

Economic Development Review Panel

Open Letter to the Community

The Economic Development Review Panel was formed February 27, 2012 by invitation of Mayor Damon Welch. A group of volunteers, we were charged with reviewing structure and process in Madison and Jefferson County for the purpose of making recommendations to improve the economic development process. With a delivery deadline of June 30 and no budget, we accepted the directive. Mayor Welch sent us on our way with the promise that he would not influence recommendations.

We are diversified group, men and women, younger and older, city residents and a county resident, democrats and republicans. Our professional experiences vary widely. Some had not previously met. What we shared was a common goal, to complete our charge. We were granted no decision authority, only to make recommendations.

We hosted public meetings featuring guest speakers. We reached out to hear from three of Madison's past mayors. Citizens contacted us. We requested public input throughout the 124-day project, including the Survey Initiative, a public forum and responses to the *Draft Report*. We researched the web, contacted benchmark communities and met with State officials. At every turn the public extended full courtesy.

We learned disturbing trends: Our community is losing population; we are closing schools; our workforce development score is D-, none lower in the State; we have no Strategic Plan for economic development and quality of life; and economic development community initiatives are well-intended but fragmented. No single person or group is in charge or accountable.

We heard the community calling for 1) an economic development plan targeting a diversified mix of growth opportunities, 2) greater integrity in managing economic development tax funds, 3) a strategic plan with community input and 4) an improved business applicant process.

We responded with *Final Report* recommendations. Broadly stated, our recommendations are simple. The spirit of delivery is honest and constructive.

- Combine the resources of the City and County,
- Establish a defined political leadership structure
- Develop a community driven comprehensive strategic plan
- Structure community groups to align initiatives with the plan
- Create a new business applicant process to reduce risk

When handing off our finished product to Mayor Welch, we will immediately step aside. Our work will have been completed. We have given this project our best efforts. Going forward, we expect elected officials to consider our recommendations on merit.

We thank Mayor Welch and our community for allowing us to serve.

Tony Bilz Darleen Connolly Mike Flint David Hertz

Phil Kahn Dick McCracken Ashley Schutte

Economic Development Review Panel (EDRP)

June 29, 2012

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Chapter 1

Background, Mission & Goals

The Mayor's Directive

In February 2012, Mayor Damon Welch identified a diversified group of individuals to include City and County residents, as well as representation from both political parties, to form a “blue ribbon” panel charged with the goal to independently review current economic development practices. Mayor Welch personally reached out to each of the identified candidates and received an immediate, positive response.

Initially, eight selected candidates accepted the offer in good faith, knowing only their task had a specific time frame and the charge was related to economic development with the notion of driving change. Shortly thereafter one candidate withdrew given schedule conflict. The remaining seven accepted their nomination, knowing very little of the task but wanting to be positive contributors to the community.

The Orientation

On February 27, 2012, Mayor Welch, his immediate staff and City Attorney, Joe Jenner, convened the seven panelists in an Orientation Meeting. After a warm introduction, panelist were asked to introduce themselves and state their personal reasons for accepting the Mayor's invitation. As panelists, we learned we were a diverse group, not everyone knew each other.

Continuing with the Orientation, Mayor Welch repeated his goal to form a “blue ribbon group” to “review procedures by which economic development is being promoted in all sectors of the economy in the City of Madison and Jefferson County.” At this time the Mayor gave the task group an official name: Economic Development Review Panel, whose charge included a timetable with final recommendations due to the Mayor and City Council no later than June 30, 2012. It was clear: The Panel was responsible for making recommendations (not decisions) to elected officials.

The Panel engaged in immediate discussion of what is meant by the term “economic development.” There was discussion as to how to formally frame the Panel's goals.

The Mayor proposed a series of public forum meetings to include speakers representing current roles central to economic development. A list of contact organizations was provided as potentials only, as the Panel was advised it had discretionary authority to determine presenters for public meetings.

The Mayor and staff, plus Joe Jenner then introduced the State's Public Access Law, which defines public transparency requirements for political appointees, such as the Panel. These rules were new to the Panel.

Mayor Welch emphatically stated the Panel would act independently, without direction from the Mayor's Office. The Mayor's Office provided only process guidance.

As the Orientation Meeting closed, Dick McCracken offered to take the lead for preparing the Panel's first meeting, where it was agreed initial operating decisions would be determined, including the election of Chair and Vice-Chair, formalizing a Mission Statement, adopting a definition of Economic Development and establishing dates for public meetings and a Final Report.

Economic Development Review Panel:

Dick McCracken, chair, retired from Kelley School of Business, IU, Bloomington

Mike Flint, vice-chair, Flint Group Consulting

Tony Bilz, Real Estate Broker/Agent

Darleen Connolly, Hanover College, Campaign Associate, Advancement Office

David A. Hertz; Executive Vice President/COO, Farmer's Bank of Milton

Phil Kahn, President, Prince of Peace Catholic Schools

Ashley Schutte, Financial Secretary, North Madison Christian Church

Mission Statement

We are volunteers, citizens of Jefferson County, appointed by the Mayor of Madison, Damon Welch, to serve as a project team beginning February 27, 2012 and completing our task by June 30, 2012. We care about the future of Madison and Jefferson County and wish to assist in furthering the economic growth of our beautiful community. We pledge to act with openness, integrity, always seeking the best interest of our home community.

Our mission is to complete the directive of Mayor Welch, who seeks a full review of select community entities and their resources related economic development in Madison and Jefferson County. Upon completion of the full review, this advisory panel is charged with making recommendations to the Mayor of Madison and City Council to streamline and enhance economic development.

Our process features inviting economic development community leaders/organizations and other resources available to meet with the panel and/or provide information. There will be numerous invitations and subsequent meetings, all conforming to State regulations, including advanced notices, videotaping and sharing of public information. Visiting speakers will share their respective economic development roles, their successes and challenges, as well as offer insights for greater effectiveness and efficiency. Public minutes will summarize all public meeting activity. The Mayor will not attend public meetings or debriefings; his assistant will attend for the purpose of taking minutes.

Definition of Economic Development

*We, the panel, adopt the International Economic Development (IEDC) definition:
“Economic development can be defined as a program, group of policies, or activity that seeks to improve the economic well being and quality of life for a community by creating and/or retaining jobs that facilitate and provide a stable tax base.*

Calendar of Events

March 8: 6:30p – 8:00p	Organizational Meeting
March 22: 6:30p – 8:00p	Speakers: TIF and Chamber of Commerce
April 3: 12:00p – 1:30p	Speakers: EDP and County Commissioner
April 10: 6:30p – 8:00p	Speakers: Exec Dir EDP and EcO-15
April 17: 12:00p – 2:00p	Public Input
April 24: 6:30p – 8:00p	Speakers: Jefferson County Board of Tourism, VisitMadison, Inc., and Chautauqua Festival
May 3: 6:30p – 8:00p	Speakers: Small Business DC and Historic Preservation
May 15: 10:00a – 4:00p	Speakers: Advance Madison, Venture Out Business Center, Madison MainStreet. KDH, Finance Committee City Council, Historic Madison, Share Survey Results
May 29: 6:30p – 8:00p	Speakers: Education Community: Southwest Schools, Madison Consolidated and Ivy Tech
June 1 – June 22	Research, Formulation, Final Draft
June 25 – 29	Presentation Week

Information Collection

The Panel relied upon multiple information resources. Public forum presentations were important to understanding current economic development practices. The public “input” session was a useful and required step to engage the community. The Survey Initiative will be documented in Chapter 4 and the Appendix.

There were several occasions where citizens offered assistance. In these instances the Panel conformed to Public Access guidelines by ensuring no more than two Panelists (not a quorum) attended off-line meetings. These meetings included former Madison mayors, local industrial leaders, small business owners, concerned citizens, State of Indiana officials, locally elected officials (outside the Mayor) and benchmarked communities.

Research was another avenue of collecting intelligence. Web searches targeted specific sites: State of Indiana, regional communities, INside Indiana, Indiana Census data, City of Bloomington, IN, City of Portland, OR, the USDA, Wabash, IN, and Bardstown, KY.

First hand observation proved useful, specifically the recent City Council's review of a renewable energy applicant. This was a rich opportunity to witness a Madison economic development process.

Chapter 2

Executive Summary

The Current Situation, Madison and Jefferson County

There are numerous community attributes to attract and retain existing businesses and residents. But hurdles outweigh attributes, thus limiting economic development progress. A later chapter thoroughly addresses strengths and weaknesses. Dealing with weakness is essential and cannot be avoided if wanting to participate in the highly competitive landscape for attracting and growing jobs and adding to the tax base.

What follows is a candid assessment of immediate problems.

Jefferson County was one of only a few Indiana Counties losing population from 2010 to 2011. Our County's current workforce development was graded as D- by a Ball State researcher. The State of Indiana Economic Development Commission (IEDC) has referred only one bona fide lead to Madison in over ten years. Economic Development Tax Income (EDIT) funds may have been diverted to investments outside original intended purposes. The community has deteriorating, vacant industrial sites. There is no "ready" office space. There are inadequate available land options. Neighboring communities have more substantial funding for courting businesses. The local highway system is deficient with no immediate access to the interstate system.

Current, one-time events may be giving a false sense of prosperity. The bridge project, the build-out at IKE, and the new KDH construction provide a temporary boost.

County and City tax dollars are allocated to Economic Development Partners (EDP) without a performance-based contract or auditable monthly invoices.

There is no comprehensive *Strategic Comprehensive Community Plan (Strategic Plan)*, a requirement for receiving for receiving Federal "block grants" and State funded "community grants." Since there is no *Strategic Plan* there is no vision pertaining to economic development. Said differently, there is no common plan for economic growth.

There is no established, high-integrity process for reviewing new business applicants requiring incentives or allocating micro and revolving loans, both of which are now on hold due to prior mismanagement.

Citizens are hesitant to take bold steps for fear of reprisal. *Old Madison*, the website, presents visitors with a negative image. Although *Old Madison* leadership promises change, problems continue.

Economic Development Partners (EDP) and its predecessor, MIDCOR, narrowly focused solutions for marketing to new and existing manufacturers, but the market has changed. 21st Century productivity drivers enable manufacturers to produce twice the goods with

half the labor count. Staffing and funding to primarily support manufacturing leaves other growth sectors unsupported.

And, lastly, no one is in charge.

Who is the presiding officer for economic development?

Successful organizations, public or private, enjoy clear leadership, a presiding officer. The Panel found the Madison case unclear - Who is the one leader accountable for economic development? In fact, the Panel observed many claiming leadership roles, but it was apparent from the beginning – there is no architect for the whole, only well-intended organizations setting independent agendas.

The Panel was quick to learn who leads economic development in benchmarked communities. It's the Mayor. The Mayor is the visible lead to the outside community and “the cheerleader” for the local community. The Mayor’s position offers “one-stop-shop,” an essential element in a competitive market.

The Panel learned that Madison’s past Mayors continue to exude great passion for their City, particularly related to the economic development scene. Visits with previous Mayors offered a sense of the importance of mayoral leadership.

The Panel strongly recommends a new economic development organization with the Mayor of Madison, an elected official, placed at the top of the chart as it relates to the City and the President-County Commission placed at the top of the chart as it relates to the County.

The Mayor chairs the Growth Council, which includes: President-City Council, President-County Council and President-County Commissioners. The Growth Council, politically elected leaders, is responsible for developing and implementing the *Strategic Comprehensive Economic Community Plan (Strategic Plan)*, for developing and assuring a uniform, high-integrity business application process and, lastly for establishing priorities for the new Growth Fund, a pool of funds available for economic development and quality of life investment.

The director-Economic Development, a professional employed by the Growth Council and reporting to the Mayor/President-County Commissioners, enables economic development initiatives, serves as a liaison to existing, broadly defined business Sectors, ensures achievement of funded initiatives and manages the implementation of uniform processes.

To support diversified economic growth, Sectors are established to align common interests. Sectors include: Industry, Small Business, Non-Profits, Tourism/Arts/Heritage, Education Coalition, Capital and Agriculture. (More may be added or subtracted based on experience.). Members select a Sector board, from which a leader is elected to the role Sector Advisor. Advisors can offer Sector experience to

political leaders. The Mayor/President-County Commissioners has on-going access to knowledgeable advisors, a necessary resource when determining financial priorities, developing plans, achieving goals and reporting back to the community on an annual basis.

Sectors are made up of members (people and/or organizations). Sectors are represented and supported in the proposed structure. (See organization chart and job descriptions, Chapter 6.)

Frequently Asked Questions & Answers for project located or generated in the City of Madison:

Q. Will this Mayor and/or future Mayors have the professional resources available to lead local economic development activity?

A. In the proposed structure, the Growth Council can turn to the director-Economic Development and Sector Advisors. Past Mayors are an additional resource. The State (IEDC) and regional communities, plus local utility representatives and the Indiana Small Business Development Center (ISBDC) can all assist. The proposed structure assures a sustainable wealth of available resources.

Q. How will roles change with this proposed structure?

A. The Mayor/President will have accountability for defining and implementing the *Strategic Plan*, assuring high-integrity processes, developing and managing the Growth Fund (in partnership with the Growth Council) and for marketing to new and existing businesses. The difference is the authority and accountability granted to the Mayor/President. The Mayor is the presiding officer for economic development and the lead salesperson for the City of Madison. The president-County Commissioners has the same role for the County.

Q. How is EDP affected by this proposed change?

A. The Panel recommends that current City and County EDP funding be redistributed to the Growth Fund, administered by the Growth Council. EDP direction is left entirely to its board.

Q. What does it mean to be a Sector “member?”

A. Sectors are composed of members with common interest. For example, Industry is a Sector with larger-scale employers forming the membership roster. A Sector may have several members, each with responsible roles in economic development.

Q. Do members pay dues?

A. Yes, it is recommended that dues be scale-based by member size and by Sector type. Dues are a common practice in progressive economic development communities. Dues are collected and channeled to the Growth Fund. Dues may range from \$250 (small) to \$1,250 (large industry).

Q. In addition to member dues, what other mechanisms will be available to assure a more competitive economic development funding pool, the Growth Fund?

A. The Growth Council will review all sources subject to legal review and statutory requirements, plus explore other sources of revenue.

Q. I am a small business owner wanting to expand but need guidance and seed funding. How does the proposed structure work for me?

A. The new structure is framed to support all business, large and small. For small business the director-Economic Development may offer direct support or call for the ISBDC, which has professional, full-time staff located within our region to provide counsel and assist with funding guidance.

Q. It would be good if we invested more in marketing to increase tourism. Will the new structure offer a stronger voice on behalf of tourism?

A. Tourism/Arts/Heritage are combined to form a Sector with a designated representative positioned as Sector Advisor. The Growth Council weighs special initiatives proposed by the Sector and if funding is available and if there is a strong business case, deemed doable with a potential for a return on investment, then the initiative may be approved. Important: Sectors will compete for economic development funds but will also be able to leverage other sources of funds to assist with high-impact initiatives.

Q. Regarding economic development how will the role of City Council change in the proposed structure?

A. Given the new structure with the President-City Council positioned on the Growth Council, elected officials will need to consider revising traditional roles. With both City and County representation, the Growth Council is positioned to make streamlined, collaborative and quality decisions. The City and County control the common economic development funds: the Growth Fund – for economic purposes only.

Establish Uniform Applicant Process

No matter the nature of the applicant, small business or large, existing or new, a uniform applicant review process is proposed for applicants seeking any type of incentive or loan package. The core of the new process begins with the applicant completing the Business Application, which is immediately reviewed by the Growth Council to assure alignment with the *Strategic Plan*.

If the application is in alignment, the next step is a complete business plan review by an independent analyst (contracted by the City or County) assigned for the duration. And if the analyst's review is favorable, then the proposal is presented to the Growth Council. If incentives are requested (depending on authority), either City Council or County Council continues the forum.

The director-Economic Development is the liaison between the applicant and elected officials who approve a proposal before it is taken forward to a public comment forum.

The applicant makes no public appearance through the evaluation and proposal process. The applicant is only publicly identified late in the cycle when a proposal is advanced to a public comment forum.

The recommended uniform process assures decision speed, applicant privacy, and an independent review. It is intended to conform with ordinances and Public Access Law. It is consistent with IEDC steps. (See Chapter 10.)

Other Frequently Asked Questions & Answers

Q. What is the role of the Mayor of Madison/President-County Commissioners in this new process?

A. The Mayor/President assures “process certainty;” there are no exceptions to the process. The Mayor/President walks a balanced line, on one hand listening to and courting the applicant, while ensuring a professional risk evaluation and a reasonable investment of economic development funds.

Q. Why isn’t the City Council/County Council involved earlier in the evaluation process?

A. In the competitive world of economic development, applicants are dealing in a buyer’s market with communities in aggressive competition. Cumbersome decision steps and failure to protect privacy present an unattractive environment to high-potential applicants. If the deal has potential, City Council/County Council becomes involved after the Business Application and subsequent review by the independent analyst.

Q. What are the assurances for greater integrity in the Micro Loan Program?

A. The Mayor is responsible for following the uniform process for Micro Loans, from applicant review, to loan approval, to certainty of use, to collection. Micro Loans are an important tool in local economic development.

Q. Who is the independent analyst?

A. For larger scale deals the independent analyst is a contracted professional, experienced in financial analysis and evaluating applicant ability. The analyst is engaged for the duration of an applicant’s process. For smaller deals, such as the Revolving and Micro Loan Programs, the ISBDC can offer independent analysis. The independent analyst offers opinions, not decisions, to elected officials.

Q. What if a major Jefferson County business wants to work a deal independently and outside the proposed uniform process?

A. At some point, particularly for larger business deals, the City/County will likely be invited to discuss roads, sewage, water, electrical services, etc. At that point, officials will bring the deal back into the uniform process. Larger deals are to be processed in context with the Growth Council’s *Strategic Plan*. Yes an applicant could work independently. Resources from the Growth Council and/or Sectors could be made available to assist.

Summary

Going forward, the proposed changes (structure and process) address many of the concerns uncovered in the Panel's investigation. The ideas offered are potential solutions to be reviewed by decision makers. In the spirit of making broad recommendations there appears to be clear advantages for making changes to the status quo.

- There is clear identification of the leadership – Mayor/President
- City and County resources and interests are combined in the Growth Council
- Experienced Advisors representing different Sectors surround officials
- The Fund enhances distribution integrity
- The Growth Fund increases revenue streams, maximizing activities and resources
- Roles are structured to support strategy and long-term planning
- Full-time professional staff is assured: director-Economic Development
- Sectors ensure a more diversified economic development mix
- New funding sources expand economic development investment
- Small businesses gain access to superior consulting services
- Business applicant proposals are reviewed by a qualified, independent source
- The process protects applicant privacy throughout the vetting process
- Structure supports officials regardless of incumbent experience or personality
- Regular feedback on priority initiatives is required
- There is greater accountability at all levels

Implementation

The Panel suggests the first step is for political leaders to gather in a summit meeting to discuss how the parties can work together. The gathering is less about the merits of the *Final Report* and more about how to go forward with discussion. As discussions progress, leaders may then turn to a review of recommendations. Although the Panel expects modifications, the focus should always center on the recurring themes, the suggested high-level ideas. In the coming debates on the merits of any proposal, the Panel asks that the spirit of the recommendation be kept top of mind; legalities, procedures and agreements are a later step. Seek solutions first. If these ideas and proposals are deemed to have merit, then the Growth Council should hire a contractor for a six-month period to ensure continuation of action.

Going forward, there are further critical and immediate implementation steps for structure change: Develop the *Strategic Plan*; launch the Economic Development Fund; and define and implement Sectors. For process change, identify potential independent analysts.

Chapter 3

Summary of Public Forum Meetings

Our first public meeting was held at Ivy Tech Community College on March 8, 2012 at which time the panel introduced themselves. Dick McCracken was approved as the chairman of the panel and Mike Flint as the Vice Chairman. Dick then introduced City Attorney Joe Jenner as our only speaker.

Mr. Jenner explained that the EDRP was an advisory panel with no power to make decisions and that all meetings needed to be open to the public with notice published 48 hours in advance. He did inform the panel that up to 3 members could meet in private discussion without violating the open door policy. Mr. Jenner briefly discussed that public input is optional and can be scheduled at the discretion of the panel.

The panel then began discussion of our mission statement and which definition of economic development we would use. There were a number of amendments to the mission statement with the final document to be available at City Hall for the panel's signatures. The panel voted on adopting the International Economic Development Council's definition of economic development.

The Chairman and Vice Chairman will meet to select with prospective speakers for upcoming meetings and to provide the speakers with guidelines and concerns that they should address.

The panel then approved a slate of future meeting dates and times. Mike Flint made the recommendation to have a full work day at some point.

Our second meeting was held on March 22, 2012 at the council chambers in City Hall with Dave Steele representing the Madison Redevelopment Commission and Dwayne Cole of the Madison Area Chamber of Commerce.

Mr. Steele gave a brief description and history of the Tax Increment Financing (TIF) zone as well as their mission, board structure and uses. He then explained the formula that calculates the TIF.

The following points were presented during the question period with the panel:

- There is a \$150,000 training allowance that has not been utilized
- The TIF zone is all commercial and property values have remained fairly stable
- More zones may be added and almost every county in Indiana has at least 1 TIF zone
- 2 exceptions are counties that currently have a casino
- The EDP meets with businesses to determine what needs exist for the Redevelopment Commission's assistance
- The budget is based on projects that have the greatest impact of change/improvement
- The biggest opportunity for expansion is expanding existing companies
- The TIF board has no term limits. There are 5 members total. 3 members serve at the behest of the Mayor

Mr. Cole was then introduced to speak about the Madison Area Chamber of Commerce (MACC) and his role in the community. The MACC is collaborating with EDP to offer training, etc. to businesses in our area with a mission to develop and lead businesses with one clear voice.

The following points were made by Mr. Cole during his presentation:

- They are enhancing their website and it should live by June
- Their budget is written as funds are available and they are trying to be sustainable
- The business coach meets with prospective owner to create business models
- The EDP director is a shared employee between MACC and EDP

- They have discussed a merger but for now have formed an alliance
- MACC has little to do with other downtown committees
- MACC created some of the committees who now prefer to work independently on their own projects
- Funding is the biggest roadblock the MACC has

Our April 3rd meeting at City Hall featured Chip Orben, Chairman of the Economic Development Partners board and Jefferson County Commissioner Julie Berry.

Chip began with a brief overview of his volunteer role at EDP over the last 8 years. He reminded the panel that Corey Murphy is the Executive Director of EDP and that Chip is employed with Duke Energy. Below are highlights from the Q & A with the panel:

- EDP serves existing companies which he identified as industries considering expanding their current businesses
- It does not serve small businesses. That is covered by the MACC
- Changes in technology and workforce skills need to be addressed
- Eco15 works directly with providing skilled labor
- Industry contacts EDP with specific skill set needs
- The Mayor and City Council should be involved early on in the process when hosting a prospective business and provide info on incentives
- The executive director time is split 80/20 with most of time/effort given to EDP. This ratio was a “best guess” by EDP
- The relationship between EDP and MACC is an alliance; not a merger

Julie Berry addressed the panel with a short autobiography which included her participation in developing the Revolving Loan Fund, which came about after the failure of Marble Hill to help attract new businesses to the community.

The following are highlighted remarks and answers to questions from the panel:

- The Revolving Loan Fund was created to offer more competitive loan rates to industries as a collaboration by the city, county and area banks funding an equal share of it
- Jefferson County's current unemployment (8.4%) is below the State of Indiana's average (8.8%)
- The economic development budget for 2008 was \$150,000 which is the lowest budget relative to our neighboring counties
- There are too many negative comments in our community
- Business prospects get turned off by negative comments on internet forums
- We should all work together to sell our community
- There should be an Economic Hall of Fame to celebrate successes
- We need more tools for economic development by keeping the Revolving Loan Fund, adjusting the TIF zone, reviving the microloan program and adding more TIF zones
- Some communities use Economic Development Income Tax (EDIT) and County Economic Development Income Tax (CEDIT) to supplement their budgets
- Some communities require businesses to buy their seat on the Economic Board
- Investigate the possibility of offering Tax Grant Money to attract businesses
- The panel should concentrate on utilizing the Revolving Loan Fund to help attract businesses

Questions by the panel were closed and Mike Flint suggested we offer a survey to obtain public input.

Kathy Huffman of Eco15 and Corey Murphy, the Executive Director of EDP were the guests for the meeting of April 10, 2012.

Kathy opened the meeting with a brief autobiography and a handout detailing the following:

- There are 10 counties involved in Eco15
- The 3 industry sectors are advanced manufacturing, healthcare and hospitality/tourism
- Eco15 began with a grant in 2008 and transferred to EDP in 2011 for long-term sustainability

- There are 10 projects that Eco15 has had a role in
- The goal of Eco15 is to move students into post secondary education for careers
- Their focus is training and education of workforce, expanding workforce pool and act as a path to recruit and retain local talent
- They are preparing students for jobs in manufacturing, logistics, healthcare and tourism (technology is evolving too rapidly)
- The first 4 year graduates of the program will be in 2013
- Kathy's role is to visit with employers to determine their needs, identify what is easily implemented rather than recreated, visit with principals & administrators to implement curriculum and get students aware and enrolled
- 700 students have been enrolled in the first 3 years
- Obtain workforce sustainability through grants and local funding
- Other regions in Indiana use a top Top/Down approach. Ours is a grassroots approach
- Issues are being addressed in the Ball State report that gave us a D rating in workforce training
- No idea how we compare with the other regions
- Collaboration exists with past students to give them options/programs available to them
- A great deal of collaboration exists with Ivy Tech; not so much with Hanover College
- KDH provides help in training students
- 25% of grant matching comes from businesses

Corey Murphy began his presentation highlighting some of the successes the community has had with expansion of existing businesses and the opening of 2 new businesses in 2012. The following points are from the Q & A with the panel:

- Our "resource toolbox" should have training, access to funds for training, EDIT, tax abatements, guidelines for how to score projects
- No businesses have accessed the TIF training allowance (\$150,000) because of its narrow guidelines. On the EDIT side, 2 are being accessed and the company invests in it as well through a matching funds program

- The EDP team is the Executive Director of EDP, IEDC Project Manager, OCRA, the Mayor, the President of TIF, the City Council and the County Council President
- The Ticknor Report proposes a CEO be hired to oversee the alliance of MACC and EDP
- Mr. Murphy is acting as CEO with no title change being implemented
- The 80/20 split of Mr. Murphy's time between the two organizations was determined after looking at several other areas with a similar organization
- The trip to Germany will be spent at the World Trade Show meeting with companies that have expressed interest in moving into this area
- The EDP needs a better product to sell to justify the travel
- Follow-up visits must occur to build a relationship
- Seymour and Columbus do a better job of marketing to international companies
- Distance from the interstate is a problem for our community
- The size of the EDP board has fluctuated with around 14 members with a cap at 15
- There has been debate about the longevity of board terms but good, passionate people serving long terms is a great thing
- The board has 3 elected officials on it
- It would be beneficial to have someone who focuses solely on business retention and expansion (BRE)
- The focus of the MACC is more on small business needs, one on one approach
- There is a small business coach available at MACC
- About 70% of time of Mr. Murphy is spent on BRE and 30% on attracting new businesses
- The Revolving Loan Fund is a tool we provide to entrepreneurs

Mike Flint updated the group on the survey.

The April 17, 2012 meeting at City Hall was strictly for public input with no speakers scheduled to appear.

Joe Niehaus of Madison addressed the panel with the following points/questions:

- MIDCOR was formed in 1983 with many projects implemented to attract economic development
- He asked that the panel inform the public of each project, how much money was spent and what the results were
- He asked if money that had been taken from the schools for the TIF had been replaced
- He also suggested a map of the TIF zone, showing shovel-ready sites, be included on the EDP website
- Mr. Niehaus felt that there have been some great projects but he was just not aware of them. He feels awareness may lessen the criticism of the process

Tammy Hagemer of Madison reiterated that the public would like to know what projects have been funded for economic development and what has been produced as a result. She too felt that there are many great projects; the public just needs to be informed as to what they are.

Ashley Schutte and Darlene Connolly gave an update on the survey.

April 24th Meeting

Steve Thomas with Jefferson County Board of Tourism spoke with Linda Lytle (Visit Madison)

- They discussed that Tourism is a major funding for Visit Madison. They look at the Mayor of Madison as their CEO, The City as the Business and the JCBT as the sales reps. Their budget is \$110,000 roughly and most of that comes from the Innkeepers tax of 5%.
- They mentioned how they also help fund events like Chautauqua, River Roots and Ribberfest. Steve mentioned that we have a 95% return rate on guests that visit Madison. Fall is the busiest time for our visitors.

- Recent Marketing campaign was “Staycation.” Now Madison is a great “Girls get Away” and a “Couples Retreat.” More marketing in big cities rather than targeting specific ages or groups.

Linda Lytle with Visit Madison

Her charge is to increase visitation to our city by providing an outstanding experience. They budget about \$30,000 to \$40,000 per year in marketing. They work very closely with the Chamber and EDP. 52,000 visitors came through the Visitors Center last year and we have between 300-350,000 guests in Madison every year. Also, wishes they would have their own Media person at the Visitor’s Center.

Attractions to Madison are River, Main Street, Heritage Trail, horseback riding and the art community is growing faster than anything else.

Georgie Kelly with Chautauqua

- She has complete responsibility but does report to the board. She also meets with the Mayor and with the city departments.
- All exhibits are “evaluated” to make sure they are appropriate for the event. They have visual arts, performing arts and concessions.
- Operations money comes from the exhibitors, sponsorships, t-shirt and poster sales.
- 70,-80,000 people come to town for this event. Approximately 250 exhibitors. The Madison Chautauqua brings shoppers to town with the intent to spend. It brings people back and they are starting to arrive earlier and stay longer to enjoy Madison.
- Marketing through website, social media, email blasts, facebook and other avenues.
- The show is full to capacity each year.

May 3rd Meeting

Blayr is the regional director for SBDC.

Blayr Barnard SBDC and some of her points were:

- They have many resources within her office, but can go to other branches if there is an area of expertise to help out.
 - 2011 – 80 new businesses were added the area generating 11.4 million in capital infusion.
 - They provide invaluable market research toward the business goal.
 - They serve any client with less than 500 employees.
 - They provide a 3rd party review and growth rate and a report of consumer spending in the area.
-
- They have secret shoppers when needed to help research
 - Will help in loan presentations
 - SBDC is funded federally they have must match each \$1 locally too.
 - Madison has a low participation rate in donors
 - Will continue to always coach a business until they go over 500 employees

In summary, SBDC is unique because they report ROI. When small companies partner with SBDC they will stay in business longer.

Camille Fife Historic Preservation Planner

- Currently on a 2 year contract and works for the city of Madison. She reports to the Mayor.
- She provides guidance, rules, procedures, code of ethics to historic review board.

- They provide training and education to home owners.
- They have 1700 properties in the Historic Landmark District.
- Her goal is to get buyers for the vacated buildings to keep them alive.
- Today Historic Preservation is a “tool” to economic development.
- Camille feels we have buildings ready to be developed in the: Cotton Mill, Tower Tack factory, Eggleston School, Former Church on Poplar, 706 West St and KDH building.
- Camille currently works with many different organizations in town to help coordinate what they are doing to work together.

May 15th

Fred Swinney – President of Venture Out Business Center

See Fred’s handout

- Went through history of Chamber and VOBC and then explained reason for why Chamber moved back downtown
- Main sources of revenue are tenants, private parties, start ups, etc.
- They do use loan program, but haven’t used a lot lately
- Not a good reason on how they recruit. Trying to work through ideas to help promote

Warren Auxier -- Advance Madison

See Warren’s packet

- Goal was to open lines of communication between all of the groups and organizations within Madison
- Warren feels we need to do a better job of getting all the information on the table so that better decisions can be made and keep the public informed

- Warren responded to question about Nay Sayers and said he doesn't believe the "Nay Sayers" have too big of a voice in Madison. He said our leaders don't address the negative issues very well or at all

Darrell Henderson—Chair of Finance Committee, City Councilman

- Believe the RLF loan program should be reinstituted with new guidelines and headed by the Mayor
- Follow up to program has to happen and they are working on guidelines now.
- Must earn the public's respect back to get program going.

Larry Newhouse and Bob Ernst –Main Street Program

- Refer to their handouts
- Collaborate with Chamber, but main focus is on downtown and Main street
- Funding comes from Grants, music in the park, event sales, etc.

Roger Allman and Nadja Boone -- King's Daughter Hospital

- History of KDH and he explained how it is still operated by Bethany Circle group
- No compensation for Board member
- Feel that hospital contributes to EDP by being the biggest employer in the area
- Salaries range from \$700,000 to hourly employee's
- KDH received TIF funds for new infrastructure on hilltop
- New construction is also helping the economy in Madison

- Also, working on serious lead to fill the old building with a company that would help Madison EDP
- Don't see the new hospital as creating more jobs. Always looking to operate efficiently
- Ambulance service does not cover the costs. KDH basically absorbs that expense
- Look for top notch employees that are going to be good fits for the hospital and the community

Education Forum

Our May 29th meeting was the Education Forum with Steve Telfer, the Superintendant of Southwestern Schools; Katie Jenner, the Assistant Principal of Madison Consolidated High School; Don Heiderman, the Vice Chancellor and Executive Dean at Ivy Tech Community College and Phil Kahn, the President of Prince of Peace Catholic Schools.

Mr. Telfer began his presentation with a brief autobiography. The following are highlights of Mr. Telfer's discussion:

- All Freshmen are required to take Career Planning
- The school hosted a dinner in March for local industry executives to speak to interested students and their families – it was poorly attended
- He believes that if 8th grade students can declare their intentions regarding post secondary education, that this would help them plan their classes in high school
- Looking at adding a mentoring program
- Encourage student participation in community service
- Recruiting new students through "Celebrate Southwestern" initiative
- Southwestern has a collaborative relationship with Madison schools
- Assisting Gleaners Food Bank with SLAM: Summer Lunch Active Minds
- About 60% of students qualify for free/reduced lunches; some do not complete the necessary paperwork
- Graduation rate runs 75%-80%
- It is difficult to connect with poverty level families about their children's futures
- Vocational school is free to high school students

Dr. Katie Jenner was then introduced and she provided a handout outlining her presentation.

Those points are as follows:

- About 43% of students qualify for free/reduced lunches; some don't complete the necessary paperwork
- Counselors tell students of their need for education goals
- Counselors meet periodically throughout the year to reassess the goals

Phil Kahn provided handouts with information on Shawe and Pope John schools and gave a brief autobiography. The following are highlights of Phil's presentation:

- Our small community is fortunate to have options
- Prince of Peace is challenged to do better amid area competition
- They strive for academic excellence
- Students are required to perform 30 hours of community service
- Parents are required to perform 20 hours of service in the school
- Mr. Kahn serves on Eco15 board
- Teach students that first impressions are vital
- IPOD event has been eye-opener for students; all juniors attend
- Pope John has a student ambassador program
- Shawe has a mentoring program
- Graduation rate is 100%
- Responsible for getting students ready for next step
- Mr. Kahn works with realtors, the Chamber of Commerce and local industry for leads on new families in the area

Mr. Heiderman gave a short history of the evolution of Ivy Tech from a vocational college to its current status as a community college.

- 1250 – 1400 student enrollment
- Enrollment has increased but it trending slower now
- Summer enrollment has dropped off a bit too; probable economic rebound
- 20% of classes taken are distance learning programs
- Offer Associate of Applied Science degree, technical certificates and a certification program
- They offer WIMBA online degrees
- They offer transfer courses for other universities
- Majority of students are part-time, picking up course while working or attending other schools
- Cost effective alternative to first 2 years at a large university builds confidence
- Transfer Fair is open to all students
- Classes are offered at the women's prison
- Computer Lab and non-credit classes offered at the Juvenile Detention Center
- Ivy Tech provides career counseling to its students
- They hosted a job fair last year showcasing 30 companies
- Ivy Tech works closely with Eco15
- Several classes geared to local industry needs
- Mr. Heiderman is the Secretary of EDP
- About 18% of students are transfers from other institutions
- About 65% of students receive some type of financial aid
- Pell grants and scholarships are available to qualifying students
- About 25% of financing from local excise, property and sales taxes. Most comes from state
- Facility improvement sparks enrollment but first priority is quality of instructors

This concluded the presentations to the Economic Development Review Panel.

Chapter 4

Survey Initiative, April 24 – May 9, 2012

Summary Themes

Background

The Panel's Survey was announced in public forum (cable TV), given coverage by *The Madison Courier*, plus local radio outlets and the City's website. Residents in Madison/Jefferson County were freely invited to anonymously respond either via the web or by retuning written opinions directly to a confidential box at City Hall.

Contacts were made with the Chamber of Commerce, Economic Development Partners, The Visitor & Tourism Center and the Preservation Planner to request constituent participation. Within two weeks the Panel received nearly 100 responses, all of which are now posted on the City's website. The Survey makes no claim to be scientific, but the resulting information proved fundamental in guiding the Panel's direction.

Observations

There was little or **no reference to contention between Hilltop and Downtown interests**. In fact, the urgent desire was to improve Madison, to move forward.

The community overwhelmingly **values diversity in business mix**, minimizing the cyclical downturns in auto manufacturing. There was broad support for manufacturing, tourism, arts and preservation, small business, high tech and entrepreneurial businesses, attracting retirees, as well as seeking new types of business, such as call-centers.

Retaining existing business is vital. This includes the need for greater support of both small business and industry.

The public understands today's **stiff competition for manufacturing jobs**, acknowledging missing tools, such as proximity to interstate access and limited funding.

Providing incentives was considered a high priority for attracting new businesses.

Madison is uniformly viewed as a **beautiful, scenic, historic city, a great place to live**.

There were many references to the **importance of downtown (Historic) Madison**. It is viewed as unique, deserving investment, marketing and active preserving.

The public wants active **redevelopment of existing vacant and underused properties**.

Madison's investment in **parks, trails, roads and schools** (infrastructure) is important in attracting and retaining residents.

There were mentions of **need for reform** in economic development leadership structure.

Verbatim Summary

Key Points Based on Number of Favorable Mentions, Does Not Equal Responders

Commute but Prefer to Work in Madison: 11111

Market to Gain/Expand Industry: 11

Invest & Market to Tourism: 11111

Market/Build Infrastructure to Active Retirees: 111

Market to Small Business Start-Ups: 11

Diversify Marketing Plan to All Types of Businesses: 111

Refurbish Existing Properties, Hill Top and Historic: 111

Remove Restrictions on Business Park: 1

Lower Business Costs on Clifty Drive: 1

Upgrade Workforce (tech): 1

Need More Downtown Tenants and Better Store Hours: 11

Manage Festivals Under One Group: 1

Invest in Historic Madison/Main Street: 11111111111111

Invest in New & Existing Business: 1

Contract/Eliminate TIF: 1

Improve City Infrastructure (roads/parks/trails/schools): 111

Invest for Jobs for Young Adults: 1

Uphold Ordinances Protecting Renters and Landlord Property: 11

Target Regional HQ: 1

Centralized Econ Development at Mayor's Office: 11

New Industry Should Invest in Own Land Development: 1

Recognize Differences between Hilltop and Downtown Businesses: 1

Dissatisfied with EDP: 11

Need More Kid Activities: 1

Improved Support for Small Business Owners: 1

Set Initiatives to Improve Public Schools: 11

**Survey Initiative
Preliminary Information
April 17, 2012**

In order to accommodate citizens who have an interest in economic development and would like to be a part of this process but may be unable to attend the public input meeting, the panel is looking at providing two additional avenues for public input.

A survey is being finalized that will allow the panel to gather quantitative data on specific questions. This survey will be brief and we encourage everyone to take a few minutes to complete it. It can be completed on-line via a link from the City of Madison's web site. Additionally, hard copies of the survey will be available in city hall for those without Internet access. We hope to have the survey finalized and available by next week. Once it is available, there will be approximately a two-week time period for completion. Respondents are assured of complete anonymity. The panel will compile and summarize results and make them available at a future public meeting.

In addition to the survey, the panel is formulating a plan by which the public could submit more in-depth comments, questions, opinions, shared research and/or related articles. Details and procedures for this input are not yet complete, but will be shared in the near future.

Detailed survey results may be found in the Appendix.

Chapter 5

Observations: Strengths & Opportunities

This is a compilation of Opportunities/Strengths/Implementation Ideas developed over the 120-day project life. In essence, this is the Panel's diary. One may quarrel with observations. Nonetheless, these were common threads occurring in public forum and individual meetings. Many of these thoughts were incorporated into Panel recommendations. Other thoughts, which seemed appropriate at the time, were later modified, particularly in the Implementation notes.

STRENGTHS

Our community is blessed with good citizens, active volunteers in our community. Business leaders, shop owners, retirees, youth, corporate citizens, parents and others sacrifice valuable time in unbelievable ways, from supporting the Regatta, to Chautauqua, to community boards, church organizations and other good causes too numerous to list. The availability of abundant volunteers is strength. The Panel should never fail to value and celebrate its community volunteers.

Although not as strong as it once was, Jefferson County enjoys a healthy manufacturing base, which should continue to be encouraged.

Madison's historic heritage, its scenic views, its downtown architecture and the riverfront are remarkable and distinct. These are gifts to be treasured, protected and shared.

The State of Indiana has a highly favorable business rating.

Madison enjoys close proximity to major markets: Indianapolis, Louisville, Lexington and Cincinnati.

Jefferson County's unemployment rate coming out of the Great Recession is lower than neighboring counties, lower than the State of Indiana's average.

Jefferson County is home to one of America's finest liberal arts colleges, Hanover College. Students and parents visit Madison. Retiring alumni may be interested in locating in Madison. There may be other linkages to explore, including tourism.

Ivy Tech is an important asset for creating certified workers to fill tomorrow's skilled-required job openings. While other counties enjoy an Ivy Tech campus, Madison's facility and capacity appear superior.

KDH is expanding to a new, state of the art facility ensuring a first-rate health care provider and a strong medical community for Jefferson and surrounding counties. Healthcare may be a growth engine.

Tourism in Madison is growing! It has steadily grown 10 of the past 11 years, barely slowing even through the Great Recession. Successful events attract large numbers of spending visitors.

The community is family friendly with quality activities.

Madison's art community is growing, taking more downtown building space. Art is proving a great match with tourism.

Madison is an ideal destination for "active retirees," those seeking a new home or second home. Madison offers small town life in a beautiful, historic community located nearby major population centers. The Ticknor Report strongly encouraged investment in this opportunity. Active retirees can be effective volunteers. They add to property tax roles.

Clifty Falls State Park/Inn is an attractive and popular destination for Madison visitors.

The Lanier Mansion is a noteworthy visitor attraction, an Indiana museum property.

Jefferson County small businesses have potential access to a proven resource in the Indiana Small Business Development Center, which currently appears to be out of favor, under funded and under used compared to other regional counties.

The downtown historic buildings have abundant unused 2nd story space, which provides interesting opportunities to attract targeted residents (the art community) and/or businesses through incentive strategies.

Madison Airport's extraordinarily low expense rates, combined with the State of Indiana's ultra friendly private airplane excise tax, make Madison a potentially attractive home for private airplane pilots.

The Madison Railroad is a viable, profitable port. Industry seeks, whether it will be used or not, an alternative to trucking. The railroad port is an essential asset with a solid and sustainable business plan.

IKE Plant: Despite the focus on renewables and the new, low-cost abundance of natural gas, IKE has long-term coal fire contracts, which portends stable employment for 367 full-time employees.

Jefferson County offers choices for elementary and secondary education, including public, charter and private schools. This variety of choice is unusual for a smaller community, and therefore should be attractive to businesses considering Jefferson County. School administrators are embracing the notion of competing for students.

OPPORTUNITIES

Leadership: There appears to be many well-intended organizations each going their separate directions. This begs the question: “Who is responsible for economic development in our Madison/Jefferson County community? Who is the presiding officer?” Our current loose structure results in no common priorities for the greater good. There is no cohesiveness, just competing governances, missions and funding. There is no plan to maximize scarce resources.

Competing Segments: Madison’s economic development components from tourism, to preservation, to small business to industry appear to be viewed as independent choices, not an integrated whole, one building on the other. There is too much contention between shop owners, between community organizations between politicians and between hilltop and downtown.

Public Education: The quality of K-12 public education is a basic foundation for community economic development. Strong schools prepare quality candidates for skill-based jobs, attract newcomers, and over time reduce the current high poverty rate. Jefferson County’s scorecard is a D- on Ball State’s workforce development evaluation. While the public school dropout rate was recently reduced, the record remains abysmal. How should Work One and EcO-15 be integrated into a more comprehensive public education plan? Where are the voices of public officials raising performance expectations for Jefferson County schools? Should there be consideration for an Education Coalition?

Community Organizations: Madison does not suffer a lack of diligent volunteers, but political leaders have been remiss to call into question the many community organizations, all working for good cause, but overlapping in mission and competing for scarce resources. What is Madison’s plan for integrating and uniting organizations for the common good?

Economic Development Partners (EDP): EDP Board consists of 15 potential members, 14 currently filled by acknowledged leading citizens, organized around monthly meetings. Other counties have smaller EDP boards with membership principally from major industry. There appears to be no annual business plan, no annual written report and no performance accountability by contract with the City of Madison, Jefferson County, and the Town of Hanover, the respective sources of EDP tax funding. EDP does conduct a public annual meeting. Despite tax receipts from the City and County, EDP is under-funded compared to neighboring counties. Where is the EDP subcommittee support structure?

Ticknor Reports: The City of Madison funded two consulting reports, 2008 by Ticknor & Associates, a respected firm specializing in community economic development. For financial reasons EDP has largely declined Ticknor’s recommendations. The only formal Ticknor adoption was the merger of the Chamber and EDP to financially support the

Chamber. While EDP publicly states its goal to be industrial development, evidence suggests mission creep to small business and tourism.

EDP Board: 15 board members are too many; accountability is spread too thinly. There is limited manufacturing representation. How are EDP boards structured in regional counties enjoying greater success? How are non-appointed board members selected? Ensure no overlap of board membership with TIF.

EDP Marketing: Major events, such as trips overseas, must include a story of what and why, plus some disclosure of outcomes. Successes must be shared with media; press releases should come from the Board, not the director.

EDP City/County Contract: The current contract appears to be renewed each year, rubber-stamped. Consider a longer-term, performance driven contract to coincide with the term of the Mayor. Maybe a longer-term contract could offer more certainty to prospects seeking to expand.

EDP/Chamber Alliance: The result is an organization chart with overlapping missions, no clear accountabilities.

Standardized Process: While each deal will be different, is there a standardized process involving cross-functional team leadership? Are records kept for “wins” and “losses” and why? What measurements are in place to measure EDP performance? Who develops, retains and publishes strategic information?

New Industry: 21st Century manufacturing is vastly different from the 1990’s: Robotics, technology, computers, information systems and skilled workers are driving productivity improvements, meaning half the number of employees produce twice the work. This global shift to fewer but more skilled workers may not bode well for Jefferson County. Greater attention to existing industry may have better payback than planning for what may not be available. Existing employers are finding it increasingly difficult to find new, certifiably skilled talent in Jefferson County.

Chamber of Commerce: The Chamber has stated that one of its goals is small business support, assisted by a small business consultant shared with Scott County. Interviews with business owners suggest the Chamber provides marginal economic development value. What are the Chamber’s goals? Other than a shared cost mechanism, what is the logic for the alliance with EDP?

Economic Development Planning: Madison/Jefferson County appears to have no long-range or comprehensive economic development plan. Other regional counties are leaving us in the “dust,” including Dearborn, Clark, Bartholomew, Jackson, and of late, Jennings. Many in our community fear that Madison is in a state of absolute decline and our historic treasures are at immediate risk.

Investment Capital: Where is it? If found, how should it be allocated? Other communities, including the surprise appearance of Jennings Co, surpass Jefferson County in available capital. What are potential taxing opportunities? Private fundraising is non-competitive.

Diverting Economic Development Funds: Jefferson County has applied economic development funds (Economic Development Income Tax) to purposes outside the principle mission of economic development.

Infrastructure: Madison needs improved highway access to interstate travel. Business prospects require available land, access to capital, and ready-to-move-in office property, buildings to code, water/sewage supply, rail, airport and Internet ready capacity, to name a few basics. What is Madison's inventory of ready property, commercial and industrial, for downtown and hilltop locations?

New Manufacturing: The demographics of 21st Century manufacturing require a technically skilled workforce, immediate access to interstate highways, productive education systems, and a community attractive to relocating management personnel. Madison is faced with a challenging reality: a shortfall in road requirements and marginal workforce development outcomes. Facts suggest that business marketing should continue to strive for new arrival manufacturing, but with the understanding that infrastructure, defined in the broadest sense, needs to be more competitive.

Balanced Focus on Job Creation: Jeff Finkle, President of the International Economic Development Council, suggests a balanced focus to targeting jobs: 15%- 20% to new and emerging businesses, 15% - 20% to attraction and the balance to retention.

Manufacturing Is Cyclical: During the recent Great Recession U.S. manufacturing lost 2.5 million jobs. Manufacturing is global, no longer U.S. centric. Madison's heavy dependence on automobile manufacturing makes the community particularly vulnerable to recessions (layoffs) and boom times (availability of certified workforce). Manufacturing trends are affected not only by U.S. events but also by global demand. A more diverse economic development mix, which includes manufacturing, should reduce the risk of cyclical downturns.

Seek Diverse Industry: If limited interstate access is a hindrance to attracting manufacturing, then seek other industries less dependent on roads, such as call centers or build out systems to attract internet based companies. Look to a full range of options other than manufacturing to expand on resources and strengths.

KDH: What is the future of the downtown property? Who is responsible for this economic development planning? Nationally healthcare is growing jobs more rapidly than most industries. How does Madison capture its share of health care job growth?

Doer's Needed: While this is a broad swipe and certainly does not apply to all, the first impression of community volunteer boards and task forces appears not structured for

action (defining, achieving and reporting results against prescribed goals). One measure of board effectiveness is the activity level and accomplishments of subcommittees.

The Nay Sayers: From the moment of the establishment of the Economic Development Review Panel, it became apparent that there are a few citizens in our community with too great a voice seeking public reprisals for leadership efforts. Those who care for Madison's development must override the noise.

House Divided: Madison is unique in that it has two separate "towns:" hilltop and downtown. All economic development efforts should bring the two together in an overall strategy beneficial to both. Secondly, are the efforts of the City and County in harmony for economic development?

Positive Press/Media: There is too little recognition for what is done well, minimal "front-page voice" celebrating success. Feature and celebrate the growth of small business, not just leading industrials. Failures naturally attract attention. Madison's public image, when viewed from the outside by prospective newcomers (people and business), fails to impress. The website, *Old Madison*, seems to demonize citizens attempting to make good efforts. The City of Madison's website is a critical communication asset.

Elected Officials Must Lead! Write a comprehensive economic development plan, set achievable goals, create financial resources, measure progress, improve processes and celebrate success. Where are the goals? The national landscape for economic development is hyper competitive. How is Madison fairing? In over 10 years the State of Indiana has forwarded only one bona fide prospective manufacturing lead to our community.

Market Reality: Given Madison's current status on fundamentals, it is a long shot to bet exclusively on attracting new manufacturing jobs. Forward thinking communities are building out fundamentals and looking for economic diversification. Retaining, supporting the growth of existing businesses is an equal priority.

County Council/City Council: Public officials are justifiably cautious in spending taxpayer funds. Financial projections and systems need to be established to enable greater confidence in economic development recommendations.

Loan Programs: Revolving and Micro Today, according to City Council, the revolving loan program, currently managed by EDP, has \$445,000 available with \$149,000 outstanding. EDP did not effectively manage accounts after loans were made. The micro loan program has \$61,000 available with \$67,000 outstanding. The City mishandled micro loans, including no paper trail and no collections tracking. Today, both loan programs are inactive due to lack of trust in funding administration.

Temporary Contractors: Today at IKE, 1,000 contractors are employed, many local residents, for a temporary period. In one year, May 2013, the contract work will be

completed. A similar story exists for the construction of the Madison-Milton Bridge. And another similar story can be applied to KDH construction. In short order, these temporary economic benefits will entirely end.

Workforce Development: Not only is there demand for job-ready candidates, there is a need to expand the current workforce by preparing those out of jobs for skill-based work. This is the great opportunity to reduce local poverty conditions. This is the current work of River Valley Resources, and their work needs greater visibility and community support.

Revenue Forecasting & Transparency: What are the local tax resources (revenue stream) for economic development use? What is the projected one to three-year economic development tax revenue base? Is this base adequate to ensure competitiveness with our neighboring communities. For what purposes have economic development tax funds been spent in the past five years? An informed taxpayer is essential to public confidence.

Applicant Review: Based on the example of the May 2012, California based, renewable energy applicant, City Council had limited confidence in the EDP recommendation. The current process begs for a complete overhaul centered upon retaining an expert in business plan/financial analysis, a person with competency in identifying a business plan's strengths and weaknesses, as well as applicant capability.

EDP Overseas Marketing? Why should taxpayer dollars be spent to send a representative overseas for developing industrial prospects? This question was raised in the Survey and is justifiable based on current local conditions: no easy interstate access, lack of developed property, inadequate incentive dollars, and a workforce development rated as a D- by an independent review. Possibly scarce tax dollars could be better spent on development of the product, broadly defined as Jefferson County economic development infrastructure. Maybe the State could represent our community at International functions until local infrastructure is more competitive?

Manufacturing Lead Process: As demonstrated publicly during the May City Council meeting, there is no integrity or process credibility for analyzing and offering incentives to applicant employers, a sad public display.

Ordinances & Regulations: When moving to a new structure and new processes, it would seem a good idea to ensure ordinances, regulations and statutes enable the new direction. A thorough review of all agreements, etc. seem to be an essential requirement for streamlining structure and process.

Town of Hanover: Regarding economic development leadership representation, what is the answer for Hanover placement? It has a Town Council. It is a placeholder in the larger community. If the Town was given membership on an economic development leadership board, it breaks the goal of equal representation (City/County split). Expanding the leadership representation decreases accountability, the opposite of intent.

Maybe the Panel defers on the Town of Hanover and allows elected officials to determine the right place with further public input?

IMPLEMENTATION

Change Is Difficult: Current community organizations, all well intended and all entrenched, may pose a challenge to creating an integrated economic development structure. Elected officials realize that change may alienate certain voters. There are reasons why the Ticknor consulting reports were given minimal consideration.

Leadership: Previously, the Panel felt the Mayor of Madison should lead representing Madison and Jefferson County. When hearing feedback on the proposed structure County voices argued for equal representation at the top of the economic development organization chart. After weighing various alternatives, the president-County Commissioners appears the most comparable alternative with the position now placed at the top of the County's economic development organization chart. Moving to stronger roles for political leaders (economic development) is an essential structural change.

The Transition: The “case for change,” moving to a new structure, must be made. Change can be made in stages, but it must be through leadership supported by a professional, contracted for a short term, say six-months. Without the driving force of the contractor, it is feared that the change to a new structure will be lost in the day-to-day routines. If there is no discernable implementation action taken within the first 30 days, momentum for change will decline each following day.

Wanted – Risk-Takers: Without highly motivated, risk-taking officials, the Panel's recommendations will have no merit. Implementing recommendations may require a culture change, starting with elected officials through community boards. However, out of necessity, aggressive communities are making and have made structural change. Can Madison make similar change?

Business Plan: For leadership, the first implementation charge is to develop a “launch plan” with action steps, goals, measures and due dates. A carefully conceived, publicly announced plan would smooth downstream implementation. The keys are collaboration communication, patience and persistence.

City – County Partnership: There must be balanced representation to include City and County officials. A collaborating, risk-sharing relationship of City and County representatives in combination offers access to greater economic development resources, including land, funding and talent. The Mayor chairs this leadership group. What is the Town of Hanover's rightful place in the new structure?

Decision Making: With many and varied community voices wanting to be heard, the newly formed leadership team will continuously strive to make decisions based on data,

research, economic forecasts and return on investment. Reward groups making a case for investment! The days of favorites move to the past. Data driven decisions should prove less volatile.

Advisors: Political leaders would be better supported with access to designated Advisors, persons with expertise in various economic sectors. There should be a formal board of Advisors.

The Place for Advance Madison: Although no one would quarrel with the overarching goals of Advance Madison, it seems those goals might be better achieved and streamlined if Advance Madison principles could be formally structured within City/County official framework.

Education Coalition: With workforce development core to reducing generational poverty, as well as developing a pool of ready, certified job candidates, the idea of forming a coalition is essential for establishing goals and defining accountability. The Education Coalition in addition to high schools should include EcO-15, River Valley Resources/Work One and, of course, Ivy Tech.

Tax Funding: Tax funds, currently allocated to EDP, should be redirected to a central economic development fund managed by elected officials who assure integrity in spending and require return on investment.

The Economic Development Fund: Neighboring counties have greater ability to offer abatements and incentives to expanding businesses. It is a Madison/Jefferson County priority to grow funding through reviewing tax strategy, assuring EDIT alignment, collecting membership dues (like other communities) and seeking other revenue sources. There needs to be improved accountability for distributing funds. A central fund might provide additional resources for cross-sector goals.

Board Training/Orientation: Consider establishing a “working board model” for various community organizations participating within the broad scope of economic development.

Process Mapping: Rather than reinventing each economic development lead process, whether expansion of a current business or entertaining a new prospect (large or small), there should be a published guide with uniform procedural action steps from application to deal evaluation.

Independent Review: An independent, professional analyst should be retained by public officials for the purpose of scrutinizing the business plan and financial resources of any given applicant, existing or new, before determining investment.

Disclaimer

This “diary” summary, continuously reviewed by the Panel from day one through final drafting, is merely a series of thoughts and observations. Naturally, observations influenced proposed recommendations. There is no pointing of blame, only observations formed throughout the 120-day process, viewed from a distance.

Chapter 6

Structure: Job Responsibilities, Definitions, Roles

Guide to Understanding

Given the substantial structural changes recommended by the Panel, entirely new leadership roles emerge. To enable broad understanding of the responsibilities of each and how one function builds on another, this Guide is offered. There is no discussion of job duties outside economic development.

City Council/County Council

- Retains oversight based on its authority over resources within jurisdiction
- Supports *Strategic Plan*, submitting priorities
- Allocates resources as needed to support economic development activities
- Votes on various incentives
- Seeks ways to update and streamline regulations

Mayor of Madison/President-County Commissioners

These co-roles have presiding officer responsibility for their respective jurisdictions for all matters related to economic development for Madison and Jefferson County.

- Achieves the *Strategic Plan*, updated semi-annually
- The Mayor chairs the Growth Council, convening monthly, at minimum
- Leads, collaborates with appropriate governing boards
- Assures a competitive funding pool to promote economic development
- Advocates for new business development, a diversified mix
- Prospects for new business leads
- Ensures infrastructure/quality of life to attract and retain businesses and residents
- Supports growth and retention of existing businesses
- Serves as spokespersons for economic development
- Increases the tax base through community growth and strategic planning
- Hosts the Annual Meeting, a public presentation forum, and offers Annual Report
- Establishes business relationships with IEDC, State and regional leaders
- Manages the position director-Economic Development
- Engages Advisors to align Sectors
- Seeks new funding sources

The Growth Council (or other similar names)

The Growth Council is populated by elected Jefferson County and City of Madison leaders, including the Mayor of Madison, the President-County Commissioners, President-County Council and President-City Council. The Growth Council is the community wide clearinghouse for economic development, meeting at minimum monthly to create the *Strategic Plan*, formulate growth strategies, generate competitive funding, support growth initiatives and prioritize and allocate funds for special initiatives.

- Approves *Strategic Plan*, to include alignment with State goals

- Collaborates to set priorities, goals, objectives
- Establishes the *Marketing Plan*, the target growth priorities and initiatives
- Facilitates alignment with elected colleagues/constituents
- Ensures cross-Sector continuity
- Ensures distribution integrity of economic development specific funds
- Seeks opportunists to develop resources from cross Sectors
- Makes non-binding resource recommendations to various government boards
- Submits economic development leads
- Establishes funding mechanisms and allocations to support the *Plan*
- Approves, funds and measures growth initiatives, special Sector proposals
- Undertakes research and project initiatives to support the *Plan*
- Produces Annual Report

Director-Economic Development

The position is a full-time, City of Madison management employee reporting jointly to Mayor of Madison/President-County Commission. This is not a political appointment. The Growth Council provides funding for the position, and assists with periodic performance evaluations and collectively makes employment decisions. The position ensures leadership continuity, functional expertise given change of elected officials.

- Periodically updates and supports implementation of the *Strategic Plan*
- Recommends economic development initiatives
- Supports outreach to businesses, both existing and prospective.
- Provides land lord management of economic development properties
- Proposes and presents manageable risk solutions to decision makers
- Ensures public rapport with Sectors
- Monitors consulting services to small businesses
- Achieves professional certifications
- Maintains knowledge of State and Federal programs and competitive tools
- Assures process integrity for Applicants seeking grants, loans and incentives
- Markets Indiana ISBDC and other resources to businesses
- Ensures customized incentive criteria and plans by Sector
- Ensures ordinances, regulations and statutes align with the *Plan*
- Provides performance assurance for applicant commitments
- Presents business cases on behalf of applicants and elected officials
- Prepares the Annual Report

Strategic Comprehensive Community Plan (Strategic Plan)

This is the guiding document for economic development. It is a living document, crafted with input from the Growth Council and Sector Advisors, who collect input from members. The *Plan's* horizon is typically five years, formally reviewed semi-annually. The Growth Council may modify the *Plan* at any time. Contents -

- Provides overarching direction for City and County
- Describes the vision and strategy to assure economic growth goals
- Describes the vision and strategy for quality of life goals

- Ensures revenue streams to enable the Growth Fund
- Targets priorities and ensures return on invested funds
- Identifies customized incentive criteria and offerings by Sector
- Catalogues and develops land use inventory and availability
- Ensures initiatives align with vision and strategy
- Assists Redevelopment Commission (TIF) planning
- Identifies and calendarizes planned Sector initiatives and outcomes
- Sets business marketing plan and goals
- Sets relationship strategy by Sector to include other community groups

Sector Boards

There are seven Sectors: Industrial, Small Business, Tourism/Arts/Heritage, Education Coalition, Non-Profits, Capital and Agriculture. Each Sector forms a board populated by member representatives. In turn each board designates a Sector leader titled Advisor. A Sector consists of several member organizations (or persons) with related goals. For the purpose of aligning goals, developing project initiatives, drafting proposals and requesting funds, each Advisor periodically convenes the Sector Board. Sector membership includes a scale-based fee directed to the Growth Fund.

- Develops initiatives
- Implements programs
- Collects information
- Develops annual plan

Sector Advisor

Advisors are annually appointed/elected volunteers representing each distinct Sector, like a precinct manager. There is one Advisor per Sector, seven Advisors in total. The Growth Council may periodically convene Advisors as a group. Growth Council members may also individually engage an Advisor for insight into a specific Sector. Advisors may have competing interests, seeking special initiative funding/support for their respective communities. Sector Advisors may also collaborate to initiative cross-Sector plans. Competition is healthy, ensuring quality research, planning and well-articulated proposals. Only the best plans are enabled. Advisors represent their Sectors for the greater good of Madison and Jefferson County.

- Advises elected officials on economic development matters
- Annually submits Sector Plan to align with *Strategic Plan*
- Represents the respective Sector in economic development plans
- Collaborates on Sector fee structure to support the *Plan*
- Submits to Growth Council its priorities, goals and objectives (Sector Plan)
- Assures completion of Growth Council approved (special) initiatives
- Participates in cross-sector briefings
- Develops Sector Annual Report

Members

- Submit annual priorities and goals to Sector Board
- Submit annual status report

- Develop agendas
- Controls budgets based on governing authority
- Aligns initiatives to assure correspondence with *Strategic Plan*

Contract Consultant (Change)

Although closely related to the position director-Economic Development, this role is a temporary position solely established for a period not to exceed six months to assist the Growth Council in vetting and launching Panel recommendations. The position calls for a candidate with experience in managing complex projects and understanding the nuances of organizational change. Typically these are the skills of a management consultant, particularly a Change Consultant. Without the impetus of an outside professional supporting change, the fear is little will be done with Panel recommendations. The director-Economic Development continues day-to-day operations, “taking care of the store.” The contract consultant assists with driving change, preparing the way for the new order.

- Creates the Project Plan with detailed action steps and timelines
- Writes the first edition of the *Strategic Plan*
- With legal guidance formalizes the structure and roles of Growth Council
- With legal guidance formalizes the structure and purpose of the Growth Fund
- Develops and formalizes structure for each Sector
- Assists Sector leaders with dues planning and collection
- With legal guidance systematically reviews all statutes, ordinances, and agreements
- Develops broad-based Business Application (for Applicant)
- Devises new Applicant scoring and incentive criteria
- Assists Sector leaders with *Strategic Plan*
- Assumes special project duties assigned by Growth Council

Independent Analyst

A financial analyst (consulting specialist) is engaged by the Growth Council to provide independent evaluation of an Applicant’s proposal requiring incentives and abatements, including the Revolving and Micro-Loan Programs. The engagement is solely for the duration of a specific applicant review.

- Conducts evaluation of applicant’s character and ability to achieve a business plan
- Evaluates Applicant’s business plan
- Conducts investigative research
- Provides professional opinions to decision makers
- Presents information, as needed, in public forum

Indiana Small Business Development Center (ISBDC)

This professionally staffed resource, regionally based in New Albany, with a satellite office housed at Madison’s Venture Out Business Center, provides high-quality small business development consulting services. Going forward it is recommended that the ISBDC is a prime consulting resource for the Small Business Sector. The director-Economic Development partners with and markets ISBDC to small business owners and seeks performance feedback.

- Consults to small businesses to assist from launch to business improvement
- May perform “independent analysis” for evaluating loans
- May assist with developing the Strategic Plan and Sector Plans
- Mentors entrepreneurs and start-ups
- Provides fresh and thorough market research

Redevelopment Commission, Tax Incremental Fund (TIF)

The Jefferson County TIF board continues its structure and mission. Going forward, TIF communicates closely with the Growth Council to achieve the *Strategic Plan*.

Economic Development Partners (EDP)

Its board determines the direction of EDP.

The Jefferson County Area Chamber of Commerce

Its board determines the direction of the Chamber. The Chamber serves a key role in supporting local businesses and establishes a relationship with the Growth Council.

Clarifications

Sector categories may be added to or subtracted from through experience and shifting priorities. Caution: Adopting too many sectors make for greater administrative complexity.

Member dues range from \$250 to \$1,250 per year. If there are no dues then revenue sources will be dictated only by general funding by City and County governing bodies. Dues are needed to create funding to compete with surrounding communities. Dues enable resources, checks and balances.

Groups will most likely have “member participation” in various Sectors. That group pays one fee to include all members. Members by default are participating when their organization pays the annual dues to cover all.

Groups or individuals can be members of a Sector. The goal is inclusive participation not exclusive. Members, Sector Boards and Advisors have distinct responsibilities in economic development.

Sector leaders (Advisors) can develop a more detailed approach and outreach as they have greater expertise in their specific Sector. The goal is to have top down and bottom up input.

Recommended structure does not, cannot circumvent local representation. Local representation, regardless of political jurisdiction, will still vote on incentives over which they have oversight by constitution and/or local ordinances.

Streamlining is needed. Priorities need to be created. When opportunities are presented, leaders must move.

City Council and County Council may meet quarterly with the Growth Council to discuss priorities, objectives and concerns.

Funding for the Change Contractor may come from various sources, such as TIF, rainy day operating funds, etc.

One goal of the *Strategic Plan* is to create an environment to generate homegrown business and offer a welcoming atmosphere to newcomers and economic development leads. If this is created, citizens help with leads.

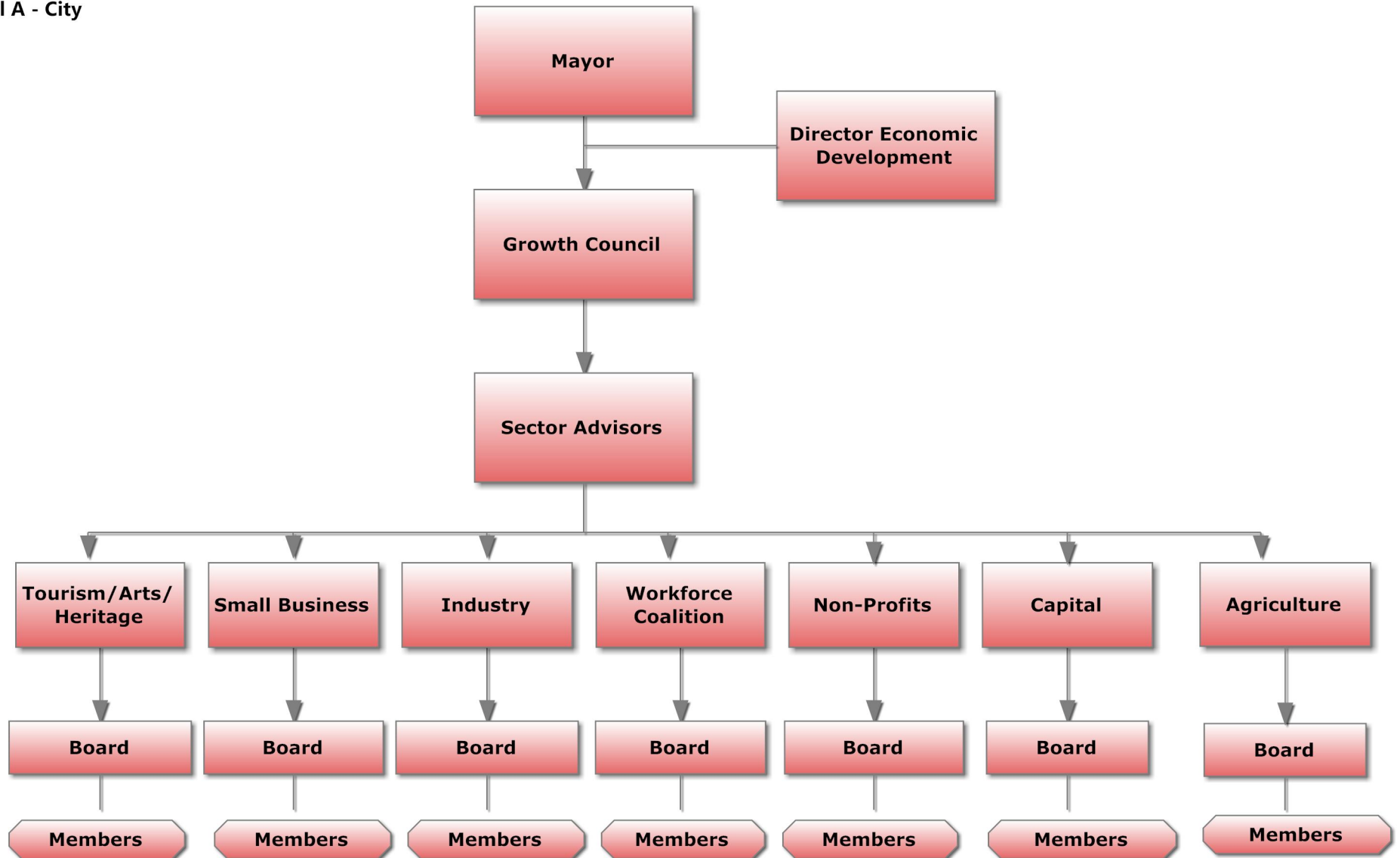
The Strategic Comprehensive Community Plan (*Strategic Plan*) is a requirement for potential Federal and State grants. The goals of the Strategic Plan include and go beyond economic development. Quality of Life initiatives are standard components. Progressive economic development communities have a strategic plan and apply their plan. Nearly all Panel recommendations begin with the *Plan*.

Caveat

These are RECOMMENDATIONS only. In structure the City and County will need to work together to look for ways (together) to streamline and collectively agree on approach and leadership for economic development. This Report serves to provide recommendations. Ideas and themes, the heart of Panel recommendations, are more important than absolute structure and procedure.

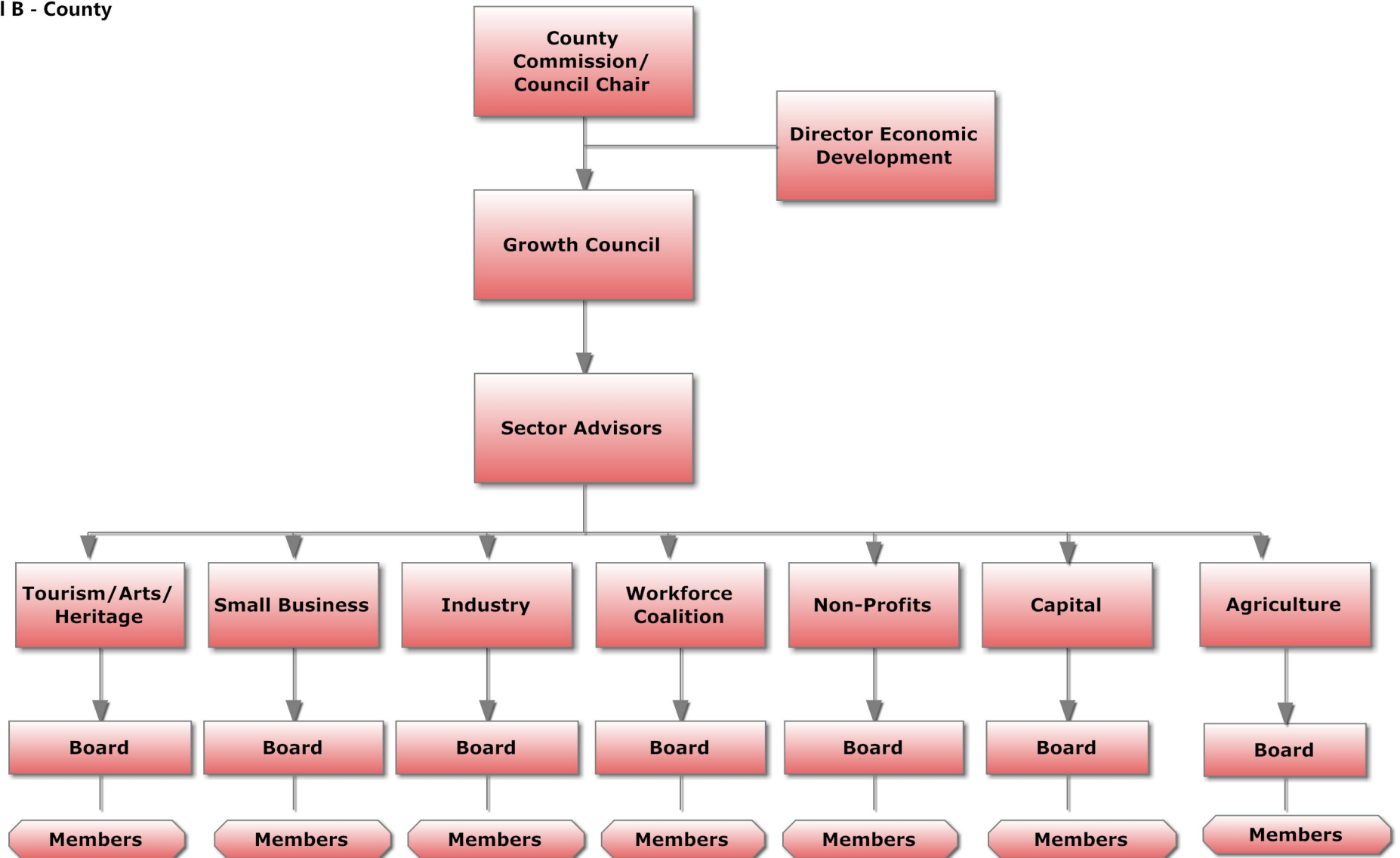
PROPOSED STRUCTURE

Deal A - City



PROPOSED STRUCTURE

Deal B - County



Chapter 7

Economic Development Sectors

Madison Is Unique: In discussions with the three, most recent mayors, serving Madison through 2011, conversations revealed that other Indiana mayors describe Madison's business environment as complex, challenging. Few Indiana communities share Jefferson County's relative small population (32,000+) combined with its significantly diverse economic interests, with examples ranging from tourism to manufacturing, from historic preservation interests to growth demands, from being a great place to live but offering limited professional employment. These issues continue.

Logic for Sector-Based Leadership: No elected official can be expected to have broad leadership experience in Madison's varied economic sectors. Manufacturing is different than tourism; small business is different than technology start-ups; commercial office development is different than industrial planning; developing historical property is different than developing raw land. Past mayors are right. Madison's scene is complex.

EDRP Survey respondents, April-May, 2012, strongly expressed preference for a diversified economic core to maximize community jobs and minimize the harsh turns associated with manufacturing.

The Panel benchmarked Madison against other communities. While some ideas were adopted the proposed "sector structure" is an original design, consistent with the idea that Madison is a unique place.

For these reasons, the Panel proposed the formation of Sectors, communities with common interests coming together. The proposal establishes seven Sectors: **Industry, Small Business, Tourism/Arts/Heritage, Education Coalition, Workforce Development, Capital and Agriculture.** The membership of each Sector designates a representative titled Advisor. There are seven Advisors all of whom are immediately available to provide advise to the Growth Council. Additionally, Advisors lead special performance-based, sector-driven economic development initiatives and coordinate implementation of Sector initiatives. With support from Sector Advisors, today's mayor and future mayors have immediate access to experienced voices. The support model is sustainable.

Sectors do not replace existing organizations, such as the Chamber of Commerce, the Tourism Tax Board, Economic Development Partners, etc.

Industry Sector

Industry Is Changing: From the 1960 to 1990, manufacturing was king, the prime focus for real economic development for Jefferson County. There was good reason;

manufacturers then and now typically offer the best pay and the greatest number of jobs. However, 21st Century manufacturing trends have negatively impacted many U.S.A. communities, particularly those located in the Midwest, Southeast and Southwest. As a result, communities seeking manufacturers compete in a buyer's market, with business prospects expecting immediately available land options, aggressive incentive packages, ready access to skilled workers, five-minute proximity to the interstate highway system, plus a political process producing immediate decisions. In this new, hyper-competitive environment some communities across our great nation are more prepared than others. In review of more progressive communities, including some in our region, Madison suffers by comparison.

During the recent Great Recession, the U.S. lost 2.5MM jobs. Because of productivity gains, driven by new technology and less stringent labor practices, U.S. manufacturers produce more product than ever with half the labor force, a technically trained workforce.

While the City of Madison has lost manufacturers, leaving deteriorated plant sites, those remaining have rebounded from the Great Recession in good strength. Experts strongly suggest the adoption of an emerging marketing plan with greater focus on business retention than expansion (Jeff Finkle, President-International Economic Development Commission).

New Definition: Competing communities are now defining Industry to include manufacturing but also professional organizations, technology companies, media, big box retail and other organizations with new requirements, like ready office space and significant Internet pipes. With the proposed structure and process change Madison will be better equipped to support and pursue businesses in the redefined definition.

Industry Sector Responsibility: This Sector makes recommendations to the Growth Council to address strategies to retain and grow existing firms and to attract new companies ranging from manufacturing, to call centers, to start-ups, to logistics, to media, etc. Issues include funding, land, facilities, workforce, quality of life and all matters related to maximizing Madison's readiness for 21st Century industry, broadly defined. Industry diversification is an overarching goal. Sectors identify and court business prospects.

Industry Sector Membership: The Industry Sector is composed of Jefferson County companies with 30+ more employees. Among others, potential members might include, Arvin Sango, Century Tube, VSG, Grote Industries, Wall-Mart, any business with more than 30 employees, etc. Membership is optional. However, if a business wishes to benefit from broad community support and if a business desires a better quality of Madison life for its employees and citizens, then membership is a first step.

Industry Sector Organization: Organizational thoughts mentioned below apply to all Sectors and will not be restated under subsequent Sector headings.

Each Sector reaches out to establish and grow membership. Depending on the Sector, members may be businesses, organizations or individuals. For the Industry Sector employers with more than 30 employees are prospective members. Businesses with fewer than 30 employees, but anticipating immediate growth (a technology start-up), may be offered Industry membership.

Each Sector meets periodically, some may choose formal monthly meetings, others may meet less frequently. Sector members convene at any time to launch and implement special Sector initiatives consistent with the *Strategic Plan*.

Each Sector designates a team leader, titled Advisor, a volunteer serving a one-year term. Collectively, Advisors meet periodically, or as needed, with the Growth Council, elected officials charged with economic development leadership. Advisors advise.

Each Sector writes its own *Mission Statement* and its own *Economic Development Plan*, updated semi-annually and aligned with the community's *Strategic Plan*. Sector plans are action oriented with aggressive goals, timelines, subcommittee tasks, resources needed, financial requirements and anticipated rate of return on potential investments. Fast-acting and high-performing Sector leadership is essential to driving Madison's economic development future. Some say Madison's future has reached a tipping point: doers needed.

For special initiatives each Sector competes for dollars held in the Growth Council's Growth Fund, pooled assets from taxes, fees, grants, gifts, etc. The Growth Council invests first in those competing initiatives with the best action plans (doable), the most aligned with the overall *Strategic Plan*, and those with the most promising return on investment. Advisors advocate for special Sector initiatives. Advisors advise.

Each Sector establishes its membership scale-based, dues structure. Dues are paid annually and are forwarded to the Growth Fund for investment. Other communities create economic development funding by similar models. Members pay annual dues; members expect a return on investment; and members expect Growth Council support.

Each Sector produces a written *Annual Report*, due 30 days after End of Year. The *Annual Report* cites the membership roster, subcommittees, achievements, disappointments, concerns and a reference to future goals. The *Annual Report* is a business report, open to the public and submitted to the Growth Council. The Annual Report is not self-serving; it is a fact-driven business report. The Growth Council is expected to review and comment on each Sector's *Annual Report*.

Sectors make things happen! Sector leaders drive and accelerate political decisions.

Small Business Sector

Small Business Sector Responsibility: Like the Industry Sector, this Sector's prime goal is to support the growth and sustainability of existing members. Potential issues are funding, land, facilities, city services, workforce development and Madison's quality of life, including schools, parks, roads, and the Historic District.

Small Business Sector Membership: Small businesses populate all of Madison/Jefferson County. They are found on the Madison Hilltop, in the Historic District, in Hanover and in the County. Small business includes retailers, service companies, media, independent healthcare providers, the professional community and entrepreneurs, among others. In summary, any employer of <30 employees is a prospective member of the Small Business Sector.

Indiana Small Business Development Center: This State sponsored organization, regionally based in New Albany with site offices in Dearborn County and Greensburg, offers a variety of valuable tools for small business owners. Services range from assistance in writing business plans, providing immediate marketing information to individual business consulting. In partnership with the director-Economic Development, small businesses located within the confines of Jefferson County may have full access to this underused professional resource.

Tourism/Arts/Heritage (TAH)

TAH Sector Responsibility: There are few towns in our nation, given Madison's small population, blessed with a nationally recognized Historic District, a continuously improving riverfront landscape with historic steamboat visits, a beautiful State Park, remarkable destination events (Chautauqua, Regatta, Ribberfest, to name a few), the museum properties known as Historic Madison, and a rising, significant art community. Hundreds of volunteers, dedicated professionals and supportive citizens have cause to be proud of Madison's offerings. Annually, Madison hosts thousands of loyal visitors. In 10 of the past 11 years, tourism tax dollars have increased (Innkeepers Tax). Visitors spend retail dollars, stay overnight, visit wineries and walk Main Street. Visitors are loyal; data show frequent return trips. A few visitors even become homeowners, increasing property tax revenue. The charge to the TAH Sector: Create ideas, develop and implement special initiatives to, not just keep the positive tourism trend, but to accelerate growth while continuing to improve quality of life.

TAH Sector Membership: Potential members abound: Bed & Breakfast owners, hotels/motels, art shops, wineries, the Convention & Visitors Center, event organizations, such as Chautauqua, Historic Madison, Cornerstone, to name a few.

Workforce Coalition Sector

Workforce Coalition Sector Responsibility: Preparing the 21st Century workforce has become a very complicated subject, especially for a small town located 60 minutes removed from metropolitan areas. The most accomplished high school graduates leave to attend universities and subsequently to seek professional employment where social opportunities combine with higher paying jobs – that would be cities, not small towns. Other high school graduates may seek local employment, but the sheer number of today's unqualified applicants, those lacking fundamental technical and social skills, frustrates local industry. Consequently, business growth plans are often slowed and expense burdens increased due to excessive employee-training costs. Schools and industry alike are affected by Madison Area's relatively high level of generational poverty where education is a low family priority. All this combines to leave Jefferson County with a D-on Ball State's workforce development scorecard. Not only do these facts leave Madison as an unlikely candidate for new businesses requiring a skilled force, it also means the community is at risk for retaining existing skilled-based employers, including important manufacturers.

The Panel learned that local educators (MCCHS, Southwestern, Prince of Peace and Ivy Tech) understand the challenges and have undertaken initiatives for improvement. River Valley Resources/Work One and EcO15 are also collaborating with employers to drive improvement. Hanover College may have the capacity to be a special resource.

The Sector faces heavy challenges to align skill development with job requirements. The Growth Council must hold the Workforce Coalition Sector to high performance standards, while supporting and enabling initiatives. Taxpayers would be well served to expect a public dialogue to include educational leaders and elected officials, both espousing workforce development improvement. Unprepared students may be headed to a very difficult life; taxpayers may be facing an increased entitlement burden. Growth communities deliver exceptional workforce development outcomes.

Workforce Development Membership: Membership should include public school superintendents, CEO-Ivy Tech Madison, Prince of Peace Schools, EcO15 and River Valley Resources, at minimum, and possibly Hanover College. Members regularly outreach to clients such as manufacturing, tourism, healthcare, tourism, etc.

Non-Profit Sector

Non-Profit Sector Responsibility: Nationally non-profit organizations have been adding professional, technical and administrative staff at a rapid rate. Locally, King's Daughters' Hospital (KDH), a non-profit, is the largest employer in the community. Non-profits can offer high-paying jobs. Non-profits contribute to the quality of life, current and future, for the Madison Area. The task for the Non-Profit Sector is to

maximize job opportunities in its own Sector, while supporting the growth of other Sectors for the greater good of the community.

Non-Profit Membership: This sector potentially includes KDH, Community Foundation, Salvation Army, possibly churches, among others.

Capital Sector

Capital Sector Responsibility: Evidence confirms Madison's weakness in raising a sufficient Growth Fund. Neighboring counties, particularly Jackson, Bartholomew, Clark and Dearborn, have more dollars available for potential growth opportunities, investing in existing and attracting new businesses. As a result, the Madison toolbox is incomplete and uncompetitive. The Growth Fund, as designed in the Panel's proposal, has several financial inputs, including EDIT and membership dues (Sectors). Rather than a typical dues structure, each Capital Sector member may make financial pledges either annually or over time. Funds are delivered to the Growth Fund.

Capital Sector Membership. This Sector may include individuals, trusts, as well as organizations, such as banks, real estate firms, developers and utilities. Individuals with financial means are invited to join the Capital Sector. Members may include people and/or organizations based outside the County. Like other Sectors, there is a designated/elected Advisor available to the Growth Council and other Sector Advisors.

Agriculture Sector

Agriculture Sector Responsibility: Over the past few years' agriculture, especially Corn Belt farms have typically enjoyed rising commodity prices and increasing land values. Sophisticated, Wall Street analysts recognize farmland as a smart investment, especially in today's expanding global export market. In Jefferson County, agriculture is critical to our tax base and local economy. Development of value added agriculture based products promotes locally grown products. The Agriculture Sector is responsible for creating ideas, recommending initiatives to further capitalize on economic development trends in support of the *Strategic Plan*.

Sector Membership: Individual farmers and farmer groups, co-ops and Agriculture organizations are prospective members.

Chapter 8

Financial Resources

Communities create economic development funding through different means. This chapter attempts to identify and describe those critical resources, which become part of any community's toolbox for offering competitive incentives and making prudent investments to stimulate employment growth and improve quality of life. Progressive communities offer highly attractive incentive programs to support existing businesses, help launch start-ups and attract new businesses.

Jurisdiction: The City of Madison and Jefferson County are distinct jurisdictions. Each collaborates to support the *Strategic Plan* (one plan). Specific boards have authority by statute and agreements. For special initiatives and projects in alignment with the *Strategic Plan*, the Growth Council gives overall non-binding recommendation to the governing body that has oversight and owns jurisdiction of the recommended funds. In no place in the *Final Report* is there a recommendation to circumvent political jurisdiction authority. The goal of the Sector Advisor and the Growth Council is to develop community-wide, overall priorities, goals and objectives.

Economic Development Income Tax (EDIT): Like other Indiana counties, Jefferson enacted an EDIT tax to increase county revenue as the State legislature reduced property tax. EDIT tax is considered economic development and funds may be used for economic development projects, remedial construction and operating expense. The tax is applied only to people employed in the county. The Jefferson County tax rate is .35%.

Revolving Loan Fund (RLF): This fund is a City tool, established in 1985 to assist small businesses unable to access bank loans. This fund allocates loans greater than \$25,000. Loans over \$75,000 must be approved by City Council with public input. According to the Chair-Finance Committee, City Council the account balance is \$445,000. Because of management issues the fund has been on temporary hold since mid 2011.

Micro-Loan Program: The U.S. Department of Agriculture created the Micro-Loan Program "to support the development and ongoing success of rural micro-entrepreneurs and micro-enterprises." Continuing, "direct loans and grants are available to Microenterprise Development Organizations." The City of Madison is a participant; the Mayor is the administrator. City approved applications are forwarded to the USDA for funding on a ratio basis. (Example, for an \$11,000 approval the City funds \$6,000 and the USDA \$5,000). The limit of the loan or grant is \$50,000. Like the RLF, the Micro-Loan program has been on temporary hold for similar reasons.. According to the chair-Finance Committee, City Council, the account balance is \$61,000.

General Operating Budgets: The City of Madison, Jefferson County and the Town of Hanover have allocated general funds to support EDP staff and initiatives. Madison and Jefferson County have made equal annual contributions, \$80,000, with the Town of

Hanover contributing \$3,000. Going forward, it is recommended to distribute these funds to the Growth Fund, managed by the Growth Council.

Redevelopment Commission (TIF): A Tax Incremental Fund (TIF) was amended by the City of Madison, March 2010, for the purpose to provide Employee Training Programs for manufacturing companies within the TIF zone, to purchase real property located within the zone and provide for the redevelopment of the former U.S. Filter plant. TIF is the amount of property tax increase raised over a previously established base, prior to redevelopment. The TIF board works in partnership with the City to make economic development investments to accommodate the growth needs of existing employers and attract new employers, all within the zone. For the year 2011, total income was \$1.27MM and expenses were \$1.76MM, with a remaining balance of \$4.45MM. Madison has one TIF zone. Communities may have more than one TIF zone.

Regional Resources (casino): For economic development projects Madison has written and received grant requests for allocated casino funds to support special projects, the Madison Railroad “Bridge Project” being an example.

Grants: Grants funding is available for a variety of special initiatives. Federal, State and foundations grants are potential resources. Given fallout from Federal and State budgets, grants have become less accessible. Additionally, competitive Indiana communities are awarding outright grants to support businesses promising growth and expansion, a new trend (note Wayne County, IN). Grant funding, through Federal community block grants and State stellar community grants, requires a *Strategic Plan*.

Membership Dues: A key component of the proposed economic development structure is the establishment of Sectors composed of members. Members pay scale-based dues, which in turn add to the proposed Growth Fund. Progressive communities raise substantial funds through membership requirements. Members and their respective Sectors have important responsibilities.

Tax Abatement: This is a typical incentive to businesses looking to locate or expand in a given community. Abatement means elimination or reduction in taxes granted by a government for a specified period of time. Abatement may apply to capital equipment, land, etc. Commonly a tax abatement plan is referred to as a tax incentive. Currently the City endorses an abatement scorecard established by EDP, geared to manufacturing. The EDP scorecard should be reconsidered to accommodate a more diversified mix of businesses.

Training: It is common for expanding businesses to receive a training incentive to ensure a ready workforce. TIF and EDP plans currently include a training offering.

Available Land & Facilities: Businesses seeking to expand, either relocating or currently located within the community, have location options; they have many choices and naturally seek what is in their best interest. Cost is one factor; immediately ready property is another. To be more competitive the City of Madison and Jefferson County

are required to have real land and facilities ready for quick occupancy. This calls for a sophisticated plan, a subset of the *Strategic Plan*. Commercial property plans are required for office space as well as retail, manufacturing, apartments and other potential applications.

Infrastructure Requirements: Like land and facilities, supporting infrastructure is anticipated and built to accommodate potential growth. In addition to the obvious – power, water, roads and sewage – other infrastructure planning may be equally important, for example, Internet pipes.

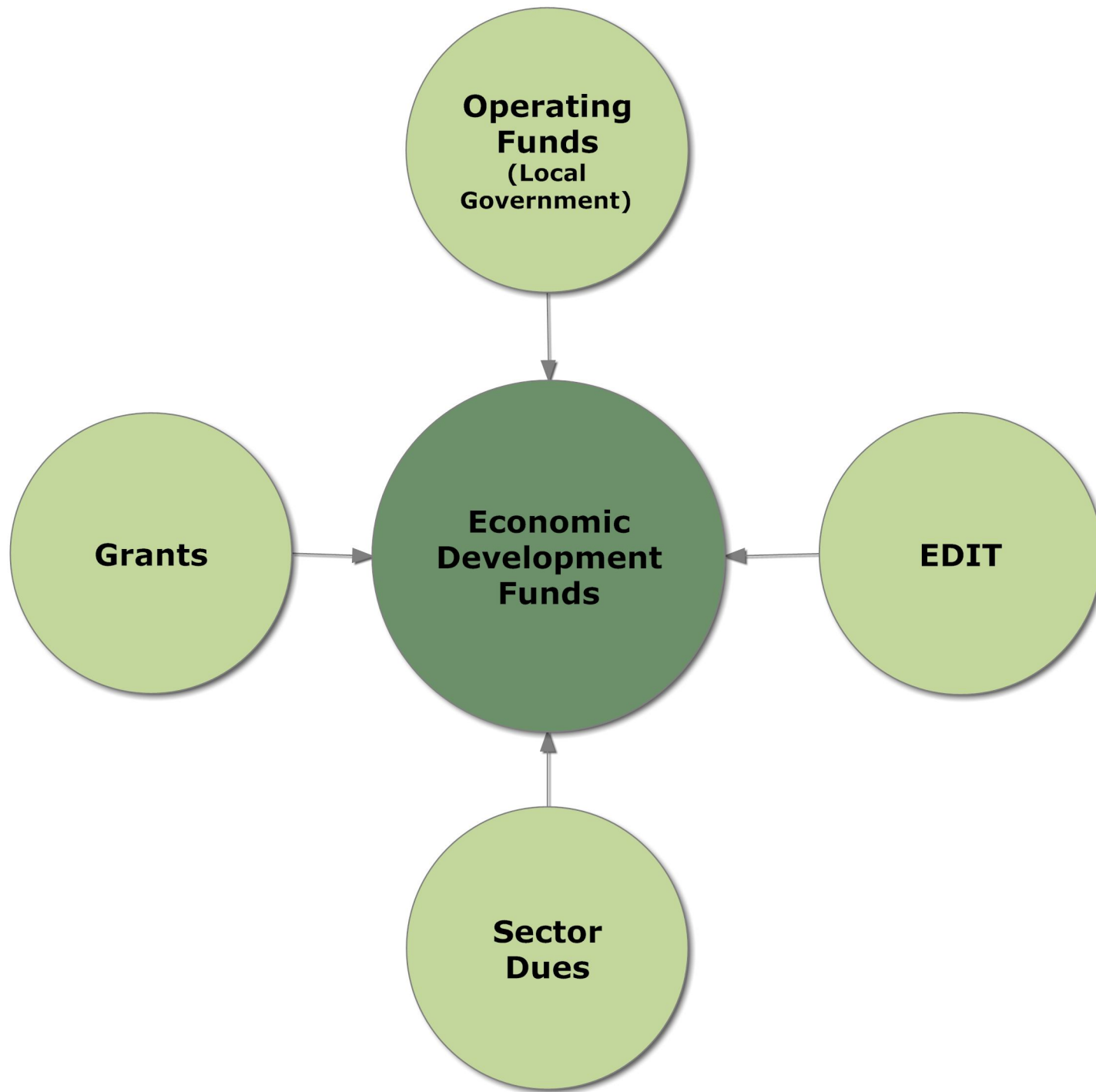
Preservation Incentives: Particularly important to the City of Madison is the availability of preservation incentives in the form of tax credits, both Federal and State.

Tourism Tax: Jefferson County imposes an Innkeeper's Tax, whereby visitors staying in area hotels/motels pay a visitor's tax, 5%, included in the room charge. These funds are in turn used to support the Convention & Tourism Fund.

Venture Capital: Investors with means and with the goal of return on investment should be considered as a source of funds. Look at what Cook, Inc. did for French Lick, IN. This is not philanthropy. Investors should be sought and courted.

Angel Investor: The City/County should assist start-ups, carefully listening to needs and actively supporting. Support potentially includes consulting services (ISBDC), assistance with facilities and investigating partnerships with potential angel investors providing early-stage seed funds.

Estates/Trusts: If and when the public gains increased confidence in the management of the Economic Development Fund, loyal citizens may elect to remember their fair City with a lasting gift.



Chapter 9

Comprehensive Strategic Community Plan (Strategic Plan)

Purpose: Today there appears to be no overarching City/County economic development plan. Given the competing choices available to “buyers” (expanding businesses and start-ups), “sellers,” such as City of Madison, are required to have product for read delivery. Product is defined as the combination of incentives, abatement, infrastructure, land/facility, work force and quality of life. Unless all of Madison/Jefferson County many moving parts are collaborating to achieve common goals, “buyers” will uncover opportunities elsewhere. No prospective buyer should be taken for granted, neither the small business operator nor the leading manufacturer. There is an understanding that an existing local business may also be a buyer, and they too are never taken for granted.

The economic development component is integral to the *Strategic Plan*. According Federal and State guides “quality of life issues” are equally important. Parks, schools, recreation, and natural environment all add to making a community a great place to live. These factors are important to Madison, as it will likely focus on visitors, attracting new residents, etc.

Responsibility: The Growth Council is responsible for the quality, timeliness and execution of the *Strategic Plan*. Input to the *Plan* is driven by a combination of top down direction (Growth Council) and bottom up input (Sectors). The *Plan* is inclusive, community driven on the input side. On the execution side responsibility resides with the Growth Council, Sector Boards and Sector Members. Goals are measurable and progress is tracked through periodic reporting.

Planning Horizon: Focus is directed to current opportunities, plus goals to be achieved over the next 12 months and goals planned over a five-year horizon.

Periodic Reviews: The *Plan* is released to the public at the start of each New Year, January. At mid-year (July) the Plan is revisited by the Growth Council and refreshed as needed.

Table of Contents (Sample)

Federal and State planning guides are readily available. Community plans are commonly found on government websites. ISBDC offers planning consulting conforming to government guidelines.

Assessment of Strengths & Opportunities

- Statistics
- Observations
- Benchmarking

Organization Structure

- Organization Effectiveness
- Streamlining Opportunities, including ordinances, regulations and statutes

Budget & Growth Fund Review

- Tax projections, five years out
- Membership fees, projected five years out
- Grants
- TIF, projected five years out
- Tourism Tax, projected five years out
- Grants, etc.

Available Property

- Land catalogue
- Commercial space
- Deteriorating sites
- Marketing planning

Sector Review & Plans

- Membership Report, and projections
- Sector Initiatives
- Sector Opportunities

Marketing Planning

- Incentive packages
- Prospecting, both existing and new
- Reaching new markets (start-ups, call centers, new residents, etc.)
- Media and materials

Partnerships

- Alliances with adjacent IN and KY counties
- Relationship with IEDC (State)

Workforce Development

- Assessment of needs
- Funding requirements
- Industry-specific initiatives

Achievements, with detail

- List achievements
- Give credit to Sector performance
- Acknowledge leading contributors
- Growth Council passes all credit to performers, Sectors achieving goals

Near & Long-Term Goals, with strategy

- Numerically stated goals, including expected benefits
- Projected timelines

Growth Council Comment**Financial Statements and Activity Plans**

Chapter 10

Uniform Process Applicant Seeks Incentives, Abatements, Loans

Purpose of Uniform Process

Two parties are engaged: the Applicant and elected officials, each seeking their respective best interests. The Applicant seeks the best circumstance for starting or expanding a business and officials seeks a reasonable level of certainty for return on investment on behalf constituents.

Today, Jefferson County is in rigorous competition for Applicants. Thousands of communities chase a limited number of business prospects. Increasingly, it's a "buyer's market," which enables Applicants to demand a secure period of privacy, quick decisions and highly competitive deals.

A uniform process map ensures Applicant privacy, provides role clarity for all players and ensures a "deal review" by an Independent Analyst. A uniform map provides taxpayers and elected officials "certainty of process," ensuring greater public understanding while holding elected officials to high standards of integrity: There are no shortcuts and risk management is formally addressed.

Definitions

Applicant: This is an entity requesting consideration for incentives, abatements or loans with the potential to locate in Jefferson County, expand an existing local business or launch a start-up. An Applicant may range from a small business entrepreneur seeking a loan to an international manufacturer requesting comprehensive incentives.

Indiana Project Plan (IPP): Industry Applicants (larger businesses) wishing to locate in Indiana are required to complete an IPP, a standardized State of Indiana form used by the IEDC to support a brief inquiry of the nature of the Applicant's business and its potential impact on the State's economy. The State routes applicants to various communities meeting the Applicant's screening criteria. After a local community settles on a proposed deal, then the State may, in special circumstance, all aspects of the plan to ensure benefits to the State and community.

Mayor of Madison and President-County Commissioners: The Mayor is the presiding officer of all matters related to economic development for the City of Madison and the President-County Commission is the presiding officer for matters related to economic development in Jefferson County. Having one person in charge leads to a one-stop-shop arrangement to benefit Applicants. Accountability is clear. Fiduciary responsibility is clear. Process is clear. The "buck" stops here!

The Growth Council: The Mayor of Madison chairs the Growth Council, which has responsibility for developing and implementing the *Strategic Plan*. The Growth Council approves incentives, abatement and loans based on the merits of each Applicant's character, technical expertise and business plan.

Business Application: The Applicant – either referred, discovered or an existing local business – is welcomed and advised to complete the Business Application, which describes an in-depth view of the business plan, the Applicant's resources and capacity (financial and technical), plus the incentive request and potential benefits accruing to Madison/Jefferson County.

Independent Analyst: For larger scale projects requiring incentives and abatements, an Independent Analyst is contracted for the purpose of evaluating an Applicant's business plan, the Applicant's technical expertise and all subsequent deal arrangements leading to a Proposal. The Independent Analyst is a third party consultant providing professional opinions based on research and analysis.

Indiana Small Business Development Center (ISBDC): ISBDC, which has the tools and professional resources, may be considered as an Independent Analyst for Revolving and Micro Loans and other modest financial requests.

Director-Economic Development: The Director's role is subordinate to the Growth Council in all ways. The Director is the daily interface, the liaison with the Applicant, discreetly guiding, advising and serving. The Director markets the Jefferson County community, ensuring manageable risk. The Director, assisted by the Independent Analyst, formally presents each Applicant's case to decision makers.

Sector Advisor: Advisors, Sector designated leaders, are available to provide opinions to the Growth Council on matters requiring experienced insights. The Growth Council and its individual members may engage Advisors individually or as a group.

Proposal: The final Proposal (deal) is the outcome of a series of negotiations between the Applicant and elected officials. If a deal cannot be struck, either party may decline, in privacy, at any time for any reason. Proposals are struck in private meetings. Proposals do not ensure approval.

City Council/County Council: Depending on jurisdiction and prevailing ordinance, incentive proposal are reviewed for adoption. For larger cases, the State may also examine the proposal.

Notes

All negotiations are conducted in private, no press coverage or public forum. A public announcement is made only after elected officials have given preliminary approval to a Proposal.

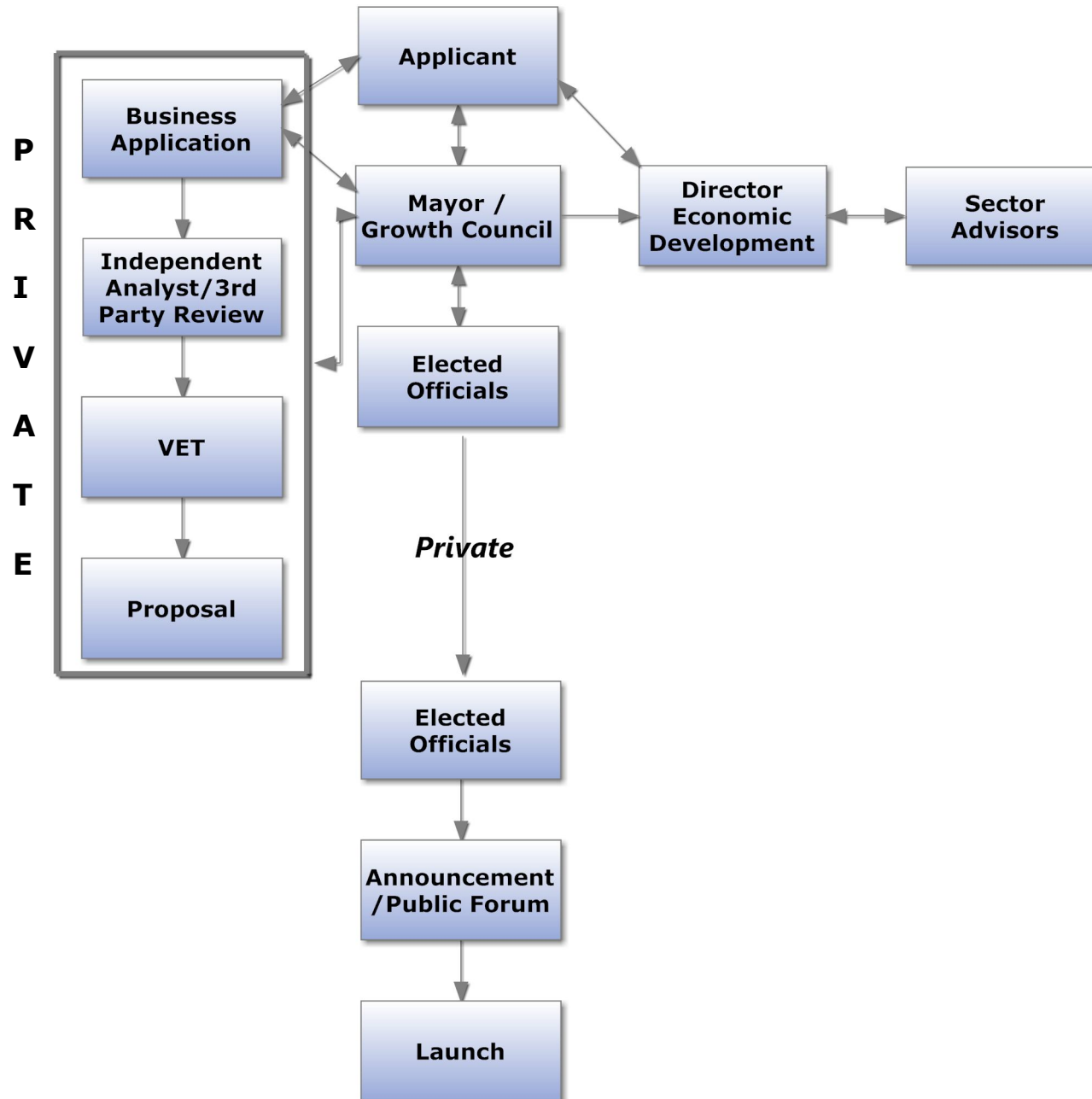
The Applicant at no time appears at decision maker reviews. The director-Economic Development, supported by the Independent Analyst, delivers presentations to elected officials on behalf of the Proposal.

The Mayor/President-County Commissioners engages the Growth Council as needed.

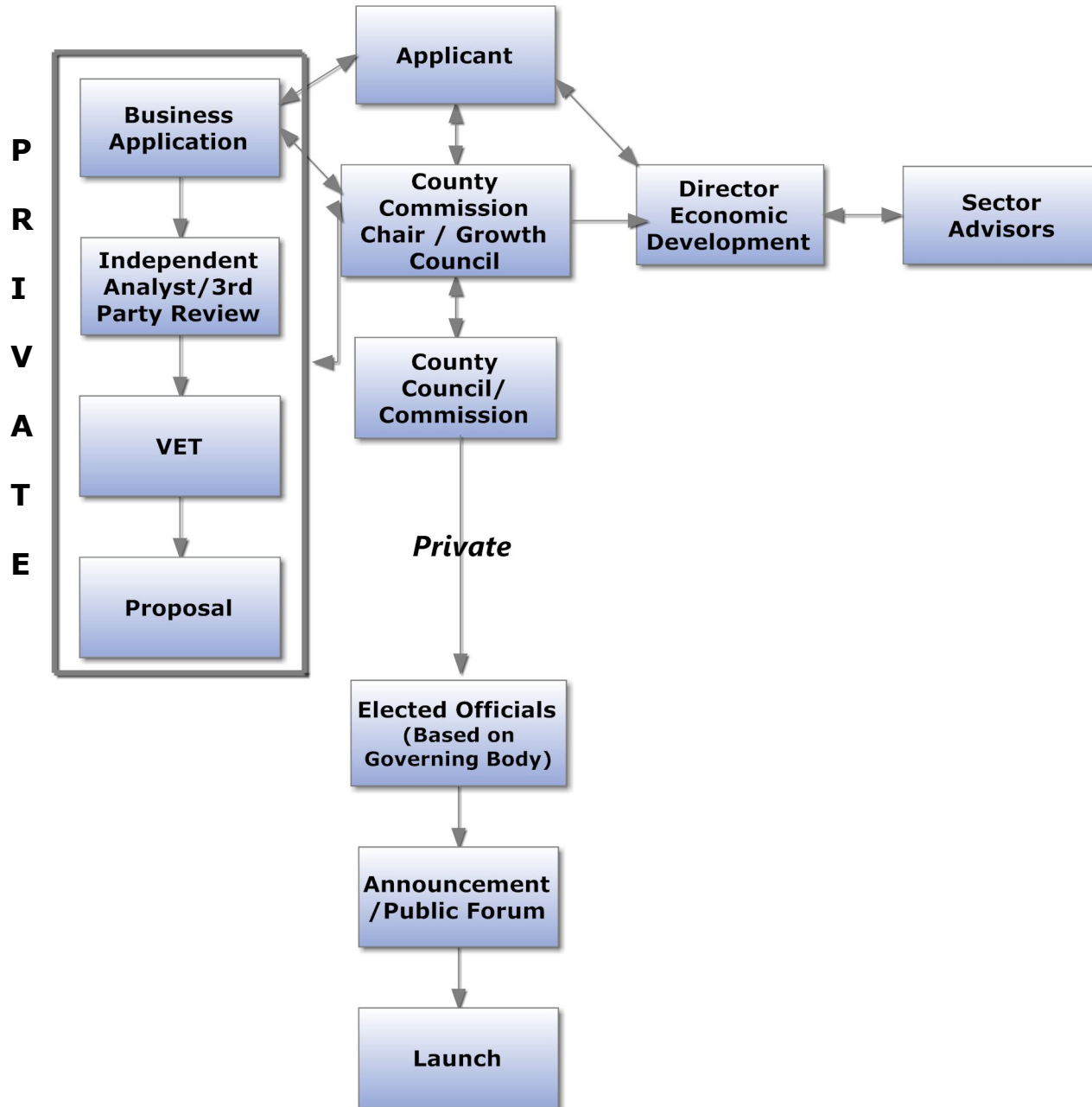
If no ordinance constrains the process, the Growth Council may make a final decision without full City or County Council vote. The Growth Council represents all constituents.

Attachments follow -

APPLICANT FLOW PROCESS
Deal A (Located in City) Incentive Request



APPLICANT FLOW PROCESS
Deal B (Located in County) Incentive Request



Chapter 11

Launch Steps & Timelines

The Challenge: The City of Madison & the Economic Development Partners of Jefferson County engaged Ticknor & Associates to provide “Strategies for Moving Forward.” That report was delivered June 8, 2008. It delivered an assessment of Madison’s strengths and shortcomings. It recommended actions to diversify economic development beyond manufacturing. It recommended specific targets, such as tourism and attracting retirees, and specific action steps for EDP consideration. Since 2008, there have been minimal visible outcomes.

More recently the City engaged a consultant to offer strategies and design for making downtown Madison a more viable tourist destination, a place where visitors would spend more tourist dollars. Like the *2008 Ticknor Report* there has been little visible response.

There are reasons for the limited response to consultant guidance. One may be lack of funds or personnel resources. Another may be disagreement with recommendations. Another may be a function of turnover of elected officials. Importantly, none of these speculations point blame. Inevitably delivering change is easy to promise and difficult to deliver.

Launch Steps & Timelines: The Panel acknowledges its proposal will experience similar challenges. This is only natural. To minimize resistance to change, specific action steps and timelines are established. Elected officials and the general public can monitor published steps. When steps are completed to plan, all can celebrate. When steps are delayed or postponed, there is a signal for concern, which calls for response.

The Panel expects elected officials follow the prescribed launch steps and make modifications, as needed, based on lessons learned. That’s the formula for a successful launch: Agree on the project plan, then do and learn, with the emphasis on Do.

Job Responsibilities

- **Independent Contractor (Change Consultant).** Serves a maximum of six-month engagement. Supports and assists with implementation of new structure and processes.
- **Interim director-Economic Development.** Serves until replaced by full-time hire. Continues day-to-day operations (runs the store) on behalf of the Growth Council.

Project Plan: (The Mayor/President-County Commissioners “to do” List)

The required first step is a “gathering of local officials” to comment on how to work together with limited resources to promote economic development. The Mayor leads this initial step; the Mayor initiated Panel’s directive and requested a Final Report.

July, the first 31 days –

- Thank the public for its patience and project support (The Mayor)
- Hire a consultant with project plan credentials, a full-time task for six months
- Assess the proposal and prepare all involved parties, including the public, for change
- Establish a public hearing process for review of Panel recommendations
- Construct the living Project Plan (It changes.).
- Review EDP agreement; make plans for distribution of funds to the Growth Fund
- Begin search to fill full-time position director-Economic Development
- Appoint interim director-Economic Development until full-time position is filled
- Meet with ISBDC to consider its potential assistance with launch planning
- Provide weekly public updates

August – October 2012

- Determine placeholder role for Town of Hanover
- Form the Growth Council, agreeing on roles and processes
- Conduct full review of incentive and abatement toolbox
- Conduct full review of ordinances, regulations to update and streamline
- Create the Growth Fund
- Designate interim Sector Advisors (until Sectors officially form)
- Write first draft of *Strategic Plan*
- Develop Sector implementation plan
- Gain agreement on applicant process
- Create Business Application Form
- Identify independent analyst(s) to support applicant process
- Phase out six-month contractor, the Change Consultant
- Provide public updates every two weeks

December 2012 – February 2013

- Growth Council regularly convenes
- Complete *2013 Complete Strategic Plan*, public view
- Applicant process installed
- Build Sector membership (on going)
- Present detailed *2012 Annual Strategic Plan Report* to public
- Provide monthly public updates

March – June 2013

- Sectors elect Advisors
- Sector dues structure established and membership funds collected
- Sectors each write Sector Business Plan, aligning with *Strategic Plan*
- Sectors propose special project initiatives
- The new structure is fully installed and report forwarded to State
- Provide monthly public updates

July 2013

- Revisit 2013 *Strategic Plan*
- Formally assess effectiveness of new structure
- Formally assess effectiveness of new applicant process
- Hire full-time economic-Development Director (or sooner)
- Present detailed *Semi-Annual Strategic Plan* to public

January 2014

- Present detailed *2014 Strategic Plan* to public

July 2014

- Revisit and assess 2012 original EDRP proposal, 2nd anniversary
- Revise structure and processes to align with new realities
- Present detailed *Semi-Annual Strategic Plan Report* to public

Chapter 12

Public Comment

June 19 - 26

Overview: This chapter offers a sampling of comments received during the public input period, June 19 – June 26. Feedback was received by different means, including taking personal phone calls and emails, pulling comments directly from the City’s website and receiving information forwarded by citizens representing others preferring anonymity. Comments were uniformly constructive.

The Panel received many favorable calls. There were common themes. “I generally agree with the findings– doing the same “ole” things and expecting different results is the definition of insanity.” “This makes sense.” “I hope the Panel’s work will lay the foundation for lasting change in a community long overdue for such.”

This chapter highlights only comments calling for response. The Index provides verbatim comments pulled from the City’s website.

Note: Throughout the public comment period and throughout the Panel’s information gathering, the issues of trust and competence have been concerns.

The following is a large sampling of comments in order received, followed by Panel response.

Comment #1: The Panel’s recommendation to prevent public participation in economic development is absurd. Branigan

The comment deals with both process and structure.

Process refers to the vetting of an applicant requesting loans, abatement, grants, incentives, etc. This is the “process response:” After an applicant completes the Business Application, the next step calls for a proposal review by an independent, professional analyst followed by either the City Council or County Council convening to review the proposal. This is the precise point where your representative and others are personally engaged. If required by ordinance the proposal moves to a public hearing.

This is the “structure response:” The Growth Council, represented by elected officials, has a public duty to listen to constituents, including fellow Council members and Commissioners. Secondly, Sectors choose Advisors to advocate for their respective interest groups. The voice of the public is fully in place with Advisors and active citizens. The planning process includes ideas originating with members and eventually rising to the Growth Council. This is inclusive.

Comment #2: *Will our elected officials, who are often chosen based on popularity, have the skills and experiences to be economic development leaders representing City and County? Branigan*

Elected officials may or may not have economic development experience. That is reality. However, the recommended structure, plus other available resources are in place to provide guidance. The proposal offers both Sector leaders and professional staff (director-Economic Development) as readily available resources. The State of Indiana offers resources; the Small Business Development Center is located within our Region; prior Mayors continue a remarkable willingness to offer counsel; the City Attorney is an available counselor, and lastly, if officials are willing, the entire community (City and County) has uniquely qualified talent available to suggest guidance. The Panel recommends that elected officials aggressively tap the pool of local talent for guidance.

Comment #3: *Does the Panel's Final Report reflect recommendations or decisions? Anonymous, more than one mention*

Mayor Welch's directive charged the Panel with making recommendations. The Panel was granted no authority to make decisions. Thus, the Panel stayed true to its mission – offering only recommendations. Elected officials are expected to evaluate ideas presented in the *Final Report* and make subsequent decisions based on the goals and merits of each.

Comment #4: *In the past Madison's best new industry leads came from family, friends and current business leaders who knew potential business prospects and made sure of outreach by officials. Will the community re-engage in this marketing effort? Vetrhus*

Sector leaders who know their industry groups, attend conferences and enjoy personal contacts outside the City are ideally situated to reinvigorate a widely participative marketing effort. The *Final Report* added comments to expand the “prospecting and marketing” role of Sectors.

Comment #5: *Aren't some of the recommendations outside current contractual agreements, ordinances and even State statutes? Anonymous, more than one mention*

The Panel's primary goal was to offer broad-stroke recommendations to improve structure and process in economic development. When elected leaders consider the proposed recommendations, the Panel expects elected officials and attorneys to produce a detailed review of potential statutory and contract issues.

The *Final Report* calls for a thorough review of all existing agreements, ordinances, statutes, etc. to better enable economic development.

Comment #6: *Are you aware that the respective leaders of County Commissioners, City Council and County Council serve automatic, one-year terms? This annual change in leadership may require annual Growth Council training. Annual turnover means a loss of valuable leadership experience? Anonymous*

Recommending Growth Council roles be filled by the respective presidents is based on the Panel's desire to have the highest-level political representation. If alternative political representations improve potential economic development success, then those choices should be considered, as long as elected officials are designated.

The position, director-Economic Development (full-time staff), offers experience and leadership continuity. Sector Advisors offer experience and insights pertaining to their respective Sectors.

Comment #7: *The inter-local agreement (casino money) enables a major funding (annually in the range of \$750,000) for distribution to Jefferson County. In turn, a portion of the total is directed to the County's current contract with EDP. We don't want to risk loss of casino funds in a newly negotiated agreement. What will happen, given all funds are recommended to go to the central Growth Fund? Anonymous*

The Panel understood the inter-local concern. It is an issue to be immediately explored. There is no intent to put current funding at risk. However, the longer-term goal is to form a central clearing house fund for economic development. This is the Growth Fund.

A review of all agreements was added to the *Final Report*.

Comment #8: *With the proposed changes, there was little mention of EDP. Does EDP continue its membership and its community role? Anonymous, more than one mention*

The only recommendation affecting EDP is the proposed formation of the Growth Fund, which includes money previously directed to EDP. EDP direction is left entirely to its board.

Comment #9: *Where does the Chamber fit into the recommended structure? Anonymous*

The Panel did not address the role of the Chamber of Commerce. There was no intent to minimize the Chamber's value to the business community. The Chamber board, in partnership with elected officials, has every opportunity to determine its best fit in the new structure based on the wishes of its members.

Comment #10: *There was no mention of the Town of Hanover. We in Hanover don't elect the Mayor of Madison. How do we fit into political decisions for economic development? Anonymous*

The Panel did consider Hanover and small communities with the concern for representation. The spirit of the Panel's recommendations is to ensure political representation for matters pertaining to economic development, for every citizen of Jefferson County.

The Panel's recommendation assures representation, 50% split for City of Madison and 50% split for Jefferson County (Growth Council). Still, City and County officials should weigh the best fit for the Town of Hanover. The Panel strongly discourages ever-expanding boards or councils; large memberships typically fragment accountability and lose focus.

Comment #11: *It seems the State's Economic Development Commission (IEDC) does not hold the City of Madison/Jefferson County in particularly high esteem. Anonymous*

Based on the Panel's recent conversation with IEDC officials, the comment is valid. Going forward, the Panel strongly recommends a strategic effort to improve the IEDC partnership. It is essential for IEDC to have confidence in City/County. At the same time, it is essential for IEDC to ensure its credibility. Without mutual confidence State referrals will be minimal.

The Panel advocates City/County alignment with IEDC's (State of Indiana) long-term strategic economic development plans. This was added to the *Final Report*.

Comment #12: *Do our political leaders understand the importance of and the special requirements of the entrepreneur? Are we identifying and encouraging the potential entrepreneur? Communities sophisticated in economic development understand this game and aggressively seek the entrepreneur. Anonymous*

Entrepreneurs are major drivers of long-term growth, meaning jobs and wealth. The recommended Capital Sector has potential to support the budding entrepreneur through identifying angel investors. Additionally, the position, director-Economic Development, is expected to have resources and contacts. The frequently referenced ISBDC has expert resources located within our Region. Our state universities also ensure abundant and nearby resources. Elected officials must expect the director-Economic Development to pull entrepreneurial resources into the dialogue.

Entrepreneurs are to be identified (no easy task), cultivated, nurtured, all the while understanding some investments will fail, others will win, and maybe one will win big. The Growth Council should be mindful of the upsides, as well as the risks.

Entrepreneur content was added to the *Final Report*.

Comment #13: *Do we understand the importance of funding pools and qualifying requirements for different applicant scenarios? The current EDP model, the one used by the City, is scored strictly on manufacturing criteria. Other communities have formulated aggressive solutions, even grants and guaranteed loans, to spur activity through diversified opportunities like commercial developers, entrepreneurs, knowledge-based professionals, government and non-government projects, etc. We are missing today's new markets. Anonymous*

New action is required. Madison is entirely missing potential growth markets because of narrow incentive criteria and limited offerings. First, leaders must address the concern and drive new solutions. Other regional communities, the IEDC and the ISBDC all have tools for immediate consideration.

The idea of updated “scoring models and new Sector incentives was added to the *Final Report*.

Comment #14: *There was no mention of Agriculture in the Draft Report. Anonymous*

Early in the process the Panel gave Agriculture consideration as a Sector placeholder. After further discussion Agriculture was later given Sector status in the *Final Report*.

The concept of Sectors, as designed in the proposal, is commonly found in community economic development plans. The Panel’s approach is unique in that the number of Sectors went beyond the norm. In the future the number of Sectors may be added or if they become less relevant, reduced.

Comment #15: *I fear the new structure will deny my organization its current funding, some of which is assured by statute. This is a problem. Anonymous*

There will be compliance with statutes, ordinances, agreements and contracts. The Final Report introduced a new “money flow” chart to better explain and diagram inputs to the Growth Fund.

Comment #16: *On top of Chamber dues, is my business expected to pay another fee to have a Sector voice? What will it cost? What will it do for my business? How will the money be used to benefit Madison? Anonymous*

The Panel calls for dues (not fees). The reason for dues is to create a larger funding pool to advance the *Strategic Plan* (grow jobs, improve parks and infrastructure, attract

residents, etc.). Competing communities commonly apply membership dues to advance economic development. Dues are captured in the Growth Fund, managed by elected officials. Dues from the private sources, combined with tax revenue from public sources, form a public-private partnership enabling greater investment for the public good, the *Strategic Plan*. Progressive communities take great advantage of public-private partnerships.

Each Sector, coordinated by its Advisor and guided by elected officials, sets its own dues structure with the purpose to increase membership and broadly support economic development through public-private partnership. As a guide, dues are scaled-based by Sector. The Small Business Sector schedules lower fees than Industry. Within the Small Business Sector dues may vary by membership category. In other words broad discretion is granted to each Sector.

For the City of Wabash, IN small business member dues begin at \$250/year with the largest industry capping at \$1,200/year. For an average this may be a reasonable starting point. The *Final Report* was modified to include a range comparable to the Wabash model.

Comment #17: *Do elected officials have the political will to implement the Panel's recommendations? Anonymous*

The Panel assumes there is momentum for change. The *Final Report's* listing of weaknesses (opportunities) highlights matters of major concern. To continue without change deepens the risk.

When the Panel accepted Mayor Welch's directive, it was assumed elected leaders would be open to change. It was assumed the public was expecting change. The Panel fully recognizes that change is difficult.

To challenge elected leaders to take immediate action, an aggressive launch schedule was incorporated into the *Final Report*.

Comment #18: *The narrow window for public comment prohibits needed public debate on the merits of Panel recommendations. There's a lot wrong with some of the ideas. The public needs time to flush out these concerns. Anonymous*

The Panel was charged with offering recommendations, not setting policy. As volunteers and with the 124-day project timeframe and no funding, the Panel produced its best effort. Effective June 29th the *Final Report* hand-off was delivered to elected officials, policy makers who determine next steps, which will certainly include public discussion.

Comment #19: *I belong to more than one group or organization. Does this mean I must pay for membership more than once? Does paying more than one membership give me a greater voice than others? Do I have to pay to have a voice? Anonymous*

Rather than “voice” the Panel’s focus is “responsibility.” Members have responsibilities.

Sectors are expected to construct and present well-articulated strategic plans to benefit its membership and the Greater Madison community. Sectors are expected to help increase the Growth Fund, the public-private partnership for economic development. Sectors are asked to initiate and implement major projects aligning with the *Strategic Plan*. There is important and immediate work required to move Madison forward. Doers needed.

It may be appropriate to hold membership in more than one Sector, but that decision is likely the call of the individual and/or business. Do multiple memberships ensure a greater voice? That’s doubtful. Are multiple memberships welcomed? Off course! With more members the Growth Fund (clearing house) receives more investment dollars. Having multiple memberships (see responsibilities) may be beyond the capacity of most.

Further clarification was added to the *Final Report*.

Comment #20: *The Draft Report did not mention a “strategic comprehensive community plan.” This is different than the Panel’s proposed “comprehensive economic development plan.” The words may be similar but the definitions have an important difference. Since the Panel has done significant guidance with the economic plan, it seems a waste not to add direction for the broader-scoped community plan. Anonymous*

The *Strategic Plan* was revised to incorporate the comment. Briefly, a “strategic comprehensive community plan,” which Madison does not appear to have, is a broadly stated community plan, a portion of which is the “economic development plan,” as well as initiatives directed to “quality of life” goals. Having an overarching community plan is required for applying for larger, federally funded “block grants” and State funded “stellar community grants.”

Comment #21: *Who will be the “change agent” to ensure the Panel’s work does not just sit on someone’s desk? Anonymous*

Since Mayor Welch asked for this work, the Panel expects the Mayor to be a prominent advocate for change. The Panel also expects advocacy support from the broader community, those who have encouraged the Panel and those who have been dissatisfied with the status quo.

The Panel strongly urges public officials to engage in conversation with ISBDC, the regional team supporting progressive communities but largely ignored by Madison.

Engaged citizens beyond elected officials will ultimately drive change.

Comment #22: *Who will address the economic development “knowledge deficit” within the community? Writing economic development plans, bringing the public into the discussion, selling solutions all require a level of sophistication and experience. Who does this hard work of developing a plan? Where is the funding to support this challenging task? Anonymous*

The *Final Report* recommends the immediate appointment of a qualified, experienced contractor to assist with the launch. The contractor, an independent party, remains engaged for six months to develop the actions steps, all in support of the goals of elected leaders. The job duties of the short-term “contractor” were specifically expanded in this *Final Report*. This is an important and challenging task.

Potential funding pools are available, including opportunities in the General Fund, TIF and others.

Comment #23: *Some funding allocation recommendations are in conflict with current statutes, ordinances and agreements. In some instances it’s a felony to go outside established “authorized” governing bodies. What now? Anonymous*

The *Final Report* reaffirms the required task of legal review of all statutes, ordinances, agreements and documented procedures to ensure, first compliance and secondly to review rules for possible modification, particularly those that may be antiquated. These determinations are the work of attorneys, the independent contractor (temporary) and the Growth Council. The Panel seeks improved processes inside the law.

Comment #24: *Perhaps mentioning to appointees (that) JCBT (tourism) should solicit Growth Council input and support while also adhering to the Community Comprehensive Plan when deciding funding amounts and priorities. (This) might help ease concern and clarify the Panel’s point? Or maybe educating leaders they (elected leaders) need to make clear to appointees that adherence to the plan is part of their duties as board members. Anonymous*

This comment is entirely consistent with the Panel’s goal to establish broad community economic development/quality of life goals. Elected officials evaluate projects or plans based on merit and consistency with the *Strategic Plan*. In this example, tourism might access additional funding (beyond Innkeepers’ Tax) to support projects of great impact.

Comment #25: *The Draft Report references Advance Madison. The word “overarching” might be interpreted as “overreaching.” Would the Panel clarify its language, make it simple to understand? Anonymous*

The Panel agrees with the goals of Advanced Madison, advancing economic development through education and civil public discussion. Advanced Madison’s promotes excellent public sessions. Its board works diligently. There is Panel support.

On the other hand, the Panel sensed tension between certain officials and Advanced Madison. That said, better linkage between both parties would serve the community even better (an opinion). Maybe Advance Madison can carve a specific role in the new *Strategic Plan*?

Comment #26: *Old Madison, the website, was negatively referenced in the Draft Report. Please know the owners of the site have made great strides in cleaning up language, the outbursts, and the toxic. And still we are not satisfied with the civility of posts, and we will continue to make improvement. “Civility increases credibility.” The Panel should know our genuine efforts. Also Old Madison offers a forum for dialogue, something of value to our community. Would the Panel show us some support? Anonymous*

When the Panel “called-out” *Old Madison*, it did so because of negative feedback from many. The concern was a theme heard throughout the 124-day project, and that was the reason for the mention in the *Final Draft*. The Panel is encouraged to learn *Old Madison*’s leadership is committed to minimizing the language of the past. The Panel endorses a place – *Old Madison* or other forums – for civil dialogue, an essential requirement for driving progress.

Comment #27: *The Final Draft made no reference to the State of Indiana’s economic development plan. The State supports Sectors not mentioned in the Draft. When the community drafts its Comprehensive Plan, make mention of the State’s Sectors and the need for Madison alignment. Next year the State will elect a new Governor. Interestingly, both candidates appear to be aligned on Sector growth. Let’s make sure Madison is aligned as well. Anonymous*

When constructing the *Strategic Plan*, which identifies Sectors, the Growth Council must consider aligning local planning to the State’s priority sectors. This was added to the *Final Report*.

Comment #28: *Quality of life is a key element whether recruiting professionals, companies or retirees. To omit this Sector is to create a severe gap in any economic development toolbox. This Sector includes recreation, arts, culture and history,*

entertainment natural environment, community cohesiveness and access and accessibility to expanded opportunities. (Nearby cities, universities, etc.) Anonymous

Elaboration on quality of life elements was added to the *Strategic Plan*, as defined in the *Final Report*.

A theme emerging from public discussions is the need to continue to enhance Madison as a great place to live, continuing a plan to attract commuters, consultants, the business class, the entrepreneur, as well as the “active retiree” mentioned in the *2008 Ticknor Report*. To attract the “professional class, the knowledge worker,” quality of life issues are significant.

Comment #29: *The Draft and the Panel’s Executive Summary presentation directly identified “areas of concern.” It was good that the Panel was honest with assessments and glad these concerns were made public. On the other hand, some may view the emphasis on weaknesses as an overly negative approach. Any way the weakness thoughts were tactfully presented. Anonymous, more than one mention*

A SWOT analysis is a common strategic planning method used to evaluate Strengths, Weaknesses, Opportunities and Threats. The Panel’s *Draft Report* began with strengths followed by concerns. Without an honest assessment of both elements there would be no basis for recommendations. The Panel’s intent with both Strengths and Weaknesses was constructive, not to indict but rather make the case for change. We are in this together. The *Final Report* retained the analysis.

Comment #30: *The recent California business applicant process exposed the State’s (IEDC) business review as weak (softened translation). Thus, IEDC cannot be trusted. Thankfully, City Council’s review of this same applicant flushed out the facts and saved Madison later embarrassment and prevented the misuse of local tax dollars. Anonymous, more than one mention*

The Panel will not comment on IEDC processes, except confirming the State’s procedures are defined on the IEDC website and attached in the Appendix, *Final Report*.

The whole story of the California applicant process, from receiving IEDC information to the recent public vetting makes a compelling argument for the Panel’s recommended changes.

Comment #31: *As an alternative to the recommended Growth Council, did the Panel consider forming an Economic Development Commission to consist of City and County officials. The Growth Council concept may require contractual agreements to grant the*

necessary powers and authority. A Commission may not require new statutes.
Anonymous

The Panel's goal, in the broadest sense, is to ensure elected officials (not board appointees) administer a "clearing house" whose role is to manage the development and implementation of goals (*Strategic Plan*). Whether the title is Growth Council or Economic Development Commission is not the primary concern. The spirit of the recommendation is to combine the resources of City and County, via elected officials, to achieve community-wide economic development in support of diverse Sectors.

The Panel recognizes the need for legal review of the recommended City/County structure. A legal agreement (inter-local) may be required, but the concept of the Growth Council deserves consideration and manageable roadblocks should not deter further exploration.

Comment #32: *My friends in the Tea Party are rightly concerned about cost containment. Is there a Sector to ensure cutting government waste, reducing taxes and eliminating redundant services? Citizen confidence in managing funds is a critical concern. Anonymous*

While there isn't a special Sector devoted to cost containment, elected officials are charged with managing the Growth Fund (public and private inputs). This model was established to isolate a pool of funds, something the public can monitor.

Tea Party espouses good investment, money spent with the potential for a reasonable return. The Panel's recommendation requires Sectors proposing major projects, or cross Sector collaborative projects, to submit a thorough business plan, one to include costs, projected return, concrete goals and implementation steps. The Growth Council has the authority to select or reject projects based on alignment with the *Strategic Plan* and return on investment. Importantly, the Growth Council is charged with monitoring approved projects to ensure funding and implementation compliance.

Comment #33: *I am not sure we need to limit Sectors since this is where citizens gain their sense of involvement in the economic development process. To limit Sectors or combine in "uncommon" manners is to discourage input. The public is needed if we are to turnaround the decline. In addition, limiting Sectors means directly limiting revenue to the Growth Fund. Anonymous*

The whole notion of Sectors is entirely new to Madison. In benchmarking other communities (large and small), the Panel typically found "groupings," in limited number to include organizations of some common interest. The Panel's recommendation went further to include a broader list of Sectors. Nonetheless, there is value in expanding/contracting/refining Sectors, and this will evolve beyond initial implementation.

The comment accurately reflects the Panel's goal to create a community of participants/ doers, those willing to plan and implement strategic initiatives, as well as provide an essential private funding devoted to community economic development. Sector leaders continually reach for new members.

Comment #34: *The concept of the Growth Council has been poorly received. The fear is integrity will be lost if elected officials operate behind closed doors. The community has suffered from concerns about integrity, and the Growth Council idea may increase the concern. Was there consideration to include an "opt out" that allows the City or County Council to appoint a "citizen representative?" I do not want the entire proposal lost because of one component. Anonymous*

The Panel shares the concern for process integrity. The concept of the Growth Council, to include the highest elected officials in the community, each representing unique constituencies, was formed to improve City/County collaboration, integrity and confidence. The Growth Council was structured to maximize accountability, ensure broad representation, and judiciously make data driven decisions without heavy bureaucratic burden. Bottom Line: The community must choose its elected leaders wisely. Compliance with the Public Access Law minimizes integrity concerns.

The Panel argues strongly for a central clearing house with minimal bureaucracy to establish a *Strategic Plan* – along with a funding pool (Growth Fund) – to ensure return on investment, to formally combine the resources of City and County (land, money, talent) for economic development and to lead for the overall betterment of the community. The Panel does not want closed doors. On the contrary, the Growth Council has defined goals and high accountability obligations.

Comment #35: *Is the Mayor of Madison the rightful position to lead economic development. We in the County don't elect this position. Is the County shortchanged? Anonymous, more than one*

When benchmarking other communities (metropolitan areas and small cities), findings suggested one leader, supporting one stop shop, was a critical component for meeting the needs of business applicants, either inside or outside the community. Businesses don't have time for cumbersome bureaucracy. In many communities, especially cities, the Mayor is granted considerable authority.

The Panel reflected on the County concern and modified leadership structure to emphasize the equal role of the County. See *Final Report*.

Comment #36: *Be sure to make proposals in compliance with Public Access Law. Seek guidance from experts. Anonymous*

The Panel is in complete agreement with Public Access Law compliance. In fact, the Panel itself endeavored to achieve compliance in its workings and processes.

Comment #37: *It would be wonderful if funds were immediately available to support Growth Council costs including planning, research and data collection, as well as seed money to begin important economic development initiatives. Suggest immediate collaboration with the TIF board and EDP to request available “rainy day” funds.*

This recommendation was incorporated into the *Final Report*.

Comment #38: *From a purely biggest bang for your buck perspective Madison is WAY to small to have its own economic development staff. A regional approach is best. I would suggest a model like One-Southern Indiana or Northeast Indiana Regional Partnership. You are more attractive as a region and the sooner that is recognized the better. Langley/Myers.*

The recommendation to explore regional partnerships is valid.

Comment #39: *Making the director-Economic Development an employee of the Mayor is not wise. Madison Mayors (typically) serve single terms. There is need for continuity of economic development leadership. (Secondly,) when the Mayor and director have been too close the committee shuts down. Vetrhus*

The *Final Report* was modified: the director-Economic Development reports to the Mayor and equally to the President-County Commissioners. The *Final Report* emphasizes that the director is employed by the Growth Council, an administrative clearinghouse which sets the job description, collectively makes all employment decisions (hiring/firing, granting raises, setting performance goals) and assures the director is engaged in development and implementation of strategic initiatives.

The director is not a political appointment, rather a full-time position. A high-performing director-Economic Development should enjoy potential tenure beyond a one-term Mayor.

Comment #40: *What if I have a business lead or idea ... I don't want to take the idea to the Mayor. I live in the County. I would rather take the lead to my local Council member. Anonymous*

Leads are welcomed from every source. Ultimately, leads will be delivered to the director-Economic Development for supporting and processing to ensure action.

Comment #41: *From time to time the TIF zone needs study to see if it needs adjustments. The Madison TIF zone is large compared to other communities within our region. Anonymous*

The Madison TIF Zone, its importance to the *Strategic Plan*, was added to the *Final Report*.

Comment #42: *Existing tourism organizations don't want political leaders, inexperienced in tourism sales and marketing, taking over our day-to-day work. Anonymous*

The Panel's recommendations for tourism and other groups do not affect day-to-day administrative and operational duties. However, all Sectors are expected to support the *Strategic Plan*. The Panel sees potential value in cross-Sector initiatives encouraged by the Growth Council. Each Sector participates in the development and implementation of the *Strategic Plan*, which requires performance measures and annual reporting.

Comment #43: *It looks as if a business will be under a "pay to play" policy if they want to make use of economic development resources or apply for loans. Anonymous*

Any business meeting loan criteria, whether the firm is inside or outside Sector, may apply for a loan.

Sector members have significant responsibilities, all supporting the *Strategic Plan*. Individuals or organizations wishing to support the *Strategic Plan*, common objectives for the betterment of our community, are invited and welcomed into a Sector.

Comment #44: *I don't favor politicians leading economic development. For many years it worked well to keep tourism and EDP out of the hands of politicians. Anonymous*

A review of the Strength and Weaknesses observations (*Final Report*) suggests the community should try something substantially different. Facts show a deteriorating trend in nearly all matters relating to economic development. This trend concerned the Panel, especially when neighboring counties are becoming more competitive. The proposed new structure is recommended to reinvigorate action with elected officials fully accountable.

Comment #45: *Where can I find the model (benchmarked communities) applied to the proposed economic development structure? Anonymous, more than one*

Benchmarked communities did offer many ideas. The Panel adopted points from several sources. The Panel's "diary" (Chapter 5) reported that mayors from other communities

indicated that Madison, for a small town, is more complex than most. For this reason the Panel did not use just one model. The proposal, in fact, includes considerable “original ideas” tailored to fit our Madison/Jefferson County community.

Comment #46: *EDP’s experience (economic development director) assisted the deal in enabling the new Madison/Milton Bridge. If EDP isn’t funded, the community can’t afford the loss of its credentialed staff. Anonymous*

The proposed structure includes the position, director-Economic Development, a position requiring economic development experience and skills.

Comment #47: *Should the Growth Council consider additional TIF zones to spur growth? Anonymous*

The Panel concurs.

Chapter 13

Acknowledgements

Without the help and encouragement of many, the Panel would have struggled at every turn. We served as volunteers, working to achieve a solid product within an aggressive deadline. Individually and collectively, we had at best, limited experience in community economic development or understanding of the intricacies of the local political arena. Yet the Panel experienced a rapid learning curve and delivered a product, which we feel, offers fresh ideas for driving economic improvement in our community. All progress is directly attributed to those who patiently stood with us through the 124-day life of the Project. We have many to thank.

Specifically we acknowledge those speakers who uniformly responded quickly and favorably to invitations to present in public forum. The list is presented in order of appearance:

David Steele, president-Redevelopment Commission (TIF)
Dwayne Cole, president-Jefferson County Area Chamber of Commerce
Chip Orben, chair-Economic Development Partners (EDP)
Julie Berry, president-County Board of Commissioners
Kathy Huffman, Workforce Development Coordinator, EcO15
Corey Murphy, executive director-EDP
Linda Lytle, executive director-VisitMadison, Inc.
Steve Thomas, president-Jefferson County Board of Tourism
Georgie Kelly, president-Chautauqua
Blayr Barnard, regional director-Southeast Indiana Small Business Development Center
Camille Fife, Preservation Planner, Office of Historic Preservation
Fred Swinney, president-Venture Out Business Center board
Warren Auxier, president-Advance Madison
Darrell Henderson, finance chair, City Council
Bob Ems & Larry Newhouse, president & vice-president, Madison Main Street Program
Roger Allman & Nadja Boone, president-KDH; director-Community Relations, KDH
Steve Telfer, superintendent-Southwestern Schools
Katie Jenner, assistant principal, Madison Consolidated High School
Don Heiderman, ceo-Ivy Tech, Madison
Phil Kahn, president-Prince of Peace Schools

Special thanks to former Mayors: Tim Armstrong, Al Huntington and Markt Lytle, who each made important suggestions. The Panel was impressed with each Mayor's continuing enthusiasm for our community and their willingness to serve. They supported each other, a wonderful and natural gesture.

On more than one occasion City Council members reached out to the Panel to offer support and ideas. We were approached respectfully and graciously even though we were tinkering with matters directly affecting their political roles.

Throughout the course of the Project, active citizens provided on-going suggestions and ideas. We wish to especially thank the regular “attenders” those who attended the public forums. Their active interest encouraged us and held us to high standards.

We learned there are many in our community who care deeply for improving economic development. The Panel always felt their presence. Thank you.

The Mayor’s Office staff and City Attorney (Joe Jenner) were helpful in many ways: offering suggestions for public forum contacts, supporting the operational side of survey and comment feedback, assisting with press relations and providing guidance in the mysteries of Public Access Law.

Special thanks goes to the Mayor’s liaison to the Panel, Tammy Acosta. Always cheerful, always prepared, always helpful!

Lastly, the Panel offers thanks to Mayor Damon Welch, who trusted us and offered this unique opportunity to serve our community. True to his pledge, he did not influence Panel direction. Instead his support and encouragement were unfailing. Thank you Mayor Welch.

Respectfully,

The Panel

Chapter 14

Panel's Legacy

We worked as a volunteer team, collaborating, trusting and encouraging each other. We strived for quality in all aspects of the project from listening, observing, researching, organizing, presenting and writing. We always understood our task to be threatening to some and hopeful to others. We encountered many surprises in our journey.

From the start our goal was to achieve Mayor Welch's directive and as a result our *Final Report* was delivered as promised, one day ahead of schedule. Could this have been a better report if given more time? Maybe. What we do know is that our work reflects much effort, many hours, and we were grateful for the opportunity. The *Final Report* reflects our best effort.

Reflecting, one of the most exciting aspects of the 124-day project cycle was to meet new people and learn about their special roles in making our community a better place. We were pleased the media followed our activity, keeping us visible, resulting in remarkable survey feedback and public comment. Comments were uniformly civil, respectful and constructive. The openness was refreshing and energized our work.

One reason why we volunteered was Mayor Welch's deadline – June 30, 2012. The deadline, while forcing concentrated activity, was always a target with an end in sight. With that, when we delivered the Final Report to Mayor Welch, we stepped aside, offering our goodwill but also saying our task is finished.

We feel our engagement ended with delivery. Our views are documented and often explained in detail. We have no plans or desire to continue as consultants. Our work is done. We say that respectfully, gracefully and with gratitude. It's time now for our elected officials to begin their review and make their plans. It's their turn.

Many will disagree with parts of the proposal, and that's expected. We will never engage in defensive or argumentative ways. Instead, we will be observers with the hope leaders give our ideas consideration.

Our efforts will be rewarded if leaders capture the spirit of our proposal: Imagine the power of greater City/County collaboration; realize the value of a community Strategic Plan; project the possibilities of leaders stepping up to greater accountability. We know for certain – Madison and Jefferson County win when leaders look forward.

Respectfully,

The Panel

Appendix

- Abatement
- Advance Madison
- Chamber
- Comment
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- Minutes
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