

Introduction

This **Policy Implementation and Action Plan** document, the third component of the Madison County Comprehensive Plan, outlines the recommended actions and strategies that support and will achieve the objectives as adopted in Part B of the Comprehensive Plan – the ‘**Community Development Policy**’.

The recommendations contained within this document are organized according to the following focus areas:

- Economic Development
- Agriculture
- Housing Development
- Community Resources
- Cultural Resources
- Natural Resources
- Utilities and Infrastructure
- Transportation
- Land Use and Growth Management.

The recommended strategies and actions should provide a clearer vision, offer guidance, and implement the adopted policies that surround the issues of greatest concern to the Madison County community.

Each individual strategy and action:

- proposes specific methods, programs, options, and/or regulatory changes that should be completed in order to achieve the objectives.
- identifies various agencies that should take the lead or participate in achieving the objectives.

The adoption of this component of the plan is necessary in order to guide and empower the responsible and/or concerned government departments, agencies, and stakeholders so that they may actively work toward achieving the overall **Madison County Community Development Goal**:

To promote and protect the rural character and quality of life in Madison County by ensuring the viability and integrity of agriculture and the natural environment, and encouraging responsible land use development.

- ❖ It is important to note that several of the recommended strategies and actions are merely suggestions, and should function as a guide for service providers and other stakeholders. While realizing that these issues will ultimately affect the overall Community Development Goal, the Plan Commission, County Commissioners, and County Departments can only advise in areas in which they have no direct jurisdiction for enforcement.

Economic Development

The health of the local economy plays a critical role in defining the overall quality of life for those living and working in Madison County. The primary economic development concern for the unincorporated areas of Madison County is the encouragement of growth throughout all economic sectors while assuring the survival and continued success of agricultural industries.

County leadership, with the support of other public and private entities, should:

- focus and encourage development activities within and surrounding municipalities where the infrastructure can support such activity.
- protect the existing transportation network capacity and support an expansion to include multi-modal opportunities.
- reserve and preserve a majority of unincorporated lands as a community amenity for continued agricultural production.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL: Ensure a stronger and more diverse economy that, while maintaining the overall rural character, will create growth and a full range of employment opportunities in Madison County.

Objective 1.1: Create and make provisions for compatible retail, home occupation, and service sector businesses to be located within residential and agricultural areas.

Objective 1.2: Create and make provisions for commercial and industrial growth in and around existing urban areas or within new urban centers.

Objective 1.3: Ensure adequate and efficient infrastructure and services are available for growth by developing compactly within and around urban centers.

Objective 1.4: Encourage the retention of existing businesses, industries, and services in the unincorporated County areas.

Objective 1.5: Encourage persons employed in Madison County to live within the County, thereby increasing the overall positive economic impact.

Objective 1.6: Promote the creation of greater employment opportunities within the manufacturing and service industries.

Objective 1.7: Support downtown revitalization and in-fill development efforts on urban lands to increase employment, development, and housing opportunities.

Objective 1.8: Define, develop, and protect the cultural, historical, recreational, and natural resources as significant assets to promote.

General Recommendations

- Support strategic/current and long-range planning efforts aimed at increasing economic and development activities within Madison County.
- Designate growth areas and encourage dense development at these locations.
- Implement a land-use plan and supporting regulations that clearly outline the procedures for undertaking County-wide growth management initiatives, intensifying existing commercial and industrial areas, creating planned unit developments, and establishing residence-based businesses.
- Support initiatives that protect the existing travel network and will increase travel alternatives.
- Improve upon the development regulatory process by:
 - streamlining the procedures and paperwork required.
 - educating developers and builders on the existence and need for better development standards.
 - requesting increased involvement by other agencies and stakeholders in the development review process.
- Support initiatives that serve to maintain and enhance Madison County as an attractive place to live and do business.

ECONOMIC DEVELOPMENT		Concerned Agencies
Supporting Strategies/Actions		
A.	<p>Diversify the mix of land uses to assist in creating a broader economic base for Madison County.</p> <ul style="list-style-type: none"> ▪ Identify and designate existing and future growth districts that can accommodate a compatible and diverse mix of uses. For example, districts could include the following mix of uses: <ul style="list-style-type: none"> ▪ agricultural + residential + recreational/preserve ▪ residential + local commercial + professional offices ▪ residential + recreational + local commercial ▪ local and regional commercial + light industrial + offices ▪ Revise existing land-use regulations to promote and permit compatible secondary commercial and/or light industrial uses on-site with primary residential or agricultural uses. Possible mixes include: home-based office or workshop facilities (attached or detached), live-work units, and telecommuting opportunities. ▪ Encourage the development of a variety of commercial opportunities within industrial parks and other industrial areas located on the urban fringe. <ul style="list-style-type: none"> ▪ Commercial opportunities should include a mix of retail, services, and office uses. ▪ This configuration can provide additional on-site amenities for workers and employers. ▪ Design and create planned unit developments with a balanced mix of land-uses – range of residential housing types, local commercial (retail and services), community-based services, light industrial, recreational facilities, and travel alternatives. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments ▪ Developers ▪ Corporation for Economic Development

<p>B.</p>	<p>Ensure development activity is focused within and around urban areas that contain the necessary supporting infrastructure, utilities, and amenities.</p> <ul style="list-style-type: none"> ▪ Delineate growth districts that surround urban areas with the appropriate zoning to accommodate development and expansion over a ten-year period. ▪ Restrict and/or heavily regulate development activities in areas that are not equipped with adequate infrastructure or those designated as agricultural and/or environmentally sensitive lands. ▪ Research the benefits of offering certain tax incentives to developers committed to building within designated urban and growth districts where infrastructure is provided. ▪ Research the feasibility of implementing a development impact cost recovery program that would assist in covering infrastructure provision fees in areas along the urban fringe. ▪ Encourage the extension of fiber optic and other communication utility networks to better serve information-based industry growth. ▪ Provide additions and upgrades to the transportation network as necessary to provide greater access within Madison County and connections to the region. ▪ Support in-fill development and redevelopment practices within and surrounding urban areas. Practices could include: <ul style="list-style-type: none"> ▪ Revitalizing downtown commercial districts to attract new uses/activities and users. ▪ Retrofitting former industrial and manufacturing sites and facilities through brownfield redevelopment initiatives and/or programs. ▪ Offering incentives to businesses that move into these existing facilities. ▪ Promoting the limited use of tax increment financing for redevelopment efforts. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments ▪ INDOT ▪ FHWA/FTA ▪ Telecommunications Industry ▪ IDEM/EPA
<p>C.</p>	<p>Institute planning and zoning for business clusters in the unincorporated areas to allow for appropriate in-fill and/or full build-out activity.</p> <ul style="list-style-type: none"> ▪ Plan and encourage dense and more intense development in select areas where approved commercial and industrial development has already occurred. ▪ Ensure that in-fill and full build-out activities are approved on a site by site basis to eliminate potential negative impacts on surrounding lands and uses. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners

<p>D.</p>	<p>Support the retention and expansion of existing industries, commercial establishments, and institutions within Madison County.</p> <ul style="list-style-type: none"> ▪ Support and create partnerships with and between municipalities and other concerned agencies in order to develop financial and other incentives that would encourage businesses and institutions to remain, expand, or to locate their operations in Madison County. <ul style="list-style-type: none"> ▪ Promote access to quality internal and external transportation routes (both rail and roadways). ▪ Promote proximity to the larger regional marketplace (for increased sales and a broader base of employees). ▪ Research funding sources and implement programs aimed at retaining and promoting existing businesses and commercial ventures. ▪ Consider the implementation of a tax abatement program or other types of financial incentives for the on-site expansion of existing facilities. <ul style="list-style-type: none"> ▪ Research the potential positive and negative impacts of implementing this type of incentive. ▪ Ensure that expansion activities under this type of initiative conform to the development principles outlined in the Comprehensive Plan. ▪ Encourage the expansion of operations and facilities as redevelopment activities on brownfield sites, rather than permitting the abandonment of viable sites for greenfield development. 	<ul style="list-style-type: none"> ▪ Corp. for Economic Development ▪ Madison County Commissioners ▪ Municipalities ▪ Madison County Council of Governments ▪ Chamber of Commerce ▪ Indianapolis Metro Alliance ▪ CIRCL ▪ Indiana Department of Commerce
<p>E.</p>	<p>Identify and develop tourism-based economic opportunities.</p> <ul style="list-style-type: none"> ▪ Research ways to complement the diverse economic base of the County through increased tourism-based activities. Additions could include: <ul style="list-style-type: none"> ▪ Developing new attractions or enhancing existing ones. ▪ Developing businesses that service the diverse tourism industry. ▪ Investigate ways to expand and better promote local festival and county fair activities. <ul style="list-style-type: none"> ▪ Determine if there are any value-added retailing/service-based opportunities associated with or developed from these activities. ▪ Determine if linkages can be made between activities/events that would retain the tourist dollar within the County. 	<ul style="list-style-type: none"> ▪ Madison County Visitors and Convention Bureau ▪ Chamber of Commerce ▪ Indiana Department of Commerce ▪ Madison County Development Task Force

<p>F.</p>	<p>Strive to make Madison County a more conducive and appealing place to locate businesses and to work.</p> <ul style="list-style-type: none"> ▪ Support the development of amenities that would retain and attract businesses and residents to the County. Amenities that are attractive to both employee and employer could include: <ul style="list-style-type: none"> ▪ Recreational opportunities (parks and trails), ▪ Cultural opportunities (historic districts, festivals), ▪ Educational opportunities (quality school systems, continuing education programs), ▪ Retail/shopping opportunities (niche or unique goods). ▪ Support and promote transit programs (TRAM and CATS) that would give employees greater access to employment opportunities throughout the County. ▪ Support and promote necessary upgrades to the transportation network that would provide greater access to markets for sales and products. ▪ Support and promote the expansion of existing infrastructure near urban areas where it is appropriate. ▪ Promote the extension of fiber optic networks to serve the entire County area to support business and industry development. ▪ Support and promote the creation of Countywide and/or regional alliances that involve greater government participation in economic development initiatives. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments ▪ Central Indiana Regional Transit Alliance (CIRTA) ▪ DNR ▪ School Systems ▪ Chamber of Commerce ▪ Indiana Department of Commerce ▪ Utility Companies ▪ Municipalities ▪ INDOT ▪ FHWA/FTA
<p>G.</p>	<p>Streamline the development review process and educate developers on regulatory/performance standards in order to conserve both time and money.</p> <ul style="list-style-type: none"> ▪ Identify and establish growth areas outlining the range of permitted uses as a measure to remove some of the uncertainty related to real estate development and marketing. ▪ Compile and publish documents and checklists for developers and builders that clearly explain the planning and permitting process and define the development-related requirements. ▪ Create and implement standards for development activities that will apply fairly to all like-use development proposals. ▪ Create and adopt a planned unit development ordinance that will allow development proposals to receive a timely and equitable review process. ▪ Improve County-level interagency communication and cooperation during the development review process. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Board of Zoning Appeals ▪ Madison County Attorney ▪ Madison County Departments ▪ Madison County Council of Governments ▪ Development Industry

Agriculture

Agriculture plays a significant role in defining the physical and functional character of Madison County. Accordingly, the preservation of agricultural industries and rural character has been identified as the highest priority throughout all phases of the planning process. Madison County leadership, farmers, and other concerned citizens have recognized the varied benefits of agricultural activities and have identified the need to undertake programs that will actively preserve and protect this rich heritage. The agriculture portion of the Comprehensive Plan sets the policy and practices aimed at protecting agricultural areas to ensure they remain intact and viable.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL:	Preserve the physical integrity and productive capability of agricultural lands and industries in Madison County.
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Objective 2.1:	Increase the protection of agricultural areas from development pressures.
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Objective 2.2:	Develop methods that support agricultural activities as components of economic development.
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Objective 2.3:	Encourage the viability of agricultural activities in areas that have become fragmented by conflicting land uses.
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Objective 2.4:	Support the Hoosier Farmland Preservation Task Force initiative by implementing those recommendations that also support the objectives of this Plan.
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General Recommendations

- No single preservation strategy, tool, or method will be completely successful in solving the complex issue of farmland preservation and landowner’s rights. A combination of several development-related agricultural land protection strategies should be integrated into the Land-Use and Growth Management Plan, Zoning Ordinance, and Subdivision Control Ordinance. The following tools should be considered:
 - establishing a range of agricultural zoning categories to permit a range of agricultural and development activities.
 - implementing a compensatory preservation system with a range of benefits and restrictions – for example; transfer of development rights (TDR) and purchase of development rights (PDR) programs.
 - enforcing a highly restrictive growth management program to remove development pressures from prime agricultural land.
- Continue and enhance the communication efforts and education activities established through the comprehensive planning process.
- Support state, local, and non-profit policies and programs that also uphold similar goals as outlined in the Madison County Comprehensive Plan.

AGRICULTURE		Concerned Agencies
Supporting Strategies/Actions		
A.	<p>Establish various types of Agricultural Districts (AG) or zoning districts that are defined and/or designated by the overall allowable development and density within each district.</p> <ul style="list-style-type: none"> ▪ The agricultural zoning districts must be regulated by development standards to promote and foster agricultural activities of various degrees. <p>1. Standard non-exclusive agricultural zones are those that are characterized by substantial encroachment into the zone by non-agricultural land-uses and/or those under intense development pressure.</p> <ul style="list-style-type: none"> ▪ The zone is highly fragmented and contains single or contiguous parcels that are normally less than 50 acres in size and that are suitable for very limited agricultural purposes. ▪ Residential, commercial, and industrial development must be located adjacent to or very near municipal boundaries where utilities exist or are easily extended. ▪ Large-lot rural zoning should not be permitted and the right to farm should be minimized, but not excluded. ▪ Tax incentives should only be permitted for commercial farming operations that exceed a set gross revenue standard. ▪ Planning for development in this district must include the provision for and maintenance of public open space (recreational and natural/conservation uses) <p>2. Rural residential/agricultural dual zones are those that can create an effective balance between these two land uses.</p> <ul style="list-style-type: none"> ▪ The zone is fragmented, under moderate to heavy development pressure, and contains parcels or contiguous parcels of less than 100 acres in size that are suitable for limited agricultural purposes; such as hobby farms, horse farms, greenhouses, and nursery operations. ▪ Contains residential and some commercial development that is widely scattered (suburban in nature) but separated by buffers and other open space whenever possible. ▪ Large-lot rural zoning is permitted with specific density requirements (including cluster zoning), depending on the proximity of existing utilities. The right to farm should be maintained and development covenants should include these rights. ▪ Tax incentives should only be permitted for commercial only farming operations that exceed a set gross revenue standard. → 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Farm Bureau ▪ Farmland Preservation Task Force

<p>3. Voluntary Agricultural Zones (VAZ) are those in which landowners voluntarily agree to conserve agricultural land and activities.</p> <ul style="list-style-type: none"> ▪ The zone is less fragmented, has moderate development pressure than those mentioned above, and has some lots that are over 100 acres in size. <ul style="list-style-type: none"> ▪ Zoning is primarily agricultural but with standards in place to promote farming and to control and/or regulate development. ▪ The right to farm should be strongly maintained and included in development covenants. ▪ Land uses that differ must be adequately buffered by the provision and maintenance of open spaces (recreational, natural, or agricultural uses). ▪ Lot development must be set at a specified acreage with only one building per lot, (maximum building lot size to be set on a per acre basis). ▪ Consider the use of development of purchase rights and/or transfer of development rights in this district to conserve agricultural land and activities. ▪ Tax incentives should be provided for agricultural land preservation/conservation with strong penalties in place for conversion to non-agricultural use. ▪ Consider some financial relief from sewer and water assessments, provided that substantial land-use conversion does not occur and that development is clustered in order to conserve land and utility resources. ▪ Agricultural Protection Zoning (APZ) is also permitted in this zone. <p>4. Exclusive Agricultural Protective Zones are those that permit and protect an extensive range of farming activities.</p> <ul style="list-style-type: none"> ▪ The zone should contain and allow limited residential, commercial, and industrial uses only as accessories which contribute to the conduct of agricultural activities and that do not negatively impact on adjacent properties. <ul style="list-style-type: none"> ▪ Zoning is voluntary, but strongly encouraged. ▪ The right to farm should be strictly maintained and must be included in all development covenants. ▪ The zone is clearly separated from other uses by extensive buffering (natural and surrounding agricultural lands). ▪ Lot development to be set at a specified acreage with only one building per lot, (maximum building lot size to be set on a per acre basis). ▪ Consider the use of development of purchase rights and/or transfer of development rights in this district to conserve agricultural land and activities. → 	
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	<ul style="list-style-type: none"> ▪ Tax incentives should be greater for those participating in agricultural preservation, with strong penalties for those converting land to non-agricultural uses. ▪ Consider some financial relief from sewer and water assessments, provided that substantial land-use conversion does not occur and that development is clustered in order to conserve land and utility resources. 	
<p>B.</p>	<p>Revise subdivision control ordinances to include conservation subdivision practices.</p> <ul style="list-style-type: none"> ▪ Large acreage plat exemptions (currently 5 Acres) and the present mini-plat provisions should not be permitted. ▪ Consider permitting a limited number of planned developments in areas with higher ratios of open space set-aside in conservation easements. ▪ Require strict design standards for planned development in rural areas that also conform to strict environmental conservation standards. ▪ Consider a means of allowing conservation easements to be transferred to and or consolidated (TDR) on other agricultural property. ▪ Ensure that one side of the right-of-way in all agricultural areas is free from obstructions; such as signs, guard rails, and mail boxes wherever possible. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners
<p>C.</p>	<p>Broaden regulations to permit limited agricultural uses within designated rural and residential districts.</p> <ul style="list-style-type: none"> ▪ Regulate the keeping of livestock by establishing building setbacks (primary dwelling and secondary outbuildings) and minimum lot size standards. ▪ Include buffering requirements for the separation of different activities within the district. ▪ Include provisions in the regulations and ordinances that ensure ‘Right to Farm’ through deed agreements and covenants. ▪ Limited agricultural uses should be restricted within new urban center developments. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Farmland Preservation Task Force

<p>D.</p>	<p>Conserve cropland and natural open space by encouraging urban residential growth around urban centers and in new urban centers that provide adequate infrastructure.</p> <ul style="list-style-type: none"> ▪ Require conservation subdivision design to include maximum lot sizes and open space ratios that are smaller in area than rural residential development within the various AG zoned districts. ▪ Require planned developments to be contiguous and connected with other subdivisions when located in a designated urban residential growth area. ▪ Require planned residential developments to have right to farm provisions in their covenants when they are developed within a dual use district. ▪ Require minimum acreage, contiguity, and infrastructure standards when considering petitions for rezoning from AG and APZ to dual use or urban residential district classifications. <ul style="list-style-type: none"> ▪ Eliminate spot zoning in abutting areas of existing non-agricultural districts by rezoning only large tracts. ▪ Require that small tract landowners must petition together in these districts for rezoning. ▪ Allow urban development outside of these areas only as new urban centers are developed with a full range of urban services. <ul style="list-style-type: none"> ▪ Require new urban center development to have mixed uses with an emphasis on jobs-housing balance. ▪ Require new urban center development to mitigate adverse impacts on the surrounding zone through buffering and environmental planning measures. ▪ Require impact analysis on all transportation and economic development project plans that impact agricultural lands and activities. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>E.</p>	<p>Consider a broad range of incentive programs to encourage the preservation of agriculturally zoned districts.</p> <ul style="list-style-type: none"> ▪ Encourage the formation of a Farmland Trust to undertake agricultural issues in Madison County. The Trust would: <ul style="list-style-type: none"> ▪ Study and establish agricultural protection programs (such as a purchase of development rights or transfer of development rights program). ▪ Maintain governmental representation on its board (accountability). ▪ Operate according to the policies of the Madison County Comprehensive Plan. ▪ Encourage partnering with the Trust for Public Land and other entities involved in the conservation of land for public use or conservation. Utilize these programs whenever possible to provide buffering in agricultural areas undergoing conversion. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Plan Commission ▪ Trust for Public Land

<p>F.</p>	<p>Support the recommendations outlined in the Hoosier Farmland Preservation Task Force Final Report (1999) and incorporate the initiatives into the comprehensive planning process.</p> <ul style="list-style-type: none"> ▪ The recommendations from the report are as follows: <ul style="list-style-type: none"> ▪ Establish an Indiana Land Resources Council. ▪ Require Farmland Impact Assessments from IDOC and INDOT. ▪ Adopt local ordinances that encourage greater housing density. ▪ Enact enabling legislation allowing local areas to voluntarily adopt the following programs: <ul style="list-style-type: none"> ▪ Agricultural protection zoning ▪ Agricultural district programs ▪ Purchase of development rights ▪ Transfer of development rights. ▪ Foster and enhance urban revitalization programs. ▪ Protect the right to farm and private property rights. ▪ Develop incentives to encourage development where infrastructure is in place. ▪ Update land classification using Geographical Information Systems (GIS). ▪ Encourage development where sewer and water lines currently exist. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Madison County Council of Governments ▪ Corporation for Economic Development ▪ Hoosier Farmland Preservation Task Force
<p>G.</p>	<p>Continue the efforts established during the comprehensive planning process to provide outreach and education on agricultural issues.</p> <ul style="list-style-type: none"> ▪ Enhanced outreach and communication methods may include: <ul style="list-style-type: none"> ▪ Implementing educational programs and/or workshops in schools, 4-H programs, and other public forums. ▪ Forming and supporting partnerships, committees, and non-profit organizations that can carry out the objectives outlined in the Plan. ▪ Fostering open lines of communication between the agricultural community and County leadership, citizens, and other stakeholders. ▪ Undertaking and/or supporting planning studies and analyses specific to agricultural industries, the rural landscape, and other related special needs areas. 	<ul style="list-style-type: none"> ▪ Madison County Extension Dept. ▪ Plan Commission ▪ Madison County Commissioners

Housing Development

The location, quality, and character of housing developed throughout Madison County plays a key role in defining the economic, social, and physical environments. Currently, the most pressing housing issue concerns the potentially negative impact that new housing development could have on the rural character and landscape of Madison County. With development pressures from the Indianapolis metropolitan area continuing in a northward expansion, the southern portions of Madison County and sites along Interstate-69 are viewed as prime locations for residential development. Given this trend, there is an identified need for greater guidance and controls related to housing and residential developments.

In order to guide and support appropriate housing development, the Madison County leadership should:

- designate and define the most desirable locations, configurations, and designs for new residential development.
- identify the desired range of and need for affordable housing options.
- determine the necessity of creating specific regulations regarding the use of manufactured housing.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL: Ensure the development of quality housing that offers adequate diversity in dwelling types, densities, and levels of affordability in designated locations throughout Madison County.

Objective 3.1: Improve the standards and controls that guide residential development.

Objective 3.2: Ensure residential development is undertaken in locations with an adequate and efficient provision of infrastructure and basic community services.

Objective 3.3: Ensure quality residential development by promoting livable community practices.

Objective 3.4: Provide opportunities to increase the overall housing stock and to construct housing units priced to accommodate all household sectors in Madison County.

Objective 3.5: Encourage and promote housing renovation/rehabilitation projects and programs.

General Recommendations

- Create and implement a land-use plan that designates residential growth areas located within or in close proximity to urban service boundaries that contain the necessary infrastructure and basic community services.
- Create development regulations and institute a regulatory process that will promote higher standards for code enforcement, community development, and land conservation practices.
- Determine the range of options and opportunities that can ensure adequate housing availability and affordability for all Madison County households.

HOUSING DEVELOPMENT		Concerned Agencies
Supporting Strategies/Actions		
A.	<p>Direct major residential development to identified locations where public facilities and infrastructure currently exist or are planned.</p> <ul style="list-style-type: none"> ▪ Limit urban growth activities to those areas that are contained within established and designated utility service boundaries. ▪ Determine the development and infrastructure capacity of the land within each growth area in order to prevent negative impacts on the rural landscape. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Municipalities within Madison County
B.	<p>Ensure residential developments are well-planned and designed using land conservation-oriented principles.</p> <ul style="list-style-type: none"> ▪ Developments based on these principles should: <ul style="list-style-type: none"> ▪ Prohibit development on wetlands and other environmentally sensitive areas while encouraging the incorporation of these unique areas as protected on-site open space amenities and wildlife preserves. ▪ Provide common open space and recreational areas within the development as a means to link or buffer adjacent land uses. ▪ Provide a healthy mix of land uses aimed at supporting the daily activities of residents living within the development (primarily residential, local commercial, institutional, and recreational land uses). ▪ Encourage clustering residential units around a common area to avoid developing the entire site and to create rural small town residential environments. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
C.	<p>Support the creation of residential developments that are:</p> <ol style="list-style-type: none"> 1. located within and/or adjacent to incorporated urban areas; or 2. created as separate urban village settlements. <ul style="list-style-type: none"> ▪ Create new urban village settlements with a scale and density that will support urban services and infrastructure (new or extension), a balanced mix of land-uses, and an assortment of housing types that are designed to meet the needs of a variety of households. ▪ Evaluate the attributes of residential developments using a planned unit development review and approvals process. ▪ Determine the impacts that a new development could have on an adjacent urban area, and then ensure that utilities, infrastructure, and community services can assume the potential burden. ▪ Investigate and monitor the real and potential impacts that the Fall Creek Regional Waste-Water District (FCRWD) could have on housing development activities in locations that are at a moderate distance from urban centers. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Plan Commission ▪ Fall Creek Regional Waste-Water District ▪ Madison County Council of Governments

<p>D.</p>	<p>Establish quality construction standards for residential development.</p> <ul style="list-style-type: none"> ▪ Establish a program to license or bond contractors and builders. ▪ Improve the building inspection program -- in accordance with the Insurance Services Organization (ISO) Rating Inspection results -- to include: <ul style="list-style-type: none"> ▪ Increasing inspector office time for plan review. ▪ Requiring and funding further building inspector training. ▪ Strengthening the certification requirements for inspectors. ▪ Appoint a building commission consisting of trained construction professionals to consider appeals and regulate contractors (to include license revocation) as specified by ISO. ▪ Expand the membership list of the existing subdivision review committee to include other government agencies and service/infrastructure providers. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Council of Governments ▪ Madison County Government Departments
<p>E.</p>	<p>Research the feasibility of adopting a development impact cost recovery system (impact fees) that would assist in providing for necessary on and off-site improvements as an alternative to acquiring funding by methods that would obligate all County rate/tax payers.</p> <ul style="list-style-type: none"> ▪ Some options for consideration include: <ul style="list-style-type: none"> ▪ Requiring developers to construct/install infrastructure and improvements during the site development and construction phases (at the outset) and to then reimburse the developer when the user (home-buyer) purchases the property and/or pays for hook up to the utilities. ▪ Collecting impact fees directly from the developer who would in turn attached that fee to the lot cost which would then become the financial burden of the home-buyer. ▪ Permitting willing local government entities to install the infrastructure and necessary improvements and then recover the cost from the homebuyer through increased permit, tapping, and/or driveway fees. ▪ Increasing the tax assessment for all greenfield construction (inside and outside of growth areas) to recover the cost of infrastructure provision and use over time. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>F.</p>	<p>Encourage the implementation of housing and neighborhood revitalization initiatives where the necessary infrastructure and services are available.</p> <ul style="list-style-type: none"> ▪ Limit tax increment financing (TIF) districts to those areas that are in dire need of infrastructure rehabilitation and expansion to meet the needs of County residents. ▪ Encourage improvements to the existing housing stock by implementing housing rehabilitation tax credit programs. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Municipalities within Madison County ▪ Madison County Council of Governments

<p>G.</p>	<p>Create a tougher subdivision/residential development control ordinance that will ensure developments are visually attractive, contain a mix of uses, provide safe streets/pedestrian ways, and enable the efficient delivery of public services/utilities.</p> <ul style="list-style-type: none"> ▪ The development control ordinance considers and addresses: <ul style="list-style-type: none"> ▪ Multiple access requirements (entrances) to allow for greater public safety service access. ▪ Grid street networks that are well connected with adjacent incorporated areas, county roads, major transportation routes, and other residential developments. ▪ Adequate provision of public right-of-way improvements, (curbs, gutters, sidewalks, street trees/plantings, and hydrants) to enhance the streetscapes and corridors. ▪ Design standards that will specify elements such as yard trees, landscaping, garage setbacks or side configurations, and building materials. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>H.</p>	<p>Involve infrastructure/utility providers and other community service stakeholders throughout all stages of the development review process in order to ensure high standards in residential development.</p> <ul style="list-style-type: none"> ▪ Create a process through which service providers and stakeholders have the opportunity to review proposals and make verbal/written recommendations and/or approvals. ▪ Create a process that ensures an adequate review period that will provide time for provider/stakeholder comments and for any necessary changes prior to approval. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Infrastructure and Utility Providers ▪ Community Services Stakeholders
<p>I.</p>	<p>Encourage the development of an appropriate mix of housing options to accommodate the variety of household sizes/types, special needs groups, and tenure types.</p> <ul style="list-style-type: none"> ▪ Encourage the creation (construction or rehabilitation/adaptive reuse) of alternative housing types in appropriately serviced urbanized locations. These types may include apartments, townhouses, condos, duplexes, multi-plexes, and/or accessory dwelling units. ▪ Monitor the size and diversity of special needs groups within the County to determine any general or specific housing needs. ▪ Investigate the need/demand to increase the size of the ‘up-scale’ housing stock as a means to attract/retain residents in higher income categories. ▪ Encourage the use/development of home improvement programs aimed at maintaining/preserving the existing housing stock for: <ul style="list-style-type: none"> ▪ elderly residents wishing to remain in their homes longer, ▪ lower-income owners seeking affordable housing options, ▪ lower-income tenants seeking affordable rental units. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Council of Governments

<p>J.</p>	<p>Regulate the type and location of manufactured and mobile housing developments.</p> <ul style="list-style-type: none"> ▪ Limit the placement and use of mobile/manufactured homes to approved residential parks. ▪ Limit manufactured/mobile home parks to locations where urban services are or will be available (services ranging from public transit to water/sewer utilities). ▪ Enforce specific development standards for mobile home parks that are based on and in compliance with the established residential development control ordinance (requiring the basic bundle of services/amenities), as well as providing emergency shelters for residents. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners
<p>K.</p>	<p>Support the formation of a committee to investigate and encourage the construction of, and assist potential homeowners in gaining access to, affordable housing units.</p> <ul style="list-style-type: none"> ▪ Support and implement initiatives that promote and ensure equal access to housing opportunities. ▪ Support the implementation of federal and state government housing programs. ▪ Foster partnerships between developers and not-for-profit housing providers. ▪ Develop outreach efforts aimed at educating potential homeowners about buyer programs and guidelines. ▪ Promote programs that involve local realtors and members of the financial community to assist County residents in gaining access to housing. ▪ Consider hosting an annual housing fair to publicize available programs and educate potential first time home-buyers. ▪ Draft a housing checklist for home-owners wishing to evaluate their structure and site (structural, siting, zoning). 	<ul style="list-style-type: none"> ▪ Madison County Council of Governments ▪ Madison County Commissioners ▪ Rural Development, US Department of Agriculture ▪ US Department of Housing and Urban Development ▪ Local Realtors ▪ Madison County Habitat for Humanity

Community Resources and Public Safety Services

Quality of life indicators are primarily measured and assessed by the availability, diversity, and efficiency of community resources and public safety services. In order to increase and improve the quality of life in Madison County, there must be an adequate and dependable supply of resources and services made available to all citizens in existing communities and for new planned developments.

In many instances, the Planning Commission does not have jurisdiction or decision-making power over the provision of community resources and public safety services in Madison County. Nevertheless, the comprehensive planning process identifies and recognizes the entire scope of services and capabilities of these resources for consideration in land use, housing, development, and infrastructure planning issues.

In a general manner, the community resources and public safety services component addresses the need and methods for:

- identifying and providing for current and future facility/service needs in Madison County.
- improving coordination and cooperation amongst service providers.
- extending invitations to service providers to become involved in the planning and development review process.
- determining the need for and placement/configuration of recreational opportunities and facilities in the unincorporated County areas.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL: Ensure that adequate and desirable community resources and public safety services are available to support the existing community and planned future development in Madison County.

Objective 4.1: Ensure that the provision of community resources and public safety services adequately supports all aspects of planned development and that the financial burden of these services is equitably distributed.

Objective 4.2: Ensure an adequate availability of and access to recreational opportunities.

Objective 4.3: Involve community resource and public service providers in the development review process for proposed projects in the unincorporated areas of the County.

Objective 4.4: Encourage increased communication and cooperation amongst community resource and public safety service providers.

General Recommendations

Of note, the recommendations listed are limited to those issues and actions that the Madison County Government and Departments can successfully influence in terms of planning, guidance, and implementation. For the most part, these actions will require considerable cooperation and participation by resource and service providers.

- Continue evaluating and planning for community needs that include additional general and specific services associated with development activity.
- Revise development regulations – with the assistance of community and safety service providers – to ensure an adequate and efficient provision of community resources and safety services.
- Involve community service providers in the development review process in order to assess at the outset and then mitigate the development impact on existing and future resources and service provision.
- Require developers to mitigate any negative development impacts by reducing the financial burden (through imposing impact fees) for necessary and additional community resources and services.
- Examine the need for community-wide recreational opportunities and facilities, and consider establishing park space in the unincorporated County.
- Sponsor forums to discuss decision-making and planning processes in order to foster greater cooperation and communication amongst resource managers, service providers, and government.

COMMUNITY RESOURCES AND PUBLIC SAFETY SERVICES		Concerned Agencies
Supporting Strategies/Actions		
A.	<p>Undertake project- and development-specific studies that will assist in determining which community resources and public safety services are necessary (new or expansion) to meet future user demand.</p> <ul style="list-style-type: none"> ▪ Conduct a community resource and public safety service impact analysis to determine the possible impacts of planned development on existing services and to determine the appropriate expansion measures required for future demand. ▪ Investigate the options for and potential of imposing impact fees on developers in order to generate funding assistance for the provision of necessary community facilities and public safety services. ▪ Investigate the potential benefits of re-instituting neighborhood schools within large planned residential developments for the benefit of those living within walking distance. ▪ Investigate the potential service demands of special needs groups that reside in planned developments. Studies should include: <ul style="list-style-type: none"> ▪ determining the scope of the necessary facilities – for example, providing a healthcare center for a senior citizen residential development versus a development attracting younger families. ▪ determining access issues with public transit in providing connections with nearby amenities and communities. ▪ determining whether there will be adequate special services and staffing to meet client demand. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Council of Governments

<p>B.</p>	<p>Assemble a Development Review Committee – including representatives from community resource, public safety service, and special groups – to present recommendations to the Plan Commission and Madison County Commissioners.</p> <ul style="list-style-type: none"> ▪ Invite community resource and public service providers to establish and participate in a multi-disciplined ‘Development Review Committee’ that would assess and review development petitions. This committee would: <ul style="list-style-type: none"> ▪ determine potential impacts on existing resources/services. ▪ determine the necessary resources and services required to satisfy user demand. ▪ consist of representatives from various public service fields; including: education, health, police and fire protection, emergency response, recreation, social services, and community resource services. ▪ Inform service providers of proposed residential developments so that they can make the necessary preparations (expansion) for an increased demand on their services and facilities. ▪ Create sub-committees, when needed, to address specific public safety issues such as evaluating road widths and geometry for service vehicle access, determining maximum building setbacks for adequate service access, and clearly naming streets to avoid emergency response confusion. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Public Safety Service Providers ▪ Madison County Community Resource Providers ▪ Madison County Council of Governments
<p>C.</p>	<p>Re-establish the Planning Commission/County Commissioners authority for naming streets to eliminate confusion.</p> <ul style="list-style-type: none"> ▪ Coordinate street naming procedures with municipalities to eliminate emergency response confusion and to avoid duplication in street name or addresses. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners
<p>D.</p>	<p>Modify the subdivision/planned unit development controls and mobile home park regulations in order to improve public safety service provision.</p> <ul style="list-style-type: none"> ▪ Require multiple entrances for greater access options should an entrance become blocked. ▪ Create better design standards for and/or limit the use of cul-de-sac right-of-ways. ▪ Require covenants in planned developments to keep cul-de-sacs clear of parked vehicles and other obstructions. ▪ Establish maximum distances that a residential development and a unit can exist from public roads (a front-to-back depth ratio for residential lots) to ensure access by public safety services. ▪ Require the provision (a standard) of wet or dry fire hydrants in planned developments and mobile home parks. ▪ Require tornado shelters and minimum unit separation distances for mobile and manufactured home parks/developments. 	<ul style="list-style-type: none"> ▪ Madison County Public Safety Service Providers ▪ Plan Commission ▪ Madison County Commissioners

<p>E.</p>	<p>Facilitate a greater level of communication and interaction between community resource managers, public safety service providers, and various levels of government.</p> <ul style="list-style-type: none"> ▪ Sponsor forum meetings that will allow community resource and public safety service providers to exchange ideas and discuss issues. ▪ Provide research and technical support to groups and agencies in order to assist with studies and/or programs for special needs citizens and groups; such as, elderly, at-risk youth, homeless, and single parent households. ▪ Foster a closer working relationship between local entities (government, not-for-profit, and interest groups) and state/federal departments and agencies in order to benefit from programs, funding, and available resources. ▪ Assist and advise public safety service providers and community resource managers in contingency planning for natural disasters and other emergency situations. <ul style="list-style-type: none"> ▪ Facilitate the creation of a ‘Public Safety Service Location, Coverage, and Communications Plan’. ▪ Assist in rerouting emergency response operations by investigating the possibilities of expanding services beyond political boundaries, providing assistance in fringe areas, and expanding existing operations to support new development. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Madison County Council ▪ Madison County Council of Governments ▪ Madison County Public Safety Service Providers ▪ Madison County Community Resource Providers ▪ Indiana State Public Safety Service Providers ▪ State and County Emergency Management Service Providers
<p>F.</p>	<p>Assist with assembling information about community services, resources, and facilities, then making the materials accessible to all citizens of Madison County and to other concerned groups.</p> <ul style="list-style-type: none"> ▪ Assist with the creation and maintenance of a directory of community services and their facilities to benefit existing and future residents of Madison County. ▪ Ensure the above-mentioned directory and other informational materials are available at County and other public offices, sponsored events, and on the internet. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Madison County Public Safety Service Providers
<p>G.</p>	<p>Team with health and safety service providers to identify and manage problematic sites and structures throughout the County.</p> <ul style="list-style-type: none"> ▪ Identify and request the rehabilitation or removal of dangerous structures. ▪ Identify and request the containment and/or remediation of contaminated sites, and partner with State and Federal agencies for technical and financial support for action. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Health Department ▪ Indiana Department of Natural Resources

<p>H.</p>	<p>Make Madison County G.I.S. resources available to community resource and public safety providers at cost.</p> <ul style="list-style-type: none"> ▪ Link County mapping, permitting, addressing, and parcel databases with 911 services. ▪ Map and collect data on facilities and systems that are of interest to service providers. ▪ Permit access to G.I.S. generated information when service providers are planning for facilities, equipment needs, or emergency action procedures. Some examples include: <ul style="list-style-type: none"> ▪ determining emergency evacuation routes. ▪ locating shelter facilities and safe zones. ▪ assessing sites and determining size optimization for school campuses, fire stations, and library facilities. ▪ determining potentially hazardous areas. 	<ul style="list-style-type: none"> ▪ Madison County Council of Governments
<p>I.</p>	<p>Update Subdivision Regulations to require recreational open space dedication or to collect impact fees to create recreational areas based on residential density for all planned developments.</p> <ul style="list-style-type: none"> ▪ Require that a percentage of land per housing unit to be set aside for recreation and/or open space opportunities for each planned development. ▪ Conduct analyses, specific to each residential development proposal, to assist in determining the type of park or open space that is required. Park types could include: <ul style="list-style-type: none"> ▪ a formal park space with facilities. ▪ a conservation area containing unique landscape features and/or wildlife habitats. ▪ a linear trail system to connect open spaces and communities. ▪ Create subdivision ordinances that would require sidewalks and trails to be placed throughout and between planned developments in order to provide interconnectivity and access to adjacent community resources. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners
<p>J.</p>	<p>Investigate the potential and determine the feasibility for developing passive and active recreation opportunities/facilities on the capped Orestes landfill site.</p> <ul style="list-style-type: none"> ▪ Undertake and/or support studies that will determine the contamination levels and potential hazards of using the former landfill site for recreational and/or other purposes. ▪ Undertake and/or support studies that will determine the range of possible recreational uses for the site. ▪ Conduct and/or support a survey of County residents that will gauge perceptions on using the site and determine specific recreation needs. ▪ Act on the study and survey results by making recommendations for the potential park use for the site. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Madison County Council of Governments

<p>K.</p>	<p>Investigate the potential and feasibility of establishing recreation and open space areas along river and creek corridors.</p> <ul style="list-style-type: none"> ▪ Determine the river and creek corridors within Madison County that are most suitable as recreation and open space areas. ▪ Undertake studies to determine the appropriate location, scale, and range of uses for recreation and open space areas along waterway corridors and act on the study results. ▪ Investigate the potential of placing lands along the river and creek corridors into easements for public recreational uses when the land is converted from agricultural to other (residential, commercial, or industrial) uses. ▪ Determine the current and future possibilities of connecting recreation and open space areas along waterway corridors with other existing and planned recreation/open spaces within Madison County and with similar areas outside the County (such as developing the recreational potential along White River through several central Indiana counties). 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>L.</p>	<p>Investigate the potential and feasibility of establishing a County-owned and operated park in an unincorporated County location.</p> <ul style="list-style-type: none"> ▪ Undertake studies to determine the appropriate location, size, and range of uses for a County park and then act on the study results. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Madison County Council of Governments

Cultural Resources

Diverse cultural resources, located throughout the Madison County landscape, contribute to the unique rural character and enhance the overall quality of life enjoyed by residents. As the primary focus, greater efforts must be made to avoid and eliminate land-use conflicts caused by locating new development in or near historically significant districts and sites.

As part of a continuing effort to provide interesting and vital cultural attractions and amenities, additional funding must be obtained – from public and/or private sources – in order to continue the research, inventorying, and recognition of sites and structures. In addition, gathering, analyzing, and presenting the information regarding these significant sites and structures will assist Madison County leadership in making informed decisions about these resources and development patterns – as once these resources are removed from the landscape, they may be lost forever.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL: Ensure that cultural and historic resources are protected, enhanced, and recognized throughout Madison County.

Objective 5.1: Ensure that development practices do not adversely impact the cultural, historic, and archeological resources of the County.

Objective 5.2: Encourage the preservation of the rural landscape and character.

Objective 5.3: Encourage and support local, state, and federal cultural resource management initiatives.

General Recommendations

- Implement growth management initiatives, land-use restrictions, and development regulations as a means to preserve the rural character and cultural resources of Madison County.
- Continue to inventory cultural and historical sites and structures throughout Madison County.
- Investigate the potential of developing local public (governmental) and private programs that will have the ability to recognize and protect historic and cultural sites and structures.
- Support the recognition and celebration of the cultural and historical elements (sites, structures, and persons) in Madison County.

CULTURAL RESOURCES		Concerned Agencies
Supporting Strategies/Actions		
A.	<p>Encourage the creation of a not-for-profit land trust and/or heritage foundation to preserve cultural resources in Madison County.</p> <ul style="list-style-type: none"> ▪ The trust/foundation could: <ul style="list-style-type: none"> ▪ Serve as a vehicle for citizen action/participation and as an advisory group to local and state government on issues dealing with cultural resources. ▪ Establish links and/or partnerships with State and Federal agencies/groups to share in information and expertise. ▪ Provide the opportunity and have the ability to purchase historic and conservation easements. ▪ Pursue funding opportunities for programs and projects. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Plan Commission ▪ Madison County Council of Governments ▪ Local Non-Profit Organizations ▪ Citizen Groups ▪ State/National Groups
B.	<p>Encourage improvements to infrastructure development and expansion that will not threaten or compromise the historical and cultural character of the community and landscape.</p> <ul style="list-style-type: none"> ▪ Require utility and infrastructure providers to gain permission and approval from the appropriate County departments before undertaking work programs. ▪ Require utility and infrastructure providers/developers to cease work and inform local and State government departments when a potential archeological site is uncovered or if a cultural resource becomes jeopardized due to their activities. ▪ Incorporate the need to eliminate the potential negative impacts on cultural resources throughout the planning and development review process. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Plan Commission ▪ Madison County Council of Governments
C.	<p>Prevent intense development in historically and culturally sensitive areas unless impact assessments give favorable recommendations and clear approaches.</p> <ul style="list-style-type: none"> ▪ Consult local historical societies, Historic Landmarks Foundation of Indiana, and the Indiana Department of Natural Resources to assist in determining what may be considered an acceptable mix of compatible land uses in areas of historical and cultural significance. ▪ Review the County’s subdivision regulations, exception standards, variance procedures, and planned unit development regulations to ensure they incorporate detailed evaluations of development proposals to determine the potential impact on culturally significant and historical sites. ▪ Consult with historical societies, local government departments, and other community experts when environmental impact assessments are prepared concerning the potential impacts on cultural and historical sites and features. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Board of Zoning Appeals ▪ Madison County Council of Governments

<p>D.</p>	<p>Support local efforts of inventorying, preserving, and protecting historical, cultural, and archeological resources.</p> <ul style="list-style-type: none"> ▪ Provide assistance with the identification and documentation of historical, cultural, and archeological resources in conjunction with the Madison County Council of Governments’ Geographic Information System. ▪ Provide assistance in acquiring technical support for the preservation and protection of historical, cultural, and archeological resources. ▪ Support the designation and recognition of historic structures and districts on state and national registers. 	<ul style="list-style-type: none"> ▪ Madison County Council of Governments ▪ Land Trust and/or Heritage Foundation ▪ Historical Societies and Community Groups
<p>E.</p>	<p>Extend support to cities, villages, and townships within Madison County that are undertaking historic preservation efforts for publicly owned buildings and sites.</p> <ul style="list-style-type: none"> ▪ Provide assistance in the following areas: <ul style="list-style-type: none"> ▪ researching efforts of site/structure’s heritage. ▪ writing grants and applications for programs and projects. ▪ searching for funding sources. ▪ providing educational programs. 	<ul style="list-style-type: none"> ▪ Madison County Council of Governments ▪ Land Trust and/or Heritage Foundation
<p>F.</p>	<p>Emphasize preservation/rehabilitation options over demolition when evaluating building condition, land use, and adaptability for future uses.</p> <ul style="list-style-type: none"> ▪ Encourage the preservation, rehabilitation, and reuse of all County-owned buildings and structures. ▪ Investigate the feasibility of converting structures/sites into non-traditional uses. ▪ Consider permitting certain building code variances for historic structures on a site-by-site basis and that do not compromise health and/or safety. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Plan Commission ▪ Building Commission ▪ Land Trust and/or Heritage Foundation ▪ Madison County Council of Governments
<p>G.</p>	<p>Encourage the preservation and celebration of the rural character and traditions by supporting festivals and educational programs that create beneficial links to the past.</p> <ul style="list-style-type: none"> ▪ Consider establishing an awards program that would recognize outstanding preservation and restoration efforts. ▪ Support the efforts of those involved in the diverse 4-H Program in Madison County. ▪ Support the 4-H County Fair activities and celebrations. ▪ Support cultural activities and events that are community-based and that have the potential to be expanded and enhanced to draw tourism interest, both in terms of participation and financial support. 	<ul style="list-style-type: none"> ▪ Land/Heritage Trust ▪ Non-Profit Org. ▪ Madison County Extension Office

<p>H.</p>	<p>Implement cultural resource preservation and enhancement measures in planning and enforcement documents, policies, and plans.</p> <ul style="list-style-type: none"> ▪ The land-use plan and development regulations should outline specific methods of: <ul style="list-style-type: none"> ▪ Preserving rural and agricultural lands and structures. ▪ Preserving the wide variety of natural resources as vital and contributing components of the cultural landscape. ▪ Enhancing and protecting the landscape from adverse visual impacts that may be caused by excessive and unnecessary clutter, signs, and unmanaged properties (nuisance abatement). 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>I.</p>	<p>Educate those citizens living and working in agricultural areas on common/modern agricultural practices and rural heritage to avoid potential conflicts with existing farmers.</p> <ul style="list-style-type: none"> ▪ Some methods that could draw attention to the unique characteristics of these areas may include: <ul style="list-style-type: none"> ▪ Posting signage indicating entrance into an ‘<i>Agricultural Park</i>’ (similar to ‘industrial park’) or ‘<i>Agricultural Protection District</i>’ (when voluntarily rezoned to APZ). ▪ Issuing brochures with home construction permits that outline the practices, characteristics, and expectations while living in these agricultural and rural areas. ▪ Supporting educational and interactive activities that promote agricultural industries in schools, 4-H, programs, and other extra-curricular programs. ▪ Implementing the above mentioned concepts into the Madison County 4-H Extension programs and activities. 	<ul style="list-style-type: none"> ▪ Madison County Extension Office ▪ Planning Commission ▪ Madison County Commissioners
<p>J.</p>	<p>Ensure development proposals adequately address, justify, and provide for the required expansion of specific community and cultural resources (such as: parks, libraries, churches, schools, and arts facilities and programs).</p> <ul style="list-style-type: none"> ▪ Require developers to undertake special studies and impact assessments to determine how and to what degree their proposed development will impact on community cultural resources. ▪ Consider the creation of special taxing districts within designated growth areas to assist in funding community cultural resources (for example: a special library taxing district). ▪ Ensure developers provide for any required expansion or improvement of community cultural resources by requiring: <ul style="list-style-type: none"> ▪ Onsite improvements to existing community resources. ▪ Payment of impact fees (either prior to or during a specified time after) to assist in funding resource creation or expansion that is in direct proportion to the demand created by planned development. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Board of Zoning Appeals ▪ Madison County Commissioners ▪ Library Boards ▪ Township Trustees

K.	Encourage Countywide cooperation between various cultural organizations and invite them to participate in the development review process. <ul style="list-style-type: none">▪ The benefits of this stakeholder involvement include:<ul style="list-style-type: none">▪ a greater appreciation for the variety of cultural resources that are available.▪ a greater cooperative effort in the protection and preservation of the cultural resources.▪ a greater understanding of the inter-relationship between resources that can become the driving force behind advancements in preservation.	<ul style="list-style-type: none">▪ Planning Commission▪ Madison County Council of Governments
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Natural Resources

The conservation and protection of Madison County’s natural and visual resources is essential for retaining the rural character and promoting greater livability throughout the community. As development continues to encroach into the lands that surround the urbanized areas, the primary task of local government is to integrate environmental considerations into development regulations to ensure that a substantial portion of the natural landscape will be maintained for future enjoyment. Since natural resources in Madison County are protected and governed by several local and State agencies, inter-agency cooperation must be fostered to ensure a comprehensive approach to environmental planning and the proper implementation of protection programs.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL:	Ensure that all development practices respect and enhance the natural resources and overall environmental integrity in Madison County.
Objective 6.1:	Ensure development practices include the protection and conservation of identified woodlands, wetlands, and wildlife habitats.
Objective 6.2:	Ensure the protection and visual enhancement of the natural and built landscape.
Objective 6.3:	Ensure the protection and enhancement of surface and ground water resources.
Objective 6.4:	Ensure the mitigation of adverse development impacts on the built and natural landscape.
Objective 6.5:	Implement measures to improve air, water, and soil quality.
Objective 6.6:	Encourage intergovernmental and special interest group participation in natural resource management issues and programs.

General Recommendations

- Create and adopt growth management procedures that will serve to protect the rural landscape and natural resources of Madison County.
- Revise and implement development regulations that will consider the environmental impacts of development activity and strengthen existing state/federal policies at the local level. The regulations should consider the following environmental impact issues: drainage, erosion, deforestation, inappropriate land-conversion, contamination/pollution, sewage leaching, and safe water supply.
- Enhance interagency and special interest group cooperation in dealing with environmental issues and enhancements.
- Make provisions for additional environmental protection programs and for better enforcement of existing programs through local, state, and federal departments/agencies.

NATURAL RESOURCES		Concerned Agencies
Recommended Strategies/Actions		
A.	<p>Establish a multi-disciplinary and multi-jurisdictional Environmental Protection Committee.</p> <ul style="list-style-type: none"> ▪ The purpose of this Committee includes: <ul style="list-style-type: none"> ▪ Enabling cooperative enforcement actions between jurisdictions and agencies/government departments. ▪ Identifying gaps in protection services. ▪ Exchanging ideas and information on environmental management and protection. ▪ Advising the Plan Commission on environmental and development impact issues through the review process. ▪ Involving and educating the public and other stakeholders in Madison County in environmental management. 	<ul style="list-style-type: none"> ▪ Madison County Council of Governments ▪ Madison County Commissioners ▪ Madison County Health & Extension Departments ▪ Plan Commission ▪ Municipalities ▪ State Agencies ▪ Citizens Groups ▪ Non-Profit Org.
B.	<p>Require all planned developments to integrate conservation development principles in their design.</p> <ul style="list-style-type: none"> ▪ Considerations for design and development include: <ul style="list-style-type: none"> ▪ Identifying environmentally sensitive and significant lands within and adjacent to the development site. ▪ Restricting development on the site to land that does not include environmentally sensitive areas and is able to support intense development (proper soils). ▪ Designing clustered development on the site in order to reduce land consumption and infrastructure requirements while creating opportunities for neighborly interactions and activities. ▪ Utilizing the environmentally sensitive/significant lands to facilitate natural processes (wetland for drainage and filtering) and to provide active/passive recreational opportunities (trail system or a visually pleasing preserve). 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
C.	<p>Adopt land-use and growth management plans, policies, and regulations that promote the placement of intense development activities within urbanized or partially urbanized areas.</p> <ul style="list-style-type: none"> ▪ Encourage development in areas that are or are planning to be serviced with urban utilities and infrastructure in order to prevent the unnecessary conversion of agricultural or open land. ▪ Encourage the delineation of urban growth boundaries surrounding all municipalities as a means to identify those lands that should (inside) and should not (outside) be developed. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments ▪ Municipalities

<p>D.</p>	<p>Determine the need and implement a ‘brownfield’ program for Madison County.</p> <ul style="list-style-type: none"> ▪ Pursue State/Federal funding (SuperFund) to conduct an inventory of sites that may qualify under Indiana’s brownfield program for remediation (clean up) and redevelopment. ▪ Apply to State/Federal brownfield programs for inclusion should a site(s) qualify for remediation. ▪ Search for developers willing to and capable of remediating and reusing sites that have been previously developed and that could potentially contain environmental hazards. ▪ Promote the program as an environmentally responsible growth management strategy. 	<ul style="list-style-type: none"> ▪ Madison County Council of Governments ▪ Madison County Commissioners ▪ Municipalities ▪ Environmental Protection Committee ▪ Indiana Department of Environmental Management
<p>E.</p>	<p>Prevent development and/or disturbances in the hundred-year flood plain corridor along rivers and creeks.</p> <ul style="list-style-type: none"> ▪ Protect the natural drainage cycles along the waterway corridors and in wetlands. ▪ Reduce the threat of contaminants entering the waterways during flooding and intense runoff periods. ▪ Implement conservation methods (vegetative strips/buffers) to remediate any disturbances and restore the natural system. ▪ Eliminate damage to structures and property by preventing construction in the flood plain. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Drainage Board
<p>F.</p>	<p>Prevent development in areas where soils are severely limited, create drainage problems, and/or create ponding/standing water situations.</p> <ul style="list-style-type: none"> ▪ Consult both the general and detailed Soils Survey Maps to determine the specific building limitations of the soil on the site. ▪ Observe the site through several rainfalls to determine standing problems and draining constraints. ▪ Prevent development on these sites until provisions are made and proven to overcome the site limitations. ▪ Ensure developers and property-owners specifically outline the provisions/methods they plan to utilize in overcoming site limitations before the development or project is approved. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Drainage Board
<p>G.</p>	<p>Develop standards that better regulate high impact and high intensity land-uses.</p> <ul style="list-style-type: none"> ▪ Develop standards and operational guidelines that impose a comprehensive approach to site assessment and approval. ▪ Enforce the standards to ensure full compliance with local/state/federal development and environmental regulations. ▪ Adopt location requirements and exception standards for landfill and mineral extraction sites selection. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Board of Zoning Appeals

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<p>H.</p>	<p>Require the implementation of natural vegetative buffers along streams and wetlands.</p> <ul style="list-style-type: none"> ▪ The benefits of using these natural features include: <ul style="list-style-type: none"> ▪ Filtering pollutants and debris from entering the waterway or wetland system. ▪ Reducing and preventing soil and bank erosion. ▪ Controlling fluctuations in water temperature. ▪ Reducing and controlling stream velocities to protect wetland habitat. ▪ Creating and restoring wildlife habitat areas. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Drainage Board
<p>I.</p>	<p>Ensure growth management plans and regulations require developments to be serviced with public sanitary sewer systems.</p> <ul style="list-style-type: none"> ▪ Reduce the number of septic system installations, especially in areas of dense development. ▪ Encourage the replacement and/or regular inspection/maintenance of existing septic systems. ▪ Ensure major developments make provisions to connect with or install sewer systems during the initial construction phase. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Municipalities with public sewer systems
<p>J.</p>	<p>Develop standards that better regulate the configuration and location of outdoor signage and transmission towers.</p> <ul style="list-style-type: none"> ▪ In an effort to protect and enhance the natural environment as a scenic resource (part of the rural character), the following standards should be enforced: <ul style="list-style-type: none"> ▪ Minimize allowable sign sizes and the number of locations for approved off-premise advertising. ▪ Maximize the spacing (distance between sign/tower) and setbacks (from roadways and buildings) required for outdoor signage and transmission towers. ▪ Maximize opportunities for multi-user towers and/or multiple tower sites in order to reduce the land impact. ▪ Minimize the negative visual impacts of signs and towers by enforcing maximum heights and less obtrusive structural designs/markings. ▪ Research standards and guidelines that have been successfully implemented by Indiana counties and other U.S. jurisdictions. ▪ Encourage the shared use of publicly owned sites, such as the attachment to water towers or highway department facilities. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Signage Companies ▪ Madison County Council of Governments
<p>K.</p>	<p>Develop ordinances to regulate well drilling and installation.</p> <ul style="list-style-type: none"> ▪ Identify the agency that is best equipped to administer and enforce the ordinance. ▪ Identify and secure funding and staffing resources to enforce the ordinance. ▪ Consider establishing a registration process/program for drilling contractors and their employees. 	<ul style="list-style-type: none"> ▪ Madison County Council of Governments ▪ Environmental Protection Committee

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<p>L.</p>	<p>Create a well-head protection plan and ordinance.</p> <ul style="list-style-type: none"> ▪ The plan and ordinances should: <ul style="list-style-type: none"> ▪ Identify public water resource areas. ▪ Recommend land use restrictions to protect the resource. ▪ Recommend strategies for dealing with abandoned wells that cause contamination through infiltration. ▪ Recommend residential and commercial well regulations. ▪ Involve multiple departments and jurisdictions for the support and implementation of a well-head protection ordinance for the management of Madison County’s water supply and resources. ▪ Identify funding sources that will support the research, development, and implementation of a plan and ordinance. 	<ul style="list-style-type: none"> ▪ Madison County Health Department ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council ▪ Madison County Drainage Board
<p>M.</p>	<p>Develop zoning ordinances that require a builder/developer to obtain excavation and fill permits before beginning construction.</p> <ul style="list-style-type: none"> ▪ The benefits of this requirement and permitting process include: <ul style="list-style-type: none"> ▪ Preventing an adverse altering of natural surface water runoff onto neighboring properties. ▪ Identifying and protecting environmentally sensitive areas. ▪ Protecting the known network of drainage tile systems from unnecessary damage. ▪ Controlling the excavation or filling of ponds, wetlands, and other waterways. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Drainage Board ▪ Madison County Commissioners
<p>N.</p>	<p>Support the Indiana Department of Natural Resources (IDNR) erosion control standards for construction through local enforcement assistance.</p> <ul style="list-style-type: none"> ▪ Empower and educate/train local building officials and engineering staff to inspect erosion control measures during development inspections. ▪ Inform the public/developers of the erosion control standards. ▪ Require the reporting of standards violations to the IDNR. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners
<p>O.</p>	<p>Consider establishing a nuisance abatement program for environmentally impacted sites.</p> <ul style="list-style-type: none"> ▪ The nuisance abatement program should: <ul style="list-style-type: none"> ▪ Enable greater local enforcement over illegal dumping and other landfill laws. ▪ Expand enforcement of existing trash burning laws. ▪ Enforce regulations on the removal and remediation of outdoor scrap storage sites and disabled automobiles. ▪ Establish a fining system for program violators. ▪ Develop an ‘Environmental Court’ prosecution system by: <ul style="list-style-type: none"> ▪ Accessing funding for a prosecuting attorney; and ▪ Scheduling dedicated court time with judges that are familiar with specific environmental laws. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Madison County Council

Utilities and Infrastructure

Utility services and infrastructure facilities must meet high performance levels in order to effectively serve current users and be efficiently planned/expanded to meet future demand from increased residential, commercial, and industrial development. In determining the needs of current and future inhabitants of Madison County, utilities and infrastructure must be assessed to ensure their adequacy and efficiency in terms of the service provided, capacity, and spatial distribution for user access. Throughout the planning process, specific areas of the County were identified as potential growth areas and therefore must be serviced accordingly to ensure responsible community development.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL:	Ensure that adequate utilities and infrastructure are available to support existing and planned development in Madison County.
Objective 7.1:	Ensure that urban development is permitted only in designated growth areas when and where public utilities and infrastructure systems are provided.
Objective 7.2:	Encourage a more efficient use of existing and planned infrastructure and utilities.
Objective 7.3:	Encourage the development of and investment in utilities and infrastructure within the designated growth areas.
Objective 7.4:	Encourage increased communication and cooperation amongst utility and infrastructure providers and with Madison County government departments.
Objective 7.5:	Encourage the involvement of utility and infrastructure providers in the development review process for proposed projects in the unincorporated areas of the County.

General Recommendations

- Consider utility service capabilities when designating and developing in urban growth areas.
- Revise the subdivision control ordinance in regards to requiring:
 - Utility and infrastructure development and expansion standards,
 - Provisions for collecting impact fees and distributing the revenues appropriately, and
 - Multi-agency development review procedures and process.
- Ensure that all standards developed/implemented are consistent with all State and Federal regulations and with adjacent municipalities that may be required to service developments at a future date.
- Determine ways to permit utility and infrastructure provision to support planned development in non-growth areas that is self-sufficient and that does not impact or reduce the integrity of the surrounding areas.

UTILITIES AND INFRASTRUCTURE		Concerned Agencies
Supporting Strategies/Actions		
A.	<p>Designate growth areas that may be effectively/efficiently serviced public sewer and water utilities.</p> <ul style="list-style-type: none"> ▪ Concentrate the provision of sewer and water utilities in areas surrounding municipalities, around interstate interchanges, and within the Fall Creek Regional Waste Water District. ▪ Delineate growth boundaries around municipalities to indicate the realistic extent of potential development over a ten-year period (from the adoption of the Comprehensive Plan). ▪ Designate primary growth areas as those in which utility and infrastructure capacities already exist or could be effectively/efficiently expanded. ▪ Restrict corridor growth and development through land use regulations where water/sewer mains pass through non-growth areas in order to connect with designated growth areas. ▪ Support dense development patterns that would effectively reduce the expansion of utilities and infrastructure. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Utility Providers ▪ Infrastructure Developers
B.	<p>Encourage utility and infrastructure enhancements in serviced areas.</p> <ul style="list-style-type: none"> ▪ Support downtown revitalization and infill development on urbanized lands that provide greater commercial, industrial, and residential opportunities over greenfield development. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Utility Providers ▪ Infrastructure Developers
C.	<p>Establish a Utilities and Infrastructure Review Committee.</p> <ul style="list-style-type: none"> ▪ Support the creation of a committee that would coordinate activities and communication between project and local government planners, utility providers, and the local leaders of adjacent municipalities. ▪ The committee would be responsible for assessing and determining: <ul style="list-style-type: none"> ▪ The hierarchy of future service areas within an urban service boundary. ▪ The implementation process of the growth management plan and zoning ordinance. ▪ The potential shortcomings of proposed developments and formulation of recommendations to mitigate the impacts. 	<ul style="list-style-type: none"> ▪ Madison County Commissioners ▪ Plan Commission ▪ Madison County Council of Governments

<p>D.</p>	<p>Develop standards that better regulate the configuration and location of transmission towers.</p> <ul style="list-style-type: none"> ▪ Maximize co-location opportunities by encouraging multi-user towers and multiple tower sites. ▪ Minimize the negative visual impacts of necessary towers by enforcing maximum heights and less obtrusive structural designs/markings. ▪ Maximize the spacing (distance between towers) and setbacks (from roadways and buildings) required for transmission towers. ▪ Research standards and guidelines that have been successfully implemented by Indiana counties and other U.S. jurisdictions. ▪ Encourage the shared use of publicly owned sites for tower development, such as attachments to water towers or to highway department facilities. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>E.</p>	<p>Involve utility and infrastructure providers in the planned development review process.</p> <ul style="list-style-type: none"> ▪ Create a process by which service providers and stakeholders have the opportunity to review proposals and make verbal/written recommendations and approvals. ▪ Create a process that ensures an adequate review period that will provide time for provider/stakeholder comments and for necessary changes prior to approval. ▪ Ensure that all on- and off-site services, facilities, and amenities are adequately planned and can be provided. ▪ Ensure the reduction of negative impacts on environmentally sensitive lands and natural resources. ▪ Ensure the use and expansion of existing infrastructure in planned developments where/whenever possible. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Utility and Infrastructure Providers and Developers
<p>F.</p>	<p>Develop zoning ordinances that require a utility/infrastructure provider to obtain excavation and fill permits before beginning construction.</p> <ul style="list-style-type: none"> ▪ The benefits of this requirement and permitting process include: <ul style="list-style-type: none"> ▪ Identifying and protecting environmentally sensitive areas from unnecessary development pressures and preventing any adverse affects onto neighboring properties. ▪ Protecting the known network of water and sewer lines, gas mains, buried cable, telephone, and electric lines, and drainage tile systems from unnecessary damage. ▪ Controlling the excavation or filling of ponds, wetlands, and other waterways during and after the utility and/or infrastructure installation process. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners

<p>G.</p>	<p>Research and consider the adoption of a development impact cost recovery system to provide funding for the necessary on- and off-site improvements associated with development.</p> <ul style="list-style-type: none"> ▪ Determine which improvements are required for each type (residential or commercial) and location (urban fringe or rural area) of new development. ▪ Determine to what extent a proposed development would strain existing utilities and infrastructure, and what improvements would be necessary to best utilize and/or extend the resources. ▪ Determine a schedule of costs associated with the necessary improvements. The schedule must take into consideration: <ul style="list-style-type: none"> ▪ Differences between a utility/infrastructure that is extended or newly created. ▪ Possibilities of sharing the cost of providing a newly created utility/infrastructure amongst several developers or with an adjacent municipality that can mutually benefit. ▪ Determine the finances that are necessary to generate improvements in utilities and infrastructure to provide new/additional water and sewer capacity and lines, and extending electricity, gas, and phone services. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
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Transportation

Transportation issues have been intertwined with land use development since the earliest evolution of communities. Sprawling development patterns – partially encouraged by transportation networks – have drastically changed the landscape of most unincorporated areas within Madison County; not unlike many areas throughout the United States. Urban and suburban sprawl has not only destroyed thousands of acres of prime agricultural and natural land, but has also created the need for new travel and commuting patterns to work, school, shopping, and most other facets of daily life. Travel exclusively by automobiles has become the only mobility option for most people and alternative modes of travel – such as walking, bicycling, and riding transit – are no longer viable options given dispersed development patterns.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL: Maintain, enhance, and create a more viable and versatile multi-modal transportation network in Madison County with improved linkages to and within the Indianapolis metropolitan region, which offer efficient, effective, and safe movement of people and goods.

Objective 8.1: Ensure a higher standard of transportation service and infrastructure for present and future development that improves the viability and safety of transportation systems and contributes to the maintenance and enhancement of the overall network.

Objective 8.2: Ensure the improvement and enhancement of the interconnectivity of road systems and alternative travel modes, especially near urban centers, that should also include connections to the regional metropolitan area.

Objective 8.3: Promote the use of alternative modes of transportation – such as ridesharing, bicycling, walking, and transit – and create development patterns that are conducive to these alternative travel networks.

Objective 8.4: Promote compact development patterns with grid street configurations to reduce energy consumption, congestion, air pollution, and wasting of land resources.

Objective 8.5: Explore and implement new standards that improve transportation systems and roadway configurations that include traffic calming measures, narrower residential streets, reasonable maximum road widths, and better signaling.

Objective 8.6: Involve transportation agencies and interest groups in the development review process concerning system provision and design, corridor preservation, and land-use impacts.

General Recommendations

Transportation recommendations are discussed in greater detail in the ‘**Transportation Plan**’ (Section D) of the Madison County Comprehensive Plan.

- Implementation of the transportation components contained in the Comprehensive Plan to guide the future development of a highly-integrated transportation network that enhances the land uses it serves.
- Promotion of a more balanced multi-modal system of transportation that supports alternative land uses, such as mixed use and conservation design subdivisions, and more diverse, compact travel patterns.
- Support for the development of commuter rail lines to the Indianapolis metropolitan region and a high-speed rail line from Indianapolis to Fort Wayne to Detroit.
- Support the development and implementation of the Central Indiana Regional Transit Alliance (CIRTA) Transit Development Plan.
- Promote the education of Livable Community Concepts to the community.
- Promotion of greenbelts to divide incorporated areas and to provide linear connections for alternative pedestrian and bicycle travel modes.

TRANSPORTATION		Concerned Agencies
Supporting Strategies/Actions		
A.	<p>Ensure that the majority of large developments are designed to urban development patterns and standards as opposed to the conventional sprawl model.</p> <ul style="list-style-type: none"> ▪ Concentrate development near urban centers that emphasize compact land-use patterns to promote accessibility. <ul style="list-style-type: none"> ▪ Promote mixed-use development to encourage and support walking and bicycle trips amongst uses and to transit. ▪ Provide necessary building densities and land uses within walking distance of transit stops to promote a viable alternative to the automobile. ▪ Support the element of shared space through good architectural and landscape design with an emphasis on pedestrian scale. ▪ Design streets and buildings to accommodate safe and secure environments, but not at the expense of accessibility and openness. ▪ Design should encourage connectivity of buildings, streets, and people. ▪ Design streets as the public spaces of the region that create comfortable and interesting environments for pedestrians to live, to work, and to play. Design should encourage pedestrian usage. ▪ Promote development and design patterns that encourage the reduction of vehicle trips and Vehicle Miles Traveled (VMT). → ▪ Support development patterns that promote shorter trips, thereby reducing the negative impact vehicular travel has 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ County Engineer ▪ Madison County Council of Governments

	<p>on air and water quality.</p> <ul style="list-style-type: none"> ▪ Ensure that development intensity adheres to the appropriate current or planned road classification standards (Thoroughfare Plan). ▪ Design a balanced transportation network that fully integrates the automobile, public transportation, bicycle, pedestrian, and freight needs. <ul style="list-style-type: none"> ▪ Consider use of parallel alternative routes to reduce volumes on any one street and to minimize travel lanes. ▪ Reduce the total number of travel lanes to decrease the width of the street for pedestrian crossings. ▪ Consider alternative street patterns and designs such as asymmetrical streets, streets widths, and pedestrian needs in conjunction with street capacity and function. ▪ Research and develop standards for corridor preservation that pertain to roadways, bikeways, pedestrian ways, and transit. ▪ Improve coordination of land use and transportation planning between the local, state, and federal levels. <ul style="list-style-type: none"> ▪ Support the increased early planning coordination efforts of local and state agencies involved in transportation and land use planning. ▪ Promote the concurrency of transportation and land use planning, specifically when major development is anticipated. ▪ Initiate a more coordinated process for all land use review that includes transportation and environmental planning in conjunction with the appropriate planning, advisory, or regulatory entities. <ul style="list-style-type: none"> ▪ Develop a more integrative review team of local officials for development. ▪ Involve state officials in the process if needed. ▪ Consult at an earlier time in the review process with all affected parties. 	
<p>B.</p>	<p>Topic: Better Transportation Network Design</p> <ul style="list-style-type: none"> ▪ Design roadway networks in grid patterns to encourage alternative travel routes and modes. ▪ Ensure all signalization is spaced for maximum progression of traffic flow on primary and minor arterials. ▪ Research and develop standards for developer paid fees or amenities for the total transportation network. 	

<p>C.</p>	<p>Topic: Better Roadway Design</p> <ul style="list-style-type: none"> ▪ Reduce the width requirements of streets, particularly residential, to reduce initial infrastructure costs and to reduce future maintenance outlays. ▪ Ensure that all sidewalks, bike paths, trails, or multi-use alternative travel facilities are ADA/AASHTO compliant. ▪ Research and develop standards for corridor preservation that pertain to roadways, bikeways, pedestrian ways, and transit. ▪ Eliminate cul-de-sac usage except where absolutely no alternatives are available. Cul-de-sac usage is to provide for multiple access points for vehicular and alternative travel modes. ▪ Ensure that all roads are provided to the end of the property line for future expansion unless physical constraints restrict such utilization. ▪ Develop a standards manual for both traffic calming and alternative travel modes. 	
<p>D.</p>	<p>Topic: Transportation Alternatives</p> <ul style="list-style-type: none"> ▪ Build sidewalks and alternative travel opportunities in all residential and commercial developments. ▪ Incorporate transit oriented design features into development proposals whenever possible. ▪ Explore further the feasibility of commuter rail, park and ride, and express bus service to Indianapolis and other regional connections. 	
<p>E.</p>	<p>Topic: Access Issues/Concerns</p> <ul style="list-style-type: none"> ▪ Implement setback and right-of-way standards that require dedications for current and future planned corridor preservation at the time of approval. ▪ Research and develop standards and guidelines for an access control ordinance, including at a minimum dual access to all developments. ▪ Assure access control decisions consider future as well as current impacts to the total transportation network. ▪ Require dedication of needed right-of-way for all parcel splits and developments to insure that no property is land locked or without access. ▪ Initiate a review process for access control that includes representatives from the Plan Commission, the County Engineer, the MPO, and the citizens impacted. 	

Land Use and Growth Management

The development patterns that have emerged over the past several decades pose a serious threat to the overall rural character and quality of life in Madison County. The future development and enhancement of this landscape will present many serious challenges concerning land use decisions and growth management policies.

Rural growth management practices must have the ability to:

- anticipate the wide-ranging effects that rural and ex-urban development can have on rural resources.
- address how new and existing developments can be properly integrated on the landscape.

Elected officials, decision-makers, and citizens of Madison County must establish ways of retaining the most important characteristics of the area through the management and monitoring of those forces that can be controlled through responsible land use and growth management practices.

The general recommendations and supporting strategies/actions that follow support the goals and accomplish the objectives as adopted in **Part B – Community Development Policy** of the Madison County Comprehensive Plan.

GOAL:	Ensure development is well planned, well designed, compatibly mixed and appropriately located to efficiently maximize the use of land and public resources in Madison County.
Objective 9.1:	Ensure a compatible and diverse mixture of land uses that will provide the greatest efficiency and opportunity from developed lands.
Objective 9.2:	Ensure that all development practices and decisions are based on high quality standards to promote health, safety, quality of life, and general welfare of the citizens of Madison County.
Objective 9.3:	Ensure that agricultural and environmentally sensitive lands are protected from adverse development activities.
Objective 9.4:	Ensure the creation of compact communities by encouraging development to locate in designated growth areas that immediately surround and are serviced by existing cities and towns or by creating new urban areas where the necessary urban services are provided.
Objective 9.5:	Encourage the efficient use of existing community resources, safety services, utilities and infrastructure before expanding these services and facilities to accommodate growth.
Objective 9.6:	Identify and better manage data and/or geographic information to increase the ability to better understand and make responsible decisions about the use of land and public resources.

General Recommendations

Land use and growth management recommendations are discussed in greater detail in the ‘**Land Use and Growth Management Plan**’ (Section E) of the Madison County Comprehensive Plan.

- Implement a Land Use and Growth Management Plan that will:
 - Support goals and objectives outlined in the ‘**Community Development Policy**’ (Section B) of the Comprehensive Plan.
 - Include and support land use related strategies established in the planning focus areas.
- Designate growth areas that direct development towards the cities and towns.
- Provide protection for continued agricultural activities and the natural environment.
- Protect and enhance the rural character and cultural resources.
- Ensure residential developments are adequately serviced by or have access to utilities, community resources, recreational opportunities, public safety services, and other amenities.

LAND USE AND GROWTH MANAGEMENT		Concerned Agencies
Supporting Strategies/Actions		
A.	<p>Regulate land use development by creating unique zoning districts based on specific geographic areas.</p> <ul style="list-style-type: none"> ▪ Revise the standardized/traditional zones and zoning throughout Madison County. ▪ Ensure that each section of the County has distinct planning/zoning districts that reflect and address: <ul style="list-style-type: none"> ▪ the needs of citizens living and working in the district. ▪ the integrity of the landscape – geography, natural resources, built environment, local history. ▪ the balance of existing and the potential mix of land uses and development patterns. ▪ Support a compatible and desirable mix of residential, commercial, industrial, institutional, recreational, and agricultural uses in designated growth areas. ▪ Support multiple types of agriculture-related districts with a range of exclusivity provisions to limit the overall density of development and to minimize negative impacts on agricultural practices. ▪ Ensure the benefits of creating geographic zoning districts include: <ul style="list-style-type: none"> ▪ Fostering a better mix of land uses. In instances where uses are not completely compatible, encourage natural buffering between the uses. ▪ Protecting significant natural resources and environmentally sensitive lands. ▪ Replacing the time-consuming processes of spot zoning and non-conforming uses. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners

<p>B.</p>	<p>Promote mixed-use and cluster-patterned developments.</p> <ul style="list-style-type: none"> ▪ Create and implement a planned unit development (PUD) ordinance to guide land use and development decisions. ▪ Establish overall development densities by determining a measurement system based on the following: <ul style="list-style-type: none"> ▪ developed versus open space area ratios. ▪ maximum lot sizes. ▪ maximum allowable setbacks. ▪ floor area ratios of structures. ▪ Ensure that the benefits of creating mixed-use and clustered developments include: <ul style="list-style-type: none"> ▪ Reducing environmental impacts by identifying and then protecting sensitive areas throughout the site development process. ▪ Minimizing infrastructure development and provision costs by locating near an existing urban area and/or maintaining a density that can be effectively serviced. ▪ Preserving agricultural areas by concentrating development on smaller parcels of land. ▪ Providing the necessary community resources, safety services, and other amenities in a concentrated single area to support that development. ▪ Create development patterns that generate whole communities. A ‘whole community’ is considered to have: <ul style="list-style-type: none"> ▪ A diverse and integrated mix of land uses to satisfy a wide variety of needs (living, working, shopping, learning, and recreating). ▪ A transportation system that connects all land uses to others within and outside the site, as well as offering a variety of modes and routes for greater access. ▪ A public realm that is of human scale and pedestrian friendly. ▪ Discourage a fragmented and irresponsible use of lands by: <ul style="list-style-type: none"> ▪ Ensuring commercial development is compact within cluster districts and does not create sprawling patterns. ▪ Supporting downtown revitalization and infill development on urbanized lands where there is adequate infrastructure. ▪ Designating growth areas around existing urbanized areas (with infrastructure and services) that have the ability to support more intense development. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
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<p>C.</p>	<p>Revise regulations so they clearly define the appropriate standards and requirements for planned developments.</p> <ul style="list-style-type: none"> ▪ Ensure all infrastructure facilities (public sewer and water service, roads, and other utilities) are installed during development and prior to occupying units/structures. ▪ Ensure the entire site and individual structures can be adequately accessed by public safety services. ▪ Ensure the site, structures, and open spaces are appropriately placed/configured and well designed. ▪ Ensure the provision of safe streets and landscaped pedestrian ways. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Health Dept. ▪ Service Providers ▪ Madison County Council of Governments
<p>D.</p>	<p>Revise the zoning ordinances to clearly outline and enforce standards for new and existing land uses that may adversely impact the landscape.</p> <ul style="list-style-type: none"> ▪ Determine the cause of and reaction to adverse impacts on the landscape resulting in visual, air, water, and soil pollution. ▪ Determine how and which land uses and activities adversely impact the landscape resulting in: <ul style="list-style-type: none"> ▪ depreciation of property value. ▪ natural and cultural resource destruction. ▪ negative impacts on surrounding lands and uses. ▪ reduction in quality of life standards. ▪ Require stricter regulations for the following land use categories: <ul style="list-style-type: none"> ▪ Transmission towers, power lines, and water/sewer lines. ▪ Signage and advertising structures. ▪ Mineral resource extraction sites. ▪ Landfills and junk yards. ▪ Taverns, Racing Tracks, Adult entertainment etc. ▪ Other non-conforming and conflicting uses . 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>E.</p>	<p>Establish a development review process to consider proposals and to require the mitigation of potential development impacts.</p> <ul style="list-style-type: none"> ▪ Involve service providers, regulatory agencies, and impacted municipalities in the review process. ▪ Ensure that all on- and off-site services, facilities, and amenities are adequately planned and provided. ▪ Ensure the elimination of negative impacts on environmentally sensitive lands and on natural resources. ▪ Consider appointing a building commission with professional and political representation to review and recommend development proposals. ▪ Consider the implementation of a contractor registration, licensing, insurance, and bonding requirements and programs. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments

<p>F.</p>	<p>Research and consider the adoption of a development impact cost recovery system (impact fees) that would provide funding for necessary on- and off-site improvements associated with development.</p> <ul style="list-style-type: none"> ▪ Determine which improvements are required for each type (residential or commercial) and location (urban fringe or rural area) of new development. ▪ Determine to what extent a proposed development would strain existing resources and what improvements would be necessary to utilize and extend these resources. ▪ Determine a schedule of costs associated with the necessary improvements. The schedule must take into consideration: <ul style="list-style-type: none"> ▪ differences between a service/facility that is extended or newly created. ▪ differences between a service/facility that is required for use on that particular site or elsewhere in the community. ▪ possibilities of sharing the cost of providing a newly created service/facility amongst several developers or with an adjacent municipality that can benefit. ▪ Determine the financial resources that are necessary for improvements in: <ul style="list-style-type: none"> ▪ Utilities and infrastructure – additional water and sewer capacity and lines, and extended electricity, gas, and phone services. ▪ Transportation networks – new roadways and sidewalks, existing and new route surface maintenance, extension of transit system, and snow clearing operations. ▪ Community Resources and Public Safety Services – extended coverage of police and fire protection, new or larger schools and libraries, new/larger recreational areas. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>G.</p>	<p>Include wetland protection and appropriate site drainage provisions in development regulations and review.</p> <ul style="list-style-type: none"> ▪ Ensure local regulations support and remain in compliance with State and Federal regulations. ▪ Ensure the development issues and possible impacts are clear and understood by all stakeholders in the regulation, enforcement, and review process. ▪ Ensure no negative development impacts on wetlands and water bodies. ▪ Encourage the retention and enhancement of wetlands and other water features on developing sites. ▪ Enhance the provision of the following: <ul style="list-style-type: none"> ▪ flood protection and runoff /erosion control. ▪ water quality. ▪ groundwater recharge and discharge activities. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Drainage Board ▪ Indiana Dept. of Natural Resources assistance

Policy Implementation and Action Plan

Madison County Comprehensive Plan

<p>H.</p>	<p>Develop a program that would effectively reduce and prosecute violations of land use and environmental regulations.</p> <ul style="list-style-type: none"> ▪ Research and implement a nuisance abatement program to identify and remediate potentially hazardous sites. ▪ Research and implement state and federal environmental legislation to ensure the adequate protection of sensitive areas ▪ Impose fines and clean-up orders on property-owners with illegal incompatible and non-conforming uses that pose environmental and public safety threats to the citizens of Madison County. ▪ Encourage affected and neighboring property owners to file complaints against those violating regulations. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners
<p>I.</p>	<p>Encourage and develop a system of open space corridors (greenways) and parks throughout Madison County.</p> <ul style="list-style-type: none"> ▪ Identify and determine the feasibility of creating and assigning locations for open space corridors and parks. ▪ Encourage a range of recreational opportunities. ▪ Encourage the expansion of the regional trail system into Madison County wherever possible. ▪ Ensure the protection of the rural character, natural environment and resources, and scenic value of vistas from development impacts by preserving open spaces for active and passive uses. ▪ Encourage the connection of municipalities, developments, and other amenities via open space corridors to promote recreational opportunities and non-motorized transportation. 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ Madison County Commissioners ▪ Madison County Council of Governments
<p>J.</p>	<p>Continue the educational outreach efforts (undertaken as part of the comprehensive planning process) on issues concerning land use, growth management, and long-range planning.</p> <ul style="list-style-type: none"> ▪ Expand existing and create educational forums and programs. ▪ Form the partnerships, committees, and non-profit organizations that are necessary to carry out the objectives outlined in the plan. ▪ Ensure the channels of communication remain open between and amongst the citizens of Madison County, the Plan Commission, the County Government, municipalities, and state/federal departments and agencies. ▪ Perform special studies and analyses in specific issue/topic areas where necessary to assist in decision-making and planning processes. ▪ Investigate the feasibility and opportunity to develop a countywide GIS system (or system access) that would integrate all County offices and participating Municipalities that use this form of mapping and information. 	<ul style="list-style-type: none"> ▪ Madison County Council of Governments ▪ Plan Commission ▪ Cooperative Extension ▪ Madison County Health Department ▪ Madison County Commissioners ▪ Madison County Council ▪ Municipalities ▪ State Agencies ▪ Service providers ▪ Citizen groups ▪ Non-Profit Organizations