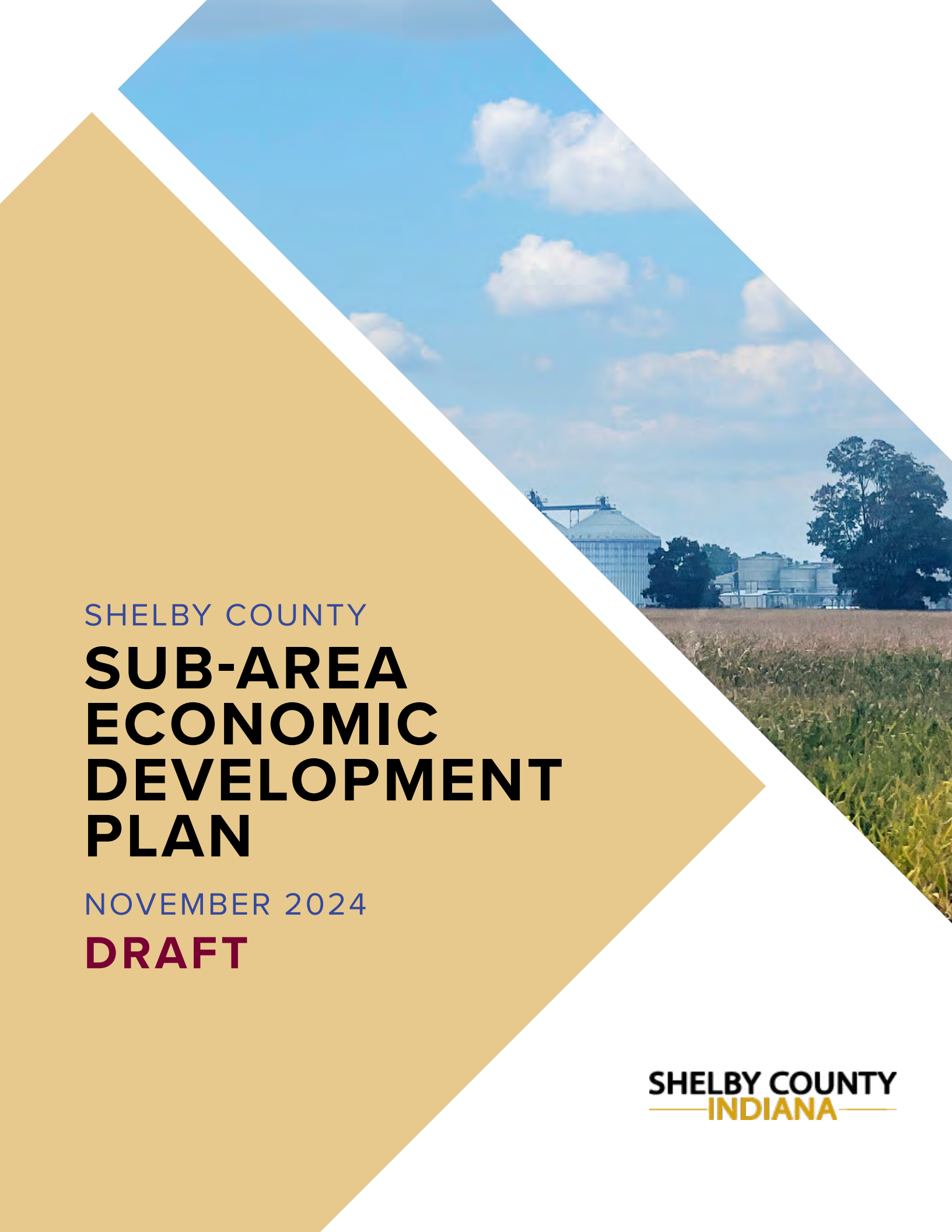




SHELBY COUNTY

# **SUB-AREA ECONOMIC DEVELOPMENT PLAN**

NOVEMBER 2024

**DRAFT**

**SHELBY COUNTY**  
—INDIANA—



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# EXECUTIVE SUMMARY

The Shelby County Sub-Area Economic Development Plan creates a strategic framework for future development that aligns with the County's long-term goals. The Plan prioritizes economic development in key focus areas, enhances the County's infrastructure, and addresses land use challenges. The vision of the 2019 Comprehensive Plan is to maintain Shelby County's rural character while ensuring responsible growth that enhances its residents' economic opportunities and quality of life. The vision includes supporting local businesses, preserving natural assets, and ensuring development is compatible with Shelby County's agricultural and small-town character.

The goals of the Plan build upon those included in the 2019 Comprehensive Plan, focusing on revitalizing existing areas, promoting agricultural assets, enhancing transportation and utility infrastructure, and attracting new residents and businesses. Key themes derived from community input include Land Use, Utility Connectivity, Transportation, Housing, and Economic Development. These themes are central to addressing current challenges and creating a robust framework for the County's growth.

The Plan identifies three focus areas for potential development growth: Moral Township, Morristown, and Waldron. Each area has unique challenges but also offers substantial potential for economic growth:

- Moral Township will focus on preserving agricultural assets while promoting agritourism and enhancing recreational opportunities. The Township will prioritize sustainable industrial development and infrastructure improvements along transportation corridors like I-74.
- Morristown will prioritize small-town aesthetics and walkability while ensuring that industrial development is carefully sited to align with existing utilities and avoid conflicts with residential areas. Support for local businesses and creating gathering spaces for the community will be central to Morristown's growth.
- Waldron will focus on coordinating industrial development with neighboring counties and ensuring adequate utility infrastructure, including wastewater management, to support future growth.

The future land use map presented in this document for amendment is a revised version of the 2019 Future Land Use Map. This revision focuses on three key areas: Moral Township, an area outside of the Town of Morristown's boundary, and the vicinity of Waldron near the Decatur County line. The Plan supports the development of residential, commercial, and industrial areas, particularly in focus areas suited for potential growth expansion, while ensuring that necessary amenities and infrastructure complement future developments.

# ACKNOWLEDGMENTS

## SHELBY COUNTY COMMISSIONERS

- ☐ Don Parker, President (South District)
- ☐ Kevin Nigh, Vice-President (Center District)
- ☐ Jason Abel (North District)

## SHELBY COUNTY COUNCIL

- ☐ Tony Titus, Council President (At-Large)
- ☐ Leigh Langkabel, Council Vice-President (District 1)
- ☐ Ryan Claxton (At-Large)
- ☐ Terry Smith (At-Large)
- ☐ Kyle Barlow (Second District)
- ☐ Brett Haacker (Third District)
- ☐ Nick O' Connor (Fourth District)

## SHELBY COUNTY PLAN COMMISSION

- ☐ Terry Smith, President
- ☐ Jason Abel
- ☐ Kevin Carson
- ☐ David Lawson
- ☐ Megan Hart
- ☐ Mike McCain
- ☐ Jeff Powell

## SHELBY COUNTY STAFF

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- ☐ Jason Clark, Plan Commission Attorney

## SPECIAL THANKS

Thank you to everyone who participated in the stakeholder meetings, online surveys, and public workshops. The participation and the feedback from the community of Shelby County helped make this planning process a success.



Source: Facebook.

# INTRODUCTION

Shelby County, situated in Central Indiana southeast of Marion County and Indianapolis, is advancing its economic development initiatives with this Sub-Area Economic Development Plan. This document revisits and builds upon the economic development recommendations from the 2019 Comprehensive Plan, specifically targeting three key focus areas crucial to Shelby County's overall economic strategy. The Plan refines these strategies by offering a clear vision for each of the identified focus areas and integrating community feedback into the development of actionable goals and items.

## PURPOSE

The County started the Shelby County Sub-Area Economic Development Plan to enhance development and redevelopment opportunities by aligning existing policy documents, community strengths, and infrastructure assets and identifying challenges. This comprehensive approach is designed to foster well-planned economic development activity within the County.

This initiative thoroughly analyzes local and regional market conditions, detailed in Appendix C: Existing Conditions Report. Additionally, it examines existing land use patterns and infrastructure assets to provide a comprehensive view of the County's current land use.

The Plan's recommendations pinpoint and prioritize potential growth zones within the three target areas. Utilizing insights from the analysis, the County seeks to meet its need for a more strategically planned approach to new housing and economic activities. This approach focuses on harmonizing competing land uses and minimizing land use conflicts. It will enable Shelby County to effectively utilize its resources, encourage sustainable growth, and enhance its overall economic vitality.

## **TIES TO THE 2019 COMPREHENSIVE PLAN**

The 2019 Comprehensive Plan is the County's current land use policy document. The Shelby County Sub-Area Economic Development Plan expands on the 2019 Plan and outlines specific development strategies for three subareas. Each section highlights the direct connections to these previous planning efforts, ensuring continuity and coherence throughout the document. It is anticipated that the 2019 Plan will be amended to incorporate the recommendations included here rather than undergoing a complete update.

### **KEY THEMES FROM THE 2019 COMPREHENSIVE PLAN INCLUDE THE FOLLOWING:**

1. The County should focus on promoting and guiding development within designated areas where new growth is desired, ensuring sustainable and well-planned expansion.
2. The County will prioritize extending utilities and high-speed Internet services to targeted future growth areas, enhancing the infrastructure needed for development.
3. The growth of agribusinesses will be supported while safeguarding existing agricultural operations and balancing development with preserving Shelby County's agricultural heritage.
4. Regional collaboration and connectivity should be fostered to stimulate economic development and create alliances between different areas.

County stakeholders indicated that the 2019 Comprehensive Plan provides solid guidance for the County's future development. However, for three subareas – Moral Township, Morristown (outside of the Town boundary), and the vicinity of Waldron near the Decatur County line – the Plan either over or underutilizes the assets available to each area. The analysis below will show that, particularly for Moral Township, this imbalance occurs because long-term needs for industrial land have been overestimated for the entire County. As noted above, refining the policies and recommendations of the Plan to account for this may require an amendment to the 2019 Comprehensive Plan but does not necessitate an entire revisit.

FIGURE 1: SHELBY COUNTY SUB-AREA ECONOMIC DEVELOPMENT PLAN PROJECT PHASES.





Source: Facebook.

# PLANNING PROCESS

The Shelby County Sub-Area Economic Development Plan was developed using American Structurepoint's Vision2Action process, a collaborative and action-oriented approach to planning. This process is designed to identify issues thoroughly through a data-centric engagement process, ensuring the Plan is comprehensive and actionable.

The consulting team collaborated closely with Shelby County officials and community members throughout three key phases: **Educate, Explore, and Empower.**

## EDUCATE PHASE:

During this phase, the team gathered data from various resources, including census and industry reports. This data collection was essential for creating a detailed inventory of existing conditions within the County. The goal of this phase was to establish a strong foundation of knowledge about the existing factors of Shelby County's infrastructure, economic development, and demographic trends. This phase also incorporated collaboration from Shelby County staff, stakeholders, and the community to ensure an integrated and inclusive planning process.

## EXPLORE PHASE:

Building on the findings from the Educate phase, the Explore phase involved a deeper analysis of the 2019 Comprehensive Plan goals and action items. This phase was characterized by formulating and evaluating these goals in greater detail and forming development alternatives for subsequent evaluation. The benchmarks established by the 2019 Comprehensive Plan served as a guiding framework for developing new strategies.

## EMPOWER PHASE:

In the Empower phase, the team focused on finalizing future growth strategy recommendations and creating a supporting work plan. These recommendations were built upon the insights and directions established in the earlier phases, ensuring they were well-informed and actionable. The resulting strategies and work plan are designed to drive well-planned economic development in Shelby County, addressing the identified issues and leveraging the County's strengths.

\*These processes were focused on the three subareas mentioned earlier. However, the needs of these areas were reconsidered relative to the entire County's future needs.

### Phase 1: Educate



- Project kick-off meeting
- Land planning and economic development opportunities
- Stakeholder meetings
- Existing and planned infrastructure review

#### **Deliverables**

- Existing Conditions Report

### Phase 2: Explore



- Evaluation of focus area land uses
- Public Open House and Survey
- Drafting of plan recommendations

#### **Deliverables**

- Public engagement analysis
- Future land use map (modifications)

### Phase 3: Empower



- Finalize focus area concepts
- Plan drafting and strategies development

#### **Deliverables**

- Shelby County Sub-Area Economic Development Plan
- Plan strategies

## ORGANIZATION OF THIS DOCUMENT

The Shelby County Sub-Area Economic Development Plan incorporates themes derived from community input, stakeholder discussions, and the Existing Conditions Report. This planning document reiterates the County's Vision, established during the recent comprehensive planning effort, ensuring that the community's shared guiding principles are the Plan's foundation.

The Plan's sections elaborate on each topic essential for enhancing and sustaining Shelby County's economic development success. These sections summarize the relevance of each topic in relation to the data and analysis of existing conditions and the 2019 Comprehensive Plan. Specific strategies within each section are designed to help achieve the community's vision and economic development goals. These strategies are crafted to drive Shelby County's economic development success immediately and over the next decade, ensuring continued growth and prosperity.

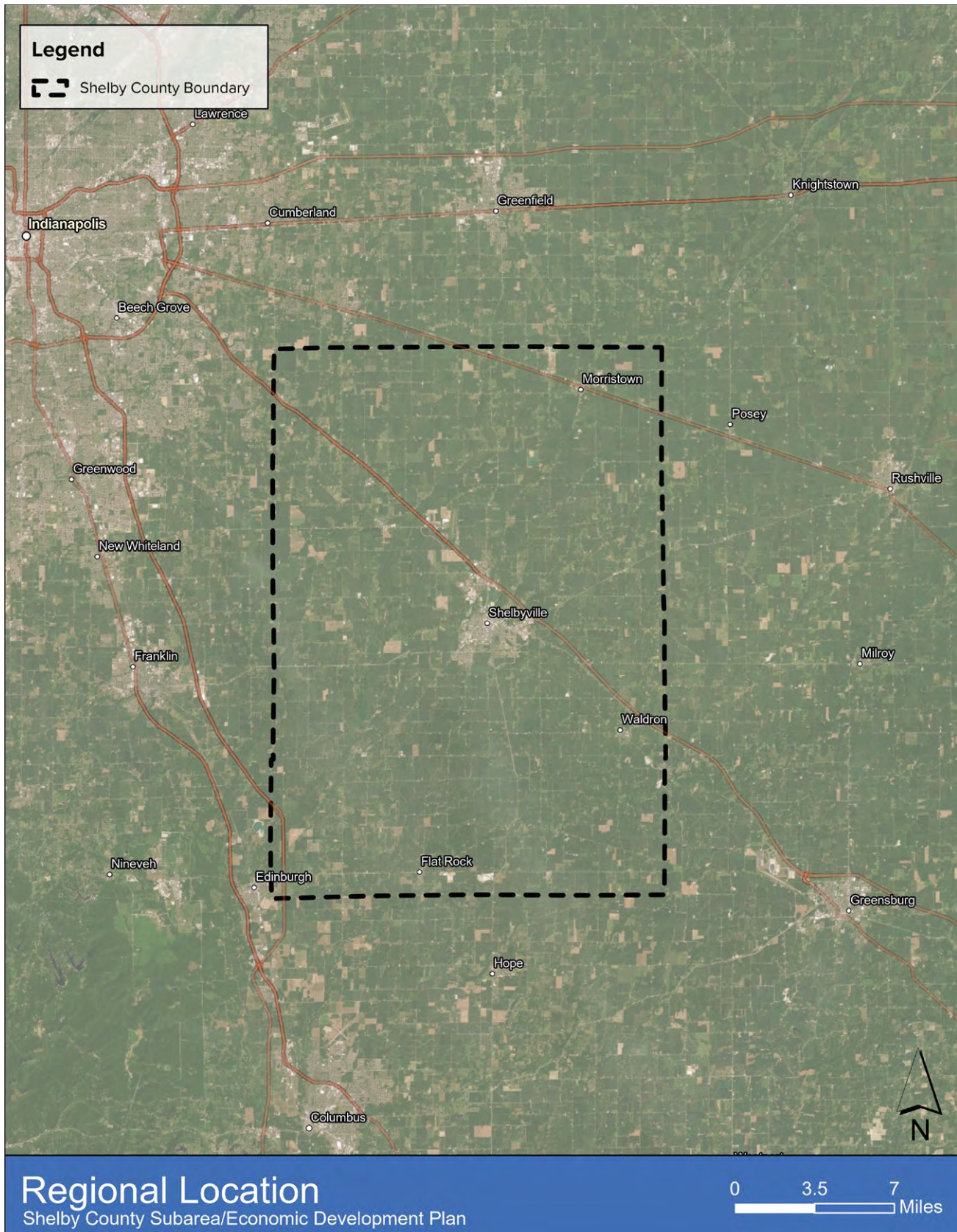
## EXISTING CONDITIONS ANALYSIS

The initial phase of the process involved a thorough review of previous planning efforts and an in-depth analysis of existing conditions, incorporating findings of demographic and physical elements. This first phase was critical in establishing a clear and accurate snapshot of Shelby County and its focus areas as they stand today. The existing conditions summary provided below serves as a baseline for understanding the current state of the County. The insights gained from this initial analysis provide a solid foundation for the other sections, which focus on targeted recommendations and actionable strategies to achieve the County's long-term vision and goals.

## REGIONAL LOCATION OF SHELBY COUNTY

Shelby County, Indiana, has 411.1 square miles of land area and is the 33rd largest County in Indiana by total area. Rush County, Marion County, Johnson County, Bartholomew County, Decatur County, and Hancock County border Shelby County. Located southeast of Marion County and Indianapolis, Shelby County is located within the Indianapolis-Carmel-Anderson Metropolitan Statistical Area (MSA), with part of Moral Township being included in the Indianapolis Metropolitan Planning Organization (Indy MPO) Metropolitan Planning Area (MPA). That partial inclusion provides Shelby County access to transportation funding facilitated by the Indy MPO to improve its transportation network.

FIGURE 2: SHELBY COUNTY – REGIONAL LOCATION.



## STUDY AREA AND FOCUS AREAS

Shelby County encompasses five incorporated areas: the City of Shelbyville and the Towns of Morristown, Fairland, Edinburgh, and Saint Paul. These municipalities have their own planning and regulatory processes separate from the County's; they are listed here for reference but are not explicitly included in this study. Several unincorporated communities also exist, including Waldron. Shelbyville, the municipality with the largest population, serves as the Shelby County seat, highlighting its central role in the region's administrative and civic functions. Within the Shelby County Sub-Area Economic Development Plan, three focus areas with significant future growth and economic development potential have been identified: **Moral Township, Morristown (the area outside the Town boundary), and the vicinity of Waldron near the Decatur County line.** The descriptions for Morristown and Waldron describe the towns to understand better the demographics and areas in which the focus areas are located. The map below illustrates these identified areas.

### Moral Township:

Moral Township is one of the fourteen townships in Shelby County. According to the 2020 census, its population is 4,617, with 1,805 housing units, and it is the area within the County most closely associated with Indianapolis. Moral Township was established before 1840 and offers residents a rural atmosphere, with most residents owning their homes. The workforce constitutes approximately 58 percent of the total population and is nearly fully employed. The public schools are highly rated, contributing to the township's appeal. The community's values and development offerings reflect the township's rural lifestyle.

### Morristown:

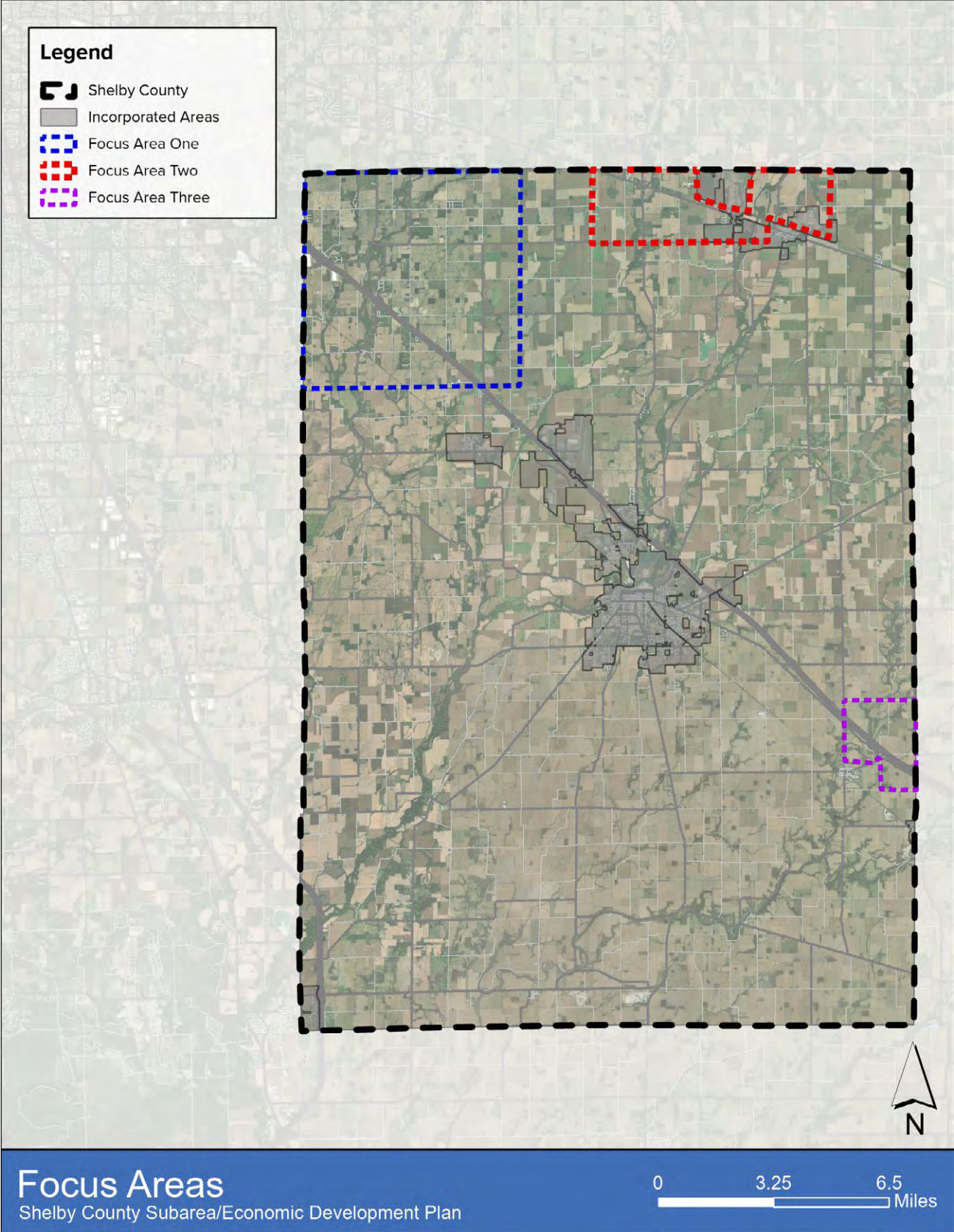
Morristown, along US 52 in Hanover Township, is another focus area highlighted on the map. With a population of approximately 1,139 as of the 2020 census, Morristown is a small town characterized by its community-oriented atmosphere. The 2010 census recorded 467 households and 311 families. Morristown's inclusion as a focus area emphasizes its potential for growth and development within the County's broader economic strategy.

### Waldron:

Waldron, an unincorporated community and census-designated place in Liberty Township, is another key focus area. Home to Waldron Junior-Senior High School and Waldron Elementary School, the town is part of the Shelby Eastern School District. According to the 2020 census, the population of Waldron was approximately 805. The community's emphasis on education, rich historical background, and proximity to an interchange on I-74 make it a significant area for potential future growth within Shelby County.

These focus areas—Moral Township, Morristown (outside the Town boundary), and the vicinity of Waldron near the Decatur County line—each offer unique opportunities for future growth and economic development. The 2024 Plan will leverage these areas' strengths to enhance Shelby County's economy. By focusing on these regions, the County can encourage more targeted and effective development, aligning with the broader vision for growth and prosperity.

FIGURE 3: SHELBY COUNTY – FOCUS AREA BOUNDARIES.



## WHAT HAS THE COUNTY ACCOMPLISHED?

The County has a history of forward-looking plans and associated policy and regulatory instruments. Some of the more recent plans reviewed as part of this study include the following (refer to Appendix C: Existing Conditions Report for summary):

- 2000 – County Drainage Ordinance
- 2006 – County Comprehensive Plan Adoption
- 2008 – County Unified Development Ordinance
- 2018 – Comprehensive Plan Update (adopted in 2019; conducted jointly with the City of Shelbyville Comprehensive Plan Update)

## PAST PLANNING EFFORTS

In preparation for writing this Plan, staff reviewed the existing development and policy documents from Shelby County. A more detailed summary of the plans reviewed can be found in the Existing Conditions Report (Appendix C). The documents reviewed included the following:

- **2019 Shelby County Comprehensive Plan:** This Plan acts as a guide for future decision-making, focusing on managed growth, infrastructure expansion, and agribusiness enhancement. The document provides a policy framework and infrastructure priorities for economic development efforts.
- **2019 Shelbyville Comprehensive Plan (conducted jointly with the Shelby County Comprehensive Plan):** Shelbyville is primarily centered within the County, and its economic impact, infrastructure improvements, and environmental initiatives have broad, Countywide benefits. Collaboration between City and County governments is crucial for its successful implementation.
- **2023 I-74 Ag Strategy:** Funded by the US Department of Commerce, this strategy aims to support the agricultural economy along the I-74 interstate, offering strategies to strengthen the local labor force, food supply chain, production, infrastructure, and regulatory environment. Its alignment with Shelby County's Sub-Area Economic Development Plan presents opportunities for growth and innovation.
- **Regional Economic Acceleration & Development Initiative (READI) – 2024:** This initiative, managed by the Indiana Economic Development Corporation, enhances economic growth and quality of life. Participation in READI aligns with Shelby County's economic goals, offering opportunities for collaboration, development attraction, and infrastructure improvements that are important for successful development. Shelby County has collaborated with Rush and Decatur Counties in the past two (2) application rounds.

## WHAT WE LEARNED

The Shelby County Sub-Area Economic Development Plan was developed based on the recent public engagement efforts outlined below and plans summarized in the Previous Plan section of the Existing Conditions Report. It was refined through conversations with local stakeholders. Previous and new information was combined to understand the opportunities and challenges to achieving rewarding and needed economic development outcomes.

The past plan documents reviewed provide a comprehensive framework for Shelby County's economic development efforts, emphasizing collaboration, infrastructure investment, and sustainable growth strategies to ensure the region's prosperous future.

# COMMUNITY ENGAGEMENT OVERVIEW

Public engagement is crucial as it captures the needs of the community and enriches development and redevelopment efforts in Shelby County. Feedback for the Shelby County Sub-Area Economic Development Plan was gathered through several key components:

- Stakeholder meetings were conducted to collect information regarding Shelby County's development landscape and desired direction.
- Public meetings were conducted in Shelby County and Moral Township.
- A public survey was created and advertised with paid Facebook Ads.

## STAKEHOLDER MEETINGS

Stakeholder meetings were conducted to collect information regarding Shelby County's current issues and focus areas. Stakeholder meetings, typically one hour, were held with representatives who played an important role in the county. These stakeholder meetings assisted in understanding the physical conditions of the County and the County's residential and quality of life needs. These meetings took place during the first weeks of November 2023, and the following groups were invited.

### Stakeholder Groups Invited

#### Surrounding Jurisdictions

- Marion County – Administrator, Public Works
- Hancock County – Executive Director, Planning
- Johnson County – Director of Planning and Zoning
- Rush County – Director
- Decatur County – Director of Economic Development
- Indianapolis MPO – Principal Planner

#### Municipalities

- Fairland – Town Council President
- Shelbyville – Planning Director
- Morristown – Town Council President and Clerk Treasurer
- Moral Township – Township Trustee
- Noble Township – Township Trustee
- St Paul – Town Council President

#### Indiana Economic Development Corp (IEDC)

- IEDC – Vice President, Marketing
- IEDC – Vice President, Attractions

## INDOT

- ☐ Seymour District – Deputy Commissioner
- ☐ Greenfield District – Deputy Commissioner

## County Departments

- ☐ Shelby County Economic Development Corporation – Executive Director
- ☐ Shelby County Engineering – USI Consultants
- ☐ Streets / Highway Department – Superintendent
- ☐ Streets / Highway Department – Assistant Superintendent
- ☐ Planning – Planning Director
- ☐ Shelby County Police Department – Sheriff
- ☐ Emergency Management – Director
- ☐ County Treasurer – Treasurer
- ☐ County Council – Council President
- ☐ County Council – Council Vi-President
- ☐ County Commissioners – South District
- ☐ County Commissioners – Center District
- ☐ County Commissioners – North District

## Educational

- ☐ Northwestern Consolidated School District (Triton Central, Triton Central Elementary, Middle, and High School) – Transportation Director
- ☐ Shelbyville Central Schools – Superintendent
- ☐ Shelbyville Central Schools – Director of Transportation
- ☐ Shelby Eastern Schools – Director of Transportation
- ☐ Southwestern Consolidated School District – Superintendent

## Businesses

- ☐ 5 Below Warehouse – General Manager
- ☐ Velocity 74 Warehouse – Project Manager
- ☐ Runnebohm Construction – Project Engineer
- ☐ Sunbeam Development – Director
- ☐ HIS Contractors – President/CEO
- ☐ Blue Star – Business Manager
- ☐ Central Rent\_A-Crane, Inc – Branch Manager
- ☐ Quick Trip – Real Estate Project Manager

## Utilities – Sanitary

- ☐ Northwest Shelby County Regional Sewer District – Treasurer
- ☐ Citizens Energy – Commercial Sales Consultant / Market Development

## Utilities – Water

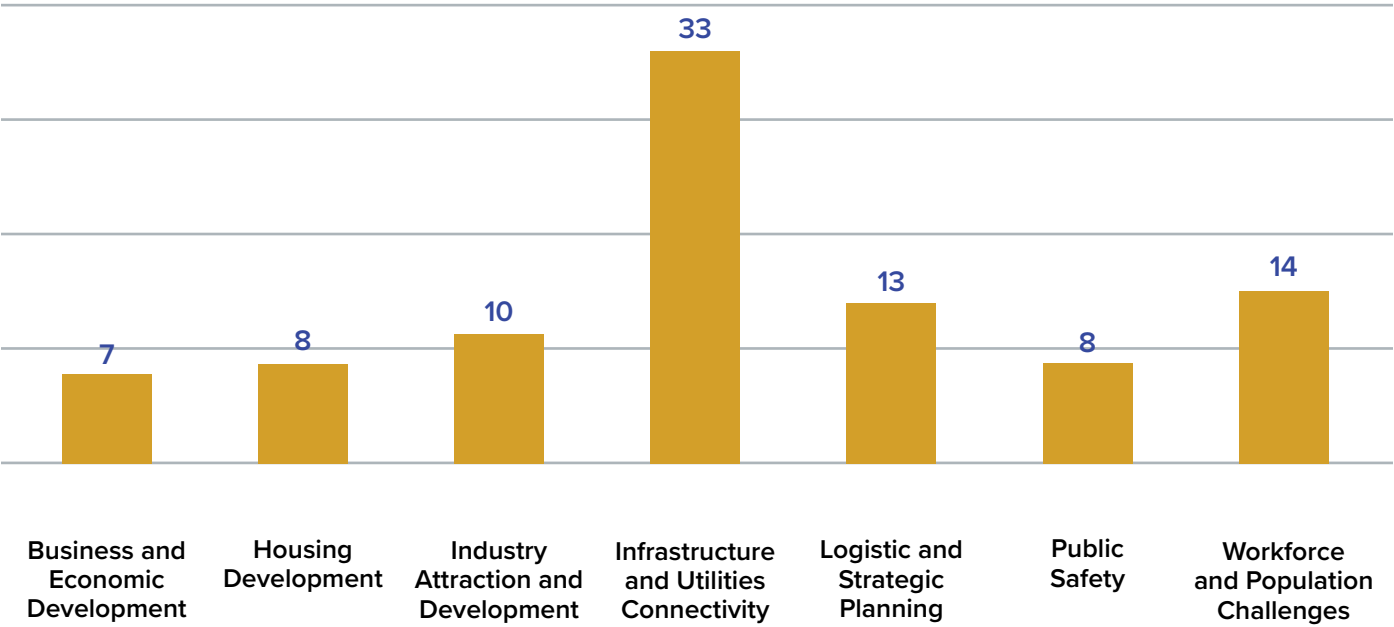
- ☐ Citizens Energy – Commercial Sales Consultant / Market Development
- ☐ Indiana American – Superintendant

Stakeholder Meetings Trends

Key trends and issues identified from stakeholder meetings for the Shelby County Sub-Area Economic Development Plan include:

- **Infrastructure and Utility Connectivity:** Stakeholder groups discussed the need to expand utility services, considering the County’s potential for growth and limitations in handling higher-level demands. Issues with water and sewer treatment capacity and distribution systems in all three focus areas were mentioned.
- **Road Infrastructure and Accessibility:** Stakeholders emphasized the advantages of the County’s location between major cities, particularly its strategic positioning between Indianapolis and Cincinnati. However, the distribution of traffic from I-74 into areas of the County was noted for its limitations outside of incorporated areas. Also, stakeholders raised concerns about road construction, road access, and the need for better signage and infrastructure, including challenges accessing the interstate and potential conflicts due to residential traffic.
- **Housing and Development:** Stakeholders discussed the scarcity of available housing and its impact on the local population. Properties are being sold rapidly, limiting potential residents’ options. Morristown was mentioned as an area for potential housing development.
- **Economic Development and Site Placement:** Stakeholders emphasized the importance of strategically identifying locations within the focus areas for businesses in the future land use map.

FIGURE 4: KEY TRENDS FROM STAKEHOLDER MEETINGS (THE NUMBERS ILLUSTRATE THE NUMBER OF MENTIONS EACH TOPIC WAS BROUGHT UP DURING STAKEHOLDER MEETINGS).



## IN-PERSON PUBLIC PARTICIPATION

A public open house was organized for this process. The first public open house was held at the Moral Township Volunteer Fire Station Community Center on April 16, 2024, from 4:00 PM to 7:00 PM. The second open house was held in the Shelby County Courthouse Annex on April 17, from 4:00 PM to 7:00 PM. Both events were advertised through the local newspaper, the County's website, solicitation of known neighborhood groups, and paid ads on Facebook. The total attendance was about 40 people per event. Representatives from Moral Township, Morristown, Shelby County commissioners, Waldron, Shelby County Planning Department representatives, and Shelby County residents attended the public open houses.

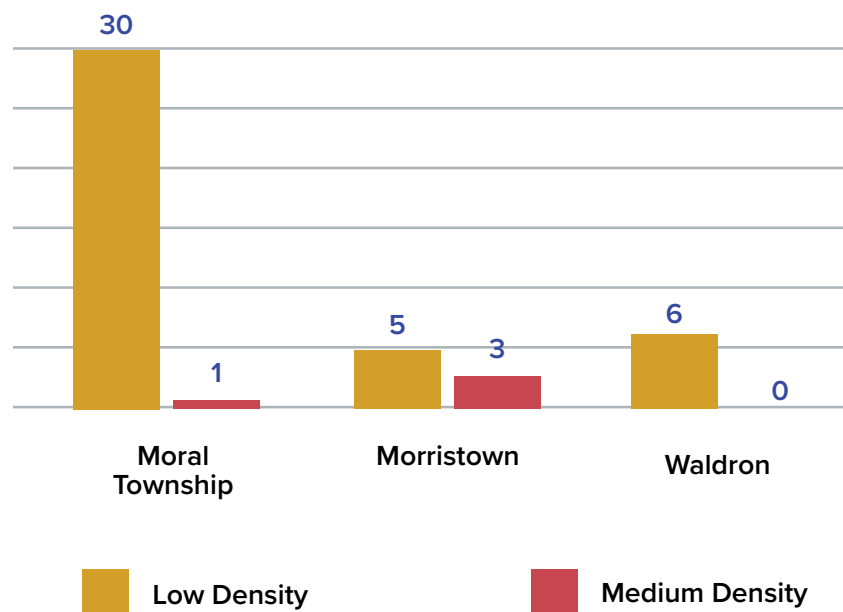
The consultant team and County staff hosted the open houses. Different interactive boards were designed to present the project to the public; the public could interact with several boards and talk with the project managers. The boards and results are described below. During the events, business cards with the QR code of the survey were also distributed.

FIGURE 5: SHELBY COUNTY – OPEN HOUSE ONE.



Following are summaries of public responses to specific questions asked at these events.

FIGURE 6: WHAT TYPE OF HOUSING GROWTH WOULD YOU LIKE TO SEE IN SHELBY COUNTY?



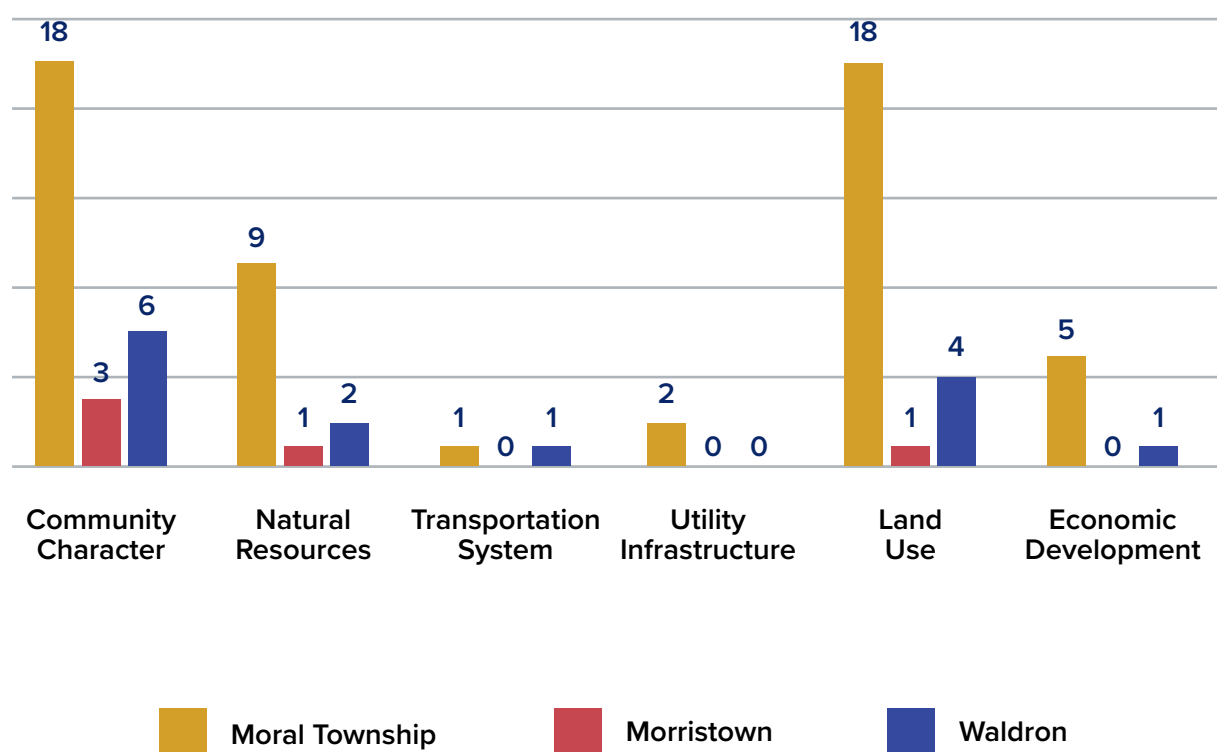
The residents highly emphasized low-density growth during both open houses. The graph below shows the votes from people who interacted with the board. All three areas voted high on the low-density development.

**FIGURE 7: WHAT DO YOU THINK SHOULD BE A TOP PRIORITY FOR EACH FOCUS AREA?**

|                                         | Moral Township | Morristown | Waldron | Totals |
|-----------------------------------------|----------------|------------|---------|--------|
| Utility and Infrastructure Connectivity | 8              | 2          | 4       | 14     |
| Live and Work Locally                   | 1              | 1          | 1       | 3      |
| Industry Attraction and Development     | 0              | 5          | 0       | 5      |
| New Businesses / Economic Development   | 0              | 4          | 0       | 4      |
| Increase Housing Availability           | 1              | 3          | 0       | 4      |
| Public Safety                           | 12             | 0          | 0       | 12     |
| Quality of Life                         | 1              | 2          | 2       | 5      |
| Identify Floodplains                    | 19             | 1          | 1       | 21     |
| Clear Planning Communication            | 14             | 5          | 6       | 25     |

Identifying floodplains was emphasized as a top priority for Moral Township, alongside maintaining effective planning communication and ensuring public safety. In Morristown, attracting industry and maintaining clear planning communication were identified as key priorities. Residents ranked clear planning communication, utility access, and infrastructure connectivity within the interactive boards as high priorities. Overall, clear planning communication received the most votes (25), followed by identifying floodplains with 21 votes and utility and infrastructure connectivity with 14 votes.

FIGURE 8: WHICH COMPREHENSIVE PLAN GOALS DO YOU THINK SHOULD BE A TOP PRIORITY?



Land use and community character were highlighted as top priority goals that should be considered for Moral Township and Waldron. Morristown identified community character, natural resources, and land use as top-priority legacy comprehensive goals.

## **SURVEY**

The consultant created an online survey to involve members of the general public and stakeholder teams in creating the Shelby County Sub-Area Economic Development Plan. Before being published, the survey was sent out to officials for approval. The survey was published in April 2024 and remained open through mid-May 2024. The online survey was created using SurveyMonkey.com, and the link was shared on different social media platforms, including Facebook.

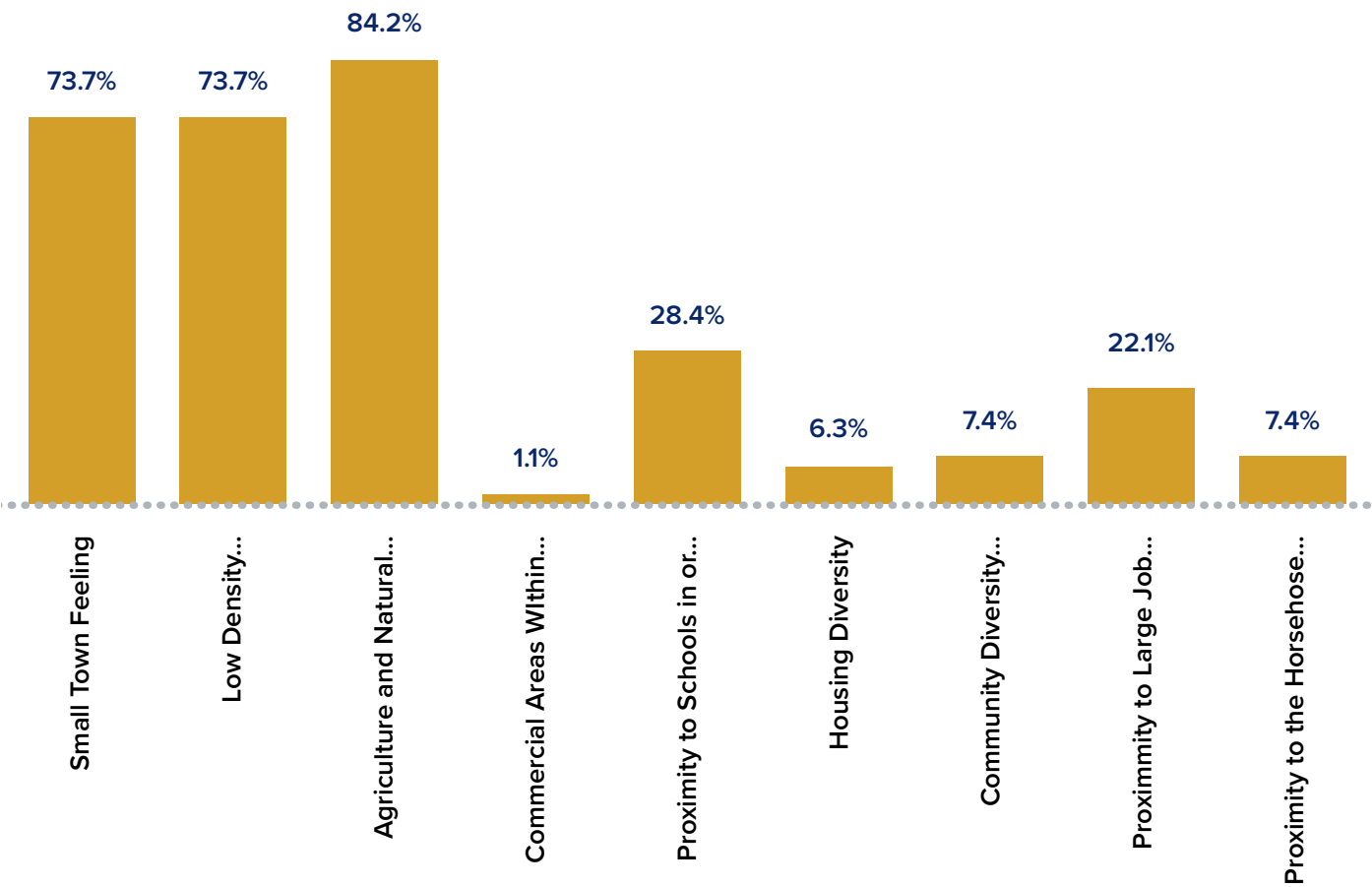
The consultant created a Facebook advertisement to help inform the Shelby County community about the project. The Facebook advertisement briefly introduced the project and distributed the survey link. The consultant team utilized Facebook's paid-for advertising service to ensure the link was placed into Shelby County residents' timelines. Facebook permits these ads to be "geo-fenced," meaning they only appear in the timelines of Facebook users who live in the County. This advertisement was created and distributed from American Structurepoint's Facebook page. Once created, it was shared by multiple organizations.

The advertisement reached a total of 10,166 people. Of those who viewed the advertisement, 130 clicked the link to the survey. The online survey received 375 total responses from all sources.

When the survey closed in May 2024, the consultant team reviewed the SurveyMonkey results and identified key trends. The survey asked demographic information to understand the respondents' backgrounds. The following is a summary of the questions submitted for each focus area and Shelby County; residents of each focus area were asked the same questions. Refer to Appendix B for a detailed summary and graphs of the survey.

MORAL TOWNSHIP / 97 RESPONDENTS

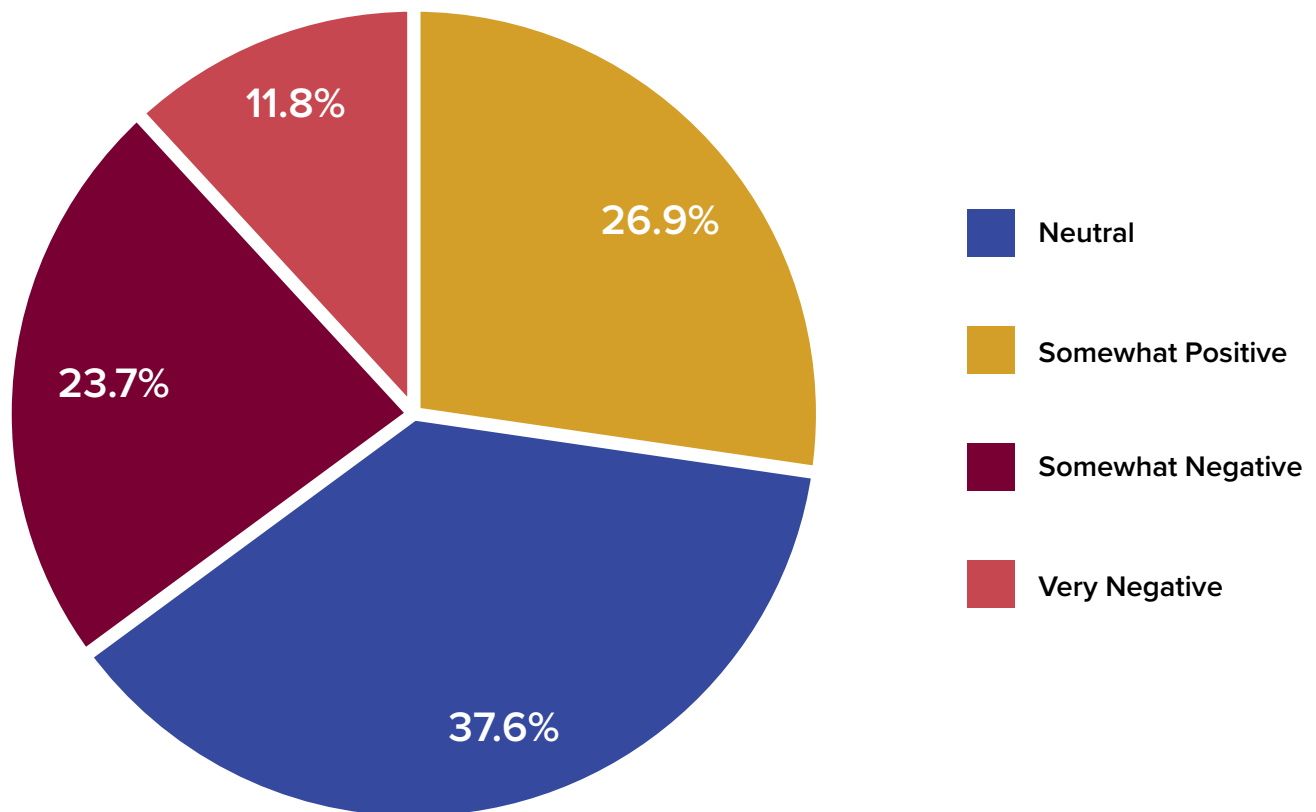
FIGURE 9: WHAT DO YOU THINK MORAL TOWNSHIP'S STRENGTHS ARE?  
PLEASE CHOOSE ALL THAT APPLY.



Survey respondents in Moral Township value the area’s rural character, highlighting its agriculture, natural surroundings, and low-density environment as key strengths (84 percent). Residents appreciate the township’s balance of rural life with proximity to Indianapolis and natural assets. However, they mentioned the challenges from development pressures, such as manufacturing and warehousing expansion and increased semi-truck traffic. Drainage, infrastructure, and broadband issues also create significant concerns. Extensive growth is viewed negatively, with several residents opposing changes. Also, there is a strong preference for low-density, large-lot housing in this area, with a desire to maintain rural character and prevent overdevelopment. Residents seek more small businesses, restaurants, and recreational amenities, emphasizing infrastructure improvements to support these changes.

## MORRISTOWN / 50 RESPONDENTS

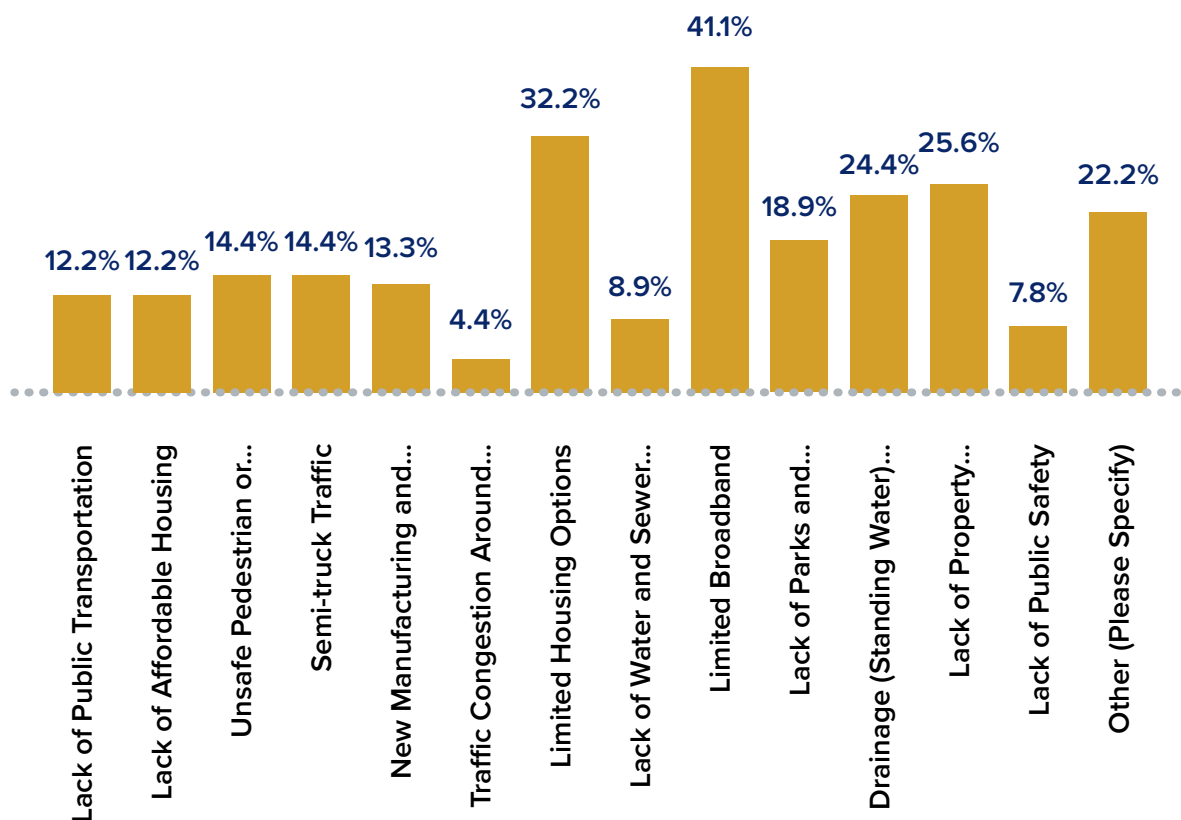
FIGURE 10: HOW DO YOU FEEL ABOUT GROWTH AND CHANGE IN MORRISTOWN?  
THIS COULD BE GROWTH IN SIZE/POPULATION, GROWTH IN COMMERCIAL  
ACTIVITY, TRAFFIC, OR ANY OTHER WAY YOU WANT TO DEFINE GROWTH.



In Morristown, the community appreciates its small-town feel and agricultural landscape, though it faces challenges with semi-truck traffic, limited housing, and broadband access. Residents expressed mixed feelings about growth, with 37 percent feeling neutral and 27 percent somewhat positive about future changes. Housing preferences leaned toward 1-acre lots, though some support apartments near town to diversify options. There's a desire for more grocery stores and locally owned businesses, with additional emphasis on agricultural support. Infrastructure and public service enhancements are priorities for Morristown's future development.

## WALDRON / 40 RESPONDENTS

FIGURE 11: WHAT ARE WALDRON'S CHALLENGES? PLEASE CHOOSE ALL THAT APPLY.



Waldron residents emphasized the importance of preserving the area's small-town atmosphere, with broadband access (41 percent) and housing shortages (32 percent) as notable concerns. Traffic safety and flood management were also highlighted as critical issues. The community strongly supports more small businesses, locally owned establishments, and basic amenities like restaurants and grocery stores. Additional feedback calls for improvements to sidewalks, lighting, and ordinance enforcement to enhance community safety and livability.

## **SHELBY COUNTY/SHELBYVILLE / 110 RESPONSES**

Across Shelby County, residents appreciated the rural and small-town qualities but were concerned about semi-truck traffic (45 percent) and flooding (37 percent). Additional challenges include limited broadband, affordable housing, and urban sprawl. Opinions on growth are split, with some residents feeling somewhat positive and others negative and neutral. Residents desire more small businesses, retail, and grocery options, while many advocate preserving farmland and avoiding excessive industrialization. The County's vision for sustainable growth focuses on protecting rural character, enhancing local businesses, and improving infrastructure and public services.

Overall, Shelby County's residents are committed to preserving the County's rural character while addressing growth challenges sustainably. Key interests include:

- ☐ Limit overdevelopment
- ☐ Support local businesses
- ☐ Expand infrastructure (e.g., utilities and transportation)
- ☐ Prioritize amenities that enhance quality of life
- ☐ Low-density housing
- ☐ Natural preservation
- ☐ Community-oriented development

## **PUBLIC PARTICIPATION SUMMARY**

Residents' perspectives on future developments in Shelby County were gathered through different public engagement options, creating the foundation of the Shelby County Sub-Area Economic Development Plan. The process included stakeholder meetings, public open houses, and a survey. Stakeholders identified key issues such as expanding utility services, improving road infrastructure, and strategic economic development. Public open houses revealed a preference for low-density growth, clear planning communication, addressing flooding issues around Morristown and Morat Township, and improving utility and infrastructure connectivity before new development.

Survey responses highlighted residents' desires to preserve their communities' rural and small-town character while addressing critical challenges. In Morat Township, residents emphasized the importance of maintaining agricultural land and addressing development pressures and infrastructure issues. Morristown residents shared concerns about semi-truck traffic, limited housing options, and the impact of industrial development. Waldron residents emphasized the importance of improving broadband access, housing availability, and flood management while maintaining their small-town atmosphere. Overall, the public feedback indicates a need for balanced development that respects the unique qualities of each area while addressing infrastructure and growth challenges.



Source: Facebook.

# COMMUNITY CHARACTER

The goals, objectives, and strategies outlined here are designed to guide Shelby County in achieving this shared vision. The vision statement and goals are from the 2019 Comprehensive Plan and will help guide the Shelby County Sub-Area Economic Development Plan.

## VISION STATEMENT

Shelby County will be a community that honors its rural heritage, fosters a vibrant community, and ensures sustainable growth. The County is committed to preserving the natural beauty, agricultural roots, and small-town feel that defines its identity while enhancing infrastructure, public services, and economic opportunities. By embracing responsible development and supporting local businesses, Shelby County aims to create a balanced and inclusive environment where residents of all ages can prosper.

## GOALS

### FROM THE 2019 COMPREHENSIVE PLAN

- Focus on re-investment and improvement within existing populated areas and rural town centers.
- Protect and promote Shelby County's rural heritage and agricultural assets
- Develop improved access to existing natural resource assets for recreational activities.
- Protect and enhance local water-based resources like surface water, groundwater, and wetlands.
- Coordinate with adjacent jurisdictions to identify opportunities for future transportation and expansion of utilities.
- Support the development of a more robust alternative transportation network throughout Shelby County.
- Coordinate with adjacent jurisdictions to identify opportunities for future transportation and expansion of utilities.
- Provide utility infrastructure support and coordination resources to support targeted growth.
- Welcome and promote future development in appropriate areas of Shelby County.
- Ensure future development decisions enhance and don't detract from our rural character and agricultural function.
- Encourage re-investment and improvement within our existing cities and towns first.
- Attract new residents, businesses, and employers to key parts of Shelby County.
- Encourage diversity in business and industry throughout Shelby County.

## THEMES

The Shelby County Sub-Area Economic Development Plan guides a community toward achieving its full economic potential and shared vision. To effectively address future growth, the Plan must address a wide range of topics that impact the community's prosperity and quality of life. These strategic themes represent key economic development themes derived from public input in Shelby County:

- ☐ Land Use
- ☐ Utility Connectivity
- ☐ Transportation
- ☐ Housing
- ☐ Economic Development





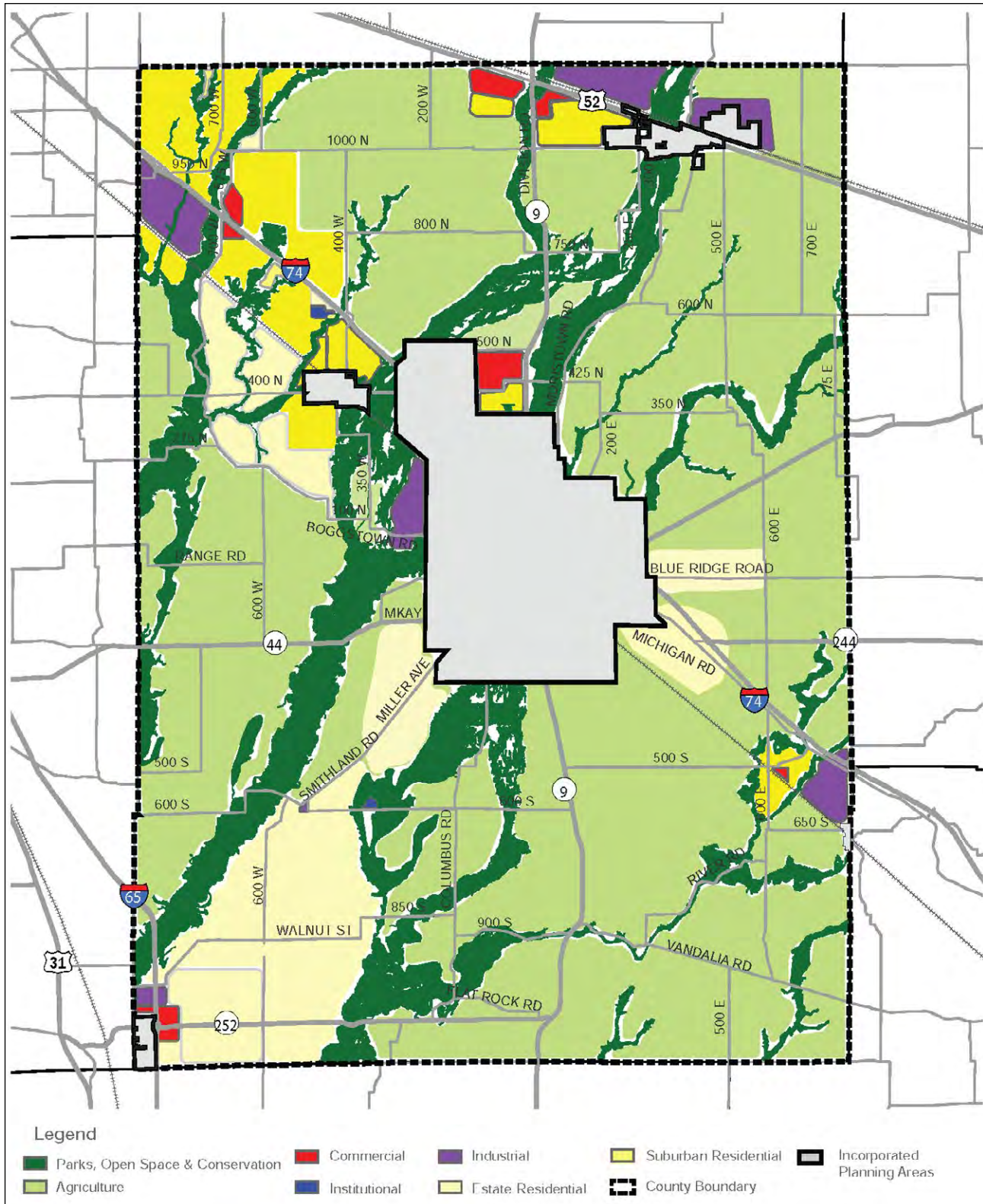
# LAND USE

Land use refers to the various uses that can occur on a parcel of land or within a structure located on that parcel. While land use policy is often compared to zoning, it serves a different purpose. Unlike zoning, which prescribes what uses are legally permitted on a specific parcel, land use policy focuses more on understanding and describing the overall character and “feel” of a community. It provides insights into how residents and visitors interact with different parts of a city or region, reflecting various areas’ desired character and function.

In this Plan, land use classifications represent the preferred types of activities for both growth areas and existing neighborhoods. The development of this document involved a thorough review of the 2019 Comprehensive Plan, which categorized land uses into several character classifications, including:

- ☐ Industrial
- ☐ Agriculture
- ☐ Commercial
- ☐ Suburban Residential
- ☐ Estate Residential
- ☐ Institutional
- ☐ Parks, Open Space, and Conservation

FIGURE 12: SHELBY COUNTY – 2019 FUTURE LAND USE MAP.  
SOURCE: 2019 SHELBY COUNTY COMPREHENSIVE PLAN.



## FUTURE LAND USE MAP REVISION

The future land use map presented in this document for amendment is a revised version of the previous 2019 Future Land Use Map. This revision focuses on three key areas: **Moral Township, Morristown (outside of the Town boundary), and the vicinity of Waldron near the Decatur County line.** These areas have been identified as having significant potential for future growth and economic development. The revised map is intended to guide decision-makers in promoting the types of development that align with the desired character of these areas while also providing a foundation for potential zoning code amendments.

One of the most critical aspects of this revision is the definition of new character classes; by clearly defining these classes, the Plan ensures that future development is appropriately located, fostering the type of community closeness and cohesiveness desired by residents.

## WHAT WE LEARNED

- **2019 Future Land Use Map:** The 2019 Comprehensive Plan marked a shift from the 2006 future land use map, with a notable reduction in land designated for residential and mixed-use in rural areas. Additionally, changes in the County's northwestern portions were made to accommodate future development potential, and more areas were designated for industrial use.
- **Shelby County Community Growth:** Shelbyville, the County seat and largest city in Shelby County, has steadily grown. Since 2007, the city has expanded its boundaries by approximately 920 acres. Shelbyville has outlined a 2019 planned area boundary to guide its growth as the population increases. This boundary is crucial as the city expands within the broader County land use districts.
- **Zoning Overview:** The Shelby County Unified Development Ordinance (UDO) established 19 zoning districts and four overlay districts. These districts are essential in regulating land use and ensuring development aligns with the County's long-term vision and growth strategy. This document aims to build on these insights, providing a clear and actionable framework for future land use and development in Shelby County. The zoning districts and overlays are listed below.
- **Industrial Land Absorption:** One of the 2019 Comprehensive Plan review findings relative to population and employment forecasts was the relative overplanning of industrial land. Projections from Woods and Poole (2023), a national forecasting firm, were used to project needs for industrial land in the future for the Shelby County Sub-Area Economic Development Plan.

**FIGURE 13: EXISTING ZONING DISTRICTS AND OVERLAYS.**

| Zoning Districts                  | Overlay Districts                             |
|-----------------------------------|-----------------------------------------------|
| OP – Open Space and Parks         | ACO – Airport Compatibility Overlay           |
| A1 – Conservation Agricultural    | CGO – Corridor and Gateway Overlay            |
| A2 – Agricultural                 | WPO – Wellhead Protection Overlay             |
| A3 – Intense Agricultural         | CSES – Commercial Solar Energy System Overlay |
| A4 – Agricultural Commercial      |                                               |
| RE – Residential Estate           |                                               |
| R1 – Single-Family Residential    |                                               |
| R2 – Single-Family Residential    |                                               |
| VR – Village Residential          |                                               |
| M1 – Multiple-Family Residential  |                                               |
| M2 – Multiple-Family Residential  |                                               |
| MP – Manufactured Home Park       |                                               |
| VM – Village Mixed Use            |                                               |
| IS – Institutional                |                                               |
| C1 – Neighborhood Commercial      |                                               |
| C2 – Highway Commercial           |                                               |
| I1 – Low Intensity Industrial     |                                               |
| I2 – Highway Intensity Industrial |                                               |
| HI – High Impact                  |                                               |

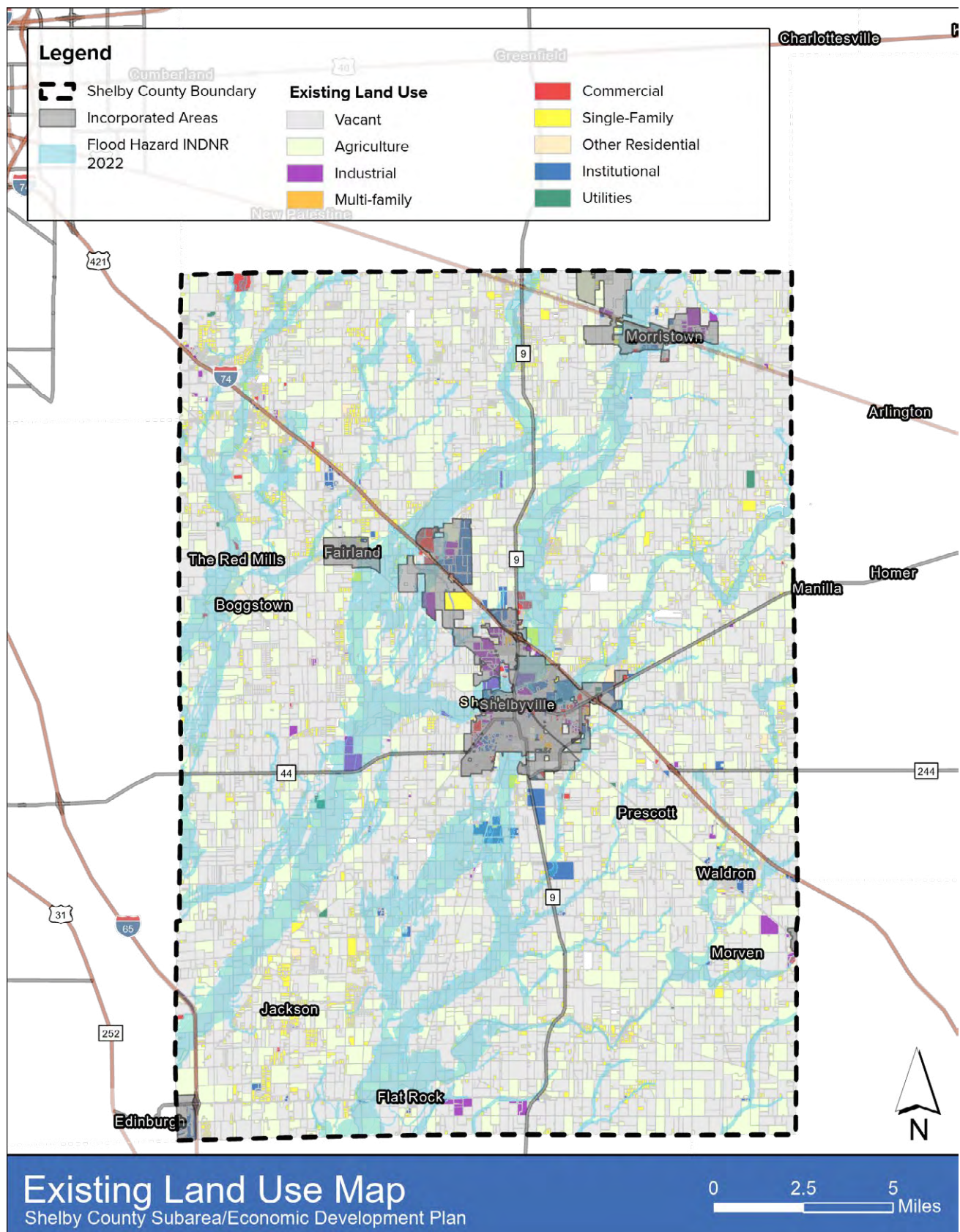
**We forecasted a total need for 2,512 manufacturing/logistics acres, but the 2019 Comprehensive Plan designates 8,136 acres to Shelby County, including 2,012 acres in Moral Township, 1,882 acres in Morristown, and 605 acres in Waldron. This total acreage is an extensive overallocation of industrial land in these focus areas.**

## WHAT WE HEARD

- Utility capacity, especially sewer systems, was strongly emphasized in determining development potential—the lack of sufficient infrastructure limits opportunities for new industries and site development across the County. Stakeholders highlighted the need to prioritize utility expansion for strategic growth.
- There is a clear desire for more strategic and intentional use of specific areas in the County. Stakeholders questioned the types of development most appropriate in different regions, suggesting a need for tailored approaches based on local context and goals.
- Areas such as Moral Township showed support for housing development. This support led to discussions around the most suitable locations for residential growth, balancing housing demand with infrastructure, services, and community character considerations.

*The information presented in the Land Use section provides a solid foundation for revising the Future Land Use map by informing the direction and focus of development within the three focus areas. The Future Land Use section supports balanced, sustainable growth by aligning development types with community needs, infrastructure capacity, and economic goals. This approach enables Shelby County to foster growth in a way that preserves its identity while accommodating future needs in strategic growth areas.*

FIGURE 14: SHELBY COUNTY – EXISTING LAND USE MAP / BY PARCEL CODE.





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RYOBI DIE CASTING (USA), INC.

RYOBI DIE CASTING (USA), INC.

RYOBI

# FUTURE LAND USE

The Future Land Use Map is a policy tool for guiding strategic decisions related to land acquisition, project siting, and other planning efforts within the County. It acts as a framework to ensure that development aligns with the community's vision for growth and sustainability. When the Advisory Plan Commission or County Council evaluates development or redevelopment proposals in any of the three focus areas, this section should be consulted to ensure that decisions are consistent with long-term planning goals. Additionally, the Future Land Use Map should inform any updates or revisions to the zoning map and ordinance updates or revisions, ensuring that all regulatory measures align with the desired land use patterns and community character.

## FOCUS AREAS

A key aspect of this Plan is the integration of previous planning efforts with new insights to provide specific guidance for three focus areas: **Moral Township, Morristown (the area outside the Town boundary), and the vicinity of Waldron near the Decatur County line.** These areas have been identified for their potential development but also present unique challenges. The Plan outlines a strategic approach for fostering these areas' economic vitality and sustainable growth.

The following land uses were incorporated into the revised Future Land Use Map revision for this Sub Area Economic Development Plan. Revisions were only made to the three focus areas selected for this plan, and only these areas should be amended to the 2019 Comprehensive Plan.

- ☐ Industrial
- ☐ Agriculture
- ☐ Agribusiness
- ☐ Commercial
- ☐ Neighborhood Commercial
- ☐ Heavy-Commercial
- ☐ Single-Unit Detached Residential
- ☐ Multi-Unit Residential
- ☐ Open Space/Park
- ☐ Future Reserve
- ☐ Institutional
- ☐ Utilities

## FOCUS AREA ONE

The first focus area encompasses the northwest quadrant of the County, covering all of Moral Township. The boundaries stretch along West County Road 1200 North, North County Road 300 West, West County Road 600 North, and North County Road 900 West. Agricultural lands and some residential uses primarily characterize this area. Recent developments, such as the Five Below warehouse established in 2022, highlight the potential for future growth. Near the Pleasant View exit on the I-74 interstate, Moral Township offers convenient access to Indianapolis to the northwest and Shelbyville and Greensburg to the southeast.

## RECOMMENDED LAND USES

The 2019 Comprehensive Plan for Moral Township outlined existing land uses, including industrial, agricultural, commercial, residential, and institutional. However, the Shelby County Sub-Area Economic Development Plan has revised these land use categories to align with the area's strategic growth goals. Public feedback has revealed concerns from Moral Township residents regarding the pressures of new manufacturing and warehousing developments. In response, the Shelby County Sub-Area Economic Development Plan carefully balances development with the community's preferences and the County's projected growth.

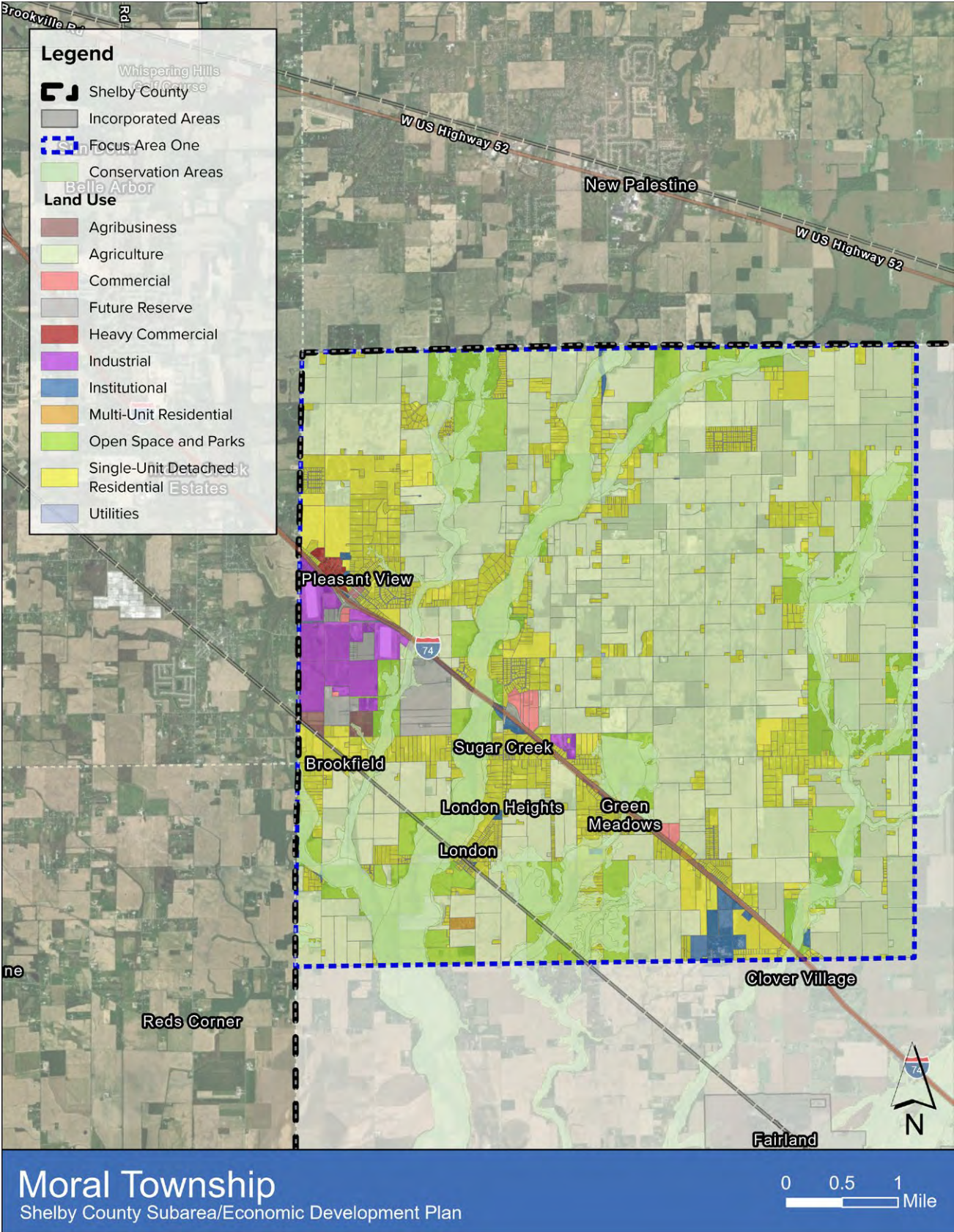
Moral Township's recommended new land uses include agribusiness, future reserve, heavy commercial, and open space/parks; other land uses came from the 2019 Future Land Use Map. Notably, compared to the 2019 Comprehensive Plan, the area designated for industrial use has been reduced by about 72 percent, making room for additional land uses such as future reserve, agribusiness, open space/parks, highway commercial, and neighborhood commercial. As described in the Economic Development policy section, industrial land's absorption was projected out and compared to land use allocations made in the 2019 Comprehensive Plan. It was found that these allocations were excessive in identifying the overall amount of land. The Moral Township – 2024 Land Uses table shows revised land uses acreage amounts for Moral Township. This adjustment reflects a strategic shift toward preserving rural character while accommodating sustainable growth.

**FIGURE 15: MORAL TOWNSHIP – 2024 FUTURE LAND USE CATEGORIES/TOTAL ACREAGE.**

| Moral Township - 2024 Land Uses  |                 |                          |
|----------------------------------|-----------------|--------------------------|
| Land Use                         | Total Acreage   | Total Acreage Percentage |
| Industrial                       | 561.5           | 2.29%                    |
| Agriculture                      | 14,151.1        | 57.79%                   |
| Agribusiness                     | 63.9            | 0.26%                    |
| Commercial                       | 93.2            | 0.38%                    |
| Future Reserve                   | 327.8           | 1.34%                    |
| Institutional                    | 254.9           | 1.04%                    |
| Single-Unit Detached Residential | 4,777.2         | 19.51%                   |
| Multi-Unit Residential           | 21.4            | 0.09%                    |
| Open Space and Parks             | 4,190.0         | 17.11%                   |
| Utilities                        | 1.0             | 0.00%                    |
| Heavy Commercial                 | 44.6            | 0.18%                    |
| <b>Total</b>                     | <b>24,486.5</b> | <b>100.00%</b>           |

The Moral Township – 2024 Future Land Use Map illustrates the proposed land uses for this area. It is intended to be adopted as an amendment to the 2019 Comprehensive Plan for future development guidance.

FIGURE 16: MORAL TOWNSHIP – 2024 FUTURE LAND USE MAP.



## FOCUS AREA TWO

Focus Area Two encompasses an area surrounding Fountaintown and Morristown, offering significant economic development potential due to its numerous vacant parcels, particularly along the East US Highway 52 corridor. The major highway provides easy access to nearby communities such as Rushville, New Palestine, and Indianapolis, making it an attractive location for future growth.

## RECOMMENDED LAND USES

Residents in this area expressed a strong appreciation for its small-town atmosphere, with many showing a positive attitude toward potential growth and change, as revealed in the public online survey. In terms of housing, residents voiced a preference for single-family homes. The 2019 Future Land Use Map was revised for focus area two based on the community input and comprehensive analysis.

In the 2019 Comprehensive Plan, 1,882.5 acres were designated for future industrial uses in this part of the County. However, based on population projections from Woods and Poole (2023) and public feedback, the amount of land allocated for industrial uses has been reduced. The 2024 Plan allocates 202 acres for industrial land uses, marking a 89 percent decrease from the previous allocation. Many parcels previously designated for industrial use have been repurposed for agricultural land uses, aligning with residents' desires to conserve farmland.

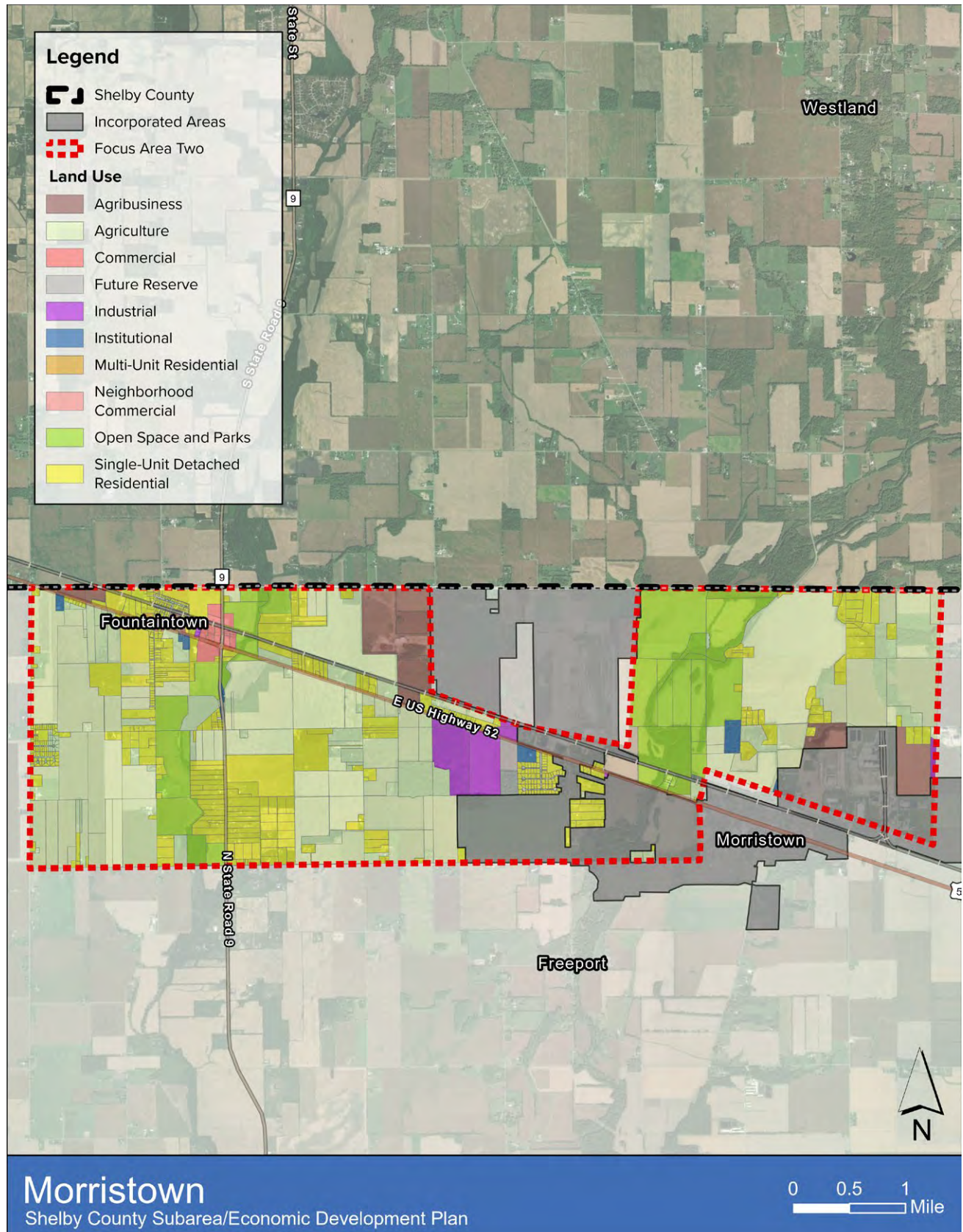
Other recommended land uses for this area in the 2024 Plan include agribusiness, future reserve, single-unit detached residential, and open space/parks. These adjustments reflect a balanced approach, preserving agricultural land while promoting sustainable growth and residential development.

**FIGURE 17: MORRISTOWN – 2024 FUTURE LAND USE CATEGORIES/TOTAL ACREAGE.**

| Morristown - 2024 Land Uses      |                |                          |
|----------------------------------|----------------|--------------------------|
| Land Use                         | Total Acreage  | Total Acreage Percentage |
| Industrial                       | 202.0          | 2.84%                    |
| Agriculture                      | 3,631.8        | 51.09%                   |
| Agribusiness                     | 331.4          | 4.66%                    |
| Commercial                       | 55.6           | 0.78%                    |
| Future Reserve                   | 32.9           | 0.46%                    |
| Institutional                    | 54.6           | 0.77%                    |
| Single-Unit Detached Residential | 1,772.5        | 24.93%                   |
| Multi-Unit Residential           | 1.8            | 0.02%                    |
| Neighborhood Commercial          | 1.6            | 0.02%                    |
| Open Space and Parks             | 1,024.6        | 14.41%                   |
| <b>Total</b>                     | <b>7,108.7</b> | <b>100.00%</b>           |

The Morristown – 2024 Future Land Use Map illustrates the proposed land uses for this area. It is intended to be adopted as an amendment to the 2019 Comprehensive Plan for future development guidance.

FIGURE 18: MORRISTOWN – 2024 FUTURE LAND USE MAP.



### FOCUS AREA THREE

Focus Area Three is located approximately five miles southeast of Shelbyville, and the I-74 interstate travels across the area, connecting it to Greensburg and other larger cities. Currently, this area consists of rural residential properties and agricultural land. Still, it presents significant opportunities for future development along I-74, particularly near Exit 123, which offers convenient access and potential for economic growth.

### RECOMMENDED LAND USES

Compared to the other two focus areas, area three is smaller in scale and has seen limited development, particularly around Waldron. However, it has been identified as a location for future growth. The town of Middletown, located within this focus area, already features residential and commercial land uses. As the County continues to grow, planning for the future of this area is necessary.

In the 2019 Comprehensive Plan, 605 acres were designated for industrial use in this area, raising concerns among residents. In response, the Shelby County Sub-Area Economic Development Plan significantly reduced the industrial allocation by 90 percent, leaving only 55.8 acres designated for industrial purposes. This change reflects the community's desire to preserve the area's small-town atmosphere and agricultural roots. Residents have emphasized that the area's agricultural character and natural environment are key strengths that should be protected.

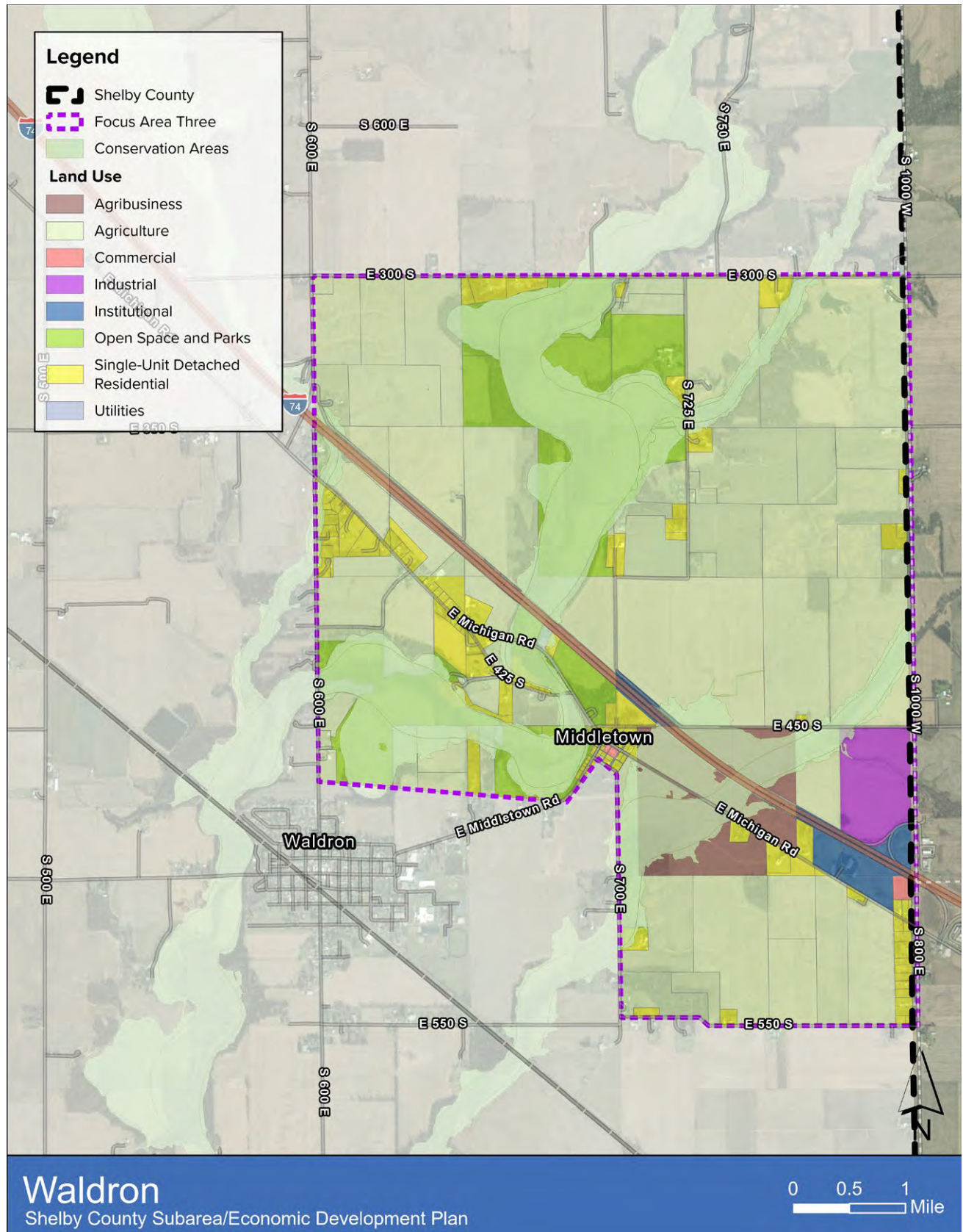
Other recommended land uses for this area include agribusiness, open space/park, commercial, and single-unit detached residential. These land use allocations support a balanced approach to growth, promoting sustainable development while maintaining the area's rural character.

**FIGURE 19: WALDRON – 2024 FUTURE LAND USE CATEGORIES/TOTAL ACREAGE.**

| Waldron - 2024 Land Uses         |                |                          |
|----------------------------------|----------------|--------------------------|
| Land Use                         | Total Acreage  | Total Acreage Percentage |
| Industrial                       | 55.8           | 1.66%                    |
| Agriculture                      | 2,337.3        | 69.35%                   |
| Agribusiness                     | 148.6          | 4.41%                    |
| Commercial                       | 3.8            | 0.11%                    |
| Institutional                    | 52.3           | 1.55%                    |
| Single-Unit Detached Residential | 280.2          | 8.31%                    |
| Open Space/Park                  | 490.4          | 14.55%                   |
| Utilities                        | 1.7            | 0.05%                    |
| <b>Total</b>                     | <b>3,370.2</b> | <b>100.00%</b>           |

The Waldron – 2024 Future Land Use Map illustrates the proposed land uses for this area. It is intended to be adopted as an amendment to the 2019 Comprehensive Plan for future development guidance.

FIGURE 20: WALDRON – 2024 FUTURE LAND USE MAP.



## FUTURE LAND USE CHARACTER CLASSES

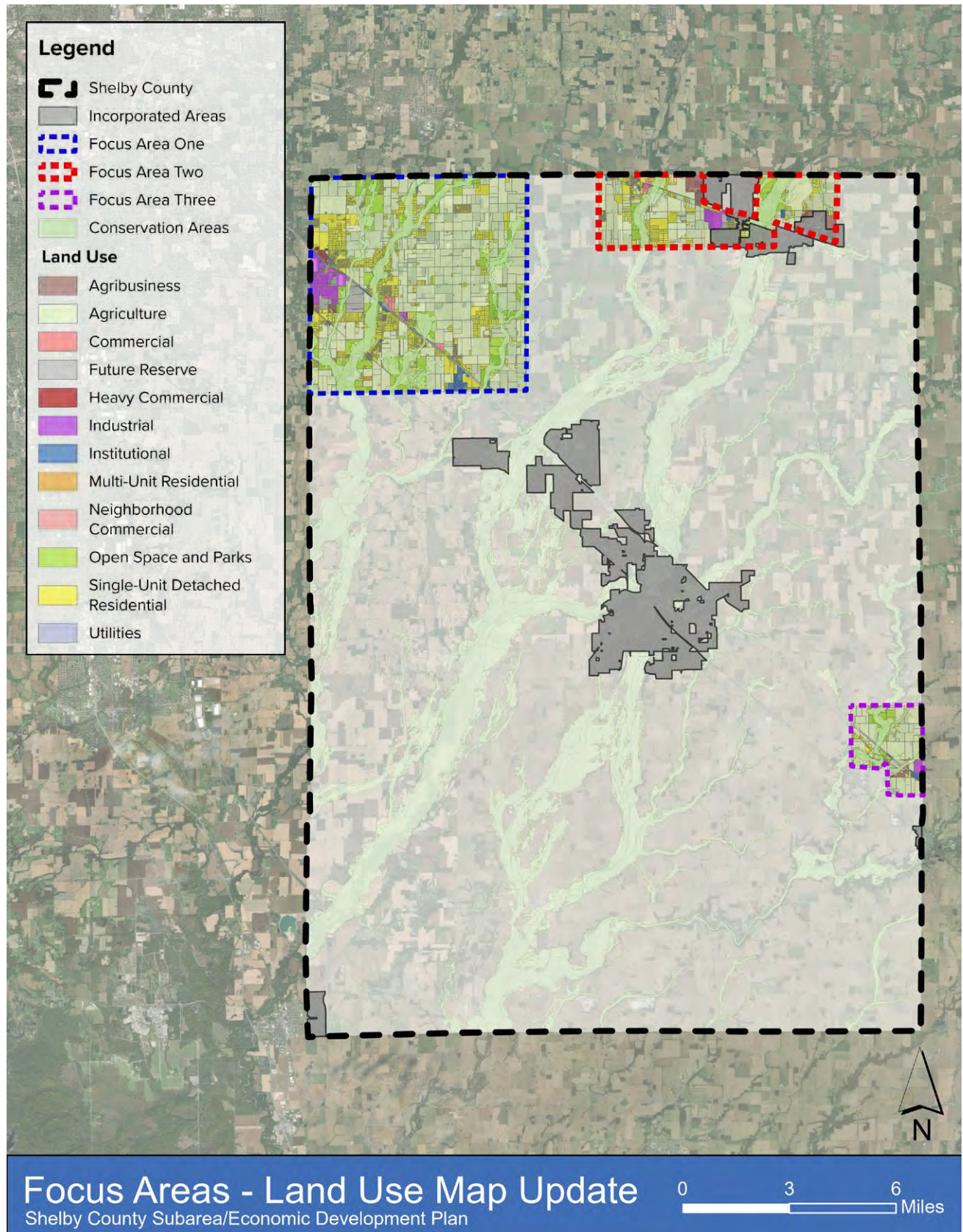
The following sections describe the new land uses implemented into the focus areas changes to the 2019 Future Land Use Map. These classes are designed to offer clear guidance on the types of appropriate land use within each category and assist in establishing zoning districts that will preserve and enhance the character that residents and visitors value in Shelby County. Note that only those character classes relevant to the scope of the subarea plans are defined; other land use class descriptions can be found in the 2019 Comprehensive Plan document. By defining these character classes, the County can more effectively manage growth, ensuring that future development is consistent with the community's expectations and contributes positively to the County's overall quality of life.

Class descriptions include both the primary use – the use for which the land use classification is intended – and secondary use, which are acceptable uses of the land provided that they do not substantially interfere with primary uses.

**FIGURE 21: FOCUS AREAS – 2024 FUTURE LAND USES.**

| 2024 Future Land Use – Total Acreage |                 |                |                |
|--------------------------------------|-----------------|----------------|----------------|
| Land Use                             | Moral Township  | Morristown     | Waldron        |
| Industrial                           | 561.5           | 202.0          | 55.8           |
| Agriculture                          | 14,151.1        | 3,631.8        | 2,337.3        |
| Agribusiness                         | 63.9            | 331.4          | 148.6          |
| Commercial                           | 93.2            | 55.6           | 3.8            |
| Future Reserve                       | 327.8           | 32.9           | -              |
| Institutional                        | 254.9           | 54.6           | 52.3           |
| Single-Unit Detached Residential     | 4,777.2         | 1,772.5        | 280.2          |
| Multi-Unit Residential               | 21.4            | 1.8            | -              |
| Neighborhood Commercial              | -               | 1.6            | -              |
| Open Space and Parks                 | 4,190.0         | 1,024.6        | 490.4          |
| Utilities                            | 1.0             | -              | 1.7            |
| Heavy-Commercial                     | 44.6            | -              | -              |
| <b>Total</b>                         | <b>24,486.5</b> | <b>7,108.7</b> | <b>3,370.2</b> |

FIGURE 22: FOCUS AREAS – 2024 FUTURE LAND USE MAP.



## AGRIBUSINESS

The Agribusiness category represents a dynamic combination of traditional agricultural practices and modern commercial activities related to farming. This category supports a range of uses, including crop production, livestock farming (grazing and confined animal feeding operations), and facilities essential for agricultural production and storage, such as grain elevators.

In addition to traditional farming, the Agribusiness category encourages the development of agricultural research facilities, food processing companies, and other enterprises involved in producing, processing, and distributing agricultural products. This category is crucial for fostering innovation in the agricultural sector, providing opportunities for economic growth while supporting the local farming community. By integrating business operations with agricultural practices, this category helps to ensure the long-term viability of farming in Shelby County.

**FIGURE 23: EXAMPLE OF AGRIBUSINESS. SOURCE: GETTY IMAGES.**



|                     |                          |                                                                                                                                                                                                                                                                                                        |
|---------------------|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Uses</b>         | Primary                  | Farm Machine Manufactures, Seed and Agrochemical Manufacturers, Bio-Fuel Production, Food Processing Companies, Agritourism Companies.                                                                                                                                                                 |
|                     | Secondary                | Single-family Rural Residential, Parks and Residential, Renewable Energy Sites, wineries, and other agricultural promotional and education centers.                                                                                                                                                    |
| <b>Site Design</b>  | Landscape and Open Space | Wide open landscapes of agricultural uses or natural environments. Uses that generate traffic, noise, odor, or involve handling chemical or flammable materials over traditional farming practices should be buffered from adjacent residential uses through increased setbacks and landscape buffers. |
|                     | Amenities                | Recreational amenities such as bike lanes or multi-use paths should be encouraged where applicable and connected to other areas throughout the County.                                                                                                                                                 |
|                     | Building Design          | Heights are typically one to two and a half stories up to 100 feet tall for specific accessory structures (grain silos, barns, etc.).<br>New homes should be designed with quality materials and consistent with surrounding homes in scale, massing, and site design.                                 |
| <b>Connectivity</b> | Access                   | Streets in Production Agricultural areas are typically higher in speed and can accommodate larger vehicles transporting heavy equipment needed for agricultural purposes. Many of these streets located in the agribusiness area(s) are classified as local county roads built on a grid system.       |
|                     | Parking                  | Off-street parking should be provided based on the site's activity and use. Recreational sites should have a designated parking lot.                                                                                                                                                                   |
|                     | Street and Pedestrians   | Roads typically do not have curb and gutter construction in favor of trench drains and seldom have sidewalks or trails.                                                                                                                                                                                |

## RESIDENTIAL

This category consists of areas in the County designated for single, multi-family, and other types of residential units. The purpose of the residential category is to provide housing in Moral Township, Morristown, and Waldron, where conditions are favorable due to nearby developments and utility infrastructure. This land use category provides opportunities for context-sensitive infill development and new construction. Lot size and housing type should be based on the capacity of the area to provide water and sanitary services.

### SINGLE-UNIT DETACHED RESIDENTIAL

This land use category is designed for medium to low-density residential neighborhoods, common throughout Shelby County and its communities. These areas are intended to offer a mix of newer housing options, primarily single-unit detached homes situated on larger lots. Developments within this category are typically organized in subdivisions supported by essential utilities.

In cases where residential developments lack access to county utilities, larger lot sizes are required to comply with Indiana Health Department standards for septic systems. However, utility-serviced developments are strongly preferred to ensure long-term sustainability and to accommodate community growth.

Lots in this category should be at least one acre unless they are in a development served by sanitary sewer featuring clustered development to preserve existing natural features. Larger lot sizes may be required for lots utilizing septic systems or having physical barriers to development, such as a prohibitive geology or flood hazard area.

The primary characteristics of this land use category include single-dwelling detached homes as the dominant housing type. There may also be some single-dwelling attached units, such as duplexes or four-squares, as long as they are consistent with the overall single-family character. In addition to housing, these neighborhoods may include public and semi-public facilities, such as schools, fire stations, community centers, public parks, and open spaces. These amenities are essential for fostering a sense of community and providing residents with access to recreational opportunities. New developments should be well-connected through sidewalks and trails, ensuring residents can access neighborhood amenities safely and conveniently.

**FIGURE 24: EXAMPLE OF SHELBY COUNTY SINGLE-UNIT DETACHED RESIDENTIAL.**



|                     |                          |                                                                                                                                                                                                                                                                                                                     |
|---------------------|--------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Uses</b>         | Primary                  | Detached single-dwelling residential.                                                                                                                                                                                                                                                                               |
|                     | Secondary                | Attached single-dwelling residential, active or passive recreation, religious, educational, and civic institutions.                                                                                                                                                                                                 |
| <b>Site Design</b>  | Landscape and Open Space | Existing natural features should be preserved.<br>In order to enhance and preserve the area, open space should include existing natural features, such as rolling fields, pastured areas, and tree rows.                                                                                                            |
|                     | Amenities                | Due to the rural character of these areas, urban amenities such as curbs and gutters, internal sidewalks, multi-use pathways, and public utilities can be limited.<br>If sidewalks or multi-use paths exist, the pedestrian infrastructure should connect to adjacent existing and planning areas of the community. |
|                     | Building Design          | Traditional stick-built homes, pole-barn style homes, and modular homes are acceptable home designs. However, the design of new homes should be consistent with the design of existing homes in the area.                                                                                                           |
| <b>Connectivity</b> | Access                   | Driveways should access individual lots. No more than three lots should utilize a single shared driveway. Sidewalks or multi-use paths should be required (or improved) throughout and connect to other nearby pedestrian infrastructure.                                                                           |
|                     | Parking                  | Off-street private property located away from primary thoroughfares.                                                                                                                                                                                                                                                |
|                     | Street and Pedestrians   | Best practices for local roads include curb and gutter construction, sidewalks, and street trees to help reduce vehicle speeds. Typically, many roads lack curb and gutter construction, so they opt for drainage ditches instead. They typically do not include sidewalks or trails.                               |

## MULTI-FAMILY RESIDENTIAL

The Multi-Family Residential character class is designed to accommodate a variety of attached housing options, including apartments and condominiums. This category is critical in providing attainable housing for a diverse range of residents, including the local workforce. Multi-family residential areas should be strategically located near commercial or mixed-use districts to ensure residents can conveniently access shopping, dining, and other daily amenities.

Walkability is a key attribute of this land use category, with developments designed to provide easy pedestrian access to nearby amenities. Including multi-unit attached housing is vital for meeting community goals related to affordable housing, offering both rental and ownership opportunities.

When considering greenfield sites for multi-family development, it is essential to integrate these areas with the surrounding community to avoid isolating residents. Not all residents in this category may have access to personal transportation, so proximity to essential services such as shopping centers and employment hubs is crucial. By thoughtfully planning multi-family residential areas, Shelby County can ensure that these developments contribute positively to the community's overall livability and provide diverse housing options for all residents.

FIGURE 25: EXAMPLE OF MULTI-FAMILY RESIDENTIAL. SOURCE: GETTY IMAGES.



|                     |                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|---------------------|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Uses</b>         | Primary                  | Multi-unit attached (apartments, condominiums, and retirement communities).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|                     | Secondary                | Accessory structures, gathering areas, pools, dog parks, open spaces, conservation, or institutional uses (e.g., schools or fire stations). Complexes can be encouraged to provide neighborhood facilities such as athletic centers or facilities, bark parks, trails, and other shared private community spaces.                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <b>Site Design</b>  | Landscape and Open Space | <p>Existing natural features should be preserved.</p> <p>Utilize deeper yard setbacks along primary thoroughfares. Provide landscape berms and additional vegetation to screen development and further enhance the visible character of the area.</p> <p>Screens and buffers should be included for yards adjacent to higher-traffic roadways or less compatible land, such as single-unit residential or industrial development.</p> <p>Development should include visible green spaces, parking lot shade trees, perimeter, and ornamental plantings.</p>                                                                                                                                                                                      |
|                     | Amenities                | <p>High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes or multi-use paths should also be encouraged where applicable and connected to other areas throughout the County.</p> <p>Gateways and placemaking techniques should be utilized to increase neighborhood identity.</p> <p>Provide high-quality, shared, usable, and formal open space areas when and where applicable.</p>                                                                                                                                                                                                                                                                                                      |
|                     | Building Design          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <b>Connectivity</b> | Access                   | <p>Driveways should access individual lots.</p> <p>If developed as a subdivision, the subdivision should utilize shared access points for main entry points, and driveways from an internal subdivision street should access individual lots.</p> <p>Streets should have multiple connections, allowing opportunities to walk to local destinations by various routes and enhancing coverage of emergency services. If there are existing street connections or stubbed roadways adjacent to proposed developments, those in the proposed developments should connect to the existing street network.</p> <p>Sidewalks or multi-use paths should be required (or improved) throughout and connect to other nearby pedestrian infrastructure.</p> |
|                     | Parking                  | Off-street private property located away from primary thoroughfares.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|                     | Streets and Pedestrians  | Roads should have curb and gutter construction with sidewalks and street trees to reduce vehicle speeds.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |

## NEIGHBORHOOD COMMERCIAL

Neighborhood Commercial areas are strategically located at the edges or within residential neighborhoods to provide a variety of goods and services that meet the daily needs of residents. This land use category is designed to create convenient, walkable access to essential services, such as grocery stores, pharmacies, cafes, and small retail shops, which contribute to the overall livability of the neighborhood. The focus is on low-intensity commercial uses that blend seamlessly with the surrounding residential areas, minimizing disruption while enhancing the quality of life for residents.

This type of commercial development plays a crucial role in fostering a sense of community by providing gathering spaces where neighbors can interact. Large-scale commercial developments, such as big-box stores or malls, are inappropriate for this category, as they would detract from the neighborhood's character and scale. Instead, Neighborhood Commercial areas should prioritize businesses that serve the immediate community, helping to reduce the need for residents to travel long distances for essential services.

FIGURE 26: EXAMPLE OF NEIGHBORHOOD COMMERCIAL. SOURCE: GETTY IMAGES.



|                     |                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|---------------------|--------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Uses</b>         | Primary                  | Retail, restaurant, office, medical office, non-surgery healthcare facilities, and personal service uses.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|                     | Secondary                | Off-street parking, outdoor seating, and drive-through lanes.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>Site Design</b>  | Landscape and Open Space | <p>Properties and parking lots should be screened from surrounding residential uses.</p> <p>Shade trees should be planted along the perimeter of the property.</p> <p>Ornamental and evergreen shrubs should be planted around the foundations of the buildings and drive-through facilities.</p>                                                                                                                                                                                                                                                                                                                      |
|                     | Amenities                | <p>High urban services include public utilities, roadways with curbs, gutters, and wide sidewalks. Where applicable, bike lanes or multi-use paths should also be encouraged and connected to other areas throughout the community.</p> <p>Development should include informal, usable, open space that provides outdoor seating and inviting street space elements, including shade, trash can receptacles, benches, and street lighting. These open spaces should be highly accessible and prominent, encouraging continued use.</p>                                                                                 |
|                     | Building Design          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| <b>Connectivity</b> | Access                   | <p>Primary access from a primary thoroughfare. Join or shared access points between adjacent developments are encouraged to limit curb cuts along the street and promote a pedestrian-oriented environment.</p> <p>Internal drives that service individual development sites should resemble streets rather than parking lot drive aisles. Parking areas and service docks should be accessed through internal and secondary streets rather than a primary thoroughfare.</p> <p>Sidewalks or multi-use paths should be required along development frontages and connect to other nearby pedestrian infrastructure.</p> |
|                     | Parking                  | <p>Primarily on-street parking. Avoid large expanses of pavement, particularly in between buildings and streets. Pedestrian walkways and landscaping can break up large expanses of pavement. Architectural and landscape features should be used to diminish the appearance of parking from the public view. Shared parking should be encouraged.</p> <p>Off-street parking areas should be kept small and not all concentrated in the front yard to help this character class of development blend into its residential surroundings.</p>                                                                            |
|                     | Streets and Pedestrians  | <p>Roads and off-street parking lots should have curb and gutter construction with sidewalks and street trees to reduce vehicle speeds.</p> <p>Sidewalks should be located along all adjacent street lots to ensure pedestrian access.</p> <p>Sidewalks adjacent to front entrances should be wide enough to accommodate outdoor seating/dining areas.</p> <p>Complete street connections should be considered to provide easy access to these retail uses for pedestrians and vehicles.</p>                                                                                                                           |

## HEAVY COMMERCIAL

Heavy Commercial areas are designated for commercial activities providing to a broader population, including residents and visitors to Shelby County. These areas are typically located along major highways or arterial roads, providing easy access to businesses that require higher visibility and traffic volume. The primary uses within this category include retail stores, offices, restaurants, convenience stores, supermarkets, and service-oriented businesses that draw customers from a larger geographic area.

The strategic placement of Heavy Commercial zones near I-74 interstate and other major thoroughfares is intended to attract customers traveling through the County while also serving the needs of residents. However, the spread-out nature of these developments can create challenges in maintaining a cohesive community atmosphere. It is essential to incorporate design elements that promote connectivity, such as trails, sidewalks, and complete streets that link these commercial areas to surrounding neighborhoods to maintain a cohesive community atmosphere.

Heavy Commercial developments should also be designed with spaces that encourage social interaction, such as outdoor seating areas, plazas, and event spaces. By creating places where people can gather and engage with one another, these areas can contribute to the vibrancy of Shelby County while maintaining a sense of community despite their larger scale and regional focus.

FIGURE 27: EXAMPLE OF HEAVY COMMERCIAL. SOURCE: GETTY IMAGES.



|                     |                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|---------------------|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Uses</b>         | Primary                  | Retail, restaurants, offices, large office buildings, medical offices, surgical healthcare facilities, hospitals, personal service uses, hardware, automobile dealerships, and similar, more intense commercial uses.                                                                                                                                                                                                                                                                                                                                                                                                    |
|                     | Secondary                | Off-street parking, outdoor seating, plaza or other amenities, drive-through lanes, limited outside storage of for-sale materials.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| <b>Site Design</b>  | Landscape and Open Space | <p>Properties and off-street parking lots should be screened from surrounding residential uses.</p> <p>Shade trees should be planted along the property's perimeter and all public streets and access drives.</p> <p>Ornamental and evergreen shrubs should be planted around the foundations, perimeter of off-street parking lots, buildings, and drive-through facilities.</p> <p>Off-street parking lots should be broken up with green areas and shade trees.</p>                                                                                                                                                   |
|                     | Amenities                | <p>High urban services include public utilities, roadways with curbs, gutters, and wide sidewalks. Where applicable, bike lanes or multi-use paths should also be encouraged and connected to other areas throughout the community.</p> <p>Development should include informal, usable, open space that provides outdoor seating and inviting street space elements, including shade, trash can receptacles, benches, and street lighting. These open spaces should be highly accessible and prominent, encouraging continued use.</p>                                                                                   |
|                     | Building Design          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>Connectivity</b> | Access                   | <p>Access to individual properties should be from interconnected off-street parking lots and access drives or from collector or arterial streets.</p> <p>Access from the adjacent collector or arterial street should be limited to central egress points at set intervals.</p> <p>Sidewalks or multi-use paths should be required along development frontages and connect to other nearby pedestrian infrastructure.</p>                                                                                                                                                                                                |
|                     | Parking                  | <p>Architectural and landscape features should be used to diminish the appearance of parking from the public view.</p> <p>Off-street parking areas should be kept small and not all concentrated in the front yard to help this character class of development blend into its residential surroundings.</p>                                                                                                                                                                                                                                                                                                              |
|                     | Streets and Pedestrians  | <p>Roads and off-street parking lots should have curb and gutter construction with sidewalks and street trees.</p> <p>Sidewalks should be located along all adjacent street lots to ensure pedestrian access.</p> <p>A network of interconnected sidewalks should be created within the boundaries of these developments.</p> <p>Complete street connections should be considered to provide easy access to these retail uses for pedestrians and vehicles.</p> <p>If available in the area, public transit stops should be located near these developments to help bring residents to necessary goods and services.</p> |

## HEAVY COMMERCIAL

The Heavy Commercial land use category is intended for businesses that involve exterior operations, sales, and displays of goods, which may include more intensive commercial activities than those found in other commercial zones. Heavy Commercial uses include building materials stores, vehicle dealerships, warehouse clubs, and mini-storage facilities. This category may also accommodate general commercial and office uses serving consumers and businesses.

Heavy Commercial areas often involve activities that require large amounts of space and are not always compatible with residential or light commercial uses. Therefore, careful consideration should be given to the location of these zones to minimize conflicts with surrounding land uses. Adequate buffering and screening should be implemented to reduce potential impacts on nearby properties and maintain the area's overall aesthetic and environmental quality.

In addition to their commercial functions, Heavy Commercial zones may also overlap with industrial uses, particularly when businesses engage in manufacturing, processing, storage, or distribution. These areas are vital to the County's economy, providing spaces where products are created, stored, and shipped, supporting both local businesses and broader economic activities.

FIGURE 28: EXAMPLE OF HEAVY COMMERCIAL. SOURCE: GETTY IMAGES.



|                     |                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|---------------------|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Uses</b>         | Primary                  | Manufacturing, Warehousing, Auto Repair, Heavy Repair, Trailer and Equipment Sales, Special Handling Retail, Mini-Storage facilities, Processing, Wholesale, Business Parks, and Offices.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|                     | Secondary                | Company Headquarters, Corporate Campus, Medical and Healthcare Facilities, and Research and Development.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| <b>Site Design</b>  | Landscape and Open Space | <p>Within the setbacks, in addition to preserved features, landscape berms and additional vegetation should be used to screen development parking areas and further enhance the visible character of the areas.</p> <p>Developments should include ornamental plantings, landscaped parking lot islands, and street trees as visual features.</p> <p>Screens and buffers should be required along higher-traffic roadways or lower-intensity land uses.</p>                                                                                                                                                                                                                                                                                                              |
|                     | Amenities                | High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes or multi-use paths should also be encouraged where applicable and connected to other areas throughout the community.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|                     | Building Design          | Building setbacks should be increased when adjacent to residential, and significant buffers should be provided to transition to less intensive use.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| <b>Connectivity</b> | Access                   | <p>Primary access from a primary thoroughfare. Joint or shared access points between adjacent developments are encouraged to limit curb cuts along the street and promote a pedestrian-oriented environment.</p> <p>Internal drives that service individual development sites should resemble streets rather than parking lot drive aisles. Parking areas and service docks should be accessed through internal and secondary streets rather than a primary thoroughfare.</p> <p>Sidewalks or multi-use paths should be required along development frontages and connect to other nearby pedestrian infrastructure.</p> <p>Landscaped areas may be included to provide employees with active and passive recreation opportunities and fit the community's character.</p> |
|                     | Parking                  | <p>Off-street parking should be provided.</p> <p>Large expanses of pavement, particularly between buildings and the street, should be avoided. Pedestrian walkways and landscape islands should be used to break up these expanses.</p> <p>Architectural and landscape features should be used to diminish the appearance of parking on public streets and adjacent properties.</p>                                                                                                                                                                                                                                                                                                                                                                                      |
|                     | Streets and Pedestrians  | Streets and off-street parking lots should be well-lit to enhance security during the evening and nighttime.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |

## INDUSTRIAL

The Industrial land use category is reserved for areas where light, medium, or heavy industrial activities occur, typically involving operations incompatible with residential development due to noise, traffic, or other impacts. These areas vary in scale and intensity, offering local and regional industrial development opportunities that can drive economic growth in Shelby County.

Industrial zones may include manufacturing, processing, packaging, assembly, warehousing, and logistics facilities. These operations are essential for producing and distributing goods and materials, supporting the local economy and broader supply chains. In addition to traditional industrial uses, this category may also accommodate research and development labs, testing facilities, and large-scale corporate campuses.

Given the potential impacts of industrial activities on the surrounding community, it is important to ensure that these areas are properly screened and buffered from adjacent land uses. Thoughtful site design and strategic placement along major thoroughfares, particularly on the County's west side, can help mitigate negative effects on community wellbeing. Industrial developments should be planned carefully to reduce their visual and environmental footprint while still providing the necessary infrastructure for economic growth.

**FIGURE 29: EXAMPLE OF INDUSTRIAL TREE BUFFERING. SOURCE: GETTY IMAGES.**



|                     |                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|---------------------|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Uses</b>         | Primary                  | Manufacturing, Warehousing, Heavy Repair, Processing, Wholesale, Business Parks, and Offices.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|                     | Secondary                | Company Headquarters, Corporate Campus, Medical and Healthcare Facilities, Research and Development, and Renewable Energy Sites.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <b>Site Design</b>  | Landscape and Open Space | <p>Developments should include ornamental plantings, landscaped parking lot islands, and street trees as visual features.</p> <p>Landscape buffers should be used to screen activity where adjacent to residential uses or county gateways.</p> <p>Screens and buffers should be encouraged along higher-traffic roadways or lower-intensity land uses.</p>                                                                                                                                                                                                                                                                                                                                                                                                              |
|                     | Amenities                | <p>High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes or multi-use paths should also be encouraged where applicable and connected to other areas throughout the community.</p> <p>Developments should include informal, usable, open space that provides outdoor seating and inviting streetscape elements, including shade, trash can receptacles, benches, and street lighting. These open spaces should be highly accessible and prominent, encouraging continued use.</p>                                                                                                                                                                                                                                 |
|                     | Building Design          | Building setbacks and significant buffers should be provided to transition to less intensive use.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| <b>Connectivity</b> | Access                   | <p>Primary access from a primary thoroughfare. Joint or shared access points between adjacent developments are encouraged to limit curb cuts along the street and promote a pedestrian-oriented environment.</p> <p>Internal drives that service individual development sites should resemble streets rather than parking lot drive aisles. Parking areas and service docks should be accessed through internal and secondary streets rather than a primary thoroughfare.</p> <p>Sidewalks or multi-use paths should be required along development frontages and connect to other nearby pedestrian infrastructure.</p> <p>Landscaped areas may be included to provide employees with active and passive recreation opportunities and fit the community's character.</p> |
|                     | Parking                  | <p>Off-street parking should be provided.</p> <p>Large expanses of pavement, particularly between buildings and the street, should be avoided. Pedestrian walkways and landscape islands should be used to break up these expanses.</p> <p>Architectural and landscape features should be used to diminish the appearance of parking from street view.</p>                                                                                                                                                                                                                                                                                                                                                                                                               |
|                     | Street and Pedestrians   | <p>Streets and off-street parking lots should be well-lit to enhance security during the evening and nighttime.</p> <p>Connections by trails should be considered to provide easy access for workers and visitors who choose or need to ride a bike to work.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |

## INSTITUTIONAL

Institutional land use areas are designated for public facilities and services that play a critical role in supporting the civic, educational, and religious needs of Shelby County. This category includes land for courthouses, town halls, police and fire stations, schools, and healthcare facilities such as clinics and hospitals. These uses are essential for providing the community access to vital services that enhance safety, education, and overall quality of life.

Institutional areas are typically integrated within residential and commercial zones to ensure accessibility for all residents. They often serve as community hubs, bringing people together for various purposes, from education and healthcare to worship and civic engagement. These facilities within the County reinforce the importance of community-oriented development and ensure that essential services are available to all.

**FIGURE 30: EXAMPLE OF INSTITUTIONAL USES. SOURCE: HOME | WALDRON JUNIOR/SENIOR HIGH.**



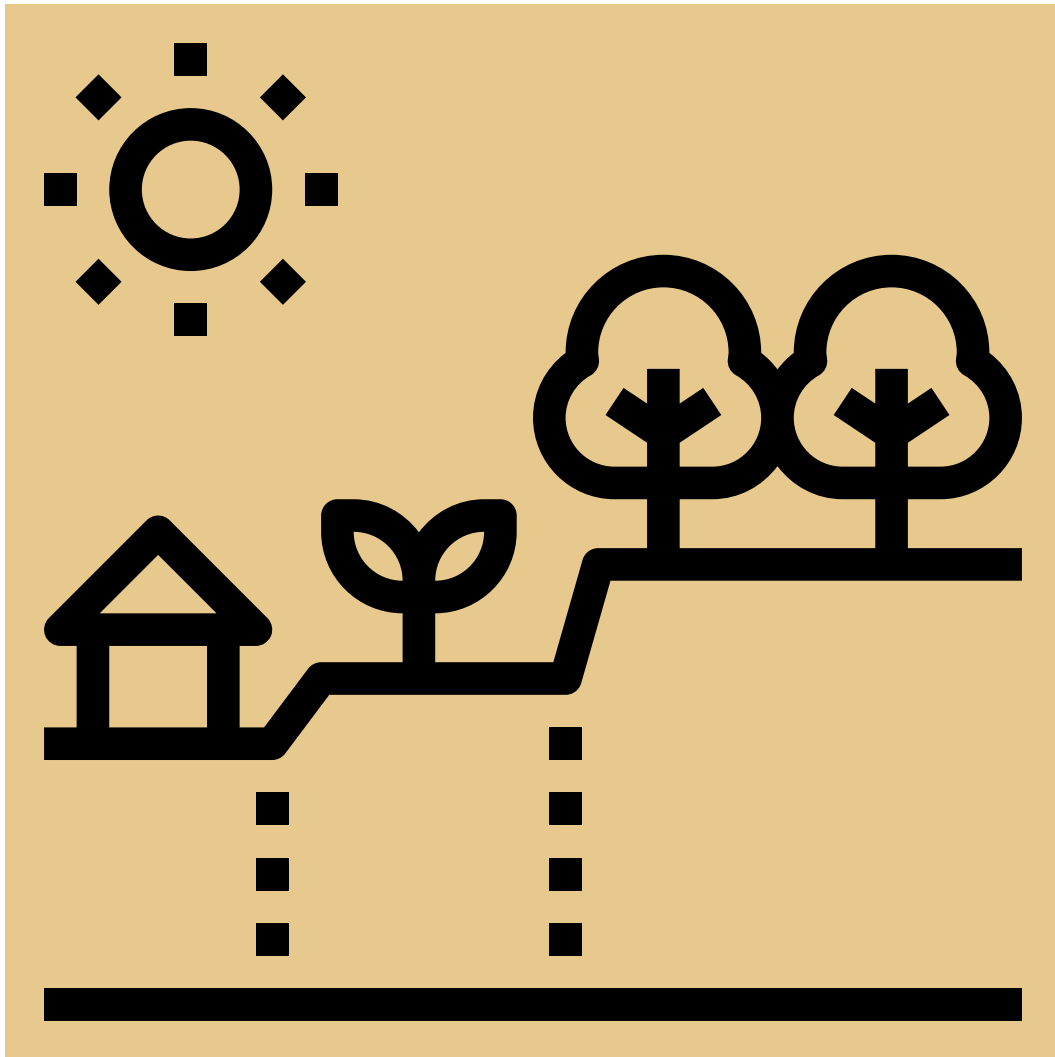
|                     |                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|---------------------|--------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Uses</b>         | Primary                  | Civic, Religious, Education, or Healthcare.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|                     | Secondary                | Corporate and Professional Offices, Community Centers, Parks and Recreation, Public Utility, and Infrastructure, such as sub-stations.                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| <b>Site Design</b>  | Landscape and Open Space | Along with primary thoroughfares, developments should utilize yard setbacks to preserve existing natural features and areas of established vegetation. Within the setbacks, in addition to preserved features, landscape berms and additional vegetation should be used to screen development parking areas and further enhance the area's visible character. Developments should include landscaped parking lot islands and street trees as visual features. Landscape buffers should be used to screen activity where adjacent to residential uses.                                                      |
|                     | Amenities                | High urban services include public utilities, roadways with curbs and gutters, and wide sidewalks. Where applicable, bike lanes or multi-use paths should also be encouraged and connected to other areas throughout the community.<br><br>Developments should include informal, usable, open space that provides outdoor seating and inviting streetscape elements, including shade, trash can receptacles, benches, and street lighting. These open spaces should be highly accessible and prominent, encouraging continued use.                                                                         |
|                     | Building Design          | Building setbacks and significant buffers should be provided to transition to less intensive use.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>Connectivity</b> | Access                   | Primary access from a thoroughfare. Joint or shared access points between adjacent developments are encouraged to limit curb cuts along the street and promote a pedestrian-oriented environment.<br><br>Internal drivers that service individual development sites should resemble streets rather than parking lot drive aisles. Parking areas and service docks should be accessed through internal and secondary streets rather than primary thoroughfares.<br><br>Sidewalks or multi-use paths should be encouraged along development frontages and connect to other nearby pedestrian infrastructure. |
|                     | Parking                  | Off-street on private property. If surface lots are provided, they should be hidden or screened from the street frontage. Parking or parking structures should be located to the side or rear of buildings, away from roadways where applicable – on the street where appropriate, and within the right-of-way, such as within urban or mixed-use settings.                                                                                                                                                                                                                                                |

## **FUTURE RESERVE**

The Future Reserve land use category designates areas that are set aside for potential development in the long term. These lands are not intended for immediate use but are strategically reserved to accommodate future growth once other designated areas within the County have been developed and there is a clear need for additional land to support new projects. Reserved lands are intended to help meet the County's long-term needs for industrial areas, although future land use planning initiatives may choose to propose different uses for them.

Future Reserve areas are typically undeveloped or minimally developed and are preserved to ensure that the County can manage growth in a controlled and sustainable manner. Development within these areas should only be considered when all other available land has been utilized and there is a demonstrable demand for expansion. This approach helps to prevent premature development and ensures that land resources are managed efficiently, allowing for thoughtful planning that aligns with the County's long-term vision.

By maintaining these reserves, Shelby County can ensure that it is prepared to meet future needs without compromising the integrity of its existing communities or natural landscapes. Future Reserve areas play a critical role in the County's growth strategy, providing the flexibility to adapt to changing circumstances while preserving options for future generations.





# ECONOMIC DEVELOPMENT

Economic development planning is critical for Shelby County's growth and the well-being of its residents, particularly in Moral Township, Morristown, and Waldron. This plan aims to enhance quality of life, foster job creation, and promote sustainable growth that respects community values and preserves the County's rural character. By focusing on locally-owned businesses, agriculture, and a balance between growth and conservation, the County can create an economic foundation that aligns with residents' desires and concerns about suburban sprawl, overdevelopment, and the impacts of large-scale industrial projects in significant growth areas.

Feedback from residents revealed a strong desire for more small businesses, local food and retail options, and recreational opportunities, and they expressed concerns about warehouse overdevelopment. In Morristown, for example, community members support agricultural and locally-owned businesses over large warehouses that negatively impact the County's general aesthetic and community character. Similarly, in Moral Township and Waldron, residents prioritize small agricultural businesses and advocate for amenities that enhance their community's unique character. A responsive economic development plan can protect these values while introducing thoughtful infrastructure and service improvements.

The Shelby County Sub-Area Economic Development Plan will address three key supporting areas for economic development growth—transportation, utilities, and housing. Coordinated planning in these sectors is essential for sustaining and supporting growth in Moral Township, Morristown, and Waldron:

- Transportation planning will address concerns such as increased truck traffic and road conditions.
- Utilities will address residents' demands and other infrastructure issues, including flooding.
- Housing development will be addressed to ensure that new residential options align with local needs as the focus areas grow.

As mentioned in the Future Land Use section, the Shelby County Sub-Area Economic Development Plan also reevaluated industrial land use based on projections from Woods & Poole's 2023 data. Based on these projections and local feedback, industrial land absorption has been reduced, distributing about 820 acres of industrial land use between the three focus areas. This land absorption ensures that growth aligns more with the County's vision for the future.

Also, this section integrates goals from the 2019 Comprehensive Plan into the transportation, utilities, and housing sections to ensure a cohesive relationship between both planning documents. The Shelby County Sub-Area Economic Development Plan reinforces a commitment to attracting new businesses and employers, diversifying industries, and encouraging responsible development, particularly in Moral Township and along the I-74 interstate. By setting clear strategies and land use regulations, the County can guide development to protect agricultural land, prevent overdevelopment, and align with the unique character and vision of Moral Township, Morristown, and Waldron.

## **ECONOMIC DEVELOPMENT ACTION ITEMS**

### **TIES TO THE 2019 COMPREHENSIVE PLAN**

Chapter 7, Economic Development of the 2019 Comprehensive Plan, overviews the importance of enhancing economic development in Shelby County. The following goals and strategies from the 2019 Plan tie directly to this section of the document:

Related 2019 Comprehensive Plan Goal (s):

1. Attract new residents, businesses, and employers to key parts of the County.
2. Encourage diversity in business and industry throughout the County.

Related 2019 Comprehensive Plan Strategies:

1. Identify and target specific areas for residential development along the I-74 interstate in Moral Township.
2. Identify and promote compact residential development in Moral Township along the I-74 interstate.
3. Identify Industrial development locations.

## ECONOMIC DEVELOPMENT STRATEGIES

### SHELBY COUNTY

1. Focus on new growth within strategic locations identified in the Future Land Use map that align with the County's future economic development.
2. Support changes to the County's Unified Development Ordinance to encourage industrial and commercial development in key areas, as identified in the Future Land Use map.
3. Promote appropriate density/intensity of development to ensure future development is sustainable.
4. Adopt the Shelby County Sub-Area Economic Development Plan as an official update to the County's Comprehensive Plan to amend the County's official Future Land Use Map based on the Focus Area sections of this document. These official changes will ensure that future business owners and developers have a shared understanding and know where in Moral Township, Morristown, and Waldron to rezone or construct properties to promote the creation of these desired uses.

### MORAL TOWNSHIP

1. Refer to the Future Land Use Map to prevent large industrial projects in sensitive areas, especially near residential or agriculturally-focused areas.
2. Develop parks, trails, and recreational facilities to attract new residents and improve residents' quality of life.
3. Use Moral Township's agricultural strengths to encourage agritourism initiatives such as farmers' markets and educational workshops.
4. Develop design guidelines for warehousing developments to ensure they help maintain the area's aesthetics.
5. Develop design guidelines for warehousing buffering at the County primary gateways and industrial development along I-74 interstate.

### MORRISTOWN

1. Create design guidelines that emphasize walkability and small-town aesthetics.
2. Provide tax incentives or grants for local businesses that encourage local commerce and create gathering spaces for residents.
3. Strategically place industrial development in areas that Morristown utilities can serve.
4. Locate industrial development away from anticipated areas of residential development.
5. Industrial developments should front roadways that are adequately sized for trucks and associated uses.

### WALDRON

1. Locate industrial uses in areas that complement land use planning in nearby Decatur and Rush Counties, centered along CR 800 East (CR 1000 West in Rush County, CR 800 West in Decatur County) north of I-74 exit 123.
2. Provide tax incentives or grants for local businesses that encourage local commerce and create gathering spaces for residents.
3. Target wastewater treatment for collection in the Town of St. Paul, south of the I-74 interchange.

## INFRASTRUCTURE

### UTILITY CONNECTIVITY

In the long term, the utility's water supply and wastewater capacity must align with a community's goals and resources while remaining cost-effective and reasonable. A crucial aspect of this alignment is the availability of municipal utilities, which significantly promote economic development. Future development cannot get off the ground without widely available, reliable, and affordable water, electric, gas, and wastewater services. No county or community can attract new development without adequate and reliable utilities.

Utility connectivity is integral to Shelby County's economic development efforts. The main goals of utilities in Shelby County are to prepare for future growth and support economic development. Achieving these goals requires significant investments in infrastructure.

From the Existing Condition Report findings, we know that a combination of public and private entities provides utilities in Shelby County. Below is a list of the service providers for utilities within the County:

#### Electric Service:

- ☐ Rush-Shelby Energy
- ☐ Duke Energy
- ☐ Johnson County REMC

#### Sanitary Sewer:

- ☐ Town of Morristown
- ☐ Waldron Conservatory District
- ☐ City of Shelbyville
- ☐ Citizens Energy Group

#### Water:

- ☐ Indiana American Water
- ☐ Town of Morristown
- ☐ City of Shelbyville
- ☐ St. Paul Water

Addressing utility and infrastructure issues in Shelby County is essential for several reasons. The community identified challenges during the planning process for this document. By addressing the existing utility infrastructure issues through strategic planning, Shelby County can enhance its utility infrastructure, supporting sustainable growth and economic development.

## EXISTING CONDITIONS AND PUBLIC INPUT HIGHLIGHTS

Our existing conditions analysis revealed the following assets and challenges related to utility infrastructure issues in Shelby County:

### Opportunities:

- Invest in sewer and water infrastructure to unlock new areas for development, promoting balanced growth to the focus areas and across the County.
- Collaborate with local schools and institutions to leverage existing water infrastructure to expand services efficiently.
- Upgrade existing infrastructure to support high-level use to make Shelby County a competitive location for large-scale industrial and commercial investments.
- Enhance wastewater management systems to improve environmental sustainability and compliance with regulations.

### Challenges:

- **Lack of Sewer and Water Services:** The lack of sewer and water infrastructure is a significant barrier to development in the focus areas and County, limiting potential residential, commercial, and industrial projects. The disparity in utility availability can lead to uneven development and missed opportunities for growth in underserved areas.
- **Utility Service Expansion:** Meeting future development demands will require expanded utilities and improvements in road signage, road width, and drainage systems.
- **Capacity for High-Level Use:** Current infrastructure limitations in the focus areas prevent supporting high-capacity industrial or commercial operations, discouraging potential investors.
- **Sewer and Water Availability:** There is limited water utility capacity near St. Paul, and inadequate wastewater management is a critical issue that stops growth in Waldron.
- **Drainage and Flooding:** Inadequate drainage systems and flooding control are significant barriers to development and can cause property damage.

## UTILITIES ACTION ITEMS

### TIES TO THE 2019 COMPREHENSIVE PLAN

Chapter 5, Transportation and Utilities of the 2019 Comprehensive Plan, overviews the importance of utilities in Shelby County. The following goals and strategies from the 2019 Plan tie directly to this section of the document:

#### **Related 2019 Comprehensive Plan Goal (s):**

1. Coordinate with adjacent jurisdictions to identify opportunities for future transportation and expansion of utilities.
2. Provide utility infrastructure support and coordination resources to support targeted growth.

#### **Related 2019 Comprehensive Plan Strategies:**

1. Identify and plan for where future utility expansion should be located.
2. Make needed investments (e.g., upgrades, utility infrastructure, high-speed internet, etc.) in areas where growth is promoted. Focus on areas that support school sustainability.
3. Encourage Infrastructure investment and development along the I-74 corridor as identified on the Future Land Use Map.
4. Encourage the expansion of broadband internet access across the entire County.
5. Invest in critical infrastructure needs with targeted growth areas.

## UTILITIES STRATEGIES

The following strategies were developed based on findings during the Shelby County Sub-Area Economic Development Plan process. They should be leveraged in hand with the 2019 Comprehensive Plan strategies to improve the availability and reliability of utility services within the focus areas:

## SHELBY COUNTY

1. Develop a comprehensive, long-term strategy to expand and upgrade utility services (water, sewer, and wastewater) in Shelby County, including the areas of Moral Township, Waldron, and Morristown, to support future residential, commercial, and industrial development.
2. Improve the capacity of existing water and sewer systems to accommodate high-demand uses, such as industrial or commercial sites, and ensure resilience to population growth.
3. Address existing drainage issues in areas prone to flooding to optimize drainage and flood control, prevent property damage, and support safe development.
4. Create a utility master plan to guide infrastructure investments in line with population and economic growth forecasts, ensuring cost-effective and sustainable development.
5. Support current and future developments by maintaining existing utility infrastructure and developing additional utility infrastructure where appropriate.
6. Introduce impact fees on new large developments to ensure developers contribute to the cost of expanding utility infrastructure in Moral Township. Offer incentives (e.g., tax credits, fee reductions) to businesses and developers that invest in utilities, especially in underserved areas.

## MORAL TOWNSHIP

1. Conduct a detailed study to assess the area's current capacity and future demand for water, sewer, and wastewater services. That study should identify gaps in service coverage, capacity limitations, and infrastructure needs for existing residents and businesses.
2. Support the Northwest Shelby County Regional Sewer District (NW Shelby RSD) on its partnerships with Indiana Americal Water (IAW) to construct and install a sewer plan and treatment district within the area.
3. Support Indiana Americal Water's (IAW) plans on extending and expanding their Southeastern Utilities CTA (Certificate of Territorial Authorities), encompassing areas along the I-74 interstate in Moral Township.
4. Develop a new Waste Water Treatment Plan to service future industrial, commercial, and residential developments south of I-74 interstate.

## MORRISTOWN

1. Coordinate with utility service providers (e.g., Indiana American Water, Rush-Shelby Energy, Citizens Energy Group, and local municipalities) to seek funding partnerships for utility service improvements.
2. Coordinate with the Town of Morristown to service wastewater for new developments.

## WALDRON

1. Coordinate with utility service providers (e.g., Indiana American Water, Rush-Shelby Energy, Citizens Energy Group, and local municipalities) to seek funding partnerships for utility service improvements.
2. Support current and future developments by maintaining existing utility infrastructure and developing additional utility infrastructure where appropriate.
3. Coordinate with the Town of St. Paul to service wastewater for new developments.

## TRANSPORTATION

Transportation and connectivity include all forms of transportation that move a person from one space to another. Recognizing the pivotal role transportation plays in daily life, as well as its implications for future growth, environmental sustainability, and community resilience, Shelby County is committed to advancing a comprehensive transportation plan that caters to the needs of all residents.

Understanding vehicular connectivity and accessibility throughout an area begins with reviewing the Federal Highway Administration Functional Classification for roadways throughout Shelby County, which categorizes roadways based on the level of service they provide. This classification system offers valuable insights into the County's transportation network, from interstates and freeways to major and minor arterials, collectors, and local roads. Collaborating closely with the Indiana Department of Transportation (INDOT), Shelby County ensures that its roadways are appropriately designated to meet the diverse needs of its residents.

While the County's road network predominantly consists of county roads, it is essential to consider alternative modes of transportation to promote inclusivity and sustainability. Sidewalks, trails, bike infrastructure, and public transit services all play crucial roles in fostering a multi-modal transportation system that caters to the diverse needs of residents across the County.

### EXISTING CONDITIONS AND PUBLIC INPUT HIGHLIGHTS

Moral Township and Morristown residents expressed concerns about heavy truck traffic, particularly semi-trucks using residential roads, cutting through residential roads, and cutting through rural areas. Residents expressed concerns about semi-trucks traveling on local roads between I-74 Interstate and I-65 Interstate. The community's concerns emphasized the need for better road infrastructure to handle existing and future increased traffic.

### OPPORTUNITIES

- Johnson County's continued work extending the Worthsville Road corridor east to the Shelby County line could provide a future alternative connection to I-65 via its Worthsville Road interchange.
- The County road system in Moral Township would benefit greatly from a general upgrade of its arterial roadway system, particularly in adopting a general grid pattern with minimal curvature and adequate right-of-way and lane widths.

### CHALLENGES

- **Road Infrastructure:** While road access improves, better signage and bridge maintenance are needed to enhance safety and efficiency.
- **Network Design:** Roadway transportation in the County over-relies on the I-74 Interstate for local travel; in Moral Township, local roads and streets act primarily as frontage roads for the interstate rather than distributing access efficiently to more properties.
- **Capacity Constraints:** Existing transportation infrastructure may not support the anticipated industry growth, necessitating upgrades and expansions.
- **Rail Utilization:** The underutilization of the rail line limits transportation options and the potential for future economic development in the area.
- **Traffic Management:** The increased traffic, especially from semi-trucks, creates safety concerns and infrastructure maintenance challenges.
- **Off-route trucking:** Despite signage directing them elsewhere, much freight movement occurs on local roads, creating bottlenecks at dog-leg road changes in such unincorporated communities as Boggstown and Marietta.

## TRANSPORTATION ACTION ITEMS

### TIES TO THE 2019 COMPREHENSIVE PLAN

Chapter 5, Transportation and Utilities of the 2019 Comprehensive Plan, overviews the importance of transportation in Shelby County. The following goals and strategies from the 2019 Plan tie directly to this section of the document:

#### **Related 2019 Comprehensive Plan Goals:**

1. Coordinate with adjacent jurisdictions to identify opportunities for future transportation and expansion of utilities.
2. Support the development of a more robust alternative transportation network throughout Shelby County.

#### **Related 2019 Comprehensive Plan Strategies:**

1. Ensure County Road 400 North upgrades are completed and work to capitalize on the opportunities the interstate connector provides to Shelby County.
2. Improve roads and infrastructure in areas identified for future development. Ensure roadways can handle future traffic volumes and vehicle types based on intended and anticipated future uses.
3. Plan for roadway improvement needs throughout the county, including provisions for repairs, upgrades, and funding sources.
4. Implement PASER Rating Studies to prioritize transportation improvements where they are needed most.

## TRANSPORTATION STRATEGIES

### SHELBY COUNTY

1. Shelby County should revise its thoroughfare plan to expand the network of rural arterial roads. That will diversify local travel options and reduce overreliance on the I-74 Interstate, thus enhancing connectivity across the county.
2. Where feasible, dogleg intersections should be eliminated to streamline traffic flow and improve safety. In cases where property disruptions prevent direct realignments, the county should implement mitigating strategies to minimize impact while enhancing traffic efficiency.

### MORAL TOWNSHIP

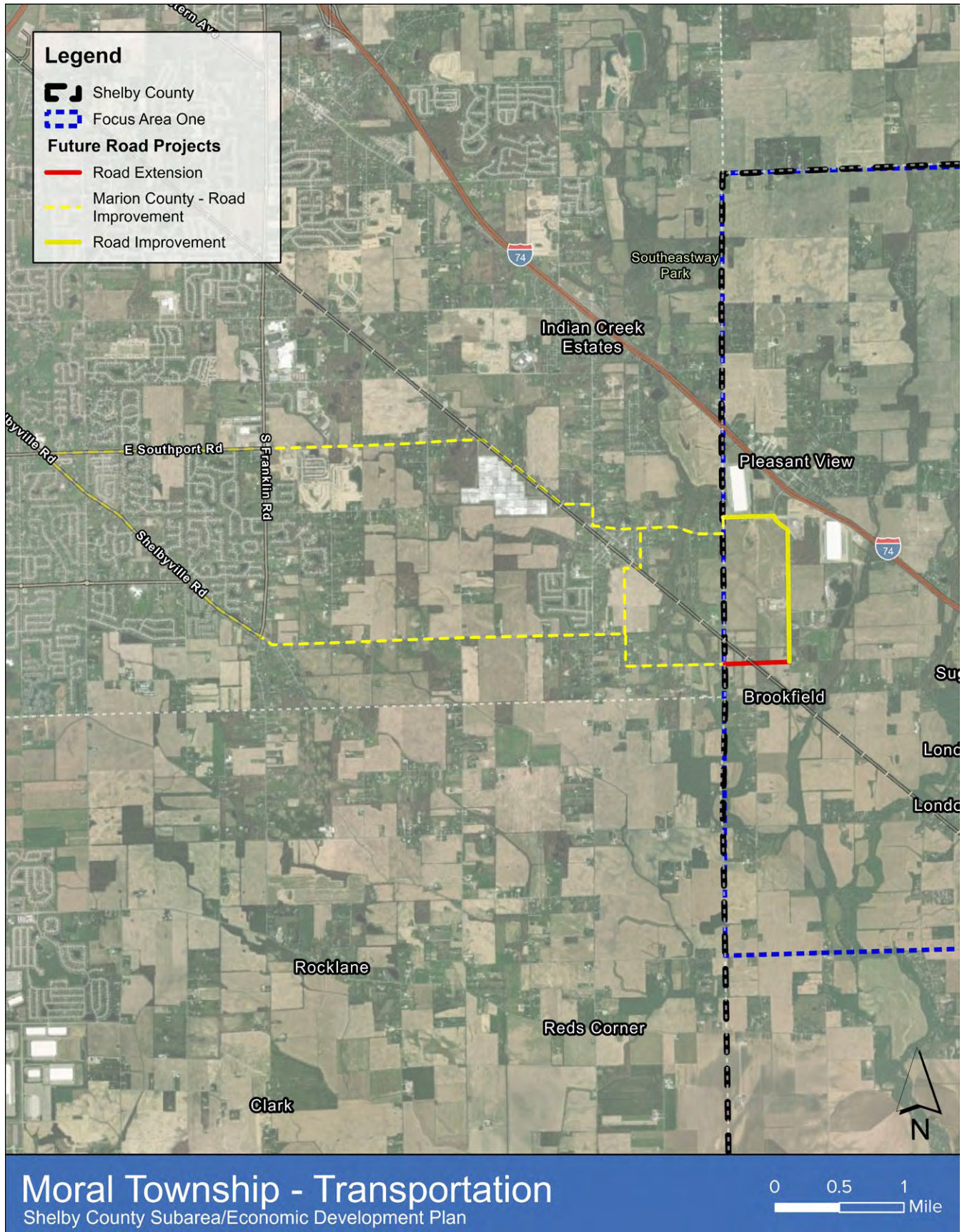
1. The county must continue its involvement with the Indianapolis Metropolitan Planning Organization to ensure Moral Township remains eligible for funding and support for surface transportation improvements.
2. Shelby County should monitor roadway projects in neighboring counties, specifically Worthsville Road in Johnson County and Mt. Comfort Road in Hancock County, to align regional traffic strategies and anticipate potential impacts on local traffic patterns.
3. The county should consider the construction of a reliever road west from the existing Pleasant View interchange along CR 940 North (McGregor Rd) to Acton Road in Marion County. This construction would provide alternative access to the I-74/Acton Road interchange, alleviating congestion.
4. Further investigation into extending Walnut Street south to CR 800 N northwest of Brookfield is advised. This extension would create a new route to Maze Road in Marion County, linking to the I-65/Southport Road interchange, thus improving regional connectivity.

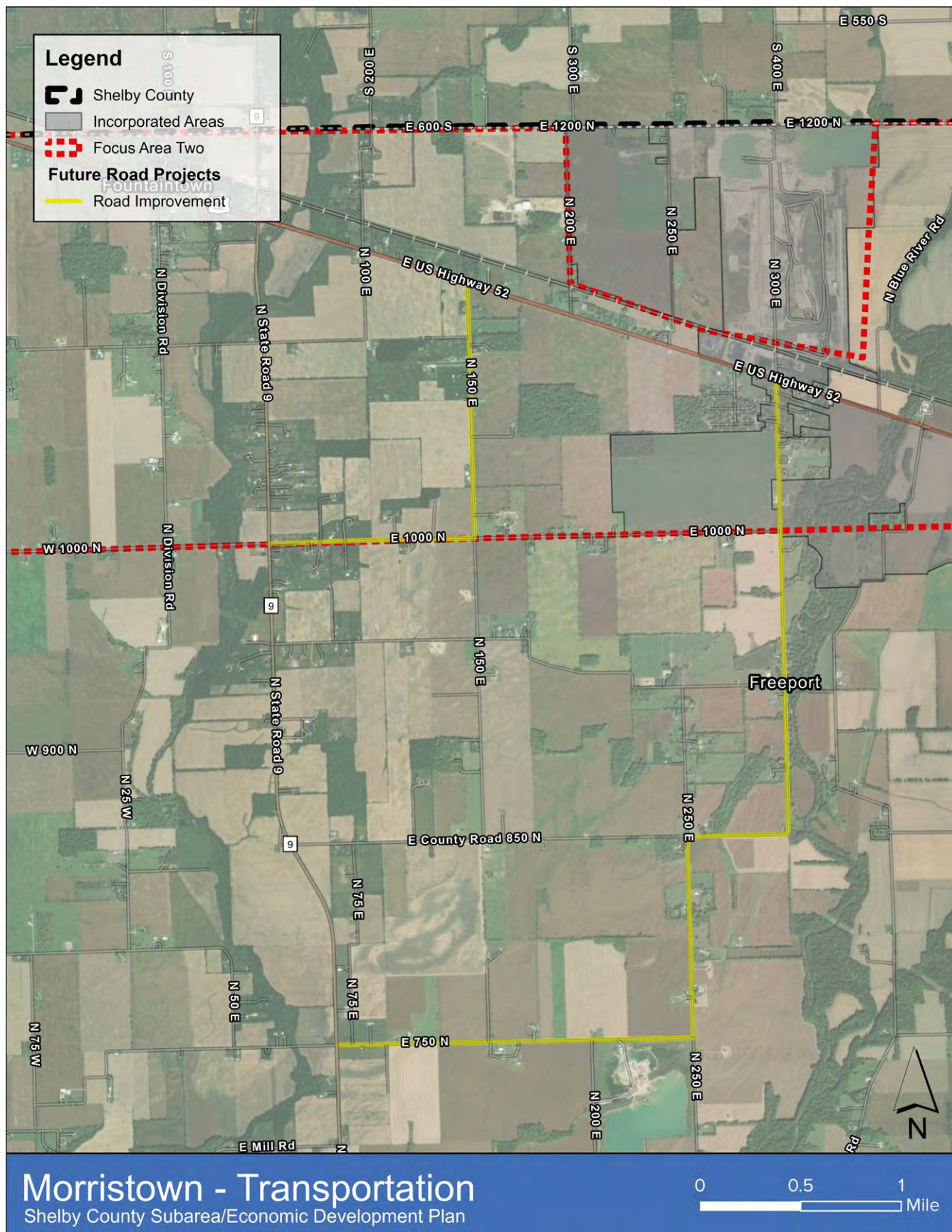
### MORRISTOWN

1. The county should upgrade CR 150 East from US 52 to CR 1000 North and CR 1000 North from CR 150 East to SR 9. These improvements will facilitate better truck access to major highways such as SR 9, I-74, I-70, and US 52, which are crucial for local businesses and logistics.
2. Shelby County should also track road improvements in Hancock County, especially those near CR 575 East/CR 600 East and Franklin Street, to assess and respond to changes affecting local traffic dynamics.

### WALDRON

1. As development opportunities emerge, Waldron should coordinate road improvement efforts with Decatur and Rush Counties. This collaboration will ensure that local infrastructure supports economic growth and meets the needs of both residents and businesses.





## POLICY

### HOUSING

As Shelby County experiences continued population growth, meeting the demand for diverse and affordable housing options while preserving the area's rural character is a priority. Balancing the need for housing with the preservation of farmland and the County's scenic, rural atmosphere presents both opportunities and challenges that require thoughtful planning and community engagement.

The Existing Conditions Report (Appendix C) revealed that Shelby County's housing stock is primarily based on single-family detached homes, which comprise most of the housing market. As of 2021, single-family detached units accounted for 78.6 percent of all housing in the County, with 15,368 units in total—an increase from 14,818 in 2010. However, there has been a decline in other housing types. Single-family attached units (e.g., duplexes and townhomes) decreased slightly from 519 in 2010 to 457 in 2021, comprising only 2.3 percent of the total housing stock. The County's homeownership rate is higher than the state average, with 69.1 percent of homes being owner-occupied.

Feedback gathered through public engagement and stakeholder meetings revealed a strong preference for maintaining the County's rural character. Many residents oppose large-scale, high-density developments, such as sprawling subdivisions or subsidized housing projects in rural areas. Instead, there is support for low-density, single-family housing that preserves agricultural land and reduces suburban sprawl. One common concern raised across all three focus areas—Moral Township, Morristown, and Waldron—is the need for improved infrastructure, particularly roads, utilities, and flood management systems, to support future housing growth. Many residents emphasized the importance of pre-development planning, focusing on addressing flooding and drainage issues, especially in areas like Moral Township and Waldron.

The Shelby County Sub-Area Economic Development Plan aims to prioritize preserving the region's rural character while supporting smart, strategic development. Future housing projects should focus on low-density residential developments in rural areas, which will help maintain the County's agricultural landscape and avoid overburdening existing infrastructure. As stated in the utilities and transportation sections, the County should improve transportation networks, utilities, and flood management systems before accommodating significant residential growth into Moral Township, Morristown, and Waldron. By addressing the infrastructure needs stated in the Infrastructure section, the County will create responsible, sustainable growth to meet the needs of residents while preserving the community's rural identity.

## EXISTING CONDITIONS AND PUBLIC INPUT HIGHLIGHTS

### Opportunities:

- There is a demand for housing in the County, with properties selling quickly, suggesting an opportunity to meet the demand for more residential units.
- More housing could help support local industries by providing housing for workers, potentially enhancing employment opportunities and economic growth.
- There is a desire for a range of housing options, from larger 1–3-acre lots to smaller developments with mixed lot sizes. This flexibility could attract different income levels and accommodate various demographic groups, from single families to retirees looking for quieter, more rural living.
- While there is some resistance to large-scale development, there is also strong support for well-planned housing growth that complements the area’s rural character.

### Challenges:

- **Community Pushback on Density:** Many residents oppose high-density or “cookie-cutter” subdivisions, preferring developments that maintain the rural atmosphere. Residents’ opposition could limit the types of feasible housing projects in certain areas, especially larger-scale developments that some might find unattractive or disruptive.
- **Opposition to Affordable Housing Projects:** There is a notable resistance to subsidized housing, which could create challenges in providing affordable housing for low-income families and essential workers.
- **Lack of Adequate Infrastructure:** A significant concern is the lack of roads, utilities, and other infrastructure necessary to support new developments.
- **Flooding and Drainage Issues:** Areas like Waldron and Moral Township are concerned about flooding, with some residents suggesting no development should occur until these issues are resolved.
- **Separation of Residential, Agricultural, and Industrial Areas:** Ensuring that new residential developments are adequately separated from industrial zones and agricultural land will be important to maintaining community quality of life and preventing conflicts between different land uses.

## HOUSING ACTION ITEMS

### TIES TO THE 2019 COMPREHENSIVE PLAN

The 2019 Comprehensive Plan emphasizes the importance of preserving Shelby County's rural lifestyle, which residents enjoy for its small-town feel, safety, and natural surroundings. The Plan also mentioned the importance of balancing growth with preserving the rural character to maintain current residents' quality of life while accommodating future development. The plan calls for new development to focus on designated areas of Shelby County, ensuring that it aligns with the agricultural and rural context.

#### **Related 2019 Comprehensive Plan Goal (s):**

1. Provide utility infrastructure support and coordination resources to support targeted growth.
2. Focus on re-investment and improvement within existing populated areas and rural town centers.
3. Protect and promote Shelby County's rural heritage and agricultural assets.
4. Welcome and promote future development in appropriate areas of the County.
5. Ensure future development decisions enhance and don't detract from our rural character and agricultural function.
6. Encourage re-investment and improvement within our existing cities and towns first.
7. Attract new residents, businesses, and employers to key parts of the County.

#### **Related 2019 Comprehensive Plan Strategies:**

1. Encourage commercial/retail, multi-family, and single-family housing development along the I-74 corridor.
2. Encourage housing in existing communities and ensure appropriate amenities are included with new development.

### **CREATE A CORRIDOR AND GATEWAY OVERLAY (CGO) DISTRICT**

The catchphrase “You never get a second chance to make a first impression” underscores the value of initial perceptions, a principle that many county governments have embraced by implementing Corridor and Gateway Overlay Districts (CGO) along key entry and exit routes. These districts, highly visible to residents, visitors, and the general public, are strategically important for creating a positive image of the County that can influence business site selection decisions and enhance county appeal.

#### **Current Status and Opportunities:**

- The County’s Unified Development Ordinance (UDO) mentions the establishment of a CGO District on pages 1-6 but lacks substantial content beyond a definition, suggesting previous consideration was given to this concept.
- Given the County’s recent and expected continued growth, it is an opportune time to develop and refine these standards and to create a CGO.

#### Implementation Strategy for CGO District:

- Identification of Applicable Areas: Focus on primary roads such as I-74, US-32, State Road 9, and State Road 44.
- Scope: The overlay would affect all properties outside municipal limits, targeting those with a Highway Commercial character.
- Exemptions: Agricultural and single-dwelling units would be exempt from the heightened standards.

#### Recommended Enhancements:

- Heightened Standards: Specific standards that could be raised include, but are not limited to, building design, materials, parking, and landscaping.
- Landscaping and Buffering Enhancements:
  - Increase landscaping requirements in parking lots from one island per 40 parking spaces to one island per 30 parking spaces (Sec. 5.48, LA-06).
  - Increase buffer yard standards by intensifying the required buffer yard category (e.g., from Category A to B) for properties near roads designated as CGO.

This strategy advocates for a detailed discussion with county leaders to finalize the enhanced standards that will define the new CGO District, ensuring that these changes effectively improve the County's visual appeal and functional utility.



# CONCLUSION

The Shelby County Sub-Area Economic Development Plan is a strategic approach to guiding the County's growth and development over the coming years. The Plan offers an actionable roadmap for the County's three key focus areas: Moral Township, Morristown, and Waldron. With an emphasis on balancing economic growth, land use, and infrastructure, the Plan ensures sustainable development that highlights Shelby County's rural character while accommodating future growth and enhancing the quality of life for its residents.

The strategies outlined in this document provide a foundation for Shelby County to pursue its vision of fostering a vibrant, prosperous community. The new development efforts with the Future Land Use Map ensure that growth is targeted in areas with the appropriate infrastructure and utilities and complements Shelby County's agricultural roots and small-town character. Integrating robust utility and transportation strategies and targeted housing and economic development will help address current gaps and anticipate future needs, fostering a dynamic environment for new residents, businesses, and industries.

Through collaboration, investment, and strategic planning, Shelby County has the opportunity to transform its economic development, creating a balanced and sustainable future that benefits all residents. Shelby County can achieve its vision of a community where residents and businesses thrive harmoniously with its natural and rural environment. This Plan is a critical step in achieving that vision and ensuring that Shelby County remains a place of opportunity, resilience, and growth for future generations.



# APPENDIX A: AMENDMENT LANGUAGE

This part of the document is intended to be a stand-alone justification for County action to amend the Comprehensive Plan. Resolution language is not included; rather, this constitutes the “findings of fact” for the Comprehensive Plan.

## INTRODUCTION

This amendment is proposed to the 2019 Shelby County Comprehensive Plan to integrate the recommendations and strategies identified in the Shelby County Sub-Area Economic Development Plan. This amendment specifically aims to refocus and enhance economic development efforts in three strategically important sub-areas: Moral Township, Morristown, and the vicinity of Waldron near the Decatur County line.

## RATIONALE

The original 2019 Comprehensive Plan laid a robust groundwork for guiding Shelby County’s development. However, evolving economic conditions and fresh insights from the Sub-Area Economic Development Plan have necessitated targeted revisions. These revisions will better align the county’s development strategies with current and future economic opportunities, particularly in the designated focus areas underutilized or overestimated in the original plan.

## GOALS OF THE AMENDMENT

- 1. Economic Development Enhancement:** To update and specify economic development strategies that leverage local assets and regional positioning to attract sustainable investments and promote balanced growth.
- 2. Infrastructure Optimization:** To ensure that infrastructure development supports anticipated growth and maximizes transportation, utilities, and housing efficiency.
- 3. Community and Environmental Harmony:** To refine land use policies to maintain Shelby County’s rural character while accommodating new growth and preserving environmental resources.

## AMENDMENT DETAILS

### 1. Land Use Modifications:

- ☐ Redefine land use classifications to emphasize a balance between development and conservation, particularly in designated growth zones within Moral Township, Morristown, and near Waldron. New classifications include:
  1. Agribusiness
  2. Future Industrial reserves
  3. Neighborhood Commercial
  4. Heavy Commercial
  5. Single-Unit Detached
  6. Multi-Unit Detached
- ☐ Specify areas for industrial development to avoid over-allocation and ensure compatibility with surrounding land uses.

### 2. Transportation Improvements:

- ☐ Update the thoroughfare plan to enhance rural arterial networks and reduce dependency on major interstates for local travel.
- ☐ Provide specific transportation connections to surrounding communities that vary with each focus area.

### 3. Economic Development Focus:

- ☐ Identify and promote sectors with the highest potential for sustainable growth, including agribusiness, manufacturing, and technology-oriented industries.
- ☐ Strengthen regional economic ties and collaboration efforts to enhance competitiveness and resource sharing.

### 4. Infrastructure and Utilities Strategy:

- ☐ Plan for scalable utility services that adapt to increased demands as development progresses.
- ☐ Enhance broadband access and water management systems to support both residential and commercial needs.

### 5. Housing and Community Development:

- ☐ Encourage the development of housing that respects local character and meets diverse needs, focusing on low-density and medium-density residential options.
- ☐ Implement strategic developments that reinforce community cohesion and provide necessary amenities to enhance quality of life.

### 6. Environmental Stewardship:

- ☐ Integrate green infrastructure and sustainable practices into new developments to mitigate environmental impacts.
- ☐ Promote the preservation of open spaces, agricultural lands, and natural resources through careful land use planning.

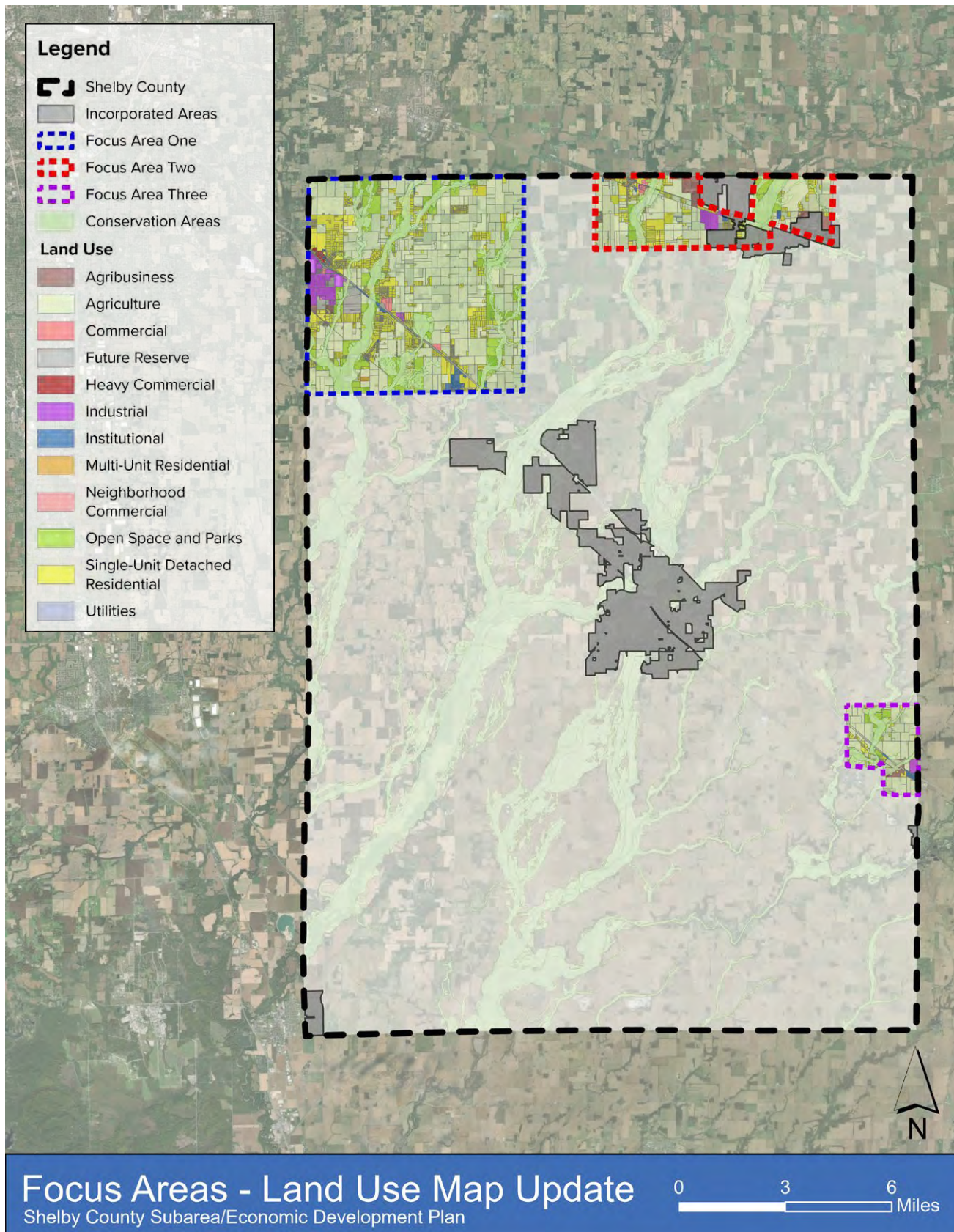
## IMPLEMENTATION STRATEGY

The amendment will be implemented through a series of actionable steps, each designed to address specific aspects of the economic, infrastructural, and community-focused goals outlined above. These include revising zoning ordinances, updating utility and transportation plans, and actively engaging with stakeholders to ensure that developments align with community expectations and economic objectives.

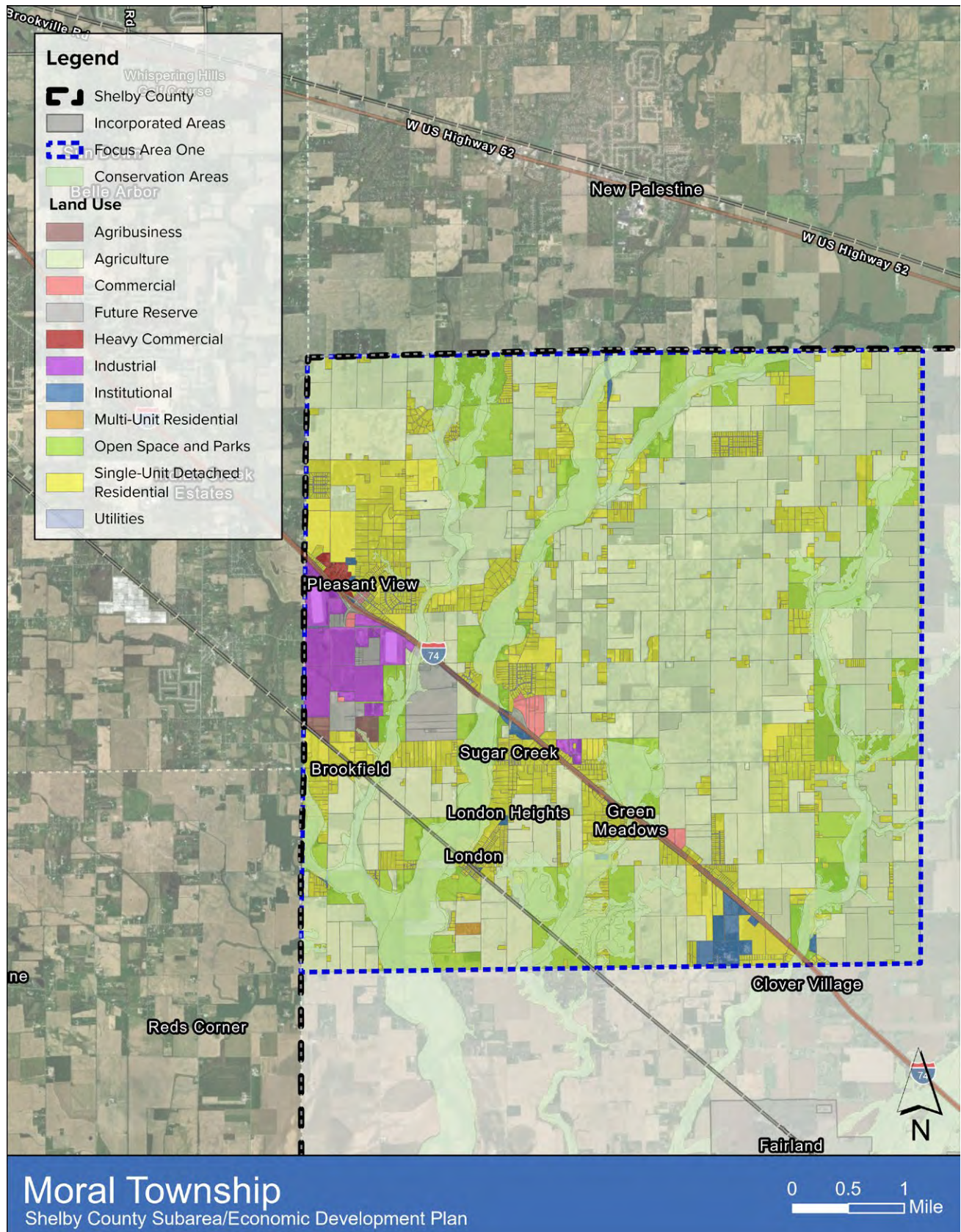
## LAND USE MAP

The revised land use map is shown next. Note that only the areas in the three focus areas are proposed for revision; any differences between the map and the 2019 Comprehensive Plan land use map *outside of the three focus areas* are unintended, and the 2019 land use map should hold in these circumstances unless otherwise amended.

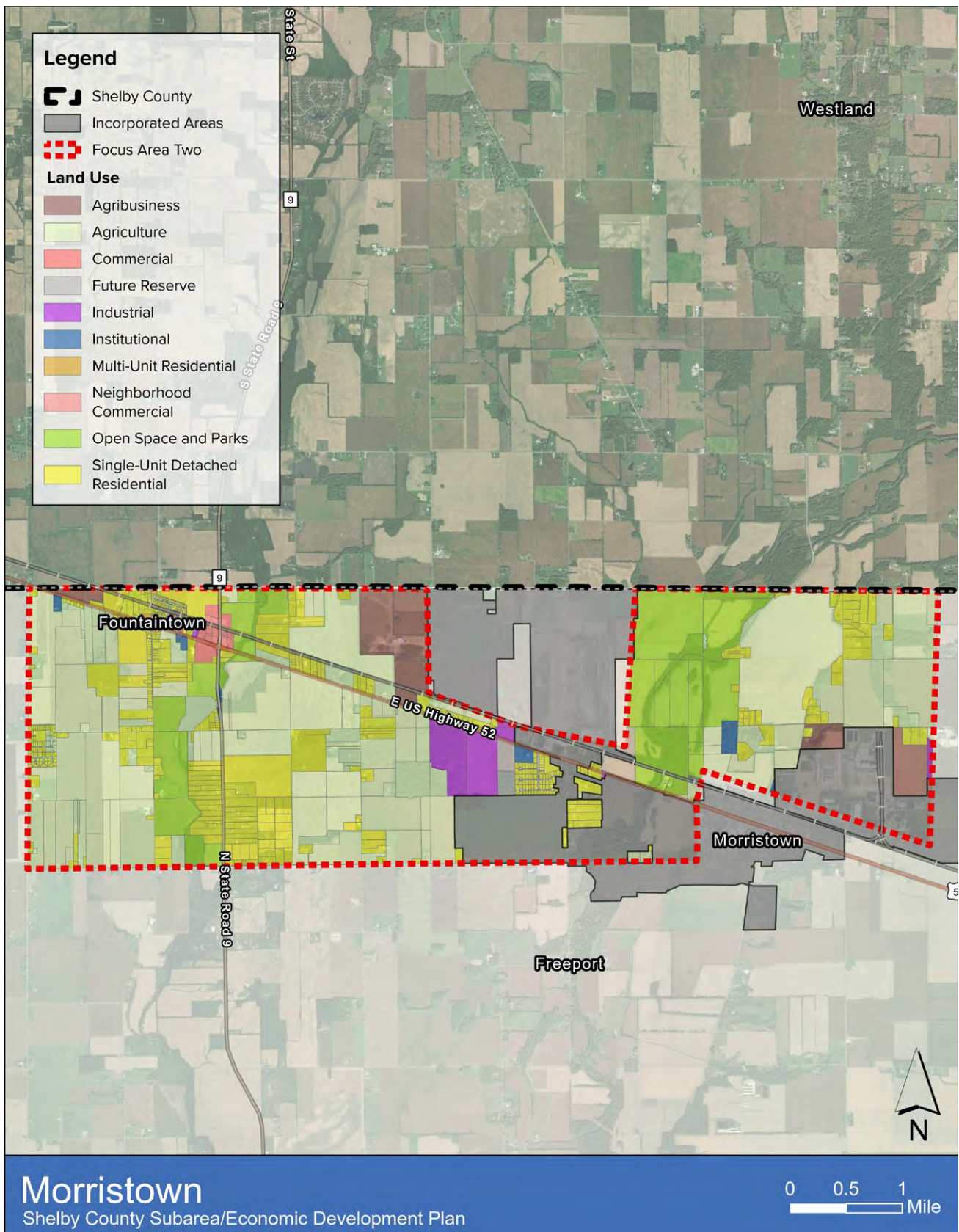
## APPENDIX 1: ALL AREAS – FUTURE LAND USE.



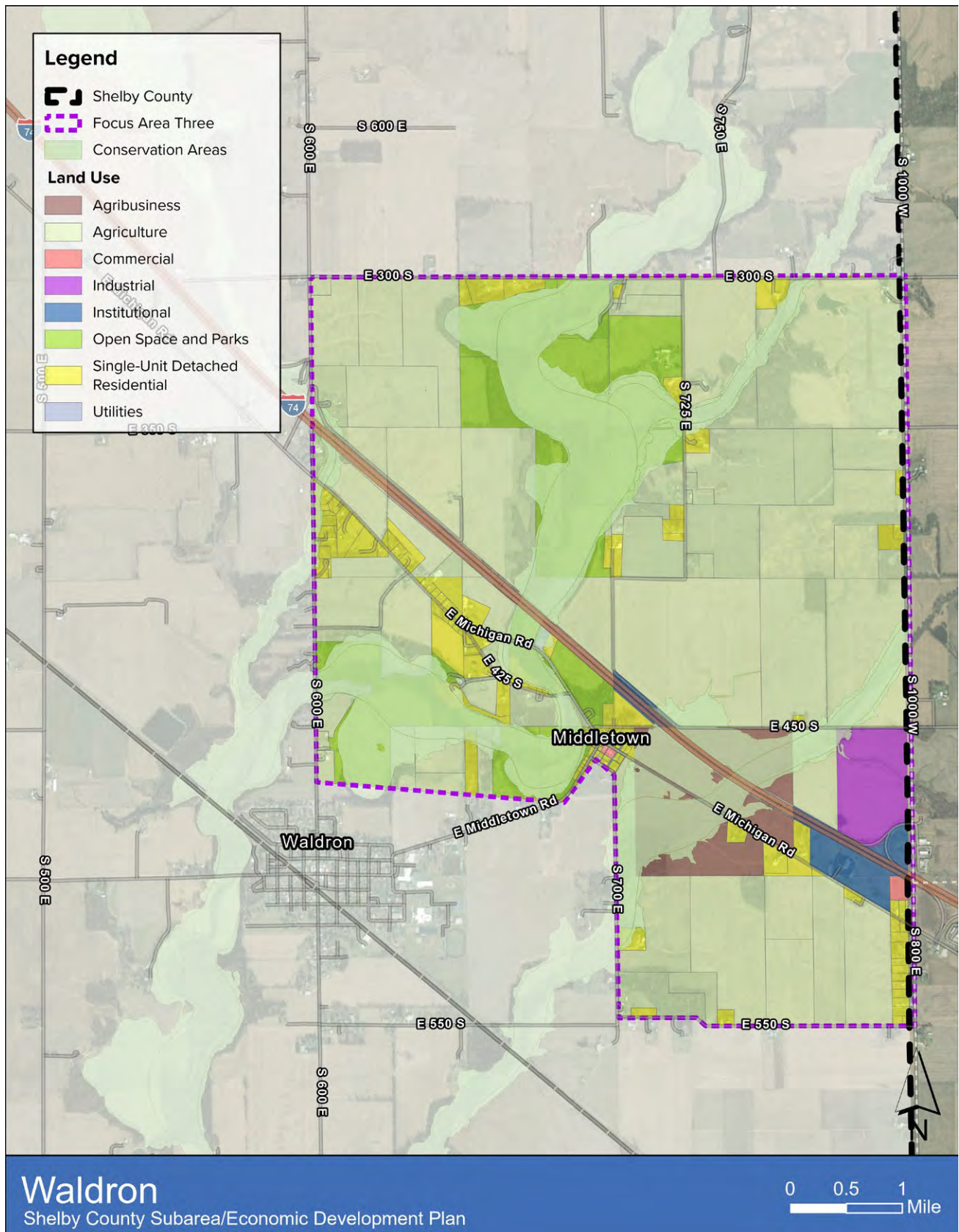
## APPENDIX 2: MORAL TOWNSHIP – FUTURE LAND USE.



### APPENDIX 3: MORRISTOWN – FUTURE LAND USE.



## APPENDIX 4: WALDRON – FUTURE LAND USE.



# APPENDIX B: SURVEY RESULTS

## MORAL TOWNSHIP / 97 RESPONDENTS

The survey results strongly connect to Moral Township's rural identity, with residents advocating for sustainable development that preserves the area's unique rural aspect and quality of life.

### Strengths:

- ☐ Most residents (84 percent) appreciate Moral Township's rural attributes, including its agriculture and natural environment, small-town atmosphere, and low population density.
- ☐ Additional strengths noted by residents include the proximity to Indianapolis while maintaining a suburban, rural feel and the presence of natural features like Sugar Creek.

### APPENDIX 5: WHAT DO YOU THINK MORAL TOWNSHIP'S STRENGTHS ARE? PLEASE CHOOSE ALL THAT APPLY.

### Challenges:

- ☐ The most significant challenges identified by residents are related to development pressures, with new manufacturing and warehousing developments (69 percent) and semi-truck traffic (67 percent) being the top concerns.
- ☐ Other challenges highlighted include drainage and flooding concerns (59 percent) and limited broadband access (30 percent)
- ☐ Residents expressed dissatisfaction with existing growth plans, loss of agricultural land, road conditions, lack of vision for the community, and concerns about infrastructure and public services.

### APPENDIX 6: WHAT ARE MORAL TOWNSHIP'S CHALLENGES? PLEASE CHOOSE ALL THAT APPLY.

### Feelings towards Growth and Change:

- ☐ Half of the residents who responded to the survey (50 percent) feel negative about growth and change in Moral Township, while a smaller portion feels somewhat negative (26 percent), with only 8 percent expressing somewhat positive.

### APPENDIX 7: HOW DO YOU FEEL ABOUT GROWTH AND CHANGE IN MORAL TOWNSHIP? THIS COULD BE GROWTH IN SIZE/POPULATION, GROWTH IN COMMERCIAL ACTIVITY, TRAFFIC, ETC.

### Housing Preferences:

- ☐ Preferences for housing development vary, with 1-acre single-household units (36 percent) being the most favored option, followed by 3-acre (26 percent) and 5-acre (15 percent) single-household units.
- ☐ Other comments emphasized a preference for larger lots, concerns about overdevelopment, and a desire to preserve the area's rural character.

### Desired Business and Development:

- ☐ Most residents (63 percent) expressed the need for more small businesses, locally owned establishments, and agricultural businesses.
- ☐ There is also a desire for more restaurants (36 percent), grocery/supermarkets (29 percent), and amenities like parks, trails, and recreational facilities.

#### **Additional Comments:**

- ☐ Residents provided many suggestions for community assets, including improved infrastructure (broadband, roads, water/sewer), public safety services (fire department, police), parks, healthcare facilities, and recreational opportunities.
- ☐ Concerns about infrastructure, development impact, traffic, and preserving the rural lifestyle were recurring themes in the comments.
- ☐ Many residents expressed a desire to maintain the current agricultural character of Moral Township and resist new developments that could negatively impact the area's natural environment and quality of life.

#### **MORRISTOWN / 50 RESPONDENTS**

Morristown residents expressed diverse opinions and concerns regarding the future of the Morristown community. While there is a shared appreciation for its small-town feel and natural environment, there are significant challenges to address, particularly related to infrastructure, development, and public services.

#### **Strengths:**

- ☐ The majority of residents (88 percent) appreciate Morristown's small-town atmosphere.
- ☐ Other strengths identified include the area's agriculture and natural environment (66 percent), its proximity to schools (42 percent), and its low population density (41 percent).

#### **APPENDIX 8: WHAT DO YOU THINK MORRISTOWN'S STRENGTHS ARE? PLEASE CHOOSE ALL THAT APPLY.**

#### **Challenges:**

- ☐ The most significant challenges noted by residents include semi-truck traffic (48 percent), limited housing options and broadband access (both 30 percent), and new manufacturing and warehousing developments (23 percent).
- ☐ Additional challenges mentioned by residents include lack of high-speed internet, insufficient public services (police, fire), industrial development impacting residential areas, and the need for better communication for planning.

#### **APPENDIX 9: WHAT ARE MORRISTOWN'S CHALLENGES? PLEASE CHOOSE ALL THAT APPLY.**

#### **Feelings towards Growth and Change:**

- ☐ About (37 percent) of residents feel neutral about growth and change in Morristown.
- ☐ Approximately (27 percent) of residents feel somewhat positive, and (23 percent) feel somewhat negative about potential growth and change.

#### **APPENDIX 10: HOW DO YOU FEEL ABOUT GROWTH AND CHANGE IN MORRISTOWN? THIS COULD BE GROWTH IN SIZE/POPULATION, GROWTH IN COMMERCIAL ACTIVITY, TRAFFIC, OR ANY OTHER WAY YOU WANT TO DEFINE GROWTH.**

#### **Housing Preferences:**

- ☐ Regarding housing development, preferences vary, with 1-acre single-household units (30 percent) being the most favored option.
- ☐ Some residents advocated for apartments closer to town, while others preferred low-density, higher-priced homes to increase property tax revenue without impacting agricultural land.

#### **Desired Business and Development:**

- ☐ Most residents (65 percent) expressed needing more grocery/supermarkets in Morristown.
- ☐ Additionally, there is a desire for more small businesses/locally owned establishments (64 percent) and an emphasis on supporting agriculture (50 percent).

## WALDRON SURVEY RESPONSES SUMMARY / 40 RESPONDENTS

The survey results for this area reflected a desire from the community to maintain Waldron's small-town feel while addressing critical issues such as broadband access, housing availability, flooding issues, and economic development.

### Strengths:

- ☐ Most (92 percent) of residents appreciate Waldron's small-town atmosphere.
- ☐ Other residents highlighted strengths include the area's agriculture and natural environment (65 percent) and low population density (51 percent).
- ☐ Approximately one-third of residents (34 percent) value the proximity of schools within or outside Waldron.

## APPENDIX 11: WHAT DO YOU THINK WALDRON'S STRENGTHS ARE? PLEASE CHOOSE ALL THAT APPLY.

### Challenges:

- ☐ The main challenge is limited broadband access, which 41 percent of residents mentioned.
- ☐ Limited housing options are another concern identified by 32 percent of residents.
- ☐ Other challenges mentioned include lack of property maintenance (25 percent), drainage and floodplain issues (24 percent), and the absence of law enforcement, leading to traffic violations (i.e., speeding, lack of stop signs) and safety concerns.

## APPENDIX 12: WHAT ARE WALDRON'S CHALLENGES? PLEASE CHOOSE ALL THAT APPLY.

### Feelings towards Growth and Change:

- ☐ Approximately half of residents (53 percent) feel neutral about growth and change in Waldron.
- ☐ A smaller percentage feels somewhat positive (18 percent), and (13 percent) somewhat negative about potential growth and change.

## APPENDIX 13: HOW DO YOU FEEL ABOUT GROWTH AND CHANGE IN WALDRON? THIS COULD BE GROWTH IN SIZE/POPULATION, GROWTH IN COMMERCIAL ACTIVITY, TRAFFIC, OR ANY OTHER WAY YOU WANT TO DEFINE GROWTH.

### Housing Preferences:

- ☐ Regarding housing development, preferences vary, with 1-acre single-household units (25 percent) being the most favored option.
- ☐ Some residents advocated for larger lots (2 acres or more), while others emphasized the importance of addressing flooding before further development.

### Desired Business and Development:

- ☐ Most residents (73 percent) expressed the need for more small businesses and locally owned establishments in Waldron.
- ☐ Additional desires include more agricultural options (37 percent) and increased availability of restaurants and grocery stores (30 percent).

### Additional Comments:

- ☐ Suggestions for improvement by residents included addressing broadband access, enhancing infrastructure (sidewalks, street lighting), and enforcing ordinances.
- ☐ Others emphasized the importance of preserving Waldron's small-town feel and promoting its livability to attract new residents.

## **SHELBYVILLE/SHELBY COUNTY SURVEY RESPONSES SUMMARY / 110 RESPONDENTS**

Overall, residents strongly desire to maintain the County's small-town feel and rural identity while addressing challenges and promoting sustainable growth.

### **Strengths:**

- ☐ Most residents (65 percent) appreciate Shelby County's small-town feel.
- ☐ The County's agriculture and natural environment are valued by 61 percent of residents.
- ☐ Other strengths highlighted include low density and proximity to schools.

### **Challenges:**

- ☐ The most significant challenges identified by residents include semi-truck traffic (45 percent) and drainage/floodplain issues (37 percent).
- ☐ Additional challenges noted are limited broadband access, lack of public transportation, lack of affordable housing, and traffic congestion.
- ☐ Concerns about the industrialization of agricultural areas, urban sprawl from Indianapolis, and excessive regulation were also raised.

### **Feelings towards Growth and Change:**

- ☐ Approximately 29 percent of residents feel somewhat negative about growth and change in Shelby County, with 12 percent feeling very negative. However, 27 percent feel somewhat positive, and 29 percent are neutral.

### **Housing Preferences:**

- ☐ Preferences for housing development vary, with 1-acre single-household units (26 percent) being the most favored option, followed by half-acre (20 percent) and 3-acre (16 percent) units.
- ☐ There is a range of opinions on housing density, with some advocating for larger lots to maintain a rural feel and others supporting a mix of housing types to accommodate different needs.

### **Desired Business and Development:**

- ☐ 60 percent of residents expressed the need for more small businesses and locally owned establishments.
- ☐ Additionally, there is a demand for more retail options (48 percent), grocery/supermarkets (41 percent), and restaurants.

### **Additional Comments:**

- ☐ Residents provided diverse comments, highlighting infrastructure, public services, government transparency, and quality of life concerns.
- ☐ Many desired to preserve farmland and rural character, avoid industrialization, and support local businesses.
- ☐ Concerns about traffic, road conditions, lack of amenities, and the impact of development on the environment were highly mentioned.

# APPENDIX C: EXISTING CONDITIONS REPORT

SHELBY COUNTY

# **SUB AREA ECONOMIC DEVELOPMENT PLAN**

EXISTING CONDITIONS REPORT

FEBRUARY 2024





All photo and figure sources are American Structurepoint, Inc. unless otherwise noted.



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## INTRODUCTION

Shelby County, Indiana, is located approximately 32 miles southeast of Downtown Indianapolis; Shelbyville is the county seat for Shelby. Shelby is bordered by the I-65 interstate to the southwest, US-52 to the north, and the I-74 interstate cuts directly through the county. The Subareas Economic Development Plan for this county is intended to expand on the goals of the 2019 Shelby County Comprehensive Plan into a more focused economic development strategy document. The Existing Conditions Report reviews the current Comprehensive Plan for the county and compares its demographics data with new data collected and stakeholder meetings' findings.

FIGURE 1: SHELBY COUNTY – REGIONAL CONTEXT.



## REPORT PROCESS

The first step was to understand the community's assets and potential areas of improvement. Stakeholder meetings were hosted to determine the critical elements to focus on and identify potential improvements in the current policy framework, utility capacity, commercial development, real estate, and community groups. Based on these meetings, more traditional data-gathering methods were utilized to help further refine the concepts.

## PREVIOUS PLANS

In preparation for writing this plan, staff reviewed the existing development and policy documents from Shelby County. The documents reviewed included the following:

- ❑ Northwest Shelby County Economic Development Area Economic Development Plan
- ❑ 2019 Shelby County Comprehensive Plan
- ❑ 2019 Shelbyville Comprehensive Plan
- ❑ I-74 Ag Strategy 2023
- ❑ Regional Economic Acceleration & Development Initiative (READI)

Each of these documents includes recommendations for future developments within the county. The Shelby County Subareas Economic Development Plan will ensure that existing goals and strategies outlined in these previous documents are a part of the recommendation of this document.

## NORTHWEST SHELBY COUNTY ECONOMIC DEVELOPMENT AREA ECONOMIC DEVELOPMENT PLAN

The Northwest Shelby County Economic Development Area Economic Development Plan outlines a comprehensive strategy for fostering economic growth and community development in the designated region. This plan emphasizes key elements such as infrastructure improvement, workforce development, and business attraction and retention. By focusing on targeted investments in transportation, utilities, and public amenities, the goal is to create an environment conducive to attracting new businesses while supporting the expansion of existing ones. Workforce development initiatives aim to enhance the skills of the local labor pool, ensuring a competitive workforce for the evolving needs of the business community. Furthermore, the plan underscores the importance of community engagement and stakeholder collaboration to maximize the positive impact on the region's economic landscape.

Map source: US Census/American Community Survey unless otherwise noted.

## 2019 SHELBY COUNTY COMPREHENSIVE PLAN

The 2019 Shelby County Comprehensive Plan serves as a critical policy guide for the county, offering guidance for future decision-making but not establishing legally enforceable land use policy and enforceable codes. Instead, all future development projects must comply with the Shelby County Unified Development Ordinance or gain approval through a public hearing process. The plan was developed with public involvement, including surveys, workshops, committee meetings, and stakeholder/focus group consultations, and its approval process involves both the plan commission and county commissioners.

### Key themes identified in this plan include:

- **Managed Growth:** The plan emphasizes the need to invest in managed growth within specific areas of the county where new development is desired. The plan suggests a deliberate approach to development, ensuring that it aligns with the county's long-term vision and objectives.
- **Infrastructure Expansion:** The plan highlights the importance of expanding utilities and high-speed internet services to designated growth areas to support future growth.
- **Agribusiness Enhancement:** The plan aims to enhance agribusiness expansion while protecting existing agricultural entities. This approach suggests a commitment to maintaining the county's agricultural heritage while promoting economic opportunities in the agricultural sector.

About the Subareas Economic Development Plan currently under development, the 2019 Shelby County Comprehensive Plan is highly significant. Here's why:

- **Policy Alignment:** The comprehensive plan provides a framework for economic development strategies. It outlines where and how growth should occur, which can guide economic development efforts to ensure they align with the broader county vision.
- **Infrastructure Planning:** The emphasis on infrastructure expansion in the comprehensive plan is crucial for economic development. It informs decisions about where to invest in infrastructure to support business growth and connectivity.
- **Agricultural Sustainability:** For any region, economic development should consider balancing growth and preserving valuable agricultural assets. The plan's focus on expanding agribusiness and protecting existing agriculture offers valuable insights for sustaining rural and urban economic development.

The 2019 Shelby County Comprehensive Plan is essential for guiding economic development efforts. It provides a policy framework, infrastructure priorities, and community-supported goals that are important for shaping the county's sustainable and prosperous economic future. Therefore, reviewing and integrating this comprehensive plan into the ongoing Subareas Economic Development Plan is essential to ensure alignment and informed decision-making.

**FIGURE 2: SHELBY COUNTY – AGRICULTURAL AREAS.**



Source: Google Earth.

FIGURE 3: WELCOME TO SHELBYVILLE SIGN.

## 2019 SHELBYVILLE COMPREHENSIVE PLAN

The Shelbyville 2019 Comprehensive Plan outlines the long-term vision and goals for Shelbyville and its surrounding areas. While it primarily focuses on the city itself, the plan can have several impacts on Shelby County as a whole, as the city is part of the county. Here's how the Shelbyville Comprehensive Plan relates to Shelby County and how it could impact the county:

- **Economic Impact:** The Shelbyville Comprehensive Plan addresses economic development goals for Shelbyville. A thriving city can positively impact the county by attracting businesses, creating jobs, and increasing property values, leading to higher tax revenues that benefit the city and the county.
- **Infrastructure and Transportation:** The plan includes provisions for improving transportation infrastructure within the city. Better transportation can enhance connectivity between Shelbyville and other parts of the county, making it easier for residents to access jobs, services, and amenities.
- **Environmental Impact:** The Shelbyville Comprehensive Plan includes sustainability and environmental initiatives; this can positively impact Shelby County by promoting responsible land development and resource management for all county residents.

In summary, while the Comprehensive Plan for Shelbyville primarily focuses on the city, its impact on Shelby County is significant. The plan can influence economic, infrastructure, environmental, and social aspects that extend beyond city limits, ultimately shaping the future of both the city and the county. Coordination and cooperation between the city and county governments are essential to ensure the plan's implementation benefits all regional residents.





## I-74 AG STRATEGY 2023<sup>1</sup>

The initiative was funded by a grant from the U.S. Department of Commerce Economic Development Administration and contributions from economic development organizations. The I-74 Ag Strategy, developed in collaboration with the Indiana Economic Development Association and Purdue Center for Regional Development, is an essential roadmap for supporting the agricultural economy along the I-74 interstate, encompassing six counties, including Shelby County. This strategy aims to foster partnerships between economic development and agriculture to create a solid and adaptive agricultural economy, catering to present needs and preparing for future changes.

The importance of this strategy for Shelby County's economic development plan lies in its focus on enhancing the region's agricultural sector. This strategy becomes particularly relevant because many agricultural land uses run through Shelby County along the I-74 interstate. It offers a framework for local businesses, farmers, entrepreneurs, and leaders to align and strengthen the agricultural economy, which could significantly impact Shelby County's economic development initiatives.

### Five Key Strategies Identified:

1. Develop a strong labor force for the ag industry.
2. Promote and expand the food supply chain to connect with customers better.
3. Increase production and value-added processing of crops and livestock.
4. Improve the region's transportation, broadband, and energy infrastructure.
5. Enhance the regulatory and policy environment for agriculture and agribusiness.

The Shelby County Subareas Economic Development Plan, aligning with the I-74 Ag Strategy Plan, can offer a structured approach to strengthen the local agricultural economy. By collaborating and understanding the resources and opportunities outlined in the strategy, Shelby County can potentially drive economic growth, attract businesses, promote innovation in agriculture along the I-74 interstate, and benefit the region's overall economic development.

<sup>1</sup> Source: [I-74 Business Corridor Publishes New Regional Agriculture Strategy](#).

## REGIONAL ECONOMIC ACCELERATION & DEVELOPMENT INITIATIVE (READI)

READI is a program launched in Indiana to accelerate economic growth and development in the state.<sup>2</sup> It builds on the successes of previous initiatives like the Indiana Regional Cities Initiative and the 21st Century Talent Initiative. The primary objective of READI is to encourage communities across the state to work together collaboratively to create a vision for their future that will attract, develop, and retain talent in Indiana.

In READI 2.0, there is an opportunity to enhance the program's effectiveness by increasing alignment between the Indiana Economic Development Corporation (IEDC) and partner regions in terms of their goals and project identification, as well as financial support. This alignment will help generate more substantial returns for Indiana and its community partners, further advancing the state's economic development and improving residents' quality of life, place, and opportunity.

### **READI 1.0 and 2.0 goals include the following:**

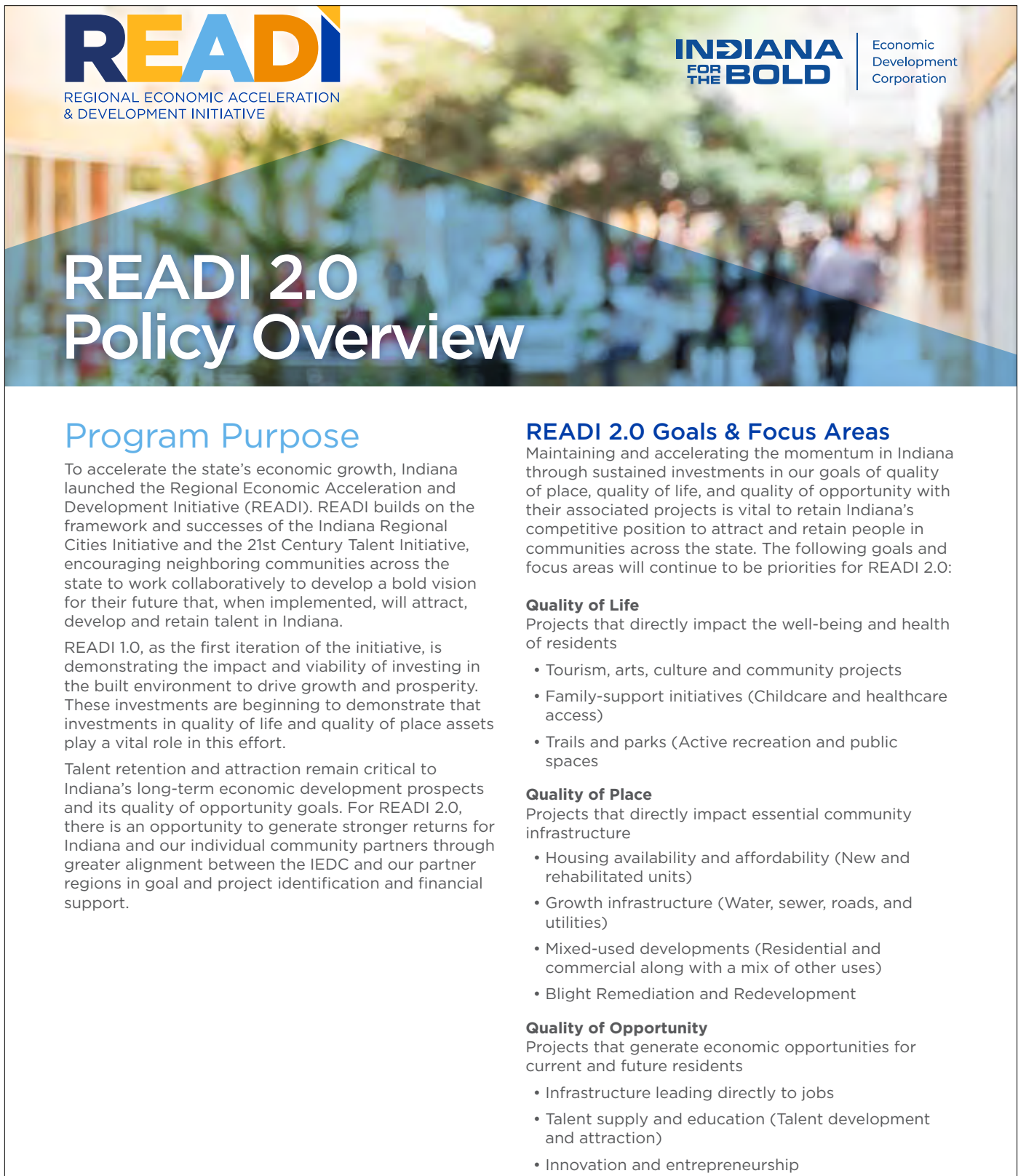
- **Quality of life:** Projects that directly impact the well-being and health of residents.
- **Quality of place:** Projects that directly impact essential community infrastructure.
- **Quality of opportunity:** Projects that generate economic opportunities for current and future residents.

The READI program focuses on accelerating economic growth and development in Indiana, which can play a significant role in future development efforts in Shelby County. By participating in the READI program, Shelby County can be part of a framework that promotes collaboration, development attraction, and infrastructure improvements, all vital for successful development. The program's focus on quality of life, place, and opportunity aligns with the essential elements for Shelby County's future economic growth.

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<sup>2</sup> Source: [READI 2.0 Policy Overview](#)

FIGURE 4: READI 2.0 POLICY OVERVIEW DOCUMENT





Source: Getty Images



# KEY DEMOGRAPHIC THEMES

## OVERVIEW

Shelby County's current conditions were analyzed to help guide the planning process and provide the necessary background information to develop project and policy recommendations. Topics considered in the analysis included community demographics, current market conditions, housing, and employment analysis. Data collected and analyzed in this section applies to the entire Shelby County, including the following incorporated areas: Shelbyville and Morristown.

Data used in this analysis was pulled primarily from the US Census Bureau via the following sources:

- American Community Survey, US Census

In addition to the decennial census, the US Census Bureau conducts dozens of other censuses and surveys, including the American Community Survey. The American Community Survey is an ongoing effort that gathers information from a community through a small sample rather than the extensive 10-year survey with which most people are familiar.

- ESRI Business Analyst

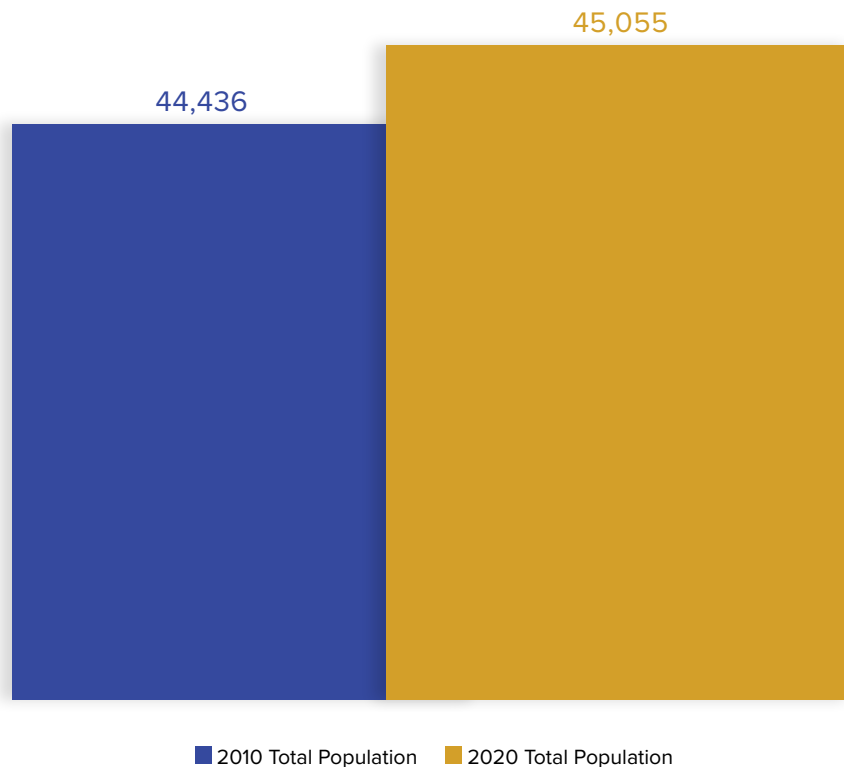
ESRI Business Analyst is a powerful tool for analyzing data within a specific geographic location. ESRI allows data to be observed at a very local level and compared with surrounding groups.

Data from the US 2010 and 2020 Census, American Community Surveys (ACS), and Bureau of Labor Statistics (BLS) were used.

## POPULATION

Population trends and projections tell us how much development the area should expect over the next few years. Population data looks at how many people live within Shelby County's boundaries. Shelby County's population has increased from 2010 to 2020. In 2010, Shelby County's population was 44,436 residents. In 2020, the county's population was 45,055, an increase of 619 residents.

**FIGURE 5: SHELBY COUNTY – TOTAL POPULATION.**



Source: US Census/American Community Survey.

## **POPULATION COMPARISONS**

Population projections are essential to any long- and short-term planning process. The population projections help determine and quantify the demands placed on public facilities and services based on the potential pace and scale of the community's physical growth or decline.

These projections will help the county identify major social and economic development trends and inform the plan. The county must continue to monitor their population to account for short- and longer-term shifts that can affect future development activity in the area.

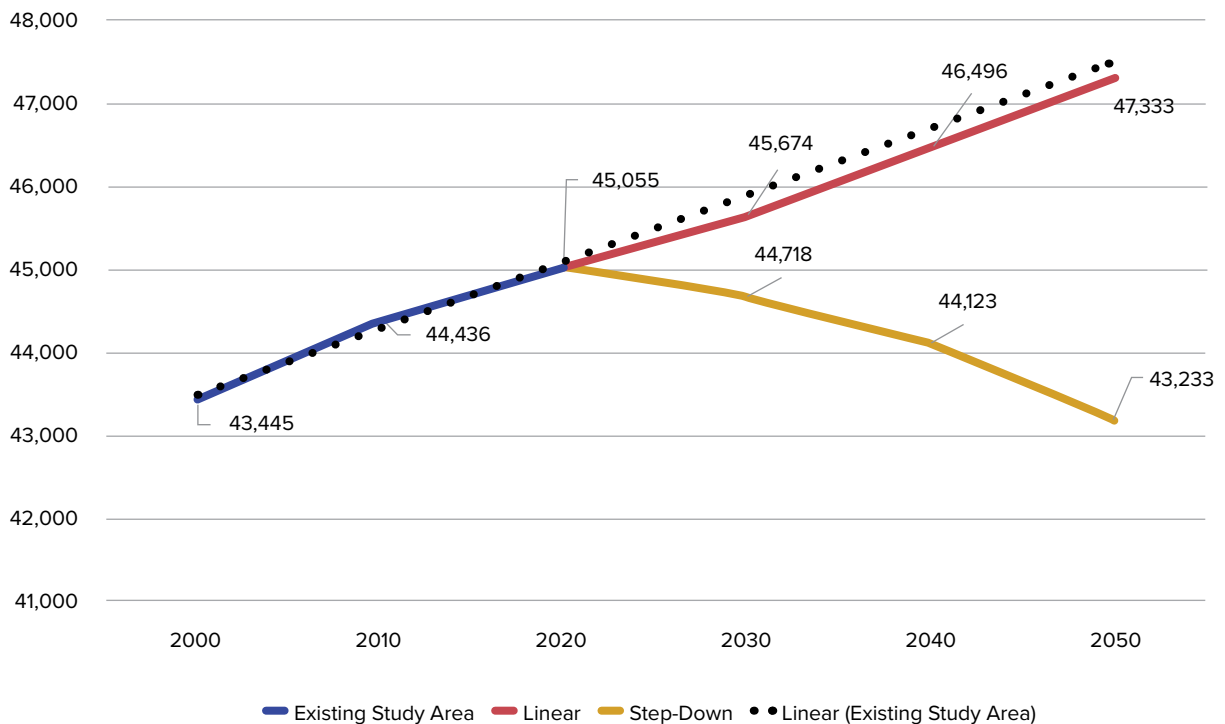
The 2019 Shelby County Comprehensive Plan mentioned the Indianapolis M.P.O. population projections for 2045. According to the population projections, Shelby County was estimated to increase from 44,436 to 61,051 by 2045. Several methods were used for the Shelby County Subareas Economic Development Plan to forecast Shelby County's population in 2050.

Figure 6 below compares scenarios for future population changes in Shelby County. The projections were calculated by utilizing population data from the US Census Bureau. The population projections were built off the historical population trends from 2000 to 2020 and identified potential population-level increases in ten-year increments to 2050.

Population growth is considered linear when a consistent quantity is added to each unit of time. On the other hand, step-down population growth occurs when a ratio is established between the county and state populations, and then that proportional relationship is calculated for the future.

As previously stated, Shelby County's population increased from 2010 to 2020. The linear regression methodology provided the most accurate population prediction, and the step-down method was the least accurate. The linear projections show that the county will continue to expect a population increase. From 2020 to 2030, the population is expected to increase by 619 residents. Between 2030 and 2050, the county is expected to gain approximately 1,659 residents at current linear increasing rates. As the population continues to increase, there will be more demand for basic public capital and non-capital services.

**FIGURE 6: POPULATION PROJECTIONS.**

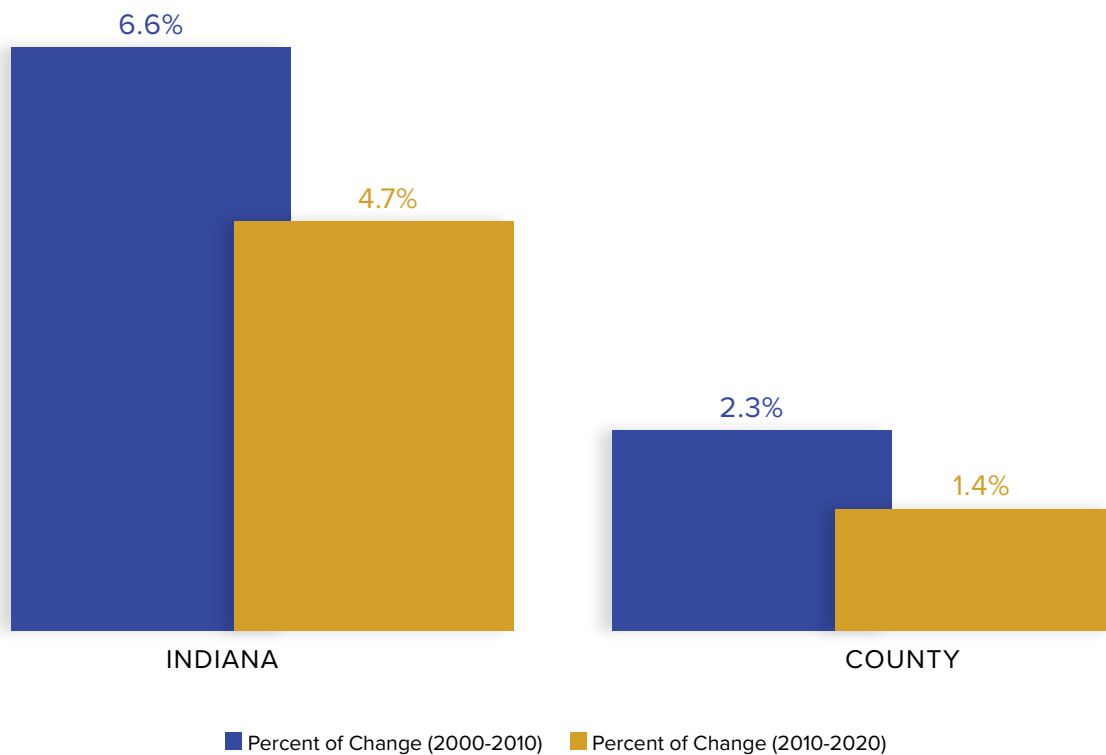


Source: US Census/American Community Survey.

## HISTORICAL CHANGE

Looking at the historical population change can create an understanding of prior development patterns. As mentioned, Shelby gained 619 residents from 2010 to 2020 (1.4 percent growth). For comparison, the State of Indiana's 2010 population was 6,483,802 residents. In 2020, the population of the state was 6,785,528 people. The State of Indiana saw 2.3 percent growth in the same timeframe.

FIGURE 7: 2010 TO 2020 POPULATION PERCENTAGE CHANGE.



Source: US Census/American Community Survey.

## MEDIAN AGE

Data from the Shelby County Comprehensive Plan and data collected for this document revealed a consistent trend of an aging population in Shelby County. The county's median age has increased over time, and there is a notable concentration of residents in older age cohorts.

### 2019 Shelby County Comprehensive Plan (2010-2015 data):

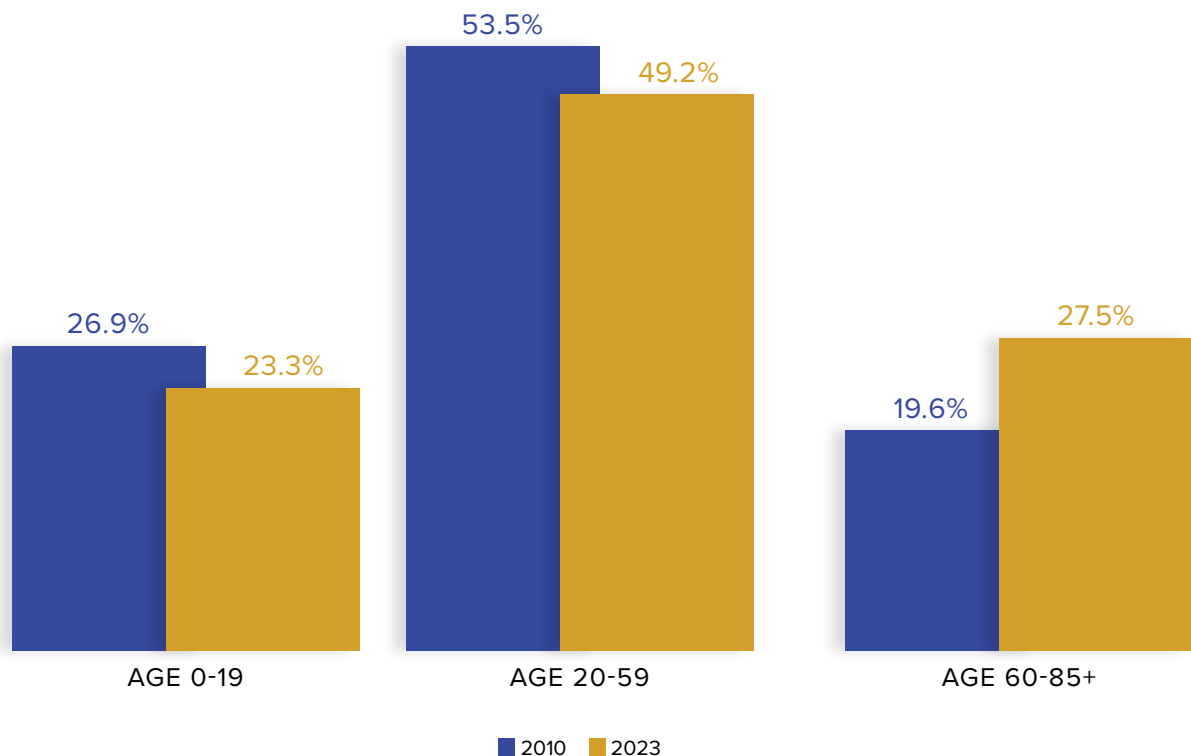
- Shelby County's median age of 41.6 was slightly higher than Indiana's median of 38.2 years.
- Shelby County's age cohort population was identified to be highly concentrated in residents between the ages of 50-64.

### Ongoing Subareas Economic Development Plan (2023 data):

- The median age of Shelby County increased to 42.7 in 2023.
- The population under 19 decreased from 26.9 percent to 23.3 percent, while the percentage of seniors aged 60 and over increased from 19.6 percent to 27.5 percent.

Both datasets indicate that Shelby County has an aging population. These findings emphasize the importance of planning for the specific needs of an older demographic in the county's future development and improvement initiatives.

**FIGURE 8: AGE DISTRIBUTION FOR SHELBY COUNTY.**



Source: US Census/American Community Survey.

## RACE AND ETHNICITY COMPARISONS

Data findings from the 2019 Shelby County Comprehensive Plan and the Subareas Economic Development Plan regarding racial demographics illustrated the following comparisons:

### 2019 Shelby County Comprehensive Plan (2010-2015 data):

- The data from this document indicated that Shelby County's population was 95 percent White, with the next largest category being 1.2 percent of residents who identified with more than one race.

### Ongoing Subareas Economic Development Plan (2020 data):

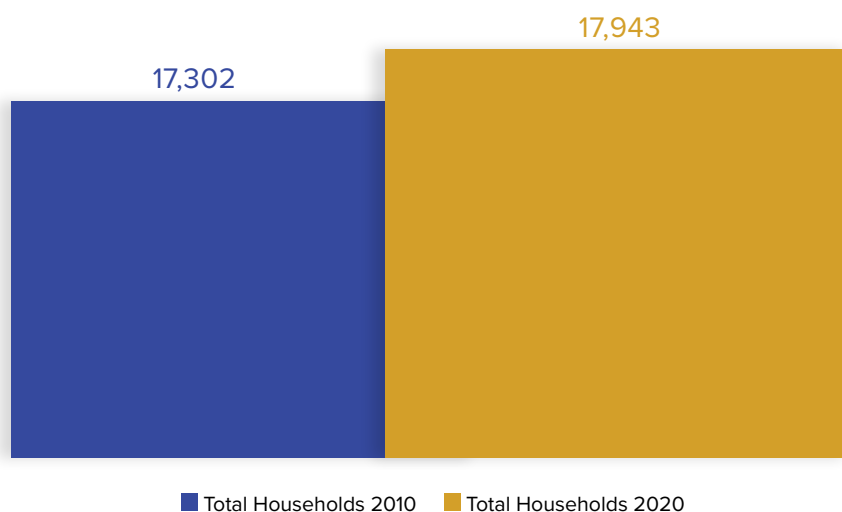
- Shelby County had a Diversity Index score of 25.7 in 2020.
- The State of Indiana had a Diversity Index score of 48.0 in 2020.
- In 2020, Shelby County's population was 90.7 percent White, with the next largest category being 4.1 percent of residents who identified with more than one race.
- In 2020, Indiana's population was 77.2 percent White, with the next largest category being 9.6 percent of residents who identified as Black/African American.

In 2019, the county was reported as 95 percent White, whereas in 2020, it was 90.7 percent White. Overall, the data indicates that there has been a slight decrease in the percentage of White residents in Shelby County from 2019 to 2020. The lower diversity index score in Shelby County in 2020 compared to Indiana suggests that it may be less racially diverse than the state.

## HOUSEHOLDS

A household comprises everyone who resides in a housing unit, including family members and unrelated roommates.<sup>3</sup> The total number of households in Shelby County was 17,302 (2010). That total is a 3.7 percent increase (641 units) since 2010. As Shelby County's population increased in that period, the total number of households also increased. The State of Indiana saw a 6.6 percent increase in households during that period.

FIGURE 9: SHELBY COUNTY TOTAL HOUSEHOLD NUMBERS.



Source: US Census/American Community Survey.

<sup>3</sup> Source: US Census Bureau | Subject Definitions.

## POVERTY

Comparing the data findings from the 2019 Shelby County Comprehensive Plan and the ongoing Subareas Economic Development Plan, the common factor was the percentage of people below the poverty line.

### **2019 Comprehensive Plan (2010-2015 data):**

- The percentage of households below the poverty line in Shelby County in 2019 stated that 11 percent of households in the county lived below the poverty line.

### **Ongoing Subareas Economic Development Plan (2020 data):**

- In 2020, 1,528 households (8.6 percent) in Shelby County experienced poverty.
- The Indiana poverty rate for the same year was 12.3 percent.

In the 2019 Shelby County Comprehensive Plan, it was stated that just over 11 percent of households in Shelby County were below the poverty line. In 2020, the poverty rate was reported as 8.6 percent. In 2020, Shelby County's poverty rate (8.6 percent) was lower than the Indiana poverty rate (12.3 percent). That percent change indicates that, in 2020, Shelby County had a lower poverty rate than the state.

Findings from the 2019 Shelby County Comprehensive Plan and recent findings conducted for the Subareas Economic Development Plan data indicate that Shelby County reduced its poverty rate from 2019 to 2020 and had a lower poverty rate than the state average in 2020. It's important to continue focusing on poverty reduction efforts to further improve the community's overall health.





## HOUSING

Stable, well-developed housing options can attract talent and businesses to a community and enhance economic growth and prosperity by encouraging community investment by homeowners and renters. Attainable housing options also enable families to allocate more of their income to other essential needs, such as healthcare, education, and food.

## HOUSING TYPE



### Single-Family

Single-family detached housing units are homes for one family, not attached to any other home, on one lot. Single-family detached housing unit totals increased from 2010 (14,818 units) to 15,368 units in 2021. This housing typology accounted for 78.6 percent of all housing units in the county in 2021.



### Single-Family Attached Units

Single-family attached housing units are for one family, attached to another home with individual entries on one lot. Single-family attached homes usually consist of duplexes or townhomes. Single-family attached housing totals decreased from 2010 (519 units) to 457 units in 2021. This housing type accounted for 2.3 percent of all housing units in the county in 2021.



### Multi-Family Units

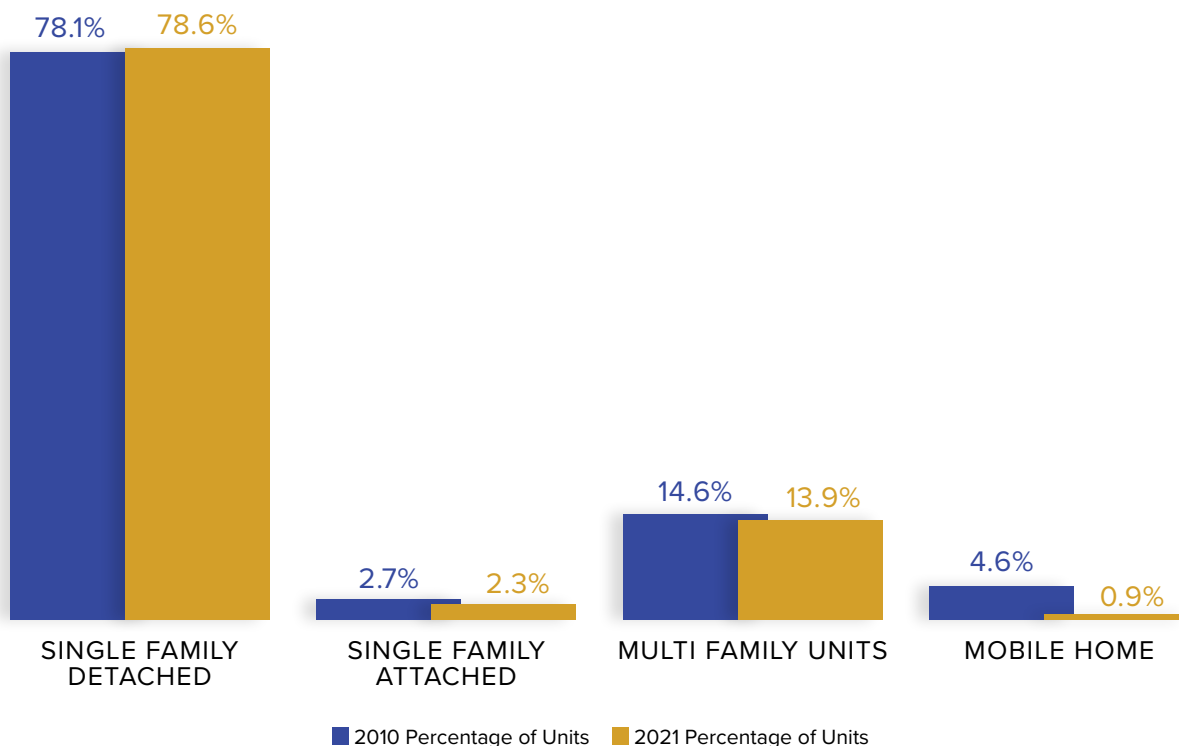
Multi-family housing is where multiple housing units are contained within the same structure, connected side-by-side, or stacked vertically. Examples of multi-family housing include but are not limited to duplexes, townhomes, cottage homes, condominiums, and apartment complexes. Multi-family housing units decreased from 2010 (2,764 units) to 2,710 units in 2021. This housing type accounted for 13.9 percent of all housing units in the county in 2021.



### Mobile Homes

Mobile homes are also located in Shelby County. A mobile manufactured home is a single-family house constructed entirely in a controlled factory environment, built to the federal Manufactured Home Construction and Safety Standards known as the "HUD code."<sup>4</sup> Mobile housing units decreased from 2010 (877 units) to 172 units in 2021. This housing type accounted for 0.9 percent of all housing units in the county in 2021.

FIGURE 11: SHELBY COUNTY HOUSING TYPES.



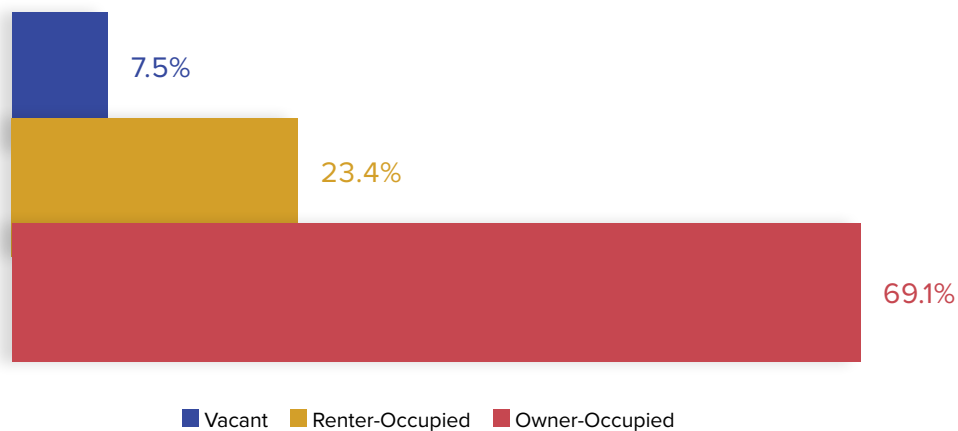
Source: US Census/American Community Survey.

<sup>4</sup> Source: [What exactly is a mobile manufactured home?](#)

## OCCUPANCY

Occupancy describes the residents of a housing unit or whether the person or family living in the unit is an owner or renter. In Shelby County in 2020, most homes were owner-occupied (69.1 percent). That is a higher ownership rate than the State of Indiana (63.3 percent). Renter-occupied homes make up 23.4 percent of the total homes in the county. A housing vacancy describes the number of livable housing units in which no one resides. Housing units could be vacant due to the unit being rented or sold but no occupants yet or seasonal use, among others. The vacancy rate for the county is 7.5 percent, lower than the Indiana vacancy rate (8.9 percent).

FIGURE 12: 2023 SHELBY COUNTY HOUSING OCCUPANCY.

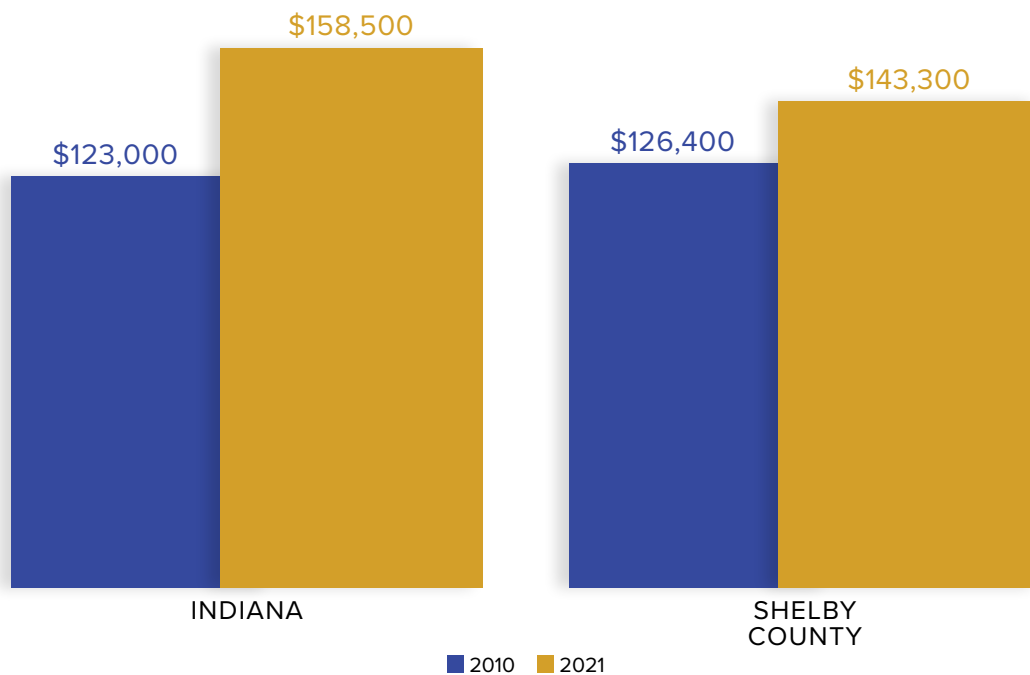


Source: US Census/American Community Survey.

## HOME VALUE

Home value is an important indicator of socio-economic status and the demand and quality of housing stock within the area. The median home value in Shelby County was \$143,300 (2021). The State of Indiana has a higher median home value of \$158,500, and the country has an even higher median home value of \$283,272 (2021). Home values have increased for both the county and the state. The largest portion of homes in the county are valued between \$50,000 and \$99,999; it is typical for homes to exceed \$400,000 in value.

FIGURE 13: SHELBY COUNTY HOME VALUE COMPARISONS.

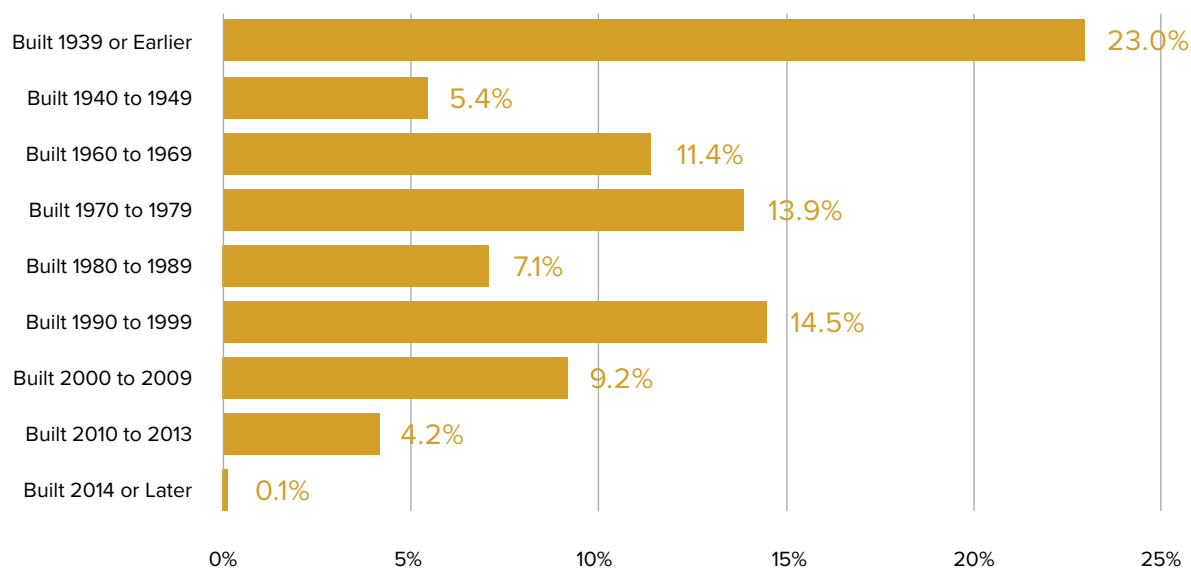


Source: US Census/American Community Survey.

## AGE OF HOUSING UNITS

Looking at the age of housing units allows us to understand growth period surges and can provide a look into the quality of homes in the area. Almost 29.0 percent of homes in the county were built before 1950. Another 54 percent of the homes were built before 1999. As of the 2020 data, only 13.5 percent, or about 2,590 homes, were built in 2000 or later.

**FIGURE 14: 2021 SHELBY COUNTY AGE OF HOUSING STOCK.**



Source: US Census/American Community Survey.



Source: Getty Images

# EMPLOYMENT

Employment examines the total number of employees, what type of businesses those employees work in, and the total sales, in dollars, those businesses are making. The subject data is organized using the North American Industry Classification System<sup>5</sup> (NAICS) categories by geography.<sup>6</sup> The US Census OnTheMap service releases data yearly, allowing users to determine specific study area boundaries.<sup>7</sup> That is the official data source used to gather and analyze this information. For this report, 2023 data was used.

## INDUSTRY

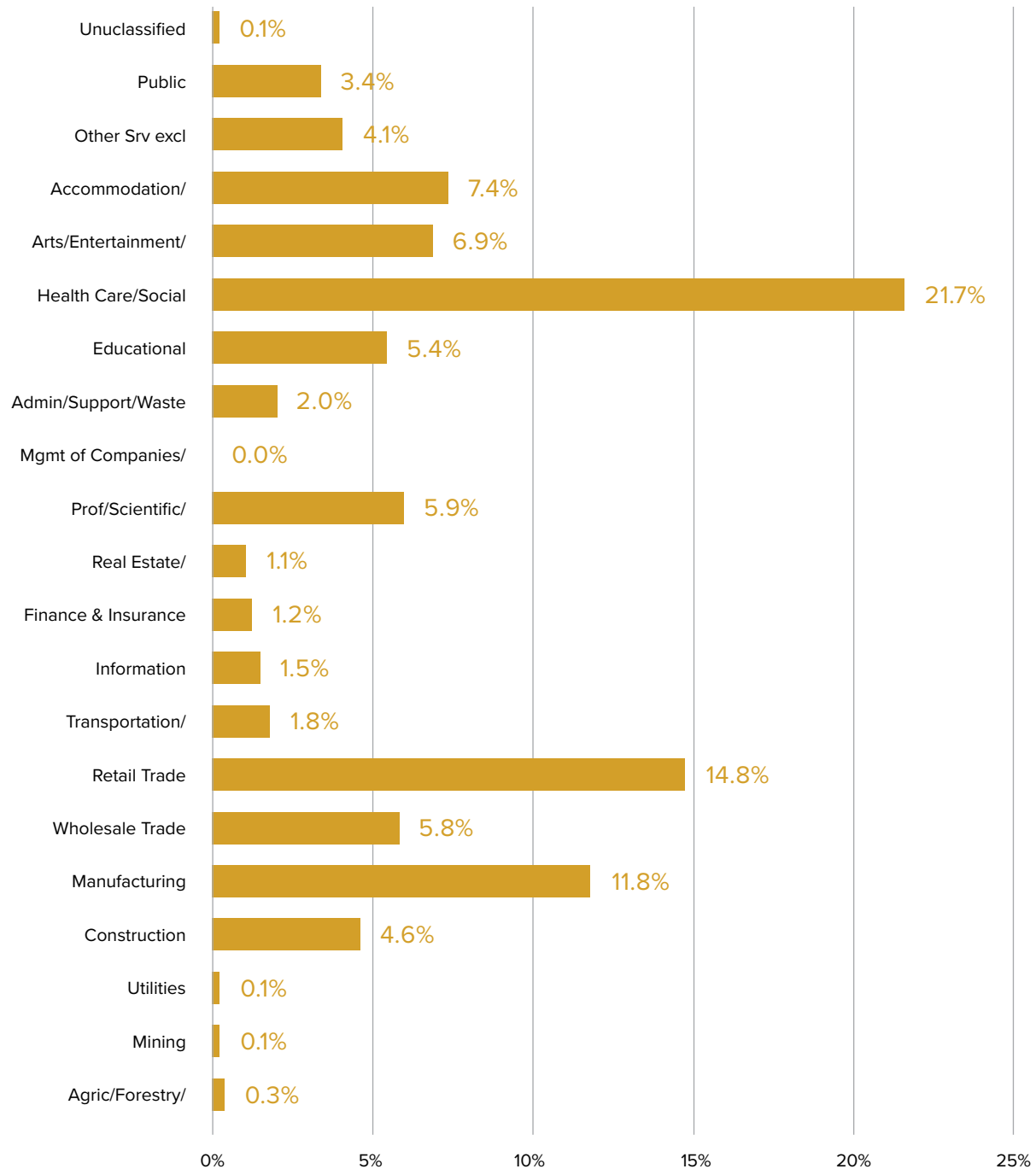
The following section demonstrates employment information based on the 2023 North American Industry Classification System (NAICS) database. Among the residents in the workforce, employment is varied but concentrated in several major employment sectors. As of the 2023 data, workers from Shelby County were heavily concentrated in health care/social assistance jobs, which accounted for about 21.7 percent of workers. The second highest employment industry for the county is retail trade workers, at 14.8 percent. Other industries, such as manufacturing, entertainment/recreation, educational services, and accommodation/food services, had between 4.0 to 12.0 percent of workers.

<sup>5</sup> Source: [US Census Bureau: NAICS](#).

<sup>6</sup> Source: [ESRI: Business Summary](#).

<sup>7</sup> Source: [US Census: OnTheMap](#).

**FIGURE 15: 2023 NAICS EMPLOYED POPULATION 16+ BY INDUSTRY.**



Source: US Census/American Community Survey.

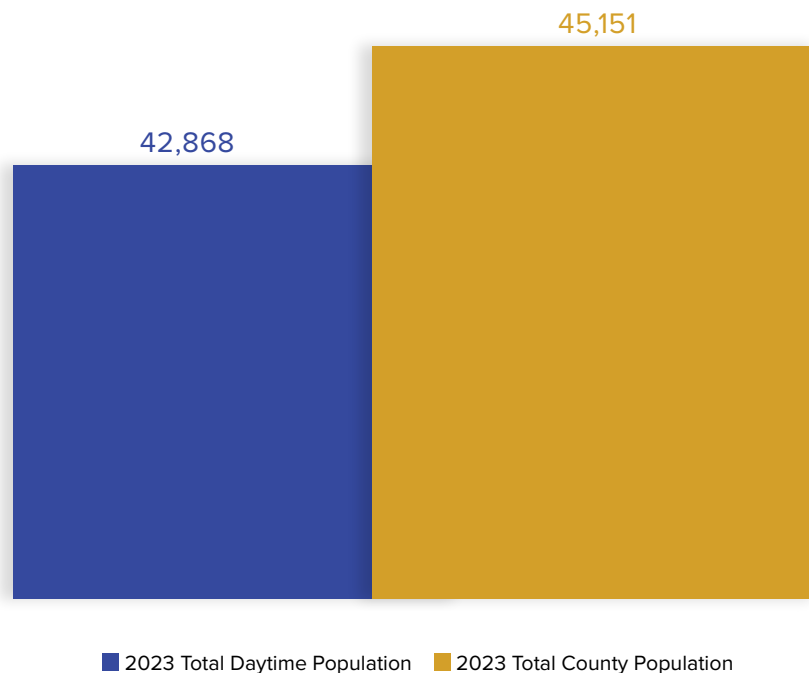
## UNEMPLOYMENT

The unemployment rate is the percentage of the labor force who are unemployed.<sup>8</sup> The unemployment rate in Shelby County was reported at 3.6 percent in 2023, lower than the State of Indiana at 4.7 percent.

## DAYTIME POPULATION

The daytime population accounts for workers, commuters, and others who spend time in the area during the day. Existing residents only account for a portion of this demographic. Local employees and students also make up the daytime population. While not residents, these individuals represent groups or individuals regularly spending a lot of time within the county, representing a solid interest in thriving businesses, shopping, and community. According to 2023 population data, the daytime population of the county is about 42,868 people. The county's daytime population declines relative to the total population. That decreased population indicates that people travel outside the county during the day to work, study, shop, etc.

**FIGURE 16: SHELBY COUNTY 2023 TOTAL CITY POPULATION VS. DAYTIME POPULATION.**



Source: US Census/American Community Survey.

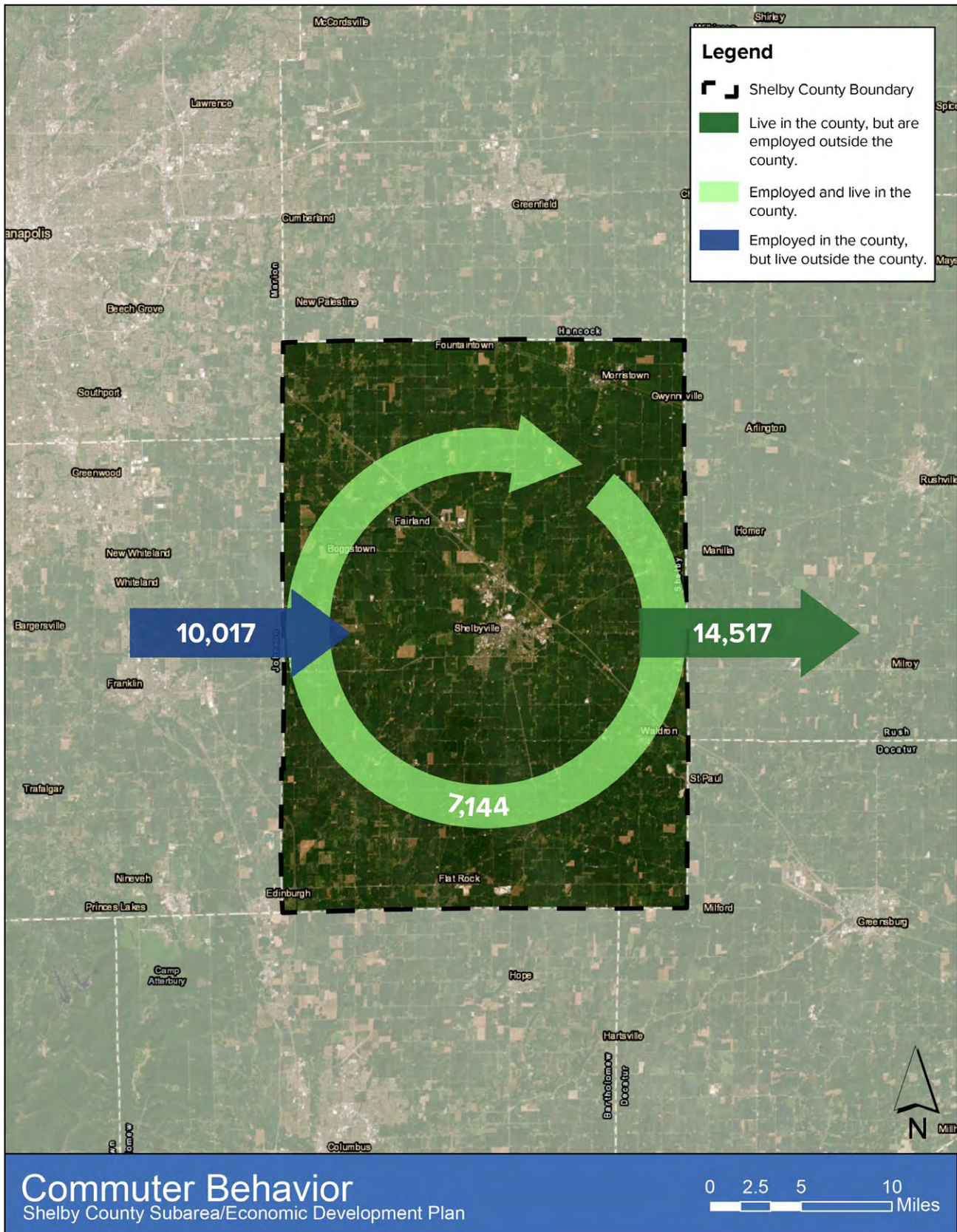
8 Source: [US Bureau of Labor Statistics: How the Government Measures Unemployment.](#)

## COMMUTER BEHAVIOR

Commuter behavior describes the number of persons traveling into, out of, or staying within the town to go from home to work. That data is from the Census OnTheMap service, which provides a mapping and reporting tool that shows the relationship between where workers live and work. At the time of this report's writing, 2020 data was the most recent year available.

In 2020, 17,161 people were employed in Shelby County; however, the vast majority of the population (14,517) residing in Shelby County worked outside of the county. The workforce commuting from outside Shelby County's jurisdiction, specifically 10,017 people, travel for work daily. A total of 7,144 residents live and work within the county. Several major industries are located within Shelby County boundaries, including Knauf Insulation, Ryobi Die Casting Inc., Penske Logistics, and Freudenberg NOK. Most commuter workers commute to the county region for work from Indianapolis, Greenwood, Rushville, Greenfield, and Franklin City.

FIGURE 17: SHELBY COUNTY 2020 INFLOW AND OUTFLOW ANALYSIS.





Source: Facebook



### WHAT DOES THIS SECTION TELL US?

Shelby County's population has consistently increased from 2010 to 2020, with future population projections indicating growth and a gradual increase in population. The population is expected to increase by approximately 619 residents from 2020 to 2030, with a substantial increase of 1,659 residents expected from 2030 to 2050. Population growth will place a growing demand for capital and non-capital services.

As depicted in the housing trends, most of the housing stock consists of single-family detached units, followed by single-family attached and multi-family units. Mobile homes represent a small fraction of the housing stock and inventory, experiencing a significant decrease from 2010 to 2021.

Regarding employment, the county has a diversified workforce, predominately held by health care/social assistance and retail trade sectors. As commuter data indicates, the county's daytime population decreases daily, demonstrating that county residents travel outside cities to work, study, shop, etc., during the day. Commuter data supports the evidence, which demonstrates a pattern of Shelby County residents commuting outside of the jurisdiction for work, and most of the Shelby County workforce is traveling from the nearby communities of Indianapolis, Greenwood, Rushville, Greenfield, and Franklin City.

Shelby County is experiencing population growth, an aging demographic, and a diverse workforce, emphasizing the need for comprehensive planning for infrastructure, services, and housing to accommodate the evolving needs of its residents and the decrease in daytime population.



Source: Getty Images



## ECONOMY AND MARKET

A primary focus of Shelby County has been the ability to support a thriving local economy through consistent and continued employment growth. Shelby County is geographically located in a premier area offering Interstate 74 access and connectivity to Indianapolis and a centralized location of the Midwest, providing diverse economic opportunities via connection to four additional interstates. Shelby County contains and maintains multiple-rail lines and easy access to Indianapolis International Airport.

### LISTED TARGET INDUSTRIES

Shelby County prioritizes occupying vacant space and attracting new employers to the county, ensuring job creation is within a diverse cross-section of industries. This is a vital safeguard against too much investment in one or two industry types. With this in mind, the Shelby County Subareas Economic Development has identified the following targeted industries to ensure business variety:<sup>9</sup>

- Food and Beverage Manufacturing.
- Advanced Materials and Auto Parts Manufacturing
- Logistics and Distribution

## LOCATION QUOTIENT

Aside from local input and on-the-ground observations, this report examined how the concentration of industries in Shelby County compared to the Indianapolis Region, the State of Indiana, and the United States. This analysis helps determine if the current mix of companies and jobs aligns with the target industries. This comparison also helps identify potential industry clusters to help with recruitment efforts.

*Location quotient ratios indicate a higher concentration of an employment industry within a given economy in Shelby County than in a larger economy, such as the US. If a local industry's ratio is 1.0 or higher, this particular local economy has a competitive advantage related to these types of businesses. Also, high location quotients can indicate that a local economy has a large workforce trained in these industries, which can be used to attract industry clusters and complementary businesses.*

This location quotient analysis revealed that Shelby County has a high concentration in the following industries:

- ☐ Agriculture, Forestry, Fishing and Hunting
- ☐ Mining, Quarrying, and Oil and Gas Extraction
- ☐ Manufacturing
- ☐ Transportation and Warehousing (when compared to Indiana and the US)
- ☐ Arts, Entertainment, and Recreation (Impacts from the Horseshoe Casino and Indiana Downs)
- ☐ Construction

FIGURE 18: LOCATION QUOTIENT ANALYSIS.

| NAICS Category                                              | Shelby County to Indianapolis-Carmel-Anderson M.S.A. | Shelby County to Indiana | Shelby County to the US |
|-------------------------------------------------------------|------------------------------------------------------|--------------------------|-------------------------|
| Agriculture, Forestry, Fishing, and Hunting                 | 4.85                                                 | 1.84                     | 1.15                    |
| Mining, Quarrying, and Oil and Gas Extraction               | 8.09                                                 | 2.65                     | 1.30                    |
| Utilities                                                   | 0.52                                                 | 0.44                     | 0.43                    |
| Construction                                                | 1.10                                                 | 1.16                     | 1.11                    |
| Manufacturing                                               | 2.96                                                 | 1.49                     | 3.19                    |
| Wholesale Trade                                             | 0.68                                                 | 0.80                     | 0.84                    |
| Retail Trade                                                | 0.86                                                 | 0.86                     | 0.85                    |
| Transportation and Warehousing                              | 0.78                                                 | 1.13                     | 1.27                    |
| Information                                                 | 0.25                                                 | 0.31                     | 0.18                    |
| Finance and Insurance                                       | 0.20                                                 | 0.29                     | 0.23                    |
| Real Estate and Rental and Leasing                          | 0.72                                                 | 0.93                     | 0.75                    |
| Professional, Scientific, and Technical Services            | 0.20                                                 | 0.30                     | 0.19                    |
| Management of Companies and Enterprises                     | 0.03                                                 | 0.03                     | 0.03                    |
| Administration & Support, Waste Management, and Remediation | 0.81                                                 | 1.14                     | 1.06                    |
| Educational Services                                        | 0.75                                                 | 0.62                     | 0.63                    |
| Health Care and Social Assistance                           | 0.76                                                 | 0.81                     | 0.82                    |
| Arts, Entertainment, and Recreation                         | 4.50                                                 | 4.80                     | 4.13                    |
| Accommodation and Food Services                             | 1.13                                                 | 1.10                     | 1.08                    |
| Other Services (excluding Public Administration)            | 0.78                                                 | 0.80                     | 0.83                    |
| Public Administration                                       | 0.87                                                 | 0.90                     | 0.68                    |

Source: [US Census On The Map Tool](#).

## SHIFT SHARE ANALYSIS

Shift share analysis compares a local economy's growth over a specified timeframe to a larger economy (US) change over that same period. This type of analysis is typically broken down into these calculations:

- ❑ **National Growth for Industry:** The national growth for the industry calculation shows the number of local jobs a business category is expected to gain or lose based on that same category's national performance. In short, it describes how many local jobs were created or lost because of that industry's rise or decline nationally.
- ❑ **Industrial Shift:** This measurement provides insight into whether an industry is growing or shrinking nationwide. An industry with a negative industrial shift is declining. It may help a local economy identify if they are reliant on a shrinking sector or where not to focus recruiting efforts.
- ❑ **Competitive Share:** A positive competitive share value indicates that a particular industry is growing faster locally than the national economy and may suggest that the local economy has an industry-specific competitive advantage. Negative competitive share values suggest this local industry is losing jobs faster than the national economy.
- ❑ **Absolute Change:** Absolute change illustrates the total number of jobs gained (positive number) or lost (negative number) in the local economy during the period used for the shift-share analysis.

This shift-share analysis examined Shelby County's job growth from 2010 to 2020. This analysis revealed that changes in the following industries represented strengths and outperformed these industries at the national level:<sup>10</sup>

- ❑ Manufacturing, healthcare, and social assistance
- ❑ Transportation and warehousing
- ❑ Administration and support, waste management, and remediation
- ❑ Accommodations and food services

One item to note is that the industry shift calculation for manufacturing resulted in zero, meaning that, nationally, the manufacturing industry has declined or has not increased in relative strength from 2010 to 2022. Given recent efforts to re-shore manufacturing to the US, such as the CHIPS Act, as well as supply chain issues caused by the COVID-19 pandemic, investment in this NAICS category should continue to be a priority. The other high competitive share categories also show positive industrial shifts, indicating that the area is growing locally and has become a larger portion of the national economy.

The retail trade, transportation and warehousing, utilities, construction, professional, scientific, technical services, educational services, and arts, entertainment, and recreation industries had high negative competitive share and negative absolute change values, meaning these NAICS categories lost jobs from 2010 to 2020. The transportation and warehousing industry results are particularly noteworthy, given that this is a target industry and regional strength as determined by the location quotient analysis.

**FIGURE 19: SHIFT SHARE ANALYSIS.**

| NAICS Category                                              | National Growth | Industrial Shift | Competitive Share | Absolute Change |
|-------------------------------------------------------------|-----------------|------------------|-------------------|-----------------|
| Agriculture, Forestry, Fishing, and Hunting                 | 11              | -2               | 46                | 56              |
| Mining, Quarrying, and Oil and Gas Extraction               | 22              | -52              | -86               | -116            |
| Utilities                                                   | 8               | -8               | -20               | -20             |
| Construction                                                | 78              | 197              | -79               | 196             |
| Manufacturing                                               | 434             | 0                | 218               | 651             |
| Wholesale Trade                                             | 59              | -9               | -60               | -10             |
| Retail Trade                                                | 172             | -67              | -207              | -102            |
| Transportation and Warehousing                              | 122             | 399              | 172               | 693             |
| Information                                                 | 14              | 1                | -52               | -37             |
| Finance and Insurance                                       | 22              | 6                | -19               | 8               |
| Real Estate and Rental and Leasing                          | 15              | 14               | -1                | 28              |
| Professional, Scientific, and Technical Services            | 21              | 57               | -83               | -4              |
| Management of Companies and Enterprises                     | 1               | 2                | -11               | -8              |
| Administration & Support, Waste Management, and Remediation | 73              | 115              | 152               | 340             |
| Educational Services                                        | 130             | -90              | -130              | -89             |
| Health Care and Social Assistance                           | 229             | 255              | -182              | 302             |
| Arts, Entertainment, and Recreation                         | 83              | 20               | 27                | 130             |
| Accommodation and Food Services                             | 128             | 112              | 10                | 250             |
| Other Services (excluding Public Administration)            | 41              | -38              | 100               | 103             |

Source: [US Census OnTheMap Tool](#).

## MARKETS

One major factor in helping economic development efforts is having an available market for business attraction efforts. To help gauge Shelby County's market readiness, we have evaluated the primary business types and identified recent growth trends.

### Capitalization Rate

Capitalization (also known as the cap rate) is used to help identify a rate of return for real estate investments. This popular method of investment analysis helps assess a development's potential return on investment (ROI) by dividing the net operating income expected from a project by its cash value. Typically, a cap rate of five to 10 percent is considered good. Investments below five percent are not considered to be a high enough ROI. While a cap rate over 10 percent means a more significant ROI on paper, developers and investors feel these investments may be too risky. The idea is that something is causing this unexpectedly high ROI, such as property values, or it is too low due to other circumstances that devalue the local market.

### INDUSTRIAL MARKET

In the second quarter of 2023, Shelby County's industrial market had approximately 9 million square feet of constructed space for these businesses, with another 1 million square foot facility in the I-74 interstate commerce park projected to start in 2024. A vacancy rate of 11.8 percent (1.1 million square feet) was observed in 2023. Comparatively, the Indianapolis regional market had a vacancy rate of 7.4 percent. At that time, there were no buildings listed under construction. Given that Shelby County's existing industrial-zoned areas are still being established, such as the area near the Pleasant View Road exit 101, some vacancy is expected. Still, it also highlights the need to continue to monitor the market to ensure that development is keeping pace with but not overshooting the market. Industrial rent per square foot was \$6.50, and the Indianapolis area was \$7.21. Charging rents below that of the larger region may help attract new development of multiple NAICS categories.<sup>11</sup> With a cap rate of 8.9 percent, market conditions seem favorable for continued growth. However, once the cap rate exceeds 10.0 percent, market conditions may become too risky for some developers. With these market conditions, focusing on build-to-suit opportunities is one effective strategy.

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11 Source: [CoStar, Inc.](#)

## OFFICE MARKET

Office space in Shelby County had a vacancy rate of 3.1 percent in 2023. That was lower than the Indianapolis office market (9.4 percent) and the US (13.4 percent). Since the end of the COVID-19 pandemic, predicting the need for new office space has been tricky. However, there has been little recent office activity, with 0 square feet of new office delivered since 2017. Given Shelby County's increase in healthcare and social assistance, medical office strategies may make sense to focus activities on while the national office market still recovers from the pandemic—Shelby County's office market from the remainder of the region.<sup>12</sup>

## HOSPITALITY

In 2023, there were a total of 406 hotel rooms in the entire county. No new hotels or hospitality were constructed in the past five years. This result was surprising considering some of the more significant entertainment options built in previous years, such as the Horseshoe Casino and Race Track and Shelby County's high location quotients in the arts, arts, entertainment, and recreation sectors. This lack of new construction helps show that more rooms may be needed. The county had a 57.8 percent room occupancy rate in the 12 months ending in the second quarter of 2023. Generally speaking, when a market has average 12-month occupancy rates over 65 percent, it indicates the ability of that market to absorb more rooms. The area's hospitality market cap rate of 10.6 percent is on the high side, most likely due to the lack of recent construction activity.<sup>13</sup>

## RETAIL

This report will provide more detailed retail market information based on the focus areas. In general, the county had 2,301,761 square feet of retail space with a 4.3 percent vacancy rate. Retail space was categorized into neighborhood centers, strip centers, and general retail, with no development classified as malls or power centers. Approximately 30,000 square feet of new space was constructed in the last two years, with no developments planned. The cap rate for retail space in the county was 8.3 percent. Rent per square foot was at \$13.20. This rate was lower than the Indianapolis region at \$18.05.<sup>14</sup> The market conditions show that investing in this product may result in a positive ROI. Still, the lack of residential development in Shelby County may hinder interest from the development community. Decisions to develop new retail space are based on smaller trade areas than a county. Therefore, additional information was included in the focus area discussion of this report.

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12 Source: [CoStar, Inc.](#)

13 Source: [CoStar, Inc.](#)

14 Source: [CoStar, Inc.](#)

## **BUILDING PERMITS<sup>15</sup>**

### **Building Permits**

Building permits are government approvals to construct a new building or expand or remodel an existing building. Building permits are required before construction begins on a new or existing building to ensure that any new construction follows regulations, including building standards, land use, and environmental protection.

### **Shelby County Building Permits**

The Shelby County local government provided the county's building permits for multiple years, specifically 2020, 2021, 2022, and 2023. In 2020, Shelby County reported 754 building permits, representing a decrease in permit activity from 2019. Since 2021, the county has an average of 575 building permits annually. The registered building permits mainly included building permits for existing building additions such as pole barns, garages, service upgrades (plumbing and electrical), etc. The data provided reflected no significant residential, industrial, or commercial developments in Shelby County.

New development is essential for the economic growth and vitality of any region. With a decline in the number of buildings permits from 2021 to subsequent years and a predominant focus on minor enhancements like pole barns, garages, and service upgrades, there's potential in major residential, industrial, or commercial developments. Addressing this issue is essential for revitalizing economic growth and attracting investments as new developments contribute to the physical infrastructure and generate employment opportunities.

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15 Source: [What is a Building Permit and Who Needs One?](#)



## WHAT DOES THIS ANALYSIS TELL US?

Shelby County, situated with good connectivity to Indianapolis and the Midwest, has strategically focused on employment growth and economic diversity. The area offers easy access to major interstates, rail lines, and the Indianapolis International Airport, enhancing its business appeal.

The Shelby County Subareas Economic Development has identified targeted sectors: food and beverage manufacturing, advanced materials and auto parts manufacturing, and logistics and distribution. The county illustrates a high concentration in several industries, such as agriculture, manufacturing, transportation, and warehousing.

Analyzing the market conditions, the industrial sector in Shelby County showed favorable rent prices and a relatively lower vacancy rate compared to the Indianapolis area. The county showcased a lower vacancy rate for office spaces, particularly in the healthcare sector, suggesting growth opportunities, especially in medical office spaces.

Shelby County appears to have a solid foundation for economic development, with ongoing efforts needed in specific industries and sectors to ensure sustained growth and enhanced market offerings.



Source: Getty Images



# STAKEHOLDER INTERVIEWS

## SUMMARY

Stakeholder meetings were one-time-hour meetings with developers, industry owners, educational staff, municipalities and county representatives, county utility groups, and regional agencies. These meetings took place during the first two weeks of November 2023, and the most discussed themes among the stakeholder meetings included the following.

### Key Themes:



**Infrastructure and Utility Connectivity:** Stakeholders acknowledged current infrastructure improvements in Focus Area One but emphasized the need for other infrastructure connectivities, signage, and bridge improvements. Utility expansion is also an important topic; utility expansion is crucial for future development, so stakeholders emphasized the importance of focusing on water, sewer, and other utility improvements.



**Business and Economic Development:** According to stakeholders, restaurants or other businesses are needed for the workforce and surrounding residents.

**Quality of Life:** Quality of life was identified as an essential factor for future development in the area, as quality of life considerations are crucial for attracting and retaining residents.



**Workforce and Population Challenges:** Many workers commute from other counties, making it hard for local industries to find employees. Stakeholders emphasized that encouraging people to live and work locally through competitive wages and amenities contributes to the sustainability of businesses and industries.



**Housing Demand:** Stakeholders identified the lack of housing in certain county areas. It is essential to address this issue as housing availability supports the local workforce and contributes to the overall economic development of the county.



**Environmental Factors:** Stakeholders emphasized the importance of researching flooding zones in all three areas, specifically on Focus Area One.

**Industry Attraction and Development:** Strategic growth was significant for several stakeholders. The emphasis on improving infrastructure before new development reinforces the importance of creating a solid foundation for growth. This approach ensures that the community can support new residents and businesses effectively.



**Public Safety:** Stakeholders commented on their concerns about potential safety challenges with growth, including criminal activity and the need for more law enforcement personnel.



**Clear Planning Communication:** Stakeholders emphasized specificity in plans, zoning, and communication to guide future development effectively, as well as the importance of informing residents about future land use changes.

As identified in the stakeholder meeting, cultivating the key themes is pertinent for shaping future economic development in Shelby County. A clear roadmap for future infrastructure, business and economic needs, quality of life, workforce challenges, housing demand, environmental considerations, industry attraction, public safety, and transparent planning communication provides a resilient, sustainable, and attractive environment for businesses and residents.



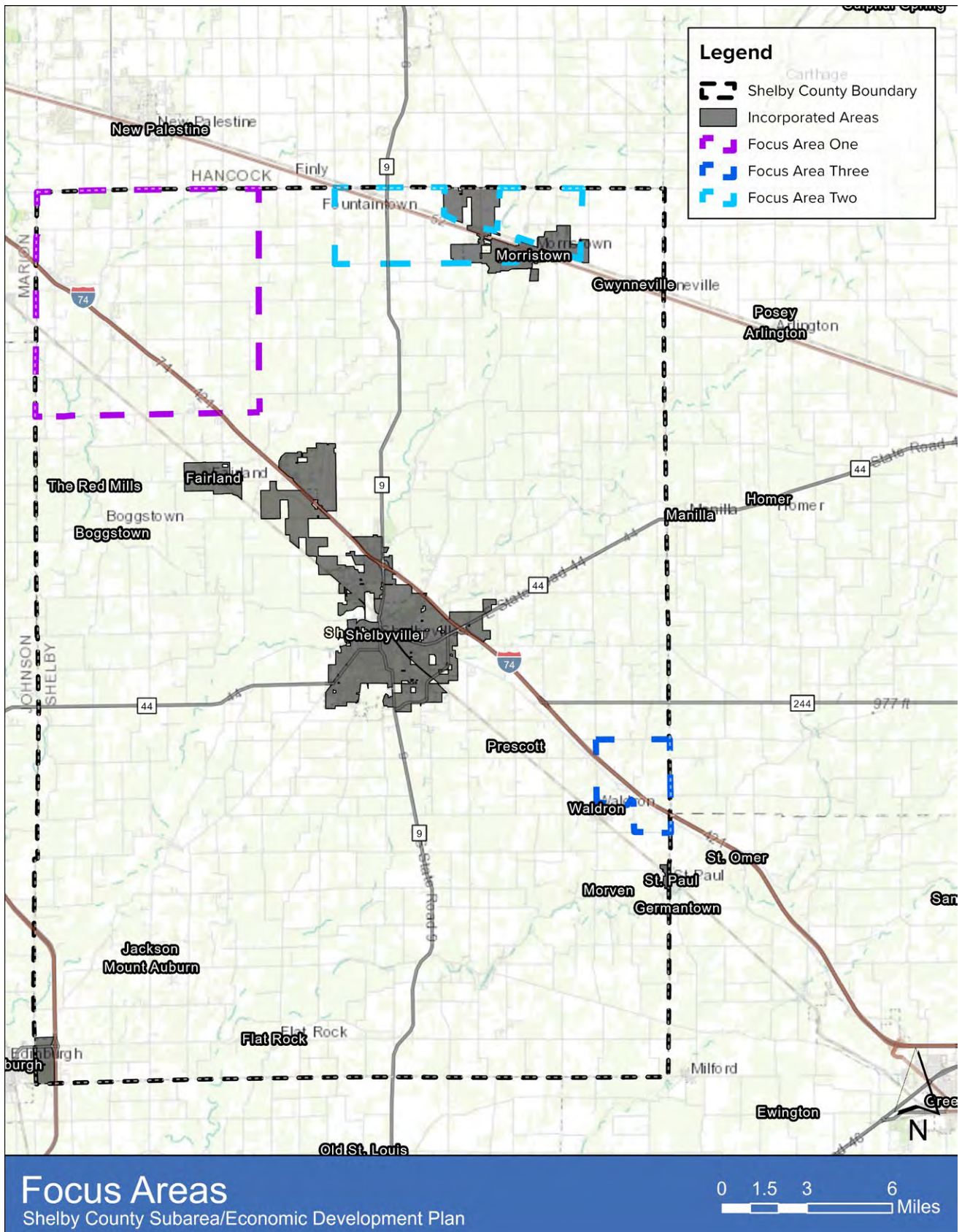
Source: Getty Images



## FOCUS AREAS

Three focus areas were identified during the planning process of this document. As demonstrated in Figure 20, the three focus areas are depicted in the northwest, northeast, and southeast portions of Shelby County.

FIGURE 20: SHELBY COUNTY – LOCATIONS OF FOCUS AREAS.



## RETAIL GAP ANALYSIS

A retail gap analysis was conducted for all three focus areas. Figure 21 illustrates the primary and extended driving times depicted in trade areas for each of the three focus areas identified in the county. A retail gap analysis demonstrates current sales and revenue generated locally and how much money “should” be spent based on the local population’s disposable income.

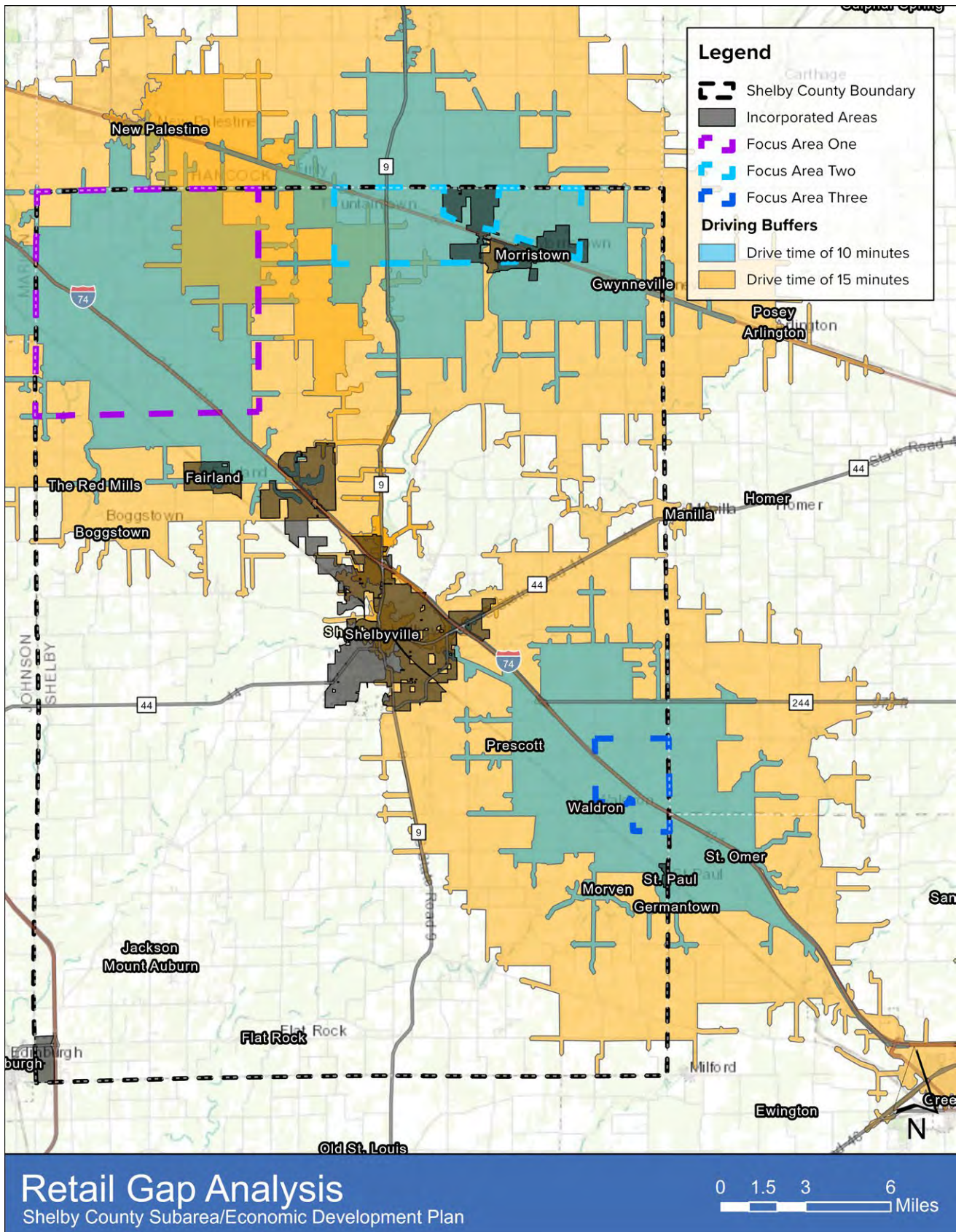
**A retail gap analysis helps to:**

- ☐ Uncover unmet demand and possible opportunities.
- ☐ Understand the strengths and weaknesses of the local market area; and,
- ☐ Measure the difference between actual and potential retail sales.

**“Leakage” and “surplus” are the two categories used in a retail gap analysis.**

- ☐ **Leakage** in a local market means that people living in a trade area are spending money outside of that trade area. That indicates that additional disposable income could be captured in the trade area but is being lost or “leaking” to competing shopping districts.
- ☐ A **surplus** in a local market means more money is being invested in developing local businesses and specialty niches than the trade area’s population “should be” spending. A surplus can have multiple meanings:
  - A saturation of the number of businesses that exist in the trade area without enough disposable income to support them all;
  - The trade area is increasing in a variety of retail businesses and services from additional shoppers beyond the residents’ spending power.

FIGURE 21: SHELBY COUNTY – RETAIL GAP ANALYSIS DRIVE TIMES.



## RETAIL GAP ANALYSIS FOR FOCUS AREA ONE: MORAL TOWNSHIP TRADE AREAS

An analysis of Shelby County's population trends, commuter patterns, daytime population, and public input revealed two distance-based trade areas. The two trade areas identified were:

- **Primary Trade Area (Ten-Minute Drive):** The Primary Trade Area was defined as a ten-minute drive from the I-74 interstate and Shelby County boundary intersection in Focus Area One and captured residents and employees who work and likely shop at local businesses multiple times per week.
- **Extended Trade Area (15-Minute Drive):** The Extended Trade Area was defined as a 15-minute drive from the I-74 interstate and Shelby County boundary intersection in Focus Area One and captured potential shoppers who may frequent businesses once or twice a month.

**FIGURE 22: SHELBY COUNTY – FOCUS AREA ONE RETAIL GAP ANALYSIS.**

| Opportunity Gap/Surplus (In Dollars)                         | Primary Trade Area<br>(10-minute drive) | Extended Trade Area<br>(15-minute drive) |
|--------------------------------------------------------------|-----------------------------------------|------------------------------------------|
| Total retail trade, including food and drink                 | 313,757,183                             | 484,101,840                              |
| Motor vehicle and parts dealers                              | 74,411,410                              | 62,010,999                               |
| Furniture and home furnishings stores                        | 5,192,280                               | 3,836,580                                |
| Electronics and appliance stores                             | 4,836,817                               | 11,280,731                               |
| Building materials and garden equipment and supplies dealers | 7,056,985                               | 14,154,472                               |
| Food and beverage stores                                     | 41,706,438                              | 83,709,099                               |
| Health and personal care stores                              | 19,587,885                              | 40,534,896                               |
| Gasoline stations                                            | 28,033,142                              | 68,386,633                               |
| Clothing and clothing accessories stores                     | 16,313,324                              | 48,628,803                               |
| Sporting goods, hobby, musical instruments, and bookstores   | 5,586,465                               | 18,991,638                               |
| General merchandise stores                                   | 31,149,789                              | 58,030,444                               |
| Miscellaneous store retailers                                | 5,742,074                               | 18,565,661                               |
| Food services and drinking places (alcoholic beverages)      | 36,838,305                              | 48,333,101                               |
| Special food services                                        | 2,733,497                               | 9,202,686                                |
| Drinking places (alcoholic beverages)                        | 1,498,954                               | -1,831,055                               |
| Restaurants and other eating places                          | 32,605,853                              | 40,961,470                               |
| Full-service restaurants                                     | 15,505,979                              | 10,963,103                               |
| Limited-service restaurants                                  | 13,528,751                              | 20,706,559                               |
| Cafeterias, grill buffets, and buffets                       | 508,094                                 | 1,700,643                                |
| Snack and non-alcoholic beverage bars                        | 3,063,030                               | 7,591,165                                |
| Surpluses are shown in red. Leakages are shown in black.     |                                         |                                          |

## Primary Trade Area 1

Figure 22 shows the reported gap analysis for each significant retail category in the primary and extended trade areas. Surpluses are shown in red. As indicated in Focus Area One in the Northwest corner of Shelby County, it had a total leakage of \$313,757,183 for all retail trade categories., including food and drink. No surpluses were identified in the Primary Trade Area, which indicates potential demand for all retail categories. Other significant leakages were identified in the following categories:

- Motor vehicle and parts dealers (\$74,411,410)
- Food and beverage store (\$41,706,438)
- Food services and drinking places (\$36,838,305), specifically restaurants and other eating places, contributing a leakage of (\$32,605,853)
- General merchandise store (\$31,149,789)
- Gasoline stations (\$28,033,142)

Significant leakages for motor vehicle and parts dealer stores were noted in the Primary Trade Area. The leakage in motor vehicles and parts dealers indicates that residents are traveling to nearby areas for this service. The Food Services and Drinking Places category reported a leakage of (\$36,838,305). Further examination of this leakage revealed a \$15,505,979 potential demand for full-service restaurants. Full-service restaurants provide table service to guests and employ a server staff to take orders and deliver food. General merchandise stores include department stores and other merchandise stores such as warehouse clubs, supercenters, and all other general merchandise stores. The general merchandise store revealed a leakage stating the need for more stores within this category.

## Extended Trade Area

The Extended Trade Area captured spending within a 15-minute drive from Focus Area One. The Extended Trade Area had a total leakage of \$484,101,840. The only reported surplus in Focus Area One was -\$1,831,055 in drinking places. The surplus in drinking places indicates that people purchase alcoholic beverages in this Extended Trade Area from bars, lounges, tap rooms, etc. Despite this surplus, substantial leakages were observed in the following categories:

- Food and beverage store (\$83,709,099)
- Gasoline stations (\$68,386,633)
- Motor vehicle and parts dealers (\$62,010,999)
- General merchandise store (\$58,030,444)
- Clothing and clothing accessories stores (\$48,628,803)

## RETAIL GAP ANALYSIS FOR FOCUS AREA TWO: MORRISTOWN TRADE AREAS

An analysis of Shelby County's population trends, commuter patterns, daytime population, and public input revealed two distance-based trade areas. The two trade areas identified were:

- **Primary Trade Area (Ten-Minute Drive):** The Primary Trade Area was defined as a ten-minute drive from the North 100 East and State Road 52 intersection in Focus Area Two and captured residents and employees who work and likely shop at local businesses multiple times per week.
- **Extended Trade Area (15-Minute Drive):** The Extended Trade Area was defined as a 15-minute drive from the North 100 East and State Road 52 intersection in Focus Area Two and captured potential shoppers who may frequent businesses once or twice a month.

**FIGURE 23: SHELBY COUNTY – FOCUS AREA TWO RETAIL GAP ANALYSIS.**

| Opportunity Gap/Surplus (In Dollars)                         | Primary Trade Area<br>(10-minute drive) | Extended Trade<br>Area (15-minute<br>drive) |
|--------------------------------------------------------------|-----------------------------------------|---------------------------------------------|
| Total retail trade, including food and drink                 | 69,453,734                              | 226,328,972                                 |
| Motor vehicle and parts dealers                              | 5,647,230                               | 22,836,248                                  |
| Furniture and home furnishings stores                        | 1,978,051                               | 7,719,949                                   |
| Electronics and appliance stores                             | 1,619,877                               | 6,382,006                                   |
| Building materials and garden equipment and supplies dealers | 6,908,649                               | 21,565,418                                  |
| Food and beverage stores                                     | 10,602,511                              | 35,380,472                                  |
| Health and personal care stores                              | 3,104,271                               | 14,222,342                                  |
| Gasoline stations                                            | -1,648,030                              | 11,113,398                                  |
| Clothing and clothing accessories stores                     | 4,544,055                               | 16,980,523                                  |
| Sporting goods, hobby, musical instruments, and bookstores   | 1,660,751                               | 5,749,217                                   |
| General merchandise stores                                   | 7,875,247                               | 9,348,277                                   |
| Miscellaneous store retailers                                | 1,999,778                               | 3,733,894                                   |
| Food services and drinking places (alcoholic beverages)      | 8,540,160                               | 23,171,614                                  |
| Special food services                                        | 890,264                                 | 1,243,681                                   |
| Drinking places (alcoholic beverages)                        | 396,346                                 | 1,191,173                                   |
| Restaurants and other eating places                          | 7,253,549                               | 20,736,760                                  |
| Full-service restaurants                                     | 3,237,624                               | 8,045,728                                   |
| Limited-service restaurants                                  | 3,414,648                               | 10,603,285                                  |
| Cafeterias, grill buffets, and buffets                       | -39,856                                 | 280,515                                     |
| Snack and non-alcoholic beverage bars                        | 641,133                                 | 1,807,233                                   |
| Surpluses are shown in red. Leakages are shown in black.     |                                         |                                             |

## Primary Trade Area 2

Figure 23 shows the reported gap analysis for each significant retail category in the primary and extended trade areas. Surpluses are shown in red. Focus Area Two, located in the northeast corner of Shelby County, is a Primary Trade Area with a total leakage of \$69,453,734 for all retail trade categories, including food and drink. The only two surpluses identified in this area include gasoline stations (-\$1,648,030) and cafeterias, grill buffets, and buffets (-\$39,856). Despite these surpluses, the rest of the categories reported substantial leakages, including food and beverage stores (\$10,602,511)

- Food services and drinking places (\$8,540,160), specifically restaurants and other eating places, contributed a leakage of (\$7,253,549), with a similar demand in full-service restaurants (\$3,237,624) and limited-service restaurants (\$3,414,648)
- General merchandise stores (\$7,875,247)

Food and beverage stores comprise establishments generally known as supermarkets and grocery stores. The leakage in this category indicates that residents are traveling to other areas, such as Greenwood, New Palestine, or Greenfield, for these services. The Food Services and Drinking Places category also reported a leakage revealing potential for full and limited-service restaurants. Other industries that revealed a leakage include building materials, garden equipment and supplies dealers, clothing and clothing accessories stores, and health and personal care stores.

## Extended Trade Area for Focus Area Two

The Extended Trade area captured spending within a 15-minute drive from Focus Area Two. The Extended Trade Area had a total leakage of \$226,328,972. No surpluses were identified in the Primary Trade Area for Focus Area One, which indicates potential demand for other retail categories. Other leakages were identified in the following categories:

- Food and beverage store (\$35,380,472)
- Food services and drinking places (\$23,171,614), specifically restaurants and other eating places, contributed a leakage of (\$20,736,760), with a higher leakage in limited-service restaurants (\$10,603,285)
- Motor vehicle and parts dealer (\$22,836,248)
- Building materials and garden equipment and supplies dealers (\$21,565,418)

## RETAIL GAP ANALYSIS FOR FOCUS AREA THREE: WALDRON TRADE AREAS

An analysis of Shelby County's population trends, commuter patterns, daytime population, and public input revealed two distance-based trade areas. The two trade areas identified were:

- **Primary Trade Area (Ten-Minute Drive):** The Primary Trade Area was defined as a ten-minute drive from the South I-74 interstate and the southeast boundary limits of Shelby County intersection in Focus Area Three and captured residents and employees who work and likely shop at local businesses multiple times per week.
- **Extended Trade Area (15-Minute Drive):** The Extended Trade Area was a 15-minute drive from the South I-74 interstate and the southeast boundary limits of Shelby County intersection in Focus Area Three and captured potential shoppers who may frequent businesses once or twice a month.

**FIGURE 24: SHELBY COUNTY – FOCUS AREA THREE RETAIL GAP ANALYSIS.**

| Opportunity Gap/Surplus (In Dollars)                         | Primary Trade Area | Extended Trade Area |
|--------------------------------------------------------------|--------------------|---------------------|
| Total retail trade, including food and drink                 | 35,863,423         | -85,103,522         |
| Motor vehicle and parts dealers                              | 12,954,137         | -37,421,138         |
| Furniture and home furnishings stores                        | 1,035,391          | 588,839             |
| Electronics and appliance stores                             | 840,755            | 1,789,072           |
| Building materials and garden equipment and supplies dealers | 3,263,888          | 11,372,005          |
| Food and beverage stores                                     | 3,924,890          | -5,382,889          |
| Health and personal care stores                              | 411,803            | -635,593            |
| Gasoline stations                                            | -3,544,951         | -42,955,964         |
| Clothing and clothing accessories stores                     | 2,012,039          | 9,635,615           |
| Sporting goods, hobbies, musical instruments, and bookstores | 840,085            | 2,472,312           |
| General merchandise stores                                   | 1,605,534          | -49,530,266         |
| Miscellaneous store retailers                                | 821,666            | -1,504,145          |
| Food services and drinking places (alcoholic beverages)      | 3,302,734          | -13,107,082         |
| Special food services                                        | -504,377           | -65,948             |
| Drinking places (alcoholic beverages)                        | -80,605            | 750,102             |
| Restaurants and other eating places                          | 3,887,716          | -13,791,235         |
| Full-service restaurants                                     | 2,561,906          | -65,798             |
| Limited-service restaurants                                  | 909,564            | -14,457,944         |
| Cafeterias, grill buffets, and buffets                       | 59,446             | -395,234            |
| Snack and non-alcoholic beverage bars                        | 356,801            | 1,127,740           |

## Primary Trade Area

Figure 24 shows the reported gap analysis for each significant retail category in the primary and extended trade areas. Surpluses are shown in red. Focus Area Three, the Primary Trade Area, had a total leakage of \$35,863,423 for all retail trade categories, including food and drink. Surpluses identified in this area included gasoline stations (-\$3,544,951); other categories with surpluses are classified under food services and drinking places, including special food services (-\$504,377) and drinking places (-\$80,605). Although special food services and drinking places reflected surpluses, the category of food services and drinking places illustrated a leakage of \$3,302,734. Other categories that reported leakages include:

- Motor vehicle and parts dealers (\$12,954,137)
- Food and beverage store (\$3,924,890)
- Building materials and garden equipment and supplies dealers (\$3,263,888)
- Clothing and clothing accessories stores (\$2,012,039)

Motor vehicle and part dealer stores reported the most significant leakage out of all the categories. The considerable leakage in motor vehicles and parts dealers indicates that residents are traveling to nearby areas for this service. Further examination in this category revealed a leakage in automobile dealers (\$10,722,861), especially for new car dealers. The Honda Manufacturing being within 10 miles from Focus Area Three could be a reason for the leakage reflection in this category.

## Extended Trade Area

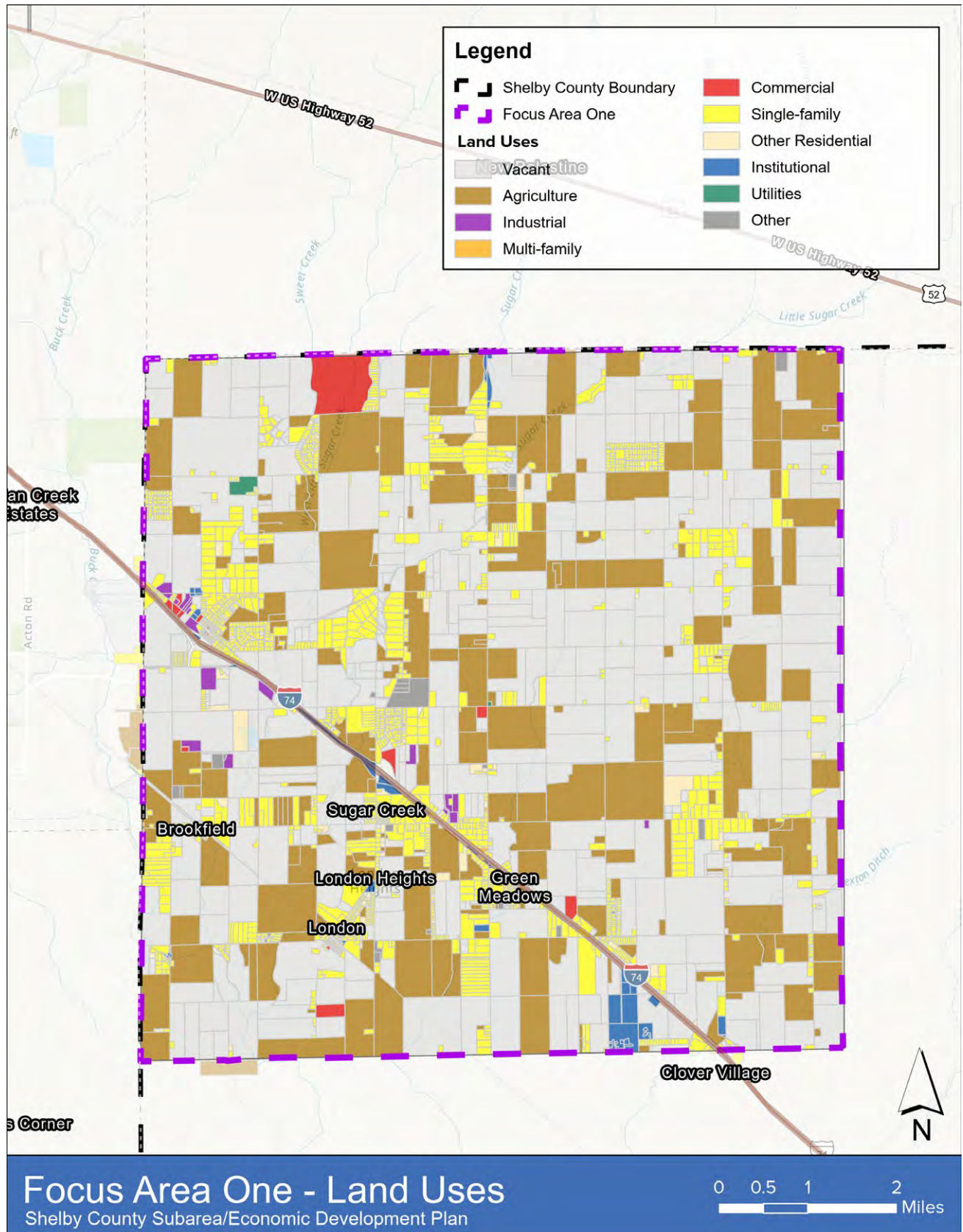
The Extended Trade Area captured spending within a 15-minute drive from Focus Area Three. Unlike Focus Areas One and Two, the Extended Trade Area for Focus Area Three reflected a surplus. The total surplus reflected was -\$85,103,522. In this trade area, there were more surpluses reflected than leakages. The major leakage reported was in building materials, garden equipment, and supplies dealers (\$11,372,005) and clothing and clothing accessories stores (\$9,635,615). Other major surpluses were reported in the following categories:

- General merchandise stores (-\$49,530,266)
- Gasoline stations (-\$42,955,964)
- Restaurants and other eating places (-\$13,791,235), specifically under the limited-service restaurants (-\$14,457,944)
- Food and beverage stores (-\$5,382,889)

## LAND USE ANALYSIS – FOCUS AREA ONE: MORAL TOWNSHIP (NORTHWEST)

- Focus Area One is located in the northwest corner of the county boundaries. Focus Area One boundaries are the entire Moral Township, including West County Road 1200 North, North County Road 300 West, West County Road 600 North, and North County Road 900 West. Agriculture and vacant parcels are mainly seen within the area, but other land uses include residential. This focus area has shown recent investments, with the Five Below warehouse open in 2022 and located in northwest Shelby County near the Pleasant View exit on the I-74 interstate. The I-74 interstate runs through Focus Area One, connecting it northwest to Indianapolis and in the southeast to Shelbyville and Greensburg.

FIGURE 25: SHELBY COUNTY – FOCUS AREA ONE LAND USE.



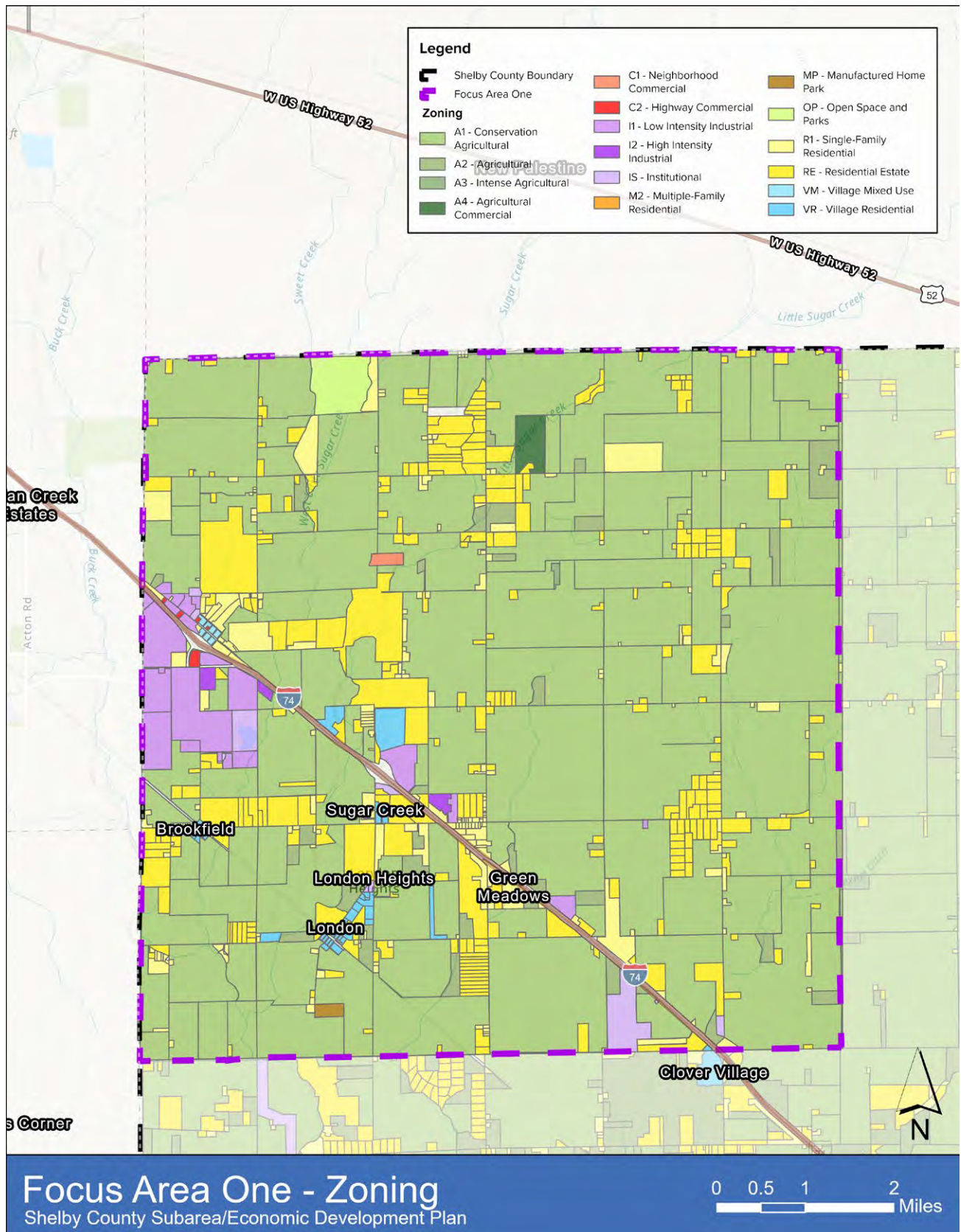
## FOCUS AREA ONE | EXISTING ZONING

There were 16 zoning districts identified in Focus Area One. The largest district identified was the A1 – Conservation Agricultural at 76.0 percent of the total acreage. The second largest district was RE – Residential Estate at 11.8 percent of the total acreage, followed by the R1 – Single-family Residential at 3.9 percent. Commercial and Industrial zoning districts currently occupy minimal zoning acreages. While there are various zoning districts, understanding their codes and regulations will help guide any future economic development within this area.

**FIGURE 26: FOCUS AREA ONE – ZONING DISTRICTS PERCENTAGE TOTALS.**

| Focus Area One                   |                 |              |
|----------------------------------|-----------------|--------------|
| Zoning                           | Acres           | Percent (%)  |
| A1 - Conservation Agricultural   | 18,460.6        | 76.0         |
| A2 - Agricultural                | 585.7           | 2.4          |
| A3 - Intense Agricultural        | 7.1             | 0.0          |
| A4 - Agricultural Commercial     | 78.4            | 0.3          |
| C1 - Neighborhood Commercial     | 18.9            | 0.1          |
| C2 - Highway Commercial          | 12.6            | 0.1          |
| I1 - Low Intensity Industrial    | 650.1           | 2.7          |
| I2 - High Intensity Industrial   | 40.9            | 0.2          |
| IS - Institutional               | 192.2           | 0.8          |
| M2 - Multiple-family Residential | 0.9             | 0.0          |
| MP - Manufactured Home Park      | 18.3            | 0.1          |
| OP - Open Space and Parks        | 160.2           | 0.7          |
| R1 - Single-family Residential   | 953.9           | 3.9          |
| RE - Residential Estate          | 2,869.5         | 11.8         |
| VM - Village Mixed Use           | 14.0            | 0.1          |
| VR - Village Residential         | 211.9           | 0.9          |
| <b>Total</b>                     | <b>24,275.2</b> | <b>100.0</b> |

FIGURE 27: SHELBY COUNTY – FOCUS AREA ONE ZONING MAP.



## FOCUS AREA ONE | EXISTING LAND USE

Land uses in Focus Area One included a diverse development base: commercial, industrial, institutional (government, religious, non-profit, schools, etc.), single-family residential, utilities, agriculture, multi-family residential, and vacant parcels. It is important to note that the zoning district types do not coincide with the existing base of various land uses. The majority of Focus Area One is classified as vacant and agricultural land uses, with marginal sections of industrial land use. Most of the focus areas were classified as vacant and agricultural. Industrial land uses were also identified, specifically the industrial area of the new Five Below warehouse, J.T. International Distribution Inc., H.I.S. Construction, etc. Institutional land uses in this area are churches, parks, and the Triton Central High School School District. Other types of land uses found included a minimal amount of parcels classified as commercial, multi-family, and utilities.

## FOCUS AREA ONE | INFRASTRUCTURE

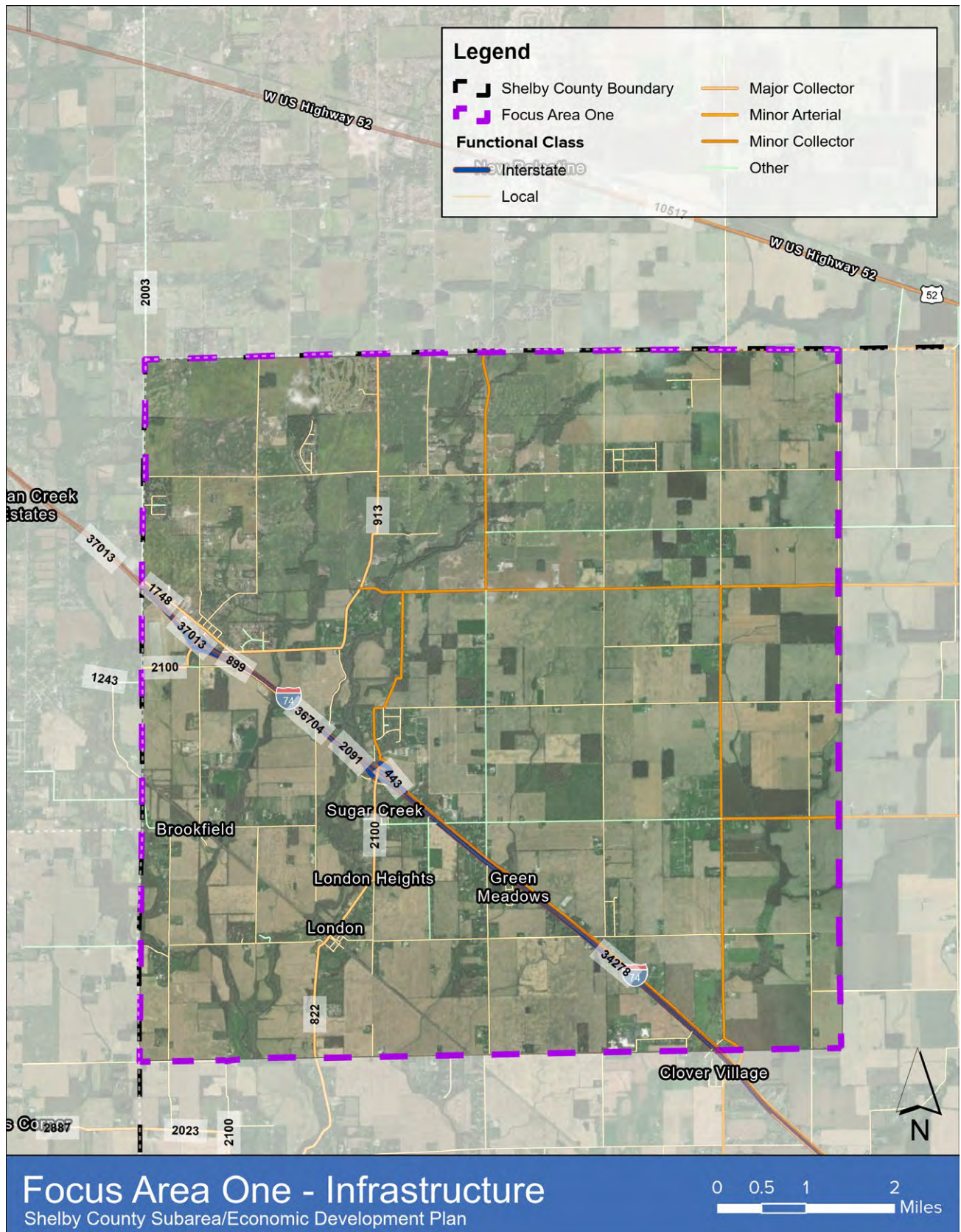
Focus Area One has roughly 37,000 annual average daily traffic (AADT) through the site along the I-74 interstate. AADT is the total volume of vehicle traffic on a highway or road for a year divided by 365 days.<sup>16</sup> In Indiana, it is calculated by the Indiana Department of Transportation (INDOT). Another major collector is North County Road 700 West, with approximately 2,100 AADT. As previously mentioned, the I-74 interstate runs through the Focus Area One, visible from the I-74 interstate, which could attract a much higher AADT with future development around the area.

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Source: [What is AADT? Explaining Annual Average Daily Traffic Data.](#)

FIGURE 28: SHELBY COUNTY – FOCUS AREA ONE ROAD INFRASTRUCTURE MAP.



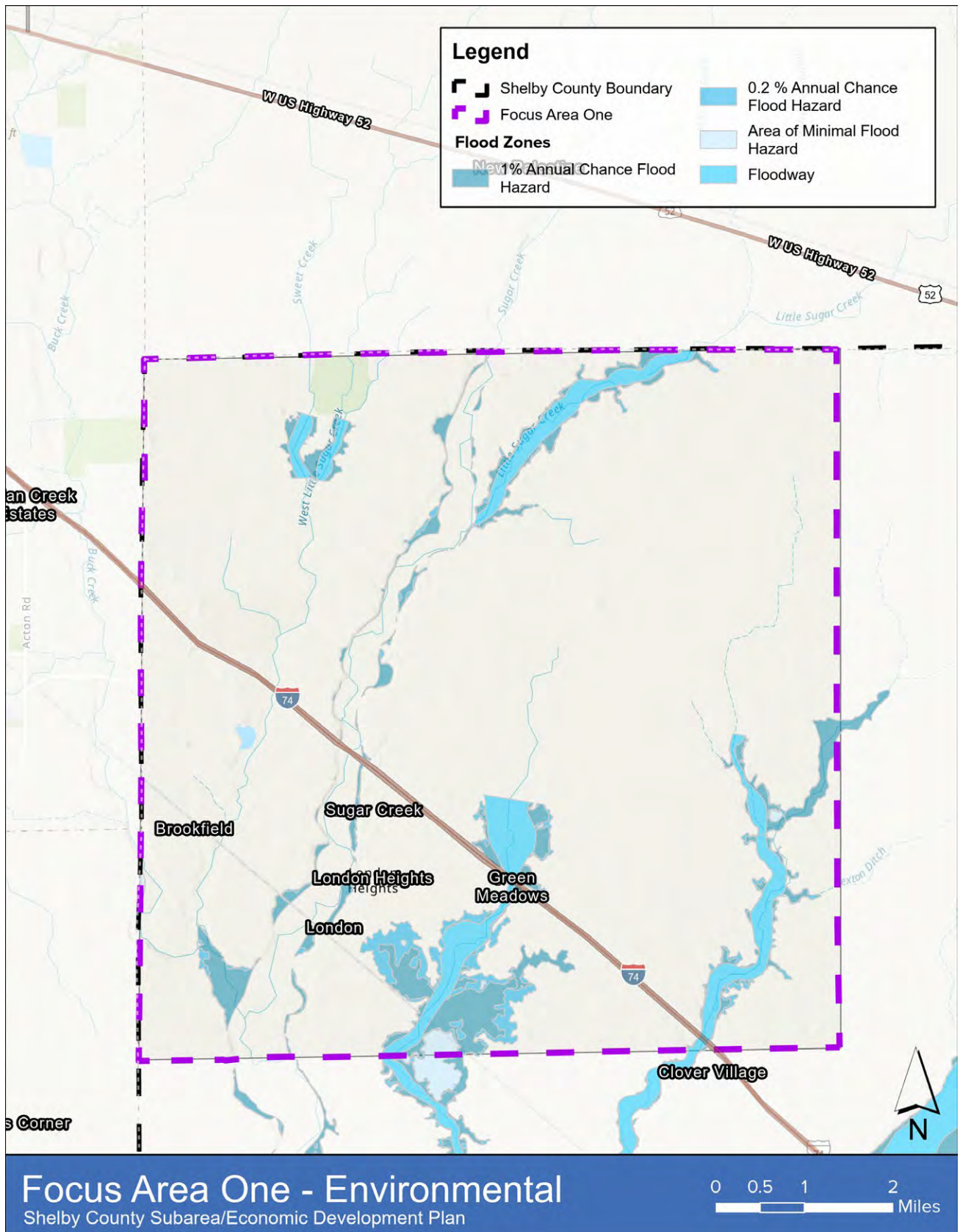
## **FOCUS AREA ONE | FLOODPLAIN AND ENVIRONMENTAL ISSUES**

Focus Area One contains Flood Zone AE, predominately located along Sugar Creek, with base flood elevations provided within this zone. A 100-year flood zone (Flood Zone A) along West Little Sugar Creek. Zone A is an area with a one percent annual chance of flooding and a 26 percent chance of flooding over the life of a 30-year mortgage. Flood Zone X is also located in a few areas within this focus area. Zone X is considered an area of moderate flood hazard, usually between the limits of the 100-year- and 500-year flood hazards.<sup>17</sup>

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<sup>17</sup> Source: [FEMA](#).

FIGURE 29: SHELBY COUNTY – FOCUS AREA ONE ENVIRONMENTAL MAP.



## **FOCUS AREA ONE | ELECTRICITY AND BROADBAND**

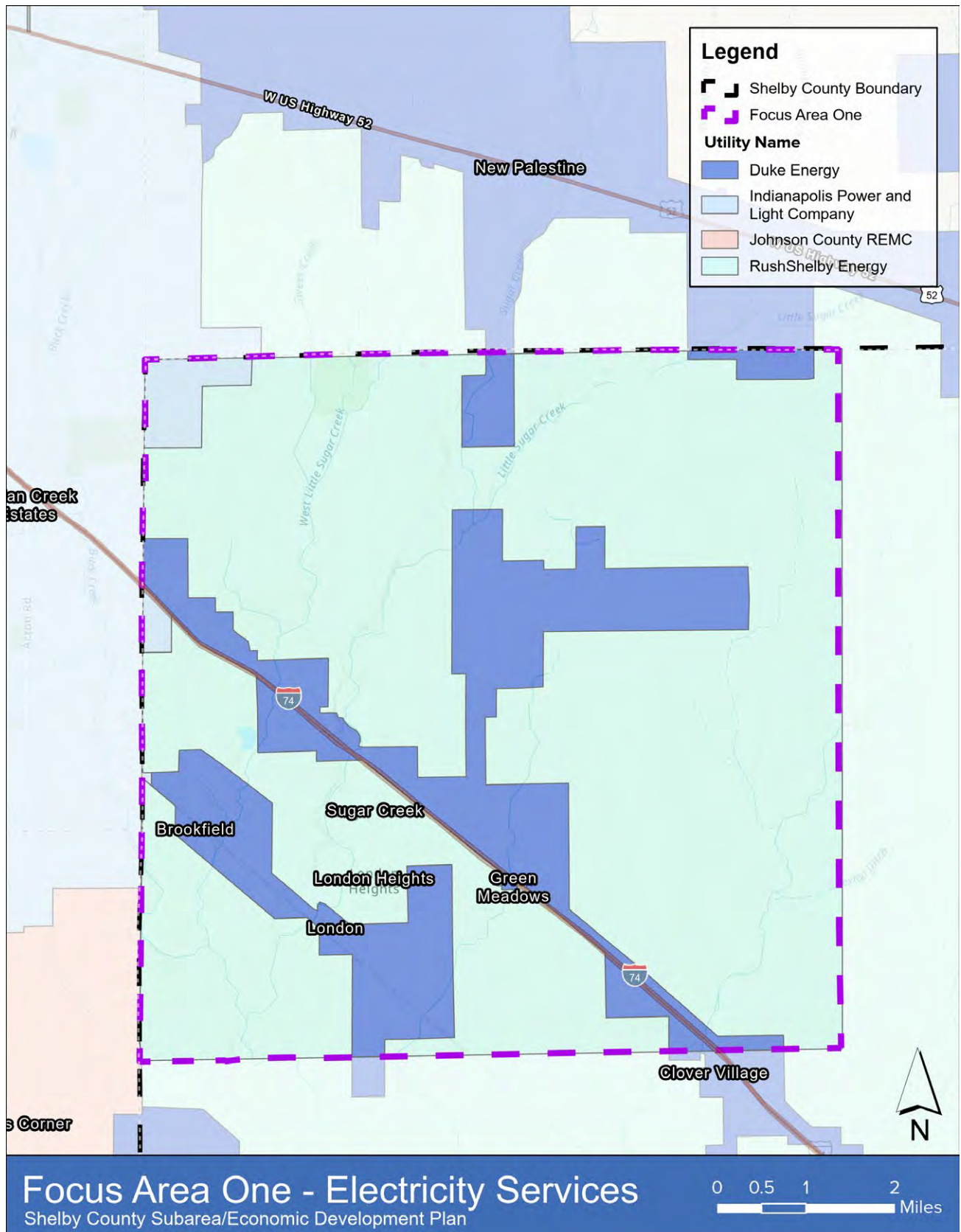
Focus Area One is serviced by two energy providers covering utility services for the residents of this area. RushShelby Energy and Duke Energy share the service district; specifically, RushShelby Energy serves more than 14,000 meters in all of Rush County and Shelby County.<sup>18</sup> Duke Energy and the Indiana Power of Light (IPL) also serve focus area one and other surrounding areas.

Focus Area One has multiple providers of broadband services, including Internet Communications Incorporated, Central Indiana Communications, Indiana Bell Telephone Company, and Frontier Communications Corporation.

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<sup>18</sup> Source: [RushShelby Energy](#).

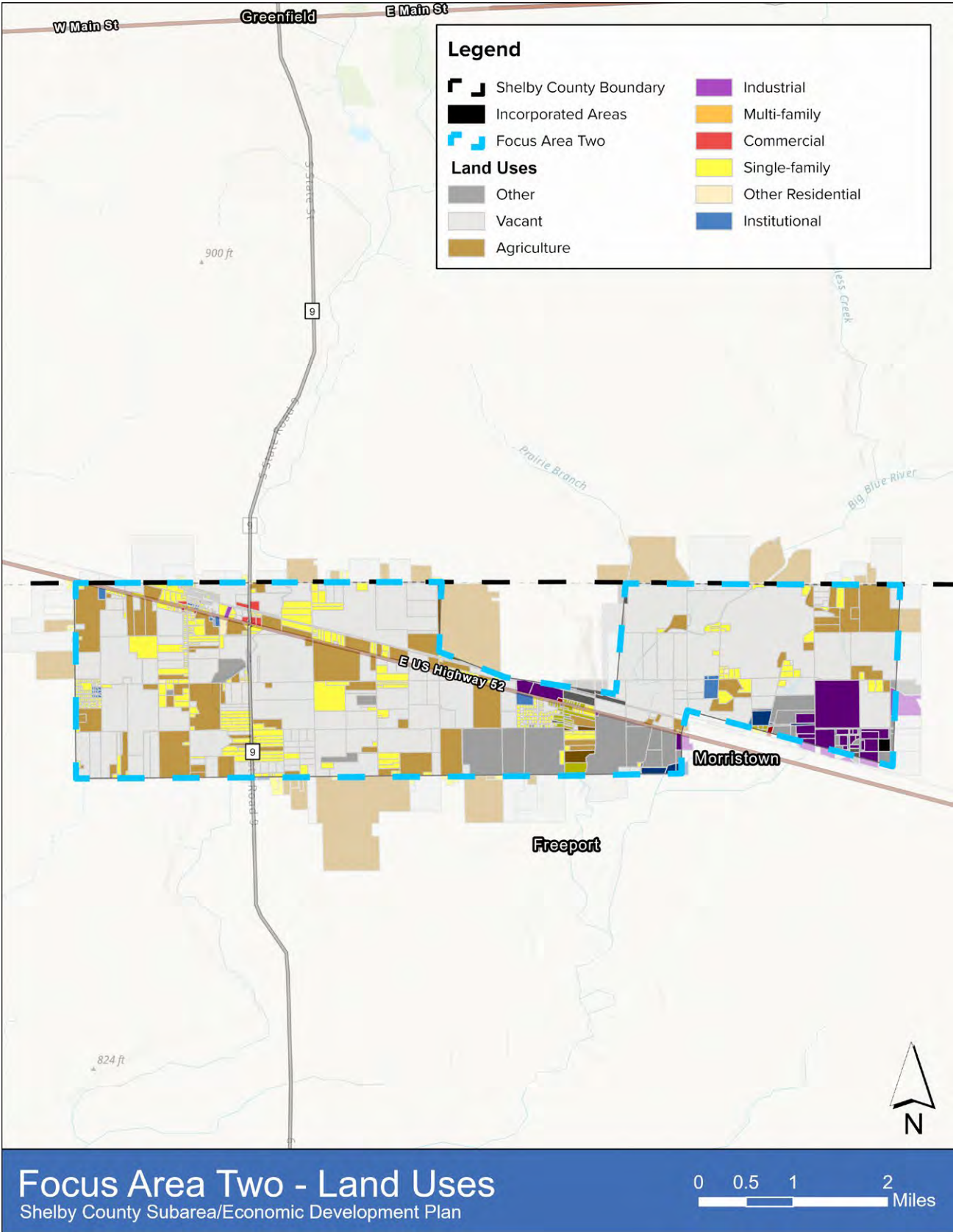
FIGURE 30: SHELBY COUNTY – FOCUS AREA ONE ELECTRIC SERVICE.



## **LAND USE ANALYSIS – FOCUS AREA TWO: MORRISTOWN (NORTHEAST)**

Figure 31 depicts focus area two along the county boundary, located near Fountaintown and Morristown. The vast amount of vacant parcels provides economic development opportunities in Focus Area Two, specifically, the vacant parcels found along East US Highway 52. East US Highway 52 is a significant corridor that transverses Focus Area Two, providing easy access to the nearby communities of Rushville, New Palestine, and Indianapolis.

FIGURE 31: SHELBY COUNTY – FOCUS AREA TWO LAND USES.



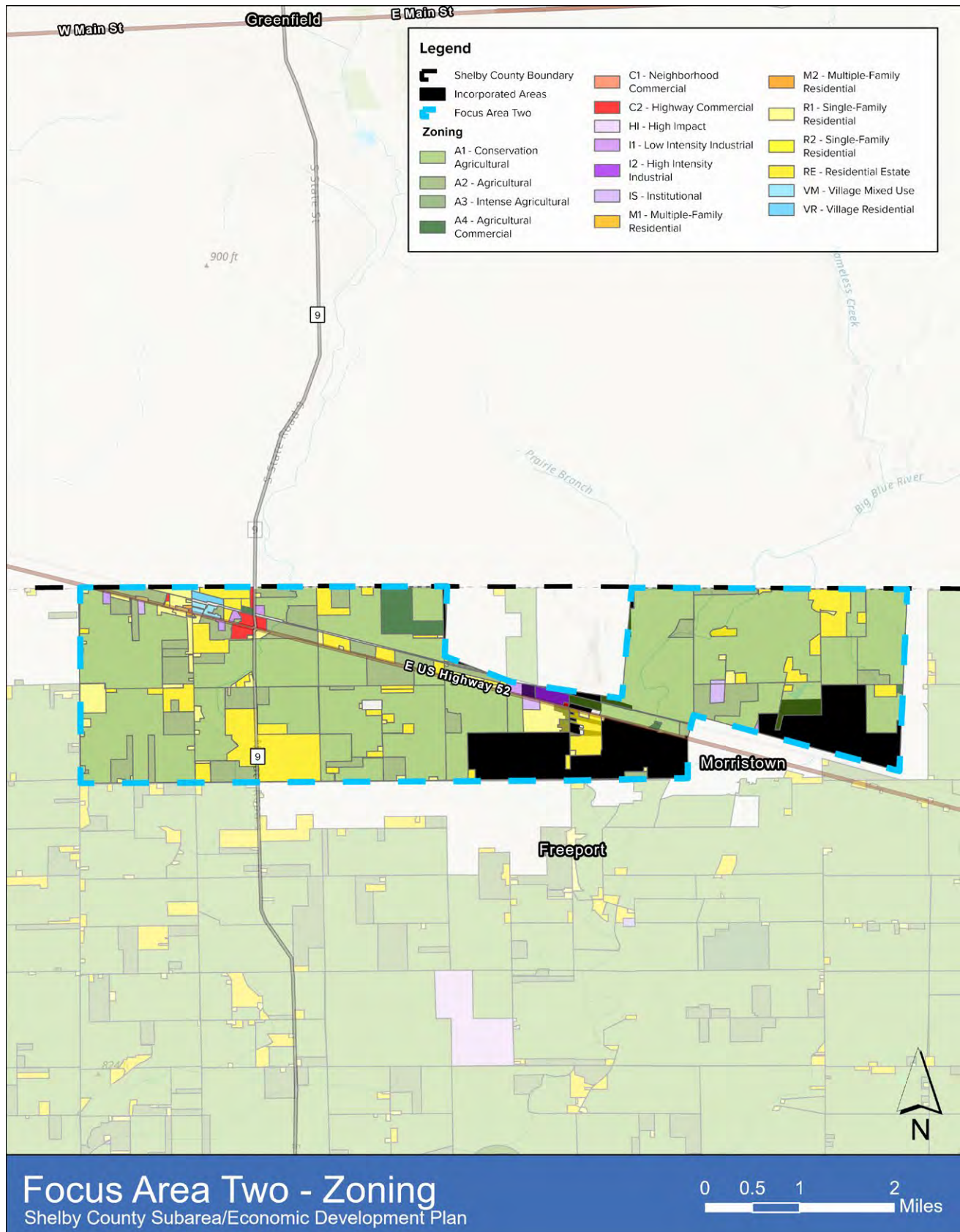
## FOCUS AREA TWO | EXISTING ZONING

There were 15 zoning districts identified in the Focus Area Two. The largest district identified was the A1 – Conservation Agricultural at 71.7 percent of the total acreage. The second largest district was A2 – Agricultural at 10.5 percent of the total acreage, followed by the RE – Residential Estate at 10.2 percent. Compared to Focus Area One, Focus Area Two had a slightly higher percentage in A4 – Agricultural Commercial at 1.06 percent. Focus Area Two did not contain OP – Open Space and Parks zoning districts.

FIGURE 32: FOCUS AREA TWO – ZONING DISTRICTS PERCENTAGE TOTALS.

| Focus Area Two                   |                 |              |
|----------------------------------|-----------------|--------------|
| Zoning                           | Acres           | Percent (%)  |
| A1 - Conservation Agricultural   | 5,972.5         | 71.7         |
| A2 - Agricultural                | 870.0           | 10.5         |
| A3 - Intense Agricultural        | 7.10            | 0.1          |
| A4 - Agricultural Commercial     | 134.3           | 1.6          |
| C1 - Neighborhood Commercial     | 1.0             | 0.0          |
| C2 - Highway Commercial          | 41.8            | 0.5          |
| I1 - Low Intensity Industrial    | 44.4            | 0.5          |
| I2 - High Intensity Industrial   | 23.3            | 0.3          |
| IS - Institutional               | 54.7            | 0.7          |
| M1 - Multiple-family Residential | 1.2             | 0.0          |
| M2 - Multiple-family Residential | 0.9             | 0.0          |
| R1 - Single-family Residential   | 300.7           | 3.6          |
| RE - Residential Estate          | 845.9           | 10.2         |
| VM - Village Mixed Use           | 14.7            | 0.2          |
| VR - Village Residential         | 12.2            | 0.1          |
| <b>Total</b>                     | <b>8,325.21</b> | <b>100.0</b> |

FIGURE 33: SHELBY COUNTY – FOCUS AREA TWO ZONING MAP.



## **FOCUS AREA TWO | EXISTING LAND USE**

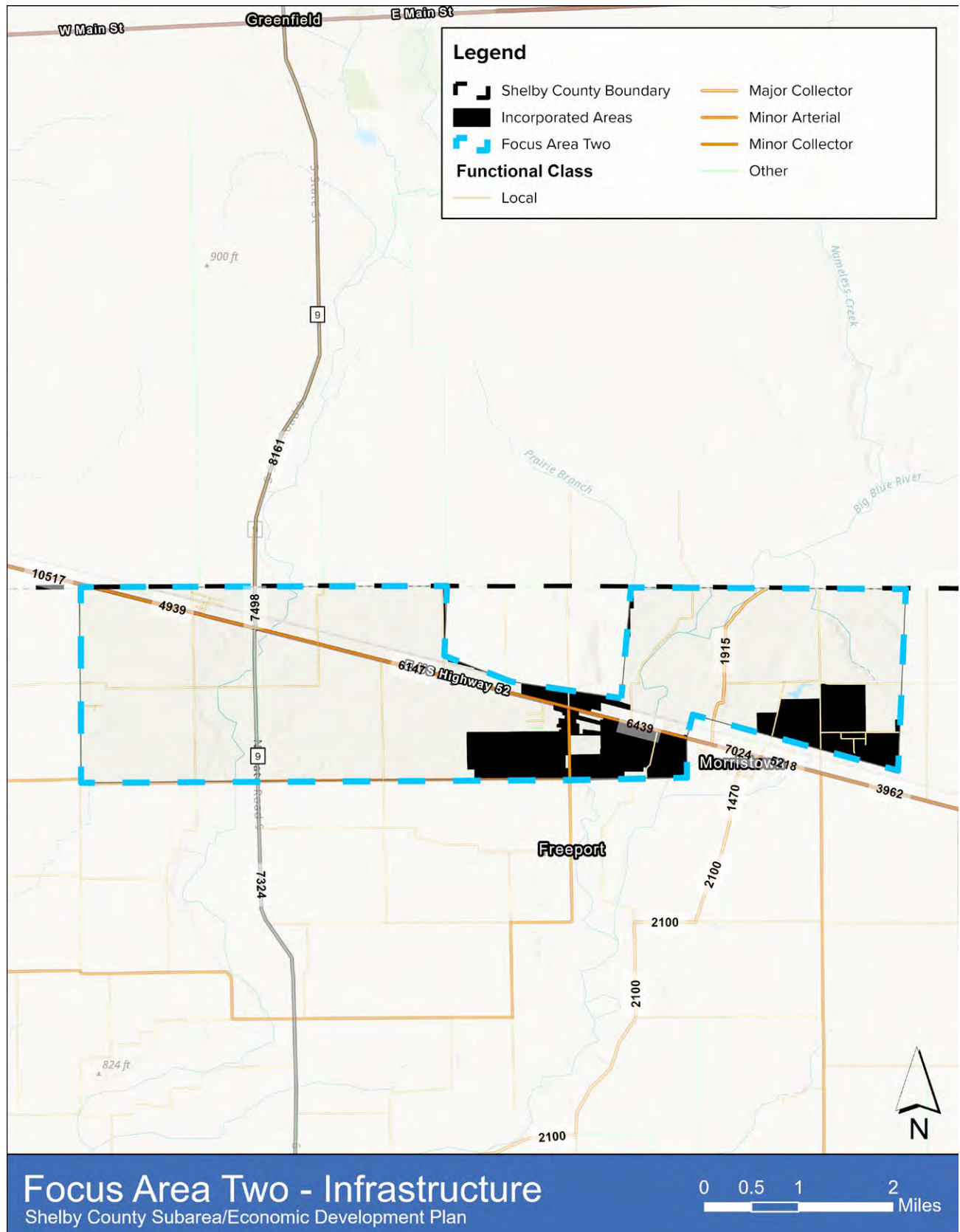
Focus Area Two contains diverse land uses: commercial, industrial, institutional (government, religious, non-profit, schools, etc.), single-family residential, agriculture, multi-family residential, and vacant parcels.

The majority of Focus Area Two contains vacant and agricultural properties, with limited amounts of low-density residential and industrial properties. Primary industrial uses include established companies, including the WM – Crossroad Eco Center, Morristown Express, JJJ Container Services, Bunge, etc.

## **FOCUS AREA TWO | INFRASTRUCTURE**

Focus Area Two contains the East US Highway 52 corridor, a major collector with 7,000 AADT. Additionally, State Road 9 serves as the other primary major collector for the area, generating approximately 8,200 AADT. The level of AADT found for both major corridors demonstrates the existing traffic patterns in Focus Area Two to nearby cities of New Palestine, Indianapolis, and Rushville.

FIGURE 34: SHELBY COUNTY – FOCUS AREA TWO ROAD INFRASTRUCTURE MAP.



## **FOCUS AREA TWO | FLOODPLAIN AND ENVIRONMENTAL ISSUES**

In Focus Area Two, Flood Zone AE runs along Big Blue River and Brandywine Creek, and the base flood elevations have been calculated and provided within this zone. The subject Flood Zone AE is surrounded by a 100-year flood zone, or Flood Zone A. These types of flood zones found in Zone A contain areas with a one percent annual chance of flooding and a 26 percent chance of flooding over the life of a 30-year mortgage.

Focus Area Two has a marginal amount of Flood Zone X and is located in a few areas within this focus area, most arising from Flood Zone AE. Zone X is considered an area of moderate flood hazard, usually between the limits of the 100-year- and 500-year flood hazards.<sup>19</sup>

An essential consideration for economic development in Focus Area Two is the lack of physical impediments, specifically, the limited amount of properties with any delineated flood zones or topography along East US Highway 52, which provides a prime area for future development.

## **FOCUS AREA TWO | ELECTRICITY AND BROADBAND**

Focus Area Two has two energy providers, RushShelby Energy and Duke Energy.

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19 Source: [FEMA](#)

FIGURE 35: SHELBY COUNTY – FOCUS AREA TWO ENVIRONMENTAL MAP.

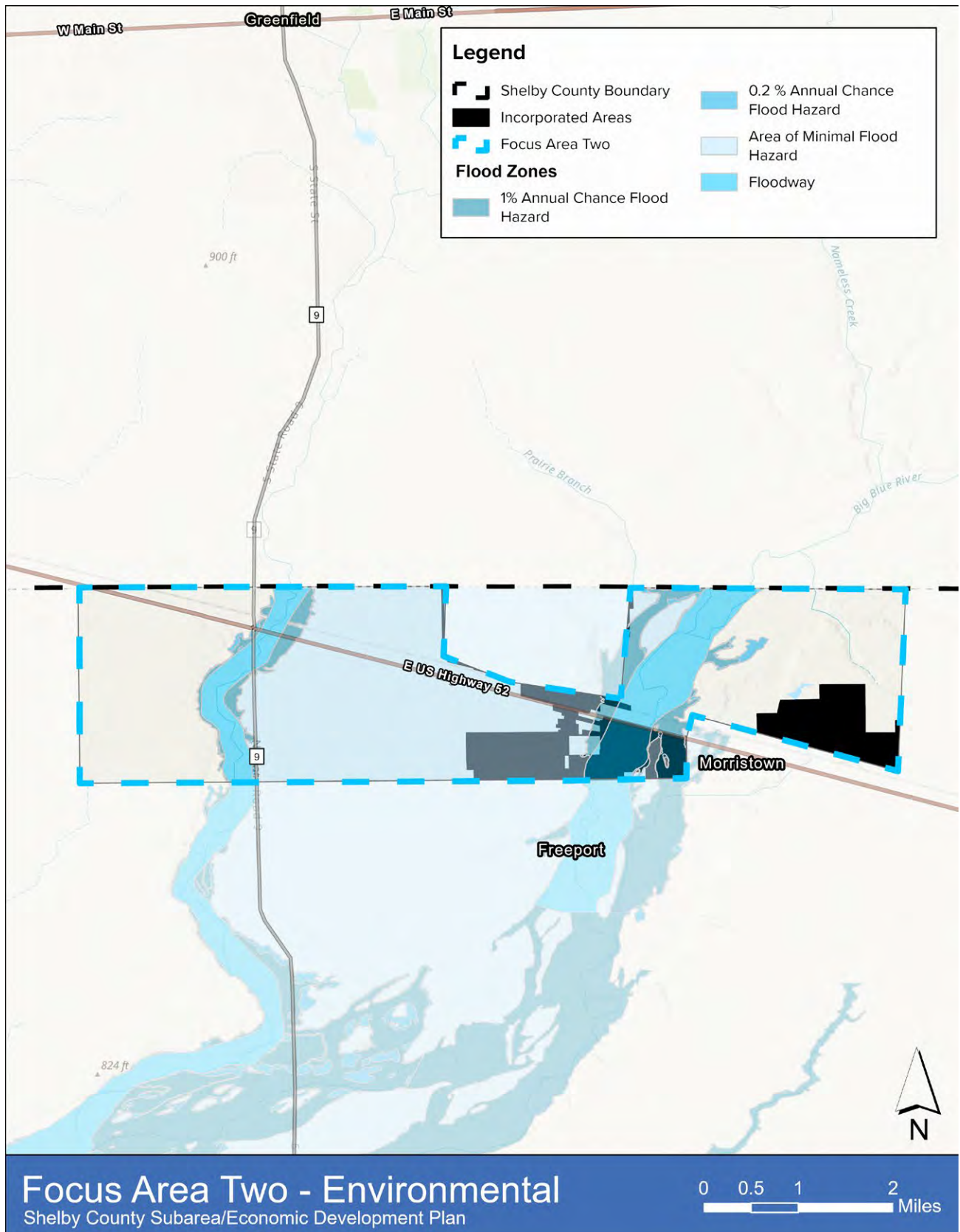
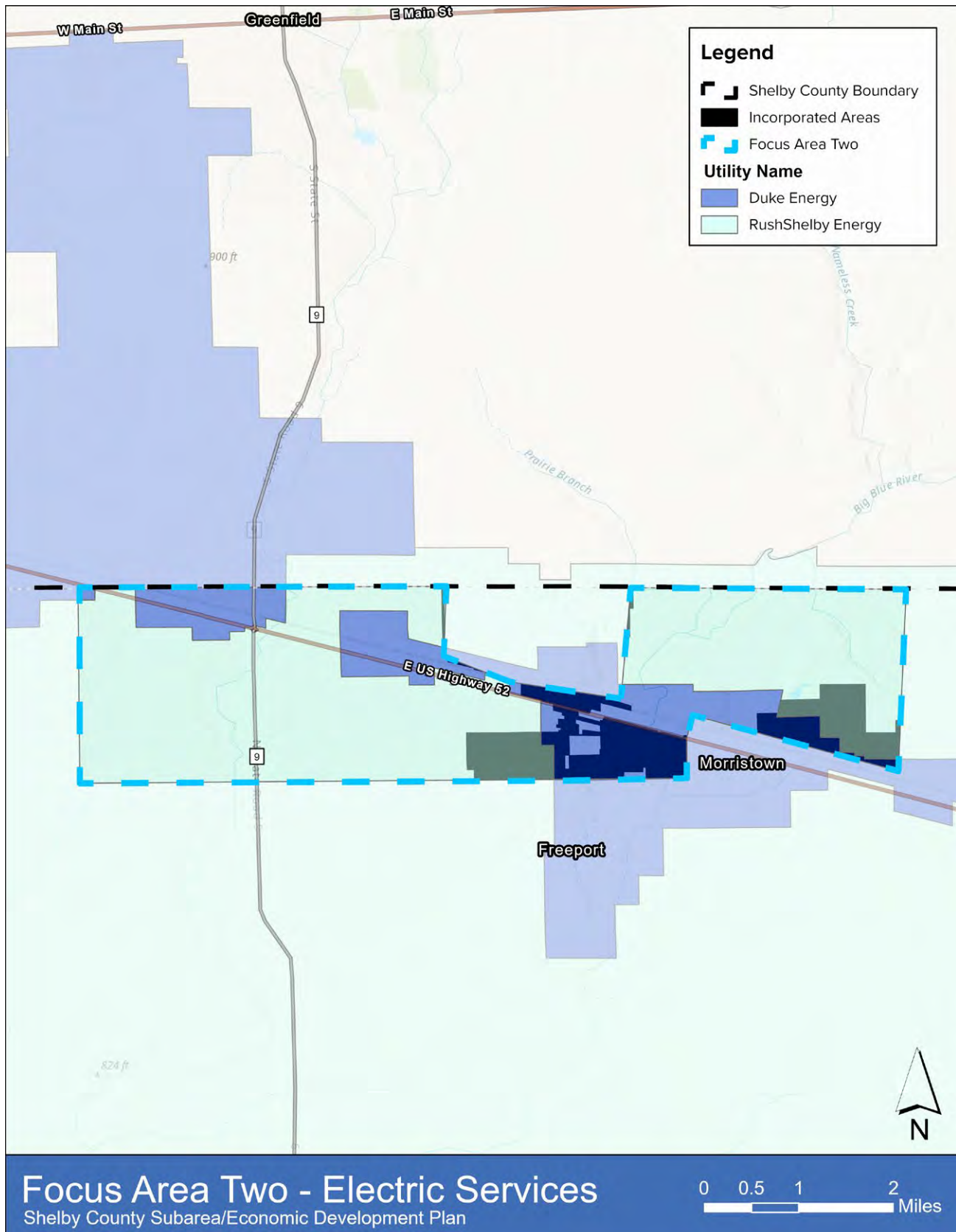


FIGURE 36: SHELBY COUNTY – FOCUS AREA TWO ELECTRIC SERVICE.

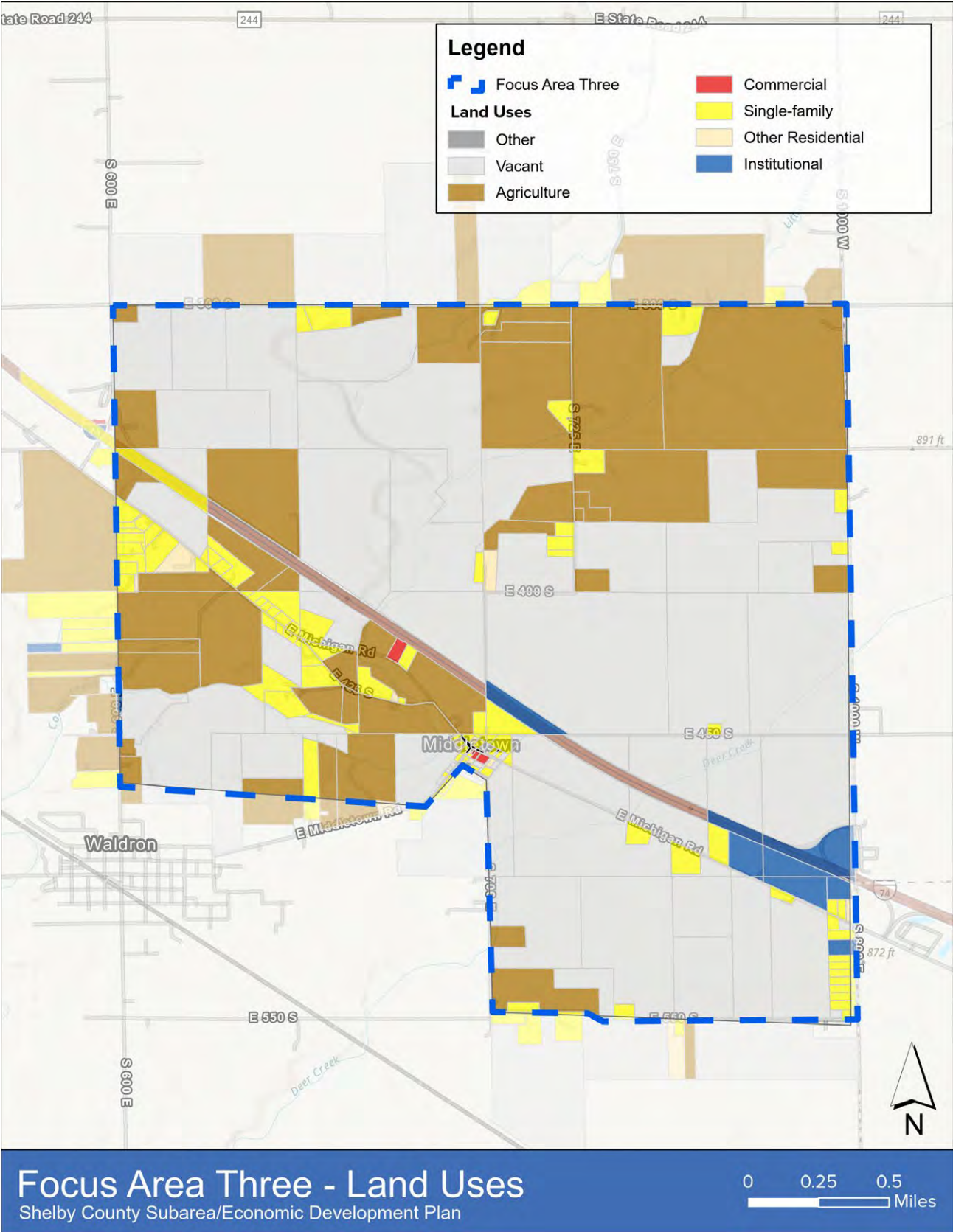




### **LAND USE ANALYSIS – FOCUS AREA THREE: WALDRON (SOUTHEAST)**

Focus Area Three is located approximately five miles southeast of Shelbyville. I-74 Interstate runs across the area, connecting this area to Greensburg and other larger cities to the north of the area. Focus Area Three has a marginal level of development on Interstate 74, which is currently rural residential and agricultural practices, but has prime opportunities for future development along Interstate 74, with great economic development and convenient access at Exit 123.

FIGURE 37: SHELBY COUNTY – FOCUS AREA THREE BOUNDARY.



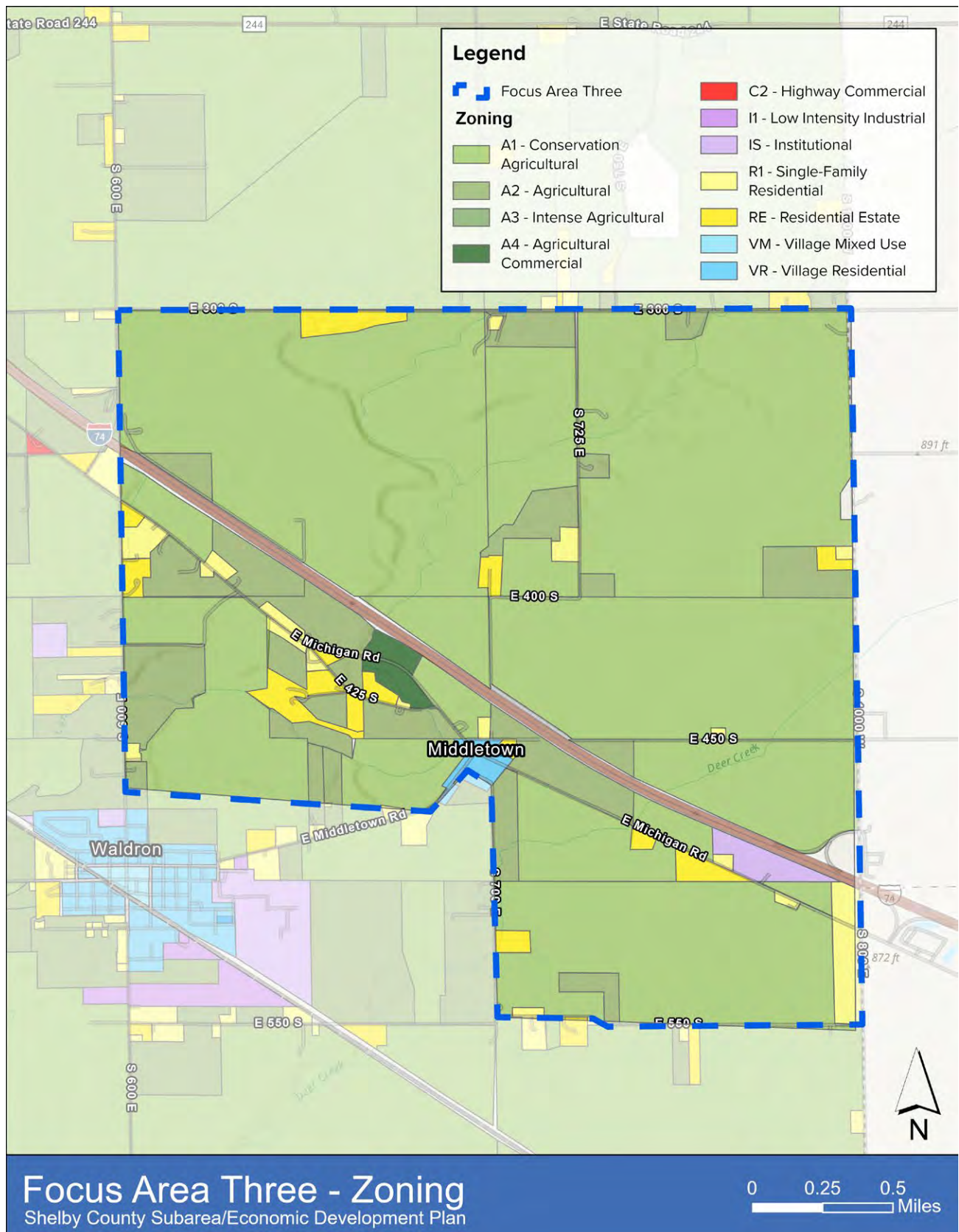
### FOCUS AREA THREE | EXISTING ZONING

Focus Area Three contains seven zoning districts: Conservation Agricultural, Agricultural, Agricultural Commercial, Institutional, Single-family Residential, Residential Estate, and Village Residential. The zoning district A1 – Conservation Agricultural occupies 80.3 percent of the focus area, followed by A2 – Agricultural with 12.4 percent.

FIGURE 38: FOCUS AREA THREE – ZONING DISTRICTS PERCENTAGE TOTALS.

| Focus Area Three               |          |             |
|--------------------------------|----------|-------------|
| Zoning                         | Acres    | Percent (%) |
| A1 - Conservation Agricultural | 2,525.2  | 80.3        |
| A2 - Agricultural              | 390.8    | 12.4        |
| A4 - Agricultural Commercial   | 18.0     | 0.6         |
| IS - Institutional             | 17.5     | 0.6         |
| R1 - Single-family Residential | 80.0     | 2.5         |
| RE - Residential Estate        | 96.9     | 3.1         |
| VR - Village Residential       | 14.4     | 0.5         |
| Total                          | 3,143.14 | 100.0       |

FIGURE 39: SHELBY COUNTY – FOCUS AREA THREE ZONING MAP.



### **FOCUS AREA THREE | EXISTING LAND USE**

Focus Area Three is predominately agricultural land uses and associated rural residential dispersed throughout the area. The area has marginal and limited commercial and institutional land uses.

### **FOCUS AREA THREE | INFRASTRUCTURE**

Focus Area Three has a high volume of traffic produced on Interstate 74, capturing approximately 26,044 AADT. A secondary collector found in the area is East Michigan Road, which captures approximately 1,480 AADT. The interstate I-74, in the subject focus area, serves as the major connection to the nearby communities of Shelbyville and Greensburg.

FIGURE 40: SHELBY COUNTY – FOCUS AREA THREE ROAD INFRASTRUCTURE MAP.



### **FOCUS AREA THREE | FLOODPLAIN AND ENVIRONMENTAL ISSUES**

Focus Area Three contains a 100-year flood zone, Zone A, that was identified along Conns Creek. Zone A is an area with a one percent annual chance of flooding and a 26 percent chance of flooding over the life of a 30-year mortgage.<sup>20</sup>

### **FOCUS AREA THREE | ELECTRICITY AND BROADBAND**

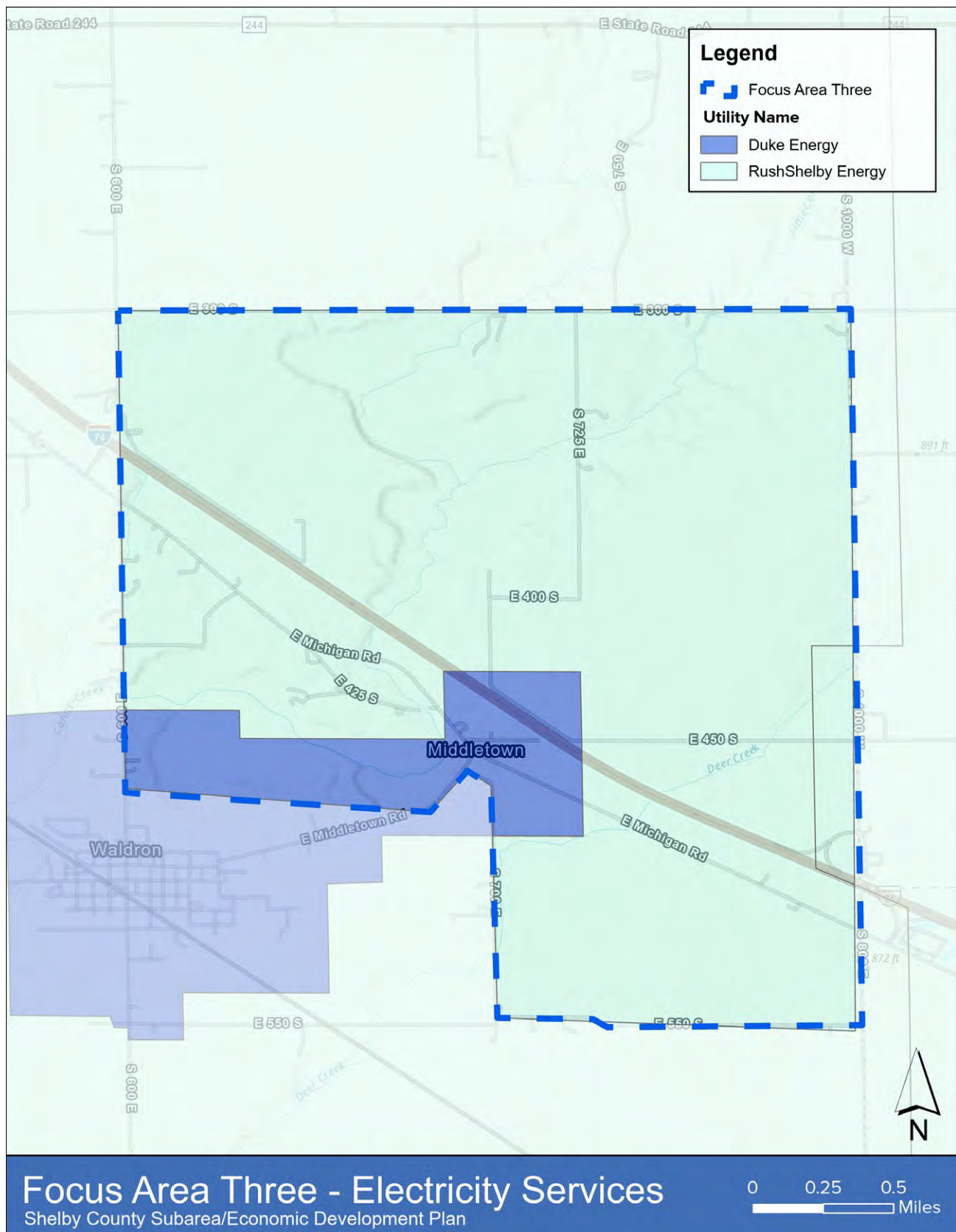
Focus Area Three has two energy providers, RushShelby Energy and Duke Energy, which share the coverage area found in the subject area.

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20 Source: [FEMA](#).



FIGURE 42: SHELBY COUNTY – FOCUS AREA THREE ELECTRIC SERVICE.





## WHAT THIS ANALYSIS TELLS US

The Subarea Economic Development Plan for Shelby County identified three focus areas in the county's northwest, northeast, and southeast portions. This analysis focused on each focus area's Retail Gap Analysis and existing infrastructure and natural features. The retail gap analysis suggested opportunities for attracting businesses in specific categories to meet unmet demand—the existing infrastructure and natural features analysis insights into the existing zoning and potential for economic development. Floodplain zones were also analyzed. Attention to floodplain zones and infrastructure can guide future development decisions. RushShelby Energy and Duke Energy service all three focus areas. Multiple broadband service providers are present in each focus area, supporting potential economic development.

