



STATE OF INDIANA
Indiana Advisory Commission
on Intergovernmental Relations

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To: Joe Tutterrow, Indiana Land Resources Council
 From: Jamie L. Palmer
 Date: July 30, 2002
 Re: Planning Issues in IACIR local government survey (final text)

As you know, the Indiana Advisory Commission on Intergovernmental Relations was able to include several survey questions specifically about planning and land use in its 2001 survey of local government officials. In addition, we added several planning issues to the series of questions that ask officials to identify important issues and the change in those issues over time. In most cases, we were able to run crosstabulations by type of officeholder with specific focus on those officials that have purview over local land use decisionmaking. Complete results appear in the report titled, *Intergovernmental Issues in Indiana 2001* (<http://iacir.spea.iupui.edu/>).

Methodology and Response Rates

The survey was administered to 1,376 Indiana officeholders between April and July 2001. The sample population included all members of the Indiana General Assembly, mayors, county council presidents, county board of commissioner presidents, and school board presidents. The sample also included a member of each town council and a sample of township trustees. Town council members were selected randomly. The sample population for township trustees consisted of 184 trustees, two trustees from each county selected randomly.

Of 1,376 surveys mailed, 559 were returned. Several surveys were excluded either because the respondent was not an elected official or did not complete a sufficient number of questions. Given these exclusions, the effective response rate for the survey remains at 40 percent (553 of 1,370). Table 1 shows the response rates for each type of officeholder. Mayors had the highest response rate at 56 percent and state representatives had the lowest at 19 percent.

Table 1: Response Rates by Office (Question 1)

Office	Returned	Mailed	Rate	Included Others (number of respondents)
Senator	15	50	30%	
Representative	19	100	19%	
County Council President	48	92	52%	County council vice-president (1)
County Board of Commissioners President	47	92	51%	
Mayor	65	117	56%	
Town Council Member	143	451	32%	Town clerk-treasurers (7)
Township Trustee	80	184	43%	Township assessor (1)

School Board President	136	290	47%	School board member (7)
Total	553	1376	40%	

Land Use and Local Conditions and Services

The survey asked respondents about 33 local conditions or services through a series of five general questions in six categories. The following analyses refer to a series of planning issues that fall within the various categories, including *Drinking Water*, *Sewer*, *Roads and Streets*, *Parks and Recreation*, *Public Transportation*, *Quality of Development*, *Amount of Development*, *Quality Affordable Housing*, *Open Space*, *Brownfields*, *Air Quality*, *Water Quality*, *Traffic*, *Vitality of Neighborhoods*, and *Vitality of Downtown*. Among these planning issues, *Roads and Streets*, *Traffic*, *Sewers*, *Parks and Recreation* and *Amount of Development* appeared multiple times in a series of questions about local conditions. The officials identified both *Traffic* and *Roads and Streets* as problems that had deteriorated over the last year and five years and were important to address in the future. Interestingly, *Roads and Streets* and *Sewers* also were identified as being among the most improved conditions over the last 5 years. These paradoxical results may indicate that attention has been given to these important issues over the last several years but that conditions still warrant continued attention. A brief description of results for each question appears below.

What is the current status of the condition in your community?

Question 3b asked respondents to identify whether each of the issues is a current problem and if so, how severe. For twenty of the 33 conditions, a majority of respondents identified the condition as a *minor or no problem* (Table 2; Figure 1). Among the remaining 13 conditions, a majority of respondents indicated that several planning issues were either a major or moderate problem: *Roads and Streets* (62 percent), *Quality Affordable Housing* (61 percent), *Traffic* (60 percent) *Vitality of Downtown* (60 percent), and *Amount of Development* (53 percent).

Table 2: Current Status of Community Conditions (Question 3)

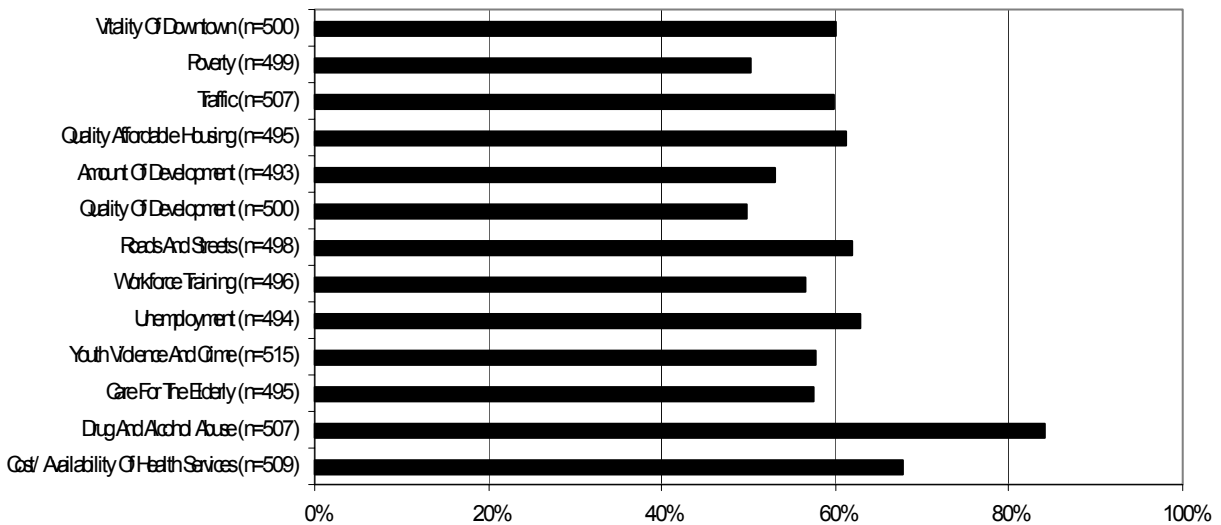
Category	Community Condition	Major Problem	Moderate Problem	Minor or No Problem
Health	Cost/Availability Of Health Services (n=509)	22%	46%	32%
	Drug And Alcohol Abuse (n=507)	26%	58%	16%
	Care For The Elderly (n=495)	10%	47%	43%
Public Safety	Police-Community Relations (n=511)	4%	23%	74%
	Violent Crime (n=508)	5%	32%	64%
	Youth Violence And Crime (n=515)	9%	49%	42%
Economics	Unemployment (n=494)	16%	46%	37%
	Workforce Training (n=496)	11%	45%	44%
	Workforce Retraining (n=485)	9%	40%	51%
Local Services	K-12 Education (n=503)	10%	26%	64%
	Drinking Water (n=500)*	6%	17%	77%
	Sewer (n=493)*	18%	28%	54%
	Roads And Streets (n=498)*	22%	39%	38%
	Internet Access (n=497)	4%	22%	73%
	Telephone (n=502)	5%	22%	73%
	Parks And Recreation (n=499)*	5%	16%	79%
	Solid Waste Management (n=496)	7%	27%	66%
	Cable TV (n=495)	6%	23%	71%
	Public Transportation (n=493)*	13%	26%	62%
	Quality Of Development (n=500)*	13%	37%	50%
	Amount Of Development (n=493)*	16%	37%	47%
	Quality Affordable Housing (n=495)*	19%	42%	39%
Land Use	Open Space (n=485)*	9%	28%	63%
	Brownfields (n=469)*	9%	23%	68%

Table 2: Current Status of Community Conditions (Question 3) (continued)

Category	Community Condition	Major Problem	Moderate Problem	Minor or No Problem
Community Quality of Life	Race-Ethnic Relations (n=507)	2%	27%	71%
	Air Quality (n=509)*	5%	18%	77%
	Water Quality (n=503)*	6%	19%	76%
	Traffic (n=507)*	21%	39%	40%
	Poverty (n=499)	9%	41%	50%
	Vitality Of Neighborhoods (n=495)*	8%	35%	57%
	Vitality Of Downtown (n=500)*	21%	39%	40%
	Volunteerism (n=504)	9%	29%	61%

*Planning Issues

Figure 1: Conditions Identified Most Often as Major or Moderate Problems (Question 3)



Source: Indiana Advisory Commission on Intergovernmental Relations 2001

How has the condition changed over the last year?

Question 3a asked specifically about whether conditions has improved, worsened, or not changed over the past year (Table 3; Figure 2). Respondents reported no change most often. Only *Traffic* was reported by a majority of respondents as either *improved* or *worsened*. For 10 issues, greater than one-third of respondents indicated a condition as *improved* or *worsened* over the last 12 months. It is important to note, however, that for eight of these issues a majority of respondents still reported *no change*.

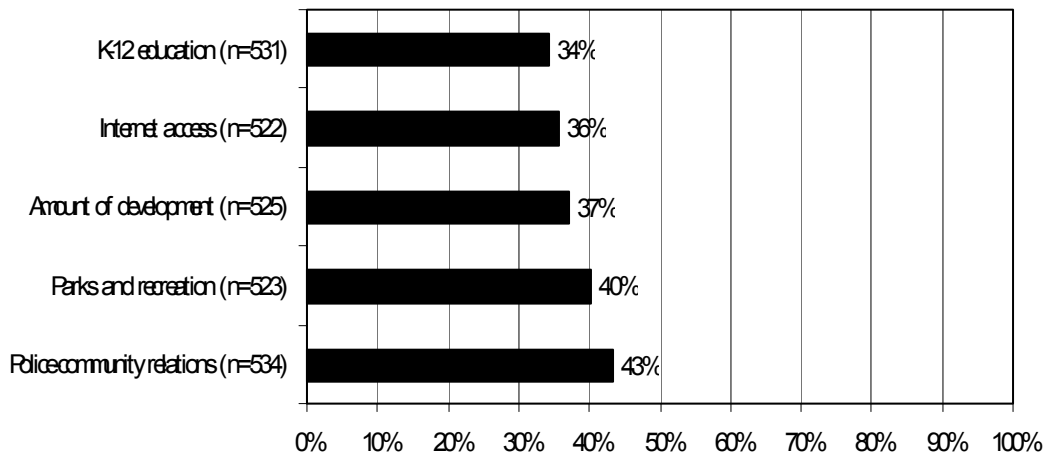
Among the ten issues, conditions reported by the most respondents as *improved* (Figure 2), included *Parks and Recreation* (40 percent) and *Amount of Development* (37 percent). *Parks and Recreation* was among the conditions reported as most improved in 1999. *Amount of Development* appeared as conditions for the first time in the 2001 survey. Planning conditions that were reported most often as deteriorated (Figure 3), included *Traffic* (51 percent) and *Roads and Streets* (37 percent). These land use conditions also were the same ones identified most often by respondents as being major or moderate problems.

Table 3: How Conditions Have Changed in the Last 12 Months (Question 3)

		Improved	Worsened	No Change
Health	Cost/Availability Of Health Services (n=528)	18%	34%	48%
	Drug And Alcohol Abuse (n=520)	10%	34%	56%
	Care For The Elderly (n=513)	18%	11%	71%
Public Safety	Police-Community Relations (n=534)	43%	5%	51%
	Violent Crime (n=523)	15%	13%	72%
	Youth Violence And Crime (n=528)	10%	29%	61%
Economics	Unemployment (n=534)	14%	48%	38%
	Workforce Training (n=524)	19%	22%	60%
	Workforce Retraining (n=519)	15%	12%	73%
Local Services	K-12 Education (n=531)	34%	10%	56%
	Drinking Water (n=530)*	21%	10%	69%
	Sewer (n=521)*	27%	20%	53%
	Roads And Streets (n=534)*	27%	37%	36%
	Internet Access (n=522)	36%	7%	57%
	Telephone (n=524)	16%	16%	68%
	Parks And Recreation (n=523)*	40%	5%	55%
	Solid Waste Management (n=528)	27%	11%	63%
	Cable TV (n=522)	16%	20%	64%
	Public Transportation (n=516)*	13%	7%	80%
	Quality Of Development (n=531)*	29%	20%	51%
	Amount Of Development (n=525)*	37%	18%	45%
	Quality Affordable Housing (n=526)*	20%	26%	54%
	Open Space (n=515)*	9%	25%	67%
	Brownfields (n=497)*	7%	13%	80%
Community Quality of Life	Race-Ethnic Relations (n=532)	14%	8%	77%
	Air Quality (n=530)*	6%	11%	83%
	Water Quality (n=529)*	15%	12%	74%
	Traffic (n=532)*	7%	51%	42%
	Poverty (n=526)	4%	23%	73%
	Vitality Of Neighborhoods (n=520)*	16%	18%	67%
	Vitality Of Downtown (n=525)*	20%	32%	48%
	Volunteerism (n=528)	25%	16%	59%

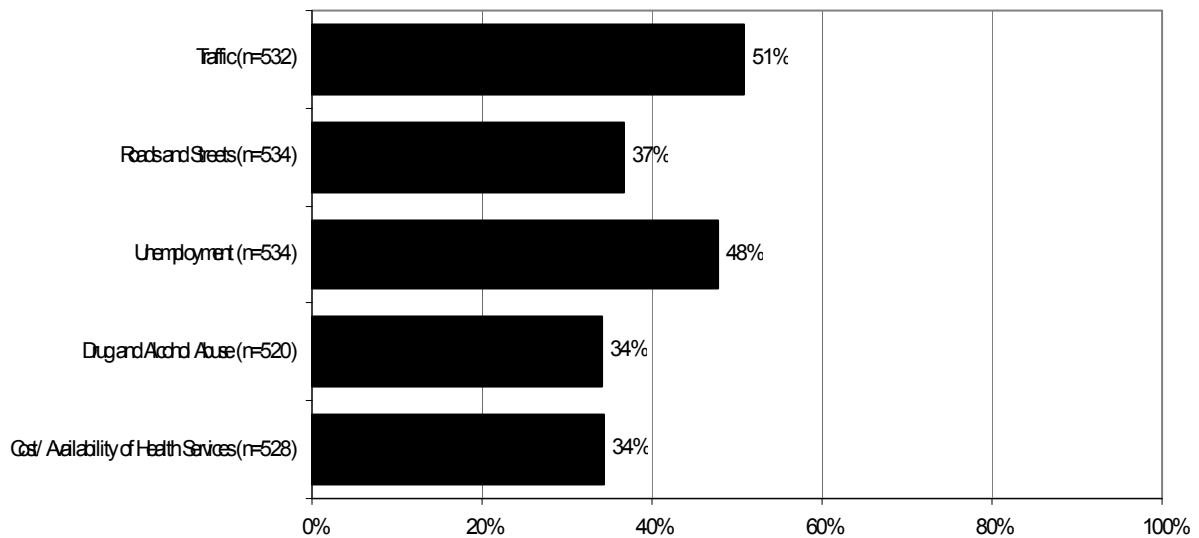
*Planning Issues

Figure 2: Conditions that Have Improved Most over Last 12 Months (Question 3)



Source: Indiana Advisory Commission on Intergovernmental Relations 2001

Figure 3: Conditions that Have Deteriorated Most over Last 12 Months (Question 4)



Source: Indiana Advisory Commission on Intergovernmental Relations 2001

Which three improved or deteriorated most during the past five years?

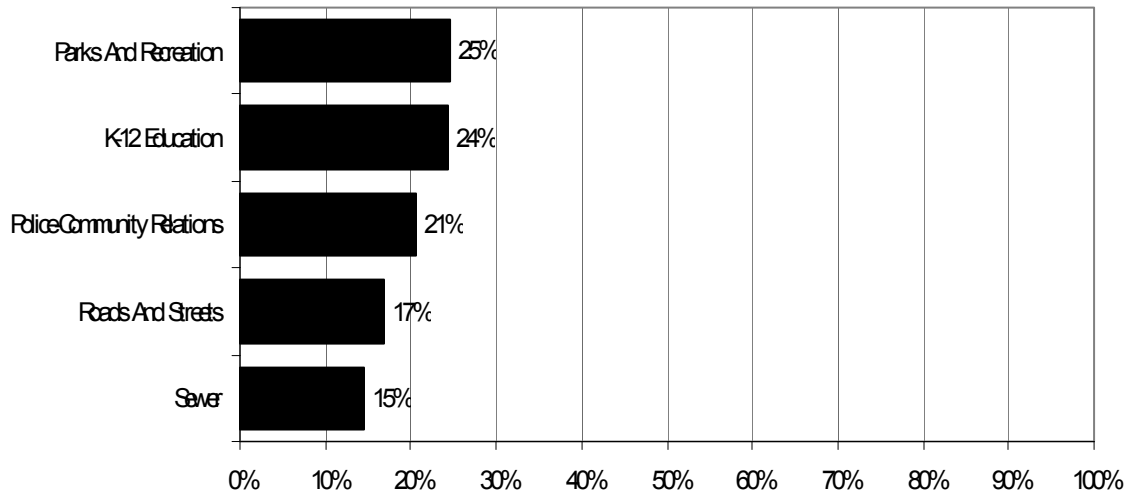
Questions 4 and 5 asked respondents to list the three conditions that had deteriorated most and improved most over the last five years. Five conditions were ranked by 15 percent or more of respondents as among the three most improved (Table 4; Figure 4). Three of these were planning issues: *Parks and Recreation* (25 percent), *Roads and Streets* (17 percent) and *Sewers* (15 percent). Five additional conditions were ranked by 15 percent or more of respondents as deteriorating most (Table 4; Figure 6), including two planning issues (*Traffic*—25 percent and *Roads and Streets*—24 percent).

Table 4: Percent of Respondents Ranking Conditions as One of Three Most Improved, Deteriorated, or Important to Work On

		Conditions Improved Most in the Last 5 Years (n=438)	Conditions Deteriorated Most in the Last 5 Years (n=476)	Conditions Most Important to Work on Over the Next 2 Years (n=462)
Health	Health (General)	4%	8%	8%
	Cost/Availability Of Health Services	5%	18%	13%
	Drug And Alcohol Abuse	1%	18%	13%
	Care For The Elderly	7%	4%	5%
Public Safety	Public Safety (General)	8%	4%	4%
	Police-Community Relations	21%	2%	3%
	Violent Crime	5%	4%	4%
	Youth Violence And Crime	1%	8%	7%
Economics	Economics (General)	5%	11%	12%
	Overall Economic Conditions	3%	6%	6%
	Unemployment	8%	17%	15%
	Workforce Training	6%	3%	5%
	Workforce Retraining	2%	2%	2%
Local Services	Local Services (General)	8%	4%	6%
	K-12 Education	24%	6%	15%
	Drinking Water *	9%	6%	7%
	Sewer *	15%	14%	20%
	Roads And Streets*	17%	23%	27%
	Internet Access	11%	1%	2%
	Telephone	3%	3%	2%
	Parks And Recreation*	25%	2%	4%
	Solid Waste Management	8%	4%	5%
	Cable TV	6%	4%	0%
	Public Transportation *	4%	3%	3%
	Land Use	Land Use (General)*	6%	8%
Quality Of Development*		8%	4%	6%
Amount Of Development*		8%	5%	5%
Quality Affordable Housing*		5%	13%	12%
Open Space*		1%	3%	2%
Brownfields*		0%	1%	2%
Community Quality Of Life (General)		4%	6%	6%
Community Quality of Life	Race-Ethnic Relations	3%	3%	5%
	Air Quality*	1%	4%	3%
	Water Quality*	3%	4%	3%
	Traffic*	1%	26%	18%
	Poverty	1%	5%	6%
	Vitality Of Neighborhoods*	3%	4%	3%
	Vitality Of Downtown*	8%	14%	11%
	Volunteerism	11%	3%	1%

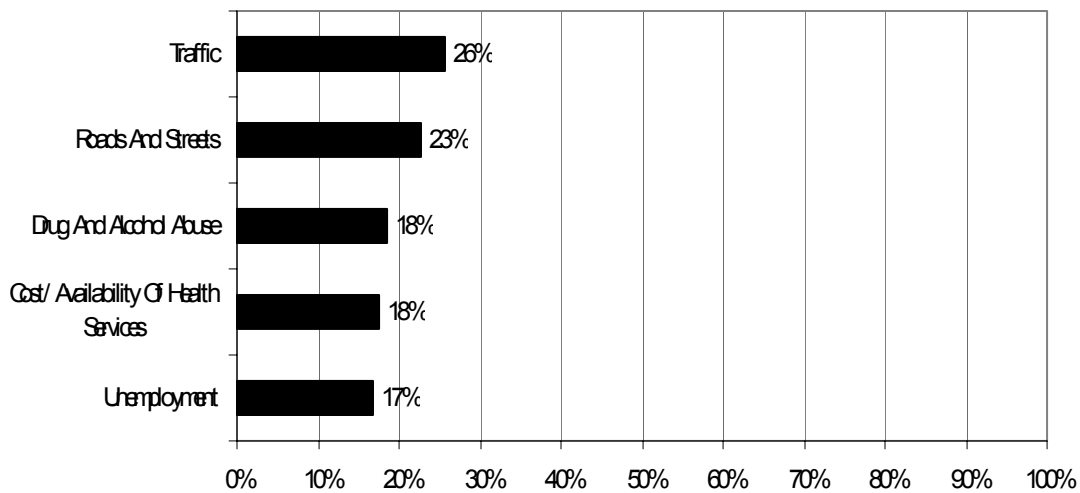
*Planning Issues

Figure 4: Conditions Identified Most often as Improving in the Last Five Years (Question 5; n=561)



Source: Indiana Advisory Commission on Intergovernmental Relations 2001

Figure 5: Conditions Identified Most often as Deteriorating in the Last Five Years (Question 4; n=476)

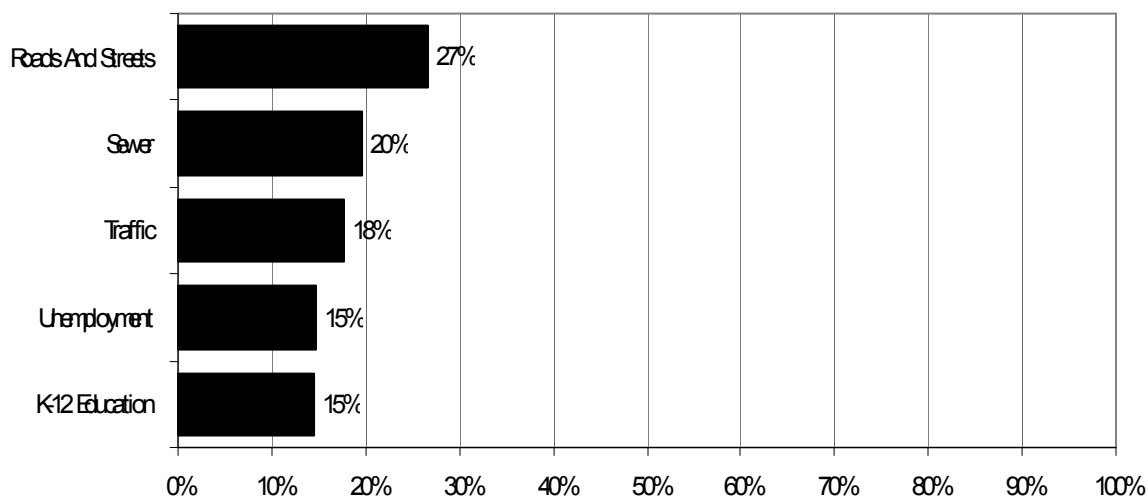


Source: Indiana Advisory Commission on Intergovernmental Relations 2001

Which three will be most important to address during the next two years?

Question 6 asked respondents to list the 3 most important issues to address in the next two years (Table 4; Figure 6). Three planning issues were ranked as among the three most important to address in the short term (*Roads and Streets*—27 percent, *Sewer*—20 percent, and *Traffic*—18 percent).

Figure 6: Conditions Identified Most often as Most Important to Address in the Next Two Years (Question 6; n=462)



Source: Indiana Advisory Commission on Intergovernmental Relations 2001

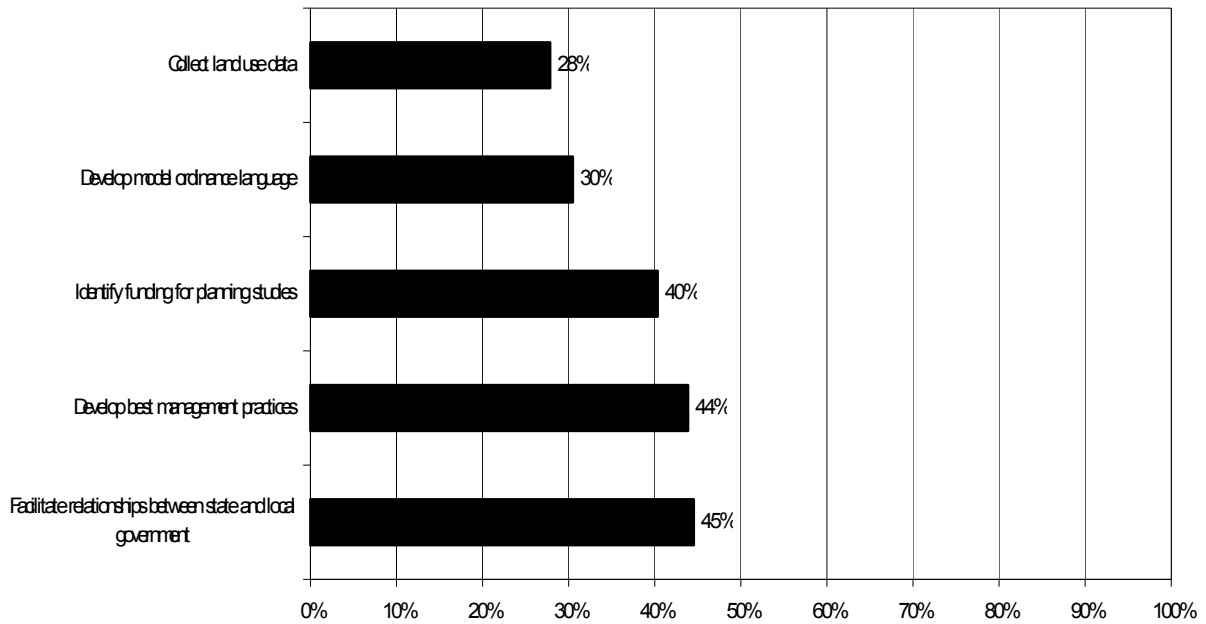
ILRC Activities

In Question 10, respondents were asked to rank the various activities suggested as appropriate to fulfilling the Indiana Land Resource Council's (ILRC) statutory charge (IC 15-7-9) (Table 5). The responses provided most frequently were *Facilitate Relationships Between State and Local Government* (45 percent), *Develop Best Management Practices* (44 percent), *Identify Funding for Planning Studies* (40 percent), and *Develop Model Ordinance Language* (30 percent) (Figure 7). When considering responses by those officials representing governments that have local planning authority (municipalities and counties) responses were similar. *Identify Funding for Planning Studies*, however, was identified most frequently (49 percent) by this group (Figure 8).

Table 5: Percent of Respondents Ranking Activities Among 3 Most Helpful in Managing Land Use (Question 10)

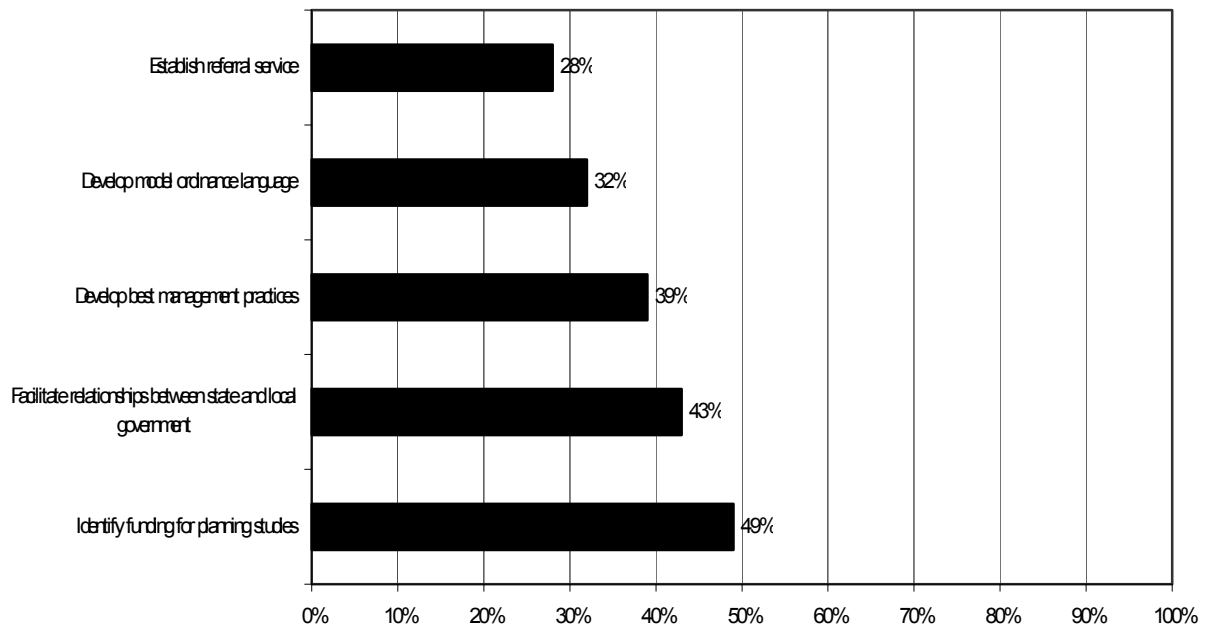
	Municipal and County Officials (n=247)	Remaining Officials (n=209)	All Officials (n=456)
Collect land use data	23%	33%	28%
Develop best management practices	39%	50%	44%
Develop model ordinance language	32%	28%	30%
Develop planning library	15%	15%	15%
Augment educational programs provided by universities	25%	27%	26%
Identify funding for planning studies	49%	30%	40%
Identify funding for planning staffing and training	25%	19%	22%
Establish referral service	28%	23%	25%
Facilitate relationships between state and local government	43%	47%	45%
Inventory state agency programs	15%	23%	19%

Figure 7: Indiana Land Resources Council Activities—All Officials (Question 10; n=456)



Source: Center for Urban Policy and the Environment 2001

Figure 8: Indiana Land Resources Council Activities—Municipal and County Officials (Question 10; n=247)



State Agencies and Land Use Issues

Question 11 asked respondents to rate their experiences in working with various state agencies on land use issues. Respondents reported working most with the Department of Natural Resources (IDNR), the Department of Environmental Management (IDEM), the Department of Transportation (IDOT), and the Department of Commerce (IDOC). They rated their experiences with the Department of Commerce as *Good* and the most favorable among the state agencies listed. The Department of Environmental Management and the Utility Regulatory Commission were rated least favorably.

Table 6: Agency Ratings for Land Use Issues

	Very Good (4)	Good (3)	Fair (2)	Poor (1)	Have Not Worked With	Average
Department of Commerce (n=282)	26%	48%	21%	5%	44%	2.9
Department of Environmental Management (n=356)	12%	31%	36%	21%	29%	2.3
Department of Natural Resources (n=374)	19%	41%	29%	11%	26%	2.7
Department of Transportation (n=339)	16%	33%	37%	14%	32%	2.5
Development Finance Authority (n=155)	13%	38%	36%	13%	69%	2.5
Housing Finance Authority (n=155)	10%	47%	31%	12%	68%	2.5
State Department of Health (n=281)	8%	39%	40%	12%	44%	2.4
Utility Regulatory Commission (n=204)	8%	29%	42%	21%	59%	2.2
Office of the Commissioner of Agriculture (n=127)	17%	45%	29%	9%	74%	2.7
Office of State Chemist and Seed Commissioner (n=108)	18%	35%	43%	5%	78%	2.7

Development Preferences

Question 12 asked respondents to indicate community preferences regarding development and quality of life, including mix of housing types and values, density of development, proximity to shopping, transportation connections between development, proximity to neighbors, and diversity. Respondents were asked to choose the number along each continuum that corresponded most closely to the preferences of their constituents (Figures 9-11).

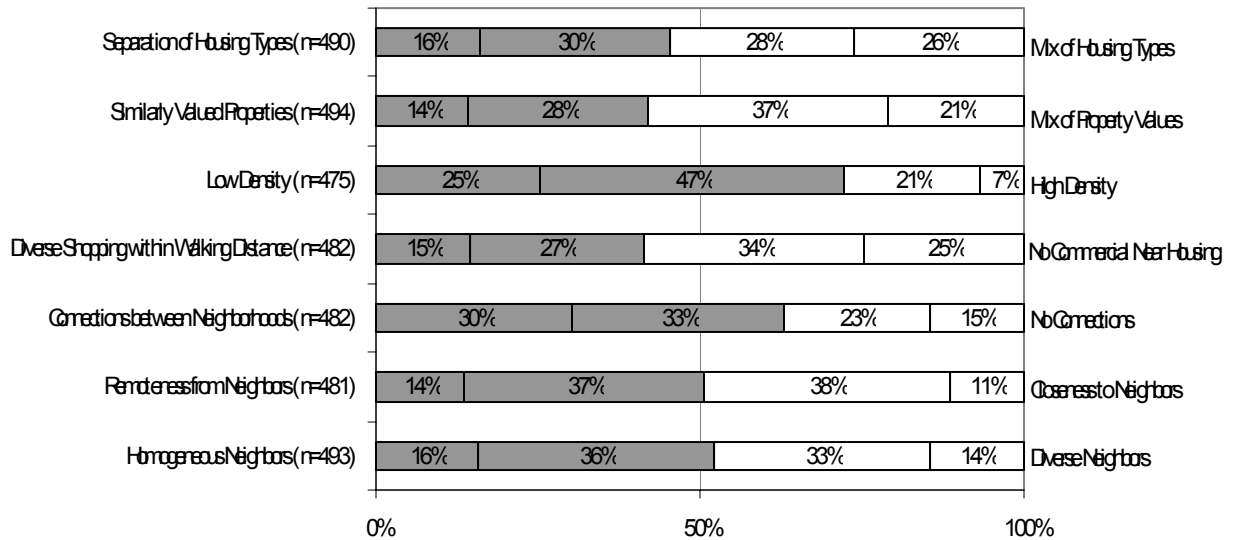
Respondents showed a slight preference for mixing housing types and property values. County and township officials showed a slight preference for a separation of housing types but favored mixed property values slightly. Municipal officials showed a stronger preference for mixed housing types and property values than the entire set of respondents.

Regardless of sub-group, respondents favored lower density development. The preference by the entire set of respondents was stronger than for any sub-group. The responses to a subsequent question regarding density (Question 13), however, indicated that officials' perceptions of municipal residents' definitions of *low density* differ from county and township residents.

All groups indicated a preference for separating shopping and commercial uses from housing and for providing street and walking connections between developments. County and township officials expressed the strongest preference for separation of commercial uses. Municipal officials favored walking connections more strongly.

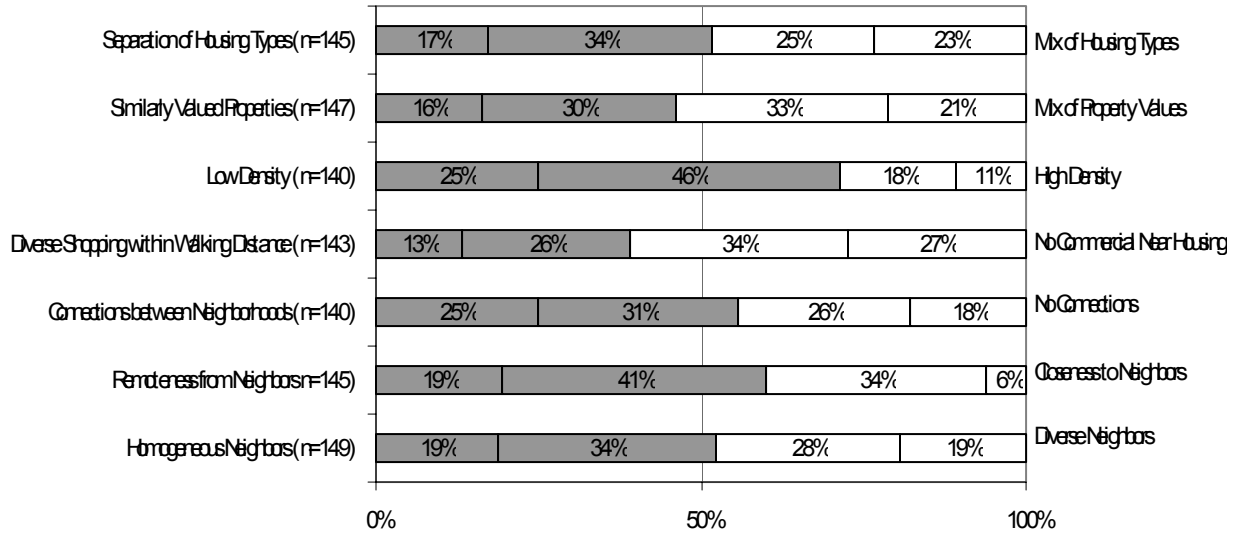
Overall, responses were mixed regarding preferences for proximity to neighbors and for diversity of neighbors, with a slight preference toward remoteness and homogeneity for all respondents. County and township officials indicated a slight preference toward remoteness and homogeneity, while municipal officials preferred closeness and diversity slightly.

Figure 9: Constituents' Development Preferences—All Respondents (Question 12)



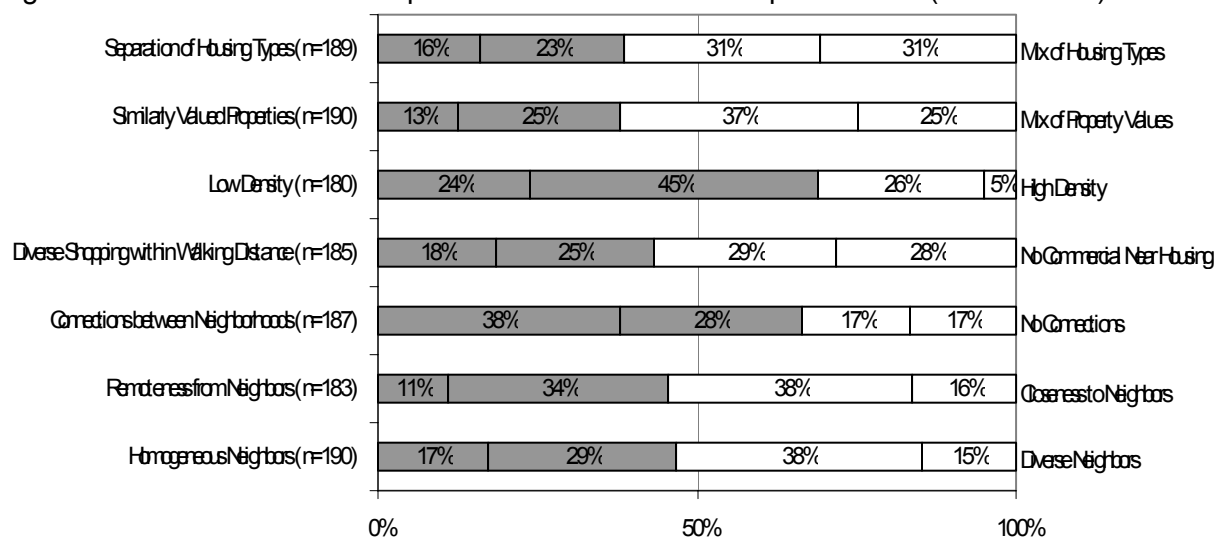
Note: Officials were asked to rate the preferences of their constituents on a 4-point scale. Sixteen percent of officials chose 1 (left most bar) for the first question indicated a constituency with a relatively strong preference for separation of housing types, while 26 percent of officials chose 4 (right most bar) indicated a constituency with a relatively strong preference for a mix of housing types. Overall, officials indicated a slight preference for mixed housing types (54 percent).

Figure 10: Constituents' Development Preferences—County and Township Officials (Question 12)



Note: Officials were asked to rate the preferences of their constituents on a 4-point scale. Seventeen percent of county and township officials chose 1 (left most bar) for the first question indicated a constituency with relatively strong preference for a separation of housing types, while 23 percent of officials chose 4 (right most bar) indicated a constituency with relatively strong preference for a mix of housing types. Overall, county and township officials indicated a slight preference for separation of housing types (51 percent).

Figure 11: Constituents' Development Preferences—Municipal Officials (Question 12)



Note: Officials were asked to rate the preferences of their constituents on a 4-point scale. Sixteen percent of officials chose 1 (left most bar) for the first question indicated a constituency with a relatively strong preference for a separation of housing types, while 31 percent of officials chose 4 (right most bar) indicated a constituency with a relatively strong preference for a mix of housing types. Overall, officials indicated a slight preference for mixed housing types (62 percent).

Question 13 addressed preferences for density. Consistent with the responses provided to Question 12, respondents generally favor densities consistent with 1-to-4 units per acre. County and township officials indicated a stronger preference for one or two units per acre. Municipal officials expressed strong preferences for densities of two to four units per acre.

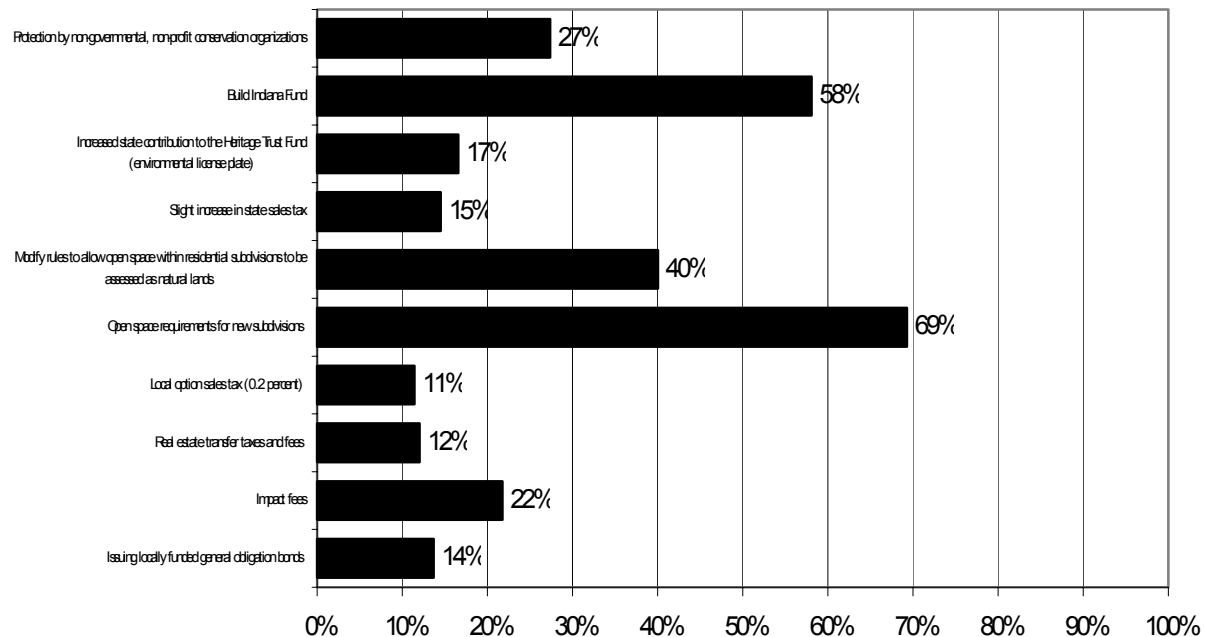
Table 7: Constituents' Preferences for Development Densities (Question 13)

	All (n=500)	County and Township Officials (n=155)	Municipal Officials (n=188)
1 unit per acre (160 acres)	26%	41%	13%
2 units per acre (80 acres)	35%	35%	35%
4 units per acre (40 acres)	21%	8%	28%
8 units per acre (20 acres)	9%	8%	12%
9 units per acre (18 acres or less)	9%	7%	12%

Funding Mechanisms for Funding Open Space

Question 14 asked respondents to identify mechanisms for funding open space acquisition that would be supported by a majority of their constituents. Their responses in order of preference were: *Open Space Requirements for New Subdivisions* (70 percent), *Build Indiana Fund* (58 percent), *Assess Open Space within Residential Subdivisions as Natural Lands* (40 percent), and *Protection by Non-governmental, Non-profit Conservation Organizations* (26 percent). All of the remaining options, many of which addressed increased taxes or fees, were identified favorably by fewer than 25 percent of respondents.

Figure 12: Constituents' Preferences for Funding the Protection of Open Space (Question 14; n=480)



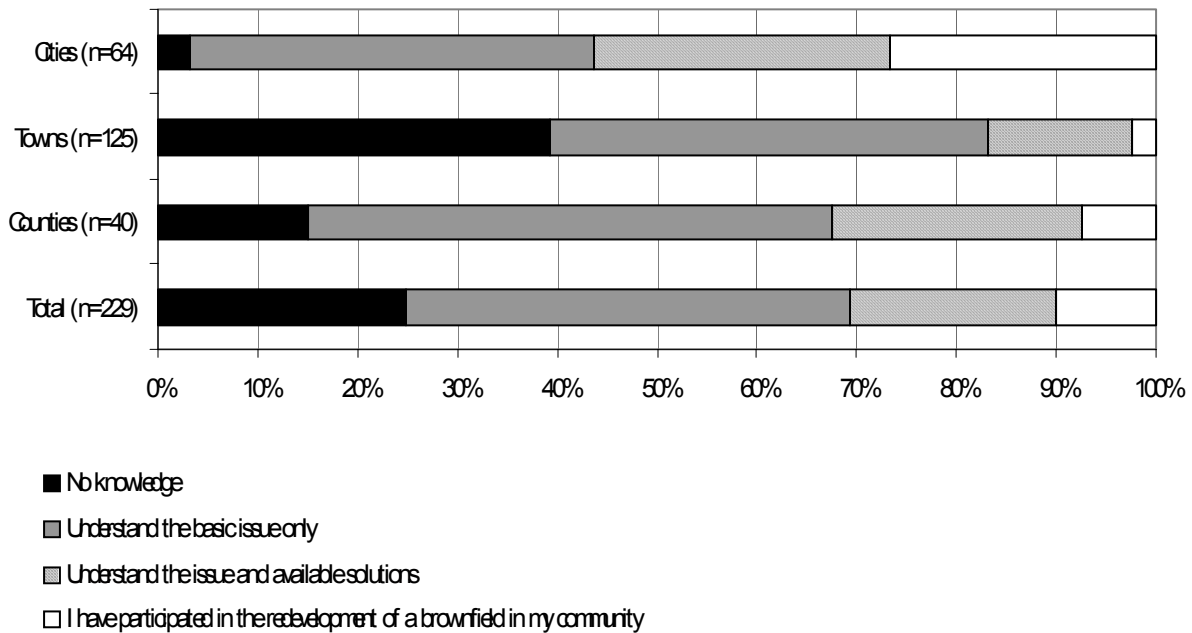
Source: Indiana Advisory Commission on Intergovernmental Relations 2001

Brownfields

Questions 16-18 were developed in cooperation with the Indiana Development Finance Authority and address municipal and county officials understanding of brownfields, the inventory of local brownfield sites, and remediation activities.

Question 16 asked specifically about local officials' understanding of the concept of brownfields and available solutions. City officials reported having the most knowledge and experience with brownfields (30 percent understand the issue and available solutions and 27 percent have direct experience in redeveloping a brownfield) (Figure 13). A majority of town and county officials, however, reported having no knowledge or only a basic understanding of the concept (83 and 68 percent, respectively). Town officials reported having no knowledge most often (39 percent).

Figure 13: Officials' Knowledge and Experience with Brownfields (Question 16)



Source: Indiana Advisory Commission on Intergovernmental Relations 2001

Question 17 asked respondents to identify the number of brownfield properties within their communities (Table 8). Most municipal and county officials indicated having less than ten brownfields (78 percent). About one-fifth of respondents indicated having 10 or more sites (22 percent).

Table 8: Estimated Number of Brownfields (Question 17)

	Cities (n=65)	Towns (n=120)	Counties (n=42)	Total (n=227)
Under 10	43 (66%)	112 (93%)	22 (52%)	177 (78%)
10 to 25	13 (2%)	7 (6%)	13 (31%)	33 (15%)
25 to 50	7 (11%)	1 (1%)	6 (14%)	14 (6%)
50 to 100	1 (2%)	0 (0%)	0 (0%)	1 (<1%)
Over 100	1 (2%)	0 (0%)	1 (2%)	2 (1%)

Question 18 asked respondents about how many remediation projects have been undertaken in their communities (Table 9) and what type of organization led those efforts (Table 10). Mayors reported the most remediation efforts (66); county officials reported the fewest (24). Officials reported that local governments and private developers lead the majority of remediation efforts. In cities, the local government was reported as leading most often (65 percent). For towns and counties, private developers led these efforts most often (50 and 48 percent, respectively).

Table 9: Brownfield Remediations (Question 18a)

	Cities (n=57)	Towns (n=95)	Counties (n=27)	Total (n=179)
0	29 (51%)	70 (74%)	14 (52%)	113
1-5	25 (44%)	25 (26%)	13 (48%)	63
>5	3 (5%)	0 (%)	0 (0%)	3
Total Brownfields	66	32	24	122

Table 10: Brownfield Redevelopers (Question 18b)

	Cities (n=37)	Towns (n=38)	Counties (n=23)	Total (n=98)
Local government	24 (65%)	15 (39%)	10 (43%)	49 (50%)
Private developer	12 (32%)	19 (50%)	11 (48%)	42 (43%)
Community organization/not-for-profit	1 (3%)	4 (11%)	2 (9%)	7 (7%)