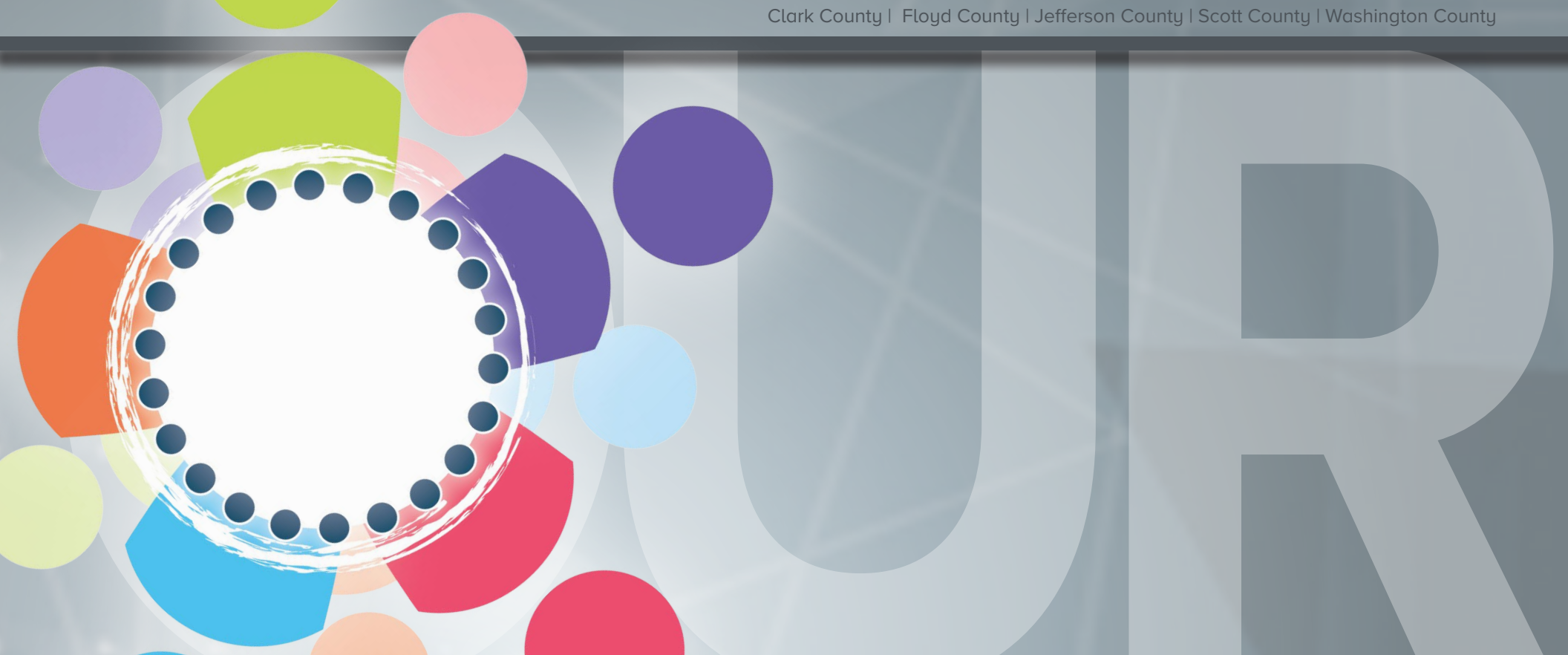


Organizational Work Plan

# OUR REGION | OUR PLAN

Clark County | Floyd County | Jefferson County | Scott County | Washington County



The *Our Region | Our Plan Regional Economic Development Plan* and the supporting *Our Region | Our Plan County Work Plans* and the *Our Region | Our Plan Organizational Plan* were adopted by resolution by the Our Southern Indiana Regional Development Authority Board on August 16, 2019.

imagine  
empower  
illuminate

# OUR SOUTHERN INDIANA



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The logo icon for Policy Analytics LLC, featuring the letters 'PA' in a stylized, bold, white font with a gray shadow effect, set against a white background.

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# An Evolving Purpose

In 2015, the Southern Indiana region recognized that the state's biggest threats to economic development are population stagnation, educational attainment, and a qualified workforce. The Southern Indiana Region strives to be recognized as a center for talent attraction and retention by utilizing our existing resources and working together regionally to embrace new ideas and challenges. The Southern Indiana region is poised to lead the state and the Midwest in an economic renaissance, based upon existing natural resources, geographical location, and position within the Louisville, Kentucky Metropolitan Statistical Area and the vast amount of economic development potential that has recently become available.

In 2017, the County Councils of the four counties – Clark, Floyd, Jefferson, and Washington – each voted unanimously to join Scott County in forming the Our Southern Indiana Regional Development Authority. By the end of that year, the County Commissioners for the five counties unanimously appointed the RDA's Board of Directors. This group has met monthly since the beginning to not only understand the needs of the region, but also to meet with elected officials and policymakers to determine a plan of action to compete as an economically viable region of the state.

Knowing that the region was facing multiple challenges and realizing that the region was bursting with strengths and opportunities, in 2018 the Southern Indiana Regional Development Authority (RDA) applied for and was awarded a planning grant from the Indiana Economic Development Corporation to undertake the planning process for a regional economic development plan. At the time the plan's purpose was two-fold: To identify projects of regional significance and to prepare a framework that would allow the RDA to apply for grants that would aid in implementation. At the time the IEDC awarded the planning grant, the primary focus was on crafting the plan around the anticipated 2019 Regional Cities Program, a state-supported program established in 2015 and overseen by the IEDC. While the previous Regional Cities funding and project implementation shows that the program was successful, during the 2019 legislative session, lawmakers did not appropriate resources for a second round of funding. The carrot the region was chasing was gone.

While the funding goal was removed and the potential for a significant source or regional development resources was no longer viable, the momentum of the RDA and its supporters did not waver. With the removal of the Regional Cities program, the plan's purpose and intended use needed to evolve and grow. The plan could no longer serve only as an input to a larger process. Instead, The final plan needed not only to identify projects of regional significance, but also to outline an organizational work plan that would allow the Our Southern Indiana RDA to be self-sufficient. Meaning, the RDA board would have the resources to manage, implement, and/or assist in the implementation of projects without relying on scarce outside of grant funds. While creating a self-sufficient organization was critical, it was also understood that revenue and staff don't appear overnight. The regional plan needed to account for the organization's incremental growth and development while also accounting for the momentum and progress occurring within each municipality and county. The regional plan needed to be a living document that accommodated and embraced change.

While the initial purpose of the regional plan focused only on project identification and development, the final *Our Region | Our Plan* documents achieve the following key criteria.

- **Visionary.** The plans address the needs of the individual communities by creating regional impact projects that will increase economic vitality and quality of life for residents of all five counties including Clark, Floyd, Jefferson, Scott, and Washington.
- **Asset-based.** While the plans identify regional challenges, the plan strives to focus on enhancing and expanding upon existing assets within each community.
- **Incremental.** For each of the nearly 50 regional projects, a series of partners and supporters have been identified to aid in the future identification of funding and action projects. The plans are designed to be collaborative, which allows everyone to share in the implementation process.
- **Fluid.** The plans were designed to be living, breathing documents. The region isn't a static place; things are constantly changing, and the plans need to be easily updated to accommodate growth and progress. The plans include a framework and process to update the list of regionally significant projects and to review the anticipated regional return on investment.
- **Useable.** The plans are designed to be easy to use. The documents include the necessary pieces needed for advocacy, collaboration, and funding requests. Not only do the plans outline the projects, but they also include the justification on how it seeks to solve a regional challenge by referencing goals and target objectives.

Together the final plan, and the supporting work plans are intended to be tools for the region. Together they represent the aspirations of nearly 283,000 residents and the drive of 22 cities and towns and five counties. These plans represent all of us and are OUR tool to build a better future together.

## USING THE PLAN

The Our Region | Our Plan process included over 200 different individuals, businesses, and community organizations. The plan needed to meet the needs of numerous individuals, with varying focus, differing capacities and diverse needs. Essentially the plan needed to be a tool for everyone - no matter their location, position and capacity. Although the Our Southern Indiana Regional Development Authority led this planning effort, it was critical to the board that every government agency and local organization was included in the development and ultimate ownership of the plan. After all, this is OUR plan for the future. To accommodate the diverse stakeholders and their varying role in the plan's implementation, the Our Region | Our Plan deliverable is a suite of documents that both build on and complement one another. In total, the planning effort culminated in a series of three final deliverables.

Each of the deliverables include (in some detail) the final set of initiatives designed to address the regional needs and the implementation steps each conveyed in their own unique way.

### OUR REGION | OUR PLAN - REGIONAL ECONOMIC DEVELOPMENT PLAN

Contains the compelling narrative related to regional vision, goals, objectives, and projects applicable to the Southern Indiana area and the five counties of Clark, Floyd, Jefferson, Scott, and Washington. The plan also includes a decision-making process for future planning updates to verify that updates are structured in such a way as to make it easy to maintain both the long-term guidance document and the shorter-term work plans.

The RDA should use the *Our Region | Our Plan- Regional Economic Development Plan* to serve as a basis for investment at a regional level. This plan identifies four projects that the RDA can dive into as staffing and funding become available. It also identifies additional projects that could benefit from the targeted resources of the RDA to move implementation forward. As projects are completed, the regional vision, goals, and scorecard should continue to guide the RDA in their future decision-making, which allows the plan to grow and change over time.



**OUR REGION | OUR PLAN -  
COUNTY WORK PLANS**

The planning process not only identify regional initiatives, but it engaged and empowered County and local leaders. This document outlines how the Our Southern Indiana RDA can better assist local municipalities with project implementation at a local level. The *Our Region | Our Plan County Work Plans* are meant to be a resource for the leadership of Clark, Floyd, Jefferson, Scott, and Washington counties.

The local bodies of government should use the *Our Region | Our Plan-County Work Plans* to become aware of their role in achieving the regional vision. Several of the projects identified in the regional plan should be led by the local government entity, but the RDA could help convene people and organizations together and potentially help fund some of the projects. Therefore, a key component of implementation is for the local entities to align their planning efforts with the regional plan.

**OUR REGION | OUR PLAN -  
ORGANIZATIONAL WORK PLAN**

While the regional initiatives proposed as a part of the *Our Region | Our Plan Regional Economic Development Plan* and the *Our Region | Our Plan County Work Plans* will have near-term measurable action items, long-range and aspirational vision statements transition over decades. To provide the dedicated resources necessary for Our Southern Indiana Regional Development Authority to be a sustainable guiding force for the region, the Organizational Work Plan provides guidance on building staff, financing options, and tools for project development and implementation.

The RDA should use the *Our Region | Our Plan Organizational Work Plan* to review long-term opportunities for funding, development tools, and organizational staffing. While the plan is not prescriptive, it provides information on various options available to the RDA board. The document should be used to start collaborative conversations with county and municipal stakeholders to determine the best path for organizational self-sufficiency.



## PLANNING PROCESS & STAKEHOLDER OUTREACH

Throughout this planning process, a consistent effort was focused on engaging the local officials, stakeholders and public through nine RDA working sessions (following monthly board meetings), two Leadership Group meetings, one public workshop and over 110 individual stakeholder interviews. The planning process, engagement opportunities and input received are summarized in the *Our Region | Our Plan Regional Economic Development Plan* document.



**10**

**Public  
Presentations**

**60**

**Project Leadership  
Group Members**

**112**

**Stakeholder  
Interviews**



## ORGANIZATIONAL WORK PLAN ORGANIZATION

The *Our Region | Our Plan Organizational Work Plan* seeks to outline the specific needs of the organization and the tools that the Our Southern Indiana Regional Development Authority could utilize to implement projects of regional significance. The plan is organized around the following topics:

### **The Regional Development Authority**

This section outlines the purpose and powers of the Our Southern Indiana Regional Development Authority and includes the composition of the board of directors.

### **The Authority's Role in Regional Development**

The *Our Region | Our Plan Regional Economic Development Plan* identifies the regional vision and goals as a guiding elements and includes specific projects for implementation for each particular county. This section outlines how the RDA should participate in the identified regional projects.

### **Redevelopment Toolbox**

In order to participate in the implementation of regionally significant projects, the Our Southern Indiana Regional Development Authority needs to identify and ultimately prioritize the tools available. This section outlines the various programs, initiatives and tools that could be used to participate in the implementation of identified projects.

### **Organizational Development**

In order to execute its mission to catalyze regional development, the Authority will need to develop the internal capacity to develop programs and oversee development projects from start to finish. This will require a combination of staff professionals and on call technical expertise.

### **Regional Development Plan**

The *Our Region | Our Plan* documents are intended to be living documents which will require periodic updates. This chapter includes a process by which to review future projects and determine their potential regional return on investment.

While the Our Southern Indiana RDA was formed in 2017, this regional effort first began to gain momentum in 2015 with the creation of the Indiana Regional Cities Initiative, a state-supported program headed by the Indiana Economic Development Corporation. This regional effort was supported by the dozens of plans, initiatives and ideas that were currently underway with the various counties, cities and towns as well as partner organizations. The history of the RDA as well as references to the local planning efforts are outlined in the *Our Region | Our Plan Regional Economic Development Plan*.

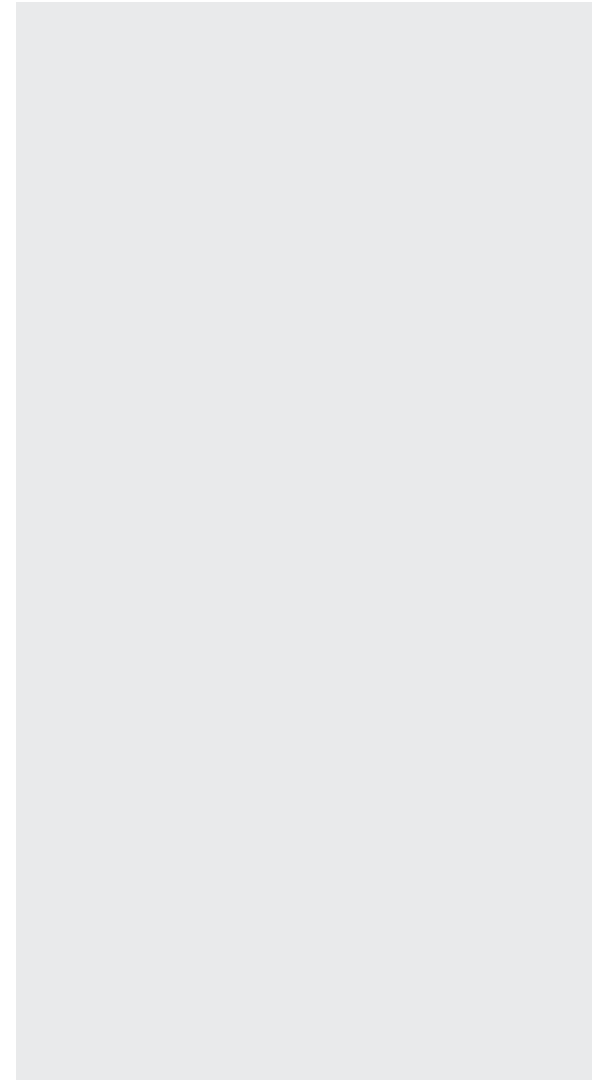
# The Regional Development Authority

In 2015, the Indiana General Assembly enacted IC 36-7.6, which allowed the formation of regional development authorities throughout the state. This code establishes the requirements to form an RDA, governs the composition of the RDA board, assigns powers and duties to the RDA, and defines the RDA's ability to finance projects.

## **PURPOSE AND POWERS**

After its formation, the RDA adopted its Articles of Association and Bylaws. These governing documents shape the RDA's operating procedures and lay out the rules for participation by local entities.

The RDA's governing documents also establish the purpose of the organization, and lay out the powers that the RDA can marshal to carry out the purpose.



## **Purpose**

The purpose of the RDA is two-fold, and is focused on capitalizing regionally significant development projects:

- To acquire, construct, equip, own, lease, and finance projects and facilities to or for the benefit of eligible political subdivisions; and
- To fund and develop the following projects:
  - Airport authority projects;
  - Commuter transportation district and other rail projects;
  - Regional transportation authority projects and services;
  - Economic development projects;
  - Regional trail or greenway projects; and
  - Any project that enhances the region with the goal of attracting people or business; that are of regional importance.

## **Powers**

The RDA's governing documents define a broad listing of powers to allow the Authority to work towards its purpose. The RDA's powers can be generally summarized as follows:

- The RDA has broad powers to finance lease, and construct projects for, and in coordination with local political subdivisions.
- The RDA has the authority to acquire land and projects from political subdivisions, for the incorporation into future economic development and redevelopment projects.
- Projects undertaken by the RDA must be regionally significant, a designation that is determined by the RDA Board on a case-by-case basis.
- Any debt issued by the RDA that is secured by the funds of local political subdivisions must first be authorized by those subdivisions.
- While the RDA does have the authority to buy and hold property, the power of eminent domain is reserved for political subdivisions.

## **RDA Membership and Board composition**

The RDA is comprised of the following five member counties:

- Clark County
- Floyd County
- Jefferson County
- Scott County
- Washington County

Additional members may be added with the consent of the Authority's Board of Directors. When a County becomes a member of the Authority, any qualified City (second class city) or third class city within a member county, automatically becomes a member of the Development Authority.

The RDA Board of Directors has the responsibility to govern the affairs of the Authority. Each Board member serves a four year term, and can be appointed to subsequent terms. Board members may not be elected officials or employees of member counties or municipalities and must meet the following standard for professional experience:

*"...have knowledge of and at least five years professional work experience in at least one of the following: rail transportation or air transportation, regional economic development, business or finance, private, nonprofit sector, or academia."*

The members of the Board of Directors are selected by the written agreement of the executives of the members of the Authority.

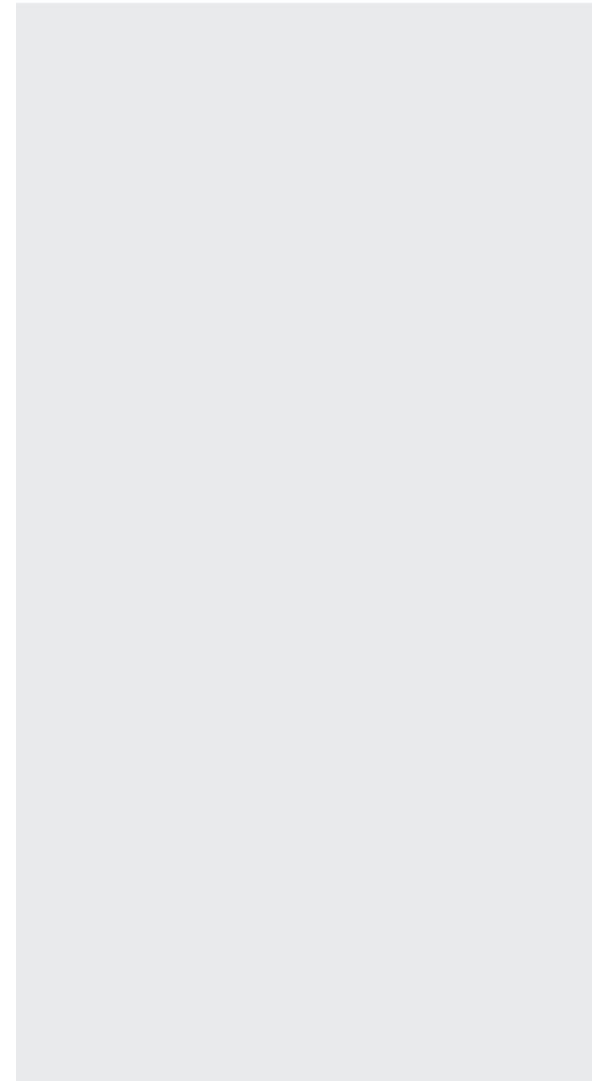
# The Authority's Role in Regional Development

The *Our Region | Our Plan Regional Economic Development Plan* provides a framework for both balancing and achieving all of the goals and target objectives well into the future. The Our Southern Indiana RDA is only one of many partners who will move the vision forward with a sense of shared ownership. The Regional Development Plan's name says it all. **Our Region | Our Plan.** While the Our Southern Indiana RDA initiated this planning effort, it is not solely their plan, but the region's plan. The *Our Region | Our Plan* documents are the RDA's down-payment and long-term commitment to bringing the Southern Indiana regional vision to life.

The Southern Indiana Region already has a number of dedicated public servants and thought leaders who are working to advance the cause of the region. Local cities and towns provide public services and infrastructure, the education community is working to develop the future workforce, and local leaders are working on solutions from issues ranging from substance abuse to sustainability.

The RDA must be careful to avoid an undefined mandate that overlaps, interferes with, or usurps the role and responsibilities of the governmental units, institutions and civic groups that are already working within the region. An unclear mission will sow confusion, discord, and will ultimately hamper the progress of regionalism.

To achieve long term success, the RDA must chart a clear path that supports existing entities, fills the gap where issues are not being addressed, and facilitates regional collaboration.



## RELATIONSHIP WITH APPOINTING AUTHORITIES

The RDA's defining characteristic is that it is an entity that is designed to facilitate the collaboration by multiple jurisdictions on regionally significant projects. This intentional design stems from the understanding that in the marketplace, the Southern Indiana region as a whole competes for jobs, investment, and residents against other regional urban areas across the nation and the world. This mindset deemphasizes the significance of intra-regional competition. It understands that the important issue is not whether a company locates in Salem versus Sellersburg, but whether the company locates in Southern Indiana versus Southern California.

The RDA is unique in that it is situated to facilitate collaboration between political subdivisions, and different types of public and private agencies within the region. Outside of the RDA, forms of collaboration are disorganized and difficult. Interlocal agreements, while possible, are very individualized, costly to negotiate and draft, and are generally not transferrable. In contrast, the RDA serves as a known, defined platform through which multi-jurisdictional projects and initiatives can be pursued. In order to maximize the potential for success, the RDA must work actively and collaboratively with its appointing authorities and member communities, and should pursue the following guidelines:

- Seek active input from appointing authorities, using local expertise to identify and evaluate regionally significant projects.
- Partner with local counties and municipalities to marshal the public resources necessary to facilitate necessary investments.
- Communicate actively with appointing authorities to share updates on progress, roadblocks, and the long-term regional benefit of the development plans.
- Provide transparency in the use of resources, decision making processes, and the business activities of the RDA to the extent possible.
- Advocate for the best interests of each appointing authority and member community.
- Relationship with outside entities

The work of the regional development authority extends beyond the RDA's appointing and member authorities to a fabric of organizations, agencies and movements throughout the region. These outside entities have access to expertise, perspective, and possibly resources that could be highly advantageous for the success of regional projects.

Though these external agencies do not have a seat on the Board or report to elected officials, they are important community assets to advance the cause of RDA projects. The RDA should engage with external agencies in the following ways:

- Know the non-profit, institutional and civic organizations within the region. Develop an inventory of expertise and networks of influence so that the right entities can be engaged when needed.
- Communicate the story of regional development. Often, external organizations and agencies will not know the context and history of the decisions facing the RDA. Being ready to communicate the work of the Authority in broad themes will get everyone up to speed quickly.
- Integrate regional partners early in the process. Early involvement with a variety of stakeholders will provide a diversity of input, avoid late term course correction, and help to achieve regional consensus.
- Leverage resources and networks. Institutional partners can be a potential source of resources for specific projects or initiatives. By working with regional non-profits, institutions and civic organizations, the RDA can highlight areas of common interest and work to maximize the region's resources.

## THE RDA'S PLACE IN REGIONAL PROJECTS

This regional development plan builds upon the previous 2015 effort by providing the Our Southern Indiana RDA board of directors a focused set of roles for each proposed project. The newly defined roles and responsibilities are designed to be fluid, allowing the RDA to lead, partner, and support efforts and tasks as their resources and organizational powers allow. The fluidity in role and responsibility allows the board to lead those projects that fit within their wheelhouse, while also providing them the opportunity to partner with or support groups on regional projects that are beyond the scope of the RDA's original purpose. This organizational divide-and-concur approach not only allows the RDA to focus its resources, but it also requires and reinforces the collaboration and regional approach the RDA was built upon. By working with the RDA board of directors, the regional stakeholders, and the Project Leadership Group, three clear project role descriptions were defined that are intended to guide the development of projects and to allow for clear channels of communication and collaboration. As a part of this Our Region | Our Plan effort, the newly defined roles and their associated responsibilities were then used to define the Our Southern Indiana RDA's role in the various regional projects. The following descriptions work to define the three roles, their various responsibilities and the rationale behind the applicability to the RDA.

To further reinforce the need for collaboration, the Our Region | Our Plan process worked to define the benefits or value added of the RDA organization. The *Our Region | Our Plan County Work Plans* seek to identify how the RDA can better connect with the five counties and how their organization can aide the incorporated cities, towns, and counties in moving forward their locally significant projects.

## PROJECT LEADERS:

A project leader is an individual, organization, or governmental entity that has the authority to use their various resources for completion of a given project that falls within their jurisdiction. Project leaders have primary financial responsibility of a given project meaning that the responsibility to secure funding for the project (from start to finish) lies with them. The project leader is responsible for implementing the project, securing all funding, addressing project obstacles, and also coordinating project partners (or stakeholders).

Project leaders should seek to align their organizational purpose, powers, and goals with identified projects to ensure effective and efficient implementation.

## PROJECT PARTNERS:

A project partner is an individual, organization, or governmental entity that can provide input, guidance, and assistance in the implementation of a given project and potentially limited or focused financial resources. Project partners also benefit in the implementation of a project by seeing increased revenues, increased development opportunities, increased connectivity, and improvements in overall quality of life. Project partners are not primarily responsible for implementing the project, but should be involved in the development process of the proposed initiatives and implementation.

## PROJECT SUPPORTER:

A project supporter is an individual, organization, or governmental entity that could benefit from the project/ initiative. Project supporters can provide input into the planning/ development process and can be used as project advocates during the process or provide political support. Project supporters are not intended to be part of the implementation process of any proposed project or initiative.

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### PROJECT LEADERSHIP: What does it mean for Our Southern Indiana RDA?

Proposed projects identified as being led by the Our Southern Indiana RDA align with the organization's purpose and powers. For these initiatives, **the RDA board would be the primary decision-maker** while collaborating with the identified project partners and supporters. The RDA would also utilize their staff, revenue, and administrative processes to lead and complete the initiative.

RDA leadership was identified for proposed initiatives that had the ability to include, reach, and benefit multiple counties, cities, towns, and community organizations. The identified strategies do not currently have a leader and are not within the authority or ownership of any local community or county. These initiatives will benefit from having a project leader that focuses on regional assets, challenges, needs, and benefits.

### PROJECT PARTNERSHIP: What does it mean for Our Southern Indiana RDA?

While several proposed initiatives align with the purpose and powers of the Our Southern Indiana RDA, the project's scale, location, and implementation process are better suited to be led by local parties. However, these projects would benefit from the input, guidance, and implementation assistance that the RDA can offer.

For these initiatives, the RDA board would be a project partner, offering input and thought throughout the project planning or development process. As a component of the process, the RDA would determine the best way to use their staff, revenue, and administrative processes to complete portions of the initiative in partnership with the project champion.

RDA partnership was identified for proposed initiatives that had the ability to include, reach, and benefit multiple counties, cities, towns, and community organizations but were within the control of local organizations or agencies. The RDA could provide targeted financial resources but is not responsible for securing funding for the project.

### PROJECT SUPPORTER: What does it mean for Our Southern Indiana RDA?

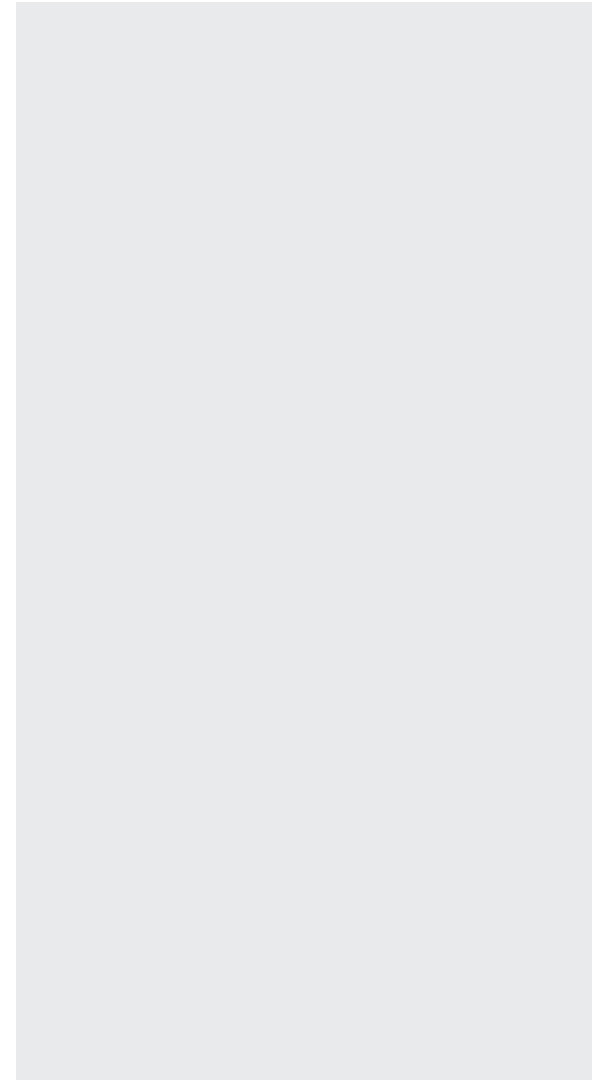
Proposed projects identified as being supported by the Our Southern Indiana RDA may align with the organization's purpose and powers; however, they are locally focused with the main impact at the county or city/town level and under the ownership or control of existing local and state organizations.

For these initiatives, the RDA board would be a project supporter, offering input and thought as necessary throughout the project planning or development process or providing political support (such as letters of support). In these instances, the RDA board would primarily serve as a vocal advocate for the project and its intended outcomes but would not provide financial resources.

# The Redevelopment Toolbox

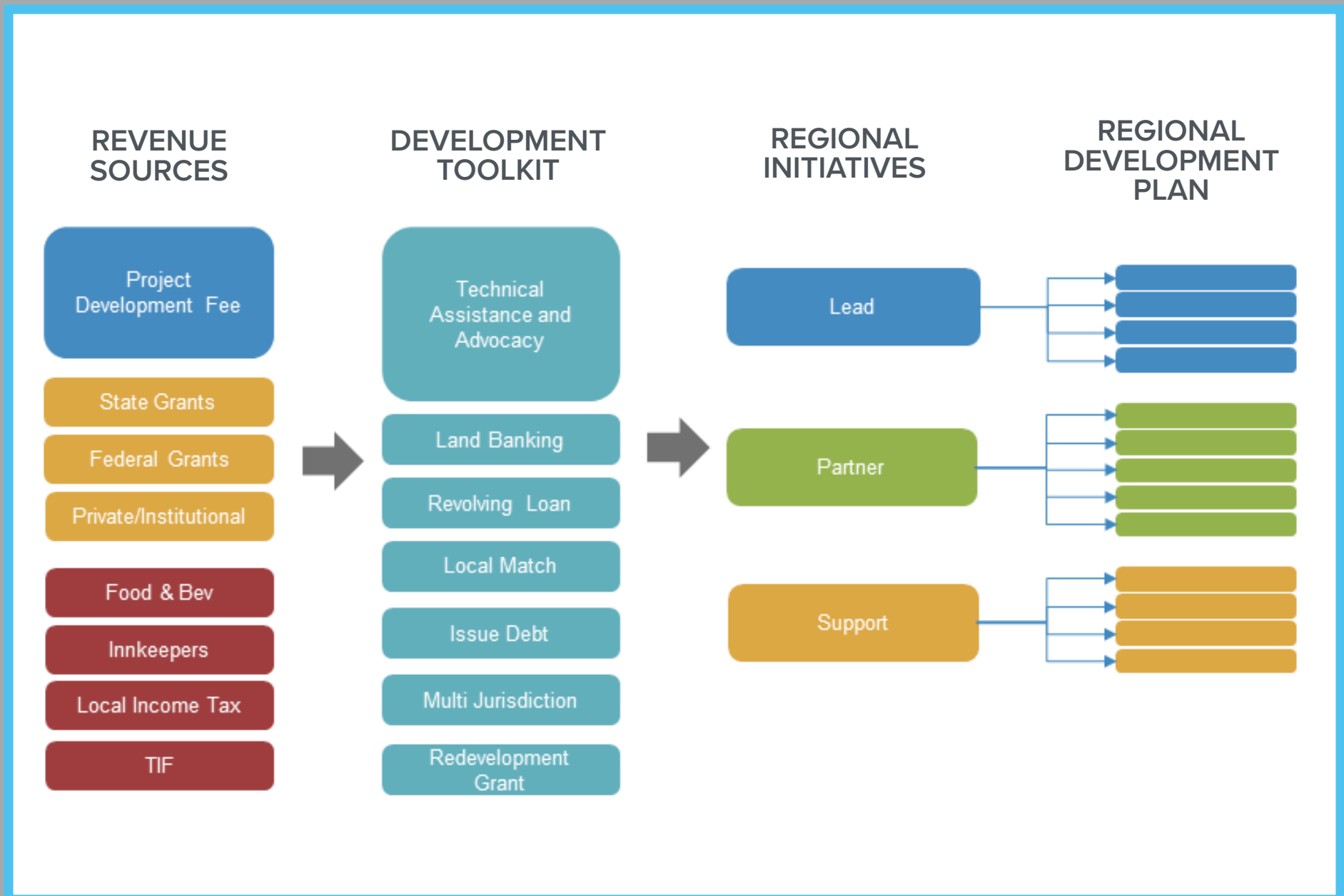
During the Our Region | Our Plan process, nearly 50 projects were identified that would ultimately improve the quality of life at either local or regional levels and drive economic investment and reinvestment in the region. These projects, which are documented in the *Our Region | Our Plan Regional Economic Development Plan*, not only improve the quality of life, but they can be used to neutralize and overcome the regional demographic, economic, and infrastructure challenges facing the region today. Of the nearly 50 projects outlined in this document, four are identified as efforts the Our Southern Indiana RDA board should lead with the remaining projects being the responsibility of either local municipalities, counties, or community organizations.

As a Development Authority, the RDA was formed to catalyze transformative economic development and redevelopment within the region. To do this, the RDA needs strategies that will boost local projects and facilitate inter-regional collaboration, to make each local redevelopment dollar go as far as possible. The RDA Redevelopment Toolbox sets out a number of structured programs that will allow the RDA to amplify regionally significant development projects. These tools align with the RDA's purpose and powers, and will be structured to set realistic expectations for local entities, and to provide consistency, reliability and reasonable restraints to RDA activities. The use of each tool will vary based on the project, available resources and timing. The list outlined below is not intended to be based on priority or preference, it is only a listing of options available to the board.





# Development Framework



# Potential development tools

## TECHNICAL SUPPORT AND ADVOCACY

Large projects that span jurisdictional boundaries are complex. The RDA can leverage its relationships to bring the right experts and stakeholders to the table to move projects forward. Whether by leveraging relationships with local agencies, or calling in outside expertise, the RDA can bring resources to bear to improve the outcomes of technical projects.

The RDA can also activate its community network to advocate for regionally significant projects, building momentum locally, and making a compelling case for outside funding.

## REVOLVING LOAN PROGRAM

A revolving loan program provides a sustainable source of financing for redevelopment projects. As opposed to a grant, where money is allocated and spent, a revolving loan fund is continually renewed (and grows) as participants pay back loan proceeds.

To establish a revolving loan program, the RDA would choose an objective, and invite local entities to apply for financing. This program stretches local dollars by providing low rates, and financing options in situations where selling bonds is not economically preferred.

## LAND BANKING

Assembling land is at times a necessity on most redevelopment projects. Multiple owners of small tracts of land make it challenging to build a cohesive project. Often, there is a mismatch between when a property goes on the market, and when a developer is ready to make a significant investment. By acquiring and “banking” land, the RDA can develop an inventory of shovel ready development sites, and help aggregate small parcels for big developments – especially cross-jurisdictional projects. As the real estate market improves, a land banking operation may even become a source of long-term revenue for the RDA.

### DEBT ISSUANCE

The RDA's enabling legislation and its bylaws allow it to issue debt in specific circumstances. In some cases, putting the debt on the books of the RDA may help projects to move forward if a local entity lacks debt capacity or if more reasonable rates can be secured. By issuing the debt, the RDA could make large regional projects feasible that would place a prohibitively large burden on a single taxing unit.

### MULTI-JURISDICTIONAL FACILITATION

There are few mechanisms to allow local political subdivisions to truly collaborate on projects. Interlocal agreements are possible but can be expensive and technically difficult to execute. Whether by pooling resources, sharing staff expertise, or synchronizing zoning and development standards, the RDA is in a unique position to facilitate multi-jurisdictional collaboration.

### REDEVELOPMENT GRANTS

As the RDA builds its capacity to fund redevelopment, there may be appropriate opportunities to provide grant opportunities for regionally significant projects. Catalyzing redevelopment with a cash grant can be a strategy to stimulate follow-on private investment in a particular area. This tool will be especially effective for projects where the RDA is in a leadership role.

### LOCAL MATCHING GRANTS

A number of federal and state programs are available to fund infrastructure and development projects. Often, these programs require a committed local funding match in order to secure funding. This local match can come from a variety of sources, and the RDA could provide grants to regionally significant projects in order to unlock significant federal and state resources.

# The Organizational Development

In order to execute its mission to catalyze regional development, the Authority will need to develop the internal capacity to develop programs and oversee development projects from start to finish. This will require a combination of staff professionals and on call technical expertise.

The RDA Board is comprised of committed regional advocates and thought leaders in addition to a variety of organizations and professionals that operate through pro bono contracts. However, the Board is a governing body, not an executive body. Its members serve on a part time, uncompensated basis, and are not in a position to manage the day-to-day operations of the Authority. Because of this reason, it is recommended that as the RDA continues to grow and undertake projects of regional significance that the organization define and fill appropriate staffing positions on either a part time or full-time basis and identify additional resources and/ or positions to further round out the functional competencies of the organization.

## ORGANIZATIONAL STAFFING

### Executive Director

The most important initial hire for the Authority will be the Executive Director. This will be the person charged with managing the daily operations of the Authority. This position will also be held accountable to demonstrate the continued progress of economic growth within the region. Because the RDA is a relatively new entity, the first executive director will have the responsibility to develop the organizational machinery that the RDA needs for success.

- **Drive development strategies** - The RDA Regional Plan presents a comprehensive vision for regional development, along with strategies and tools for the RDA to implement. The executive director will be responsible for laying the groundwork, developing policy procedures and recommending courses of action to the Board in order to implement the right strategies at the right time.
- **Engage appointing authorities and member communities** - Partnerships with local political subdivisions will be central to the RDA's effectiveness, and the Executive Director will be responsible for engaging stakeholders, identifying regionally significant projects and setting expectations for local communities. Once projects are in the implementation stage, the Executive Director will be responsible for facilitating regional collaboration between multiple local entities.
- **Identify and secure resources for developmental activities** - The RDA can only be a development authority if it is able to marshal resources for regional investment. At the onset, there are not dedicated funds for regional development. The Executive Director will be responsible for developing programs, and making the case that regional growth can occur if counties and municipalities pool their resources to invest in regional projects.

It is anticipated that this position could begin as a part time commitment and grow to be full time as the RDA strengthens its role in the region.

### Functional competencies

In addition to the Executive Director position, the RDA will need to be able to call on expertise in several key functional areas. These needs may be filled by staff positions or contracted professional services, depending on the needs of the Authority.

- **Legal** – Develop and administer interlocal agreements, contracts, and financial packages. Review and advise on legislative priorities to advance the ends of the RDA.
- **Community Engagement and Media Relations** – Communicate RDA actions and progress to stakeholders and the general public. Solicit public input and feedback to refine the priorities of the Board.
- **Financial** – Structure complex public and public private agreements. Develop capital budgets and organizational plans. Advise on the issuance of debt.
- **Administration** – Administer grants and contracts. Staff the Board of Directors, and ensure compliance with existing policy.
- **Technical** – Depending on the program, the RDA may need to provide expertise in land use planning, infrastructure development, utilities, engineering or hydrology.

It is anticipated that these roles and responsibilities would continue to be filled on a contractual, pro bono basis in the near term. As the RDA's roles and responsibilities grow these competencies would likely need to be filled by additional RDA staff or through paid professional contracts.

## OPERATIONAL FUNDING

It is imperative that the RDA secure a long-term operational funding source to be effective in the long term. The projects that the RDA will interact with are complex in their nature. The RDA cannot be effective in its role without a strong emphasis on developing organizational competencies and smart strategic programs. To do so will require a significant, consistent level of operational funding. The following funding concepts are outlined for informational purposes.

The Our Region | Our Plan process did not work to identify the specific challenges related to passing or otherwise implementing these fee structures within the region. While broad opportunities and constraints are outlined as a part of the summary, each county and local municipality will likely identify additional concerns or ideas. To implement any of the outlined concepts the RDA would need to further investigate the potential of each to determine their applicability.

## DEVELOPMENT FEE CONCEPT

A development fee is one option for establishing an ongoing source of operational funding. This fee would be designed to offset the administration cost of the RDA's involvement in a redevelopment project. With this option, a fixed rate fee – conservatively set between 0.1% and 0.25% of total project costs would be paid to the RDA. The fee could be paid from a mix of private or public service, and the total cost would be inline with other project costs such as legal services, financial advisory services and engineering.

The benefit of a development fee structure is that it would form the basis for an ongoing revenue stream, without requiring a tax increase, or a commitment of existing funds for the RDA's operational cost. It would require the RDA to develop a consistent pipeline of products, and to demonstrate value in its involvement with regional development projects.

# Development Fee Concept

## HOW DOES IT WORK?

A development fee is a project cost that would be paid to the RDA in order for the project to be able to access the resources, expertise and development tools that are available through the RDA redevelopment toolbox. The resources and tools that the RDA can bring to a project provide a tangible economic benefit to the project sponsors. In turn for access to these resources, it is equitable for the project to contribute to the ongoing operation and development of the RDA as an organization.

## WHO PAYS IT?

The development fee could be paid by either a private sector developer, or a public sector project partner, depending on the specifics of the project. In practice, there are a number of fees associated with the financing and completion of a major public or public/private project. These include legal fees, financial advisory services, project planning and management, and architectural and engineering services. The RDA's development fee would be similar to these other private sector fees and could be bundled into the financing of any project.

## HOW MUCH WOULD IT RAISE?

The revenue potential of the fee depends on two factors – level, or price, of the fee, and the size of development projects. As an illustration, if the RDA wanted to raise a \$500K annual operating budget with a development fee of 0.25%, then the RDA would need to be involved in projects worth \$200 million annually.

## WHAT ARE THE BENEFITS?

A major benefit of the development fee concept is that it raises revenue directly from the beneficiaries of RDA involvement, without raising local taxes. The Development Fee also requires the RDA to be entrepreneurial in its engagement with local communities and the development community, demonstrating that the value of RDA investment exceeds the cost of the development fee.

## WHAT ARE THE RISKS?

By relying on a Development Fee, the RDA would need a robust stream of projects to be operationally viable in the long term. Some regionally significant projects may have the complexity to justify RDA involvement but may not yield a significant amount of revenue in a development fee. To offset this, the RDA may need to develop short term supplemental revenue streams as it develops its organizational foundation.

# Development Source Matrix

## REDEVELOPMENT FUNDING

	Local Income Tax	Food and Beverage Tax	Innkeepers Tax	Tax Increment Financing
<b>How does it work?</b>	A tax on Indiana Personal Income. Counties have the authority to adopt up to a maximum rate limit	Food and beverages prepared for consumption are taxed at the point of purchase. A maximum rate of 1% is allowed under current law.	A tax is applied to lodging. A maximum rate of 5% is allowable under current law.	The property tax revenue derived from new investment is “captured” in the increment and is available for redevelopment and redevelopment purposes.
<b>Who pays it?</b>	Applies to any taxpayer that reports Indiana Personal Income. Tax is imposed by the County of residence.	Food and beverage retailers, though tax is typically priced into food and beverages products purchased by consumers.	Tax paid by guests at hotels, motels, inns, and other lodgings	TIF is a property tax revenue stream. TIF revenues are derived from taxpayers within the TIF.
<b>How much could be raised?</b>	Each 0.01% increase in the local income tax rate will generate \$6.7 million in regional revenue annually.	Each 0.01% increase in the Food and Beverage Tax rate will generate an estimated \$425K in revenue annually.	Each 0.01% increase in the Innkeepers Tax rate will generate an estimated \$51K in regional revenue annually.	Available revenue depends on the specifics of the project. In total, more than \$35M in TIF revenue was generated within the RDA region in 2019.
<b>What are the benefits?</b>	Local income tax is flexible in its use, and can be adopted by counties without further state approval. All RDA counties currently impose a tax below the maximum rate.	Because tax is collected at the point of service, allows out-of-region tourists and travelers to contribute to redevelopment.	Like Food and Beverage, burden is spread to out-of-region taxpayers. Generally seen as a “discretionary” tax.	Flexible tool for redevelopment and economic development for local units of government. Revenues are paid directly by the taxpayers within the TIF.
<b>What are the risks?</b>	Distribution mechanisms are established in statute, and do not necessarily promote redevelopment objectives. Currently income tax is only to civil taxing units.	Border effects can be problematic if the tax burden is not consistent within a region.	Jefferson and Scott County are already at the maximum rate. Revenues are typically allocated to tourism purposes.	Revenues can generally be spent only within the TIF boundaries. Requires significant taxable assessed value to generate meaningful revenues.



# Development Source Matrix

## GRANTS AND EXTERNAL SOURCES

	Federal Grants	State Grants	Private/ Institutional Funds
<b>How does it work?</b>	Federal programs are designed to provide funding for specific investments, initiatives and policy goals.	State programs are designed to provide funding for specific investments, initiatives and policy goals.	Private sector investors or institutions fund targeted redevelopment efforts.
<b>Who pays it?</b>	Grants are distributed from federal funds, though often require a local match.	Grants are distributed from State funds, though often require a local match.	Private sector and institutional investors.
<b>How much could be raised?</b>	Varies, depending on the specific grant and applicable project.	Varies, depending on the specific grant and applicable project.	Varies, depending on market conditions and the long-term objective of the investors.
<b>What are the benefits?</b>	Source of out-of-region funding that would otherwise be unavailable. Grants can be significant in scale to move large infrastructure projects forward.	Programs align with State priorities. Programs are available for both urban and rural areas.	Leverage private sector resources without increasing taxes.
<b>What are the risks?</b>	Grants are generally very competitive. Budget timelines and policy complications can make for unpredictable timelines.	Grants are very competitive. Specific programs may not align with the needs of the RDA.	Scarce resources available. RDA must align specific initiatives with the objective of investors.

# The RDA Development Plan

The RDA's enabling legislation requires the Authority to develop and maintain a 'Regional Development Plan'. This plan is a listing of all of the projects that are to be undertaken or financed by the RDA. The purpose of the 'Regional Development Plan' is to clarify the RDA's priorities and to identify the regionally significant projects that the Authority has determined will advance the economic interests of the Region. The *Our Region | Our Plan Regional Economic Development Plan* contains the compelling narrative related to regional vision, goals, objectives, and projects applicable to the Southern Indiana area and the five counties of Clark, Floyd, Jefferson, Scott, and Washington. The RDA should use the *Our Region | Our Plan Regional Economic Development Plan* to serve as a basis for investment at a regional level as outlined by the enabling legislation. As projects are completed, the regional vision, goals, and scorecard should continue to guide the RDA in their future decision-making, which allows the plan to grow and change over time.

## REDEVELOPMENT TAX CREDIT

The RDA's *Our Region | Our Plan Regional Economic Development Plan* also plays an important role in the consideration of the Redevelopment Tax Credit. This is a state incentive, enacted in 2019, which provides eligibility for a state income tax credit to property owners who redevelop older, blighted properties.

Redevelopment tax credits are authorized by the Indiana Economic Development Corporation (IEDC), not the RDA. However, projects that are included within the 'Regional Development Plan' as defined by the IEDC, are eligible for significantly greater incentives than projects that are not included in the 'Regional Development Plan'. This intensifies the need for the RDA to be proactive and diligent in maintaining the *Our Region | Our Plan Regional Economic Development Plan* with strategic, regionally significant projects. The *Our Region | Our Plan* effort has identified a decision-making process for future planning updates to ensure that updates are structured in such a way as to make it easy to maintain both the long-term guidance document and the shorter-term work plans.

## EVALUATION TOOLS

It is important for the RDA to develop a framework by which to evaluate development projects that come before the Board for inclusion in the Regional Development Plan. Projects should be evaluated on a fair and consistent basis, using means that provide positive feedback and differentiate between the strengths and weaknesses of various projects. The *Our Region | Our Plan Regional Economic Development Plan* provides two tools, the Development Scorecard and the ROI Framework for the Board to use in project evaluation.

### Scorecard

The “Project Scorecard” is intended to be a tool for each individual Our Southern Indiana Regional Development Authority board member. The scorecard is intended to guide the individual review of proposed projects of regional significance in a controlled way. While each board member will complete the scorecard separately, ahead of the regular board meeting, the criteria and supporting questions are the same, enabling the group to review things within the same frame of reference. When complete, the scorecard can be used to guide the board’s discussion and deliberation process. The criteria and questions provided are only a guide and are meant to provoke thought and discussion. The questions provided are not meant to be an exhaustive list. Additional criteria can be added by any member of the board and can be used to inform conversations and deliberations.

### How to use the scorecard:

Starting with organizational purpose and powers, consider each of the scoring criteria questions, and those that might be added, and then determine, based on the information provided, whether the project meets (low) or exceeds (high) the region’s needs. For reference, based on Indiana State Statute IC 36-7.6-2-2, Regional Development Authorities are responsible for “(1) *acquiring, constructing, equipping, owning, leasing, and financing projects and facilities for lease to or for the benefit of eligible political subdivisions under this article; and (2) funding and developing:*

- *airport authority projects;*
- *commuter transportation district and other rail projects and services;*
- *regional transportation authority projects and services;*
- *economic development projects;*
- *intermodal transportation projects;*
- *regional trail or greenway projects;*
- *regional transportation infrastructure projects under IC 36-9-43; and*
- *any project that enhances the region with the goal of attracting people or business; that are of regional importance.”*

Following the completion of the scorecard review, the proposed project should be discussed during an RDA board meeting. Project readiness, relevancy, and impacts should be reviewed and discussed collectively. To be deemed regionally significant, the project must gain the support of the majority of the voting board. The “Project Scorecard” should be referenced throughout the discussion and can be used as a tool to guide the discussion process.

# Project Scorecard

**SCORING RANGE**

CRITERIA	Low			Mid			High		
<b>General Information and Project Readiness</b>									
Is the identified project within the RDA's purpose and powers?									
Does the project have public buy-in, meaning that it is supported by a local municipality?									
Is the project included in an existing or soon-to-be-adopted planning document?									
Does the project have a financial plan for implementation?									
Does the project leverage other investments such as City, Town, County, or private resources?									
<b>Economic Influence</b>									
Does the project directly assist in the development of new jobs?									
Does the project allow for the region to retain jobs currently located in the region?									
Will the project, when complete, help raise the average pay wage within the region?									
Will the project, when complete, help increase tourism initiatives throughout the region?									
<b>Quality of Life</b>									
Will the project, when complete, work to attract and/or retain residents throughout the region?									

CRITERIA	SCORING RANGE								
	Low			Mid			High		
<b>Diversity and Equity</b>									
Does the project displace, or otherwise negatively impact, minority or at-risk populations?									
Does the project positively support low-income residents?									
Could the project work to improve unemployment rates in the region?									
Is this project physically located in an area that would diversify the geographic focus of the RDA?									
<b>Geographic Influence</b>									
Does the project connect or extend across multiple jurisdictions?									
Would multiple jurisdictions be positively impacted by this project?									
<b>Public Infrastructure</b>									
Will the project, when complete, provide new or improved amenities for the residents of the region?									
Will the project, when complete, provide new or improved services for the residents of the region?									
Will the project, when complete, improve connectivity throughout the region?									
Will the project, when complete, improve safety throughout the region?									
<b>Maintenance and Sustainability</b>									
Does the project have an assigned responsible party?									
Does the project have a funding stream for long-term maintenance?									
Does this project accommodate the rehabilitation or reuse of a site or structure?									
Does the project include green infrastructure??									
Does the project include the use of improved construction standards and techniques?									
<b>Other Categories</b>									

## ROI Framework

The ROI Framework provides the RDA with a consistent basis to compare and evaluate high level economic returns. This Framework is designed to be flexible and adaptable, allowing the RDA to evaluate new projects as information becomes available. The Framework is also intended to highlight smart investments, without allowing flashy projects with large price tags to dominate the conversation only because of the amount of dollars involved.

The ROI Framework is intended to highlight the “purchasing power” of each dollar of RDA investment and local investment across the following categories:

- **State and Federal Leverage** – Projects that unlock access to State and Federal Grants bring capital to the region that would have likely been spent elsewhere. The ability to leverage local dollars with out of region funding sources will extend the impact of local development spending.
- **Private or Institutional Investment** – The goal of public sector redevelopment spending is to incentivize private sector investment. The ROI Framework will highlight projects that have significant private sector components.
- **Ongoing Operational Impact** – Metrics such as jobs, wages, and infrastructure indicate the degree of ongoing impact to the region.

The ROI Framework is intended to provide an initial high-level overview of the potential impacts of a development project, consistent with the RDA’s legislative requirements. In some cases, it may be prudent for the RDA to conduct a more thorough return on investment or economic impact analysis which would include multiplier effects, agglomeration efficiencies, and network and productivity implications. This is especially true for large projects, or projects that may be seeking Federal funds.

**Project:** Example Project 1

Financial Inputs	
<b>Local Public Investment</b>	
RDA Investment	\$ 1,200,000
Other Local Entities	\$ 3,000,000
<b>Local Public Investment</b>	<b>\$ 4,200,000</b>
<b>Investment</b>	
Private Sector	\$ 25,000,000
State Funds	\$ 500,000
Federal Funds	\$ 1,200,000
<b>Total Non- Local</b>	<b>\$ 26,700,000</b>
<b>Investment</b>	<b>\$ 30,900,000</b>

Operational Inputs	
<b>Ongoing Direct Employment</b>	75
<b>Average Annual Wage</b>	\$ 50,000
<b>Road/Trail Infrastructure (lane miles)</b>	4
<b>Housing Units</b>	100

## Returns to Public Investment

Each dollar of local funding leverages....

	Return on Local Public Dollars
Dollars of State funding	\$0.12
Dollars of Federal funding	\$0.40
Dollars of private investment	\$5.95
Dollars of private and outside investment	\$6.36
Dollars of Annual Wages and Salary	\$0.89

## Public Investment Metrics

Local public investment required for each:

	Local Public Investment
Ongoing job opportunity	\$56,000
Lane mile of roads or trails	\$1,050,000
Housing unit	\$42,000

## UPDATING THE DEVELOPMENT PLAN

As outlined in the *Our Region | Our Plan* Regional Economic Development Plan, the regional vision was intentionally designed to be an aspiration that would apply for generations. While the vision isn't intended to change in the foreseeable future, the specific projects outlined in this plan will. Each project outlined in the plan is either in the early stages of development or is ready for implementation in some form. The nearly 50 regional projects outlined in this plan will be achieved. To ensure that continued investment can be made across the region, this planning document is designed to be renewable, meaning that new projects can be developed, vetted, and added to the Our Southern Indiana RDA's list of regionally significant projects. This approach and organization ensure that the pursuit of the regional vision and supporting goals is a process that allows for continuous input from new residents, business owners, and community partners over time. It also allows for each of the incorporated communities, the five counties, and the Our Southern Indiana RDA board to continually update the action plan as other projects and programs are completed.

The long-term implementation framework developed during the *Our Region | Our Plan* process includes the following four key steps which should be initiated by the Our Southern Indiana RDA board:

### STEP 1: PLAN

Working with local and/or county officials and stakeholders, the RDA board should participate in regional planning initiative discussions and in developing regionally significant projects. Planning should occur throughout each county and should be spearheaded by the specific RDA board member representing each area. For additional information on engaging with leaders and stakeholders at the local and county level, refer to any of the specific *Our Region | Our Plan County Work Plan* documents. Planning efforts should be continuous.

### STEP 2: REVIEW

While the planning and development of local and county projects should be spearheaded by the specific RDA board representative, the review and decision on a project's regional significance is the responsibility of the entire Our Southern Indiana RDA board. On a monthly basis, at the board's standard public meeting, the board should invite local or county leaders to present new or updated projects. Presentations should be focused on a project's scope, scale, costs, and anticipated impact. Following the presentation, the RDA board should utilize the project scorecard outlined on the following pages to review how the provided information meets the identified needs of the region. Following the review and completion of the project scorecard, the RDA board should discuss the project together, come to a consensus, and vote on the project's regional significance and the RDA's role in the effort. At a minimum, review efforts should occur monthly.

### STEP 3: EVALUATE

As a component of the broader review process, the RDA board should use the return on investment framework to evaluate a project's regional significance and anticipated return on investment to ensure that resources are being allocated wisely. A project's return on investment should be included in the board's discussion as outlined in the "Review" step. At a minimum, evaluation efforts should occur monthly in partnership with a projects review.

### STEP 4: ACT

Following review, evaluation, and consensus on new regionally significant projects, the RDA board should amend the *Our Region | Our Regional Economic Development Plan* by updating the listing of regional projects. While ultimately the administration process for the plan's amendment may be the responsibility of the RDA's professional staff (See the *Our Region | Our Plan Organizational Work Plan*), at the time of this document's publication it is the responsibility of the board's secretary and organizational support staff. At a minimum, the plan's amendment should include an updated listing of regional projects (Appendix 'A') that would then be posted on the RDA's website. Additional involvement in the project's implementation should occur based on the decided role of the RDA. Acting on identified projects should occur as necessary as a component of the board's monthly meeting. Actions can include amending the regional plan or moving forward with implementation.

