

## Draft Outline: Project Analysis and Review

### Maple Leaf Performing Arts Center

Version 2017-10

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- **FORWARD.** In the absence of a documented county government policy and process that supports project analysis and decision making, the outline for this analysis was adapted from the Army’s Military Decision Making Process (MDMP). The intent was to experiment with a format that might be useful for wider-scale application. A “project” in civilian terms is similar to an “operation or mission” in a military context. [More Information – Army Example. Joint Operation \(Military Services\) Planning Process.](#)
  - **BACKGROUND.** On April 9, 2017, Brown County Redevelopment Commission (RDC) members attended a presentation that outlined the concept for the Maple Leaf Performing Arts Center (MLPAC). In a follow-up contact following the presentation, the RDC reinforced their support for the concept and the importance of aligning the project in context of a county plan and strategy. The RDC had no further involvement in the project. An RDC member continued to attend project meetings as an interested individual and not as an RDC representative or liaison.
  - At the July 13, 2017, RDC meeting, a County Commissioner stated that the initial process that was outlined by the county attorneys was changed to the extent that project reviews and approval no longer required the involvement of the RDC. An updated outline and timeline has yet to be shared with the public.

- *The process outlined by Barnes and Thornburg included an establishment of a three-member Redevelopment Authority (RDA) appointed by the commissioners. It is not known at this time what if anything replaces the functions of an RDA.*
  - The general duties of the RDC include the following:
    - Investigate, survey and study areas in the unit that need redevelopment.
    - Study and combat the factors causing an area to need redevelopment.
    - Select and acquire areas needing redevelopment or economic development areas
    - **Description. Redevelopment Authority (RDA)** means a three-member body created by a local government unit for the purpose of acting as a lessor to enable redevelopment commissions to undertake financings in the form of a lease and thereby avoid debt limit restrictions.”
- Reference:** Barnes and Thornburg: [Handbook for Indiana Redevelopment Commission Members and Their Attorneys](#)

**PURPOSE:**

- Review the proposed concept, acquisition and management of a county owned music venue. The project requires a \$10.2 million dollar bond and liability rests with county taxpayers. The principal and interest payments on the bond will be paid for with the innkeeper’s tax which is a 5 percent tax paid by any visitor who stays in a Brown County inn or hotel.

**COORDINATING ASSUMPTIONS**

- The Commissioners (aka, Executive Administrative Branch ) and the Council ( aka, The elected officials that are responsible for the checkbook, among all other things fiduciary), would be responsible for the following:
  - Have a completed, reviewed, approved, and community consensus established on a County Comprehensive Plan. This will allow them to explain how any opportunity compliments that Vision, Strategy, and Plan.
  - In context of economic development, a [Master Plan](#) is defined as “the formulation of community vision and values, and the development of long-range reports and plans necessary to implement the desires of the community.”
- Ensure transparency of all details.

- Afforded enough time to digest and ask questions by interested folks from the community.
- Ensure that individuals making decisions with public \$'s were vetted and objective and were not compromised by private profit motivations.
- Chartered/asked independent groups or consultants to verify compliance and consistency with County / Town master planning with respect to: Traffic Flow, Emergency Services (Fire & EMS) and additional loading on Law Enforcement Officers (LEO's).
- Evaluation of Counties ability to handle contingencies - terrorism &/or acts of God - (Homeland Security Checklist) - Can we handle a tornado event when there are 2,000 or more visitors in town?
- Charter/investigate a complete Risk Analysis and explain in very understandable terms who is accountable for what debts and liabilities as well as how profits and free cash will be directed and by whom with what oversight and reporting.
- Do nothing to undercut and devalue commissions and groups the Commissioners and/or Council have formed to evaluate and report on such opportunities.
- RDC will continue to apply a consistent process to include improving project assessment criteria to assure the public that development (s) aligns with the expectations of the community. The criteria include three main categories: Do No Harm, Community Values and RDC Values. (Appendix B).

## FACTS

- The revenue from the Inn Keepers tax can be used to support projects that promote tourism and can benefit local residents. There are a wide variety of tourism categories to include: History, Recreation, Adventure, Biking, Agriculture (**agritourism**), Cultural, Arts, Crafts, ecotourism, and music to name a few.
- The Maple Leaf project will lead to development of a community asset that supports the Tourism Industry and provides citizens with a music venue.
- The state legislation was created over 30 years ago allowing Brown County to create the Innkeepers Tax and Tourism Commission. The county passed an ordinance creating the commission. All of the operating guidelines specific to Brown County are in the state legislation, IC [6-9-14, Chapter 14](#). The tax must be used to promote tourism.
- By statute and local provisions, the Innkeepers tax cannot be directly appropriated by County Government. *County Government receives no direct funding from tourist related taxes.*

- As with any other economic activity in the county, income and property taxes are paid by those who make their livings in the tourism industry,
- Government owned assets do not generate property tax revenue.
- Economic Impacts - Tourism related trends: The number of private establishment in Brown County classified as “Leisure and Hospitality”<sup>1</sup> from 2005 through 2016 remained the same at 50. The number of jobs declined from 890 to 729. The average weekly wage was the lowest of private sector establishments. Ref: [IU/SPEA Graduate Student Report – Redevelopment Analysis](#), pg. 16.

Brown County -- Leisure and Hospitality		
	2005	2016
Number of Private Establishments	50	50
Jobs	890	729
Average weekly wage	\$217	\$301

- In the [2014 Strategic Plan for Economic and Community Prosperity in SouthWest Central Indiana](#), the Hospitality and Tourism Sector was identified as having 181 establishment in the region employing 3,506 employees with the lowest average wage (\$24,477) of all the sectors (Table 9, pg. 33):

Economic Clusters	Average Wage
Information and Communications Technology	\$85,582
National Security and Defense	\$76,085
Food Processing and Manufacturing	\$39,330
Transportation, Distribution, Logistics	\$46,410
Automotive heavy vehicle equipment	\$62,017
Biomedical	\$50,958
Furniture	\$36,053
Hospitality and Tourism	\$24,477

- The Inn Keepers tax is collected by any establishment providing rooms for less than a 30-day period. That includes inns, motels, hotels, tourist homes, bed & breakfasts, but not campgrounds. The state park collects the tax for the lodge and cabins but not campground.

<sup>1</sup> [“Leisure and Hospitality”](#) is identified as a “supersector” within the North American Industry Classification System.(NAICS). NAICS serves as the structure for classifying business activity in the United States.

- The non-reimbursed expenses associated with tourism include emergency and police support and wear and tear on county roads. The County Sheriff and County Emergency services provides support for the State parks and State Forests. Other indirect effects include traffic congestion.
- *No Longer Applicable.* The policy for the distribution of the profit from the Maple Leaf is approved by the County Commissioners and Council and executed by the three member Redevelopment Authority (RDA).
- County Taxpayers are liable for repayment of the bond, in the event the venue does not generate sufficient profit to make principal and interest payments on the bond.
- TBD. The risk of default on the \$10m bond is considered low.
- Tourists that travel to the Brown County State Park, visit Nashville, and view the fall foliage are an accepted fact of life in the county. The peak tourist season has been the fall season with the peak number of visitors in October
- Profit Distribution - Example
  - Total Inn Keeper Tax Collected: 850K. (Revenue expected to increase).
  - Annual Bond payment by CVB is 560K
  - Difference: 290K
  - CVB Budget – 750K (expected to be stable)
  - CVB Budget deficit: 460K (750-290)
  - PROFITS: Up to 460K go to CVB to cover their budget deficit.
  - IF PROFITS exceed 460K, profits to be distributed through a “yet to be determined” Redevelopment Authority (RDA) and vetting process. Commissioners appoint three individuals to the RDA. (*RDA no longer applicable*).

## ASSUMPTIONS

- The \$10.2 Million Dollar Bond backed by the taxpayers will lead to revenue increases for the county Leisure and Hospitality Industry.
- The County Comprehensive Plan *was not* reviewed to help ensure that the community understand and accepts the impacts of projects such as Maple Leaf and Big Woods Project. Both projects will significantly increase year round tourism and add to the congestion on the county’s two lane roads.
- TBD: Profit distribution to county taxpayers.

- If there can be/is a remonstrance, the project will be reviewed by the State who may confirm that the project meets all requirements.
- A music venue *was the only* economic development option considered.
- An option to *market the project to a private developer* was not considered.
- The investment is expected to increase room stays and consequently increase revenues from the Inn keepers tax. Revenues from ticket sales and facility related rentals are expected to be in excess of costs and generate a profit.
- TBD. The Maple Leaf is expected to add at least \$10 million to the economy (local GDP).
- Increase in number of tourists may lead to the demand for more inns/hotels, restaurants, other tourist related businesses.
- The “management” of the venue and finances will be “properly managed” over time. If this falls under the responsibility of the RDA, what is the job description for RDA members, how are they selected, who will review their resumes, make a selection and review their performance? (*RDA no longer applicable*).
- Increased tourism from projects such as Big Woods and Maple Leaf will lead to more *year-round* tourism – this represents a change in the culture and Quality of Life.
- The expected re-building of the Nashville Little Opry does not appear to be viable.

## REFERENCES, CONSTRAINTS

- Brown County two-lane highway and roads – capacity constraint.
- County Comprehensive Plan does not identify the desired strategy for tourism to include developing the criteria that distinguished mass tourism from responsible tourism,
- [Economic Analysis, IU/SPEA Graduate Students](#)
- [County Community Vitality Indicators \(CVIs\) and Assessment](#)
- [Comprehensive Plan for Brown County](#) (last updated in 2011). *Note the 1993 draft of the Comprehensive Plan was more thorough and provided infrastructure maps.*
- [Maple Leaf Presentation](#) – Brown County Playhouse June 20, 2017.

- Indiana Statute governs the use of revenue generated from the Inn Keepers Tax. <http://www.in.gov/dor/3982.htm>
- [IC-6-9-14 Brown County Innkeepers Tax](#). “This chapter applies to a county having a population of more than fifteen thousand (15,000) but less than fifteen thousand five hundred (15,500).” Note county population less than 15K. Creates a convention and visitors commission (CVC) whose purpose it is to promote the development and growth of conventions and visitation in the county.
- TBD. Brown County Ordinance that created convention and visitors commission?
- Barnes and Thornburg: [Handbook for Indiana Redevelopment Commission Members and Their Attorneys](#)
- TBD Traffic Analysis. Estimates the volume and impact of increased tourism on the county’s two-lane roads generated by Maple Leaf and Big Woods.
- TBD. Impact on Sheriff and Emergency services
- TBD. Other impacts on infrastructure: water, power, wastewater, security, safety ....
- TBD. Location Considerations. Proposed location for Maple Leaf – more congested area (vicinity of 46 and western boundary of Snyder Farm. Big Woods entrance will be in the vicinity of 46 and Snyder Road North.
- [Project Requirements and Sequence of Action and Timelines: Barnes and Thornburg – Preliminary Timetable and Checklist, Brown County, Indiana.](#)
- TBD -- Business and Operation Plan for the Maple Leaf Performing Arts Center (MLPAC).
- TBD – Taxpayers options regarding a remonstrance to the bond.
- State of Indiana – [Agritourism defined.](#)
- [Wikipedia – List of types of Tourism](#)

## RISKS

- Increased year-round tourism from Big Woods, The Maple Leaf and likely additional tourist related business that are created to meet the needs of more tourists may adversely

detract from the Quality of Life in the Community. Increased tourism will lead to more year round traffic and congestion on state and county two lane roads. This may lead to the non patronage of these establishments by residents,

- Maple Leaf (and Big Woods) represent changes that were not considered in the County Comprehensive Plan. An update to the plan along with citizen input, may be required to ensure that citizens interests are being served. For instance, was it envisioned that one or more sections of Snyder Farm would be zoned for a commercial enterprise (s)?
- Opportunity Costs. Assuming that taxpayers will support, what is the best use of a \$10M bond for county taxpayers and tourists?
- If a remonstrance is possible, the fact that the county comprehensive plan was not updated may support the disapproval by the State.
- Financial management and oversight of the venue.
- Taxpayers are at risk for the bond. Revenue from ticket sales and facility rentals projected to be sufficient to warrant the risk.
- If the community gets behind a BIG idea that consumes all RDC resources and bandwidth, there may be no room for other investment for an extended period of time.
- What is the capability of Brown County to actually develop/build/implement this kind of multi-million dollar project? How much experience and expertise is required of a government group to be successful at a project like this? (Note the multi-year, multi-million dollar sewer project posed a similar risk).
- The MLPAC is being proposed without reference to a comprehensive plan developed with community input and support. Even though a “remonstrance” may be possible and easily be over ruled and defeated, the possibility of public protests and use/misuse of social media (Facebook, Twitter, TV/radio coverage) is a bigger issue. The Government entities involved in the review and approval process for this project, need to ensure that the concerns of the public are identified and that appropriate action is taken to mitigate risks.

## ALTERNATIVES

- MLPAC – Bond financed by the public
- No other project options considered, such as:
  - MLPAC – Privately financed?



- Other Possible Project (s) – Heritage, Historical, Wellness, Agriculture, Adventure, Entertainment, Sports, Biking, Eco-tourism. Examples:
  - Agritourism. *Snyder Farm includes prime commercial real estate and it is not hard to imagine that within 10 years, it may be replaced with an expansion of Salt Creek Plaza, e.g., more commercial businesses (hotel and restaurant, shopping, trail) with parking in the floodplain. OR, the farm may be purchased (leased?) by the county and used to promote agritourism? – [Ind. Code § 34-31-9-2 definition of "agritourism activity"](#)*
  - Historical Preservation. *Other options might include preserving and promoting historical assets and sites. This could include sites within Brown County State Park?*
- MILPAC Location considerations:
  - Existing property zoned commercial?
  - Location where the venue will serve as a magnet and attract developments that contribute to positive trends in the CVIs?
  - Other locations with required (could be acquired) infrastructure (power, roads, water, wastewater, broad band, et.al), emergency services, safety, security, traffic, et.al.?

#### ANALYSIS OF ALTERNATIVES – n/a

#### PROJECT DESCRIPTION – Some PROs and CONS

**Proposed Project and Description** – *Maple Leaf Performing Arts Center* - 2,000-seat performing arts venue. The project — not including operating costs — is projected to cost around \$10.2 million and will be financed by a 30 years by a bond.

- Brown County Democrat:
  - June 14, 2017. [Tourism leaders propose building new concert hall](#)
  - June 21, 2017. [Site chosen for new venue](#)
  - June 27, 2017. [Building a Destination: Maple Leaf Performing Arts plans. Officials unveil plans, projections for venue](#)
- Indiana Public Media: [Brown County Commission Proposes New Concert Venue](#)
- Webpage – [Proposed Maple Leaf Performing Arts Center](#)

#### PROs

- Creative use of the revenue from the Inn Keepers tax in creating an asset that benefits tourist as well as local citizens.
- The Venue “may” lead to an increase in more people and businesses moving to the county that positively impact the CVIs and will generate increased revenue for the county. (Need baseline data).
- TBD. The assessed value of the venue may lead to higher assessments for surrounding commercial properties and ultimately, lead to increases in property tax revenue.
- TBD. Projected economic impact?
- Sustains and expands the tourist economy – good for business owners (increase in hotel stays, food, alcohol sales, et.al)
- Increases in the number of tourists may lead to the development of more hotels, restaurants, and other tourist related businesses. This can lead to some increase in property tax, some increase in income tax.
- The arts/crafts music theme does contribute to Quality of Life. The Little Opry Music venue was embraced by many in the community. Since the fire incident, there has been a perceived "hole" or empty spot in many of the long-time residents who miss having this venue available. Having this venue restored would likely improve or reinvigorate the general spirits of the community and possibly be an uplifting factor for County Pride and sense of things improving.

## CONS

- Little to no immediate and *direct* impact on The Community Vitality Indicators (CVIs): Assessed Value, Per Capita Income, Population, School Enrollment, Educational Attainment.
  - *Note: With the exception of educational attainment, the other indicators link directly to a revenue stream, e.g., property and income tax and school funding. There is a positive correlation between educational attainment and income.*
- Maybe some modest increase in the number of modest wage jobs supporting conferences
- Residents that accept the seasonal tourist traffic may decide that year-round tourism has adversely effected their Quality of Life and decide to move. (Plus side may be more homes available for sale or rent, possible conversion to tourist homes.)

- The increased traffic congestion may also be a deterrent to attracting non-tourism related development.
- Availability of government funding may have led to a higher price for land than if acquired from a private developer. The Brown County Schools acquired the property for Eagle Park. The Real America projects (Willow Manor, Hawthorn Senior Apts, Forest Hills) received some federal credits and/or local tax abatements that helped off-set the price of the land.
- Community was not provided options for other types of tourism related investment options.
- Selected location is next to a senior assisted living facility and senior apartments which could have detrimental effects on the residents quality of life.

## QUESTIONS

- Will there be support from the entire community and not just those with an interest in music and in increasing tourism?
- Could the project be built with private money?
- Will there be any adverse impact on the Brown County Playhouse and the Bill Monroe Music Park?
- Will the community be interested in *what other projects were considered* and/or *could be developed* with the excess revenue from the inn keepers tax?
- Can the Inn Keepers revenue be used on project (s) that would result in positive trends in all CVIs?
- Could the project be built in other areas and serve as a “magnet” for future development in a respective area?
- Given that the CVB budget has a direct impact on the citizens return on their \$10M investment, will citizens expect to see more oversight and copies of CVB financial statements and operating budgets?
- What is the impact on the seniors living in Willow Manor, Hawthorne Hills, and the Brown County Health and Living Center in regards to their safety and quality of life?
- Can/will there be a remonstrance?

- Will there be objections to the site location?
- Will the RDC be perceived as being impartial and/or providing an objective review on the project on behalf of county citizens?
- Will the project be linked to the Stellar approach where it was concluded that projects were selected without a thorough analysis with support from the “entire” community?
- How is this borrowing going to be structured? Is the county co-signer on the bond, or is it the actual borrower with repayment supplied by the tax signed over by CVC or paid as rental of some kind? Is it legally required that the county be on the hook at all, given that there is a dedicated stream of revenue as both security and source of repayment? Can CVC be the borrower/lessee, or can an entity be created (e.g., the RDA which is no longer applicable) that is the borrower rather than the county? (*RDA no longer applicable*). What is the position of Barnes & Thornburg? What is the legal reasoning for any taxpayer liability? Does investing the revenue from the Innkeepers Tax into a more productive use risk coopting a huge chunk of public revenues in general?
- What is the Indiana Code source for a remonstrance? The 2013 courthouse remonstrance was filed under IC 6-1.1-20 which only applies to projects between \$2 and 10 million that are going to be financed out of property taxes. This was a 2-phase process starting with 100 signatures, moving to a petition and remonstrance and not subject to review by the state, except as far as the Clerk certifies the count. Are there other types of remonstrances?
- What time period is the 30M? (economic impact?) covering?
- Would it be helpful to clarify an estimate of the percent of the population that will benefit from the increased tourism activity? That may be hard to estimate if we assume additional profits will be given back to the community in some way or another. The general public understands that increased tourism benefits X% of the population.
- Is there an estimate that can be made about increased income to the county to cover the increased services costs? E.g. increase in property tax from the venue? Increased income tax for X% increase in workforce (even if at a low wage).
- What is the organizational structure for management and oversight of the venue?
- How are the bonds secured?
- Can the Brown County Comprehensive Plan be reasonably interpreted to support the increase in year-round tourism that will be generated by the Big Woods Project, Maple Leaf and the likely increase in tourism related businesses that will be created to meet the need of the additional tourists? These could include new hotels, restaurants, gift shops,

etc. Does the infrastructure and services support the growth?

- In the development of the Brown County Comprehensive Plan, did anyone envision that Snyder Farm would be partially or completely, commercially developed? Is there value in acquiring the property as a county asset?

### QUESTIONS -- Specific to the County Comprehensive Plan

- When do we run out of street/road capacity, how much increased residential, visiting, and business activity can the current infrastructure (parking, roads, lights, etc.) support?
- When does Brown County run out of critical infrastructure utilities with this anticipated growth curve? As leaders we need to know approximately when DUKE or RMEC will need to run additional transmission/distribution capacity. As leaders we need to know when INDOT or Brown County Highway Dept will need to expand or add new roads. As leaders we need to know our Emergency Management Office, Sheriff's Office, and Fire will need additional staff and/or equipment to keep services at an acceptable level? As leaders we need to know how these emergency services will use shared infrastructure (specifically at peak times or perfect storm times) to ensure acceptable response times to emergencies. As leaders we need to know our EMA office has preparedness plans in place to accommodate large visiting crowds in the event of natural catastrophes.
- An infrastructure investment (would include sewers, and broadband), will help support returning Brown County to a growth rate that will help address our assessed values, school enrollment, (CVI's), etc. So, given that hypothesis (if more infrastructure, then more growth), what are the needed investments identified in the comprehensive plan ... AND what and who should we be meeting with today to arrange the financing & investment monies? This does not happen overnight. If we examine areas in a 3 hour radius of Brown County, how did these communities succeed? We should be using the same process(es) and talking to the same investment sources!
- What is the minimum actions and plans required to indemnify Brown County from future lawsuits? What is the reasonable and customary level of actions and plans? What would be considered Best-In-Class level of actions and planning? Good/Better/Best type of thing.
- Who has been overlooked and excluded from the growth discussion in Brown County? The impact of the project requires collaboration among elected leaders, government employees and appointed members of commissions and boards.
- What State offices should we be meeting with, once we have the comprehensive plan, to ensure their support and buy-in?
- Some communities like to piecemeal progress and take things one at a time. Will Brown County be satisfied with a conglomeration of investment projects? Or will we regret not

thinking through the entire systems architecture view and putting in specific controls around look & feel of the structures, easements, and visible branding? Are we comfortable negotiating each investment as it happens or would we prefer to stand up architectural principles that all investment (current and future) must comply?

- How will Brown County deal with the tough issues of eminent domain situations in order to enable the progress and the evolution of the broader community when a property or landmark or individual prohibits progress?

DRAFT

## Appendix A – Brown County “BRAND” Description

[RDC Website: Choose Brown County](#)

Widely considered one of the most beautiful places in America, Brown County is located 40 miles south of Indianapolis on State Road 135.

It is home to the largest State Park in Indiana -- one of the most popular parks in the United States. State Road 135 runs north and south through the middle of the county. State Road 46 runs east and west through the middle of the county.

The area enjoys an abundance of unspoiled natural resources; hill country terrain with spectacular views; a wide variety of opportunities *for recreation, arts, and entertainment; excellent access to education and culture; and a diversity of colorful people from many different backgrounds and walks of life.*

*The county has a rich artistic tradition and a wealth of historical assets:* the first Nashville courthouse was constructed in 1837 and rebuilt after a fire in 1874. The courthouse is listed on the National Register of Historic Places.

Brown County has the highest concentration of forested land of any of Indiana’s 92 counties with nearly 90% coverage and almost no large farms at all.

Much of the county’s 312 square miles are State and Federal lands or privately owned and not open to development (or taxation). It is among the least populated of Indiana’s 92 counties but enjoys some qualities that make it a *great place to live, work and play.*

With just 14,912 residents, (81st in the state) Brown County has a *population density of just 48 people per square mile, compared with 182 statewide.*

In addition to its proximity to Indianapolis, Brown County is also very close to Columbus and Bloomington, and only 90 minutes from Louisville, KY.

See also: History -- [Brown County Comprehensive Plan](#)

*Note: Included in the “Brand” are the stories that residents share regarding the traffic congestion during peak tourist season on Highway 46 to include back-ups all the way to I65.*

*When the Little Opry was in operation, local residents knew to avoid travel to Bloomington at the start and end of performances.*

**Appendix B – Checklist for Assessing Economic Development Projects**

Categories	✓	Remarks
<b>Do No Harm</b>		
1. Public Safety & Traffic		
2. Financial Risk to Taxpayer		
3. Unintended Consequences		
<b>Brown County Values</b>		
1. Increases Economic Activity ( <i>and diversification</i> )		
2 Incremental Job Growth		
3. Sustainable Growth Contribution		
4. Advancement of BC Branding		
5. Best Use of Land/Resources		
6. CVI - Assessed Value		
7. CVI -Per Capita Income		
8. CVI - School Enrollment		
9. CVI - Population Growth		
10. CVI - Educational Attainment		
<b>Brown County RDC Values</b>		
1. Best Use of Land/Resources		
2. Reduces Taxpayer/Citizen Risk		
3. Maximizes Return Taxpayer Assets		
4. Synergy - Enables New, Incremental Investment		
5. Integrity & Transparency Process & Priority		
6. High Integration of Citizens and Area Leaders		
7. Execution Risk - Are We Capable? Capacity?		



**Appendix C: Community Key Tasks and Task Organization**

<b>Tasks</b>	<b>Government, Boards Commissions, Departments</b>	<b>Outputs to include:</b>
Job #1: Community Engagement	All Elected Boards & Appointed Commissions supporting this project	In their respective forums, each body of government should invite and facilitate public discussion on this topic to help establish and grow public support
Open CVB finances to public.	Auditor – Lead or a Council member?	Provide the public an opportunity to see the CVB budget, and show the public the money is there to make principal and interest payments for the duration of the proposed bond.  If the CVB monies are redirected to a bond principle and interest, what goes away from the CVB plan to free the monies for the bond payments? Are any jobs eliminated?
Identify Issues, Assign Each Issue to an individual or commission for Investigation & Recommendations	Commissioner President - Owner	
Public Safety Assessment	Brown County Sheriff – Lead, with Support Town of Nashville Police Chief	Given rapid and expected development in area (Big Woods, MapleLeaf, increased business level with Hawthorne area, The Seasons growth, etc.) At what point will additional merit officers and other LEO infrastructure be required – timing and cost estimate.
Assess Brown County’s capacity to fund alternatives and/or additional projects.	TBD	If County decides to commit significant public resources to a project or utilizes a portion of its collateral, what resource level remains for additional concurrent projects (e.g., Courthouse, another public works project, investing in power/water/sewer expansion, etc.)

<p>Emergency Preparedness Assessment</p>	<p>Directory of Emergency Management Office - Lead</p>	<p>Given expected traffic and congestion, during times of high density people in this small area are there any Homeland Security Checklist requirements violated. At what point will additional resources be required, enhanced to plans and procedures to ensure the community is capable of providing oversight and coordinating assistance in the event of an emergency.</p>
<p>Traffic Analysis and Coordination with INDOT as required</p>	<p>Brown County Highway Superintendent - Lead</p>	<p>Today, with current economic activity congestion is experienced. It is reasonable to request a draft proposal on how to expand road and traffic control infrastructure to stay aligned with increased demand from the increased economic activity in this area of Brown County in addition to visitors travel through area.</p>
<p>Assessment from Duke/RMEC, Water Companies, Waste Water,</p>	<p>Planning &amp; Zoning – Lead Supported by: _____</p>	<p>In 1993, a document showed the available capacity of key infrastructure utilities. This action is to refresh that summary with respective utility providers to identify when additional power transmission, water transmission/distribution, natural gas, waste water piping, etc., will be required in order to ensure continued economic development climate.</p>
<p>Impact to CVI's of all proposed, known projects</p>	<p>RDC – lead</p>	<p>Given the Big Woods proposal, Maple Leaf proposal, and other yet-to-be-announced projects in the area, RDC should help the community quantify the economic impact of these great opportunities with respect to the community vitality indicators so we know the improvement on our effort to bring high paying jobs with benefits, increase school enrollment, enhance assessed value, etc. Brown County is making real progress here with</p>

		<p>these opportunities, let's make sure we can measure this in order to attract more investment and entrepreneurial ideas.</p> <p>Economic Development Assessment and Impacts. RDC expects a significant increase of inquiries and others that will be attracted to this area with successful Big Woods, Maple Leaf, and other projects.</p>
<p>Assess impact and alignment of new and proposed projects with past plans and studies, e.g., Leading Brown County, County Comprehensive Plan</p>	<p>Commissioners, Council, Boards, Commission</p> <p>APC, RDC CVC/CVB</p>	<p>Remove Secrecy Achieve Transparency w/ Public</p> <p>Alignment with community vision and values</p> <p>Assessment of Community Support</p>
<p>In the case of private investment, confidentiality must be maintained.</p> <p>In the cases that are using public monies for the project there must be 100% disclosure and transparency.</p>	<p>Auditor (<b>Lead</b>), Council, Commissioners, Treasurer,</p>	<p>The complete, comprehensive financial model must be made public and explained. Identify and explain all risks and specifically obligations, terms, and whom will be responsible for guaranteeing repayment of principle, interest, and any penalties (if/when). Information for Public Dissemination</p>
<p>Benchmark other Indiana Counties that have invested public monies and locked portions of County assets as collateral to fund development and operation of similar facilities.</p>	<p>Council – Lead.</p>	<p>B&amp;T could be a primary resource to summarize both failed and successful attempts by other Indiana counties on similar projects. Brown County would want to know and understand best practices and lessons learned.</p>

## TASK ORGANIZATION

- Working Group – Representatives from government and board/commission appointees.
  - Individuals who represent their respective organizations.

- Assess the impact of the proposed project on their areas of responsibility to anticipate questions from the public and provide answers.
  - Work with representatives from the other areas to identify, understand and clarify issues, risks, and concerns and provide status updates to their respective organizations.
  - Identify unresolved issues and questions and identify recommendations for the Coordinating Group.
- Coordinating Group – Commissioner and Council President, President or Vice President of the Boards/Commissions, Departments to include: CVC/CVB, APC, RDC, Sheriff, Emergency Services, Highway
    - Announce and identify agenda for public meetings.
    - Work to develop a consensus solution. Identify unresolved issues and identify recommendations for the Executive Group.
- Executive Group – Commissioners and Council
    - Announce and identify agenda for public meetings
    - Review recommendations, identify any additional information needed, make decision (s).

## APPENDIX D – KEY TERMS

**Indiana Office of Community and Rural Affairs (OCRA) – Planning Grants** to include minimum technical requirements: <http://www.in.gov/ocra/2371.htm>

- [Comprehensive Plans\\_OCRA Technical Requirements](#)
- [Economic Development Plans and Technical Requirements](#) for a Strategic Economic Development Plan

**Economic Development Terms.** <http://www.choosebrowncounty.com/wp-content/uploads/2017/08/economic-development-terms-1.pdf>

- In Government, a “Plan” can represent more of an “intention” and a “Strategic Plan” transforms the intention into reality. In an economic development context, the term used to describe this is “MASTER PLANNING.”
- **“MASTER PLANNING** – The formulation of community vision and values, and the development of long-range reports and plans necessary to implement the desires of the community. Elements of master planning might include: Land Use Plan, Park Master Plan, Trail System Master Plan, Master Thoroughfare Plan, Affordable Housing Plan, Capital Improvement Plan, etc “
  - EXAMPLE – MASTER PLANNING <http://www.bdmd.com/services/master-planning/>
- **COMPREHENSIVE MASTER PLAN.** Synonymous with Master Planning. A “Comprehensive Plan” as described by OCRA is not a Master Plan.
- A **PLAN** is also defined as being specific to a resourced, time scope defined, clearly identified work & deliverables. The work PLAN uniquely defines all three of these SCOPE/Deliverables + RESOURCE + SCHEDULE.
- **PROJECT PLAN.** The Project Management Body of Knowledge (PMBok), developed by the Project Management Institute (PMI), uses the term PROJECT PLAN -- defined as a “formal, approved document used to guide both project execution and project control.
  - A Project Plan includes scope/deliverables, resources, schedule, et.al.
  - PMBok Guide and Standards:** <https://www.pmi.org/pmbok-guide-standards>
  - [Example of Tasks aligned with Knowledge Areas.](#)