelbyville community. This focus area study provides a framework for future development patterns and intended character for this portion of Shelbyville. The Miller Avenue corridor is currently the primary travel route into the community along the SR 44 corridor from Franklin and I-65 in Johnson County. This had once seen significant industrial and commercial development but recent disinvestment has resulted in a decline and many underutilized, vacant, and blighted properties. The comprehensive planning process identified this area one of the key areas needing focused discussion on future redevelopment. This area needs to be cleaned up to give it a place of prominence as a key gateway into the Shelbyville community.

### INFLUENCING FACTORS

The following factors have the most significant influence on the future of the Miller Avenue Gateway Corridor. Each of these factors should be considered as future plans on the form and function development are finalized within this study area.

#### SR 44

- This corridor is the travel route for State Road 44 into and out of the southwest corner of Shelbyville. High traffic volumes pass through this intersection on a daily basis. Recent INDOT Traffic Count Database System research indicated the following 2017 traffic volumes: +/- 7,400 VPD north of McKay Rd. Intersection and +/- 5,700 VPD west of Miller Avenue on SR 44 towards Johnson County

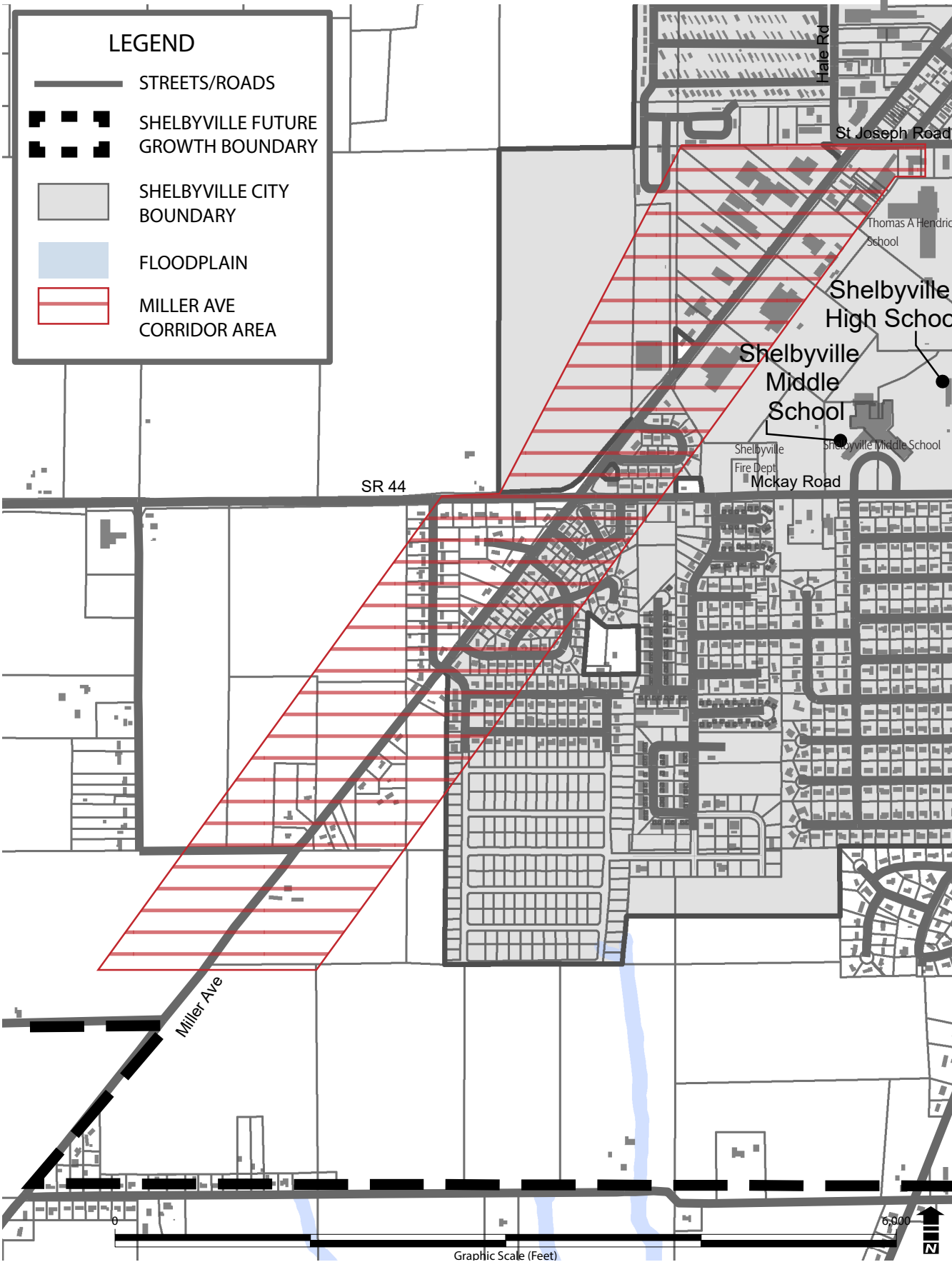
#### SHELBYVILLE SCHOOLS CAMPUS

- The Shelbyville Schools campus, including the location for Shelbyville High School is located immediately northeast of the intersection of McKay Road and Miller Avenue. The school generates significant traffic volumes during morning and evening hours. It is also a prominent visual feature due to the visibility of the campus buildings and water tower.

#### RESIDENTIAL PROPERTIES

- Large amounts of residential development exist in the southwest and southeast quadrants of the intersection.
- Additional residential development exists intermittently along the corridor with large residential areas being located southeast of the McKay Rd./Colescott Ave. Intersection

FOCUS AREA #3 MAP





COMMERCIAL AND INDUSTRIAL PROPERTIES

- The predominant existing land uses along Miller Ave., North of McKay Rd., are commercial and industrial. Many of these buildings have significant age and are deteriorating. Many others are currently vacant or appear to be abandoned.

PROGRESS PARKWAY AND TOM HESSION ROAD

- The connection between these two major local roadway investments can be completed near this intersection. Making this connection will complete a loop bypass road around the central portion of Shelbyville and could provide catalyst for new development interest in this portion of the community.

AVAILABLE LAND

- There are large portions of existing agricultural fields in the northwest quadrant of the intersection. This land could create challenges for future redevelopment efforts of existing properties due to the typically lower costs for new development on bare ground when compared against costs to revitalize an existing building.

DRAINAGE AND UTILITIES

- No significant drainage features were identified during analysis of this portion of the community. issues exist in this portion of Shelbyville.
- Existing utilities are readily available throughout the study area, making it less expensive to provide services to new developments.

KEY CHALLENGES & OPPORTUNITIES

DEFINED VISION: Additional effort needs to be expended to understand the desired outcomes for this important gateway corridor. More community input needs to be sought from all current and potential stakeholders within the study area with the goal of reaching a level of agreement on the key activities that will help with revitalization efforts. Integral to these conversations should be the future of the Tom Hession Drive and Progress Parkway connection and how to address the vacancies and blight within the study area.

The combination of open land, underutilized buildings, and vacant property within the study area opens up new opportunities for imaginative and unique redevelopment opportunities. New Existing nearby residential areas and current zoning support for commercial activity (general commercial) indicate two use areas to begin with when considering redevelopment and revitalization projects.

ANNEXATION AND BOUNDARIES: Large portions of open land lie outside the current corporate boundaries which could lead to little local control over what and where new development occurs surrounding this corridor. Unplanned or unanticipated development on the fringes of this corridor could impede redevelopment efforts..

INFRASTRUCTURE: The recently adopted Bicycle and Pedestrian Master Plan identified significant future trail investments within the study area that, when completed, will provide connections between study area properties and downtown.

Another critical connection to consider impacts is the Tom Hession Drive completion. Knowing the general alignment and intent for both Tom Hession Drive and Progress Parkway allows for careful planning for the future of each of these corridors through the study area, and their eventual connection.

# FOCUS AREA ACTION ITEMS

The following summary contains the action items identified for the Miller Avenue Gateway Corridor study area. Some of these items may be combined together to provide a timelier and more streamlined implementation approach.

- 1 Conduct a brownfields investigation along the Miller Ave corridor to identify any environmental contaminants from previous commercial and industrial activity.
- 2 Begin the process to identify structures and sites for rehabilitation, remediation, or removal. Base the results partially on the outcomes from the brownfields investigation.
- 3 Commission an economic development study for the area to identify specific market factors and conditions which will bolster revitalization and redevelopment efforts.
- 4 Explore the development of local legislative tools, such as overlay districts or UDO revisions, to better define desired future land uses and visual character within the I-74 gateway area and along the SR 9 corridor into downtown.

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# 08 ACTION PLAN



Image Credit: H2O Designs



# STEPS FOR SUCCESS

## ACTION PLAN

3 COMMUNITY & SOCIETY		
OBJECTIVE 1: PROMOTE SHELBYVILLE'S BEST ACCOMPLISHMENTS		
	ACTION	TIMELINE
ACTION 1	Host and encourage news networks and outlets to visit and promote positive stories of Shelbyville.	Short-Term
ACTION 2	Create a stronger social media presence to promote Shelbyville and attract young families and entrepreneurs.	Ongoing
ACTION 3	Provide a public transparency portal online to engage public on available resources and encourage involvement.	Short-Term
OBJECTIVE 2: ACTIVELY RECRUIT LOCAL TALENT AND COMMUNITY ORGANIZATIONS TO ASSIST IN COMMUNITY PROJECTS AND PROMOTION		
ACTION 1	Engage community organizations such as Blue River Foundation, SCUFFY, etc. to promote Shelbyville's overall vision.	Short-term
ACTION 2	Utilize Backyard Shelby as a primary outlet to recruit volunteers and gain interest from local organizations.	Ongoing
OBJECTIVE 3: SHARE THE COMMUNITY IDENTITY IN A UNIFIED MANNER		
ACTION 1	Utilize a marketing manager or marketing consultant to filter information through a unified voice	Short-term
ACTION 2	Develop a clear message around the community's vision and direction that defines the desired community identity/brand.	Short-term
ACTION 3	Market the community identity/brand to local, regional and national audiences to set the appropriate perception of Shelbyville.	Short-term
OBJECTIVE 4: INVEST IN IMPROVING OUR QUALITY OF LIFE		
ACTION 1	Identify quality of life elements (sidewalk programs, public safety facilities, beautification efforts) within a CIP plan.	Ongoing

4 NATURAL ENVIRONMENT		
OBJECTIVE 1: PROVIDE A STRONGER CONNECTION TO THE NATURAL ENVIRONMENT		
	ACTION	TIMELINE
ACTION 1	Create regional trail connections to open up additional opportunities for the city.	Long-term
ACTION 2	Utilize Blue River's scenery by providing additional access points for recreational activities	Mid-term
ACTION 3	Continue to implement action steps of the Shelbyville Parks and Recreation Master Plan	Ongoing
ACTION 4	Commission the development of a Firends of the Park, or similar organization to assist funding ongoing parks capital needs.	Short-term
OBJECTIVE 2: PRESERVE AND PROTECT VITAL NATURAL FEATURES FROM DEGRADATION		
ACTION 1	Develop alternative routes for air polluting truck traffic.	Mid-term
ACTION 2	Require EPA checks and zero-lot light pollution within development standards	Short-term
ACTION 3	Continue to conserve areas around the rivers and waterways and prevent pollution and required mitigation efforts.	Ongoing
OBJECTIVE 3: STRENGTHEN COMMUNITY HEALTH AND VITALITY		
ACTION 1	Continue to implement action steps of 2015 Bicycle and Pedestrian Master Plan	Ongoing
ACTION 2	Establish a Complete Streets Policy to aid in the Healthy Shelby County initiative to provide alternative transportation methods and safe routes to school.	Short-Term
ACTION 3	Encourage local businesses to establish wellness programs for employees and infrastructure that encourages healthy activities throughout the workday.	Mid-Term



## 5 BUILT ENVIRONMENT

### OBJECTIVE 1: FORMALIZE THE CITY'S FORESEEABLE FUTURE GROWTH BOUNDARIES

	ACTION	TIMELINE
<b>ACTION 1</b>	Formally adopt the future growth boundary to establish anticipated growth around Shelbyville.	Short-Term
<b>ACTION 2</b>	Continue transparency between City and County visions and growth policies.	Ongoing

### OBJECTIVE 2: GUIDE HEALTHY DEVELOPMENT PATTERNS USING FUTURE LAND USE MAPPING

<b>ACTION 1</b>	Utilize the Future Land Use Map as a living, breathing document to guide future development decisions.	Ongoing
<b>ACTION 2</b>	Be conscientious of fringe boundary development around Shelbyville and into Shelby County.	Ongoing
<b>ACTION 3</b>	Target mixed-use flexibility for gateway development.	Mid-Term

### OBJECTIVE 3: TRANSFORM SHELBYVILLE'S CURRENT HOUSING STOCK AND NEIGHBORHOODS

<b>ACTION 1</b>	Invest in critical infrastructure for build-ready sites.	Mid-term
<b>ACTION 2</b>	Market areas of the city prime for desired variety of residential development.	Short-term
<b>ACTION 3</b>	Establish a rental inspection program that holds rental property owners accountable for short and long term rental properties	Mid-term
<b>ACTION 4</b>	Provide specific types of housing incentives to attract young families to live in Shelbyville.	Mid-term

### OBJECTIVE 4: INVEST IN SAFE AND EFFICIENT TRANSPORTATION NETWORKS

<b>ACTION 1</b>	Complete the Progress Parkway loop around Shelbyville.	Mid-term
<b>ACTION 2</b>	Require sidewalk and/or trails with all new development.	Ongoing
<b>ACTION 3</b>	Invest in providing additional public transportation options for people of all ages and abilities to serve late night or early morning shifts.	Short-term

### OBJECTIVE 5: PROMOTE DEVELOPMENT AND REDEVELOPMENT OF EXISTING SITES AND BUILDINGS

<b>ACTION 1</b>	Identify redevelopment sites, primarily around the city gateways, and market these first, rather than build new buildings.	Short-term
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## 6 COMMERCE AND ECONOMY

### OBJECTIVE 1: PROMOTE THE CITY AS A REGIONAL DESTINATION

	ACTION	TIMELINE
<b>ACTION 1</b>	Work closely with the Chamber of Commerce and the Shelby County Development Corporation to drive investment in Shelbyville.	Ongoing
<b>ACTION 2</b>	Build upon the marketability of Blue River Memorial Park to draw regional competitions, games and tournaments.	Short-term
<b>ACTION 3</b>	Coordinate public/private partnerships to enhance areas around Blue River Memorial Park and city gateways.	Mid-term

### OBJECTIVE 2: ENHANCE SHELBYVILLE'S PRIMARY GATEWAYS

<b>ACTION 1</b>	Work with community organizations to create and invest in the city's primary gateways.	Mid-term
<b>ACTION 2</b>	Establish a unified theme for gateway signage and design. Adopt these standards into the city's UDO.	Short-term
<b>ACTION 3</b>	Coordinate with INDOT to upgrade the CR 400 and I-74 Interchange.	Long-term

### OBJECTIVE 3: IMPROVE THE CITY'S INFRASTRUCTURE TO BOOST FUTURE GROWTH

<b>ACTION 1</b>	Complete Tom Hession Drive extension to provide connections and spur development interest.	Short-term
<b>ACTION 2</b>	Establish TIF districts in areas of the city without utility and roadway infrastructure, start with Infrastructure Improvement Areas.	Mid-term

### OBJECTIVE 4: INVEST IN WORKFORCE TRAINING AND RECRUITMENT

<b>ACTION 1</b>	Continue workforce and educational training programs (Work One, Advantage Shelby County, etc.) to develop technical training programs and help provide local employees to local companies.	Ongoing
<b>ACTION 2</b>	Provide grants and scholarship opportunities for students post high school graduation to encourage them to live and work in Shelbyville.	Mid-term

### OBJECTIVE 5: SUPPORT LOCAL BUSINESS RETENTION AND CREATION

<b>ACTION 1</b>	Host a "try-outs" session to provide grants and tax breaks to smaller business owners who choose to locate in Shelbyville.	Mid-term
<b>ACTION 2</b>	Continue marketing Intelliplex as a small business incubator hub to encourage businesses to develop, build and grow.	Ongoing